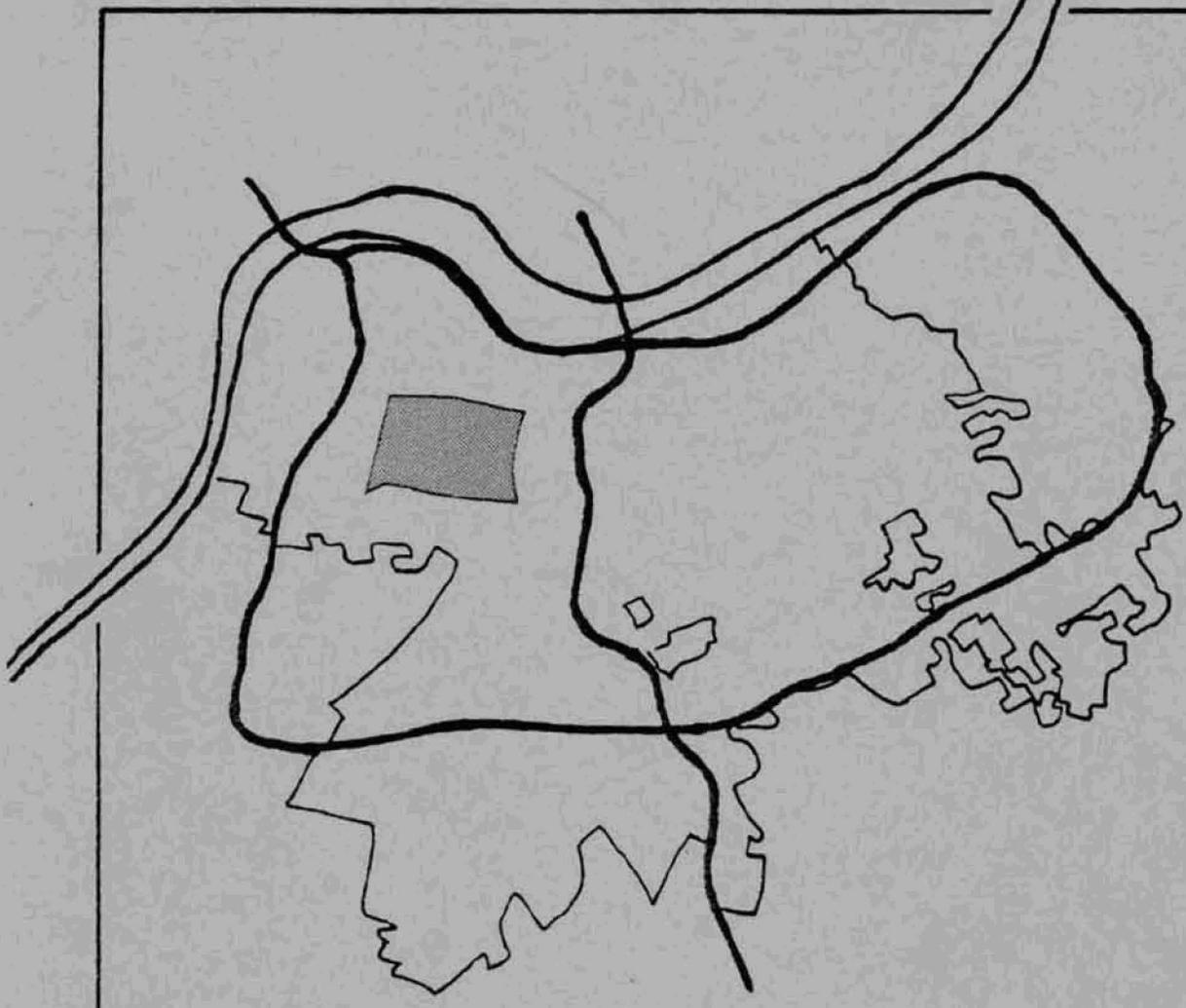


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A Strategy Plan of  
Guided Growth and Redevelopment  
for the  
**CALIFORNIA  
NEIGHBORHOOD**



**Louisville and Jefferson County Planning Commission**



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# CALIFORNIA NEIGHBORHOOD PLAN

Prepared for the Board of Aldermen of the City of Louisville by the Louisville and Jefferson County Planning Commission, under contract with the Louisville Community Development Cabinet and with the assistance of the California Neighborhood Plan Steering Committee.

The preparation of this document was financed in part with federal Housing and Community Development funds.

August, 1982



**Louisville and Jefferson County Planning Commission**

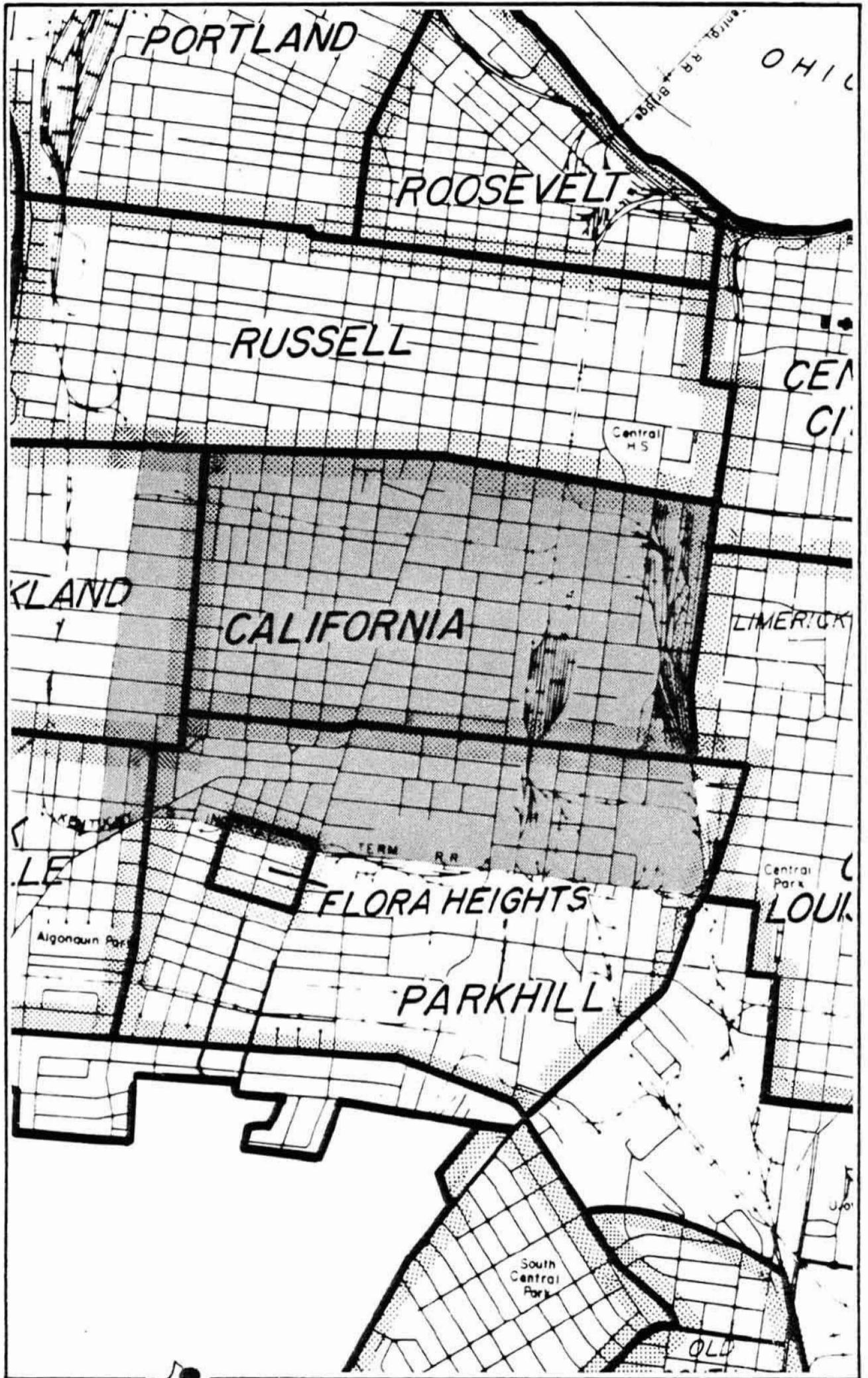


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## INTRODUCTION

## INTRODUCTION

The report before you is the California Neighborhood Plan. It was prepared in 1981-1982 and approved by the Board of Aldermen on \_\_\_\_\_ . This Plan covers that portion of the City of Louisville bounded by Broadway on the north; 9th Street and the L&N Railroad on the east; Magnolia Avenue, the K&IT Railroad and Wilson Avenue on the south; and 28th Street on the west.

### Highlights

Readers of the Plan may want a guide to show where to find the parts that interest them.

The Executive Summary following this Introduction briefly describes the planning process and the Plan's content.

The following sections will be of interest to most readers and page numbers for locating them are added:

1. Recommendations: the Plan's recommendations consist of written guidelines and an accompanying map. Refer to the following pages for the Plan's recommendations: Land Use, page I-29; Transportation, page II-26; Housing, page III-17; Economic Development, page IV-16.
2. Priorities: tables have been prepared summarizing implementation measures and showing their relative importance. For Land Use priorities see page I-47; for Transportation, page II-36; for Housing, page III-26; for Economic Development, page IV-23.
3. Implementation Measures: actions and programs to implement the Plan, agencies involved and cost estimates are covered in section D of each part of the Plan. For Land Use Implementation measures, begin on page I-33; for Transportation, page II-29; for Housing, page III-19; for Economic Development, page IV-18.

### Outline

The California Plan is a detailed report. It covers four elements of the neighborhood: Land Use, Transportation, Housing and Economic Development. Each element is considered separately and each element has been broken down into the following components:

Needs Assessment describes existing conditions and identifies problems to be addressed by the Plan. Data on the neighborhood is contained or referenced in this section.

Projections gives a brief discussion of the neighborhood's probable future, if current trends and government programs continue as they are.

Alternatives and Recommendations is divided into two parts, a list of alternatives considered for each neighborhood problem and the recommendations -- guidelines and maps -- for California.

Implementation identifies actions and programs that should be carried out to bring about the recommendations.

Priorities shows the relative importance of implementation actions and schedules startup of the actions.

For More Information: contact members of the project staff (see inside rear cover) at the Planning Commission offices, 581-5860, or the California Block Club Federation, 589-2690.

## **EXECUTIVE SUMMARY**

A. REQUESTED ACTION

1. Plan Preparation

The California Neighborhood Plan was prepared by the staff of the Louisville and Jefferson County Planning Commission, under a contract with the City of Louisville Community Development Cabinet at the request of the Louisville Board of Aldermen. The Planning Commission staff worked closely with the California Neighborhood Plan Steering Committee of the California Task Force in preparing the Plan. The Plan was prepared in part with federal Community Development Block Grant funds. The Plan was developed in accordance with the Neighborhood Plan Ordinance (Ordinance No. 22, Series 1980, City of Louisville).

2. Purpose of Plan

The purpose of this plan is to identify the needs of California's residents and businesses in terms of land use, transportation, housing and economic development. The Plan is intended to provide specific recommendations that will promote the stabilization and revitalization of California's residential area, promote healthy neighborhood shopping areas, and support existing and proposed industrial development. The purpose of this study is to establish a plan that can be officially adopted by the City of Louisville as a basis for public policy and as a means to guide and encourage private investment.

After the plan is adopted by the Board of Aldermen, it will guide decision-making by the Board and the Mayor in matters concerning California. Specifically, the Board of Aldermen:

- will consider the plan's recommendations in the development of city-wide plans, provision of services and preparation of budgets;
- may act as applicant for zoning change proposals recommended by the plan; and
- will consider the plan as official planning evidence in its review of zoning change proposals.

Similarly, the Executive Branch and associated agencies will use the plan to:

- develop city-wide plans and policies;
- guide the provision of services; and
- prepare and review General Revenue and Community Development budgets.

3. Plan Content

The California Neighborhood Plan contains four sections: Land Use, Transportation, Housing and Economic Development.

Each of the four sections includes the five phases specified in Section 3 of Ordinance 22, Series 1980: the "Needs Assessment" that inventories existing conditions, the "Projections" of existing trends into the future if no actions are taken, "Recommendations" to address the issues and problems identified, "Implementation" strategies to carry out the Recommendations, and "Priorities" for implementing the plan including responsible agencies, organizations and funding sources.

The study area for the California Neighborhood Plan is bounded by Broadway, 9th Street and the L&N Railroad, Magnolia and Wilson Avenues, and 28th Street. This area measures approximately 1,265 acres.

Adoption by the Board of Aldermen is sought for the complete Land Use, Transportation, Housing and Economic Development Sections. No other neighborhood plan sections or parts thereof are proposed at this time.

## B. NEIGHBORHOOD PLAN ORDINANCE COMPLIANCE

The California Neighborhood Plan was developed in compliance with the requirements of Ordinance No. 22 concerning content and process for preparation and adoption of neighborhood plans.

### 1. Summary of Recommendations and Priorities

#### a. Land Use

The land use plan for California consists of a series of recommendations or guidelines, and a map. The guidelines appear in part C.2.a. of the Land Use section, Figure I-5 illustrates land use recommendations. Land use problems and issues, and the land use plan developed in response to them are summarized in the following paragraphs.

Because of the neighborhood's size, the Plan's analysis and recommendations focus on sub-areas; these sub-areas are shown on Figure I-2. A problem common to all the sub-areas is vacant lots and vacant structures. Unmaintained lots and deteriorating buildings discourage investment in residential, commercial and industrial sections of California. The Plan recommends maintenance of vacant lots and buildings, re-use of sound vacant structures and demolition of those that are beyond repair. New construction on vacant lots is endorsed, to correct the source of the problem.

The decline in housing is the neighborhood's most significant land use trend. Since 1950 the housing stock has decreased by 40%. Housing in California offers affordable homes for low through middle income families. The Plan recommends steps to protect this resource. The residential sub-area should be used predominantly for housing; stringent conditions are to be met before new businesses would be permitted there. Infill housing construction is recommended for the vacant lots. Businesses in and near the residential sub-area should provide screening and take other steps to reduce nuisances.

California and Victory Parks are in need of some additional facilities, landscaping and maintenance. The parks should be supplemented with use of school recreation facilities after hours.

California does not have good shopping facilities. The lack of stores -- large grocery, drug store, discount store -- diminishes the neighborhood's ability to attract residents. The Plan recommends revitalization of two neighborhood shopping areas: 18th Street between Garland and Oak, and 28th and Dumesnil. A compact shopping center at 18th and Garland is supported to promote investment in the vacant stores and open lots along 18th Street.

East of 15th Street extensive housing demolition has occurred and the Station Park industrial development is under way. The Plan supports the completion of Station Park and additional industrial development south of Kentucky Street. Until industry replaces homes in this area, public services and housing maintenance should not be reduced.

North of Garland and west of 15th Street there are homes interspersed with major industries. The Plan recognizes the need to both preserve and improve housing, and to retain

industry in this area. The Plan recommends that industrial expansion be compatible with adjacent homes and that residents whose homes are acquired by industry relocate within California.

Implementation measures recommended to achieve the land use plan for California are discussed in part D. of the Land Use section.

b. Transportation

Improvements recommended for the transportation system in California are presented in the guidelines (part C.2.a. of the Transportation Section) and in Figure II-5. The transportation issues and recommendations developed as part of the planning process are summarized in the following paragraphs.

The street system in California handles existing traffic volumes very well, no major improvements are needed. Dixie Highway/18th Street and the Oak/Dumesnil corridor present some problems, including lack of traffic signals, rough pavement conditions and inadequate clearance beneath railroad overpasses. The Plan recommends studying 18th Street between Broadway and Oak to determine the need for a traffic signal. Re-paving is recommended for 18th Street and portions of Oak and Dumesnil. A study of the underpasses is recommended to evaluate Oak Street's significance for truck traffic and the need for improved signage or structural improvements.

Completion of the Station Park industrial development will significantly increase truck and auto traffic in this portion of the neighborhood. To accommodate this traffic the Plan makes several recommendations. Through truck routes should be designated: 9th, 12th, Broadway and Hill Streets. Improvements to 9th and 12th Streets are supported, including the extension of 9th Street to meet 7th Street at Magnolia. Actions to protect residential areas west of 15th Street from traffic nuisances are also proposed. Through truck traffic should be prohibited on Garland, Prentice, St. Catherine, Gallagher, Hale and Ormsby Streets. In addition, construction of a cul-de-sac is recommended for Kentucky Street west of 15th to create a physical barrier to through traffic and to encourage housing revitalization in the area.

Speeding is a problem on several local streets. The Plan recommends installation of 25 mph speed limit signs on local streets and 35 mph signs on arterial streets. An enforcement program by the Police Department is also proposed.

Several intersections in California along Broadway, Oak and 22nd Streets experience high traffic volumes and have elevated levels of traffic accidents. The Plan recommends study of these areas to determine the need for additional signs, directional pavement markings, traffic signal adjustments, etc.

Improved facilities for pedestrians are needed in some locations. In areas of heavy use, crosswalk lines should be repainted or provided for the first time. The City policy of requiring handicapped ramps when sidewalks are reconstructed is endorsed. The need for walk/wait signals should be considered at 18th and Garland, 21st and Broadway, 28th and Broadway.

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California is well served by public transportation. However, there is a lack of shelters and benches for transit users. The Plan suggests a feasibility study of bus shelters along Dixie Highway and recommends benches at heavily used stops in the interior of the neighborhood. There is a need among California residents for additional

transportation services. The Community Bus currently meets special transportation needs of area residents and supports neighborhood activities. The Plan recommends continuation of this service, and provision of an additional vehicle, if funds are adequate.

Measures to implement the transportation recommendations are presented in part D. of the plan's Transportation Section.

#### c. Housing

The housing guidelines (part C.2.a. of the Housing Section) and Figure III-1 present the recommendations for California's housing stock. The recommendations are summarized below.

California has lost 40% of its housing stock since 1950; one-quarter of the remaining homes are in need of major repair. The Plan recommends actions to improve existing housing, as well as the construction of new housing. Housing rehabilitation is supported throughout the neighborhood. Financial assistance, however, should be focused in the existing NSA, near the proposed shopping center, and in the neighborhood commercial areas. Figure III-1 shows these and lower priority areas for rehabilitation. Housing repairs through a self-help neighborhood program are proposed for the entire neighborhood. Painting and weatherization of homes are part of this program. Measures to meet the repair needs of elderly residents, who constitute an increasing share of the neighborhood, are proposed.

Dilapidated and long-term vacant houses are problems in California. A cooperative program between residents and the City is proposed to expedite demolition of houses that are beyond repair. A homesteading program is suggested to return vacant, tax-delinquent homes to active use. A program is recommended to reduce the clouded title problem that is a cause of housing abandonment.

The proportion of owner-occupied structures in California is similar to the City-wide average, but has declined slightly. Measures to maintain high levels of owner-occupancy are recommended, including homesteading of abandoned structures, cooperative housing and incentives for new construction by owner-occupants. Part D. of the Housing section sets forth the implementation measures for these recommendations.

#### d. Economic Development

The guidelines for economic development (part C.2.a. of the Economic Development section) present the recommendations for this element of the neighborhood. California's economic development needs and the associated recommendations are presented below.

Neighborhood commercial uses, stores that serve residents' everyday shopping needs, are inadequate in California. Shopping facilities are one-third less than what the neighborhood could support, and one-half of the existing shops are liquor stores and bars. In addition there are 52 vacant stores, and many commercial structures are in poor condition. The Plan recommends revitalization of the neighborhood's traditional shopping areas, to provide the amount and variety of shopping facilities needed in California. The shopping center proposed for 18th and Garland is endorsed.

Declining population has reduced the area's ability to support shopping facilities; California's population has declined by 54% since 1950. The Plan supports measures to improve existing housing and build new homes, to bolster the market for retail facilities.

Although California is located in a major employment center, unemployment is a problem for residents. The Plan recommends measures to retain existing employers and attract businesses locating in Station Park. Job training is also recommended. Measures to reduce crime problems that currently discourage business investment in California are proposed. Implementation measures for these recommendations are presented in part D. of the Economic Development section.

## 2. Citizen Participation

The California Neighborhood Plan is the product of frequent and close cooperation between the Planning Commission staff and neighborhood interests, in fulfillment of Section 4B and 4C (a) of Ordinance No. 22 on Citizen Participation. The Steering Committee of the California Task Force was consulted frequently; since October of 1981, the Planning Commission met with this group at least once a month. The Steering Committee devoted time to problem identification, suggested alternative solutions, helped develop the plan's recommendations, and reviewed means of implementing the plan. Opportunities for citizen participation were not restricted to the Steering Committee. A problem identification session was conducted with the Task Force in September 1981. The neighborhood newsletter announced meetings dealing with the plan and invited neighborhood residents to participate. A general public meeting was conducted on July 29, 1982 to receive comments on the draft plan in furtherance of Section 4C (a) of the Neighborhood Plan Ordinance. A public hearing conducted by the Board of Aldermen will also provide an opportunity for citizen input in accordance with Section 4C (d) of Ordinance No. 22.

## 3. Agency Review

The draft Plan was submitted to agencies and organizations affected by the plan, or responsible for implementing portions of it, for their review (Section 4C (b) of Ordinance No. 22). Comments from these agencies and area residents have been evaluated and necessary revisions incorporated in the plan. Appendix T presents comments received and subsequent revisions. The Plan will then be forwarded for a final checkoff by the Community Development Cabinet (Section 4C (c) of Ordinance No. 22). Subsequent to the Cabinet's acceptance of the plan, it will be submitted to the Board of Aldermen for their consideration and adoption. In addition to this process for reviewing the end product, plan implementors such as the Community Development Cabinet, Office of Economic Development, Traffic Engineering, etc. have been consulted on the plan's content during its preparation.

# I LAND USE

A. NEEDS ASSESSMENT

1. Description of Existing Conditions

a. Existing land use

California is a large neighborhood occupying a west central location in the City of Louisville. As defined by the California Block Club Federation, the neighborhood's boundaries are Broadway, Ninth Street- L & N Railroad tracks, Magnolia-K & I Terminal Railroad tracks - Wilson Avenue, and 28th Street. California lies southwest of Downtown Louisville and includes the Station Park Industrial area in its boundaries. The California neighborhood measures 1265 acres, just under two square miles.

California is a mixed use area. Within the neighborhood's boundaries lie a mixture of residential uses, ranging from single-family homes to mid-rise apartment structures, a variety of commercial uses, and industrial development. The Planning Commission survey of existing land use in 1981 indicates that the most prevalent land use is residential (accounting for 41 percent of the neighborhood's area), followed by industrial (29 percent), transportation uses (10 percent), commercial uses (6 percent) and public uses (4 percent). The results of the survey are shown on Figure I-1, Existing Land Use. Table I-1 lists acreage and percentage figures for each land use. Figure I-1 and all subsequent figures appear at the end of the Land Use section of the plan.

Single-family uses in the neighborhood occupy 365 acres or 37 percent of the total land area; multi-family uses account for 14 acres or 1.5 percent of the area. Although residential uses are distributed throughout the neighborhood, the greatest concentration is found between 15th and 28th Streets south of Breckinridge-Garland Streets. Renter-occupied units account for almost 50 percent of the occupied housing units in the neighborhood.

There are 287 acres of industrial land in California, or 29% of the neighborhood's total area. A large number of industrial uses have existed for many years. Proximity to good transportation networks and access to markets have attracted industries to the area. The extreme northern and eastern edges of the neighborhood contain the highest concentration of industrial land use. This is primarily due to the locational advantages of being near Broadway and the L & N Railroad and having easy access to Interstate Highways. A few industrial uses exist along the railroad tracks on the southern fringe of the neighborhood.

California contains 57 acres of commercial land covering six percent of the neighborhood. Commercial land uses are concentrated along Dixie Highway between Garland and Oak Streets and along Broadway. There is a small commercial area along 28th Street. A few other commercial uses, primarily corner stores, are scattered throughout the neighborhood. Thirty-one percent of the commercial land is wholesale commercial; 65 percent is retail and general commercial; and four percent is used for offices. Approximately nine percent of all commercial development was vacant at the time of this survey; the vacancies occurred primarily along Dixie Highway.

The neighborhood has 43 acres of land devoted to community facilities. The most extensive community facilities are educational facilities with 20 acres and churches with 12 acres. Parks occupy eight acres in California. Community facilities in the neighborhood are listed in Appendix A.

Table I-1 Existing Land Use (1981)

Land Use Category	<u>Acres</u>	<u>Percent of Total Area</u>
1. Single Family	346.75	35.06
Single Family Vacant	18.13	1.83
2. Duplex	28.44	2.88
Duplex Vacant	1.29	.13
3. Multi-Family (3 or more units)	13.29	1.34
Multi-Family Vacant	1.06	.11
Residential Sub-Total	408.96	41.35
4. Manufacturing Light	45.98	4.65
Manufacturing Light Parking	1.10	.11
5. Manufacturing Heavy	226.95	22.95
Manufacturing Vacant	6.97	.70
Manufacturing Heavy Parking	6.08	.61
6. Transportation	92.50	9.35
Transportation Parking	.71	.07
7. Communications & Utilities	2.86	.29
Communications & Utilities Parking	.94	.10
8. Wholesale	17.87	1.81
9. Retail Goods	16.89	1.71
Retail Goods Vacant	3.84	.39
Retail Goods Parking	.30	.03
10. Retail General	14.18	1.43
Retail General Vacant	1.11	.11
Retail General Parking	.13	.01
11. Office	2.35	.24
12. Government	1.04	.11
13. Medical Services	.11	.01
14. Educational	13.82	1.39
Educational Parking	.26	.03
15. Religious	10.82	1.09
Religious Vacant	.06	.01
Religious Parking	1.09	.11
16. Public Parks	14.44	1.46
17. Private Parks	1.17	.12
Private Parks Parking	.05	.00
18. Cemeteries	.00	.00
V. Vacant	96.42	9.75
Street, Alleys, R.O.W.'s	<u>276.44</u>	<u>21.84</u>
Total	1,265.44	100.00

Source: Louisville and Jefferson County Planning Commission, September 1981.

Excluding streets, alleys and rights-of-way, 97 acres are vacant, representing ten percent of the neighborhood's land area. Vacant parcels are distributed throughout the neighborhood with no major clustering of such sites. The largest parcel of vacant land exists at the southeast corner of Broadway and 28th Street.

A portion of the California neighborhood has been designated a Neighborhood Strategy Area (NSA) by the City Community Development Cabinet (see Figure I-2). This area (bounded by 15th, Breckinridge, 17th and Oak Streets) has been the object of concentrated efforts to promote revitalization. A seven-story building containing 100 residential units for the elderly is under construction on the south side of Garland Avenue between 16th and 17th Streets. Another 90 publicly subsidized units in ten buildings are proposed on the north side of Garland Avenue between 16th and 17th Streets. There are a few commercial uses in the strategy area, primarily corner stores. About one-third of the lots in the Strategy Area are vacant.

#### b. Vacant Property

Vacant land accounts for 97 acres, or 10% of the land area in California. These vacant parcels are distributed throughout the neighborhood with the major concentrations being in the Neighborhood Strategy Area and the residential portions of the area south of Station Park (area D on Figure I-2). In many instances, vacant sites were formerly occupied by residential uses. The site on the north side of Garland Avenue between 16th and 17th Streets is proposed for elderly subsidized housing.

Vacant sites in the area surrounded by Broadway, Ninth, Kentucky and 15th Streets await development as part of the Station Park industrial development. The largest vacant parcel in the neighborhood, the southeast corner of Broadway and 28th Street (area F in Figure I-2) is zoned M-2 and M-3 Industrial. This site could be developed for medium and heavy industrial uses.

In addition to vacant lots, there are many vacant or abandoned structures in the neighborhood. Improved vacant sites -- lots with vacant structures -- cover 32.5 acres. Sites occupied by vacant residential structures account for the most acreage (20.5 acres) followed by industrial sites (7.0 acres) and commercial sites (4.9 acres). Residential vacancies occur throughout the neighborhood; 215 single-family structures, 22 two-family structures and nine multi-family structures are vacant. Most of the 48 retail and general commercial vacancies occur along Dixie Highway and 28th Street, the rest being scattered throughout the neighborhood. Three of the four industrial vacancies occur between the L & N Railroad tracks and 15th Street south of Dumesnil Street; the remaining one is located at the southwest corner of Howard and 26th Streets.

Several vacant parcels and developed properties are owned by the City and are a possible resource for neighborhood revitalization. The list of these properties is provided in Appendix B. These properties are not assets to the neighborhood in their present state because of the lack of maintenance by the City. Unmaintained vacant lots, whether public or private, are detrimental to the neighborhood. The presence of rubbish and general lack of maintenance of these lots contributes to an image of neighborhood decline.

#### c. Land Use Conflicts

Land-use conflicts occur when neighboring land uses--residential, commercial, industrial--differ in type or intensity, or are not compatible due to noise, traffic,

environmental or visual nuisances. Homes located near commercial or industrial establishments may be subjected to a variety of such nuisances. The extent of the conflict depends on the operational characteristics of the non-residential use such as the hours of operation, the amount of traffic generated, the nature of the processes involved and the screening and buffering provided. Industrial uses have the potential to create greater land-use conflicts, but are not necessarily more offensive than commercial uses. The severity of land use conflicts is subjective, depending upon the residents' level of expectations. Older parts of the City have historically contained a broad mix of land uses. Although this land-use pattern is not ideal, it has provided an acceptable residential environment.

The potential for land-use conflicts in California is great. Homes east of 15th Street between Broadway and Magnolia Avenue are surrounded by industrial development. Homes adjoining industries may experience parking problems, truck traffic, noise, inadequate property maintenance and visual nuisance that detract from the quality of the residential area.

Land-use conflicts are not limited to boundary areas where different uses abut each other. Mixed-use areas also have land-use conflicts. Dixie Highway, 26th Street, 28th Street and Oak Street in California are mixed-use areas where commercial uses are interspersed among residential structures. Throughout the neighborhood land-use conflicts also result from corner commercial establishments. The nuisance of a corner commercial use is usually localized, but the severity depends on the type of use and the manner in which it is operated.

#### d. Zoning

Zoning regulations and the zoning district map regulate the manner in which land can be developed. Zoning was first established in the City of Louisville in 1931. Under the initial zoning pattern, the eastern, southern and most of the northern portion of California were zoned to allow medium and heavy industrial uses. Areas along Broadway, 28th Street, Dixie Highway and some sites along Oak Street were zoned commercial. The balance of the neighborhood was zoned the equivalent of the current R-5, R-6 and R-7 districts to permit medium to high density residential use. Industrial zoning in 1931 permitted any type of use, including residential and commercial uses. Although in 1931 some industrial uses did exist in the industrially zoned areas, these areas were predominantly residential. These areas were zoned industrial to encourage business and industrial expansion.

Zoning in California has changed little since its inception. Between 1970 and 1980 only seven zoning changes were approved--two to M-2, two to C-2, one to C-3, one to R-5 and the remaining to the R-8 district. The lack of zoning changes in the neighborhood indicates that public policy continued to favor the expansion of businesses and industries in the industrially zoned areas of the neighborhood. A change in the zoning ordinance in 1963, however, had a significant impact upon California. The 1963 revision changed industrial zoning from an all encompassing classification, which allowed residential and commercial uses, to an exclusive classification which allowed only industrial uses. This change prevented the expansion of existing and the creation of new non-industrial uses in the industrially zoned areas unless a re-zoning was approved.

Existing zoning in California is shown on Figure I-3 and acreage and percentage information for the various zoning

districts is presented in Table I-2. California is zoned to allow residential, industrial and commercial uses. Residential zoning occupies 40% of the area; industrial zoning 54%; and commercial zoning, 6%. The uses permitted in the various zones are listed in Appendix C and are summarized here. R-5 Residential zoning allows development of detached and semi-attached single family housing up to a density of seven dwelling units per acre. The R-6 Apartment zone allows group houses, two-family or multi-family dwellings and row houses up to a density of 17 units per acre. The R-7 Apartment district allows uses permitted in the R-6 district up to a density of 35 units per acre. The R-8 Apartment zone allows development of housing up to a density of 58 dwelling units per acre. This zone also allows professional offices (lawyers, engineers, etc.). C-1 Commercial zoning allows offices and most types of shops typically found in neighborhoods. The C-2 and C-3 zoning districts allow additional types of commercial operations, such as auto repair, laundries and taverns. C-3 zoning is designed for the core of the City, and does not require stores to provide parking areas. C-5 zoning allows professional offices. The commercial zones also permit residential development.

Commercial zoning in California covers 66 acres. The C-1 and C-2 zoning districts contain the highest percentage of all the commercially zoned land.

Industrial zoning in California totals 552 acres. The M-1, M-2 and M-3 zoning districts are generally used by single establishments as opposed to industrial park zoning districts where several industries locate in an industrial subdivision. The M-1, M-2 and M-3 zones, in total, permit the widest possible range of uses including the manufacturing, processing, treatment or storage of many types of substances.

Nonconforming Uses. Nonconforming uses are land uses of a type or intensity that are no longer permitted in the zoning district in which they exist. Nonconforming uses were either created by the establishment of zoning in 1931 or by a subsequent zoning change affecting the area. Although not in accordance with the zoning regulations, nonconforming uses may legally continue because they predated zoning or a zoning change. However, any expansion of structure or use, or any change in type of use that would not be allowed by current zoning is prohibited. (A nonconforming residential structure may be expanded under certain circumstances.) Examples of nonconforming uses include residential or commercial uses in an industrial zone and commercial uses in a residential zone. In addition to nonconforming uses, nonconformity with the zoning regulations can also result from excessive residential densities and inadequate lot size (termed dimensional nonconformance as opposed to use nonconformance).

Nonconforming-use status indicates that a different type of land-use is envisioned for an area than what exists. The effects of nonconforming-use status vary according to the type and character of surrounding land-use. Less intensive uses in a more intensive zone (such as residential and commercial uses in an industrial zone) may be subject to many nuisances. These nuisances could affect the desirability of the residential or commercial use, and result in a decline in property maintenance and economic return. The potential for converting these uses to another, more lucrative use would also discourage investment and property maintenance. Conversely, residential uses in industrial zones may create problems for the predominant use by generating complaints about its operation or by occupying sites suited for industrial use. More intensive uses in a less intensive zone (such as industrial and commercial uses in a

Table I-2 Existing Zoning (1981)

<u>Zoning of Classification</u>	<u>Acres</u>	<u>Percent of Total Area</u>	
R-5	131.90	12.86	
R-6	117.74	11.48	
R-7	152.81	14.90	
R-8	5.26	.51	
Sub-total	407.71		39.7
C-1	11.28	1.10	
C-2	51.15	4.99	
C-3	3.37	.33	
C-5	.19	.02	
Sub-total	65.99		6.45
M-1	.29	.03	
M-2	246.35	24.03	
M-3	305.04	29.75	
Sub-total	551.68		53.8
Total	<u>1025.38</u>	100%	

Source: Louisville and Jefferson County Planning Commission, September 1981.

residential zone) may have a blighting effect on the less intensive use.

There are a number of nonconforming uses in the California neighborhood. A concentration of nonconforming residential uses in industrial zones is found along the eastern and southern fringes of California, particularly in the mixed use area east of 17th Street and in the area south of Station Park (see Figure I-2). A number of nonconforming commercial uses are located in residential zones, generally on street corners throughout the neighborhood. There are some nonconforming commercial uses in industrial zones. There are only two industrial uses in residential zones.

Residential Uses in Commercial Zones. Under the Zoning District Regulations, residential uses are permitted in commercial zones, as long as they meet the density and floor area limits specified for that zone. The C-2 zone, which is the predominant commercial zone in California, allows very intense residential development. Although residential uses within commercial zones do not fall in the category of nonconforming use, their future use and character of the surrounding area are affected by commercial zoning. Such commercial zoning does not generally support continued residential use within or abutting the zone. When the retention of residential use is desirable, commercial zoning may have a destabilizing effect. Commercial zoning allows individual property owners to significantly change the scale, character, and appearance of a particular site. The potential for nuisances to adjacent residential uses is especially great in the C-2 zone, which allows a wide range of commercial and wholesale uses. On the other hand, it may be appropriate to retain and recommend commercial zoning for those areas that are more desirable for commercial uses. Residential use in commercial zones occurs along Broadway, 28th Street, Dixie Highway and in some areas along Oak Street and 26th Street.

Nonconforming Lots. The Zoning District Regulations require residential lots to front on a street, to be at least 50 feet wide, and to contain a minimum of 6,000 square feet. Lots created prior to adoption of the zoning ordinance which do not meet these standards are considered nonconforming. There are numerous nonconforming lots in California, because the area was platted prior to the enactment of lot standards.

Nonconforming status has little effect on the development potential of small lots. The zoning regulations include an exemption from the size and access standards for lots created before the enactment of the regulations. They also contain a provision allowing reduction of the side-yard requirements for very narrow lots. Fire safety standards pose some constraints for rehabilitation or redevelopment on small lots in existing residential areas. The standards require certain construction practices for structures located less than six feet from the side property line. The zoning regulations are more of an obstacle to development of an existing rear lot with access only from an alley. The small size of most of these lots makes it difficult to meet the front and rear-yard setback requirements (25 feet each) and the floor-area ratio standards.

Residential Density. In residential areas, zoning regulates density as well as the type of uses permitted. The residential zones in California allow densities in the medium to high-density ranges, as defined in the Comprehensive Plan for Louisville and Jefferson County. In 1981, existing density in California was estimated at the tax block level, and was compared to the density permitted under existing zoning. Although this comparison is inadequate to determine conformance with the zoning regulations (because conformance

can only be determined on a parcel-by-parcel basis), it does provide an indication of the appropriateness of existing zoning.

This comparison of existing and permitted densities shows most of California to be appropriately zoned; in most areas, the existing density equals about what is permitted in the zone. In the area zoned R-5, existing densities range from 7 to 16 dwelling units (d.u.'s) per acre, with an average of 10 d.u.'s per acre. This is slightly higher than the 7 units per acre permitted in the R-5 zone. In light of the existing housing stock (one and two-story homes), the R-5 classification would promote new construction compatible with existing development. In the area zoned R-6, densities range from 7 to 13 d.u.'s per acre. R-6 zoning, which allows 17 units per acre, is the correct zone for this intensity of development. In the area zoned R-7, development ranges between 10 and 18 d.u.'s per acre, with an average of 14 d.u.'s per acre. R-7 zoning permits densities greater than what exist and R-6 zoning more closely approximates existing residential development in these areas.

#### e. Condition of Structures

A vital component of the Planning Commission's neighborhood survey was to ascertain the condition of the structures in California. This information is valuable in determining the potential for continuing present uses and in determining the rehabilitation needs of the neighborhood relative to other neighborhoods and the City overall. The condition of structures data is based on a windshield survey of exterior conditions only; no interior inspections occurred. As a result, the survey does not reflect interior repair needs or mechanical system repair needs (heating, plumbing, electrical). Figure I-4 and Table I-3 indicate the results of the survey of structural conditions.

The structural classification for residential and non-residential structures is based on standard criteria utilized by the Louisville and Jefferson County Planning Commission for field surveys. The definitions of the rating system may be found in Table I-4.

There are 4,592 structures within California including residential and non-residential structures: 3,158 structures are of sound condition (rated a and b for residential or A for non-residential), and 1,434 structures have deficiencies that are not minor (c, d and e for residential and B and C for non-residential). The latter represents 31% of all structures, and thus constitutes a significant portion of the total. The most severe problems exist with non-residential structures, 56% of which are in "depreciating" or "substandard" condition. 28% of the residential structures are in substandard condition (rated c, d or e). This is slightly more than the current figure for the City of Louisville that shows 24.4% of the housing stock being substandard. The percent of substandard units in California is lower than Old Louisville (33%) and higher than Highland Park (17%).

There are very few structures in California that are in excellent condition. Most of the defects in residential and non-residential structures tend to be those of deferred normal maintenance that could be corrected with minimal expense. The Neighborhood Strategy Area contains the highest number of residential units which are deteriorating or in need of major repairs.

The residential units that are located in industrial zones possess the greatest defects. These units have defects that are severe enough to make them structurally unsound. (It is unlikely that these structures could be rehabilitated with-

Table I-3 Condition of Structures

	<u>Number</u>	<u>Percent</u>
<u>Residential</u>	4,083	100.0
Sound	344	8.4
Sound Minor Repair	2,590	63.5
Sound Major Repair	1,005	24.6
Deteriorated	108	2.6
Dilapidated	36	.9
<u>Non-Residential</u>	509	100.0
Standard	224	44.0
Depreciating	270	53.0
Substandard	15	3.0
<u>Total Structures</u>	4,592	100.0
Standard (Sound and Sound Minor)	3,158	68.8
Depreciating (Sound Major)	1,275	27.8
Substandard (Deteriorated, dilapidated)	159	3.4

Source: Louisville and Jefferson County Planning Commission,  
September 1981.

Table I-4 Definitions of Structural Classifications

Residential Structures

- a. SOUND                      Structure is sound in all respects -- in an excellent state of repair.
- b. SOUND  
STRUCTURE  
MINOR  
REPAIR                      Structure is sound -- in need of only limited minor repairs, has no defects or only slight defects which are normally corrected during the course of regular maintenance (Such as: lack of paint, slight damage to porch or steps; small cracks in wall or chimney; broken gutters or downspouts; slight wear on floor or door sills).
- c. SOUND  
STRUCTURE  
MAJOR  
REPAIR                      Structure is deteriorating -- in need of extensive minor repairs, more repairs than would be provided during the course of regular maintenance; one or more defects and/or deficiencies or an intermediate nature which may or may not be economically feasible to undertake as a whole (Such as: shaky or unsafe porch steps; holes, open cracks or missing material over a small area of the walls or roof; rotting window sills or frames), but not containing an apparent number of defects and/or deficiencies to justify clearance on just the condition of the structure. A general or major rehabilitation job is required for these units.
- d. DETERIORATED  
STRUCTURE  
MAJOR  
REPAIR                      Structure is deteriorated -- it contains a combination of defects and/or deficiencies in structural and non-structural elements of total significance and to an extent possibly requiring clearance. Such defects and deficiencies being to the extent that the structure will not meet criteria for the C. "Sound Structure Major Repair" classification. These units are questionable for rehabilitation because of the cost factor.
- e. DILAPIDATED  
BEYOND  
REPAIR                      Structure is dilapidated -- Has at least two major structural defects (Such as holes, open cracks or missing materials over a large area of walls, roof or other parts of the structure; sagging floor, walls or roof; damage by storm or fire) to the degree requiring clearance.

Non-Residential Structures

- a. STANDARD                      Structure is apparently sound in all respects; structure is in need of only limited minor repairs which are normally made during the course of regular maintenance, such as painting, clean-up of yard and/or structure, repair of screens, or repair of gutters and downspouts.
- b. DEPRECIATING                      Structure is deteriorating and in need of extensive minor repairs -- more repairs than could be provided during the course of regular maintenance, such as shaky or unsafe porch steps, repair or siding, minor roof or chimney repair, or repair or removal of accessory buildings -- but not containing a sufficient number of defects and/or deficiencies to justify clearance solely because of the structure's condition.
- c. SUBSTANDARD                      Structure is dilapidated and contains a combination of structural defects and/or deficiencies requiring major repairs (such as sagging floors, walls, or roof, ~~open cracks or~~ missing materials over a large area, major problems with roof or porch) to a degree requiring clearance.

out excessive costs; the cost of rehabilitation may exceed the value of the repaired structures.) It is difficult to discern the remaining useful life in commercial and industrial structures. The condition of these structures is such that normal maintenance and minor repairs would be sufficient for most. However, there are many commercial and industrial structures that are deteriorated or in the beginning stages of decline even though most buildings are still suitable for occupancy. No large concentration of deteriorated structures exists, but there are pockets of deterioration throughout the neighborhood.

## 2. Profile of Residents

Between 1950 and 1980 California neighborhood lost 14,072 persons or 53.5% of its population. The number of residents declined from 26,302 persons in 1950 to 12,230 persons in 1980. The dwelling unit loss was much more moderate, dropping only 18.1% between 1950 and 1970 (The last year official Census data is currently available.) The dwelling unit loss amounted to 1,420 units between 1950 and 1970, dropping from 7,845 units in 1950 to 6,425 units in 1970. Table I-5 details the changes in population and housing units that have occurred in the California neighborhood. Numbers are presented by the Census Tracts and parts of Census Tracts that make up the neighborhood. Census Tract boundaries are shown on Figure I-8.

California is predominately a black neighborhood. In 1970, blacks made up 89.8% of the population; in 1980 this percentage rose to 94.0%. Blacks as a percentage of neighborhood residents range from 81.8% in Census Tract 28 to 98.7% in Census Tract 32.

Between 1950 and 1970, California's age structure shifted, resulting in a greater percent of persons under 18 and over 65 in the neighborhood. This means the dependency ratio (the ratio of children and elderly to the number of persons 18-64 years old, generally this is the ratio of workers to non-workers) is rising. An increasing dependency ratio generally indicates a decrease in income and weakening economic conditions. However, the increasing population under 18 may be a positive sign indicating that families still find the neighborhood a desirable place to live and have children. The constant growth in the percent of persons age 18 and under from 1950 to 1970 contrasts with the City of Louisville as a whole which showed a decline from 1950 to 1960 and then an increase from 1960 to 1970. There is a greater percentage of persons under age 18 in the western portion of the California neighborhood and fewer age 65 and over. In the eastern portion of the neighborhood there are more elderly and fewer children. Because this area has lost the greatest number of persons (1950-1980), it appears that this represents a clinging to the old neighborhood by long-term, elderly residents. Appendix D presents the neighborhood's age profile.

In 1970, the California neighborhood had 5,917 occupied dwelling units which were almost evenly split between owner-occupied (50.5%) and renter-occupied (49.5%) dwelling units. Twenty-nine percent of the households were headed by women in 1970, nearly twice the County's 12.5% rate. Twenty-four percent of the households were one person households. Among families, children were present in 48% of the families in 1970 in California. See Appendix E.

Shifts in employment and income over the last 30 years are summarized in Appendix F. Overall unemployment has risen from 4.8% in 1950 to 6.5% in 1970, Census Tract data on unemployment is not readily available for 1980. The County-wide rate of unemployment for 1981 has fluctuated between 7 and 8%. It is probable that the rate of unemployment in the

TABLE I-5: POPULATION AND DWELLING UNIT CHANGE 1950-1980, CALIFORNIA

Census Tract	15 pt.		16 pt.		17		18		26		27		28 pt.	
	DU's	Pop.	DU's	Pop.	DU's	Pop.	DU's	Pop.	DU's	Pop.	DU's	Pop.	DU's	Pop.
1950	256	791	671	2,328	1,234	4,184	1,246	4,088	1,248	4,423	1,953	6,652	59	204
1960	282	841	608	1,952	1,141	3,892	1,178	3,608	1,061	3,438	1,747	5,389	70	242
1970	241	838	602	1,889	1,142	4,111	1,062	3,370	833	2,249	1,641	4,397	135	388
1980		523		1,288		3,288		2,292		966		2,820		336
Change 1950-1980		-268		-1,040		-896		-1,796		-3,427		-3,832		+132

Census Tract	32 pt.		33 pt.		34 pt.		California Total	
	DU's	Pop.	DU's	Pop.	DU's	Pop.	DU's	Pop.
1050	442	1,491	680	1,950	56	191	7,845	26,302
1960	263	728	592	1,934	37	134	6,979	22,158
1970	199	372	528	1,176	42	90	6,425	18,880
1080		79		567		41		12,230
Change 1950-1980		-1,412		-1,383		-150		-14,072

California neighborhood is substantially higher than this rate, approaching twice the County rate.

The labor force participation rate (percent of all persons age 16 and over who are employed or seeking employment) in California neighborhood has remained relatively constant between 1950 and 1970 (Appendix F). However, these figures do not show the shifts that have occurred in the male and female rates of labor force participation. The rate for males in California has dropped 15%, while the female rate has risen 11% between 1950 and 1970. The labor force participation rates were lower in California than for the County as a whole in 1970.

Between 1950 and 1970, white-collar and blue-collar workers have declined as a percent of the total labor force while the percent of service workers (domestic workers, food service personnel and maintenance workers, etc.) has increased. There was less than half the percent of white-collar workers in the California neighborhood (21.0%) in 1970 that existed City-wide. Blue-collar and service workers were more common in California neighborhood than in the City in 1970.

California neighborhood is a low-income neighborhood. The per capita income of California residents was \$2,060 in 1970, 69.4% of the City of Louisville average. The average income of families in the California neighborhood was \$7,514 in 1970, 75.3% of the City of Louisville rate. Employment and income data by Census Tracts is presented in Appendix F.

Educational levels were also low in the California neighborhood. The percent of high school graduates was 25.1% in 1970 compared to 40.9% County-wide. The number of persons age 25 and over who have not completed high school was 15% higher than the City-wide rate. The Census Tracts making up the California neighborhood had median numbers of school years completed ranging from 8.2 to 9.8 years; whereas the City median for 1970 was 10.7 years.

Crime rates were somewhat higher than the County rates in 1974, though not in all categories. Crime rates are expressed in terms of the number of crime per 100,000 persons to allow comparison of the County rates to the neighborhood figures. Homicide rates were lower in the California neighborhood at 19.2 per 100,000 persons versus 68.7 per 100,000 persons County-wide. The rape rate was slightly higher than the County rate (51.5 versus 37.3 per 100,000 persons). The robbery and burglary rates in California neighborhood were roughly twice the County rates in 1974, and the overall major crime rate was higher than the County rate. Appendix G shows the rates for crime in Census Tracts making up the California neighborhood.

### 3. Demand and Supply

The California neighborhood contains significant amounts of residential, commercial and industrial development. This subsection compares the demand for various land uses to the amount existing in the neighborhood. This comparison helps to identify the neighborhood's needs and guide future land-use recommendations.

The demand for land is a function of many variables such as price, location, size and intangibles such as neighborhood amenities. An important criteria is the rate of return on investment. The commercial/industrial market seeks to increase capital (profits) and productivity. Additionally, it seeks to ensure the availability of sufficient land for any future expansion. Homeowners hope to maintain equity in their homes and to realize a return on their investment at the time of sale. If the attributes of the neighborhood do not satisfy these objectives, the demand for land will be low, leading to deterioration because of disinvestment.

Past trends and existing conditions are one source of information on the level of demand for various land uses in California. Indicators of this type include the amount of vacant land and vacant structures, vacancy rates, and dwelling unit counts. These indicators show some areas of strong demand, but point to declining demand for residential and commercial uses in the neighborhood as a whole.

The residential parcels in the neighborhood are generally between 25 to 35 feet in width creating site restrictions for development. Site assembly problems for larger developments are a major disincentive for prospective investors.

Resident population and dwelling units have declined steadily since 1950. Between 1950 and 1970 California neighborhood lost 7,417 residents and 1,420 dwelling units. In just the last decade California lost 6,655 in population and 1,750 in dwelling units. Most of the residential losses occurred in the area east of Dixie Highway. Many demolitions took place due to industrial expansion, the rest due to dilapidated structural conditions. High vacancy rates are concentrated in the Neighborhood Strategy Area and the area east of 15th Street. In 1978, the long-term vacancy rate in California neighborhood was 11.3% as compared to 3.8% for the City. The new and proposed construction of subsidized housing on both sides of Garland Avenue between 16th and 17th Streets is designed to help stabilize residential uses in the eastern portion of the neighborhood. Demand appears to be strong for houses in the area south of Garland Avenue and west of Eighteenth Street.

The supply of commercial space in existing commercial structures appears to be ample for neighborhood needs. However, the way it is used does not satisfy neighborhood retail needs. Many of the existing commercial structures are vacant. The small size of existing structures and lots, and the lack of parking pose problems for businesses desiring to locate in these structures. With a growth in the number of vacant commercial parcels since the 1960's, a potential exists for new businesses to locate in the neighborhood.

California has 65 acres of commercially zoned land. There are approximately 100,950 square feet of neighborhood level retail uses in California. An analysis of the adequacy of neighborhood-commercial uses was performed as part of the Economic Development section of this plan. The quantity of neighborhood commercial uses was compared to the amount of store area generally needed to serve neighborhood residents, given income and population data. This analysis indicated that the present population within the commercial service area could support another 47,500 square feet of

neighborhood retail uses. 48 commercial buildings having 60,000 to 70,000 square feet of space are presently vacant in the neighborhood.

Regional-commercial uses extend their market area beyond the boundaries of the neighborhood for adequate support population; therefore, the amount of land devoted to regional-commercial use would be controlled by factors and conditions external to California. Demand for regional commercial uses cannot be determined at the neighborhood level. However, proximity of the neighborhood to downtown and the developing Station Park industrial park indicates a potential to attract some new regional-type commercial uses.

Industrial uses occupy 280 acres in the neighborhood; the majority of these industrial uses are located east of 15th Street or in a strip just south of Broadway. Presently 7 acres of developed industrial land are vacant. Within California 552 acres are zoned for industry.

Some California industries are growing and may need to expand their operations. Many larger industries in the neighborhood are beginning to experience obsolescence at their plants and need to modernize. In many cases, these expansion plans would necessitate the utilization of more land than the particular industry has at its disposal.

There appears to be sufficient industrial land for new industries. The area bounded by Broadway, Ninth, Kentucky and 15th Streets is being developed as the Station Park industrial development. Many new industries will locate in this area.

According to recreation standards used by the Parks Department, the neighborhood is deficient in park acreage. Neighborhood parks surrounding the neighborhood (Algonquin, Harris, Russell Lee, Elliott and Sheppard Parks) help alleviate some of the deficiency. The centralized location of the two neighborhood parks makes them accessible for all residents within the neighborhood. The difficulty of assembling large sites in the City and the lack of funds for facility maintenance discourage the Parks Department from acquiring additional park space in California.

#### 4. Patterns and Trends

Land-use, zoning and demographic information indicate trends affecting land-use in California. These trends are identified here.

Residential land-use has changed significantly in California. The number of dwelling units has declined steadily since 1950. The 1981 estimated dwelling-unit count indicates a loss of over 40.4% of its units since 1950. The decline in residential use is the most significant land-use trend in California. This trend exists throughout the neighborhood. The Residential Area west of Dixie Highway, is a more stable area and has experienced a lesser decline of residential use. The Residential Area east of Dixie Highway has experienced the greatest decline in residential land-use. Several factors contributed to this latter area's housing decline. The age of the housing stock and construction type--wood frame--do not favor preservation of existing buildings. Inadequate maintenance over the years and poor structural conditions have contributed to the loss of houses. Substandard units in the area between 15th and 18th Streets were cleared during the 1970's under the Urban Renewal Neighborhood Development Program. The area east of 15th and north of Kentucky Streets has experienced demolition for the Station Park industrial development. Industrial expansion in other areas has also resulted in housing demolition.

Increasing demolition of structures and the growing amount of vacant land are trends related to the decline in residential use. There are currently about 810 vacant lots in California. The majority of these lots (55%) became vacant since 1970. A widespread pattern of demolition with little new construction is evident in California. Residential units account for most of the structures torn down. Demolition resulting in vacant lots has been concentrated in the area bounded by Broadway, 15th, Oak and Dixie Highway (18th Street). New construction on the cleared sites has been slow to materialize. This leaves gaps in blockfaces and presents a general image of decline, affecting local property values adversely. Demolitions in the area bounded by Broadway, 9th, Oak and 15 Streets have provided opportunities for industrial development.

New construction trends in California also corroborate the decline in residential use. Except for new mid-rise subsidized housing for the elderly on Garland Avenue and ten public housing units on St. Catherine Street between 15th and 16th Streets, there has been very little new residential construction in the neighborhood since 1970. The area bounded by Breckinridge, 15th, Oak and 17th Streets has been designated by the City as a Neighborhood Strategy Area (see Figure I-2). The designation represents the City's determination to revitalize the neighborhood by concentrating development efforts in smaller area. As a result of the NSA designation, housing rehabilitation and some limited new construction of single-family homes have occurred in this area.

In recent years there has been little non-residential development. Three new fast-food restaurants were constructed in the neighborhood--two in the 2100 block of West Broadway and the third in the 1300 block of Dixie Highway. TARC renovated the old Union Station building and constructed additional facilities to meet their needs. Brown-Forman Distillers Corporation added shipping facilities and office space to their existing facilities. Philip Morris is planning to expand.

Property maintenance in the core residential area of California (between Garland, Dixie Highway, Dumesnil and 26th Street) is good and structural conditions are sound. According to a windshield survey (Table I-3) conducted by the Planning Commission staff in September of 1981, 25% of the residential structures need major repair and about 3.5% are "deteriorated" and "dilapidated". Except for the rehabilitation of residential units in the NSA area through Community Development funds, there is no indication of a housing rehabilitation trend in California. Structural decline is more severe among non-residential structures; 56% of these buildings are in need of major repairs.

The vacancy rate in the California neighborhood has gradually increased since 1950. The 1950 California residential vacancy rate was 1.5% as compared to the City-wide rate of 2.1%. By 1970, the rate in California had increased to 7.9% as compared to 5.4% for the City. The 1978 two-cavass vacancy rate, according to R.L. Polk and Co., of 11.3% was extremely high compared to the City-wide rate of 3.8%. Two-cavass vacancies are units from a first survey that are still vacant at the time of a second survey, generally 3-12 months later. Vacancy rates for commercial and industrial structures were also fairly high; 52 structures were vacant at the time of the Planning Commission survey in 1981.

Property tax delinquency is widespread in California. Serious tax delinquencies, defined as either three years or more than \$100 delinquent, have been calculated by the Community Development Cabinet staff. There are approximately 810 seriously delinquent parcels in California. They

are located all over the neighborhood although the core residential area has only a few. Tax delinquency indicates property owners are less committed to maintaining and investing in their holdings. In some cases abandonment has occurred.

The major trend in zoning has been stability. The 1931 zoning established the existing pattern; there has been little change in zoning since that time. Eight re-zonings were approved in the 1970's; these changes were approved in the 1970's; these changes expanded commercial and industrial zoning in California.

The black population in California has increased from 89.8% in 1970 to 94.0% in 1980. There was a slightly lower elderly component of the population in California in 1970 (11.5%) than existed in the City which averaged 12.3%. Twenty-nine percent of the households in California were at or below the poverty level in 1970, over twice the County rate of 13.1%. Unemployment for the California neighborhood was 6.5% in 1970 and ranged from a low of 5.0% in Census Tract 17 to 25.4% in Census Tract 32.

## 5. Issues and Problems

This subsection identifies land-use issues and problems facing California. These issues and problems were derived from several sources including a problem identification session with the California Task Force (summarized in Appendix R), Census data, field surveys and meetings with the Steering Committee of the Task Force.

### a. Vacant Lots

As a result of its declining housing stock, California has a vacant lot problem. Approximately 810 lots are vacant, most of them formerly used for houses. Some of these vacant lots are located in the industrially zoned area. Maintenance of these properties is inadequate; high weeds, litter and illegal dumping are common for vacant lots. Vacant lots having these problems discourage maintenance and improvement of adjoining properties. Most of the vacant lots in California are scattered between existing structures. Individual lots in California are typically 25 to 35 feet wide; development on this size of lot is somewhat constrained by current building regulations. Where vacant lots occur side by side, they offer opportunities for redevelopment. Adjacent vacant lots can be assembled into a larger parcel of land fully served by streets and utilities.

### b. Decline of Residential Use

California was developed as a predominantly residential neighborhood, but has experienced significant decline of this land use. The number of housing units has declined by 40% since 1950. Structures that were demolished have not been replaced by new construction. More than one-fourth of the remaining housing is in bad condition, some beyond repair. Vacancy rates are significantly higher than the City-wide average. The condition of existing structures, particularly in the area east of Dixie Highway, discourages investment in the neighborhood.

### c. Development Potential Under Existing Zoning

Existing zoning defines the type of development permitted in California. In some areas, zoning differs significantly from existing land-use. The residential area between 15th and Dixie Highway is zoned for a higher density of residential use than what exists. This could be considered beneficial, offering an incentive to new residential construction. Conversely, it would allow new development not in keeping

with the scale and character of existing homes. 53% of the neighborhood area is zoned for industrial uses although industrial uses occupy only 38% of the land. Industrial zoning threatens the existing homes located on and to the east of 15th Street, north of Maple Street between 14th and 17th Streets, and in the triangular area between Wilson, 25th and Magnolia Avenue. Industrial zoning also restricts commercial use of structures and sites in the area.

More than half of the neighborhood's commercially zoned land is in residential use. Although commercial zoning permits residential uses, it does not contribute to strong residential areas, because of the potential for nuisances and changes in use. The amount and location of commercial zoning needs to be evaluated in light of the area's shopping and business needs.

#### d. Land Use Conflicts

Land-use conflicts are the result of mixing different land uses that create nuisances for each other. Nuisances arising from land-use conflicts can include noise, glare, litter, visual intrusion, traffic and security problems. Frequently, commercial and industrial structures adjacent to residential development bear no relationship in design or scale to the residential uses, and exterior spaces are not maintained. Land-use conflicts become more serious where preventive measures such as screening and buffering are not taken. In California, significant land-use conflicts are caused by areas of sharply differing land uses where inadequate buffering or the lack of less intense intervening uses fail to create a smooth transition. Conflicts occur along 15th, Breckinridge, 20th, Maple, 22nd, and Woodland Streets and along the alley south of Wilson Avenue. A number of blocks containing residential uses are surrounded by industrial uses. These blocks are located in the eastern section of the neighborhood and between 14th and 17th Streets north of Maple Street. Commercial and residential areas meet on either side of Dixie Highway and in some areas along 26th, 28th and Virginia/Oak Streets. Land-use conflicts also result from isolated instances of mixed land uses, such as a single industrial or commercial use in a residential area.

#### e. Inadequate Neighborhood Commercial Stores

California lacks adequate neighborhood-commercial uses such as a full-size grocery, drug store or discount store. The existing commercial strip along Dixie Highway and the commercial area at 28th and Dumesnil are primarily vacant, and the structures are in disrepair. Some neighborhood-commercial uses are located on the south side of Broadway. There is no concentrated shopping area in the neighborhood. Stores that do exist in the neighborhood do not offer the variety or quality of merchandise desired by residents. Liquor stores, bars and restaurants occupy 48 of the 67 neighborhood-serving commercial establishments in the neighborhood. 48 commercial buildings with an area of 60,000 to 70,000 square feet are presently vacant and available for commercial use.

#### f. Recreation

California is in need of additional recreation opportunities. More play equipment, picnic facilities, maintenance of existing facilities and improvements in general appearance are needed. Both Victory and California Parks need better day-to-day maintenance. In addition a need for recreation space in the area east of 15th Street has been identified at neighborhood meetings.

## 6. Government and Non-Government Actions

The land-use issues and problems are the result of numerous actions taken by government and non-government agencies. In this subsection, the major actions and the parties responsible for them are summarized.

### a. Governmental Actions

Zoning is the most significant single government action affecting land-use. The initial zoning of California occurred in 1931. Although the neighborhood's predominant use was residential, more than half of its area was zoned for industry. In this instance, zoning was being used to encourage a desired future land-use pattern. Industrial zoning brought a few industries to California, but also allowed a great mixture of uses to locate in the neighborhood because any type of use was permitted in industrial zones at that time. The great mixture of land uses and the resulting land-use conflicts that exist today in the eastern third, northern and southern parts of California can be attributed in part to the area's original zoning. Industrial zoning has also contributed to the deterioration of residential uses.

In recent years, concerted efforts have been made by the City to address the special requirements of older developed neighborhoods such as California. Developments in older neighborhoods cannot meet the requirements that are applicable to new developments in suburbs. California has many nonconforming residential lots and structures because they do not meet the requirements (for building setbacks and minimum lot sizes). The "Exceptions and Modifications" provisions of the Zoning District Regulations permit expansion or improvement of such dwelling units. Recent amendments (February of 1979) to the Zoning District Regulations also permit additions or alterations to nonconforming residential uses so long as no new dwelling units are created.

Urban Renewal programs have had a major effect on California east of Dixie Highway through the demolition of dilapidated structures, lot consolidation and resale of large sites, housing rehabilitation grant and loan programs, and relocation assistance programs. Demolition of dilapidated houses provided land for the proposed Station Park industrial development and new subsidized housing on Garland Avenue. Funds for planning, survey and construction of Ninth Street improvements between Broadway and Kentucky Street have already been allocated under the Station Park Urban Renewal Plan.

The Community Development Cabinet has played a major role in the neighborhood. In 1975 Community Development designated a portion of California a Neighborhood Strategy Area (NSA). Community Development has funded a variety of projects to strengthen the neighborhood, including operation of the California Block Club Federation office, improvements of streets and sidewalks, vacant land purchased for new construction, rehabilitation subsidies, housing code enforcement, renovation of neighborhood parks, social services and improvements to community facilities. Expenditures during the first six years of the Community Development Block Grant program totalled \$1,050,000.

New subsidized housing on St. Catherine, on the south side of Garland Avenue between 16th and 17th Streets and the proposed town houses on the north side of Garland are significant government actions that will reinforce the residential nature of the NSA.

Development of Station Industrial Park will have a positive impact on California. The new industries will provide jobs and may strengthen demand for housing in the neighborhood.

Metro Parks has committed significant amounts of Community Development and Urban Parks funds to California. Since 1976 a total of \$273,000 has been spent in the neighborhood. This money has been used to provide new recreation facilities and rehabilitate existing facilities. St. Louis Park was developed in 1977 at a cost of \$28,000. The Parks Department has also developed a capital funding request for California Park as part of the City's 1982-87 Capital Improvement Program. Improvements to the Community Center account for most of this \$250,000 proposal which has not been funded at this time.

b. Non-Governmental Actions

The formation of the California Block Club Federation in 1979 has had a major impact on California. The California Federation unites residents working to improve the area, provides a forum to express problems, and encourage action to correct these problems. The Federation through its Steering Committee, is assisting preparation of the neighborhood plan for California. The Federation appointed a Task Force to coordinate the efforts to improve the conditions in the neighborhood. The Task Force helps establish priorities for Community Development expenditures, monitors zoning changes, and provides information to prospective residents.

The Federation's full-time staff coordinates and provides ongoing support for the various citizen committees working to strengthen California. The staff publishes a monthly newsletter that is distributed throughout the neighborhood.

Despite actions by the Federation to improve the neighborhood, conditions in California today are partly due to inaction on the part of the neighborhood residents. Until recently no neighborhood organization effectively represented California's interests. The formation of the California Federation is a positive step toward achieving this goal. This group was instrumental in obtaining funds for development of the neighborhood plan.

New Directions, Inc. is a non-profit organization involved in housing improvement in California. It has rehabilitated homes and apartments, assisted in the creation of the California Neighborhood Properties, and recently began constructing new homes on vacant lots. California Neighborhood Properties is also a non-profit housing corporation, that is focusing on new construction. See parts A 6.e and 6.g of the Housing section for more information.

## B. PROJECTIONS

California is a neighborhood containing diverse areas, influenced by several trends and government programs. This subsection of the plan determines probable changes in the neighborhood, given existing conditions and assuming that existing trends and policies continue unchanged. In essence, this part of the neighborhood plan explores the likely effects of not developing and implementing a plan for the future of California that would alter present conditions and trends.

Under existing trends and programs, desirable as well as undesirable land-use changes will occur in California. In the Neighborhood Strategy Area (NSA), some new residential development would occur as a result of efforts by the City of Louisville in conjunction with New Directions Inc., and the California Neighborhood Properties Corporation. Rehabilitation of sound, vacant housing is largely complete within the NSA. In the future there will be limited major rehabilitation activity. Increased development pressure may occur within the NSA as a result of Station Industrial Park. This would be beneficial, encouraging further housing construction and strengthening the housing market. Harmful effects may result if industrial expansion occurs in the residential strip west of 15th Street that is currently zoned for industry.

Completion and occupancy of Station Industrial Park are positive results of continuing existing programs in California. Vacant sites will be occupied by industries providing employment opportunities. Spin-off industrial development beyond the boundaries of the industrial park may also result.

The neighborhood would continue to lack sufficient commercial facilities and a compact shopping area. Existing commercial uses would also suffer if declining population trends continue and the market for neighborhood-commercial uses is reduced.

Along Dixie Highway and Broadway, the predominantly commercial character would continue. Some vacant areas along the two arterials may be occupied by infill commercial uses.

Conditions in the residential area will vary in different portions of the neighborhood. If current trends and programs continue unaltered, the decline in population and loss of homes will continue. The area east of 18th Street would suffer these problems to a greater extent than the western portion of the residential area. The vacant lot problems would continue to affect adjacent homes and may worsen. The lack of good shopping facilities would continue to hamper the neighborhood's ability to attract middle-income residents. Some "spot deterioration" and abandoned properties would also remain, particularly east of 18th Street. Trends in the regional housing market may strengthen demand for housing in California, especially in the newer and better maintained areas west of 18th Street.

Residential uses south of Station Industrial Park and in the area bounded by 14th Street, Maple, 17th and Broadway would continue to suffer if existing trends were to continue. Their isolation from other residential areas and the isolation of individual residential structures due to vacant lots and non-residential uses would result in faster deterioration of the existing housing stock. Vacant sites would likely remain vacant. Continued encroachment of industrial uses is likely along the northern, eastern and southern fringes of the residential area. Some new industrial and supporting commercial uses would locate in the area south of Station Industrial Park.

Projected future land-use conditions in California were compared with the City's Community Development Strategies and the Comprehensive Plan for Louisville and Jefferson County to assess the desirability of maintaining the status quo. The comparison indicates that the continuation of existing trends and programs would partially meet the Community Development Strategies and the Comprehensive Plan's Guidelines and that some major shortcomings would occur. Five of the overall goals adopted by the Community Development Cabinet for 1979-82 are relevant to land-use in the California neighborhood: "redevelop selected target areas", "improve the City's existing housing stock", "create a climate in the City of private sector construction of new housing," "develop a major in-city job center (Station Park)" and "create a favorable business climate". Under existing trends these strategies would be met to some degree. Residential redevelopment in the NSA would continue. However, the existing housing stock in the neighborhood may not improve significantly. Private sector construction of new housing is unlikely because uncertainty about the neighborhood's future would discourage the large investment needed to build new housing. The Station Park industrial complex is being constructed as proposed in the Urban Renewal Plan and will create a more favorable climate for business. The significant amount of industrially and commercially zoned land would favor business interests, although this may conflict with the desire to preserve housing and the neighborhood character.

In addition to the overall goals, the Community Development Cabinet has recommended housing and economic development objectives. Given existing trends and programs, projected conditions in California would meet some economic objectives by inducing new business construction and industrial job expansion (Station Park) and by conserving existing retail business opportunities. Projected future conditions would also meet some of the housing goals or "directions" to a certain degree. Community programs in the NSA would help improve the area, but the residential area outside the NSA is less likely to be revitalized. The goal of encouraging the growth of a housing--rehabilitation industry in the community is met partly through California Neighborhood Properties, Inc. The goal of encouraging a mixture of various economic groups, middle income as well as low and moderate income residents, may be accomplished through new housing projects proposed for the NSA (e.g., California Square Phase II), but not in the remaining residential area of the neighborhood.

The Comprehensive Plan establishes criteria similar to those found in the Community Development Strategies. Several of the Plan's guidelines would be met partially or not at all if existing programs and trends remain unchanged. These guidelines are listed in Table I-5. Guideline R-2 would be met to some degree in the neighborhood, through the Neighborhood Strategy Area programs. Areas outside the NSA with vacant lots and spot deterioration would not be revitalized under existing trends and programs. Industrial development in violation of Guideline I-8 would occur on the fringes of the residential area. Existing zoning in these areas allows further industrial development, and permits industrial uses in mixed use areas without considering their compatibility with adjacent residential use. Similar concerns exist in relation to commercial development. Guidelines C-6 and C-7 indicate that commercial development should not create nuisances for adjacent development, and should include buffering, screening and other amenities. Commercial development that may occur in the neighborhood probably would not be designed to achieve the desired harmony with adjacent homes.

Table I-6

Comprehensive Plan Guidelines Related to Projected  
Neighborhood Conditions

- R-2 Create housing redevelopment, rehabilitation and reinvestment opportunities in older and declining neighborhoods.
- I-8 Prohibit industrial development within residential areas. Locate industries adjacent to residential areas or in mixed land-use areas only if the industries can be made compatible with surrounding development. Expand existing industries which are adjacent to non-industrial development in a manner that meets the needs of the industry and protects surrounding development from nuisances.
- C-6 (b) Allow commercial uses in:  
b) older or redeveloping residential areas where the commercial use does not create nuisances and is compatible with the surroundings...
- C-7 Develop commercial uses serving small areas or neighborhoods or providing convenience goods:  
a) preferably adjacent or near existing convenience shopping facilities and  
b) with safe pedestrian access and  
c) with an intensity and size that would not adversely affect existing residential areas or businesses and  
d) with a good transition between adjacent uses that reflects existing architectural and residential character.

