

## 2. PREDEVELOPMENT ACTIVITIES

### A. Site

A description of the proposed neighborhood follows this section (in 4. Revitalization). The following paragraphs, from HAL's HUD-approved Demo/Dispo application for Cotter and Lang Homes (approved April, 1995), detail the conditions of the site prior to demolition:

The HAL properties of Cotter and Lang Homes are located in a neighborhood known as Park DuValle in the center of Louisville's west End, a community comprised of predominantly African-American families in sub-neighborhoods of different income levels. Surrounding the site are vacant or underused industrial buildings, unused school land, vacant failed subsidized housing, and other available sites. But these in turn are surrounded by private homes priced at all ranges of the economic scale and by the historic park and parkway system designed by ... Frederick Law Olmstead. This system links all the grand parks and neighborhoods throughout the city and is the neighborhood's strongest and most identifiable physical amenity. At the center of the neighborhood is the DuValle Center, a former school that has been reutilized as a "Neighborhood Place" including a community center and adult education facilities. Scattered commercial and retail development exists along Wilson Avenue and in the central site.

Access to the neighborhood is easy and direct via the I-264 expressway, connecting Park DuValle with job centers elsewhere in the city.

The bland and repetitive two-story buildings that currently exist at Cotter Homes are 43 years old. They are of brick-clad concrete frame construction with flat roofs, and are configured as stacked flats with shared entries on both sides of all buildings. The only recent modernization occurred in 1987 when hot water heaters and boilers were replaced. Few buildings face onto the single street that winds through this development, and the public spaces, unreachable by police cars, have become impossible to patrol. Despite HAL's efforts with drug elimination strategies, drug-related criminal activity and drug use is prevalent.

Lang Homes, which adjoin Cotter to the west, is a newer public housing community built in 1959. Modernization occurred in 1978 when new gable roofs were added to the structures, and in 1988 and 1991 when the domestic hot water heaters and then the heating water boilers were replaced. In 1992, vinyl siding was added to the buildings. These buildings include stacked flats with some duplexes and are generally designed for large families. Most are oriented towards the grid of streets with common rear yards. Although the site and building conditions are better here than at Cotter, HAL concluded that the two sites could

not be separated and that a retained Lang would impede the successful redevelopment of the neighborhood.

The attached illustration indicates existing and future site control through property acquisition by HAL.

## **B. Zoning**

As detailed in the following Zoning Districts map and definitions, the redevelopment of Park DuValle can proceed in accordance with current zoning ordinances and regulations (Attachment 2-1).

## **C. Relocation**

Approximately 250 Section 8 certificates were used to provide relocation assistance. A total of 627 families were relocated (507 families from public housing and approximately 120 families from Algonquin Manor, a private apartment complex acquired for development). The total cost was \$894,563, or \$1,427 per unit.

### Certification of Compliance

The Housing Authority of Louisville (HAL) has developed a displacement/relocation plan for residents residing at Cotter and Lang Homes and Algonquin Manor Apartments. The relocation plan complies with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 as amended (URA) (42USC4601-4655), implementing regulations 49 CFR part 24 and 24 CFR970.

The relocation of all residents shall be performed on a nondiscriminatory basis without regard to race, color, religion (creed), national origin, handicap, age, familial status or sex and in compliance with all applicable Federal, State and Local laws.

### Relocation planning, identifying comparable and affordable housing

Relocation planning will include matching family characteristics with available replacement dwellings to assure that comparable and suitable replacements exist and will be available at the time of the residents' relocation. All replacement dwellings will be decent, safe, sanitary, suitable, comparable and affordable. No family or individual will be required to move unless a comparable replacement dwelling as defined in 49 CFR 242(d) is made available before the required move.

The outline for the occupancy and attrition rates which establish the number of residents to be relocated over a three year period at Cotter and Lang Homes is a part of the Park DuValle Renovation Plan.

- Following approval of HAL's Demo/Dispo application (approved April, 1995), HAL stopped filling vacancies at Cotter and Lang Homes. The residency rate dropped through normal attrition and relocation began with a special emphasis on minimizing family disruption (with regard to schools, social services, etc.). This process proved highly cost effective since HAL was responsible for fewer moves, and maintenance costs dropped accordingly.

