

- Prepared for the Board of Aldermen of the City of Louisville.
- Draft prepared October 1980, revised June 1981 by Schimpeler-Corradino Associates with the assistance of the Russell Development Corporation.
- Revised and Updated Plan prepared by the Louisville and Jefferson County Planning Commission with the assistance of the Russell Steering Committee.

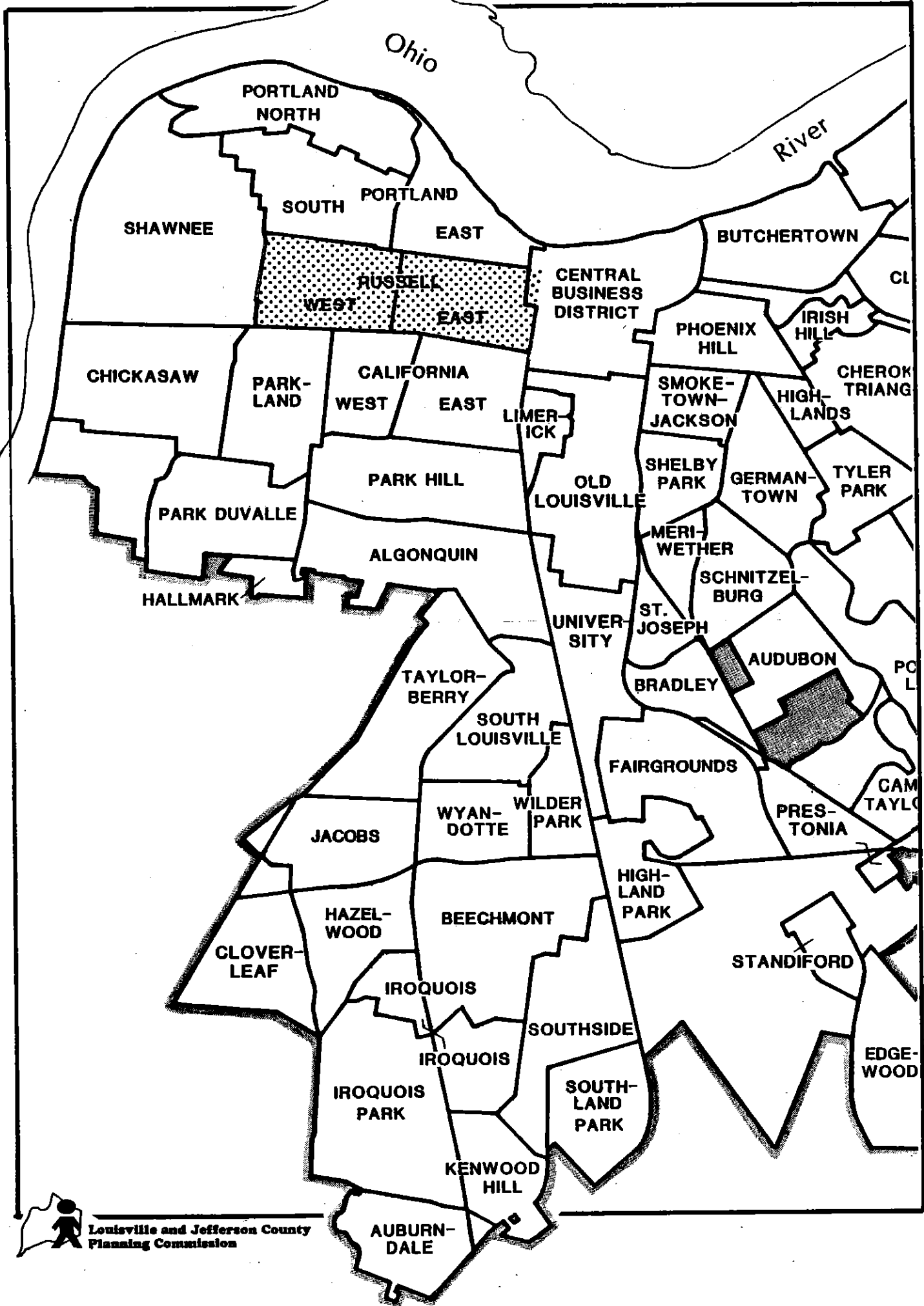
RUSSELL NEIGHBORHOOD PLAN

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August 1984



Louisville and Jefferson County Planning Commission



About this report . . .

This report is the draft Russell Neighborhood Plan. The draft Plan consists of material prepared by Schimpeler-Corradino Associates with revisions and additions by the Louisville and Jefferson County Planning Commission. The text of Sections 2 and 3 (Assessment of Needs, Projection of Future Conditions) is taken largely from the earlier report prepared by Schimpeler-Corradino Associates.

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Executive Summary

EXECUTIVE SUMMARY

A. REQUESTED ACTION

1. Plan Preparation

The Russell Neighborhood Plan was initiated by the Russell Neighborhood Commercial Revitalization and Development Corporation (Russell Development Corporation) and Schimpeler-Corradino Associates in 1980. The resulting document, dated June, 1981, was extensively revised in 1984. The staff of the Louisville and Jefferson County Planning Commission worked closely with the Russell Neighborhood Plan Steering Committee to re-draft the Plan. This work was carried out under a contract with the City of Louisville Neighborhood Development Cabinet, at the request of the Board of Aldermen. The Plan was prepared in part with federal Community Development Block Grant funds. This Plan was developed in accordance with the Neighborhood Plan Ordinance (Ordinance No. 22, Series 1980, City of Louisville).

2. Purpose of Plan

The purpose of this plan is to identify the needs of Russell residents and businesses in terms of land use, transportation, housing and economic development. The Plan is intended to provide specific recommendations that will promote the stabilization and revitalization of residential areas, improve neighborhood stores and shopping areas, and support existing and proposed industrial development. The purpose of this study is to establish a plan 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 in matters concerning Russell. Specifically, the 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.

3. Plan Content

The Russell Neighborhood Plan contains five chapters covering land use and transportation topics. The Introduction refers readers to key parts of the Plan.

The five chapters of the Plan are those specified in Section 3A of the Ordinance 22, Series 1980: the "Needs Assessment" that inventories existing conditions, the "Projections" of existing trends into the future if no actions are taken, "Recommendations" to address the issues and problems identified, "Implementation" strategies to carry out the recommendations, and "Priorities" for implementing the Plan's recommendations. These five chapters comprise the land use and transportation elements (sections) per the minimum topical requirements of Section 2B of Ordinance 22.

The study area for the Russell Neighborhood Plan is bounded by Market Street, Roy Wilkins Boulevard, Broadway and the Shawnee Expressway. The study area has been subdivided into four sections as shown on Figure 2. Area A goes from Roy Wilkins to 15th Street, Area B extends from 15th to 21st Streets, Area C is 21st to 28th Streets, and Area D from 28th to the Shawnee Expressway (I-264).

Adoption by the Board of Aldermen is sought for all five chapters of the Plan for the land use and transportation elements. No other neighborhood plan elements or parts thereof are proposed at this time.

B. NEIGHBORHOOD PLAN ORDINANCE COMPLIANCE

The Russell Neighborhood Plan was developed in compliance with the requirements of Ordinance 22 concerning content and process for preparation and adoption of neighborhood plans.

1. Summary of Recommendations and Priorities

The Russell Plan consists of a series of recommendations or guidelines, and two maps. The guidelines appear in Part III. B. Figure 8 illustrates land use recommendations; transportation recommendations are shown on Figure 9. Neighborhood problems and issues, and recommendations developed in response to them are summarized in the following paragraphs.

Housing. Housing in Russell is in need of major improvements. A survey done for the Plan found 51% of structures to be in need of major repair; an additional 18% are substandard. The number of housing units dropped 15% between 1970 and 1980. Vacancy rates are high and owner-occupancy is low (30%). Recommendations to revitalize residential use are key elements of the Russell Plan. Housing repair and rehabilitation are recommended throughout the neighborhood. New housing construction should be combined with

rehabilitation to achieve coordinated redevelopment. Redevelopment of larger areas is recommended for Area B. Owner-occupancy should be a major goal of new housing developments.

Vacant and dilapidated houses should be repaired, demolished or transferred to new owners who will use the property. The historic resources of the neighborhood should be preserved to the extent possible. New housing should be restricted to the size and density of existing homes; R-6 Apartment zoning is considered appropriate.

Land Use and Zoning. Land uses are mixed in Russell, and zoning does not conform to existing uses. Commercial and industrial uses are scattered throughout the predominantly residential interior of the neighborhood. Homes along 26th Street, homes and businesses on Broadway and Market are zoned for industry. Residential areas and vacant land west of 30th Street are zoned for industry. Housing along 15th, 18th, 20th and 21st Streets is zoned commercially. The Plan delineates areas for residential, commercial and industrial development (Figure 8, "Recommended Land Use"). Zoning Changes affecting 1600 parcels are proposed, to reduce non-conformity and protect residential areas (Figure 10).

Commercial. Businesses in Russell are concentrated along Broadway and Market Street; in addition small stores are scattered throughout the neighborhood's residential core. Residents consider the variety and quality of stores to be inadequate. At the same time, the amount of commercial space in Russell exceeds what the neighborhood residents alone can support. The Plan recommends that Russell cooperate with other West End neighborhoods to meet the region's shopping needs. New commercial development in Russell should locate along the Broadway or Market Street Corridors (Figure 8). Expansion of neighborhood-serving stores in residential areas is supported, if compatible with adjacent houses.

Subsidized Housing. The eastern portion of Russell is devoted to high-density, subsidized housing. This concentration strains recreation facilities and maintenance of housing. The Plan recommends better housing conditions and landscaping, rehabilitation of Beecher Terrace and increased resident participation in management. Additional recreation facilities and programs are sought for young residents (over 2000 persons under age 18).

Corner Stores. Declining structural conditions of the many corner stores detract from the neighborhood's appearance. A related problem is the many bars and liquor stores that create nuisances for adjacent homes. The Plan recommends working with property owners, contacting enforcement personnel and encouraging re-use of these structures as apartments or offices.

Residents' Incomes. Russell is a low-income neighborhood; the average family income is about half the City of Louisville average. Unemployment in 1980 was more than twice the city-wide rate.

Educational levels are significantly lower among Russell residents than the average for the City. The Plan recommends job training, industry retention and expansion, and education programs.

Visual and Image Needs. Vacant lots are frequently a problem in Russell, accumulating litter, weeds and trash. Illegal dumping is a recurring problem. The Plan recommends returning vacant lots for use as yards or building sites. Neighborhood "work days" and increased enforcement are proposed for vacant lots and alleys. Shopping areas, such as 18th and Broadway are not well maintained. Improved signs, litter control, and landscaped parking lots are recommended. In addition, the perception of Russell in the larger community needs to be improved. A public relations campaign, neighborhood social event and additional anti-crime measures are proposed.

Transportation. The intersection of 23rd and Market is hazardous because of visibility problems. Other intersections have elevated levels of accidents. Industrial traffic creates nuisances in residential areas. Other elements of the transportation system should be improved: rough railroad tracks at 29th and Broadway, unnecessary traffic light at 31st and Broadway, lack of transit shelters, and congested on-street parking. The Plan recommends adjustments to the transportation system to address these minor problems. Intersections that pose safety hazards should be studied and improved as needed; see Figure 9. A system of truck routes and industrial access roads is proposed, with prohibition of through truck traffic on other streets. Through truck routes include Market, 21st and 22nd Streets, Roy Wilkins Boulevard and Broadway. Streets that should primarily provide access to businesses and industry include 15th and 30th Streets. To further reduce traffic impacts in residential areas, non-essential streets should be dead-ended (Figure 9).

2. Citizen Participation

The Russell Neighborhood Plan is the product of close cooperation between the Planning Commission staff and neighborhood interests, in fulfillment of Section 4B and 4C (a) of Ordinance 22 on citizen participation. The Russell Steering Committee was consulted frequently. Planning Commission staff met with the Committee seven times between April and June, 1984. The Steering Committee identified neighborhood problems, suggested alternative solutions, helped develop the Plan's recommendations, reviewed the actions to implement the Plan, and set priorities for those actions. A general public meeting was conducted on August 14, 1984 to receive comments on the draft plan in furtherance of Section 4C (a) of the Neighborhood Plan Ordinance. The plan has been revised based on comments received at that public meeting. A public hearing conducted by the Board of Aldermen will also provide an opportunity for citizen input in accordance with Section 4C (d) of Ordinance 22.

3. Agency Review

The 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 22). Comments from these agencies and area residents have been evaluated and necessary revisions have been incorporated in the plan. The Plan will be forwarded for a final checkoff by the Louisville Neighborhood 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. In addition to this process for reviewing the end product, plan implementors such as the Louisville Neighborhood Development Cabinet, Economic Development Cabinet, Public Works Department, etc., have been consulted on the plan's content during its preparation.

Introduction

INTRODUCTION

The report before you is the Russell Neighborhood Plan. A draft of this plan dated June, 1981 was revised during 1984 and was approved by the Board of Aldermen on _____. This Plan covers that portion of the City of Louisville bounded by Market Street on the north, Roy Wilkins Boulevard on the east, Broadway on the south, and the Shawnee Expressway on the west.

Highlights

Readers of the Plan may want a guide to show where to find the parts that interest them.

The Executive Summary preceding this Introduction briefly describes the planning process and the Plan's content.

The following sections will be of interest to most readers and page numbers for locating them are added:

1. Recommendations: The Plan's recommendations consist of written guidelines and an accompanying map. Refer to pages III-36 through III-45 and Figures 8 and 9 for the Plan's recommendations.
2. Priorities: tables showing the relative importance of plan recommendations and associated implementation measures begin on page V-1.
3. Implementation Measures: actions and programs to implement the Plan, agencies involved and cost estimates are covered in Section IV, beginning on page IV-1.

Outline

The Russell Plan is a detailed report addressing land use and transportation needs. It has been broken down into the following components:

Needs Assessment describes existing conditions and identifies problems to be addressed by the Plan. Data on the neighborhood is contained or referenced in this section.

Projections gives a brief discussion of the neighborhood's probable future, if current trends and government programs continue as they area.

Alternatives and Recommendations is divided into two parts, a list of alternatives considered for each neighborhood problem and the recommendations -- guidelines and maps -- for Russell.

Implementation identifies actions and programs that should be carried out to bring about the recommendations.

Priorities shows the relative importance of plan recommendations, and schedules startup of the actions.

For More Information; contact members of the project staff (see inside rear cover) at the Planning Commission offices, 581-6230, or members of the Russell Neighborhood Plan Steering Committee, or the Russell Development Corporation (776--5754).

I. Needs Assessment

I. NEEDS ASSESSMENT

A. DESCRIPTION OF EXISTING CONDITIONS

A review of past trends and existing conditions within the Russell neighborhood will directly shape the recommendations and guidelines set forth in this neighborhood plan. For presentation purposes, data are provided for the whole neighborhood, plus two major subsections: Russell west and Russell east. Russell west is bounded by 21st Street on the east, Market Street on the north, the Shawnee Expressway on the west, and Broadway on the south. Russell east runs between Roy Wilkins Boulevard on the east to 21st Street on the west, with Market and Broadway forming its northern and southern boundaries. Some data is also presented at the Census Tract level; the boundaries of Census Tracts comprising Russell are shown on Figure 1.* (Latter sections of the Plan divide Russell into four sub areas; they are described on page III-1.) Historical information on the Russell neighborhood is presented in Appendix C.

1. Profile of Residents

a. Demographic/Social

Since 1950, the population of the Russell neighborhood has declined steadily. In 1950, the population of the neighborhood was 30,316. By 1980, the population was 11,294 (Table 1).* This represents a decline of 62.7 percent over the 30-year period for the entire neighborhood. During this period, the eastern half of the neighborhood lost 66 percent of its population and the western half 58 percent. By comparison, the City of Louisville's population declined by 19% between 1950 and 1980. During the 1970-1980 decade, East Russell declined in population by 5.2%, below the city-wide rate of 17.4% and West Russell's decline of 39.8%.

An analysis of the racial composition of the Russell neighborhood's population from 1940 to 1980 shows that the neighborhood has long been a residential area for blacks. Approximately 61 percent of the Russell population was black in 1940. This percentage has consistently increased since that time, reaching 93.6% in 1980 (Table 2). By comparison non-white residents comprise 29% of the City of Louisville's population. At the Census Tract level the percent non-white ranged from 81.1% in Census Tract 6 (part) to 99.3% in Census Tract 29 (part). It should be noted that in four of the seven Census Tracts making up the neighborhood, slight decreases in the percent non-white were experienced from 1970 to 1980. This runs counter to the trends overall for the area and indicates that either whites are moving into the area or are moving out at a slower rate than non-whites.

The early concentration of a portion of the city's black population in Russell can be attributed in part to the inability of blacks to

*Tables and Figures (maps) are located at the end of the report.

secure housing in many of the city's other neighborhoods. Such policies of racial exclusion began to be outlawed in the late 1950's and early 1960's. A portion of the neighborhood's population decline, which began in the 1950's, could be due to Russell residents who left the area to live in city neighborhoods from which they had previously been excluded. Another portion of the population of Russell has moved to suburban neighborhoods and outlying cities. The population left behind in the city's core neighborhoods often lacks economic and social mobility. This population is generally composed of minorities, the poor, the elderly, young adults who lack job skills, the unemployed, and those least able to cope with the complex problems of deteriorating urban neighborhoods. The resources and abilities necessary to reverse the decline in housing and the accompanying cycle of disinvestment in the neighborhood are beyond the grasp of those remaining in these neighborhoods. The elderly, the disabled, and persons on fixed or government-assisted incomes are considered economic consumers and not producers. They use up more economic resources in the form of assistance than they can provide.

In Russell, the proportion of the population made up of economic consumers has increased since 1960. In 1960, persons over 65 years of age comprised 12.5 percent of the neighborhood's population. By 1980 this had increased to 15.9 percent (Table 2), with a significant increase in the elderly population in the eastern portion of the neighborhood. The percentage of residents over 65 is approximately the same in Russell and the City as a whole.

The percentage of residents under the age of 18 has also increased since 1960, when they comprised 32.5 percent of the population; in 1980, this age group constituted 35.1 percent of the neighborhood population (Table 2).

The dependency ratio indicates the proportion of the population that is outside of the traditional working ages of 18 to 65. The ratio expresses the number of persons under 18 and over 65 as a percentage of the entire population. The dependency ratio in Russell neighborhood has been increasing for the last 30 years although the rate of increase has diminished during the last decade. In 1950 the dependency ratio for Russell was 35.23 compared to 37.43 for Louisville overall. By 1980 Russell's dependency ratio had risen to 50.94 while the City of Louisville ratio was 39.95. Table 2 summarizes age, race and dependency ratio data for the Russell neighborhood.

b. Income

1980 Census data on income (based on 1979 earnings) indicates that Russell is a low income neighborhood (see Table 3). In 1979 the average family income for Russell (\$9,547) was about half the average for the City of Louisville, (\$19,061). About 58.6% of the households in the neighborhood had annual income levels below poverty level. Per capita income (PCI) for the Russell neighborhood

was estimated at \$3,040 in 1979, less than half Louisville's \$6,190 PCI. Income levels in Russell have declined relative to the City of Louisville average. In 1970 PCI for Russell was 54.8% of the Louisville PCI. In 1980 Russell's PCI was only 49.1% of Louisville's. In constant dollars (1967) Russell's PCI declined by about 5.7%, 1969-1979. The inability of low income households to deal effectively with the problems of deterioration is recognized; they are the target of federal programs designed to reverse the trends of urban deterioration. Low income levels in Russell reflect the high rate of service employment, high unemployment and lower education levels, as discussed below.

Within the neighborhood, there are various types of households needing assistance. Families with female heads of household grew from 1,261 families (37.5%) in 1970 to 1,511 families in 1980 (57.7%). These figures (Table 12) show the effects of sharp increases in the number of female heads of household in Census Tract 30 and drops in the total number of families in the entire neighborhood. In 1978, 23.6 percent of the total number of households were made up of retired persons. Because these households are on fixed incomes, their possible contributions to the revitalization of the neighborhood are limited.

c. Education

Educational levels (Table 3) were lower than the City of Louisville average in the Russell area but were improving at a slightly higher rate (1970-1980). In 1970 only 23.4% of the persons age 25 and over were high school graduates in Russell and by 1980 this number had grown to 40.3%. During the same period high school graduates grew from 40.9% to 55.5% of Louisville's age 25 and over population.

d. Labor Force/Unemployment

Lack of job skills due to inadequate education among Russell residents seems to be borne out by the large concentrations of employed heads of households that are classified in unskilled or semi-skilled occupation categories such as service and blue collar workers. (Table 3) A small number of household heads were classified in the categories of professional, technical, and managerial workers, which require higher levels of training and education.

Service workers constitute the largest employment group in Russell, 39.1% of the 1980 work force. This represents a decrease in percentage from 1960 and 1970 when 43.7% and 43.6% respectively were employed in services. White collar workers showed the greatest growth in percent of workforce, up from 17.8% in 1970 to 32.6% in 1980. Blue collar workers declined as a percent of the work force, dropping from 38.5% in 1970 to 29.2% in 1980. Compared to the City overall, Russell has a greater rate of service workers (39.1% versus 17.5%), lower percentage of white-collar workers (32.6% versus 51.8%), and slightly lower percentage of blue collar workers (29.2% versus 30.7%).

The labor force participation rate (both sexes) has been declining steadily since 1960. Current data shows 47.2% of the 16 and over population in the work force in 1980, down from 51.7% in 1960. The City of Louisville has had slight but steady growth in its labor force participation rate (from 56.2% in 1960 to 57.2% in 1980).

The overall average unemployment rate of Russell was 23.1 percent in 1980, more than twice the Louisville rate of 9.9 percent. Table 5 shows Tract level and total unemployment rates from 1960 to 1980. A breakdown of this statistic reveals that, while census tracts that compose the western portion of the neighborhood show a lower than average unemployment rate, the unemployment rate in the eastern sector of the neighborhood was as high as 31.3 percent. This high percentage can be directly attributed to the large number of subsidized housing units concentrated in the area bounded by Roy Wilkins Boulevard, 13th Street, Jefferson Street, and Broadway. Many households in this area require rental assistance because their members are unemployed or lack the skills and training required by employers.

e. Employment Opportunities

Although the Russell neighborhood has two major concentrations of industrial operations and many retail business establishments along Broadway and Market, it is estimated that only a small number of Russell residents are employed by these establishments and industries.

Many businesses and industries feel that their Russell location is desirable because it is easily accessible to employees from all parts of Louisville and Jefferson County. In addition, many of the area's commercial establishments are neighborhood convenience or service operations maintained by as few as three employees, with the majority operated by fewer than ten employees.

Being a mixed-use area, significant amounts of manufacturing and other sectors of employment are located in the neighborhood. In 1973, there were 14,264 persons employed by businesses in the area (including portions of Census Tracts 6 and 29 outside the area and ignoring the employment in 1970 Census Tract 30). However, 6,023 of these employees were at International Harvester's plant that closed during 1973. (This total may have included employment at the Crittenden Drive plant.) Excluding the International Harvester employment generates a total employment in the Russell area (with above noted exceptions) of 8,241 persons, half of whom (4,095) were employed in manufacturing jobs in 1973. Second to manufacturing employment was services, which employed 1,731 persons in the Russell area in 1973. Wholesale trade with 861 employees and retail trade with 763 employees followed in importance in 1973. The category which was least represented in employment was that of finance, insurance and real estate (F.I.R.E.) which only included 28 workers in 1973. Table 4 summarizes the employment found in Russell area Census Tracts in 1973.

Manufacturing employment is concentrated in three Census Tracts: 6, 29 and 30. The largest category of manufacturing employment in 1973 (excluding International Harvester) was tobacco manufacturing, 1,456 employees. P. Lorillard located in Census Tract 6 was the source of this employment. Printing and publishing (611 employees) rubber and plastics (480 employees) and chemicals and allied (374 employees) followed in importance. Manufacturing employment in 1973 is listed in Table 5.

The Russell area is close to the Downtown and Medical Center employment concentrations and the area east of Fifteenth Street is in the Louisville Enterprise Zone. An enterprise zone is an area where incentives are offered to employers who will hire from target groups of low income enterprise zone residents, the long-term unemployed or welfare recipients. Detailed incentives and limitations involved for enterprise zones are listed in Appendix A.

The labor force in Russell neighborhood (residents) amounted to approximately 3,570 persons in 1980 of which about 825 were unemployed. This indicates that even with some decline since 1973, the total number of jobs in the area exceeds the resident labor force by over 2 to 1. Despite this large ratio of jobs to workers, the unemployment rate of 26.1% indicates that in 1980 the residents of the area were ill suited for the labor market. This illustrates a need for job training and a need for jobs which can utilize the skills of the unemployed persons living in the Russell neighborhood. The enterprise zone program will, if successful, help create new job opportunities for persons living in Russell.

f. Crime

Vandalism was identified as a problem by the majority of businesses that were included in the survey of commercial and industrial establishments.

Table 6 presents data on crime rates in Russell. To allow comparison between the neighborhood and the City as a whole, crimes are expressed as a rate per 1000 persons. The major crime rate in Russell rose by 51% between 1974 and 1981. The rate of major crimes per 1000 persons in Russell was 124.9 in 1981 compared to a City of Louisville average of 83.2. For specific categories Russell had rates per 1000 of 18.6 for robberies (Louisville average: 5.8), 5.2 for assaults, (Louisville average: 2.7), burglaries 35.6, (Louisville average: 23.7) and arson 1.9 (Louisville average: .76). Increases in personal crime (robbery and assault) must be addressed if the neighborhood is to be successfully revitalized.

Table 7 compares the 1983 number of crimes and the crime rate in Russell Census Tracts with other West End Census Tracts. Crime rates in Russell during 1983 were approximately equal to or higher than those in California and Parkland neighborhoods. Crime rates in Russell were significantly higher than in the Shawnee neighborhood.

2. Land Use

a. Environment

The topography of the neighborhood is level, a feature of Russell that encouraged the early western expansion of Louisville. No topographic slopes in the neighborhood are greater than three percent, adding to the urban character of Russell.

No major natural or manmade bodies of water are present in the study area and none of the neighborhood is located on land that is subject to flooding. No known groundwater resources are present in the neighborhood.

Russell residents and employers, like many people in Louisville and portions of Jefferson County, are concerned about air quality. Specific pollutant problems shown in the "Core Graphics" of the Comprehensive Plan include carbon monoxide, particulate matter, and sulfur dioxide. These pollutants impair the air quality and lessen the overall environmental quality of the neighborhood. Emissions from autos are the primary source of carbon monoxide pollutants.

There are no areas of the neighborhood where soil conditions -- unstable soils and soils that prevent the drainage of surface water -- prevent redevelopment.

b. General Use of Land

The overall land use pattern in the Russell neighborhood is mixed (Table 8). Single and multi-family residences account for 36 percent of the land area. Over 25 percent of the neighborhood's land area is composed of streets and alleys. Approximately ten percent of the neighborhood is industrial land. Figure 2 shows 1984 existing land use in Russell.

Single-family residences compose 78 percent of the neighborhood's residential land area. The remaining residential land area is composed of duplexes scattered throughout the residential area, and multi-family units largely concentrated in the eastern portion of Russell. Small concentrations of multi-family units are scattered throughout the rest of the neighborhood. Large concentrations of single-family residences occur more frequently in the area west of 18th Street. Numerous small commercial establishments, public facilities, and some small-scale industries are scattered throughout these residential areas.

Commercial uses compose seven percent of the Russell land area. Numerous commercial uses exist in strip patterns along major through-traffic corridors such as Broadway and Market Street. Other commercial uses are scattered on street corners throughout Russell. The majority of the scattered commercial uses provide personal and professional services and include barber and beauty shops, dry cleaners and auto repair shops. Many small commercial land uses

provide convenience shopping for immediate neighborhoods. Small corner groceries and small chain food markets provide basic food staples and other convenience goods. Many entertainment commercial uses (bars, lounges, pool halls) are scattered throughout residential areas.

Larger, general commercial uses serving a market greater than Russell are located along the major traffic corridors of Broadway and Market, and at strategic intersections such as 15th and Jefferson, and 28th and Broadway. Examples of these uses are the supermarkets located between 12th and 13th on Broadway and between 31st and 32nd on Broadway.

Approximately ten percent of the Russell land area is devoted to industrial land uses. These uses exist primarily in two concentrations: between 13th and 15th Streets from Market to Broadway, and between 28th Street and the K&I railroad tracks from Market to Broadway. Several small industrial uses are scattered among residences in other parts of the neighborhood.

Public and semi-public uses (churches, community facilities, and services) account for 41 acres, or 4.5 percent of the Russell neighborhood. Numerous churches and organizations offering public services are scattered among residences.

Five percent (or 51 acres) of the neighborhood land is used by schools, parks, and recreational facilities. Although a large number of neighborhood students are now being transported by bus to schools outside of Russell, the neighborhood contains three elementary schools (Byck, Taylor, and Roosevelt-Perry; and one high school (Central). Russell Junior High School was closed in 1975; it has been converted to apartments for the elderly.

Health, social, recreational, community, and cultural services for the area are provided by the Metropolitan Community Development Corporation (located in the old Allen Hotel complex), the Plymouth Community Renewal Center, the Baxter Community Center, Louisville Central Community Center, the Chestnut Street YMCA, and various area churches. The Hampton House, a renovated historic mansion opened in the Fall of 1980, offers passive recreational, educational, and cultural programs to the Russell neighborhood.

Seven small neighborhood parks (Britt, Baxter, Muhammad Ali, Elliott, Pioneer, Sheppard, and Beecher) and various small playgrounds serve the area. The nearest regional park facility is Shawnee Park, located on the Ohio River some fifteen blocks west of the neighborhood. Table 9 lists park acreage and facilities available in Russell.

The Russell neighborhood has numerous vacant parcels of land scattered throughout its area. These small concentrations of one to three lots make up approximately seven percent of the neighborhood's land area and account for a total of 95 acres. Many vacant lots

have been created by the demolition of deteriorated structures. In areas of the neighborhood where deteriorated structures are concentrated, demolition has cleared substantial portions of blocks, increasing the amount of vacant land in Russell.

Streets and alleys make up 26 percent of the Russell land area, accounting for 240 acres and constituting the second largest land use category in the neighborhood. The extensive street system, with its mid-block alleys, is constructed in a grid pattern. Because of Russell's near westside location and proximity to central and downtown Louisville, major streets in the neighborhood provide access to the city's West End.

c. Zoning

Zoning is a legal tool used to control the use of land as well as its density. The zoning ordinance sets forth various zoning districts and specifies uses and restrictions that apply to each class of land use. Zoning maps show the boundaries of various zones in a neighborhood. A review of these land use regulations as they are applied to Russell reveals a zoning pattern dominated by high-density multiple-family residential zones, three major concentrations of industrial zones, and scattered commercial zones. Table 10 lists the zoning districts found in Russell; Figure 3 shows their location and extent in the neighborhood.

Present residential zones include the R-1 Residential district (park land), the R-6, R-7, R-8 and R-8A Apartment Districts. The R-6, R-7 and R-8A districts allow single family homes, duplexes and apartments; the R-8 district allows these uses as well as professional offices. Permissible densities (the number of apartments per acre of land) are as follows: R-6, 17 dwellings per acre; R-7, 35 dwellings per acre; R-8, 58 dwellings per acre. For an individual lot zoned R-6, 17 units per acre translates into one apartment per 2,500 square feet of land. Most residential lots in Russell would be permitted to have one or two dwellings; larger lots could accommodate more.

Commercial zones C-1, C-2, and C-3 are all present in the neighborhood; small concentrations of commercial zones are found along Broadway, Market, 18th, and 15th Streets. Other commercial zones are scattered throughout Russell.

Light, medium, and heavy industrial zones (C-4 and M-1 through M-3) are present in the neighborhood. These zones are concentrated in the areas bounded by 29th, 32nd, and Market Streets and Broadway; 13th, 15th, and Market Streets and Esquire Alley; on both sides of 26th Street from Market to Broadway; and on Market Street from 26th to 15th Streets. Smaller areas of industrial zoning also exist along Broadway. Table 11 presents various requirements associated with each zoning district such as minimum lot size, building setbacks, density and open space.

The R-6 zoning classification is the most extensive zoning district in Russell, followed by the M-2 and the R-7 zones. A majority of the neighborhood is zoned residentially (57%), with 30% of the area zoned for industrial use and 13% for commercial. Table 10 presents acreage data for zoning in Russell.

Nonconforming Use. In many instances, the existing use of land is not in agreement with the property's zoning classification. The two principal situations in which land use and zoning in Russell do not agree are: residential and commercial uses in industrial zones (nonconforming uses), and residential uses in commercial zones.

Nonconforming uses are land uses of a type or intensity that are no longer permitted in the zoning district in which they exist. Nonconforming uses were in existence prior to the establishment of zoning in 1931 or prior to a zoning change affecting the area. Although not in accordance with the zoning regulations, nonconforming uses may legally continue. However, any expansion of a nonconforming structure or new use is prohibited with one exception. Homes in industrial zones can expand provided no additional housing units are created (e.g., a room or garage can be added). Examples of nonconforming uses include residential or commercial uses in an industrial zone and commercial uses in a residential zone.

In Russell, residential and commercial uses in industrial zones are the most frequent instances of nonconforming uses. The largest concentration of nonconformity is the residential uses situated between 29th and 32nd Streets in the M-2 and M-3 zones. The 26th Street corridor, a residential area with commercial development at intersections, is entirely nonconforming under its M-1 classification. The 26th Street corridor was the subject of a 1980 Planning Commission study that recommended rezoning the corridor to a residential classification. Market Street between 26th and 15th Streets, a residential and commercial area zoned M-2, is also nonconforming. Industrial zoning prohibits new construction that would be similar to existing development in these areas. This restriction is a greater conflict with existing land use patterns along Market and 26th Streets than in the corridor west of 29th Street. The area west of 29th Street adjoins an industrial area and is interspersed with industrial development. In all three areas, the possibility of industrial encroachment discourages investment and property maintenance. Industrially zoned areas of nonconforming use along Broadway are subject to similar negative influences. M-2 zoning along Broadway occurs primarily between 15th and 18th Streets and between 26th and 27th Streets. Houses and vacant lots in the midst of Russell's residential area (17th and 18th Streets south of Cedar) are also zoned for industrial development.

Under the Zoning District Regulations, residential uses are permitted in commercial zones, as long as they meet the density and floor area limits specified for that zone. The C-1 and C-2 zones, which are the predominant commercial zones in Russell, allow high

density residential development. Although residential uses within commercial zones do not fall in the category of nonconforming use, their future uses and the character of the surrounding area are affected by commercial zoning. Such zoning does not support the residential character of the area. Assuming that residential use is desired in a particular location, commercial zoning has a destabilizing effect. Commercial zoning would allow individual property owners to significantly change the scale, character, and appearance of a particular site. The potential for nuisances to adjacent residential uses is significant in the C-1 and C-2 zones, which allow a wide range of commercial development.

There are three major areas of commercial zoning that are primarily used for housing: the west side of 15th Street, the 18th Street Corridor and the vicinity of 21st and Muhammad Ali Boulevard. Portions of Broadway that are zoned commercial have significant amounts of residential use. However, the overall character of Broadway is mixed use, largely commercial development fronting on a major throughfare.

d. Housing

Housing is the most visible physical element of a neighborhood. The size, style, and condition of housing greatly shape a neighborhood's image and make a statement about its residents. Many streets in the Russell neighborhood are lined with large, stately homes that tell of the neighborhood's early function as a middle- and upper- income residential area. Mansions from 50 to over 100 years old are typical along Chestnut and Madison Streets and Muhammad Ali Boulevard.

Shotgun houses and workers' cottages are also present in portions of the neighborhood. These housing types, many of which are also 50 to 100 years old, are evidence that the neighborhood previously provided housing for working-class families, as well as upper-income families. On streets such as Magazine, 22nd, and Cedar, shotgun houses and workers' cottages are typical styles. The historical and architectural significance of these housing styles and the styles of many of the stately old mansions account for the inclusion of a portion of the Russell neighborhood in the National Register of Historic Places.

Many of the middle- and upper-income families who occupied the large stately mansions in the neighborhood have moved to other areas of the city. The effect of their exodus can be most readily seen in the use and condition of the neighborhood's present housing stock. A portion of the housing stock left by the exodus of middle- and upper-income residents has been converted from its previous use as single-family structures. It is generally accepted in the neighborhood that the conversions have been encouraged by the difficulty owners of single-family residences face in managing the maintenance and utility costs associated with these structures.

Conversion has also occurred because many families that live in Russell do not have the ability and desire to maintain large old homes. In many instances, these homes are owned by people who do not live in the neighborhood. In 1980, only 25.5 percent of the housing units in Russell were occupied by their owners, while 59.0 percent of these units were occupied by renters and 15.6% were vacant (Table 12). The degree to which housing in the neighborhood has been maintained has been directly affected by this and other factors.

Quantity. The decrease in the number of housing units from a 1970 total of 6,212 units to a 1980 Census count of 5,306 units, a decline of 14.6%, can be attributed in part to deteriorating housing and abandonment. Dwelling unit loss in Russell has been constant throughout the last 30 years. Overall the neighborhood lost 3,988 dwelling units from 1950 to 1980, a 42.9% decline. East Russell lost a greater percent (48.8%) of its total housing units during the 1950-1980 period than West Russell (33.4%). The age of the structures and declining structural conditions contributed to erosion of the housing stock. The Urban Renewal program also reduced the number of dwelling units in the neighborhood. During the 1960-1970 decade East Russell lost 41.4% of its housing units while West Russell only lost 0.2%.

Structural Condition. The results of a windshield survey conducted in the neighborhood for this plan are presented on Figure 4 and summarized in Table 13. Surveys of housing conditions in the neighborhood during the current year (1984) rated eighteen percent of the housing stock as substandard (depreciating and dilapidated, "d" and "e" on Figure 4). Structures reaching this degree of deterioration may be demolished because of the high cost of rehabilitation. The demolition of substandard structures, without the construction of new housing units, will significantly reduce the number of housing units.

Fifty-one percent of the Russell housing stock surveyed was rated as needing major repairs ("c" structures on Figure 3). Delays in making repairs on these structures will lead to further deterioration of housing and the loss of more housing units. Thirty percent of the housing stock was rated sound or needing only minor repairs. Table 14 gives definitions of the various structural classifications

The survey of structural conditions only addresses exterior building elements. Structural problems not evident from the outside and deteriorated mechanical systems (heating, plumbing, electrical) are not reflected in the survey. For these reasons, the survey may underestimate the magnitude of housing repair needs.

The number of dilapidated and tax-delinquent structures in Russell indicates that housing abandonment is a problem in the neighborhood. As of March 1984 there were 730 seriously tax delinquent properties in Russell.* "Serious" delinquency is defined as more than three years or over \$100 in arrears in payment of City property taxes. Adjusting this total for size of neighborhood, tax delinquency in Russell exceeds the rate of delinquency in the California and Parkland areas. Tax delinquency is concentrated in the area between 15th and 22nd Streets. That portion of Russell accounts for 50% of the neighborhood's tax delinquent structures; the area between 22nd and 28th contains 32%. Many factors contribute to housing disinvestment and abandonment: absentee ownership, a depressed housing market, and the general lack of private and public monies being invested in the neighborhood are just a few. The housing stock in a neighborhood is reduced when structures are abandoned. Normal maintenance is deferred, and the structures deteriorate, becoming hazardous to community health and safety. They must then be demolished.

An additional indication of the degree of housing abandonment in the Russell neighborhood is the number of vacant units. Since 1979, both the number and rate of vacant units have increased. In the 1970 U.S. Census, 589 of the area's 6,341 housing units, or 9.2 percent of the area's housing stock, was vacant. By 1980, the Census found a vacancy rate of 15.6 percent in Russell. Vacancy in West Russell, at 18.3 percent, is significantly greater than in East Russell, 13.4 percent. The increase of vacant units not only indicates that housing is being abandoned in the neighborhood, but also that market demand for the housing stock is lacking.

Value. Housing values are another indicator of market demand. The mean value of owner occupied units in the Russell area grew from \$8,199 in 1970 to \$14,156 in 1980 while rents rose from an average of \$53 to \$79 for the same period. However, when those increases are controlled for inflation (converted to constant dollar values), housing values actually declined. From 1970 to 1980, the value of owner occupied homes declined 18.7% and rents decreased by 29.8%. Comparison of housing values in Russell and the City as a whole also reflect lower market demand in the neighborhood. The average value of owner occupied homes in Russell is 43 percent of the City-wide average.

Ownership. In 1980, 30.2% of the occupied housing units in Russell were owner occupied and 69.8% were renter occupied. This represents a decline in occupied housing units since 1970 of 1,112 units and a 2% decline in owner occupancy. Owner occupancy rates were much lower in East Russell, where only 13.9% of the units were owner occupied in 1980. In West Russell 51.1% of the 1,961 occupied units were owner occupied in 1980, a percentage increase since 1970.

*According to information provided by the Land Development Section, City of Louisville Neighborhood Development Cabinet.

Programs. The City of Louisville and the Russell neighborhood groups operate a number of programs in the neighborhood designed to improve the overall condition of Russell's housing stock. To date, these programs have met with limited success. Since 1976, the investment in housing rehabilitation in Russell through the Community Development programs exceeds \$2,370,000.* Of this investment, \$529,400 has been allocated to moderate-income households through the Section 312 loan program. This housing rehabilitation assistance program leaves a portion of the need for rehabilitation unaddressed because many low-income households can still not afford the substantial amounts needed to rehabilitate these structures.

The Community Development Block Grant program has provided approximately \$1,560,000 in housing assistance (grants, loans and forgivable loans) to Russell households since 1976. These grants are designed to assist low-income households in making repairs necessary to bring their housing units up to housing code standards.

Other housing-related services and programs provided by the City through the Neighborhood Development Cabinet are listed below by category.

- . Housing Rehabilitation: Processes applications for rehabilitation of owner- and renter-occupied housing units using funds budgeted to housing by the Department of Housing and Urban Development, Community Development Block Grant.
- . Code Enforcement: Enforces City Housing Code by making door-to-door inspections and answering complaints. Inspects housing units for which owners are requesting rehabilitation loans and grants.
- . Relocation Program: Relocates people displaced by actions of the city, providing them safe and sanitary housing units that are within their financial means.
- . Demolition and Boarding: Boards and secures vacant and open housing and demolishes dilapidated structures.
- . Section 8 Existing Program: Inspects Section 8 rental housing units. Rental of Section 8 units is administered by the Housing Authority of Jefferson County.
- . Urban Homestead Program: Acquires vacant properties in NSA's under the HUD Homestead Program. Processes applications and sells properties at nominal cost to applicants who agree to rehabilitate the property and remain in residence for a given period.

*City of Louisville Neighborhood Development Cabinet, 1984.

As previously mentioned, many of the large, old single-family homes of Russell have been converted to multi-family units or apartments. The degree to which this has happened or will continue to happen is difficult to substantiate since, in many areas of the neighborhood, residential densities permitted by zoning could accommodate conversion. Despite the number of multi-family housing conversions, single-family housing units are the prevailing housing type in the neighborhood. The area west of 18th Street has primarily single-family housing units, with small concentrations of multi-family units scattered throughout the area. Three housing developments for the elderly in this area account for much of the multi-family housing supply for the elderly; the Cedars of Lebanon apartments, Russell Apartments (formerly Russell Junior High School), and Community Towers.

The greatest concentration of multi-family housing units occurs in the area between 13th Street and Roy Wilkins Boulevard, where a public housing complex (Beecher Terrace) and two government-subsidized housing complexes (Village West and the Artisha Jordan Apartments) are located.

e. Urban Design and Historic Preservation

Urban design refers to relationships among physical elements and includes a concern for architecture or style of structures within a neighborhood. In a broader sense, urban design refers to the visual impact of all physical elements and their interrelationship. These elements include parks and recreational facilities, schools, housing, and shopping areas, as well as pedestrian and vehicular circulation systems.

The architectural style of buildings is the most visible element of urban design in Russell. Russell is an older neighborhood, with significant architectural resources. This history of Russell is presented in Appendix C. A portion of the Russell neighborhood was designated as an historic district listed on the National Register of Historic Places in May, 1980. The area is roughly bounded by 18th, 28th, Magazine, and Jefferson Streets; the boundary of the Russell historic district is shown on Figure 4. Much of the architecture within this area is considered either unique or a superlative expression of a specific architectural style or period. The neighborhood has many large three-story mansions with varied rooflines, conical and spiral gables, ornate overhangs, and oval or circular stained glass windows. Several of these historic homes have large porches, elaborate entranceways, and front yards ringed by wrought iron fences.

In addition to preserving a segment of Louisville's and the Russell neighborhood's history, historic district designation offers the following advantages to property owners.

- . Protection from the adverse effects of federally financed, assisted, or licensed projects;

- . Tax benefits for the rehabilitation of income-producing property; and
- . Eligibility for loans issued by the Federal Housing Administration (FHA) for rehabilitation and restoration, including architectural and engineering fees.

Designation also encourages neighborhood revitalization efforts by lessening the reluctance of financial institutions to lend money for rehabilitation in older high-risk neighborhoods.

The quality of urban design is closely related to building conditions and represents an evaluation of physical conditions and architectural quality. The Historic Landmarks and Preservation District Commission has surveyed and evaluated blockfaces for their physical condition and architectural quality. A detailed urban design survey was used to evaluate such elements as land use, scale, rhythm, roof shape, design elements, materials, setback, and environment. Each blockface was assigned to one of five classes by the Commission: high, endangered high, upper middle, lower middle, and low. The evaluations were based on the following criteria:

| Blockface Evaluation | Architectural Quality | Physical Condition |
|----------------------|-----------------------|--------------------|
| High | Excellent/Good + | Excellent/Good |
| Endangered High | Excellent/Good + | Fair/Poor |
| Upper middle | Fair/Poor + | Excellent/Good |
| Lower middle | Fair/Poor + | Fair |
| Lower | Fair/Poor | Poor |

The classification "endangered high" indicates that the architecture of the block has merit and should be preserved, but that its continuing deterioration is threatening the likelihood that it can be retained and preserved.

Most of the blockfaces in the Russell area fall within the lower two categories. A few blockfaces along Market and Jefferson Streets were rated high. Chestnut Street and several blockfaces along Muhammad Ali Boulevard were assigned the highest rating; both corridors have other blockfaces that were rated high and endangered high. Some of the blockfaces with newer structures along Broadway were also rated high.

A visual analysis of the neighborhood included inventories of street tree plantings by blockface. Street tree plantings were evaluated and placed in two general categories: areas of extensive tree cover and aesthetic appeal (plantings of two or more trees per lot), and areas where vegetation (shrubs, bushes, weeds, wild growth) interfered with overhead utilities or where diseased or injured trees created safety hazards.

Utility lines in Russell, like in many older city areas, are located overhead on wooden poles. This system of cables intrudes upon the visual beauty of the neighborhood's environment. When street trees interfere with utility lines, they are removed and their shade and beauty is lost. The loss of such trees removes an environmental asset of the neighborhood and lessens its desirability as a residential area.

Areas of extensive tree cover were found on Chestnut (15th to 17th), Magazine (16th to 18th), and Jefferson Streets. Tree growth interfering with utilities and diseased vegetation occurred along 19th Street (Jefferson to Green Alley), 21st Street (Madison to Plymouth Court), and 24th Street (Market to Jefferson).

Vacant parcels of land intermittently disrupt the visual environment of Russell. There are a total of 638 vacant buildable lots (i.e., excluding alley lots and extremely small parcels) and a total of 95 acres of vacant land, in Russell. The vacant land is predominantly parcels cleared of major structures and has not been reused. These parcels are often a source of visual pollution because they have become littered with broken glass, old furniture, paper, and other litter, or are overgrown with wild vegetation.

Other visual problems in the neighborhood include alleys, streets, and vacant structures. Alleys are often littered with large items of solid waste that are not disposed of by their owner or the city sanitation services. Such items as mattresses, junked cars, and old furniture line alleys or find homes in vacant lots. In addition, many vacant, abandoned structures dot the blockfaces of Russell, serving as refuges for rats and other pests.

f. Commercial and Industrial Uses

Commercial and industrial land uses (including associated parking and vacant structures) occupy about 17% of the land in Russell neighborhood (157 acres). Commercial uses are located primarily along Broadway, Market and Jefferson Streets and between Thirteenth and Fifteenth Streets. Industrial uses are concentrated west of Twenty-sixth Street, and between Thirteenth and Fifteenth Streets.

For purposes of analysis, commercial uses are divided into four functional categories: neighborhood-serving, regional, services and offices. (Refer to Figure 5) Industrial uses are divided into light and heavy industry; wholesale commercial uses are considered as a third industrial sub-category because of their use and nuisance characteristics. The following paragraphs define these subcategories.

Neighborhood Commercial. Neighborhood commercial uses are retail stores that serve neighborhood shopping needs by providing non-durable, personal consumption items such as food, clothing, medicines, liquors, etc. Bars and restaurants are also considered neighborhood-serving commercial uses. In March of 1984 there were

105 neighborhood commercial uses occupying about 20 acres of land in Russell neighborhood and an additional 4.7 acres on the perimeter of the neighborhood (the shops located on Broadway, Market Street and Roy Wilkins Boulevard immediately outside the boundary of the Russell study area). Neighborhood commercial uses in Russell are concentrated along Broadway, Market and Jefferson Streets. Two small shopping centers are located in the neighborhood, Lyles Plaza and Village West Mall. Lyles Plaza serves neighborhood shopping needs, but most of the retail uses in Village West Mall have left during the last few years, and the Mall has become a service and education facility. Figure 5 shows the location of neighborhood retail uses and other types of commercial development.

A significant development affecting the Russell area is located on the south side of Broadway between 26th and 28th Streets (on the perimeter of the study area). A Kroger "superstore" is being built there (with the nearby Kroger closing) along with a fast food restaurant. An additional restaurant, office and commercial space are proposed for the eastern portion of this site. In the near future a small shopping center at the northwest corner of Eighth and Broadway will open. On the negative side, the recent closing of Louisville area CSC stores resulted in the loss of the largest single retail establishment in the neighborhood unless a new retailer occupies the structure.

Regional Commercial. Regional commercial uses are retail stores that draw customers from a wide area and are not dependent on one neighborhood's residents alone for customer support. Regional commercial uses deal primarily in durable goods. Durable goods are items which have a long life, such as an automobile or furniture. In addition specialty and luxury goods such as orthopedic braces, jewelry or furs are considered regional uses. Gasoline stations are included in the regional use sub-category due to their regionally-based, through traffic clientele.

In March of 1984, there were 53 regional commercial uses in Russell occupying 13 acres of land and 5.6 acres adjacent to the neighborhood.

Commercial Services. Commercial services include uses such as barbers, beauticians, dry cleaners, construction contractors, laundromats, banks and repair services. These facilities are generally neighborhood oriented but may serve a larger geographic area. In March 1984 the field survey of land use found 84 commercial services in the Russell neighborhood occupying about 15.6 acres of land, and 2.8 acres on the neighborhood's perimeter.

Office. The Office Category consists of professional and business offices. Medical offices are a separate category. In March 1984, 11 office uses were located in the Russell neighborhood occupying 1.3 acres of land, the area immediately adjacent included 2.9 acres of office use.

Light Industrial. Light industrial uses involve manufacturing uses which do not modify raw materials but rather involve assembly or fabrication of finished goods. Light industrial processes do not have severe hazard or nuisance problems associated with them. Light industries in the Russell area occupy 46 acres of land.

Heavy Industrial. Heavy industrial uses involve refining raw materials, complex assembly processes or handling of volatile or hazardous materials such as paint, varnish, chemicals or petroleum. Heavy industry occupies 28 acres of land in Russell.

Wholesale. Wholesale uses are involved in storage and marketing of goods and equipment on a large scale. Operating characteristics of wholesale uses resemble light industry, including minor nuisances such as heavy truck traffic. Wholesale uses occupy 9 acres in Russell.

Structural Condition. The condition of non-residential structures was recorded as part of the 1984 field survey conducted by the Planning Commission (Table 13). Non residential structures were rated as either Standard, Depreciating or Substandard (refer to Table 14 for a detailed description of the categories). Of 305 rated commercial structures 124 (40.7%) were rated as "standard", 173 (56.7%) "depreciating" and only 8 as "substandard" (2.6%). These are broad categories; depreciating structures may have declined beyond the point where it is economical to rehabilitate them.

Industrial and wholesale uses had better structural conditions than commercial structures. Of the 67 rated industrial and wholesale structures 50 (74.6%) were rated as in standard condition and the remaining 17 (25.4%) were rated as depreciating. None of the industrial structures were rated substandard by the Planning Commission Survey team.

Many of the vacant commercial structures in Russell are rated as depreciating or substandard. Three-fourths of the substandard structures (6 of 8) were vacant in 1983. Thirty-two percent (56 of 173) of the depreciating structures were vacant while only 3.2% of the Standard rated structures (4 of 124) were vacant.

g. Social and public services

Like many other older central city neighborhoods, Russell has experienced a population decline since 1950. The out-migration of households has led to housing abandonment, neighborhood disinvestment, and deterioration. In response to this, neighborhood-based social and support service areas have been redefined to serve more than one neighborhood simultaneously. Community-based programs and facilities have had to be discontinued or closed. The shift of the population out of Russell has been the most common justification for such changes.

Although the actual number of persons needing these services and facilities has decreased, the need for services is still great. The same barriers that located community services and facilities in the Russell neighborhood still exist, and the barriers have been made more acute by the closing of neighborhood facilities and the discontinuation of services. Residents who once walked to get a service or to use a facility must now take a bus or arrange for private transportation. The closing of some facilities and the shift of their uses to other facilities in the neighborhood still makes a facility or service accessible, but often the delivery of that service or the use of that facility is hindered because of insufficient staff or space to accommodate the increased number of users.

One example is the Baxter Community Center. Originally designed to serve the approximately 2,000 residents of the Beecher Terrace housing project, the center remains one of the few public indoor facilities with a planned program that offers support services. Thus, it now serves a greater number of residents than it was designed to serve.

The Jefferson County Public Schools system offers basic adult education (literacy, GED, home economics) at five locations. The closest program to Russell is adjacent to Shawnee High School. This program is free of charge and operates throughout the year. A wide variety of continuing education classes are also offered for a small fee. Classes will be held in the neighborhood on request, if ten persons sign up for the class. Tutoring programs operated by the Plymouth Center and the Louisville Central Community Center help meet the education needs of Russell youths.

Other service and indoor recreational centers in the neighborhood include the Chestnut Street YMCA (which depends in part on private membership and fund raisers to operate some of its programs) and the Louisville Central Community Center. Service providers and types of service available in Russell are listed in Table 15).

Day Care. The Russell neighborhood has five day care centers within its boundaries:

- . The Mini-Versity, 306 South Roy Wilkins Boulevard;
- . The Mini-Versity Infant Center, Artisha Jordan Apartments, West Jefferson Street;
- . Little Professors, 427 South 29th Street
- . West End Day Care Center, 2331 West Madison Street; and
- . Chestnut Street YMCA Day Care Center, West Chestnut Street;

These centers serve infants (6 weeks to 2 years) and children up to five years of age. Center hours range from 7:30 a.m. to 6:30 p.m. and two of the centers provide after school drop-in service for children up to nine years of age. All centers are operated at capacity with waiting lists.

Medical and Related Services. Medical and related services are provided to Russell residents by the Access Clinic at 9th and Broadway, the Community Health Center located in the Allen Hotel complex and the Beecher Health Center on Cedar Court. Medical services are also accessible to Russell residents by bus or private auto at the Park-DuValle Health Care Center (1809 South 34th Street) and the Louisville Primary Health Care Center (2215 Portland Avenue). These centers help meet the health needs of Russell residents. The range of medical services offered includes family planning, health education, dental and medical exams, prenatal care, emergency room services, and nutrition programs.

A \$3.2 million bond issue was cleared in September, 1980 by the Louisville Industrial Development Authority to build a nonprofit nursing home at 10th and Magazine Streets, the former site of the Little Sisters of the Poor Home for the Aged. The Mount Lebanon Personal Care Home provides personal and intermediate care to persons of all religious denominations. The 117-bed, 75-employee nursing home was completed in October, 1982.

Police Protection. Increases in the number of rapes and assaults (Table 3) have caused concern about the adequacy of police protection in the Russell neighborhood. Russell residents participate in the police department's 24-hour patrol program, in which officers take their squad cars home in the hope that the presence of marked cars in the neighborhood will discourage crime. However, the residents interviewed felt that the police patrol of the area was not highly visible and effective. To combat the problem, the West Louisville Crime Prevention program was funded by Community Development/Law Enforcement Assistance monies, and Comprehensive Employment Training Act (CETA) staff assisted residents in establishing self-help programs such as block watches and the identification of personal belongings. Although the CETA program was terminated, the City remains committed to crime prevention programs such as block watches. Neighborhood businesses have compensated for this perceived inadequacy of police protection by establishing various security precautions. Many areas in Russell have active block watch organizations.

Fire Protection. Fire protection for the area is provided by a station at 1135 West Jefferson. The Division of Planning of the fire department completed a study of service areas which revealed that both Shawnee and western portions of Russell might be better served by a facility at 34th Street and River Park Drive. This new facility is scheduled for completion by May, 1984.

The fire department states that the Russell area is adequately protected from fire. There are no major physical barriers (natural or manmade) to the protection of any area of the neighborhood. Water pressure in the area was deemed adequate for fire protection, no areas with inadequate water pressure are known at this time.

Solid Waste Disposal. Russell residences and some small business establishments are provided with solid waste pick-up and disposal by the City of Louisville Department of Sanitation. The area receives trash pick-up twice a week on Tuesdays and Thursdays. The neighborhood receives double coverage, with tippers canvassing both street curbs and the alleys behind residences for solid waste to be collected.

In addition, collection crews are assisted by a crew supervisor who canvasses the area following scheduled pick-ups to see that all waste has been collected and all areas left free of litter. This trouble-shooting crew supervisor follows up complaints and personally consults with property owners and residents in locations where improper waste storage seems to be a problem. These consultations are designed to rid the neighborhood of waste disposal problems without issuing fines or causing negative attitudes about the provision of city services in the area. The trouble-shooters are generally residents of their service areas; they are aware of neighborhood problem areas and personally know or can develop a rapport with area residents and establishments.

Because of budget cuts, the department is investigating a plan for one-day-a-week collection that could offer the same quality as twice-weekly service.

h. Public Utilities

All local utility companies were interviewed to determine problems or deficiencies in the utilities serving the Russell neighborhood. Conversations with personnel at the Louisville Water Company indicated that the undersized water main located beneath Market Street between Eighth and Nineteenth Streets will be replaced with a larger pipe during 1984. Connecting lines along north-south streets will also be improved. This project will cost approximately \$580,000. No other improvements in Russell are scheduled at this time, and the water delivery system is functioning adequately.

Representatives of the Louisville Gas and Electric Company (LG&E) knew of no problem areas or deficiencies in their services to Russell. There are no known restrictions on residential hook-ups for natural gas. Commercial customers, however, are restricted to 2,500 cubic feet per hour. LG&E representatives said that although there were no easement problems now, they would move to protect their easements if any changes were made to roadways or alleys.

The Metropolitan Sewer District (MSD) reported that most of the Russell neighborhood has combined sanitary sewers, with the exception of the former urban renewal area between Roy Wilkins Boulevard and 13th Street, where sewers have been separated. MSD identified problems with sewer back-ups throughout western Louisville. The sewers in this area were designed for less urban conditions (40% impervious ground cover) than exist now. As a result some basement flooding does occur. This is easily corrected, however, by installing stand pipes or eliminating basement connections in new development. Field observations in the Russell neighborhood indicated that, in some areas, curbs are low because of multiple layers of street pavement. This condition can result in poor drainage of storm water.

The Water Management Division of the Jefferson County Public Works Department stated that in areas where new parking lots with eight to ten parking spaces or more are developed, retention basins are necessary to prevent overloading of existing combined sewer systems.

Representatives of the South Central Bell Telephone Company stated that they know of no problems or deficiencies in the existing system and that they currently have no plans for modifications of their system.

i. Open Space and Recreation

Open space and recreational facilities received extensive budget cuts in the past few years. Funding for new park development is difficult to secure; most efforts in recreational development are emphasizing the improvement and further development of existing facilities.

The Russell neighborhood has approximately fifty acres of recreational land (Table 8). However these facilities are not distributed throughout the area. Recreation facilities are more accessible to the eastern portion of the neighborhood and less accessible to the western and northern sectors of the neighborhood.

3. Transportation

a. Roadways

The street system in Russell, like other older urban neighborhoods, is laid out in a gridiron pattern (streets at right angles to one another). This extensive system of arterial streets and mid-block alleys is land-intensive, taking up 240 acres, or 26.7 percent, of the land area, the second largest land use in the neighborhood. The street system in the Russell neighborhood is an integral portion of the larger city grid street system that provides access to and from Louisville's west end.

Most of the streets are in sixty-foot rights-of-way, and several of the major roadways, including Broadway, Jefferson, Roy Wilkins, and Market, are in rights-of-way up to 150 feet wide.

The Russell neighborhood, which is close to the Central Business District (CBD), is served by several major roadways. There are three major one-way street pairs in the neighborhood: Chestnut Street (east) is paired with Muhammad Ali Boulevard (west), 15th Street (north) is paired with 16th Street (south), and 21st Street (north) is paired with 22nd Street (south). Roy Wilkins Boulevard, at the eastern edge of the neighborhood, and I-264 at the western edge of the neighborhood, and the 21st/22nd one-way pair, at the center of the neighborhood, provide access to I-64. Broadway, Jefferson, Market and 26th Streets are major roadways that accommodate two-way traffic through a major portion of the study area.

All streets in the Russell neighborhood serve a vital purpose; the street network provides access for local as well as through traffic. The roadway network in Russell can be categorized according to each street's functional classification. The classification identifies the role of a roadway within the transportation network. The street system and functional classification are shown on Figure 6.

The Shawnee Expressway (I-264), located along the western boundary of the neighborhood, is classified as an "expressway", the highest functional classification. An "expressway" carries high-speed, high-volume traffic and provides regional accessibility. North of the neighborhood, the Shawnee Expressway is linked with I-64; and, to the south, the Shawnee Expressway becomes the Henry Watterson Expressway which is linked to Interstates 64, 65, and 71.

"Major arterials" located in the Russell neighborhood include Roy Wilkins boulevard, 21st and 22nd Streets, Broadway and Market Street east of 22nd Street. Major arterials link major activity centers (downtown Louisville, employment and shopping centers, etc.) within the metropolitan area and provide access to the expressway system. Traffic signals are generally timed to regulate the speed of traffic to between 25 and 35 miles per hour. Traffic generally travels slower during peak traffic (or rush) hours. This generally occurs between the hours of 6:30 - 8:30 a.m. and 3:30 - 5:30 p.m. and can be attributed to an increase in commuter traffic during these time periods.

There are currently seven roadways or portions of roadway that are classified as "minor arterials". They are: 26th Street, 15th and 16th Streets, Chestnut Street, Muhammad Ali Boulevard, Jefferson Street east of 21st Street and Market Street west of 22nd Street. This classification of roadway serves as a link between "major arterials" and "collectors" and generally emphasizes through traffic flow. Travel speeds range from 25 to 35 miles per hour depending on weather and traffic conditions: Traffic signals are provided at key intersections.

Only 13th Street is classified as a "collector" street within the Russell neighborhood. This classification of roadway collects traffic from "local" streets and disperses it onto arterial roadways. Travel speeds generally range from 25 to 35 miles per hour and traffic signals are provided at key intersections.

