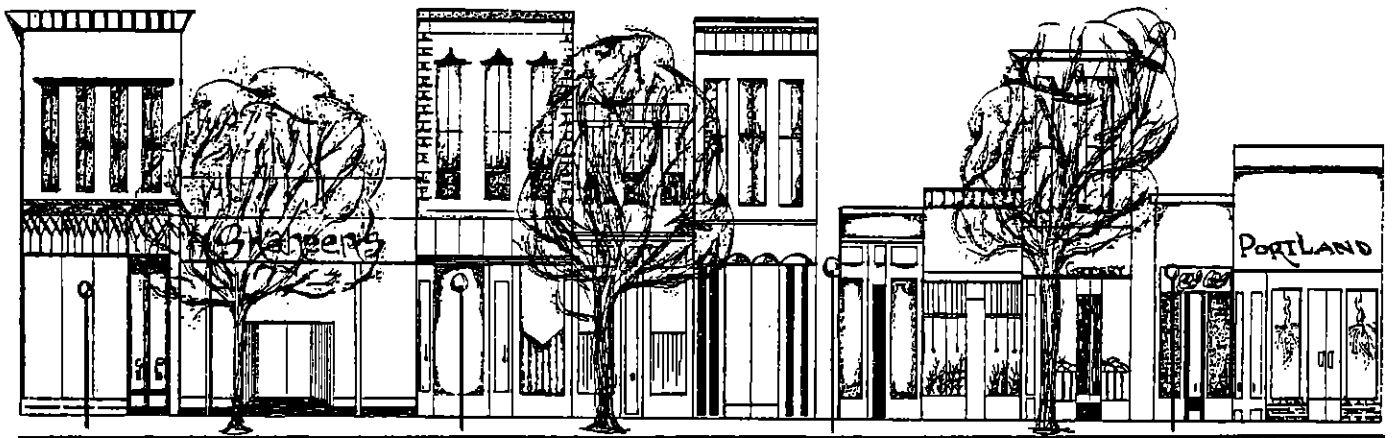
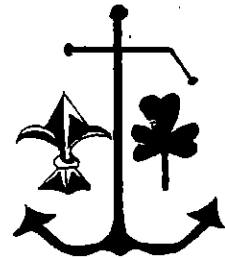


# A SUMMARY

## Portland neighborhood Plan



Due to reductions in the annual Community Development Entitlement and the uncertainty of future funding, neighborhoods should not depend on CD grants as their primary/or only source of funds to implement projects stated in the Ordinance 22, Neighborhood Plans. Ordinance 22 establishes a guide in the development of City-wide plans and strategies, the review of policy, the allocation of resources, and is utilized as official planning evidence in the review of zoning change proposals. Neighborhoods need to maximize their efforts to obtain implementation funds through private enterprise actions combined with public sector funds. Although the document should be used as a guide, it does not bind the Community Development Cabinet or the Board of Aldermen to any specific commitment of funds.

# A SUMMARY

## 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.

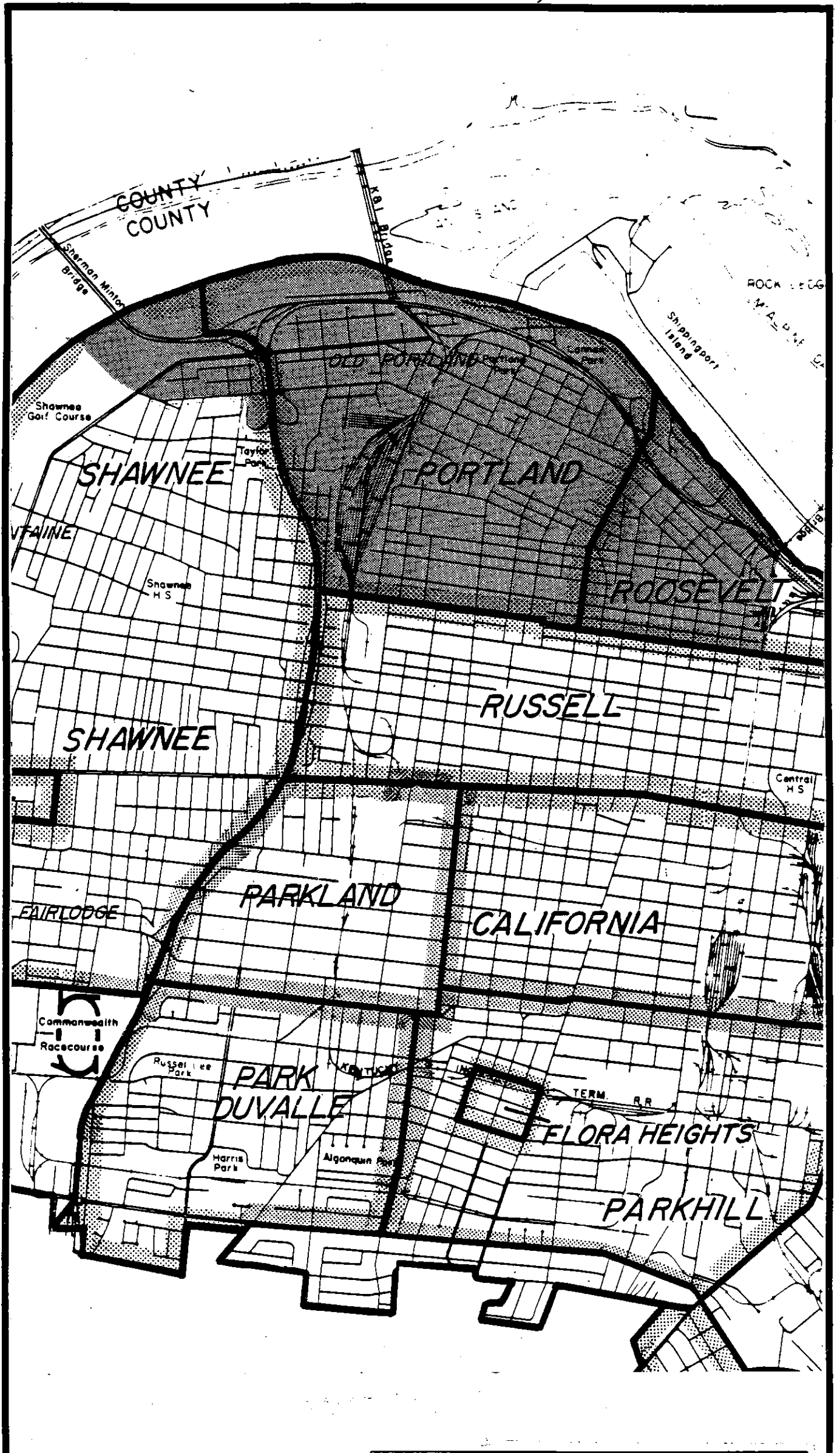
The preparation of this document was financed in part with federal Housing and Community Development funds.

