

SHAWNEE NEIGHBORHOOD PLAN

Prepared for the Board of Aldermen of the City of Louisville by the Louisville and Jefferson County Planning Commission, under contract with the Louisville Community Development Cabinet.

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September, 1982



Louisville and Jefferson County Planning Commission

Executive Summary

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EXECUTIVE SUMMARY

1. Introduction

At the request of the Louisville Board of Aldermen, the Louisville and Jefferson County Planning Commission is under contract with the City Community Development Cabinet to prepare a plan for the Shawnee area. The plan is one of several area plans that the Planning Commission is developing with the Community Development Cabinet. The development of neighborhood plans reflects the City's desire to preserve and enhance the quality of life for all residents of the City of Louisville.

2. Study Area

For the purpose of this study, the Shawnee Plan area consists of the area west of Interstate 264 (Shawnee Parkway) to the Ohio River and north of Broadway to the river. It includes Shawnee Park and Golf Course and River Glen Park. It does not include a small area between Bank Street and North Western Parkway because this area is covered by the Portland Neighborhood Plan. Refer to location map.

3. Purpose of Plan

The purpose of the Shawnee Plan is to identify neighborhood needs, problems and concerns and to provide specific recommendations that will promote revitalization, rehabilitation and preservation of the area's residential qualities and other resources. The City's Neighborhood Plan Ordinance (Ordinance 22, Series 1980) defines the planning process to be followed, sets standards for plan content, and establishes a link between planning and budgeting/-implementation. The Ordinance establishes a consistent format for neighborhood plans and requires conformance of the plans to the City's Community Development Strategies and the community's Comprehensive Plan. The plan will be used by governmental agencies when developing City-wide programs, preparing budgets or making land-use and zoning decisions. The plan will be used by residents of Shawnee as a guide for future land-use decisions, housing program development and other actions.

4. Plan Content

The Shawnee Plan contains four sections: Land Use, Transportation, Housing and Economic Development. The Land Use, Transportation and Housing sections include all five phases as outlined in Section 3 of Ordinance 22. These are:

- 1) Existing Conditions - Needs Assessment,
- 2) Projection of Existing Conditions - Null Alternative,
- 3) Recommendations,
- 4) Implementation of Recommendations, and
- 5) Priorities for Implementation

The Economic Development section is required to include only the Existing Conditions phase but it also includes a Commercial Redevelopment Plan. The Shawnee Plan contains written text and graphics to convey the information of the major sections of the plan.

5. Citizen Participation/Agency Review

The Shawnee Neighborhood Plan is the product of frequent and close cooperation between the Planning Commission staff and neighborhood interests (Section 4B and 4C(a) of Ordinance 22). Created by the Shawnee Neighborhood Strategy Area Task Force to include representation throughout the study area, the Shawnee Plan Planning Committee

worked with the Planning Commission staff to develop this plan beginning in February of 1982. To assure citizen participation beyond the Shawnee Plan Planning Committee, a legally announced "public meeting" was conducted on July 15, 1982, by the Shawnee Neighborhood Strategy Area Task Force and Planning Commission to receive comments on the draft Plan in furtherance of Section 4C(a) of the Neighborhood Plan Ordinance. At the same time, the draft Plan was submitted for review to entities affected by the Plan or responsible for implementing portions of it (Section 4C(b) of Ordinance 22). Comments from these entities and area residents were reviewed and appropriate changes were made to the draft Plan.

On August 16, 1982, the Shawnee Neighborhood Strategy Area Task Force Board of Directors voted and approved the Shawnee Neighborhood Plan. The Plan was then submitted to the Community Development Cabinet for a final checkoff (Section 4C(c) of Ordinance 22) prior to submission to the Board of Aldermen. The Board of Aldermen will conduct a "public hearing" (Section 4C(d) of Ordinance 22) for final citizen input prior to Aldermanic adoption of the Plan.

6. Summary of Recommendations

a. Land Use

- (1) Maintain the single-family atmosphere in the neighborhood.
- (2) Encourage additional multi-family residential development in appropriate areas.
- (3) Investigate the possibility of alternative development for the River Glen Park site.
- (4) Insure the appropriate reuse of vacant properties.
- (5) Encourage new major commercial development in the area.
- (6) Encourage reinvestment and rehabilitation of existing commercial uses.
- (7) Encourage the formulation of neighborhood groups and associations to pursue techniques that will attract new commercial uses and redevelop existing businesses.
- (8) Prevent inappropriate or incompatible industrial encroachment into the area.
- (9) Encourage increased resident maintenance and operation of community facilities.
- (10) Encourage increased park maintenance and funding for recreational development.
- (11) Implement measures to decrease vandalism and other activities detrimental to the usefulness of neighborhood parks.

b. Transportation

- (1) Develop transportation facilities in conformance with land use policies.
- (2) Provide for the proper maintenance of the transportation system in order to optimize its use and safety.
- (3) Minimize traffic accidents between vehicles and between vehicles and pedestrians.
- (4) Insure the development of safe neighborhood streets.
- (5) Institute a cooperative program of alley maintenance and repair between property owners and the City of Louisville.
- (6) Provide information to neighborhood residents of available public transportation services, particularly services for the elderly and handicapped.

- (7) Encourage TARC to investigate the need for bus shelters throughout the interior of Shawnee.
- (8) Paint or repaint pedestrian crosswalk lines at critical locations in the neighborhood.
- (9) Study the need to place pedestrian signals (walk-don't walk) at busy intersections.
- (10) Continue the policy of requiring handicapped ramps as part of any sidewalk reconstruction project.
- (11) Provide an appropriate amount of on-off street parking and loading facilities where deficiencies exist.
- (12) Investigate the designation and signage of an east-west bicycle route.
- (13) Investigate ways of reducing environmental nuisances caused by motor vehicles.

c. Housing

- (1) Establish a strong resident organization for neighborhood housing programs and projects.
- (2) Initiate an on-going neighborhood housing repair and rehabilitation program.
- (3) Insure interim maintenance of vacant buildings.
- (4) Promote weatherization of existing housing.
- (5) Encourage repair of homes owned by the elderly.
- (6) Provide additional and rehabilitate existing multi-family rental property throughout the neighborhood.
- (7) Develop an awareness of exterior maintenance, house painting and repair.
- (8) Retain all existing residential resources wherever possible.

7. Shawnee Neighborhood Plan

The Recommended Future Land Use Plan, Recommended Future Transportation Plan and Recommended Future Housing Plan for the Shawnee Neighborhood are defined by the general "recommendations" that are termed general guidelines in other neighborhood plans. These recommendations are further described by the "implementation techniques" in the Implementation of Recommendations subsections. The Commercial Redevelopment Plan in the Economic Development section also defines a part of the Neighborhood Plan. In addition, graphics were produced to assist in the interpretation of the Plan and are an integral part of the Shawnee Neighborhood Plan.

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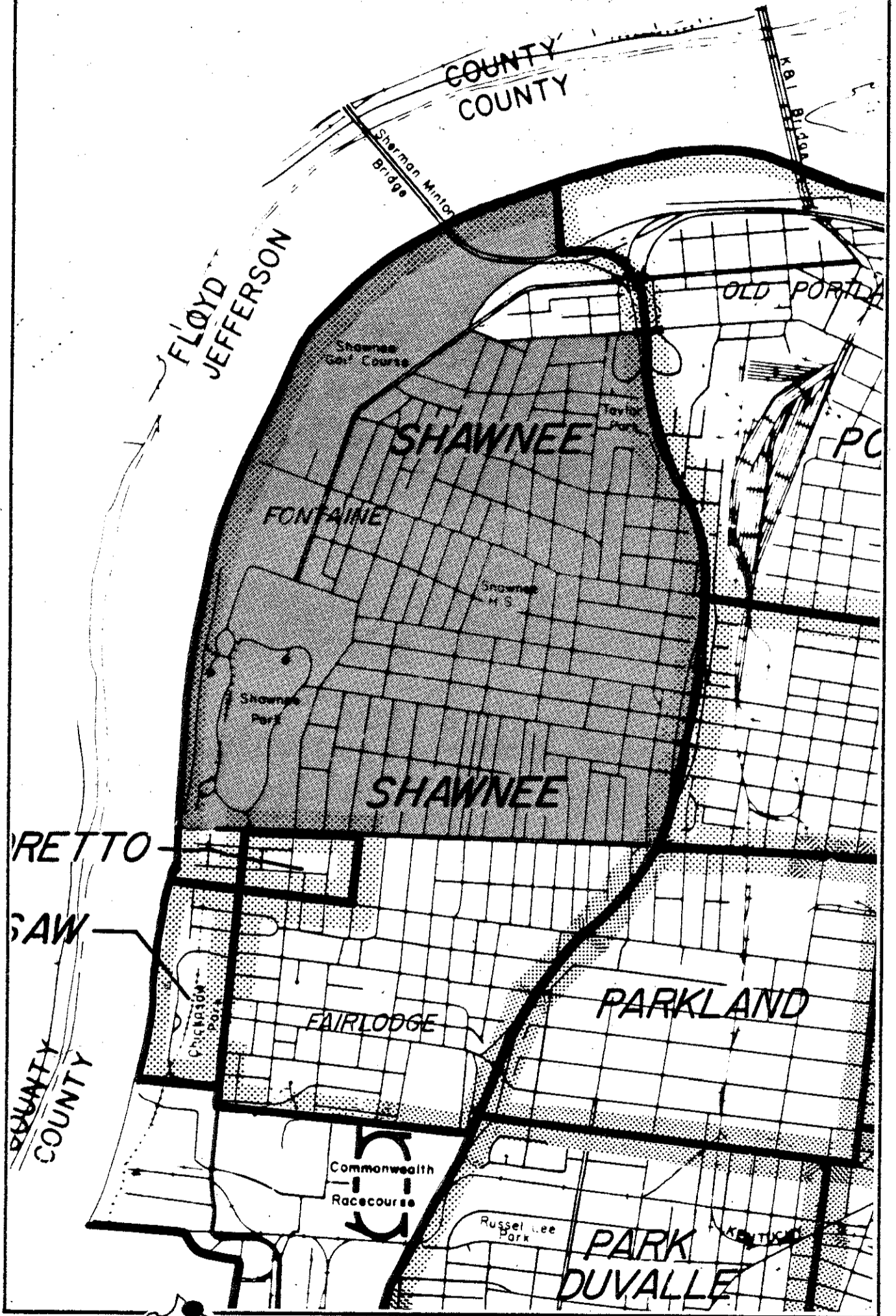
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LOCATION MAP



Louisville and Jefferson County Planning Commission

Introduction

INTRODUCTION

The Shawnee neighborhood includes a large area of the western portion of the City of Louisville, north of Broadway and west of Interstate 264. Even though the Shawnee area is large, a homogeneous atmosphere exists because of street and housing patterns. Shawnee Park, River Glen Park and Shawnee Golf Course form the western and northern borders of the neighborhood. The open spaces create a pleasant environment and provide recreational facilities for all of Jefferson County.

Housing in the Shawnee area is perhaps the most important resource. Most homes were constructed in the early 1900's and are generally still in good condition. Housing sales have been steady in the neighborhood. The area is a source of affordable, lower-cost housing in the City of Louisville.

There are, however, signs that the condition and upkeep of housing in Shawnee is starting to decline. Because of the current recession and a high unemployment rate, many people in the neighborhood do not have the resources to maintain housing at an adequate level to prevent decay. Deferral of housing maintenance and the potential for widespread deterioration are major concerns in the Shawnee neighborhood.

There is presently both a changing attitude and a changing of program orientation at the local, state and federal governmental levels. Although specific programs, funding sources and projects are constantly being replaced, altered and changed, there is an overall trend toward independence and self-support. This attitude is being felt at all levels including the neighborhood.

The Shawnee neighborhood and the current neighborhood organization are at a turning point. The City of Louisville would like to see neighborhood groups become self-sufficient. Funding for neighborhood organizations, some programs and certain community facility operations will probably not be as plentiful in the future as the current level. Neighborhoods will have to take over some programs and operations that will no longer be funded.

The preservation and continuation of the Shawnee Neighborhood Strategy Area Task Force as well as some aspects of the neighborhood are at stake. The loss of an effective neighborhood organization in Shawnee would be a difficult obstacle to overcome. Because housing in the area seems to be such an important element for the future viability of Shawnee, neighborhood organizations will need to implement actions to replace governmental efforts and funding for housing and other programs.

The neighborhood must take some immediate actions to establish a self-sustaining organization, to produce income for the operation of the neighborhood organization and programs and to foster an independent, self-help attitude in the Shawnee area.

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I. Land Use

A. EXISTING CONDITIONS - NEEDS ASSESSMENT

1. SUMMARY

- (a) The Shawnee neighborhood is almost exclusively a residential area. Due to the dominance of the single-family home, a grid street-pattern and similar architectural facades the neighborhood has a homogeneous appearance.
- (b) Commercial uses are a relatively minor land-use element in Shawnee. There are several clusters of businesses, some corner stores and other commercial buildings scattered throughout the neighborhood. In addition, there are only two industrial land-uses in Shawnee.
- (c) The Shawnee area is extremely well-served with recreational facilities. About one-half of the neighborhood is within an easy walking distance of Shawnee Park. Taylor Park and neighborhood schools provide other recreation facilities in Shawnee.
- (d) There are about 123 non-residential structures in Shawnee. Around one-half of the commercial buildings were rated in a depreciating condition ("B") indicating deterioration and the need for extensive minor repairs. Other non-residential structures include around 22 church, five governmental and nine educational buildings.
- (e) The Shawnee neighborhood has a significant amount of residential and park development. However, there may be a demand for additional multi-family housing units and commercial development. Industrial development in the area does not seem likely.
- (f) The existing land-use pattern as well as the street system is well-defined and typical of an inner-city residential area. Due to an absence of industrial and major commercial uses, Shawnee functions much like an older, suburban residential area.
- (g) Land-use conflicts are not a major problem in Shawnee. Some problems do exist, mostly related to commercial businesses and people using them. Noise and other nuisances from some streets are also a concern.
- (h) There are around 85 vacant lots in Shawnee excluding very small lots. They are generally well maintained and not a problem. Vacant lots are only a limited potential resource for development or reuse in the Shawnee area.
- (i) There does not appear to be a major problem with the existing zoning pattern in Shawnee. There are some non-conforming land uses but they are mostly corner commercial uses in residential zoning districts. There are very few areas zoned for industrial purposes in the neighborhood.

2. EXISTING CONDITIONS

a. Existing Land Use

Shawnee is a large neighborhood located in the northwest portion of the City of Louisville. As defined for the purpose of the Shawnee Plan, the neighborhood's boundaries are the Shawnee Expressway (I-264) on the east, Broadway on the south, the Ohio River on the west and Bank Street on the north.

Shawnee is almost exclusively a residential area. There are a few scattered commercial uses but they tend to be a very minor element in the neighborhood. Non-residential land uses such as corner stores, restaurants, schools, churches and shops seem to function more for quick shopping trips and as social elements

and gathering points than major land-use forces in the neighborhood.

Shawnee Park, River Glen Park and Shawnee Golf Course form the western boundary of the neighborhood. They create a wide, green area on the edge of the Shawnee neighborhood. Shawnee Park is extensively developed and well-maintained and is a major recreation facility in western Louisville and Jefferson County.

Because the neighborhood consists almost solely of single-family houses, a homogeneous feeling and appearance exists. In addition, almost all streets are built on a grid pattern. This rectangular pattern is repeated block after block which reinforces a homogeneous appearance. Further, much of the neighborhood housing was built as part of subdivision tracts in the early part of this century. Houses were reportedly built for the working class; and, although homes are attractive and very-well constructed, they tend to repeat architectural style, size, appearance and overall form. This again adds to a homogeneous appearance of the neighborhood.

A Planning Commission survey of existing land-use was conducted in August of 1981. (Refer to Figure I-1.) The survey indicated that there are 17.6 acres of commercial land in Shawnee or about two percent of the total land area. Most commercial uses are located along Market Street, 34th Street between Market and Broadway, and along Broadway near 34th Street. A few other commercial uses, mostly corner stores, are scattered throughout the neighborhood. Around 8.6 acres of this land is devoted to neighborhood-commercial, 2.6 acres to regional-commercial and 6.4 acres to commercial services and offices. Approximately 10 buildings or 2.6 acres of all commercial areas were vacant at the time of the survey, mostly along Market Street.

There are several small commercial nodes, or clusters of businesses in the neighborhood. A grouping exists on 34th Street at both Broadway and Market Streets. The Shawnee Center also forms a small commercial node. Even so, commercial uses are a relatively minor land-use element in the neighborhood.

There are only two industrial uses in the neighborhood. An oil storage facility occupies a small area at 36th Street and Parker Avenue and the Forcht Ice Company is located at 34th and Herman Streets.

The neighborhood has around 51 acres of land devoted to community facilities (Figure I-2). There are 22 churches and places of worship in Shawnee. They are located throughout the neighborhood with the exception of the northeast area. Churches in Shawnee serve as centers for community interaction and organization. There are four operating schools located in the area: Shawnee High School, Whitney M. Young, Jr. Elementary, Martin Luther King, Jr. Elementary and St. Columba Roman Catholic. Shawnee Elementary School is currently boarded-up and the Flaget High School building is scheduled for conversion to apartments for the elderly. There are many other community facilities in Shawnee that serve people in the neighborhood. The Shawnee Community Center was recently renovated with Community Development funds. In addition, a branch library, two fire stations, one YMCA, one YWCA and several day care centers can be found in the area.

The Shawnee area is more than adequately served by existing park and school recreation facilities. Shawnee Park, a "major urban park", is on the western border of the neighborhood. The park is about 397 acres in size, including the Tree Nursery, and is extensively developed for both passive and active recreational activities. Shawnee Park has 10 softball fields, a football field, nine tennis courts, five basketball courts,

picnic facilities, smaller-child play-equipment, a wading/spray pool, four water fountains, restrooms, a lily pond, a bandstand the bathhouse and a maintenance facility building. The park is within one-half mile of the western half of the Shawnee neighborhood.

River Glen Park is directly north of Shawnee Park between the Ohio River and North Western Parkway. River Glen is the former site of Fontaine Ferry Amusement Park and Ghost Town on the River. It was acquired by the City in 1976 and is about 44 acres in size. The area is currently being developed for picnicking and passive recreation. At present, \$550,000 has been spent or is about to be expended on the acquisition and development of River Glen Park.

Shawnee Park Golf Course is on the Ohio River between River Glen Park and the Portland neighborhood and is the western border of the Shawnee neighborhood in this area. It is an 18-hole public golf course.

E. Leland Taylor Park is a nine-acre park adjacent to Interstate 264 just south of Parker Avenue. It serves residents living in the northern and eastern portions of Shawnee. Facilities include a softball field, two basketball courts, child play-apparatus, a wading/spray pool, two paved volleyball courts, two paved paddle tennis courts, a water fountain, restrooms and two parking lots. The park is well-maintained and heavily used in warmer months.

Ivy Court Park is a mini-park, containing about 0.25 acres of land. It is located on Ivy Court between Larkwood Avenue and Herman Street, next to I-264. The mini-park contains a half-court basketball area, swings, a slide and some other child play-equipment. Because heavy traffic on 34th Street is probably a barrier to smaller children, it would seem that Ivy Court Park serves only the immediate area.

In addition to parks, many schools in the Shawnee area have recreation facilities that serve the neighborhood. Shawnee High School is located almost centrally in the neighborhood. It has large outdoor recreation areas as well as indoor facilities. Shawnee Elementary, one block west of Shawnee High School, also has outdoor recreational facilities. However, the school is currently closed and for sale. Young Elementary School is located between Muhammad Ali Boulevard, Vermont Avenue, 35th and 36th Streets. A softball diamond and child play-equipment exists on the school grounds. Most of the area is fenced off from nearby heavy traffic. Martin Luther King Elementary is across from Shawnee Park on Vermont Avenue. There are no outdoor recreation facilities at the school. In addition, Clay Elementary School was recently demolished. A new fire station is proposed for construction on the site at 34th Street and River Park Drive.

Most equipment at neighborhood parks and schools is in good condition. Maintenance of basketball hoops and nets, picnic facilities and other physical improvements in recreation areas is a concern throughout Louisville. Muddy areas in child-play locations is also a problem in some Shawnee area parks.

b. Vacant Property

Excluding streets, alleys or rights-of-way, there are about 3.4 acres of vacant land in the Shawnee neighborhood. These vacant parcels are distributed throughout the neighborhood with no major clustering. It appears that most vacant lots are part of an adjacent lot and building. They are only a limited, potential resource in the area. In addition, 15 retail and general commercial vacancies exist on Market Street. The remainder of the vacant commercial parcels are scattered south of Market Street. Over 20 vacant parcels are owned by the City. Most

are a part of the Urban Homestead Program. Vacant lots and vacant buildings do not appear to be a major element in Shawnee compared to other areas of the City.

c. Land Use Conflicts

Land-use conflicts occur when neighboring land uses--residential, commercial, industrial or other uses--differ in type, scale or intensity and are not compatible due to noise, traffic, environmental or visual nuisances. Homes located near commercial or industrial establishments may be subjected to nuisances. The extent of land-use conflicts depend on the operation of the use, the nature of the use and any screening or buffering provided. Older parts of the City historically have a broader mix of land-uses, providing a potential for problems.

There seem to be few conflicts in Shawnee caused by incompatible land-uses. Corner and neighborhood commercial establishments within residential areas can create some problems. People standing around street corners and stores and large groups of children can be disturbing. Nuisances due to these commercial uses are localized and their severity depends on the type of use, if alcoholic beverages are sold, the time of year and other factors.

Because there are only two industrial uses in the Shawnee neighborhood, there are not the type of problems often associated with manufacturing and production. Neither existing industrial use appears to create nuisances. Some problems exist with regard to Shawnee Park. In addition, the main land-use conflicts in the neighborhood seem to be associated with heavy traffic on streets and Interstate 264. These problems are addressed in the Transportation Section.

d. Zoning

Zoning regulates the manner in which land can be developed. (Figure I-3) Zoning was first established in the City of Louisville in 1931. Under the initial zoning in Shawnee, areas around some major road intersections were zoned to allow commercial uses. Areas along Market Street between the Shawnee Expressway (I-264) and 34th Street, on Parker Avenue at 36th Street, and on Herman Street near 34th Street were zoned industrial. Areas along Broadway, Market Street and in the northeast corner of 38th and Duncan Streets were zoned the equivalent of the current R-6 and R-7 Residential districts to permit higher density residential use. The balance of the neighborhood was zoned the equivalent of the current R-5 Residential district, restricting housing to lower density development.

Zoning in Shawnee has changed little since its inception. Between 1970 and 1980, only seven zoning changes were approved--five from residential to commercial districts and two to higher density residential zoning categories. The lack of zoning changes indicates the neighborhood has been relatively stable in land-use. Much of Broadway and Market Street is zoned R-7 Residential, allowing for apartment and multi-family dwellings. Many intersections throughout the neighborhood are zoned commercial classifications. Only four areas are zoned for industrial uses--at the intersections of Interstate 264 with Parker Avenue and with Market Street, on Herman Street near 34th Street and a portion of the Shawnee Golf Course on the Ohio River. In addition, Shawnee Park and Golf Course as well as River Glen Park are not zoned any classification. They were a public park and open space use at the time City-wide zoning was instituted. They are therefore considered to be equivalent to the R-1 Residential zoning district. The areas cannot be used for any other purpose except uses allowed in the R-1 zoning classification.

e. Non-conforming Land Uses

Non-conforming uses are land-uses of a type or intensity that are no longer permitted in the zoning district in which they exist. Non-conforming uses were either 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, existing non-conforming uses may legally continue. The effects of non-conforming use status vary according to the type and character of surrounding land-use.

There are only a few non-conforming uses in the Shawnee neighborhood (Figure I-4). Commercial and residential uses occupy an industrially zoned area on Market Street between Interstate 264 and 34th Street. A few non-conforming commercial uses are located in residential zones, generally on street corners on Market Street and Broadway. In addition, a few doctor and dentist offices exist in residential zoning districts. The uses are considered semi-public and are therefore non-conforming.

f. Non-conforming Lots

The Zoning District Regulations require residential lots to front on a street, to be at least 50 feet wide and to contain a minimum of 6,000 square feet. Lots created prior to adoption of the zoning ordinance which do not meet these standards are considered non-conforming. There are many non-conforming lots in Shawnee and throughout the City because the area was platted prior to the enactment of lot standards.

Non-conforming status has little affect on the development potential of small lots. The zoning regulations include an exemption from the size and access standards for lots created before the enactment of the regulations. They also contain a provision allowing reduction of the side-yard requirements for very narrow lots. Fire safety standards affecting structures located less than six feet from the side property-line are the sole regulatory impediment to development of small lots. Because the Shawnee area is completely developed and only a few scattered vacant-lots remain, small lot-size is not critical in the neighborhood.

g. Condition of Structures

A vital component of the neighborhood is the condition of structures (Figure III-1). The information is valuable in determining the potential for the continuation of existing uses and rehabilitation needs of the neighborhood relative to other neighborhoods and to the City overall. The condition of structures data is based on a windshield survey of exterior conditions only; no interior inspection occurred. As a result, the survey does not reflect interior repairs or mechanical and electrical system repairs needed.

The definition of structural classification for residential and non-residential structures is based on standard criteria utilized by the Louisville and Jefferson County Planning Commission for field surveys. The definitions of the rating system may be found in Table III-1, "Definitions of Structural Classifications" in the Housing Section.

TABLE I-1: CONDITION OF NON-RESIDENTIAL STRUCTURES

<u>Land Use</u>	<u>Standard</u>	<u>Depreciating</u>	<u>Substandard</u>
	"A"	"B"	"C"
4. Industrial		1	
8, 9, & 10. Commercial	35	37	
11. Office	2		
12. Governmental	5		
13. Medical Services	1	1	
14. Educational	8	1	
15. Religious	15	7	
16. Recreational	4	2	
17. Public & Semi-			
Public	<u>3</u>	<u>1</u>	
TOTAL	73	50	None

Total Non-Residential Structures - 123

SOURCE: Louisville and Jefferson County Planning Commission,
September, 1981.

There are 123 non-residential structures within Shawnee (Table I-1). About 73 structures are of sound quality (rated Standard "A") and only 50 structures have deficiencies that are minor (rated Depreciating "B"). None of the non-residential structures were rated as being in a substandard condition. Most defects in non-residential buildings tend to be those of deferred normal maintenance that could be corrected with minimal expense.

3. SUPPLY AND DEMAND

The Shawnee neighborhood contains a significant amount of residential and park development. Comparatively, there is little commercial development and almost no industrial use. A comparison of demand and supply may help to identify and guide the neighborhood's needs for future land-use.

The demand for land is a function of many variables, such as price, location, size and intangibles including neighborhood amenities. An important criteria for some land-uses is the rate of return on investment. The commercial/industrial market seeks to ensure the availability of sufficient land for any future expansion. Homeowners hope to maintain an equity in their house and realize a return on their investment. If

attributes of the neighborhood do not satisfy this objective, the demand for land and buildings may be low, possibly leading to deterioration due to disinvestment.

Past trends and existing conditions are one source to determine the level of demand for various land-uses in Shawnee. Indicators include the amount of vacant structures, existing uses, demographic trends and other factors.

Residential parcels in the neighborhood are generally between 30 to 50 feet in width and between 100 to more than 200 feet in depth. Lots under 50 feet in width are somewhat restricted for development simply because of small size.

Because of the very large area that Shawnee encompasses and a rather compact residential pattern, there is a large number of houses in the neighborhood. At typical single-family densities, it would be difficult to have a more compact neighborhood in the City. However, there are relatively few apartment buildings over 2½ stories tall.

An adequate supply of single-family homes exists in the area. Vacancy and sale statistics indicate the demand is also great. Homes are usually priced in a very affordable range. In comparison, there seems to be a potential need for additional rental and multi-family housing. There are currently about 726 multi-family units (two units or more per building) in the neighborhood compared to 4459 single-family homes. About 11% of the dwelling units in Shawnee are in buildings with three or more units compared to 29% in the City. This could indicate a demand for more multi-family housing in the area.

Commercial uses in the neighborhood seem to be few in comparison to the population. The supply of commercial uses, by usual standards, does not appear sufficient for the population in Shawnee. People must therefore shop outside the neighborhood for daily and major purchases. However, about 10% commercial buildings are currently vacant. But still there seems to be a real demand for additional commercial services. Refer to the Economic Development Section for a more detailed analysis of commercial land-use and demand in the neighborhood.

There are only two industrial uses in the Shawnee neighborhood: Forcht Ice Company and Kentuckiana Waste Oil Service. They occupy only about one-third of an acre. It does not seem likely that industrial uses will desire to locate in the Shawnee area in the future. Industrial uses would also be inappropriate in a predominantly single-family neighborhood. Further, there are numerous industrial sites that are ready for development in other parts of the City.

The Shawnee neighborhood is extremely well-served with recreation facilities. Because of proximity to Shawnee Park, the neighborhood has immediate access to a major urban park. About half of the neighborhood is within a one-half mile radius of Shawnee Park. This radius is the typical standard used as an easy walking distance to neighborhood recreation facilities. Further, bicycling to Shawnee Park from anywhere in the area would be a relatively short trip. In addition to extensive recreation facilities at Shawnee Park, Taylor Park also is well-developed for recreation. Neighborhood schools also provide recreation facilities. Play equipment and open space at Young Elementary serve the southeastern portion of Shawnee. Although traffic on streets adjacent to Young Elementary can be relatively heavy at times, the school fills a localized recreation need.

4. PATTERNS AND TRENDS

The existing land-use pattern in the Shawnee area is extremely well-defined and of a typical form. Almost all of the area is residential. Multi-family housing tends to be located on higher-traffic volume streets and at the periphery of land-use areas. Commercial uses are clustered in several "nodes" and stretched out along a couple of higher traffic-volume streets. Shawnee Center, a larger-sized shopping facility, is located centrally in the neighborhood. Shawnee High School is situated in the middle of the area. Further, the major street system is located basically on the border of the neighborhood. Broadway and Interstate 264 form the southern and eastern boundaries. A couple of higher traffic volume streets go through the area and tend to collect traffic from residential areas.

In short, the existing development pattern of Shawnee is very typical of an inner-City residential area. It was developed rather steadily over a 40-year period. Some final housing development occurred in the 1950's and the construction of Interstate 264 caused some changes, but for the most part the land-use pattern in the area has been very stable.

Other than the construction of Interstate 264 in the 1960's, there have been almost no changes in the land-use makeup of Shawnee. Fountaine Ferry Park was demolished and purchased by the City in 1976, adding 44 acres to the recreation total. There has also been some recent commercial activity, mostly fast food chain development.

Current trends and conditions would seem to indicate that an extremely stable situation exists in the Shawnee neighborhood. Existing zoning, housing conditions and a lack of undeveloped and underutilized land show stability in the area. However, the deterioration of housing could have the potential to cause extensive land-use changes if current conditions are not maintained. Some commercial development may be likely along the 34th Street corridor. An area between River Park Drive and Larkwood Avenue on 34th Street seems to have the greatest potential for commercial development. In addition, a changing demographic profile of residents could indicate sudden changes in the area. Land use trends might follow a wide-spread alteration of the economic and demographic makeup of Shawnee.

5. ISSUES AND PROBLEMS

This segment of the plan investigates some land-use issues and problems facing the Shawnee neighborhood. The neighborhood does not exhibit land-use problems that typically face older areas of the City. However, some usual areas of concern are addressed to investigate potential problems and issues in Shawnee.

a. Land Use Conflicts

Land use conflicts are the result of mixing different land-uses that create nuisances for each other. Nuisances arising from land-use conflicts can include noise, glare, litter, visual intrusion, traffic and security problems. Frequently, commercial and industrial uses adjacent to residential areas bear no relationship to the residences and cause problems.

Land-use conflicts do not seem to be a major problem in the Shawnee neighborhood. There are few land-use conflicts caused by areas of differing land-uses next to each other. Some isolated conflicts occur along Market Street, Broadway and River Park Drive where commercial uses are interspersed around residences. In addition, at 36th and Parker Avenue, oil storage tanks are located next to single-family residences. Because there are no intensive industries in the Shawnee area and commercial uses tend to be small operations scattered

throughout the neighborhood, land-use conflicts are not as serious or important as in many parts of Louisville.

A conflict does exist between some major streets and residential areas. However, this conflict is not unique to the Shawnee area and is found throughout the City and County. Large volumes of traffic create noise and pollution problems as well as being a nuisance. Heavy traffic is also dangerous for children. Interstate 264 creates some special problems on the eastern border of the neighborhood such as very loud noise and increased pollution.

b. Vacant Lots

There are approximately 85 vacant lots in Shawnee excluding very small lots. Maintenance of vacant lots is a problem in many areas of the City where high weeds, litter and illegal dumping are common. However, maintenance of vacant lots in the Shawnee area is not a real problem. In addition, there are very few opportunities of assembling land in Shawnee because most vacant lots are scattered between existing structures.

c. Commercial Facilities

The Shawnee area lacks concentrated shopping areas except for the Shawnee Center. The existing commercial strips along Broadway, Market and 34th Streets as well as other commercial uses scattered throughout are randomly located and do not provide a concentrated shopping area. Shawnee also lacks a discount store. Some of the commercial buildings along Market Street and Broadway are vacant. Further, liquor stores, bars and restaurants account for 26 of the 94 commercial uses indicating they are a major use in the neighborhood. In addition, typical standards indicate that there is insufficient commercial facilities for the population and people must shop outside the neighborhood.

d. Zoning and Non-Conforming Use

Problems and conflicts with zoning are usual concerns in older, developed portions of the City. This is especially true in neighborhoods adjacent to or within an existing industrial area or railroad tracks.

There does not appear to be a major problem with the existing zoning pattern in Shawnee. Some conflicts exist, but they are few. Non-conforming uses are also not a concern. Most street corners that were originally zoned commercial classifications were actually in residential use at the time. In this instance, zoning was being used to encourage a desired future land-use pattern. The area on both sides of Market Street east of 34th Street has been zoned industrial since 1931. Industrial zoning brought no industries to Shawnee but allowed a mixture of uses to locate in the neighborhood, since any type of use was permitted in industrial zones prior to 1963. The mixture of land-use and the few resulting land-use conflicts that exist today can be attributed in part to the area's original zoning.

Until a change in the zoning ordinance in 1963, residential and commercial uses were allowed in industrial zoning districts. This change prevented the expansion of existing and the development of new non-industrial uses in industrially zoned areas. Even though City-wide rezonings in 1969 replaced many industrially zoned areas with commercial and high density residential zoning, no changes in the zoning of Shawnee occurred.

In recent years, concerted efforts have been made by the City to address the special requirements of older developed

neighborhoods such as Shawnee. Developments in older neighborhoods cannot meet the requirements that are applicable to new developments in the suburbs. With this in mind, the City has adopted regulations that make construction and renovation easier in urban areas.

6. GOVERNMENT AND NON-GOVERNMENT ACTIONS

Land-use conditions, trends and issues are partially the result of numerous actions taken by government and non-government agencies. In this segment of the plan, the major actions and parties responsible are summarized.

a. Governmental Actions

Zoning is one of the most significant governmental actions affecting land-use. The initial zoning of the Shawnee area occurred in 1931. Zoning classifications designated in the neighborhood contrasted little with the land-use pattern of the area.

Shawnee has many non-conforming residential lots and structures because they do not meet the minimum square footage or dimensional requirements. The "Exceptions and Modifications" provisions of the Zoning District Regulations permit expansion or improvement of such dwelling units. Recent amendments (February of 1979) to the Zoning District Regulations also permit additions or alterations to the non-conforming residential uses so long as no new dwelling units are created.

The federal highway construction program has had a major effect on Shawnee east of 34th Street through acquisition and demolition of structures. Demolition of structures provided land for construction of the Shawnee Expressway (Interstate 264).

The Community Development Cabinets' involvement in the Shawnee area has had a major effect on the neighborhood. Community Development designated a portion of Shawnee a Neighborhood Strategy Area (NSA). Community Development has funded a variety of projects to strengthen the neighborhood, including: operation of Neighborhood Task Force office, improvements of streets and sidewalks, acquisition of vacant land for construction of a fire house, rehabilitation subsidies, housing code enforcement, neighborhood park improvements, social services and improvements to community facilities.

b. Non-Governmental Actions

The formation of the Shawnee Neighborhood Strategy Area Task Force is having a major impact on Shawnee. Its purpose is to coordinate the efforts to improve the conditions in the neighborhood.

In addition, non-profit organizations such as housing rehabilitation help to improve the area. Neighborhood organizations and block clubs are effective in the area in solving problems, maintaining alleys and watching for crime.

B. PROJECTION OF EXISTING CONDITIONS - NULL ALTERNATIVE

This subsection of the Shawnee Plan states some probable changes in the neighborhood, given existing conditions and assuming that current trends and policies continue basically unchanged.

The land-use pattern in the Shawnee neighborhood is stable due mainly to a dominance of residential uses. Commercial uses are a relatively minor land-use element in Shawnee. Industrial uses in the neighborhood are virtually non-existent. Community facilities and recreational uses are abundant and also help to preserve the stability of the area.

Even though the Shawnee neighborhood is fairly stable, some changes in land uses will probably occur. The following projections are hypothetical, but given the continuation of existing conditions, they have some likelihood of occurring.

1. RESIDENTIAL

The stability of the residential element of Shawnee will continue for the foreseeable future. However, there may be a change in the single-family/multi-family makeup of the neighborhood. It appears that there is a growing demand for multi-family housing in the area. This demand will probably be satisfied primarily through conversion of single-family residential structures or other suitable buildings to multi-family units. Some new multi-family housing construction may occur.

2. COMMERCIAL

Many commercial uses in the Shawnee area, unlike residential uses, appear to be rather unstable. If existing conditions are left unchanged, the trend of instability is likely to continue. The consequence would be a further decrease in neighborhood shopping opportunities. There will probably be a greater number of vacant commercial structures and fewer conversions of residential structures for commercial uses. Larger commercial developments, such as the Shawnee Center, will be the most stable commercial uses. Residents will probably continue to shop outside the area for major purchases and daily items. However, the commercial areas along 34th Street and at the intersection of 34th and Market Streets have the greatest potential for future development.

3. INDUSTRIAL

Industrial uses make up only a very small portion of the Shawnee neighborhood. No industrial expansion or relocation into the neighborhood is expected. This is due in part to the residential strength of the area, the inappropriateness of industrial development in the neighborhood and a lack of land zoned for industries. There are several industrial sites elsewhere in the City that are attractive and readily available. The existing industrial uses in the neighborhood seem to be relatively compatible with the immediate surroundings and their continuation is likely.

4. COMMUNITY FACILITIES

The Shawnee neighborhood is well-served by community facilities. These community facilities include a community center, branch library, two fire stations, a YMCA and YWCA and several day-care centers and schools. There will probably be a continued strong presence of community facilities in the neighborhood for the foreseeable future. Reduced public funding for the operation and improvement of the facilities can be expected, however. This might lead to reduced program offerings.

5. RECREATIONAL

The trend in the Shawnee neighborhood has been towards extensive improvement to recreation facilities, especially Shawnee Park. In addition, River Glen Park has been added as a public recreation area which significantly increases the amount of parkland. Improvements to Shawnee, River Glen and other parks in the area have been partially funded with Community Development allocations. In the future, this and other sources of funding will probably dwindle. The consequence of reduced funding may somewhat reduce maintenance, improvement of neighborhood parks and development of River Glen Park.

C. RECOMMENDATIONS

The Shawnee neighborhood is almost exclusively a residential area. Recreational facilities occupy a significant portion of the neighborhood. Commercial uses are generally not well-developed and industrial uses are almost non-existent.

In view of the stability of residential, industrial, community and recreation uses, the unlikelihood of significant commercial expansion and the absence of major land-use changes in the neighborhood, the generation of alternative land-uses was considered unnecessary because future land-use is for the most part predetermined or established.

The Recommended Future Land Use Plan for the Shawnee Neighborhood is defined by the general "recommendations" (termed general guidelines in other neighborhood plans) in this subsection. These recommendations are further described by the "implementation techniques" for each in the next subsection (Implementation of Recommendations). Also, refer to the Commercial Redevelopment Plan segment of the Economic Development Section for specific "recommendations" on commercial development. Moreover, the "Existing Land Use" pattern (Figure I-1), "Residential and Commercial Recommendation Concepts" (Figure I-5) and "Housing Options" (Figure III-3) assist the user in interpreting the "recommendations" and "implementation techniques".

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

In order to insure the viability of the Shawnee neighborhood and to encourage appropriate new land uses, the following land-use recommendations are developed.

RESIDENTIAL

(1) Recommendation: Maintain the single-family atmosphere in the neighborhood.

The vast majority the Shawnee neighborhood is single family residential. Most homes are attractive, well constructed and have appealing architectural style, size and appearance. Because of these characteristics there is a homogeneous appearance to the neighborhood. The plan recommends that, to the extent possible, the single-family atmosphere and environment of the Shawnee neighborhood should be preserved.

(2) Recommendation: Encourage additional multi-family residential development in appropriate areas.

Approximately 11% of the dwelling units in Shawnee are located in structures containing three or more units as compared to 29% for the City as a whole. This and other factors might indicate a potential demand for additional multi-family housing in the area. In order to maintain the residential atmosphere of the neighborhood while attempting to satisfy this need, the plan recommends that multi-family housing be developed in appropriate areas.

(3) Recommendation: Investigate the possibility of alternative development for the River Glen site.

Recreational land-use is the second largest land-use in the Shawnee neighborhood next to residential. The area is extremely well-served with recreational facilities. The need for passive recreational development and picnicking for the entire River Glen site may be questionable. Alternative types of development might be more appropriate and beneficial for area residents and the City as a whole. The plan recommends that alternative development options for a portion of or the entire River Glen site, to include recreation, be studied for feasibility and appropriateness.

(4) Recommendation: Insure the appropriate reuse of vacant properties.

The Shawnee Elementary School building and the former bus turnaround on Southwestern Parkway are for sale. The Jefferson County Board of Education is the current owner of vacant and boarded Shawnee Elementary School building. The site is zoned R-5 residential. The Transit Authority of River City (TARC) currently owns but no longer uses the former bus turnaround. In order to preserve the residential atmosphere of the area, this plan recommends that any use of these parcels be compatible with the surrounding area. This compatibility strongly suggests a residential future.

COMMERCIAL

(5) Recommendation: Encourage new major commercial development in the area.

A majority of the residents of Shawnee appear to travel outside of the area for major and some daily purchases. Many commercial uses currently located in the neighborhood are on the decline and do little to keep shoppers in the area. In order to attract shoppers and help existing commercial uses, the plan recommends that new major commercial uses be developed in the area. The Commercial Development Plan segment of the Economic Development Section (IV.B.) gives some specific "recommendations" for commercial development.

(6) Recommendation: Encourage reinvestment and rehabilitation of existing commercial uses.

Some commercial uses in the Shawnee neighborhood are profitable but would become more competitive with revitalization efforts. In addition, there are some commercial structures that are vacant and deteriorating that could be effectively reused if rehabilitated. There are various techniques that could be used to help encourage reinvestment in and revitalization of existing commercial uses. In order to strengthen commercial uses and increase their competitiveness, the plan recommends that a reinvestment program involving these techniques be undertaken. In addition, this plan recommends that deteriorating commercial structures be subjected to major rehabilitation. Also refer to the specific recommendations on commercial development in Section IV.B.

(7) Recommendation: Encourage the formulation of neighborhood groups and associations to pursue techniques that will attract new commercial uses and redevelop existing businesses.

This recommendation suggests that businessmen and residents in the Shawnee neighborhood initiate and encourage efforts to attract new commercial uses to the area. This might also involve initiating a self-help program to upgrade existing businesses through associations and business organizations. This recommendation attempts to bring the business community together for mutual benefit.

INDUSTRIAL

(8) Recommendation: Prevent inappropriate or incompatible industrial encroachment into the area.

Industrial uses are almost non-existent in the Shawnee neighborhood at present. Moreover, only a very small portion of the neighborhood is zoned for industries. The Comprehensive Plan for Louisville and Jefferson County recommends that industrial development occur only in areas that would be compatible. As primarily a residential area, most of Shawnee would not appear to be compatible or appropriate for industrial uses. The present industrial uses in the neighborhood, the waste oil depot and the ice house, seem relatively compatible with the immediate surroundings.

COMMUNITY FACILITIES

(9) Recommendation: Encourage increased resident maintenance and operation of community facilities.

The Shawnee neighborhood is very well served by community facilities including churches, schools, a community center, a branch library, two fire stations, one YMCA, one YWCA and several day care centers. Many of these facilities depend at least in part on public funding for operation, maintenance and improvements. Public funding for these purposes has been dwindling over the past few years and it appears that funding will continue to decline. In order to maintain a high level of service, the plan suggests that neighborhood residents assume the responsibility for some maintenance and operation items. It is not intended that volunteer organizations replace all existing community facility staff and functions. However, a joint effort combining paid staff and volunteers may be an appropriate measure to continue a high level of service as funding decreases. This plan also considers that the neighborhood seek public funding sources for capital improvements requiring substantial funding as long as money is available.

RECREATION

(10) Recommendation: Encourage increased park maintenance and funding for recreational development.

The Shawnee neighborhood is extremely well-served by recreational facilities. In addition, substantial improvements for Shawnee, River Glen and E. Leland Taylor Parks are planned or have recently been developed. However, funding for park development has been decreasing in recent years. Due to decreased funding for operations, inflation and the increasing number of parks, maintenance efforts are sometimes not as effective or extensive as they once were. In an effort to maintain the level of recreation service to the Shawnee neighborhood, this plan recommends that maintenance efforts be increased and possibly include resident assistance. Moreover, this plan also recommends that public funding for neighborhood recreational development be increased to the extent possible.

(11) Recommendation: Implement measures to decrease vandalism and other activities detrimental to the usefulness of neighborhood parks.

The violation of park rules and vandalism of facilities threaten the usefulness of parks in the Shawnee neighborhood and City-wide. Facilities that are vandalized detract from the park setting and function. Individuals and groups breaking park rules also detract from the park environment. Violations that are most troublesome include speeding and traffic violations, drinking alcoholic beverages and harassment. To help solve these problems, the plan recommends that measures designed to decrease vandalism and other undesirable activities in parks be implemented.

D. IMPLEMENTATION OF RECOMMENDATIONS

The Recommendations segment of the plan presented "recommendations" and gave a brief overview of the scope and issue. In this section, details for implementation of each recommendation are addressed in depth. The strengths and weaknesses of each recommendation are discussed. Specific "implementation techniques" as well as potential participants and appropriate funding sources are also explored.

RESIDENTIAL

(1) Recommendation: Maintain the single-family atmosphere in the neighborhood.

The single-family residential character of the Shawnee neighborhood is perhaps the most valuable characteristic of the neighborhood. This plan recommends that the single-family residential nature of the area be maintained to the extent possible.

Implementation of this recommendation could be accomplished by:

- a) a neighborhood group monitoring change in the Shawnee area.
- b) organized neighborhood lobbying efforts against any adverse changes or activities.
- c) encouraging the Planning Commission, Board of Aldermen, Zoning Enforcement officials and other governmental agencies to preserve the single-family nature of the neighborhood through their powers.
- d) the implementation of certain housing recommendations that address upgrading and maintenance of residences.

Participants: To help maintain the residential quality of the Shawnee neighborhood, it is recommended that a group monitor proposed changes in the neighborhood for possible adverse impacts. This group would be responsible for monitoring proposed zoning changes, planned transportation improvements or other activities that might possibly effect the neighborhood's residential qualities. A lobbying effort could be organized for or against any change based on findings as reported by the group to the Shawnee Task Force as a whole.

The ultimate responsibility for safeguarding the single-family nature of the neighborhood belongs mainly to local government, specifically the Planning Commission, Board of Aldermen and Zoning Enforcement officials. Land-use changes requiring a change in zoning must first be scrutinized by the Planning Commission which makes recommendations to the Board of Aldermen for either approval or disapproval of the requested change. The Board of Aldermen may choose to either agree or disagree with the Planning Commission's recommendation. Final approval or disapproval is given by the Board of Aldermen.

Resources: The greatest resource for the implementation of this recommendation would be neighborhood residents that take part in lobbying efforts. Neighborhood lobbying efforts should involve presenting neighborhood opinion at the appropriate meetings of the Planning Commission, the Board of Aldermen and other forums. Any inappropriate activity that would endanger the single-family qualities of the neighborhood being undertaken without the approval of the Board of Aldermen, without proper permits or not in an appropriate zoning district, would be the responsibility of the Zoning Enforcement or Building Code Enforcement agency. It would be up to the neighborhood group to bring these activities to the attention of the appropriate officials.

Implementation: The effectiveness of these implementation techniques in preserving the single-family nature of the Shawnee neighborhood would be largely dependent upon the thoroughness of the neighborhood group or residents responsible

for monitoring change in the area. Another determining factor would be the effectiveness of the Shawnee Task Force in organizing neighborhood lobbying efforts. Because these implementation techniques would not require any public funding and take advantage of existing governmental resources, there should be relatively few barriers to implementation.

(2) Recommendation: Encourage additional multi-family residential development in appropriate areas.

There is relatively little multi-family development in the Shawnee area as compared to the City as a whole. This seems to indicate that there is a need for additional multi-family units. The plan recommends that additional multi-family residential development should be encouraged. Refer to Figure III-3 for possible locations.

Implementation of this recommendation could be accomplished by:

- a) encouraging the Board of Aldermen and Planning Commission to approve zoning and permit requests for multi-family development in appropriate areas.
- b) the construction of multi-family residential development through government aid, assisted loans and mortgages.
- c) the conversion of larger, privately owned homes in appropriate areas to multi-family uses.
- d) resident involvement and initiation of efforts to attract builders and developers.

Participants: The Board of Aldermen and the Planning Commission would be possible participants in the implementation of this recommendation. They would be called upon to support rezoning or permit requests for multi-family residential development in appropriate areas. The Shawnee Task Force or a similar group should review proposed development to make sure that it would not compromise or disrupt the area. The federal Housing and Urban Development Department (HUD) as well as the City Community Development Cabinet might support multi-family residential development by funding lower-cost multi-family housing or the rehabilitation of existing structures for multi-family use. In addition, neighborhood residents may need to make a strong effort to locate sites for housing construction and approach developers. The packaging of a development option by the neighborhood may be desirable to encourage construction.

Resources: There are few tangible resources available to encourage multi-family residential development. Lower-cost housing grants from HUD have been phased out for the present, but are to be issued again soon in a different form under a new program. This new program is a potential source of funding for the future. Community Development funds (issued under an existing program) might be a resource but appear to be dwindling. Another resource might be developers of multi-family residential developments in other parts of the City and County. The attractiveness of the Shawnee neighborhood for multi-family development should be emphasized to these developers. This could be undertaken by the Housing Department of the City Community Development Cabinet, HUD or the neighborhood. Private landlords or homeowners in the Shawnee neighborhood that want to convert single-family homes to multi-family or to develop new multi-family units in appropriate areas of the neighborhood should be encouraged.

Implementation: The general economy and market for multi-family units will be principal factors determining the effectiveness of these implementation techniques. A favorable economy as well as an established demand for multi-family housing units in the area would enhance implementation efforts. Perhaps because larger houses can be more easily converted to multi-family use, this type of conversion should be emphasized. Public funds for multi-family development have been uncertain

in recent years. Thus, it would seem that private resources will have to be used for implementation of this recommendation. As the economy improves, perhaps incentives for multi-family development in the Shawnee neighborhood will also improve.

(3) Recommendation: Investigate the possibility of alternative development for the River Glen site.

The Shawnee neighborhood is more than adequately served by recreational facilities and park acreage. The development of River Glen Park for picnicking and passive recreation has been questioned by some residents. The Metro Parks Department has stated that Shawnee and River Glen Parks serve all of western Louisville and a decrease in park acreage would effect a larger area than Shawnee. The Parks Department also stated that the City of Louisville could be required to reimburse the Department of the Interior for federal funds used in the acquisition and development of the park space or provide substitute park space of equal value of any park land used for non-park purposes. In addition, the J. Graham Brown Foundation donated the required 50% local match money so the park could be acquired as public open space. The Metro Parks Department has further stated that the construction of housing on a portion of this space would be a clear violation of their--and the City's--original intention.

This recommendation does not exclude alternative recreational options for the site. Given some conflicts between City-wide needs, resident desires and current plans, it seems appropriate to study in depth all possible uses for the River Glen Park site.

Implementation of this recommendation could be accomplished by:
a) governmental entities or private contractors studying possible development alternatives.

Participants: The principal participants in the implementation of this recommendation would be City government and the Metro Parks Department. The City owns the site and the Metro Parks Department is currently responsible for maintenance and planning for the site. Implementation of this recommendation could involve a study of various alternatives for the site to determine the benefits and liabilities of each. The Metro Parks Department and City of Louisville would be involved in the development of alternatives.

Resources: The most important resource for the implementation of this recommendation would be the party undertaking the study. The Economic Development Office, Planning Commission staff and Parks Department staff are all public agencies that might be called upon to perform or act in the study. There is also the possibility that a private firm might be contracted to determine alternative development options. The Shawnee Task Force would also be an important resource to give insight into existing problems at parks and the desires of the neighborhood for future development of the River Glen area.

Implementation: The effectiveness of efforts to implement this recommendation would be dependent on the willingness of residents of the Shawnee neighborhood as well as the City and the Metro Parks Department to explore and possibly accept one alternative proposal. This recommendation does not state that a park use is inappropriate for the River Glen area. However, there seems to be a need to study the site further.

(4) Recommendation: Insure the appropriate reuse of vacant properties.

The Shawnee Elementary School building is currently unused and for sale. The vacant lot across from River Glen Park (at the bend of Southwestern Parkway) was formerly used as a bus

turnaround. It is also to be sold. The Jefferson County Board of Education and the Transit Authority of River City (TARC) are the current owners of these sites. This plan recommends that these vacant properties be properly reused to preserve and enhance the neighborhood character. In addition, the Shawnee Tree Nursery site is currently unused and was initially considered for development. The proposal has since been deleted from the plan.

Implementation of this recommendation could be accomplished by:

- a) encouraging any new owners of the properties to work closely with neighborhood groups.
- b) the Planning Commission and Board of Aldermen giving approval to zoning and permit requests for a proper and appropriate development.
- c) providing monetary as well as other types of incentives for development.