Most residents were referred to HAL's other public housing developments (seven family developments and three elderly high-rises); those who met the criteria of selection established for occupancy in HAL's Scattered Sites or the Section 8 Program were referred appropriately (criteria include paying rent on time for twelve months, receiving satisfactory annual housekeeping inspections, and never having had major lease infractions while a HAL resident). Additional dwelling units became available as renovations at Beecher Terrace (KY1-2) were completed; and the acquisition of 72 apartments in two new Scattered Sites programs also provided relocation assistance.

HAL received 515 Section 8 certificates which helped assure that adequate comparable and suitable replacement dwellings exist for both residents of Cotter and Lang Homes. The Section 8 Program provides HAL the opportunity to place residents in non-minority concentrated areas since the majority of HAL's housing stock is located in predominantly minority and income-impacted census tracts. Residents at Cotter and Lang Homes who met the same criteria as those being selected for Scattered Sites had an opportunity to select suitable comparable dwellings in the Section 8 Program.

Replacement dwellings will be inspected prior to occupancy to ensure apartments meet occupancy standards and housing quality standards.

Residents in HAL's eviction process were not allowed any relocation/displacement assistance.

#### Relocation Procedure

The Authority complied with HUD's 1378 Handbook, and all other applicable federal regulations. Advance Notices were forwarded to all residents before the move occurred.

In accordance with HUD's regulatory time frame, an Advance Written Notice of the expected displacement was mailed on 12/6/95 to all residents in Cotter and Lang Homes. The notice contained a general description of the relocation plan, the address of the Authority and the names and phone numbers of HAL staff responsible for providing relocation assistance.

#### Relocation Assistance

HAL will provide such assistance as necessary to impose the least possible inconvenience upon residents. HAL staff met with each resident of Cotter and Lang Homes to explain the relocation process, ascertain the locations of residents' current jobs, schools and medical professionals, and record their preferences for relocation. Taking these and other factors into consideration, relocation logs detailing where each resident was relocated were developed.

At the meetings, US Postal Service New Address cards were provided and assistance for completing them was available.

Residents with displacement needs that fell outside HAL's expertise were referred to the appropriate local agencies for assistance. HAL's managers, along with the Relocation Coordinator, were responsible for making arrangements to transfer telephone and cable service, and inspected residents' dwellings with the moving company by no later than the day before the actual move. At the inspection, the RC established with the moving company the condition of the resident's property and the number of employees the mover must have to complete the move in a timely manner.

In addition, the Relocation Coordinator monitored each move to minimize damage to residents' property and to give the resident a non-partial witness in case a dispute arises between the resident and the mover.

All elderly, disabled or handicapped residents were packed by professional movers. Transportation to the new dwelling was provided for any resident requesting it.

#### Payment for moving and related expenses

The Authority contracted with a moving company to relocate residents at no cost to the families. If a resident's property was damaged as a direct result of the move, the moving company was responsible for total reimbursement to the resident within 30 days.

HAL furnished boxes of various sizes for residents to pack their belongings, paid the transfer costs for telephone and cable TV services, and provided each family a moving relocation allowance of fifty dollars.

If a family selected a Section 8 Property where the rent is more than the limit HUD allows, the resident is responsible for paying the difference.

#### Resident Appeals

Any resident who charged that his/her rights were violated, based on the Relocation Assistance Policies Act of 1970 as amended (URA) 424SC46d-4655 which implements regulations 24 CFR 970 and HAL's Relocation Policy, could file a grievance in accordance with HAL's Grievance Procedure.

#### Reports and Record Keeping

Separate case files were kept on each resident that is relocated containing all but not limited to the following data:

1. Identification of residents (HUD Form 50058):
  - a) name
  - b) address
  - c) racial/ethnic group characteristics
  - d) birth date
  - e) sex
  - f) family income
2. All related correspondence from HAL to residents, including:
  - a) property inspection notice
  - b) damage claims and accompanying documentation
  - c) receipt of payment form (\$50 for resident's relocation allowance paid by HAL)
  - d) grievances file -- disposition of grievances
  - e) all other relocation correspondence

#### **D. Hazard abatement**

All of the existing units at Algonquin Manor (privately-owned development acquired by HAL in 1996), Lang Homes and Cotter Homes will be demolished in order to make way for new development. All abatement required for demolition has been completed.