Source: Louisville and Jefferson County Planning Commission, The Comprehensive Plan, 1979.

Continuing the status quo would yield some beneficial but mostly harmful results for California. On the positive side, redevelopment is likely in the NSA and the Station Park industrial development would occur. Negative effects would include a continued decline in the remaining residential area, further industrial encroachment, lack of residential character, scattered commercial development and continued lack of needed commercial facilities. Some of the Community Development Strategies and most of the Comprehensive Plan's Guidelines would not be fulfilled. This shortfall justifies creation of a plan for California that would strengthen the positive aspects of current trends and correct the negative impacts.

### C. ALTERNATIVES AND RECOMMENDATIONS

Recommended strategies to address the problems facing California are developed in this subsection of the plan. Using information on existing conditions, past trends and likely future conditions if current patterns continue, a set of issues was defined. The issues are a refinement of the topics listed under Problems and Issues, part A.5 of this section. Several alternative strategies were generated for each issue, and were evaluated by the California Steering Committee and the Planning Commission staff. The advantages and disadvantages associated with each alternative were assessed, including probable effects of each alternative, its feasibility and costs. This process was carried out at meetings held on December 17, 1981, January 21 and February 4, 1982. Issues and alternatives for California are listed below. The rationale for selecting the chosen alternative is stated below. The subsection concludes with the recommended land use plan. Because of the neighborhood's size sub-areas displaying similar characteristics were defined and alternatives were generated for specific sub-areas. (Figure I-2 shows sub-area boundaries.)

#### 1. Generation of Alternative Strategies

Issues and alternatives relating to the entire California Neighborhood.

##### a. Vacant Lots

Alternatives:

- 1) Take no action and allow the private market to determine maintenance, type of use and timing for re-use.
- 2) Encourage maintenance of vacant lots (cut weeds, pick up litter).
- 3) Consolidate vacant lots with adjacent developments;
- 4) Promote construction of new housing or other appropriate developments.
- 5) Acquire and consolidate vacant lots and make them available for development as a unit.
- 6) Promote transitional use of vacant lots for uses such as tot-lots and kitchen gardens.

Alternatives 4 and 5 are recommended. Alternative 5 is recommended for areas where numerous vacant lots exist. This approach allows the greatest flexibility in type and design of the new development, and is more likely to attract private developers and investors. Both alternatives are complementary and would strengthen neighborhood character.

Alternative 3 is recommended for those areas where new construction cannot be induced or where adjacent uses desire additional land. This alternative would provide homes with additional yard space and would allow non-residential uses to expand. Alternative 2 is recommended for vacant lots throughout the neighborhood as an immediate response to this problem. These alternatives will ensure proper maintenance

and use of vacant lots, curbing the deteriorating influence of weedy and littered lots.

Alternative 6 is recommended as a transitional use for those vacant lots awaiting new construction and development. Provision of land for community gardening on a permanent basis may be justified as well.

b. Vacant Structures

Alternatives:

- 1) Take no action and let vacant structures deteriorate.
- 2) Ensure proper maintenance of vacant structures.
- 3) Promote rehabilitation and reuse of vacant structures for appropriate uses.
- 4) Acquire abandoned and long-term vacant structures, and make them available for repair and reuse.
- 5) Replace unsafe vacant structures with new infill development.

Alternative 3 is recommended as a general policy for structures in California. Alternative 4 is recommended when owners are unwilling to rehabilitate the structures. Where deterioration has made structures unsafe, Alternative 5 is recommended. This series of actions is intended to make the best use of the neighborhood's structural assets.

Alternative 2 is recommended as a transition measure for all those vacant structures awaiting rehabilitation or being held for an identified future use.

c. Neighborhood Shopping Needs

Alternatives:

- 1) Continue the existing level of shops in California and utilize the commercial facilities in adjacent neighborhoods.
- 2) Improve the mix and quality of shops available in existing commercial structures.
- 3) Improve vacant sites and facilities in commercial areas along Dixie Highway, and at 28th and Dumesnil to meet neighborhood needs.
- 4) Develop a new compact shopping center at the southeast corner of 28th and Broadway to meet neighborhood shopping needs (See Figure I-2 area F.).
- 5) Develop a new commercial center in conjunction with the existing commercial strip on Dixie Highway.
- 6) Develop a new commercial center in conjunction with the existing commercial uses on Broadway.

Alternatives 3 and 5 are recommended. A new commercial center along Dixie Highway is more likely to attract the types of stores desired in the area (discount store, grocery, laundromat) while encouraging revitalization of the existing commercial strip. It would capitalize on through traffic and would provide a compact shopping area with greater drawing power than dispersed commercial uses can generate. In addition to a new commercial center along Dixie Highway, revitalization of commercial uses along Dixie Highway and at 28th and Dumesnil is recommended. Development of these commercial areas is also addressed as Issue i, below. Revitalization of the 28th and Dumesnil shopping area would meet shopping needs of residents in the southern and western parts of California, and would remove a blighting influence on the neighborhood. This location would also serve residents of Parkland, Parkhill and Park-Duvalle neighborhoods. The Dixie Highway corridor and 28th and Dumesnil site are well served by public transportation. By improving shopping opportunities in limited areas, nuisances due to stores in residential areas may be reduced. Alternative 2 would likely be achieved as a result of pursuing 3 and 5.

d. Parks and Recreation

Alternatives:

- 1) Take no action (make the best use of existing facilities).
- 2) Improve the facilities at California and Victory parks.
- 3) Supplement the existing park facilities with the use of school playgrounds for public recreation after school hours.
- 4) Develop a new park by assembling vacant parcels of land.
- 5) Concentrate resources on organized recreation programs rather than facilities.

Alternatives 2 and 3 are recommended. The Metro Parks Department does not have adequate funds to assemble and acquire land and to develop additional parks. Improvement of the existing facilities is recommended. To complement the existing facilities, school playgrounds should be used for public recreation after school hours.

Issues Relating to the Residential Core of California (see the "Residential Sub Area" identified as area A on Figure I-2):

e. Uses Permitted in Residential Core

Alternatives:

- 1) Allow new and expanded public and institutional uses in the residential area so long as they are compatible.
- 2) Allow existing non-residential uses to expand, where such expansion would be compatible with residential uses.
- 3) Maintain the area's predominantly residential character, and restrict existing non-residential uses to their current location.
- 4) Do not allow new commercial or industrial uses within residential areas.
- 5) Restrict the commercial corridors and industrial areas from expanding into residential areas.

Alternatives 3 and 4 are the primary recommendations for the Residential Core (Area A); Alternative 2 is also recommended. This approach would strengthen the residential character of California, and would restrict the commercial corridors and industrial area to their existing limits (Alternative 5). Limiting commercial expansion in the residential area would aid in development of the recommended commercial areas. Alternative 2 may be desirable in some instances; such expansion can be achieved through the zoning change process.

f. Existing Non-Residential Land Uses in Residential Core

Alternatives:

- 1) Take no action.
- 2) Encourage non-residential uses to reduce ill effects through screening and other means.
- 3) Relocate offensive uses outside the residential areas of California.

Alternative 2 is recommended for the Residential Core (area A). This measure is low-cost and does not disrupt functioning of existing businesses. This approach seems appropriate in light of the level of non-residential nuisance existing in California.

g. Alley Lots in Residential Core

Alternatives:

- 1) Support the continued use and repair of existing alley housing.

- 2) Encourage infill development along the alleys.
- 3) Concentrate available funds on street-side housing and allow the housing market to determine the future of alley housing.
- 4) Promote consolidation of vacant alley lots with the street-side lots.

Alternatives 3 and 4 are recommended for the Residential Core (area A). Although alley sites are served by utilities and are protected from traffic nuisances, they are less desirable than street-side sites. Reduced visibility contributes to crime problems for alley housing. Very small lot sizes contribute to crowded conditions for alley housing. In addition, alley housing bears an undesirable connotation for neighborhood residents.

h. Zoning in Residential Core (R-7 Apartment Zone)

Alternatives:

- 1) Continue R-7 zoning, as an incentive for residential development.
- 2) Downzone areas zoned R-7 to restrict future development to existing density levels.

Alternative 1 is recommended for the Residential Core (area A). R-7 zoning in the past has not resulted in incompatible development. It may act as an incentive to redevelopment by offering developers more options in new construction projects. The cost and efforts required to downzone could more effectively be used on other neighborhood improvement measures.

Issues relating to other sub-areas of the neighborhood:

i. Strip Commercial (see "Commercial Sub Area" identified as area B on Figure I-2)

Alternatives:

- 1) Take no action.
- 2) Improve vacant sites and facilities in the strip to provide a mix and quality of shops needed in the neighborhood.
- 3) Develop a compact commercial center in conjunction with the existing commercial facilities in the Dixie Highway area.
- 4) Restrict expansion of commercial use and promote infill residential uses.
- 5) Encourage existing and new commercial uses to provide screening and buffering to make them compatible with adjacent residential uses.

Alternatives 2 and 3 are recommended for area B. Alternative 2 will help utilize the existing vacant sites and structures in the two commercial areas for needed neighborhood commercial uses. Alternative 3 will help create a concentrated shopping center on Dixie Highway in conjunction with the existing commercial uses. The two alternatives will promote concentration of neighborhood-commercial uses rather than scattering them among existing vacant sites. The recommended approach is more likely to attract the types of facilities desired in the area and to stimulate improvement of the existing commercial areas. In discussing these alternatives, it was recognized that commercial development on vacant lots along the entire length of Dixie Highway may have undesirable effects on traffic and would further disperse shopping facilities. At the same time, it was pointed out that traffic levels did not detract from residential uses on this part of Dixie Highway. As a result, residential as well as commercial infill are recommended in the Dixie Highway commercial area.

Alternative 5 is recommended to promote compatibility between residential and commercial development within the commercial areas and along their boundaries.

j. Station Park (see "Station Park Sub Area" identified as area C on Figure I-2)

Alternatives:

- 1) Retain residential and commercial uses and develop the remaining area for industrial use.
- 2) Relocate all existing residential and commercial uses and use the area for industrial use.
- 3) Retain commercial uses fronting on Broadway; relocate all other non-industrial uses and reuse the sites for industrial purposes.

Alternative 3 is recommended for Station Park. The large extent of vacant property, existing industrial zoning and land uses, its proximity to the expressway, railroad and downtown led to the selection of this location for an industrial park. Industrial expansion in this area may provide additional jobs and contribute to the neighborhood's revitalization. Available funds for housing rehabilitation should be focused in the Residential Core. Station Park development should be designed to improve the area's appearance, and to encourage investment in adjoining commercial and residential properties.

k. Area South of Station Park (see "Area South of Station Park Sub Area" identified as area D on Figure I-2)

Alternatives:

- 1) Retain the current mix of uses.
- 2) Retain existing residential uses, and promote use of vacant land and structures for residential purposes.
- 3) Retain existing residential and commercial uses until they are replaced by industry (eventual expansion of existing industries or southward expansion of Station Park).
- 4) Relocate all residential and commercial uses, and clear the structures as an incentive to encourage industrial development.

Alternative 3 is recommended for the area south of Station Park and along Magnolia Avenue. The existing zoning, land use and transportation facilities make this area appropriate for further industrial development and eventual expansion of Station Park. This approach would ensure retention of existing residential and commercial uses until existing industrial uses expand or a plan to relocate non-industrial uses and resell land for industrial development can be implemented. Provision of adequate public services for remaining housing in the area should be guaranteed.

l. Mixed Use Area (see "Mixed Use Sub Area" identified as area E on Figure I-2)

Alternatives:

- 1) Retain the current mix of uses.
- 2) Restrict commercial and industrial uses to their present boundaries and promote residential development in the rest of the area.
- 3) Promote retention and expansion of existing industrial uses, strengthen residential development, and allow limited expansion of existing commercial uses; expansion of non-residential uses should be designed for compatibility with residential uses.
- 4) Do not allow new commercial or industrial uses in this area.
- 5) Promote expansion of existing and location of new non-residential uses in the area.

- 6) Promote use of the area along and south of Broadway for strip commercial development to provide for a mix and quality of shopping facilities needed by the neighborhood.

Alternative 3 is recommended for the mixed use area (area E). This approach would strengthen the residential character of the area while recognizing the significance of the major industries located in the mixed-use area to the neighborhood and the City as a whole. Retention and expansion of these firms is actively endorsed. Improvements to the housing stock and removal of blighting conditions are envisioned for the mixed use area. It is further recommended that residents whose homes are acquired for industrial expansion remain within the California neighborhood. Alternative 3 would discourage strip development of commercial uses along Broadway, consistent with efforts to focus commercial development in compact centers.

- m. Large Vacant Parcel (see "Large Vacant Parcel Sub Area" identified as area F on Figure I-2)

Alternatives:

- 1) Take no action.
- 2) Promote use of this area for expansion needs of existing industries in the area.
- 3) Promote use of the vacant parcel for a compact shopping center to satisfy the needs of California and adjacent neighborhoods.
- 4) Promote use of the site for high-density residential development.
- 5) Promote use of this area for industrial development.
- 6) Promote use of this site for a recreation park.
- 7) Promote use of the vacant parcel for a combination of the above uses.

Alternatives 2, 3 and 4 are recommended for the site, in that order of preference. The highest priority is given to accommodating the expansion needs of existing industries in the area, particularly Tube Turns located on the southwest corner of Broadway and 28th Street. If the vacant parcel is not required for industrial expansion needs, the possibility of locating regional-scale shopping facilities (such as a discount store, a grocery store, a drug store or a combination of all these) should be explored. California and adjacent neighborhoods need commercial facilities of this scale. If neither of these alternatives work, alternative 4 is recommended. The size of this parcel and its location on Broadway make it very desirable for high-density residential development.

## 2. Recommended Land Use Plan

The Recommended Land Use Plan for California presents recommendations and criteria for future land-use and development in the neighborhood.

The Recommended Land Use Plan has been developed as a means of addressing specific problems identified by the California Steering Committee. The land-use plan consists of a set of guidelines and a conceptual future land-use map (Figure I-5). Figure I-6 details future land use recommendations for the commercial sub-areas. The guidelines contain the recommendations for the neighborhood. The maps serve to illustrate some of the guidelines and define areas for which specific land-use recommendations have been made. The guidelines are organized according to their geographic area of application, either the entire neighborhood or specific sub-areas of the neighborhood. The guidelines are based on input from the Steering Committee of the California Task Force. The problem identification and land-use alternatives evaluation process conducted with the Steering Committee

during the fall of 1981 and winter of 1982 is the primary source for the guidelines. The Steering Committee approved these guidelines at a meeting on February 18, 1982.

The Recommended Land Use Plan is an application of the guidelines and strategies contained in the Comprehensive Plan and Community Development Strategy to the specific conditions existing in California. Once the recommended plan is approved by the Board of Aldermen, it will be used in several ways. The neighborhood plan will be considered during development of annual budgets for both general revenue and Community Development Block Grant funds. Proposed city-wide programs and other plans affecting California will be reviewed for their relationship to the neighborhood plan. Future zoning change requests within the boundaries of California will be evaluated in light of this plan. The plan may also serve as the basis for rezoning selected sites when initiated by the Board of Aldermen.

a. Land Use Guidelines

Area Wide Recommendations

- 1-- Promote residential, commercial and industrial uses in designated areas of the neighborhood (see Figure I-5).
- 2-- Encourage consolidation of adjacent vacant lots to expand redevelopment options.
- 3-- Encourage new construction on vacant lots (infill development).
- 4-- Provide for the maintenance and encourage transitional use of vacant lots until such time as they are re-used as building sites or yard space for adjacent housing.
- 5-- Encourage reuse of sound vacant structures for appropriate uses.
- 6-- Provide for the maintenance of vacant structures and expedite their return to productive use or clearance and redevelopment.
- 7-- Identify unsafe structures and ensure that they are demolished to make way for new development.
- 8-- Improve the facilities at California and Victory Parks. Supplement these facilities with the use of school playgrounds for public recreation after school hours.

Residential Core (Residential Sub Area or area A)

- 9-- Maintain housing as the predominant land-use in California's residential area.
- 10-- Allow limited expansion of existing non-residential use in the residential core, only if it can be demonstrated that the existing use is compatible with surrounding homes and that the expansion would contribute to revitalization of the residential core and betterment of the community. Creation of new commercial uses should occur only upon demonstration that:
  - a. the new uses cannot be located in the recommended commercial areas; and
  - b. the new uses would be compatible with existing housing; and
  - c. the new uses would utilize existing vacant commercial structures; and
  - d. the new uses would cater to the needs of neighborhood residents.

- 11-- Encourage medium-density residential use (10 to 15 dwellings per acre) as infill development on vacant lots that have street frontage. When adjoining vacant lots create large parcels of developable land, redevelopment as a unit is recommended.
- 12-- Encourage consolidation of vacant alley lots with lots fronting on streets.
- 13-- Vacant commercial or industrial structures in the residential core of California should be:
  - a. reused for housing;
  - b. cleared and the land developed to provide new housing units; or
  - c. reused for neighborhood-commercial use provided conditions listed in guideline 10 are met.
- 14-- Work with existing non-residential uses in the residential core to provide screening and buffering and to minimize any nuisances created by their operations.

Neighborhood Commercial Areas (Commercial Sub Area or area B)

- 15-- Develop a compact commercial center in conjunction with the existing commercial facilities along Dixie Highway.
- 16-- Utilize larger vacant sites and the vacant commercial structures in the two commercial areas (Dixie Highway between Oak and Garland and at 28th and Dumesnil), to provide the mix and quality of shops needed in the neighborhood.
- 17-- Utilize small vacant sites, that are surrounded by residential use, for new residential construction or for consolidation with adjacent lots to form larger yards. Promote reuse of vacant sound residential structures for housing.
- 18-- Encourage retention and maintenance of sound housing units in the two commercial areas (Dixie Highway between Oak and Garland and at 28th and Dumesnil).
- 19-- Encourage existing and new commercial uses to provide screening and buffering to make them compatible with adjacent housing.

Station Park Area (Station Park Sub Area or area C)

- 20-- Encourage full utilization of sites and structures in this area for industrial and related uses.
- 21-- Minimize negative impacts of industry on adjacent residential areas through design, screening and buffering.

Area South of Station Park (Area South of Station Park Sub Area or area D)

- 22-- Encourage location of new and retention and expansion of industrial development in this area.
- 23-- Encourage retention and maintenance of existing residential and commercial uses until they are replaced by industry.
- 24-- Minimize negative impacts of industrial uses on housing located west of 15th Street, through design, screening and buffering.

Mixed Use Area (Mixed Use Sub Area or area E)

- 25-- Encourage retention and support expansion of the existing major industrial uses in the mixed-use area.
- 26-- Encourage retention and support the improvement of existing housing in the mixed use area.
- 27-- Encourage residents whose homes are acquired for industrial expansion to remain within the California neighborhood.
- 28-- Allow limited expansion of existing commercial uses.
- 29-- Ensure that expansions of non-residential uses are compatible with the area's residential uses.
- 30-- Do not allow new non-residential uses in this area unless they will be located in existing commercial or industrial structures.

Large Vacant Parcel (Large Vacant Parcel Sub Area or area F)

- 31-- Encourage the use of this site for expansion needs of existing industries, for regional shopping facilities, or for high density residential development, in that order of priority.

b. Land Use Recommendation Map

The Land Use Recommendation Map is the second half of the land-use plan for California. Figure I-5 shows the six sub-areas within the neighborhood, as well as sites for infill development, proposed land use changes, and residential demolition/infill needs. Figure I-6 shows recommended future land use in the two commercial areas (Dixie Highway between Oak and Garland and 28th at Dumesnil.)

## D. IMPLEMENTATION

The effectiveness of any plan depends upon the extent its recommendations are implemented. This section of the plan identifies actions and programs to implement the Land Use recommendations of the California Neighborhood Plan. In the process of identifying measures to implement the land use guidelines, the plan for California is defined more fully. This section of the Plan, in conjunction with the guidelines is a complete statement of the land use recommendations for California, as well as a guide for achieving those recommendations. Parties responsible for implementation are identified and the cost of implementation measures estimated, where possible.

### 1. Zoning

Changes in existing zoning are recommended as a means of implementing several major elements of the land use plan. Recommended zoning changes are shown on Figure I-7 and listed in Table I-7. The most extensive change is the rezoning to residential classifications of commercially and industrially zoned lands in the residential, commercial and mixed use areas. Sites currently in commercial and industrial zoning classifications and that are either vacant or used for residential development are recommended for rezoning to the R-5, R-6 or R-7 Districts. Residential zoning is recommended within the residential core, to help maintain housing as the predominant use. In the mixed use sub-area, residential zoning is proposed for areas that are primarily residential in use. This change is intended to encourage the retention of housing and to lend stability to residential use in this sub-area. Residential zoning would also ensure that, if industrial expansion is to take place at some time in the future, review by the Planning Commission and Board of Aldermen will ensure compatibility with adjacent homes. In the commercial sub-area along Dixie Highway, residential zoning is recommended for residential blocks, including small vacant sites surrounded by existing homes. Residential zoning in this portion of the neighborhood would serve the same function as in the mixed use sub-area. It also would prevent creation of a continuous strip of commercial development which have developed in other parts of the City, with visual clutter, traffic problems and major nuisances for the remaining homes.

Existing commercial or industrial developments in residentially zoned areas are recommended to continue as nonconforming uses to encourage their relocation and reuse of sites for residential purposes.

The Plan supports the expansion of commercial uses in the area between Garland and Kentucky Streets on Dixie Highway. However, no rezoning recommendation is made at this time. The California Plan does not recommend prospective rezoning-zoning changes that permit future expansion of a more intensive use than currently exists. Expansion of commercial zoning is appropriate in this area, to allow construction of the proposed shopping center. Accordingly, the plan supports the rezoning of part or all of the area shown on Figure I-7 to the C-2 classification at some point in the future, upon submittal of an appropriate development plan. The development plan should demonstrate how the commercial use will be made compatible with adjoining development.

During the planning process existing zoning in the residential area east of 18th Street was evaluated. The R-7 Apartment classification allows higher residential densities (35 units per acre) than currently exist in California. The R-6 classification (17 units per acre) more closely reflects existing residential density in this part of the neighborhood. It was determined, however, that there was no need to

TABLE I-6 Sites Proposed for Rezoning

<u>Current Zoning</u>	<u>Location</u>
Sites proposed for R-5 Zoning	
C-1	Properties located on the north-east, northwest and southwest corners of 23rd and Kentucky Streets.
C-2	Properties located on the north-west, southwest and southeast corners of 23rd and Oak Streets.
M-2	Properties located on the north side of Woodland Avenue between 22nd and 23rd Streets and rear portion of the lots located on the south side of Woodland Avenue between 23rd and 25th Streets.
Sites proposed for R-6 Zoning	
C-1	Properties along 28th Street, two single family structures on the north side of Dumesnil Street between Cypress and 28th Streets on the southwest corner of 26th and Dumesnil Street and on the four corners of 26th and Garland Avenue.
C-2	Properties on the northeast corner of 28th and Virginia Avenue, on the southeast corners of 24th and Broadway and 23rd and Broadway and on the northwest corner of 24th and Maple Street.
M-2	Properties located on the southeast corner of 28th and Howard Streets, on the northeast corner of 25th and Maple Streets, north of Howard Street between 22nd and 23rd Streets, area between 23rd and 24th Streets bounded by east-west alleys north of Howard Street and south of Maple Street, on west side of Olive Street north of K & I Railroad tracks and on both sides of Woodland Avenue between 25th and Cypress Street.
Sites proposed for R-7 Zoning	
R-5	946 South 15th Street.
C-1	Properties located on southwest corner of 15th and Oak Streets and on southeast corner of 16th and Hale Avenue.
C-2	Properties located on and along 18th Street and on both sides of Oak Street east and west of 16th Street.
C-3	Property located on the southwest corner of 17th and St. Catherine Street.

M-2

Properties located on south side of Breckinridge Street east of 16th Street and on west side of 15th Street.

C-2 Zoning supported upon submittal of an acceptable plan

R-7

Property numbers 1732 to 1744 on West Garland Avenue.

change the residential zoning at this time. R-7 zoning has been in effect for many years and has not resulted in over-development in California. This classification has afforded greater flexibility for new residential construction, e.g. California Square. For now, the funds that would be needed for an area-wide rezoning can achieve greater benefits for the neighborhood if used on other implementation measures. Infill development should be monitored, however, for compatibility with existing development. At some point in the future, rezoning of the area east of Dixie Highway to the R-6 classification may be necessary.

Implementation of the zoning changes discussed above depends upon action by the Board of Aldermen. The Board would either initiate the rezonings itself, or direct the Planning Commission to begin the rezoning process. The Board of Aldermen's participation in funding the rezoning process is also necessary. A preliminary estimate places the cost of the proposed rezoning of approximately 550 parcels at \$25,000. The Board may choose to appropriate the necessary funds from general revenue and/or Community Development funds. These funds would be used to prepare the rezoning application and the zoning change staff report, develop legal descriptions of affected properties, identify property owners, and provide notification to all affected property owners and owners of properties adjacent to sites proposed for rezoning.

As a plan implementation technique, zoning's effectiveness varies. Because zoning is a regulation and regulations are restrictive, (negative) by definition, zoning tends to maintain the status quo by locking in existing land uses or trends; it cannot compel or encourage desirable (positive) changes to occur. It is most effective in preventing undesirable land use change and limiting the type of development that occurs in the neighborhood. However, zoning can only enable desired change to occur. It can channel development, but cannot create development initiatives. Therefore, desired changes such as residential infill require implementation techniques beyond zoning. The effectiveness of zoning is determined by the quality of its administration. Adequate enforcement of the regulations, staff review of proposed development and responsible legislative action are critical to effective zoning.

## 2. Planning Commission and BOZA Review

Discussion thusfar has dealt with zoning changes initiated by public bodies. Zoning changes and variances requested by individual property owners can also serve as vehicles for plan implementation. Such requests are reviewed against the Community's Comprehensive Plan and the adopted neighborhood plan. Proposed development that requires a variance or change in zoning will be analyzed by the Planning Commission and Board of Zoning Adjustment (BOZA). Review by these bodies will aid implementation of several guidelines-- retaining residential use in the core area, limiting the intensity of residential development, establishing conditions for expansion of non-residential uses in the residential core and mixed use area, and requiring adequate screening and buffering.

## 3. Actions to Encourage Residential Development

The California Neighborhood Plan proposes infill residential development on vacant lots in the residential core and in some cases in the commercial and mixed use areas. A variety of housing types: single family homes, one and two bedroom apartments, townhouses and housing for the elderly are recommended. Several implementation techniques are recommended to meet the challenge of restoring residential uses in the neighborhood. Subsidies will be necessary to

encourage new construction in California neighborhood. The City could encourage new construction by donating sites to persons willing to construct housing in California. The City has already acquired vacant sites through the Urban Land Program; an additional 182 vacant tax-delinquent lots are located in the residential core (see Item 10 for further discussion of this implementation technique.) A continuation of the \$10,000 subsidy offered by California Neighborhood Properties Corporation is recommended to promote infill construction. Community Development funds are recommended for this program. The house plans developed for Neighborhood Properties should continue to be made available for use by individuals and developers interested in building in the neighborhood.

High interest rates have put new housing beyond the means of low and moderate income people nationwide. Interest rate subsidies, through the Kentucky Housing Corporation or FHA's 203 (k) program may sufficiently lower construction costs to make new housing affordable to low and moderate income persons. A revolving loan fund with low interest rates, similar to the 312 program's 3% loans, would stimulate new housing construction. The Urban Development Action Grant Program is a possible source of funds for such a program; corporate sponsorship should also be considered.

The non-profit housing corporations, New Directions and California Neighborhood Properties, should continue their housing construction programs in the neighborhood. Until such time as demand increases and conventional firms begin building in the neighborhood, the non-profits will lead the effort to stabilize the area's housing stock and demonstrate the potential for new housing in California. The non-profit corporations should continue to use KHC low interest rate loans to hold down selling prices. Funding sources for the new construction program are CD funds and corporate sponsorship.

Improvements to California's existing housing stock and overall appearance will greatly encourage new housing construction. Trees and other plantings, and streetscape improvements would be an incentive to residential development. Private investment in the neighborhood would supplement public funds once neighborhood conditions had improved. The California Task Force should continue its efforts to resolve neighborhood problems and build an environment conducive to private investment. Close contacts with public agencies should be maintained to ensure that services are adequate. The Task Force should work with block clubs interested in planting street trees. Trees, Incorporated will assist neighborhoods in selecting and planting trees along the public right-of-way.

An ongoing staff effort within local government is needed to effectively involve the development community in housing construction in the City. The packaging of incentives must be designed to attract private sector investment while respecting the content of the neighborhood plan and recognizing the City's financial interests. It is recommended that this staff capability be provided within the Community Development Cabinet. In addition to packaging financial incentives, the Community Development Cabinet should work with the Board of Aldermen to establish priorities for funding residential development in various neighborhoods. This staff position could be funded with CDBG funds.

#### 4. Housing in Non-residential Areas

There are numerous housing units in the commercial, mixed use and industrial areas of the neighborhood. The Land Use Plan recommends that these housing units be retained and

maintained in good condition. To implement this recommendation, the financial incentives proposed for housing rehab proposed in the residential area should be extended to the mixed use and commercial sub-areas (see Housing section Item 6).

Zoning changes recommended in the mixed use and commercial sub-areas are also designed to strengthen residential uses. Rezoning to residential classifications would prevent non-residential encroachment and related nuisances. A final measure would strengthen residential support services in the area east of 15th Street. Until such time as industrial development occurs in this area, adequate police and sanitation services should be provided. To accomplish this recommendation, a meeting between the City departments and area residents should be sponsored by the Task Force. Specific service improvement needs and possible solutions could be devised at this meeting. Another action to support residential use south of Station Park is City assistance in providing land for recreation purposes. The City should make vacant lots available for this purpose and consider acquiring additional tax delinquent sites, if needed (see Item 17).

#### 5. Retaining Neighborhood Residents

The plan recommends that neighborhood residents whose homes are acquired for industrial development should be encouraged to relocate within California. The Task Force should develop a list of properties that are for rent or sale and provide it to those residents who are relocating. The list could also be provided to the expanding industry for distribution as part of the negotiation process. The Community Development staff should also receive a copy, for use when residents of the Station Park area are being relocated. The City should also encourage residents to relocate within the neighborhood, by offering City-owned property at reduced prices. Homes administered by the Urban Land Program are already sold at bargain prices. Vacant lots could be sold at minimal costs to encourage residents to move their homes into the residential core. Moving houses appears to be feasible. Discussions with a local house moving company indicate an average cost of \$8,000 to move a shotgun house, build a foundation at the new site and make the necessary utility connections. The price will vary with the size of house and number of overhead wires and traffic signals that need to be moved.

#### 6. Reuse of Vacant Non-residential Structures in Residential Area

There are seventeen vacant structures in the residential core of the neighborhood that previously were occupied by non-residential uses. To strengthen the residential character of the area and minimize the nuisances caused by non-residential uses, the Plan recommends reuse of these vacant structures for residential uses. Changes in existing zoning are recommended as a means of implementing this recommendation. Those of the seventeen structures that are currently vacant but lie in commercial or industrial districts are recommended for rezoning to residential classification. Rezoning to a residential classification would enable the community to evaluate any proposed commercial use of these structures, to determine that it would meet neighborhood needs and be compatible with surrounding homes.

Financial incentives for housing rehabilitation should be made available to these structures, to encourage conversion of these structures to housing. In addition, the Task Force could generate capital through fund-raisers, grants etc. to establish a neighborhood fund. This fund could be used by the neighborhood to buy these structures and convert them to residential uses.

#### 7. Completion and Extension of Station Park

Completion of the development of the Station Park industrial project and location of industries there are important to California's economic health. Completion of site acquisition and provision of public improvements are necessary to allow industries to occupy the area. The California Plan supports the ongoing efforts to complete development of Station Park. The 33 acres recommended for acquisition in the urban renewal plan should be purchased with CDBG funds. Improvements to 9th, 12th and the portion of Kentucky Street linking them have already been funded. Funding should be sought for improvements to Kentucky between 12th and 15th Streets, and 15th Street within Station Park. Potential sources include CDBG funds, urban system funds, Urban Development Action Grants and the Economic Development Administration (or successor programs). Completion of the necessary utility improvements is also recommended. The Office of Economic Development, Urban Renewal Commission and Community Development Cabinet are the principal agencies involved in this project.

At such time as Station park is completed and occupied, extension of the industrial park should be considered. The Urban Renewal Commission and Office of Economic Development should conduct a feasibility study of an extension within the area south of Station Park, and determine the appropriateness of making the extension an urban renewal district.

#### 8. Use of Sites and Structures in Non-residential Areas

The plan recommends that sites and structures within industrial and commercial areas be fully utilized. To implement this recommendation, formation of a Businessmen's Association is proposed to improve the area's ability to attract and keep firms (see Item 18). The proposed association should develop a list of properties that are available for lease or sale and submit it to the Office of Economic Development for referral to potential tenants, purchasers or developers. Another set of actions to improve use of industrial and commercial land is addressed under the Station Park project (Item 7). Financial programs and incentives for businesses are covered in detail in the Economic Development section of the Plan (Item D.3).

#### 9. Neighborhood Commercial Centers

The plan recommends neighborhood commercial uses in two areas - 18th Street corridor between Garland and Oak Street and at 28th and Dumesnil Streets. Implementation measures for these recommendations are covered in the Economic Development section, Items D.2, D.3.

#### 10. Acquisition of Abandoned and Tax Delinquent Sites

An aggressive program to acquire seriously tax delinquent property in California is recommended. As of September, 1981 there were approximately 810 vacant parcels that were delinquent more than three years or owed more than \$100 in property taxes. Foreclosure would enable the City to acquire many of these vacant properties in lieu of payment of back taxes. Public ownership would enable the City to reduce the problem with unmaintained vacant lots. These lots would become an important resource for future redevelopment and infill construction projects. Vacant structures capable of being re-used could be made available to prospective investors. The City's Urban Land program has operated in this manner in the past, and currently owns 55 parcels in the neighborhood. Recent organizational changes in the City Law Department should allow the tax foreclosure program to be focused in California as an implementation tool for the neighborhood plan. It is recommended that the

City Law Department make a concerted effort to acquire tax delinquent vacant sites in California.

In addition to the existing foreclosure process for tax delinquent property, two implementation measures are recommended. A task force should be created to deal with the tax delinquency and abandonment issue. The task force should develop a unified policy for addressing this problem throughout the City. The task force should consider more effective measures for dealing with this problem. Procedures and regulations developed in other cities emphasize the neighborhood's right to a decent environment over the individual's right to neglect property; the task force should analyze these alternatives for their applicability to Louisville. Changes in State legislation may be necessary.

The third measure would address abandoned properties that are not tax delinquent: sites that had been acquired by tax-exempt organizations (churches) but subsequently were abandoned, or sites that at one time were granted the homestead exemption but are now vacant. These sites are not on the tax rolls, and are not part of the Urban Land program's records. They cannot be acquired for back taxes, but nevertheless can be a deteriorating influence on adjacent properties. Action by the California Task Force is recommended to deal with these properties. The Task Force should work with the Urban Land program to identify abandoned properties. The Task Force should research properties that are not tax delinquent to determine if they are tax-exempt. The Task Force should work with Urban Land to have exempted status revoked for abandoned properties.

Once acquired by the City, vacant lots should be used to further the plan's land use and housing recommendation. Properties sold through the Urban Land Program should be re-used in accordance with the neighborhood plan. Vacant lots in the residential area should be used to lower the cost of new residential construction. There are a total of 182 vacant, tax-delinquent lots in the residential core of California. These lots could be sold through the Urban Land program or could be deeded to the non-profit housing organizations for redevelopment. If the amount of sites exceeds the demand for new housing, vacant sites can still serve the neighborhood. City-owned sites could be used for community gardens (see Item 13 ) or used by adjacent property owners for additional yard space (Item 12) or provide informal recreation space, maintained by area residents. In the past, liability issues associated with use of City-owned property by other parties have discouraged the City from allowing such use. It is recommended that the City Law Department study the possibility of creating a use agreement, that would convey the right to use City-owned lots and would incorporate a waiver of responsibility. This could provide a no-cost means of maintaining vacant lots, while allowing California residents the advantage of additional open space, free of charge. The foreclosure program and development of use agreements could be carried out using existing staff and should not require additional funding.

#### 11. Measures to Maintain Vacant Lots

High weeds, illegal dumping and rodent problems on vacant unmaintained lots detract from the residential environment in California. Several measures are recommended to deal with this problem. As a first step, existing ordinances that require property maintenance should be enforced. The California Task Force should organize a task force to identify unmaintained vacant lots, where weeds and dumping are problems. Exact addresses should be collected and referred to the Environmental Division of the City Building

Inspection Department. This office issues a citation to the property owner, and if the problem is not corrected, a private contractor performs the necessary maintenance and a bill is sent to the property owner. If the bill is not paid, a lien is placed against the property. The contractual arrangement was instituted recently to supplement the Sanitation Department's efforts. The effectiveness of the Contractor program would be enhanced by an organized effort allowing all the trouble spots in California to be cleaned up at one time. An effort by the Task Force and block clubs to contact property owners directly and encourage them to correct maintenance problems is also recommended. Personal contact may encourage more responsible property management, in some cases. Direct contacts in conjunction with increased enforcement efforts may provide an incentive to property owners either to use their land or to dispose of it. Both of these means of addressing the vacant lot problem require participation by neighborhood residents. No special funding is required, although additional money to expand the Sanitation Department work crews would enhance effectiveness of these measures.

A third means of addressing the vacant lot problem is a neighborhood work day. This would require a greater commitment of time and effort by California residents. This approach is not a long-term solution, but can achieve very tangible results. A series of work days can correct existing maintenance problems, and help to increase residents' involvement with the neighborhood. The Sanitation Department will supply a dumpster and will haul away trash collected during clean-up campaigns.

More permanent solutions to vacant lot maintenance problems are addressed under community gardens (Item 13) yard space (Item 12) and programs to acquire vacant lots (Item 10).

## 12. Expansion of Yard Space

Purchase of vacant lots by adjoining property owners is recommended, to reduce the weed, litter and dumping problems that exist in California. As part of the maintenance campaign described in Item 11, adjacent property owners could be furnished with information about the ownership of vacant parcels and be encouraged to buy them. Vacant lots in California can be purchased relatively cheaply, in the range of \$900 to \$2,000. For this investment, the property owner would gain control over land that in many cases has diminished the value of the owner's home; at the same time additional open space and recreation area would be obtained. If a trend of new construction on individual lots develops in Smoketown, the additional yard space could be reused as a building site. Vacant lots could be purchased by both adjoining property owners and split between them. This would reduce the cost for each individual, while providing for the maintenance of vacant sites. Dividing an existing lot would require the services of a surveyor, costing approximately \$250, and a minor plat would have to be recorded with the Planning Commission (no fee).

## 13. Community Gardens

Community gardening is recommended to help achieve several positive changes in California: maintaining vacant lots, improving the area's appearance, providing low-cost fresh foods, and building community pride. Community gardening has been shown to grow more than plants; research indicates that gardens can be the basis for improved self-image and a heightened sense of community. After conducting successful gardening programs (both flowers and vegetables) in New York and Chicago housing projects, residents have become more

interested in maintaining their homes. Accordingly, it is recommended that a program similar to the Cooperative Extension Service Urban Gardening Program be established in California.

Gardens could be provided near California Square, California Rose Apartments, St. William Apartments, and in other portions of the neighborhood where private yard space is not adequate. Information about gardening would be useful to those planning to use the community gardens as well as persons who would have garden plots at home.

The California Task Force, Environmental Alternatives and the Cooperative Extension Service would be involved in establishing this program. The Task Force could contact owners of vacant sites, to secure permission to use vacant lots as garden sites. City-owned lots administered by the Urban Land program could also be used as garden sites. The gardening program sponsored by Jefferson County uses plots measuring twenty by forty feet; a typical lot in California would accommodate four lots this size. The Task Force would also need to publicize the program and make arrangements for its management. The Cooperative Extension Service of the U.S. Department of Agriculture provides technical assistance, presentations and explanatory brochures for community gardening projects. Environmental Alternatives could also provide valuable assistance to the gardening program, through its education program and its ongoing urban demonstration garden. Several funding sources should be explored. Agricultural supply and storage companies in the area might provide equipment.

#### 14. Community Nursery

A nursery is recommended, to provide low-cost landscape materials for beautifying the neighborhood while offering job training for residents. Vacant lots owned by the City or that could be acquired for back taxes could be used for the community nursery. Donations of land or of long-term leases may also provide needed space. In addition, funds or in-kind assistance are needed for fencing, soil preparation, water lines, planting stock and tools; \$5,000 to \$10,000 would allow this project to get underway. Possible funding sources include neighborhood businesses, firms that sell this type of equipment and supplies, foundations and the City of Louisville Community Development Cabinet. Technical assistance in establishing the nursery would be provided by the Parks Department and Trees, Inc. If there is adequate funding, a part-time employee to coordinate the nursery's operations is recommended. An employee would ensure continuity of the volunteer work force, and could enhance the job training aspects of the volunteer's work experience.

Two possible sites for the community nursery have been identified and are shown on Figure I-5. One is located in the interior of the 1500 block of West Breckinridge; this site would require the assembly of three vacant alley lots and could be expanded by acquisition of the rear portion of up to six lots with street frontage. This site is preferable, because much of it is not developable and the only other potential use is yard space for adjacent homes. The second site consists of three vacant lots located east of 16th Street's terminus between Wilson and Magnolia Avenues. This is a larger site but is less desirable for use as a community nursery because of its potential for industrial development. Land acquisition costs would likely be much higher for this site than the Breckinridge site. Three of the parcels in the Breckinridge site are tax delinquent and could possibly be acquired for little or no money.

## 15. Screening and Nuisance Reduction

Landscaping and fencing are recommended to screen commercial and industrial uses from homes in California. Screening should be required as part of any zoning change or conditional use permit for businesses. A voluntary program is also recommended. The Task Force should contact existing commercial and industrial uses that border residential areas and encourage them to provide screening. The proposed businessmen's association could also promote site improvements that incorporate screening, as part of its efforts to make the neighborhood more attractive as a location for businesses. A cooperative effort involving the proposed community nursery and individual property owners could provide screening at very low cost. New non-residential development has a greater range of options to avoid creating nuisances for adjoining homes. In addition to screening and buffering, building setbacks, location of parking lots, and placement of access points can be designed to minimize negative impacts. The Urban Renewal Commission's plan for Station Park addresses these aspect of industrial development and includes guidelines requiring appropriate design of industries facing residential areas. It is recommended that the Urban Renewal Commission fully enforce these elements of the plan in the development of the area along Fifteenth Street north of Garland. It is recommended further that if Station Park is extended southward, similar standards be applied to industries that adjoin housing.

The California Task Force should continue its efforts to reduce nuisances caused by businesses in residential areas. Direct contacts with businessmen, asking their cooperation and suggestions on how to reduce problems should be a first step in resolving any nuisance situation. If this approach proves ineffective, regulatory solutions should be considered. Some nuisances can be abated through enforcement of the Environmental Nuisance Code, zoning regulations, parking restrictions and the cooperation of the Police Department. No special funding is required to achieve these screening and nuisance abatement measures.

## 16. Reducing "Clouded Titles"

"Clouded titles" result when property changes hands without properly transferring ownership and recording the deed. This situation arises when a property owner dies without a will and many individuals are heirs. Clouded titles are common in California and contribute to some of the neighborhood's problems. With numerous individuals having an interest in property, it is sometimes difficult to achieve a consensus on its use or sale. Inadequate maintenance and abandonment can result from clouded titles. To address this problem the California Task Force should undertake two programs. To reduce clouded title problems in the future, the Task Force should explain the benefits of a will and encourage residents to make one. The neighborhood association can assist residents by sponsoring a clinic on "holographic wills"--these are handwritten documents that are legally valid and do not cost anything. The Task Force should also provide information on fee schedules for residents who would prefer an attorney's assistance in making their wills. The second program would deal with existing properties with clouded titles. The Task Force should work with the City Law Department and the Legal Aid Society to learn the process for clearing clouded titles. This information and sample affidavits should be made available to interested residents and block clubs in areas with clouded title problems. This action should help to reduce the decline and abandonment of properties in California.

## 17. Improvements in Recreation Opportunities

Several improvements are recommended for California and Victory Parks. Prior to any investment in facilities, a heightened sense of responsibility for the parks needs to be developed within the neighborhood. The California Task Force should work with residents and park users to form committees that would help maintain the parks and watch out for them. Several neighborhoods have formed "recreation committees" to fulfill these functions. A "park watch" program staffed by neighborhood residents is necessary to reduce vandalism. Once this has been achieved, residents should meet with the Parks Department to plan facilities improvements and park landscaping. The community nursery (Item 14) may provide stock for plantings; these are especially needed in Victory Park. The Parks Department's Master Action Plan indicates a need for improving the basketball courts and playground at Victory Park. There is also a need for additional benches and permanent picnic tables at Victory Park. A fence on the Kentucky Street side of the baseball diamond is also recommended. The fence should be designed to reduce visual and noise impacts on adjacent housing. Improvements recommended at California Park focus on the Community Center. The electrical control box currently located outside the Center should be moved indoors to prevent vandalism. The stage in the gymnasium and the air conditioning system should be improved to allow better use of the Center for recreation programs. The Master Action Plan also recommends additional organized athletics and cultural programs for California and surrounding neighborhoods. If neighborhood residents agree with these priorities, the Task Force should work with the Parks Department in requesting the necessary funding. Possible funding sources include the City's general revenue funds (for maintenance of existing facilities), Community Development Block Grants (for capital improvements) and the Community Match program administered by the Board of Aldermen (for self-help projects). This matching grant program provides funds to match labor and money contributed by neighborhood groups for improvement projects that the Parks Department supports. Federal programs including the Land and Water Conservation Fund, National Parks Service monies are also potential funding sources, but the availability of funds is highly uncertain.

In addition to improving the parks, the amount of recreational space should be expanded through use of school facilities. The Task Force should request permission from the principals at each school for the use of recreation areas when school is not in session. This is a no-cost action which can expand the available play space when need for this space is greatest.

A final recreation concern raised during the planning process was the lack of tot-lots and other recreation facilities in the area east of 15th Street. Because of budget constraints and this area's declining population, the Parks Department is not interested in providing additional parks in this part of California. It is recommended that residents meet these recreation needs through a self-help effort. There are numerous vacant lots in the area. Residents should work with the Task Force to identify City-owned lots or privately-owned lots that could be made available for recreation use. Residents would be responsible for keeping the grass cut and for providing any recreation facilities. Corporations in the area should be contacted for donations of services or funds to develop the recreation area.

#### 18. Businessmen's Association

An organization representing all businesses located in California should be established. A businessmen's association would provide a means of addressing common problems--crime, deteriorating surroundings, inadequate lighting, parking needs--in a more effective way than individual business can address them. The association could approach the Police Department for assistance with the area's crime problems. Additional lighting could be provided through cooperative efforts of adjoining businesses. A businessmen's association would be an appropriate vehicle to promote cooperation between neighborhood residents and businesses. The association would offer an effective means for individual firms to aid the neighborhood in efforts to clean up the area's litter and vacant lot problems and to improve the housing stock. The association could also promote full occupancy of commercial buildings and land. An inventory of available sites and structures could be developed and provided to the Department of Economic Development. This would help the Department match up firms seeking space with the available locations, and could strengthen the demand for commercial property in California. Better property maintenance and increased job opportunities may result from increased occupancy of these portions of the neighborhood. The inventory should include the size of lots and buildings as well as structural conditions. Creation of a successful businessmen's association depends upon the commitment of area businesses to the concept, and their willingness to work together. The California Task Force should contact businesses in the area to determine if there is support for creating an association. The Chamber of Commerce and the recently organized Old Louisville Merchants Association may be able to help the Task Force and area firms to organize a businessmen's association. The association could also be a vehicle through which larger corporations in California could help small businesses in the neighborhood, through counselling and technical assistance.

#### 19. Strengthening Neighborhood Organization

Much of the responsibility for implementing the California Neighborhood Plan rests with the neighborhood. Plan implementation is a long-range project that will require considerable effort. An effective neighborhood organization is essential to the process of plan implementation. Several actions are recommended to enable California to meet this challenge. Continuing funding for the California Federation staff is necessary to provide continuity and focused efforts for plan implementation. Possible funding sources include CDBG Funds and income from the proposed shopping center development. Neighborhood volunteers will play a major role in plan implementation. Although the California Federation and the individual block clubs have a large membership, leadership training would strengthen skills needed to improve the neighborhood. Programs should be made available that contribute to organizational, motivational and planning skills. Possible sources of these programs include the University of Louisville, the National Trust for Historic Preservation, the Institute of Cultural Affairs and the Heritage Conservation and Recreation Service. Other training programs for neighborhood leaders may be publicized through the Louisville Inter-Neighborhood Coalition. Capacity-building programs for neighborhood groups are often relatively inexpensive, with provisions for fee reductions or scholarships for lower income participants. These provisions should make training programs affordable, using either California Federation or individual participant's funds.

Creation of a businessmen's association would enlist another element of the neighborhood in improvement efforts. Linkage between the California Federation and the businessmen's association should be maintained.

#### 20. Actions to Build Community Spirit

A major social event held annually in California is recommended. An event of this type would support efforts to improve the community by building a sense of pride among neighborhood residents and by bringing people from other areas into California. The social event would be a means of publicizing the neighborhood and of encouraging others to consider locating or investing in California. The social event could directly benefit the neighborhood by providing a source of funds for the neighborhood association or various improvement projects. The California Task Force would be responsible for organizing the social event. The association should contact groups in Old Louisville and Butchertown that have successfully developed similar neighborhood events, for assistance in organizing one for California. The Task Force should contact businesses in the area for in-kind assistance and contributions. An alternative that would achieve some of the same results would be to develop a large event in cooperation with other neighborhoods. A "west end festival" could draw on more resources and become a major attraction more rapidly.

Other steps to strengthen the California community are posting neighborhood signs and writing a history of the neighborhood. Signs identifying California's boundaries and displaying a neighborhood logo could be posted at the principal entrances to California. Signs can be produced for approximately \$30 apiece and will be installed by the City free of charge. A history of the neighborhood can be prepared as a volunteer project involving the older residents of California.

## E. PRIORITIES

The implementation section of the plan identified actions to implement the land use recommendations for California. In this final section of the plan, the sequencing and relative importance of implementation measures is established. For each implementation action, the responsible agency and timeframe for starting the action are indicated. The priority of implementation measures was established in cooperation with the California Steering Committee.

The implementation measures for land use recommendations are summarized in Table I-8. Recommended actions have been organized into three groups according to their relative priority. Highest priority actions are those measures that are most significant for implementation of the land use plan. The priority rankings indicate the importance of the recommended action, rather than the time at which it should occur. The "startup time" entries indicate when steps should be taken to bring the implementation action "on line". Immediate actions should be undertaken as soon as possible to implement the recommended action after adoption of the neighborhood plan by the Board of Aldermen. Short-range actions should be taken in the period between 18 months and 3 years from the time of plan adoption.

TABLE I-8

LAND USE IMPLEMENTATION AND PRIORITIES

<u>Implementation Measure</u>	<u>Responsible Agency</u>	<u>Startup Period</u>
<u>1. Highest Priority Actions</u>		
Actions to encourage residential development	Community Development Cabinet non-profit housing corporations, California Task Force	Ongoing
Zoning changes	Board of Aldermen, Planning Commission	Immediate
Measures to improve neighborhood commercial centers	Economic Development Office, CD Cabinet, Businessmen's Assoc.	Immediate
Complete Station Park	Urban Renewal, CD Cabinet, Economic Development Office	Ongoing
Strengthen neighborhood organization	California Task Force, LINC, U of L	Short-range
<u>2. High Priority Actions</u>		
Actions to assist residents to relocate within the neighborhood	California Task Force, Community Development	Short-range
Acquire tax delinquent sites	Law Department, Urban Land Program	Immediate
Measures to maintain vacant lots	California Task Force, Building Inspection Dept.	Short-range
Businessmen's Assoc. to strengthen commercial and industrial uses	California Task Force, Chamber of Commerce	Short-range
Organize citizens to protect and improve parks	California Task	Short-range
Improve recreation facilities and programs	Metro Parks Dept., CD Cabinet	Medium-range
<u>3. Medium Priority Actions</u>		
Reducing "Clouded Titles"	Legal Aid Society, California Task Force	Short-range
Community Gardens	California Task Force, Cooperative Extension, Environmental Alternatives	Short-range
Community Nursery	California Task Force, Parks Dept.	Medium-range
Screening and Nuisance Reduction	California Task Force, Urban Renewal, Businessmen's Assoc.	Medium-range

Actions to build community spirit

California Task Force

Ongoing

Support services for housing east of 15th Street

California Task Force, City service departments

Immediate

**FIGURES...**

**LAND USE**

# Figure I-1 EXISTING LAND USE

## LAND USE CODE

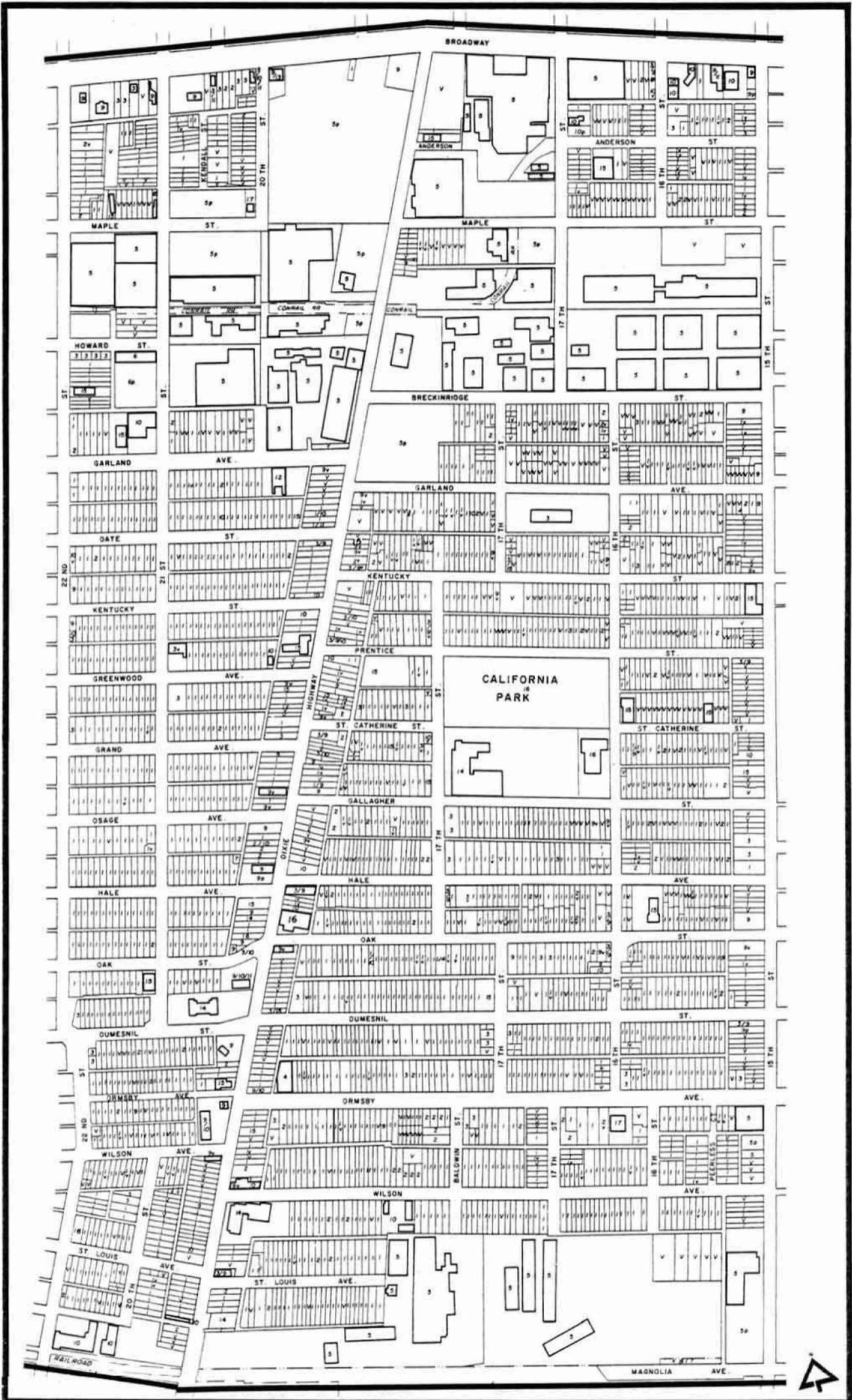
General Category	Specific Category	Code Number
RESIDENTIAL	Single Family	1
	Two Family	2
	Other	3
INDUSTRIAL	Light	4
	Heavy	5
TRANSPORTATION	Transportation Highway, Street, ROW	6 Blank
COMMUNICATIONS AND UTILITIES	Communications and Utilities	7
COMMERCIAL	Wholesale	8
	Retail	9
	General	10
	Office	11
PUBLIC AND SEMI-PUBLIC	Governmental	12
	Medical Services	13
	Educational	14
	Religious	15
	Recreational	16
	Other Public and Semi-Public	17
	Cemeteries	18
VACANT	Unimproved Vacant Structures	V Code for previous use followed by "V"
	Pay Parking	Pay P
	Private Parking	P



**CALIFORNIA NEIGHBORHOOD**  
 Louisville and Jefferson County  
 Planning Commission

**EXISTING LAND USE**  
 JULY, 1981

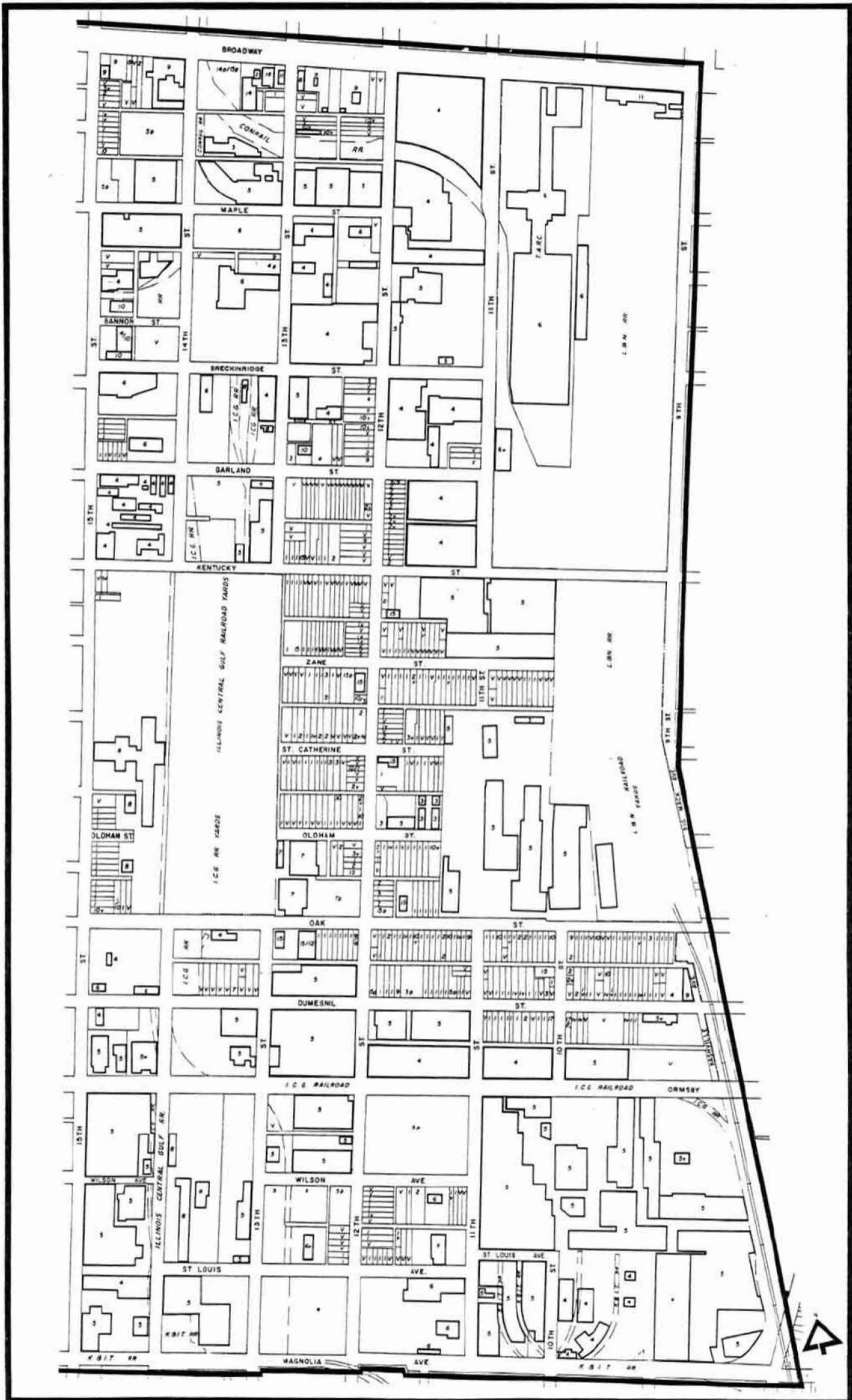





**CALIFORNIA NEIGHBORHOOD**  
 Louisville and Jefferson County  
 Planning Commission

**EXISTING LAND USE**  
**JULY, 1981**



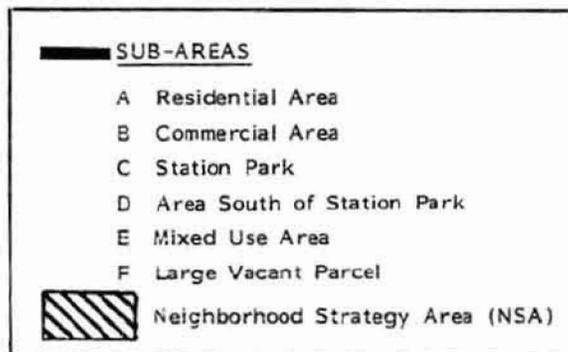
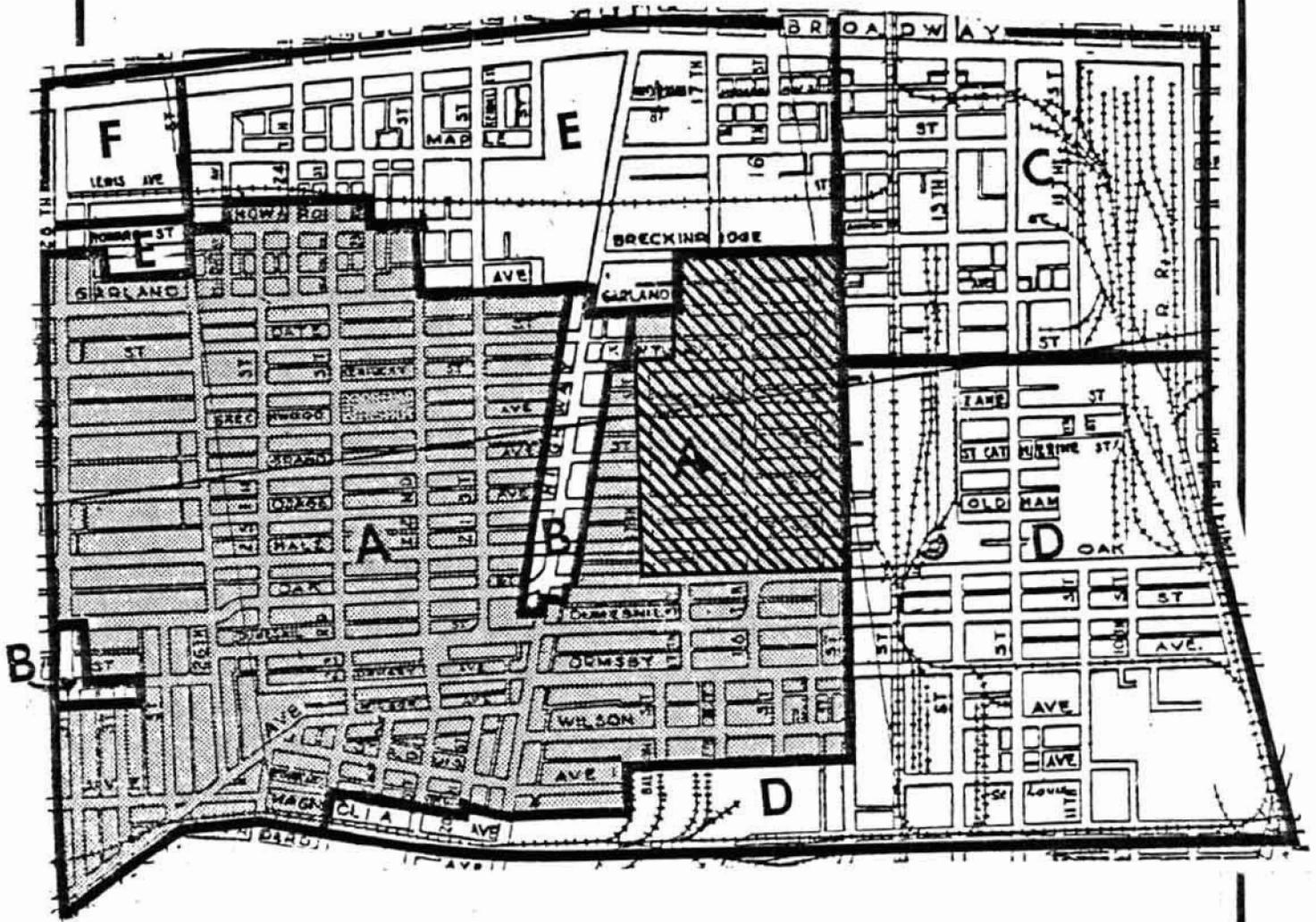


**CALIFORNIA  
NEIGHBORHOOD**  
Louisville and Jefferson County  
Planning Commission

**EXISTING LAND USE**  
JULY, 1981



# I-2 NEIGHBORHOOD SUB-AREAS

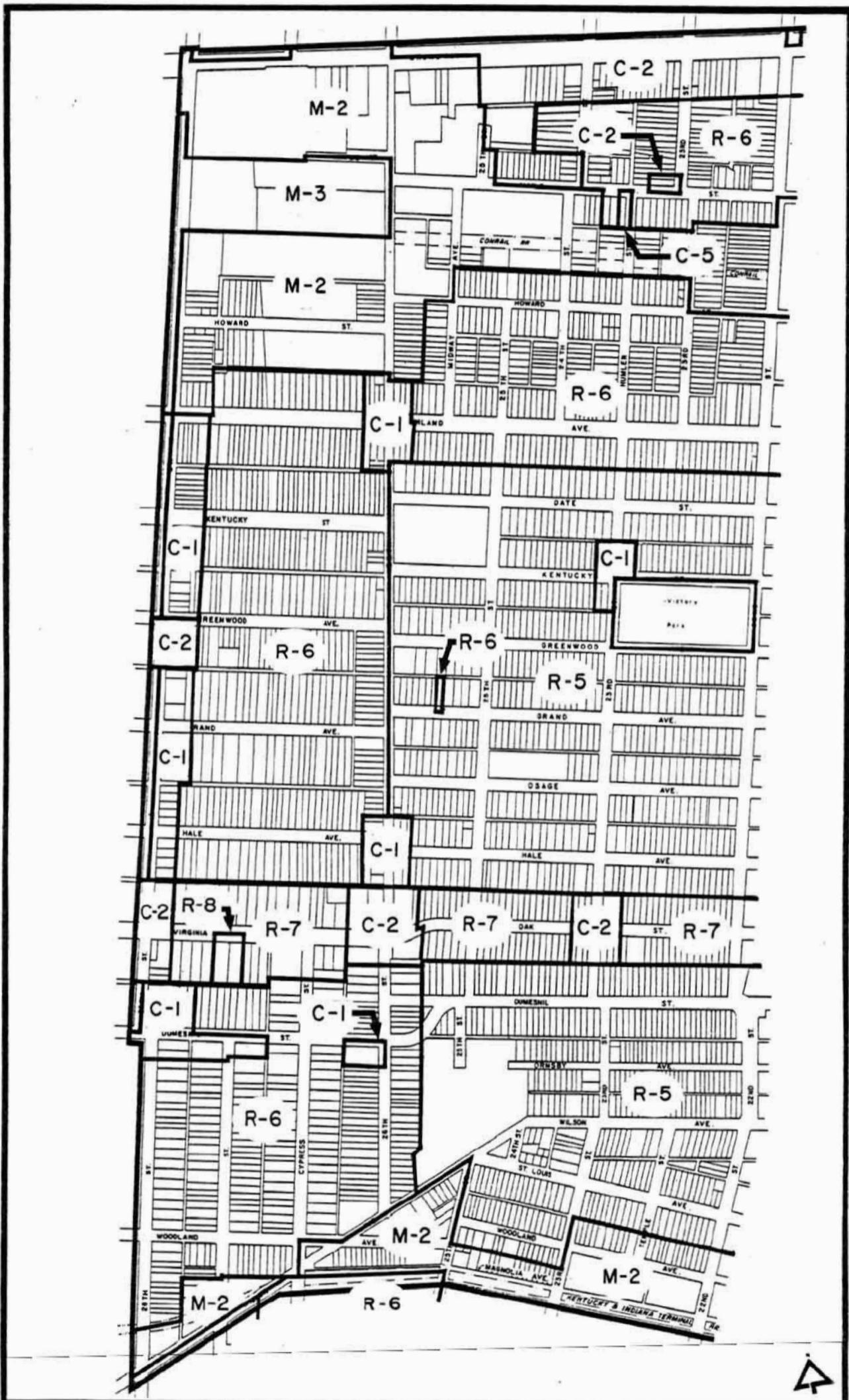


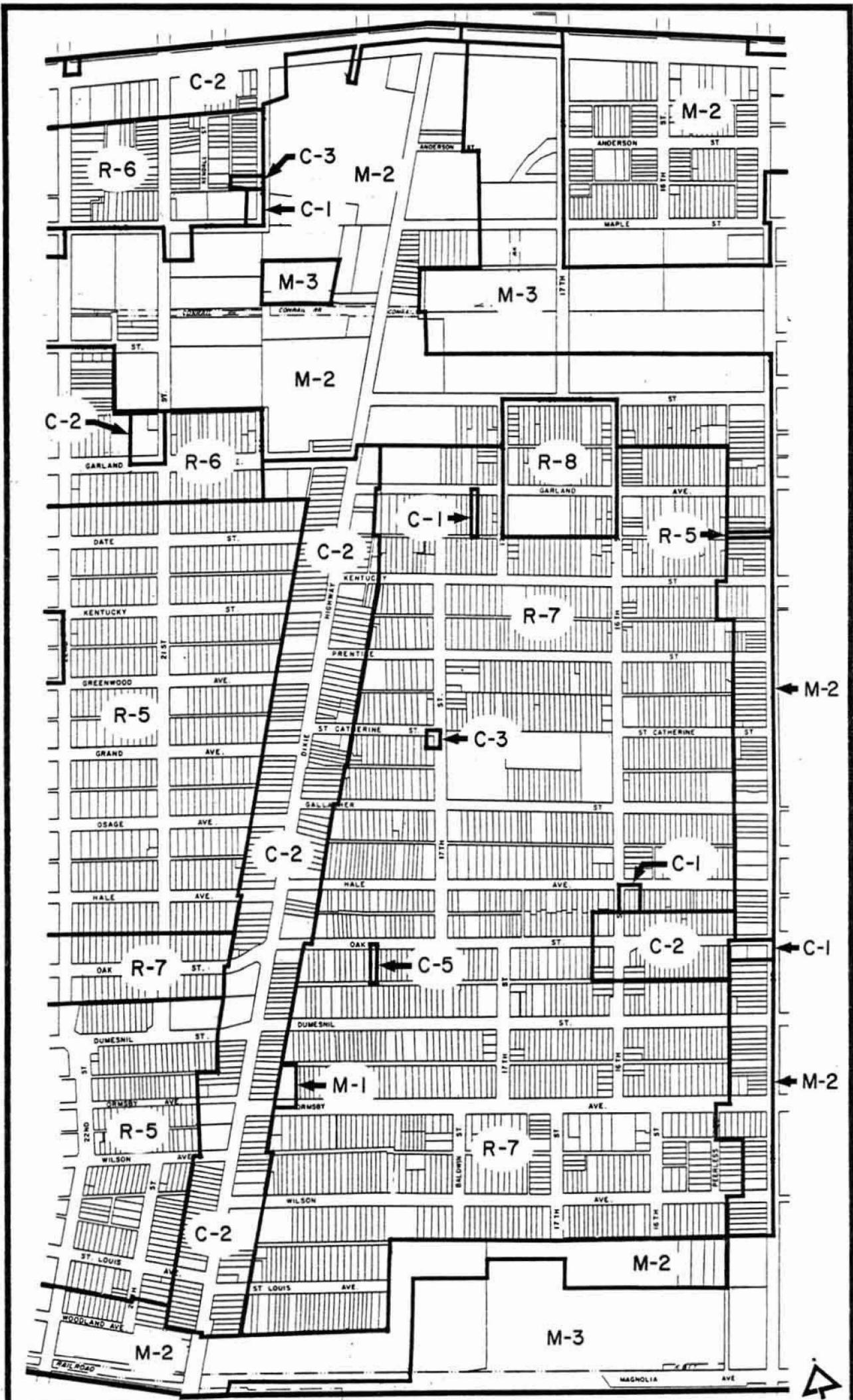
# I-3 EXISTING ZONING

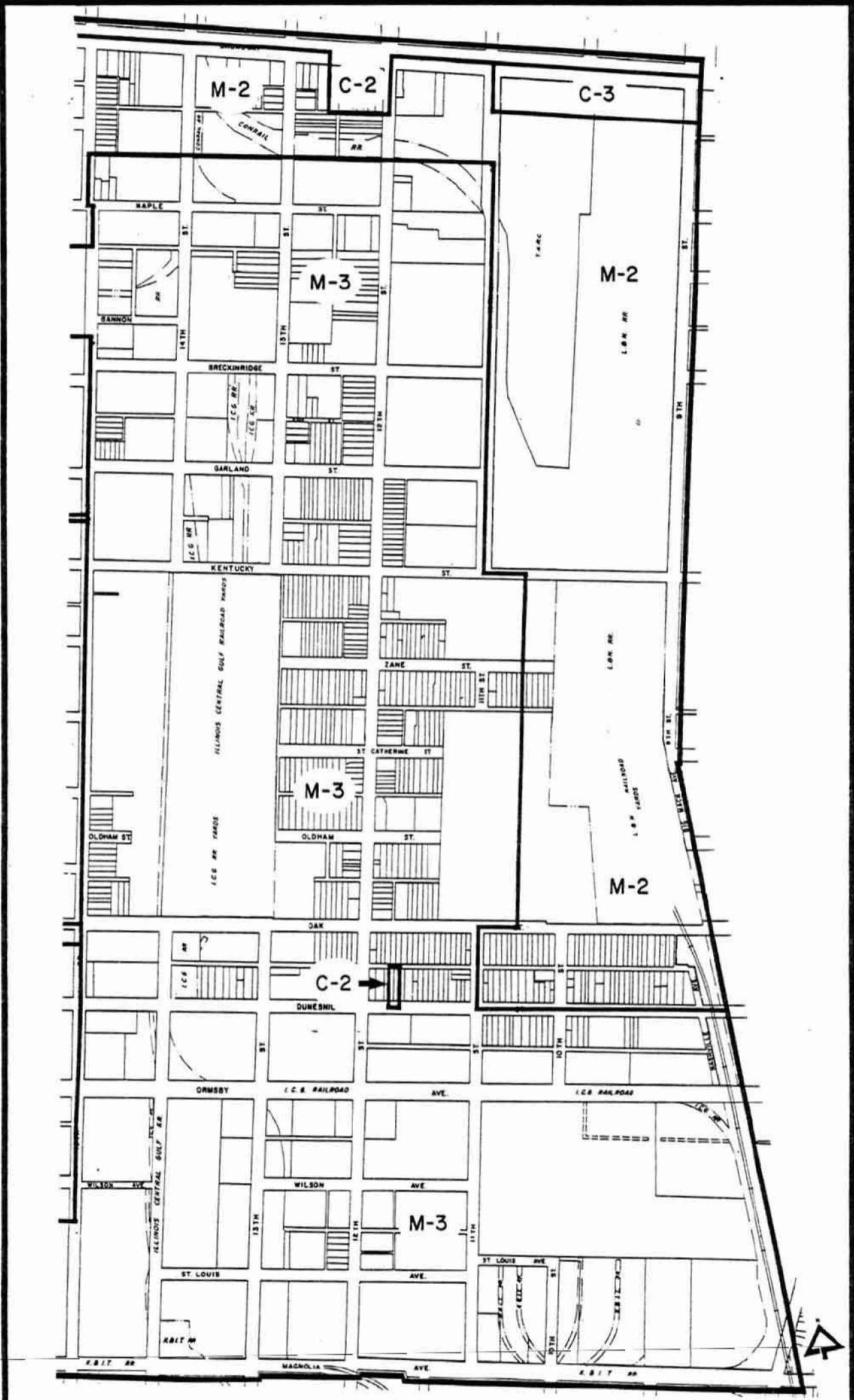
December 14, 1981

R-5 Residential  
R-6 Apartment  
R-7 Apartment  
R-8 Apartment  
C-1 Commercial  
C-2 Commercial  
C-3 Commercial  
C-5 Professional Office  
M-1 Industrial  
M-2 Industrial  
M-3 Industrial

