



Housing Authority
of Louisville

Compliance with Section 6(h) of 42 U.S.C. 1437d

This is to certify, with regard to the units requested under the HOPE VI application, as well as with regard to the whole of the Park DuValle Revitalization initiative, that there is insufficient existing housing in the neighborhood to develop public housing through acquisition.

Attached are pages 5 through 19 of the Housing Authority of Louisville's Demo/Dispo application for the Cotter and Lang Homes Developments which was approved by your office in April, 1995. There you will find that our replacement housing plan proposed that approximately 80 acres upon which these developments exist be cleared, a neighboring 22 acre private development be acquired and demolished, and that an additional 20 or more acres of currently vacant land be acquired. All of this land area is proposed for development with new construction mixed-income apartments and single-family for-sale homes, a portion of which will be public housing development units.

As additional supporting documentation, also attached is Section V of the Housing Authority of Louisville's application for a Public Housing Development Program (new construction), dated July, 1995, which constituted the Section 6(h) compliance for that application. In October, 1995, this application was approved by the Assistant Secretary for Public and Indian Housing and designated as KY1-29.

A handwritten signature in black ink, appearing to read 'Andrea Duncan', written in a cursive style.

Andrea Duncan
Executive Director

B. THE REDEVELOPMENT PLAN

1. SUMMARY OF REQUEST

a. Demolition Approval for Cotter Homes, Ky 1-6 and Lang Homes, Ky 1-9 (totaling 1,116 units) - (See Sections B.2 and C)

KY 1-6 - Demolish 55 dwelling structures containing 620 dwelling units, 2 non-dwelling structures, which house the current management office, site maintenance shop, family resource center, gymnasium, and various small community services groups. Disposition of 2 former dwelling structures which were converted and modified to house a non-profit neighborhood health center will remain and be renovated as part of the overall plan with HAL retaining ownership and a long term lease to the occupant. Prepare the site for redevelopment with modification of the site design including street and infrastructure changes. Demolition and site preparation to be funded with Comprehensive Grant funds. Forgiveness of all outstanding project debt.

KY 1-9 - Demolish 63 dwelling structures containing 496 dwelling units, 1 non-dwelling structure, which now houses the management office, maintenance shop and family resource center. Prepare the site for redevelopment with modification of the site design including street and infrastructure changes. Demolition and site preparation to be funded with Comprehensive Grant funds. Forgiveness of all outstanding project debt.

b. Leveraged Partnership - (See Sections B.3.a and B.5)

Approval for HAL to utilize all approved replacement housing Development Program and eligible Comprehensive Grant Program funds in a development partnership model which will leverage equity from local investors under the Low Income Housing Tax Credit Program, construction and permanent mortgage financing from local lending institutions and the Kentucky Housing Corporation, and infrastructure, land and other contributions from the City of Louisville, in accordance with U.S. Dept of HUD Office of General Council opinion dated April 13, 1994

c. Site and Neighborhood Standards - (See Section I)

Approval of a determination of overriding need with respect to the HUD Site and Neighborhood Standard to permit development of the public housing replacement units on the former public housing and additional sites in the currently impacted census tracts 14 and 15. Justification for this finding is that the neighborhood wide redevelopment with mixed income rental and market rate for sale housing will actually result in significant overall reduction of low-income families in the new resident population creating a broad range of housing opportunities never before available in these census tracts.

d. Inclusion of 189 Units from KY 1-25, KY 1-27, and KY 1-28 Programs - (See Section B.3.j)

Approval for HAL to reformulate and utilize 189 public housing development units previously approved with funding reserved under development programs KY 1-25, KY 1-27 and KY 1-28. Specific approval for the immediate use of previously reserved KY 1-25, KY 1-27 and KY 1-28 funds to be included in this expanded project and a waiver of the 30-month construction start requirement in connection with these funds. The combining of these units with the 1,116 Cotter/Lang replacement units will result in a total of 1,305 public housing units to be constructed over the next 9 years.

e. Replacement Housing Plan - (See Sections B.3)

Approval of a replacement housing plan composed of 3 parts as outlined and then further explained below:

- Major neighborhood redevelopment of the Park DuValle neighborhood in a leveraged partnership; 680
- Tenant-Based Section 8 Certificates to be administered by the Housing Authority of Louisville; and 265
- Scattered-Site Replacement Units constructed over a period of 5 years beginning in year 2. 360

Total Replacement Units 1,305

Neighborhood Redevelopment - (See Sections B.3)

