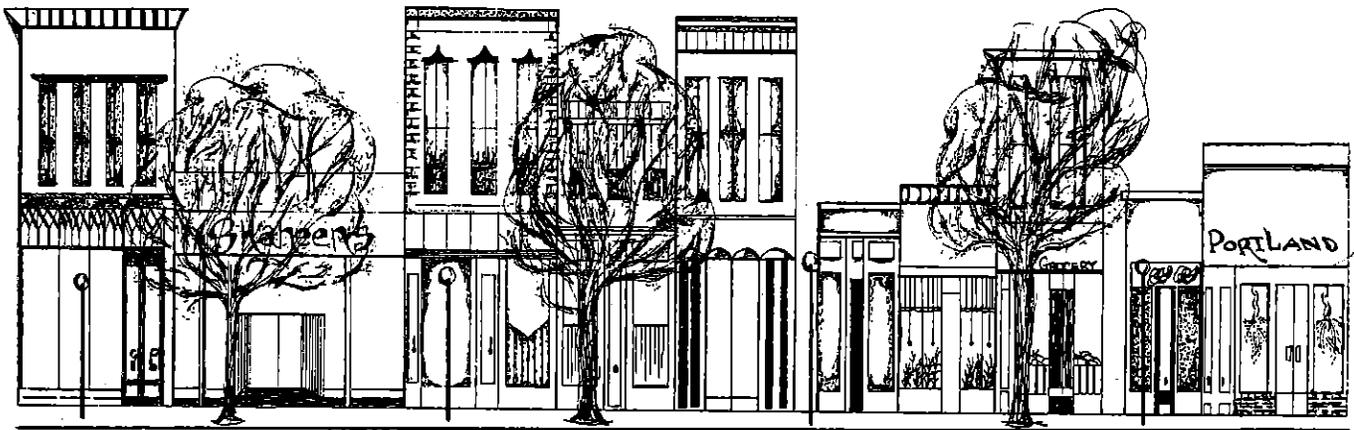
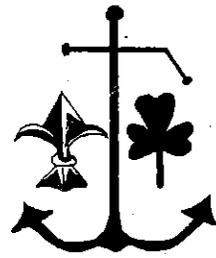


Hartfield

Portland neighborhood Plan

As Amended



Adopted BOA
4/11/84

W. amendments

PORTLAND NEIGHBORHOOD PLAN

- Prepared for the Board of Aldermen of the City of Louisville.
- Original draft (March 30, 1983) prepared by the Portland Development Organization, Inc. with the assistance of the Portland Neighborhood Planning Committee.
- Revised and Updated Plan prepared by the Louisville and Jefferson County Planning Commission with the assistance of the Portland Task Force.

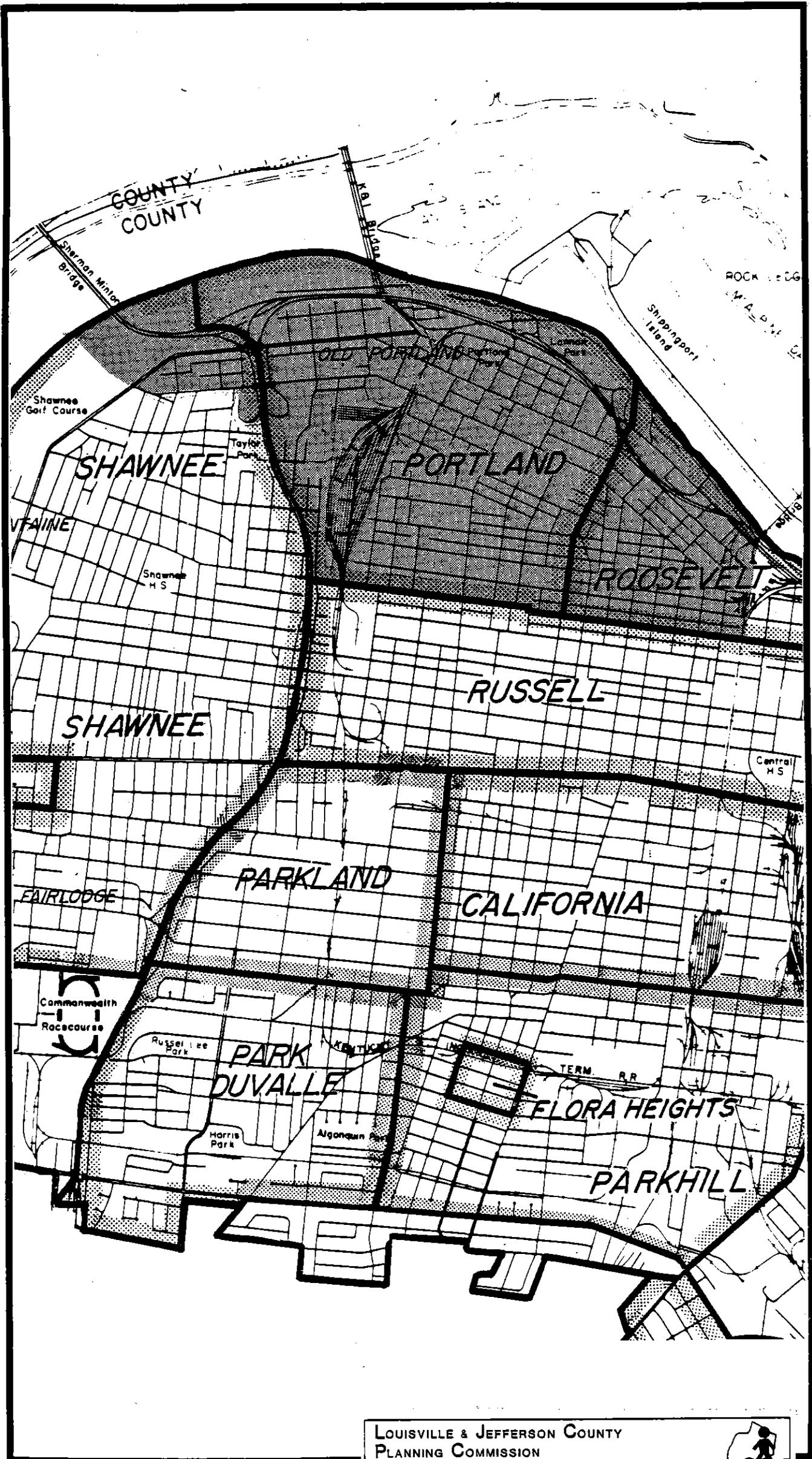
The preparation of this document was financed in part with federal Housing and Community Development funds.

June, 1983

LOUISVILLE & JEFFERSON COUNTY
PLANNING COMMISSION



800 FISCAL COURT BUILDING, LOUISVILLE, KENTUCKY 40202 502-581-8230



LOUISVILLE & JEFFERSON COUNTY
 PLANNING COMMISSION

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FORWARD

The Portland Neighborhood Plan was completed and transmitted to the Louisville Community Development Cabinet and the Portland Development Organization on March 30, 1981. Since then there has been no further progression of the plan toward a formal recognition and approval by the Louisville Board of Aldermen.

In an effort to move the Portland Neighborhood Plan toward an Aldermanic approval, the Planning Commission is resubmitting the plan to the Community Development Cabinet, neighborhood groups and affected agencies. As a part of this process the Planning Commission has attempted to correct three main problems with the original draft plan.

The first problem being corrected is reproducibility. Because many of the graphics in the original document were photographic copies (8x10 prints), there were a very limited number of plans made available to the public. Further, many graphics were too small to be useable. The Planning Commission has redrawn all base maps and graphics so that a large number of copies can be made of the plan.

Secondly, some minor technical deficiencies existed with regards to compliance with the Neighborhood Plan Ordinance, Ordinance No. 22, Series 1980. These minor deficiencies have been corrected for future "adoption" of the plan by the Board of Aldermen.

The third area of concern was a couple of controversial issues that tended to overshadow the overall intent of the Portland Neighborhood Plan at the time of publication. These were the proposed zoning changes around 22nd Street and Portland Avenue and the fact that eastern Portland was not recommended as the next Neighborhood Strategy Area (NSA) in Portland. These two items have been changed by the Planning Commission in this draft of the Portland Neighborhood Plan. The Planning Commission felt a resolution of these problems would be needed to carry the plan on to neighborhood acceptance and Aldermanic approval.

The proposed zoning changes from commercial to residential classifications around 22nd Street and Portland Avenue in the original draft have been dropped. Also, the proposal to change residential to commercial zoning categories along 22nd Street has been deleted from the plan. A change of zoning to commercial classifications would be speculative and would remove public hearings, scrutiny and possible binding elements from the development process.

The housing strategy that stated ". . . the boundaries of the Neighborhood Strategies Area should be shifted to drop Census Tract 1 from the existing Neighborhood Strategies Area and add Census Tract 22 . . ." has been changed. It now states that when the housing need has been met in the original conservation area, the boundaries may be expanded to include both central and eastern Portland. However, when and if this situation arises, a new detailed study should be performed to determine the exact priority areas. This change was made because the first draft of the Portland Neighborhood Plan excluded eastern Portland from Community Development NSA funding. It was also done because there is no assurance that a new target conservation area will be designated in Portland. This is in part a matter of City policy and with changing programs and a changing federal outlook there is no guarantee that there will ever be new conservation areas. Therefore, if and when designation of a new conservation area becomes a reality, a detailed study and update should be performed to locate the exact boundaries. However, in the mean time no area in Portland should be excluded from future actions.

In addition, the original draft plan recommended that all residential areas be changed from R-6 to R-5A Residential classifications. This would mean a mass rezoning of all residential properties east of the railroad yards (30th Street). This mass zoning change has been judged not to be necessary or advisable and would add no real further protection to the residential areas of Portland. Because of

small lot sizes in much of Portland, only one dwelling is allowed in the existing R-6 Residential zoning classification. This zoning change proposal has been dropped from this draft of the plan.

As a part of the retyping of the Portland Neighborhood Plan text, the Planning Commission updated all information and surveys. This included the addition of 1980 census data which has just recently become available. Current land use and housing condition surveys were also conducted at the time of the redrafting. Therefore, the Portland Neighborhood Plan has been brought up to date and changes have been made to reflect new or different conditions.

The Planning Commission has made an attempt to leave as much unchanged as possible in the Portland Neighborhood Plan text. Where possible, only numbers were changed to reflect current data. The retype and redraft of graphics gave an opportunity to bring the plan up to date and to make some minor changes.

The Planning Commission hopes that neighborhood organizations and residents along with the Community Development Cabinet will accept and endorse the Portland Neighborhood Plan and that efforts will seriously be made to forward this draft plan to the Louisville Board of Aldermen for their approval. After Aldermanic approval, an application should be made to implement a zoning change as recommended in the plan.

PORTLAND NEIGHBORHOOD PLAN

MAJOR CHANGES TO ORIGINAL DRAFT (of March 30, 1981)

1. FORMAT

The Portland Neighborhood Plan is a new shape and a new size. Due to the configuration of the neighborhood, a new shape and format was dictated by the redrafting of base maps. The plan is also single-space typed as compared to the double-space original draft.

2. MAPS

Because the original Portland Neighborhood Plan contained graphics that were not easily reproducible, all graphics have been redrawn. The new graphics are xerox reproducible and are drawn to a large, easily readable scale. In addition, many new graphics have been included to clarify information or illustrate an idea.

3. SURVEYS

As a part of the redrafting and updating process, the Planning Commission conducted two new field surveys; a) "Existing Land Use" and b) "Condition of Structure". These field surveys brought the information up-to-date and assured continuity and accuracy in the current draft of the Portland Neighborhood Plan.

4. DATA

Since the original draft of the Portland Neighborhood Plan, 1980 U.S. Census data has become available. New tables have been developed for this draft of the plan to include relevant information using 1980 census data.

5. LAND USE SECTION

a) Strategy 2: Zone change proposal

- elimination of proposed changes from commercial to residential zoning around 22nd Street and Portland Avenue.
- elimination of proposed changes from residential to commercial zoning along 22nd Street between Portland Avenue and Bank Street.
- elimination of proposed change from industrial to residential zoning north of Interstate 64.
- elimination of some proposed changes from industrial to residential zoning in extreme eastern Portland.
- introduction of R-8 zoning as a "mixed use" district of houses, apartments and professional offices in some areas.
- elimination of proposed mass rezoning of all R-6 to R-5A residential.

b) Strategy 3: Redevelop Eastern Portland

- recommend following the proposed "Land Use Plan" as opposed to criteria listed in original draft.
- elimination of the K.R.S. Chapter 99 Urban Renewal statement and de-emphasis of the Urban Renewal Implementation approach.

c) Strategy 6: Development on small lots

- regulations have been amended since the original draft to allow development in small lots in the City.

d) Implementation

- this section has been expanded to include additional implementation techniques and ideas.

6. HOUSING SECTION

- a) Strategy 2: Shift the boundaries of the Neighborhood Strategy Area (NSA) to include Census Tract 22 when the housing need has been met in the existing NSA
- this strategy has been changed to potentially include both central and eastern Portland if and when an expansion of the NSA boundaries becomes possible. A detailed study would be required at such a time to determine priority areas, however, there is no current information to indicate an expansion of NSA boundaries in the future in Portland.
- b) Strategy 3: Reinforce/redevelop Eastern Portland
- again, this strategy has not emphasized an Urban Renewal approach to the redevelopment of the eastern portions of Portland.
- c) Implementation of Housing Recommendations
- this section was expanded to include additional implementation techniques and actions.

7. TRANSPORTATION SECTION

- a) Strategy 2: Provide access to eastbound I-64 from southbound 22nd Street
- graphics and additional research have been done on this strategy.
- b) Strategy 5: Investigate alternative means of solving parking problems on 26th Street
- graphics and additional research have been done on this strategy.
- c) Strategy 7: Determine need for left-turn storage lanes at the intersections of 22nd Street and Bank Street and Portland Avenue
- additional research has been done on this strategy.
- d) Strategy 8: Investigate widening of 22nd Street between Portland Avenue and Owen Street
- graphics and additional research have been done on this strategy.
- e) Strategy 10: Change North Western Parkway to provide a median with trees
- graphics and additional research have been done on this strategy.
- f) Strategy 11: Return Bank Street, Portland-North Western Parkway, 15th, 16th, 37th and 38th Streets to two-way traffic movement
- this strategy was mentioned in another portion of the plan but was not presented as a separate strategy in the Transportation Section. Returning these streets to two-way traffic would improve several aspects of the transportation system in the area as well as improve the residential character of the neighborhood.
- g) Implementation
- this section has been expanded to include additional implementation techniques and actions.

EXECUTIVE SUMMARY

A. REQUESTED ACTION

1. Plan Preparation

In 1974, the Portland Development Organization (PDO) was formed to combat neighborhood problems and lead neighborhood activities. Since that time, the Portland Development Organization has organized the annual Portland Festival, published a monthly neighborhood newspaper and been involved in many neighborhood service projects.

When a need for coordination and planning for neighborhood revitalization became apparent, the Portland Development Organization applied for Community Development funds to hire its own planner to prepare a neighborhood plan. The plan was prepared with extensive citizen participation from area residents and organizations. The plan was prepared in part with federal Community Development Block Grant funds. The plan was developed in accordance with the Neighborhood Plan Ordinance (Ordinance No. 22, Series 22, City of Louisville).

2. Study Area

For the purpose of this plan, the Portland Neighborhood Plan area is bounded on the south by Market Street, on the east by the railroad tracks between 14th and 15th Streets, on the north by the Ohio River and on the west by Interstate 264, Bank Street and Northwestern Parkway.

3. Purpose of Plan

The purpose of the Portland Neighborhood Plan is to identify neighborhood needs, problems and concerns and to provide specific recommendations that will promote the stabilization and revitalization of Portland's residential areas, promote healthy neighborhood shopping areas and support existing and proposed industrial development. The purpose of this plan is to establish a document that can be officially adopted by the City of Louisville as a basis for public policy and as a means to guide and encourage private investment.

After the plan is adopted by the Board of Aldermen, it will guide decision-making by the Board and the Mayor of Louisville in matters concerning the Portland area. Specifically, the Louisville Board of Aldermen:

- will consider the plan's recommendations in the development of City-wide plans, provision of services and preparation of budgets;
- may act as applicant for zoning change proposals recommended by the plan; and
- will consider the plan as official planning evidence in its review of zoning change proposals.

Similarly, the Executive Branch and associated agencies will use the plan to:

- develop City-wide plans and policies;
- guide the provision of services; and
- prepare and review General Revenue and Community Development budgets.

4. Plan Content

The Portland Plan addresses land use and zoning, housing, transportation, economic development, recreation, social services, environment and health, historic preservation and public services. All

five phases have been completed for the Land Use and Zoning, Transportation and Housing sections of the Portland Neighborhood Plan as outlined in Section 3 of Ordinance 22. The five phases are:

1. Analysis of Existing Conditions - Needs Assessment
2. Projections of Existing Conditions
3. Recommendations
4. Implementation
5. Priorities

Three phases -- Needs Assessment, Projections and Recommendations -- have been completed for the remaining sections of the plan. Ordinance 22 requires the five complete phases only for the Land Use and Transportation sections of the plan.

Adoption by the Board of Aldermen is sought for the entire Portland Neighborhood Plan.

B. NEIGHBORHOOD PLAN ORDINANCE COMPLIANCE

1. Citizen Participation

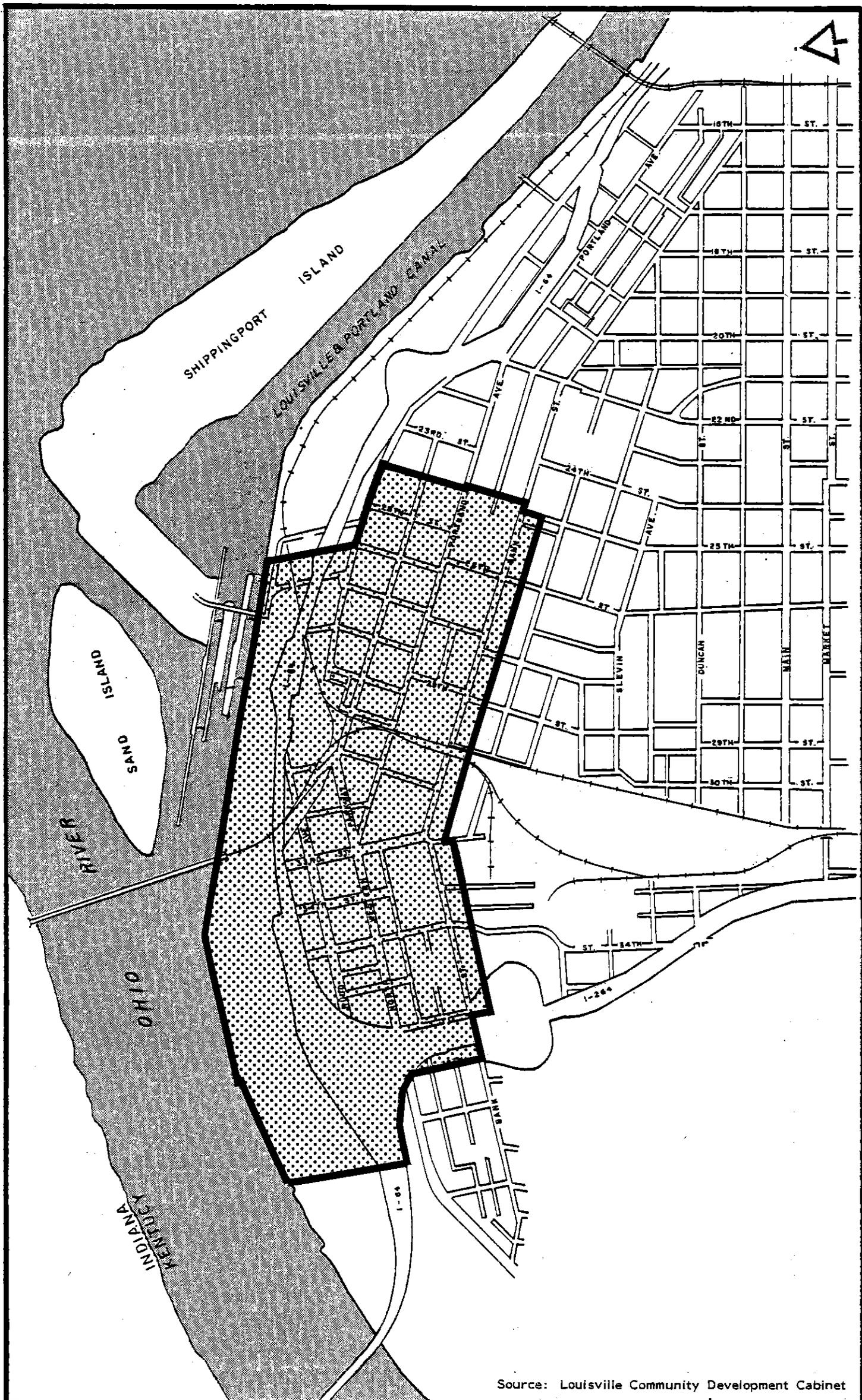
The Portland Neighborhood Plan is a product of frequent and close cooperation from neighborhood interests, in fulfillment of Sections 4B and 4C (a) of Ordinance 22 on citizen participation.

Portland-area residents were extensively involved in the preparation of the Portland Neighborhood Plan. A committee of residents supervised the preparation of the plan and reviewed each section as it was completed. Public hearings were held in three locations in Portland to determine area needs. Another round of public hearings was held to present planning strategies and to receive input on the plan. In addition, elements of the plan such as the proposed zoning map and the proposed land use map attracted quite a crowd of residents when they were presented to the planning committee. The Portland Planning Committee was a joint committee of the Portland Development Organization and the Portland Community Development Task Force.

A public hearing, scheduled and conducted by the Board of Aldermen prior to adoption of this plan, will also provide further opportunity for citizen input in accordance with Section 4C (d) of Ordinance 22.

2. Agency Review

The draft plan was submitted to agencies and organizations affected by the plan, or responsible for implementing portions of it, for their review (Section 4C (b) of Ordinance No. 22). Comments from these agencies and area residents will be evaluated and necessary revisions incorporated in the plan. The plan will then have a final checkoff by the Community Development Cabinet (Section 4C (c) of Ordinance No. 22). Subsequent to the Cabinet's acceptance of the plan, it will be submitted to the Board of Aldermen for their consideration and adoption.



Source: Louisville Community Development Cabinet



Portland Neighborhood Strategy Area (NSA)

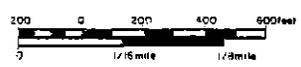


FIGURE I-1

I. INTRODUCTION

I. INTRODUCTION

Portland, one of Louisville's oldest neighborhoods, grew out of two of the earliest settlements at the Falls of the Ohio. The north-eastern section of Portland (15th Street to 26th Street) was a part of Shippingport, a river town settled in 1773, five years prior to the settlement of Louisville by George Rogers Clark and his party. The Portland Canal had not been built, and what is now Shippingport Island was contiguous with Portland. Shippingport's earliest settlers were French. Most of the population made its living from river-connected occupations.

The town of Portland was settled in 1814 near what is now Rudd Avenue. A wharf and village were built by Frenchmen from Alsace. Portland boomed due to its favorable location below the Falls and its large harbor. The first major road linking Portland, Shippingport and Louisville was built in 1818 and was reputed to be the longest turnpike of its kind in 1818. That turnpike is now called Portland Avenue.

Some of the original buildings from this era are still standing. The Squire Earick House, on 34th Street, was built in 1820 and served as a home, a court and a jail. The Church of Our Lady was established in Portland in 1839. Three church buildings have been built by this parish. The one standing now was built in 1879.

The City of Louisville was incorporated in 1828, and Shippingport was included in its boundaries. Portland remained a separate town until it was annexed in 1852.

The building of the Portland Canal in 1830 ended the portage business and hurt Portland and Shippingport. Part of Shippingport was made an island by the canal. Portland has fared better than Shippingport. Much of the area where the town of Portland was located remains as it was in the mid-nineteenth century. Portland has remained a strong and proud community. Since World War II, Portland has experienced a decline in population, a deterioration of housing stock, and a decline in the vitality of neighborhood businesses.

Recently, however, many encouraging signs indicate that revitalization is beginning. Several new businesses have opened or plan to open in the near future. Rehabilitation of homes with both public and private funds is occurring throughout the area. Public improvements have been completed in western Portland. In order to focus and coordinate revitalization efforts, the Portland Development Organization contracted with the Community Development Cabinet to prepare a neighborhood plan.

Many persons assisted in the preparation of this document. The input, friendship and patience of the planning committee enabled this plan to be completed. The Community Development Cabinet contributed data, technical assistance and guidance. Student interns from the University of Louisville and Western Kentucky University assisted in plan preparation. All these people's energies have made significant contributions to this document, which, it is hoped, will be a road map for the revitalization of a fine neighborhood.

II. SUMMARY

II. SUMMARY

A. LAND USE AND ZONING

1. Summary of Needs

- a. Proper location and design of new commercial development, especially in the 22nd Street area, is needed to protect the neighborhood from the negative impacts of disorderly or strip commercial development.
- b. There is a need to encourage screening and buffering techniques to mitigate nuisances created when conflicting land uses are located near each other.
- c. Non-conforming land uses need to be eliminated by changing zoning so that it conforms with existing land use.
- d. Land use and zoning strategies need to address the preservation and revitalization of existing buildings and activity centers.

2. Neighborhood Goals and Policies for Future Land Use

GOAL: Plan future land use patterns and coordinate land use and zoning to protect residential areas and promote economic development. Land use patterns should contribute to the orderly development and redevelopment of Portland as a self-sufficient neighborhood.

POLICIES:

- Eliminate non-conforming land uses to the extent possible.
- Provide screening and buffering between mixed land uses.
- Promote a peaceful co-existence between mixed land uses in Portland.
- Protect the character of residential areas through zoning enforcement and rezoning.
- Utilize vacant industrial land.
- Promote appropriate development of vacant lots.
- Provide zoning that reflects the current use of the land except where proposed future uses are specifically mentioned in the other sections of the Portland Neighborhood Plan.
- Promote "early warning systems" for zoning changes to enhance neighborhood residents' ability to respond to changes in the neighborhood.

3. Recommendations

- a. Develop the section of 22nd Street between Portland Avenue and Bank Street as a commercial center servicing interstate traffic and local residents. *(Strategy 1)
- b. Change existing zoning to eliminate non-conforming uses, strengthen residential character and encourage commercial and industrial development in appropriate locations. (Strategy 2)
- c. Redevelop eastern Portland (east of 22nd Street) as a mixed-use area containing rehabilitated and new homes and allowing for the continuation and growth of existing industries. Take necessary steps to consolidate areas of

*Numbers refer to the numbering scheme in the recommendations portion of each section of the plan.

similar land use in order to promote beneficial land use relationship. Provide screening and buffering where adjacent or nearby uses are likely to create visual, noisy and smelly nuisances. (Strategy 3)

- d. Revitalize the commercial district near 26th Street and Portland Avenue to provide a neighborhood commercial service area. Reinforce the role of this district as "downtown" Portland through a combination of public and private investment. Encourage the provision of needed neighborhood services. (Strategy 4)
- e. Encourage the adaptive re-use of old commercial and industrial buildings in the Portland area that are currently vacant or underutilized. (Strategy 5)
- f. Utilize zoning regulations that allow development on small lots. (Strategy 6)

B. HOUSING

1. Summary of Needs

- a. About 3,093 houses in Portland need repairs. About 1,948 homes need minor repairs and another 1,145 need substantial rehabilitation.
- b. Emergency housing assistance is needed for the occupants of about 200 units to alleviate plumbing and heating problems.
- c. Approximately 39 houses are deteriorated to the extent that rehabilitation is probably not economically feasible. Replacement housing is needed for persons living in these homes. Vacant structures in this category should be demolished.
- d. There is a need to generally upgrade property values in Portland in order to provide an economic incentive for housing rehabilitation.
- e. Portland has a high percentage of lower-income households (53%) compared to the City. A need for assistance in obtaining rehabilitation loans at an affordable interest rate exists.
- f. A zoning change is needed to eliminate non-conforming residential uses and strengthen residential character.
- g. There is a need for more available, liveable rental housing units. There are comparatively few multi-family structures in Portland. New multi-family housing could provide needed housing in the neighborhood.

2. Goals and Policies for Future Housing

GOAL: Provide a safe, decent living environment for all residents and encourage a vital housing market to afford housing opportunities to residents.

POLICIES:

- Wherever feasible, rehabilitate rather than demolish declining housing.
- Assist property owners in obtaining rehabilitation loans and grants for their properties by providing better information about available programs for rehabilitation.
- Remove houses with major structural deficiencies and provide replacement housing within the neighborhood for those affected by the demolition.

- Upgrade property values in Portland to provide incentives for housing rehabilitation.
- Provide more available, liveable rental units in the area.
- Give first priority in the purchase or rental of rehabilitated or new housing to neighborhood residents.
- Enforce zoning regulations to eliminate non-conforming residential uses and strengthen residential character.
- Encourage screening and buffering between residential uses and uses that may have adverse impacts on homes.
- Provide legal advice and assistance to tenants with problems concerning landlords.
- Utilize existing vacant housing stock to the extent possible.
- Target public investment in housing in order to maximize impact and leverage private investment.
- Encourage home ownership opportunities for residents.

3. Recommendations

- a. Target housing funds to create the maximum impact on the neighborhood and spur private investment. (Strategy 1)
- b. When it is determined that the housing need has been met in the original conservation area, the boundaries of the Neighborhood Strategy Area should be expanded to include central and eastern Portland. At the time of the program expansion, a new detailed study should be conducted to target specific priority areas. (Strategy 2)
- c. Reinforce the residential function of eastern Portland (Census Tract 22 and 23) and redevelop the housing stock through rehabilitation, demolition of dilapidated units and construction of new replacement housing for residents. (Strategy 3)
- d. Increase home ownership opportunities for residents of Portland and inform owners of programs available for upgrading their housing. (Strategy 4)
- e. Start a neighborhood "Credit Union" or revolving loan fund to make loans for property improvements. (Strategy 5)

C. TRANSPORTATION

1. Summary of Needs

- a. New pavement or pavement repair is needed on Rowan Street west of 30th.
- b. A study of possible techniques to alleviate problems with offset intersections along Portland Avenue and Bank Street is needed. Possible improvements could include reduced speed limits and parking restrictions near intersections.
- c. Residents requested left-turn storage lanes at 22nd and Bank Streets (on 22nd Street) and 22nd Street and Portland Avenue.
- e. There may be a need to widen 22nd Street near Interstate 64 if additional businesses develop.

- f. Significant funding is needed for the construction of the proposed Riverfront Bikeway.

2. Goals and Policies for Future Transportation System

GOAL: Insure safe, efficient vehicular and pedestrian traffic that meets the needs of neighborhood residents and western Louisville.

POLICIES: - Improve the capacity of streets where land use plans and traffic patterns indicate an increase in the volume of traffic and the danger of congestion.

- De-emphasize neighborhood streets (locals and collectors) as through streets in order to enhance residential areas.

- Provide adequate off-street parking and regulate on-street parking so that it does not impair visibility or impair traffic flow.

- Route trucks and heavy equipment around residential areas and away from local and collector streets.

- Construct sidewalks to provide safe pedestrian traffic where necessary.

- Improve signs, crosswalk markers, street lines and curb paint in order to alleviate confusion, visibility problems and accidents.

- Improve streets and alleys in bad repair.

- Promote the Riverfront Bikeway Plan for safe cycling and energy conservation.

3. Recommendations

- a. Restrict parking near intersections where visibility is limited. (Strategy 1)
- b. Provide access to eastbound Interstate 64 from southbound 22nd Street. (Strategy 2)
- c. Provide off-street parking as part of the 26th Street and Portland Avenue commercial district strategy. (Strategy 3)
- d. Designate Main and Market Street as east-west through truck routes east of 22nd Street and the 21st/22nd Streets one-way couple as the north-south truck route in order to lessen truck traffic through residential areas. (Strategy 4)
- e. Investigate alternative means of solving parking problems along 26th Street between Portland Avenue and Market Street. (Strategy 5)
- f. Acquire funding to match available state and federal funds for the construction of a riverfront bikeway from Shawnee Park to the Central Business District. (Strategy 6)
- g. Request a study by the Public Works Department to determine whether a need exists for left-turn storage lanes at 22nd Street and Portland Avenue and 22nd and Bank Streets. (Strategy 7)
- h. Investigate the widening of 22nd Street between Portland Avenue and Owen Street (intersection of 21st and 22nd Streets) if development and/or traffic volumes along 22nd Street causes congestion. (Strategy 8)

- i. Investigate the feasibility and costs of adding crosswalks and caution lights to Portland Avenue at 25th Street and near the Kroger and Super-X stores between 31st Street and 33rd Street. Pedestrian crosswalks and caution lights are also needed along Bank Street at 33rd Street, 24th Street, and 17th Street. Increase enforcement of speed limits along Portland Avenue and Bank Street. (Strategy 9)
- j. Change Northwestern Parkway to provide medians with trees separating two-way traffic between 33rd Street and the intersection of Northwestern Parkway and Bank Street. (Strategy 10)
- k. Return Bank Street, Portland-Northwestern Parkway, 15th, 16th, 37th, and 38th Streets to two-way traffic movement. (Strategy 11)

D. ECONOMIC DEVELOPMENT

1. Summary of Needs

- a. There is an need to revitalize Portland's neighborhood commercial district in the area of 26th Street, Portland Avenue and Bank Street. Vacant commercial buildings should be reused and occupied buildings need rehabilitation. The revitalized neighborhood business center should accommodate the area's need for goods and services that appear to be presently unmet.
- b. High unemployment figures and poor economic conditions indicate a need to attract jobs and industries that would provide employment opportunities for area residents.
- c. There is a need for a zoning pattern that reflects the desired future land use pattern in Portland. Residential and commercial non-conforming uses should be eliminated as appropriate, but an adequate amount of industrially and commercially zoned land should be retained to allow for economic development activities.
- d. A need exists to provide a better climate for businesses and to provide incentives for new businesses to locate in Portland.
- e. Residents need opportunities to buy essential goods and services without leaving the neighborhood. The greatest needs are for doctors and other professional services and for clothing stores. Residents also have to travel outside the neighborhood for sitdown restaurants and movies.
- f. Residents and neighborhood groups need to monitor development in the 22nd Street and Interstate 64 area to assure that this development is compatible and desirable.
- g. Finally, there is a possible need for additional shopping center floor area in western Louisville.

2. Goals and Policies for Future Economic Development Activities

GOAL: Revitalize Portland's neighborhood economy. Provide adequate commercial services and enhance job opportunities in the area.

POLICIES: - Provide public improvements to encourage rehabilitation of commercial areas.

- Assist in the coordination of funding programs from government and private sources for the rehabilitation of commercial buildings.

- Encourage maximum merchant participation in commercial revitalization efforts.
- Attract new business and industries that would provide needed services and employment opportunities for area residents.
- Retain an adequate amount of industrially and commercially zoned land to allow for economic development and job opportunities.
- Create an attractive investment environment and continue to promote a good climate for businesses in Portland.
- Establish job training programs inside the neighborhood and encourage neighborhood businesses to hire locally.

3. Recommendations

Economic development recommendations are incorporated into the Land Use and Socio-economic sections. These strategies include the 26th Street and Portland Avenue area commercial revitalization, the development of a shopping center at 22nd Street and Portland Avenue, zone changes to allow for industrial growth and the provision of job programs.

E. RECREATION

1. Summary of Needs

- a. There may be a need for additional park development in the Portland area. However, the area is served by eight well dispersed parks.
- b. There is a need for greater security at existing parks to protect park users and to prevent vandalism.
- c. The following facilities at area parks need repair:
 - Lannan Park: needs a water fountain, trees and lighting for one softball field.
 - Boone Park: restrooms need renovating, walk need repair, basketball goal needs repair and security patrol is needed.
 - Portland Park: shelter needs a new roof, wading pool needs repair, horseshoe pits need new posts, a water fountain is needed and there is a need for a security patrol.
 - LaPorte Park: basketball court needs repaving and repainting, fence around pool needs repairs, tot lot needs repairs and new lighting should be added.
 - Westonia Park: needs a water fountain.
 - All parks are strewn with broken glass and trash. A major clean-up of recreational facilities is needed.

2. Goals and Policies for Future Recreation Programs and Facilities

GOAL: Maintain clean, safe parks and playgrounds with adequate facilities and promote recreational programs for the Portland community.

POLICIES: - Clean existing parks and playgrounds of litter and junk.
 - Rehabilitate and maintain recreational facilities and structures.

- Provide security patrol in all parks and playgrounds.
- Promote the continuation of recreational programs provided by community service organizations and religious groups.
- Encourage the development of new recreational facilities utilizing the Ohio riverfront to alleviate deficits in recreational space for western Louisville.

3. Recommendations

- a. Repair existing facilities and build new ones, where needed. (Strategy 1)
- b. The Portland Development Organization (PDO) should submit bids on City-owned vacant lots. If the Portland Development Organization is successful in acquiring these lots, the lots could be cleaned and made suitable for recreational uses. (Strategy 2)
- c. Develop the riverfront area north of the floodwall in Portland as a park. (Strategy 3)

F. SOCIO-ECONOMIC AND SOCIAL SERVICES

1. Summary of Needs

- a. Despite the variety of social services available, many residents are unaware of the programs and resources available in Portland. A comprehensive clearing house and referral service to all social services available in Portland is needed.
- b. Programs involving schools and law enforcement officials in combatting truancy and high drop-out rates are not succeeding. These programs need a greater commitment on the part of parents, school administrators and truancy officers.
- c. Job training programs are needed in schools and in the neighborhood to combat unemployment and under-employment.
- d. The Neighborhood House and the Salvation Army Boy's Club both need extensive internal and external repairs.
- e. There is a severe need for day care services, particularly after-school day care. Deficiencies in the availability of day care services contribute to unemployment.

2. Goals and Policies for Future Social Services

GOAL: Promote the social and economic well-being of Portland residents by continuing social service programs and developing new programs to meet needs.

POLICIES: - Promote the development and utilization of job training programs in the schools and neighborhood.

- Promote the continuation of drug and alcohol abuse counseling programs.

- Continue Senior House West and other senior citizen programs in order to care for elderly persons.

- Continue existing programs at local churches that provide emergency food and clothing to very poor persons. Increase the capacity of these services so they can help lower-income families.

- Promote the development of day care programs and after-school day care.

- Provide an awareness of services offered by various agencies and churches.

3. Recommendations

- a. Expand the Community Resources Group to include a representative from all organizations providing social services. This group should then determine what needs are unmet in the area and apply for funds and design programs to meet those needs. (Strategy 1)
- b. Encourage and actively support the development of job training programs in schools and in the neighborhood. Work with parents, schools and law enforcement officials to combat truancy and high drop-out rates. (Strategy 2)
- c. Provide a comprehensive clearing-house and referral service to all social services available in Portland. (Strategy.3)

G. ENVIRONMENT AND HEALTH

1. Summary of Needs

- a. A continuation of community organized clean-up and anti-litter campaigns is needed to combat the visual blight created by trash.
- b. Better health care programs for children and teenagers are needed. There is also a need to spread information about existing health care programs available in Portland.
- c. Land use planning strategies should consider possible effects on air quality of development or redevelopment efforts.
- d. Elderly persons in Portland often need transportation to Louisville Memorial, doctors' offices and other health care facilities.
- e. An emergency room with complete emergency care facilities is needed at Louisville Primary Care Center. There are currently no emergency care facilities serving western Louisville. The closest facilities are located just east of downtown Louisville.
- f. There is a need to attract medical doctors to practice in the Portland community.

2. Goals and Policies for Environment and Health

GOAL: Promote a clean and healthy environment by minimizing pollution and providing adequate health care for all residents.

POLICIES: - Promote community organized clean-up and anti-litter campaign in Portland.

- Minimize all possible negative environmental effects of development or redevelopment through careful planning of projects.

- Minimize difficulties of access to health care facilities and expand existing programs and facilities to meet needs.

3. Recommendations

- a. Continue to organize neighborhood clean-up campaigns with neighborhood organizations in Portland. (Strategy C-1)
- b. Monitor zoning enforcement activities to insure junkyards comply with fencing and screening regulations. (Strategy C-2)
- c. Encourage the development of neighborhood commercial services at locations that are accessible by foot or on transit routes. (Strategy C-3)
- d. Work with City officials to have vacant lots and alleys cleared of trash and junk and baited for rats. (Strategy C-4)
- e. Louisville Memorial and local social service agencies should pool their resources to provide transportation to health services. (Strategy D-1)
- f. Louisville Memorial should examine the possibility of an outreach program to make people in the community aware of what health related services are offered. (Strategy D-2)
- g. Parenting skills and pregnancy care courses should be continued in Portland. (Strategy D-3)
- h. The Portland Development Organization and other interested groups should recruit private doctors to locate offices in Portland. (Strategy D-4)
- i. Complete emergency care capacity is needed and should be provided at Louisville Memorial Primary Care Center. (Strategy D-5)

H. HISTORIC PRESERVATION

1. Summary of Needs

- a. Owners of structures in the National Register Historic District should be informed of the historic significance of their properties and the advantages of district designation.
- b. Owners of historic structures outside the National Register Historic District may need assistance in obtaining loans to restore or repair their buildings.
- c. Some large buildings of historical significance are in need of repair.
- d. Owners of buildings outside of the National Register Historic District but on the list compiled by the Landmarks Commission should be informed of the historical significance of their properties. They also should be made aware of available assistance for rehabilitating their houses.

2. Goals and Policies for Historic Preservation Goal

GOAL: Rehabilitate and maintain all structurally sound buildings of historical significance in order to preserve the tradition and character of one of Louisville's oldest neighborhoods.

POLICIES: - Whenever possible, promote the rehabilitation of both public and private structures of historic significance.

- Promote the tradition and character of Portland to develop a healthy attitude toward the community by in-

forming homeowners and the neighborhood of the historic significance of the area.

- Assist owners of historically significant structures outside the National Register Historic District in acquiring funding for the rehabilitation of their homes.

