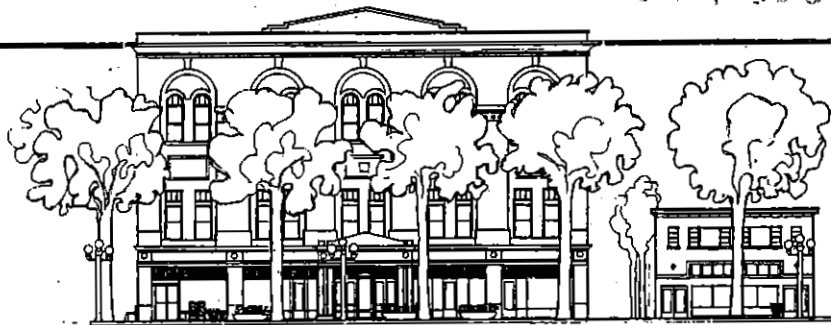


Ben Post  
Community Services  
200 S. Seventh, #200  
574-3380



SOUTH SIDE OF DUMOUNIL WEST OF 28TH STREET

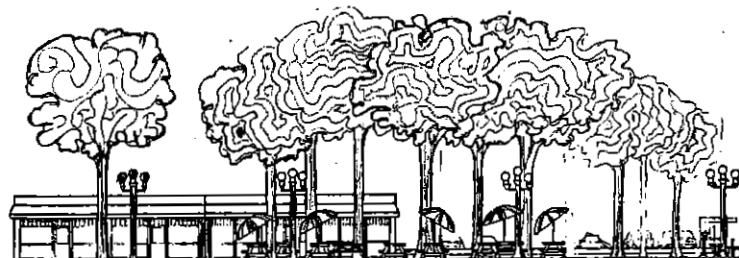


WEST SIDE OF 28TH STREET FROM DUMOUNIL TO VIRGINIA

# PARKLAND NEIGHBORHOOD PLAN



NORTH SIDE OF DUMOUNIL WEST OF 28TH STREET



EAST SIDE OF TWENTY-EIGHTH STREET FROM VIRGINIA TO DUMOUNIL



**Louisville and Jefferson County Planning Commission**

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

## Parkland Neighborhood Task Force

The Parkland Neighborhood Plan is the result of a concentrated planning process conducted between November 1982 and June 1983. Citizen participation was an integral part of this process. The Planning Commission staff wishes to acknowledge the time and effort neighborhood residents willingly contributed to assist in developing the plan. Task Force members include the following:

### Parkland Neighborhood Plan Task Force

Jones O. Ogagun  
Elsie Anderson  
Janet Howard  
Charles Easton  
Sadie Elmore  
Robert Hester  
Sunni Kirby  
Judd Johnson  
Mr. Jim Shead  
Walter P. Porter  
Kay Downs  
James Elliott  
Maurice Sweeney  
Naida Landers

Betty Dobbins

Chairperson



# PARKLAND NEIGHBORHOOD PLAN

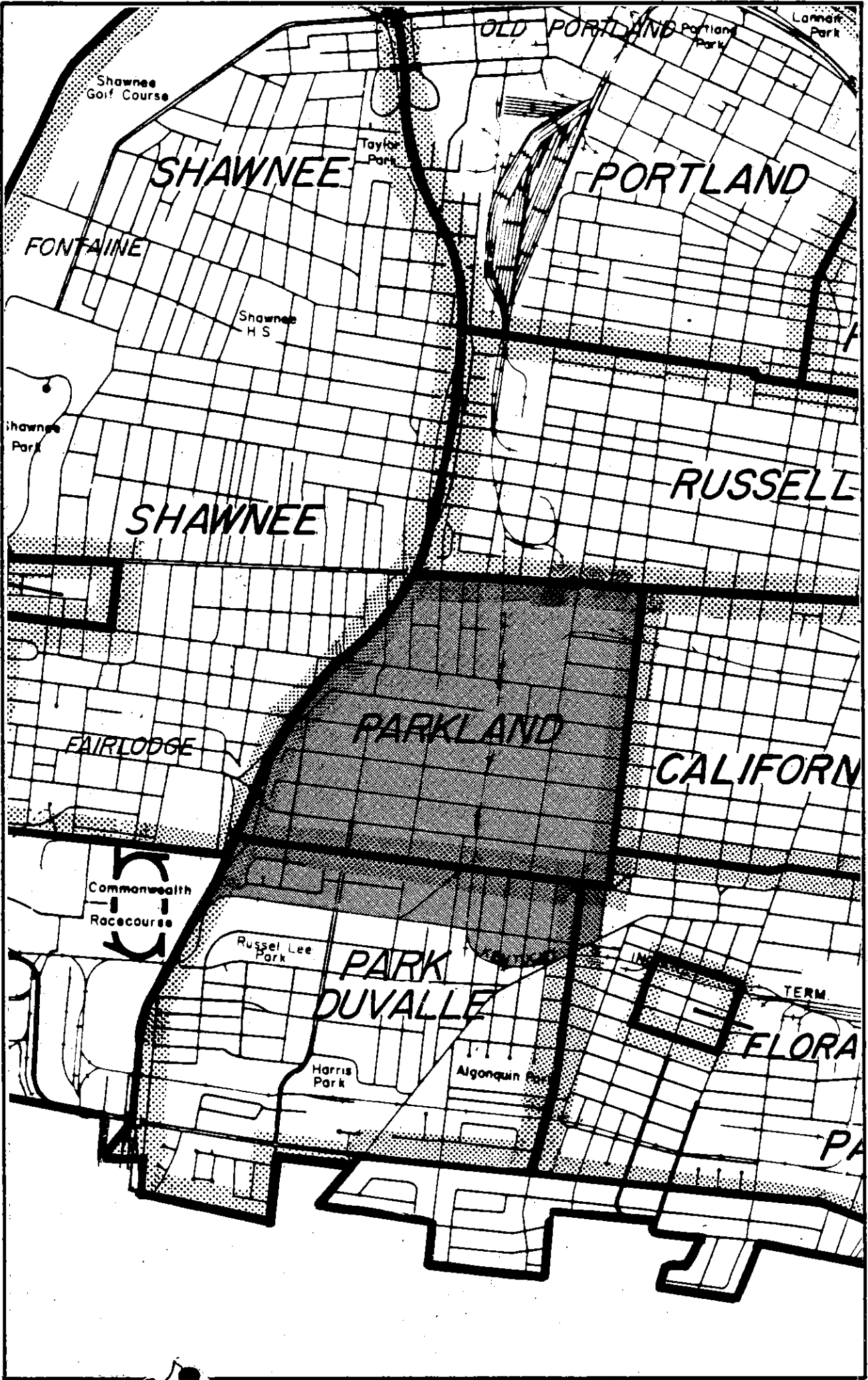
Prepared for the Board of Aldermen of the City of Louisville by the Louisville and Jefferson County Planning Commission, under contract with the Louisville Community Development Cabinet and with the assistance of the Parkland Neighborhood Plan Task Force.

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

June, 1983



**Louisville and Jefferson County Planning Commission**



**Louisville and Jefferson County Planning Commission**

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## EXECUTIVE SUMMARY

### A. REQUESTED ACTION

#### 1. Plan Preparation

The Parkland Neighborhood Plan was prepared by the staff of the Louisville and Jefferson County Planning Commission, under a contract with the City of Louisville Community Development Cabinet at the request of the Louisville Board of Aldermen. The Planning Commission staff worked closely with the Parkland Neighborhood Plan Task Force of the Parkland Alliance in preparing the Plan. The Plan was prepared in part with federal Community Development Block Grant funds. The Plan was developed in accordance with the Neighborhood Plan Ordinance (Ordinance No. 22, Series 1980, City of Louisville).

#### 2. Purpose of Plan

The purpose of this plan is to identify the needs of Parkland's residents and businesses in terms of land use, transportation, housing and economic development. The Plan is intended to provide specific recommendations that will promote the stabilization and revitalization of Parkland's residential area, promote a healthy neighborhood shopping district and support existing and proposed industrial development. The purpose of this study is to establish a plan that can be officially adopted by the City of Louisville as a basis for public policy and as a means to guide and encourage private investment.

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

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

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

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

#### 3. Plan Content

The Parkland Neighborhood Plan contains two sections: Land Use and Transportation. The Introduction refers readers to key parts of the Plan.

Each section includes the five phases specified in Section 3 of Ordinance 22, Series 1980: the "Needs Assessment" that inventories existing conditions, the "Projections" of existing trends into the future if no actions are taken, "Recommendations" to address the issues and problems identified, "Implementation" strategies to carry out the recommendations, and "Priorities" for implementing the plan including responsible agencies, organizations and funding sources.

The study area for the Parkland Neighborhood Plan is bounded by Broadway, 26th Street, Woodland Avenue and the K&IT Railroad, and the Shawnee Expressway. This area measures approximately 610 acres.

Adoption by the Board of Aldermen is sought for the complete Land Use and Transportation Sections. No other neighborhood plan sections or parts thereof are proposed at this time.

B. NEIGHBORHOOD PLAN ORDINANCE COMPLIANCE.

The Parkland Neighborhood Plan was developed in compliance with the requirements of Ordinance No. 22 concerning content and process for preparation and adoption of neighborhood plans.

1. Summary of Recommendations and Priorities

a. Land Use

The land use plan for Parkland consists of a series of recommendations or guidelines, and a map. The guidelines appear in part C.2.a. of the Land Use section; Figure I-6 illustrates land use recommendations. Land use problems and issues, and the land use plan developed in response to them are summarized in the following paragraphs.

Parkland lacks shopping facilities; existing stores do not provide the range and quality of goods desired. Related to this problem is the deteriorated state of the commercial area along 28th Street. The Plan recommends revitalization of the 28th and Virginia-Dumesnil area as a neighborhood shopping district (Figure I-7). The restoration of the commercial structures there, which are part of the National Register Historic District, is endorsed (Figures I-9, I-10). The commercial area centered at 28th and Greenwood is also to be improved (Figure I-8), with a combination of residential and commercial uses.

Although most of the homes in Parkland are in good condition, 15% of them require major repairs, and 4% may be beyond repair. The Plan recommends a repair program as well as more extensive housing rehabilitation throughout the neighborhood. A neighborhood level program that would provide job training for residents while improving housing conditions is proposed. Tool library, weatherization and painting programs are also recommended.

Vacant lots and vacant, deteriorating structures detract from Parkland's vitality as a neighborhood. The plan proposes measures to acquire vacant property and return it to use as building sites or added yard space. Ways to expedite demolition or repair of blighted structures are addressed. Short-term measures to improve maintenance of vacant lots are also proposed.

Unemployment in Parkland is greater than the City-wide average; joblessness limits the potential for housing improvements and revitalization of the shopping district. The Plan recommends financial incentives for new businesses locating in the area and providing jobs for area residents. Neighborhood support for existing firms is also suggested. Job training programs and hands-on work experiences are proposed, to improve employability of residents.

The two mini-parks in the neighborhood are not well situated and have few facilities. The Plan recommends closing them in favor of a single larger park adjacent to the Parkland Boys and Girls Club.

Zoning in Parkland is appropriate for the most part, but some adjustments are necessary (see Figure I-11). Zoning changes are recommended that will protect residential areas from industrial encroachment, allow revitalization of the neighborhood shopping district, and limit commercial uses outside of the recommended commercial areas.

b. Transportation

Improvements recommended for the transportation system in Parkland are presented in the guidelines (part C.2.a. of the Transportation Section) and in Figure II-4. The transportation issues and



recommendations developed as part of the planning process are summarized in the following paragraphs.

The street system in Parkland can handle existing traffic volumes adequately. However, at railroad crossings in the neighborhood traffic is frequently blocked by numerous trains. The plan recommends that meetings be arranged between City officials, neighborhood residents and representatives of the Southern Railway System so that a solution can be determined and implementation can begin.

The lack of adequate off-street truck loading facilities, combined with on-street parking, restricts traffic flow along 28th Street. The plan recommends that spot restrictions be placed on parking in problem areas, commercial vehicles be encouraged to use side streets or alleys for loading activities and that loading zones be designated in appropriate areas.

The offset alignment of the intersection of 28th and Dumesnil Streets is confusing, dangerous and not conducive to commercial revitalization in the area. The area also lacks adequate off-street parking facilities. The plan recommends that traffic signals at the intersection be adjusted to reduce hazards, a detailed study of the intersection be done to determine the feasibility and effects of reconstructing it, and that adequately designed off-street parking be provided, where practical, as part of any redevelopment taking place in the area.

Along some streets in the neighborhood, pavement is deteriorated. In addition, road surface conditions are poor at some of the at-grade rail crossings in Parkland. The plan recommends that residents be encouraged to inform the Public Works Department of street locations with deteriorated pavement as they occur and that deteriorated crossings and approaches be repaved where deteriorated.

Two intersections along Broadway, at 26th and 28th Streets, have elevated levels of traffic accidents. The plan recommends that both locations be studied to determine need to add a turning phase or make other adjustments to existing traffic signals; that signage and pavement markings be improved to inform motorists of appropriate lane usage and traffic patterns; and that pedestrian crossing signs and walk/don't walk signals be installed.

Improved facilities for pedestrians are needed at some locations. In areas of heavy use, crosswalk lines should be repainted or provided for the first time. The City policy of requiring wheelchair ramps when sidewalks are reconstructed is endorsed. Homeowners should be encouraged to maintain sidewalks on their land. The plan also recommends that sidewalks be constructed in areas that lack them and that major segments of significantly deteriorated sidewalk be repaired or replaced.

Parkland is well served by public transportation. However, there is a lack of shelters and benches for transit users. The plan recommends that TARC investigate the need for and feasibility of installing transit shelters along TARC routes in Parkland. Benches should be installed along routes where transit patronage is significant and where transit shelters are not feasible.

## 2. Citizen Participation

The Parkland Neighborhood Plan is the product of frequent and close cooperation between the Planning Commission staff and neighborhood interests, in fulfillment of Section 4B and 4C (a) of Ordinance No. 22 on citizen participation. To determine neighborhood problems and needs, 1100 surveys were distributed to Parkland residents. The Task Force of the Parkland Alliance was consulted frequently; the Planning Commission met with this group at least once a month between January and June 1983. The Task Force identified

neighborhood problems, suggested alternative solutions, helped developed the Plan's recommendations, reviewed the actions to implement the Plan, and set priorities for those actions. The Task Force reported on the planning process to the Parkland Alliance. A general public meeting will be conducted to receive comments on the draft plan in furtherance of Section 4C (a) of the Neighborhood Plan Ordinance. The plan will be revised as necessary based on comments received at that public meeting. A public hearing conducted by the Board of Aldermen will also provide an opportunity for citizen input in accordance with Section 4C (d) of Ordinance No. 22.

### 3. Agency Review

The draft Plan was submitted to agencies and organizations affected by the plan, or responsible for implementing portions of it, for their review (Section 4C (b) of Ordinance No. 22). Comments from these agencies and area residents were evaluated and necessary revisions were incorporated in the plan. The Plan has been forwarded for a final checkoff by the Community Development Cabinet (Section 4C (c) of Ordinance No. 22). Subsequent to the Cabinet's acceptance of the plan, it will be submitted to the Board of Aldermen for their consideration and adoption. In addition to this process for reviewing the end product, plan implementors such as the Community Development Cabinet, Office of Economic Development, Public Works Department, etc. have been consulted on the plan's content during its preparation.

## INTRODUCTION

The report before you is the Parkland Neighborhood Plan. It was prepared in 1982-1983 and approved by the Board of Aldermen on . This Plan covers that portion of the City of Louisville bounded by Broadway on the north; 26th Street on the east; the K&IT Railroad and Woodland Avenue on the south; and the Shawnee Expressway on the west.

### Highlights

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

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

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

1. Recommendations: The Plan's recommendations consist of written guidelines and an accompanying map. Refer to the following pages for the Plan's recommendations: Land Use, page I-29; Transportation, page II-20.
2. Priorities: tables have been prepared summarizing implementation measures and showing their relative importance. For Land Use priorities see page I-52; for Transportation, page II-33.
3. Implementation Measures: actions and programs to implement the Plan, agencies involved and cost estimates are covered in section D of each part of the Plan. For Land Use Implementation measures, begin on Page I-32, for Transportation, page II-23.

### Outline

The Parkland Plan is a detailed report consisting of Land Use and Transportation elements. Each element is considered separately and each element has been broken down into the following components:

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

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

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

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

Priorities shows the relative importance of implementation actions and schedules startup of the actions.

For More Information; contact members of the project staff (see inside rear cover) at the Planning Commission offices, 581-6230, or members of the Parkland Alliance Neighborhood Plan Task Force.

## I. LAND USE

## A. NEEDS ASSESSMENT

### 1. Summary of Findings

- The Parkland neighborhood is a predominantly residential area with significant amounts of manufacturing and commercial uses. The neighborhood covers 610 acres or 55 City blocks.
- Parkland is zoned for residential use (62%), industry (32%) and commercial use (6%). Zoning has changed very little since first enacted in 1931.
- There are 2500 dwelling units in Parkland, mostly single-family homes (82%). Owner-occupancy levels are high (64%).
- A portion of the neighborhood is an historic district listed on the National Register of Historic Places.
- Housing in Parkland is mostly in sound condition (81%), although 15% of the structures require major repairs and 4% may be beyond repair. Non-residential structures are in worse condition.
- Parkland's population has declined steadily in recent decades, and currently stands at 6500 persons.
- Parkland's unemployment rate in 1980 was 19%, nearly twice the average for the City of Louisville. Per-capita income is three-fourths of the City average.
- Stores in Parkland are not adequate to meet residents needs. Estimated sales are \$4.6 million while residents' expenditures are estimated at \$8.6 million.
- Problems facing Parkland include: inadequate shopping facilities, deteriorated 28th Street corridor, high crime rate, structural decay, expansion of non-residential uses, inadequate maintenance, and unemployment.

### 2. Description of Existing Conditions

#### a. Existing Land Use

Parkland is a West Louisville neighborhood. Its boundaries for purposes of this study are Broadway, 26th Street, the K&IT Railroad, Woodland Avenue and the Shawnee Expressway. Parkland was settled in the 1870's, a period when Louisville was growing rapidly and expanding outward. Parkland was incorporated as a city in 1874, and became part of the City of Louisville in 1894. A summary of the neighborhood's history was prepared for the 1980 Parkland Neighborhood Study; this material has been reproduced as Appendix A of this report.

Parkland adjoins the Russell, California, Park Duvalle, and Chickasaw neighborhoods. Parkland neighborhood covers approximately 55 blocks and a total area of 610 acres. Census Tract 10 and portions of Tracts 13, 15, 17 and 18 constitute the Parkland neighborhood.

Parkland neighborhood includes a broad range of land uses or types of development. Like most older neighborhoods, shopping areas, schools, industries, churches and parks, as well as houses occur in Parkland. Existing land use is shown on Figure I-1; Table I-1 shows the proportion of various land uses within the neighborhood. Accounting for 62% of the developable land, housing is the predominant land use in Parkland. Most of the housing is single-family homes. Apartments are uncommon in Parkland. Industries located along the K&IT Railroad are a major

Table I-1 Existing Land Use (1982)

<u>Land Use Category</u>		<u>Percent of Total Area</u>
<u>Map Symbol</u>	<u>Category Name</u>	
1.	Single Family	56.0
2.	Duplex	4.7
3.	Multi-family (3 or more units)	1.4
Residential Sub-total		62.1
4.	Manufacturing light	1.0
5.	Manufacturing heavy	16.1
6.	Transportation	0.0
7.	Communications & Utilities	.1
8.	Wholesale Commercial	1.9
9.	Retail goods	1.6
10.	Retail general	1.4
11.	Office	.2
12.	Government	0.0
13.	Medical services	.1
14.	Educational	1.4
15.	Religious	1.9
16.	Public parks	.3
17.	Private parks	.6
V.	Vacant	<u>11.3</u>
Total		100.0

Source: Louisville and Jefferson County Planning Commission, November, 1982.

land use feature in Parkland. Industry occupies 17% of Parkland's land area. Vacant land is significant in Parkland, 11% of the neighborhood. Retail shopping uses are not extensive in Parkland and account for less than 2% of the neighborhood. The shopping area at 28th and Dumesnil is the largest concentration of retail uses in Parkland. The intersection of 28th and Greenwood is a small commercial area; numerous corner stores are scattered throughout the neighborhood.

b. Vacant Property

Approximately 50 acres, 11% of Parkland's developable land, are vacant. The southeast corner of 28th and Broadway, partially used for parking and storage, is the largest vacant site in Parkland. Vacant lots are scattered throughout the residential portions of the neighborhood, with concentrations in the southeast quadrant of the neighborhood and in the vicinity of 29th and Kentucky. There are approximately 160 vacant, buildable lots in the residential areas of Parkland. In many instances, vacant lots are not maintained. Weeds, litter and illegal dumping on vacant lots is a nuisance for neighbors and a negative force in the neighborhood as a whole.

There is a significant amount of tax delinquent property in Parkland. Tax delinquency indicates that property owners are less committed to maintaining and investing in their property or are financially unable to do so. According to the City of Louisville's Urban Land Program, there were 378 seriously delinquent parcels in Parkland as of December 1982. Serious delinquency is defined as either three years or more than \$100 in arrears. Seriously delinquent properties standing vacant are a blighting influence that detract from the neighborhood's vitality. These structures may have been abandoned or title problems may prevent sale and re-use. There are a total of 31 vacant, seriously delinquent structures in Parkland; see Figure I-2. Tax delinquent property occurs throughout the neighborhood, although tax delinquency is more common east of the K&IT Railroad.

c. Community Facilities

Table I-2 lists community facilities in Parkland.

Two miniparks are located in Parkland. Greenwood Park occupies one-tenth of an acre on 28th Street south of Greenwood. Greenwood Park contains a basketball court and tot-lot equipment. The size, appearance and location of Greenwood Park are less than ideal. The park is not easily distinguished from the adjacent parking lot. Visually it provides little relief from surrounding commercial land uses. Maintenance costs are high in relation to the benefits obtained by park users. Being situated on a busy street, Greenwood Park is not well-suited for use by very small children. Colmar minipark measures seven-tenths of an acre and is located at the intersection of 36th Street and Colmar Drive. Colmar Park was designed to provide open space and a tot-lot/playground for residents of the Alpha Gardens subdivision. Unfortunately the benches and most of the play equipment have been vandalized to the extent of no longer being useable. Houses in Alpha Gardens have private yards; many yards are fenced and provide recreation space similar to Colmar Park. According to subdivision representatives, the park is little used.

Parks outside the boundaries of Parkland are near enough to serve some of the neighborhood's recreation needs. Elliot, Southwick and Victory parks are within 1/2 mile of

Table I-2

Community Facilities

Parks

Colmar (.7 acre)  
playground equipment

Greenwood (.1 acre)  
one basketball court  
playground equipment

Other Recreation Facilities

Parkland Boys and Girls Club  
gymnasium  
outdoor basketball courts  
library  
game rooms  
supervised recreation programs

Schools

Jessie Carter Elementary - 473-1225

Parkland Elementary

Libraries

Parkland Branch, Louisville Free Public Library

Social Services

Baptist Fellowship Center  
clothes closet  
day care  
senior citizen activities  
supervised after school recreation

1351 Catalpa

DHR - Bureau for Social Services  
food stamp issuance

2602 West Broadway

Seven Counties Services  
counselling  
outpatient mental health services

710 Hazel



portions of Parkland neighborhood. Elliot and Southwick parks have supervised summer recreation programs.

The Parkland Boys and Girls Club is a major recreation facility in the neighborhood. This facility includes a gymnasium, arts and crafts rooms, game rooms and a library. Supervised recreation and organized sports programs are conducted at the Club.

In addition to these recreation facilities, outdoor basketball goals at Parkland Elementary School are frequently used by area residents. Basketball courts on 28th Street between Grand and Hale Avenues were constructed by Reynolds Metals Company for the neighborhood's use. Complaints about noise led to dismantling of these facilities, but they could be restored. Other community facilities in Parkland include the branch library, two elementary schools and social service providers.

d. Zoning

The zoning regulations and the zoning district map control the manner in which land can be used. Zoning was instituted in the City of Louisville in 1931. At that time most of Parkland had already been developed; some areas west of 34th Street were still undeveloped. The pattern of residential, commercial and industrial zoning applied to Parkland in 1931 followed existing land use for the most part. The exceptions were several commercially zoned street corners occupied by houses, and a broad strip of industrially zoned land along the K&IT Railroad occupied by houses as well as industries.

