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# **Park DuValle Transformation: Environmental Scan and Preliminary Recommendations for Community Building Plan**

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## **The Community Builders**

*With the assistance of*  
Human Service Solutions  
Cornerstone Consulting Group

**September 1997 (Revised)**

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## **EXECUTIVE SUMMARY**

This report documents the results of the data gathered through both interviews and the review of a range of critical documents and plans that involve housing and economic development, service and program efforts affecting the Park DuValle neighborhood. It highlights key findings resulting from the analysis of that data and recommends a series of actions and approaches that are intended to facilitate and support the transformation of the Park DuValle neighborhood into a vibrant, stable, mixed-income community.

### **Environmental Scan**

In January and February of 1997, our team of consultants conducted a two-part "environmental scan" that included a review of relevant documents and meetings with many stakeholders including leadership from among community residents, organizations and institutions; business representatives; and key staff of the Mayor's Office, the Housing Authority and other governmental agencies. We approached Park DuValle with a focus on the community's historic assets and challenges. As a result of these extensive reviews and interviews, themes emerged reflecting people's concerns and hopes for the future.

There was a high degree of renewed community optimism for the community's future, with pride expressed in existing programs and excitement over a range of efforts including not only HOPE VI, but the Empowerment Zone, the Louisville Development Bancorp, Inc., Community Oriented Policing and the Nia Center. Along with this significant enthusiasm, clear concerns emerged concerning the following issues:

- order maintenance and public safety;
- economic development, particularly of a strong retail base;
- real community involvement and decision-making;
- employment and training, especially in conjunction with new jobs that the revitalization process may create; and
- the enhancement of resources to support employment and training efforts with an emphasis on transportation and day care

Concerns were also expressed about the existing programming's focus on low income populations and the need to change both the image and the reality of this service approach to include amenities that would support and reflect a broader population base and would attract working families to move into the neighborhood, not deter them.

### **Recommendations**

Based on our developing sense of the community, its assets, needs and concerns, this report contains a series of recommendations that we believe will help bind the many projects underway in the Park DuValle community into a well-coordinated initiative that can achieve the goal of supporting the revitalization of the neighborhood into a stable, successful mixed-income community. These recommendations revolve around five themes:

1. *Education Activities: A Focus on Life-Long Learning*  
Recommendations to engage the entire community in efforts that support and enhance educational opportunities include expanding and enhancing programming at the DuValle Education Center; pursuing the possibility of a Magnet Career Academy for high school students that would link them to particular fields and jobs and provide real work experience; developing a sense of community often missing due to the absence of neighborhood schools by bringing family resource coordinators to the Education Center to meet with local parents and developing a range of after-school programming for children and youth; introducing younger children to world-of-work programs; and pursuing a range of computer training and use options for young and old through a Louisville Free Library computer learning center that will involve the pursuit, with the Kentucky Science and Technology Council, of establishing a program using its "Televillage" concept to bring together a number of computer use programs and activities.
  
2. *Civic Infrastructure*  
The development of a civic infrastructure that sustains the new Park DuValle neighborhood will require the clarification of the vision of that neighborhood and who will be responsible for developing, directing and managing it. This should include the Park DuValle Policy Board, which will constitute the HOPE VI governing board; the Park DuValle Neighborhood Association, to evolve from the Park DuValle Neighborhood Advisory Council, which would serve as an independent organization with real responsibility for and involvement in how the neighborhood evolves and functions; and management and coordination for these organizational bodies to be provided by The Community Builders, which has both organizational breadth and experience and philosophical commitment to this sort of collaborative process.
  
3. *Employment: Expectations and Opportunities*  
Efforts in this critical area will include ensuring resident access to new community job opportunities; enhancing opportunities with neighborhood employers through specific targeted efforts as well as the establishment of a community-based employer advisory committee; building on planned and existing workforce development opportunities, including the program activities of Neighborhood Place, the Nia Center, the DuValle Education Center and others; "Opportunity Advisors" to help link unemployed residents of the new community to this range of programming and jobs and to support newly and/or marginally employed residents as they develop their job skills and experience.
  
4. *Neighborhood Assets and Amenities*  
The transformation of Park DuValle will require changing both the image and the reality of available services and amenities, broadening the focus from services targeted toward low income families to amenities that appeal to a wide-ranging population. Key areas are after-school activities; child and day care availability; and quality recreational opportunities and community cultural activities and events, as well as examining and ensuring the best uses of the neighborhood's physical assets such as the DuValle Education Center.

5. *Health and Social Services*

Part of the effort to broaden the appeal of the Park DuValle neighborhood to a broader population should be reflected in coordinating resident services with property management as families move into the neighborhood. This is a model that has proven successful in a number of existing Community Builders projects. In addition, recommendations in this area include developing comprehensive and collaborative planning processes. One will plan for the future of the Park DuValle Community Health Clinic, supporting it as valuable neighborhood resource while enabling it to adapt to both a changing neighborhood and a changing health care environment. Another will look more closely at enhancing the DuValle Education Center, dealing with both the physical siting and coordination of social services in the neighborhood, to adapt space usage and serve a broader population.

## ENVIRONMENTAL SCAN

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### Overview

As envisioned in the HOPE VI application, the transformation of the Park DuValle neighborhood into a vibrant, stable, mixed-income community with a positive and active civic infrastructure requires a number of complex planning and implementation steps. Initially, it is critical to gain an understanding of the landscape: i.e. the many community activities that touch on or overlap with HOPE VI need to be identified and assessed with the goal of weaving these efforts together into a coordinated and mutually supportive action plan.

Toward that end, over the course of several weeks in January and February, 1997, a team of consultants to TCB—from Human Service Solutions and The Cornerstone Consulting Group—conducted an “environmental scan.” The team met with many stakeholders including leadership from among community residents, organizations and institutions; business representatives; and key staff of the Mayor’s office, the Housing Authority and other government agencies with important roles in the community. Relevant documents were also reviewed including the HOPE VI proposal, the Empowerment Zone proposal, the County’s Welfare Reform Plan and the Plan for the Nia Center. Clearly, however, in the brief time period allotted, we could not meet with representatives from every organization with an immediate or potential interest. We are confident, however, that we received a strong and representative cross-section of opinion from the dozens of interviews that were conducted. (A list of interviewees is attached as Appendix A).<sup>1</sup>

We approached Park DuValle with a focus on the community’s historic problems and assets. Throughout our many discussions in Louisville and in Park DuValle, we saw a consistently high level of optimism in nearly all who are associated with these efforts.<sup>2</sup> Further, there is consensus that, beyond the housing development planned or underway, improving the neighborhood will require substantial advances on several fronts. The areas most frequently identified were:

- order maintenance and public safety;
- economic development, especially the creation of a strong retail base;
- real community involvement and decision-making;
- employment and training, especially in conjunction with new jobs that the revitalization process may create; and
- the enhancement of resources to support employment and training efforts with an emphasis on transportation and day care.

Of course, other areas such as recreation for young people and a responsive health and social service structure—the normal amenities of a well functioning community—were also cited, albeit somewhat

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1. Because of scheduling difficulties, the major group which we were unable to interview was non-profit organizations especially the United Way and its constituents such as the Boys and Girls Club, Salvation Army, Boy and Girl Scouts, etc.

2. In some instances optimism is being followed by action. For example, the Immaculate Heart of Mary Church (across the street from Cotter-Lang) now has enough confidence in the community’s future that it broke ground on 24 units of senior citizen housing this April with a completion date in the Fall of 1998.

less frequently. Education was somewhat of an enigma. While there was a good deal of pride expressed in the efforts made under Kentucky Education Reform Act (KERA) and especially in the outstanding reputation of the Kennedy Elementary School and some other nearby magnet schools, there was also an undercurrent of hope that a reinvigorated neighborhood could incorporate a return to neighborhood schooling concepts.

We found that, in addition to the high degree of renewed community optimism, the community's assets include a growing number of new and promising programs which, when coupled with the presence of a long-standing service delivery network, offer the prospect for real and sustainable change. The HOPE VI project comes to Louisville and to Park DuValle at a time when a number of other significant forces are being felt: welfare reform moving recipients into work or training; efforts to integrate health and social services through Neighborhood Places; the continuing impact of KERA, including the creation of Family and Youth Resource Centers at school sites; and a group of activities related to Louisville's Empowerment Zone activities which focus on economic and community development.

The presence of optimism does not suggest that the transformation of Park DuValle is perceived to be easy. On the contrary, there are deep concerns about changing the community's image, about attracting residents who have the means to choose other communities and about implementing many projects underway. As one long-term resident put it, "The neighborhood's reputation has got to change. We've got to make it shine and give it a different spin." Nonetheless, our observation is that the overall mood of the community is decidedly positive and that the volume of activity already in progress in Park DuValle has created significant momentum toward the transformation of a community that has been down for a very long time.

## COMMUNITY ASSETS

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We have already noted the considerable effort it will take to transform the real and perceived notion of Park DuValle as a troubled, impoverished community to a strong mixed-income one. Nevertheless, the Park DuValle community, despite its image, has a great many strengths. It is the focus of local, state and national attention and a great many individuals and organizations are committed to its transformation. Yet this "environmental scan" would be incomplete if we failed to discuss several important issues which could negate the potential for Park DuValle's transformation. Therefore, this Report will note and briefly describe those efforts whose progress is most closely tied to the successful implementation of the HOPE VI agenda:

- the activities of the Empowerment Zone;
- the creation of a Community Development Bank;
- the continued success of Community Oriented Policing;
- the development of implementation plans for welfare reform;
- the opening of the Nia Center;
- the Jefferson County Public School programs;
- the continued development of Neighborhood Place Ujima; and
- the presence of a number of long-standing health, recreation and social service resources, including the Park DuValle Education Center and the Park DuValle Health Clinic.