#### **E. Demolition**

The Housing Authority of Louisville is demolishing all the existing structures in Algonquin Manor, Lang Homes and Cotter Homes (no decision has been reached on the disposition of Buildings 1, 2 and 3 at Cotter Homes).

Lang Homes originally had a total of sixty-three buildings, with 496 units. Demolition is under contract for all of the buildings. Initially, a contract was awarded on May 21, 1996 in the amount of \$249,700 to remove nine buildings at Lang Homes and three buildings at Cotter Homes. A contract was executed on July 28, 1997 to demolish the remaining fifty-four buildings at Lang Homes, in the amount of \$1,134,000. The duration of the contract is 378 calendar days. Demolition at Lang Homes included a management building, which contained offices, a day care center and a resident council room.

Cotter Homes originally had fifty-five buildings, 620 units. On August 28, 1997, a contract was executed for the demolition of the remaining fifty-two buildings in the amount of \$1,449,000 (no decision has been reached on the disposition of Buildings 1,2 and 3). This contract has a duration of 364 calendar days. The demolition at Cotter Homes includes the management office. Currently, this project is ahead of schedule and approximately 50% complete.

Algonquin Homes contained a total of eighty-eight buildings. A series of three contracts (\$48,000, \$192,000, \$312,000) were awarded to do emergency demolition and a contract was awarded on August 26, 1997 to complete the remaining demolition in the amount of \$489,000. The existing contract has 238 calendar days. This portion of the demolition of complete.

## **F. Disposition**

Flanked by some of Louisville's traditional neighborhoods, the proposed transformation of Park DuValle's public housing sites is conceived as an extension of those neighborhoods. By linking successful parts of the community together with new neighborhood streets and public spaces, the plan provides a wide range of new housing types and products that enable people of different income levels to return to a Louisville neighborhood where many have very deep roots.

The design process, which follows the principles of New Urbanism, reestablishes neighborhoods as the essential increment of development and redevelopment. By building on existing strengths of the neighborhood, and removing Cotter and Lang Homes and Algonquin Manor Apartments as the central deficiencies, the Park DuValle Neighborhood Transformation will create a mixed-income community located in close proximity to downtown Louisville and Jefferson RiverPort, one of the region's fastest growing employment areas.

### *Park DuValle Today*

The area was dominated by Cotter and Lang Homes, two distressed and clearly obsolete public housing developments. These had a deteriorating effect on the stable traditional neighborhoods to the south and east. Poorly maintained and managed businesses further eroded the quality of the community. However, small clusters of houses built in the past two decades have remained stable. Other strengths include tree-lined Algonquin Parkway, along Park DuValle's southern edge, and Algonquin Park, on the neighborhood's eastern edge, one of the beautiful Olmstead parks that ring Louisville in an "Emerald Necklace." In addition, strong religious and community organizations provide stabilizing influences in the neighborhood.

### *The Transformation*

Building on Louisville's traditions of neighborhood and community design, the new development in Park DuValle will eliminate blighting elements and connect the strengths of the neighborhood to link mixed income housing, civic and institutional uses and employment opportunities. The design creates new front doors to the community along Algonquin Parkway and Wilson Avenue, and extends a series of new park drives from the neighborhood to Algonquin Park and the Olmstead "Emerald Necklace." The plan connects street patterns and transit service to nearby industrial and commercial areas with employment opportunities for area residents. And the plan provides a wide range of housing types, intended to attract people with housing choices to the neighborhood, while increasing housing options, including homeownership opportunities, to low income residents.

