

## 4. REVITALIZATION

### A. New housing construction and modernization

Building type and bedroom distribution will be determined by phase as dictated by marketing data.

Units under ACC, market-rate units, and rental and homeownership units are reflected in the table that immediately precedes this section.

Other construction, design and neighborhood development issues are addressed in Section 4.C Schematic drawings and Section 4.I Design Objectives and Consideration.

### B. Development method

HAL proposes to develop the on-site rental housing units under the mixed-finance development method. HAL's first phase of mixed-finance housing development was approved by HUD in October 1996 and is nearing completion of construction. Our Phase II mixed-finance proposal and evidentiary documents are currently at HUD Headquarters under review. Approval and closing are expected prior to mid-March 1998.

Homeownership units will be developed by a local Community-Based Development Organization affiliated with the Community Development Bank recently established to serve the lower income and minority neighborhoods of Louisville's West End (which includes Park DuValle). The development method, with a Nehemiah like approach, utilizes a combination of Section 108 loan funds for construction financing, with Economic Development Initiative and HOPE VI funds providing second mortgages to eligible homebuyers.

### C. Schematic drawings

See Attachment 4-1

### D. On-site density

Density of Cotter Homes	16.76 d.u./acre (620 units on 37 acres)
Density of Lang Homes	11.67 d.u./acre (496 units on 42.5 acres)
Density of Alpha Gardens Section 1	4.43 d.u./acre (62 lots on 14.01 acres between 34th & 36th St.)
Density of Alpha Gardens Section 2	16 d.u./acre (56 lots on 10.86 acres between 36th St. and 1-264.).
Density of Oaks Development	8.4 d.u./acre (100 units on 11.9 acres)
Density of Park DuValle Phase II	7.12 d.u./acre (Gross) (429 units on 60.23 acres) or 12.40 d.u./acre (Net) (429 units on 34.6 acres)
Algonquin Manor	5.15 d.u./acre (113 units on 16.1 acres)

### **E. Community space**

Phase I Rental development includes a 2500 square foot community room "Club House" that houses a large meeting room, a small laundry facility, rest rooms and dressing rooms, a management and maintenance office, patio and swimming pool.

Phase II Rental has incorporated funds in the mixed-finance development budget for construction of a community room, pool, etc. within the Phase II development. A site for this facility has been designated and is incorporated in the ground lease recently approved under HAL's disposition application.

Other public facilities are currently in planning stages for major improvements and funding from various sources. Those include: a relocation of the Park DuValle Neighborhood Health Clinic, the Park DuValle Education Center, Russell Lee Park, and Algonquin Park. Updated information will be reported on the progress made in subsequent status reports.

### **F. Life-cycle analysis**

See Attachment 4-2

### **G. New construction certification**

See Attachment 4-3

### **H. Physical anti-crime measures**

As noted in HAL's HUD-approved Demo/Dispo application for Cotter and Lang Homes (approved April, 1995):

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.

The design concept, which relies upon the development of a neighborhood, partnered with the demolition of Cotter and Lang Homes and their dangerous courtyards, will directly address crime problems in the neighborhood. The very development of this project constitutes a physical anti-crime strategy. Other anti-crime measures, as detailed in HAL's HUD-approved PHDEP application (Fall, 1997) are as follows:

1. Reimbursement of local law enforcement (the Louisville Police Department) in the amount of \$800,000 for Community resource Officers

2. Drug Prevention through education, awareness, tutoring, entrepreneurial development for youth, economic opportunity for adults, mentoring, and other supportive services in the amount of \$400,000
3. Drug treatment in the amount of \$160,250

### **I. Design objectives and considerations**

The Park DuValle Neighborhood Transformation plan is based on the principles of the New Urbanism. Working with Ray Gindroz of UDA Associates, one of the leading practitioners of New Urbanism, a master plan for the area has emerged which emphasizes these principles not in an undeveloped suburban greenfield but in an older, inner-city neighborhood. Once completed, this innovative plan, which returns to the principle of traditional neighborhood design as its primary marketing strategy, will transform Park DuValle from the most feared and bypassed neighborhoods in the City to a desirable neighborhood, one of the best places in town to raise a family.