Participants: Once sold, the new owner of each of these vacant properties will become the most important participant in the implementation of this recommendation. The owner would have control over the reuse of the building. If the owners were to request a change in zoning from the properties' residential classifications, the Planning Commission and Board of Aldermen would have some effect on the reuse of the Shawnee Elementary School building or former bus turnaround through the rezoning approval process. They would then directly review the reuse proposal. If rezoning is not requested, it would be the responsibility of Building Code and Zoning Enforcement officials to monitor any project for code violations and any resulting adverse impacts on the neighborhood.

Resources: There are very few resources to be used as incentives for the redevelopment of these vacant properties. Some kind of appropriate City funding for site, utility or capital improvements might be offered. Community Development funding for improvements or rehabilitation of the Shawnee Elementary School building might be offered as an incentive. Moreover, the City Housing Department could provide technical expertise concerning rehabilitation and building techniques, resources and funding. Tax incentives might also be explored through the City Law Department.

Implementation: The effectiveness of this recommendation is primarily dependent on the willingness of the new owners of the vacant properties to cooperate with neighborhood residents and City officials to insure their proper reuse. Because the properties would most likely be bought privately, government would have little jurisdiction over the reuse of the sites unless a zoning change were required, code violations occurred or public financial assistance were requested. However, the more incentives offered in favor of an appropriate reuse, the more likely it will be developed in a timely manner and as an compatible use.

COMMERCIAL

(5) Recommendation: Encourage new major commercial development in the area.

Research indicates that a majority of the residents of the Shawnee neighborhood appear to travel outside of the immediate area to make major as well as some daily purchases. This would indicate that there is a need for some type of major commercial development to keep shoppers in the area. This plan recommends that the development of some type of major commercial development for the neighborhood be encouraged. Refer to the Commercial Development Plan segment of the Economic Development Section for specific "recommendations" and Figure I-5 for possible locations. As an example, the commercial area along Market Street between Interstate 264 and 34th Street is considered appropriate for further commercial development.

Although this commercial area is industrially zoned and industrial uses are considered inappropriate, it is felt that any commercial rezoning should be initiated by the owner or the community to ensure appropriate development occurs through public review. Nevertheless, the plan supports appropriate rezoning of this site.

Implementation of this recommendation could be accomplished by:

- a) the Economic Development Office actively recruiting and pursuing major business prospects.
- b) the Board of Aldermen and Planning Commission giving approval to zoning and permit requests for appropriate major commercial development.
- c) the encouragement of major commercial development by resident groups approaching potential developers.

Participants: The successful implementation of this recommendation would involve a cooperative effort by many participants. Local government, specifically the City Economic Development Office, would need to develop contacts with local as well as national commercial concerns as potential developers. The applicability of existing incentives for commercial development would need to be explored. The Planning Commission could participate by identifying potential sites for development. Resident involvement is also most important.

Resources: There are relatively limited resources available to entice commercial development in the area. The City should investigate the possibility of using General Revenue and Industrial Revenue Bonds for site preparation or possibly construction. However, current interest rates and the level of indebtedness of the City make these resources less attractive at present. The City Law Department could research the legality of tax incentives and other techniques for attracting commercial prospects. In addition, the Louisville Area Chamber of Commerce and other economic development organizations might be a valuable sources of business contacts.

Implementation: The economy is currently hampering the expansion of many commercial concerns. Thus, the economy is a key factor in determining the effectiveness of this recommendation. Another factor would be competition for commercial development between various parts of the City, between Louisville and southern Indiana and between the City and other areas nationwide. Moreover, the economic image of the Shawnee area might cause some businesses to stay away from the area. Prospects for new major commercial development for Shawnee may improve with increased activity by City officials to draw commercial development to the area.

(6) Recommendation: Encourage reinvestment and rehabilitation of existing commercial uses and areas.

Many of the existing commercial uses in the Shawnee area seem to be marginally successful. There are several vacant commercial structures in the neighborhood. There are some weak commercial uses that might possibly go out of business without some type of assistance which would create more vacant commercial buildings. This plan recommends that commercial redevelopment and rehabilitation efforts be undertaken in the Shawnee neighborhood that address ways to help weak, marginal commercial uses, increase the competitiveness of commercial uses and promote the reuse of sound vacant commercial buildings. Refer to the Commercial Development Plan in the Economic Development Section and Figure I-5 for further guidance.

Implementation of this recommendation could be accomplished by:

- a) providing area merchants with incentives for reinvestment and rehabilitation.
- b) the provision of information to area merchants by the City Economic Development Office and Community Development Cabinet on rehabilitation and reinvestment techniques.

Participants: City government would be a primary participant in the implementation of this recommendation by being responsible for initiating and overseeing any redevelopment or reinvestment efforts in the area. The City's Economic Development Office could be the most active governmental agency in the implementation of this recommendation. The Economic Development Office could be responsible for channelling government resources to projects being implemented. The resources include public funding information and technical expertise. The Board of Aldermen would be responsible for approving any public funds and for programs or actions. Another primary participant would be the owners of the various properties. They would have ultimate control over their property and their participation would be vital to the implementation of this recommendation. Area merchants, in particular, would play an important role because in many cases, as owners and operators, they would ultimately implement or put to use any programs, recommendations or improvements.

Resources: There are various resources that could be used for the implementation of this recommendation. Government agencies could help undertake revitalization techniques that include the consolidation or banding together of weaker commercial uses, major and minor rehabilitation of facades and building interiors and the sharing of commercial parking lots by several nearby businesses where possible. The City Public Works Department could help by providing the technical expertise needed to solve parking problems and information on planned capital improvement projects that might affect the area. They might also work with area merchants and Economic Development officials to formulate future projects to help the area. The Planning Commission could be called upon to come up with design schemes for commercial areas as well as to help identify areas for revitalization and reinvestment. Funding for the projects could be coordinated through the Economic Development Office. Funding sources include General Revenue Bonds, Industrial Revenue Bonds, City General fund monies and Community Development funds if the individual project were eligible.

Implementation: The effectiveness of this recommendation in improving the competitiveness of area businesses is dependent largely on the willingness of merchants and owners to participate. Another factor is the relative lack of funds for this type of project and the City's level of commitment to other programs. Overall, implementation of this recommendation would be relatively ineffective without increased commercial interest in the area. The construction of a new major commercial development, as previously recommended, might partially help by keeping more shoppers in the area.

(7) Recommendation: Encourage the formulation of neighborhood groups and associations to pursue techniques that will attract new commercial uses and redevelop existing businesses.

Without the assistance, approval and lobbying efforts of area merchants and residents, many efforts to attract new commercial uses and to redevelop existing businesses may be futile. The plan recommends that area merchants and residents formulate associations and organizations to pursue and encourage efforts to improve the commercial atmosphere in the Shawnee neighborhood.

Implementation of this recommendation could be accomplished by:

- a) the formulation of a neighborhood merchants association.
- b) the formulation of a neighborhood residents group specifically to encourage commercial revitalization of the area.
- c) encouraging neighborhood lobbying on behalf of governmental efforts towards commercial revitalization.

- d) encouraging marketing and public relations efforts for the neighborhood.
- e) the formulation of a resident, merchant and governmental council to coordinate revitalization efforts.

Participants: Due to the cooperative nature of this recommendation, there would be many participants. The primary participants, however, would be area merchants and residents. This recommendation basically proposes that the residents and merchants of the Shawnee neighborhood form a group or groups to promote commercial interests for the area. Additional participants include local government, specifically the Economic Development Office, and existing neighborhood organizations. The City Economic Development Office could participate by helping to organize commercial interest groups and acting as a liaison between these groups and local government. Existing neighborhood organizations might also become involved or be a good means to organize a separate group.

Resources: In implementing this recommendation, the most important resource to pursue is the interest and participation of area merchants and residents. The Louisville Area Chamber of Commerce might also become a resource by providing information on existing merchant and commercial associations in other areas. As mentioned in previous recommendations, governmental agencies (such as the Planning Commission, City Public Works Department and Board of Aldermen) might provide information concerning projects or other activities of importance to the neighborhood. This recommendation would require resident and merchant participation but little funding.

Implementation: If adequate merchant/resident interest and participation in this recommendation were generated, there would be few barriers to its implementation. Any uncertainty about the effectiveness of this recommendation would probably be due to reluctance on the part of area merchants or residents to participate in its implementation.

INDUSTRIAL

(8) Recommendation: Prevent inappropriate or incompatible industrial encroachment into the area.

As emphasized previously, the Shawnee neighborhood is primarily a single-family residential area. There are only two industrial uses in the neighborhood. Inappropriate or incompatible industrial development could be harmful to the residential qualities of the area. In order to help protect the neighborhood, the plan recommends that incompatible or inappropriate industrial encroachment into the area be prevented.

Implementation of this recommendation could be accomplished by:

- a) the formulation of a neighborhood sub-group to monitor proposed land-use changes in the area.
- b) organized neighborhood lobbying efforts against any inappropriate or incompatible industrial project.
- c) recruiting compatible industrial uses for specific proposed neighborhood sites.
- d) encouraging prospective industrial uses to locate in other industrial areas of the City that are already developed for industries.
- e) the review of any proposed development plans by City agencies.

Participants: A neighborhood sub-group would be an important participant in the implementation of this recommendation. As recommended in the first land-use recommendation, this recommendation suggests that the single-family residential nature of the neighborhood be protected. A neighborhood group could be responsible for monitoring changes in neighborhood land-use. The Board of Aldermen and the Economic Development Office would

take a more active role in the implementation of this recommendation. The Board of Aldermen and the Economic Development Office could be actively working to direct prospective industry to areas appropriate for industrial development.

Resources: Other than the participants, there are few resources for the implementation of this recommendation. Residents of the neighborhood are probably the most important implementation resource. During the rezoning process that would be required for any proposed industrial development in areas not appropriately zoned, resident lobbying might have a substantial impact on a proposed development which is felt to be incompatible. Government agencies, particularly the Economic Development Office and the Planning Commission, would be responsible for keeping a neighborhood group informed on matters related to the Shawnee area.

Implementation: The effectiveness of this recommendation would be dependent at least partially on the effort given by neighborhood residents and/or a group. Effective monitoring by a group and effective lobbying by residents would go a long way towards preventing incompatible industrial encroachment into the area. Further, the plan does not indicate proposed changes in zoning. One area adjacent to Interstate 264 on Market is presently zoned industrial but does not seem to be appropriate for industries. It is the intent of this plan that if and when specific proposals were made for these areas, that agencies would have an opportunity to review and comment on plans. In addition, the existing ice house and oil depot appear to be relatively compatible uses to surrounding uses and their continuation is appropriate.

COMMUNITY FACILITIES

(9) Recommendation: Encourage increased resident maintenance and operation of community facilities.

The Shawnee neighborhood is very well-served by community facilities. Public funding for the maintenance and operation of many community facilities has been decreasing over the past few years and it appears that it will continue to decline. This plan recommends that neighborhood residents gradually takeover at least partial maintenance and operation of these facilities, where possible. This is encouraged in order to maintain the high level of service offered by these community facilities. Some community facilities, such as public and private schools and churches, are already self-sufficient and are not affected by this recommendation.

Implementation of this recommendation could be accomplished by:

- a) organized resident maintenance programs.
- b) recruiting materials, instructors and programs from community facilities throughout the City for use in Shawnee.
- c) recruiting funding, both public and private, for the continuance of the current programs and increased maintenance.

Participants: The most important participants in the implementation of this recommendation are area residents. Efforts toward increased neighborhood operation and maintenance of area community facilities should most likely be organized through the Shawnee Task Force. A special neighborhood group might also be formed to organize efforts and develop available resources.

Resources: There appear to be various resources available that could be used by residents in an effort to maintain the current level of service of neighborhood community facilities. Area churches could be asked to assist in the operation of the Shawnee Community Center or in the offering of programs at various locations. Local charitable organizations, such as the

United Way, might be able to assist in the funding and operation of various programs and facilities. Local industry might be convinced to provide grants or instructors and information for job-training programs. However, manpower is the most important resource for the implementation of this recommendation.

Implementation: It is possible that substantial resident participation might be difficult to generate. This appears to be the biggest barrier to the implementation of this recommendation. Hopefully, coordinating programs and actions through the Shawnee Task Force would increase interest and participation. The most effective program would most likely be molded around resident's desires and the efficient use of available resources. A combined effort of resident volunteers and existing services may be most acceptable.

RECREATION

(10) Recommendation: Encourage increased park maintenance and funding for recreation development.

The Shawnee neighborhood is extremely well-served by recreational facilities. Moreover, there are substantial improvements planned for all of the neighborhood's parks. Refer to the "Urban Parks and Recreation Recovery Master Action Plan" for specific facility improvement recommendations. Funding for such improvements, however, has been dwindling in recent years. In an effort to maintain the usefulness of existing recreational facilities, the plan recommends that maintenance efforts in neighborhood parks be increased. Additionally, this plan recommends that planned park improvements receive funding and that, to the extent possible, funding be made available for future improvements.

Implementation of this recommendation could be accomplished by:

- a) the organization of a cooperative effort between the Metro Parks Department and area residents for the continued maintenance of neighborhood parks.
- b) neighborhood resident lobbying with the Metro Parks Department, City Community Development officials and the Board of Aldermen to encourage continued public funding of proposed projects for neighborhood parks.

Participants: The Metro Parks Department would be the most important participant in the implementation of this recommendation. This is due to its role as administrative agency for park maintenance and facility improvement expenditures and planning. However, due to inflation, increasing amounts of parkland and decreasing funds, the Parks Department has been forced to cutback maintenance efforts and facility improvement projects. To help remedy this situation, neighborhood residents might become important participants in the implementation of this recommendation. A resident park maintenance program, focusing on simple, routine park maintenance, could be organized through the Shawnee Task Force. Another possibility would be giving neighborhoods where parks are a dominant feature, such as Shawnee, priority for facility improvement funding. Another option would be to base facility improvement funding on park usage. Implementing this aspect of the recommendation would also involve area residents and the Metro Parks Department as participants.

Resources: Area residents may well be the most important resource for the implementation of this recommendation due to decreasing park funds. Not only could neighborhood residents be participants in maintenance efforts, they could also participate in lobbying efforts to insure funding for neighborhood parks. City officials also are an important resource in that they could encourage increased park funding. Community Development funds, a current source of funds for park improvements, should continue to be used as long as possible.

Implementation: Voluntary resident maintenance of parks may be hard to achieve on a continuing basis. This situation and the fact that dwindling funds will continue to be sought by an increasing number of park facility improvement projects City-wide, tend to decrease the potential of this recommendation. There are several formidable barriers to the implementation of this recommendation, but the results of implementing the recommendation are highly desirable.

(11) Recommendation: Implement measures to decrease vandalism and other activities detrimental to the usefulness of neighborhood parks.

The usefulness of parks City-wide, as well as in the Shawnee neighborhood, is threatened by the violation of parks rules and the vandalism of facilities. Vandalism can render a facility or piece of equipment unuseable. Speeding, other traffic violations, the use of alcoholic beverages and harassment seem to be the most obvious violations of park rules. In order to help deter these activities the plan recommends that measures be implemented that are designed specifically to decrease vandalism and the violation of park rules.

Implementation of this recommendation could be accomplished by:

- a) the organization of a committee composed of representatives of the Louisville Police, Metro Parks and the neighborhood to formulate recommendations to solve these problems.
- b) the organization of a neighborhood watch program for neighborhood parks.
- c) better enforcement of existing park rules and regulations.

Participants: The two most important participants in the implementation of this recommendation are the Metro Parks Department and the Louisville Police Department. These two agencies should meet in committee form along with area residents to discuss measures to decrease the violation of park rules and vandalism. The Shawnee Task Force and area residents would be important participants in the implementation of this recommendation in that their input into problems and their concerns should be voiced. The Board of Aldermen would participate by sanctioning any efforts proposed by the Committee.

Resource: Shawnee neighborhood residents might also be a very important resource. Efforts by residents of other areas have proven to be effective in reducing unwanted activities in the neighborhoods and parks. These efforts might take the form of a neighborhood watch or patrol program. The Board of Aldermen might also be an important resource for implementation through its appropriation of funding. Sources of funding for the implementation of this recommendation include City General Fund monies or Community Development funds if the project were eligible. Police funds or Metro Parks funds might also be used if available.

Implementation: This type of program, if efficiently and energetically undertaken, has proven to be fairly effective in other areas. It could also work in the Shawnee neighborhood. Resident participation would need to be strongly relied upon. The most effective program would probably involve the combination of efforts by the Louisville Police Department, the Metro Parks Department and area residents.

E. PRIORITIES FOR IMPLEMENTATION

1. LAND USE PRIORITIES

This section of the plan examines priorities for the implementation of recommendations. All recommendations are important aspects of the Shawnee Neighborhood Plan. But because of the urgency of implementing certain actions, some parts of the plan should be given immediate attention.

The preservation of the Shawnee neighborhood as a viable and well-maintained area and the continuation of the Shawnee Task Force are presently at stake. Because of a decrease in programs and funding and a desire of the City to make neighborhood groups self-sufficient, some actions are critical for the survival of the Shawnee area.

An overall intent of this plan is the preservation and improvement of the Shawnee neighborhood. The recommendations attempt to reach this goal. The land-use recommendations were examined in light of various factors to determine which recommendations achieved certain aspects of the plan. This examination is summarized in the chart below. An "X" indicates that the recommendation seems to satisfy the condition stated.

	Promotes resident self-support	Little funding required	Easy to implement	Benefits much of the neighborhood	Ranked High by the Planning Committee
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RECOMMENDATIONS

I. LAND USE

1. Maintain the single family atmosphere in the neighborhood.	X	X		X	X
2. Encourage additional multi-family residential development in appropriate areas.	X	X		X	X
3. Investigate the possibility of alternative development for the River Glen site.				X	X
4. Insure the appropriate reuse of vacant properties.		X	X	X	
5. Encourage new major commercial development in the area.	X			X	
6. Encourage reinvestment and rehabilitation of existing commercial uses.				X	X
7. Encourage the formulation of neighborhood groups and associations to pursue techniques that will attract new commercial uses and redevelop existing businesses.	X	X		X	X
8. Prevent inappropriate or incompatible industrial encroachment into the area.	X	X	X	X	
9. Encourage increased resident maintenance and operation of community facilities.	X	X	X	X	
10. Encourage increased park maintenance and funding for recreational development.	X			X	
11. Implement measures to decrease vandalism and other activities detrimental to the usefulness of neighborhood parks.	X	X	X	X	

2. IMMEDIATE ACTIONS/COMMUNITY PRESERVATION

There is a need to begin a process to make the Shawnee Task Force, and any other neighborhood based organization, a self-sufficient operation. Funding for neighborhood groups may not be available in the future. In addition, funding for neighborhood programs and projects will probably be less plentiful in the future than at present.

Therefore, the neighborhood must expend much of its energy in the immediate implementation of projects that will lead toward producing income, fostering self-help and establishing a self-sustaining organization. Two land-use recommendations seem to be most appropriate to accomplish this end.

(9) Recommendation: Encourage increased resident maintenance and operation of community facilities.

This recommendation addresses the fact that funding for the maintenance and operation of some community facilities and programs will not be available in the future. Efforts by the Shawnee Task Force or a similar neighborhood association could include performing maintenance tasks and raising funds for improvements to community facilities. Resident interest must be immediately pursued to begin the take-over of some community facility functions.

(7) Recommendation: Encourage the formulation of neighborhood groups and associations to pursue techniques that will attract new commercial uses and redevelop existing businesses.

There seems to be a real possibility that new commercial development is needed and could survive in the area. However, businesses need to be convinced that the neighborhood would support them. Commercial development should be encouraged and actively pursued to locate in Shawnee by a resident group.

3. SECONDARY ACTIONS

The following two land use recommendations seem to be very-high priority items for implementation. They are not, however, critical to the immediate survival of neighborhood organizations and the Shawnee Task Force.

(1) Recommendation: Maintain the single-family atmosphere in the neighborhood.

This recommendation is important to all residents and is a major concern of the Shawnee Neighborhood Plan. Preservation of the area as a predominantly single-family neighborhood is critical to the future of the area.

(4) Recommendation: Insure the appropriate reuse of vacant properties.

Implementation of this recommendation would be important to give the neighborhood a needed boost. Multi-family residential development is an example of vacant property redevelopment. In addition, reuse of properties can prevent deterioration of community resources.

4. PRIORITIES OF THE PLANNING COMMITTEE

Planning Committee members were requested to rank the land-use recommendations that they felt were the most important or had the greatest need for implementation. All of the recommendations were considered, however, the the Committee was asked to list the top five that were most important to the plan's implementation.

The overwhelming concern of the Planning Committee was that new residential and commercial development be encouraged in Shawnee. The preservation of the single-family environment and the prevention of incompatible industries encroaching into the area were also concerns.

The top five priority recommendations of the Shawnee Planning Committee are presented below in order of priority.

(2) Recommendation: Encourage additional multi-family residential development in appropriate areas.

(3) Recommendation: Investigate the possibility of alternative development for the River Glen site.

(7) Recommendation: Encourage the formulation of neighborhood groups and associations to pursue techniques that will attract new commercial uses and redevelop existing businesses.

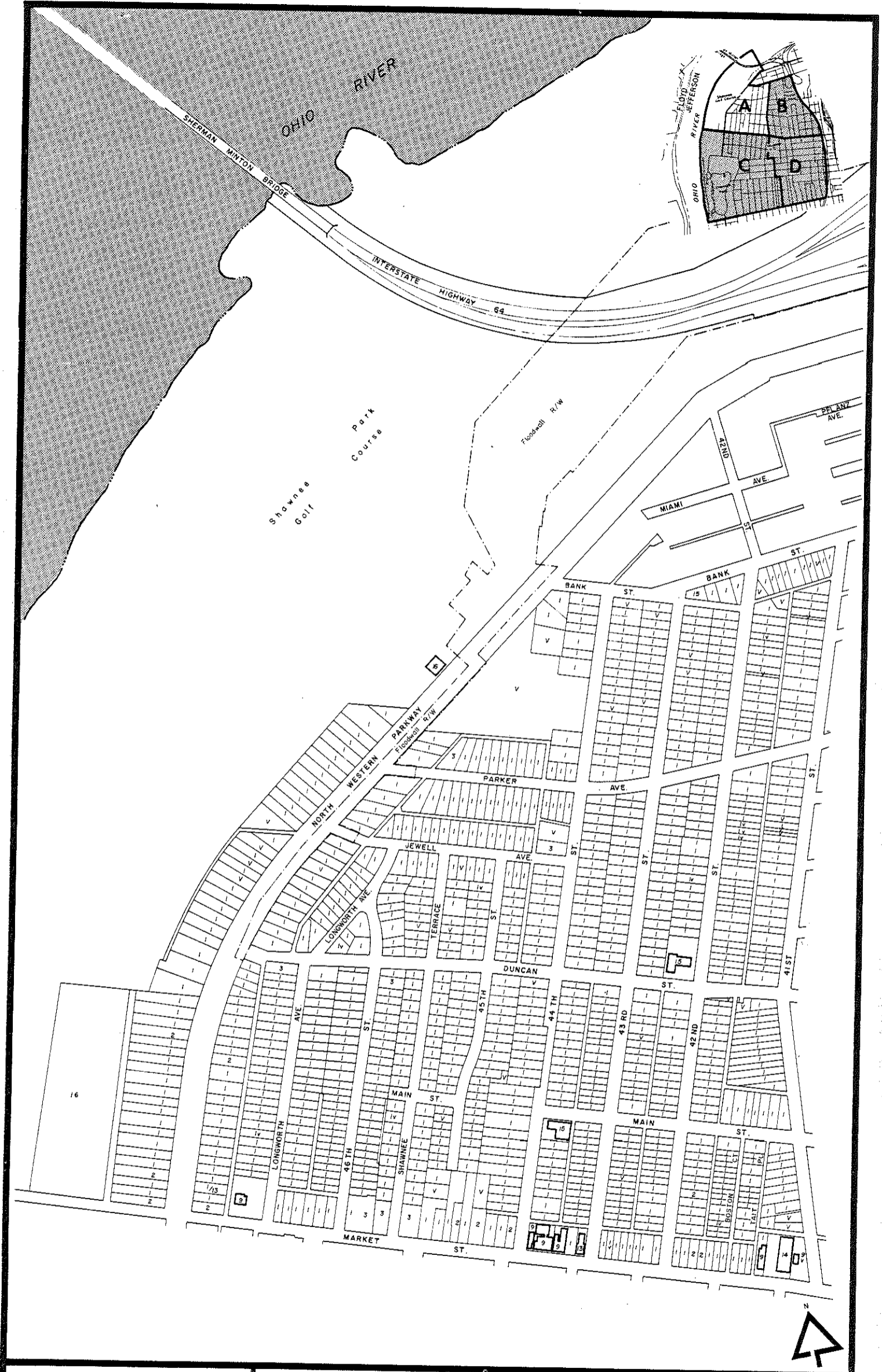
(1) Recommendation: Maintain the single-family atmosphere in the neighborhood.

(8) Recommendation: Prevent inappropriate or incompatible industrial encroachment into the area.

FIGURE I-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
	Office	11
PUBLIC AND SEMI-PUBLIC	Governmental	12
	Medical Services	13
	Educational	14
	Religious	15
	Recreational	16
	Other Public and Semi-Public	17
	Cemeteries	18
VACANT	Unimproved Vacant Structures	V Code for previous use followed by "V"
	Pay Parking	Pay P
	Private Parking	P




SHAWNEE NEIGHBORHOOD
 Louisville and Jefferson County
 Planning Commission

EXISTING LAND USE
 AUGUST, 1981

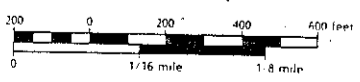
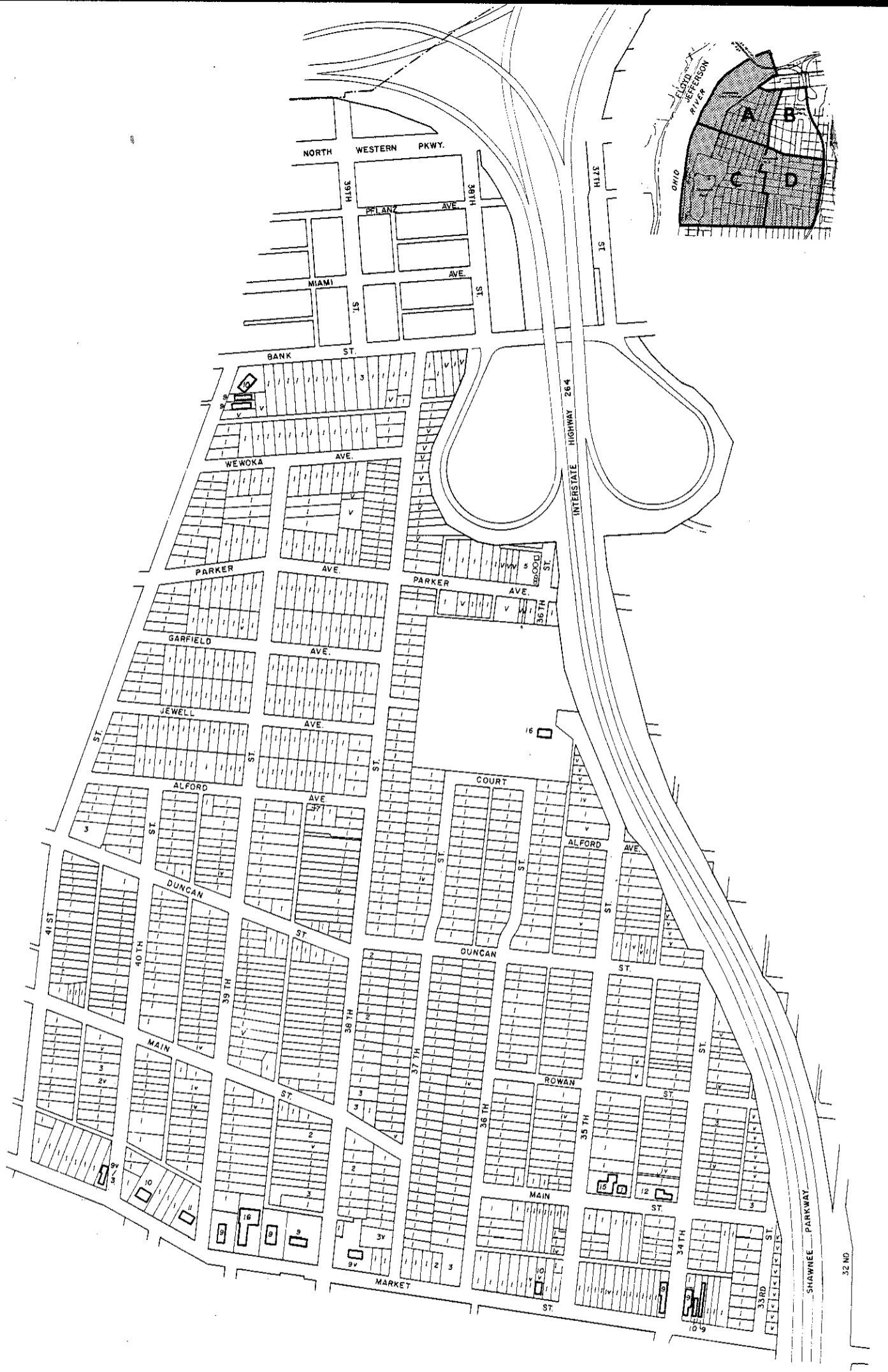
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Figure I-1




SHAWNEE NEIGHBORHOOD
 Louisville and Jefferson County
 Planning Commission

EXISTING LAND USE
 AUGUST, 1981

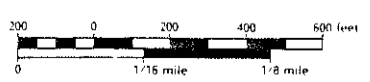
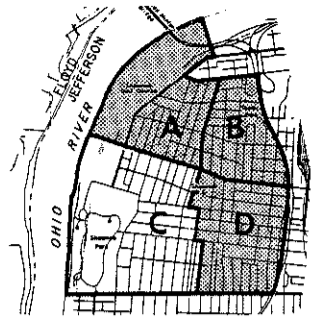
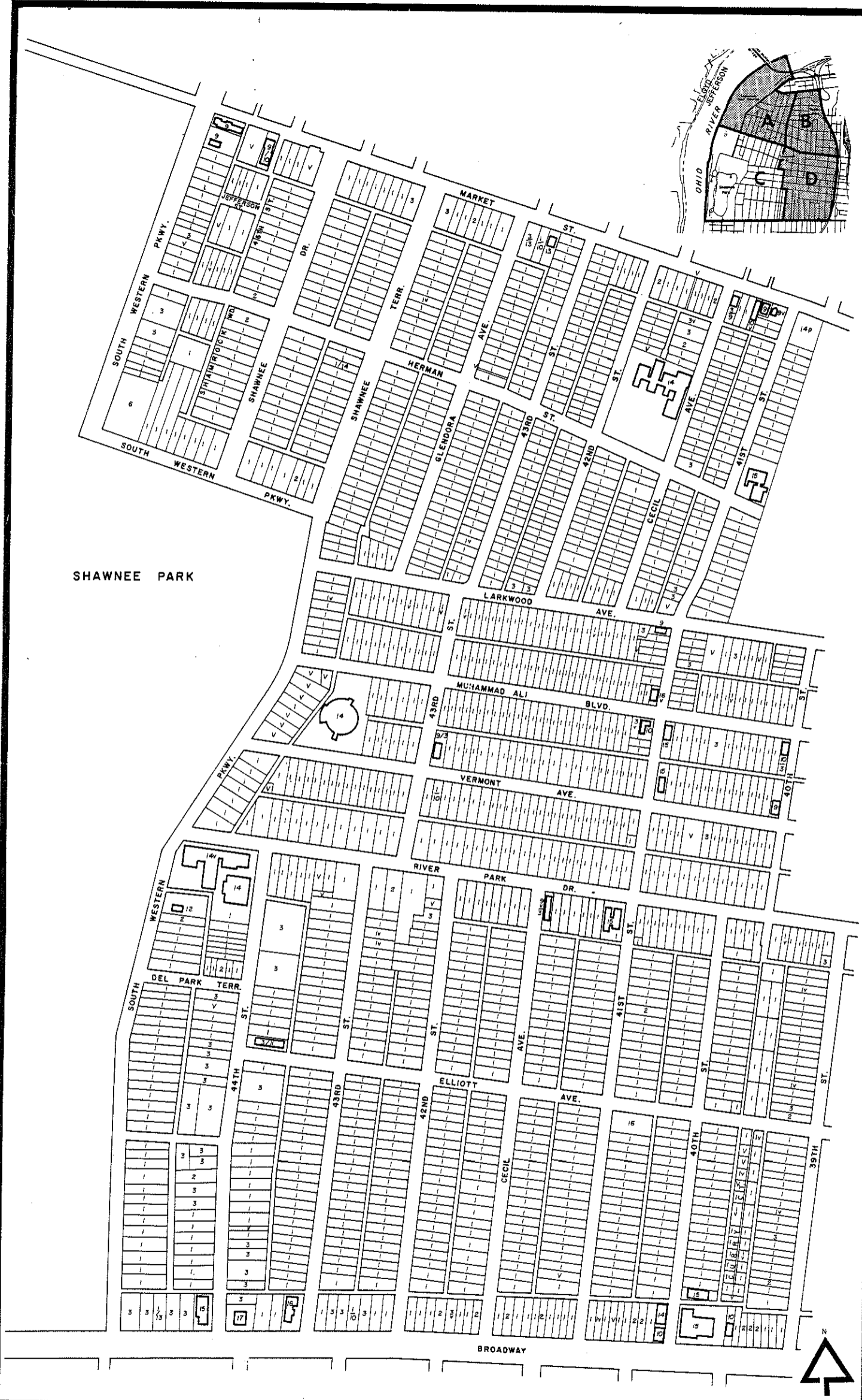
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Figure I-1



SHAWNEE PARK




SHAWNEE NEIGHBORHOOD
 Louisville and Jefferson County
 Planning Commission

EXISTING LAND USE
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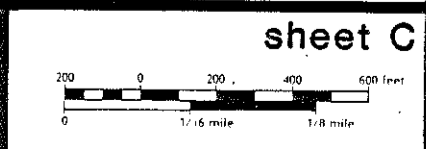
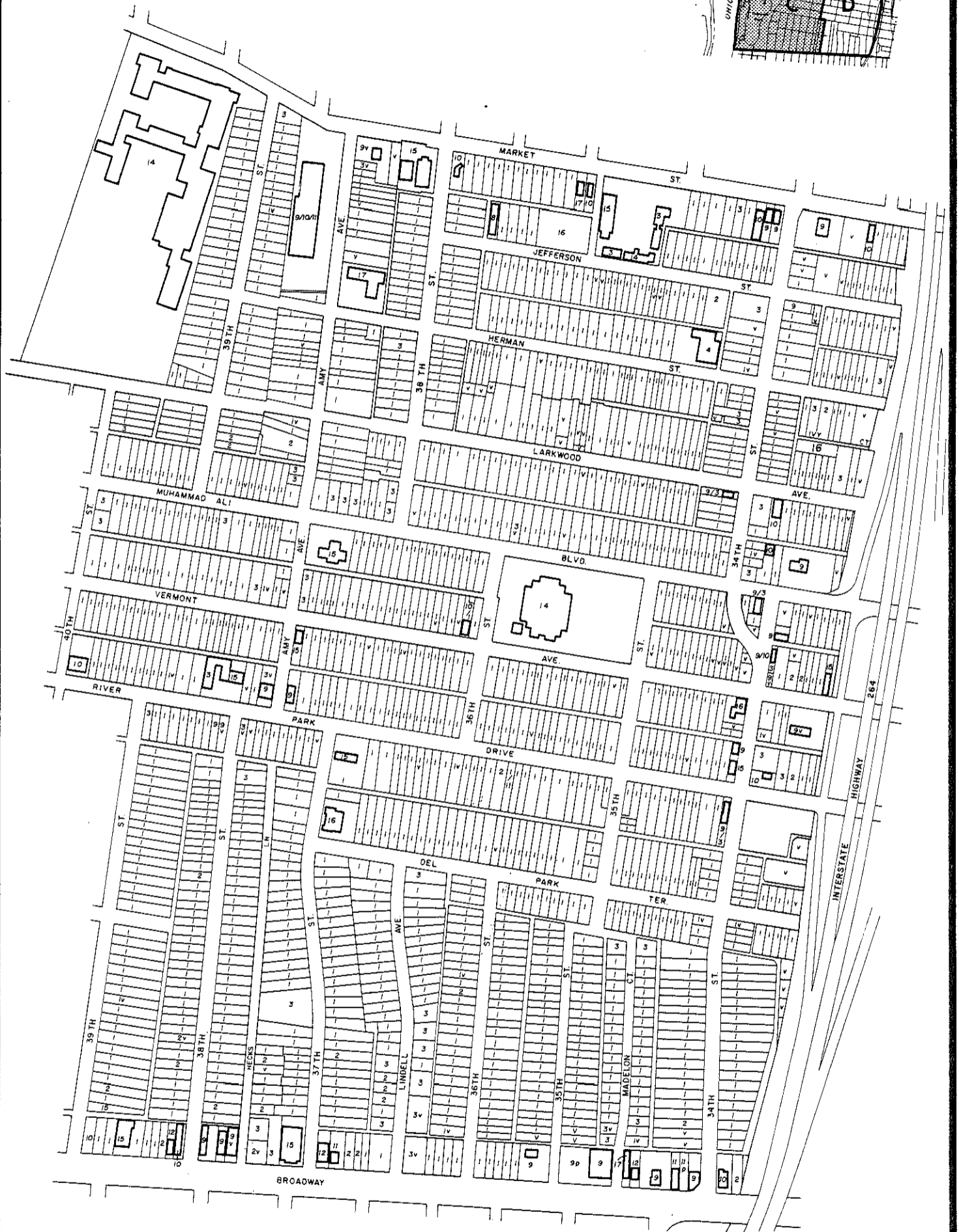
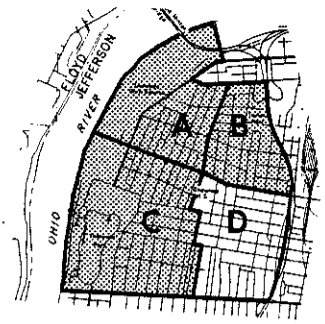


Figure I-1



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SHAWNEE
NEIGHBORHOOD
Louisville and Jefferson County
Planning Commission

EXISTING LAND USE
AUGUST, 1981

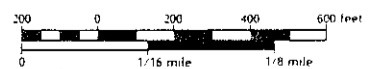
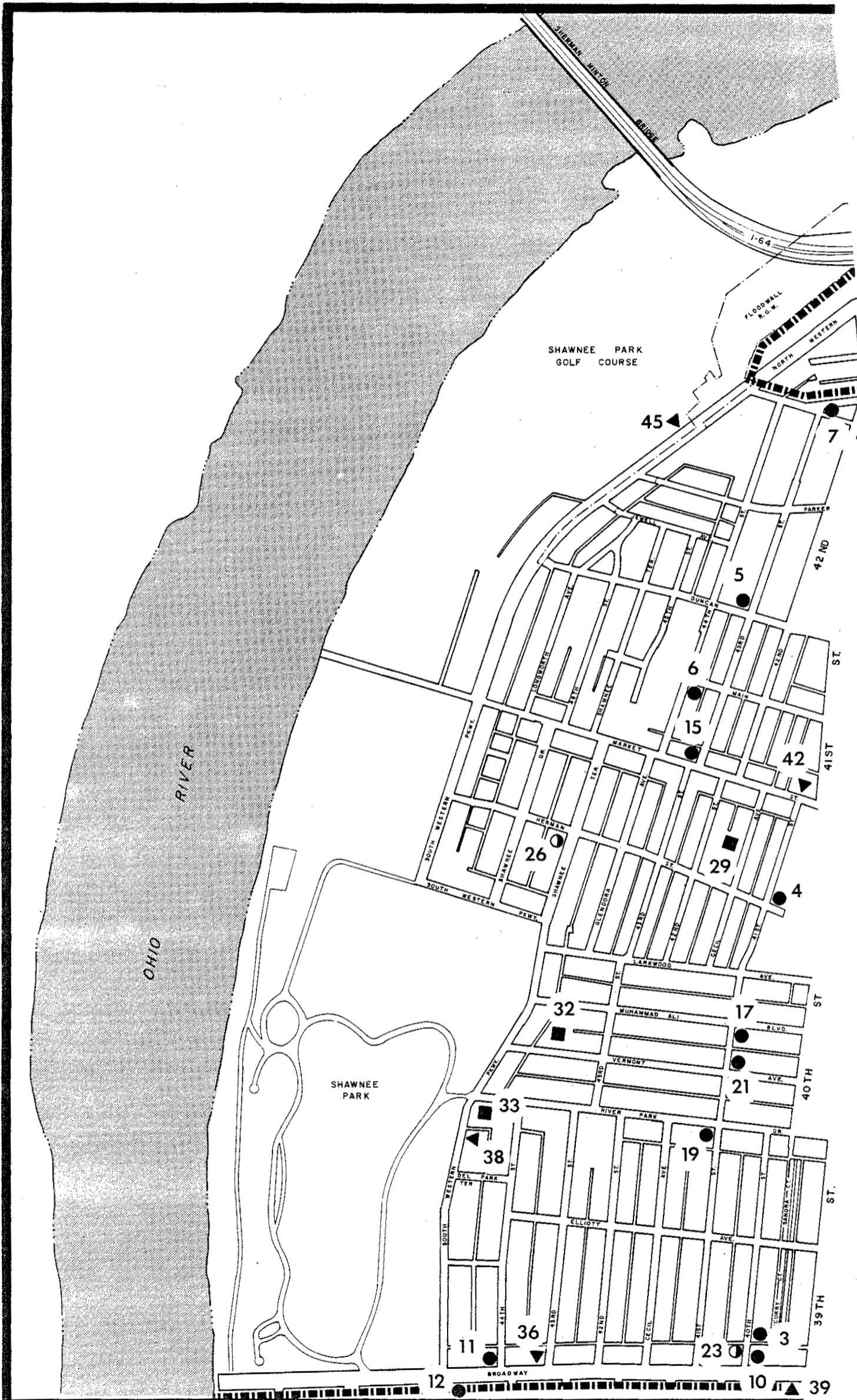
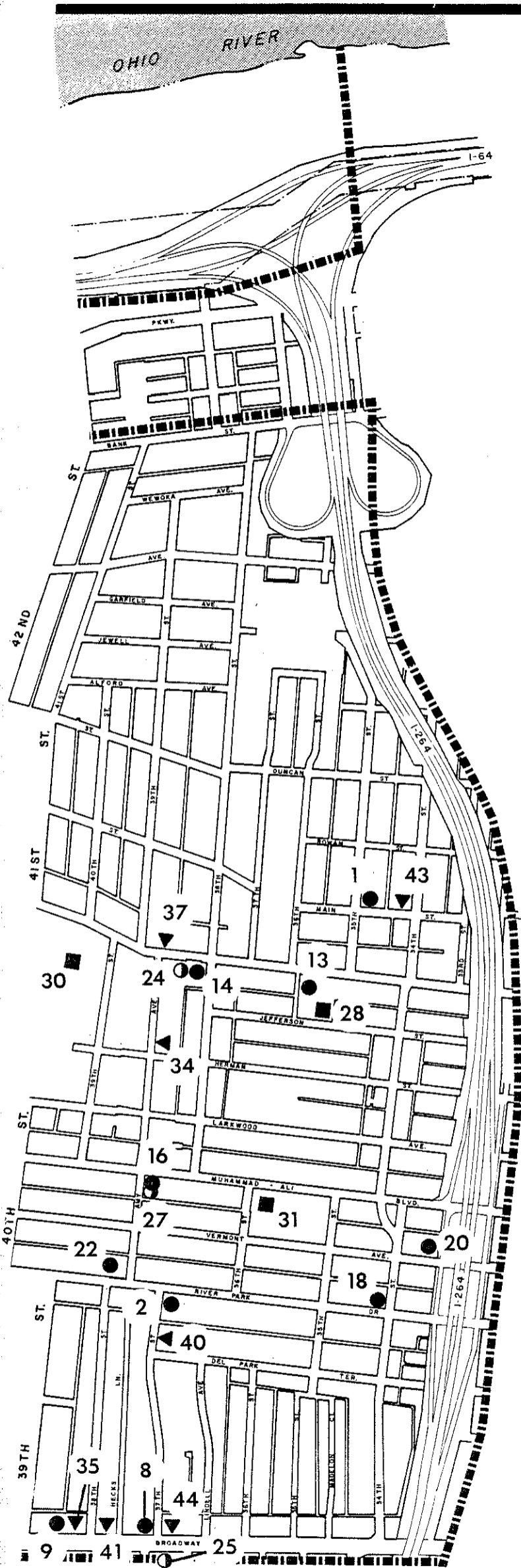


Figure I-1



COMMUNITY FACILITIES



LEGEND

● Churches

1. West End Christian Churches
2. Redeemer Lutheran Church
3. Community Methodist Church
4. West Louisville United Church of Christ
5. Shawnee Methodist Church
6. Shawnee, Presbyterian Church
7. Jehovah's Witness Kingdom Hall - Shawnee Unit
8. House of Truth Church
9. Emanuel Baptist Church
10. West Broadway Church of Christ
11. West End Church of Christ
12. Christ Temple Apostolic Church
13. St. Columba Roman Catholic Church
14. Portland Memorial Baptist Church
15. Gospel Harmony Baptist Church
16. First United Methodist Church
17. Shawnee Church of Christ
18. Skylight Baptist Church
19. Little Bethel Temple of the Apostolic
20. Church of God America
21. Oak Grove Baptist Church
22. Freedom Baptist Church

○ Day Care Centers

23. The House that Smittie Built
24. Granny's Little Angels
25. West Broadway United Methodist Day Care Center
26. McBride's Day Care Center
27. Mother's Friend Day Care

■ Schools

28. St. Columba Roman Catholic School
29. Shawnee Elementary School (vacant)
30. Shawnee High School
31. Whitney M. Young, Jr. Elementary School
32. Martin Luther King, Jr. Elementary School
33. Flaget High School (vacant)

▲ Other Facilities

34. Shawnee V.F.W. Post No. 3204
35. Shawnee Development Organization
36. Young Women's Christian Association
37. Young Men's Christian Association
38. Neighborhood Housing Service of Louisville
39. Shawnee Branch Louisville Free Public Library
40. Shawnee Community Center
41. Four Quarters Neighborhood Organization
42. Shawnee High R.O.T.C.
43. City Fire Department Engine Co. No. 4
44. City Fire Department Engine Co. No. 22
45. Shawnee Golf Course Club House

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

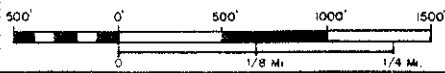
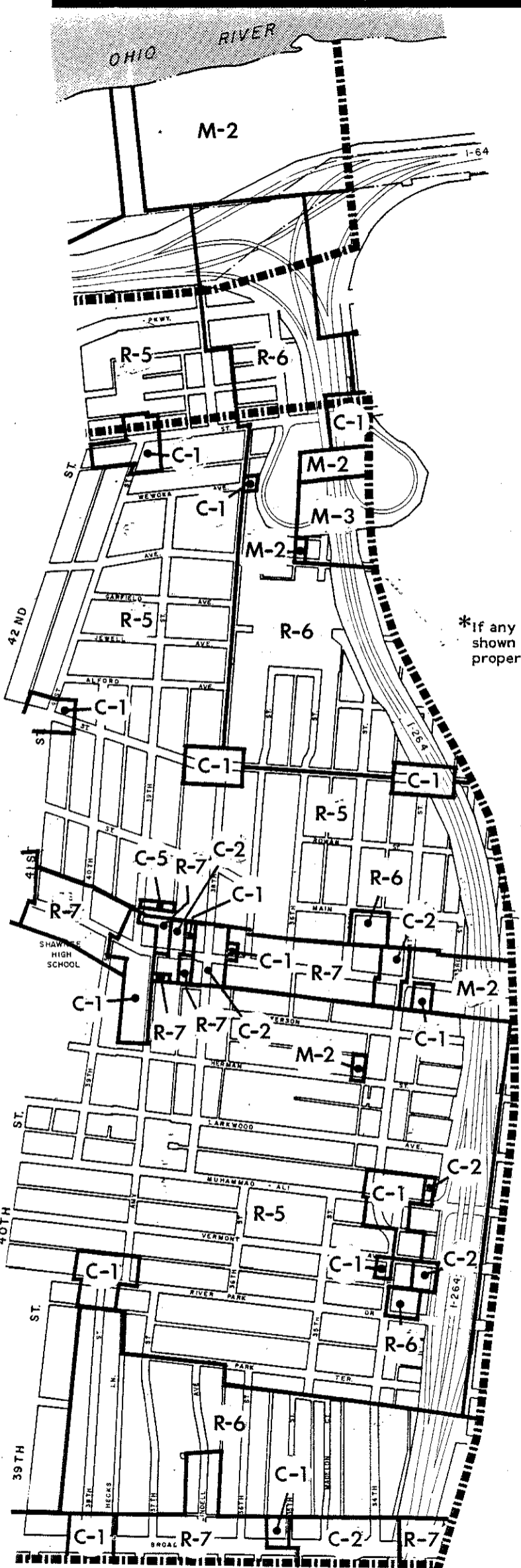


Figure 1-2



EXISTING ZONING
as of February, 1982



LEGEND

- R-5 Residential
- R-6 Apartment
- R-7 Apartment
- C-1 Commercial
- C-2 Commercial
- C-5 Professional Office
- M-2 Industrial
- M-3 Industrial

*If any property subject to Zoning District Regulations is not shown as being in a Zoning district, the classification of such property shall be R-1 Residential.