Approval of the proposed replacement housing plan to produce 680 of the 1,305 public housing units in a total 1,775 unit mixed income redevelopment of the Park Du Valle neighborhood. The redevelopment project will mix 680 public housing replacement units with 503 tax credit, 197 market rate rental units, and 395 market rate homes for sale on the 144.25 acres of available land in the neighborhood. The proposed redevelopment area is comprised of 80.5 acres of cleared and prepared former public housing sites, 14.9 acres of Urban Renewal / School Board land, the 21.7 acre Algonquin Place property, the 17.4 acre Reynolds Aluminum site, and approximately 10.75 additional acres of land contained on separate sites to be assembled in the neighborhood immediately surrounding the Cotter and Lang Homes sites. In addition to the aforementioned acreage, 22.30 acres have been included in our development budget to be acquired and prepared for additional, separately financed housing development.

Scattered-Site Replacement Units - (See Sections B.3.j and B.3.k)

Approval for 360 of the 1,305 public housing replacement units to be produced at a rate of approximately 72 units per year over an 5 year period, beginning in year 2. These units are proposed for development in non-impacted areas of the city and a county-wide cooperation agreement will be sought for development of these units outside HAL's traditional jurisdiction.

Tenant-Based Section 8 Certificates - (See Section B.3.j and B.3.k)

Approval of 265 of the 1,305 public housing units in the form of Section 8 tenant-base certificates for housing assistance to be administered by the Housing Authority of Louisville. These certificates will be an important part of the resident relocation plan when units are vacated for demolition.

2. THE PLANNING PROCESS AND COMMUNITY PARTICIPATION

HAL worked with its team of consultants, hired through HUD's Comp Grant funding, to evaluate Cotter Homes and the larger community context and, in concert with the City of Louisville and the Empowerment Zone planning team, created this master plan for redevelopment.

a. Physical Evaluation

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

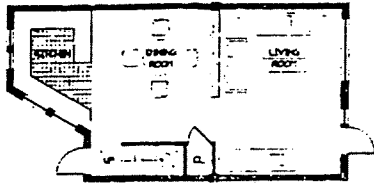
Initial studies of rehabilitation concluded that only through the demolition of at least one third of the units at Cotter and complete reconfiguration and expansion of the remaining two thirds, could the site be reorganized into a viable neighborhood. The extensive work required for rehabilitation, as 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

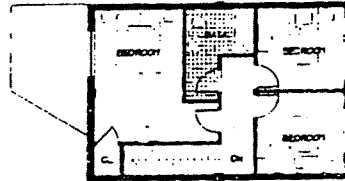
In order to compare the relative costs of rehabilitation to that of replacing the units with new construction, the consultant team prepared a set of "benchmark" plans. These included new units of appropriate size and configuration, and a rehabilitation plan that expands and reconfigures the existing 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.

Scenario I: Rehabilitation and Additions to Existing Structures

The illustrations show the conversion of stacked flats into townhouse units, assuming total rehabilitation including new roofs and one-story additions in order to meet the habitability criteria. The three-bedroom unit area is 1,350 gross square feet which is comparable to Scenario I, given the spatial inefficiencies of rehabilitation.



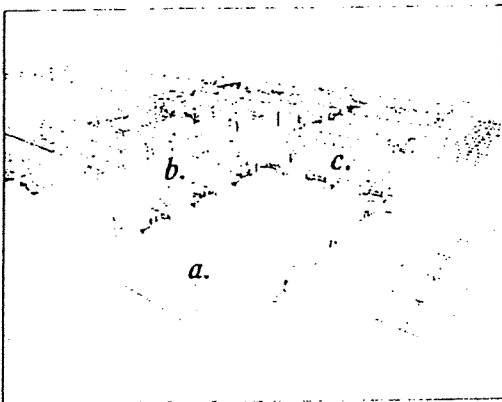
First Floor Plan



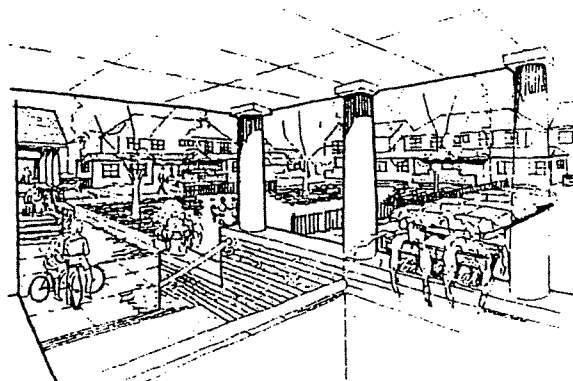
Second Floor Plan

Typical Three-Bedroom Townhouse Rehabilitation (Schematic design of 1,242 nsf unit)