June, 1983

LOUISVILLE & JEFFERSON COUNTY  
PLANNING COMMISSION

909 FISCAL COURT BUILDING, LOUISVILLE, KENTUCKY 40202 502-581-6230





## 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 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.

March 10, 1983

PORTLAND NEIGHBORHOOD PLAN

MAJOR CHANGES TO ORIGINAL DRAFT

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.

## 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

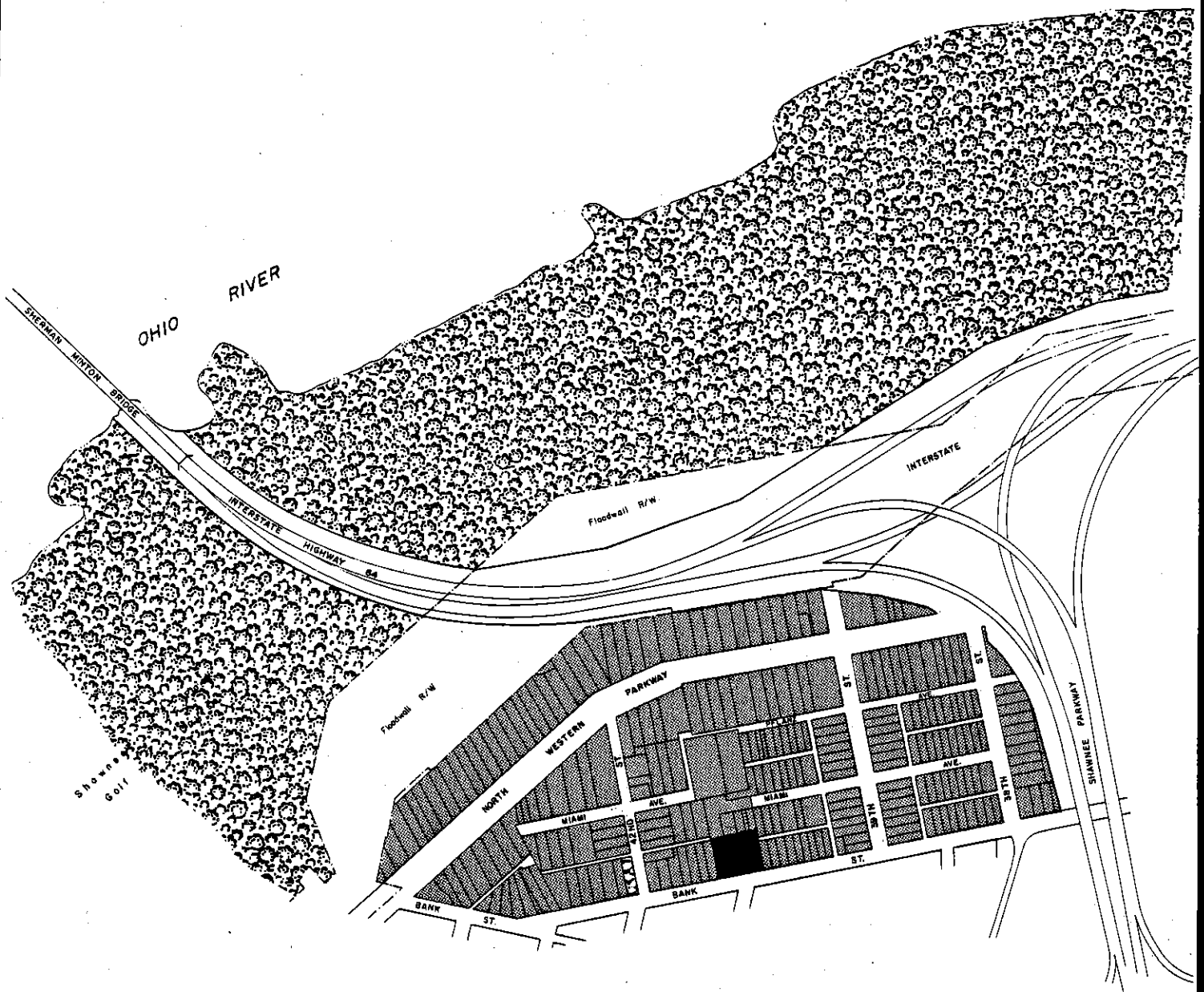
GOAL: Insure that Portland is provided with adequate and responsible law enforcement, fire protection, waste removal, street cleaning and other public services.

- 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.