### **The Empowerment Zone (EZ)<sup>3</sup>**

In 1994, the Louisville Empowerment Zone Community Board was created to respond to the federal Empowerment Zone (EZ) process. The EZ's proposal articulated a vision for economic and social change: powerful, non-government engines of change that will drive a community-directed, mission-driven agenda for community revitalization. The Empowerment Zone strategy sets out comprehensive plans to create economic opportunity and strengthen seven neighborhoods in West Louisville, including Park Duvalle, and three neighborhoods east of downtown.

When federal designation extended only to Enterprise Community status, Mayor Abramson and the Community Board insisted that Louisville stay the course and piece together resources to begin implementing the entire Empowerment Zone strategy. A number of communities, following designation as an Enterprise Community rather than an Empowerment Zone, made similar pledges, but few have actually been able to carry them through. In Louisville, however, a great many institutions and individuals have followed through and garnered grants from numerous sources to advance key strategies.

In discussions with community activists and government officials, several noted that "the Empowerment Zone process will provide the needed glue that will link a number of projects and

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3. It would be correct, technically, to describe Louisville's effort as an "Enterprise Community" since that is the designation used by the federal government. We note, however, that Louisville stubbornly uses the more ambitious "Empowerment Zone" and we will as well.



initiatives now going on in low-income Louisville neighborhoods.” Of paramount importance are the Development Bank and the Nia Center, discussed below. The EZ is expected to take a long-range view toward problem solving and is expected to be a fixture in the community for some time to come. Given the history of such federally launched efforts, including Community Action and Model Cities, whether it will have the staying power to do so is an issue that bears careful monitoring. Despite this caveat, at present, planning and implementation for Park DuValle must be closely and continually coordinated with the Empowerment Zone Board.

**The Louisville Community Development Bank (LCDB)**

The LCDB, coming out of community discussions dating from 1992, held its grand opening on January 23, 1997. The Louisville Development Bancorp, Inc., and its affiliates form the centerpiece of the economic opportunity focus of Louisville's Enterprise Community strategy. Three institutions under the umbrella of the Louisville Community Development Bank Holding Company—the retail bank, the LCDB–Enterprise Group, and a for-profit real estate developer—have taken on tremendously important and challenging tasks.

Together these organizations will partner with existing institutions to: stimulate minority-owned and small business expansion; increase the rate of home-ownership, thereby creating neighborhood stakeholders and expand the number of households with assets that appreciate over time; increase the value of local real estate, including owner-occupied and rental housing as well as commercial property; improve the number and quality of goods and services available in the neighborhoods; and connect neighborhood residents to career path employment.

Many public and private resources were harnessed to create The Louisville Community Development Bank, the retail banking subsidiary. Major equity investors include ten local banks, five foundations, twelve corporations, Fannie Mae, and the City of Louisville through a grant from HUD. As one observer noted, “For the first time, the community is trying to put its money where its mouth is. For the first time, we are organized and are moving towards implementation.” LCDB now offers services tailored to support economic development in West Louisville and all Enterprise Community neighborhoods.

The LCDB–Enterprise Group, an affiliate of the Louisville Development Bancorp, will provide a critical hub for entrepreneurs. This “one stop shop” for small business development will provide extensive services for business start-up, operations, and expansion—including a manufacturing incubator. Finally, in partnership with existing developers, a for-profit real estate developer, capitalized with \$2 million, will anchor real estate development in the Bank Target Area. Key personnel are in place in newly-renovated quarters and the LCDB is open for business and extremely excited and optimistic about their future role in transforming the community.

Literally everyone we spoke with connects the transformation of Park DuValle with the development of retail stores and other commercial efforts. We heard about the need for grocery stores, drug stores, clothing stores, shoe stores, barber shops, beauty parlors, a post office, a Mailboxes, Etc.<sup>™</sup>, a veterinarian, medical clinics, laundries, dry cleaners, restaurants and more. Many linked the development of nearby, quality retail with the successful creation of a mixed-income community:

“You can’t expect middle class people to want to live here, if they don’t have the shopping and services they’ve come to expect for themselves.” Such economic development is also seen as a key source of jobs for neighborhood residents leading to greater individual self-sufficiency.

Yet few persons we interviewed were familiar with the specifics of efforts underway to create such commercial development. There is considerable confusion concerning the locus and timing of economic/retail development activities. Some interviewees thought the focus should or would be on the now almost empty Big “A” Shopping Center, while others mentioned Wilson Avenue or the proposed Town Center within the Park DuValle revitalization area. Many are skeptical about the prospects for success. Therefore it will be crucial for TCB, in close concert with the LCDB, to quickly develop concrete plans for economic development in the community to both attract home buyers and middle-income renters and to present the opportunity for employment and entrepreneurship for all residents. A failure in this area could doom the entire Transformation Initiative.

#### **Community Oriented Policing**

The issue of public safety is critical to creating a new and revitalized community on the site of Cotter-Lang. Many interviewees suggested that two issues are intertwined as “public safety”:

1) the actual crime rate with particular emphasis on violent and/or drug related crime and 2) the *image* of Cotter-Lang and, to a lesser extent, Park DuValle, as unsafe communities. Major employers in the area that we interviewed spoke of their relative isolation from the community and the fear of crime as the major reason for that isolation. Although the 4th District Police Sub-station is in the neighborhood, we heard repeatedly that *visible* police presence is key. Concerns were voiced that manpower will be re-allocated elsewhere as the Cotter-Lang population is reduced.

Many ascribe much of the drug-related crime in Cotter-Lang to non-residents. We heard frequently about young males who are not residents of the development paying residents in Cotter-Lang to use their apartments to stash drugs. This is said to have fueled the lucrative drug trade and played a major role establishing the housing development as a widely-known drug marketplace.

According to police, two years ago the Park DuValle neighborhood, particularly in Cotter-Lang, had the highest crime rate in the City of Louisville. With the decrease in population due to relocating Cotter-Lang residents, crime rates have dropped dramatically. In fact, in 1996, the 4th District (the Western portion of Louisville) had an overall 2.6 percent decrease in crime, while other Districts experienced increases ranging from 5.9% - 18.6%. Further decreases were expected in the immediate Park DuValle Community as relocation continued.

Even before relocation, however, residents and police officials saw an increase in public safety as a result of Community Oriented Policing. Increased police presence, periodic crack-downs on non-residents doing illegal business at Cotter-Lang, and, most importantly, efforts to develop relationships of trust and respect with neighbors paid off. Intelligence gathering and subsequent follow-up was improved and crime went down.

As part of the overall community policing strategy, a community group called Community Oriented

Policing (COP) was formed to increase resident involvement in crime elimination strategies and to increase communication between police and concerned citizens. Committed volunteers are the hallmark of COP. This neighborhood involvement and leadership is crucial to the success of this effort and must be maintained. Further, this volunteer effort can become a critical nucleus of other resident-driven activities as the Park DuValle revitalization moves forward.

Community policing has been extremely well received and some residents fear that recently reduced crime rates will result in a re-allocation of manpower, away from Cotter-Lang, as the relocation continues. Observers, including ourselves, feel strongly that considerable police presence and visibility, from the beginning of the re-population of the community, will be necessary to "send a signal" that this new community will be low-crime.

Despite the very real reasons to be optimistic about Park DuValle, long-term residents and observers in Louisville note that the area has had a very negative public image for a long time. Attention needs to be paid to media, to creating events that "open up" the new Park DuValle, and to conveying the new spirit and reality of the community. Some suggest name changes to go along with a new image. In this regard, one observer noted, "Public housing and the crime problem have made that neighborhood like an isolated prison. It needs a sense of community, but we've got to break down the isolation. Reality and perception about that neighborhood have both got to change."

#### **Nia Neighborhood Travel and Job Center**

Frequently, communities struggle to create workforce development systems that are efficient, well-coordinated and offer job-seekers an understandable, individualized path to employment. Too often these efforts fail due to turf protection, funding constraints, failed leadership and inadequate planning. Louisville's Nia Center, scheduled to open officially in November 1997, represents a bold plan to pull together work-related resources in one place, supported by a transportation system designed to get people to where the best employment opportunities are found. Our interviews suggest that there is wide support for this concept of "one-stop" service delivery and confidence that the Nia Center will fill current service gaps and function as a coordinating vehicle. One local government official expressed the view of many: "I think the Nia Center will work. It brings together all the pieces in a coordinated way. As a matter of fact, a lot is riding on it and it had better work."

When established in its 29th Street and Broadway site, the Nia Center will bring the LCDB - Enterprise Center, the Career Resource Center, the Workforce Development Partnership (which includes Career Resources, Inc. and the Empowerment Zone Workforce Skills Academy (WFSA)) and the Neighborhood Travel Center together in one location, adjacent to the Louisville Community Development Bank. Both an SBA Business Information Center and a team from the Office for Economic Development's Minority Business Development Division will also locate outreach offices in the Nia Center.

The intersection of 29th Street and Broadway is one of the Transit Authority of River City's busiest corners, and the addition of new transportation services will increase access to jobs throughout Jefferson County. In addition, The Neighborhood Travel Center, scheduled to open in the spring of

1997, will bring van pools, shuttle service and other innovative transportation solutions to the Enterprise Community.

The "front door" of the Nia Center will be occupied by Career Resources Inc., a "one-stop" career center that will provide assessment, placement, and connections to job training programs. Through an unusually high level of community collaboration, the PIC and others went beyond their well-regarded Job Link strategy and created this comprehensive and integrated one-stop system. Unlike Job Link, which is solely managed by the PIC, CRI has thirteen investors including PIC. It also has a special staff that administers non-JTPA programs funded by the City of Louisville. The Nia Center is planned as one of five full scale sites that CRI will operate in Jefferson and surrounding counties.

Combining features of the most successful national models for workforce development, the Workforce Development Partnership will provide a special \$1 million fund to supplement traditional training dollars to link residents of the Empowerment Zone with skills that lead to well paying employment. Adopting the successful strategy of Project Quest in San Antonio, this Work Force Skills Academy will focus its training on high-skill jobs in targeted industrial sectors, beginning with manufacturing.

CRI is a complex and ambitious undertaking that must obviously serve as the lynch-pin for self-sufficiency efforts in Park DuValle. Whether its as yet untested capacity can fulfill all the promise its progenitors envision will remain an open question until it actually begins to operate.