Source: Louisville and Jefferson County  
Planning Commission, December 14, 1981







# I-4 CONDITION OF STRUCTURES

July, 1981

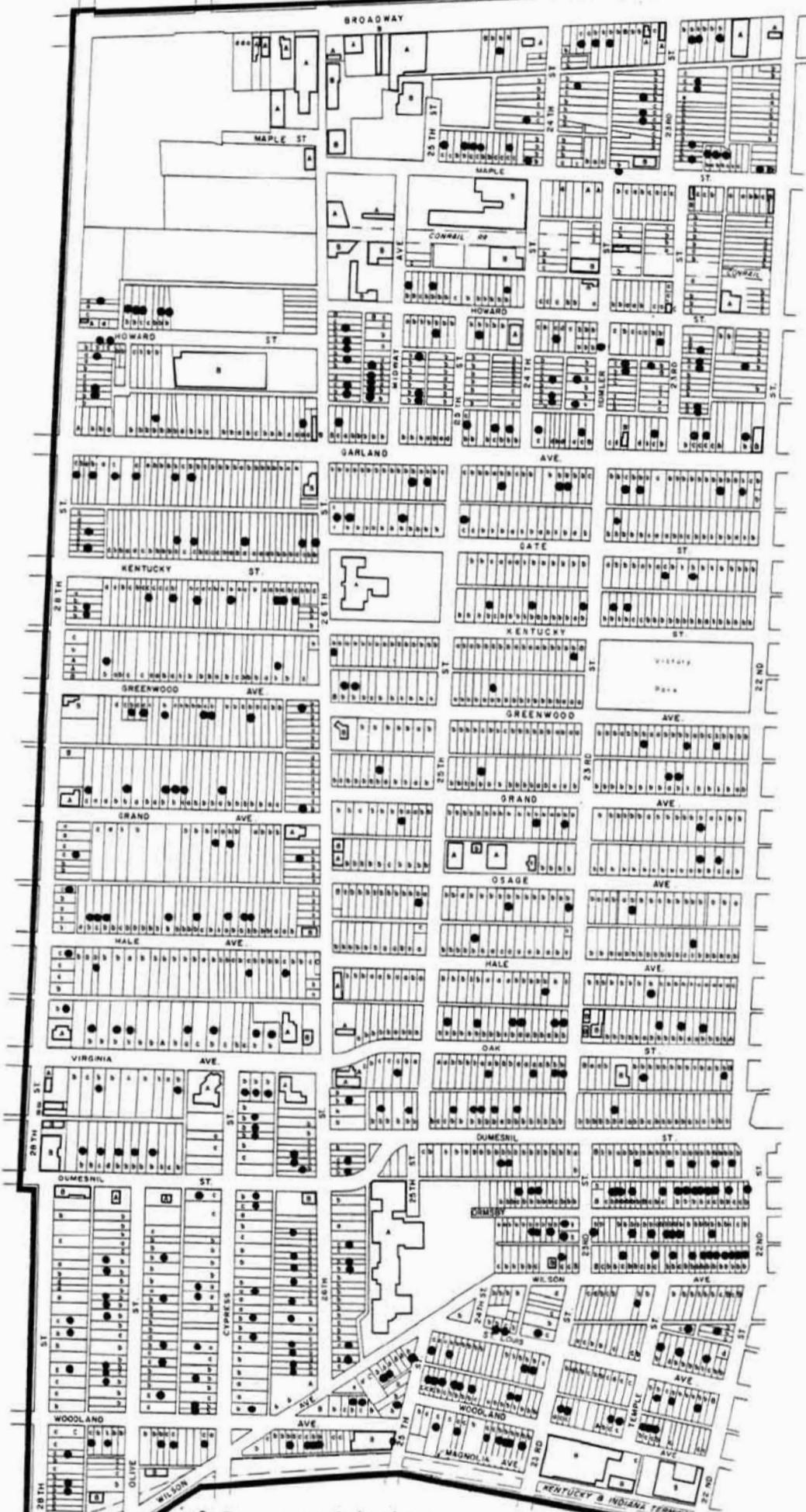
## RESIDENTIAL

- a** Sound
- b** Sound minor repair
- c** Sound major repair
- d** Deteriorated
- e** Delapidated

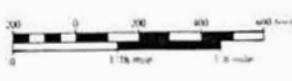
## NON-RESIDENTIAL

- A** Standard
- B** Depreciating
- C** Substandard

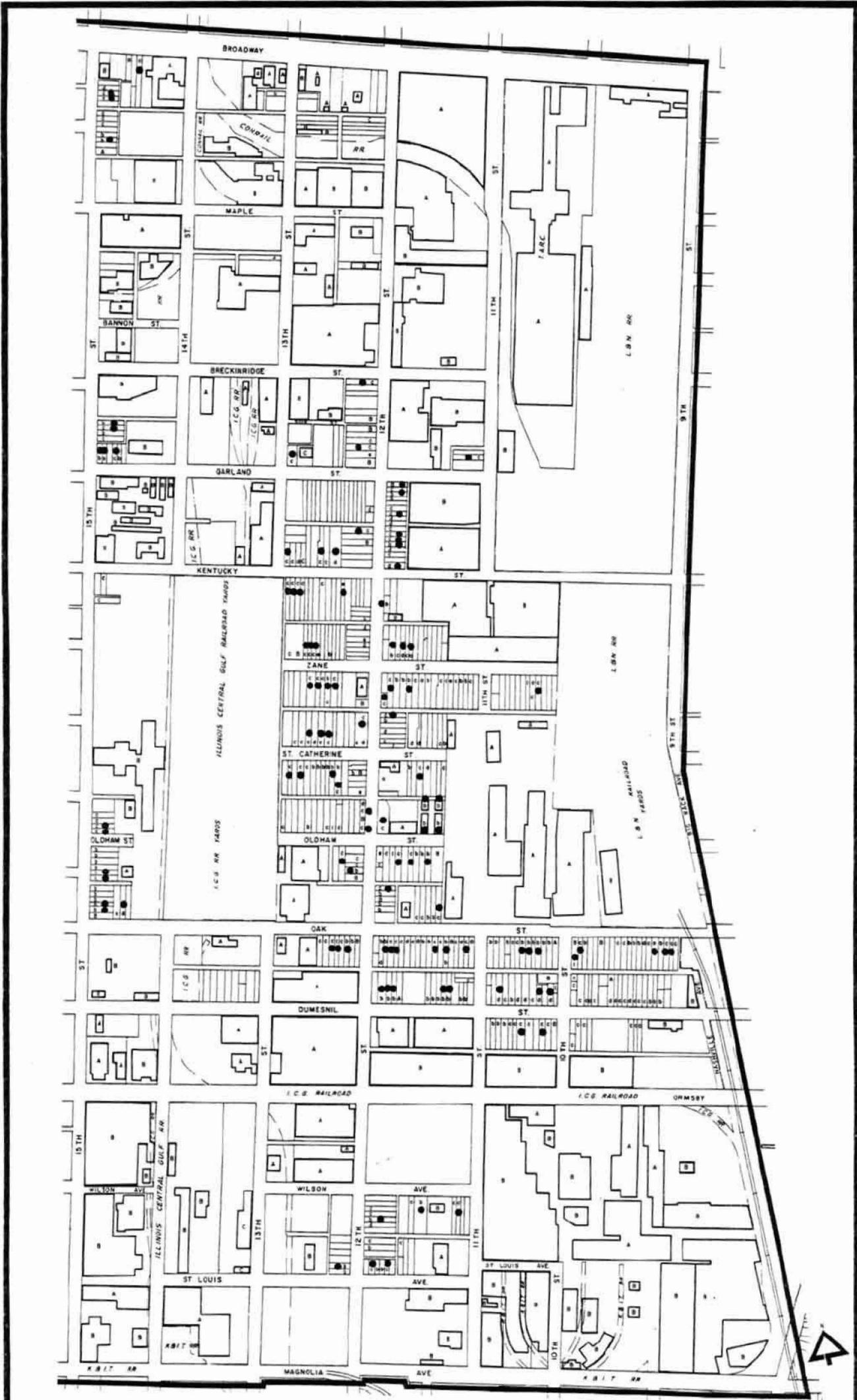
Source: Louisville and Jefferson County  
Planning Commission, July, 1981



● Renter occupied units—  
 Residential lots with this symbol are  
 owned by persons whose mailing ad-  
 dresses, from Tax Assessor's records,  
 are other than the properties shown.





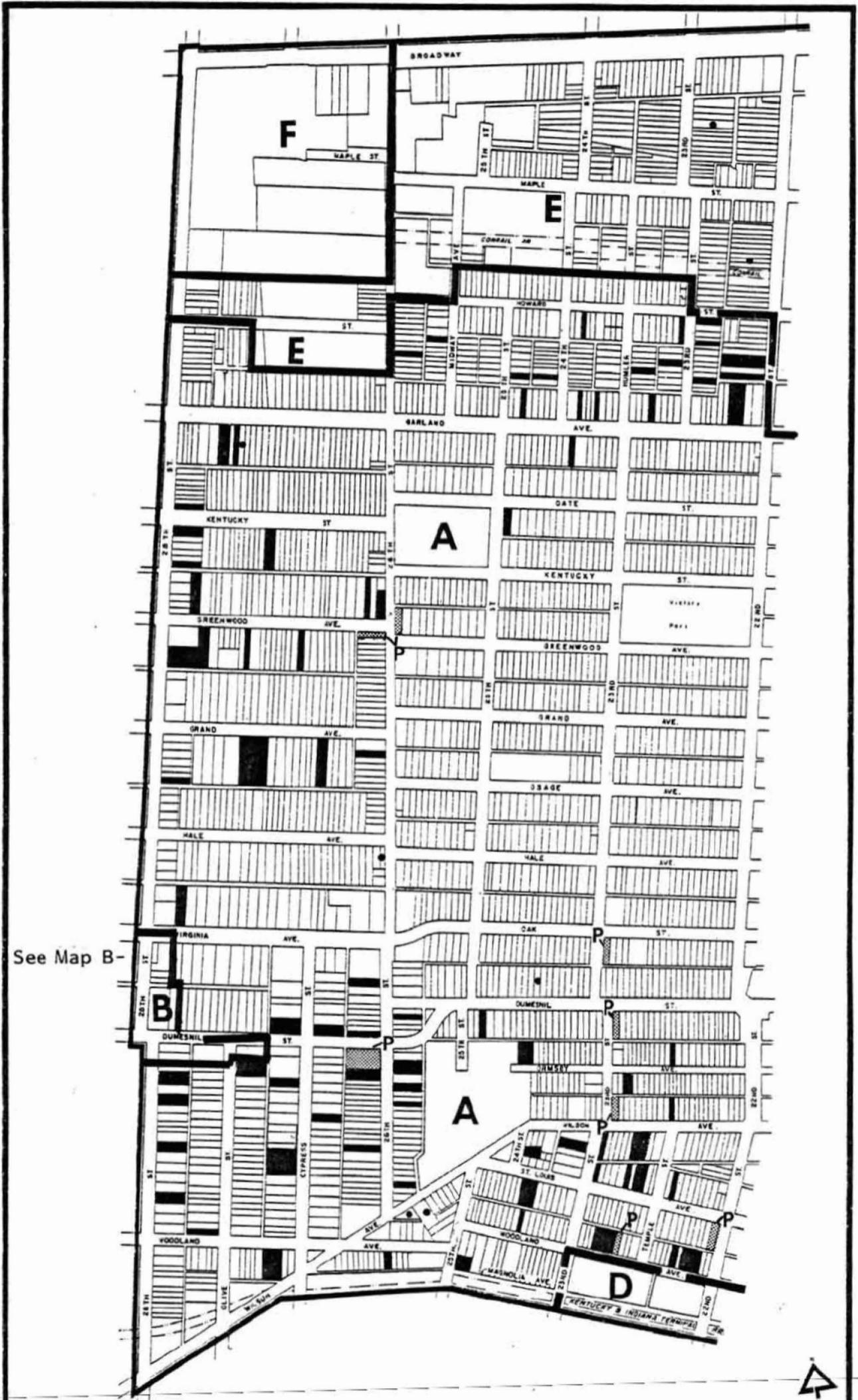


**CALIFORNIA NEIGHBORHOOD**  
 Louisville and Jefferson County  
 Planning Commission

**CONDITION OF STRUCTURE**  
**JULY, 1981**

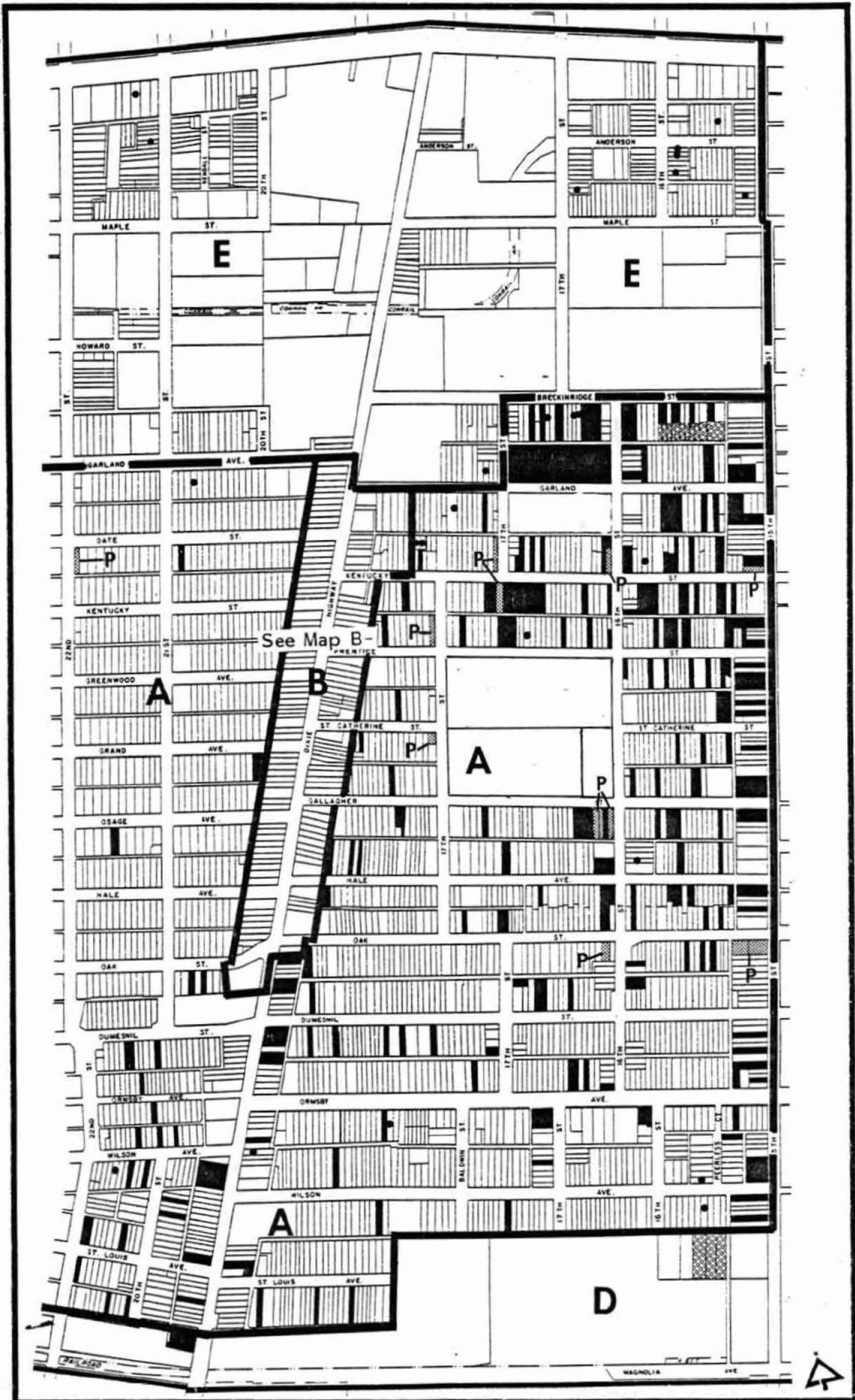


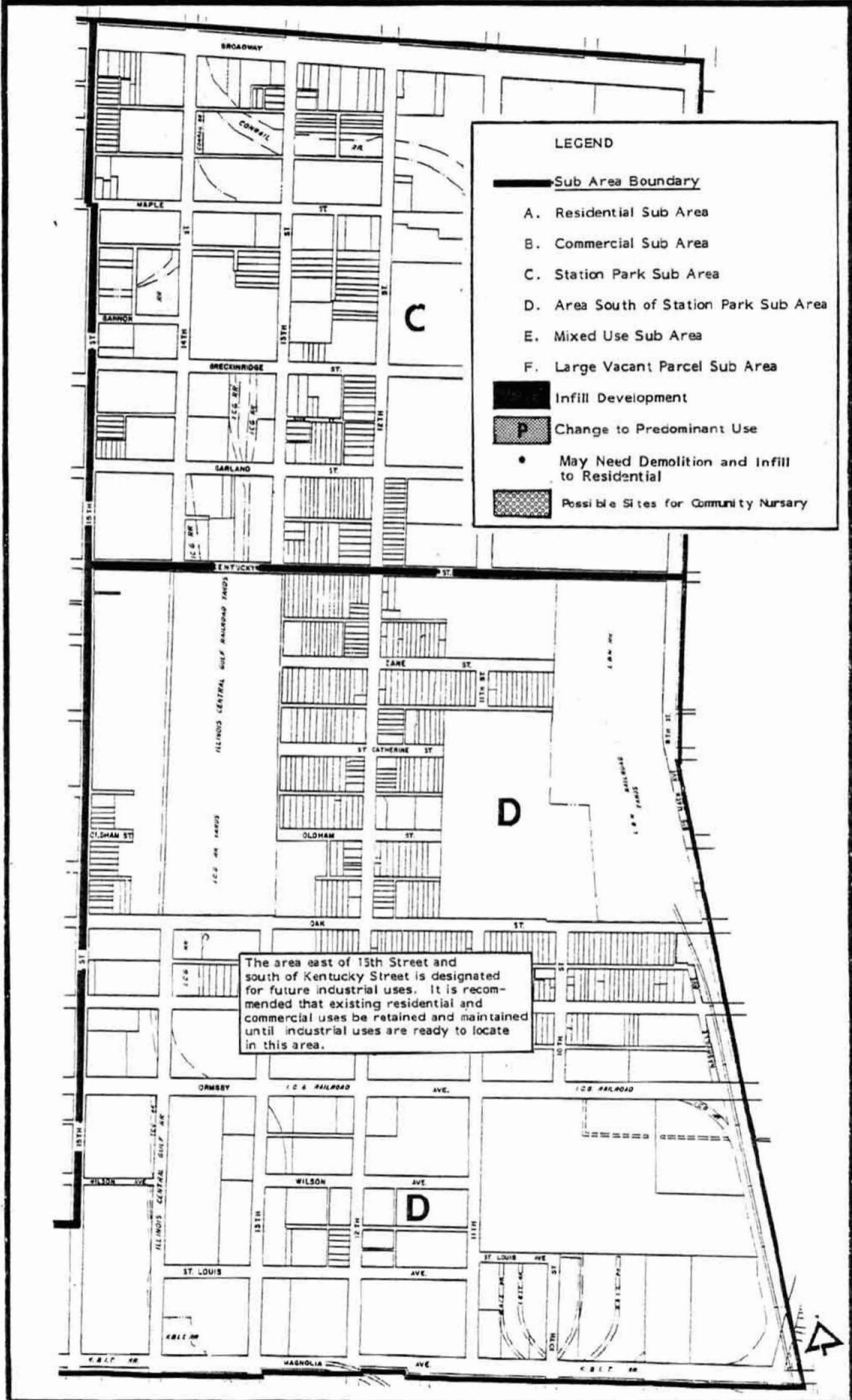
## I-5 LAND USE RECOMMENDATIONS



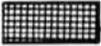
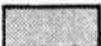
See Map B



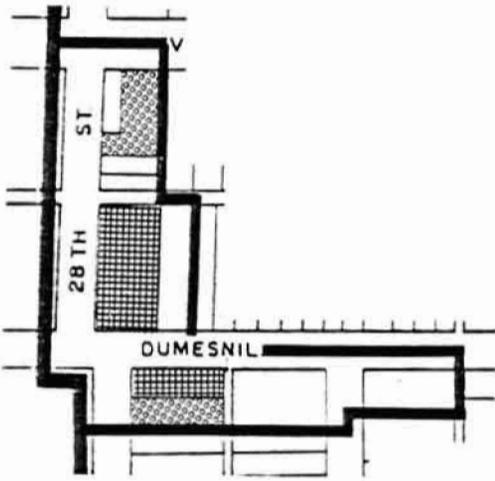




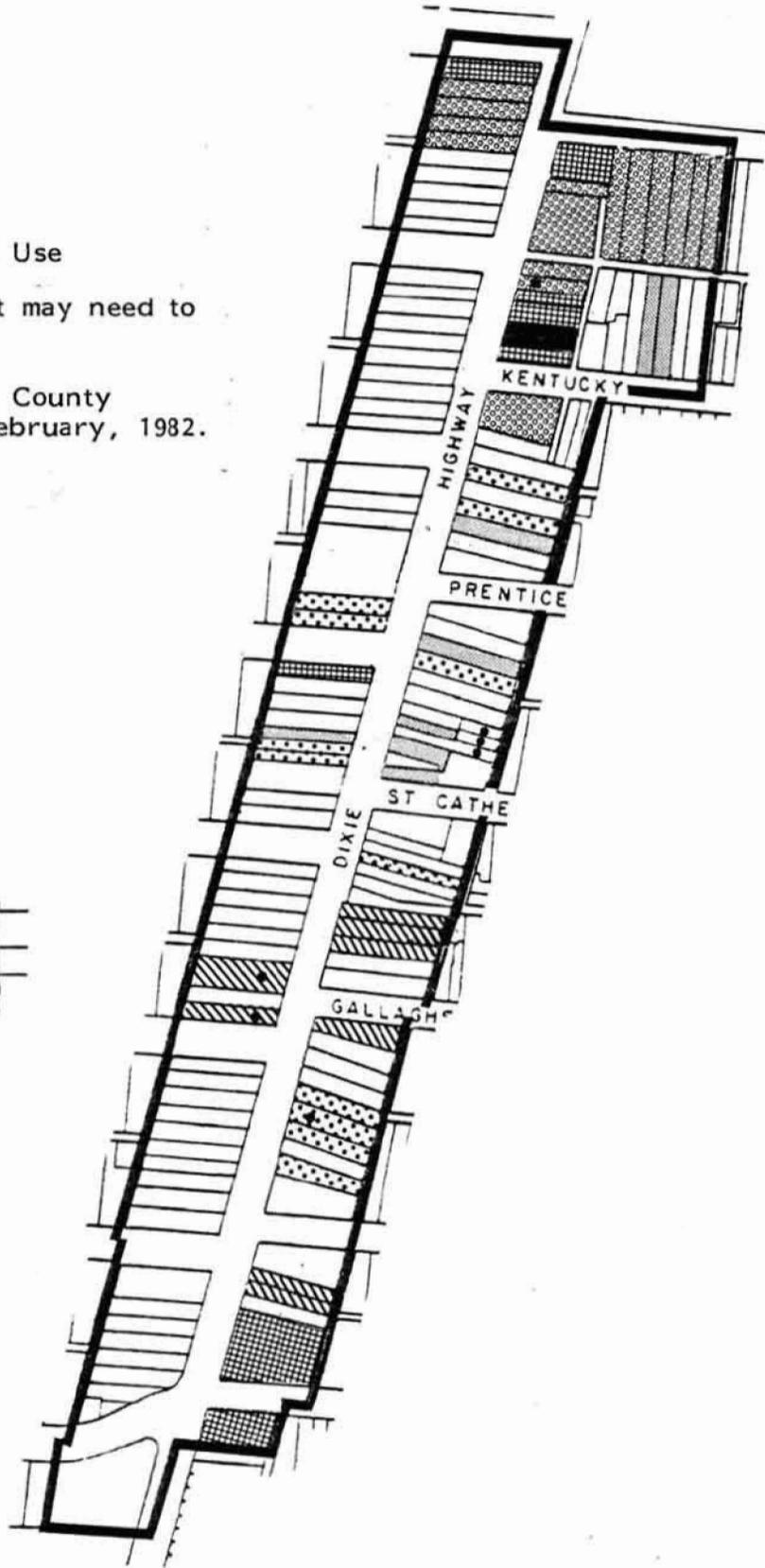
LEGEND

-  Infill Commercial
-  Change to Commercial
-  Reuse for Commercial
-  Infill Residential
-  Reuse for Residential
-  Residential / Commercial Use
-  Existing Structures that may need to be demolished

Source: Louisville and Jefferson County Planning Commission; February, 1982.



28th Street



Dixie Highway

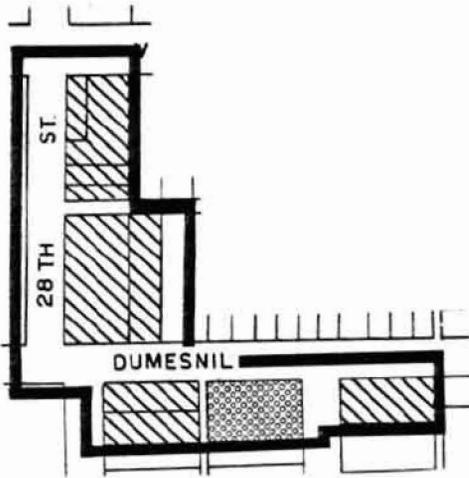
 <p><b>CALIFORNIA NEIGHBORHOOD</b> Louisville and Jefferson County Planning Commission</p>	<p><b>LAND USE RECOMMENDATIONS MAP B</b></p>	
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# I-6 FUTURE LAND USE PATTERN

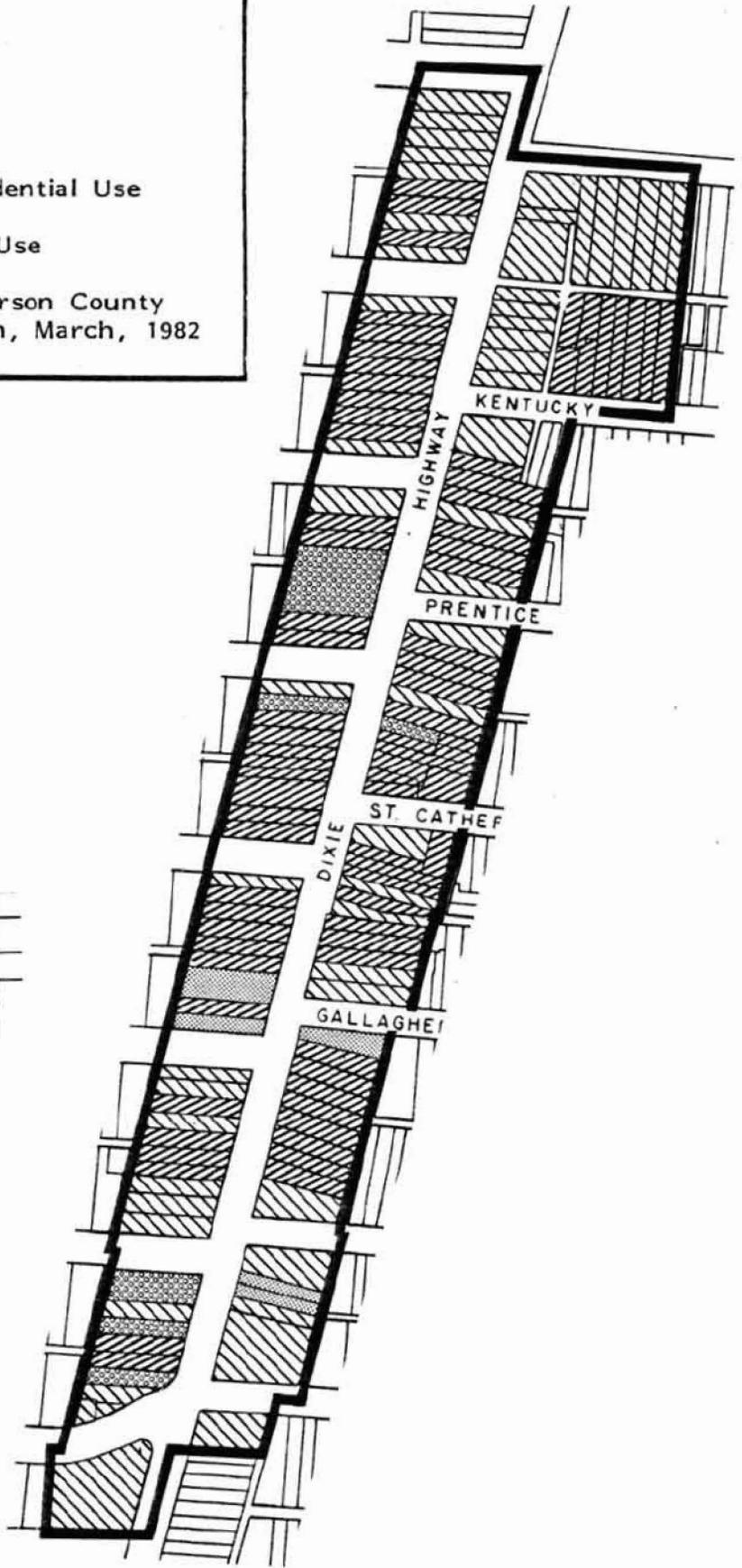
**LEGEND**

-  Commercial Use
-  Residential Use
-  Commercial or Residential Use
-  Public/Semi-Public Use

Source: Louisville and Jefferson County Planning Commission, March, 1982



28th Street

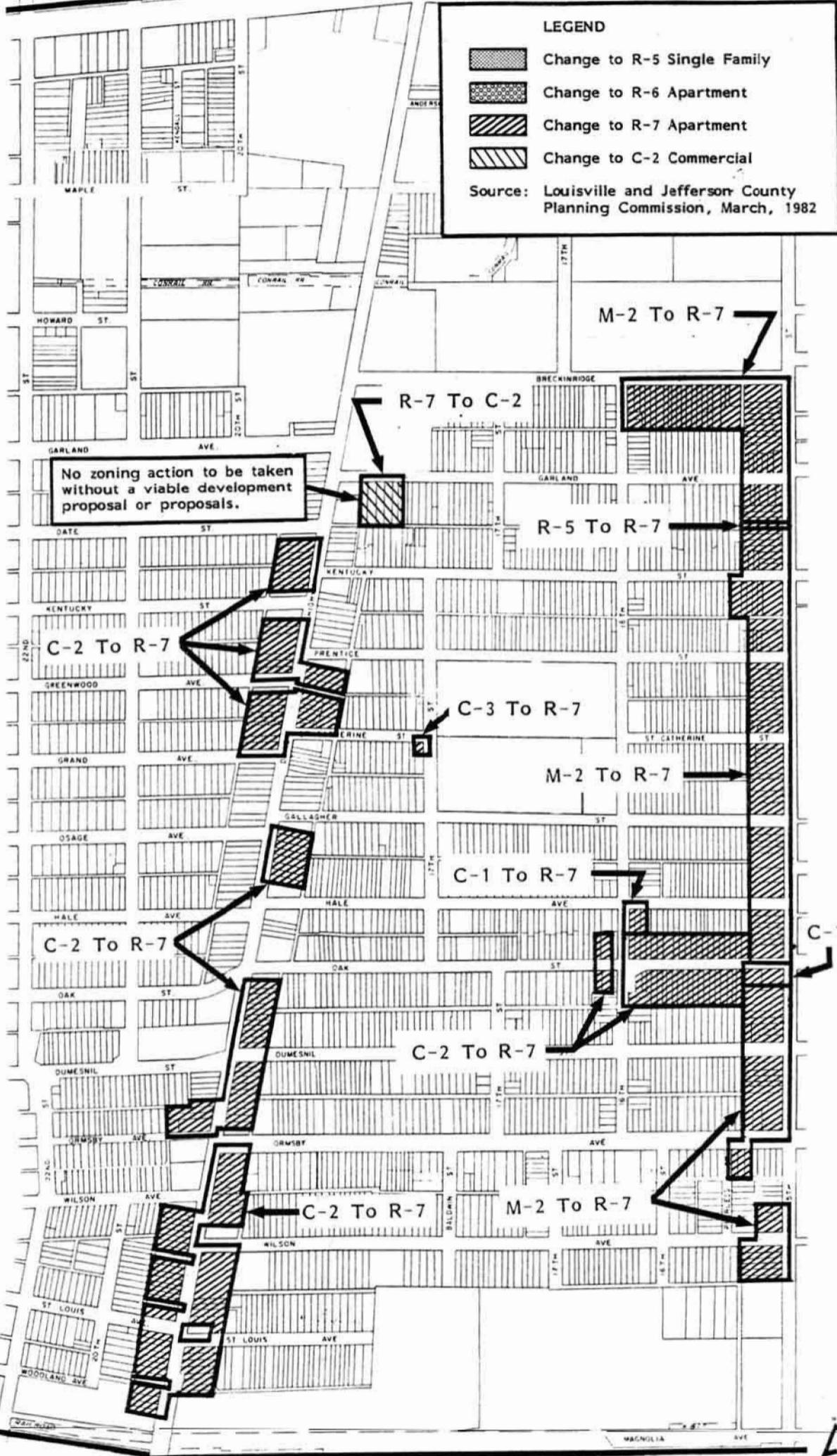


Dixie Highway

**I-7 RECOMMENDED ZONING  
CHANGES**

RECOMMENDED  
 ZONING CHANGES

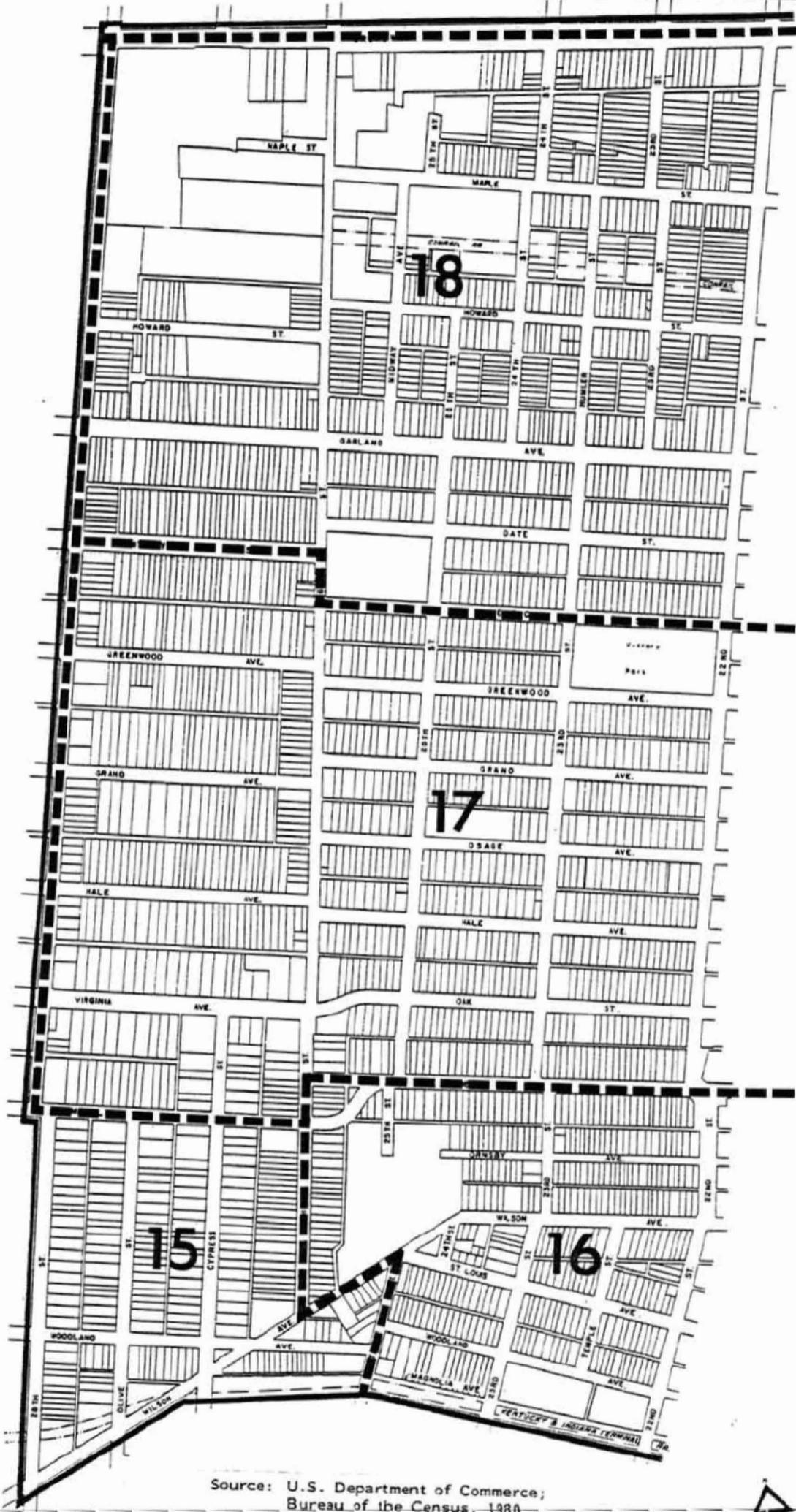






# I-8 CENSUS TRACT MAP

Note: The 1980 Census Tract boundaries within the California neighborhood did not change from the 1970 Census Tract boundaries. A change to Tract 32 outside the California area is shown (east of 9th Street).

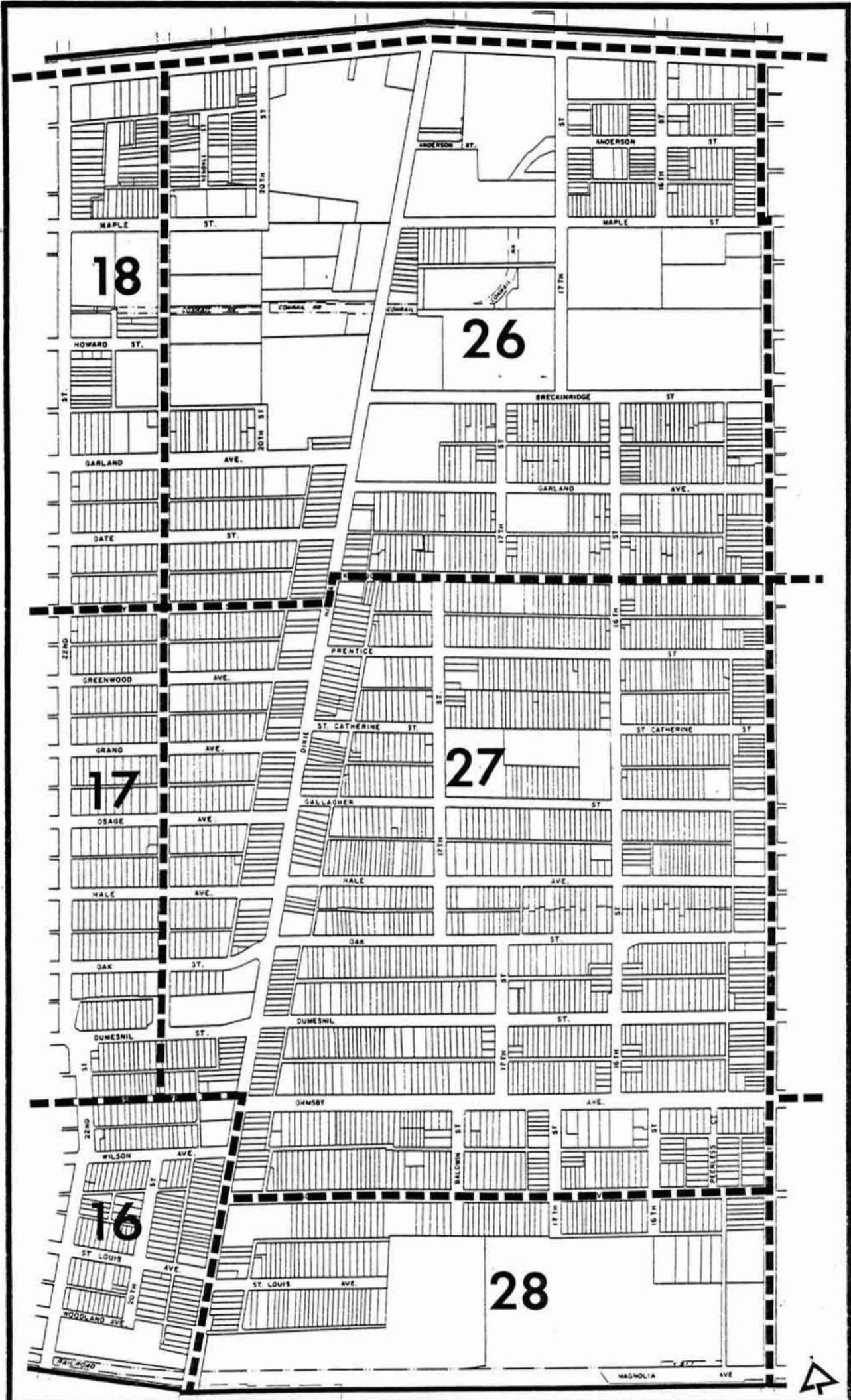


Source: U.S. Department of Commerce;  
Bureau of the Census, 1980



# CENSUS TRACT MAP

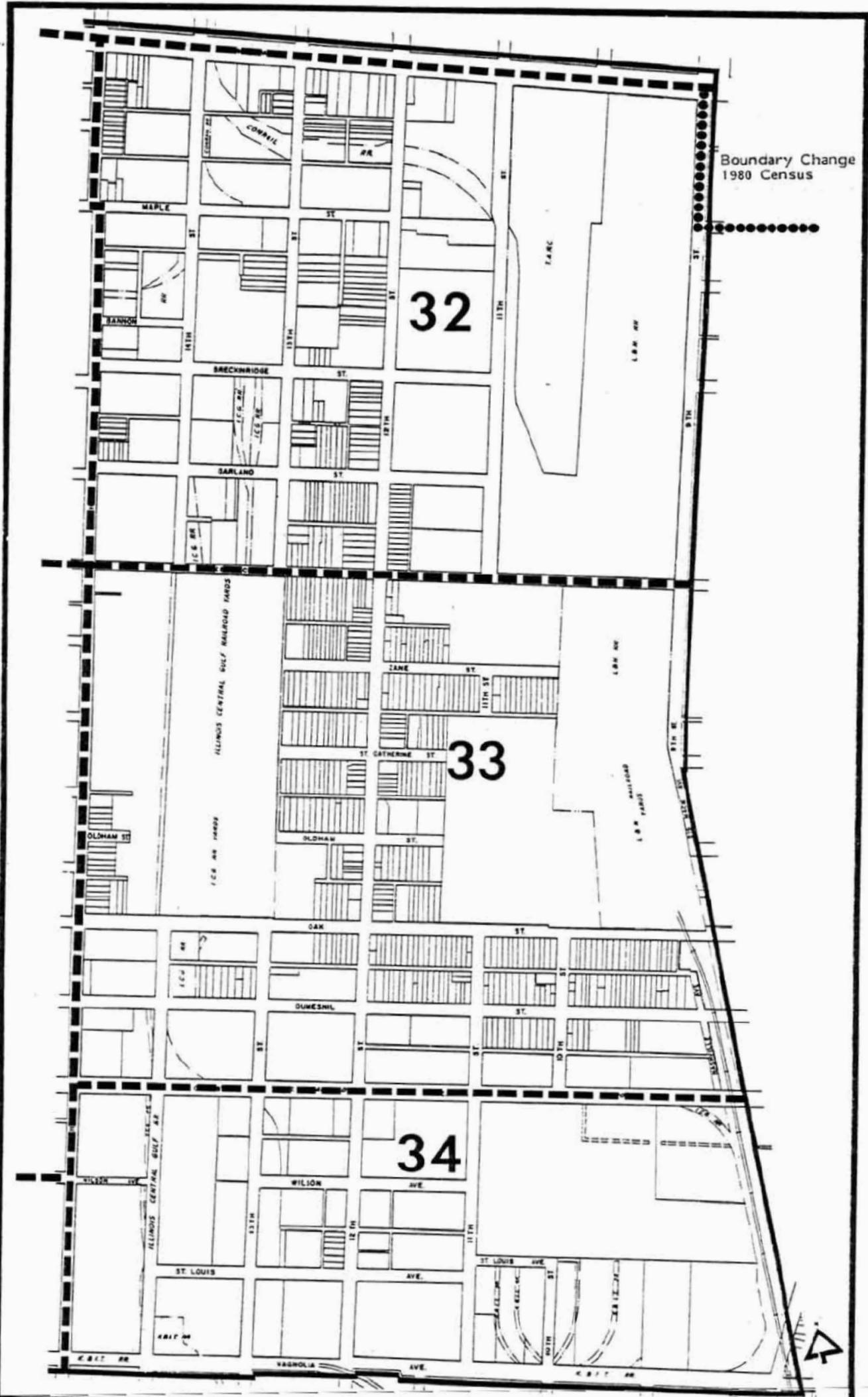




**CALIFORNIA  
NEIGHBORHOOD**  
Leavenworth and Jefferson County  
Planning Commission

# CENSUS TRACT MAP





Boundary Change  
1980 Census

32

33

34

## II TRANSPORTATION

## II. TRANSPORTATION

This section examines the transportation network serving California and recommends improvements to it. Called the Needs Assessment, the first subsection describes the inventory of transportation modes and facilities in the neighborhood (roadways, public transportation, truck and train traffic, pedestrian walkways, bicycle routes, and parking facilities). An in-depth analysis of the existing transportation system determines its adequacy. Issues and problems are identified; and government/non-government actions are examined to see how they have affected the overall transportation network. Once the transportation characteristics are identified and analyzed, a plan can be developed that meets the needs of California.

The second subsection, Projections, looks at what may happen in the future if no solutions (or changes) are applied to address problems with the existing transportation network.

The third section, Alternatives and Recommendations, covers alternative solutions and gives recommendations for improving problem areas in the transportation network. These recommendations constitute the future transportation plan.

The fourth section, Implementation, identifies ways and appropriate time frames for implementing the future transportation plan's recommendations. In addition, costs, funding sources, and implementation responsibilities are mentioned.

The fifth and final section, Priorities, indicates the order of importance for implementing the recommendations.

### A. NEEDS ASSESSMENT

#### 1. Summary of Findings

- California is close to a number of major activity centers (employment, shopping, recreation, etc.).
- The California neighborhood is defined by significant transportation routes: 28th Street on the west, Broadway on the north, Wilson Avenue/Magnolia Avenue/L&N Railroad tracks on the south and 9th Street on the east. An extensive street system exists within the neighborhood. Broadway and portions of Dixie Highway, 22nd Street and Oak Street generally carry the most traffic.
- Frequent accidents have occurred at the intersections of Broadway with 9th, 11th, 12th, 15th, 21st, 22nd, 26th and 28th Streets; 22nd Street at Wilson and Garland Avenues; and Oak Street with 12th and 15th Streets.
- TARC provides California with six local bus routes, one express route, and special elderly and handicapped transportation services (TARCLIFT). The American Red Cross "WHEELS" program also provides the elderly and handicapped with transportation services. Residents between 12th and 18th Streets and 23rd and 28th Streets (from Broadway to Oak Street) are not as close to public transportation facilities as other areas within California. In addition, there is a demand for additional shelters on Dixie Highway between Broadway and Oak Street.
- Transportation is also available for California residents and groups through the community van. The van transports residents for shopping trips, events, adult education classes, meetings and emergency situations.

- Most of the neighborhood has sidewalks but there appears to be a need for additional accessible sidewalks (for the handicapped). Some areas with significant levels of pedestrian traffic need safety aids such as painted crosswalks and pedestrian signals.
- Portions of California have officially designated bicycle routes where bicycles share the travelway with motor vehicles. The route along 23rd Street may be too dangerous for inexperienced bicyclists.
- Some streets in California have vehicular (automobile and truck) volumes and speeds which are not conducive to a quiet, residential atmosphere. Traffic noise can be annoying in some areas of the neighborhood.

## 2. Existing Conditions

### a. Roadways

The roadway network in California generally follows a north-south, east-west grid pattern. The neighborhood is defined by significant transportation routes: 28th Street on the west, Broadway on the north, Wilson Avenue/Magnolia Avenue/L&N Railroad tracks on the south and 9th Street on the east. This system of transportation routes provides vehicular access to adjoining neighborhoods, adjacent industrial complexes, and metropolitan activity centers.

The roadway network in California can be categorized according to each street's functional classification. The classification identifies the role of a roadway within the transportation network. All streets in the neighborhood serve a vital function; the street network provides routes for local as well as through traffic. The street system and functional classification are shown in Figure II-1.

In the California neighborhood, Broadway, 21st and 22nd Streets are functionally classified as "major arterials". These roadways link major activity centers (downtown Louisville, employment and shopping centers, etc.) within the metropolitan area, and provide access to the expressway system of regional routes (Interstates 64, 65 and 264).

Extending from South Western Parkway to Baxter Avenue, Broadway provides a direct route between the east and west sides of Louisville. Traffic lights are provided throughout its length and travel speeds range from 25 to 35 miles per hour. Traffic generally travels slower during the peak (or rush) hours (6:30-8:30 A.M. and 3:30-5:30 P.M.) due to commuter traffic.

Northbound 21st and southbound 22nd Streets are designed to serve as a one-way pair. Both roadways provide service to the Portland, Parkland and Russell neighborhoods. 21st Street terminates in California at Dumesnil Street. North of the neighborhood, 21st Street merges with 22nd Street at Owen Street. 22nd Street originates at North Western Parkway and eventually merges with Dixie Highway south of the neighborhood. Traffic lights are provided along 21st and 22nd Streets. Travel speeds range from 25 to 35 miles per hour, depending on the volume of traffic.

Currently, nine "minor arterials" serve community and inter-neighborhood travel needs. In California, several of these streets provide access for TARC routes. Minor arterials serve as a link between major arterials and collectors, and generally emphasize through traffic flow. Travel speeds range from 25 to 35 miles per hour depending on weather and traffic conditions. Traffic lights are provided at key intersections.

The following roadways are the "minor arterials" in California: Oak Street/Virginia Avenue, Wilson Avenue, 15th Street, 16th Street (Broadway to Maple Street), Maple Street (between 15th and 16th Streets), Dixie Highway, 26th Street, and Dumesnil Street (west of 16th Street). Some of the "minor arterials" are one-way streets. Figure II-1 shows the direction of traffic flow.

Garland Avenue (from South Western Parkway to Dixie Highway), Kentucky Street (from 15th Street east) and 12th Street serve as "collector" streets within the neighborhood. These roadways collect traffic from "local" streets and disperse it into the arterial systems. "Collector" roadways provide movement within California, and generally act as the main interior streets of the neighborhood. Another function of the "collector" system is to provide access to abutting property. Travel speeds on these roadways range from 25 to 35 miles per hour depending on traffic conditions. Traffic lights are also provided at key intersections

The remaining streets within California are classified as - "local" streets. "Local" streets are primarily used for property access and link together individual sites. "Local" streets provide access to the "collector" roadway system. Traffic moves two-way with the exception of Ormsby Avenue which is one-way westbound from Dixie Highway to 23rd Street.

An extensive system of north-south and east-west alleys can be found in California. Nearly every residence and business is served by an alley. Many of the alleys in the neighborhood have been black-topped, although several brick alleys still exist.

#### b. Traffic Volumes

Average daily traffic (ADT) is the volume or amount of traffic passing by a designated point on an average day. ADT's along some roadways in California are indicated in Table II-1, "Average Daily Traffic".

The highest volumes in California can be found on Broadway, and on portions of Dixie Highway, 22nd Street and Oak Street. Broadway carries approximately 15,000 to 20,000 vehicles on an average day. Traffic on 22nd Street (immediately south of the neighborhood) exceeds 10,000 vehicles per day. Dixie Highway (north of Oak Street) handles over 12,000 vehicles per day, and traffic on Oak Street (in the eastern portion of California) ranges between 14,000 to 15,000 vehicles daily.

Broadway, Dixie Highway, 22nd Street and Oak Street carry significant amounts of through traffic in addition to local traffic. "Through traffic" is traffic without an origin or destination within the neighborhood. Consequently, vehicular volumes are considerably higher on the weekdays and at peak (rush) hours due to commuter travel and commercial traffic.

#### c. Public Transportation

Neighborhood public transportation needs are served by TARC (Transit Authority of River City). Presently, TARC provides California with bus service through seven different lines: (12) 12th Street, (18) Preston-18th Street, (19) Muhammad Ali Boulevard, (22) 22nd Street, (23) Broadway, (25) Oak Street and (46) G.E. Express/26th Street.

Presently, the Broadway (23) and Muhammad Ali Boulevard (19) routes are the only accessible (wheelchair-lift equipped) lines available in California. Kneeling buses, however, are available on routes serving the neighborhood as well as

TABLE 11-1 - AVERAGE DAILY TRAFFIC: CALIFORNIA

0-4,000 Vehicles Per Day	4,000 - 6,000	6,000 - 11,000	11,000 - 20,000 +
- 17th Street north of Hale Avenue (643)	- Wilson Street between Cypress Street and Olive Street (4052)	- 22nd Street North of Broadway (6047)	- South 18th Street North of Oak Street <u>Northbound</u> <u>Southbound</u> <u>Total</u> 6,751            6,097            12,848
- South 9th Street south of Kentucky Street (659)	- Virginia Avenue west of 26th Street (4,111)	- 21st Street south of Broadway (6,252)	- Dixie Highway south of Bolling Avenue <u>Northbound</u> <u>Southbound</u> <u>Total</u> 7,365            6,597            13,962
- 23rd Street south of Hale Avenue (1,187)	- Wilson Street between 22nd Street and 23rd Street (4,194)	- 22nd Street north of Ormsby Avenue (6,565)	- Oak Street west of 13th Street (14,429)
- 11th Street south of Broadway (1,532)	- 15th Street north of Broadway (4,229)	- 22nd Street south of Hale Avenue (6,780)	- Oak Street east of 13th Street (15,143)
- 13th Street south of Broadway at Railroad. (1,594)	- Dumesnil Street east of Dixie Highway (4,475)	- South 28th Street north of Grand Avenue (6,917)	- Broadway west of 13th Street at Railroad Underpass. <u>Eastbound</u> <u>Westbound</u> <u>Total</u> 5,714            9,655            15,369
- Garland Avenue between 18th Street and 20th Street. (1,846)	- 12th Street south of Broadway at Railroad. (5,026)	- Oak Street between 16th Street and 17th Street. (6,902)	- Oak Street between 8th Street and 10th Street (15,580)
- 13th Street North of Burnett Avenue (1,879)	- 18th Street north of Broadway. (5,087)	- 9th Street north of Broadway. (6,994)	- Broadway west of 22nd Street. <u>Eastbound</u> <u>Westbound</u> <u>Total</u> 7,554            9,229            16,783
- Kentucky Street west of 9th Street (2,609)	- Oak Street east of 23rd Street (5,103)	- 22nd Street north of Kentucky Street (7,050)	- Broadway west of 18th Street <u>Eastbound</u> <u>Westbound</u> <u>Total</u> 9,530            9,469            18,999
- Kentucky Street between 9th Street and 11th Street. (2,715)	- South 21st Street north of Osage. (5,236)	- Oak Street east of Dixie Highway. (7,397)	- Broadway east of 18th Street. <u>Eastbound</u> <u>Westbound</u> <u>Total</u> 11,652            8,218            19,870
- Wilson Street between 18th Street and 22nd Street. (2,992)	- 21st Street north of Broadway (5,659)	- 18th Street south of Broadway. (7,658)	- Broadway east of 8th Street. <u>Eastbound</u> <u>Westbound</u> <u>Total</u> 9,936            9,995            19,931
- 16th Street south of Broadway. (3,076)	- South 26th Street north of Kentucky Street. (5,689)	- 22nd Street south of Burnett Street. 10,577)	- Broadway west of 9th Street. <u>Eastbound</u> <u>Westbound</u> <u>Total</u> 9,883            10,623            20,506
- 16th Street north of Broadway. (3,510)	- 22nd Street south of Broadway. (5,773)	- 22nd Street north of Standard Avenue. (10,644)	
- 15th Street South of Broadway. (3,614)	- South 15th Street between Hill Street and Magnolia Street. (5,898)		
- Wilson Street between Catalpa Street and Hill Street. (3,920)			

Source: Kentuckiana Regional Planning and Development Agency Traffic Count Print-Out.

other areas in the City and County. Coaches with the "kneeling" feature are placed on routes on a random basis. Kneeling buses are equipped with an air device used to lower the entrance steps, making the coach more accessible to the elderly and handicapped who can walk.

TARC routes are categorized according to their function. The Preston-18th Street, Muhammad Ali Boulevard and Broadway lines are classified as radial routes. These routes provide service from an outlying area to Louisville's Central Business District. The (46) line is designated as an express route. This route provides direct service to the G.E. plant (two trips a day only) with limited passenger pick-up and discharge zones. The Oak Street line is classified as a belt route. Belt routes provide service from one sector of the city to another without passing through Downtown. The 12th and 22nd Street lines are designated as a feeder routes. Both lines tie patrons in areas of low transit-density to the belt and radial routes.

TARC service is available on Broadway, Oak Street/Virginia Avenue, 28th, 26th, 18th and 12th Streets, and portions of Wilson Avenue, Dumesnil, 21st, 22nd, 23rd/Humler and Maple Streets. California is provided with transit service in all directions to all major points of the city. Within the boundaries of the neighborhood, eight transit shelters are provided. In addition, a "PARK and TARC" lot is located in the vicinity of 12th and Garland Streets. Figure II-2 shows transit routes and bus shelters in California.

Regular bus transportation service is available seven days a week. However, transit service on Saturdays and Sundays is not as extensive as on the weekdays. The waiting time between coaches is generally less during the weekday rush hour periods due to additional service for the large number of commuting passengers. Service frequencies (the amount of time between each successive coach) and hours of operation for each route are explained in Appendix H.

An additional public transportation service available in California is TARC's special elderly and handicapped service, TARCLIFT. This special service is broken down into two categories; regular subscription and advance call in.

The regular subscription service is geared to those who work or attend school. It operates Monday through Friday from 6:30 A.M. to 6:00 P.M. The person who uses this service arranges a regular pick-up and delivery schedule with TARC for at least three days a week.

Unlike the subscription service, the advance call-in service operates on a demand-response basis. Coaches operate from 9:00 A.M. to 10:00 P.M. on Monday, Wednesday and Friday, and from 9:00 A.M. to 5:00 P.M. on Tuesday and Thursday. There is also weekend service from 11:00 A.M. to 6:00 P.M. on Saturday and from 7 A.M. to 2 P.M. on Sundays. For those needing this type of service, TARC takes reservations for transportation services one week in advance. Generally, medical/rehabilitation trips take first priority. Shopping or recreation trips are fulfilled after priority trips are serviced.

In addition to TARC's special handicapped service is the "WHEELS" program sponsored by the American Red Cross. The "WHEELS" program provides transportation services for the elderly and handicapped in California. Individuals are requested to schedule needed services at least five days in advance. The program consists of several vehicles that pick up passengers and transports them to nutrition, medical and social centers. Although there are some set routes that the "WHEELS" program uses, schedule times and routes are gener-

ally determined by the amount of people traveling to each location on a particular day. The "WHEELS" program operates five days a week from 8:30 A.M. to 7:00 P.M.

TARC service in California is supplemented by the Community Bus, a passenger van operated by the California Block Club Federation. The Community Bus fulfills a variety of transportation needs focusing on the California Community Center. It brings children to the daycare center, brings elderly residents to the nutrition center and provides transportation for medical and employment appointments. In addition, the Community Bus is used for shopping trips, recreational outings and for neighborhood meetings at the Community Center. Volunteers operate the Community Bus, which was donated to the neighborhood by Brown-Forman Distilleries.

#### d. Goods Movement

Goods movement deals with the transportation of things (e.g., freight or materials) rather than the movement of people. In California, truck and rail facilities provide goods movement services.

Trucks. In urban areas, trucking is the predominant means of goods movement. Approximately 60% of trucking movement in urban areas involves pick-ups, service calls, and other uses, while the remaining 40% is for delivery purposes. Trucking activity appears to peak during the hours of 9:00 A.M. through 11:00 A.M., usually after the morning rush-hour. Significant afternoon activity diminishes around 4:00 P.M., before the evening rush-hour. Generally, trucking is more active during the weekdays.

Truck traffic is significant on some streets in California. Appendix J indicates the level of truck traffic on several streets in the neighborhood. The figures indicate that the intersection of 15th and Maple Streets has the highest truck traffic volumes. On individual legs of this particular intersection, trucks traveling eastbound and westbound on Maple Street constituted 16.2% and 15.6% (respectively) of all vehicles. Other intersections having significant truck traffic volumes are 15th and Kentucky Streets, 19th Street and Wilson Avenue, 9th and Kentucky Streets, 12th and Oak Streets, and Broadway and 28th Streets. In urban areas, trucks generally account for about 9.5% of all vehicles using "major arterials", 5.4% on "minor arterials" 2.7% on "collectors" and 1.8% on "local" streets.

Rail. An extensive system of rail lines and switching yards are located in California. Rail lines operating within the neighborhood include the Louisville and Nashville Railroad (L&N), Illinois Central and Gulf (ICG), Kentucky and Indiana Terminal (K&IT) and Conrail (formerly Penn Central Railroad). The L&N railyard west of Ninth Street, and ICG railyard east of Fifteenth Street occupy extensive sites. The rail yards are shown on Figure I-1 in the Land Use Section.

Approximately 39 railroad crossings can be found in California. Of these crossings, the locations listed below receive the greatest amount of rail activity on a daily basis: Wilson Avenue south of Woodland Avenue, Cypress Avenue at Wilson Avenue, 28th Street at Wilson Avenue, 25th Street south of Woodland Avenue, Olive Street at Wilson Avenue and 23rd Street south of Woodland Avenue. All six locations receive 47 trains daily. Another crossing located at 13th Street south of St. Louis receives 44 trains per day. Each of these crossings fall under the jurisdiction of the K&IT Railroad which is primarily a terminal and switching company.

#### e. Sidewalks and Pedestrian Facilities

To insure safe pedestrian access to and from centers of activity (schools, churches, stores, etc.) sidewalks and street crossing aids should be provided. In California, pedestrian traffic is heaviest at: 28th, 22nd and 12th Street at Broadway, 16th and Dumesnil Streets, 23rd and 18th Streets at Oak Street, 17th Street and Hale Avenue, 26th and 22nd Streets at Kentucky Street, and 25th and Date Street. Significant concentrations of children can be found at: 28th Street and Garland Avenue, 16th and Dumesnil Streets, 18th and Oak Streets, 17th Street and Hale Avenue, 17th and Gallagher Streets, 25th and Date Streets, and 26th and Kentucky Streets.

Figure II-3 shows the location of areas with significant levels of pedestrians and children. This graphic also illustrates the location of painted crosswalks, pedestrian signals, and sidewalk ramps at 38 intersections within California.

Most streets in the neighborhood have sidewalks (either concrete or brick) and their physical condition varies. Along all the arterials and collector roadways where the majority of motor traffic is concentrated, sidewalks can be found.

#### f. Bikeway Facilities

California is served by officially designated and marked Class III Bicycle Routes. Bicycles using these routes share the road directly with motor vehicles. Class III facilities in the neighborhood are identified by green and white signs displaying a bicycle with the words "Bike Route" written underneath. Streets are selected to serve as Class III bikeways if they have sufficient roadway widths, low traffic volumes, lower speed limits and continuity with the bike route system.

Bicycle routes passing through California are part of a larger bikeway system servicing most of the City. The bikeway system (including the portion through California) was established in 1977 with the adoption of a bikeway plan by the Kentuckiana Regional Planning and Development Agency (KIPDA).

#### g. Parking Facilities

Parking facilities (both on-street and off-street) are an important element in California's transportation system. Adequate off-street parking generally ensures that the flow of traffic is not frequently interrupted by vehicles entering and exiting on-street spaces. Vehicles must have a storage place (i.e., parking space) at both the origin and destination of any trip.

In California, there are significant amounts of on-street parking. On-street spaces are important to California since most of the residential and commercial structures were constructed prior to the time when the provision of off-street parking spaces became mandatory. In many areas of California, residences and shops depend entirely on on-street parking.

Some of the area's institutional, commercial, and office uses have off-street parking. The majority of the off-street spaces available in California are provided by the industrial land uses. Small amounts of off-street space are provided by commercial and public uses. Presently, no pay-parking lots exist in the neighborhood. The number of off-street spaces required by the Zoning District Regula-

tions is listed in Appendix K. These requirements apply to all new or extensively expanded buildings and uses. Figure I-1 in the Land Use section indicates areas within the neighborhood used as off-street parking.

### 3. Analysis of Existing Conditions

#### a. Roadways

The street network in California handles normal traffic volumes satisfactorily. Neighborhood streets listed below experience periods of heavy traffic during peak commuting hours.

- Broadway
- Dixie Highway (18th Street)
- 22nd Street
- Oak Street (particularly near the eastern portion of the neighborhood).

These temporary periods of heavy traffic are not serious enough to justify roadway widening or other major facility improvements. Overall, the flow of commuter traffic is relatively constant with some delays and conflicts occurring at frequently used intersections.

Level of Service. The level of service is a measure of how well a roadway functions. It is based on collective transportation factors such as travel speed, freedom to maneuver, driving comfort, traffic interruptions, safety and convenience provided by a roadway during peak traveling hours under a certain volume condition. The level of service can also be affected by factors other than periods of heavy vehicular-flow such as: right and left turning-movements, intersection alignment, presence of pedestrians, weather conditions, obstruction in the vicinity of the roadway, and truck and bus traffic.

Level of Service (LOS) designations range from "A" to "F". LOS "A" implies free flowing traffic conditions. LOS "A" and "B" indicate generally good roadway conditions on arterials, with the capacity to handle additional vehicles. Streets with an LOS "D" approach unstable flow although delays at the intersection are tolerable. LOS "E" describes substantial congestion with traffic approaching a stop-and-go situation. LOS "F" indicates traffic is continuously backed up or jammed.

Based on data presented in Table II-2, "Level of Service", the intersections of Oak Street at 12th, 13th, 15th and 16th Streets are the only areas experiencing slight adequacy problems, particularly during the evening rush-hour. Of the 25 intersections surveyed, 21 were calculated as having an LOS rating "A" at all times. At the intersections of Oak Street with 12th, 13th and 16th Streets, morning peak-hour LOS ratings were "A", and evening peak-hour ratings were "B", "C" and "C" (respectively). The intersection of 15th and Oak Streets had a morning and evening peak-hour LOS rating of "B".

Level of service ratings "B" and "C" indicate a relatively good service level for an intersection. (900, 1,050 and 1,200 vehicles per hour of green mark the upper traffic volume thresholds for the A, B and C categories, respectively.)