3. Recommendations

- a. Inform homeowners of historically significant structures, the advantages of National Register Historic District designation and encourage the rehabilitation of these structures. (Strategy 1)

I. PUBLIC SERVICES

1. Summary of Needs

- a. Junk pick-ups need to be scheduled more often.
- b. Improved police response to calls and citizen monitoring of police performance is needed to combat high crime rates and police neglect.
- c. Residents feel a need for better demolition services for vacant and dilapidated buildings.
- d. Concentrated efforts at enforcing zoning regulations are needed to eliminate blighting illegal land uses.
- e. Sidewalk improvements are needed at locations throughout Portland.
- f. Pavement repairs are needed in a few locations.
- g. Better street lighting is needed in the area between 22nd Street and 30th Street, north of Market Street. The old 175-watt and 250-watt lights should be replaced.
- h. Residents expressed a need to keep the Portland Branch Library open.
- i. Weeds along Interstate 64 need to be cut regularly.
- j. A full-service Post Office is needed in Portland.

2. Goals and Policies for Public Services

GOAL: Insure that Portland is provided with adequate and responsible law enforcement, fire protection, waste removal, street cleaning and other public services.

POLICIES:

- Insure adequate garbage and junk disposal service.
- Encourage community anti-litter campaigns and promote a clean community.
- Clean vacant lots, streets and alleys.
- Enforce zoning regulations to combat non-conforming and illegal land uses.
- Reduce crime in the area by promoting good police protection and neighborhood watch programs.
- Improve postal service in the community.

3. Recommendations

- a. Form a citizen committee to monitor City agencies that provide public services and act as a liaison between the residents and the City. (Strategy 1)

- b. The citizen committee and the Portland Development Organization (PDO) should request a full-service post office in Portland. (Strategy 2)
- c. Increase police protection and form neighborhood block watch groups to combat crime. (Strategy 3)
- d. Increase trash and junk pick-ups to eliminate environmental and aesthetic problems in Portland. (Strategy 4)
- e. Improve streets, sidewalks and housing-related services in Portland. (Strategy 5) Priority areas for sidewalk improvements or lighting are:
 - (1) Portland Avenue between 26th and 27th Streets needs new street lights.
 - (2) Portland Avenue between 27th and 28th Streets needs sidewalk repairs.
 - (3) Twenty-second Street south of Bank Street needs new sidewalks.
 - (4) Sidewalk repairs inside the Portland Neighborhood Strategy Area (NSA) should be completed.
 - (5) Street lighting for central Portland should be upgraded from 175-watt and 250-watt lights to 400-watt lights.

III. LAND USE AND ZONING

III. LAND USE AND ZONING

A. EXISTING CONDITIONS AND NEEDS

1. Existing Land Use

Portland is a neighborhood of mixed land uses. Within the boundaries of the neighborhood are all types of land uses necessary to make Portland self-sufficient. (Refer to Figure III-1, "Existing Land Use".) Two concentrations of industrial development, one in eastern Portland and one in western Portland, provide job opportunities for residents. A concentration of commercial services is situated along Portland Avenue and Bank Street at 26th Street. Other commercial uses are scattered throughout the area, including the Kroger/Super-X center at 32nd Street and Portland Avenue and the Market Street commercial strip. The core of the neighborhood is primarily residential. Single-family homes are dominant, with a few scattered duplexes and multi-family units.

Although Portland contains all the types of uses necessary for a self-sufficient neighborhood, existing uses are not meeting neighborhood needs. Jobless rates are high,² residents are forced to shop outside of Portland for many goods and services³ and much of the housing stock is deteriorating.⁴ In addition, there seems to be a shortage of liveable vacant rental housing units. Existing land use patterns and regulations may contribute to these neighborhood problems.

Portland, like many inner-city neighborhoods, is in a state of change. Pressure for the development of new businesses, a decline in the housing stock and the role of the neighborhood commercial center have raised many issues concerning the future land use pattern.

One area that has recently been under pressure for change is the area near the 22nd Street interchange with I-64. Three new businesses, two fast-food restaurants and a convenience food store, have opened near the corner of 22nd Street and Portland Avenue recently. Another fast-food restaurant also expressed interest in the area but did not decide to locate there.

Past commercial development pressures seem to indicate that 22nd Street near Interstate 64 is desirable for the development of fast, convenient services easily accessible to expressway users. The 22nd Street interchange with Interstate 64 is the only interchange on I-64 west of downtown Louisville. While new investment in the Portland area is encouraging and needed to provide jobs and services, the land use pattern created by haphazard or strip development could be harmful to the neighborhood in the long run. Commercial uses interspersed with houses could lead to the decline in desirability of some lots for residential uses. Homes could also be impacted in a negative way by noise, lights and traffic from adjacent businesses. As the residential function becomes less desirable, housing conditions may deteriorate, potentially having a negative effect on the new businesses. The long term effect of disorderly or strip commercial development along residential streets will most likely be a decline in the quality of homes and a blighting influence on new businesses. Other difficulties with strip commercial development include excessive curb cuts which create traffic congestion and visual nuisances caused by different signs competing for attention. There is a need to direct new development in a manner that provides needed jobs and services, but protects the area from the negative impacts of disorderly or strip commercial development.

General Principle 2 of the Comprehensive Plan for Louisville and Jefferson County states, "There is nothing inherently incompatible between the various broad categories of land use. Residential, commercial, industrial, and institutional uses can co-exist provided proper design principles are applied in developments to minimize frictions created by activities of whatever diversity."⁵

Areas where land use compatibility may be a problem in Portland include the area adjacent to the K&IT Railroad switch yards, where many homes are situated. Additional areas where design solutions or other techniques may be needed to mitigate nuisances caused by the proximity of diverse land uses include the residential areas near the K&IT Railroad bridge and areas in the far eastern portion of Portland, where industrial uses and homes are in very close proximity.

As stated in the Comprehensive Plan, problems caused by diverse land uses located near to each other may be solved without requiring one of the land use categories to relocate. Fencing, vegetative screening, directional lighting, proper design of access points and sensitivity to the character of the neighborhood are methods and concepts that can minimize problems. Screening between the railroad switching yard and adjacent residences seems to be needed. An upgrading of the appearance of bridges is the type of sensitivity to neighborhood character that is needed in Portland.

Negative impacts of area industries on houses in the eastern area of Portland include appearance, noise and truck traffic. There is a very critical need to preserve sound housing in eastern Portland. There is also a need to keep existing industries in the area. Both these needs can be addressed by encouraging screening and buffering where appropriate. By designating unused land for housing redevelopment and industrial expansion in a manner that does not create adverse land use relationships, the residential function of the eastern portions of Portland can be strengthened and local industries can continue and enhance their operations.

The existing zoning in Portland is not in agreement with the land use pattern in many places.⁶ (Refer to Figure III-2, "Existing Zoning".) Where an existing zoning classification does not specifically allow an existing use of a property, a non-conforming or illegal land use is said to exist. (Refer to Figure III-3, "Non-conforming Uses.") An example would be an industry that is within a residential zoning classification. This would be called a non-conforming industrial use if developed under a zoning classification which allowed such uses or an illegal use if it began operation in a residential zoning classification. Zoning regulations were changed in 1963 to prohibit residential and commercial uses in industrial zoning districts. Non-conforming industrial and commercial land uses may not be enlarged or expanded in their scope of operation.⁷ However, regulations have been modified to allow owners of non-conforming homes to add extra rooms and expand provided that the number of dwelling units is not increased and the expansion conforms to the requirements of the R-5 Residential zone. Non-conforming status may have a negative impact on appraisals. Zoning is a factor examined by private and government appraisals.

A zone change to residential classifications from industrial categories is needed in some blocks to eliminate non-conforming use problems and reinforce the residential character. Other non-conforming use problems exist in the business district on Portland Avenue near 26th Street. Two blocks of existing commercial uses are currently zoned M-1 Industrial. Along Market Street, east of 26th Street, there is a mixture of residential and commercial uses. These properties are zoned M-2 Industrial. The same situation exists along Portland Avenue between 17th Street and 22nd Street. A change in zoning is needed in these areas to eliminate non-conforming uses. Any change in zoning must be sensitive to the needs of residents, businesses, area industries and the economic development needs of the neighborhood as a whole.

The ability of existing land uses to meet neighborhood needs has declined over the years,⁸ and the number of occupied housing units is down by 30% since 1960.⁸ Commercial vacancy rates are high, and residents shop outside Portland for many necessary goods and services. There is a need to encourage zoning and land use measures that will reinforce the residential function of the area and revitalize the neighborhood business district on Portland Avenue. Proposed zoning and land use patterns must also provide

incentives for existing industries to remain in the area. Further, institutional uses provide a myriad of essential services to the community. Land use strategies need to be sensitive to the preservation of institutional uses. Preservation and enhancement of existing resources is extremely important. For a more detailed assessment of commercial and industrial concerns in the Portland area, refer to Section VI. ECONOMIC DEVELOPMENT. In addition, refer to Section B. Projected Land Use Under Existing Governmental Policies, Part 2, Governmental Policies for governmental actions contributing to the character of Portland.

2. Summary of Needs

- a. New development in Portland, especially in the 22nd Street and Interstate 64 area, should be guided in order to protect the area from potential negative impacts of disorderly or strip commercial development. Properly designed and located new development should be encouraged, however, to provide needed jobs and services.
- b. There is a need to encourage screening, buffering, and design techniques to mitigate nuisances caused by the close proximity of diverse land uses. Sound housing needs to be preserved in eastern Portland and near the K&IT Railroad tracks by using screening and buffering techniques to protect homes from noise and the appearance of industries and the switching yard.
- c. Non-conforming uses need to be eliminated by changing the zoning in certain areas so that it conforms to existing land uses. The zoning change is needed to reinforce the residential character of some areas. The elimination of non-conforming status will also give area businesses and industries a sense of stability and may create an environment for expansion.
- d. Land use and zoning strategies need to address the preservation and revitalization of existing activity centers in Portland. The 26th Street and Portland Avenue commercial area needs to regain its function as the main neighborhood commercial center. The decline in the number of occupied housing units needs to be stopped. Existing industrial and institutional uses need incentives to remain in Portland.

B. PROJECTED LAND USE UNDER EXISTING GOVERNMENTAL POLICIES

1. Land Use Trends

Governmental policies influencing land use are effectuated primarily through the zoning procedure and through the implications of the Comprehensive Plan for Louisville and Jefferson County. Land use patterns may also be influenced by the provision of public services, transportation facilities and by Community Development expenditures. Land use trends over the past few years will indicate the degree of effectiveness of past governmental policies. Some of these policies remain in practice, but the revised City Development Strategies and the new Comprehensive Plan suggest alterations and improvements that could change the role and effectiveness of local government.

The most prominent trend related to land use is the decline in the number of residential units in Portland since 1960.¹⁰ The number of housing units has gone from 7,368 in 1960 to 5,673 in 1980. This is a 23% decrease in the number of housing units. Some houses burned, and some were torn down to make way for industry and the expressway (Interstate 64). Many homes deteriorated to the extent that the City condemned and demolished them to protect public health and safety. Governmental action contributing to the loss of housing units includes several rezonings from residential to commercial or industrial classifications (see Planning Commission Dockets Nos. 9-172-67, 9-25-70, 9-133-74, 9-56-77, 9-100-77, and 9-21-80). The Planning Commission and the Board of Aldermen have also denied a number of requests to zone residential property for a more intense land use.

Other trends in land use include pressure for commercial development near the 22nd Street interchange of Interstate 64, commercial improvements near 26th and Bank Streets and an increasing commercial vacancy rate throughout the remainder of the neighborhood.¹¹ Area industries have continued to grow slowly. Recent expansions by Grossman Sales, Harshaw Chemical, Stratton and Terstedge, and Ronalco, Inc., have added to the amount of land used for industry in Portland. The number of manufacturing firms has remained nearly the same since 1976.¹² Expansions are mainly responsible for the increase in industrial land usage.

2. Governmental Policies

Governmental policy towards land use regulation has been directed at eliminating non-conforming uses. A major rezoning to eliminate the non-conforming status of many pieces of property was completed in 1977. This major rezoning occurred only in the area of Portland west of the K&IT Railroad yard and tracks (approximately 30th Street). No overall land use strategy is evident from an analysis of other zoning decisions in Portland (see Table III-1). Inside the Portland Neighborhood Strategy Area, zoning enforcement and code enforcement activities are concentrated. This is a result of a governmental policy directed at assuring compliance with land use and housing regulations in the area where Community Development funds are concentrated.

The new Comprehensive Plan for Louisville and Jefferson County is a primary expression of governmental policy relating to land use. Several of the guidelines in the new Plan have land use implications for Portland. The Plan recommends governmental actions and programs to strengthen and revitalize older areas of the community. It suggests changes in the zoning regulations to make them more responsive to problems in older areas of the City, such as small or narrow lots prevalent in Portland. The new Plan also suggests government financial assistance for rehabilitation. The Plan also calls for the preservation of neighborhoods and housing. The Plan designates Portland as a prime area for reinvestment. Guidelines in the Plan encourage self-contained neighborhoods where housing, shopping and employment are all in close proximity to each other.

The Comprehensive Plan is only one policy document available to local government to guide neighborhood revitalization. Another major factor is local government's determination of how Community Development Block Grant funds should be spent in each Neighborhood Strategy Area. Past and present Community Development strategies for Portland have concentrated block grant funds in the area of housing. Public funds for housing rehabilitation are being used in an effort to improve the neighborhood housing stock and spur private investment. Community Development funds have also been used in an attempt to revitalize neighborhood business and attract industries into the City of Louisville.

Governmental policies directly or indirectly related to land use are focused towards revitalizing Portland as a self-sufficient, mixed-use neighborhood. Revitalization, rehabilitation and reuse of existing land and buildings is encouraged. Under existing policies, however, the means and implementation techniques to achieve local governmental goals are either not very well coordinated or are not in existence. The Comprehensive Plan and City Community Development Strategies recommend actions in broad terms. Specific land use plans and specific plans for public and private investment to carry out local governmental policies have not been effectual in the past to the extent that they could be because of a lack of planning. The neighborhood planning ordinance adopted by the City of Louisville (Ordinance 22, Series 1980) allows for the type of planning needed. Existing governmental policies, directed by a plan for targeting and phasing public actions and expenditures, can be effective in accomplishing the revitalization of Portland.

Without a coordination of public expenditures and private actions, the declines in available housing, the increases in commercial vacancies and increases in the amount of unused land in Portland are likely to continue.

3. Neighborhood Goals and Policies for Future Land Use

The following goal and set of policies were adopted by the Portland Planning Committee. The policies are intended to be the parameters within which planning strategies and solutions to neighborhood land use problems are to be developed.

GOAL: Plan future land use patterns and coordinate land use and zoning to protect residential areas and promote economic development and redevelopment of Portland as a self-sufficient neighborhood.

POLICIES:

- Eliminate non-conforming land uses to the extent possible;
- Provide screening and buffering between incompatible land uses;
- Promote a peaceful coexistence between mixed land uses in Portland;
- Protect the character of residential areas through zoning enforcement and rezoning;
- Utilize vacant industrial land;
- Promote appropriate development of vacant lots;
- Provide zoning that reflects the current use of the land except where proposed future uses are specifically mentioned in the other sections of the Portland Neighborhood Plan;
- Promote "early warning system" for zoning changes to enhance neighborhood residents' ability to response to changes in the neighborhood.

C. LAND USE RECOMMENDATIONS

Portland is a neighborhood containing many types of land uses. Because of the mix of uses, strategies must be aimed at protecting residential character, allowing for economic development and promoting compatibility between neighboring land uses. Strategies will also address problems with existing zoning and the enforcement of zoning regulations. Finally, there are areas in Portland that have experienced serious decline or intense development pressures. Land use changes are likely in both declining and developing areas.

The Recommended Land Use Plan for the Portland Neighborhood is defined by the general "strategies" (termed general guidelines in other neighborhood plans) in this subsection. These recommendations are further described in the next subsection, D. IMPLEMENTATION. The Recommended Land Use Plan is graphically depicted in Figure III-4, "Land Use Plan". In addition, Figure III-5, "Proposed Zoning", is also a description of the future proposed land use pattern.

The Recommended Land Use Plan is an application of the goals and policies contained in the Comprehensive Plan and Community Development Strategies to the specific conditions existing in Portland. Once the recommended plan is approved by the Board of Aldermen, it will be used in several ways. It will be considered during development of annual budgets for both general revenue and Community Development Block Grant funds. Proposed City-wide programs and other plans affecting Portland will be reviewed for their relationship to the neighborhood plan. Future zoning change requests within the boundaires of Portland will be evaluated in light of this plan. The plan will also serve as the basis for rezonings initiated by the Board of Aldermen.

1. STRATEGY: Develop the section of 22nd Street between Portland Avenue and Bank Street as a commercial center servicing interstate traffic and local residents.

The portion of 22nd Street near the Interstate 64 interchange has felt pressure for development. Three commercial uses have located in the area recently; two "fast food" restaurants and a convenient food market. Development should be guided so that it occurs in an orderly fashion with a minimum derogatory effect on adjacent properties and the neighborhood as a whole. The future development of the

22nd Street corridor should also be guided to insure that viable businesses locate there and create a good investment climate while minimizing traffic and pollution problems.

The Comprehensive Plan for Louisville and Jefferson County states that commercial uses should be developed only in existing or planned centers except where conditions make single-lot commercial development the only possibility.¹³ The intent is that commercial uses share vehicular access points, circulation patterns, utility hook-ups, service entrances and provide for common pedestrian circulation.

In order to preserve the residential character of the surrounding area and prevent strip development, the following limits should be placed on development along 22nd Street:

- Commercial development should be limited to the portion of 22nd Street north of Bank Street.
- No commercial development or zone changes to commercial classifications should occur where the beginnings of a commercial strip along Bank Street might result.
- No commercial development or zone changes to commercial classifications should occur where the beginnings of a commercial strip along Portland Avenue might result.
- If pressure for commercial development exceeds what could be accommodated in a shopping center along the west side of 22nd Street, additional development should be directed onto the east side of 22nd Street.
- Any additional pressure for commercial development might be accommodated with the construction of a shopping area at the site of the Thrift Store.

The section of 22nd Street that has developed as a highway service commercial district is limited in its capacity to accommodate new driveways for businesses. Traffic is heavy in this area all day and moves slowly at peak hours.¹⁴ The design of access points for new development should be sensitive to traffic conditions. A small shopping center with only one entrance and one exit onto 22nd Street and possibly one access to Portland Avenue might be the most suitable way to accommodate new business. An entrance off of 22nd Street could provide access to businesses that would still be visible from 22nd Street and Interstate 64. The shopping center development should be located on the west side of 22nd Street. The depth of the development should be enough to provide attractive sites for small or medium-sized retail outlets but not be so deep as to create the beginnings of a commercial strip along Portland Avenue and Bank Street.

If proposals for commercial development on the east side of 22nd Street occur, a shopping center or shared access and parking approach should also be adopted on this side of 22nd Street. A boundary for the eastward expansion of commercial development should be established to prevent strip commercial development eastward on Portland Avenue or Bank Street. However, no new proposed development should create traffic problems, begin strip development or destroy the residential character of surrounding blocks.

The neighborhood organization should encourage neighborhood-oriented services such as repair shops, food and drug stores, clothing stores and general merchandise to locate in the "downtown" commercial area of 26th Street and Portland Avenue. The 22nd Street and Portland Avenue commercial area would be reserved for highway service uses, including restaurants, convenience stores, automotive service stations, etc.

The Land Use Plan graphic for the Portland neighborhood indicated a commercial use for the area between Portland Avenue and Bank Street along 22nd Street. As previously stated, this area is anticipated for a future highway service type commercial use. However, a change to commercial zoning categories is not shown in the Recommended

Zoning Changes graphic. A change to a commercial zoning classification without a specific development plan and a proposed land use would be speculative in nature and would possibly remove future public hearings and scrutiny. Therefore, at the time a development for this area becomes a reality this plan will support a commercial use of the 22nd Street/Interstate 64 area without removing citizen input into the zoning change process.

2. STRATEGY: Change existing zoning to eliminate non-conforming uses, strengthen residential character and encourage commercial and industrial development in appropriate locations.

Rezoning can help protect and/or stabilize residential areas in neighborhoods where undesired change is possible. (Refer to Figure III-5, "Proposed Zoning".) Industrial zoning has been recommended to be changed to residential and commercial classifications in almost all instances where non-industrial land uses exist. These recommended zoning changes will eliminate almost all non-conforming uses in the neighborhood. (Refer to Figure III-4, "Non-conforming Uses".)

There are many residential non-conforming uses in central and western Portland. The non-conforming uses are concentrated in several areas. The first concentration of non-conforming uses is a strip running from North Western Parkway to Market Street. The strip is about one block wide and is located just east of the K&IT Railroad yards. Another concentration of non-conforming residences is located along Main Street east of 26th Street. Also, the entire portion of Market Street east of 26th Street is predominantly non-conforming land uses. Other areas where non-conforming uses are concentrated include much of the area east of 18th Street, Portland Avenue between 15th Street and Carter Street, and the 26th Street and Portland Avenue commercial district. In addition, houses located north of Interstate 64 between 18th and 19th Streets are non-conforming.

Along the east side of the K&IT Railroad yards, several homes are located in M-2 Industrial zones. In these blocks, all lots having residential buildings should be rezoned to a residential classification. Lots should remain M-2 if they are vacant and adjacent to an industrial use.

Along Griffith Avenue west of 29th Street there are two dilapidated houses interspersed with several vacant lots and an industrial building. These two lots (Lot #8 and #9) should be changed to R-6. Adjacent properties include a police substation, industrial storage space, railroad yards and vacant lots. At the end of the block, near 29th Street, three residences face Griffiths Avenue. Zoning on these lots should also be changed to R-6. The houses are in good repair and are adjacent to houses facing 29th Street. This proposed zoning pattern would allow for new residential development and will help to create a boundary to prevent the encroachment of industrial uses into residential areas. (Refer to Figure III-5, "Proposed Zoning".)

Main Street is predominantly residential with larger homes and larger lots than most of Portland. The R-6 zoning classification would be appropriate for blocks west of 23rd Street. However, east of 23rd Street the character and land use pattern of Main Street changes. A zoning change to R-8 Apartment is proposed in this area to allow for some larger houses as multi-family dwellings as well as professional offices.

Market Street is a mixed residential and commercial strip. Residential uses include both single and multi-family buildings. Most of the Market Street corridor is currently zoned M-2 Industrial. The following zoning changes would eliminate the non-conforming status of most parcels without constituting spot zoning:

- M-2 to R-8 between the railroad overpass and 29th Street on the north side of Market Street.

- M-2 to C-2 at the northeast corner of 26th and Market Streets.
- M-2 to R-8 between 25th and 26th Streets on the north side of Market Street, except lots proposed for C-2 commercial zoning.
- M-2 to R-8 between 23rd and 18th Streets on the north side of Market Street, excluding the two lots on the northwest corner of Market Street and 18th Street.
- M-2 to C-1 on the north side of Market Street between 15th and 18th Streets, including the two lots on the northwest corner of Market and 18th Streets.

Non-conforming uses in the eastern section of Portland are scattered throughout many blocks. The mixed character of the area results in many houses being near industries and located in industrial zoning districts. A block-by-block examination of this area resulted in the determination that many blocks contain sound homes. Residential zoning (R-6) was found to be appropriate for many mixed use blocks. This area is a prime example of where screening and buffering is very important for protecting residential character in areas of mixed land use. There are two areas in eastern Portland where the elimination of non-conforming uses through zoning changes are not proposed. One area, the triangular block bounded by Bank, Rowan and 17th Streets is currently zoned M-2 Industrial. There are around 30 houses in this triangular area. However, houses are generally deteriorating, many vacant lots exist and the area is surrounded by industrial use. This area is not anticipated for residential redevelopment and a future industrial land use is recommended. (Refer to Figure III-4, "Land Use Plan".)

Another area where non-conforming land uses are not proposed to be eliminated is the area on both sides of Portland Avenue basically west of 16th Street to 18th Street. This area is currently zoned M-2 Industrial and is composed of declining residences and vacant commercial and industrial building. An industrial future is recommended for this area.

In addition, the small residential area between 18th and 19th Streets north of Interstate 64 is proposed to remain an M-2 Industrial zoning classification. This recommendation was made in the "Riverfront Plan", published by the Planning Commission in November, 1981, after residents of the area were canvassed to determine their feelings and requests regarding a zoning change. Most residents opposed a zoning change because they felt industrial zoning was potentially more valuable.

Residences dominate blocks along North Western Parkway and Portland Avenue west of 18th Street. These blocks are also zoned M-2 Industrial. A change to R-6 Residential will eliminate most non-conforming use problems. Commercial uses at the corner of 19th Street and 20th Street are also proposed to be rezoned to the R-6 classification. Individual property owners may apply for commercial zoning for their property.

The 26th Street/Portland Avenue business district is zoned M-1, a light industrial classification. Some houses along Portland Avenue between 25th Street and 27th Street are also zoned M-1 Industrial. Due to the commercial character of the area, the blocks of Portland Avenue between 25th Street and 27th Street should be rezoned to C-1 Commercial. Further, the existing printing business on Portland Avenue just west of 26th Street is recommended for a change to C-2 Commercial zoning. This category will allow the business to be a legal and conforming use.

One block on the north side of Portland Avenue just west of 22nd Street is zoned M-2, despite the fact that the block consists of nine houses, one business and a driveway. Across the street, eight residences are located on property zoned C-2. An appropriate zoning scheme is critical in this area, where development pressure has existed in the past. The R-6 Residential classification would be most appropriate for the north side of Portland Avenue containing residences. However, the Planning Committee felt that the lots

presently used for commercial purposes (northeast corner of Portland and Carter Street and Lot #37 on the north side of Portland Avenue) should be given commercial zoning. These lots should be changed to C-1 so that zoning conforms to existing land use. (Refer to Figure III-6, "Recommended Zoning Changes".)

On the south side of the street, a down-zoning to R-5A was recommended for Lots #129, #130, and #'s 162-167 in the original draft of the Portland Plan. The down-zoning was proposed to prevent commercial strip development from moving west on Portland Avenue. This recommendation, however, met with strong opposition from property owners. Therefore, the current recommendation for zoning along this area is to retain the C-2 Commercial zoning with the provision that strict requirements will be placed on any proposed development plan to prevent strip development and to preserve the residential character of Portland Avenue.

There are numerous corner commercial uses in the Portland neighborhood. These businesses are mostly small groceries, taverns, barber shops, beauty parlors, restaurants and other neighborhood-type commercial uses. Many of the isolated commercial uses are located in residential and industrial zoning districts and are therefore non-conforming uses. These uses are indicated on the Land Use Plan graphic as future commercial sites. These businesses serve an important neighborhood function and should remain. The isolated corner commercial uses are not, however, recommended to be changed to commercial zoning classifications. Because the uses are scattered throughout Portland in single and separate circumstances, changing the zoning categories would constitute a spot zoning condition and would not maintain a contiguous land use/zoning pattern. The Comprehensive Plan indicates that commercial uses should be grouped together where possible and not scattered in single situations. Therefore, change is shown on the Recommended Zoning Changes graphic for these uses. An individual property owner may, at any time, apply for a change in zoning classification.

Further, no changes are recommended in the existing zoning in the area of Portland west of the railroad yard and tracks, more or less west of 30th Street. This entire area was recently rezoned and changes have not occurred to warrant new zoning change recommendations.

Portions of several corners in the neighborhood that are zoned commercial classifications, but never developed for commercial purposes, are recommended to be changed to residential zoning districts (R-6 typical). These are areas of existing housing that are never likely to change to commercial uses. Changing of these areas will help protect the residential character of the areas.

In the first draft of the Portland Neighborhood Plan it was proposed to change all existing R-6 Residential zoning to R-5A classifications. This would require a mass rezoning of almost every residential property east of 30th Street. This proposal would not offer any significant protection to existing residences because lot size in most cases in Portland prohibit additional dwelling units under the existing R-6 Residential classification. This mass rezoning has been dropped from the Portland Plan.

3. STRATEGY: Redevelop eastern Portland (east of 22nd Street) as a mixed-use area containing rehabilitated and new homes and allowing for the continuation and necessary growth of existing industries. Take necessary steps to consolidate areas of similar land use in order to promote beneficial land use relationships. Provide screening and buffering where adjacent or nearby uses are likely to create visual, noisy or smelly nuisances.

The eastern portion of Portland has historically been an area where industries and homes existed in close proximity to one another. Over the years, however, deterioration of some of the housing stock and industrial uses has occurred. Other industries have grown and

expanded. The resulting pattern of development is often a disorderly mixture of homes and businesses that leaves some homes surrounded by businesses and industries. The development pattern also leaves some industries with no room for growth. Vacant lots are scattered throughout the area. Some lots are isolated and narrow and therefore are generally unsuited for development. A land use plan for east Portland should create solid blocks of new and rehabilitated housing and utilize vacant lots for either residential or industrial development. The plan should attempt to create expansion and new investment opportunities in a manner that will not harm the existing stock of housing. The plan should also provide for adequate open space, recreational opportunities and neighborhood commercial services.

In the original draft of the Portland Neighborhood Plan, the following criteria were stated to be used in deciding whether blocks were to be designated for rehabilitation, new construction or more intense land uses such as industrial expansion;¹⁵

- Blocks where more than 50% of the land area is covered by housing should be preserved as residential blocks.
- Blocks where the following conditions exist should be acquired and cleared for industrial or commercial or new residential uses:
 - a. Blocks where more than 50% of the land area is used for industrial and commercial purposes and where 50% or more of the residential structures are substandard II-A ("deteriorated") or II-B ("dilapidated").
 - b. Blocks where more than 50% of the land area is used for industrial or commercial purposes and where 20% or more of the total parcels are vacant.

The above criteria were established by a consultant for the Phoenix Hill Urban Renewal project. However, there is no Urban Renewal project currently proposed for any part of Portland and conditions in Portland are different from those in the Phoenix Hill area. Phoenix Hill is a unique area that is scheduled to receive millions of dollars in public redevelopment funds as well as monies from private sector development. Therefore, redevelopment, rehabilitation and new construction actions are recommended to follow the Land Use Plan as opposed to an approach requiring Urban Renewal designation (see Figure III-4, "Land Use Plan").

The Land Use Plan for the eastern portion of Portland proposes an industrial land use in the extreme eastern areas, more or less east of 17th Street. The areas along Market and Main Streets are proposed as a mixture of single family residences, apartments, professional offices and commercial uses. The area north of Crop Street and west of 17th Street is reserved for residences.

4. STRATEGY: Revitalize the commercial district clustered around the 26th Street and Portland Avenue and 26th and Bank Streets intersection to provide a neighborhood commercial service area. Reinforce the role of this district as "downtown" Portland through a combination of public and private investment. Encourage the provision of needed services, including department stores and general merchandise, personal services, medical, health and legal services.

Shopping patterns of Portland residents indicate a need for several neighborhood-level services inside the Portland neighborhood.¹⁶ The Comprehensive Plan for Louisville and Jefferson County states that commercial development should be located centrally in the intended service area. The 26th Street and Portland Avenue commercial district is located in the center of Portland and has historically been the commercial center of Portland. Recently, two new financial institutions, a funeral home and a restaurant have located around 26th and Bank Streets. However, there are many commercial

buildings that are vacant in the 26th Street and Portland Avenue area. Several existing commercial buildings are deteriorated. The inventories of some of the stores are not meeting residents' needs for goods. There is very little off-street parking for the businesses facing Portland Avenue. Further, the facades of some businesses on Portland Avenue are dilapidated and do not attract customers. (Refer to Figure III-7, "Portland Avenue and 26th Street Commercial Area Redevelopment Concept".)

5. STRATEGY: Encourage the adaptive re-use of old commercial and industrial buildings in the Portland area that are currently vacant or under-utilized.

The commercial vacancy rate in Portland is around 25%.¹⁷ Large vacant structures have a blighting influence on surrounding properties. The Louisville and Jefferson County Comprehensive Plan states that adaptive re-use of existing buildings is a technique that should be used to create redevelopment opportunities in older neighborhoods. As an example, the warehouse at 22nd and Rowan Streets has been vacant for many years and is now used sparingly as a warehouse. Some local developers have considered developing a community-level shopping center at this site. This effort should be supported by neighborhood groups as the proposed services are needed and the building is currently under-utilized.

Another large building is located at 17th and Rowan Streets. Efforts are presently nearing completion to rehabilitate this building. Several vacant store fronts exist along Portland Avenue and along Market Street. The Portland Development Organization or the Portland Task Force should appoint a committee to match these vacant buildings with persons seeking a site for their businesses in Portland.

6. STRATEGY: Utilize zoning regulations that allow development on small lots.

Many lots in the Portland area are 25 feet wide or narrower. Setback and side yard requirements that are part of existing zoning regulations have been relaxed in order to allow new housing construction on small lots. Because yard and lot requirements were established after older areas of the City had been developed, they tended to prevent or restrict redevelopment of small lots. However, front, rear and side yard requirements have been changed to be more flexible for new housing construction. In addition, lots that existed prior to the adoption of land use controls are allowed to be occupied by one dwelling unit, even if the lot does not have the usually required square footage.

Vacant lots are often left unused and become overgrown with weeds and strewn with junk. Owners seldom pay taxes on isolated vacant lots, adding to the City's delinquent tax problems. The flexible zoning regulations along with innovative design approaches could result in redevelopment of vacant lots for productive uses and the return of these lots to the tax rolls.

D. IMPLEMENTATION

Recommendations developed in this section will require funds and actors to implement proposed actions. The purpose of this section is to identify actors, whether agencies or neighborhood groups, and possible sources of funds. Each strategy or recommendation will require a different approach to achieve the desired product. These implementation approaches are detailed for some key strategies. A brief summary of this section is shown in Table III-2, Land Use Recommendation Implementation Chart".

1. Commercial Center

There are two alternative approaches to developing a shopping center near the 22nd Street interchange with Interstate 64. The preferred approach might be for the Portland Development Organization (PDO) to recruit a private developer to build and manage the center. A private developer with experience in commercial development could

most probably package a center and provide a quality development. The proximity to the Interstate 64 interchange, the success of other commercial uses in the area and the backing of the neighborhood organization would all be good selling points to attract a private developer.

A second approach to developing a shopping center at the 22nd Street interchange would involve using an Urban Development Action Grant (UDAG) or similar grant to package property, build parking areas and provide landscaping for the center. The Portland Development Organization would be involved in the preparation of an application along with a developer and the City Economic Development Office. Monies could be in the form of a grant or a loan. The neighborhood organization and the City's Economic Development Office could work together to attract tenants for the 22nd Street development.

2. Zone Change

The "Recommended Zoning" plan is a part of the Portland Neighborhood Plan. If the plan is adopted by the Board of Aldermen, the Planning Commission would act as applicant for the zoning changes necessary to eliminate non-conforming uses and promote appropriate future land use patterns.

3. Eastern Portland Revitalization

Some areas of eastern Portland suffer from poor housing conditions, land use conflicts and other indicators of blight.¹⁸ In Louisville, one of the most often proposed sources of governmental assistance to depressed neighborhoods is Community Development Block Grant (CDBG) funds. However, an approach to redeveloping east Portland that does not rely totally on CDBG funds will be necessary.

The "Housing and Development Reporter" and HUD regulations have both stated that neighborhood conservation works best when it is targeted for specific neighborhoods rather than spread out over an entire city. This targeting approach necessitates picking certain target areas. At present, there are nine such target areas in Louisville. The existing target area in Portland is a highly visible strip that must be rehabilitated if the neighborhood is to be revitalized. To abruptly change the target area from its existing boundaries to another area would be a mistake at this time.

Income levels in Census Tract 23 (eastern Portland) are the lowest in the Portland area.¹⁹ This suggests a great need for housing assistance but may also imply the inappropriateness of a Community Development Block Grant target area approach. Income levels indicate that private resources to assist public conservation and rehabilitation funds may be more scarce in eastern Portland than in other sections of the neighborhood. Payments on even low interest loans may not be within the capabilities of people in the area. Although 54% of the homes in Census Tract 23 are owner-occupied, the income average is the lowest in Portland. There are many well-kept houses in the area. Home improvements are apparent, particularly around Boone Park.

Despite indications that no new Neighborhood Strategy Areas (NSA) will be designated at this time, severe housing problems that must be addressed still exist in the area. Programs other than NSA designation should be actively pursued in this area to begin the redevelopment of eastern Portland as a residential neighborhood.

A Chapter 99 (Urban Renewal) approach to the implementation of the revitalization strategy is one technique that could be used in the area. However, with the present commitments of the City for industrial, residential and commercial development the implementation of an Urban Renewal type project in eastern Portland does not seem likely. As previously mentioned, the use of Community Development Block Grant funds in appropriate areas of eastern Portland could be possible in the future.

Current techniques to implement the eastern Portland revitalization strategy may best focus on the private sector and resident involvement. Because large amounts of public funds are not currently available in the area, concerted efforts by residents through neighborhood organizations and housing corporations may be the most realistic and effective technique to implement this strategy.

4. 26th Street and Portland Avenue Commercial Revitalization

A coordinated effort involving public and private investment will be necessary for successful revitalization of the 26th Street and Portland Avenue area. Four basic things may be necessary for a successful revitalization effort: first, public improvements, such as off-street parking, street trees, benches or lights must be provided to demonstrate the City's commitment to the 26th Street and Portland Avenue area. Boundry delineation for the area to be revitalized is important in order to focus programs and improvements in a defined area to achieve tangible results. These improvements could be funded with CDBG money or other sources of funds. Secondly, it will be necessary to insure 100% participation from merchants and absentee owners to have a successful revitalization effort. Formulation of a merchants association is necessary to promote revitalization and to establish a forum for input from each merchant. In some other cities, 100% merchant participation has been achieved by passing an ordinance setting minimum standards for stores and a time table to meet the standards.

A third, necessity will be to insure financing is available to merchants. If the City would require merchants to invest in their properties, the City must make sure that they can get financing. Analysis of the targeted market by way of a market study is necessary to attract private investment and new merchants, as well as to ensure the appropriate use of public funds. Small Business Administration loans should be committed to the 26th Street and Portland Avenue area. An Urban Development Action Grant, LEDCO or Community Development Block Grant (CDBG) might be other sources of money. Financing could be arranged by the City Economic Development Office. Lastly, a management program should be set up to handle advertising and business recruitment. This might require hiring a professional manager. Either CDBG funds or an assessment from each business in the commercial district could provide funding for a manager. (Refer to Figure III-7, "Portland Avenue and 26th Street Commercial Area Redevelopment Concept".)

5. Adaptive Reuse of Buildings

Many existing buildings in Portland are currently vacant and might be reused for a new use. Buildings that were constructed for commercial or industrial purposes are often most suitable for conversion to a number of different new uses. Local merchants should be made aware of incentives for reinvestment and rehabilitation through the City Economic Development Office and Community Development Cabinet. Area residents and neighborhood groups should be cooperative with possible developers. Because of the number of vacant buildings concentrated in a couple of areas in the eastern most part of Portland, a major effort with City officials may be required.

6. Utilize Zoning Regulations Allowing Development of Small Lots

Zoning regulations have been amended to allow new construction, renovation and additions of housing on small lots in the City. Implementation of this recommendation most likely will have to come from the private sector. New infill housing construction in older portions of the City has not been extensively developed. An approach targeted at additions to existing housing and innovative financial packages may be more realistic.

E. PRIORITIES

The proposed zoning changes in the area should be undertaken immediately in order to address non-conforming land use problems and stimulate an appropriate land use pattern. The zoning change recommendation is an action that local government could begin once the plan is adopted by the Board of Aldermen. Because the implementation technique is established, priority should go to immediate action on the zoning change recommendation.

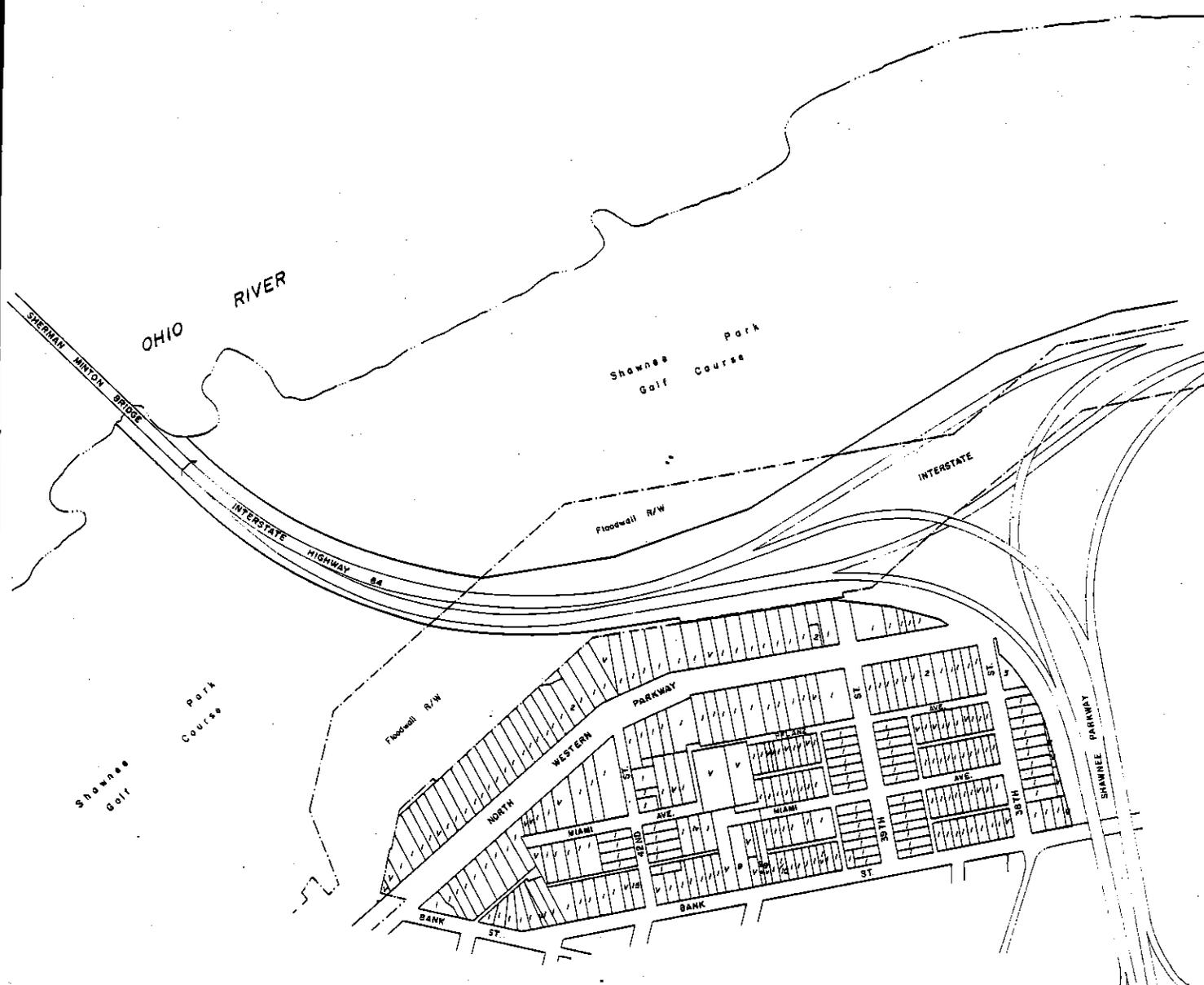
Past development pressure and the potential for future proposals around the 22nd Street/Interstate 64 interchange make it imperative that efforts to begin development of a planned shopping center at this location begin immediately. Residents should be permitted to comment during the preparation of any development proposal.

