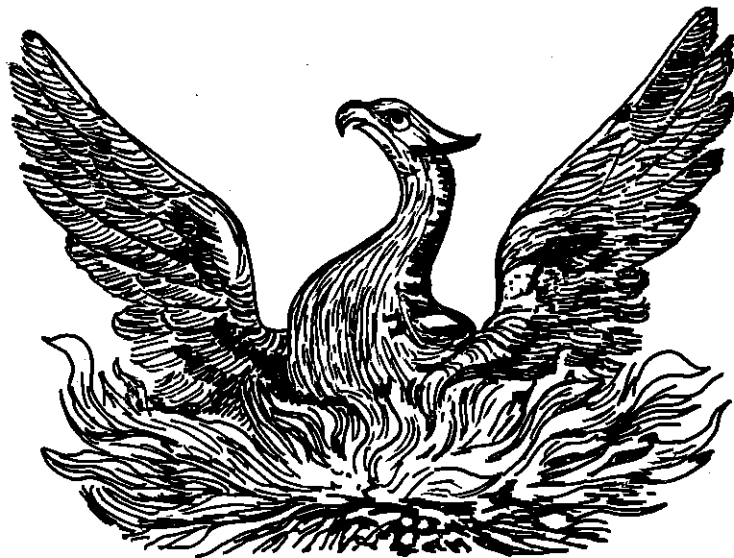


PHOENIX HILL
FEASIBILITY
STUDY
and COMPREHENSIVE
STRATEGY

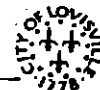


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Associates, inc.
planning consultants
engineering consultants

FEASIBILITY STUDY
and
COMPREHENSIVE STRATEGY
for
PHOENIX HILL

prepared for

THE CITY of LOUISVILLE, KENTUCKY
WILLIAM B. STANSBURY, mayor



COMMUNITY DEVELOPMENT CABINET
WILLIAM B. GATEWOOD, director



**URBAN RENEWAL and COMMUNITY
DEVELOPMENT AGENCY**
ROBERT T. WETTENGEL II, executive director



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MEMPHIS, TENNESSEE 38131

January 31, 1980

Urban Renewal and Community
Development Agency
400 South Sixth Street
Louisville, KY 40202

Attn: Mr. Robert Wettengel, II

RE: Job No. 4130
Phoenix Hill
Louisville, Kentucky

Gentlemen:

We are pleased to present herewith a report on the "Feasibility Study and Comprehensive Strategy for Phoenix Hill". On December 14, 1979, the "Draft Environmental Impact Statement" (DEIS) was submitted to you and it has been published and circulated. These two elements are completed in accord with Phases I and II of our contract, dated 1 October, 1978. The remaining part of the original contract, Phase III, "Development Plan and Documentation" will be completed and submitted in February, 1980.

Utilizing a carefully developed process of citizen participation linked with contributions by your staff, the Community Development Cabinet and other City, State and Federal Departments, we have successfully developed a plan and strategy which meets the overriding basic goal: "Upgrade social, economic and living conditions of residents; expand and improve business growth by economic incentives; and benefit the public welfare of the Community of Louisville as a whole." The plan and strategy can be implemented, we feel, by an inevitable marriage between government, citizens and businesses of the area, financial institutions, and home builders who have been pursuing a courtship during the planning process.

Revitalization of Phoenix Hill will represent a magnificent undertaking. The area contains 334 acres, 58 city blocks, 944 major structures, a population of over 5,000 and about 2,200 dwelling units of which over 700 (712) are privately owned and over 1,400 (1,492) are public housing units.

Socio-economic aspects are unique. Some 24.5% of the 2,202 households are occupied by Whites and 75.5% by Blacks. Excluding the public housing units, only 36.0% of the dwelling units are owner-occupied; the balance are rental units. About 38% (1,946) of the population are children and 75% of these children live in the Clarksdale public housing development. Elderly people (62 years and over) comprise 23.4% of the over 5,000 population in Phoenix Hill. Some 84.6% of the heads of households are unemployed, a staggering percentage even

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President

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though many of the heads of households are elderly with fixed and limited incomes. About 71.3% of the residents classified in the employment force are "laborers". The overall median annual income is only \$3,391 per household and it rises only to \$3,776 after public housing units are excluded from the statistics. Surprisingly, there is an average of only 2.9 persons per dwelling unit but this is misleading because of the high percentage of elderly.

Under the Kentucky Revised Statutes, Chapter 99, our studies have clearly shown that the area is a "...blighted, deteriorated, deteriorating area" and could in fact qualify as a "slum". However, by unusually close cooperation with the Phoenix Hill Task Force, a thorough, factual and objective analysis of existing conditions in relationship to the basic goal, the paramount thrust of the revitalization plan is rehabilitation. Out of 940 structures, 79.1% (734) will be rehabilitated and only 21.9% (206) will be acquired and demolished; 11.7% or 109 of the structures are substandard to a degree requiring clearance. Only 97 structures will be acquired and demolished just to accomplish public improvements or planning objectives. The ratio of rehabilitation and clearance is consistent with statements made before the Task Force at our first presentation of existing data on conditions of structures. Displacement of people will be held to a minimum.

The worst conditions of blight to the extent requiring clearance are concentrated in an area bounded generally by Clay Street on the west, Muhammad Ali on the north, and Chestnut Street on both the south and east (the street changes directions). This is identified in the report as the "Park Area" and it must be substantially cleared and rebuilt. Fortunately, because of its relationship to the entire area, and particularly to The Cloister, St. Johns Church and the Clarksdale housing development, it offers opportunities which will favorably impact most of the entire area. A central park area of 7 acres will be developed. The southern part of the park is adjacent to The Cloister and will be developed in a manner similar to Jackson Square in New Orleans, to emphasize and expand upon the concept of development and activities in the vicinity of the Cloister. The northern part of the park is adjacent to Clarksdale where a large number of children live. It will be developed for active recreational activities which will alleviate juvenile delinquency which now exists in the area. Heavy, through traffic will be diverted from the residential core to be developed in Park Area. Muhammad Ali will be modified to serve as a minor street (by changing traffic patterns) for just a distance of about 2,000 feet from Clay Street to East Chestnut (it will continue to serve as an arterial, however, from Clay Street westward into the downtown area). The Park Area development will come first in the sequence, along with Clarksdale.

Clarksdale is to be extensively renovated to give it more of a residential rather than project character. Eight unused fire courts will be utilized for recreation purposes, tot lots will be developed, and landscaping will be done to give the living units an appearance of individual units rather than mass of regimented units.

Extensive development in the Park Area and in Clarksdale first is expected to promote economic development in the balance of Phoenix Hill ---- sound, new development "spreads" to other areas just like blight spreads!

Costs in the project total just over \$40 million. Activities include acquisition and clearance, rehabilitation, relocation costs, and street improvements. These latter street improvements will upgrade the environment aesthetically as well as improve drainage conditions during periods of heavy storms. Of the \$40 million, rehabilitation runs over \$24 million. The initial phase to be developed, identified in the plan as the "Park Area", will cost about \$9.3 million and Clarksdale, to be developed simultaneously will cost almost \$15 million. Income from property to be sold in the total area is estimated at about \$2.5 million. Alternative financing resources are outlined in the report.

This, along with the companion reports represents what we believe to be a truly special effort of collaboration among the various forces involved in the study. It is generally unwise to give special credit to any single group in an effort such as this; however, in this case we believe it is appropriate to recognize the unselfish work of the Phoenix Hill Task Force in its tremendously successful efforts of gathering and evaluating input from citizens of Phoenix Hill and other nearby areas. We also appreciate the special attention received from the Housing and Community Development Committee of the Board of Alderman.

Respectfully submitted,

William T. Colloredo, AICP

WTC/mr

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PURPOSE AND OBJECTIVES

FEASIBILITY SURVEY

The Feasibility Survey for Phoenix Hill has been prepared to answer certain questions related to: eligibility of the redevelopment activities under applicable laws and to determine physical and financial feasibility of undertaking a redevelopment program.

Specifically, this survey has been designed to answer the following questions:

1. Is the area eligible as an Urban Renewal Area under Kentucky Revised Statutes, Chapter 99, Urban Renewal and Redevelopment?
2. What properties in general, must be acquired in the Study Area in order to accomplish sound redevelopment objectives?
3. What structures in the Study Area are suitable for Rehabilitation and Conservation treatment?
4. What are the Relocation needs and resources which may reasonably be anticipated to be needed to carry out a redevelopment project?
5. Are the basic street and utility systems adequate to support the type of public and private reuses contemplated?
6. What are the probable gross and net project costs and financing alternatives to be pursued in financing project improvements?

COMPREHENSIVE STRATEGY

The Comprehensive Strategy for Phoenix Hill has been prepared to comply with 570.301 (b) and (c) of Sub-part D, Entitlement Grants, of the Rules and Regulations for Community Development Block Grants (CDBG). The development of a Comprehensive
CAI 4130 I-1 1/21/80

Strategy is required for each area designated as a Neighborhood Strategy Area under the CDBG program.

The Comprehensive Strategy will include the development of an overall land use plan for the Phoenix Hill Area and be sufficiently complete to:

1. Provide for a combination of: Physical improvements; necessary public facilities and services; housing programs; private investment; and citizen self help activities appropriate to the needs of the area.
2. Coordinate public and private development efforts.
3. Provide for sufficient resources to produce substantial long-term improvements in the area within a reasonable period of time.

METHODOLOGY

The Feasibility Survey has been continually and actively underway since February, 1979. During that time there have been numerous meetings involving the Consultant, Phoenix Hill Task Force and Association, and professional staffs of various city departments - Urban Renewal and Community Development Agency, Community Development Cabinet, Louisville and Jefferson County Planning Commission, City Traffic Engineering Department, and Housing Authority. The principal purpose of these meetings was to present and discuss the facts and findings - survey results, land use plan alternatives, financing and to coordinate the direction of the survey with various Study Area interest groups' objectives and goals for overall social improvement, economic and physical growth of the neighborhood. The study, therefore, represents a consolidation of findings and recommendations concurred on through the Consultant, the Task Force and the professional staffs of various city agencies.

At the onset of the study, a Phoenix Hill Task Force was established and made up of various groups with an interest in the redevelopment of the area. Composition of the Task Force consisted of voting advisors representing residential homeowners and renters, public housing, businesses, landlords, and Churches. Nonvoting advisors included University of Louisville Medical School, the Medical Center, Home Builders Association, City of Louisville agencies - Urban Renewal and Community Development Agency, Community Development Cabinet, Housing Authority, Parks and Recreation, Building Department, the Phoenix Hill Association, Task Force Coordinator, Economic Development, Neighborhood Development, Urban Alternatives, HUD and Board of Alderman - Housing and Community Development Committee. The purpose of the Task Force was to be able to obtain citizen input during the planning process with the objective of arriving at a plan which would be supported by the neighborhood residents.

Field survey work to determine existing land use, condition of structure data, and existing utility data was conducted February through March. On March 22, presentations were made to the Task Force involving structural, land use, and environmental data. Results of the surveys, findings from the Consultants' analysis of the surveys and goals and objectives of the study were reviewed with the Task Force. From April 15 - May 18 a Family Survey was conducted by a Project Area Resident Survey Team to obtain family data on residents of the survey area.

On April 19, Land Use Concepts A and B were presented and discussed with the Task Force. Additional refinements were then made to the plan concepts based on input from Task Force meetings which resulted in the formation of Land Use Plan Concepts C and C-1. Further, meetings were held with the Task Force on May 15 and June 4 to discuss the plan concepts (See Exhibits for Land Use Plan

Concepts A, B, C, and C-1 in Section IV). During the months of May and June the Task Force reviewed the concepts with various interest groups within the neighborhood, residents, businesses, churches; neighborhood needs and priorities were established and on July 2 the Task Force recommended approval of Land Use Plan Concept C-1 with modifications pertaining to traffic flow. During this period maps of all the plan concepts and survey data were displayed at the Jefferson Street Chapel in Phoenix Hill. The period following July 2 involved further review, discussion and refining Land Use Plan Concept C-1 with various city agencies, Task Force and Phoenix Hill Association members. This review and refinement resulted in some minor land use changes and significant changes in the north-south traffic movements which were reflected in the Land Use Plan dated January 4, 1980. This plan was reviewed with the Board of Aldermen - Housing and Community Development Committee, Phoenix Hill Task Force and many other interested agencies on January 8, 1980. This recommended Land Use Plan is further discussed in Section IV. Additional studies pertaining to cost estimates, relocation needs, and financing alternatives were then developed based on the Land Use Plan. Results of these studies are discussed in the following sections.

LOCATION

Phoenix Hill has occupied a very prominent position (past and present) within the City of Louisville, Kentucky. As shown on Exhibit A, Phoenix Hill is located in the heart of the City immediately adjacent to and east of Downtown Louisville and the Medical Center, major employment areas employing approximately 55,000 persons.

Phoenix Hill was founded during the period from 1847 to 1867 as a predominantly German community. Its boundaries included the tree-topped Phoenix Hill bounded by Rubel, Hull, Barrett, and Baxter Streets which offered an impressive view of Downtown Louisville, and contained a park and later a brewery which was the core of social and political events of the City (See Page II-2A for typical structures in the area).

For purposes of the study, the Phoenix Hill boundaries include the area bounded by East Main Street on the north, Baxter and Beargrass Creek on the east (excluding the area originally known as Phoenix Hill east of Beargrass Creek), East Broadway on the south and South Preston on the west.

CHARACTERISTICSSIZE

The Feasibility Survey Area contains 334 acres and covers some 58 city blocks. There are 944 major structures in the Survey Area. Based on statistics obtained from a sample Family Survey conducted in the Survey Area April 16 - May 18, 1979, it is estimated that there is a population of just over 5,000 persons (5,088) and 2,202 residential units which include 1,490 units in public housing, Dosker

Manor and Clarksdale, and 712 units in remaining residential areas. Most of the 712 non-public housing units are located in an area bounded by South Shelby, East Jefferson, Baxter, East Chestnut, and East Gray Streets.

PEOPLE

A description of the people who reside in Phoenix Hill is summarized below based on the Family Survey conducted in the area in April - May, 1979.

1. Population Composition

2,202	43%	Head of Households
1,946	38.2%	Children
940	18.5%	Adult Family Composition (Over 18 and not head of household)

5,088		Total Population

2. Marital Status

Married	500	22.7%
Single, Divorced, or Widowed	1,702	77.3%

3. Population by Race (Head of Households)

White	539	24.5%
Black	1,663	75.5%

4. Residential Status

Owner	231	10.5%	(36% Excluding Clarksdale/Dosker Manor)
Tenant	1971	89.5%	(64% " " " ")

5. Children in Family

Under 10	1,201	61.7%
Over 10	<u>745</u>	38.3%
Total	1,946*	

*Approximately 75% of this total, or 1,460 Children live in Clarksdale
 964 (66% under 10 years old)
 496 (34% over 10 years old)

6. Elderly (over 62)

Total - 1,191 23.4% of total population

7. Handicapped (Disabled)
Total - 153 2.0% of total population

8. Occupation (Head of Household)

Unemployed	1,863	84.6%
Employed	339	15.4%

9. Employment Classification

Domestic	64	18.9%
Self	21	6.3%
Government	9	2.8%
Laborer	242	71.3%
Professional	3	.7%

10. Church Affiliation

Baptist	1,101	50.0%
Methodist	88	4.0%
Catholic	159	7.2%
Other	145	6.6%
None/No Reply	709	32.2%

11. Median Income Levels

\$3,391 overall
\$3,776 for residents excluding Clarksdale, Dosker Manor

12. Average persons per Unit

2.9 persons per unit (excludes Dosker Manor units)

EXISTING LAND USE (SEE EXHIBIT B)

Phoenix Hill is a multi-use area which can be divided into five distinct areas of use: Area I contains a predominance of commercial uses with some scattered residential including some residential units above stores in a fourteen block area bounded by East Main Street on the north, Baxter Avenue on the east, East Jefferson Street on the south and Preston Street on the west; Area II, an eight block residential area containing Dosker Manor and Clarksdale Public Housing Complexes bounded by East Jefferson, South Shelby, Muhammad Ali Boulevard and South Preston Streets. Area III includes the Louisville Medical Center generally bounded by Muhammad Ali Boulevard, South Clay, East Broadway and South Preston. Area IV

is a residential area with some neighborhood commercial uses generally bounded by South Clay, Muhammad Ali Boulevard to East Shelby, East Liberty and East Chestnut; and Area V, a commercial-industrial area between East Gray and East Broadway and East Chestnut to Beargrass Creek and the L & N Railroad.

There are several existing land uses within the Survey Area which have played an important role in the Phoenix Hill Community. The Cloister, a shopping and restaurant complex is located at the southeast corner of Shelby and Chestnut Streets. Adjacent to the Cloister are several artists' workshops and galleries thereby providing this particular vicinity of Phoenix Hill with a developing new identity.

Phoenix Hill is influenced by churches with twenty-two churches located in the Survey Area. Significant in terms of being the social centers of the neighborhood, several of the churches are focal points within the neighborhood including St. Martins, St. Boniface, St. Johns, Green Street Baptist Church and Cable Baptist Church.

The area also contains an elementary school, Lincoln Elementary, located at the southwest corner of East Main Street and South Wenzel Street. The area contains one park, East Louisville Park, located within the Clarksdale Public Housing on East Liberty Street between South Hancock and South Clay Streets.

MAJOR STREETS.

The Study Area is easily accessible to all sections of Louisville by a number of arterials and collectors. From the east and west, the area contains seven arterials and from the south, the area contains two arterials and two collectors as defined in the Louisville Major Street Plan.

The east-west arterials include East Main Street, East Market Street, East Jefferson Street, East Liberty Street, Muhammad Ali Boulevard, East Chestnut Street, and East Broadway Street. The east-west arterials link downtown Louisville with Bardstown Road and Lexington Road serving East Louisville and Jefferson County.

The north-south arterials include South Preston and South Jackson linking central Louisville with the Medical Center. The north-south arterials terminate at East Main Street. The north-south collectors include South Shelby and South Campbell both of which are designated State Routes. They link Main Street, the termination point of the State Route designation, with areas of South Louisville by way of Preston Highway and Poplar Level Road.

Studies in this section of the report are intended to explore and investigate the Survey Area's particular problems and potentials in order to provide a sound basis for determining specific answers to the individual questions being considered by this Study.

ELIGIBILITY CONSIDERATIONS

EXISTING LAND USE (SEE EXHIBIT B)

The first step in collecting and analyzing data reflecting upon eligibility and land acquisition considerations is to make an inventory of existing land uses in the 334.5 acre Survey Area. This information was gathered from an existing land use survey conducted by the Consultant in February-March, 1979, and also through the use of aerial photographs. For the purposes of this survey, land uses were broken into thirteen categories.

A general description of the present pattern of land use was presented in the previous section of this report and is illustrated as Exhibit B. The following is a quantitative analysis of existing land uses within the Survey Area:

PHOENIX HILL EXISTING LAND USE

	<u>ACRES</u>	<u>% OF TOTAL</u>
Residential-Single Family	22.1	6.6%
Residential-Two Family	6.3	1.9
Residential-Multiple Family	35.7	10.7
Commercial	64.4	19.2
Industrial	15.0	4.5
Public	10.3	3.1
Semi-Public	9.9	3.0
Utilities	.5	.1
Louisville Medical Center	14.1	4.2
Parking	21.7	6.5
Vacant Floor (Structures)	7.7	2.3
Vacant Land	25.6	7.7
Streets, Alleys & Rights-of-Way	<u>101.2</u>	<u>30.2</u>
TOTAL	334.5	100.0%

As shown on Exhibit B, there are considerable areas where vacant land and vacant floor area (structures) exist. Exhibit C illustrates the percentage of vacant land parcels by block. Blocks are delineated where 20% or more of the parcels in the block are vacant.