**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



OHIO RIVER

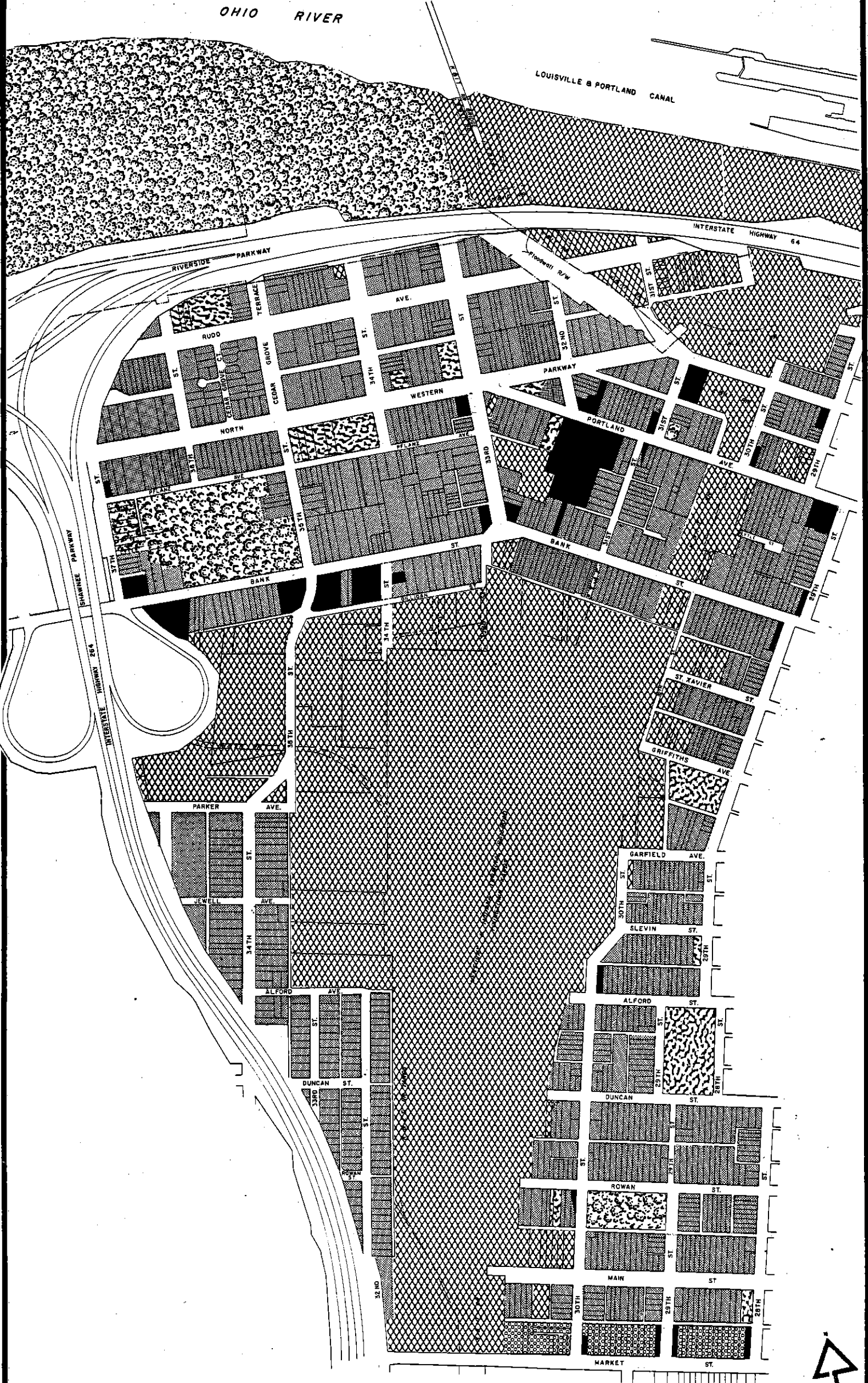
LOUISVILLE & PORTLAND CANAL

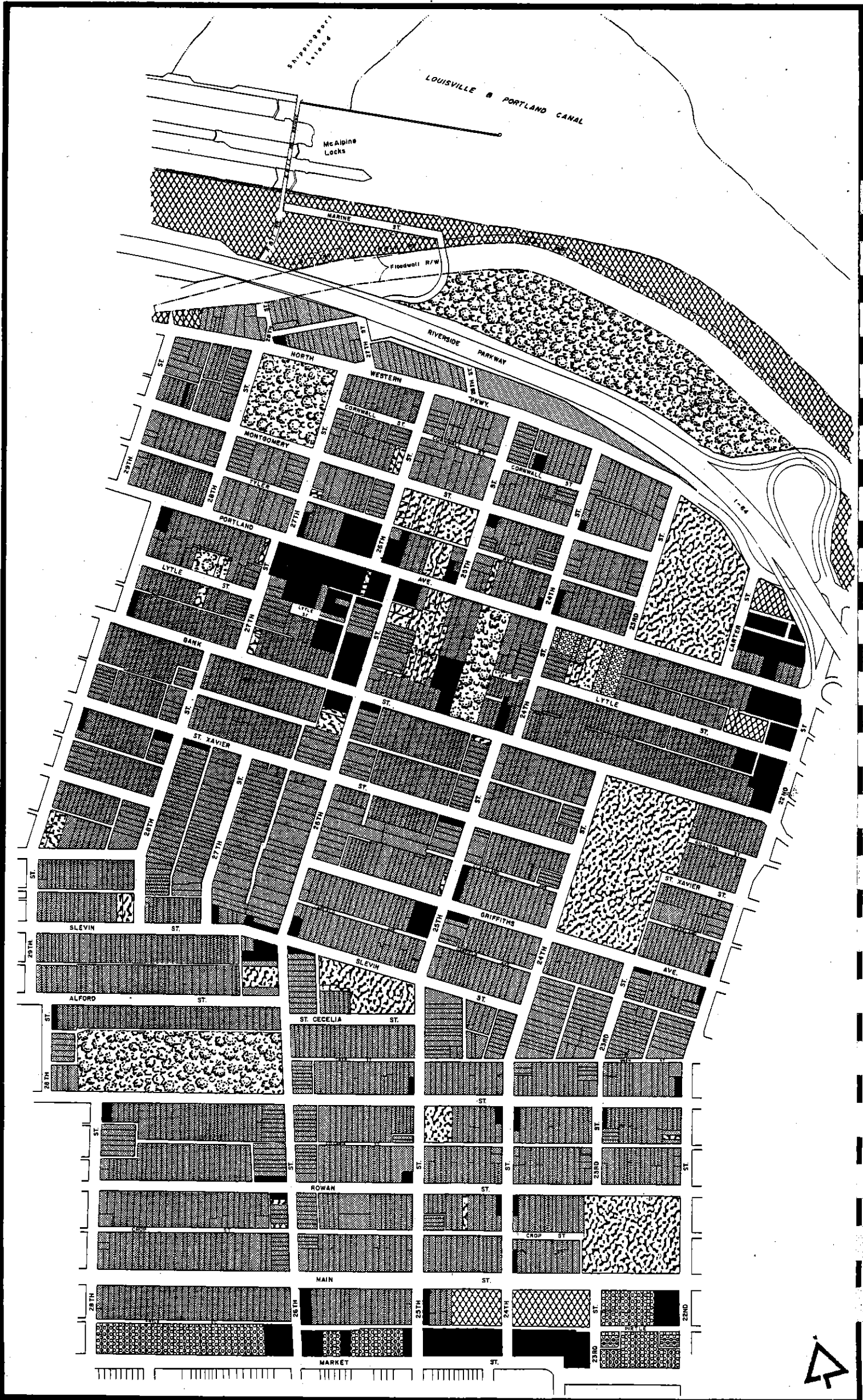
INTERSTATE HIGHWAY 64