The remaining streets in Russell are classified as "local" streets. Local streets are primarily used for property access and for access to roadways with a higher functional classification. Traffic typically travels two-way with parking permitted on both sides of the road. Streets with this classification appear on Figure 6 as those streets without any designation.

b. Traffic Conditions

Traffic Volume. There are no traffic capacity problems evident in the Russell neighborhood. Traffic volumes are well within the capacity of the streets, even during the peak traffic periods. All major intersections have signals, and most of the newer intersections (such as east-west streets that intersect Roy Wilkins Boulevard and 13th and 15th Streets, and north-south streets that intersect with major arterials such as Broadway) have "Walk/Don't Walk" signals for pedestrians. Street pavement is generally in good condition throughout the area, with patching necessary only in isolated areas where utility cuts have been made.

Average daily traffic (ADT) is the volume or amount of traffic passing by a designated point on an average day. ADT's for locations along some of the roadways in or serving the Russell neighborhood are shown in Table 16, "Russell Average Daily Traffic".

The highest traffic volumes in the neighborhood, those of over 10,000 vehicles per day, occur along Broadway, Roy Wilkins Boulevard (9th Street), Muhammad Ali Boulevard, and Market Street. These roadways have higher traffic volumes due primarily to the fact that they carry significant amounts of rush-hour or commuter traffic. Consequently, vehicular volumes along these roadways would most likely be higher on weekdays, especially during the rush hour.

Parking. On-street parking is found throughout the Russell neighborhood. In most instances, parking is permitted on both sides of the street. Some arterials have restrictions during peak travel periods. In addition to on-street parking, an extensive network of mid-block alleys provides access to rear-yard parking in many areas. However, in many instances, alleys do not serve the functions for which they were designed. Instead of providing a place for utility easements, access to rear lot parking, and garages, Russell alleys are often overgrown with weeds or are too narrow to allow the passage of garbage and utility trucks.

Overpass Clearance. There are two north-south railroad tracks which form barriers to some east-west traffic: the K&I Railroad in the vicinity of the 31st Street corridor and the Illinois Central Railroad along the 14th Street corridor. In some instances, viaduct clearances under the railroad restrict truck traffic. Broadway and Market Street offer the least obstructed east-west routes for traffic passing through the study area. On both streets, viaduct heights are equal to or exceed fourteen feet under each railroad. Railroad overpass clearance heights are shown in Table 17. The current standard for clearance of overpasses is 16 1/2 feet for newly constructed overpasses in the City. For existing overpasses, clearances above 14 feet are satisfactory, clearances of 13 to 14 feet are questionable and clearances below 13 feet are unsatisfactory. Only one overpass along the Illinois Central Railroad/14th Street corridor has a clearance below 13 feet, that at Muhammad Ali Boulevard. Along the K&I railroad/31st Street Corridor, three overpasses, at Muhammad Ali Boulevard, River Park Drive and Del Park Terrace/Magazine Street, have clearances of less than 13 feet. Three overpasses along the Illinois Central railroad do not have signs to indicate clearance height. These overpasses are at Magazine, Chestnut and Madison Streets.

c. Bicycle Facilities

The "Plan for Bicycle Facilities and Programs in Jefferson County" published by the Kentuckiana Regional Planning and Development Agency (KIPDA) in March, 1977, shows bikeways on:

- . Magazine Street between 13th and 32nd Streets;
- . Madison Street between 30th and 32nd Streets;
- . Cedar Street between 19th and 30th Streets;
- . 32nd Street from Broadway to Magazine Street;
- . 30th Street from Magazine to Market Street;
- . 24th and 25th Streets from Magazine to Market;
- . 19th Street from Magazine to Market Street; and
- . 13th Street from Magazine to Broadway.

Because Russell is relatively level and many of the streets are either very wide or carry low volumes of traffic, there is a strong potential for on-street bikeway development in the neighborhood.

d. Pedestrian Facilities

Most of the area has sidewalks on both sides of the streets. These sidewalks include a mix of brick sidewalks original to the area and concrete sidewalks built since the turn of the century. In the

conservation area, new sidewalks have recently been constructed. The city spent \$500,000 on sidewalk improvements, curb cuts, and stump removal from the third- and fourth-year budgets of the CDBG program.

An inventory of sidewalks in the neighborhood showed a significant portion paved with brick, notably the area bounded by 16th, 20th, Cedar, and Madison Streets. Many sidewalks were in need of repair, and in some instances, sidewalks were nonexistent. Brick sidewalks in need of repair occurred along 22nd and 21st (from Jefferson to Cedar), 24th (Market to Jefferson), Cedar (20th to 17th), Madison (17th to 20th), and in other areas (primarily in Russell east). Areas in which sidewalks need to be constructed or are in critical need of repair are scattered throughout Russell east, except along Broadway, Market, and 15th.

As part of the inventory phase, a number of pedestrian generators, including schools, parks, and commercial areas, were identified. Pedestrian counts were not available for the neighborhood; consequently, identification of pedestrian generators has been based on field investigation and known locations of schools and parks. The area's numerous churches scattered among residences are once-a-week or periodic pedestrian generators. Other generators of pedestrian activity based on field observations include:

- . The Consolidated Sales commercial complex at 15th and Jefferson Streets;
- . Neighborhood entertainment spots;
- . Industrial uses with large work forces, such as Porter Paints at 13th and Liberty, Celanese Piping at Elliott and Magazine, the P. Lorillard Tobacco Company, and other industrial uses on east-west streets that intersect with 30th Street from Muhammad Ali Boulevard north to Market Street;
- . Elliott Park at 28th and Elliott;
- . The Metropolitan Development Corporation center at 26th and Madison;
- . The Baxter Community Center and Beecher Park in the Beecher Terrace housing complex;
- . The corner of 18th Street and Madison; and
- . The West Chestnut Street YMCA.

e. Transit

The Russell neighborhood is served by eight transit routes and the medical center "LARC" circulator. The routes are the Broadway, Chestnut, Muhammad Ali, Market, Portland-Shelby, 12th Street, Preston-18th Street, 26th Street - G.E. Express and 22nd Street lines. (Refer to Figure 7.)

B. NEIGHBORHOOD ANALYSIS

The previous section of this study has described socioeconomic and physical conditions and the institutional and cultural activities within the neighborhood. This section analyzes the relationship between these characteristics and the present condition of the neighborhood, as well as the influence these characteristics have on the revitalization of the neighborhood.

1. Socio-Economic Analysis

The continued loss of population in Russell is physically evident in the large number of vacant, abandoned, and deteriorating structures. Russell's population declined by 24% between 1970 and 1980. Economic evidence of this loss is present in the general disinvestment of private dollars in the neighborhood, declining property values, the high incidence of absentee property ownership, and deferred property maintenance. The social impact of this migration is seen in the increasing number of persons needing public assistance.

The movement out of the neighborhood by middle- and upper-income households has triggered a chain of occurrences that have encouraged physical decline and added to the neighborhood's image as a less-than-desirable place to live. The remaining residents are less able to maintain these homes or to support a neighborhood shopping district. When expressed in terms of constant dollars (1967), per capita income declined 5.7% between 1969 and 1979. In combination with the loss of population, the amount available for personal consumption expenditures is reduced 41% (see "Demand for Neighborhood Commercial Use"). Business and service providers have closed their neighborhood locations in response to this out-migration. Bankers and other lenders have perceived the loss of population and services as a signal that further investments in the area may be too high a risk. As a result, potential neighborhood homeowners and absentee landlords find it difficult to obtain home improvement monies to make necessary repairs or to carry out normal property maintenance. Further physical deterioration of the neighborhood results.

The neighborhood's capacity to revitalize itself has been hurt by the population loss. Many residents who possessed the abilities and resources to drive neighborhood self-help efforts have joined the out-movement. Households that were financially able to maintain and rehabilitate large old homes have been replaced by households that need public assistance to obtain standard housing. Fifty-nine percent of Russell households have incomes below poverty level, an increase of 15% between 1969 and 1979. Thus, the neighborhood revitalization effort has turned toward sources of funds and individuals outside Russell to assist in its drive for improvement.

Many of the existing households lack the resources and abilities to maintain or rehabilitate their neighborhood. Public programs designed to assist such households often are not sufficiently funded to address the magnitude of the problems. In addition, many households are just above income eligibility requirements. These households still need assistance, but are unable to qualify for public or private funding. A portion of the deterioration of the neighborhood therefore goes unaddressed.

Because so many people in Russell have incomes below poverty level, non-cash benefits (which are not considered income by the Census Bureau) such as food stamps, medicaid, public housing/subsidized renter housing and free or reduced-price School Lunch Programs make up an important part of the "total" money available. Thus, Russell residents probably have money to spend on durable and nondurable goods that normally would have been used for housing. Estimates of the dollar value of non-cash benefits received by Russell residents are not available.

The provision of assistance to address the physical deterioration of neighborhoods is likened to treatment of the symptoms of a disease and not its cause. Housing deterioration is one symptom of the disease of neighborhood deterioration. It is caused by the inability of residents to maintain their living environment. This inability is the result of low household income levels, a lack of marketable job skills and job training, and low education levels among neighborhood residents. Thus, for physical revitalization efforts to be successful, they must be accompanied by and coordinated with programs to improve the neighborhood's economic climate as well as the individual's economic well-being.

The Russell neighborhood's high percentages of adults with less than a high school education suggests that many household heads lack the basic skills necessary to seek employment. Basic adult education courses will be necessary to bring the population to a level at which they will be able to acquire training for marketable job skills.

High unemployment levels among a portion of Russell residents are partly attributable to current national economic trends. However, even during better economic conditions, Russell area unemployment remains above national averages because many individuals do not possess skills demanded by the job market. Many low-income and minority persons are unaware of how to go about obtaining employment; training in how to find a job should accompany adult education and job training. These efforts should be further complemented by an effective employment opportunity information and referral system. As new job opportunities are created by the expansion and development of businesses and industries, the improved economic climate of the neighborhood will improve the economic status of its residents.

Street crime is a problem that inhibits revitalization in Russell. Prostitution and drug dealing that occurs in specific locations and

is highly visible need to be addressed. Investment dollars and new middle-income residents will not be attracted to these portions of Russell until the issue of street crime has been resolved.

Stopping the movement of population out of the neighborhood is another important and necessary goal of the revitalization effort. This goal can only be accomplished by creating the type of physical and social environment in the neighborhood that makes it a desirable place to live. These efforts encompass physical improvements and amenities, as well as social, economic, and cultural programs, all of which will support and enhance the neighborhood.

2. Land Use Analysis

A general description of Russell's physical conditions was provided in a prior section of this plan. How physical conditions interact, how other neighborhood conditions affect them, and the consequences of these interactions will be discussed at length in this section.

a. Environment

The most significant environmental problem facing Russell is declining air quality. Russell is not alone in addressing this problem. The Louisville and Jefferson County Air Pollution Control Board monitors air quality throughout the county. The Board has implemented a mandatory vehicle exhaust testing program that will help ensure that air pollution control equipment installed on vehicles by their manufacturers is maintained in efficient working order. Planning in Russell can contribute to the countywide solution by developing an efficient street system that allows traffic to flow with few hindrances, encouraging alternative transportation such as walking and biking, and providing community services near residential areas to lessen the need for automobile use.

b. Land Use and Zoning Trends

The general land use pattern of the area is mixed. Residential land uses predominate, with numerous small commercial and public land uses scattered throughout the residential sectors of the neighborhood. Industries are concentrated in eastern and western railroad corridors.

Urban renewal projects of the late Sixties and early Seventies significantly altered land use patterns in the area east of 15th Street bounded by Market, Broadway, and Roy Wilkins Boulevard by clearing single- and multi-family housing units and many small commercial establishments. Replacing these uses were industrial uses in the area from 15th to 13th Streets and a large number of multi-family housing units in the area from 13th Street to Roy Wilkins Boulevard adjacent to the Beecher Terrace public housing project. The street pattern has been altered, with 10th and 12th Streets being discontinued at Muhammad Ali Boulevard and 9th Street (now Roy Wilkins Boulevard) being widened and improved to provide access to and from the interstate highway system.

One of the most significant changes in the land use pattern since 1963 has been the decrease in the frequency of multi-family units mixed with single-family units. This change can be attributed to two factors. First, the construction of two government-subsidized multi-family housing complexes in the former urban renewal area provided housing for over 2,000 Russell residents and thus reduced the demand for multi-family units elsewhere in the neighborhood. Second, the shift of households away from Russell has affected the demand for multi-family units and has reduced neighborhood densities. The 1963 land use pattern of the neighborhood showed many large concentrations of multi-family units scattered throughout the neighborhood. Land use surveys conducted in 1980 and 1984 show a pattern of single-family uses west of 15th Street, scattered small commercial uses, and infrequent, small concentrations of multi-family residential uses. The land use pattern east of 13th Street is dominated by multi-family uses .

The number and frequency of vacant parcels have increased since 1963. The increased frequency of scattered vacant parcels in the 1984 land use pattern suggest that the amount of vacant land has been increased primarily through the demolition of deteriorated, abandoned structures. The concentration of industrial uses in the western portion has increased slightly since 1963 along with the addition of industrial land area between 13th and 15th Streets.

The many scattered concentrations of vacant lots that have evolved over the years have a varied impact on neighborhood conditions. On one hand, they represent opportunities for new development; on the other hand, vacant unkempt lots add to the neighborhood's image of decline. In addition, these lots are often off the tax rolls or are tax-delinquent and represent missed tax revenues to the city, serving to depress neighborhood property values further.

The opportunity to recycle these lots for new development is in tune with revitalization goals and efforts. The recycling process is hindered, however, by the small size of many of the vacant lots. In Russell, like many older central city neighborhoods, the majority of land was platted and developed prior to the establishment of formal land use controls. As a result, many of the vacant lots are small and extremely narrow (less than 30 feet wide) by modern standards. This lot configuration limits the reuse of vacant lots. Many lots will only accommodate a shotgun house, constraining the options for new construction. When a vacant lot occurs between two structures, construction is hampered by the proximity of adjacent buildings.

The Zoning District Regulations set minimum standards for lot size and building setbacks. These standards are flexible for pre-existing lots. For example, the minimum side yard is reduced from five feet to ten percent of the lot's width. These flexible standards are designed specifically to encourage the reuse of vacant urban land. Many vacant lots may still be too small for development even after the application of these modifications. In these

situations, the consolidation of one or more of these lots may be desirable to facilitate the recycling process. Lots like these may also be desirable to adjacent property owners who wish to create side yards.

The present land use pattern in Russell is the result of decisions made collectively and in combination with public decisions and actions by individual property owners. For example, decisions by individual property owners to convert all or a portion of their property into a commercial use have created the mixed nature of the use pattern. Decisions by public bodies to grant rezoning applications have also encouraged this mix. The numerous small C-1 and C-2 zoning districts throughout the neighborhood are evidence of these public decisions. Decisions by property owners to sell, rehabilitate, or abandon properties have also affected the neighborhood's land use, as well as its physical appearance.

Nonconforming Use. Many non-residential land uses in residential zoning districts existed prior to the enactment of zoning (1931). These uses are allowed to exist legally as nonconforming land uses, although the potential for future land use conflicts was recognized. Many industrial land uses existed prior to the residences that now surround them when residential proximity to the work place was desirable. Residences were constructed around industries that were sources of employment.

Part of the present nonconforming use problem was created in 1963 when industrial zones were restricted to primarily industrial uses. Before that time, a pyramid use structure in the zoning regulations permitted residential and commercial uses in industrial zones. Currently, industrial zones prohibit the expansion of existing or construction of new non industrial uses. The increased mobility of the general population in recent decades that has resulted from development and sophistication of the transportation system has lessened the desirability of and need for immediate proximity to the workplace. However, the land use pattern created by the former lifestyle still exists, and it was a major factor in the original assignment of zoning districts. Centrally located neighborhoods like Russell were desirable for residential and industrial land uses. Thus, more intense residential zones were thought more appropriate and industrial zones (M-1 through M-3) appeared more frequently. As the neighborhood and city developed and land use demands shifted, the zoning pattern of the neighborhood remained the same. The current land use better reflects the current demand, while the assigned zoning reflects the land use demands of a previous era.

Four major areas of non conforming uses in industrial zones were previously identified. Along 26th Street, Market Street and Broadway, industrial zoning is clearly in conflict with existing development and the surrounding land use pattern. The stability of

housing in this area is threatened, and new residential and commercial construction is prevented by existing zoning. In the area west of 29th Street, the appropriateness of industrial zoning is open to debate. This corridor contains approximately seven blocks of solidly residential use zoned for industry. It also contains large areas that are vacant or developed for industrial purposes. The residential blocks are separated from other residential areas by the Shawnee Expressway, the K&IT Railroad and large industries; surrounding land use patterns therefore do not help determine appropriate zoning for these areas. A policy decision is needed, based on neighborhood goals, industry plans and city-wide demand for industrial land, concerning zoning for the residences west of 29th Street.

The relationship of land use to zoning districts is further complicated by the fact that many nonconforming, nonresidential uses in residential zones need to expand their operations and facilities. Legally, zoning regulations forbid the expansion of nonconforming uses. The continuing inability of these uses to expand may cause them to move out of the neighborhood.

In some instances, relocation of these uses may be desirable because of the opportunity it creates to eliminate nuisance-causing land activities and to reestablish an area for residential use. However, the loss of a nonconforming use may mean the loss of neighborhood jobs and add to the decline of the neighborhood. If a vacant structure left by a nonconforming use is not or cannot be adaptively reused, it becomes part of the decline that revitalization seeks to combat.

In situations where a nonconforming use is a nuisance or hindrance to the functioning of the neighborhood, the benefits of its discontinuation may outweigh the negative impact of a vacant structure. For example, many of the small scattered commercial uses provide entertainment; associated with these uses are such undesirable activities as loitering, increased noise, damage to surrounding properties, vandalism, disruption of traffic flow, and overburdening of on-street parking. Such uses conflict with adjacent residential land uses and retard revitalization efforts by decreasing the desirability of the residential neighborhood.

Density. The density of residential dwelling units is an important land use characteristic related to controls contained in the Zoning District Regulations. The more intense residential zoning districts dominate the Russell zoning pattern. The R-6 district, which allows 17.42 units per acre, the R-7 district, which allows 34.84 units per acre, and the R-8 district, which allows 58.08 units per acre, are the residential zones. See Table 10 for information on the extent of each of these districts.

To determine the appropriateness of residential densities permitted under existing zoning, 14 representative blocks were selected. Using 1980 Census data, existing residential density was calculated

and compared to permitted density. This analysis found densities ranging from 7.1 to 27.8 units per acre. The highest density occurs in the apartment developments east of 15th Street; lowest densities occur in the area west of 28th Street. Blocks located between 21st and 28th Streets were consistently more densely populated than blocks between 15th and 21st Streets. The average density of the blocks studied was 13.3 dwellings per acre.

Based on this analysis, R-7 zoning is the appropriate classification for development east of 15th Street. West of 15th Street the R-6 zone closely approximates existing density. Some blocks require a higher zoning classification (R-7), others would fit in a lower zone (R-5A). These discrepancies do not represent major differences in density levels, and the permitted uses are the same in each of these districts. The corridor of R-8 zoning along Jefferson Street between 15th and 28th Streets does represent a significant departure from existing density levels. This area is used far less intensively than the 58 units per acre permitted under the R-8 classification. Considerations to be included in addressing these discrepancies include:

- ° The need for residential zones flexible enough to provide economic incentives for new housing development that offers a mixture of housing styles for different household types. Less intense residential zones may limit this flexibility. However, the adoption of less intense residential zones would encourage new residential densities that are more compatible with existing patterns.
- ° Very high residential densities (over 35 dwelling units per acre) generate a great deal of auto traffic. Increased traffic means more noise, vibration, and pollution. High density residential construction in the midst of a lower density area may decrease the desirability of the neighborhood as a place to live.

In conclusion, rezoning and revitalization efforts must be coupled with strategies for the adaptive reuse of the land and structures left by the discontinuation of nonconforming uses. However, changes in the zoning districts of the neighborhood in the absence of related economic programs will not solve the neighborhood's land use problems.

c. Land Use Demand

Residential Demand. There are several indicators of housing demand. In Russell, the indicators point to a weak housing market. Vacancy is up from 9.8% in 1970 to 15.6% in 1980. The number of dwelling units declined by 14% during the same period. Eighteen percent of residential structures have deteriorated to a degree that demolition may be necessary. High incidence of property tax delinquency, affecting mostly residential structures, indicates disinvestment.

A report by the University of Louisville Urban Studies Center provides additional information on the housing market in Russell. Housing Prices and Mortgage Lending (Urban Studies Center, 1981) anticipates further decline in demand for City neighborhoods that have experienced population loss. The report lists the Portland/Russell tax district as the district with the largest percent of delinquent assessments in 1980 (22.45% of all assessments in the districts), which the report identifies as a high risk indicator for housing investment.

According to the Urban Studies Center report, housing prices in Russell were very low averaging only \$5800 in 1978-79. This was the lowest average for any neighborhood in the Louisville area. For the same period 46.5% of the houses sold for less than \$5000 and 95% sold for less than \$15,000. The report's authors question whether units sold for less than \$5,000 were suitable or intended for occupancy.

Overall in West Louisville fewer than 15.2% of the units sold 1978-79 were valued over \$20,000 (216 units). Only one of these 216 units was in Russell and it was valued between \$20,000 and \$24,000. As renovation would probably add about \$20,000 to the value of an average unit in Russell, (which was \$14,156 in 1980 for owner occupied units), this will produce a unit valued well above the typical market price paid in the area. To market such a unit will require an environment that competes with the Parkhill and Shawnee neighborhoods, where 74.5% of the homes sold in West Louisville valued over \$20,000 (1978-79) were located.

Weak demand and a declining residential market does not determine the future of housing in Russell. Projecting trends of decline in order to determine future land use is counterproductive to the stated public policy of revitalization. The necessary assumption that residential land use demand will increase is based on the following actions already underway to reverse the twenty-year trend of decline in the Russell neighborhood:

- ° The implementation of a land-banking program that has as its primary goal the reuse of vacant land for residential development.
- ° A commitment by the city of Louisville (through the allocation of CDBG funds) to reclaim existing housing stock.
- ° Activities to encourage the creation of employment opportunities within the neighborhood. These opportunities will increase the part of their disposable income residents can spend on housing.
- ° Major revitalization and redevelopment activities in central and downtown Louisville, which will encourage the demand for residential land use in Russell and other centrally located neighborhoods.

Past economic, market, and social conditions have made the Russell neighborhood a supplier of housing for low- and moderate-income households. It is predicted that Russell will continue to satisfy a portion of Louisville's need for low-cost housing; however, public policies toward revitalization and Russell's proximity to other major revitalization efforts may diversify the demand for housing in the neighborhood. Russell has the potential to become not only a provider of adequate low-cost housing, but a provider of housing that will attract middle-income households.

Commercial Demand. The Russell neighborhood contains numerous small commercial establishments that offer food and other household staples. Many are marginal operations with unused or inefficiently used floor space. Numerous corner commercial structures in Russell are vacant (see Figure 5). Structural decline is a common problem of the vacant and the marginal commercial structures. The buildings themselves, however, could be an asset to Russell. Many are substantial brick buildings with commercial space on the ground floor and apartments above. In the historic district, the corner commercial buildings frequently contribute to the area's architectural significance.

A related issue is the "nuisance uses" -- bars, liquor stores and game rooms. These establishments generate noise, loitering and traffic problems. Redevelopment of adjacent areas is made more difficult by these uses and related nuisances.

Based on interviews with neighborhood residents, there is interest in the development of a first-rate cinema, a home improvement center, and a family-style restaurant, none of which is adequately represented in the Russell area or the entire west end at present. These uses could be accommodated in rehabilitated structures or in new construction, but they should be developed in conjunction with the service centers.

It is anticipated that the amount of land in commercial use in Russell may increase only slightly, if at all, in the foreseeable future. Eventually, the long-term improvement of the neighborhood's economic climate may generate demand for additional commercial land use that would serve an area greater than the Russell neighborhood. At present, the area is underserved by general merchandise and apparel outlets. Many Russell and West End residents indicated that they shop in southern Indiana shopping centers because of their convenience and the greater availability of items they desire. An analysis of the supply and demand for neighborhood shopping facilities and other commercial uses appears below.

In the event the present need for retail services and the increased demand generated by new residents creates a market that is attractive to commercial development interests, the issue of a new retail center's location must be addressed as a regional planning

question rather than a neighborhood issue. Such a center would depend on a large market area, probably at least the entire West End of the city. Accessibility to the location for all of the West End, as well as Russell, must be considered.

The ability of commercial establishments in the center city to meet the shopping needs of West End residents must also be evaluated. During the last twenty years, the range of goods and services marketed in the center city has declined. The success of the retail revitalization that is underway (in the Galleria project) and the types of market needs that will be met by downtown establishments remain unknown factors at present. It is possible that the marketing thrust of the center city will be aimed at customers satisfied by specialty goods, and not low and moderate-income shoppers.

Supply and Demand for Neighborhood Commercial Use. Neighborhood-serving commercial uses typically serve a limited area. Therefore an estimate of the adequacy of the supply of neighborhood commercial use can be made, based on the population and income characteristics of the neighborhood that is served. Neighborhood commercial uses predominately provide goods and services needed on a daily or weekly basis. Neighborhood residents will normally spend a majority of their personal consumption expenditures in their immediate neighborhood if adequate facilities exist. The limitations of this analysis should be noted. The analysis considers the adequacy of the amount of neighborhood serving uses (square footage of stores) by very general categories. It does not assess unmet demand for specific types of stores (e.g., convenience groceries, drugstores).

In 1984 a survey of land use in Russell neighborhood found 105 neighborhood-serving retail establishments with 320,670 square feet of floor area. As Table 18, "Neighborhood Sales Capacity: Russell" shows, the neighborhood currently has a relatively diverse mix of commercial facilities. The closing of the CSC store in the Spring of 1984 greatly reduced the types of goods available in the neighborhood and many of the stores that remain have lower quality merchandise. Further, 43 of the 105 establishments in the area were either bars or liquor stores. Based on the national averages for sales per square foot of floor area by type of store (refer to Table 18), the retail uses in Russell could handle \$45.4 million in sales annually. This figure includes \$5.2 million in sales at the CSC store which has been closed. The national average sales rates may exceed sales rates that occur in Russell. If so, the \$45 million figure may exaggerate the actual sales volume of Russell stores.

The estimated sales capacity of neighborhood-serving stores in Russell was compared to estimated expenditures by Russell residents. This comparison shows that estimated sales capacity greatly exceeds estimated expenditure. The total nondurable expenditure (excluding

gasoline) estimate for Russell residents was \$10.2 million, only 22.5% of the sales capacity. Table 19 presents estimated expenditures by Russell residents.

Public assistance payments increase the purchasing power of Russell residents. Assistance payments are not included in Census Bureau income statistics; this may account for some of the imbalance between sales capacity of stores and expenditures by residents. The estimate of non-durable expenditures is based on income and does not include non cash benefits such as food stamps or housing assistance. Food stamps add directly to the amount available for food expenditure while housing assistance reduces the percent of total disposal income used for housing (included under services on Table 19) and frees this money for other expenditures. Food stamps probably add between 3 and 5 million dollars in income to the Russell neighborhood.¹ No hard estimate is available for the dollar value of housing assistance but roughly 1600 homes are involved. Residents of assisted housing may have additional funds for consumer goods.

Groceries and supermarkets appear to have adequate representation in the area. The 12 groceries and four supermarkets have a total of 77,850 square feet of floor space and (based on national sales averages) over \$20.1 million in sales capacity. Sales capacity far exceeds the \$3-5 million food stamp subsidy and the estimated \$5.8 million of residents' income used for food purchases. Other food related retail facilities in Russell (restaurants, fruit and vegetable markets, etc.) add about \$2.6 million to the food related sales capacity.

This analysis has shown Russell to have a significant over supply of neighborhood commercial use. This finding must be placed in the proper context. While it appears that an overall surplus of neighborhood serving commercial uses exists in the Russell area it should be noted that the two primary retail locations in the neighborhood (Broadway and Market Streets) serve areas to the north, south and west of Russell. Neighborhood stores rely on a greater population base than residents of the Russell study area alone.

In addition, the study does not address the adequacy of the mix of stores or of the quality of goods offered. There may be room for improvement in either of these areas. The analysis does indicate entry by new neighborhood stores will be difficult. The area's

¹Based on from 58.6% to 100% of the residents receiving the \$474 annual average aid (58.6% of neighborhood households in 1980 were below poverty level).

declining population, low income levels and over supply of stores pose considerable challenges to new businesses. The most likely locations for new stores are along major thoroughfares. These locations combine the advantages of serving through traffic and of being readily accessible to residents of other neighborhoods. This pattern has already been established by recent and proposed shopping developments (new Winn Dixie, Urban West One, Lyles Plaza).

Demand for Regional, Office and Service Commercial. The demand for these three commercial categories is regionally generated (although services may be more neighborhood oriented). Russell contains suitable sites for region-serving commercial development. Features attractive to such uses include direct Interstate highway access at the western and eastern edges of the neighborhood and the existence of major streets such as Broadway, Jefferson, Market, Twenty-first/-Twenty-second, Fifteenth, Thirteenth/Twelfth and Ninth Streets. Office uses are concentrated in the area east of Fifteenth Street and along Broadway and these areas seem to represent the greatest potential for new offices. Development of additional offices and regional commercial uses in Russell will depend upon levels of demand within the community as a whole, and the relative attractiveness of Russell by comparison with other neighborhoods.

Industrial Demand. Existing industrial development in Russell is similar to patterns in other central city neighborhoods. Industrial development once tended to locate in corridors that parallel rail lines. The industrial establishment depends less on rail lines now than in former eras, relying primarily on access provided by city streets instead. Typical industrial establishments consist of at least two types of industries--old, large, established firms, and smaller new companies. Established firms have ready access to the central city labor pool and the advantage of an in-city location, but are hemmed in by urban development. Smaller new firms often seek to recycle existing industrial buildings because of their relatively low rental cost.

The extent to which the two industrial corridors are in use provides an indication of demand for industrial sites in Russell. The eastern corridor, between 13th and 15th Streets, was redeveloped under Urban Renewal. Industrial uses in this area are housed in new structures on large lots. As of February 1984, all but two urban renewal parcels totalling 1.5 acres had been sold to private interests. An additional 4.5 acres in 4 parcels have been sold but have yet to be developed. Two structures (one new, one older, multi-story building) were vacant. In the western industrial corridor, generally situated between 29th Street and I-264, there is a mixture of residential and industrial use. This complicates the tally of vacant land and structures. Considering only large parcels of land that are zoned for industry, there are three vacant parcels, measuring 2.9 acres. Five vacant industrial structures occupy 6.8 acres in this corridor. An additional 6.3 acres of land, primarily vacant and adjoining industrial development could be put to

industrial use in this corridor. Vacant land and structures present opportunities for industrial development in Russell. Existing firms could expand or provide off-street parking; new firms could locate in the area.

In 1978, the city examined the feasibility of undertaking an industrial urban renewal project in the vicinity of Ninth Street and Broadway to be called "Station Park." One of the key questions addressed in the initial examination was the extent of the market for industrial land. The study estimated that forty to fifty acres of competitively priced land could be sold in Station Park over a four-year period, and that pent-up demand for expansion space by industries already located in Station Park would increase the demand for in-city industrial space. The Station Park urban renewal plan initially estimated that 30 to 35 acres of land might eventually be marketed in that project. Results of the examination of industrial demand indicated that market demand did exist for in-city sites of up to ten acres, with sites of two to six acres the most commonly desired.

A more recent study of the demand for industrial sites was prepared by Real Estate Research Corporation, the "Market Study and Financial Analysis, Orange Drive Industrial Development Project." This report estimated in 1982 that wholesale trade and business service firms would absorb between 40 and 188 acres of industrial land annually. The large decline in manufacturing employment caused the report's authors to focus on wholesale and service firms alone. The RERC report indicates that in recent years 55% of industrial land sales in Jefferson County were outside of industrial parks. These studies indicate that there is potential for increasing the amount of industrial use in the K&IT Railroad Corridor.

The area between 29th Street and I-264 in Russell has attributes for industrial expansion similar to those exhibited by the Station Park area. Most housing along the K&I railroad corridor is either in need of major repairs or depreciating. Areas suitable for industrial expansion are either mixed with industrial uses or are located between existing industry and I-264. Vacant land and vacant structures represent 16 acres that could be devoted to industry.

Because many Russell residents lack employment and specific job skills, industrial development in the corridor should stress labor-intensive industries that employ semi-skilled employees; development requiring greater levels of skills should be coordinated with job training programs. These objectives are similar to the goals being sought by the city in the Station Park area.

In addition to the two corridors of industrial development, there are several isolated industries in the midst of residential development in Area B (15th to 21st Streets). These industries may provide jobs for neighborhood residents, but their current locations do not contribute to the area's residential qualities. The industrial buildings located on Muhammad Ali Boulevard between 17th

and 18th streets are architecturally significant. Although not included in the Russell National Register District, these buildings are worthy of preservation. Their current use, truck repair and an industrial supply company, detracts from the rehabilitated Russell Apartments and the small shopping area along 18th Street. Restoration of these structures would enable their re-use for a variety of purposes supporting neighborhood revitalization, including recreational uses, shopping and apartments.

d. Housing

The condition of housing in Russell is one of the most serious problems facing the neighborhood. With eighteen percent of the housing stock rated substandard, there is a need for extensive repair or clearance of unsafe units. The presence of "d" and "e" rated houses has a negative impact on housing investment. New construction and rehabilitation programs need to encompass deteriorated structures that otherwise would have a blighting effect and limit revitalization. Extensive land clearance could create land for the development of new housing units in the neighborhood.

Housing Trends. The number of housing units in the Russell neighborhood has steadily declined since 1950, an indication of the continued deterioration of the housing stock. As units are allowed to deteriorate, clearance becomes necessary.

Single-family housing remains the dominant housing type, but in the last two decades, multi-family units, previously scattered in small concentrations throughout the neighborhood, have become concentrated in the eastern portion of Russell. Multiple units in complexes containing six to ten units per structure are more common than the two-family duplexes that were typical when multi-family units were scattered.

The outmigration of population from Russell has created a supply of housing, generally in declining structural condition, that nonetheless is affordable ~~available source of housing~~ for low-income households. The neighborhood has been a supplier of housing for low-income persons, and the demand for housing for other income groups has dwindled. Single-family homes that persons migrating out of the neighborhood were unable to sell have been converted to apartments or have been abandoned. The degree of abandonment is visible in the number of boarded and/or open, vacant structures.

Housing Issues. Sound building conditions were found primarily in the eastern portion of the neighborhood between Roy Wilkins Boulevard and 13th Street, and other sound structures were scattered throughout the study area. The concentration of sound units in East Russell is the result of an urban renewal project that built over 1,100 new government-assisted housing units in the area in the early 1970's. In addition to these new units, the East Russell area bounded by Roy Wilkins Boulevard, 13th, Broadway, and Market contains Beecher Terrace, a multi-family public housing project completed in 1941. The Housing Authority of Louisville (HAL) has

invested \$10 million in improvements to Beecher Terrace since 1970. In the past five years, HAL has replaced heating systems, wiring and windows throughout Beecher Terrace. One-third of the buildings at Beecher will have new, gabled roofs after contracts let in 1984 are completed. Effective management and a planned ongoing maintenance program will be necessary to prevent the deterioration of these publicly-assisted multi-family complexes.

Private individuals owning sound properties may need encouragement to participate in revitalization efforts. These owners should be encouraged to seek assistance for necessary major maintenance tasks. The delay of routine maintenance should be discouraged, since the timely performance of routine housing maintenance is critical to the conservation of the neighborhood's sound housing stocks. An increase in owner-occupancy would help improve the level of housing maintenance in Russell. In 1980, only 25% of the neighborhood's housing stock was owner-occupied.

Fifty-one percent of the neighborhood's housing units were rated as sound structures needing major repairs, a rating that suggests that these structures have potential for rehabilitation. Since the average rehabilitation cost of \$20,000 per structure is well above the financial resources of many of the neighborhood's present residents, the improvement of housing stock is a major undertaking.

Since 1976, the City of Louisville Neighborhood Development Cabinet has provided significant aid to improve housing in Russell. For most of this period, the city's neighborhood revitalization strategy focused on neighborhood strategy areas. Funding was intended to achieve visible improvements in housing in these areas, that would become catalysts for improvements throughout the neighborhood. The Russell strategy area was bounded by Broadway, 21st Street, Eddy Alley and 29th Street. For the period 1976-1983, a total of \$2,370,000 in grants and low interest loans was provided in this area. Although this represents a considerable financial commitment, funding has been insufficient for rehabilitation of the substantial number of units needing it. Rehabilitation efforts in the strategy area are probably not keeping pace with the rate of deterioration, and rehabilitation efforts in the remainder of the neighborhood certainly are not keeping pace with deterioration.

With eighteen percent of the neighborhood's structures rated as substandard, partial clearance of some blocks and their redevelopment with new housing units may be a necessary part of the revitalization strategy. In addition to being sensitive to efforts to preserve historic structures in the neighborhood, redevelopment activities must also be sensitive to the implications of relocating households. Plans, programs, and activities must be carefully coordinated and detailed if redevelopment is to be a successful strategy in improving the neighborhood's supply of housing.

Efforts to improve housing conditions in Russell through redevelopment must consider the large concentrations of public and government housing in the eastern portion of the neighborhood. Further development of substantial numbers of subsidized units may inhibit the marketing of new development and harm the neighborhood's ability to attract the substantial private investment and development necessary to help stem housing deterioration.

The City's Housing Assistance Plan (HAP) will restrict further concentration of subsidized housing. This policy will limit public subsidies for new construction and rehabilitation of housing for families and for the elderly in Russell. According to the City's Housing Assistance Plan, the City and federal agencies will not provide assistance to housing projects that would increase levels of subsidized housing in a given area beyond the proportion of housing citywide that is subsidized. The HAP is a local plan that is mandated by the U.S. Department of Housing and Urban Development.

The construction of non-government-subsidized housing creates a need for a simultaneous effort to attract households with sufficient incomes to purchase or rent these units. Attraction of middle-income households increased the neighborhood's potential for economic development by creating a population with a greater disposable income, and hence a more desirable market that will encourage the development of services and facilities in the neighborhood and its vicinity. In addition, formation of new households will help stabilize the neighborhood's decreasing population.

New redevelopment projects must also be sensitive to the composition, scale, and density of existing development nearby. Projects should be designed to be compatible with and attractive to different types of households and lifestyles.

The magnitude of the need to improve Russell's housing stock cannot be overstated. The scope and diversity of the housing problems of the neighborhood require a comprehensive slate of actions that must complement and extend beyond present efforts and geographic target areas if deterioration trends are to be reversed. Such a comprehensive effort will require a significant commitment of public funds and effort, substantial commitments of funding and expertise from the private sector, coordination of public and private efforts, and development of innovative programs.

e. Urban Design and Historic Preservation

The abatement of environmental nuisances is critical to building an image of Russell as a desirable place to live. For example, the removal of visual pollution caused by the improper dumping of large items, broken glass, and other litter should be encouraged by more stringent enforcement of laws and fines for such littering. However, policing of litter may have to become a voluntary effort by residents and neighborhood groups since municipal programs for

neighborhood environmental control, such as rat, pest, and weed control, have received low funding priorities. Such programs, whether financed by the municipality or carried out by neighborhood volunteer groups, are essential to removing the environmental nuisances of unkempt lots and improper dumping.

The inclusion of a portion of the Russell neighborhood in the National Register of Historic Places provides access to tax advantages that may attract private capital investment to the neighborhood. The tax advantages available through the purchase, rehabilitation, and restoration of income-producing property in historic districts, however, do not directly benefit the low- and moderate-income residents of the neighborhood, who often do not have enough money for the necessary restoration investment and have no need for the benefits of tax write-offs. Innovative financing strategies that encourage the use of tax advantages on a large scale, but minimize displacement of long-term residents who desire to remain in their homes, must be developed.

A comprehensive program for community information and education would help Russell residents achieve an appreciation of the concept of historic preservation and how it can benefit them and their neighborhood.

Another urban design issue for the Russell neighborhood is the relationship between residential and industrial areas. The industrial corridors between 13th and 15th streets and west of 29th Street adjoin residential areas. Since both the industry and the housing will be there for the foreseeable future, there is a need to minimize any visual nuisances arising from this juxtaposition. Parking lots and storage areas facing residential areas should be screened by vegetation or fencing. New industries can more effectively prevent visual nuisances by incorporating this purpose in the design process.

f. Social and Public Services

The single most important social and public service issue is the maintenance of sufficient service levels in the face of lower funding levels and fewer funding sources. Government priorities for funding assistance programs have shifted over the last five years. Programs for economic development and housing revitalization and assistance have received higher funding priorities than traditional social service programs. Eligibility requirements for most social programs have been revised so that the lowest income households are assisted. Government programs to supplement the regular public school curriculum and to provide additional help for students from poor and disadvantaged households have been curtailed to allow reallocation of limited public assistance dollars to other programs. Federal monies for day care services have been reduced. These reductions have serious implications for the social and economic aspects of neighborhood revitalization, and have had effects in Russell.

Many programs, planned activities, and community services, such as adult education classes formerly provided by such traditional service providers as the Western Branch of the Public Library, have been discontinued or cut back because of reductions in funding sources and a decrease in the number of area residents, despite continuing local need. Reductions of other programs and activities at other facilities have discouraged patronage. The Metropolitan Community Development Corporation has tried to continue such services at its headquarters in the old Allen Hotel at Madison and 26th Streets; the Hampton House, a community cultural center targeted for young people and senior citizens sponsored by the RDC, attempts to offer the community cultural, educational, and support services to fill voids left by prior service providers. The Plymouth Community Renewal Center, sponsored by the Plymouth Congregational Church, also offers community services. While the number of service providers may seem extensive, their scope of services still does not cover the neighborhood's need for services in the areas of child and spouse abuse, adult education and job training, job attainment and skill development, special childhood enrichment, and services and facilities for handicapped and disabled residents.

Schools. Neighborhood schools have suffered because of shifts in population. Russell Junior High and Perry Elementary Schools closed because of insufficient area population for full use of these facilities. While Perry reopened in the fall of 1980, its reopening was contingent upon the closing of Roosevelt Elementary.

The area seems to be well served by two other elementary schools (Byck and Taylor) and Central High School, since a large number of Russell's children of school age are bused to schools outside the area. Formal efforts at adult educational and training have been discontinued, although some area service providers may offer these services on a small scale.

Library. The Russell community recently organized a successful lobby to keep the Western Branch of the Public Library at 10th and Chestnut Streets open. Although city and county officials, citing the drop in the number of persons using the facility, planned to close the branch in an effort to save municipal dollars, it will remain open because of the community's efforts. However, all branch libraries have reduced service hours, amounts spent on book acquisition, and film showings to keep the western and two other neighborhood branch libraries open.

While the closing controversy slightly increased patronage at the Western Branch library, the first Carnegie Library to serve a black community, many community residents interviewed during the planning process remembered when the branch was a landmark in the cultural landscape of the City's black community, offering movies, lectures, adult education, and other community and cultural activities. Continued cuts in the library's funds have caused the loss of these

programs and hence the loss of the branch's status as a community activity and cultural center. The saving of the facility is a step toward revitalization of Russell. However, the return of programs and activities that made it a landmark is critical not only to Russell, but to Louisville's predominantly black west end.

Day Care. There is a great need for subsidized day care in the Russell neighborhood and the west end of Louisville. Recent state revisions in the provision of day care services and federal cutbacks in Title XX monies, which help low-income families obtain day care services, have made the need for subsidized day care services even more acute. The cost of day care services currently ranges from \$2,000 to \$3,000 per child per year. In the most recent analysis of daycare needs (1979-80) the average annual family income of families needing the subsidy ranged from \$4,947 to \$5,037 per year for a family of three. It was estimated that 41 percent of the families in the west end of Louisville needed fulltime subsidized day care services. Nine percent of the families with children aged six through twelve needed part-time or after-school drop-in child care services.*

The cost of day care continues to be a major barrier to its use. Subsidy is available through the Title XX program for families with incomes below 60% of the median. However, families earning between 60% and 80% of the median are eligible for only limited amounts of assistance provided by the County and Metro United Way. There is a very large waiting list for this type of assistance. The reduced number of day care facilities in Russell, from eight in 1980 to five in 1984 reflects the declining ability to afford this service. These changes in eligibility requirements and funding cutbacks could force some working mothers to stop working to care for small children at home, a situation with serious ramifications for the economic revitalization of the neighborhood.

Overall Concerns. Russell's less-than-positive image as a residential area is created largely by its physical deterioration. However, the attitude of Russell residents toward their neighborhood also has an impact on that image. Educational and cultural enrichment programs that heighten resident awareness and pride in their neighborhood are extremely important to the improvement of the neighborhood's image. Cutbacks in federal and public funding for enrichment efforts do not diminish the urgent need for the provision of such programs and activities. Alternative means for financing such efforts must be investigated and tapped. Private foundation grants must be actively pursued and secured, and the neighborhood's wealth of human talent must be mobilized to make and keep such programs operational while other means of assistance are being obtained.

* Community Coordinated Child Care, The Need for Day Care Programs in 1979-1980 in Louisville and Jefferson County, pp. 25-27, p. 56.

Failure to mount substantial efforts in the cultural arena may hinder physical revitalization since a change in how the neighborhood is perceived is as important as a change in how the neighborhood actually looks. Planned programs at the Hampton House Cultural Center, the efforts of the Metropolitan Development Corporation, and other enrichment efforts are pioneering changes in attitude and perception. However, these efforts must be supplemented by further development of programs and activities at the Western Branch Library and other traditional focuses of neighborhood service and activity that make being a resident of Russell desirable.

Cutbacks in social service programs have been accompanied by cutbacks in municipal services. The provision of municipal services at levels sufficient to support and enhance residential use is important to reestablishment and maintenance of a neighborhood. At the neighborhood level, residents and their organizations must identify or develop, and then participate in, neighborhood programs that assist and maintain the levels of public services. Examples of such programs are the crime block-watch and fire watch, in which residents work together to prevent robberies and arson. These volunteer and community-sponsored activities support revitalization.

g. Public Utilities

The preliminary assessment of the neighborhood's utility infrastructure indicated no outstanding problems. However, as redevelopment occurs, special attention should be given to modernizing the aging utility system. Coordination with public utility agencies to address changes in the size and location of facilities are of concern to areas that may undergo extensive clearance and reconstruction due to the closing of some public streets. The distribution of public costs should also be analyzed, with the primary choices being assignment of costs to either the neighborhood- and city-sponsored redevelopment program or to the public utility.

h. Open Space and Recreation

The seven parks in Russell receive varying levels of use. According to the usage survey conducted for the 1982 Urban Parks and Recreation Recovery Master Action Plan, Baxter, Beecher and Elliott Square receive the heaviest use; Muhammad Ali, Pioneer and Sheppard have moderate use levels; and Britt receives extremely light use. Because of extremely light usage levels, Byck minipark has been declared excess and may be transferred to the Board of Education. The Parks Plan indicated that high rates of vandalism occurred at Britt, Elliott and Pioneer Village miniparks. Facilities available at these parks are detailed in Table 9. In addition, the Central High School swimming pool is available for use during the summer months. Western Cemetery is a 7.2 acre open space that receives some use as a passive recreation facility.

There is demand for additional park land in Russell. The seven existing parks account for a total of 15.6 acres; the neighborhood contains no large parks. Considering West Louisville as a whole, there are 141 persons per acre of developed park land. In Russell, there are 723 persons per acre of developed park land (This excludes large regional parks that are accessible to the neighborhood, such as Shawnee Park.) The central portion of Russell (area C) contains no parks or school recreation facilities. Because of the very high maintenance costs of mini parks, and the limited range of recreation facilities they can accommodate, the Parks Department discourages creation of additional mini parks. The Department believes that additional park space should be provided through expansion of existing parks.

The need for additional open space creates the opportunity to design redeveloped areas that combine common open space areas with existing park facilities, forming a system of open space and parkland. Open space areas would enhance newly developed housing while making supplies of recreational land more evenly accessible to all sectors of the neighborhood. Development of new recreational sites should consider large concentrations of elderly persons and provide recreational opportunities for handicapped persons.

Recreation programs are currently offered by the Parks Department at Baxter Community Center. Baxter is the only recreation center located in Russell. Centers in California, Parkland and Portland are available for use by Russell residents but are less accessible. The Baxter Center offers a wide range of athletic, arts and crafts and social programs for all age groups. The Baxter Community Center and Park were recently renovated at a cost of \$250,000. The Parks Department operates summer recreation programs at Elliott Square and Sheppard Parks. Two playground supervisors conduct day-camp type programs for youths of any age at these parks.

The need for recreation facilities and programs is greatest in the eastern-most portion of Russell. The apartment developments situated between 9th and 13th streets are home for over 2000 persons under age 18. This represents 52% of all youths in the Russell neighborhood.

Elliott and Baxter Square Parks have wading pools with sprinklers. The Tom Thumb pool at Sheppard Park was filled in several years ago; there is no outdoor pool in the Russell area at this time. The swimming pool at Central High School is operated as a public pool during the Summer, with the same schedule as the outdoor pools. Because of the high cost of building and maintaining a pool, and the short season they can be used, the Parks Department does not support building additional outdoor pools. The pool at Central High School is not fully utilized during the Summer. There may be a need to publicize availability of this recreation facility. The user fee (\$1 per visit, same as all public pools in 1984) may prevent some area residents from using the pool.

The 1982 Parks Plan recommends facility and program improvements for West Louisville as a whole and for Russell in particular. Using input from residents and Metro Parks Department, the Plan established the following recommendations and priorities:

- Highest Priority: Repair and renovate existing picnic tables and grills, basketball courts, playgrounds;
- Provide 3 additional basketball courts in West Louisville;
- Provide additional activities/structured recreation for youths and senior citizens;
- Establish a boxing program;
- Build more picnic facilities with grills;
- Provide security lighting.
- High Priority: Repair wading pool and horseshoe pit at Elliott Square Park;
- Provide 14 new baseball fields in West Louisville.
- Medium Priority: Repair water fountains and install vandal-resistant fixtures.

The Parks Plan also identifies recreation facilities desired by West Louisville residents that are normally provided by the private sector. These include a skating rink, tennis/racquetball club and a first-run movie theatre.

The Parks Department is interested in improving park facilities in Russell. Proposals have been included in the City of Louisville Capital Improvement Program for 1984-89. Improvements to Beecher Park totalling \$53,000 and \$40,000 for Sheppard Park are awaiting funding. The Parks Department has also developed a major renovation proposal for Elliott Square Park, estimated to cost \$154,000. Phase I has been funded for 1984-85 in the amount of \$40,000.

3. Transportation Analysis

The street system in Russell is more than adequate to handle existing traffic volumes. Average daily traffic volumes are listed in Table 16 and on Figure 7. Neighborhood streets listed below experience periods of heavy traffic during peak commuting hours.

- . Broadway
- . Chestnut
- . Market
- . Muhammad Ali
- . Roy Wilkins (9th Street)
- . Twenty-Second Street

These temporary periods of heavy traffic are not serious enough to justify roadway widening or other major facility improvements. Overall, the flow of commuter traffic is relatively constant with some delays and conflicts occurring at frequently used intersections.

The intersections of Roy Wilkins with Market Street and Jefferson Street are the most congested in the neighborhood due to the proximity of the Interstate 64 interchange. As Roy Wilkins (9th Street) is extended southward from Broadway, eventually as far as 7th Street, the traffic volumes at intersections should be monitored. In view of anticipated traffic volume increases on Roy Wilkins, intersection adjustments may become necessary.

a. Level of Service

The level of service is a measure of how well a roadway functions. It is based on collective transportation factors such as travel speed, freedom to maneuver, driving comfort, traffic interruptions, safety and convenience provided by a roadway during peak traveling hours under a certain volume condition. The level of service can also be affected by factors other than periods of heavy vehicular-flow such as: right and left turning-movements, intersection alignment, presence of pedestrians, weather conditions, obstruction in the vicinity of the roadway, and truck and bus traffic.

Level of Service (LOS) designations range from "A" to "F". LOS "A" implies free flowing traffic conditions. LOS "A" and "B" indicate generally good roadway conditions on arterials, with the capacity to handle additional vehicles. Streets with an LOS "D" approach unstable flow although delays at the intersection are tolerable. LOS "E" describes substantial congestion with traffic approaching a stop-and-go situation. LOS "F" indicates traffic is continuously backed up or jammed.

Based on data presented in Table 21, "Level of Service", the intersections of Roy Wilkins and Market, Roy Wilkins and Jefferson are the only areas experiencing adequacy problems. Of the 31 intersections surveyed, 28 were calculated as having an LOS rating "A". The intersection of Roy Wilkins and Chestnut has a rating of "B" for the morning peak hour. Level of service ratings "B" and "C" indicate a relatively good service level for an intersection. (900, 1,050 and 1,200 vehicles per hour of green mark the upper traffic volume thresholds for the A, B and C categories, respectively.)

At the intersection of Roy Wilkins Boulevard with Jefferson Street, the evening rush hour has an LOS rating "D". The intersection of Roy Wilkins Boulevard and Market Street is rated at "E" or "F" in the morning rush hour and "E" during the evening rush hour. The level of service ratings "D" and "E" reflect the situation at the intersections with the highest traffic volumes in the Louisville metropolitan area. These ratings are generally tolerated if they only involve the peak hour; however, intersection adjustments should be under consideration for an intersection rated LOS "E". When 9th Street is extended to Oak Street the Louisville Public Works Department anticipates the interconnection of traffic signals on 9th Street to provide a progression in the flow of traffic. This may provide some improvement to the level of service at the Market and Jefferson Streets intersections with 9th Street.

b. Jefferson Street at Roy Wilkins

The rebuilding and widening of Ninth Street as Roy Wilkins Boulevard and its new access to I-64 initially blocked westbound movement out of the downtown on Jefferson Street. Accordingly, traffic desiring to move west out of the downtown had to seek other routes. The majority of this diverted traffic apparently had made Muhammad Ali its westbound route, as evidenced by the increased traffic volumes on Muhammad Ali Boulevard after westbound movement along Jefferson was prohibited. While the prohibition solved anticipated congestion problems at the interstate ramps, Russell business interests felt that the blockage of westbound movement on Jefferson made their establishments less accessible to central area and downtown users. During planning processes for Russell and for Downtown, the reconnection of Jefferson at Roy Wilkins was proposed as a means of improving linkage between these two areas.

Jefferson Street was re-opened in August of 1981. The opening of Jefferson Street for westbound movement has created potential advantages for enhancing neighborhood economic and physical revitalization efforts: markets for existing and potential commercial centers have been strengthened, and the desirability of the neighborhood as a place to live has been increased by reducing traffic volumes in the residential areas that used to bear the traffic diverted from Jefferson Street.

However, the increase of traffic on Jefferson between Roy Wilkins Boulevard and 11th Street has made it difficult for pedestrians in these areas to cross Jefferson Street safely. Moreover, when Roy Wilkins (9th Street) is extended to 7th Street south of Station Industrial Park and replaces the 7th/8th Street One-way Pair as the major traffic carrier, something will have to be done to the Jefferson Street/Roy Wilkins intersection to relieve congestion. As noted above, the Louisville Public Works Department contemplates the interconnection of traffic signals on 9th Street to improve traffic flow when 9th Street is extended to Oak Street.

c. Alteration of Street Pattern for Revitalization

As redevelopment proceeds, substandard structures are cleared, and land is assembled for the development of new structures, a traffic circulation system that emphasizes access to and from residences and deemphasizes traffic through concentrations of housing units, will become more desirable. As more efficient land use patterns where compatible uses of land are located together are sought in the neighborhood to support improvements of housing stock, reduction of traffic in these improved areas will increase the desirability of the neighborhood as a place to live.

In these situations, closing some streets and altering the street pattern in other ways may be desirable. Altering the street system--by discontinuing certain streets or by creating streets that dead-end into courts surrounded by housing--can increase the marketability of new housing by providing access routes that do not carry large volumes of traffic through the neighborhood. These changes could be made if major thoroughfares are left open elsewhere to provide access through Russell, to the west end, and to I-264. However, these through-traffic corridors should be located at the fringe of, and not through, residential concentrations. A related alteration of the neighborhood's street system would be to change 15th and 16th Streets back to two-way streets. Once this was accomplished by removing signalization from 16th Street and emphasizing 15th Street as a major thoroughfare there would be a definite boundary between the industrialized portion of Russell east of 15th Street and the residential portion west of 15th.

One street system change can be accomplished in Russell without hindering access to industrial concentrations located in the eastern and western portions of the neighborhood. That change is to make 30th Street an industrial access road, a function it currently fulfills. The closing or dead-ending of certain intersecting east-west streets at 30th Street might discourage industrial service traffic from channeling through the neighborhood, and encourage it to use major traffic corridors to the north and south of 30th Street (such as Broadway and Market) for access to and from industries in the area from 29th to 32nd Streets. (To an extent, 13th Street serves a similar function for industries in the eastern portion of the neighborhood.)

Reducing the volume of through-traffic in residential portions of the neighborhood also has the potential to reduce neighborhood air pollution levels. Reduced traffic volumes mean reduced levels of vehicle emissions and an improvement in air quality, enhancing the residential areas of the neighborhood.

d. Adequate Parking

In some portions of the neighborhood--primarily where employees of industrial land uses prefer to park on the street instead of in designated parking areas--the shortage of on-street parking supplies is already a problem. This problem is most noticeable along 30th

Street and its intersecting side streets in the western industrial concentration of the neighborhood, where vacant land could be converted into parking areas to reduce demand for on-street parking.

e. Condition of Alleys

Virtually every block in Russell is served by at least one through alley, and connector alleys and short L-shaped alleys are common. Most of the through alleys are twenty feet wide, are open, and are used. Many of the narrower alleys, particularly the ten-foot alleys and those that do not serve as through connectors, are closed by debris and overgrown vegetation; other alleys have been enclosed by fences or otherwise expropriated by businesses. In these instances, the public good would probably be served by closing alleys that are not being used to their full potential. On the other hand, well-used alleys offer, at a minimum, the optimum location for trash pick-up, alternatives to the street for parking, good easements for utilities, and paved areas for children to play.

Businesses along Market Street and Broadway are not well served by the existing alleys. The alleys that parallel the commercial corridors are not in good condition: vegetation, debris and deteriorated pavement have been reported. The width and configuration of portions of this alley system pose problems for delivery trucks and shoppers.

f. Market Street at 23rd Street Curve and at 18th Street

One of the most evident transportation problems in the neighborhood is the sharp curve on Market Street at 23rd Street, which limits sight distance for traffic northbound on 23rd Street as it approaches Market Street. An additional problem along Market Street according to residents is the single westbound lane along Market Street between 15th and 22nd Streets (see Figures 7). Residents apparently feel that buses turning left on 18th Street from Market Street create traffic delays.

g. 18th and Broadway

The offset intersection of 18th and Broadway creates a complex situation for motorists, especially for 18th Street traffic. Congestion and an elevated accident level result from the intersection's configuration.

h. Rough Railroad Crossings

In some parts of the neighborhood, rough at-grade railroad crossings pose circulation problems. The worst instance occurs at 29th Street and Broadway. A railroad spur that travels up 29th Street causes other rough vehicle crossings at Magazine, Chestnut, and Madison Streets. In addition some of the neighborhood's railroad overpasses have inadequate clearance heights. (See Table 17). Generally

clearances below 13 feet are considered inadequate. Moreover, some overpass clearance heights are not indicated in the vicinity of the overpass. This creates a hazard for large trucks using these roadways. The Conrail and K&IT Railroad overpasses are in need of maintenance. The bridge structures have rusted and are in need of painting. In their current condition, the overpasses significantly detract from the neighborhood's appearance.

i. Traffic Hazards

Hidden stop signs at intersecting streets have potential to increase the incidence of accidents. The most notable instances are at northbound 24th Street and Madison and Muhammad Ali Boulevard, and at southbound 20th Street and Magazine Street.

Using Police Department records, intersections with five or more traffic accidents in 1983 were identified. These intersections are listed in Table 20. In most instances the high number of traffic accidents is related to the high traffic volumes at these intersections. Detailed analysis of these locations is needed, to determine if improvements that would decrease accident levels are justified.

j. Sidewalks

The quality of the pedestrian circulation system in Russell is hurt by lack of sidewalks, crosswalks and wait/walk signals surrounding or near pedestrian activity centers. Because of the large number of small children who walk to Elliott Park and the volume of traffic serving industrial uses in the immediate area of the park, the shortcoming is critical in that area.

Wherever possible and financially feasible, brick sidewalks in need of repair should be replaced with brick. Brick fits well with most of the architectural styles found in Russell, and would complement the restoration of historic structures. Exposed aggregate (rough surface concrete) integrated with brick panels or edging, and exposed aggregate with smooth concrete accents are other possibilities. In all cases, smooth concrete should be considered only in areas for which the improvement budget is severely limited.

k. Transit Service and Facilities

TARC service to the Russell neighborhood appears to be adequate. All residents appear to be within 2 to 3 blocks of a TARC route. (Refer to Figure 7). There is an obvious lack of transit shelters in the neighborhood, however.

II. Projections

II. PROJECTIONS

The purpose of this chapter is to discuss conditions that will exist in the future in Russell if a plan for the neighborhood is not developed and implemented. This chapter describes conditions likely to result if current trends and programs continue unattended. Concerted efforts by the neighborhood population and local government to revitalize the area can make Russell significantly more desirable than indicated in the following projections.

A. SOCIO-ECONOMIC CONDITIONS

Population in the Russell neighborhood will continue to decline over the next two decades if substantial alterations of the neighborhood are not implemented. Residents in their prime income-earning years are likely to look for housing in more desirable physical settings in other neighborhoods in the city. The resulting neighborhood population will be smaller, older, and poorer. Efforts to attract private rehabilitation funds to the neighborhood will falter because few households will be able to afford rehabilitated housing. The neighborhood will see a higher concentration of residents who have fewer or no alternative places to live. The neighborhood will primarily house those forced by their low income to stay in the low-cost housing provided in the neighborhood.

B. LAND USE

Building conditions in Russell will decline in the next twenty years because of the physical and social deterioration of the neighborhood. In the absence of actions that sponsor rehabilitation and provide incentives for new construction, building conditions within the neighborhood will continue their decline.

Even though the neighborhood is adjacent to a center city that may prosper due to economic development investments, and even though it possesses quantities of vacant parcels, there is no reason to anticipate spontaneous responses by private enterprise to move into the neighborhood to undertake residential construction and rehabilitation. Development interests will shy away from the neighborhood for several reasons. Assembling property for major project construction would be costly and difficult. In the event that land and money can be combined, private developers will be reluctant to invest funds in the neighborhood; the continuing decline in its physical and social conditions would make this a very high risk investment. The decline of the neighborhood will continue to depress the economic value of the area, holding market prices too low to justify major rehabilitation or new construction.

1. Housing

Housing deterioration will continue due to the lack of adequate resident income and sufficient public resources. Current levels of expenditures of CDBG funds in the neighborhood cannot make a

substantial change in the condition of the housing stock during the foreseeable future. Without attracting private investment through public incentives, the neighborhood will continue to see a decline in the condition of its housing. The units that are classified as sound needing major repair ("c" structures) will continue their decline into the substandard categories ("d" and "e"). The units in the neighborhood that are now classified as sound, or sound needing minor repairs ("a" and "b") will also decline as owners withdraw investment from the maintenance of their properties, an investment which may not be reflected in the future value of the home as deterioration of neighborhood homes and a depressed housing market cause a continuing decline in property values. As housing deteriorates, the number of abandoned homes and vacant lots will increase. These obvious signs of a declining neighborhood will add to the sense of hopelessness among property-owning residents.

The inclusion of a portion of the Russell neighborhood in the National Register of Historic Places is a recognition of the need to preserve some of the neighborhood's most substantial housing stock. Unless the benefits of such a designation are continued and supplemented with other rehabilitation incentives, more of these structures may deteriorate to a point at which restoration and rehabilitation become financially impossible. If current tax incentives designed to encourage the restoration of significant structures are cut back, fewer historic Russell structures are likely to be reclaimed.