#### **Jefferson County Public Schools**

The Jefferson County Public School system operates throughout Louisville and the whole of Jefferson County. It is an example of successful racial integration through the use of magnet schools, bussing and other strategies. For the Park DuValle neighborhood, the closest elementary school to the Cotter-Lang site is John F. Kennedy (JFK) Elementary school, a magnet school which uses Montessori techniques from kindergarten to fifth grade. Teachers are specially trained and the program and school are popular and held in high regard.

Although JFK is located adjacent to Cotter-Lang, the students at JFK come from all over the county and only a portion of the JFK students come from the immediate neighborhood. Children in this neighborhood fill out an application for JFK attendance and get in based on space and racial balance. Black students who cannot attend JFK have a choice of the other schools in the cluster.

A little over 800 elementary school students lived in Census Districts 14 and 15 as of January 1997. Nearly all of these students (97%) are African-American. They attend over 40 different elementary schools, with the greatest concentrations at Maupin (124), Kennedy (89), Fairdale (81), Cane Run (68), Coleridge Taylor (59), Smyrna (51), Watson (45) and Medora (44).

Middle school students (285) attend 17 schools with the highest concentrations at Frost (109), Lassiter (40) and Conway (38). At the high school level, 387 students from Census tracts 14 and 15 attend over 25 different schools with major concentrations at Pleasure Ridge Park (77), Waggener

(67), Fairdale (56) and Doss (55).

Due to the structure of the school system, it is difficult to engage parents around education issues. As a school official noted, "The transportation thing is a real problem. It makes it hard to reach kids and get them involved in after-school programs. It also makes getting their parents involved real problematic." Some traditional methods for involving parents, such as PTA's or other parent advisory mechanisms, are frequently thwarted because of distance and lack of transportation.

Beyond the question of parental involvement, which often serves as a point of neighborhood cohesion, the nature of the education system in Jefferson County raises interesting problems in marketing Park DuValle as a mixed-income, family community. Normally, the quality of neighborhood schools is an important factor in the decision-making processes of prospective new tenants or homeowners. Yet, as currently designed, the otherwise successful efforts to create a "managed choice" system could undercut the Park DuValle marketing strategy.

#### **DuValle Education Center**

The Education Center is located in what was originally a middle school. It was reopened and became an education center in June of 1986 under the auspices of the Jefferson County Public Schools. Since its re-constitution as a multi-purpose education and social service center, the Education Center has been a positive force for the community, offering access to services and playing a central role in keeping the community together.

The largest single activity at the Education Center is HeadStart, with approximately 400 students from all over the district being bussed to the site. In addition, at the time of our scan process, there were 50 children enrolled in child care programs although there is a funding capacity for 99, and 22 students were enrolled in adult education. Job training includes a 14-week program with an average of 20 students in clerical, child care training and GED classes. Training is funded with Perkins Vocational education monies.

The presence of the HeadStart supported early childhood education program at the DuValle Education Center provides an extensive array of services for young children and their families who meet the eligibility criteria for families in poverty. The program we know as "Jump Start" includes ten units for four year olds, five units for three year olds and five units for children birth to three. While we did not get definitive numbers on how many of these children or their families actually resided in the Park DuValle neighborhood, it has clearly been an important resource for the Cotter and Lang projects.

At the same time, the Center's day care program, which is licensed for 99 children, is substantially under-subscribed as is (we are told) HAL's Rosemary Cook Center, another licensed day care facility in the area. This seeming incongruity can be traced to several factors including the fact that subsidized day care allows fewer hours of service than HeadStart programs, the desires of many families for more informal child care arrangements, and the requirements for at least partial payment when families opt for day care services.

Community-based programs located in the Center that are not funded by the school district include the Salvation Army's Boys and Girls Club. The site is also the location for Neighborhood Place Ujima.

#### **Parks & Recreation**

The Park DuValle community contains (or is near) three public parks (Russell Lee, Algonquin and Chickasaw) as well as two community recreation centers (Southwick and Harris) which, with improved access, upgraded programming and facilities, could form the nucleus of exciting recreational opportunities for the children and families of Park DuValle.

A number of persons interviewed spoke of the separation and competition, in times past, between Cotter and Lang residents and how the two recreation centers supported this division with each serving one of the projects. The Department of Parks and Recreation is planning to tear down one of the facilities (Harris) and is anxious to expand and upgrade the Southwick facility, so that it may serve all of Park DuValle.

Similarly, while the Cotter-Lang site is relatively close to Algonquin Park, it has been inconvenient for residents to use the park since the nearest entrance was a good distance away. The Parks Department is interested in creating new entry ways to Algonquin that will better integrate the new housing with this considerable resource. Upgrading of sports fields, development of specialized playgrounds and landscaping are also parts of the ambitious plan for using park and recreation space to break down community barriers and add to the attractiveness of the community.

The Parks Department staff is aggressively pursuing opportunities to participate in the Park DuValle transformation effort and should be seen as a resource not only in terms of park and recreation planning but in youth program planning more generally. Good recreation opportunities, solid youth programming and the removal of physical barriers between the Cotter-Lang site and the larger community can be a strong and visible signals of a vibrant neighborhood. "More than anything else," one resident said, "we need things for the young people to do."

## HEALTH AND SOCIAL SERVICE AGENCIES

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### Neighborhood Place Ujima

Neighborhood Place Ujima, with offices at the Park DuValle Education Center, is one of several sites where Louisville's social services agencies are creating regional access centers. The concept of Neighborhood Places grew out of the landmark Kentucky Education Reform Act which created Family and Youth Resource Centers in schools throughout the state. In Jefferson County, leaders took family support practice one step further and created comprehensive family centers to serve as "hubs" for services in eight of the County's most vulnerable neighborhoods.

All of the community's major public agencies—health and human services, mental health, social insurance, child protection, employment, schools, and law enforcement—are represented at the Neighborhood Place. The major strengths of Ujima are its base in the neighborhood and its commitment to implementing family-friendly, streamlined, accessible services. While participant agencies report that much work remains to be done, the Neighborhood Place Ujima is committed to inter-agency coordination, preventative and pro-active services and community partnership. Staff are working to build mechanisms to integrate their efforts more fully and to build trust and better communication. "We have co-location but it can only go so far. We need to focus on *integrating* services to help residents achieve self-sufficiency."

Neighborhood Place Ujima is also a site for the Edna McConnell Clark Foundation sponsored child welfare initiative called Community Partnerships for Protecting Children. This multi-year national initiative will provide focus and technical assistance, as well as \$300,000 per year in grant support to be administered by Jefferson County.

Finally, Neighborhood Place Ujima, along with the Nia Center, are expected to play pivotal roles in the welfare reform activities which (discussed later) will have a profound impact on the residents of Park DuValle. At the time of our interviews, few knew much about the details of welfare reform, but it was, nonetheless, on many people's minds. "Welfare reform puts a whole new spin on these issues," one service provider noted. "We got to find job opportunities and get people ready for work or they'll be out in cold."

In addition to relatively recent special projects, the Park DuValle community has for decades been the site of numerous health, education and social service efforts, targeted to the residents of Cotter-Lang and the community beyond. These institutions make a considerable contribution to the community in terms of services provided and employment opportunities for residents. In a number of instances, however, the Transformation Initiative may be disruptive to the functioning of community agencies, at least initially.

The DuValle Education Center campus covers four city blocks including parking areas, a playground and a ball field. The building itself is over 140,000 square feet and includes 100 classrooms, 22 offices, two gymnasiums, two cafeterias and a large auditorium. While many good ancillary education programs have been introduced into this campus facility, much of it is still under-utilized

and its plant is in need of renovation and upgrading.

**Park DuValle Health Clinic**

Opened in 1967, the Park DuValle Community Health Clinic was one of the first federally-designated community health centers in the area. The clinic's mission is to serve an indigent population who would otherwise have difficulty accessing health care. At present, the Clinic is operating in four locations with about 70 percent of its 80,000 annual visits by 18,000 patients occurring at the Park DuValle facility. The patient population is 30% Medicaid, 12% Medicare, 20% sliding scale, 35% minimum fee of \$8.00 and full pay for the remainder of patients.

The Clinic offers dental, optometry, laboratory, pharmacy, nutrition, and physical therapy services; services for women, infants and children; home visits, health education, family planning and social services; and transportation. It is located in converted Housing Authority property and indirectly supported by the Housing Authority in that it does not pay for space, utilities or maintenance costs. The Clinic is a significant local employer, with at least 75% of its 118 member staff living in the community.

**Community Action Agency**

The Louisville and Jefferson County Community Action Agency (CAA) for Jefferson County has 30 employees and a budget of \$3 million per year. Since its inception in the mid Sixties, there has been a CAA office in Park DuValle. It is currently staffed with one community organizer, two social service aides, and a part-time tutor. Its current focus is on crisis assistance, administering an emergency food program and receiving applications in the fall and winter for the Low Income Home Energy Program. The new leadership of the CAA is eager to increase the Agency's relevance in conjunction with the revitalization process now underway and can be looked to as a potentially valuable resource to support various training and leadership development strategies as they evolve.

Each of the entities whose programs are outlined above perform a valuable function given the high level of poverty that has characterized the neighborhood. Planning to a) re-configure during a time of considerable population reduction and b) consider ways to widen service delivery to meet the needs of a mixed-income community, will be an important role for the governance structure of Park DuValle and the TCB management team to undertake with the affected agencies.



## RECOMMENDATIONS

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The HOPE VI project will supplement the considerable assets already present in Louisville and in the Park DuValle community and help to bind the many projects underway into a well coordinated initiative. We see several specific areas for action and present the following recommendations for discussion:

1. A focus on education as a community theme of “life-long learning” that engages Park DuValle residents in activities that support children and youth in increasing school achievement and adults in enhancing career opportunities;
2. Building a civic infrastructure, including clarification of the HOPE VI project governance structure, establishing clear management structures and developing a neighborhood organization that supports community leaders as they take responsibility for their community;
3. The development of enhanced employment opportunities through the implementation of effective job creation and job development and training strategies for Park DuValle residents;
4. Building on the assets and amenities of the community to enhance quality of life in Park DuValle, through enhancement of cultural and recreational amenities;
5. The development of health and social service resources appropriate to the re-defined needs of Park DuValle as a mixed-income community.