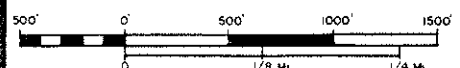
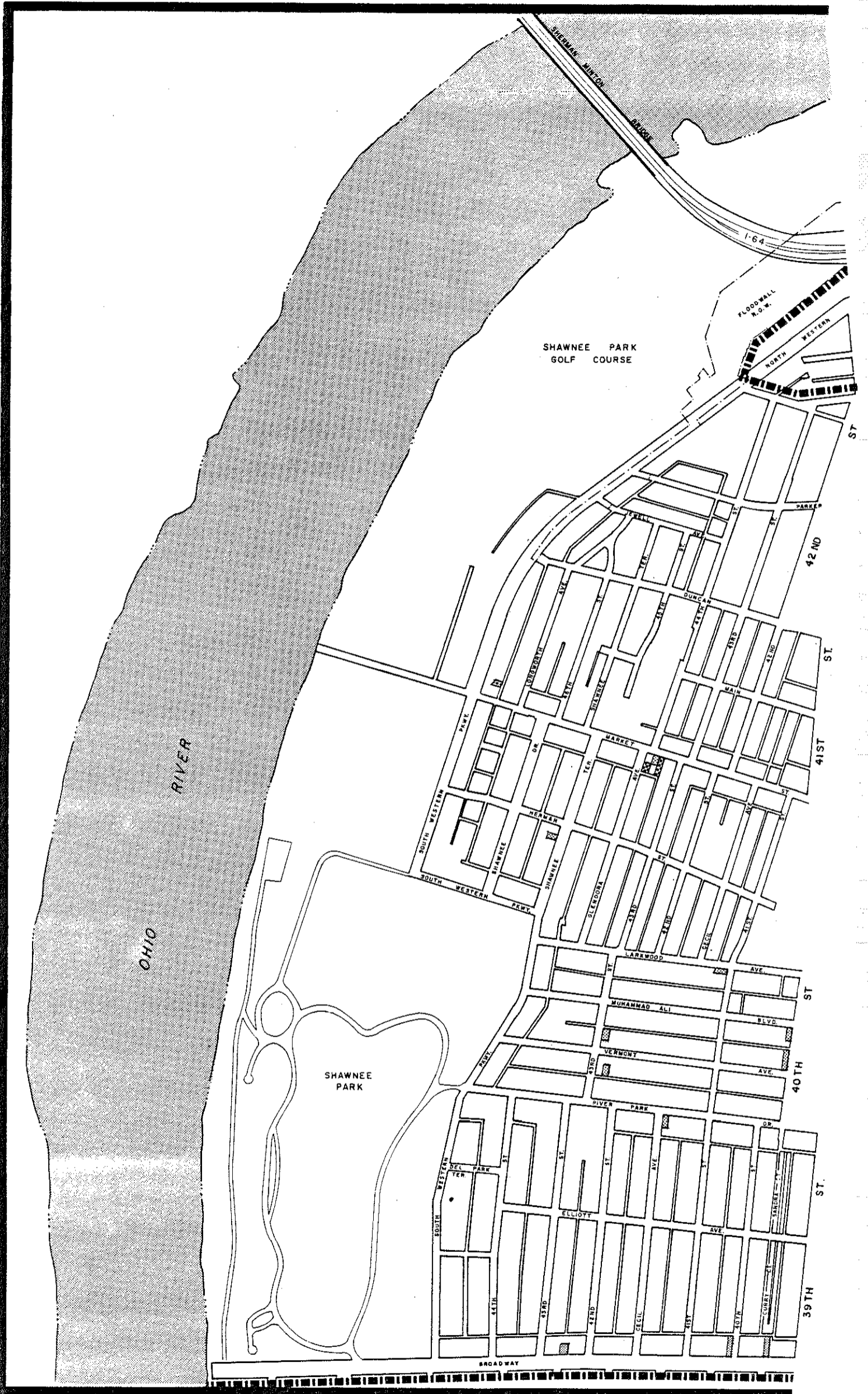
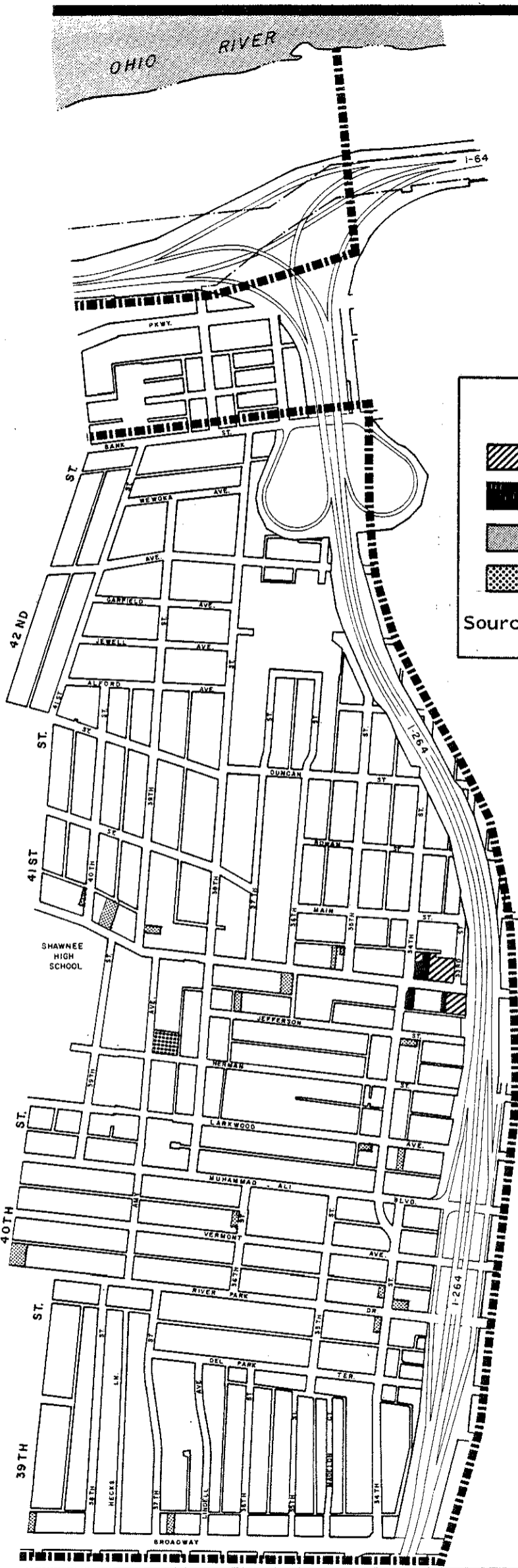






Figure I-3



NON-CONFORMING LAND USES



LEGEND

-  Residential Use in Industrial Zone
-  Commercial Use in Industrial Zone
-  Commercial Use in Residential Zone
-  Public or Semi-Public*

Source: Louisville and Jefferson County Planning Commission, 1982

* Public or Semi-Public use requiring conditional use permit in existing zoning classification



Louisville and Jefferson County Planning Commission

SHAWNEE NEIGHBORHOOD

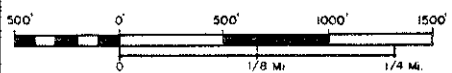
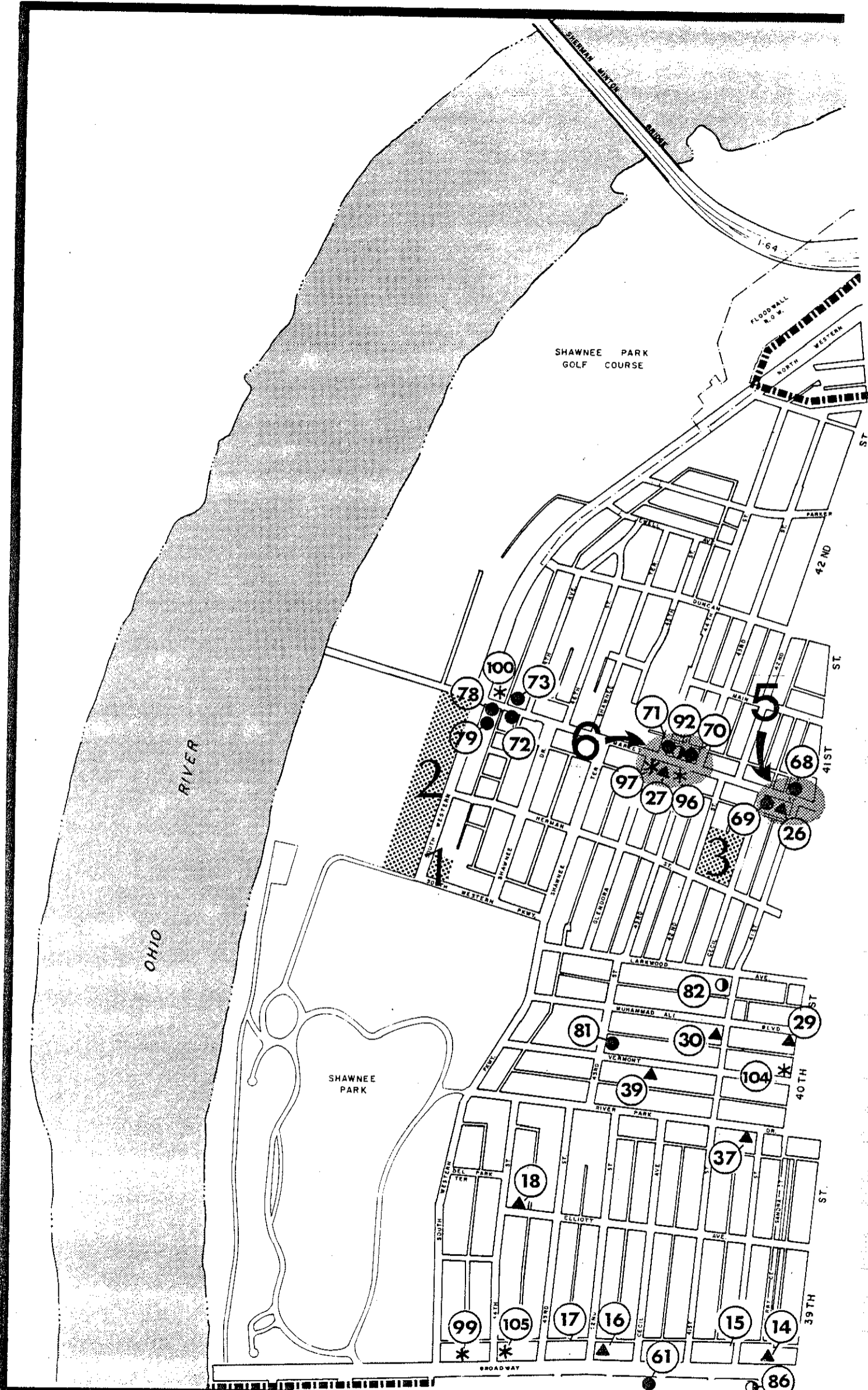
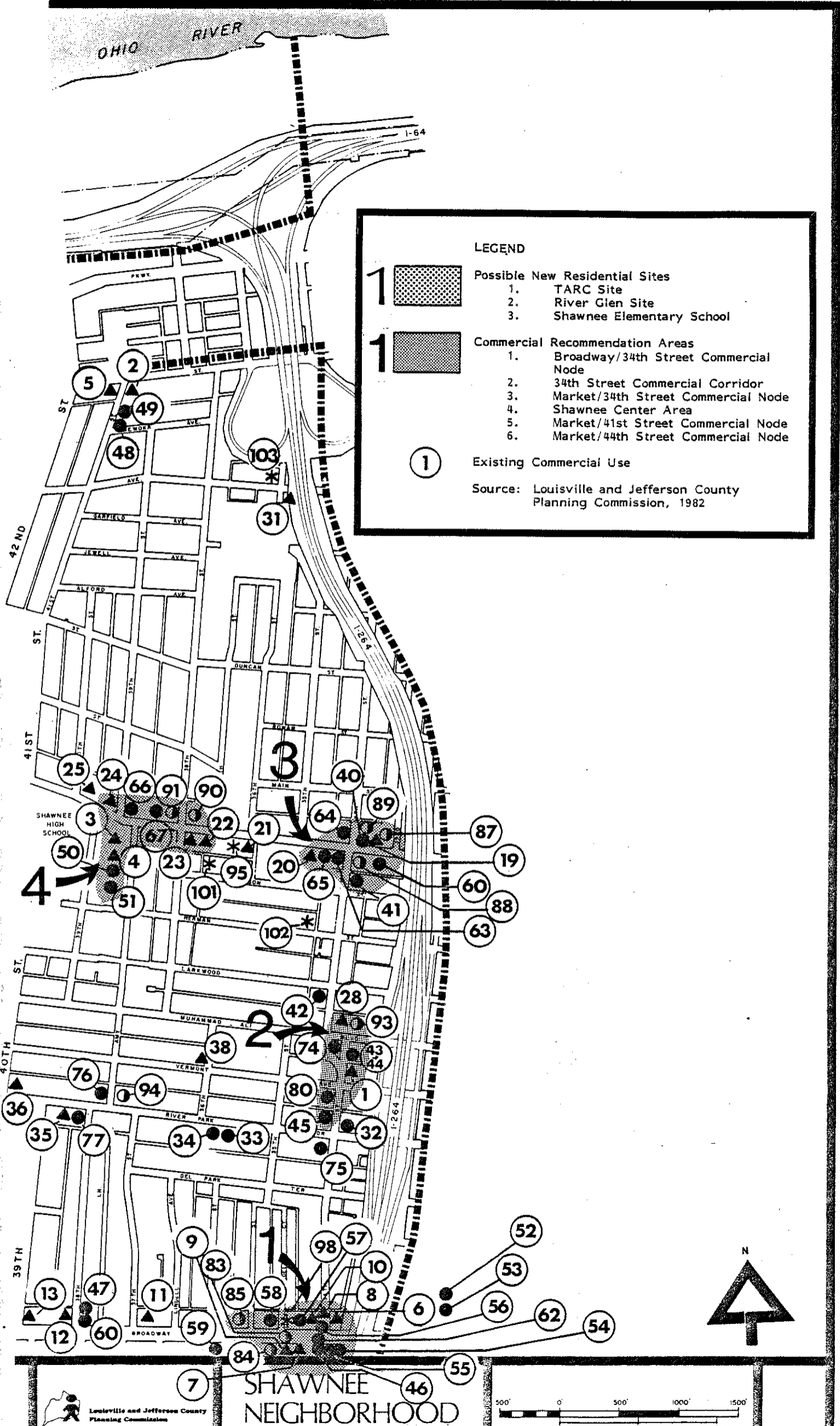


Figure I-4



**RESIDENTIAL AND COMMERCIAL
RECOMMENDATION CONCEPTS**



LEGEND

1 Possible New Residential Sites

- 1. TARC Site
- 2. River Glen Site
- 3. Shawnee Elementary School

1 Commercial Recommendation Areas

- 1. Broadway/34th Street Commercial Node
- 2. 34th Street Commercial Corridor
- 3. Market/34th Street Commercial Node
- 4. Shawnee Center Area
- 5. Market/41st Street Commercial Node
- 6. Market/44th Street Commercial Node

1 Existing Commercial Use

Source: Louisville and Jefferson County Planning Commission, 1982

Figure I-5

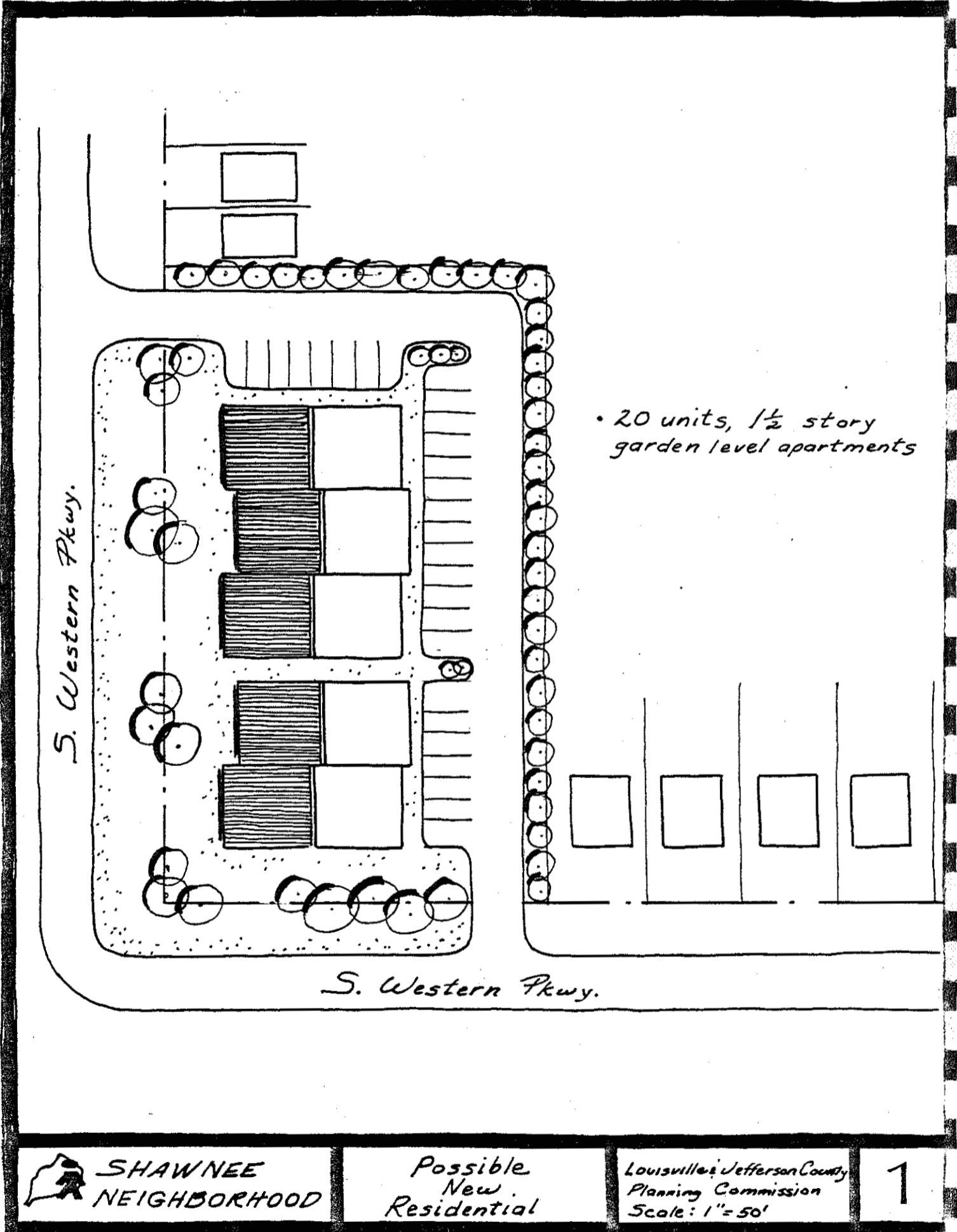
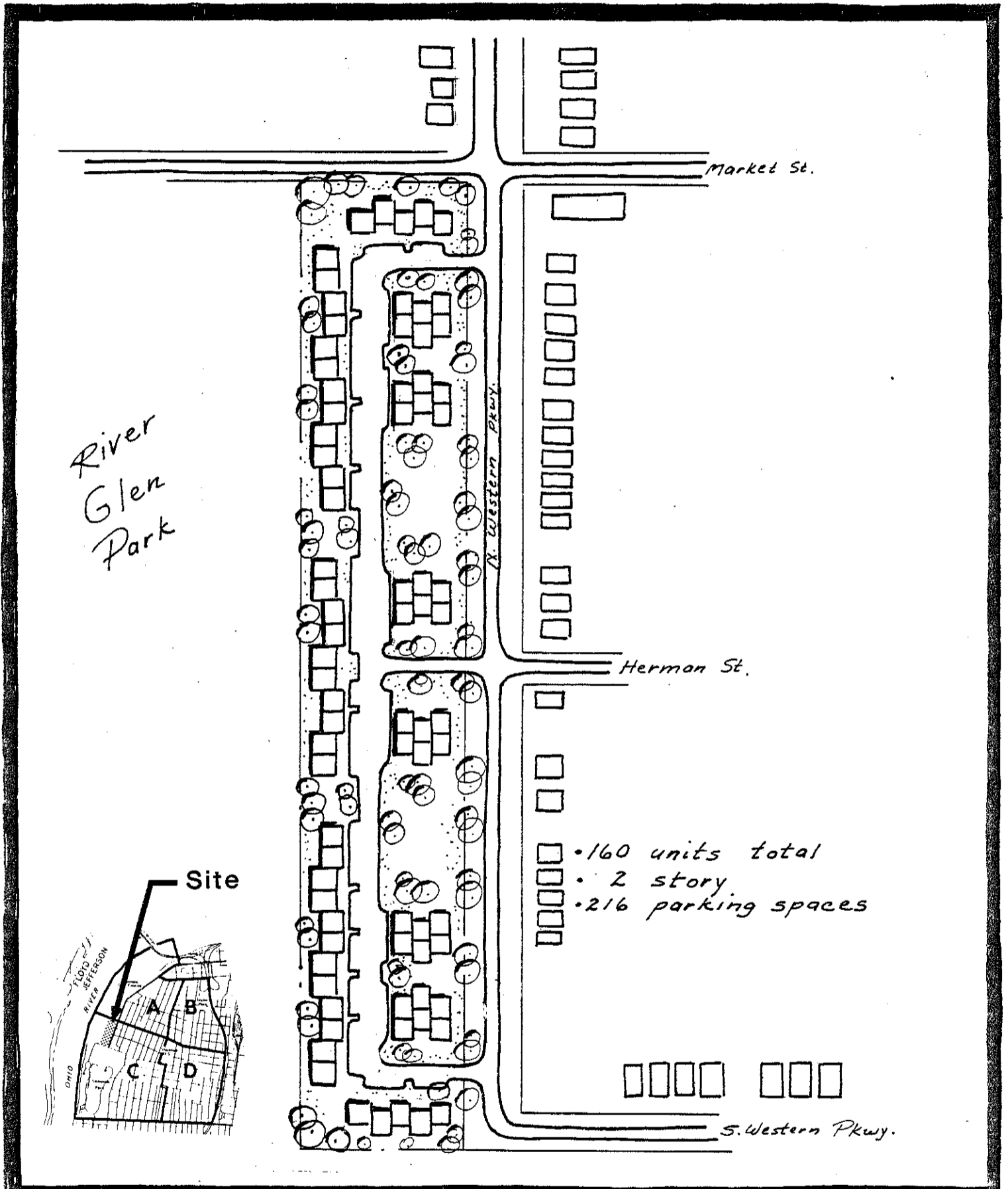


Figure I-6



 SHAWNEE NEIGHBORHOOD

Possible New Residential

Louisville Jefferson County Planning Commission
 Scale: 1" = 200'

2

Figure I-7

II. Transportation

A. EXISTING CONDITIONS - NEEDS ASSESSMENT

1. SUMMARY

- (a) The Shawnee neighborhood is defined by major transportation routes: Interstate 264 on the east, Broadway on the south and the Ohio River on the west and north. An extensive street system exists within the neighborhood. Broadway, Market Street and River Park Drive have the most traffic.
- (b) Interstate 264, the Shawnee Parkway, is a dominant feature in the eastern portions of the neighborhood. It serves as a major link to metropolitan Louisville and southern Indiana. Residents living close to the Interstate are affected by highway noise and transportation related air pollution.
- (c) Frequent accidents have occurred at the intersections of 34th Street and Vermont Avenue, 38th and Market Streets, River Park Drive and 34th Street and in Shawnee Park.
- (d) TARC provides Shawnee with four local bus routes, one express line and special elderly and handicapped transportation services (TARCLIFT). The American Red Cross "WHEELS" program provides the elderly and handicapped with transportation services. The northeastern portion of the neighborhood is not as close to public transportation as other portions. In addition, there is a lack of bus shelters in Shawnee.
- (e) Most of the neighborhood has sidewalks but there seems to be a need for more sidewalks accessible to the handicapped. Some areas with high levels of pedestrian traffic need safety aids such as painted crosswalks and pedestrian signals.
- (f) Portions of Shawnee have officially designated Class III bicycle routes where bicycles share the road with motor vehicles. Some of the major streets in the neighborhood are too dangerous for bicycle travel.
- (g) Some businesses along Broadway and Market Streets appear to lack adequate on and off-street parking spaces and off-street loading facilities.
- (h) Some streets in Shawnee have automobile traffic volumes and speeds that are not particularly conducive to a quiet, residential atmosphere. Traffic noise can be annoying in some areas of the neighborhood.

2. EXISTING TRANSPORTATION CHARACTERISTICS

a. Roadways

Generally, the roadway network in Shawnee follows a north-south, east-west grid pattern. The neighborhood is defined by significant transportation routes: Interstate 264 on the east, Broadway on the south, and the Ohio River to the north and west.

Functional Highway Classification. The roadway network in Shawnee can be described according to the way each street functions in the neighborhood. Functional classification identifies the purpose and characteristics of a roadway, and its role within the transportation network.

At the top of the classification hierarchy is the "expressway" system. Shawnee Parkway (I-264) is part of this system which

carries high-speed, high-volume traffic and which provides regional accessibility.

In a larger context, the Shawnee Parkway forms a portion of an expressway loop around central Louisville. It connects with Riverside Parkway (I-64) located northeast of Shawnee and the Watterson Expressway, providing a high level of accessibility within Metropolitan Louisville and contiguous areas. Speed limits range from a minimum of 45 to a maximum of 55 miles per hour. Lane widths are approximately 12 feet to accommodate all sizes of vehicles. High-speed service to through traffic is emphasized and no direct access to adjacent land uses exists. There are two expressway interchanges in Shawnee: A "partial-cloverleaf" at Bank Street provides access only to and from the north, and a "split-diamond" at the oneway pair of Muhammad Ali Boulevard and River Park Drive provides access to and from both the north and south.

Because of the Ohio River, there is no significant traffic merely passing through the neighborhood to get elsewhere; therefore, no streets in the neighborhood are functionally classified as "major arterials". The "major arterial" system serves inter-community travel needs by linking major activity centers (downtown Louisville, major employment and shopping centers, etc.).

Currently, five "minor arterial" roadways serve intra-community or inter-neighborhood travel needs. In Shawnee, the majority of these streets handle TARC bus routes. The "minor arterial" system generally serves as a link between the "major arterial" (located outside Shawnee) and the "collector" system. Through traffic is generally emphasized. Travel speeds range from 25-35 miles per hour, depending on weather and traffic conditions. Traffic lights are provided at intersections with "major arterials", "collectors" or other "minor arterials." Minor arterials in the Shawnee neighborhood include Broadway, North and South Western Parkway, Bank Street, Market Street and 34th Street. (The direction of traffic flow is shown in Figure II-1.)

Muhammad Ali Boulevard, River Park Drive and 41st Street serve as "collector" roadways within the neighborhood. Collector streets provide movement within Shawnee and act as the main interior streets of a particular neighborhood. They also provide access to abutting property. Overall, the streets serve as a link between "minor arterials" and "local" streets. Travel speeds range from 25-35 miles per hour depending on traffic conditions. Few traffic lights are provided at various intervals.

The remaining streets within Shawnee are classified as "local" streets. "Local" streets are primarily used for property access and link together individual sites. "Local" streets provide access to the "collector" roadway system.

All streets classified as "arterial" and "collector" streets are designated under Louisville's traffic ordinance as "major through" roadways. This ordinance gives the City Public Works Department the authority to post speed limits up to 35 miles per hour. Thirty-fifth Street (from North Western Parkway to Algonquin Parkway) is technically classified a "local" street, but is also listed under the traffic ordinance as a "major through" roadway. Further discussion of 35th Street follows in the analysis subsection.

Alleys. An extensive system of north-south and east-west alleys can be found in Shawnee. Nearly every residence and business is served by an alley. Many of the alleys in the neighborhood have been blacktopped, although several brick alleys still exist. Some alleys are used for vehicular access

to and from residential, commercial and/or industrial properties.

Traffic Volumes. Average daily traffic (ADT) is the volume or amount of traffic passing a designated point on an average day. Generally, expressway and arterial roadways carry more traffic than collector or local streets. Consequently, ADT's along some roadways in Shawnee are higher than on others. (Refer to Table II-1.)

Other than Shawnee Parkway which handles over 31,000 vehicles per day, the highest traffic volumes in Shawnee can be found on Broadway and on portions of Market Street and River Park Drive. Broadway has from 9,100 to over 15,300 vehicles on an average day. Traffic on Market Street, particularly in the eastern portion of the neighborhood, exceeds 8,700 vehicles daily. River Park Drive, east of 34th Street, has over 8,400 vehicles per day.

It appears that a significant portion of the traffic on Broadway is commuter travel. Traffic volumes increase on Broadway east of the Shawnee Parkway. At this point, Broadway turns into a "major arterial".

Market Street is a significant traffic corridor from the Shawnee neighborhood to Baxter Avenue and the central Louisville areas. Market Street provides access to housing as well as commercial and manufacturing uses.

Traffic on River Park Drive, east of 34th Street, is significant due to the entrance ramp to southbound Shawnee Parkway. River Park Drive at this location also serves a small number of commercial uses and houses. The same can be said of Muhammad Ali Boulevard which also provides access to Shawnee Parkway.

b. Public Transportation

Neighborhood public transportation needs are served by TARC (Transit Authority of River City). Presently, TARC provides Shawnee with bus service through five different lines: (15) Market Street, (21) Chestnut Street, (23) Broadway, (27) Hill Street and (47) G.E. Express/42nd Street. (Refer to Figure II-2.)

Currently, the Broadway route is the only wheelchair lift-equipped line available in Shawnee. Kneeling buses, however, are available on routes serving the neighborhood as well as other areas in the City and County. Coaches with the "kneeling" feature are placed on routes on a random basis. Kneeling buses are equipped with an air device which lowers the entrance steps, making the coach more accessible to the elderly and handicapped who can walk.

TARC routes may also be functionally classified. The Market Street, Broadway and Chestnut Street lines serve as "radial routes". These routes provide service from an outlying area to Louisville's Central Business District. The G.E. line is designated as an express route. This route provides direct service to the General Electric Plant (two trips a day only) with a limited amount of passenger pick-up and discharge zones. The Hill Street line is classified as a "belt route". Belt Routes provide service from one sector of the City to another without passing through the Central Business District.

Referring to Figure II-2, TARC routes serving Shawnee are found along several neighborhood streets. Shawnee is provided with transit service in all directions to all major points of the City. Within the boundaries of the neighborhood, one TARC shelter is provided. No "Park and TARC" lots currently exist in the neighborhood.

Regular bus transportation service is available seven days a week. However, transit service on Saturdays and Sundays is not as extensive as on the weekdays. Waiting-time between coaches is generally less during the weekday rush-hour periods when more frequent service is provided to serve commuters.

An additional public transportation service available in Shawnee is TARC's special elderly and handicapped service--TARCLIFT. This special service is broken down into two categories: "regular subscription" and "advance call-in". The "regular subscription" service is for people who work or attend school. It operates Monday through Friday from 6:30 A.M. to 6:00 P.M. The person who uses this service arranges a regular pick-up and delivery schedule with TARC for at least three days a week.

Unlike the "regular subscription" service, the "advance call-in" service operates on a demand/response basis. Coaches operate from 9:00 A.M. to 10:00 P.M. on Monday, Wednesday and Friday, and from 9:00 A.M. to 5:00 P.M. on Tuesday and Thursday. There is also weekend service from 11:00 A.M. to 6:00 P.M. on Saturday and from 7:00 A.M. to 2:00 P.M. on Sundays. For those needing this type of service, TARC takes reservations for transportation services for the following week. In order to obtain weekend service, reservations must be made the preceding Friday by 4:00 P.M. Generally, trips for medical/-rehabilitation activities take first priority. Other trips such as shopping or recreation are fulfilled after the priority trips are served.

In addition to TARC's special handicapped service the WHEELS program is sponsored by the American Red Cross. The WHEELS program will provide transportation services for the elderly and handicapped in Shawnee. Individuals are requested to schedule needed services at least five days in advance. Basically, the program consists of several vehicles that pick-up passengers at different locations and transport them to nutrition, medical and social centers. Although there are some set routes that the WHEELS program uses, schedules and routes are generally determined by the amount of people traveling to each location on a particular day. The WHEELS program operates five days a week from 8:30 A.M. to 7:00 P.M.. A recent decrease in operating funds has reduced the level of service.

c. Goods Movement

The transportation of goods in urban areas is broadly defined as the movement of things such as freight materials. This is distinct from the movement of people. In Shawnee, truck transportation provides "goods movement" services.

In urban areas, trucking is the predominant transportation mode providing goods movement services. Truck transportation can be locally based, interstate or intrastate. Approximately 60% of trucking movement in urban areas involves pick-ups, service calls, and other uses. The remaining 40% is delivery. Trucking can be done with light, medium and heavy weight vehicles.

Trucking activity tends to peak during the hours of 9 A.M. through 11 A.M., usually after the morning commuting rush. Significant afternoon activity diminishes around 4 P.M. - before the evening rush-hour. Generally, trucking activity is more active during the weekdays.

Truck traffic appears to be moderate throughout the Shawnee neighborhood. Table II-2, "Truck Traffic Volumes", indicates the actual truck traffic on several streets in the Shawnee neighborhood. The figures indicate that the intersections of 34th and Market Streets, 34th Street and Muhammad Ali Boulevard, 40th Street and Vermont Avenue, and 34th Street and Broadway have the highest truck traffic volumes of the eleven

intersections surveyed. The percentage of trucks to total vehicles varies at these four intersections. At 34th Street and Broadway, the truck traffic was 3.2 percent. On 34th Street and Market Street and 34th Street and Muhammad Ali Boulevard, trucks comprised 4.9 percent of all the vehicles using that particular intersection. According to the 1969 Louisville Metropolitan Transportation Report, trucks generally comprise about 5.4 percent of the total number of vehicles using "minor arterial" roadways, and about 1.8 percent of the total number of vehicles using "local" streets. The percentage of trucks at 40th Street and Vermont Avenue, however, exceeds the average percentage. Trucks accounted for 4.4 percent of the total number of vehicles at this intersection.

d. Sidewalks and Pedestrian Facilities

To insure safe pedestrian access to and from schools, churches, stores, and other activity centers, sidewalks should be provided. In Shawnee, pedestrian traffic is heaviest along portions of Cecil Avenue and 34th, 36th, 38th, 39th, 40th, 41st, Market and Herman Streets. Refer to Figure II-3, "Bike Routes and Pedestrian Facilities".

Most streets in the neighborhood have sidewalks. The majority of the sidewalks are composed of concrete although brick walkways can be found in some areas. Within the boundaries of Shawnee, it appears three areas have walkways with wheelchair ramps; two areas are along Broadway. Of the nine traffic signals in the neighborhood, three are equipped with a pedestrian walk-don't walk phase. Painted crosswalks are present on portions of every street.

e. Bikeway Facilities

Shawnee is served by officially designated and marked Class III Bicycle Routes. Bicycles using these routes share the road directly with motor vehicles. Class III facilities in the neighborhood are identified by green and white signs displaying a bicycle with the words "Bike Route" written underneath. Streets are selected to serve as Class III bikeways if they have sufficient roadway widths, low traffic-volumes and speed-limits, and street continuity.

Bicycle routes passing through Shawnee are part of a larger bikeway system servicing most of the City. The bikeway system including the portion through Shawnee was established in 1977 with the adoption of a bikeway plan by the Kentuckiana Regional Planning and Development Agency (KIPDA).

f. Parking Facilities

Parking facilities are an important element of Shawnee's transportation system. Adequate off-street parking generally ensures that the flow of traffic is not frequently interrupted by vehicles entering and exiting on-street spaces. Vehicles must have a storage or parking space at both the origin and destination of any trip.

In Shawnee, there are significant amounts of on-street parking. On-street spaces are important to the neighborhood since most of the residential and commercial structures were constructed prior to the requirement for off-street parking spaces. In many areas of Shawnee, residences and shops depend entirely on on-street parking space.

Streets throughout the neighborhood provide parking, although various restrictions are imposed such as:

- 1) No parking on North or South Western Parkway, and on portions of Broadway, Vermont Avenue, and Bank, 34th, 44th, 42nd and 41st Streets.

- 2) No parking during street cleaning from 2 A.M. to 6 A.M.. Arterial and collector streets have varied schedules for street cleaning.
- 3) No parking during school days on portions of streets where elementary and high school vehicular traffic is concentrated.
- 4) No stopping/parking at TARC loading areas.
- 5) No parking within an intersection, on a sidewalk, within four feet of a public or private driveway and eight feet of a fire hydrant and within a crosswalk.

There are few off-street parking lots in the neighborhood and no private-fee parking facilities. Most off-street parking spaces available in Shawnee are provided by the various community facilities such as schools, churches and community centers. Some commercial establishments also provide off-street spaces for their employees and customers. The community facility and employee spaces are usually not available for general public use.

3. ANALYSIS

a. Roadways

The street network in Shawnee appears to be satisfactorily handling the existing level of traffic on a daily basis. Some neighborhood streets may experience periods of heavy traffic during commuting hours, including Broadway particularly near the eastern portion of the neighborhood, Market Street particularly between 34th and 36th Streets, and River Road Drive and Muhammad Ali Boulevard in the vicinity of 34th Street.

These temporary periods of heavy traffic are not serious enough to justify roadway widening or other major facility improvements to facilitate rush hour traffic flow. Overall, the flow of commuter traffic is relatively constant with some intersectional delays and conflicts.

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

Level of service 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 LOS "C" have acceptable delays at the intersection. LOS "D" approaches unstable flow although delays at the intersection are tolerable. LOS "E" describes substantial congestion with traffic approaching stop and go. LOS "F" indicates traffic is continuously backed up or jammed.

Based on analysis of data, there appears to be no intersection adequacy problems. All eleven intersections surveyed were category "A". Refer to Figure II-4.

Expressways. Shawnee Parkway is a dominant feature on the east side of the neighborhood. The expressway serves as one of the primary links between Shawnee and other Louisville areas.

The expressway system is beneficial as it provides quick access to shopping and entertainment and linkages with other regional transportation facilities. On the other hand, the Interstate has caused some negative impacts from both an environmental and

a transportation standpoint. Residences located close to an expressway are exposed to noise, vibration, and air pollution. Neighborhood travel patterns have been disrupted by the expressway, additional traffic is generally found on neighborhood streets serving as outlets to and from expressway entrance and exist ramps. In addition, construction of Interstate 264 in Shawnee required the demolition of many homes.

Surface Roadways. Significant levels of traffic on streets that pass through residential areas can disrupt a quiet neighborhood environment. Significant traffic volumes can create negative impacts in terms of noise, additional levels of air pollution and pedestrian-vehicle conflicts.

A discrepancy exists regarding the appropriate classification of 35th Street. Technically, 35th Street is categorized as a "local" street. Louisville's traffic ordinance classifies 35th Street as a "major through" street. According to functional classification, the maximum speed-limit on local streets is 25 miles per hour. However, the ordinance gives the City the right to post speed limit signs up to 35 miles per hour. Currently, no speed limit signs are posted to inform drivers of the appropriate traveling speed. Because the roadway is primarily residential in nature, through traffic should be discouraged, particularly in the vicinity of Muhammad Ali Boulevard near Young Elementary School.

Pavement Conditions. The condition of pavement surfaces on streets throughout the neighborhood varies; however, the majority of arterial and collector streets appear to be in a fair to good condition. Some potholes and deteriorating pavement markings exist along Broadway, Market and 34th Streets.

Some streets in Shawnee were resurfaced between 1980-1981 and are in good condition. These streets are: Amy Avenue from Herman Avenue to Market Street, Herman Avenue from 34th Street 0.07 miles east, 38th Street from Bank Street to North Western Parkway, 40th Street from River Park Drive to Larkwood Avenue, 43rd Street from Broadway to River Park Drive and Rowan Street from 34th Street west to 36th Street.

Roadways maintained by the City are resurfaced every seven to ten years or whenever the need arises, according to the current schedule.

Alleys. Some alleys in Shawnee are in need of repair, particularly those located off Broadway and Market Streets. Problems associated with alleys include poor surface condition, inadequate drainage, and a general lack of maintenance including rear-lot grass cutting, weed pulling and trash pick-up.

Accidents. Within Shawnee, four areas have been identified as being frequent accident locations. Refer to Figure II-4. The City Police Department compiled information on the number of accidents from January 1980 through January 1981. At the intersection of 34th Street and Vermont Avenue, eleven accidents were reported. These accidents resulted in eight right-angle crashes and two left-turn collisions. One rear-end collision also occurred. The majority of the accidents were caused from motorists failing to yield the right-of-way at the intersection.

Eleven accidents also occurred at 100 Shawnee Park, the roadway running through the Park. Three accidents resulted in rear-end collisions. Two vehicles struck fixed objects and two side-swipes occurred. In addition, one right-turning collision occurred, and one parked vehicle was hit. Most of the accidents were caused from vehicles speeding. Other significant causes were vehicles failing to give the right-of-way, motorists not having their vehicle in proper control and traffic not watching the road ahead.

At the intersection of Market and 38th Streets, ten accidents were reported. Three of the accidents were right-turning collisions and another two were rear-end crashes. One left-turn and right-angle collision also occurred, and one pedestrian was struck. About half of the accidents were caused from improper vehicular-turning movements and motorists driving under the influence of alcohol.

Nine accidents occurred at the intersection of River Park Drive and 34th Street of which three were rear-end and three right-angle. Two sideswipes, and one left-turning collision were reported. Over half of the accidents were caused from motorists disregarding the traffic light, vehicles failing to give the right-of-way at the intersection and improper vehicular-turning movements.

Through this analysis, it seems evident 34th Street is the predominant roadway with frequent accidents. Thirty-fourth Street is a major through-route providing indirect access to Interstate 264. Accordingly, a constant mix of cars, buses, and trucks combine with pedestrians. These factors taken together make for a high activity street which in turn is likely to increase accidents.

b. Public Transportation

Existing bus transportation coverage in Shawnee appears to be adequate. However, residences located within Interstate 264, 41st, Bank and Market Streets are not as close to public transportation facilities as residents in other locations of the neighborhood. Some residences are located farther than one-half mile from a bus line. According to TARC, an acceptable walking distance to a bus stop is three to four blocks or approximately $\frac{1}{4}$ of a mile, although a one to two block walking distance is most desirable.

Existing bus service is also adequate. From the five routes available in Shawnee, mobility to the east, west, north and south sides of Louisville is fairly good. Generally, inner-city neighborhoods such as Shawnee have better transit service as compared to other areas in the City and County. Many of the routes serving the neighborhood have been in existence for many years and are unlikely to be discontinued.

The Broadway line (23) provides the best service on any given day, particularly during the off-peak and weekend hours. The Broadway (23) and Market Street (15) lines served the greatest amount of passengers. The Broadway route captured 17 percent of TARC's entire route system use; Market Street totaled about six percent. All routes serving Shawnee captured 33.5 percent of TARC's total route system use. In addition, the Broadway and Market Street lines served more passengers per trip than any other line serving Shawnee. During peak and lunch-hour periods, some over-crowding on these routes can occur.

At times, potential transit users can be discouraged from using bus service due to problems with accessibility, safety and comfort. Generally, reasons for not using public transportation are individual in scope. Apparent problems in Shawnee include:

- 1) Deteriorated and littered sidewalks, particularly along portions of Broadway and Market Street.
- 2) Heavily traveled roadways create hazards when crossing the street on all of Broadway, Market Street and Bank Street near Interstate 264.
- 3) Lack of curb cuts/sidewalk (wheelchair) ramps along Broadway, Market and Bank Streets, Vermont Avenue and 44th, 42nd and 41st Streets.

- 4) Lack of bus shelters in the interior of Shawnee. Transit passengers are exposed to harsh weather conditions. There is only one shelter located on the southwest corner of Broadway and 41st Street.

c. Goods Movement

Currently, there are no constraints to truck movement on streets within the boundaries of Shawnee. Ideally, trucks should only use "arterial" streets for through trucking movement. "Collector" and "local" streets should only be used for loading and unloading goods. Generally, trucks should avoid local and collector streets because they can disrupt the residential portion of the neighborhood. An exception could be made if no arterials were located nearby; however, this is not the case in Shawnee. If trucks strictly used arterials for their transportation purposes, much of the noise, vibration and exhaust emissions from trucks would be kept out of residential areas.

Several local streets in Shawnee (including 36th, 40th and 45th Streets, Cecil and Vermont and Amy Avenues) are used by trucks and pass by predominantly residential areas. Truck-traffic can contribute to the deterioration of residential areas in the following ways: truck traffic carrying heavy loads cause damage to City streets; local streets deteriorate faster from heavy loads because construction standards differ between local and arterial roadways - arterials usually having a sturdier base and surface; and nuisances such as noise, fumes, visual disturbances and vibration. These impacts are generally considered incompatible with residential uses and potential dangers exist in the movement of hazardous or toxic materials.

d. Sidewalks and Pedestrian Safety Facilities

The condition of sidewalks varies throughout the neighborhood. Portions of sidewalks are cracked and buckled due to seasonal temperature changes. Trash is apparent on some sidewalks, particularly along Broadway and Market Street. Weeds and a general lack of sidewalk maintenance occur in some areas. Pedestrian safety facilities (such as painted crosswalks) overall are in fair to good condition throughout the entire neighborhood. There is, however, a severe lack of wheelchair ramps to sidewalks within Shawnee.

At 34th and Market Streets there is significant pedestrian and vehicular activity. Presently, no pedestrian signals are provided. This appears to be a deterrent to pedestrian safety for people crossing the street. Also, sidewalks are not accessible to handicapped persons.

At 38th and Market Streets the painted crosswalks are deteriorating. At 41st and Market Streets the painted crosswalks are deteriorating and sidewalks are not accessible to wheelchairs. These areas have considerable pedestrian activity.

No amenities are provided at the Interstate 264 exit onto Bank Street such as sidewalks accessible to wheelchairs and pedestrian signals, although deteriorated crosswalk-markings exist. The automobile predominates and it appears pedestrian safety has been overlooked.

At 34th Street and Vermont Avenue painted crosswalks and pedestrian sign indicators are lacking. These limitations do not seem to be serious enough to warrant immediate attention. In addition, the areas at 38th and Cecil Streets at Broadway are in need of minor improvement of safety facilities for the pedestrian. Both areas have significant pedestrian traffic.

e. Bikeway Facilities

Bike routes in Shawnee appear to be satisfactory at present. Neighborhood routes link up with other bikeways throughout Louisville, making a number of neighborhood activity centers accessible by the bicycle. However, an east-west bikeway is lacking in the north-central portion of the neighborhood.

Direct links to Shawnee Park are provided by the North and South Western Parkway and Vermont Avenue bike routes. The 38th Street bike route provides a connection to Bank Street and the northern portion of North Western Parkway. The 38th Street bike route also links up with the bikeway on Greenwood Avenue further south; from here eastbound travel to the California neighborhood and central Louisville is possible.

Aside from generally satisfactory linkages with other bike routes in Louisville, design features including signing, drainage grates and illumination are also adequate at the present time.

f. Parking Availability

The availability of parking in Shawnee generally appears to be satisfactory. Inadequate parking facilities seem to exist along some portions of Broadway and Market Street. On these two streets many commercial, housing and community facility uses exist. These uses demand varying amounts of parking for the loading/unloading of goods and for customer, employee and resident parking. Refer to the "Commercial Redevelopment Plan" in the Economic Development Section.

The lack of off-street parking hinders deliveries, contributes to traffic congestion due to double-parking and reduces the desirability of shopping along a retail corridor. Those areas depending entirely on on-street parking space can experience problems with traffic disruption and competition for parking space. Overall, parking problems may be a significant detriment to future development particularly in the business areas along Broadway and Market Street.

g. Traffic Noise

Automobile and truck traffic noise on residential streets can often be annoying to people living on the streets. This is especially true in the summer when windows are open for fresh and cooler air circulation. Most houses in the Shawnee neighborhood, and in many portions of the City, were built before the automobile was the dominating element that it is today. Houses on many streets, including the City's parkway system, were not situated on lots or oriented for the present traffic volumes and noise levels. In addition, shallow lots on heavily traveled streets do not allow sufficient setback room for the house to be separated from the street.

Some streets in Shawnee have automobile traffic volumes and speeds that are not particularly conducive to a quiet, residential atmosphere. These streets have automobile noise problems but may be no better or no worse than many other areas in the City and County. However, automobile and truck traffic as well as high lighting levels, pedestrian activity, commercial uses and other factors contribute to an urbanized environment that is often not very quiet or peaceful.

Streets in the Shawnee neighborhood that have higher levels of traffic include South and North Western Parkway, River Park Drive, Muhammad Ali Boulevard, Broadway and 34th, 41st, Market and Bank Streets.

In addition, noise levels from Interstate 264 on the eastern border of the neighborhood can be extremely annoying. Environmental noise standards indicate that houses along and near the

Interstate are often subjected to levels of noise that should not be tolerated for long periods of time. Areas along the Interstate are therefore not a particularly good location for houses, according to standards. Air pollution is also much worse nearer the Interstate.

4. ISSUES AND PROBLEMS

The following are some issues and problems that have been identified in the existing conditions subsection. They are not intended to be a final list of issues and problems in Shawnee, but to be a starting point for further additions and analysis.

a. Roadways:

- (1) Residents living close to Interstate 264 are adversely affected by loud noise and increased air pollution.
- (2) There are frequent accidents at the intersections of 34th Street and Vermont Avenue, Market and 38th Streets, River Park Drive and 34th Street, and in Shawnee Park.

b. Public Transportation:

- (1) There is a lack of bus shelters in the interior portions of Shawnee.
- (2) Existing para-transit services are not equivalent to TARC's regular bus transportation services.
- (3) Residents within Interstate 264, 41st, Bank and Market Streets are not as close to public transportation facilities as residents in other locations of Shawnee.

c. Goods Movement:

- (1) Significant truck-traffic volumes exist at the intersection of 40th Street and Vermont Avenue.
- (2) Trucks can be found on the following local streets; 36th, 40th, and 45th Streets and Cecil and Amy Avenues.

d. Sidewalks and Pedestrian Amenities:

- (1) Some sidewalks in the neighborhood are deteriorated and littered, particularly around Broadway and Market Street.
- (2) There is a lack of wheelchair ramps to sidewalks throughout the neighborhood and particularly along TARC routes.
- (3) Pedestrian amenities such as pedestrian signals and painted crosswalk-markings are needed in several areas of Shawnee where pedestrian traffic is high.

e. Bicycle:

- (1) The bicycle route along the eastern portion of Vermont Avenue may be hazardous.
- (2) An east-west bicycle route may be desirable in the northcentral portion of the neighborhood.

f. Parking:

- (1) Parking and truck loading areas appear to be inadequate along Broadway and Market Street.

g. Environment:

- (1) Air pollution and a noise problems exist along the heavily traveled streets in the Shawnee neighborhood.

5. GOVERNMENT AND NON-GOVERNMENT ACTIONS

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

a. Roadways and Parking:

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

The major highway project which most greatly affected the character of Shawnee was the construction of Interstate 264. Construction of the western most portion of the expressway, serving Shawnee, began in 1966 and was completed by 1975. The Shawnee Parkway appears to have reduced traffic volumes on major north-south corridors such as 34th Street. However, traffic volumes more than likely have increased on some neighborhood streets which provide access to the Interstate.

The Kentucky Department of Transportation (DOT) has plans to widen the Watterson Expressway to six lanes between Dixie Highway and Crittenden Drive, and to eight lanes between Crittenden Drive and Shelbyville Road. The goal of this project is to improve the overall traffic flow between Dixie Highway and Shelbyville Road. Traffic flow in the Shawnee area may slightly improve with the DOT's future expressway improvement plans.

The financial inability of the City of Louisville to pursue major road improvements over the past decade has hampered major improvements to the City's street network for the relief of heavy traffic and improved accessibility. Such improvements are necessary to support economic revitalization efforts. In particular, the City has not effectively utilized Federal Aid Highway Funds earmarked for expenditure in Louisville. Unable to program the expenditure of such federal monies and to provide the local match required, the City of Louisville has lent three million dollars to the County to prevent the funding allocation from lapsing.

Facilitating traffic flow to and through Shawnee is the responsibility of Louisville's Public Works Department.

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

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

Currently, the Public Works Department is installing wheelchair ramps along TARC's accessible routes. In Shawnee, the only accessible route is the Broadway line. Construction of the wheelchair ramps should near completion by the Summer of 1982.

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

b. Public Transportation:

Public transportation in Shawnee is provided primarily by the Transit Authority of River City (TARC). This transit service depends heavily on federal funds, provided by the Urban Mass Transportation Administration (UMTA) under Sections 3 and 5 of the Surface Transportation Act of 1978, to subsidize operating costs and capital expenditures. TARC services are also subsidized by the Local Mass Transit Fund derived from the 0.2 percent occupational tax paid by persons employed in Jefferson County. Subsidization of public transit for the elderly and handicapped has been provided primarily by UMTA Section 16 (b) (2) funds which can be used to finance 50% of the operating and 80% of the capital expenditures.

When UMTA Regulations implemented Section 504 of the 1973 Rehabilitation Act, discrimination against handicapped individuals was forbidden. Public transportation agencies, as well as other public agencies, were made to comply with the new ruling. Section 504's main thrust was "no handicapped person shall be denied the benefit of any program receiving federal assistance." Thus, TARC was required to provide equal service to handicapped patrons by making buses themselves accessible (i.e. wheelchair lift-equipped). The ultimate goal was to have, by 1991, one-half of TARC's fleet of rush hour buses equipped with wheel chair lifts. Thus, the TARC system could be used by any individual, regardless of their mobility status.

During the ten-year period, until 1991, TARC was required to provide interim accessible service. TARC, as well as other nationwide transit agencies, put into effect a para-transit

system--special transportation services. During this time, there was a growing unrest in making the regular bus fleet accessible due to the financial aspect and low ridership. Thus, the American Public Transit Association fought the 504 ruling.

The 504 ruling was repealed in 1981 and was replaced by an interim rule that transit agencies make some "special efforts" to provide transportation that handicapped people can use.

The primary source of funding for the WHEELS Program is the United Way campaign through the portion allocated to the American Red Cross. Some special federal funds (UMTA Section 13 B (2)) are available to transportation providers to the elderly and are a possible source of funding for the WHEELS Program. The WHEELS Program is investigating the possibility of using UMTA Section 18 funds, which are available to transportation providers who serve rural communities.

c. Goods Movement:

Truck traffic can be limited on streets in some areas by local government, but this is not the case throughout Shawnee. Truck traffic flows unrestricted allowing trucking-dependent commerce to locate near highly accessible transportation routes. Some streets in Louisville have truck traffic restrictions. Vehicles with extremely heavy loads or those which carry dangerous materials are not allowed to travel on portions of some roads. These restrictions are generally confined to the downtown area.

d. Pedestrian Facilities:

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

e. Bikeways:

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

f. Environment:

State government has been compelled by the federal government to initiate a vehicle pollution control program in Jefferson County. Jefferson County is presently developing an Inspection/Maintenance Program that proposes mandatory emissions tests on automobiles and trucks. This program is tentatively scheduled to begin in January 1983. When implemented this program could serve to ease vehicular pollution problems for residents in Shawnee and elsewhere in Jefferson County.

B. PROJECTION OF EXISTING CONDITIONS - NULL ALTERNATIVE

The transportation system serving Shawnee is managed by several decision-makers and affected by various programs. This segment of the plan attempts to project the future of Shawnee's transportation network, assuming no remedial actions are applied to existing problems and no changes in government/non-government actions occur.

1. FUTURE CONSEQUENCES

a. Streets and Parking:

The drop in population and jobs in Central Louisville appears to have reduced traffic volumes in and around Shawnee. If current trends continue, improved traffic conditions and reduced traffic volumes in the neighborhood may also continue.

It is probable Shawnee will continue to have periods of heavy traffic on some of its streets during rush-hours. If future neighborhood economic development occurs, traffic may increase on some streets. However, it is probable the traffic increases generated by future developments will not be substantial enough to cause severe traffic related nuisances.

Heavy traffic on Broadway, and on portions of Market and 34th Streets will continue due to their proximity to Central Louisville, other regional transportation routes and activity centers. The intersections of Broadway and Market Street and particularly River Park Drive at 34th Street will continue to have periods of heavy traffic. Bank Street and Muhammad Ali Boulevard in the vicinity of Shawnee Parkway will also continue to have steady levels of traffic.

The street resurfacing program will continue in the City of Louisville. However, the shrinking gasoline and revenue tax base of the City may point to a reduction of maintenance services to City streets in the future.

b. Goods movement:

If no changes are made to Shawnee's street system, truck traffic will continue to penetrate portions of some residential areas. Trucks passing through the residential core area, particularly along local streets such as 34th, 41th, and 45th Streets and Cecil and Amy Avenues, will contribute to a reduction in residential viability. Trucks will continue to deteriorate those streets they use most frequently.

c. Public transportation:

The public transportation needs of the elderly and handicapped may remain at their current levels or be reduced. The current trend in the reduction of social services funding indicates that a significant expansion of transportation service is unlikely. Since the 504 regulations have been relaxed, an effort to make regular coaches accessible to the handicapped has been severely reduced. The para-transit system will continue to provide services unequal to the services rendered by regular public transportation.

d. Bikeway facilities:

As more bicycles share the road with motorists, increased conflicts between the two transportation modes can be expected. The bicycle route along Vermont Avenue may be hazardous, especially along the eastern portion, because it is traveled by cars and trucks. Because funds are not currently available, the expansion of the bikeway system seems unlikely.

e. Sidewalks:

The need for an adequate sidewalk system will persist should neighborhood commercial facilities expand or develop in the future, especially if these facilities are located within walking distance of the residential core area or bus stops. Overall, sidewalks will continue to deteriorate in some areas of neighborhood and new sidewalk construction is not expected to keep up with deterioration.

f. Environment:

Noise in Shawnee stems from several sources. Vehicular traffic, particularly near I-264, emergency vehicle sirens and other street activities are the most widespread sources of noise pollution for neighborhood area residents. Noise pollution in Shawnee will continue at the same level and could increase if any significant industrial/commercial development occurs.

Data released by the Jefferson County Air Pollution Control District (1980) stated that the levels of carbon monoxide, sulfur dioxide and hydrocarbons have dropped nearly 10%, 29% and 18% (respectively) since 1976. Levels of nitrogen oxide, which is generated predominately from utility companies and motor vehicles, have stayed about the same. Particulates levels, stemming from motor vehicles, utility and industrial companies, are up nearly 8% since 1976. Transportation related air pollution will probably continue to increase, particularly if a vehicle inspection/maintenance program for air quality is not implemented.

2. CONCLUSION

Under the null alternative (do nothing or non-intervention in present trends), the transportation network and the entire neighborhood would experience both beneficial and negative impacts. Beneficial impacts include a continuation of reliable fixed public transportation service and a street system that adequately handles traffic volumes in most areas. Although minor, negative impacts would include a continuation of traffic nuisances for residential uses, temporary congestion problems at some intersections, and an ongoing minor disincentive for residential and economic revitalization. These conflicts argue for making some improvements to the neighborhood's transportation network.