2. Business and Industry

Business and industry within the neighborhood will likely have differing conditions affect their future plans. Among businesses and industries that have prospered, those that desire to expand may have difficulty finding adequate space in the neighborhood adjacent to their present location. Without public intervention, these establishments may be forced to leave their present locations to find space elsewhere that meets their need. New businesses and industries unable to find adequate expansion space in the neighborhood may be reluctant to locate and invest funds in a rapidly declining area.

Certain businesses in the neighborhood depend on local residents as customers. These establishments will experience increasing difficulty because of the marginal buying power of the resident population. Some businesses will be rendered insolvent, while others will maintain marginal operations. Businesses situated in the interior of Russell will be especially vulnerable. The declining personal income of residents in the neighborhood will also affect businesses owned by large chain store companies, which may choose to withdraw from the neighborhood altogether.

When businesses withdraw from the neighborhood, the impacts are felt in several ways. An example is provided by the recent closing of a

discount department store, the Consolidated Sales store at 15th and Jefferson. Removal of this large commercial support facility may hinder revitalization by reducing the availability of commercial services in Russell. Its vacancy presents the problem of recycling a large unoccupied commercial structure.

3. Zoning Pattern

Without a specific economic development program, the structures and facilities left by the loss of services will add to the present decline of the neighborhood. Due to the changing conditions in the neighborhood, periodic development proposals that would be incompatible with residential areas will continue to generate further requests for changes in zoning. Although these zoning actions produce a small amount of economic investment in the neighborhood and may receive approval, their potential negative impact on the residential character of the neighborhood must be taken into account. A zoning district pattern with many nonconforming land uses and major conflicts with existing land use will continue.

4. Community Facilities

Community facilities in Russell will continue to fall short of desired levels of service. Existing deficiencies in park and recreation space and social services, especially child care, will continue. The rate of supply of social services will depend on the level of funding provided by federal and state governments, as well as the resources drawn from the neighborhood. Even though the level of social services cannot be projected at this time due to the long-term uncertainties of funding sources, the need for the services will continue to be strong in the neighborhood because of its low-income and dependent population.

C. TRANSPORTATION

If the street system in the Russell neighborhood is not changed, it will continue to function as it has in the past. As part of the city's gridiron street pattern, major streets will continue to carry traffic volumes within their capacities, but perhaps at slightly higher volumes than present levels. Market Street, Muhammad Ali Boulevard, Chestnut Street, and Broadway will be the principal east-west streets, and Roy Wilkins Boulevard, 15th/16th, 21st/22nd, and 32nd Streets the most important north-south streets. In the case of 15th and 16th Streets, traffic will continue to travel at higher than desirable speeds and volumes through the residential area along 16th Street. In addition, 15th Street's potential as a boundary between residential and industrial areas will go unmet. Pedestrians crossing Jefferson Street between Roy Wilkins Boulevard and 11th Street will still encounter some difficulty. The neighborhood will still suffer from inadequate sidewalks and a lack of pedestrian facilities such as crosswalks, walk/don't walk signals

and wheelchair ramps in certain areas of heavy pedestrian traffic. Overburdening of the on-street parking supply by employees of local industries parking on public streets will also continue. With or without implementation of the Russell plan, transit service may be improved, providing better service for neighborhood residents traveling to destinations outside the neighborhood.

III. Alternatives and Recommendations

III. ALTERNATIVES AND RECOMMENDATIONS

Recommended strategies to address the problems facing Russell are developed in this Chapter of the plan. Using information on existing conditions, past trends and likely future conditions if current patterns continue, a set of issues was defined. Several alternative strategies were generated for each issue, and were evaluated in the Spring of 1984 by the Russell Steering Committee and the Planning Commission staff. Issues and alternatives for Russell are listed below with the rationale for selecting the chosen alternative. The chapter concludes with the recommended land use and transportation plan.

The study area is divided into four distinct geographic areas; Figure 8 shows the boundaries of these four areas. The characteristics of the areas require that the alternatives address the unique conditions within each one. The areas are:

- ° Area A, bounded by Roy Wilkins Boulevard, 15th Street, Market Street, and Broadway, is a former urban renewal area. The land use of the area consists of high-density subsidized housing; wholesale and industrial uses; public uses such as schools, libraries, and parks; and retail establishments. Buildings are in good condition; a few vacant land parcels remain for new development.
- ° Area B, bounded by 15th, 21st, and Market Streets and Broadway is characterized by vacant land, abandoned homes, the worst building conditions in the neighborhood, vacant public buildings, marginal commercial establishments, and a limited instance of conflicting land uses.
- ° Area C, between 21st and 28th Streets from Market Street to Broadway, has a large quantity of deteriorating but rehabilitatable housing, spot commercial uses, and isolated vacant parcels; it contains the designated conservation area within its boundary.
- ° Area D, extending from 28th Street to the expressway and from Market Street to Broadway contains a large amount of industrial uses, mixed housing, spot commercial uses, and a rail line and expressway that tend to isolate the area.

A. ISSUES AND ALTERNATIVES

The issues and alternatives are ordered by the four areas described above. Those issues and alternatives applicable to the entire neighborhood then follow. Land use issues precede transportation issues.

1. Issues and Alternatives relating to Area A (9th to 15th Streets)

Issue A: Large number of high-density, subsidized housing units in Area A.

- Alternatives:
- 1) Do nothing, continue operation of the three housing projects as they are now.
 - 2) Convert a significant percentage of the apartments in Area A to owner-occupied housing (condominiums or cooperatives).
 - 3) Consolidate existing apartments to fit the market demand for apartments with more bedrooms.
 - 4) If alternative low cost housing becomes available and demand for subsidized apartments in area A drops substantially, convert a portion of the housing in Area A to market rate developments (This alternative should only be considered as a long range goal, 15 years or longer.)
 - 5) Support the use of income guidelines to increase the economic mix of area residents.
 - 6) Encourage dispersion of low income housing throughout the balance of the metropolitan area.

Alternatives 3, 4, 5 and 6 are recommended.

Consolidation of efficiency and one-bedroom apartments to create larger apartments is recommended. Village West and Beecher Terrace report vacancies and difficulty in renting smaller apartments. Economic conditions have reduced the number of young persons maintaining separate living quarters and the construction of several housing complexes for the elderly has reduced this group of potential tenants. Consolidation would solve the vacancy problem and increase the supply of family housing, which is in demand.

Alternative 4 was selected as a long-term response to the concentration of subsidized housing in area A. This recommendation recognizes that there is a need for decent low-income housing in the community and that this location is very convenient to bus lines and support services. It is only over the long term that attractive alternative housing may become available. In that eventuality, changing part or all of one of the area's three housing developments to a non-subsidized residential community should be considered.

Alternative 5 was chosen to show support for a greater economic mix among Area A residents. The income guidelines establish a sliding scale of rent payments based on income. Application of the guidelines is current practice, and should be continued as a means of increasing the economic diversity of the resident population.

Alternative 6 is a policy statement that should guide any future construction of subsidized housing. The large number of units concentrated in Area A is considered an unfortunate outcome of past decision-making. Although such concentration is not supported by current policy, the Steering Committee agreed that it was impossible to correct the existing situation at this point. Future programs, however, should be guided by this policy of dispersal.

Issue B: Need to improve conditions in the residential portions of Area A.

- Alternatives:
- 1) Do nothing, provide no suggestions for improving the residential area.
 - 2) Improve recreational opportunities serving this Area (see Issue F).
 - 3) Improve maintenance of buildings and yards, and provide additional landscaping.
 - 4) Continue capital improvement programs and support comprehensive rehabilitation of these developments.
 - 5) Maintain apartments in decent and safe condition through a code enforcement program designed to minimize displacement ("sensitive" code enforcement).
 - 6) Increase residents' participation in management of housing developments.

Alternatives 2, 3, 4, 5 and 6 are recommended.

Several actions are proposed, to improve housing conditions, enhance the quality of the environment, and involve residents in decision making. Improved recreation opportunities are endorsed to provide a variety of constructive activities for youths and adult residents. Specific improvements are discussed under Issue F. Building and grounds maintenance should be improved in several ways. Dirt paths should be paved and grass should be planted in yards. Trees, shrubs and flowers should be planted. Garbage collection points need to be kept clean and free of litter. Wooden inserts in air conditioner openings and patio enclosures at Village West need to be painted and repaired. Landscaping and minor repairs are relatively low-cost items that would have a large impact on the appearance of housing in Area A.

Alternatives 4 and 5 are differing approaches to improving housing conditions. Alternative 4 supports ongoing capital improvements, such as the roof replacement program at Beecher Terrace. These and similar programs should be continued, such as the proposal for new

doors at Beecher. Major interior rehabilitation should also be pursued. This would entail major expenditures, and cannot be accomplished in the short term.

By contrast, Alternative 5 can be implemented right away and without major costs. A code enforcement program for Area A should be sensitive to the problem of displacement. It should focus on health and safety hazards and on maintaining decent housing conditions.

Finally, increased resident involvement in management of the housing complexes in Area A should be achieved. This could take several forms, and does not necessarily entail tenant management of the properties. This recommendation should focus on increasing cooperation between residents and management personnel, and should involve residents in decision making. A sense of "ownership" and pride in surroundings can be developed in this way. As residents' attitudes toward their surroundings improve, they may become more responsible for maintaining them.

Issue C: Vacancy of the former CSC store at 15th and Jefferson Streets.

- Alternatives:
- 1) Allow the private market to determine the type of use (wholesale, retail, industrial) that will locate on this site.
 - 2) Allow any commercial use to locate on this site.
 - 3) Determine the type of shopping needed in Russell, and actively solicit desired stores.
 - 4) Promote reuse of this store, based on the needs of Russell residents, West End residents, and proposed shopping developments in other neighborhoods.

Alternative 4 is recommended.

A retail use that serves Russell and surrounding neighborhoods should locate on this site. A store that serves more than a single neighborhood is more likely to offer a good selection of merchandise and be adequately maintained. By avoiding duplication of facilities existing or proposed elsewhere, the new tenant will have a larger economic base and is more likely to be a good quality store. By attracting shoppers from other neighborhoods, adjacent retail uses may also have more customers.

Issue D: Vacant industrial buildings and sites in the 13th - 15th Streets corridor.

- Alternatives:
- 1) Do nothing, allow the market to determine timing and type of use to occupy these areas.
 - 2) Encourage use of vacant sites and structures by any type of warehousing or industrial use.
 - 3) Promote use of vacant sites and structures by labor-intensive operations.
 - 4) Provide financial incentives for businesses that provide jobs for neighborhood residents.

Alternatives 3 and 4 are recommended.

Vacant industrial property has the potential for meeting some of Area A's employment needs. Labor-intensive rather than other types of business should be encouraged. In order that neighborhood residents benefit from new development in the 13th - 15th Streets corridor, employers should be encouraged to recruit within the neighborhood. Alternative 4 would limit financial incentives to those businesses attempting to hire neighborhood residents. It should be noted that Area A (9th to 15th Streets) is included in Louisville's Urban Enterprise Zone where regulatory relief and financial incentives that involve tax relief are available only to businesses that employ at least 25% of their employees from either residents of the Enterprise Zone, persons who have been employed for one year or more, or persons who have received public assistance benefits for one year or more.

Issue E: Non-Residential corridor (13th to 15th Streets) adjacent to residential areas.

- Alternatives:
- 1) Leave the residential-industrial interface as it currently exists.
 - 2) Encourage existing businesses to make their properties compatible with residential areas (screen parking lots and storage areas, plant street trees, etc.).
 - 3) Encourage design of new businesses that is sensitive to adjacent residential areas (including facade treatment, location of parking and storage, etc.).

Alternatives 2 and 3 are recommended.

Although most of the existing businesses are screened by trees and shrubs, there is some need for improvement. Parking lots and storage areas that presently are not screened should be evaluated

individually, and fencing or vegetative screening should be installed. New development should be designed to minimize negative visual impacts. Storage and loading areas should be positioned out of view, parking lots should be landscaped, and areas visible from adjacent homes should be attractive.

Issue F: Need for additional recreation facilities.

- Alternatives: 1) Existing system is adequate, continue current facilities and programs.
- 2) Improve existing parks and recreation facilities.
- 3) Create new park facilities in Area A.
- 4) Work with the Metro Parks Department to increase the utilization of the swimming pool at Central High School and other park facilities.
- 5) Provide additional personnel to coordinate recreation programs for area A residents.

Alternatives 2, 3, 4 and 5 are recommended.

Existing recreation facilities can be improved in several ways. Beecher Park would benefit from shade trees, restrooms, seating and a fence around the tot lot. The tot lot at the Louisville Central Community Center should be refurbished. Additional trees should be planted at Baxter Square Park.

New parks and recreation facilities should be developed in Area A. The prime location for these facilities is Village West. The large open area in Phase 3 could be developed for a variety of recreation uses. Use of other open spaces and the refurbishment of deteriorated recreation facilities could substantially increase the recreation opportunities in Area A. New recreation facilities could also be developed on school property. The parking lot at Coleridge Taylor Elementary could be the site of additional facilities for children and young adults.

The swimming pool at Central High is open to the public during summer vacation but is underutilized. Efforts to publicize its availability are needed, as well as a program to enable lower income youths to use the facility. The admission fee (one dollar per visit) prevents some people from swimming there. Increased cooperation between the Metro Parks Department and neighborhood residents would increase utilization of other park facilities as well.

Additional structured recreation programs are needed for the very large number of residents under 18 years of age in Area A. Such

programs would complement existing activities sponsored by Baxter Community Center and the YMCA. Outreach into the community should be part of expanded recreation programs.

2. Issues and Alternatives related to Area B (15th to 21st Streets)

Issue A: Future land use desired in "residential core" of Area B (see Figure 8).

- Alternatives:
- 1) Allow any type of new development to occur in the Area (residential, commercial, industrial).
 - 2) Maintain Area B as a predominantly residential area and:
 - a) limit non-residential uses to existing levels.
 - b) reduce the amount of non-residential use in Area B.
 - c) relocate industrial uses out of Area B.
 - d) allow neighborhood-serving commercial uses to expand.

Alternatives 2 a and 2 d are recommended for the "residential core."

Area B historically has been a predominantly residential area. Alternatives 2a and 2d would continue this land use pattern. A prohibition of new industrial use in the neighborhood is desired, to maintain the area's residential character and encourage housing rehabilitation and new construction. Existing industries should ensure that their operations and physical plant do not detract from adjacent residential areas. They should be encouraged to provide screening and landscaping. Relocation of existing industries from the residential area of B to appropriate portions of Russell (between 13th and 15th Streets, 30th Street corridor) and reuse of these structures for appropriate non-industrial uses are endorsed. Shops that meet the needs of residents are considered an asset for area B; they should be retained and be allowed to expand, provided their expansion is compatible with residential uses and housing redevelopment goals. This recommendation is a continuation of historical development patterns in Russell. Continued use of the corner commercial structures for their intended purpose provides an economic incentive for maintenance of these structures. At the same time, corner stores offering groceries, dry cleaning, convenience items, etc. within easy walking distance are a benefit of living in an urban neighborhood. While encouraging neighborhood commercial uses, the Russell Steering Committee explicitly opposed additional bars and liquor stores in the residential area. Relocation of these uses to the commercial corridors along Broadway and Market is endorsed (see Issue B).

Issue B: Future land use desired in the commercial corridors along Broadway and Market Street (see Figure 8).

- Alternatives:
- 1) Maintain the current mix of residential, commercial and industrial uses.

- 2) Allow industrial expansion in these corridors.
- 3) Encourage commercial and residential uses in these corridors (neighborhood retail, regional commercial, offices, apartments).

Alternative 3 is recommended for the "commercial corridors" of Broadway and Market Street.

A combination of residential and commercial use is proposed for the Boardway and Market corridors. The high volume of traffic on these streets increases the potential for commercial development in these corridors. A continued residential presence is proposed, however, to prevent the traffic problems and undesirable appearance of continuous commercial development ("commercial strip", such as Dixie Highway). Bars and liquor stores relocating from the residential portion of area B would be endorsed in these corridors, but not new establishments increasing the number of these facilities in area B.

Issue C: Type of residential structures to be built in area B

- Alternatives:
- 1) Single-family detached homes (homes on individual lots)
 - 2) Townhouses (single-family attached)
 - 3) Garden apartments (2 stories)
 - 4) Low-rise apartment buildings (5 stories or less)
 - 5) Any combination of the above, provided new construction is compatible with existing homes.

Alternatives 1, 2, 3 (with conditions) and 5 are recommended.

New residential construction in area B should be compatible with the height, scale and setbacks of existing homes in the area. A variety of housing styles is endorsed, to allow developers greater flexibility in designing projects. Although single family homes are the predominant housing type in area B, the higher cost of this type of construction led to the Committee's approval of several different housing types. Garden apartments should be limited to two-story construction and small scale projects that are typical of existing densities in area B (see Issue D).

Issue D: Desired density of new residential construction in area B

- Alternatives:
- 1) Maintain density at levels currently found in the area (10 dwellings per acre).
 - 2) Allow development that is consistent with existing zoning. (Most of area B is zoned R-6, allows 17 dwellings per acre).

- 3) Allow higher density development than is permitted by existing zoning (apartment development at densities over 17 units per acre).

Alternative 2 is recommended.

Development permitted by R-6 zoning is considered appropriate for area B. This zone accommodates the existing type and intensity of development. For new construction, R-6 zoning provides some flexibility for project design while limiting its intensity to levels compatible with existing development.

Issue E: Low rate of owner-occupied housing in area B

- Alternatives:
- 1) allow the market to determine the rate of owner-occupancy.
 - 2) Make owner-occupancy a major goal of housing redevelopment projects.

Alternative 2 is recommended.

Owner-occupancy is sought because it entails a greater commitment to property maintenance and neighborhood revitalization. Property owners are more likely to keep their homes in good condition and to be involved in neighborhood improvement efforts. Selection of alternative 2 does not indicate a total rejection of rental housing; home purchase is not a viable or attractive option for some households. Housing redevelopment projects should include the maximum level of owner-occupied units that can be achieved.

Issue F: Desired method of residential redevelopment

- Alternatives:
- 1) Take no action, allow the market to determine the scale and timing of redevelopment.
 - 2) Promote construction of individual structures on vacant lots (lot-by-lot redevelopment).
 - 3) Support multi-parcel redevelopment (numerous vacant lots packaged and redeveloped at the same time).

Alternatives 2 and 3 are recommended.

Multi-parcel redevelopment is endorsed for several reasons. It can have a greater positive impact on the neighborhood, by simultaneously improving a number of deteriorated structures and vacant lots. The Steering Committee endorses this concept, but has some concerns that large projects will not respect neighborhood objectives for area B (discussed in Issues C and D). To address these concerns, redevelopments should be planned in accordance with the neighborhood plan, and provide opportunities for

substantive citizen review of development proposals. Construction of individual homes on vacant lots is a small scale response to the reconstruction needs of area B. Rebuilding at this level cannot overcome the problems posed by adjacent deteriorating property. Nevertheless, individual new house construction is a step in the right direction, and is endorsed by the Steering Committee.

Issue G: Large amount of vacant land in area B

- Alternatives:
- 1) Take no action, wait for eventual redevelopment.
 - 2) Improve maintenance of vacant lots (cut weeds, pick up litter).
 - 3) Encourage temporary use of these areas for kitchen gardens, play areas.
 - 4) Encourage adjacent homeowners to acquire vacant, unbuildable lots for additional yard space.
 - 5) Promote "land banking", the acquisition and reserving of vacant lots, to be part of larger redevelopment projects.

Alternatives 2, 3, 4 and 5 are recommended.

Alternative 2 would reduce the blighting effect of vacant land. This approach is applicable to any vacant lot and does not require large expenditures or long periods of time to accomplish. Temporary use of vacant lots likewise reduces nuisances caused by vacant land, and puts vacant land to use. For the period that vacant lots are used for gardening or play areas, maintenance of the lots should be ensured by those using the land. Alternative 4 is a long range solution to the vacant land problem. Vacant lots that because of their size and location are not suitable for redevelopment should become additional yard space for adjacent homes. By increasing the private open space, homes in area B are made more desirable; this arrangement would make a Russell homeowner responsible for maintaining the vacant lot. Lots that can be part of a larger redevelopment project should be placed in a "land bank". This program reserves land for future re-use. By acquiring land in advance of redevelopment when the market for land is slack, site acquisition costs are reduced. This reduces the cost of development, and enhances the affordability of new housing.

Issue H: Commercial zoning, R-8 apartment zoning in the residential portion of area B

- Alternatives:
- 1) Leave zoning as it currently exists, allowing high density apartments, offices and business in residential areas.
 - 2) Rezone the Jefferson Street corridor from R-8 to R-6;
 - a) rezone residential uses and vacant property only.
 - b) rezone the entire corridor.
 - 3) Rezone the areas along 15th, 18th and 20th Streets from C-1 to R-6;
 - a) rezone residential uses and vacant property only.
 - b) rezone all uses in these areas.

Alternatives 2a and 3a are recommended.

These changes would make zoning consistent with the land use recommendation for the residential portion of area B. The existing zoning districts (R-8, C-1, C-2) permit very high residential densities, offices and a broad range of commercial uses. In choosing to rezone these areas (Jefferson, 15th, 18th, 20th Streets) to R-6, there are two options: to rezone residential uses and vacant land only, or to rezone all property in these areas. The first option avoids creation of non-conforming uses; the second option creates nonconforming uses. Selection of the first option is consistent with the Steering Committee's support for neighborhood commercial uses. Existing businesses would retain commercial zoning, and would be allowed to expand on their existing sites. Any expansion on to adjacent lots, or new businesses located in a vacant or residentially-used site, would require rezoning. The zoning change process allows citizen review and comment on the proposed development. This process would become a tool for implementing the neighborhood's goals of encouraging uses that serve residents and discouraging bars and liquor stores.

Issue I: Future use of the industrial buildings at the northeast corner of 18th and Muhammad Ali.

- Alternatives:
- 1) Do nothing, allow the existing businesses to remain or other M-1 Industrial uses to locate in these structures.
 - 2) Promote rehabilitation of these structures and reuse as a mixed use development (shopping, office, residential use).
 - 3) Promote clearance and redevelopment of this site, for residential use.

- 4) Pursue development of the "family recreation center" that had been proposed for this site.

Alternative 2 is recommended.

Rehabilitation and reuse of this half-block is desired for several reasons. It would reduce industrial use in the residential area (Issue A), and preserve architecturally significant structures. In conjunction with the Russell Apartments (formerly Russell Junior High) and adjacent commercial development, this project would create a focal point that would encourage revitalization of surrounding areas. Stores and recreation uses that would be part of the project could provide facilities that are currently lacking in the neighborhood. Stores and entertainment facilities should be developed based on market studies and coordinated with residential revitalization of area B. Adequate support population is necessary before new retail development should be undertaken at this site.

Issue J: Vacant and dilapidated (rated "e") houses and deteriorating (rated "d") houses that pose safety problems and hamper revitalization efforts.

- Alternatives:
- 1) Do nothing, continue to allow decline and eventual demolition of these structures.
 - 2) Work with the City to identify structures that are a threat to public safety and have them repaired or torn down.
 - 3) Contact owners of dilapidated properties and encourage them to repair or demolish these structures.
 - 4) Encourage actions to transfer ownership of vacant, declining structures to people who will make use of the property.
 - 5) Seek designation of portions of Russell as a Neighborhood Redevelopment Zone (property maintenance is mandated in these zones).

Alternatives 2, 3, 4 and 5 are recommended.

The seriousness of this problem necessitates several actions to correct it. Direct contact of property owners may stimulate improvements or sale of declining buildings. This is a no-cost action that relies on readily available information. Efforts to contact property owners can identify properties that have been abandoned; in those instances the neighborhood can request special efforts by the City to acquire those sites. If direct contacts prove unsuccessful, other actions should be taken. For occupied structures, code enforcement can be used to require improvements.

This approach can result in displacement, however. A code enforcement program that is sensitive to the area's financial capabilities and housing market characteristics should be developed. The recently enacted "spot" condemnation statute allows the City to purchase vacant property and return it to productive use (alternative 4). As a last resort, demolition should be sought for derelict structures. Demolition is only appropriate for structures that cannot be rehabilitated, because of financial or physical constraints. Rehabilitation of structures in the Historic District is especially important.

Issue K: Deteriorating and vacant commercial structures scattered throughout residential areas

- Alternatives:
- 1) Contact property owners and encourage them to improve condition of their business properties.
 - 2) Enforce existing ordinances relating to property maintenance.
 - 3) Encourage and assist efforts to reestablish neighborhood-serving commercial uses in these structures. (Or retain such uses, where they already exist.)
 - 4) Encourage re-use of these structures for residential use.
 - 5) Promote "spot" condemnation of vacant structures, followed by re-use of the buildings or demolition and re-use of these sites in a manner conducive to residential revitalization.
 - 6) Do nothing, allow private market forces to determine the fate of these structures.

Alternatives 1, 2, 4 and 5 are recommended.

Direct contact of building owners is recommended, to achieve improvements through peer pressure. Enforcement of ordinances prohibiting litter and weeds should also be stressed. These actions should be effective in getting properties cleaned up, but will not achieve any major improvements. Reuse for residential purposes would provide an economic basis for property maintenance. This would also increase the supply of apartments in Russell, a predominantly single-family neighborhood. Spot condemnation can be used to acquire vacant corner-commercial buildings. Transfer of ownership for rehabilitation and re-use is preferable, but in some instances demolition and re-use of the site may be the only viable approach. The corner commercial buildings are significant elements in the Russell Historic District and should be preserved if possible.

Issue L: Visual elements that detract from the neighborhood's image

- Alternatives:
- 1) Do nothing, focus on major improvement efforts.
 - 2) Develop a program to keep vacant lots cut and free of trash.
 - 3) Work with Conrail to have the rusting railroad bridges cleaned up.
 - 4) Work with merchant groups to improve signs, clean up shopping areas (e.g. 18th and Broadway).
 - 5) Encourage screening of parking lots, storage areas and non-residential structures (fences and bushes to hide these uses).

Alternatives 2, 3, 4 and 5 are recommended.

Improvements are needed in all of these areas. The weed and litter problems can be addressed through volunteer clean-up efforts and enforcement of existing regulations. The other recommendations will depend upon voluntary measures by property owners. A merchants association may be an essential part of achieving these improvements. Churches should also participate in the parking lot screening program.

Issue M: Park and recreation opportunities

- Alternatives:
- 1) Maintain facilities and programs at their current levels.
 - 2) Take necessary steps to convert Western Cemetery to a park, develop it for active and passive recreation. (Note: This may entail long-term efforts, legislation, etc.)
 - 3) Leave Western Cemetery in its current status, and expand existing parks, through purchase of adjacent vacant sites (Muhammad Ali and Sheppard).
 - 4) Improve facilities at existing parks, including provision of seating and shade trees.
 - 5) Provide additional structured recreation programs (sports leagues, summer day camps, etc.)

Alternatives 3, 4 and 5 are recommended.

Conversion of Western Cemetery to a recreational facility was considered inappropriate by Steering Committee members. Recreation needs should be met through improvement and expansion of existing parks. This approach corresponds with current Parks Department policy of not creating additional, small parks. Facilities needed in area B include plantings to buffer Pioneer Park from adjacent residences, new playground equipment, picnic facilities, and shade trees at Sheppard, additional play equipment and improvements to the tennis and basketball courts at Muhammad Ali. Possible expansion areas include the largely vacant property east of Muhammad Ali Park. The summer recreation program at Sheppard Park should be continued and additional recreation programs be made available to area residents.

Issue N: Trucks and high traffic volumes in Area B.

- Alternatives:
- 1) Do nothing, allow existing traffic patterns to continue.
 - 2) Designate specific streets as truck routes (Broadway, Market, 15th, 21st) and prohibit through truck traffic on other streets.
 - 3) As part of residential redevelopment dead-end non essential streets such as Magazine, Madison, Cedar, 16th, 17th, 19th and 20th Streets.
 - 4) Return 15th and 16th Streets to two-way traffic. Make 15th the major thoroughfare and 16th Street a residential street. (Replace traffic lights on 16th with stop signs.)

Alternative 2 is recommended.

Designation of truck routes and prohibition of through trucks is endorsed for Area B. This action would limit trucks without an origin or destination in area B to the fringe of the residential area. Houses along 21st Street, a major arterial that is part of the State highway system, would be the only residential area not protected by this approach. The effectiveness of Alternative 2 depends upon the City's ability to enforce truck prohibitions. Although discussed for several years, Louisville has yet to implement a program of this type. The change in function of 16th Street (Alternative 4) was discussed at length by the Steering Committee, but in the end was not recommended. This measure would have reduced auto as well as truck traffic in the residential area. However, higher accident levels, congestion problems after the CSC store is re-occupied, and difficulty for trucks turning at Chestnut and Muhammad Ali may result from changes to 15th Street. At some point in the future, in conjunction with residential revitalization in Area B, Alternative 4 may be an appropriate course of action. At such time, consideration should be given to retaining the traffic signal at 16th and Magazine. This signal may be desirable because of the location of Roosevelt-Perry Elementary at this intersection.

Issue O: A single westbound lane on Market Street between 9th and 22nd Streets.

- Alternatives:
- 1) Leave lane patterns as they currently exist (90% of peak hour traffic is eastbound on Market Street).
 - 2) Extend the equal number of east-west lanes as far east of 22nd Street as possible, considering traffic volumes and proposed truck route status.
 - 3) Work with residents and businesses to determine alternative solutions to the imbalance in travel lanes.

Alternative 1 is recommended.

Continuation of existing lane patterns (three lanes eastbound, one lane westbound) is recommended for several reasons. The reason for recommending a change is that buses turning left from Market onto 18th Street block westbound traffic. This problem occurs infrequently, however, the average frequency is three buses per hour. The available solutions would be worse than the problem. Creating two lanes in each direction would disrupt eastbound traffic patterns. More cars would use Muhammad Ali Boulevard, resulting in increased traffic nuisances in residential areas and decreased flow of potential customers for Market Street businesses. Creation of an additional lane would allow cars to go around buses waiting to turn left. However, this would eliminate on-street parking in front of businesses at 18th and Market, a significant disadvantage for neighborhood commercial uses. For these reasons it is recommended that Market Street traffic patterns not be changed.

Issue P: The offset intersection of 18th and Broadway

- Alternatives:
- 1) Leave the intersection as it currently exists.
 - 2) Reconstruct the intersection to eliminate the discontinuity of 18th Street.
 - 3) Study alternative measures to improve this intersection.

Alternative 3 is recommended. A study of this intersection should consider changes to traffic control devices and restrictions on turning movements. The proposed study should also consider redesign of the intersection. The Steering Committee recognizes the constraints on realignment of the intersection: major industrial development south of Broadway, commercial establishments north of Broadway.

3. Issues and Alternatives relating to Area C (21st to 28th Streets)

Issue A: Future land use desired in the "residential core" of Area C (Figure 8).

- Alternatives:
- 1) Allow any type of development (residential, commercial and/or industrial).
 - 2) Maintain Area C as predominantly residential (preserve existing homes, reuse vacant lots for housing), and
 - a) limit non-residential use to existing levels, or
 - b) reduce the amount of commercial and industrial uses in the neighborhood, or
 - c) allow neighborhood-serving commercial uses to expand if expansion is compatible with residential revitalization.

Alternatives 2a and 2c are recommended for the "residential core."

Area C should remain a residential area, continuing existing land use patterns in this area. Non-residential uses should be restricted to current levels, with one exception. Businesses that serve neighborhood residents should be allowed to expand, if certain conditions are met. The Steering Committee emphasized that business expansion should not occur at the expense of usable housing. Expansion should only occur on vacant land or in areas where housing has decayed beyond repair. In addition, businesses should demonstrate that proposed expansions would be designed for compatibility with residential uses.

Issue B: Future land use desired in the "commercial corridors" along Broadway and Market Street (see Figure 8).

- Alternatives:
- 1) Maintain the current mixture of residential and commercial uses.
 - 2) Allow industrial expansion in these corridors.
 - 3) Encourage expansion of commercial uses (neighborhood retail, regional commercial, offices) in these corridors.

Alternatives 1 and 3 are recommended for the "commercial corridors" of Broadway and Market Street.

Construction of additional residential and commercial structures on vacant sites in the Broadway and Market Street corridors is endorsed. As in Area B, existing land use patterns and traffic volumes support development of this type. Maintaining residential development on Broadway and Market would prevent the traffic problems and undesirable appearance of a continuous commercial strip. The relocation of bars, liquor stores and game rooms from the residential core of Area C to these commercial/residential corridors is supported.

Issue C: Inappropriate zoning in Area C (industrial zoning along 26th, Market streets, Broadway; apartment - office zoning along Jefferson).

- Alternatives:
- 1) Leave zoning as is, and allow marginal industrial development, very high density residential development in area C.
 - 2) Rezone the Jefferson Street corridor to R-6
 - a) making existing retail and office use nonconforming or
 - b) exempting existing retail and office uses from rezoning.
 - 3) Rezone the 26th Street corridor according to its current use (residential, corner commercial).
 - 4) Rezone all of 26th Street to a residential classification.
 - 5) Rezone areas at 22nd and Broadway, 26th and Broadway, Market from 21st to 26th streets from industrial to commercial classifications.

Alternatives 2b, 3 and 5 are recommended.

Zoning in the "residential core" and "commercial corridors" (Figure 8) should be changed to reflect existing land use and the land use recommendations. Within the "residential core," the approach selected by the Steering Committee would avoid creating nonconformity, and would not constrain business expansion on existing sites. Expansion on to adjacent lots, however, would require review through the zoning change process. The proposed zoning changes along Broadway and Market would correct a large area of nonconforming uses, and would enable commercial and residential uses to locate in these corridors. Industrial zoning currently prohibits non-industrial development in these locations.

Issue D: Density desired in Area C.

- Alternatives:
- 1) Promote development within the range of densities that exist in the area (10 to 20 dwellings per acre).
 - 2) Encourage development at the lower range of existing densities (10 units per acre).
 - 3) Allow higher density development than is permitted by existing zoning (apartment development at densities over 17 units per acre).

Alternative 1 is recommended.

This recommendation reflects a balance between avoiding higher density development and providing economic incentives for rehabilitation of Russell's larger homes. The Steering Committee felt that higher densities may contribute to social problems in the neighborhood. Restricting development to 10 units per acre, however, would prohibit rehabilitation of larger structures as two- or three-family homes, given typical lot sizes in Russell. It is economically infeasible for most households to maintain a three-story house as a single-family residence. Allowing development in the range of 10 - 20 units per acre permits property owners greater flexibility in the use of residential property. The Steering Committee favors this approach, because it would permit owner-occupants to keep one or two rental units to defray the cost of property maintenance and housing rehabilitation.

Issue E: Protection of neighborhood historic resources.

- Alternatives:
- 1) Rely on existing programs and incentives to protect historic resources.
 - 2) Work with the Landmarks Commission to publicize financial incentives and to encourage appropriate design.
 - 3) Encourage developers of Russell property to cooperate with neighborhood plans and policies.
 - 4) Obtain local designation of the Russell Historic District whereby City Landmarks Commission approval would be necessary for the external modification of any structure (including the demolition of old structures or the external design of new structures).

Alternatives 1, 2 and 3 are recommended.

There is a strong interest in protecting historic resources in Russell, in Area C and in the balance of the neighborhood. The Steering Committee recommended that this topic be defined as an areawide concern, not limited in scope to Area C. Existing programs and assistance from the Landmarks Commission staff are recommended measures for achieving preservation goals. A cooperative relationship with developers can promote appropriate design of new development as well as protection of existing resources. Creation of a locally designated historic district was not endorsed by the Steering Committee; it was feared that there would be inadequate support by neighborhood residents for the controls on exterior modifications that come with local designation.

Issue F: Deteriorating and vacant commercial structures scattered throughout residential areas.

- Alternatives:
- 1) Contact property owners and encourage them to improve condition of their business properties.
 - 2) Enforce existing ordinances relating to property maintenance.
 - 3) Encourage and assist efforts to improve existing neighborhood-serving commercial uses in these structures.
 - 4) Encourage re-use of these structures for other uses, such as offices, apartments or medical offices. (While encouraging commercial uses to locate on Broadway or Market.)
 - 5) Promote "spot" condemnation, demolition and re-use of these sites in a manner conducive to residential revitalization.
 - 6) Do nothing, allow private market forces to determine the fate of these structures.

Alternatives 2, 3 and 4 are recommended.

The problems with deteriorating commercial structures in Area C are not severe. Rather than demolition, the Steering Committee recommended economic incentives for rehabilitation, strengthening existing businesses, and encouraging reuse of these structures for offices or apartments. Regulatory measures to reduce nuisances from under-maintained commercial structures are also endorsed.

Issue G: Nuisance businesses that detract from neighborhood revitalization (bars, game rooms, liquor stores).

- Alternatives:
- 1) Refer this issue to a businessmen's association created in the Russell area.
 - 2) Contact property owners and business proprietors, concerning ways to reduce these problems.
 - 3) Work with regulatory personnel to require property maintenance and proper conduct.
 - 4) Encourage property owners to reuse the structures for uses conducive to residential revitalization.
 - 5) Promote "spot" condemnation, demolition and reuse of these sites in a manner conducive to residential revitalization.
 - 6) As a last resort, consider creation of "dry" precincts in Russell.

Alternatives 2 and 3 are recommended.

Voluntary improvements by business and property owners should be sought. Noise and loitering problems can be reduced in this manner. A businessmen's association for the Russell area could assist in this effort. If there is a lack of cooperation, strict enforcement of regulations is recommended. Restrictions on conduct, noise, parking and closing hours should be emphasized.

Issue H: Vacant, unmaintained lots.

- Alternatives:
- 1) Take no action, allow the private market to determine maintenance levels and reuse.
 - 2) Consolidate single vacant lots with adjacent homes as additional yard space.
 - 3) Promote transitional use of vacant lots (play areas, kitchen gardens), until they are redeveloped.
 - 4) Reuse vacant lots as sites for new houses, constructing new homes individually or a group of houses at one time.

Alternatives 2, 3 and 4 are recommended.

Creation of play areas and gardens offers a short range solution to the maintenance needs of vacant lots. Play areas or gardens can be established in a short period of time and at very little expense, assuming that the owner permits utilization of the property in this manner. Those using the property have an interest in maintaining it. Lot consolidation to expand yard space and re-use of vacant lots as building sites are long-term solutions for vacant lots. By combining a vacant lot with an adjacent home, Russell homeowners become responsible for property maintenance. This action will likely increase the value of these homes. Construction of a new home on vacant land contributes to revitalization of the neighborhood and strengthens the residential character of Area C.

Issue I: Parks and recreation opportunities.

- Alternatives:
- 1) Maintain facilities and programs at their current levels.
 - 2) Improve Elliott and Britt Parks (repair and replace equipment, provide new facilities, plant trees, etc.).
 - 3) Provide additional structured recreation programs (league sports, summer day camps, etc.).
 - 4) Expand Elliott Park by closing underused streets bordering the park.
 - 5) Encourage development of a new recreation facility with recreation programs in the vicinity of Byck Elementary.

Alternatives 2, 3 and 5 are recommended.

Elliott Square is in need of extensive repairs. The Steering Committee supports rehabilitation of this facility and improvements to make Britt Park more usable. These facilities, however, are not centrally located for residents of Area C. Development of a new recreation facility near Byck Elementary could meet the needs of the school, other institutions and residents. Recreation programs are also strongly supported by the Steering Committee. The Parks Department has proposed extensive renovation of the facilities in Elliott Square; \$40,000 of the \$153,000 needed to accomplish this renovation has recently been approved.

Issue J: Type of housing units (newly constructed and rehabilitated) desired in Area C.

- Alternatives:
- 1) Single-family detached homes (new construction and rehabilitated homes).
 - 2) Two-family and three-family structures (new construction and rehabilitated homes).

- 3) Single-family attached housing (townhouses).
- 4) Garden apartments, two to three-story apartment structures.
- 5) Any of the above housing types, so long as they are consistent with the size, scale and density of existing development.
- 6) Housing types that, based on market studies, will help attract residents to Russell.

Alternatives 5 and 6 are recommended.

A variety of new housing types is endorsed, provided that new construction adheres to existing development height, scale and setback. By endorsing a variety of structural types, developers are allowed greater flexibility in designing projects to meet market demand and cost constraints. A market study is recommended, to guide investors concerning the timing of residential developments and type of units to be produced. A market study would reduce the risk associated with housing development and may encourage investment in Russell.

Issue K: Housing improvement strategy for Area C.

- Alternatives:
- 1) Focus efforts on improving existing houses.
 - 2) Concentrate on construction of new houses, rather than improving existing structures.
 - 3) Combine housing rehabilitation with new construction, in a coordinated strategy to improve housing.
 - 4) Concentrate housing rehabilitation and infill construction along Chestnut and Muhammad Ali, to reinforce revitalization of these corridors.
 - 5) Repair housing conditions that threaten residents' health and hasten structural decline throughout Area C.

Alternatives 3, 4 and 5 are recommended.

The primary strategy for housing improvement in Area C is the coordinated rehabilitation and new construction strategy (Alternative 3). This is a continuation of efforts currently underway in Russell. This strategy preserves historic structures while recognizing the need to "fill in the gaps" created by demolition. Initially, efforts to promote housing improvement should focus on Chestnut Street and Muhammad Ali Boulevard. These streets are highly visible, and have been the focus of neighborhood

improvement efforts in the past. Some of the neighborhood's finest structures are located on these streets. After these areas have been stabilized, rehabilitation and new construction should be encouraged in the balance of Area C. Repairs that are essential for residents' safety and structural integrity are recommended throughout Area C and the balance of the neighborhood.

Issue L: Low rate of owner-occupancy in Area C.

- Alternatives:
- 1) Allow the market to determine the level of owner-occupied housing.
 - 2) Make owner-occupancy a major goal of housing improvement programs.

Alternative 2 is recommended.

Efforts to increase the rate of owner-occupancy are endorsed. Resident property owners generally keep their homes in better condition than rental properties are maintained. Owner-occupants have a greater investment in the neighborhood and are more likely to participate in neighborhood improvement efforts.

Issue M: Vacant and dilapidated (rated "e") housing, deteriorating (rated "d") housing that detract from neighborhood revitalization.

- Alternatives:
- 1) Do nothing, continue to allow decline and eventual demolition of these structures.
 - 2) Work with the City to identify structures that are a threat to public safety and have them repaired or torn down.
 - 3) Contact owners of dilapidated properties and encourage them to repair or demolish these structures.
 - 4) Encourage actions to transfer ownership of vacant and dilapidated structures to people who will make use of the property.
 - 5) Urge the use of "spot" condemnation of properties that seriously detract from neighborhood revitalization.
 - 6) Work with enforcement officers to require maintenance of structures and yards.

Alternatives 2, 4, 5 and 6 are recommended.

Actions to transfer deteriorated and dilapidated housing to new owners for repair and reuse, or demolition and reuse, is recommended. This can be achieved by bringing owners together with

prospective purchasers. Actions by the City to acquire tax delinquent property, and the new "spot" condemnation program can also achieve this end. Regulatory actions to improve maintenance are a temporary solution to this problem, but are also endorsed. It should be emphasized that demolition should be the last resort. Most of Area C's "residential core" is an historic district whose structures should be preserved if at all possible.

Issue N: The curve in Market Street at 23rd Street.

- Alternatives:
- 1) Repaint lane markings along Market Street.
 - 2) Prohibit left turns from northbound 23rd Street onto westbound Market Street.
 - 3) Reconstruct and realign the intersection.
 - 4) Study other adjustments to traffic movements and physical configuration of this intersection.
 - 5) Do nothing, leave the intersection and the curve in Market Street as they are.

Alternatives 1, 2 and 4 are recommended.

The configuration of this intersection creates visibility problems for vehicles passing through and for customers at local businesses. Lane markings would help through traffic on Market Street to negotiate the curve properly. The restriction of left-turn movements would affect only a small number of cars and should effectively reduce traffic hazards. An alternative circulation pattern for bank customers that would utilize the alley south of the bank may also be advisable.

Issue O: Alleys that are used for dumping.

- Alternatives:
- 1) Do nothing, rely on existing mechanisms for dealing with this problem.
 - 2) Encourage residents to cooperate with City enforcement efforts and maintenance programs.
 - 3) Sponsor periodic "work days" to clean up the alleys.
 - 4) Close alleys that are not needed for access to homes and parking or for garbage pickup.

Alternatives 2 and 3 are recommended.

Enforcement of ordinances against dumping can only be effective with neighborhood assistance. Neighborhood work days would periodically remove accumulated litter, while building greater commitment to stop illegal dumping and casual littering. Neither of these programs requires special funding.

4. Issues and Alternatives related to Area D (28th to 32nd Streets

Issue A: Future land use in Area D.

- Alternatives:
- 1) Limit industry and commercial uses to the area they currently occupy and promote new housing on vacant lots.
 - 2) Encourage industrial expansion in blocks that are currently vacant or partially occupied by substandard housing. Maintain housing as the predominant use elsewhere in area D (see Figure 8).
 - 3) Promote eventual expansion of industry throughout the area north of Del Park and west of 29th Street.
 - 4) Encourage public and private measures to shield houses from industrial development in this area.

Alternatives 2 and 4 are recommended.

Industrial expansion is encouraged in Area D, to return vacant structures and vacant land to active use and to provide job opportunities for area residents. This expansion should only occur in areas with limited potential for residential use. Areas with viable concentrations of sound housing should remain residential. To help maintain desirable residential areas near industrial expansion, screening and buffering measures are recommended. Landscaping and fencing should be provided, and new industrial plants should be designed to minimize negative impacts on adjacent homes.

Issue B: Means of promoting industries in Area D.

- Alternatives:
- 1) Do nothing, do not promote industrial development in Area D.
 - 2) Implement an "industrial conservation program" to retain existing firms and support their expansion in the neighborhood.
 - 3) Market vacant buildings, vacant structures to potential industrial occupants.
 - 4) Emphasize the need for industries locating in Area D to be compatible with adjacent housing.

Alternatives 2 and 3 are recommended.

These recommendations reflect the need to actively seek industrial development in Area D. Existing firms are a major source of jobs and are the most likely source of new employment. Measures to retain these businesses and support their expansion in the neighborhood are therefore endorsed. Available sites and industrial structures are important resources for attracting new industrial development. A marketing program that would publicize their availability may help achieve occupancy.

Issue C: Housing improvement strategy for Area D.

- Alternatives:
- 1) Make no attempt to improve the existing housing stock.
 - 2) Focus housing improvement efforts on repairing conditions that threaten the safety of occupants and cause structural decline.
 - 3) Encourage rehabilitation of "c" and "d" structures in the residential portions of Area D.
 - 4) Focus incentives for housing rehabilitation in a concentrated area, to achieve visible improvements.

Alternatives 2 and 3 are recommended.

Basic housing repairs to protect lives and prevent structural decline are endorsed for the entire Russell neighborhood. In addition, housing rehabilitation is encouraged for portions of Area D proposed to remain residential in character. Housing in the "c" and "d" categories should be upgraded to prevent serious damage that may lead to abandonment or demolition.

Issue D: Vacant, unmaintained lots.
See Issue H under Area C.

Issue E: Parks and Recreation opportunities.
See Issue I under Area C.

Issue F: Vacant, dilapidated and deteriorated houses.
See Issue M under Area C.

Issue G: Industrial traffic (trucks as well as cars) creating nuisances for adjacent residential areas.

- Alternatives:
- 1) Designate specific streets as truck routes (Market, Broadway, 15th, 21st, 22nd and 30th).
 - 2) Dead-end non-essential streets, to keep industrial traffic out of residential areas.
 - 3) Emphasize 30th Street as the principal access route to industries in Area D. Work with industries to encourage their use of 30th, and improve the roadway as necessary.
 - 4) Encourage provision of off-street parking lots by industries.

Alternatives 1, 2 and 3 recommended.

In approaching this issue, the Steering Committee expressed concern about discouraging industrial development by overly restrictive recommendations. The Committee emphasized that all changes affecting industrial traffic should be based on professional input from the Public Works Department's traffic engineers and that cooperation from industries should be sought. Because of the areawide impacts of traffic flows, this topic should be redefined as a neighborhood-wide issue.

Issue H: Rough railroad crossing, Broadway at 29th Street.

- Alternatives:
- 1) Do nothing, leave the crossing in its current condition.
 - 2) Contact the railroad and the City, requesting measures to improve this crossing (repave or rubberized crossing).

Alternative 2 is recommended.

This single-track railroad spur significantly jars automobiles on Broadway. It is a nuisance that clearly should be corrected. The Public Works Department is presently trying to conclude an agreement with the Southern Railroad to reconstruct the grade crossing.

Issue I: Unnecessary traffic signal, 31st and Broadway.

- Alternatives:
- 1) Continue operation of this traffic signal as it currently functions.
 - 2) Change operation of the signal to a caution light (flashing yellow).
 - 3) Remove this traffic signal.

The Steering Committee's preference is to remove this signal or change it to a caution light. Demolition of the major industry formerly located at this intersection (Falls City brewery) has reduced traffic substantially. In response to the Committee's concerns, City personnel have begun a study of this traffic signal, to determine if it is needed. The results of this study were not available at the time the Steering Committee met. The group decided to defer making a recommendation pending completion of the study.

As a note, the emphasis of 30th Street as the principal access route to industries in Area D may warrant the installation of a traffic signal at the intersections of 30th and Broadway. The heavy traffic on Broadway may prevent 30th Street traffic from getting out of the area. However, the need for the signal could not be determined due to the unavailability of traffic counts.

Issue J: Under-maintained property in the expressway right-of-way (high grass, litter).

- Alternatives:
- 1) Do nothing, rely on normally scheduled maintenance.
 - 2) Request additional efforts by State personnel to maintain the right-of-way.

Alternative 2 is recommended.

This is a seasonal nuisance identified by Steering Committee members. The group proposed bringing this problem to the attention of State officials.

5. Areawide Issues and Alternatives (Entire Neighborhood)

Issue A: Need for additional shopping in Russell (pharmacy, hardware, department store), but residents' income levels discourage new stores.

- Alternatives:
- 1) Assemble financial incentives for new shopping facilities of the type and in the location desired by Russell residents.
 - 2) Encourage new commercial development serving Russell to locate on Market Street or Broadway, to promote patronage by other neighborhoods.
 - 3) Work with other West End neighborhoods to establish a cooperative response to the region's shopping needs.
 - 4) Do not attempt to influence the type or location of commercial development.

Alternatives 2 and 3 are recommended.

Concentrating commercial establishments on Broadway and Market Street would achieve two purposes. Commercial expansion in residential areas that may detract from residential revitalization would be prevented. Secondly, the support population for new stores would be increased. In addition to Russell residents, residents of adjacent neighborhoods and persons traveling on these major traffic arteries would be potential customers. To truly maximize the potential clientele for new retail businesses, measures in addition to locating on Market or Broadway will be needed. Cooperation among West End neighborhoods, potential developers and public agencies is recommended, to prevent duplication of commercial services and to ensure an adequate support population. This cooperation can improve the range and quality of services available in the vicinity of Russell and keep dollars in the community that are presently spent in Indiana or other sections of Jefferson County.

Issue B: Visual elements that detract from the neighborhood's image.

- Alternatives:
- 1) Do nothing, focus on major improvement efforts.
 - 2) Develop a program to keep vacant lots cut and free of trash.
 - 3) Work with the railroads to have the overpasses cleaned up.
 - 4) Work with merchant groups to clean up shopping areas, including improved signs, litter control, and maintenance of commercial structures.
 - 5) Encourage screening of parking lots, storage areas and non-residential structures (fences and bushes to hide these uses).

Alternatives 2, 3, 4 and 5 are recommended.

All of the above actions are endorsed. These actions are primarily "housekeeping" measures that will enhance the neighborhood's appearance. These actions will assist efforts to address some fundamental improvement needs in Russell such as attracting more prosperous residents and investment capital.

Issue C: Perception of neighborhood that discourages potential residents and investors.

- Alternatives:
- 1) Develop a coordinated marketing campaign/public relations program, emphasizing Russell's strong points.
 - 2) Adopt a policy favoring racial and economic integration of the neighborhood and take steps to implement it.

- 3) Create a social or cultural event that will attract potential residents and investors.
- 4) Implement neighborhood anti-crime programs and publicize their success (e.g., block watches, Night Hawks, arson prevention).
- 5) Work with law enforcement agencies to reduce the incidence of prostitution and drug dealing in the neighborhood.
- 6) Complete the revitalization of a single block as a "model block".
- 7) Do nothing, allow the area's reputation to gradually evolve.

Alternatives 1 through 6 are recommended.

The Steering Committee recommended all of these actions, with an emphasis on Alternative 1. A public relations effort is a basic step that would assist implementation of many other Plan recommendations. The public relations campaign should publicize the area's strengths and recent accomplishments. It would also publicize actions recommended in Alternatives 2 through 5. Economic and racial integration is endorsed as a means of attracting new residents and new funding sources. Both of these are essential to achieving the neighborhood revitalization. A social or cultural event, such as the St. James Art Fair in Old Louisville, would give the neighborhood more exposure among residents of other areas. It would help attract new residents and could generate funds for use by the neighborhood. Crime reduction programs are currently underway in Russell, and should be pursued vigorously. This is an important issue to be overcome in changing perceptions of the neighborhood. Prostitution and drug dealing are specific instances of the area's crime problem that need to be addressed. Although these crimes cannot be totally eliminated, they can be made less visible or displaced from the neighborhood. Steering Committee members expressed a strong desire for coordinated efforts to abate these criminal activities. A model block is recommended as a showcase of improvements going on in Russell, as well as an indication of the area's potential. As such, the model block would assist in obtaining investment funds for Russell (see Issue D).

Issue D: Difficulty in obtaining investment funds for projects in Russell.

- Alternatives:
- 1) Improve income levels of Russell residents (Issue E).
 - 2) Improve the appearance of the neighborhood, and maintain vacant lots (Issue B).

- 3) Acquaint lending institutions with the neighborhood's strengths and recent improvements in Russell.
- 4) Ensure that community credit needs are being met through the loaning practices of local banks.
- 5) Maintain close contact with government agencies that provide funds.
- 6) Cultivate good working relationships with investors and developers.

Alternatives 2 through 6 are recommended.

Alternative 3 is an extension to financial institutions of the public relations program discussed in Issue C. By taking a pro-active stance, the neighborhood may hasten the process of changing attitudes toward housing improvement projects in Russell. If this effort is unsuccessful, the neighborhood should consider investigating loan practices in light of federal banking regulations. This may help increase loans to Russell. Neighborhood organizations should strive for cooperative relations that encourage prospective developers and investors in Russell. Neighborhood interests should work with developers to promote investment that is mutually beneficial.

Issue E: Low income levels, high unemployment of Russell residents inhibit neighborhood revitalization.

- Alternatives:
- 1) Encourage existing employers to remain in the neighborhood and to hire neighborhood residents.
 - 2) Promote expansion of industrial development, in appropriate locations, employing local residents to the extent feasible.
 - 3) Publicize job-training and career education opportunities to neighborhood residents.
 - 4) Establish neighborhood improvement programs (housing repair, clean up, weatherization) which provide job-training and employment experience.
 - 5) Provide job-training programs within the neighborhood.
 - 6) Make efforts to attract higher income residents to Russell (see Issue C).
 - 7) Cooperate with the school system and social service agencies to meet residents' education and job-training needs.

All alternatives except number 4 are recommended.

Job-training based on housing improvement skills has been tried in Russell with little success. Housing trades are seasonal work with limited opportunity for advancement. The Steering Committee recommended focusing on the other actions for improving job opportunities.

Issue F: Need for additional social services, especially day care, job-training, tutoring.

- Alternatives: 1) Continue and expand existing social service programs in Russell.
- 2) Support the creation of additional subsidized day care facilities.
- 3) Expand and diversify job-training programs available in Russell.

Alternatives 1, 2 and 3 are recommended.

Current social services providers have indicated a strong demand for additional services in the neighborhood. As revitalization occurs, the need for additional day-care facilities will grow.

Issue G: High traffic volumes on Chestnut Street and Muhammad Ali Boulevard.

- Alternatives: 1) Do nothing, the existing speed limit and synchronized traffic signals allow efficient traffic movement through the neighborhood.
- 2) Adopt a system of truck routes, and prohibit through truck traffic on other streets.
- 3) Lower the speed limit and adjust the traffic signals to accommodate slower traffic movement on these streets. (Selection of this alternative would result in increased traffic volumes on Broadway and Jefferson).

Alternatives 1 and 2 are recommended.

The existing traffic management system on Chestnut and Muhammad Ali was endorsed for several reasons. It works well and avoids stop-and-go traffic with related noise and pollution problems. Altering the system would have the effect of increasing traffic on other residential streets. A reduction of truck traffic in residential areas was endorsed. There was some concern on the part of the Steering Committee that prohibiting truck traffic on certain streets not become a barrier to industrial growth in appropriate portions of the neighborhood.

Issue H: Frequent accidents at the following intersections: 16th and Jefferson; Roy Wilkins Boulevard at Jefferson, Muhammad Ali and Chestnut; Broadway at 15th, 21st, 22nd and 28th Streets.

- Alternatives:
- 1) Provide wider lanes.
 - 2) Improve signage and pavement markings to inform motorists of appropriate lane use.
 - 3) Remove any obstructions that adversely affect clear sight distance, and visibility of signs and sight.
 - 4) Study the need to adjust traffic signals.
 - 5) Study the need to restrict turning movements.
 - 6) Prohibit curb parking near crosswalks and intersections.
 - 7) Do nothing, leave traffic conditions as they are at high accident locations.

The Steering Committee endorses taking appropriate measures to reduce accidents at these locations. The Committee had no specific recommendations, but deferred to the expertise of the appropriate City official. The Committee also identified traffic control problems at the intersections of 20th and Magazine, and 20th and Muhammad Ali. Although not included among high accident intersections, these sites should be reviewed for possible improvements.

Issue I: Lack of transit shelters in Russell

- Alternatives:
- 1) Have TARC investigate the need for and feasibility of installing transit shelters at high usage points in areas where transit shelters with advertising are permitted.
 - 2) Install benches along all transit routes in the Russell neighborhood where there is substantial ridership and shelters are not permitted.

Alternative 2 is recommended.

Recurring vandalism of transit shelters has been a problem in Russell. Rather than providing additional shelters and continuing to replace shattered glass panels, the Steering Committee recommended installing benches only.

Issue J: Adequacy of public transportation in Russell.

- Alternatives:
- 1) Encourage provision of transportation services by community organizations.
 - 2) Request TARC to consider adjustments of service in the neighborhood.
 - 3) Have TARC investigate extension of LARC service or other improvements to residential areas, as redevelopment occurs and support population becomes adequate.
 - 4) Continue public transportation at current levels until redevelopment justifies additional service.

Alternatives 1 and 3 are recommended.

Churches and the Metropolitan Community Development Corporation currently provide transportation services for Russell residents. These services should be continued, especially for the elderly and the mobility-impaired. An extension of LARC service is supported, contingent upon adequate support population. This will probably occur after new housing construction in Area B begins.

Issue K: Pedestrian safety.

- Alternatives:
- 1) Paint or repaint crosswalk lines.
 - 2) Provide pedestrian walk/don't walk signals in areas with significant pedestrian volumes.
 - 3) Continue the policy of requiring wheelchair ramps as a part of any sidewalk reconstruction project.
 - 4) Provide an island along Jefferson Street between Roy Wilkins and 12th Street to divide traffic.
 - 5) Provide sidewalks in areas with significant pedestrian traffic to public facilities or public transit stops when sidewalks are lacking.
 - 6) Do nothing, leave pedestrian facilities in their present state.

Alternatives 1 through 5 are recommended.

The pedestrian island in Jefferson Street at 10th Street has already been constructed. As residential construction occurs the need for sidewalks along Elliott Park should be assessed. The Parks Department has noted that sidewalks cannot be funded out of parks

monies. Wheelchair ramps have been constructed in the target area (NSA). They should be provided in other areas as part of sidewalk replacement projects.

Issue L: Reduced visibility and traffic congestion due to on-street parking.

- Alternatives:
- 1) Do nothing, allow existing conditions to continue.
 - 2) Investigate the need for signs delineating "No Parking" zones near intersections.
 - 3) Encourage existing churches and businesses to provide and use off-street parking lots.
 - 4) Identify opportunities for off-street parking through shared use of parking lots.

Alternative 2 is recommended.

Expanded "No Parking" zones are recommended to improve visibility at certain intersections. Signs should be posted identifying such zones which generally are needed near churches. Provision of additional off-street parking lots (serving existing development) was discouraged. This would create a barren landscape and diminish the supply of land available for residential development. Shared parking facilities have met with limited success in Russell.

B. RECOMMENDED PLAN

The Recommended Plan for Russell presents recommendations and criteria for future land-use development and transportation improvements in the neighborhood. The plan consists of a set of guidelines and maps showing land-use and transportation recommendations (Figures 8 and 9). The guidelines contain the land-use and transportation recommendations for the neighborhood; the maps serve to illustrate some of the guidelines and define areas for which specific recommendations have been made. The guidelines are organized according to geographic area of application. The problem identification and the land-use/transportation alternatives evaluation process conducted with the Russell Steering Committee during the Spring of 1984 are the primary source for the guidelines. The recommended plan is an application of the goals and policies contained in the Comprehensive Plan to the specific conditions existing in Russell. Site specific recommendations (maps and guidelines) represent the neighborhood's intent and best planning judgment at a given point in time. As conditions change in Russell and new opportunities arise, site-specific recommendations may need to be changed. The Plan should not stand in the way of desirable changes that were not foreseen during the planning process.

1. Area A Recommendations (Roy Wilkins Boulevard to 15th Street)

- A-1 Improve conditions in the residential portions of Area A by:
- improving maintenance of buildings and yards, and providing additional landscaping;
 - continuing capital improvement programs and supporting comprehensive rehabilitation of these developments;
 - maintaining apartments in decent and safe condition through a code enforcement program designed to minimize displacement ("sensitive" code enforcement).
 - increasing residents' participation in management of housing developments; and
 - improving recreational opportunities serving this area (see A-10).
- A-2 Encourage dispersion of low-income housing throughout the balance of the metropolitan area.
- A-3 Support efforts to increase the economic diversity of Area A residents (for example, income guidelines).
- A-4 If alternative low-cost housing becomes available and demand for subsidized apartments in Area A drops substantially, convert a portion of the housing in Area A to market rate developments (This should be considered as a long range goal, 15 years or longer.).
- A-5 Consolidate existing small apartments to fit the market demand for apartments with more bedrooms.
- A-6 Promote reuse of the former CSC store (15th and Jefferson) for retail purposes based on the needs of Russell residents and West End residents; avoid duplication of proposed shopping developments in adjacent neighborhoods.
- A-7 Promote use of vacant sites and structures in the 13th-15th streets corridor by labor-intensive operations; provide financial incentives for businesses that provide jobs for neighborhood residents.
- A-8 Encourage existing businesses adjacent to residential areas to make their properties compatible with residential uses (screen parking lots and storage areas, plant street trees, etc.)

- A-9 Encourage design of new businesses in the 13th-15th streets corridor that is sensitive to adjacent residential areas (including facade treatment, location of parking and storage, etc.)
- A-10 Expand the recreation opportunities available in Area A by:
- improving existing parks and recreation facilities;
 - creating new park facilities in Area A;
 - working with the Metro Parks Department to increase the utilization of the swimming pool at Central High School and other park facilities; and
 - providing additional personnel to coordinate recreation programs for Area A residents.

2. Area B Recommendations (15th to 21st Streets)

- B-1 Maintain the "residential core" of Area B as a predominantly residential area; preserve existing homes to the extent feasible and construct new housing in vacant areas (see Figure 8).
- B-2 Prohibit new industrial uses in the residential core; encourage existing industries to adopt design measures and operating characteristics that are compatible with residential use. Encourage re-use of these structures for non-industrial, compatible uses.
- B-3 Allow neighborhood-serving commercial uses to expand, if the expansion is shown to be compatible with residential revitalization.
- B-4 Encourage commercial and residential uses in the Broadway and Market Street "commercial/residential corridors": neighborhood retail, regional commercial, offices, apartments (see Figure 8).
- B-5 Reduce the negative effects of nuisance uses (bars, liquor stores, game rooms) by:
- discouraging creation of new uses of this type in Area B;
 - encouraging existing uses to relocate to the Broadway and Market "commercial corridors"; and
 - working with business owners, building owners and regulatory personnel to reduce the problems associated with these uses.