CONDITION OF STRUCTURES (See Exhibit D)

The next step in the determination of the effect of land acquisition on the feasibility of undertaking a redevelopment program involved determining what properties in the survey area should be acquired if redevelopment objectives are to be achieved. Two of the six questions posed by this Feasibility Survey are concerned with physical condition and rehabilitation potential of structures in the survey area.

Surveys of the physical conditions of individual structures were conducted by the Consultant from February 12 through March 2, 1979, and April 4 through 7, 1979. The survey consisted of a field examination of all structures in the survey area. Information gathered in this survey was put into map form together with the criteria for classification of structures and are illustrated on Exhibit D, Condition of Structures Map.

Criteria for classifying structural conditions were carefully outlined by definitions which were compiled prior to and then applied during the field survey. Definitions applied during the survey follow:

STANDARD A: Structure is sound in all respects -- in an excellent state of repair.

STANDARD B: Structure is sound -- in need of only limited minor repairs, has no defects or only slight defects which are normally corrected during the course of regular maintenance (Such as: lack of paint; slight damage to porch or steps; small cracks in wall or chimney; broken gutters or downspouts; slight wear on floor or door sills).

SUBSTANDARD I: Structure is deteriorating --- in need of extensive minor repairs, more repairs than would be provided during the course of regular maintenance; one or more defects and/or deficiencies of an intermediate nature which may or may not be economically feasible to undertake as a whole (Such as: shaky or unsafe porch steps; holes, open cracks or missing material over a small area of the walls or roof; rotting window sills or frames), but not containing an apparent number of defects and/or deficiencies to justify clearance on just the condition of the structure.

SUBSTANDARD II-A: Structure is dilapidated --- it contains a combination of defects and/or deficiencies in structural and non-structural elements of total significance and to an extent requiring clearance. Such defects and deficiencies being to the extent that the structure will not meet criteria for the classification of Substandard I.

SUBSTANDARD II-B: Structure is dilapidated --- in need of major repairs of a structural type: has at least two major defects (Such as: holes, open cracks or missing materials over a large area of the walls, roof or other parts of the structure; sagging floor, walls or roof; damage by storm or fire) to a degree requiring clearance.

An analysis of the condition of structure survey is summarized below.

	STANDARD A	STANDARD B	SUBSTANDARD I	SUBSTANDARD II-A	SUBSTANDARD II-B	TOTAL	PERCENT
Residential	22	263	205	75	14	579	62%
Non-Residential	96	118	78	13	6	311	33%
Mixed-Use	4	18	26	1	1	50	5%
TOTAL	122	399	309	89	21	940	100%
PERCENTAGE OF TOTAL	13.0%	42.4%	32.9%	9.5%	2.2%	100%	

Applicability to State Law

Section 99.520 of the Kentucky Revised Statutes, Legislative finding and policy for KRS 99.520 to 99.590, states as follows:

"It is hereby found and declared that (1) there exist in communities of the state slum blighted and deteriorated areas . . . "

Subsection 99.550 further states that the words "slum area" and the words "blighted area" shall mean "blighted, deteriorated, or deteriorating area", (underlining added) when used in conjunction with Urban Renewal Projects.

Blighted, Deteriorated, and Deteriorating

An Urban Renewal Area is characterized as blighted, deteriorated, and deteriorating. This means that the area could be suffering from either a condition or conditions of blight, deterioration of buildings and conditions, or be in the process of deteriorating to a substandard condition.

Section "99.020 Declaration of necessity for and purpose of KRS 99.010 to 99.310" lists specific conditions of "substandard or insanitary areas" which are applicable to "deteriorated or deteriorating areas". The entire section is quoted below and those applicable portions have been underlined.

99.020 Declaration of necessity for and purpose of KRS 99.010 to 99.310:

"It is hereby declared that in cities of the first and second class substandard and insanitary areas exist which have resulted from inadequate planning, excessive land coverage, lack of proper light, air, and open space, defective design and arrangement of buildings, lack of proper sanitary facilities, and the existence of buildings, which, by reason of age, obsolescence, inadequate or outmoded design, or physical deterioration, have become economic or social liabilities, or both; that such conditions are prevalent in areas where substandard, insanitary, outworn or outmoded industrial, commercial or residential buildings prevail, and are conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, crime and poverty; that such conditions impair the economic value of large areas, infecting them with economic blight and that such areas are characterized by depreciated values, impaired investments, and reduced capacity to pay taxes; that such conditions are chiefly in areas which are so subdivided into small parcels in divided ownerships and frequently with defective titles, that their assembly for purposes of clearance, replanning, rehabilitation and reconstruction is difficult and costly; that the existence of such conditions and the failure to clear, replan, rehabilitate or reconstruct these areas result in a loss of population by the areas and further deterioration, accompanied by added costs to the communities for creation of new public facilities and services elsewhere; that it is difficult and uneconomic for individual owners independently to undertake to remedy such conditions; that it is desirable to encourage owners of property or holders of claims thereon in such areas to join together, with or without other persons, or other persons to join together, in corporate groups, for the purpose of the clearance,

replanning, rehabilitation and reconstruction of such areas by joint action; that it is necessary to create, with proper safeguards, inducements and opportunities for the employment of private investment and equity capital in the clearance, replanning, rehabilitation and reconstruction of such areas; that such conditions require the employment of such capital on an investment rather than a speculative basis, allowing, however, the widest latitude in the amortization of any indebtedness created thereby, that such conditions further require the acquisition at fair prices of adequate areas, the gradual clearance of such areas through demolition of existing obsolete, inadequate, unsafe and insanitary buildings and the redevelopment of such areas under proper supervision with appropriate planning, land use and construction policies; that the clearance, replanning, rehabilitation and reconstruction of such areas on a large scale basis are necessary for the public welfare; that the clearance, replanning, reconstruction and rehabilitation of such areas are public uses and purposes for which private property may be acquired; that such substandard and insanitary areas constitute a menace to the health, safety, morals, welfare and reasonable comfort of the citizens of such cities and the state; that such conditions require the creation of the agencies, instrumentalities and corporations hereinafter described, for the purpose of attaining the ends herein recited; that the protection and promotion of the health, safety, welfare and reasonable comfort of the citizens of such cities and the state are matters of public concern; and the necessity in the public interest for the provisions hereinafter enacted is hereby declared as a matter of legislative determination."

The following information has been developed to support the applicability of the Phoenix Hill Area to the sub-sections underlined above. They are presented in the order in which they appear in the quote to avoid confusion.

(1) "substandard and insanitary areas exist which have resulted from . . . lack . . . open space,"

The Phoenix Hill Area is characterized by a general lack of open space. There is only 10.3 acres of land devoted to public use in the entire 334.5 acre area. Standards from the Urban Planning and Design Criteria by Joseph De Chiarc and Lee Koppelman call for 8.5 acres of playgrounds, neighborhood parks, playfields, and Community Parks per 1,000 population. When this criteria is applied to the 5,000 residents in the area, a total of 42.5 acres of park space is needed. Less than one-fourth of this type of space is presently available. It should also be pointed out that there are almost 2000 (1946) persons in the area under 18 years old. Ten acres of public space cannot serve 2000 children.

(2) "the existence of buildings, which, by reason of . . . physical deterioration, have become economic or social liabilities, or both;"

There are a total of 940 structures in the area, 818 or 87% of which have defects and/or deficiencies. Substandard structures amount to 419 or 44.6% of the 940 structures in the area. One hundred and ten structures are substandard to a degree requiring clearance.

Exhibit E delineates those blocks that contain from 1 to 49% substandard structures and blocks with over 50% substandard structures. In addition, the actual percentage of substandard structures in each block has been delineated.

It is clear that this area is not a slum which is defined in KRS99 as having a predominance of buildings which are unsafe or unfit to occupy. However, it is obvious that portions of the area are deteriorated and other portions are in the process of deteriorating to substandard conditions. Further, it is clear that unless this deterioration can be halted and reversed, the blight will expand and grow into areas which are presently in good condition.

A study of Exhibit E reveals that a six block area between Preston and Jackson from Main to Market contains no substandard structures. This area is included in the East Downtown Urban Renewal Area and was completely redeveloped. This area would not be eligible to include in a future Urban Renewal Area since it is not blighted, deteriorated or dilapidated.

If this area was removed from the study area, there would be a total of 919 structures in the area with 419 or 45.6% being substandard. A total of 816 or 88.8% of the structures contain deficiencies.

(3) "that such conditions are prevalent in areas where substandard, insanitary, outworn or outmoded, industrial, commercial or residential buildings prevail. . ."

There are 579 residential structures in the study area. Of this total, 557 or 96.2% are deficient, and 294 or 50.8% are substandard.

There are 361 non-residential structures in the study area. Of this total

261 or 72.3% contain defects and/or deficiencies and 125 or 34.6% are substandard.

(4) "that such conditions. . . are conducive to . . . crime and poverty"

Phoenix Hill is located in Census Tracts 59 and 60, and covers most of Census Tract 57. An analysis of the City of Louisville Police Department crime statistics for 1978 show that Phoenix Hill is a high crime area. In 1978 there were 716 major crimes in the area. Breaking and entering and larceny accounted for 598 or 83.5% of these crimes.

There were a total of 7,111 major crimes reported in Louisville in 1978. Of that total, 716 or 10.1% of these major crimes were committed in the Phoenix Hill Area. The Phoenix Hill Area contains 334.5 acres, or 1.6% of the total area in the City of Louisville. Ten percent of all major crimes in Louisville are committed in Phoenix Hill which amounts to less than 2% of the land area in the city, and less than 1% of the population of the City.

(5) "that such conditions are chiefly in areas which are so subdivided into small parcels in divided ownerships. . . , that their assembly for purposes of clearance, replanning, rehabilitation and reconstruction is difficult and costly."

There are a total of 1002 separate ownerships in the Phoenix Hill Area. Many of the lots in the commercial areas, housing project and medical center are large and cover entire blocks. However, the residential lots and many mixed-use and commercial lots are very small. A large number of lots are only 20' wide with an average residential lot of 30' to 40' of frontage.

(6) "failure to clean, replace, rehabilitate or reconstruct result in a loss of population by areas and further deterioration."

According to the Planning Commission's study of Phoenix Hill, the population was 15,000 in the area in 1950. Information obtained from the family survey conducted early in 1979 shows a population of 5,000 in Phoenix Hill.

It is evident that unless the area is redeveloped, additional blocks , now standard, will be overwhelmed by the adjoining blight and substandard structures. Unless halted, this blight will not stop and will continue to expand in Phoenix Hill and the surrounding areas.

(7) "that it is necessary to create, with proper safeguards, inducements and opportunities for the employment of private investment. . . in the clearance, replanning and reconstruction of such areas:"

The Home Builders Association of Louisville approached the City of Louisville about working with the City in redeveloping an inner-city area for housing. The City agreed to work with the Home Builders in renovating an area, and the Phoenix Hill Area was selected.

It would be impossible for the Home Builders or the City independently to carry this project out, but the City and Home Builders with their combined expertise and funding can effectively redevelop the area.

In addition, the City will be able to provide additional land to industries and businesses presently in the area. Many of these companies are in need of expansion and without assistance would have to relocate out of Phoenix Hill or even out of town.

(8) "that the clearance, replanning, rehabilitation and reconstruction of such areas on a large scale basis are necessary for the public welfare;"

The Phoenix Hill Area must be renovated. The area has gone from a vital economically strong asset and is presently approaching a point where it takes more funds to maintain than can be received through taxes, if not already there. If the area continues to decline more and more funds will be required for police and fire protection. Funds spent for rehabilitation will not be effective unless they are tied into an overall renovation of the area.

Large scale redevelopment is required because small redevelopments could not reverse the decline of the area. Small areas of redevelopment would be affected by the blight, substandard conditions, crime and poverty and would probably decline themselves.

Unless redevelopment occurs, more funds would be required from other areas of town to cover the deficit in this area. The entire City will have to pay to support this blighted area.

Summary of Eligibility Considerations

It is clearly evident that the Phoenix Hill Area is "blighted, deteriorated and deteriorating". In addition, this area is suffering from economic and social blight. Large scale rehabilitation, along with selective redevelopment, must occur before the deterioration of the area can be reversed.

One six block area south of Market and west of Jackson should be dropped from the area. This six block area is the east-most portion of the East Downtown Area. Urban Renewal has been carried out previously in this area and the area is in an excellent state of repair.

This area is already covered by a recorded Urban Renewal Plan and should not be included. In addition, it is definitely not a blighted, deteriorated or deteriorating area and would therefore not be eligible for inclusion in the Phoenix Hill Urban Renewal Area.

Determination of Properties Tentatively Designated to be Acquired

Exhibit F illustrates areas determined for significant rehabilitation or new development. Areas defined for significant new development were based upon the following criteria:

- (1) Blocks containing 50% or more substandard structures.
- (2) Blocks containing 30% or more substandard

IIA or IIB structures.

- (3) Blocks where 20% or more of the total parcels are vacant land.

The blocks designated for significant new development include approximately 10 blocks out of the 58 block survey area. Blocks where significant new development could occur lie in a corridor along Muhammad Ali Boulevard and East Madison east of South Hancock. The balance of the survey area is suitable for rehabilitation.

PURPOSE

The studies concerned with land acquisition described previously in Section III established the tentative disposition of properties (acquire or not acquire) based upon existing conditions. Results of those studies served as a foundation for land use studies. The Land Use Concepts developed serve to determine (1) what structures must be acquired for "planning reasons"; (2) where land can be made available to provide housing as a relocation resource; (3) the approximate costs of new project improvements and public facilities; and (4) for estimating re-use value of land to be resold for redevelopment.

Plan objectives

Objectives developed for the Land Use Concepts are largely an outgrowth of meetings held with the Phoenix Hill Task Force, interest groups and City agencies. The Land Use Concepts were developed to provide a basis for discussion at meetings with the Task Force and other groups and agencies and to provide alternative plans for the renovation of Phoenix Hill. All of the Land Use Concepts were based upon the following objectives:

Basic Goal: Upgrade social, economic and living standards of residents; expand and improve business growth by economic growth incentives; and benefit the public welfare of the Community of Louisville as a whole.

Objectives:

Maximize rehabilitation of the neighborhood as a whole through rehabilitation of individual structures.

Create a cohesive community of mixed residential, business and other compatible uses in such a manner as to establish a widely known identity of Phoenix Hill.

Minimize displacement of families and other residents; provide for relocation housing for displaced residents within the area or immediate vicinity of Phoenix Hill.

Retain, but upgrade, the general architectural and physical characteristics of the community.

Upgrade the overall environment as required to attract financing for new and existing residential construction, including scattered public housing.

Provide for development of recreational areas including a central open space and community facility as a social and recreational focal point, in addition to enhancement of existing institutions such as Churches.

Analyze and evaluate public improvements in terms of condition and capacity and upgrade when required.

Upgrade the environment to improve Clarksdale Public Housing.

Provide land for expansion of the Medical Center where and when it is feasible.

Encourage continued development of "Cloister" and its general vicinity as specialty shops, offices, retail, restaurants and center for local artists.

Encourage and improve upon a continued development of existing commercial and industrial uses along East Main, East Market Street, East Jefferson Street and East Broadway Street.

Improve security measures and reduce crime.

The Phoenix Hill Task Force in addition to the above objectives identified neighborhood needs during various meetings held during the initial phases of the study and the following needs were identified by area residents in order of priority:

- (1) Police protection - better surveillance, enforcement of dumping of trash on vacant lots.
- (2) Sanitation - better garbage collection, trash pick-up in alleys and vacant lots, elimination of rats.
- (3) Rehabilitation of residences.
- (4) Recreation - provide additional developed park land and recreational facilities.
- (5) Unemployment - provide more jobs for youth and elderly.
- (6) Provide day care centers.

The planning process for the Phoenix Hill Land Use Plan involved the preparation of four Land Use Concept Studies. These concepts are discussed below:

Land Use Concept A (Exhibit G)

Designates 76.7% (721) of the structures in the project area for rehabilitation and 23.3% (219) for clearance. This alternative would provide for approximately 315 new residential units, and would require the most land acquisition, relocation and displacement of residents in the area, as compared to the other alternatives. A small central park (2.5 acres) would be provided in this concept and overall residential density would be increased. No changes are provided in the major traffic flow on arterial streets within the residential neighborhood; therefore, existing traffic and noise levels will be increased within the residential neighborhood core area due to increased residential density. Modification of minor residential streets include closure of East Madison Street west and east of South Shelby Street, closure of South Wenzel Street at East Chestnut Street, closure of Ballard and Marshall Streets between South Campbell and Wenzel Streets.

Land Use Concept B (Exhibit H)

Designates 79.7% (749) of the structures in the project area for rehabilitation and 20.3% (191) for clearance. This alternative would provide for approximately 325 new residential units. The central park, although larger in size (3 acres) than in Concept A, is still smaller than is needed in the area.

As in Concept A, no changes are provided in the major traffic flow routes within the residential neighborhood, therefore, traffic and noise levels will be

increased within the residential neighborhood core by increased density.

Modification of minor interior streets of residential core include closure of East Madison at East Chestnut, closure of Ballard Street between South Wenzel and Campbell Streets, closure of Marshall Street between South Shelby and South Wenzel Streets.

Land Use Concept C (Exhibit I)

Concept C ----- Designated 79.7% (748) of the structures in the project area for rehabilitation and 20.3% (192) for clearance. This alternative would provide for approximately 225 new residential units. The central park area is increased to 7 acres; thereby providing for a larger central community park. Modifications are made to the existing major streets to decrease through traffic flow within the residential neighborhood core; thereby decreasing noise and pollutant levels, and providing greater safety to its residents. Modifications of major thoroughfares include:

- . Change North-South designations of South Shelby and South Campbell from arterial streets to minor streets (two-way traffic) from East Main Street to East Chestnut Street and designate South Wenzel and South Clay as arterials from East Chestnut to East Main Street. This will require South Clay from East Main to East Chestnut to be a one-way street south and South Wenzel a one-way street north.
- . Modification of East Chestnut Street to include changing designation from an arterial to a minor street from South Shelby Street to South Campbell Street. Through traffic designated for East Louisville via Lexington Road from downtown would use South Jackson Street to East Liberty Street.
- . Modification of Muhammad Ali Boulevard to include changing designation from an arterial to a minor street from East Chestnut Street to South Clay Street. Traffic designated for downtown from Lexington Road would use Baxter Avenue, East Jefferson Street instead of East Chestnut and Muhammad Ali Boulevard; traffic designated for the Medical Center would use Baxter Avenue, East Jefferson Street to South Clay, South Hancock or South Preston Streets.