RIVERSIDE PARKWAY

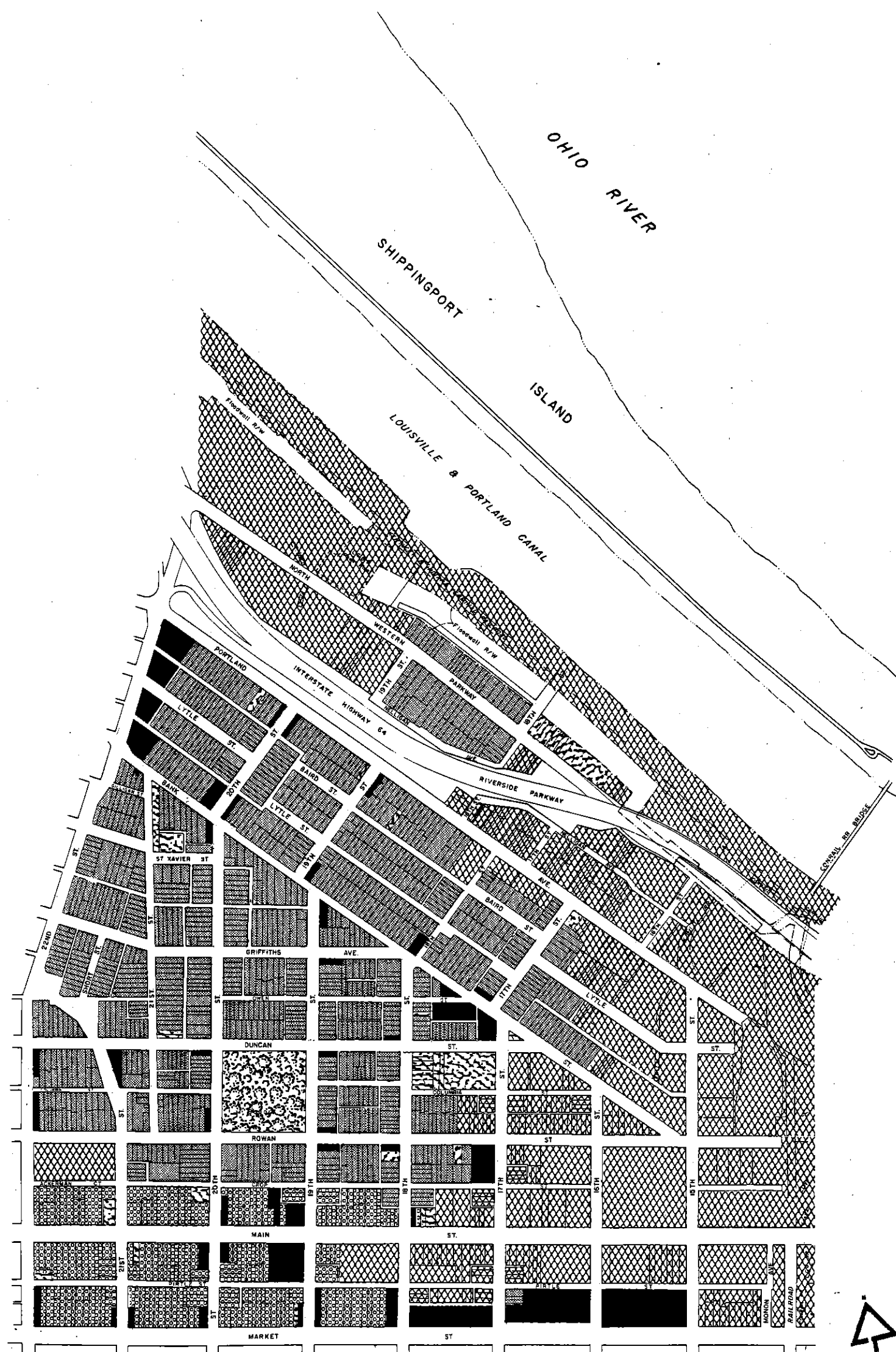
SPARWINE PARKWAY

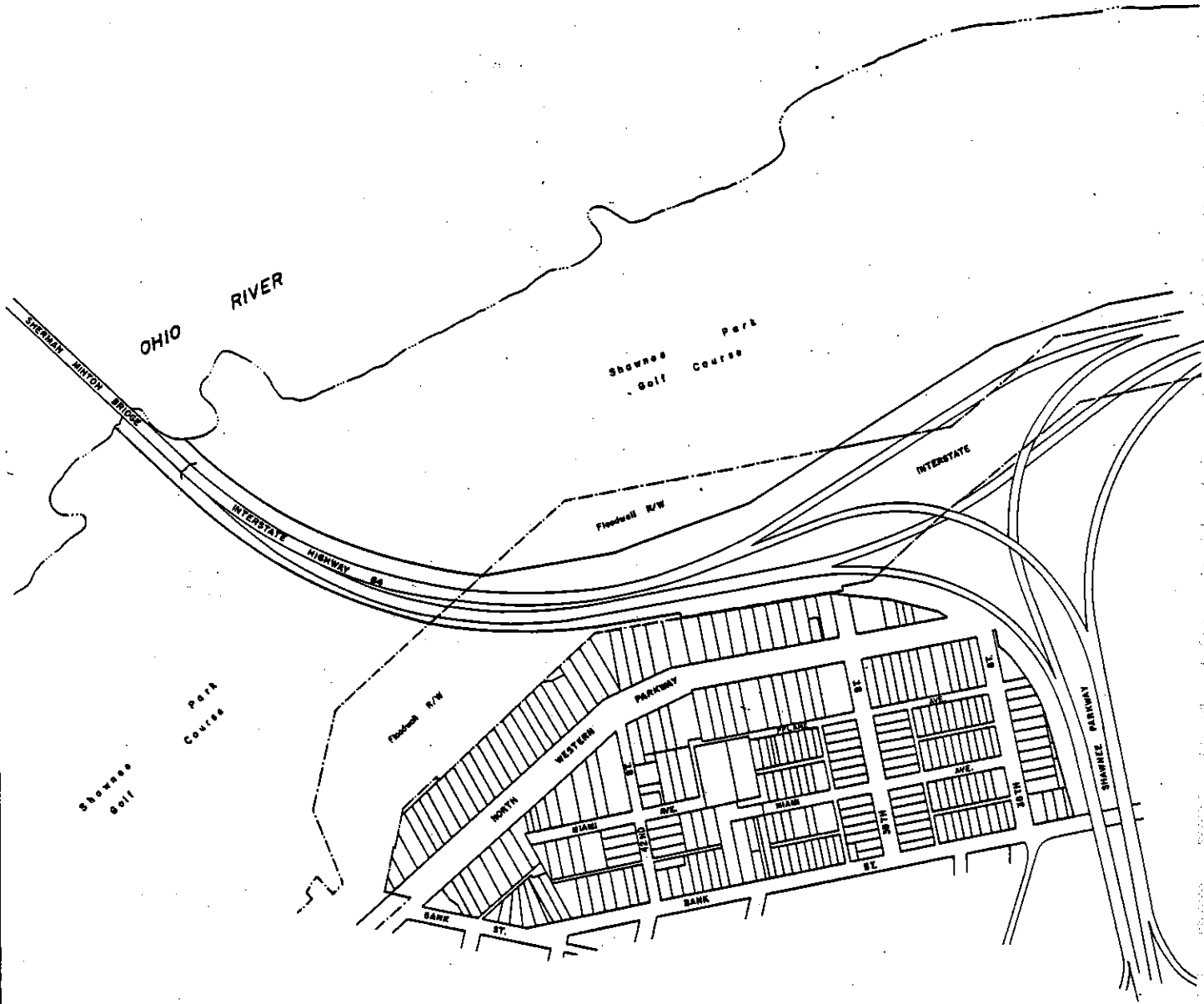
INTERSTATE HIGHWAY 263





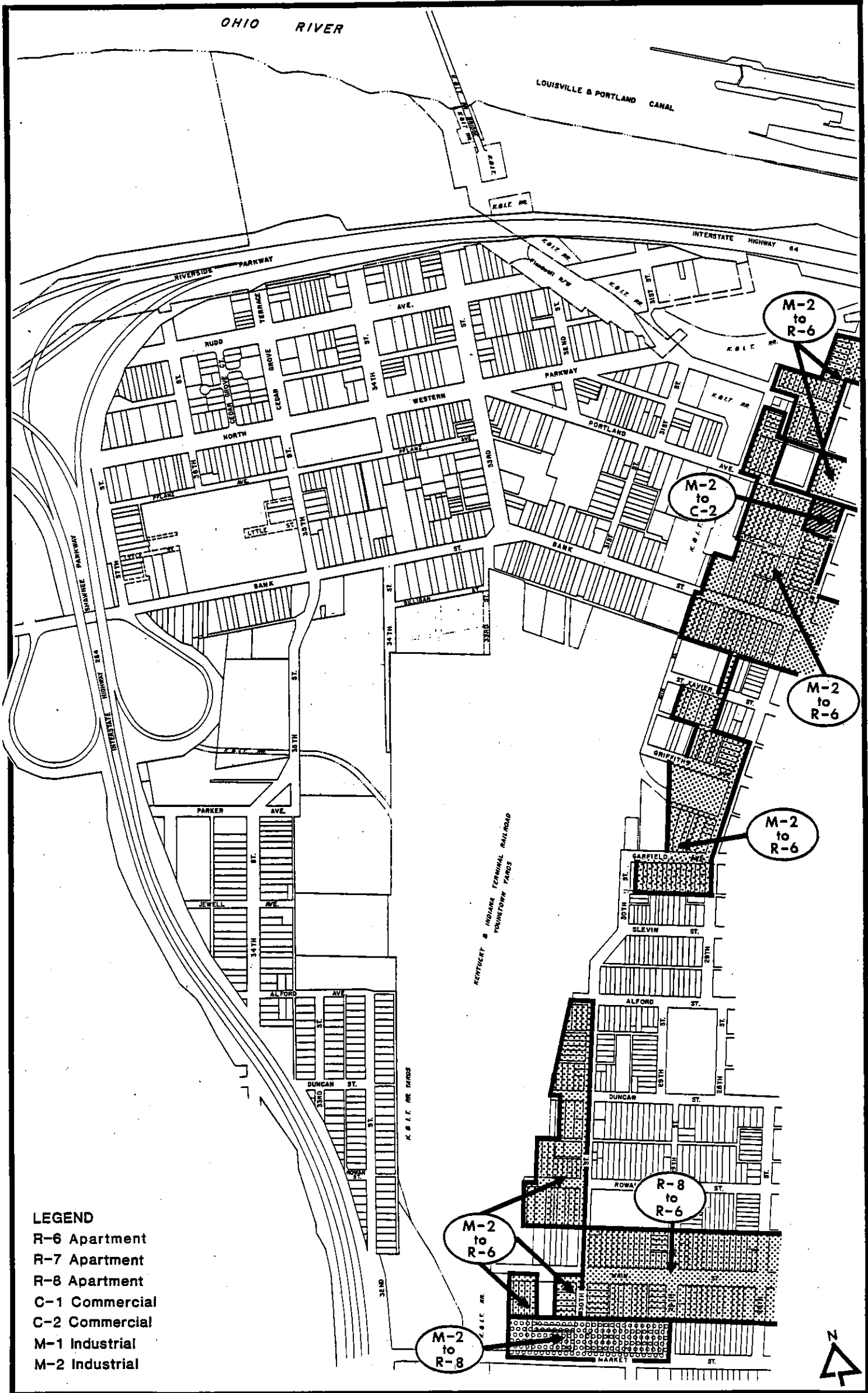