### Existing and Proposed Street Patterns

Among the neighborhood assets are stable adjacent neighborhoods with a regular grids of interconnecting streets. Other assets include Algonquin Parkway and Algonquin Park. Problems in the street pattern in Park DuValle include the non-residential form of superblocks of Cotter and Lang Homes and Algonquin Manor apartments, the incorrect scale of 34/35th Street and the fragmented and disoriented pattern of streets linking the area with amenities and neighborhoods to the east. Proposed streets and street patterns are:

- *Park Drives* Frederick Law Olmstead set the standard for Louisville with a delicately scaled curb and gutter detail, narrow cartways and gently curving street and sidewalks.
- *Boulevard* The existing 34/35th Street will be modified to include a median
- *Small Neighborhood Street* Designed to accommodate parking on both sides and two way movement, the dimensions provide a “queuing street” which slows traffic to a minimum speed for the safety of children and pedestrians.

The framework created by new streets and open spaces provides block dimensions that can accommodate a wide range of housing types. All block designs follow traditional urban principles by creating well defined front and back yards, protecting the privacy and security of the middle of the block, providing alleys for service from the rear, anchoring block corners with larger houses or groups of houses, and providing a rich combination of front porches, front yards and facades in alignment.

### Public Open Space

Three green spaces in the area are not effectively integrated into the residential areas or connected in the coherent manner of Louisville’s best neighborhoods. Russell Lee Park and the play fields around the DuValle Education Center are undefined and underutilized. Algonquin Park is separated from the neighborhood by traffic and land use patterns. No small scale play areas or parks are embedded into the residential fabric of the neighborhood.

The proposed new pattern of open space will link the existing open spaces with the Park Drives to create a “mini Emerald Necklace” that mirrors the city-wide Olmstead park system. Jogging paths and walking trails will connect all of the parks and create a framework for the neighborhood. Within each part of the neighborhood, small scale parks will provide play areas.

### **G. Acquisition**

See Attachment 2-2

### **H. Site improvements**

See Attachment 2-3

## **I. Adequacy of existing facilities**

### *Schools in the Neighborhood*

Because of a school-choice plan and Magnet Career Academies in place in the Jefferson County Public Schools system, this project will not significantly impact area schools. Students in Jefferson County's community-wide system are all currently well accommodated by the school system, a situation which will continue uninterrupted by the Park DuValle Revitalization.

*Neighborhood Place Ujima* is a one-stop center for social service and civic needs, housed in the DuValle Education Center. Ujima was conceived as a new way of delivering services, providing accessible and responsive services that support the community, families and individuals in their progress toward self-sufficiency. Through cooperation among the Kentucky Cabinet for Human Resources, Jefferson County Government, the City of Louisville, Jefferson County Public Schools, the Private Industry Council and Seven Counties Services, neighborhood families and individuals visiting Ujima receive financial assistance, health services, counseling and intervention, child welfare services, and assessment and referral for everything from job training to drug and alcohol counseling. Ujima is also closely linked with Community-Oriented Policing and area ministries.

The *DuValle Education Center*, operated by the Jefferson County Public School System, houses a coordinated, collaborative array of programs and services designed to meet the educational needs of children, adults and families. Programs include adult education extended school services, childcare, vocational and educational counseling and computer training.

*The Park DuValle Community Health Center*, at 34th & Bohne Avenue in the very heart of the neighborhood, annually provides over \$5 million in quality primary health services to area families.

*The Southwick Community Center*, an aging landmark located at the northern terminus of 37th Street in Russell Lee Park, has served as the host venue for a successful after school sports/education program cosponsored by the Housing Authority of Louisville and the Louisville Parks Department, a program that recognizes and encourages academic achievement in conjunction with athletic competition. The Park DuValle Master Plan envisions the Southwick Community Center and Russell Lee Park as the significant nodes in a recreational landscape system that will extend throughout the neighborhood. The existing Southwick center and Russell Lee Park will evolve into a youth team sports and education center for the Park DuValle neighborhood, with a successful sports/education program at the Southwick center, and a youth team sports program that promotes, through field and gymnasium sports, lifetime lessons of teamwork, leadership, and personal discipline.



## **J. Environmental assessment**

Refer to the following environmental assessment of the Park DuValle neighborhood inclosing HUD form 4128 (Attachment 2-4)