Zoning in Parkland has been remarkably stable. In more than 50 years, only a handful of changes were made to the original zoning pattern. Most changes in the neighborhood have involved commercially zoned sites. Figure I-3, which shows existing zoning, is not significantly different from the 1931 zoning map.

Residential zoning is predominant in Parkland, covering 62% of the neighborhood (see Table I-3). East of 32nd Street the R-6 Apartment District is the major residential zone; the R-5 Residential District occurs west of 32nd Street. The R-5 classification permits single-family homes and side-by-side duplexes, on lots of 6000 square feet or greater. Lots created prior to 1954 that do not meet the minimum size standard can be developed for one dwelling unit. The maximum density in the R-5 zone is 7 dwelling units per acre. The R-6 zone allows single-family, duplex and apartment development to a maximum density of 17 dwellings per acre. The R-6 zone requires 2500 square feet of lot area for each dwelling unit. Lot size, therefore, governs the number of dwellings that can be constructed. Most lots in Parkland would permit two or three dwellings. The R-7 zone resembles R-6 in the range of uses permitted. Higher density apartment development, up to 35 dwellings per acre, is allowed under the R-7 classification. R-7 zoning requires 1250 square feet of lot area for each dwelling unit.

The M-2 and M-3 Industrial Districts occupy 31% of Parkland. These industrial zones permit a wide range of manufacturing and storage operations. Appendix B lists the permissible uses in the various zones found in Parkland. Commercial zoning accounts for 6% of Parkland. Most of the commercially zoned land is along 26th, 28th, 32nd and 36th streets. The C-1 Commercial District permits most stores and services found in neighborhood shopping areas.

TABLE I-3 EXISTING ZONING

<u>Zoning District</u>	<u>Percent of Neighborhood</u>
R-1	.1
R-5	28.2
R-6	28.1
R-7	5.0
R-8	.3
Residential Zoning Subtotal	61.7
C-1	4.5
C-2	1.4
M-2	21.9
M-3	10.6
Industrial Zoning Subtotal	31.5
	<u>100.0</u>

Source: Louisville and Jefferson County Planning Commission,  
December 1982

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

Nonconforming use status implies that a different type of land use may be more appropriate for an area than what exists. The effects of nonconforming use status vary according to the type and character of surrounding land use. Less intensive uses in a more intensive zone (such as residential and commercial uses in an industrial zone) may be subject to many nuisances. These nuisances could affect the desirability of the residential or commercial uses, and result in a decline in property maintenance and economic return. The potential for converting these uses to another, more lucrative use would also discourage investment and property maintenance. Conversely, residential uses in industrial zones may create problems for the predominant use by generating complaints concerning its operations or by occupying sites suited for industrial use. More intensive uses in a less intensive zone (such as industrial and commercial uses in a residential zone) may have a blighting effect on the less intensive use.

Nonconforming uses in Parkland result from houses located in the industrially zoned corridor that parallels the K&IT Railroad. There are approximately 180 houses in this industrially zoned area. There is also a significant number of nonconforming commercial uses in this corridor including the stores at the northwest corner of 28th and Dumesnil.

Residential Uses in Commercial Zones: Under the Zoning District Regulations, residential uses are permitted in commercial zones, as long as they meet the density and floor area limits specified for that zone. The C-1 zone, which is the predominant commercial zone in Parkland, allows high density residential development. Although residential uses within commercial zones do not fall in the category of nonconforming use, their future uses and the character of the surrounding area are affected by commercial zoning. Such zoning does not support the residential character of the area. Assuming that residential use is desired in a particular location, commercial zoning has a destabilizing effect. Commercial zoning would allow individual property owners to significantly change the scale, character, and appearance of a particular site. The potential for nuisances to adjacent residential uses is significant in the C-1 zone, which allows a wide range of commercial uses. Residential use in commercial zones occurs along 28th Street, 32nd Street and Hale Avenue.

e. Housing Characteristics

The Parkland neighborhood is home to 6,496 persons. Much of the neighborhood is occupied by the 2,477 dwelling units that house these persons. The neighborhood averages 2.92 persons per household. Density -- the ratio of housing units to land area -- is in the medium range in most of the neighborhood. Densities of 7 to 10 housing

units per acre are typical, although the Alpha Gardens subdivision is below 5 units per acre. Appendix C provides detailed information on population and dwelling units, at the Census Tract level.

Parkland is a predominantly single-family owner-occupied neighborhood. Single-family housing accounts for 82% of Parkland's total stock. By comparison, the City has a single-family ratio of 69%. Multi-family housing (apartments) accounts for 18% of the neighborhood's housing stock. Two-thirds of the apartments occur in duplex structures. Apartments over stores, converted houses and apartment buildings account for the remainder of the multi-family housing stock. Most duplex and multi-family structures occur between 26th and 32nd Streets; the area west of 32nd Street to the Shawnee Expressway is more consistently single-family in type.

The rate of owner-occupancy of homes in Parkland is 64%. This figure represents a significant increase since 1970, and exceeds the City-wide average of 56%. Owner-occupancy is considered beneficial to a neighborhood because owners generally are concerned with maintaining a desirable residential atmosphere and protecting their investment in the neighborhood. Better property maintenance and an increased commitment to improving the neighborhood are anticipated when owners reside in the neighborhood. Appendix D shows statistics on Parkland's housing stock.

Parkland has a diversity of housing types. Shotgun houses, 1½-story frame and brick bungalows, 2½-story wood frame houses and suburban ranch and colonial type houses occur in the area. The National Register District is characterized by larger frame houses of significant aesthetic appeal.

Although there are numerous styles of residential structures, Parkland's housing stock consists primarily of single-family homes. There is no housing for the elderly within the neighborhood. This is a problem for long-term residents, who may no longer want or be able to maintain a house and yard, but would like to remain in the community. Similarly, there is no housing in the neighborhood for disabled persons.

National Register District: The southeast portion of Parkland is an historic district listed on the National Register of Historic Places. The boundaries of the historic district are shown on Figure I-1. This portion of Parkland is notable for Victorian and Queen Anne style houses. The limited number of builders who developed the neighborhood gave Parkland a distinct character and consistent architectural styles. National Register status entails incentives for preservation of the area. Rehabilitation of income-producing property (apartments or commercial space) that meets federal standards is eligible for major tax advantages. National Register status also protects the neighborhood from negative impacts by any federal action. Any federally funded or licensed activity is reviewed to ensure that it would not detract from Parkland's historic character.

f. Condition of Structures

A windshield survey was conducted in November of 1982 to collect data on the condition of structures in Parkland. The survey is based solely on an analysis of building exteriors; no interior inspection occurred. Residential structures were rated using a five-category classification system; a three-category system was applied to nonresidential structures. The results of the survey are presented on Figure I-4 and Table I-4. Table I-5 explains

Table I-4 Condition of Structures

Parkland Neighborhood

<u>Residential</u>	<u>Number</u>	<u>Percent</u>
Sound	829	38.8
Sound Minor Repair	910	42.6
Sound Major Repair	312	14.6
Deteriorated	57	2.7
Dilapidated	<u>27</u>	<u>1.3</u>
Total	2,135	100.0
<u>Nonresidential</u>		
Standard	79	46.5
Depreciating	78	45.9
Substandard	<u>13</u>	<u>7.6</u>
Total	170	100.0

Source: Louisville and Jefferson County Planning Commission, November, 1982.

Table I-5 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.

the classification system used to describe structural conditions.

Residential Structures: Houses in Parkland are generally in good condition. A very high percentage, 81%, are classified as "standard", needing no repairs or only routine maintenance. For comparison purposes, other neighborhoods have the following percentages of "standard" housing: Shawnee, 99%; California, 72%; Old Louisville, 68%; Smoketown, 17%. About 15% of the houses in Parkland are in the "sound structure major repair" category. These houses need extensive work, more than normal maintenance, but can be rehabilitated. The 57 structures in the "deteriorated" category may be beyond the point where rehabilitation is feasible. There are 27 houses in the "dilapidated" category; these structures generally need to be demolished. Several of these structures are vacant and boarded up.

There is no single area of poor housing conditions in Parkland; substandard structures are scattered throughout most of the neighborhood. The new housing constructed in the urban renewal area is consistently in standard condition. Declining housing stock is more evident in two areas east of the K&IT tracks, between Garland and Greenwood, and south of Dumensil.

Non Residential Structures: Declining structural conditions is a greater problem for commercial and industrial buildings in Parkland than it is for homes. Less than half of the non-residential structures are in the "standard" classification. Extensive repairs are required for 46% of structures, and 13 buildings appear to be beyond repair. The shopping area at 28th and Dumesnil is experiencing significant structural problems. No other concentrated area of non-residential buildings in bad condition exists in Parkland.

### 3. Neighborhood Profile

The Parkland area as defined for purposes of this plan had approximately 6,500 residents in 1980. Dwelling units (homes and apartments) totalled approximately 2,500 in 1980. These numbers reflect a long-term decline in both residents and housing stock. This decline is less severe than other neighborhoods have experienced, but is significantly greater than the decline experienced in the City of Louisville as a whole. Detailed information on Parkland's population and housing characteristics is presented in Appendices C, D, E. Some of this information is presented by Census Tract; tract boundaries are shown on Figure I-5. A summary of population and housing data follows.

#### a. Population

Between 1950 and 1980, Parkland lost 40% of its residents. Louisville's population declined by 19% in the same period. The rate of population loss in Parkland has accelerated over the past three decades, from 11% to 21%. Most Census Tracts in Parkland lost about one-fourth of their residents between 1970 and 1980. The exception to this trend is Census Tract 13, which contains the Alpha Gardens subdivision. Population in this part of Parkland grew 19% in the last ten years. Appendix E shows age characteristics of the Parkland neighborhood. Since 1950, Parkland has experienced a slight increase in persons under 18 years of age, and a larger increase in persons 65 and over. The population pyramids show Parkland to have a slightly higher percentage of residents under 24, but, for the most part, the neighborhood is very similar to the City in age characteristics. Parkland is a predominantly black neighborhood; the Census Tracts that constitute Parkland range from 95% to 99% black.

#### b. Employment

Unemployment increased sharply in Parkland between 1970 and 1980. In 1980 the unemployment rate was 19%, more than three times the 1970 figure. Although unemployment was a serious problem for all of Louisville, Parkland has been affected more severely than the City as a whole. Louisville's unemployment rate doubled between 1970 and 1980, reaching 10%. In 1970, Parkland's unemployment rate was only slightly greater than the City of Louisville's. Worsening economic conditions since 1980 have caused unemployment rates to increase. The Kentucky Bureau of Manpower Services estimated unemployment in West Louisville to be 21%, compared to 10% for the balance of Jefferson County in July 1982. Unemployment rates were highest for manufacturing and construction workers. A 1982 survey of West Louisville (see part 4, below) identified 30% unemployment, rising to nearly 50% for respondents aged 18-24.

White-collar workers grew by 10% in Parkland during the 1970's; blue-collar workers declined during the decade. The neighborhood has greater concentrations of blue-collar and service workers than the City as a whole, and fewer white collar workers. Data on employment and income are listed in Appendix F.

#### c. Income

Per capita income of Parkland residents in 1980 was \$4,460, 72% of the per capita income for City residents. Income doubled between 1970 and 1980, but relative to City-wide statistics, per capita income has remained the same. Family income in Parkland declined slightly relative to the City as a whole between 1970 and 1980.

#### d. Housing Supply

Housing in Parkland has declined by 23% since 1950, and by 9% between 1970 and 1980. By contrast, the City of Louisville lost only 3% of its dwelling units between 1970 and 1980. Most Census Tracts in the neighborhood showed a 17% decline in dwelling units between 1970 and 1980. However, the decline was only 10% in Census Tract 10, and Census Tract 13 experienced a 28% increase in housing units during this period. Parkland is a neighborhood of single-family homes, 82% of dwelling units. The number of single-family homes in the neighborhood's housing stock increased since 1970; whereas, the number of apartments decreased.

#### e. Housing Occupancy

In 1980, 10.5% of Parkland's dwelling units were vacant. This figure is a 2% increase over the 1970 vacancy rate, and 3% greater than the City-wide vacancy rate. The majority of housing in the neighborhood is owner-occupied, 64%. Owner-occupancy is increasing in Parkland, and exceeds the City average of 56%. The number of renter-occupied dwellings declined significantly between 1970 and 1980.

#### f. Crime Rates

Crime statistics for 1974 and 1981 compiled by the Louisville Police Department are presented in Appendix G. Overall the neighborhood experienced a 40% increase in major crimes between 1974 and 1981. Parkland's crime rate is 13% greater than the City's. Census Tract 13 showed a significant decrease in crimes during this period.

#### 4. Survey Research

Three surveys have provided information on Parkland's needs and strengths, supplementing the Task Force's knowledge of the neighborhood. Survey results are summarized below.



West Louisville Economic Development Research. This report was prepared by the University of Louisville Urban Studies Center in 1982.\* The Urban Studies Center surveyed residents of West

Louisville, and businesses located in West Louisville and in the balance of Jefferson County. The survey is based on a random sample, and reflects the views of the entire area with a 5% margin of error. Although this survey addresses economic development in all of West Louisville, it provides important information on Parkland.

The survey found strong support for creation of more jobs in the West End (68%). At the same time, most respondents would travel 30 to 40 minutes for a job, and a majority (62%) would prefer to see jobs created downtown rather than in their own neighborhood. The unemployment rate was 30% for survey respondents. Persons aged 18-24 years reported 49% unemployment.

Residents of West Louisville were polled about shopping facilities. A slight majority (51%) indicated there were not enough stores in the area, although 61% of higher income residents felt that way. West End residents are accustomed to travel in order to shop, and 69% said it was easy or very easy to find needed stores. Residents were questioned concerning redevelopment of the 28th and Dumesnil shopping area. Most respondents (85%) knew about the area, and 41% indicated they would shop there on a weekly basis if it were redeveloped. 48% of West Louisville residents making over \$25,000 per year, indicated they would shop weekly at a revitalized 28th and Dumesnil shopping area.

The Urban Studies Center also conducted a survey of businesses to assess the strengths and weaknesses of West Louisville. A strong majority of firms in the West End (76%) were satisfied with their current locations. The main causes listed by businesses intending to move were crime and inconvenient location. Firms wishing to move and not interested in another location in West Louisville cited the following reasons: crime (34%), expansion space (31%), inconvenient location (26%). The strengths of West Louisville as a place to do business are its central location, access to interstates, fire protection services, and zoning. The area's major weakness for businesses was again identified as crime/security (62%), followed by the area's physical condition (33%). West Louisville businesses were also polled about revitalization of the 28th and Dumesnil shopping area. A majority of the respondents (58%) said they were not familiar with 28th and Dumesnil; 28% said the area was needed as a commercial hub for the West End. Among businesses that knew about the area, 18% rated it as unattractive as a business location or should not be redeveloped, 12% rated it as very attractive, and 8% as somewhat attractive.

Planning Commission - Parkland Alliance Survey. A survey was conducted in Parkland in December of 1982 and January of 1983 as part of the neighborhood plan. Surveys were distributed throughout the study area and collected by the Parkland Alliance. A total of 199 surveys were returned, a response rate of 18%. This survey provides input from a large number of Parkland residents, but is not a random sample. Survey results are presented in Appendix H.

The Parkland residents who responded to the survey indicated that crime was a major concern (72%), followed by unmaintained property (68%). About one-half of respondents considered police protection and parks/recreation programs fair, and one-third rated them as poor. The surveys show residents to be satisfied with the street system and transportation services in Parkland. Shopping facilities, on the other hand, are considered poor by 73% and fair

\*For more information, refer to West Louisville Economic Development Research, A Report on Research Conducted by the Urban Studies Center on Behalf of the Kentucky Commerce Cabinet and the West Louisville Economic Development Task Force; September, 1982.

by 21%. Three-quarters of the respondents shop outside the neighborhood for daily needs. Additional stores needed in the neighborhood include grocery stores, department stores, drug stores, a shopping center, shoe stores and banks.

Respondents' overall assessment of the neighborhood is that it is a fair place to live (51%) or a good place (35%). Parkland is seen as having more problems than other neighborhoods by 59% of the respondents, and 73% indicated conditions had declined in the past five years. At the same time there is a strong commitment to staying in the neighborhood, 82% are likely or very likely to remain for the next five years. In response to an open-ended question on neighborhood problems and needs, residents cited (in descending order): need for better shopping, need for better property maintenance and rehabilitation, inadequate recreation opportunities.

Parkland Neighborhood Business Survey A survey was mailed to all commercial and industrial establishments located in the Parkland neighborhood in early 1983. A total of 79 businesses received surveys and 17 completed the survey, a response rate of 21.5%. The questionnaire and responses received are presented in Appendix I. The survey results can be summarized as follows.

Surveys were completed by a variety of businesses: industries, retail stores and services. Respondents are stable business operations that will likely remain in the Parkland area. They have been in business in Parkland an average of 21 years, are satisfied with their current location (88%), own their place of business (82%) and plan to remain in Parkland for the next five years (75%). The volume of business has been steady or increasing for most of the firms that replied. Expansion of businesses will be limited, according to the survey; most businesses are uncertain or do not plan expansion of physical plant (70%), and one-half plan to add more employees (55 new jobs).

Two open-ended questions allowed survey respondents to identify needed improvements and problems associated with conducting a business in the neighborhood. The most common problem reported was the need for improved maintenance of land, building and streets, followed by the need for better police protection and additional lighting. Traffic disruption by trains was also cited.

The lack of adequate off-street parking was the transportation problem most frequently mentioned. Access problems, possibly arising from train traffic in the 30th Street corridor, also were mentioned. Crime is a significant concern for businesses; most experienced burglaries within the past five years (69%) and vandalism was a problem for one-half of those responding.

Businesses were also questioned about the need for revitalizing the shopping district centered at 28th and Dumesnil. A strong majority supported revitalization (77%).

##### 5. Neighborhood Retail Analysis

There is a small amount of neighborhood-serving retail stores in the Parkland area. These businesses are located throughout the neighborhood, primarily on street corners. The Twenty-Eighth Street corridor is a small concentration of these uses and includes the only grocery that is not a small "mom and pop" type establishment. Unfortunately this area has a high vacancy rate for commercial establishments. Table 1 in Appendix J lists neighborhood commercial establishments in Parkland. Of the 26 retail uses, 13 are bars, restaurants or liquor stores. Given the square footage of existing stores, the estimated annual sales capacity for all retail uses in Parkland was \$4.6 million. This estimate was based on national averages for stores of various types (see Appendix J, Table 1).

Because neighborhood retail stores serve a limited area, the adequacy of these stores can be analyzed. The population and income characteristics of neighborhood residents can be translated into an estimate of the dollar amount they would spend on "non-durable

goods"-- food, medicine, clothing -- items that are needed on a daily or weekly basis. About 75 to 80% of non-durable goods purchases will normally be made within the neighborhood if facilities exist to meet the needs of residents. Table 2 in Appendix J presents the estimated expenditure of Parkland residents. About \$8.6 million is the estimated amount spent on non-durable goods. This figure excludes gasoline, which typically is purchased along major thoroughfares.

The sales capacity for all existing retail establishments in Parkland neighborhood (\$4.6 million) was only slightly better than half of Parkland residents' expected expenditure for non-durable personal consumption items (\$8.6 million). This indicates a severe shortfall within the neighborhood. Further, it indicates that residents of Parkland neighborhood probably go elsewhere for a substantial amount of their personal consumption purchases.

In addition to square footage of retail space, threshold amounts, concentrations of stores and mixes of neighborhood retail use are important considerations. If shoppers are required to go elsewhere for items unavailable at neighborhood stores, they will often make secondary purchases of items which were available in the neighborhood. This reduces the neighborhood's sales and may eventually lead to further declines in the number and mix of retail stores in the area. This pattern appears to affect stores in Parkland. Concentration of shopping facilities also affects the neighborhood's ability to capture local trade. Isolated stores have much less drawing power than a concentrated shopping area or shopping center. Customers often prefer to visit several different stores in a single shopping trip, rather than travel to individual stores. Retailing in the neighborhood also suffers from the continued loss of neighborhood population and purchasing power, and the negative reputation of part of the Twenty-Eighth Street area.

## 6. Problems and Issues

### a. Shopping Facilities

Parkland lacks good shopping facilities. The analysis of neighborhood-serving stores showed their estimated sales capacity to be about one-half of the neighborhood's demand. The mix of stores and concentration of shops are also lacking. The neighborhood survey indicated that better shopping facilities were the greatest need. Many types of stores were suggested, including groceries, drug stores, laundries, beauty shops, bakeries, gas stations.

At the same time, obstacles to re-establishing a neighborhood shopping district should be realized. Shoppers have become accustomed to travel to other areas and most indicated it was easy to find needed stores (West Louisville Survey). Changes in retailing also need to be considered. Large stores in a shopping center configuration have reduced the need for neighborhood stores. The market in Parkland has also changed. The number of residents available to be served by the neighborhood shopping district has declined.

### b. Twenty-Eighth Street Corridor

Related to the need for better shopping facilities is the condition of this former shopping district. Many storefronts are vacant, buildings are in poor condition and the remaining stores are marginal. The Twenty-Eighth Street shopping area has a blighting effect on the neighborhood. The surveys and input from residents indicate a strong desire to change this area, with suggestions including renovation, demolition and construction of a new shopping center.

### c. Crime

Parkland's crime rates increased significantly during the 1970's, and 1981 data shows the neighborhood's major crime rate

to be 13% greater than the City-wide rate. Crime and the threat of crime were a major concern to three-fourths of the residents polled in the neighborhood survey. This problem also affects businesses and is a principal reason for firms desiring to move out of West Louisville.

d. Structural Conditions

Although most structures in the neighborhood are in good condition, there are significant exceptions. Major repair is needed for 15% of the houses and 4% may be beyond repair. Vacant houses in deteriorated or dilapidated states are present in most parts of the neighborhood. Nearly one-half of the non-residential structures are in need of repair and 8% are candidates for demolition. Declining structural conditions detract from the desirability and market price of surrounding property. Additional disinvestment and structural decline can result, leading eventually to abandonment and demolition.

e. Expansion of Non-Residential Uses

Existing zoning would allow considerable amounts of Parkland's residential area to be used for commercial or industrial development. This tends to destabilize residential areas, by discouraging investment in existing homes. The worst instance of this problem is the area between 28th Street and the K&IT Railroad, where vacant lots and deteriorating structures are common. Loss of additional houses will reduce the support population for neighborhood stores and weaken the area's housing market.

f. Poor Appearance

Related to declining structural conditions are appearance problems. The neighborhood surveys indicated a need for general clean up, neighborhood beautification and better maintenance by residents. Industrial and commercial operations abutting homes and streets in some instances create visual nuisances that detract from the neighborhood's appearance. Trees in need of trimming or removal are problems in some areas. Illegal dumping and trash in the alleys have been identified. Litter problems also occur in Parkland. Appearance problems were identified by businesses as the second greatest disadvantage to a location in West Louisville.

g. Unemployment and Income

Joblessness is a major problem in Parkland. The neighborhood's unemployment rate in 1980 was 19% in contrast to the City average of 10%. Estimates for 1982 place unemployment at 21%, twice the rate for the surrounding region. The West Louisville survey identified a 30% unemployment rate, rising to nearly 50% for respondents aged 18-24. Unemployment affects the neighborhood in several ways. Self image and desire to improve the surrounding area suffer when unemployment is high. Crime also increases. More immediately, high unemployment reduces spending power -- revitalization of commercial areas, provision of adequate stores and adequate property maintenance become increasingly difficult as income declines. Average family income in Parkland is 75% of the City of Louisville average.

h. Recreation Facilities and Programs

Recreation facilities in Parkland are inadequate. Although the neighborhood is served by facilities in other neighborhoods, the two mini-parks in Parkland are not well-located in relation to residents' needs, have appearance problems and are not in good condition. A need for supervision of recreation facilities has been expressed. Loitering and vandalism are problems at the existing facilities.

## i. Vacant Land

There is a significant amount of vacant land in Parkland. This represents a maintenance problem and detracts from the area's appearance. At the same time these vacant sites are an opportunity for Parkland. The site at 28th and Broadway is large enough to support a major commercial or industrial development. The 160 vacant lots in the neighborhood's residential areas can accommodate infill housing. The neighborhood's need for housing for the elderly and disabled can be satisfied through reuse of vacant lots.