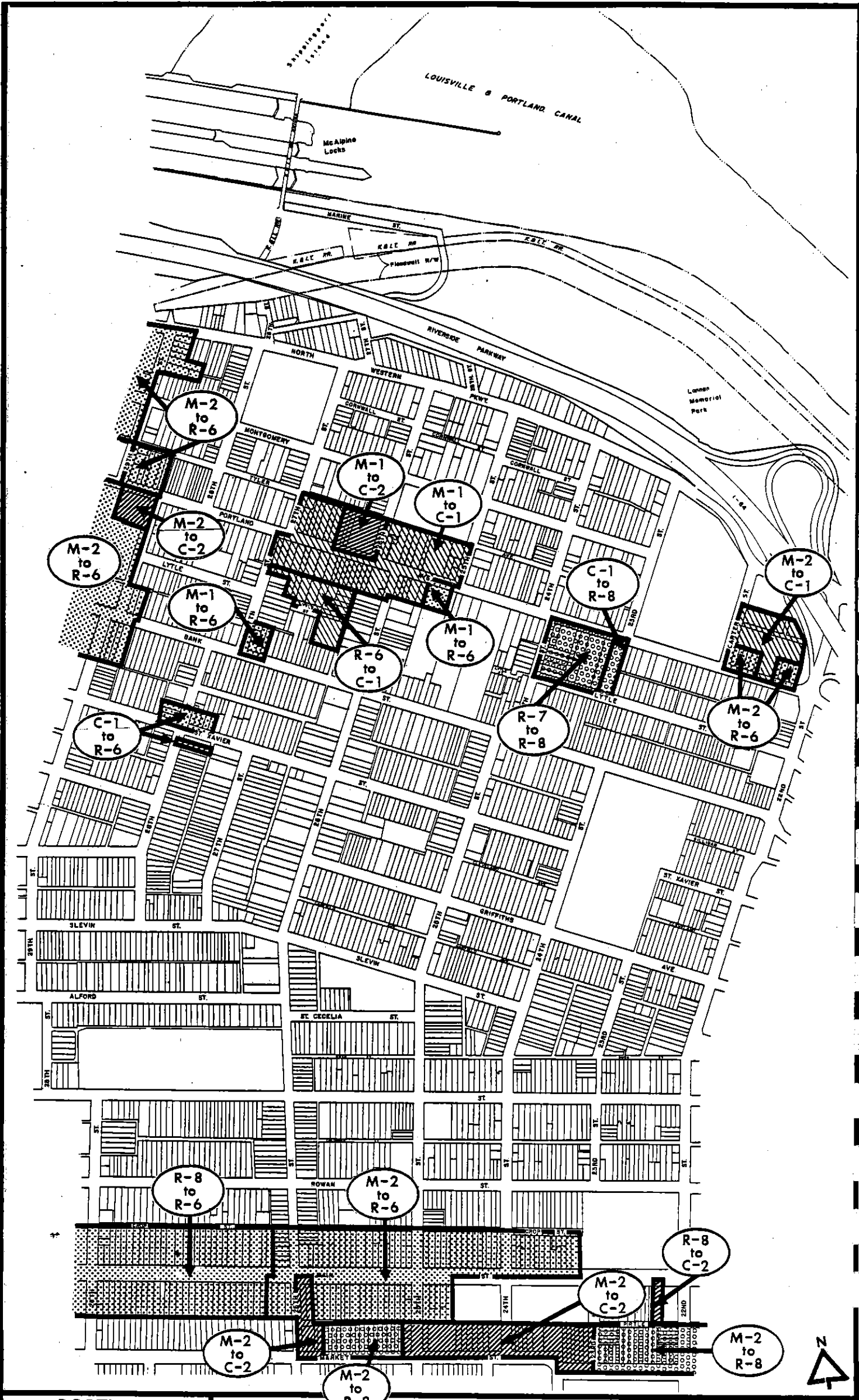


- R-5 Residential
- R-5A Residential/Apartment
- R-6 Apartment
- R-7 Apartment
- R-8 Apartment
- C-1 Commercial
- C-2 Commercial
- M-1 Industrial
- M-2 Industrial
- M-3 Industrial