- B-6 Promote new residential construction that is compatible with the scale and height of existing structures, including:
- single-family detached homes,
 - townhouses, and
 - garden apartments (two story structures, small-scale developments).
- B-7 Allow new residential development that is consistent with existing zoning. (Most of area B is zoned R-6, which allows 17 dwellings per acre.)
- B-8 Promote multi-parcel residential redevelopment; single lot redevelopment projects are also endorsed.
- B-9 Make owner-occupancy a major goal of housing redevelopment projects.
- B-10 Return vacant lots to productive use by:
- encouraging temporary use of these areas for kitchen gardens, play areas;
 - encouraging adjacent homeowners to acquire vacant, unbuildable lots for additional yard space; and
 - promoting "land banking," the acquisition and reserving of vacant lots, to be part of larger redevelopment projects.
- B-11 Rezone residential uses and vacant property along Jefferson, 15th, 18th and 20th streets to the R-6 Apartment District.
- B-12 Promote rehabilitation of the industrial structures situated on Muhammad Ali Boulevard between 17th and 18th streets, and reuse them for mixed use development (shopping, office, residential use).
- B-13 Combine housing rehabilitation and new construction to achieve coordinated redevelopment throughout Area B. Structures that have declined to the extent that rehabilitation is not feasible, and isolated structures that impede larger redevelopments, should be demolished.
- B-14 Correct problems due to vacant and dilapidated (rated "e") and deteriorating (rated "d") houses by:
- working with the City to identify structures that are a threat to public safety and have them repaired or torn down;

- contacting owners of dilapidated properties and encouraging them to repair or demolish these structures; and
- encouraging actions to transfer ownership of vacant and dilapidated structures to people who will make use of the property.

B-15 Improve deteriorating and vacant commercial structures scattered throughout the "residential core" by:

- contacting property owners and encouraging them to improve condition of their business properties;
- enforcing existing ordinances relating to property maintenance;
- encouraging re-use of these structures for residential uses; and
- promoting "spot" condemnation of vacant structures, followed by re-use of these sites in a manner conducive to residential revitalization.

B-16 Enhance recreation opportunities by:

- expanding existing parks through purchase of adjacent vacant sites;
- improving park facilities; and
- providing additional structured recreation programs.

B-17 Keep Western Cemetery in its current status; plant trees and maintain the cemetery so that it is an asset to residential revitalization.

B-18 Study the intersection of 18th and Broadway, including traffic management and design measures that would improve traffic flow at this intersection.

3. Area C Recommendations (21st to 28th Streets)

- C-1 Maintain housing as the predominant land use in the "residential core" of Area C; preserve existing homes and construct housing on vacant lots (see Figure 8).
- C-2 Expand residential and commercial uses in the Broadway and Market Street corridors, maintaining a mixed land use pattern: apartments, neighborhood retail, offices, regional commercial (see Figure 8).

- C-3 Within Area C's "residential core," limit non-residential use to existing levels and prohibit industrial development. Allow expansion of neighborhood-serving commercial uses if the expansion is shown to be compatible with residential revitalization.
- C-4 Rezone areas along Broadway, Market Street and 26th Street (zoned M-1, M-2 Industrial) and along Jefferson Street (zoned R-8 Apartment) to reflect existing land use and surrounding development.
- C-5 Promote residential development within the range of existing densities (10 to 20 dwellings per acre).
- C-6 Improve the condition of deteriorating commercial structures through:
- enforcing ordinances relating to property maintenance;
 - assisting efforts to upgrade neighborhood-serving commercial uses;
 - encouraging re-use of these structures for other uses, such as apartments, offices, medical offices.
- C-7 Reduce the negative effects of nuisance businesses (bars, liquor stores, game rooms) through:
- contacting business and property owners concerning ways to reduce problems;
 - working with regulatory personnel to require proper conduct and property maintenance;
 - discouraging creation of new uses of this type in Area C; and
 - encouraging existing uses to relocate to the Broadway and Market Street corridors.
- C-8 Return vacant lots to productive use by:
- promoting temporary use of vacant lots for play areas, gardens;
 - consolidating them with adjacent homes as additional yard space; and
 - constructing new homes, individually or a group of houses at one time.

- C-9 Improve Britt and Elliott Square parks (repair and replace equipment, plant trees, provide new facilities).
- C-10 Encourage development of a new recreation facility with recreation programs, in the vicinity of Byck Elementary.
- C-11 Perform a market study to determine the extent of demand for housing in Russell, and the types of housing that are in demand.
- C-12 Provide housing, through new construction and rehabilitation, that is consistent with the size, scale and density of existing development.
- C-13 Combine housing rehabilitation with new construction in a coordinated strategy to improve housing conditions.
- C-14 Continue concentration of rehabilitation and new construction efforts along Chestnut and Muhammad Ali, to reinforce revitalization of these corridors.
- C-15 Make owner-occupancy a major goal of housing improvement programs.
- C-16 Work with the City to have structures that are a threat to public safety repaired or torn down.
- C-17 Encourage actions to transfer ownership of deteriorating and dilapidated structures to people who will make use of the property.
- C-18 Work with enforcement officers to require that declining and vacant structures and yards are maintained.
- C-19 Reduce traffic safety hazards at 23rd and Market by:
 - repainting lane markings on Market Street;
 - prohibiting left turns from northbound 23rd on to westbound Market; and
 - other traffic pattern modifications.

4. Area D Recommendations (28th to 32nd Streets)

- D-1 Encourage industrial expansion in blocks that are currently vacant or partially occupied by substandard housing. Maintain housing as the predominant use elsewhere in Area D (see Figure 8).
- D-2 Encourage measures to shield houses from existing industrial development and to make new industry compatible with adjacent housing.

- D-3 Implement an "industrial conservation program" to retain existing firms and support their expansion in the neighborhood.
- D-4 Market vacant buildings, vacant sites to potential industrial occupants.
- D-5 Encourage rehabilitation of "c" and "d" structures in the residential portions of Area D.
- D-6 Return vacant lots to productive use (see C-8).
- D-7 Improve Britt and Elliott Square parks.
- D-8 Improve the condition of deteriorated and dilapidated housing in the residential portions of Area D (see C-17, C-18).
- D-9 Minimize the impact of industrial traffic (trucks and cars) on adjacent residential areas, by:
 - designating truck routes (see E-16);
 - changing non-essential streets to dead-ends; and
 - emphasizing 30th Street as the principal access route to industries in Area D.
- D-10 Repair the rough railroad crossing on Broadway at 29th Street.
- D-11 Remove the traffic signal at 31st and Broadway, if found unneeded by the Public Works Department Study.
- D-12 Improve maintenance of the I-264 expressway right-of-way.

5. Areawide Recommendations (Entire Neighborhood)

- E-1 Encourage new commercial development serving Russell to locate on Market Street or Broadway, to promote patronage by other neighborhoods.
- E-2 Work with other West End neighborhoods to establish a cooperative response to the region's shopping needs.
- E-3 Work with the railroads to have the overpasses repainted and maintained.
- E-4 Work with merchant groups to clean up shopping areas, including improved signs, litter control, and maintenance of commercial structures.

- E-5 Encourage actions to enhance Russell's appearance, including:
- screening and landscaping parking lots;
 - screening storage areas;
 - planting street trees; and
 - improving sidewalks and landscaping.
- E-6 Reduce illegal dumping and litter problems in alleys and on vacant lots through:
- resident cooperation with City enforcement and maintenance programs; and
 - periodic volunteer "work days"
- E-7 Repair housing conditions that threaten residents' health and hasten structural decline.
- E-8 Improve the Russell area's image by:
- developing a coordinated marketing campaign/public relations program, emphasizing Russell's strong points;
 - adopting a policy favoring racial and economic integration of the neighborhood and taking steps to implement it;
 - creating a social or cultural event that will attract potential residents and investors;
 - implementing neighborhood anti-crime programs and publicizing their success (e.g., block watches, Night Hawks, arson prevention); and
 - establishing a coordinated law enforcement effort to reduce prostitution and drug dealing.
 - completing the revitalization of a single block as a "model block."
- E-9 Increase the availability of funds for revitalization projects by:
- acquainting lending institutions with the neighborhood's strengths and recent improvements in Russell;
 - ensuring that community credit needs are being met through loaning practices of local banks; and

- maintaining close contact with government agencies that provide funds.
- E-10 Preserve Russell's historic resources, by encouraging appropriate rehabilitation of historic structures and compatible design of new construction.
- E-11 Encourage communication and cooperation between developers and neighborhood groups, to achieve projects that are mutually beneficial.
- E-12 Strengthen the organization of neighborhood interests: residents, businesses and institutions, so that they can more effectively promote neighborhood revitalization.
- E-13 Improve the income levels and employment opportunities for Russell residents, including:
- encouraging existing employers to remain in the neighborhood and to hire neighborhood residents;
 - promoting expansion of industrial development, in appropriate locations, employing local residents to the extent feasible;
 - publicizing job-training and career education opportunities to neighborhood residents;
 - making efforts to attract higher income residents to Russell (see E-8); and
 - cooperating with the school system and social service agencies to meet residents' education and job-training needs.
- E-14 Continue and expand existing social service programs in Russell.
- E-15 Support the creation of additional subsidized day-care facilities.
- E-16 Designate appropriate streets as through truck routes and industrial access routes. Prohibit through truck traffic on other streets. Through truck routes include Market, Broadway, Roy Wilkins, 21st and 22nd streets. Industrial access routes include 13th, 15th and 30th streets.
- E-17 Study intersections with high accident levels and traffic movement problems; and implement appropriate corrective actions.
- E-18 Install benches at highly used transit stops.

- E-19 Encourage provision of transportation services by community organizations.
- E-20 Have TARC investigate extension of LARC service or other improvements to residential areas, as redevelopment occurs and support population becomes adequate.
- E-21 Provide adequate facilities for pedestrian safety, including walk/don't walk signals, sidewalks and wheelchair ramps.
- E-22 Delineate "no parking" zones near intersections with traffic problems related to on-street parking.
- E-23 Improve pavement conditions and maintenance of alleys serving the Market Street and Broadway corridors.

IV. Implementation

IV. IMPLEMENTATION

The effectiveness of the Russell Neighborhood Plan depends upon the implementation of its recommendations. This chapter of the plan identifies actions and programs to implement the recommendations contained in the preceding chapter. Parties responsible for implementation are identified, and the cost of implementation measures is estimated when possible.

A. LAND USE

1. Maintaining Residential Areas For Housing

The majority of Areas A, B and C, and a substantial part of Area D, are recommended for residential use. The Land Use Recommendations map, Figure 8, shows the boundaries of proposed residential areas (titled "residential" on the map and referred to as "residential core" in the recommendations). In addition to restricting other types of development in these areas, the Plan recommends construction of new housing and preservation of existing homes in these areas (guidelines B-1 and C-1). The following implementation measures are suggested.

a. Zoning Changes

A substantial number of zoning changes have been recommended that would establish residential zoning in areas currently zoned for commercial or industrial use. Proposed changes are based on the recommended residential area as defined in the land use plan (Figure 8). Residential zoning is proposed for structures or areas that are currently vacant or used for housing and that are recommended for residential use. Proposed zoning changes are shown on Figure 10. The R-6 Apartment Zoning District is the recommended residential zoning classification. R-6 zoning permits the type and density of residential use recommended for Russell (i.e., the existing residential type and density).

R-6 zoning is proposed for two major areas currently zoned for industrial use: along the 26th Street corridor (currently zoned M-1 Industrial) and the area west of the K&IT railroad and south of Larkwood (currently zoned M-2 Industrial). These changes are intended to encourage the retention of housing and to lend stability to residential use in these areas. Expansion of industrial development in Russell is not entirely precluded by these changes; however, industrial use is more appropriate in other areas (referring to part 20 of this chapter) than the "residential core" of the neighborhood.

Residential zoning is also recommended for homes currently zoned for commercial use. Houses zoned C-1 are located along 18th Street, the west side of 15th Street, and in an area around Muhammad Ali between 20th and 21st Streets. Rezoning in these areas would reinforce the residential nature of the area. By removing the incentive to convert homes to business use, these zoning changes would encourage

owners to maintain their homes (as their property values would depend on the quality of the area's residential character) and would reinforce the Broadway and Market Street "commercial corridors" as the preferable location for new and expanding commercial uses.

R-6 zoning is also proposed for the Jefferson Street corridor between 15th and 30th Streets, and Market Street west of 26th Street. These changes would bar office uses and restrict residential development to the height and density levels typical of existing housing in Russell.

Implementation of the zoning changes discussed above depends upon action by the Board of Aldermen. The first step is approval of the Russell Neighborhood Plan. Once that is done, the Board would either initiate the rezoning itself, or direct the Planning Commission to begin the rezoning process. The Board of Aldermen's participation in funding the rezoning process is also necessary. A preliminary estimate places the cost of the proposed rezoning of approximately 1300 parcels at \$50,000. The Board may choose to appropriate the necessary funds from general revenue and/or Community Development funds. These funds would be used to prepare the rezoning application and the zoning change staff report, to develop legal descriptions of affected properties, to identify property owners, and to provide notification to all affected property owners and owners of properties adjacent to sites proposed for rezoning. The entire rezoning process from appropriation of funds to final action by the Board of Aldermen enacting the changes, may be accomplished in twelve (12) months. Controversy about the changes may lengthen this period.

As a plan implementation technique, zoning's effectiveness varies. Because zoning is a regulation and regulations are restrictive (negative) by definition, zoning tends to maintain the status quo by locking in existing land uses; it cannot compel or encourage desirable (positive) changes to occur. It is most effective in preventing undesirable land use change and limiting the type of development that occurs in the neighborhood. However, zoning can only enable desired change to occur. It can channel development, but cannot create development initiatives. Therefore, desired changes such as residential infill require implementation techniques beyond zoning. The effectiveness of zoning is determined by the quality of its administration. Adequate enforcement of the regulations, staff review of proposed development and responsible legislative action are critical to effective zoning.

b. Promoting Housing Rehabilitation and New Construction

Refer to parts 2 and 3 of this chapter for a discussion of measures to achieve housing construction, rehabilitation, and financial incentives.

2. Housing Rehabilitation and New Construction

Housing improvements are a primary goal of the Russell Plan. The

Plan makes numerous recommendations concerning specific ways in which housing should be upgraded. Some recommendations apply to the neighborhood as a whole; others are area-specific. Implementation measures are discussed together, although some only apply to portions of Russell. The Plan's guidelines define the areas for which particular implementation measures are appropriate (guidelines B-6, B-7, B-8, B-13, C-11, C-12, C-13, C-14 and D-5).

a. Market Study

A study of the demand for housing in Russell is recommended (guideline C-11). A market study would provide an indication of the number and type of housing units that could readily be absorbed. This may stimulate developers' interest in projects located in Russell, and facilitate obtaining investment funds. The market study could be accomplished in several ways. The Russell Development Corporation could request CDBG funds to hire a consultant, or ask potential developers to fund the study. Assistance could be sought from the University of Louisville School of Business. The proposed association of neighborhood businesses may be a potential source of funds, as they would benefit from improved housing in Russell.

b. Non-Profit Housing Corporation

Neighborhoods that have experienced outmigration and a decline in housing conditions tend to be overlooked by the development community. Non-profit housing corporations can lead private developers and investors back into Russell, by demonstrating successful housing improvement projects. The Russell Development Corporation has had recent successes with housing rehabilitation and new construction. The Russell Development Corporation should pursue these activities and encourage churches and institutions in the neighborhood, either to support the Russell Development Corporation's program or initiate their own non-profit corporations. The Mount Lebanon Baptist Church and the Metropolitan Community Development Corporation have constructed housing for the elderly in recent years. These and other institutions should support efforts to improve housing for families.

c. Site Assembly

Several measures can aid the process of acquiring land and buildings for housing improvement programs. Voluntary sale by property owners should be sought wherever possible.

A coordinated effort to acquire seriously tax delinquent vacant property in Russell is recommended. As of March of 1984, there were 730 seriously delinquent properties in Russell. Foreclosure for back taxes or donation of property in lieu of back taxes should both be pursued, to obtain ownership of tax delinquent vacant property. Public ownership would enable the City to reduce problems caused by abandoned homes and unmaintained vacant lots, while gaining an important resource for redevelopment.

Organizational changes in the City Law Department should allow the tax foreclosure program to be focused in Russell as an implementation tool for the neighborhood plan. It is recommended that the City Law Department and the Urban Land program make a concerted effort to acquire tax delinquent vacant property in Russell. In Area C, property acquired in this manner should be used for infill housing construction sites. Depending on the rate of housing redevelopment in Area B, it may be advisable to "land bank" lots acquired there. This technique would ease the site assembly process and lower costs for new development. A final technique for site assembly is spot condemnation, discussed in part 8.

d. Compatibility of New Development

There are several means of ensuring that new housing is compatible with existing residential development. The zoning changes described in part 1, above, would restrict new development to density levels typical of Russell. R-6 zoning also restricts structure height to three stories, similar to the larger homes in Russell. More detailed aspects of compatible design, such as building setbacks, materials and landscaping can also be affected also. Financial assistance and publicly owned land should only be provided to projects that relate well to surrounding homes.

Closer relations with the development community, through the presentation of proposed projects for neighborhood comment, should also assist in achieving this goal. As part of efforts to improve the organization of neighborhood interests, the Russell Development Corporation should cultivate good relations with developers (see part 24).

3. Financial Incentives

A coordinated strategy of housing rehabilitation and new construction is recommended for Areas B and C (guidelines B-13 and C-13). The focus of this strategy differs, however. In Area B, redevelopment of larger areas is proposed, with a greater emphasis on new construction and the redesign of streets and alleys and new lotting patterns to create open space (guideline B-8). In Area B there is a greater likelihood that some housing that has declined seriously will be demolished. In Area C smaller scale housing improvement projects with more emphasis on rehabilitation can be anticipated. The Plan proposes that these efforts initially be focused on Chestnut Street and Muhammad Ali Boulevard (guideline C-14), and then spread to the balance of the area. Repair and rehabilitation of homes in Area D is also recommended (guideline D-5). These differences notwithstanding, similar financial incentives will be used throughout Russell. They should be used to help implement the Plan's recommendations.

a. Tax Credits

The Economic Recovery Tax Act of 1981 provides a 25% tax credit for rehabilitation of income-producing properties in National Register

Historic Districts, provided the rehabilitation conforms to the Secretary of the Interior's standards. Nearly all of Areas C and D are within the Russell National Register District. The boundaries of the District are shown on Figure 4. Investment in the Russell Historic District can be maximized through equity syndication -- the sale of ownership shares in a building to investors. Equity syndication allows a larger number of investors and greater sums to become involved, using a limited partnership arrangement. Limited partners do not become involved with day-to-day operation of the real property, but can receive the tax advantages of real estate investment.

b. Corporate Support

A grant from one or more businesses can provide seed money for housing rehabilitation. Donations of this type can be philanthropic, or in the case of firms situated in the midst of declining housing conditions, a combination of philanthropy and self-interest. In the latter case, the company's physical plant and employee morale may benefit from upgraded housing. The "Adopt a Neighborhood" program funded by Brown-Forman gave \$100,000 to Preservation Alliance and New Directions, to rehabilitate houses at an affordable price for moderate income people in the California neighborhood. The grant was used to leverage low-cost loan money to finance purchase of the homes. Seven houses were rehabilitated and one new home constructed with this grant. This investment has spurred additional improvements by owners of surrounding homes, creating a noticeable upgrading of the area. Corporate sponsorship for housing rehabilitation should be sought for Russell. Large corporations in the neighborhood and in other parts of the City should be contacted about providing a grant. The Russell Development Corporation should work with the Governor's West Louisville Task Force and Preservation Alliance to determine firms which may consider a project of this type.

c. Public Funds

Public dollars for housing rehabilitation and to support new construction have decreased significantly in recent years. The Russell neighborhood should not rely on public funds as the principal means of financing housing improvements; private sector monies will be needed to finance the majority of rehabilitation and new construction in Russell. Nevertheless, public dollars can provide an incentive to private investment. There are several programs available at this time. Urban Development Action Grants can provide 10 to 25% of project costs; the Tri Party Agreement Program with FNMA can substantially lower interest rates on large residential projects. These programs are administered through the Louisville Economic Development Cabinet; detailed information about these and other programs that may become available in the future can be obtained from the Cabinet. The Louisville Neighborhood Development Cabinet administers the Community Development Block Grant and specific housing improvement programs. Availability of funds and types of local and federal programs change continuously. The Russell Development Corporation and potential developers should maintain contact with the Cabinet.

4. Increasing Owner Occupancy

Owner-occupied housing, a stabilizing influence for neighborhoods, is in short supply in Russell. Only 30% of the occupied housing units are owner-occupied. The Russell Plan encourages efforts to increase owner-occupancy (guidelines B-9 and C-15). The principal implementation measure will be to make owner-occupancy a major goal of new housing construction and housing rehabilitation projects. Financial incentives offered through the Louisville Neighborhood Development and Economic Development Cabinets should strongly encourage owner-occupied status of housing projects. A related implementation measure is the review of proposed developments by the neighborhood. The Russell Development Corporation should evaluate projects according to the level of owner-occupancy they would have, among other criteria.

5. Housing Repairs

The Russell Plan endorses repair of hazardous housing conditions and conditions that contribute to structural decline (guideline E-7). Implementation measures are presented below.

a. Tool Library and Staff

Creation of a tool library is an important part of the housing improvement effort. Through the library, tools for housing repair and yard maintenance would be made available to area residents. Tools should be available to renters as well as owners, to maximize housing improvements in the area. Staff for the tool library should manage the equipment and provide technical assistance. Demonstrations on the use of equipment and how to make certain repairs are important to the success of the tool library. This could be done on an individual basis as well as through a series of classes. Implementation of the tool library will require funding. Depending on the number of staff persons hired and the amount of materials purchased, funds in the vicinity of \$40,000 may be needed. Possible funding sources include CDBG funds, money raised by the neighborhood, and corporate support. A tool library shared with one or more surrounding neighborhoods may reduce the funding burden for Russell.

b. Emergency Repair Program

The Louisville Neighborhood Development Cabinet funds a city-wide program to make emergency home repairs for elderly and handicapped persons. The program is operated by New Directions, Inc. The average cost of repairs made through this program is \$1500 per house. The Russell Development Corporation should work with the block watch organizations to ensure that eligible persons are informed about this program.

c. Code Enforcement

Enforcement of the Housing Code is recommended for seriously

under-maintained properties. The Russell Development Corporation should provide information to tenants and to block watch organizations, concerning what can be corrected through code enforcement and how to contact the housing inspector. Enforcement should focus on housing conditions that endanger building occupants or constitute a blight on the adjacent homes. This program, known as "sensitive code enforcement," does not deal with repairs that unduly inflate the cost of housing. The Housing Department negotiates with the property owner those repairs that are necessary to keep housing livable and affordable. The Department realizes the problems of housing that has been vacated or abandoned, and works hard to prevent this outcome of the inspection process. Code enforcement is most effective for renter-occupied housing, which makes it an effective mechanism for Russell where 59% of the housing is renter-occupied. For owner-occupied housing, code enforcement usually deals with problems affecting the building's exterior, although the entire premises can be inspected through a search warrant procedure, if conditions justify this action.

6. Improving Housing in Area A

The three apartment projects located between Roy Wilkins Boulevard and Thirteenth Street are recommended for several improvements: improved maintenance, major rehabilitation, housing code enforcement and increased resident participation in management (guideline A-1). The Russell Plan also recommends improved recreation opportunities in Area A, and supports consolidation of efficiency apartments in Beecher Terrace, to provide family apartments (guidelines A-5 and A-10). Implementation measures for these recommendations are discussed below.

a. Capital Improvements

Beecher Terrace is over 40 years old and is in need of major improvements. The Housing Authority of Louisville has begun making capital improvements; however, additional work remains to be done. Community Development Block Grant funds have paid for the roof replacement program thusfar. The Russell Development Corporation and Area A residents should support additional requests to the City for this program. The Housing Authority has requested \$18 million from the U.S. Department of Housing and Urban Development's Comprehensive Improvement Assistance Program for total rehabilitation of Beecher Terrace (new plumbing, bathrooms, plaster, floors, interior doors). It is unlikely that this project will be funded under current federal policy. The CIAP allocation to Louisville in recent years has been \$4 million.

b. Tenant Education

An informational program for residents can reduce apartment damage and maintenance costs. By acquainting residents with the correct use and limitations of appliances, plumbing, etc., property damage and landlord-tenant problems can be diminished. The voluntary tenant education program at Village West can function as a model for Beecher Terrace and Artisha Jordan Apartments. The other apartment

developments may wish to set up their own programs, or arrange to have their residents attend the program at Village West.

c. Increased Responsibility of Residents

A variety of improvements can be achieved through increased efforts by residents of Area A. Continuing and strengthening the Block Watch program is a basic step that will reduce crime and build grass roots organization of area residents. Block groups should be encouraged to address other improvement needs. Periodic work days can improve maintenance of common areas. Residents should also be encouraged to monitor garbage collection areas and to control litter. Residents groups should participate in planning exterior improvements, such as landscaping and recreation facilities. By involving residents in planning and maintenance, a sense of ownership will develop. This should reduce vandalism and abuse of exterior improvements. In Beecher Terrace, the building leader programs and residents council should be continued and encouraged by the Housing Authority. Until major rehabilitation of Beecher Terrace, resident management probably is not workable. Increased resident participation in management, however, should be encouraged.

d. Code Enforcement

Annual inspections occur at Village West and Beecher Terrace, conducted by the managers of these complexes. Code violations that may arise during the course of the year should be reported to management; if this is not effective, the Housing Department's code enforcement division should be notified. Code enforcement is discussed in part 5.

e. Recreation Improvements

Refer to part 12 for improvements that are specific to Area A.

f. Apartment Consolidation

There are 40 efficiency apartments in Beecher Terrace; they are proposed for consolidation to make 20 two-bedroom units. This would cost an estimated \$80,000 to \$100,000. Special funding would be required; possible sources include the Housing Authority's annual budget, federal Comprehensive Improvement Assistance Program (CIAP) funds and the Community Development Block Grant.

7. Policies Relating to Subsidized Housing

As part of the Russell Plan, policy statements on subsidized housing in Area A were developed. These statements encourage dispersion of subsidized units, support economic integration of Area A, and envision long-term conversion of some housing in Area A to non-subsidized status (guidelines A-2, A-3 and A-4). These recommendations express the preference of Russell residents in policy matters that extend well beyond the boundaries of the neighborhood. As a result, these recommendations are not readily implementable at the neighborhood level. Russell residents and the

Russell Development Corporation should be aware of these policies, and should apply them to development proposals affecting the neighborhood. Russell should communicate these policy statements to local, state and federal government when they are relevant to actions proposed for Russell.

8. Eliminating Housing Blight

Housing in deteriorated or dilapidated condition, and long-term vacant housing is a blighting influence on surrounding areas. If allowed to persist, these structures may seriously hamper housing improvement efforts in Russell. The 470 residential structures that are declining and could contribute to housing blight are shown on Figure 8. The Plan recommends several actions to deal with this problem: contacting owners of declining structures, enforcing property maintenance ordinances, and transferring ownership for reuse (guidelines B-14, C-16, C-17, C-18 and D-8). The following implementation actions are recommended.

a. Direct Contacts

The Russell Development Corporation or an appointed committee should contact owners of blighted properties and communicate the neighborhood's concerns about these properties. Property owners should be encouraged to improve these houses, sell them to other interests who would reuse them, or demolish them. As part of this process, information on available incentives for property improvement should be provided. The Russell Development Corporation may be able to link prospective purchasers with owners of declining property, by publishing a list of available sites, or requesting potential purchasers to register with the Corporation. A final option, the Russell Development Corporation may wish to explore, is to request property owners to donate property to a land bank. This would enable a single site to be reserved for reuse as part of a larger development.

b. Enforcing Ordinances

Several ordinances would apply to residential structures in declining condition. The Environmental Nuisance Code prohibits high weeds and the accumulation of litter. The Housing Code governs interior and exterior maintenance of housing. Fire Prevention Codes apply to mechanical and electrical systems and building entrances. Neighborhood cooperation with the Building Inspection, Housing and Fire departments would increase the level of enforcement of these regulations. Better enforcement would improve the condition of these structures, and would provide additional incentive to owners, either to use or dispose of the property.

c. Expediting Demolition

As part of efforts to improve the neighborhood's housing stock, structures that are "dilapidated beyond repair" may need to be demolished. Demolition should only be pursued as a last resort, if other measures to have property improved or sold are unsuccessful, or if public safety is endangered.

Russell Development Corporation or its appointed committee should cooperate with the Housing Department to achieve the necessary demolitions. Dilapidated structures that are occupied are handled by the Department's Code Enforcement section; the Demolition and Boarding section is responsible for vacant dilapidated structures. The Russell Development Corporation should monitor housing conditions and compile a list of structures that may need demolition. A preliminary indication of houses that should be demolished appears on Figure 4, those 125 structures classified as "e". A more thorough review of these "e" rated structures should be made by the Housing Department. The usual process for demolition entails a hearing with the property owner given up to three months to improve or remove the structure. If the owner does not comply, a contractor demolishes the structure and a lien is placed against the property. This process normally takes six months; it is greatly expedited if emergency conditions exist.

d. Acquiring Tax Delinquent Property

Declining houses that are seriously tax delinquent can be acquired through the process described in part 2 of this chapter. Property acquired in this manner can be transferred to other owners or cleared and land-banked.

e. Spot Condemnation

The 1984 session of the General Assembly enacted legislation that permits cities to acquire blighted property by the power of eminent domain. House Bill 762 requires a Vacant Property Review Commission to certify that property (house or vacant lot) is not in use, that the property is blighted, and that the owner failed to improve the property within the allotted time. After those criteria are met, the property can be condemned and made available for re-use. This mechanism could be very useful for achieving desired improvements in Russell. The Russell Development Corporation should contact the Mayor and Board of Aldermen, and encourage prompt action to adopt the ordinances necessary to implement this program locally.

9. Protecting the Residential Core

The Russell Plan delineates the neighborhood's "residential core," and recommends that this area remain residential (guidelines B-1, C-1, D-1). Uses other than housing should not expand, with one exception. Expansion of neighborhood-serving businesses should be allowed, if the expansion is shown to be compatible with residential uses (guidelines B-3 and C-3). The implementation measure for this recommendation is zoning. The proposed zoning changes in the residential areas would leave existing businesses in their current classifications, but adjacent sites and vacant commercial structures are proposed for residential zoning (Figure 10). Enactment of these recommended changes would mean that new businesses, and businesses expanding to adjacent lots, would have to be rezoned. The rezoning process requires detailed plans of the proposed development, and

allows public review and comment on the proposal. Binding elements that define characteristics of new development can be required as part of rezoning. In addition, informal review of development proposals by neighborhood groups should be encouraged.

Review by neighborhood groups prior to the zoning change request allows citizen input before final plans are prepared. Neighborhood support for a proposed development before the Planning Commission and the Board of Aldermen increases the likelihood of gaining approval.

The Russell Plan specifically addresses industrial uses in the residential core of area B. New industries should not be permitted, and existing firms should be compatible with adjacent houses (B-2). Zoning is the implementation technique for limiting industrial expansion. To promote industrial compatibility, the Russell Development Corporation should develop a cooperative relationship with existing firms. The proposed business association may be a mechanism to promote this cooperation. The industries should be encouraged to provide a visually pleasing image and to avoid nuisances (noise, congestion, etc.). The neighborhood association should encourage participation by industries in neighborhood improvement efforts.

10. Preserving Historic Resources

Russell is an old neighborhood with a large historic district on the National Register of Historic Places. The Plan recommends preservation of the neighborhood's historic resources (guideline E-10). This recommendation is realized in part by any measure that improves physical conditions and makes the area more attractive for residents. Two implementation measures address this recommendation more specifically.

a. Publicizing Tax Credits

Significant tax incentives for appropriate rehabilitation of income-producing properties are available in the Russell Historic District (see part 3). The Russell Development Corporation should work with the Landmarks Commission to ensure that these incentives are used to the greatest extent possible. This could be achieved by distributing information to area residents or by conducting a workshop to explain the tax programs.

b. Compatibility of New Development

New construction that is compatible with historic structures and established development patterns can encourage their preservation. Refer to part 2 for a discussion of measures to ensure that new development is compatible.

11. Improving Maintenance of Vacant Lots

There are 95 acres of vacant property in Russell. Insufficient maintenance of this property detracts significantly from the neighborhood's residential character. High weeds, illegal dumping and rodent problems on vacant lots make adjacent homes less desirable. At the same time, this vacant property can provide recreation areas space for gardens, and additional yard space. The Plan recommends improved maintenance and productive use of vacant lots (guidelines B-10, C-8, D-6 and E-6); several measures are proposed to achieve these recommendations.

a. Coordinated Enforcement

Existing ordinances that require property maintenance should be enforced in a systematic, neighborhood-wide program. A special committee of the Russell Development Corporation or the block watch clubs should take responsibility for identifying unmaintained vacant lots, where weeds and dumping are problems. Exact addresses should be collected and referred to the Environmental Division of the City Building Inspection Department. This office issues a citation to the property owner, and if the problem is not corrected, a private contractor performs the necessary maintenance and a bill is sent to the property owner. If the bill is not paid, a lien is placed against the property. The contractual arrangement was instituted to supplement the Sanitation Department's efforts. The effectiveness of the Contractor program would be enhanced by an organized effort allowing all the trouble spots in Russell to be cleaned up at one time.

This means of addressing the vacant lot problem requires participation by neighborhood residents. No special funding is required, although additional money to expand the Sanitation Department work crews would enhance effectiveness of these measures.

b. Neighborhood Work Day

A second means of addressing the vacant lot problem is a neighborhood work day. This would require a greater commitment of time and effort by residents. This approach is not a long-term solution, but can achieve very tangible results. A series of work days can correct existing maintenance problems, and help to increase residents' involvement with the neighborhood. The Sanitation Department will supply a dumpster and will haul away trash collected during clean-up campaigns.

c. Maintenance by Adjacent Owners

A long-term solution to the vacant lot maintenance problem is to have adjacent property owners to assume this responsibility. This can be achieved through purchase of the vacant lot, an agreement between the two property owners, or voluntary action by persons adjoining the vacant lot. Home owners that adjoin vacant lots could be informed about the ownership of vacant parcels, and be encouraged

to arrange purchase of the vacant lot or the right to use it in return for maintaining it. Vacant lots in Russell can be purchased relatively cheaply, in the range of \$2000. For this investment, the property owner would gain control over land that in many cases has diminished the value of the owner's home; at the same time additional open space or recreation area would be obtained. As new construction on individual lots increases in Russell, the additional yard space could be reused as a building site. Vacant lots could be purchased by both adjoining property owners and split between them. This would reduce the cost for each individual, while providing for the maintenance of vacant sites. Dividing an existing lot would require the services of a surveyor, costing approximately \$250, and a minor plat would have to be recorded with the Planning Commission (no fee).

d. Use as Open Space

Vacant lots can be put to use as vegetable gardens, play areas or open space, supplementing public parks and private yards. Residents of surrounding areas could agree to maintain the property in return for the right to use it in this fashion. The Russell Development Corporation can assist residents in contacting owners of vacant property. Property that has been acquired and is being reserved for future development (land-banking) can be put to use in these ways until redevelopment occurs.

e. Housing Kits

Housing kits may present a lower cost means of providing new homes on scattered vacant lots. By pre-cutting lumber at a centralized facility and packaging all the materials needed to build a house, significant cost savings can be achieved. Excluding the cost of land and transport, a three-bedroom home can be built for \$24,000. The current Administration has expressed an interest in this response to the City's numerous vacant lots. The Russell Development Corporation should maintain contact with the Housing Department on this issue. Housing kits used in Russell should be compatible with the area's architectural qualities.

f. New Housing Construction

See part 3 for discussion of methods to encourage housing construction on vacant lots.

12. Improving Parks and Recreation Facilities

Several improvements in park facilities and programs are recommended for Russell (guidelines A-10, B-16, C-9, C-10 and D-7). Implementation measures are discussed below, organized according to specific improvements.

a. Improving Existing Parks

Specific improvements for most of the public parks in Russell are discussed in the Alternatives and Recommendations section. Based on

the Metro Parks Department's assessment, other improvements and additional facilities may be needed. The principal means of implementing these improvements is the Metro Parks Department's operating budget. Unfortunately, the needs of the parks system greatly exceed available funds; improvements beyond normal maintenance cannot be made as rapidly as may be desirable. Additional funding sources may include the Aldermanic community match program and special CDBG allocations. The Urban Land program should assist in acquiring land for expansion of Muhammad Ali Park.

b. Expanding Recreation Programs

Structured recreation programs are provided by several entities: Metro Parks Department, YMCA, Churches and related recreation centers, Louisville Central Community Center. These agencies should evaluate existing recreation opportunities to determine overlapping services and areas needing improvement. A mechanism for coordinating the various providers may be helpful. A committee structure could deal with recreation issues in the Russell neighborhood on an ongoing basis.

c. New Recreation Facilities

New facilities are proposed in two areas, Village West Apartments and the area east of Byck Elementary School. The common areas in Village West would accommodate a variety of recreation facilities, from tot lots to basketball courts and adventure play areas. These facilities could be provided by Action Now, or possibly Action Now in cooperation with local government or a corporate sponsor. Action Now should explore the possibility of obtaining equipment from an outside source in return for an agreement to provide a site and maintenance for all facilities.

Development of a new recreation facility in the vicinity of 22nd and Cedar is a longer-term project that may take five to ten years to accomplish. Institutions in the area that would make use of the new recreation facility should open discussions with the Metro Parks Department and the Land Development Section of the Neighborhood Development Cabinet about acquiring land for it. Byck Elementary School and the Louisville Central Community Center should approach Zion Baptist Church concerning its parking area at 22nd and Muhammad Ali. The parking lot could serve a dual function, providing space for basketball and other recreation uses when not needed for church functions. The school and community center should also seek possible funding sources for developing the new recreation facility. Site preparation and equipment for a baseball field, playground with water fountain and trees can cost \$50,000. A cooperative arrangement with the Metro Parks Department should be explored, with site and maintenance being provided by the school and the community center. It should be noted that under current conditions, the Metro Parks Department does not have adequate funds to develop new park sites, even if maintenance and site acquisition costs are borne by others. Housing redevelopment projects in the vicinity may be a

possible source of funds for recreation equipment. Developers may contribute to an amenity that would enhance the attractiveness of their projects.

d. Maintenance and Supervision

Increased resident participation in park maintenance and supervision is recommended. The Russell Development Corporation and block watch organizations should coordinate resident involvement. Improvement of park facilities is a good opportunity to create a sense of pride and ownership within area residents. The RDC and the Metro Parks Department should work with block watch groups and residents to form committees that would watch out for parks and help maintain them. A "park watch" committee made up of neighborhood residents could reduce vandalism. Volunteer teams to do routine maintenance could supplement the Metro Parks Department's efforts and improve the parks' appearance.

e. Central High Pool

The swimming pool at Central High School is open for public use during summer months, but is underutilized. Two actions are suggested. Organizations in east Russell should publicize availability of the pool, including hours that it is open. Second, churches and recreation centers in the area should consider under-writing the admission fees for children unable to pay them. Funding could be sought from church members and businesses, both inside and outside of the neighborhood.

13. Western Cemetery

The Plan proposes no major changes to Western Cemetery. It should continue in its current state, with additional landscaping to enhance its value as open space in the midst of an urban area (guideline B-17). Because the cemetery is publicly-owned, Trees, Inc., can provide assistance in this project. Trees, Inc., is a job training program that plants and maintain trees throughout Jefferson County. Trees, Inc., charges only the cost of purchasing the landscape materials, labor is provided free of charge. There are several possible sources of trees for Western Cemetery. The Russell Development Corporation could solicit donations from historical associations. Landscape and nursery businesses might donate excess stock to the project. Financial contributions might be obtained from area businesses. As redevelopment occurs in adjacent areas, developers should be asked to contribute to this project. This could take the form of a voluntary assessment of adjacent property owners.

14. Commercial and Residential Uses along Market and Broadway

The Plan recommends the Broadway and Market Street "commercial corridors" (Figure 8) as the principal location for new commercial uses in Russell. This is intended to preserve the interior of the neighborhood for housing, and expand the market for commercial uses.

A mixture of residential and commercial uses is preferred (guidelines B-4, C-2, C-4 and E-1). Implementation measures are listed below.

a. Zoning Changes

The proposed zoning changes shown in Figure 10 replace industrial zoning along Market Street and Broadway with commercial and residential zoning. If enacted, these zoning changes would make the south side of Market between 15th and 26th Streets C-1 Commercial, with R-8 Apartment zoning between 19th and 21st Streets, and at 24th Street. On Broadway, the proposed changes would establish C-1 and C-2 Commercial zoning between 15th and 28th Streets, with areas between 23rd and 26th Streets zoned R-8 Apartment. The suggested zoning changes place solidly residential areas in the R-8 Apartment zone. This classification permits professional offices as well as apartments. Areas with more intense commercial development were assigned to the C-2 district; C-2 permits uses not allowed in C-1, including auto repair, bars and wholesale uses. Other areas were zoned C-1, to permit commercial as well as residential development. Considered together, the proposed zoning changes will permit the mixture of uses proposed in the Plan. They do not permit industrial development. By placing some areas in the R-8 zone, creation of a continuous commercial strip would be prevented. The process for implementing zoning changes is discussed in part 1 of this section.

b. Financial Incentives

Location of new business development can be influenced through the process of extending financial incentives. With the exception of the 18th and Muhammad Ali proposal (part 17), new business development should receive financial assistance only if it is situated on Market or Broadway. Review of development proposals in light of the neighborhood plan by the Louisville Economic Development Cabinet staff will ensure that incentive programs help achieve this land use recommendation.

15. Improved Shopping Facilities

To promote better shopping facilities for Russell residents, the Plan recommends a regional approach. Adequate support population is a critical factor for new or expanding businesses in the east end of Russell. Reuse of the CSC store and other commercial developments should be coordinated with proposed developments in other West End neighborhoods (guidelines A-6 and E-2). Techniques to achieve those recommendations are listed below.

a. Regional Coordination

The Russell Development Corporation should propose this concept to other neighborhoods in the region and to potential implementors. The Louisville Inter Neighborhood Coalition may assist in coordinating the West End neighborhoods. A structure for reviewing proposed developments in a regional context could be established by the Louisville Economic Development Cabinet. A West End branch office, if created, could assist in this effort.

b. Re-use of CSC Store

A major retail use should be sought for this site, that would serve several neighborhoods. Coordination through the process described above should be sought. There are numerous incentives to locating at this site: enterprise zone benefits, other financial incentives (see part 21), in addition to the benefits of an existing structure with parking in a highly visible location. The Russell Development Corporation should contact the Louisville Economic Development Cabinet to determine what actions the neighborhood could take to assist in attracting a retailer.

c. Urban West One

This proposed shopping center would be located on the perimeter of Russell, along Broadway between 26th and 28th Streets. A zoning change has already been approved for the site, and an Urban Development Action Grant application has been submitted. The Russell Development Corporation should monitor this project and indicate neighborhood support for it if that would be helpful in gaining necessary funding, etc.

16. Beautifying Shopping Areas

Shopping areas in Russell, such as 18th and Broadway, 18th and Jefferson, 26th and Market, would benefit from facade improvements, tree plantings, street furniture, litter programs and improved quality of stores (guideline E-4). Several measures would help implement these improvements.

a. Design Plan

A detailed plan for design of storefronts, coordinated signage, streetscape improvements and parking should be prepared for one or more of Russell's shopping areas. The design standards developed in the plan could be made available to commercial uses in other areas that may be interested in upgrading their establishments. Low cost measures that would improve the appearance of shopping areas, as well as structural improvements, provision of parking, etc., should be identified in the design plan. The Louisville Community Design Center is a non-profit organization that receives CDBG funds to assist neighborhood revitalization projects of this type. The Design Center has done work on other portions of Russell, and its assistance should be requested for shopping area design plans.

b. Financial Programs

Assistance for business improvements is administered by the Louisville Economic Development Cabinet; refer to part 22. In addition to the programs listed there, the 18th and Broadway area would be eligible for Title IX Economic Development Administration funds. This program provides 5½% loans for exterior improvements and 8½% loans for working capital and purchase/renovation.

c. Corporate Support

Large corporations in the neighborhood are a possible resource for shopping area improvements. The Russell Development Corporation and the proposed business association should request their assistance. This could take the form of in-kind donations, matching funds for facade or streetscape improvements, or providing a revolving fund for low cost loans.

d. Improving Alleys

See 5.d in the Transportation portion of this section of the Plan.

17. Rehabilitation for Mixed Use Development 18th and Muhammad Ali Boulevard

The industrial structures on Muhammad Ali Boulevard between 17th and 18th Streets are proposed for rehabilitation and reuse for a mix of uses, including entertainment, office, retail and residential (guideline B-12). Several implementation measures are suggested.

a. Zoning Changes

This site is recommended for rezoning from M-1 Industrial to the C-2 Commercial classification. This zoning classification would permit the existing uses at this site, but would not allow manufacturing or other nuisance uses.

b. Market Study

Market analysis is required to identify the amount and type of recreation, commercial and office uses that might succeed at this site. This analysis needs to consider the population to be served and competition from other developments. A redevelopment of this type should be closely coordinated with improvement of surrounding housing, to ensure adequate support for the commercial establishments. A market study could be funded in several ways: by the prospective developer, by the existing property owners, by neighborhood organizations that may be participants in the project, by using volunteers such as college marketing majors supervised by professors.

c. Financial Incentives

The structures at 18th and Muhammad Ali are outside the Russell historic district, but are probably eligible for listing on the National Register of Historic Places. The Russell Development Corporation and the property owners should contact the Landmarks Commission to begin the process of listing these structures. The 25% tax credit for substantial rehabilitation in accordance with the Secretary of the Interior's standards would be a key element in successfully packaging this redevelopment project. Other financial incentives include Industrial Revenue Bonds, Urban Development Action Grants, Small Business Administration 503 loans and the

Minority Venture Capital Corporation. The Louisville Economic Development Cabinet would assist prospective developers in obtaining financing through any available programs.

18. Improving Corner Stores

Vacant and undermaintained commercial uses, usually located on street corners, detract from the appearance of Russell's residential areas. The Plan recommends enforcing property maintenance ordinances, upgrading the neighborhood commercial uses, and reusing these structures for apartments or offices (guidelines B-15 and C-6). The following implementation measures are suggested.

a. Financial Incentives

The Louisville Economic Development Cabinet administers several programs that can provide business improvement funds at reduced interest rates. Refer to part 22.

b. Business Association

Formation of a business association is recommended, to deal with common problems of businesses and to enable businesses to participate in neighborhood improvement programs (see part 24). One of the responsibilities of this association should be to encourage improvements to the corner stores. The business association could provide information on the financial incentives available. The association could coordinate a campaign to improve the patronage of these businesses by neighborhood residents. This may include improving the range and quality of goods available. As business improves, stores should improve their level of maintenance. The business association and the Russell Development Corporation jointly could inform building owners of alternative uses for these structures (apartments and offices), and encourage re-use in this manner.

c. Ordinance Enforcement

The Environmental Nuisance Code addresses litter, garbage, weeds and outdoor storage. Neighborhood residents and block organizations should be informed about the provisions of the Code, and should report consistent violations to the Environmental Division, Building Inspection Department.

d. Spot Condemnation

This technique was recommended for vacant commercial structures in Area B. The process for acquiring these structures through the power of eminent domain is explained in part 8.

19. Reducing Nuisance Uses

The Russell Plan identifies businesses that do not contribute to housing improvements in the residential core. New bars, liquor

stores and game rooms should not be established there, and existing uses should become better neighbors (guidelines B-5 and C-8). The following implementation measures are proposed.

a. Zoning

Zoning changes proposed for the "residential core" of Russell would require new commercial sites to be rezoned, from a residential to a commercial classification (Figure 10). The public hearing held as part of a zoning change would allow review of any proposed bar or liquor store, and would permit area residents to make their comments to the Planning Commission and the Board of Aldermen .

b. Direct Contact

Businesses that create nuisances for surrounding homes should be approached on that subject. Building owners as well as business owners should be made aware of problems perceived by residents, and their assistance requested in correcting them. The proposed business association, Russell Development Corporation and blockwatch groups should be involved in this process. If direct contacts prove unsuccessful, these parties should contact enforcement personnel.

c. Code Enforcement

Businesses that do not cooperate in reducing nuisances should be reported to enforcement personnel. Noise, loitering and illegal activities should be referred to the Police Department. Fire safety violations should be reported to the Fire Department. If property maintenance is inadequate, the environmental inspector should be contacted.

20. Screening of Non-Residential Uses

Landscaping and fencing are recommended to screen unattractive commercial and industrial uses and parking lots that are visible from the street or adjoin houses (guidelines A-8, D-2 and E-5). Screening should be required as part of any zoning change or conditional use permit for businesses. A voluntary program is also recommended. The Russell Development Corporation should contact the commercial and industrial uses identified on Figure 8 as needing screening and encourage them to provide screening. The proposed business association could also promote site improvements that incorporate screening, as part of its efforts to make the neighborhood more attractive as a location for businesses. A cooperative effort involving the individual property owners could provide screening at very low cost. A joint-purchasing arrangement could reduce the cost of buying fences and landscape material. Similarly, competitive bids could be sought for installation of screening and plants.

New industrial development should be designed to avoid creating nuisances for adjoining homes (guidelines A-9 and D-2). In addition to screening and buffering, building setbacks, location of parking

lots, and placement of access points can be designed to minimize negative impacts. Financial incentives offered by the City should be conditioned on adequate design measures. Urban Renewal sites should require adequate screening and buffering as a condition of their sale.

21. Retaining and Attracting Employers

Businesses and industries located in Russell are important assets in the process of neighborhood revitalization. They are a potential source of jobs for residents, and they have resources, both money and expertise, that can support residents' efforts to improve the neighborhood. The Plan recommends efforts to retain existing firms and to attract new ones that would hire neighborhood residents (guidelines A-7, D-1, D-3 and D-4). Areas proposed for industrial expansion are shown on Figure 8. Actions to further these goals are discussed below.

a. Financial Incentives

Incentives should be made available to existing firms wishing to expand, and new businesses locating in the area. Industrial revenue bonds issued by the City of Louisville after review by the Louisville Industrial Development Authority can provide financing for large-scale projects at below market interest rates. Urban Development Action Grants can provide 10-25% of project cost; the SBA 503 program can provide loans for up to 40% of fixed assets expenditures. The City of Louisville Economic Development Office will work with businesses to determine the best financial package for each firm's needs. Provision of these incentives should be given for firms that would provide jobs to Russell residents.

b. Support for Existing Businesses

Large businesses and firms that have contributed to the neighborhood's revitalization should be encouraged to remain in the neighborhood and to expand. The neighborhood can help to achieve this by maintaining a cooperative attitude and keeping in touch with these firms. Their participation in the Russell Development Corporation and the proposed business association should be sought to keep the lines of communication open. When neighborhood support is requested for a zoning change or financial assistance from government, the Corporation should offer the neighborhood's endorsement in the form of letters and appearances at public hearings, whenever possible. If conflicts arise between the firms and the neighborhood, the Russell Development Corporation and industries should work to develop a mutually acceptable proposal.

c. Enterprise Zone

New and existing businesses situated between Roy Wilkins Boulevard and 15th Street may be eligible for numerous financial incentives. To qualify for the incentives, at least 25% of a firm's employees must be residents of the Enterprise Zone, have been unemployed for a

year, or received public assistance for a year. The incentives include exemption from various State taxes, reduced water and sewer hook-on fees and below prime rate construction financing. The Louisville Economic Development Cabinet can assist businesses in determining their eligibility and in assembling a complete package of financial incentives.

d. Zoning Recommendations

The zoning recommendations for Russell provide for industrial expansion in Russell. In the corridor between 13th and 15th Streets, and the 30th Street industrial corridor, sites for industrial and business expansion totaling 15 acres have been identified and retain appropriate zoning. Areas recommended for industrial expansion areas that are not appropriately zoned are identified on Figure 10. The Plan supports industrial expansion in these areas, provided an appropriate development plan is submitted.

e. Marketing Vacant Land and Buildings

The vacant industrial plants and vacant land in area D are potential sites for new employers. Sites in the 13th - 15th Streets corridor pose a similar opportunity. To help achieve full occupancy of potential business locations, an inventory of vacant land and buildings should be maintained. Information in this Plan provides base line data. More detailed data including building and lot size, structural conditions and available parking should be gathered and should be updated periodically. The inventory should be made available to adjacent businesses, the business association and the Louisville Economic Development Cabinet.

22. Increasing Employment Opportunities for Residents

Several implementation measures are suggested to promote the Russell Plan's recommendations in this area (guideline E-13).

a. Publicize Job-Training Programs

Job-training and career education programs available within the metropolitan area should be publicized in Russell. It is recommended that the Russell area community organizations contact the Louisville and Jefferson County Consortium for Employment and Training Administration, to gain information concerning on-the-job training programs. Jefferson State Vocational-Technical School should also be contacted. The Opportunities Industrialization Center, located in Russell, should be asked to assist the neighborhood in providing job training and in publicizing programs available elsewhere. The proposed Urban West One development at 26th and Broadway would also provide job training for area residents.

b. Education Programs

Tutoring programs operated by the Plymouth and Louisville Central community centers strengthen the basic skills of Russell area

youths. These programs enable children to succeed in school and thereby expand their job potential. These programs should be continued and expanded as necessary. Volunteers should be sought from within Russell and from other neighborhoods. The community centers should also consider sponsoring adult education classes. The Jefferson County Public Schools will offer continuing education classes at a site in Russell if ten people sign up for the class. The added convenience of a neighborhood location, possibly with babysitting provided at the site, may encourage Russell residents to take classes that would increase their employment options.

A final step that neighborhood organizations could take to promote education and job training would be to provide information on education programs offered at Jefferson Community College, U of L, trade and business schools. This could take the form of an "education fair", hosting individual speakers from various institutions, or merely providing a rack displaying course catalogues, registration information, etc.

c. Enterprise Zone

In order to qualify for the financial incentives of the enterprise zone, 25% of a firm's employees must be either residents of the enterprise zone, public assistance recipients or unemployed for over one year. Russell residents who live in Area A or who meet the other criteria in Areas B, C or D will have increased employment opportunities as businesses in the enterprise zone expand.

23. Expand Day Care and Social Services

The Russell Plan touches on social service needs, and supports efforts to strengthen programs available in Russell. Day care programs in particular appear to be in short supply. Expansion of these services may be achieved through existing providers of these services. A mechanism to coordinate efforts by individual organizations may be helpful. The "community ministries" structure that has been established in several parts of Louisville may be a useful model. Possible funding sources include public funds, Metro United Way, churches and fund raising events.

24. Strengthening Neighborhood Organization

The Russell Plan's implementation will depend largely on actions by Russell residents, institutions and businesses. Effective organization of neighborhood groups is very important (guidelines E-11 and E-12). The following measures will help achieve the necessary level of neighborhood organization.

a. Block Watch

Residents organized at the block level for crime prevention purposes can also address other types of neighborhood issues. The block watch program in Russell should be re-activated and as many blocks as possible should be organized. Once established, the Russell

Development Corporation should maintain close contact with them. The Russell Development Corporation should let the block associations know how they can improve their areas and participate in implementing the neighborhood plan. The Russell Development Corporation should be available to help the block watch groups deal with problems. Organization of block watch groups is discussed in part 25.

b. Business Association

Stores and businesses in Russell should be encouraged to form an organization. A business association would provide a means of addressing common problems -- deteriorating surroundings, inadequate lighting, parking needs, crime -- in a more effective way than individual business can address them. The association could approach the Police Department for assistance with crime problems. Additional lighting could be provided through cooperative efforts of adjoining businesses. A business association would be an appropriate vehicle to promote cooperation between neighborhood residents and businesses. The association would offer an effective means for individual firms to aid the neighborhood in efforts to clean up the area's litter and vacant lot problems and to improve the housing stock. The association could also promote full occupancy of commercial buildings and land. An inventory of available sites and structures could be developed and provided to the Louisville Economic Development Cabinet. The association could also be a vehicle through which larger corporations in Russell could help small businesses in the neighborhood, through counseling and technical assistance.

c. Russell Development Corporation

The staff and members of the Russell Development Corporation will play a key role in coordinating other neighborhood organizations and in achieving revitalization of the neighborhood. To fulfill these functions adequately, the Russell Development Corporation must be a strong organization with a broad base of support. Additional members should be recruited: individuals, businesses and institutions. Churches willing to be actively involved in the Russell Development Corporation can be powerful forces for neighborhood improvement.

The Russell Development Corporation also needs to build a close relationship with elected officials and with public agencies that work for neighborhood revitalization. Close cooperation with the Louisville Neighborhood Development Cabinet and Economic Development Cabinet will be needed to achieve implementation of many of the neighborhood's goals. Support from members of the Board of Aldermen is essential.

The RDC should become the forum for communications between developers and neighborhood interests. Proposed projects should be brought to the RDC for review prior to being finalized. The RDC can achieve this kind of cooperation from the development community by

establishing a "track record," of effectively communicating support (or opposition) to decision-makers when projects need a zoning change or financial assistance.

As the Russell Development Corporation expands, it should consider reorganizing as a community development corporation (CDC). A community development corporation is an alternative structure that could address the area's commercial development goals and other revitalization needs. A CDC is a neighborhood-based corporation; it can be a for-profit, non-profit or cooperative corporation, depending on the neighborhood's goals. The corporate status of a CDC could acquire land and rehabilitate property or provide financial incentives to entrepreneurs who would actually make the desired improvements. A non-profit CDC can establish for-profit subsidiaries and channel profits into neighborhood revitalization. The CDC structure allows issuance of stock; this could be an additional means of raising funds. Assistance in performing the necessary legal work to reorganize the RDC as a community development corporation can be obtained from the Legal Aid Society.

25. Increasing Neighborhood Security

Neighborhood-based efforts to discourage crime and make Russell a safer place are endorsed in the Plan (guideline E-8). Implementation of the following measures is recommended.

a. Block Watches

A program to increase the number of blocks participating in the block watch ("City Wide Awake") effort is recommended. This is one of the best crime-fighting tools available; the Louisville Division of Police has noted a considerable drop in crime rates in areas with block-watches. The block-watch program informs residents of who their neighbors are and encourages them to look out for each other. To be effective, 80% of the people along a block should participate. It is the role of the Russell Development Corporation to stimulate interests among area residents. The Police Department provides a "starter kit" to help create the block-watch and will meet with each block one time. The Police Department publishes a newsletter to keep block watches informed and bolster attendance, but responsibility for maintaining the organizations rests with the residents themselves. A block watch is a no-cost implementation measure. It does require a commitment of time and effort from residents throughout Russell.

b. Neighborhood Patrols

Citizen patrols are recommended for areas with greater security problems. This volunteer effort can be carried out through the block watch or through the Nighthawks program. Block watch patrols circulate in their area on foot or in their own cars, and communicate any suspicious activity to the Police Department. The Nighthawks is a trained, uniformed group that patrols high crime areas. This youth volunteer organization has proven to be a considerable deterrent to crime in other parts of the City.

c. Arson Prevention

Russell has begun a systematic identification of possible candidates for arson and a process to monitor these structures. This program should continue and widespread participation in arson prevention efforts be encouraged.

d. Street Crime Reduction

Actions are recommended to reduce the visible prostitution and drug dealing that have plagued locations in Russell (E-8). The neighborhood should request the Louisville Division of Police to make a concerted effort to displace these activities. As part of the block watch program, residents should be encouraged to report suspicious activity to the Crime Commission. Recent State legislation on loitering and revocation of liquor licenses are enforcement tools that can be used in this effort.

26. Residential Beautification

The following actions would substantially enhance Russell's appearance (guideline E-5).

a. Street Trees

Trees can reduce air and noise pollution, lower summer temperatures and improve the neighborhood's appearance. A program to plant trees in the public right-of-way is recommended for Russell. This could be achieved through Trees, Incorporated, by block clubs or by individual residents. Trees, Inc., could assist by identifying appropriate species and identifying sites for tree plantings. The Louisville Community Design Center could also assist the neighborhood in this manner. If Trees, Inc., implements the tree planting program, the neighborhood will have to pay approximately \$60 per tree (see part 13 for more information on Trees, Inc.). Possible funding sources include donations by individual property owners, a neighborhood fund-raising event, CDBG funds and corporate sponsorship.

b. Housing Painting

Painting is an essential part of home maintenance that is relatively inexpensive and many owners are capable of doing for themselves. A coordinated painting program should be considered for Russell. The Community Design Center is currently developing suggested colors to be used in Russell. This program can identify compatible shades that will highlight the area's architectural resources. Costs can be minimized by requesting in-kind donations or through bulk purchasing. Some supervision is recommended, to ensure that this self-help project is not a wasted effort. Experienced persons should inspect houses prior to painting, to ensure that the siding is sound, firmly attached, not being damaged by faulty guttering and adequately scraped.

27. Building Russell's Image

Several actions are suggested that would strengthen the neighborhood's image and ability to attract residents (guideline E-8).

a. Social Event

A major gathering situated in Russell could both bring residents together and bring people from other areas into the neighborhood. The social event would be a means of encouraging others to consider locating or investing in Russell. The social event could directly benefit the neighborhood by providing a source of funds for the neighborhood association or various improvement projects. The Russell Development Corporation would be responsible for organizing the social event. The association should contact groups in Portland and Butchertown that have successfully developed similar neighborhood events, for assistance in organizing one for Russell. The Russell Development Corporation should contact businesses in the area for in-kind assistance and contributions.

b. Neighborhood Signs

Signs posted along principal streets can increase awareness of the Russell community. An attractive sign carrying a symbol or "logo" could be developed free of charge through a design competition. Signs can be produced for less than \$50 each and the City will install them free of charge.

c. Public Relations/Marketing Campaign

The Russell Development Corporation should take steps to strengthen the market for housing and generally improve awareness of Russell. A public relations campaign should be developed. Information about the neighborhood's history, architecture, locational advantages and revitalization efforts should be prepared in forms that can be widely distributed. This material should be given to financial institutions, real estate agents, construction groups and the media. The Russell Development Corporation should contact public relations firms and their trade association for assistance. Services may be donated or made available at reduced cost.

As a further step, the Russell Development Corporation may wish to enter into an agreement with one or more real estate firms. In return for the Russell Development's Corporations endorsement, the company(ies) could increase their involvement in the neighborhood: through opening an office there, focusing their sales efforts on Russell, or developing an advertising campaign to market homes for sale in the neighborhood. This cooperative program could become a source of income for the Russell Development Corporation, if it proved successful and the realtors involved desired to continue receiving the neighborhood's backing.

B. TRANSPORTATION

1. Minimizing Industrial Traffic in Residential Areas

The presence of large industries in a residential area creates traffic nuisances for Russell residents. To accommodate simultaneous industrial growth and residential revitalization, the Plan suggests designating truck routes, prohibiting through truck traffic creating industrial access routes, and creating dead-end streets (guidelines D-9 and E-16).

a. Truck Routes

Recommended routes for trucks should be established. Signs should be posted designating Market, Broadway, Roy Wilkins, 21st and 22nd Streets as truck routes. Creation of truck routes for Russell would be part of a larger program, to designate a city-wide system. Action by the Board of Aldermen would be necessary, to authorize the Louisville Public Works Department to perform necessary background studies and to post signs. The local trucking industry should play an active role in developing a system of truck routes to ensure that the system is workable and mutually acceptable.

b. Through Truck Prohibition

The second implementation measure is development and adoption of an ordinance prohibiting through trucks from using certain streets. This would protect residential areas from truck traffic and encourage the use of designated truck routes. This action requires adoption of enabling legislation by the Board of Aldermen, followed by the adoption of ordinances applying the ban on trucks to specific streets. The City Law Department and Public Works Department should be involved in developing these ordinances. Participation by the trucking industry in this effort is also recommended.