Fortunately, along with all the debits in Park DuValle, the neighborhood also features several assets on which to build, including deep symbolic significance for Louisville's African-American community. Building on Louisville's traditions of neighborhood and community design, the new development in Park DuValle will connect the strengths of the neighborhood to link mixed income housing, civic and institutional uses and employment opportunities. The design creates a new front door to the community along Algonquin Parkway, and extends a series of new park drives from the neighborhood to Algonquin Park and the Olmstead designed City Park system. 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, for low-income residents.

By building on existing strengths of the neighborhood, and removing Cotter and Lang Homes and Algonquin Manor Apartments as the major deficiencies, the Park DuValle Neighborhood Transformation will create a mixed-income community located in close proximity to Jefferson RiverPort, one of the region's fastest growing employment areas.

The new development is strategically located and designed for marketability through the creation of gateways, good "addresses" along defensible open spaces, civic spaces for public buildings in the community, and a continuous network of amenities. The Design Concept has six elements:

- A framework of streets and defensible public open spaces that is based upon the grand traditions of Louisville's most famous neighborhoods.
- A system of parks and institutions that provide a focus for the neighborhood wherein civic and religious institutions anchor the community.

- A pattern of blocks defined by a framework that will create “addresses” for a wide variety of housing types and income levels. Each block is designed to accommodate several different development prototypes.
- A variety of block concepts that range from large lot single-family houses, through a mix of single and multi-family units, to multi-family complexes.
- A village center that combines housing with retail and institutional uses for the entire neighborhood.
- An architectural character, ensured by the use of a Pattern Book and design guidelines, that continues Louisville’s traditions and is consistent with the best stable mixed income communities in the city.

#### **J. Accessibility for persons with disabilities**

All construction and development will comply fully with the Americans with Disabilities Act. Additional measures for specific accessibility needs can be addressed for homeownership units, as houses are developed in accordance with the needs and wishes of the purchaser.

#### **K. Anticipated tenant incomes of the revitalized units as a percentage of area median**

Units under ACC will serve families at 80% median income and below. Non ACC but otherwise subsidized units will serve families at 60% median income and below. Market rate units will serve families at higher than 80% median income.

#### **L. Other revitalization activities**

##### *Cornerstone 2020*

Over the last three years, the people of Louisville and Jefferson County have joined in the drafting of Cornerstone 2020, the revised Comprehensive Plan for the county, which forms the foundation of all planning and land use decisions. This broad-based community effort has involved hundreds of citizens volunteering thousands of hours in a participatory process, yielding a highly innovative draft plan. The Community Form Strategy, which bridges the gap between two-dimensional planning and three-dimensional reality, is the centerpiece of the plan. This Strategy calls for the creation of nine Form Districts, each defined by the character of its built environment. Thus the three-dimensional relationship of buildings, one to another, to their site, and to the adjacent streets and sidewalks becomes the critical element of compatibility and a guiding principle of the Plan within that district. The Community Form Strategy recognizes that the majority of the areas within the City have been developed in an urban pattern, and calls these areas Traditional Neighborhoods.

Louisville's earliest neighborhoods, such as areas north and east of Park DuValle, developed in a compact manner, with houses constructed close together on small lots. Streets were built in a grid pattern and homes were serviced by alleys. Corner stores within walking distance served the daily needs of residents, and shopkeepers often lived above their shops. As development patterns spread out, "main street" commercial corridors emerged along the more traveled streetcar lines with residences still within easy walking distance. These neighborhoods developed at densities of 5 to 35 units per acre with housing types ranging from single family detached houses to duplexes to mid and high-rise units. The diversity of housing types enables people of different ages, family sizes, and incomes to live together. Neighborhood parks and other public open spaces such as parkways provide opportunities for recreation and interacting with neighbors.