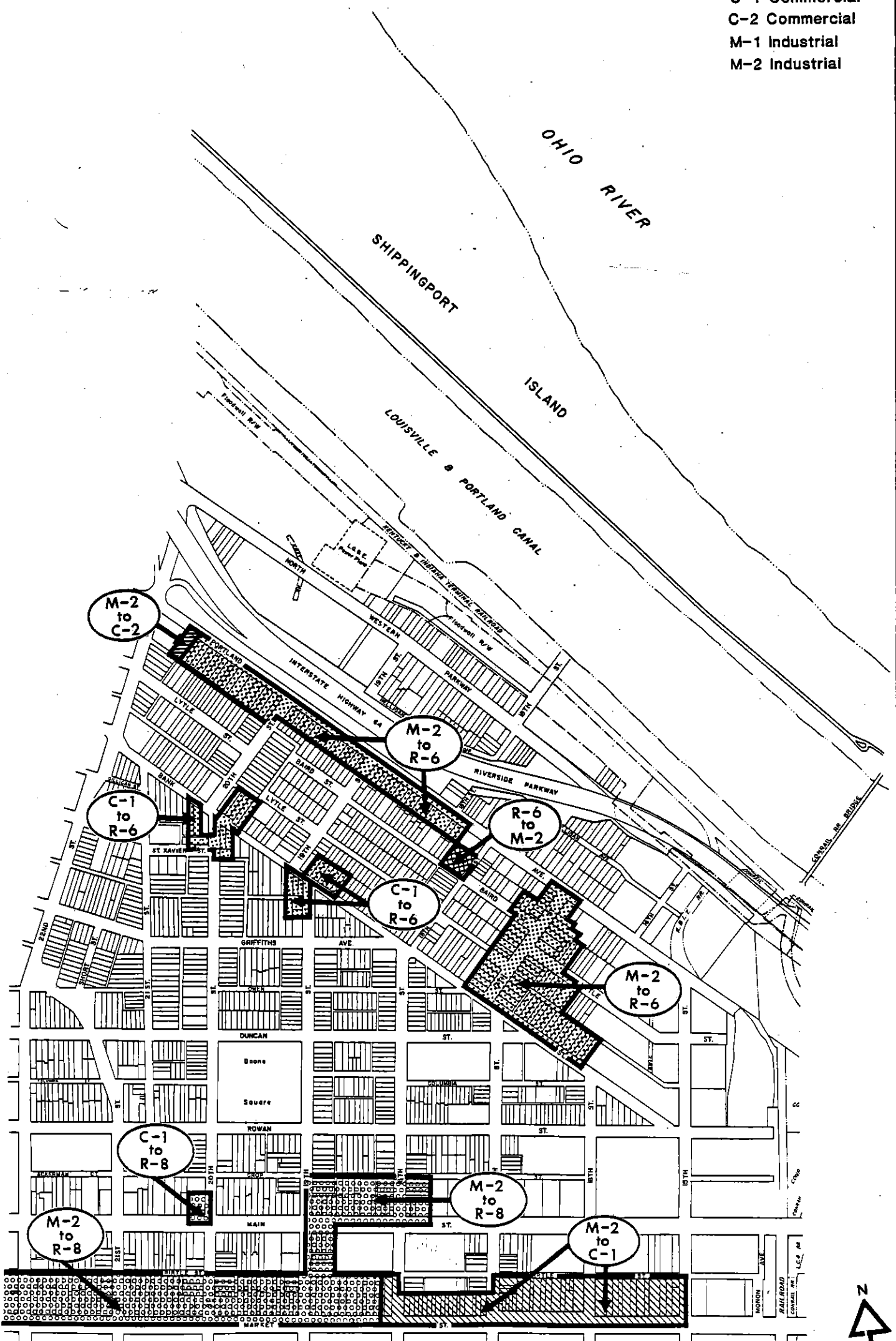


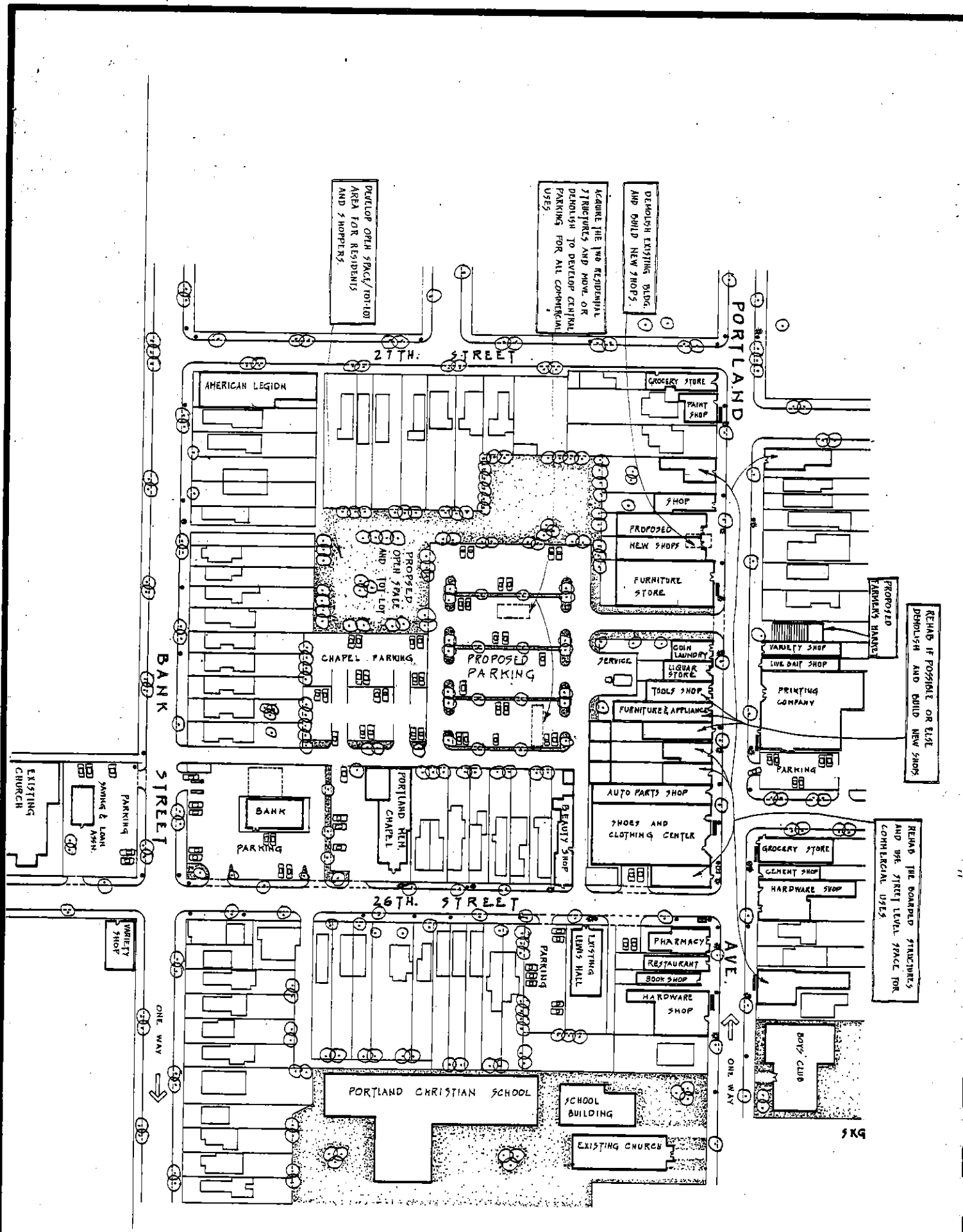


- LEGEND**
- R-6 Apartment
  - R-7 Apartment
  - R-8 Apartment
  - C-1 Commercial
  - C-2 Commercial
  - M-1 Industrial
  - M-2 Industrial



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





DEVELOP OPEN SPACE/LOT-LOT AREA FOR RESIDENTS AND SHOPPERS.