Scenario I: Rehabilitation and Additions to Existing Structures				
	GSF	NSF	\$/SF	Costs
Rehabilitation	1,200	1,104	40.00	48,000
New Addition	150	138	60.00	9,000
Subtotal Cost	1,350	1,242		57,000
Engineers, Surveys, Tests, & Permits	1.50%			855
Architects Fees	5.50%			3,135
TOTAL				60,990
% of New Construction				86%



View of courtyard configuration of buildings

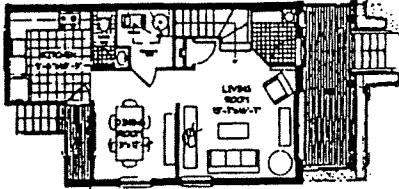


View of courtyard from new porch additions

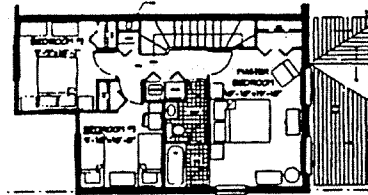
- a. Demolish building to create courtyard*
- b. Rehabilitate and expand existing buildings*
- c. Build new building to enclose courtyard*

Scenario II: Replace Existing Structures with New Development.

The figures and table illustrate the plans of a proposed townhouse prototype. The area is approximately 1,337 gross square feet.



First Floor Plan



Second Floor Plan

Prototypical Three-Bedroom Townhouse Unit Plans (1,230 net square feet)

Scenario II: Replace Existing Structures with New Development				
	GSF	NSF	\$/SF	Costs
Building Construction	1,337	1,230	50.00	66,850
Engineers, Surveys, Tests, & Permits	1.50%			1,003
Architects Fees	4.50%			3,008
TOTAL				70,861
% of Rehab				116%

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 units) 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.*

b. Market Study

With the goal of a mixed income community in mind, HAL concluded that it was essential to determine the depth and desires of the market for rental housing in the West End. To that end, DSI was engaged to undertake a market study.

The Housing Market Study was conducted to help the Park-DuValle development team address issues regarding housing demand, preferred amenities and unit types, market competition and comparable rents/prices and general market strategies. In evaluating these issues the study employed demographic research; an employee housing survey; focus groups, interviews and site visits; and a review of competitive housing products in the market area. The study findings suggest that the market would respond well to the types of high-quality residential products proposed for the Park-DuValle development area. More specifically the study concluded that the project, though it will be completed in phases, must consider the entire development site in a comprehensive manner in order to create the overall image and environment required to be competitive in the west Louisville market. This is also necessary to ensure compatibility with the surrounding area which the survey revealed residents perceive as a stable single-family neighborhood.

The target market for the new housing units was identified as being comprised of employees from the west Louisville and Shively area who work in the employment centers south of Broadway and along Watterson Expressway. The report further suggests that the proposed new units could command rents comparable with new apartment complexes in the 2 1/2 mile radius market area provided they offer an excellent package of amenities. This would mean 1-bedroom units in the \$360 - \$435 range, 2-bedroom units from \$410 - \$480 and 3-bedroom units from \$500 - \$650 with tax credit units on the lower end of these ranges. Market-rate and LITC set-aside projects that have been brought on-line over the past five years have experienced absorption rates of 15 to 20 units per month. New single-family ownership units (detached) would need to be priced competitively with those offered in the Russell neighborhood, and due to the untested market for single-family attached units in Louisville, they should first be marketed on a test basis. The market report also emphasized the critical importance that aggressive marketing and management will play in the ability of the proposed development to attract and retain quality residents.

Proposed Rents

1- Bedroom Units	\$360 - \$435
2- Bedroom Units	\$410 - \$480
3-Bedroom Units	\$500 - \$650

c. Community Participation

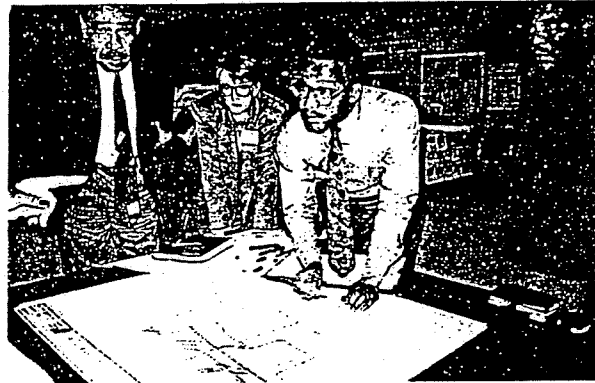
Residents of both developments as well as many of the surrounding neighbors, businesses, and institutions have participated actively in this process to date. HAL and its consultants met regularly with the developments' leadership, held workshops with them to evaluate the habitability of their homes and the site, and employed them to administer a resident questionnaire, door-to-door. It received a successful 70% response.