## 7. Government and Non-Government Actions

Actions taken by government and private groups have contributed to the land use issues and problems affecting Parkland. In this section of the plan, the major actions and responsible parties are summarized.

The Southwick urban renewal project had a significant impact on the southwest corner of Parkland. The Urban Renewal and Community Development Agency initially proposed the redevelopment in 1959, and plans for the project were completed in 1964. The urban renewal plan included the portion of Parkland bounded by 34th Street, the alley north of Dumesnil, 36th Street, Dumesnil and the Shawnee Expressway. Prior to urban renewal, this area was characterized by unpaved streets, deteriorated housing, inadequate plumbing and a mixture of land uses. As part of the area's redevelopment, streets were paved, curbs, gutters, sidewalks and utility lines were installed. The Alpha Gardens subdivision was constructed on the land cleared and improved by the Urban Renewal Agency. Alpha Gardens is a single-family development that resembles housing developed in suburban areas of Jefferson County during the 1960's. This subdivision is the neighborhood's newest housing and the largest concentration of homes in good condition.

Zoning is a significant government action affecting land use. In Parkland, zoning has reinforced existing land use in most portions of the neighborhood. However, industrial zoning along the K&IT Railroad may have contributed to the decline of residential use in that area. Existing zoning has prohibited new residential construction on the 40 vacant lots in this part of Parkland's residential area.

Two reports dealing with the economic development needs of Central Louisville have included the Parkland area. The Overall Economic Development Program (OEDP) was one of the initial concerted efforts to identify the special needs of inner-city neighborhoods in Louisville, and set forth goals and objectives of the program. Long-range strategies were identified in the subsequent report, Strategies and Policies for Economic Redevelopment (Nathan-Barnes and Associates, 1975) which recommended CDBG and General Fund dollars be used as the primary sources of assistance for implementation. The focus of these strategies were for the "Special Impact Area" (SIA) as designated by the Economic Development Administration (EDA) in accordance with the Public Works and Economic Development Act of 1965 (P.L. 93-423). The SIA included Louisville's downtown and its surrounding older neighborhoods, including Parkland. The SIA is eligible for financial incentives including grants and lower interest rate loans. The Nathan-Barnes report recommended that the 28th and Dumesnil shopping area be redeveloped as one of nine convenience commercial centers in the center city. More recently, Governor John Y. Brown, Jr. appointed the West Louisville Economic Development Task Force, and made this area a special responsibility of the Commerce Cabinet. The survey discussed in part 4, above, is one aspect of this project. The Task Force published recommendations in December of 1981, and has continued to work on the economic needs of the West End, including Parkland.

Neighborhood conditions are also the result of inaction on the part of government and neighborhood residents. The City has limited its

redevelopment efforts to the Southwick project, which includes a minor part of Parkland. No Urban Renewal or Community Development programs have been directed to the needs of the 28th Street corridor or the balance of the neighborhood.

Inaction on the part of Parkland residents has contributed to the City's funding decisions. Until recently there has not been an active neighborhood organization in Parkland. The reactivation, expansion and incorporation of the Parkland Alliance are important steps toward creating an effective neighborhood organization.

## B. PROJECTIONS

Projected future conditions in Parkland, assuming current trends and government programs continue unchanged, are described in this section of the plan. This projection is then evaluated in light of the Comprehensive Plan and the Community Development Strategies. These documents are policy statements indicating desired conditions in the City of Louisville. This comparison indicates how public policy as stated in the Comprehensive Plan and Community Development Strategies would be met in Parkland, if existing trends and programs are continued. In essence, this section of the plan forecasts Parkland's future if a plan for the neighborhood is not developed and implemented.

### 1. Projected Future Conditions

If existing trends and programs are continued, Parkland will undergo positive and negative changes. On the positive side, improved shopping facilities would likely be provided. Through the Governor's West Louisville Task Force, projects to improve the 28th Street Corridor may materialize. Development of the vacant site at 28th and Broadway is also likely, with or without a neighborhood plan.

Parkland's residential areas have shown a high degree of stability. Without any change in public policy much of the neighborhood would continue as it is today. Some negative changes can also be anticipated, however. Structural problems due to inadequate maintenance would increase. Portions of the neighborhood's housing stock would decline to the point that demolition would eventually occur. This trend would affect the neighborhood in general, but would be more prevalent east of 32nd Street. The National Register District may also experience loss of structures. The industrially zoned residential areas would probably experience the greatest housing loss. Vacant lots in these areas would remain vacant until industrial development occurred because residential units cannot be built in an industrially zoned area. Conditions arising from the proliferation of vacant lots would contribute to the loss of housing in these areas.

Without a coordinated program to upgrade the neighborhood, new residential construction in Parkland would probably be very limited. Vacant lots would remain unused and maintenance problems would continue to detract from the surrounding area. Diversification of the housing stock to meet the needs of elderly and disabled residents would be unlikely.

Recreation facilities would remain inadequate if the existing system continues unchanged. The declining funds available for park maintenance would not allow the Parks Department to upgrade Colmar and Greenwood mini-parks. Supervision of these facilities would not be provided.

A continuation of existing trends would not correct the neighborhood's need for better maintenance. Littered alleys, dead trees, and inadequately screened businesses would continue to detract from Parkland's appearance.

### 2. Comparison of Desired and Projected Future Conditions

Projected future land-use conditions in Parkland were compared with the City's Community Development Strategies and the Comprehensive Plan for Louisville and Jefferson County to assess the desirability of maintaining the status quo. The comparison indicates that the continuation of existing trends and programs would partially meet the Community Development Strategies and the Comprehensive Plan's guidelines and that some major shortcomings would occur.

Comprehensive Plan guidelines related to projected conditions in Parkland are listed in Table I-6. Several of the guidelines would not be met; the guidelines related to commercial uses may be satisfied by actions of the Governor's Task Force. Local

participation would need to be increased to provide incentives for commercial development (guideline C-11). Zoning changes would be needed to permit stores to locate in the neighborhood's traditional commercial district. Housing redevelopment and rehabilitation cannot be anticipated if current trends continue (R-2). National Register status and related tax benefits have thusfar not attracted private investment that would achieve this guideline in a portion of Parkland. A mixture of housing types, including housing for the elderly and disabled, would not be produced if public programs remain the same (R-16). Screening of industrial uses has not occurred under the status quo (I-6). Industrial development in residential areas would be permissible, and the decline of residential areas zoned for industry can be anticipated if existing zoning is not changed.

The Community Development Strategies related to Parkland are listed in Table I-6. Strategy 5 dealing with a favorable business climate may be met to some degree under a continuation of the efforts of the Governor's Task Force. The housing strategies 2 and 3 would not be fulfilled, however, and failure to achieve them would detract from the neighborhood's ability to retain and attract jobs. Declining housing and the area's poor appearance are negative factors for industry. Retail development is more closely linked to the housing stock. Efforts to revitalize the neighborhood shopping district will depend on a viable residential market.



Table I-6

Comprehensive Plan Guidelines and Community Development Strategies  
Related to Projections for Parkland

- R-2 Create housing redevelopment, rehabilitation and reinvestment opportunities in older and declining neighborhoods.
  
- R-16 Expand opportunities for people to live in sound, affordable housing in locations of their choice by:
  - a) providing for lower-cost housing in dispersed locations throughout the community, including identification of suitable sites for lower-cost housing and necessary actions to assure construction;
  - b) using incentives to encourage a mixture of housing types and costs for new housing;
  - c) upgrading existing housing, and
  - d) keeping overall housing costs as low as possible without sacrificing basic health, safety and welfare objectives.
  
- C-6 Allow commercial uses in: . . . . .
  - b) older or redeveloping residential areas where the commercial use does not create nuisances and is compatible with the surroundings . . . . .
  
- C-7 Develop commercial uses serving small areas or neighborhoods or providing convenience goods:
  - a) preferably adjacent or near existing convenience shopping facilities and
  - b) with safe pedestrian access and
  - c) with an intensity and size that would not adversely affect existing residential areas or businesses and
  - d) with a good transition between adjacent uses that reflects existing architectural and residential character.
  
- C-11 Provide incentives and assistance to retain, expand or locate new commercial facilities in older areas which have exhibited a need that has been unmet for many years.
  
- I-6 Take all measures necessary to prevent industrial uses from causing nuisances to surrounding developments.
  
- I-8 Prohibit industrial development within residential areas. Locate industries adjacent to residential areas or in mixed land-use areas only if the industries can be made compatible with surrounding development. Expand existing industries which are adjacent to non-industrial development in a manner that meets the needs of the industry and protects surrounding development from nuisances.
  
- 2. Improve the City's existing housing stock through rehabilitation, code enforcement, preservation, basic urban services and special projects.
  
- 3. Create a climate in the City for private-sector construction of new housing.
  
- 5. Create a favorable business climate within the City for retention of present jobs and expansion of private sector and public-service jobs.

Source: Louisville and Jefferson County Planning Commission, The Comprehensive Plan, December 1979; City of Louisville Community Development Cabinet, "Louisville Development Strategy", July, 1980.

## C. ALTERNATIVES AND RECOMMENDATIONS

This section of the plan develops strategies to address Parkland's land use needs. Based on existing conditions and projections, a set of problems are defined. Alternative strategies were generated for each problem, and were evaluated by the Parkland Task Force and the planning staff. At meetings conducted on February 24 and March 24, 1983, the alternatives were discussed. Possible advantages, disadvantages and feasibility were considered. The alternatives are listed below, and the reasons for selecting the chosen alternatives are summarized. Following the discussion of alternatives, the recommendations are presented.

### 1. Generation of Alternative Strategies

#### a. Issue: Inadequate Shopping Facilities

##### Alternatives:

- (1) Continue the existing quality and mix of shops in Parkland and rely on facilities in other neighborhoods.
- (2) Encourage provision of improved shopping facilities in any appropriately zoned area of the neighborhood.
- (3) Encourage development of improved shopping facilities in a concentrated shopping district. (See following issue for recommended locations.)
- (4) Improve the variety and quality of shopping provided by existing businesses.

Improved stores in a concentrated shopping district is the principal recommendation (alternative 3). An expanded range of stores is desired in the neighborhood so that Parkland is better able to attract and retain residents who consider shopping convenience in selecting homes. Locating stores in a compact shopping district would have several benefits. Concentration of shopping facilities increases convenience for shoppers, and limits the potential for conflict between commercial and residential uses. A shopping district increases the drawing power of individual stores thereby building trade and enhancing the viability of stores. Elderly shoppers and persons without cars, in particular, benefit from a compact shopping district.

#### b. Issue: Location of Neighborhood Shopping District

##### Alternatives:

- (1) 28th and Virginia-Dumesnil area.
- (2) The 28th Street Corridor between Broadway and Dumesnil.
- (3) 28th and Broadway (a new shopping center serving Parkland and other neighborhoods).
- (4) Some combination of the above.
- (5) Do not create a concentrated shopping district.

A combination of several alternatives is recommended. Revitalization of the 28th and Virginia-Dumesnil shopping area is strongly supported (alternative 1). At the same time it is important to improve conditions along the entire 28th Street corridor, to eliminate the deteriorating influences that would affect commercial revitalization elsewhere (alternative 2). Development of a major shopping facility at 28th and Broadway is also supported. This facility could serve a large portion of West Louisville, providing shopping center-type retailing not currently available in the area.

The recommended neighborhood shopping districts would include the commercial structures at 28th and Virginia-Dumesnil; the commercial area of 28th and Greenwood should be upgraded and supplement the neighborhood shopping district. Boundaries are shown on Figure I-6.

The 28th and Virginia-Dumesnil area is centrally located, situated on major transportation corridors and contains significant commercial structures. For these reasons and in recognition of the

former role of the 28th and Virginia-Dumesnil area in the Parkland Community, revitalization of this area should be the first priority in improving the 28th Street Corridor.

Improvement of commercial buildings centered at 28th and Greenwood is endorsed, as a second priority action. Existing buildings offer lower cost space for new businesses serving the neighborhood. Improvement and occupancy of these structures would enhance the appearance of the neighborhood and of the shopping district at 28th and Virginia-Dumesnil. Efforts to improve the 28th and Greenwood area should not detract from creation of the neighborhood shopping district at 28th and Virginia-Dumesnil. Shops and commercial use at 28th and Greenwood should supplement rather than compete with the neighborhood shopping district. Residential structures included in the 28th and Greenwood shopping district should be improved as housing, to correct the negative influence of declining structural conditions.

c. Issue: Development within the Neighborhood Shopping District

Alternatives:

- (1) Maintain this area as predominantly commercial, with retail uses on the ground level, offices on upper floors.
- (2) Allow a mixture of industrial and commercial development.
- (3) Promote a mixture of land uses, with retail stores, a significant amount of residential units (apartments and housing for elderly), and offices.

A mixture of stores, apartments and offices is recommended for the 28th and Virginia-Dumesnil area. (alternative 3). Residential use is recommended for the upper stories of existing structures, to increase the support population for retail uses on the ground level. Apartments would also increase security for shops in the area. Commercial operations in buildings with apartments need to be compatible with residents' needs, in terms of noise and hours of operation.

d. Issue: Management of Existing Structures at 28th and Virginia-Dumesnil

Alternatives:

- (1) Retain and restore existing structures to the greatest extent possible.
- (2) Retain major structures, remove structures of limited historic value or that are beyond repair, and construct new buildings.
- (3) Promote clearance of the area and redevelopment as a unit.

Major structures at 28th and Virginia-Dumesnil should be retained and rehabilitated, dilapidated structures should be removed, and appropriate infill construction is recommended (alternative 2). Structures should be managed in accordance with the area's status as a district on the National Register of Historic Places. Proposed demolition, rehabilitation and new construction are shown on Figures I-7, I-9 and I-10.

e. Issue: Rundown Housing

Alternatives:

- (1) Make no attempt to improve the existing housing stock.
- (2) Repair housing conditions that threaten the health and safety of occupants and hasten structural decline.
- (3) Encourage housing rehabilitation throughout the neighborhood.
- (4) Focus rehabilitation efforts and financial assistance in some portions of the neighborhood.
- (5) Encourage repair and occupancy of vacant housing (see Issue f).

Housing rehabilitation is recommended throughout Parkland (alternative 3). Concentration of rehabilitation assistance in sub-areas is not endorsed. Restricting rehabilitation funds to a sub-area often has a divisive effect within neighborhoods, and precludes a flexible program that responds to deterioration wherever it occurs. In addition to the major improvements accomplished during rehabilitation, a housing repair program is also recommended (alternative 2). Housing repairs promote the health and safety of residents and diminish future structural problems. A repair program can respond to the needs of persons unwilling or unable to commit to the large and long-term investment required for rehabilitation.

f. Issue: Vacant and Dilapidated Houses

Alternatives:

- (1) Do nothing, continue to allow decline and eventual demolition of these structures.
- (2) Work with the City to identify structures that are a threat to public safety and have them repaired or torn down.
- (3) Contact owners of dilapidated properties and encourage them to repair or demolish these structures.
- (4) Encourage actions to transfer ownership of vacant and dilapidated structures to people who will make use of the property.

All three active responses to the problem of vacant and dilapidated houses are recommended (alternatives 2, 3 and 4). Measures to transfer ownership would address long-term issues of property maintenance more effectively. A new owner would be more likely to improve the vacant structure or, if it has declined beyond the point of repair, to maintain the vacant lot. If the City is involved in the transfer of ownership (e.g. Urban Land Program), appropriate re-use can be made a condition of the sale. Direct contact by the neighborhood would be added stimulus to owners of vacant housing. Cooperation between neighborhood residents and City officials may encourage a systematic review of problem houses in the neighborhood as a group.

g. Issue: Housing in Parkland Not Suited to Some Residents' Needs

Alternatives:

- (1) Diversify the housing stock through construction of new apartment buildings.
- (2) Diversify the housing stock through construction of housing for the elderly and disabled.
- (3) Rehabilitate vacant multi-family units.
- (4) Assist homeowners in creating and managing accessory apartments (small apartments in single-family homes).
- (5) Promote energy conservation measures to keep housing affordable for those on fixed incomes.

Housing for the elderly and disabled, and rehabilitation of vacant apartment units are recommended (alternative 2 and 3). The single-family character of Parkland is considered one of the neighborhood's strengths. New residential construction should be primarily single-family homes. Apartment construction should be for elderly and disabled persons; this would allow Parkland residents no longer able or willing to maintain a home to stay in the neighborhood. Housing constructed for these people should be limited to small developments, under 15 dwelling units (e.g., California Rose apartments). Rehabilitation of existing structures may provide housing for elderly and disabled persons at a lower cost than is possible with new construction. Adequate maintenance of apartment developments should be ensured. The rehabilitation of vacant apartment units, located primarily in the 28th and Dumesnil area, is also supported (see issue c., above). This would provide some housing in the neighborhood for individuals and young families not interested in home ownership. Energy conservation measures are

endorsed, but they alone are not adequate to keep housing affordable. Accessory apartment units are not considered a good solution to the needs of homeowners on fixed incomes. The cost of creating the apartment may be prohibitive for those needing to reduce their housing expenditures.

h. Issue: Joblessness Among Parkland Residents

Alternatives:

- (1) Encourage existing employers to remain in the neighborhood and to hire neighborhood residents.
- (2) Promote establishment of locally owned businesses and businesses with a policy of recruiting employees from the neighborhood.
- (3) Publicize job-training and career education opportunities to neighborhood residents.
- (4) Establish neighborhood improvement programs (housing repair, clean up, weatherization) which provide job-training and employment experience.
- (5) Provide job-training programs within the neighborhood.

All of the above alternatives are recommended, with an emphasis on alternatives 1, 2 and 5. Existing businesses are an employment resource to be preserved. They have demonstrated their financial viability and do not require a long period of time before they can consider cooperating with the neighborhood to meet employment needs. New firms locating in the area will have a greater impact on Parkland's economic development needs if their owners live in the community. Locally-owned firms are likely to have a greater commitment to Parkland's revitalization. They are more likely to participate in efforts to improve the neighborhood and to hire area residents. Whether or not a firm is locally owned, hiring area residents is recommended. Hiring local residents would increase community support for the businesses. Job-training and increased incomes are important to the neighborhood's improvement efforts. Job-training programs within the neighborhood are endorsed because they are more likely to attract area residents. Participation will be greater, due to the convenience of attending sessions held in the neighborhood. The Parkland Boys and Girls Club has facilities for job-training, and already provides programs of this type. Continuation and expansion of these programs is recommended. Publicizing job-training programs conducted outside of Parkland may help residents learn of available opportunities. Neighborhood improvement programs to improve housing conditions and general maintenance can provide work experience on a volunteer or paid basis.

i. Issue: Increasing Crime Rates

Alternatives:

- (1) Expand the block-watch program.
- (2) Set up volunteer patrols.
- (3) Work with the Police Department to identify methods for reducing crime.
- (4) Obtain additional lighting in poorly-lit areas.

All four of these measures are supported. The block-watch program and additional lighting are higher priority measures. Block watches are no-cost actions which rely on the commitment of neighbors; they can be highly effective. Additional lighting can discourage criminal activity and enable the block watches to function better. Alleys have been mentioned as areas needing additional lighting. Volunteer patrols organized by the neighborhood or through the Night Hawks program are also endorsed.

j. Issue: Unmaintained Vacant Lots

Alternatives:

- (1) Take no action and allow the private market to determine maintenance, type of use and timing for re-use.
- (2) Take actions to improve maintenance of vacant lots (cut weeds, pick up litter).
- (3) Consolidate vacant lots with adjacent homes or businesses, as additional yard space/expansion area.
- (4) Promote construction of new housing or other appropriate development.
- (5) Promote transitional use of vacant lots for uses such as play areas and kitchen gardens.

Actions to improve maintenance and to promote transitional use of vacant lots are the principal recommendations (alternatives 2 and 5). Improved maintenance can be achieved through enforcement of existing regulations, voluntary efforts by owners or neighbors, and neighborhood work days. Using vacant lots as play areas or seating areas offers benefits to the neighborhood in return for the efforts necessary to maintain the lots. Kitchen gardens are not recommended in Parkland. Past experience indicates problems with vandalism, maintenance and rodents arising from community garden plots. Alternatives 3 and 4 are also recommended. Consolidation would legalize informal arrangements whereby some owners currently maintain adjacent lots. New construction is a long term solution to the vacant lots problem. New construction and replacement of structures that have become unusable is necessary if Parkland is to remain a vital residential area.

k. Issue: Need for Better Maintenance of Streets, Yards and Houses

Alternatives:

- (1) Provide information on property maintenance (e.g., education on home repairs, tree trimming; joint purchasing arrangements to reduce cost of professional services).
- (2) Organize volunteer work crews to clean up public spaces and property of elderly/disabled residents.
- (3) Encourage negligent property owners to improve conditions.
- (4) Work with public agencies to improve services provided and enforcement of existing regulations.
- (5) Discuss with public officials a redefinition of responsibility for maintaining trees in the public right-of-way.

All of these measures are recommended for Parkland. Cooperation with public agencies should be stressed to provide better services and enforcement programs. Trees in Parkland are mature and are beginning to need trimming or, in some cases, removal. This can be a heavy financial burden for property owners. The Task Force felt that maintaining trees in the public right-of-way should be the responsibility of government rather than the property owner. Especially for residents who qualify for the homestead exemption from property taxes, public maintenance of street trees would be supported.

l. Issue: Unightly Commercial and Industrial Property

Alternatives:

- (1) Contact property owners and encourage them to improve the condition of their business properties.
- (2) Enforce existing ordinances relating to property maintenance.
- (3) Investigate potential for converting commercial structures to housing.
- (4) Encourage screening of non-residential uses.

A program to enforce existing ordinances concerning property maintenance and vehicle storage is supported (alternative 2). A regulatory approach is considered by the neighborhood to be more effective than a program based on direct contacts and voluntary compliance. Methods to encourage screening of nonresidential uses that border streets and houses are recommended. This would deal with maintained yet visually unattractive operations. Where feasible, conversion of vacant commercial structures to housing is endorsed. This is appropriate for commercial structures located in residential areas that are not likely to become viable retail uses. Conversion to housing would return these structures to productive use, eliminate the problems of vacant, under-maintained property and would preclude nuisances for adjacent homes if an undesirable commercial use were to locate in the building.

m. Issue: Expansion of Industry in Residential and Commercial Areas Permitted by Existing Zoning

Alternatives:

- (1) Allow industry to expand into areas that are industrially zoned, but currently used for homes and shopping.
- (2) Limit industrial expansion to residential areas that have declined significantly (vacant lots, poor structural conditions) or are logical extensions of existing industrial areas.
- (3) Restrict industry to areas that are currently in industrial use.

Industrial expansion should be limited to residential areas that have declined significantly (alternative 2). Some area should be provided for industrial expansion, but zoning should not permit industry to grow at the expense of sound residential areas. Balancing the community's need for economic growth and for good living environments requires a case-by-case evaluation. The public forum provided by the zoning change process is the appropriate method to analyze industrial expansion affecting sound residential areas. The cost of acquiring and clearing sites in an urban area reduces the potential that new, large-scale industrial operations will locate in Parkland. It is more likely that small-scale, marginal industrial uses that detract from adjacent houses would locate in residential areas zoned for industry.

n. Issue: Lack of Outdoor Recreation Facilities and Parks

Alternatives:

- (1) Expand the size of Greenwood Park and provide additional equipment.
- (2) Provide additional equipment at Parkland Elementary and Colmar Park.
- (3) Continue existing level of recreation facilities.
- (4) Dispose of existing small parks and develop a larger site for park use.

Alternative 4 is recommended. Greenwood Park is not recommended for expansion. Traffic levels on 28th Street and adjacent less-desirable commercial uses detract from this site. Additional equipment at Parkland Elementary is not supported by the school's administration, because of a lack of space. Vandalism and the park's use as a short-cut by teenagers and adults argue against improving Colmar Park. In addition, the neighborhood has expressed concern over the lack of supervision at parks. Any additional park facilities in the area should address the need for supervision. The Parks Department has established a policy of not adding new parks unless they replace smaller, existing facilities. Alternative 4 presents the best means of combining the neighborhood's and the Parks Department's desires.

o. Issue: Inadequate Maintenance and Supervision of Recreation Facilities

Alternatives:

- (1) Rely on Parks Department to maintain existing facilities.
- (2) Create a program for the neighborhood to provide routine maintenance.
- (3) Establish a neighborhood-level program to supervise recreation areas.
- (4) Encourage supervised recreation programs (e.g., sports league).