ACQUIRE THE TWO RESIDENTIAL STRUCTURES AND MOVE, OR DEMOLISH TO DEVELOP CENTRAL PARKING FOR ALL COMMERCIAL USES.

DEMOLISH EXISTING BLDG. AND BUILD NEW SHOPS.

REHAB IF POSSIBLE OR ELSE DEMOLISH AND BUILD NEW SHOPS.

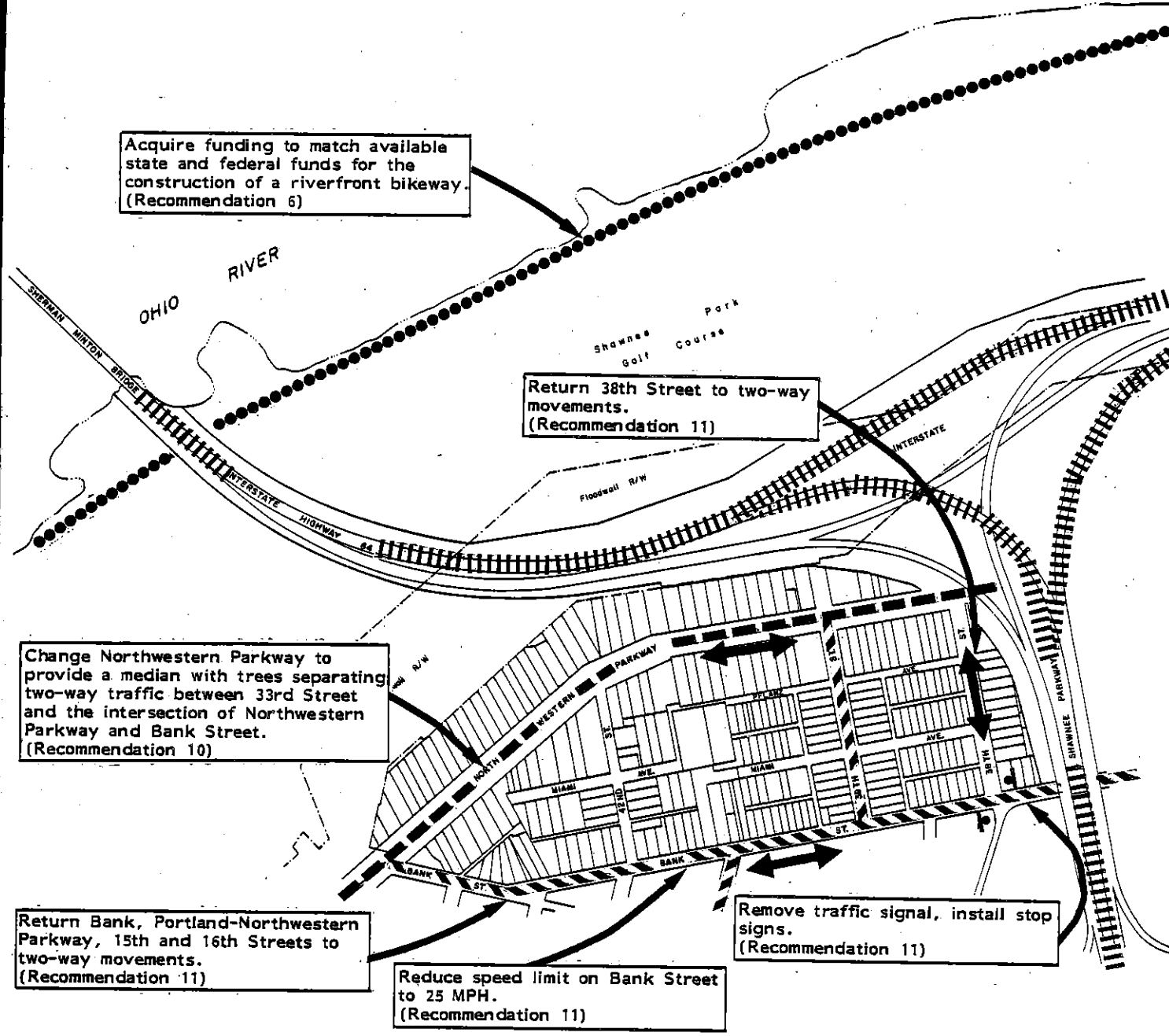
REHAB THE BOARDED STRUCTURES AND USE STREET LEVEL SPACE FOR COMMERCIAL USES.