HAL's planning process grew out of that done by a 100 person Community Board for the Empowerment Zone Application process enabling us to fit the DuValle Neighborhood Plan into a broader approach to the physical redevelopment and economic revitalization of the West End of Louisville. *"The Community Board envisioned a return of neighborhoods . . . and a demise of the massive, concentrated public housing of the 1950's that has become warehouses for families entrapped in poverty."*

HAL also set up the Park DuValle Neighborhood Advisory Council (PDNAC), a community group of service providers, businesses, clergy and others in the Park DuValle neighborhood, and held monthly meetings and workshops to elicit ideas, propose solutions, and discuss reactions, responses, and criticism. The plan presented here has been developed with the PDNAC.



Workshop Discussions



Residents / PDNAC Design Workshop

d. Concurrent Collaborative Efforts

Supportive Services

Over the past year the Housing Authority of Louisville has participated in a broad-based community wide effort to examine supportive services to this community's low income residents. This effort grew out of the planning for the Empowerment Zone application and has continued to focus on the DuValle Neighborhood Redevelopment Plan. Details of this effort are provided in Section IV.

Jefferson County Public Schools

HAL has collaborated extensively with the Jefferson County Public School (JCPS) system in an effort to site a new middle school in or near the DuValle neighborhood. However, because Louisville and Jefferson County are under a court-ordered desegregation plan, wherein locations of schools are complicated and affected by many factors. Because most children are bused out of neighborhoods as part of the desegregation plan, there is no such thing as a "neighborhood school" in the Louisville/Jefferson County system. Therefore, at this time, it does not appear likely that a new or renovated middle school will be part of the redevelopment plan. However, JCPS is committed to expanding its early childhood development programs in the DuValle neighborhood. The Kennedy Elementary School, currently located in the Park DuValle neighborhood, is a fairly new facility offering excellent head-start and early childhood development programs as well as a Family Resource Center.

Section B

**THE PROPOSED
REDEVELOPMENT PLAN**

Retail Commercial

Ongoing discussions with representatives of the "Big A" Shopping Center ownership have been positive. Off-site development options on their site might include replacement housing or improved retail/commercial. We see this site as a potential anchor to improved retail along the Wilson Avenue corridor. Retail/commercial development upon this site would be in excellent proximity to the proposed mixed income housing and each would strengthen the others' marketability. Managers of the "Big A" Shopping Center have actively participated in the Park DuValle Neighborhood Planning Group.

Rubbertown Industrial Plants

HAL initiated discussions with managers of the Rubbertown plant facilities located south of the DuValle neighborhood in regard to potential employment opportunities for residents of the new DuValle neighborhood.

Shore Bank Advisory Service

The City of Louisville in conjunction with the Mayor's Task Force on the West End Development and Empowerment Zone Community Board, is in the process of creating a community development bank for Louisville's West End. The Shorebank Advisory Service is finalizing a business plan for the operation of the bank holding corporation and its affiliates, and initial capitalization has begun, with \$6.5 million in investor capital already raised. It is anticipated that the community development bank will be operational by January 1, 1996. The bank's focus area will be the neighborhoods that comprise the West End of Louisville, which includes all of the Park DuValle neighborhood.

The development bank will be focused on those elements of the Louisville housing and business development market in its target areas that are not currently being serviced in depth by the local financial institutions. Such elements include the development and financing of mixed-income rental housing, lease-to-purchase financing products, and small business support and credit availability for neighborhood-based retail and commercial activities. The latter is an area of particular focus for the Louisville development bank concept, and the HAL Park DuValle team in assessing the retail potential of the area and assisting in the formation of retail development projects.

The development bank holding corporation will also include a real estate development subsidiary, specializing in anchor projects designed to stabilize neighborhoods and spur reinvestment in areas surrounding these developments. Discussions have begun regarding various ways in which the real estate subsidiary could partner with HAL in the development process, including exploring the creation of a development entity which includes neighborhood-based CDC's and an apprenticeship program for minority and neighborhood-based contractors. The real estate subsidiary would bring expertise in these types of mixed income housing and a lasting commitment to the redevelopment of this particular neighborhood.