PHOENIX HILL

LOUISVILLE, KENTUCKY

prepared for
THE CITY OF LOUISVILLE, KENTUCKY
WILLIAM B STANSBURY Mayor

COMMUNITY DEVELOPMENT CABINET
WILLIAM B GATEWOOD Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
ROBERT T WETTENDEL II Executive Director



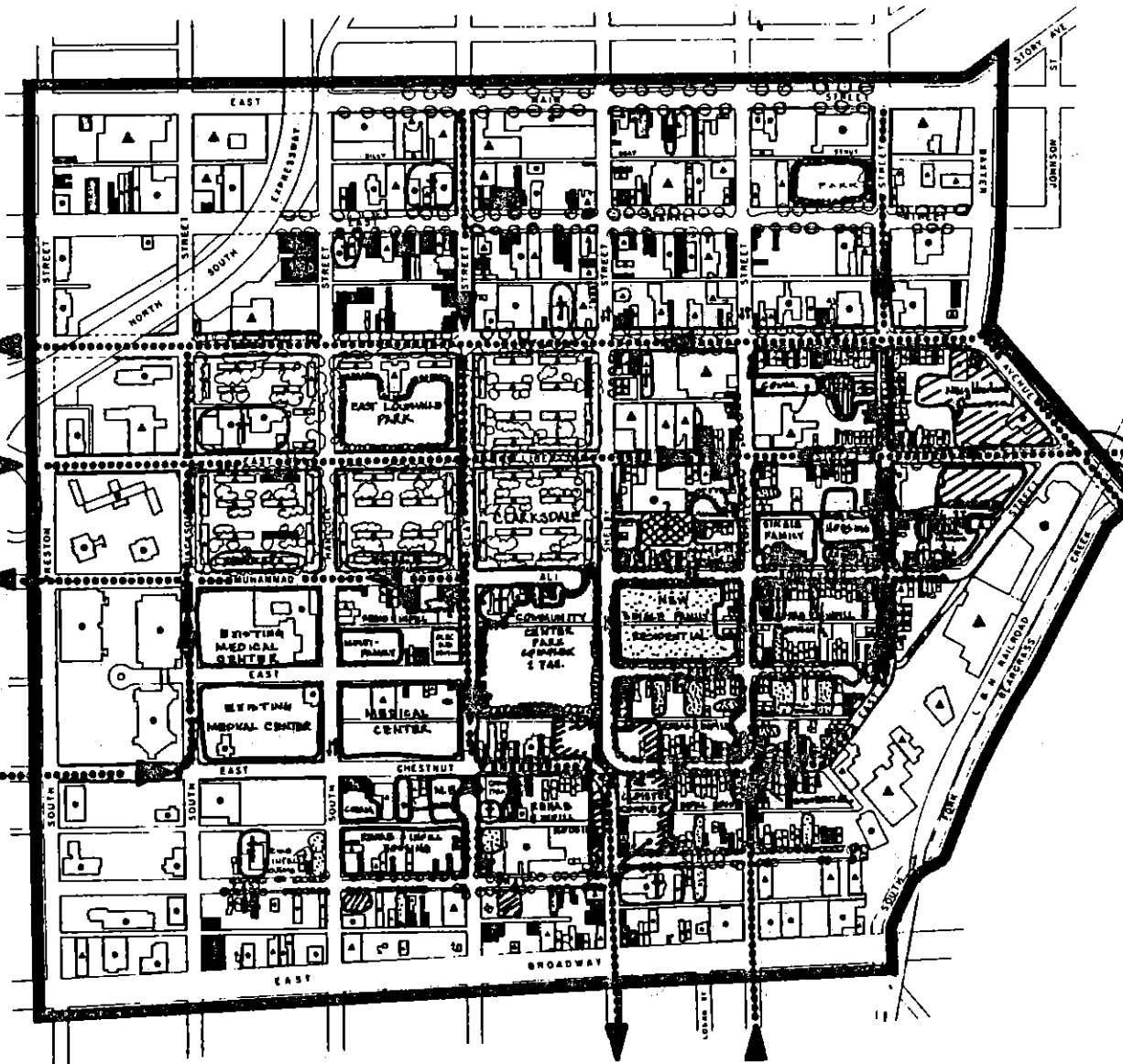
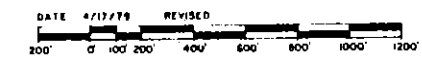
LAND USE CATEGORIES:

- RESIDENTIAL - SINGLE FAMILY
- RESIDENTIAL - TWO FAMILY
- RESIDENTIAL - MULTIPLE FAMILY
- COMMERCIAL
- INDUSTRIAL
- PUBLIC
- SEMI-PUBLIC
- UTILITIES
- LOUISVILLE MEDICAL CENTER
- PARKING

STRUCTURAL CONDITIONS:

- STANDARD A** STRUCTURE IS SOUND IN ALL RESPECTS--AN EXCELLENT STATE OF REPAIR
- STANDARD B** STRUCTURE IS SOUND--IN NEED OF ONLY LIMITED MAINTENANCE, AND NO DEFECTS OF ANY MAJOR IMPORTANCE WHICH ARE USUALLY CORRECTED DURING THE COURSE OF REGULAR MAINTENANCE (SUCH AS LEAKS OR HOLES, SLOTTED BRICKS, CRACKS, OPEN CORNERS OR MISSING BRICKS). SUCH DEFECTS SHOULD BE REPAIRED AS SOON AS PRACTICABLE
- STANDARD C** STRUCTURE IS REPAIRING--IN NEED OF EXTENSIVE REPAIRS, WHICH MAY BE DEFERRED TO A LATER DATE, BUT THE SAFETY OF THE STRUCTURE IS NOT ENDANGERED. SUCH REPAIRS SHOULD BE COMPLETED AS SOON AS PRACTICABLE
- STANDARD D** STRUCTURE IS DAMAGED--IN NEED OF MAJOR REPAIRS OF DEFECTS WHICH REQUIRE EXTENSIVE REPAIRS AND RECONSTRUCTION OF TOTAL OR PARTIAL FLOOR SYSTEMS. SUCH REPAIRS SHOULD BE COMPLETED AS SOON AS PRACTICABLE
- STANDARD E** STRUCTURE IS UNREPAIRABLE--IN NEED OF MAJOR REPAIRS OF DEFECTS WHICH REQUIRE EXTENSIVE REPAIRS AND RECONSTRUCTION OF TOTAL OR PARTIAL FLOOR SYSTEMS. SUCH REPAIRS SHOULD BE COMPLETED AS SOON AS PRACTICABLE

NOTE: STRUCTURAL CONDITIONS BASED UPON FIELD SURVEY CONDUCTED FEBRUARY 12, 1979 THROUGH MARCH 2, 1979



prepared by:
Coloredo Associates, Inc.
planning consultants ENGINEERING FIRM AND ARCHITECTURAL FIRM
MEMBER: AMERICAN INSTITUTE OF PLANNING

LAND USE CONCEPT

"C"

SHEET

I

Modification of minor interior streets of the residential neighborhood core would include closure of East Madison Street east of South Wenzel Street, closure of South Campbell Street at East Chestnut Street, closure of Marshall Street west of South Campbell, closure of Ballard Street between South Shelby and South Campbell Streets.

Upon analysis of the street modifications, in regard to traffic projections and capacity of streets, the modifications in the arterial system resulted in traffic volumes in excess of street capacity for South Jackson Street. Projected East Liberty Street traffic volumes resulted near capacity level and would require elimination of parking along the street thereby, significantly impacting residences and business along this street.

Land Use Concept C-1 (Exhibit J)

Designates 78.3 (736) of the structures in the project area for rehabilitation and 21.7% (204) for clearance. This alternative would provide for approximately 255 new residential units. The central park area involves 7 acres of land as in Concept C. Modifications are made to the existing major streets to decrease through traffic flow within the residential neighborhood core thereby, decreasing noise and pollutant levels and providing greater safety to its residents. Modifications of the major thoroughfares are the same as those described in Concept C with the following exceptions:

- . Modification of East Chestnut Street to include a new alignment east of South Jackson to tie into East Gray Street, thereby changing East Gray Street to an arterial street from a minor street.
- . Provide a new road alignment from South Campbell at East Gray Street northeastward to East Chestnut Street.

PHOENIX HILL

LOUISVILLE, KENTUCKY

prepared for
THE CITY OF LOUISVILLE, KENTUCKY
WILLIAM B. STANSBURY, Mayor

COMMUNITY DEVELOPMENT CABINET
WILLIAM B. GATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
ROBERT T. WETTENGEL II, Executive Director



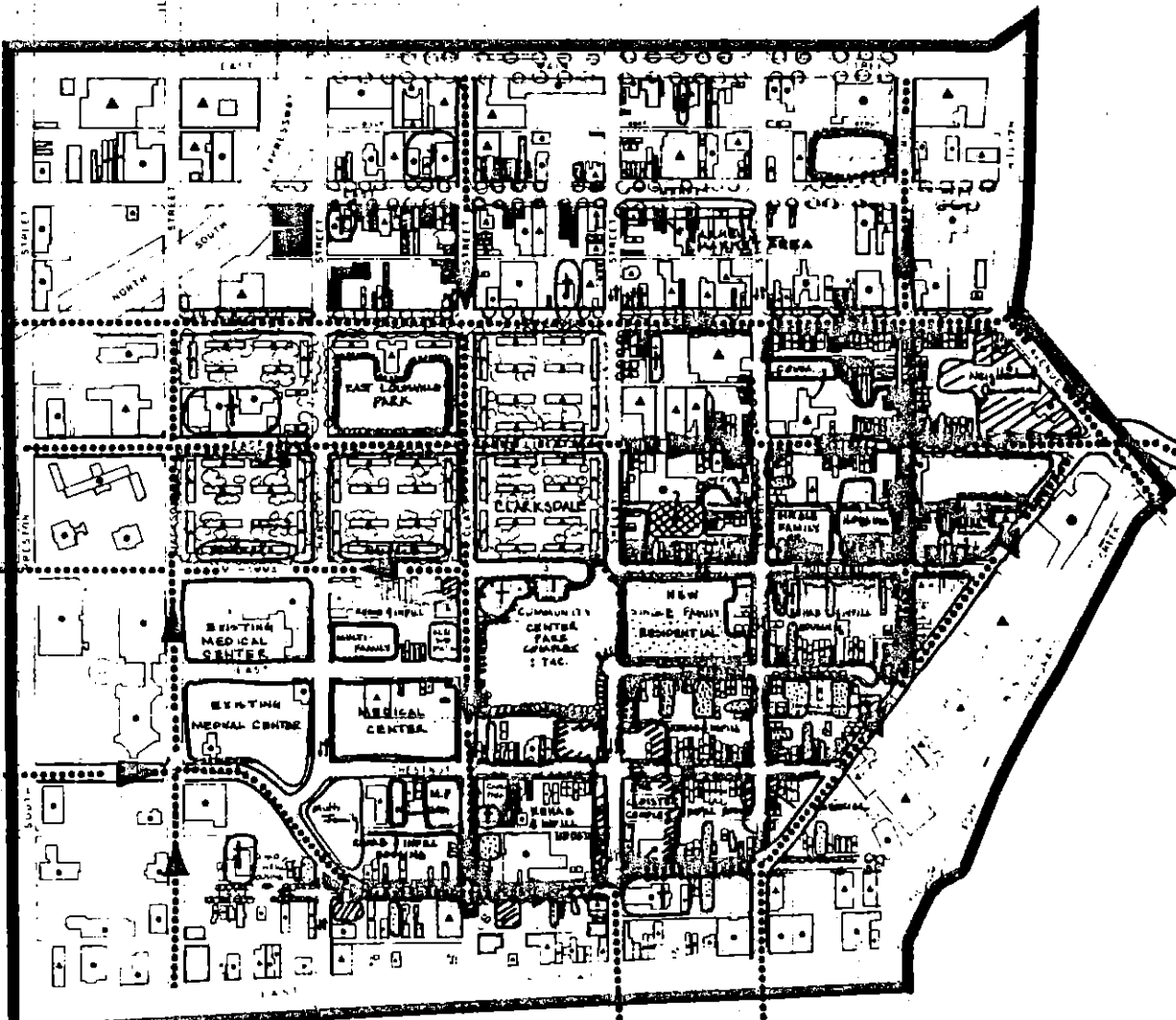
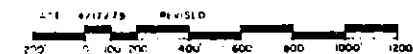
LAND USE CATEGORIES

- RESIDENTIAL - SINGLE FAMILY
- RESIDENTIAL - TWO FAMILY
- RESIDENTIAL - MULTIPLE FAMILY
- COMMERCIAL
- INDUSTRIAL
- PUBLIC
- SEMI-PUBLIC
- UTILITIES
- LOUISVILLE MEDICAL CENTER
- PARKING

STRUCTURE INDICATOR

- EXISTING** - Structure is shown in black. Replacement structure of same or greater height and area is shown in white. Replacement structure of less height and area is shown in gray.
- NEW** - Structure is shown in white. Replacement structure of same or greater height and area is shown in black. Replacement structure of less height and area is shown in gray.
- REPLACEMENT** - Structure is shown in gray. Replacement structure of same or greater height and area is shown in black. Replacement structure of less height and area is shown in white.
- DEMOLITION** - Structure is shown in black. Replacement structure of same or greater height and area is shown in white. Replacement structure of less height and area is shown in gray.

DATE: 1/21/80 REVISION: 1/21/80
SCALE: 1" = 100' THROUGH MARCH 2, 1978



prepared by
Quinbeck Associates Inc.
planning consultants
1000 W. MARKET STREET, SUITE 200
LOUISVILLE, KY 40202

LAND USE CONCEPT
"C-1"

SHEET **J**

- . Extend designation of South Clay as an arterial street in Concept C from East Chestnut Street to East Gray Street.
- . Modification of East Chestnut Street to include changing designation from an arterial to a minor street from South Hancock to east of South Campbell. An adjustment in road alignment would also be required in the vicinity of South Hancock.

Modification of minor interior streets of the residential neighborhood core are identical to those identified in Concept C with the exception of South Shelby between Muhammad Ali Boulevard and East Madison which would be closed.

Analysis of the street modifications in regard to traffic projections and capacity of streets revealed that the proposed traffic circulation plan was workable. However, through public meetings, residents of the area expressed a desire for East Chestnut to remain as an arterial street throughout the entire Phoenix Hill Neighborhood. Concern was also expressed involving acquisition of residences capable of rehabilitation along Marshall Street between South Campbell and Wenzel Streets. Further meetings with the Traffic Engineer and Phoenix Hill businessmen indicated a need to correct alignment problems on the Clay-Shelby south bound route and that Wenzel Street needed to remain as a two-way street. All other traffic circulation proposals were agreed upon in principle, that is to provide for through major traffic circulation around the core of the residential neighborhood.

Land Use Plan

The Land Use Plan was then prepared based upon Land Use Concept C-1 with certain recommended street changes. A general description of the major re-use proposals shown on Exhibit K, Land Use Plan, and Exhibit L Illustrative Site Plan follows:

PHOENIX HILL

LOUISVILLE, KENTUCKY

PREPARED FOR:

THE CITY OF LOUISVILLE, KENTUCKY

WILLIAM B. STANSBURY, Mayor

COMMUNITY DEVELOPMENT CABINET

WILLIAM B. GATEWOOD, Director

URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY

ROBERT T. WETTERGEL, II, Executive Director



LEGEND

- PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- CHANGE OF LAND USE LINE
- LAND USE CATEGORIES:**
 - RESIDENTIAL - MEDIUM DENSITY
MINIMUM AREA REQUIREMENT PER DWELLING UNIT 2,000 SQ. FT.
 - RESIDENTIAL - HIGH DENSITY
MINIMUM AREA REQUIREMENT PER DWELLING UNIT 1,200 SQ. FT.
 - NEIGHBORHOOD COMMERCIAL
 - GENERAL COMMERCIAL
 - INDUSTRIAL
 - PUBLIC
 - SEMI-PUBLIC
 - UTILITIES
 - LOUISVILLE MEDICAL CENTER
 - ALTERNATE USE

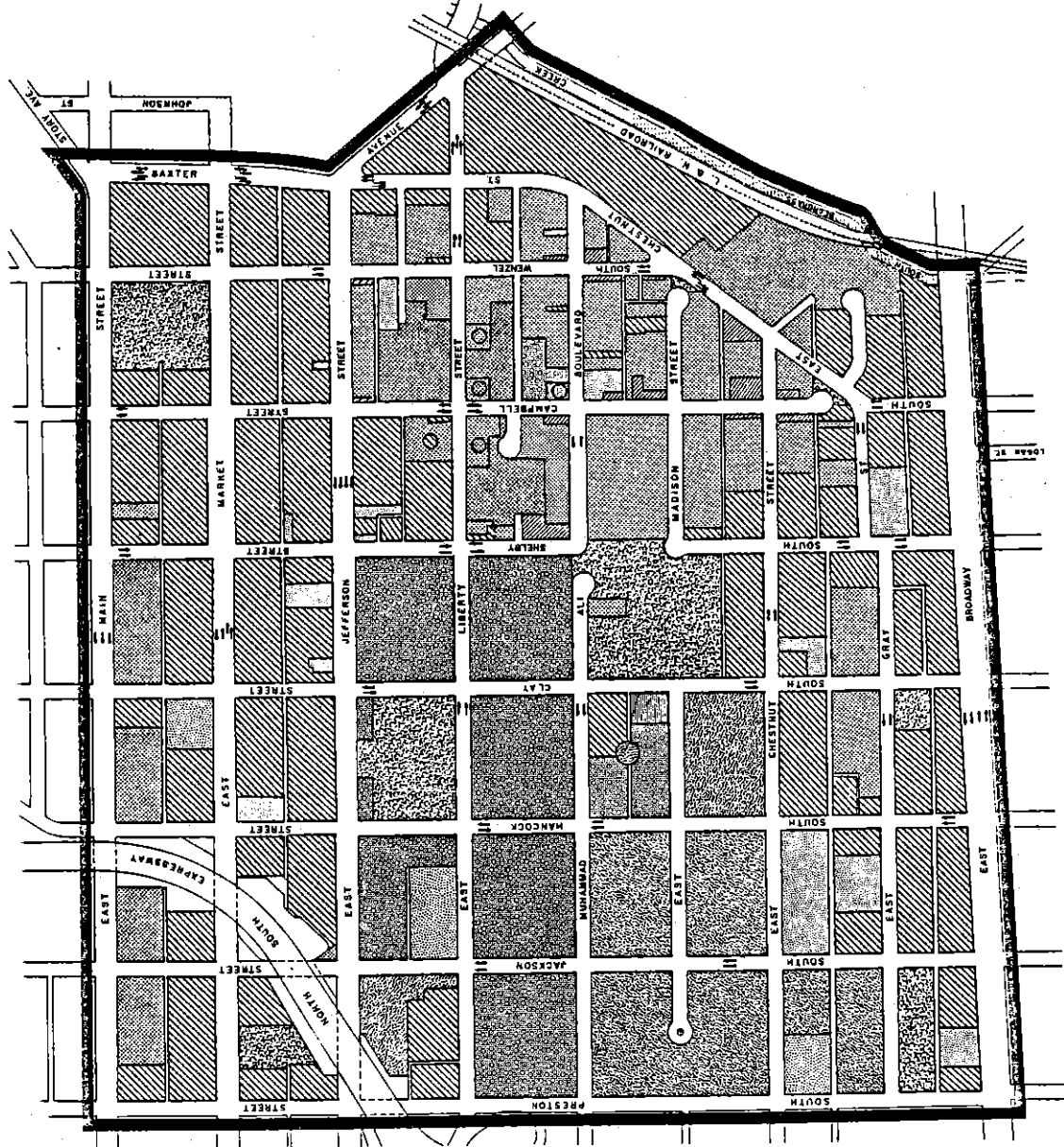


EXHIBIT **K**

LAND USE PLAN

Prepared by:
Colorado Associates, Inc.
 Planning Consultants
 1000 East 17th Avenue, Suite 1000
 Denver, Colorado 80202