### **1. Education Activities—A Focus on Life-Long Learning**

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A number of the activities either already underway or under consideration for Park DuValle are focused on education. The education theme re-appears in numerous forms: formal classroom education for the children of Park DuValle, as well as enhanced learning opportunities; employment-related training needed by lower income residents to advance economically; the expansion of cultural and recreational activities that will broaden horizons for many; and the “civics lessons” inherent in building a new community with a substantial component of resident self-governance.

In fact, since so much of what is hoped for in the new and revitalized Park DuValle is education-based, it might be well to build on this theme, to use “life-long learning” as a way to describe the spirit of Park DuValle Revitalization and as a way to organize services and activities.

In this section we will briefly outline a number of ideas—some of which are already under discussion in the community—to create positive community activities for residents of all ages.

#### *a. Expanded Public Education Services*

We suggest that the Jefferson County Public Schools work with the Park DuValle

community to explore the possibility of using part of the DuValle Education Center for expanded education programming. For example, in keeping with current concepts of school-to-work, younger children could be introduced to world-of-work (career exploration, career days, etc.) activities through Education Center after-school programs. These school-to-work outreach activities for younger children would be of great significance to the Park DuValle transformation. Once again, this would directly reinforce the notion of self-sufficiency within the community.

We would also see using the Education Center facilities for enhancing the schools system's parent outreach and participation capacity. At present, the family resource coordinators at the various schools that serve large numbers of Park DuValle children have considerable difficulty in engaging the parents and getting them to come to school-based events. We would recommend that on a one-day-a-month trial basis, the family resource coordinators meet at the Education Center to discuss topics that would be of general interest to parents, including how their children are doing in school. In conjunction with such an outreach effort, the Neighborhood Association could establish an education committee that would have the responsibility for working with the coordinators to establish an agenda and outreaching to parents to help assure their participation.

*b. Computer Learning Center*

Across generations and income groups, access to computers for learning, job skills development, consumer information, locating employment and recreation has tremendous appeal. The Louisville Free Public Library currently operates extended services in the Park DuValle neighborhood. It provides a bookmobile to after-school programs, story time for preschool child care and services for participants in GED programs at the DuValle Education Center. The library is interested in expanding its involvement in setting up a center in the Park DuValle community that would have computer work stations. Such a "computer learning center" is seen as a tool for organizing resources that can be used by students for homework, where classes can be held for persons at a variety of skill levels and where the community can access data for projects, grant applications and other needs. This center would be created along the model of a "Televillage," as described by the Kentucky Science and Technology Council, perhaps housed in community-provided space at a "Town Center" location that has tremendous appeal. Such a facility would bring together a number of computer-use programs and activities, ranging from support for school children to support for community planning.

The computers at the center would be programmed for the Public Access Internet and would allow residents to access information on or from books and other publications that they could reserve for pick-up, have faxed to them or request delivery. The library has between \$75,000-\$100,000 a year to contribute towards the project but would require donated space or a designated place in the community.

## 2. Civic Infrastructure

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As previously discussed, the Park DuValle Transformation Initiative is an intricate and difficult undertaking involving tens of millions of dollars, numerous organizations, and a wide range of issues. Even if occurring one at a time, the difficult housing, economic development, service delivery restructuring and community building efforts would be challenging. With all of these activities occurring simultaneously, and with each dependent on the others for success, the organizational demands of the Transformation Initiative are extraordinary.

We see an immediate and continuing need for a clearly identified governance structure to guide the development of the transformed Park DuValle neighborhood across the many areas of concern: housing, economic development, workforce development, health and social services and community building. This governance structure will need to be attentive to all the pieces, to keep the various projects on schedule, to assure that the planning and implementation of the effort keeps faith with the needs of both the long-term and newer residents of the area, and is driven to the extent possible by their views and preferences.

In our discussions with dozens of persons associated with the Park DuValle Initiative, few could identify a central decision-making point and many expressed frustration with what they saw as multiple plans and a dizzying array of boards, committees, task forces and advisory groups. Most believe that there is no single “master plan” which describes what will happen, when it will happen and who will do what. Many are concerned that there are no guiding principles governing the new development and that the new housing that may not be much better, in terms of appearance, density, institutional feel, than that which is being replaced. As one local political leader expressed it, “People need to know what’s going on. They have to know what the pieces if this redevelopment are and how those pieces fit together so they can feel a part of it.” The apparent current lack of a responsive single “voice” to articulate the vision of a transformed Park DuValle shows up in a number of ways:

- Individuals and groups in Louisville have varying visions of the HOPE VI project: what it is intended to do; who it is intended to benefit; what success would mean; and how it is going to work. Most importantly there is an inconsistent picture of what the end result—the transformed neighborhood—will look like and a lack of clarity about the character of that new neighborhood.
- Some, when considering Hope VI, focus on the lowest third of income groups. Consequently, they stress the services necessary to survive while in poverty or while moving out of poverty, including job training, food stamps, HeadStart, etc. Others are focused on attracting the higher income third and are concerned about the physical appearance and “feel” of the neighborhood and the prospect of helping this section of Park DuValle overcome its image of a high crime, troubled, housing project.
- Many appear to be unable to picture the “new neighborhood” as much more than a better public housing project. They think that services must be on site or nearby or residents will

not use them. Yet, in creating this new community, we need to be attentive to the fact that we are attempting to create a "neighborhood" rather than a "project." In naturally occurring neighborhoods, individual residents voluntarily participate in those community activities that interest them and travel freely outside the neighborhood for other services and recreation as their tastes dictate. Not all services are expected to be, or even desired to be, within walking distance.<sup>4</sup>

Thus, it is crucial that a governance structure be created that will convey a clear and consistent vision of the new Park DuValle.

*a. Governing Board: The Park DuValle Policy Board*

The governance entity should not be seen solely as a planning body, although coordination of the many ongoing plans is crucial. Beyond planning there are numerous administrative responsibilities to be undertaken, including contracts to be let; ongoing assessments of community needs; accountability for performance and results; solicitation of additional funding; and management of the complex communication needs of such an effort. This is a difficult set of tasks, indeed.

Our recommendation is that the seven member Park DuValle Policy Board<sup>5</sup>, bolstered by close ongoing ties to a newly created Park DuValle Neighborhood Association (PDNA), to evolve from the existing Park DuValle Neighborhood Advisory Council (PDNAC), function as the official governance entity for the Park DuValle Transformation Initiative. The Governing Board, would, of course, maintain strong ties with other organizations and projects including, but not limited to, the Private Industry Council, Jefferson County Human Services, the Empowerment Zone, the Community Development Bank.

Other Advisory bodies might be created at the discretion of the Governing Board. Possibilities include associations of service providers (West Louisville Community Coalition), business groups, clergy and others with an interest in Park DuValle.

*b. Neighborhood Rights and Responsibilities*

While establishing a governance body which clearly represents the interests of the key stakeholders in the Park DuValle redevelopment is a crucial priority, the creation of a viable community-based decision-making body is also of great importance. We believe that to be successful, Park DuValle residents must assume real responsibility for how their neighborhood evolves and functions and be empowered with authority to fulfill that responsibility. Therefore, there is a need to create a structure that represents resident interests and provides an opportunity for neighborhood leadership to develop and thrive.

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4. When interviewing, it was quite clear that individuals have very different ideas about how close an establishment, e.g. a grocery store, must be to adequately "serve" the community.

5. The Park DuValle Policy Board is made up of the Mayor, two representatives of the community, the Chairperson of the HAL, a member of the Board of Commissioners of HAL, and the President of the Louisville Community Development Bancorp.

The nature of this structure, its legal authority, responsibilities, and limitations must still be explored and agreed upon and there are a number of possibilities. It could be in the form of a government-created Neighborhood Improvement District, or it could be a privately organized non-profit Community Development Corporation, or it could have some other less formal civic association structure. For purposes of this Report, we envision it as most closely resembling the kind of structure that would set ground rules for a planned community and we have called it **The Park DuValle Neighborhood Association (PDNA)**. As one resident put it, "This has got to be a new neighborhood, not a new 'project.' Those who would live here have to behave themselves according to certain community standards. They have to be accountable both to themselves and to their community."

It should be an organization made up *exclusively* of residents of the Park DuValle neighborhood, who will pay membership dues and have voting rights. The PDNA would:

- participate in the establishment of rules and requirements for residency and be involved in screening applicants;
- set standards and oversee enforcement of community regulations such as property appearance, noise limitations, parking, etc.;
- elect officers to fill the two "resident seats" on the Governing Board;
- sponsor community events and support public safety activities;
- advise the Governing Board on all matters of community interest; and
- undertake other projects determined to be in the interest of the community.

The Park DuValle residents currently involved in the Park DuValle Neighborhood Advisory Council (PDNAC) established by HAL should form the nucleus of the new Association. But care should be taken to assure that other established resident groups are blended with it and to build on already existing community associations such as COP, the Community Council attached to Neighborhood Place, existing Civic Associations and others. Further, the Association must not be seen as the creature of HAL or any other government entity. Rather, it should be structured as an independent body with clearly defined decision-making responsibility and authority.

### *c. Management*

In addition, the governance structure needs to be consistently staffed by individuals or an organization with unusual credentials. Staff will work on behalf of the new Governing Board and in support of the PDNA to manage the implementation of the Transformation Initiative, to assure coordination with related efforts, and to secure and leverage resources. Because of its responsibility as the developer and its experience in working with communities in developing local leadership and programming strategies, we believe that TCB is ideally suited to play this staff role. Staffing to the governance board will require:

- the experience to frame issues for the Board;
- the experience and skills necessary to work in partnership with the community;
- the creativity needed to design new approaches or adapt the experience of others to

- local needs;
- the skill to negotiate on behalf of the Board, to leverage HOPE VI dollars to secure other funding, and to develop cooperative agreements;
- the experience and ability to manage large and complex projects; and,
- the trust of the Board so that the staff may be vested with the authority to implement the plans approved by them.