Fannie Mae

The City is also in the process of institutionalizing a relationship with Fannie Mae to develop a House Louisville Program under Fannie Mae's Housing Impact Division. This will result in a partnership among the City, Fannie Mae, and the local financial institutions active in the local affordable housing market. Fannie Mae has been asked to review the Park DuValle project as it relates to a variety of its initiatives, including the provision of equity under its tax credit equity funding; the provision of permanent financing or the purchase of project financing on the secondary market; the use of certain Fannie Mae products; and grants for technical assistance and capacity building of local non-profit development institutions.

Enterprise Foundation

The City is also working with the Enterprise Foundation in developing a work program for its participation in a number of neighborhood-based initiatives in the West End. At this point, Enterprise is most interested in becoming a partner in the Park DuValle program. Such participation will likely focus on developing stronger neighborhood-based, non-profit development entities that could participate in certain phases of the project, the development of minority business and contract opportunities, and the provision of technical and financial assistance regarding the social and human service support elements of the development of the neighborhood.

Local Lenders

HAL staff and consultants have met with members of local lending institutions and nonprofits to solicit their input and ideas on the revitalization plan.

Federal Home Loan Bank

A representative from the Federal Home Loan Bank in Cincinnati was briefed on the project and has expressed interest in participating through its local member banks.

Enterprise Zone Executive Committee

While the City of Louisville did not achieve designation as an Empowerment Zone, it was recently designated as an "Enterprise Community". Collaborations are ongoing with the Executive Committee from the 100 person community-based board which did the planning for the Zones' programs and activities inclusive of the DuValle neighborhood revitalization.

Norfolk & Southern Railroad

Negotiations with Norfolk and Southern Railroad have resulted in a commitment to convey surplus property for the project following the removal of the railroad tracks through the neighborhood.

Kentucky Housing

The Kentucky Housing Corporation (KHC) is a state housing finance agency. The agency is a billion dollar corporation with diverse financial and service programs for single family home-ownership, multi-family rental programs and outreach for special population groups. It will be the primary state agency in the Park DuValle Neighborhood Development Plan. Represented by its Executive Director, Robert Adams, KHC is an integral part of the planning team for this comprehensive project.

e. Overarching Principles

The following is a discussion of the principles and programs that were established to guide the site development and design. It includes the agreed upon approaches for the initial development as well as alternatives that may be employed in subsequent phases, and the logic behind them. A summary of these principles might be "to build on the strengths and address the weaknesses."

Conservation of Existing Resources

Recognizing that financial resources are limited, the plan should try to incorporate as much of the existing physical infrastructure as possible, providing doing so does not preclude a site plan that meets our defensible space, unit identity, community development, and mixed-income marketing goals. These resources include streets, utilities and non-residential structures.

Flexible and Inclusive

This to be an "inclusive" project. Since one of the stated development goals is to include multiple developers, and since relocation of existing residents requires a multi-phased build-out period, it was agreed that the master plan should include a series of acceptable alternatives for parcel or block development patterns that would meet the goals of HAL's development program while also meeting the individual developers' management and marketing criteria. Since developers will be selected over time, and the development will be built over time, we will also be able to learn from each phase as the new homes are leased and sites are occupied. Solutions to management, habitability, marketability, security, and design issues will evolve over time in Park DuValle.

This flexibility applies to some elements of the infrastructure as well. Existing non-residential community buildings or recreational facilities are to be incorporated into the plan and may be allowed to remain in early phases with the potential to be replaced later, should funds become available. If funds do not become available, maintaining the existing non-residential facilities in their current location should not preclude the success of the overall redevelopment.

Neighborhood Identity

Park Du Valle should become an identifiable neighborhood. It should have a center. Edges and gateways are to become elements in the site design. Streets should connect it to its neighboring communities but Park Du Valle should not be internally divided by commuter traffic routes that cut through the neighborhood. The plan should include a hierarchy of quiet neighborhood streets, connector roads, bus routes, emergency routes, and access roads.

However, other than the fact that all of the housing will be new, and most of it will be rental, this identity should be restrained so as not to suggest that Park Du Valle is *different* from the rest of the West End; rather, it should be a distinct community within and part of the West End. This can be accomplished through block patterns, building scale, architectural detail, landscape and streetscape, and the creation of public amenities that are to be used by families and individuals in the larger surrounding neighborhood.