C.A.I. JOB NO 4130

PHOENIX HILL

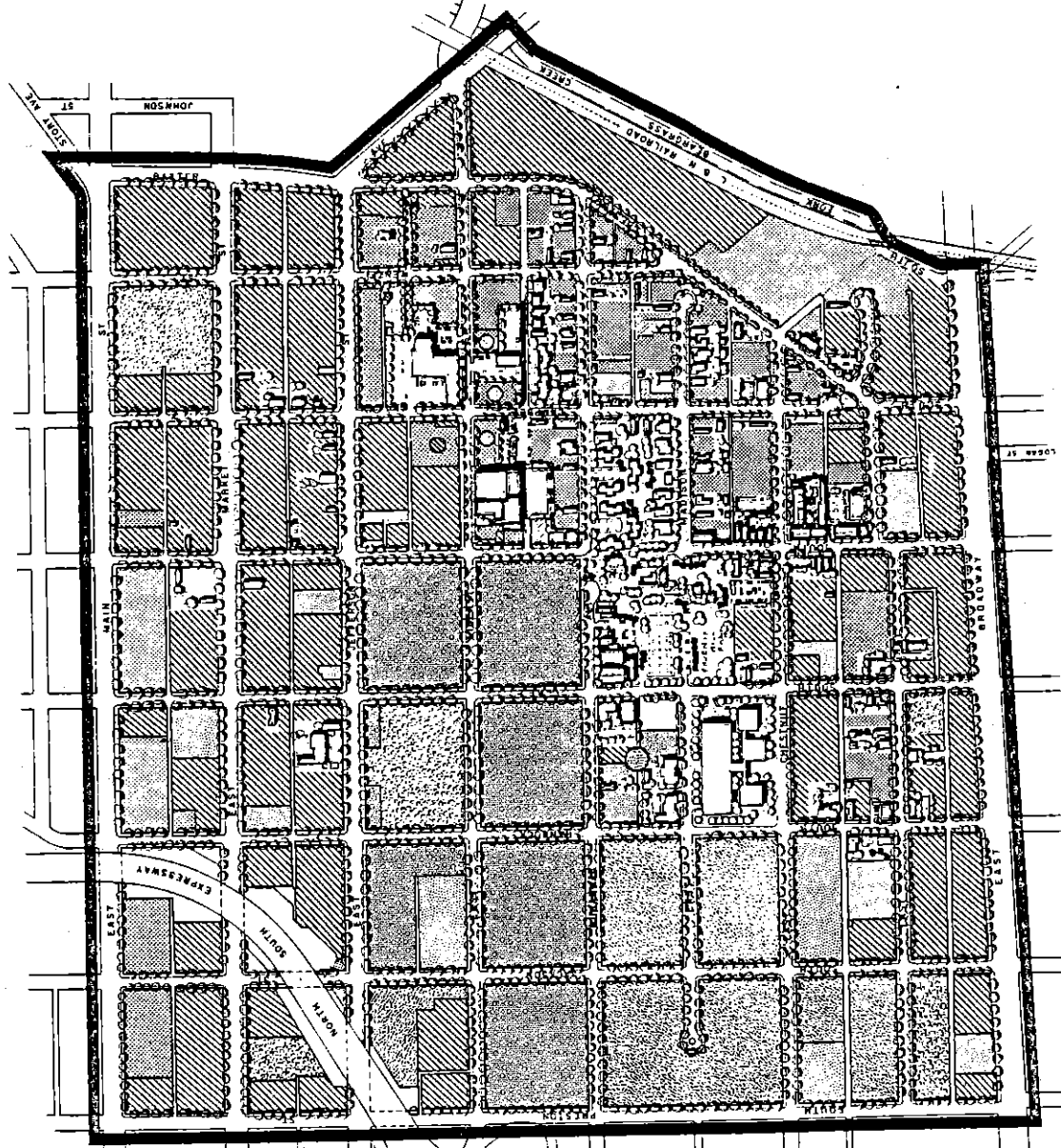
LOUISVILLE, KENTUCKY

Prepared by:
 THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANSBURY, Mayor
 COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, Director
 URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTERDEL II, Executive Director



LEGEND

- PROJECT BOUNDARY
 - RIGHT-OF-WAY LINE
 - CHANGE OF LAND USE LINE
- LAND USE CATEGORIES:
- RESIDENTIAL - MEDIUM DENSITY
 - RESIDENTIAL - HIGH DENSITY
 - NEIGHBORHOOD COMMERCIAL
 - GENERAL COMMERCIAL
 - INDUSTRIAL
 - PUBLIC
 - SEMI-PUBLIC
 - UTILITIES
 - LOUISVILLE MEDICAL CENTER
 - ALTERNATE USE
 - REDEVELOPMENT
 - REHABILITATION
 - EXISTING STRUCTURE



ILLUSTRATIVE DEVELOPMENT PLAN

EXHIBIT



Prepared by:
 Colorado
 Association
 of Planners
 and Architects

(1) Street Systems

Adjustments to existing streets have been indicated on Exhibit M, Street Adjustment Plan, provide for modification of the street system to promote traffic circulation around rather than through the residential neighborhood core generally defined as Ballard on the north, East Chestnut Street on the south, South Clay on the west and South Wenzel on the east. The purpose being to improve security within the area, improve the environment regarding noise and air pollution, and to provide an environment acceptable to residential development. To accomplish this proposal the following street alterations are recommended:

- . Change north-south designation of South Shelby and South Campbell to East Chestnut, widen Chestnut and construct a new street from Muhammad Ali to tie into Baxter Avenue at Jefferson Street. This new street would be a four lane, two-way street which would be designated as the major Street to replace the Shelby and Campbell one way pair. Campbell would be closed from Gray north, one-half block to eliminate through traffic. Shelby will be closed from Madison to Muhammad Ali for the same reason.

This new street will provide:

- (a) Movement of through north-south traffic around the residential core of Phoenix Hill;
- (b) Elimination of directing traffic into the Butchertown neighborhood to the north.
- (c) Provide a pair of two-way streets, Wenzel and the new street for businesses in the north and eastern part of the project.
- (d) Improve the existing five-way intersection at Baxter, Liberty, Chestnut, Lexington Road by closing East Chestnut at this location.
- (e) Utilizes primarily vacant land thereby requiring minimal relocation of residents or businesses.

PHOENIX HILL

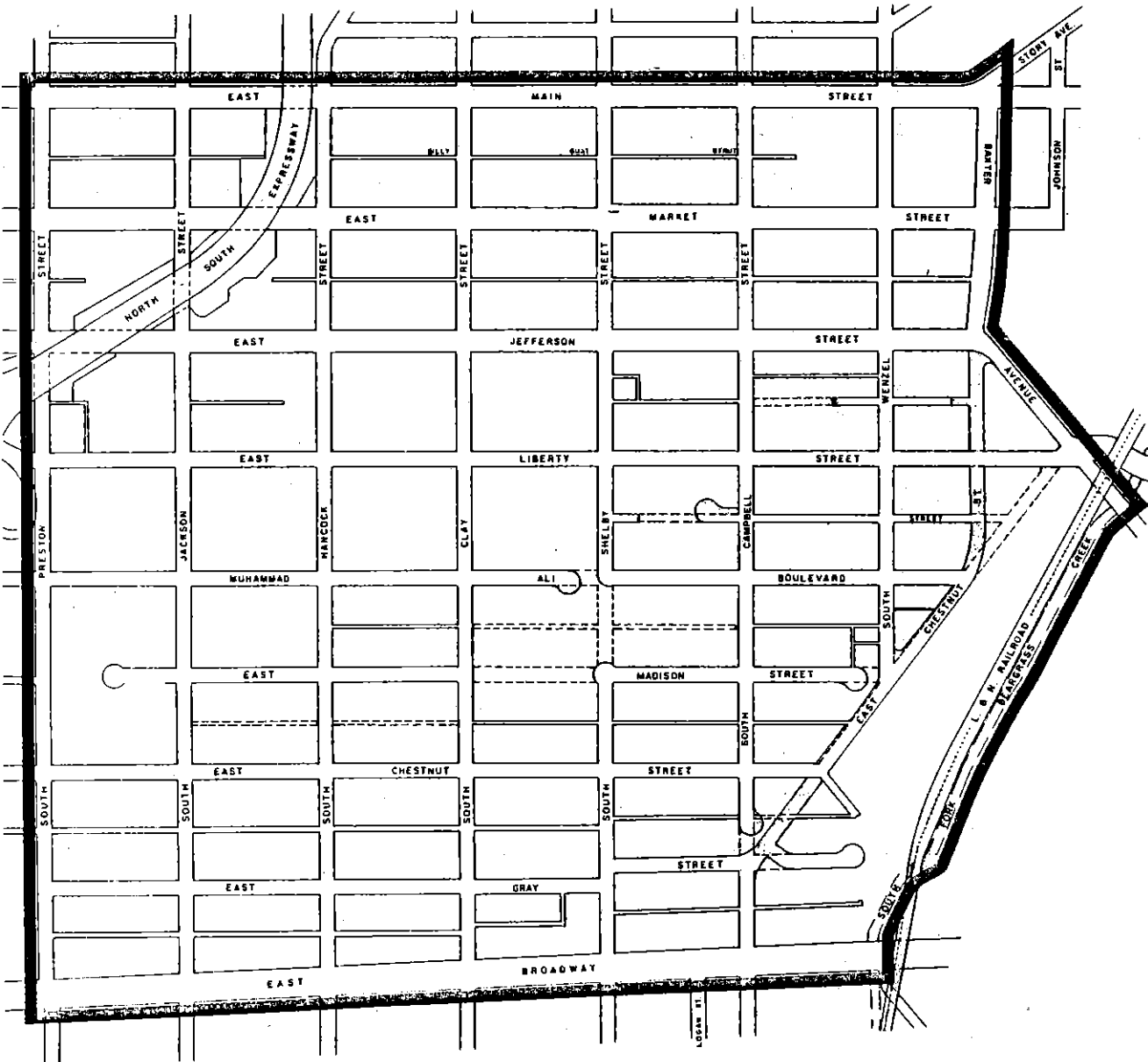
LOUISVILLE, KENTUCKY

prepared for:

THE CITY of LOUISVILLE, KENTUCKY
WILLIAM B. STANSBURY, Mayor

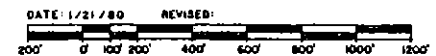
COMMUNITY DEVELOPMENT CABINET
WILLIAM B. GATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
ROBERT T. WETTENGEI II, executive director



LEGEND

- EXISTING STREET TO REMAIN
- EXISTING STREET TO BE CLOSED
- PROPOSED NEW STREET



DATE: 1/21/80

REVISED:



STREET ADJUSTMENT PLAN

EXHIBIT

M

prepared by:
Colorado Associates, Inc.

EXECUTIVE PARTNERS: JAMES G. COOPER, JOHN W. HARRIS, THOMAS J. HARRIS
MEMBERS: JAMES G. COOPER, JOHN W. HARRIS, THOMAS J. HARRIS

- . Modification of Muhammad Ali Boulevard to include changing designation from an arterial street to a minor street from South Clay to East Chestnut, and to eliminate through traffic on this street, it is recommended that 100' of Muhammad Ali Boulevard be vacated at South Shelby Street. It is also recommended that traffic designated for Downtown Louisville and the Medical Center from Lexington Road use Baxter Avenue north to East Jefferson Street and Main Street; with that portion of traffic designated for the Medical Center using South Clay, South Hancock and South Preston back to Muhammad Ali Boulevard; that portion of traffic designated for downtown using East Jefferson Street and Main Street. Other east-west street closures include Madison from Clay to Shelby and a small section of Madison just west of Wenzel.

These street changes will provide:

- (a) Movement of the through east-west traffic around the residential core of Phoenix Hill;
- (b) Direct the traffic from Muhammad Ali Boulevard northward to Jefferson and Main Streets which are one-way westbound streets with more than enough excess capacity to handle the additional traffic.
- (c) Moves through traffic away from the Clardsdale Public Housing Project.

2. Residential Development

The Land Use Plan provides for new residential development within the residential core area. Areas designated for new medium density development (minimum lot area 2,000 sq.ft. per dwelling unit) are located primarily on the block bounded by Muhammad Ali Boulevard, South Shelby, East Madison Street and South Campbell Street. Scattered in-fill housing sites, approximately 30, are proposed throughout the residential core area. Based on the density standards established a maximum of approximately 144 units could be constructed within the areas provided for new medium density development.

High density residential development (minimum lot area 1,250 sq. ft. per dwelling unit) is recommended in key locations. Two locations pro-

vide for this type of development; at the northeast corner of Muhammad Ali Boulevard and South Campbell approximately 26 units could be constructed; and 33 new residential units could be provided within the block bounded by South Clay, East Madison, South Hancock and Muhammad Ali Boulevard within the Medical Center Area.

Other recommendations pertaining to new and existing residential development include:

- . Approximately 47 vacant residential units in 31 structures could be rehabilitated and utilized as a source for providing new residential units in Phoenix Hill.
- . Two upper floors of existing commercial buildings along East Main Street, East Market be utilized for residential development.
- . Consideration be given to moving residences to nearby vacant lots that are capable of being rehabilitated but which are necessary to be acquired in order to achieve objectives of the Land Use Plan. There are approximately 84 residential structures that are capable of rehabilitation which will be necessary to acquire to achieve Land Use Plan objectives or for public improvements.
- . Approximately 384 existing residential structures would be retained and are recommended for rehabilitation (excluding Clarksdale).

3. Clarksdale

Specific proposals recommended include providing overall physical improvements to the buildings to include painting, landscaping and architectural modification of the structures in regard to the roofs and building facades so as to blend the complex with the architecture of the Phoenix Hill neighborhood. It is recommended an architectural study be prepared to incorporate the above and to develop a comprehensive plan for the complex including cost estimates.

Additional provisions should be made within the complex for providing recreational facilities and areas for children and adults. It is recommended that the existing eight fire courts be utilized as a recreational area by constructing basketball half courts at the end of each fire court, and the remaining portions be utilized for badminton, volleyball and other sport activities.

Tot lots could also be constructed at building ends near the fire courts to provide a small fenced area for young children to include sandboxes and small play equipment.

Consideration should be made in providing a greater socio-economic mix of residents within the complex. Recommendations to accomplish this include: conversion of some buildings into condominiums; conversion of some units along Muhammad Ali Boulevard adjacent to the Medical Center to an independent living center for handicapped, medical offices, medical transitional housing and student housing and possible lease to a private management firm for renovation and management.

Additional scattered public housing sites should be provided in Phoenix Hill for a small complex, 10-20 units. Individual single family residences which are now vacant are recommended as locations for public housing for those present tenants that would be required to be relocated due to any conversion of existing buildings in Clarksdale to other uses.

4. Community Center - Park Complex

Utilize the block containing the St. Johns Church at the southwest corner of Muhammad Ali Boulevard and South Clay Street for such a complex extending southward across East Madison to the alley

between South Clay and South Shelby Streets. This area would provide for a seven acre park which could be similar in function to Jackson Square in New Orleans, similarly built around a church (See Page IV-18A), where artists display their talents and where history of the area can be observed. The park would also tie into the "Cloister Shopping-Restaurant Complex". The park will serve as a focal point since it is located in the geographic center of the Phoenix Hill neighborhood and adjacent to residential areas north and east. The park could contain tennis courts, basketball play areas, parking areas, play areas for children and a passive recreation area within an area south of East Madison Street.

5. Cloister Shopping - Restaurant Complex

Provide for continued expansion of the "Cloister Shopping-Restaurant Complex" within the East Chestnut and South Shelby area from East Madison to East Gray Streets.

6. Small Parks - Churches as the Religious and Social Centers

Provide for small park areas within vacant tracts in blocks adjacent to or near existing church sites. Phoenix Hill contains twenty-two churches of various denominations. Beside the churches being the religious centers, they are also a strong influence as social centers for the area's residents. Where vacant tracts exist near to or near existing church sites, consideration should be given to making these tracts available to the churches which in turn the churches would own, develop and maintain the park areas.



JACKSON SQUARE
NEW ORLEANS, LA.

(PROPOSED CONCEPT FOR
7-ACRE PARK IN
PHOENIX HILL)



7. Commercial and Industrial Development

The Land Use Plan recommends expansion of existing commercial and industrial development within Phoenix Hill to meet existing needs. Existing "General Commercial" areas along East Broadway, East Main, East Market, Jefferson Street and the new Chestnut-Baxter Connector should be upgraded through rehabilitation of structures along with providing residential and/or office uses on upper floors of the buildings.

Areas where existing commercial or industrial uses abut residential areas, landscaping should be incorporated so as to provide for a transition between land uses.

The Land Use Plan recommends the following areas for expansion of existing commercial and industrial uses:

- . Expansion of General Commercial uses along East Main, East Market, East Jefferson Streets with the exception of the south side of Jefferson from South Campbell to Baxter Avenue.
- . No expansion of General Commercial or Industrial uses south of Marshall Street except for an area designated along Marshall Street between South Shelby and South Campbell which is recommended only for parking purposes.
- . Provide for expansion of existing and new neighborhood shopping within the residential core area to include such as grocery-convenience stores, drug stores, barber shops, beauty shops, bars and service/repair shops.

8. Medical Center

The Land Use Plan incorporates the long range development plans for the University of Louisville Health Sciences Campus. The plan provides for the eastward expansion of the campus to South Clay Street with the north boundary being Muhammad Ali Boulevard and the south boundary being

East Gray Street. Although all the land area in the entire block bounded by South Clay, East Madison, South Hancock and Muhammad Ali Boulevard is not scheduled for acquisition under the Land Use Plan, the plan provides for the University of Louisville to acquire land areas within this block and other areas within their boundary of their present expansion plans.

The Land Use Plan recommends the geographic boundaries of the Medical Center to include Muhammad Ali Boulevard on the north, South Clay Street on the east to East Chestnut Street, East Chestnut Street to South Shelby Street, South Shelby Street to East Broadway and South Preston being the west boundary within the survey area. It is recommended that complementary uses associated with the Medical Center such as offices, restaurants, general medical-related retail businesses be developed along East Broadway, East Gray and East Chestnut.

LAND ACQUISITION REQUIRED TO IMPLEMENT PLAN

Acquisition of a total of 318 land parcels are required to implement the plan. This acquisition includes 206 structures; 143 residential, 46 vacant, 1 industrial, 13 commercial, and 3 churches. The proposed acquisition is shown on Exhibit N, Land Acquisition Map. More specific information on structures to be acquired is shown below:

- . Out of a total of 110 structures classified as "Substandard II" (incapable of rehabilitation) 108 would be acquired and cleared and 2 are retained.
- . Out of a total of 309 structures classified as "Substandard I" (some capable of rehabilitation), 51 would be acquired and cleared, 258 (83.5%) would be retained and rehabilitated.
- . Out of a total of 399 structures classified as "Standard B", 44 would be acquired and cleared, 355 or 89.0% would be retained and rehabilitated.

