

## 1. EXISTING SITE CONDITIONS

### A. Statistical data:

#### Development Name and Project Number

Two contiguous developments were targeted for this program: KY1-6 (Cotter Homes) and KY1-9 (Lang Homes). Cotter and Lang Homes, in the Park DuValle neighborhood, were Louisville's largest public housing developments. The developments, on contiguous sites in census tract 14, dominated the landscape of the neighborhood with 118 dwelling structures.

#### Street Address of Development, including Zip Code

Cotter Homes (KY1-6)	Lang Homes (KY1-9)
1719 S 34th Street	1709 S 38th Street
Louisville, KY	Louisville, KY
40211-1901	40211-2308

#### Number of units by type and bedroom size

Before the HUD-approved demolition in progress, Cotter and Lang Homes together contained 1116 units.

	Cotter Homes	Lang Homes
1 bedroom	160	0
2 bedrooms	348	96
3 bedrooms	76	224
4 bedrooms	36	120
5 bedrooms	0	50
6 bedrooms	0	6
7 bedrooms	0	0
Totals	620	496

#### Income Comparisons

At the time of the development of HAL's original demo/dispo application in 1994, incomes were as follows:

	Cotter Homes	Lang Homes	Park DuValle	Area Median
Average Income	\$4,051	\$5,578	\$5,269	\$27,788
% of area median	14.6%	20%	19%	

### B. Site map

See Attachment 1-1

## **C – G Structural deficiencies, substantial deterioration, design and site deficiencies, system deficiencies and environmental conditions**

The former site of Cotter and Lang Homes -- rows of institutional buildings with blank concrete and brick facades, surrounding common spaces that lack an individual identity and have become magnets for criminal activity -- contributed to the high levels of distress evident in the developments. The developments lack the street focus that traditionally increases the sense of community in a neighborhood and improves public safety. The entire area was dominated by Cotter and Lang Homes, which have had a deteriorating effect on the stable traditional neighborhoods to the south and east.

The following paragraphs, from HAL's HUD-approved Demo/Dispo application for Cotter and Lang Homes (approved April, 1995), detail the rationale behind the demolition of these developments.

The first step in the master plan effort was the architectural analysis of the existing two story concrete buildings to determine if economical and technically feasible renovations could overcome the deficiencies in the original building plans, unit layouts, and site design.

Initial studies of rehabilitation concluded that only through the demolition of at least one third of the units at Cotter and complete reconfiguration and expansion of the remaining two thirds, could the site be reorganized into a viable neighborhood. The extensive work required for rehabilitation, as well as the confirmation that a rehabilitated Cotter Homes could not be effectively marketed to a mixed-income tenancy (see below), led HAL to conclude that complete demolition and replacement would, at only moderately greater expense, result in a safer and far more marketable and manageable new community, particularly if Lang were included. This new community would also offer an improved social environment to the Cotter and Lang families, and would have a positive influence on the surrounding neighborhoods that have been negatively impacted by this deteriorated development and its obsolete design.

### *Repair/Replace Comparative Cost Analysis*

In order to compare the relative costs of rehabilitation to that of replacing the units with new construction, the consultant team prepared a set of "benchmark" plans. These included new units of appropriate size and configuration, and a rehabilitation plan that expands and reconfigures the existing units so as to meet the same habitability and space considerations as the new construction, while also addressing the multiple physical deficiencies that currently exist. The resultant analysis demonstrated that new construction can be developed at a premium of

only 16% over the costs of rehabilitation (exclusive of site development), or \$70,861 per 3-bedroom unit as compared to \$60,990.

*Repair vs. Replace: Comparative Site Analysis*

Original deficiencies in site design have made site control difficult and have had a deleterious effect on the neighborhood. Whereas the unit plan deficiencies could be remedied through major reconfiguration and expansion with the construction of additions, it is the plan of this site (and the dense concentration of very low-income families) that has contributed, more than any of the other physical attributes, to the great levels of distress in evidence at Cotter Homes. Row upon row of institutional buildings, only their blank concrete sheer walls addressing the street sit in a dangerous, unpatrollable, uncontrolled site with undifferentiated open space. The police have found pursuit difficult, even when they are available to respond to calls for help. They have agreed that a street-focused community would greatly improve the safety of this population and make it easier for them to reduce or eliminate the drug traffic and its concomitant crime.

*Repair vs. Replace: Comparative Social Analysis*

The comparison of the development scenarios on a social level is more difficult to quantify, because the scenarios are wholly different in their objectives. As Section B.2.c of this report explains, this study has been undertaken in concert with the Empowerment Zone planning process which held as one of its primary objectives an end to the concentration of Louisville's poorest families in dense public housing developments.

Whereas the comparison of the cost of units can be a one-for-one comparison of like products, the social comparison is *not* of "like families." The anticipated benefits of the 1,775 rental and for-sale unit mixed-income community we now envision, in a totally redeveloped site comparable with the surrounding neighborhood weighs, in our belief, heavier than the modest savings achieved by simply rehabilitating the low-income housing units without change to their economic, social or physical arrangement.

*Repair vs. Replace: Conclusion*

The primary justification for demolition and redevelopment is the opportunity for creating a new community which is fully integrated into and improves the neighborhood of Park DuValle and not continuing public reinvestment in the segregation and concentration of lower income people. The circumstances at Cotter and Lang Homes, of existing vacant and available contiguous land, provide a rare opportunity for a successful demonstration of public housing redevelopment

that increases the number of affordable housing units while decreasing the concentration of our poorest families.

Beyond simply solving the current physical deficiencies, total demolition and redevelopment of the site offers the Authority, the neighborhood, the residents, and the City of Louisville as a whole, an opportunity to create a new sustainable mixed-income community on the existing site, expanded to include some adjoining available parcels. Expanding the site in this way provides for the construction of 1,775 new housing units, enabling the replacement, on-site, of many of those to be demolished, along with other units to be rented to families whose incomes represent the continuum.

This understanding has driven the Authority, the residents of Cotter and Lang, and their consultant team to the conclusion that *complete demolition and redevelopment are the only solutions that will result in long term viability.*

## H. Incidence of crime

Cotter and Lang Homes report an incidence of crime that puts the Park DuValle crime rate 137% above the average for Louisville.

	Cotter Homes	Lang Homes
number of criminal offenses in 1994	574	462
evictions for criminal activity in 1994	9	6
number of police calls in 1995	3,643	2,374
incidence of vandalism in dollars in 1995	\$7,966	\$4,118