From this table, the intersections of Oak Street at 12th and 16th Streets have the highest rating ("C") during the evening rush-hour. At both intersections, the majority of

TABLE 11-2 LEVEL OF SERVICE: CALIFORNIA

INTERSECTION	COUNT DATE	A.M. PEAK HOUR CRITICAL VOLUME	A.M. LEVEL OF SERVICE	P.M. PEAK HOUR CRITICAL VOLUME	P.M. LEVEL OF SERVICE
9th Street at Broadway	9-8-81	615	A	525	A
10 Street at Broadway	7-21-80	362	A	555	A
12th Street at Broadway	9-9-81	586	A	739	A
12th Street at Oak Street	11-29-78	757	A	1,052	B
13th Street at Broadway	3-21-79	440	A	612	A
13th Street at Oak Street	5-11-71	897	A	1,138	C
15th Street at Broadway	8-21-78	422	A	724	A
15th Street at Kentucky Street	3-28-79	306	A	345	A
15th Street at Oak Street	5-6-74	1,005	B	1,118	B
16th Street at Broadway	8-22-78	481	A	760	A
16th Street at Dumesnil Street	6-21-78	455	A	319	A
16th Street at Oak Street	8-5-81	230	A	1,087	C
17th Street at Dumesnil Street	8-5-73	446	A	289	A
17th Street at Gallagher Street	9-28-78	37	A	47	A
17th Street at Hale Avenue	10-8-79	41	A	73	A
18th Street at Oak Street	11-29-73	459	A	732	A
21st Street at Broadway	8-23-78	458	A	735	A
22nd Street at Broadway	3-15-77	588	A	721	A
22nd Street at Kentucky Street	1-19-76	237	A	330	A
23rd Street at Oak Street	11-27-74	336	A	498	A
25th Street at Date Street	1-7-76	44	A	67	A
26th Street at Broadway	4-2-81	428	A	510	A
26th Street at Kentucky Street	1-6-76	130	A	279	A
28th Street at Broadway	4-19-79	476	A	672	A
28th Street at Garland Avenue	7-28-75	195	A	389	A

Sources: Louisville and Jefferson County Traffic Engineering Intersection Counts  
Louisville and Jefferson County Planning Commission (1981)

the traffic is found traveling through on Oak Street. At 13th and Oak Streets, the following characteristics exists:

- Heavy right and left turning-movements onto Oak Street from 13th Street.
- No northbound traffic since 13th Street dead ends.
- Infrequent right-hand turns onto 13th Street from Oak Street.

At 16th and Oak Street, the following characteristics can be found:

- Heavy right and left turning-movements onto Oak Street from 16th and Dumesnil Streets. At this point, the majority of the traffic moves westward.
- Infrequent northbound traffic (onto 16th Street).
- No traffic traveling southbound from 16th Street. This is where Dumesnil Street flows into 16th Street.

Off-peak hour traffic encounters occasional delays on some streets due to vehicles entering and exiting on-street parking spaces, and trucks loading and unloading goods. Traffic at existing at-grade railroad crossings experience periodic delays due to train movement. The degree of congestion and inconvenience for motorists at the railroad crossings depends on the length of time it takes the train to pass. Seven of the 39 railroad crossings are used extensively on a daily basis (44 to 47 trains). According to the Department of Transportation, these crossings are blocked from 5 to 8 minutes (often longer) with the passing of each train. Thus, on a typical day, rail traffic can block these extensively used crossings from four to six hours.

Pavement conditions. The condition of pavement surfaces on streets throughout the neighborhood varies. Major through streets in fair condition include Virginia, Garland and Wilson Avenue, Dumesnil and St. Catherine Streets. Major through streets which may need resurfacing include Broadway, 21st and 22nd Streets, Oak Street, Dixie Highway, 15th, 16th, Maple (between 15th and 16th Streets), 12th (particularly north of Kentucky and South of Oak Streets) and Kentucky Streets.

Some streets in California were resurfaced between 1980-1981 and are in good condition. These streets are: Virginia Avenue (from 26th to 30th Streets), 12th Street (from Oak to Kentucky Streets), 16th Street (from Dumesnil Street to Ormsby Avenue), 26th Street (from Virginia Avenue to Dumesnil Street) and Cypress Street (from Dumesnil Street to Wilson Avenue).

Roadways maintained by the city and state are resurfaced every ten years or whenever the need arises. In California, Broadway (from 9th to 22nd Streets), 21st and 22nd Streets, Wilson Avenue and Dixie Highway are maintained by the State. Other roadways within the neighborhood are the City's responsibility (including Broadway from 22nd Street to its terminus in the west end).

Many of the alleys in California are in need of repair. Problems associated with the deteriorating alleys include poor surface condition, inadequate drainage, overgrown vegetation and dumping.

Railroad Overpasses. Two railroad overpasses cross Oak Street in the vicinity of 9th and 14th Streets. The 12-foot clearance at these overpasses is inadequate; current City standards require 16½ feet. Trucks strike the bridges and get stuck beneath them regularly. The low clearance also forces trucks to seek other routes. Other problems at these

locations include deteriorated pavement and poor drainage in the underpasses. At the Fourteenth Street underpass, two eastbound lanes must form a single lane. The reduction in travel lanes is not well marked, and the right-of-way for merging traffic is not indicated.

Accidents. Within the boundaries of California, 12 intersections have been identified as being frequent accident locations (see Figure II-4). The Police Department compiled information on the number of accidents occurring at various locations from January 1980 through January 1981. The data on accidents are presented in Table II-3. The majority of the accidents were caused by motorists either disregarding the traffic light or failing to yield the right-of-way. Other significant causes included improper vehicular turning movements and motorists following too close.

Through this analysis, it is evident that Broadway is the street in the neighborhood having the highest numbers of accidents yearly. However, this is not unexpected as Broadway handles the most traffic in the neighborhood (17,000 to 21,000 vehicles daily). High traffic volumes, a constant mix of vehicles (car, bus, truck) and pedestrians create a very busy street where accidents are more likely.

#### b. Public Transportation

Existing bus transportation coverage in California appears to be adequate. However, residents located between 12th and 18th Streets and 23rd and 28th Streets (from Broadway to Oak Street) are not as close to public transportation facilities as people living elsewhere in the neighborhood. Some residences are located farther than one half mile from a bus line. According to TARC, an acceptable walking distance for able-bodied people to a bus stop is three to four blocks (approximately  $\frac{1}{4}$  of a mile), although a one to two-block walking distance is more desirable.

The seven bus routes in California link the neighborhood to all parts of the city. Generally, inner-city neighborhoods such as California have the best transit service. Being centrally located, there are more routes to choose from.

Of all the routes in California, the Broadway, Preston/18th Street and Muhammad Ali Boulevard bus lines (respectively) offer the best service (in terms of frequency and hours of operation) during the weekdays and weekends. The Broadway and Muhammad Ali Boulevard lines served the greatest number of passengers as shown in Appendix L, "Ridership - 1979". These statistics indicate the Broadway line averaged over 61,000 passengers per week; the Muhammad Ali Boulevard line served approximately 35,800 passengers per week. The Broadway line captured nearly 17% of TARC's entire patronage and the Muhammad Ali Boulevard line carried 10.8%. These lines also serve more passengers per trip than the other lines serving California. During peak traveling hours, some overcrowding on these routes can occur (see Appendix M). All routes passing through California handled 43.7% of TARC's system-wide ridership.

Potential transit users can be discouraged from using bus service due to problems with convenience, waiting times, accessibility, safety, and comfort for the transit passenger. Some of these reasons for not using public transportation are inherent in public transportation, when it is compared to private transportation (automobile). Apparent problems in California that further discourage the use of public transportation include:

- Deteriorated and littered sidewalks particularly along portions of Broadway, Oak, Dumesnil, 28th, 23rd, 18th and 12th Streets.

TABLE II-3 HIGH ACCIDENT LOCATIONS

<u>Location</u>	<u>Number of Accidents</u>	<u>City-Wide Rank</u>
Broadway and 22nd Street	15	18
22nd Street and Wilson	14	19
Broadway and 26th Street	13	20
15th Street and Oak Street	12*	21
Broadway and 21st Street	12	21
Broadway and 12th Street	12	21
Oak Street and 12th Street	11*	22
Broadway and 28th Street	11	22
Broadway and 9th Street	10	23
Garland Avenue and 22nd Street	9	24
Broadway and 15th Street	9	24
Broadway and 11th Street	9	24

Source: City Police Department Accident  
Computer Printout (1981)

- \* Accidents increased dramatically in 1981 on Oak Street and 15th Street (20) and Oak Street and 12th Street (25) based on the accident computer printout (1982).

- Heavily traveled roadways (Broadway, Dixie Highway, Wilson Avenue, Oak and 22nd Streets) that create hazards for pedestrians crossing the street.
- Lack of curb cuts (wheelchair ramps) particularly on Wilson Avenue, Oak, Dumesnil, 28th, 23rd, 18th and 17th Streets.
- Lack of bus shelters on Dixie Highway (between Oak Street and Broadway) to protect transit users from harsh weather conditions.

Prior to the expansion of TARCLIFT (TARC's special elderly and handicapped bus transportation), the demand for this service far exceeded the available supply. According to TARC sources, the County-wide waiting list for the special service included about 118 people. Some individuals have been known to wait up to one year for TARC's door-to-door service. Hence, the infirm who were unable to use regular TARC service could not rely on public transportation in arranging transportation service for medical appointments, shopping trips, etc.

At present, it appears that the overall picture of inadequate special transportation services has changed as of November 1981. TARC's expansion of both vehicles and hours of service has expanded capacity by 70%, and has reduced the waiting list by 87 individuals.

Presently, the American Red Cross "WHEELS" program does not fare as well as "TARCLIFT" in terms of service. Because the "WHEELS" program has been affected by federally induced budget cuts that reduced the length and number of trips accommodated, service appears to have declined.

The Community Bus is well used at this time, providing a variety of demand-responsive transportation services. Limited seating capacity is a problem for some of the van's current uses; multiple trips are required to transport larger groups.

#### c. Goods Movement

Existing levels of truck traffic are accommodated on neighborhood streets without creating capacity problems. Conflicts have arisen over trucks taking a short-cut through Gallagher Street to reach the grain elevator on 15th Street. This problem has been resolved through a series of meetings with the company involved. The completion and occupancy of Station Park has the potential to create many similar conflicts. Residential areas west of 15th Street may experience significant increases in auto and truck traffic as a result of this project and proposed industrial development south of Station Park.

Rough railroad crossings occur in several locations in California. The Department of Public Works is working with the railroads to improve crossings located at 12th and Ormsby, and at 12th and Magnolia. The crossings on 15th and 18th Streets north of Breckinridge are rough and in need of repair. Kentucky Street crosses the ICG switching yard between 13th and 15th Streets; there are a total of eleven sets of tracks. This is a rough area for cars. Improvements for the Station Park project should make the crossings smoother. There is a lack of warning devices at the switching yard. This is because trains are parked too close to the crossing to allow use of mechanical signals. Railroad employees block traffic on Kentucky Street when switching operations require trains to cross the street.

#### d. Sidewalks and Pedestrian Facilities

Some improvements in pedestrian facilities are needed in California. Seven intersections in high use areas--near schools, parks, and along arterial streets--currently lack crosswalk lines. Walk-don't walk signals may be needed along major streets with significant pedestrian volumes. The intersections of Broadway with 21st and 28th Streets should be considered for pedestrian signals. The proposed shopping center and revitalization of the Dixie Highway commercial corridor will increase pedestrian traffic in the area. The intersection of Garland Avenue may need a pedestrian signal or crosswalk as the proposed improvements are completed.

The majority of sidewalks in the neighborhood do not have ramps for the handicapped at intersections. The grade separation at the curb presents a barrier for wheelchairs and makes walking more difficult for the elderly and infirm. Provision of these ramps are especially important in areas with high numbers of elderly residents, and along their commonly travelled routes. California Square on Garland Street is the largest concentration of elderly residents in the neighborhood. Sidewalks linking this building with 18th Street and the California Community Center should have handicapped ramps at all the intersections.

Sidewalk maintenance is inadequate in some locations. Litter and weeds accumulate, adding to the tripping hazard caused by irregular surfaces, and detracting from the neighborhood's appearance.

#### e. Bikeway Facilities

Bike routes in California appear to be satisfactory at the present time. Neighborhood routes link with other bikeways throughout Louisville, making a number of neighborhood and activity centers accessible by bicycle.

Presently, no direct linkages from California are provided to the south end of Louisville. The eastbound Kentucky Street route provides a connection to Old Louisville, Smoketown and eventually to downtown Louisville. The westbound Kentucky Street route links with Greenwood Avenue and 23rd Street. These routes travel through Park DuValle. The northbound 13th Street route links up with Magazine Street. From here, travel to Portland, Russell and other west Louisville neighborhood is possible. Design features appear adequate at the present time. These standards include signing, drainage grates, and illumination.

In the Louisville area, bicyclists are legally allowed to use any street or highway except freeways. Accordingly, if bicyclists in California use existing roadways that are not officially designated routes, they should be particularly cautious on roadways with high travel speeds (35 miles per hour or more) and heavy vehicular volumes. In fact, only experienced, adult bicyclists should even attempt to ride on streets with high speed traffic and heavy traffic. It should be noted, however, that no corridor used by multiple travel modes (truck, auto, bus, bike, etc.) is ever safe from potential hazards.

#### f. Parking

The availability of parking varies within the neighborhood. Overall, there appears to be adequate parking for most uses in California. The larger industrial and commercial uses in the neighborhood generally provide off-street parking. On-street parking serves the majority of California's parking needs.

Some parking deficiencies in California appear to stem from competition between commercial and residential uses. According to neighborhood sources, customers double park at 15th and Garland Streets and at 16th and Oak Streets. Double parking can be hazardous, particularly when traffic flow is interrupted and the motorist's field of vision is blocked. Blocked vision is particularly dangerous for pedestrians crossing a street.

#### 4. Issues and Problems

Considering the inventory and analysis of California's transportation network and the neighborhood's perception of the transportation problems, the following issues relating to the overall transportation network should be addressed in the neighborhood plan.

##### a. Roadways

-- Frequent accidents indicate a need to study the following intersections and consider potential improvements:

- \* Broadway and 22nd Street (15 accidents)
- \* 22nd Street and Wilson Avenue (14)
- \* Broadway and 26th Street (13)
- \* 15th Street and Oak Street (12)
- \* Broadway and 21st Street (12)
- \* Broadway and 12th Street (12)
- \* Oak Street and 12th Street (11)
- \* Broadway and 28th Street (11)
- \* Broadway and 9th Street (10)
- \* Garland Avenue and 22nd Street (9)
- \* Broadway and 15th Street (9)
- \* Broadway and 11th Street (9)

-- There are no traffic signals on Dixie Highway between Oak Street and Broadway. Both pedestrians and vehicles have difficulty crossing Dixie Highway.

-- Existing signs are inadequate to inform motorists that only one eastbound lane is provided underneath the railroad bridge on Oak Street (in the vicinity of 14th Street) and that one-way westbound traffic begins on Oak Street (west of 16th Street).

-- Several problems exist along Dumesnil Street (speeding, pedestrian-vehicle conflicts, rough pavement and a dangerous curve in the roadway east of 26th Street).

-- Traffic speeds are excessive on some roadways throughout the neighborhood.

##### b. Public Transportation

-- There is a need for more neighborhood-oriented transportation services in California.

-- There is a lack of transit shelters on Dixie Highway between Oak Street and Broadway.

##### c. Goods Movement

-- The railroad crossings at 18th Street in the vicinity of Brown-Forman and on 15th Street between Maple and Breckinridge Streets are in poor condition.

-- Clearance underneath the Oak Street railroad overpasses (9th and 14th Streets) is inadequate for trucks.

d. Sidewalks and Pedestrian Facilities

- Sidewalks in several areas of the neighborhood are deteriorated, weed-covered and littered; these walkways, however, can still be used.
- Handicapped accessibility problems exist. Only a small portion of all the intersections in California have wheelchair ramps.
- Pedestrian facilities (such as signals and painted crosswalks) are needed in several areas of the neighborhood where pedestrian traffic is heavy. The majority of painted crosswalks already present are deteriorated.

5. Government and Non-Government Actions

Transportation issues and problems identified above are the result of actions taken by government agencies and the private sector. In some cases, inaction has had an equally significant impact on the neighborhood's transportation systems.

a. Roadways and Parking

The maintenance and improvement of California's existing roadway system is a function of federal, state and local government. All three levels participate in indicating problem areas, identifying funding sources and providing expertise in accomplishing various projects. The Kentucky Department of Transportation (KDOT) maintains pavement surfaces and provides signing on the State-maintained routes (Wilson avenue, Dixie Highway, 21st and 22nd Streets and portions of Broadway). In addition, KDOT administers federal monies (i.e., Urban Systems funds, Interstate funds, Rail-Highway Grade Crossing fund and the Safer Off-System Road fund) for local improvements often initiated by local government agencies. State and/or City government must match federal monies on most road improvements.

Facilitating traffic flow through California is the responsibility of Louisville's Department of Traffic Engineering (which will be absorbed into the Public Works Department after June 30, 1982). Identification of intersection inadequacies or traffic signalization problems are examples of functions performed by this department. The department also regulates on-street parking in California by establishing no parking zones and by restricting parking hours. The City has established many of these restrictions to prevent traffic hazards, facilitate the flow of traffic, or provide space for bus stops and handicapped parking. Traffic Engineering uses local tax revenues and State-aid (Municipal Aid Program funds) to finance local transportation projects.

Louisville's Public Works Department is responsible for improvement and maintenance of City streets not maintained by the Kentucky Department of Transportation. Some of the activities this department undertakes include resurfacing streets, widening streets, street cleaning and snow/ice removal. In addition, Public Works provides engineering services for community development physical-improvement projects (new sidewalks, wheelchair ramps, etc.). Community development projects are federally funded. Other local improvements receive monies primarily from State-aid. Currently, the Public Works Department is installing wheelchair ramps along TARC's accessible routes. In California, the Broadway and Muhammad Ali routes are the neighborhood's only accessible bus lines for the handicapped. Construction of the wheelchair ramps should near completion by the summer of 1982.

Public Works has also scheduled improvements to the Station Park Industrial Park area. This project seeks to reconstruct, modify and repair 9th Street (between Broadway and Kentucky Street), Kentucky Street (between 9th and 12th Streets), and 12th Street (between Broadway and Kentucky Street) to provide adequate vehicular lanes and pavement to accommodate the traffic generated by the Station Park area.

In addition, the Department of Public Works has scheduled the improvement of three at-grade railroad crossings (12th Street and Ormsby Avenue, 12th Street and Magnolia Avenue, and Kentucky Street between 10th and 11th Streets) in California. These crossings will be improved with the installation of rubberized track-crossing facilities. In addition to the at-grade track-crossing improvements, Public Works and railroads have proposed the re-routing of train traffic in Louisville. This would have an impact on California. Existing heavy rail traffic uses K&IT rail lines west of the neighborhood. The proposed re-routing would shift approximately 25 trains per day to the L&N/Conrail lines that cross 11th, 12th and 13th Streets north of Maple, and cross Kentucky between 9th and 11th Streets.

Finally, Public Works is providing public improvements consisting of sidewalks, planters and landscape plantings in the public right-of-way in the vicinity of the California Square Development. Additional improvements include the replacement of sidewalks on various blocks within the neighborhood at locations agreed to by the neighborhood organization.

Off-street parking is regulated through zoning regulations and enforced by the Zoning Enforcement Section of the City Building Inspection Department. Much of California was developed prior to the establishment of these regulations; therefore, the regulations only apply to new construction and new uses, or the expansion of existing structures or uses by 50 percent or more. Consequently, these regulations can prevent the problem from getting worse, but do little to resolve existing parking problems.

#### b. Public Transportation

Public transportation in California is provided primarily by the Transit Authority of River City (TARC). This transit service depends heavily on Federal funds provided by the Urban Mass Transportation Administration, (UMTA) under Sections 3 and 5 of the Surface Transportation Act of 1978 to subsidize operating costs and capital expenditures. TARC services are also subsidized by the Local Mass Transit Fund derived from the 0.2 percent occupational tax paid by persons employed in Jefferson County. Subsidy of public transit for the elderly and handicapped has been provided primarily by UMTA Section 16 (b) (2) funds which can be used to finance 50% of the operating and 80% of the capital expenditures.

The primary source of funding for the WHEELS Program is the United Way campaign through the portion allocated to the American Red Cross. Some special federal funds (UMTA Section 13 (b) (2)) are available to transportation providers to the elderly and are a possible source of funding for the WHEELS Program. The WHEELS Program is investigating the possibility of using UMTA Section 18 funds, which are available to transportation providers who serve rural communities. The California Community bus provides transportation for neighborhood residents for activities conducted at the Community center. The van was purchased by the Community Action Agency, with a grant from Brown-Foreman Distillers, Inc.

c. Pedestrian Facilities

Facilities for pedestrians are primarily the responsibility of the Department of Traffic Engineering. The Department determines the need for pedestrian signals. It also reviews proposed transit shelters and requires that wheelchair ramps be provided as part of any project necessitating reconstruction of sidewalks. Maintenance of sidewalks is the responsibility of adjoining property owners.

d. Bikeways

Bikeways are also a local government concern. The Kentuckiana Regional Planning and Development Agency (KIPDA) has been responsible for determining the need for bikeways in the area. The needs and recommendations for bikeways as determined by KIPDA are presented in the 1977 KIPDA Bikeway Plan. Funding for construction, maintenance and regulation has come in the past from all three levels of government: local, state and federal. Funding for bikeways is currently not available; this has curtailed expansion of the bikeway system.

## B. PROJECTIONS

The transportation network serving California consists of several elements--streets, public transportation, rail and parking facilities, sidewalks and bicycle routes. The elements of these transportation systems are managed by various decision-makers and affected by several programs. This subsection of the plan attempts to project future conditions in California's transportation network, assuming that no recommendations are applied to the problem areas and no changes in government/non-government actions occur.

If current trends continue, California will continue to have periods of heavy traffic on some of its streets during peak traveling hours. As significant industrial development occurs in eastern California (Station Park area), traffic will probably increase on Broadway, 9th, 12th, and Kentucky Streets. If no preventive measures are taken, residential streets west of 15th Street will likely experience a significant increase in trucks travelling between Dixie Highway and Station Park.

Planned improvements to 9th, 12th and Kentucky Streets will enable these streets to accommodate increased traffic volumes from Station Industrial Park. However, the failure to provide transportation improvements beyond the boundaries of Station Park may create access problems, particularly for southbound traffic. Increased traffic on Fifteenth Street will discourage residential rehabilitation on the west side of the street. The proposed Ninth Street extension and Southwest Arterial concept would improve southern access and encouraged additional industrial development south of Station Park. There is no commitment at this time, however, to proceed with these improvements.

Heavy traffic on Broadway and on portions of Dixie Highway, 22nd and Oak Streets will continue due to their proximity to Central Louisville, other regional transportation routes and metropolitan activity centers. Broadway (particularly at 9th, 18th and 22nd Streets) will continue to have periods of heavy traffic.

It is difficult to determine the long-term consequences of other factors relating to the street system. The street resurfacing program will continue in the City of Louisville. However, the shrinking tax base of the City indicates a reduced ability to maintain City streets in the future. Resolution of such a problem is beyond the scope of this neighborhood plan.

The public transportation needs of the elderly and handicapped may remain at their current levels or be reduced if current trends and programs continue. The current trend in the reduction of social services funding indicates that a significant expansion of transportation service is unlikely. Because federal regulations (Section 504, Rehabilitation Act of 1973) have been relaxed, efforts to make regular coaches accessible to the handicapped will be severely reduced. Services offered by para-transit system (TARCLIFT) will not equal the services rendered by regular public transportation.

Sidewalks will continue to deteriorate in some portions of the neighborhood (e.g., weeds, irregular surfaces). Lack of maintenance by property owners will contribute to the deterioration. The need for an adequate sidewalk system will increase as neighborhood commercial facilities expand or develop in the future, especially where facilities are located within walking distance of the residential core or bus stops.

The consequences of continuing the status-quo in relation to California's transportation network were compared with the City's Community Development Strategies and the Comprehensive Plan for Louisville and Jefferson County to determine the appropriateness of maintaining the status quo. The comparison indicated that the resulting conditions would conflict with the Comprehensive Plan and with the Community Development Strategies to a lesser degree.

The Community Development Strategies concentrate on housing, economic development and employment needs, and do not address transportation facilities. However, transportation facilities are necessary to accomplish community development strategies; the transportation network must function adequately so as not to conflict with economic development objectives (industrial growth, expansion of commercial services and retaining employment). Failure to build the Ninth Street extension may detract from Community Development objectives in the eastern portion of the neighborhood, but should not in itself discourage commercial and industrial development. City housing strategies recommend preservation and revitalization of existing housing and neighborhoods. To the extent that traffic-related nuisances detract from these goals, a conflict exists with the housing strategies under the null alternative.

The Comprehensive Plan sets forth criteria more directly related to transportation facilities and their relationship to surrounding land uses. Inadequate intersections would conflict with Guideline T-1. Truck-traffic passing through residential areas violates Guideline T-9. Guideline T-15 addresses the nuisances for residential uses created by high volumes of through traffic. The continuation of current trends and programs would increase these nuisances within California. Guideline T-17 would be violated if transportation for the elderly and handicapped is curtailed or kept at current levels. The Comprehensive Plan calls for revitalization of older areas and the failure to make transportation improvements would hamper fulfillment of this objective.

If the transportation status quo is maintained, the transportation system and the entire neighborhood would experience both beneficial and negative impacts. Beneficial impacts include a continuation of good public transportation (fixed route) service and a street system that adequately handles traffic volumes in most areas. Negative impacts would include a continuation of traffic nuisances for residential uses, temporary congestion problems at some intersections, and an ongoing disincentive for residential and economic revitalization. The Community Development Strategies seek housing and economic development goals that could be hampered by projected conditions. Several guidelines of the Comprehensive Plan would not be fully satisfied under these projections. These conflicts argue for making various improvements to the transportation network in California in order to support neighborhood revitalization efforts.

## C. ALTERNATIVES AND RECOMMENDATIONS

Recommended policies and specific actions that address California's transportation problems are developed in this subsection of the plan. Using information relating to existing conditions, government/non-government actions and projections, alternative strategies have been developed addressing the transportation issues. The issues and alternatives are listed below followed by a brief explanation of the alternative(s) chosen. At the end of this section, the recommended transportation plan is presented.

### 1. Alternative Strategies

- a. Issue: Frequent Accidents Occurring at the Following Intersections in California:

#### Locations

- 1) Broadway and 22nd Street
- 2) 22nd Street and Wilson Avenue
- 3) Broadway and 26th Street
- 4) 15th Street and Oak Street
- 5) Broadway and 21st Street
- 6) Broadway and 12th Street
- 7) Oak Street and 12th Street
- 8) Broadway and 28th Street
- 9) Broadway and 9th Street
- 10) Garland Avenue and 22nd Street
- 11) Broadway and 15th Street
- 12) Broadway and 11th Street

#### Alternatives:

- a) Provide wider lanes.
- b) Improve signage and pavement markings to inform motorists of appropriate lane use.
- c) Investigate and remove any obstructions that adversely affect clear sight distance and signal visibility.
- d) Study the need to adjust traffic signals.
- e) Consider the prohibition of left turns if they can be transferred to other locations without causing greater problems.
- f) Prohibit curb parking near crosswalks.
- g) Install pedestrian crossing signs.
- h) Install pedestrian walk-don't walk signs.
- i) Remove or relocate objects that cause accidents.
- j) Use reflective paint and/or delineators on obstacles.
- k) Prohibit parking near driveways and/or intersections.

The following alternatives are suggested at each location:

- Alternatives b, c and d at locations 1, 7, 9 and 12.
- Alternatives c and d at locations 4 and 10.
- Alternatives b, c, d, e and f at location 6.
- Alternatives c, d and i at location 11.
- Alternatives b, c and d at location 5.
- Alternatives b, c and d at location 3.
- Alternatives b and d at location 8.
- Alternatives c and d at location 2.

Because the predominant type of accident (e.g., right-angle, rear-end, side-swipe, etc.) varies with location, the alternatives are chosen to reduce the predominant accident-type. The recommended improvements are mostly low-cost, non-structural adjustments to existing facilities that can be accomplished in the near term.

- b) Issue: Dixie Highway Problems: Rough Pavement and Curb Conditions, No Traffic Lights Between Oak Street and Broadway.

Alternatives:

- a) Perform traffic and pedestrian volume counts at various intervals along Dixie Highway between Oak and Broadway.
- b) Apply appropriate roadway and pedestrian improvements at those intersections with the highest vehicular and pedestrian counts.
- c) Improve pavement conditions along the entire Dixie Highway corridor.
- d) Do nothing leave Dixie Highway in its present state.

Alternatives a, b and c are recommended. Traffic and pedestrian counts are recommended to determine what types of traffic controls are justified. Those intersections having significant numbers of pedestrians and motor vehicles would have higher priority for improvements. Pedestrian improvements (including wheelchair ramps) would be focused at TARC transfer points. Upgrading of pavements and curbs is needed to accommodate through traffic and commercial uses along Dixie Highway.

- c) Issue: Dumesnil Street Problems: Speeding, Pedestrian-Vehicle Conflicts, Rough Pavement.

Alternatives:

- a) Perform traffic and pedestrian volume counts at various intervals from 15th to 18th Streets.
- b) Apply appropriate roadway and pedestrian improvements at those intersections having the highest vehicular and pedestrian counts.
- c) Improve rough pavement conditions through spot resurfacing.
- d) Provide a curve warning sign immediately after the intersection of 26th and Dumesnil Streets. Additional warning measures could be provided in the form of advisory speed limit signs.
- e) Place on Dumesnil Street 35 miles per hour speed limit signs where needed from 15th through 28th Streets.
- f) Do nothing, leave Dumesnil in its present form.

Alternatives a through e are recommended. High activity intersections would receive priority improvements, as was explained in Issue 2. By improving surface conditions on Dumesnil (preferably in conjunction with Oak Street), the overall viability of the major one-way pair would increase. Speed signs are a necessary first step to control motorists' speed. Speed control is especially important through residential areas. Finally, a curve warning sign placed immediately after the intersection of 26th Street and Dumesnil would help reduce the hazard of the abrupt curve.

- d. Issue: Traffic Speeding on Roadways Throughout the Neighborhood

Alternatives:

- a) Post 25 mph speed limit signs at various intervals on all local streets.
- b) Post 35 mph speed limit signs at various intervals on all collector and arterial streets.
- c) Encourage periodic enforcement campaigns by the Police Department.
- d) Do nothing, do not provide any additional regulatory signing on roadways throughout the neighborhood.

Alternatives a, b and c are recommended. Through the placement of speed limit signs on neighborhood streets, motorists will be informed and reminded of the speeds they are legally allowed to travel. Periodic enforcement programs by the Police Department will make the speed limit signs more effective.

e. Issue: Increased Traffic in the Vicinity of Station Park

Alternatives:

- a) Support the extension of Ninth Street and the southwest arterial concept.
- b) Improve internal circulation in Station Park.
- c) Designate truck routes for vehicles serving Station Park.
- d) Restrict trucks from using streets in primarily residential areas.
- e) Do nothing, allow unrestricted use of existing streets.

Alternatives a, b, c and d are recommended. Improvements within Station Park will facilitate access to new industrial development and reduce traffic on the peripheral streets. The Station Park Urban Renewal Plan being implemented provides for improvements of this type. Neighborhood support for the Ninth Street extension is also recommended. This transportation improvement would draw southbound traffic away from residential areas and would improve prospects for industrial development in the area south of Station Park. Alternatives c and d in conjunction would direct traffic away from residential areas and focus traffic on routes that can be improved to accommodate the increased traffic loads.

f. Issue: Inadequate Signing on Oak Street at the Railroad Underpass near 14th Street and where Oak Street Changes to One-way (Westbound) at 16th Street.

Alternatives:

- a) Provide adequate signing to warn motorists of the reduction in the number of lanes in the direction of travel.
- b) Provide appropriate pavement markings to guide traffic where the pavement width narrows to a lesser number of through lanes.
- c) Provide reflective markings on the bridge abutment adjacent to the roadway.
- d) Improve lighting underneath the railroad bridge.
- e) Place, prior to the intersection of Oak and 16th Streets, a one-way sign to inform motorists of the appropriate direction of travel.
- f) Do nothing.

Alternatives a through e are recommended. These alternatives taken together will warn motorists in advance of the conditions of the roadway ahead (e.g. pavement narrowing, changes in the direction of travel). These recommendations do not entail reconstruction of the existing facilities and, therefore, can be accomplished in the near term.

g. Issue: Insufficient Public Transportation Services Within California.

Alternatives:

- a) Pursue additional federal funding for public transportation services, both regular and elderly and handicapped service.
- b) Publicize services provided by the California Community Bus in a neighborhood campaign.

- c) Expand the transportation services provided by the neighborhood (additional hours of operation, more vehicles).
- d) Continue the level of public transportation service provided by TARC.

Alternatives b, c and d are recommended. By publicizing the existing services, better utilization of the Community Bus can be achieved. By expanding the services provided by the Community Bus a decentralized response to residents' needs would be provided. This system of transportation would not be dependent on federal funding and would be operated at a lower cost than TARC's present position would allow. Neighborhood-oriented transportation services would help meet the needs of California's elderly and handicapped. Although b and c are the primary recommendations, alternative d is also a major means of meeting neighborhood needs. The neighborhood's 7 bus routes are within a reasonable walking distance of most homes and link California with all parts of the City. TARC has recently expanded the special transportation service program through the purchase of additional and larger accessible vehicles. Operating hours have also increased, including evening and new weekend hours.

- h. Issue: Additional Bus Shelters Are Needed Along Dixie Highway Between Oak Street and Broadway.

Alternatives:

- a) Have TARC investigate the need for transit shelters along Dixie Highway where transit patronage is significant.
- b) Install benches at bus stops along Dixie Highway where transit patronage is significant.
- c) Do nothing, keep transit passenger amenities at their existing level.

Alternatives a and b are recommended. If there appears to be a need for a bus shelter at certain TARC stop locations, TARC will investigate the request and determine if the level of usage justifies installing a shelter. If the placement of TARC shelters is not feasible at particular locations, benches would be the next feasible alternative. Benches are a low-cost amenity and would make transit use more convenient, particularly for elderly patrons.

- i. Issue: Deteriorated Railroad Tracks at 18th Street in the Vicinity of Brown-Forman and on 15th Street Between Maple and Breckinridge Streets

Alternatives:

- a) Inform the appropriate railroad companies of the location and extent of deterioration of worn-out crossings.
- b) Pursue federal funding for the improvement of severely deteriorated railroad crossings.
- c) Do nothing, leave critical railroad tracks in their present condition.

Alternatives a and b are recommended. Alternative a needs to be accomplished in order to pursue alternative b effectively. By having residents and railroad companies agree on critical crossing locations, federal funding can be targeted toward priority crossings.

- j. Issue: Inadequate Clearance at the Oak Street Railroad Overpasses (9th and 14th Streets).

Alternatives:

- a) Investigate the need to improve these underpasses, and similar facilities along the Oak Street

- . corridor in light of its significance for truck and auto traffic.
- b) Improve signage warning vehicles of low clearance.
- c) Increase the clearance height (lower the roadway).
- d) Do nothing.

Alternative a is the primary recommendation. Further study is needed before structural improvements can be justified at these underpasses. Other factors that may limit trucks using Oak Street need to be considered. The significance of Oak Street in the City's transportation system as a major access to the proposed Ninth Street extension and Southwest Arterial, and alternative routes that would not require major capital improvements need to be taken into account. Upon completion of this analysis, alternative b may be appropriate. Improved signage would be a low-cost means of avoiding traffic tie-ups and damage to trucks. Alternative c may also be found necessary. This approach would depend upon federal funds.

- k. Issue: Sidewalks in Several Parts of the Neighborhood are Deteriorated, Littered and Overgrown.

Alternatives:

- a) Institute a regular program of maintenance carried out by the property owners, the California Task Force and the City of Louisville.
- b) Encourage property owners to maintain the adjoining sidewalks.
- c) Do nothing, leave the condition of California's sidewalks in their present state.

Alternatives a and b are recommended. Both approaches recognize the primary responsibility of the property owner. Alternative a is a cooperative approach, with block clubs working together and tools provided through a tool library.

- l. Issue: Pedestrian Safety Facilities (Such as Pedestrian Walk Signals, Painted Crosswalks and Accessible Sidewalks) are Needed in Several Areas of the Neighborhood Where Vehicular Traffic is Significant.

Alternatives:

- a) Paint or repaint crosswalk lines.
- b) Study the need to restrict on-street parking at some intersections, to increase clear-sight distance.
- c) Study the need to provide pedestrian signals in areas with significant pedestrian volumes.
- d) Continue the policy of requiring wheelchair ramps as a part of any sidewalk reconstruction project.
- e) Where sidewalks cross busy streets, the texture of the sidewalk surface should change near the curb, to alert the blind.
- f) Seek funding for the construction of wheelchair ramps.
- g) Do nothing, leave pedestrian safety facilities in their present state.

Alternatives a, b, c, and d are recommended. Alternative a would improve pedestrian safety by directing pedestrians to appropriate areas for crossing the street and by informing motorists of these areas. By restricting on-street parking (Alternative b) within the immediate vicinity of the intersection, motorists will have a clear field of view and consequently will be more aware of pedestrians crossing the street. Alternative d will eventually make the neighborhood more accessible to the handicapped. Since existing funding sources for the construction of handicapped ramps are limited, Alternative d appears to be more realistic than f.

Provision of pedestrian signals is a major means of improving pedestrian safety. Because of the cost of these facilities, new pedestrian-vehicle counts will be required.

## 2. Recommended Transportation Plan

The recommended transportation plan for California indicates guidelines for the future management and improvement of the neighborhood's transportation system. The recommended transportation plan is an application of the goals and policies contained in the Comprehensive Plan and Community Development Strategies targeted toward solving problems and issues facing California.

The recommended transportation plan consists of a set of guidelines and a future transportation plan map (Figure II-5). The guidelines contain the recommendations for the future transportation network and the map illustrates some of the proposed recommendations. The guidelines are broken down into two categories, general and facility specific.

Once the recommended plan is approved by the Board of Aldermen, it can be used in several ways. The neighborhood plan will be considered during the appropriation of annual budgets for both general revenue and Community Development Block Grant Funds. Proposed City-wide programs and other plans affecting California will be reviewed against the neighborhood plan. The plan's recommendations may also be included in the Metropolitan Transportation Improvement Program and the State's five year Capital Improvement Program for highways.

### a. Transportation Guidelines

#### General Guidelines

1. Manage the existing street system in California to accommodate truck and through traffic needs and to avoid nuisances for traffic sensitive land uses by designating truck routes and closing selected streets to through traffic.
2. Install shelter or benches at bus stops in the interior of the neighborhood where transit usage is high.
3. Provide adequate sidewalks and pedestrian safety aids in areas having significant pedestrian traffic.
4. Continue the policy of requiring wheelchair ramps as part of any sidewalk reconstruction project.
5. Provide for the parking needs of handicapped persons, including on-street and off-street parking.
6. Encourage residents and property owners to maintain the neighborhood's sidewalks.
7. Provide information to aid use of the public transportation system by the young, elderly and handicapped.

#### Facility Specific Guidelines

8. Study the following intersections to determine measures necessary to reduce accidents:
  - Broadway and 22nd Street
  - 22nd Street and Wilson Avenue
  - Broadway and 26th Street
  - 15th Street and Oak Street
  - Broadway and 21st Street
  - Broadway and 12th Street
  - Oak Street and 12th Street

- Broadway and 28th Street
- Broadway and 9th Street
- Garland Avenue and 22nd Street
- Broadway and 15th Street
- Broadway and 11th Street

Measures to reduce accidents include:

- improve signage and pavement markings to inform motorists of appropriate lane use.
  - investigate and remove any obstructions that adversely affect clear-sight distance and signal visibility.
  - study the need to adjust traffic signals.
  - consider the prohibition of left-turns if they can be transferred to other locations without causing greater problems.
  - prohibit on-street parking near crosswalks.
9. On Dixie Highway from Oak Street to Broadway:
    - a) perform traffic and pedestrian volume counts at various intervals.
    - b) perform analysis to determine the need for a traffic signal.
    - c) apply appropriate pedestrian and other roadway improvements at high-use intersections.
    - d) upgrade pavement conditions.
  10. On Dumesnil Street:
    - a) perform traffic and pedestrian volume counts between and including 15th and 18th Streets.
    - b) apply appropriate pedestrian and roadway improvements at high-use locations as indicated by the counts.
    - c) provide curve-warning sign or advisory speed-limit signs immediately after the intersection of 26th and Dumesnil Streets.
  11. Place speed limit signs on:
    - a) north/south streets immediately south of Broadway and Oak Streets.
    - b) east/west streets immediately west of 12th and 15th Streets (where applicable), Dixie Highway and east of 28th Street.
  12. Make 15th and 16th Streets two-way roadways from Maple to Broadway.
  13. Support the proposed 9th Street extension from St. Catherine Street to Myrtle, and the Southwest Arterial concept.
  14. Designate 9th, 12th Street, Broadway and Hill Street as through truck route serving Station Park and restrict through truck traffic on residential streets west of 15th Street.
  15. Upgrade pavement conditions on Oak Street through spot resurfacing. Upgrade signing to inform traffic that only one lane is provided underneath the railroad bridge at 14th Street and that one-way (westbound) travel begins west of the intersection of 16th and Oak Streets.
  16. Investigate the need for a bus shelter on Dixie Highway between Oak Street and Broadway.
  17. Expand the transportation services provided by the neighborhood.

18. Paint crosswalk lines and refurbish existing crosswalk lines as needed.
19. Investigate the need for a pedestrian signal at:
  - a) 28th Street and Broadway
  - b) 21st Street and Broadway
20. Improve railroad crossings at 18th Street in the vicinity of Brown-Forman and at 15th Street between Maple and Breckinridge Streets.
21. Undertake a comprehensive study of the inadequate clearance conditions at the Oak Street at 9th and 14th Streets railroad underpasses. Apply appropriate warning devices to warn motorists of low-clearance conditions. If warning devices fail to correct the problem, pursue federal monies for major improvements.

b. Future Transportation Map

Figure II-5, Transportation Recommendations, supplements the guidelines. Facility-specific recommendations are shown on this map. Phasing and relative importance of the improvements shown on this map are addressed in part E. of the transportation plan. Figure II-1, Functional Street Classification, supplements the guidelines by indicating how roads should function in the future.

## D. IMPLEMENTATION

The following subsection of the plan identifies actions and programs to implement the transportation guidelines. In the process of defining steps to achieve the guidelines, the transportation plan for California is defined in greater detail. This subsection of the plan, in conjunction with the guidelines, is a complete statement of the transportation recommendations for California, as well as a guide for achieving these recommendations. Agencies responsible for plan implementation are identified below. Rough estimates of project costs are also provided, where possible.

### 1. Improving High Accident Intersections

Fourteen intersections in California carry high traffic volumes; traffic accidents are significant at these locations (see guideline 8). To help reduce the number of accidents, analysis of these intersections is recommended to determine the need for intersection improvements. Possible improvements include additional signs and pavement markings, improved sight-distances, traffic signal adjustment, prohibition of left-turns and restrictions on parking. Pavement markings, signage and adequate clear-sight distances are the responsibility of the Kentucky Department of Transportation (KDOT) on State-maintained routes (Broadway east of 22nd, Wilson, Dixie, 21st and 22nd Streets). The City of Louisville's Department of Traffic Engineering\* is responsible for signage, pavement markings and clear-sight distances at the remaining high accident locations. The other intersection improvements to be considered are also the responsibility of Traffic Engineering, on both state and locally maintained routes. Traffic signals at all of these locations are recommended for study. Adjustments to the length of the yellow phase, or creation of an all-red phase may allow vehicles to clear the intersection and reduce accidents. Analysis of the traffic signals would be carried out by Traffic Engineering as part of its ongoing management of the system. Creation of no-parking zones near the intersection is also recommended for study. Restriction of curb parking would improve visibility for drivers and pedestrians. The Traffic Engineering Department is responsible for parking restrictions and left-turn prohibitions. All of these improvements can be funded from the operating budgets of the State and local agencies. Pavement markings are repainted every other year, lane arrows or additional symbols that may be needed can be provided in the course of normal maintenance.

### 2. Lower Traffic Speeds

Reduced traffic speeds have been recommended for streets in residential areas. To achieve this, the Department of Traffic Engineering should post speed-limit signs at appropriate locations. On local and "collector" streets 25 mph signs are needed; 35 mph signs should be placed at major entry points into the neighborhood and where traffic makes the transition from "arterial" to "local" streets. Cooperation from neighborhood residents is necessary, to identify locations lacking signs and experiencing problems with speeding. The Task Force should coordinate identification of these areas, and forward this information to Traffic Engineering.

The signs should be backed up by periodic enforcement campaigns. The Traffic Bureau of the Louisville Division of Police can institute an intensive enforcement program,

\*Note: As of July, 1982, the Department of Traffic Engineering is becoming a part of the City's Department of Public Works.

assigning a squad car or two motorcycles to areas of frequent speeding problems and returning to the neighborhood periodically as needed. The enforcement program should be initiated if speeding continues after the speed-limit signs are installed. A letter requesting the enforcement program should be sent by the California Task Force. Posting speed-limit signs and police enforcement programs can be accomplished without special appropriations. These actions are within the scope of the departments' operating budgets.

### 3. Improvements to Dixie Highway

The Plan recommends improving pavement conditions, studying the need for traffic signals and pedestrian facilities, and installing needed facilities. Re-surfacing of Dixie Highway from Broadway to Crums Lane is scheduled for the Summer of 1982. This project will cost \$236,000 and will be funded by the Kentucky Department of Transportation. It is recommended that the Department of Traffic Engineering study the portion of Dixie Highway between Broadway and Oak Street to determine the need of vehicles and pedestrians for a side-street entry traffic signal. Evaluation of the intersection with Garland Avenue will be especially important in light of recent and proposed developments in the area. Traffic Engineering will be able to study this portion of Dixie Highway as part of its regular responsibilities, without special funding. If traffic signals are needed, however, special funding will be required. Installation of a new traffic signal costs roughly \$20,000; pedestrian signals raise the price to \$23,000. Because Dixie Highway is a state-maintained route, the traffic signal would be paid for by the Kentucky Department of Transportation.

### 4. Improvements to Oak-Dumesnil Corridor

Several improvements are proposed for this traffic corridor. Resurfacing of Oak Street between 10th and 15th Streets has been included in the 1983 Transportation Improvement Plan. It is anticipated that urban systems funds with local municipal aid monies will be used for this project. Analysis of Dumesnil Street between 15th and Dixie Highway would be the responsibility of Traffic Engineering. Improvements for pedestrians and changes in traffic signals should be considered at these intersections. The Department's operating budget would cover the study of this area; new signals would require special funding. Traffic Engineering should also install the signs recommended for these corridors: a curve warning-sign on Dumesnil at 26th Street, one-lane traffic on Oak Street beneath the railroad overpass at 14th Street and, one-way traffic on Oak west of 16th Street. No special funding is requested for installing these signs. Finally, a study of the Oak Street railroad underpasses is recommended. The study should consider the adequacy of signs warning of low clearance beneath the bridges. Additional signing and lowering of the roadbed should be weighed in light of the need to improve these portions of Oak Street. Oak Street's role in the City's transportation system (as an access route to the Ninth Street extension and Southwest Arterial), and the importance of unobstructed truck traffic on the Oak-Dumesnil corridor need to be considered when determining the appropriate level of expenditure. Projected industrial development south of Station Park and access routes for that development should be taken into account. The Departments of Traffic Engineering and Public Works should carry out this analysis of the Oak Street railroad underpasses.

### 5. Restricting Station Park Truck Traffic

Three implementation measures are recommended to deal with increased truck traffic generated by Station Park. First,

recommended truck routes should be established. Signs should be posted directing trucks to use specific streets. This would be part of a larger effort to create a city-wide system of truck routes. In California, Broadway, 9th and 12th Streets should be designated as truck routes. In addition, Hill Street should serve as an east-west route for trucks arriving from or headed toward the south. Related to this designation, improvements should be made to these streets. Several improvements are scheduled for 12th Street, which was recently added to the list of streets eligible for federal Urban System funds. The Department of Public Works is negotiating with the K&IT and ICG Railroads to install rubberized crossing pads at 12th and Ormsby and 12th and Magnolia. The portion of 12th Street between Kentucky and Broadway will be reconstructed to provide adequate travel lanes and maneuverable intersections for Station Park traffic. The roadbed will be lowered to provide adequate clearance for trucks at the underpass south of Broadway. Upon completion of these improvements, 12th Street will provide access to Station Park development and will facilitate truck movement between Main Street and Seventh Street south of Hill Street. Until Ninth Street is extended, 12th Street should serve as the primary north-south route for through truck traffic in the Station Park area. Ninth Street is also being improved as part of Station Park, with construction beginning in 1982. Ninth Street will be a four-lane, divided facility linking Station Park with the Interstate system. Creation of the truck route system for Louisville will require action by the Board of Aldermen. Posting signs will be the responsibility of the Department of Traffic Engineering. Land use goals for California -- improved residential areas west of 15th Street, and revitalized neighborhood shopping on Dixie Highway -- restrict the streets in the area that are appropriate as major truck routes. It should be noted, however, that other major streets will continue to serve truck traffic. Oak, Dumesnil, 15th, 18th, 21st and 22nd Streets in particular are likely to serve trucks because of their role in the City's transportation network. Because of their relationship to adjacent land uses, truck route signs and measures to encourage truck traffic are not recommended for these streets.

The second measure to restrict truck-traffic is the development and adoption of an ordinance prohibiting through trucks from using certain streets. This would protect residential areas from truck traffic and encourage the use of designated truck routes. Proposed restrictions on through truck traffic are shown on Figure II-5. This implementation measure requires adoption of enabling legislation by the Board of Aldermen and adoption of ordinances applying the ban on trucks to specific streets. The City Law Department and Traffic Engineering should be involved in developing the enabling legislation and ordinances. Signs indicating the prohibition of through trucks should be posted near 15th Street and Dixie Highway; this would be the responsibility of Traffic Engineering.

The third implementation measure is construction of a barrier on Kentucky Street just west of 15th Street. This measure would in effect create a dead-end street, with access only from 16th Street. The barrier should take the form of a cul-de-sac, with a circular turn-around at its terminus. With acquisition of a single vacant lot at the northwest corner of 15th and Kentucky, there is adequate space for construction of an offset turn-around of 35 foot radius, plus room for sidewalks. The creation of a physical barrier on Kentucky Street will prevent truck and auto traffic generated by Station Park from using this quiet residential street. The closing would contribute to the residential revitalization of Kentucky Street west of 15th, in a more effective manner than the posting of truck

prohibition signs can achieve. Because of its continuity with Station Park and improvements to eastern sections of Kentucky for industrial traffic, a physical closing of Kentucky Street appears justified. The construction costs will depend on design of the cul-de-sac. Land acquisition costs should be minimal; comparable vacant lots sell for \$3,000 or less. Funding sources include CDBG funds and general revenue funds.

#### 6. Improving Railroad Crossings

Railroad crossings on 15th and 18th Streets are recommended for improvement. The crossing on 15th Street, north of Breckinridge, is eligible for Urban System funds, and should be upgraded as part of the improvements for Station Park. The Department of Public Works should obtain funds for this project and work with the railroad to have the improvements constructed. Rubberized platforms may be the best solution for this crossing. The railroad crossing on 18th Street between Breckinridge and Maple Streets is within the State's jurisdiction. Although KDOT has scheduled 18th Street for repaving during 1982, no improvements are planned for the railroad crossing. The State considers crossing improvements apart from repaving projects, and reimburses the railroad for a portion of the costs, rather than doing the work itself. Although the 18th Street crossing is not a high priority project for the State at this time, it is recommended for consideration. As other crossings in worse condition are improved, KDOT should inspect the 18th Street crossing and determine the relative need to make improvements there.

#### 7. Two-Way Traffic on 15th and 16th Streets

The Russell Neighborhood Plan has proposed changing 15th and 16th Streets from a one-way pair to two-way streets. This recommendation supports the housing redevelopment proposed for the portion of Russell west of 15th Street. Through traffic on 16th would be reduced in the Russell area, while 15th Street would be improved as an arterial separating the residential area from the commercial and industrial development east of 15th Street. The California Neighborhood Plan endorses these changes as part of the Russell Plan, and include corresponding adjustments to the street network within California. The Traffic Engineering Department should analyze traffic flows north of Maple Street to determine that this change in street usage will not create traffic flow problems. Following this study the Department should work with the City Law Department to develop the ordinance removing 15th and 16th Streets from the one-way street network. Involvement of the California Task Force will be needed to gain approval by the Mayor and Board of Aldermen. Sign changes to reflect the new status of these streets will be Traffic Engineering's responsibility.

#### 8. Support for the Ninth Street Extension

The California Neighborhood Plan supports the extension and improvement of Ninth Street from Broadway to Seventh Street. This project would offer an attractive route for trucks and through traffic. The portion between Broadway and Kentucky Street will be improved as part of the Station Park project. Construction of the facility from Kentucky to Seventh Street would reduce truck traffic in residential areas. It would also make the area south of Station Park more desirable for industrial development. The California Task Force should work with the Limerick Neighborhood Association and the Old Louisville Neighborhood Council to gain public funding for this project. Funding commitments from the City and the State will be needed to obtain the \$1.5 million of local matching funds for construction. Preliminary estimates place the cost of this project at \$6 million. Possible

sources for the local match include Community Development funds and economic development funds that may become available (successor to the Federal Economic Development Assistance program).

#### 9. Crosswalks

Seven intersections have significant levels of pedestrian traffic and currently lack crosswalks (see Figure II-5). Crosswalk lines should be provided at these locations. Elsewhere in California crosswalk lines already exist but are in need of repainting. Pavement markings are the responsibility of the City Traffic Engineering Department or for State-maintained routes the Kentucky Department of Transportation. Where repainting is needed, this will be done as part of normal maintenance. The City repaints pavement markings every other year. The City and the State, as appropriate, should add crosswalk lines at these intersections which have not had them in the past. A letter should be sent by the California Task Force to Traffic Engineering requesting this action. No special funds would be required to implement these recommendations.

#### 10. Additional Pedestrian Signals

Study of the 28th and Broadway and 21st and Broadway intersections is recommended, to determine the need for pedestrian signals. Provision of signals along the Dixie Highway corridor should also be considered (Item 3). These studies would be the responsibility of the Traffic Engineering Department; additional funding would not be required. If the signals are needed at these intersections, Municipal Aid Program funds would have to be allocated. The approximate cost of adding the signals is \$3,000 per intersection.

#### 11. Sidewalk Maintenance

Sidewalks in some parts of California are poorly maintained. Sidewalk maintenance is the responsibility of the adjoining property owner. The plan recommends increased efforts by residents and property owners to maintain the sidewalks. Removing litter and controlling weeds would improve the appearance of the area and reduce tripping hazards. Irregular surfaces and holes should be marked with yellow paint, to warn pedestrians. Replacing walkways is costly and no City funds are available for this purpose. The existing sidewalks are adequate; replacement is not needed in most instances. Neighborhood work days may encourage residents to take greater interest in the condition of their sidewalks. If tools for controlling weeds are considered helpful, they could be provided through the neighborhood tool library. The California Task Force and block clubs should coordinate these cleanup efforts.

#### 12. Facilities for the Handicapped

As recommended by the neighborhood plan, recommended measures to improve the mobility of the handicapped include the provision of wheelchair ramps and reserving parking spaces for the handicapped. Provision of wheelchair ramps as part of projects that entail sidewalk reconstruction is currently required by the City Department of Public Works. Continuation of this policy is recommended as a means of obtaining the needed improvements without straining public resources. In addition, provision of public funds for construction of ramps along routes commonly used by elderly residents is supported. Sidewalks linking California Square with shopping, recreation and bus service should have ramps at each intersection. This would entail ramp construction at Garland and 17th, Kentucky and 16th and Prentice and 16th. Community Development funds could be used for this purpose; the cost of each curb cut is approximately \$300.

The California Task Force should provide information about special parking programs for the handicapped. The Department of Traffic Engineering can reserve an on-street parking space in front of the residence of handicapped persons. To be eligible, the person must own an automobile and have a handicapped parking permit. To reserve a space, the Department must be contacted, and the need for the space must be demonstrated at an on-site visit. If approved, the Department will install a sign and mark the pavement to indicate that the parking space is reserved for the holder of a specific handicapped parking permit. Handicapped parking permits (available from the State or from the County Clerk's office) enable disabled persons to use reserved parking spaces at shopping centers, etc.

### 13. Transit Shelters and Benches

Bus shelters have been requested for passengers using the Preston - 18th Street bus route between Oak and Broadway. Transit shelters that include advertising are provided without public funding at stops with adequate usage. However, a policy governing advertising along State-maintained routes prevents installation of this type of shelter. As a first step in addressing the needs of transit users, it is recommended that TARC investigate bus stops along this portion of 18th Street to determine if transit patronage justifies installing a shelter. In addition, TARC should consider whether a publicly-funded shelter should be installed. This would cost approximately \$2,000 and would be funded from TARC's capital improvements budget. TARC would provide such a facility only if the need is great. A second possibility for obtaining a transit shelter hinges on current discussions between the City and State. If Dixie Highway is dropped from the list of State-maintained routes, it would become eligible for shelters that include advertising and are privately funded. The third approach is to install benches rather than shelters along 18th Street. Benches would help compensate for the lack of shelters, and can be provided at very low cost. Simple benches could be built at high use bus stops along 18th Street and elsewhere in the neighborhood where usage is high or concentrations of elderly persons use the bus. The California Federation could coordinate installation of benches, possibly with assistance from neighborhood businesses. The City Department of Public Works would have to review the siting of benches to make certain that pedestrian traffic is not obstructed.

### 14. Expansion of Community Bus Service

Several actions are recommended to expand the transportation services provided by the community bus. A necessary first step is to ensure that maintenance and operating expenses are met. The California Task Force should encourage the Community Action Agency to continue funding the neighborhood van. If State allocations prevent Community Action Agency from funding the van, the Task Force would be responsible for these expenses. If the need should arise, it is recommended that the Task Force meet operating expenses through fund raising projects, corporate support or income from the neighborhood shopping center. To expand use of the existing vehicle, the Task Force should continue efforts to publicize services provided by the van. The newsletter of the California Federation and block club meetings should be effective in this regard.

The need for an additional, larger vehicle has been expressed. A 50-passenger vehicle would be useful for larger-scope activities and social events. The California Federation should consider acquiring another bus or van if adequate purchase and operating funds are available. Donation

or purchase of a used bus would reduce the costs involved. Corporate sponsorship is the likely source of funds for this project.

15. KIPDA Mobility Curriculum

Use of the KIPDA mobility curriculum is recommended to help transit-dependent persons take full advantage of TARC's services. This program focuses on elderly, handicapped and young persons. KIPDA's program is available free of charge and can be presented in a single three-hour session. KIPDA's Transportation Division will provide manuals and film strips that enable a neighborhood resident to administer the Mobility Curriculum. The California Task Force should determine the need for this educational program. If California residents would benefit from the Mobility Curriculum, the Task Force should coordinate the session and publicize it among neighborhood residents.

## E. PRIORITIES

The preceding section of the plan identified measures to implement the transportation recommendations for California. In this final section of the plan, the sequencing and relative importance of implementation measures is established. For each implementation action, the responsible agency and timeframe for starting the action are indicated. The priority of implementation actions is also established. The priority indicated in the following Table was developed by the California Task Force, and agrees with the priorities recommended by the Planning Commission staff.

The implementation measures for transportation recommendations are summarized in Table II-4. Recommended actions have been organized into three groups according to their relative priority. Highest priority actions are those measures that are most significant for implementation of the land use plan. The priority rankings indicate the importance of the recommended action, rather than the time at which it should occur. The "startup time" entries indicate when steps should be taken to bring the implementation action "on line". Immediate actions should be undertaken as soon as possible to implement the recommended action after adoption of the neighborhood plan by the Board of Aldermen. Short-range actions should be undertaken between 6 months and 18 months after the Board's adoption of the plan. Measures to implement medium-range actions should be taken in the period between 18 months and 3 years from the time of plan adoption.

TABLE II-4

TRANSPORTATION IMPLEMENTATION AND PRIORITIES

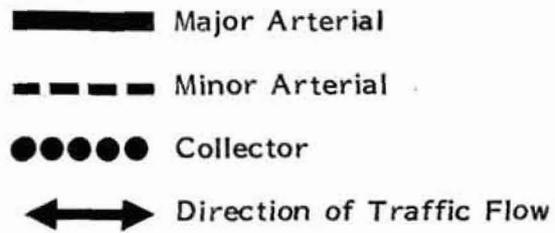
<u>Implementation Measure</u>	<u>Responsible Agency</u>	<u>Startup Period</u>
<u>1. Highest Priority Actions</u>		
Improvements to Dixie Highway (traffic and pedestrian signals, repave)	Traffic Engineering, KDOT	Immediate
Designate routes for through truck traffic	Board of Aldermen, Traffic Engineering	Immediate
Prohibit through trucks in residential areas	Board of Aldermen, Law Dept., Traffic Engineering	Immediate
Providing crosswalk lines	Traffic Engineering KDOT	Short-range
Providing additional pedestrian signals	Traffic Engineering	Short-range
<u>2. High Priority Actions</u>		
Improvements to high accident intersections	Traffic Engineering, KDOT	Short-range
Lower traffic speeds	Division of Police, Traffic Engineering	Immediate
Support for Ninth Street Extension	California Task Force	Short-range
Improvements to Oak-Dumesnil Corridor	Works Department, Traffic Engineering	Short-range
<u>3. Medium Priority Actions</u>		
Improving railroad crossings	Works Department, KDOT	Medium-range
Facilities for the handicapped	California Task Force Traffic Engineering	Short-range
Expansion of Community Bus Service	California Task Force, Community Action Agency	Short-range
Transit shelters and benches	TARC, California Task Force	Immediate
Two-way traffic on 15th and 16th Streets	Traffic Engineering, Board of Aldermen	Short-range
KIPDA Mobility Curriculum	KIPDA, California Task Force	Short-range

**FIGURES...**

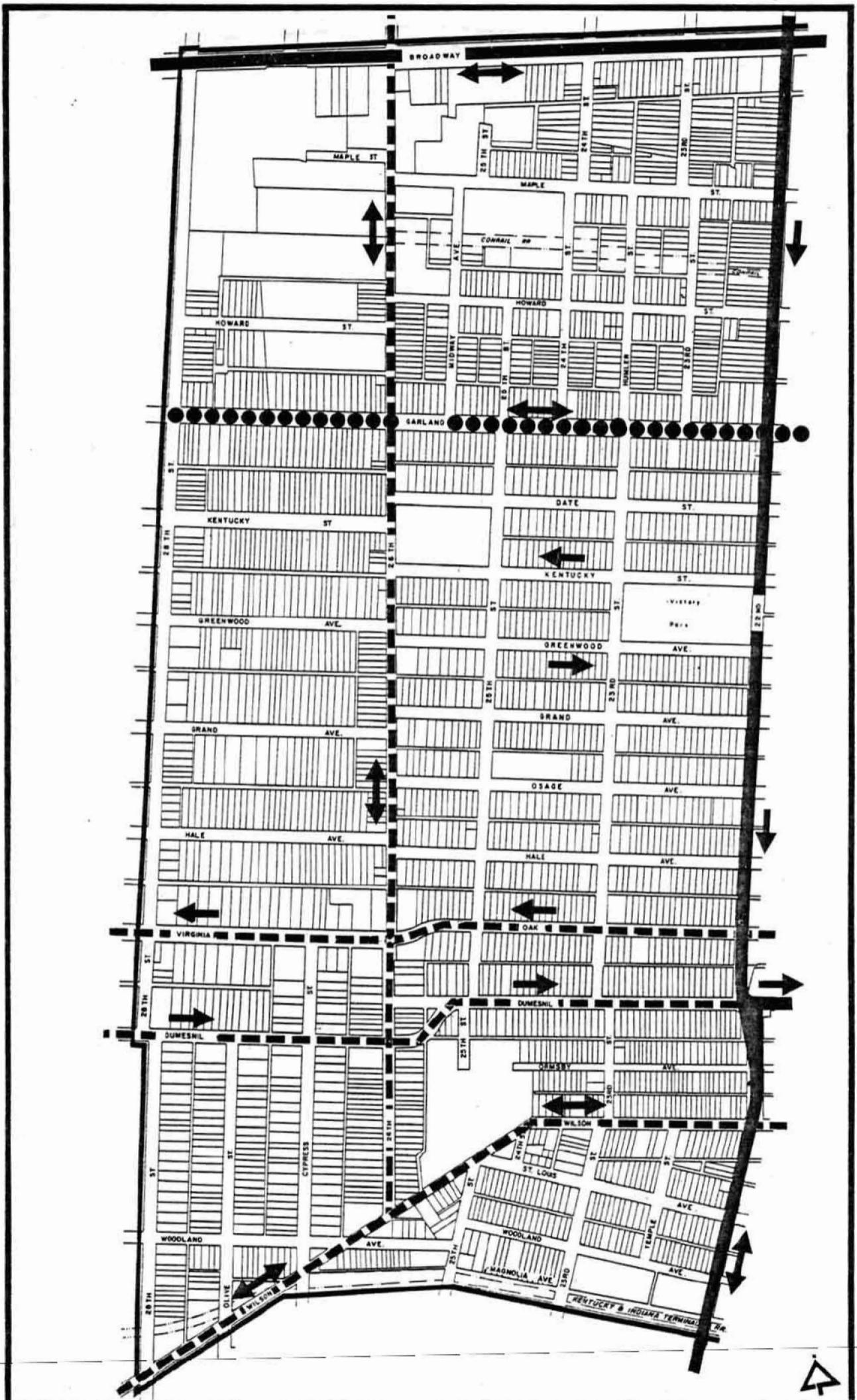
**TRANSPORTATION**

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# II-1 FUNCTIONAL STREET CLASSIFICATION and TRAFFIC FLOW



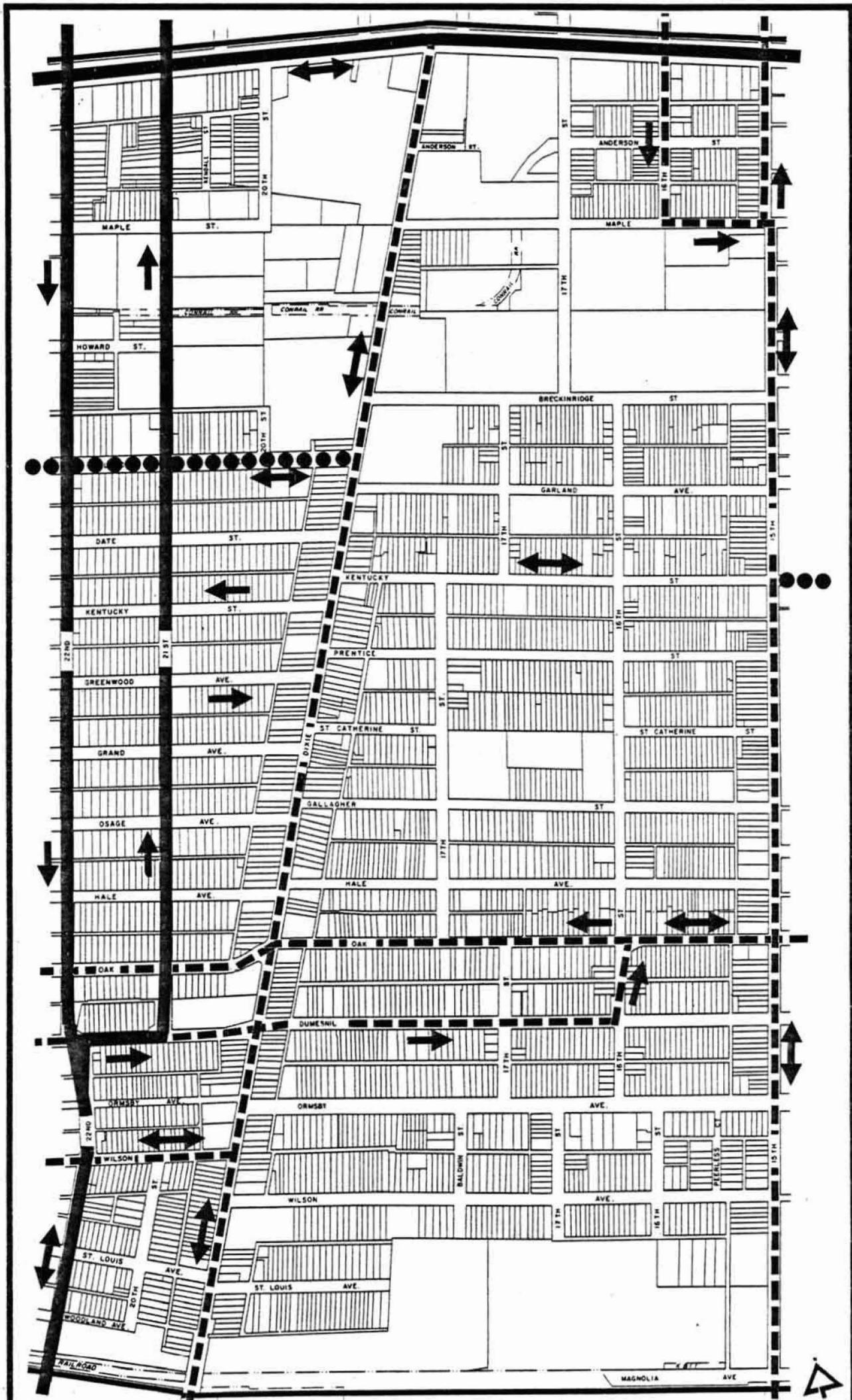
Source: Louisville and Jefferson County  
Planning Commission;  
December, 1981



**CALIFORNIA NEIGHBORHOOD**  
 Louisville and Jefferson County  
 Planning Commission

**FUNCTIONAL STREET CLASSIFICATION and TRAFFIC FLOW**

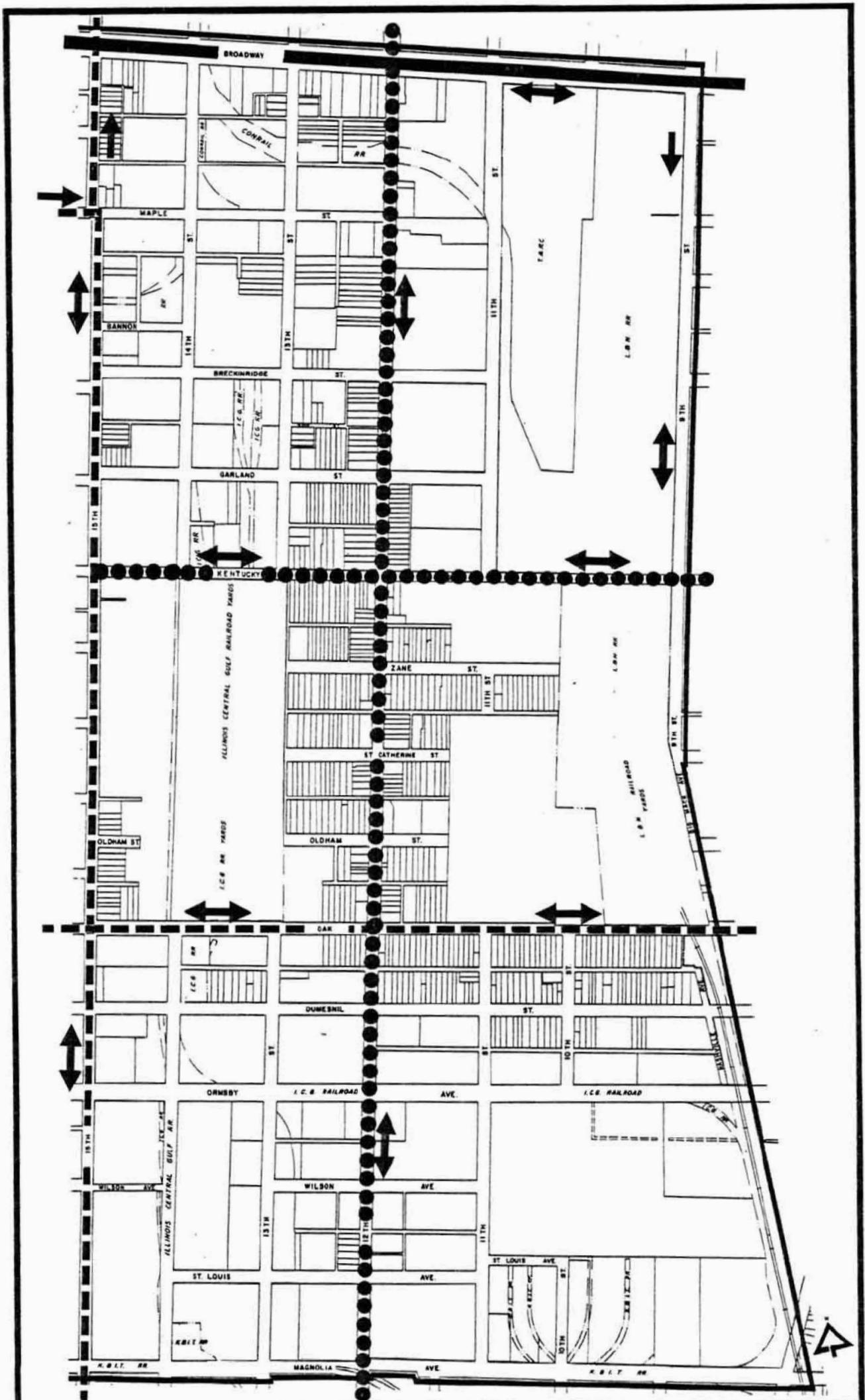




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 Planning Committee

## FUNCTIONAL STREET CLASSIFICATION and TRAFFIC FLOW





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 Louisville and Jefferson County  
 Planning Commission