Alternatives 2 and 4 are endorsed. Maintenance by the neighborhood would improve conditions at recreation facilities. Vandalism may diminish as a result of greater participation by residents. Supervised recreation programs would provide additional activities for neighborhood youth. Program supervision rather than facility supervision was recommended because of the difficulty of providing continuous oversight of a facility open to a large number of users not accustomed to park supervision.



## 2. Recommended Land-Use Plan

The Recommended Land-Use Plan for Parkland presents recommendations and criteria for future land-use and development in the neighborhood. The plan was developed as a means of addressing neighborhood problems identified by the Parkland Task Force, neighborhood residents and businesses, and the Planning Commission staff. The land-use plan consists of a set of guidelines and a future land-use map (Figure I-6.) The guidelines contain the recommendations for the neighborhood; the map serves to illustrate some of the guidelines and define areas for which specific land-use recommendations have been made. The guidelines are organized according to topic or geographic area of application. The problem identification and land-use alternatives evaluation process conducted with the Task Force during the Winter of 1982-83 is the primary source for the guidelines. The Task Force approved these guidelines at a meeting conducted on April 7, 1983. The recommended land-use plan is an application of the goals and policies contained in the Comprehensive Plan and Community Development Strategy to the specific conditions existing in Parkland.

### a. Land Use Guidelines

#### Area-Specific Guidelines

- (1) Create a neighborhood shopping district with a variety of stores in the 28th and Virginia-Dumesnil area (see Figure I-6). Apartments and offices are supported as secondary uses in this area.
- (2) Retain and rehabilitate existing structures in the 28th and Virginia-Dumesnil area to the extent possible. Demolition of dilapidated structures and appropriate construction on vacant sites is recommended.
- (3) Improve the condition and reduce vacancy of existing commercial and residential structures in the 28th and Greenwood area (See Figure I-6). Housing, offices and commercial uses that do not detract from revitalization of the neighborhood shopping district at 28th and Virginia-Dumesnil are recommended for this area.
- (4) Locate industrial development in areas currently occupied by industry and on adjacent sites that are vacant or occupied by declining land uses (see Figure I-6).
- (5) Encourage use of the vacant site bounded by Broadway, 26th, Howard and 28th Streets for expansion needs of existing industries, for regional shopping facilities, or for high density residential development, in that order of priority.

#### Residential Area Guidelines

- (6) Maintain housing as the predominant land use in Parkland's residential area (see Figure I-6). Avoid land use changes that make the area less attractive to residents.
- (7) Encourage housing rehabilitation and repair throughout the neighborhood.
- (8) Work with public and private interests to reduce the blighting effect of vacant, decaying homes. Repair and re-use of these structures, when possible, is preferable to demolition as a response to this problem.
- (9) Promote the construction of housing on vacant lots in Parkland's residential area. East of 32nd Street, single family, townhouse and duplex structures are appropriate. West of 32nd Street single-family homes are recommended.

- (10) Diversify Parkland's housing stock to provide housing for the elderly and disabled through new construction and rehabilitation of existing structures (see Figure I-6).
- (11) Promote energy conservation measures that reduce rising housing costs.

#### Property Maintenance Guidelines

- (12) Take actions to improve maintenance of vacant lots.
- (13) Return vacant lots to productive use as sites for new construction or as additional yard space/expansion area for adjacent development.
- (14) Promote transitional use of vacant lots as play areas and open space.
- (15) Encourage property owners to improve maintenance of homes, yards and commercial property.
- (16) Work with public agencies to enforce existing regulations and improve services related to property maintenance.
- (17) Investigate the potential for converting vacant commercial structures to housing.
- (18) Encourage screening of non-residential uses that adjoin homes or are highly visible.
- (19) Develop and strengthen neighborhood organizations that bring residents and businesses together to promote Parkland's revitalization.

#### Parks and Recreation Guidelines

- (20) Replace existing small parks with a larger, centrally-located facility.
- (21) Increase residents' involvement in the maintenance of park facilities and supervision of recreation programs.

#### Economic Development Guidelines

- (22) Encourage existing employers to remain in the neighborhood and to hire area residents.
- (23) Promote establishment of businesses owned within the neighborhood and businesses with a policy of recruiting employees from the neighborhood.
- (24) Establish neighborhood improvement programs (housing repair, clean up, weatherization) which provide job training and employment experience.
- (25) Expand job training and career education programs offered in existing Parkland facilities and publicize training opportunities available elsewhere.

#### Crime Reduction Guidelines

- (26) Expand neighborhood-based efforts to combat crime.
- (27) Identify inadequately-lit areas and seek better lighting.

#### b. Land Use Recommendations Map

The second component of the Recommended Land Use Plan for Parkland is the Land Use Recommendations map, Figure I-6. This map supplements the guidelines and delineates the residential,

industrial and neighborhood shopping areas recommended in Parkland. Sites for new housing construction are indicated. Areas in need of screening and blighted houses to be improved or demolished are identified.

## D. IMPLEMENTATION

The effectiveness of the Parkland Neighborhood Plan depends upon implementation of its recommendations. This section of the plan identifies actions and programs to implement the land use recommendations contained in the preceding section. In the process of identifying measures to implement the land use guidelines, the Plan is defined more fully. This section of the Plan, in conjunction with the guidelines, is a complete statement of the land use recommendations for Parkland, as well as a guide for achieving those recommendations. Parties responsible for implementation are identified and the cost of implementation measures estimated, when possible.

### 1. Neighborhood Shopping District

The Plan recommends revitalization of the 28th and Virginia-Dumesnil area, restoring it to its former role as the shopping district and hub of the Parkland neighborhood. Revitalization of the area would improve the quality and diversity of stores available to residents, and would encourage improvement of nearby housing. As part of renewing the shopping district, preservation and rehabilitation of the commercial structures that contribute to the area's historic character is recommended. Several implementation measures are proposed to achieve land use guidelines 1 and 2.

#### a. Preliminary Measures

Government Commitment. Commitment from the public sector to support the revitalization of Parkland's shopping district is essential. Cooperation of the public and private sectors is necessary to muster the resources for revitalization. The City of Louisville and the State of Kentucky, through the Governor's West Louisville Task Force, are the governing bodies whose support should be sought. Public sector support should include meeting the area's service needs (sanitation and security), making personnel available to aid the neighborhood's efforts, and providing financial incentives. The Parkland Alliance should take the lead role in securing and maintaining government's commitment to this project. Recent developments indicate that public sector support is forthcoming: funds for preparation of this plan and the detailed study described below are encouraging developments.

Project Planning and Feasibility Study. A concept plan, showing what a revitalized 28th and Virginia-Dumesnil could be like, was prepared as part of the Parkland Plan (see Figure I-7). Translating a concept such as this into reality requires detailed studies that are beyond the scope of this plan. Market analysis is required, to identify the amount and type of stores that can succeed in this area. This analysis needs to consider the population to be served and competition from other shopping areas. Project planning should also include design recommendations, for an attractive and practical shopping district. Design guidelines for businesses coming into the area may be advisable, to coordinate individual restoration efforts. Detailed study of the costs of revitalizing the shopping district are also required. Rehabilitation costs for existing structures, construction costs for new buildings, cost for parking lots and public improvements need to be considered. A thorough study of all aspects of commercial revitalization will provide the information needed to attract a developer(s) for the project and to arrange financing. Detailed planning and feasibility analysis for the Parkland shopping district will be carried out under a project recently funded by the State Commerce Department. The contract provides approximately \$85,000 to a consortium of design, planning and marketing firms for a study to be completed by October 1983.

Organization of Business Community. A well organized group of neighborhood residents, businesses and property owners is another prerequisite for revitalization of the 28th and Virginia-Dumesnil area. This group would be responsible for working with the Parkland Alliance to secure government support for commercial revitalization.

It would also work with the planning team studying the area. Over the long run, this local organization would be responsible for promoting revitalization, preventing recurrence of maintenance problems, and providing liaison with the neighborhood. This organization could take the form of a business association or a community development corporation.

A business association is a less structured response to the area's organizational needs. As they have developed in other neighborhoods, the business association is the commercial equivalent of the residents' block club.

A business association would provide a means of addressing common problems -- crime, deteriorating surroundings, inadequate lighting, parking needs -- in a more effective way than individual business can address them. The association could approach the Police Department for assistance with crime problems. Additional lighting could be provided through cooperative efforts of adjoining businesses. A business association would be an appropriate vehicle to promote cooperation between neighborhood residents and businesses. The association would offer an effective means for individual firms to aid the neighborhood in efforts to clean up the area's litter and vacant lot problems and to improve the housing stock. The association could also promote full occupancy of commercial buildings and land. An inventory of available sites and structures could be developed and provided to the City's Department of Economic Development. This would help the Department match up firms seeking space with the available locations, and could strengthen the demand for commercial property in Parkland. Better property maintenance and increased job opportunities may result from increased occupancy of these portions of the neighborhood. The inventory should include the size of lots and buildings as well as structural conditions. The association could also be a vehicle through which larger corporations in Parkland could help small businesses in the neighborhood, through counseling and technical assistance.

A community development corporation is an alternative structure that could address the area's commercial revitalization needs. A community development corporation (CDC) is a neighborhood-based corporation dedicated to the area's economic development. CDC's can be for-profit, non-profit or cooperative corporations, depending on the neighborhood's goals. The CDC could be an alternative to the business association, fulfilling the same functions, or it could be created in addition to the business association. The corporate status of a CDC offers advantages. A CDC could receive income from various funding sources and use it to stimulate business development. A CDC could acquire land and rehabilitate storefronts, or provide financial incentives to entrepreneurs who would actually make the desired improvements.

Creation of a successful business association or CDC depends upon the commitment of area businesses to the concept, and their willingness to work together. The Parkland Alliance should contact businesses in the area to determine if there is support for creating an association. The Chamber of Commerce may be able to help organize a business association. Larger corporations in Parkland are a major resource for creating a neighborhood business organization. The expertise and financial resources of larger firms should be sought to help set up the business association/CDC. The business association should be affiliated with the Parkland Alliance. If a CDC is created it may be desirable to place it under the governance of the Alliance.

#### b. Incentives

Funding for Business Development. Financial incentives are recommended to promote neighborhood commercial revitalization in Parkland. New stores, better merchandising and an improved physical environment should be encouraged. Financial incentives should also help to implement other aspects of the neighborhood plan. Existing employers should be retained, and financial incentives

should be used to promote businesses that are owned by and employ neighborhood residents (guidelines 22 and 23).

It is recommended that the City's Office of Economic Development coordinate financial incentives for business development. The Office should work with commercial and industrial projects to arrange financing. Staff members are familiar with the available loan programs, eligibility requirements, application procedures, etc. Several programs may be applicable to commercial developments in Parkland. An Urban Development Action Grant (UDAG) should be sought for the neighborhood. This federal program provides funds to economically distressed communities to promote commercial and industrial revitalization. Housing improvements related to business development can also be funded through UDAG. As businesses repay UDAG funds loaned to them, the money can be recycled for other neighborhood commercial revitalization efforts.

With the assistance of the Economic Development Office, several other funding sources may be available for 28th and Virginia-Dumesnil. Small Business Administration loans are offered through several different programs, generally at an interest rate slightly below prime interest rates. The Louisville Economic Development Corporation (LEDCO) will provide up to 30% of project financing at 8 1/4% interest; LEDCO has \$300,000 to loan in the current fiscal year. Title IX Economic Development Administration funds can provide loans at 8 1/4% in designated neighborhood shopping districts. Aldermanic approval would be required to include the 28th Street Corridor in the list of shopping areas eligible for these loans. There is approximately \$80,000 in this revolving loan fund at this time. The Minority Venture Capital Corporation makes loans at market rates to minority businesses that have been denied financing elsewhere. The Inner City Ventures Fund, administered by the National Trust for Historic Preservation, should also be considered for Parkland. This program provides grants and low interest loans of up to \$100,000 for commercial and residential revitalization projects in historic districts.

In order to improve the effectiveness of financial incentives, it is recommended that the Department of Economic Development work with the neighborhood's business organization to maximize participation in improvement programs. In several cities, facade improvement and rehabilitation loans have been made available contingent upon a high level of participation. A majority of businesses or property owners would have to commit to improving their properties before the City would agree to provide the financial incentives (See Appendix K). This approach achieves a greater visual impact, creating a more consistent, upgraded appearance. As part of its administration of development incentives in Parkland, it is recommended that the Office of Economic Development consider the recommendations of the neighborhood plan. Projects seeking public assistance should be in agreement with the adopted neighborhood plan.

Public Improvements. Public improvements can be used as an incentive to private investment in the neighborhood shopping district. Figure I-7 shows public improvements that would enhance the looks and desirability of the 28th and Virginia-Dumesnil area: bus shelters, street trees, decorative street lights, waste containers, benches, planters, phone booths and drinking fountains. Provisions of new sidewalks and curbs would also improve the shopping district's appearance. Replacement of all of the sidewalks in the 28th and Dumesnil-Virginia area is estimated to cost \$55,000; in the 28th and Greenwood area, the estimated cost is \$26,000 (See Appendix L). A major public improvement affecting the area would be reconstruction of the intersection of 28th and Dumesnil. The offset alignment that currently exists is awkward for large vehicles and poses hazards for pedestrians and cars. The new alignment as shown on Figure I-7 would ease traffic flow and create attractive public spaces. Reconstruction of the intersection would cost approximately \$77,000 exclusive of right-of-way costs; see part D.2 of the transportation section.

Public improvements are more effective in encouraging neighborhood commercial revitalization if they are linked with private sector investment. Several cities require that a majority of businesses or property owners commit to improving their establishments prior to funding any public improvements. This technique is recommended for Parkland, to ensure that public expenditure achieves the desired effect. Implementation of public improvements would require the cooperation of the Public Works Department, the Department of Economic Development and the Board of Aldermen. Possible funding sources include the UDAG program, Community Development Block Grant funds and the Aldermanic discretionary fund.

Tax Benefits. The 28th and Virginia-Dumesnil area is part of the Parkland National Register District. Appropriate rehabilitation of income producing property is eligible for significant tax credits, described in part 3, below.

Promotion Program. A program to promote the neighborhood shopping district is recommended, to strengthen its financial viability and to encourage stores to locate in the area. The promotion program can include sponsoring an event that would attract visitors (e.g. Butchertown's Oktoberfest), joint advertising, coordinated sales (e.g. Downtown Louisville Days), and additional market studies. The business organization should take responsibility for organizing the promotion program. Assistance should be requested from marketing firms and large corporations with marketing departments. Possible funding sources include the UDAG payback funds, and corporate support. The West Louisville Task Force may be able to assist Parkland businesses in arranging financial support.

## 2. Revitalization of 28th and Greenwood

The land use plan recommends revitalization of the cluster of commercial structures, housing and vacant lots surrounding the 28th and Greenwood intersection (guideline 3). The boundaries of the area to be targeted for revitalization are shown on Figure I-6.

A concept plan for redeveloping the 28th and Greenwood area is presented in Figure I-8. The concept plan recommends reuse of existing commercial structures for business purposes. Clearance and redevelopment of the southwest corner of the intersection is recommended, because of the deteriorated state of the structures and the large amount of vacant space. Commercial or residential use is recommended for this site, depending on the demand for additional commercial space in Parkland. Vacant areas at the southeast and northwest corners are proposed for residential use but could likewise shift to commercial use, if justified by the marketplace.

The proposals for new residential construction in the 28th and Greenwood area reflects the difference in roles proposed for this area and for the 28th and Virginia-Dumesnil area. The 28th and Virginia-Dumesnil area is proposed for redevelopment as the focus of neighborhood shopping in Parkland. Retail uses should be concentrated there, to create a healthy shopping district. In light of this goal, creation of a second neighborhood shopping district is not recommended for the 28th and Greenwood area. It is highly unlikely that there would be adequate support for a small retail area midway between Broadway and Virginia on 28th Street. Nevertheless, improvement of this area is a firm recommendation of the Parkland Plan. Left unattended, 28th and Greenwood could detract from revitalization of 28th and Virginia-Dumesnil, and Parkland's image in general.

To achieve the desired improvements, all the implementation measures recommended for 28th and Virginia-Dumesnil should be applied to 28th and Greenwood as well. The public commitment should address both commercial areas in the 28th Street corridor. The marketing studies and feasibility analysis should address both areas, and the business association/CDC should be defined in this way. The incentives outlined in part 1, above, should be made available for 28th and Greenwood as a second priority. After business financing programs

and public improvements are provided for the neighborhood shopping district, these measures should be transferred to 28th and Greenwood. As improvements take hold in this area, the promotions program should be expanded to include it with the shopping area to the south, assuming retail uses are located at 28th and Greenwood.

### 3. Publicizing Tax Incentives

Provisions of the federal tax code offer significant incentives to investment in Parkland. Tax advantages should help implement several of the Plan's recommendations: rehabilitation of structures in the 28th and Virginia-Dumesnil area, rehabilitation of housing in the National Register District and elsewhere in the neighborhood, and provision of housing for elderly and disabled residents (guidelines 2, 7 and 10).

The Economic Recovery Tax Act of 1981 provides a 25% tax credit for rehabilitation of income producing properties in National Register Historic Districts, provided the rehabilitation conforms to the Secretary of the Interior's standards. Two sets of drawings have been prepared showing the effect of restoration on Parkland's shopping district. Figure I-10 illustrates the restored facades, Figure I-9 indicates improvements required to return the structures to their original condition. These drawings are intended to reflect federal standards for rehabilitations that qualify for tax credits, but specific requirements for particular structures have to be determined by the State Historic Preservation Office. Rental housing in the National Register District would qualify for the 25% tax credit as well. The boundaries of the District are shown on Figure I-1. Investment in Parkland's Historic District can be maximized through equity syndication -- the sale of ownership shares in a building to investors. Equity syndication allows a larger number of investors and greater sums to become involved, using a limited partnership arrangement. Limited partners do not become involved with day-to-day operation of the real property, but can receive the tax advantages of real estate investment.

Tax benefits encourage investment outside of the Historic District as well. Rehabilitation costs of rental housing for low income persons are eligible for a rapid (5-year) depreciation. Commercial and industrial structures over 30 years old are also eligible for tax credits for rehabilitation. The Parkland Alliance should contact the Landmarks Commission and the Housing Department to gather information on tax incentives for rehabilitation. This information should be made available to area residents and potential investors. The Landmarks Commission should continue its efforts to publicize the availability of tax credits in Parkland.

### 4. Zoning Changes

Zoning changes proposed for Parkland are shown in Figure I-11. These changes are intended to promote several of the Plan's land use recommendations (Guidelines 1, 4, 6, 22).

Changes to Residential Zoning. Most of the zoning changes recommended for Parkland would establish residential zoning in areas currently zoned for commercial or industrial use. Proposed changes are based on the recommended residential area as defined in the land use plan Figure I-6. Residential zoning is proposed for areas that are currently used for housing and are recommended to remain so. Along the fringe of the neighborhood's industrial corridor, residential zoning is proposed for areas predominantly occupied by sound housing that are currently zoned M-2. This change is intended to encourage the retention of housing and to lend stability to residential use in this area. The residential rezonings would not preclude expansion of industry (see below). Residential zoning is also recommended for homes currently zoned for commercial use. Houses zoned C-1 and C-2 are located along the 26th, 28th, 32nd and 36th Street corridors. Rezonings in these areas would reinforce the residential nature of the area. By removing the incentive to convert homes to business use, these zoning changes would encourage owners to maintain their homes, as their property values would



depend on the quality of the area's residential character. The residential zonings shown on Figure I-11 respect the existing pattern of R-6 Apartment zoning east of 32nd Street and R-5 Residential (single-family) west of 32nd Street. The former site of Colmar Park is recommended for R-5 zoning.

Changes to Commercial Zoning. Expansion of commercial zoning is recommended in two areas, at the northwest corner of 28th and Greenwood and at the northwest corner of 28th and Dumesnil. These locations are currently zoned for industrial use, although they have been commercially used for many years. Industrial zoning does not allow any new construction or expansion of commercial use. The nonconforming status of shops in these areas may inhibit the commercial redevelopment proposed for these sites, and so C-1 zoning is proposed. In addition to these changes, the land use plan supports the expansion of commercial use in the large vacant site bounded by Broadway, 26th, Howard and 28th Streets. Use of this site as a regional shopping center serving West Louisville is one of the development options endorsed in the Plan. Rezoning to a commercial zone would be supported as part of a specific development proposal but is not recommended at this time, because commercial zoning would prohibit industrial use of this site. The land use plan also supports commercial use in two portions of the 28th and Virginia-Dumesnil shopping area that are residentially zoned. However, no rezoning recommendation for these sites is made at this time. Prospective rezoning -- zoning changes that permit a more intensive use than currently exists -- are not recommended in the Parkland Plan; however, the Plan does support commercial rezoning at some point in the future upon submittal of an appropriate development plan. The development plan should demonstrate how the commercial uses would contribute to the area's revitalization.

Industrial Zoning. The rezoning proposal shown on Figure I-11 maintains industrial zoning for the industrial sub-area of Parkland, including space for industrial expansion. The area of vacant lots and deteriorated housing west of 28th Street between Garland and Kentucky offers space for additional industrial development. The large vacant area south of Broadway between 26th and 28th Streets measures approximately 25 acres; this area is recommended for expansion of existing industries, as the first choice among reuse options. Additional industrial expansion areas are located along 28th Street from Greenwood to Hale. Residential zoning of other areas adjacent to industry restricts industrial expansion but does not prohibit it. Industry could expand in those areas after demonstrating, through the zoning change process, that the expansion would be compatible with residential use.

Implementation of the zoning changes discussed above depends upon action by the Board of Aldermen. The Board would either initiate the rezoning itself, or direct the Planning Commission to begin the rezoning process. The Board of Aldermen's participation in funding the rezoning process is also necessary. A preliminary estimate places the cost of the proposed rezoning of approximately 300 parcels at \$10,000. The Board may choose to appropriate the necessary funds from general revenue and/or Community Development funds. These funds would be used to prepare the rezoning application and the zoning change staff report, develop legal descriptions of affected properties, identify property owners, and provide notification to all affected property owners and owners of properties adjacent to sites proposed for rezoning.

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

techniques beyond zoning. The effectiveness of zoning is determined by the quality of its administration. Adequate enforcement of the regulations, staff review of proposed development and responsible legislative action are critical to effective zoning.

#### 5. Planning Commission and BOZA Review

Zoning changes and variances requested by individual property owners can serve as vehicles for implementation of the neighborhood plan (Guidelines 6 and 18). Such requests are reviewed against the Comprehensive Plan and the adopted neighborhood plan. Proposed development that requires a variance or change in zoning will be analyzed by the Planning Commission and Board of Zoning Adjustment (BOZA). Review by these bodies will aid implementation of several guidelines -- retaining housing in the residential area, limiting the intensity of residential development, and requiring adequate screening and buffering of non-residential uses.

#### 6. Housing Repair Program.

A program to repair and maintain housing in Parkland is essential if housing conditions in the neighborhood are to improve. Because of declining public funds, it is important that this program rely primarily on self-help, grassroots efforts. Because of the high costs of housing rehabilitation, even when public subsidies are available, the Plan recommends a program focusing on the less costly goals of repair and maintenance (guideline 7). Parkland's housing stock is an important resource for low and middle-income persons that needs to be preserved. The following programs are recommended.

Tool Library and Staff. Creation of a tool library is an important part of the self-help housing improvement effort. Through the library, tools for housing repair and yard maintenance would be made available to area residents. Tools should be available to renters as well as owners, to maximize housing improvements in the area. Staff for the tool library should manage the equipment and provide technical assistance. Demonstrations on the use of equipment and how to make certain repairs are important to the success of tool library. This could be done on an individual basis as well as through a series of classes. Implementation of the tool library will require funding. Depending on the number of staff persons hired and the amount of materials purchased, funds in the vicinity of \$60,000 will be needed. Possible funding sources include CDBG funds, money raised by the neighborhood, and corporate support. A tool library shared with one or more surrounding neighborhoods may reduce the funding burden for Parkland.