The revitalization of the 26th Street and Portland Avenue area, together with certain housing strategies, is probably the most essential strategy in this plan for the revitalization of Portland. Efforts of neighborhood organizations and City officials working with the neighborhood should be directed toward revitalizing 26th Street and Portland Avenue. This redevelopment should be coordinated with housing rehabilitation efforts along Portland Avenue between 27th and 30th Streets and parking improvements.

The neighborhood organization and City officials should begin work on efforts at attracting investors interested in a public/private rehabilitation and reinvestment project to deter further deterioration in eastern Portland.

III. LAND USE AND ZONING

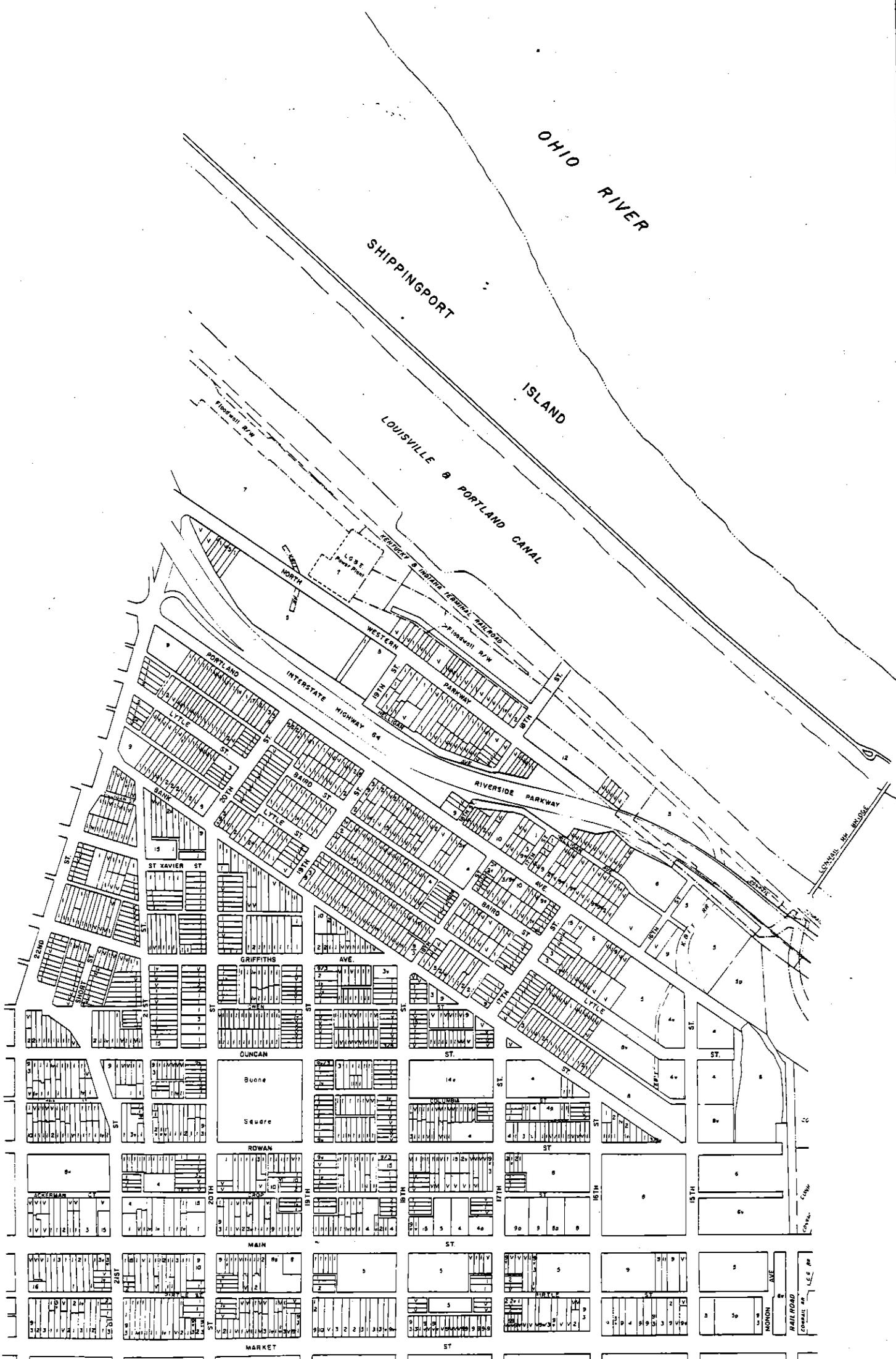
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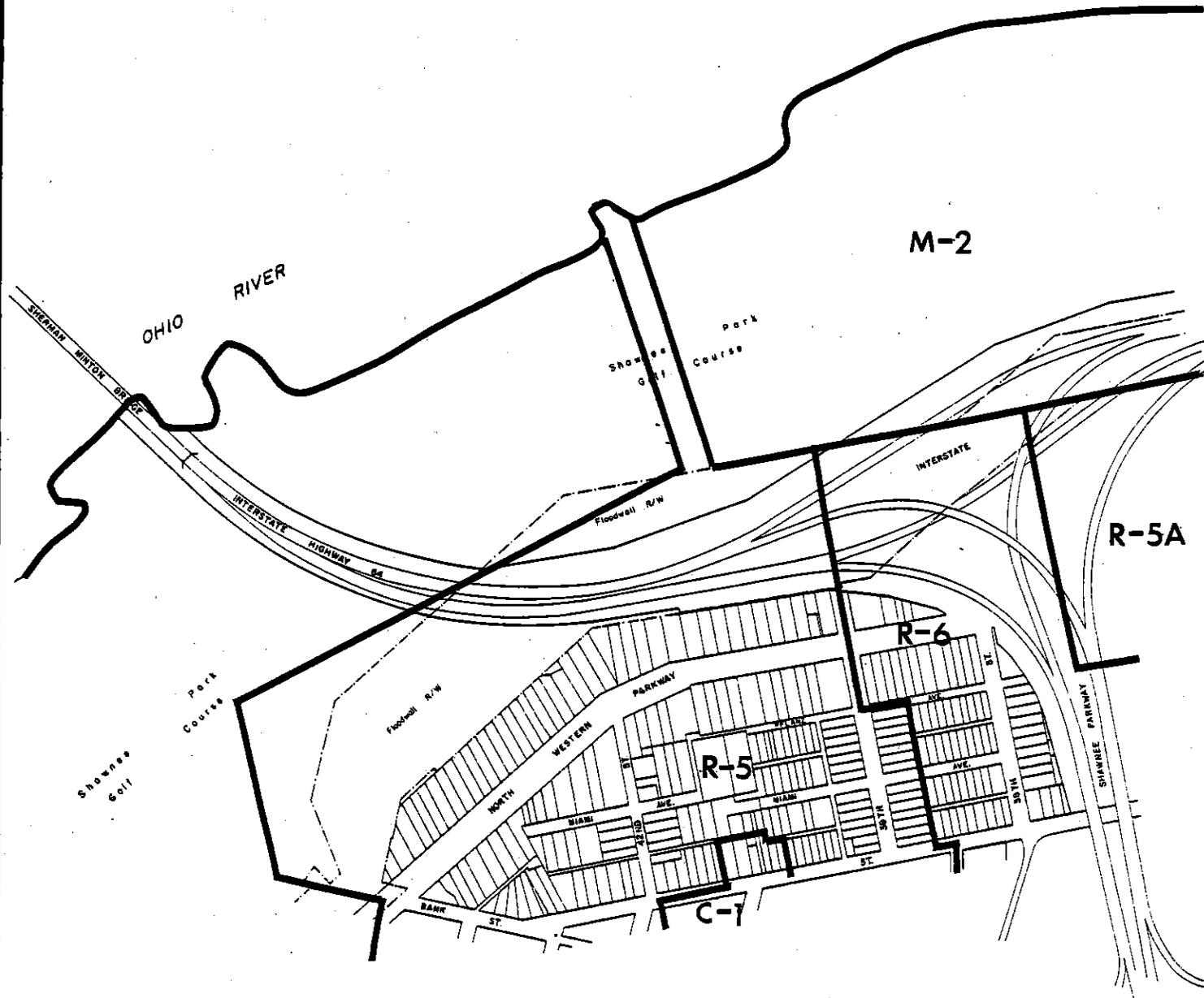


LAND USE CODE

General Category	Specific Category	Code Number
RESIDENTIAL	Single Family	1
	Two Family	2
	Other	3
INDUSTRIAL	Light	4
	Heavy	5
TRANSPORTATION	Transportation Highway, Street, ROW	6 Blank
COMMUNICATIONS AND UTILITIES	Communications and Utilities	7
COMMERCIAL	Wholesale	8
	Retail	9
	General	10
	Office	11
PUBLIC AND SEMI-PUBLIC	Governmental	12
	Medical Services	13
	Educational	14
	Religious	15
	Recreational	16
	Other Public and Semi-Public	17
	Cemeteries	18
	VACANT	Unimproved Vacant Structures
Pay Parking		Code for previous use followed by "V" Pay P
Private Parking		P

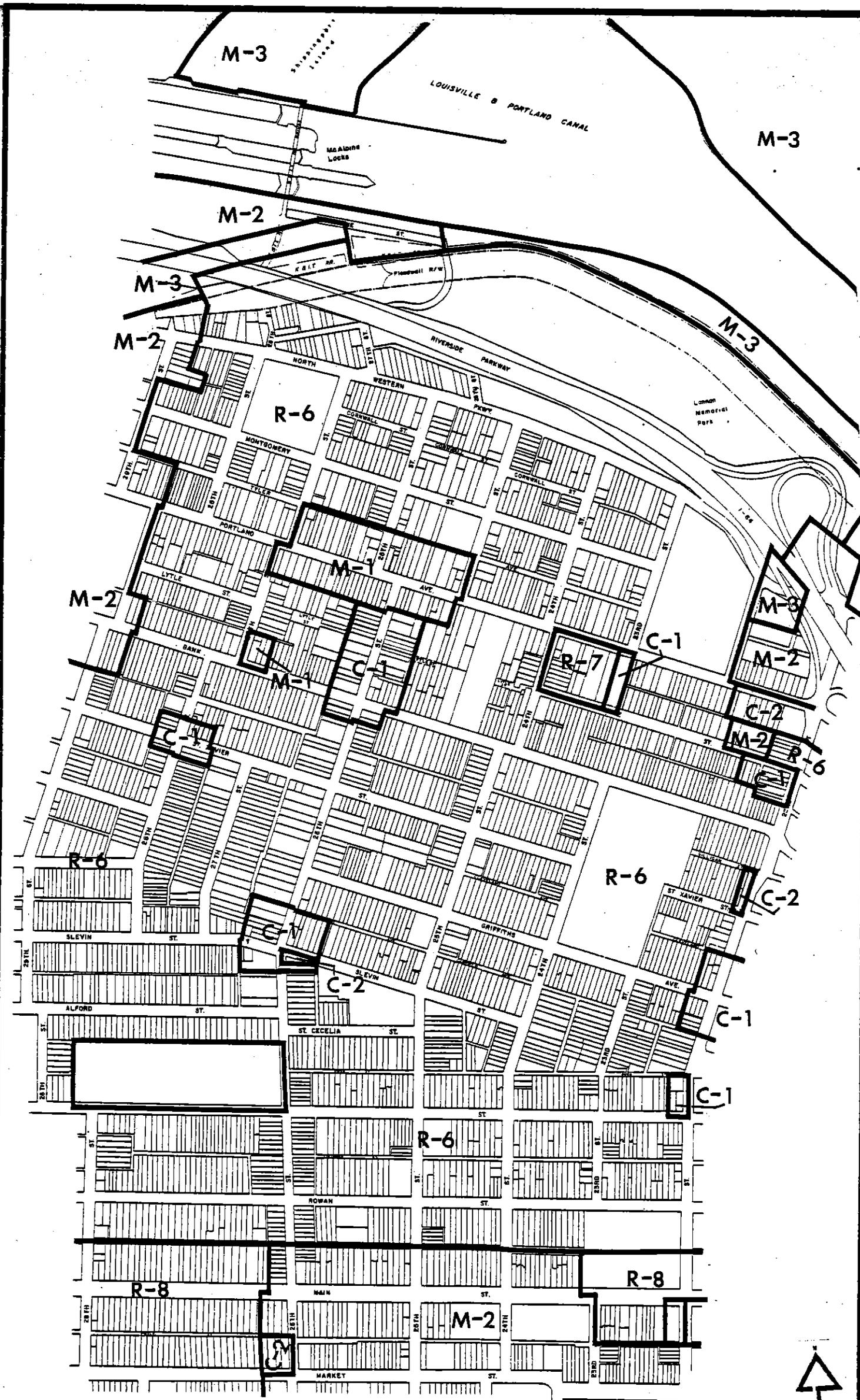




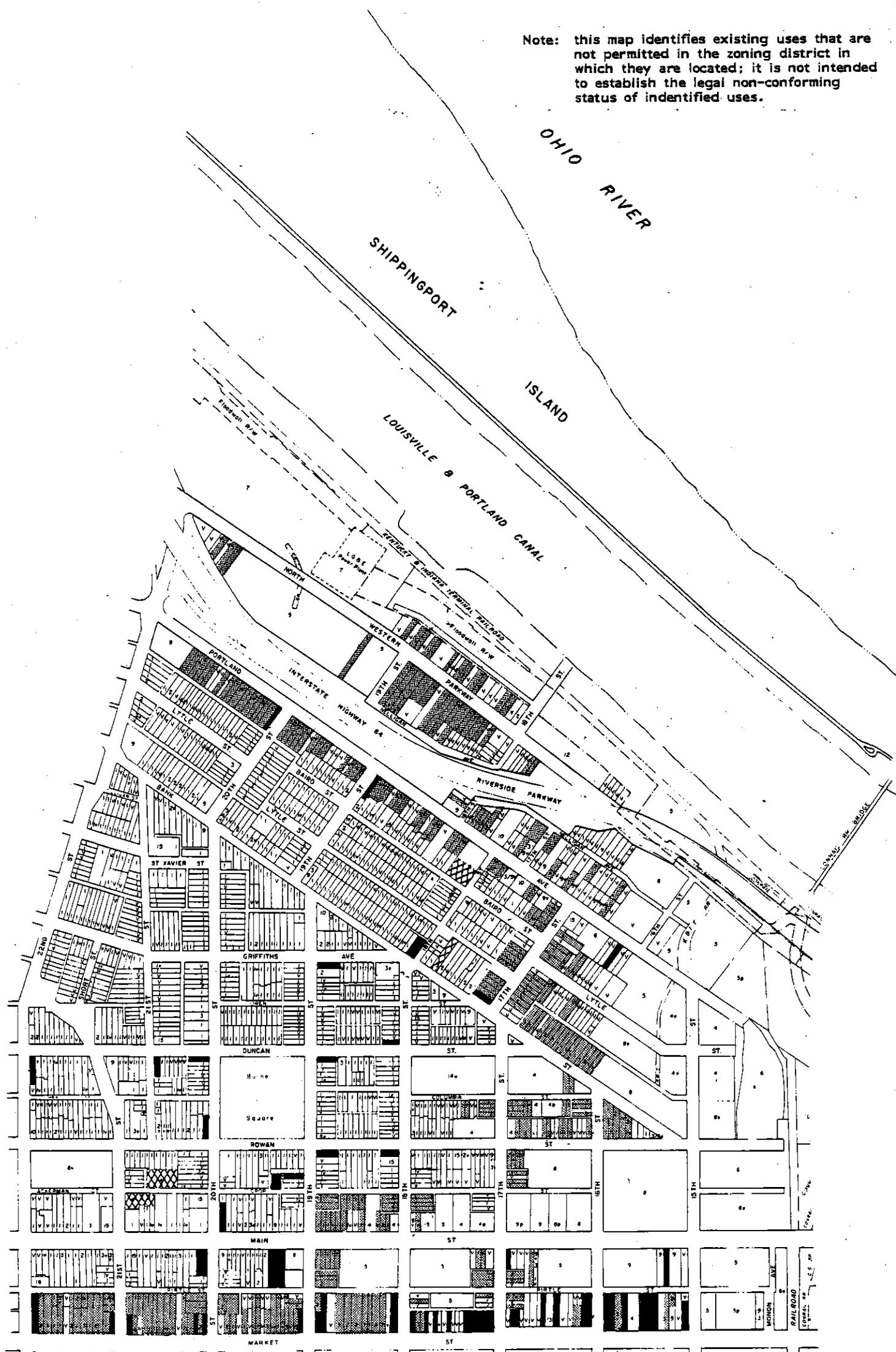


- R-5 Residential
- R-5A Residential/Apartment
- R-6 Apartment
- R-7 Apartment
- R-8 Apartment
- C-1 Commercial
- C-2 Commercial
- M-1 Industrial
- M-2 Industrial
- M-3 Industrial





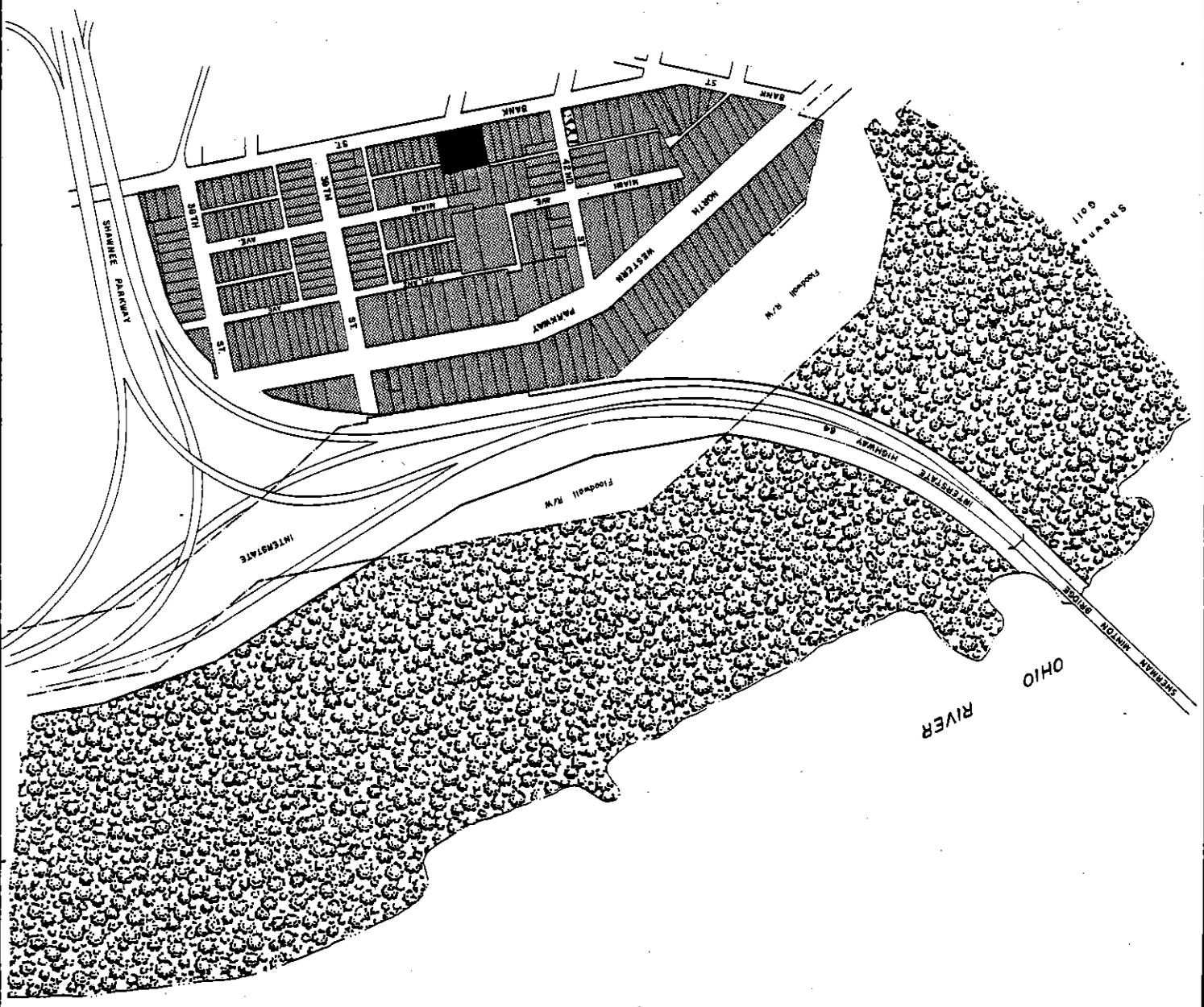
Note: this map identifies existing uses that are not permitted in the zoning district in which they are located; it is not intended to establish the legal non-conforming status of indentified uses.

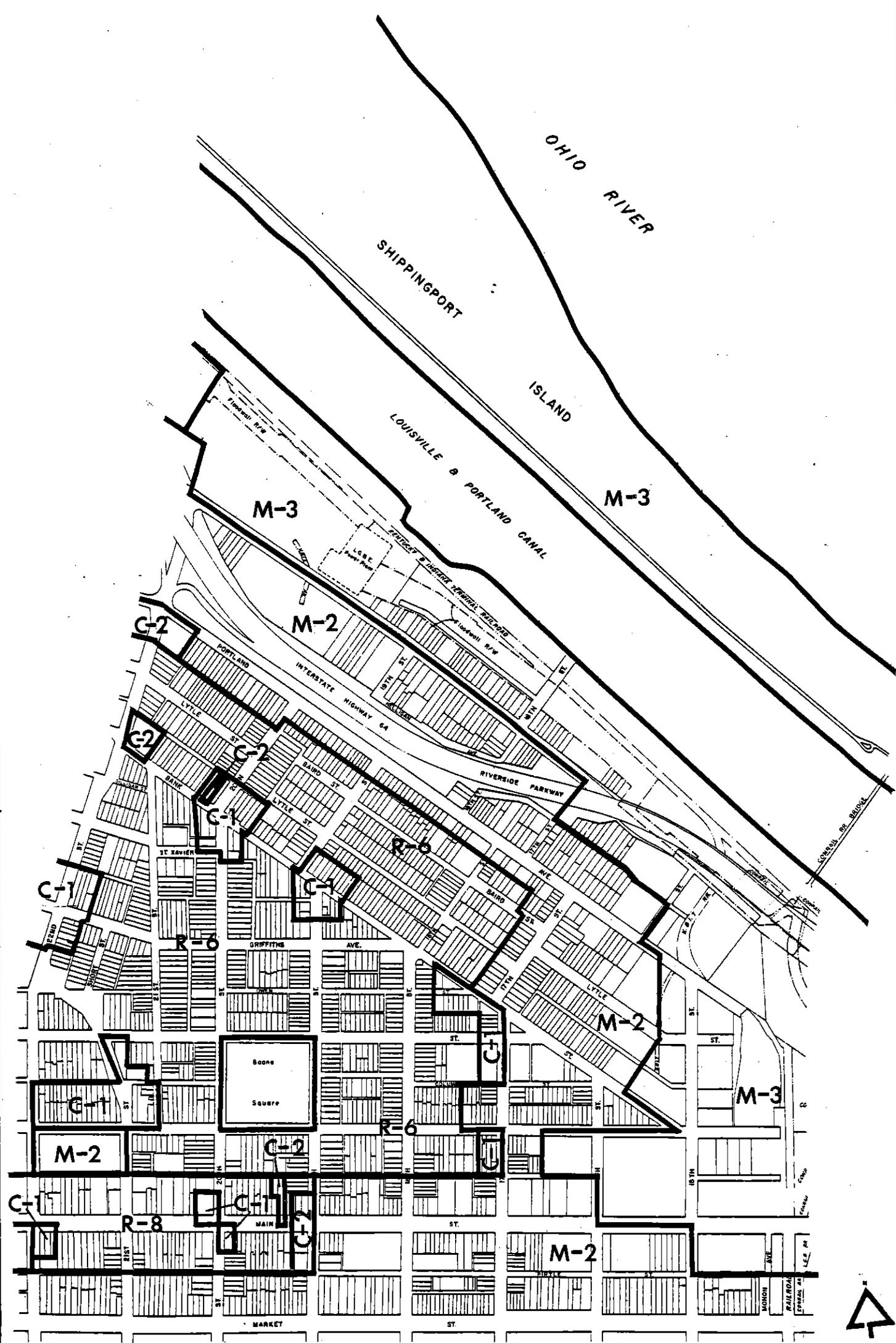


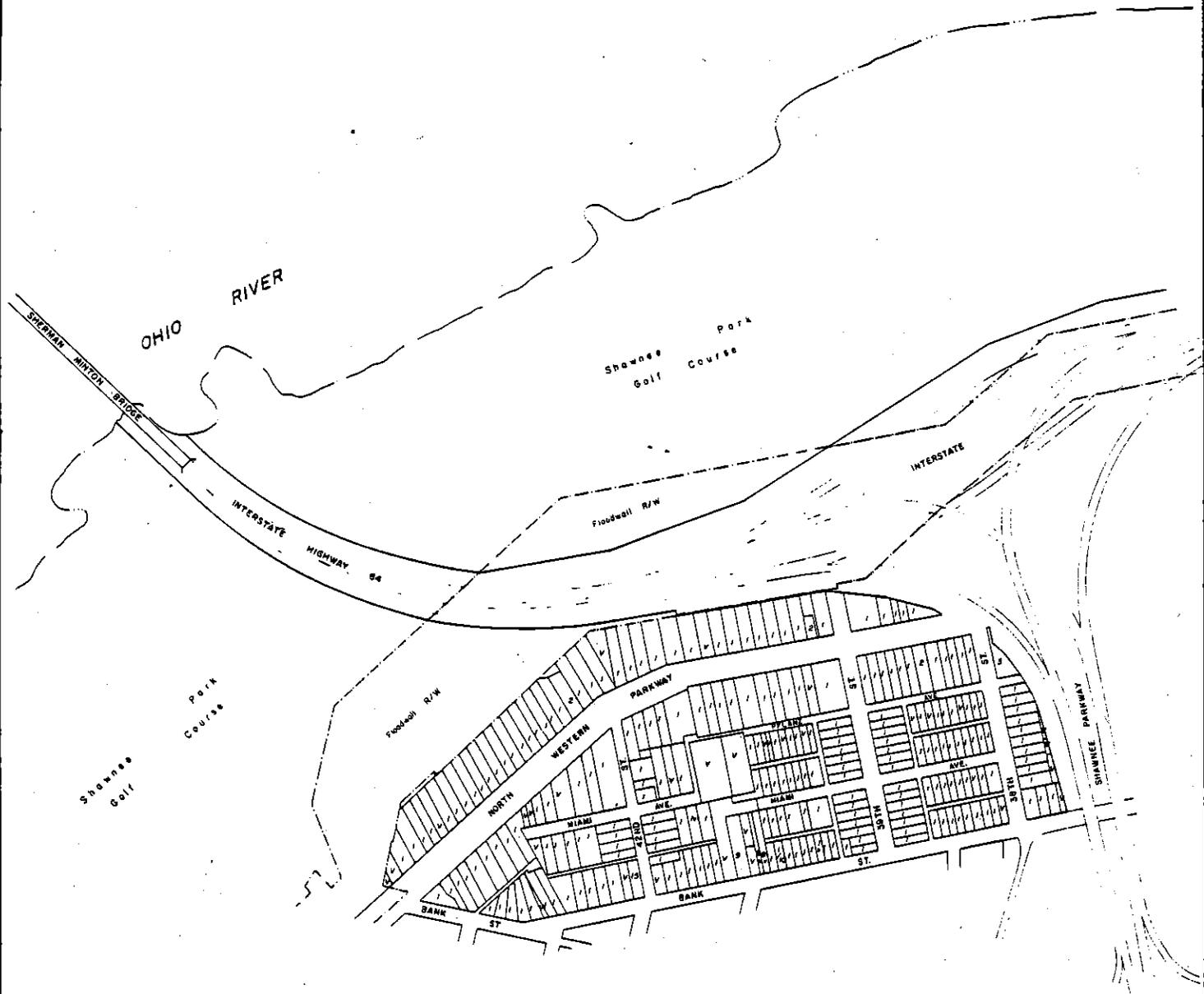
Land Use Plan



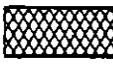
LEGEND
 Residential
 Commercial
 Residential, Apartment, and Office
 Industrial and Utility
 Public and Semi-Public
 Parks, Open Space, and Cemeteries
 Source: Louisville and Jefferson County Planning Commission, January, 1983







LEGEND

-  Commercial Uses in Residential & Industrial Zones
(includes vacant commercial structures)
-  Industrial Uses in Residential & Commercial Zones
(includes vacant industrial structures)
-  Residential Uses in Industrial Zones
(includes vacant residential structures)

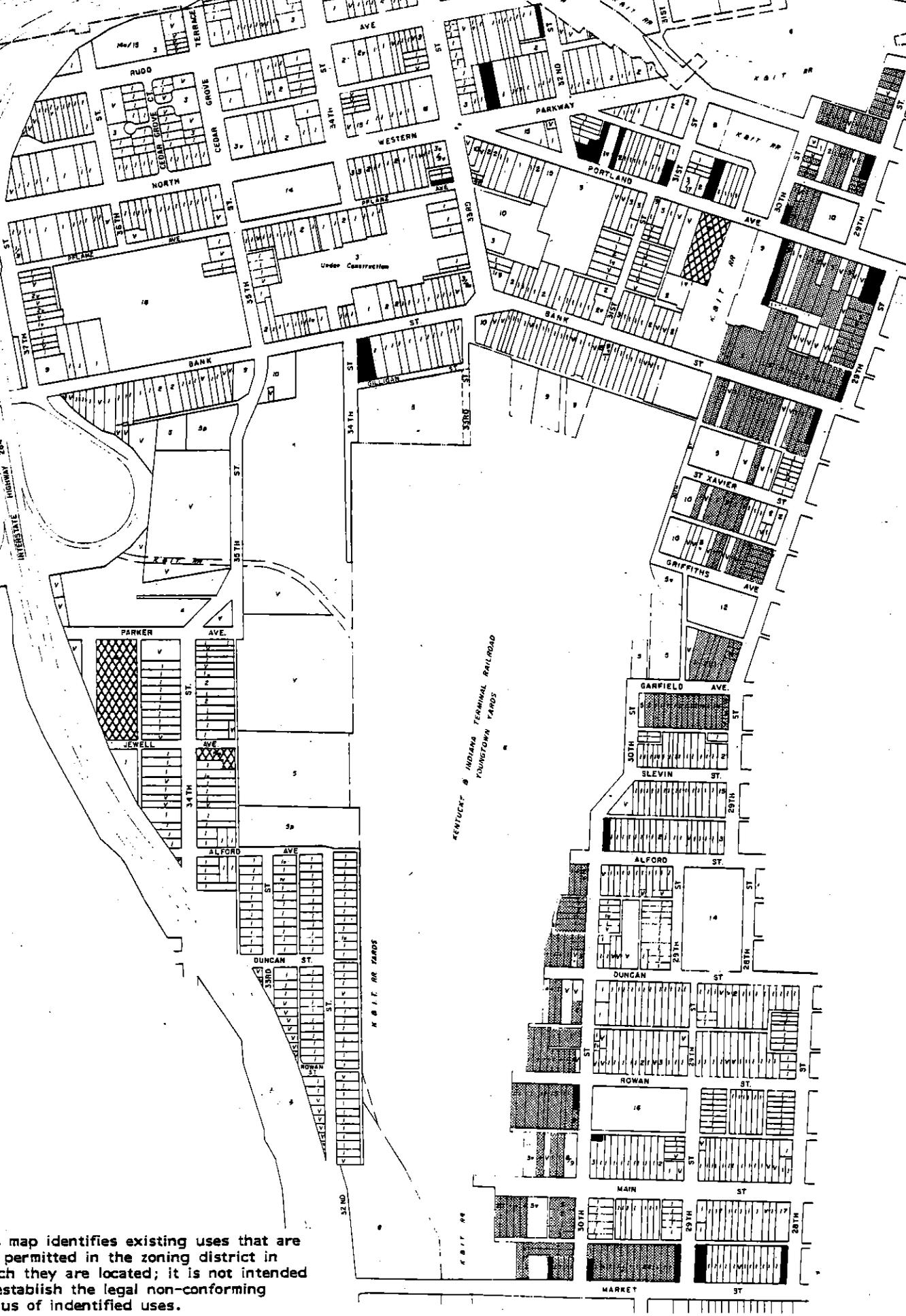
Note: this map identifies existing uses that are not permitted in the zoning district in which they are located; it is not intended to establish the legal non-conforming status of identified uses.

OHIO RIVER

LOUISVILLE & PORTLAND CANAL

INTERSTATE HIGHWAY 64

RIVERSIDE PARKWAY



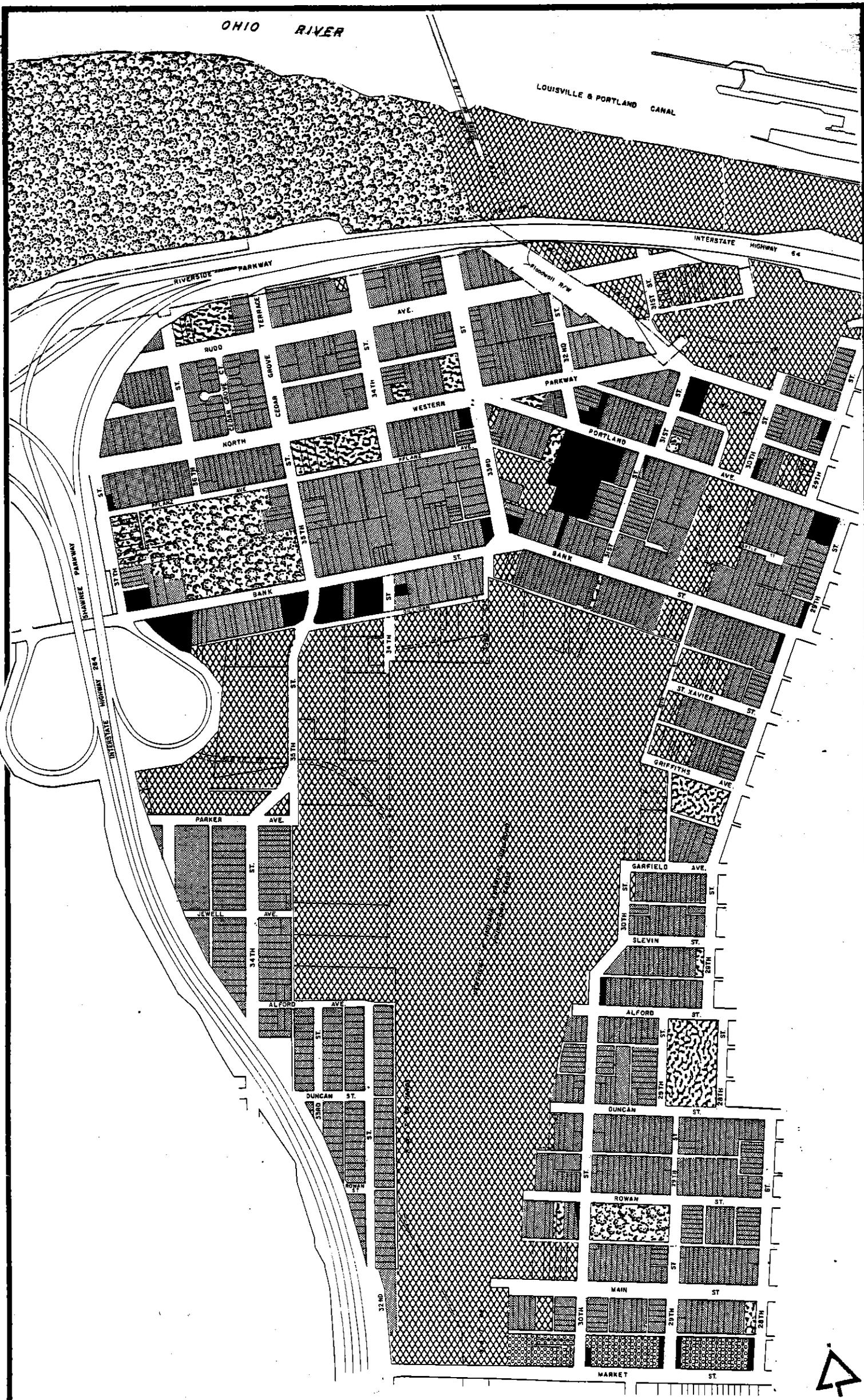
Note: this map identifies existing uses that are not permitted in the zoning district in which they are located; it is not intended to establish the legal non-conforming status of identified uses.