**FUNCTIONAL STREET CLASSIFICATION and TRAFFIC FLOW**



## II-2 TARC ROUTES and SHELTERS

■■■■■■ Tarc Routes

②⑤

Route Identification Number



Shelter

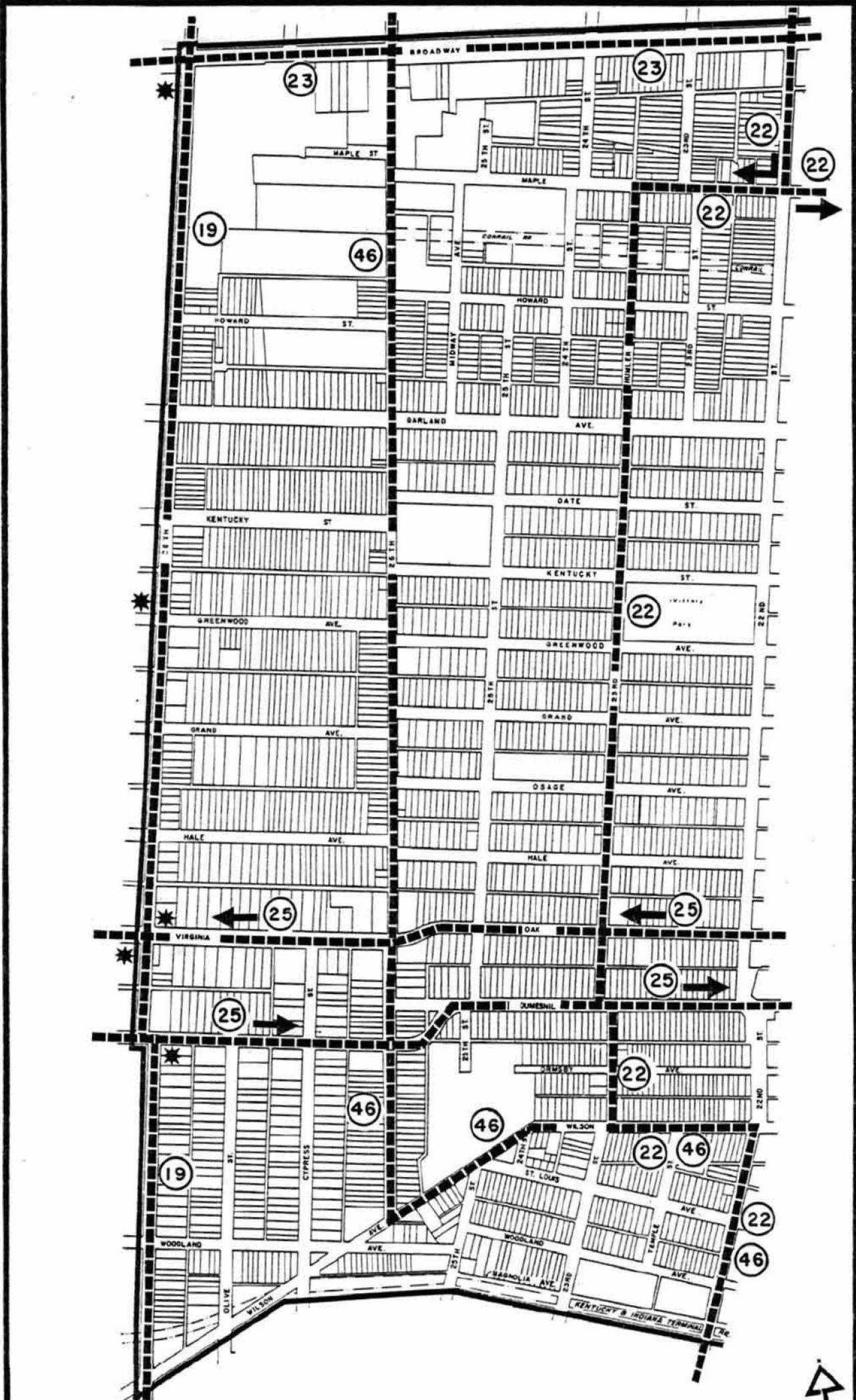


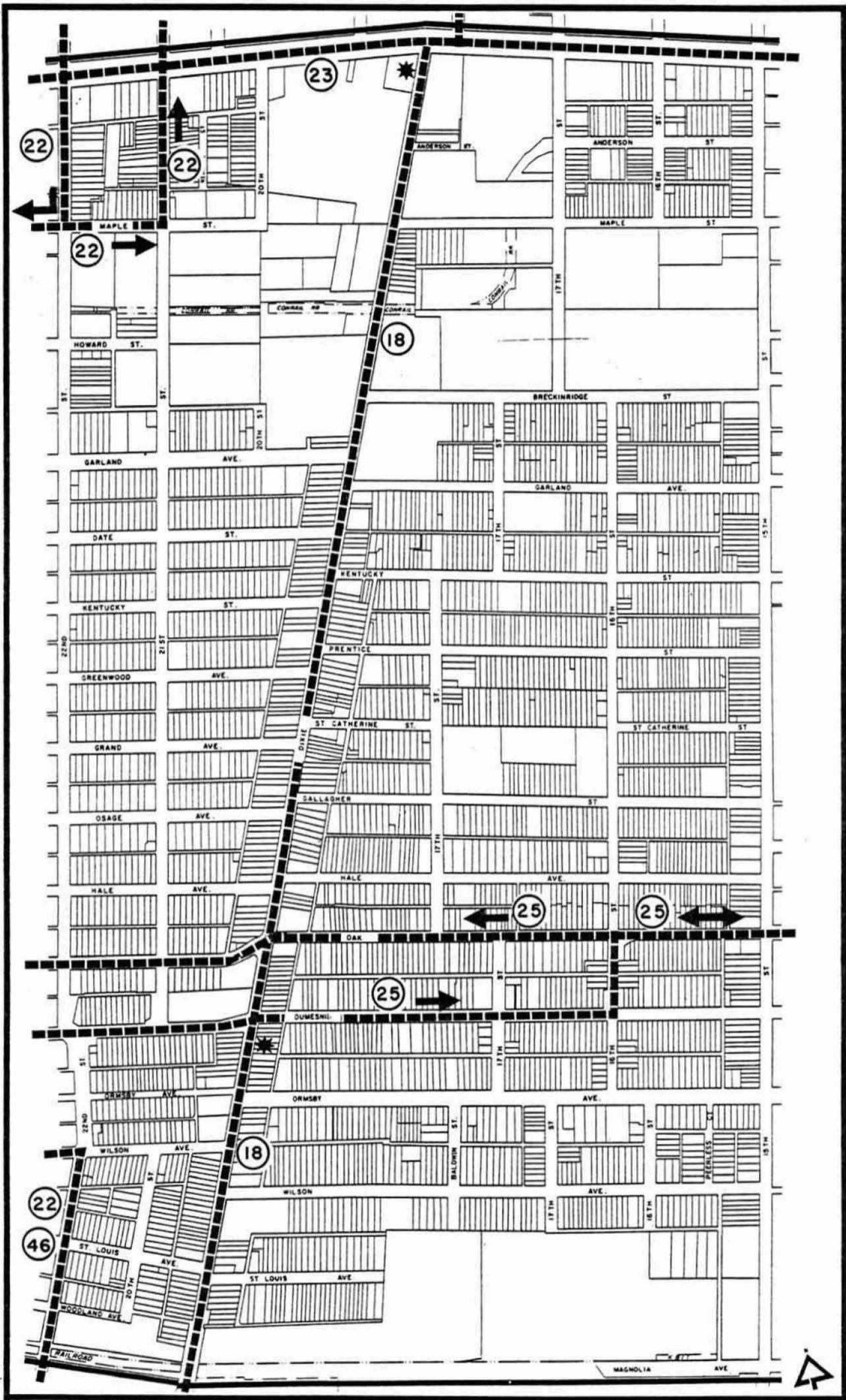
Park and TARC Lot  
(1127 West Oak Street)

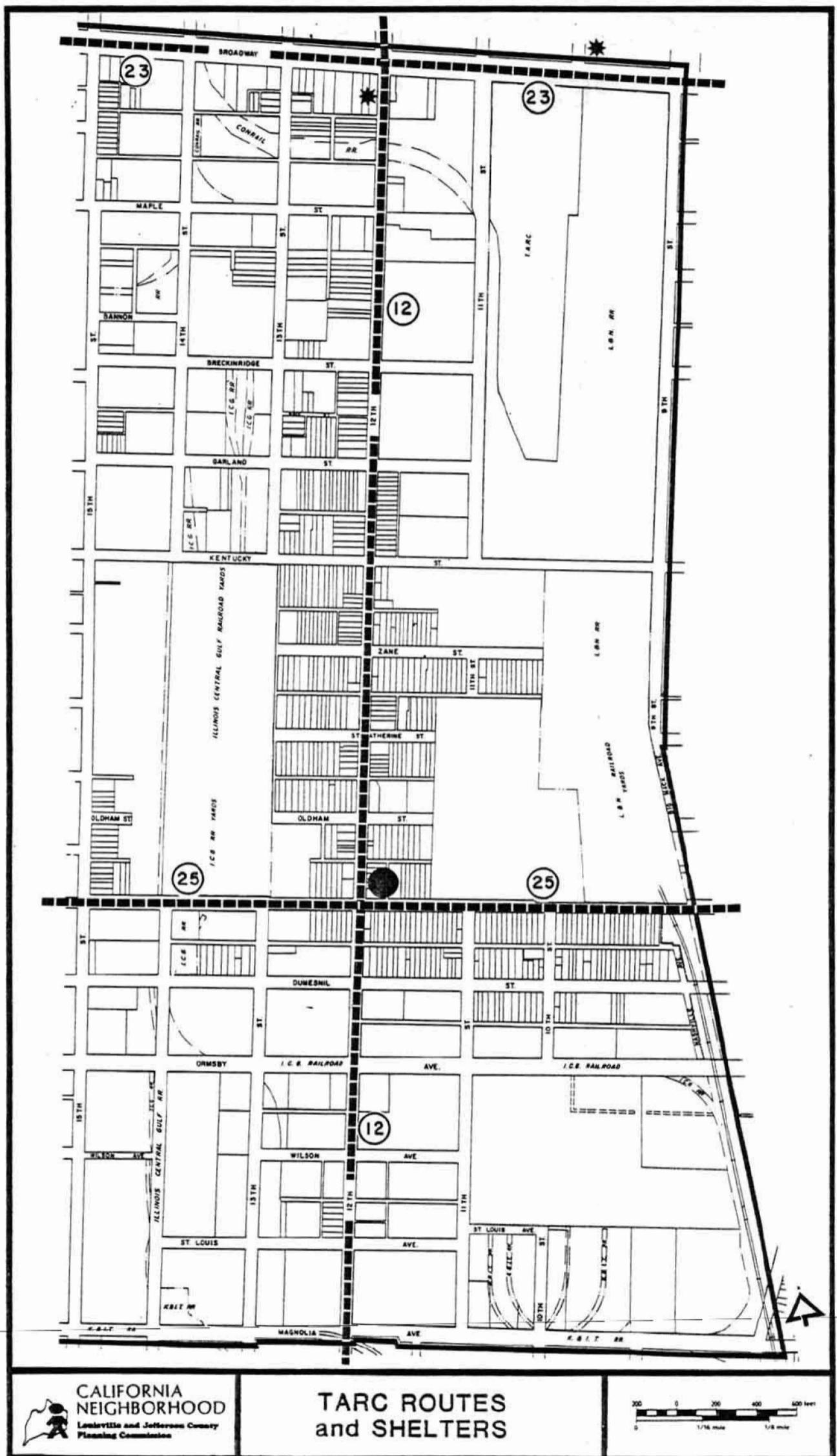
Routes Serving the California Neighborhood:

- 12 Twelfth Street
- 18 Preston - 18th Street
- 19 Muhammad Ali Boulevard (accessible)
- 22 22nd Street
- 23 Broadway (accessible)
- 25 Oak Street
- 46 G.E. Express/26th Street

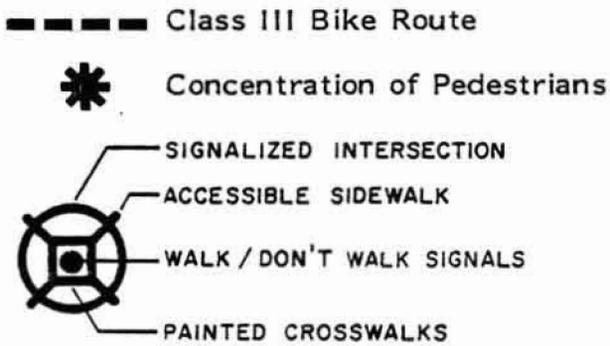
Source: Transit Authority of the River  
City, Transit Map of Greater  
Louisville; October, 1981.



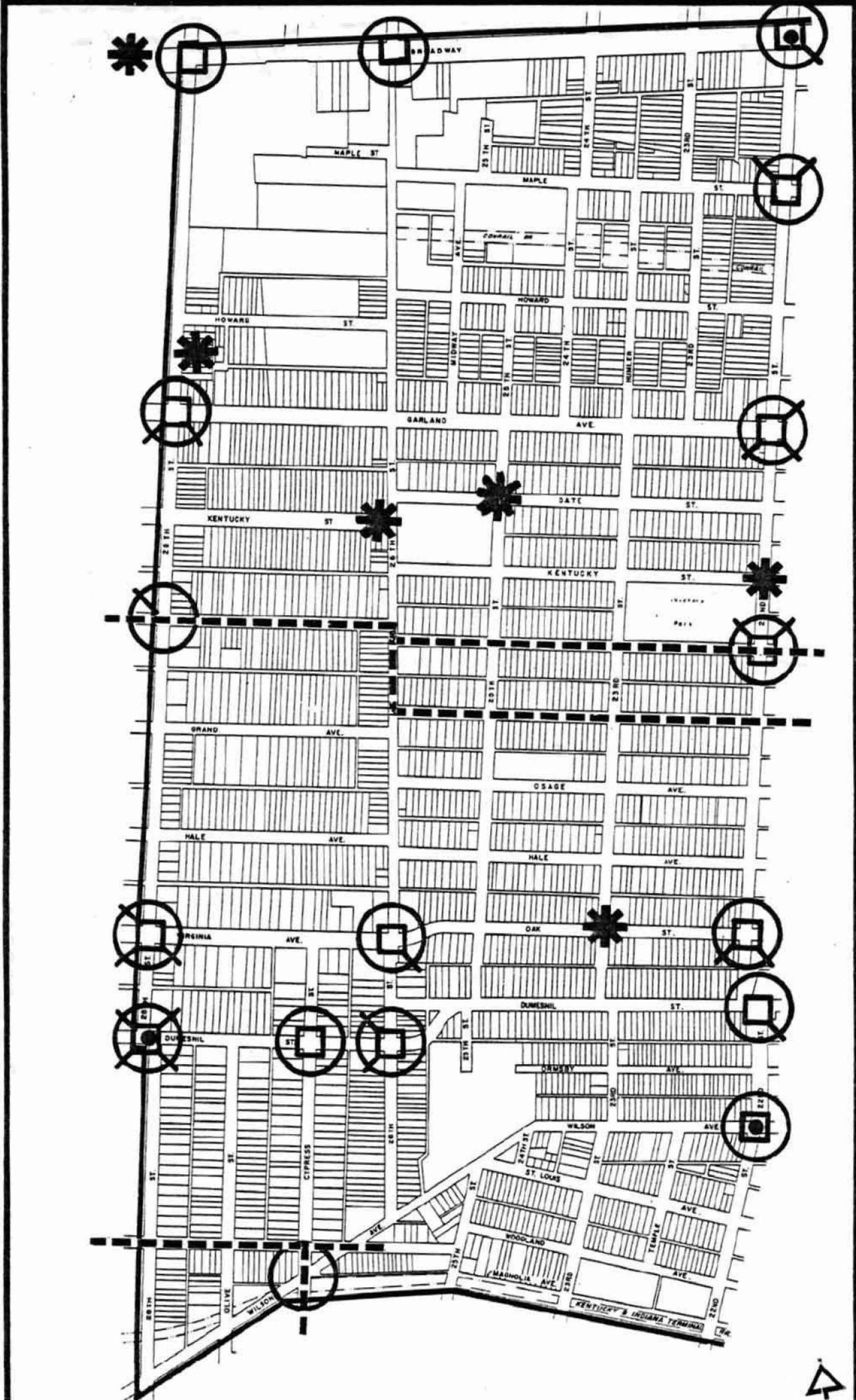


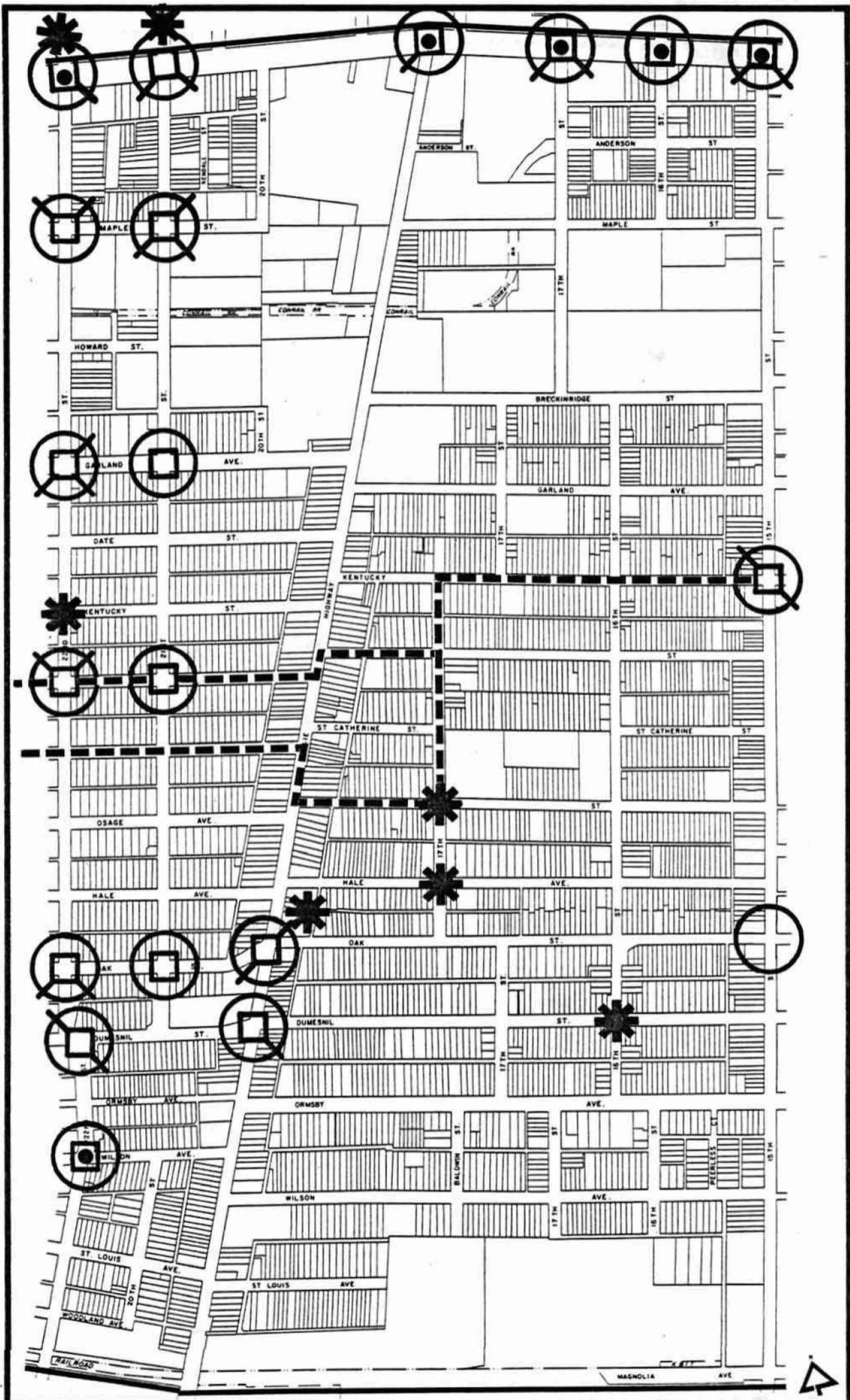


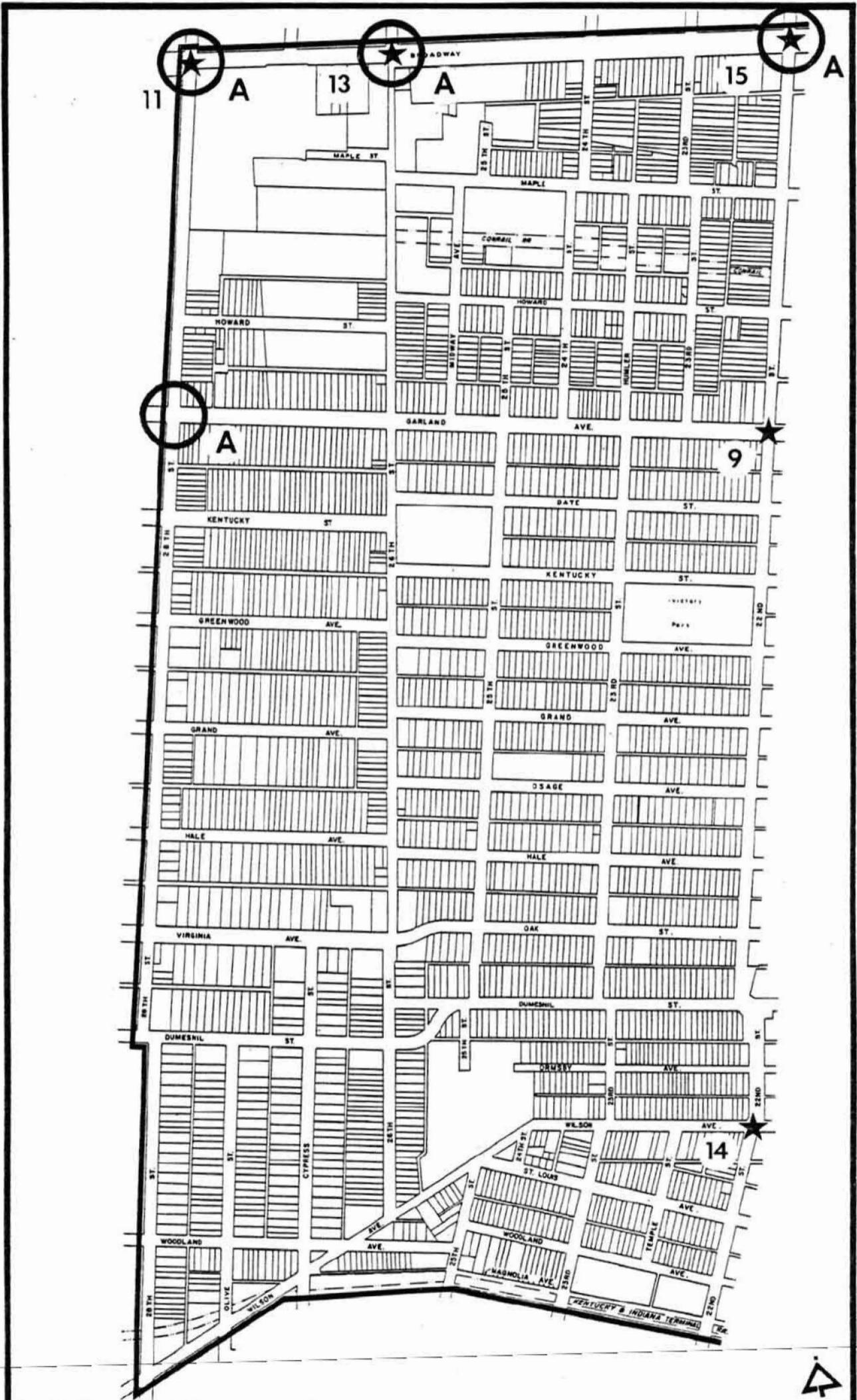
## II-3 BIKE ROUTES and PEDESTRIAN FACILITIES



Sources: Louisville and Jefferson  
County Planning Commission, 1981  
KIPDA, Bikeways Plan, 1977  
Louisville and Jefferson County  
Traffic Engineering, 1981



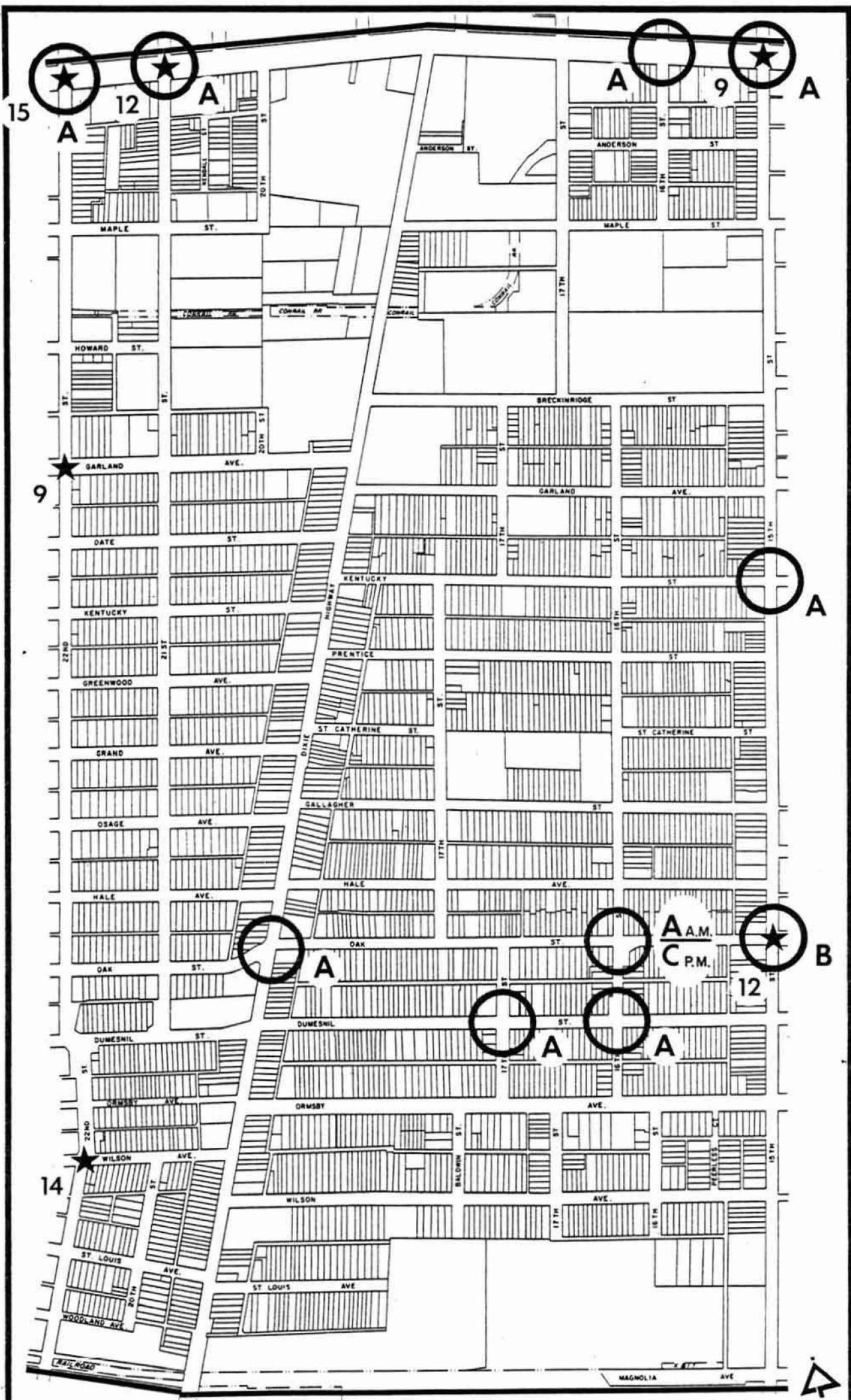




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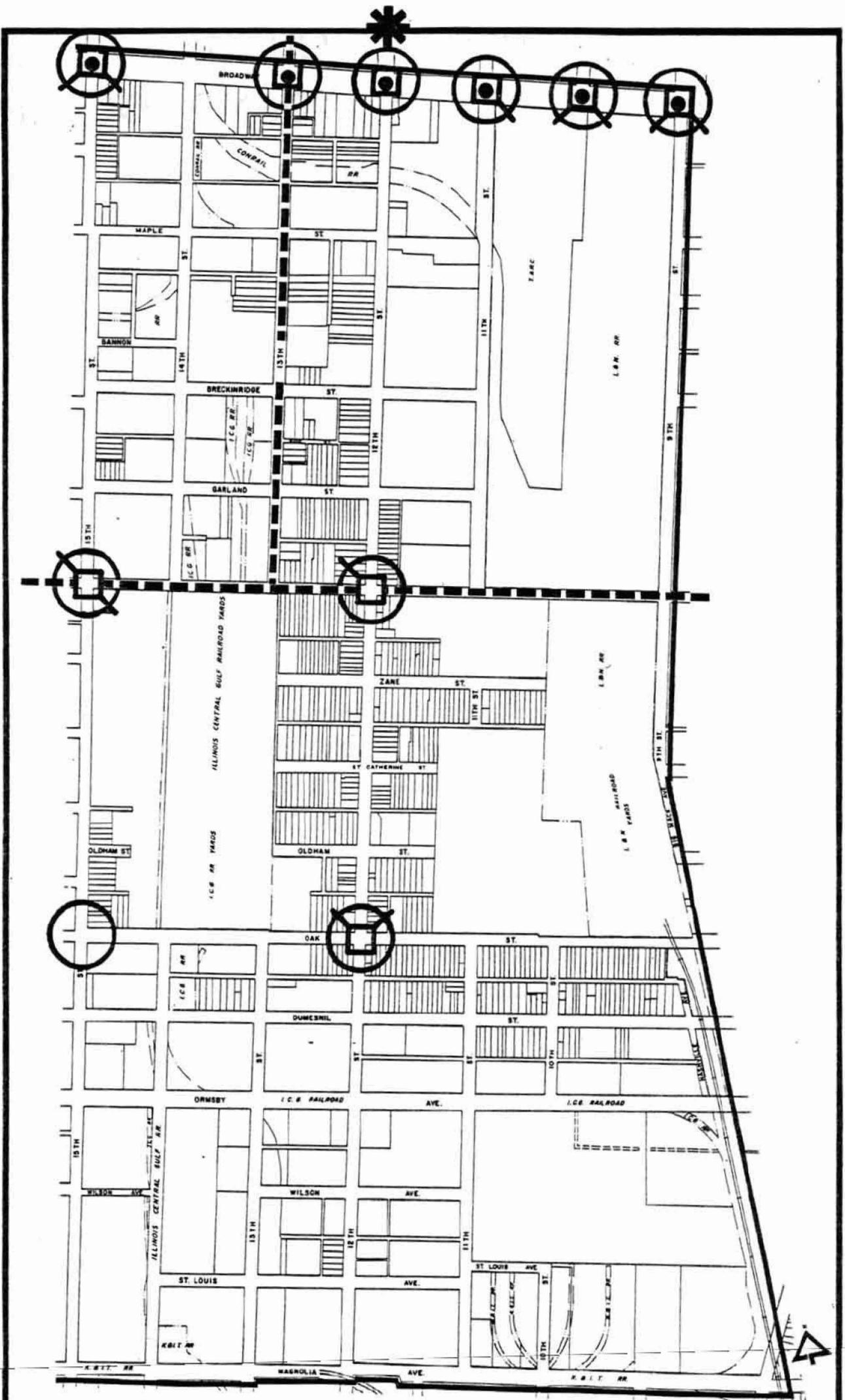
**INTERSECTION ADEQUACY  
 and FREQUENT  
 ACCIDENT LOCATIONS**





**INTERSECTION ADEQUACY**  
**and FREQUENT**  
**ACCIDENT LOCATIONS**





**CALIFORNIA NEIGHBORHOOD**  
 Louisville and Jefferson County  
 Planning Committee

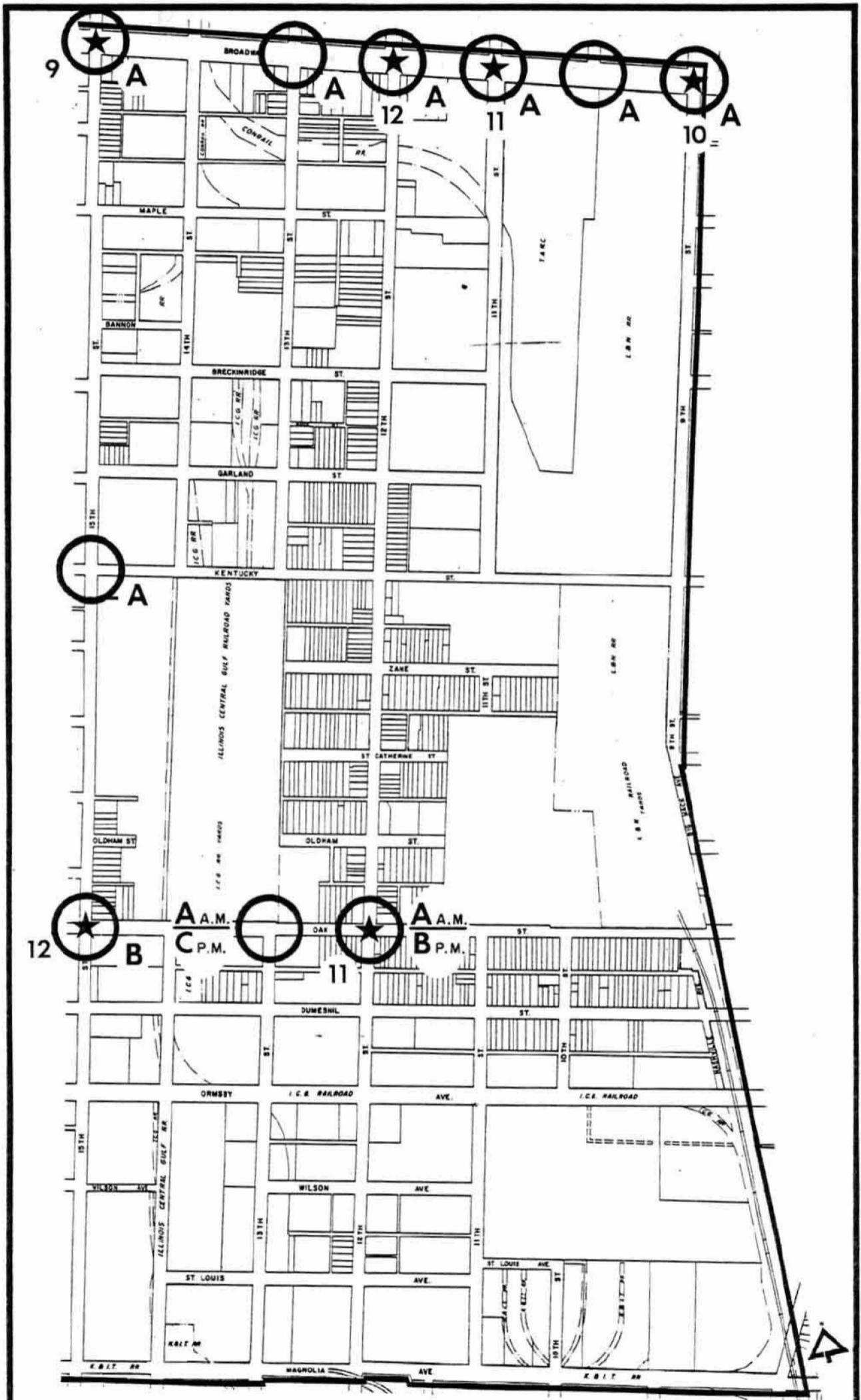
**BIKE ROUTES and PEDESTRIAN FACILITIES**



## II-4 INTERSECTION ADEQUACY and FREQUENT ACCIDENT LOCATIONS

-  Level of Service
- A** Excellent Flow
- B** Stable Flow
- C** Tolerable Delay at the Intersection
-  Frequent Accident Location
- 0** Number of Accidents at Intersection during 1980

Sources: City of Louisville Department of Traffic  
Engineering - Intersection Counts  
City of Louisville Police Department  
Louisville and Jefferson County  
Planning Commission, 1981



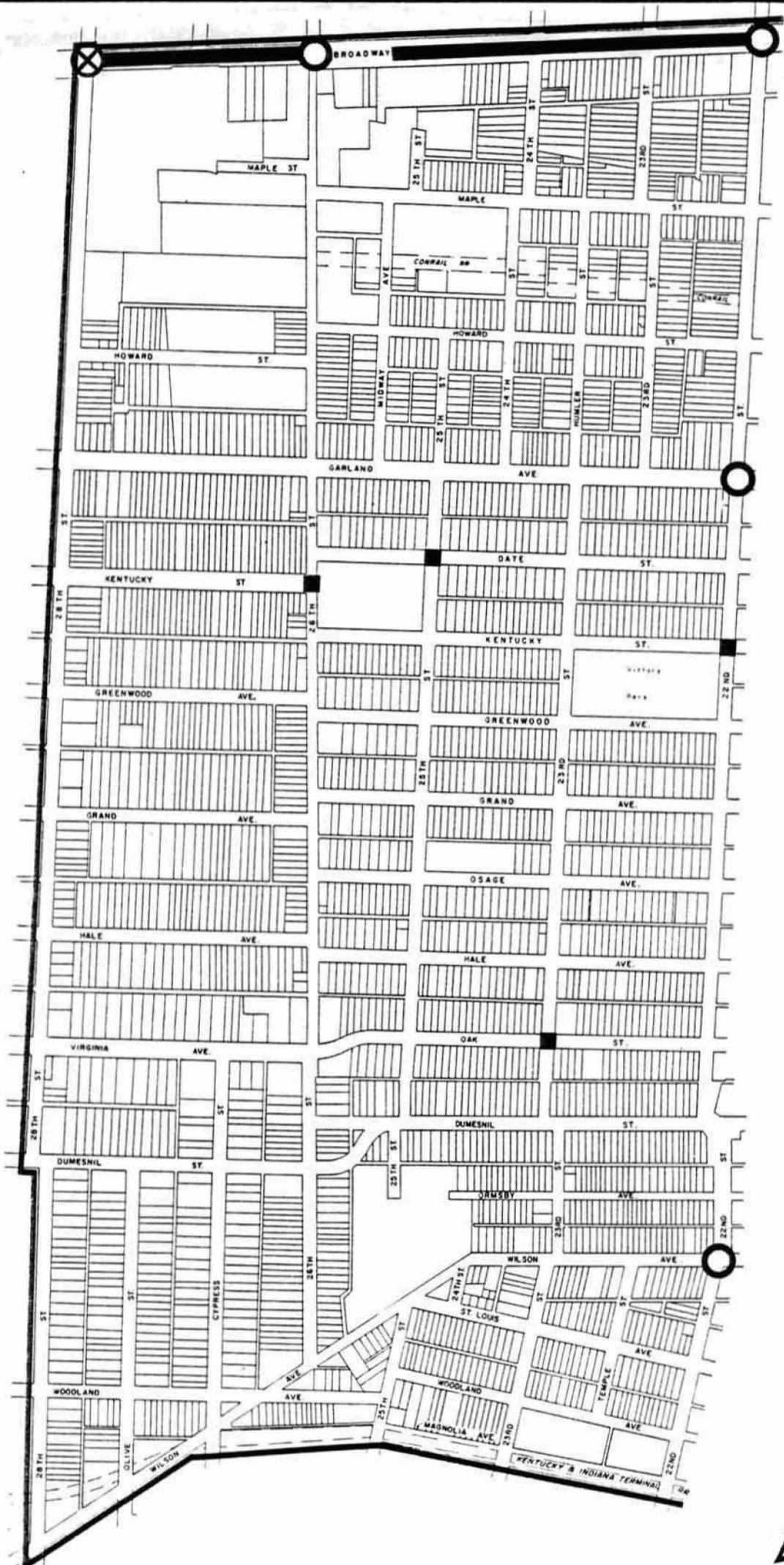
9 A A A 12 A 11 A A 10 A

12 A.A.M. C.P.M. 11 A.A.M. B.P.M.

## II-5 TRANSPORTATION RECOMMENDATIONS

-  Through Truck Route
-  Make Two-Way Streets
-  Improve Pavement, Study Need for Pedestrian and Signal Improvements
-  Study Need for Walk/Wait Signals
-  Proposed Ninth Street Extension
-  Study Intersection to Reduce Accidents
-  Provide Crosswalk Markings
-  Through Trucks Prohibited
-  Street Closed to Through Traffic (cul-de-sac or barrier west of 15th Street)

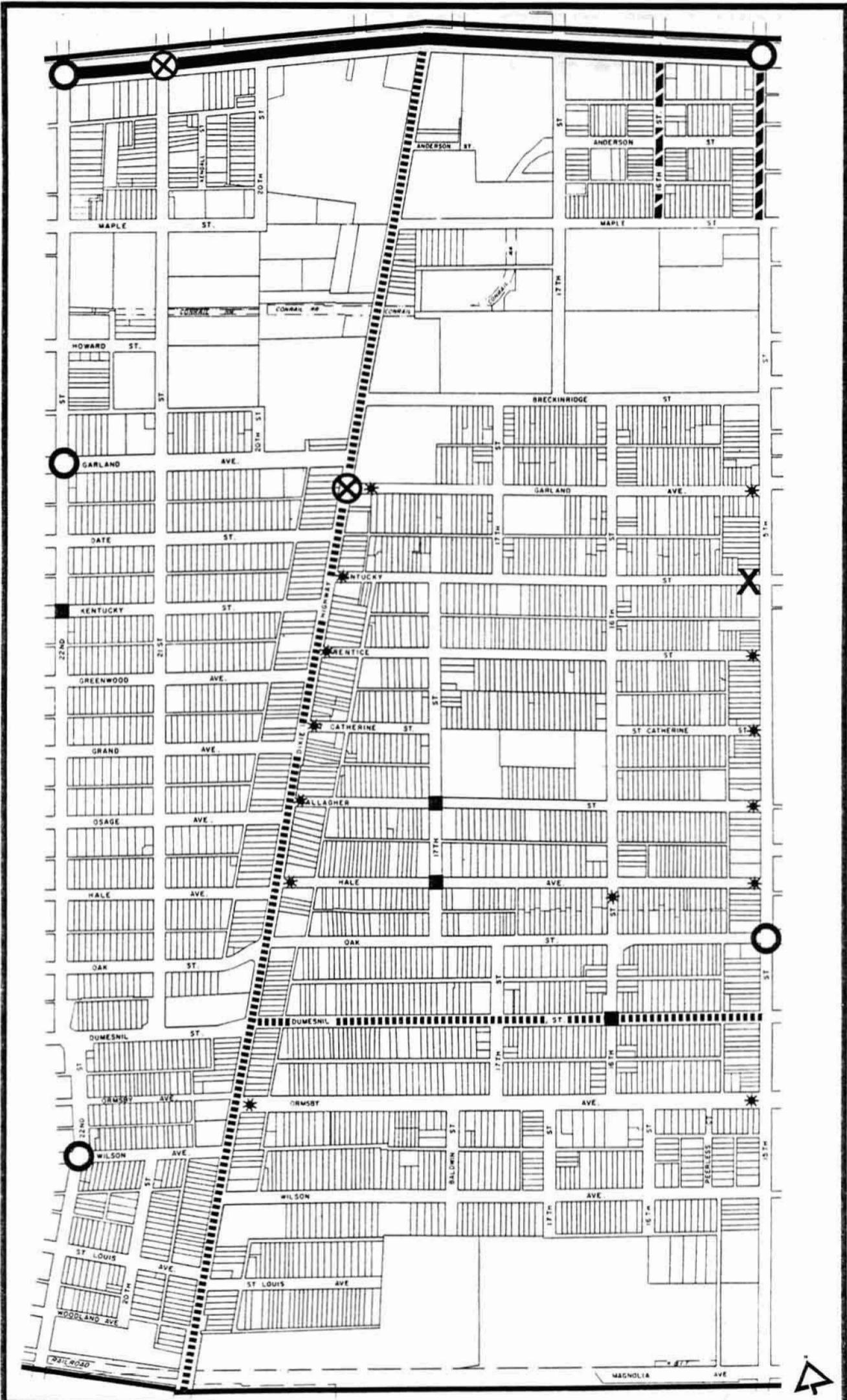
Source: Louisville and Jefferson County  
Planning Commission, July, 1982



**CALIFORNIA NEIGHBORHOOD**  
 Louisville and Jefferson County  
 Planning Commission

## TRANSPORTATION RECOMMENDATIONS

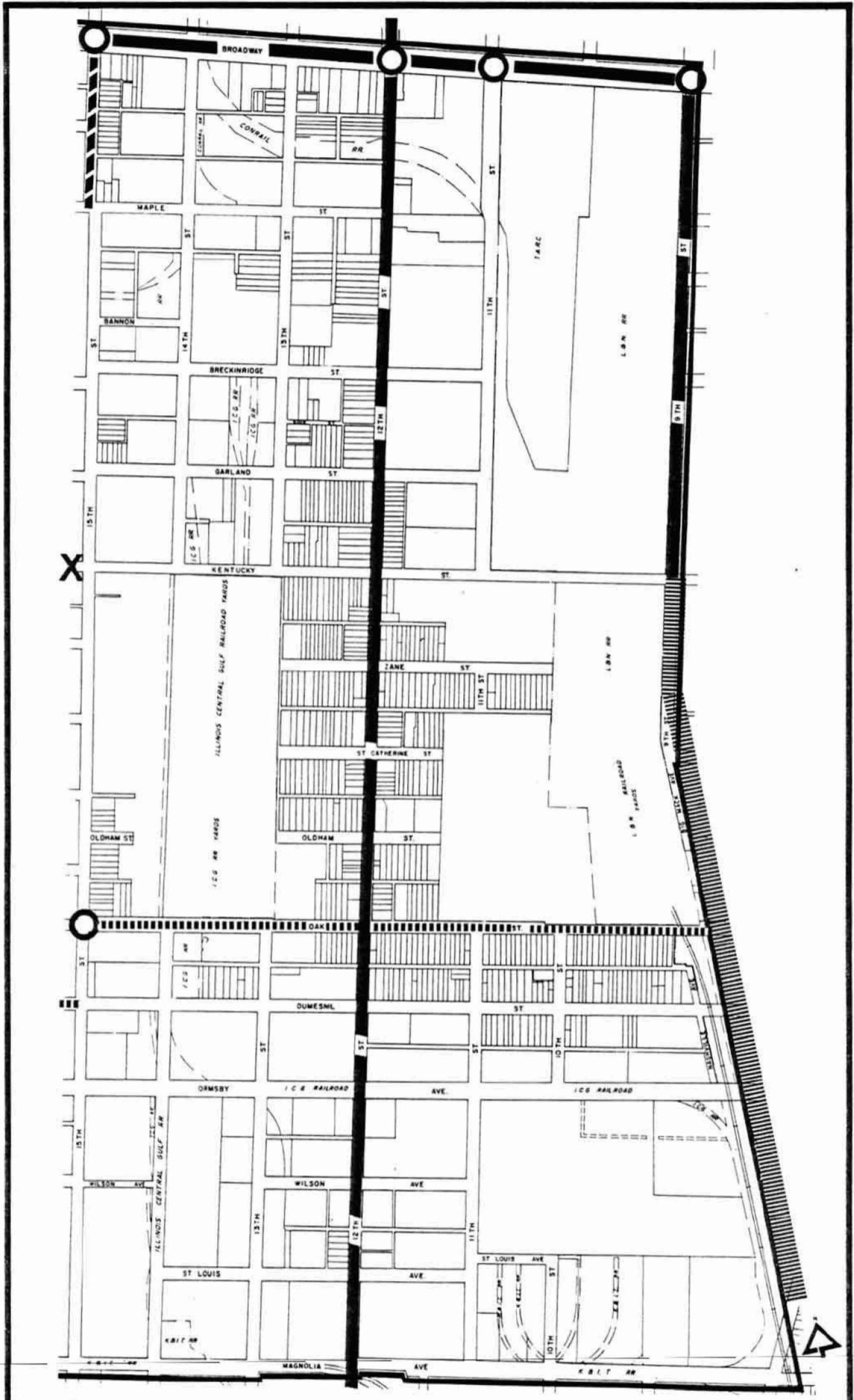





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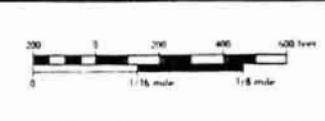
## TRANSPORTATION RECOMMENDATIONS






**CALIFORNIA NEIGHBORHOOD**  
 Louisville and Jefferson County  
 Planning Commission

## TRANSPORTATION RECOMMENDATIONS



### III HOUSING

### III. HOUSING

#### A. NEEDS ASSESSMENT

##### 1. Summary of Findings

- Housing is the most extensive land use in California, occupying 409 acres.
- California is mainly a single-family neighborhood, with individual homes accounting for 81% of all dwelling units in the neighborhood.
- About 28.1% of California housing is substandard.
- In the past decade, California has lost approximately 27.2% of its total dwelling units, from 6425 units in 1970 to 4675 in 1980.
- The 1970 vacancy rate in California of 7.9% was higher than the City-wide rate of 5.4%. Polk data for 1978 recorded a very high two-canvass vacancy rate, three times the City average.
- The owner-occupancy rate is 46.5%, consistent with the City average.

##### 2. Housing Profile

California is a large, predominantly residential neighborhood. Housing occupies 41% of the neighborhood, the largest single land-use in California. Figure I-1 in the Land Use section shows existing land use. The residential core of California is located west of 15th Street and south of Garland Avenue; Area A on Figure I-2 shows its boundaries more precisely. There are homes located in other sub-areas of the neighborhood as well. The neighborhood has a mixture of housing types, but single-family homes account for 81% of all dwelling units. Duplex or two-unit structures represent 10% of the housing stock, and 9% of the dwelling units are located in multi-family structures.

Unit Loss/Gain: California presently has 4,675 dwelling units. This represents a 27.2% loss in the past decade. California has had an overall decrease of 40.4% of its units since 1950 when it had 7,845 units. Demolition has occurred primarily in the NSA, the mixed use area, and east of 15th Street. Table III-1 documents housing trends in California since 1950.

Owner/Renter Occupancy: The 1970 owner-occupancy rate of 46.5% is a slight decrease from the 1950 rate of 51.8%. The 1970 level of owner-occupancy is only slightly below the City-wide rate (50.4%). A high level of owner-occupancy is associated with better property maintenance and greater commitment to the neighborhood, because of the investment residents have made in their surroundings. Figure I-4 shows renter-occupied units in the neighborhood, as of 1981.

Vacancy Rates: The vacancy rate in the California neighborhood has gradually increased since 1950, as has the City-wide rate. The 1950 California vacancy rate was 1.5% as compared to the city-wide rate of 2.1%. By 1970, the rate in California had increased to 7.9%, while the City-wide rate was 5.4%.

Two-canvass vacancies are units found vacant during a first survey that are still vacant at the time of a second survey, generally three to twelve months later. The 1975 two-canvass vacancy rate of 10.5% according to R. L. Polk and Company was extremely high by comparison with the City-wide rate of 3.7%. The 1978 rate was even higher, 11.3% as compared to 3.8% for the City.

TABLE III-1

## HOUSING CHARACTERISTICS

	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>
CALIFORNIA				
Total Units	7845	6979	6425	4675
Owner-Occupied Units-%	51.8	51.1	46.5	
Renter-Occupied Units-%	46.7	44.4	45.6	
Vacancies-%	1.5	4.7	7.9	
Average Household Size	3.40	3.33	3.19	
CITY OF LOUISVILLE				
Total Units	111,169	126,333	129,671	126,064
Owner-Occupied Units-%	46.7	51.4	50.4	
Renter Occupied Units-%	51.1	44.8	44.2	
Vacancies-%	2.1	4.0	5.4	
Average Household Size	3.28	3.16	2.88	2.51

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Source: 1950, 1960, 1970 U. S. Census of Population & Housing  
1980 Louisville and Jefferson County Planning Commission

Turnover: The turnover rate represents the percentage of units in a neighborhood that has had a change of occupancy within a one-year period. This statistic indicates the stability or transiency of a neighborhood's residents. California has a relatively stable resident population, which is a positive sign for the neighborhood. The turnover rate of occupied units in California was slightly less than the City rate in 1978 according to R. L. Polk and Company.

Structural Conditions: A windshield survey was conducted in 1981 to collect data on the condition of structures in California. The results of the survey are presented in Figure I-4 and Table III-2. The survey is based solely on the exterior appearance of buildings; no interior inspection occurred. As a result, there may be cases where structures rated "sound" or "sound needing minor repairs" may actually need major repairs inside or may need repair of plumbing, heating or other mechanical systems. Given the age of California's housing stock, it is likely that some well-maintained structures need to have their mechanical systems updated. Residential structures were rated using a five-category classification system; the various classifications are explained in Table I-4 in the Land Use Section of the plan.

The windshield survey showed structural conditions in California to be fairly good. Nearly two-thirds of the housing stock needs only minor repairs, such as are made in the course of normal maintenance. One-quarter of the housing stock needs major repairs. Homes in this category are salvageable but will require a major investment. The remaining 3.5% are approaching or have reached the point where demolition is justified. Table III-2 also presents data from the 1960 Census. Both surveys were based on similar ranking criteria, although inconsistency in rating techniques may exist. The figures indicate at a minimum stability, or improvement in property maintenance in the neighborhood. The improvement in the more recent survey may reflect demolition of the area's more deteriorated housing stock. Table III-2 also presents information on housing conditions in the Neighborhood Strategy Area.

A very general estimate of rehabilitation costs were developed to indicate the neighborhood's housing improvement needs. The estimate is based on an expenditure of \$18 to \$20 per square foot, to bring structures into conformance with the housing code; Appendix N discusses the estimate procedure. The estimated cost of up-to-code improvements for the entire neighborhood is \$17,019,000. Within the Neighborhood Strategy Area, the estimated housing improvement needs based on the windshield survey total \$1,683,000.

Conditions by Area: The portion of the residential area bounded by Garland, Dixie Highway, Dumesnil and 26th Street contains a predominance of well-maintained homes in standard condition. Many of the homes in this area are of newer construction than other parts of the neighborhood and are built on larger lots. The residential areas surrounding this central core are in varying degrees of standard/substandard condition. No part of the neighborhood is free from substandard units, and no part of the neighborhood is consistently substandard.

Some areas of special concern can be identified. West of Dixie Highway, the area north of Garland Avenue and the southwest corner of the neighborhood (bounded by Dumesnil, 26th and Wilson) appear to be declining areas. Substandard housing is more prevalent in this area. Between Dixie Highway and 15th Street, the area north of Oak Street has many vacant lots and higher percentages of substandard housing. The Neighborhood Strategy Area has benefited from

TABLE III-2

HOUSING STRUCTURAL CONDITIONS

	<u>1960</u> %	<u>1981</u> %
Sound/Sound Minor Repair	62.3	71.9
Sound Major Repair	31.8	24.6
Deteriorated/Dilapidated	5.9	3.5
% Substandard	37.7	28.1

1981 Survey	<u>Entire Neighborhood</u>		<u>NSA</u>	
	Count	Percent	Count	Percent
a. Sound	344	8.4	19	6.8
b. Sound Minor Repair	2590	63.5	144	51.9
c. Sound Major Repair	1005	24.6	87	31.4
d. Deteriorated	108	2.6	21	7.5
e. Dilapidated	<u>36</u>	.9	<u>6</u>	2.1
Total	4083		277	

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Source: 1981 Planning Commission Windshield Survey  
1960 U. S. Census of Population & Housing

several housing improvement programs, but still has worse housing conditions than are typical of the entire neighborhood. Substandard units account for 28% of the neighborhood's housing stock; in the NSA 41% of the housing is substandard. Housing has declined significantly east of 15th Street. Industrial expansion and the Station Park project have resulted in demolition. Maintenance has stopped on many of the homes in this area.

### 3. Trends

Declining numbers of housing units in the California neighborhood has been a major trend for the past thirty years. In the last decade alone, the California neighborhood lost 1,750 units, 27.2% of its housing stock. Housing demolition has been the result of several factors -- population shifts to the suburbs, industrial expansion and an urban renewal clearance program.

Housing near or within industrial areas has generally experienced the greatest decline. The disadvantages of locating near industry has been compounded in California by the fact that these areas have some of the neighborhood's oldest housing. Increasing repair costs, obsolete mechanical systems and faulty construction are more common among older houses in the neighborhood. The trend of housing demolition is the result of disinvestment. Inadequate property maintenance leads to gradual worsening of structural conditions, residents moving out of the property, further reductions in property maintenance and vandalism. Abandonment has occurred in some instances. The large number of tax delinquent properties in the residential core is an indicator of reduced commitment to property maintenance. Disinvestment and abandonment are significant trends in the less desirable portions of the residential area. Vacant lots resulting from demolition are frequently not maintained and create nuisances for the remaining homes.

A more encouraging trend for California is the new housing construction which has occurred since 1980. The California Square phase one, California Rose Apartments, and four new single-family homes have been constructed in the NSA. Although all have received some form of government subsidy, they are demonstrating the demand for housing units of various types in California.

The lack of demand for housing in the California neighborhood and the resultant low housing prices which continued well into the 70's appear to have reversed. The most recent sales data shows an increase in sales volume and in average sale prices for the neighborhood as a whole.

Generally, across the neighborhood, the probability of receiving institutional financing has increased since 1977. Though the sales and price trends have improved for the neighborhood as a whole at least since 1977, it is misleading to assume this applies to every house. Houses are bought and sold based on the value of the house itself and its immediate environment. Therefore, it is necessary to assume that there are areas of sound housing in California where demand is high and prices relatively stable. Conversely, there are areas where residential decline has continued and demand and value continue to decrease. In the present housing and mortgage market across the nation, the tight money supply has resulted in housing demand patterns which bode well for inner-city revitalization. These patterns indicate that in times of less money availability, lack of demand first surfaces in the areas of new construction, then in the higher-priced older neighborhoods, resulting in more demand for lower-priced housing in the low-income neighborhoods. For many potential homebuyers, the low-income housing in inner-city neighborhoods is the single-remaining option. The tightened money supply has naturally resulted in an increased concern for conservation and maintenance of existing resources.

Housing rehabilitation programs within the neighborhood have also had a significant effect on the neighborhood's housing stock. Within the NSA 120 dwelling units have been rehabilitated through the Section 312 and CDBG program since 1975.

Demographic and economic factors indicate declines in effective purchasing power of neighborhood residents, which in turn affects the ability to afford housing. Appendix F shows declining trends in employment, labor-force participation and types of employment. Income estimates prepared by the Planning Commission shows per capita income to be stable or slightly increasing by comparison with the City average. Per capita income in California was 69.4% of the City-wide figure in 1970; the 1980 estimate places California at 70.9% of the City average.

#### 4. Supply and Demand

The supply of some elements of the housing stock in California appears to exceed the level of demand within the community for this type of housing. Several indicators support this finding, although some more recent information points toward increasing demand. The long-term trend of declining numbers of housing units in mixed use areas and the eastern fringe of California is a major indicator of inadequate demand. Since 1950 the area's housing stock has decreased by 40.4%, a decline that would not have occurred if demand were strong. New construction and rehabilitation projects in California indicate demand exists for newer housing and for alternatives to the single-family homes that predominate in the neighborhood.

The high vacancy rate in California is another indicator of inadequate demand. Vacancy has increased from 1.5% of the residences in 1950 to 7.9% in 1970. Despite the decrease in available housing units, which may represent demolition of the least desirable housing, occupancy of the remaining homes has declined substantially. Data from 1978 indicates that much of the vacancy is long-term (two-canvass vacancy) rather than short-term vacancy. Outmigration of inner-city residents has been a general trend, yet the figures show this trend to consistently be higher in California than for the City.

The University of Louisville Urban Studies Center has published two reports that address current sales and price trends in Jefferson County: Housing in Louisville, July, 1978; and Housing Prices and Mortgage Lending, August, 1981. These reports provide an indication of demand for housing as shown in current market activity.

There are presently 4,675 dwelling units in the California neighborhood occurring in 4,083 residential structures. About 92.6% of residential structures, or 3,781, are single-family homes. Based on the Urban Studies Center studies of 1978 and 1981, for 1978 only 76% of all residential sales transactions were for single-family homes, and for 1981, 78% were. This indicates a lower level of single-family home sales compared to sales percentages of multi-family homes.

Sales volumes increased in California between 1976 and 1981. According to the Urban Studies Center study, in the 1976-77 period, there was an increase in overall residential sales of 17.5%. From 1978 to 79, there was another increase of 20.2%. Housing sales are up throughout West and Central Louisville, having increased faster in these areas than any other. In the California neighborhood, housing sales increased by the smallest percentage of all the eleven western and central neighborhoods. An increase in sales volumes is a good indicator of increasing demand.

Sales data indicates that California is experiencing an increase in non-resident (absentee) property owners. In 1976, 29.3% of all single-family homes purchases were by non-residents (persons not living in the same Census Tract as the property owned), the third highest percentage in the City. By 1979,

this percentage had grown to 30%, the highest of all City neighborhoods, and twice the City-wide average of 15% non-resident purchases. At the same time, sales data show an increase in purchases of multi-family structures by individuals residing in the neighborhood. This indicates that there are more individuals buying multi-family homes, living there themselves, and renting the remaining units.

The recent increase in absentee owners of houses in California is not a beneficial trend. Although the most recent Census data (1970) showed owner-occupancy levels to be relatively high, between 1950 and 1970, this rate had declined by 5.3%. Significant increases in absentee ownership are associated with greater transiency, reduced commitment to the neighborhood and reduced property maintenance.

According to the Urban Studies Center study, the single most important measure of quality, value and demand is price. With the exception of Portland and Russell, California had the lowest average price for housing in the City, \$7,400 in 1980 for single-family homes. Comparing this to the 1976-77 value of \$6,717, average prices have increased by 9.2%. This represents an increase in demand for housing in California. However, when this 9.2% increase in average prices is compared to the 16.8% inflation rate during 1977-79, prices have not kept pace with inflation in the single-family category. Even though across the neighborhood as a whole prices are low, there are areas where higher priced housing is easily sold. The neighborhood average housing-price is lowered by the abundance of houses that sell for prices below \$5,000. In California, between 1978 and 1979, over 50% of the houses sold at prices below \$5,000 compared to only 11% of housing in the City average. This may account for the large percentage of purchases by non-residents, and may indicate that many of these properties will not be reused as residential property. It is possible many of these occur in or near industrial zones, are bought as land for investment purposes or are part of a land consolidation effort for new construction of any type.

Over 90% of the houses sold in the year 1978-79 were sold at prices below \$15,000. Only 3.6% of the houses sold that year were sold for more than \$20,000.

Prior to the recent increases in housing prices, the 1970's had been a time of dramatically decreasing housing values. From the 1978 USC study, median prices were used to compare changes in property values between 1970 and 1977. An inflation factor was added to determine if values had dropped relative to inflation. The 1970 median value of houses sold in California was \$9,000 as compared to \$17,750 for the City, the fourth lowest of the City's 23 neighborhoods. The 1977 median housing value was less than \$5,000, one of three neighborhoods in the city. Relative to inflation, the 1977 sales price indicates a decline greater than 61%.

However, as present information indicates an average decreasing value relative to inflation in the California neighborhood as a whole for single-family homes, the multi-family market in the neighborhood has had sharp increases in demand. Multi-family structures, of two to four units, are especially in demand as dual resident and rental property for the buyer. Whereas these multi-family structures decreased in value by 3.5% in the period between the 1976-77 and 1978-79 when single-family values rose by 1.3%, multi-family structures increased in value dramatically between the 1978-79 and 1979-80 study periods, by 32.9%

The sources of housing financing provide further insight into the neighborhood housing market. Large percentages of sales financed by savings and loan institutions indicate

stability within an area and is the usual mode of financing for houses in the above-average price range. Mortgage companies, considered the low end of institutional financing, usually finance houses at about average selling prices for the City. Institutional sources seldom finance houses selling for less than \$15,000 due to the unprofitable nature of such loans for the lender.

Where conventional financing is not available, most home buying is done through cash sales or is financed by individuals. This has been the major source of financing in California at least since 1976. Between 1976 and 1980, financing by individuals increased by 25% in California. Institutional financing on the average has decreased in California by about 54%, while the percentage of loans by institutions more than doubled in the other ten neighborhoods in West and Central Louisville. The increase in financing by individuals is due somewhat to the current tight money market and the very large number of houses in California which sold below \$5,000, a price range which is seldom financed through conventional means. Over 50% of the houses sold in California were financed as cash sales. Personal loans accounting for 21.2% of financing were the next most important source of financing. FHA/VA loans accounted for 10.3% of all financing, and conventional loans accounted for 9.2%.

The probability of receiving institutional financing for houses selling below \$10,000 was only 9.8% in California in 1979-80. However, this probability had increased to 56.5% for houses in the \$10,000-15,000 range. The probability of receiving institutional financing for houses in the \$15,000-50,000 price range is higher in West Louisville than in any other sector of the City. Within the Western sector, after Shawnee, California had the second highest probability of receiving financing for housing priced in this range, (a probability 80-85% positive of being institutionally financed). Houses can be sold and financed in California. The availability of financing depends on the value of the individual property and its immediate environs and cannot be assumed for the neighborhood as a whole, since conditions vary significantly from area to area. Average down payments were lower on loans in West and Central Louisville than anywhere else in Jefferson County, refuting charges of redlining and discrimination practices by financing institutions in older neighborhoods within Louisville.

## 5. Issues and Problems

### a. Dilapidated Houses

There are 36 dilapidated houses in the California neighborhood. These are houses that have several critical defects, including irreparable damage to the support structure. These houses are unable to be rehabilitated cost-effectively. Often partially collapsed and unsightly, these structures pose dangers to the health and welfare of neighboring residents, particularly children playing in and around them. These houses also discourage property maintenance and housing improvement.

The dilapidated houses ("e" rated structures on Figure I-4) have been identified by a Planning Commission windshield survey, but have not as yet been confirmed through inspection by the Department of Housing.

### b. Substandard Housing

In addition to the dilapidated houses, 27% of the neighborhood's housing stock is classified as substandard. 2.6% of the area's housing may be beyond repair; one-quarter of the housing stock needs major repair. Unless corrective action

is taken, decline will continue and eventually will result in demolition. Deferred maintenance and deteriorating houses have strong negative effects on adjoining residential structures.

c. Long-Term Vacancy of Residential Property

Housing that is allowed to stand vacant for long periods generally is inadequately maintained and is subject to vandalism. These structures deteriorate and may eventually be demolished, reducing the neighborhood's housing stock. Until that time, they are eyesores and a detriment to the surrounding residences. Houses are left vacant for several reasons: they have been abandoned, the owners are speculating that land values will rise in the future, or clouded titles prevent the sale of the property.

d. Absentee Property Owners

Non-neighborhood resident property-owners account for approximately 46.5% of all residential property owners in California. Recent sales data indicate increasing absentee property ownership, particularly of single-family homes. Non-neighborhood residents generally are less committed to the neighborhood and do not maintain their property as well as owner-occupants. The owner-occupant can directly enjoy the benefits of home improvements; whereas, the non-neighborhood resident property owner does not.

e. Inability of Elderly Residents to Maintain Their Homes

California has an increasing percent of elderly residents. These residents often depend on small fixed incomes. Such persons can seldom afford emergency repairs or home-improvements. This leads to decline of their property, sometimes resulting in unsafe and unhealthful living conditions. Due to their age they can neither receive long-term loans nor make repairs themselves.

f. The Lack of Concerted Effort to Preserve Residential Use in Commercial Zones

Past zoning has discouraged maintenance of residential uses in commercial zones along Broadway, 28th Street, and Dixie Highway. The entry of commercial use into areas that were once residential and the nuisances such as noise, parking problems and loitering accompanying these uses have detracted from residential use. The zoning of these areas offered the potential of changing housing to commercial use. In some instances this has discouraged maintenance and improvement of housing.

g. Lack of Property Maintenance

The general lack of property maintenance throughout the neighborhood detracts from individual efforts to rehabilitate and repair houses. There is a need to compliment these individual efforts and to encourage residential stability through environmental improvements such as landscaping, yard maintenance, planting of street trees and the cleanup of junk and litter on streets and sidewalks.

6. Government and Non-government Actions

a. The Establishment of Zoning

The establishment of zoning in 1931 did much to alter the residential character of this inner-city neighborhood over the past five decades. Portions of the neighborhood which were predominantly residential were rezoned industrial to encourage industry and commercial enterprise to locate in Louisville. Over decades, this action has contributed to

the break down of the residential character in these areas by introducing nuisances from industry into the residential environment. In California, this has been the case, where housing in or near industrial areas has experienced more rapid decline.

b. Urban Renewal

In 1972, an urban renewal plan was presented and approved for the area in California bounded by 15th, 17th, Oak and Breckinridge Streets. The plan proposed residential use for most of this area, with support commercial uses and community facilities. The plan was approved and substandard housing was cleared. Before new construction began, however, federal funding was re-allocated to the Community Development Block Grant program.

c. Community Development Block Grant Program

In 1975, the California Neighborhood Strategy Area (NSA) was established in an effort to concentrate rehabilitation funds in the most deteriorated, yet salvageable section of the neighborhood. This area has the same boundaries as the urban renewal project. NSA designation makes this section of the neighborhood eligible for special public funds and programs geared toward promoting matching private-sector investment and involvement.

In the first six years of the NSA program, The Louisville Community Development Cabinet has spent \$484,000 for housing rehabilitation and new construction by non-profit housing corporations. In addition, \$688,000 of Section 312 funds were appropriated to New Directions for the rehabilitation of 56 units in the St. Williams Apartments.

The Community Development program has rehabilitated 10 to 15 houses in the California neighborhood through the HUD 312 program. These renovations have occurred throughout the NSA. Through the CD housing grants and loans program, about 50 houses have been rehabilitated during the fiscal years 1981 and 1982. This program has been directed at occupant-owners throughout the NSA. There will be about six more houses rehabilitated through this program in the NSA during Fiscal Year 1982. Total housing rehabilitation work in the NSA over the life of the program totals 98 houses.

In addition to funding New Directions, the Community Development Cabinet also has funded repair, rehabilitation and new construction activities by California Neighborhood Properties Corporation.

In conjunction with the housing rehabilitation program, the Housing Department has conducted an intensive housing code enforcement program in the NSA and surrounding Census Tracts. As of March 1982, 26 active cases were under consideration. The remaining occupied housing in the NSA had all been inspected and were sent to administrative hearings or were "closed" (no repairs were needed or necessary improvements were made).

d. New Directions

New Directions is a non-profit housing corporation working throughout the Louisville area. New Directions operates on a revolving fund from Community Development and pursues other funding resources as well. New Directions does new construction and rehabilitation activities for low-income housing, as well as conducting a repair program for about 400 elderly and handicapped homeowners annually. In 1978, New Directions completed the renovation of the 56-unit St. Williams Apartments in the California neighborhood. New Directions has rehabilitated approximately twelve single-

family houses in California, and has constructed three new homes in the NSA. New Directions has purchased eight vacant lots in California for new construction.

e. Preservation Alliance

Preservation Alliance is a non-profit corporation aimed at the preservation and restoration of neighborhood character and housing options. The group operates on a revolving fund and has rehabilitated one home in the California neighborhood, and is working towards completion of four others. These additional rehabilitations are made possible by a grant from Brown-Forman Distillers.

f. California Neighborhood Properties Corporation

The Neighborhood Properties Corporation (NPC) is a neighborhood-based non-profit organization devoted to the redevelopment of housing opportunities in the California neighborhood. The Corporation was established in 1978 with the assistance of the Community Development Cabinet and New Directions. NPC operates a revolving loan program for rehabilitation of dilapidated single-family houses in California. The NPC was given a \$97,000 stipend by the Community Development Cabinet to buy seven lots and a grant to contract for construction of eight new houses. Community Development funding supports the cost of the house plans, lot purchase and construction financing. Kentucky Housing Corporation provides funds to assist Neighborhood Properties in the long-term financing of these houses for low and moderate-income families. When the first two houses are completed and sold, the others will go into construction phase. The Community Development Cabinet would also provide certain financing for contractors who begin construction before a buyer has been established. Such financing may include construction subsidy assistance.

g. Amurcon Developers Group

California Square, a seven-story high-rise containing 100 elderly units, is located on the south side of Garland Avenue between 16th and 17th Streets. This project was constructed by a private developer, Bryant/Amurcon. The development was packaged by Community Development and entailed sale of urban renewal property and federal subsidy through the Section 8 program.