To provide the staff support for these efforts and to begin immediately the comprehensive planning and implementation effort outlined here, we are recommending that TCB hire, with HOPE VI funding, a Community Building Project Manager and Community Organizer whose roles will include providing support and assistance to the Neighborhood Association as it evolves. (See Next Steps.)

### 3. Employment: Expectations and Opportunities

In order to succeed, the Park DuValle community must have pride in itself and high expectations for its members. Residents of the Park DuValle neighborhood should be expected to be contributing members of the community, including being economically self-sufficient or striving to achieve full self-sufficiency. While the community must recognize, accept, and support the individuals who are unable to work due to age, illness or other circumstances, the culture of the community should be towards expectations of hard work and upward mobility for the vast majority of residents. This transformation will not be easy. One observer noted, "We're working with a generation that never saw a parent get up and go to work; they are going to have to be taught what the world of work is all about."

These expectations are consistent with the aspirations of most low-income families who, with the proper supports and opportunities, would gladly enter the workforce or training or other activities leading to employment. These expectations, which have begun with the first phase of the Transformation Initiative, are also consistent with federal and state welfare system guidelines which will require applicants for public assistance to complete a Transitional Assistance Agreement (TAA) committing to a self sufficiency plan.<sup>6</sup>

We believe that residency at Park DuValle, from the very point of application, must support the concepts of planned activities which, over time, can be expected to lead to self-sufficiency. Further, the employment system must be characterized by balanced and mutual expectations:

- the community, and the agencies therein, will be clear and unequivocal that work toward self-sufficiency is expected;
- the Park DuValle Neighborhood Association, which will be part of the screening process,

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6. Our understanding is that final regulations governing Temporary Assistance for Needy Families (TANF) have not been completed as yet. The February 1997 "Plan for Reforming Welfare In Jefferson County" suggests approaches that are in concert with our recommendations here.

should reinforce this requirement; and

- HOPE VI direct and contracted staff, especially through “Opportunity Advisors” (see below) and its resident service coordinators, will provide the guidance, supports and services that individuals need to successfully achieve self-sufficiency.

*a. Assuring resident access to new community job opportunities*

HOPE VI and associated activities in and around Park DuValle will be creating new and expanded employment and it is vital that 1) these new jobs be available to Park DuValle’s new residents; 2) residents be prepared for these opportunities; and 3) linkages between residents and jobs are made and followed up. Among the employment opportunities are:

- revitalization of the Big A and other commercial development;
- construction-related work on new housing;
- work associated with service delivery developments;
- work in property management, security, etc.; and
- creation of micro-enterprises.

Staff for HOPE VI, working in conjunction with the Community Development Bank and others, must consider incentives (carrots and sticks) to assure priority hiring, supports that are needed, and conditions that can be placed on the use of these funds, e.g. employment targets as a provision of contracts.

*b. Enhancing opportunities with neighborhood employers*

Our discussions with key employers in or adjacent to the Park DuValle neighborhood, leads us to conclude that there are significant opportunities for enhanced working relationships that could lead to employment for residents. Employers readily admit that the disorder and lack of safety in the community has caused them to draw back from community involvement. But they would certainly be willing, at a minimum, to work with the community to discuss their employment possibilities and the potential for prioritizing such opportunities for neighborhood residents who meet entry level criteria (generally a high school education or equivalency for production jobs paying upwards of \$10 per hour plus substantial fringe benefits). Their purchase of needed services from local entrepreneurs is also seen as a distinct possibility. At the same time, they need to be brought into the process of enhancing the community's image and assuring that their own needs, especially in terms of security, are dealt with effectively.

Actively involving employers means formally bringing them into the redevelopment process through a mechanism such as a community based employer advisory committee. Establishing such a committee would encourage an ongoing dialogue and assure that, if training or skills upgrading resources are needed to enhance employment opportunities for neighborhood residents, the Nia Center is available and involved.

*c. Relying on planned or existing workforce development opportunities*

The Louisville community has already devoted substantial resources and attention to the problem of providing access to employment for low-income individuals. As noted earlier, the program activities of Neighborhood Place, the Nia Center, the Park DuValle Education Center and other agencies<sup>7</sup> will form a base of support for residents of Park DuValle. Rather than attempting to reinvent the wheel, we strongly recommend that HOPE VI's primary workforce development role will be to create and support a systematic flow of Park DuValle residents to these needed services and on to employment. We envision Opportunity Advisors as key to this effort which consists of:

- Creating an initial and ongoing expectation that part of the deal in this community is participating in appropriate workforce development activities. High expectations are the norm and are in place from the beginning. It should be noted that the development of these mutual expectations has already begun with Phase One of the HOPE VI project.
- Provide or purchase support services that:
  - ▶ acquaint new residents (as part of the selection process before they move in) with the work orientation and expectations that will be at the new neighborhood;
  - ▶ provide information and referral services to connect residents to the Neighborhood Place and the Nia Center;
  - ▶ assure access to needed training and remedial education services;
  - ▶ provide access to needed supports such as day care, transportation, etc. for those already working or finding jobs for the first time.
- Provide ongoing follow-up services that support, encourage and help residents through the difficult transitions associated with moving to a new community, securing employment, and helping children adjust to new circumstances, etc.

*d. Establishing an effective linkage mechanism*

The February 1997 report of the Jefferson County Welfare to Work Task Force notes that case management is not only the best approach for serving families during the critical 24 month period when they must find work, it may be the *only* effective approach to moving large numbers of welfare recipients into employment. On a smaller scale, at Park DuValle, we agree with this conclusion. However, we would suggest that the implications of the term "case management" sends the wrong message. What must be created, and continually reinforced, is an opportunity system that focuses on mutual obligations—the responsibility of the individual to strive toward self-sufficiency and the obligation of the government and

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<sup>7</sup> The Urban League, CAA and others also have training programs and are important resources. In addition, adult education programs at the Park DuValle education center will be needed for those residents in need of remedial education, GED training, etc.



private sector to provide the reasonably necessary resources to enable individuals to achieve that goal. Therefore, we suggest that this system be labeled an “opportunity system” and those responsible for its implementation be known as “opportunity advisors” rather than case managers.<sup>8</sup>

The proposed plan of the Welfare Task Force suggests a system, in concert with existing plans among involved agencies, to use Neighborhood Place(s) as the outreach and case management vehicles that bring prospective clients to employment hubs such as the Nia Center. We concur with this basic formulation and envision a seamless merger of HOPE VI, PIC and Welfare Reform resources to create an effective and enriched service delivery model.

Discussions are underway, in a number of venues, to develop policies, protocols, procedures and detailed plans for employment-related services in Park DuValle. Park DuValle Transformation Initiative staff, representing the perspective and resources of HOPE VI, need to attend those meetings and work with others to develop the best approaches for the development of this community. A critical question for the Park DuValle community is how to support a focused and expanded welfare-to-work effort in the community, under whose auspices to deploy the previously discussed “opportunity advisors” and how the various organizations involved coordinate their activities.

*e. Fund development of a model for managing welfare-to-work*

At present, although the case management strategy is seen as the key to success in employment transition from “welfare to work,” the County posits that there are not enough resources available to assure sufficient supports for all families. Therefore, initially HOPE VI resources should be used to supplement already existing state, local and private resources, to leverage all available funds, to assure coordination and quality, and to produce an enriched and enhanced service delivery package for Park DuValle residents.

At the same time, because we believe strongly that the approach we are advocating will lead to substantial reductions in welfare costs, we recommend that the State and County welfare officials consider the Park DuValle neighborhood for a demonstration of a managed care/capitated rate pilot program. Such a strategy would require the establishment of agreed upon outcome-based performance standards for all eligible recipients living in or returning to Park DuValle. It would create a limited risk based system whereby a portion of the savings achieved are retained for further program enhancements and new employment initiatives.

#### **4. Neighborhood Assets and Amenities**

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<sup>8</sup> The Louisville Private Industry Council titles staff with similar functions as “career counselors.” We envision the opportunity advisors as supplementing and complementing the work of both the Nia Center and the human services teams at the Neighborhood Place Ujima but not being government employees, as such. We have therefore believe it appropriate that they have a different job title.

The transformation of the Park DuValle neighborhood from a low-income to a mixed-income neighborhood with a vibrant civic life will require changing both the image and the reality of available services and amenities. While many in the neighborhood (of varying incomes) will continue to need the services traditionally provided to low-income residents, i.e. programs and activities designed to help a limited number of individuals overcome difficulties—job training, remedial education, substance abuse treatment, etc.—the community needs to further develop activities or amenities that are for ALL residents and that contribute to the quality of life in the neighborhood and neighborhood cohesiveness—parks, public safety, cultural activities, after-school activities and early childhood services.

HOPE VI resources can and should be used to support and leverage activities that contribute to the quality of life in the neighborhood, that will keep neighborhood youth engaged in productive uses of time and that make Park DuValle a place people want to be. Part of the effort will require examining more closely the existing programs and program space and developing a plan to best make use of that space. (See “Community Service Planning.”) The development and adaptation of some of these resources should be part of the early planning for the Transformation Initiative in order to spur development, attract residents, create momentum and improve the community’s image. Some of these amenities have been described earlier, such as the development of a computer-oriented library/Televillage project; other parts of the plan can and should develop naturally, out of the interests and interactions of new and longer-term residents, under the auspices of the Neighborhood Association, church groups and other community efforts.

We see a number of areas that are important, across income levels, to the quality of life in the community. That these areas are, in fact, concerns across all income levels adds to their importance as opportunities to build community solidarity. Some areas that stand out for us are:

- after-school activities
- child day care availability and quality
- recreational opportunities and
- community cultural opportunities and events.