Outreach Program. This effort would take information on housing maintenance needs and available housing programs to neighborhood residents. Preventive maintenance plays a major role in preserving the existing housing stock and reducing the cost of future repairs. Relatively simple maintenance practices such as cleaning gutters, checking roofs, and inspecting pipes can prevent serious structural problems. Because of its experience in this area, New Directions, Inc., could be contacted to help develop the content of the home maintenance education program. As part of the outreach program, participation in the available housing improvement programs -- weatherization, painting and repairs -- should be encouraged. The housing education program would be carried out as a volunteer effort coordinated by the Parkland Alliance. Representatives from block clubs should canvass the area, going from door-to-door or conducting block-level meetings. A brochure summarizing maintenance tasks and available housing programs would support these efforts. No special funding would be needed for the outreach program.

House Painting. Painting is a housing improvement measure that many persons are capable of doing for themselves. A program of house painting can have a big effect on the area's appearance and on residents' attitudes toward the neighborhood. At the same time painting is an essential element of home maintenance. Some supervision is recommended to ensure that this self-help project is

not a wasted effort. Experienced persons should inspect houses before they are painted, to ensure that the siding is sound, firmly fastened, not being damaged by faulty guttering, and adequately scraped. Volunteers could perform this role, or paid staff of the tool library, depending upon the resources available. The tool library would play an important role in the painting program. Paint and necessary equipment could be supplied by the tool library. Paint and materials should be purchased in bulk or salvaged, to reduce the cost. This would enable owners to improve their properties with little out-of-pocket expense. Renters could trade housing painting services for rent payments. In other neighborhoods, volunteers have painted the homes of elderly and handicapped persons. The major requirements for a successful painting program are residents' participation and creation of a tool library and materials program.

Emergency Repair Program. The city-wide emergency housing repair program for the elderly and disabled currently serves Parkland. Because of backlogs in this program, Parkland should consider a neighborhood program to provide emergency repairs (see part 7). The staff of the tool library, the non-profit housing corporation or the job-training program (see part 12) could carry out needed repairs. Funding for this work could be derived from several sources: payments from the elderly and disabled, based on their ability; corporate sponsorship; Community Development Block Grants; donations of time and materials. The average costs of the emergency repair program funded by the City is \$1,500 per house.

Weatherization. See part 8 of this section.

## 7. Housing Rehabilitation

In conjunction with the housing repair programs, housing rehabilitation is recommended in Parkland. Rehabilitation, which may entail replacement of mechanical systems as well as structural repairs and general improvements, requires a major investment. Housing rehabilitation is supported throughout the neighborhood (guideline 7). The exterior survey of Parkland's housing stock indicates over 300 homes (rated as "c" on Figure I-4) may need rehabilitation. The actions described below are proposed for implementing this recommendation.

Rehabilitation Loans. Loans to rehabilitate owner-occupied homes should be sought through the Housing Rehabilitation Loan Program administered by the Metro Investment Services Corporation (MISCO). This program offers deferred re-payment and reduced interest loans for up-to-code housing improvements. The extent of subsidy depends upon family size and income; up to \$20,000 may be borrowed. The neighborhood association should work with the Board of Aldermen and the Community Development Cabinet to make MISCO loans available to Parkland residents. MISCO loans are funded with Community Development Block Grant funds (CDBG), which formerly were spent only in designated areas (Neighborhood Strategy Areas). The Housing Department can assist housing rehabilitation efforts by providing information on MISCO loans and other programs which may become available in the future.

Publicizing Tax Advantages. See part 3 of this section for a summary of tax credits for rehabilitation of homes in Parkland's National Register District and of tax advantages for rehabilitation of low income rental units.

Corporate Support. A grant from one or more businesses can provide seed money for a housing rehabilitation program. Donations of this type can be philanthropic, or in the case of firms situated in the midst of declining housing conditions, a combination of philanthropy and self-interest. In the latter case, the company's physical plant and employee morale may benefit from upgraded housing. The "Adopt a Neighborhood" program funded by Brown-Forman gave \$100,000 to Preservation Alliance and New Directions, to rehabilitate houses at an affordable price for moderate income people. The grant was used

to leverage low-cost loan money to finance purchase of the homes. Seven houses were rehabilitated and one new home constructed with this grant. This investment has spurred additional improvements by owners of surrounding homes, creating a noticeable upgrading of the area. Corporate sponsorship for housing rehabilitation should be sought for Parkland. Large corporations in the neighborhood and in other parts of the City should be contacted about providing a grant for Parkland. The Parkland Alliance should work with the Governor's West Louisville Task Force and Preservation Alliance to determine firms which may consider a project of this type.

Non-Profit Housing Corporation. A non-profit housing corporation is recommended, to pursue housing improvements in Parkland on an ongoing basis. A new corporation could be formed, as an offshoot of the Parkland Alliance or of church(es) in the neighborhood. Alternatively, an existing non-profit corporation could be invited to focus its efforts in Parkland. Whichever approach is followed, the non-profit could assume leadership in the emergency repairs program for elderly residents, housing rehabilitation, and new construction. The non-profit housing corporation should maintain close ties with the Parkland Alliance, to ensure that neighborhood priorities are the focus of the corporation's activities.

Converting Commercial Structures to Housing. Commercial structures located outside of the recommended commercial area and that have been vacant for long periods detract from the desirability of Parkland's residential area. One way to correct this situation may be to convert these structures to residential use. Sound structures that can be adapted to housing should be made eligible for the rehabilitation incentives and programs described above.

Strengthening the Housing Market The Parkland Alliance should take steps to strengthen the market for housing in the neighborhood. Parkland Alliance should consider cooperating with one or more real estate firms to promote housing sales. This cooperation could take several forms. The Parkland Alliance could contact various firms and acquaint them with the area's strong points and potential for housing improvement. Exposure of this type may result in more prospective purchasers being shown homes in the Parkland area. As a further step, the Alliance may wish to enter into an agreement with one or more real estate firms. In return for an endorsement, the company(ies) could increase their involvement in the neighborhood; through opening an office there, focusing their sales efforts on Parkland, or developing an advertising campaign to market homes for sale in the neighborhood. This cooperative program could become a source of income for the neighborhood organization, if it proved successful and the realtors involved desired to continue receiving the neighborhood's backing.

#### 8. Home Weatherization

Reduced home heating costs are recommended in the Plan, to keep housing affordable, avoid utility shut-offs and free up money for housing maintenance. One way of achieving these goals is a self-help program through Project Warm. This program would benefit renters as well as owners; renters either pay their own utilities or are subject to rent increased due to increasing energy costs.

Project Warm trains volunteers to make low-cost improvements that reduce air infiltration and heat loss. Project Warm provides free materials for the volunteer's own house, on the condition that he or she weatherize at least three homes of elderly and handicapped persons. Many homes in Parkland could be weatherized through volunteers working on their own homes and those of the elderly. For a fee, volunteers may be willing to weatherize rental property and homes owned by persons not eligible for assistance. This would be relatively low cost to the property owner; materials cost between \$25 and \$45 per house, between 5 and 20 person-hours comprise the labor costs.

In addition, more extensive energy conservation measures should be applied. The weatherization program conducted by the Community Action Agency for elderly and handicapped persons provides storm doors and windows and structural improvements needed for energy conservation. The Parkland Alliance should help the CAA publicize this program among neighborhood residents.

Housing repair and rehabilitation projects should include measures to improve energy efficiency, such as adding insulation and making structures air tight. The Housing Department's rehabilitation loan program already includes improvements of this type. The neighborhood housing repair program should address energy conservation (see part 6). The Urban Alternative Homestead demonstrates a variety of energy conservation measures that can be used in older homes. It is recommended that the energy conservation demonstrations and classes offered by Environmental Alternatives be publicized by the Alliance and the block clubs.

#### 9. Housing for the Elderly and Disabled

Greater diversity in Parkland's housing stock, to accommodate the needs of elderly and disabled residents, is recommended (guideline 10). Housing of this type can be provided through rehabilitation of existing structures or through new construction. Both methods are endorsed, provided that new construction is compatible with Parkland's single-family character. A non-profit organization is the most likely entity to provide housing for the elderly and disabled. Non-profits can apply for assistance under HUD's Section 202 program. This program provides low-interest loans (currently 9 1/4%) for 40 years, to finance new or rehabilitated housing for the elderly and disabled. Although there currently is no funding available for Section 202 projects, future funding of this program, or an alternative program should become available. Churches, the neighborhood non-profit housing corporation or other non-profit groups would be responsible for implementation of this action. The Housing Department would assist in determining possible funding sources and in preparation of applications.

Federal tax provisions encouraging rehabilitation of housing for low income persons also may help provide homes for the elderly and disabled. Accelerated depreciation rates permitted for this type of housing may encourage investors to provide funds for this purpose. The non-profit housing corporation (see part 7) could encourage investors to provide housing for the elderly and disabled by taking charge of the site selection and rehabilitation process.

#### 10. Elimination of Housing Blight

Housing that remains vacant for long periods of time declines structurally and is a blighting influence on its surroundings. The following programs are proposed to implement the Plan's recommendation that vacant, decaying houses be reused or demolished (guidelines 8). Housing in need of repair or demolition and currently standing vacant is shown on Figure I-2.

Direct Contacts. The Parkland Alliance and block clubs should contact owners of vacant houses and encourage them to use or dispose of the property. This effort can be made more effective by linking it to the Environmental Nuisance Code which prohibits high weeds, accumulation of litter, etc. Neighborhood cooperation with the City Building Inspection Department to enforce these regulations would provide an incentive to either use or dispose of the property. This approach to improving occupancy rates would require continuing efforts by the Alliance; no funding would be required. A task force of the Parkland Alliance that would deal with property maintenance issues may be needed. This committee would deal with the problems discussed in parts 16, 18, 19, and 20 of this section, and report to the Alliance.

Expediting Demolition. As part of efforts to improve the neighborhood's housing stock, structures that are "dilapidated beyond repair" need to be demolished. It is recommended that the

Parkland Alliance or its task force on property maintenance cooperate with the Housing Department to achieve the necessary demolitions. Dilapidated structures that are occupied are handled by the Department's Code Enforcement section; the Demolition and Boarding section is responsible for vacant dilapidated structures. The task force should monitor housing conditions and compile a list of structures that may need demolition. A preliminary indication of houses that should be demolished appears on Figure I-4, those 27 structures classified as "e". A more thorough review of these "e" rated structures should be made by the Housing Department. Property owners should be contacted concerning the dilapidated condition of these structures and their cooperation sought in promptly improving or razing the structures. Direct contacts of this type may increase the effectiveness of the normal regulatory process. If the direct approach does not yield results, the task force should contact the Housing Department and request that the citation and housing process be initiated.

Acquisition of Vacant, Tax Delinquent Houses. See part 16 of this section.

#### 11. Housing on Vacant Lots

The Parkland Plan proposes construction of new housing on vacant lots in the neighborhood's residential area (see Figure I-6). Single-family homes are proposed west of 32nd, single-family and small-scale apartments are recommended east of 32nd Street (guideline 9). Actions listed below are recommended to implement this element of the Plan.

Donation of Building Lots. The City could encourage new construction by donation or bargain sale of sites to persons willing to construct housing in Parkland. The City has acquired vacant sites through the Urban Land Program; an additional 56 vacant tax-delinquent lots are located in the residential core (see part 16 for further discussion of this implementation technique.)

Financial Incentives. Grants or loan subsidies would also encourage new construction. A program in California used Community Development funds to reduce the cost of new construction by \$10,000. House plans for new construction on narrow lots developed as part of the California program could be made available to Parkland free of charge.

High interest rates have put new housing beyond the means of low and moderate income people nationwide. Interest rate subsidies, through the Kentucky Housing Corporation or FHA's 203 (k) program may sufficiently lower construction costs to make new housing affordable to low and moderate income persons. A revolving loan fund with low interest rates, similar to the 312 program's 3% loans, would stimulate new housing construction. The Urban Development Action Grant Program is a possible source of funds for such a program; corporate sponsorship should also be considered.

Non-Profit Housing Corporations. A non-profit housing corporation could undertake new construction in Parkland, in addition to the rehabilitation program described in part 7. Until such time as demand increases and conventional firms begin building in the neighborhood, the non-profit corporation will lead the effort to stabilize the area's housing stock and demonstrate the potential for new housing in Parkland. The non-profit corporation should continue to use KHC low interest rate loans to hold down selling prices. Funding sources for the new construction program are CD funds and corporate sponsorship.

Housing Kits/House Moving. Housing kits may present a lower cost means of providing new homes on scattered vacant lots. By pre-cutting lumber at a centralized facility and packaging all the materials needed to build a house, significant cost savings can be achieved. Excluding the cost of land and transport, a 3 bedroom home can be built for \$24,000. The current Administration has

expressed an interest in this response to the City's numerous vacant lots. The Parkland Alliance should maintain contact with the Housing Department on this issue. Housing kits used in Parkland should be compatible with the area's architectural qualities. Moving houses that would otherwise be torn down also appears feasible. For less than \$10,000 a shotgun house can be moved to a new site, foundations built and utilities connected. This price will vary with house size and overhead wires that need to be moved, but may justify this technique of reusing vacant lots.

Improvements to Parkland's existing housing stock and overall appearance will greatly encourage new housing construction. Trees and other plantings, improved shopping facilities and streetscape improvements would be an incentive to residential development. Private investment in the neighborhood would supplement public funds once neighborhood conditions had improved. The Parkland Alliance should continue its efforts to resolve neighborhood problems and build an environment conducive to private investment. Close contacts with public agencies should be maintained to ensure that services are adequate. The Alliance should work with block clubs interested in planting street trees. Trees, Incorporated will assist neighborhoods in selecting and planting trees that will beautify the neighborhood without destroying sidewalks.

#### 12. Neighborhood Improvement - Job Training

The Parkland Plan recommends the creation of programs intended to provide job training while improving conditions in the neighborhood (guideline 24). This would be an innovative solution to several of Parkland's needs. The neighborhood tool library, emergency housing repair program, housing weatherization and general cleanup efforts would benefit greatly from work crews assigned to these functions. At the same time, participants would receive valuable work experience.

The neighborhood improvement/job-training program could be set up in several different ways. Depending on the availability of funds, work crews could be compensated or work on a volunteer basis. At a minimum, one or more paid staff would be needed to direct each work crew. Possible participants in organizing it include the Parkland Alliance, the organization of neighborhood businesses, the Parkland Boys and Girls Club staff, and corporate sponsors.

Possible funding sources are corporate funding, Community Development funds and money raised by neighborhood events. The program could function as a year-round or summer time endeavor.

#### 13. Retaining and Attracting Employers

Businesses located in Parkland are important assets in the process of neighborhood revitalization. They are a potential source of jobs for residents, and they have resources, both money and expertise, that can support residents' efforts to improve the neighborhood. The Plan recommends efforts to retain existing firms and to attract new ones that are locally owned and would hire neighborhood residents (guidelines 22 and 23). Actions to further these goals are discussed below.

Financial Incentives. Incentives should be made available to existing firms in Parkland wishing to expand, and new businesses locating in the area. Industrial revenue bonds issued by the City of Louisville after review by the Louisville Industrial Development Authority can provide financing for large-scale projects at below market interest rates. Other programs are described in part 1.b. of this section. The City of Louisville Economic Development Office should work with businesses to determine the best financial package for each firm's needs. Provision of these incentives should be linked with the neighborhood's employment goals. Preference should be given for firms that would be owned by area residents or that would provide jobs to Parkland residents.

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

#### 14. Jobs for Parkland Residents

Meeting the employment needs of area residents is a basic step in improving Parkland. Without adequate income, residents' ability to improve the neighborhood is severely constrained. The Plan encourages existing and new employers to hire area residents (guidelines 22 and 23); the following programs respond to this recommendation.

Job tax Credit. The Federal targeted jobs tax credit offers employers significant tax breaks for employing persons from nine "targeted" groups, including welfare recipients and economically disadvantaged youths. Employers can take 50% of the first \$6,000 of salary (up to \$3,000) in tax credits the first year, and one-half that amount the second year. This program is administered by the Department of Human Resources' Bureau for Manpower Services. The Bureau screens potential employees and provides a tax voucher for the employer. It is recommended that the Parkland Alliance become informed about this program and provide information on the program to the proposed business association. The Bureau for Manpower Services has indicated its willingness to make presentations to the neighborhood and to potential employers.

Financial Incentives. Incentives supplied to new and expanding businesses should contain provisions encouraging hiring neighborhood residents. Depending on the amount of financial assistance provided, and especially if a UDAG grant is received, an affirmative action plan may be desirable for Parkland. An affirmative action plan would identify goals for recruiting, training and hiring area residents. As part of their efforts to attract business development in the area, Economic Development Office staff could explain the affirmative action plan's recommendations. Affirmative action recommendations are voluntary rather than mandatory. An affirmative action plan could be developed without a lot of expense by adapting the goals and procedures of the Station Park affirmative action plan to conditions that exist in Parkland.

Job Training Programs that provide on-the-job training are an additional means of increasing employment. Refer to part 15.

The above mentioned programs require action by the Parkland Alliance. The Alliance should organize presentations to neighborhood residents, explaining the tax credit and affirmative action plan programs. The neighborhood newsletter could also be used to publicize these programs. Depending on the response and effectiveness of these presentations, the Alliance may want to consider an ongoing program related to employment and careers. The Governor's West End Task Force has recommended employment training and motivation programs such as "Giant Step," which could be part of an ongoing program. Large corporations in the neighborhood may be able to contribute speakers to the program. Parkland may wish to join with other neighborhoods and various organizations (Chamber of Commerce, NAACP, Urban League) to establish a larger scale program. Finally, the Alliance should use its committee structure and newsletter to provide information useful to job seekers. The Alliance should publicize locations where jobs are posted and provide notice of job opportunities within the neighborhood. Businesses located in Parkland should be encouraged to provide this information.



## 15. Job Training

The Parkland Plan proposes job training for area residents through neighborhood improvement projects and through an expansion of existing training activities (guidelines 23 and 24). The following programs are recommended to achieve these goals.

Parkland Boys and Girls Club. The facilities and staff of the Boys and Girls Club should form the basis for a neighborhood-level job training program. Staff members would be responsible for coordinating this program. Job training could focus on remedial education, with tutoring in basic writing, reading and calculation skills. Volunteers from the neighborhood, schools and colleges could staff a program of this type. A program geared to specific job skills and technical training could also be created. This would require more equipment and teachers with more specialized skills. The Salvation Army staff and the organization of businesses in Parkland (Business Association or Community Development Corporation) should take responsibility for creating this job-training program. Corporate support should be sought, for equipment and any paid staff that may be needed. Businesses within the neighborhood and the City as a whole could be approached for financial assistance. The Governor's West Louisville Task Force may be able to help attain the necessary funding.

Publicize other programs. Job training and career education programs available within the metropolitan area should be publicized in Parkland. It is recommended that the Boys Club staff and the Parkland business organization contact the Louisville and Jefferson County Consortium for Employment and Training Administration, to gain information concerning on-the-job training programs. Jefferson State Vocational-Technical School should also be contacted.

Neighborhood Improvement Programs. The Parkland Plan recommends several self-help programs to improve the neighborhood. These programs offer an opportunity for residents to gain work experience. The Housing repair, weatherization, and tool library proposals can be managed to provide job training. Depending on funding levels, individuals may be compensated through these programs, or volunteer their skills. Volunteers could be part-time workers while in school or while actively seeking employment. In either case, the volunteers would be improving their chance to find work, by learning additional skills and adding to their work experience.

## 16. Acquisition of Tax Delinquent Vacant Property

A coordinated effort to acquire seriously tax delinquent vacant property in Parkland is recommended. As of December, 1982, there were 31 vacant homes and 53 vacant lots that were seriously delinquent. Foreclosure for back taxes or donation of property in lieu of back taxes should both be pursued, to obtain ownership of tax delinquent vacant property. Public ownership would enable the City to reduce problems caused by abandoned homes and unmaintained vacant lots.

This property would become an important resource for future redevelopment and infill construction projects. Vacant structures capable of being re-used could be made available to prospective investors. The City's Urban Land Program has operated in this manner in the past, and currently owns 10 parcels in the neighborhood. Organizational changes in the City Law Department should allow the tax foreclosure program to be focused in Parkland as an implementation tool for the neighborhood plan. It is recommended that the City Law Department and the Urban Land program make a concerted effort to acquire tax delinquent vacant property in Parkland. The Parkland Alliance should assist this effort, by referring prospective homesteaders of vacant homes to the City, and by assisting adjacent property owners in acquiring tax delinquent vacant lots.

An additional implementation measure would address abandoned properties that are not tax delinquent: sites that had been acquired

by tax-exempt organizations (churches) but subsequently were abandoned, or sites that at one time were granted the homestead exemption but are now vacant. These sites are not on the tax rolls, and are not part of the Urban Land program's records. They cannot be acquired for back taxes, but nevertheless can be a deteriorating influence on Parkland Alliance recommended to deal with these properties. The Alliance should work with the Urban Land program to identify abandoned properties. The Alliance should work with Urban Land staff to have exempted status revoked for abandoned properties.

Once acquired by the City, vacant lots should be used to further the plan's land use and housing recommendation. Properties sold through the Urban Land Program should be re-used in accordance with the neighborhood plan. Vacant lots in the residential area should be used to lower the cost of new residential construction. If the amount of sites exceeds the demand for new housing, vacant sites can still serve the neighborhood. City-owned sites could be used by adjacent property owners for additional yard space or provide informal recreation space, maintained by area residents (see part 18). In the past, liability issues associated with use of City-owned property by other parties have discouraged the City from allowing such use. It is recommended that the City Law Department study the possibility of creating a use agreement, that would convey the right to use City-owned lots and would incorporate a waiver of responsibility. This could provide a no-cost means of maintaining vacant lots, while allowing Parkland residents the advantage of additional open space, free of charge. The foreclosure program and development of use agreements could be carried out using existing staff and should not require additional funding.

#### 17. Reducing "Clouded Titles"

"Clouded titles" result when property changes hands without properly transferring ownership and recording the deed. This situation arises when a property owner dies without a will and many individuals are heirs. Clouded titles contribute to some of the neighborhood's housing problems. With numerous individuals having an interest in property, it is sometimes difficult to achieve a consensus on its use or sale. Inadequate maintenance, non payment of property taxes, abandonment and eventual loss of structure can result from clouded titles. To address this problem the Parkland Alliance should undertake two programs. To reduce clouded title problems in the future, the Alliance should explain the benefits of a will and encourage residents to make one. The neighborhood association can assist residents by sponsoring a clinic on "holographic wills" -- these are handwritten documents that are legally valid and do not cost anything. The Alliance should also provide information on fee schedules for residents who would prefer an attorney's assistance in making their wills. The second program would deal with existing properties with clouded titles. The Alliance should work with the City Law Department and the Legal Aid Society to learn the process for clearing clouded titles. This information and sample affidavits should be made available to interested residents and block clubs in areas with clouded title problems. This action should help to reduce the decline and abandonment of properties in the Parkland area. The clouded title problem is not unique to Parkland, many neighborhoods would benefit from these two programs. The Parkland Alliance should consider working with other neighborhoods to develop the most effective programs.

#### 18. Improving Maintenance of Vacant Lots

There are over 160 vacant lots in Parkland; insufficient maintenance of this property detracts significantly from the neighborhood's residential character. High weeds, illegal dumping and rodent problems on vacant lots make adjacent homes less desirable. At the same time, this vacant property can provide recreation areas and additional yard space. The Plan recommends improved maintenance and productive use of vacant lots (guidelines 12, 13, 14); several measures are proposed to achieve these recommendations.

Contacting Property Owners. Owners of unsightly vacant lots should be contacted by neighborhood residents and urged to improve the level of maintenance they provide. The Parkland Alliance should coordinate this effort, through block clubs or possibly through a special task force assigned this responsibility. Personal contact may encourage more responsible property management, in some cases. Direct contacts in conjunction with increased enforcement efforts may provide an incentive to property owners either to use their land or to dispose of it.