Diversity

Although the neighborhood should have an identity, it should be as diverse in its physical characteristics as it is in its economic and demographic make-up. Homogeneity is not desirable. The patterns of new development within Park Du Valle, the hierarchy of streets, building types, the architectural detail of the buildings, the approach to yards and off-street parking, should be consistently appropriate, without being just consistent. Individual parcels or blocks should respond to the unique characteristics of their context, including placement within the development, relationship to small or larger streets, to amenities, services, or open space, and to planned future development. It should be inclusive rather than exclusive. When complete, Park Du Valle should appear to have the organic characteristics of a stable neighborhood that has evolved over time, representing the work and thoughts of multiple designers and developers.

Whereas diversity is itself a goal, it is agreed that there should be no significant evident difference between the highly subsidized units or buildings which house the very low or low/moderate income families and those that house families paying market rate rents. Differences between the rental units of all three income levels and those units or houses which are for sale are, however, acceptable and anticipated.

Beyond a neighborhood identity, it should be as diverse in its development as the surrounding Park Du Valle neighborhoods. A neighborhood's development, over time, by different developers, will produce a diverse collection of housing types. The Park Du Valle neighborhood is a testament to this fact. Although the predominant housing type in the surrounding neighborhoods is the single family detached house (bungalows, shotguns, camelbacks, ranchers, etc.), there are scattered examples of duplexes and quads that blend and add diversity within the blocks, as well townhouses as evidenced in the neighborhood's Colonial Village.

f. Design Principles

While a level of building diversity is achieved through architectural expression by way of the building materials, details, massing, roof profiles and fenestration, a rich diversity is achieved through the use of different housing types. Large scale development such as those in suburban subdivisions can attest to the monotony that plagues single developer housing projects. Typically, these development offer unit models but no variety of housing type. Architectural expression is not the problem with such developments. Examples of good architectural design are readily available.

With diversity of housing type as a basic principle, the discussion to date has focused on three types: townhouses, in rows of up to 6 units, with end units offering opportunities for single or stacked flats;, and single family detached. The inclusion of all three types both within a block and in small concentrations within the larger development will design in the diversity that is found throughout neighborhoods in the city. The three types are defined as follows:

Units

Townhouse

- Attached two- and three-story houses with individual units retaining their distinct identities.
- End units can be one- and two-bedroom stacked flats, and should be fenestrated.
- All units have individual, enclosed ground floor front entries.
- Units have parking in the front or rear yard.
- The townhouse type does not preclude home ownership.

"Twin"

- Semi-detached two- and three-story houses where the pair appears like a "big house" with fenestration on 3 sides of each unit.
- End or corner units can be one- and two-bedroom stacked flats.
- All units have individual, enclosed ground floor front entries.
- Units have assigned parking in the shared side yards.
- The "twin" type does not preclude home ownership.

Single family detached

- Detached two- and three-story houses, typically for sale.
- Units have parking within the unit, in a detached garage, or in the side yard.
- The single family detached type does not preclude home rental for larger families.

Parking

The quantity of parking is based on a ratio of 1.5 spaces for every unit, with a minimum of 1 space per unit provided off-street. A variety of parking arrangements were proposed as potentially applicable for Park DuValle, including:

Controlled, gated access behind and surrounded by the units.

Controlled, but un-gated point-access behind the units.

Through-alley access behind the units.

Front driveways between the sidewalk and the units via combined curb cuts.

Side-yard parking pads between "twins", accessed by combined curb cuts.

Common lots off of but along the street.

And for those houses which are to be for home ownership, we also considered the possibility of private enclosed (garage) parking, including:

- Front access attached garage (or within the units.)
- Rear access detached or attached garages.

Of these various alternatives for the rental units, only the common lots along the streets were eliminated as inappropriate. The front yard parking was considered to be less secure, and therefore less preferable for the first phase of development, as we will have to overcome some serious concerns about the safety of private automobiles. It is also less preferable in terms of the aesthetic of the street scene, as it requires multiple curb cuts and may open the possibility of residents working on cars, etc. It was, however, considered by the design team to offer the positive condition of private (fenced) or semi-public (open only to the residents of that particular block) controlled rear yards, free of auto traffic, safe for children to play in, and improving the security of the rears of the units against illegal access.

Rear yard parking was also determined to be the only appropriate design approach for those units that front onto the busier through-streets.

Yards and Landscaped Areas

WRT explored a series of alternative arrangements for the open space in this new community. Generically, these alternatives might be characterized as follows:

Private Yards

- Maintained front yard divided by walks and/or driveways.
- Individual, fenced rear yard, maintained by tenants.
- Individual yard, patio and/or porch opening onto a common, maintained yard.