PHOENIX HILL

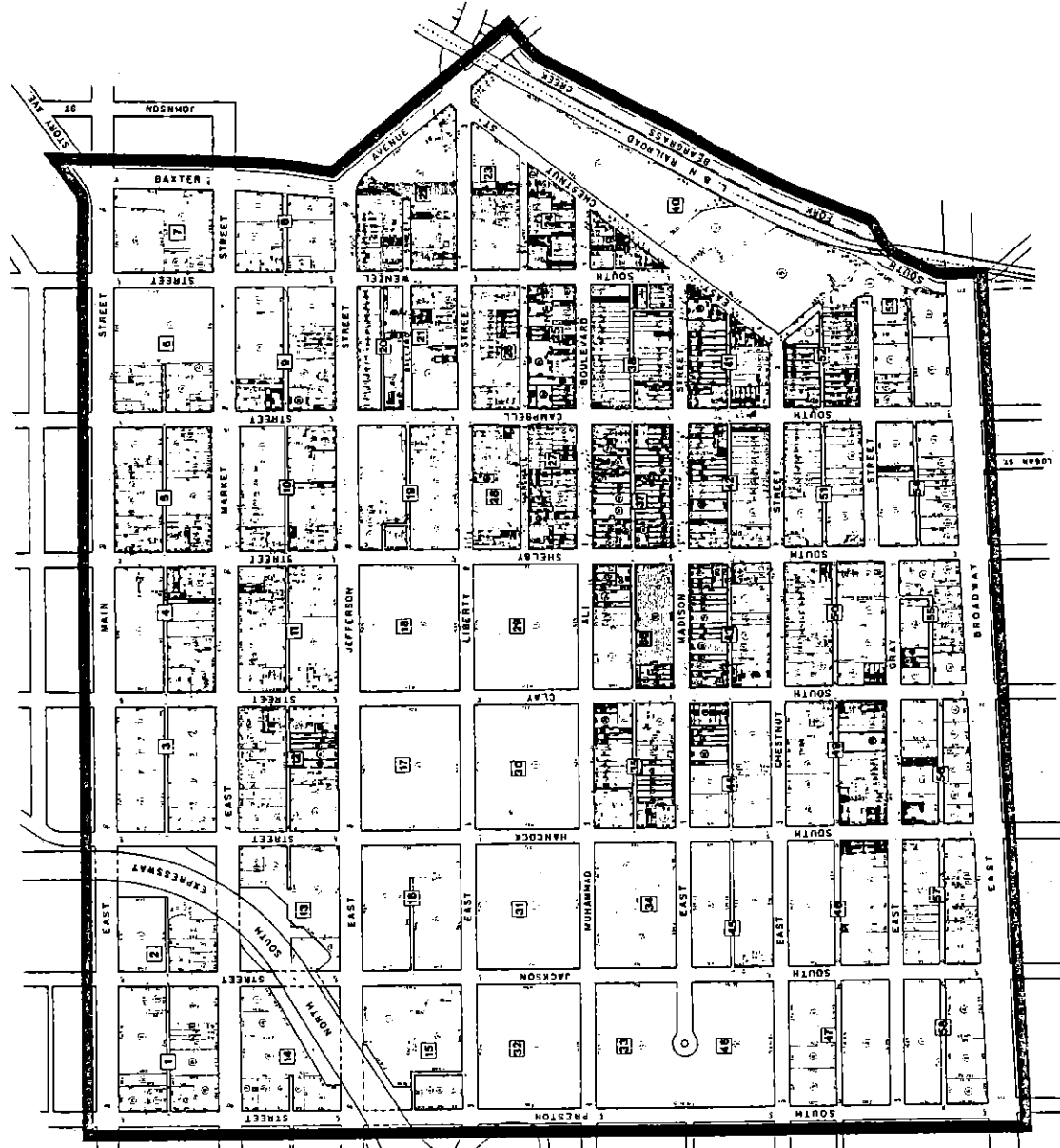
LOUISVILLE, KENTUCKY

prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANSBURY, mayor
COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, director
URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTENGEI, II, executive director

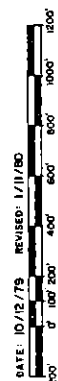


LEGEND

- PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- PROPERTY OWNERSHIP INFORMATION:**
- LOT LINE
- BLOCK NUMBER
- PARCEL NUMBER
- LAND TO BE ACQUIRED:**
- TO BE ACQUIRED FOR REDEVELOPMENT
- TO BE ACQUIRED FOR PUBLIC IMPROVEMENT



NOT TO SCALE. THIS MAP IS A GENERAL REPRESENTATION OF THE PHOENIX HILL AREA AND IS NOT A LEGAL DOCUMENT. THE CITY OF LOUISVILLE, KENTUCKY, AND THE COMMUNITY DEVELOPMENT CABINET, THROUGH THE URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY, ARE PROVIDING THIS MAP AS A SERVICE TO THE PUBLIC. THE CITY OF LOUISVILLE, KENTUCKY, AND THE COMMUNITY DEVELOPMENT CABINET, THROUGH THE URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY, ARE NOT PROVIDING ANY WARRANTY, EXPRESS OR IMPLIED, FOR THE ACCURACY OF THIS MAP. THE CITY OF LOUISVILLE, KENTUCKY, AND THE COMMUNITY DEVELOPMENT CABINET, THROUGH THE URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY, ARE NOT PROVIDING ANY WARRANTY, EXPRESS OR IMPLIED, FOR THE ACCURACY OF THIS MAP. THE CITY OF LOUISVILLE, KENTUCKY, AND THE COMMUNITY DEVELOPMENT CABINET, THROUGH THE URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY, ARE NOT PROVIDING ANY WARRANTY, EXPRESS OR IMPLIED, FOR THE ACCURACY OF THIS MAP.



EXHIBIT

N

LAND ACQUISITION MAP

prepared by:
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 PLANNING CONSULTANTS
 1000 N. COLONIAL AVENUE
 SUITE 100
 LOUISVILLE, KY 40202
 PHONE: (502) 261-1111

CAL JOB NO. 4130

- . Out of a total of 122 structures classified as "Standard A" 3 would be acquired and cleared, 119 or 97.5% would be retained.
- . Out of a total of 940 major structures, some 734 or 78.1% may be retained for rehabilitation and 206 structures or 21.9% may be acquired and cleared.

Out of a total of 468 residential structures which have rehabilitation potential 384 are to be retained; however, out of the 84 to be acquired to meet the plan objectives, 41 are primarily in the area bounded by East Chestnut, Gray, east of South Campbell where a new street alignment involving East Chestnut-South Campbell is to occur, and the area where the park and block where new residential development is proposed, south of Muhammad Ali Boulevard to East Madison from South Clay to South Campbell.

Certain public improvements and adjustments to existing utilities are required to implement the Land Use Plan discussed in Section IV. This section outlines what improvements are required in the area based upon existing conditions and what new improvements or adjustments will be required due to the Plan.

PUBLIC STREETS (Exhibits O and P)

A complete inventory of the condition of curb and gutter and sidewalks was made in the Phoenix Hill Area. Improvements necessary to correct any deficiencies and proposed new curb, gutter and sidewalks are delineated on Exhibit O - Proposed Curb and Gutter, and Sidewalk Improvements Plan.

The new improvements include curb construction where streets are being closed on Muhammad Ali, Shelby, Campbell, Marshall and the dead end of Gray, as well as on the new connector from Campbell to Baxter. Required improvements have also been delineated on existing streets that have no changes in rights-of-way.

A complete analysis was also made on existing pavement width and conditions. While this analysis revealed that the street surfaces were generally in good condition and that there were no base failures, streets have been paved so much that there is effectively no curb and gutter left to carry storm water runoff. This water spreads out of the streets during heavy rains and causes damage to yards and homes. It is recommended that all streets to remain in the project area be planed to remove at least three inches of the existing surface and be replaced by a one inch surface coat. These streets are shown on Exhibit P - Proposed Pavements Plan. In addition, this exhibit shows areas for new pavement such as the Campbell-Baxter connector street.

STORM AND SANITARY SEWERS (Exhibit Q)

Most of the Phoenix Hill Area is served by a combined sanitary and storm sewer system. A check of this system with the Municipal Sewer District indicates that

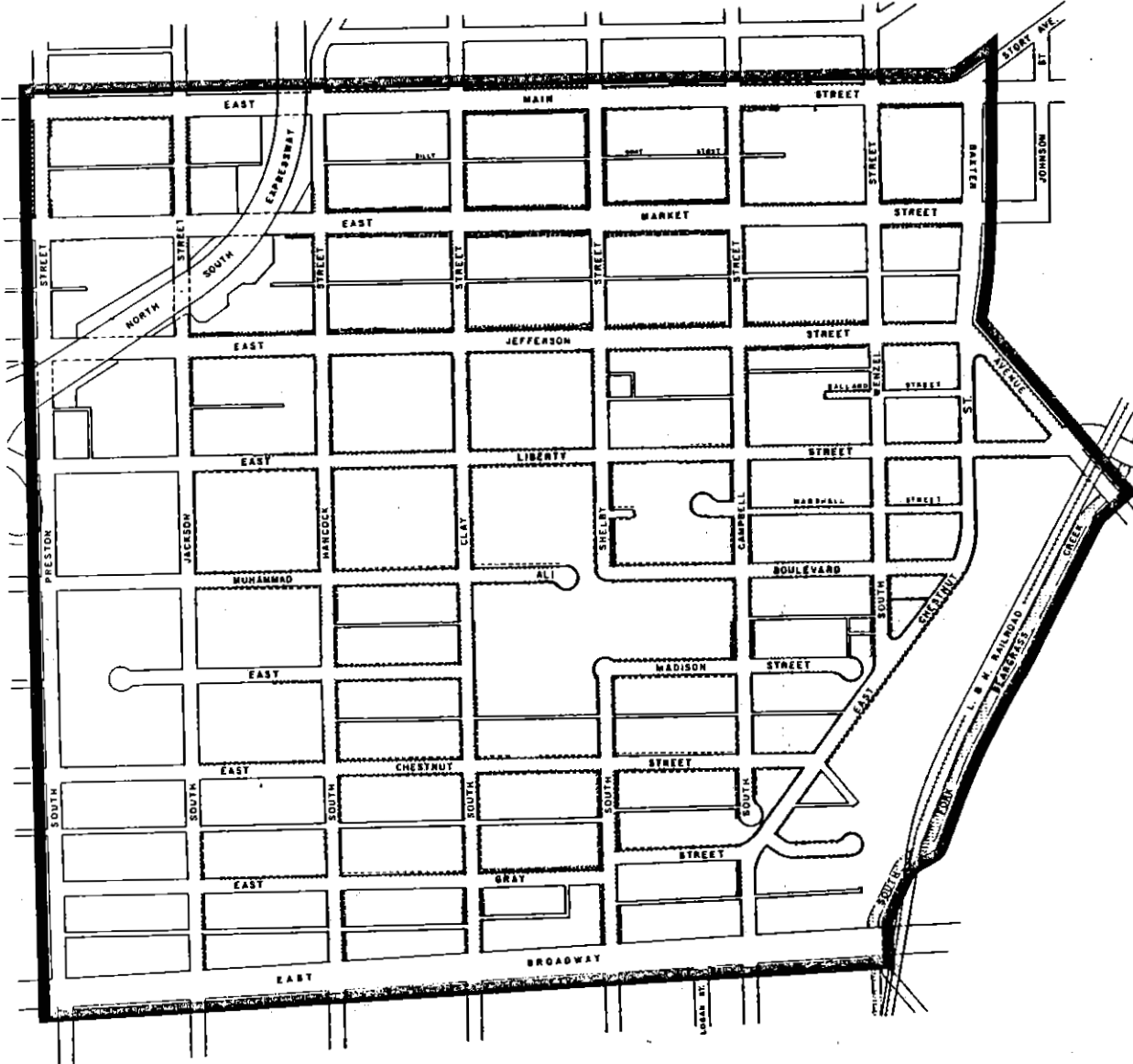
PHOENIX HILL

LOUISVILLE, KENTUCKY

Prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
WILLIAM B. STANSBURY, Mayor

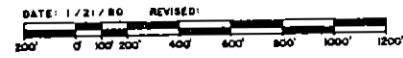
COMMUNITY DEVELOPMENT CABINET
WILLIAM B. GATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
ROBERT T. WETTEMGEL II, Executive Director



LEGEND

- PROJECT BOUNDARY
- RIGHT OF WAY LINE
- CURB AND GUTTER TO BE REPLACED
- SIDEWALK TO BE REPLACED
- SIDEWALK REQUIRES SPOT PATCHING
- NEW CURB & GUTTER & SIDEWALK



DATE: 1/21/80 REVISED:



Prepared by:
Colorado Associates, Inc.
planning consultants
1500 W. COLLEGE AVENUE
DENVER, COLORADO 80202

PROPOSED CURB & GUTTER, AND SIDEWALK IMPROVEMENTS PLAN

EXHIBIT
0

PHOENIX HILL

LOUISVILLE, KENTUCKY

Prepared for:

THE CITY OF LOUISVILLE, KENTUCKY
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 COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GAYWOOD, Director
 URBAN RENEWAL AND COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTENGELE II, Executive Director



LEGEND

— PROJECT BOUNDARY

— RIGHT-OF-WAY LINE

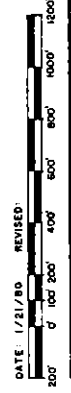
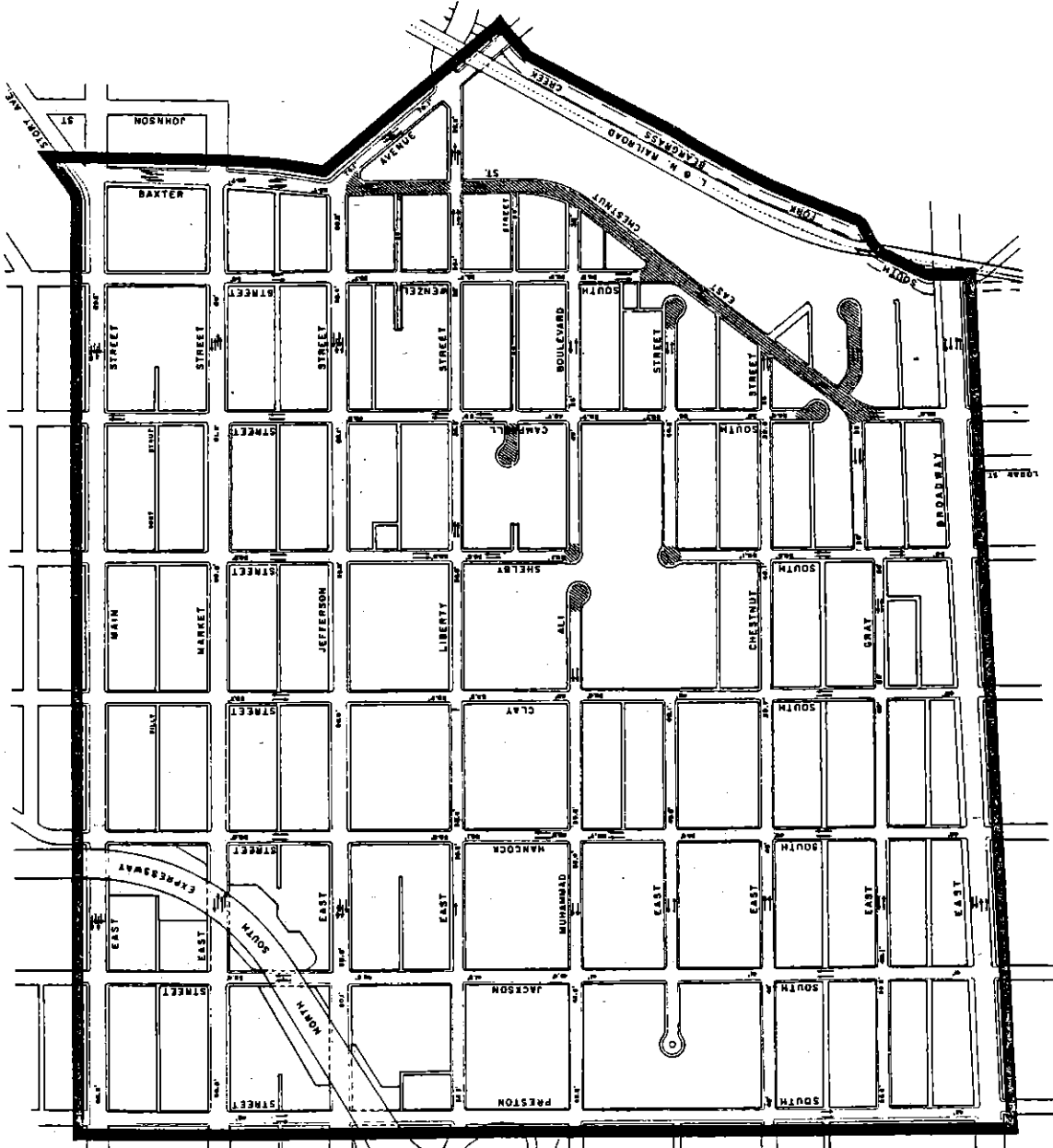
PAVEMENT INFORMATION:

34' PAVEMENT WIDTH

→ LANE DIRECTION

— EXISTING PAVEMENT TO BE RESURFACED

▨ NEW PAVEMENT



PROPOSED PAVEMENTS PLAN

EXHIBIT

P

Prepared by:
 Colverdo
 Associates, Inc.
 Planning Consultants
 1111 West Main Street
 Louisville, Kentucky 40202

C.A.I. JOB NO. 4130

while this is an old system, it is adequate and in fairly good condition with no problem areas. Some changes are required in the system to make it correspond with the new street plan. These changes are delineated on Exhibit Q - Proposed Storm and Sanitary Sewer Plan.

Due to the closing of streets and new construction, sewers need to be abandoned as follows: Madison, from Clay to Shelby; the alley between Muhammad Ali and Madison, between Shelby and Campbell; Ballard, from Campbell approximately 330 feet east; and on Marshall where it is being closed between Campbell and Shelby. All other sewers in streets to be closed will remain and easements will be provided.

TELEPHONE SYSTEM (Exhibit R)

The telephone system in Phoenix Hill is basically an overhead system with some through lines and major lines underground. It is proposed that this system remain overhead in the rehabilitation and new construction portions of the Plan. However, certain adjustments will be required to bring the system into compliance with the new street pattern, see Exhibit R - Telephone Plan.

These changes require the removal of Aerial lines as follows; the alley south of Muhammad Ali, from Clay to Shelby; Ballard, Campbell to about 330 feet east of Campbell; and Marshall, where it is closed between Shelby and Campbell. Small extensions of the existing overhead system are required to replace these removals on: Muhammad Ali, from Clay to just west of Shelby; Campbell from Marshall north to the existing system; and Wenzel, Liberty north to the existing system. All other telephone lines located in streets to be closed will remain and easements will be provided.

WATER SYSTEM (Exhibit S)

The water system in Phoenix Hill has been reviewed with both the Louisville Water Company and the Fire Department. Both of these departments found the existing

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THE CITY OF LOUISVILLE, KENTUCKY
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 WILLIAM B. GAYWOOD, Director
URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WEYENDECK, Executive Director

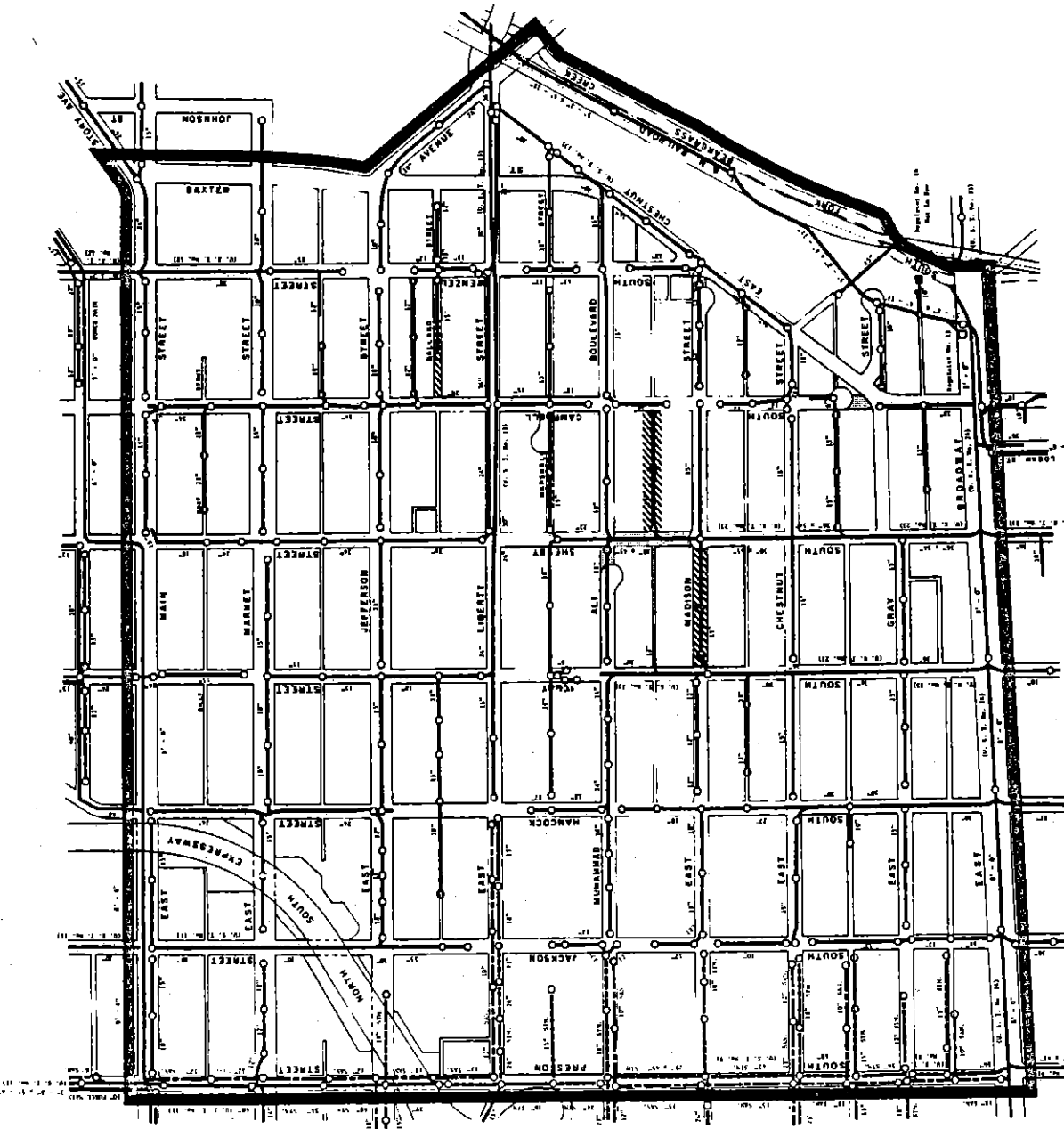
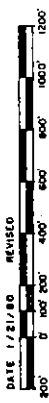