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

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

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

Maintenance by Adjacent Owners. A long-term solution to the vacant lot maintenance problem is to have adjacent property owners to assume this responsibility. This can be achieved through purchase of the vacant lot, an agreement between the two property owners, or voluntary action by persons adjoining the vacant lot. As part of the effort to contact owners of vacant property described above, adjoining property owners could be informed about the ownership of vacant parcels, and be encouraged to arrange purchase of the vacant lot or the right to use it in return for maintaining it. Vacant lots in Parkland can be purchased relatively cheaply, in the range of \$1500 to \$2000. For this investment, the property owner would gain control over land that in many cases has diminished the value of the owner's home; at the same time additional open space and recreation area would be obtained. If a trend of new construction on individual lots develops in Parkland, the additional yard space could be reused as a building site. Vacant lots could be purchased by both adjoining property owners and split between them. This would reduce the cost for each individual, while providing for the maintenance of vacant sites. Dividing an existing lot would require the services of a surveyor, costing approximately \$250, and a minor plat would have to be recorded with the Planning Commission (no fee).

Use as Open Space. Vacant lots can be put to use as play areas or open space, supplementing public parks and private yards. Residents of surrounding areas could agree to maintain the property in return for the right to use it in this fashion. The special task force of the Parkland Alliance can assist residents in contacting owners of vacant property. The task force should also explore the liability issues that may be involved in using vacant lots in this fashion.

Acquisition of tax delinquent sites (part 16) is an additional approach to solving vacant-lot maintenance problems.

## 19. Improving Property Maintenance.

Three programs are recommended to enhance the level of property maintenance and better the neighborhood's appearance (guideline 15).

Tree Maintenance As an older neighborhood, Parkland has many large trees in yards and located along the public right-of-way (street trees). Some of them are in need of trimming or removal. Two actions are recommended, to ease the financial strain that may result from extensive tree work. First, the Parkland Alliance should survey the area to determine the level of interest in a group purchasing arrangement for a professional tree service. If a number of residents are interested, competitive bidding can be used to achieve the most economical arrangements. This approach could provide needed maintenance for street trees as well as trees located on private property. Second, the Alliance should approach the Board of Aldermen and the Parks Department on the issue of street tree maintenance. Residents have expressed opposition to bearing this cost, which is the responsibility of the adjacent property owner under current City policy. The possibility of waiving this responsibility for property owners who qualify for the homestead exemption should be considered. There are no public funding needs for the group purchasing arrangement; trimming and removal of street trees by the City could be costly. Removal of a single large tree can cost from \$300 to \$1,000, depending on the circumstances. This could be funded by reallocating Parks Department funds, by CDBG or by general revenue funds. An expansion of service such as this runs counter to the trend in public revenues, and would require a decrease in other areas of government service.

Information Meetings. Through the Parkland Alliance, meetings should be held in the neighborhood with representatives of the Sanitation Department and the Environmental Division of the City Building Inspection Department. The meetings would inform residents of their rights and responsibilities, and procedures for expressing complaints. Specifically, the requirements of the Environmental Ordinance relating to property maintenance and the procedures for enforcing it should be publicized through these meetings.

Neighborhood Assistance. Elderly and disabled persons may be unable to perform some of the maintenance needed at their homes, and may not have friends or family to assist them. Parkland residents should consider to what extent this situation is the cause of poorly unmaintained properties. If it is significant, a volunteer effort should be established at the block-club level, with encouragement from the Parkland Alliance. The self-help housing-repair program and the job-training program may also be able to address the maintenance needs of the elderly and disabled (parts 6 and 12).

## 20. Screening of Non-Residential Uses

Landscaping and fencing are recommended to screen unattractive commercial and industrial uses that are visible from the street or adjoin houses. Screening should be required as part of any zoning change or conditional use permit for businesses (See part 5). A voluntary program is also recommended. The Parkland Alliance should contact the commercial and industrial uses identified on Figure I-6 as needing screening and encourage them to provide screening. The proposed business association could also promote site improvements that incorporate screening, as part of its efforts to make the neighborhood more attractive as a location for businesses. A cooperative effort involving the individual property owners could provide screening at very low cost. A joint-purchasing arrangement could reduce the cost of buying fences and landscape material. Similarly, competitive bids could be sought for installation of screening and plants.

New non-residential development has a greater range of options to avoid creating nuisances for adjoining homes. In addition to screening and buffering, building setbacks, location of parking lots, and placement of access points can be designed to minimize negative impacts.

## 21. Parks and Recreation Improvements

Several actions are recommended to improve the facilities and programs available in Parkland (guidelines 20 and 21).

New Park at the Boys Club. A new park located just west of the Parkland Boys and Girls Club is recommended. This new facility would take the place of the existing Colmar and Greenwood mini-parks, and would benefit from additional supervision (see below). A playground, picnic tables, a tot-lot (play area and equipment for very young children), and a T-ball field (small-scale baseball diamond) would be provided at the new park, in addition to the existing outdoor basketball facilities. Horseshoe pits and a water fountain are also under consideration. The cost of developing the new park has not been firmly established as of this writing. Preliminary estimates indicate that an expenditure of less than \$10,000 in conjunction with labor and relocated equipment supplied by the Parks Department, would provide a high quality facility. The park could be established without the \$10,000, but it would be a less desirable facility.

There are several possible funding sources for the new park: general revenue funds, the Salvation Army, Community Development Block Grants, corporate support and the Aldermanic community match program. The community match program provides funds to match labor and money contributed by neighborhood groups for park improvement projects endorsed by the Parks Department. The Parkland Alliance should work with the Salvation Army to secure the necessary funds for the new park. If matching funds are available, corporate donations and a neighborhood fund raiser should provide the \$5,000 needed. Funds from the sale of the Colmar mini-park site could be earmarked for use in developing the new park. Support by the Aldermen and the Urban Renewal Commission would be required to retain revenue from sale of the park site for use within the neighborhood.

Implementation of this recommendation is already underway. Equipment has been removed from Colmar Park and Urban Renewal is working to dispose of the property. Recent improvements at Russell Lee Park, one block south of Alpha Gardens will supplement recreation facilities accessible to Parkland's Southwest quadrant. Equipment will be removed from Greenwood Park after the new facility is completed. This site is privately owned; maintenance responsibility will return to the owners.

Reynolds Basketball Courts. The Reynolds Metal Company constructed two lighted and fenced basketball courts for the use of neighborhood residents, on 28th Street between Grand and Hale Avenues. Objections about the noise and late hours of use led to closing of this facility. Discussions with Reynolds officials indicated that the courts could be available for neighborhood use once again, if the objections of neighbors could be overcome. The Parkland Alliance should take the lead in determining if a workable solution can be found. The Alliance should meet with Reynolds officials and adjacent residents concerning re-opening the courts. If an acceptable program for court use is developed, the Alliance should work with its membership, area youth, the Boys and Girls Club, and other organizations in contact with young people to explain conditions under which the basketball courts would be reopened. In the event that the courts are reopened, the Alliance should monitor this situation to ensure that past problems do not recur. Reopening of the Reynolds' basketball courts would supplement publicly-provided recreation facilities without requiring neighborhood or public funds. The closing of Greenwood Park will strengthen demand for basketball courts on 28th Street.

Maintenance and Supervision. Increased resident participation in park maintenance and supervision is recommended in the Plan. The Parkland Alliance and the staff of the Boys and Girls Club should coordinate resident involvement. The creation of the new park facility is a good opportunity to create a sense of pride and

ownership within area residents. Selecting a name for the park should be a community project, and design of the park should be open to residents input. The Alliance and Boys Club staff should work with residents to form committees that would watch out for the park and help maintain it. A "park watch" committee made up of neighborhood residents could reduce vandalism. Volunteer teams to do routine maintenance could supplement the Parks Department's efforts and improve the park's appearance.

Supervision of the new park will be provided by the Boys Club staff. As part of the Club's recreation programs, groups using the park would be monitored by staff members. T-ball teams will also be supervised by staff. If additional supervision is needed, neighborhood volunteers and older members of the Keystone Club could be sought.

## 22. Increasing Neighborhood Security

Neighborhood-based efforts to discourage crime and make Parkland a safer place are endorsed in the Plan (guidelines 26 and 27). Implementation of the following measures is recommended.

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

Neighborhood Patrols. Citizen patrols are recommended for areas with greater security problems. This volunteer effort can be carried out through the block watch or through the Nighthawks program. Block watch patrols circulate in their area on foot or in their own cars, and communicate any suspicious activity to the Police Department. Nighthawks are a trained, uniformed group that patrols high crime areas. This youth volunteer organization has proven to be a considerable deterrent to crime in other parts of the City. A training program for Parkland youths is recommended. A priority for the new division should be the 28th Street corridor. As commercial revitalization begins in that area, it will be important to overcome the fear of crime that prospective shoppers may have.

Improved Lighting. Additional street lights, particularly along alleys, is a neighborhood need identified by the Parkland Task Force. The Parkland Alliance should work with the Board of Aldermen and the Public Works Department to meet this need. The Alliance should ask residents and block clubs to identify areas needing additional lighting. The neighborhood should request, through the Aldermen, that the Works Department investigate the locations identified. If the City concurs with the need for street lights, they will be installed by LG&E at an annual cost presently averaging \$130 or more, depending on the type of street light. If the City does not agree that a light is needed, residents can individually or as a group contract with LG&E to install a light, and pay the annual fee.

Increased Cooperation. Crime is a concern of businesses and residents alike. Through the Parkland Alliance and the organization of neighborhood businesses a cooperative approach to crime reduction

can be developed. Residents can aid businesses by keeping a close watch on them, especially after business hours. Businesses can provide funds for better lighting, or for equipment needed by neighborhood patrols. Together businesses and residents can effectively approach the City about security problems and better enforcement needs.

Job training. Efforts to reduce crime should take into account the need to address the roots of the crime problem. As long as youths see no hope for jobs, drugs and street crime will continue. Job training programs are an important part of efforts to reduce crime (see parts 12 and 15).

### 23. Strengthening Neighborhood Organization

Much of the responsibility for implementing the Parkland neighborhood plan rests with the neighborhood. Plan implementation is a long-range project that will require considerable effort. An effective neighborhood organization is essential to the process of plan implementation. Several actions are recommended to enable the neighborhood to meet this challenge.

A continuation of current volunteer efforts to build the Parkland Alliance is endorsed. Measures to increase the active membership and ensure representation from all parts of the neighborhood should continue. Organization of more block clubs may be an effective way to strengthen the Alliance. Organization of neighborhood business interests is addressed in part 1.a. of this section. This is an important aspect of organizing the neighborhood.

Publishing a neighborhood newsletter builds communication and can strengthen the Alliance. At some point a paid staff for the neighborhood may be helpful. Staff members could provide continuity and focused efforts for plan implementation. There is a variety of funding sources for a neighborhood staff: income from neighborhood-owned assets, fund raisers and corporate sponsorship.

### 24. Strengthening Community Awareness

As part of the process of neighborhood revitalization, Parkland should build pride in the area among neighborhood residents, and make the rest of the City aware of the neighborhood's strong points. Several activities can help achieve these goals.

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

Neighborhood History. A history of the neighborhood can contribute to residents' pride in Parkland and stimulate interest in preservation of the neighborhood. Using historical research that has already been done for Parkland, an oral history could be developed. Older residents and students could prepare a history on a volunteer basis.

Social Event. A major gathering situated in Parkland could both bring residents together and bring people from other areas into the neighborhood. The social event would be a means of publicizing the neighborhood shopping district and the stores located there, and of encouraging others to consider locating or investing in Parkland. The social event could directly benefit the neighborhood by providing a source of funds for the neighborhood association or various improvement projects. The Parkland Alliance would be responsible for organizing the social event. The association should contact groups in Old Louisville and Butchertown that have successfully developed similar neighborhood events, for assistance in organizing one for Parkland. The Alliance should contact businesses in the area for in-kind assistance and contributions. An alternative that would achieve some of the same results would be to develop a large event in cooperation with other neighborhoods. A "west end festival" could draw on more resources and become a major attraction more rapidly.

E. PRIORITIES

The implementation section of the plan identified actions to implement the land-use recommendations for Parkland. In this final section of the plan, the sequencing and relative importance of implementation measures is established. For each implementation action, the responsible agency and time frame for starting the action are indicated. The priority of implementation measures was established by the Task Force.

The implementation measures for land-use recommendations are summarized in Table I-7. Recommended actions have been organized into four groups according to their relative priority. Highest priority actions are those measures that are most significant for implementation of the land-use plan. The priority rankings indicate the importance of the recommended action, rather than the time at which it should occur. The "startup period" entries indicate when steps should be taken to bring the implementation action "on line". Immediate actions should be undertaken as soon as possible to implement the recommended action after adoption of the neighborhood plan by the Board of Aldermen. Short-range actions should be undertaken between 6 months and 18 months after the Board's adoption of the plan. Measures to implement medium range actions should be taken in the period between 18 months and 3 years from the time of plan adoption. Long-range implementation measures should be evaluated in light of conditions existing in Parkland three years after plan adoption, to determine the need for these actions.

Summary of Actions and Priorities for Implementation

Table I-7

<u>Implementation Measure</u>	<u>Responsible Agency</u>	<u>Startup Period</u>
1. Highest Priority Actions		
Government commitment to improve shopping district	Parkland Alliance (PA) Aldermen, State	Ongoing
Financial incentives for new business, businesses hiring area residents	City Economic Development Office, PA	Immediate
Project planning and tax benefits for restoration of shopping district	Planning Consultants, Landmarks Commission	Ongoing
Revitalization of 28th and Greenwood commercial area	Economic Development, PA, Business Association	Long range
MISCO loans and corporate support for housing rehabilitation	Aldermen, CD Cabinet, PA, West Louisville Task Force	Immediate
Elimination of housing blight	PA, Housing Department	Short range
Promote new housing construction on vacant lots	Urban Land, CD Cabinet, non-profit housing corporation	Short range
Federal incentives for elderly/disabled housing	Housing Department, non-profit corporation, churches	Short range
2. High Priority Actions		
Promotion program for shopping district	Business association	Medium range



<u>Implementation Measures</u>	<u>Responsible Agency</u>	<u>Startup Period</u>
Zoning changes and development review	Aldermen, Planning Commission, BOZA	Short range
Acquisition of tax delinquent vacant property	Law Department, Urban Land, PA	Immediate
Improving maintenance of vacant lots	PA, adjacent property owners, Building Inspection Department	Short range
Neighborhood improvement - job training program	PA, Boys Club, corporate sponsor	Immediate
Assistance to elderly for property maintenance	PA, block clubs	Short range
Meetings with agencies on property maintenance	PA, Sanitation and Building Inspection Departments	Immediate
Additional supervised recreation programs	Boys Club staff, PA	Short range
Retaining and attracting employers	PA, business association, Economic Development	Immediate
Job training at Boys Club, other locations	Boys Club, PA, business association, corporate sponsor, West Louisville Task Force	Immediate
Establish block watches and patrols	PA, Nighthawks, Police Department	Immediate
Improved lighting	PA, Aldermen, Works Department	Ongoing
Tool library and housing repair program	PA, non-profit housing corporation, corporate sponsor, Aldermen	Short range
<b>3. Medium Priority Actions</b>		
Form business association or community development corporation	PA, Chamber of Commerce, large corporations	Immediate
Reconstruct intersection of 28th and Dumesnil	Aldermen, Works Department, Economic Development	Medium range
Non-profit housing corporation working in Parkland	PA, churches, existing non-profits	Short range
Home weatherization	Project Warm, Community Action Agency, PA	Short range
Converting commercial structures to housing	Housing Department, non-profit corporation, corporate sponsors	Medium range
Screening of non-residential uses	Planning Commission, PA	Short range
New park facility	Parks Department, Salvation Army, PA, City	Ongoing

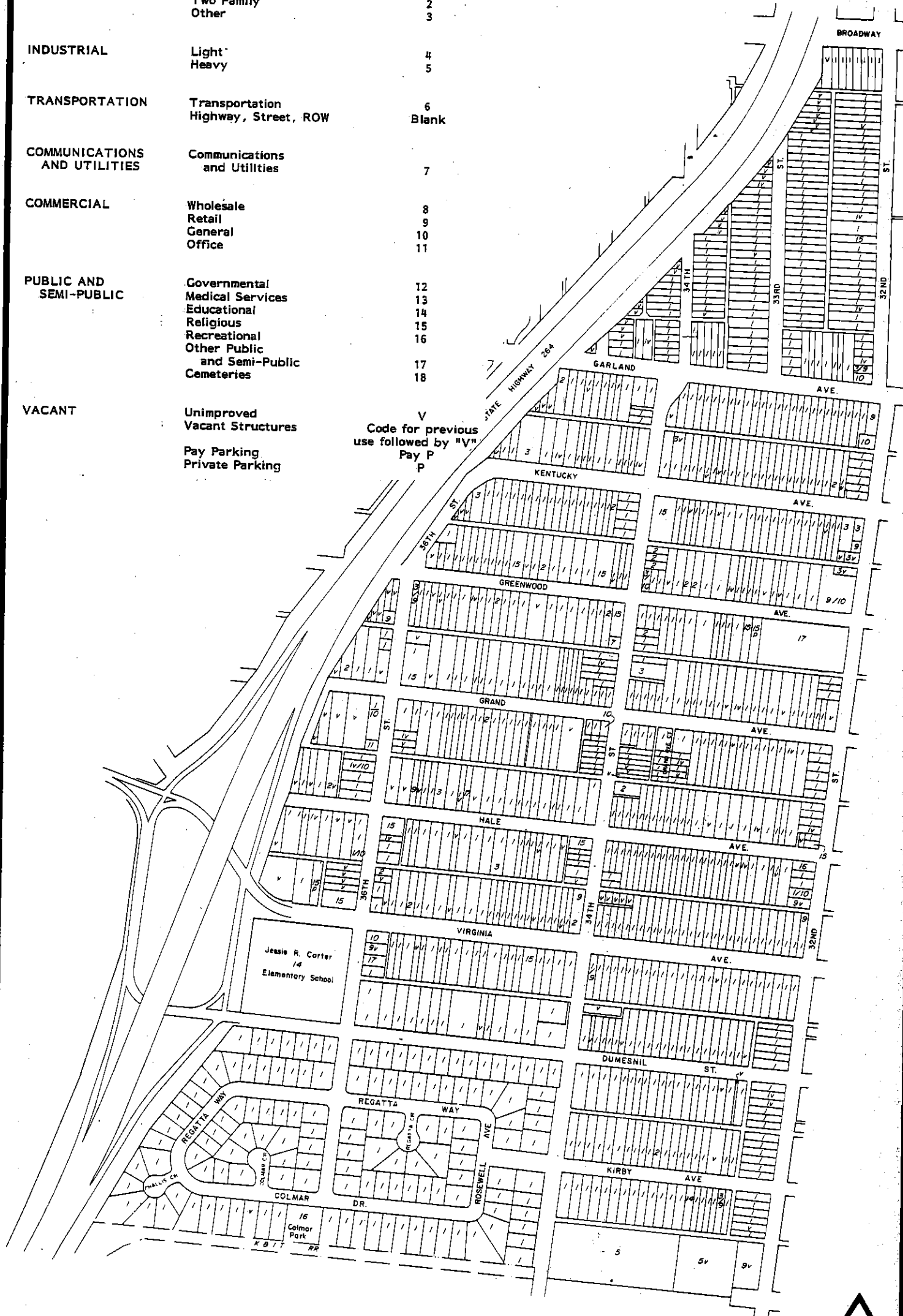
<u>Implementation Measures</u>	<u>Responsible Agency</u>	<u>Startup Period</u>
4. Lower Priority Actions		
Use vacant lots for recreation areas	PA, block clubs	Medium range
Joint purchasing for tree removal/trimming	PA	Medium range
Resident participation in park maintenance	PA, Boys Club	Short
Strengthening the housing market	PA	Medium range

## I. LAND USE

figures...

# 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	Blank
COMMUNICATIONS AND UTILITIES	Communications and Utilities	7
COMMERCIAL	Wholesale	8
	Retail	9
	General Office	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		Code for previous use followed by "V"
Pay Parking Private Parking		Pay P P

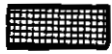




**LEGEND**

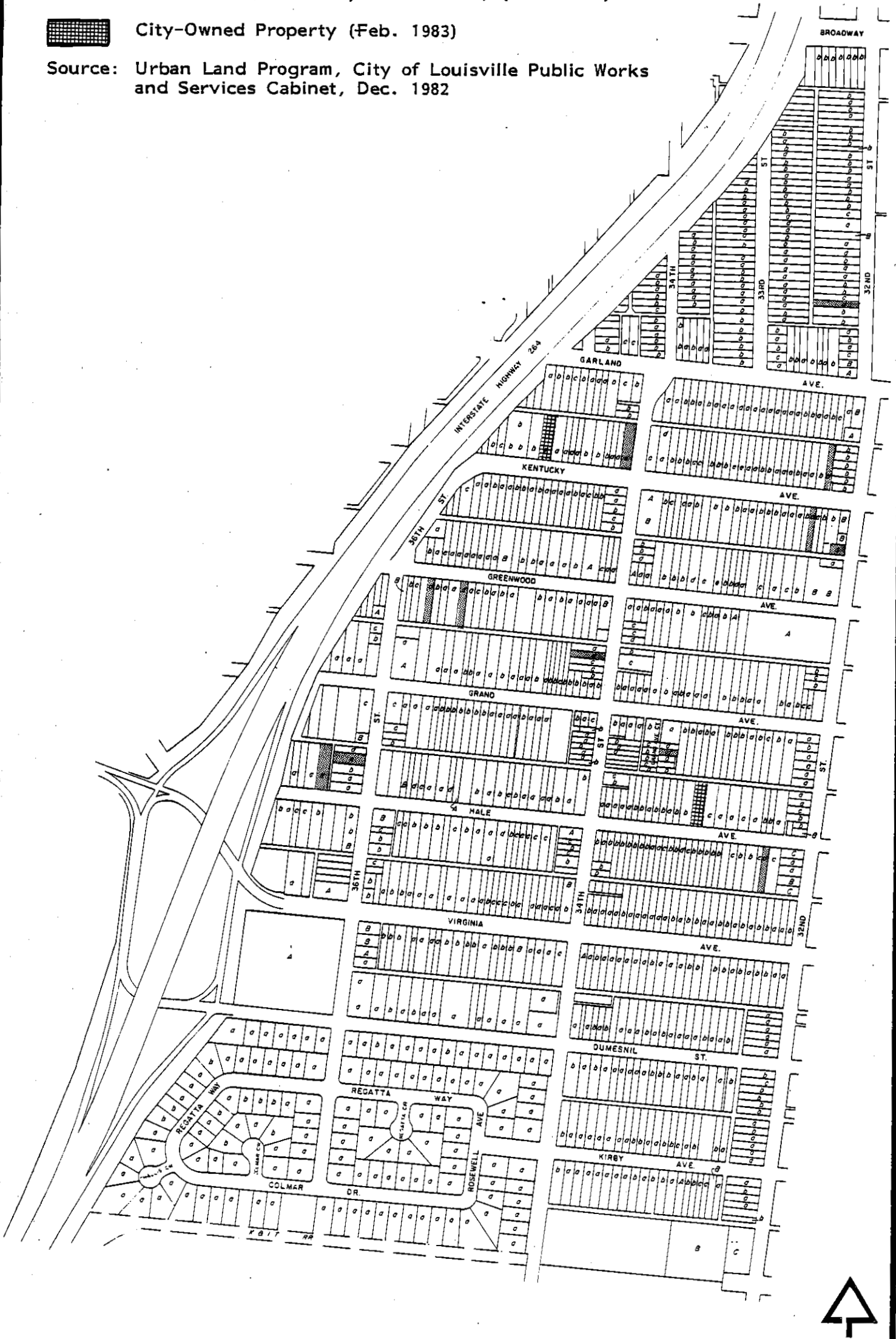


Vacant and Seriously Tax Delinquent  
(More than \$100 or 3 years or more) (Dec. 1982)



City-Owned Property (Feb. 1983)

Source: Urban Land Program, City of Louisville Public Works and Services Cabinet, Dec. 1982