Common Yards

- Shared yards accessed from private rear yards.
- Shared yards accessed from the rear of the units.

Because of management maintenance concerns the individual fenced rear yard, maintained by the tenant, is the least likely arrangement in a rental situation. But, where identity along the public street is important to defensible space in the neighborhood, it is equally important to the semi-public realm of the common rear yard. A compromise between the assignment of individual rear yard space (yard patio, or porch) and a maintained common rear yard landscape is essential to designing a defensible semi-public interior block.

Primary Public Space

Town Square or *Community Commons* approach, involving a large green space that is surrounded by the primary public facilities, including the police station, fire station, health facility, management office, and the education center.

- *Recreational Fields*, acting as a buffer to the industrial uses to the north, should they remain.
- *Pocket Parks*, scattered throughout the community, serving the sub-neighborhoods surrounding them.

One of the principles that was agreed to is that public space should only be included if it can be clearly programmed. The history of this neighborhood suggests that undefined and "unclaimed" open spaces can quickly turn into hangouts where undesirable activities occur, where the grass is uncut, and which results in an inappropriate condition. As such, the pocket parks approach was rejected as guiding design strategy, for fear that it was not conducive to specific programming, would not necessarily be part of the private developer's purview, and may fall "between the cracks."

The Town Square approach was selected, as were the Recreational Fields, as these two approaches worked well with the existing resources and were compatible with each other and the programmatic needs of this community.

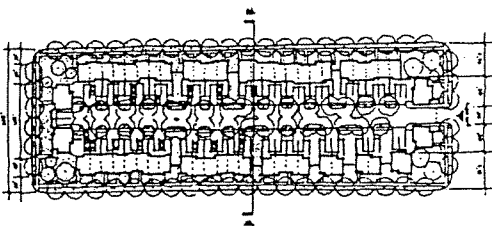
Private and Semi-Public Open Space

HAL and the consultant team weighed the advantages and disadvantages of "private" yards in this community. The advantages include safe private play areas for children in fenced yards behind the house, a feature we found the Cotter residents who participated in the design workshops to be very interested in. This was also supported by the resident survey.

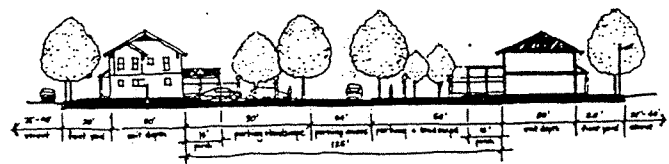
The disadvantages centered on concerns about maintenance, lawn care, and trash removal. The experience of MBA and HAL with unsightly and inconsistent treatment and usage of private fenced yards in *rental* units suggested that, at least in the initial phase when a great first impression must be made, the yards should be semi-private, and all landscaped areas should be irrigated with a sprinkler system and carefully maintained by the management entity. It was agreed, however, that some small fenced or partially fenced patio areas, accessible to maintenance staff, was a desirable feature.

As for the *home ownership* units, private yards were considered to be appropriate features, and developers of the subsequent phases and parcels may also wish to consider fenced yards as a prototype for their developments. As Hope VI programs are implemented across the country, we will learn a great deal from different approaches to concerns such as private yards and parking. The phasing and *inclusive* strategy of development at Park DuValle, is designed to take optimum advantage of these other demonstrations as they are built and re-inhabited.

Given these yard decisions in concert with those regarding mid-block or alley-accessed parking, the following block diagrams emerged as the first phase prototype.



Block Plan Diagram : Townhouses and "Twins" with rear yard parking.



Section B-B : Block with rear yard parking point accessed by an alley.

3. THE PLAN

a. Physical and Financial Model

HAL proposes a plan that replaces both developments with a new mixed-income community of lower overall density on an expanded site that includes both of the original sites and currently vacant or available sites in the surrounding neighborhood. This approach also includes some new additional and replacement housing in other parts of the city and possibly in the county, as well as 220 Tenant Based Section 8 Certificates over two years.