TABLE II-1 AVERAGE DAILY TRAFFIC: SHAWNEE

<u>0-3,000 Vehicles Per Day</u>	<u>3,000 - 5,300</u>	<u>5,300 - 8,500</u>	<u>8,500 - 15,000+</u>		
Northwestern Parkway west of Bank Street (1,631)	34th Street north of Market Street (3,234)	34th Street south of Broadway (5,999)	Market Street east of 34th Street <u>Eastbound</u> 4,234	<u>Westbound</u> 4,382	<u>Total</u> 8,616
Market Street east of Northwestern Parkway (1,699)	Northwestern Parkway south of Market Street (3,995)	Muhammad Ali Boulevard east of 34th Street (6,086)	Market Street west of 34th Street <u>Eastbound</u> 4,624	<u>Westbound</u> 4,111	<u>Total</u> 8,735
Bank Street east of Northwestern Parkway (1,892)	River Park Drive west of 36th Street (4,186)	34th Street north of Vermont Avenue (6,668)	Broadway west of 41st Street <u>Eastbound</u> 4,618	<u>Westbound</u> 4,544	<u>Total</u> 9,162
Northwestern Parkway east of 42nd Street (2,075)	Broadway east of Southwestern Parkway (4,705)	34th Street north of Broadway (6,854)	Market Street west of 36th Street (10,822)		
Southwestern Parkway north of Broadway (2,637)	Southwestern Parkway south of Broadway (4,717)	Market Street west of Cecil Avenue (6,859)	Broadway west of 34th Street <u>Eastbound</u> 7,515	<u>Westbound</u> 7,812	<u>Total</u> 15,327
River Park Drive west of 41st Street (2,825)	Muhammad Ali Boulevard west of 36th Street (5,044)	34th Street north of Muhammad Ali Boulevard (7,776)	Watterson Expressway between Bank Street and Muhammad Ali Boulevard <u>Eastbound</u> 15,517	<u>Westbound</u> 15,966	<u>Total</u> 31,483
	River Park Drive west of 39th Street (5,224)	River Park Drive east of 34th Street (8,427)			

Source: Kentuckiana Regional Planning and Development Agency Traffic County Print-out.

C. RECOMMENDATIONS

Generally, the transportation system serving Shawnee appears to be adequate at the present time. There are however, some problems within the transportation system deserving further inquiry. Because the transportation problems in Shawnee were minor in nature, it was not necessary to generate alternative solutions.

The Recommended Future Transportation Plan for Shawnee presents recommendations for the future management and improvement of the neighborhood's transportation system. The recommended plan is consistent with the Comprehensive Plan and the City's Community Development Strategies. It is an application of these community-wide documents to Shawnee to address specific problems identified by the Shawnee Planning Committee and Planning Commission staff. The Recommended Future Transportation Plan consists of general "recommendations" (termed general guidelines in other neighborhood plans) in this subsection. These recommendations are further described by "implementation techniques" for each in the next subsection (Implementation of Recommendations). Moreover, the "Functional Street Classification and Traffic Flow" map (Figure II-1) and "Transportation Recommendations" map (Figure II-5) reflect the facility specific recommendations of the Recommended Future Transportation Plan.

Once the recommended plan is approved by the Board of Aldermen, it will be used in several ways. The transportation plan will be considered during development of annual budgets for both general revenue and Community Development Block Grant funds. Proposed City-wide programs and other plans affecting Shawnee will be reviewed for their relationship to the plan. The plan's recommendations also may be included in the Metropolitan Transportation Improvement Program and the State's five-year Capital Improvement Program for highways.

Listed below are recommendations that address transportation problems common to the neighborhood. Recommendations were derived from data based on existing conditions and projections.

GENERAL RECOMMENDATIONS

(1) Recommendation: Develop transportation facilities in conformance with land-use policies.

Any transportation improvements or new system-management practices must be related to certain traffic conditions such as traffic volumes, speed, street width, etc. The application of traffic control devices such as signs and lights should meet five basic requirements: 1) fulfill a need, 2) command attention, 3) convey a clear meaning, 4) command respect of road users, and 5) give adequate time for proper response. These requirements can be accomplished through appropriate planning and design, engineering, placement, operation and uniformity in applying traffic control devices throughout the system.

(2) Recommendation: Provide for the proper maintenance of the transportation system in order to optimize its use and safety.

This recommendation seeks to institute a regular program of inspection and maintenance by the Public Works Department and the Kentucky Department of Transportation. If the transportation system is regularly inspected, repairs most likely would not be costly or major in scope.

(3) Recommendation: Minimize traffic accidents between vehicles and between vehicles and pedestrians.

In Shawnee, 34th Street and Vermont Avenue, 34th Street and River Park Drive, 38th and Market Streets and Shawnee Park have

been identified as being frequent accident locations. Since the four locations have different types of collisions, techniques to reduce the predominant accident type will vary. It must be stressed that sufficient traffic data for proper accident analysis must be secured in order to apply any accident reduction techniques.

(4) Recommendation: Insure the development of safe neighborhood streets.

Overall, the streets in Shawnee operate effectively and could be considered safe. There are, however, some problems in the existing transportation network which may hamper the safety of some of Shawnee's streets. In order to promote safety, traffic flows on 34th Street and Shawnee Terrace and a general inspection of the street lighting should be further studied.

(5) Recommendation: Institute a cooperative program of alley maintenance and repair between property owners and the City of Louisville.

Many of Shawnee's alleys are in need of repair (e.g. Curry Court) due to poor drainage. This recommended approach recognizes the primary responsibility of the property owner. Alleys requiring immediate repair would be referred to the Public Works Department.

(6) Recommendation: Provide information to neighborhood residents of available public transportation services, particularly services for the elderly and handicapped.

This recommendation recognizes a need to provide information on public transportation availability and use to residents of Shawnee. A program (called the Mobility Curriculum Program) is available through TARC to teach individuals how to use all aspects of Louisville's public transportation system.

(7) Recommendation: Encourage TARC to investigate the need for bus shelters throughout the interior of Shawnee.

This recommendation calls particular attention to the vicinity of 41st Street and Vermont Avenue and 44th and Market Streets. Although TARC will investigate the need for transit shelters at the proposed sites, the demand for such amenities must be justified. If the placement of TARC shelters in these areas is not possible, benches may be desirable. Benches are a low-cost amenity and would make transit use more convenient, particularly for elderly patrons.

It should be noted that the standard TARC shelter which includes advertising is not permitted on State-maintained roads or in residentially zoned areas. State maintained roads in Shawnee are North Western Parkway from 33rd to 39th Streets and 37th Street from North Western Parkway to Bank Street.

(8) Recommendation: Paint or repaint pedestrian crosswalk lines at critical locations in the neighborhood.

Crosswalk lines are an important element in pedestrian safety because they guide the pedestrian in the proper path. They also serve to warn motorists of a pedestrian crossing point.

(9) Recommendation: Study the need to place pedestrian signals (walk-don't walk) at busy intersections.

Pedestrian signals are another safety aid. These signals are generally installed where pedestrian movement is significant. The intersections of 34th and Market Streets and 34th Street and Muhammad Ali Boulevard may need special attention. A signal to be actuated by the pedestrian may be appropriate if pedestrian movement is significant only at certain times of the day.

(10) Recommendation: Continue the policy of requiring wheel-chair ramps as part of any sidewalk reconstruction project.

This recommendation recognizes a gradual transition in making the neighborhood more accessible to the handicapped. Where sidewalks cross busy streets, the texture of the pavement surface could change near the curb to alert the blind.

(11) Recommendation: Provide an appropriate amount of on/off street parking and loading facilities where deficiencies exist.

Certain areas of Broadway, 34th and Market Streets may need to be closely studied. By conducting an inventory of the amount of on-street and off-street parking, the following characteristics could be identified:

- a) parking and loading facility locations,
- b) parking and loading restrictions, and
- c) conflicts between moving vehicles and loading activities.

(12) Recommendation: Investigate the designation of an east-west bicycle route.

Presently, there is a lack of a continuous east-west bicycle route in northcentral Shawnee. By providing an east-west continuous link, expedient travel to the central and eastern portions of Louisville could be accomplished.

(13) Recommendation: Investigate ways of reducing environment nuisances caused by motor vehicles.

Although the motor vehicle is a convenient and accessible mode of transportation, certain adverse environmental impacts occur when motor vehicles concentrate in small areas. The most prevalent and the hardest to control are air and noise pollution.

D. IMPLEMENTATION OF RECOMMENDATIONS

The Recommendations portions of the plan presented "recommendations" and gave a brief overview of the scope and issue. In this section, details for implementation of each recommendation are addressed in depth. The strengths and weaknesses are discussed. Specific "implementation techniques" as well as potential participants and appropriate funding sources are explored. Refer to Figure II-5 for transportation recommendations.

(1) Recommendation: Develop transportation facilities in conformance with land-use policies.

This recommendation seeks to avoid roadway improvement projects and transportation system-management practices that would jeopardize the residential nature of the Shawnee neighborhood. The uniform application of regulatory and information devices and transportation system-management practices generally insures the safe use and design of the transportation network.

Implementation of this recommendation could be accomplished by:

- a) coordinating policies between various agencies.
- b) applying sound planning and engineering principles when designing transportation improvements.
- c) consulting on a frequent basis the Manual on Uniform Traffic Control Devices for sound transportation standards.
- d) comparing any proposed transportation improvements against the Zoning Regulations and Comprehensive Plan.
- e) applying this recommendation to all transportation facilities and policies affecting Shawnee.
- f) investigating the proper designation of truck routes through and around the neighborhood.

Participants: The agency which would be involved in implementing this recommendation would be the City Public Works Department. On State-maintained roads, the responsibility would be with the Kentucky Department of Transportation.

Each of these participants should coordinate proposed transportation improvements and system-management policies with land-use policies so that space would be used more effectively. In addition, when implementing transportation improvements, consideration must be given to the pattern of underground utilities, surrounding properties and existing traffic flows. Finally, without the uniform application of regulatory and information devices, the transportation system becomes hazardous and may prove to be a liability to surrounding land uses.

Resources: The most significant resources for the implementation of this recommendation are agencies, including the Planning Commission, Air Pollution Control Board, utility companies and the Public Works Department to provide information that would prevent transportation projects that could be inappropriate in Shawnee.

Implementation: A barrier to implementation would be getting the various agencies to closely coordinate policies and proposed improvements affecting the transportation system. In some cases, transportation improvements and system-management practices may not be able to adhere to existing land-use policies. Safety may in some cases take precedence over policy.

(2) Recommendation: Provide for the proper maintenance of the transportation system in order to optimize its use and safety.

By continuing to maintain streets within the Shawnee neighborhood, optimum use of the system should be continued. If agencies responsible for street repair are made aware of poor existing conditions on a more frequent basis, costly or major

improvements could be avoided. Presently, some streets in Shawnee have potholes and deteriorated pavement markings.

Implementation of this recommendation could be accomplished by:

- a) including all neighborhood streets in the City street maintenance program.
- b) encouraging neighborhood residents to more frequently inform the Public Works Department and the Kentucky Department of Transportation (where applicable) of streets in need of immediate repair.
- c) encouraging the general maintenance of the street system by neighborhood residents, such as trash pick-up.

Participants: The agencies involved in implementing this recommendation include the City Public Works Department and the Kentucky Department of Transportation. Kentucky Department of Transportation is responsible only for maintenance of State streets. The City Public Works Department is responsible for maintenance of all other roads.

By including Shawnee's streets in the City-wide road maintenance program, continued maintenance would be provided. The program provides an equitable means to resurface and repair roads within the Shawnee neighborhood and areas City-wide. Due to budget cuts and shrinking gasoline tax revenues, only a certain number of roads can be paved each fiscal year. Thus, many of the roads in the Shawnee neighborhood may not be resurfaced or repaired for an indefinite period of time. Roads posing hazards to the health, safety and welfare of the community take first priority.

Resources: The most important resource for the implementation of this recommendation is the area resident's awareness of maintenance problems. Shawnee residents should be responsible for making the appropriate officials aware of deteriorating or unsafe conditions affecting neighborhood transportation facilities. Funding for transportation maintenance is also an important resource. Available funding sources include general revenue funds, State highway funds (Municipal Aid Program) and in some cases Community Development funds for eligible projects.

Implementation: As mentioned, a decreasing amount of funds is available for the maintenance of deteriorating roads that are growing in number. Thus, roads in the Shawnee neighborhood might not receive high priority. This present City street maintenance program has, however, been found to be an equitable way of prioritizing maintenance projects.

(3) Recommendation: Minimize accidents between vehicles and between vehicles and pedestrians.

This recommendation mainly seeks to reduce the frequency of accidents occurring at four locations within the neighborhood. These locations are 34th Street and Vermont Avenue, 34th Street and River Park Drive, 38th and Market Streets, and in Shawnee Park.

Implementation of this recommendation could be accomplished by:

- a) investigating and removing any obstruction that adversely affects clear sight-distance and traffic-control device (sign, signal, etc.) visibility.
- b) studying the need to adjust traffic signals where applicable.
- c) verifying adequate day and night visibility of traffic lights at the appropriate stopping and braking distance.
- d) upgrading signage and pavement markings to inform motorists of proper lane use.
- e) using reflective paint and/or delineators on obstacles.

- f) studying the need to channelize specific areas within the intersections.

Participants: The predominant participant in the implementation of this recommendation would be the Public Works Department. The Public Works Department would be responsible for the design of particular accident reduction techniques.

The Public Works Department would also be responsible for implementation of the designs. One of the best ways to preserve life and property is to develop a well-designed, controlled and maintained transportation system. Despite the complexities of human error such as failing to give the right-of-way, driving while intoxicated or not watching the road ahead in causing accidents, studies indicate accidents can be significantly reduced by designing or improving roadways appropriately. The application of appropriate engineering techniques to high accident-locations makes it less possible for users to become involved in accidents. However, a basic understanding of the many factors which contribute to accidents is necessary before effective measures can be applied to alleviate the frequent occurrence of accidents.

Resources: There are few resources other than funding required for the implementation of this recommendation. Sources of available funding include general revenue monies, State Municipal Aid Program funds, Hazard Elimination funds and Federal-Aid Highway Urban System funds. Another resource might be resident input. By soliciting resident input prior to a project, pedestrian conflicts can sometimes be avoided.

Implementation: There are few barriers to the implementation of this recommendation. The major barrier appears to be finding appropriate funding for projects of this type. As with many projects, public funding for this type of project has diminished in recent years. Public safety projects such as these should be of higher priority because of their serious nature.

(4) Recommendation: Insure the development of safe neighborhood streets.

The safe use of neighborhood streets is vital to the preservation of the single-family qualities of the Shawnee neighborhood. This seeks to insure that the welfare, health and safety of individuals using the transportations system in the Shawnee neighborhood are protected.

Implementation of this recommendation could be accomplished by:

- a) examining the traffic flows and patterns of questionable areas in order to discern dangerous situations.
- b) upgrading street lighting on streets which have significant volumes of pedestrians and motor vehicles.
- c) studying the need for improved signaling and signing of all streets in the Shawnee neighborhood.

Participants: The primary participant in the implementation of this recommendation would be the City Public Works Department. The Department would be responsible for performing or overseeing all traffic studies. They would also be responsible for making recommendations dealing with the solution to problems found. The Board of Aldermen might also be a participant in that they might encourage certain studies to be made and provide funding for their completion. Problem traffic locations in the neighborhood include Shawnee Terrace, the Broadway and 41st Street intersection, and the Muhammad Ali Boulevard/-Vermont Avenue area. These locations should perhaps receive special consideration.

Resources: There are few resources available or necessary for the implementation of this recommendation. The funding required for the studies recommended would not be a tremendous burden. Sources of funding include State Municipal Aid Program funds, Federal-Aid Highway Urban System funds, and general revenue monies. Private contractors could be used as another resource to complete some of the studies. Residents might also be involved by providing input as to their interests and concerns.

Implementation: There are relatively few barriers to the implementation of this recommendation. The only barrier would appear to be finding appropriate funding in sufficient quantity to perform the studies. The effectiveness of this recommendation would also be diminished if the traffic studies were completed and for some reason their recommendations could not be implemented. The ultimate goal remains safe neighborhood streets.

(5) Recommendation: Institute a cooperative program of alley maintenance and repair between property owners and the City of Louisville.

Many of the alleys in the Shawnee neighborhood are in poor condition and have trash and weeds. In order that the alleys be made more attractive and useful, this plan recommends that they be maintained and repaired by residents and City officials jointly.

Implementation of this recommendation can be accomplished by:

- a) the establishment of a maintenance coordination committee of the Shawnee Task Force.
- b) encouraging residents to maintain alleys adjacent to their property.
- c) encouraging City officials to improve alleys that are well-maintained and highly used.

Participants: The participants in the implementation of this recommendation would be area residents and the City Public Works Department. Neighborhood residents would most likely be responsible for the more routine maintenance. The City Public Works Department would be responsible for more serious maintenance problems and the repair of alleys surfaces.

Resources: There are various resources that could be used for the implementation of this recommendation. The Shawnee Task Force could be the medium through which a cooperative agreement with the Works Department could be made. In addition, the neighborhood association could encourage residents through peer pressure to maintain the alleys adjacent to their property. No special funding would be needed to implement this recommendation.

Implementation: The only barrier to the implementation of this recommendation appears to be the willingness of residents to participate. Weak participation will doom the effort to implement this recommendation. The effective implementation of this recommendation would involve substantial participation on the part of area residents and good communication and cooperation between the Works Department and residents.

(6) Recommendation: Provide information to neighborhood residents on available public transportation services, particularly services for the elderly and handicapped.

There seems to be adequate transportation facilities for the elderly and handicapped in the Shawnee neighborhood and surrounding areas. Therefore, it is necessary to inform residents of these services and to educate them on the advantages of mobility. Without the knowledge and information of all aspects of Louisville's public transportation system, the handicapped or elderly individual's ability to take advantage of the opportunities offered by the community is impaired.

Implementation of this recommendation could be accomplished by:

- a) making use of the Mobility Curriculum Program from KIPDA.
- b) providing public service announcements and promotional advertising campaigns about public transportation services offered.
- c) providing the elderly and handicapped with an awareness of van/car pooling and ridesharing activities in the Metropolitan area.

Participants: The participants necessary to accomplish implementation of this recommendation include KIPDA, TARC, the American Red Cross and local government. KIPDA (the Kentuckiana Regional Planning and Development Agency) could participate through its Mobility Curriculum Program. This free education and information service concerns all facets of Louisville's public transportation system. The program would consist of an instructor, learning modules and film strips. This program could be utilized at nursing homes and other places where there would be a concentration of elderly and handicapped. The Transit Authority of River City could provide information at the same location on services that it specifically offers. The same is possible of the American Red Cross and its WHEELS program. This entire effort would perhaps be best coordinated through local government or one of the participating agencies.

Resources: One of the most important resources for the implementation of this recommendation would be local mass media. The most efficient way to reach a large number of people or target a message towards a special population is mass media. Local mass media might be willing to advertise services or programs aimed at the elderly or handicapped due to the public service nature of the efforts. No special funding would be needed if public service advertisements were used. There are many other public service organizations that might become resources in the implementation of this recommendation.

Implementation: Once an effort is organized there would be few barriers to the implementation of this recommendation. However, if the handicapped and elderly choose not to reach out for the information already provided, their participation in social and economic functions would be limited.

(7) Recommendation: Encourage TARC to investigate the need for bus shelters throughout the interior of Shawnee.

Presently, only one bus shelter exists on the edge of the neighborhood on Broadway. Transit users in the Shawnee neighborhood are sometimes exposed to harsh weather conditions while waiting for buses. The plan recommends that the entire neighborhood be surveyed for suitable sites for transit shelters.

Implementation of this recommendation could be accomplished by:

- a) studying TARC ridership in the Shawnee neighborhood to determine locations where there are concentrations of riders waiting.
- b) canvassing riders from the Shawnee neighborhood to determine the location and length of their wait for a bus.

Participants: There are few participants in the implementation of this recommendation. The primary participant in accomplishing the study to determine the need for bus shelters is TARC. The Public Works Department would also examine the proposed sites for sight distance specifications. Upon preliminary investigation, the staff of the Planning Commission identified the 41st Street/Vermont Avenue and 44th Street/Market Street areas as possible sites for considering shelters.

Resources: There are few specific resources for implementation of this recommendation. TARC has made money for constructing shelters by selling advertising space on them. However, recent legislation states the TARC shelters which include advertising are not permitted on State-maintained roads or in residentially zoned areas. Thus, it is possible that TARC shelters may not be appropriate in the areas proposed. If TARC finds that they are not allowed to place shelters with advertising in these areas due to zoning stipulations, TARC could provide advertising free shelters as long as the specific site requirements are met. The cost to TARC would be \$2,000 and no revenue would be generated to offset it. In this case some type of special funding might be needed. Possible sources of this funding include private funds, a grant from industry, federal Community Development Block Grant funds, if eligible, or general revenue money.

Implementation: Implementation could be easy or complicated. Installation of bus shelters in areas with great ridership and where advertising is permitted would appear to be rather simple. This can not be said of areas with lower ridership or where advertising on bus shelters would be limited. Funding for bus shelters without advertising is uncertain at best.

(8) Recommendation: Paint or repaint pedestrian crosswalk lines at critical locations in the neighborhood.

Several crosswalks in the Shawnee neighborhood have deteriorated markings and need to be repainted. One intersection in the area lacks crosswalk lines. The purpose of crosswalk markings is to enhance pedestrian safety. Painted crosswalk lines guide the pedestrian into their proper path and warn the motorist of a pedestrian crossing point. The plan recommends that pedestrian crosswalk lines at critical locations be painted or repainted.

Implementation of this recommendation could be accomplished by:

- a) repainting deteriorated crosswalk lines throughout the neighborhood.
- b) performing an engineering study at locations without crosswalk markings, but appearing to need them, to determine need.

Participants: The primary participants in the implementation of this recommendation would be the City Works Department and where applicable the Kentucky Department of Transportation. Crosswalks on City-maintained streets would be the responsibility of the City Works and Department. Crosswalks on roads maintained by the State Transportation Department would be their responsibility. Sites that would appear to need immediate attention are the 38th Street/Market Street, 41st Street/Market Street, Bank Street/I-264, 38th Street/Broadway, Cecil Avenue/Broadway and the 34th Street/Vermont Avenue areas.

Resources: Again, there appear to be few resources for the implementation of this recommendation. Street crosswalk line painting is currently performed periodically by the City Works Department. The massive repainting or painting as recommended could probably not be accomplished in one year but would have to be phased over several years. Special funding would thus not be needed. Residents in areas with poor crosswalk markings would be an important resource because they could make appropriate officials aware of the poor conditions.

Implementation: Crosswalk markings in many areas of the City need repainting and many areas need new crosswalk lines. This competition would be a determining factor in the effectiveness of implementation efforts in this neighborhood.

(9) Recommendation: Study the need to place pedestrian (walk-don't walk) signals at busy intersections within Shawnee.

Pedestrian signals are a supplement to traffic lights that tell pedestrians when it is safe to cross. Pedestrians are informed through the use of word or symbol-signal mechanisms that are generally mounted at the far end of the crosswalk. Some busier intersections in the neighborhood appear to need such pedestrian safety devices. The plan recommends that busier intersections in the Shawnee neighborhood be investigated to determine their need for pedestrian signals.

Implementation of this recommendation could be accomplished by:

- a) studying busy intersections to determine the need for pedestrian signals.
- b) encouraging neighborhood residents to inform the appropriate officials of safety problems at intersections that might need pedestrian signals.

Participants: The only participant for the implementation of this recommendation is the City Public Works Department. The Works Department would be responsible for determining appropriate locations for the installation of pedestrian signals. The City Works Department would also be responsible for the actual installation of the pedestrian signals. Sites that might deserve particular attention include the 34th Street/Market Street and 34th Street/Muhammad Ali Boulevard intersections.

Resources: There are few resources for the implementation of this recommendation. Residents of the area would be an important resource, however. Residents will in some cases have knowledge of a dangerous condition that is not revealed by a traffic study. Thus, their input would be of great importance. Special funding would probably not be needed to implement this recommendation. Funds needed would probably come from general revenue monies.

Implementation: There are relatively few barriers to the implementation of this recommendation. It might be noted, however, that there are some disadvantages to the use of pedestrian signals. Children sometimes ignore the signals, they confuse some people and they create a false sense of security in others. Pedestrian signals are not meant to reduce pedestrian caution and safety consciousness.

(10) Recommendation: Continue the policy of requiring wheelchair ramps as part of any sidewalk reconstruction project.

Presently, the majority of sidewalks at intersections in Shawnee do not have ramps for the handicapped. This recommendation seeks the installation of curb-cut ramps with any sidewalk reconstruction project. Curb-cut ramps are sloped structures for pedestrians which pass through a curb or build up to the curb from street level.

Implementation of this recommendation could be accomplished by:

- a) encouraging the City Works Department to install wheelchair ramps as part of any sidewalk reconstruction project.
- b) installing curb cuts as part of a neighborhood barrier-free program.

Participants: The only participant in the implementation of this recommendation would be the City Works Department. The Works Department is responsible for the reconstruction and repair of damaged or deteriorated sidewalks. Particular attention to the installation of ramps should be given to all signalized intersections, particularly the 34th Street/Market Street and the 34th Street/Muhammad Ali Boulevard intersections. Special consideration might also be given to intersections with painted crosswalk markings. In addition, where sidewalks cross busy streets, consideration might be given to changing the texture of the pavement surface near the curb to alert the blind.

Resources: There appear to be some resources available to implement this recommendation. Handicapped groups might be able to encourage extensive ramp installation for the handicapped. The Board of Aldermen could make it a policy to install ramps for the handicapped at intersections where the sidewalk is being repaired or replaced. Funding sources include general revenue monies, Community Development funds and Municipal Aid Program funds. In some cases utility companies or private individuals damage sidewalks or wheelchair ramps. These companies or individuals should be financially responsible for the repair of these facilities.

Implementation: The City Public Works Department has recently made a practice of installing wheelchair ramps in areas where they repair or replace sidewalks. This practice and the fact that there are a number of interested parties seems to indicate that there would be few barriers to the implementation of this recommendation. However, the installation of wheelchair ramps can lead to increased bicycle traffic on sidewalks increasing danger for pedestrians.

(11) Recommendations: Provide the appropriate amount of on/off street parking and loading facilities where deficiencies exist.

Presently, certain areas on Broadway and 34th and Market Streets appear to have parking deficiencies. It is recommended that the Public Works Department and the Planning Commission study these deficiencies and make recommendations regarding their elimination.

Implementation of this recommendation could be accomplished by:

- a) completing an inventory of parking spaces to identify the total parking supply in Shawnee.
- b) performing a parking occupancy count to provide accurate information on how extensively on/off-street facilities are being used.
- c) performing a survey of curbside parking restrictions to determine the extent that curbside parking restrictions interfere with the supply of on-street parking.
- d) performing a zoning study to determine the number of parking spaces needed to accommodate parking demands of new private and public development.
- e) estimating future parking to help determine the number of additional parking spaces which may be needed in the future.
- f) investigating a possible switch from parallel to angle parking in some areas.
- g) the elimination of curbside parking restrictions where appropriate.
- h) investigating the institution of self-serve parking lots to help meet the demand in certain areas.

Participants: The most active participants in the implementation of this recommendation would be the agencies performing the studies. Any zoning study and some of the parking studies may be best performed by the Planning Commission. Other studies might best be performed by the City Public Works Department. The Board of Aldermen and City Administration would be responsible for determining which studies were to be performed, who should perform them and how they should be funded.

Resources: There are few resources for the implementation of this recommendation. Residents might again be a valuable resource, however. Residents of the neighborhood might help the Board of Aldermen and City Administration to determine which type of study is needed most and in which areas the studies should be concentrated. Funding for these studies would probably come from general revenue monies. The cost of implementing recommendations of the studies performed should be dealt with in the study.

Implementation: There appears to be little funding currently for the type of studies recommended. After studies are completed, parking problems would be identified along with possible solutions. Further implementation would then be required.

(12) Recommendation: Investigate the designation of an east-west bicycle route.

There is currently not a signed-bikeway route running east-west through the central part of the neighborhood. This plan recommends that additional east-west Class III bikeway route be designated in the neighborhood. A Class III bikeway is a facility that shares the roadway with vehicles and is designated by signs only. A possible route along Duncan Street from North Western Parkway to 35th Street is suggested for consideration.

Implementation of this recommendation could be accomplished by:

- a) encouraging the additional designation of Class III east-west bikeway routes.

Participants: The actual designation of bikeways is the responsibility of various agencies. These agencies include the KIPDA Bicycle Transportation Committee and the City Public Works Department. The KIPDA Bicycle Transportation Committee is responsible for recommending sites for bikeways of all types. The City Public Works Department investigates the recommended routes for problems that would prohibit their designation. The City Works Department also puts up the signs along the routes. Possible routes could perhaps include Elliot Avenue, Del Park Terrace and Duncan Street (which is preferred).

Resources: There are few resources needed or available for the implementation of this recommendation. Residents should be called upon to make comment on any proposed routes. Substantial amounts of funding would not be required to implement this recommendation because no special construction is called for. What funding is required would probably come from general revenue monies. Funding for more extensive bikeway designation through special construction could involve various sources of funding such as an annual bicycle licensing and registration fee, grants from the Federal Highway Administration and the Kentucky Department of Transportation, the use of a small percentage of the state gasoline tax and the incorporation of proposed facilities into the Metropolitan Transportation Improvement Program.

Implementation: Because the implementation of this recommendation would not require substantial funding, there would appear to be few barriers to its implementation. There would probably be a relatively long period of time between the recommendation for designation of a bikeway and its actual designation. This is due to the many bureaucratic steps between the recommendation for designation and the actual placement of bike route signs.

(13) Recommendation: Investigate ways of reducing environmental nuisances caused by motor vehicles.

Air and noise pollution affect human health in a number of ways. Air pollution has been known to irritate eyes and aggravate heart disease, emphysema and other respiratory ailments. Exposure to high levels of noise over prolonged periods of time gradually deteriorates hearing and can cause stress. This plan recommends that ways of reducing these environmental nuisances created by transportation modes and facilities be investigated.

Implementation of this recommendation could be accomplished by:

- a) encouraging the use of TARC and car/van pooling.
- b) adjusting traffic signals accordingly to promote smooth traffic flow.
- c) discouraging further residential development in noise prone areas.
- d) increasing the amount of vegetative and man-made noise barriers along heavily traveled roadways.

Participants: Due to the magnitude of the effort that would be required for the implementation of this recommendation, there would be various participants. Most efforts to reduce air and noise pollution would have to be County-wide in order to be equitable and effective. Thus, City government and the Jefferson County government would probably need to initiate such efforts. Both governments would also be responsible for approving and ordering the implementation of programs to reduce air and noise pollution.

Resources: There are numerous resources that local government could use for the implementation of this recommendation. The Ridesharing Committee of the Louisville Area Chamber of Commerce could be an excellent educational resource. It could be called on to give ridesharing information presentations in the Shawnee neighborhood. The same is true of the Jefferson County Air Pollution Control District. Applicable studies, plans and technical information are available from the Planning Commission, Public Works Department of the City and County and various other local, state and federal governmental agencies. Funding for efforts to reduce air and noise pollution could possibly come from private contributions, Federal-Aid Highway Urban System funds, State Municipal Aid Program funds and other federal and state sources.

Implementation: Implementation of an effective effort to reduce vehicular air and noise pollution would be difficult. Coordinating efforts between agencies, jurisdictions and levels of government seems to be the biggest barrier to the implementation of this recommendation. This problem has hampered efforts in the past. The results of an effective program are, however, highly desirable and justify a continuing effort to reduce noise and air pollution.

E. PRIORITIES FOR IMPLEMENTATION

1. SUMMARY OF PRIORITIES

This segment of the plan examines priorities for the implementation of recommendations. All recommendations are important aspects of the Shawnee Neighborhood Plan. But because of the urgency of implementing certain actions, some parts of the plan should be given immediate attention.

An overall intent of this plan is the preservation and improvement of the Shawnee neighborhood. The recommendations attempt to reach this goal. The transportation recommendations were examined in light of various factors to determine which recommendations achieved certain aspects of the plan. Due to the nature of the transportation recommendations and the adequacy of transportation facilities as they currently exist, there were few transportation recommendations that appeared to be of immediate priority. The examination of recommendations is summarized in the chart below. An "X" indicates that the recommendation seems to satisfy the condition stated.

	Promotes resident self- support	Little funding required	Easy to Implement	Benefits much of the neighbor- hood	Ranked high by the Planning Committee
1. Develop transportation facilities in conformance with land use policies.				X	
2. Provide for the proper maintenance of the transportation system in order to optimize its use and safety.				X	X
3. Minimize traffic accidents between vehicles and between vehicles and pedestrians.				X	
4. Insure the development of safe neighborhood streets	X	X		X	X
5. Institute a cooperative program of alley maintenance and repair between property owners and the City of Louisville.	X	X		X	X
6. Provide information to neighborhood residents of available public transportation services, particularly services for the elderly and handicapped.	X	X	X		X
7. Encourage TARC to investigate the need for bus shelters throughout the interior of Shawnee.		X	X		X
8. Paint or repaint pedestrian crosswalk at critical locations in the neighborhood.		X	X		
9. Study the need to place pedestrian signals (walk-don't walk) at busy intersections.			X		
10. Continue the policy of requiring wheelchair ramps as part of any sidewalk reconstruction project.			X	X	
11. Provide an appropriate amount of on/off-street parking and loading facilities where deficiencies exist.				X	
12. Investigate the designation of an east-west bicycle route.		X	X		
13. Investigate ways of reducing environmental nuisances caused by motor vehicles.				X	

2. IMMEDIATE ACTIONS/COMMUNITY PRESERVATION

Funding for future transportation improvements and programs may not be as plentiful as it is currently. Neighborhoods may need to perform some maintenance and other items in relation to transportation facilities. Therefore, the neighborhood must expend energy in the implementation of projects that will lead towards fostering self-help and producing a self-sustaining organization. Although transportation issues and problems are not as critical as some other items, two transportation recommendations seem to be most appropriate to accomplish this end.

(4) Recommendation: Insure the development of safe neighborhood streets.

The importance of this recommendation is that the entire Shawnee neighborhood would benefit. It suggests that an improvement of the environment, through an increase in safety, would be accomplished. In addition, the implementation of this recommendation would require no funding.

(5) Recommendation: Institute a cooperative program of alley maintenance and repair between property owners and the City of Louisville.

This recommendation would involve area residents and would help to upgrade the appearance of the neighborhood. The establishment of a cooperative alley maintenance program and contact with the appropriate governmental agencies would be the responsibility of a neighborhood association. This should strengthen the neighborhood and reduce the amount of governmental funding required in the neighborhood.

3. SECONDARY ACTIONS

The following two transportation recommendations seem to be higher priority items than other recommendations.

(6) Recommendation: Provide information to neighborhood residents of available public transportation services, particularly services for the elderly and handicapped.

This recommendation has a potential as a resident volunteer effort, perhaps coordinated through a neighborhood association. Information sources and public service announcements currently exist and little funding would be required to implement this recommendation. This effort should be relatively easy to coordinate. However, this recommendation is targeted to a relatively limited population within the neighborhood.

(7) Recommendation: Encourages TARC to investigate the need for bus shelters throughout the interior of Shawnee.

This recommendation receives priority due to resident support expressed by the Shawnee Planning Committee.

4. PRIORITIES OF THE PLANNING COMMITTEE

Planning Committee members were requested to rank the transportation recommendations that they felt were the most important or had the greatest need for implementation. All of the recommendations were considered, however, the Committee was asked to list the top five that were most important to the plan's implementation.

The Shawnee Planning Committee expressed its concern for making and keeping streets in the neighborhood safe. The committee also rated high recommendations that concerned the provision of better information about mass transportation and more TARC shelters. In addition, the committee also expressed their interest about a cooperative alley maintenance program.

The top five priority transportation recommendations of the Shawnee Planning Committee are presented below in order of priority.

(4) Recommendation: Insure the development of safe neighborhood streets.

(6) Recommendation: Provide information to neighborhood residents of public transportation services, particularly services for the elderly and handicapped.

(5) Recommendation: Institute a cooperative program of alley maintenance and repair between property owners and the City of Louisville.

(7) Recommendation: Encourage TARC to investigate the need for bus shelters throughout the interior of Shawnee.

(2) Recommendation: Provide for the proper maintenance of the transportation system in order to optimize its use and safety.

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III. Housing

A. EXISTING CONDITIONS - NEEDS ASSESSMENT

1. SUMMARY

- (a) The Shawnee area currently has about 5,185 residential dwelling units, of which around 4,459 are single-family homes, according to a 1980 Planning Commission survey. There are approximately 726 multi-family dwelling units in the neighborhood. The total number of dwelling units has remained constant in the last 15 years.
- (b) The Shawnee neighborhood has one of the highest rates of home owner-occupancy in the City. In 1981, the owner-occupancy rate was estimated to be 88.6%.
- (c) External housing conditions in Shawnee are currently excellent. Almost 99% of the housing was rated as being in good repair or requiring only normal maintenance and painting, according to a Planning Commission windshield survey.
- (d) Although external housing conditions are presently excellent, some other factors may indicate the potential for a deterioration cycle. Because of current economic and job conditions, a changing demographic profile, an aging housing stock and other trends the deferral of housing maintenance in Shawnee may be becoming wide spread. Deferred housing maintenance is common to all areas, however, conditions can quickly deteriorate when normal upkeep is postponed.
- (e) Housing sales in western and central Louisville, including Shawnee, have increased at a greater rate than the City as a whole. Generally lower-priced housing in the area has been attractive to home-buyers. The average selling price of homes in the area is currently estimated at \$24,200.
- (f) The probability of receiving institutional financing for higher-priced houses in Shawnee has been good in the past, according to an Urban Studies Center study. In 1979, about 90% of all houses that sold for between \$15,000 and \$50,000 were financed by savings and loan institutions. Homes selling for under \$10,000, however, did not have a very good chance of institutional financing.
- (g) Housing in Shawnee has been improved through governmental and non-governmental actions. Although mainly confined to the Neighborhood Strategy Area (NSA) in the past, many programs are currently improving housing conditions throughout the Shawnee neighborhood.
- (h) The Shawnee area first began to develop with housing around the turn of the century mainly along 34th Street and in other eastern areas. By 1928 most of the area south of Duncan Street was developed with houses. A couple of areas were still undeveloped as late as 1950.

2. HOUSING PROFILE

Shawnee is a large neighborhood covering the northwestern edge of Louisville along the Ohio River east to Interstate 264. The Portland neighborhood is to the northeast and the Russell and California neighborhoods to the east. Shawnee is an almost entirely residential neighborhood where housing is in good condition. A relatively new housing area in the City, much of Shawnee was built in the 1920's and 30's. It is comprised mainly of smaller wood frame houses and bungalows. Shawnee housing, due in part to its younger age, is maintained in a fairly good condition even though it is near some neighborhoods with older and deteriorating housing.

a. Unit Loss/Gain

Referring to Table IV-1, Shawnee presently has around 5,185 residential dwelling units, of which approximately 4,459 are single-family homes, according to an August of 1981 Planning Commission survey. There were about 121 multi-family buildings having three or more units per building, containing around 580 dwelling units. In addition, there were approximately 73 duplexes with 146 dwelling units, according to the survey. In total, there were 4,653 structures used for residential purposes.

The number of housing units in Shawnee increased slightly from 6,123 in 1950 to 6,369 in 1960, according to U. S. Census figures. This increase of about 240 units in one decade was mainly due to the development of areas previously unbuilt. Between 1960 and 1970, there was a 13% drop in total number of housing units from 6,369 to 5,519. The loss of 850 units in one decade appears to be due mainly to the construction of Interstate 264. In addition, around 35 homes were demolished for construction of Whitney Young Elementary School. It is suspected that the number of housing units in 1980 was about the same as the 1970 total. The 1981 Planning Commission survey, a detailed house by house count, seemed to indicate that there had been very little construction or demolition since 1970.

b. Owner/Renter Occupancy

The Shawnee neighborhood has one of the highest rates of owner-occupancy in the City. In 1981, the owner-occupancy rate was estimated at 88.3%, according to a Planning Commission survey. Owner-occupancy has been extremely stable in Shawnee since 1950. According to 1950 Census figures around 70% of the people owned their home. In 1960 the owner-occupancy rate was about 69%, and in 1970 it was 68%. By comparison, the City-wide owner-occupancy rate was 50.4% in 1970.

According to recent Urban Studies Center studies, single-family and multi-family homes were ever increasingly bought by residents of Shawnee rather than by non-residents. According to their study, between 1976 and 1977 only 12.9% of single-family homes and 17.6% of multi-family homes in the neighborhood were bought by non-residents. Between 1978 and 1979, the figures were 8.3% and 15%, respectively.

c. Vacancy Rates

The vacancy rate in Shawnee has increased gradually since 1950 when the rate was 1.4% as compared to 2.1% City-wide. By 1970, the vacancy rate in Shawnee had increased to 5.1% as compared to 5.4% for the City. At the time of this writing, 1980 Census data was not available. Indications are that the vacancy rate will be higher than it was in 1970. In addition, City Community Development Cabinet data for the Shawnee Neighborhood Strategy Area (NSA) indicated a higher vacancy rate of 13.9% in 1976. The NSA is an area bounded by Broadway, Interstate 264, 41st Street and Market Street.

Two-canvas vacancies are vacant housing units identified from a first survey that are still vacant at the time of a second survey, generally 3 to 12 months later. In 1975, the two-canvas vacancy rate in the Shawnee area was 3.2%, according to R. L. Polk and Company. This was lower than the City-wide rate of 3.73%. Further, in 1978 the rate was 3.69% compared to 3.80% for the City. A low two-canvas vacancy rate signifies available vacancies do not stay vacant for a long time. A low rate of abandonment may also be indicated. High single-canvas and low two-canvas vacancy rates for an area can indicate good turnover of units and not necessarily a high overall vacancy rate. In addition, a high single-canvas vacancy rate can be

due to the survey sample or sample time (e.g., there may be more vacancies at the first of the month than in the middle of the month).

d. Turnover

The turnover rate represents the percentage of housing units that had a change of occupancy within a one-year period. The turnover rate of occupied units in the Shawnee area was 29% compared to 27.8% in the City in 1975, according to R. L. Polk. In 1978, the turnover rate was 28% in Shawnee and 34.32% in the City of Louisville.

e. Average Household Size

Average household size decreased in Shawnee between 1950 and 1960, and has increased since 1960 when there were about 3.24 persons per household. A City Community Development Cabinet profile of the Shawnee NSA in 1977 indicated that there were 3.4 persons per household as compared to 2.51 in the City.

f. Housing Conditions

Housing conditions in the Shawnee neighborhood are currently good. Most homes are in a very good state of repair and the external appearance of the neighborhood is one of a high level of maintenance. According to a Planning Commission windshield survey, almost 43% of the housing in Shawnee was rated "Sound" and required no repairs. (Refer to Tables III-2 and III-3.) Another 56% of the houses were rated "Sound Minor Repair", indicating that only normal maintenance and painting were needed. Therefore, a total of almost 99% of the residential structures in Shawnee were in a good state of repair. Only 55 or 1.2% of the houses were rated "Sound Major Repair" which indicates that the building was deteriorated and major repairs appeared to be necessary. In addition, three structures were rated "Deteriorated" and may be questionable for rehabilitation. Refer to "Condition of Structures", Figure III-1.

3. TRENDS

The number of housing units in Shawnee has remained relatively stable. Most of the area was developed between 1900 and the mid 1930's. However, between 1950 and 1960 there was an increase of around 240 housing units according to Census figures. This was due mostly to new subdivision construction, although some conversions of houses to multiple-unit dwellings also occurred. Two areas north of Duncan Street were developed after 1950. Between 1960 and 1970 there was some loss of housing units, due mainly to Interstate 264 construction beginning in 1963.

Population loss in the neighborhood has been moderate since 1950. However, the losses have been less than City-wide losses. Changes in population composition, specifically the national trend toward smaller families, did not appear to have accounted for any population loss in Shawnee. Some population loss is due to typical outmigration from the neighborhood and an aging population.

Shawnee has a declining income index. With the average City income indexed at 100, the Shawnee area's index was 92.1 in 1977, and seemed to be declining. There are also other indications that Shawnee is becoming an increasingly lower-income neighborhood in comparison to the remainder of the City. An increasing number of persons per household, an increasing number of persons under 18, an increasing number of households with children headed by women, and a high rate of households receiving AFDC payments often indicate a changing population. In addition, there is a rising jobless rate, an increase in the number of retired persons and a decrease in employment skill-level. These trends may indicate a declining ability to own

and maintain a home. A household may be able to afford the payments on a house, but upkeep and maintenance may be much more difficult to afford.

Trends in the Shawnee neighborhood indicate that in the past the condition of housing has been relatively stable. Homes have generally been well-maintained. Further, the relatively young age of many houses in the area has added to a well-kept appearance. Some scattered areas of deterioration exist, but they are the exception.

There seems to have been little activity in housing in Shawnee in the last 15 years. In the mid-1960's demolitions occurred for construction of Interstate 264. New housing construction was still occurring in the early 1950's north of Duncan Street in a couple of areas. But for the most part additions to and demolition of housing in the area have been few.

The exteriors of houses in most portions of the neighborhood appear to have been maintained well over the years. The windshield survey of the area indicated a high level of repair. However, some other factors may lead to a conclusion that housing conditions in Shawnee may be slowly starting to deteriorate.

Rear yards are often not in an equal condition to the front. The rear portion of many houses is not maintained as well as other parts. Rear porches and roofs may be deteriorating, unpainted and leaning. Back yards can be found that are filled with junk, old cars and debris. Some alleys are also extremely unsightly.

Not all back yards in the neighborhood are maintained differently than the front yard. Many are well-maintained. However, portions of Shawnee where an extreme difference exists between the maintenance level of the front yard and maintenance of the side and the rear area may indicate changing conditions. It may indicate that a front facade exists that is not equal to the remainder. Because only an exterior windshield survey was conducted, interior conditions are not known.

Deferred maintenance is common to all neighborhoods. Waiting to do routine maintenance can be the result of any number of events. As maintenance is deferred conditions change. Exterior maintenance items usually get worse quickly. Structural damage, especially to wood, can occur when painting, water proofing, or roofing is deferred. In addition, the cost of maintenance labor and materials escalates with deferral because of general inflation and the rising cost of construction materials, and the increase in the severity of the repair needed.

Due to the current recession many people are without jobs. People often have to choose between heat and food. Costs increase and there has been no recent relief from inflation. This is a problem which has especially hit blue collar workers and Shawnee has a relatively high percentage of blue collar workers compared to the City of Louisville. Although everyone is affected by an economic downturn, areas such as Shawnee would seem to be pressed harder to make costly housing improvements.

The current economic situation, coupled with other demographic trends, may mean that housing maintenance is being deferred on a wide-spread basis in some portions of Shawnee. In fact, the neighborhood may be in the middle of a maintenance deferral cycle rather than at the beginning. What this may mean is that the current appearance of housing in Shawnee, especially from the street, is misleading. The condition of housing in the neighborhood may be on the verge of turning toward deterioration. This turn could be only a few years away.

4. SUPPLY AND DEMAND

There are 4,459 single-family homes in Shawnee, accounting for about 86% of all dwelling units in the neighborhood. According to the Urban Studies Center study, Disinvestment in Louisville, 1978, approximately 92% of all housing sales in the neighborhood in 1977 were single-family homes. Further, 4.8% of the total number of single-family homes in Shawnee were sold in that year. This percentage of sales was higher than the City average of 4.3%.

In August 1981, the Urban Studies Center, in conjunction with the Community Development Cabinet, published the study Housing Prices and Mortgage Lending. The study stated that housing sales increased in Shawnee by 7.4% between the 1978-79 and 1979-80 periods. It also indicated that the sales increase was greater in the multi-family category. An increase in sales volume is an indicator of increased demand. In fact, housing sales have increased in all of western and central Louisville at much higher rates than all other areas in Jefferson County. The generally lower-priced housing in these areas of Louisville has been attractive to homebuyers.

Average price, median price and sale price change are factors that banks often use to evaluate the risk of lending in a particular area. Shawnee had average housing selling-prices which were substantially below the City average. The average selling price for a single-family home in Shawnee was \$13,201 in 1977, compared to \$21,661 for the City. The average price of a two to four unit multi-family structure in Shawnee was \$14,148 as compared to \$20,047 for the City.

In the period between the 1976-77 and 1978-79 studies, the average selling-price of homes increased by 14.9% in Shawnee to \$15,200 compared to \$24,800 for the City. Sale prices of houses increased faster than the average for the City and the rate of inflation. Multi-family housing prices rose 53.3% in that period, although they declined in the following year by 10.4%. The increase was still a very healthy overall increase in average price since 1976. Single-family sale prices continued to increase for the 79-80 period by an additional 8.8%.

Percentage of Sales by Price Category 1978-79 - Shawnee

Below \$5,000	-	9.1%	\$20,000-24,999	-	9.8%
\$ 5,000- 9,999	-	16.1%	\$25,000-34,999	-	10.2%
\$10,000-14,999	-	23.6%	\$35,000-49,999	-	.8%
\$15,000-19,999	-	29.9%	\$50,000	-	.4%

Source: University of Louisville Urban Studies Center
Housing in Louisville, The Problems of Disinvestment, 1978.

Of the houses sold in Shawnee in the 1978-79 period, 48.8% were below the usuary law threshold of \$15,000. Financing for these homes from normal mortgage lending institutions is difficult because the institution must provide financing at reduced interest rates, thereby making a potentially unprofitable loan. If inflation exceeds the interest rate over the duration of the loan, the institution can actually loose money.

The Courier-Journal and Louisville Times published Home Price Guide in May, 1981. It listed the selling prices of a large sample of homes sold between January 1979 and December 1980. During the two-year period, 195 single-family homes were reported to have sold in the Shawnee Plan area. The average sale price was \$24,200. Although this reflects an actual sale figure, it is a sample and more houses actually sold than the 195 listed. In the area north of Muhammad Ali Boulevard, 136 single-family homes were reported to have sold in the publication. The average selling price was about \$23,500. In the

area between Broadway and Muhammad Ali Boulevard, 59 houses were reported sold. The average selling price was around \$25,900.

Because the sale prices reported in the publication were actual sale prices, they are an accurate indication of current housing values in the Shawnee area. Since the time of the publication housing values and sale prices in Louisville have been relatively stable. The average sale figures in the publication are therefore a good indication of current average selling-prices in Shawnee.

In the Urban Studies Center's study Disinvestment in Louisville, 1978, median housing prices were obtained from the 1970 Census and compared to median prices of houses sold in 1977 in different neighborhoods to determine change in property values. An inflation factor was also used to reflect the change in the housing dollar between 1970 and 1977. The 1970 median housing value was inflated to 1977 dollars to determine if prices had dropped or increased relative to inflation.

The 1970 median value of houses sold in Shawnee was \$10,800 compared to \$12,500 for the City of Louisville. Inflated to 1977 dollars, this median value for Shawnee is \$15,400. Yet, the actual 1977 median value of houses sold in Shawnee in 1977 was only \$13,400. This indicates that price increases in the neighborhood were probably not sufficient to offset inflation. Consequently, owners it would seem have not substantially gained money in housing equity due to inflation.

	Average Price Single-Family Home - 1977	1970 Median Housing Value	1970 Med Hsg Inflated to 1977 Dollars	1977 Median Housing Sold
Shawnee	13,201	10,800	15,400	13,400
Louisville	21,661	12,500	17,750	18,400

Source: University of Louisville Urban Studies Center
Housing in Louisville, The Problems of Disinvestment,
1978.

Sources of available financing for potential homebuyers in a neighborhood can also provide indications of the market. When a large percentage of housing sales in an area are financed by banks and savings and loan institutions, it often indicates stability. Savings and loan institutions generally finance only above average priced houses in the City, and may require large down payments. Mortgage companies usually finance houses closer to the median price for the City and require very little down payment. Individuals usually tend to finance the bottom of the housing market where no other financing may be available, although high interest rates have forced many individuals to finance housing sales.

In Shawnee between 1976 and 1977, mortgage companies financed 60.8% and individuals 30.2% of the total houses sold. Banks and savings and loan institutions only financed 7% of the total. However, the low percentage of homes financed by savings and loan institutions is somewhat misleading. This is because a large portion of the houses sold in Shawnee between 1976 and 1977 were of a lower price than savings and loan institutions normally accept. Therefore, other methods of financing were required.

Financing by individuals increased throughout the City in the 1976-1977 and 1978-1979 periods by 3.3% as the mortgage market tightened. In this same period, financing by individuals increased by 3.4% in Shawnee to 33.6% of the total. In 1979, banks and savings and loans financed 16.5% of home purchases and mortgage companies financed 55.2% of all sales in Shawnee.

Again, this figure is affected by the large number of very low priced houses sold.

In 1979, however, the probability of receiving institutional financing for houses in the \$15,000 to \$50,000 price range was higher in western Louisville than any other sector of the City. Within the western sector, which includes 7 neighborhoods, Shawnee had the highest probability, between 89% and 93% for houses in the \$15,000 to \$50,000 price range, of being institutionally financed. In fact, Shawnee had the highest probability of receiving financing for houses in this range of any City or County neighborhood.

In addition, the type of sales can also provide an indication of financing patterns in a neighborhood. In Shawnee between 1976 and 1977, 50.4% of all sales were financed by FHA or VA insured loan, and conventional lending institutions financed 9.7%. About 17.3% of all sales were financed as cash sales. Cash sales usually occur when institutional lenders will not make loans. Between 1978 and 1979, conventional lending institution financing increased to 18.7%. The bulk of properties sold were still financed by FHA or VA loans. There was a jump in the number of cash sales to 24.5% of all home purchases. Further, average down payments were lower on loans in west and central Louisville.

Non-resident ownership occurs when the owner's residence and the property owned are not in the same Census Tract. High percentages of non-resident ownership can sometimes signal a pulling out of a neighborhood and can indicate market speculation. In the 1976 and 1977 period, Shawnee had lower than average percentages of non-resident ownership for multi-family structures, and near average percentages for single-family homes. About 12.9% of single-family homes were owned by non-residents as compared to 12.6% for the City. Between 1978 and 1979, single-family home ownership by non-residents decreased to 8.3% in Shawnee as compared to 11.8% City-wide. Multi-family ownership by non-resident owners increased to 15%, still lower than 32.4% in the City.