The prohibition of through trucks should apply to, and signs should be posted on, Chestnut Street, Muhammad Ali Boulevard, streets near the proposed industrial access routes, and other streets that may experience high levels of unnecessary truck traffic.

c. Street Closing

Nonessential streets adjoining the industrial access routes may appropriately be dead-ended, by installing a barrier or building a cul-de-sac. This would prevent auto and truck traffic from adjacent industrial areas from using residential streets. Street closing is more effective than prohibiting truck traffic. It also is more costly, and less flexible. Specific streets to be closed should be determined after study of the effectiveness of truck routes and through truck prohibitions. This study should consider existing and projected levels of industrial traffic.

d. Industrial Access Routes

Thirteenth, Fifteenth and 30th Streets are recommended to be industrial access routes. These streets already function in this capacity, and appear to function adequately. Thirteenth Street was reconstructed recently and does not require additional improvements. Industrial growth along the 30th Street corridor may require improvements to that facility. Provision of off-street parking as part of new industrial development should be emphasized. Reduction of on-street parking may be necessary as traffic volumes increase. The intersection of 30th and Broadway may require a traffic signal. As part of implementing the truck route and truck prohibition recommendations, traffic counts should be performed for this intersection by the Public Works Department. If not justified by traffic volumes on 30th Street after implementation of the truck routes and truck prohibitions, a traffic signal may be needed in the future as industrial expansion occurs.

2. Safety Improvements for Intersections

The Plan recommends specific actions to improve the intersection of 23rd and Market, and recommends study of the intersection of 18th and Broadway and other intersections with high accident levels (guidelines B-18, C-19, E-17 and E-22). Intersections in need of improvements are illustrated in Figure 9. Measures which can be taken to improve traffic safety at intersections include:

- a) studying the need to add a turn phase or make other adjustments to existing traffic signals;
- b) improving signage and pavement markings to inform motorists of appropriate lane usage and traffic patterns;
- c) installing pedestrian crossing signs and walk/don't walk signals;
- d) prohibit on-street parking near crosswalks; and
- e) other site-specific improvements.

The study recommended for 18th and Broadway would consider the actions listed above, as well as design options and realignment of the right-of-way.

The implementing agency for the improvements recommended here would be the City Public Works Department. The Works Department is responsible for signal adjustment and installation, installing signs, and improving pavement markings. In order to initiate the improvement process, the first stage is to analyze each intersection having in excess of ten accidents annually to determine what improvements are needed. The Russell Development Corporation should contact the Works Department and the Board of Aldermen concerning these specific intersections (Table 20). The City Public Works Department uses several sources of funding to implement the type of improvements recommended here. If eligible, the improvements could be funded with Federal Urban Systems Funds or with Municipal Aid

Funds. It is possible that all non-structural improvements could be funded from the operating budget of the Public Works Department. The cost of improvements would depend on which improvements are needed. Installation of walk/don't walk signals cost approximately \$3,000 per intersection. Other improvements may cost a total of \$1,000 or more per intersection. The study of 18th and Broadway may be achievable without special funding, depending on the level of effort required. Implementation of any redesign plan would require major funding.

3. Removal of 31st and Broadway Traffic Light

This traffic light appears to be unnecessary since industries in the area have closed. The Plan recommended removal of the signal, if analysis by the City Department of Public Works supported this action (guideline D-11). While this plan was being finalized, the Works Department completed their investigation of this intersection and found that traffic volumes on 31st Street do not warrant a stop light, and accident levels are borderline for justifying a signal. If the Russell Development Corporation wishes to pursue removal of this signal, a letter should be sent to the Works Department to that effect. The normal procedure is to operate the signal as a flashing yellow (caution) light for a month or more, to allow assessment of traffic conditions and accident levels without a traffic light.

4. Improving Maintenance of Transportation Facilities

Specific maintenance needs have been identified on the Plan: the at-grade railroad crossing at 29th and Broadway, the I-264 right-of-way and railroad overpasses (guidelines D-10, D-12 and E-3). Actions by the Russell Development Corporation can help achieve these recommendations. The City Department of Public Works has obtained funds to install a rubberized crossing platform for the railroad tracks at 29th and Broadway. The Russell Development Corporation should monitor this project and determine if it can assist the City in reaching an agreement with the Southern Railway. The Russell Development Corporation should communicate its concerns about maintenance of the Shawnee Expressway (high grass and litter) to the Kentucky Department of Transportation. Finally, the Russell Development Corporation should contact the Southern Railway and Conrail about repainting the railroad overpasses in the 14th and 30th Street corridors. After initial contact with these companies, the Russell Development Corporation may need to take other steps to ensure improvement of the overpasses.

5. Additional Transportation Improvements

The Russell Plan addresses aspects of the transportation system other than streets. Public transit and pedestrian circulation improvements are recommended (guidelines E-18, E-19, E-20 and E-21). Implementation measures for these improvements are discussed below.

a. Benches at Bus Stops

Benches rather than the usual glass shelters have been proposed for frequently used bus stops in Russell. The Russell Development Corporation should encourage businesses and the business association to install benches. (TARC does not provide free-standing benches.) Benches could be installed in shopping areas as part of efforts to upgrade these areas.

Business-sponsored benches that carry advertising would be subject to zoning restrictions; they are only permitted in areas that are commercially zoned. The cost of benches varies widely according to design. The permanent benches installed by the Metro Parks Department cost \$400 each.

b. Public Transportation

As redevelopment occurs in Area B, extension of LARC (downtown circulator bus) service into Russell is encouraged. The Russell Development Corporation should contact the Transit Authority concerning this suggestion. Demand for LARC service likely would not justify extending service into Russell for several years. In the meantime, community organizations should be encouraged to continue providing transportation services to area residents.

c. Wheelchair Ramps

The only agency involved in the implementation of this recommendation would be the City Public Works Department. Provision of wheelchair ramps as part of projects that entail sidewalk reconstruction is currently required by the Public Works Department. Continuation of this policy is recommended as a means of obtaining the needed improvements without straining public resources.

d. Alleys Serving Broadway and Market Street

The Plan recommends improved maintenance of the alleys serving the designated residential/commercial corridors (guideline E-23). Normal maintenance such as removing litter and trimming vegetation should be carried out by adjacent property owners, acting alone or as a group. The proposed Business Association could coordinate a larger scale cleanup program. Repaving needs should be pointed out to the City Public Works Department. Patching and re-surfacing of alleys is carried out by the Works Department, according to the relative priority of needs on a city-wide basis. More extensive improvements to the Market Street and Broadway alleys may be desirable in conjunction with other efforts to improve shopping areas in Russell (see part 16 of this section of the Plan). Widening or realignment may be needed in some areas, for easy access to loading areas and customer parking. Significant funding would be required for this type of improvement. Land donations should be sought for right-of-way; contributions from adjacent businesses and UDAG monies are possible funding sources.

V. Priorities

V. PRIORITIES

In this final chapter of the Russell Neighborhood Plan, priorities are established. Plan recommendations have been placed in one of four classifications: highest priority, high, medium or low priority. These classifications indicate the relative significance of each recommendation, the degree to which a particular improvement to the neighborhood is desired. The prioritization process is based on the reality of limited resources: private and public funds, agency personnel and Russell volunteers. Because of these limitations, resources should be focused on higher priority recommendations. It should be noted that priorities are likely to change frequently. As progress is made in certain aspects of the neighborhood and as new issues face the community, priorities will shift. Re-assessment of priorities on a regular basis, therefore, is desirable. This can be part of the annual formulation of budgets and work programs by the Russell Development Corporation and other neighborhood organizations.

The following tables present the recommendations of the neighborhood plan as prioritized by the Russell Steering Committee in June of 1984. Following each recommendation is a reference to related implementation measures which appear in Chapter IV. Plan recommendations rather than implementation measures were prioritized. Implementation measures will change over time, as government programs are replaced, conditions change and new actions to implement the Plan are devised. Plan recommendations will change gradually, as conditions in the neighborhood evolve.

Priorities for Russell were set independently for each area; however, an areawide consensus as to most significant recommendations is evident. The Steering Committee placed housing improvements in the highest priority classification for all portions of Russell. Correcting housing deterioration, building new housing, rehabilitating existing housing and increasing owner occupancy are all highest priority actions. Other actions consistently classified as high priority items include: reducing nuisance businesses, putting vacant lots to use and zoning the neighborhood properly. Problem intersections and additional bus service are the only high priority transportation recommendations. Other transportation elements of the Plan are assigned a medium or low priority.

PLAN PRIORITIES: Area A

| Plan Recommendations | Implementation Actions* |
|---|-------------------------|
| <u>Highest Priority</u> | |
| A-1 Improve Conditions in residential area (building maintenance, landscaping, code enforcement, resident participation in management). | A.5, A.6 |
| A-6 Promote reuse of the former CSC store. | A.15 |
| A-10 Expand recreation opportunities available. | A.12 |
| <u>High Priority</u> | |
| A-2 Encourage dispersion of low income housing. | A.7 |
| A-3 Increase the economic diversity of Area A residents. | A.7 |
| A-5 Consolidate existing small apartments. | A.6 |
| A-8 Encourage existing businesses to make their properties compatible with residential uses. | A.20 |
| <u>Medium Priority</u> | |
| A-9 Encourage design of new businesses that is sensitive to adjacent residential areas. | A.20, A.24 |
| A-7 Promote use of vacant sites by labor-intensive operations. | A.21 |
| <u>Low Priority</u> | |
| A-4 Over the long term, convert a portion of the housing to market rate developments. | A.7 |

* The sub-sections listed in this column appear in Chapter IV, Implementation.

PLAN PRIORITIES: Area B

| Plan Recommendations | Implementation Actions* |
|--|-------------------------|
| <u>Highest Priority</u> | |
| B-1 Maintain core of Area B as a predominantly residential area (preserve existing homes and construct new housing). | A.1 |
| B-5 Reduce the negative effects of nuisance uses (bars, liquor stores, game rooms). | A.19 |
| B-9 Make owner-occupancy a major goal of housing redevelopment projects. | A.4 |
| B-6 Promote new residential construction (single-family detached homes, townhouses, and garden apartments). | A.2, A.3 |
| B-14 Correct problems due to vacant dilapidated and deteriorating houses. | A.8 |
| <u>High Priority</u> | |
| B-7 Allow new residential development that is consistent with existing zoning. | A.2 |
| B-10 Return vacant lots to productive use (kitchen gardens, play areas, additional yard space, land banking). | A.11 |
| B-13 Combine housing rehabilitation and new construction to achieve coordinated redevelopment. | A.2, A.3 |
| B-11 Rezone residential uses and vacant property along Jefferson, 15th, 18th and 20th Streets to R-6 Apartment. | A.1 |
| B-4 Encourage commercial and residential uses in the Broadway and Market Street corridors. | A.14 |

Medium Priority

- | | | |
|------|---|------|
| B-8 | Promote multi-parcel residential | A.2 |
| B-15 | Improve deteriorating and vacant commercial structures. | A.18 |
| B-3 | Allow neighborhood-serving commercial uses to expand, if compatible with residential. | A.9 |
| B-18 | Study the intersection of 18th and Broadway to improve traffic flow at this intersection. | |

Low Priority

- | | | |
|------|--|------|
| B-12 | Rehabilitate the industrial structures on Muhammad Ali Boulevard at 18th Street for mixed use development. | A.17 |
| B-16 | Enhance recreation opportunities (expanding existing parks, improving park facilities; and additional structured recreation programs). | A.12 |
| B-2 | Relocate industrial uses out of the residential core. | A.1 |
| B-17 | Keep Western Cemetery in its current status. | A.13 |

PLAN PRIORITIES: Area C

| Plan Recommendations | Implementation Actions* |
|----------------------|-------------------------|
|----------------------|-------------------------|

Highest Priority

- | | | |
|------|---|-----|
| C-15 | Make owner-occupancy a major goal of housing improvement programs. | A.4 |
| C-16 | Have structures that are a threat to public safety repaired or torn down. | A.8 |
| C-17 | Transfer ownership of deteriorating and dilapidated structures to people who will make use of the property. | A.8 |

- C-1 Maintain housing as the predominant land use in the "residential core" of Area C; preserve existing homes and construct housing on vacant lots. A.1
- C-12 Provide housing that is consistent with the size, scale and density of existing development. A.2, A.3

High Priority

- C-4 Rezone areas along Broadway, Market and 26th Streets (rezone from M-1 and M-2 Industrial to commercial) and along Jefferson Street (rezone from R-8 to R-6 Apartment). A.14
- C-7 Reduce the negative effects of nuisance businesses (bars, liquor stores, game rooms). A.19
- C-18 Work with enforcement officers to require that declining and vacant structures and yards are maintained. A.8, A.11
- C-8 Return vacant lots to productive use (play areas, gardens, additional yard space). A.11
- C-10 Develop a new recreation facility in the vicinity of Byck Elementary. A.12
- C-13 Combine housing rehabilitation with new construction in a coordinated strategy. A.2, A.3

Medium Priority

- C-2 Expand residential and commercial uses in the Broadway and Market Street Corridors A.14
- C-14 Continue concentration of initial rehabilitation new construction along Chestnut and Muhammad Ali. A.3
- C-3 In the "residential core," limit non residential use to existing levels; allow expansion of neighborhood-serving commercial uses if compatible with residential. A.1, A.9
- C-6 Improve the condition of deteriorating commercial structures. A.18
- C-9 Improve Britt and Elliott Square parks. A.12

- | | | |
|------|---|-----|
| C-19 | Reduce traffic safety hazards at 23rd and Market. | B.2 |
| C-5 | Promote residential development within the range of existing densities. | A.2 |

Low Priority _____

- | | | |
|------|--|-----|
| C-11 | Perform a market study on the demand for housing in Russell. | A.2 |
|------|--|-----|

PLAN PRIORITIES: Area D

| | |
|----------------------|-------------------------|
| Plan Recommendations | Implementation Actions* |
|----------------------|-------------------------|

Highest Priority _____

- | | | |
|-----|--|----------|
| D-8 | Improve the condition of deteriorated and dilapidated housing. | A.8 |
| D-5 | Encourage rehabilitation of "c" and "d" structures. | A.2, A.3 |

High Priority _____

- | | | |
|-----|---|-----------|
| D-1 | Encourage industrial expansion in blocks that are currently vacant or partially occupied by substandard housing. Maintain housing as the predominant use elsewhere. | A.21, A.1 |
| D-6 | Return vacant lots to productive use. | A.11 |
| D-4 | Market vacant buildings, vacant sites to potential industrial occupants. | A.21 |

Medium Priority _____

- | | | |
|------|--|------|
| D-10 | Repair the rough railroad crossing on Broadway at 29th. | B.4 |
| D-12 | Improve maintenance of the I-264 expressway right-of-way. | B.4 |
| D-3 | Implement an industrial conservation program to retain existing firms in the neighborhood. | A.21 |
| D-9 | Minimize the impact of industrial traffic on adjacent residential areas. | B.1 |

Low Priority

- | | | |
|------|--|------|
| D-2 | Shield houses from existing industrial development and make new industry compatible with existing development. | A.20 |
| D-7 | Improve Britt and Elliott Square parks. | A.12 |
| D-11 | Remove the traffic signal at 31st and Broadway. | B.3 |

PLAN PRIORITIES: Areawide Recommendations

| Plan Recommendations | Implementation Actions* |
|----------------------|-------------------------|
|----------------------|-------------------------|

Highest Priority

- | | | |
|------|---|----------------|
| E-10 | Preserve Russell's historic resources. | A.2, A.3, A.10 |
| E-8 | Improve the Russell area's image (marketing campaign, policy favoring integration, social or cultural event, anti-crime programs, and model block). | A.27 |
| E-9 | Increase the availability of funds for revitalization projects. | A.3, A.4, A.27 |
| E-6 | Reduce illegal dumping and litter problems in alleys and on vacant lots. | A.11 |
| E-11 | Encourage communication and cooperation between developers and neighborhood groups. | A.24 |

High Priority

- | | | |
|------|---|------------------|
| E-5 | Enhance Russell's appearance (landscaping parking lots, planting street trees, etc.) | A.16, A.20, A.26 |
| E-7 | Repair housing conditions that threaten residents' health and hasten structural decline. | A.5 |
| E-13 | Improve the income levels and employment opportunities for Russell residents. | A.21, A.22, A.27 |
| E-12 | Strengthen the organization of neighborhood interests (residents, businesses and institutions). | A.24 |

- E-17 Improve intersections with high accident levels. B.2
- E-20 Have TARC investigate extension of LARC service or other improvements to residential areas. B.5

Medium Priority

- E-1 Encourage new commercial development to locate on Market Street or Broadway. A.14, A.15
- E-2 Establish a cooperative response to the shopping needs. A.15
- E-14 Expand existing social service programs. A.23
- E-15 Support the creation of additional subsidized day-care facilities. A.23
- E-16 Designate appropriate streets as through truck routes and industrial access routes. B.1
- E-18 Install benches at highly used transit stops. B.5
- E-23 Improve pavement conditions and maintenance of alleys serving the Market Street and Broadway corridors. B.5

Low Priority

- E-3 Have the railroad overpasses repainted and maintained. B.4
- E-4 Clean up shopping areas (improved signs, litter control, and maintenance of structures). A.16
- E-19 Encourage provision of transportation services by community organizations. B.5

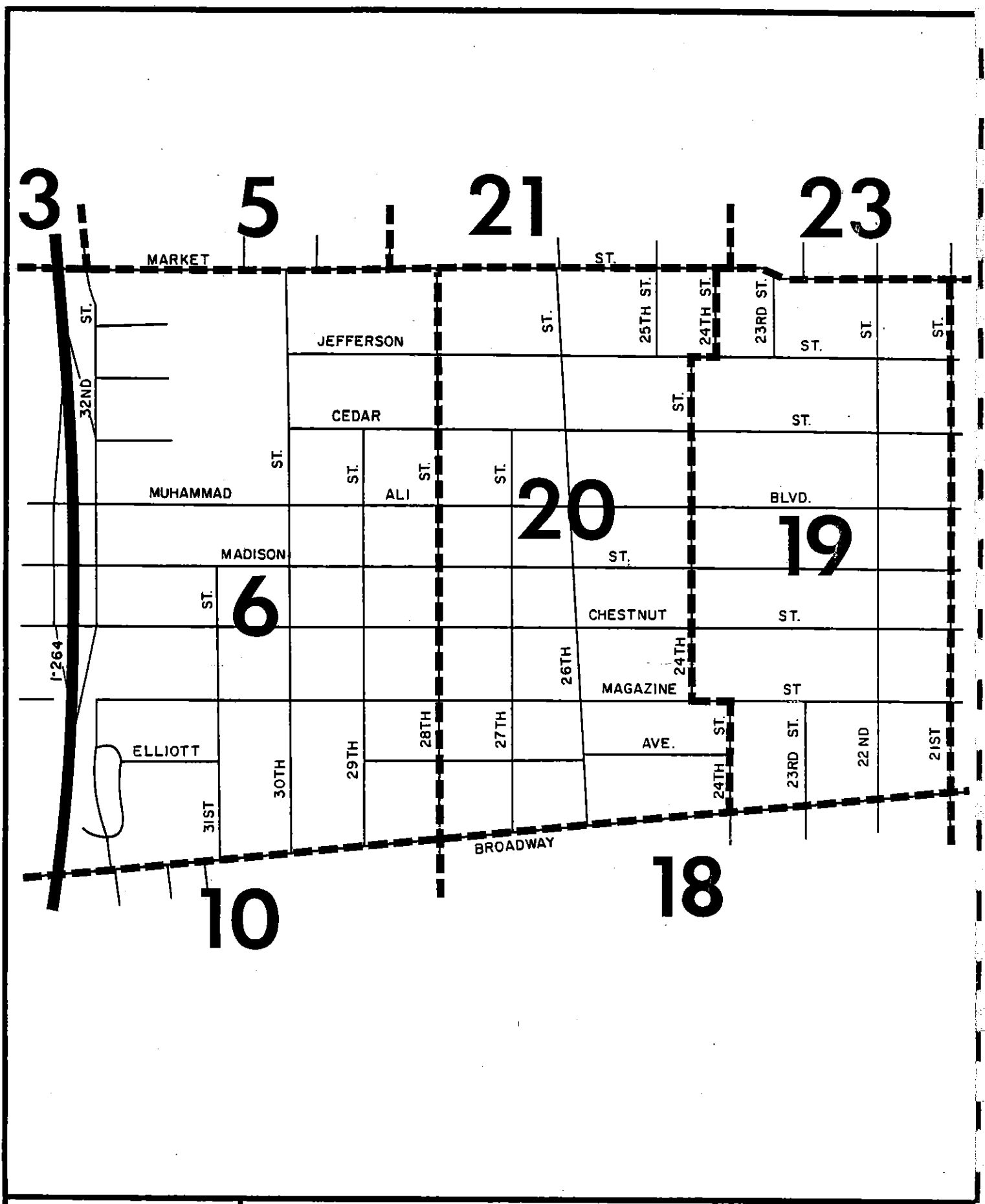
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RUSSELL NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION

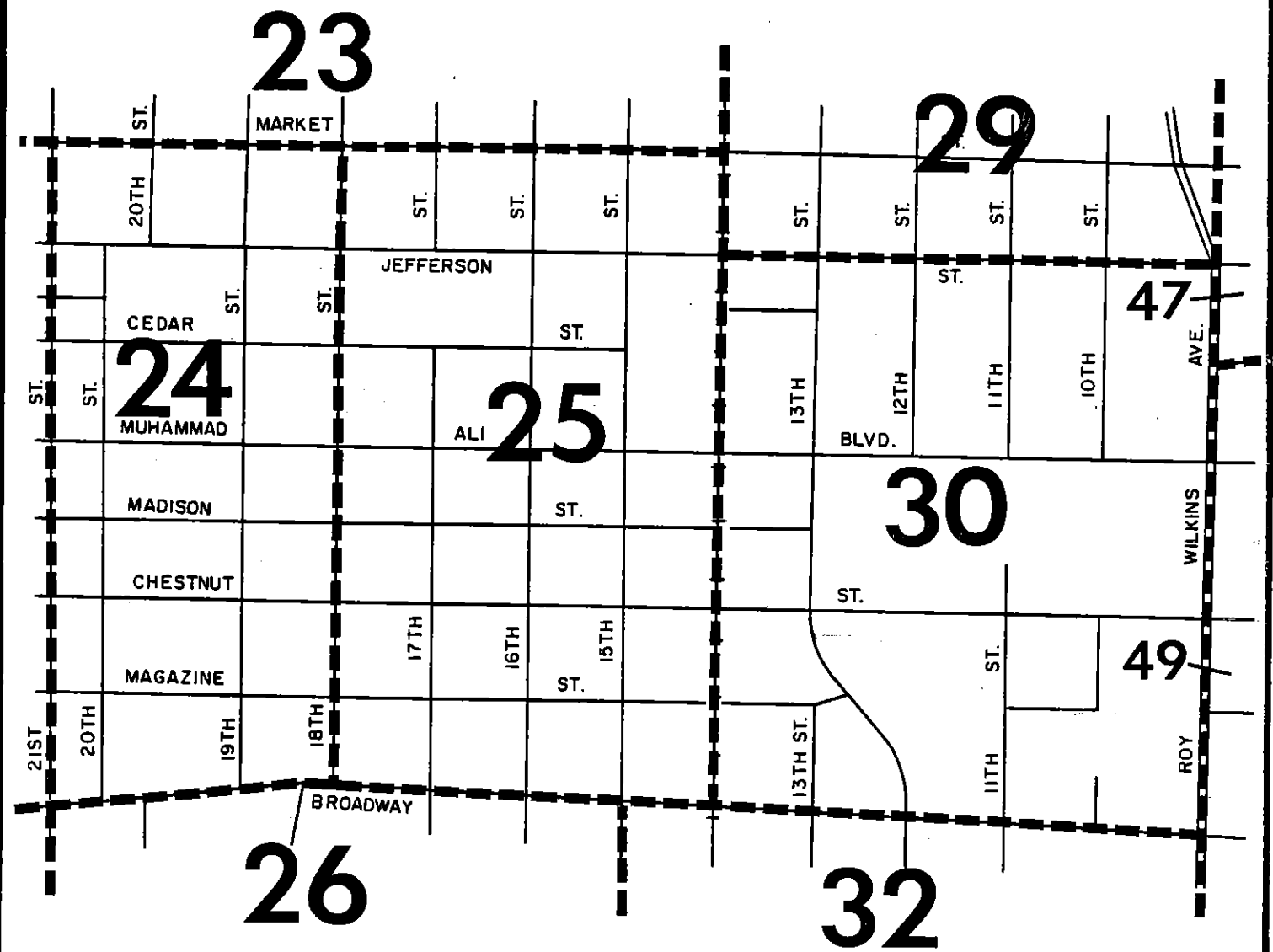
100 FEDERAL COURT BUILDING, LOUISVILLE, KY 40202

1980 CENSUS TRACTS

Scale:
1" = approx. 850'



Figure 1



RUSSELL
NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION

1980 CENSUS TRACTS

Scale:
1" = approx. 850'



Figure 1

EXISTING LAND USE

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 |
| | Professional Offices | 11 |
| PUBLIC AND SEMI-PUBLIC | Governmental | 12 |
| | Medical Services | 13 |
| | Educational | 14 |
| | Religious | 15 |
| | Recreational | 16 |
| | Other Public and Semi-Public | 17 |
| VACANT | Unimproved Vacant Structures | V Code for previous use followed by "V" |
| | Pay Parking | Pay P |
| | Private Parking | P |

Source: Louisville and Jefferson County
Planning Commission, March, 1984

RESIDENTIAL

- 1. Single Family
- 2. Two-Family
- 3. Other

INDUSTRIAL

- 4. Light
- 5. Heavy
- 6. Transportation
- 7. Utilities

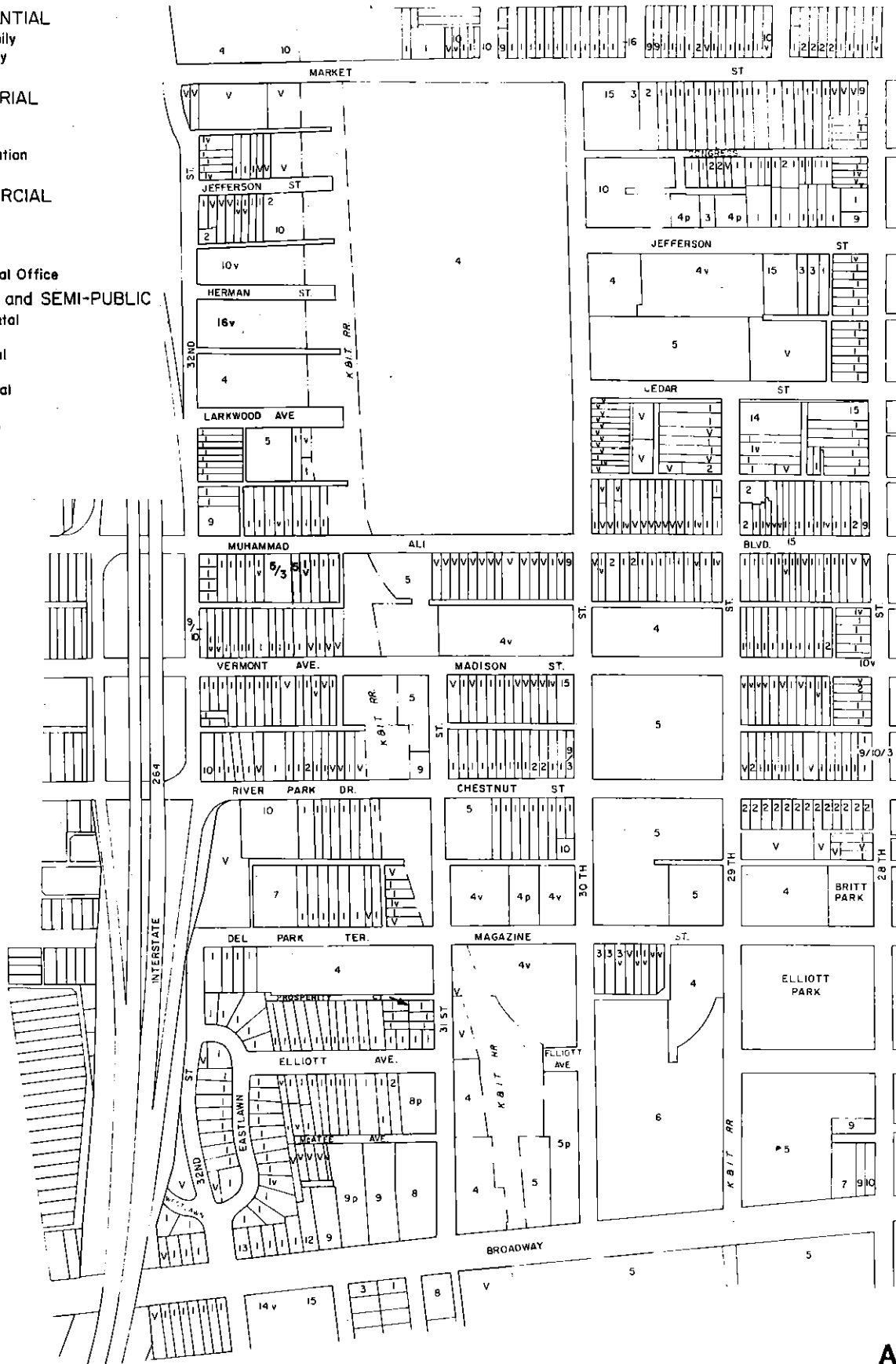
COMMERCIAL

- 8. Wholesale
- 9. Retail
- 10. General
- 11. Professional Office

PUBLIC and SEMI-PUBLIC

- 12. Governmental
- 13. Medical
- 14. Educational
- 15. Religious
- 16. Recreational
- 17. Other
- 18. Cemeteries

- V Vacant
- P Parking



AREA D

RUSSELL NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION

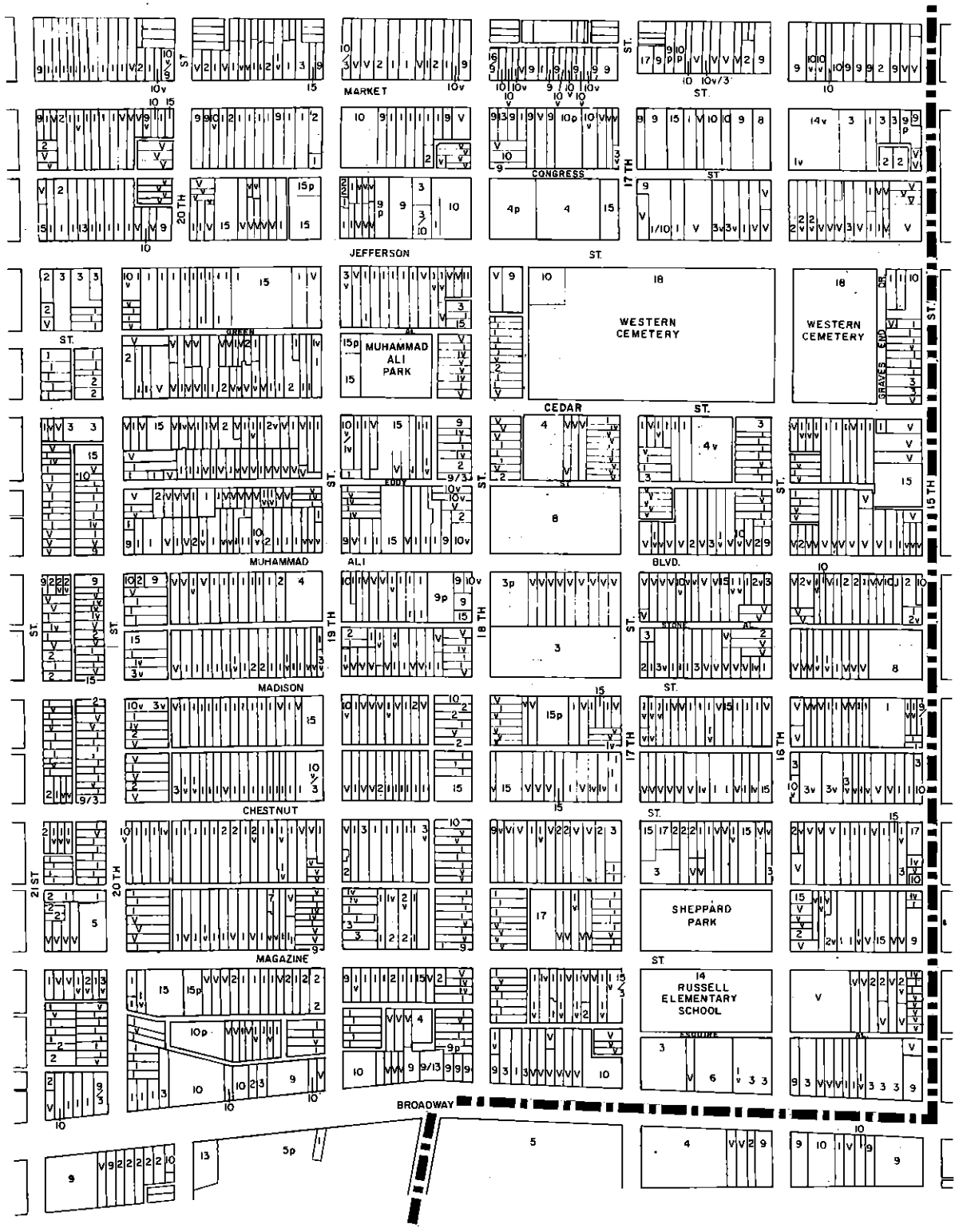
500 FISCAL COURT BUILDING, LOUISVILLE, KENTUCKY



**LAND USE
FEBRUARY 1984**



Figure 2



AREA B

RUSSELL NEIGHBORHOOD
 LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION
500 FRENCH COUNTRY BUILDING, LOUISVILLE, KENTUCKY

**LAND USE
 FEBRUARY 1984**



Figure 2

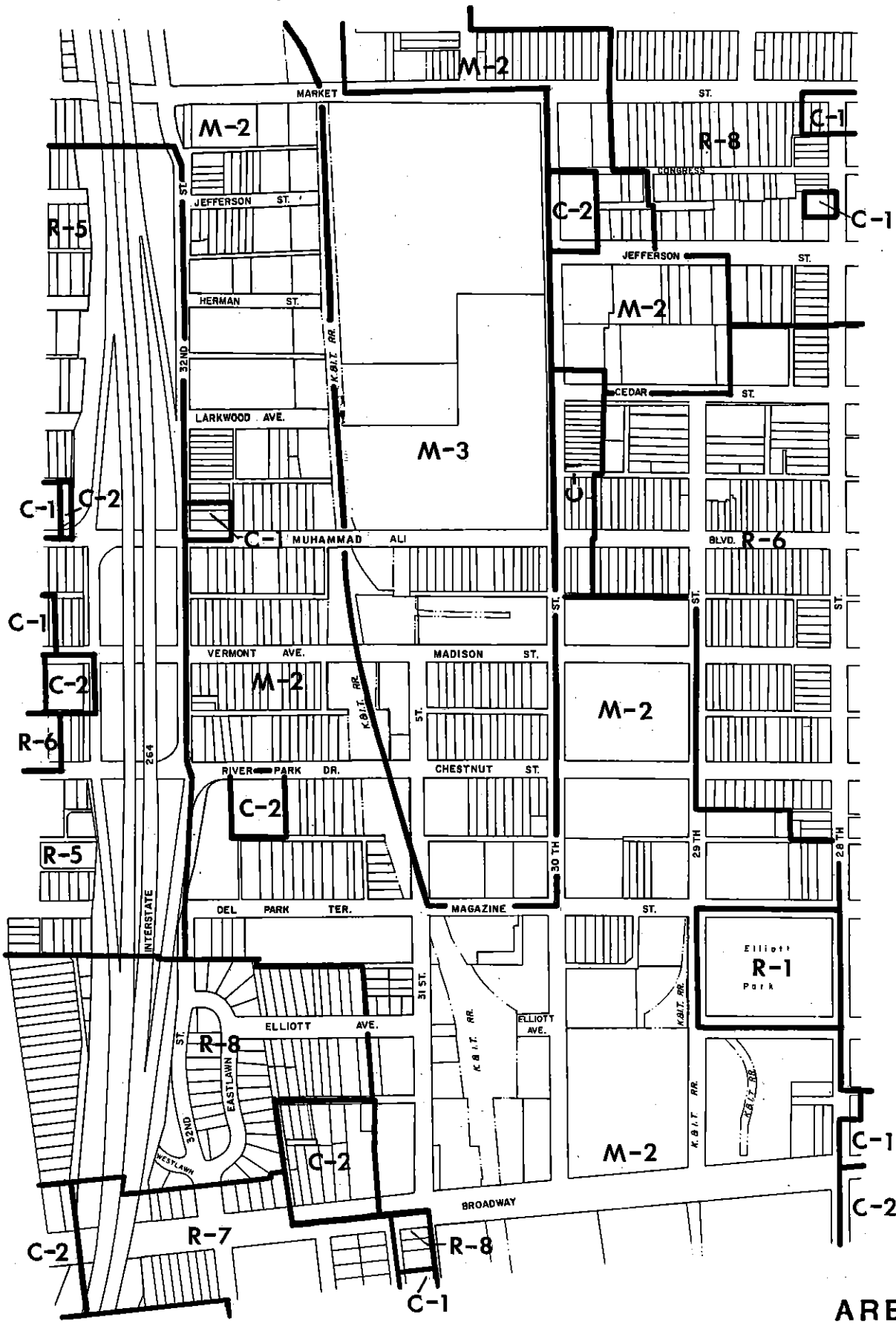
EXISTING ZONING

MAY, 1984

LEGEND

- R-1 Residential
- R-5 Residential
- R-6 Apartment
- R-7 Apartment
- R-8 Apartment
- R-8A Apartment
- R-9 Apartment
- R-10 Apartment
- C-1 Commercial
- C-2 Commercial
- C-3 Commercial
- C-4 Commercial
- C-5 Commercial
- M-1 Industrial
- M-2 Industrial
- M-3 Industrial

Source: Louisville and Jefferson County
Planning Commission, May, 1984.



AREA D

RUSSELL NEIGHBORHOOD

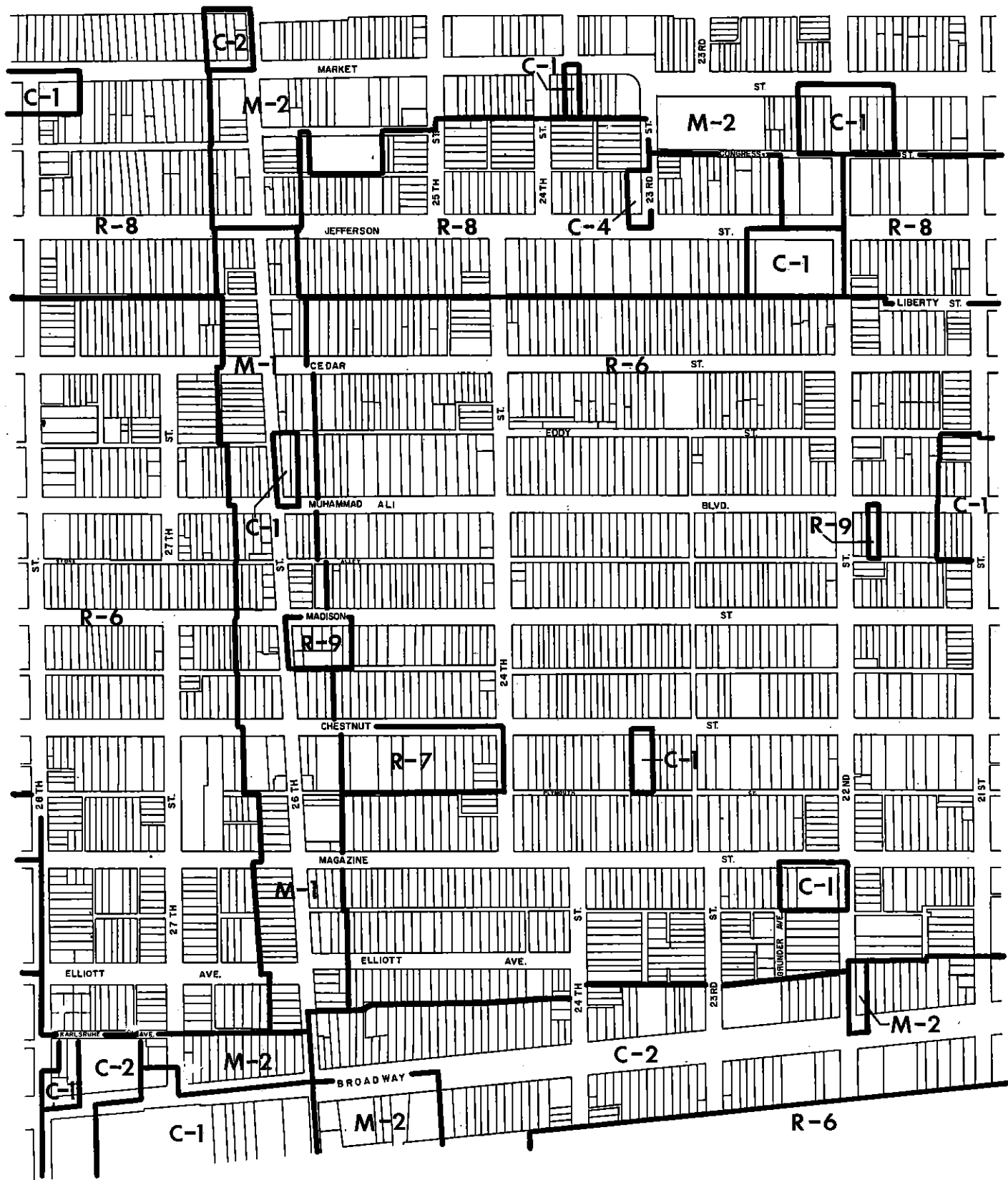
LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION
 400 FERRIS COUNTY BUILDING, LOUISVILLE, KENTUCKY

EXISTING ZONING

May, 1984



Figure 3



AREA C

RUSSELL NEIGHBORHOOD

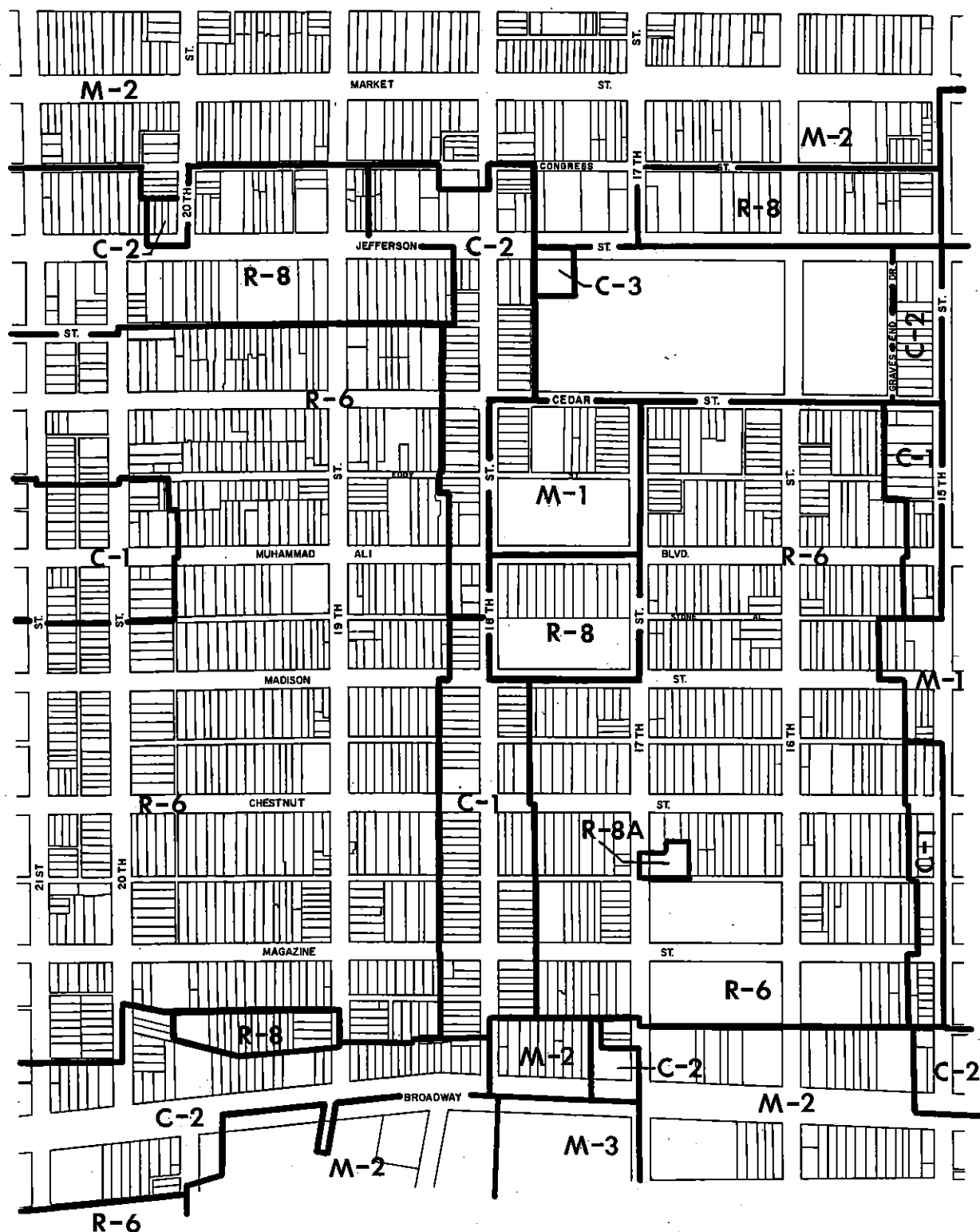
LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION
500 FISCAL COURT BUILDING, LOUISVILLE, KENTUCKY

EXISTING ZONING

May, 1984



Figure 3



AREA B

RUSSELL NEIGHBORHOOD

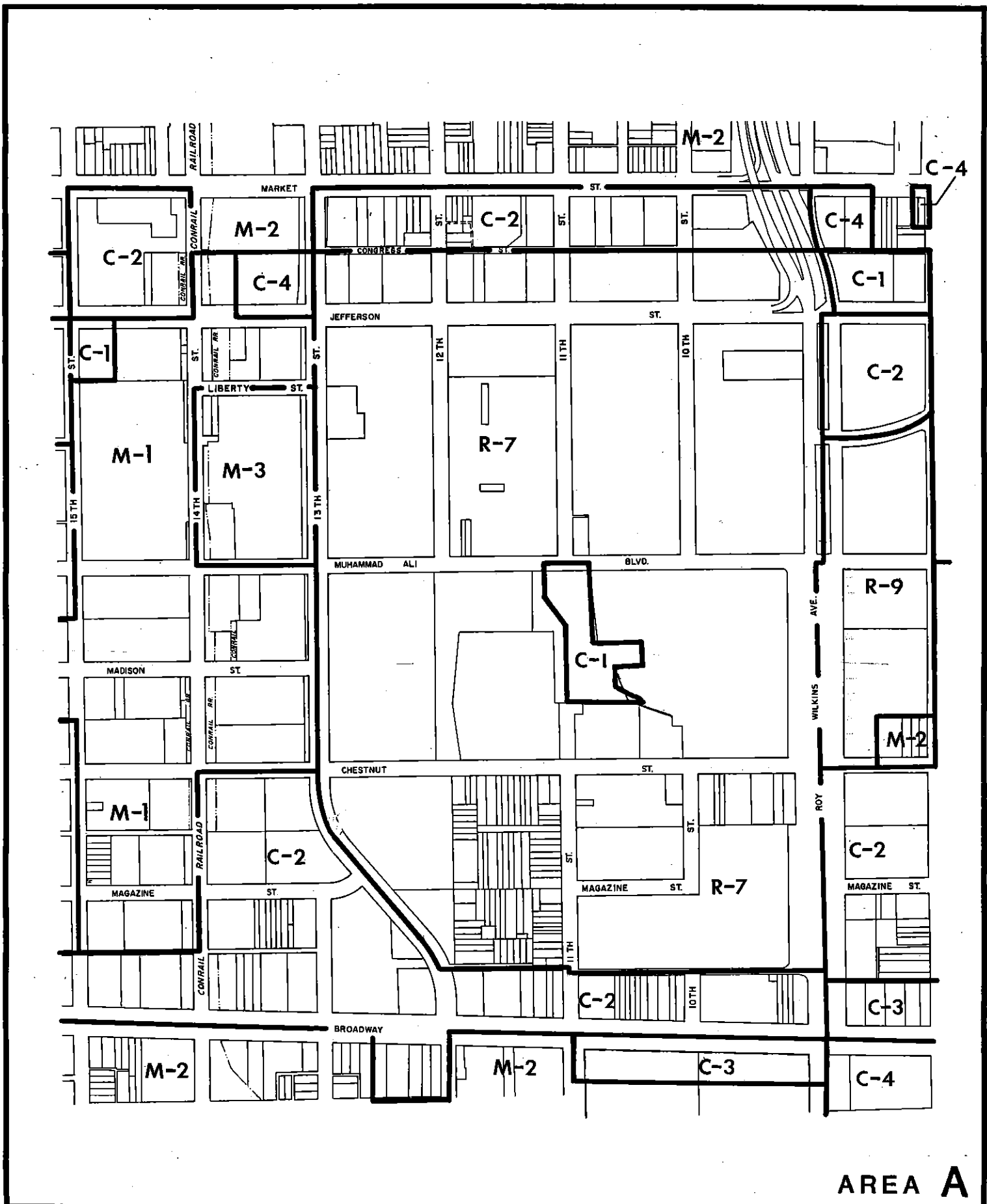
LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION
500 FISCAL COURT BUILDING, LOUISVILLE, KENTUCKY

EXISTING ZONING

May, 1984



Figure 3



AREA A

RUSSELL NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION

900 FISCAL COURT BUILDER, LOUISVILLE, KENTUCKY



EXISTING ZONING

May, 1984



Figure 3

CONDITION OF STRUCTURES

MARCH, 1984

LEGEND

RESIDENTIAL

- d Sound
- b Sound Minor Repair
- c Sound Major Repair
- d Deteriorated
- e Dilapidated

COMMERCIAL

- A Standard
- B Depreciating
- C Substandard

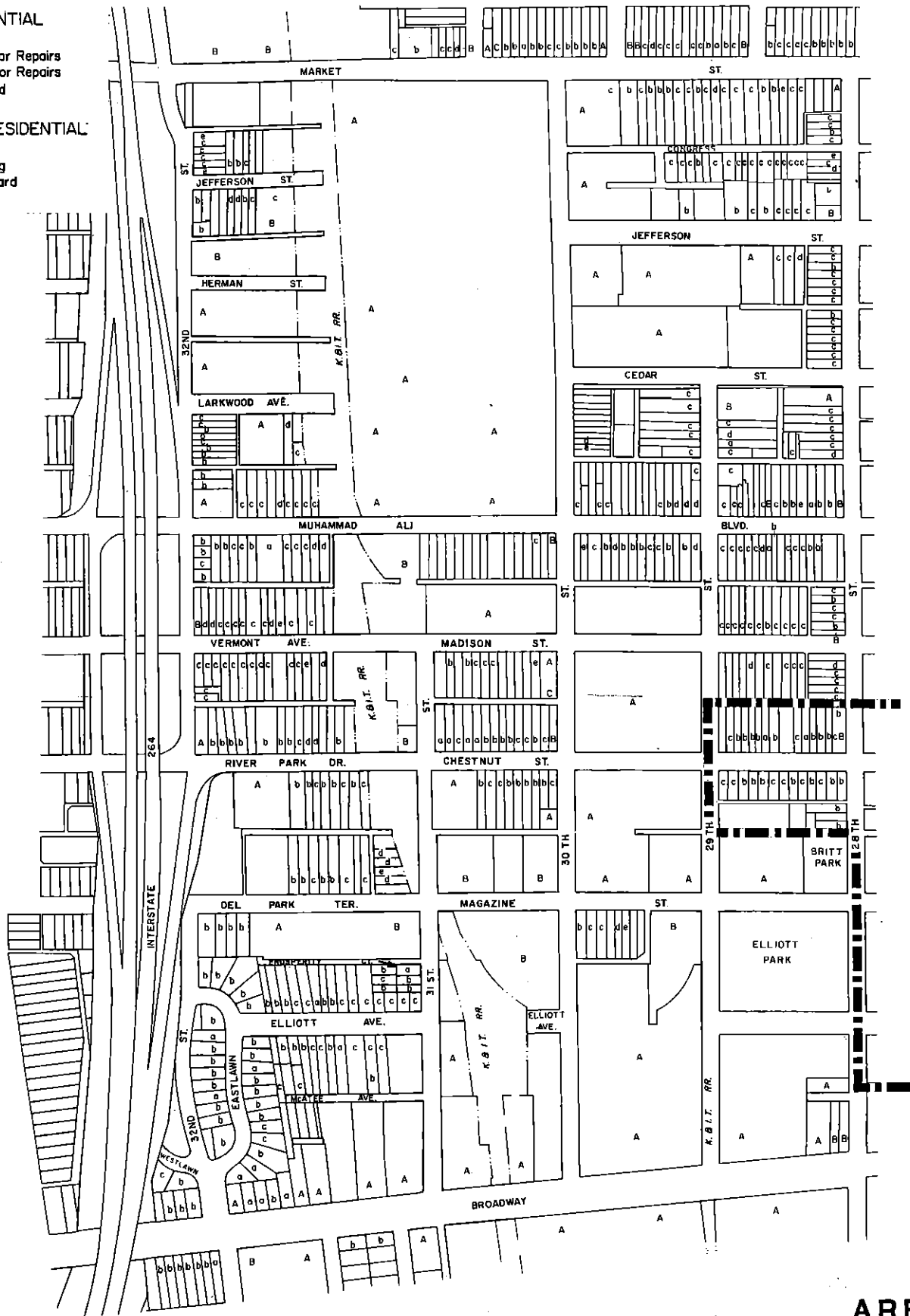
Source: Louisville and Jefferson County
Planning Commission, March, 1984.