Non-Conforming Uses

OHIO RIVER

LOUISVILLE & PORTLAND CANAL

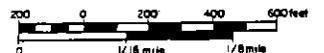
INTERSTATE HIGHWAY 64



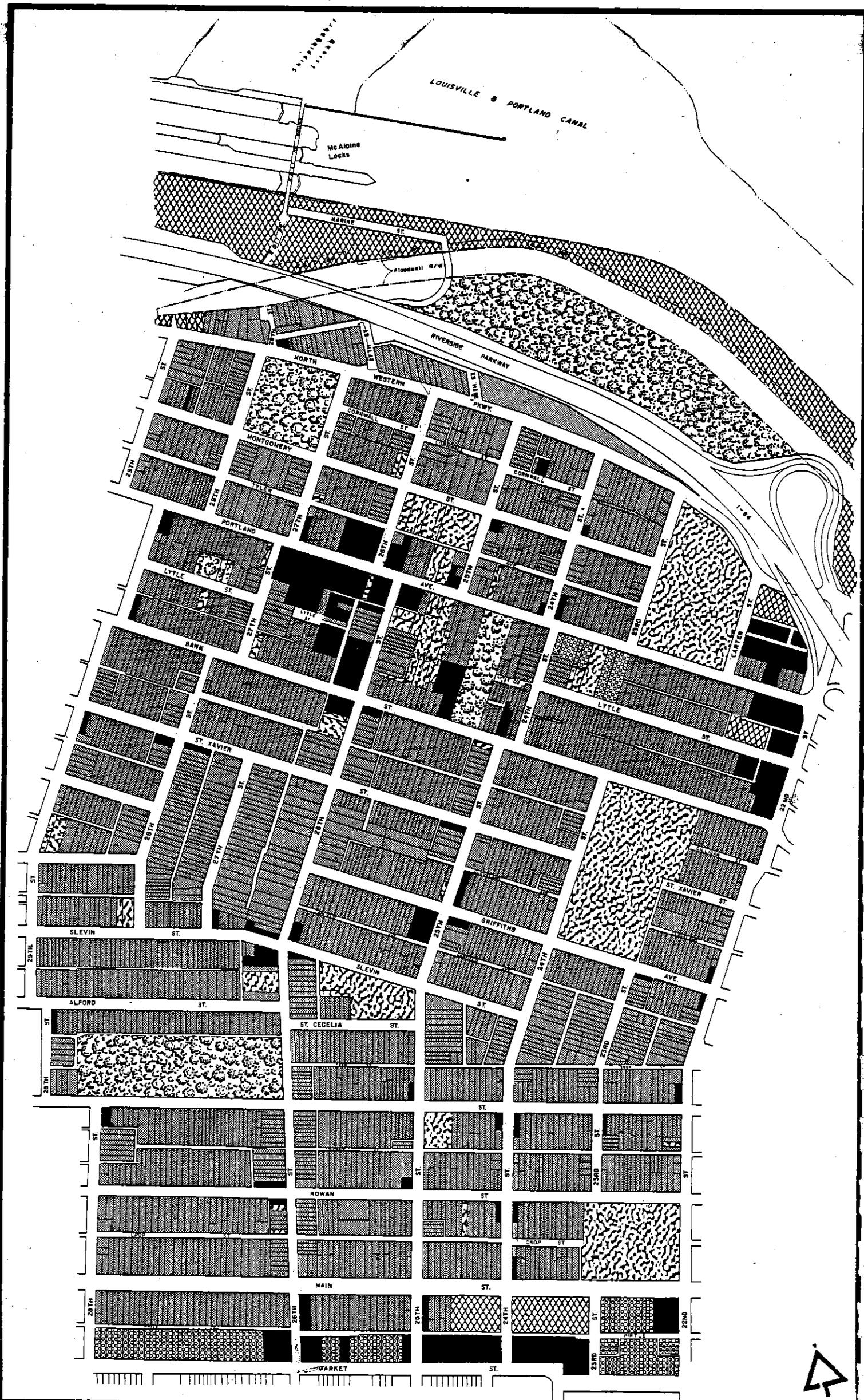
PORTLAND NEIGHBORHOOD PLAN

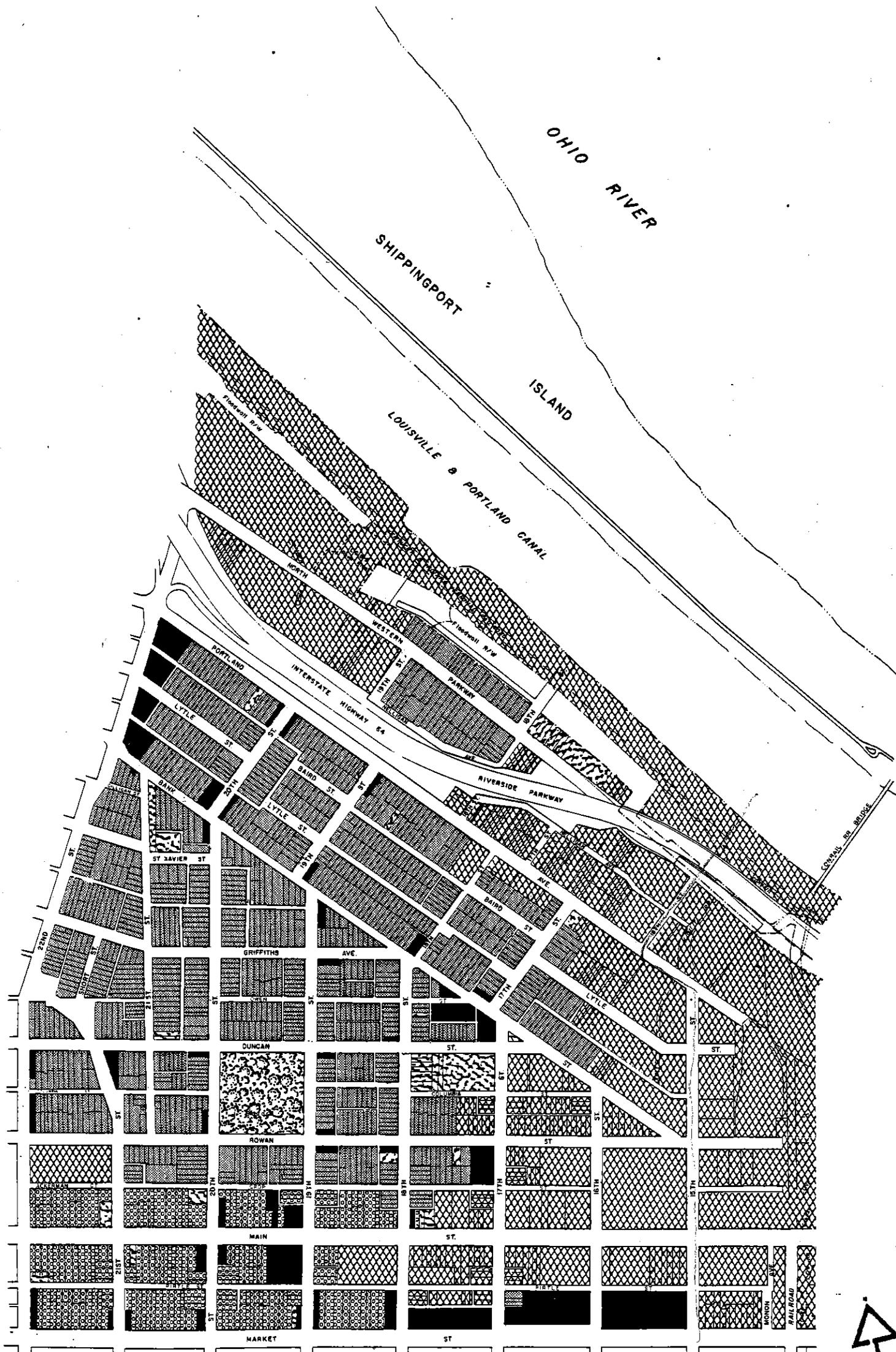
Louisville and Jefferson County Planning Commission

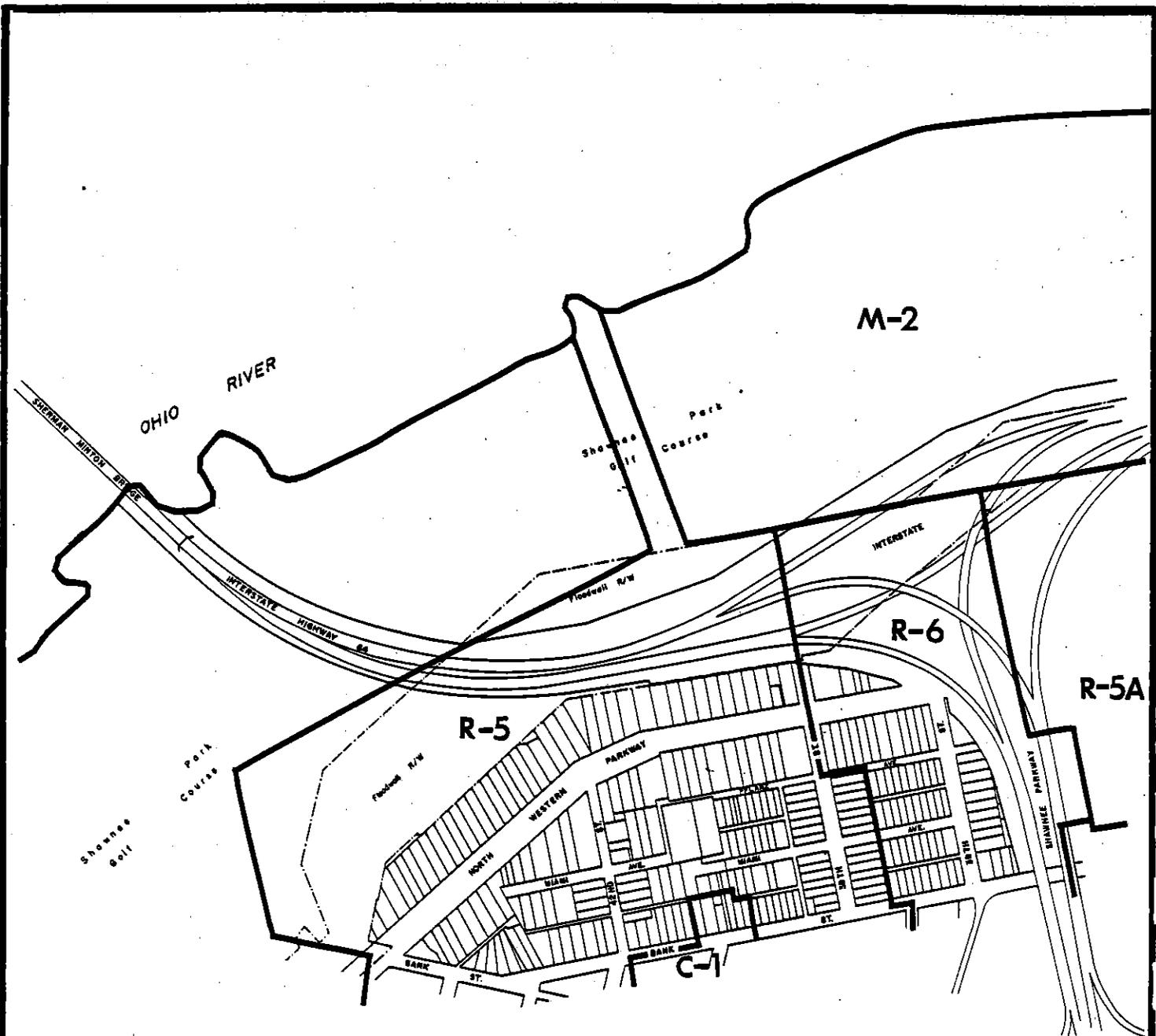
Land Use Plan



sheet B

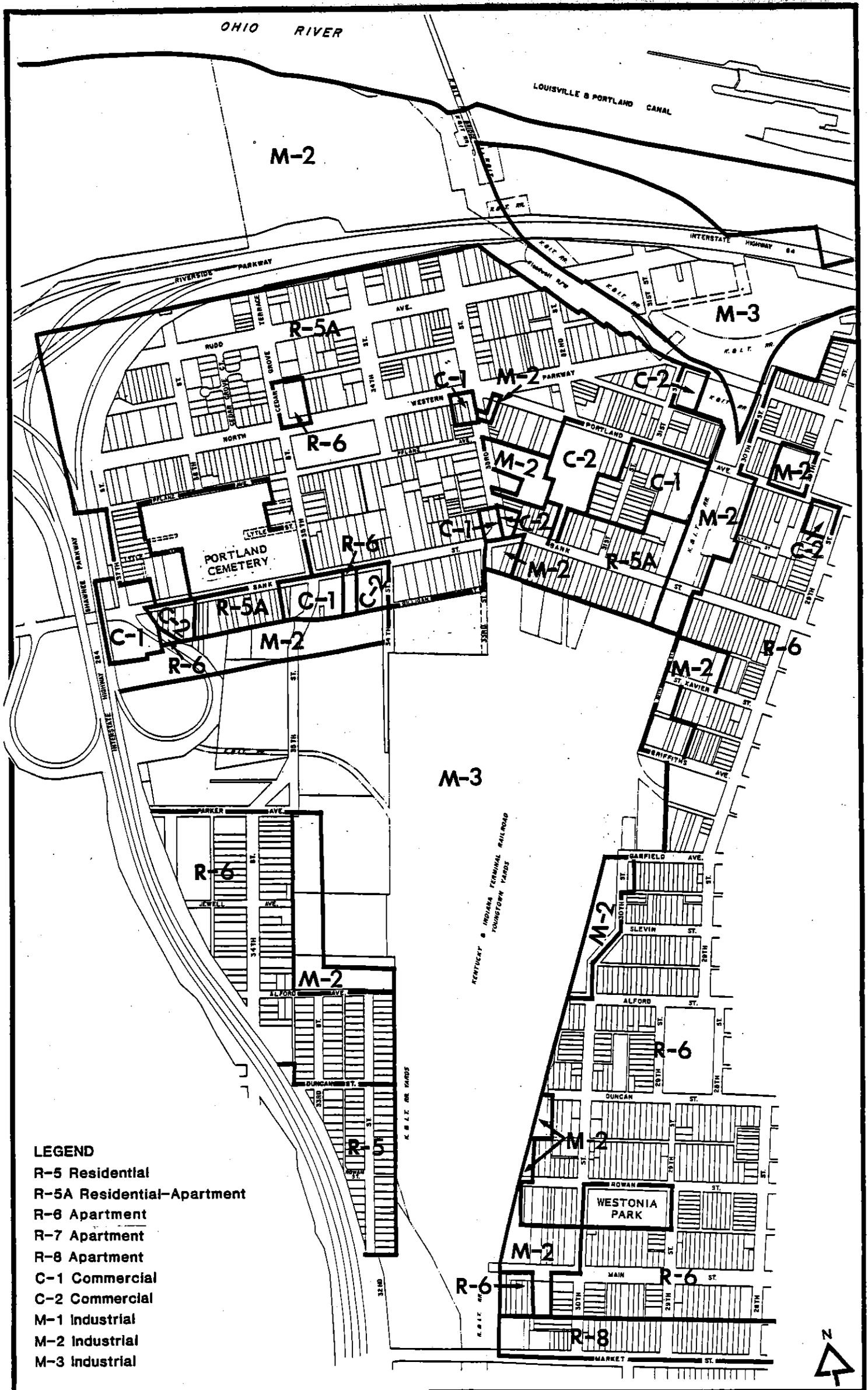






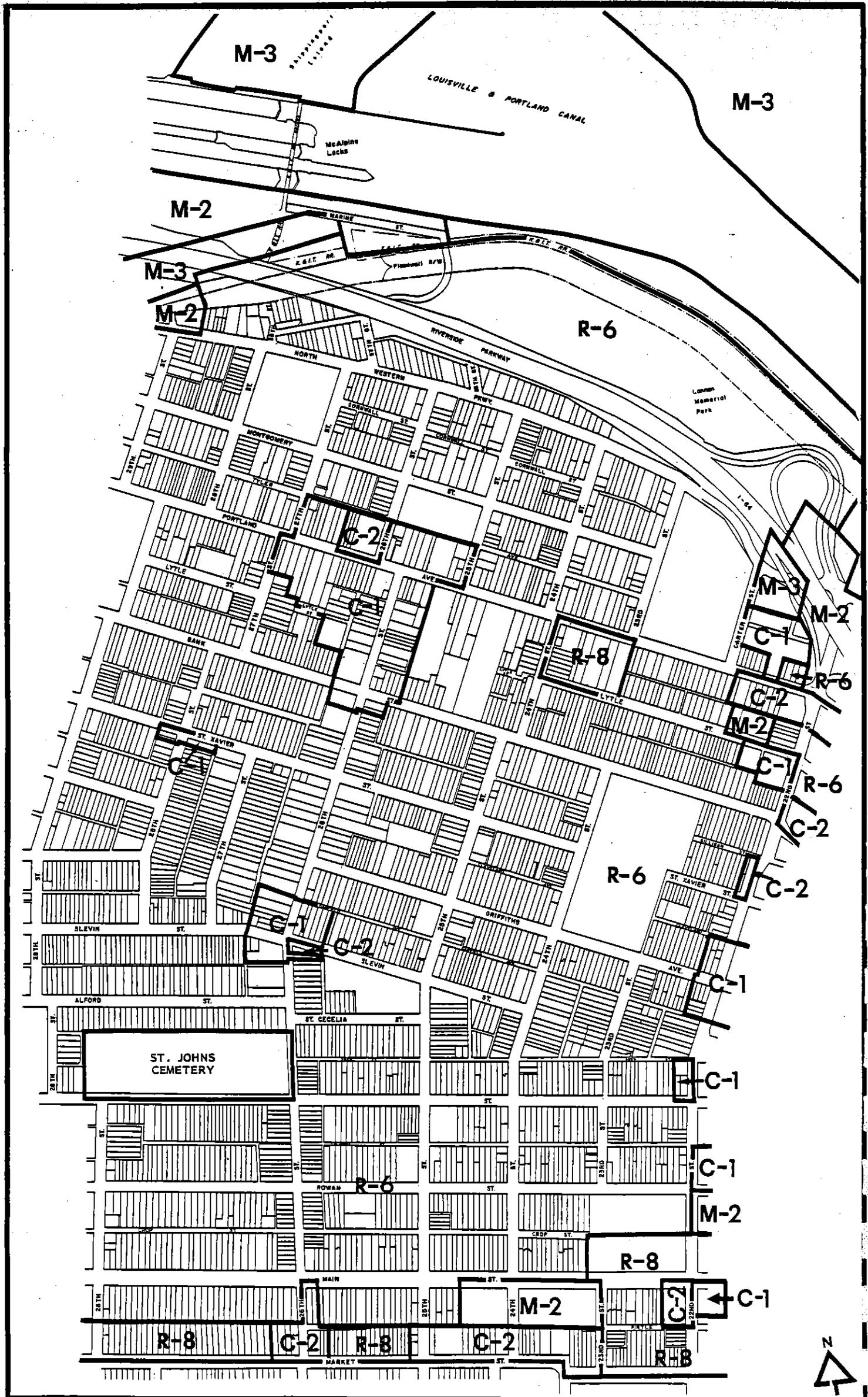
- R-5 Residential
- R-5A Residential/Apartment
- R-6 Apartment
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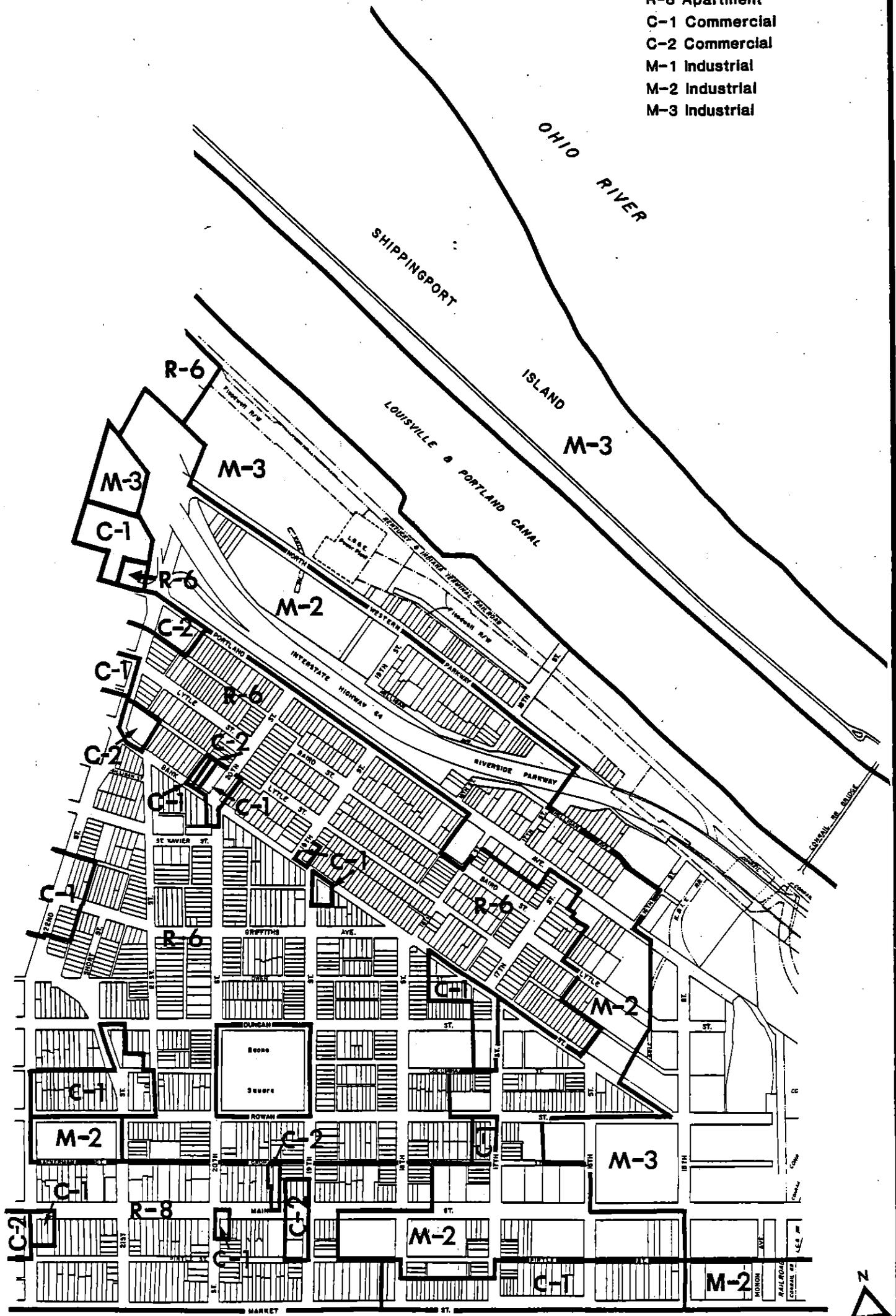
LEGEND

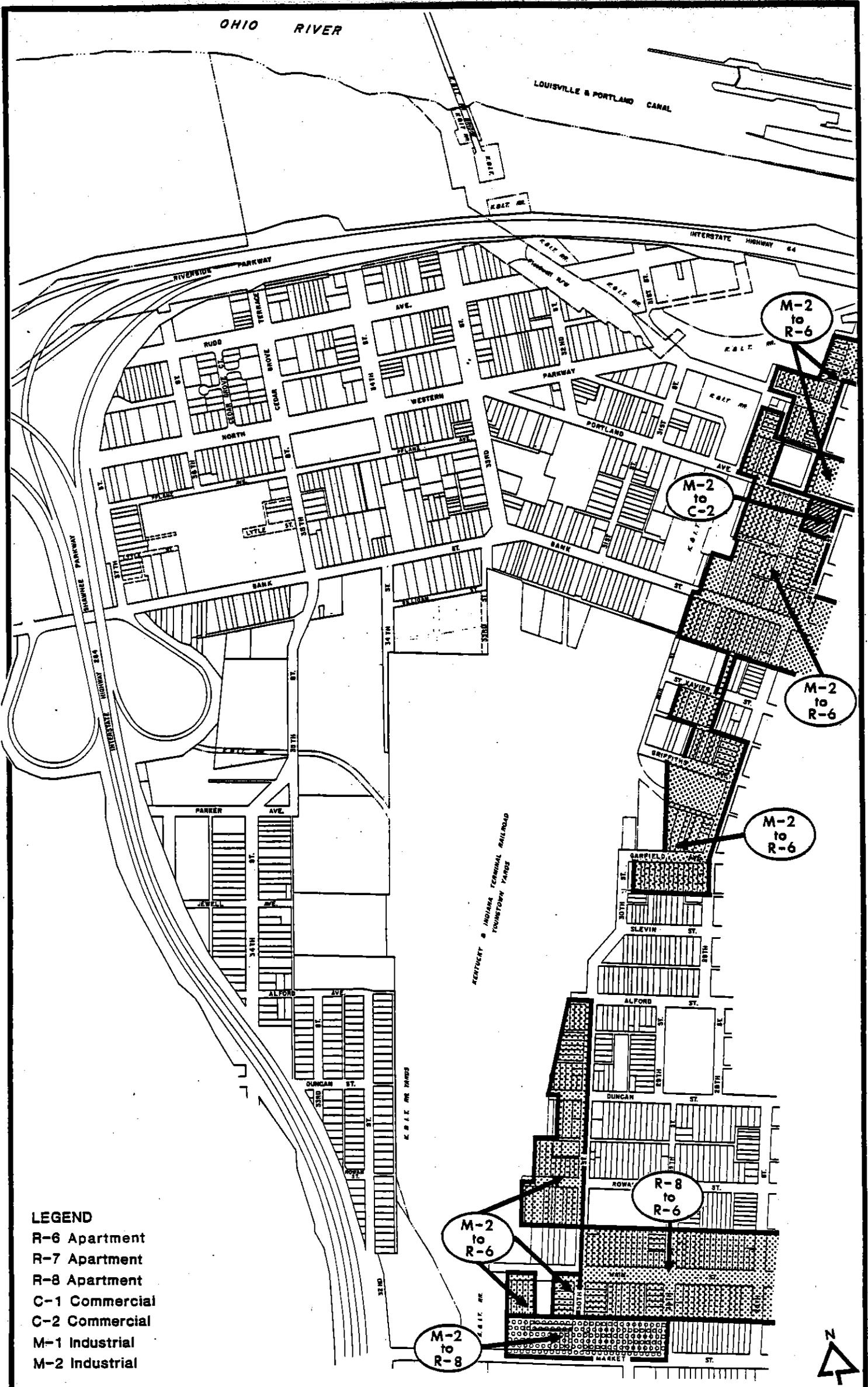
- R-5 Residential
- R-5A Residential-Apartment
- R-6 Apartment
- R-7 Apartment
- R-8 Apartment
- C-1 Commercial
- C-2 Commercial
- M-1 Industrial
- M-2 Industrial
- M-3 Industrial



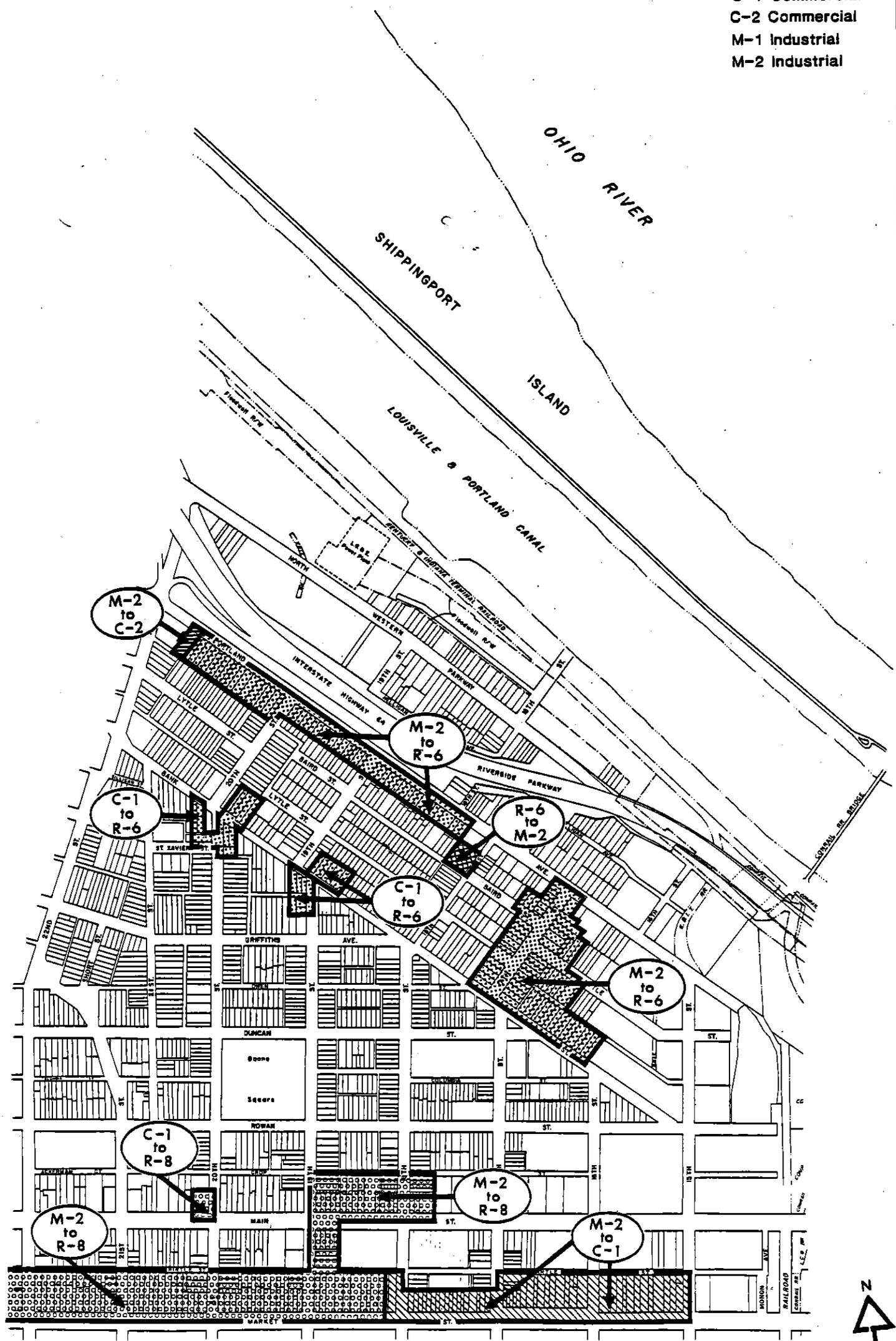
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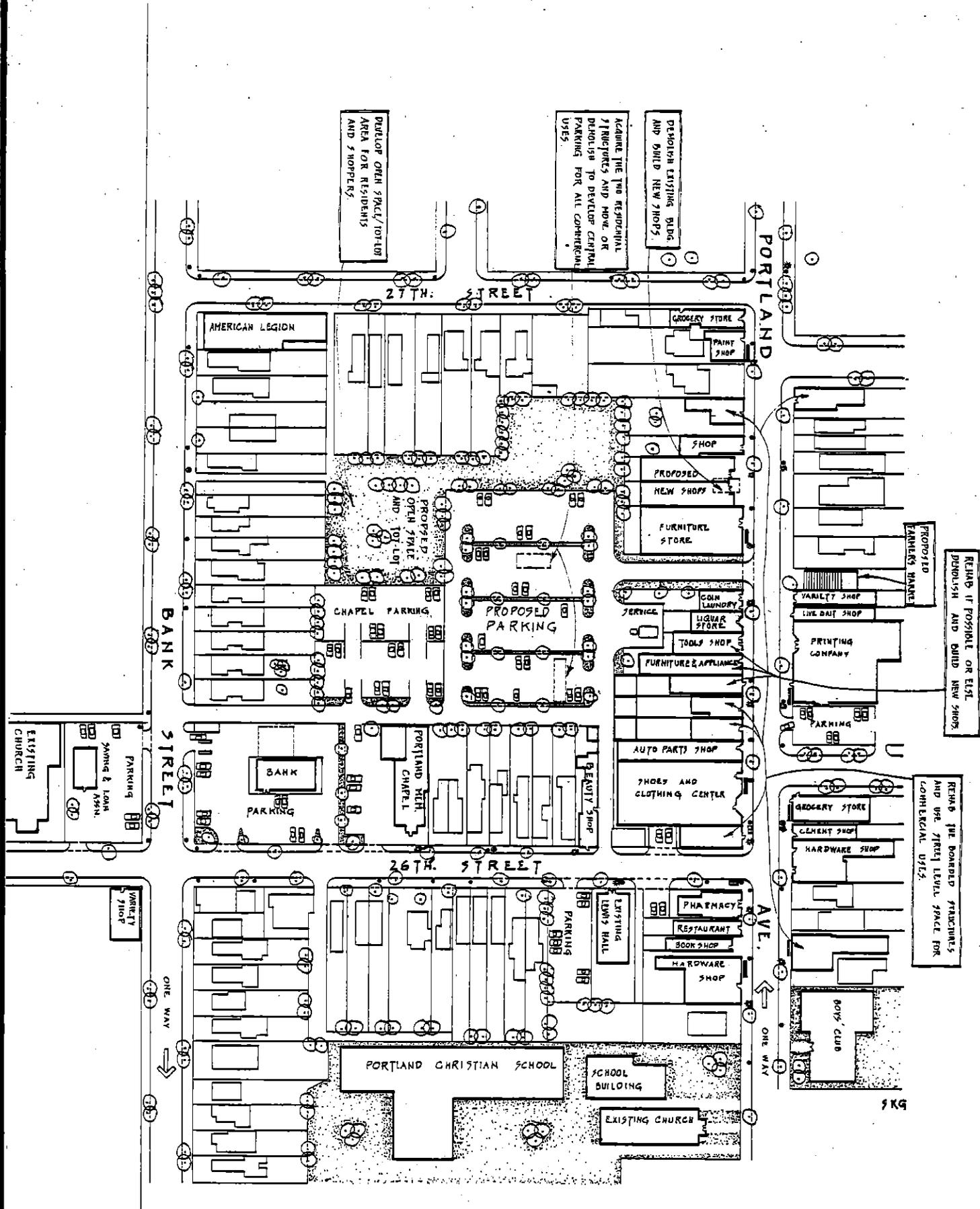
- R-5 Residential
- R-5A Residential-Apartment
- R-6 Apartment
- R-7 Apartment
- R-8 Apartment
- C-1 Commercial
- C-2 Commercial
- M-1 Industrial
- M-2 Industrial
- M-3 Industrial





- LEGEND**
- R-6 Apartment
 - R-7 Apartment
 - R-8 Apartment
 - C-1 Commercial
 - C-2 Commercial
 - M-1 Industrial
 - M-2 Industrial





- LEGEND**
- STREET TREES
 - UTILITY POLES
 - FIRE HYDRANT
 - PHONE BOOTHS
 - MAILBOXES
 - BENCHES
 - ⊗ WASTE CONTAINERS

TABLE III-1: ZONE CHANGES GRANTED IN PORTLAND SINCE 1964

<u>Docket Number</u>	<u>Change Requested</u>	<u>Location</u>
9-292-64	M-2 to C-1	4 lots at SE corner of 22nd and Market Streets
9-250-65	M-2 to C-2	Lots at SE corner of 22nd Street and Portland Avenue (Burger Queen Site)
9-172-67	R-6 to M-2	Lytle Street west of 22nd Street (Holsclaw site)
9-175-67	M-2 to M-3	4 lots at SE corner of 34th and Gilligan
9-152-68	R-6 to R-7	Northwestern Parkway between 36th and 37th Streets (4 lots)
9-25-70	R-6 to C-1	NE corner of 22nd and Bank Streets
9-133-74	R-6 to C-4	Corner of 34th and Bank Streets (Harshaw)
9-54-77	Several	West Portland Rezoning
9-56-77	C-1/R-6 to M-2	8 lots at NW corner of 17th and Rowan Streets
9-100-77	R-8 to C-2	1913 West Main Street
9-21-80	R-6 to C-1	West of 20th and Bank Streets (West End Super Market)
9-46-80	M-2 to R-6	SE corner of Montgomery and 30th Streets (duplex)

BOARD OF ZONING ADJUSTMENT ACTIVITY IN PORTLAND

<u>Docket Number</u>	<u>Change Requested</u>	<u>Location</u>
B-90-72	Variance for garage	2115 Bank Street
B-43-72	Variance from yard and parking regulations	423-425 No. 22nd Street
B-50-72	Variance from yard width and area	2419 Bank Street
B-79-73	Variance from minimum floor area regulation	2143 Columbia
B-78-76	C.U. permit to allow off-street parking in R-6 zone	No. 34th Street and Jewell Avenue
B-1-79	Variance in yard regulation	934 No. 16th Street
B-3-79	C.U. permit for radio	2913-2915 Garfield Avenue
B-77-79	Variance to allow garage	434 North 26th Street

Source: Louisville and Jefferson County Planning Commission.

TABLE III-2: LAND USE RECOMMENDATIONS IMPLEMENTATION CHART

Strategy	Implementation Technique/Actor
1. Commercial center on 22nd Street	Portland Development Organization (PDO) Private Developer Urban Development Action Grant (UDAG) City Economic Development Office
2. Zone Change	Planning Commission Neighborhood Groups Board of Aldermen
3. Eastern Portland Revitalization	Community Development Block Grants Private Developers/Investment Urban Renewal Neighborhood Groups Private Industries City Economic Development Office
4. Twenty-sixth Street and Portland Avenue Commercial Revitalization	City Economic Development Office Community Development Block Grants Urban Development Action Grants (UDAG) Merchant Participation Small Business Loans
5. Adaptive Reuse of Buildings	Private Developers Neighborhood Groups Local Merchants City Economic Development Office Community Development Cabinet
6. Utilize Zoning Regulations Allowing Development of Small Lots	Planning Commission Private Developers Neighborhood Groups Existing Housing Programs (see housing section)

IV. HOUSING

A. EXISTING CONDITIONS AND NEEDS

1. Housing Conditions

Housing in Portland consists primarily of single-family homes. The dominant style in central and eastern Portland is the shotgun house. Homes in the western section are larger and styles are more diverse. Some residential units are also located above commercial establishments along Market Street, Main Street and Portland Avenue. A few duplexes and other multi-family buildings are scattered throughout the neighborhood. Most of the housing stock in Portland was built before World War II. Many homes in the area have historical or architectural significance.²⁰

Over 30% of the housing in Portland is sound and in an excellent state of repair.²¹ However, much of the housing in Portland has been under-maintained. Many homes need repairs. Some residential structures are dilapidated beyond repair and should be demolished. A survey of exterior housing conditions was done in the fall of 1982 for the preparation of this document. (Refer to Figure IV-1, "Condition of Structure"). The survey did not include internal inspections of electrical, heating or sanitary conditions. Interior repairs may be necessary in many homes, but such information was not collected.

The following rating system was used in the survey:²²

- a. Sound - the structure is sound in all respects, in an excellent state of repair.
- b. Sound
Minor
Repair - the structure is sound, in need of only limited minor repairs; it 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).
- c. Sound
Major
Repair - Structure is deteriorating, in need of extensive minor repairs, more repairs than would be Repair provided during the course of regular maintenance; one or more defects 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 materials over a small area of the walls or roof, rotting window sills or frames). However, not containing an apparent number of defects to justify clearance on the basis of condition alone.
- d. Deteriorated
Major
Repair - Structure is dilapidated, it contains a combination of defects and/or deficiencies in structural elements of a total significance and to an extent possibly requiring clearance. Building is questionable for rehabilitation.
- e. Dilapidated
Beyond
Repair - 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 floors, walls or roof, damage by storm or fire) to an extent requiring clearance.

The survey indicated that approximately 30% (1,352) of the houses in the entire Portland planning area are "Sound", in an excellent state of repair. In the smaller Neighborhood Strategy Area (NSA), about 42% (382) of the homes were rated "Sound". Sections of Portland

have large concentrations of well-kept homes. (Refer to Table IV-1, "Housing Conditions in Portland".)

About 43.4% (1,948) of the houses surveyed in the entire Portland area needed minor repairs normally done during the course of regular maintenance. About 42.8% (390) of the units in the NSA needed such minor repairs.

The number of substandard homes in Portland is significant and gives an idea of the extent of deterioration in the area. In all of Portland, approximately 22% of the homes (969) were rated "Sound Major Repair" (deteriorated, with several minor repairs needed). Inside the NSA, over 12.8% of the homes were rated "Sound Major Repairs."

Many homes in Portland may not be feasible for rehabilitation and have structural defects that may require clearance. In the larger planning area, approximately 3.8% (176) of the homes had a serious structural defect. Inside the NSA, 2.3% (21) of the houses had major structural defects at the time of the survey.

Finally, some homes had several major structural defects to an extent requiring clearance. These homes are a blighting influence and a health and safety hazard. In the Portland planning area, 39 houses (.7%) contained structural and non-structural defects to an extent requiring clearance at the time of the October, 1982 survey.

In summary, approximately 1,948 structures needed minor repairs, about 969 structures needed extensive rehabilitation and another 176 structures may not be fit for rehabilitation. Housing condition figures indicate a need for the rehabilitation of structurally sound units, the demolition of units that pose health and safety hazards and the construction of new housing in Portland. Pockets of substandard units exist throughout the central and eastern portions of Portland. Some residents need emergency housing assistance to correct deficiencies that may be immediately hazardous to the health of the occupant.

2. Housing Characteristics

Portland's housing stock provides housing for a variety of income groups and includes a variety of styles. Approximately 10% of the housing units in Portland were vacant at the time of the 1980 census.²³ The percentage of vacant housing units in the area has been increasing for the last twenty years.²⁴ Vacant units can quickly fall into disrepair. Vacant houses can also be fire hazards and can provide havens for delinquent youths. Any housing unit that is felt to be a hazard should be reported to the City of Louisville Community Development Cabinet's Department of Housing, Code Enforcement Division. These vacant units need to be recycled and put back on the market to meet the demand for low and moderate income housing in the City of Louisville. (Refer to Table IV-2, "Housing Trends; Portland".)

The decrease in the number of occupied housing units is caused by different occurrences. Abandonment of rental property is one such occurrence. Landlords have allowed some rental properties to deteriorate to the point that they become uninhabitable. Tenants move out and the property sits vacant. Deterioration continues while the property is vacant, until the property accumulates enough code violations to be condemned. After condemnation, the house is razed by the City if it is not repaired.

Some houses have been lost to accommodate commercial and industrial expansion. The construction of I-64 also resulted in the demolition of many houses. The state of the housing market in Portland also contributes to the abandonment of houses. Appraisals in Portland are generally lower than appraisals for comparable houses in the southern and eastern portions of Louisville. Lower appraisals indicate that houses are not appreciating as fast in Portland as in other areas. The incentive for keeping a house and maintaining it is therefore reduced because of lower appraisals.

Income characteristics indicate that over 53% of the area's households are lower-income households.²⁵ A shortage of available income for upkeep and maintenance may be a major factor contributing to the abandonment of housing. Further, the percent of housing units vacant in Portland has increased from 6.3% in 1960 to 10% in 1980.²⁶ (Refer to Table IV-3, "Housing Unit Characteristics; Portland".)

The decrease in occupied housing units seems to indicate a lack of demand for vacant housing in Portland. Market forces, housing values and the inavailability of loan money in the area combine to make a situation where housing that becomes vacant often remains vacant. Despite this situation, however, people in Portland want and need available habitable housing. (Refer to Table IV-4, "Rent; Portland".)

Interest in housing must be generated in Portland before revitalization of the residential character of the area can occur. At least 119 new units have been constructed in Portland since 1970.²⁷ Rehabilitation efforts are apparent throughout Portland.

Owner-occupancy percentages are slightly higher in Portland than in the City of Louisville. The percentage of renter-occupied housing units in Portland is lower than in the City as a whole. Owner-occupancy rates vary within the neighborhood. Western Portland (Census Tract 1) has a higher percentage of owner-occupied homes than eastern or central Portland.²⁸ (Refer to Table IV-5, "Owner-Renter Occupancy by Census Tract; Portland".)

Housing values in Portland are generally much lower than housing values in Louisville as a whole.²⁹ The average value of owner-occupied homes in the Portland planning area was about \$11,968 at the time of the 1980 census. (Refer to Table IV-6, "Housing Value of Owner-Occupied Units; Portland".) Lower housing values are beneficial because persons who earn a low or moderate income can buy a home in Portland. However, lower housing values have a negative impact in that they may provide a disincentive for rehabilitation by owners.

The marginal product of investment theory expounded by Richard Muth illustrates this negative impact of lower housing values.³⁰ Suppose John Doe buys a house in Portland for \$10,000. The house is in disrepair and needs rehabilitation. John Doe rehabilitates the house so that it meets all applicable codes. Rehabilitation costs John Doe \$20,000. John Doe now has a total equity investment of \$30,000 in his house. Later, John Doe decides to sell the house. Because of low housing values in the area, he can only sell the house for \$22,000. John Doe experiences a net equity decrease of \$8,000. The appraiser who appraised John Doe's house to establish a selling cost based his appraisal on the selling price for comparable houses in the same area. Thus, low housing values can result in low appraisals and potentially a net equity loss for the seller of rehabilitated property.

The percentage of homes with plumbing deficiencies in Portland is about twice the percentage for the City of Louisville. About 1.4% of the homes in Portland lacked some plumbing facilities in 1980. A higher percentage of homes in the Portland planning area are over-crowded than in the City as a whole. Census tracts in eastern Portland show the highest percentage of over-crowding in housing units although all tracts are about the City percentage. (Refer to Table IV-7, "Housing Characteristics; Portland".)

Many homes in Portland are located in industrial zoning district classifications. The non-conforming status of these homes causes difficulty with financing the sale or rehabilitation of the homes and also contributes to low appraisals. This may also contribute to neighborhood blight and lower property values. Banks and savings and loans are reluctant to lend money when the security for the loan (the house) could be reduced in value at any time by the location of an industrial use next to the house. Many non-conforming residences are located in blocks that are exclusively or predominantly residential.

Refer to Section B. "PROJECTED HOUSING SITUATION UNDER EXISTING GOVERNMENTAL POLICIES" for governmental actions contributing to the character of Portland.

3. Summary of Housing Needs

- a. Around 969 residential buildings are in need of substantial rehabilitation; more repairs than are generally performed in the course of year-to-year maintenance.
- b. About 1,948 houses need minor repairs and rehabilitation work; however, need is limited to minor repairs.
- c. Approximately 176 houses have structural and non-structural defects of a number and nature that may make rehabilitation infeasible. Vacant homes in this category may need to be demolished. Replacement housing is needed for residents of houses unfit for rehabilitation. Replacement housing could be either new construction or rehabilitated houses.
- d. There is a need to generally upgrade property values in Portland in order to make continuing private housing rehabilitation more economically feasible and attractive.
- e. Portland has a high percentage of lower-income households (53.1%) and an even higher rate of lower-income families (57.5%) compared to the City. A need for assistance in obtaining rehabilitation loans at affordable interest rates exists. Families with extremely low incomes and that have housing deficiencies constituting health or safety hazards need grants to bring their homes up to code and make them safe to live in.
- f. A zoning change is needed to eliminate non-conforming residential uses and to strengthen the residential character of Portland.
- g. There is a need for more available, liveable rental housing units in multi-family structures. There are comparatively few multi-family structures in Portland.

B. PROJECTED HOUSING SITUATION UNDER EXISTING GOVERNMENTAL POLICIES

Housing trends in the City of Louisville and in Portland overall have been discouraging during the past two decades. The number of housing units in Portland declined by 26.3% between 1960 and 1980. The percentage of vacant units has increased and the average cost of housing in Portland has also gone up drastically. Building activity has not been extensive, although at least 119 new units have been constructed since 1970.