Today, these areas are termed Traditional Neighborhoods in the Community Form Strategy. They have retained the historic character and urban flavor that make them desirable places to live. Residents still enjoy having all the necessities of urban life close by, and appreciate the economic and ethnic diversity. The Park DuValle Neighborhood Transformation offers an ideal opportunity to utilize the principles of the draft Cornerstone 2020 Plan to seamlessly blend this renewed community with the forms of the adjacent traditional neighborhoods. The goals and objectives of Cornerstone 2020 will soon be adopted by the City and County but the revised development code will be another year to eighteen months in production. Under the Park DuValle Neighborhood Transformation, the City will accelerate this process by developing a model Traditional Neighborhood code. This could be immediately implemented under Section 9.5 of the current Jefferson County Development Code, Innovative Subdivision Regulations. In keeping with the plan for the new neighborhood, outlined in Section 5 of this narrative, we will create a model code which will build upon the principles of New Urbanism.

This model code, drafted in the form of subdivision regulations, will speed the issuance of permits and assure compatibility within a renewed Park DuValle. Guidelines and pattern books developed by Urban Design Associates will form the core of this work, with the balance of the subdivision regulations derived from the land development patterns inherent in the neighborhood plan. The model code will demonstrate the flexibility of Cornerstone 2020 and its value in creating urban places of great worth.

#### *Community Development Corporations*

Throughout Louisville, neighborhoods are creating affordable housing through innovative community development. Agencies such as the Louisville Economic Opportunity Corporation, the Shelby Park Neighborhood Association Community Housing Development Organization, the Louisville East Community Development Corporation, and Louisville Central Development Corporation are developing affordable housing through a community-driven process. While these are highly localized efforts, bringing a handful of affordable homes into each neighborhood, they are combined with the process that created the Louisville Empowerment Zone strategy – a process that created a new paradigm for economic development and community revitalization. The neighborhood development strategy for the Louisville Empowerment Zone, which includes Park DuValle, calls for establishing a holistic approach to neighborhood

development and nurturing partnerships to implement development strategies. Community-driven neighborhood revitalization has become the standard order of business in Louisville.

### *Village Center*

There is virtually no existing retail in the neighborhood except small convenience stores, which are a source of problems. The proposed Village Center combines housing for seniors with neighborhood-oriented retail and a new neighborhood portal at Wilson Avenue. Sites for small condominium commercial buildings for local businesses will be created, fronting the new public circle, and a small retail strip center will front onto Wilson Avenue immediately to the south. A site will also be provided for an expanded community health center (to be relocated from their current makeshift facilities in two former Cotter Homes buildings).

This commercial core would be developed with a range of retail, service and other uses. The project would be focused as a neighborhood center that would primarily service residents that are ¼ to ½ mile from its location and others who do business with specific service providers regardless of their location. The components of the Village Center would include but not necessarily be limited to:

- Personal Services: Beauty Salon, Barber Shop, Dry Cleaner, etc.
- Real Estate & Financial Services: Realtor, Insurance Company, etc.
- Minor Retail: Convenience Store, Prepared Food, etc.
- Religious Facilities: Churches, Temples, etc.
- Neighborhood Offices: Professional Services, etc.
- Community Uses: Library, Community Center, Post Office, etc.

The Park DuValle Community Health Center proposed facilities could serve as a major anchor to the neighborhood center. Their requirement consists of a two story 40,000 square foot medical clinic building. The approximately 2½ acre site at the Southwest corner of the major entry to Park DuValle was viewed as optimum for this particular use.

Additionally, prepared food uses such as Pizza, Chinese, and other quick service operations were viewed as potential tenants in the Village Center. The size of these uses would approximate 1,200 square feet. A convenience mart such as the former Keystop operation, requiring approximately 3,500 square feet, could also be considered. A satellite post office was also identified as a potential use as well as an insurance/real estate office or an accounting/tax practice.