The housing vacancy rate in Shawnee in 1970 was 4.2% compared to a City average of 5.4%. The 1970 vacancy rate increased 1.5% over the 1950 rate. A low vacancy rate can indicate a high demand for available housing. There are some areas of vacant residential lots in Shawnee. However, they tend to be owned and used by an adjacent resident. These lots are dispersed throughout the area, with a slight concentration in the northern portions of the neighborhood.

The income index is a significant factor used in a lending institution's evaluation of potential loans. It also gives an indication of the private rehabilitation resources of neighborhood residents. A declining income index is also an important indicator for reinvestment and rehabilitation as well as loans. The median City income is indexed at 100 by R. L. Polk and Company. The income index for Shawnee was 92.1 in 1977. This indicates that Shawnee income levels are near the City median but that some concentrations of households with lower incomes exist. Further, the income index for Shawnee had slightly declined between 1976 and 1977, according to R. L. Polk.

In summary, economic factors, job opportunities and many other factors affect the ability of people to buy homes or to qualify for financing. Trends in the Shawnee neighborhood indicate that the purchasing power of residents, while currently good, may be on the decline. Income and employment levels have decreased relative to inflation while the dependency ratio has continued to increase. These trends and other factors, if they continue, will probably pose increasing problems for potential home buyers and for the maintenance and repair of existing homes.

5. GOVERNMENT AND NON-GOVERNMENT ACTIONS

a. Community Development Block Grant Program

The Shawnee Neighborhood Strategy Area (NSA) has the same boundaries as the Shawnee Conservation Area, established in 1975. The placement of Substantial Rehabilitation Section 8 units in the neighborhood enabled residents in surrounding areas to occupy safe affordable housing in Shawnee if they desired. The focus was towards the provision of sound affordable rental units in Shawnee because rental units in some surrounding neighborhoods were in deteriorating condition, according to a Shawnee Neighborhood Strategy Area Task Force publication.

Under the Community Development program, specific objectives have been accomplished including:

- 1) Housing Rehabilitation for Homeowners - houses under MISCO and the Urban Homestead Program rehabilitated through Community Development Block Grant (CDBG and HUD Section) 312 monies.
- 2) Rental Units - units rehabilitated for rental purposes through the Substantial Rehabilitation Section 8 program.
- 3) Shawnee Development Organization - A non-profit neighborhood-based organization to acquire substandard housing units and to rehabilitate and sell houses, has received funding for administrative costs and operational expenses from the Community Development Block Grant program. The Shawnee Development Organization has been in operation two years since 1979, and has rehabilitated 9 houses.
- 4) The acquisition by Action Now of the old Flaget High School building on South Western Parkway for renovation as 73 elderly units utilizing HUD 202 funds.
- 5) In conjunction with the City, Helm and Helm Realtors, helped arrange to have the City deed over a vacant lot at 37th and River Park Drive for construction of a modular home demonstration project to test the market for cost and desirability of modular prefabricated construction. The lot was used as collateral against the cost of construction.
- 6) Neighborhood Housing Services (NHS) Program - a rehabilitation program operating in the area west of the NSA, from 41st Street to South Western Parkway and Market Street to Broadway. A local public-private partnership neighborhood-based program which was given an initial grant for a revolving loan program and works in partnership with savings and loan institutions and area residents. The Neighborhood Housing Services lends money for major repairs and advises residents on minor repairs. First, houses in poor condition are identified and then NHS attempts to get the owner interested in rehabilitation. A code inspection and construction drawings and specifications may follow. These are then sent out for bids after which the resident applies for financing from a bank. If the bank turns down the application, then NHS approves funding. Funding generally works out to about 20% from the savings and loan and 80% from the NHS revolving loan fund. The program has been in operation three years, and began rehabilitation activities in September of 1980. Since that time, 42 structures have been rehabilitated and an additional 39 are now going through financing procedures. Of these 42 structures, one is a three-unit and one is a four-unit multi-family building.
- 7) New Directions - a non-profit organization working throughout target neighborhoods in the Louisville area, operating on a revolving fund sustained through CDBG funds. They have rehabilitated one house in the

Shawnee neighborhood. New Directions also operates a City-wide emergency repair program for elderly and handicapped residents.

- 8) CAA, Weatherization Program - the Louisville Community Action Agency operates a weatherization program throughout the City to lower income households. The weatherization program focuses on making doors and windows air tight.
- 9) Section 8 Existing Program - administers housing payments to landlords renting to low and moderate-income persons to supplement rental payments.

6. DEVELOPMENT HISTORY

Shawnee area prominence can be traced back to 1890 when the City of Louisville began a major park project. Conceived by Frederick Van Olmsted, the project consisted of 3 major parks: Cherokee in the east, Iroquois in the south and Shawnee in the west. The parks were connected by a tree-lined, scenic system. Shawnee Park and the area between River Park Drive and Broadway east of 32nd Street were annexed by the City in 1895. (Refer to Figure III-2.) Shawnee Park became, and still is the focus of the immediate area.

Housing development in the area began with Henderson's Western Addition. Between Market and Larkwood Streets on both sides of 34th Street, it was one of the first subdivisions in the Shawnee area. It was established in 1855. Other Subdivisions on either side of 34th Street were recorded before 1905.

Basil Doerhoefer was instrumental in the development of housing in the Shawnee area. Between 1893 and 1903 he accumulated much of the land on both sides of Broadway between 35th Street and Shawnee Park. He also donated land for the construction of River Park Drive and Broadway. He first developed Shawnee Park and Shawnee Terrace subdivisions in 1905. In addition, Fountain Ferry became an amusement park in 1905.

Between 1905 and 1910 around 12 subdivisions were recorded in the Shawnee area. Four of these were on the north side of Broadway and most were located in the western extreme of the City. A relatively large subdivision, the Stine Reality Company Subdivision, was recorded in November, 1909. It was located north of Market Street, basically between 38th and 41st Streets. It was developed almost completely with one and one-half story wood frame bungalow houses.

Between 1910 and 1915 more than 12 more subdivisions were recorded. Again the subdivision activity was concentrated in the western portions of the Shawnee area, although a few were established in north and eastern areas. Most of the area between Larkwood Avenue and Market Street east of 41st Street was subdivided at this time.

Between 1915 and 1920 there was little activity. World War I brought about jobs in western Louisville, but little housing construction and subdivision development. In 1922, subdivisions again began to be recorded and by 1930 practically all of the Shawnee area was subdivided into lots.

Housing construction generally follows subdivision of land areas. This seems to have been the case in Shawnee, with a few exceptions. In Shawnee, the bungalow house was most typically constructed. It was an affordable house for blue-collar workers in the area at the time and was most often of wood-frame and wood-exterior construction.

Aerial photographs were taken of the City in 1928. They show that most all areas south of Duncan Street had already been developed with housing. Some major subdivisions had not yet been built including West Park (1912), the Oaks (1923), Fountain Place (1929) and Wewoka (1928). This area north of

Duncan Street was apparently still being used mostly for truck farming.

The lots on both sides of 44th Street between Broadway and River Park Drive were also not developed in 1928 the aerial photograph. This area was a subdivision created by Doerhoefer in 1922. An area north of Elliott Avenue along 42nd Street was also not developed at the time of the photo. This was a part of another Doerhoefer subdivision. In addition, all the houses that exist on Curry and Sandra Courts were not yet built.

Some areas were under construction at the time of the 1928 aerial photograph. A large area bounded by 41st Street, Glendora Avenue, Larkwood Avenue and Market Street seems to have either been recently constructed or was still under construction. This area includes portions of Kline's Glendora subdivision (1925), Howe Place subdivision (1914) and Ritter's West Market Street Addition (1916). Further, Lindell subdivision (1925) located along Lindell and 37th Streets was not developed yet with housing in 1928. Houses along Madelon Court were also apparently under construction at the time of the photographs.

As another documentation point, aerial photos were recorded for the City in 1951. They indicate that most areas of Shawnee have been built for housing. However, an area north of Duncan Street between 42nd and 44th Streets was still a farm and not yet subdivided. The Gary-Boyd subdivision (1951) and the Young-Boyd subdivision (1950) were not built yet. This area was just south of Taylor Park and contained about 40 residential lots. In addition, the southern portion of Curry Court was not built at the time of the 1951 aerial photo.

B. PROJECTION OF EXISTING CONDITIONS - NULL ALTERNATIVE

This segment of the plan investigates changes in housing that are likely to occur in the Shawnee neighborhood. Given existing conditions and trends outlined in the Needs Assessment, the following is a projection of what the future of housing might be if there is little change in programs and policies.

1. FUTURE CONDITIONS

a. Housing Conditions

There is neither a concentrated area or a significant degree of housing deterioration in the Shawnee neighborhood, although about 50% of the neighborhood housing is in need of normal repairs and property upkeep, reflecting deferred maintenance. Back yards, alleys and the rear of homes show signs of deferred maintenance. Housing rehabilitation programs in the Shawnee neighborhood have given attention to deteriorated houses, thereby eliminating some of the most serious instances of blight. Due partially to government actions, the appearance of blight and serious housing problems have been kept to a minimum.

In the future, the availability and use of Community Development and other funds for housing rehabilitation will be less substantial than in past years. Because many indicators imply that residents of Shawnee are not keeping pace with inflation and unemployment is high, there will most likely be less money spent for necessary housing repairs. Deferred maintenance is already apparent in the neighborhood. Trends indicate that unless there is a substantial effort to counteract housing decline, the Shawnee neighborhood can expect widespread deterioration and depreciation of the housing stock to be evident in the future.

b. Provision of Multi-Family Rental Housing Units

By September of 1982, 97 multi-family rental units will have been or are currently being rehabilitated in the neighborhood. The conversion of Flaget School to 73 housing units for the elderly is also planned. The possibility exists that private developers may want to build in the neighborhood, although there is little vacant land. Smaller multi-family structures of four to eight units would be appropriate on some available lots. In addition, Shawnee Elementary has potential for conversion to multi-family rental units.

c. Housing Demolitions

In the past there has been little demolition of houses due to dilapidated conditions. It is not expected that this will become a serious trend in the immediate future.

d. Population Composition

The population of the Shawnee area has significantly changed in the last 30 years. There has also been a dramatic change since 1970. Some recent changes indicate a decreased stability and buying power. The income index has declined, the dependency ratio has increased, the unemployment rate has increased and the job skill level has decreased. If these trends continue, the area can expect a declining social and physical environment. In addition, due to present economic conditions and a lack of spending power, more people are staying in existing housing rather than moving. Refer to Economic Development Section for further detail.

e. Housing Prices

Housing prices have remained low in Shawnee compared to the City of Louisville, even though sales have increased rapidly.

Housing values can be expected to increase very gradually if present trends continue. However, increases will probably not be equivalent to City-wide increases and may not be equal to inflation.

f. Housing Construction

There has been practically no new housing construction in the Shawnee area in some time. Because the neighborhood is essentially built-up, there are comparatively few sites for new construction. However, apartment construction and reuse of older buildings for apartments is becoming more feasible as other types of housing construction become less economically viable. There may be some potential for multi-family construction or conversion in the future. However, no significant single-family or duplex housing construction seems likely in the near future.

2. CONCLUSIONS

Shawnee is in the second tier of neighborhoods around downtown Louisville that are beginning to deteriorate. Those neighborhoods next to downtown have significantly deteriorated and have been, or may be redeveloped. In the past decade, Shawnee became a rapidly increasing source of low and moderate cost housing for younger families as socio-economic characteristics of the residents, housing conditions and housing values declined in relative position to the City of Louisville.

Government intervention through rehabilitation programs appears to have temporarily arrested most deterioration in the neighborhood. However, with an increasing number of lower income residents who are less able to maintain their homes, a concerted effort is needed to prevent widespread deferred housing maintenance from turning into deteriorated housing within five to ten years.

Because the City's Community Development Strategies and the community's Comprehensive Plan support the conservation of existing sound housing, the perpetuation of existing trends that would lead to housing deterioration are contrary to these documents and public and private intervention to stem housing decline is preferred.

C. RECOMMENDATIONS

The condition of housing in Shawnee is currently good. Homes have generally been well-maintained. Accordingly, the generation of alternative solutions to housing problems was not considered necessary. However, recent signs of deferred maintenance are apparent. To prevent a wide spread decline of housing, to maintain the quality of Shawnee and to initiate actions that can involve the neighborhood, the following recommendations have been formulated. These "recommendations" plus the "implementation techniques" in the next section and associated graphics (Housing options Figure III-3) constitute the Recommended Housing Plan. Further, the Recommended Housing Plan is an application of the goals and policies contained in the Comprehensive Plan and the City's Community Development Strategies to the specific conditions existing in Shawnee. Once the neighborhood plan is adopted by the Board of Aldermen, it may be used as a basis of public expenditures and actions to conserve housing in Shawnee and to guide City-wide and other plans affecting housing, and private/nonprofit actions fostering neighborhood revitalization and conservation.

(1) Recommendation: Establish a strong resident organization for neighborhood housing programs and projects.

Local, state and federal funding for housing programs is not going to be as plentiful as in the past. The Community Development program may also be changing its focus in the future. Therefore, it is most important that neighborhoods rely on human resources, block development programs, pride and neighbor-help.

(2) Recommendation: Initiate an on-going neighborhood housing repair and rehabilitation program.

An on-going neighborhood maintenance program undertaken by the residents of Shawnee could help to keep housing in good condition. The program would encourage resident maintenance of housing in the neighborhood to replace current publicly funded rehabilitation projects. The recommendation suggests a continued pursuit of methods to rehabilitate deteriorated structures by neighborhood non-profit housing corporations, code enforcement and enforcement of the environmental ordinance for yards and grounds. It also suggests an increased effort by neighborhood associations and churches to encourage the use of libraries, training sessions and volunteer organizations for self-help activities.

(3) Recommendation: Insure interim maintenance of vacant property.

Vacant housing in Shawnee has a fairly quick reoccupancy, yet the instance of vacant properties occurs more frequently within the Neighborhood Strategy Area. Properties left vacant for long periods of time are prone to vandalism and neglect, introducing deterioration into the neighborhood. This recommendation suggests that vacant properties be under the same requirements for upkeep as occupied properties and recommends strict enforcement of the environmental ordinance.

(4) Recommendation: Promote weatherization of existing housing.

With the rapidly increasing cost of heating and a current high rate of unemployment, it is often difficult for residents to pay utility bills. Houses in Shawnee also tend to be large and poorly insulated. There are presently two programs that residents can use to weatherize their homes, resulting in a savings on heating bills. The two existing programs are Project Warm and the Community Action Agency weatherization

program. In addition, a neighborhood program needs to encourage awareness of the necessity to weatherize and insulate housing through seminars, training programs and distribution of information.

(5) Recommendation: Encourage repair of homes owned by the elderly.

With increasing costs of services and repairs, elderly homeowners, often on a fixed income, cannot afford to adequately maintain a home. The elderly are usually not physically capable of making repairs and often cannot acquire a loan for repairs. The elderly resident is a valuable asset to the stability and pride of Shawnee. This recommendation suggests assistance to elderly residents by neighborhood organizations and residents. Emergency repairs are provided by New Directions under the Community Development Block Grant Emergency Repairs program. However, neighborhood associations should keep a listing of elderly residents needing emergency assistance for referral to other services.

(6) Recommendation: Provide additional and rehabilitate existing multi-family rental property throughout the neighborhood.

There are about 121 multi-family buildings in the Shawnee neighborhood. Some of these are in poor physical condition and are a degrading influence on surrounding properties. This recommendation suggests targeting several of the worst instances of deterioration for a rehabilitation program.

This recommendation also suggests a concerted effort to provide new construction of multi-family units of compatible design throughout the neighborhood. Adaptive reuse of the Shawnee Elementary School for rental units may be appropriate. Several small vacant sites throughout the neighborhood could perhaps contain new four to eight-unit structures.

(7) Recommendation: Develop an awareness of exterior maintenance, house painting and repair.

An awareness of normal housing maintenance needs, techniques and resources is lacking in Shawnee. Many yards are also unsightly. This recommendation suggests that a housing maintenance awareness program be initiated by a neighborhood organization. Information provided could include an explanation of the need for house painting, the elements and treatment of exterior maintenance and repairs and the degrading effects of poor exterior and yard maintenance on a block. A neighborhood block watch association might be responsible for keeping an eye on unkept homes.

(8) Recommendation: Retain all existing residential resources wherever possible.

Shawnee is primarily a residential neighborhood and housing is its most important asset. A special effort may be needed in the future to keep all existing residential structures and uses in the neighborhood. Because of high construction costs and little vacant land, new single-family houses are generally not built in older portions of the City. Moreover, when a house is demolished because of continued neglect or is burned due to vandalism of a vacant structure, the house is most likely lost from the neighborhood's housing stock forever. Neighborhood residents must keep an eye open for signs of disrepair and neglect that could lead to the loss of housing from the area.

D. IMPLEMENTATION

This segment of the plan describes "implementation techniques" to fulfill the "recommendations" for housing conservation and related activities in Shawnee.

(1) Recommendation: Establish a strong resident organization for neighborhood housing programs and projects.

The Shawnee Neighborhood Strategy Area Task Force and Shawnee Development Organization currently exist in the area. They both implement aspects of housing programs. This recommendation is not stating that a new organization should be established, unless it is deemed necessary. A strong effort needs to be made through the existing organizations or through new organizations to implement housing programs and projects.

Recent cutbacks in federal housing programs, a changing of local governmental projects and the generally higher costs of housing materials, mean that neighborhood organizations will have to take greater responsibility for housing programs and rely more on their own initiative and organizational strength rather than financial aid from governmental sources.

Implementation of this recommendation could be accomplished by:

- a) developing a stronger political voice through the neighborhood organization, promoting meetings as platforms for grievances and suggestions from which residents learn to most effectively deal with problems and to take action. A strengthened neighborhood organization could serve as the strongest political link between the residents, the City and City services.
- b) running the Shawnee Development Organization more effectively, like a business. Shawnee area residents, business and churches could possibly invest in the organization for shares in dividends on "profits" made. Each commitment by residents would insure greater success. Also, the organization would be held accountable for its productivity, would be expected to provide a reasonable return for reinvestment purposes, and would be forced to be more resourceful in approach.
- c) becoming more reliable on salvaged materials and local labor by adding subsidiary branches to the Shawnee Development Organization or a similar organization. An example is a demolition and salvage branch that could rely on sweat-equity of residents for labor (local workers and/or volunteers) and salvaged materials from demolitions for recycling in rehabilitation and repairs.

Participants: The major participants in this program would be the residents themselves, especially through the use of a neighborhood association as a political voice for its constituents as well as a functioning cooperative for resident investment. The City Community Development Cabinet and other City agencies presently provide expertise in advising the association of opportunities and resources. If public funds are involved, the City may have a voice in the direction of the organization and possibly require approval of certain activities.

Resources: The resources would also be neighborhood residents, businesses and churches. Vacant houses and land for reuse within the neighborhood are resources as are money-saving techniques such as the use of wholesale materials and volunteer labor. A major resource would be resident creativity and initiative coupled with a strong resident organizational structure to balance benefits and involvement.

A non-profit housing corporation has as a major resource the possibility to redefine itself as a cooperative venture involving resident shares and skills, and as a business to make a reasonable return rather than to be a public liability.

Implementation: The effectiveness of a neighborhood housing cooperative would depend on the involvement of residents, and its efficient operation through an established structure. Requirements for efficient operation might include adherence to an established organizational and procedural structure, supporting individual initiative, experimenting creatively with solutions, constantly seeking new ways to solve problems, increased communication, neighbors knowing each other, developing a sense of belonging, definite neighborhood boundaries, involvement by a large percentage of residents, and a balance between the advantages and responsibilities provided by and required of a cooperative structure.

A neighborhood sweat-equity program could take the form of a cooperative housing organization in which residents could invest and through which they could receive materials at cost. Residents could do the work themselves. Essential services could be provided by resident electricians, plumbers and craftsmen rather than through outside sources for mutual benefit. This means that money earned by neighborhood residents would stay within their neighborhood rather than going outside the area.

Residents should understand that human work would equal money in a cooperative organization where "benefits in exchange for efforts." Work done on a volunteer basis would save the organization money, thereby increasing its financial assets and increasing its ability to provide neighborhood housing programs and projects.

In the beginning much of the weight of implementing this recommendation would probably have to be borne by a small group of committed individuals or through existing organizations. This degree of commitment and effort required in the beginning might be a barrier to implementation. A commitment from a growing number of residents in the Shawnee neighborhood is important. An increase in satisfaction in the personal environment and standard of living could increase the desire for people to remain and reinvest in the Shawnee area.

(2) Recommendation: Initiate an on-going housing repair and rehabilitation program.

There are rundown properties in the Shawnee neighborhood that are detrimental to the character of areas near them. If a resident cannot get an adjacent property owner to care better for his property, the resident may move or be more inclined to let his own property decline. These actions tend to lower property values in the area and lead to increasing occurrences of blighting conditions. Present deteriorated housing is mainly due to maintenance neglect over a long period of time. This plan recommends repair and rehabilitation of already rundown housing to prevent any spread of deterioration and blight. It is strongly recommended that homes on Curry Court be rehabilitated. Rehabilitation should include paving new alley-ways which are in a dilapidated condition and are the only means of access to the area.

There are presently some housing repair and rehabilitation programs being implemented in the Shawnee area. See "Government and Non-government Actions" starting on page III-7, for further detail. This recommendation is stating not only the need to continue these programs but also the need to formulate permanent, on-going repair and rehabilitation programs that will span across changing governmental programs, funding and administrations.

Implementation of this recommendation could be accomplished by:

- a) pursuing established housing rehabilitation programs such as the Shawnee Development Organization program and the Neighborhood Housing Services program.
- b) increasing the scope of rehabilitation projects through seeking additional non-traditional funding sources such as churches, corporations, foundations and private sector monies.
- c) continuing an Emergency Repair Program for truly needy elderly and handicapped home-owners.
- d) continuing Urban Homesteading of vacant houses, especially the possibility of giving houses to a self-sustaining housing corporation rather than an individual.
- e) forcing action on vacant properties through increased enforcement of the environmental ordinance.
- f) taking legal action against rundown housing by acquiring the property and reselling it through the Urban Homestead Program or a neighborhood non-profit housing corporation.
- g) increasing the awareness of the need for routine maintenance and repair so that new or newly rehabilitated structures do not continually fall into disrepair.
- h) supplementing rehabilitation programs with routine repair programs for the needy, eventually moving solely to this type of housing repair program.
- i) utilizing an adopt-a-house program conducted by churches using volunteers to rehabilitate homes to be bought and resold by the church.
- j) organizing a neighborhood volunteer team to rehabilitate and repair homes of the needy.
- k) utilizing public officials to conduct a housing violation and repair instruction program.
- l) utilizing a neighborhood group to keep a listing of rundown structures and to pursue response by the owners.
- m) utilizing a neighborhood organization to conduct an awareness campaign to heighten neighborhood pride and promote revitalization.
- n) encouraging residents to individually make a commitment to improve their own property.
- o) utilizing a neighborhood tool lending business.
- p) urging residents to alert neighborhood organization and code enforcement officials of rundown housing.
- q) encouraging residents to promote an improved neighborhood appearance through identifying unkept property and through helping each other do repair work.
- r) encouraging home-ownership.
- s) encouraging individual homeowners to seek MISCO funds and use tax incentives for repair work where possible.
- t) utilizing a neighborhood organization to instruct residents in the use of tax incentives and rehabilitation loans.
- u) utilizing a neighborhood organization to conduct a yearly or seasonal housing award competition in which an incentive may be provided.
- v) utilizing a neighborhood non-profit housing corporation to run a membership campaign for resident investment.
- w) encouraging a neighborhood non-profit housing corporation to begin a collection of housing materials for repair of needy person's homes, possibly through the salvage of demolition materials.
- x) utilizing a neighborhood non-profit organization to involve as many of the resident workers as possible for necessary repair work, such as carpenters, plumbers, electricians, etc.
- y) expanding or creating a neighborhood housing organization to include a cooperative wholesale rate buying

of materials and a volunteer program of local residents, churches and businesses employing local electricians, plumbers, workers and skilled craftsmen.

- z) Seeking creative grants for innovations and experiments in housing from corporations, industries and foundations possibly focusing on elderly housing, handicapped housing, energy conservation techniques and new material applications.
- aa) pursuing possibilities in public/private partnerships through the Neighborhood Reinvestment Corporation.
- bb) expanding or creating a non-profit organization to acquire vacant houses to operate and maintain as rental housing.
- cc) levying fines on unkept property due to its burden on the community, perhaps through a new ordinance.

Participants: Continuing housing rehabilitation should be done by the Shawnee Development Organization and the Neighborhood Housing Services. Emergency repairs for elderly and handicapped homes should be continued. Code enforcement and environmental ordinance officials should continue to survey and cite violations throughout the neighborhood. The Urban Homestead program does and should continue to assist the neighborhood in taking action on vacant and run-down properties. Community Development could fund a continuing maintenance and routine repair awareness campaign, and encourage a non-profit tool lending business.

Resources: The Shawnee Task Force, other neighborhood organizations and residents, by organizing themselves for action, would strengthen the neighborhood. Through organized action, residents could save money by participating in their own repair work. Funding for on-going rehabilitation work currently comes mainly from CDBG funds and Neighborhood Housing Services program monies. Churches in the area, local corporations and foundations are also sources of funding for rehabilitation. Local businesses, residents and churches could also buy shares in a housing corporation, expanding the financial base, and receive an annual percentage of profits. A neighborhood housing corporation is a resource in that, if run more strictly like a business, could provide a reasonable return for the benefit of the neighborhood. New Directions is a resource for Emergency Repairs for the needy, elderly and handicapped. Elderly housing, handicapped housing, energy conservation and the experimental use of new materials are currently popular funding items for large industries, corporations and foundations. Grants for such items should be pursued. The City Law Department is a resource in seeking assistance and guidance for actions on rundown property, as is the Code Enforcement section. A tool lending business is a resource to aid residents in repairs. Also, houses to be demolished are resources for the salvage of materials.

Implementation: An effort must be made to encourage increased resident independence, control and self-responsibility over the neighborhood's environment and standard of living. The neighborhood is an effective size to facilitate communication, involvement, belonging, individual creativity and initiative on the part of residents. An effective neighborhood organization provides accountability, respect for achievements, a feeling of individual effectiveness and promotion of the work ethic. It would also give a feeling of control over local-level economics by keeping as much money as possible circulating within the neighborhood so that it could be reinvested within the neighborhood.

As long as neighborhoods are public liabilities dependent on the City for money and solutions to problems, there will be decreasing numbers of alternatives to improve neighborhoods. To implement a series of changes based on self-responsibility

and control, a committed group of residents in the neighborhood establishing self-help programs and simple cooperative ventures is imperative. It requires a balance with the City of Louisville to create control and accountability.

Specific implementation measures to develop any of these recommended actions are listed above. An overall effort has been made to stimulate the imagination of the neighborhood to implement innovative and alternative programs to upgrade housing.

(3) Recommendation: Insure interim maintenance of vacant buildings.

Vacant buildings are seldom properly maintained and are subject to vandalism, reducing the chances for reuse. When vacant buildings reach the point of a blighting influence on an area, they are detrimental to the physical and psychological health of the neighborhood. Where one instance exists, others can follow. Psychologically, surrounding property owners are affected by the insecurity of a vacant building next door and the possibility of fire. This plan recommends that residents have more direct control over the appearance of their own area and that property owners of poorly maintained vacant buildings be penalized for the negative impact on the area. This plan recommends maintenance of these properties as well as their timely reuse through rehabilitation efforts.

Implementation of this recommendation could be accomplished by:

- a) increasing environmental ordinance enforcement.
- b) requiring vacant properties to be under the same exterior code requirements as occupied properties.
- c) keeping a listing of available vacant properties to help resale and reuse.
- d) acquiring vacant structures for resale through an urban homestead program approach.
- e) acquiring vacant abandoned properties to resell to an owner-occupant.
- f) acquiring vacant abandoned structures, for rehabilitation and resell or rental by a neighborhood corporation.
- g) utilizing the City Law Department to speed up the resolution of vacant housing complications due to title problems and deaths.

Participants: The major participants in the implementation of this recommendation would be residents and a neighborhood organization. They would need to keep track of vacant property listings and pursue immediate action on unmaintained vacant structures. Enforcement of the Environmental Ordinance would be effected by the Building Inspection Department. Clarified definitions of neglect and abandonment and the use of powers can be employed by the Urban Land Program. The City Law Department can be utilized in cases of unclear title and death. These properties, if acquired, could be put back into reuse through efforts of the Urban Land acquisition/Urban Homestead program and/or a neighborhood non-profit housing organization.

Resources: Resources consist of organized and effective action taken by residents and a neighborhood organization, as well as the City Law Department and Urban Land Program in speeding up the process to designate responsibility. Levying fines against the personal assets of the person responsible for the deteriorated property is also a potential resource. Putting these structures back into use can be accomplished through combined efforts of the neighborhood non-profit housing organization, Urban Land Program and/or a neighborhood association, possibly in a cooperative effort.

Implementation: Effective implementation of this recommendation would require that action be taken within a reasonable

length of time. Penalties for the delinquent owner are encouraged. It is often long delays in taking action that have discouraged residents and emphasized the lack of control that they have over their environment.

These recommendations are aimed at the common good of each property owner, realizing that properties affect one another, and do not exist within a vacuum. Adjacent properties have measurable affects on each other in terms of property values and demand. Some neglected properties are unsightly burdens on surrounding property owners and contribute to a negative attitude in the neighborhood. Present laws favor the property owner regardless of whether or not he maintains his property in a responsible manner. This can be compounded by the long period of time he can avoid taking action because of legal complications. The effectiveness of these actions depends on the ability of the residents and neighborhood groups to organize and make continuing commitments.

(4) Recommendation: Promote weatherization of existing houses.

The cost of energy has risen sharply and people often must pay utility bills with money that should be used for food and clothing. The weatherization of homes would result in savings to residents.

Implementation of this recommendation could be accomplished by:

- a) utilizing the Project Warm weatherization program.
- b) utilizing the Community Action Agency weatherization program.
- c) buying low-cost, wholesale, imperfect or used materials through a non-profit housing organization or a cooperative buying club.
- d) making necessary weatherization repairs during an on-going repair or rehabilitation program.
- e) utilizing a tool lending business and resident volunteers to weatherize homes of the elderly and handicapped.
- f) cooperative weatherization of homes.
- g) supporting seminars, the distributing of leaflets and repeated campaigns to raise resident awareness of the need for and benefits of weatherization.

Participants: The major participants in implementing this recommendation would be neighborhood organizations and residents to promote weatherization and increase awareness of the benefits of weatherizing. Project Warm conducts teaching seminars and trains a volunteer crew which responds to cases where the needy, elderly and handicapped are involved. The Community Action Agency program conducts a similar program, though not as extensive. A neighborhood non-profit housing organization could also expand it's operations to incorporate a weatherization program. Repairs and rehabilitation done through existing programs could also fix weatherization type problems as part of their repairs and rehabilitation.

Resources: The Project Warm program is an important resource for instruction about the essential elements of energy conservation and weatherization techniques. This knowledge could be expanded on by a knowledgeable person within the neighborhood association who could conduct classes. Advanced techniques for energy independence are available through the Urban Shelter Associates/Alternative Homestead. A neighborhood organization could also distribute information through educational leaflets to raise the awareness of the needs, benefits and methods of conservation and weatherization. Existing rehabilitation and repair programs should address problems that can be corrected in the course of normal work. Utilization of a tool library would be essential in many cases where tools are not available. Volunteer efforts would be essential in some cases to help the elderly and handicapped.

Implementation: Overhead costs for weatherization leaflets and pamphlets would probably need to be provided. The Project Warm program is already prepared to provide instruction. It would probably take time to establish a buying cooperative or shared-investment organization, or an independent buying club for the purpose of purchasing and distributing wholesale materials. An interim cooperative wholesale buying venture might be setup for materials needed immediately. A non-profit housing organization could offer investment shares to residents and be organized to turn share investments and volunteer/resident cost-labor efforts into housing profits for reinvestment. A small committed resident group would need to push for volunteers, cooperation and continue to involve residents in their neighborhood.

(5) Recommendation: Encourage repair of homes owned by the elderly.

The elderly, often on a fixed income, cannot always afford home repairs. In many cases they cannot physically undertake housing repairs themselves. This recommendation recognizes a need to establish programs for the elderly.

Implementation of this recommendation could be accomplished by:

- a) utilizing the New Directions Emergency Repair Program for truly needy elderly and handicapped homeowners.
- b) providing alternative housing through adaptive reuse of buildings for the elderly such as the Shawnee Elementary School.
- c) organizing a neighborhood volunteer group to rehabilitate and repair homes of the needy.
- d) utilizing the barter system for some types of repair.
- e) utilizing an established neighborhood organization, such as the Shawnee Development Organization, to repair homes by using wholesale cost materials, reduced cost resident labor and/or volunteers.
- f) joining in cooperative housing situations with other elderly persons.
- g) obtaining reverse mortgages on properties, meaning that a financial institution makes monthly payments to the person in exchange for the deed of the house that becomes the property of the financial institution upon death of the "tenant".
- h) weatherizing homes to reduce heating bills in order to free-up additional money for basic needs and home repairs.
- i) using homes owned by the elderly as examples in instruction classes on routine repair and maintenance items.
- j) pursuing advanced techniques in energy independence exemplified by the Alternative Urban Homestead.
- k) pursuing other courses of action that would allow greater independence from financial burdens such as personal gardens, instruction on canning and storing techniques and food cooperatives.
- l) pursuing grants from foundations, corporations and industries for innovative applications in elderly housing, new construction techniques, financing, energy conservation and lifestyle independence concepts.

Participants: This plan recommends that elderly residents be assisted in any way possible by Shawnee residents. A listing should be kept of the truly needy and persons needing assistance. New Directions conducts an emergency repair program for elderly and handicapped homeowners on a City-wide basis. This program should be supported and used by neighborhood residents. A neighborhood housing organization could possibly undertake an adaptive reuse project for the Shawnee Elementary School building. The Project Warm program provides instruction and volunteer assistance on the weatherization of homes and should also be used and supported.

Resources: Neighborhood organizations and the residents themselves are again major resources. A neighborhood organization could advise New Directions as to the most urgent elderly repair needs in the neighborhood and assist elderly residents in any way possible. One way to help would be instructing the elderly in techniques to increase their independence such as reverse mortgages. Neighborhood resident volunteer efforts could be employed on a periodic basis throughout the neighborhood. The elderly residents themselves might form a group for the exchange of ideas on ways to reduce their cost of living and to develop a barter system. The Urban Homestead/Urban Shelter Associates could provide information on energy and food independence. Plowshares, Inc. might be able to provide information on cooperative housing.

Implementation: Neighborhood volunteers would be essential for support of the elderly. Many of the techniques listed are dependent on the degree of initiative and involvement on the part of elderly persons and neighborhood residents. A strong organizational structure is needed to foster a spirit of community involvement and cooperation. In addition, the housing of elderly in the neighborhood would improve if there were a major effort and commitment for the adaptive reuse of the Shawnee Elementary School for elderly housing.

(6) Recommendation: Provide additional and rehabilitate existing multi-family rental property throughout the neighborhood.

There appears to be a need for additional multi-family housing units in the Shawnee neighborhood. There are several vacant sites throughout the neighborhood that could accommodate new multi-family structures. The Shawnee Elementary School building is also available for adaptive reuse and would be well-suited to elderly housing. This plan recommends that available resources be directed toward filling the need for multi-family housing units in the neighborhood.

Implementation of this recommendation could be accomplished by:

- a) pursuing rehabilitation through a neighborhood organization with special consideration for the most deteriorated multi-family buildings.
- b) forming a cooperative organization to undertake rehabilitation with a great operating efficiency.
- c) supporting rehabilitation ventures of private developers and contractors through use of tax incentives and Kentucky Housing Corporation financing.
- d) rehabilitating multi-family structures for elderly use through HUD elderly programs and possibly through the HUD Section 8 program for private developers and contractors.
- e) continuing to hold property owners responsible for deteriorated multi-family structures through code enforcement, environmental ordinance enforcement and the eventual referral of cases to the City Law Department.
- f) developing two to three-unit stepped-back residential structures at single sites, where appropriate.
- g) acquiring vacant or abandoned homes through the Urban Land program and selling them back to a neighborhood housing organization to rehabilitate and reuse as rental property.

Participants: The major participant in the implementation of this recommendation would be a neighborhood housing corporation or organization which could rehabilitate dilapidated and/or vacant multi-family structures. A neighborhood group could keep a listing of deteriorated and vacant structures and contact possible developers and contractors for redevelopment. A neighborhood organization could also pursue funding for the application of innovative techniques to be utilized in rehabilitation. The formation of a possible neighborhood housing

cooperative could allow groups of residents or an extended neighborhood housing organization to undertake additional rehabilitations. Property owners would still be liable for the condition of properties, and could be held accountable through Code Enforcement, the environmental ordinance, fines and Urban Land pursuit-of-acquisition measures.

Resources: The neighborhood housing organization has as a resource the potential to redefine itself as a cooperative venture to involve resident investment and skills. As a business, this cooperative venture could make a "profit" to be recycled, rather than being a public liability. The neighborhood organization has as a resource the potential to evolve into a much stronger structure to involve the residents more quickly and pursue more realistic and resourceful avenues for accomplishment of goals. Private developers and contractors are potential resources for undertaking new construction and rehabilitation. The owners of deteriorated multi-family structures are presently held liable for the conditions of their structures and are thus a potential resource. The Shawnee Elementary School is also available for adaptive reuse and is a good potential site for elderly multi-family housing.

Implementation: While soliciting developers and contractors to develop and redevelop units in the neighborhood is a possible immediate step, it may be difficult to keep the cost of rehabilitation low enough to be affordable. It is possible that the residents themselves could apply their own skills, time and money to upgrade structures. The Community Development program is not funding some programs in Shawnee as much as in the past. Neighborhood residents could multiply their resources by effectively organizing and by utilizing their own capacities to work and contribute physically to their neighborhood.

(7) Recommendation: Develop an awareness of exterior maintenance, house painting and repair.

Houses, if properly maintained, could last almost indefinitely. The houses in Shawnee, averaging about 40 years in age, are of sound construction and should not drastically deteriorate as long as they are properly maintained. In 95% of the emergency repair cases, New Directions has found that the problem was a result of water damage. If proper routine maintenance and repair work were done, these problems might be avoided. Extensive repair and housing decline need not be the usual situation. Painting, tarring and patching roofs of a house keeps water out. Fixing leaky pipes prevents expensive water damage to the structure and the flooring below. Cleaning gutters protects the layers of the wall. The cost of maintenance is much less than the cost to rehabilitate a house after extensive damage caused by neglect. Small repairs and even yard maintenance can significantly increase the owner's equity in the property. This plan recommends that the essentials of housing maintenance and repair be brought to the attention of homeowners through campaigning and other techniques.

Implementation of this recommendation could be accomplished by:

- a) initiating a neighborhood maintenance awareness campaign using technical assistance and educational pamphlets to educate residents about what problems to look for and how to repair them.
- b) sending brochures to offending homeowners.
- c) keeping a listing of poorly maintained properties.
- d) encouraging cooperation among residents.

Participants: The residents themselves would be responsible for promoting awareness among each other, as well as a continued effort by a neighborhood organization. A neighborhood housing corporation might provide assistance for this effort. The Code Enforcement agency might also provide assistance on repair work. New Directions may contribute to this effort.

Resources: The residents would be responsible for doing the work themselves. A neighborhood organization could possibly use some funds for printing from their operating funds and have a staff worker act as editor for pamphlets. Information might be gathered from Code Enforcement officials, rehabilitation officers, New Directions and other sources.

Implementation: It would take a concerted effort from a neighborhood group to effectively write, illustrate and gather ideas for pamphlets and flyers. Pamphlets could also explain the costs of maintenance as opposed to the potential costs of extensive rehabilitation, a discussion on the causes of housing deterioration and the benefits of undertaking routine maintenance. It should also list resources. It could also include information from Code Enforcement officials, rehabilitation officers or New Directions. Outside help may be required for illustration and seminars.

(8) Recommendation: Retain all existing residential resources wherever possible.

Shawnee is mainly a residential neighborhood. In inner-city neighborhoods it is common to see houses demolished due to physical neglect and be replaced with new commercial establishments or simply remain a vacant lot. Conversions of homes to non-residential uses is often done. These actions can become a trend in an area once a precedent is established.

It is the recommendation of this plan that existing residential resources be retained where possible and that housing decline, blight or intensive strip commercial development be prevented. Although this recommendation is more general than preceding recommendations, because housing is perceived as such an important aspect of the Shawnee area it is critical that housing be retained and upgraded. This recommendation addressed that concern.

Implementation of this recommendation could be accomplished by:

- a) retaining residential units above commercial establishments and between commercial uses.
- b) retaining residential uses along alleys and side streets, utilizing alley housing and carriage houses.
- c) allowing the conversion to duplex or multi-family usage of very large houses which have become uneconomical to maintain or heat.
- d) reusing vacant and boarded housing throughout the neighborhood, especially multi-family structures.
- e) limiting demolitions of residential structures.
- f) organizing residents to review and support, through petition and public hearings, neighborhood housing issues where necessary.
- g) devising graphic concepts representative of the type of development acceptable for specific areas in the neighborhood, to use as a standard to evaluate new development against.

Participants: A neighborhood organization could promote this recommendation as a neighborhood issue and become active in its implementation. Decisions on the appropriateness of housing activity should be based on whether the action (demolition/-conversion/construction) would enhance residential conditions in the neighborhood or detract, also considering that a neighborhood requires more than houses. The City of Louisville, the Board of Aldermen, the Louisville and Jefferson County Planning Commission, the Landmarks Commission, the Department of Public Works and other City agencies should consider this recommendation when exercising judgement over matters affecting the neighborhood.

Resources: A neighborhood organization should keep abreast of pending decisions and should promote sound judgments based on enhancement of the residential character of the area. The

neighborhood residents should be organized to support issues, when necessary, through petitions and at public hearings. A neighborhood group may also prefer to keep graphic concepts representative of the type of development they would like to see for specific areas of the neighborhood.

Implementation: Sometimes due to extreme deterioration, not all houses can always be salvaged even though they once were valuable aspects of the neighborhood. It is necessary to prevent this from occurring by taking greater care in routine maintenance and repair. Occasionally, even though neighborhood consensus agrees to retain all existing residential resources, circumstances lead to housing demolitions. Further, even though the residential qualities of Shawnee are most important sometimes mixed uses are complementary and necessary to support residential vitality. A balance of uses may be required in some areas. However, the overall residential qualities of Shawnee are most important for survival of the neighborhood.

E. PRIORITIES FOR IMPLEMENTATION

1. HOUSING PRIORITIES

This portion of the plan examines priorities for the implementation of the housing recommendations. Housing is probably the most important physical resource in the Shawnee neighborhood. Maintenance and upkeep of housing are critical and important aspects of the area that need to be addressed. Without a viable and well-maintained housing stock, the Shawnee area will not be able to remain a strong neighborhood. Because of the urgency of implementing certain actions, some housing techniques should be given immediate attention.

A decrease in programs and funding in Shawnee seems evident by recent actions of the City. The City also feels that neighborhood groups need to become self-sufficient. The preservation of a functional neighborhood organization, the continuation of the Task Force and the maintenance of housing are presently at stake. Some actions seem critical for the survival of Shawnee.

An overall intent of this plan is the preservation, maintenance, improvement and rehabilitation of housing in the Shawnee neighborhood. The recommendations attempt to reach this goal. The housing recommendations were examined in light of various factors to determine which recommendations achieve certain aspects of the plan. This examination is summarized in the chart below. An "X" indicates that the recommendation seems to satisfy the condition stated.

HOUSING RECOMMENDATIONS

	Promotes resident self- support	Little funding required	Easy to Implement	Befits much of the neigh.	Ranked High by the Plann. Committee
1. Establish a strong resident organization for neighborhood housing programs and projects.	X	X		X	X
2. Initiate an on-going neighborhood housing repair and rehabilitation program.	X			X	X
3. Insure interim maintenance of vacant buildings.	X			X	
4. Promote weatherization of existing housing.	X		X	X	
5. Encourage repair of homes owned by the elderly.	X		X		
6. Provide additional and rehabilitate existing multi-family rental property throughout the neighborhood.	X				
7. Development an awareness of exterior maintenance, house painting and repair.	X	X	X	X	X
8. Retain all existing residential resources whenever possible.		X		X	X

2. IMMEDIATE ACTIONS/COMMUNITY PRESERVATION

The Shawnee Task Force, now funded entirely by Community Development, may not be funded after Fiscal Year 1983. For the neighborhood to preserve itself as a functional community, self-help organizations are an immediate necessity. There is a need to begin a process to make the Shawnee Task Force, or any other neighborhood based organization, a self-sufficient operation. Funding for neighborhood programs and projects will probably be less plentiful in the future than at present. The neighborhood must expend all of its energy in the immediate implementation of projects that will lead toward producing income, fostering self-help, establishing a self-sustaining organization and addressing housing problems. One housing recommendation seems to be most appropriate to accomplish this end.

- (1) Recommendation: Establish a strong resident organization for neighborhood housing programs and projects.

Neighborhood organization is the most immediate step necessary to insure the preservation of the community. Accomplishment of this goal will be essential to the neighborhood's ability to work, cooperate and become involved for the benefit of themselves and their own community. It is necessary to provide an organizational structure within which residents can be more immediately involved.

3. SECONDARY ACTIONS

The following two housing recommendations are very-high priority items for implementation. They are not, however, critical to the immediate survival of neighborhood organizations. However, they are extremely important for the maintenance of the housing in Shawnee.

- (2) Recommendation: Initiate an on-going neighborhood housing repair and rehabilitation program.

This recommendation is essential to transform the neighborhood from one of dependence on outside resources to one of self-reliance and resourcefulness. There are many ways a neighborhood can develop this independence by developing their own inner resources. This recommendation serves to emphasize more efficient organization and greater productivity from existing and proposed neighborhood operations, using stricter business practices, making use of capable workers within the neighborhood and employing as many cooperative, self-help and sweat-equity techniques as possible to develop greater economic and social control over the neighborhood.

- (7) Recommendation: Develop an awareness of exterior maintenance, house painting and repair.

Addressing housing decline due to continued maintenance deferral is one of the highest priorities for housing in the Shawnee neighborhood. The more houses that can be kept from eventual deterioration, the less rehabilitation will be necessary. Much of the achievement of this recommendation depends on a change of attitude of residents and an awareness of the real causes of deterioration and the need for routine maintenance.

4. PRIORITIES OF THE PLANNING COMMITTEE

Planning Committee members were requested to rank the housing recommendations that they felt were the most important or had the greatest need for implementation. All of the recommendations were considered, however, the Committee was asked to list only the top four that they considered to be most important to the plan's implementation.

The overwhelming concern of the Planning Committee was that an organization be established to address housing problems and that an on-going program for repair of housing be started. The Committee ranked the first two housing recommendations listed below well above the remainder.

The top four priority housing recommendations of the Shawnee Planning Committee are presented below in order of priority.

- (2) Recommendation: Initiate an on-going neighborhood housing repair and rehabilitation program.
- (1) Recommendation: Establish a strong resident organization for neighborhood housing programs and projects.
- (8) Recommendation: Retain all existing residential resources wherever possible.
- (7) Recommendation: Develop an awareness of exterior maintenance, house painting and repair.

Table III-3 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 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.

FIGURE III-1: CONDITION OF STRUCTURES

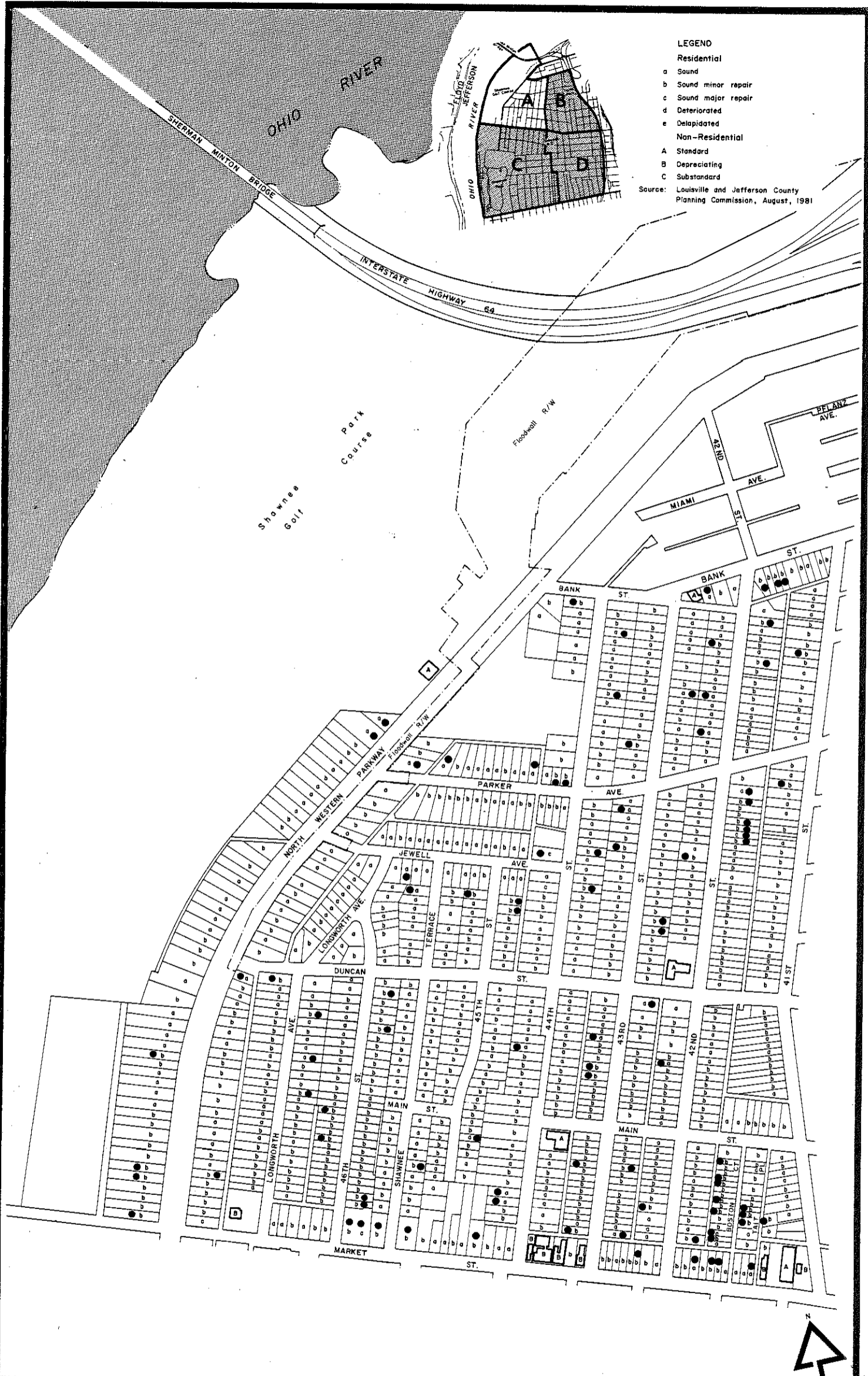
Table III-3 Definitions of Structural Classifications

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 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.
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- 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.