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

### 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.



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.B.L.T. RR YARDS

K.B.L.T. RR

K.B.L.T. RR

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)

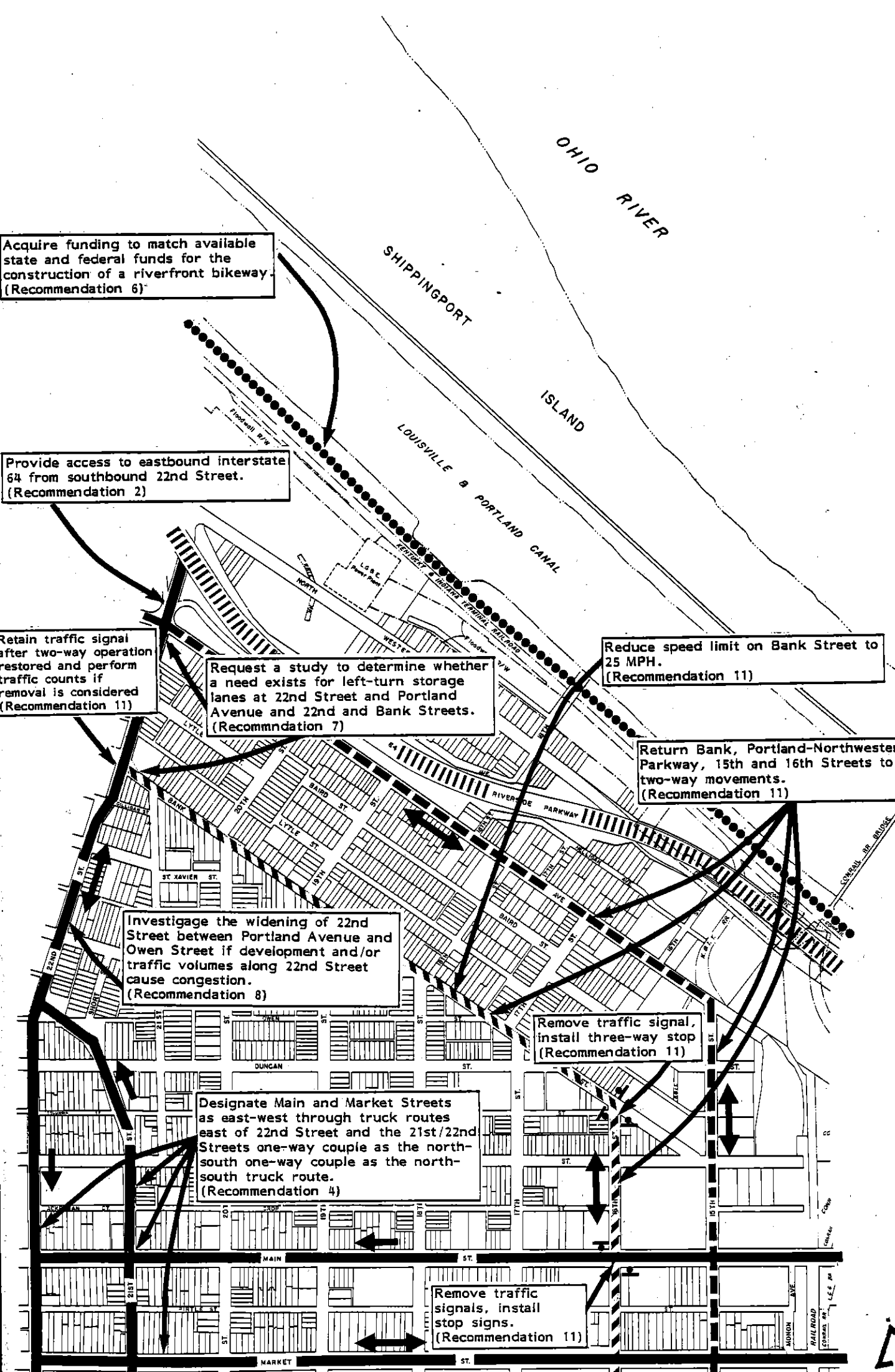
Return Bank, Portland-Northwestern Parkway, 15th and 16th Streets to two-way movements. (Recommendation 11)

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)



COMMISSION MEMBERS

Jerome Hutchinson . . . . . Chairman  
Carroll Lurding . . . . . Vice Chairman  
Minx Auerbach  
Raymond C. Dauenhauer, Jr.  
Ronald M. Karzen  
Frank Beckmann, Jr.

Ex-officio Members

Harvey I. Sloane . . . . . Mayor  
City of Louisville  
Mitch McConnell . . . . . County Judge-Executive  
Jefferson County Fiscal Court  
R. Michael French . . . . . Director  
Department of Public Works, Louisville  
James N. Birch . . . . . Secretary for Public  
Works and Transportation, Jefferson County

---

PROJECT STAFF

Frederick Etchen (former employee) . . . . . Principal Editor  
Timothy C. Butler . . . . . Planner  
Edwin W. Mellett . . . . . Planner  
Anna L. Samuels . . . . . Planner  
Technical Services Division . . . . . Research, Stenographics,  
Graphics and Publications  
  
David A. Ripple . . . . . Project Supervisor  
  
Paul A. Bergmann . . . . . Executive Director/Secretary