RESIDENTIAL

- a. Sound
- b. Sound - Minor Repairs
- c. Sound - Major Repairs
- d. Deteriorated
- e. Dilapidated

NON-RESIDENTIAL

- A. Standard
- B. Depreciating
- C. Sub-Standard



AREA D

RUSSELL NEIGHBORHOOD

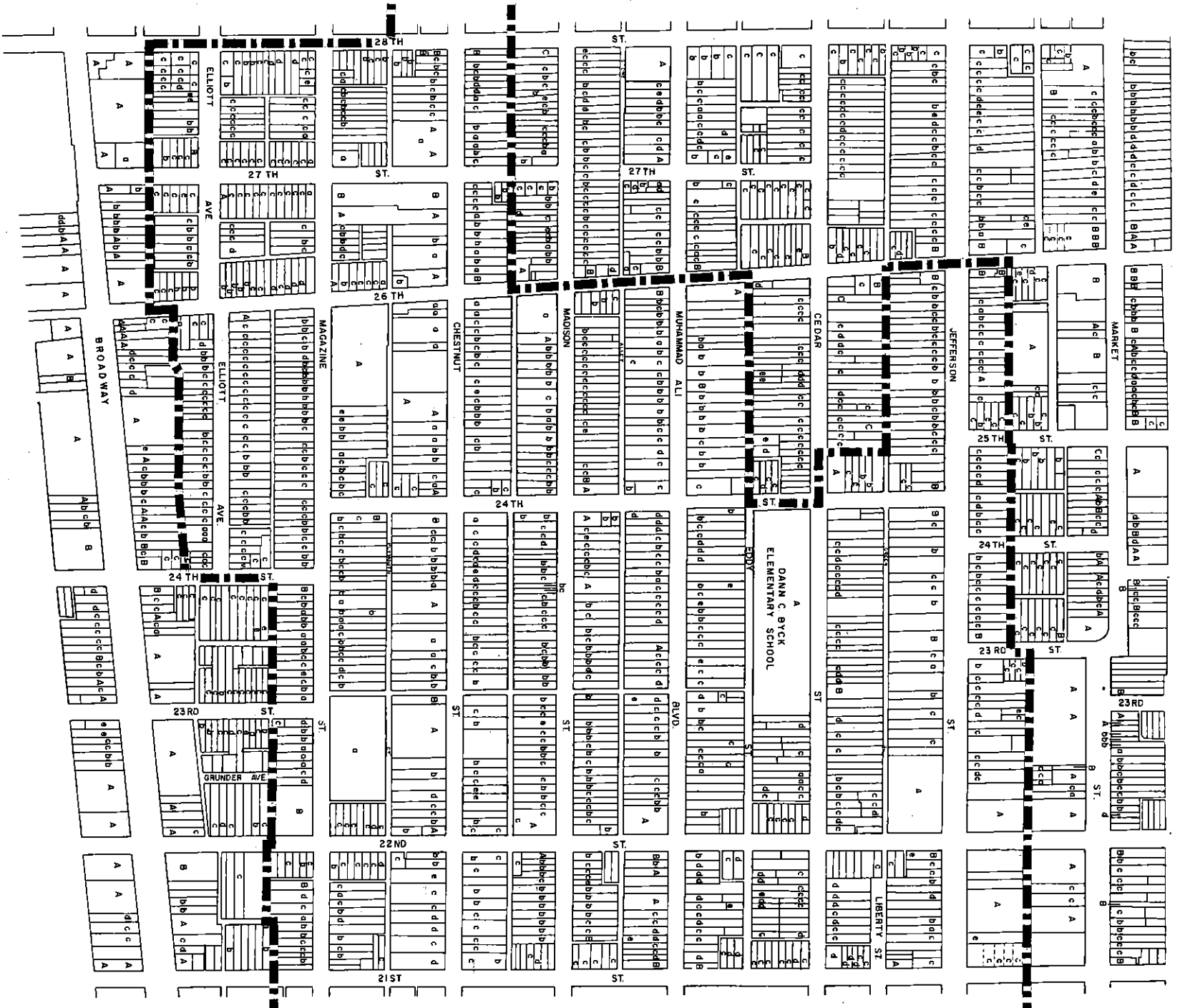
LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION

500 FISCAL COURT BUILDING, LOUISVILLE, KENTUCKY

**CONDITION OF STRUCTURE
FEBRUARY 1984**



Figure 4



AREA C

**RUSSELL
NEIGHBORHOOD**

**LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION**
AND SPECIAL COURT, JUDICIAL CENTER, LOUISVILLE, KENTUCKY

**CONDITION OF STRUCTURE
FEBRUARY 1984**

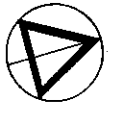


Figure 4

**CONDITION OF STRUCTURE.
FEBRUARY 1984**

AREA B

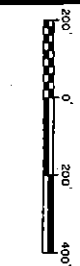
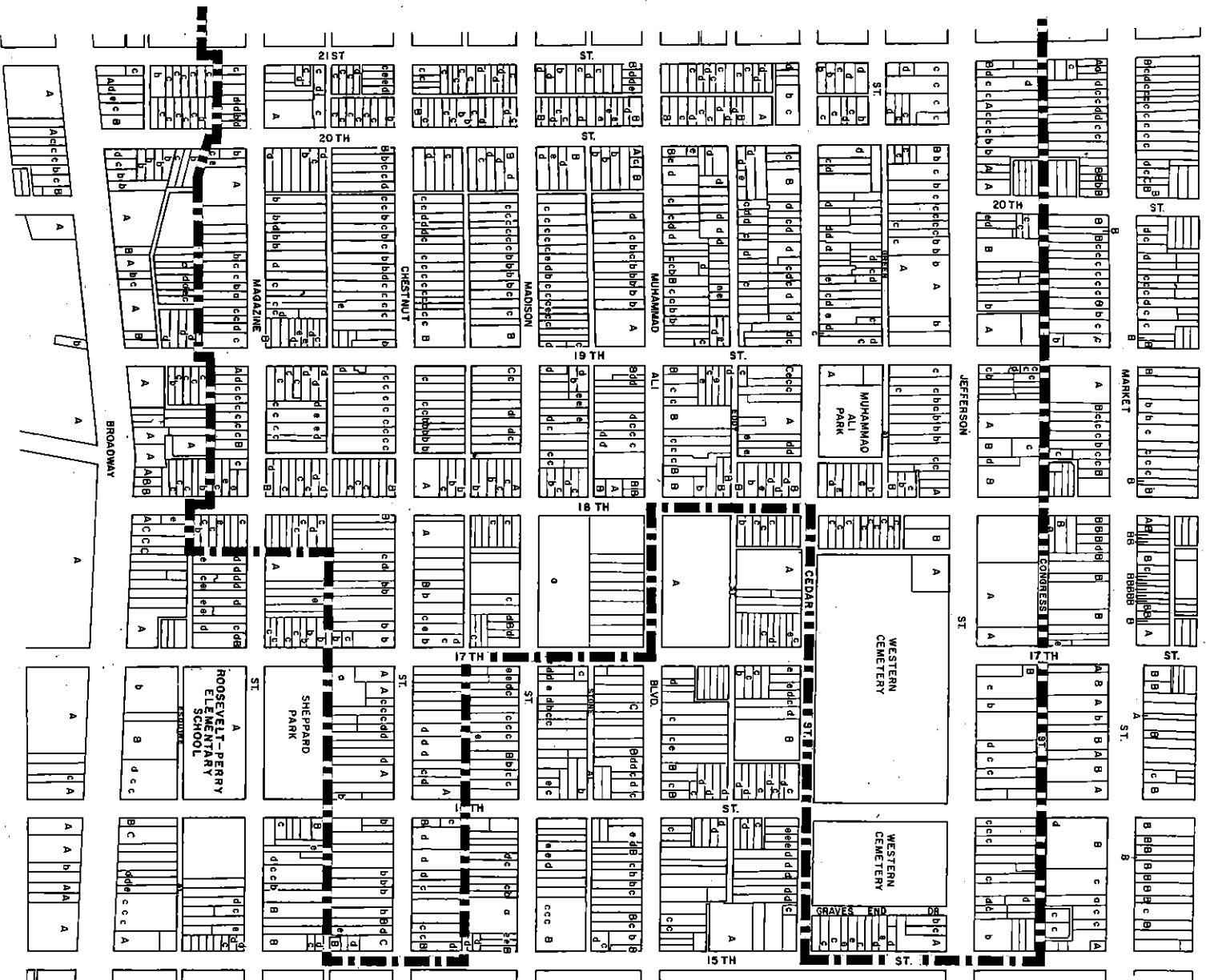
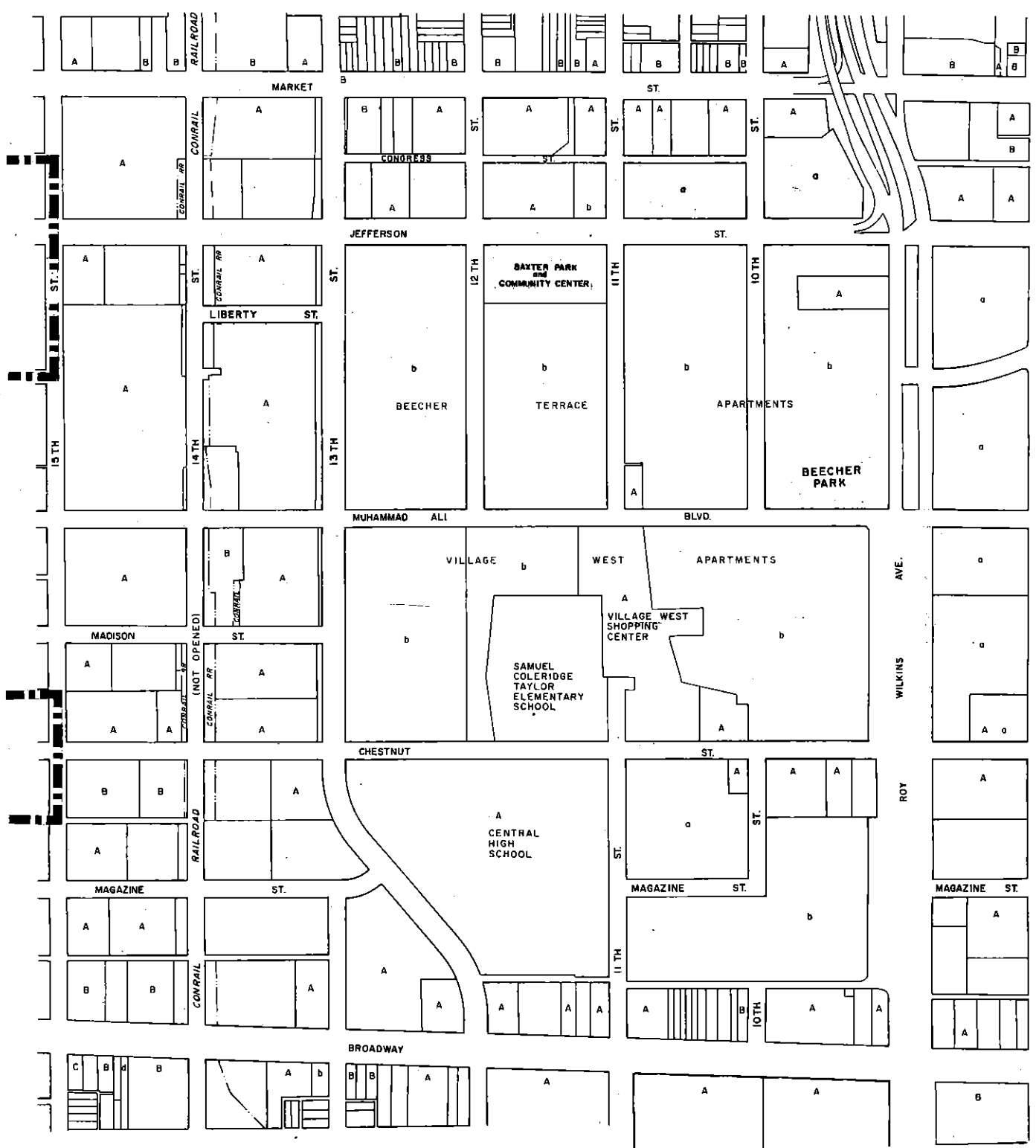


Figure 4

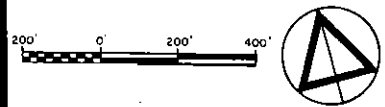


AREA A

RUSSELL NEIGHBORHOOD

CONDITION OF STRUCTURE
FEBRUARY 1984

LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION
500 FRANK COUNTY BUILDING, LOUISVILLE, KENTUCKY



COMMERCIAL DEVELOPMENT

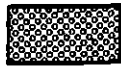
LEGEND



Neighborhood Serving
Commercial Uses

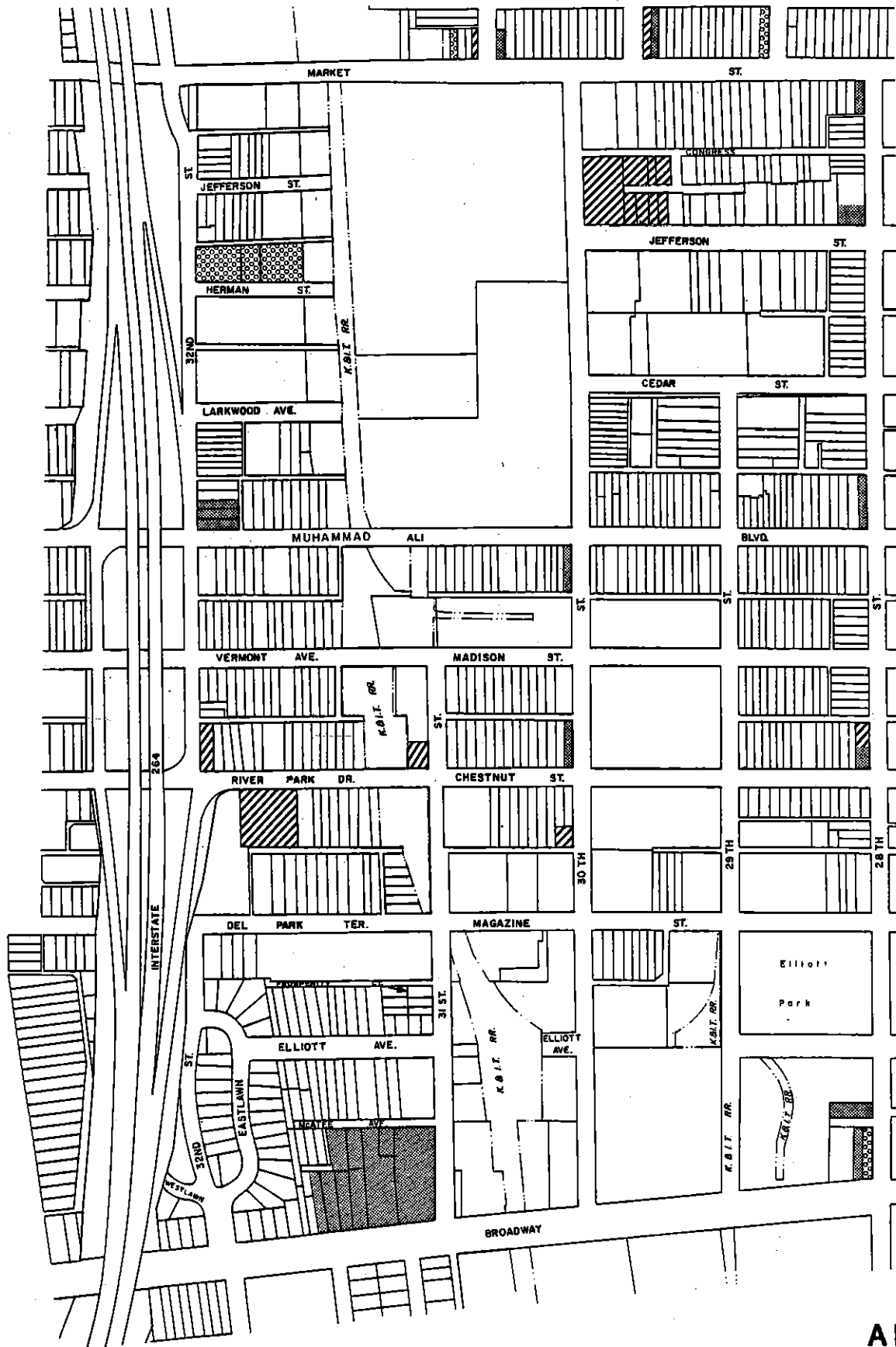


Other Commercial Uses
(Services, Regional Commercial, Offices)



Vacant Commercial Structures

Source: Louisville and Jefferson County
Planning Commission, February, 1984



AREA D

RUSSELL
NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION
AND FINANCIAL COURT BUILDING, LOUISVILLE, KENTUCKY

COMMERCIAL DEVELOPMENT

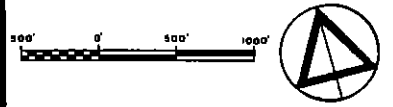
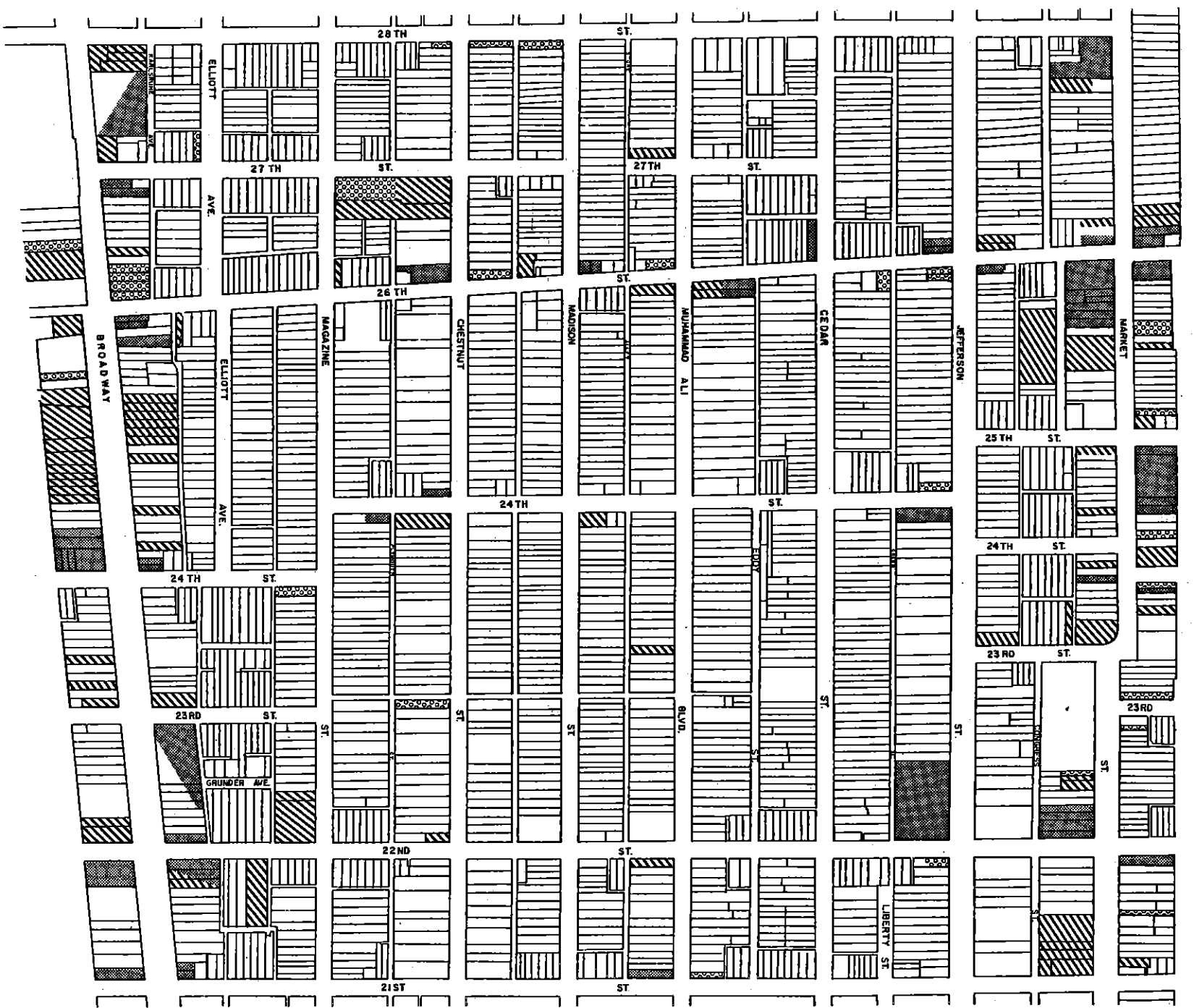


Figure 5



AREA C

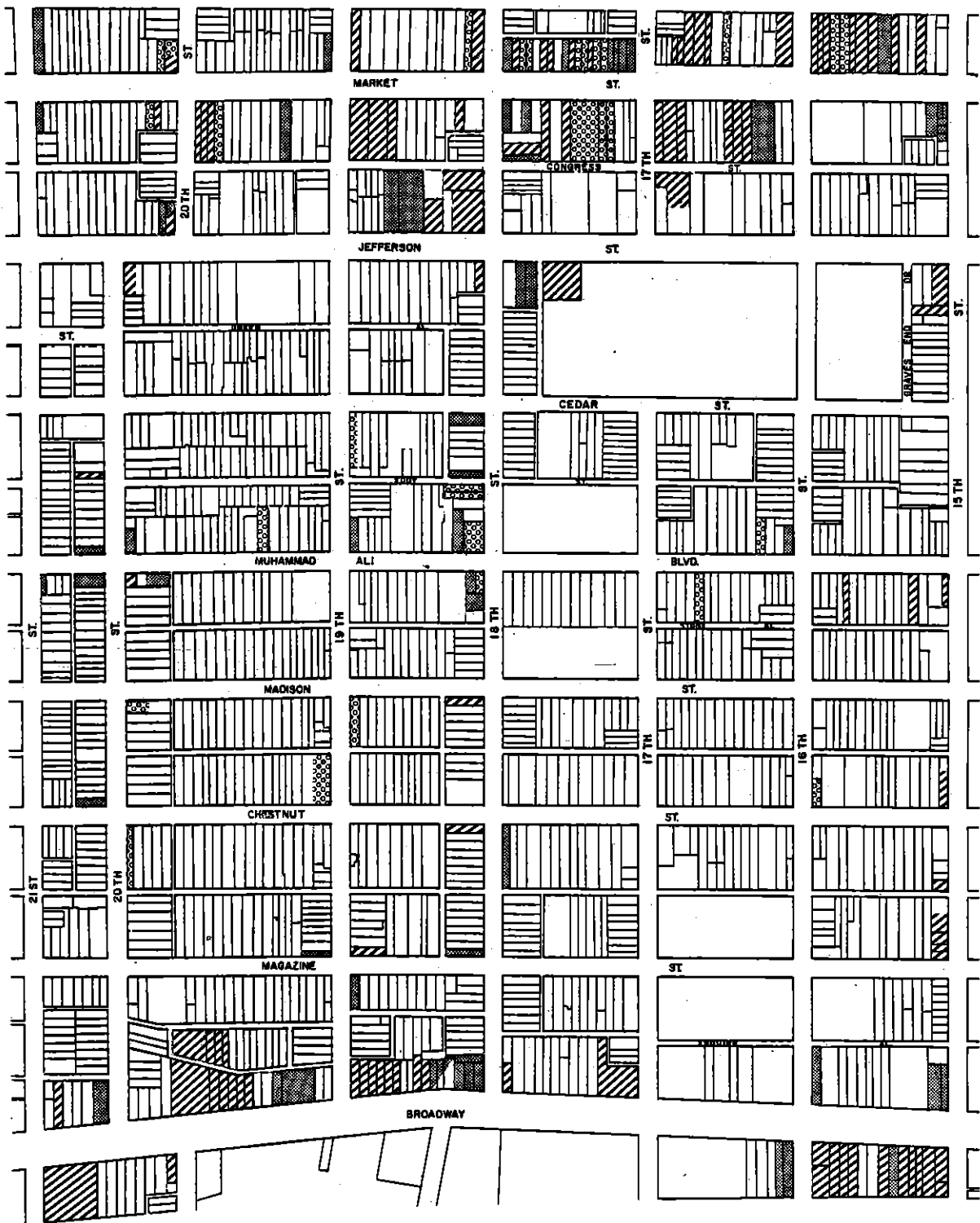
RUSSELL NEIGHBORHOOD

LOUISIANA AND JEFFERSON COUNTY
PLANNING COMMISSION
300 PINEAL, TRENT MONROE, LOUISIANA 70503

COMMERCIAL DEVELOPMENT



Figure 5



AREA B

RUSSELL
NEIGHBORHOOD



COMMERCIAL DEVELOPMENT

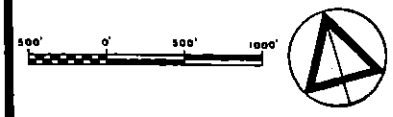
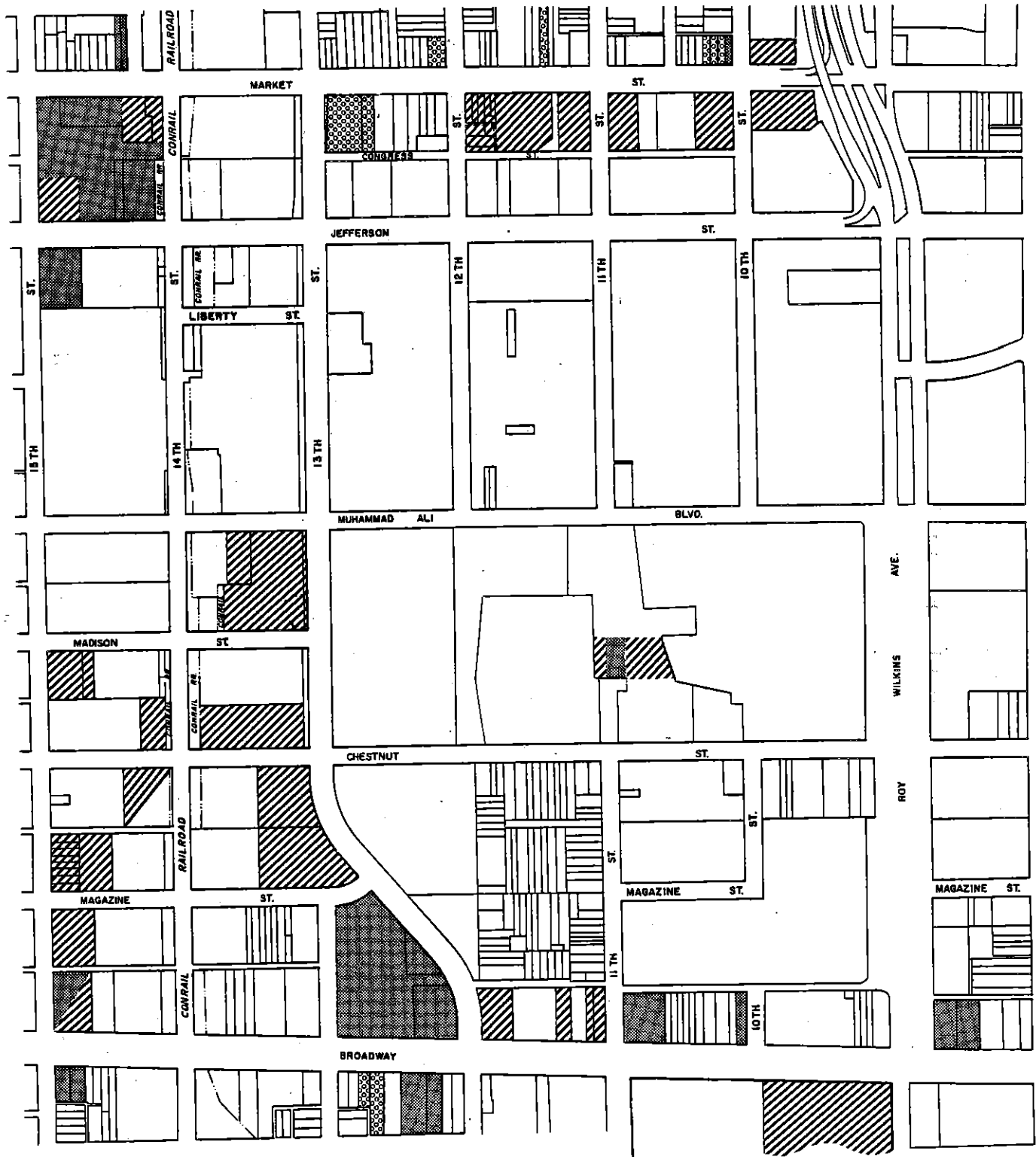


Figure 5



AREA A

**RUSSELL
NEIGHBORHOOD**

LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION



200 FUGAL COUNTY BUILDING, LOUISVILLE, KENTUCKY

COMMERCIAL DEVELOPMENT

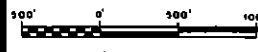
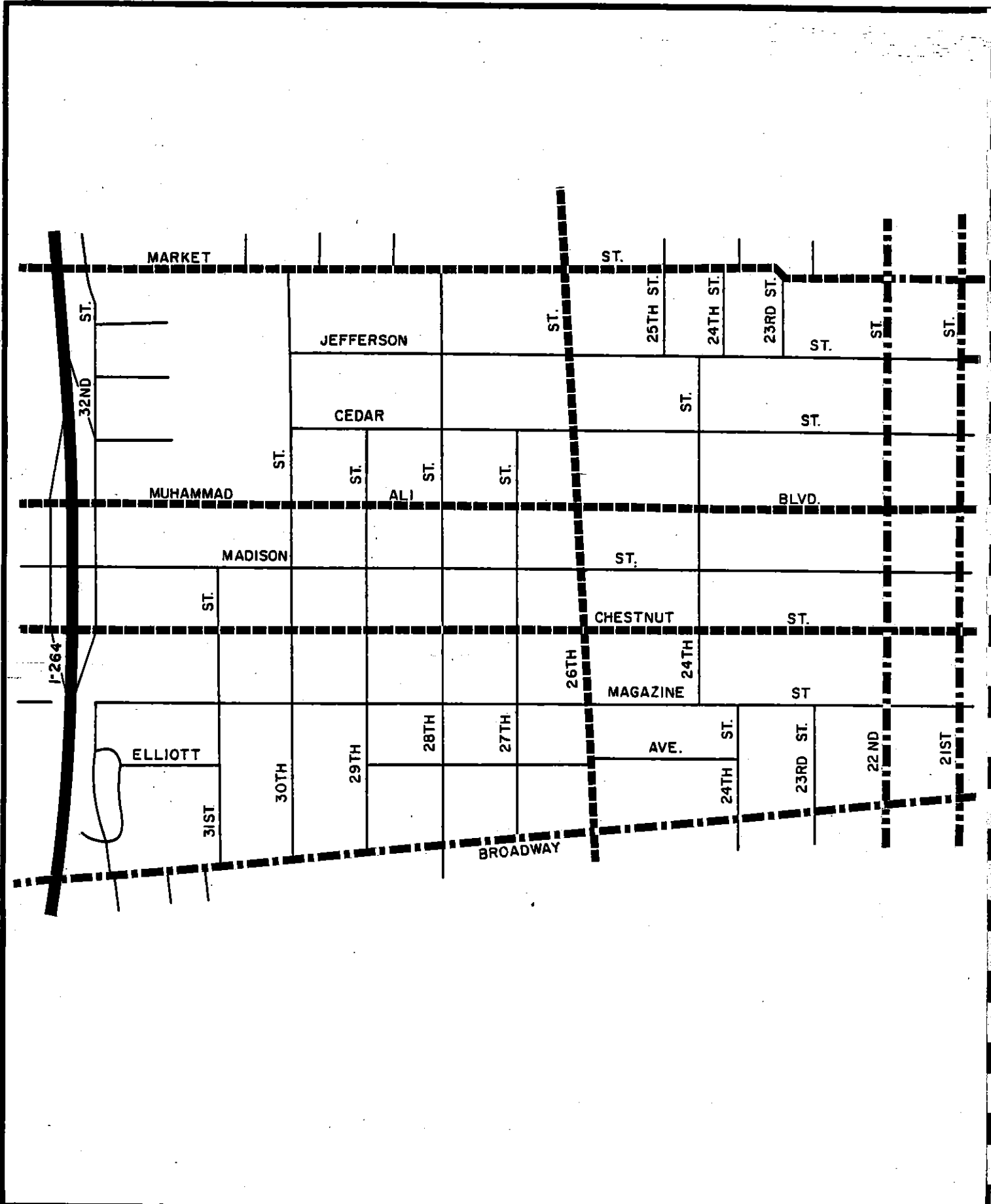


Figure 5



RUSSELL NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION

140 PENNA. BURT CHILDS, LOUISVILLE, KENTUCKY

FUNCTIONAL STREET CLASSIFICATION

Scale: 1" = approx. 850'


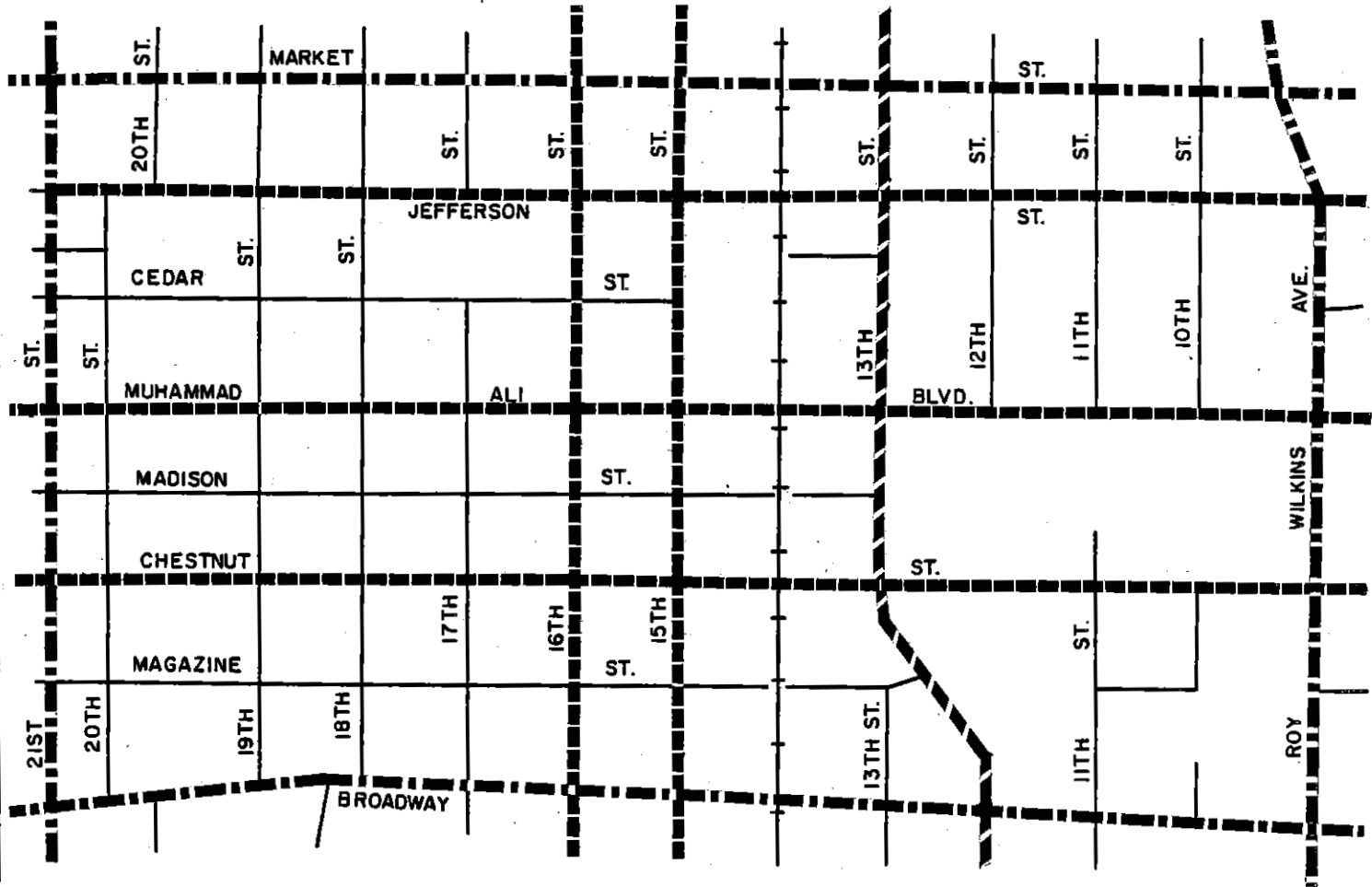






Figure 6



LEGEND

-  Expressway
-  Major Arterials
-  Minor Arterials
-  Collectors

Source: Louisville and Jefferson County Comprehensive Plan, 1984

Note: Those streets that are not marked serve as local streets

RUSSELL NEIGHBORHOOD



FUNCTIONAL STREET CLASSIFICATION

Scale:
1" = approx. 850'



Figure 6

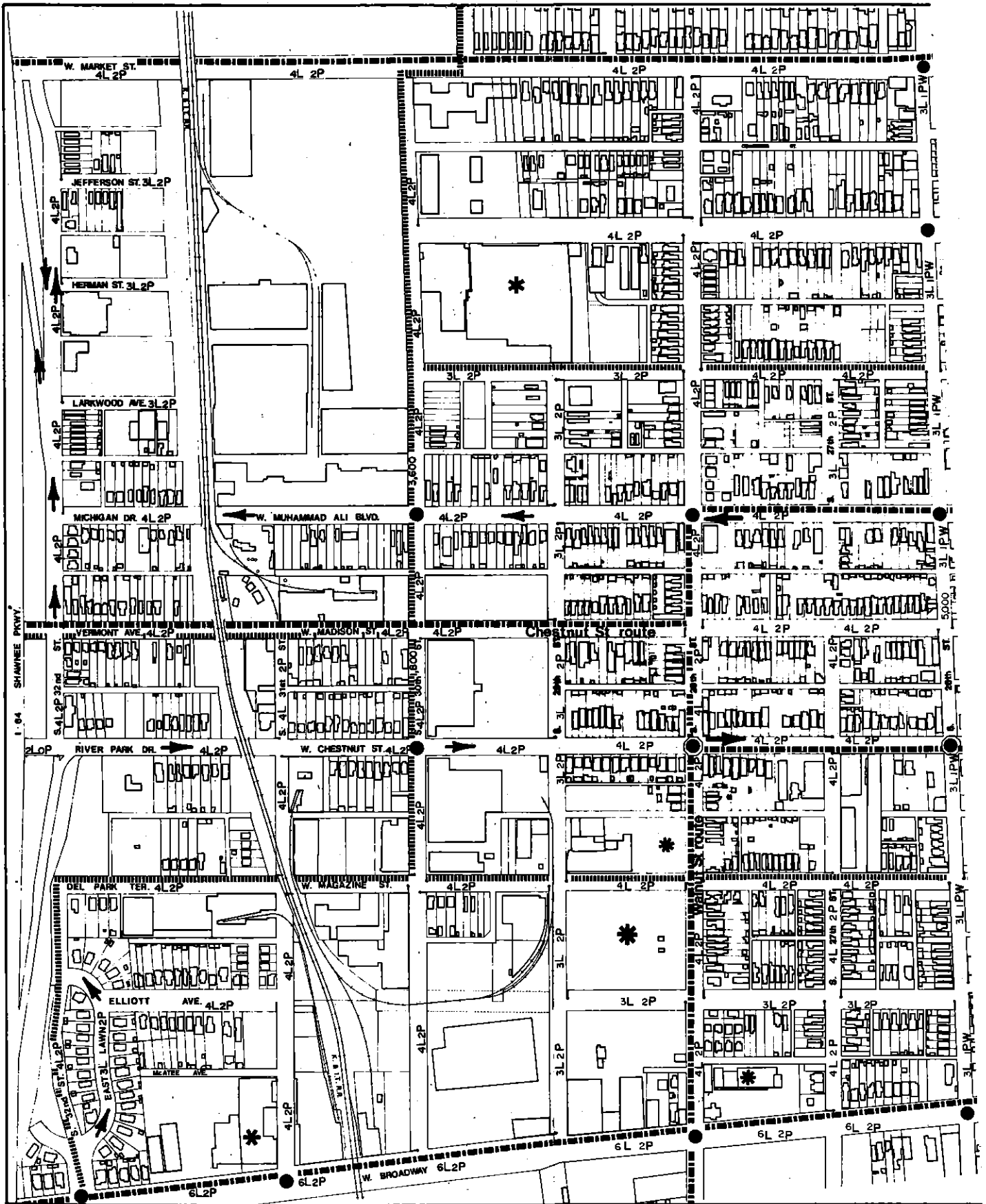
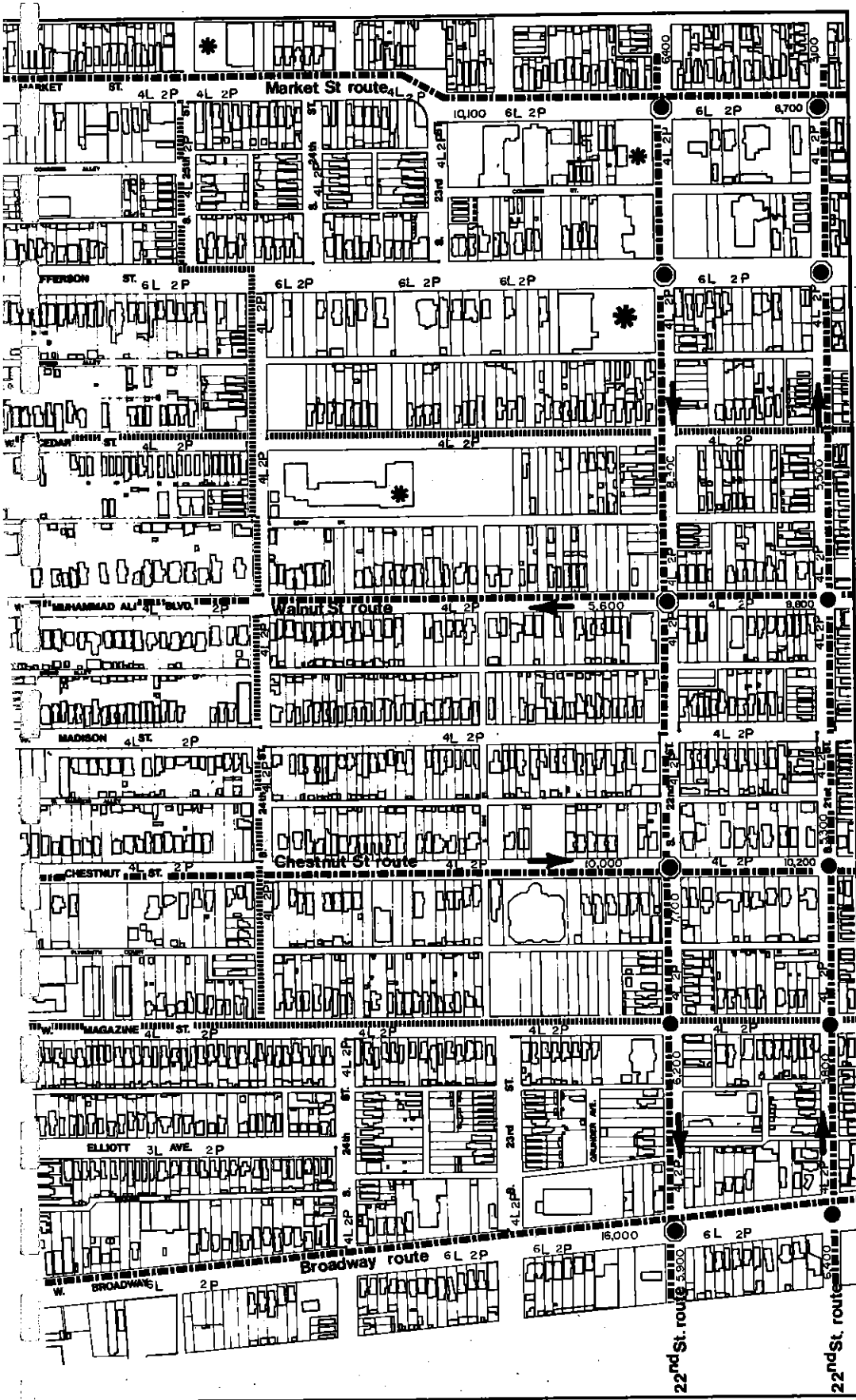


Figure 7



- 4L 2P 4 Lanes, 2 of which are parking
- 3L 1P W 3 Lanes, 1 of which is parking on the west side
- 5,000 Traffic volume
- ➔ One-way street
- ⋯ Public transit route
- ⋯⋯ Bikeway
- * Pedestrian generator
- ⌋ Stop sign
- Stoplight
- Walk/wait signal


TRANSPORTATION INVENTORY


RUSSELL NEIGHBORHOOD COMPREHENSIVE PLAN

AREA: WEST

CITY OF LOUISVILLE
 WILLIAM B. STANSBURY
 MAYOR

RUSSELL NEIGHBORHOOD COMMERCIAL REVITALIZATION & DEVELOPMENT CORP.
 WOODFORD R. PORTER, JR.
 BOARD CHAIRMAN
 GERALD WHITE, EXECUTIVE DIRECTOR


 NORTH

0 100 200

 SCALE IN FEET


 SCHIMPELER - CORRADINO ASSOCIATES
 Louisville, Kentucky

Date: _____
 Revised: _____
 Sheet _____
 of _____

Figure 7

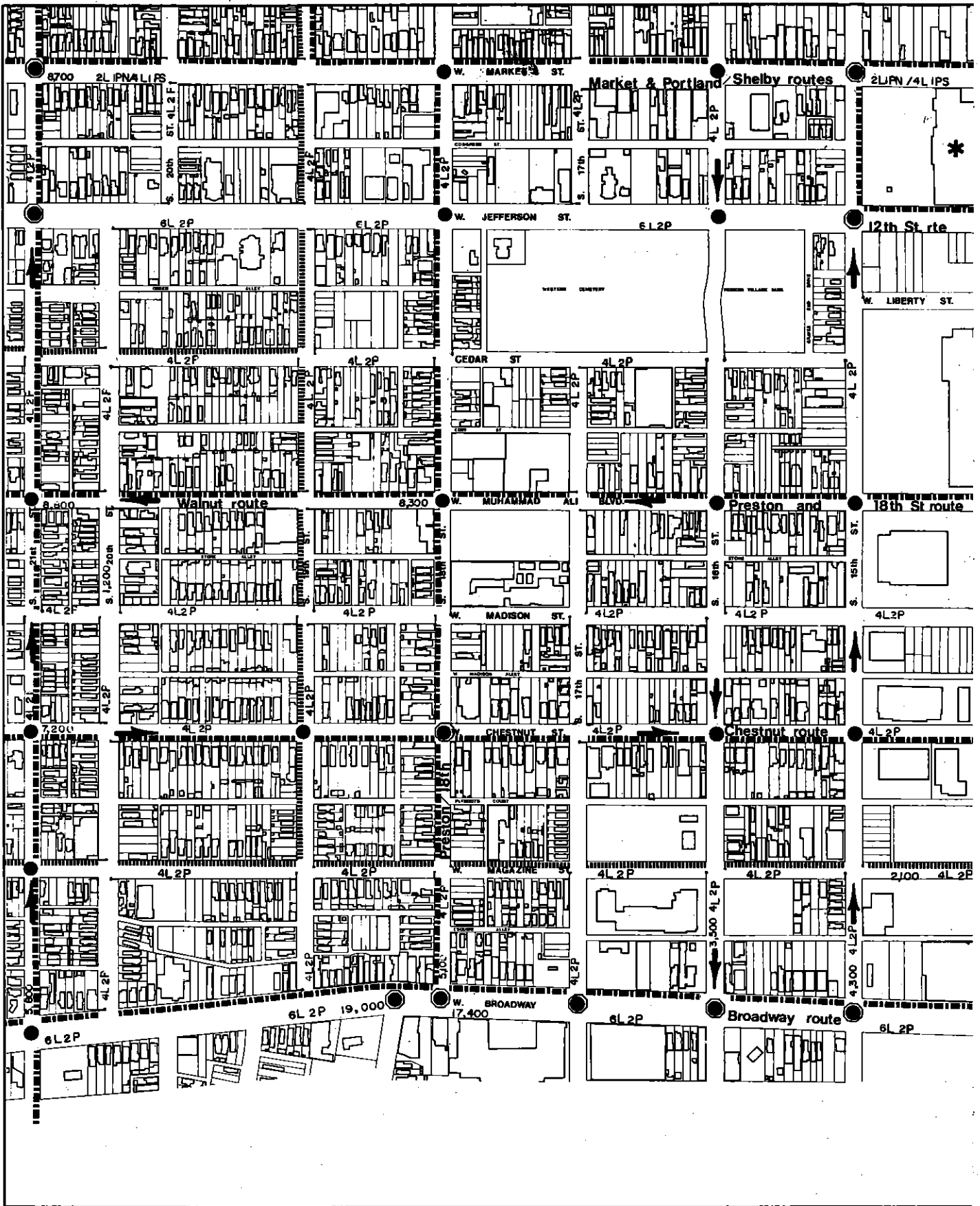
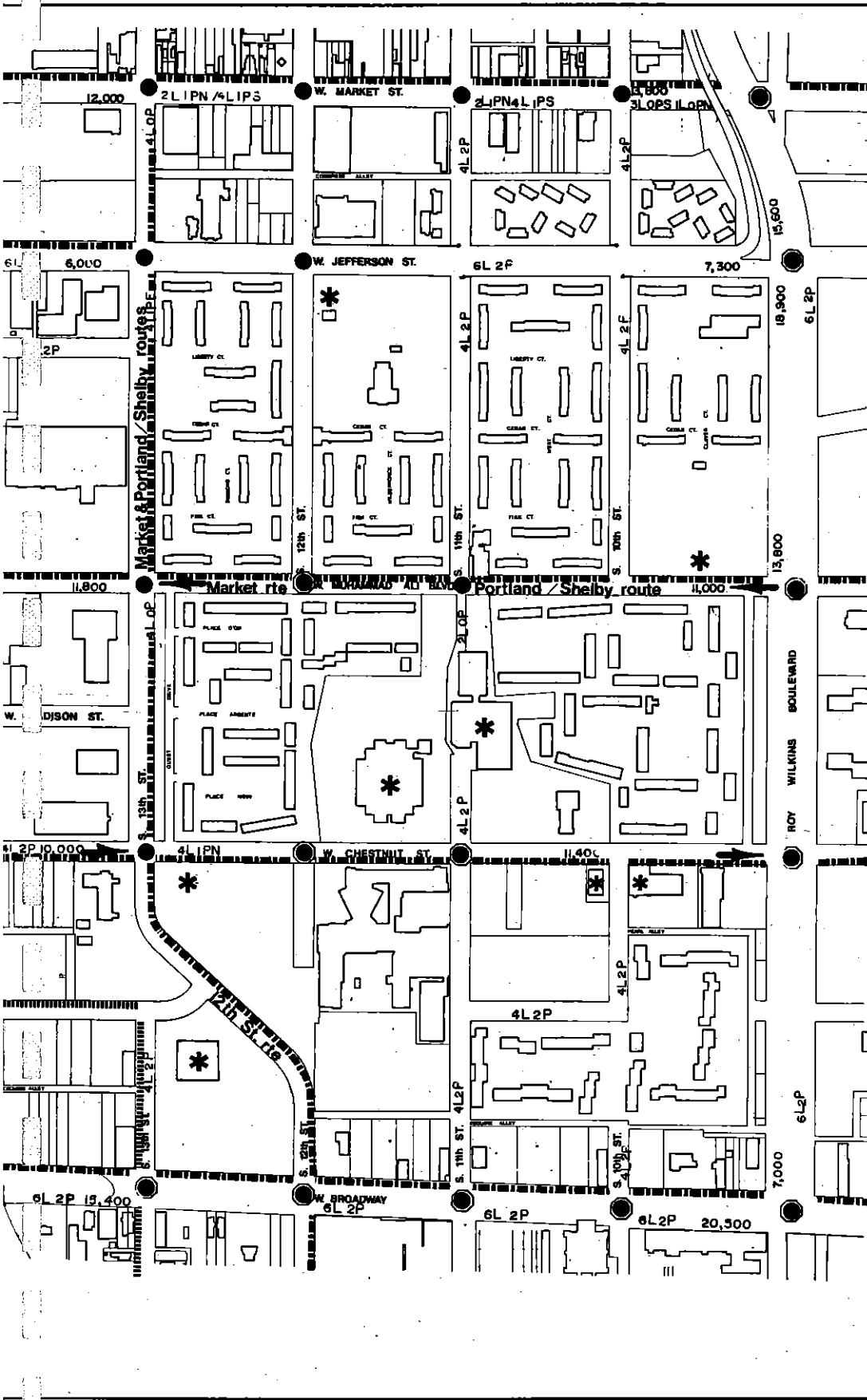


Figure 7



4L 2P 4 Lanes, 2 of which are parking

3L 1PW 3 Lanes, 1 of which is parking on the west side

5,000 Traffic volume

➔ One-way street

▬ Public transit route

▬ Bikeway

* Pedestrian generator

| Stopsign

● Stoplight

⊙ Walk/wait signal

TRANSPORTATION INVENTORY

RUSSELL NEIGHBORHOOD COMPREHENSIVE PLAN


AREA: EAST


CITY OF LOUISVILLE
 WILLIAM B. STANSBURY
 MAYOR

RUSSELL NEIGHBORHOOD COMMERCIAL
 REHABILITATION & DEVELOPMENT CORP

WOODFORD R. PORTER, JR.
 BOARD CHAIRMAN

GERALD WHITE EXECUTIVE DIRECTOR


 NORTH

0 100 200

 SCALE IN FEET


 SCHIMPELER • CORRADINO ASSOCIATES
 Louisville, Kentucky

Date: _____
 Revised: _____

Sheet _____
 of _____

Figure 7

LAND USE RECOMMENDATIONS

JUNE, 1984



Multi-parcel redevelopment areas
(areas needing rehabilitation combined
with new construction, clearance in
area B)



Residential infill development



Commercial infill development



Potential sites for industrial expansion

- Structures most in need of repair or
demolition (deteriorated and dilapidated
housing)

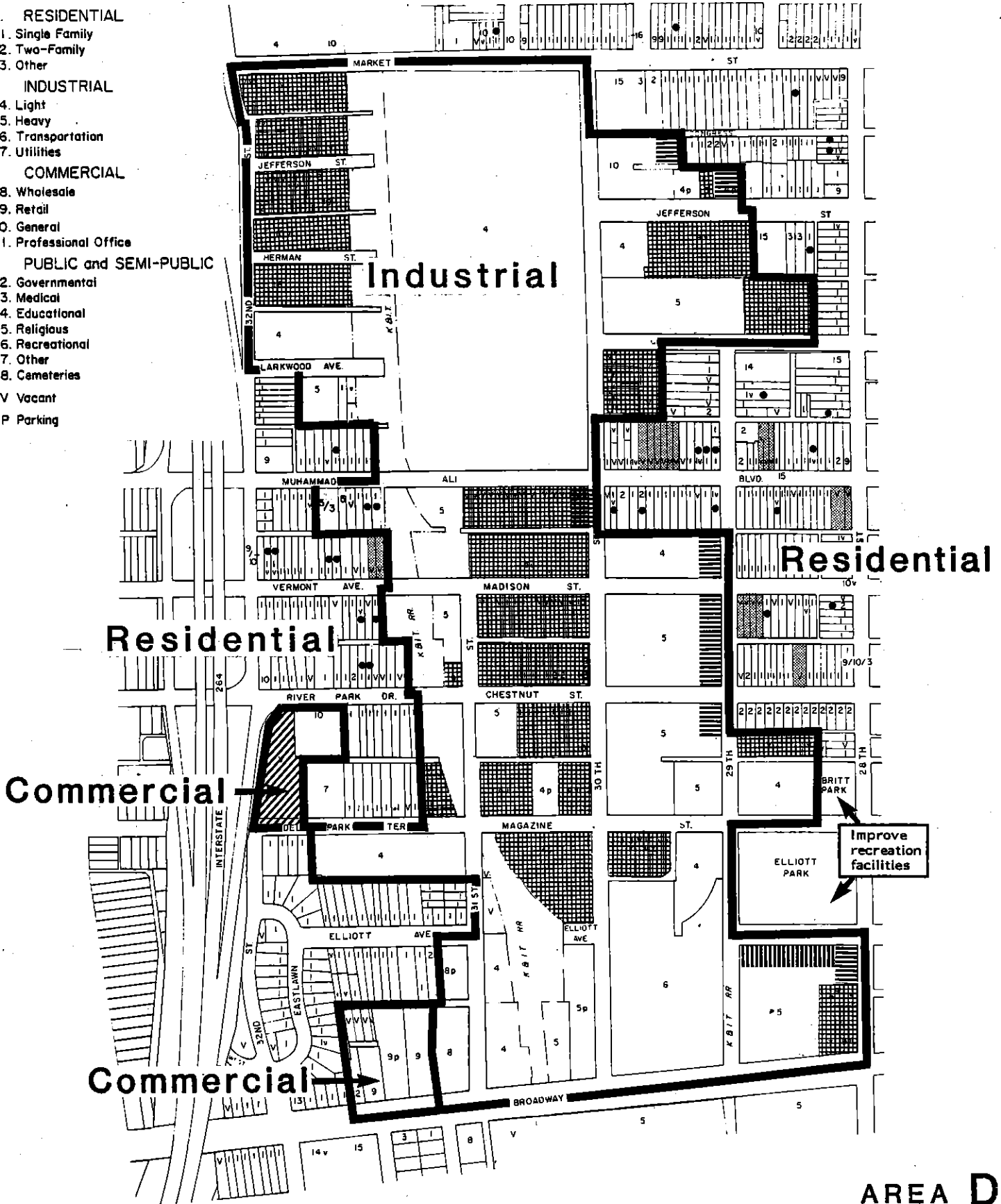


Industrial uses to be made compatible with
residential use



Provide screening and buffering

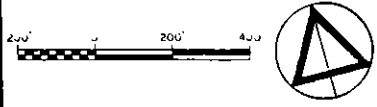
- RESIDENTIAL
- 1. Single Family
- 2. Two-Family
- 3. Other
- INDUSTRIAL
- 4. Light
- 5. Heavy
- 6. Transportation
- 7. Utilities
- COMMERCIAL
- 8. Wholesale
- 9. Retail
- 10. General
- 11. Professional Office
- PUBLIC and SEMI-PUBLIC
- 12. Governmental
- 13. Medical
- 14. Educational
- 15. Religious
- 16. Recreational
- 17. Other
- 18. Cemeteries
- V Vacant
- P Parking



AREA D

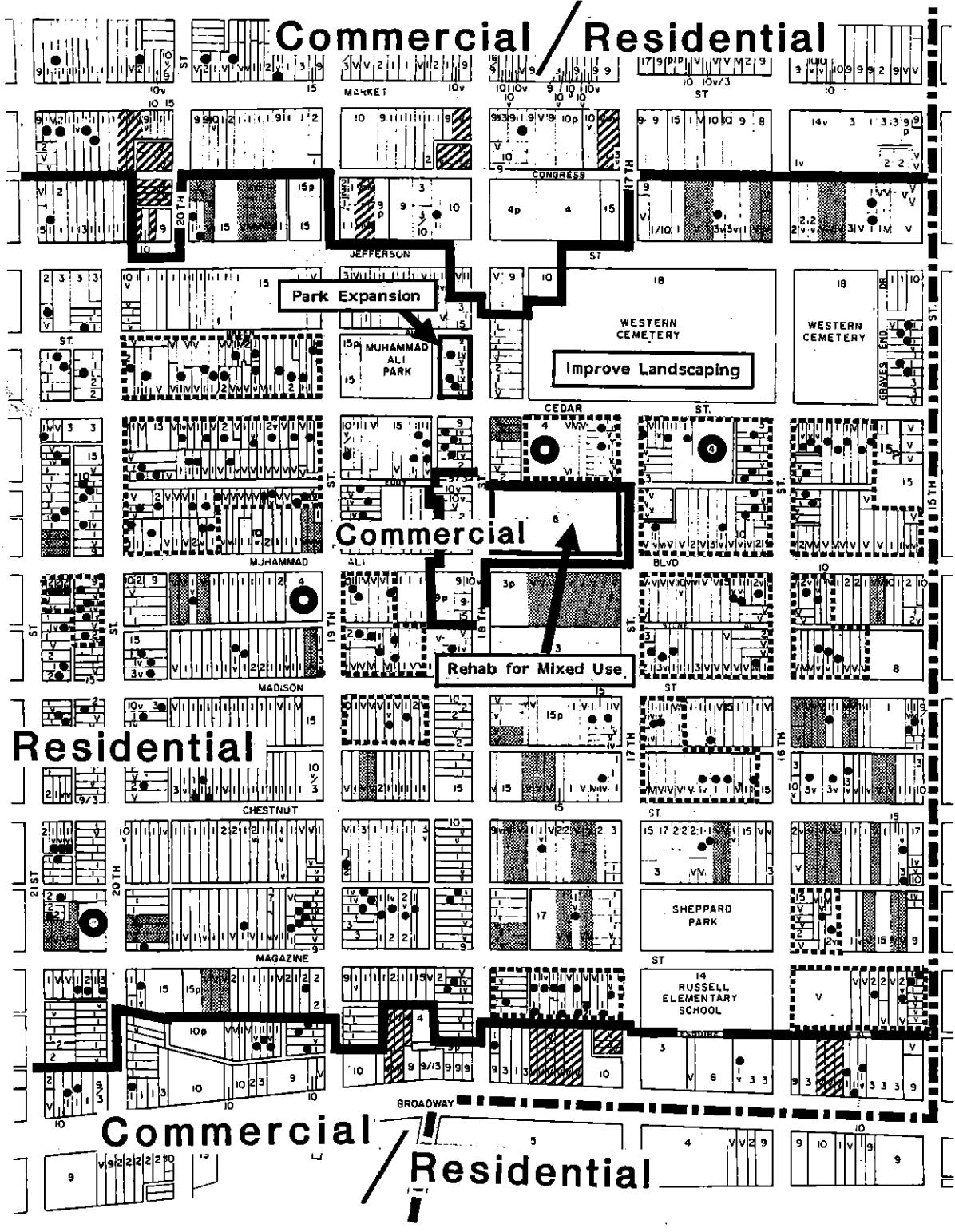
RUSSELL NEIGHBORHOOD

LAND USE RECOMMENDATIONS



LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION
FOR FISCAL COURT BUILDING, LOUISVILLE, KENTUCKY

Figure 8



AREA B

RUSSELL NEIGHBORHOOD
 LOUISVILLE AND JEFFERSON COUNTY
 PLANNING COMMISSION
500 FORMAL COURT BUILDING, LOUISVILLE, KENTUCKY

LAND USE RECOMMENDATIONS

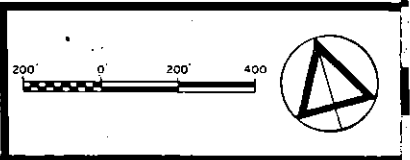
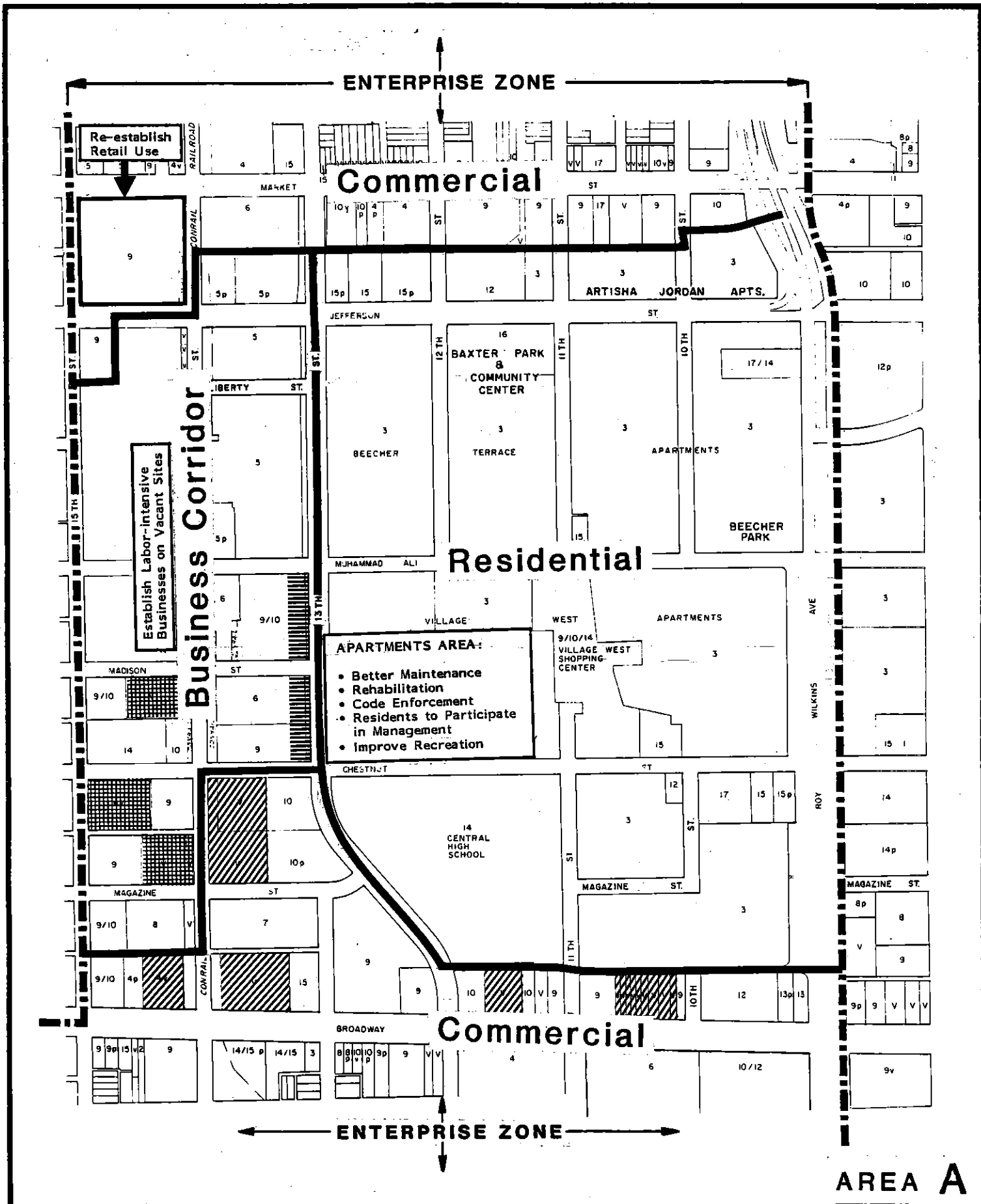


Figure 8



RUSSELL NEIGHBORHOOD

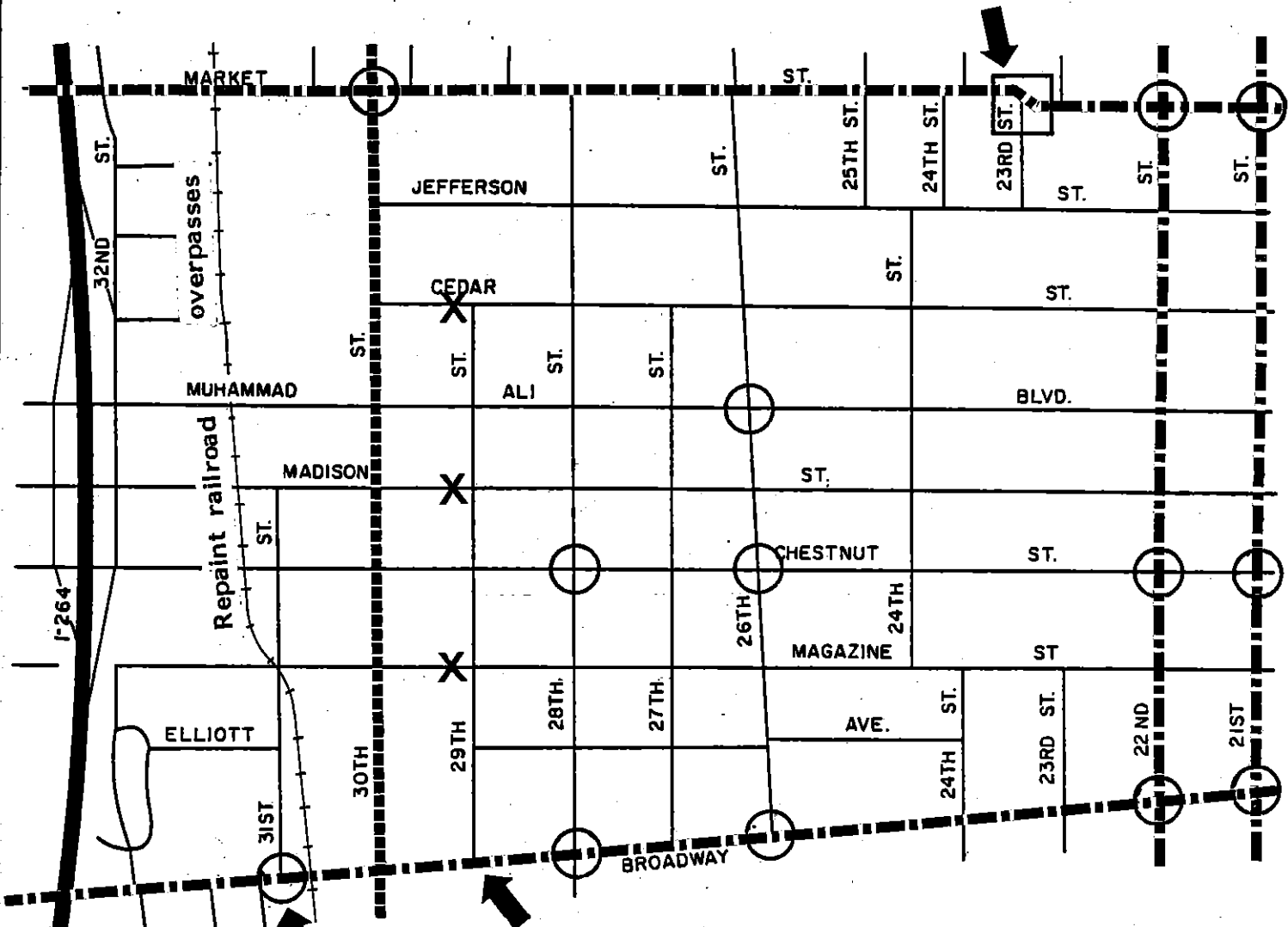
LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION
400 FISCAL COURT BUILDING, LEXINGTON, KENTUCKY

LAND USE RECOMMENDATIONS



Figure 8

- Improve lane markings;
- Prohibit left turns from northbound 23rd to westbound Market Street;
- Study other modifications



Remove Traffic Signal

Repair rough railroad crossing

Improve condition of alleys serving Market Street and Broadway corridors to meet businesses' access needs

RUSSELL NEIGHBORHOOD
 LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION
100 FEDERAL COURT BUILDING, LOUISVILLE, KY 40202

TRANSPORTATION RECOMMENDATIONS

Scale:
 1" = approx. 850'


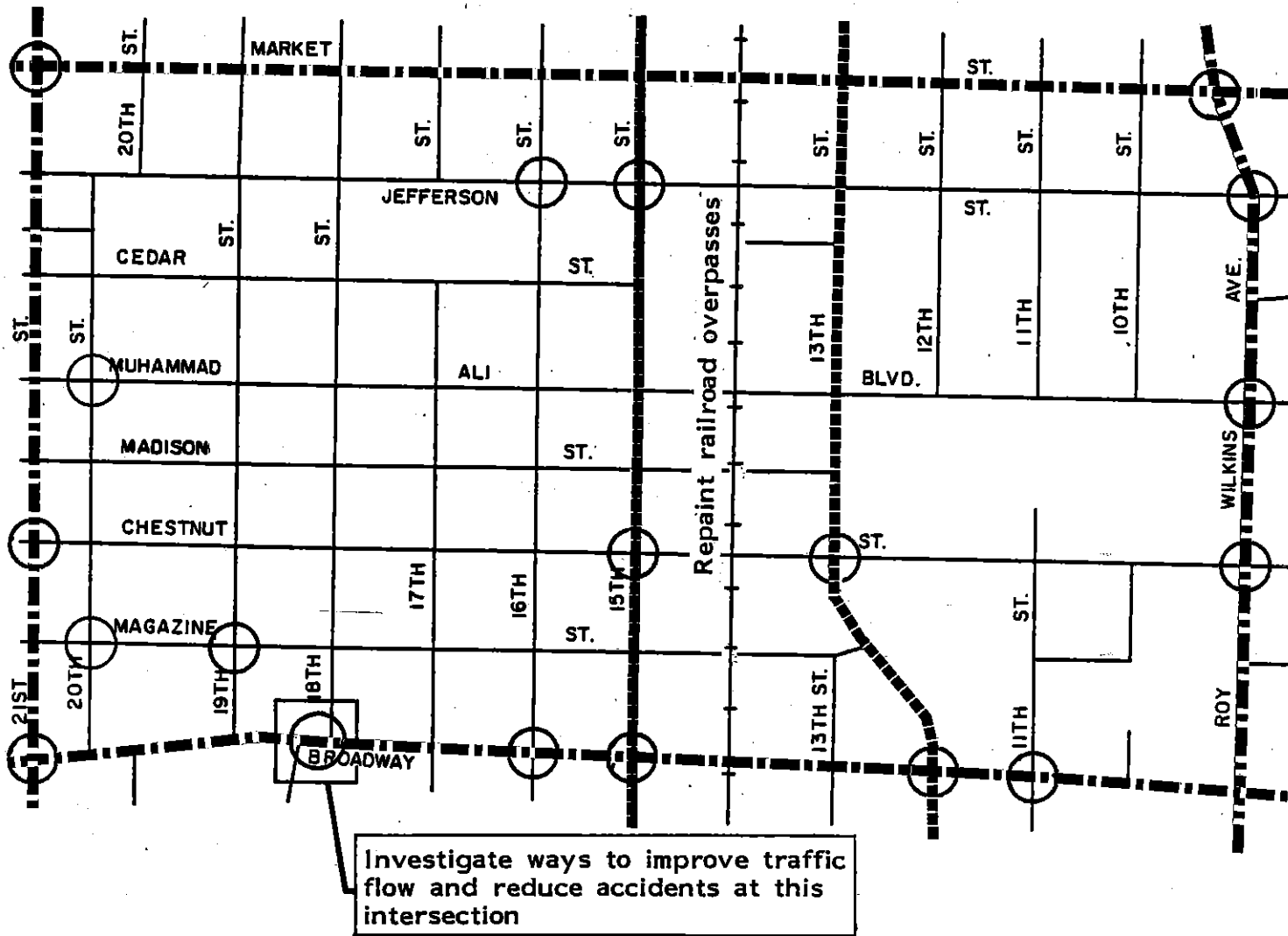


Figure 9



- Through Truck Routes
 - Industrial Access Routes
 - Improve Intersection To Lower Accident Levels
 - X Potential street closing site (dead end)
- (Other nonresidential and residential streets may be closed in conjunction with a major redevelopment project)

RUSSELL NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY
PLANNING COMMISSION

TRANSPORTATION RECOMMENDATIONS





Scale:
1" = approx. 850'



Figure 9

EXISTING ZONING and PROPOSED ZONING CHANGES

LEGEND

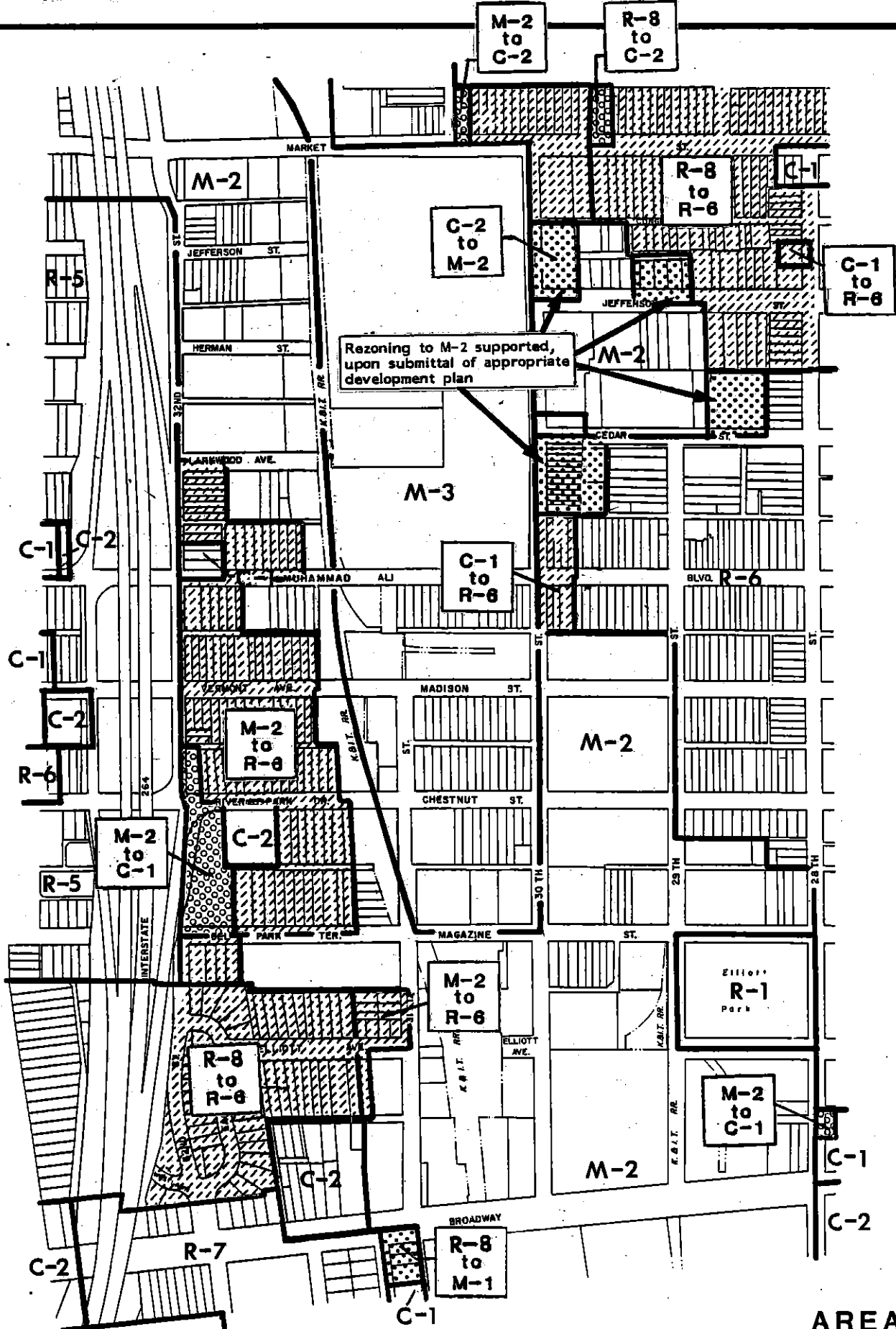
| | |
|---|-------------|
|  | EZ-1 |
|  | Industrial |
|  | Commercial |
|  | Residential |

Areas proposed for rezoning are shaded to indicate the proposed classification. The existing and proposed zoning districts are also given for each site (e.g., "M-2 to C-1"). Portions of the map not covered by one of the four patterns are recommended to retain their existing zoning.