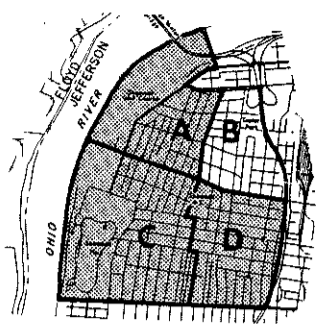
SHAWNEE NEIGHBORHOOD
 Louisville and Jefferson County
 Planning Commission

CONDITION OF STRUCTURES
 AUGUST, 1981

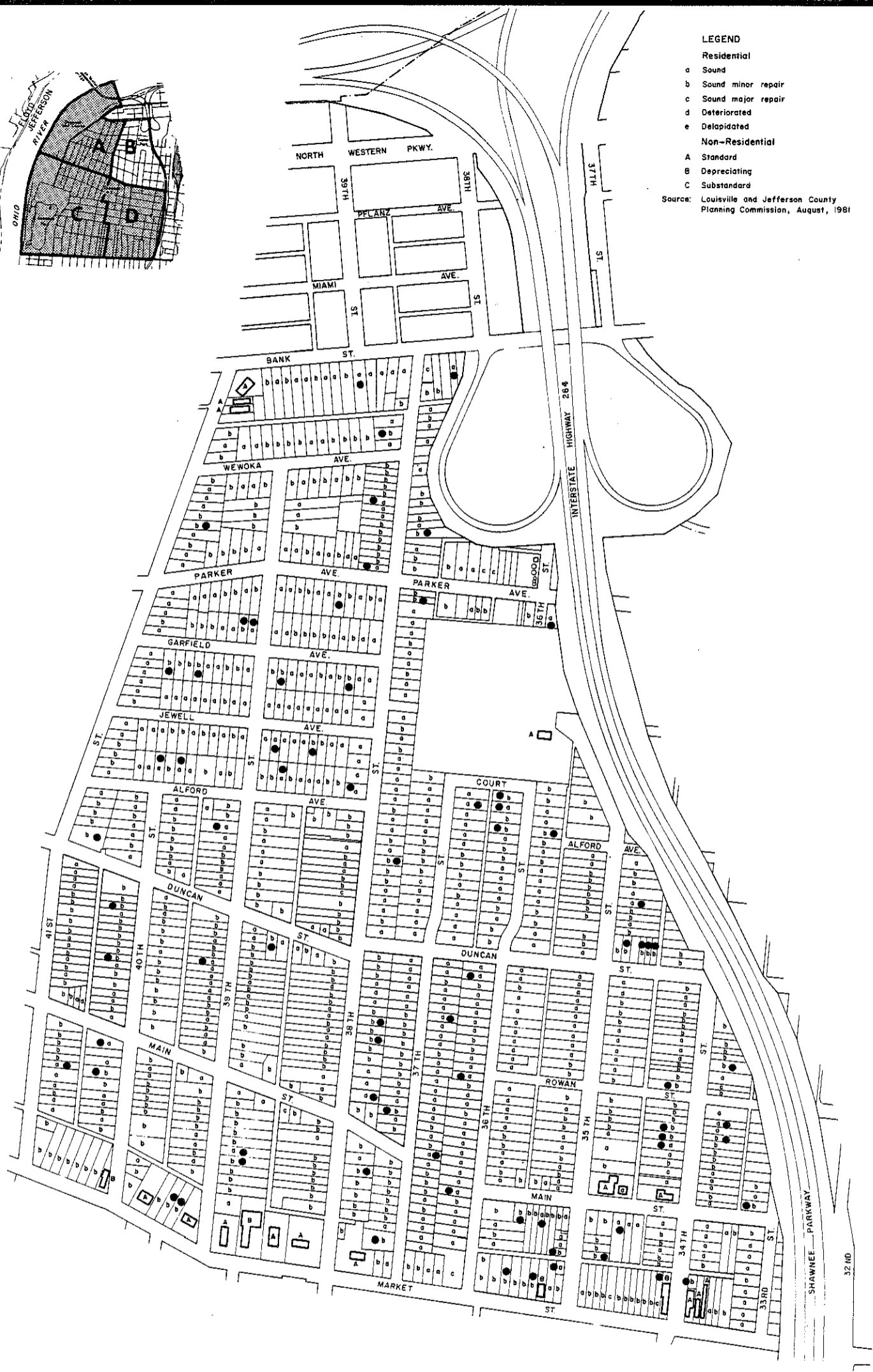
sheet A

0 200 400 600 feet
 0 1/16 mile 1/8 mile

Figure III-1

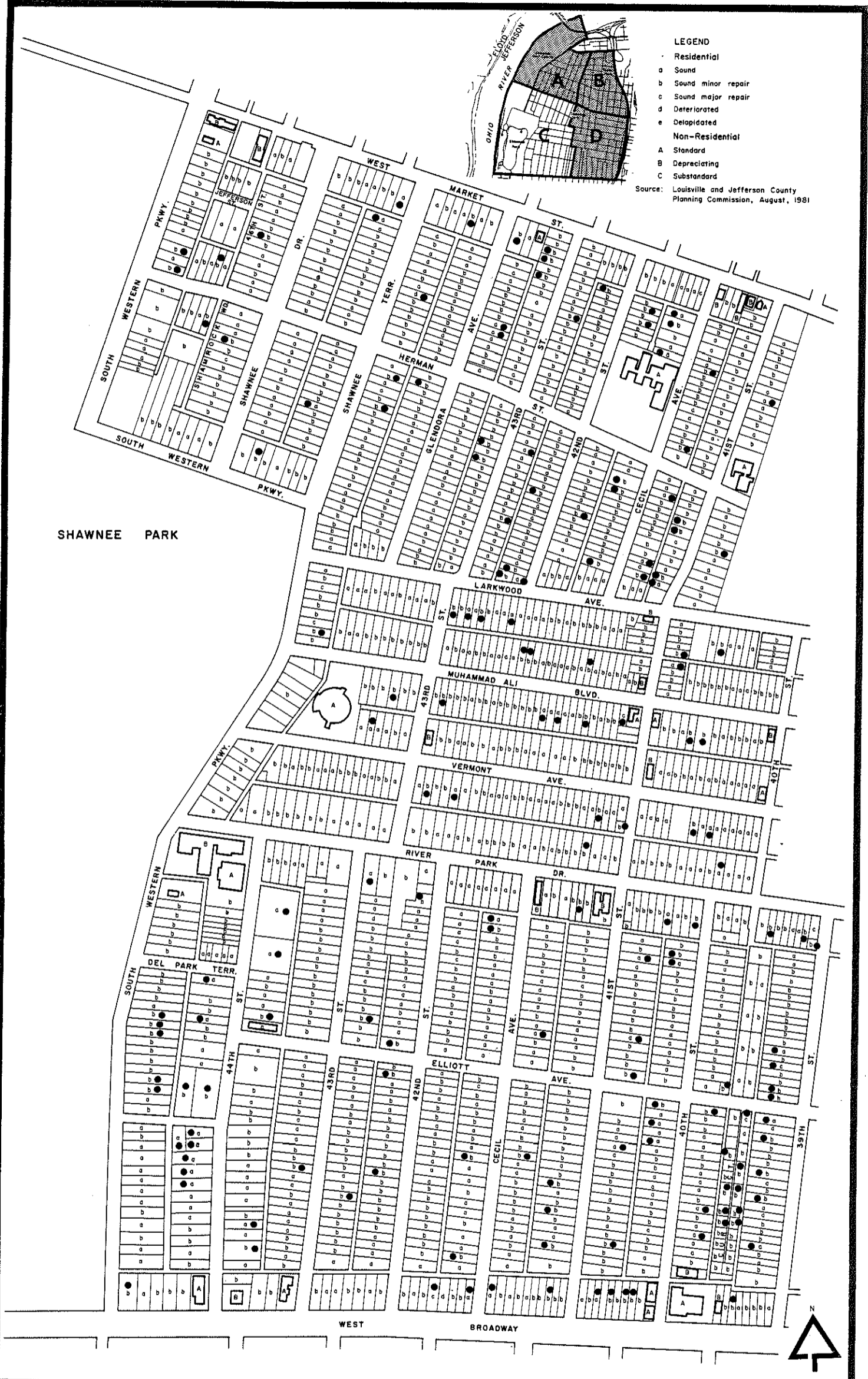


- LEGEND**
- Residential**
- a Sound
 - b Sound minor repair
 - c Sound major repair
 - d Deteriorated
 - e Delapidated
- Non-Residential**
- A Standard
 - B Depreciating
 - C Substandard
- Source: Louisville and Jefferson County Planning Commission, August, 1981



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



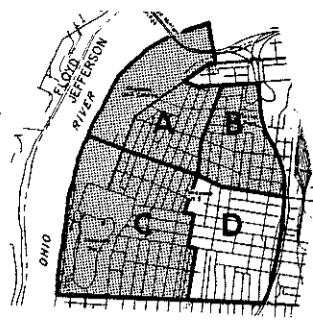


- LEGEND**
- Residential
 - a Sound
 - b Sound minor repair
 - c Sound major repair
 - d Deteriorated
 - e Delapidated
 - Non-Residential
 - A Standard
 - B Depreciating
 - C Substandard

Source: Louisville and Jefferson County Planning Commission, August, 1981

SHAWNEE PARK





LEGEND

Residential

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

Non-Residential

- A Standard
- B Depreciating
- C Substandard

Source: Louisville and Jefferson County Planning Commission, August, 1981

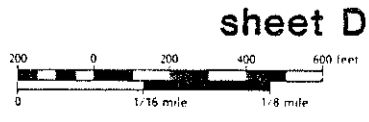


● Renter occupied units-- Residential lots with this symbol are owned by persons whose mailing addresses, from Tax Assessor's records, are other than the properties shown.



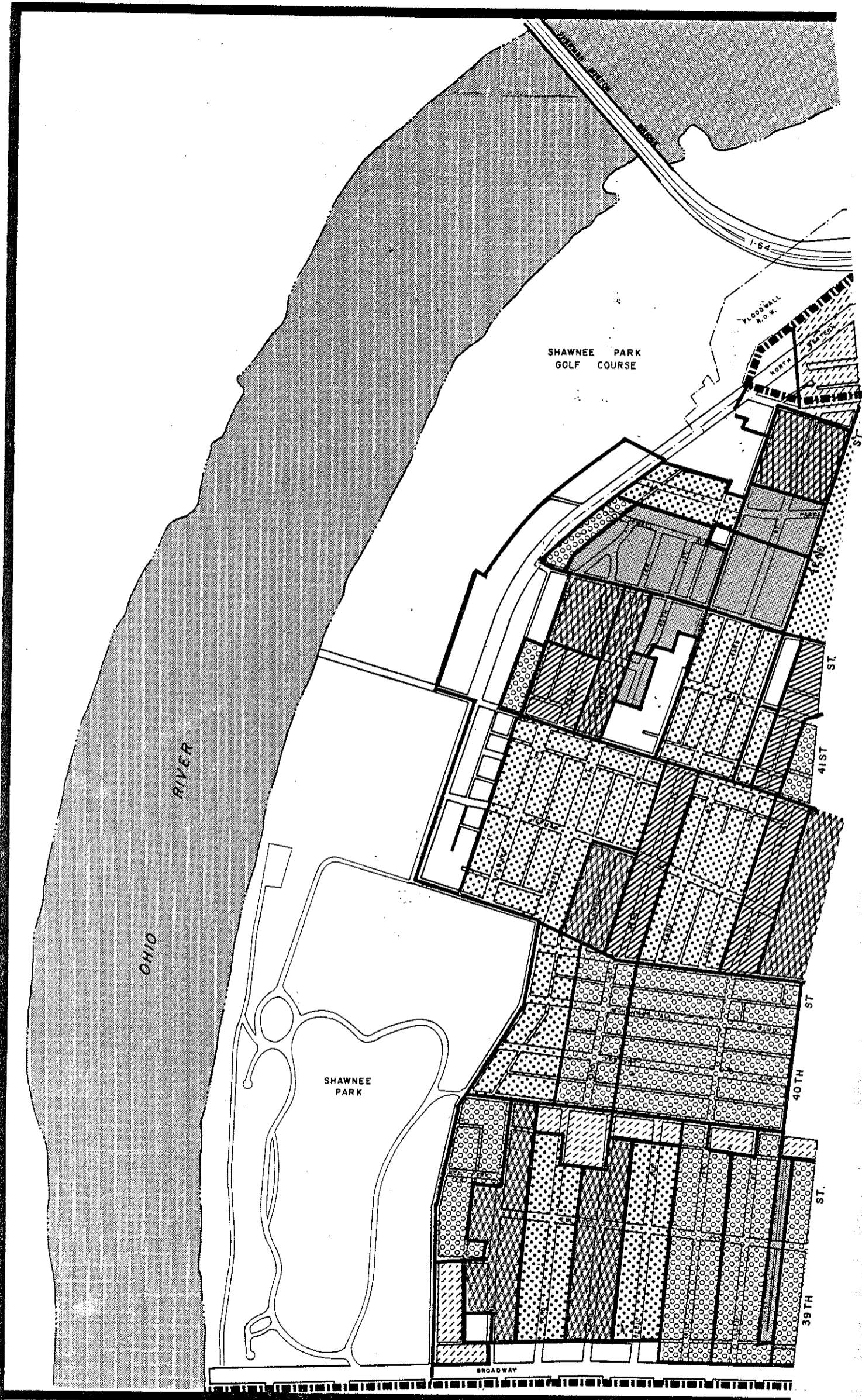
SHAWNEE NEIGHBORHOOD
Louisville and Jefferson County Planning Commission

CONDITION OF STRUCTURES
AUGUST, 1981

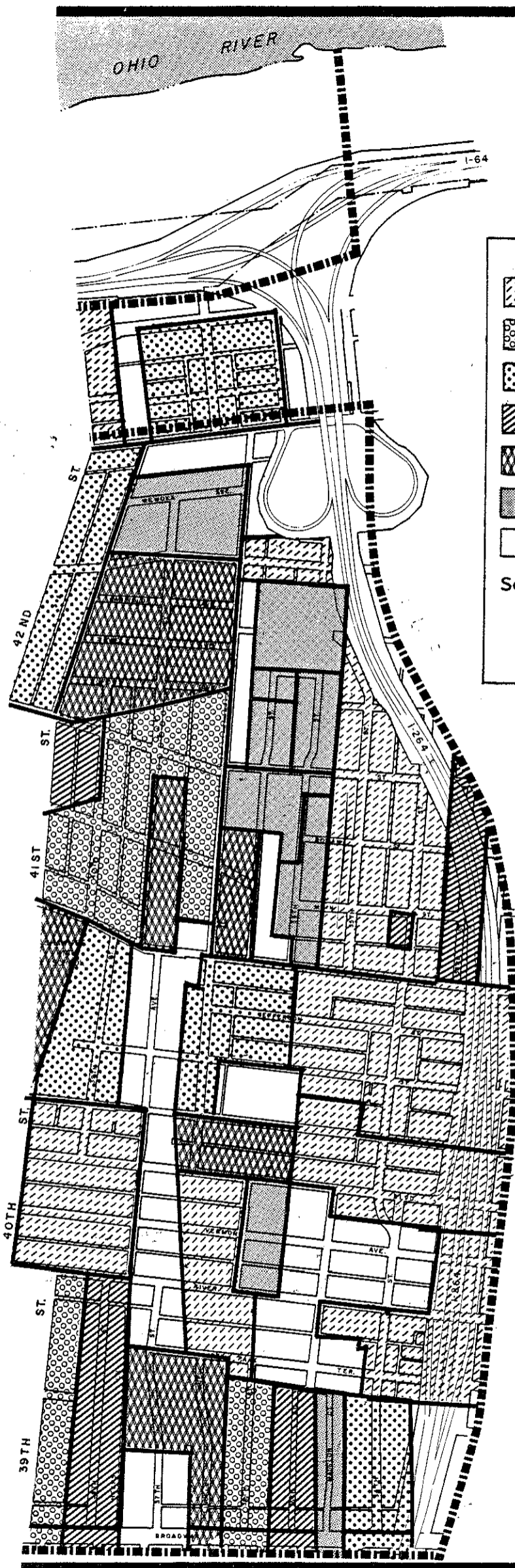


sheet D








Figure III-1



SUBDIVISION HISTORY



LEGEND

-  Pre - 1905
-  1906 - 1910
-  1911 - 1915
-  1916 - 1920
-  1921 - 1925
-  1926 and Up
-  No Date Available

Sources: Louisville and Jefferson County Planning Commission, 1982
 Preservation Alliance, Louisville Survey West, April, 1977



**SHAWNEE
NEIGHBORHOOD**

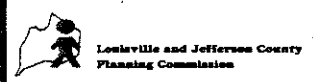
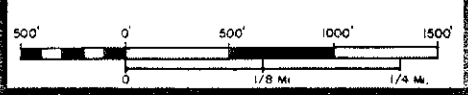
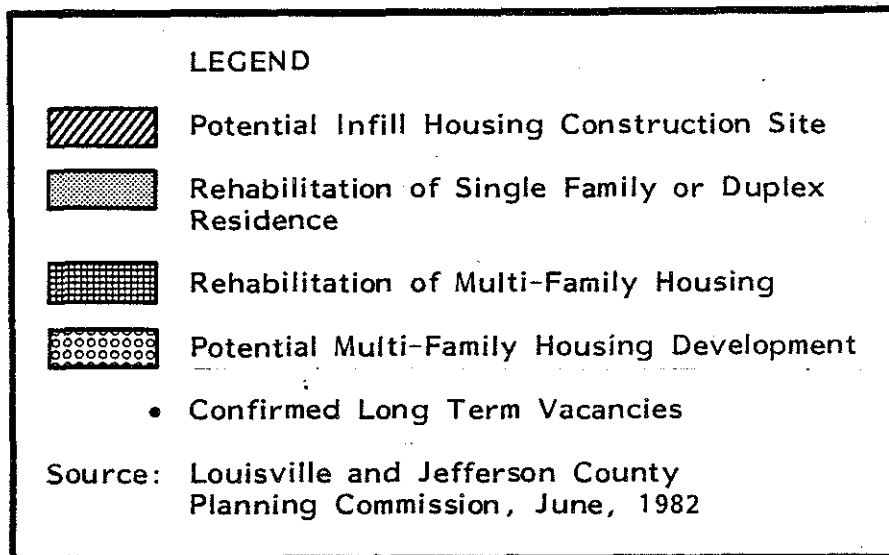


Figure III-2

FIGURE III-3: HOUSING OPTIONS



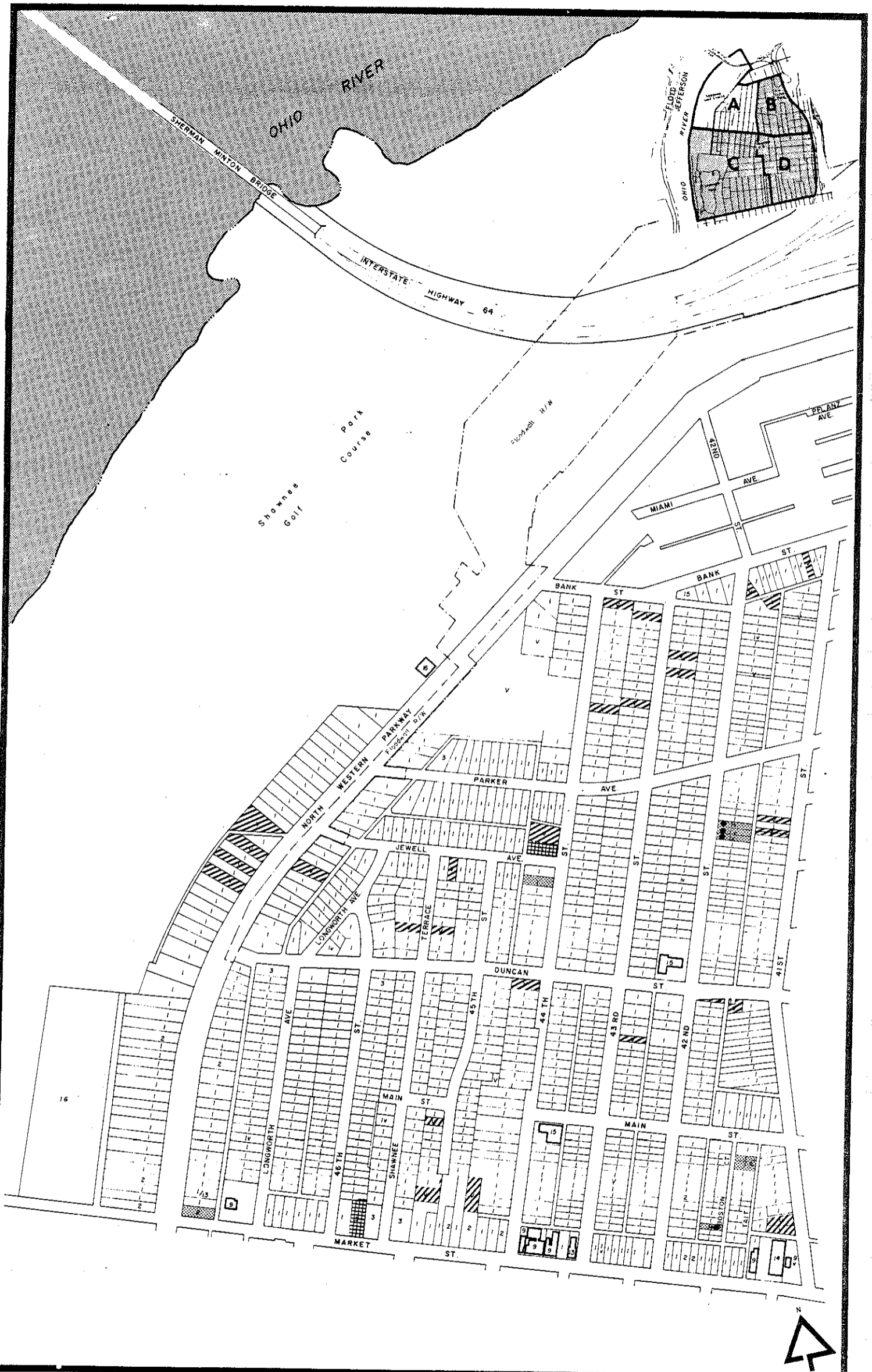
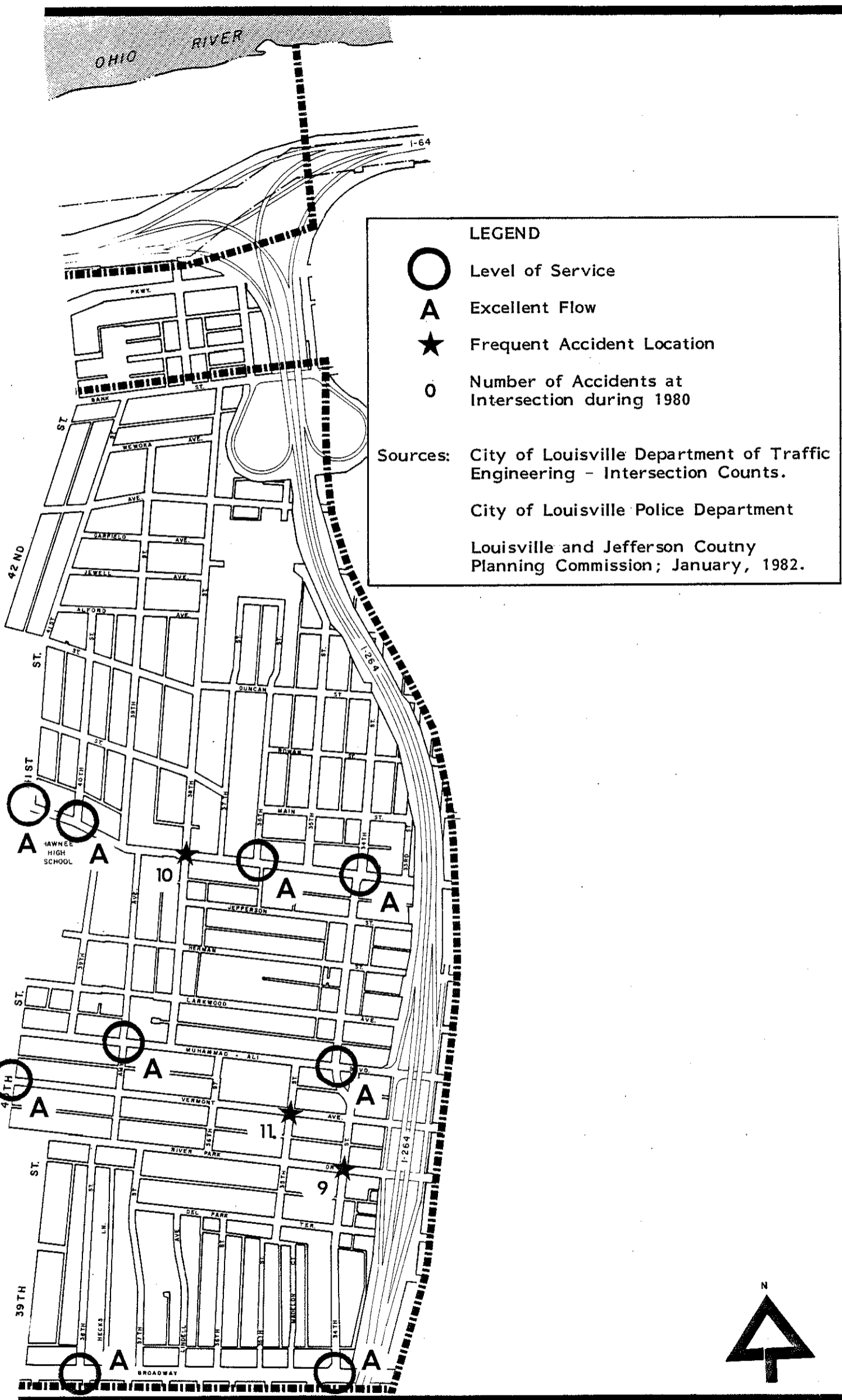


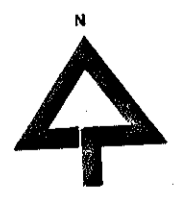
Figure III-3



LEGEND

- Level of Service
- A Excellent Flow
- ★ Frequent Accident Location
- 0 Number of Accidents at Intersection during 1980

Sources: City of Louisville Department of Traffic Engineering - Intersection Counts.
 City of Louisville Police Department
 Louisville and Jefferson County Planning Commission; January, 1982.



SHAWNEE NEIGHBORHOOD

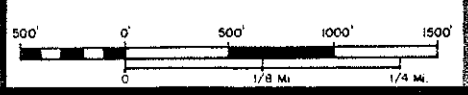
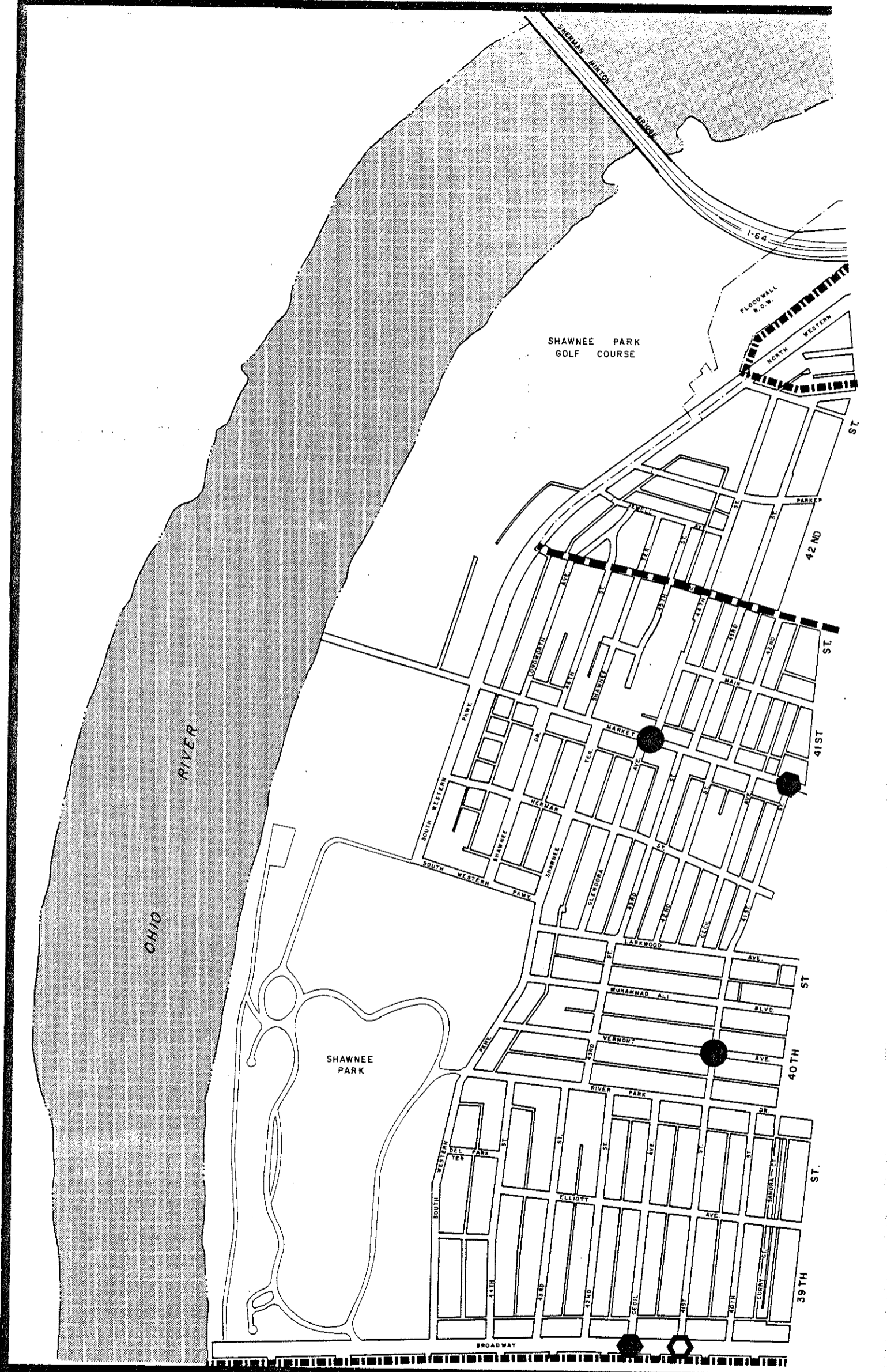









Figure II-4



**TRANSPORTATION
RECOMMENDATIONS**

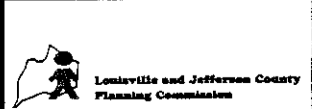
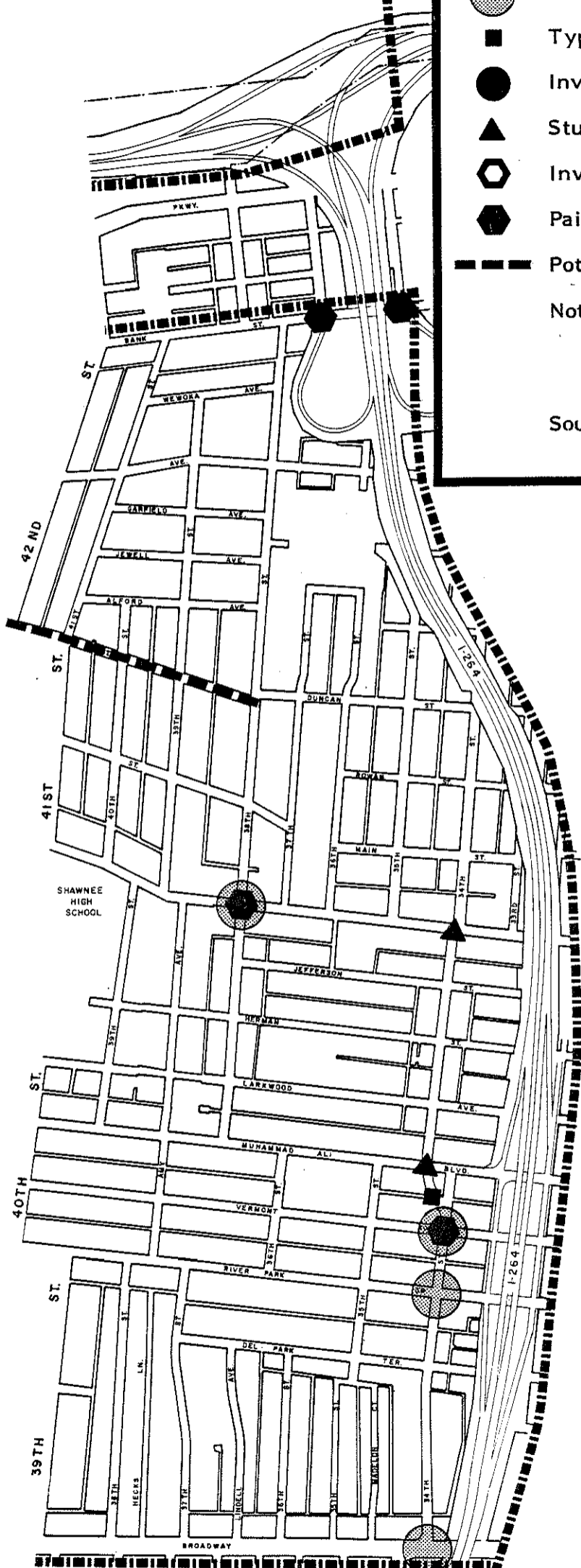
OHIO RIVER

LEGEND

-  Traffic Safety Improvements
-  Type II or III Object Marker
-  Investigate Need for Bus Shelter
-  Study Need for Walk-Don't Walk Signals
-  Investigate Existing Traffic Signal Timing
-  Paint Pedestrian Crosswalk
-  Potential Bike Route

Note: Recommended Improvements for Vehicular Parking Related to Commercial Areas are listed in the Economic Development Section

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



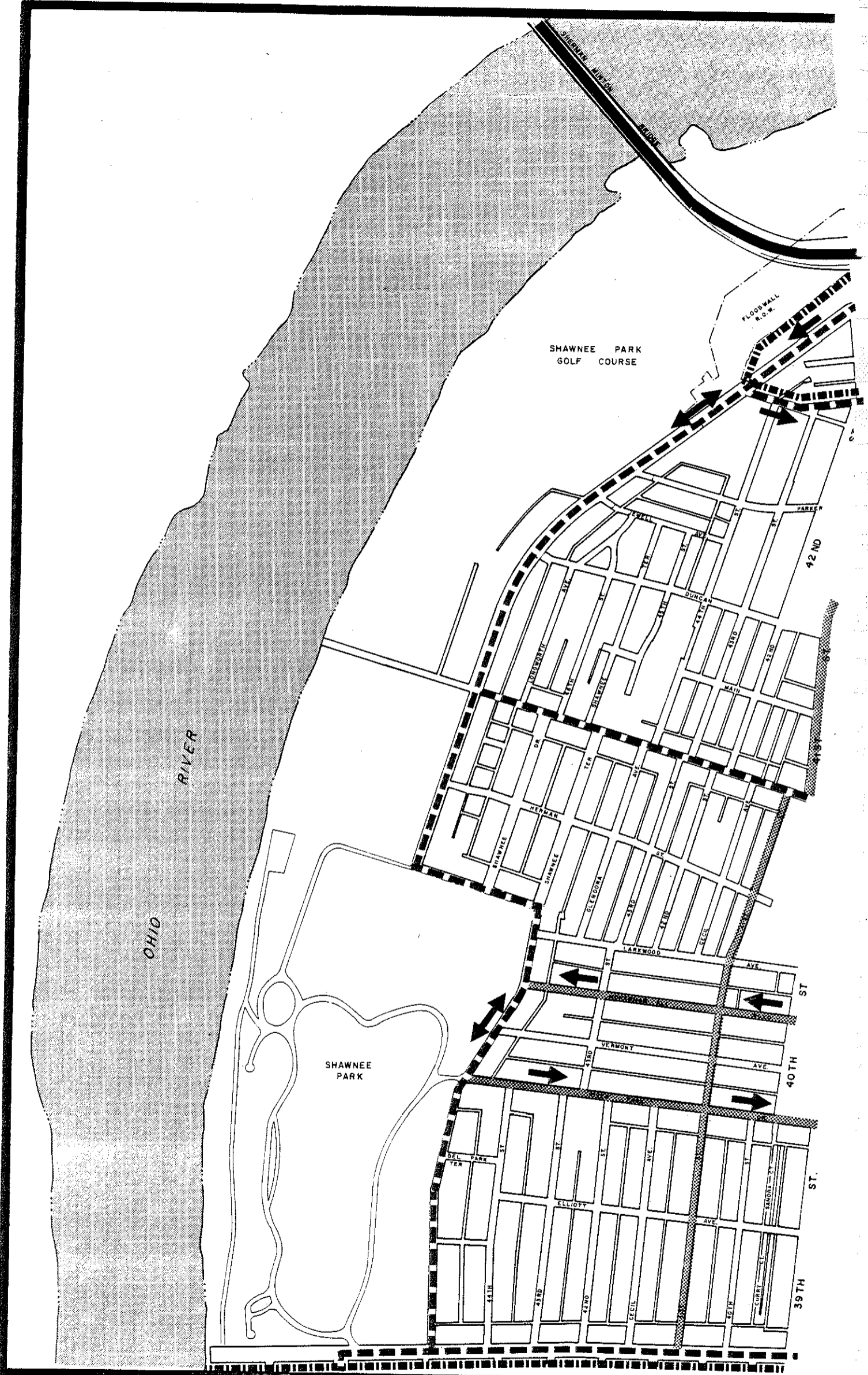
SHAWNEE NEIGHBORHOOD



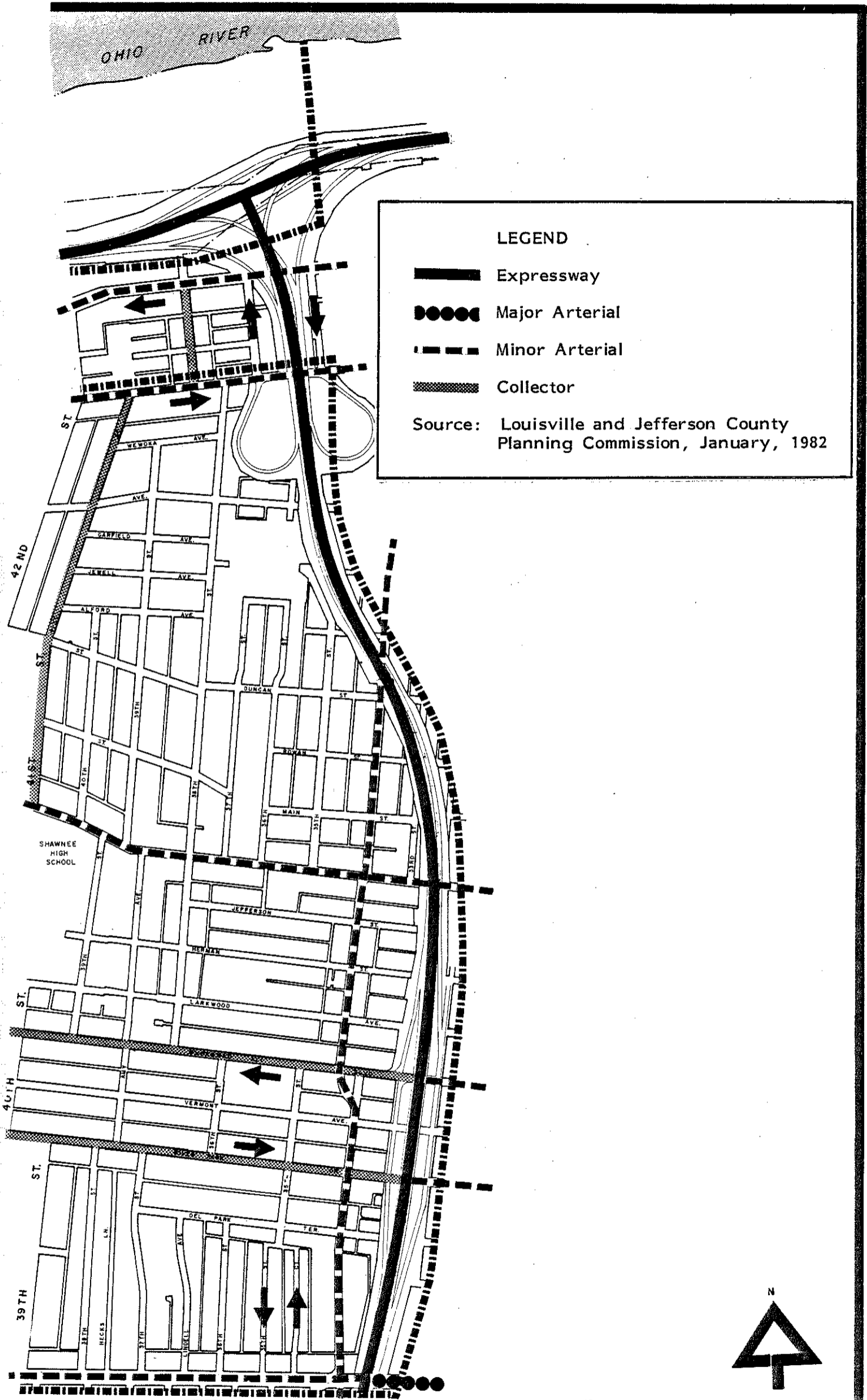
Figure II-5

FIGURES...





TRANSPORTATION



**FUNCTIONAL STREET CLASSIFICATION
and TRAFFIC FLOW**



LEGEND

-  Expressway
-  Major Arterial
-  Minor Arterial
-  Collector

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

SHAWNEE
NEIGHBORHOOD

 Louisville and Jefferson County Planning Commission

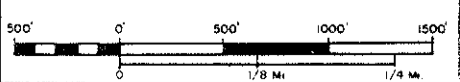
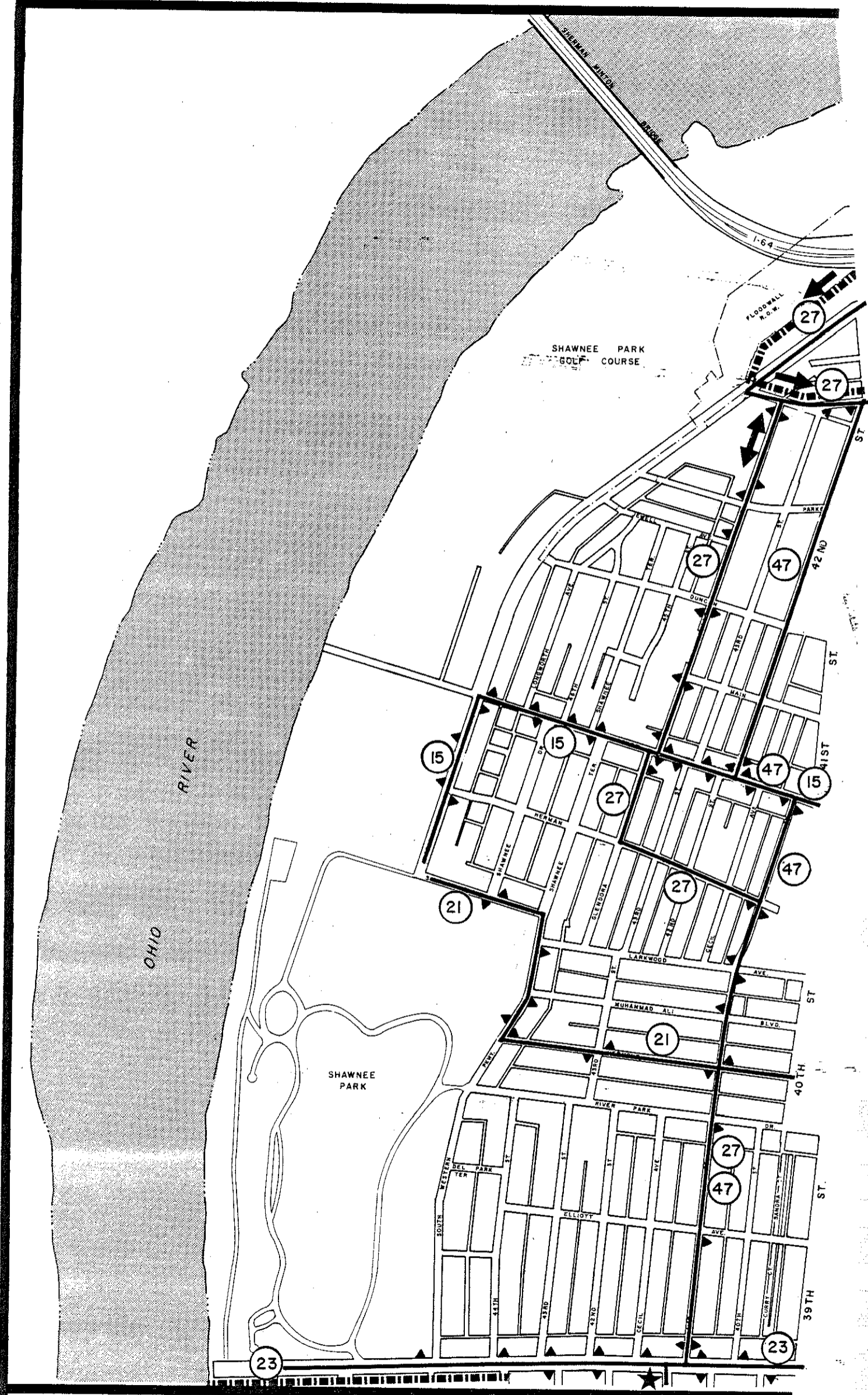


Figure II-1



TARC ROUTES

OHIO RIVER

I-64

47

27

27





15

21

23

SHAWNEE HIGH SCHOOL

LEGEND


-  Tarc Routes
-  Route Identification Number
-  Bus Stops
-  Shelter

Routes Serving the Shawnee Neighborhood:

- 15 Market Street
- 21 Chestnut Street
- 23 Broadway
- 27 Hill Street
- 47 42nd Street G.E. Express

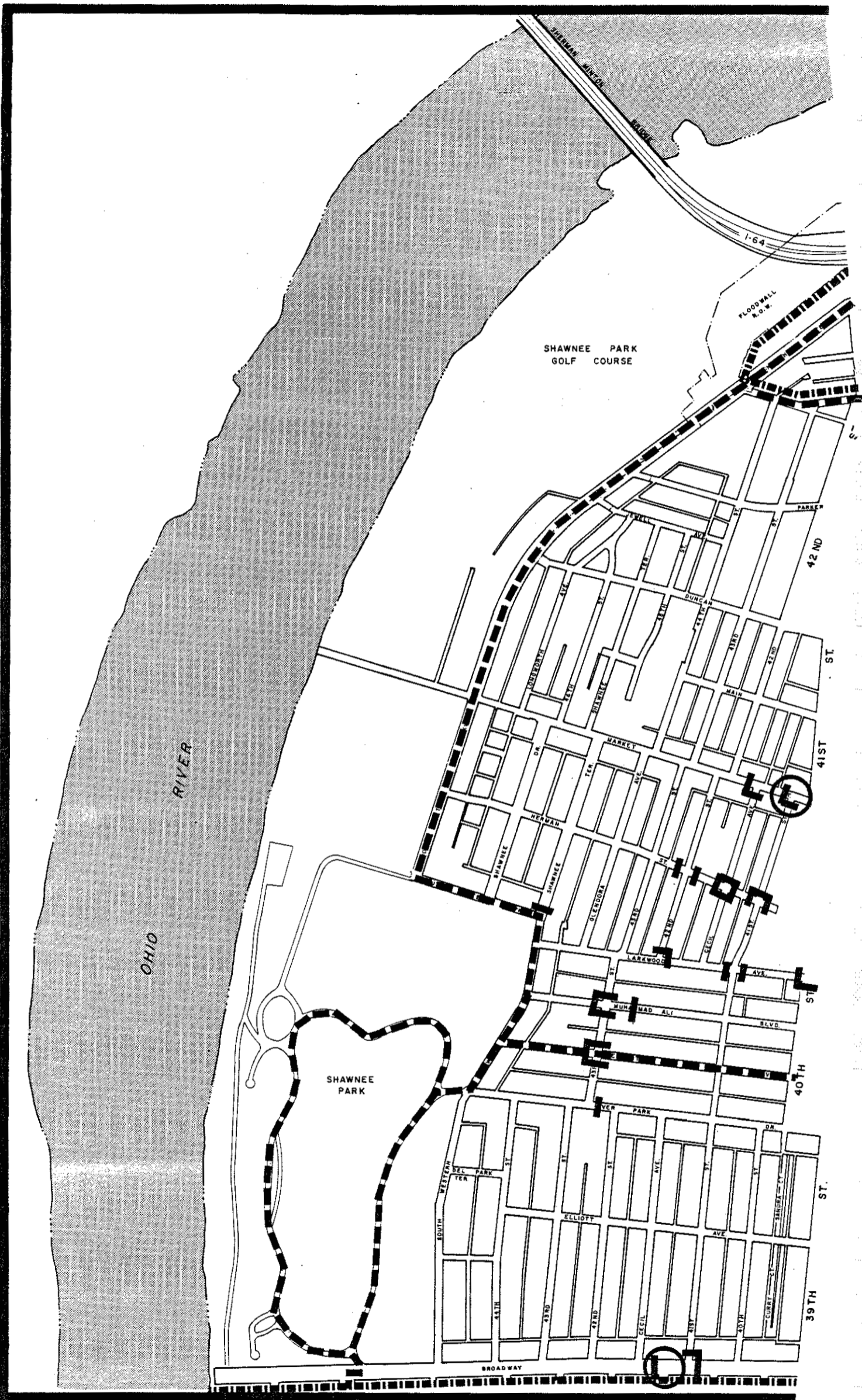
Source: Transit Authority of the River City, Transit Map of Greater Louisville; October, 1981.



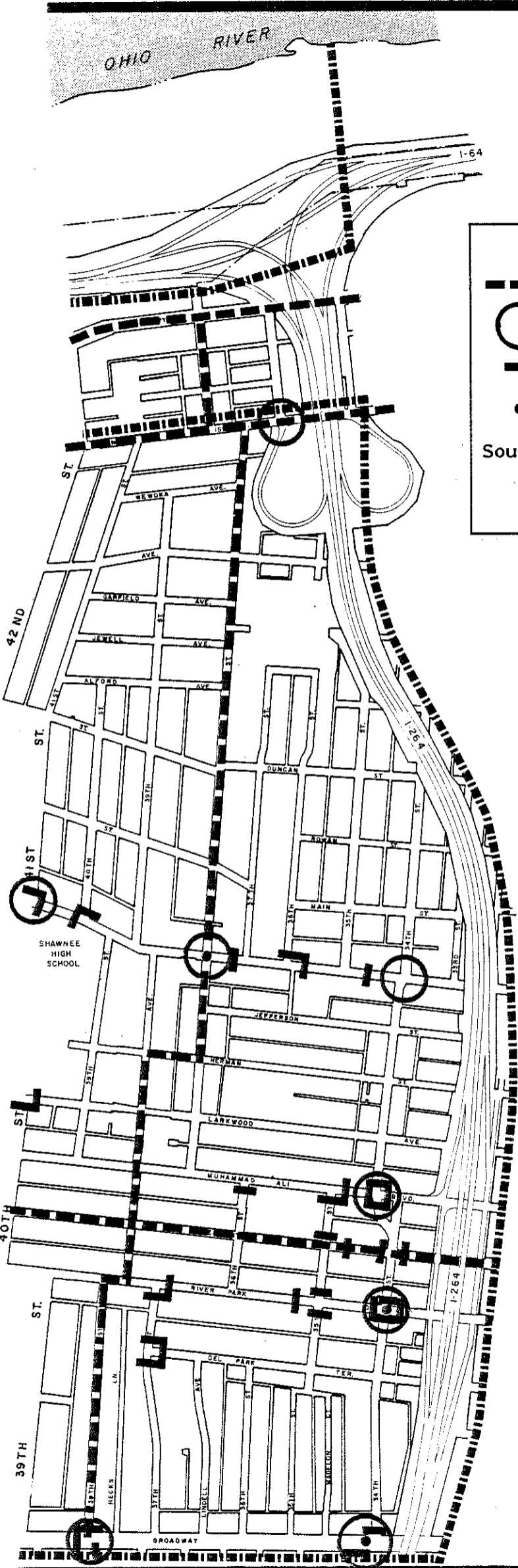
 Louisville and Jefferson County Planning Commission

SHAWNEE NEIGHBORHOOD





Figure II-2



BIKE ROUTES and PEDESTRIAN FACILITIES



LEGEND

-  Class III Bike Route
-  Signalized Intersection
-  Painted Crosswalks
-  Walk/Don't Walk Signals

Sources: Louisville and Jefferson County Planning Commission, August 1981.
KIPDA, Bikeways Plan. 1977.