*a. After-school Activities*

For most communities with significant numbers of families with school age children, after-school activities frequently stand out on the list of neighborhood priorities. In TCB's experience as a housing manager, filling the after-school (and other non-school times) with productive activities is critical to maintaining public safety and a positive community environment. We recommend working in concert with the Jefferson County Public Schools, United Way, Metro Park staff, the Boys and Girls Club program, the DuValle Education Center and other community agencies to produce an "after-school initiative" that is rich in positive youth activities, sports leagues, summer camps, clubs, tutoring and an array of community activities that will contribute to the quality of life, to the community's image and will appeal to prospective residents at all income levels. This effort would be intended to expand the range of positive, supervised activities available in non-school hours, to better coordinate existing programming and to assure that parents, youth and children know about activities and, most importantly, feel pride and ownership in this important part of community life<sup>9</sup>.

*b. Enhancing child care resources*

The presence of the HeadStart supported early childhood education program at the DuValle Education Center provides an extensive array of services for young children and their families who meet the eligibility criteria for families in poverty. The program know as "Jump Start" includes ten units for four year olds, five units for three year olds and five units for children birth to three. While we did not get definitive numbers on how many of these children or their families actually resided in the Park DuValle neighborhood, it has clearly been an important resource for the Cotter and Lang projects.

At the same time, the Center's day care program (which is licensed for 99 children) is substantially under-subscribed as is (we were told) the Rosemary Cook Center, another licensed day care facility in the area. This seeming incongruity can be traced to several factors including the fact that subsidized day care allows fewer hours of service than HeadStart programs, the desires of many families for more informal child care arrangements, and the requirements for at least partial payment when families opt for day care services.

In sum, the child care network that exists in the community, as is true of several other service delivery structures, is currently geared to the needs of a poverty population. If Park DuValle is to achieve its goal of a mixed-income community, this focus will have to be modified. Of course, the needs of the poor should continue to receive attention, but the amenities and services expected by other populations must also be considered. More working families or families looking for work and more employment opportunities in the community will require a greater need for flexible licensed day care services.

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<sup>9</sup> Efforts should be made to bring traditional youth-serving agencies such as Boy Scouts, Girl Scouts, Little League and others into greater presence in Park DuValle.

An enhanced child care capacity has triple social utility. First, it will assure that neighborhood residents are able to take advantage of employment opportunities as they become available. Second, it can provide a quality educational experience for neighborhood children. And finally, it can offer an opportunity for neighborhood entrepreneurship and employment. For example, one of the employers that we talked with raised the possibility of creating a day care center nearby that could be used by its employees, of whom 150 are women. (Day care is one of the options that employees have under the company's fringe benefit account). The City's Economic Development Office has already reached out to assist a minority-owned day care provider in the Empowerment Zone in expanding her operation. Supporting a community entrepreneur in developing a day care center staffed by Park DuValle residents and catering to the needs of those employed in the neighborhood in combination with residents working or looking for work might be an ideal early initiative for the community to consider. At the same time, an effort should be made to reexamine the existing day care capacity to assure that it is user-friendly and serves the needs of the revitalized Park DuValle community.

*c. Expanded and improved park and recreation activities*

The availability of recreational facilities and activities adds to the quality of life of residents and can attract new residents to Park DuValle. The Department of Parks and Recreation, Metro Parks, has developed a plan to complement the vision of the transformed DuValle community and has shared this plan with HAL, but has not yet engaged the community in the plan. It calls for:

- tearing down the Harris Center while expanding and improving the physical plant of the Southwick Center;
- redesigning Russell Park;
- improved access to both Russell Lee and Algonquin Parks from the Park DuValle Neighborhood; and
- improvements to sports fields, bicycle trails and the creation of an adventure playground for younger children.

Coupled with enriched, exciting programming and sufficient, well trained staff, these physical improvements to the Park and Recreation sites in Park DuValle offer real opportunities.

*d. Cultural events, festivals, a small historical museum and other ways to engage residents*

Community events can and should be developed over time, with residents, through their association, taking the lead. With modest support generated in part by dues from the Neighborhood Association, we believe it would be possible to pull together pre-existing community resources and interests and, over time, create a number of events and activities that will make Park DuValle an interesting and exciting place to live. For example, the

DuValle Education Center has a large auditorium which might house a theater group. Community celebrations and fairs might be sponsored by the Neighborhood Association and volunteer activities of church groups might be better advertised and supported.

In a number of interviews we noted ambivalence among residents about the new directions being taken in Park DuValle. While most are glad to see the community move away from its recent history, many are quick to point out that “not everything about Cotter-Lang has been all bad” and that there was a time when Cotter-Lang was a great place to be and to bring up a family. Others will talk about the time when the area was known as Little Africa, a semi-rural, colorful part of Louisville that lacked modern conveniences but was a proud community.

Some suggested that the community needed to get away from its past—even to the point of changing names—while others seemed to want to hold on to the good parts. The history of Cotter-Lang as a progressive event that created safe, decent and sanitary housing with modern appliances, solid construction, plumbing, sewers and sidewalks was no small accomplishment. Lang Homes, we learned, was named for Elsie Ahrens Lang, a Louisville civic leader, and was the first racially integrated public housing project in Louisville. Cotter Homes was named for African American educator Joseph Cotter. Notables such as artist Sam Gilliam, Darryl Griffith of the Utah Jazz and of course Muhammed Ali have a history in or near Park DuValle.

Given this history it might be well to devote a room in a community center to a Park DuValle History Project, to gather newspaper clippings, photographs, etc. and to create an exhibit on Park DuValle that would trace its history over time and describe the vision for the future. Such a project, under the auspices of a historical museum, university or other group (and with the active involvement of the Neighborhood Association) might serve to both celebrate Park DuValle’s past and help move to a new future.

None of these activities, taken alone, will make or break the new Park DuValle, but the cumulative impact of a lot of community engagement activities can be very powerful.

##### **5. Health and Social Services: Reordering Priorities**

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The Park DuValle revitalization effort should focus on health and social services issues in two ways: The first is to assure that the residents of Park DuValle have an effective means of accessing needed health and social services through an **information and referral system** that works. The second is to join with others to **collaboratively plan** the provision of high quality health and social services in the community.

##### *Information and Referral*

In addition to Opportunity Advisors, who will focus primarily on employment and training issues, we recommend Resident Service Coordinator positions to be included in the Property Management

phases of the HOPE VI project. The Community Builders' experience is that residents of all income levels are likely to face a range of challenges and difficulties for which an ongoing service support presence can be an effective intervention. Thus, as the new housing is developed and the area repopulated, staffing should include Resident Service Coordinators<sup>10</sup> who, operating in concert with Property Management, can contribute to the stability of an affordable housing community and dramatically improve the quality of life for all residents.

Resident Service staff can intervene before evictions become necessary and can connect residents with a wide variety of resources to deal with specific problems such as a need for financial counseling, substance abuse issues, parent-child problems, access to health care, etc. Generally speaking, whether in workforce development or in resident services, the role we envision for staff is linking residents to services; advocating for them, and identifying and attempting to fill community needs. The inter-relation between the work of Resident Services staff and agencies located at Neighborhood Place needs to be fully explored and detailed protocols agreed upon.

### *Community Service Planning*

As our earlier day care discussion indicated, there are legitimate concerns about the area being a hub for social services and about the impact this will have on efforts to attract middle-income home buyers as well as working tenants. Park DuValle serves as a central location for poverty population services such as HeadStart, Neighborhood Place Ujima and the Park DuValle Community Health Clinic. These services, while important and worthwhile, strike many observers, including ourselves, as being inconsistent with the image that the community will want to project in the future.

In addition, the current physical appearance of these facilities and their need for refurbishment is, in our viewpoint, a major problem. It is important to note that currently standing at one important entrance to Park DuValle are the 4th Precinct Substation, The Education Center and the Health Clinic. This kind of institutional focus, as a symbol of the area, is hardly one that a mixed-income community would view as appropriate. Some long-standing service providers in the community will need to either relocate as a result of physical reconstruction plans or, at a minimum, reconfigure their services to meet the needs of a changing population.

The future direction and scope of services of the Park DuValle Neighborhood Health Clinic is a prime example of the repositioning planning that should be undertaken. That the Clinic is a valuable indigenous institution and an important provider of services and neighborhood jobs, cannot be disputed. Yet neither its current service mix nor its physical structure are going to be attractive to a more mixed-income population. Furthermore, the revolution in health care, especially the move to mandated managed care for welfare populations, puts the current Clinic funding at risk. Key clinic staff recognize the need to reevaluate their current operations in the light of these changes.

The challenge will be to preserve this important community asset while assisting it in becoming a

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10. HAL staff, called Resident Initiative Coordinators or RIC's, play a similar role.

health resource serving a broader population. Given the movement of major health care providers toward establishing neighborhood-based primary care facilities, this appears to be an effort where collaborative planning would be a worthwhile HOPE VI project. The possibility of the Clinic forming an alliance or network with one of Louisville's premier medical facilities (Jewish Hospital, Alliant Health System, etc.) to achieve this broader service end needs to be explored. The possibility of relocating the current facility as part of the development of the Park DuValle Town Center plan should also be considered in this planning process.

To a lesser extent, the same kind of discussion, planning and decision-making needs to take place around the Neighborhood Place Ujima. While certainly an effectively integrated social service structure for poor families will still be necessary in the new Park DuValle, the caseload of Ujima has now largely been relocated elsewhere in Louisville. The demographics which argued for Neighborhood Place to be at Cotter-Lang will be changing and, for a period of two to three years, the sheer population of the immediate area will be far lower than it used to be.

Further, its centrality and its mix of services, especially its focus on "problem" families, needs to be reexamined. Some activities should be beefed up. For example, the Park DuValle Opportunity Advisors, working in conjunction with out-stationed Nia Center and County welfare reform staff, would be one key component of a reformulated Neighborhood Place. Other services, such as financial assistance, child welfare, and poverty-related health services (already duplicative of the Clinic across the street) may need to be somewhat de-emphasized.