In an effort to stem the decline in the housing market, part of the Portland neighborhood was designated a target area for Community Development housing funds. The program began in 1975 and significant federal funds have been spent for loans and grants to rehabilitate houses in the Neighborhood Strategy Area (NSA). In addition to Community Development loans and grants, the neighborhood received \$160,000 in 1978, \$129,328 in 1979, \$129,328 in 1980, \$145,800 in 1981 and \$142,000 in 1982 for the Portland Housing Rehabilitation Fund (PHRF). The PHRF, which is no longer in existence, bought vacant and dilapidated homes in Portland and rehabilitated them, creating new housing units in buildings previously unfit for habitation. All PHRF houses in the total rehabilitation program were rehabilitated to FHA standards.

Housing condition surveys in Portland indicate that at least 1,948 homes need minor repairs of a non-structural nature. About 390 of these homes are in the Neighborhood Strategy Area. Housing trends indicate Portland lost 135 homes in 1977 and 87 homes in 1978. The decline in available housing and the number of homes needing repairs indicate that the present rate of rehabilitation is not keeping up

with the rate of deterioration on a neighborhood-wide basis. However, some streets and blocks have shown considerable improvement due to current programs. The public loans and subsidies programs alone will not be enough to alleviate housing problems. On a neighborhood-wide basis, it may not be enough to outpace the decline in the number of housing units. Public money alone cannot revitalize the housing stock in Portland either. Public investment must be targeted and coordinated in order to create a visible impact that will improve the housing market in Portland. Additional programs and new approaches must also be sought out also in order to stem decline and begin recovery.

The following goal has been set forth by the Portland community to indicate what they are trying to achieve in housing residents. The policies accompanying the goal indicate boundaries or parameters within which strategies have been developed.

GOAL: Provide a safe, decent living environment for all residents and encourage a vital housing market to afford housing opportunities to residents.

POLICIES:

- Wherever feasible, rehabilitate rather than demolish declining housing.
- Assist property owners in obtaining rehabilitation loans and grants for their properties by providing better information about available programs for rehabilitation.
- Remove houses with major structural deficiencies and provide replacement housing within the neighborhood for those affected by the demolition.
- Upgrade property values in Portland to provide incentives for housing rehabilitation (only to the degree necessary).
- Provide more available, liveable rental units in the area.
- Give first priority in the purchase of rental, rehabilitated or new housing to neighborhood residents.
- Enforce zoning regulations to eliminate non-conforming residential uses and strengthen residential character.
- Encourage screening and buffering between residential uses and uses that may have adverse impacts on homes.
- Provide legal advice and assistance to tenants with problems concerning landlords.
- Utilize existing vacant housing stock to the extent possible.
- Target public investment in housing in order to maximize impact and leverage private investment.
- Encourage home ownership opportunities for residents.

C. HOUSING RECOMMENDATIONS

Portland is a predominately residential neighborhood containing housing in a variety of styles, conditions and prices. Over the past two decades there has been a decline in the number and condition of houses in most areas of Portland. Recent government and private efforts have stemmed the decline in the housing stock in the far western portion of Portland. If the remainder of the neighborhood is to provide safe, liveable housing at moderate costs for area residents, strategies must be developed to stop the decline in the housing stock and create incentives for rehabilitation. Strategies should create a favorable housing market while preserving Portland's heritage. A Housing Implementation Resource File is included in Section XIV. It is a listing of programs, organizations and projects that can be used for the implementation of the housing recommendations.

1. STRATEGY: Target public housing funds to create the maximum impact on the neighborhood and spur private investment.

Public funding for housing assistance is very limited, in the face of the severe housing problems in Portland. This funding alone cannot cure the area's housing ills or even keep up with deterioration. If spent wisely, however, these monies can leverage

private funds and cause an impact that upgrades housing values and creates a healthier housing market. (see Section XIV, "Housing Implementation Resource File" for a more complete listing of programs, projects and organizations that might be used as sources of funding or assistance). HUD mortgage-rate subsidies and mortgage insurance programs and subsidized loans from Metropolitan Investment Services Corporation (MISCO) are currently available only in the Neighborhood Strategy Area (NSA). There are around 1,042 housing units in the NSA. To use housing assistance money most efficiently, it has been deemed necessary to establish priority areas even within the NSA. Housing expenditures should be coordinated with public improvements, business assistance and other revitalization efforts. This has been accomplished to a certain extent in the past and should be continued to a greater degree. Neighborhood conservation programs depend upon the willingness of homeowners and landlords to take advantage of loan and grant programs. Because these factors cannot be predicted, the priority areas are preferred areas for concentrated funding, but not absolute limits on where efforts can take place. When a Community Development allocation cannot be spent in a particular strategic block, this should not preclude spending in other portions of the Neighborhood Strategy Area. The ability of housing rehabilitation programs to operate in the target areas depends upon several factors.

The first priority area where any Community Development housing funds or other public funding received should be concentrated (for the near future) is along both sides of Portland Avenue between 27th Street and 30th Street (Refer to Figure IV-2, "Priority Areas For Housing Funds"). Revitalization work in this area should occur in conjunction with commercial revitalization efforts around 26th Street and Portland Avenue. These blocks contain about 63 housing units in 55 structures - structures which provide some of the worst housing in the NSA.³¹ Owner-occupancy is about 50%.³² More homeowners may prefer code assistance, weatherization and emergency repairs than loans in these blocks.

Concentrating rehabilitation efforts in these three blocks will create a contiguous corridor of redevelopment from the Portland business district to the K&IT Railroad tracks. Portland Avenue is a main thoroughfare and revitalization in these blocks would be highly visible. The visibility of the effort, together with the elimination of a major blighting influence in this section of Portland, might spur private rehabilitation efforts.

The second priority area (Refer to Figure IV-2) for local housing funds should be another concentration of blighted housing west of the K&IT Railroad tracks on 31st Street, Portland Avenue and Bank Street. This area contains 52 structures, most of which need substantial repairs. This area is a blighting influence on surrounding areas and most homes have health and safety deficiencies. Any housing unit or property with such deficiencies should be reported to the Community Development Cabinet's Department of Housing Code Enforcement Division. MISCO loans and emergency repairs should be coordinated with private rehabilitation efforts in these blocks.

When a satisfactory impact has been achieved in the area just west of the railroad tracks, the focus of neighborhood conservation efforts should be shifted to the third priority area (refer to Figure IV-2). The third area consists of houses on both sides of Bank Street from 30th Street to 26th Street. Housing conditions along this strip are mixed, and the owner occupancy rate is near 50%.³³ With the completion of housing rehabilitation efforts in this third target area, most blocks in the current Neighborhood Strategy Area will have been impacted by neighborhood conservation efforts.

2. STRATEGY: When it is determined that the housing need has been met in the original conservation area, the boundaries of the Neighborhood Strategy Area (NSA) should be expanded to include all or portions of central and eastern Portland. At the time of the program expansion, a new detailed study should be conducted to target specific priority areas.

During the first five years of Community Development programs in Portland, most all of the Community Development expenditures have occurred in the western portion of the neighborhood, specifically in the Neighborhood Strategy Area. Loans for housing rehabilitation and funding for public improvements such as sidewalks and new street lights have been concentrated in this area. As a result, western Portland has shown a significant improvement. Privately funded rehabilitation is also occurring throughout western Portland.

Housing conditions in central and eastern Portland are not as good as they are in the existing NSA area. Scattered throughout this area, the housing market is depressed with little private investment occurring. MISCO loans, HUD programs, Urban Homesteading and emergency assistance, where applicable, are needed to upgrade existing housing and spur private investment.

Because of a recognized need for housing and other improvements in all of Portland, this plan recommends that Community Development designation and funds remain in the neighborhood. At such time when Neighborhood Strategy Area (NSA) or other designation is possible in other areas of Portland, no portion of the neighborhood should be excluded. However, rehabilitation programs may be more successful and appropriate in western and central Portland than in the extreme eastern areas.

Public funds are needed to assist in strengthening the residential character of the remaining areas of Portland. If the boundaries of Community Development funding are not shifted to include more of Portland, conditions in the area could detract from the success of revitalization efforts up to this point in western Portland. A shift in the boundaries of neighborhood revitalization efforts may be necessary to begin the rehabilitation and improvement of all of the Portland neighborhood.

3. STRATEGY: Reinforce the residential function of eastern Portland (Census Tracts 22 and 23) and redevelop the housing stock through rehabilitation, demolition of dilapidated units and construction of new replacement housing for residents. Promote compatibility between industries and residential uses by using screening and buffering to mitigate nuisances and by promoting a land use pattern that protects residents and provides for the needs of area industries.

Housing conditions and land use patterns are different in the eastern areas of Portland than the neighborhood as a whole. Almost 48% of the houses require major repairs or are badly deteriorated compared to about 26% in all of Portland and only 14% in the existing Neighborhood Strategy Area. There are also more vacant parcels of land and industries are dominant in the extreme east. Because of current conditions and projected changes, redevelopment as well as clearance and new construction may be more appropriate than rehabilitation in some areas of eastern Portland. This is most true of the eastern most part where industrial and commercial uses, vacant lots and deteriorated housing is dominant.

Replanning of this mixed use area may result in a changed land use for portions of blocks. Some blocks would remain predominantly residential. Homes in these blocks should be rehabilitated or where necessary new housing should be constructed. New housing should be infill construction on vacant lots or larger scale development where large parcels of land can be assembled without demolishing sound housing.

This strategy is also detailed in the LAND USE section of the plan in the "Recommendations" section. Refer also to Figure III-4, "Land Use Plan". This strategy is the housing portion of larger land use strategy for the redevelopment of eastern Portland.

Any redevelopment effort should rehabilitate rather than demolish homes, wherever possible. If demolition results in the displacement of residents, these people should be relocated. Financing and technical assistance should be provided to help persons relocated from substandard homes find replacement housing in their neighborhood if they desire. New housing development must be of a type affordable to Portland residents. Shotgun and rowhouse development would be very compatible with the surrounding area.

Large-scale rehabilitation/reinvestment in eastern Portland would be of tremendous benefit to all of western Louisville. A rehabilitation/reinvestment effort of this type would require detailed planning, analysis and financing that is well beyond the scope of this project. The City of Louisville, in concert with an east Portland Task Force, could hire a consultant to examine the feasibility and impacts of such a large scale neighborhood rehabilitation/reinvestment project and to prepare the plan for implementation and financing of such a project. Residents of eastern Portland should be involved in the preparation of a redevelopment plan for that area. Any such plan prepared for the area should receive input and approval from area residents.

4. Strategy: Increase home ownership opportunities for residents of Portland and inform owners of programs available for upgrading their housing.

Home ownership gives people a more substantial stake in the future of their homes and neighborhoods. Complete control over property and a financial interest in the condition of property acts as an incentive to care for and improve the quality of a neighborhood.

The major obstacle in acquiring property for most residents of Portland is accumulating a down payment and getting financing. The Community Reinvestment Act and community spirit on the part of local lenders is making financing less difficult to obtain. The down payment still represents a major obstacle for many prospective homebuyers.

Three ideas for eliminating this obstacle are developed. First, many properties in Portland change hands with no lending institution involved in the financing.³⁴ Homes are bought and sold with installment contracts for deed. This type transaction usually eliminates the down payment. The buyer pays the seller installments which are applied to the purchase price. When the installments are paid, the deed, which has been with the seller, goes to the buyer. This type transaction has one major disadvantage for the buyer. If at any time during the payment period he defaults, the contract is broken and the seller keeps the deed and the money paid to date. However, there can be a legal exception to this in some cases. The terms of the installment contract itself can be unfair to the parties, especially the buyer.

In order to alleviate some problems posed by contract for deed transactions, a model contract for deed that is equitable to both parties should be developed by the Portland Development Organization and Legal Aid. This contract could be published in the Portland Anchor. Legal Aid should be contacted to provide legal assistance to persons contemplating entering into such a contract if they cannot afford a private attorney.

Another method of encouraging home ownership might be the insuring of 100% of a mortgage on a home. Ordinarily, a buyer pays a down payment of around 10-20% and a mortgage is given for the remainder of the purchase price. The mortgage is insured to protect the lender in case of default. Up to 95% of the mortgage can be insured. The necessity for a down payment could be eliminated by lending the total amount of the purchase price and then insuring

100% of the loan. Premiums would be added to the buyer's monthly payments. Premiums on 100% mortgage insurance would be high, but when the buyer accumulated enough equity in his house to equal what would have been the down payment, the insurance premium could decrease to near a normal rate. Prospective buyers would have to have good credit and be able to demonstrate an ability to make monthly payments.

This idea of 100% financing and insuring is new and has not been tried anywhere in this area. Negotiations with lending institutions and mortgage insurance companies should be aimed at trying to get an experimental project of this type started. If successful, this experiment could be expanded. Legislation to allow 100% mortgage insurance would also have to be drafted. Existing laws only allowing insuring a mortgage for 95% of the price of a home should be changed. Legal Aid should be contacted to research the feasibility and draft enabling legislation for this proposal.

A third proposal for increasing home ownership opportunities is to provide an outright grant for a down payment to those with an ability to pay a mortgage loan. A local pool for such grants could be created by bond issue (if deemed appropriate and legally applicable by the City's Law and Economic Development Departments) or possibly with Community Development funds.

Finally, existing homeowners need to be better informed about the availability of homeowner programs to assist with the rehabilitation and repair of their properties. Section XIV, Housing Implementation Resource File, of this plan outlines programs, projects and organizations that might be applicable. The Portland Anchor is an excellent vehicle for disseminating such information. Each year, as the allotment of government money earmarked for housing reaches the City, an article explaining the types of assistance available should be published. Increased knowledge about MISCO and neighborhood conservation programs may lead to more utilization of such programs.

Other vehicles for informing residents of available housing programs include the "Neighborhoods" section of the Courier-Journal and Louisville Times, local television and radio stations. Neighborhood staff persons involved in Portland projects should also provide information to interested residents.

5. STRATEGY: Start a neighborhood "Credit Union" or revolving loan fund to make loans for property improvements. Such money for the loan fund could be raised from the Portland Festival, from donations from local industries or from neighborhood projects and resident deposits.

Neighborhood credit unions have proven to be a successful community development technique. A healthy credit union requires a strong organizational framework, manpower and non-member depositors. A credit union can be structured to provide a varying degree of services to the members. Specifically, this strategy recognizes the potential to use a neighborhood credit union to provide loans for housing improvements. A credit union could encourage residents to help themselves and should emphasize resident contributions.

D. IMPLEMENTATION OF HOUSING RECOMMENDATIONS

1. Target Housing Funds

The strategy for targeting local government housing monies into specific blocks within the Neighborhood Strategy Area should be implemented by all appropriate branches of local government particularly the Community Development Cabinet's Department of Housing. The department's code enforcement, rehabilitation technical assistance and approval or disapproval of loan and grant applications could be coordinated to target housing monies into the proposed priority areas.

In order to target housing loans and grants, it will be necessary to encourage persons in areas designated as strategic blocks to take advantage of available funds. Four things will be necessary to encourage residents:

- a. Establish an educational process to inform people in the priority areas of existing programs and available funds.
- b. Continuing systematic code enforcement, especially with regard to vacant and rental units in strategic blocks, to encourage owners to keep up their property.
- c. Provide readily available technical assistance in applying for MISCO and other loans.

Systematic code enforcement is already being done inside the Neighborhood Strategy Area. Continual attention to violations in the proposed priority areas will encourage speedy resolution of violations. Housing conditions in these blocks are generally worse for renter-occupied and vacant properties. The exterior of vacant properties must be kept up to code. Rental units sometimes present a problem because of absentee landlords. Continual enforcement could force landlords to take some type of action -- either improvements or sale of the property. Code enforcement officials should continue to be sensitive to the situation where a landlord vacates tenants rather than make required interior repairs.

2. Expansion of Neighborhood Strategy Area

This plan recommends that a Neighborhood Strategy Area (NSA) designating remain in the Portland neighborhood. At such a time when expansion of NSA designation is possible, no area of Portland should necessarily be excluded. The Louisville Community Development Cabinet, along with other policy-making bodies such as the Board of Aldermen, would be responsible for the designation of new or expanded NSA boundaries. Resident input and citizen involvement would also be an important aspect of the implementation of this strategy.

This strategy also recommends that at the time an expansion of Neighborhood Strategy Area designation becomes possible a new, detailed analysis of the central and eastern portions of the neighborhood be conducted. Because the possible designation of additional NSA areas would be in the future and conditions change rapidly, a new analysis or an update of some critical elements would most likely be required to supplement data in this plan. The supplemental research and study would most likely be conducted by Community Development staff although a contractor could be designated.

3. Redevelop Eastern Portland

Implementation of this strategy is detailed in the land use section of this plan. See part III., LAND USE, section D. IMPLEMENTATION. In addition, below is a listing of existing housing-related programs that might be utilized in the rehabilitation and redevelopment of eastern Portland:

- a) Community Development
 - Code Enforcement
 - Demolition
 - Boarding
 - Relocation
 - Emergency Repairs
 - Rehabilitation
 - Section 8 programs
 - Single-family owner
 - Investor
 - Urban Homesteading
 - Vacant structure rehabilitation pool
 - Building Inspection
 - Urban Renewal
 - Landmarks Commission
 - Community Action Agency

- b) Public Works Department
 - Urban Land/Real Estate
 - Architectural Barrier Removal
 - City Law Department
 - Property Valuation Administration

- c) State Programs
 - Kentucky Housing Corporation
 - Tax Incentives
 - Industrial Revenue Bonds

- d) Federal Programs (direct)
 - Mortgage Insurance
 - 203(b) Mortgage Insurance
 - 207 Multi-family Rental Mortgage Insurance
 - 221(d)(2) Mortgage Insurance
 - 221(d)(3) & (4) Multi-family Rental Mortgage Insurance
 - 223(e) Housing in Declining Neighborhoods Mortgage Insurance
 - 231 Elderly Housing Mortgage Insurance
 - 244 Multi-family Coinsurance
 - Interest Subsidy
 - Loans and Seed Money
 - Rent Subsidies
 - Technical Assistance
 - Federal Tax Incentives

- e) Institutions/Private Sector
 - National Trust and Historic Preservation
 - Institute of Cultural Affairs
 - Universities
 - Churches
 - Lending Institutions
 - Realtors
 - Homebuilders Association
 - Businesses and Corporations

- f) Non-profits
 - New Directions
 - Legal Aid
 - Tenants Union
 - Preservation Alliance
 - Action Now
 - Environmental Alternatives
 - Portland Development Organization
 - Louisville Inter-Neighborhood Coalition (LINC)
 - Accept
 - Louisville Urban League
 - Jubilee Housing, Incorporated
 - Louisville Community Design Center

- g) Neighborhood and Self-help
 - Project Warm
 - Plowshares Corp Project
 - Adopt-a-house
 - Tool Lending Libraries
 - Legal Services
 - Community Centers
 - Alter Place
 - Center for Accessible Living

4. Increase Home Ownership

Strategies presently aimed at increasing home ownership opportunities would require new legislation. The approach recommending insurance of 100% of mortgages in order to eliminate the need for a down payment would require new state legislation. At present, mortgage insurance is limited to 95% of the amount of the mortgage by state law. A study of the potential for success of such a program and proposed legislation is needed. A Community Development grant to Legal Aid for a study might be an appropriate way to

determine the feasibility of this proposal. If the idea appears feasible after study, Legal Aid could also draft proposed legislation.

Grants to increase home ownership opportunities are not available under any federal, state or local programs in existence now. Any program set up to provide grants for down payments for persons with good credit should be done on a local level. The possibility of using Community Development funds or the proceeds from mortgage bonds or revolving loan funds should be explored. This recommendation will require a great deal of study and development to determine feasibility and funding sources.

In addition the following is a listing of some actions and programs that might be utilized to encourage home-ownership:

- Urban Homesteading
- Vacant Structure Rehabilitation Pool
- Kentucky Housing Corporation
- FHA Mortgage Insurance
- 203(b) Mortgage Insurance
- 221(d)(2) Mortgage Insurance
- 223(e) Mortgage Insurance
- 234 Condominium Housing
- 235 Homeownership Assistance
- 237 Special Credit Risks
- 244 Single Family Coinsurance
- 245 Graduated Mortgage Payment
- Homeownership Counseling
- Lending Institutions
- Realtors
- Homebuilders Association
- Businesses and Corporations
- New Directions
- Preservation Alliance
- Portland Development Organization
- Plowshares Coop Project
- Adopt-a-House
- Tenant Management Association

5. Develop Credit Union

The establishment of a neighborhood credit union for housing improvement loans is recommended as a means to put private investment monies into the Portland area. The development of non-governmental programs and funds for housing improvements is critical in neighborhoods. The proposed credit union might initially best be developed by an existing neighborhood organization such as the Portland Task Force or Portland Development Organization. The following is a listing of implementation actions that might be taken in establishing a credit union:

- 1) appoint or hire a credit union organizer
- 2) contact National Credit Union Administration (NCUA) for information
- 3) organization/sponsor group
- 4) survey for neighborhood support
- 5) information meetings and enroll members
- 6) establish large, non-member depositors from churches, foundations, insurance companies, industries, etc.
- 7) file for federal charter/elect officers
- 8) develop management/open credit union

E. PRIORITIES

The initial planning and citizen participation process emphasized the need to target revitalization efforts. Implementation of the proposed targeting approach to any applicable Community Development as well as any other programs should begin immediately. Applications for funding should reflect strategies laid out in the neighborhood plan. Strategies for future Neighborhood Strategy Area (NSA) designation should be implemented only after the housing need has been met in the existing Neighborhood Strategy Area or other factors make expansion of the NSA area possible.

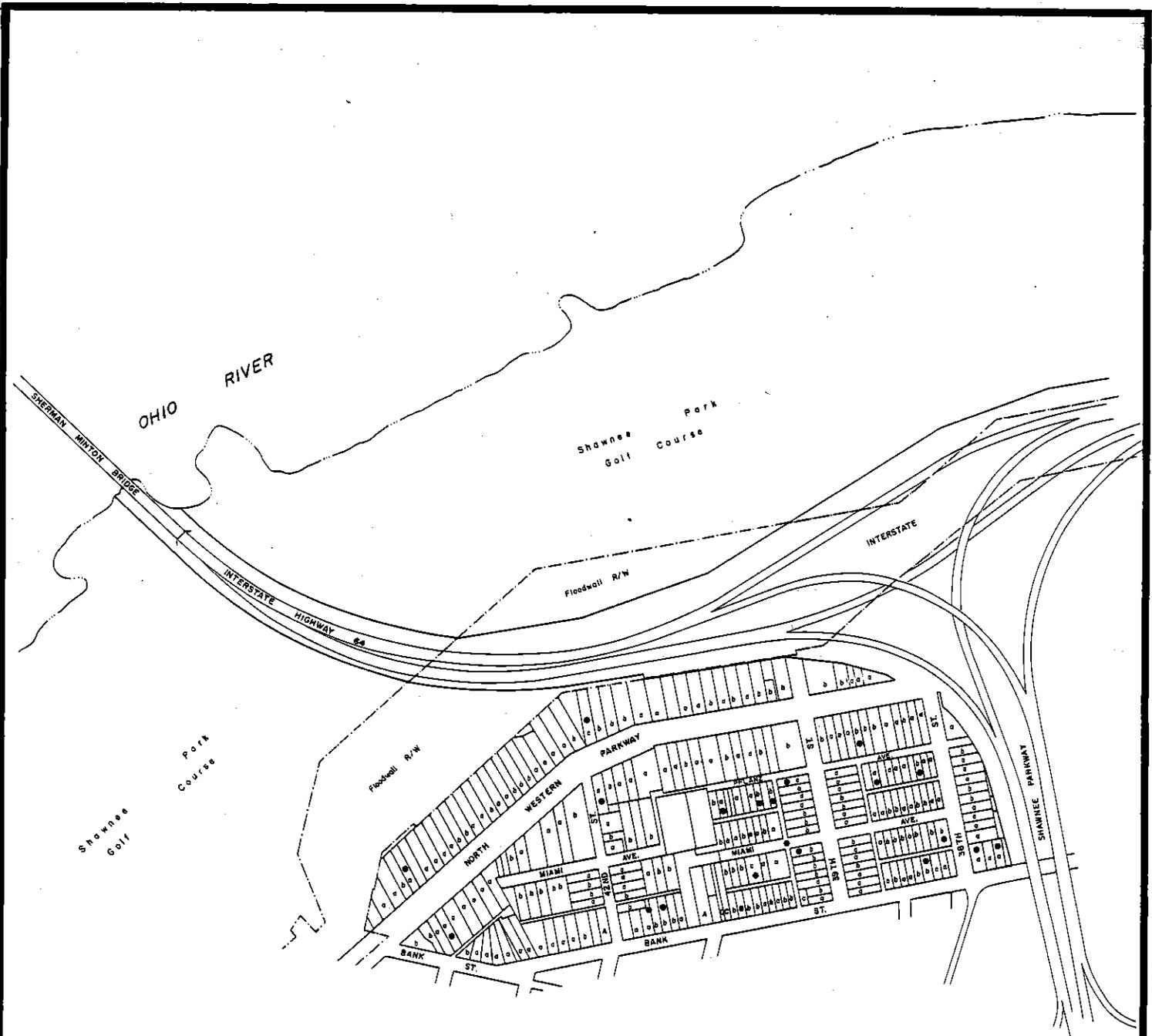
The feasibility of an east Portland rehabilitation/reinvestment project would be greatly increased by successful revitalization efforts on Portland Avenue between 22nd and 30th Streets. Public relations efforts can begin immediately and will be boosted by every success the neighborhood is able to achieve in implementing other strategies.

Implementation of home ownership opportunity strategies may be difficult and may require professional work and legislative changes. The Portland Community Development Task Force should consider requesting Community Development funding in the future Community Development applications to retain Legal Aid to study the feasibility of and set up the programs suggested for the improvement of home ownership opportunities. If scarce Community Development funding is not allocated or to supplement what Community Development funding is allocated other programs, projects and organizations, such as those listed in Section XIV, Housing Implementation Resource File, of this plan, should be explored. Even though this strategy may be difficult to implement, it still should be a high priority item to address long-term needs of the neighborhood.

Rehabilitation, reinvestment and improvement of housing in all of the Portland neighborhood is a high priority item. Accomplishment of improvement to the housing stock could be accomplished by aspects of all of the housing strategies. To that end, actions should begin immediately to provide funding and opportunities from public and private sources alike for housing improvements.

IV. HOUSING

Figures and Tables...



RESIDENTIAL

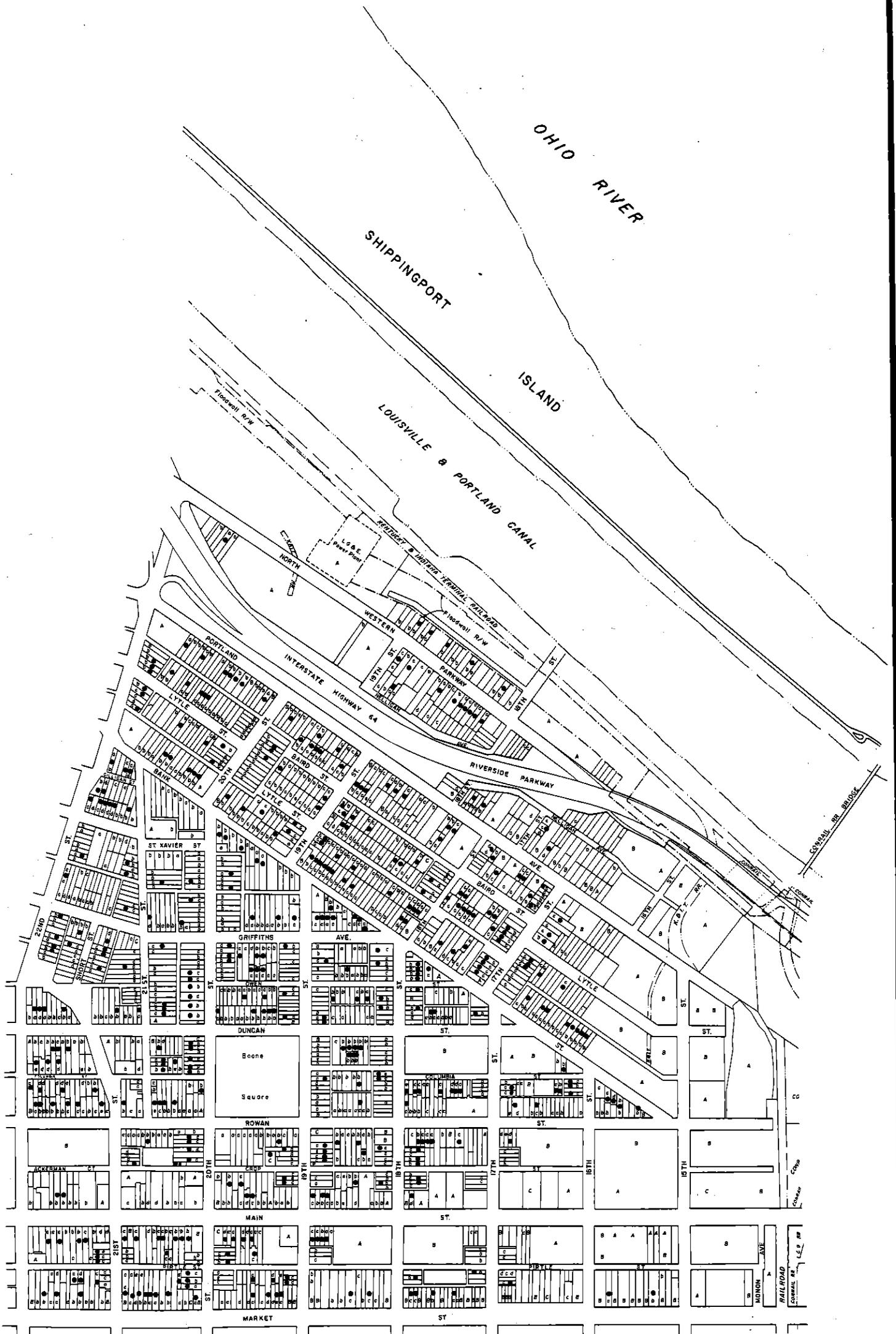
- a** Sound
- b** Sound minor repair
- c** Sound major repair
- d** Deteriorated
- e** Delapidated

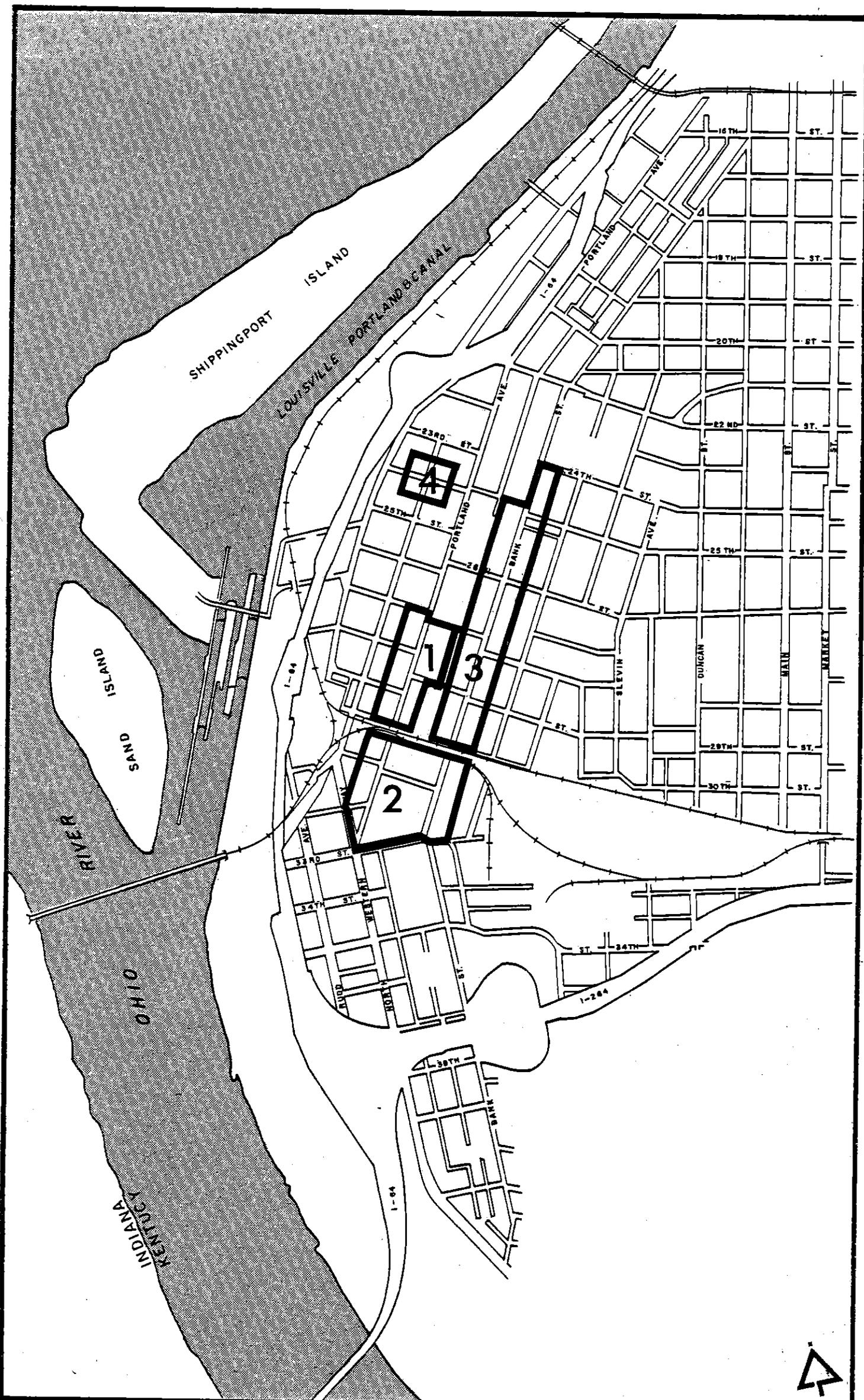
NON-RESIDENTIAL

- A** Standard
- B** Depreciating
- C** Substandard

● Renter occupied units-- Residential lots with this symbol are owned by persons whose mailing addresses, from Tax Assessor's records, are other than the properties shown.








PORTLAND NEIGHBORHOOD PLAN
 Louisville and Jefferson County
 Housing Commission

Priority Areas for Housing Funds



FIGURE IV-2

TABLE IV-1: HOUSING CONDITIONS IN PORTLAND
 Total Number of Residential Structures - 4,484

	PORTLAND	NSA	EASTERN PORTLAND ¹	CENTRAL PORTLAND ²	WESTERN PORTLAND ³
a. Sound	1352 (30.5%)	382 (41.9%)	116 (10.3%)	889 (33.2%)	347 (51.0%)
b. Sound Minor Repair	1948 (43.4%)	390 (42.8%)	476 (42.3%)	1171 (43.7%)	301 (44.2%)
c. Sound Major Repair	969 (21.6%)	117 (12.8%)	428 (38.1%)	509 (19.0%)	32 (4.7%)
d. Deteriorated Major Repair	176 (3.8%)	21 (2.3%)	77 (6.8%)	100 (3.7%)	0 (0%)
e. Dilapidated Beyond Repair	39 (.7%)	2 (.2%)	28 (2.5%)	10 (.4%)	1 (.1%)

¹Eastern Portland - area east of 22nd Street and west of railroad tracks between 14th and 15th Streets.

²Central Portland - area between 22nd Street and 30th Street.

³Western Portland - area west of 30th Street.

Source: Windshield Housing Condition Survey; Louisville and Jefferson County Planning Commission, October, 1982.

TABLE IV-2: HOUSING TRENDS; PORTLAND
(Occupied Housing Units)

PORTLAND-CENSUS	HOUSING UNITS	% OF OWNER	% OF RENTER	% OF VACANCIES	# OF HH's	AVERAGE HH SIZE
1980	5,673	54.2%	35.8%	10.0%	5,106	2.92
1970	6,374	43.2%	47.1%	9.7%	5,798	2.70
1960	7,368	47.5%	46.1%	6.3%	6,897	3.10
LOUISVILLE-CENSUS						
1980	126,081	52.3%	40.7%	7.1%	117,178	2.55
1970	129,671	50.3%	44.2%	5.4%	122,683	2.88
1960	128,280	50.4%	44.5%	5.1%	121,189	2.70
PORTLAND-POLK DATA						
1978	5,206	48.2%	36.0%	15.8%	4,384	2.73
1977	5,293	48.9%	37.4%	13.7%	4,567	2.80
1976	5,428	46.8%	40.4%	12.8%	4,771	2.85
LOUISVILLE-POLK DATA						
1978	119,633	46.2%	45.9%	7.9%	110,137	2.51
1977	119,920	52.5%	39.7%	7.8%	110,538	2.58
1976	120,810	52.3%	40.2%	7.6%	111,581	2.61

Sources: Census of Population and Housing, 1960, 1970, 1980.
Profiles of Change, R. L. Polk and Company, 1976, 1977, 1978.

TABLE IV-3: HOUSING UNIT CHARACTERISTICS; PORTLAND

Census Tract	1	2	3 pt.	4 pt.	5	21	22	23	Total
Total Housing Units	345	860	139	154	649	1,412	709	1,405	5,673
Occupied Housing Units	305	781	130	148	587	1,281	658	1,230	5,120
Owner Occupied	229	430	105	126	402	738	398	660	3,088
Renter Occupied	76	351	25	22	185	543	260	570	2,032
Vacant Housing Units	40	79	9	6	62	131	51	175	553
Vacant For Sale	9	12	2	1	9	25	11	30	99
Vacant For Rent	27	32	2	1	20	33	8	66	189
Other Vacant*	4	35	5	4	33	73	32	79	265
Single Family	262	555	124	140	531	1,071	573	1,108	4,364
Multi-Family	83	233	15	14	118	341	135	297	1,236
Mobile Home or Trailer	0	72	0	0	0	0	1	0	73

*Includes units held for occasional use.

Source: 1980 Census STF-1B.

TABLE IV-4: RENT; PORTLAND

Census Tracts	1	2	3 pt.	4 pt.	5	21	22	23	Total Portland
Rent									
Less than \$50	5	34	0	1	4	18	15	38	115
\$50 to \$99	31	201	8	4	84	263	110	275	976
\$100 to \$119	12	38	3	2	40	91	57	100	343
\$120 to \$139	8	38	3	4	18	56	17	44	188
\$140 to \$149	3	7	0	1	7	15	10	21	64
\$150 to \$159	3	2	1	2	8	29	5	18	68
\$160 to \$169	2	4	1	1	1	6	5	9	29
\$170 to \$199	2	4	3	1	4	10	12	13	49
\$200 to \$249	3	2	1	1	2	10	2	4	25
\$250 to \$299	0	0	0	1	0	0	2	1	4
\$300 to \$399	0	0	0	0	0	0	0	1	1
\$400 to \$499	0	0	0	0	0	0	0	0	0
\$500 or more	0	0	0	0	0	0	0	0	0
Median	\$98	\$83	\$117	\$131	\$98	\$94	\$97	\$91	(\$50-\$99)

Source: 1980 Census STF-1B.

TABLE IV-5: OWNER-RENTER OCCUPANCY BY CENSUS TRACT; PORTLAND

1980	PORTLAND	CT 1	CT 2	CT 3 pt	CT 4 pt	CT 5	CT 21	CT 22	CT 23
Percent Owner	54.22	66.38	50.00	75.54	74.03	61.94	52.27	56.14	46.98
Percent Renter	35.78	22.03	40.81	17.99	12.99	28.51	38.46	36.67	40.57
Percent Vacant	9.99	11.59	9.19	6.48	12.99	9.55	9.28	7.19	12.46
1978									
Percent Owner	48.18	63.30	43.28			61.09	48.70	48.14	41.18
Percent Renter	36.03	26.05	40.53			28.62	36.99	36.53	37.64
Percent Vacant	15.79	9.65	16.19			10.29	14.31	15.33	21.18
1977									
Percent Owner	48.87	60.28	37.61			57.26	43.89	43.08	33.98
Percent Renter	37.41	29.97	48.40			34.30	42.92	43.53	48.42
Percent Vacant	13.72	9.75	13.99			8.44	13.19	13.39	17.60
1976									
Percent Owner	46.84	57.73	39.17			54.68	38.37	42.56	33.09
Percent Renter	40.36	34.87	50.06			38.02	48.42	43.15	50.37
Percent Vacant	12.80	7.60	10.77			7.30	13.21	14.29	16.54

Sources: R. L. Polk and Company, "Profiles of Change", 1976, 1977 and 1978
 U. S. Census, 1980

TABLE IV-6: HOUSING VALUE OF OWNER-OCCUPIED UNITS; PORTLAND

Census Tract	1pt.	2 pt.	3 pt.	4 pt.	5	21	22	23	Total Portland
Value									
Less than \$10,000	37	134	8	4	158	309	229	357	1,236
\$10,000 to \$14,999	40	103	19	15	107	179	78	129	670
\$15,000 to \$19,999	45	31	30	27	68	88	30	44	363
\$20,000 to \$24,999	31	31	20	22	22	38	21	20	205
\$25,000 to \$29,999	14	7	8	13	7	6	4	11	70
\$30,000 to \$34,999	10	0	4	10	3	8	1	0	36
\$35,000 to \$39,999	10	0	2	6	4	0	0	2	24
\$40,000 to \$49,999	3	12	0	4	2	3	1	1	26
\$50,000 to \$79,999	0	1	1	1	1	1	0	2	7
\$80,000 to \$99,999	0	0	0	0	0	0	0	0	0
\$100,000 to \$149,999	1	0	0	0	0	0	0	0	1
\$150,000 to \$199,999	0	2	0	0	0	0	0	0	2
\$20,000 or more	0	0	0	0	0	0	0	0	0
Median Value	\$17,100	\$11,300	\$18,100	\$21,000	\$11,300	\$10,200	\$9,900	\$9,900	(\$10,000 to \$14,999)

Source: 1980 Census STF 11.