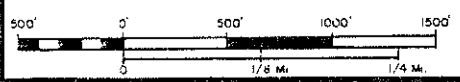
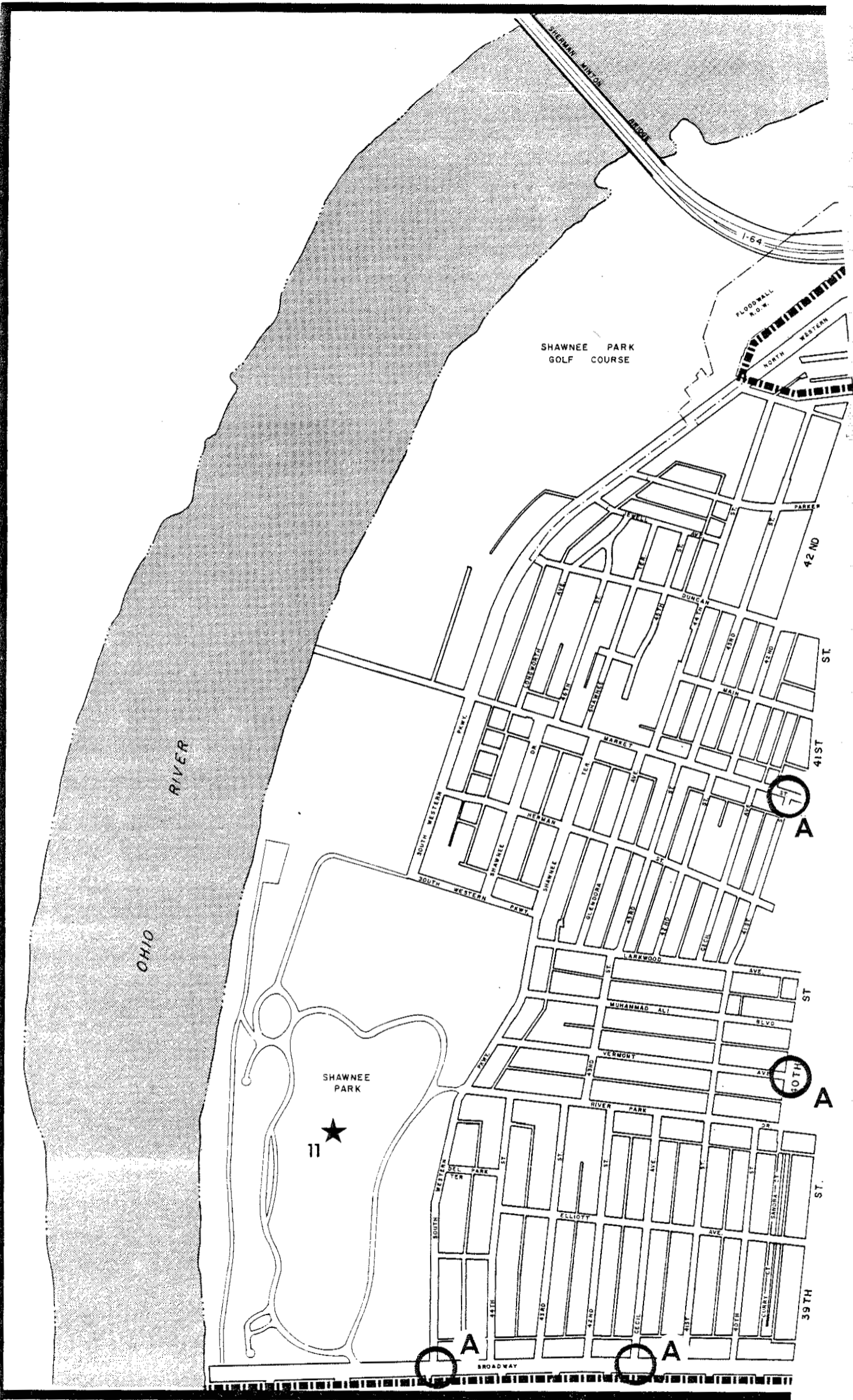


Figure II-3



**INTERSECTION ADEQUACY
and FREQUENT ACCIDENT LOCATIONS**

FIGURE IV-2: COMMERCIAL USES

▲ Service

1. Hawkins Barber Shop	519 So. 34th Street
2. Automotive Service Center	445 No. 41st Street
3. Citizens Fidelity Bank	214 Amy Avenue
4. Swiss Cleaners & Laundry	216 Amy Avenue
5. Deluxe Janitor Service	4100 Bank Street
6. Travis and Sons Funeral Home	3237 W. Broadway
7. Big Boy Cleaners	3400 W. Broadway
8. H & R Block	3401 W. Broadway
9. Kathonia's Hair Styles	3404 W. Broadway
10. First National Bank	3405 W. Broadway
11. Plowshare Co-op Project	3625 W. Broadway
12. Ramsey's Dry Cleaners	3801 W. Broadway
13. Ernestine's Castle of Charms	3827 W. Broadway
14. Liz Beauty Boutique	3915 W. Broadway
15. Coronet Cleaners	4001 W. Broadway
16. Duncan's Beauty Shop	4145 W. Broadway
17. Bertha's Beauty Shop	4211 W. Broadway
18. Jerome Hutchinson & Associates	4307 Elliott Avenue
19. Shipley's Black Comb Beauty Shop	3319 W. Market Street
20. Continental Body Shop	3410 W. Market Street
21. Harris Realty Company	3600 W. Market Street
22. Jensen Realty Company	3708 W. Market Street
23. Taylor's Auto Service	3710 W. Market Street
24. Future Federal Savings & Loan Assoc.	3901 W. Market Street
25. Ruckers Auto Service	3937 W. Market Street
26. The Family Cleaning Center	4102 W. Market Street
27. Frank J. Wolking, Realtor	4314 W. Market Street
28. Ulrich Auto Service	3251 Muhammad Ali Blvd.
29. Curley Cue Beauty Shop	4000 Muhammad Ali Blvd.
30. R.P. Weaver, General Contractor	4100 Muhammad Ali Blvd.
31. Wood Brothers Roofing Company	3624 Parker Avenue
32. Auto Service Center	3239 River Park Drive
33. T.R. Brown Real Estate	3600 River Park Drive
34. Ebony Construction	3608 River Park Drive
35. Haynes Barber Shop	3808 River Park Drive
36. Five Star Cleaners	3923 River Park Drive
37. Catherine's Beauty Shop	4006 River Park Drive
38. Joetta's Coiffures	3621 Vermont Avenue
39. Vermont Beauty Salon	4240 Vermont Avenue

● Neighborhood

40. Herbs Cafe	121 So. 34th Street
41. T's Food & Lounge	301 So. 34th Street
42. Finley's Market	426 So. 34th Street
43. Realty Seven Six Corporation Liquors	509 So. 34th Street
44. Vermont Liquors	509 So. 34th Street
45. E & B Lounge	542 So. 34th Street
46. W & K Liquors	803 So. 34th Street
47. Club Cobra No. 1	689 So. 38th Street
48. 19th Hole Bar & Grill	439 No. 41st Street
49. P.C.P. Food Mart	441 No. 41st Street
50. Taylor Drug Stores	224 Amy Avenue
51. Winn-Dixie Food Stores	228 Amy Avenue
52. The Kroger Company	3115 W. Broadway
53. Super X Drugs	3127 W. Broadway
54. Druthers Restaurant	3312 W. Broadway
55. T.J. Liquors	3324 W. Broadway
56. Dimitros Fashion Shoppe	3401 W. Broadway
57. Long John Silver's Seafood Shoppe	3407 W. Broadway
58. Thirty Fourth St. Gateway	3419 W. Broadway
59. Wohleb's Bakery	3600 W. Broadway
60. Blanton's Liquors	3727 W. Broadway
61. Cecil & Broadway Food Mart	4132 W. Broadway
62. L & W Wig Boutique	3300 W. Market Street
63. Snare Liquors	3400 W. Market Street
64. J Food Mart	3401 W. Market Street
65. Mae's Whiz Restaurant	3406 W. Market Street
66. Kentucky Fried Chicken	3831 W. Market Street
67. Captain D's Seafood	3815 W. Market Street
68. F & F Liquors	4113 W. Market Street
69. Cantina Lounge	4114 W. Market Street
70. Full-line Markets	4205 W. Market Street
71. Zenobia's Place	4317 W. Market Street
72. Dinks Super Market	4614 W. Market Street
73. Cee-Jays Liquors	4621 W. Market Street
74. Jeans Tavern	3400 Muhammad Ali Blvd.
75. Monsour's Market	3400 River Park Drive

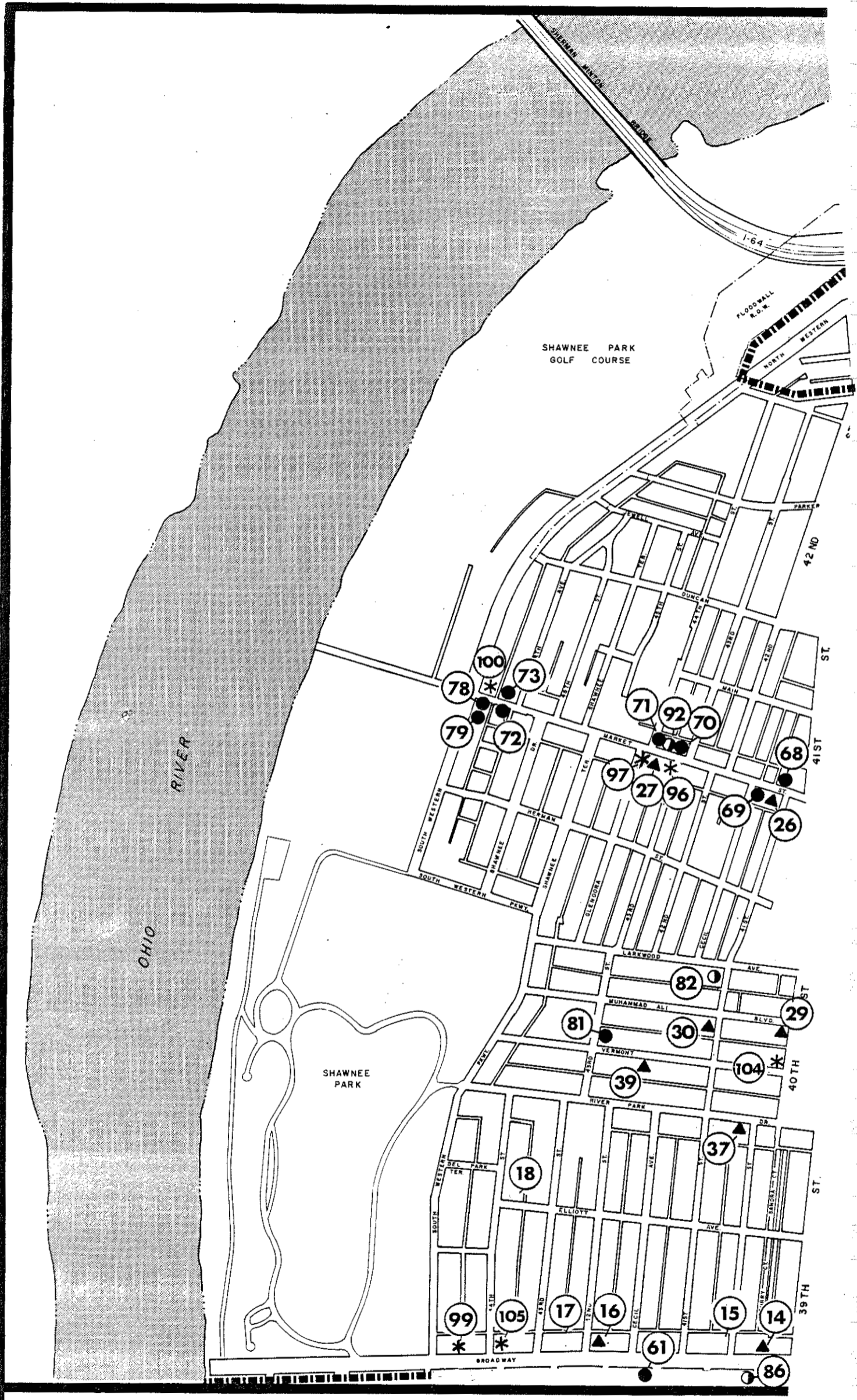
76. River Park Key Market	3801 River Park Drive
77. Roland & McFarland Liquors	3804 River Park Drive
78. House of Seven Cables	201 Southwestern Parkway
79. Dairy Del	207 Southwestern Parkway
80. Betty's Hot City Fun Center	3400 Vermont Avenue
81. Our Place Tavern	4233 Vermont Avenue

○ Regional

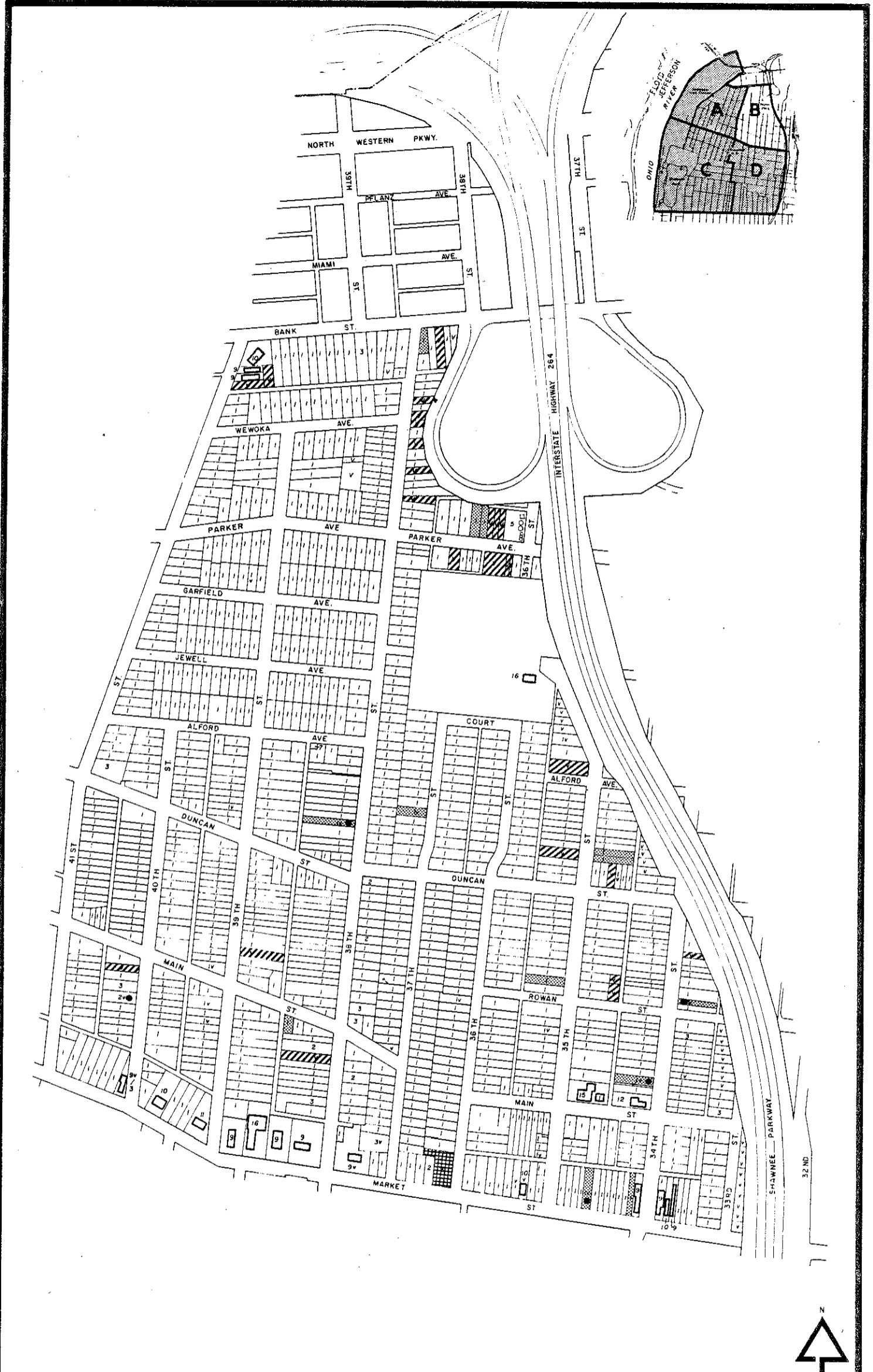
82. Smith & Sons Furniture Store	400 So. 41st Street
83. Broadway Furniture	3402 W. Broadway
84. Chevron Station	3410 W. Broadway
85. Thirty Fifth & Broadway Exxon Station	3501 W. Broadway
86. Gulf Service Station	4000 W. Broadway
87. Canova Hardware	3317 W. Market Street
88. Bonded Oil Company	3320 W. Market Street
89. United Television & Appliance	3321 W. Market Street
90. Lockhart Ashland Service Station	3713 W. Market Street
91. Dunbar's Exxon Service Station	3801 W. Market Street
92. Cowboys Used Furniture	4311 W. Market Street
93. Shell Self Service	3245 Muhammad Ali Blvd.
94. Gish Hardware	3725 River Park Drive

* Other Uses

95. Joi Reducing & Fitness Studio	3604 W. Market Street
96. Dr. Robert E. Franklin Chiro.	4312 W. Market Street
97. C & R Dental Laboratory	4316 W. Market Street
98. Epicurean Club, Inc.	3415 W. Broadway
99. Dr. Francis J. Fitzgerald, Chiro.	4413 W. Broadway
100. Dr. Charles E. Riggs	113 Northwestern Parkway
101. Ky. Restaurant Equipment	3621 W. Jefferson Street
102. Forcht Ice Plant	3419 Herman Street
103. Kyana Waste Oil Service Station	3601 Parker Avenue
104. El Capitian Home of the Few true Club	4001 Vermont Avenue
105. Yearling Club	4309 W. Broadway



COMMERCIAL USES




SHAWNEE NEIGHBORHOOD
 Louisville and Jefferson County
 Planning Commission

HOUSING OPTIONS

sheet B

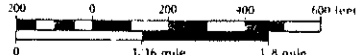
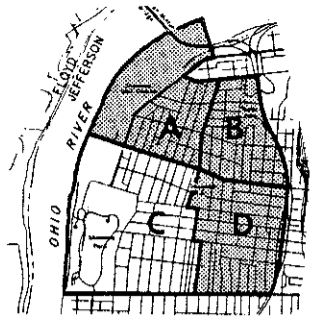
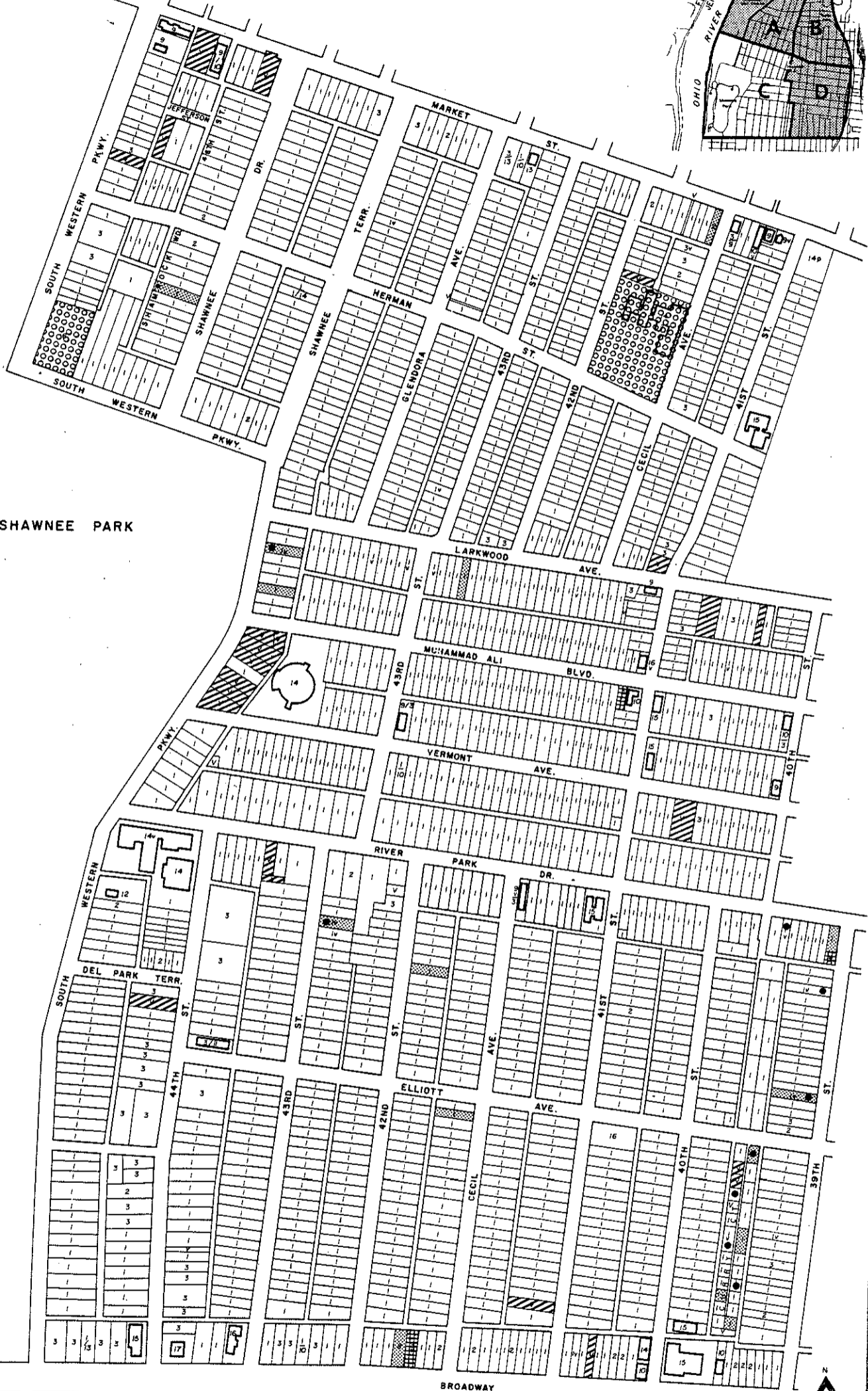




Figure III-3



SHAWNEE PARK




SHAWNEE NEIGHBORHOOD
 Louisville and Jefferson County
 Planning Commission

HOUSING OPTIONS

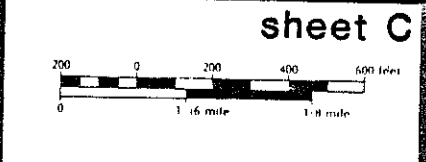
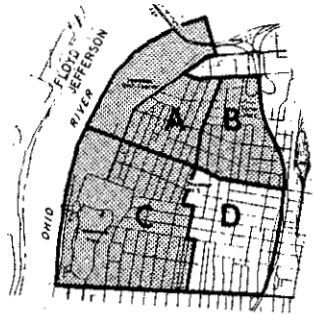


Figure III-3



sheet D

SHAWNEE NEIGHBORHOOD
 Louisville and Jefferson County
 Planning Commission

HOUSING OPTIONS

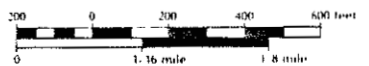


Figure III-3

IV. Economic Development

A. EXISTING CONDITIONS - NEEDS ASSESSMENT

1. SUMMARY

- (a) Commercial and industrial uses account for a small portion of the Shawnee neighborhood. Only about 2% of the land area in Shawnee is used for commercial and industrial purposes.
- (b) There seem to be positive site attributes for new regional commercial and highway-service uses along 34th Street between River Park Drive and Larkwood Avenue. Good vehicular access and an interchange of Shawnee Parkway may make the area desirable for commercial development.
- (c) There appears to be a significant shortage in the amount of neighborhood commercial uses serving the neighborhood based on population and disposable income estimates.
- (d) The Shawnee neighborhood has lost population during the last 20 years; however, the loss was at a lower rate than the City of Louisville. There are currently about 17,340 people in the Shawnee area. The population is also becoming younger as the percent of persons age 18 and under is increasing and the percent of persons age 65 and over is decreasing.
- (e) Shawnee is experiencing a rapid racial shift. Between 1970 and 1980, the percent black population increased from 59.1% to 88.1%.
- (f) Income levels of neighborhood residents on a per capita basis were 80% of the City of Louisville average in 1970; however, families had 88% of the City of Louisville's family income rate. Unemployment levels had been lower in Shawnee than the City until 1970. Current unemployment is estimated to have worsened relative to the City-wide rate.

2. EXISTING COMMERCIAL AND INDUSTRIAL

This subsection addresses economic development aspects of Shawnee neighborhood. It identifies social and economic characteristics of the population, reviews existing commercial and industrial uses and inventories the neighborhood's employment opportunities. Based on this analysis, problems and opportunities related to economic development are identified. While the strength of any neighborhood's economy is based on conditions of the metropolitan area as a whole, unique opportunities and problems within the Shawnee neighborhood may be identified as a basis for strategies that respond to the neighborhood's needs.

Commercial and industrial land-use categories include the land uses most related to economic development. These land uses, including vacant land, vacant structures and parking associated with commercial and industrial uses, occupy only 2% (20.3 acres) of the land area in Shawnee. Commercial land uses including wholesale uses, vacant land, vacant commercial structures and parking accounted for practically all of the total. Only two industrial uses exist in Shawnee. The commercial land-use category is divided into four functional classifications: neighborhood, regional, services and offices. See Commercial Uses graphic, Figure IV-2.

a. Commercial

Neighborhood commercial uses are retail stores that serve neighborhood shopping needs by providing non-durable, personal

consumption items such as food, clothing, medicines, liquor, etc. Bars and restaurants are also considered neighborhood commercial uses. In August of 1981 there were 42 neighborhood commercial uses occupying about 8.6 acres of land in Shawnee. Neighborhood uses are mainly concentrated along Market Street, on 34th Street between Market Street and West Broadway, and on West Broadway near 34th Street. A small shopping center, Shawnee Center, is located on the southwest corner of Amy Avenue and Market Street.

b. 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--items which are more of a major expenditure and may have a long life such as an automobile, furniture and appliances. Stores offering specialty items such as jewelry or medical appliances are also considered regional commercial uses. Gasoline stations are included in the regional commercial category due to their regional drawing power. In August of 1981, 12 regional commercial uses in Shawnee were identified occupying around 2.6 acres of land. The majority of these uses are interspersed with neighborhood-commercial uses.

c. 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 also serve a larger area. In 1981, the Planning Commission land-use survey identified 39 commercial service establishments occupying about 6.4 acres of land in the Shawnee area.

d. Offices

The office category consists primarily of professional offices such as lawyers, architects and accountants. Non-professional business offices which do not offer retail services are also part of this category. Doctors offices are not included in this category but are considered medical uses, a semi-public designation. The 1981 survey located two office-type uses in the Shawnee neighborhood. However, these were combined with the service category due to the nature of their business. For the purpose of this survey, no office uses are listed in the economic development section or on the commercial uses graphic.

e. Industrial

Industrial and wholesaling uses in Shawnee occupied about one acre of land. Industrial and wholesale uses in the neighborhood compose a very minor element.

f. Light Industry

Light industrial uses involve manufacturing processes which do not modify raw materials but rather involve assembly or fabrication of finished goods such as printing, beverage bottling, sheet metal fabrication, etc. Light industrial processes usually do not have severe hazards associated with them or create nuisances that make them incompatible with other land uses. There is currently one light industry in the Shawnee neighborhood: the Forcht Ice Plant on Herman Street near 34th Street, occupying about 0.5 acre.

g. Heavy Industrial

Heavy industrial uses involve refining raw materials, complex assembly processes or handling of hazardous materials such as

paint and varnishes, chemicals or petroleum. Heavy industry occupies about 0.3 acres of land in Shawnee. This is the Kyana Waste Oil business at Parker Avenue and the Shawnee Parkway (Interstate 264).

h. Wholesale Commercial

Wholesale commercial uses consist of the wholesale distribution of finished products and materials. Although wholesaling is a commercial land-use, it has been included with industrial uses because of similarities in operating characteristics, site requirements, effects on surrounding land uses and treatment under zoning regulations. Wholesaling uses occupied 0.2 acre of land in 1981. The two wholesale uses in the area are located on Broadway between Lindell Avenue and 39th Street.

i. Condition of Commercial and Industrial Structures

The condition of commercial and other non-residential structures in the Shawnee neighborhood is good overall. Fifty-nine percent or 75 structures were in standard condition and only 41% or 52 structures were in a depreciating condition in August of 1981. Clusters of four depreciating structures were found on the north side of Market Street between 43rd and 44th Streets and on the north side of Broadway between 37th and 38th Streets. The commercial uses along 34th Street are in slightly worse than the average condition in the neighborhood, partially because of the older age and smaller building size. There were no commercial or industrial structures classified as substandard in the neighborhood. The recent construction of expressway ramps entering and exiting at River Park Drive and Muhammad Ali Boulevard immediately east of 34th Street may make this a more desirable area for businesses to locate, although no change in use is currently evident.

Vacancy rates for commercial and industrial structures were moderately high with 14% (15) of the 115 commercial and industrial structures vacant in 1981 at the time of the Planning Commission survey. All but three of vacant structures were located along the three primary commercial streets (Broadway and Market and 34th Streets).

3. COMMERCIAL SUPPLY AND DEMAND

The demand for land to be commercially used is neighborhood-based only for those commercial uses that serve a neighborhood need. Other commercial subcategories are considered from the viewpoint of the supply of vacant, appropriately zoned land within the neighborhood along with current trends in land use. Demand is viewed in light of the total community need and competition from sites outside the boundaries of the neighborhood. Some sense of neighborhood demand can be generated from surveys of residents or from a comparison of income characteristics, spending patterns and estimated sales realized by existing facilities. Regional-type commercial demand can be described by evidence of land-use succession within the neighborhood, but quantifying or qualifying this assessment can be difficult.

a. Demand for Regional, Office and Service Commercial

Demand for these three commercial categories is regionally generated. A regional assessment of the need for these facilities or a survey of sites in the community that could adequately satisfy the locational needs of these uses was not conducted. The major factor promoting the Shawnee neighborhood for regional-commercial uses is the good access to the Shawnee Parkway (Interstate 264). There seems to be strong site attributes for new regional-commercial and highway-service uses within the Shawnee neighborhood along 34th Street between Muhammad Ali Boulevard and River Park Drive. Some change in land use has already occurred with the construction of a

gasoline service station. Vacant land is available in the area and portions are commercially zoned.

The existing zoning of vacant land in the neighborhood would allow for the construction of only a small amount of new regional commercial space. Most existing commercially zoned sites are small despite a total of over five acres of C-1 and C-2 zoned land that is vacant or unoccupied.

The demand for office space in a neighborhood is difficult to determine and generally neighborhood offices are small, one or two-person reality, insurance, accountant or medical-related uses. Major office uses do not exist in the Shawnee area and do not seem likely to locate in the neighborhood. Office-type use has been combined with the service category for the purposes of this plan.

At the time of the land-use survey there were 39 service-commercial uses. Of these, there were eleven barber and beauty shops, six cleaners, six auto-service centers, five real-estate offices and three banks. Based on its large population, the neighborhood could probably support more service-type uses. However, service-commercial uses tend to be non-essential because people can do without many services when money is not plentiful.

b. Supply and Demand for Neighborhood Commercial Use

Neighborhood commercial land uses typically serve a limited area. Therefore, the adequacy of supply can be analyzed based on the population and income characteristics of a neighborhood. Neighborhood-commercial uses provide goods and services needed on a daily or weekly basis. A resident may normally spend a majority of personal-consumption expenditures in the immediate neighborhood if adequate commercial facilities exist.

The Shawnee area has one small, neighborhood shopping-center (Shawnee Center) located on the southwest corner of Amy Avenue and Market Street. The Shawnee Center includes a super market, drug store, cleaners and bank. The neighborhood commercial floor area of this center amounts to only 20,000 square feet but is nearly one-fourth of the total neighborhood commercial floor area in Shawnee.

The land-use survey and other analysis found 33 neighborhood commercial uses in Shawnee totaling approximately 83,000 square feet of sales area. There were 15 bars and liquor stores compared to 11 groceries and supermarkets at the time of the land-use survey. Based on national averages for annual sales per square foot of floor area for the type of uses found in the Shawnee neighborhood, over \$14.3 million in sales could theoretically have been captured by the 33 businesses (Table IV-4). There appears to be an inadequate amount of commercial use in Shawnee because area residents are estimated to generate personal-consumption expenditures for non-durable goods (excluding gasoline) of over \$29 million (Tables IV-2 and IV-3). Groceries and supermarkets are the largest neighborhood commercial uses in Shawnee based on estimated sales of \$9.2 million (Table IV-4).

However, some qualification may be necessary because demographic and population changes may mean that Shawnee resident incomes have not grown as rapidly as the estimate predicts. Further, this assessment assumes the Shawnee neighborhood to be a contained population shopping only at stores within the neighborhood. Several retail stores exist outside the neighborhood on the south and east of West Broadway which can also serve the area. Even so, there still appears to be a significant shortage of neighborhood commercial uses serving the area's needs.

4. RESIDENT PROFILE

The Shawnee neighborhood is a predominantly residential area that includes some of the newer housing in west Louisville. Population and housing loss in Shawnee has been moderate (Table IV-5). In 1950 there were about 20,306 persons living in the Shawnee neighborhood. By 1980 the population had declined 14.6% to 17,340 persons. This is a lower rate than the loss experienced by the City of Louisville as a whole, which lost 19.1% during the same period. The population of Shawnee declined 3.8% from 1950 to 1960. The decrease in population was 5.6% between 1960 and 1970 and 5.9% between 1970 and 1980. Though the rates of loss have gone up slightly, they do not approach the rates of loss experienced by the City of Louisville since its peak in population in 1960. From 1960 to 1970 Louisville lost 7.5% of its population and from 1970 to 1980 the rate of population loss was 17.4%. The highest reported population of Louisville was 390,639 in 1960.

Shawnee is experiencing rapid racial shifts (Table IV-6). In 1970, blacks made up 59.1% of the population. By 1980, 88.1% of the population was black. In 1970, the percent black population in the portions of Census Tracts in Shawnee ranged from 12.6% in Census Tract 3 to 88.5% in Census Tract 9. (Refer to Figure IV-1.) However, in 1980 the percent black population increased to 69.1% in Census Tract 3 and 95.9% in Census Tract 9. In addition, four of the six Census Tracts in Shawnee had a black population over 92% at the time of the 1980 Census.

The age structure of Shawnee has shifted since 1950 (Table IV-7). Persons 18 years old and younger have increased as a percent of the total population from 27% in 1950 to 38% in 1970. The elderly component of the population, age 65 or older, increased from 9% in 1950 to 12% in 1960 and declined to 9% again in 1970. Both the young and elderly components of the population have shifted differently in Shawnee than the City of Louisville. City-wide, persons 18 and under increased from 29% in 1950 to 35% in 1960 only to decline to 34% in 1970. The percent of persons age 65 and over increased from 8.3% to 12.3% for the City of Louisville from 1950 to 1970.

In 1970, 14% of the households were one-person households in Shawnee (Table IV-9). About 18% of the households were headed by women in 1970, which was higher than the County rate of 11.8% but lower than the City rate of 19.0%. Children were present in 55% of the 4,416 families in Shawnee in 1970, according to Census data.

Overall unemployment in the Shawnee neighborhood was lower than the City of Louisville's rates in 1950 and 1960 but rose slightly more than one percent higher than the City's rate in 1970 (Table IV-9).

At a 60% rate of labor-force participation, the total work force in Shawnee was about 7,400 persons in 1970 (Table IV-9). By 1980, population loss brought this figure down to about 6,600 persons. In 1973 there were only 5,060 jobs in the six Census Tracts indicating a shortage of jobs in the immediate area. In 1970, unemployment rates in the neighborhood were 5.9% compared to 4.6% in the City of Louisville. Labor-force participation rates for males in 1970 were higher in Shawnee than for the City of Louisville average but lower than the County average. Women had a higher participation rate than existed County-wide as did the total for both sexes. Males had a 76.4% labor-force participation rate, females 47.3% and the total for both sexes was 60.6% in 1970.

In 1970, 48.3% of the work force in Shawnee were considered blue-collar workers and 31.1% were white-collar workers (Table IV-9). Service workers accounted for 18.9% of the work force in 1970, a 200% increase over 1950. Blue-collar workers are

also on the increase in the Shawnee neighborhood, growing 33% from 1950 to 1970. White-collar employment dropped 45% from 1950 to 1970.

In 1973, only Census Tracts 7, 8 and 9 were entirely within the Shawnee neighborhood and the tracts held only 690 jobs (Table IV-12). All of these were categorized as retail trade (92), finance, insurance and real estate (20), or services (578). A majority of the jobs in the remaining three Census Tracts that are only partially in the Shawnee neighborhood, are located outside the neighborhood boundaries. This is illustrated by the fact that there were no manufacturing employers in the neighborhood in 1973 that employed over 100 persons.

Nearly 62% of the jobs in the Shawnee vicinity were in manufacturing in 1973 according to Standard Industrial Code (SIC) groupings (Table IV-12). Nearly half of the manufacturing jobs were in the tobacco industry totaling 1,456 (Table IV-11). The Lorrillard Division of Loews Theater Incorporated, a tobacco company, is the largest single employer in the area and employed 1,318 persons in 1973. Other large manufacturing employers in the vicinity of Shawnee in 1973 included the Tube Turns Division of Chemtron Corporation (1,155 employees), Harshaw Chemical Company (304 employees), Hobart Manufacturing (300 employees), Cleanese Piping Systems (265 employees), and Louisville Manufacturing Company Incorporated (132 employees).

Service jobs employed 23% of the workers in the Shawnee area in 1973. This included teachers and social workers. Service jobs are located throughout the area. Census Tract 6 had 3,459 jobs in 1973, 68% of the total in the Shawnee area.

Shawnee is a low to moderate-income area (Table IV-1). Per capita income in Shawnee was \$2,370 or 80% of the City average in 1970. The mean family income in Shawnee was \$8,786 or 88% of the City-wide rate and \$3,405 or 89% of the mean unrelated-individual income rate in 1970. Larger family sizes contribute to per capita income appearing to be substantially lower than the family or unrelated-individuals income averages.

Sixteen percent of the households in the Shawnee neighborhood were living at or below the poverty level in 1970, about 3% higher than the County rate. Further, 15.9% of the total population in Shawnee was living below the poverty level compared to 11.7% County-wide. About 9.2% of the families were receiving welfare payments or public assistance in 1970 compared to 5.2 % County-wide.

Shawnee is located in close proximity to the Central Business District which employs approximately 66,000 persons, including Medical Center employment. Station Industrial Park is expected to employ up to 3,000 persons when completed. The loss of the Brown and Williamson Tobacco Company in 1982 will adversely effect Shawnee neighborhood employment.

Education levels have been consistently lower in Shawnee than the City of Louisville as a whole, although the percent of high school graduates among persons 25 years old and over increased steadily from 1950 to 1970. Half of the Census Tracts (7, 8 and 9) in the area had median school years completed equal to or higher than the City of Louisville's median in 1970 (Table IV-9).

Crime rates declined in the Shawnee neighborhood from 1974 to 1980 for all categories except aggravated assault, according to information provided by the Louisville Police Department (Table IV-10). The rates per 100,000 persons for all crimes was virtually the same as the City of Louisville except for larceny and miscellaneous crimes. The major crime rate for Shawnee was about 57% of the City of Louisville's rate in 1980.

5. GOVERNMENT AND NON-GOVERNMENT ACTIONS

The Shawnee neighborhood is in good physical condition overall, considerably better than many neighborhoods closer to downtown Louisville. The neighborhood was not a part of any Urban Renewal program, but has received substantial funds under the Community Development program. Through January of 1982 over \$3.9 million in Community Development funds have been spent in the Shawnee neighborhood.

Community Development expenditures directly related to economic development of the neighborhood include minority business loans of \$73,500 and \$295,504 for acquisition of land and demolition of an existing school building for a proposed new fire station. Money has also been provided for neighborhood organizations such as the Shawnee Neighborhood Strategy Area Task Force and Four Quarters Neighborhood Organization. Most of the remainder of the \$3.9 million has been spent for housing rehabilitation and public improvements in residential areas such as sidewalks and curb reconstruction. As in most of the target neighborhoods receiving Community Development funds, housing rehabilitation expenditures have been concentrated in a Neighborhood Strategy Area.

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

6. APPENDIX

a. Neighborhood Retail Estimates

Table IV-1 indicates the economic and demographic characteristics of the population of Shawnee neighborhood in 1970. The mean income of families in Shawnee was 77.9% of the Jefferson County mean and 88.0% of the City of Louisville mean in 1970. Similarly, the mean income of individuals in the neighborhood was 83.1% of the Jefferson County mean and 89.2% of the City of Louisville mean. Per capita income (PCI) was lower than the Jefferson County (74.3%) and City of Louisville (79.9%) rates in the neighborhood, mainly because of generally larger family sizes.

Table IV-2 develops an estimate of 1980 PCI based on a 9% per annum increase of the 1970 PCI. This is resulting from real growth in income, decreased family size and household size, and increased for income families and inflation. The 1980 PCI by Census Tract is multiplied by the percent of PCI used for personal-consumption to derive the personal-consumption expenditure estimates. The total personal-consumption expenditure is then allocated to categories of retail expenditure based on national averages and shown in Table IV-3.

Roughly \$29.0 million could be expected to be spent by Shawnee neighborhood residents for non-durable goods other than gasoline, including \$16.5 million for food and \$5.24 million for clothing.

b. Shawnee Neighborhood Business Survey

The Louisville and Jefferson County Planning Commission mailed out a 19-question survey to 91 businesses identified as being located in the Shawnee neighborhood by the use of field surveys and Caron's Directory. There were 17 responses received or 18% of the total. There were nine responses from service-type commercial and six from retail businesses. The respondents employed a total of 76 full-time and 19 part-time employees averaging 5 full-time and 2 part-time employees for the businesses responding to these two questions.

The respondents represented a varied group of businesses with no one-product or service dominating the response. There were two each of the following businesses in the neighborhood responding to the survey: liquor store; heating and cooling service; banking; dry cleaners; and auto repair/service station.

Most of the respondents were long-term establishments averaging 21.7 years in business in the Shawnee neighborhood and 31.8 years in business anywhere in the community. Slightly over half (52.9%) of the respondents had made major physical improvements to their business during the last five years, and a few (11.7%) anticipated expansions or major improvements during the next five years. The two businesses that did anticipate expanding expected to invest about \$80,000 and hire seven new people.

A little over half (53.3%) of the respondents provided off-street parking for their employees. Because of a relatively small work force associated with area businesses, on-street parking probably does not create major problems. Transportation problems overall seemed minor. Businesses averaged three truck deliveries daily.

Seven of the 17 respondents indicated they had experienced a burglary or robbery during the last five years. These seven businesses averaged 3.9 incidents of robbery or burglary during the last five years. A need for additional police patrols and fear of the "West End" of Louisville were cited as issues in the neighborhood.

Forty-two percent of the employees of responding businesses were from the neighborhood. Although 62.5% of the respondents anticipated staying in the area for the next five years, only 37.5% felt their sales had increased, allowing for inflation, during the past five years.

The results of this survey may or may not represent the overall viewpoint of businesses in the Shawnee neighborhood. The results listed herein are for use as an indicator of the needs and issues facing businesses in the neighborhood only.

B. COMMERCIAL REDEVELOPMENT PLAN

A recommendation phase of the Economic Development portion of the Shawnee Neighborhood Plan is not a required element as indicated in the general outline or Community Development contract. However, economic development has been shown to be an important aspect of the Shawnee area. The existing conditions statement indicated that there seems to be a significant shortage of many types of commercial uses in the immediate Shawnee area. The inventory further stated that many people probably shop outside the neighborhood simply because there is no opportunity to shop in Shawnee for certain goods. In addition, "economic development and new business" was a constant topic at neighborhood Planning Committee meetings.

Commercial development, rehabilitation and techniques to stimulate business are addressed in the Land Use Section of the plan. The following is a more specific analysis of some commercial areas in Shawnee. There are also some general recommendations and schematic drawings of ideas to improve commercial uses in the Shawnee neighborhood.

1. BROADWAY/34TH STREET COMMERCIAL NODE

The commercial area around Broadway and 34th Street is composed of around 17 businesses. The major uses include Druthers, Long John Silvers, Gateway Supermarket, First National Bank and two automobile service stations. The area functions as a service-oriented commercial area, even though there are several small neighborhood-type businesses. Parking is adequate for the entire area except for the businesses in the 3400 Block of Broadway on the south. There is currently no available area for expansion of commercial uses in this area. Kroger and Super X Drugs are located on Broadway to the east between 31st and 32nd Streets. Businesses in this area are generally quite well-maintained and free of trash and debris. However, the building on the southwest corner of 34th Street and Broadway could benefit from facade treatment and additional parking.

Recommendations:

- a) Traffic study of vehicular flow, turns and light timing.
- b) No expansion or further commercial development is currently recommended in the area because parking is generally adequate, adjacent housing on Broadway is in good condition, there is no available expansion space, and the Kroger and Super X Drugs are two blocks away.
- c) Commercial revitalization and rehabilitation is recommended for the building in the 3400 block of Broadway on the south side, to include:
 - * facade improvement and graphic coordination,
 - * establishment of quality operations and products in the building and
 - * investigation of rear-lot parking expansion in yards or in the rear of an adjacent service station.

2. 34TH STREET COMMERCIAL CORRIDOR

The area along 34th Street between River Park Drive and Muhammad Ali Boulevard contains about 17 commercial uses. The corridor has relatively high traffic-volumes and the curve in 34th Street creates a confusing intersection. The businesses in the area are generally not very well maintained. Three of the businesses are bars and the Vermont Liquor Store is in the area. These businesses tend to have a degrading effect on the area, attract an unsavory crowd, increase traffic congestion and promote loitering. A new fire station is proposed on the former site of Henry Clay School. A vacant filling station and lot are located on Vermont Avenue. This area has excellent

access to Shawnee Parkway (Interstate 264) and has potential for major commercial development. Refer to Figure IV-3.

Recommendations:

- a) Traffic study of the 34th Street and Muhammad Ali Boulevard intersection.
- b) Development of new commercial uses on both north and south sides of Vermont Avenue.
- c) Commercial revitalization and development of the area east of 34th Street between Vermont Avenue and Muhammad Ali Boulevard, including:
 - *renovation of an existing barber shop building and area,
 - *rehabilitation of an existing tavern,
 - *conversion of two residential uses in triangle area to commercial or other more compatible uses,
 - *development of planned and shared parking,
 - *conversion of "Bettys" to a more suitable use and
 - *close a portion of 34th Street.

3. MARKET/34TH STREET COMMERCIAL NODE

There are about 11 commercial uses around the intersection of Market and 34th Streets. A Bonded gas station is on the south-east corner of 34th and Market Streets and Snare Liquors is across 34th Street. A cluster of five businesses is on the north side of Market Street. They include a food mart, cafe, hardware store, appliance shop and a beauty shop. The uses tend to act together as a small shopping center. Parking is extremely limited and additional parking seems to be needed badly. However, there does not appear to be an adjacent area where expansion could easily occur. In addition, there are two large vacant lots between Jefferson and Market Streets where new commercial development might be appropriate. Refer to Figure IV-4.

Recommendations:

- a) Major commercial development between Market and Jefferson Streets west of Shawnee Parkway, possibly to be implemented in two phases.
- b) Commercial revitalization and renovation of the 3400 block of Market Street, south side; develop additional parking if required.
- c) Parking needed badly on north side of Market Street and east and west of 34th Street; develop by:
 - *purchasing residential lots when/if possible and/or
 - *developing small parking area behind Herb's Cafe.

4. SHAWNEE CENTER AREA

The Shawnee Center shopping area seems to be the commercial nucleus of the neighborhood. The Shawnee Center contains Winn Dixie, Taylor Drugs, Swiss Cleaners and a Citizens Fidelity Bank branch. In addition, a Captain D's Seafood, Kentucky Fried Chicken and Church's Fried Chicken are in the area. An Exxon service station is adjacent to Captain D's and a closed service station is currently for sale on the northeast corner of 38th and Market Streets. In addition, the Future Federal Office at Market and 39th Streets has recently closed. There appears to be some activity on the vacant lot east of Church's Fried Chicken. Total parking space for the Shawnee Center area is sufficient. However, Amy Avenue and the parking area in front of Winn Dixie and Taylor Drugs is often congested with people trying to park directly in front of the store. At the same time there is parking congestion in front the south side parking lot of Winn Dixie is virtually empty.

Taylor Auto Service, on the corner of 38th and Market Streets, is visually obtrusive. Cars are parked in the front area and are ugly. Houses in the Shawnee Center area are generally in

good condition and well-maintained. There is really little room for commercial expansion or new development in the Shawnee Center area without removing residential buildings. However, some transportation related improvements may be appropriate.

Recommendations:

- a) The area is currently relatively saturated with commercial development and houses are in good condition; therefore, no further new commercial development is currently recommended through demolition or conversion of residences.
- b) Clean-up Taylor Auto Service - no parking of vehicles in front yard area.
- c) Redevelop vacant service station on northeast corner of Market and 38th Streets for an appropriate and desired commercial use.
- d) Traffic study of Amy Avenue adjacent to Shawnee Center - "no parking" one side of street or one-way designation may be appropriate measures to consider.

5. MARKET/41ST STREET COMMERCIAL NODE

Some commercial uses exist at the intersection of Market and 41st Streets. It appears that the area was once a more viable commercial cluster than presently the case. There are two vacant and two boarded-up and vacant commercial buildings in the area. In addition, a large vacant lot on the southeast corner is the former site of a movie theater building with nine store fronts. The building now used as the Shawnee High ROTC facility was once a commercial use. A liquor store, two bars and a cleaning center are all that remain in the area.

Recommendations:

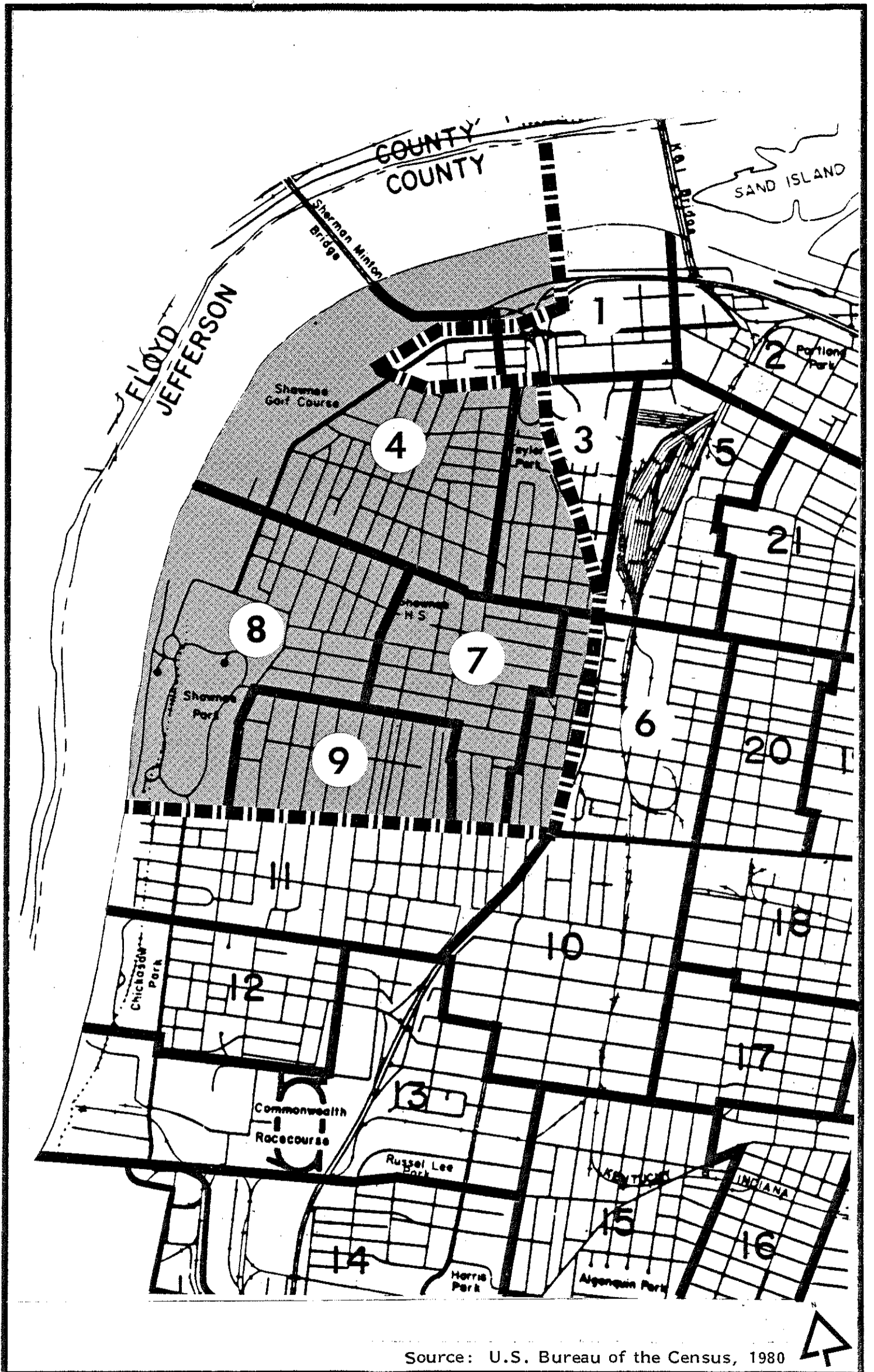
- a) This area has substantially declined over the years; therefore, redevelopment or new commercial uses do not presently seem to be a reasonable alternative.
- b) Clean-up and maintain existing properties only.

6. MARKET/44TH STREET COMMERCIAL NODE

Several commercial uses are clustered along Market Street between 43rd and 44th Streets including the Full Line Market, Zenobia's Place, Cowboys Used Furniture, a chiropractor, dental lab and realtor. The uses form a small commercial node with a wide variety of service types. Parking and vehicular circulation seem adequate.

Recommendations:

- a) The area seems to be self-sufficient and major expansion of commercial uses seems unlikely; therefore, no additional commercial development in the area is currently recommended.
- b) Facade improvement and some graphic coordination would make the area more visually pleasing.
- c) General maintenance and clean up should be a daily item.