An additional 48 to 50 units of family housing has recently been approved and will be constructed by Bryant/Amurcon. The townhouse apartments will be located across Garland Avenue from the elderly apartments. Section 8 rental assistance will be available for these units.

h. Brown-Forman Distillers Corporation

A major industry located in California, Brown-Forman supports housing revitalization in the neighborhood. Through the "Adopt a House" program, Brown-Forman donated \$25,000 for housing rehabilitation. Four houses will be rehabilitated under this program. Recently Brown-Forman announced a grant of \$100,000 to Preservation Alliance and New Directions, Inc. for further rehabilitation work.

i. Housing Authority of Louisville

New construction of 10 units of publicly assisted housing is nearing completion on the 1500 block of St. Catherine Street. The California Rose Apartments are townhouse units for families and are part of the Housing Authority of Louisville's scattered site housing program.

## B. PROJECTIONS

This segment of the plan indicates probable changes in the housing stock of California, given existing conditions and assuming that existing trends and policies continue unchanged. In essence, this part of the neighborhood plan explores the likely effects of not developing and implementing a plan for the future of California that alters present conditions and trends. The projections describe the effects of the status-quo approach, the decision to not alter current forces affecting California.

If existing programs and trends continue, California will remain a neighborhood with a core of good housing, centered on Victory Park, with declining housing elsewhere. East of Dixie Highway, north of Garland Avenue and the neighborhood's southwest corner will continue to have significant amounts of housing in need of major repairs. Environmental conditions will continue to detract from the residential atmosphere, with unmaintained vacant lots and vacant houses. The problems with abandoned housing will continue, especially in the areas of worse housing conditions.

One of the strongest trends affecting California housing over the past several decades has been the large percentage of housing unit loss. Under present conditions, this trend is likely to diminish but would continue if the urgent repair and rehabilitation needs of many structures are not met. Housing loss due to continuing deterioration would probably outpace new construction. New construction is likely to continue, but at a low level. High interest rates and the shortage of low-cost financing will limit the number of new houses.

Housing repair and rehabilitation will likely continue in the NSA provided that programs administered by the Community Development Cabinet are continued. The pattern of corporate sponsorship of housing rehabilitation probably will continue and grow. This program may result in significant improvement in housing conditions, particularly in the Mixed Use Area.

Housing in the area south of Station Park would continue to decline and eventually be replaced by industry. Inadequate public services for the remaining homes may contribute to this decline. If no coordinated efforts are made, residents moving out of this area may be lost from the California area.

Rapidly increasing utility costs will be an increasing problem for residents on fixed incomes. As utility costs rise, funds available for housing maintenance would be reduced.

The effects of current trends and programs on residential use in California were compared with the City's Community Development Strategies and the Comprehensive Plan for Louisville and Jefferson County, to assess the desirability of maintaining the status quo. Strategies and guidelines relevant to California are listed in Table III-3. The continuation of existing trends and programs would not meet the Community Development Goals or Comprehensive Plan Guidelines that most apply to this neighborhood. Existing housing would decline further, rather than continue to be revitalized (Guidelines R-1, R-2 and CD goal 2). Low-cost housing options would be reduced rather than strengthened (R-16). Construction of new housing would not occur on the necessary scale under continuation of the status quo (CD goal 3).

Table III - 3 Comprehensive Plan Guidelines Related to California Housing and Community Development Strategies

Guidelines R-1: Protect residential neighborhoods from adverse impacts of proposed development and land use changes.

Guideline R-2: Create housing redevelopment, rehabilitation and reinvestment opportunities in older and declining neighborhoods.

Guideline R-16: Expand opportunities for residents to live in sound, affordable housing in locations of their choice by: . . . C) upgrading existing housing.

CD Strategy 3) Improve the City's existing housing stock through rehabilitation, code enforcement, preservation, basic urban services, and special projects such as Neighborhood Housing services (NHS), Section 8, public housing modernization, and the like.

CD Strategy 3) Create a climate in the City for private-sector construction of new housing, especially in the targeted areas and through the Home Builders project.

## C. ALTERNATIVES AND RECOMMENDATIONS

Problems and issues facing housing in California identified in previous segment of the plan demonstrate the need for housing improvement. This segment presents alternative strategies for addressing California's housing recommendations. Recommendations were developed from an alternatives selection process carried out by the California Plan Steering Committee and the Planning Commission staff in December of 1981 and January of 1982. The alternatives selection process is summarized here. Alternatives are listed and the rationale for selecting alternatives is stated. Finally the Recommended Housing Plan is presented.

### 1. Generation of Alternative Strategies

#### a. Dilapidated Residential Structures

Alternatives:

- 1) Do nothing, continue to allow decline and eventual demolition of these structures.
- 2) Work with the City, to identify structures that are a threat to public safety and have them repaired or torn down.
- 3) Contact owners of dilapidated properties and encourage them to repair or demolish these structures.

Alternative 2 would aid operations by the existing City departments and would also ensure that problems perceived by neighborhood residents would be addressed. Alternative 3 may reduce the amount of time needed to achieve demolition or repairs (normally 9-18 months duration). This approach may also add a spirit of cooperation that may contribute to more responsible property maintenance.

#### b. A Significant Rate of Substandard Housing

Alternatives:

- 1) Make no attempt to improve the existing housing stock.
- 2) Encourage housing repair, through a code enforcement program and tenant education.
- 3) Encourage repair and occupancy of vacant housing. (See Issue 3.)
- 4) Encourage housing rehabilitation throughout the neighborhood through such techniques as code enforcement, low cost grants and loans where available and community participation projects.
- 5) Focus rehabilitation efforts and financial assistance in some portions of the neighborhood, where the housing need and potential for improvement are the greatest.
- 6) Encourage home ownership. (See Issue 4.)

The principal recommendations are 2 and 5. Alternative 2 is intended to address housing deterioration throughout the neighborhood. It does not entail major public expenditure and should help stop the decline of existing housing, especially for rental property. Alternative 5 would focus efforts in specific areas to achieve the greatest effect with limited funds. Alternative 3 is dealt with in Land Use, Issue b. Alternative 6 is dealt with in Issue d.,

below. Alternative 4 is supported as a policy throughout the neighborhood, but depends on the private resources of the property-owners involved.

c. Long-Term Vacancy of Residential Property

This was addressed in the Land Use Section, Issue b. Rehabilitation and re-use are the general policy recommendations for vacant housing. When property owners are unwilling to improve these properties, public acquisition is recommended. If housing has deteriorated beyond repair, clearance and redevelopment is recommended.

d. Increasing Absentee Ownership

Alternatives:

- 1) Allow the market to continue to determine owner-renter characteristics of the neighborhood.
- 2) Encourage rehabilitation of abandoned and vacant property by owner-occupants through arrangement of financing packages and homesteading.
- 3) Encourage co-operative housing.
- 4) Encourage new construction on vacant property for owners intending to live in the home by providing incentives, such as reduced interest rates, donation of building sites.

Alternatives 2, 3 and 4 are recommended. Owner-occupancy contributes to stability within the neighborhood. Also, the resident has greater control over the condition in which the structure is maintained. These three recommendation present opportunities by which owner-occupancy in the neighborhood can be increased; in available existing structures, in joint ventures (cooperatives) and in new construction. In pursuing these alternatives, it is necessary to ensure that the cost of home payments and maintenance is not beyond the ability of prospective residents to pay.

e. Inability of Elderly Residents to Afford Housing

Alternatives:

- 1) Provide emergency repairs at an affordable price.
- 2) Promote weatherization (reduction of heating costs).
- 3) Develop group residences as a low-cost housing option for elderly residents. (3-8 persons per home.)
- 4) Provide assisted housing for the elderly.

Alternatives 1 and 2 are the primary recommendations. Elderly homeowners on fixed income often are unable to pay for emergency repairs, or to keep up with the utility costs and maintenance needs of aging structures. Alternatives 1 and 2 are directed at keeping elderly persons in their homes; this approach is less disruptive to the individuals involved. Home weatherization would reduce monthly utility changes and may enable homeowners to meet housing repair costs.

Alternatives 3 and 4 are also recommended. The small-scale group residence would allow individuals greater choice of locations, and may enable them to stay in the neighborhood. This approach also entails more social contact; it may provide companionship for house-bound elderly. Assisted

housing allows greater independence, while reducing housing costs. California Square is an example of this housing option for the elderly.

## 2. Recommended Housing Plan

Recommendations and criteria for housing in California are presented here. The housing plan was developed as a means of addressing housing problems identified previously. The plan consists of a set of guidelines and a housing recommendations map (Figure III-1). The guidelines contain the recommendations for the neighborhood; the map serves to illustrate some of the guidelines and define areas for which specific housing recommendations have been made. The problem identification and alternatives evaluation process conducted with the California Neighborhood Plan Steering Committee is the primary source for the guidelines. The Steering Committee approved these guidelines at a meeting conducted on February 18, 1982. The recommended housing plan is an application of the goals and policies contained in the Comprehensive Plan and the Community Development Strategy to the specific conditions existing in California. Once the recommended plan is approved by the Board of Aldermen, it will be used in several ways. The neighborhood plan will be considered during development of annual budgets for both general revenue and Community Development Block Grant funds. Proposed City-wide programs and other plans affecting California will be evaluated in light of this plan.

### a. Housing Guidelines

- 1-- Demolish unsafe housing in the neighborhood through a cooperative program between the city and neighborhood residents.
- 2-- Promote housing repair and maintenance throughout the neighborhood.
- 3-- Focus housing rehabilitation efforts in conjunction with other improvement projects to achieve the greatest benefits for the neighborhood.
- 4-- Encourage rehabilitation of residential structures throughout the neighborhood.
- 5-- Encourage compatible infill housing, including low-cost construction and house moving.
- 6-- Residential infill development should adhere to existing setbacks, massing and design.
- 7-- Return long-term vacant homes to productive use, through occupancy or demolition and redevelopment.
- 8-- Encourage increased home-ownership through 1) occupancy of vacant and abandoned property, 2) cooperative housing and 3) encouraging new construction on vacant lots for owners intending to dwell in the property.
- 9-- Promote weatherization of existing housing stock to reduce heating costs.
- 10-- Encourage repair of homes owned by the elderly.
- 11-- Provide adequate public services to support residential uses in non-residential zones, especially east of 15th Street.
- 12-- Encourage residential stability through environmental improvements, such as planting street trees and cleanup campaigns.

b. Housing Recommendations Map

Figure III-1, Housing Recommendations, in combination with the guidelines presents the housing plan for California. The map shows housing recommended for rehabilitation. Both owner and renter-occupied housing recommended for rehabilitation are designated on Figure III-1. Because the rehabilitation symbol obscures the renter-occupied designation, it is necessary to refer to Figure I-4 in the Land Use Section for information on tenure of specific houses. Areas recommended for concentrated housing rehabilitation are delineated and priority among the six areas is indicated. Figure I-5, the land use recommendations map, supplements Figure III-1, showing structures that may require demolition and infill residential construction.

## D. IMPLEMENTATION

The housing plan (guidelines and map) must be put into action to achieve better housing in California. This segment of the report identifies programs, agencies and activities to implement the housing recommendations of the California Neighborhood Plan. As actions to implement the guidelines are discussed, the specifics of the plan for California are defined more fully. The following section in conjunction with the guidelines is a complete statement of the improvements recommended for housing in California, and a guide for achieving those improvements. Parties responsible for implementations are indicated and the cost of implementation measures is estimated, where possible.

### 1. Neighborhood-Based Self-Help Housing Repair

A program to repair and maintain housing in California is essential if housing conditions in the neighborhood are to improve. Because of declining public funds, it is important that this program be a self-help, grassroots effort. The high costs of housing rehabilitation, even when public subsidies are available, further indicate the need for a program focusing on the less costly goals of repair and maintenance. California's housing stock is an important resource for low and middle-income persons that needs to be preserved. The self-help repair program described in the following paragraph is one means of achieving this goal; other measures are addressed as Items 2,3 and 4.

The self-help housing repair program would be based on a team of individuals to coordinate efforts by neighborhood residents. The housing repair team should have expertise in the building trades; the team could be formed from volunteers, paid staff of the tool library (see Item 2) or a combination of these. The team should provide information to individuals doing their own repair work. This could be done on an individual basis as well as through a series of classes. Through its contacts in the neighborhood, the team could organize a labor exchange bank. This would enable residents with certain skills to help each other by trading services. In addition to assisting individuals in efforts to maintain their own homes, the team should encourage renters to get involved in housing improvement. Because rental units constitute a major part of the neighborhood's housing stock, their participation is important. Renters could agree to make certain improvements to the property, in return for reduced or waived rental fees. The professional assistance available through the repair team would make this arrangement more attractive to property owners.

The repair team could expand beyond the role of consultant and actually do repair work, if there are adequate financial resources. For elderly and handicapped home owners, repairs would be made by the neighborhood team with charges based on the homeowners' ability to pay. This aspect of the program would function similar to New Directions' emergency repair program. If federal Community Development Block Grant (CDBG) funds were available to compensate the repair team, it would be able to supplement the services currently offered by New Directions. Demand for the elderly and handicapped emergency-repair program far outstrips the amount of work New Directions can perform. Volunteers or paid staff on the repair team would receive valuable job experience and training; there is considerable need for job training among California residents.

The success of the housing repair program depends upon the assembly of an effective repair team. The Task Force should take responsibility for organizing the housing improvement program. A committee dealing solely with this topic may be needed to coordinate housing improvement efforts. The

repair team could be organized as an element of the tool library or as part of the California Neighborhood Properties Corporation. The assistance of New Directions, Inc., should be sought in establishing and administering the housing repair program because of this group's experience. Staffing of the repair team will depend upon the level of interest in the neighborhood, the number of skilled volunteers and the size of program desired. Until such time as the neighborhood repair team is organized, it is recommended that the emergency housing repair program operated by New Directions continue to serve the elderly and handicapped homeowners in California. Average costs under New Directions' program are \$1,500 per house for emergency repairs.

## 2. Tool Library and Salvage Program

Creation of a tool library and a materials salvage program are essential to the self-help housing improvement effort. Tools for housing repair and yard maintenance could be made available to area residents. Tools should be available to renters as well as owners, to maximize housing improvements in the area. Staff for the tool library should manage the equipment and provide technical assistance. Demonstrations on the use of equipment and how to make certain repairs are important to the success of the tool library (see Item 5). In conjunction with the tool library, a source of low-cost building supplies should be developed. Building materials can be salvaged from several sources: leftovers from construction sites, damaged merchandise, demolished structures. If adequate funds are available to purchase supplies, lower prices can be achieved through bulk purchasing. The tool library staff should contact supply companies and contractors to request donations or bargain sale of such merchandise. Demolition sites should be thoroughly investigated for reuseable materials. A manual published by Project Rebound details how one community established a salvage program. Implementation of the tool library and salvage program will require funding. Depending on the number of staff persons hired and the amount of materials purchased, funds in the vicinity of \$60,000 will be needed. Possible funding sources include CDBG funds, money raised by the neighborhood and corporate support. A joint program with one or more surrounding neighborhoods may reduce the funding burden for California.

## 3. Home Weatherization

Reduced home heating costs are recommended in the Plan, to keep housing affordable, avoid utility shut-offs and free up money for housing maintenance. A major way of achieving these goals is a self-help program through Project Warm. This program would benefit renters as well as owners; renters either pay their own utilities or are subject to rent increased due to increasing energy costs.

Project Warm trains volunteers to make low-cost improvements that reduce air infiltration and heat loss. Project Warm provides free materials for the volunteer to weatherize his own house, on the condition that the volunteer weatherize at least three homes of elderly and handicapped persons. Many homes in California could be weatherized through volunteers working on their own homes and those of the elderly. For a fee, volunteers may be willing to weatherize rental property and homes owned by persons not eligible for assistance. This would be relatively low cost to the property owner; materials cost between \$25 and \$45 per house, between 5 and 20 person-hours comprise the labor costs.

In addition, more extensive energy conservation measures should be applied. The weatherization program conducted by the Community Action Agency for elderly and handicapped persons provides storm doors and windows and structural improvements needed for energy conservation. The Task Force should help the CAA publicize this program among neighborhood residents.

Housing repair and rehabilitation projects in California should include measures to improve energy efficiency, such as adding insulation and making structures air tight. The Housing Department's rehabilitation loan program already includes improvements of this type. The neighborhood repair and self-help improvement program should address energy conservation (see Item 1). The Urban Alternative Homestead demonstrates a variety of energy conservation measures that can be used in older homes such as California's. It is recommended that the energy conservation demonstrations and classes offered by Environmental Alternatives be publicized at the California Community Center and among the block clubs.

#### 4. House Painting

Painting is a housing improvement measure that many persons are capable of doing for themselves. A program of house painting can have a big effect on the area's appearance and on residents' attitudes toward the neighborhood. At the same time painting is an essential element of home maintenance. Some supervision is recommended to ensure that this self-help project is not a wasted effort. Experienced persons should inspect houses before they are painted, to ensure that the siding is sound, firmly fastened, not being damaged by faulty guttering, and adequately scraped. Volunteers could perform this role, or paid staff, depending upon the resources available. The tool library would play an important role in the painting program. Paint and necessary equipment would be supplied by the tool library. Paint and equipment should be purchased in bulk or salvaged, to reduce the cost. This would enable owners to improve their properties with little out-of-pocket expense. Renters could trade housing painting services for rent payments. In other neighborhoods, volunteers have painted the homes of elderly and handicapped persons. The major requirements for a successful painting program are residents' participation and creation of a tool library and materials program.

#### 5. Housing Education Program

Two programs are recommended to inform neighborhood residents on a variety of housing issues. The Task Force would be responsible for coordinating these actions.

Outreach Program: This effort would take information on housing maintenance needs and available housing programs to neighborhood residents. Preventive maintenance plays a major role in preserving the existing housing stock and reducing the cost of future repairs. Relatively simple maintenance practices such as cleaning gutters, checking roofs, and inspecting pipes can prevent serious structural problems. Because of its experience in this area, New Directions, Inc., could be contacted to help develop the content of the home maintenance education program. As part of the outreach program, participation in the available housing improvement programs -- weatherization, painting and repairs -- should be encouraged (see Items 1,3,4). The housing education program would be carried out as a volunteer effort coordinated by the California Task Force. Representatives from block clubs should canvass the area, going from door-to-door or conducting block-level meetings. A brochure summarizing maintenance tasks and available housing programs would support these efforts. No special funding would be needed for the outreach program.

Property Owner and Tenant Clinics: One or more meetings of resident property owners, absentee owners and tenants are recommended, as part of efforts to improve California's housing stock. The purpose of these meetings is to explain the code enforcement program and the responsibilities of tenants and property owners. Housing Department personnel should participate to explain the intent of "sensitive code enforcement". The mechanics of the inspection process, enforcement powers and administrative hearing procedures should be explained. The Tenants Union should take part in these forums, to explain rights and responsibilities under the Uniform Residential Landlord Tenant Act. In particular, the repair and deduct program should be considered. Repair and deduct allows tenants to make critical repairs, costing up to \$100 or one-half of a month's rent, and deduct the expense from future rent. Meetings that include both tenants and property owners should prevent misunderstandings arising from the code enforcement program. By fully informing tenants and landlords of the program's intent, negative effects such as sharp rent increases and abandonment of houses should be minimized. To achieve this result, it will be necessary to publicize the meetings among California residents and property owners. The neighborhood association should work with the Housing Department to determine the best means of notifying absentee owners. Beyond the initial meeting(s), the Tenants Union may be needed to handle problems and counsel residents. To provide this service, ongoing funding of the Tenants Union is recommended to meet the staff needs for California and other neighborhoods. Community Development funds have been used in the past to fund Tenants Union activities.

#### 6. Housing Rehabilitation

In conjunction with the housing repair programs, housing rehabilitation is recommended in California. Rehabilitation, which may entail replacement of mechanical systems as well as structural repairs and general improvements, requires a major investment. Housing rehabilitation is supported throughout the neighborhood; however, programs for housing rehabilitation should be concentrated in sub-areas of California. The rehabilitation needs of the entire neighborhood, 1,113 houses at an estimated cost of \$17 million, far exceed the amount of funding the neighborhood is likely to receive. For this reason, the priority areas for housing rehabilitation assistance shown on Figure III-1 were delineated.

The first priority for rehabilitation is the Neighborhood Strategy Area (NSA). This area has received considerable public funds for housing rehabilitation and new housing construction. Continuation of these programs is recommended, with additional measures to encourage rehabilitation of renter-occupied structures. Further housing improvements in this area will support the new construction program and will strengthen the area's eastern section. It is also recommended that the existing NSA be expanded to include the block between Garland, 17th, Kentucky and 18th Streets, and the adjacent block face on Kentucky Street (Area A on Figure III-1). The expanded NSA is intended to complement California Square phases 1 and 2, as well as the proposed neighborhood shopping center. The development occurring in the area would benefit from improved housing conditions. At the same time, these new developments may stimulate interest in rehabilitation of adjacent homes.

Based on the exterior survey of structural conditions, the expanded NSA contains 129 structures in need of rehabilitation: 107 structures in need of major repair and 22 deteriorating structures. A rough estimate of

Expanded corporate funding for housing rehabilitation should also be sought. The "Adopt a Neighborhood" program recently funded by Brown-Forman Distillers is the type of support needed. The participation of other industries should be sought.

#### 7. Code Enforcement

A continuation of the Housing Department's systematic housing inspection effort is recommended for portions of California. Enforcement should focus on housing conditions that endanger building occupants or constitute a blight on the adjacent homes. This program, known as "sensitive code enforcement", does not deal with repairs that unduly inflate the cost of housing. The Housing Department negotiates with the property owner those repairs that are necessary to keep housing livable and affordable. The Department realizes the problems of housing that has been vacated or abandoned, and works hard to prevent this outcome of the inspection process. Code enforcement is most effective for renter-occupied housing, which makes it an effective mechanism for California where 45% of the housing is renter-occupied. For owner-occupied housing, code enforcement usually deals with problems affecting the building's exterior, although the entire premises can be inspected through a search warrant procedure, if conditions justify this action. The proposed forum explaining the code enforcement program should improve its effectiveness (see Item 3).

The code enforcement program should be carried out in the areas recommended for housing rehabilitation as a first priority (see Figure III-1). By combining code enforcement with financial incentives, greater improvement can be attained. After completion of these areas, the Housing Department should undertake code enforcement in areas of sound housing beginning to experience some decline in maintenance.

#### 8. Reducing Long-Term Vacancies

Three programs are recommended to reduce the number of homes standing vacant, deteriorating structurally and causing blight in the surrounding area.

Direct Contacts: The California Task Force and block clubs should contact owners of vacant houses and encourage them to use or dispose of the property. This effort can be made more effective by linking it to the Environmental Nuisance Code which prohibits high weeds, accumulation of litter, etc. Neighborhood cooperation with the City Building Inspection Department to enforce these regulations would provide an incentive to either use or dispose of the property. This approach to improving occupancy rates would require a continuation of current efforts by the Task Force; no funding would be required.

Recycling Vacant Houses:: There are approximately 360 structures in the residential area of California that are seriously tax delinquent. Acquisition of vacant, tax delinquent structures is recommended to create a pool of houses that can be turned over to owner-occupants at low cost. By limiting this program to vacant structures, there would be no displacement of renters or low-income homeowners. Financial assistance for purchasing and rehabilitating vacant houses could be had from the City's housing rehabilitation loan program or the "Adopt a Neighborhood" program. The neighborhood housing repair program and tool library would help owners to make necessary improvements at low cost. The Community Development Cabinet's Urban Land Program should manage this program by identifying properties to be foreclosed and administering

the re-sale of acquired properties to owner-occupants. The Urban Homestead program operated by the Housing Department is a similar effort; these programs should be coordinated. The City Law Department would be responsible for the legal proceedings. The operating budgets of these departments would cover the cost of carrying out these recommendations.

Clouded Titles: Steps to resolve existing clouded title problems and reduce their occurrence in the future are addressed in the Land Use section, D. 16.

#### 9. Strengthening the Housing Market

The California Task Force should consider taking steps to help strengthen the market for housing in the neighborhood. The Task Force should consider cooperating with one or more real estate firms to promote housing sales. This cooperation could take several forms. The Task Force could contact various firms and acquaint them with the area's strong points and potential for housing improvement. Exposure of this type may result in more prospective purchasers being shown homes in the California area. As a further step, the Task Force may wish to enter into an agreement with one or more real estate firms. In return for the Task Force's endorsement, the company(ies) could increase their involvement in the neighborhood: through opening an office there, focusing their sales efforts on California, or developing an advertising campaign to market homes for sale in the neighborhood. This cooperative program could become a source of income for the Task Force, if it proved successful and the realtors involved desired to continue receiving the neighborhood's backing.

Involvement of real estate companies can be a source of additional energy to improve the neighborhood. Additional people and resources will have an interest in the neighborhood's success because of the profit motive. The recommendations for establishing a major social event and posting neighborhood signs (D. 20 in the Land Use Section) would also contribute to increased exposure for the neighborhood among potential residents. Financial institutions should be kept informed of housing improvement programs in the neighborhood, and be encouraged to do business in the area. An effort to familiarize banks, savings and loans and mortgage companies with the neighborhood may facilitate financing for home purchases. Involvement of realtors and financial institutions may contribute to increased economic and racial diversity within the neighborhood.

#### 10. Demolishing Unsafe Structures

As part of efforts to improve the neighborhood's housing stock, structures that are "dilapidated beyond repair" need to be demolished. It is recommended that the Task Force cooperate with the Housing Department to achieve the necessary demolitions. Dilapidated structures that are occupied are handled by the Department's Code Enforcement section; Demolition and Boarding section is responsible for vacant dilapidated structures. The Task Force should monitor housing conditions and compile a list of structures that may need demolition. A preliminary indication of houses that should be demolished appears on Figure I-5 in the Land Use section of the Plan. A more thorough review of these "e" rated structures should be made by the Housing Department. Property owners should be contacted concerning the dilapidated condition of these structures and their cooperation sought in promptly improving or razing the structures. Direct contacts of this type may increase the effectiveness of the normal regulatory process. If the direct approach does not yield results, the Task Force

should contact the Demolition and Boarding Section of the City's Housing Department and request that the citation and hearing process be pursued.

#### 11. Co-Operative Housing

Co-operative ownership of housing should be considered for California. Co-ops offer lower housing costs and the stability of home ownership to low and moderate income persons. At the same time, they promote stability in the neighborhood by increasing owner-occupancy.

The Task Force should contact the Plowshares Co-op Project and seek information on housing co-operatives. Plowshares can make a presentation to the neighborhood and answer questions. If there is sufficient interest, Plowshares can provide assistance in developing a housing co-op. Two to four-unit or larger apartment structures are suitable for conversion to co-ops, or new apartment buildings can be built and owned cooperatively. Using CDBG funds, Plowshares subsidizes the down payment for building purchase, and then aids the co-op residents in managing the building.

#### 12. Infill Housing Construction

Measures to encourage new residential construction are addressed in the Land Use Section of the plan, part D. 3. The Plan recommends that infill housing development be compatible in design with the existing housing in the neighborhood. This goal should be promoted by the agencies encouraging infill development. If the City donates sites for infill construction, appropriate setbacks, height and scale should be required of the new development. Use of the designs for infill housing developed for California Neighborhood Properties would promote compatibility between new and old houses. Appropriate design in relation to the existing housing stock should be a criteria for receipt of any grant or loan for new housing construction.

## E. PRIORITIES

The preceding segment of the plan identified actions to implement the housing recommendations for California. In this final part of the plan, the sequencing and relative importance of implementation measures are established. For each implementation action, the responsible agency and timeframe for starting the action are indicated. The priority of implementation actions is also indicated. Priorities for implementation measures were established using a ranking of implementation measures performed at the April 22nd meeting of the Steering Committee.

The implementation measures for housing recommendations are summarized in Table III-4. Recommended actions have been organized into three groups according to their relative priority. Highest priority actions are those measures that are most significant for implementation of the housing plan. The priority rankings indicate the importance of the recommended action, rather than the time at which it should occur. The "startup time" entries indicate when steps should be taken to bring the implementation action "on line". Immediate actions should be undertaken as soon as possible to implement the recommended action after adoption of the neighborhood plan by the Board of Aldermen. Short-range actions should be undertaken between 6 months and 18 months after the Board's adoption of the plan. Measures to implement medium-range actions should be taken in the period between 18 months and 3 years from the time of plan adoption.

TABLE III-4

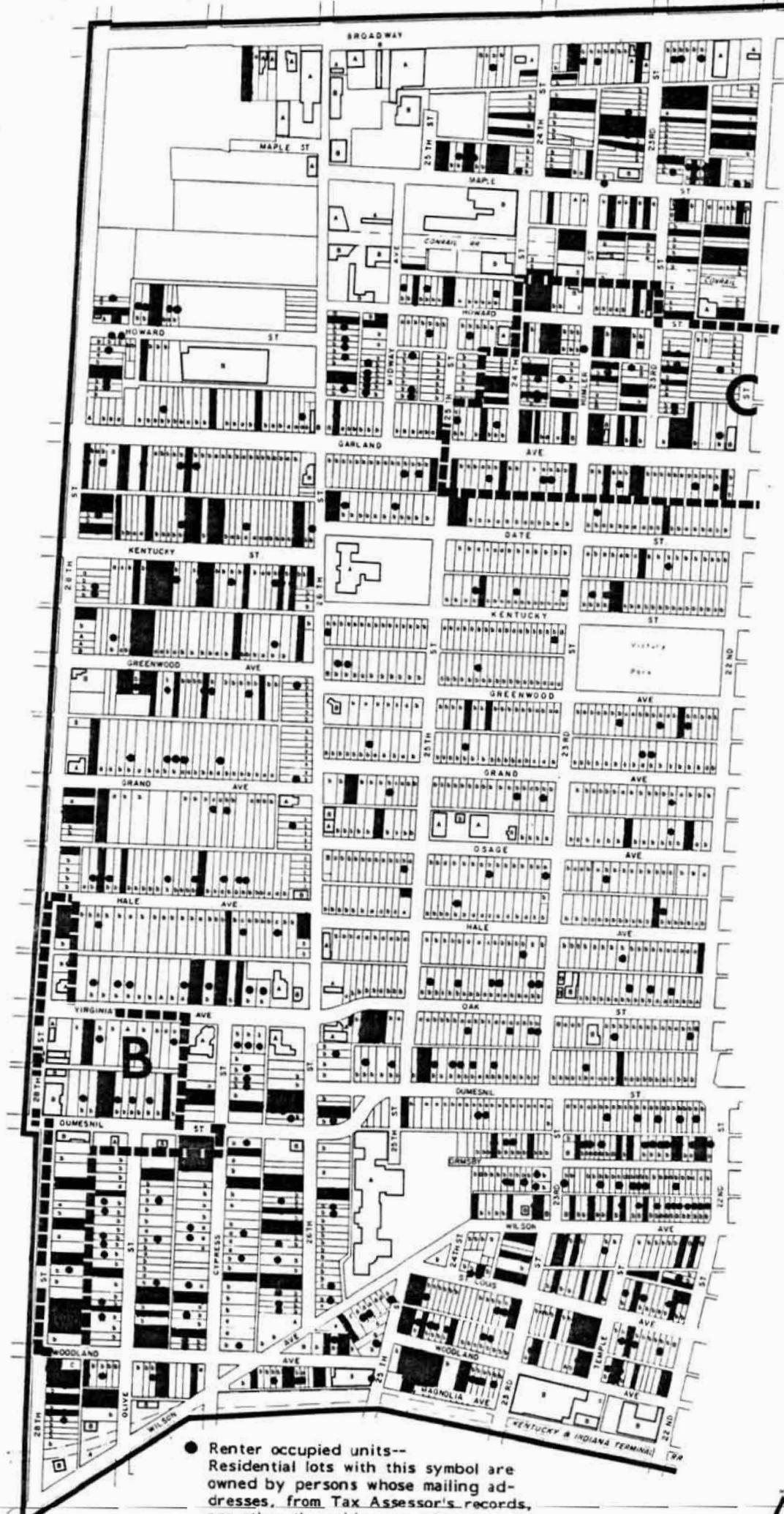
HOUSING PRIORITIES AND PHASING

<u>Implementation Measures</u>	<u>Responsible Party</u>	<u>Startup Period</u>
1. <u>Highest Priority Actions</u>		
Neighborhood Self-Help Housing Repair	California Task Force (CTF), New Directions	Short Range
Emergency Housing Repair	New Directions, neighborhood repair team	Ongoing & Short Range
Tool Library/Salvage Program	CTF, CD Cabinet	Short Range
Home Weatherization	Project Warm, Housing Dept., CAA	Ongoing
House Painting	Neighborhood repair team	Short Range
Demolishing Unsafe Structures	CTF, Housing Dept.	Immediate
Housing Rehabilitation Programs	CD Cabinet, Major Corporations	Ongoing
1. <u>High Priority Actions</u>		
Housing Education Program	CTF, New Directions, Tenants Union	Short Range
Code Enforcement	Housing Department	Ongoing/Short Range
Strengthening Housing Market	CTF, Realtors	Short/Medium Range
Infill Housing Construction	California Neighborhood Properties, New Directions, Urban Land Program	Ongoing
Urban Homesteading	Urban Land Program,	Short Range
Clouded Titles	Legal Aid Society	Short Range
3. <u>Medium Priority</u>		
Direct Contacts with Vacant Property Owners	CTF, Building Inspection Department	Short Range
Cooperative Housing	CTF, Plowshares Project	Medium Range

**FIGURES...**

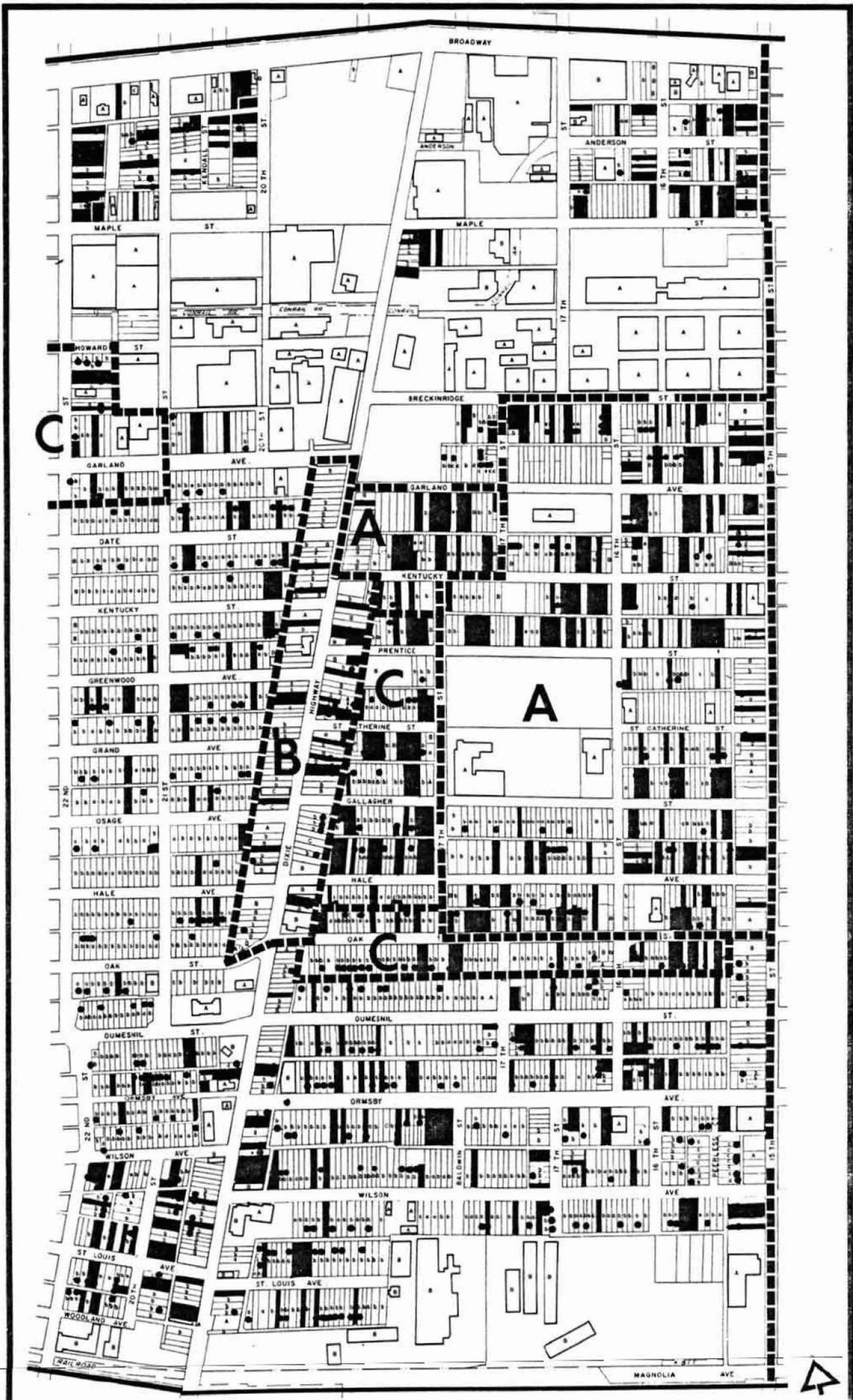
**HOUSING**

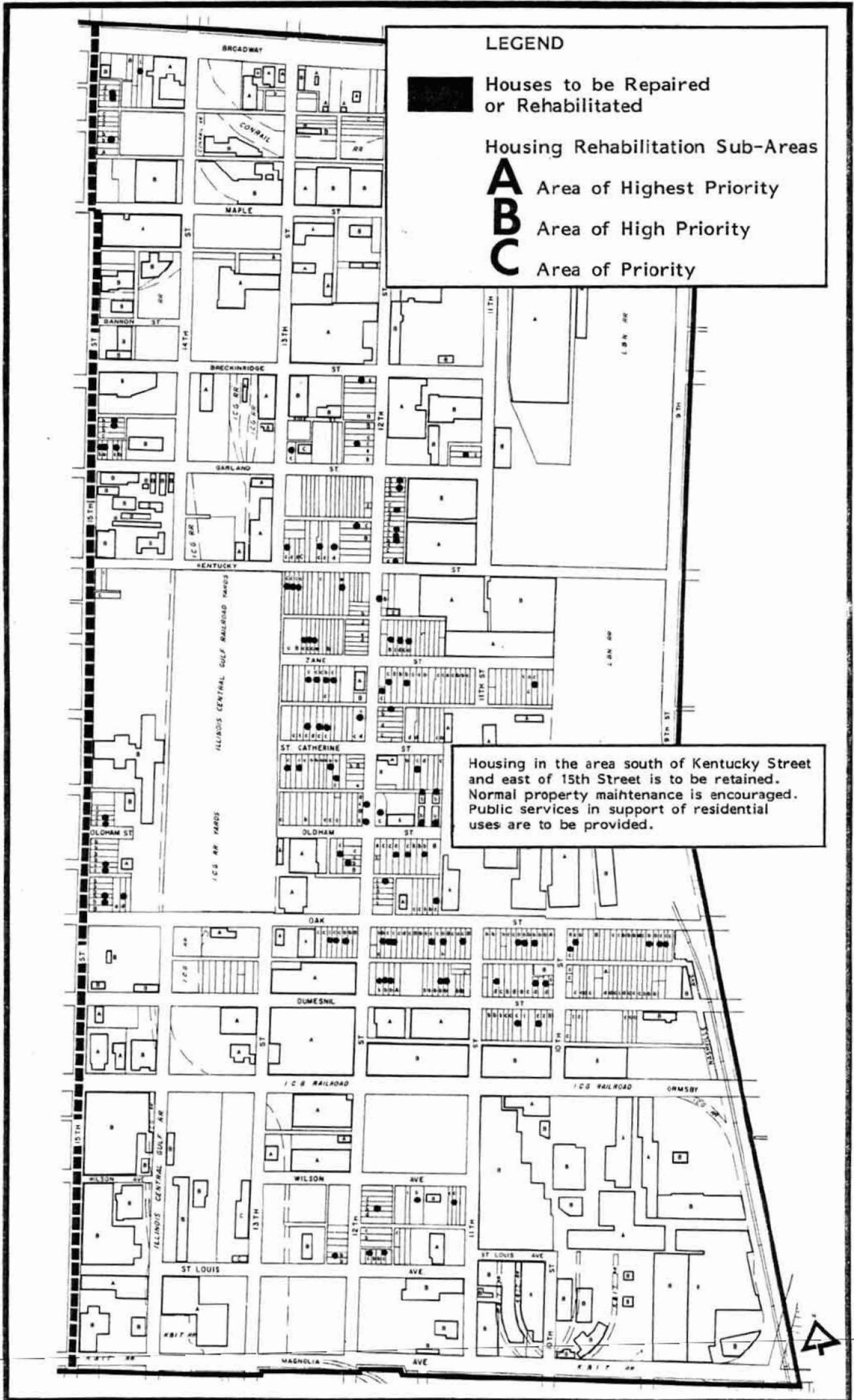
## III-1 HOUSING RECOMMENDATIONS



● Renter occupied units--  
 Residential lots with this symbol are  
 owned by persons whose mailing ad-  
 dresses, from Tax Assessor's records,  
 are other than the properties shown.







**LEGEND**

 Houses to be Repaired or Rehabilitated

**Housing Rehabilitation Sub-Areas**

- A** Area of Highest Priority
- B** Area of High Priority
- C** Area of Priority

Housing in the area south of Kentucky Street and east of 15th Street is to be retained. Normal property maintenance is encouraged. Public services in support of residential uses are to be provided.

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## **IV ECONOMIC DEVELOPMENT**

A. NEEDS ASSESSMENT

1. Summary of Findings

- The amount of neighborhood-commercial use falls short of the needs of California residents based on the population and disposable income of the residents. Further, the mix of neighborhood retail is inadequate.
- Many of the neighborhood-commercial uses, especially those located east of Dixie Highway, are dilapidated and offer a poor selection.
- The consistently high rate of unemployment in the California neighborhood contrasts with the large employment centers in the surrounding neighborhoods, emphasizing the need for job opportunities for less skilled workers and programs to improve job skills.
- Income levels of the neighborhood residents are low, and population has dropped to less than one-half of its 1950 level in 1980. The loss in population has been most acute in the eastern third of the neighborhood but has affected all areas.
- There is a trend away from retail and general commercial firms in the neighborhood while services, wholesaling and manufacturing firms are on the increase. The Station Park development reinforces this trend.

2. Existing Conditions

This segment of the Plan addresses the economic development aspects of the California neighborhood. This entails identification of the social and economic characteristics of the population, review of the existing commercial and industrial uses and a discussion of the neighborhood's employment opportunities. Based on this analysis, problems and opportunities related to economic development are identified. Although the strength of any neighborhood's economy is based on conditions of the metropolitan area, unique opportunities and problems within California can be identified as a basis for strategies that respond to the neighborhood's needs.

a. Land Use

The commercial and industrial land use categories address the land uses most related to economic development. These land uses (including vacant industrial and commercial uses and parking) occupied 31.9% of the land in California in 1981 (343.8 acres). Commercial and industrial land use categories are broken down into subcategories for purposes of analysis. Wholesale commercial use is included in the industrial use analysis due to similarities in their operational characteristics.

Commercial Uses. Commercial land uses (including vacant commercial structures and parking) accounted for only 3.1% of the land area in California. The commercial land use category is divided into four sub-categories: neighborhood; regional; services and offices. A detailed description of the commercial sub-categories follows:

Neighborhood-commercial uses are retail stores that serve the shopping needs of nearby residents by providing non-durable, personal consumption items such as food, clothing, medicines, liquor, etc. Bars and restaurants are considered neighborhood-commercial uses also. In 1981 there were 67 of these uses occupying 8.8 acres of land. Neighborhood uses occur throughout the neighborhood and in three concentrations: Dixie Highway, west of Dixie Highway on Broadway, and at Twenty-Eighth and Dumesnil. Figure IV-1 shows the location of neighborhood-commercial uses as well as the other categories of commercial use.

Regional-commercial uses are retail stores that draw customers from a wide area and are not dependent on California residents alone for customer support. Regional-commercial uses deal primarily in durable goods, items which entail a major expenditure and have a long-life, such as automobiles, furniture, and appliances. Stores offering specialty items such as jewelry or medical appliances are also considered regional-commercial uses. Gasoline stations are included in the regional-commercial category due to the regional drawing power exhibited. In 1981, 13 regional-commercial uses in California occupied 5.2 acres of land. The majority of these uses are located along Broadway and in the Station Park area (See Figure IV-1).

Commercial services include uses such as barbers, beauticians, dry cleaners, construction contractors, laundromats, banks and repair services. These facilities are generally neighborhood-oriented but may also serve a larger region.

In 1981 the land-use survey found 76 commercial service establishments occupying 22.9 acres of land.

Office uses consist primarily of professional offices such as lawyers, architects and accountants, etc. Non-professional business offices which do not offer retail services are also part of this category. Doctor offices are not included in this category (medical uses are a separate land-use category). The 1981 survey of land-use found 12 offices in California occupying 2.4 acres of land.

Industrial/Wholesale Uses. Industrial and wholesaling uses occupied 305 acres of land, 28.3% of the California neighborhood area. The majority of these uses are located east of Fifteenth Street in the Station Park subarea and in a band parallel to and south of Broadway. Some industrial and wholesale uses are scattered throughout the neighborhood as shown on Figure I-1 in the Land Use section. Industrial use is the second most common land-use category in the California neighborhood and is a major factor in the character of the area. For purposes of this analysis, the following sub-categories of industrial land-use have been established.

Light industrial uses involve manufacturing processes which do not modify raw materials but rather involve assembly or fabrication of finished goods such as printing, beverage bottling, sheet metal fabrication, etc. Light industrial processes do not have severe hazards associated with them and are less likely to create nuisances that make them incompatible with other land uses. Light industry was found to occupy 47.1 acres of land in 1981 and its location is shown on Figure I-1 in the Land Use Section.

Heavy industrial uses involve refining raw materials, complex assembly processes or handling of hazardous materials such as paint and varnishes, chemicals or petroleum. Heavy industrial occupies 240 acres of land in California and is dominant throughout the industrial area.

Wholesale commercial uses are involved in wholesale distribution of finished products and materials. Although wholesaling is a commercial land-use, it has been included with industrial uses because of similarities in operating characteristics, site requirements, effects on surrounding land uses, and treatment under the zoning regulations. Wholesaling uses occupied 17.9 acres in 1981. The majority of the wholesale uses are located east of Fifteenth Street or along Broadway.

b. Condition of Commercial and Industrial Structures

Data on structural conditions were collected in a windshield survey as part of the data gathering process for the California Neighborhood Plan. Commercial and industrial structures were classified as either standard, depreciating or substandard. Structures in the depreciating category are in need of extensive minor repair; substandard structures need major repairs to an extent that may justify clearance. Table I-4 in the Land Use Section explains these categories in more detail. In California 220 non-residential structures (43.7%) were classified as "standard" in 1981. The survey indicated that 268 non-residential structures (53.2%) were "depreciating", and the remaining 16 non-residential structures were classified as "substandard" (3.2%). Figure I-4 shows the condition of non-residential structures. "Depreciating" and, to a lesser extent, "substandard" structures were dispersed throughout the commercial and industrial areas of the neighborhood. Some isolated businesses in the residential area also fall into these categories.

Vacancy rates for commercial and industrial structures were fairly high with 52 commercial and industrial structures vacant in 1981 at the time of the Planning Commission survey.

c. Commercial and Industrial zoning

California neighborhood, like most of the core areas of the City of Louisville is zoned for higher intensity uses. Most of the area (54%) is zoned industrially, primarily the M-2 and M-3 classifications. The acreage within each zoning district is shown in Table IV-1. Commercial zoning makes up much less of the neighborhood (6%) than industrial zoning, and about two-thirds of the residential land is zoned for apartments (R-6 and higher).

Table IV-1 Existing Zoning (1981)

<u>Zoning Classification</u>	<u>Acres</u>	<u>Percent of Total Area</u>
R-5	131.90	12.86
R-6	117.74	11.48
R-7	152.81	14.90
R-8	5.26	.51
C-1	11.28	1.10
C-2	51.15	4.99
C-3	3.37	.33
C-5	.19	.02
M-1	.29	.03
M-2	246.35	24.03
M-3	306.04	29.75
Total	1025.38	100%

Source: Louisville and Jefferson County Planning Commission, September, 1981.

Existing land-use in California differs significantly from the land-use potential represented in the zoning designation. Industrial zoning covers 550 acres, but industry occupies 398 acres. The 65 acres of commercial zoning significantly exceeds the 39 acres of commercial use.

### 3. Profile of Residents

Population characteristics are presented in part A.2 of the Land Use section. Data that is most relevant to economic development will be summarized here. The neighborhood's population has declined steadily for the past 30 years, reducing the market for neighborhood stores. This population loss equals 12,230 persons, 54% of the 1950 population.

The mean composite income of all families in California neighborhood was \$7,514 in 1969, 66% of the County mean. Per capita income in 1969 was \$2,060 in California, which is 64.6% of the Jefferson County average and 69.4% of the City of Louisville average. (1970 data is presented for detailed characteristics of the neighborhood income and employment because 1980 data was unavailable at the time of publication.)

Twenty-nine percent of the households in California were at or below the poverty level in 1970, over twice the County rate of 13.1%. Sixteen percent of the families in California were receiving welfare or public assistance in 1970. This was three times the County rate (5.2%), but amounted to about half the number of households living below poverty level and indicates there may be a need for guidance about the availability of welfare payments and eligibility.

The residents of California neighborhood were primarily blue-collar workers in 1970 when 49.8% were considered in this category. Service workers made up 28.4% of the employed persons in 1970 while white-collar workers made up 21.0%. White-collar workers decreased as a percent of the work force from 1950 to 1970 losing 7.0%, and the blue-collar category lost 4.2% during the same period. The growth category of employment was service workers. Labor-force participation rates in California were 69.3% for men and 46.3% for women and averaged 56.5% for both sexes in 1970. California's rates were lower than the County averages for men (79%) and total (60%), but were higher for women (43%).

#### 4. Employment

California is a mixed-use area that contains a significant amount of employment within its boundaries, and is close to Downtown Louisville. Census Tract level data from 1973 in Appendix 0 indicates the numbers of jobs and mix of job opportunities which exist in California. Table A in Appendix 0 shows total employment for each Census Tract; Table B breaks manufacturing employment into various industries. Census Tracts 17, 18, 19 and 27 were entirely within the California area; the remaining six Census Tracts extend beyond the boundaries of California and include population and jobs not located in the neighborhood. The population of the entire area of all Census Tracts partially or entirely in California was 31,879 persons in 1970. Of these, 15,980 persons were between 19 and 64 years of age. With a labor-force participation rate of 56.5% this results in 9,029 persons in the work force. The total employment in the same ten Census Tracts as shown in Table A was 26,988 persons in 1973. Unemployment for the California neighborhood was 6.5% in 1970 and ranged from a low of 5.0% in Census Tract 17 to 25.4% in Census Tract 32. Jefferson County's unemployment rate was 3.9% in 1970 and the City of Louisville's was 4.6%.

Sixty-eight percent of the jobs available in the ten Census Tracts (18,447 jobs) were in manufacturing. The primary manufacturing category is tobacco which employed 10,023 persons in 1973. Phillip Morris, Inc., lies within the neighborhood and employed 2,588 persons in 1973. Outside the neighborhood boundaries but within the larger area covered by the ten Census Tracts is the Brown and Williamson Tobacco Corporation which employed 5,840 persons in 1973. Brown and Williamson has relocated their manufacturing operations out of state and will relocate their offices outside the neighborhood.

The second largest category of manufacturing employment in the California vicinity is distilled liquor. Two firms are within California's boundaries, Bernheim Distilling with 408 employees in 1973, and Brown Forman Distillers Corporation, which employed 1,483 in 1973.

The third and fourth largest categories of manufacturing in the California vicinity were fabricated metals (1,749 employees), and printing and publishing with 1,227 employees. Table C in Appendix 0 lists the industries within the actual boundaries of California neighborhood. Philip Morris was the largest manufacturing employer followed by Brown Forman Distillers. Henry Vogt Machine Company was the third largest manufacturing employer (1,200 employees).

The fourth largest manufacturing employer in 1973 was Fawcett Printing Company which has since closed its doors. The ten industries listed in Table C employed 44.3% of the manufacturing employees in the ten Census Tracts making up the California vicinity.

After manufacturing, the largest grouping of employment in the California vicinity in 1973 was transportation, communications and utilities (3,615 employees) followed by services with 1,742 employees, and retail trade with 1,465 employees. (See Table A). The most significant absence in employment is that of finance, insurance and real estate (F.I.R.E.). There were only 33 employees in the F.I.R.E. group in 1973. This indicates banking and other business services may not be easily available in the neighborhood.

The employment in California vicinity was concentrated in four Census Tracts, (26, 28, 32 and 34) which contained 89.7% of the total employment in 1973. Census Tract 28 had the greatest number of jobs (7,845) followed by Census Tract 32 with 7,128 jobs.

In addition to jobs located in the neighborhood, California is close to the Downtown and Medical Center employment centers. There are 44,000 persons employed Downtown and 12,000 employees and students at the Medical Center. The Station Park industrial park within the California neighborhood will provide an additional 400 jobs when it is completed. In addition, the neighborhood's central location in the community and high level of transit service make jobs situated in other parts of the city and county accessible to California residents.

California is an economically disadvantaged neighborhood. Unemployment has been consistently higher in the neighborhood than in the City as a whole, despite a large ratio of jobs to workers in the area. This indicates the need for training to allow California residents to compete for jobs as well as the need for jobs which can utilize the skills of the unemployed and underemployed persons.

#### 5. Supply and Demand

This segment will consider the supply of commercial facilities and demand for these facilities, in order to identify neighborhood needs. The demand for commercial use is neighborhood-based only for those commercial uses which primarily serve neighborhood needs. Other subcategories used within this report can be considered from the viewpoint of the supply of vacant, appropriately zoned land within the neighborhood, but demand must be a regionally-generated estimate.

##### a. Demand for Regional, Office and Service Commercial in the California Neighborhood.

As indicated above, demand for these three categories of commercial use is regionally generated. There has not been a recent assessment of the current demand for these categories of commercial use in the Louisville metropolitan area. However, the California neighborhood's proximity to Downtown and the developing Station Park industrial complex are strong positive attributes for the neighborhood to attract new regional-type commercial uses, offices and commercial services. In addition to the Station Park development, other industries are located south of Station Park. The large amount of vacant land in this area, its proximity to industries and proximity to Downtown make the area east of 15th Street desirable for more intense commercial development, possibly serving the adjacent industry. The commercial node at 28th and Dumesnil and 18th Street Corridor are appropriate locations for offices, service and regional-commercial uses. Vacant land and structures exist in these areas.

The existing zoning of vacant land and vacant structures reinforces a shift in land-use in Station Park and the area south of Station Park. Station Park and the area to the south is predominantly zoned industrial, (M-2, M-3) with some commercial zoning on the northern edge along Broadway (C-3). The C-2 zoning along 18th Street, C-1 and C-2 zoning at 28th and Dumesnil would accommodate a variety of commercial and office uses.

b. Supply and Demand for Neighborhood Commercial Use

Neighborhood commercial uses serve a limited area. For this reason, the adequacy of supply can be analyzed based on the population and income characteristics of the neighborhood. Neighborhood-level commercial uses provide goods and services that are needed on a daily or weekly basis. People will normally spend a majority of their personal-consumption expenditures for non-durable goods in their immediate neighborhood if adequate commercial facilities exist. A list of neighborhood-commercial establishments in the California neighborhood by type is shown in Appendix P. California does not have a wide variety of neighborhood-commercial uses. Figure IV-1 shows there is somewhat of a concentration of neighborhood-level establishments along Dixie Highway and West Broadway with other neighborhood stores located on street corners throughout the neighborhood, a pattern typical of older neighborhoods.

The 1981 land-use survey and subsequent in-house analysis by the Planning Commission staff found 67 currently operating neighborhood-commercial uses in California with approximately 100,950 square feet of sales area. It appears that the amount of neighborhood-commercial use in California neighborhood has a sales capacity (\$11.4 million) which is inadequate to meet residents' estimated demand (\$16.7 million) for nondurable goods, (excluding gasoline) as shown in Table C of Appendix Q. Further, the mix of neighborhood-commercial uses is inadequate; 33 of the 67 establishments and 49,200 square feet of the total sales area were found to be liquor stores (13 establishments) or bars (20 establishments) with a combined sales capacity of about \$6.1 million.

The remaining 34 neighborhood-commercial establishments include 15 restaurants (four of which are fast-food establishments) seven small groceries with combined floor area of about 11,700 square feet and annual sales of \$1.9 million, four second hand stores, three hardware stores, three music stores, one dairy and one clothing store.

The analysis performed to determine the adequacy of the neighborhood-commercial use in California neighborhood is based on a comparison of estimated annual expenditure by neighborhood residents (\$16.7 million) for non-durable goods (excluding gasoline) to an estimate of the sales volume of the existing neighborhood-commercial establishments in California, (\$11.4 million). The fact that a fairly large number of vacant stores exists in the California area, despite what is estimated to be a 32% shortfall in the amount of neighborhood-commercial needed by neighborhood residents, indicates that the analysis may be questioned. It detracts from the model's accuracy when a street such as West Broadway is split by neighborhood boundaries when no real barrier exist to shopping across the street. It may also be possible that the shortfall in the amount of neighborhood-commercial actually exists and that the vacant stores represent an over reaction by merchants to the population loss which has occurred during the last 30 years. Trends in retail operations during recent decades also contribute to commercial vacancies in California. Larger stores located in shopping centers with off-street parking have replaced many small-scale commercial uses. As a developed urban neighborhood, sites for this type of commercial development only exist if numerous small parcels of land can be assembled. The continued

vacancy of existing stores despite demand may reflect the high cost of entry due to interest rates; inflated property values, fear of crime and uncertainty about the neighborhood's future also may contribute to commercial vacancies. Another element that supports the analysis in finding a shortfall in the amount of neighborhood-commercial, is the construction of three new fast-food restaurants, two in the 2100 block of West Broadway and the third in the 1300 block of Dixie Highway. National franchises can often generate their own capital resources for starting a new store and are not inhibited by economic slowdowns as an individual wanting to start a business might be. Further, they generally undertake detailed market studies before committing themselves to a new development.

The assessment that there is unmet commercial demand for neighborhood-level commercial facilities must be qualified somewhat by the fact that significant amounts of commercial use, some of which may be neighborhood-oriented, lies immediately adjacent to, but outside of the boundaries of the California neighborhood. These areas include the north side of Broadway and the west side of 28th Street. Further, two neighborhood shopping centers have been constructed north of Broadway during the last decade. These were the Village West Mall at 1015 West Chestnut Street and the Lyles Plaza at 671 South 28th Street.

The lack of neighborhood shopping in California is the result of several factors: a lack of suitable land for development, the bad reputation of the existing commercial districts due to loitering, high crime and racial violence that occurred during the late 1960's, a lack of investment capital and the poor conditions of some of the occupied and vacant commercial structures in the neighborhood. Of the three major neighborhood-commercial areas (Dixie Highway, 28th and Dumesnil, and West Broadway from about 18th to 28th Streets), the West Broadway site has seen the most improvement during the last ten years. The decline in the 28th Street area has left numerous vacancies and deprived a large area both within and surrounding the California neighborhood of commercial outlets.

## 6. Surveys of Economic Development Needs

As part of the planning process for California, a problem identification session was conducted with the California Task Force, and a survey was mailed to area businesses. Findings from these efforts that relate to economic development are summarized below.

Problem Identification Session. A survey of neighborhood concerns was conducted with the California Task Force on September 21, 1981. The two groups of participants identified neighborhood problems and prioritized them. The results of this process are presented in Appendix R. Key issues concerning economics development and commercial needs were high on both groups' lists of issues. Unemployment and a lack of job-training opportunities were ranked as the first priority issue by one group and as the third and fourth priority issues by the second group.

The need for shopping facilities, a shopping center, a drug store, more facilities in the Twenty-Eighth Street area and funds to build those facilities (SBA loans) are also high priority issues to California area residents. Other commercial facilities needed but assigned lower priority by the residents included: a

good laundromat, a large grocery, another bank and improvement of the Dixie Highway commercial strip.

The third clustering of economic development issues listed by California Task Force participants relates to the nuisances generated by commercial use. These include the high priority issues of a noisy bar (16th and Gallagher), loitering around liquor stores and along 18th Street and the lower priority issue of prostitution. Industry generated some issues (low priority) from nuisances with trucks from the grain elevator using Gallagher Street and overloaded coal trucks spilling coal on the streets.

California Business Survey. A survey was mailed to 200 industries and commercial establishments to identify problems and issues relating to the neighborhood plan. Survey results are presented in detail in Appendix S. Twenty percent of the surveys were returned, survey respondents were primarily well-established, property-owning concerns. Eighty percent of the respondents had been in California for 10 years or longer. Forty-five percent of the respondents anticipated expanding or improving their facilities; 57% plan to increase the number of persons employed (an average increase of nine employees). A majority (53%) had experienced an increase in real sales volume, and three-quarters of the respondents plan to keep their firms in California. Neighborhood residents constitute 25% of the persons employed at responding businesses.

Security problems and declining surroundings were the most frequently mentioned problems of doing business in California. One-half the respondents had been burglarized or robbed in the last five years. Vacant and deteriorating buildings and litter detract from businesses in the area. Parking problems were also mentioned. Specific suggestions for physical improvements to the neighborhood were repair or demolish vacant buildings, street repairs, and general cleanup of the area.

## 7. Issues and Problems

Considering the condition and analysis of the economic development aspects of California, as well as the survey results, the following issues and problems need to be addressed in the neighborhood plan.

### a. Neighborhood Commercial Uses

- The amount of neighborhood shops is less than the estimated demand. Shopping facilities are inadequate in type as well as amount. There is no drug store or large grocery.
- There are many vacant commercial structures and many structures are in poor condition.
- There is no concentrated shopping area, with a variety of stores located in proximity to each other.
- The sharp decline in neighborhood population has reduced California's ability to support shopping facilities.

b. Employment

- There are many jobs in and near the neighborhood, but unemployment is high in California. Significant number of new jobs may become available through Station Park and related development, if neighborhood residents are qualified to fill them.
- Some major industrial employers in the neighborhood have closed down or have reduced their operations.

c. Neighborhood Conditions

- Crime problems including burglary, prostitution and loitering detract from California as a location for businesses.
- Deteriorated structures and litter in the neighborhood make it less desirable for businesses.

8. Government and Non-Government Actions

There have been several programs aimed toward the business and employment needs of older neighborhoods in the Central Louisville area. Target 80: Overall Economic Development Program (1972) was one of the initial concerted efforts to identify the special needs of inner-city neighborhoods in Louisville. This report set forth goals and objectives for economic development. Long range strategies were identified in the subsequent report Economic Development Strategies (Nathan Barnes and Associates, 1974) which recommended Federal Community Development Block Grant (CDBG) and local General Fund dollars be used as the primary sources of assistance for implementation. The focus of these strategies were the "Special Impact Area" (SIA) as designated by the Economic Development Administration in accordance with the Public Works and Economic Development Act of 1965 (P.L. 93-423). The SIA included Louisville's downtown and its surrounding older neighborhoods, including California. A principal recommendation for the SIA was development of an in-town industrial park. Underutilized land surrounding Union Station was the site chosen for this development. Station Park is currently being developed and should result in 400 jobs coming into the neighborhood. The Station Park area covers a total of 170 acres, the City will acquire a total of 33 acres to be used for public improvements or be sold for industrial development. As of this writing, 14 acres have been acquired.

Part of the California area bounded by 15th Street, Breckinridge, 17th and Oak Streets (See Figure I-2) is designated as a neighborhood strategy area (NSA) eligible for housing rehabilitation and neighborhood redevelopment funding under the Community Development program. This has enhanced the neighborhood's potential for housing improvement, and new housing construction has strengthened the market for neighborhood shops.

Financial assistance for development in California is available under programs of the Small Business Administration (SBA). Leveraging SBA funds with CDBG monies is effective in declining neighborhoods especially if it is done as part of a comprehensive redevelopment plan including housing and commercial rehabilitation. The neighborhood commercial/industrial

uses in California neighborhood can also draw on the Louisville Economic Development Corporation (LEDCO) and the Minority Venture Capital Corporation (MVCC) for assistance under the City Neighborhood Business Revitalization Program. These programs are intended to provide loans for industrial job expansion, revitalizing neighborhood strips (including rehabilitation of existing uses and construction of new facilities) and provide venture capital for new business enterprises, especially those which are minority owned. Neighborhood businesses have recently obtained \$11,800 in LEDCO Loans.

Since 1978 the California Task Force has been seeking the means of improving the business development along the 18th Street corridor. They have worked with the City of Louisville, the Kentucky Minority Businessmen's Association, LEDCO, the Louisville Economic Development Office, the Community Development Cabinet, the Community Design Center, and the Legal Aid Society. Business surveys have been conducted in the 18th Street corridor and the Economic Development Office identified a site for development of a small neighborhood-shopping center. The Community Design Center developed a site plan and model for the center and the Economic Development has helped locate a management firm to operate the proposed center. Presentations have been made to the elected officials on the center and currently final proposals for construction and financing are being developed. The Task Force has requested CDBG funds to acquire land for the shopping center.

## B. PROJECTIONS

This part of the Economic Development section projects the probable future state of the neighborhood, given existing conditions, trends and programs. In so doing, the effects of not developing a plan for California's economic development are explored.

If current trends continue, California will continue to lose population through loss of housing; as a result of decreasing household size, population loss will have a negative effect on neighborhood-commercial uses. The lack of a coordinated program to improve neighborhood shopping areas will increase the problems resulting from population loss. Inadequate shopping facilities, both in terms of amount and types of stores, will continue to be a problem in California. The shopping area along Dixie Highway and 28th Street at Dumesnil will continue to have high vacancy rates and a poor reputation. The reduction in neighborhood-level retail and services in California neighborhood and the continued under-service of the neighborhood will lessen the desirability of the residential areas of the neighborhood. The loss of population will, in turn, result in less support for neighborhood-level businesses creating a downward spiral.

Under existing programs, California will see the completion of the Station Park project and the location of new industries in the neighborhood. The loss of industrial employment in the area may be slowed down if Station Park is successful, but any new employment will have a long way to go to replace the 3,000 manufacturing jobs lost by the closing of Brown and Williamson Tobacco Corporation. Employment trends indicate that California is and may continue to be a low-income neighborhood. This is a blue-collar neighborhood in a county with a declining manufacturing employment sector. The county-wide loss of manufacturing jobs occurring since 1970 especially impacts low skilled persons or persons with skills which are not easily transferable. Labor force participation rates have remained constant in the past, but only because women were participating to a greater degree while men decreased in participation. Service jobs, historically low paying, are on the rise while blue-collar jobs are decreasing. This will result in a drop in the relative income levels of the California neighborhood.

Conditions in the neighborhood as a whole will not be conducive to new business investment. Deteriorated housing, abandoned structures and litter will detract from the area's appearance. Failure to improve the neighborhood shopping areas will limit the services available to employees of prospective businesses. Crime and loitering problems will discourage new retail outlets in the neighborhood.

Projected future conditions in California were compared to the guidelines of the Comprehensive Plan and the City's Community Development Strategies. Relevant guidelines from the Comprehensive Plan are listed in Table IV-2.

The projected decline in the quality and quantity of neighborhood-level retail would be contrary to existing policy toward these uses. The Comprehensive Plan states that commercial facilities in older areas that have unmet needs should be given incentives and assistance to expand in order to upgrade these areas (Guideline C-11). The pattern of neighborhood-commercial loss in California neighborhood is destabilizing to the area.

The criteria for neighborhood-commercial uses -- located near existing shopping and designed in relation to its surroundings -- would not be realized without a coordinated

program to improve the neighborhood's shopping areas. The Comprehensive Plan proposes criteria for design of industrial development in proximity to residential areas (Guideline I-8). Outside the boundaries of Station Park, there is no mechanism to achieve appropriate design of industrial expansion. Current zoning would allow industrial uses in residential areas of California. The Comprehensive Plan supports efforts to expand industrial employment, especially if unemployed and low-income persons will benefit (Guideline I-12). This goal would be achieved to some extent through Station Park, but not on the scale needed to address the neighborhood's employment needs.

The strategies set forth by the Community Development Cabinet of Louisville provide both general and specific recommendations for improving the economic situation in California neighborhood. The Cabinet lists development of a major in-city job center (Station Park) to provide additional convenient job opportunities for City neighborhoods, and creation of a favorable business climate within the City, for retention and expansion of private and public sector jobs.

The Station Park development will support both the Comprehensive Plan and Community Development Strategies. However, without specific reinvestment activities and land-use controls in the California neighborhood, a general and continued decline in neighborhood-commercial development and quality of life will occur in the area. Station Park and other industrial development along with regionally oriented commercial uses will expand in the neighborhood at the expense of residential use and without regard for nuisance abatement or impacts on displaced persons. This is in conflict with Guidelines I-8, C-6 and C-7 and would possibly detract from the attainment of the general goals of neighborhood improvement set forth by the Community Development Strategies.

Table IV-2 Comprehensive Plan Guidelines  
Related to Projections for California

- C-7 Develop commercial uses serving small areas or neighborhoods or providing convenience goods:
  - a) preferably adjacent or near existing convenience shopping facilities and
  - b) with safe pedestrian access and
  - c) with an intensity and size that would not adversely affect existing residential areas or businesses and
  - d) with a good transition between adjacent uses that reflects existing architectural and residential character.
  
- C-11 Provide incentives and assistance to retain, expand or locate new commercial facilities in older areas which have exhibited a need that has been unmet for many years.
  
- I-8 Prohibit industrial development within residential areas. Locate industries adjacent to residential areas or in mixed land-use areas only if the industries can be made compatible with surrounding development. Expand existing industries which are adjacent to a non-industrial development in a manner that meets the needs of the industry and protects surrounding development from nuisances.
  
- I-12 Provide incentives to expand industrial employment, giving special attention to industries which demonstrate that employment opportunities would be provided for unemployed, underemployed or lower-income people.

## C. ALTERNATIVES AND RECOMMENDATIONS

Recommended strategies to address the economic development problems facing California neighborhood are developed in this segment of the plan. Using information on existing conditions, past trends and likely future conditions if current situations persist, a set of issues facing the area were defined. Several alternative strategies were generated for each issue and evaluated by the Planning Commission and the California Task Force. In two meetings with the neighborhood representatives, the alternatives were reviewed and recommendations promulgated. The following is a listing of the issues, alternatives and recommendations for economic development.

### 1. Generation of Alternative Strategies

#### a. Issue:

Neighborhood shopping needs.

#### Alternatives:

- (1) Continue the existing level of commercial use currently existing in California neighborhood and place emphasis on the utilization of shopping facilities in surrounding areas (Downtown, etc.).
- (2) Allow additional commercial uses to locate in any appropriately zoned area of the neighborhood.
- (3) Allow additional commercial uses to develop only in the recommended commercial areas. (See following issue for locations recommended).
- (4) Improve the mix and quality of commercial services provided by existing commercial uses.
- (5) Promote infill of new commercial uses in the vacant commercial structures of the neighborhood.

Alternatives 3 and 4 are recommended. This approach will concentrate new commercial development at specific locations while upgrading the variety and quality of products offered by the previously existing commercial uses. Concentration of new commercial uses allows them to benefit from a composite customer drawing effect. Further, nuisances due to commercial use in residential areas may be reduced. The expansion of neighborhood-commercial services will correct the current lack of shopping facilities. Alternative 5 is only supported for vacant commercial structures within the selected neighborhood shopping areas.

#### b. Issue:

Location of neighborhood shopping facilities

#### Alternatives:

- (1) Locate a shopping center at Fifteenth and Oak as recommended by the Neighborhood Development Plan (1973).
- (2) Utilize the existing vacant structures at Twenty-eighth and Dumesnil as a shopping center.
- (3) Concentrate neighborhood shops along Dixie Highway/Eighteenth Street from Oak Street to Garland Avenue with a small shopping center at the north end of the strip.

- (4) Focus neighborhood shopping along Broadway west of Dixie Highway/Eighteenth Street.
- (5) Develop neighborhood-retail facilities within the Station Park development area.

Alternatives 2 and 3 are recommended. This approach will concentrate shopping in a manner which will minimize negative impacts on surrounding residential land uses and will promote renovation of both the strip commercial along Dixie Highway/Eighteenth Street and the vacant commercial uses at Twenty-eighth and Dumesnil. These locations are well situated in relation to residential areas. Alternatives 1 and 4 are removed from the people to be served.

c. Issue:

Industrial development needs.

Alternatives:

- (1) Allow the existing pattern of industrial use in the California neighborhood to continue.
- (2) Develop the second phase of Station Park in the area between Kentucky, Ninth, Magnolia and Fifteenth Streets.
- (3) Encourage existing industries in California neighborhood to upgrade their facilities through rehabilitation and site improvements including buffering where residential areas are impacted.
- (4) Support the continued presence and expansion of the major industrial employers in the mixed use area of the neighborhood.
- (5) Increase industrial uses in the area south of Station Park through the expansion of existing firms and the location of new industries in the area.