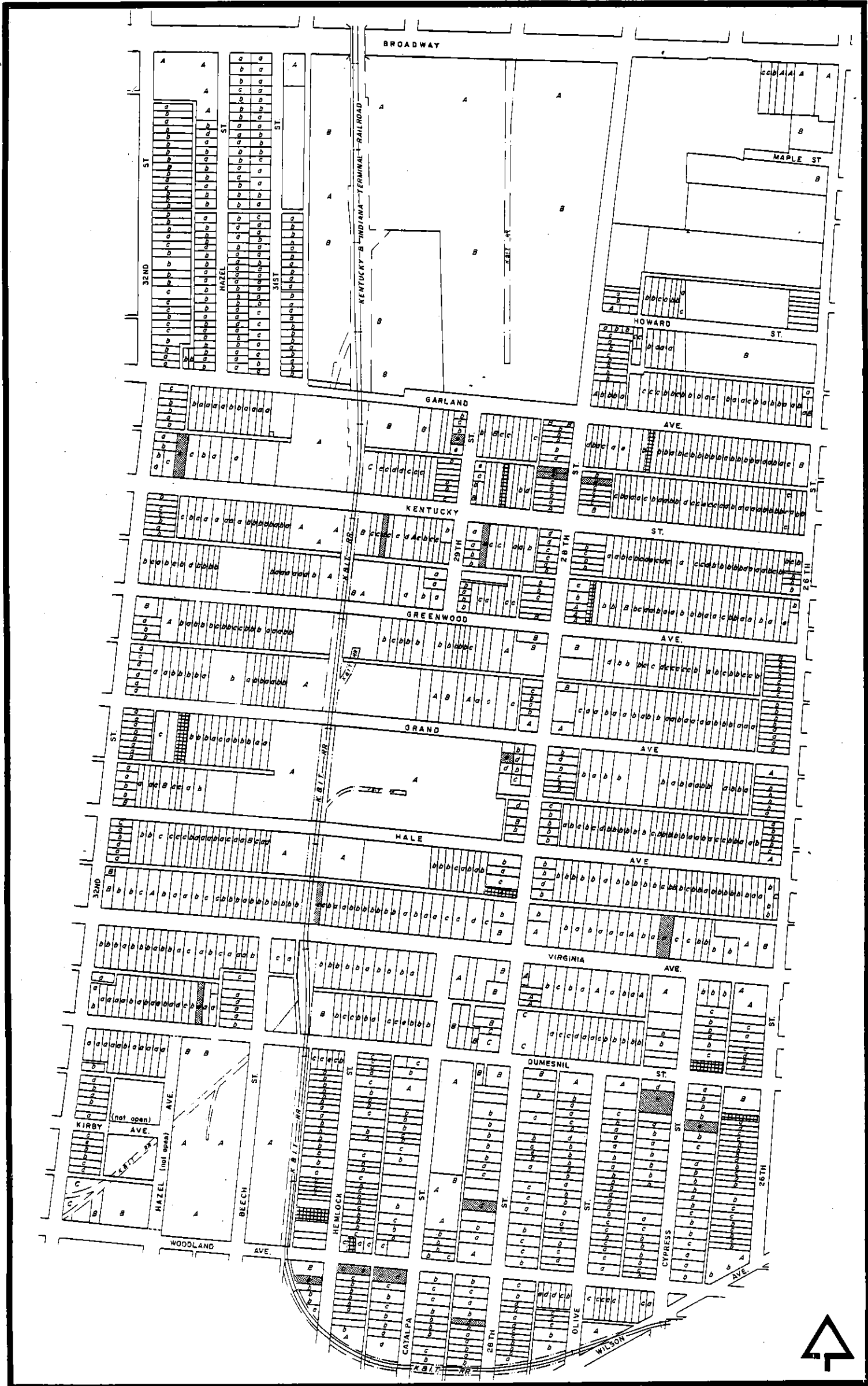


**PARKLAND  
NEIGHBORHOOD**

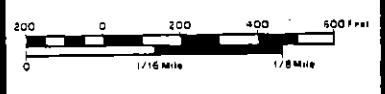
**Tax Delinquent and  
City Owned Property**

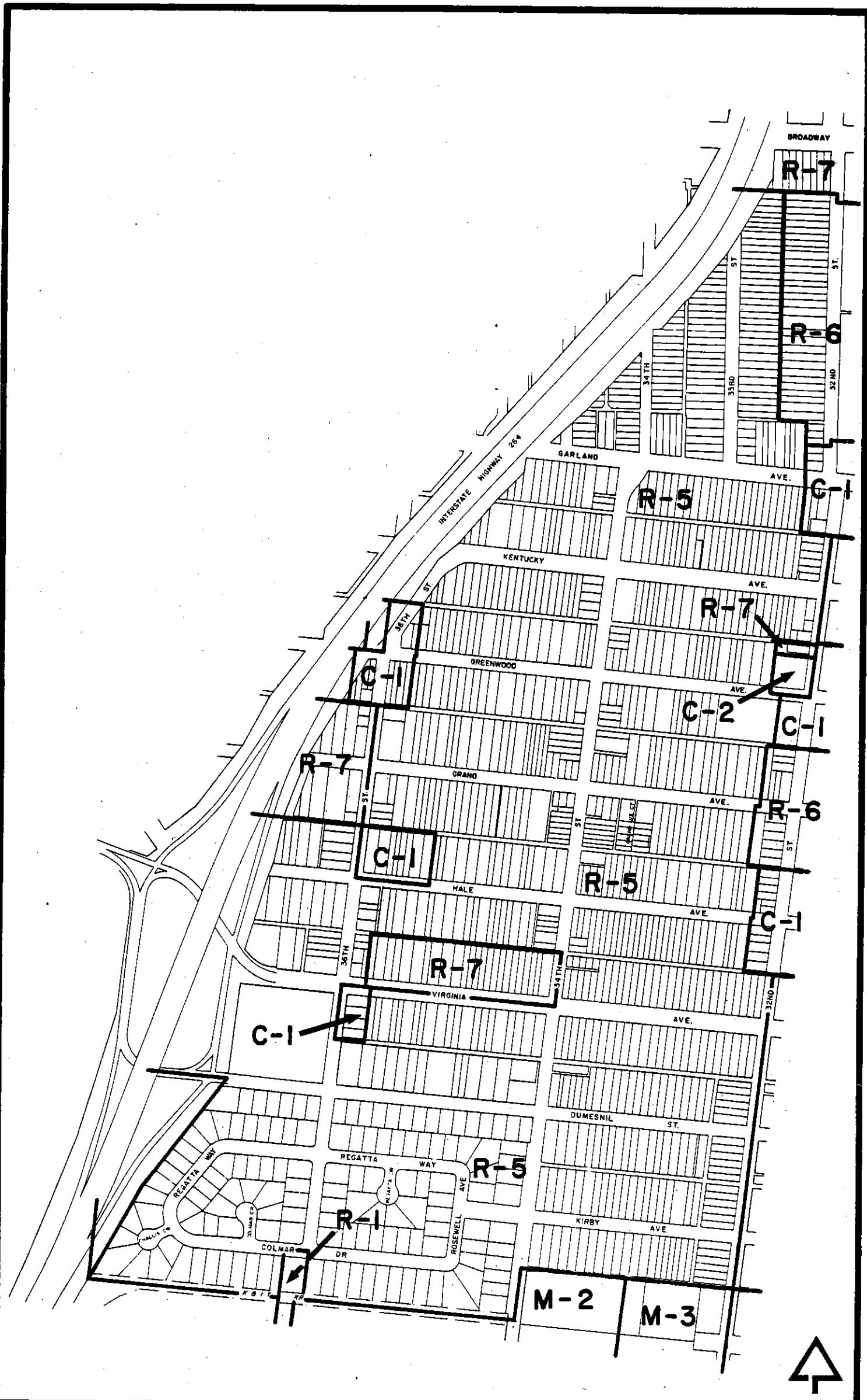


**FIGURE 1 - 2**

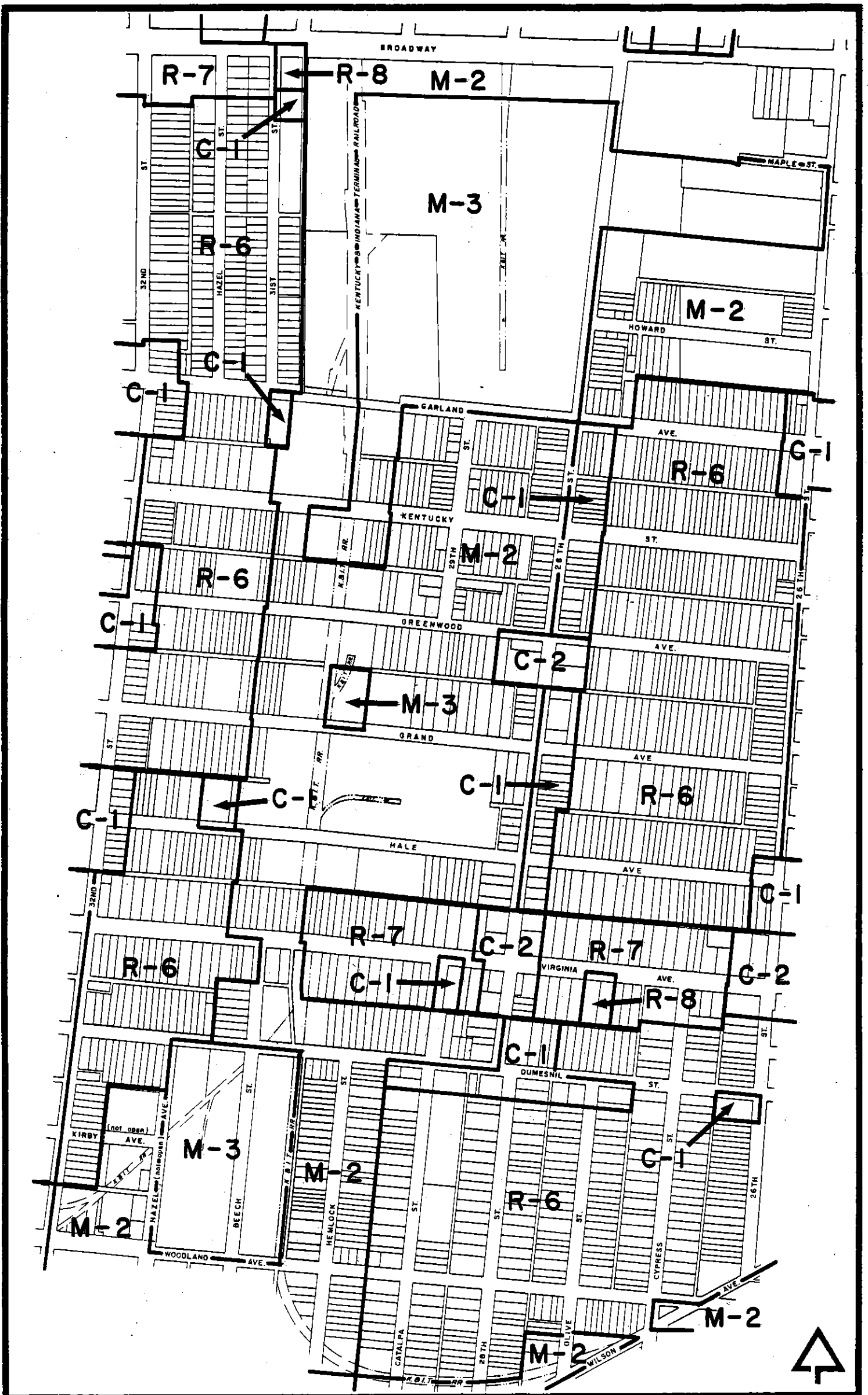


# Tax Delinquent and City Owned Property









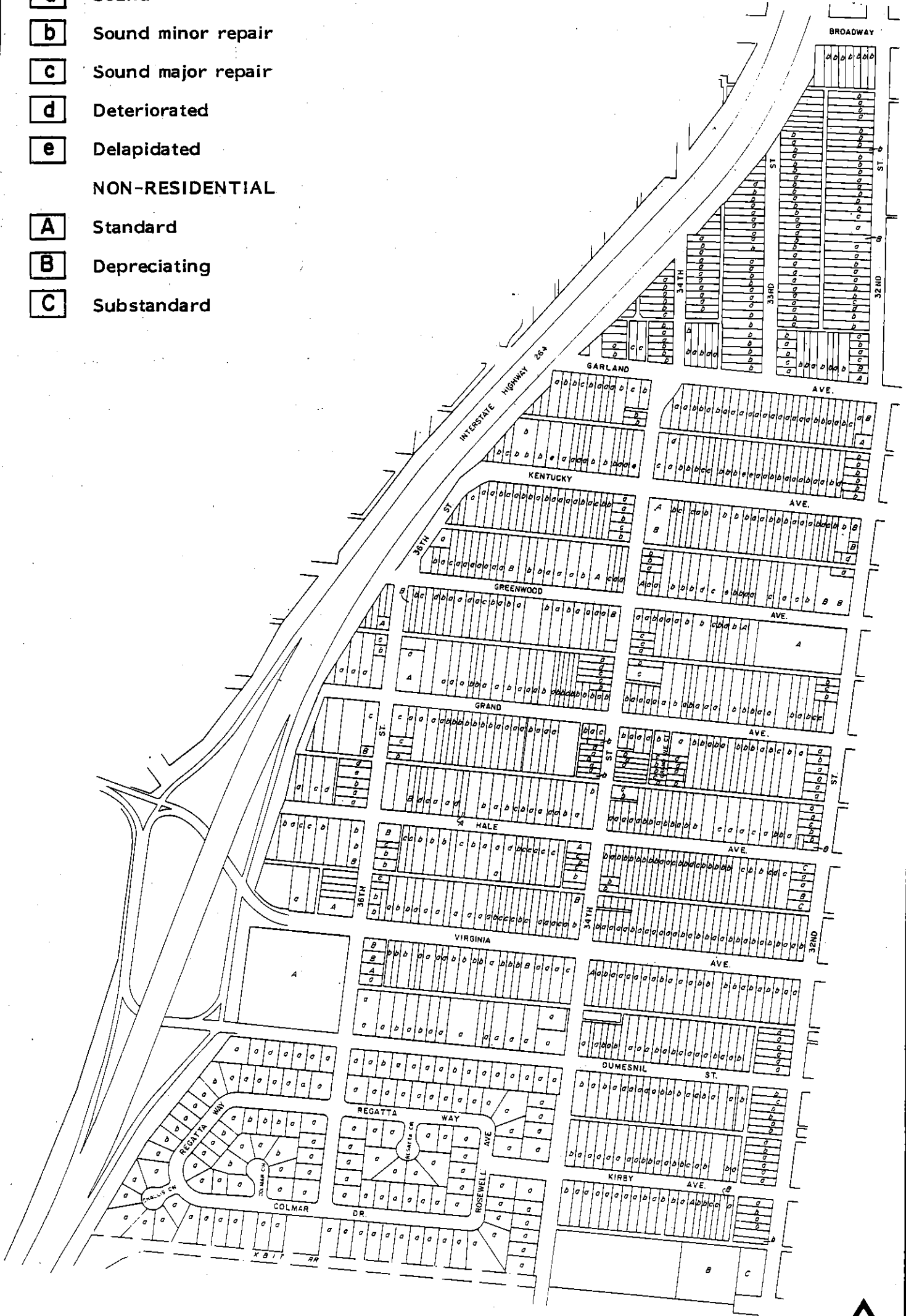
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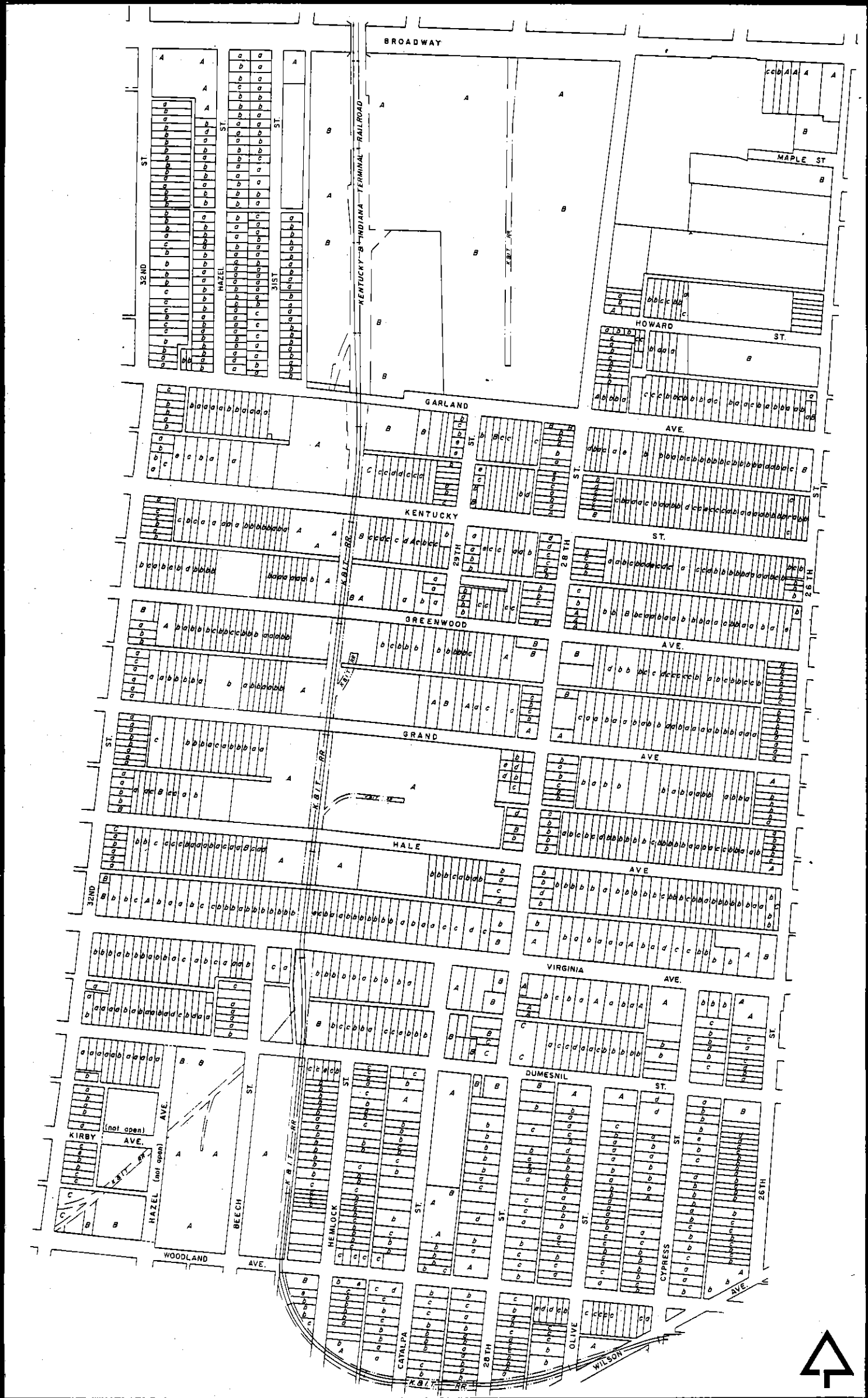
**RESIDENTIAL**