Existing and Proposed Zoning Districts

| | | |
|-----------------------|------|-------------|
| Residential Districts | R-1 | Residential |
| | R-6 | Apartment |
| | R-7 | Apartment |
| | R-8 | Apartment |
| | R-8A | Apartment |
| | R-9 | Apartment |
| Commercial Districts | C-1 | Commercial |
| | C-2 | Commercial |
| | C-4 | Commercial |
| Industrial Districts | M-1 | Industrial |
| | M-2 | Industrial |
| | M-3 | Industrial |

Source: Louisville and Jefferson County Planning Commission, June, 1984.



AREA D

RUSSELL NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION
1000 FEDERAL BLDG, LOUISVILLE, KY 40202

EXISTING ZONING and PROPOSED ZONING CHANGES

August 1984

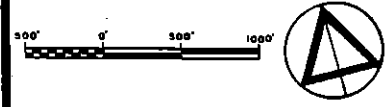
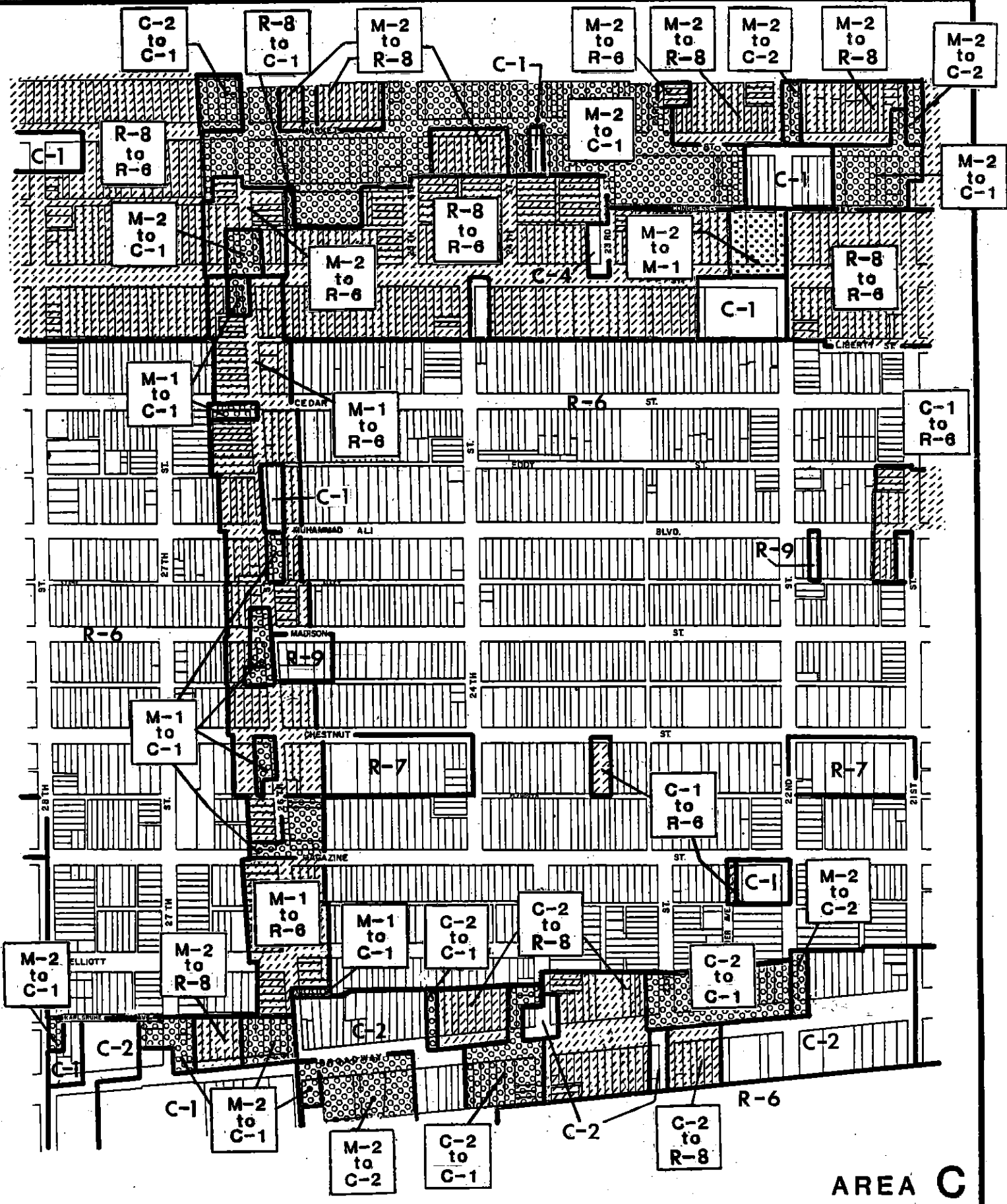


Figure 10

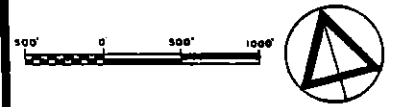


AREA C

RUSSELL NEIGHBORHOOD

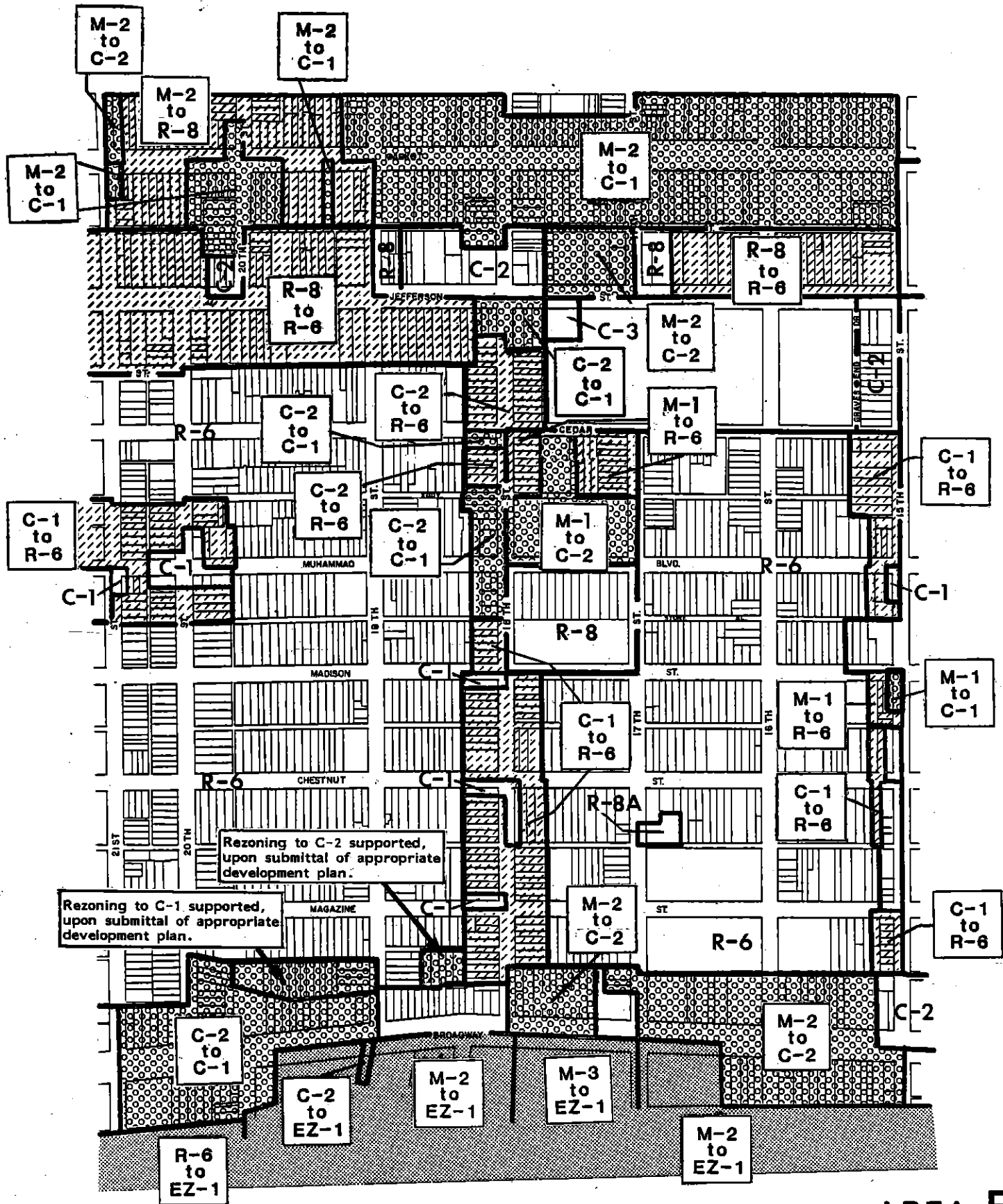
EXISTING ZONING and PROPOSED ZONING CHANGES

LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION
 AND PERAL STREET BUILDING, LOUISVILLE, KENTUCKY



August 1984

Figure 10



AREA B

RUSSELL NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION

EXISTING ZONING and PROPOSED ZONING CHANGES

August 1984

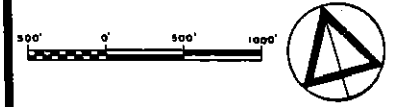
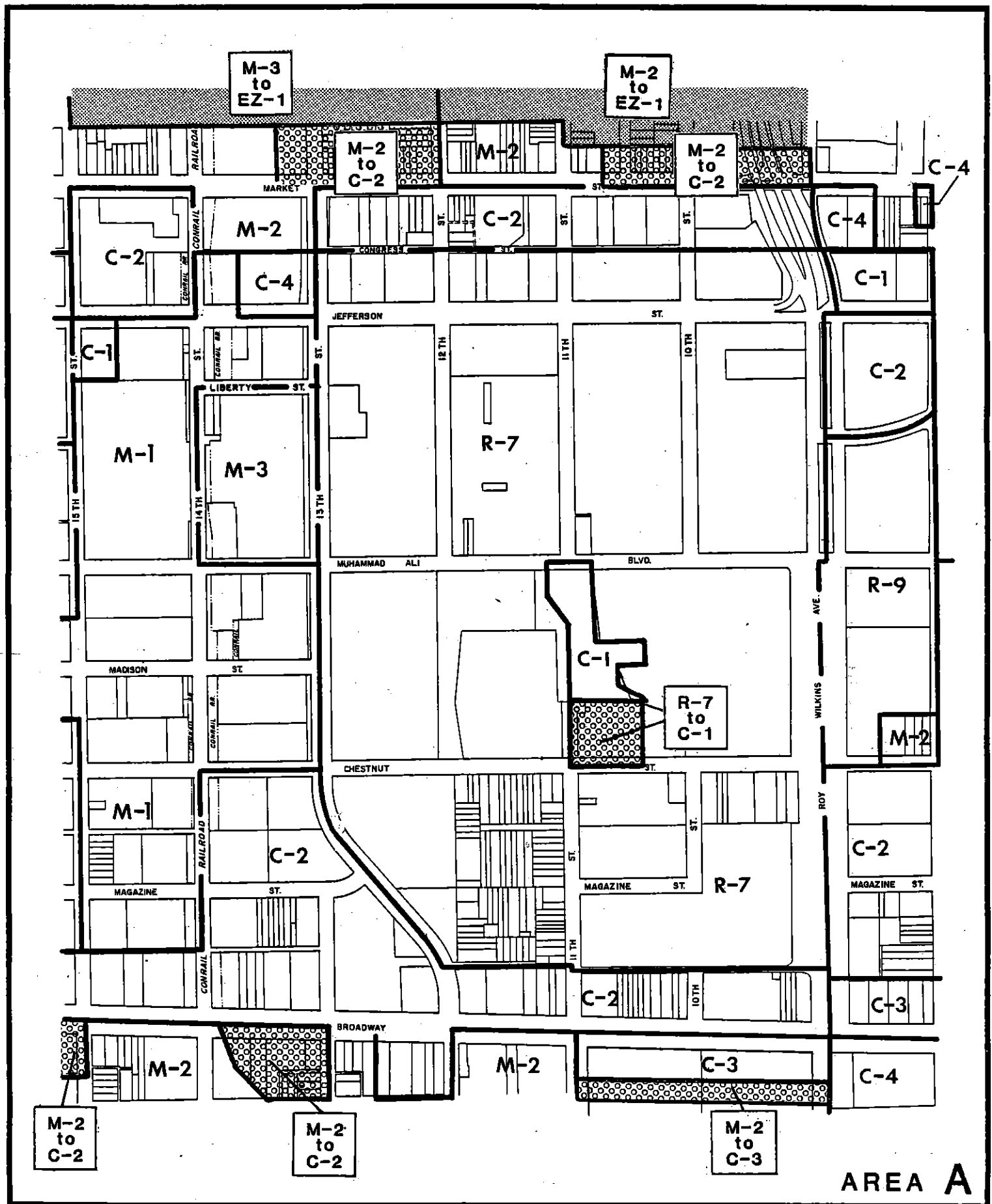


Figure 10



AREA A

RUSSELL NEIGHBORHOOD

LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION
300 FEDERAL BLDG BLDG, LOUISVILLE, KY 40202

EXISTING ZONING and PROPOSED ZONING CHANGES
 August 1984

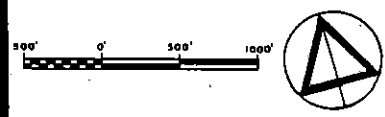


Figure 10

TABLE 1
POPULATION AND HOUSING CHANGE: RUSSELL 1950-1980

| | Total Population | | | | Total Dwelling Units | | | |
|------------------|------------------|---------|---------|---------|----------------------|---------|---------|---------|
| | 1950 | 1960 | 1970 | 1980 | 1950 | 1960 | 1970 | 1980 |
| 1980 | | | | | | | | |
| Census Tract | | | | | | | | |
| 6 (part) | 2,441 | 2,216 | 2,134 | 1,247 | 775 | 731 | 772 | 531 |
| 19 | 4,304 | 3,323 | 2,705 | 1,457 | 1,257 | 1,078 | 1,103 | 807 |
| 20 | 4,792 | 4,205 | 3,243 | 2,162 | 1,574 | 1,413 | 1,339 | 1,062 |
| West Russell | 11,537 | 9,744 | 8,082 | 4,866 | 3,606 | 3,222 | 3,214 | 2,400 |
| 10 year % change | -- | -15.5% | -17.1% | -39.8% | -- | -10.6% | -0.2% | -25.3% |
| 24 | 4,509 | 3,648 | 2,655 | 1,466 | 1,409 | 1,315 | 1,178 | 783 |
| 25 | 4,987 | 3,901 | 1,795 | 729 | 1,411 | 1,409 | 869 | 517 |
| 29 (part) | 1,097 | 720 | 107 | 292 | 361 | 337 | 57 | 127 |
| 30* | 8,175 | 5,534 | 2,227 | 3,941 | 2,517 | 2,054 | 894 | 1,489 |
| East Russell | 18,768 | 13,803 | 6,784 | 6,428 | 5,698 | 5,115 | 2,998 | 2,916 |
| 10 year % change | -- | -26.5% | -50.9% | -5.2% | -- | -10.2% | -41.4% | -2.7% |
| Russell Total | 30,305 | 23,547 | 14,866 | 11,294 | 9,304 | 8,337 | 6,212 | 5,316 |
| 10 year % change | -- | -22.3% | -36.9% | -24.0% | -- | -10.4% | -25.5% | -14.4% |
| Louisville** | 369,129 | 390,600 | 361,472 | 298,451 | 111,169 | 128,333 | 129,671 | 126,081 |
| 10 year % change | | 5.8% | -7.5% | -17.4% | -- | 15.4% | 1.0% | -2.8% |

*includes portions of CT 31 in 1950, 1960 and 1970

**does not correct for annexations

Source: U.S. Census 1950, 1960, 1970, 1980.

TABLE 2

AGE AND RACE PROFILE 1950 - 1980 RUSSELL

| 1980 Tract Boundaries | Persons Age 18 or under | | Persons Age 65 and over | | Total Population | Non-White | | Dependency Ratio |
|-------------------------------|----------------------------|------|----------------------------|------|---------------------|-----------|------|---------------------|
| | # | % | # | % | | # | % | |
| Census Tract 6 (part) | | | | | | | | |
| 1950 | 698 | 28.6 | 204 | 8.4 | 2,441 | 152 | 13.8 | 36.95 |
| 1960 | 749 | 21.6 | 252 | 11.4 | 2,216 | 519 | 23.4 | 45.17 |
| 1970 | 864 | 40.5 | 216 | 10.1 | 2,134 | 1,644 | 77.0 | 50.61 |
| 1980 | 430 | 34.5 | 138 | 11.1 | 1,247 | 1,011 | 81.1 | 45.55 |
| Census Tract 19 | | | | | | | | |
| 1950 | 1,088 | 25.3 | 421 | 9.8 | 4,304 | 3,159 | 73.4 | 35.06 |
| 1960 | 1,060 | 31.9 | 415 | 12.5 | 3,323 | 2,886 | 86.9 | 44.39 |
| 1970 | 882 | 32.6 | 511 | 18.9 | 2,705 | 2,596 | 96.0 | 51.50 |
| 1980 | 354 | 24.3 | 354 | 24.3 | 1,457 | 1,368 | 93.9 | 48.59 |
| Census Tract 20 | | | | | | | | |
| 1950 | 1,226 | 25.6 | 356 | 7.4 | 4,792 | 2,380 | 49.7 | 33.01 |
| 1960 | 1,354 | 32.2 | 449 | 10.7 | 4,205 | 3,445 | 81.9 | 42.88 |
| 1970 | 1,009 | 31.1 | 514 | 15.8 | 3,243 | 3,024 | 93.3 | 46.96 |
| 1980 | 563 | 26.0 | 453 | 21.0 | 2,162 | 2,009 | 92.9 | 46.99 |
| West Russell Total | | | | | | | | |
| 1950 | 3,012 | 26.1 | 981 | 8.5 | 11,537 | 5,961 | 49.3 | 34.61 |
| 1960 | 3,163 | 32.5 | 1,116 | 11.5 | 9,744 | 6,850 | 70.3 | 43.91 |
| 1970 | 2,755 | 34.1 | 1,241 | 15.4 | 8,082 | 7,264 | 89.9 | 49.44 |
| 1980 | 1,347 | 27.7 | 945 | 19.4 | 4,866 | 4,388 | 90.2 | 47.10 |
| Census Tract 24 | | | | | | | | |
| 1950 | 1,095 | 24.3 | 391 | 8.7 | 4,509 | 3,656 | 81.1 | 32.96 |
| 1960 | 1,173 | 32.2 | 413 | 11.3 | 3,648 | 3,311 | 90.8 | 43.48 |
| 1970 | 786 | 29.6 | 471 | 17.7 | 2,655 | 2,487 | 93.7 | 47.34 |
| 1980 | 410 | 28.0 | 311 | 21.2 | 1,466 | 1,347 | 91.9 | 49.18 |
| Census Tract 25 | | | | | | | | |
| 1950 | 1,350 | 27.1 | 366 | 7.3 | 4,987 | 3,997 | 80.2 | 34.41 |
| 1960 | 1,242 | 31.8 | 460 | 11.8 | 3,901 | 3,467 | 88.9 | 43.63 |
| 1970 | 494 | 27.5 | 331 | 18.4 | 1,795 | 1,680 | 93.6 | 45.96 |
| 1980 | 156 | 21.4 | 182 | 25.0 | 729 | 649 | 89.0 | 46.36 |
| Census Tract 29 (part) | | | | | | | | |
| 1950 | 385 | 35.1 | 79 | 7.2 | 1,097 | 262 | 23.9 | 42.30 |
| 1960 | 254 | 35.3 | 60 | 8.3 | 720 | 303 | 42.0 | 43.61 |
| 1970 | 28 | 26.2 | 22 | 20.6 | 107 | 87 | 81.3 | 46.73 |
| 1980 | 86 | 29.5 | 61 | 20.9 | 292 | 290 | 99.3 | 50.34 |
| Census Tract 30* | | | | | | | | |
| 1950 | 2,384 | 29.2 | 634 | 7.9 | 8,175 | 7,562 | 92.5 | 36.92 |
| 1960 | 1,822 | 32.9 | 899 | 16.2 | 5,534 | 5,257 | 95.0 | 49.17 |
| 1970 | 825 | 37.0 | 560 | 25.1 | 2,227 | 2,029 | 91.1 | 62.19 |
| 1980 | 1,962 | 49.8 | 293 | 7.4 | 3,941 | 3,895 | 98.8 | 57.22 |
| East Russell Total | | | | | | | | |
| 1950 | 5,214 | 27.8 | 1,470 | 7.8 | 18,768 | 15,477 | 82.5 | 35.61 |
| 1960 | 4,491 | 32.5 | 1,832 | 13.3 | 13,803 | 12,338 | 89.4 | 45.81 |
| 1970 | 2,133 | 31.4 | 1,384 | 20.4 | 6,784 | 6,283 | 92.6 | 51.84 |
| 1980 | 2,614 | 40.7 | 847 | 13.2 | 6,428 | 6,181 | 96.2 | 53.84 |

TABLE 2 (con't)

| 1980 Tract Boundaries | Persons Age 18 or under | | Persons Age 65 and over | | Total Population | Non-White | | Dependency Ratio |
|-----------------------------------|----------------------------|------|----------------------------|------|---------------------|-----------|------|---------------------|
| | # | % | # | % | | # | % | |
| Russell Neighborhood Total | | | | | | | | |
| 1950 | 8,226 | 27.1 | 2,451 | 8.1 | 30,305 | 21,168 | 69.9 | 35.23 |
| 1960 | 7,654 | 32.5 | 2,948 | 12.5 | 23,547 | 19,188 | 81.5 | 45.02 |
| 1970 | 4,888 | 32.9 | 2,625 | 17.7 | 14,866 | 13,547 | 91.1 | 50.54 |
| 1980 | 3,961 | 35.1 | 1,792 | 15.9 | 11,294 | 10,569 | 93.6 | 50.94 |
| Louisville Totals | | | | | | | | |
| 1950 | 107,798 | 29.2 | 30,499 | 8.3 | 369,129 | 57,772 | 15.7 | 37.46 |
| 1960 | 137,527 | 35.2 | 40,103 | 10.3 | 390,600 | 70,449 | 18.0 | 45.48 |
| 1970 | 121,822 | 33.7 | 44,606 | 12.2 | 361,472 | 86,961 | 24.1 | 46.04 |
| 1980 | 74,672 | 25.0 | 44,550 | 15.3 | 298,451 | 86,349 | 28.9 | 39.95 |

Note: 1980 Census Tract boundaries were used for definition. Shifts in census tract boundaries during the past 30 years were adjusted to reflect population within these areas only.

*Contained part of CT 31 in 1950, 60, 70.

Sources: Census of Population and Housing 1950, 1960, 1970, 1980.
Census Tracts and Census Block Statistics.

TABLE 3

EMPLOYMENT AND INCOME, 1960 - 1980, RUSSELL NEIGHBORHOOD

| 1980 Census Tract Indicator | Year = | 6 (part) | | | | | | 19 | | | | | | 20 | | | | | |
|--|--------|----------|------|---------|------|----------|------|---------|------|---------|------|----------|------|---------|------|---------|------|----------|------|
| | | 1960 | | 1970 | | 1980 | | 1960 | | 1970 | | 1980 | | 1960 | 1970 | 1980 | | | |
| | | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | | |
| Percent Unemployed | | 9.3 | | 5.5 | | 23.0 | | 6.2 | | 5.0 | | 18.2 | | 4.3 | | 3.3 | | 20.1 | |
| Labor Force Participation Rate | | 82.8 | 41.5 | 72.3 | 51.8 | 71.3 | 51.4 | 77.1 | 43.8 | 60.2 | 37.5 | 42.6 | 39.9 | 70.6 | 29.4 | 67.0 | 48.3 | 55.8 | 43.3 |
| Labor Force Participation Rate | | 60.0 | | 61.0 | | 60.2 | | 58.6 | | 47.2 | | 41.2 | | 46.3 | | 56.3 | | 49.0 | |
| % White Collar Workers | | 32.0 | | 23.2 | | 31.2 | | 17.6 | | 20.0 | | 35.4 | | 15.2 | | 18.1 | | 28.4 | |
| % Blue Collar Workers | | 52.6 | | 45.6 | | 53.2 | | 43.0 | | 38.9 | | 28.2 | | 45.1 | | 33.0 | | 35.9 | |
| % Service Workers | | 15.2 | | 31.3 | | 24.3 | | 39.3 | | 40.6 | | 36.4 | | 39.5 | | 48.9 | | 35.7 | |
| Mean Family Income | | -- | | \$7,169 | | \$14,494 | | -- | | \$5,400 | | \$10,647 | | -- | | \$5,743 | | \$12,911 | |
| Median Family Income | | \$4,970 | | \$6,929 | | \$13,074 | | \$3,379 | | \$4,269 | | \$ 8,750 | | \$3,816 | | \$5,067 | | \$ 9,131 | |
| Mean Unrelated Indiv. Inc. | | -- | | \$2,568 | | \$ 5,384 | | -- | | \$2,451 | | \$ 4,735 | | -- | | \$2,309 | | \$ 4,402 | |
| Median Unrelated Indiv. Inc. | | -- | | \$2,076 | | \$ 4,288 | | -- | | \$1,697 | | \$ 3,906 | | -- | | \$1,672 | | \$ 3,365 | |
| Median Income of All Families Families and Unrelated Individuals | | \$4,409 | | \$5,265 | | \$10,346 | | \$2,856 | | \$2,762 | | \$ 7,118 | | \$2,893 | | \$3,791 | | \$ 6,420 | |
| Per Capita Income | | -- | | \$1,982 | | \$ 3,928 | | -- | | \$1,626 | | \$ 3,450 | | -- | | \$1,752 | | \$ 3,856 | |
| Persons Age 25 and over % High School Graduates | | 26.4 | | 31.6 | | 44.8 | | 24.0 | | 30.7 | | 42.3 | | 24.3 | | 25.4 | | 39.6 | |
| Persons Age 25 and over % Not High School Graduates | | 73.6 | | 68.4 | | 55.2 | | 76.0 | | 69.3 | | 57.7 | | 75.7 | | 74.6 | | 60.4 | |
| Median School Years Completed | | 9.0 | | 9.7 | | -- | | 8.7 | | 9.8 | | -- | | 8.7 | | 9.4 | | -- | |
| Percent of Households Below Poverty Level | | -- | | 28.6 | | 37.0 | | -- | | 42.3 | | 48.1 | | -- | | 38.3 | | 55.2 | |

TABLE 3 (con't)

EMPLOYMENT AND INCOME, 1960 - 1980, RUSSELL NEIGHBORHOOD

| 1980 Census Tract | West Russell Total (Population Weighted Average) | | | | | | | | | | | | | | | | | | | |
|--|--|------|---------|------|----------|------|---------|------|---------|------|---------|------|---------|------|---------|------|---------|------|------|---|
| | Year = | | 1960 | | 1970 | | 1980 | | 24 | | 25 | | | | | | | | | |
| Indicator | | | | | | | | | | | | | | | | | | | | |
| Percent Unemployed | | | 6.1 | | 4.4 | | 20.3 | | 9.7 | | 11.4 | | 11.1 | | 14.7 | | 10.5 | | 23.6 | |
| Labor Force Participation Rate | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F |
| | 75.6 | 37.1 | 66.1 | 45.6 | 55.8 | 44.4 | 67.0 | 44.7 | 62.6 | 38.2 | 47.7 | 36.5 | 74.5 | 44.2 | 60.7 | 44.5 | 47.3 | 31.0 | | |
| Labor Force Participation Rate | 53.6 | | 54.5 | | 49.5 | | 54.6 | | 49.1 | | 41.6 | | 58.3 | | 52.0 | | 39.0 | | | |
| % White Collar Workers | 19.8 | | 20.1 | | 31.2 | | 13.8 | | 12.6 | | 23.9 | | 10.8 | | 15.9 | | 35.8 | | | |
| % Blue Collar Workers | 46.1 | | 38.3 | | 38.0 | | 38.4 | | 42.6 | | 31.4 | | 39.9 | | 36.4 | | 22.6 | | | |
| % Service Workers | 33.9 | | 41.5 | | 33.0 | | 47.7 | | 44.9 | | 44.7 | | 49.2 | | 47.6 | | 40.3 | | | |
| Mean Family Income | -- | | \$6,005 | | \$12,639 | | -- | | \$5,220 | | \$9,192 | | -- | | \$4,389 | | \$9,850 | | | |
| Median Family Income | \$3,929 | | \$5,292 | | \$10,027 | | \$3,408 | | \$4,677 | | \$8,080 | | \$3,254 | | \$3,729 | | \$8,314 | | | |
| Mean Unrelated Indiv. Inc. | -- | | \$2,425 | | \$ 4,753 | | -- | | \$3,168 | | \$3,953 | | -- | | \$2,033 | | \$4,236 | | | |
| Median Unrelated Indiv. Inc. | -- | | \$1,787 | | \$ 3,764 | | -- | | \$1,924 | | \$3,067 | | -- | | \$1,538 | | \$2,854 | | | |
| Median Income of All Families Families and Unrelated Individuals | \$3,225 | | \$3,836 | | \$ 7,635 | | \$2,165 | | \$3,173 | | \$5,981 | | \$2,305 | | \$2,140 | | \$4,825 | | | |
| Per Capita Income | -- | | \$1,771 | | \$ 3,753 | | -- | | \$1,855 | | \$3,470 | | -- | | \$1,520 | | \$3,080 | | | |
| Persons Age 25 and over % High School Graduates | 24.7 | | 28.8 | | 41.7 | | 16.3 | | 17.9 | | 28.0 | | 14.9 | | 18.3 | | 34.5 | | | |
| Persons Age 25 and over % Not High School Graduates | 75.3 | | 70.2 | | 58.3 | | 83.7 | | 82.1 | | 72.0 | | 85.1 | | 81.7 | | 65.5 | | | |
| Median School Years Completed | 8.8 | | 9.6 | | -- | | 8.4 | | 8.7 | | -- | | 8.3 | | 8.6 | | -- | | | |
| Percent of Households Below Poverty Level | -- | | 37.1 | | 48.4 | | -- | | 40.7 | | 63.3 | | -- | | 49.5 | | 55.3 | | | |

TABLE 3 (con't)

EMPLOYMENT AND INCOME, 1960 - 1980, RUSSELL NEIGHBORHOOD

| Indicator | Year = | 29 | | | | | | 30* | | | | | | East Russell Total (Population Weighted Average) | | | | | |
|---|--------|---------|------|---------|------|----------|------|---------|------|---------|------|---------|------|--|------|---------|------|---------|------|
| | | 1960 | | 1970 | | 1980 | | 1960 | | 1970 | | 1980 | | 1960 | | 1970 | | 1980 | |
| Percent Unemployed | | 8.0 | | 13.4 | | 20.7 | | 13.9 | | 7.4 | | 31.3 | | 12.6 | | 9.5 | | 25.3 | |
| | | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F |
| Labor Force Participation Rate | | 67.2 | 32.8 | 62.3 | 38.3 | 58.8 | 38.4 | 52.7 | 32.4 | 28.3 | 30.6 | 50.8 | 47.0 | 63.8 | 38.7 | 51.8 | 37.3 | 50.1 | 42.4 |
| Labor Force Participation Rate | | 51.6 | | 46.6 | | 45.1 | | 41.6 | | 29.9 | | 48.1 | | 50.3 | | 43.9 | | 45.4 | |
| % White Collar Workers | | 15.8 | | 53.5 | | 47.8 | | 7.9 | | 17.7 | | 35.8 | | 11.2 | | 15.1 | | 33.6 | |
| % Blue Collar Workers | | 51.1 | | 40.9 | | 26.1 | | 33.6 | | 32.2 | | 18.9 | | 38.0 | | 38.8 | | 22.5 | |
| % Service Workers | | 32.9 | | 5.6 | | 26.1 | | 58.3 | | 50.1 | | 45.3 | | 50.7 | | 46.1 | | 43.7 | |
| Mean Family Income | | -- | | \$3,320 | | \$11,894 | | -- | | \$2,997 | | \$5,630 | | -- | | \$4,266 | | \$7,206 | |
| Median Family Income | | \$2,669 | | \$2,750 | | \$ 7,500 | | \$1,932 | | \$2,356 | | \$3,968 | | \$2,768 | | \$3,681 | | \$5,559 | |
| Mean Unrelated Indiv. Inc. | | -- | | \$3,149 | | \$ 4,631 | | -- | | \$1,333 | | \$3,772 | | -- | | \$2,297 | | \$3,905 | |
| Median Unrelated Indiv. Inc. | | -- | | \$2,417 | | \$ 3,167 | | -- | | \$1,335 | | \$2,737 | | -- | | \$1,638 | | \$2,845 | |
| Median Income of All Families and Unrelated Individuals | | \$1,958 | | \$2,667 | | \$6,193 | | \$1,513 | | \$1,660 | | \$3,718 | | \$1,940 | | \$2,449 | | \$4,472 | |
| Per Capita Income | | -- | | \$1,129 | | \$3,779 | | -- | | \$850 | | \$1,938 | | -- | | \$1,455 | | \$2,501 | |
| Persons Age 25 and over % High School Graduates | | 12.3 | | 9.0 | | 60.0 | | 13.4 | | 16.6 | | 42.8 | | 14.5 | | 17.0 | | 39.3 | |
| Persons Age 25 and over % Not High School Graduates | | 87.7 | | 91.0 | | 40.0 | | 86.6 | | 83.4 | | 57.2 | | 85.5 | | 83.0 | | 60.7 | |
| Median School Years Completed | | 8.2 | | 7.8 | | -- | | 8.2 | | 8.3 | | -- | | 8.2 | | 8.5 | | -- | |
| Percent of Households Below Poverty Level | | -- | | 57.8 | | 48.9 | | -- | | 72.9 | | 70.9 | | -- | | 52.0 | | 66.4 | |

*[... not i... le CI... ta (1960 1970) ... was ... ed w... T30 ... ther ... ts in ...]. E... is in... ed at ... end ... is t...
 (--) = Not Available

TABLE 3 (con't)

EMPLOYMENT AND INCOME, 1960 - 1980, RUSSELL NEIGHBORHOOD

| 1980 Census Tract Indicator | Year = | Russell Total (Population Weighted Average) | | | | | | Louisville (1970 Census Tract 31) | | | | | | (1960 & 1970 only) 1980 (Not a Cen- sus Tract in 1980) | | | | |
|--|--------|--|------|---------|------|---------|------|--------------------------------------|------|---------|------|----------|------|---|------|---------|------|--|
| | | 1960 | | 1970 | | 1980 | | 1960 | | 1970 | | 1980 | | | | | | |
| Percent Unemployed | | 9.9 | | 6.7 | | 23.1 | | 6.2 | | 4.6 | | 9.9 | | 12.0 | | 0.0 | | |
| Labor Force Participation Rate | | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | |
| | | 68.7 | 38.0 | 59.6 | 41.8 | 52.6 | 43.3 | 79.0 | 36.8 | 74.5 | 43.3 | 68.5 | 48.1 | 59.6 | 27.2 | 47.1 | 29.6 | |
| Labor Force Participation Rate | | 51.7 | | 49.7 | | 47.2 | | 56.2 | | 57.1 | | 57.2 | | 42.4 | | 37.3 | | |
| % White Collar Workers | | 14.8 | | 17.8 | | 32.6 | | 40.1 | | 44.9 | | 51.8 | | 16.1 | | 5.0 | | |
| % Blue Collar Workers | | 41.4 | | 38.5 | | 29.2 | | 38.5 | | 39.7 | | 30.7 | | 41.7 | | 56.4 | | |
| % Service Workers | | 43.7 | | 43.6 | | 39.1 | | 13.3 | | 15.4 | | 17.5 | | 42.0 | | 38.6 | | |
| Mean Family Income | | -- | | \$5,211 | | \$9,547 | | -- | | \$9,980 | | \$19,061 | | -- | | \$3,468 | | |
| Median Family Income | | \$3,248 | | \$4,557 | | \$7,484 | | \$5,280 | | \$8,564 | | \$15,981 | | \$2,517 | | \$3,227 | | |
| Mean Unrelated Indiv. Inc. | | -- | | \$2,367 | | \$4,270 | | -- | | \$3,817 | | \$ 7,820 | | -- | | \$1,924 | | |
| Median Unrelated Indiv. Inc. | | -- | | \$1,719 | | \$3,241 | | -- | | \$2,713 | | \$5,928 | | -- | | \$1,375 | | |
| Median Income of All Families Families and Unrelated Individuals | | \$2,472 | | \$3,203 | | \$5,835 | | \$4,454 | | \$6,614 | | \$12,274 | | \$1,649 | | \$2,655 | | |
| Per Capita Income | | -- | | \$1,627 | | \$3,040 | | -- | | \$2,968 | | \$ 6,190 | | -- | | \$1,414 | | |
| Persons Age 25 and over % High School Graduates | | 18.7 | | 23.4 | | 40.3 | | 32.1 | | 40.9 | | 55.5 | | 12.3 | | 8.6 | | |
| Persons Age 25 and over % Not High School Graduates | | 81.3 | | 76.0 | | 59.7 | | 67.9 | | 59.1 | | 44.5 | | 87.7 | | 91.4 | | |
| Median School Years Completed | | 8.4 | | 9.1 | | -- | | 9.3 | | 10.7 | | -- | | 6.8 | | 8.7 | | |
| Percent of Households Below Poverty Level | | -- | | 43.9 | | 58.6 | | -- | | 18.4 | | 23.1 | | -- | | 37.8 | | |

(--)= Not Available

TABLE 4

RUSSELL NEIGHBORHOOD EMPLOYMENT BY SIC CATEGORY
 (1973 data: Tract totals include areas outside Russell)

| Census Tract SIC Grouping | 6 | 19 | 20 | 24 | 25 | 29 | 30 | Russell Total |
|--|-------|-----|-----|-----|-----|-------|--------|------------------|
| 1 Construction | 52 | -- | -- | -- | 43 | 138 | -- | 233 |
| 2-3 Manufacturing | 2,392 | -- | -- | 30 | -- | 1,351 | 6,345* | 10,118* |
| 4 Transportation/Communication/ Utilities | 308 | -- | 114 | -- | 14 | 63 | 31 | 530 |
| 50 Wholesale Trade | 146 | 28 | 73 | 60 | 186 | 316 | 52 | 861 |
| 51-59 Retail Trade | 141 | 22 | 34 | 118 | 210 | 168 | 70 | 763 |
| 6 Finance, Insurance and Real Estate | 9 | -- | 4 | -- | -- | 15 | -- | 28 |
| 7-9 Services | 411 | 140 | 57 | 8 | 142 | 581 | 392 | 1,731 |
| 1-9 All Groupings | 3,459 | 190 | 282 | 216 | 595 | 2,632 | 6,890* | 14,264* |

*Includes International Harvester's downtown plant (that closed during 1973) with 6,023 employees. Excluding these employees gives a total manufacturing employment of 4,095 persons and total employment of 8,241 persons for Russell in 1973.

Source: Bureau of Manpower Services - printout.

TABLE 5
DETAILED MANUFACTURING EMPLOYMENT BY SIC CATEGORY
(1973 data: Tract totals include areas outside Russell)

| Census Tract SIC | Category | 6 | 24 | 29 | 30 | Total |
|---------------------|-------------------------|-------|----|-------|--------|---------|
| 20 | Food and Kindred | 59 | -- | 90 | -- | 149 |
| 21 | Tobacco | 1,456 | -- | -- | -- | 1,456 |
| 23 | Apparel | 189 | -- | 144 | -- | 333 |
| 24 | Lumber and Wood | -- | -- | 27 | -- | 27 |
| 26 | Paper and Allied | 102 | -- | 19 | -- | 121 |
| 27 | Printing and Publishing | -- | 11 | 600 | -- | 611 |
| 28 | Chemicals and Allied | 14 | -- | 110 | 250 | 374 |
| 30 | Rubber and Plastics | 480 | -- | -- | -- | 480 |
| 32 | Stone, Clay and Glass | -- | -- | 15 | -- | 15 |
| 33 | Primary Metals | -- | -- | 48 | -- | 48 |
| 34 | Fabricated Metals | -- | -- | 152 | -- | 152 |
| 35 | Machinery, Nonelectric | 28 | -- | 46 | 6,066* | 6,140* |
| 36 | Electric Machinery | -- | -- | 74 | -- | 74 |
| 39 | Miscellaneous Mfg. | 64 | 19 | 26 | 29 | 138 |
| (20-39) | Total MFG. | 2,392 | 30 | 1,351 | 6,345* | 10,118* |

(Note: Census Tracts without manufacturing employment in 1973 are not shown.)

*Includes 6,023 workers at International Harvester's plant that closed in 1973.

Source: Bureau of Manpower Services - printout.

TABLE 6
CRIME RATES PER 1000 PERSONS

RUSSELL CENSUS TRACTS (1974 and 1981)

Census Tract

| | Homicides | Rapes | Robberies | Assaults | Burglaries | Larcenies | Vehicle Theft | Arson | Major Crime Total |
|-----------|-----------|-------|-----------|----------|------------|-----------|---------------|-------|-------------------|
| 6 | | | | | | | | | |
| 1974 | .9 | .3 | 7.4 | 2.4 | 41.1 | 36.3 | N.A. | N.A. | 88.8 |
| 1981 | 0 | 0 | 12.1 | 6.7 | 40.4 | 50.4 | 7.1 | 4.2 | 134.1 |
| 19 | | | | | | | | | |
| 1974 | .4 | 0 | 7.4 | 4.1 | 23.7 | 21.4 | N.A. | N.A. | 56.9 |
| 1981 | 1.4 | .7 | 17.2 | 2.8 | 43.9 | 36.4 | 5.5 | 4.8 | 117.4 |
| 20 | | | | | | | | | |
| 1974 | 1.2 | .9 | 6.8 | 4.3 | 23.7 | 19.1 | N.A. | N.A. | 19.1 |
| 1981 | 1.4 | 0 | 16.7 | 3.7 | 20.8 | 24.5 | 9.3 | 0 | 85.6 |
| 24 | | | | | | | | | |
| 1974 | 1.5 | .8 | 10.6 | 7.2 | 24.9 | 22.6 | N.A. | N.A. | 67.4 |
| 1981 | 0 | 0 | 30.7 | 10.2 | 61.4 | 37.5 | 8.2 | 4.1 | 158.3 |
| 25 | | | | | | | | | |
| 1974 | 2.8 | .6 | 18.9 | 9.5 | 36.2 | 72.4 | N.A. | N.A. | 140.9 |
| 1981 | 0 | 1.4 | 43.9 | 15.1 | 90.5 | 89.2 | 15.1 | 2.8 | 274.3 |
| 29 | | | | | | | | | |
| 1974 | 3.5 | 0 | 24.7 | 14.1 | 109.5 | 190.8 | N.A. | N.A. | 342.8 |
| 1981 | 0 | 0 | 18.8 | 6.3 | 96.9 | 396.9 | 34.4 | 0 | 612.5 |
| 30 | | | | | | | | | |
| 1974 | 0 | 1.6 | 20.4 | 3.2 | 37.6 | 38.7 | N.A. | N.A. | 101.6 |
| 1981 | 0 | .5 | 13.2 | 2.8 | 14.7 | 26.9 | 4.1 | .3 | 70.3 |

(N.A.) not available

TABLE 6 (con't)

| West Russell* | Homicides | Rape | Robberies | Assaults | Burglaries | Larcenies | Vehicle Theft | Arson | Major Crime Total |
|------------------|-----------------|------|-----------|----------|------------|-----------|---------------|-------|-------------------|
| 1974 | .9 | .5 | 7.1 | 3.9 | 28.2 | 24.2 | N.A. | N.A. | 48.3 |
| 1981 | 1.0 | .2 | 15.6 | 4.2 | 32.8 | 34.7 | 7.6 | 2.5 | 107.5 |
| East Russell* | | | | | | | | | |
| 1974 | .8 | 1.2 | 18.2 | 5.3 | 37.8 | 45.8 | N.A. | N.A. | 109.2 |
| 1981 | 0 | .5 | 20.9 | 6.0 | 37.7 | 53.2 | 7.6 | 1.4 | 138.1 |
| Russell Total* | | | | | | | | | |
| 1974 | .9 | .9 | 13.4 | 4.7 | 33.7 | 36.5 | N.A. | N.A. | 83.0 |
| 1981 | .4 | .4 | 18.6 | 5.2 | 35.6 | 45.2 | 7.6 | 1.9 | 124.9 |
| Louisville Total | | | | | | | | | |
| 1974 | (not available) | | | | | | | | |
| 1981 | .18 | .53 | 5.8 | 2.7 | 23.7 | 34.5 | 55.5 | .76 | 83.2 |

*(weighted average based on 1980 population within each portion of a tract divided by total area population).

Source: Louisville Police Department, 1974 and 1981; Louisville and Jefferson County Planning Commission, 1984

TABLE 7

COMPARATIVE NUMBER OF CRIMES AND CRIME RATES 1983

| Russell Census Tracts | Population | Homicide | Rape | Robberies | Assaults | Burglaries | Larcenies | Vehicle Theft | Arson | Major Crime Total |
|---------------------------------|------------|------------|------------|--------------|-------------|---------------|---------------|---------------|-------------|-------------------|
| C.T. 6 | 2,401 | 0 (-) | 0 (-) | 23 (9.6) | 7 (2.9) | 70 (29.2) | 77 (32.1) | 13 (5.4) | 10 (4.2) | 200 (83.3) |
| C.T. 19 | 1,457 | 0 (-) | 0 (-) | 13 (8.9) | 9 (6.2) | 73 (50.1) | 30 (20.6) | 8 (5.5) | 10 (6.9) | 143 (98.2) |
| C.T. 20 | 2,162 | 1 (.5) | 4 (1.9) | 25 (11.6) | 9 (4.2) | 74 (34.2) | 60 (27.8) | 10 (4.6) | 10 (4.6) | 193 (89.3) |
| C.T. 24 | 1,466 | 1 (.7) | 0 (-) | 28 (19.1) | 11 (7.5) | 64 (43.7) | 43 (29.3) | 9 (6.1) | 9 (6.1) | 165 (112.6) |
| C.T. 25 | 729 | 1 (1.4) | 3 (4.1) | 38 (52.1) | 8 (11.0) | 47 (64.5) | 49 (67.2) | 10 (13.7) | 5 (6.9) | 161 (220.9) |
| C.T. 29 | 320 | 0 (-) | 1 (3.1) | 11 (34.4) | 3 (9.4) | 33 (103.1) | 58 (181.3) | 12 (37.5) | 2 (6.3) | 120 (375.0) |
| C.T. 30 | 3,941 | 0 (-) | 5 (1.3) | 32 (8.1) | 7 (1.8) | 60 (15.2) | 64 (16.2) | 18 (4.6) | 0 (-) | 186 (47.2) |
| <u>California Census Tracts</u> | | | | | | | | | | |
| C.T. 17 | 3,288 | 2 (.6) | 0 (-) | 9 (2.7) | 10 (3.0) | 108 (32.9) | 96 (29.2) | 15 (4.6) | 4 (1.2) | 244 (74.2) |
| C.T. 18 | 2,292 | 1 (.4) | 2 (.9) | 22 (9.6) | 11 (4.8) | 79 (34.5) | 54 (23.6) | 16 (7.0) | 2 (.9) | 187 (81.6) |
| C.T. 26 | 996 | 0 (-) | 1 (1.0) | 7 (7.0) | 4 (4.0) | 46 (46.2) | 23 (23.1) | 6 (6.0) | 4 (4.0) | 91 (91.4) |
| C.T. 27 | 2,820 | 0 (-) | 0 (-) | 16 (5.7) | 16 (5.7) | 101 (35.8) | 80 (28.4) | 10 (3.6) | 6 (2.1) | 229 (81.2) |
| <u>Parkland Census Tracts</u> | | | | | | | | | | |
| C.T. 10 | 3,481 | 2 (.6) | 5 (1.4) | 22 (6.3) | 8 (2.3) | 112 (32.2) | 113 (32.5) | 27 (7.8) | 4 (1.2) | 293 (84.2) |
| <u>Shawnee Census Tracts</u> | | | | | | | | | | |
| C.T. 4 | 5,444 | 1 (.2) | 2 (.4) | 11 (2.0) | 1 (.2) | 103 (18.9) | 77 (14.1) | 13 (2.4) | 2 (.4) | 210 (38.6) |
| C.T. 7 | 3,919 | 1 (.3) | 2 (.5) | 20 (5.1) | 6 (1.5) | 107 (27.3) | 93 (23.7) | 17 (4.3) | 3 (.8) | 249 (63.5) |
| C.T. 8 | 2,995 | 0 (-) | 1 (.3) | 14 (4.7) | 5 (1.7) | 72 (24.0) | 76 (25.4) | 12 (4.0) | 4 (1.3) | 184 (61.4) |
| C.T. 9 | 2,817 | 1 (.4) | 2 (.7) | 6 (2.1) | 2 (.7) | 59 (20.9) | 60 (21.3) | 10 (3.6) | 1 (.4) | 141 (50.1) |

Note: Rates per 1000 residents appear in parentheses

Rates are calculated using 1983 crime data and 1980 population figures from the Census. This may create some inaccuracy.

Source: Louisville Division of Police, 1983 report, computer printout of 5/17/84.
U.S. Bureau of the Census
Louisville and Jefferson County Planning Commission, 1984

Table 8
Land Use: Russell Neighborhood

| Land Use Category | Russell West | | Russell East | | Russell Total | |
|--------------------------------------|--------------|-------------|--------------|-------------|---------------|-------------|
| | Acres | % of Total | Acres | % of Total | Acres | % of Total |
| Single-Family residential | 187.5 | 39.0 | 71.0 | 16.3 | 258.5 | 28.2 |
| Multi-Family residential | 11.3 | 2.4 | 61.3 | 14.1 | 72.6 | 7.9 |
| Commercial | 26.2 | 5.4 | 43.4 | 9.9 | 69.6 | 7.6 |
| Industrial | 63.0 | 13.1 | 25.2 | 5.8 | 88.2 | 9.6 |
| Public/Semi-public Schools and Parks | 16.5 | 3.4 | 24.7 | 5.7 | 41.2 | 4.5 |
| Undeveloped and vacant land | 7.5 | 1.6 | 43.0 | 9.8 | 50.5 | 5.5 |
| Streets and alleys | 48.4 | 10.1 | 46.6 | 10.7 | 95.0 | 10.4 |
| | <u>119.9</u> | <u>25.0</u> | <u>121.0</u> | <u>27.7</u> | <u>240.9</u> | <u>26.3</u> |
| Total | 480.3 | 100.0 | 436.2 | 100.0 | 916.5 | 100.0 |
| Vacant | Area D | Area C | Area B | Area A | | |
| | 14.8 acres | 33.6 acres | 39.7 acres | 6.85 acres | | |

Commercial Categories

| Commercial Category (Land Use Code #) | Russell West | | Russell East | | Russell Total | |
|--|--------------|------------|--------------|------------|---------------|------------|
| | Acres | % of Total | Acres | % of Total | Acres | % of Total |
| Wholesale (8) | 1.5 | 5.7 | 8.0 | 18.4 | 9.5 | 13.6 |
| Retail (9) | 12.3 | 46.9 | 23.9 | 55.1 | 36.2 | 52.0 |
| General (10) | 12.2 | 46.6 | 10.4 | 24.0 | 22.6 | 32.5 |
| Professional Offices (11) | <u>.2</u> | <u>.8</u> | <u>1.1</u> | <u>2.5</u> | <u>1.3</u> | <u>1.9</u> |
| Total | 26.2 | 100.0 | 43.4 | 100.0 | 69.6 | 100.0 |

Industrial Categories

| Industrial Category (Land Use Code #) | Russell West | | Russell East | | Russell Total | |
|--|--------------|-------------|--------------|-------------|---------------|-------------|
| | Acres | % of Total | Acres | % of Total | Acres | % of Total |
| Light (4) | 41.6 | 66.0 | 15.3 | 60.7 | 56.9 | 64.5 |
| Heavy (5) | <u>21.4</u> | <u>34.0</u> | <u>9.9</u> | <u>39.3</u> | <u>31.3</u> | <u>35.5</u> |
| Total | 63.0 | 100.0 | 25.2 | 100.0 | 88.2 | 100.0 |

Source: Schimpeler, Corradino Associates, 1981. Louisville and Jefferson County Planning Commission, 1984.

TABLE 9
Parks and Recreation Facilities

Baxter Square Minipark 2.0 acres

| | |
|------------------|-----------------|
| Basketball Court | Wading Pool |
| Picnic Tables | Shelter House |
| Playgrounds | Volleyball area |

Beecher Minipark 3.5 acres

| | |
|------------------|---------------|
| Softball Fields | Soccer Field |
| Basketball Court | Tennis Courts |
| Playground | |

William Britt Minipark .6 acres
Benches

Elliott Square Minipark 3.9 acres

| | |
|------------------|-----------------|
| Softball Field | Shelter House |
| Basketball Court | Wading Pool |
| Playground | Volleyball Area |

Muhammad Ali Minipark .9 acres

| | |
|------------------|------------|
| Basketball Court | Playground |
|------------------|------------|

Pioneer Village Minipark 2.8 acres

| | |
|------------------|--------------|
| Basketball Court | Horsehoe Pit |
|------------------|--------------|

Sheppard Minipark 1.9 acres

| | |
|------------------|-----------------|
| Basketball Court | Volleyball Area |
| Playground | |

Source: "Urban Parks and Recreation Recovery Master Action Plan",
Louisville and Jefferson County Planning Commission,
Metropolitan Park and Recreation Board, June 1982.

TABLE 10
ZONED ACREAGE: RUSSELL

| Zone | West Russell | | East Russell | | Total Russell | |
|--------------------------|----------------|----------|----------------|----------|----------------|----------|
| | Acreage | % | Acreage | % | Acreage | % |
| R-1 | 4.9 | | 12.6 | | 17.5 | |
| R-6 | 192.8 | | 110.7 | | 303.5 | |
| R-7 | 5.8 | | 117.8 | | 123.6 | |
| R-8 | 52.4 | | 22.7 | | 75.1 | |
| R-8A | 0.0 | | 0.5 | | 0.5 | |
| R-9 | 1.5 | | 0.0 | | 1.5 | |
| C-1 | 14.3 | | 23.0 | | 37.3 | |
| C-2 | 20.9 | | 60.8 | | 81.7 | |
| C-3 | 0.0 | | 0.5 | | 0.5 | |
| C-4 | 0.5 | | 2.3 | | 2.8 | |
| M-1 | 19.4 | | 48.4 | | 67.8 | |
| M-2 | 120.3 | | 29.6 | | 149.9 | |
| M-3 | 47.5 | | 7.6 | | 55.1 | |
| Total | 480.3* | | 436.2* | | 916.5* | |
| Sub Totals | Acreage | % | Acreage | % | Acreage | % |
| Residential Zones | 257.4 | 53.6 | 264.3 | 60.5 | 521.7 | 56.9 |
| Commercial Zones | 35.7 | 7.4 | 86.6 | 19.8 | 122.3 | 13.3 |
| Industrial Zones | 187.2 | 39.0 | 85.6 | 19.6 | 272.8 | 29.8 |

*Totals may not add up due to rounding.