#### *Timetable*

Residents are scheduled to begin moving into the first phase rental units— "The Oaks" —this fall. HAL has indicated that they are prepared to begin screening past Cotter-Lang tenants for possible return. However, during the scan process, we heard several different versions of the criteria that will be used for decision-making in the rent-up process. Clearly there is much to be done quickly to establish the message of the new Park DuValle and get the transformation process off to the right start.

Based on our recommendations in the previous section of this Report, the following outlines depict the priorities we see accomplishing between now and the end of this calendar year, when the second stage of the build-out should be well underway. We have organized these "next steps" in the same four categories: a) Education; b) Civic Infrastructure; c) Employment; d) Neighborhood Assets and Amenities; and e) Health and Social Services.

#### *Budget*

A great many decisions will need to be made before a self-sufficiency budget can be formally established for Park DuValle. To begin the discussion, however, we are setting forth first a budget for the preliminary implementation plan and for the purposes of establishing parameters. This budget can be found in Appendix D. A detailed budget will still have to be more finely tuned and costed out once activities and priorities are agreed to.

In identifying resources for the Park DuValle Transformation Project, planners need to creatively and carefully consider a wide range of sources for revenues at local, state and federal levels. Most importantly, consideration should be given to what other institutions share the goals of the Transformation effort and partnerships sought. Plans to provide work-related services should be thoroughly explored with the public welfare system, for example, with an eye towards pooling both funds and efforts. Similarly, other references in this report such as the public school system, the Private Industry Council, the state Medicaid program, the Edna McConnell Clark Foundation, the Enterprise Community, the Parks Departments, the Library and others all have interests and, in all cases, are engaged in activities at Park DuValle.

Rather than seeing the above (solely) as funding sources, the planners should see them as organizations already committed to doing, or funding, part of the very same neighborhood transformation goals as are embodied in this paper. Working in concert with others, leveraging funds as well as raising funds, is the critical ingredient in spending HOPE VI funds well.

We believe that this leveraging strategy should be one in which existing, or potentially new, resources are used to increase the focus on the new Park DuValle and its residents or to improve the quality of services where program resources are already in place.

The following are examples of this approach:

- **Education and Life Long Learning:** Here HOPE VI funding could be used to develop a financing strategy that began with the increased availability of HeadStart funding through TANF and Title XX, and combined this with private and public Economic Development resources to enhance the quality of existing day care and HeadStart services and create new services where appropriate. From early childhood education, the education funding strategy would move to federal support for School to Work Initiatives administered through the Jefferson County Public Schools. School to Work is an area where substantial resources are already available and funding is likely to increase for age appropriate programs from elementary through high school. Computer-enhanced education services for individuals and families is an area already targeted in the Kentucky Science and Technology Center's Televillage concept. HOPE VI funding could be used not only to leverage these resources but to encourage increased funding for lifelong learning through private resources such as the Annie E. Casey Foundation, the newly created William Gates fund and others.
- ***Employment and Training:*** Substantial funding commitments from a variety of resources are already in place for the Nia Center including the Job Training Partnership Act (JTPA) and Temporary Assistance for Needy Families (TANF) and other federal and state employment, training and remediation funding. It is likely that in the near future there will be a concerted effort at the federal level to consolidate many of these resources in order to enhance state and local workforce development strategies. A comprehensive pilot program that used HOPE VI dollars to create a saturation model for these resources in the Park DuValle community might also be attractive on a demonstration basis to national foundations such as Rockefeller, Mott



and Kellogg.

- *Civic Infrastructure:* Here, a primary source of resources would likely be the Housing Authority's own funding capacity available for Resident Services in public housing projects; Federal HHS community services resources for community organizing would also be a likely funding source. This might be supplemented by technical assistance grants from national community development corporation support organizations such as the Enterprise Foundation, LISC and SEEDCO. Once again, a comprehensive pilot demonstration in community-created self-sufficiency and capacity building could well attract the interest of national foundations such as the Ford Foundation and the Pew Charitable trusts.

In addition to the above examples, the regular budgets of several city and county agencies such as Parks and Recreation, Library, Health and Children's Services can be looked at for enhancing after-school, life long learning and comprehensive case management services. United Way, private corporation, health service provider and insurance resources should also be looked to in appropriate service areas. Once again, in this preliminary document, the final configuration of any given service strategy and the funding sources attached thereto cannot be determined. This remains for the next stage in the development of the HOPE VI program to meet HUD's Revitalization Plan Requirements.

#### **Implementation**

Phase One of the Park DuValle Revitalization Plan Implementation covers the period from June 1997 through June 1998. During this stage of the Plan, The Community Builders (TCB) will have two main objectives: draft and finalize a Community Building Plan for Park DuValle; and recruit, hire, and train a staff of human services professionals for community outreach. TCB has set a spending cap of \$211,500 for this phase of the project, with an additional \$235,000 allowance for additional consultation resources.

TCB's initial focus is on staffing. TCB hired a full-time Project Coordinator for Community Building in September 1997; TCB also anticipates hiring and training staff to help implement the Community Building Plan. Under the guidance of TCB's senior staff, new hires will be introduced to TCB's organizational structure, systems, and philosophy. The goal of this training is to bring together locally-recruited talent—whose knowledge of the Park DuValle neighborhood is essential to designing a successful Community Building Plan—and TCB—whose experience as a CDC has produced efficient systems for handling all phases of development and management.

After the initial planning period is over, TCB will hire a full-time Community Organizer who will be responsible for working with neighborhood residents, institutions and service providers to build civic infrastructure and a part-time administrative support person. TCB also anticipates finalizing the Community Building Plan shortly. Once the Plan is finalized, decisions will be made regarding staff for implementing human service strategies, particularly for employment and family support services for new Park DuValle residents.

In addition to itemizing anticipated costs for Phase One, the draft budget which follows also suggests a number of expenditure areas where we believe HOPE VI funds should be joined with other community resources.

## APPENDIX A: PERSONS INTERVIEWED

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Anderson, Pam *Private Industry Council*  
Austin, Jacqueline *Principal, JFK Montessori Elementary School*  
Beard, Brandon *Director, Rose Mary Cook Child Care*  
Bell, Robbie *Fourth District COPS*  
Bell, Marty *Jefferson County Public Schools*  
Bentley, Denise *Alderwoman*  
Bledsoe, Frances *Park DuValle Service Center*  
Borden, Curtis *Captain, Louisville Police Department*  
Bricking, Dennis *Legal Aid*  
Buckner, Robert *Executive Board of the Empowerment Zone*  
Burse, Kim *President of Louisville Development Bancorp, Inc.*  
Chambers, Rosemary *Director, Head Start of Jefferson County Public Schools*  
Claypool, Lauren *Cane Run Family Resource Coordinator*  
Clingman, Kevin *Executive Director, LCDB-Enterprise Group*  
Coleman, Rev. Louis *First Congregational Methodist Church*  
Cosby, Laken *Cosby Realty*  
Deeb, Janet *FRC of Maupin Elementary School*  
Dohoney, Milton *Assistant Director, Office of Community Services, City of Louisville*  
Downard, Kelly *President, Louisville Community Development Bank*  
Duncan, Andrea *Housing Authority of Louisville*  
Eugene, Georgia *Coordinator, DuValle Education Center*  
Ferrell, Sharon Spaulding *Neighborhood Housing Services of Louisville, Inc.*  
Fields, Kevin *Housing Authority of Louisville*  
Gaines, Jackie *Housing Authority of Louisville*  
Gatz, Carolyn *Mayor's Office, City of Louisville*  
Gazaway, Marshall *Community Oriented Policing*  
Gordon, Marlene *Project Empower*  
Hamilton, Doug *Chief of Police*  
Hardnett, Charles *Metro Parks Department*  
Hawkins, Karen *Community Action Agency*  
Henderson, Harriett *Louisville Free Public Library*  
Howard, Rev. Lily *Brown Temple AME Zion Church*  
Jenkins, Terry *Chesapeake Packaging Co.*  
Johnson, Sylvia *Neighborhood Place Ujima*  
Jones, Richard *Park DuValle Health Clinic*  
Jordon, Eleanor *State Representative*  
Keeling-Lavender, Joy *Police Officer*  
Lawson, Dorothy  
Ledford, Carl *Office for Economic Development*  
Mack-Lutton, Carolyn *Fourth District COPS*  
Mathis, Rhonda

Mattingly, Lisa *Legal Aid*  
Miller, Mike *Principal, Cane Run Elementary School*  
Mims, Margaret *Coordinator, DuValle Learning Center*  
Minnis, Dr. Bernard *Director, Department of Career/Workforce Education*  
Mitchell, Juanita *Housing Authority of Louisville*  
Nelson, Henry *Project Empower*  
O'Neil, Linda  
Pendleton, John *Chesapeake Packaging Co.*  
Rademacher, Susan *Metro Parks Department*  
Rippy, Lynn *Metro Parks Department*  
Schneider, Katie *Director of Jefferson County Human Services*  
Seay, Will *Housing Authority of Louisville*  
Smith, James *West Louisville Community Ministries*  
Starlworth, Debra  
Staton, Diane *FRC of JK and Park DuValle*  
Stewart, Josely *West Louisville Community Ministries*  
Sullivan, Bridgid *Metro Parks Department*  
Talley, Keith *Vice President, Louisville Community Development Bank*  
Thomas, Fran  
Trawick, Jack *Louisville Community Design Center*  
Wales, Julia *Immaculate Heart of Mary Church*  
Williams, Johnsie *Private Industry Council*  
Winburn, Henry *Housing Authority of Louisville*