EXHIBIT **Q**

PROPOSED STORM and SANITARY SEWER PLAN

LEGEND

- PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- STORM SEWER
- SANITARY SEWER
- COMBINED STORM and SANITARY SEWER
- MANHOLE
- REGULATOR
- RIGHT-OF-WAY TO BE ABANDONED & EASEMENT PROVIDED
- RIGHT-OF-WAY & SEWER LINE TO BE ABANDONED



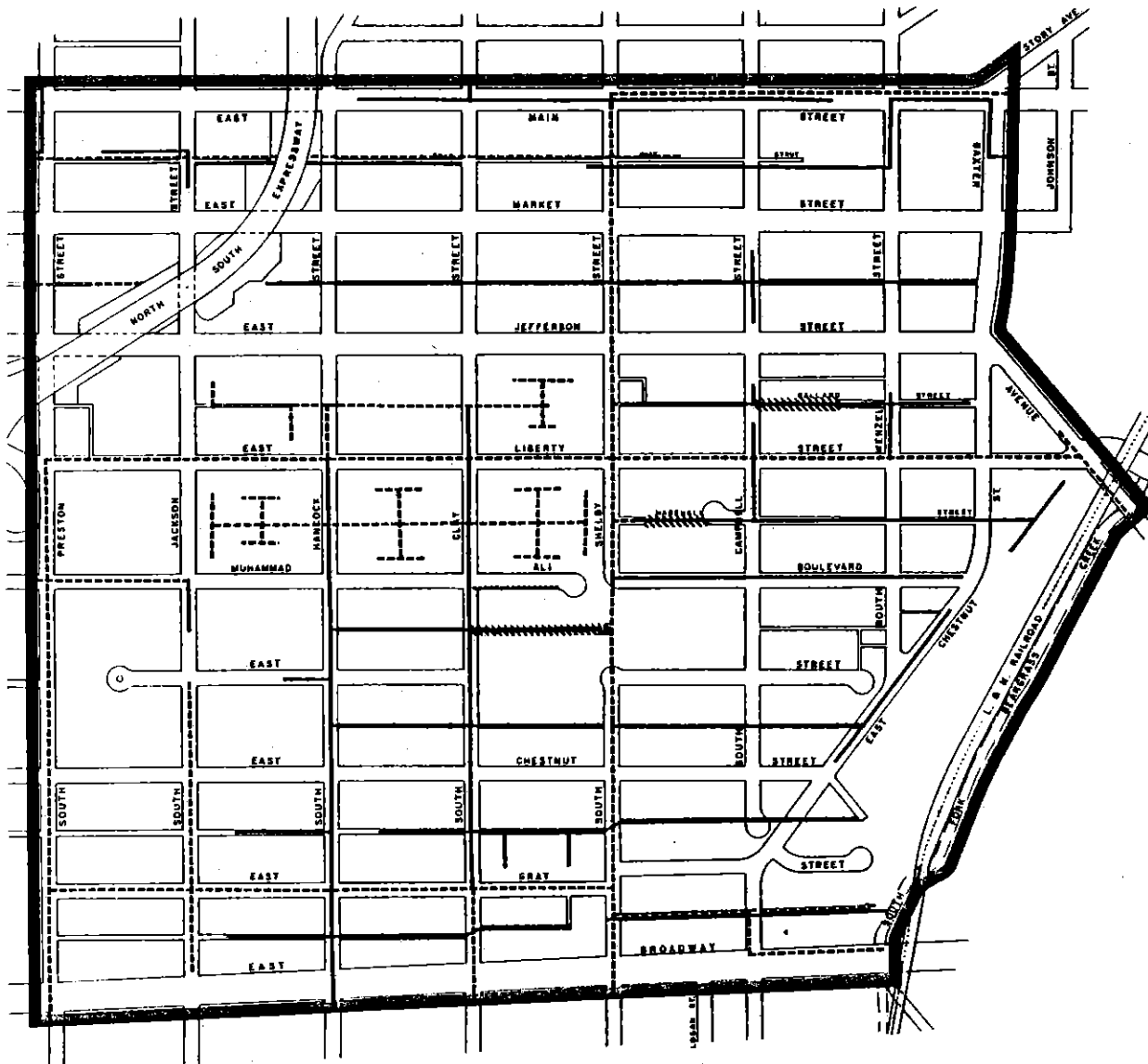
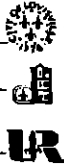
PHOENIX HILL

LOUISVILLE, KENTUCKY

prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANSBURY, mayor

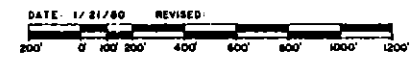
COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTENGEL II, executive director



LEGEND

- PROJECT BOUNDARY
- RIGHT OF WAY LINE
- EXISTING-UNDERGROUND BURIED CABLE
- AERIAL CABLE
- AERIAL CABLE TO BE REMOVED
- PROPOSED AERIAL CABLE



prepared by:
Colorado Associates, Inc.
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1400 WEST MAIN STREET, SUITE 200, LOUISVILLE, KY 40202

PROPOSED TELEPHONE PLAN

EXHIBIT
R

system sufficient to meet the area's needs. Even though a few house connections are served by two or four inch lines, all structures in the area are located within 500 feet of a fire hydrant on a six inch line. Several lines will need to be vacated to make the system consistent with the revised street pattern. These changes are shown on Exhibit S - Water Supply Plan.

The water lines located in the following streets are not integral parts of the system and will be relocated; Madison, from Clay to Shelby; Ballard from Campbell about 330 feet eastward; and Marshall where it is closed between Shelby and Campbell. All water lines located in other streets to be closed will remain and easements will be provided.

GAS SYSTEM (Exhibit T)

The gas system in the area was reviewed with the Louisville Gas and Electric Company and found to be adequate. Lines need to be vacated to provide for street changes and redevelopment on the following streets: Madison, from Clay to Shelby; the alley south of Muhammad Ali, from Campbell to Clay; Marshall, where it is closed from Campbell to Shelby; and Ballard, where it is closed between Wenzel and Campbell. All other lines in closed streets will remain and easements will be provided.

New lines will be required to replace the lines vacated in Madison Street. These lines will run south from Madison either to the alley or Chestnut to replace the lines removed. These changes are delineated on Exhibit T - Proposed Gas Plan.

ELECTRICAL SYSTEM (Exhibit U)

The existing overhead electrical system was reviewed with the Louisville Gas and Electric Company and determined to be adequate. Some changes are required, however, to allow the new street system and redevelopment to occur. These

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THE CITY of LOUISVILLE, KENTUCKY
 WILLIAM B. STANSBURY, Mayor

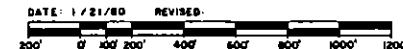
COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, Director

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 ROBERT T. WETTENGEI, II, Executive Director



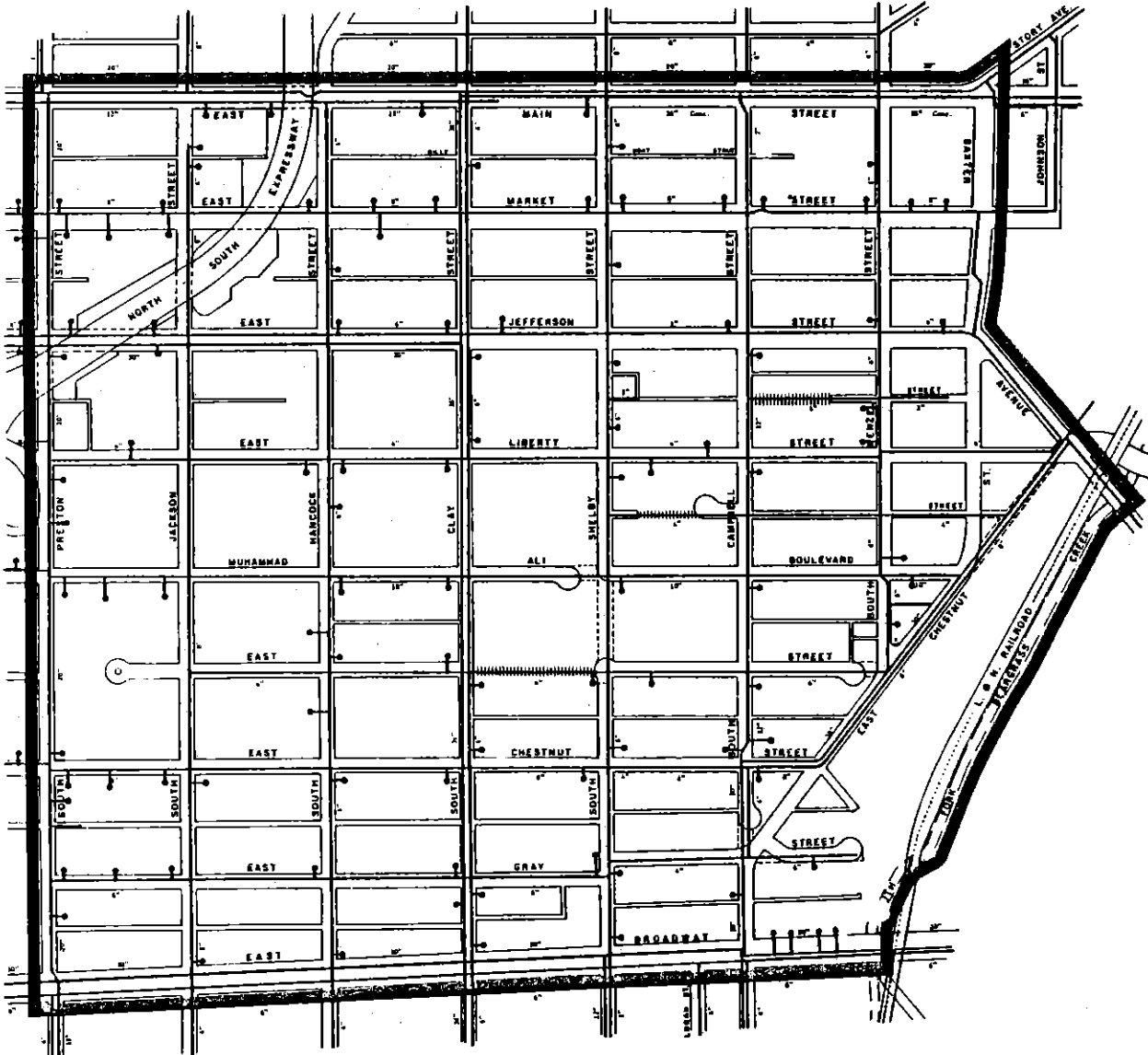
LEGEND

- PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- WATER LINE
- WATER HYDRANT
- EASEMENT TO BE PROVIDED
- WATER LINE TO BE REMOVED and R.O.W. TO BE VACATED



PROPOSED WATER SUPPLY PLAN

EXHIBIT
S



Prepared by:
Colorado Associates, Inc.
 Planning Consultants
1000 W. Main Street, Suite 200, Louisville, KY 40202

4130

V-8

1/21/80

PHOENIX HILL

LOUISVILLE, KENTUCKY

Prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM S. STANSBURY, Mayor

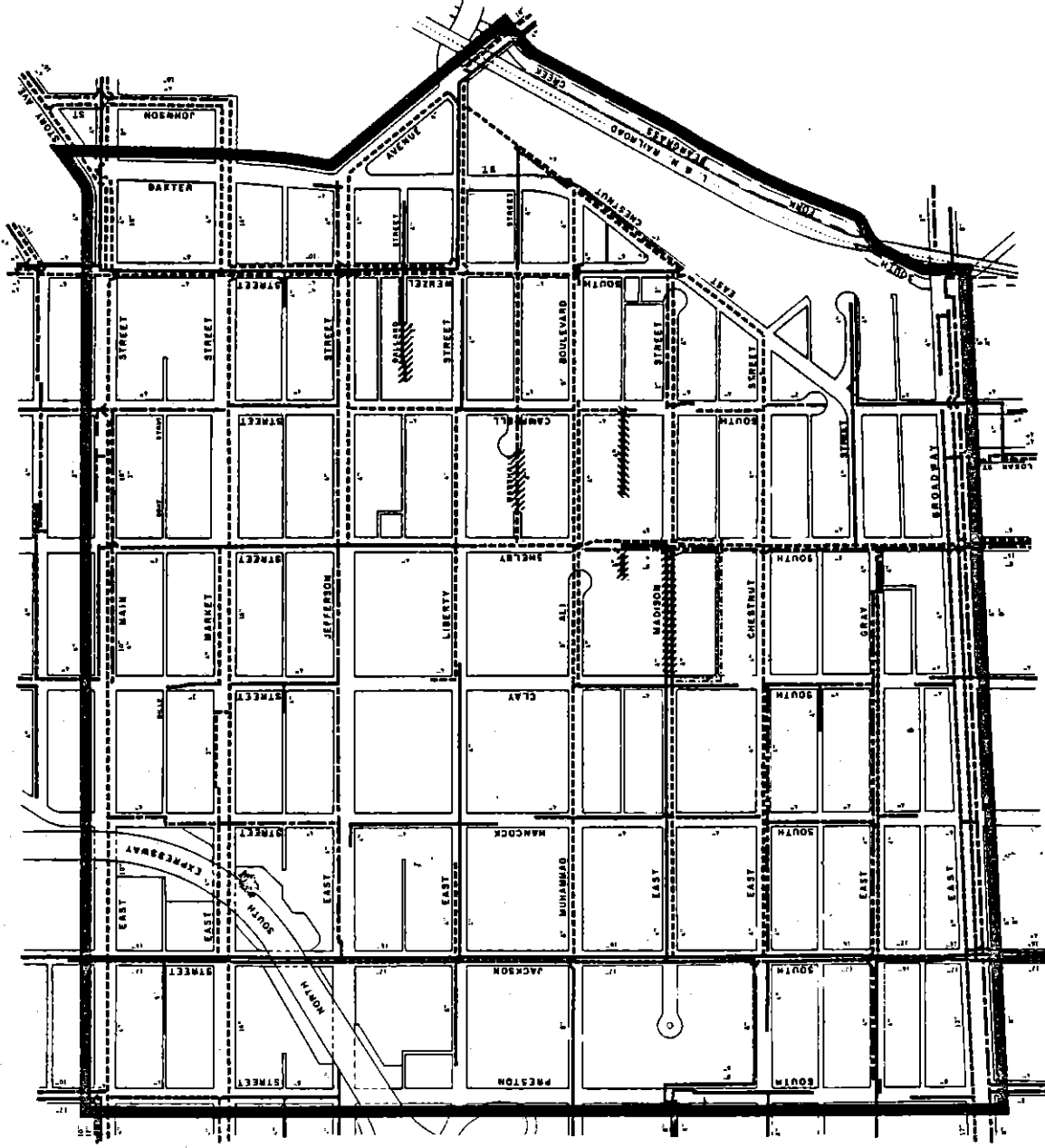
Community Development Cabinet
 WILLIAM S. GATEWOOD, Director

Urban Renewal and Community Development Agency
 ROBERT T. WETTENGEL II, Executive Director



LEGEND

- PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- STEEL & CATHODIC PROTECTED GAS LINES
- CAST IRON GAS LINE
- WROUGHT IRON GAS LINE
- GASLINES TO BE VACATED
- PROPOSED NEW GAS LINE



DATE 1/21/80 REVISED

PROPOSED GAS PLAN

EXHIBIT **T**

Prepared by:
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 1500 East 17th Avenue, Suite 100
 Denver, Colorado 80202

C.A.I. JOB NO. 4130

changes are shown on Exhibit U - Proposed Electrical System Plan.

The electrical lines in Marshall, where it is closed between Shelby and Campbell and Ballard, and where it is closed between Wenzel and Campbell will be vacated.

The lines in Madison from Clay to Shelby will be relocated south to Chestnut Street. Due to widening of East Chestnut, the lines on the west right-of-way will have to be moved out of the street. All other lines located in the streets to be closed will remain and easements will be provided.

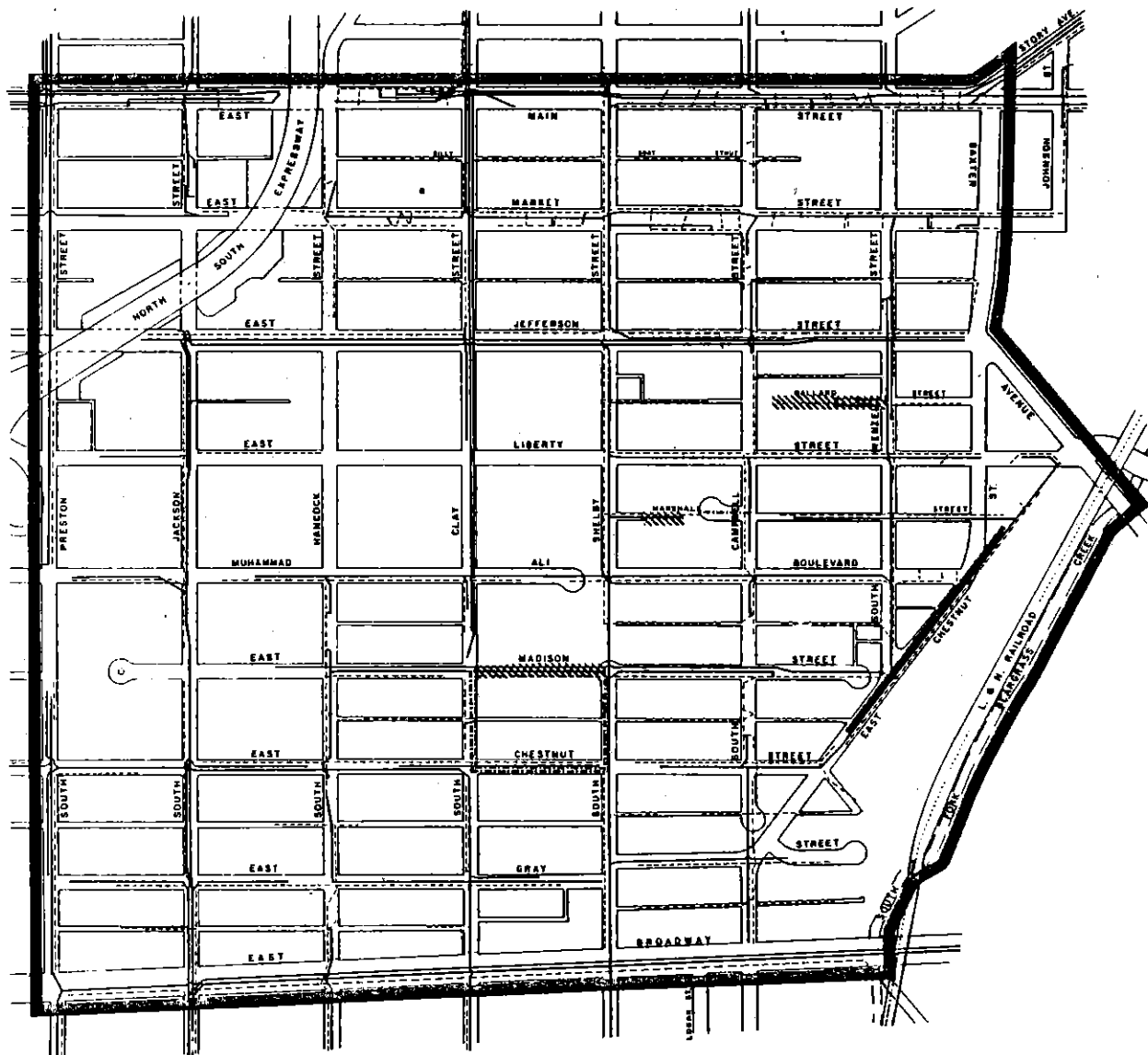
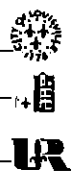
PHOENIX HILL

LOUISVILLE, KENTUCKY

Prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
 WILLIAM B. STANBURY, Mayor

COMMUNITY DEVELOPMENT CABINET
 WILLIAM B. GATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
 ROBERT T. WETTENGEL II, Executive Director



- LEGEND**
- PROJECT BOUNDARY
 - RIGHT-OF-WAY LINE
 - PRIMARY CIRCUIT WIRES
 - SECONDARY CIRCUIT WIRES
 - ELECTRICAL LINES TO BE REMOVED
 - PROPOSED PRIMARY ELECTRICAL LINES
 - ELECTRICAL LINES TO BE RELOCATED DUE TO STREET WIDENING

DATE 1/21/80 REVISED

Prepared by:
Colorado Associates, Inc.
 planning consultants
 1500 W. Campbell Avenue
 Louisville 1, Kentucky 40203

PROPOSED ELECTRICAL SYSTEM PLAN

EXHIBIT **U**

PROJECT AREAS

The final step in the Comprehensive Strategy for Phoenix Hill was to develop manageable and fundable project areas. Due to size and the complexity of problems in Phoenix Hill, it would be difficult to undertake the entire 335 acre project at one time. Phases must be developed to provide a logical and orderly process for carrying out the overall plan.