Source: Louisville and Jefferson County Planning Commission, 1984

TABLE 11

SUMMARY OF REQUIREMENTS OF ZONING DISTRICTS

| ZONING DISTRICT | MINIMUM LOT SIZE area | width | DWELLING UNITS per acre | MINIMUM AREA REQUIREMENTS per dwelling unit | YARD REQUIREMENTS total side street rear | MINIMUM DISTANCE BETWEEN BUILDINGS | MINIMUM USABLE OPEN SPACE per dwelling unit | MAXIMUM BUILDING HEIGHT stories feet | MAXIMUM FLOOR AREA RATIO (see note) | |
|---------------------|--------------------------|----------------|----------------------------|---|---|---------------------------------------|---|--|---|------|
| <i>Residential</i> | R-E | 40,000 sq. ft. | 1.08 | 40,000 sq. ft. | 90' 4' 90' 50' | 15' | 5,000 sq. ft. | 2 1/2 35' | 0.15 | |
| | R-1 | 40,000 sq. ft. | 1.08 | 40,000 sq. ft. | 75' 45' 15' 25' | 15' | - | 2 1/2 35' | 0.3 | |
| | R-2 | 20,000 sq. ft. | 2.17 | 20,000 sq. ft. | 30' 30' 10' 30' | 15' | - | 2 1/2 35' | 0.5 | |
| | R-3 | 12,000 sq. ft. | 3.63 | 12,000 sq. ft. | 30' 22.5' 7.5' 30' | 15' | - | 2 1/2 35' | 0.5 | |
| | R-4 | 9,000 sq. ft. | 4.84 | 9,000 sq. ft. | 30' 18' 6' 30' | 15' | - | 2 1/2 35' | 0.5 | |
| | R-5 | 6,000 sq. ft. | 7.26 | 6,000 sq. ft. | 25' 10' 5' 25' | 15' | - | 2 1/2 35' | 0.5 | |
| | R-5A | 6,000 sq. ft. | 12.01 | 3,625 sq. ft. | 25' 10' 5' 25' | * | - | 2 1/2 35' | 0.28 | |
| | R-6 | 6,000 sq. ft. | 17.42 | 2,500 sq. ft. | 25' 10' 5' 25' | * | - | 2 1/2 35' | 0.75 | |
| | R-7 | 6,000 sq. ft. | 34.84 | 1,250 sq. ft. | 25' 10' 5' 25' | * | 600 sq. ft. | - | 1.0 | |
| | R-7A | 6,000 sq. ft. | 34.84 | 1,250 sq. ft. | 25' 10' 5' 25' | * | 600 sq. ft. | - | 1.0 | |
| <i>Multi-Family</i> | R-8 | 6,000 sq. ft. | 58.08 | 750 sq. ft. | 25' 10' 5' 25' | * | 300 sq. ft. | - | 3.0 | |
| | R-8A | 6,000 sq. ft. | 58.08 | 750 sq. ft. | 25' 10' 5' 25' | * | 300 sq. ft. | - | 3.0 | |
| | R-9 | 5,000 sq. ft. | 435.00 | * | 15' 10' 5' 15' | * | 150 sq. ft. | - | 4.0 | |
| | R-10 | 5,000 sq. ft. | - | * | 15' 10' 5' 15' | * | 150 sq. ft. | - | 4.0 | |
| | <i>Commercial</i> | H-S | 43,560 sq. ft. | N/A | 43,560 sq. ft. | 60' 30' - 60' 30' | - | - | 2 1/2 35' | - |
| | | C-N | - | 17.42 | - | 30' - 30' | - | - | 2 1/2 35' | 0.25 |
| | | C-1 | - | 34.84 | - | - 7' - 20' | * | - | - | 0.5 |
| | | C-2 | - | - | - | - 20' | - | - | - | 5.0 |
| | | C-3 | - | - | - | - 20' | - | - | - | 10.0 |
| | | C-4 | - | - | - | - 20' | - | - | - | 5.0 |
| C-5 | | 6,000 sq. ft. | 34.84 | - | 25' 5' - 25' | - | - | - | 1.0 | |
| <i>Industrial</i> | | M-1 | - | N/A | - | - | - | - | 3 45' | 2.0 |
| | | M-2 | - | N/A | - | - | - | - | - | 3.0 |
| | | M-3 | - | N/A | - | - | - | - | - | 4.0 |
| | M-P-1 | 2 Ac. | N/A | 25 Ac/district 2 Ac/district | 50' 30' - 50' | - | - | - | 0.5 | |
| | M-P-2 | 2 Ac. | N/A | 25 Ac/district 2 Ac/district* | 50' 30' - 50' | - | - | - | 0.75 | |
| | M-P-2A | 1 Ac. | N/A | 100 Ac/district 2 Ac/district | 25' 5' - 15' | - | - | - | 1.0 | |
| | M-R | 5 Ac. | N/A | 50 Ac/district 5 Ac/district | 50' 30' - 50' | - | - | - | 0.05 | |
| | R-T | 1/2 Ac. | N/A | - | - | - | - | - | - | |

* See Zoning District Regulations, appropriate section for information too detailed to summarize here.

note: Floor area ratio is determined by dividing the total floor area of a building by the area of the lot on which it is located.

TABLE 12

CHARACTERISTICS OF HOUSING UNITS, RUSSELL NEIGHBORHOOD
1970 - 1980

| 1980 Census Tract | 6 part | | 19 | | 20 | | West Russell | | 24 | | 25 | |
|---------------------------|---------|----------|---------|----------|---------|----------|--------------|----------|---------|----------|---------|----------|
| | 1970 | 1980 | 1970 | 1980 | 1970 | 1980 | 1970 | 1980 | 1970 | 1980 | 1970 | 1980 |
| Total Dwelling Units | 772 | 531 | 1,103 | 807 | 1,339 | 1,062 | 3,214 | 2,400 | 1,178 | 783 | 869 | 517 |
| Occupied Dwelling Units | 722 | 474 | 979 | 605 | 1,192 | 882 | 2,893 | 1,961 | 1,068 | 594 | 741 | 347 |
| Owner Occupied | 396 | 269 | 381 | 292 | 499 | 442 | 1,276 | 1,003 | 348 | 230 | 173 | 115 |
| Renter Occupied | 326 | 205 | 598 | 313 | 693 | 440 | 1,617 | 958 | 720 | 364 | 568 | 232 |
| Vacant Units | 50 | 57 | 124 | 202 | 147 | 180 | 321 | 439 | 110 | 189 | 128 | 170 |
| Families | 499 | 292 | 593 | 336 | 768 | 489 | 1,860 | 1,117 | 645 | 316 | 371 | 146 |
| Female Head | 134 | 118 | 230 | 148 | 243 | 180 | 607 | 446 | 196 | 142 | 149 | 64 |
| Mean Value Owner Occupied | \$9,600 | \$16,800 | \$7,700 | \$13,200 | \$8,200 | \$14,200 | \$8,485 | \$14,606 | \$7,500 | \$12,400 | \$7,500 | \$13,700 |
| Mean Rent Renter Occupied | \$60 | \$96 | \$53 | \$85 | \$54 | \$82 | \$55 | \$86 | \$50 | \$83 | \$51 | \$88 |

Sources: 1970, 1980 Census of Population and Housing Block Statistics and Census Tract data.

Note: Tract averages were applied to portions of tracts where sub-tract data was not available, Ct 30 includes part of Ct 31 in 1970.

TABLE 12 (con't)
CHARACTERISTICS OF HOUSING UNITS, RUSSELL NEIGHBORHOOD
1970 - 1980

| 1980 Census Tract | 29 part | | 30 | | East Russell | | Russell Total | | Louisville | |
|---------------------------|---------|------|------|----------|--------------|----------|---------------|----------|------------|----------|
| | 1970 | 1980 | 1970 | 1980 | 1970 | 1980 | 1970 | 1980 | 1970 | 1980 |
| Total Dwelling Units | 57 | 127 | 894 | 1,489 | 2,998 | 2,916 | 6,212 | 5,316 | 129,671 | 126,081 |
| Occupied Dwelling Units | 43 | 126 | 853 | 1,458 | 2,705 | 2,525 | 5,598 | 4,486 | 122,683 | 117,178 |
| Owner Occupied | 0 | 0 | 4 | 6 | 525 | 351 | 1,801 | 1,354 | 65,350 | 65,916 |
| Renter Occupied | 43 | 126 | 849 | 1,452 | 2,180 | 2,174 | 3,797 | 3,132 | 57,333 | 51,262 |
| Vacant Units | 14 | 1 | 41 | 31 | 293 | 391 | 614 | 830 | 6,988 | 8,903 |
| Families | 23 | 75 | 463 | 963 | 1,502 | 1,500 | 3,362 | 2,617 | 91,241 | 75,764 |
| Female Head | 16 | 48 | 293 | 811 | 654 | 1,065 | 1,261 | 1,511 | 16,347 | 19,707 |
| Mean Value Owner Occupied | -- | -- | -- | \$15,000 | \$7,500 | \$12,870 | \$8,199 | \$14,156 | \$14,800 | \$33,100 |
| Mean Rent Renter Occupied | \$79 | \$96 | \$50 | \$71 | \$51 | \$76 | \$53 | \$79 | \$78 | \$143 |

Sources: 1970, 1980 Census of Population and Housing Block Statistics and Census Tract data.

Note: Tract averages were applied to portions of tracts where sub-tract data was not available, Ct 30 includes part of Ct 31 in 1970.

TABLE 13

Condition of Structures

| <u>Residential Structures</u> | <u>West Russell</u> | | <u>East Russell</u> | | <u>Entire Neighborhood</u> | |
|-------------------------------|-------------------------|----------------|-------------------------|----------------|--------------------------------|----------------|
| | <u>Number</u> | <u>Percent</u> | <u>Number</u> | <u>Percent</u> | <u>Number</u> | <u>Percent</u> |
| a Sound | 78 | 4.6 | 5 | .1 | 83 | 3.2 |
| b Sound Minor Repair | 466 | 27.7 | 246 | 27.6 | 712 | 27.7 |
| c Sound Major Repair | 936 | 55.6 | 373 | 41.8 | 1309 | 50.9 |
| d Deteriorated | 146 | 8.7 | 199 | 22.3 | 345 | 13.4 |
| e Dilapidated | 56 | 3.3 | 69 | 7.7 | 125 | 4.9 |
| Total | 1682 | 100.0 | 892 | 100.0 | 2574 | 100.0 |

| <u>Non-residential Structures</u> | <u>West</u> | | <u>East</u> | | <u>Entire</u> | |
|-----------------------------------|---------------|----------------|---------------|----------------|---------------|----------------|
| | <u>Number</u> | <u>Percent</u> | <u>Number</u> | <u>Percent</u> | <u>Number</u> | <u>Percent</u> |
| A Standard | 101 | 59.4 | 90 | 48.1 | 191 | 53.5 |
| B Depreciating | 64 | 37.6 | 91 | 48.7 | 155 | 43.4 |
| C Substandard | 5 | 2.9 | 6 | 3.2 | 11 | 3.1 |

Source: Field survey of exterior conditions, conducted by
Louisville and Jefferson County Planning Commission, 1984.

TABLE 14

Definitions of Structural Classifications

Residential Structures

- a. SOUND Structure is sound in all respects -- in an excellent state of repair.
- b. SOUND STRUCTURE MINOR REPAIR Structure is sound -- in need of only limited minor repairs, has no defects or only slight defects which are normally corrected during the course of regular maintenance (Such as: lack of paint, slight damage to porch or steps; small cracks in wall or chimney; broken gutters or downspouts; slight wear on floor or door sills).
- c. SOUND STRUCTURE MAJOR REPAIR Structure is deteriorating -- in need of extensive minor repairs, more repairs than would be provided during the course of regular maintenance; one or more defects and/or deficiencies or an intermediate nature which may or may not be economically feasible to undertake as a whole (Such as: shaky or unsafe porch steps; holes, open cracks or missing material over a small area of the walls or roof; rotting window sills or frames), but not containing an apparent number of defects and/or deficiencies to justify clearance on just the condition of the structure. A general or major rehabilitation job is required for these units.
- d. DETERIORATED STRUCTURE MAJOR REPAIR Structure is deteriorated -- it contains a combination of defects and/or deficiencies in structural and non-structural elements of total significance and to an extent possibly requiring clearance. Such defects and deficiencies being to the extent that the structure will not meet criteria for the C. "Sound Structure Major Repair" classification. These units are questionable for rehabilitation because of the cost factor.
- e. DILAPIDATED BEYOND REPAIR Structure is dilapidated -- Has at least two major structural defects (Such as holes, open cracks or missing materials over a large area of the walls, roof or other parts of the structure; sagging floor, walls or roof; damage by storm or fire) to the degree requiring clearance.

Non-Residential Structures

- A. STANDARD Structure is apparently sound in all respects ; structure is in need of only limited minor repairs which are normally made during the course of regular maintenance, such as painting, clean-up of yard and/or structure, repair of screens, or repair of gutters and downspouts.
- B. DEPRECIATING Structure is deteriorating and in need of extensive minor repairs -- more repairs than could be provided during the course of regular maintenance, such as shaky or unsafe porch steps, repair or siding, minor roof or chimney repair, or repair or removal of accessory buildings -- but not containing a sufficient number of defects and/or deficiencies to justify clearance solely because of the structure's condition.
- C. SUBSTANDARD Structure is dilapidated and contains a combination of structural defects and/or deficiencies requiring major repairs (such as sagging floors, walls, or roof, open cracks or missing materials over a large area, major problems with roof or porch) to a degree requiring clearance.

SOCIAL AND PUBLIC SERVICE AGENCIES IN THE RUSSELL NEIGHBORHOOD

| Agency or Organization | Location | Services Provided | | | | | | | | |
|--|---|----------------------------|----------------|------------------------------|----------------------|----------------------------|----------------------|--------------------------|--------------------|-----------------------|
| | | Job Placement and Training | Transportation | Medical and Related Services | Emergency Assistance | Public Assistance Programs | Information Referral | Cultural and Educational | General Counseling | Nutritional Hot Meals |
| Baxter Community and Beecher Health Centers | 1125 Cedar Court Beecher Terrace Complex | | | X | | X | | X | | X |
| Clothe a Child and Food for the Elderly Consortium Community Action Agency, Russell Center | 2124 W. Muhammad Ali 1717 Magazine | | | | X | | | | | X |
| Concept Capital Management | 1015 West Chestnut | X | | | | | X | | | |
| Louisville Central Community Center | 306 Roy Wilkins Boulevard | | | | X | | X | X | X | |
| Opportunities Industrialization Center | 1419 West Chestnut | X | | | | | | | X | |
| Plymouth Community Renewal Center | 1626 West Chestnut | | | X | X | | | X | X | |
| Western Library | 602 South 10th Street | | | | | | X | X | | |
| Metro Comm. Development Corp. | 26th and Madison | | X | X | X | | X | X | | |
| Russell Development Corp. | 2422 W. Chestnut | | | | | | X | X | | X |
| West Chestnut Street YMCA | 930 West Chestnut | | | | X | | X | X | | |

Source: Schimpeler-Corradino Associates, 1981; Planning Commission, 1984.

Table 16
Russell Average Daily Traffic (ADT)

| <u>Date</u> | <u>Location</u> | <u>ADT</u> | <u>1 Hour Maximum</u> |
|-------------|---|------------|---------------------------|
| 4/80 | Market Street West of 9th Street | 18,581 | 1499 |
| 2/83 | Market Street between 13th and 15th Streets | 11,426 | 1,093 |
| 2/83 | Market Street between 13th and 15th Streets Eastbound | 10,640 | 999 |
| 2/83 | Market Street between 13th and 15th Streets Westbound | 786 | 94 |
| 2/83 | Jefferson Street West of 9th Street | 10,882 | 923 |
| 2/83 | Jefferson Street West of 9th Street Eastbound | 4,528 | 592 |
| 2/83 | Jefferson Street West of 9th Street Westbound | 6354 | 678 |
| 6/78 | Market Street east of 21st Street | 8,810 | 352 |
| 6/78 | Market Street east of 21st Street Eastbound | 6,785 | 508 |
| 6/78 | Market Street east of 21st Street Westbound | 2,024 | 196 |
| 5/77 | Market Street west of 22nd Street | 9,545 | 701 |
| 3/79 | Jefferson Street between 13th and 15th Streets | 6,023 | 596 |
| 3/79 | Jefferson Street between 13th and 15th Streets Eastbound | 3,027 | 301 |
| 3/79 | Jefferson Street between 13th and 15th Streets Westbound | 2,995 | 308 |
| 11/78 | Cedar Street east of 24th Street Westbound | 381 | 37 |
| 9/81 | Muhammad Ali Boulevard between 13th and 15th Streets Westbound | 10,567 | 916 |
| 2/82 | Muhammad Ali Boulevard west of 9th Street | 8,242 | 851 |
| 10/80 | Muhammad Ali Boulevard east of 19th Street | 6,735 | 762 |
| 11/80 | Muhammad Ali Boulevard east of 21st Street | 9,398 | 1,042 |
| 11/80 | Muhammad Ali Boulevard west of 22nd Street | 6,759 | 703 |
| 5/81 | Muhammad Ali Boulevard east of 30th Street | 8,536 | 915 |
| 12/78 | Madison Street at 28th Street | 2,225 | 178 |
| 12/78 | Madison Street at 28th Street Eastbound | 1,001 | 92 |
| 12/78 | Madison Street at 28th Street Westbound | 1,224 | 117 |
| 6/77 | Chestnut Street West of 11th Street | 12,355 | 867 |
| 12/78 | Chestnut Street between 13th and 15th Streets | 9,961 | 837 |
| 2/82 | Chestnut Street east of 21st Street | 6,998 | 923 |
| 2/79 | Magazine Street between 13th and 15th Streets | 2,149 | 260 |

Table 16 (con't)

| <u>Date</u> | <u>Location</u> | <u>ADT</u> | <u>1 Hour Maximum</u> |
|-------------|---|------------|---------------------------|
| 9/81 | Roy Wilkins Avenue north of Broadway | 7500 | 654 |
| 9/81 | Roy Wilkins Avenue north of Broadway Northbound | 1,313 | 588 |
| 9/81 | Roy Wilkins Avenue north of Broadway Southbound | 3789 | 274 |
| 2/82 | Roy Wilkins Avenue between Jefferson and Liberty Streets | 19,364 | 1,775 |
| 2/82 | Roy Wilkins Avenue between Jefferson and Liberty Streets Northbound | 6,236 | 846 |
| 2/82 | Roy Wilkins Avenue between Jefferson and Liberty Streets Southbound | 13,128 | 1,594 |
| 3/79 | Roy Wilkins Avenue South of Liberty Street | 15,306 | 1,927 |
| 3/79 | Roy Wilkins Avenue South of Liberty Street Northbound | 7,366 | 990 |
| 3/79 | Roy Wilkins Avenue South of Liberty Street Southbound | 7,939 | 1,320 |
| 4/80 | 9th Street at Market Street Northbound (to ramp) | 10,671 | 2,039 |
| 4/80 | 9th Street at Market Street Southbound (off ramp) | 8,783 | 1,872 |
| 5/78 | 11th Street south of Broadway | 1,532 | 143 |
| 5/78 | 11th Street south of Broadway Northbound | 798 | 88 |
| 5/78 | 11th Street south of Broadway Southbound | 734 | 55 |
| 9/81 | 12th Street south of Broadway at RR | 5,725 | 470 |
| 9/81 | 12th Street south of Broadway at RR Northbound | 2,874 | 262 |
| 9/81 | 12th Street south of Broadway at RR Southbound | 2,850 | 227 |
| 3/79 | 13th Street south of Broadway at RR | 1,594 | 153 |
| 3/79 | 13th Street south of Broadway at RR Northbound | 724 | 105 |
| 3/79 | 13th Street south of Broadway at RR Southbound | 869 | 94 |
| 6/77 | 13th Street between Chestnut and Muhammad Ali | 4,974 | 482 |
| 2/83 | 15th Street north of Broadway | 4,140 | 458 |
| 2/83 | 15th Street south of Broadway | 3,619 | 359 |
| 2/83 | 16th Street north of Broadway | 2,700 | 315 |
| 2/83 | 16th Street south of Broadway | 2,178 | 286 |
| 3/79 | 17th Street north of Broadway | 1,136 | 105 |
| 4/79 | 18th Street north of Broadway | 5,087 | 467 |
| 4/79 | 18th Street north of Broadway Northbound | 3,083 | 335 |
| 4/79 | 18th Street north of Broadway Southbound | 2,003 | 161 |
| 4/79 | 18th Street south of Broadway | 7,658 | 648 |
| 4/79 | 18th Street south of Broadway Northbound | 4,418 | 478 |
| 4/79 | 18th Street south of Broadway Southbound | 3,240 | 292 |

Table 16 (con't)

| <u>Date</u> | <u>Location</u> | <u>ADT</u> | <u>1 Hour Maximum</u> |
|-------------|--|------------|---------------------------|
| 10/78 | 18th Street north of Chestnut Street | 6,313 | 564 |
| 6/77 | 18th Street south of Stone Alley | 5,158 | 407 |
| 3/75 | 19th Street south of Market Street | 580 | 52 |
| 3/75 | 19th Street south of Market Street Northbound | 262 | 35 |
| 3/75 | 19th Street south of Market Street Southbound | 317 | 28 |
| 8/78 | 21st Street north of Broadway | 5,659 | 533 |
| 8/78 | 21st Street south of Broadway | 6,252 | 579 |
| 11/81 | 21st Street north of Chestnut Street | 4,629 | 459 |
| 6/77 | 21st Street north of Muhammad Ali Boulevard | 4,982 | 450 |
| 8/78 | 22nd Street north of Broadway | 6,047 | 653 |
| 8/78 | 22nd Street south of Broadway | 5,773 | 678 |
| 7/77 | 22nd Street south of Jefferson Street | 6,701 | 606 |
| 6/73 | 22nd Street north of Magazine Street | 7,761 | 578 |
| 8/72 | 22nd Street North of Muhammad Ali Boulevard | 8,271 | 839 |
| 7/77 | 24th Street south of Jefferson Street | 681 | 60 |
| 7/77 | 24th Street south of Jefferson Street Northbound | 431 | 39 |
| 7/77 | 24th Street south of Jefferson Street Southbound | 240 | 21 |
| 2/79 | 26th Street north of Madison Street | 4,199 | 491 |
| 2/79 | 26th Street north of Madison Street Northbound | 1,714 | 225 |
| 2/79 | 26th Street north of Madison Street Southbound | 2,484 | 266 |
| 4/78 | 28th Street south of Market Street | 2,120 | 182 |
| 4/78 | 28th Street south of Market Street Northbound | 1,071 | 102 |
| 4/78 | 28th Street south of Market Street Southbound | 1,048 | 91 |
| 6/77 | 30th Street north of Muhammad Ali Boulevard | 3,561 | 388 |
| 9/81 | Broadway west of 9th Street | 26,177 | 2,045 |
| 9/81 | Broadway west of 9th Street Eastbound | 14,251 | 1,311 |
| 9/81 | Broadway west of 9th Street Westbound | 11,926 | 839 |
| 6/79 | Broadway west of 13th Street at RR Underpass | 15,370 | 1,120 |
| 6/79 | Broadway west of 13th Street at RR Underpass Eastbound | 5,714 | 438 |
| 6/79 | Broadway west of 13th Street at RR Underpass Westbound | 9,655 | 762 |
| 7/80 | Broadway east of 18th Street | 19,869 | 1,549 |
| 7/80 | Broadway east of 18th Street Eastbound | 11,652 | 806 |
| 7/80 | Broadway east of 18th Street Westbound | 8,218 | 743 |

Table 16 (con't)

| <u>Date</u> | <u>Location</u> | <u>ADT</u> | <u>1 Hour Maximum</u> |
|-------------|--|------------|---------------------------|
| 6/79 | Broadway west of 18th Street | 19,000 | 1,332 |
| 6/79 | Broadway west of 18th Street Eastbound | 9,530 | 677 |
| 6/79 | Broadway west of 18th Street Westbound | 9,469 | 733 |
| 11/78 | Broadway west of 22nd Street | 16,784 | 1,381 |
| 11/78 | Broadway west of 22nd Street Eastbound | 7,554 | 520 |
| 11/78 | Broadway west of 22nd Street Westbound | 9,229 | 861 |
| 5/79 | Broadway west of 34th Street | 14,482 | 1,249 |
| 5/79 | Broadway west of 34th Street Eastbound | 6,512 | 475 |
| 5/79 | Broadway west of 34th Street Westbound | 7,970 | 774 |

Source: KIPDA ADT printout, May 1983.

Table 17

Railroad Overpass Clearance Heights

Illinois Central Railroad along the 14th Street Corridor

| <u>Overpass Location</u> | <u>Height/Clearance</u> |
|--------------------------|-------------------------|
| Broadway | 14 feet |
| Magazine Street | *13-14 feet |
| Chestnut Street | *13-14 feet |
| Madison Street | *13-14 feet |
| Muhammad Ali Boulevard | 12 feet 9 inches |
| Jefferson Street | 13 feet |
| Market Street | 14 feet 2 inches |

K&I Railroad in the vicinity of the 31st Street Corridor

| <u>Overpass Location</u> | <u>Height/Clearance</u> |
|----------------------------------|-------------------------|
| Market Street | 14 feet |
| Muhammad Ali Boulevard | 12 feet |
| Vermont Avenue | 13 feet 10 inches |
| River Park Drive | 12 feet |
| Del Park Terrace/Magazine Street | 12 feet |
| Broadway | 14 feet 9 inches |

*Approximation, no sign indicating height

Source: Louisville and Jefferson County Planning Commission, field survey, February, 1984.

TABLE 18
NEIGHBORHOOD SALES CAPACITY: RUSSELL
(1984 Land use and sales per square foot in 1980 dollars)

| SLUC Code | Commercial Type | Number of Establishments | Total Sales Area (Sq.Ft.) | Estimated Sales (Annual) ¹ Per Sq.Ft. of Floor Area | Annual Sales Estimate |
|-----------|-------------------------------|--------------------------|---------------------------|--|-----------------------|
| 5251 | Hardware | 2 | 6,500 | \$47.47 | \$ 308,555 |
| 5310 | Department Store ² | 1 | 60,600 | 85.82 | 5,200,692 |
| 5410 | Grocery | 12 | 20,200 | 165.31 | 3,339,262 |
| 5411 | Supermarket | 4 | 57,650 | 291.02 | 16,777,303 |
| 5430 | Fruits and Vegetables | 1 | 1,500 | 100.00 (est.) | 150,000 |
| 5450 | Dairy Goods | 1 | 200 | 121.71 | 24,342 |
| 5600 | Apparel | 4 | 7,400 | 105.62 | 781,588 |
| 5732 | Music Supplies | 1 | 4,200 | 100.00 (est.) | 420,000 |
| 5810 | Eating Places | 15 | 24,850 | 97.89 | 2,432,566 |
| 5810.2 | Fast Food Restaurants | 7 | 14,050 | 131.00 | 1,840,550 |
| 5820 | Bars and Taverns | 23 | 34,300 | 102.92 | 3,530,156 |
| 5910 | Drug Stores | 5 | 10,200 | 141.90 | 1,447,380 |
| 5920 | Liquor Stores | 20 | 39,820 | 177.84 | 7,081,588 |
| 5932 | Second Hand Stores | 8 | 38,000 | 50.00 (est.) | 1,900,000 |
| 5951 | Sporting Goods | 1 | 1,200 | 100.00 (est.) | 120,000 |
| | Total | 105 ³ | 320,670 | \$141.44 (avg.) | \$45,353,984 |

¹Annual sales per square foot is based on data found in the 1978 Dollars and Cents of Shopping Centers as shown in Appendix . Data is for the closest related facility (i.e., a midwest store in a neighborhood center unless this data was unavailable) and the sales figures were inflated 136.05% to approximate 1980 values based on the 1977-1980 shift in Consumer Prices, (Economic Indicators) p.23, May 1983.

²Closing of this CSC store was announced March 1984.

³The surveyed area includes facilities on opposite sides of boundary streets, (outside the Russell area).

TABLE 19

ESTIMATED PERSONAL CONSUMPTION EXPENDITURES FOR RUSSELL (1980)
BY RETAIL CLASSIFICATION

| 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 |
| 6 (part) | \$4,187,478 | \$569,497 | \$242,874 | \$226,124 | \$1,674,991 | \$829,121 | \$263,811 | \$213,561 | \$1,947,177 |
| 19 | 4,297,582 | 584,471 | 249,260 | 232,069 | 1,719,033 | 850,921 | 270,748 | 219,177 | 1,988,376 |
| 20 | 7,128,392 | 969,461 | 413,447 | 384,933 | 2,281,357 | 1,411,422 | 449,089 | 363,548 | 3,314,702 |
| 24 | 4,349,316 | 591,507 | 252,260 | 234,863 | 1,739,726 | 861,165 | 274,007 | 221,815 | 2,022,432 |
| 25 | 1,919,697 | 261,079 | 111,342 | 103,664 | 767,879 | 380,100 | 120,941 | 97,905 | 892,659 |
| 29 (part) | 943,379 | 128,299 | 54,716 | 50,942 | 377,351 | 186,789 | 59,433 | 48,112 | 438,671 |
| 30 | 6,530,847 | 888,195 | 378,789 | 352,666 | 2,612,339 | 1,293,108 | 411,443 | 333,073 | 3,036,844 |
| Russell Total | \$29,356,691 | \$3,992,510 | \$1,702,688 | \$1,585,261 | \$11,742,676 | \$5,812,625 | \$1,849,472 | \$1,497,191 | \$13,650,861 |

Notes: Categories may include expenditures under totals not listed separately. Totals of columns may not add up exactly due to rounding. Allocation of total personal income are based on national averages found in Economic Indicators (April, 1980).

TABLE 20
High Traffic Accident Locations (1982)

| <u>Location</u> | <u># of Accidents</u> |
|---------------------------------------|-----------------------|
| Market Street at 21st Street | 6 |
| Market Street at 22nd Street | 9 |
| Market Street at 30th Street | 5 |
| Market Street at 9th Street | 5 |
| Jefferson Street at 16th Street | 13 |
| Jefferson Street at 9th Street | 12 |
| Muhammad Ali Boulevard at 26th Street | 7 |
| Muhammad Ali Boulevard at 9th Street | 13 |
| Chestnut Street at 13th Street | 5 |
| Chestnut Street at 15th Street | 9 |
| Chestnut Street at 21st Street | 5 |
| Chestnut Street at 22nd Street | 6 |
| Chestnut Street at 26th Street | 5 |
| Chestnut Street at 28th Street | 7 |
| Chestnut Street at 9th Street | 11 |
| Magazine Street at 19th Street | 9 |
| 15th Street at Jefferson Street | 8 |
| Broadway at 11th Street | 7 |
| Broadway at 12th Street | 5 |
| Broadway at 15th Street | 10 |
| Broadway at 16th Street | 7 |
| Broadway at 18th Street | 11 |
| Broadway at 21st Street | 17 |
| Broadway at 22nd Street | 23 |
| Broadway at 26th Street | 9 |
| Broadway at 28th Street | 22 |
| Broadway at 31st Street | 5 |

Source: City of Louisville Public Works Department, 1984.
City of Louisville Police Department traffic accident
printout, 1983.

TABLE 21

LEVEL OF SERVICE: RUSSELL

| <u>Intersection</u> | <u>Count Date</u> | <u>A.M. Peak Hour Critical Volume</u> | <u>A.M. Level of Service</u> | <u>P.M. Peak Hour Critical Volume</u> | <u>P.M. Level of Service</u> |
|--|--|---|----------------------------------|---|----------------------------------|
| 9th Street at Broadway | 9/81 | 615 | A | 525 | A |
| 10th Street at Broadway | 7/80 | 362 | A | 555 | A |
| 12th Street at Broadway | 9/81 | 586 | A | 739 | A |
| 13th Street at Broadway | 3/79 | 440 | A | 612 | A |
| 15th Street at Broadway | 8/78 | 422 | A | 724 | A |
| 16th Street at Broadway | 8/78 | 481 | A | 760 | A |
| 21st Street at Broadway | 8/78 | 458 | A | 735 | A |
| 22nd Street at Broadway | 3/77 | 588 | A | 721 | A |
| 26th Street at Broadway | 4/81 | 428 | A | 510 | A |
| 28th Street at Broadway | 4/79 | 476 | A | 672 | A |
| Roy Wilkins Boulevard at Chestnut | 6/77 & 9/81 | 1,076 | B | N/A | N/A |
| 13th Street at Chestnut | 3/79 & 6/77 | 326 | A | N/A | N/A |
| 15th Street at Chestnut | 2/83 & 12/78 | 682 | A | N/A | N/A |
| 16th Street at Chestnut | 2/83 & 2/82 | 605 | A | N/A | N/A |
| 21st Street at Chestnut | a.m. - 2/82 & 4/74 p.m. - 11/81 & 12/78 | 868 | A | 627 | A |
| 22nd Street at Chestnut | 8/78 & 12/78 | N/A | N/A | 736 | A |
| Roy Wilkins Blvd. at Muhammad Ali Blvd. | 3/79 & 2/28 | N/A | N/A | 944 | A |
| 11th Street at Muhammad Ali Blvd. | 5/78 & 2/82 | N/A | N/A | 470 | A |
| 13th Street at Muhammad Ali Blvd. | 6/77 & 9/81 | N/A | N/A | 658 | A |
| 15th Street at Muhammad Ali Blvd. | 2/83 & 9/81 | N/A | N/A | 707 | A |
| 16th Street at Muhammad Ali Blvd. | 8/78 & 9/81 | N/A | N/A | 624 | A |

TABLE 21 continued

| <u>Intersection</u> | <u>Count Date</u> | <u>A.M. Peak Hour Critical Volume</u> | <u>A.M. Level of Service</u> | <u>P.M. Peak Hour Critical Volume</u> | <u>P.M. Level of Service</u> |
|--|-------------------|---|----------------------------------|---|----------------------------------|
| 18th Street at Muhammad Ali Blvd. | 4/79 & 10/80 | N/A | N/A | 549 | A |
| 21st Street at Muhammad Ali Blvd. | 6/77 & 11/80 | N/A | N/A | 746 | A |
| 22nd Street at Muhammad Ali Blvd. | 4/77 & 11/80 | N/A | N/A | 616 | A |
| Roy Wilkins Blvd. at Jefferson Street | 2/82 | 801 | A | 1,218 | D |
| 13th Street at Jefferson Street | 11/70 & 2/82 | N/A | N/A | 350 | A |
| Roy Wilkins Blvd. at Market Street | 3/84 | 1,669 | E/F | 1,208 to 1,591 | E |
| 15th Street at Market Street | 9/71 & 2/83 | N/A | N/A | 753 | A |
| 16th Street at Market Street | 9/71 & 3/76 | 923 | A | N/A | N/A |
| 21st Street at Market Street | 8/77 & 6/78 | 449 | A | N/A | N/A |
| 22nd Street at Market Street | 4/77 & 2/67 | N/A | N/A | 436 | A |

Appendix A

SALES ESTIMATES FOR NEIGHBORHOOD RETAIL USES

The 1978 Dollars and Cents of Shopping Centers guide to retailing characteristics draws on data collected for the December 31, 1976 to August 1, 1977 period for 607 shopping centers in the United States and Canada. Detailed summaries provide listings of characteristics for four classes of shopping center (Super Regional, Regional, Community and Neighborhood). The table below lists the median tenant sales per square foot of gross leasable area (GLA) that were characteristic of the entire sample of centers in the U.S.

Tenant Sales per Square Foot of GLA (1977)

| | Super Region | Region | Community | Neighborhood |
|-----------------------------|--------------|--------|-----------|--------------|
| 1977 U.S. | 100.07 | 88.91 | 91.74 | 110.76 |
| 1977 Midwest | N.A. | 86.07 | 80.69 | 118.20 |
| U.S./Midwest Key Shop | 357.63 | 311.37 | | |
| Tobacco | 254.32 | 191.28 | | |
| Leather | 210.88 | | | |
| Camera | 202.23 | 215.84 | | |
| Jewelry | 189.65 | 180.32 | 129.68 | 61.32 |
| Photographer | 184.80 | | | |
| Doughnut | 178.70 | | | |
| Meat, Poultry & Fish | 172.03 | 177.57 | 176.62 | |
| Costume Jewelry | 171.36 | 163.57 | 126.23 | 29.25 |
| Pretzel Shop | 170.89 | 173.64 | | |
| Radio, TV, Hi-FI | 160.21 | 127.90 | 94.18 | 98.14 |
| Candy and Nuts | 149.41 | 121.55 | | 102.21 |
| Unisex/J Jeans Shop | 141.14 | 138.98 | | |
| Ice Cream Parlor | 133.96 | | | 89.46 |
| Fast Food/Carry Out | 127.25 | 125.17 | 115.51 | 96.29 |
| Family Wear | 127.15 | 77.63 | | |
| Men and Boys Shoes | 123.68 | 117.65 | | |
| Restaurant <u>no</u> Liquor | 110.28 | 87.81 | 78.07 | 71.95 |
| Ladies Specialty | 105.27 | 100.13 | 84.34 | |
| Restaurant with Liquor | 104.15 | 78.70 | 75.86 | 75.65 |
| Menswear | 103.73 | 99.18 | 79.10 | |
| Books and Stationary | 103.12 | 96.04 | | |
| Ladies Ready To Wear | 102.47 | 91.10 | 76.84 | 50.04 |
| Family Shoes | 101.94 | 88.29 | 62.27 | |
| Ladies Shoes | 94.51 | 82.99 | | |
| Cards & Gifts | 89.91 | 76.92 | 50.04 | 39.98 |
| Imports | 79.94 | | | |
| Shoe Repair | 66.12 | | | |
| Discount Dept. Store | 65.41 | 50.76 | | |
| Amusement Arcade | 64.80 | 59.98 | 33.46 | 22.18 |
| Yard Goods | 63.44 | | 45.84 | |
| Variety Store | 48.68 | 42.71 | 37.90 | 38.00 |
| Figure Salon | 47.99 | 40.74 | | |
| Cleaners & Dryers | 47.46 | 39.93 | 35.64 | 33.19 |
| Paint & Wallpaper | 42.48 | | | |

| | Super Region | Region | Community | Neighborhood |
|------------------------|--------------|--------|-----------|--------------|
| Automobile | 38.83 | 48.46 | | |
| Cinemas | 35.87 | 37.16 | 30.22 | |
| Hardware | | | | 34.89 |
| Jr. Department Store | 65.85 | 60.49 | | |
| Department Store | 65.65 | | | |
| Super Market | | 148.95 | 200.93 | 178.73 |
| Super Drug Store | | 90.06 | 103.68 | 89.93 |
| Drug Store | | 107.95 | 106.50 | 78.31 |
| Liquor and Wine | | | 169.31 | 130.72 |
| Beauty Shop | | 68.13 | 47.05 | 47.65 |
| Barber | | 61.61 | 49.64 | 36.97 |
| Laundry | | 24.07 | 20.53 | 16.76 |
| Convenient Market | | 171.40 | | 121.51 |
| Luggage & Leather | | | | 97.63 |
| Music Studio | | | | 6.29 |
| Cosmetics | | | | 14.16 |
| Floor Covering | | | 30.83 | 16.67 |
| Plant Store | | | | 18.22 |
| Bowling Alley | | 10.91 | 12.12 | 19.64 |
| Formal Wear/Rental | | | | 22.47 |
| Curtains & Drapes | | | | 28.13 |
| Showroom Catalog Sales | | | 180.51 | |
| Credit Jewelry | | 167.55 | 129.50 | |
| Lamps | | | 108.25 | |
| Candle Shop | | | 23.45 | |
| Interior Decorating | | | 33.04 | |
| Art Gallery | | | 36.04 | |
| Uphoistering | | 49.05 | | |

Source: Dollars and Cents of/Shopping Centers (1978) Urban Land Institute.
pp.20,21,53,57,65,66,101,105,113,114,149,153,161,162.

The above figures were factored upward based on changes in Per Capita Consumption Expenditures, (Appendix H).

TABLE A: ECONOMIC AND DEMOGRAPHIC CHARACTERISTICS
OF RUSSELL CENSUS TRACTS

| Census Tract | Sample Count Households | 1979 Annual Mean Household Income | 1980 Total Count Population | 1979 | 1980 Estimated** | 1980 Population in Russell Portion of the Census Tract | Personal Consumption Expenditure*** | |
|---------------|-------------------------|-----------------------------------|-----------------------------|----------------------|----------------------|--|-------------------------------------|--------------|
| | | | | Per Capita Income | Per Capita Income | | Per Capita | Total |
| 6* | 764 | \$12,344 | 2,401 | \$3,938 | \$4,300 | 1,247 | \$3,358 | \$4,187,478 |
| 19 | 570 | 8,819 | 1,457 | 3,450 | 3,777 | 1,457 | 2,950 | 4,297,582 |
| 20 | 840 | 9,925 | 2,162 | 3,856 | 4,222 | 2,162 | 3,297 | 7,128,392 |
| 24 | 676 | 7,525 | 1,466 | 3,470 | 3,799 | 1,466 | 2,967 | 4,349,316 |
| 25 | 311 | 7,219 | 729 | 3,080 | 3,372 | 729 | 2,633 | 1,919,697 |
| 29* | 131 | 9,230 | 320 | 3,779 | 4,137 | 292 | 3,231 | 943,379 |
| 30 | 1,423 | 5,368 | 3,941 | 1,938 | 2,122 | 3,941 | 1,657 | 6,530,847 |
| Russell Total | 4,715 | \$8,266 | 12,476 | \$3,040 ¹ | \$3,328 ¹ | 11,294 | \$2,599 | \$29,356,691 |

*Only portions of these Census Tracts were within Russell neighborhood however total Census Tract data is presented except where noted. Totals are presented for those columns that include non-residents of Russell. Source 1980 Census of Population and Housing and Economic Indicators (April 1980).

** Personal consumption expenditure has averaged 78.094% of PCI nationwide from 1972-1979: Census of Population and Housing and Economic Indicators (April, 1980).

***1980 PCI is based on 1979 calculated value inflated by a factor of 1.09482 based on national growth in personal income per capita as shown in Economic Indicators (Sept. 1982) p.6.

¹Russell residents only.

Appendix B

FINANCIAL INCENTIVES FOR QUALIFIED BUSINESSES

Companies that qualify for Louisville Enterprise Zone benefits will receive a number of immediate and long-term financial advantages. Here are some of the most prominent.

- Gains from the sale of qualified property within the Zone are *exempt* from State Income Tax.
- Interest payments on loans to qualified businesses or mortgage loans on property within the Zone are *exempt* from all State taxes.
- Building materials for remodeling, rehabilitation, or new construction within the Zone area are *exempt* from Sales and Use Tax. So are purchases of new and used equipment and machinery which a qualified business buys for use in the Zone.
- There will be *no* Motor Usage Taxes on vehicles you buy and use for business purposes within the Zone.
- Your business may carry forward its State net operating losses as long as the Zone is designated.
- You'll *reduce* your business Inventory Tax from the present level of .566 per \$100 to .001 per \$100.
- Your business will be eligible for *reduced* water hook-on fees.
- Your business will also be eligible for *reduced* sewer hook-on fees.
- New construction which you complete within two years will qualify for interim construction financing at rates *substantially below prime*.
- The City will assist in the development of job training programs which you can tailor to your specific needs.
- You will benefit from *reduced* building permit fees.

NON-FINANCIAL BENEFITS FOR ZONE COMMERCIAL OPERATIONS

There are also a variety of non-financial benefits for qualified businesses within the Enterprise Zone to realize. Here are some of them:

- **Development Expeditor.** The Development Expeditor will streamline the development review process and guide businesses of any size through building code regulations, the zoning process, licensing requirements, and other developmental matters.
- **Security Analysis Program.** The City of Louisville Police Department Crime Prevention Unit will provide a free security check on all Enterprise Zone certified businesses, plants, or other operations.
- **EZ-1 Zoning District.** A single zoning district which will allow all non-hazardous commercial and industrial uses will encompass all non-residential areas in the Enterprise Zone.
- **Louisville Enterprise Zone Building Trade Project Agreement.** A project agreement is under negotiation with the Building Trades Council to prevent work stoppages and construction disruption on projects in the Enterprise Zone.
- **Clean Community Program.** The Louisville Chamber of Commerce, the City of Louisville, and the Greater Louisville Clean Community Program will coordinate efforts to clean up and maintain the Enterprise Zone area, making it a model for industrial and neighborhood clean up.
- **Industrial Area Landscape Program.** The University of Kentucky Architectural Center in partnership with the Louisville Design Center and the Clean Community Program will develop a model landscape program for industrial and residential landscape planning in the Enterprise Zone.
- **Land and Building File.** The City of Louisville's Economic Development Cabinet keeps a computerized Land and Building File which lists available properties within the Enterprise Zone.

HOW TO GAIN CERTIFICATION

Specific requirements for certification

In order to receive these State and local benefits, a business in the Enterprise Zone must qualify for certification. Here are the specific requirements:

- Certification of location within the Louisville Enterprise Zone.
- Certification that at least 50% of its employees perform substantially all of their services within the Zone.
- Certification that at least 25% of its employees are either residents of the Zone, persons who have been unemployed for one year or more, or persons who have received public assistance benefits for one year or more.

Eight easy steps to gain certification

These are the steps you will take to receive certification for your business:

- Call the Economic Development Cabinet at 587-3051 for an appointment to discuss the Enterprise Zone certification process. The Development Cabinet staff will explain the certification process as it relates to your company's plans.
- Together, the Economic Development Cabinet staff and your company's representative will contact the Department of Employment Services for employee referral and verification.
- Upon Department of Employment Service employee verification, the Economic Development Cabinet will present an Enterprise Zone application to your company and provide full assistance in its completion.
- The Economic Development staff will make a site visit to verify the location of your company, after which final review of the application will take place.
- Next, we'll send your application to the Kentucky Enterprise Zone Authority for approval.
- Upon State approval, the Economic Development staff will notify your company and assign you an Enterprise Zone certification number.
- As soon as you receive your certification number, our Development Expeditor will become available to help move your business development through the City's review and permitting process.
- The Economic Development staff will also be available to help you receive all financial and non-financial benefits that apply to your business.

It's our goal at all times and throughout all steps of the certification process—as well as after certification takes effect—to help your business achieve certification and minimize all possible problems and delays.

Appendix C

HISTORY OF THE RUSSELL NEIGHBORHOOD

(Prepared by Marty Poynter Hedgepeth and M.A. Allgeier, City of Louisville Historic Landmarks and Preservation Districts Commission, reproduced with permission.)

In May of 1980, a large section of the Russell neighborhood in Louisville's West End was listed on the National Register of Historic Places. The Russell Historic District is a Victorian district of approximately 1700 structures, including Italianate, Queen Anne and shotgun residences, twelve churches of various styles, and several commercial and institutional structures.

Residential development began in the western section of Louisville with the end of the Civil War. The increasingly crowded conditions in the downtown area, the romantic idealization of rural life and the advent of the mule-drawn trolley all contributed to "suburban sprawl" in the 1870s and 1880s. The Russell area became a fashionable residential enclave during this period, attracting some of Louisville's most prominent citizens. One of Russell's major developers was Basil Doerhoefer, who lived at 2422 West Chestnut Street. Although he was part owner and president of the American Tobacco Works, he was also active in real estate development and owned a large tract in the western section of Russell. John Doerhoefer, Basil's brother, lived at 2008 West Jefferson Street. Architect Max Drach, of the firm Drach and Thomas, was a resident of Russell and is credited with many of the fine designs in the area. Other prominent residents in Russell included Michael Blatz, proprietor of Falls City Stone Works; Philip Stitzel of U.P. Stitzel Brothers Distillery; and Alex Gilmore, the steamboat captain who built the extraordinary residence at 1633 West Jefferson Street.

The area known as Russell continued to develop through the 1890s into one of Louisville's finest Victorian neighborhoods, comparable only to the Old Louisville neighborhood. Population patterns began to change during this period, however, with the increase in development in the southern and eastern sections of the city. The area evolved through a normal process of white abandonment and black replacement. This phenomenon, however, occurred early in the century, with the black community well established in Russell as early as 1925. The major streets in Russell which contained large, expensive residences were purchased by black professionals in the first and second decades of the century. The alternate streets, which contained the more modest, working-class residences, experienced a more gradual increase in black occupancy.

An indication of the rapid flux of black families can be found in the establishment of the Plymouth Settlement House. Plymouth Congregational Church, a black congregation, was founded in 1880 and was located then and now at 17th and West Chestnut Streets. In 1917, the church opened the Settlement House as living quarters for working girls and as a place for wholesome entertainment for

children and adults. Another institution which was located in Russell is the Western Branch Library, built in 1908. It was the ~~first library~~ in the nation built specifically for use by the black community.

Quinn Chapel at 9th and West Chestnut Streets and Fifth Street Baptist Church at 19th and Jefferson Streets, are two of the city's oldest black congregations located in churches built earlier by white congregations. The Knights of Pythias Hall at 10th and West Chestnut Streets was built in 1915 and was the state headquarters for this black benevolent society. Russell has been the cultural, social, residential and commercial hub of local activity for over 50 years and has produced several outstanding figures locally and nationally. Harvey Clarence Russell, for whom the neighborhood was named, was a nationally reknowned educator. After a long and successful career in the black education movement in Kentucky, he was appointed as a specialist in Negro education in the United States Office of Education.

Samuel Plato was the most prominent black architect of his period in Louisville, responsible for the design of several major buildings. He was the first black architect in the nation to receive Federal Post Office contracts and one of few blacks awarded a defense housing contract during World War II.

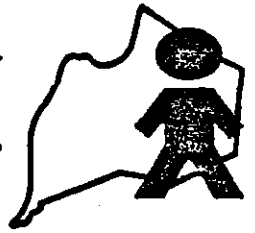
Burt Hurley, a little known artist during his own time, has recently been discovered and touted as one of Louisville's finest black artists.

Joseph Cotter, a poet and writer, documented many aspects of Louisville's black community. His most widely known work is Little Africa an account of the establishment and development of Louisville's first black community of that name in southwestern Louisville.

Appendix D

Documentation of Review of the Draft Russell Plan

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

July 11, 1984

Ms. Sharon L. Wilbert, Executive Director
Neighborhood Development Cabinet
727 West Main Street
Louisville, Kentucky 40202

Dear Ms. Wilbert,

A copy of the draft Russell Neighborhood Plan is attached for your review. The Plan covers that portion of the City bounded by Market Street, Roy Wilkins Boulevard, Broadway and 32nd Street. The plan was prepared by the Planning Commission staff in cooperation with the Russell Neighborhood Plan Steering Committee, at the request of the Board of Aldermen. It was developed to meet the requirements of Ordinance 22, Series 1980, the Neighborhood Plan Ordinance. The Ordinance requires review of draft plans by agencies involved with the plans, prior to submittal to the Board of Aldermen for adoption.

As an agency affected by the plan or recommended to assist in implementing it, your review of the draft plan is essential. Other agencies reviewing the Russell Plan are listed on the back of this letter. Please indicate by letter whether your agency approves the plan, has no comment, or reasons for disapproval of the draft plan, as well as suggestions and comments on how to improve the plan. Receipt of your comments by August 3, 1984 is necessary, so that revisions can be discussed with the Steering Committee prior to the Committee's adoption of the plan. The plan will then be presented at a public meeting in the neighborhood on August 14th. Non-receipt of comments by that date will be considered as a no comment response by your agency.

If you have any questions, please call me at 581-5860.

Yours truly,

David M. Hulefeld
Project Manager
Russell Neighborhood Plan

DMH/jcb

cc: Dave Ripple
File
Rob Kanzler

AGENCIES AND GROUPS REVIEWING THE RUSSELL NEIGHBORHOOD PLAN

Neighborhood Development Cabinet
Sharon L. Wilbert, Executive Director
cc: Jayne Bradford (copy)
Rob Kanzler
Sally Yankee (copy)
Neva Hudson (copy)
Fred Nett (copy)

Housing Department
David Flores

Landmarks Commission
Ann Hassett

Economic Development Office
Charles Roberts, Executive Director
Attention: Brian de St. Croix
cc: Tom Pope, Deputy Executive Director
Henry Dosker (copy)

Public Works
Mike French, Public Works Director
cc: James C. Pasikowski (copy)
cc: John Beyke, City Engineer

Department of Building Inspection
Jim Lawrence
Robert Sewell

TARC
Dwight Maddox, Director of Planning

Metro Parks
Robert Kirchdorfer, Director
cc: Anita Solodkin (copy)

Kentucky Department of Transportation
Wade G. Campbell

Board of Aldermen
Alderman Reginald Meeks
Alderman Arthur Smith

Preservation Alliance
Sonya Lanham

Louisville Community Design Center
John Trawick

Happenings/City

NEIGHBORHOODS/City, AUGUST 8/9, 1984

Public meeting on Russell plan

Members of the Russell neighborhood are invited to attend a public meeting to consider the Russell Neighborhood Plan. The meeting will be at 7 p.m. Tuesday at Fifth Street Baptist Church, 1901 W. Jefferson St.

David Robinson, chairman of

the Russell Neighborhood Steering Committee, and David Hulefeld, a planning manager with the Louisville-Jefferson County Planning Commission, will present the plan. The plan concerns housing renovation, redevelopment and rezoning.



5,000 copies of this flyer
were distributed in Russell
to publicize the August 14
meeting.



RUSSELL PLAN

IMPORTANT

PUBLIC MEETING ON RUSSELL NEIGHBORHOOD PLAN

AUGUST 14, 1984

5th STREET BAPTIST CHURCH 7: P.M.
1901 W. JEFFERSON

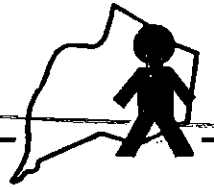
...PURPOSE...

- DISCUSS THE PLAN'S RECOMMENDATION
- TO ANSWER QUESTION & RECEIVE COMMENTS
- BACKGROUND INFORMATION ON RUSSELL
- EXPLAIN WHAT THE PLAN CAN & CANNOT DO

...CONDUCTED BY THE...

LOUISVILLE & JEFF. CO. PLANNING COMMISSION
RUSSELL PLAN STEERING COMMITTEE

LOUISVILLE & JEFFERSON COUNTY PLANNING COMMISSION



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

MEMO

TO: Russell Area Businesses
FROM: Dave Hulefeld, Russell Project Manager
DATE: July 27, 1984

The Planning Commission is working with the Russell area to develop a neighborhood plan. The boundaries for the Russell Plan are shown on the reverse of this memo.

A draft of the Russell Neighborhood Plan has recently been completed. Our staff has met regularly with a steering committee composed of residents and business interests; we would now like to get comments on the draft plan from the business community as a whole. Proposed zoning changes and draft land use and transportation recommendations will be presented at the meeting described below.

There will be a meeting of Russell area business interests to discuss the neighborhood planning process and the draft recommendations on Friday, August 10th at 12:00 Noon in the Fiscal Court Building, Room 1005. (Fiscal Court Building is located on Sixth Street across from City Hall). All interested businesses are urged to attend the meeting.

If you are unable to attend this meeting, the Russell Plan will be presented at a general public meeting to be held on Tuesday, August 14th at 7:00 P.M. at Fifth Street Baptist Church, 19th and Jefferson Streets. Please call me at 581-5860 if you have any questions.

cc: Brian de St. Croix
Neva Hudson
David Robinson
Paul A. Bergmann
David A. Ripple

jcb



TRANSIT AUTHORITY OF RIVER CITY, 1000 WEST BROADWAY, LOUISVILLE, KY 40203 PLANNING DEPARTMENT 502-587-3642

Board of Directors: James G. Apple, Chairman, William J. Conley, Vice Chairman,
Robert P. Benson, L. Vernon Dixon, Beverly Doyle, R. James Griffin, Patrick R. Lancaster, Stephen A. Linker,
General Manager: David B. Arnett,
Senior Advisor: Houston P. Ishmael

July 16, 1984

Mr. David Hulefeld
Louisville & Jefferson County Planning Commission
900 Fiscal Court Building
Louisville KY 40202

Dear Mr. Hulefeld:

Thank you for the opportunity to review the draft copy of the Russell Neighborhood Plan and submit the following comments.

Should redevelopment and the support population in the Russell area become adequate, it is likely additional service would be added to the existing route or routes that already serve this area. TARC currently provides LARC "circulator" service in the Central Business District because of its high density, heavy boarding characteristics.

Regarding the installation of benches in the Russell area, it is important to note that TARC does not have any free-standing benches, although we do have some contained within shelters.

Should you have any questions regarding the above, please feel free to call me at 587-2687.

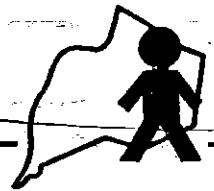
Sincerely,

A handwritten signature in cursive script that reads "Dwight Maddox".

Dwight Maddox
Director of Planning

DM:ss

LOUISVILLE & JEFFERSON COUNTY PLANNING COMMISSION



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

August 30, 1984

Mr. Dwight Maddox
Director of Planning
TARC
1000 W. Broadway
Louisville, Kentucky 40203

Dear Mr. Maddox:

Thank you for reviewing the draft Russell Neighborhood Plan, and providing comments on it. The Plan's recommendation concerning free-standing benches was not intended to involve TARC. The text has been modified to explicitly state that TARC does not provide benches. The Plan recognizes that additional bus service and extension of LARC service into Russell depends upon redevelopment and an increased support population.

Again, thanks for your cooperation in this matter.

Sincerely,

David M. Hulefeld
Planning Manager

DMH/wah

cc: David A. Ripple
File

WORK10

Metro Parks

An Equal Opportunity Employer

1297 Trevilian Way
Post Office Box 37280
Louisville, Kentucky 40233
502 459-0440

July 31, 1984

Dave M. Hulefeld
Louisville-Jefferson County
Planning Commission
Louisville, Kentucky

Re: Russell Neighborhood Plan

Dear Mr. Hulefeld:

The Russell Neighborhood Plan appears to be a comprehensive document. We have reviewed its contents and recommend a few minor revisions.

Page 1-48 - The reference to Sheppard Park's wading pool should be deleted. Both the wading pool and the Tom Thumb pool have been demolished.

Page 1-49 - The final paragraph regarding the Parks Department should reflect more current information about our capital improvement program. Our 1984-89 requests included \$53,000 for Beecher Park improvements and \$40,000 for Sheppard Park. Our proposal for Elliott Square Park is estimated to cost \$154,000. Phase I has been funded in the amount of \$40,000. Beecher and Sheppard Parks have yet to be funded.

Page III-6 - The statement that play equipment at Baxter Park is in need of repair should be deleted because new play equipment has been installed at the park since the writing of this draft plan. One small part of that equipment had to be replaced, but it's on order and should be in place by the time this plan is finished. Swings which were in need of repair were replaced recently.

Page III-22 - It appears appropriate to include in the explanatory paragraph under Issue I that \$40,000 worth of improvements to Elliott Square Park have been approved. The tot lot/playground will be renovated, walkways repaved, permanent benches and picnic tables installed.

Page 1-35 - Metro Parks cautions that neither its operational nor its capital budget can fund construction of sidewalks along the perimeters of Western Cemetery or area parks.

~~Page IV-13 - Metro Parks agrees that Muhammad Ali Park should~~
be expanded through the Urban Land Program's assistance in acquiring
abandoned properties adjacent to the current eastern park boundary.
We assume the alley dividing the existing properties would be legally closed.

Any expansion of Sheppard Park, however, may prove to be difficult
because of the neighboring school, roadways and occupied houses.

Page IV-14 - Concerning new recreational facilities in the Village West
Apartments area, Metro Parks maintains Beecher Park, Baxter Square
Park and Baxter Community Center, and the indoor pool at Central High
School, all within a walking distance of Village West Apartments. Beecher
Park is directly across the street from the eastern section of the apart-
ments. Baxter Park and Community Center is located one block north of
the apartments. The indoor pool at Central High School is located directly
across the street from the western half of the apartments. If additional
recreational facilities are needed by the residents of those apartments, Metro
Parks believes the owners of the apartments should obtain and maintain
such facilities.

Table Nine: Parks and Recreation Facilities

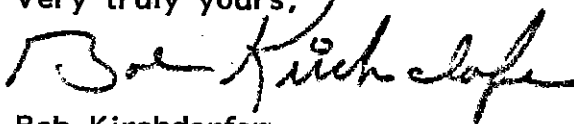
Baxter Square Park is our oldest existing park. We prefer that it be
called Baxter Square rather than Baxter.

Please delete "wading pool" under Sheppard Mini Park. Add "shelterhouse"
to the list of facilities at Sheppard.

Please find attached copies of our capital improvement requests for the
Russell area as well as pertinent pages from the draft plan.

We appreciate the opportunity to respond to the draft Russell Neighborhood
Plan.

Very truly yours,



Bob Kirchdorfer
Director

Attachments

BK/lg

LOUISVILLE & JEFFERSON COUNTY PLANNING COMMISSION



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

August 30, 1984

Mr. Robert Kirchdorfer, Director
Metropolitan Parks Department
P. O. Box 37280
Louisville, Kentucky 40233

Dear Mr. Kirchdorfer:

Thank you for your thorough review of the draft Russell Neighborhood Plan. Based on comments in your July 31, 1984 letter, the following changes have been incorporated in the Plan:

- a) Pages I-48, I-49, III-6 and III-22 have been revised per your suggestions;
- b) The inability of the Parks Department to fund sidewalk construction is noted on page III-35;
- c) The recommendation that recreation facilities be provided at Village West (page IV-14) has been revised to indicate that Action Now, local government and corporate sponsors are possible services of these facilities;
- d) Table 9 was changed as suggested.

I appreciate the time and effort devoted to improving this draft report.

Sincerely,

David M. Hulefeld
Planning Manager

DMH/wah

cc: Anita Solodkin
David Ripple

WORK10



Department
of Public Works

216 City Hall · 601 West Jefferson · Louisville, Ky. 40202 · 502/587-3111

R. Michael French
Director

HARVEY I. SLOANE
MAYOR

August 2, 1984

David M. Hulefeld
Louisville & Jefferson County Planning Commission
900 Fiscal Court Building
Louisville, Kentucky 40202

Re: Russell Neighborhood Plan

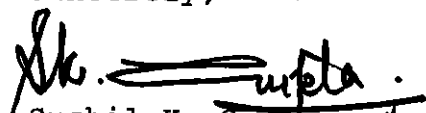
Dear Dave:

We appreciate having the opportunity to review the Russell Neighborhood Plan.

We noticed that the recommendations for 15th and 16th Streets as contained in the Russell Neighborhood Plan (page III-15) and the Portland Neighborhood Plan (Page V-9) are somewhat different. While the Portland Neighborhood Plan recommends two way traffic on both 15th and 16th Streets, Russell Neighborhood Plan recommends designating 15th Street as a truck route and maintaining the status quo on the 16th Street.

Other than that, we see no problems with the plan proposals and approve the recommendations.

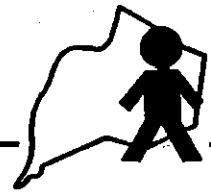
Sincerely,


Sushil K. Gupta
Planning Manager

SKG/sc

cc: John C. Beyke, P.E.
James C. Pasikowski, P.E.

LOUISVILLE & JEFFERSON COUNTY PLANNING COMMISSION



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

August 30, 1984

Mr. Sushil K. Gupta
Planning Manager
Department of Public Works
216 City Hall
Louisville, Kentucky 40202

Dear Sushil:

Thank you for reviewing the draft Russell Neighborhood Plan, and providing comments on it.

Your letter of August 2, 1984, addresses the inconsistency between the Transportation recommendations of the Russell and Portland Plans relating to 15th and 16th Streets. The Russell Plan recommends keeping these streets one-way, while the Portland Plan proposed two-way traffic on 15th and 16th Streets. Prior to adoption of the Portland Plan, however, the recommendation that 15th and 16th Streets become two-way streets was dropped. As a result, the adopted Portland Plan and the proposed Russell Plan are consistent in this regard.

I also appreciated your comments over the phone about improving the clarity of the text; editorial changes were made based on your remarks.

Thanks again for your review, I will see that you receive a copy of the final Plan when it is produced.

Sincerely,

Dave M. Hulefeld

DMH/sds

cc: David A. Ripple



**LOUISVILLE
NEIGHBORHOOD
DEVELOPMENT
CABINET**



**DEPARTMENT
OF HOUSING**

727 W. MAIN STREET - LOUISVILLE, KY. 40202
502/587-3301

HARVEY I. SLOANE
MAYOR

D. A. FLORES
DIRECTOR

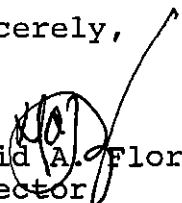
August 2, 1984

Mr. David M. Hulefeld
Project Manager
Russell Neighborhood Plan
900 Fiscal Court Building
Louisville, Kentucky 40202

Dear Mr. Hulefeld,

The Department of Housing wishes to extend to you favorable review of the Russell Plan delivered last July 11, 1984. It will be prudent, however, to make necessary provisions that will provide healthy flexibility in the implementation of the plan in all its major aspects.

Sincerely,

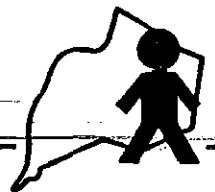

David A. Flores
Director
Department of Housing

toe

cc: Sharon Wilbert

NEIGHBORHOOD DEVELOPMENT CABINET - SHARON WILBERT, DIRECTOR
AN EQUAL OPPORTUNITY EMPLOYER

LOUISVILLE & JEFFERSON COUNTY PLANNING COMMISSION



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

August 30, 1984

Mr. David A. Flores, Director
Department of Housing
727 West Main Street
Louisville, Kentucky 40202

Dear Mr. Flores:

Thank you for your letter of August 2, 1984 regarding review of the draft Russell Neighborhood Plan. In response to your suggestion, the following text has been added to section III. B, the Plan's Recommendations:

Site specific recommendations (maps and guidelines) represent the neighborhood's intent and best planning judgment at a given point in time. As conditions change in Russell and new opportunities arise, site-specific recommendations may need to be changed. The Plan should not stand in the way of desirable changes that were not foreseen during the planning process.

I hope that this revision satisfies your concern. I appreciate your efforts in reviewing this study.

Sincerely,

David M. Hulefeld

DMH/sds

cc: David A. Ripple