## APPENDIX B: MATERIALS REVIEWED

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- I. Attendance Report, Jefferson County Public Schools
- II. Empowerment Zone Update
- III. Background Materials provided by City of Louisville, Office of the Mayor
- IV. Mission Statement, Our Vision for Neighborhood Place
- V. Community Support Plan for Young Families at Risk, A Report to the Community, October 1995
- VI. Park DuValle Community Health Center, History and Development
- VII. Quarterly Statistical Report - City of Louisville
- VIII. Draft - Russell Lee Park Conceptual Master Plan - Louisville, Kentucky
- IX. Park DuValle Community Health Center - Draft
- X. Neighborhood Place Ujima at DuValle Education Center
- XI. Louisville Enterprise Community - City by City Report
- XII. Report from Transit Authority of River City
- XIII. Community Partnerships for Protecting Children - Louisville, Kentucky - Reflections on the Planning Period: January 1996 - December, 1996
- XIV. Louisville Youth Alliance - Youth Service Providers Directory
- XV. Workforce Development Partnership Center Report
- XVI. Draft: A Plan for Reforming Welfare in Jefferson County - Jefferson County Welfare to Work Task Force, February, 1997
- XVII. Brochure: Ragged Edge, The Disability Experience in America - Jan/Feb 1997
- XVIII. Evaluation - Project EMPOWER
- XIX. Park DuValle Neighborhood Transformation - An Application for HOPE VI Funding
- XX. Supportive Services/Self-Sufficiency component section of the HOPE VI application submitted to HUD on September 10, 1996
- XXI. Business/Family Partnership Leaflet
- XXII. Empowerment Zone Community Board Minutes
- XXIII. The Private Industry Council of Louisville and Jefferson County - 1995 Annual Report
- XXIV. Mayor Jerry Abramson's State of the City Speech - January 9, 1997
- XXV. The Kentucky Children's Initiative: A Reform Strategy to Improve Outcomes for Children & Families - Implementation Planning Grant Application
- XXVI. Information packet: Louisville Community Development Bank
- XXVII. Louisville Enterprise Community Executive Summary

## APPENDIX C: INTERVIEW PROTOCOL

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The transformation of the Park DuValle neighborhood to a vibrant, stable, mixed-income community with an effective civic infrastructure as envisioned in the HOPE VI application will require a number of planning and implementation steps. The consultants from Human Service Solutions and The Cornerstone Consulting Group will be assisting The Community Builders in developing a planning and implementation timetable for a coordinated self-sufficiency strategy that includes employment and training, education, health care, recreation, case management and other services.

In interviews conducted in January (and perhaps February) the consultants will be meeting with community leaders, key service delivery organizations, residents and other knowledgeable persons to ascertain:

- the community's needs, as perceived by its members and those familiar with its history
- what expectations have developed as a result of the HOPE VI application process
- the current availability of services in the Park DuValle neighborhood
- what plans already exist for expansion or modification of these services
- what initiatives or projects are underway that are consistent with the individual and community development goals expressed in HOPE VI application, and what opportunities for coordinated effort may exist
- what federal, state or local program or policy changes must be taken into account in planning for Park DuValle
- what individuals and organizations can be looked to as potential partners in this effort
- what TCB and the HOPE VI plan can contribute to the community's development

### Interview Protocol

1. *Briefly describing who we are, why we are in Louisville:*
  - in support of TCB
  - to develop a more detailed strategy, including a planning and implementation timetable
  - our thoughts will be made available for reaction in February (vague on dates and process)
  - we need to better understand community, resources, needs, etc.
2. *Who are we talking to*
  - ask the interviewee to self describe in terms of organization, role in HOPE VI, familiarity with the project, etc.
  - if organization representative (agency director, for example) we want to know about the organization—what it does, who it serves, etc. (get brochures, reports, whatever they have/will help in writing stage)

3. *Information on, perception of currently available services in the neighborhood*
  - we are thinking broadly at this point: health, education, social service, recreational, employment
  - since the project has a focus on mixed-income population, it might be interesting to know what kind of “quality of life” resources—parks, schools, churches, restaurants, shopping, movies, etc. —is their public transportation in Louisville? At a background level we ought to try to get a “feel” for the area, as well as the harder data on service availability.
4. *Perception of community needs*
  - The area will be changing—what had been the needs, what will continue to be needed, what will no longer be needed, what will now be needed that wasn’t before
  - Who else thinks so—i.e. is this a personal opinion, a widely held belief, etc
5. *Plans for expansion, modification*
  - what is planned, what is on the drawing board, what is being discussed as regards new services, opportunities in the community; expansion or contraction of existing services, etc.
6. *New or planned initiatives*
  - what that’s going on or is contemplated will have an impact—changes in school system or welfare reform or projects that are underway (thinking more of changes in larger environment that will have an impact in the neighborhood or externally developed projects being launched in the neighborhood—Enterprise Zone, etc.)
7. *Likely impact of government program and policy changes*
  - welfare reform, job training, health care availability, etc.
8. *Major service and resource gaps that are likely to undercut neighborhood self-sufficiency strategies*
  - Given all of the above, what gaps will present the biggest obstacles?
  - What priorities emerge?
  - What will most signal that the effort is serious and on target?
9. *Who else should we talk to, what else should we be aware of, what more can we read?*

## **APPENDIX D: COMMUNITY BUILDING OUTCOMES AND TIMEFRAMES**

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### **First Six Months:**

1. Convene and facilitate community-based strategic planning process to establish and prioritize strategies for community building.
  - Integrate planning for parks improvements, community center and other amenities into overall assets plan.
  - Participate in planning for coordination, enhancements, and long-term management of community amenities/assets, such as swimming pools and recreational facilities, and child care.
  - Develop outcome measures, timelines and benchmarks for implementation.
2. Catalyze facilities management and programming plan for DuValle Education Center, Southwick Community Center and other public buildings.
3. Work with Park DuValle Community Health Center to catalyze strategic planning for its services and its building in the context of the new neighborhood.
  - Hire consultants as needed to further strategic planning and implementation for building and services
4. Participate in planning for Televillage, with conclusions fed into community building strategy, including electronic links to Career Resources, Inc., Business Information Center at Nia Center and Louisville Free Public Library, as well as other features to make Park DuValle competitive environment for working in the information age.
  - Hire consultants as needed for planning and implementation.
5. Develop plan for community-based governance and for governance of community assets, such as recreational facilities.
  - Develop plan for capacity building to achieve community-based governance and purchase capacity-building training.
  - Facilitate evolution of Park DuValle Neighborhood Advisory Group to become neighborhood association.
6. Provide significant early focus on community building implementation in connection with the initial 100 families occupying Chauncey.
  - Participate in defining and implementing selection process and contract for self-sufficiency HAL residents undertake to move into Park DuValle.
  - Working with HAL and Louisville Housing Services and the Nia Center, ensure focused support in workplace preparation and engagement for all Chauncey residents as necessary.
  - Engage with others in planning and implementation for youth activities and youth development programming for Chauncey residents from initial occupancy.
  - Work with Chauncey residents to integrate them into larger neighborhood association and to



ensure active participation in community affairs.

**By end of first year:**

1. Begin implementation of community building strategy, beginning to establish working relationships with participating agencies and to put staff team in place as phased start-up proceeds.
2. Continue development of neighborhood association and community-based governance structure. Sponsor training for capacity building and development.
3. Expand and enhance after-school and youth development programming in partnership with Boys and Girls Club, Metro Parks and others.
4. Recommend child care enhancements.
5. Participate in planning for commercial development and construction-trade job training.
6. As new families move into the neighborhood, make operational strategies for youth development and child care, community amenities and activities, family support and economic opportunities for low- and moderate-income families.
7. Strengthen relationships with educational institutions, including bringing new assets (such as JCC and U of L) into active presence in the neighborhood.
8. Create new schools/community partnerships for the neighborhood and to explore alternatives for improving schools as assets to the neighborhood.
9. Develop partnership with neighborhood leaders, sub-neighborhood level communities within Park DuValle, commercial businesses and employers, agencies and institutions.
  - Bring into revitalization partnership community-based institutions and agencies, such as churches, schools, etc.
  - Organize area employers into advisory group focused on employment opportunities.
  - Work with COPS Advisory Board and 5th District police to build upon positive police/community relations as the neighborhood is revitalized.
  - Identify and develop indigenous neighborhood leadership.
10. Assess effectiveness of existing family support services provided by HAL, Community Action Agency, Neighborhood Place Ujima, DuValle Education Center, Health Center, Office for Economic Development, Career Resources, Inc., Empowerment Zone and community-based organizations, such as Canaan Missionary Baptist Church, to determine how these institutions will participate in implementation of Community Building strategies.

**Proposed Phase One Direct Cost Budget**

**Personnel**

**Salaries**

*See Note 1*

\$75,000

**Fringe Benefits**

\$22,500

**Operating Costs**

*Includes rent, supplies, insurance, telephone, etc.*

\$30,000

**Subtotal Personnel Costs**

\$127,500

**Management/Oversight**

*See Note 2*

\$84,000

**Total Phase One Direct Costs**

**\$211,500**

Phase One Budget

**Budget Notes**

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1. Assumes twelve months of full-time Project Coordinator, nine months of Community Organizer and six months of half-time Administrative Assistant.
2. Assumes ten hours per week of TCB executive staff supervision. Project Coordinator will work under the supervision of and in continuing collaboration with TCB Executive Director Pat Clancy, Deputy Director of Regions Willie Jones, Director of Human Services Heidi Aronin, and the senior staff of the Human Services Division billing at their established hourly rates.

## Proposed Consultation Budget

Because several key elements of the Park DuValle Community Building strategy may require additional consultation resources, an approximate budget and plan for allocating resources should be established in order to expedite completion of strategic planning tasks to the extent that they occur within the first year.

Proposed development costs:

- |    |   |                |
|----|---|----------------|
| A. | Park DuValle Community Health Clinic:<br>(Facility evaluation and improvement planning)   | up to \$30,000 |
| B. | DuValle Education Center facility programming:<br>(Programming plan and plan for improvements to building)  | up to \$50,000 |
| C. | Televillage:  | up to \$10,000 |
| D. | Enhancements for child care services:<br>(Program evaluation of existing child care services;<br>enhancements such as staff training and equipment)               | up to \$40,000 |
| E. | Neighborhood leadership development training:   | up to \$30,000 |
| F. | Resident services:<br>(Design and implement resident support services<br>for low- and moderate-income families, focusing<br>on effective linkages to employment.) | up to \$75,000 |

Expenditures under each of these categories will require separate authority as sub-task orders from HAL.