The financial model uses HUD funds to leverage Low Income Housing Tax Credit financing and adds local participation and private funds for this extensive program.

b. Goals of a Mixed-Income Community

- Creating a new mixed-income rental and home-owner community will *economically, physically, and socially integrate* the new Park DuValle neighborhood into its surrounding neighborhoods by:
- Creating an *economically mixed community* of former public housing residents, families at 50% - 60% of median income, and higher income families capable of purchasing or renting units at market rate.
- Reinstating the *traditional street relationships*, designing *defensible open space*, and planning for a *critical mass of community facilities* focused on the existing service and transit center.
- Providing for *unit diversity and choice* without distinguishing between subsidized and market housing.

c. Summary of Approach

The circumstances at Cotter and Lang Homes, of existing vacant and available contiguous land surrounded by stable neighborhoods, provide a rare opportunity for a successful demonstration of neighborhood redevelopment that increases the number of affordable housing units and continues to serve public housing eligible families while decreasing the concentration of families at the lowest levels of income.

d. Unit Mix: A Family Development

The unit mix is based on a mathematical combination of the actual needs of the current residents of Cotter and Lang Homes combined with the results of the market study conducted for MBA by Development Strategies, Inc. apportioned according to the strategy of thirds (40% very low, 30% low-mod, 30% market rate) and filtered through the development experience of MBA. However, if applied directly, this mathematical approach would result in a high concentration of one-bedroom units. The large number of one-bedroom units which currently exist primarily house elderly women and younger disabled men, including those with substance abuse or addiction disabilities. Including this population in its entirety was considered to be unsupportive of the social goals of a new mixed-income family neighborhood.

In response to this goal, but also responsive to the needs of this elderly and disabled population, the mix was adjusted to reduce the number of one-bedroom units, while sites both in and beyond Park DuValle are identified for special needs housing to replace the one-bedroom units proposed for demolition.

The issue of housing the elderly in Park DuValle was addressed in a special "seniors" workshop session with the Cotter Homes residents. Those who attended concluded that some of the elderly would prefer to be housed in a cluster or "senior village" within the new neighborhood, while others would prefer to live independently, surrounded by larger families "providing the kids don't make a lot of noise over our heads." A senior mid-rise of approximately 60 units in 5 or 6 stories was identified as an appropriate new building type for the "clustered" group, preferably sited conveniently close to public transportation and services. A local church in the neighborhood has expressed its interest in being a non-profit developer/sponsor of this facility.

Income Mix

Our target mix of incomes includes 40% very low (30% to 50% of median income), 30% at approximately 50%-60% of median income, and 30% at or above 60%, for a combination of market rate rental and home ownership. Furthermore, since all of the current residents at Cotter and at Lang earn less than 50% of median income, the first group is congruent with the existing HAL residents living on site.

On-Site Unit Mix

Rental and Home-Ownership Unit Mix (By Number of Bedrooms and Income Level)

Number of Bedrooms	TOTAL		Housing Authority		Tax Credit		Market		Home-Ownership	
	Units	%	Units	%	Units	%	Units	%	Units	%
1	437	24.6%	62	14.2%	191	43.7%	85	19.5%	0	0.0%
2	754	42.5%	285	37.8%	220	29.2%	85	11.3%	79	27.7%
3	453	25.5%	246	54.3%	76	16.8%	27	6.0%	237	96.3%
4 & 5	131	7.4%	87	66.2%	16	12.2%	0	0.0%	79	90.8%
TOTAL	1775	100.0%	680	38.3%	503	28.3%	197	11.1%	395	22.3%

Rental Unit Mix

“Housing Authority” Rental Units 680
Unit mix based on existing mix and on family need (see table)

“Tax Credit” Rental Units 503
Unit mix per Market Study

Market Rate Rental Units - 197
Unit mix per Market Study (60% home ownership - see below)

+ _____

Sub-Total 1,380

Home-Ownership Units

Market Rate “For Sale” or Lease/Purchase Units 395
Average 3 Bedrooms

+ _____

TOTAL 1,775

Scattered Site Rental Units (72 per year for 5 years) 360

TOTAL NUMBER OF PROJECT UNITS (Rental, Certificates, and Home-Ownership)

On-Site 1,775
Scattered Sites 360

+ _____

Sub-Total 2,135

Tenant-Based Section 8 Certificates + 265

TOTAL 2,400

COST COMPARISON: REHABILITATE vs. REPLACE

The new construction units requested under this Public Housing Development Application are a part of a comprehensive redevelopment of the Park DuValle neighborhood. Therefore, a cost comparison of rehabilitating existing units versus replacing those units with new ones must be taken in the context of the entire redevelopment plan.

Parts 1 and 2 of the Redevelopment Plan (Park DuValle Neighborhood Redevelopment Plan, pp. 5-16) are attached to provide as much information as possible in assessing the cost effectiveness of this application.

Given the scope of the Park DuValle Neighborhood Redevelopment Plan, this application is for new construction only.