The Phoenix Hill Area was broken into six areas based upon logical boundaries and types of land use. These areas were then reviewed with the Urban Renewal Agency, CD Cabinet, Board of Aldermen, and Task Force. As a result of these meetings, some minor changes were made to the boundaries and the areas were named by the Task Force to be easily recognized by area residents. The proposed projects are delineated on Exhibit V - Proposed Project Areas.

It was recommended in Section III that the area south of Market between Preston and Jackson be dropped from the Phoenix Hill Area since it contains no blight and is already covered by an adopted and recorded plan in the East Downtown Urban Renewal Area. This area is not included in any of the proposed projects and it is recommended that no activities take place in the area.

Market Street Area

This area contains acres characterized as the general commercial area between the Butchertown residential neighborhood on the north and the Phoenix Hill residential neighborhood on the south. It is bounded by Main Street on the north, Baxter Avenue on the east, Jefferson on the south and the west boundary is offset at Market Street with Jackson Street south of Market and Preston Street north of Market. There are 84.2 acres in this area.

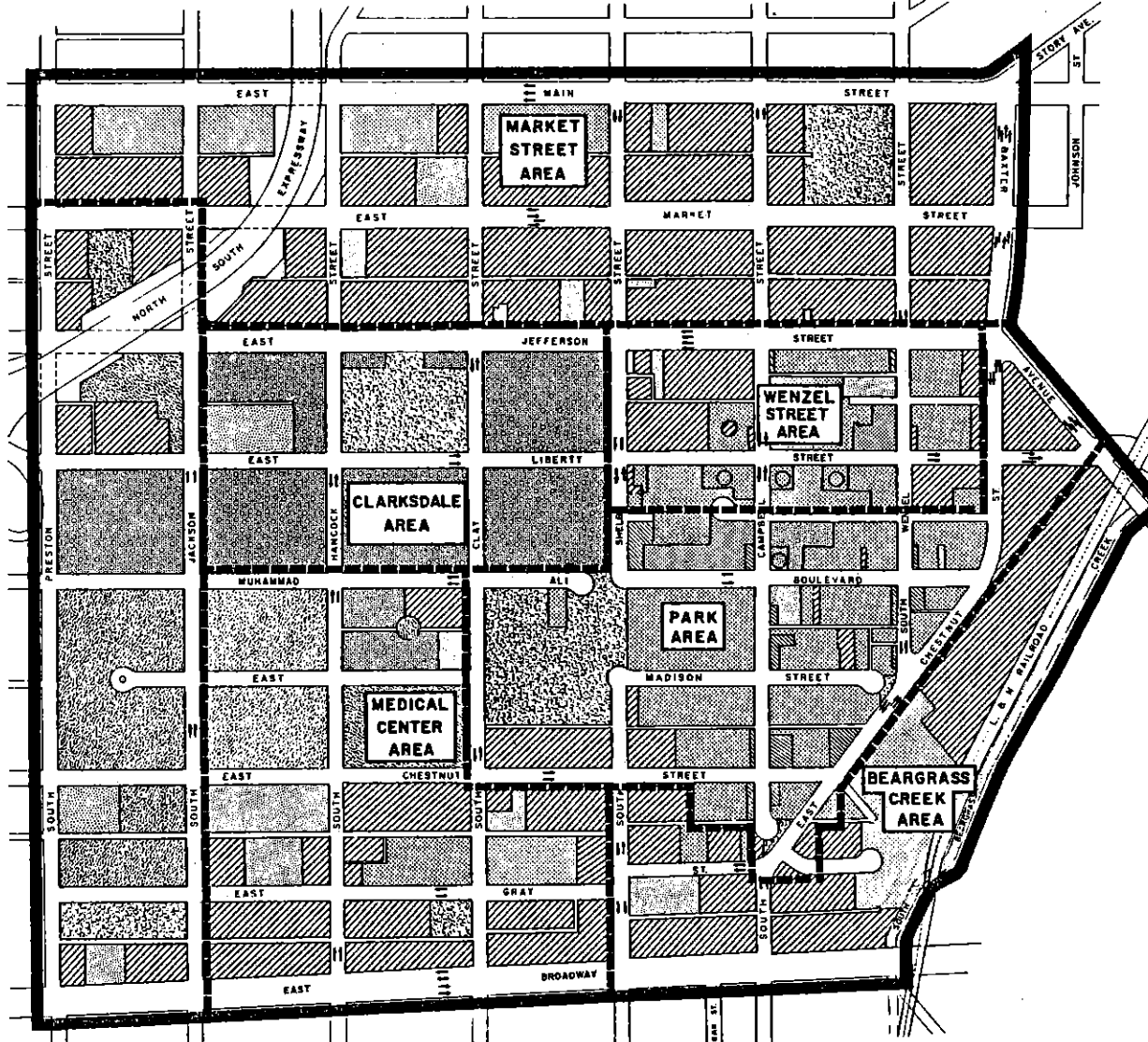
PHOENIX HILL

LOUISVILLE, KENTUCKY

prepared for:
THE CITY OF LOUISVILLE, KENTUCKY
WILLIAM B. STANSBURY, Mayor

COMMUNITY DEVELOPMENT CABINET
WILLIAM B. GATEWOOD, Director

URBAN RENEWAL and COMMUNITY DEVELOPMENT AGENCY
ROBERT T. WETTENGEI II, Executive Director

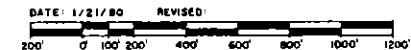


LEGEND

- PROJECT BOUNDARY
- RIGHT-OF-WAY LINE
- CHANGE OF LAND USE LINE

LAND USE CATEGORIES

- RESIDENTIAL - MEDIUM DENSITY
(MINIMUM AREA REQUIREMENT PER DWELLING UNIT 8,000 SQ. FT.)
- RESIDENTIAL - HIGH DENSITY
(MINIMUM AREA REQUIREMENT PER DWELLING UNIT 1,250 SQ. FT.)
- NEIGHBORHOOD COMMERCIAL
- GENERAL COMMERCIAL
- INDUSTRIAL
- PUBLIC
- SEMI-PUBLIC
- UTILITIES
- LOUISVILLE MEDICAL CENTER
- ALTERNATE USE



prepared by:
Colorado Associates, Inc.
planning consultants 8300 FINE PARK 2ND FLOOR CINCINNATI, OHIO 45226
WILLIAM T. COLLIER, PRESIDENT MEMBER - AMERICAN INSTITUTE OF PLANNERS

PROPOSED PROJECT AREAS

EXHIBIT
V

Clarksdale Area

This area is made up almost entirely of the Clarksdale Public Housing and its associated parks. There are a total of 38 acres in this area. The boundaries of this area are Jefferson on the north, Shelby on the east, Muhammad Ali Boulevard on the south and Jackson on the west.

Wenzel Street Area

This is a small mixed use area containing 26 acres of commercial, industrial and limited residential areas. The area is bounded by Jefferson on the north, the new East Chestnut-Baxter Connector on the east, Marshall on the south and Shelby on the west.

Park Area

This is the largest area in the project containing 54 acres. The park area is referred to as the "residential heart" of Phoenix Hill. This area contains almost all of the street and utility changes and most of the land for redevelopment in Phoenix Hill. The area is generally described as being south of Marshall, west of East Chestnut, north of Chestnut and east of Clay. The area was revised to add the entire East Chestnut-Baxter Connector Street and this added two small areas, one north of Marshall and east of the new connector street and the other area south of Chestnut to Gray on either side of Campbell.

Medical Center Area

This area includes much of the Medical Center and its proposed expansion area. There are 55 acres in the area which is bounded by Muhammad Ali on the north, on the east by Clay to Chestnut and south of Chestnut by Shelby, on the south by Broadway, and on the west by Jackson.

Beargrass Creek Area

This area contains intensive commercial and industrial uses and is located east of East Chestnut and generally south of Chestnut (excluding the portion of the park area along either side of Campbell). There are 28 acres in this area.

Sequence of Development

It is proposed that the Park Area be established as the first area for execution. This area is the heart of the Phoenix Hill Plan and incorporates all of the major street changes and most of the land for resale and redevelopment in the area. It is also proposed that renovation of the Clarksdale Area be carried on concurrently with the Park Area since it is important to protect the investments proposed in the Park Area by providing a better environment in the Clarksdale Public Housing Project.

A Neighborhood Plan is being prepared for adoption to conform with new local ordinance and Planning Commission requirements. This Plan will address such items as: Land Use; Transportation; Housing; Economic Development; Environmental Aspects; and Historic Preservation. However, the Plan will primarily concentrate on Land Use, Transportation and Housing for all areas within Phoenix Hill except the Park-Clarksdale Area. Once adopted by the Planning Commission and Board of Aldermen, it will serve as a basis for rezoning changes, capital improvements, transportation, and other factors.

The Wenzel Street Area is recommended as the third area for redevelopment since it includes businesses important to the revitalization of Phoenix Hill. The plan has been prepared to provide for expansion of two large business concerns and increased employment is important to area residents.

The Medical Center and Market Street Areas are difficult to assign a priority. The Medical Center Area is currently undergoing extensive redevelopment by the Univer-

sity of Louisville and the Medical Center. This redevelopment is expected to continue regardless of what occurs in the other areas. The Market Street Area redevelopment should occur close behind the Park Area and Wenzel Street Area to provide additional commercial uses for the residents in these areas.

The Beargrass Creek Area is the area recommended last for redevelopment, but is not an unimportant area. This area contains the Cloister and other businesses which are key elements in the Phoenix Hill Plan. Most of the improvements in this area will be taken care of by carrying out the Park Area.

PRELIMINARY COST ESTIMATES

Cost estimates were then prepared based upon the previously discussed project areas. Exhibit W - Phoenix Hill Cost Estimate reflects these costs as broken down by individual project. These estimates were prepared by Colloredo Associates, Inc. (CAI) except items 1, 2, 4, 5 and 8 which were developed by the Urban Renewal and Community Development Agency (URCDA) and based upon their previous experience.

Administration

Based upon past experience of similar projects the URCDA estimates that administration generally runs 8% of the other project costs. This same percentage was used to calculate administration for the Phoenix Hill Area.

Legal Services

Legal services are required in connection with designating the area as eligible under State Law and in dealing with acquisition of property. This item was estimated by the URCDA based upon the amount of acquisition required in the project.

Consultation Services

The services are certain Architectural, Planning and Engineering services necessary to determine specific types of construction treatment and analyze areas such as Clarksdale, alley treatments, sidewalk design, etc. This item amounts to about 0.4% of the total cost and was estimated by CAI.

Acquisition

Acquisition purchases were estimated by a certified appraiser and based upon the land shown to be acquired on Exhibit N - Land Acquisition Map. The appraiser did not do complete appraisals of each property, but estimated costs on a parcel-by-parcel basis, and based the acquisition prices on comparable sales in the area. The Real Estate Purchases line amounts to the appraisers estimate plus 15% for assemblage purposes. Acquisition expenses were estimated by the URCDA and were based upon their many years experience in this type of activity.

Temporary Operation of Acquired Property

When the property is acquired in a project like this, many times tenants still reside until they can be relocated. This item includes maintenance of these acquired properties until the residents can be relocated. This item was estimated by the URCDA based upon the amount of property to be acquired.

Relocation

These costs were estimated by CAI and are based upon the maximum costs allowed under federal laws. The cost for each type of relocation is itemized under the COST/UNIT column of Exhibit W.

Construction

Construction costs were estimated by the Engineering Department of CAI. These costs were based upon the road and utility relocation and changes discussed in Section V and review and discussion with the appropriate City Department and

PHOENIX HILL - COST ESTIMATE

EXHIBIT W

Prepared by: Colloredo Associates, Inc.

Date: January 21, 1980

ITEM	COST/ UNIT	MARKET STREET AREA	CLARKSDALE AREA	PENZEL STREET AREA	PARK AREA	MEDICAL CENTER AREA	BEARGRASS CREEK AREA	TOTAL AREA
1. ADMINISTRATION 8% of Lines 2 - 9		389,121	1,007,417	264,958	621,090	332,824	77,250	2,692,660
2. LEGAL SERVICES		45,600	5,000	42,250	55,030	38,950	8,170	195,000
3. CONSULTATION SERVICES		24,133	62,593	20,627	30,850	20,641	3,351	162,195
4. ACQUISITION (A) Real Estate Purchases (B) Acquisition Expense		384,625 39,948	0 0	187,450 19,487	1,565,380 162,730	324,300 33,785	10,925 1,100	2,472,680 257,050
TOTAL LINE 4		424,573	0	206,937	1,728,110	358,085	12,025	2,729,730
5. TEMPORARY OPERATION OF ACQUIRED PROPERTY		14,884	0	10,775	40,935	12,588	5,868	85,050
6. RELOCATION To Be Relocated Homeowners Renters Moving & Displacement Business REHAB RELOCATION - RESIDENCES 6 months Temporary Relocation Homeowners @ \$250 Renter Relocation Relocation Storage (20% of Total)	15,000 4,000 500 10,000 6 months 1,000 300	30,000 56,000 8,000 60,000 84,000 56,000 3,300	135,000 52,000 11,000 0 103,500 68,000 8,100	0 0 0 0 0 0 0	465,000 420,000 68,000 140,000 121,500 81,000 11,400	270,000 148,000 27,500 60,000 105,000 70,000 8,400	30,000 0 1,000 0 24,000 16,000 1,800	930,000 676,000 115,500 260,000 438,900 291,000 33,000
TOTAL LINE 6		297,300	0	377,600	1,306,900	668,900	72,800	2,743,500
7. CONSTRUCTION (A) Site Clearance (B) Site Improvements Pavement Curb and Gutter Sidewalk Storm and Sanitary Sewer Water Telephone Electrical Gas		61,075 399,860 165,370 184,476 0 0 0 0 0	122,125 75,700 144,300 0 0 0 0 0 0	52,941 122,460 90,730 91,820 5,000 4,000 5,824 25,000 7,500	159,251 322,430 192,550 320,870 17,500 138,824 10,412 160,000 53,964	51,652 222,140 95,990 142,270 0 0 0 0 0	24,081 103,360 27,720 33,010 0 0 0 0 0	349,000 1,292,375 648,060 916,746 22,500 142,824 16,236 185,000 61,464
TOTAL LINE 7		810,781	342,125	405,275	1,395,801	512,052	188,171	3,634,205
8. DISPOSAL COSTS		10,745	0	6,832	30,499	9,087	4,237	61,400
9. REHABILITATION COSTS Residential Units Non-Residential Building	15,500 25,000	1,736,000(112) 1,500,000 (60)	12,183,000(786) 0	2,123,500(137) 125,000 (5)	2,976,000(192) 250,000 (10)	2,170,000(140) 350,000 (14)	496,000(32) 175,000 (7)	21,684,500 21,400,000
TOTAL LINE 9		3,236,000	12,183,000	2,248,500	3,226,000	2,520,000	671,000	24,084,500
10. SUB-TOTAL		5,253,137	13,660,135	3,583,754	8,415,215	4,493,127	1,042,872	36,388,240
10% CONTINGENCY		525,314	1,360,014	358,375	841,522	449,313	104,287	3,638,240
11. TOTALS		\$ 5,778,451	\$ 14,960,149	\$ 3,942,129	\$ 9,256,737	\$ 4,942,440	\$ 1,147,159	\$40,027,065

Private and Public Utility Companies. Twenty percent contingencies and 10% engineering are included in these costs.

Disposal Costs

These costs involve the preparation of surveys, deeds, recording fees, etc., in connection with the sale of property. This cost was estimated by the URCDA.

Rehabilitation

The rehabilitation costs have been based on a per unit cost for residential and a per building costs for non-residential. These costs were obtained from the Louisville Housing Rehabilitation Department and represent the actual experienced costs in rehabilitation of similar structures.

IT SHOULD BE POINTED OUT THAT THESE COSTS REPRESENT ONLY CURRENT PRICES AND INFLATION SHOULD BE ADDED FOR EACH YEAR THAT THESE ACTIVITIES ARE POSTPONED.

Reuse Values

The value of land to be sold in each area represents an income to help offset the project costs. Value of land to be sold has been based upon the following chart provided by the Harry Lewman Company, Realtors and Appraisers.

<u>LAND USE CATEGORY</u>	<u>VALUE RANGE PER SQUARE FOOT</u>
Residential - Single Family	\$0.50 - \$ 1.50
Residential - Two Family	0.75 - 1.75
Residential - Multi-Family	1.00 - 2.00
Commercial	3.00 - 5.00
Industrial	1.50 - 2.00
Public	1.00 - 2.00
Semi-Public	1.00 - 2.00
Medical Center	8.00 - 10.00

For the purposes in this study, an average of the Value Range Per Square Foot was used to calculate the value of properties. These sale values when applied to the project costs are shown on the following chart, Exhibit X - Reuse Values Chart.

REUSE VALUES CHART

PHOENIX HILL AREA

Prepared By: Colloredo Associates, Inc.

Date: January 21, 1980

LAND USE CATEGORY	MARKET STREET		WENZEL STREET		PARK-CLARKSDALE AREA		MEDICAL CENTER		BEARGRASS CREEK AREA		TOTALS	
	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE	SQUARE FEET	LAND VALUE
Residential - Single Family												
Residential - Two Family			8,410	\$ 10,512.50	334,660	\$418,325.00	25,000	\$ 31,250.00			368,070	\$ 460,087.50
Residential - Multi-Family					35,350	53,025.00	42,048	63,072.00			77,398	116,097.00
Commercial	89,320	\$357,280.00			59,131	236,524.00	76,887	307,548.00	6,080	\$ 24,320.00	231,418	925,672.00
Industrial			36,775	64,356.25	31,542	55,199.00	8,866	15,515.00			77,183	135,070.25
Public					269,500*	404,250.00*					269,500*	404,250.00*
Semi-Public	3,675	5,512.00	6,075	9,112.00	9,120	13,680.00					18,870	28,304.00
Medical Center							43,313	389,817.00			43,313	389,817.00
Totals	92,995	\$362,792.00	51,260	\$ 83,980.75	469,803	\$776,753.00	196,114	\$807,202.00	6,080	\$ 24,320.00	816,252	\$2,055,047.75

* Not included in totals

Total Project

There is a total of 25 acres of land for resale at an estimated value of \$ 2,454,801. in the Phoenix Hill Area.