TABLE IV-7: HOUSING CHARACTERISTICS; PORTLAND

	PORTLAND CENSUS TRACTS								TOTAL	CITY
	CT 1	CT 2	CT 3 pt	CT 4 pt	CT 5	CT 21	CT 22	CT 23	PORTLAND	
Average dollar value of owner-occupied homes	\$18,403 (191)	\$13,528 (321)	\$18,913 (92)	\$22,794 (102)	\$11,841 (372)	\$10,759 (632)	\$ 9,079 (364)	\$ 9,125 (566)	\$11,968 (2,640)	\$33,100
Average contract rent; renter-occupied homes	101 (70)	86 (330)	120 (20)	131 (18)	99 (168)	98 (498)	99 (235)	88 (523)	\$ 96.00 (1,862)	\$143.00
% lacking plumbing facilities (occupied units)	2.3%	5.4%	0.0%	0.7%	1.4%	2.7%	3.5%	2.1%	2.8%	1.4%
% overcrowding (1.01 persons or more per room, occupied units)	5.6%	13.9%	6.9%	8.1%	8.9%	10.5%	11.1%	12.2%	10.8%	4.3%

Source: U. S. Census of Housing: Block Statistics, 1980.

V. TRANSPORTATION

V. TRANSPORTATION

A. EXISTING CONDITIONS AND NEEDS

1. Street System

The street system in Portland is a grid system of local and arterial streets. Interstates 64 and 264 generally form neighborhood boundaries on the north and west, respectively. (Refer to Figure V-1, "Functional Street Classification and Traffic Flow".) Market Street, the southern boundary, is a "major arterial" street carrying between 8,500 and 13,000 cars per day through Portland. Portland Avenue (Northwestern Parkway west of 33th Street) is a "minor arterial" serving east-west travel. Bank Street, the other half of the Portland/Bank one-way couple, is also a "minor arterial", carrying 3,000 to 5,000 vehicles per day. Major north-south streets in Portland include the 15th and 16th Streets one-way couple -- both minor arterials carrying between 5,000 and 7,000 vehicles per day each. The 21st/22nd Streets one-way couple is the "major arterial" handling north-south traffic in the neighborhood. Twenty-Second Street carries 6,000 vehicles per day near Market Street and 19,000 vehicles per day at the I-64 interchange. Twenty-Sixth Street (a "minor arterial") is another major north-south route, sometimes carrying over 5,000 cars per day.³⁵ (Refer to Figure V-2, "Traffic Volumes and Accident Locations".) Thirty-Fourth/Thirty-Fifth Street is a north-south "minor arterial", and 39th Street is a "collector" street. Although Northwestern Parkway is classified as a "minor arterial", the closure of the K&IT Railroad Toll Bridge to vehicular traffic downgraded the function of the street to that of a "local" street.

Aside from the major streets mentioned above, most other streets in Portland are local and residential in character. Traffic volumes are generally light on these streets. Pavement conditions are good, generally, and some roadways have recently been paved. However, pavement is cracked and broken at a few isolated locations.³⁶ New pavement is needed on Rowan Street, west of 30th. In addition, residents have complained about the lack of grass cutting and other routine maintenance along the Interstates' right-of-way. In particular the interstate fence is down in the vicinity of 37th Street along I-264.

Although the physical condition of Portland's streets is generally good, several design problems exist. Intersections of Portland Avenue and Bank Street with north-south streets are often offset intersections and are not continuous across Bank Street and Portland Avenue. For example, a car traveling north on 29th Street approaches the intersection at 29th and Bank Streets. To continue north on 29th, the car must turn right onto Bank Street, travel a few feet down Bank Street, then turn left onto the next section of 29th Street. In order to go further north on 29th Street, the car must proceed to Portland Avenue, turn left on Portland Avenue, travel one-half block, then turn right onto north-bound 29th Street. Each time the car approaches an east-west street, it must turn onto the street, cross two lanes of traffic, then turn off of the east-west street, all in the distance of a few yards. The one-way travel movement on Portland Avenue and Bank Street makes continuous travel on some north-south streets impossible without making illegal turns and creates traffic hazards. The necessity for quick turns onto and off of these two streets when using some north-south streets creates a potential for accidents. However, the irregular intersections also have a positive effect on traffic patterns. North-south traffic is encouraged to use major streets, like 22nd Street and 26th Street, instead of local streets that are more residential in character.

At public meetings held to obtain citizen input on neighborhood problems, intersection problems were mentioned in all sections of Portland. Specifically, residents requested improvements at 18th and Bank Streets and storage lanes for left-turns at 22nd and Bank Streets and at 22nd Street and Portland Avenue. Reduced speed limits, better signage, and more lines on the streets were suggested as ways to reduce accidents at intersections by residents.

2. Accident Locations

Accident statistics from the Louisville Police Department indicate that most accidents in Portland occur at intersections of streets carrying high volumes of traffic. The highest number of accidents are found along the 22nd Street corridor. Traffic accidents are concentrated secondarily along Bank Street because of the hazardous offset intersections. Duncan Street seems to have a high number of intersection accidents for a local street. The high accident locations along Market Street all have heavy volumes of traffic. The high number of accidents along Duncan Street may indicate a problem with signage or heavy traffic. (Refer to Figure V-2, "Traffic Volumes and Accident Locations".)

3. Bus Service

Portland is presently served by five transit routes. These routes provide interconnecting service to almost all of Jefferson County's major TARC routes. (Refer to Figure V-3, "Transit Routes".) No point in the neighborhood is more than four blocks from a transit route, and most homes are within two or three blocks of a TARC stop. Over 30% of the households in Portland do not have an automobile available, according to 1970 Census data. Ridership in the area has been substantial. The Market Street route is one of the most heavily utilized in the entire TARC system. There are no programmed changes or additions to TARC service in the area.

4. Bikeways

At present, a fairly extensive bike route network runs through Portland. These routes are on existing streets and are officially designated and marked as bicycle routes, but the streets are still open to automobiles. The bike routes run along 29th Street, 25th Street, Portland Avenue, Northwestern Parkway, Bank Street, Slevin Avenue and Rowan Street. (Refer to Figure V-4, "Bikeways".)

The 1977 Jefferson County Bikeway Plan, prepared by KIPDA, recommends development of additional Class III (shared travelway with motor vehicles) bikeways in Portland. The Immediate Action Program portion of the Bikeway Plan recommends development of Class III bikeways farther along Rowan Street to 19th Street and along 19th Street from the Interstate to Market Street. Class III bikeways are designated by signs only and must share the road with vehicles and pedestrians.

The Long Range Program of the 1977 KIPDA Bikeway Plan recommends the development of a Class I (independent right-of-way) riverfront bikeway running from Shawnee Park along the Ohio River to downtown Louisville. The Riverfront Plan (Louisville and Jefferson County Planning Commission; November, 1981) also proposes such a bikeway. A Class I bikeway is a separate roadway for bicycles only. Class I bikeways are usually paved and lighted. The Portland Development Organization has requested local Community Development monies to match state and federal funds for the construction of bikeways. The request was not approved for the 6th Program Year of Community Development Block Grant funding, but it may be submitted again in the future.

5. Summary of Needs

- a. New pavement or pavement repair is needed on Rowan Street west of 30th Street.
- b. A study of possible techniques to alleviate problems with offset intersections along Portland Avenue and Bank Streets is needed. Possible improvements could include reduced speed limits and parking restrictions near intersections.
- c. Residents requested left-turn storage lanes at 22nd and Bank Streets (on 22nd) and 22nd Street and Portland Avenue.

- d. There may be a need to widen 22nd Street near I-64 if additional businesses develop.
- e. Significant funding is needed for the construction of the proposed riverfront bikeway.

6. Government and Non-government Actions

Transportation issues and problems are often the results of actions taken by government agencies and the private sector. In some cases, inaction on the part of an agency has had an equally significant impact on the neighborhood's transportation network.

The maintenance and improvement of Portland's roadway network is a function of all levels of government. Federal, state and local government indicate problem areas, identify funding sources and provide transportation expertise in accomplishing various projects. The Kentucky Department of Transportation maintains all functions on the Interstate Highway Network and on its associated interchanges. In addition, the Department of Transportation administers federal monies--Urban System, Interstate funds, Rail-Highway Grade Crossing fund, and the Safer Off-System Road funds--for local improvements often initiated by local government agencies. State and/or City government must match federal monies on most road improvements. On the federal level, funding sources are generally involved only when major improvements are being made to the street system. The federal government is also instrumental in regulating traffic by requiring uniform traffic control devices, i.e., specifications regarding warning and guide signs, pavement markings, traffic control systems and other devices.

Facilitating traffic flow to and through Portland is the responsibility of Louisville's Public Works Department. Identification of intersection inadequacies or traffic signalization problems are examples of functions performed by this Department. The Department also regulates on-street parking in Portland. This action takes the form of "no parking zones", "no parking due to street cleaning", and restricted parking hours. The City has established many of these restrictions in order to facilitate the flow of traffic, to prevent traffic hazards, or provide space for bus stops and reserve parking for the handicapped. The Public Works Department uses local tax revenues and state aid (Municipal Aid Program funds) to finance local transportation projects.

Louisville's Public Works Department is also responsible for improvement and maintenance of City streets not maintained by the Kentucky Department of Transportation. Some of the activities of Department include resurfacing streets, purchasing and maintaining all City vehicles, widening streets, street cleaning and snow/ice removal. In addition, Public Works provides engineering services for the Community Development Cabinet and Economic Development Office for physical improvement projects such as wheelchair ramps to sidewalks and improved roadways. These projects are often federally funded. Other local improvements receive monies primarily from the state aid (Municipal Aid Program) fund.

Off-street parking is regulated through zoning regulations and enforced by the Zoning Enforcement Section of the City Building Inspection Department. Much of Portland developed prior to the establishment of these regulations; thus, the regulations only apply to new construction and new uses, or the expansion of existing structures or uses by 50 percent or more. Consequently, these regulations can only prevent the problem from getting worse.

Public transportation in Portland is provided primarily by the Transit Authority of River City (TARC). This transit service depends heavily on federal funds, provided by the Urban Mass Transportation Administration (UMTA) under Sections 3 and 5 of the Surface Transportation Act of 1978, to subsidize operating costs and capital expenditures. TARC services are also subsidized by the Local Mass Transit Fund derived from the 0.2 percent occupational tax paid by persons employed in Jefferson County. Subsidization of

public transit for the elderly and handicapped has been provided primarily by UMTA Section 16 (b) (2) funds which can be used to finance 50% of the operating and 80% of the capital expenditures.

Facilities for pedestrians are now primarily the responsibility of the Public Works Department. The Department determines the need for pedestrian signals. It also reviews proposed transit shelter locations and requires that sidewalks be made accessible for the handicapped as a part of any sidewalk repair or reconstruction project.

Bikeways are also a local government concern. The bikeway running throughout Portland is a local government responsibility. The Kentuckiana Regional Planning and Development Agency (KIPDA) has been responsible for determining need for bikeways in the area. The needs and recommendations for bikeways as determined by KIPDA are presented in the 1977 KIPDA Bikeway Plan. Funding for construction, maintenance and regulation has in the past come from all three levels of government. Funding for bikeways is currently not available; this has curtailed expansion of the bikeway system in Louisville and Southern Indiana.

B. PROJECTED TRANSPORTATION SYSTEM

1. Traffic Volumes and Accident Trends

Traffic volumes along most streets in Portland have decreased since 1964.³⁷ Exceptions to this trend include 22nd Street, which has had a large increase in recent years. Twenty-Second Street is now the most used north-south street in Portland. Interstate 64 has also shown a continuous increase in average daily traffic since its completion. Portland Avenue has had a slight increase in traffic volume east of 22nd Street from 1964 to the present. The remainder of Portland Avenue has served a steady number of vehicles for the past fifteen years.

Bank, 18th, 34th, Market and Main Streets have all experienced a decrease in traffic since 1964. Bank Street has had the most drastic decrease in the number of vehicles per day. Traffic volume trends seem to indicate that the Portland area traffic system relies heavily on Interstate 64 for east-west travel. The opening of Interstate 64 through Portland on December 3, 1976, accounts for much of the drop in east-west traffic on surface streets. It appears that 22nd Street has become the major north-south artery, providing access to I-64 from much of western Louisville. Smaller streets, such as Portland Avenue and Bank and 26th Streets, no longer are the major routes to downtown and southern Indiana. These streets function more like collectors for local traffic. Market Street has seen a decrease in average daily traffic but it is still a major arterial street.

2. Future Traffic Patterns With Present System

Changes in the transportation system and other factors in Portland seem to indicate a future transportation system that emphasizes Interstate 64 as the route for travel into and out of Portland. On the north, Portland's east-west arterials are becoming less important as routes to other sections of the City. These streets -- mainly Portland Avenue and Bank Street -- are becoming more important as internal collectors and connectors of neighborhood activity centers. On the south side of the neighborhood, Market Street is likely to retain its function as a major east-west carrier of traffic between the Central Business District and the western portion of Louisville.

The increased use of I-64 and the neighborhood functions of Portland Avenue and Bank Street are desirable trends in the Portland transportation system. Bank Street is primarily residential in character, and this residential character can be enhanced by de-emphasizing Bank Street as an arterial. Portland Avenue, in terms of land use, is mixed and its appearance suggests the main street in a small town. This small-town character can be enhanced by reducing

through traffic and emphasizing Portland Avenue as the connector between neighborhood shopping areas, medical services, and activity centers.

A future characteristic of the Portland transportation system that could create problems is the increased usage of 22nd Street. Twenty-Second Street is a four-lane street with two-way traffic and on-street parking allowed between Griffith Avenue and Bank Streets. Increased usage of 22nd Street as a link to I-64 and increased business development near the 22nd Street and I-64 interchange could result in a highly congested area near the expressway and long back-ups on 22nd Street. Improvements to the carrying capacity of 22nd Street and proper location of new businesses are essential to avoid traffic congestion.

3. Goals and Policies For Future Transportation System

GOAL: Insure safe, efficient vehicular and pedestrian traffic that meets the needs of neighborhood residents and western Louisville.

POLICIES: Improve the capacity of streets where land use plans and traffic patterns indicate an increase in the volume of traffic and the danger of congestion.

- De-emphasize neighborhood streets (locals and collectors) as through streets in order to enhance residential areas.
- Provide adequate off-street parking and regulate on-street parking so that it does not impair visibility or impair traffic flow.
- Route trucks and heavy equipment around residential areas and away from local and collector streets.
- Construct sidewalks to provide safe pedestrian traffic where necessary.
- Improve signs, crosswalk markers, street lines and curb paint in order to alleviate confusion, visibility problems and accidents.
- Improve streets and alleys in bad repair.
- Promote the Riverfront Bikeway Plan for safe cycling and energy conservation.

C. TRANSPORTATION RECOMMENDATIONS

The existing transportation system in Portland is adequate in terms of facilities, at this time. The analysis of transportation needs identified several design, signaling and directional pattern problems. Land use changes suggested by this plan might also necessitate some alterations to the existing traffic pattern.

The Recommended Future Transportation Plan for Portland presents recommendations for the future management and improvement of the neighborhood's transportation system. The recommended plan is consistent with the Comprehensive Plan and the City's Community Development Strategies. It is an application of these community-wide documents to Portland to address specific problems identified by the Portland Planning Committee and Planning Commission staff. The Recommended Future Transportation Plan consists of general "recommendations" (termed strategies) in this sub-section. The "Functional Street Classification and Traffic Flow" map (Figure V-1) and the "Transportation Recommendations" map (Figure V-13) reflect the facility specific recommendations of the Recommended Future Transportation Plan.

Once the recommended transportation plan is approved by the Board of Aldermen, it will be used in several ways. The transportation plan

will be considered during development of annual budgets for both general revenue and Community Development Block Grant funds. Proposed City-wide programs and other plans affecting Portland will be reviewed for their relationship to the plan. The plan's recommendations also may be included in the Metropolitan Transportation Improvement Program and the State's five-year Capital Improvement Program for highways.

1. STRATEGY: Restrict parking near intersections where visibility is limited.

Intersections of north-south streets with Portland Avenue and Bank Street are offset at many locations. A number of accidents have occurred at these intersections. To cross Portland Avenue and Bank Street on a north-south street requires very good visibility, since intersections are offset. Parking restrictions near the intersections along Portland Avenue and Bank Street should be imposed and enforced where visibility is obstructed by parked cars. Intersections on Portland Avenue between 22nd Street and 33rd Street and intersections along Bank Street between 16th Street and 35th Street may need "NO PARKING" signs to insure visibility at intersections. The Public Works Department should examine these intersections and put up signs, where necessary or paint curbs yellow in lieu of signs.

2. STRATEGY: Provide access to eastbound Interstate 64 from southbound 22nd Street.

There has been a stated need for an entrance to eastbound I-64 from southbound 22nd Street. People who work in the industrial area east of 22nd Street and north of Interstate 64 have no direct eastbound access to the Interstate. Because 22nd Street in the interchange area has a mountable median, drivers are presently making a left-turn from southbound 22nd Street onto the eastbound I-64 ramp despite awkward ramp geometrics. In 1979, an Adjusted Annual Average Daily Traffic count indicated that 140 vehicles per day make this movement. Access might be improved to the existing eastbound ramp by a minor addition to the ramp. (Refer to Figure V-5, "Modification of Eastbound I-64 Ramp to permit improved Southbound 22nd Street Access".)

3. STRATEGY: Provide off-street parking as part of the 26th Street and Portland Avenue commercial district strategy.

Many stores are located in close proximity to the 26th Street and Portland Avenue area. Only on-street parking is available for most of these stores. When revitalization of this commercial area occurs as proposed in this plan, the need for off-street parking will be intensified. Vacant land behind buildings on the south side of Portland Avenue might be utilized as a shared parking area for the businesses along this strip. (Refer to Figure III-7, "Portland Avenue and 26th Street Commercial Area Redevelopment Concept".)

4. STRATEGY: Designate Main and Market Streets as east-west through truck routes east of 22nd Street and the 21st/22nd Streets one-way couple as the north-south truck route in order to lessen truck traffic through residential areas.

Signs should be used to identify these streets as truck routes. Portland Avenue, 34th/35th Streets and 15th Street may be considered appropriate streets for truck access to industrial development, but should not be marked as through truck routes for inter-city traffic. Residents of the neighborhood have stated that truck traffic in many areas of the neighborhood constitutes a nuisance. One area mentioned in particular is along North Western Parkway west of 39th Street. Through truck traffic in these areas should be discouraged.

5. STRATEGY: Investigate alternative means of solving parking problems along 26th Street between Portland Avenue and Market Street.

Cars are parked on the sidewalks along 26th Street during both day and evening. Twenty-sixth Street has parking allowed on both sides, but it is not wide enough to accommodate moving traffic with cars parked in the outside lanes. The existing right-of-way along 26th Street, south of Bank Street, is only 50 feet. Residents must park with two wheels on the sidewalks and two wheels in the street to allow traffic flow. (Refer to Figure V-7, "Twenty-sixth Street, Existing Condition and Alternative 1.") Residents along both sides of the street need a place to park their cars and existing alleys are not sufficient to provide off-street parking. Lots are too narrow to allow for driveways. Existing parking patterns hinder pedestrian traffic and are dangerous to both pedestrians and motorists.

One possible alternative would use the existing pavement width and reduce on-street parking to only one side of the street. This would provide two, twelve feet wide thru traffic lanes and one, ten feet wide parking lane on either the east or west side of the street. This alternative has the advantage of being inexpensive but it may not be practical to reduce the on-street parking by one-half along 26th Street. (Refer to Figure V-7, "Twenty-sixth Street, Existing Condition and Alternative 1".)

A second alternative would be to widen the pavement width of 26th Street to around 42 feet. This would provide two, twelve feet wide thru traffic lanes with nine feet of space on each side for on-street parking. This alternative would leave four feet on each side of the street for sidewalks. Disadvantages to this alternative include the necessity to relocate storm sewer inlets, the potential for problems with existing gas and water lines and meters and the possibility that the small sidewalk would be dangerous for pedestrians. This alternative would be expensive to implement. (Refer to Figure V-8, "Twenty-sixth Street, Alternative 2".)

A third alternative considers the possibility of making 25th Street one-way north and 26th Street one-way south, thus creating a new one-way couple. This alternative would provide one thru lane in only one direction on 25th and 26th Streets while retaining parking on both sides of the streets. (Refer to Figure V-9, "Twenty-sixth Street, Alternative 3".)

The Planning Committee of the Portland Development Organization asked that two-wheel-on and two-wheel-off parking be allowed along 26th Street until some solution to the parking problem along this street is found. However, even this option is not very good because problems with blocking the sidewalks, dangers to pedestrians and damage to curbs will still exist. The Department of Public Works should further investigate solutions to parking problems along 26th Street.

6. STRATEGY: Acquire funding to match available state and federal funds for the construction of a riverfront bikeway from Shawnee Park to the Central Business District.

The Long Range Program of the KIPDA Bikeway Plan and the Riverfront Plan (Louisville and Jefferson County Planning Commission; November, 1981) recommend the development of a Class I (i.e., independent right-of-way) riverfront bikeway along the edge of the Ohio River north of Portland. This land is unused, although development as a park is proposed in the Recreation Strategies section. A bike route would provide a fuel-efficient route between downtown and western Louisville, past historic features and unique natural areas. The bike route should be located as depicted in these plans and necessary safety precautions should be taken.

7. STRATEGY: Request a study by the Public Works Department to determine whether a need exists for left-turn storage lanes at 22nd Street and Portland Avenue and 22nd and Bank Streets.

These two intersections are two of the busiest intersections in the neighborhood. At peak hours, cars turning left cause congestion near these intersections. Traffic counts and traffic pattern analysis needs to be done to determine if a storage lane or a new signal is necessary.

8. STRATEGY: Investigate the widening of 22nd Street between Portland Avenue and Owen Street (intersection of 21st and 22nd Streets) if development and/or traffic volumes along 22nd Street cause congestion.

One new convenience store and two fast-food type restaurants have recently located on 22nd Street between Bank Street and Portland Avenue. More development is possible in the future. New businesses have built driveways that allow cars to enter and exit directly on to 22nd Street. The addition of more access driveways may create a need for left-turn storage lanes on 22nd Street. At present, 22nd Street generally has a 60 feet right-of-way and may not be wide enough for the addition of traffic lanes without the acquisition of additional right-of-way. Further, a major electrical power line distribution system located on large metal poles exists along the eastern side of 22nd Street in the right-of-way. Relocation of these poles would not seem to be feasible due to the size and magnitude of the electrical system. The addition of one left-hand turning lane on this section of 22nd Street could require the acquisition of an extra 20 feet of right-of-way on the west side of the street. (Refer to Figure V-10, "Twenty-second Street, Existing and Proposed".)

9. STRATEGY: Investigate the feasibility and costs of adding crosswalks and caution lights to Portland Avenue at 25th Street and near the Kroger and Super-X stores between 31st Street and 33rd Street. Pedestrian crosswalks and caution lights are also needed along Bank Street at 33rd Street, 24th Street, and 17th Street. Increase enforcement of speed limits along Portland Avenue and Bank Street.

Residents at neighborhood planning meetings expressed concern with the number of cars traveling at unsafe speeds along Portland Avenue and Bank Street. Both these streets are lined with residences and businesses that generate pedestrian traffic. Children cross both these streets at several spots. Caution lights and crosswalks would call motorists' attention to pedestrians. Residents also felt that increased enforcement of speed restrictions was necessary to reduce danger to pedestrians caused by speeding automobiles. The Public Works Department should investigate the appropriateness and feasibility of these recommendations.

10. STRATEGY: Change Northwestern Parkway to provide a median with trees separating two-way traffic between 33rd Street and the intersection of Northwestern Parkway and Bank Street.

Northwestern Parkway was part of a parkway system designed for Louisville by Frederick Law Olmstead, designer of New York's Central Park. The tree-lined parkway originally contained a median that divided eastbound and westbound traffic. Presently the parkway has parking on both sides, with four lanes of one-way traffic (west-bound). Traffic volumes along this section of the parkway have been decreasing since 1964. This portion of the parkway carries about 3,000 cars per day.

Alternative design solutions need to be further explored if Northwestern Parkway were changed to a two-way street. The Parkway has 99 feet of right-of-way and after the existing area for sidewalks and trees is deducted about 68 feet remains. The original design apparently included one driving lane and one parking lane each way with a median about 20 feet wide. However, current standards and traffic volumes may not allow this configuration because cars attempting to parallel park would partially disrupt traffic flow. If on-street parking were allowed there may need to be enough space available for cars to pass a stalled or parking vehicle. Because of

decreased traffic volumes it may be possible to provide only one moving and one parking lane in each direction. Therefore, alternative design solutions need to be analyzed if this strategy is to be implemented. (Refer to Figure V-11, "Northwestern Parkway, Original, Existing and Proposed Cross-sections".)

11. STRATEGY: Return Bank Street, Portland-Northwestern Parkway, 15th, 16th, 37th and 38th Streets to two-way traffic movement.

The one-way couple of Bank/Portland-Northwestern Parkway connecting with the 15th/16th Street one-way couple were major traffic carries during the construction of the Sherman-Minton Bridge and Interstate 64. However, with the opening of the last segment of Interstate 64 between 9th and 22nd Streets, traffic volumes have dropped significantly on these one-way couples.

Returning these streets to two-way creates the following benefits:

- 1) reduces the amount of circuitous travel created by a one-way couple,
- 2) reduces the hazards of the offset intersections of north-south streets with Portland Avenue and Bank Street where a high number of accidents and illegal traffic movements are occurring, and
- 3) reduces the speed on the streets making them more amenable to a residential area by reducing traffic noise and the danger to pedestrians.

A traffic analysis was performed to determine the impact of changing Bank, Portland-Northwestern Parkway, 15th, 16th, 37th and 38th Streets to two-way traffic. The analysis focused on the intersections in the 22nd Street area where the most traffic is handled. Existing traffic control devices and marked crosswalks are shown in Figure V-12, "Traffic Control Devices and Marked Crosswalks".

At present the intersection of Portland Avenue and 22nd Street is operating at a level of service A if two through lanes are assumed on the north and south approaches of 22nd Street. Because the two southbound 22nd Street through lanes must merge 100 feet south of Portland Avenue and one of the two northbound lanes is only 150 feet long, the intersection was analyzed assuming one through lane southbound and one lane for all movements northbound. Under such circumstances, the level of service (LOS) dropped to the threshold between the LOS C and LOS B.

At the present, the intersection of Bank and 22nd Streets has a level of service A.

If Portland and Bank become two-way and Portland handles 60% of the Portland/Bank one-way couple, the level of service is still A for both intersections with 22nd Street. If only one northbound lane is assumed for northbound 22nd Street at Portland Avenue, the level of service drops to the bottom of the B range. Under this traffic distribution assumption, the critical lane volume total is 50% higher for Bank and 22nd Streets in two-way operation; yet, 50% more traffic could still be handled at the intersection before dropping into the level of service B range.

The width between supports for the Portland Avenue and Bank Street underpasses of the IC&C Railroad tracks near 30th Street provide acceptable clearance for two-way auto traffic. (Refer to Figure V-6, "Railroad Overpass".)

Returning these streets to two-way operation is proposed because it would enhance the residential character of the area and will reduce the hazards associated with the offset north-south streets. In addition, returning 15th and 16th Streets to two-way would match with the Russell Neighborhood Plan which recommends 15th Street for industrial traffic and 16th Street for residential traffic. The low traffic volumes at the I-264 interchange with Bank Street should pose no problem with changing Bank Street, Northwestern Parkway, 37th and 38th Streets to two-way.

D. IMPLEMENTATION

Many of the transportation recommendations are minor changes in the existing system to make it work better. The strategies involving improving visibility near intersections (Strategy 1), designating truck routes (Strategy 4), studying the need for left-turn lanes at 22nd Street (Strategy 7) and adding crosswalks (Strategy 9) could be implemented by the Public Works Department. Most involve relatively small capital investments in signs, lights and paint. The Board of Aldermen could include funds for these improvements in the capital improvement budget for the Public Works Department after this plan is adopted. Twenty-Second Street is a state highway, and state funding may be necessary for any widening.

Despite the difficult maneuver for cars making a left turn from southbound 22nd Street to eastbound I-64, traffic is presently mounting the median to make this movement with relative ease. The addition of a portion of pavement between the high-voltage transmission tower on the north and the light standard on the south, from 22nd Street to the ramp, would improve ramp geometrics for this movement. (Refer to Figure V-5, "Modification of Eastbound I-64 Ramps to Permit Improved Southbound 22nd Street Access".) Roughly 140 vehicles per day (14 vehicles during the evening peak-hour) use this ramp from southbound 22nd Street. Officials from the State Transportation Cabinet have indicated that there are problems with providing proper road geometrics to construct access to Interstate 64 from southbound 22nd Street. This should be investigated further, however, the preliminary survey was not favorable for the easy provision of access (Strategy 2).

Off-street parking for the 26th Street and Portland Avenue commercial revitalization project could be located on existing vacant properties behind stores in the project area (Strategy 3). If the revitalization project occurs, merchants in the project area should form a merchants' association to work with the Economic Development Office and financial institutions. The merchants' association may wish to acquire the property needed for off-street parking and develop the parking area to be used by all the stores along Portland Avenue near 26th Street. Financing for the purchase of parking areas should be considered when area merchants are putting together a financial package for other aspects of the revitalization project. The Economic Development Office should work with the merchants to secure Small Business Administration (SBA), Economic Development Administration (EDA) or Urban Development Action Grant (UDAG) private financing.

As previously stated and indicated on Figures V-7, V-8 and V-9, there does not seem to be any good alternative to solving parking and traffic problems along 26th Street. The Department of Public Works will continue to address this problem but no easy implementation solution has yet been identified (Strategy 5).

Funding to match state and federal funds for the construction of a riverfront bikeway should be provided by local government from either the Community Development or general budget funds (Strategy 6). The neighborhood should continue to request these matching funds as part of the yearly Community Development Block Grant allotment.

According to the Public Works Department, left-turn storage lanes at 22nd Street and Portland Avenue and Bank Street are not currently necessary. However, if and when Bank Street and Portland Avenue are returned to two-way streets, further studies will be implemented to determine if a need exists (Strategy 7).

Implementation of the strategy to widen 22nd Street does not currently appear to be necessary. Should a left-turn lane be needed, the Public Works Department has indicated that the on-street parking would be removed to accommodate the additional required pavement width (Strategy 8).

Reconstruction of North Western Parkway to provide a median with trees would greatly enhance the visual and residential qualities of the immediate areas. Special funding may need to be solicited to implement this recommendation (Strategy 10).

The Public Works Department has made a list of several changes that would need to be made if the strategy to change several one-way streets to two-way movements is implemented (Strategy 11), specifically if Bank Street, Portland-North Western Parkway and 15th and 16th Streets are returned to one-way traffic. The list of recommended changes includes:

- 1) Reduce speed limit to 25 mph.
- 2) Remove traffic signals on Bank at 38th, 37th, 35th, 26th, 22nd and at 16th and Main.
- 3) Install stop signs on Bank at 38th, 37th, 35th, 26th, 22nd and on 16th Street at Main.
- 4) Install a three-way stop at the intersection of 16th and Bank.
- 5) Modify the ramp terminal at Bank at 38th Street to encourage traffic to continue north to North Western Parkway rather than turning right onto Bank Street.

These actions should make Portland Avenue much more attractive to thru-traffic than Bank Street and will make it possible for Bank Street to operate as a local street. Residents have indicated however, that they feel that the traffic signal at 22nd and Bank Streets should remain rather than installing a stop sign. Upon more detailed analysis by the Planning Commission, it was found that there may in fact be a need to leave the traffic signal at 22nd and Bank Streets (Refer to the May 18, 1983 memo from Dave Ripple to the Portland File concerning this subject, memo located in XIII. Appendix: Comments and Letters). Before implementation of this strategy the Public Works Department should take traffic counts and re-examine this and other affected intersections to determine adequacy of the recommended traffic control measures.

E. PRIORITIES

The Portland Planning Committee decided that the strategy to enable southbound drivers on 22nd Street to have access to eastbound I-64 is the top priority among the transportation strategies.

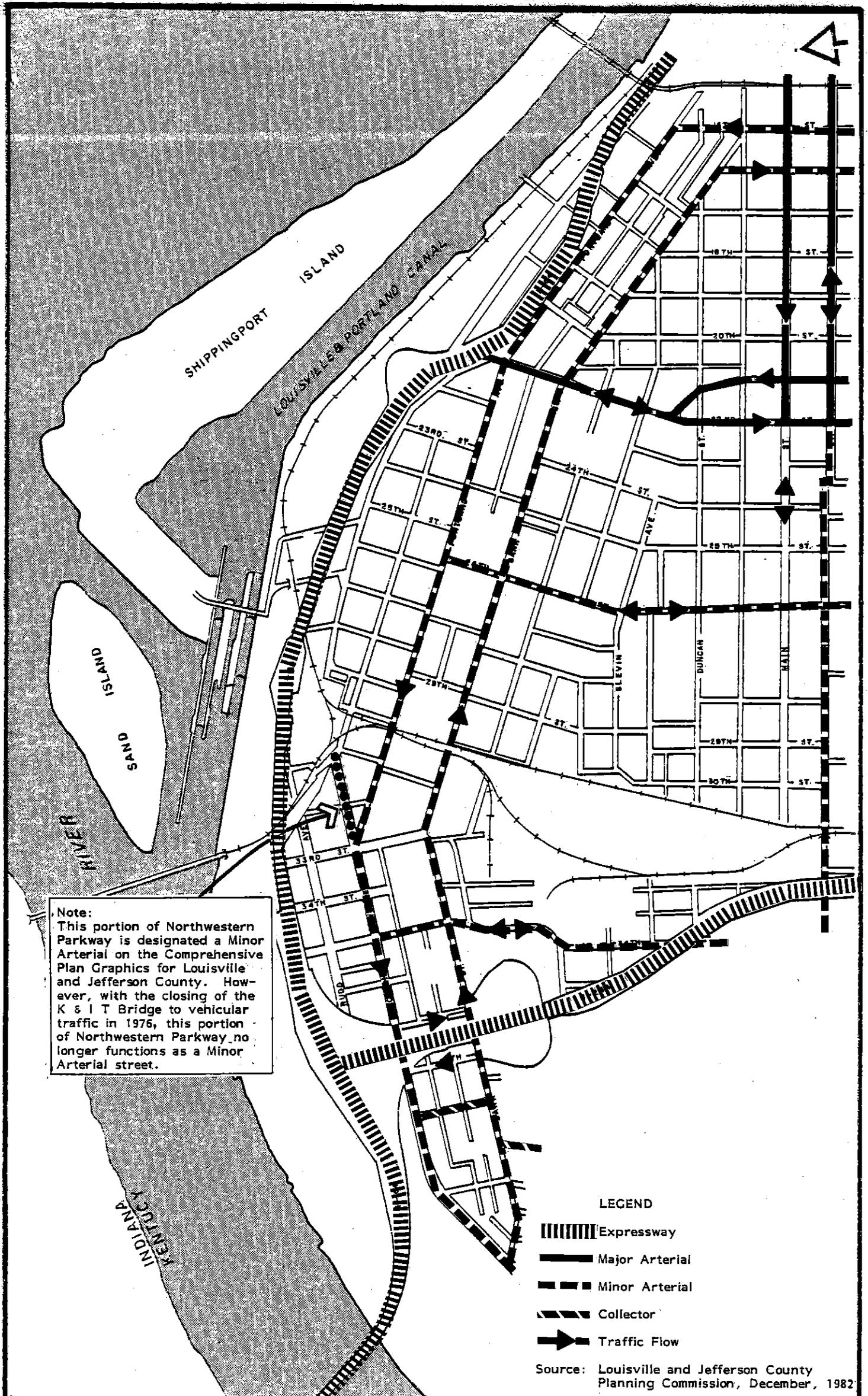
The signage, lights and crosswalks recommended in strategies relating to increasing safety and visibility along Portland Avenue and Bank Street are secondary priorities. Budgeting for these capital improvements should be done by the City administration during the preparation of the first budget after adoption of the plan.

Widening of 22nd Street should be further studied to determine need, feasibility and cost.

Implementation of the bikeway proposal should occur in conjunction with the development of a riverfront park. This strategy is not a top priority, but efforts to acquire necessary funding should be a part of each year's Community Development Block Grant application.

V. TRANSPORTATION

Figures and Tables...



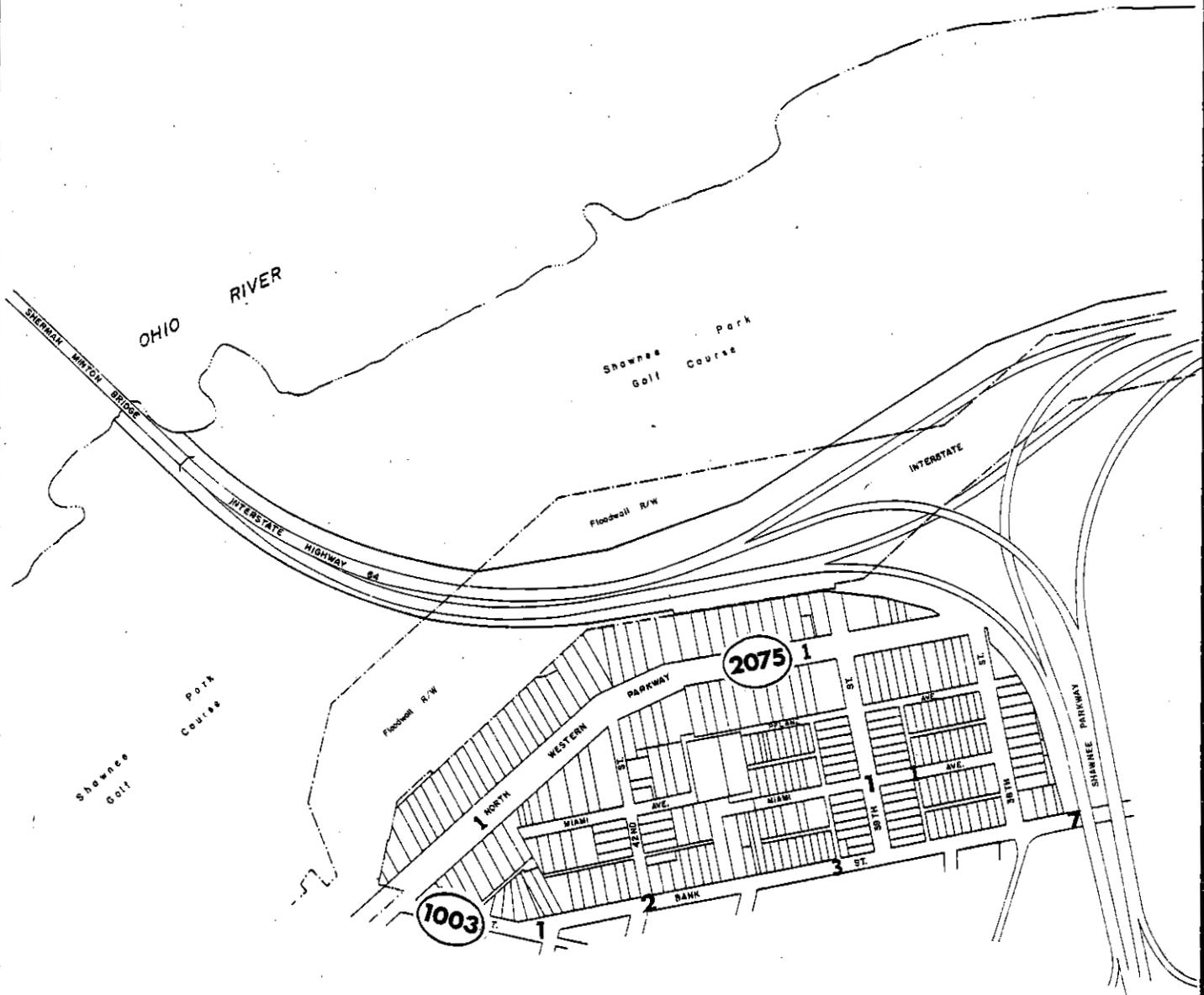
Note:
 This portion of Northwestern Parkway is designated a Minor Arterial on the Comprehensive Plan Graphics for Louisville and Jefferson County. However, with the closing of the K & I T Bridge to vehicular traffic in 1976, this portion of Northwestern Parkway no longer functions as a Minor Arterial street.