Alternatives 2, 3, 4 and 5 are recommended. Industrial development and the jobs it provides is the key to the improvement of the economic situation of the residents of California and the surrounding neighborhoods. The continued presence of the existing firms in the neighborhood, and their expansion is actively encouraged, as well as location of new firms in the neighborhood. Facilitating the orderly growth and development of industry in the area is a primary goal of the California plan.

d. Issue:

Neighborhood employment needs.

Alternatives:

- (1) Maintain existing employment opportunities in the neighborhood, and attract additional employers.
- (2) Encourage businesses to hire California residents; require Station Park firms or those seeking public financing to publicize job opportunities among local residents.
- (3) Seek job training problems for neighborhood residents.
- (4) Establish a neighborhood improvement program which creates employment and job training opportunities.

All four alternatives are recommended. These actions would increase the number of jobs

available, and improve residents' employment potential. These alternatives would meet other neighborhood goals, such as housing weatherization and cleanup of vacant areas, while addressing employment needs.

## 2. Recommended Economic Development Plan

The recommended Economic Development Plan for California neighborhood presents the recommendations for future economic development in the neighborhood. The plan's recommendations were developed as a means of addressing the major issues identified by the California Steering Committee, businesses in the area and analysis by the Planning Commission staff. The Economic Development plan consists of a series of guidelines to address the issues developed by the analysis. These guidelines interrelate with land-use and housing guidelines presented elsewhere. The Steering Committee approved the guidelines on February 18, 1982.

The recommended Economic Development Plan represents an application of the goals, policies and guidelines of the Comprehensive Plan and the Community Development Strategies. When approved by the Board of Aldermen, the Economic Development Plan will serve as a guide for the allocation of funds from general revenue and Community Development Block Grants. New programs and developments can be reviewed in light of their agreement with the Economic Development Plan and other elements of the neighborhood plan. Future zoning change requests from private individuals will be reviewed in light of their agreement with this plan and the Board of Aldermen may initiate zoning changes based on this plan.

### Neighborhood Shopping

- 1 -- Develop a small neighborhood shopping center at Eighteenth and Garland Streets in conjunction with the redevelopment of the Eighteenth Street commercial strip from Oak to Garland. Improve the mix and quality of the commercial services and products available from the existing stores in this area.
- 2 -- Rehabilitate the Twenty-eighth and Dumesnil commercial area to provide a neighborhood shopping center and improve the quality of the existing commercial uses in this area. The redevelopment should include non-commercial human services such as day care, health care, social service outreach, family planning and employment counseling services.
- 3 -- Focus new commercial uses in the recommended commercial areas, to create concentrated areas offering a variety of stores.

### Industrial Development Needs

- 4 -- Develop the second phase of Station Park in the area between Kentucky, Ninth, Magnolia and Fifteenth Streets.
- 5 -- Encourage existing industries in the California neighborhood to upgrade their facilities through rehabilitation and site improvements, including screening and buffering of residential areas.

- 6 -- Support the continued presence and expansion of the major industrial employers in the mixed use area (see Figure I-2) of the neighborhood.
- 7 -- Increase industrial use in the area south of Station Park development through expansion of existing firms and the location of new firms in the area.

Neighborhood Employment Needs

- 8 -- Maintain the existing employment opportunities in the neighborhood and attract additional employers.
- 9 -- Encourage businesses in the California area to hire neighborhood residents. When firms locate or expand in the neighborhood utilizing public financial assistance or locate in Station Park, require that they attempt to hire a percent of their new employees from the California neighborhood.
- 10 -- Seek job training and counseling programs for neighborhood residents.
- 11 -- Establish neighborhood improvement programs which would create employment and job training opportunities for neighborhood residents.

## D. IMPLEMENTATION

The value of the California Neighborhood Plan depends upon its usefulness in meeting the neighborhood's employment, shopping and industrial development needs. This segment of the Plan identifies actions and programs to implement the economic development recommendations. Parties responsible for the implementation actions and programs are also identified. Cost estimates are included for those measures that require special funding.

### 1. Neighborhood Shopping Center

The Plan supports construction of a neighborhood shopping center at 18th and Garland, to improve the quality and diversity of stores available to neighborhood residents and to stimulate revitalization of the 18th Street/Dixie Highway Corridor. The team currently working on the proposed California Center should continue its efforts. This team is composed of the California Block Club Federation, Community Design Center, Office of Economic Development, Community Development Cabinet and Legal Aid Society. Community Development Block Grant (CDBG) funds have been committed for site acquisition. Land Costs for phase 1 of the California Center are estimated at \$130,000. Development of the site will require an additional \$455,000. Possible sources for this amount include corporate support (donations, loans, or participation in ownership), Industrial Revenue Bonds, LEDCO, Small Business Administration loans, Minority Venture Capital Corporation and Title IX EDA loans. The optimal financing arrangement can be determined by the team members. The shopping center team should also continue its efforts to line up a developer and businesses to occupy the center. Finally, the team needs to consider details of ownership, operating responsibilities and use of revenue generated by the facility (see Item 2, below).

### 2. Community Development Corporation

Creation of a community development corporation (CDC) is recommended for California. A community development corporation is a neighborhood-based corporation dedicated to the area's economic development. CDC's can be for-profit, non-profit or cooperative corporations, depending on the neighborhood's goals. The CDC for California should focus on the management of the proposed California Center (18th and Garland) and the revitalization of the 18th Street Commercial Corridor. The CDC would be a structure ensuring continuity and coordination of efforts to achieve the neighborhood's objectives for 18th Street. The functions and goals of the CDC would be determined by neighborhood residents. The CDC could receive income from the California Center and seek other funding sources to stimulate business development. The CDC could acquire land and structures, and rehabilitate storefronts if the community so desired.

The Legal Aid Society is currently studying the legal status of the California Block Club Federation, in relation to the shopping center project. It is recommended that the creation of a CDC be considered as part of this process. The Federation should control the operations of the CDC. The possibility of consolidating the CDC with California Neighborhood Properties Corporation should be analyzed to determine if this would be beneficial. The detailed legal analysis required to explore the range of options in creating a CDC would be the responsibility of Legal Aid. No special funding is required for this project.

Creation of a CDC for the 28th and Dumesnil area may be appropriate to stimulate redevelopment of that area. This should probably be distinct from the organization created for 18th Street. Several neighborhood groups could cooperate in creating this corporation, or Parkland could

take the lead role. Experience with the CDC for 18th Street would be useful in establishing an organization for 28th and Dumesnil.

### 3. Financial Incentives for Businesses

Financial assistance is recommended to encourage several economic development objectives in California -- location of industries in Station Park, industrial expansion south of Station Park, expansion of major industries, and improvement of the two neighborhood shopping areas. These are diverse objectives, with varying funding needs. It is recommended that the City's Office of Economic Development be the agency coordinating financial incentives for business development. The Office should continue to work with commercial and industrial projects to arrange financing. Staff members are familiar with the available loan programs, eligibility requirements, application procedures, etc. Several programs may be applicable to commercial and industrial developments in California. Small Business Administration loans are offered through several different programs, generally at an interest rate slightly below prime interest rates. The Louisville Economic Development Corporation (LEDCO) will provide up to 30% of project financing at 8 1/4% interest; LEDCO has \$300,000 to loan in the current fiscal year. Title IX Economic Development Administration funds can provide loans at 8 1/4% in designated neighborhood shopping districts. The Office of Economic Development has applied to EDA to include 18th Street in the list of shopping areas eligible for these loans. There is approximately \$275,000 in this revolving loan fund at this time. The Minority Venture Capital Corporation makes loans at market rates to minority businesses that have been denied financing elsewhere. MVCC is funded with \$350,000 of CDBG funds for the current year. Industrial revenue bonds issued by the City of Louisville after review by the Louisville Industrial Development Authority can provide financing for large scale projects at below market interest rates.

As part of its administration of development incentives in the California area, it is recommended that the Office of Economic Development consider the recommendations of the neighborhood plan. Projects seeking public assistance should be in agreement with the adopted neighborhood plan. The Plan recommends that neighborhood commercial services be concentrated in two areas and that non-residential development in the mixed-use area be limited to existing firms (Land Use Guidelines 1, 10, 13, 16, 30 state these recommendations in more detail). Business loan programs should be used to promote these recommendations.

### 4. Promoting Employment of Neighborhood Residents

Three programs can help implement the Plan's recommendation for job training and employment opportunities. The Federal targeted jobs tax credit offers employers significant tax breaks for employing persons from nine "targeted" groups, including welfare recipients and economically disadvantaged youths. Employers can take 50% of the first \$6,000 of salary (up to \$3,000) in tax credits the first year, and one-half that amount the second year. This program is administered by the Department of Human Resources' Bureau for Manpower Services. The Bureau screens potential employees and provides a tax voucher for the employer. It is recommended that the California Task Force become informed about this program and provide information on the program to the proposed businessman's association. The Bureau for Manpower Services has indicated its willingness to make presentations to the neighborhood and to potential employers.

The second program to encourage employment of California residents is CETA's on-the-job training program. Under this program, firms hire entry level unemployed persons and

provide job training. A portion of the trainees' salary is paid by the Federal government. The Louisville and Jefferson County Consortium of Manpower Planning administers this program. Significant changes to the on-the-job training program are anticipated in the near future as part of the CETA phase-out. However, a similar program probably will be created. It is recommended that the Task Force contact the Consortium and inform neighborhood residents about participating in job training programs. Depending on the make-up of the new program, it may also be advisable to alert area businesses of the incentives offered under the new program.

The third program to help meet the neighborhood's job needs is development of the affirmative action plan for industries locating in Station Park. The plan will be prepared by the Urban League under contract with the City's Office of Economic Development. The affirmative action plan will identify goals for recruiting, training and hiring area residents, and programs to assist in achieving these goals. As part of its contract, Urban League personnel will meet with prospective Station Park developers, to present the community's needs and the affirmative action recommendations. The Urban League also provides technical assistance to firms participating in affirmative action programs. Adherence to the affirmative action plan is voluntary; the Urban League works with employers to develop a mutually acceptable employment strategy.

All three of these programs entail action by the California Task Force. The Task Force should organize presentations to neighborhood residents, explaining the tax credit, job training and affirmative action plan programs. The newsletter (Voice) can also be used to publicize these programs. Depending on the response and effectiveness of these presentations, the Task Force may want to consider an ongoing program related to employment and careers. The Governor's West End Task Force has recommended employment training and motivation programs such as "Giant Step," which could be part of an ongoing program. Large corporations in the neighborhood may be able to contribute speakers to the program. California may wish to join with other neighborhoods and various organizations (Chamber of Commerce, NAACP, Urban League) to establish a larger scale program. Finally, the Task Force should use its committee structure and newsletter to provide information useful to job seekers. The Task Force should publicize locations where jobs are posted and provide notice of job opportunities within the neighborhood. Businesses located in California and moving to Station Park should be encouraged to provide this information to the Federation staff.

#### 5. Support for Major Industries

The continued presence of the major industries in the mixed use area and their expansion is endorsed in the Plan. The neighborhood can help to achieve this by maintaining a cooperative attitude and keeping in touch with these firms. Their continued participation on the Task Force should be sought to keep the lines of communication open. When neighborhood support is requested for a zoning change request or financial assistance from government, the Task Force should offer the neighborhood's endorsement in the form of letters and appearances at public hearings, whenever possible. If conflicts arise between the firms and the neighborhood, the Task Force and industries should work to develop a mutually acceptable proposal.

#### 6. Completion and Expansion of Station Park

The Station Park project and future expansion south of Kentucky Street are important measures to attract industry

and strengthen employment opportunities in the neighborhood. These implementation measures are addressed in the Land Use Section, D. 7.

#### 7. Businessman's Association

Formation of a businessman's association is necessary to achieve several elements of the Economic Development plan for California. The association would be a partner in efforts to improve the neighborhood-commercial areas. It would provide a means for businesses to develop joint solutions to problems that currently detract from their locations in the neighborhood. The association would play a role in upgrading commercial and industrial physical plants, and in meeting the neighborhood's employment needs. The businessman's association is addressed in the Land Use section, D. 18.

#### 8. Screening and Buffering

The Plan recommends that industries adjoining residential areas provide screening. Implementation of this recommendation is addressed in part D. 15 of the Land Use section.

#### 9. Job Training and Neighborhood Improvement

The California Neighborhood Plan recommends several self-help programs to improve the neighborhood. These programs offer an opportunity for residents to gain work experience. The housing repair, weatherization, tool library/materials salvage, and community nursery proposals can all be managed to provide job training. Depending on funding levels, individuals may be compensated through these programs, or volunteer their skills. Volunteers could be part-time workers while in school or while actively seeking employment. In either case, the volunteers would be improving their chance to find work, by learning additional skills and adding to their work experience.

#### 10. Enterprise Zone

The enterprise zone is a much-discussed approach to attracting industry and revitalizing older urban areas. As of this writing, however, specifics of the Federal and State programs have not been finalized. Although enterprise zone designation may be beneficial for California, the program should be reviewed in relation to the neighborhood plan and the community's goals before designation is sought. It is recommended that the California Task Force and its Steering Committee contact the Office of Economic Development once the enterprise zone program is defined, to determine the program's content and desirability for California.

#### 11. Focusing Commercial Development

The development of compact shopping areas serving the surrounding neighborhood is recommended for 18th Street and the 28th/Dumesnil areas. Two implementation measures are proposed. Rezoning recommendations developed in the Land Use Section will reduce the area where commercial uses are permitted (see D.1 and D.2 in the Land Use section). The second implementation measure is the directed use of financial incentives. Programs to encourage development and improvement of neighborhood shopping facilities should be limited to firms located in areas delineated in Figure I-5 (see Item 3, this section).

## 12. Housing Rehabilitation

Improved housing conditions will contribute to the Plan's goals of improving neighborhood shopping areas and of retaining businesses in the neighborhood. Better housing in the vicinity of the Dixie Highway and 28th/Dumesnil shopping areas complement efforts to upgrade stores while encouraging investment and creating more attractive shopping areas. Housing rehabilitation in the neighborhood in general will reduce the trends of housing decline and population loss. Better housing conditions will strengthen the potential market for neighborhood shops. Measures to preserve and rehabilitate California housing stock are addressed in the Housing Section, D. 6.

## 13. Block Watch and Nighthawks Programs

Both of these grassroots crime-fighting programs are recommended for California. Block watches are effective in residential areas; because of the mixture of housing with stores in the neighborhood's commercial areas, block watches can reduce crime in the 18th Street corridor and at 28th and Dumesnil as well as in the residential area. The California Federation's efforts to organize block watches in the neighborhood should continue. A neighborhood crime watch is one of the best crime fighting tools available; the Louisville Division of Police has noted a considerable drop in crime rates in areas with block watches. The block watch program informs residents of who their neighbors are and encourages them to look out for each other. To be effective, 80% of the people along a block should participate. It is the Federation's role to stimulate interest among area residents. Churches may also serve as catalysts for the block watch program. The Police Department provides a "starter kit" to help create the block watch and will meet with each block watch once. The Police Department publishes a newsletter to keep block watches informed and bolster attendance, but responsibility for maintaining the organizations rests with the residents themselves. A block watch is a no-cost implementation measure. It does require a commitment of time and effort from residents throughout California.

A division of the Nighthawks is also recommended for California. This youth volunteer organization has proven to be a considerable deterrent to crime in other parts of the City. A training program for California youths is recommended. A priority for the new division should be 18th Street/Dixie Highway, because crime or the fear of it discourages potential shoppers in the area. The 28th and Dumesnil area, or other locations with safety problems should also receive the benefit of patrols by the Nighthawks.

TABLE IV-3

ECONOMIC DEVELOPMENT PRIORITIES AND PHASING

<u>Implementation Measures</u>	<u>Responsible Agency</u>	<u>Startup Period</u>
<u>1. Highest Priority Actions</u>		
Development of neighborhood shopping center	California Federation, CD Cabinet, Economic Development, LCDC, Legal Aid	Ongoing
Community Development Corporation	Federation, Legal Aid Society	Immediate
Establish Businessman's Association	California Task Force (CTF), Chamber of Commerce, OLMA	Short range
Publicize tax credit, job training programs	CTF, Bureau for Manpower Services, Consortium of Manpower Planning	Short range
Affirmative Action Plan for Station Park	Office of Economic Development, Urban League	Ongoing
Job Training and Neighborhood Improvement	California Task Force	Short range
Support Major Industries	California Task Force	Immediate
<u>2. High Priority Actions</u>		
Block watch/Nighthawks	CTF, Police Dept., Nighthawks	Short range
Financial Incentives for Business	Office of Economic Development, LEDCO, LIDA	Ongoing
Completion/Expansion of Station Park	Urban Renewal, Economic Development	Ongoing
<u>3. Medium Priority Actions</u>		
Enterprise Zone	CTF, Economic Development	Short range
Screening/Buffering	CTF, businessman's association	Short range
Focusing Commercial Development	Planning Commission, Alderman, Economic Development	Immediate
Housing Rehabilitation	CD Cabinet, Major Corporations, non-profits	Ongoing

**FIGURES...**

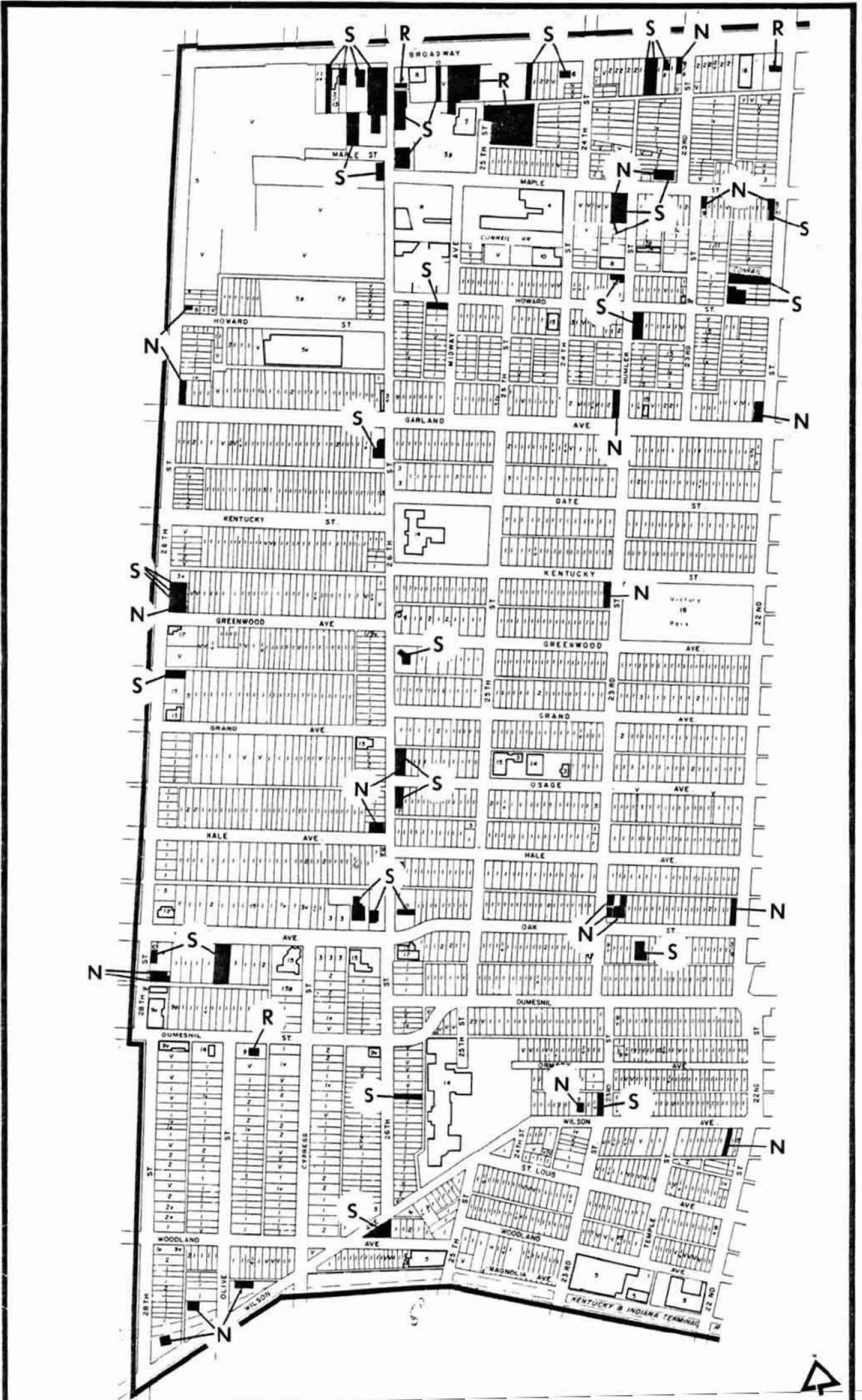
**ECONOMIC  
DEVELOPMENT**

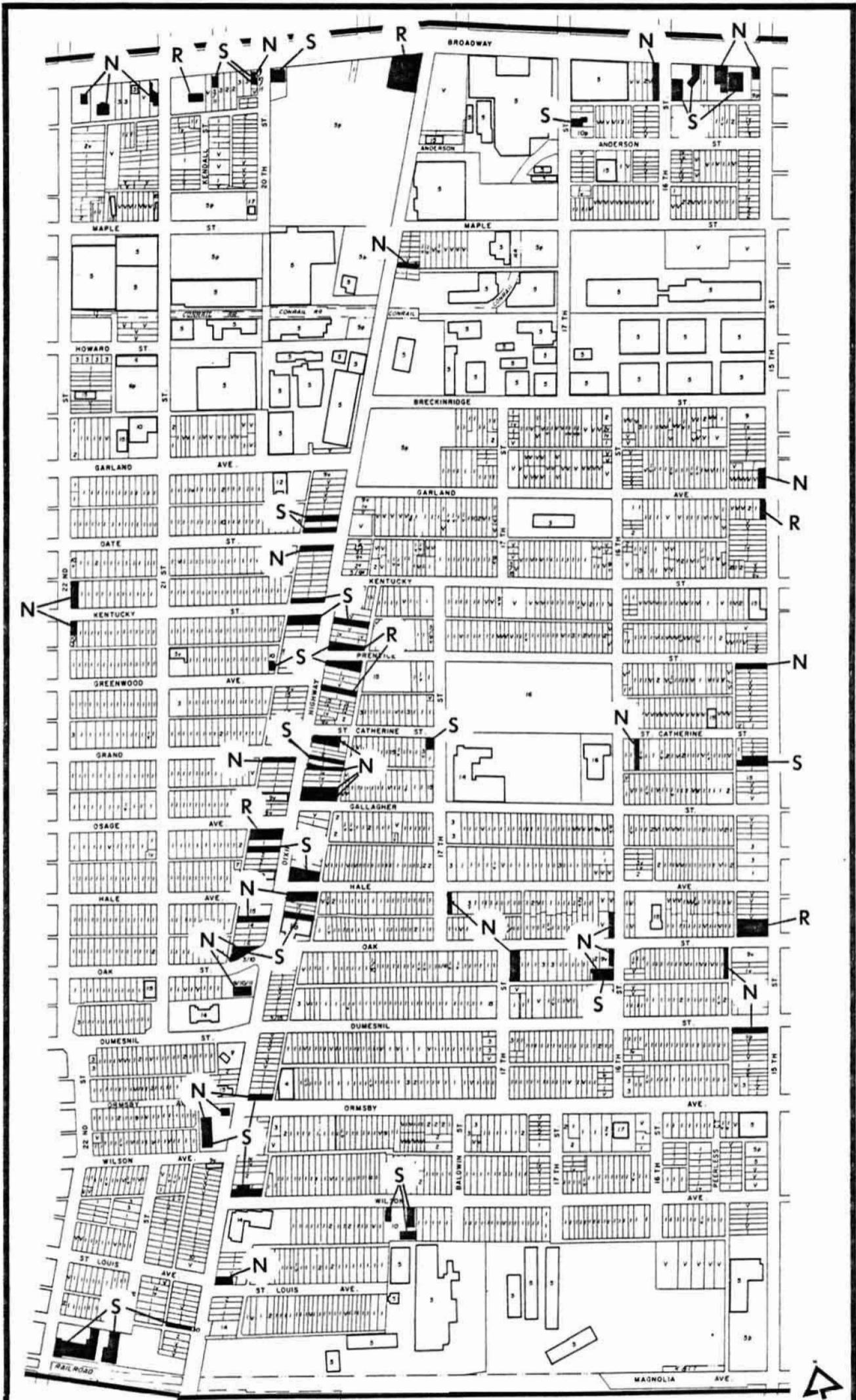
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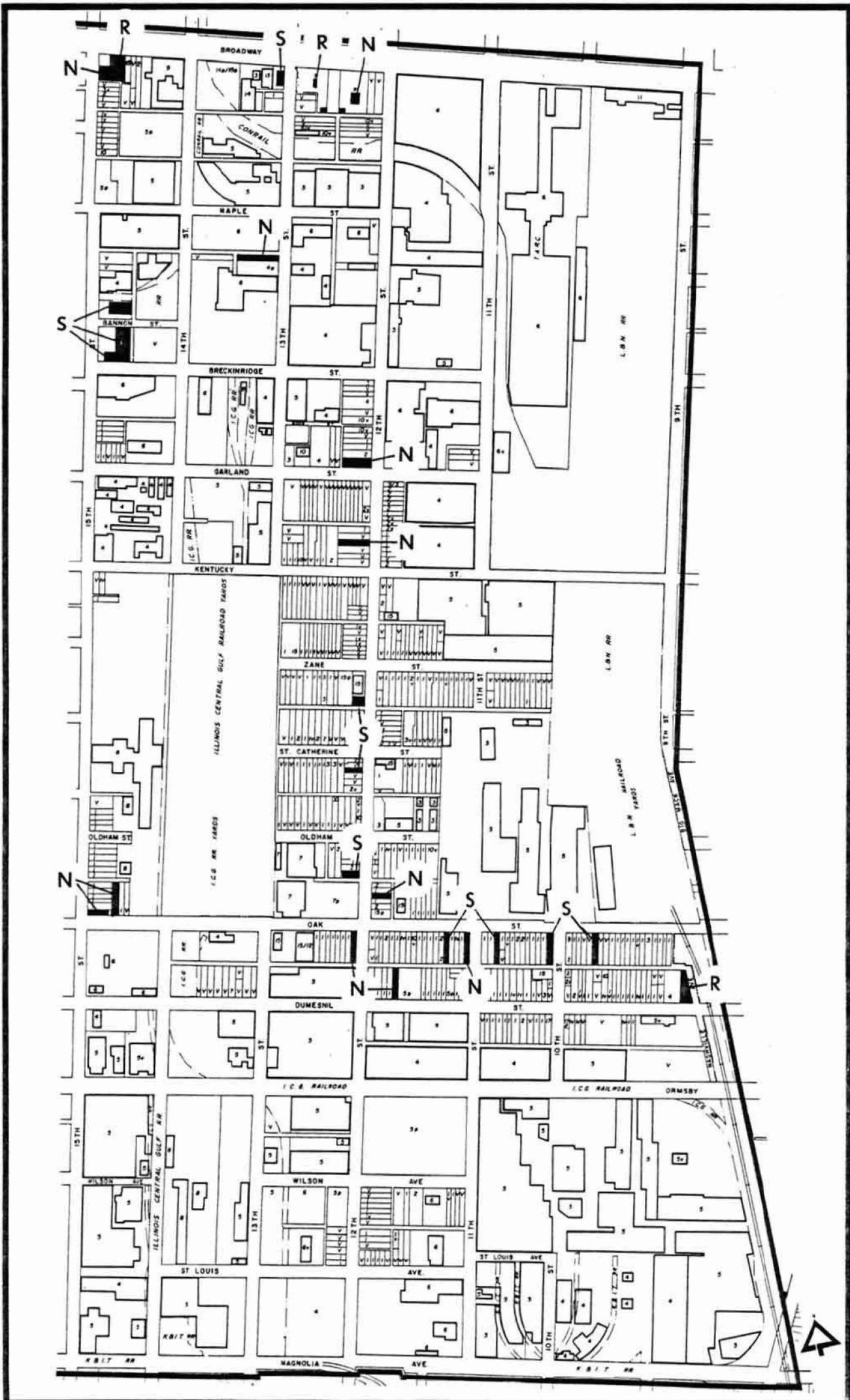
# IV-1 COMMERCIAL USES BY SUB-CATEGORY

- N Neighborhood Commercial Uses
- R Regional Commercial Uses
- S Commercial Services

Source: Louisville and Jefferson County  
Planning Commission; February, 1982.







**CALIFORNIA NEIGHBORHOOD**  
 Louisville and Jefferson County  
 Planning Commission

**COMMERCIAL USES  
 BY SUB-CATEGORY**



# APPENDIX

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S	Business Survey Results
T	Documentation of Citizen and Agency Review Processes

APPENDIX A Community Facilities

Parks

Victory (4 acres)

Wading Pool  
Shelter House  
Softball Field  
Basketball Court  
Picnic Tables  
Playground

California (10 acres)

Football  
2 Basketball Courts  
2 Tennis Courts  
2 Tot Lots  
Shelter House  
Wading Pool  
Playground  
Softball Field  
Picnic Area

St. Louis (.16 acres)

Basketball Court  
Play Equipment

Schools

Higher Learning

Simmons University Bible College

Primary and Secondary

Brandeis Elementary  
Parkland Middle School  
Phyllis Wheatly Elementary School

Libraries

Louisville Free Public Library - Parkland Branch

Social Services

Baptist Fellowship Center

Food and Clothing  
Day Care Services

BSI - Food Stamp Issuance Office

Food Stamps

California Community Center

Health Clinic  
Day Care Services  
Outreach and Referral Services  
Coordination of Neighborhood Activities  
Resident Housing Assistance  
Housing Rehabilitation Program  
Elderly Activities and Transportation Program  
Drug Abuse Assistance Program  
Adult Education Program

California Health Center

Planned Parenthood - Pregnancy Testing  
Dental Care  
Well Baby Care  
Prenatal Care  
Immunization  
Lead Poisoning Prevention  
Screening for Sickle-Cell Anemia  
Screening for Tuberculosis  
Screening for Venereal Disease

Nutrition Center - Parkhill

Regular Meals Served on Site

Parkhill Area Council

Housing Rehabilitation  
Community Organization and Information

Parkhill Health Center

Planned Parenthood - Pregnancy Testing  
Well Baby Care  
Prenatal Care  
Immunization  
Screening Sickle-Cell Anemia  
Screening Venereal Disease

Parkhill Recreation Center

Recreation and Cultural Enrichment

Reitmeier Center

Employment Information and Referral  
Counseling  
Escort Services - Disabled and Elderly

Salvation Ormsby Boy's Club

Youth Recreation and Enrichment Programs

St. George Social Services

Emergency Food  
Household Furnishings  
Medical Bill Assistance  
Elderly and Handicapped Telephone Bill Assistance

St. Williams Neighborhood Center

Food and Clothing  
Emergency Financial Assistance  
Homemaking Assistance  
Transportation - Errand Running Services

Twenty-Third and Broadway Baptist Church

Food and Clothing  
Recreation and Cultural Enrichment  
Counseling

Day Care Centers

Baptist Fellowship Center  
California Community Center  
Douglas Day Care  
Little Bo Peep  
St. Benedict Center for Early Childhood Education  
Sunshine Day Dare  
West End Day Care

APPENDIX B  
City Owned Parcels  
California Study Area

<u>Tax Block</u>	<u>Lot</u>	<u>Address</u>
31C	37	1001 Dumesnil
	98	1215-17 S. 10th
36B	13	725 S. 23rd
	D	1521 Maple
	45	739 S. 16th
G	12	861 S. 23rd
	19	847 S. 23rd
37A	17	1729 W. Kentucky
	125	1639 Garland
	126	1637 Garland
	127	1635 "
	128	1629 "
	129	1627 "
	130	1625 "
	131	1623 "
	132	1621 "
	133	1619 "
	134	1617 "
	135	1613-1615 Garland
	136	1609 Garland
	137	1607 "
	138	1605 "
	139	1601-03 Garland
	140	916 S. 16th
	141	914 S. 16th
	163	1611 Garland
	174	1629 Garland (rear)
	192	1631 Garland
	193	1633 Garland
	195	1631 Garland (rear)
196	1633 Garland (rear)	
197	1623 Garland (rear)	
37A	198	1635 Garland (rear)
37B	111	1511 Garland
37C	21	1201-11 W. Kentucky
37D	88	1041 Salem
	244	1628 W. Kentucky
	245	1626 W. Kentucky
	257	1600 W. Kentucky
37E	25	1546 Prentice
	62	1533 Prentice
37F	95	1600 Hale
	108	1735 Hale
37G	38	1154 S. 15th
	99	1515 Gallapher
37J	12	1234 Zane
	143	1209 W. St. Catherine
38F	19	2116 Osage
38L	155	1834 Dumesnil
39A	38	1764 Dumesnil
39B	100	1617 Dumesnil
	129	1217 S. 16th
39D	30	1320 S. 17th
	48	1300 " "
41A	1	2223 St. Louis
	3	2219 " "
	56	2007 " "
46D	41	2731 Greenwood
	192	2712 Garland
48E	162	1310 S. 26th

Source: Urban Land Program, Louisville Community Development Cabinet, October, 1981.

APPENDIX C

Uses Permitted by Zoning Districts  
in California

## SUMMARY OF REQUIREMENTS OF ZONING DISTRICTS

ZONING DISTRICT	MINIMUM LOT SIZE area	MINIMUM LOT SIZE width	DWELLING UNITS per acre	MINIMUM AREA REQUIREMENTS per dwelling unit	MINIMUM YARD REQUIREMENTS total	MINIMUM YARD REQUIREMENTS side	MINIMUM YARD REQUIREMENTS rear	MINIMUM DISTANCE BETWEEN BUILDINGS	MINIMUM USABLE OPEN SPACE per dwelling unit	MAXIMUM BUILDING HEIGHT stories	MAXIMUM FLOOR AREA RATIO (see note)
<i>Residential</i>	R-E	40,000 sq. ft.	1.08	40,000 sq. ft.	90'	5'	90'	15'	5,000 sq. ft.	2 1/2	0.15
	R-1	40,000 sq. ft.	1.08	40,000 sq. ft.	75'	45'	25'	15'	-	2 1/2	0.3
	R-2	20,000 sq. ft.	2.17	20,000 sq. ft.	30'	30'	25'	15'	-	2 1/2	0.5
	R-3	12,000 sq. ft.	3.63	12,000 sq. ft.	30'	22.5'	25'	15'	-	2 1/2	0.5
	R-4	9,000 sq. ft.	4.84	9,000 sq. ft.	30'	18'	25'	15'	-	2 1/2	0.5
	R-5	6,000 sq. ft.	7.26	6,000 sq. ft.	25'	10'	25'	15'	-	2 1/2	0.5
	R-5A	6,000 sq. ft.	12.01	3,625 sq. ft.	25'	10'	25'	5'	-	2 1/2	0.28
	R-6	6,000 sq. ft.	17.42	2,500 sq. ft.	25'	10'	25'	5'	-	2 1/2	0.75
	R-7	6,000 sq. ft.	34.84	1,250 sq. ft.	25'	10'	25'	5'	600 sq. ft.	-	1.0
	R-7A	6,000 sq. ft.	34.84	1,250 sq. ft.	25'	10'	25'	5'	600 sq. ft.	-	1.0
<i>multi-family</i>	R-8	6,000 sq. ft.	58.08	750 sq. ft.	25'	10'	25'	5'	300 sq. ft.	-	3.0
	R-8A	6,000 sq. ft.	58.08	750 sq. ft.	25'	10'	25'	5'	300 sq. ft.	-	3.0
	R-9	5,000 sq. ft.	435.00	5'	15'	5'	25'	5'	150 sq. ft.	-	4.0
	R-10	5,000 sq. ft.	-	5'	15'	5'	25'	5'	150 sq. ft.	-	4.0
	H-5	43,560 sq. ft.	N/A	43,560 sq. ft.	60'	30'	60'	30'	-	2 1/2	-
	C-N	-	17.42	-	30'	-	30'	30'	-	2 1/2	0.25
	C-1	-	34.84	-	-	-	20'	20'	-	-	0.5
	C-2	-	-	-	-	-	20'	20'	-	-	5.0
	C-3	-	-	-	-	-	20'	20'	-	-	10.0
	C-4	-	-	-	-	-	20'	20'	-	-	5.0
C-5	6,000 sq. ft.	34.84	-	25'	5'	25'	25'	-	-	1.0	
<i>Industrial</i>	M-1	-	N/A	-	-	-	-	-	-	3	2.0
	M-2	-	N/A	-	-	-	-	-	-	-	3.0
	M-3	-	N/A	-	-	-	-	-	-	-	4.0
	M-P-1	2 Ac.	150'	25 Ac/district 2 Ac/district	50'	30'	50'	30'	-	45'	0.5
	M-P-2	2 Ac.	150'	25 Ac/district 2 Ac/district*	50'	30'	50'	30'	-	-	6.75
	M-P-2A	1 Ac.	100'	100 Ac/district 2 Ac/district	25'	5'	15'	15'	-	-	1.0
	M-R	5 Ac.	-	50 Ac/district 5 Ac/district	50'	30'	50'	30'	-	-	0.05
	R-T	1/2 Ac.	-	-	-	-	-	-	-	-	-

\* See Zoning District Regulations, appropriate section for information too detailed to summarize here.  
 note: Floor area ratio is determined by dividing the total floor area of a building by the area of the lot on which it is located.

R-1 RESIDENTIAL DISTRICT

The following provisions shall apply in the R-1 Residential District unless otherwise provided in these regulations:

A. USES PERMITTED:

Agricultural uses  
Churches, and parish halls, temples, convents, and monasteries  
Colleges, schools and institutions of learning (except trade, business, or industrial schools), not for profit  
Community residences  
Country clubs  
Family care home (mini home)  
Golf courses, except miniature courses, driving ranges, or privately owned golf courses operated for commercial purposes  
Home occupations  
Libraries, museums, historical buildings and grounds, arboretums, aquariums, and art galleries, not for profit  
Parks, playgrounds, and community centers, not for profit  
Single family dwellings  
Temporary buildings, the uses of which are incidental to construction operations being conducted on the same or adjoining lot or tract, and which shall be removed upon completion or abandonment of such construction, or upon the expiration of a period of two years from the time of erection of such temporary buildings, whichever is sooner  
Towers (Radio/TV receiving or transmitting) for non-commercial use, in accordance with Federal Communications Commission and/or Federal Aviation Agency requirements  
Accessory buildings or uses

R-5 RESIDENTIAL DISTRICT

The following provisions shall apply in the R-5 Residential District unless otherwise provided in these regulations:

A. USES PERMITTED:

All uses permitted in the R-1 Residential District.

Dwellings, semi-detached on lots recorded before June 17, 1954, where each dwelling unit is constructed on its own lot and meets all other requirements of this zoning district.

Dwellings, attached, when constructed in accordance with Section V, Part G.

R-6 APARTMENT DISTRICT

The following provisions shall apply in the R-6 Apartment District unless otherwise provided in these regulations.

A. USES PERMITTED:

All uses permitted in the R-1 Residential District  
Group houses  
Dwellings, Two Family  
Multiple-family dwellings  
Row houses as provided for in Section III. (RHD)

R-7 APARTMENT DISTRICT

The following provisions shall apply in the R-7 Apartment District unless otherwise provided in these regulations:

A. USES PERMITTED:

All uses permitted in the R-6 Apartment District  
Boarding and lodging houses  
Fraternities, sororities, clubs, and lodges, excluding those  
the chief activity of which is a service customarily  
carried on as a business

R-8 APARTMENT DISTRICT

The following provisions shall apply in the R-8 Apartment District unless otherwise provided in these regulations:

A. USES PERMITTED:

All uses permitted in the R-7 Apartment District  
Day Care Centers, Day Nurseries, Nursery Schools and Kinder-  
gartens  
Professional Offices as allowed in the C-5 Professional Office  
District

C-1 COMMERCIAL DISTRICT

The following provisions shall apply in the C-1 Commercial District unless otherwise provided in these regulations:

A. USES PERMITTED:

All uses permitted in the R-7 Apartment District  
Automobile parking areas, public and private  
Automobile service stations  
Bakeries, retail (all products produced to be sold on the premises  
only)  
Banks  
Barber shops  
Beauty shops  
Beer Depots where alcoholic beverages are not consumed on the  
premises  
Bicycle sales and service  
Bowling alleys, provided the building is sound proof  
Book stores  
Business schools  
Confectionery or candy stores, retail (all products produced to be  
sold on the premises only)  
Community buildings  
Day Care Centers, Day Nurseries, Nursery schools and Kindergartens  
Department stores  
Dressmaking or millinery shops  
Drug stores  
Dry cleaning, dyeing, pressing, and laundry; distributing stations  
or retail business where no cleaning, dyeing, pressing or  
laundry is done for other distributing stations or cleaning  
establishments  
Dry goods and notion stores  
Electric appliance stores  
Florist shops  
Funeral homes  
Furniture stores  
Grocery stores, including fruit, meat, fish, and vegetable  
Hardware and paint stores  
Ice storage houses of not more than five (5) ton capacity

- Interior decorating shops
- Jewelry stores
- Laundries or laundrettes, self-service
- Music stores
- Nurseries, retail
- Office, business, professional and governmental
- Package liquor stores, where alcoholic beverages are not consumed on the premises
- Pet shops
- Photographic shops
- Radio and television stores
- Restaurants, Tea Rooms, Cafes, where all customers are served at a table or counter and where dancing or entertainment is excluded
- Restaurants with drive-through windows having prior approval by the agency responsible for traffic engineering.
- Shoe repair shops
- Shoe stores
- Stationery stores
- Tailor
- Towers (Radio/TV Receiving or Transmitting) for commercial use, in accordance with Federal Communications Commission and/or Federal Aviation Agency requirements
- Toy and hobby stores
- Variety stores
- Veterinary hospital, provided the operation is conducted within a soundproofed building, no animals are boarded, and there are no runs or pens outside of the building
- Wearing apparel shops

#### C-2 COMMERCIAL DISTRICT

The following provisions shall apply in the C-2 Commercial District unless otherwise provided in these regulations:

##### A. USES PERMITTED

- All uses permitted in the R-10 Apartment District and C-1 Commercial District
- Retail or wholesale stores or businesses not involving any kind of manufacture, processing or treatment of products other than that which is clearly incidental to the business conducted on the premises, and provided that not more than fifty (50) percent of the floor area of the building is used in the manufacture, processing, or treatment of products, and that such operations or products are not objectionable due to noise, odor, dust, smoke, vibration, or other similar causes
- Auction sales, except animals and tobacco
- Automobile repair garages
- Automobile sales agencies
- Automobile washing stations
- Bookbinding
- Bowling Alleys
- Building materials, storage and sales provided all operations are totally enclosed in a building
- Cleaning, pressing, and dyeing establishments using non-flammable and non-explosive cleaning fluid
- Dance halls
- Dancing instruction
- Engraving, watchmaking, and jewelry manufacturing, where products are sold on premises
- Equipment rental, where all activities are within a building
- Furniture, storage
- Garages, public
- Governmental buildings, including armories, storage, maintenance and repair facilities
- Hotels and motels
- Kennels
- Laundries
- Monument sales
- Music and vocal instructions
- Plumbing, and heating shops, storage and sales provided all operations are totally enclosed in a building
- Printing, lithographing, or publishing establishments, if constructed to insure that there is no noise or vibration evident outside the walls of the buildings
- Public transportation passenger terminals
- Public utility buildings and facilities

Refrigerated lockers  
Restaurants, where food and drink may be served or consumed,  
outside as well as inside a building, including the drive-in  
restaurants where all or part of the service or consumption is  
inside a vehicle  
Rubber stamp manufacturing, where products are sold on premises  
Sign painting  
Skating rinks (ice or roller)  
Storage garages, including repairing and servicing  
Taverns, bars and saloons  
Telephone exchanges  
Theaters, enclosed within a building  
Trade Schools  
Upholstery and furniture repair shops  
Used car sales areas, provided that no repair or re-conditioning  
of automobiles or storage of parts shall be permitted except  
when enclosed in a building  
Veterinary hospitals

### C-3 COMMERCIAL DISTRICT

The C-3 Commercial zone is intended as a specialized district primarily for the Central Business District (CBD) (bounded by the Ohio River on the north, York Street on the south, the North-South Expressway (I-65) on the east and Roy Wilkins Boulevard on the west) for the location of high density/intensity commercial and residential developments recognizing the CBD as the focal point of the business and commercial area and transportation facilities in Jefferson County, Kentucky.

#### A. USES PERMITTED:

All uses permitted in the R-9 Apartment and C-2 Commercial Districts

### C-5 PROFESSIONAL OFFICE DISTRICT

The following provisions shall apply in the C-5 Professional Office District unless otherwise provided in these regulations:

#### A. USES PERMITTED:

All uses permitted in the R-7 Apartment District and offices for the following professions:

Accountants  
Architects  
Artists  
Attorneys-at-law  
Barber shops  
Beauty shops  
Chiropractists  
Chiropractors  
Day Care Centers, Day Nurseries, Nursery Schools and Kindergartens  
Dentists  
Insurance agents  
Landscape architects  
Land surveyors  
Opticians  
Optometrists  
Osteopaths  
Physicians  
Professional consultant services  
Professional engineers  
Real estate brokers  
Surgeons

M-1 INDUSTRIAL DISTRICT

The following provisions shall apply in the M-1 Industrial District unless otherwise provided in these regulations:

A. USES PERMITTED:

Dwellings only in connection with bonafide agricultural operations, or as living quarters for bonafide caretakers and/or for watchmen and their families

Uses, manufacture, processing, treatment, or storage of the following:

- Adhesives, excluding manufacturing of basic components
- Agricultural uses
- Awnings, metal
- Beverage (non-alcoholic) manufacture
- Beverage, blending and bottling
- Blacksmith
- Bookbinding
- Broom and brush
- Button manufacture, except button blanks from shell
- Carbon paper and ink ribbons
- Carpenter, cabinet making, and pattern shops
- Carting and light local deliveries
- Chemicals (packaging only)
- Clay products of handicraft nature including ceramics, pottery, tile (glazed), or similar products
- Cleaning and dyeing of garments, hats and rugs
- Clocks and watches
- Cloth products, including canvas, clothing, garments
- Cosmetics or toiletries
- Electrical appliance and apparatus assembly (small), including fans, fixtures, hot-plates, irons, mixers, motion picture equipment (home), phonographs, radios, television sets, toasters, toys, or similar products, but not including electrical machinery
- Electrical supplies, including cable and wire assemblies, batteries (dry cell), insulation, lamps, switches, or similar supplies
- Flowers, artificial
- Food processing, including bakery products (wholesale), candy manufacture, coffee, tea, and spices (processing and packaging), creamery and dairy operations, ice cream manufacture, macaroni and noodle manufacture, oleomargarine (compounding and packaging only)
- Fur finishing and fur goods, not including tanning, dyeing
- Glass products from previously manufactured glass
- Greenhouses, wholesale
- Hair, felt, or feather products
- Hat finishing and millinery from straw and other fibers
- Ink or ink ribbon, packaging
- Jewelry
- Laboratories, research, experimental or testing, but not including combustion type motor-testing
- Latex paints (water base)
- Leather products manufacture (no tanning operations), including shoes, machine belting, or similar products
- Luggage
- Machines, business, including accounting machines, calculators, card-counting equipment, typewriters, or similar products
- Medical appliances, including braces, limbs, stretchers, supports, or similar appliances
- Motion picture production
- Musical instruments (including pianos and organs)
- Novelty products (from prepared materials)
- Optical equipment
- Paper products, including bags, boxes, bulk goods, containers (shipping), envelopes, interior packaging components, stationery, tubes, wallpaper, or similar products

Pharmaceutical products (compounding only)  
 Photographic equipment  
 Plastic molding and shaping, excluding manufacturing of  
 basic components  
 Precision instruments  
 Printing, publishing, engraving, including photoengraving  
 Radio and Television towers and antennas  
 Scenery construction  
 Sheet metal shops  
 Signs and displays (non-metal)  
 Soaps or detergents, including washing or cleaning powder  
 or soda, packaging only  
 Statuary and art goods, other than stone and concrete,  
 including church art, figurines, mannequins, reli-  
 gious art, (excluding foundry operations)  
 Stamp (hand), stencils, and brands  
 Toys and games  
 Trade and business schools  
 Umbrellas and parasols  
 Upholstery and furniture shops, wholesale  
 Vehicles, children's, including baby carriages, bicycles,  
 scooters, wagons, or similar vehicles  
 Warehouse, storage  
 Wholesale houses and distributors, provided the operation  
 is enclosed in a building  
 Window shades, venetian blinds, awnings, tarpaulins, and  
 canvas specialties  
 Wood products, including furniture, baskets, boxes,  
 crates, or similar products, and cooperage works  
 (except cooperage stockmill)  
 Accessory Buildings or Uses

#### M-2 INDUSTRIAL DISTRICT

The following provisions shall apply in the M-2 Industrial District unless otherwise provided in these regulations:

##### A. USES PERMITTED:

All uses permitted in the M-1 Industrial District  
 Uses, manufacture, processing, treatment, or storage of the follow-  
 ing:  
 Air conditioning, commercial  
 Aircraft and aircraft parts  
 Aluminium extrusion, rolling, fabrication, and forming  
 Animal and poultry raising, commercial  
 Animal pound  
 Apparel or other textile products from textiles or other  
 materials, including hat bodies of fur, wool, felt, or  
 similar products.  
 Assembly and repair of automobiles, bicycles, carriages,  
 engines (new and rebuilt), motorcycles, trailers, trucks,  
 wagons, including parts  
 Athletic or sports equipment, including balls, baskets, bats,  
 cues, racquets, rods, or similar products  
 Baskets and hampers (wood, reed, rattan, and the like)  
 Battery, storage (wet cell)  
 Bedding (mattress, pillow, quilt), including rebuilding or  
 renovating  
 Boat manufacturing and repair  
 Box and crate  
 Building materials (cement, lime, sand, gravel, lumber, and  
 the like), storage and sales  
 Bus garage and repair shop  
 Carpet, rug, mat  
 Clay, stone, glass products  
 Coal and coke, storage and sales  
 Concrete products (except central mixing and proportioning  
 plant)  
 Culvert  
 Distilleries, breweries, and non-industrial alcoholic spirits

Exposition building or center  
Fairgrounds  
Firearms  
Food processing, including chewing gum, chocolate, cocoa and cocoa products; condensed and evaporated milk, processing and canning; flour, feed and grain (packaging, blending, and storage only); food products except slaughtering of meat or preparation of fish for packing; fruit and vegetable processing (including canning, preserving, drying, and freezing); gelatin products; glucose and dextrine; malt products; meat products, packing and processing (no slaughtering); yeast  
Foundry products (electrical only)  
Furniture  
Grain blending and packaging, but not milling  
Hardware, products or tools, including bolts, brads, cutlery, door knobs, drills, hinges, household items, locks, metal casting (nonferrous), nails, needles and pins, nuts, plumbing appliances, rivets, screws, spikes, staples, tools (hand), or similar products  
Heating, ventilating, cooking, and refrigerating supplies and appliances  
Hosiery mill  
Household appliances, electrical and gas, including stoves, refrigerators, washing machines, clothes dryers, and similar products  
Ice, dry or natural  
Implements, agricultural or farm  
Ink manufacture (mixing only)  
Insecticides, fungicides, disinfectants, and related industrial and household chemical compounds (blending only)  
Iron or steel (ornamental), miscellaneous, fabrication or assembly, including steel cabinets, doors, fencing, metal furniture, or similar products; cleaning, grinding, heat treatment, metal finishing, plating, polishing, rust proofing, sharpening, or similar processes  
Lumber yards  
Machine, tool, die, and gauge shops  
Machine tools, including metal lathes, metal presses, metal-stamping machines, wood-working machines, or the like  
Millwork and planing  
Motion picture equipment, commercial  
Paint and coating, except manufacturing gun cotton nitro-cellulose lacquers and reactive resin coating  
Pottery and porcelain products  
Pencils  
Perfumes or perfumed soaps, compounding only  
Plating, electrolytic process  
Plumbing supplies  
Poultry or rabbit, packing or slaughtering (wholesale)  
Pulp goods, pressed or molded (including paper-mache products)  
Railroad freight terminals and yards  
Rubber and synthetic-treated fabric products (excluding all rubber or synthetic processing) such as washers, gloves, footwear, bathing caps, atomizers, or similar products  
Safes and vaults  
Sheet metal products from metal stamping or extrusion, including containers, costume jewelry, pins and needles, razor blades, bottle caps, buttons, kitchen utensils, or similar products  
Shipping containers (corrugated board, fiber or wire-bound)  
Silverware, plate or sterling  
Storage yard or contractor's shop  
Textiles and fibers into fabric goods; spinning, weaving, knitting, manufacturing, dyeing, printing and finishing of goods, yarns, knit goods, threads, and cordage  
Tire retreading and vulcanizing shop  
Tobacco (including curing) or tobacco products  
Training schools (industrial and vocational) including combustion engine schools  
Truck or transfer terminal, freight and motor freight stations  
Warehouses, produce and storage  
Waterfront shipping  
Wholesale houses and distributors  
Wholesale markets (goods not contained in totally enclosed buildings)  
Wood products

### M-3 INDUSTRIAL DISTRICT

The following provisions shall apply in the M-3 Industrial District unless otherwise provided in these regulations:

#### A. USES PERMITTED:

All uses permitted in the M-2 Industrial District  
Uses, manufacture, processing, treatment or storage of the following:

- Aromatic flavoring materials (essential oils)
- Bag cleaning
- Boiler manufacture (other than welded)
- Cider and vinegar
- Concrete, central mixing, and proportioning plant
- Cotton ginning, cotton wadding, or linters
- Electric power and steam generating plants
- Film, photographic
- Flour, feed, grain
- Foundries, ferrous or non-ferrous, brass, bronze
- Forge plants, drop hammer or pneumatic
- Glass and glass products (large), including structural or plate glass, or similar products
- Graphite or graphite products
- Hair, felt, feathers, shoddy, bulk processing, washing, curing and dyeing
- Ink manufacture from primary raw materials (including colors and pigments)
- Insecticides, fungicides, disinfectants, or related industrial or household chemical compounds
- Jute, hemp, sisal, or oakum products
- Lead oxide
- Linoleum and other hard-surfaced floor covering (except wood), oil cloth, oil-treated products, or artificial leather
- Machinery, heavy, including electrical, construction, mining, or agricultural, also repairs
- Metal alloys or foil, miscellaneous, including solder, pewter, brasses, bronzes, tin, lead, gold foils, or similar products
- Metal casting or foundry products, heavy, including ornamental iron work, or similar products
- Metal or metal products; treatment or processing including enameling, japanning, lacquering, galvanizing, and (hot dip) plating
- Molasses
- Monument and architectural stone, monument works
- Motor testing (internal combustion motors)
- Oils, shortenings, and fats (edible)
- Paint, lacquer, shellac, and varnish, including calcimine, casein, colors and pigments, thinners and removers
- Paper and paper board (from paper-making machines)
- Pickles, vegetable relish, sauces
- Pottery and porcelain products (coal-fired, including bathroom or kitchen equipment, or similar products)
- Race tracks for motor-powered vehicles
- Railroad yard, roundhouse, repair and overhaul shops, railroad equipment including locomotive and railroad car building and repair
- Rice cleaning and polishing
- Refrigerating plants
- Roofing materials, building paper, and felt (including asphalt and composition)
- Rubber (natural or synthetic), including tires, tubes, or similar products, gutta percha, chicle, and balata processing
- Salt-canning materials and allied products
- Sauerkraut
- Shell grinding
- Soaps and soap products or detergents, including fat rendering, oils, vegetable and animal (non-edible)
- Stone processing or stone products, including abrasives such as wheels, stones, paper and cloth, asbestos products, stone screening, stone cutting, stone-works, sand or lime products, or similar processes or products

Storage of coal and gas, yards and pockets  
Sugar refining  
Synthetic fibers  
Textile bleaching, bleachery, bleaching products, including bluing  
Vitreous enameled products  
Wall board, plaster board, insulation, and composition flooring  
Wax products, including candles  
Wood or lumber processing, including sawmills, planing mills, cooperage stock mills, excelsior or packing materials, plywood veneer, wood-preserving treatment, or similar products or processes  
Wool pulling or scouring



APPENDIX E HOUSEHOLD COMPOSITION 1970 CALIFORNIA

Census Tract	15pt.	16pt.	17	18	26	27	28pt.	32pt.	33pt.	34pt.	Total
One Person Households	36	111	162	193	194	411	24	69	189	7	1396
Families with Female Heads	66	115	231	219	159	312	18	33	90	9	1252
Occupied Housing Units	221	547	1093	1008	724	1532	123	159	479	31	5917
Owner Occupied Housing Units	102	296	757	565	298	713	69	26	144	16	2986
Renter Occupied Housing Units	119	251	336	443	426	819	54	133	335	15	2931
Families	(197)	(450)	914	790	502	1065	(103)	(76)	(271)	(21)	4389
Families with Children under Age 18	(119)	(247)	463	406	236	442	(48)	(35)	(102)	(12)	2110

(estimate)

APPENDIX F EMPLOYMENT AND INCOME, 1950 - 1980, CALIFORNIA NEIGHBORHOOD

Census Tract Indicator	15					16						
	1950	1960	1970	1980	1950	1960	1970	1980	1950	1960	1970	1980
Percent Unemployed	2.9	1.9	5.8		3.7	5.0	5.0		3.7	5.0	5.0	
Labor Force Participation Rate	M 87.5 F 32.8	M 84.1 F 30.9	M 71.4 F 51.4	M F	M 86.2 F 32.8	M 76.6 F 32.3	M 73.9 F 49.3	M F	M 86.2 F 32.8	M 76.6 F 32.3	M 73.9 F 49.3	M F
Labor Force Participation Rate	58.6	56.2	60.1		58.4	53.2	60.7		58.4	53.2	60.7	
% White Collar Workers	39.9	30.0	24.3		38.9	31.0	21.2		38.9	31.0	21.2	
% Blue Collar Workers	50.9	56.5	48.6		53.2	62.3	55.0		53.2	62.3	55.0	
% Service Workers	8.6	13.4	25.6		6.3	6.5	22.5		6.3	6.5	22.5	
Mean Family Income	-	-	\$9,415		-	-	\$9,173		-	-	\$9,173	
Median Family Income	-	\$5,327	\$7,560		-	\$5,314	\$7,899		-	\$5,314	\$7,899	
Mean Unrelated Indiv. Inc.	-	-	\$3,244		-	-	\$2,803		-	-	\$2,803	
Median Unrelated Indiv. Inc.	-	-	\$1,941		-	-	\$2,370		-	-	\$2,370	
Median Income of All Families and Unrelated Individuals	\$3,346	\$5,107	\$6,379	P.C. Est. \$6,166	\$3,256	\$4,856	\$6,418	P.C. Est. \$6,085	\$3,256	\$4,856	\$6,418	P.C. Est. \$6,085
Per Capita Income	-	-	\$2,389		-	-	\$2,358		-	-	\$2,358	
Persons Age 25 and over % High School Graduates	35.2	26.3	31.2		26.4	17.6	24.6		26.4	17.6	24.6	
Persons Age 25 and over % School Dropouts	64.1	73.7	68.8		71.2	82.4	75.4		71.2	82.4	75.4	
Median School Years Completed	10.1	8.8	9.8		8.9	8.7	9.3		8.9	8.7	9.3	

APPENDIX F EMPLOYMENT AND INCOME, 1950 - 1980, CALIFORNIA NEIGHBORHOOD

Indicator	17						18								
	1950		1960		1970		1980		1950		1960		1970		1980
Percent Unemployed	3.5	4.0	4.8						5.1	4.9	7.5				
Labor Force Participation Rate	M 82.2	F 35.0	M 72.4	F 38.4	M 75.2	F 53.3	M	F	M 86.2	F 33.3	M 78.0	F 40.6	M 69.3	F 44.7	M F
Labor Force Participation Rate	57.1	53.8	62.5						58.3	58.3	55.8				
% White Collar Workers	45.2	33.3	24.4						32.0	26.8	16.1				
% Blue Collar Workers	47.0	47.6	46.6						59.0	54.4	49.4				
% Service Workers	7.0	18.9	28.0						8.4	18.6	32.7				
Mean Family Income	-	-	\$8,297						-	-	\$6,354				
Median Family Income	-	\$4,869	\$8,154						-	\$4,661	\$5,780				
Mean Unrelated Individ. Inc.	-	-	\$2,284						-	-	\$3,288				
Median Unrelated Individ. Inc.	-	-	\$1,715						-	-	\$2,833				
Median Income of All Families and Unrelated Individuals	\$3,250	\$4,457	\$6,734						\$2,974	\$4,268	\$5,117				
Per Capita Income	-	-	\$1,956						-	-	\$1,797				P.C. Est. \$4,637
Persons Age 25 and over % High School Graduates	23.4	20.1	28.4						19.5	15.4	23.6				
Persons Age 25 and over % School Dropouts	75.5	79.9	71.6						79.9	84.6	76.4				
Median School Years Completed	8.9	8.8	9.7						8.7	8.6	9.1				

APPENDIX F EMPLOYMENT AND INCOME, 1950 - 1980, CALIFORNIA NEIGHBORHOOD

Census Tract	26					27						
	Year =		1950	1960	1970	1980	1950		1960	1970	1980	
Percent Unemployed			6.0	13.3	7.0			4.7	10.2	6.7		
Labor Force Participation Rate	M	F	M	F	M	F	M	F	M	F		
	82.7	32.8	85.4	47.1	68.5	41.6	83.9	37.1	73.7	37.0	64.2	43.3
Labor Force Participation Rate			57.0	60.6	54.0			59.6	54.0	52.3		
% White Collar Workers			17.5	14.1	21.2			18.8	14.3	19.2		
% Blue Collar Workers			61.6	43.6	47.3			53.2	48.4	46.2		
% Service Workers			18.7	42.1	31.5			27.3	37.2	34.6		
Mean Family Income			-	-	\$6,211			-	-	\$6,045		
Median Family Income			-	\$3,948	\$5,968			-	\$3,893	\$5,195		
Mean Unrelated Indiv. Inc.			-	-	\$3,303			-	-	\$2,694		
Median Unrelated Indiv. Inc.			-	-	\$1,983			-	-	\$1,802		
Median Income of All Families and Unrelated Individuals			\$2,381	\$3,168	\$4,307			\$2,424	\$3,240	\$3,763		
Per Capita Income			-	-	\$1,866			-	-	\$1,813		
Persons Age 25 and over & High School Graduates			11.9	12.1	23.4			19.8	19.5	26.6		
Persons Age 25 and over & School Dropouts			87.9	87.9	76.6			78.9	80.5	73.4		
Median School Years Completed			8.4	8.3	8.8			8.5	8.6	8.9		
											P.C. Est. \$4,678	

APPENDIX F EMPLOYMENT AND INCOME, 1950 - 1980, CALIFORNIA NEIGHBORHOOD

Census Tract Indicator	28						32									
	1950		1960		1970		1980		1950		1960		1970		1980	
Percent Unemployed	1.3		8.7		6.0				9.4		13.4		25.4			
Labor Force Participation Rate	M 81.1	F 29.9	M 81.2	F 38.1	M 68.8	F 39.0	M	F	M 82.3	F 39.4	M 72.1	F 44.0	M 49.2	F 32.7	M	F
Labor Force Participation Rate		54.3		58.0		52.1				60.1		57.1		40.1		
% White Collar Workers		32.6		32.1		23.9				8.9		6.8		12.1		
% Blue Collar Workers		57.9		56.2		58.6				50.0		41.8		31.2		
% Service Workers		8.8		11.5		17.5				39.2		51.3		56.7		
Mean Family Income		-		-		\$7,514				-		-		\$5,397		
Median Family Income		-		\$5,191		\$7,153				-		\$2,750		\$2,783		
Mean Unrelated Indiv. Inc.		-		-		\$3,017				-		-		\$1,713		
Median Unrelated Indiv. Inc.		-		-		\$1,919				-		-		\$1,593		
Median Income of All Families and Unrelated Individuals		\$3,019		\$4,852		\$5,130				\$1,487		\$1,938		\$1,923		
Per Capita Income		-		-		\$2,435				-		-		\$1,559		P.C. Est. \$4,024
Persons Age 25 and over % High School Graduates		25.9		23.8		21.8				11.5		20.0		14.0		
Persons Age 25 and over % School Dropouts		73.1		76.2		78.2				87.1		80.0		86.0		
Median School Years Completed		8.9		8.9		8.9				7.4		8.3		8.3		

APPENDIX F EMPLOYMENT AND INCOME, 1950 - 1980, CALIFORNIA NEIGHBORHOOD

Indicator	33						34								
	1950		1960		1970		1980		1950		1960		1970		1980
Percent Unemployed	9.9	5.7	8.6						4.1	7.4	5.6				
Labor Force Participation Rate	M 84.9	F 45.4	M 74.9	F 42.0	M 63.1	F 47.2			M 81.1	F 34.5	M 74.7	F 36.4	M 68.5	F 40.5	
Labor Force Participation Rate		64.1	57.8		54.5				56.3	54.6	53.4				
% White Collar Workers	10.3	8.1	16.2						17.6	9.1	14.2				
% Blue Collar Workers	51.0	54.3	39.0						59.3	58.2	61.8				
% Service Workers	36.7	37.4	44.8						19.4	32.5	23.0				
Mean Family Income	-	-	\$5,111						-	-	\$5,352				
Median Family Income	-	\$3,406	\$4,486						-	\$3,664	\$5,250				
Mean Unrelated Indiv. Inc.	-	-	\$2,475						-	-	\$2,817				
Median Unrelated Indiv. Inc.	-	-	\$1,719						-	-	\$2,020				
Median Income of All Families and Unrelated Individuals	\$2,025	\$2,828	\$3,177						\$2,095	\$3,399	\$4,511				
Per Capita Income	-	-	\$1,641						-	-	\$1,649				P.C. Est. \$4,255
Persons Age 25 and over & High School Graduates	12.4	15.4	20.1						14.4	7.3	16.4				
Persons Age 25 and over & School Dropouts	85.4	84.6	79.9						81.3	92.7	83.6				
Median School Years Completed	7.9	8.2	8.2						8.3	7.8	8.9				

APPENDIX F EMPLOYMENT AND INCOME, 1950 - 1980, CALIFORNIA NEIGHBORHOOD

Census Tract Indicator	Census Tracts Making Up California: Total									
	1950		1960		1970		1980			
Percent Unemployed		4.8		6.3		6.5				
Labor Force Participation Rate	M	F	M	F	M	F	M	F		
Labor Force Participation Rate	84.2	35.0	76.9	37.7	69.3	46.3				
% White Collar Workers		58.4		56.1		56.5				
% Blue Collar Workers		28.0		22.9		21.0				
% Service Workers		54.0		53.0		49.8				
Mean Family Income		16.7		23.9		28.4				
Median Family Income		-		-		\$7,514				
Mean Unrelated Indiv. Inc.		-		-		-				
Median Unrelated Indiv. Inc.		-		-		\$2,806				
Median Income of All Families and Unrelated Individuals		-		-		-				P.C. Est. \$ 543.4
Per Capita Income		-		-		\$2,060				
Persons Age 25 and over & High School Graduates		22.8		18.5		25.1				
Persons Age 25 and over & School Dropouts		77.2		81.5		74.9				
Median School Years Completed		-		-		-				



APPENDIX G CRIME RATES PER 100,000 PERSONS, 1974, CALIFORNIA

Census Tract Year	15	16	17	18	26	27	28	32	33	34	Total California Population Weighted 1974
	1974	1974	1974	1974	1974	1974	1974	1974	1974	1974	
(Crime)											
Homicide	34.1	78.5	0.0	0.0	0.0	0.0	34.9	278.2	57.7	0.0	19.2
Rape	68.1	39.3	24.3	0.0	177.9	68.2	104.6	0.0	0.0	0.0	51.5
Robbery	732.2	1197.3	535.1	474.8	711.4	887.0	801.7	1390.8	865.6	1093.6	747.9
Aggravated Assault	459.7	353.2	364.9	267.1	266.8	432.1	313.7	278.2	519.3	68.4	359.9
Larceny	2077.3	1491.7	1021.6	1454.0	2979.1	1205.4	2439.9	14881.8	3866.1	4716.3	1965.7
Burglary	4665.4	3277.7	2043.3	1988.1	2401.1	2479.0	1707.9	5841.4	2885.2	3144.2	2543.1
Arson	NA	NA	NA	NA							
Misc.	NA	NA	NA	NA							
Major Crime Total	8036.8	6437.7	3989.3	4184.0	653.6	5071.6	5402.6	22670.4	8193.9	9022.6	4986.4

APPENDIX H TRANSIT SERVICE: CALIFORNIA

<u>Route Number/Name</u>	<u>Service Frequency</u>	<u>Hours of Operation</u>
12- Twelfth Street	30 minutes (6:30-8:30 am) am peak	weekdays  (5:12am - 12:47am)
	50 minutes (8:30am-5:30pm) base	
	30 minutes (3:30-5:30pm) p.m. peak	
	45 minutes (after 5:30p.m.) night	
	50 minutes (morning)	Saturday  (6:12am - 5:58)
	50 minutes (afternoon) Saturday	
	50 minutes (evening)	
	50 minutes (morning)	Sunday  (9:37am - 3:53)
	50 minutes (afternoon) Sunday	
	18- Preston-18th Street	14 minutes (6:30-8:30a.m.) a.m. peak
20 minutes (8:30-3:30 p.m.) base		
14 minutes (3:30-5:30 p.m.) p.m. peak		
38 minutes (after 5:30 p.m.) night		
30 minutes (morning)		Saturday  (4:49 a.m.-1:13am)
32 minutes (afternoon)		
29 minutes (evening) Saturday		
49 minutes (night)		
46 minutes (morning)		Sunday  (4:34am-12:40am)
50 minutes (afternoon)		
53 minutes (evening) Sunday		
49 minutes (night)		
19- Muhammad Ali Boulevard		6 minutes (6:30-8:30 p.m.) a.m. peak
	20 minutes (8:30am-3:30pm) base	
	7 minutes (3:30-5:30 pm) p.m. peak	
	62 minutes (after 5:30 pm) night	
	30 minutes (morning)	Saturday  (4:38am - 1:41am)
	30 minutes (afternoon) Saturday	
	25 minutes (evening)	
	72 minutes (night)	
	45 minutes (morning)	Sunday  (4:50 am - 1:42am)
	45 minutes (afternoon) Sunday	
	45 minutes (evening)	
	84 minutes (night)	
	22- 22nd Street	30 minutes (6:30-8:30am) am peak
26 minutes (8:30am-3:30pm) base		
32 minutes (3:30-5:30pm) pm peak		
65 minutes (morning)		Saturday  (6:57am - 1:05 p.m)
80 minutes (afternoon) Saturday		
80 minutes (evening)		
23- Broadway	6 minutes (6:30-8:30am) am peak	Weekdays  (4:04am-1:51am)
	13 minutes (8:30am-3:30pm) base	
	5 minutes (3:30-5:30pm) pm peak	
	56 minutes (after 5:30pm) night	

<u>Route Number/Name</u>	<u>Service Frequency</u>	<u>Hours of Operation</u>
	20 minutes (morning)	Saturday (4:01am-1:48am)
	20 minutes (afternoon)	
	20 minutes (evening)	
	55 minutes (night)	
	35 minutes (morning)	Sunday (5:01am-12:37am)
	35 minutes (afternoon)	
	35 minutes (evening)	
	35 minutes (night)	
25- Oak Street	8 minutes (6:30-8:30am) am peak	Weekdays (4:46am-12:49am)
	30 minutes (8:30am-3:30pm) base	
	10 minutes (3:30-5:30 pm) pm peak	
	60 minutes (after 5:30 pm) night	
	50 minutes (morning)	Saturday (5:20am-12:49pm)
	60 minutes (afternoon)	
	60 minutes (evening)	
	60 minutes (night)	
	50 minutes (morning)	Sunday (4:35am-12:49am)
	55 minutes (afternoon)	
	54 minutes (evening)	
	60 minutes (night)	
46- G. E. Express	Monday through Friday Only	Operates only two trips a day during times shown under level of service
	5:26am-6:30am	
	3:35pm-4:37pm	

Source: Transit Authority of the River City, 1981

APPENDIX J TRUCK TRAFFIC VOLUMES: CALIFORNIA

Intersection	Date	Direction of Trucks	Number of Trucks	Truck Percentage of total number of vehicles	Total Number of trucks	Total Number of vehicles	Overall Truck Percentage of total number of vehicles
9th Street and Broadway	6-11-80	East on Broadway	239	4.2% (5705)	787	16,695	4.7%
		West on Broadway	362	4.8% (7586)			
		South on 9th Street	186	5.5% (3404)			
9th Street and Kentucky St.	4-20-77	East on Kentucky	85	9.4% (902)	275	3,797	7.2%
		North on 9th Street	52	14.3% (364)			
		South on 9th Street	138	5.5% (2531)			
10th Street and Broadway	7-21-80	East on Broadway	287	4.5% (6377)	644	13,933	4.6%
		West on Broadway	336	4.9% (6818)			
		North on 10th Street	19	3.1% (613)			
		South on 10th Street	2	1.6% (125)			
12th Street and Broadway	10-26-78	East on Broadway	341	6.0% (5722)	1046	17,433	6.0%
		West on Broadway	390	4.6% (8388)			
		North on 12th Street	132	8.2% (1613)			
		South on 12th Street	183	10.7% (1710)			
12th Street and Oak Street	11-29-79	East on Oak Street	275	5.7% (4797)	1011	14,122	7.2%
		West on Oak Street	293	5.1% (5727)			
		North on 12th Street	189	13.8% (1368)			
		South on 12th Street	254	11.4% (2235)			
13th Street and Broadway	3-21-79	East on Broadway	331	5.1% (6454)	874	15,046	5.8%
		West on Broadway	436	5.8% (7543)			
		North on 13th Street	62	11.1% (558)			
		South on 13th Street	45	9.2% (491)			
13th Street and Oak Street	5-11-71	East on Oak Street	271	3.7% (7315)	580	13,705	4.2%
		West on Oak Street	184	3.2% (5681)			
		North on 13th Street	125	17.6% (709)			

15th Street and Broadway	8-21-78	East on Broadway West on Broadway North on 15th Street	269 402 187	4.3% 5.6% 7.7%	(6241) (7196) (2435)	861	15,872	5.4%
15th Street and Kentucky Street	3-28-79	East on Kentucky West on Kentucky North on 15th Street South on 15th Street	17 93 199 185	3.8% 15.8% 8.9% 11.5%	(445) (588) (2248) (1603)	494	4,884	10.1%
15th Street and Maple	9-2-71	East on Maple West on Maple North on 15th Street	375 35 287	16.2% 15.6% 10.9%	(2319) (225) (2629)	697	5,173	13.5%
15th Street and Oak Street	5-6-74	East on Oak Street West on Oak Street North on 15th Street South on 15th Street	116 112 170 227	2.5% 1.5% 7.5% 8.9%	(4560) (7651) (2278) (2547)	625	17,036	3.7%
16th Street and Broadway	8-22-78	East on Broadway West on Broadway South on 16th Street	324 330 220	5.2% 5.4% 9.1%	(6285) (6168) (2413)	874	14,866	5.9%
16th Street and Dumesnil Street	6-21-78	East on Dumesnil West on Dumesnil North on 16th Street	169 5 7	4.4% 2.7% 3.8%	(3829) (184) (182)	181	4,195	4.3%
16th Street and Oak Street	6-22-78	North on 16th Street South on 16th Street West on Oak Street	98 5 102	2.7% 1.2% 2.3%	(3672) (419) (4506)	205	8,597	2.4%
17th Street and Dumesnil Street	8-30-73	North on 17th Street South on 17th Street East on Dumesnil	4 10 250	2.3% 3.4% 4.8%	(171) (292) (5211)	264	5,674	4.7%
17th Street and Hale	10-8-79	East on Hale West on Hale North on 17th Street South on 17th Street	12 6 5 2	2.9% 3.5% 3.0% .9%	(407) (173) (166) (220)	25	966	2.6%
17th Street and Gallagher	9-28-78	East on Gallagher West on Gallagher North on 17th Street South on 17th Street	20 8 2 8	8.0% 5.3% 1.6% 3.1%	(250) (150) (124) (257)	38	781	4.9%

18th Street and Oak Street	11-29-73	North on 18th Street South on 18th Street West on Oak Street	289 385 139	6.9% 10.9% 2.9%	(4196) (3525) (4848)	813	12,569	6.5%
18th Street and Wilson	1-19-72	East on Wilson West on Wilson North on 18th Street South on 18th Street	18 23 354 351	3.6% 6.3% 8.7% 8.5%	(500) (367) (4063) (4149)	746	9,079	8.2%
21st Street and Broadway	8-23-78	East on Broadway West on Broadway North on 21st Street	241 209 234	4.7% 3.7% 5.3%	(5099) (5661) (4387)	684	15,147	4.5%
21st Street and Kentucky	4-4-79	West on Kentucky St. North on 21st Street	29 152	5.5% 3.7%	(530) (4191)	181	4,721	3.8%
21st Street and Osage	8-7-72	East on Osage West on Osage North on 21st Street	13 - 184	4.1% - 4.2%	(315) (320) (4410)	197	5,045	3.9%
21st Street and Grand	6-27-77	East on Grand West on Grand North on 21st Street	4 2 100	4.1% 1.1% 2.8%	(98) (178) (3562)	106	3,838	2.8%
22nd Street and Broadway	3-15-77	East on Broadway West on Broadway South on 22nd Street	292 237 261	4.9% 3.9% 5.0%	(5905) (6094) (5183)	790	17,182	4.6%
22nd Street and Dumesnil	12-18-78	East on Dumesnil North on 22nd Street	132 117	5.0% 2.7%	(2619) (4264)	249	6,883	3.6%
22nd Street and Kentucky	1-19-76	East on Kentucky St. West on Kentucky St. South on 22nd Street	5 5 181	2.3% 2.3% 4.3%	(219) (222) (4180)	191	4,621	4.1%
23rd Street and Hale	10-10-77	East on Hale West on Hale North on 23rd Street South on 23rd Street	3 1 12 5	1.2% .4% 2.6% 1.8%	(247) (223) (467) (236)	21	1,213	1.7%
23rd Street and Oak Street	11-27-74	West on Oak Street North on 23rd Street South on 23rd Street	111 8 16	3.2% 1.7% 6.3%	(3450) (468) (254)	135	4,172	3.2%

24th Street and Broadway	11-28-78	East on Broadway West on Broadway North on 24th Street South on 24th Street	253 282 11 15	5.0% 4.7% 7.0% 6.0%	(5040) (5988) (158) (251)	561	11,437	4.9%
25th Street and Date Street	1-7-76	East on Date Street West on Date Street North on 25th Street South on 25th Street	25 3 4 2	8.1% .9% 2.1% 1.8%	(309) (316) (187) (112)	34	924	3.7%
25th Street and Dumesnil	11-3-80	North on 25th Street South on 25th Street East on Dumesnil	20 14 118	18.2% 6.2% 5.4%	(110) (225) (2174)	152	2,509	6.1%
26th Street and Broadway	10-10-78	East on Broadway West on Broadway North on 26th Street South on 26th Street	217 326 65 88	4.4% 6.7% 3.8% 4.3%	(4922) (4849) (1693) (2049)	696	13,513	5.2%
26th Street and Garland	6-13-79	East on Garland West on Garland North on 26th Street South on 26th Street	24 30 31 36	2.8% 3.7% 2.0% 2.5%	(866) (809) (1542) (1460)	121	4,667	2.6%
26th Street and Kentucky Street	1-6-76	North on 26th Street South on 26th Street East on Kentucky St.	75 47 12	4.0% 2.4% 3.4%	(1869) (1989) (351)	134	4,209	3.2%
28th Street and Broadway	4-19-79	East on Broadway West on Broadway North on 28th Street South on 28th Street	326 249 100 138	8.0% 4.9% 6.1% 8.7%	(4059) (5083) (1651) (1583)	813	12,376	6.6%
28th Street and Garland	7-28-75	East on Garland West on Garland North on 28th Street South on 28th Street	51 26 84 112	4.8% 2.8% 4.7% 5.5%	(1068) (916) (1790) (2049)	273	5,823	4.7%
28th Street and Hale	6-14-79	East on Hale West on Hale North on 28th Street South on 28th Street	29 8 42 40	5.6% 3.3% 3.2% 2.9%	(516) (242) (1309) (1398)	119	3,465	3.4%

SOURCE: Louisville City Traffic Engineering  
Louisville and Jefferson County Planning Commission

APPENDIX K OFF STREET PARKING REGULATIONS

DWELLINGS, ONE AND TWO-FAMILY: One space for each dwelling unit on the premises;

DWELLINGS, ONE FAMILY ATTACHED, ONE-FAMILY SEMI-DETACHED, AND MULTIPLE-FAMILY: One space for each dwelling unit. Efficiency or no bedroom apartments may provide one space to each three units;

HOTELS, ROOMING, BOARDING, AND LODGING HOUSES: One space for each three sleeping rooms or three individual suites of rooms;

MOTELS AND TOURIST HOMES: One space for each sleeping room or individual suite of rooms on the premises;

AUDITORIUMS, CHURCHES, TEMPLES, GYMNASIUMS, ARENAS, STADIUMS, AND OTHER PLACES OF PUBLIC OR PRIVATE ASSEMBLY: Where permanent seats are installed, one parking space for each five seats; where no permanent seats are provided, one parking space for each 35 square feet of floor area;

EDUCATIONAL INSTITUTIONS, PUBLIC AND PRIVATE: Ten spaces for each classroom or the auditorium requirements, whichever results in the greater number of spaces;

ELEMENTARY AND HIGH SCHOOLS, PUBLIC AND PRIVATE: Three spaces for each classroom or the auditorium requirements, whichever results in the greater number of spaces;

HOSPITALS: Two spaces for each five beds;

DAY CARE CENTERS, DAY NURSERIES, KINDERGARTENS AND NURSERY SCHOOLS: One parking space shall be provided for each member of day care center staff. An on-site area shall be provided where passengers may safely exit automobiles and enter the building and vice versa.