Source: U.S. Bureau of the Census, 1980



SHAWNEE NEIGHBORHOOD
 Louisville and Jefferson County
 Planning Commission

1980
CENSUS TRACTS

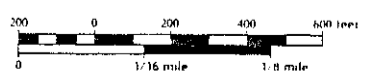
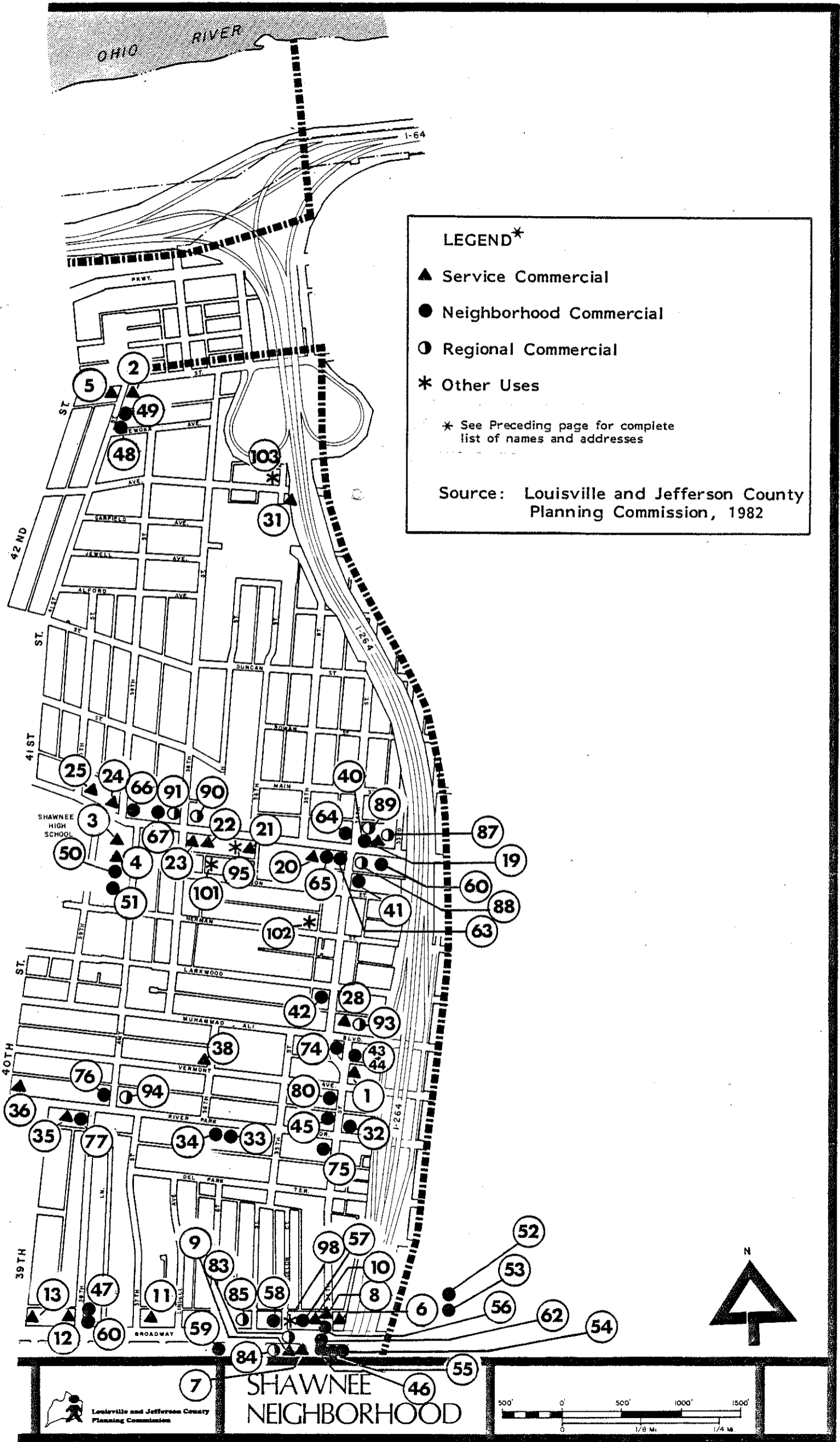


Figure IV-1



LEGEND*

- ▲ Service Commercial
- Neighborhood Commercial
- ⊙ Regional Commercial
- * Other Uses

* See Preceding page for complete list of names and addresses

Source: Louisville and Jefferson County Planning Commission, 1982

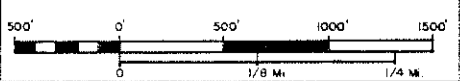
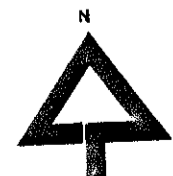
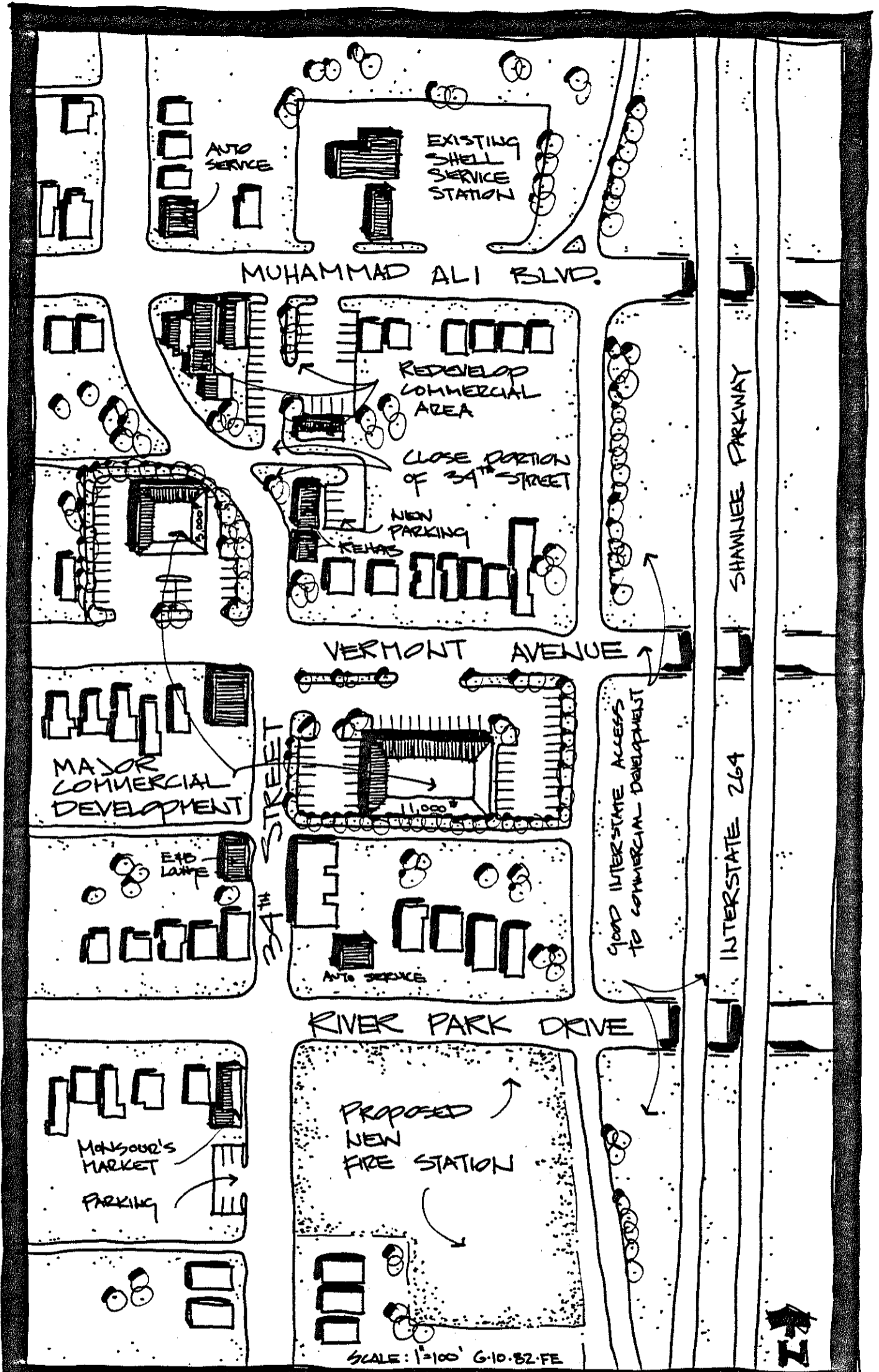


Figure IV-2

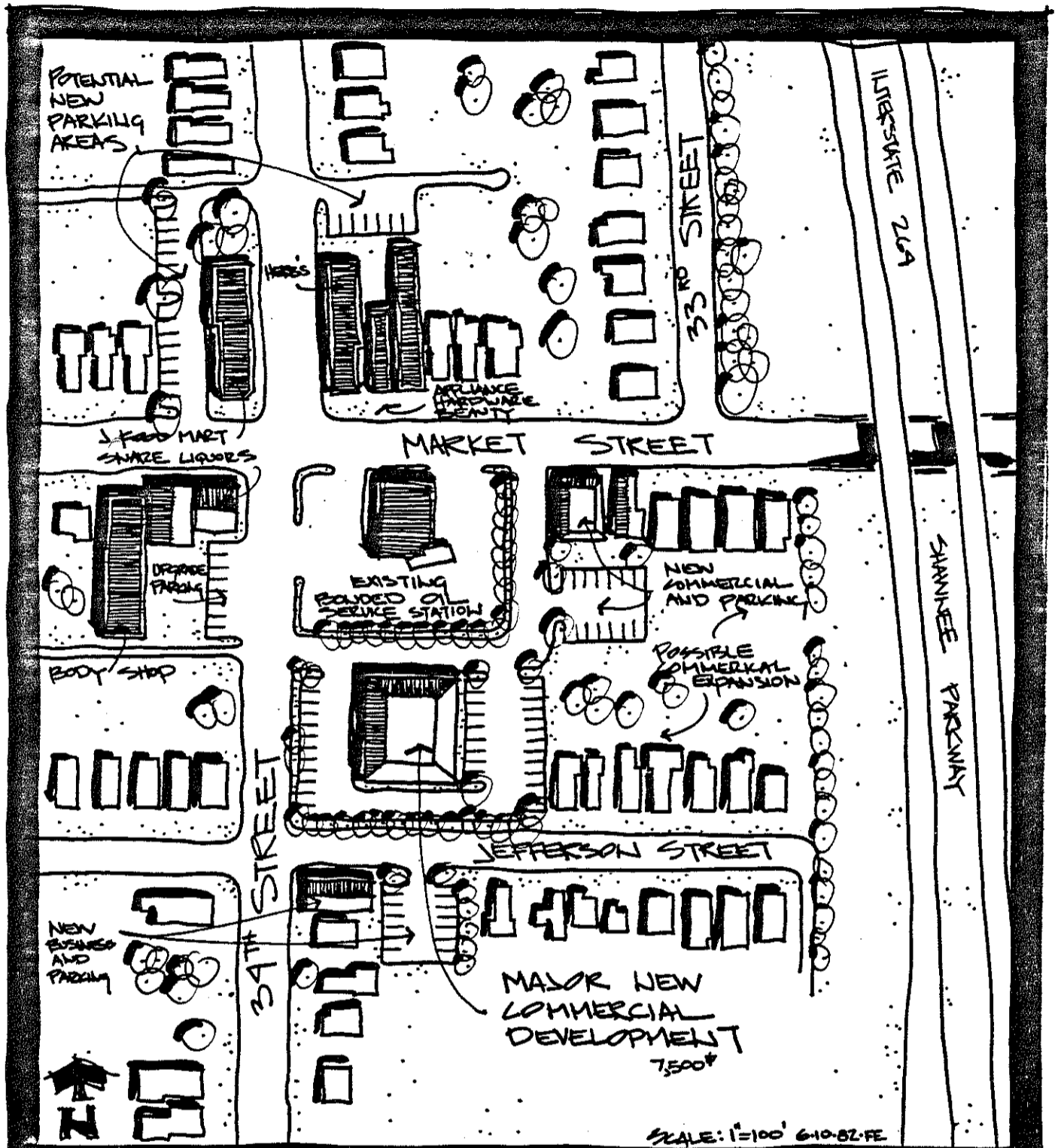


**MARKET STREET
COMMERCIAL
CORRIDOR**

SHAWNEE PLAN

LOUISVILLE & JEFFERSON CO.
PLANNING COMMISSION

Figure IV-3



**MARKET/34TH STREET
COMMERCIAL NODE**

SHAWNEE PLAN

LOUISVILLE & JEFFERSON CO.
PLANNING COMMISSION

Figure IV-4

Appendix

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

TO: Shawnee Planning Committee
FROM: Fred Etchen *FE*
DATE: June 28, 1982
RE: Meeting Schedule

The Committee meeting scheduled for Tuesday, June 29th has been cancelled. Tuesday evening is the final City aldermanic budget session and Babara Brown felt it was important that Shawnee representatives be present. As you may know, the funding of Task Force Offices, including Shawnee, is currently being decided.

The final Shawnee Planning Committee meeting is rescheduled for TUESDAY, July 6 at 5:30 P.M. in the Shawnee Task Force Office.

The neighborhood presentation of the Shawnee Neighborhood Plan is scheduled for Thursday, July 15 at 6:30 P.M. in the Task Force Office.

The Courier-Journal and The Louisville Times

Incorporated

STATE OF KENTUCKY }
County of Jefferson } **SS. Affidavit of Publication**

I, **DEBERIA HACKLIN**

of
THE COURIER-JOURNAL AND THE LOUISVILLE TIMES COMPANY, publisher of THE COURIER-JOURNAL and THE LOUISVILLE TIMES, papers of general circulation, printed and published at Louisville, Kentucky, do solemnly swear that from my own personal knowledge, and reference to the files of said publications, the advertisement of **LEGAL AD: ORDINANCE # 22** was inserted in

THE COURIER-JOURNAL as follows:

Date	Lines	Date	Lines

THE LOUISVILLE TIMES as follows:

Date	Lines	Date	Lines
07/13/82	92		

RECEIVED
JUL 16 1982
LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION

Deberia Macklin
(Signature of person making proof.)

Subscribed and sworn to before me this 14th day of July, A.D. 19 82
x My commission expires June 22, 19 86

Mary Cotton
(Notary Public)

PUBLIC NOTICE
In partial fulfillment of the requirements of the Neighborhood Plan Ordinance (Ordinance No. 22, Series 1980, City of Louisville), the Shawnee Neighborhood Strategy Area Task Force will hold a public meeting on Thursday, July 15, 1982 at 6:30 P.M. at the Shawnee Neighborhood Strategy Area Task Force Office at 3803 West Broadway, Louisville, Kentucky, to receive comments on the proposed Shawnee Neighborhood Plan prepared by the Louisville and Jefferson County Planning Commission under contract with the Louisville Community Development Cabinet. Comments made at the public meeting will be taken into consideration by the Shawnee Neighborhood Strategy Area Task Force and Planning Commission Staff in revising the proposed Plan before submission to the Louisville Community Development Cabinet for a final checkoff. Subsequently, the proposed Plan will be submitted to the Board of Aldermen for adoption after a formal public hearing. The proposed Shawnee Neighborhood Plan may be inspected at the Shawnee Neighborhood Strategy Area Task Force Office at 3803 West Broadway or in the office of the Planning Commission, 900 Fiscal Court Building, Louisville, Kentucky. We would appreciate any written comments on the proposed Plan to be received by the Planning Commission by July 30, 1982. David A. Ripple, Acting Executive Director Planning Commission

Shawnee plan: nuts and bolts for maintaining solid housing

Ideas include tips
for joint projects
among neighbors

By DELMA J. FRANCIS
Staff Writer

Sound, affordable housing is the Shawnee area's greatest strength, and a new neighborhood plan proposes to build on that strength.

Shawnee residents got their first look at the plan for guided growth and redevelopment at a meeting at the Shawnee Area Task Force office last week. The Louisville-Jefferson County Planning Commission worked with an 11-member citizens committee to develop the plan.

The recommendations include:

✓ Forming cooperative groups to help neighbors maintain their homes.

✓ Building multi-family housing and splitting some existing houses into two or more units.

✓ Improving traffic safety throughout the neighborhood.

✓ Encouraging major commercial development in selected areas.

The Shawnee neighborhood, which includes the northwestern corner of Louisville between the Ohio River and Interstate 264, has about 5,185 dwellings — most of them in excellent condition. A Planning Commission survey of the exteriors showed that 43 percent of the houses need no repairs. Another 56 percent need only minor repairs.

But planners found indications that some homeowners are letting upkeep slip a little, said Fred Etchen, project manager for the plan.

"There appears to be a trend toward putting off some repairs such as painting and guttering" — primarily because the recession and high unemployment have hurt many residents, he said.

The neighborhood must try to reverse this trend, the plan says. But adds that in a time of declining federal, state and local government dollars, residents must

help themselves.

"This is very much a self-help plan," Etchen said.

The plan suggests that the neighborhood organize a non-profit housing corporation to collect materials for repairing needy persons' homes.

The housing corporation could later operate for profit. Residents could invest money in the corporation in exchange for housing repair materials purchased at cost.

Profits would go into a revolving fund to pay for rehabilitation and repair of houses belonging to the elderly and needy. The plan also recommends that the neighborhood form a volunteer group to carry out such work.

The housing corporation could help provide more multi-family housing by encouraging private investors to purchase and rehabilitate existing duplexes and apartment buildings, and by acquiring, rehabilitating and renting vacant multi-family buildings bought through the Urban Homestead program, the plan said.

The plan also suggests that the old Shawnee Elementary School at 407 Herman St., could be renovated into housing units for the elderly.

Most of Shawnee is zoned for single-family residences. The plan recommends that residents and neighborhood associations support rezoning for multi-family housing and businesses in selected areas. It also recommends that neighborhood associations court private investors to bring businesses such as department stores and moderately-priced restaurants to the area.

The plan suggests building 160 apartments in two-story buildings on the 44-acre River Glen Park — formerly Fontaine Ferry Amusement Park and Ghost Town on the River.

The park, north of Shawnee Park, between the Ohio River and North Western Parkway, is being developed for picnicking and informal recreational activities. But the plan says the 330 acres in Shawnee Park provide

See SHAWNEE
Page 2, col. 1

Shawnee plan aims for solid housing

Continued from Page One

ample space for picnicking and recreation.

Traffic records show a high number of accidents in Shawnee Park and at three intersections — 34th Street at Vermont Ave., 34th Street at River Park Drive and 38th Street at Market Street.

The plan suggests adjusting some traffic signals, removing obstructions that impede visibility and upgrading signs and lane markings.

The plan also recommends that residents work with the city of Louisville to maintain and repair alleys. It also encourages the Transit Authority of River City to look into providing bus shelters in the area and recommends that the city consider designating an east-west street as a bicycle route.

The Shawnee Area Task Force is asking residents to comment on the proposed plan before the board votes on it Aug. 15. Copies of the

plan are available at the task force office, 3803 West Broadway. Residents may read it there or check out copies overnight.

Suggestions and comments may be sent to the Planning Commission, 900 Fiscal Court Building, Louisville, KY 40202, until July 31.

If the task force passes the plan, it will go to the Louisville Community Development Cabinet for a final check and on to the Board of Aldermen for a public hearing and adoption.



**SHAWNEE NEIGHBORHOOD STRATEGY
AREA TASK FORCE**

3803 West Broadway
Louisville, Kentucky 40211

(502) 778-0551

July 22, 1982

Mr. Fred Etchen
Louisville and Jefferson County
Planning Commission
900 Fiscal Court Building
Louisville, Kentucky 40202

Dear Fred:

Re: Shawnee Neighborhood Plan

The purpose of this letter is to (1). acknowledge receipt of your letter of July 21, 1982 regarding the above; (2). confirm the inclusion of the "Shawnee Neighborhood Plan" on the agenda of the next Shawnee Strategy Area Task Force Board of Directors' meeting scheduled for August 16, 1982; and (3). formally request that the members of the Shawnee Board of Directors are included in the "acknowledgements" section of "The Plan".

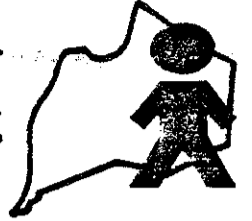
Thank you, again, for your assistance and cooperation in the development of "The Shawnee Plan". I hope that you will be available to attend the August 16th Board meeting to answer any questions that may be raised.

Sincerely,


(Ms.) Jackie Davis, President

JD:rg

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

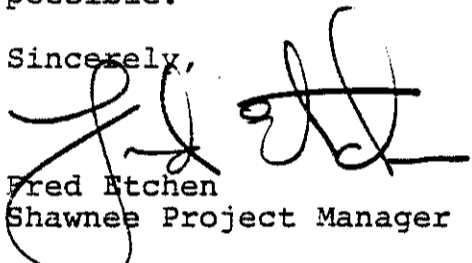
July 16, 1982

Mr. Delano Miller
Community Development Cabinet
727 West Main Street
Louisville, Kentucky 40202

Dear Delano:

The draft Shawnee Neighborhood Plan developed by the Shawnee Neighborhood Strategy Area Task Force and Planning Commission staff has been completed. A public meeting was held July 15, 1982 and comments are being requested from agencies affected by the Plan. Requests are due by July 30, 1982. A list of agencies receiving copies and being asked to comment on the Plan is attached. If you are aware of any omissions or feel that additional agencies or groups should receive copies, please let me know as soon as possible.

Sincerely,

A handwritten signature in black ink, appearing to read 'Fred Etchen', written over a circular stamp or mark.

Fred Etchen
Shawnee Project Manager

DH/lt

cc: Bobbie Hinde
Bruce Duncan
Dave Ripple

Agencies and Groups Reviewing the Shawnee Neighborhood Plan

Community Development Cabinet

Bobbie Hinde
Bruce Duncan
Christal Reed
Delano Miller

Housing Department

David Flores

Landmarks Commission

Ann Hassett

Economic Development Office

Robert Bowman

Law Department

Sondra Rouark

Traffic Engineering

Dennis Floore

TARC

John Woodford

Public Works

Bill Brasch

Metro Parks

Anita Solodkin

New Directions, Inc.

Bob French

Project Warm

Jim Walsh

Legal Aid Society

Jeff Segal

Ky. Department of Transportation

Bill Monhollon

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

July 16, 1982

A copy of the draft Shawnee Neighborhood Plan is attached for your review. The plan was prepared by the Planning Commission staff in cooperation with the Shawnee Neighborhood Strategy Area Task Force, 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.

The draft plan's land use, transportation, housing and economic development recommendations have been reviewed by the Shawnee Planning Committee. The plan was presented at a public meeting in the neighborhood on July 15, 1982 and appropriate revisions to the draft plan will be made. As an agency affected by the plan or recommended to assist in implementing it, your review of the draft plan is essential. 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 before July 30, 1982 is necessary, so that revisions can be included in the final document. 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 Fred Etchen of my staff at 581-5860.

Yours truly,

David A. Ripple
Acting Executive Director

DAR/lt

cc: Fred Etchen
File

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

July 16, 1982

Mr. Porter Hatcher
Board of Aldermen
City Hall
Louisville, Kentucky 40202

Dear Alderman Hatcher:

A copy of the draft Shawnee Neighborhood Plan is attached for your review. The plan was prepared by my staff in cooperation with the Shawnee Neighborhood Strategy Area Task Force 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 draft plan's land use, transportation, housing and economic development recommendations have been reviewed by the Shawnee Planning Committee. The plan was presented at a public meeting in the neighborhood on July 15, 1982 and appropriate revisions to the draft plan will be made. The Plan will then be submitted to the Board of Aldermen through the Community Development staff.

If you have any questions, please call me or Fred Etchen of my staff at 581-5860.

Yours truly,

A handwritten signature in cursive script that reads "David A. Ripple".

David A. Ripple
Acting Executive Director

DAR/lt

cc: Fred Etchen
File ✓



**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

July 16, 1982

Alderman Michael Carrell, President
Board of Aldermen
City Hall
Louisville, Kentucky 40202

Dear Alderman Carrell:

A copy of the draft Shawnee Neighborhood Plan is attached for your review. The plan was prepared by my staff in cooperation with the Shawnee Neighborhood Strategy Area Task Force 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 draft plan's land use, transportation, housing and economic development recommendations have been reviewed by the Shawnee Planning Committee. The plan was presented at a public meeting in the neighborhood on July 15, 1982 and appropriate revisions to the draft plan will be made. The Plan will then be submitted to the Board of Aldermen through the Community Development staff.

If you have any questions, please call me or Fred Etchen of my staff at 581-5860.

Yours truly,

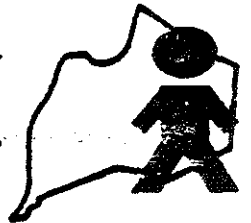
A handwritten signature in cursive script that reads "David A. Ripple".

David A. Ripple
Acting Executive Director

DAR/lt

cc: Fred Etchen
File ✓

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

July 16, 1982

Alderman Denver Butler, Chairman
Community Development Committee
Board of Aldermen
City Hall
Louisville, Kentucky 40202

Dear Alderman Butler:

A copy of the draft Shawnee Neighborhood Plan is attached for your review. The plan was prepared by my staff in cooperation with the Shawnee Neighborhood Strategy Area Task Force 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 draft plan's land use, transportation, housing and economic development recommendations have been reviewed by the Shawnee Planning Committee. The plan was presented at a public meeting in the neighborhood on July 15, 1982 and appropriate revisions to the draft plan will be made. The Plan will then be submitted to the Board of Aldermen through the Community Development staff.

If you have any questions, please call me or Fred Etchen of my staff at 581-5860.

Yours truly,

A handwritten signature in dark ink, appearing to read "David A. Ripple". The signature is written in a cursive style with a large initial "D".

David A. Ripple
Acting Executive Director

DAR/lt

cc: Fred Etchen
File ✓



Louisville



COMMUNITY DEVELOPMENT CABINET

727 WEST MAIN STREET
LOUISVILLE, KENTUCKY 40202
502/587-3524

WILLIAM B. GATEWOOD, DIRECTOR

HARVEY I. SLOANE
MAYOR

August 2, 1982

Mr. David Ripple, Acting Executive Director
Louisville/Jefferson County Planning Commission
900 Fiscal Court Building
Louisville, KY 40202

Dear David:

Pursuant to our telephone conversation of 7/29/82 concerning the review of the Shawnee Neighborhood Plan, we hereby request a two to three week extension so that the Housing section can be properly reviewed. The exact time of the extension is not known because the meeting between Anna Samuels, Sally Yankee, and a staff person from the Housing Department has not yet taken place.

We understand the problems this may cause since the plan is scheduled to be adopted by the neighborhood on August 16; however, the inaccuracies in the Housing section must be corrected before obtaining Cabinet approval. It may be possible for the neighborhood to adopt a supplement to the Housing Section after the 16th. This may not be necessary; however, I am only mentioning it as a possible alternative.

If you have any questions concerning this matter, please call me.

Sincerely,

Delano Miller

cc: Sally Yankee
Bruce Duncan
Tom Pope

DM:vc/mc/a

MAILED 10
AUG 10 1982
COMMUNITY DEVELOPMENT CABINET

AN EQUAL OPPORTUNITY EMPLOYER



COMMUNITY DEVELOPMENT CABINET

727 WEST MAIN STREET
LOUISVILLE, KENTUCKY 40202
502/587-3524

WILLIAM B. GATEWOOD, DIRECTOR

HARVEY I. SLOANE
MAYOR

August 13, 1982

Dr. David Ripple
Acting Executive Director
Louisville-Jefferson County
Planning Commission
900 Fiscal Court Bldg.
Louisville, KY 40202

Dear David:

The Office of Planning and Policy Development and the Department of Housing have reviewed the Housing Element of the Shawnee Neighborhood Plan. Some of these concerns were expressed to Anna Samuels by Sally Yankee in a meeting August 5. Attached is a copy of the draft copy of the Housing Element containing comments and questions. We felt this would be easier to deal with than a listing of the comments in a letter.

None of the Recommendations and few of the implementation suggestions were either program- or geographically-specific. Many of the implementation suggestions are remotely relevant to Shawnee (or Louisville). There were also comments (e.g., III-18 last paragraph and III-19 first three paragraphs) which do not relate to the neighborhood and thus appeared to be "filler." This did not appear to be the case with the other elements.

With respect to format, we noticed Section C was pretty much repeated in Section D where "implementation" was added. This lead to repetition. In Section D, implementation was discussed in Recommendations and then later under a sub-topic of Implementation. We feel one sub-section dealing with implementation should be non-repetitive and more to the point. This comment applies to all elements of the plan.

AN EQUAL OPPORTUNITY EMPLOYER

Members of our staffs are available to discuss any comments or additional questions you may have.

Sincerely yours,

Sally Yankee

Sally Yankee, Housing Planner
Community Development Cabinet

D.A. Flores (th)

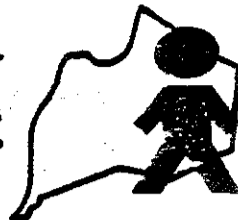
D.A. Flores, Director
Department of Housing

cc: Fred Etchen
Tom Pope
Delano Miller

SY:vc/mc/c

**Louisville and Jefferson County
Planning Commission**

900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230



August 16, 1982

Dr. David A. Flores, Director
Department of Housing
and
Sally Yankee, Housing Planner
Community Development Cabinet
City of Louisville
727 W. Main Street
Louisville, Kentucky 40202

Subject: Shawnee Neighborhood Plan (draft of July 15th) - Housing
Element

Dear David and Sally:

We thank you for the time that you have taken to make a thorough review of the Housing Element of the Shawnee Neighborhood Plan draft of July 15th.

Based on your detailed comments, we have made numerous changes where the text was confusing or inaccurate. A copy of the changes is enclosed.

The Housing element focuses on actions to conserve housing in the neighborhood and not on major rehabilitation and redevelopment actions. This focus is based on housing condition information that indicates only one percent (1%) of the structures needed major repairs or clearance and that implies the publicly assisted housing rehabilitation program in the Neighborhood Strategy Area has arrested housing deterioration in the neighborhood. Further, with shrinking public resources, housing conservation efforts must concentrate on self-help techniques.

By their nature, housing conservation efforts are of general application and not site specific. Nevertheless, some housing rehabilitation is appropriate and new housing construction on vacant lots is appropriate. These actions are site specific and appear in Figure III-3.

With regard to implementation techniques, we have attempted to be exhaustive in listing those having relevance to Shawnee. Undoubtedly, some techniques may later be found inappropriate with

Page 2
August 15, 1982

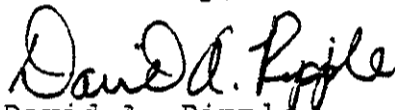
further study; however, we have not eliminated techniques on that presumption. The neighborhood associations must certainly have considerable work to do in pulling together a package of techniques that they wish to move forward. However, such is beyond the scope of this plan.

Ordinance #22, Section 3A requires the neighborhood plan to address recommendations and actions to implement those recommendations. Accordingly, some repetition is inherent to enable the reader to understand the relation between the recommendations and implementation actions. We feel that we have held the repetition to a minimum, yet provided sufficient content such that the reader could pick up either subsection (i.e., Recommendations or Implementation) independently and comprehend the plan.

If you have the 1980 Census Block Statistics, we would appreciate a copy or the opportunity to make a copy. Such information was not available when the plan was prepared and is not presently available to us.

As your comments did not question the overall direction of the Housing Element, we hope that you will endorse the neighborhood plan during the two-week final checkoff by the Community Development Cabinet.

Yours truly,



David A. Ripple
Acting Executive Director

cc: Tom Pope
Delano Miller
~~Fred Etchen~~

DAR/jcb

Enclosure



Department of Public Works

216 City Hall • 601 West Jefferson • Louisville, Ky. 40202 • 502/587-3111

R. Michael French, P.E.
Director

JULY 29, 1982

TO: DAVID A. RIPPLE, ACTING EXECUTIVE DIRECTOR
LOUISVILLE/JEFFERSON COUNTY PLANNING COMMISSION

FROM: JAMES C. PASIKOWSKI, P.E. *JCP*
ASSISTANT CITY ENGINEER

RE: SHAWNEE NEIGHBORHOOD PLAN

I have reviewed the draft copy of the Shawnee Neighborhood Plan and am in basic agreement with the Transportation section of the plan. I will make my comments concerning the implementation of recommendations as stated starting on page II-20:

3. We will study the intersections as shown on page II-21 to determine what corrective actions can be taken at each of these intersections. We have recently done major changes at 34th & Vermont, including installing a four-way stop and a flashing red beacon.
4. Generally, the street lighting in the Shawnee area is of an adequate nature. However, if there are specific locations where it is felt that additional street lighting is necessary, we will review these areas and could install new street lighting if funding is available. To study the need for improved signalization and signing of all streets in the Shawnee neighborhood is too general for any action at this time. If you have specific locations where additional studies would be necessary, we will be more than happy to conduct those studies and make the necessary changes.
5. When alleys are kept clean, the Works Department will make repair of alley surfaces as funding and personnel permit.
8. We will study the locations listed on page II-25 and determine what additional markings are necessary at these intersections. It is the policy of this department to only paint crosswalks at locations that are signalized.
9. After this study is approved, we will conduct additional investigations at the intersection of 34th & Market and 34th & Ali to determine whether the number of pedestrians meets the warrants for the installation of pedestrian signals.

RECEIVED
JUL 30 1982
PLANNING DEPARTMENT

DAVID A. RIPPLE
JULY 29, 1982
PAGE 2

10. We agree with the policy of requiring wheelchair ramps as a part of any sidewalk reconstruction projects and will continue this practice.
11. As time permits, we will perform a study of curb parking restrictions to determine the extent that they interfere with the supply of on-street parking as stated in Subsection C. However, we do not feel that switching parallel parking to angle parking as shown in Subsection F is a safe solution to a parking problem.

One aspect of transportation that is not addressed in this report is the routing of truck traffic through or around the neighborhood. It is my opinion that Broadway from 34th to Southwestern Parkway should be a truck route. This would tie into the other sections of Broadway and make Broadway for its entire length a truck route. Also, because of the interchange of I-264 at Bank St., I feel that the section of Bank from the interchange to 35th St. should be listed as a truck route as well as 35th and 34th Streets from Bank to Broadway.

JCP/deb

RECEIVED
JUL 29 1982
CITY OF DENVER
DEPARTMENT OF TRANSPORTATION

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

August 17, 1982

Mr. James C. Pasikowski, P.E.
Assistant City Engineer
Department of Public Works
216 City Hall
601 West Jefferson Street
Louisville, KY 40202

Dear Jim:

Thank you for the detailed comments on the draft Shawnee
Neighborhood Plan.

With regards to your comments on truck traffic, we are adding to the
text on p. II-20, (1), fourth paragraph "f) investigating the
proper designation of truck routes through and around the
neighborhood."

Planning Commission staff feel, however, because the neighborhood is
really at the end of some transportation corridors where traffic is
not as great and because there is no significant industrial or
commercial development in the area, that truck route designation
should be carefully studied. In addition, the designation of
34th/35th Streets between Bank Street and Broadway may not be
necessary. In any event, we agree that the issue should be
addressed.

Thank you again for your time and efforts.

Sincerely,

FREDERICK ETCHEN

Frederick Etchen
Architect/Planner

FE/sds

cc: David A. Ripple, Acting Executive Director
Planning Commission

Metro Parks

1297 Trevilian Way
Post Office Box 37280
Louisville, Kentucky 40233
502 459-0440

August 6, 1982

RECEIVED
AUG 9 1982

LOUISVILLE & JEFFERSON COUNTY,
PLANNING COMMISSION

Dr. David Ripple
Acting Director
Louisville and Jefferson County
Planning Commission
9th Floor Fiscal Court Bldg.
Louisville, KY 40202

Dear Dr. Ripple:

The Shawnee Neighborhood Plan assesses the essential scope of parks within the Shawnee neighborhood without major omissions. However, we continue to be dismayed by the proposal for alternative development -- probably housing -- on the River Glen Park site because:

1. Although the Shawnee neighborhood may be adequately served by existing park space, it should be noted that:
 - a. The West End, as a whole, is not adequately served by park acreage per capita; and
 - b. Shawnee Park -- and its recently acquired River Glen acreage -- serves a Major Urban Park function to all the residents of Louisville and Jefferson County. In fact, it is one of our five most heavily used parks.

Therefore, to decrease park acreage at River Glen will impact on a far larger constituency than you may currently be considering.

2. Serious legal restrictions govern these properties. The attached Federal Limitation of Use, which covers Shawnee Park, Shawnee Golf Course, and River Glen Park, details these restrictions. As you can see, the City of Louisville could be required to reimburse the Department of the Interior for federal funds used in the acquisition and development of the park space or provide substitute park space of equal value should the park land be used for non-park purposes. At the present time, \$550,000 has been spent or is about to be expended on River Glen's acquisition and development. This fact should, we believe, be pointed out to the plan's readership.
3. The J. Graham Brown Foundation donated the required 50% local match to the Land and Water Conservation Fund so that

Your First Resort

Letter to Dr. Ripple
Page 2
August 6, 1982

River Glen Park could be acquired as public open space for its passive use and aesthetic beauty. The construction of housing on a portion of this space would be a clear violation of both their -- and the City's -- original intention.

4. River Glen, by offering 44.2 acres of open, passive park space and picnic facilities, serves a need not now being adequately met by the highly developed Shawnee Park. The need for open, passive park space and picnicking facilities cannot be minimized in light of recent surveys conducted jointly by Metro Parks and the Planning Commission. For example, a mail survey in July of 1980 showed that "picnicking, socializing, relaxing, enjoyment of quiet areas and scenery, and walking" were the most popular activities of the survey respondents. Another survey undertaken in August, 1980 clearly showed that picnicking was the most popular activity of respondents when visiting a Major Urban Park.
5. River Glen unites with Shawnee Park and Golf Course to offer 2.6 continuous miles of public riverfront.

Therefore, although we are sympathetic with the acknowledged need for the provision of additional housing in Louisville, we seriously recommend that alternative, non-park locations be found. Our parks are a legacy which we must protect for future generations just as our predecessors protected these open spaces for our enjoyment.

With regard to the rest of the Shawnee Neighborhood Plan:

SHAWNEE PARK

By recent planimetry, the park contains approximately 397 acres, rather than 330; this figure includes the Shawnee Golf Course and Tree Nursery. Four of the basketball courts are involved in the "Dirt Bowl", a locally popular tournament. The picnic facilities include permanent tables and grills on concrete pads, and one large and two small pavilions. The park also includes the following facilities that we think are worthy of mention: a wading/spray pool, four water fountains, restrooms, a lily pond, a bandstand, the ballhouse, and a maintenance facility.

In addition, it might be noted that the floodwall runs through Shawnee Park and has been a key factor in changing the nature of the park over the years and the River's edge is popular for fishing. Playgrounds are covered in the text under "smaller child play apparatus". In fact, Shawnee has four separate playground areas, including two which are specifically tot lots, and two that are intended for older children.

Letter to Dr. Ripple
Page 3
August 6, 1982

E. LELAND TAYLOR PARK

There are no permanent picnicking facilities in the park, although we may develop some in the future. There are actually two playground areas; one is a tot lot and one is a regular playground. The text should omit mention of the swimming pool, since it has been inoperative for years and will be demolished or filled in soon. The text, also, did not enumerate the following: a wading/spray pool, two paved volleyball courts, two paved paddle-tennis courts, a water fountain, restrooms, and two parking lots.

MAPS

The land use maps show the Shawnee Tree Nursery as "v" for vacant. It should perhaps be labeled "17" for other; it also is not labeled by name on any maps.

Ivy Court is shown as "v" for vacant on the Housing Options Map. It, too, is not labeled by name on any map.

E. Leland Taylor is not labeled by name on the maps, nor shown with boundaries on maps other than the land use map.

Shawnee Park is not labeled "16" on the land use map.

River Glen is not labeled by name on any map, nor shown by boundary, nor labeled "16" on the land use map. Although it may some day be included in Shawnee Park, it currently has separate status.

OTHER

The text does not specifically mention some important problems in the parks that need to be dealt with, such as off-road driving, dumping, and break-ins.

Also, Southwestern and Northwestern Parkways do not appear to be assessed as Parkways anywhere in the text.

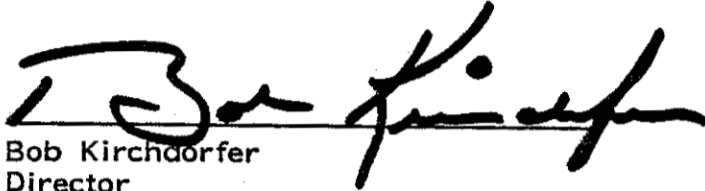
CAPITAL PROJECTS

Please note the attached capital requests for park improvements in the Shawnee Neighborhood. Several of these requests have been submitted for the past several years.

Letter to Dr. Ripple
Page 2
August 6, 1982

Thanks for the opportunity to review this plan. We look forward to continuing to work with you on the remaining neighborhood plans.

Sincerely,

A handwritten signature in black ink, appearing to read "Bob Kirchdorfer". The signature is written in a cursive style with a large initial "B".

Bob Kirchdorfer
Director

BK:JK:rc

Attachments

2411

City of Louisville
CAPITAL IMPROVEMENT PROGRAM 1982-1987

Cabinet: Public Works and Services	Project Title: E. Leland Taylor Park Renovation						Priority
Department: Metro Parks	No.						
PROJECT COST	Estimated	Prior	FISCAL YEARS				
	Total Cost	Authorizations	1982-1983	1983-1984	1984-1985	1985-1986	1986-1987
	\$ 153,000	\$	\$ 153,000	\$	\$	\$	\$
Funding Source:							
General Fund Appropriation	153,000		153,000				

CAPITAL PROJECT NARRATIVE

DESCRIPTION: Light ball diamond -- \$30,000
 Install fencing around ball field and backstop -- \$20,000
 Repair existing wading pool -- \$20,000
 Renovate concession stand with vandal-proof doors and roof -- \$15,000
 Redevelop tot lot and playground -- \$15,000
 Landscaping -- \$14,500
 Resurface multipurpose court -- \$5,000
 Renovate basketball court -- \$4,000
 Bleachers at ball diamond -- \$4,000
 Install water fountain -- \$1,500
 Architect's fees and contingencies -- \$24,000

EXPLANATION AND JUSTIFICATION: This 9-acre Neighborhood Park on 35th and Jewell Streets has received very little funding attention for years. Due to its age and deteriorated condition, the work described above is required. This project was endorsed by Community Development's Shawnee Task Force in February, 1980.

COST CHANGES: Utility fees and sewer charges will increase but maintenance will be reduced.

DESCRIPTION OF PROJECT BY YEAR: This project can be completed within this fiscal year.

PROJECT HISTORY: This project has been submitted to Community Development for the past two years but has not received funding.

City of Louisville
CAPITAL IMPROVEMENT PROGRAM 1982-1987

Cabinet: Public Works and Services	Project Title: Shawnee Park Improvements -- Phases I and II					Priority
Department: Metro Parks	No. 732					
PROJECT COST	Estimated Total Cost	Prior Authorizations	FISCAL YEARS			
			1982-1983	1983-1984	1984-1985	1985-1986
	\$ 649,400	\$ 310,000	\$	\$ 309,000	\$ 340,400	\$
Funding Source:						
Community Development and Urban Parks		310,000				
General Fund Appropriation	649,400			309,000	340,400	

CAPITAL PROJECT NARRATIVE

DESCRIPTION: Phase II --

Renovate lights on diamonds 2, 4, 5, and 8 -- \$120,000
 Correct drainage on ball diamonds -- \$5,000
 Renovate wading pool -- \$35,000
 Permanent seating at the bandstand area and throughout the park -- \$15,000
 Construct tennis court banking boards -- \$10,000
 Light five tennis courts -- \$35,000
 Road repairs -- \$15,000
 Renovate concession stand -- \$30,000

Phase III --

Implement a tree maintenance program i.e., fertilization and planting -- \$30,000
 Construct restrooms -- \$45,000
 Install picnic pads, tables and benches -- \$7,000
 Replace water line servicing picnic area on north end of River Road -- \$5,000
 Install lights on ball diamonds 12, 13, and 14 -- \$90,000
 Redevelop River Road area with permanent benches, picnic tables, and grills -- \$5,000
 Resurface Lower River Road throughout park -- \$10,000
 Construct racquetball court -- \$20,000
 Light four tennis courts -- \$30,000
 Renovate ball house -- \$50,000

EXPLANATION AND JUSTIFICATION: This 331-acre park is one of the City's most heavily used facilities. Because Shawnee is one of the three largest, oldest and most heavily used parks in Louisville, it should receive funding attention commensurate with its age and use.

COST CHANGES: An increase in utilities will result.

DESCRIPTION OF PROJECT BY YEAR: This project is recommended for funding in 1983-84 and 1984-85 and can be completed within those fiscal years.

PROJECT HISTORY: Phase I of Shawnee Park's renovation is almost complete. It was funded through a \$280,000 grant from Urban Parks and Community Development. Phases II and III have been submitted to Community Development for the past two years but have not received funding.

City of Louisville
CAPITAL IMPROVEMENT PROGRAM 1982-1987

Cabinet: Public Works and Services	Project Title: Irrigation System Improvements at Shawnee and Iroquois Golf Courses					Priority
Department: Metro Parks	No.					
PROJECT COST	Estimated Total Cost	Prior Authorizations	FISCAL YEARS			
			1982-1983	1983-1984	1984-1985	1985-1986
	\$ 75,000	\$	\$ 75,000	\$	\$	\$
Funding Source:						
General Fund Appropriation	75,000		75,000			

CAPITAL PROJECT NARRATIVE

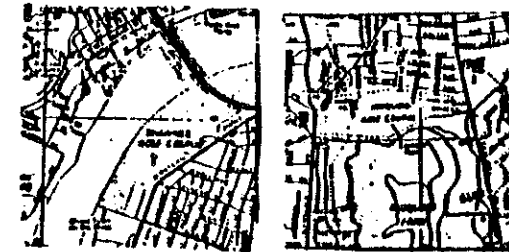
DESCRIPTION: Improve the irrigation system at each course.

EXPLANATION AND JUSTIFICATION: The irrigation systems at these two golf courses combine both old and new irrigation techniques. By improving the overall system at each course, there will be less player interruption and the greens and tees will be kept in better playing condition.

COST CHANGES: If the greens are better maintained, increased play can be expected. This will result in the generation of additional revenue.

DESCRIPTION OF PROJECT BY YEAR: This project is recommended for funding and can be completed within the present fiscal year.

PROJECT HISTORY: This is a new project made necessary by the increased deterioration of the irrigation systems at each of these golf courses.



City of Louisville
CAPITAL IMPROVEMENT PROGRAM 1982-1987

Cabinet: Public Works and Services	Project Title: Rebuild Four Greens at Shawnee Golf Course					Priority	
Department: Metro Parks	No. 708						
PROJECT COST	Estimated	Prior	FISCAL YEARS				
	Total Cost	Authorizations	1982-1983	1983-1984	1984-1985	1985-1986	1986-1987
	\$ 30,000	\$	\$	\$ 50,000	\$	\$	\$
Funding Source:							
General Fund Appropriation	50,000			50,000			

CAPITAL PROJECT NARRATIVE

DESCRIPTION: Rebuild four putting greens at Shawnee Golf Course.

EXPLANATION AND JUSTIFICATION: The four greens in question always "die out" in periods of extreme heat during the summer months. This occurs because of the poor techniques used when the course was constructed.

COST CHANGES: Increased revenue will result.

DESCRIPTION OF PROJECT BY YEAR: This project is recommended for funding in 1983-84 and can be completed within that fiscal year.

PROJECT HISTORY: This project was included in our five year Capital Budget last year.



City of Louisville
CAPITAL IMPROVEMENT PROGRAM 1982-1987

Cabinet: Public Works and Services	Project Title: Replace Carpet in Five Golf Course Clubhouses						Priority
Department: Metro Parks	No. 713						
PROJECT COST	Estimated Total Cost	Prior Authorizations	FISCAL YEARS				
			1982-1983	1983-1984	1984-1985	1985-1986	1986-1987
	\$ 25,000	\$	\$	\$	\$ 10,000	\$ 10,000	\$ 5,000
Funding Source:							
General Fund Appropriation	25,000				10,000	10,000	5,000

CAPITAL PROJECT NARRATIVE

DESCRIPTION: Parks staff will install new carpeting in coordination with a carpet vendor. Crescent Hill -- \$5,000
 Iroquois -- \$5,000
 Seneca -- \$5,000
 Shawnee -- \$5,000
 Cherokee -- \$5,000

EXPLANATION AND JUSTIFICATION: The carpeting is "bubbling" up and is severely worn due to the heavy traffic and the abrasive action of golf spikes. These "bubbles" and worn areas detract from the appearance of the clubhouse and, more importantly, pose a potential safety hazard.

COST CHANGES: A more pleasing and safer appearance to the clubhouse may attract more golfers thereby increasing revenue.

DESCRIPTION OF PROJECT BY YEAR: Carpeting will be replaced at two clubhouses in 1984-85; two more in 1985-86; and one more in 1986-87.

PROJECT HISTORY: This project was included in our five year Capital Budget last year.

City of Louisville
CAPITAL IMPROVEMENT PROGRAM 1982-1987

Cabinet: Public Works and Services	Project Title: Drainage Improvements at Shawnee Golf Course					Priority
Department: Water Parks	No. 720					
PROJECT COST	Estimated Total Cost	Prior Authorizations	FISCAL YEARS			
			1982-1983	1983-1984	1984-1985	1985-1986
	\$ 50,000	\$	\$	\$	\$ 50,000	\$
Funding Source:						
General Fund Appropriation	50,000				50,000	

CAPITAL PROJECT NARRATIVE

DESCRIPTION: Conduct a detailed study of the drainage at Shawnee Golf Course and make the necessary changes to alleviate the drainage problems.

EXPLANATION AND JUSTIFICATION: With the frequent flooding at Shawnee Golf Course, drainage is a serious problem. It is felt that with some modifications to the existing drainage patterns, play could be resumed much sooner after a heavy storm or flooding.

COST CHANGES: Increased play will generate additional revenue.

DESCRIPTION OF PROJECT BY YEAR: This project is recommended for funding in 1984-85 and can be completed within that fiscal year.

PROJECT HISTORY: This project has been included in our five year Capital Budget for the past three years.



City of Louisville
CAPITAL IMPROVEMENT PROGRAM 1982-1987

Cabinet: Public Works and Services	Project Title: Construct Golf Course Rain Shelters					Priority	
Department: Metro Parks	No. 715						
PROJECT COST	Estimated Total Cost	Prior Authorizations	FISCAL YEARS				
			1982-1983	1983-1984	1984-1985	1985-1986	1986-1987
	\$ 40,000	\$	\$	\$	\$20,000	\$ 10,000	\$ 10,000
Funding Source:							
General Fund Appropriation	40,000				20,000	10,000	10,000

CAPITAL PROJECT NARRATIVE

DESCRIPTION: Construct rain shelters on golf courses throughout the City. The cost is estimated at \$5,000 per shelter.

EXPLANATION AND JUSTIFICATION: At the present time, there's no protection for golfers from either inclement weather or the sun. We've had a number of requests for the installation of shelters on all of our City courses.

COST CHANGES: Slight increase in maintenance.

DESCRIPTION OF PROJECT BY YEAR: The shelters will be constructed at various City courses over a three-year period. Four are proposed for construction in 1984-85; two more will be built in 1985-86; and the last two will be built in 1986-87.

PROJECT HISTORY: This project has been included in our five year Capital Budget for the past three years.

THIS NOTICE OF LIMITATION OF USE by and between:

THE CITY OF LOUISVILLE, KENTUCKY, a Municipal Corporation, party of the first part, and

SECRETARY OF THE INTERIOR OF THE UNITED STATES OF AMERICA, party of the second part;

WITNESSETH:

WHEREAS by a writing appearing of record in Deed Book 5203, Page 807, in the Office of the Clerk of the County Court of Jefferson County, Kentucky, the party of the first part intended to create a Limitation on use of Land in Louisville known as Shawnee Park and Shawnee Golf Course; and,

WHEREAS, said writing may not have adequately described the boundary of said Shawnee Park and Shawnee Golf Course; and,

WHEREAS it is now the desire of the party of the first part to adequately describe same, and further, to declare the limitation of use to the party of the second part as herein done.

NOW, THEREFORE, the party of the first part does hereby declare that the following two tracts of Land embrace the outside boundary Lines of Shawnee Park and Shawnee Golf Course.

RIVER
GLEN
→

TRACT #1: BEGINNING at the intersection of the Northerly Line of Broadway with the Western Line of Western Parkway; thence Northwardly with the Westerly Line of Western Parkway, and its meanders 4,131.0 feet more or less to a point where Western Parkway proceeds in an East-West direction; thence Westwardly with the Southerly Line of Western Parkway 344 feet, more or less to that point in Western Parkway begins a Northerly direction; thence Northwardly with the Westerly Line of Western Parkway 1534.6 feet to the South Line of Market Street; thence Westwardly with the South Line of Market Street, 1,748 feet 9 inches, more or less to the Ohio River; thence with same and its meanders Southwardly to a point; thence South 38 degrees East 396 feet to a point thence South 1 degree 20 minutes East 736.6 feet, more or less to the North Line of Broadway; thence Eastwardly with the North Line of Broadway 1,808.4 feet to the point of beginning, being Shawnee Park as now improved and constructed.

TRACT #2: BEGINNING in the North Line of Market Street 613.6 feet Westwardly of the Westerly Line of Western Parkway as measured along the North Line of Market Street; thence in a Northeasterly direction along the boundary of Shawnee Golf Course as now constructed, 991 feet more or less to a corner of same; thence continuing with said Boundary in an Easterly direction 238 feet more or less to another corner in said boundary; thence in a Northeasterly direction along said boundary, and the meanders thereof 1618 feet more or less to a point in said boundary; thence Southeastwardly 265.08 feet, more or less to Western Parkway; thence Northeastwardly with Western Parkway 500 feet, more or less to the Northerly Line of Boone Lane; thence Northwestwardly 300 feet, more or less to a corner in said boundary; thence in a Northwestwardly direction along said Boundary 480 feet more or less to a corner thereof; thence in a Northeasterly direction along the meanders thereon to the Northwestwardly corner of Rudd Avenue; thence in a Northerly direction along a boundary of Shawnee Golf Course as now constructed to the Ohio River; thence down the River in a Southwesterly direction to the North Line of Market Street (if extended) thence Eastwardly with the line of Market Street (if extended) 600 feet, more or less to the point of beginning and being Shawnee Golf Course as now constructed and improved.

WHEREAS, said Land is being improved and developed for public outdoor recreational purposes by monies and funds furnished and provided by the Heritage Conservation and Recreation Service of the Department of Interior in accordance with the

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

August 17, 1982

Mr. Bob Kirchdorfer, Director
Metro Parks
1297 Trevilian Way
P. O. Box 37280
Louisville, Kentucky 40233

Dear Mr. Kirchdorfer:

Thank you for the detailed comments on the draft Shawnee Neighborhood Plan. Attached is a copy of a memorandum to the Shawnee Neighborhood Strategy Area Task Force Board of Directors dated August 16, 1982. With the memorandum is a listing of changes to be made to the Shawnee Plan that reflect your comments to the Planning Commission. These are found in item I. LAND USE. In addition, your letter of comments to the Planning Commission will be reprinted in full in the appendix of the Shawnee Plan.

The Planning Commission acknowledges that the Parks Department is opposed to any use of River Glen Park for non-recreational purposes and that legal restrictions exist regarding development for non-recreational uses.

However, we also acknowledge that through the neighborhood planning process there was a stated concern of the type of development that should occur in the park site as well as the type of recreational use currently being developed.

The Planning Commission is not specifically proposing or endorsing a non-recreational use for the River Glen site. However, the Shawnee Neighborhood Plan is recommending that alternative uses should be investigated for the site. This investigation should include active resident participation and would not exclude in any way alternative recreational development such as active park space, horse trails, riverfront access and development and marinas.

Thank you again for your time and efforts.

Sincerely,

FREDERICK ETCHEN

Frederick Etchen
Architect/Planner

FE/wah

cc: Anita Solodkin, Metro Parks
David Ripple, Acting Director, Planning Commission

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

TO: Shawnee Neighborhood Strategy Area Task Force Board of Directors

FROM: Planning Commission *Fred Eichen*

DATE: August 16, 1982

RE: Corrections and changes to draft Shawnee Plan

As a part of the formulation of neighborhood plans, changes are made to the draft Plan through comments from neighborhood groups, governmental agencies and other affected groups. The Planning Commission has held a public meeting in the Shawnee area and has received written comments from various agencies. These comments and changes, where appropriate, are incorporated into the draft Shawnee Plan.

Attached is a listing of changes to be made in the draft Shawnee Neighborhood Plan before the final draft is printed and submitted to the City Community Development Cabinet.

cc: Community Development Cabinet
City Department of Public Works - Traffic Engineering
Metro Parks Department

**Louisville and Jefferson County
Planning Commission**



900 Fiscal Court Building, Louisville, Kentucky 40202 502-581-6230

August 16, 1982

The following changes are to be made in the draft Shawnee Neighborhood Plan before submittal to the City Community Development Cabinet.

i. ACKNOWLEDGEMENTS

1. Add Reverend James Miller and Clarence Jackson, Jr. to the Planning Committee.
2. Add Shawnee Neighborhood Strategy Area Task Force Board of Directors.

I. LAND USE

p. I-2, last paragraph, change to:

"The park is about 397 acres in size, including the Tree Nursery, and is "

p. I-3, first paragraph, add:

". . . smaller child play equipment, a wading/spray pool, four water fountains, restrooms, a lily pond, a bandstand, the ballhouse and a maintenance facility building".

p. I-3, second paragraph, add:

". . . recreation. At present, \$550,000 has been spent or is about to be expended on the acquisition and development of River Glen Park."

p. I-3, fourth paragraph, delete:

". . . , a swimming pool, picnicking areas, "

p. I-3, fourth paragraph, add:

". . . child play apparatus, a wading/spray pool, two paved volleyball courts, two paved paddle tennis courts, a water fountain, restrooms and two parking lots."

p. I-18, (3), second paragraph, add:

". . . larger area than Shawnee. The Parks Department also stated that the City of Louisville could be required to reimburse the Department of the Interior for federal funds used in the acquisition and development of the park space or provide substitute park space of equal value of the park land is used for non-park purposes. In addition, the J. Graham Brown

Foundation donated the required 50% local match money so the park could be acquired as public open space. The Metro Parks Department has further stated that the construction of housing on a portion of this space would be a clear violation of both their -- and the City's -- original intention.

II. TRANSPORTATION

- p. II-20, (1), fourth paragraph, add:
f) investigating the proper designation of truck routes through and around the neighborhood.

III. HOUSING

Attached is a marked-up copy of the Housing Section.