LEGEND

- Expressway
- Major Arterial
- Minor Arterial
- Collector
- Traffic Flow

Source: Louisville and Jefferson County Planning Commission, December, 1982

FIGURE V-1



LEGEND

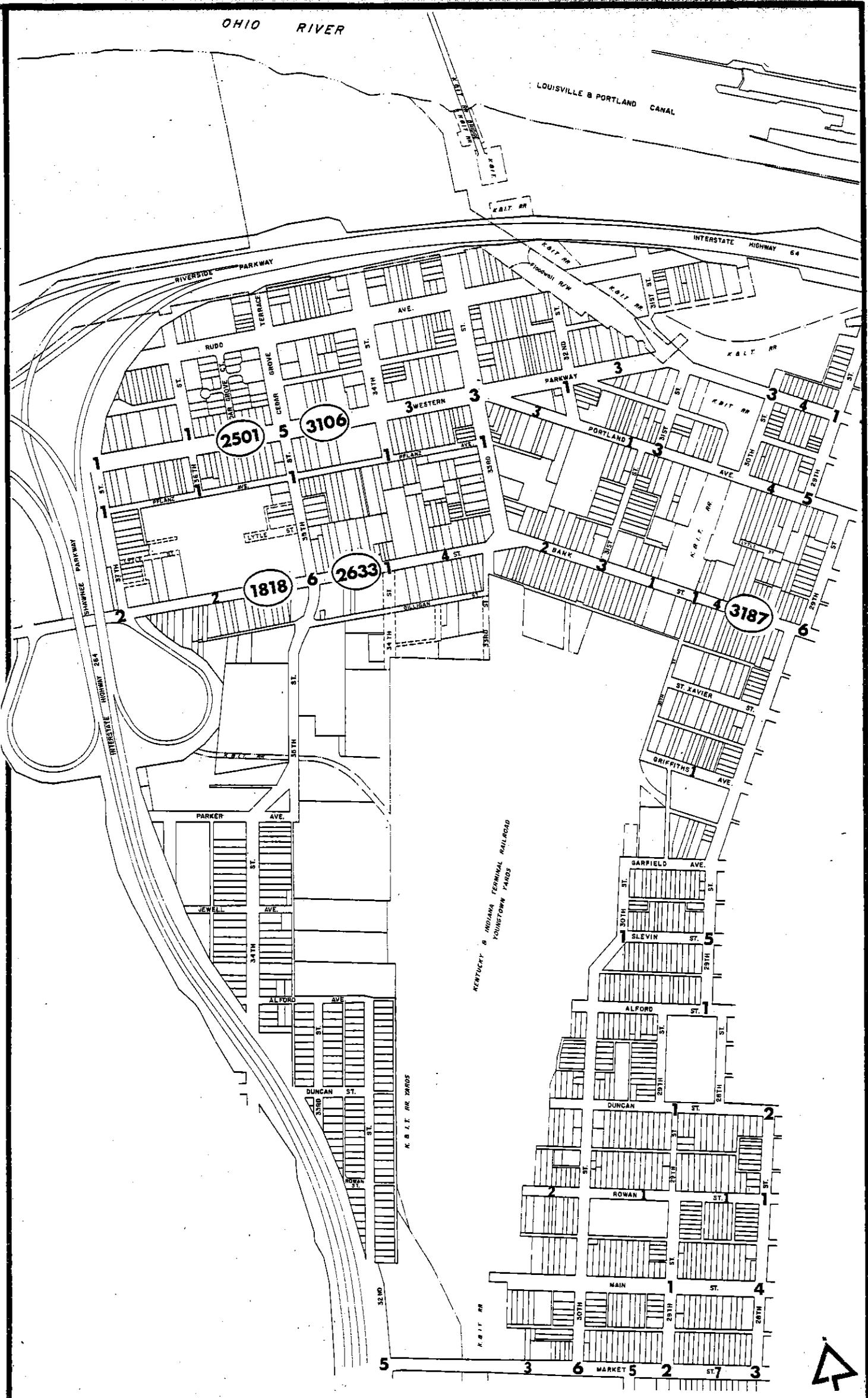
0 Number of Accidents at Intersection in 1979

00 Number of Accidents in Midblock in 1979

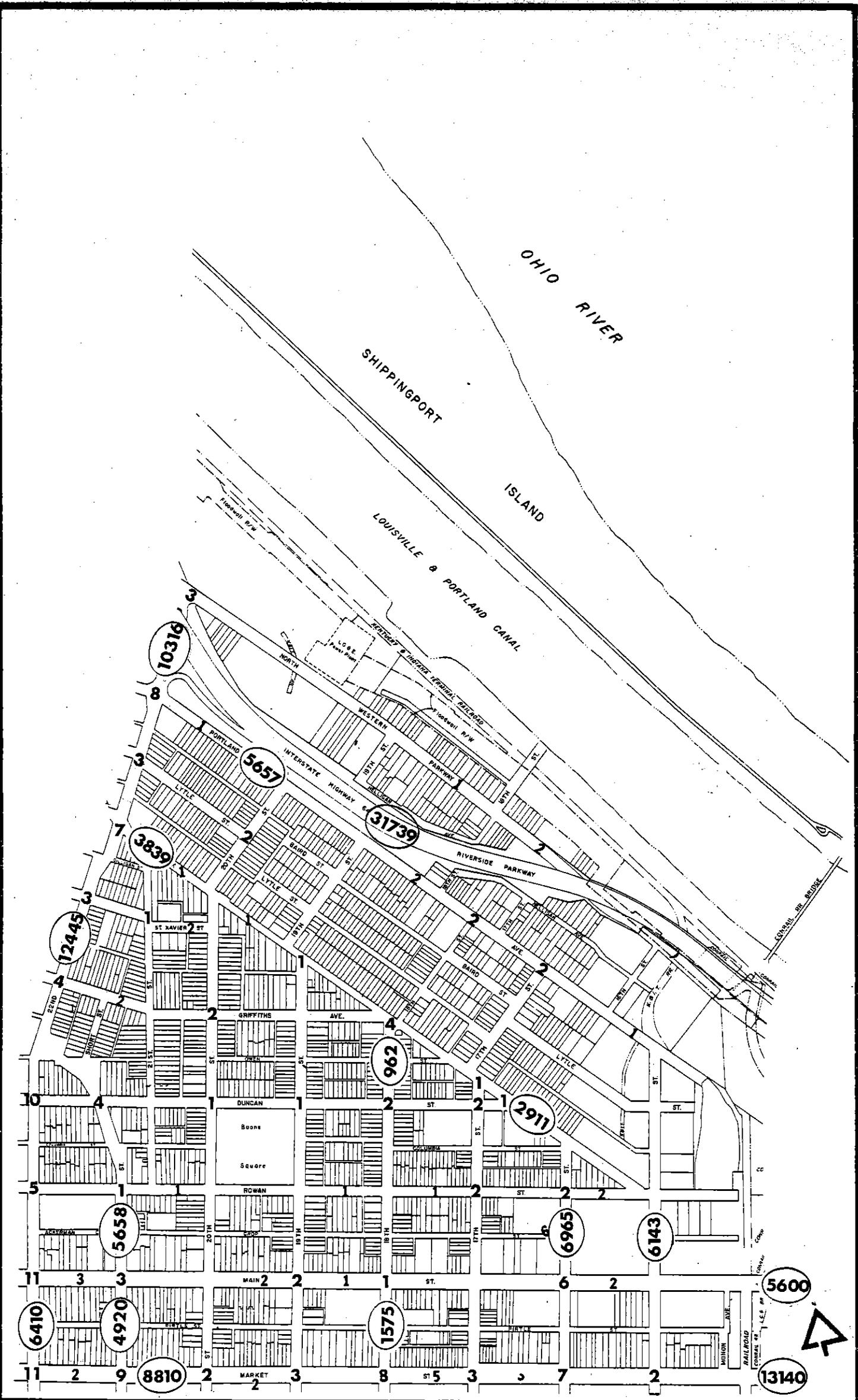
(000) Average Daily Traffic

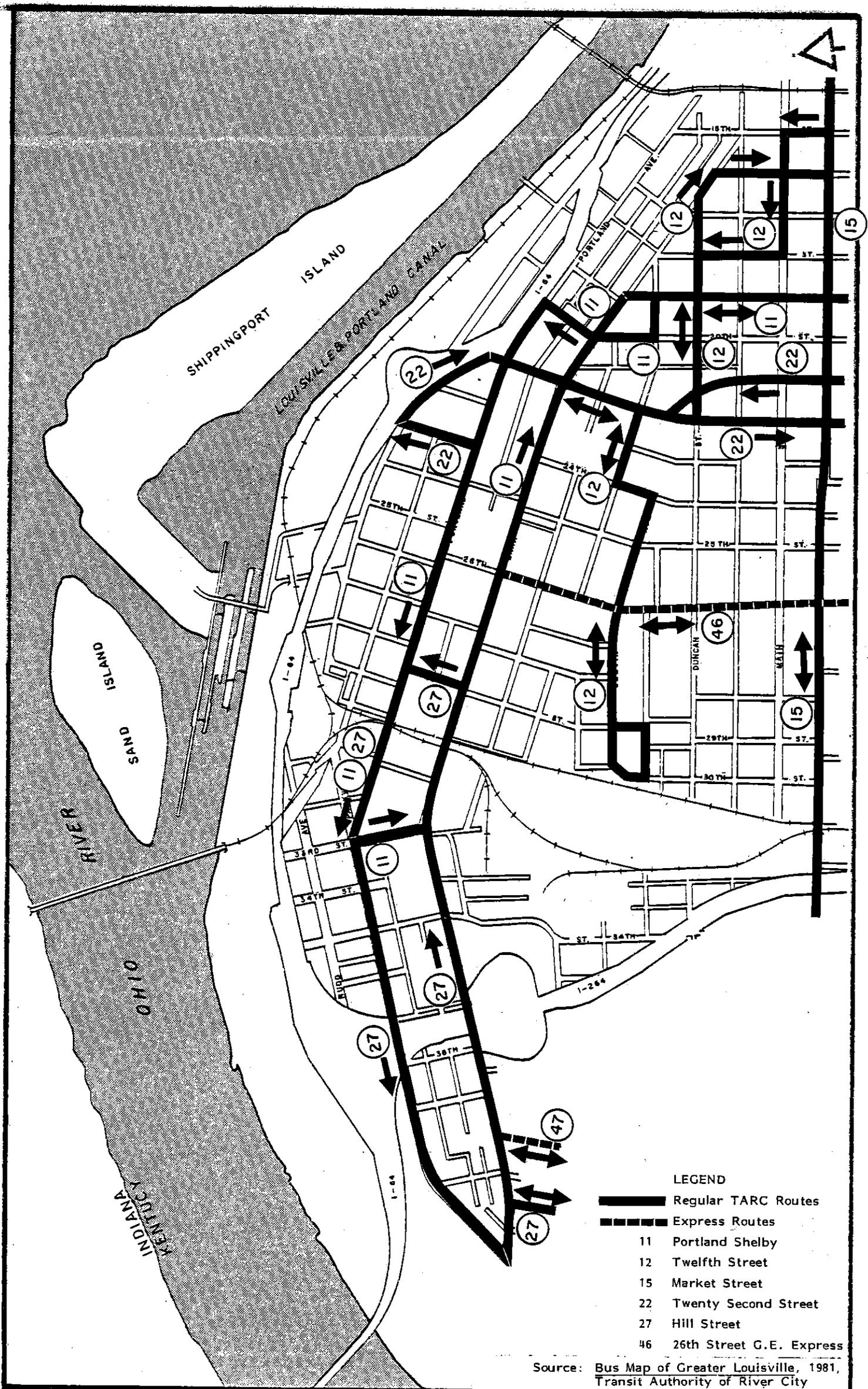
Sources: KIPDA, 1982;
Louisville Police Department, 1980











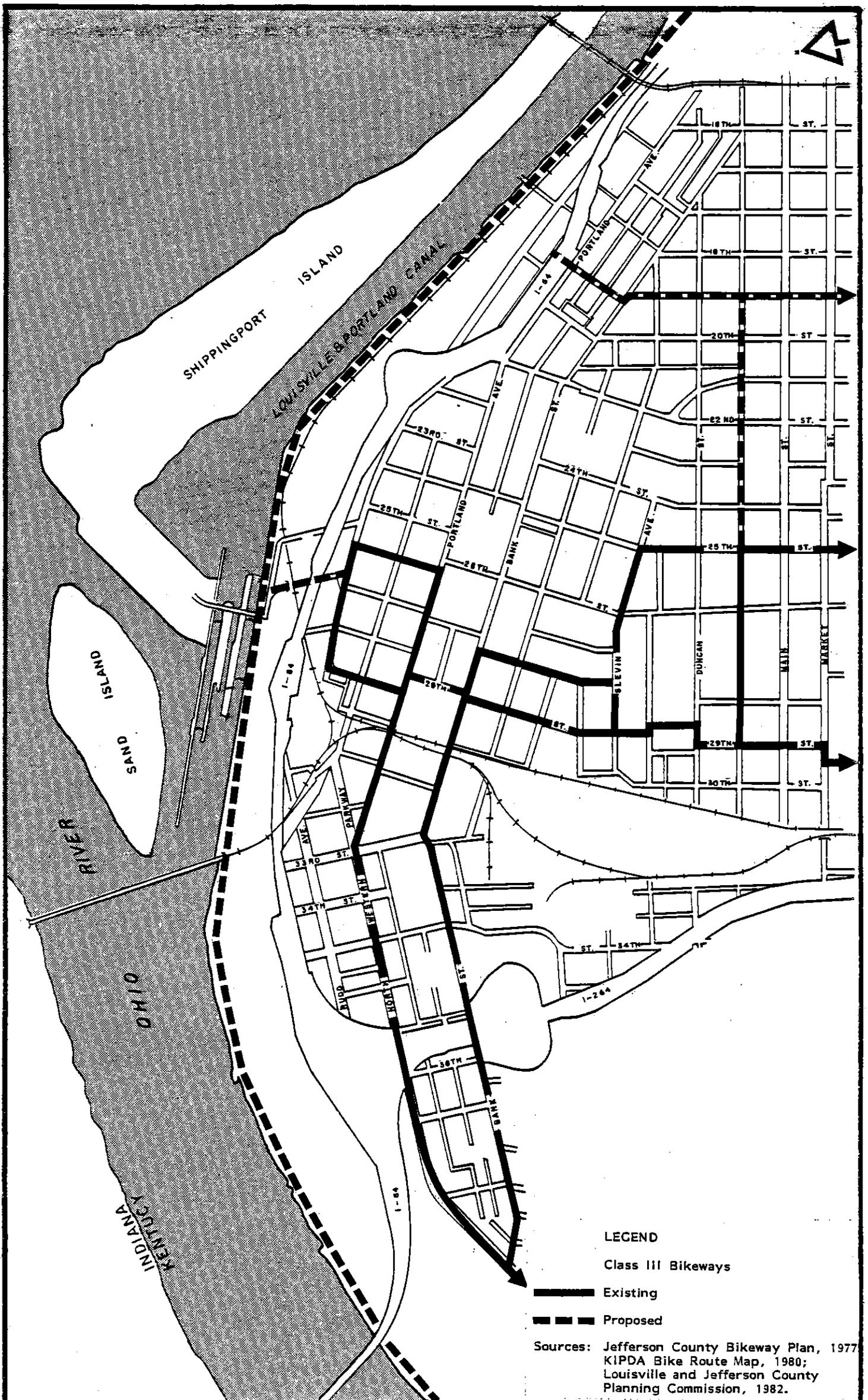
- LEGEND**
- Regular TARC Routes
 - Express Routes
 - 11 Portland Shelby
 - 12 Twelfth Street
 - 15 Market Street
 - 22 Twenty Second Street
 - 27 Hill Street
 - 46 26th Street G.E. Express

Source: Bus Map of Greater Louisville, 1981, Transit Authority of River City

Transit Routes



FIGURE V-3



Bikeways

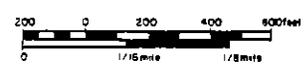
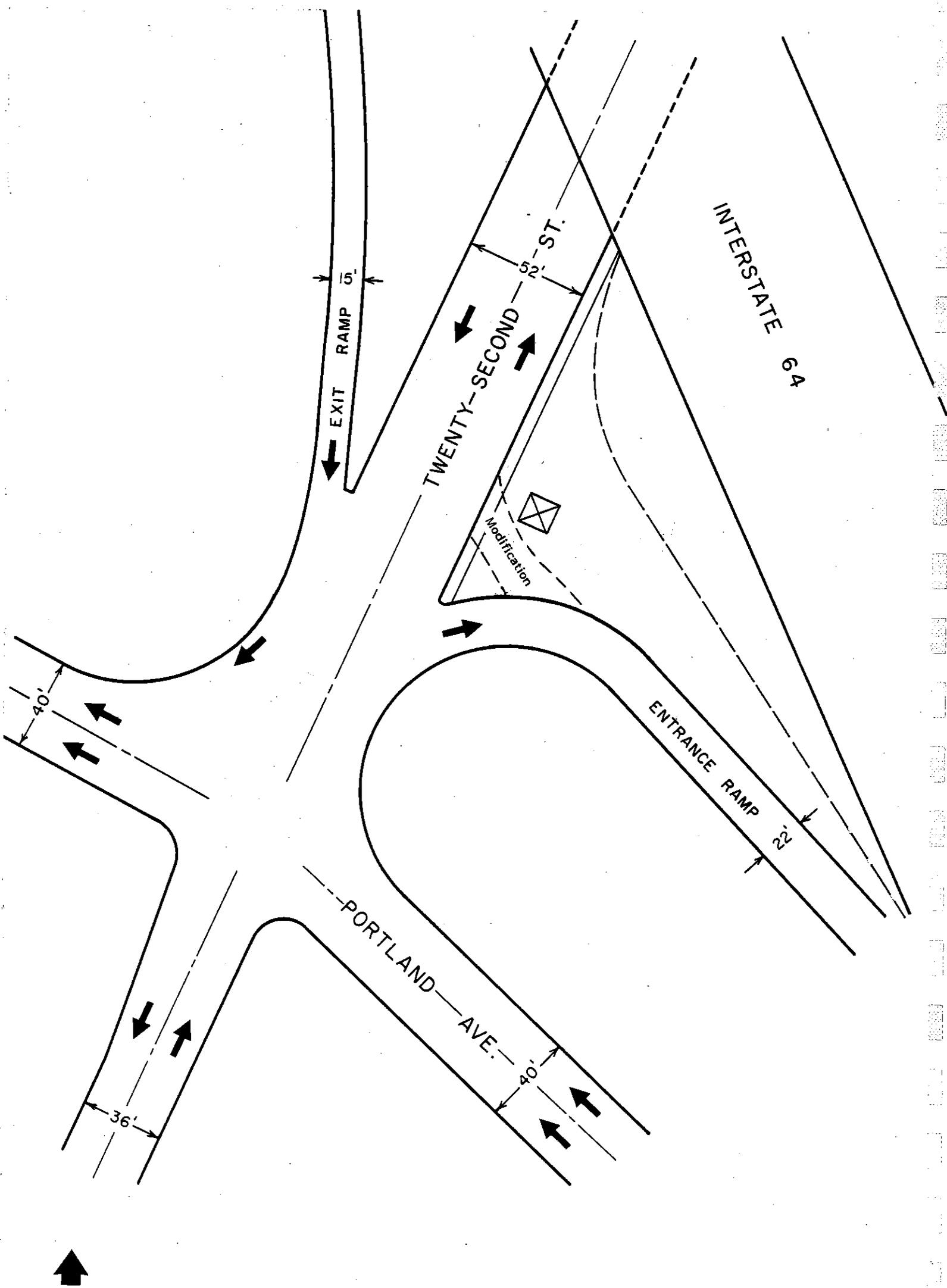


FIGURE V-4

Modification of Eastbound I-64 Ramp to Permit Improved Southbound 22nd Street Access



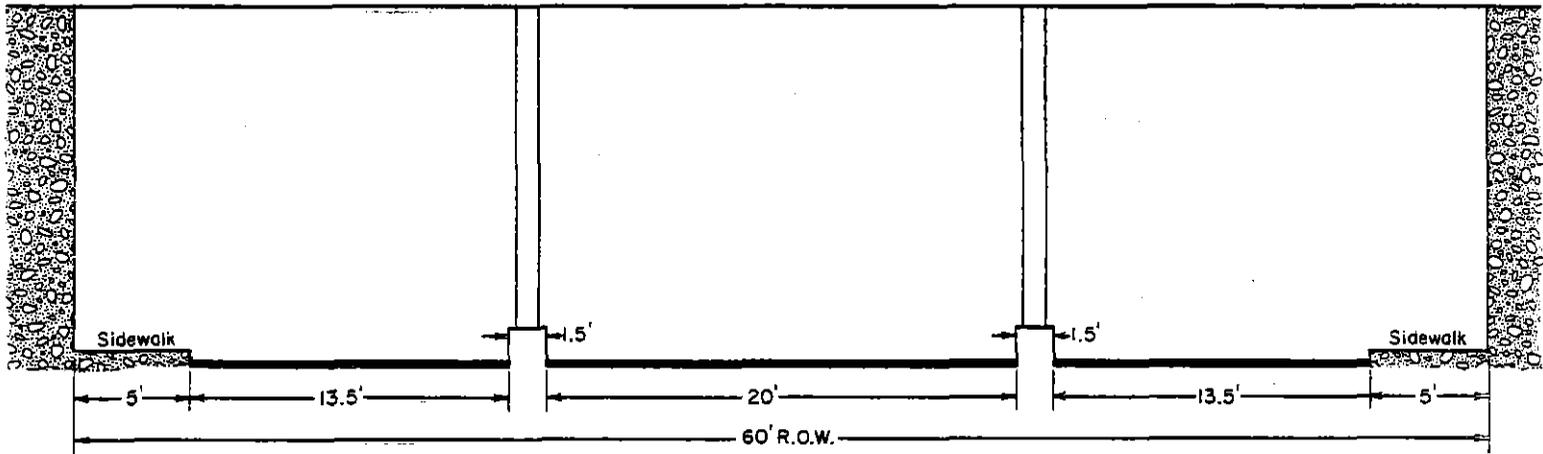
Scale 1" = 50'

FIGURE V-5

Railroad Overpasses

Portland Avenue

CLEARANCE 15.3'



Bank Street

CLEARANCE 15.0'

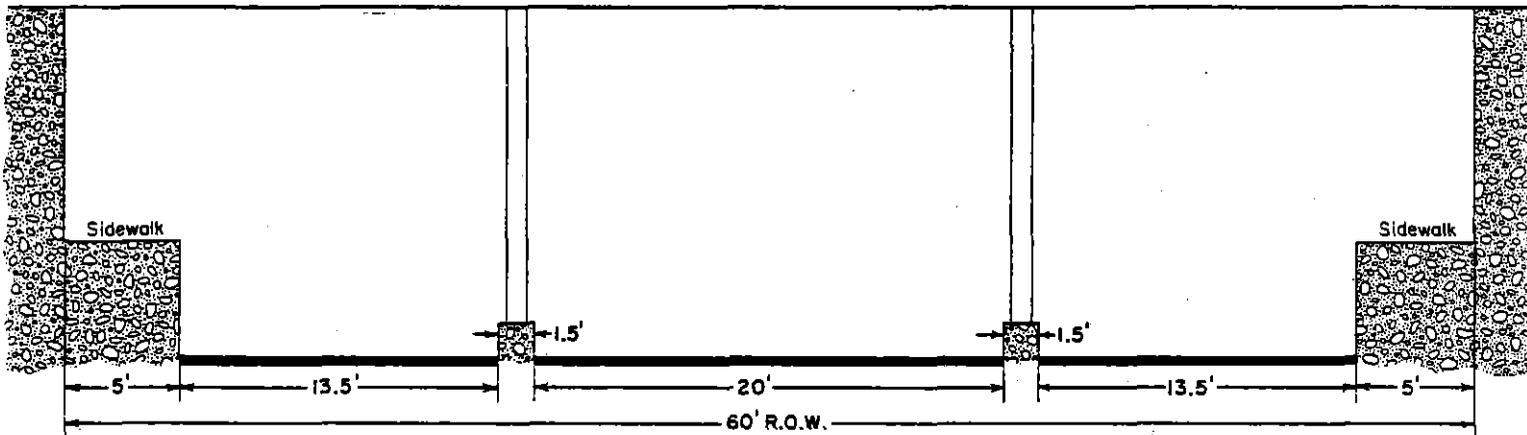
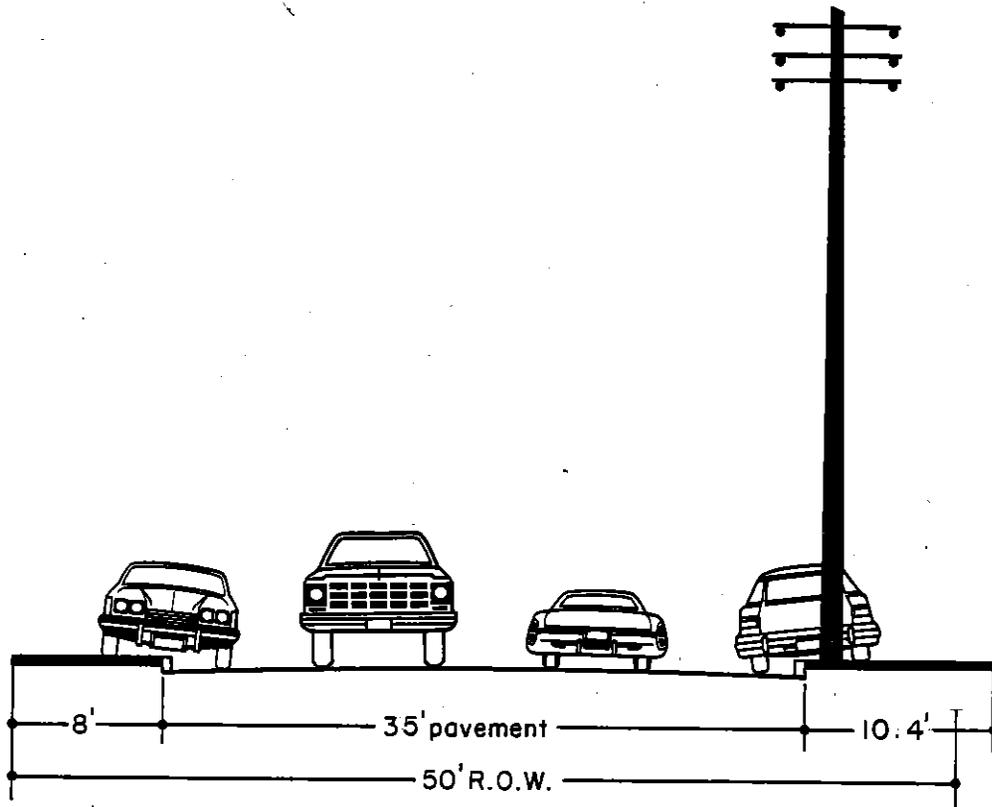


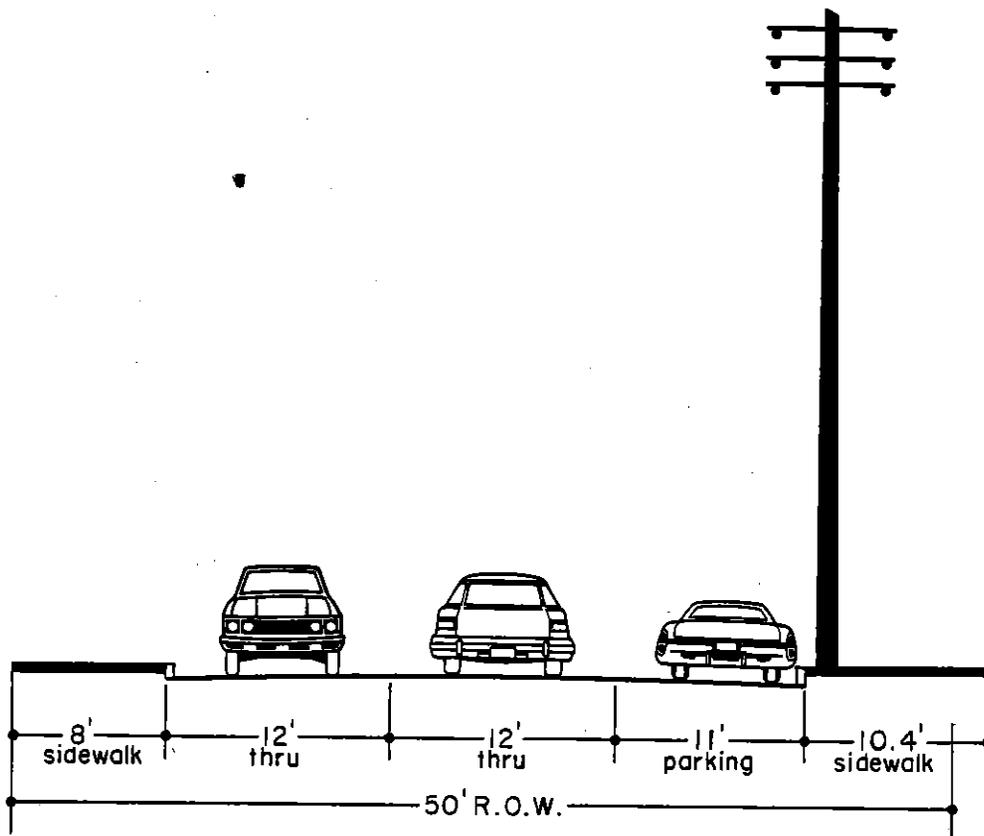
FIGURE V-6

TWENTY-SIXTH STREET

Looking North



EXISTING CONDITION



ALTERNATIVE 1

Reduce parking to only one side of street

ADVANTAGES

- cheap/use existing pavement and curbs

DISADVANTAGES

- reduce available on-street parking

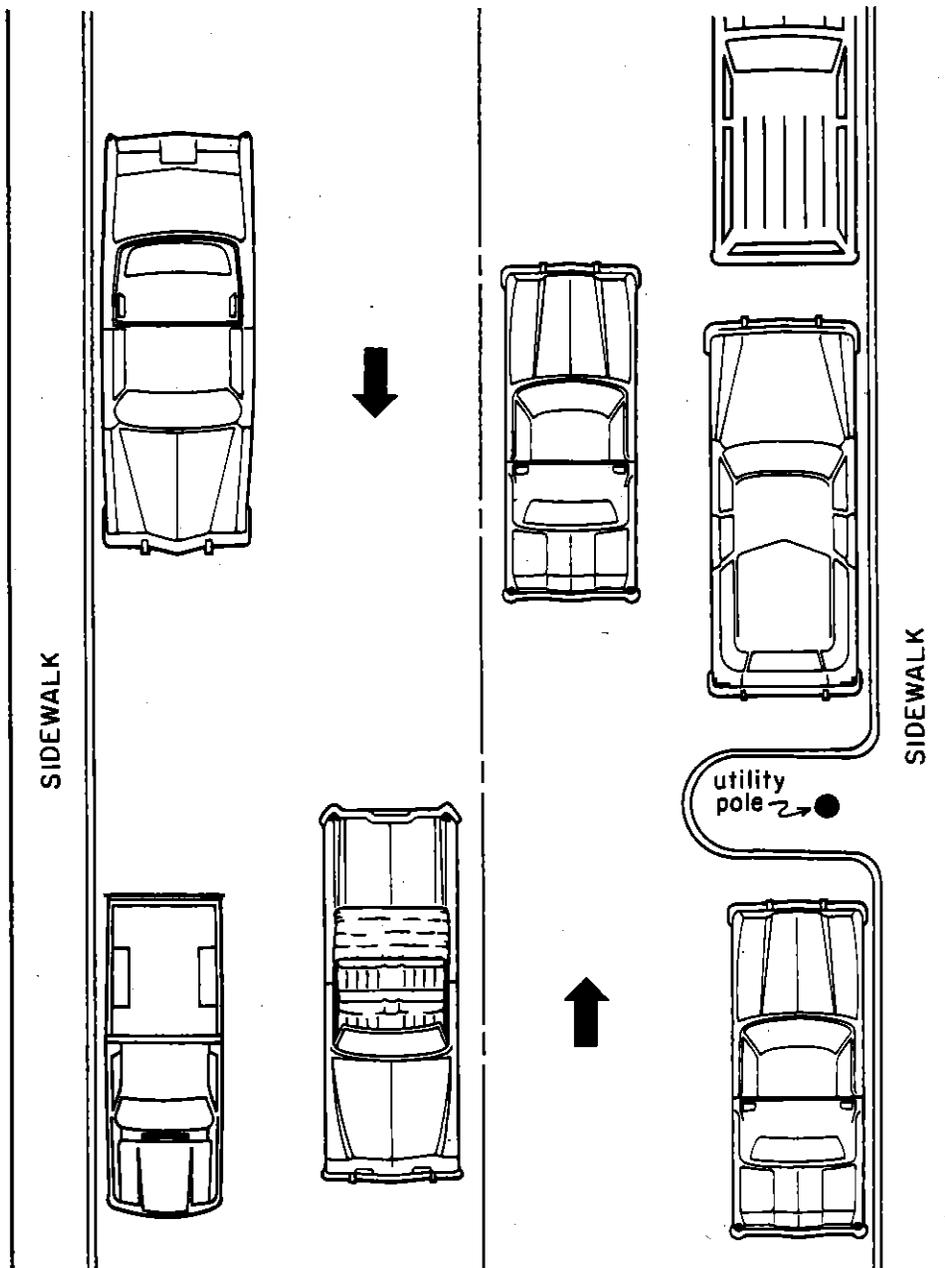
TWENTY-SIXTH STREET

ALTERNATIVE 2

DISADVANTAGES

- small sidewalks may be dangerous for pedestrians and children
- storm sewer system and inlets probably need to be relocated
- gas and water meters/lines may need to be relocated

Plan View



Cross-Section

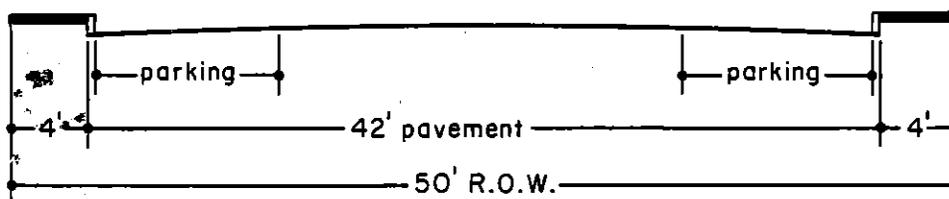


FIGURE V-8

TWENTY-SIXTH STREET

ALTERNATIVE 3

- change 26th and 25th Streets to a one-way couple between Market and Bank Streets.
- one lane thru traffic and parking on both sides.

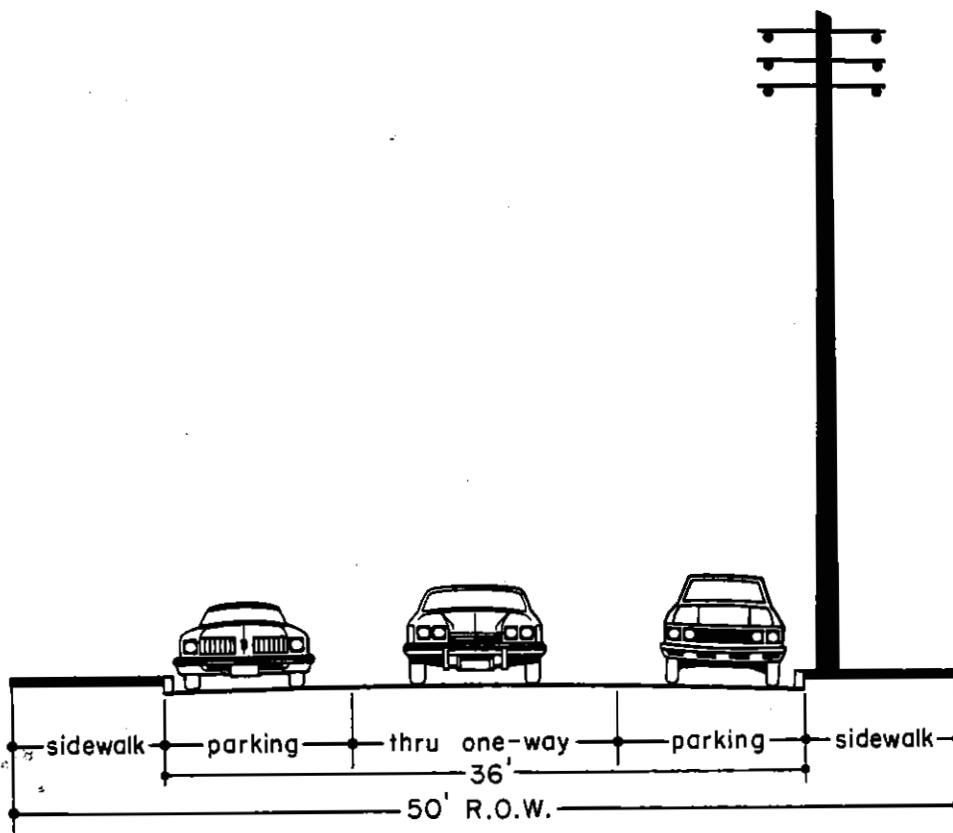
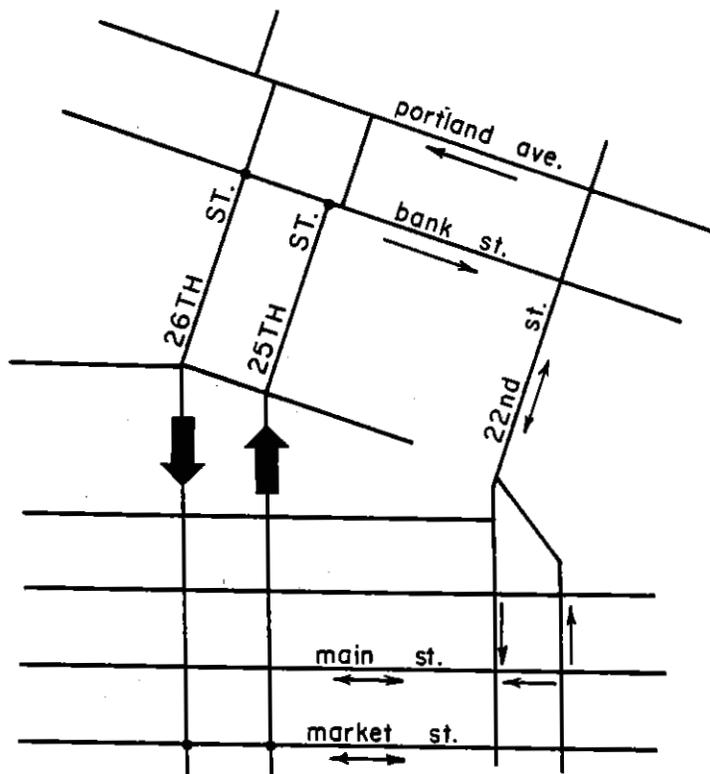
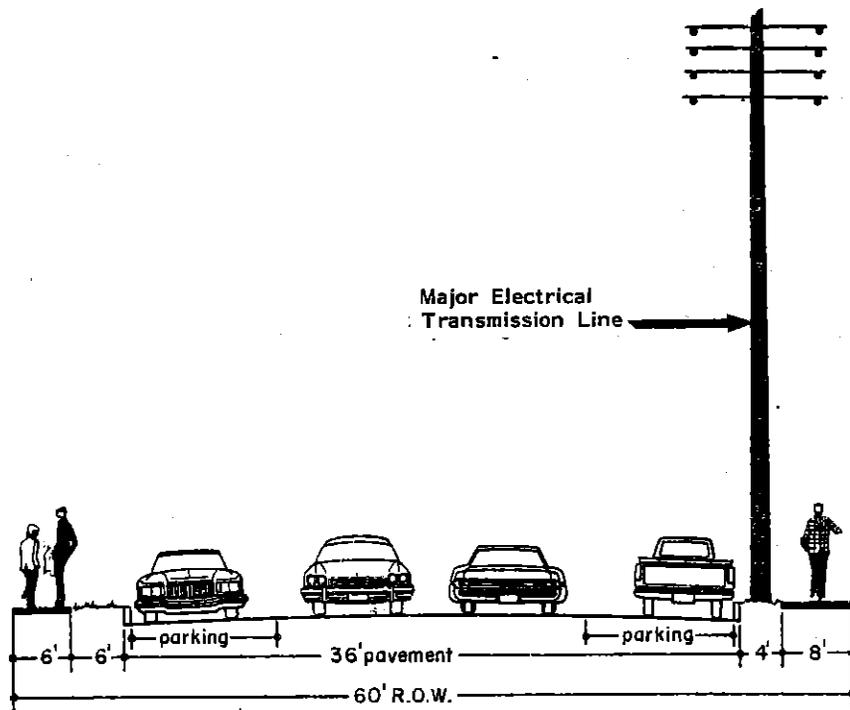
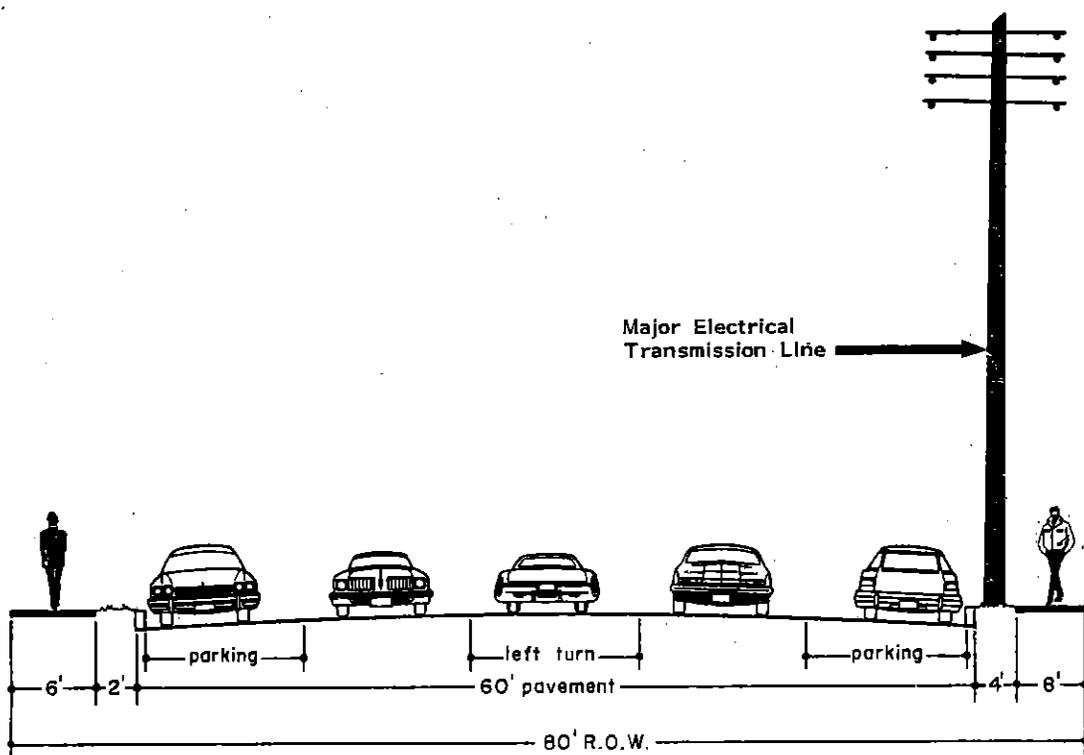