ASYLUMS, INSTITUTIONS, AND HOME FOR AGED, CONVALESCENTS, ORPHANS, OR INDIGENTS: One space for each twelve beds;

LIBRARIES, MUSEUMS, AND ART GALLERIES: Ten spaces, plus one additional space for each 300 square feet of floor area in excess of 1,000 square feet;

PRIVATE CLUBS, FRATERNITIES, SORORITIES, AND LODGES: Two spaces for each three sleeping rooms or three individual suites of rooms, or one space for each 35 square feet of floor area used for meeting rooms, whichever results in the greater number of spaces;

BOWLING ALLEYS: Four parking spaces for each alley;

CLINICS AND OFFICES FOR HUMAN MEDICAL CARE AND TREATMENT: One space for each 200 square feet of floor area;

FUNERAL HOMES: Fifteen spaces, plus five spaces for each room in excess of three which can be used as a parlor or chapel. Drives and parking areas shall be surfaced with a hard and durable material and properly drained. Parking areas shall not occupy any required front or side yard.

OFFICES AND OFFICE BUILDINGS: One space for each 400 square feet of floor area on the ground floor, and one space for each 500 square feet of floor area on other floors, with a minimum of three spaces;

RESTAURANTS, DANCE HALLS, NIGHT CLUBS, SKATING RINKS, AND OTHER SIMILAR ESTABLISHMENTS, USED FOR RECREATION OR AMUSEMENT OR FOR SERVING OF MEALS OR DRINKS: One space for each 100 square feet of floor area;

RETAIL STORES, PERSONAL-SERVICE ESTABLISHMENTS, WHOLESALE DISTRIBUTING ESTABLISHMENTS: One space for each 200 square feet of floor area in building, with a minimum of three spaces.

OPEN AIR USES, INCLUDING BUILDING MATERIAL SALES, COAL YARDS, USED CAR LOTS, USED MATERIALS, AND MARKETS: One space for each 1,500 square feet of lot area;

BANKS AND POST OFFICES: Ten spaces plus one additional space for each 300 square feet of floor area in excess of 1,000 square feet;

INDUSTRIAL, MANUFACTURING, WAREHOUSE AND STORAGE USES: Employee parking of one space per one and one-half employees based upon maximum combined employment count of main plus second shift, visitor parking of one space per twenty-five employees on main shift and one space for each company owned or leased truck, passenger car or other wheeled vehicle usually based at the premises;

Source: Zoning District Regulations, Jefferson County, Ky.,  
Section III.

APPENDIX L RIDERSHIP/1979

Route	Total Passengers/Week	% of Total System
12 - Twelfth Street	3,355	.9
18 - 18th Street	18,774	5.3
18 - Preston	13,141	3.7
19 - Muhammad Ali Boulevard (West)	22,874	6.4
19 - Muhammad Ali Boulevard (East)	15,658	4.4
22 - 22nd Street	4,852	1.4
23 - Broadway (West)	30,093	8.5
23 - Broadway (East)	31,591	8.4
25 - Oak	16,246	4.6
46 - G.E. Express	463	.1

Source: Transit Authority of the River City - 1979

100

APPENDIX M PASSENGERS PER TRIP FOR A 24-HOUR PERIOD

Route	Passengers	Trip	Passengers/Trip
12 - Twelfth Street	615	31	19.8
18 - 18th Street	3,246	63	51.5
18 - Preston	2,343	56	41.8
19 - Walnut (West)	3,916	73	53.6
19 - Walnut (East)	2,782	68	40.9
22 - 22nd Street	924	31	29.8
23 - Broadway (West)	5,213	109	47.8
23 - Broadway (East)	5,734	109	52.6
25 - Oak	2,936	53	55.3
46 - G.E. Express	93	2	46.5

Source: Transit Authority of the River City - 1979

APPENDIX   N   HOUSING REHABILITATION NEEDS

The number of structures in need of rehabilitation in each of the priority areas shown on Figure III-1 are listed below. A rough estimate of rehabilitation costs is also provided. The cost estimates are based on a per structure cost of \$15,000 for "c" structures and \$18,000 for "d" structures. The "c" classification indicates sound structure needing major repair, "d" indicates deteriorating structure.

1.	Enlarged NSA (A priority)		
	107	c	
	22	d	\$ 2,001,000
2.	Dixie Highway area (B priority)		
	18	c	
	9	d	\$ 432,000
3.	28th and Dumesnil (B priority)		
	11	c	
	3	d	\$ 219,000
4.	West of 17th Street (C priority)		
	35	c	
	3	d	\$ 579,000
5.	South of Oak Street (C priority)		
	16	c	
	3	d	\$ 294,000
6.	Garland Avenue (C priority)		
	49	c	
	5	d	\$ 825,000
			Total \$ 4,350,000

APPENDIX O EMPLOYMENT INVENTORY  
 TABLE A CALIFORNIA NEIGHBORHOOD, EMPLOYMENT BY SIC CATEGORY, (1973)

Census Tract		15	16	17	18	26	27	28	32	33	34	Total
SIC	Grouping											
1	Construction	0	0	10	38	0	0	134	284	18	251	735
2 - 3	Manufacturing	283	66	0	58	5753	0	7337	1909	337	2704	18,447
4	Transportation, Communications and Utilities	0	0	0	114	22	0	87	2891	449	52	3,615
50	Wholesale Trade	20	0	0	15	53	0	28	428	152	255	951
51 - 59	Retail Trade	51	44	0	83	0	14	102	1128	43	0	1,465
6	Finance Insurance and Real Estate	0	8	0	25	0	0	0	0	0	0	33
7 - 9	Services	108	219	49	353	44	86	157	488	140	98	1,742
1 - 9	All Groupings	462	337	59	686	5872	100	7845	7128	1139	3360	26,988



TABLE C  
MAJOR INDUSTRIES EMPLOYING OVER  
100 PERSONS IN 1973 WITHIN THE  
CALIFORNIA NEIGHBORHOOD

Map I.D.	Industry Name	S.I.C.	Employees (1973)
1.	Bernheim Distilling (Div. of Schenley Distillers, Inc.)	2,085	408
2.	Brown Forman Distillers, Corp.	2041,2085,2445	1,483
3.	Catalyst and Chemical Inc.	2,819	300
4.	Container Corp. of America	2,653, 2,655	210
5.	Louisville Chair Co.	2,511, 2,514	370
6.	Louisville Tin & Stove Co.	3431,3433,3449	258
7.	Peerless Div., Dover Corp.	3,429, 3,433	250
8.	Phillip Morris, Inc.	2,111	2,588
9.	Henry Vogt Machine Co.	3321, 3443, 3493	1,200
10.	Fawcett Printing Co.*	2,721	1,100
<hr/> <hr/>			
Total Employees			8,167

\*Fawcett Printing closed its doors in 1978.

APPENDIX P  
NEIGHBORHOOD COMMERCIAL SALES CAPACITY -- CALIFORNIA

SLUC CODE	COMMERCIAL TYPE	Number of Establishments	Total Sales Area (Sq. Ft.)	Estimated <sup>1</sup> Sales Per Sq. Ft. of Floor Area	Annual Sales Estimate
5251	Hardware	3	6,900	\$45.46	\$313,674
5410	Groceries	7	11,700	158.38	1,853,046
5450	Dairy Products	1	800	116.30	93,040
5600	Apparel	1	4,000	101.18	404,720
5732	Music Supplies	3	4,100	100.00 (est.)	410,000
5810.1	Restaurants	11	11,750	93.78	1,101,915
5810.2	Fast Food Restaurants	4	6,500	125.51	815,815
5820	Bars	20	32,050	98.60	3,160,130
5920	Liquor Stores	13	17,150	170.38	2,922,017
5932	Second hand stores	4	6,000	50.00 (est.)	300,000
	Total	67	100,950	112.67	11,374,357

<sup>1</sup>Source Appendix \_\_\_\_\_ with 130.3% inflation of values contained in the Table therein.

APPENDIX Q : NEIGHBORHOOD RETAIL ESTIMATES

There were 18,880 persons in the California neighborhood in 1970. By 1980 the population of the neighborhood dropped to 12,230 persons. Table A indicates the economic and demographic characteristics of the population of the California neighborhood in 1970. The mean income of families in California was 66.6% of the Jefferson County mean and 75.3% of the City of Louisville mean in 1970. Similarly the mean income of individuals in the neighborhood was 68.5% of the County and 75.3% of the City mean incomes. Per capita income, (PCI) because of generally larger family sizes, was lower as a percent of the County (64.6%) and City (69.4%) rates in the neighborhood.

Table B develops an estimate of the 1980 PCI based on a 9% per anum increase (resulting from real growth in income, decreased family and household size and inflation) of the 1970 PCI. When the 1980 PCI is multiplied by the percent of PCI used for personal consumption expenditure (78.094%) and the total population, a total personal consumption expenditure estimate is generated. This amount is then allocated to categories of retail expenditure based on national averages and shown in Table C. Roughly \$16.7 million can be expected to be spent by California neighborhood residents for non-durable goods other than gasoline, including \$9.5 million for food and \$3 million for clothing.

APPENDIX Q  
TABLE A: 1970 ECONOMIC AND DEMOGRAPHIC CHARACTERISTICS OF CALIFORNIA NEIGHBORHOOD

Census Tract	Families	Mean Income	Unrelated Individuals	Mean Income	Total Population	1969 Per Capita Income
15	1,332	\$9,415	460	\$3,244	5,873	\$2,389
16	1,183	9,173	415	2,803	5,095	2,358
17	898	8,297	259	2,284	4,111	1,956
18	805	6,354	286	3,288	3,370	1,797
26	508	6,211	293	3,303	2,209	1,866
27	1,042	6,045	621	2,694	4,397	1,813
28	794	7,514	338	3,017	2,869	2,435
32	153	5,397	228	1,713	780	1,559
33	398	5,111	311	2,475	1,709	1,641
34	363	5,352	145	2,817	1,426	1,649
Total	7,476	\$7,514	3,356	\$2,806	31,839	\$2,060
Jefferson Co. Totals	177,015	\$11,282	53,629	\$4,096	695,055	\$3,189
Louisville Totals	91,644	\$9,980	41,441	\$3,817	361,472	\$2,968

Source: 1970 Census of Population and Housing: Louisville, Ky.-Ind., U.S. Department of Commerce.

APPENDIX Q  
 TABLE C: ESTIMATED PERSONAL CONSUMPTION EXPENDITURES FOR CALIFORNIA ( 1980 )  
 BY RETAIL CLASSIFICATION

Census Tract	Total Personal Consumption Expenditure	Durable Goods			Non-Durable Goods			Services	
		Total	Motor Vehicles and Parts	Furniture and Household Equipment	Total	Food	Clothing	Gasoline	Total
15	\$2,518,268	\$342,484	\$146,060	\$135,986	\$1,007,307	\$498,617	\$158,651	\$128,432	\$1,170,995
16	6,120,700	832,415	355,001	330,518	2,448,280	1,211,899	385,604	312,156	2,846,126
17	12,961,990	1,762,831	751,795	699,947	5,184,796	2,566,474	816,605	661,062	6,027,326
18	8,299,124	1,128,681	481,349	448,153	3,319,650	1,643,227	522,845	423,255	3,859,093
26	3,746,128	509,473	217,275	202,291	1,498,451	741,733	236,006	191,053	1,741,950
27	10,302,952	1,401,201	597,571	556,359	4,121,181	2,039,984	649,086	525,451	4,790,873
28	1,648,686	224,221	95,625	89,029	659,474	326,440	103,867	84,083	776,639
32	248,247	33,762	14,398	13,405	99,299	49,153	15,640	12,661	115,435
33	1,874,619	254,948	108,728	101,229	749,848	371,175	118,101	95,606	871,698
34	136,229	18,527	7,901	7,356	54,492	26,973	8,582	6,948	63,347
Total	47,856,944	6,508,544	2,775,703	2,584,275	19,142,778	9,475,675	3,014,988	2,440,704	22,253,479

Notes: Categories may include expenditures under totals not listed separately. For an explanation of the estimates of expenditures by retail classification refer to Appendix IV: Growth In Income. Totals of columns may not add up exactly due to rounding.

APPENDIX Q  
 TABLE B: TOTAL RETAIL SALES ESTIMATE FOR CALIFORNIA NEIGHBORHOOD

Census Tract	1980 Population*	Per Capita ** Income, 1980	Per Capita Per Capita	Personal Consumption Expenditure *** Total
15	523	\$6,166	\$4,815	\$2,518,268
16	1,288	6,085	4,752	6,120,700
17	3,288	5,048	3,942	12,961,990
18	2,292	4,637	3,621	8,299,124
26	996	4,816	3,761	3,746,128
27	2,820	4,678	3,654	10,302,952
28	336	6,283	4,907	1,648,686
32	79	4,024	3,142	248,247
33	567	4,234	3,306	1,874,619
34	41	4,255	3,323	136,229
Total	12,230	\$5,011	\$3,913	47,856,944

\* Actual 1980 Population from the 1980 Census P.L. 94-171 Counts.

\*\* 1969 Per Capita Income (See Table A) with 9% annual inflation as explained in Appendix III.

\*\*\* Personal consumption expenditure has averaged 78.094% of PCI nationwide from 1972-1979: Economic Indicators (April, 1980).

APPENDIX R  
Nominal Group Results

California Task Force, September 21, 1981

Problems and Issues are listed according to the priority assigned them by participants.

Group 1 (Leader: Dave Hulefeld)

Priority    Issue

- 1        Need job information office, measures to address unemployment (44 votes)
- 2        Vacant lots throughout neighborhood (weeds, dumping, bad affect on neighboring homes (29 votes)
- 3        Need concentrated shopping area in California (20 votes)
- 4        Abandoned housing (18 votes)
- 5        Deteriorating housing (15 votes)
- 5        No outdoor restrooms in California Park (15 votes)
- 6        Too many houses demolished (12 votes)
- 6        Bar at 16th and Gallagher is noisy, open late (12 votes)
- 7        Financial assistance for improving housing is needed in areas outside the NSA (11 votes)
- 8        Loitering around liquor stores discourages use of neighborhood commercial shops in California (8 votes)
- 9        No drug store in California (6 votes)
- 9        Truck traffic on residential streets, especially St. Catherine and Dumesnil between 16th and 17th Streets (6 votes)
- 10       No bus service along 15th Street, site of elderly housing development (5 votes)

Other problems and issues raised by Group 1:

- Weed covered sidewalks
- Trucks from the grain elevator using Gallagher Street

- No parks in the southern part of California
  - Absentee ownership, neglect of houses and lots
  - Need better maintenance of the California Neighborhood Center building and grounds
  - Mail boxes are few and far between
  - City maintenance crews don't do a good job on vacant lots: litter adjoining properties, don't cut along the sidewalk
  - Coal trucks are loaded too full, spill coal on 26th Street
  - No stoplight between Oak and Broadway on 18th Street: difficult for pedestrians and cars to cross 18th
  - Poor visibility, hard to cross Oak at 13th Street
  - 15th and Oak eastbound: no signs to indicate pavement narrows to one lane, yield is necessary
  - Dumesnil Street presents several problems: speeding between 14th and 18th Streets, blind spot at 14th, dangerous curve at 26th, hard for pedestrians to cross at 21st, 22nd
  - Rough railroad crossing at 18th Street near Brown-Forman
  - Hole in sidewalk is hazardous, north side of Garland between 16th and 17th
  - Not enough bus service on weekends (Oak Street especially)
  - The Kentucky Street crossing of the L & N tracks is hazardous, no signal to indicate trains approaching
  - City's enforcement program for property maintenance is slow, ineffective
  - Abandoned houses don't stay boarded, several houses are open (e. g. 1545 Gallagher, 1778 Ormsby)
  - Need to establish programs that would improve small rental properties in the NSA
  - Dilapidated structure on 18th Street between Oak and Hale is falling down
-

- No large grocery store in California
- No good laundromat
- No bank (except 26th and Broadway, always crowded) or 24-hour teller
- Businesses in Station Park should be encouraged to hire California residents to meet part of their staff needs

Group 2 (Leaders: Denise DeVito, Greg Douglas)

Priority    Issue

- 1      Vacant lots next to adjacent properties need to be cleaned up throughout California
- 2      Lack of small business investment loans
- 3      Lack of jobs
- 4      Lack of job training opportunities (technical and mechanical)
- 5      Dumesnil Street from 18th Street to 15th Street - no stop lights (hazardous to the elderly population)
- 6      28th Street and Greenwood area lacks adequate shopping facilities
- 7      Dumesnil and 28th Street and Oak and 28th Street commercial strip is deteriorating (appearance, declining number of businesses)
- 8      Loitering on 18th Street
- 9      Home on 1211 Oldham is vacant ( = 1 year) - this home detracts from other dwellings
- 10     Absentee landlord problem
- 11     California lacks park and recreation facilities - children need places to play
- 12     18th Street (Dixie Highway) between Broadway and Oak Street - no pedestrian walk wait signals
- 13     Lack of adequate TARC service (routes are not convenient)

1-13 represent issues in order of priority: #1 represents the issue having the highest priority.

Other issues by category

LAND USE

- 1800 block of Dumesnil has several vacant properties - this area needs to be cleaned
- 1500 block of Garland - this area has weed problems
- 1042 South 15th Street - children play in the vacant home
- 950 South 15th Street - vacant home here
- 1838 Dumesnil Street - vacant home here
- 1229 West Kentucky Street - vacant structure here; can't find the landlord to clean up the mess

TRANSPORTATION

- Garland Street from 18th to 15th Street traffic moves too fast
- Dumesnil Street from 18th to 22nd Street - road conditions bad, many potholes
- 15th Street at Kentucky Street - traffic at this intersection runs through the stop light
- Broken sidewalks and curbs throughout the entire neighborhood
- The area of 15th Street and Garland Street has a liquor store; customers double park which disrupts through traffic
- Customers double parking at 16th and Garland Street and 16th and Oak Street
- Truck traffic on 15th and Garland and 15th and Oak Street

HOUSING

- Gutted apartment building on northwest corner of 21st and Oak Street
  - Garage roof caving in on structure located on the 2200 block of Hale
  - Landlords whose properties are deteriorating and/or vacant can't be found
-

- Inadequate financial aid for housing outside of the neighborhood conservation area

ECONOMIC DEVELOPMENT

- Dixie Highway commercial strip is deteriorated (appearance, declining number of businesses)

OTHER

- Prostitution
-

California Neighborhood Business Survey

A twenty-one question survey was mailed to 198 businesses in the California neighborhood. Forty responses (20.2%) were received primarily from businesses offering services (57.5%) and manufacturers (25.0%). Seven replies (17.5% of the responses) were from retail businesses and five (12.5%) were from wholesale businesses. (Note that an additional 7.5% were from businesses classified "other" totaling over 120%. This is caused by multiple category responses from the forty respondents; similar results will occur repeatedly throughout the survey summary.)

Most of the respondents were long term neighborhood businesses. Eighty-four percent had operated a business in the neighborhood for over ten years and 97% had been in business regardless of location for over ten years.

Most (66.7%) of the respondents felt the buildings that housed their business were in sound condition while 30.8% found a need for remodeling or minor repair and 7.7% indicated a need for major repair or replacement of mechanical systems in their building. Slightly over half (55%) had made major physical improvements during the last five years, and 45% anticipated physical improvements or expansions averaging \$271,000 in investment during the next five years. Fifty-seven percent indicated they would be increasing employment by an average of 9.17 additional persons in the future. Overall the business outlook in the area seems positive although respondents can reasonably be expected to be more optimistic than non-respondents. Further, 80% of the respondents owned their place of business which may give them a degree of commitment to the neighborhood that renters do not have.

Seventy-six percent of the respondents anticipated remaining in business in the California neighborhood for the next five years further reinforcing the positive business outlook for the area. Most (53%) experienced real increases in sales volume (excluding the effect of inflation) during the past five years.

Sixty-eight percent of the respondents provided off street parking for their employees. Most respondents did not experience transportation problems in doing business at their current location, although 39% found that traffic congestion frequently hampered their business and 25% experienced a lack of adequate off-street parking for employees and customers.

Twenty of the forty respondents had suffered burglaries or robberies during the last 5 years. These twenty business had a total of 122 robberies or 6.1 per business. Six of the respondents indicated they had not been robbed or burglarized during the last five years and ten did not reply.

The survey asked California businesses to indicate problems and issues of doing business in the neighborhood. Security was the most common issue followed by litter, vacant buildings and parking. Physical improvements the respondents felt were needed in the area include (in order of priority) fixing up or demolishing vacant buildings, street repairs, general clean-up and construction of Station Park industrial park.

In conclusion it seems that businesses in the California neighborhood are solidly committed to the area but face real problems with crime and poor physical conditions in the area. Sales levels seem to be increasing or at least remaining the same for a majority of businesses and some growth in employment can be expected in the future based on the outlook of the responding businesses. The results of the survey may not be true for all businesses in the area as motivations for responding may cause a bias in survey responses. A copy of the survey results is attached.

CALIFORNIA NEIGHBORHOOD BUSINESS SURVEY

Name of business (40 responses from 198 surveys)

Address \_\_\_\_\_

Number of employees: full time 52 (Avg.) part time 6.4 (Avg.)

1. What type of business do you operate?  
 17.5% (7) retail 25.0% (10) manufacturing  
 12.5% (5) wholesale 0.0% (0) storage  
 57.5% (23) service  
 7.5% (3) other (please specify) grainhandling / recycling / construction

2. What general type of product/service do you offer?  
 \_\_\_\_\_

3. How many years have you been in business in the California neighborhood?  
31 (Avg.) (See map on front page for neighborhood boundaries).

4. How many years experience in operating a business do you have, regardless of where the business was located? 35 (Avg.)

5. Have there been any major physical improvements to your business in the past 5 years? 55% (22) yes 45% (18) no

6. Are the buildings used by your business  
 66.7% (26) in sound condition  
 30.8% (12) in need of remodeling or minor repair (roof work, facade improvements, etc.)  
 7.7% (3) in need of mechanical systems replacement (heating, electrical), major repair or reconstruction

7. Do you anticipate physical expansion or major improvements of your business in California within the next 5 years?  
 45.0% (18) yes 37.5% (15) no 17.5% (7) not sure  
 If yes, approximate dollar investment \$271,000 (Avg.)

8. Do you anticipate expanding the number of persons employed at your business within California? 54.8% (21) yes 43.2% (16) no  
 If yes, approximate number of new jobs 9.17 (Avg.)

9. Do you own or rent this property? 80.0% (32) own 22.5% (9) rent

10. Where do your employees and customers park?  
 40.0% (16) on the street 67.5% (27) parking lot

11. Does your business experience any of the following transportation related problems? (Check the appropriate box or boxes.)  
 25.0% (7) lack of adequate off-street employee or customer parking  
 10.7% (3) lack of adequate off-street loading and unloading area for delivery trucks  
 14.3% (4) poor access for delivery trucks  
 39.3% (11) business frequently hampered by traffic congestion  
 7.1% (2) other (please explain) parked cars blocking store front /  
 24.6% (8) none Streets and railroad crossings in disrepair.

12. On an average day, how many trucks load or unload at your business? 4.8 (Avg.)

13. Has your business experienced either of the following problems within the past 5 years? (Check the appropriate box or boxes.)  
 27% (8) major or repeated vandalism  
 67% (20) burglaries or robberies: If yes, how many 6.1 (Avg.)

14. In general, what percentage of your employees are residents of the California neighborhood 25 %

15. In general, what percentage of your customers are from the California neighborhood? (A good guess will do.) 35 %

16. Do you anticipate remaining in business in California neighborhood for the next five years? (29) yes (0) no (9) not sure  
76.3% 0.0% 23.7%
17. Excluding the effect of inflation, has your sales volume increased, decreased or remained about the same over the past 5 years?  
52.6% (20) increased 23.7% (9) decreased 23.7% (9) remained about the same
18. What specific physical improvements are needed that might improve the business climate in your area of California?
- Fix or remove vacant buildings (8)
  - Street repairs (7)
  - General clean-up of area (5)
19. List any other problems or issues of doing business in this area that you would like us to be aware of (Mention specific locations if applicable.)
- Security (4)
  - Litter and vacant buildings (4)
  - Parking (2)

If your business is a manufacturing or warehouse operation...

20. Does your current location offer benefits to your firm because of close proximity to related industries and services?  
47.1% (8) yes 52.9% (9) no
21. If you anticipate moving within the next five years, would you prefer to relocate:
- (0) In an urban Industrial Park? (2) Station Park?
  - (1) On a larger independent site in the urban area?
  - (0) In a suburban industrial park?
  - (1) On a larger independent site in a suburban location?
  - (1) Outside of the Louisville Metropolitan area?

THANK YOU FOR YOUR COOPERATION!

(Fold along this line for return mailing.)

LOUISVILLE AND JEFFERSON COUNTY  
PLANNING COMMISSION  
Room 900 Fiscal Court Building  
Louisville, Kentucky 40202

PLACE  
STAMP  
HERE



**Louisville and Jefferson County  
Planning Commission**

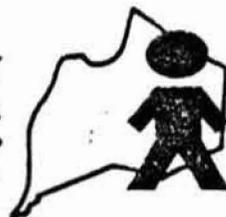
900 Fiscal Court Building  
Louisville, Kentucky 40202

(Please staple or tape together for return mailing.)

Appendix T

Documentation of Citizen and Agency Review Processes :

**Louisville and Jefferson County  
Planning Commission**



---

900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

July 16, 1982

Mr. Delano Miller  
Community Development Cabinet  
727 West Main Street  
Louisville, Kentucky 40202

Dear Delano:

The draft California Neighborhood Plan developed by the California Steering Committee and Planning Commission staff has been completed. A public meeting has been scheduled for July 29th and comments are being requested from agencies affected by the Plan. A list of agencies receiving copies and being asked to comment on the Plan is attached. If you are aware of any omissions or feel that additional agencies or groups should receive copies, please let me know as soon as possible.

Sincerely,

*Dave Hulefeld*

Dave Hulefeld  
California Project Manager

DH/lt

cc: Bobbie Hinde  
Bruce Duncan  
Dave Ripple

---

Agencies and Groups Reviewing the California Neighborhood Plan

Community Development Cabinet  
Bobbie Hinde  
Bruce Duncan  
Christal Reed  
Delano Miller

Community Design Center  
Jack Trawick

Preservation Alliance  
David Brooks

Housing Department  
David Flores

Landmarks Commission  
Ann Hassett

Economic Development Office  
Bibi Monsky

Law Department  
Sondra Rouark

Traffic Engineering  
Jim Pasikowski

Department of Building Inspection  
Robert Sewell

TARC  
John Woodford

Public Works  
Bill Brasch

Metro Parks  
Anita Solodkin

New Directions, Inc.  
Bob French

Project Warm  
Jim Walsh

Legal Aid Society  
Brian de St.Croix

Louisville Tenant Union  
Jerry Smith

Ky. Department of Transportation  
Bill Monhollon

Louisville Police Department -  
Traffic Bureau  
Captain Richard Tong

**Louisville and Jefferson County  
Planning Commission**



---

900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

July 16, 1982

A copy of the draft California Neighborhood Plan is attached for your review. The plan was prepared by the Planning Commission staff in cooperation with the California Neighborhood Plan Steering Committee, at the request of the Board of Aldermen. It was developed to meet the requirements of Ordinance 22, Series 1980, the Neighborhood Plan Ordinance. The Ordinance requires review of draft plans by agencies involved with the plans, prior to submittal to the board of Aldermen for adoption.

The draft plan's land use, transportation, housing and economic development recommendations have been approved by the Steering Committee. The plan will be presented at a public meeting in the neighborhood on July 29th and revisions to the draft plan will be determined at a subsequent meeting with the Steering Committee. As an agency affected by the plan or recommended to assist in implementing it, your review of the draft plan is essential. Please indicate by letter whether your agency approves the plan, has no comment, or reasons for disapproval of the draft plan, as well as suggestions and comments on how to improve the plan. Receipt of your comments before July 29, 1982 is necessary, so that revisions can be discussed with the Task Force. Non-receipt of comments by that date will be considered as a no comment response by your agency.

If you have any questions, please call Dave Hulefeld of my staff at 581-5860.

Yours truly,

David A. Ripple  
Acting Executive Director

DAR/lt

cc: Dave Hulefeld  
File

---

Neighborhoods,

July 14/15, 1982

## **Neighborhood groups**

California residents and business owners can discuss the neighborhood's development plan with members of the Louisville-Jefferson County Planning Commission at 8:30 p.m. this Thursday at California Community Center, 1600 W. St. Catherine St. The meeting is sponsored by the California Steering Committee.

JULY 19, 1982

MEMO

*Sent to all  
Steering Committee  
Members*

TO: MR. HULEFIELD  
FROM: STEERING COMMITTEE  
DATE: JULY 29, 1982  
SUBJECT: PUBLIC HEARING (MEETING)

IN OUR LAST STEERING COMMITTEE MEETING THE PUBLIC HEARING MEETING WAS DISCUSSED. THE COMMITTEE AGREED TO HAVE THE PUBLIC MEETING HERE IN THE CALIFORNIA CENTER ON JULY 29, 1982 AT 7:00 P.M. PLEASE TRY TO ATTEND THIS IMPORTANT MEETING. COPIES OF YOUR SUMMARY FOR THE CALIFORNIA NEIGHBORHOOD PLAN CAN BE PICKED UP THAT NIGHT OR PLEASE CONTACT MS. YATES AT 589 2690 TO ARRANGE TO PICK UP YOUR COPY.

CC: MS. YATES  
TASK FORCE SECRETARY

**Louisville and Jefferson County  
Planning Commission**



---

900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

MEMORANDUM

TO: California Neighborhood Businesses

FROM: Dave Hulefeld, Project Manager for the  
California Neighborhood Plan

DATE: July 20, 1982

RE: Public meeting for the California Neighborhood Plan

The California Neighborhood Plan has been completed in draft form. The plan was prepared by Planning Commission staff in cooperation with the California Steering Committee, at the request of the Board of Aldermen. It was developed to meet the requirements of Ordinance 22, Series 1980, the Neighborhood Plan Ordinance.

The draft plan's land use, transportation, housing and economic development recommendations have been approved by the Steering Committee. The plan will be presented at a public meeting in the neighborhood on July 29th at 7:00 P. M. at the California Community Center, 1600 West St. Catherine Street.

A representative of your firm is invited to attend this meeting, to review the plan and comment on its contents and its effect on your firm. Revisions to the draft plan will be determined at a subsequent meeting with the Task Force. The plan will then be submitted to the Board of Aldermen through the Community Development Cabinet.

If you have any question please give me a call at 581-5860.

---

# The Courier-Journal and The Louisville Times

Incorporated

STATE OF KENTUCKY }  
County of Jefferson } SS.

## Affidavit of Publication

I, JUDY REECE

THE COURIER-JOURNAL AND THE LOUISVILLE TIMES COMPANY, publisher of THE COURIER-JOURNAL and THE LOUISVILLE TIMES, papers of general circulation, printed and published in Louisville, Kentucky, do solemnly swear that from my own personal knowledge, and reference to the records of said publications, the advertisement of LEGAL AD - CALIFORNIA TASK FORCE

THE COURIER-JOURNAL as follows:

Date	Lines	Date	Lines

THE LOUISVILLE TIMES as follows:

Date	Lines	Date
7/15/82	100	

RECEIVED  
JUL 21 1982  
LOUISVILLE AND JEFFERSON  
PLANNING COMMISSION

*Judy Reece*  
(Signature of person making affidavit)

Subscribed and sworn to before me this 16th day of July  
My commission expires June 22, 19 86

*Mary Kitt*  
(Notary Public)

**PUBLIC NOTICE**  
In partial fulfillment of the requirements of the Neighborhood Plan Ordinance (Ordinance No. 22, Series 1980, City of Louisville), the Steering Committee of the California Task Force will hold a public meeting on Thursday, July 29, 1982 at 7:00 P.M. at the California Community Center, 1600 West St. Catherine Street, Louisville, Kentucky, to receive comments on the proposed California Neighborhood Plan prepared by the Louisville and Jefferson County Planning Commission under contract with the Louisville Community Development Cabinet. Comments made at the public meeting will be taken into consideration by the Steering Committee and Planning Commission staff in revising the proposed Plan before submission to the Louisville Community Development Cabinet for a final checkoff. Subsequently, the proposed Plan will be submitted to the Board of Aldermen for adoption after a formal public hearing. Affected agencies and interest groups will receive copies of the proposed Plan by July 16, 1982. The proposed Neighborhood Plan may be inspected at the California Federation office, 1600 West St. Catherine Street, or in the office of the Planning Commission, 900 Fiscal Court Building, Louisville, Kentucky. We would appreciate any written comments on the proposed Plan to be received by the Planning Commission by July 29, 1982.  
David A. Ripple  
Acting Executive Director  
Planning Commission  
Mrs. Valerie Daniels  
Mrs. Marian Williams  
Co-Chairman  
California Steering Committee

**Louisville and Jefferson County  
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

MEMORANDUM

TO: Aldermen Howard, Meeks and Smith  
FROM: Dave Hulefeld, California Plan Project Manager  
THROUGH: David A. Ripple, Acting Executive Director  
DATE: July 30, 1982  
RE: Public Meeting on California Neighborhood Plan

The public meeting on the California Neighborhood Plan was conducted at the Community Center on July 29, 1982. The Plan's recommendations and major implementation measures were presented, and summaries of the Plan were distributed. Questions and comments from participants are summarized below. The schedule for Plan adoption was discussed. After final adjustments to the report, the Plan will be recommended for approval by the California Task Force. The California Block Club Federation's endorsement of the Plan will be sought at the annual convention in mid-August. Submittal of the Plan to the Board of Aldermen is anticipated in September.

The following concerns were voiced at the public hearing:

- 1) Numerous questions dealt with the problems of unmaintained vacant lots, vacant structures and housing in need of demolition. Concerted action through the California Task Force to achieve cooperation of City Departments was stressed.
  - 2) A statement from Brown-Forman Distillers supported provision of a traffic signal at the intersection of 18th Street and Garland Avenue.
  - 3) Several questions dealt with the availability of public funds for housing rehabilitation in various parts of the neighborhood.
  - 4) Concerns were expressed about the future of housing in the "mixed use area" of California (the area north of Garland between 15th and 26th Streets). The Plan's rezoning and housing improvement suggestions and the balance between industrial and residential development in this area appeared to satisfy these concerns.
  - 5) The neighborhood's responsibility for plan implementation and the need for greater participation in neighborhood associations were stressed.
-

# Department of Public Works

216 City Hall • 601 West Jefferson • Louisville, Ky. 40202 • 502/587-2 1

R. Michael French, F.T.  
Director

JULY 28, 1982

TO: DAVID A. RIPPLE, ACTING EXECUTIVE DIRECTOR  
LOUISVILLE/JEFFERSON COUNTY PLANNING COMMISSION

FROM: JAMES C. PASIKOWSKI, P.E.   
ASSISTANT CITY ENGINEER

RE: CALIFORNIA NEIGHBORHOOD PLAN

RECEIVED  
JUL 29 1982  
CITY ENGINEER

I have reviewed the draft copy of the California Neighborhood Plan and have the following comments regarding the Transportation section:

1. We will undertake a study of the high accident locations listed on pages II-26 & 27 as soon as the plan is approved.
2. It is the policy of this department to place speed limit signs on local streets at major street intersections. However, at the present time, we do not have the personnel to thoroughly analyze every neighborhood that is developing a plan to determine where additional signing is necessary. We would appreciate the help of the Planning Commission and the neighborhood task force in determining where additional signs are needed. We would be happy to meet with them and work out a signing plan for each neighborhood.
3. We are still reviewing the information regarding the intersection of 18th & Garland in regard to the installation of a traffic signal. Studies should be completed soon and then we will determine whether and where funding is available. Eighteenth (18th) Street is a state highway and therefore the typical funding for a signal on the state highway system is from the Kentucky Department of Transportation.
4. The funding for the resurfacing of Oak Street between 10th Street and 15th Street has been approved by the Kentuckiana Planning and Regional Development Agency and is now included in the Transportation Improvement Plan for this coming year. It is anticipated that the funding will come from urban systems funds with a local match using municipal aid monies. We will study the possibility for installing more signs on the Oak-Dumesnil corridor, especially at the railroad overpasses.

5. The question of truck routes within the California area has to be looked at in conjunction with truck routes throughout the City. I concur that Broadway, between 9th Street and 28th Street, should be a truck route and I also concur that 9th Street and 12th St. should be truck routes. However, I feel that there are several additional routes that should be included. The plan calls for closure of all streets between 15th & 18th Streets to truck traffic and therefore I feel that 15th Street should be included on a truck route system to handle the traffic that would presently be using the closed east-west streets. I also feel that 21st Street and 22nd Street should be included as truck routes since they are signed as U.S. Highway 31W. The neighborhood should understand that Oak Street and Dumesnil, while not classified as through truck routes, will carry large numbers of trucks heading to and from Station Park and that while not designated as through truck routes will still be major truck streets for local access.
6. Improving railroad crossings - The City has undertaken plans to improve railroad crossings as money is available by installing the rubberized platforms.
7. There seems to be some conflict between the Portland Plan and the California Plan as far as the functioning of 15th and 16th Streets. I haven't seen the Russell Area Plan but the Portland Plan has 15th and 16th Streets as one-way streets and also lists them as the truck routes.
8. I appreciate the support that the California Plan is putting in for the extension of 9th Street from Broadway to 7th Street.
9. We will study the pedestrian crosswalks as listed in Section 9 and will determine whether any of them will qualify for the installation of painted crosswalks. Our present policy is not to paint crosswalks at intersections that are not signalized.
10. We will study the intersections of 28th & Broadway and 21st & Broadway to determine whether the pedestrian traffic is sufficient to warrant the installation of pedestrian signals.

If you have any questions, please contact me at 587-3111.

JCP/deb

**Louisville and Jefferson County  
Planning Commission**



---

900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

August 18, 1982

Mr. James C. Pasikowski, P. E.  
Assistant City Engineer  
Department of Public Works  
City Hall  
Louisville, Ky 40202

Dear Jim:

Thank you for your careful review of the draft California Neighborhood Plan. In response to your July 28, 1982, memo, the following changes have been made to the Plan's Transportation section:

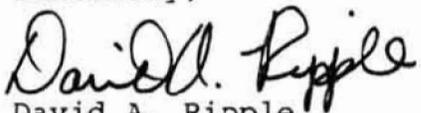
1. Part D.2 includes the recommendation that neighborhood residents assist the Department in determining locations that lack speed limit signs and have speeding problems.
  2. Part D.3 lists KDOT as the funding source if a traffic signal is justified at 18th and Garland.
  3. Part D.4 states that resurfacing of Oak Street between 10th and 15th is included on the 1983 TIP and mentions anticipated funding sources for this project.
  4. Figure II-5 has been corrected to show Broadway between 9th and 28th Streets as a truck route.
  5. Part D.5 has been revised to indicate that several streets not recommended as truck routes will still continue to serve truck traffic. You recommended that Oak and Dumesnil Streets be treated in this manner. The Plan places Oak, Dumesmil, 15th, 18th, 21st and 22nd Streets in this category. It is our feeling that "through truck routes" should primarily link industrial areas to the Interstate Highway System and the most preferable route should be as a "through truck route" would defeat this purpose. Further, because of land use considerations, 15th, 18th, 21st and 22nd are not recommended as truck routes. Revitalization of housing and shopping along these streets is recommended in the Plan; designation of these streets as through truck routes would be inconsistent and would detract from these goals. In addition, 12th Street and the proposed 9th Street extension offer alternative routes in proximity to the neighborhood's concentration of industries.
-

Mr. James C. Pasikowski, P. E.  
August 18, 1982  
Page 2

Your memo raised a question of a possible conflict between the California and Portland Plans concerning 15th and 16th Streets. When the Portland Plan is put into final form, I have suggested that it be revised to recommend two-way traffic on 15th and 16th Streets. This would make its recommendations consistent with the Russell and California Plans.

I appreciate your efforts in reviewing the draft Plan, and believe that the final version is more accurate and workable as a result. Upon aldermanic approval of the Plan, a copy of the final report will be sent.

Sincerely,



David A. Ripple  
Acting Executive Director

cc: Chrystal Reed  
Steven Kidd  
Dave Hulefeld  
File



# DEPARTMENT OF HOUSING

727 W. MAIN STREET  
LOUISVILLE, KY. 40202  
502/587-3301

HARVEY I. SLOANE  
MAYOR

July 26, 1982

Dr. David A. Ripple  
Acting Executive Director  
Louisville & Jefferson County Planning Commission  
900 Fiscal Court Building  
Louisville, KY 40202

Dear Dave:

We have reviewed the Housing portion of A Strategy Plan of Guided Growth and Redevelopment for the California Neighborhood. The following comments are made with notation of the page for easy reference:

- III-2: 1980 block statistics are available in the Planning office at Community Development for all categories mentioned if it is desired that the 1980 figures are complete.
- III-5: 120 dwelling units have been rehabilitated through Section 312 and the CDBG program.
- III-13: This does not appear to deal with the California neighborhood.
- III-15: Section d. is either mislabeled or the paragraph does not deal with what it should. It does not address the problem of the absentee property owners but of vacant houses/property though the two are, of course, related. It probably should deal with tax foreclosure, etc. or the means of getting absentee owners to either upgrade or dispose of their property so it can be dealt with.

COMMUNITY DEVELOPMENT CABINET · WILLIAM B. GATEWOOD, DIRECTOR  
AN EQUAL OPPORTUNITY EMPLOYER

- III-23: Number 7. Code Enforcement What is recommended is virtually what is going on now in California with the systematic inspection of housing units. For owner-occupied housing, code enforcement generally deals with problems affecting the building's exterior. If an owner refuses entry, a search warrant is needed to gain entry. Sometimes it is determined that there is just cause and such a warrant is obtained and the entire premises inspected.
- III-23: Number 8. Urban Homesteading Currently the City's Urban Homestead Program is run by the Housing Department in the NSAs with foreclosed FHA houses. Does the plan suggest a change in administration of the program or is it simply a suggestion that coordination exist with the Urban Land Program?
- III-24: Demolishing Unsafe Structures Currently, dilapidated structures which are occupied are handled by the Housing Department's Code Enforcement Program. When vacated, the property is referred to Boarding and Demolition which handle vacant dilapidated structures. After inspection it is determined whether the structure is a candidate for demolition. Boarding and Demolition already work with some neighborhood groups to resolve problems with vacant structures.

Housing Recommendations MAP - How are renter occupied units to be rehabbed shown?

The major concern that we have with the plan is that almost all (i.e., all but 9. and 12.) of the implementation suggestions depend on funding by Community Development. While Code Enforcement and Demolition would undoubtedly continue at some level with General Funds, this is not the case with continuation of other programs currently funded by Community Development. With new programs not being funded and, in fact, current programs being cut back in many cases, it is feared that the neighborhood residents will desire and/or expect a continued or even higher level of Community Development funding to implement the plan.

The Department of Housing would not be in a position for this type of commitment and would not want to encourage such expectations at this time. If we can be of further assistance, please contact us.

Sincerely yours,

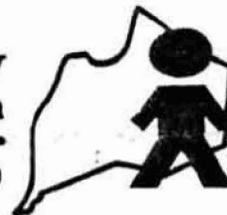
**DAF.**

D. A. Flores, Director  
Housing Department

*Sally M. Yankee*  
Sally M. Yankee, Housing Planner  
Community Development Cabinet

SY/d/disp/a

**Louisville and Jefferson County  
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

August 18, 1982

Mr. D. A. Flores  
Director  
Housing Department  
727 W. Main Street  
Louisville, KY 40202

Ms. Sally M. Yankee  
Housing Planner  
Community Development  
727 W. Main Street  
Louisville, KY 40202

Dear David and Sally:

Thank you for your comments on the draft California Neighborhood Plan, contained in your joint letter of July 26, 1982. Based on your letter, the Housing section of the Plan has been revised in the following ways:

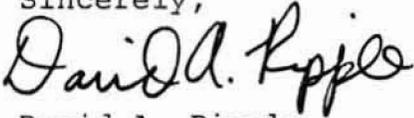
- 1) Part A. 3 indicates the correct number of houses repaired under the 312 and CDBG programs.
  - 2) Part C. 1. d has been redefined as "Increasing Absentee Ownership". This issue deals with measures to halt the rise in absentee property owners, rather than means of changing the tenure of property already held by absentee owners. Alternatives b, c, and d are means of putting more property into the hands of owner-occupants.
  - 3) Part D. 7 now states that a continuation of existing programs is being recommended, and recognizes that in some instances interior inspection of owner-occupied housing does occur.
  - 4) Part D. 8 has been revised to eliminate confusion concerning CD's Urban Homesteading program. The heading has been changed and the relationship between Urban Land and Urban Homesteading has been addressed.
  - 5) Part D. 10 has been changed to reflect the Housing Department's role in the demolition process.
  - 6) Part C. 2. b. includes text explaining that Figure III-1 shows both owner and renter-occupied housing in need of rehabilitation. A complete presentation of renter-occupied structures is shown in Figure I-4.
-

August 18, 1982  
Page 2

In response to your major concern that the Plan's implementation is overly dependent on Block Grant funds, I have reviewed the Plan and do not reach the same conclusion. Self-help programs and self-reliance have been stressed in this Plan, in light of the cutbacks your letter refers to. Although the Plan does mention CDBG funds as a potential source for funding some implementation measures, this is not the only funding source mentioned, and it should be clear that this is conditioned upon availability of these funds. More specifically, implementation measures #1, 3, 5, 9, and 10 can be fully operational without CDBG funds. Measures #2 and 4 would benefit from CDBG funds, but other funding sources are recommended and the overall cost (in the vicinity of \$60,000) is not major. Measure #7, code enforcement, may be funded with CDBG funds but is part of the City's ongoing responsibility to protect public safety. The Urban Land program may be operated with CDBG monies, but appears to function throughout the City, independent of funds allocated to specific neighborhoods. All of this is not intended to say that CDBG funds are extraneous; this is an important funding source that can make the neighborhood's self-help efforts fruitful. At the same time, I do not believe the Plan is overly dependent upon CDBG funds.

I appreciate your efforts in reviewing this draft Plan, and also wish to acknowledge the assistance you have provided to my staff in developing the Plan.

Sincerely,



David A. Ripple  
Acting Executive Director

cc: Chrystal Reed  
Steven Kidd  
Dave Hulefeld  
File

# Metro Parks

1297 Trevilian Way  
Post Office Box 37280  
Louisville, Kentucky 40233  
502 459-0440

August 2, 1982

Dr. David Ripple  
Acting Director  
Louisville and Jefferson  
County Planning Commission  
Fiscal Court Building  
Louisville, KY 40202

Dear Dr. Ripple:

The California Plan omits mention of two relevant recreation facilities:

1. St. Louis Park, at the northeast corner of 22nd and St. Louis Streets, includes a basketball court and a large wooden play structure. The park is located on two lots and is 0.16 acre in size. However, the Existing Land Use Map shows the park space as vacant and the Land Use Recommendations Map shows it for infill housing.
2. Greenwood Park, on the west side of 28th Street just below Greenwood Avenue, is not actually in the California Neighborhood but it is just across the street. Thus, it clearly serves the California Neighborhood. Greenwood is 0.14 acre in size and has a playground and a half basketball court.

With regard to the suggestion that additional recreational space be established east of 15th Street, we see this as a declining residential area with a service population inadequate to justify the expenditure of funds necessary. In fact, even the plan itself acknowledges the imminent industrialization of this area.

It should also be noted that:

1. The California Neighborhood includes 14.44 acres of parks within its boundaries, rather than the 8.19 acres stated, i.e. California Park is 10.16 acres; Victory Park is 4.12 acres; St. Louis Park is 0.16 acre.
2. On the existing Land Use Map, California Park is not labeled as such.
3. In reference to park facilities listed in Appendix A, California Park's ballfield is for softball, not baseball.

Your First Resort

Letter to David Ripple  
Page 2  
August 2, 1982

Rather than just one tot lot, the park has one playground and two tot lots. In addition, there is a pavilion, a shelterhouse with restrooms, a wading pool, two water fountains, three sitting areas, and other scattered benches in this park. One water fountain, the benches/sitting areas, and the picnic area were just added this past year.

4. At Victory Park, the tot lot is actually a playground and a water fountain should be added.

You should also be aware that a significant amount of funds have been expended on California's parks in the past six years. California Park received \$47,000 in C.D. funds in FY 78-79 (completed in 1980), and \$47,000 in C.D. funds and \$100,000 in Urban Parks funds in FY 79-80 (completed in 1981).

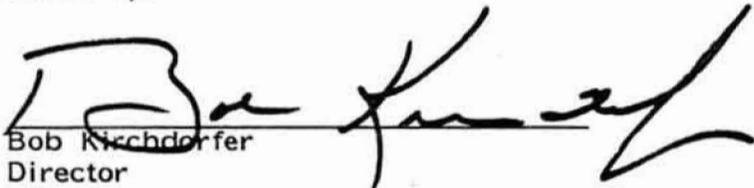
St. Louis Park was built with \$28,000 in FY 76-77 C.D. funds (completed in 1977).

Victory Park received \$51,000 in FY 78-79 C.D. funds (completed in 1979).

This amounts to \$273,000 in capital funding in the past six years.

Also, you might be interested in the fact that an attempt was made in 1976 to develop two acres of the Parkland Junior High School grounds for additional park/recreational area, but that project fell through because of the school administration's reluctance.

Sincerely,

  
Bob Kirchdorfer  
Director

BK:JK:rc

# Metro Parks

1297 Trevillian Way  
Post Office Box 37280  
Louisville, Kentucky 40233  
502 459-0440

August 6, 1982

Dr. David Ripple  
Louisville and Jefferson County  
Planning Commission  
Fiscal Court Building  
Louisville, KY 40202

Dear Dr. Ripple:

In our review of the California Neighborhood Plan, we inadvertently omitted mention of our capital funding request for California Park and Center. Please see the attached Capital Improvement request for a description of the scope of work. This request has not, as of this date, been funded.

Sincerely,

  
Bob Kinch  
Director

BK:JK:rc

Attachments (2)

RECEIVED  
AUG 10 1982

LOUISVILLE AND JEFFERSON COUNTY  
PLANNING COMMISSION

Your First Resort

City of Louisville  
CAPITAL IMPROVEMENT PROGRAM 1982-1987

Cabinet: Public Works and Services		Project Title: California Park and Center Renovation					Priority
Department: Metro Parks		No. 588					
PROJECT COST	Estimated Total Cost	Prior Authorizations	FISCAL YEARS				
			1982-1983	1983-1984	1984-1985	1985-1986	1986-1987
	\$ 250,000	\$ 196,000	\$ 250,000	\$	\$	\$	\$
Funding Source:							
Community Development and Urban Parks		196,000					
General Fund Appropriation		250,000	250,000				

**CAPITAL PROJECT NARRATIVE**

DESCRIPTION: In Center -- \$200,000

Relocate electrical box  
Air condition the gym and basement area  
Repair water fountains  
Refinish stage floor and install curtain

In Park -- \$50,000

Construct restrooms

EXPLANATION AND JUSTIFICATION: This 6-acre Neighborhood Park at 16th and St. Catherine has recently been renovated with Community Development and Urban Parks funds. However, residents of the area have requested that restrooms be constructed and the above described work be undertaken inside the adjacent California Community Center.

COST CHANGES: Sewer and utility fees will increase.

DESCRIPTION OF PROJECT BY YEAR: This project can be completed within this fiscal year.

PROJECT HISTORY: In 1978 and 1979, Community Development and Urban Parks funds were allocated to renovate this park. This project which consists of items not addressed by the earlier work was submitted last year but did not receive funding.

RECEIVED

AUG 10 1982

LOUISVILLE AND JEFFERSON COUNTY  
PLANNING COMMISSION



**Louisville and Jefferson County  
Planning Commission**



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900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

August 13, 1982

Mr. Bob Kirchdorfer  
Director  
Metro Parks Department  
P. O. Box 37280  
Louisville, Kentucky 40233

Dear Bob:

Thank you for your letters of August 2 and August 6, 1982 concerning the draft California Neighborhood Plan. Several changes have been incorporated in the Plan as a result of the Parks Department's comments:

1. St. Louis Park has been properly noted on the Existing Land Use map.
2. Appendix A, Community Facilities, has been revised to show the acreage of California's three parks and the correct list of facilities in the parks.
3. California Park has been labelled on the Existing Land Use Map.
4. A discussion of recent Parks Department capital improvement expenditures and pending funding request have been added to part A.6. of the Land Use section.
5. The acreage for public parks in Table I-1 has been corrected.

We agree with your comment concerning the area east of 15th Street. Because the area's long-term future is in non-residential use, the Plan recommends only self-help actions at little or no cost to meet the recreation needs identified by the Steering Committee (part D. 17 of the Land Use section). The comment concerning Greenwood Park serving California residents is accurate, but the same is certainly true of other parks and community facilities located in the vicinity. The Plan would be needlessly complicated by an effort to list all facilities in adjoining areas that served California residents; for this reason we have not expanded the community facility inventory.

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Mr. Bob Kirchdorfer  
August 13, 1982  
Page 2

I appreciate your cooperation in promptly reviewing the draft California Neighborhood Plan. Your agency's comments have made it a more accurate and thorough report.

Sincerely,



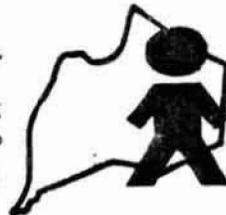
David A. Ripple  
Acting Executive Director

cc: Steven Kidd  
Chrystal Reed  
Dave Hulefeld

DAR/pae

**Louisville and Jefferson County  
Planning Commission**

900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230



August 18, 1982

Mr. Bob French  
Executive Director  
New Directions, Inc.  
2420 W. Broadway  
Louisville, Kentucky 40211

Dear Bob:

Thank you for your comments on the draft California Neighborhood Plan, relayed in our telephone conversation of July 28th and August 13th. The substance of your comments was:

- 1) The Plan should address the need for measures to deal with abandoned tax-delinquent property in a more effective, expeditious manner, and
- 2) The Plan should address the more specific problem of vacant lots that are not tax-delinquent and as a result cannot be acquired through the City's foreclosure program.

The Plan has been revised to incorporate both of these concerns. A Task Force to study improved procedures for abandoned property and to establish the City's policy on this issue is proposed. Action by the California Task Force to assist the Urban Land program in identifying abandoned, tax-exempt properties is recommended. (See part D. 10 of the Land Use section).

I appreciate your willingness to review the California Neighborhood Plan; your comments have contributed to its usefulness.

Sincerely,

David Hulefeld  
California Project Manager

cc: Chrystal Reed  
Steve Kidd  
David A. Ripple  
File

*Brown-Forman Distillers Corporation*

POST OFFICE BOX 1080 • LOUISVILLE, KY 40201 • (502) 585-1100

OWSLEY B. FRAZIER  
PRESIDENT  
BROWN-FORMAN DISTILLERS

Mr. David Ripple  
Director of Advance Planning  
Louisville & Jefferson Co.  
Planning Commission  
900 Fiscal Court Building  
Louisville, KY 40202

Dear Mr. Ripple:

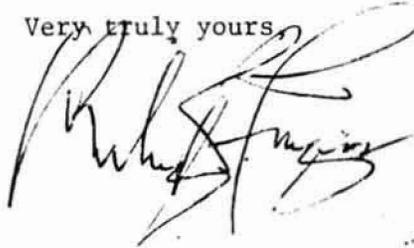
As our representative, Robbie Bell, stated at last night's public meeting to discuss the California neighborhood plan, Brown-Forman strongly supports the need for a traffic light at the intersection of 18th and Garland. The neighborhood plan includes a transportation recommendation to study the need for a walk/wait signal at that intersection. We believe the need is apparent and urge that the light be installed because

\*The safety and well-being of our employees are at stake; they must cross 18th street repeatedly during the course of the working day;

\*The safety and convenience of our neighbors, many of them elderly, are our concern. They, too, have indicated their desire for a signal.

We at Brown-Forman seek your support in urging that 18th and Garland be provided with a traffic light.

Very truly yours,



**Louisville and Jefferson County  
Planning Commission**



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900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

August 18, 1982

Mr. Owsley B. Frazier  
Senior Vice-President  
Brown-Forman Distillers Corporation  
P. O. Box 1080  
Louisville, KY 40201

Dear Mr. Frazier:

Thank you for your letter concerning the need for a traffic signal at the intersection of 18th and Garland. We agree that this is an important intersection for pedestrians, and the amount of pedestrian traffic is likely to increase substantially after construction of the proposed shopping center. The California Neighborhood Plan recommends, as a highest priority action, performing the analysis necessary to install a traffic signal for 18th and Garland. It is our understanding that the Department of Public Works is nearing completion of its study of 18th and Garland. A copy of your letter has been forwarded to Public Works.

I would like to take this opportunity to recognize your firm's participation in the neighborhood plan, in the person of Ms. Robbie Bell. Robbie faithfully attended the many meetings involved in developing the plan, and broadened the interests represented on the Steering Committee.

I trust that the California Neighborhood Plan will enhance the area, for residents and corporations alike. Please contact me if you have any other questions or comments relative to the Plan.

Sincerely,

David A. Ripple  
Acting Executive Director

cc: Chrystal Reed  
Steven Kidd  
Dave Hulefeld  
File

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HARVEY I. SLOANE  
MAYOR

*City of Louisville  
Kentucky*

*Department of Public Safety  
Office of Chief of Police*

July 21, 1982



RICHARD L. DOTSON  
CHIEF OF POLICE

BURT DEUTSCH  
DIRECTOR OF SAFETY

Mr. David A. Ripple  
Acting Executive Director  
Louisville & Jefferson Co.  
Planning Committee

RECEIVED  
JUL 23 1982

LOUISVILLE AND JEFFERSON COUNTY  
PLANNING COMMISSION

Mr. Ripple,

With reference to the draft of the California Neighborhood Plan, I have read the section on "Transportation" and have concluded that careful study has been done with reference to the traffic and roadways in the area.

I agree with the vast majority of the recommendations. I have, however, a few comments concerning the transportation recommendation which are as follows:

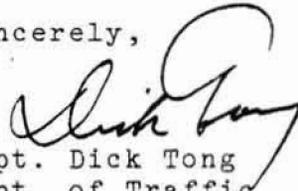
- A. The 9th Street extension is a great importance in relieving unnecessary traffic volume from the California area and in my opinion should be given top priority.
- B. Whenever possible, left turns should be prohibited. Failing to yield right of way while turning is one of the most frequent causes of accidents. The elevation of the vehicular movement would do much to reduce accidents in the area.
- C. The railroad overpass on Oak between 8th and 12th is very dangerous. There are two (2) corrective options:
  1. Widen Oak Street to four lanes and increase the height of the overpass ~~but~~ raising said overpass or lowering the road surface. This of course will require better drainage which is needed anyway.

An Equal Opportunity Employer

2. Mark the overpass with highly visible reflective paint; more visible sign usage established on Oak and on 8th warning truckers of the low clearance.
- D. Kentucky Street from 9th St. west needs much improvement in surface condition.
- E. The establishment of pedestrian walk-wait lights do little more than set up a situation for the pedestrian to violate the law. It also causes bad public relations when enforced. It does not play that great a factor in the prevention of accidents as the vast majority of pedestrian accidents occur outside of a crosswalk.

I would suggest that at intersections with high pedestrian and traffic volume you establish pedestrian scramble phases in the light cycle. In my opinion, it is safer and eliminates many problems caused by "walk-wait" lights.

Sincerely,



Capt. Dick Tong  
Supt. of Traffic  
Louisville Division of Police

DT/cc

cc: Col. Richard Dotson  
Chief of Police

file

**Louisville and Jefferson County  
Planning Commission**



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900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

August 18, 1982

Captain Dick Tong  
Superintendent of Traffic  
Louisville Division of Police  
225 South 7th Street  
Louisville, Ky 40202

Dear Captain Tong:

Thank you for your review of the draft California Neighborhood Plan and your expression of support for many of the Plan's recommendations. A copy of your letter has been sent to the Department of Public Works, to inform them of your evaluation of the neighborhood's needs.

Although I agree with your observation that pedestrians often fail to observe walk-wait signals, they still offer an aid to some persons. Elderly pedestrians in particular may be aided by these devices. Our meetings with neighborhood residents have indicated strong local support for a walk-wait signal at 18th and Garland. From a transportation engineering standpoint, I do not believe a "scramble phase" is desirable in California. This solution is only appropriate for extremely high volume pedestrian situations. For these reasons, the Plan's recommendations concerning walk-wait signals have not been changed.

I welcome your insights in reviewing this Plan, and hope that you will be able to review subsequent neighborhood studies.

Sincerely,

David A. Ripple  
Acting Executive Director

cc: Chrystal Reed  
Steve Kidd  
Dave Hulefeld  
File

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HARVEY I. SLOANE  
MAYOR  
FRANK X. QUICKERT, JR.  
DIRECTOR OF LAW

CITY OF LOUISVILLE  
KENTUCKY  
DEPARTMENT OF LAW

CHRISTINA HEAVRIN  
DEPUTY DIRECTOR

July 20, 1982

Mr. David A. Ripple  
Acting Executive Director  
Louisville and Jefferson County  
Planning Commission  
900 Fiscal Court Building  
Louisville, KY 40202

Re: Draft California Neighborhood Plan

Dear Mr. Ripple:

We have reviewed the foregoing plan and have no comments (other than to complement your staff on its thoroughness).

Very truly yours,

DEPARTMENT OF LAW



By: Frank X. Quickert, Jr.  
Director of Law

FXQ/eg

RECEIVED  
JUL 21 1982  
LOUISVILLE AND JEFFERSON COUNTY  
PLANNING COMMISSION

BOYSSVILLE & JEFFERS ON  
COUNTY PLANNING COMMISSION  
"A STRATEGY PLAN OF GUIDED GROWTH  
AND REDEVELOPMENT FOR THE CALIFORNIA  
NEIGHBORHOOD"  
AUG. 1982  
out/in name

BOYSSVILLE & JEFFERS ON  
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"A STRATEGY PLAN OF GUIDED GROWTH  
AND REDEVELOPMENT FOR THE CALIFORNIA  
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## Acknowledgements

### Commission Members

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Mrs. W. L. Lyons Brown . . . . . Vice-Chairman  
Earl Brumley  
Raymond C. Dauenhauer, Jr.  
Carroll Lurding  
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City of Louisville  
Mitch McConnell . . . . . County Judge Executive  
Jefferson County Fiscal Court  
R. Michael French . . . . . Director  
Department of Public Works, Louisville  
James N. Birch . . . . . Secretary for Public  
Works and Transportation, Jefferson County

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### Project Staff

The assistance offered by the staff of the California Block Club Federation, Steven Kidd, Director and Evon Yates, Secretary, is gratefully acknowledged.

#### Project Staff

David M. Hulefeld . . . . . Project Manager  
Denise M. DeVito (former employee) . . . . . Planner/Author  
Sushil K. Gupta . . . . . Planner/Author  
Edwin W. Mellett . . . . . Planner/Author  
Anna L. Samuels . . . . . Planner/Author  
Technical Services Division . . . . . Research, Stenographics,  
Graphics and Publications  
  
David A. Ripple . . . . . Acting Executive Director  
and Project Supervisor  
  
Robert Y. Bowman . . . . . Executive Director  
(through February 1982)