The values shown above represent fair market value. The City, of course, has the authority to sell the land at less than fair market value. This cost represents an average value based upon today's prices.

INTRODUCTION

The following list of Federal, State and Local funding sources represents only programs with a significant amount of funds and which are applicable to Phoenix Hill. Individual activities in the plan which are particularly applicable to certain programs have been listed first and projects which are relevant to the area as a whole are listed last. Following this list is a brief explanation of each of the programs.

LIST OF POTENTIAL FUNDING SOURCES

Street and Other Public Improvements

Department of Commerce

- (1) Grants and loans for Public Works and Development Facilities
- (2) Public Works Impact Projects

Federal Highway Administration

- (3) Highway research, Planning and Construction

Department of Housing and Urban Development

- (4) Secretary's Discretionary Fund (Innovative Projects)

Phoenix Hill Park

Department of Interior

- (1) Outdoor Recreation - Acquisition, Development and Planning
- (2) Urban Park and Recovery Program

Rehabilitation

Residential

Department of Housing and Urban Development

- (1) Section 312 Rehabilitation Loans
- (2) Section 8 Leased Housing Assistance
- (3) Section 203 (b) Home Mortgage Insurance
- (4) Section 220 Multi-Family Rental Housing
- (5) Section 221 (D) (2) Mortgage Insurance
- (6) Section 221 (D) (3) Multi-Family Rental Housing
- (7) Section 221 (D) (4) Multifamily Rental Housing
- (8) Homesteading - Urban

Department of Interior (HCRC)

- (9) Historic Preservation Grants-In-Aid

Local

- (10) Rehabilitation Loans and Grants (CDBG)
- (11) Metro Investment Service Corporation Loans (CDBG Subsidiary)

Non-Residential

Department of Housing and Urban Development

- (1) Section 312 Loans

Department of Commerce

- (2) Business Development Assistance Loans

Small Business Administration

- (3) Economic Opportunity Loans for Small Businesses
- (4) Small Business Loans
- (5) Small Business Investment Companies

Clarksdale Public Housing Renovation

Department of Housing and Urban Development

- (1) Public Housing - Modernization of Projects
- (2) Public Housing - Comprehensive Modernization of Projects

Louisville Medical Center

- (1) University of Louisville

Overall Projects

Department of Housing and Urban Development

- (1) Community Development Block Grant - Entitlement
- (2) Section 108 Loan Guarantees
- (3) Neighborhood Self-Help
- (4) Urban Development Action Grants

Department of Transportation

- (5) Urban Initiatives Program

Local

- (6) Tax Increment Financing

DESCRIPTION OF POTENTIAL FUNDING SOURCES

Streets and Other Public Improvements

Grants and Loans for Public Works and Development Facilities: This program is provided through the Department of Commerce-Economic Development Agency (EDA). The main purpose is to provide public improvements that will (1) promote commercial and industrial development; (2) assist in creation of long-term employment opportunities; or (3) benefit the long-term unemployed and members of low-income families.

Funding for this project is for up to 50% grants except in severely distressed areas where up to 80% grants may be available. There is approximately \$196 million

available nationally for this program in Fiscal Year (FY) 80. In 1979, 185 projects were approved with an average grant of \$580,000.

Public Works Impact Projects: This project is also provided through EDA. The purpose of this project is to provide immediate useful work to the unemployed and underemployed persons in designated project areas by constructing labor intensive public facilities.

Funding for this project is available as 80% grants. It is estimated that \$29 million will be available for these projects in FY 1980. In 1978, 178 projects were approved at an average of \$220,000 per project.

Highway Research, Planning and Construction: The Federal Highway Administration of the Department of Transportation provides this program. This program is particularly applicable to the proposed State route connector from Campbell to Baxter since this program provides funds to plan and construct highways.

This program provides primarily 75% grants and is funded through the Commonwealth of Kentucky Highway Department. Over 13,000 miles of highways were constructed in 1978 using these funds and \$8.4 billion is available for FY 1980.

Secretary's Discretionary Fund (Innovative Projects): This program is provided by the Department of Housing and Urban Development and is geared toward innovative projects and ideas that can be utilized in many redeveloping areas across the country.

This program appears to be extremely applicable to the new paving system proposed for the streets in Phoenix Hill. This system takes the old streets that have been paved so many times that the curb and gutter have no storm water carrying capacity and planes the existing surface off rather than demolishing and rebuilding the street. After the street is planed, a surface coat is replaced. The excess material planed

from the streets is a valuable resource that can be recycled and used in paving other streets. This system costs less than 25% of the normal cost to rebuild a street and can be done with much less inconvenience to residents. In addition, this method uses about 10% of the new material required for typical street reconstruction.

The Secretary's fund gets 3% of each year's CDBG funds for this and other projects such as disaster aid, new communities, etc. Grants of up to 100% are funded out of this program.

PHOENIX HILL PARK

Outdoor Recreation - Acquisition, Development and Planning: The Heritage Conservation and Recreation Service (HCRC) of the Department of the Interior makes this program available through the Commonwealth. The program provides grants for all forms of outdoor recreation including inner city parks, and priority is given to projects serving urban populations.

The HCRC can provide up to 50% of the funds required and the match can be either State, other Federal or Local funds. There are an estimated \$359 million dollars available for this program in FY 1980. In 1979, over 21,000 State and Local projects were funded from grants of \$150 to \$5.4 million.

Urban Park and Recovery Program: This program is also funded through the HCRC and is available to States and Local Governments. This grant is available to distressed cities (including Louisville) to rehabilitate or reconstruct parks or provide parks in redeveloping areas. Some preliminary discussions are underway with the appropriate agencies on this project.

This project provides 70% grants and local match may come from cash, work, services or supplies. The only other federal funds that may be used to match are Revenue Sharing and CDBG. If the State provides 15% funding, the HCRC can increase their

funding to 85%.

This is a new program which started in 1979 and \$150 million is available in FY 1980.

REHABILITATION

Residential

Section 312 Rehabilitation Loans: This program is available from HUD through the local CDBG staff to individual home and business owners. It provides a 3% interest loan to rehabilitate structures and the existing balance of a loan may be refinanced if the existing loan and new 312 loan payments are over 20% of monthly income. If there are 5 or more units in the structure, refinancing is not allowed.

There is a loan maximum of \$27,000 for each dwelling unit and \$100,000 for non-residential properties. In FY 1980, \$185 million is available for new loans. In 1977, 6,204 loans were approved that financed rehabilitation of 8,061 units, and in 1978, 6,050 loans were approved.

Section 8 - Leased Housing: This is another HUD program that assists in re-development of existing dwellings by providing owners with a commitment to provide rental subsidies if the structures are rehabilitated and leased to low and moderate income persons. The owner can then obtain either private, Kentucky Housing Corp., HUD-FHA, and other financing to rehabilitate the units. The local Housing Authority may even form a non-profit corporation and issue tax exempt bonds to fund rehabilitation.

There is about \$20 billion available for new and existing Section 8 units in 1980. By the end of 1978, a total of 666,603 units were receiving subsidies under the program.

Section 203(b) - Home Mortgage Insurance: This HUD program provides guaranteed mortgage loans to be used to finance the purchase of proposed, under construction

or existing housing which meets HUD-FHA standards. These funds may be used for the acquisition of one to four family dwelling units.

Estimated FY 1980 obligation is \$8.25 billion. In 1978, loans were approved for 265,980 units at a value of over \$8 billion.

Section 220 - Multi-Family Rental Housing: This HUD program provides mortgage insurance, not to exceed 90% of the FHA estimated replacement cost, for the construction or rehabilitation of two or more units of rental housing in an Urban Renewal Area or a Concentrated Code Enforcement Area only. Mortgage limitations are set by the number of bedrooms per unit. This program was designed to primarily aid the developers, investors or apartment owners.

In FY 1980 an estimated \$77 million is obligated for this program. Accomplishments for 1978 showed 1657 units insured at an approximate value of \$67 million.

Section 221 (D) (2) - Mortgage Insurance: This HUD program may be used to finance the purchase or rehabilitation of proposed or existing low-cost one to four family housing units. The program is designed to make homeownership more readily available to families who have been displaced by government action or whose income does not exceed 95% of the median income.

An estimated \$844 million dollars have been obligated for FY 1980. In FY 1978 some 29,119 units were insured for a value of \$685 million.

Section 221 (D) (3) - Multi-Family Rental Housing: This HUD program makes available mortgage insurance to public agencies, non-profit corporations, and consumer cooperations who intend to develop housing for low to moderate income families. FHA can insure up to 100% of the project value, however, in most cases the maximum amount is 90% of replacement cost. The project may be new or

rehabilitated and must contain at least five units. No income limits are placed on occupancy, but displaced persons are given priority.

The obligation for FY 1980 is approximately \$2 billion. In FY 1978 some 79,144 units were insured at an approximate cost of \$2 billion.

Section 221 (D) (4) - Multifamily Rental Housing: With the objective of providing good quality rental housing with the price range of low to moderate income families, this HUD program insures mortgages to developers or investors for the construction or rehabilitation of projects containing five or more units. The mortgage is usually insured up to a maximum of 90% of the estimated replacement cost. No limits are set on income of tenants, but displaced persons are given occupancy priority.

The financial information concerning this program is covered in the financial information of Section 221 (D) (3).

Homesteading - Urban: This HUD program is a demonstration program which allows a jurisdiction to accept, without payment, HUD owned property and sell those properties to individuals or families to rehabilitate and occupy. This serves a two-fold purpose in that (1) the number of foreclosed properties is reduced, and (2) declining neighborhoods are revitalized. Eligibility requirements of "Homesteaders" are set by the State.

A total of 1344 properties were transferred by HUD to "Homesteaders" in FY 1978.

Historic Preservation Grants-In-Aid: This program is provided through the Heritage Conservation and Recreation Service. It provides funds for rehabilitation of structures on the National Register of Historic Places. While only the Cloister is presently on this register, the Landmarks Commission is presently in-

volved in survey and designation of properties in this area as eligible National Register Properties. When these structures are placed on the Register, they will become eligible for grants and/or tax credits to rehabilitate their structures.

There is approximately \$43 million available for these 50% grants in FY 1980. The balance may be made by State, private or in-kind donations. Since 1969, assistance under this project has benefitted 4200 survey and planning acquisition and development projects.

Rehabilitation Grants (CDBG): The Community Development Department has several different grants which are presently available to homeowners in nine neighborhoods including Phoenix Hill. These grants are made available to residents through the Housing Rehabilitation Staff. Grants of up to \$8,500 are provided along with the Section 312 and MISCO loans.

Metro Investment Service Corporation Loans: This program is provided through a company formed by eight Louisville Savings and Loans for the purpose of stimulating home ownership and home improvement in urban areas of Louisville. This company provides conventional, FHA-Title I - Home Improvement Loans, and subsidized loans using CDBG funds to subsidize the interest rates based upon the income of the purchases. These loans are not presently available to the Phoenix Hill Area, but the area is being included and loans should be available soon.

These loans are available to owners of structures from one to four units. If the subsidy is utilized, the structure must be owner occupied. Maximum loans for each loan are established at the time of the loan.

NON-RESIDENTIAL REHABILITATION

Section 312 Rehabilitation Loans: See Section 312 under residential above.

Historic Preservation Grants-In-Aid: See same topic under residential above.

Business Development Assistance: These loans are provided by the Economic Development Agency to encourage small businesses to start, expand or renovate. In FY 1980, there are about \$40 million direct loans available.

Small Business Administration (SBA): The SBA has several loans available to encourage small businesses to expand, rehabilitate or begin. The SBA also provides matching funds for local small business investment companies at a rate of \$3 to \$4 for every \$1 of private loans to small businesses. In FY 1980, there is \$27 million in direct loans and \$190 million in guaranteed loans available.

The SBA provides funds for their small business loans program in amounts of \$205 million direct and \$3.7 billion guaranteed. They also provide \$65 million direct and \$80 million guaranteed loans to economically distressed areas for small businesses. There is presently \$1,000,000 of this type loan available to areas of Louisville including Phoenix Hill.

CLARKSDALE PUBLIC HOUSING

Public Housing - Modernization of Projects: This program is provided by HUD to Housing Authorities to modernize older housing projects, to upgrade living conditions and correct physical deficiencies. This program provides either loans or grants to local Housing Authorities.

In FY 1980 there is about \$409 million available for this program. It would be important to have Clarksdale put on the Target Projects Program, if it is not already, since this gives one priority in the Modernization of Projects Loans and Grants.

The fact that Clarksdale is in an area that is being renovated should make these funds easier to obtain.

Public Housing - Comprehensive Modernization Program: A new HUD program, the Comprehensive Modernization Program is intended to finance rehabilitation of projects with many physical deficiencies. Projects must be PHA owned, contain 100 or more dwelling units and have a minimum modernization need averaging \$5,000. or more per unit. Homeownership projects, such as Turnkey III or mutual help, are not eligible for this program.

The Department earmarked \$20 million of contract authority for this program for FY 1980. Program guidelines call for distribution of the funds prior to the end of the fiscal year. A second phase of the program allowing PHAs to divert up to 50% of their development funds for comprehensive modernization will probably not be implemented until FY 1981.

HUD has asked Congress to remove the \$50 million limitation on spending for Public Housing Modernization. Hearings are set to begin in the Spring. The Budget Authority has requested \$1 billion for FY 1981 for this program.

LOUISVILLE MEDICAL CENTER

Expansion and construction of the Medical Center is presently underway by the University of Louisville and others. It is anticipated this will continue.

OVERALL PROJECTS

Several projects appear to be applicable to particular areas or segments of the Phoenix Hill Area. Most of these programs are available through the Department of Housing and Urban Development. A summary of these programs is shown below.

Community Development Block Grant - Entitlement: The city presently receives annual CDBG entitlement. These funds are presently being spent in predominately eight Neighborhood Strategy Areas (NSA). Phoenix Hill has been made a NSA and will

become the ninth area. Since there are other areas and commitments for these CDBG funds, it is not probable that sufficient funds can be provided to totally renovate Phoenix Hill. It is possible that these CDBG funds may be used to match other federal grants and to fill gaps that cannot be funded by other programs.

Section 108 Loan Guarantees: This Section of the Housing and Community Development Act allows entitlement cities to receive a loan guarantee on notes and other obligations issued by the City or any designated public agency. Interest on the obligation guaranteed under Section 108 must be taxable. The entitlement city may borrow up to three times its yearly grant amount and has up to six years to repay the obligation.

Funds under this section may be used for the following activities: Acquisition; Rehabilitation; Relocation, Clearance and Demolition; Construction or Reconstruction of Public Improvements; and payment of expenses related to these activities.

The City is required to pledge its current and future entitlement grants as security for the notes.

Neighborhood Self-Help: This new HUD program provides for grants directly to recognized neighborhood groups to prepare and implement their own revitalization projects in low and moderate income neighborhoods.

There is a 1980 budget of \$15 million for this program.

Urban Development Action Grants: This program is available to severely distressed cities (including Louisville) to alleviate physical and economic deterioration through economic development and neighborhood revitalization. One of the main purposes of the program is to stimulate private funds and development by certain key grants. For neighborhood revitalization projects, HUD wants at least a ratio of 2.5 private dollars for every 1 public dollar.

This program appears to be particularly applicable to several areas in Phoenix Hill. The Wenzel Street area involves expansion of two large businesses and could make a good UDAG. The Market Street Area involves the renovation and expansion of businesses as well as new businesses. This area could be good for some type of subsidized loans. The Park Area could make a very good neighborhood revitalization project since it involves a large amount of private new and rehabilitation housing.

This program has been funded at \$675 million for FY 1980. The average grant to metropolitan cities in 1978 was \$2,950,000.

Tax-Increment Financing: In many parts of the country, areas have been redeveloped by using this method of financing. Presently, this method of financing is not allowed under Commonwealth law, but other States such as Florida are in the process of changing their laws to allow this program.

Basically, this program allows the cities existing taxes in an area to be frozen for a fixed number of years. As redevelopment occurs and taxes are increased the city still gets its same taxes, but the increased taxes are collected and reprogrammed to carry on other redevelopment activities in the area. Many cities in California have used this method to carry out projects.

Urban Initiatives Program: This is a program provided by the Department of Transportation, Urban Mass Transportation Administration. Transit related projects that contribute to the revitalization of cities are eligible for this program. Any public agency eligible for UMTA planning or capital assistance is eligible for Urban Initiatives loans or grants. While this program would not be applicable to the Park-Clarksdale Area, it may, however, be used in other parts of the project. The funding level at present is \$200 million. It is expected to remain at that level through FY 1983.

New Programs: Each year new programs come along that could be useful in the renovation of Phoenix Hill., There is presently an Energy Block Grant type program proposed that would be funded by the recently approved Windfall Profits Tax. A careful analysis of this and other programs must be made to determine the applicability of this and other proposed programs.

The Park-Clarksdale Area is the first area proposed for execution in the Phoenix Hill Area. The recommended financing for this project is as follows.

Section 108 Loan Guarantees

It is proposed that Section 108 be used to finance acquisition, relocation, and site clearance in this area. These three items amount to \$3,194,261 and based upon a six year pay back of .15% per year, the yearly cost would be approximately \$810,512.00 for six years.

Rehabilitation

Rehabilitation of existing residences is estimated to cost \$2,976,000.00. It is estimated that funds for this activity would come from City's Rehabilitation Grant Program, MISCO Loans, Section 312 loans, and other programs listed in the previous section. It is estimated that rehabilitation in this area should be carried out in three years at a cost of about \$1 million per year. One third of each year's rehabilitation cost is expected to be grants of about \$333,000 each year.

Non-residential rehabilitations are expected to be carried out by the owners. They will be assisted in obtaining direct and guaranteed federal loans for this purpose. There is presently a \$1 million pool of Business Development loans available to the City of Louisville through EDA for this type of improvements.

Phoenix Hill Park

An application is being prepared for submission to HCRC through the Urban Parks Program for this facility. Approximately \$400,000 is being requested to develop this park.

Site Improvements

The total site improvements required in the Park-Clarksdale Area is estimated to be \$1,578,675. The cleared land in the area is expected to be developed by the Home Builders at a minimum of about \$8 million. It is proposed that an Urban Development Action Grant be prepared when the land is acquired, residents relocated, and cleared. The private commitment of \$8 million will provide 5.1 private dollars for every one public dollar required to complete Pavement, Curb and Gutter, Sidewalk, Storm and Sanitary Sewer, Water, Telephone, Electrical and Gas improvements.

It is also recommended that an application be made to HUD for an Innovative Grant for repaving of all of the streets in Phoenix Hill. This repaving would be completed as described on Page VII-3 and is estimated to cost \$1,292,375. This method of repaving utilizes only 10% of the new material normally used in street reconstruction and costs less than 25% of typical construction. In addition, the planing would increase the streets storm water capacity.

It is also anticipated that other programs, such as Grants for Public Works and Development Facilities through EDA will be applied for to reduce the public cost in the project.

Administration, Legal Services and Consultation Services

These items will be provided by the appropriate City departments and/or their Consultants.

Clarksdale Public Housing Rehabilitation

It is recommended that the Louisville Housing Authority apply to HUD for funds to rehabilitate Clarksdale through the Comprehensive Modernization Program and the Regular Modernization Program. The total cost of this rehabilitation is expected to be between \$12,000,000 and \$15,000,000 for the entire project.