FIGURE V-9

TWENTY-SECOND STREET
Between Bank St. and Portland Ave.
Looking North



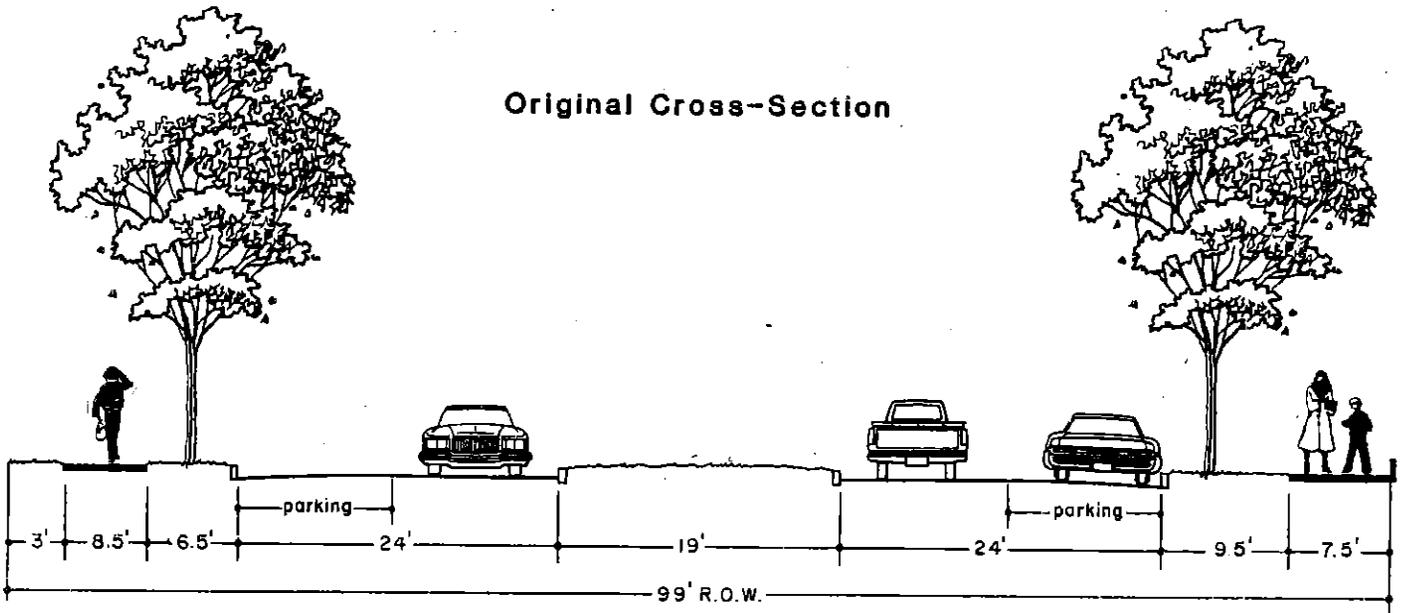
Existing



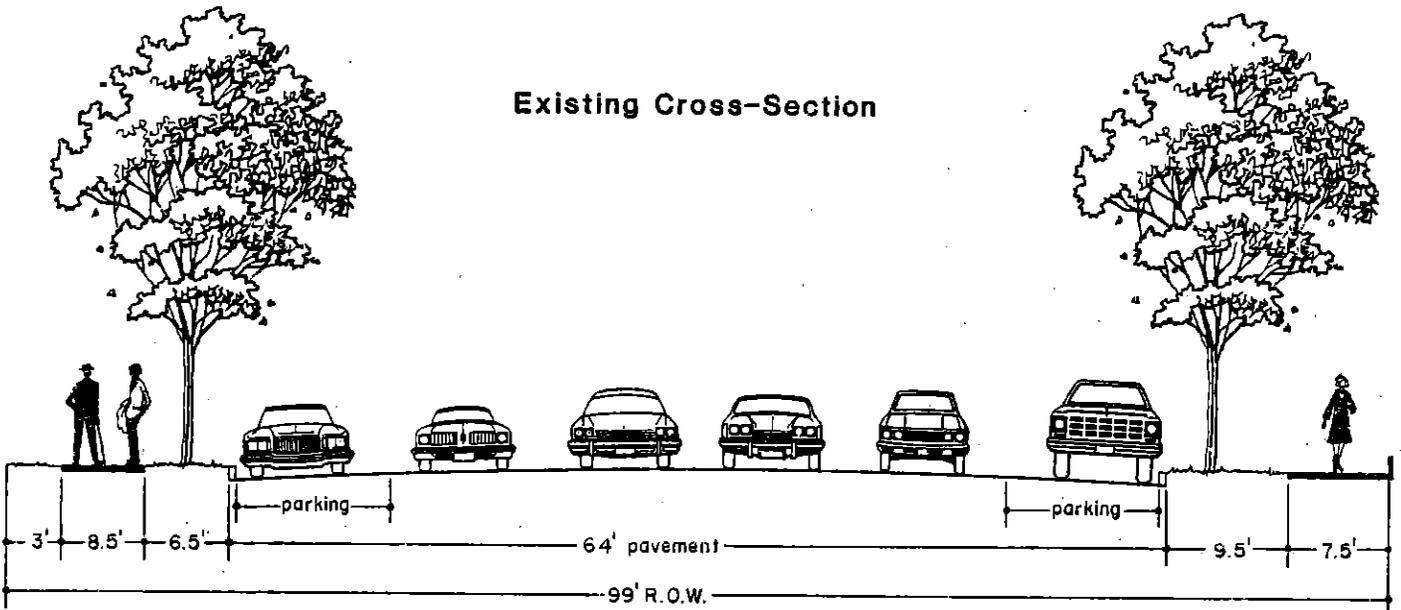
Proposed

NORTHWESTERN PARKWAY 33rd Street to 39th Street

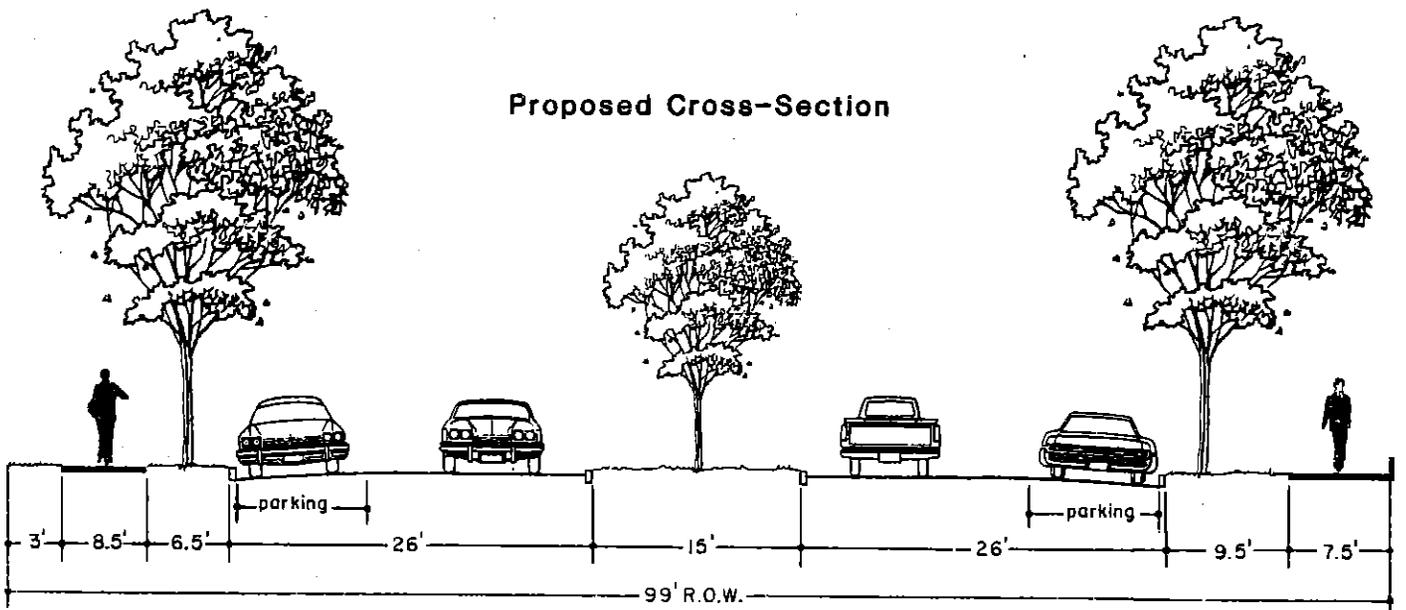
Original Cross-Section



Existing Cross-Section

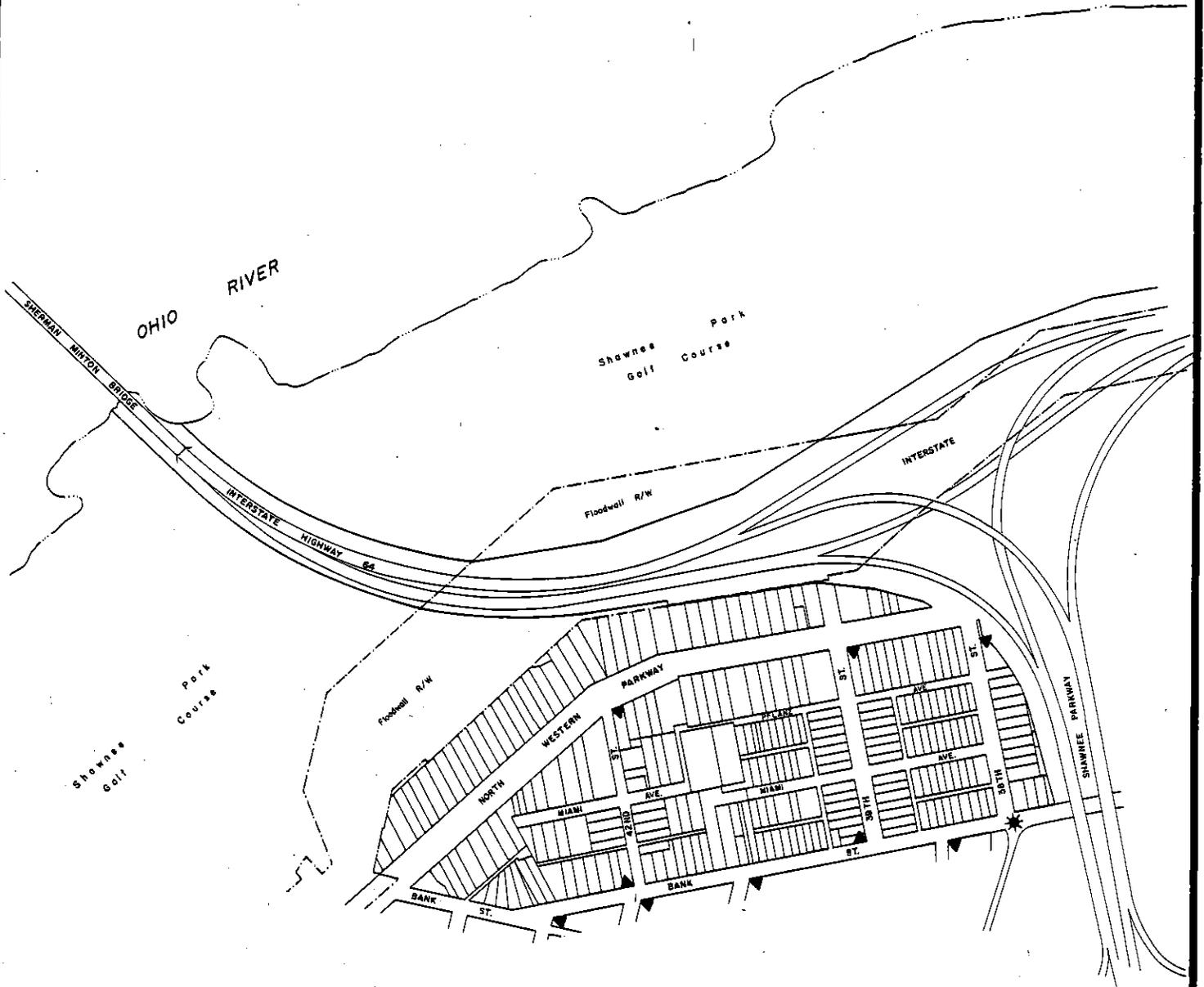


Proposed Cross-Section



**Traffic Control Devices
and Marked Crosswalks**

Figure V-12



LEGEND

Stop Signs

* Traffic Signals

○ Walk/Wait Signals

□ Marked Crosswalks
(includes school crossings)

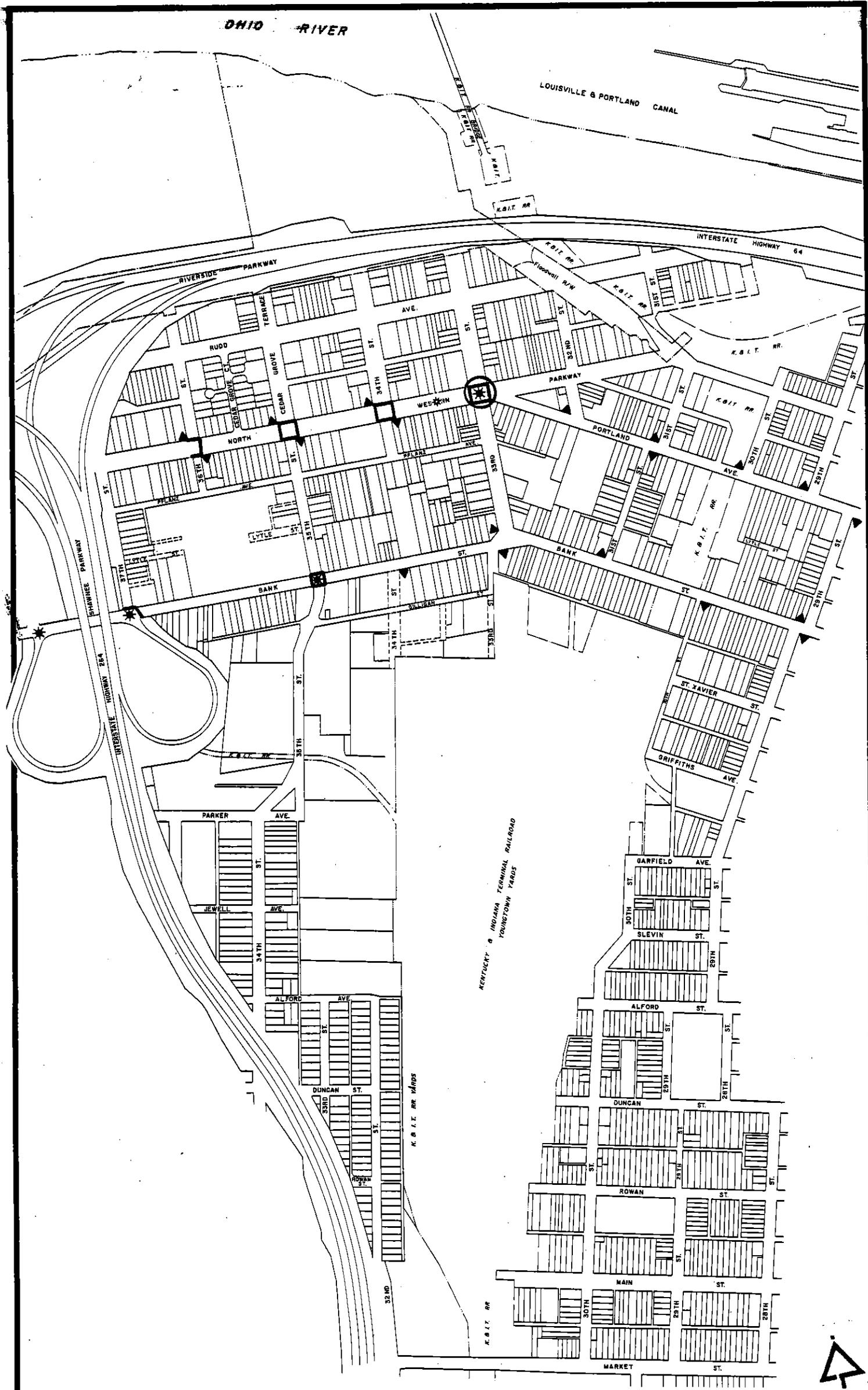
* School Zone Signals

▬▬▬▬▬ Railroad Grade Crossings

Source: Louisville and Jefferson County
Planning Commission; April, 1983.

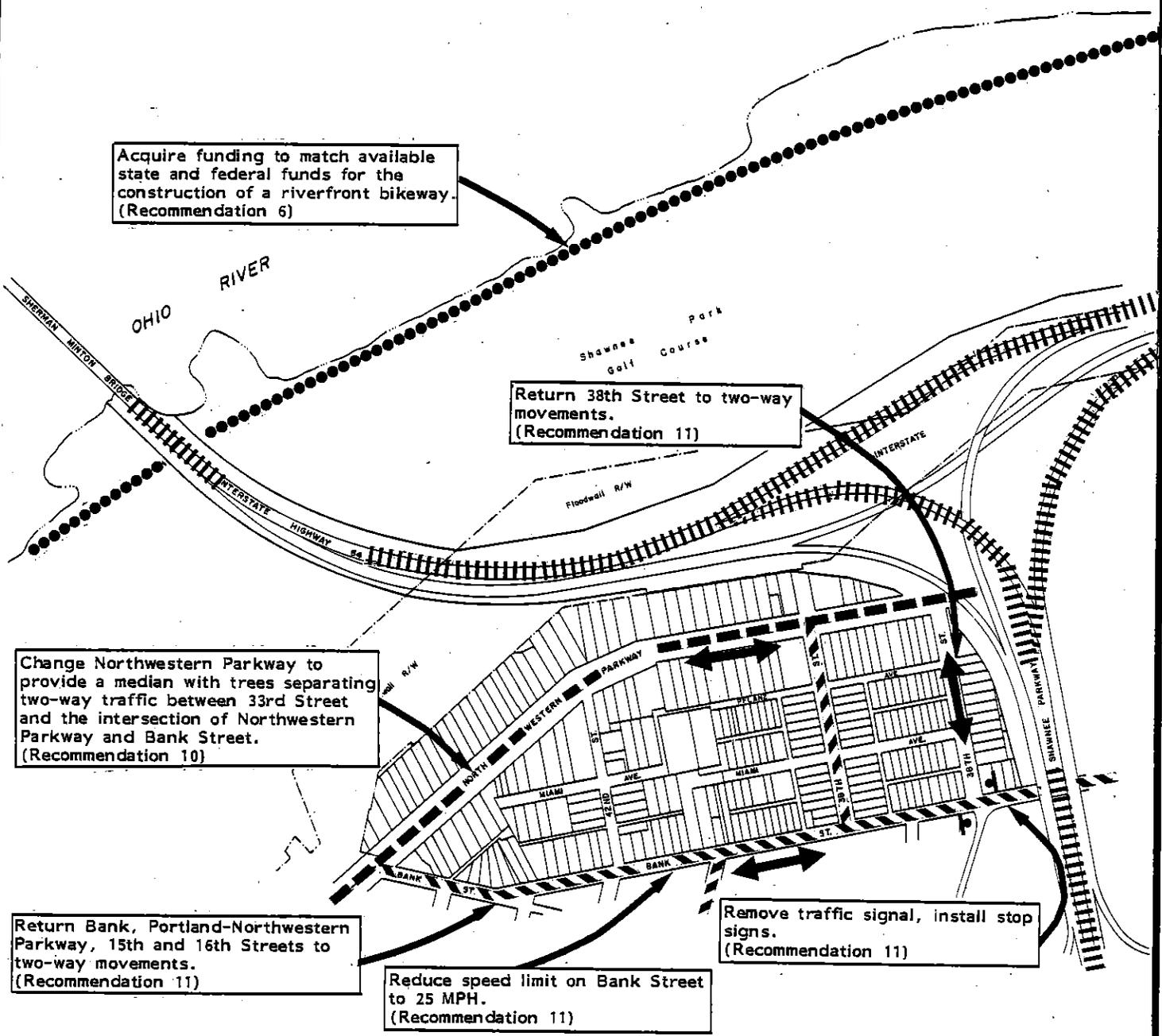
Note: Covers on the Bank-Portland
One-Way Couple and 15th-16th St.
One-Way Couple.











Acquire funding to match available state and federal funds for the construction of a riverfront bikeway. (Recommendation 6)

Return 38th Street to two-way movements. (Recommendation 11)

Change Northwestern Parkway to provide a median with trees separating two-way traffic between 33rd Street and the intersection of Northwestern Parkway and Bank Street. (Recommendation 10)

Return Bank, Portland-Northwestern Parkway, 15th and 16th Streets to two-way movements. (Recommendation 11)

Reduce speed limit on Bank Street to 25 MPH. (Recommendation 11)

Remove traffic signal, install stop signs. (Recommendation 11)

LEGEND

-  Expressway
-  Major Arterial
-  Minor Arterial
-  Collector
-  Traffic Flow
-  Stop Sign Face



OHIO RIVER

Acquire funding to match available state and federal funds for the construction of a riverfront bikeway. (Recommendation 6)

LOUISVILLE & PORTLAND CANAL

Return Bank, Portland-Northwestern Parkway to two-way movements. (Recommendation 11)

Return 37th Street to two-way improvements. (Recommendation 11)

Restrict parking near intersections where visibility is limited. (Recommendation 1)

Investigate the feasibility and costs of adding crosswalks and caution lights at several points in the neighborhood. (Recommendation 9)

Change Northwestern Parkway to provide a median with trees separating two-way traffic between 33rd Street and the intersection of Northwestern Parkway and Portland Street. (Recommendation 10)

Remove traffic signals, install stop signs. (Recommendation 11)

Reduce speed limit on Bank Street to 25 MPH. (Recommendation 11)

KENTUCKY & INDIANA TERMINAL RAILROAD YOUNGTOWN YARDS

K. & O. R.R. YARDS

K. & O. R.R.

Acquire funding to match available state and federal funds for the construction of a riverfront bikeway. (Recommendation 6)

Provide access to eastbound interstate 64 from southbound 22nd Street) (Recommendation 2)

Provide off-street parking as part of the 26th Street and Portland Avenue commercial district strategy. (Recommendation 3)

Request a study to determine whether a need exists for left-turn storage lanes at 22nd Street and Portland Avenue and 22nd and Bank Streets. (Recommendation 7)

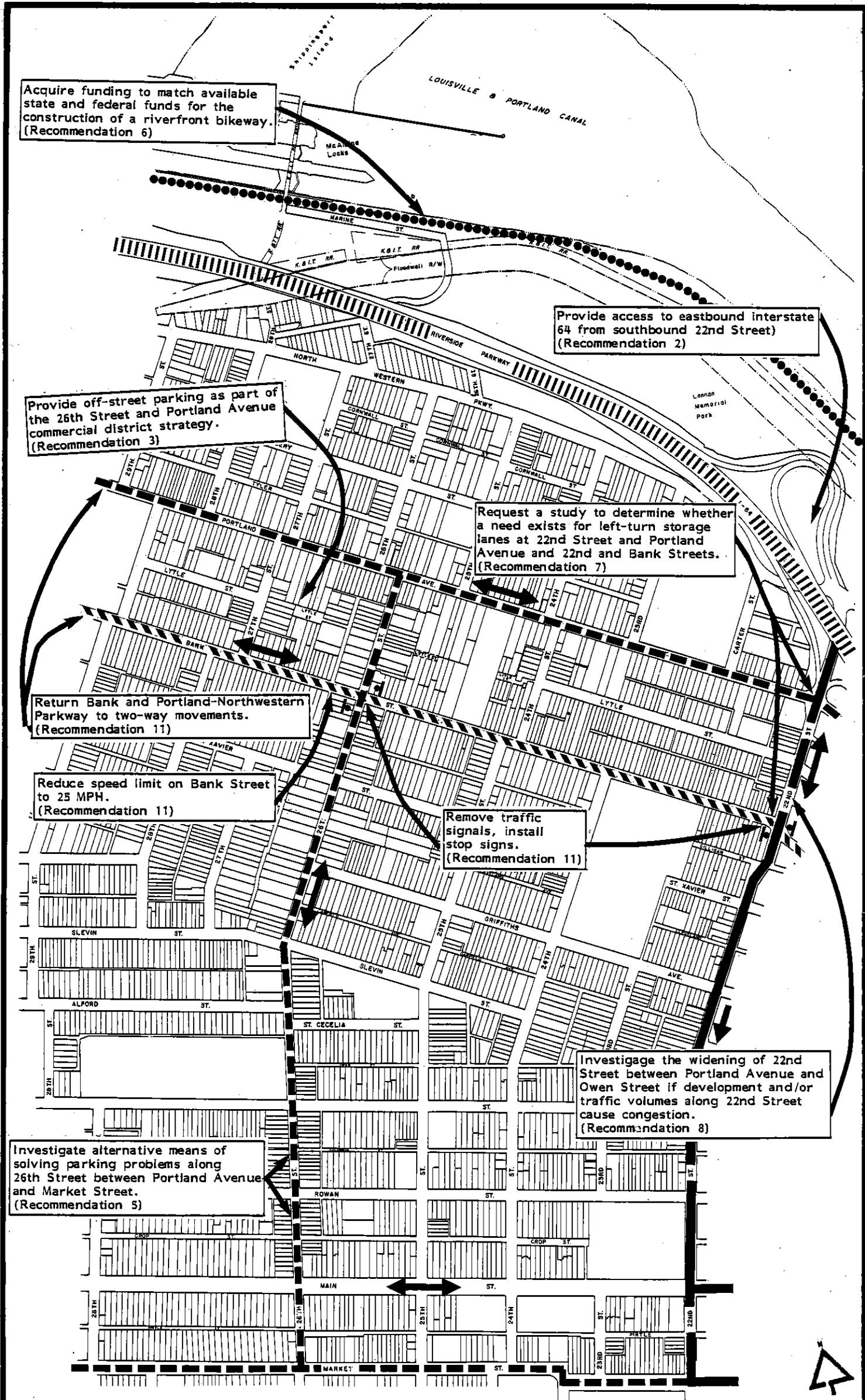
Return Bank and Portland-Northwestern Parkway to two-way movements. (Recommendation 11)

Reduce speed limit on Bank Street to 25 MPH. (Recommendation 11)

Remove traffic signals, install stop signs. (Recommendation 11)

Investigate the widening of 22nd Street between Portland Avenue and Owen Street if development and/or traffic volumes along 22nd Street cause congestion. (Recommendation 8)

Investigate alternative means of solving parking problems along 26th Street between Portland Avenue and Market Street. (Recommendation 5)



Acquire funding to match available state and federal funds for the construction of a riverfront bikeway. (Recommendation 6)

Provide access to eastbound interstate 64 from southbound 22nd Street. (Recommendation 2)

Retain traffic signal after two-way operation restored and perform traffic counts if removal is considered (Recommendation 11)

Request a study to determine whether a need exists for left-turn storage lanes at 22nd Street and Portland Avenue and 22nd and Bank Streets. (Recommendation 7)

Reduce speed limit on Bank Street to 25 MPH. (Recommendation 11)

Return Bank, Portland-Northwestern Parkway, 15th and 16th Streets to two-way movements. (Recommendation 11)

Investigate the widening of 22nd Street between Portland Avenue and Owen Street if development and/or traffic volumes along 22nd Street cause congestion. (Recommendation 8)

Remove traffic signal, install three-way stop (Recommendation 11)

Designate Main and Market Streets as east-west through truck routes east of 22nd Street and the 21st/22nd Streets one-way couple as the north-south one-way couple as the north-south truck route. (Recommendation 4)

Remove traffic signals, install stop signs. (Recommendation 11)

VI. ECONOMIC DEVELOPMENT

VI. ECONOMIC DEVELOPMENT

A. EXISTING CONDITIONS AND NEEDS

1. Current Conditions

Portland is a neighborhood of mixed land uses that includes commercial and industrial uses. Commercial facilities provide neighborhood-level services such as food and drugs, as well as community-level goods such as clothing and furniture. A variety of light to heavy industries are situated in two major areas of industrial development. There are limited amounts of vacant commercial space in the neighborhood.³⁸

On the other side of the economic picture, Portland residents are employed in all types of jobs, but most heads of households are employed as skilled, semi-skilled, clerical unskilled, sales or service workers. Many heads of households are retired or unemployed.³⁹ Manufacturing, Transportation, communications and utilities and services in Portland offered the greatest opportunity for employment in the neighborhood. (Refer to Table VI-1, "Portland Neighborhood Employment By SIC Category"; 1973.)

A total of 339 business and professional firms were located in Portland in 1978. This is a slight decrease from the total in 1976, but an increase in the number of businesses in 1977. In 1978, about 25% of the commercial structures in Portland were vacant.⁴⁰ (Refer to Table VI-5, "Portland Business Trends".)

Business establishments located in Portland are primarily non-manufacturing. Only 20 of the 339 businesses in 1978 were manufacturing firms. The number of manufacturing firms was down slightly from the previous two years, when there were 21 and 23 manufacturing firms in 1977 and 1976, respectively. The largest manufacturers are Harshaw Chemical Company and Vulcan Hart.⁴¹

Non-manufacturing businesses provide a variety of services in Portland, but there is a need for better provision of certain services. The Comprehensive Plan for Louisville and Jefferson County showed a need for an additional 442,000 square feet of shopping center space in Portland in 1978. Some local retail outlets have expanded recently, including the Kroger Store at 31st Street and Portland Avenue and the West End Supermarket. Fast food restaurants and a convenience store developed on 22nd Street near Interstate 64.

Data suggests that the type of services most needed in Portland are medical, legal and other professional services; department stores and general merchandise; motels and lodging; personal services and repair services. (Refer to Table VI-6; "Number of Persons per Business Establishment; Portland".) Many residents of the neighborhood travel to downtown Louisville to obtain professional services. Portland residents have also indicated a desire for a family restaurant in the 22nd Street area.

A survey on shopping habits conducted by the graduate geography program at the University of Louisville showed that Portland residents shop for several important commodities outside of the Portland area. Most residents shop for clothes in southern Indiana and go downtown for medical and other professional services. Portland residents eat out in southern Indiana, downtown and south-end restaurants. A breakdown of estimated personal consumption expenditures for Portland by retail classification for 1980 is presented in Table VI-2.

Residents shop for many goods outside of the neighborhood, either because such goods are not available in Portland or because of the perception of lower quality of some neighborhood commercial establishments. (Refer to Table VI-3, "1980 Retail Estimate: Portland.") In order to adequately provide desired goods and services to Portland inside their own neighborhood, neighborhood commercial facilities and the perception of these facilities need to be upgraded. The area around 26th Street, Portland Avenue and Bank Street has long been the commercial center for the neighborhood. However, many

commercial buildings in this area are in disrepair and do not attract shoppers. A facelift for the area and a reinforcement of the area's role as a neighborhood commercial center are needed.

Recently, there has been a push for commercial development in the block of 22nd Street between Portland Avenue and Bank Street. This development has been primarily highway-service oriented. Portland neighborhood organizations should monitor development in this area and take any necessary action to protect the 22nd Street area from improper development. Portland groups also need to decide what businesses they would like to have in the 22nd Street area and attempt to attract these businesses.

Economic development involves not only the manufacture and provision of goods and services, but also the provision of jobs and employment opportunities. The jobless rate among heads of households in Portland is slightly over 20%, similar to the percentage in Louisville. This percentage is down slightly from the previous two years. Nearly 30% of the household heads in Portland are retired. This percentage is also lower than in previous years. However, taken together the number of household heads either retired or unemployed is over 50% of the total household heads.⁴² Nearly 64% of Portland's households are lower-income households.⁴³ There is a need for the creation of new jobs in the neighborhood to reduce the number of unemployed heads of households and improve the standard of living of many area households. Other economic characteristics of Portland residents are shown in Table VI-4.

Many businesses and industries in Portland may want to improve their establishment by expanding or improving their facilities. Large amounts of land are zoned for commercial or industrial uses. Many homes are located in these commercial and industrial zones and as a result a zone change proposal has been prepared. This proposal seeks needs to take into account the economic development needs of residents and businesses in Portland.

2. Summary of Needs

- a. There is a need to revitalize Portland's neighborhood commercial district in the area of 26th Street, Portland Avenue and Bank Street. Vacant commercial buildings should be reused and occupied buildings need rehabilitation. The revitalized neighborhood business center should meet the area's current need for goods and services.
- b. High unemployment figures and poor economic conditions in the neighborhood indicate a need to attract jobs and industries that would provide employment opportunities for area residents.
- c. There is a need for a zoning pattern that reflects the desired future land use pattern in Portland. Residential and commercial non-conforming uses should be eliminated, but an adequate amount of industrially and commercially zoned land should be retained to allow for economic development activities.
- d. A need continues to exist to provide a better climate for businesses and to provide incentives for new businesses to locate in Portland.
- e. Residents need opportunities to buy essential goods and services without leaving the neighborhood. The greatest need is for private doctors and other professional services. There is also a need for clothing stores. Residents also have to travel outside the neighborhood for sit-down restaurants and movies.
- f. Residents and neighborhood groups need to monitor development in the 22nd Street area to assure that this development is not harmful or undesirable.

- g. Finally, there is a possible need for additional shopping center floor area in western Louisville as of 1975.⁴⁴

3. Government and Non-government Actions

In 1972 a portion of the Portland neighborhood was designated as a Neighborhood Development Program (NDP) area and was administered by the local Urban Renewal agency. Since then the area has been made a Community Development Neighborhood Strategy Area (NSA). Significant funding has been made and improvements have occurred to this portion of Portland.

In addition to Community Development funds, financial aid for neighborhood business is also available under public programs of the Small Business Administration (SBA). Leveraging SBA funds with Community Development monies can be effective in declining neighborhoods, especially if done as part of a comprehensive redevelopment plan including housing and commercial rehabilitation. Further, the neighborhood commercial/industrial uses in Portland can draw on the Louisville Economic Development Corporation (LEDCO) the Economic Development Office (EDO) and the Minority Venture Capital Corporation (MVCC) for assistance under the City Neighborhood Business Revitalization Program. This program is intended to provide loans and industrial revenue bonds for industrial job expansion, revitalizing neighborhood commercial strips - including rehabilitation of existing uses and construction of new facilities - and provide venture capital for new business enterprises, especially those which are minority owned.

B. PROJECTED ECONOMIC DEVELOPMENT CONDITIONS UNDER EXISTING POLICIES

1. Trends in Commercial and Industrial Development and Disinvestment

Portland has seen a decline in population during the past three decades⁴⁵ and, with the decline in population, there has been a decline in the vitality of neighborhood businesses. The former commercial center of Portland, at 26th and Portland Avenue, now contains several vacant storefronts and marginal businesses. In 1978, nearly 24% of all commercial structures were vacant.⁴⁶ If nothing is done to revitalize this area as a neighborhood commercial service center, it will continue to decline and cause a blighting influence on remaining healthy businesses.

New investment in Portland aimed at providing needed services for residents is occurring while the old business district declines. Just around the corner from 26th Street and Portland Avenue, at 26th and Bank Streets, Portland Federal Savings and Loan has opened a new branch. Across the street is the remodeled First National Bank branch and a new Arch L. Heady Funeral Home.

Another developing area is at 22nd Street and Portland Avenue where there are two recently built fast-food franchises and a Convenient Market. Local developers have also expressed an interest in redeveloping a warehouse at 22nd and Rowan Streets as a shopping center.

The provision of services for area residents appears to be improving. But without careful planning and an effort to save the old Portland commercial district, the future of neighborhood commercial establishments is uncertain. Around 26th Street, continued deterioration of storefronts and inventories may have a negative impact on existing businesses. Continued deterioration may also discourage new investors. Disorderly development near 22nd Street and I-64 will result in an unsightly commercial strip that does not provide the type of services residents need.

Industrial operations in Portland have remained stable for the most part.⁴⁷ In 1978, there were twenty-one manufacturing firms in Portland, an increase of one over the previous year and a net decrease of two such operations since 1976. Several area industries have expanded recently, including Grossman Sales, Stratton and

Terstegge and Harshaw Chemical Company. Future industrial development and expansion in Portland will depend in part on the availability of industrially zoned property or vacant property suitable for industrial development. Improperly planned industrial expansion could result in negative effects on some residential areas. Under present zoning and governmental policies, industrial uses could encroach further into residential areas.

The provision of employment opportunities is as essential to neighborhood economic development as the provision of commercial services or recruiting and retaining industries. Unemployment figures for Portland for 1976 through 1978 show a decrease in the percentage of unemployed residents.⁴⁸ The percentage of unemployed heads of households is still over 20%, however.

Educational levels indicate that unemployment will continue to be a problem in the future.⁴⁹ Existing job training programs might contribute a decrease in unemployment, but any such decrease would probably be very slight and additional efforts would be necessary to provide jobs for those who are able to work.

2. Goals and Policies for Future Economic Development Activities

GOAL: Revitalize Portland's neighborhood economy. Provide adequate commercial services and enhance job opportunities in the area.

POLICIES:

- Provide public improvements to encourage rehabilitation of commercial areas.
- Assist in the coordination of funding programs from government and private sources for the rehabilitation of commercial buildings.
- Encourage maximum merchant participation in commercial revitalization efforts.
- Attract new business and industries that would provide needed services and employment opportunities for area residents.
- Retain an adequate amount of industrially and commercially zoned land to allow for economic development and job opportunities.
- Create an attractive investment environment and continued to promote a good climate for businesses in Portland.
- Establish job training programs inside the neighborhood and encourage neighborhood businesses to hire locally.

C. RECOMMENDATIONS

The Economic Development recommendations overlap other areas in the Portland Neighborhood Plan. The recommendations pertaining to the 26th Street and Portland Avenue business district, the 22nd Street interchange and the re-use of commercial buildings can be found in the Land Use section of this plan. Recommendations regarding job training and unemployment can be found in the socio-economic and social services section of the plan.

VI. ECONOMIC DEVELOPMENT

Figures and Tables...

TABLE VI-1: PORTLAND NEIGHBORHOOD EMPLOYMENT
BY SIC CATEGORY; 1973

Census Tract	1	2	3	4	5	21	22	23	Total
SIC Grouping									
1 Construction	0	16	18	0	0	0	34	44	112
2-3 Manufacturing	0	28	705	0	145	0	763	421	2,062
4 Transportation, Communications and Utilities	0	756	0	0	0	0	124	133	1,013
50 Wholesale Trade	0	12	0	0	44	0	84	265	405
51-59 Retail Trade	0	149	0	26	31	36	33	134	409
6 Finance Insurance Real Estate	0	8	0	0	0	0	0	0	8
7-9 Services	74	75	21	141	103	109	303	184	1,010
Total	74	1,044	744	167	323	145	1,341	1,181	5,019

Source: 1973 Employment Information Classified by
SIC Code and allocated to Census Tract.

TABLE VI-2: ESTIMATED PERSONAL CONSUMPTION EXPENDITURES FOR PORTLAND
BY RETAIL CLASSIFICATION; 1980

Census Tract	Total Personal Consumption Expenditure	Durable Goods			Non-Durable Goods				Services
		Total	Motor Vehicles and Parts	Furniture and Household Equipment	Total	Food	Clothing	Gasoline	Total
1	\$3,801,423	\$ 516,994	\$ 220,483	\$ 205,277	\$1,520,569	\$ 752,682	\$ 239,490	\$ 193,873	\$ 1,767,662
2	8,511,309	1,157,538	493,656	459,611	3,404,524	1,685,239	536,212	434,077	3,957,759
3	1,524,691	207,358	88,432	82,333	609,876	301,889	96,056	77,759	708,981
4	1,992,087	270,924	115,541	107,573	796,835	394,433	125,502	101,596	926,321
5	6,132,514	834,022	355,686	331,156	2,453,006	1,214,238	386,348	312,758	2,851,619
21	13,048,045	1,774,534	756,787	704,594	5,219,218	2,583,513	822,027	665,450	6,067,341
22	5,131,647	697,904	297,636	277,109	2,052,659	1,016,066	323,294	261,714	2,386,216
23	10,209,560	1,388,500	592,154	551,316	4,083,824	2,021,493	643,202	520,688	4,747,445
Total	\$50,351,276	\$6,847,774	\$2,920,374	\$2,718,969	\$20,140,510	\$9,969,553	\$3,172,130	\$2,567,915	\$23,413,343

Notes: Categories may include expenditures under totals not listed separately. For an explanation of the estimates of expenditures by retail classification refer to Appendix IV: Growth in Income. Totals of columns may not add up exactly due to rounding.

Source: Louisville and Jefferson County Planning Commission.

TABLE VI-3: 1980 RETAIL ESTIMATE; PORTLAND

Census Tract	1980 Population (within Portland)	1980 Per Capita Income	1980 Personal Consumption Expenditure	
			Per Capita	Total
1	809	\$6,017	\$4,699	\$3,801,423
2	2,200	4,954	3,869	8,511,309
3 pt.	429	4,551	3,554	1,524,691
4 pt.	466	5,474	4,275	1,992,087
5	1674	4,691	3,663	6,132,514
21	3,737	4,471	3,492	13,048,045
22	2,004	3,279	2,561	5,131,647
23	3,504	3,731	2,914	10,209,560
Total	14,823	\$4,350	\$3,397	\$50,351,276

Notes: Population is actual 1980; Per capita income (PCI) is an 8.1% inflation of 1979 PCI and; Personal consumption expenditure is based on the average amount of PCI expended for personal consumption 1972-1979 (78.094%) from Economic Indicators (April 1980).

TABLE VI-4: 1970 ECONOMIC CHARACTERISTICS OF PORTLAND RESIDENTS
(CENSUS TRACT TOTALS)

Census Tract	Families	1969 Mean Family Income	Unrelated Individuals	1969 Mean Income of Unrelated Individuals	Total* Population	1969 Per Capita Income
1	299	\$8,682	130	\$3,363	1,133	\$2,677
2	703	6,554	205	2,243	2,913	1,740
3	506	7,981	111	2,232	2,097	2,044
4	1,482	10,420	342	3,521	5,598	2,974
5	533	7,884	166	2,329	2,138	2,146
21	1,118	8,268	431	2,609	4,771	2,173
22	700	5,796	217	2,377	2,739	1,670
23	1,250	6,160	471	2,747	5,234	1,718
<hr/>						
Census Tracts Total	6,591	\$7,872	2,073	\$3,550	26,623	\$2,162
Jefferson County	177,015	\$11,282	53,629	\$4,096	695,055	\$3,189
Louisville	91,644	\$9,980	41,441	\$3,817	361,472	\$2,968

*Includes persons outside the Portland area.

Source: 1970 Census of Population and Housing: Census Tracts and Planning Commission

TABLE VI-5: PORTLAND BUSINESS TRENDS

	<u>1976</u>	<u>1977</u>	<u>1978</u>
Total Business & Professional Firms	346	331	339
Net Change in Past Year	+5	-16	+8
Total Non-Manufacturing Firms	323	310	319
Net Change in Past Year	+4	-13	+9
Total Manufacturing Firms	23	21	20
Net Change in Past Year	+1	-2	-1
Percent Commercial Structures	6.75%	7.81%	7.85%
Percent Commercial Vacancies	21.3%	25.4%	24/3%
Percent Commercial Units With Change of Occupancy	N/A	32.9%	22.6%

Source: R. L. Polk, Profiles of Change; 1978

TABLE VI-6: NUMBER OF PERSONS PER BUSINESS ESTABLISHMENT; PORTLAND

	<u>PORTLAND</u>	<u>LOUISVILLE</u>
1. Personal Services	449 ppb*	377 ppb*
2. Repair Services	799	695
3. Automotive and Service Stations	799	659
4. Motels and Lodging	none	7462
5. Amusement and Recreation	1331	1525
6. Retail Food**	386	744
7. Eat and Drink	428	421
8. Department Stores and General Merchandise	1498	1296
9. Medical and Health	2995	331
10. Legal Services	11985	459
11. Insurance, Real Estate and Finance	798	183

*ppb = persons per business

**The amount of square footage of floor space for retail food sales is not as high as these numbers would suggest. There are many small corner groceries in Portland that increase the number of businesses but do not provide a large amount of floor sales space.

Source: Portland Neighborhood Plan; March, 1981