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

**NON-RESIDENTIAL**

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

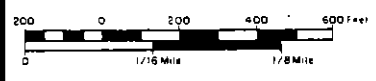




PARKLAND  
NEIGHBORHOOD

# CONDITION OF STRUCTURE

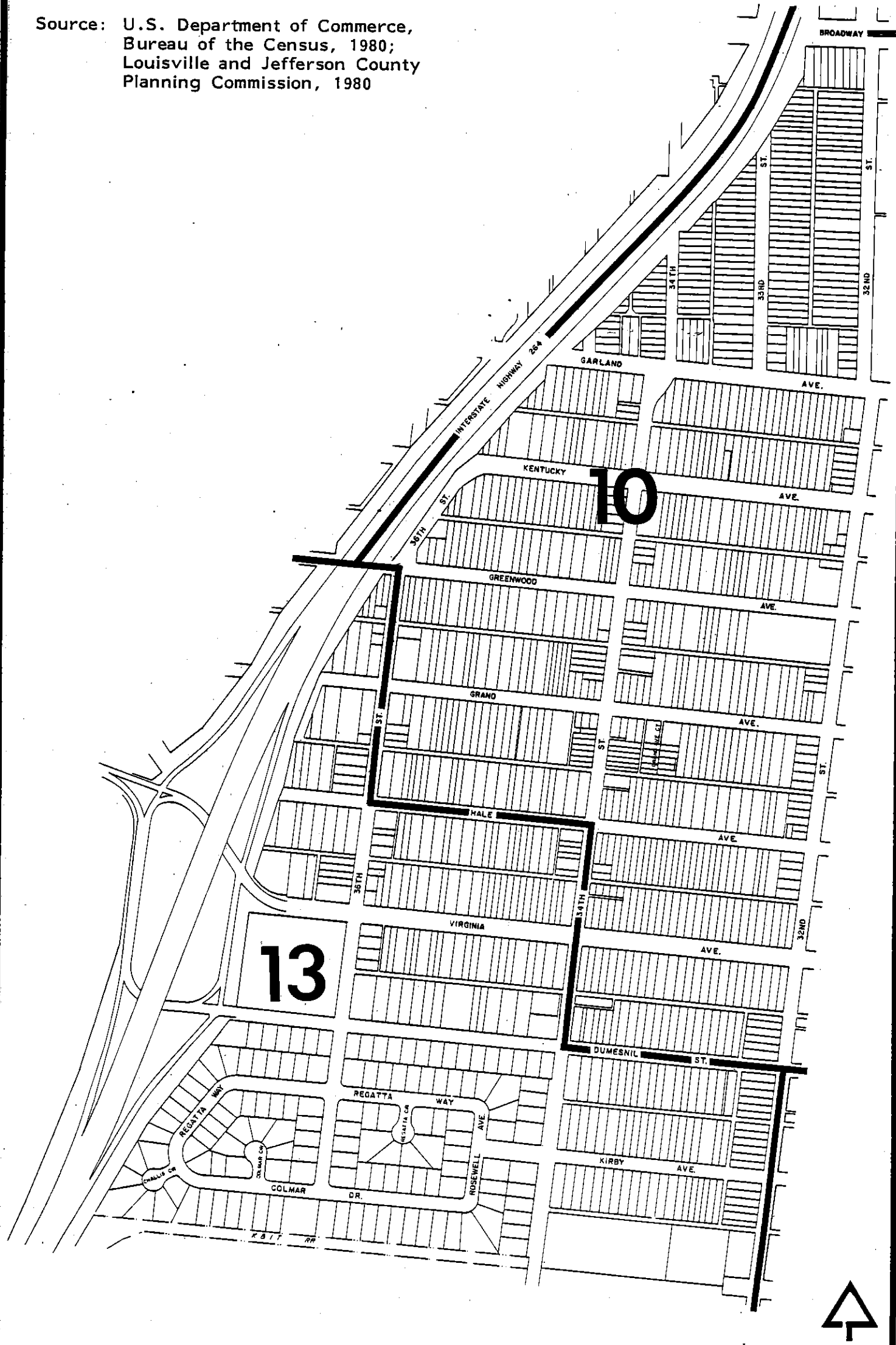
NOVEMBER, 1982

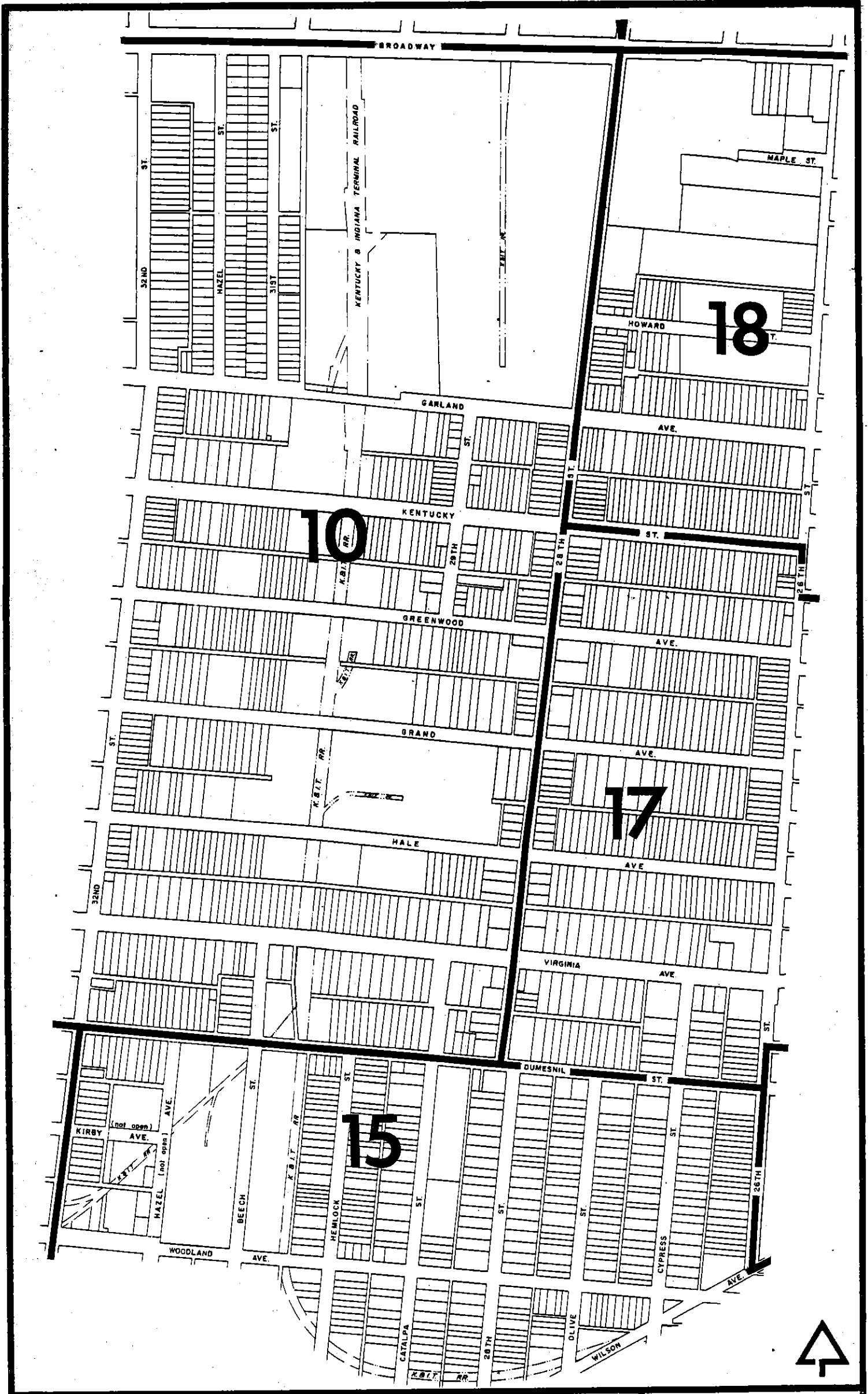


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**1980 Census Tracts**

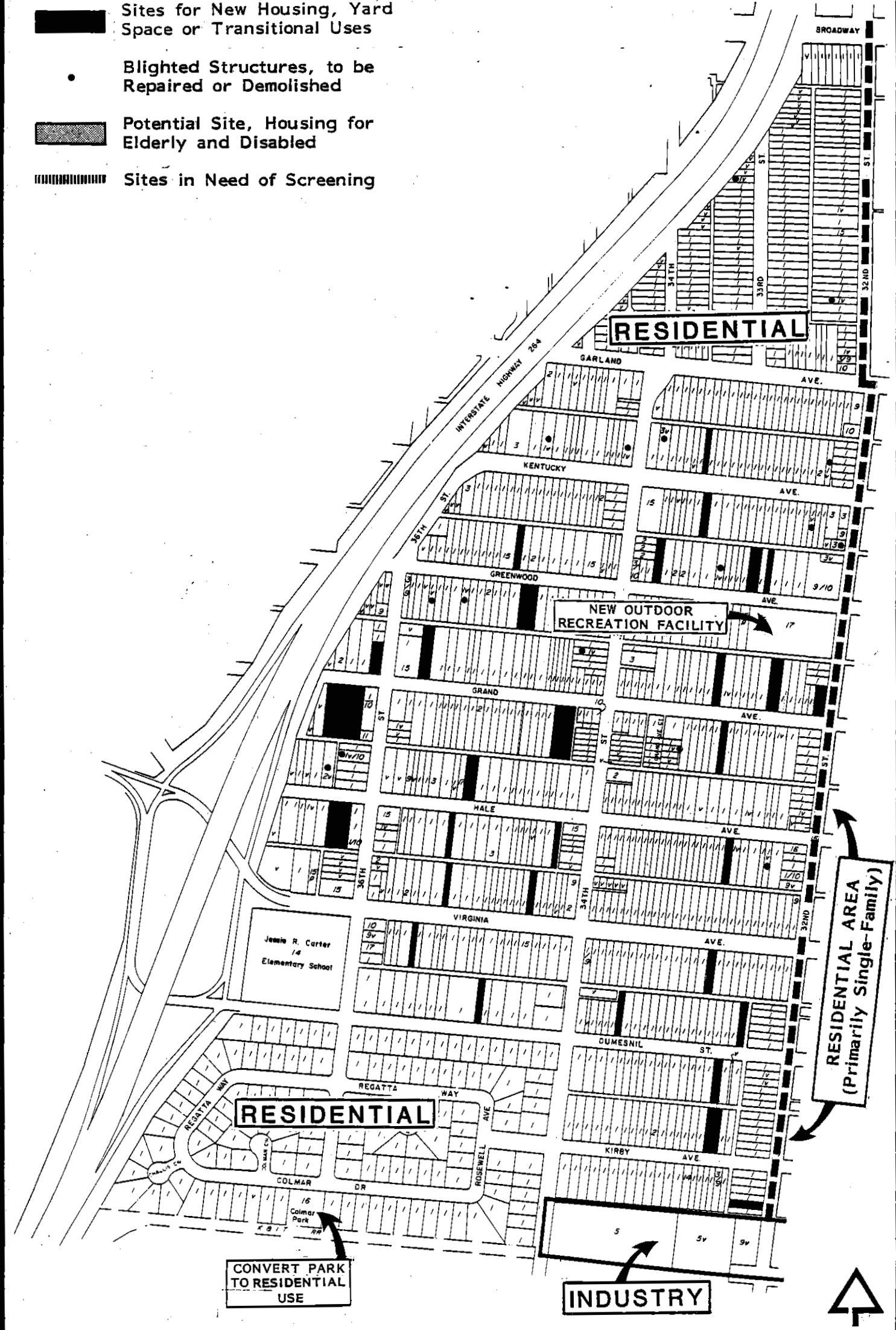
Source: U.S. Department of Commerce,  
Bureau of the Census, 1980;  
Louisville and Jefferson County  
Planning Commission, 1980





**LEGEND**

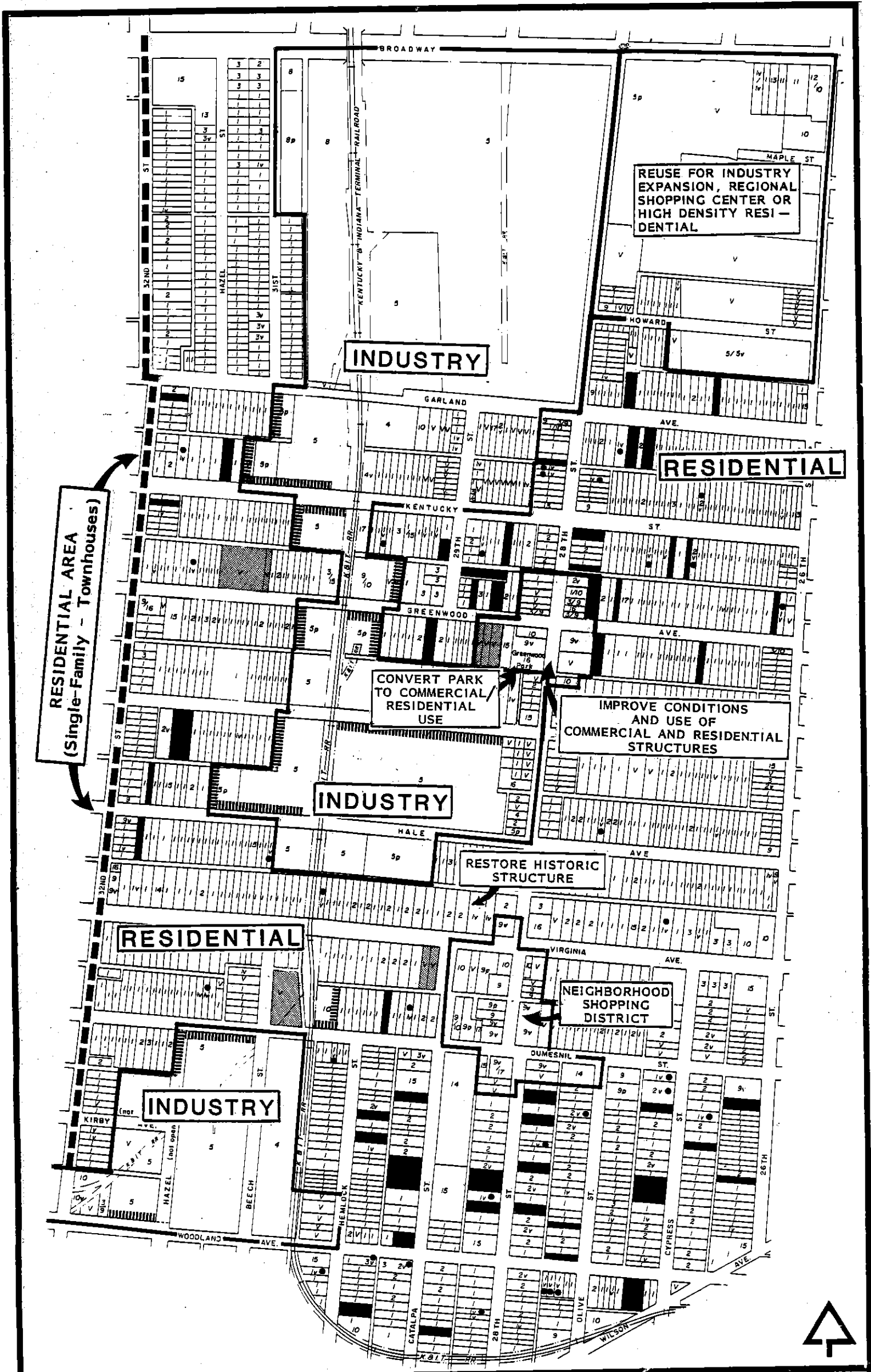
-  Sub-Area Boundary
-  Sites for New Housing, Yard Space or Transitional Uses
-  Blighted Structures, to be Repaired or Demolished
-  Potential Site, Housing for Elderly and Disabled
-  Sites in Need of Screening



**LAND USE RECOMMENDATIONS**



FIGURE 1 - 6



RESIDENTIAL AREA  
(Single-Family - Townhouses)

REUSE FOR INDUSTRY  
EXPANSION, REGIONAL  
SHOPPING CENTER OR  
HIGH DENSITY RESI-  
DENTIAL

INDUSTRY

RESIDENTIAL

CONVERT PARK TO COMMERCIAL/  
RESIDENTIAL  
USE

IMPROVE CONDITIONS  
AND USE OF  
COMMERCIAL AND RESIDENTIAL  
STRUCTURES

INDUSTRY

RESTORE HISTORIC  
STRUCTURE

RESIDENTIAL

NEIGHBORHOOD  
SHOPPING  
DISTRICT

INDUSTRY

LAND USE  
RECOMMENDATIONS

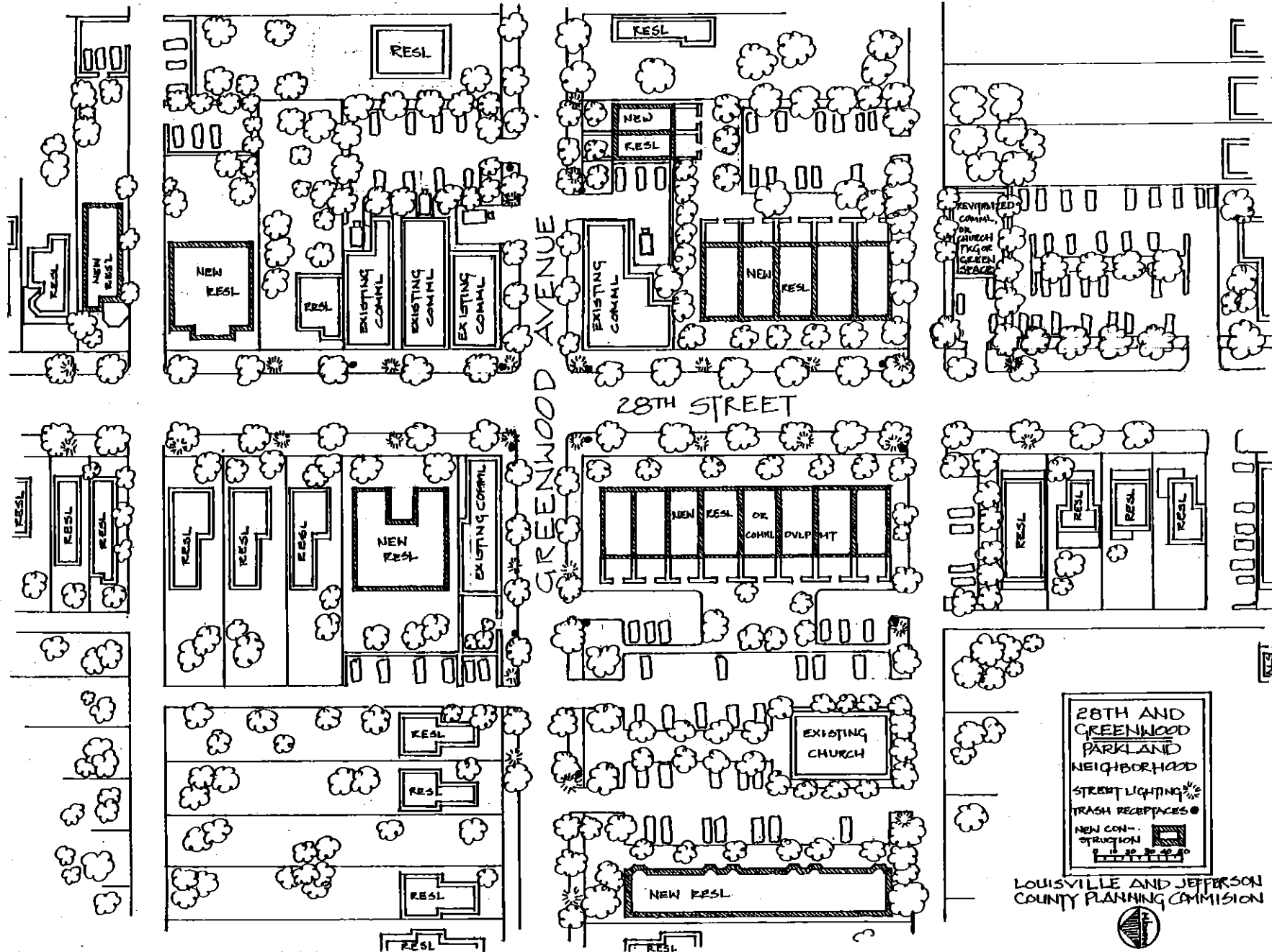


PARKLAND  
NEIGHBORHOOD





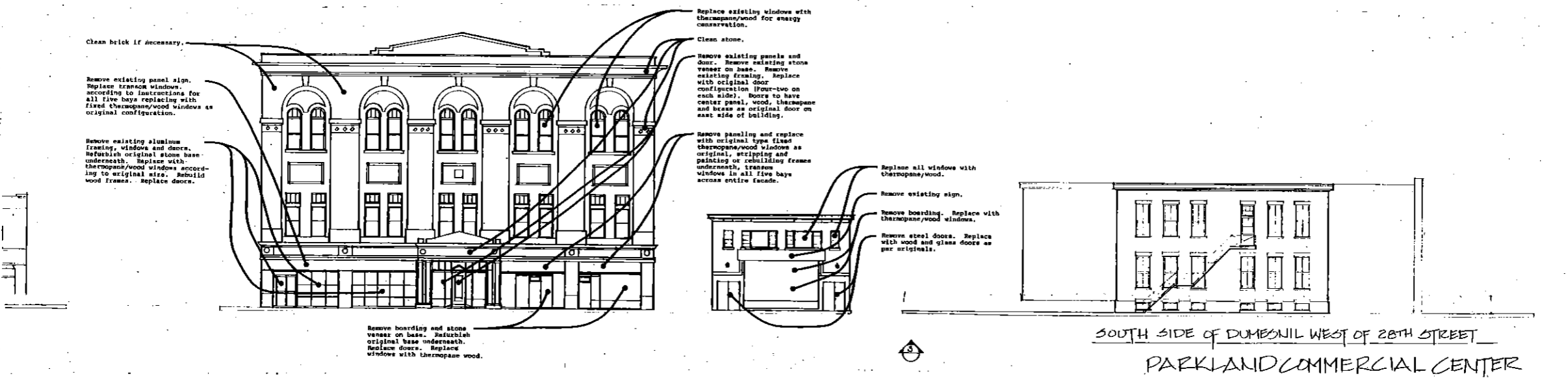
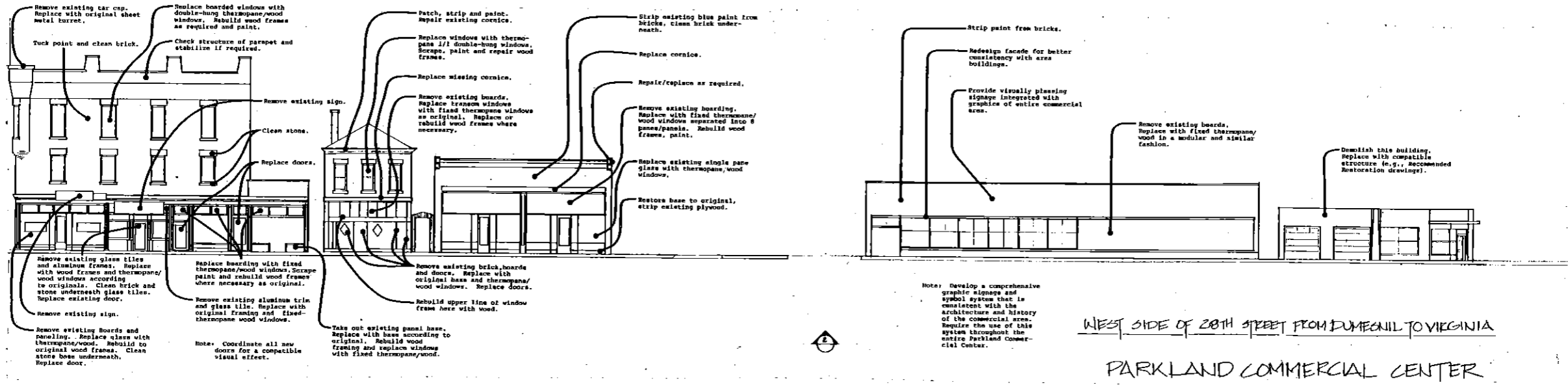


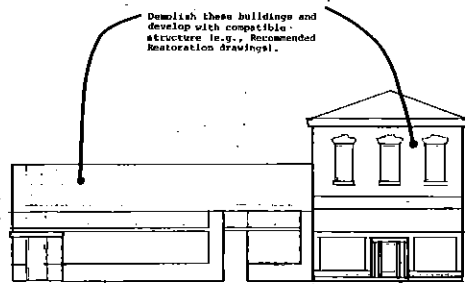


28TH AND GREENWOOD  
 PARKLAND NEIGHBORHOOD  
 STREET LIGHTING  
 TRASH RECEPTACES  
 NEW CONSTRUCTION

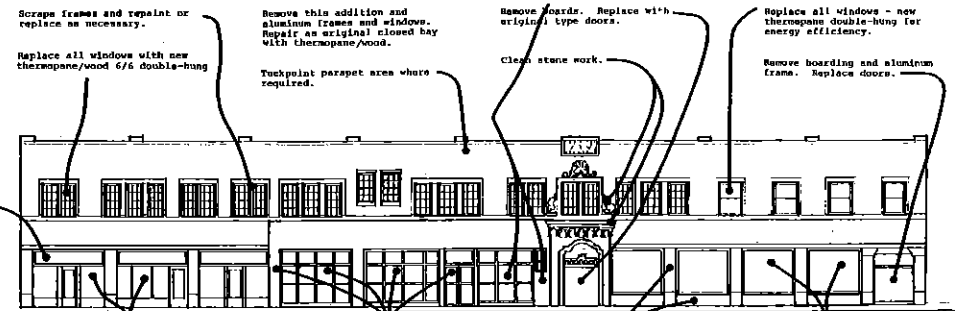
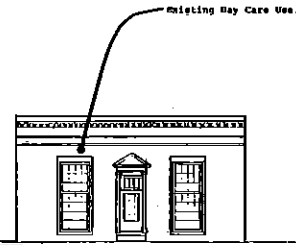
LOUISVILLE AND JEFFERSON COUNTY PLANNING COMMISSION

The following drawings are intended to reflect the Secretary of the Interior's standards for rehabilitations that qualify for historic preservation tax benefits, but a clear determination of exact methods and treatments would have to be certified by the State Historic Preservation Office. Contact the Landmarks Commission for further information.



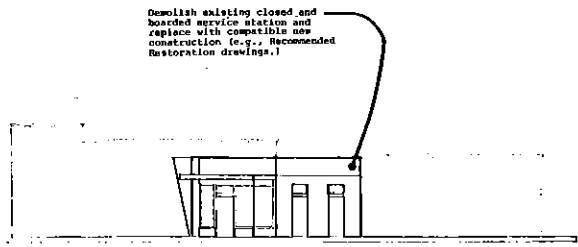


NORTH SIDE DUMESNIL EAST OF TWENTY-EIGHTH ST

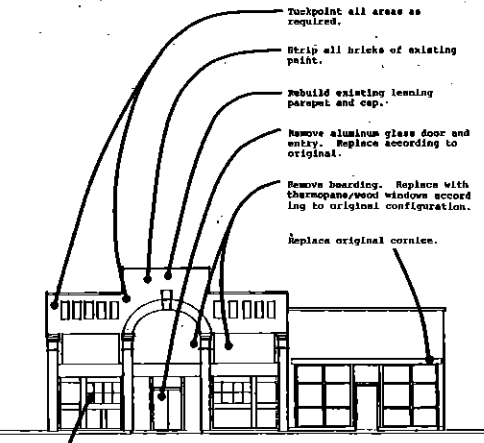


SOUTH SIDE DUMESNIL EAST OF TWENTYEIGHTH ST

PARKLAND COMMERCIAL CENTER

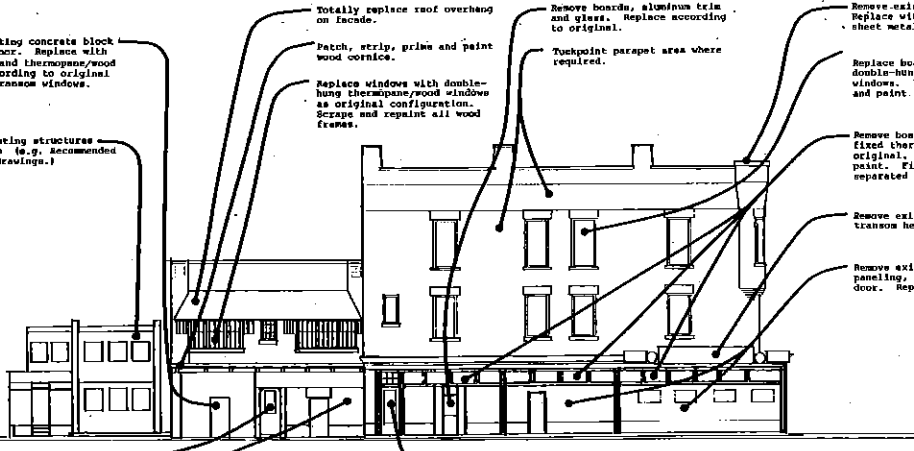


SOUTH SIDE OF VIRGINIA WEST OF 26TH STREET



Remove paneling, existing wood trim and windows. Replace with original base, glass and frame using thermopane/wood windows.

Remove existing aluminum and glass. Replace with base, wood frame, transom windows, thermopane/wood single-pane windows to blend with other buildings.



NORTH SIDE OF DUMESNIL WEST OF CORN STREET

PARKLAND COMMERCIAL CENTER

0 5 10'

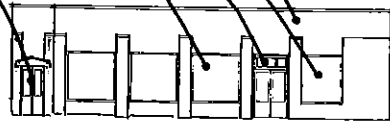


PROCEDURES FOR RESTORATION

Remove aluminum siding. Clean brick underneath.

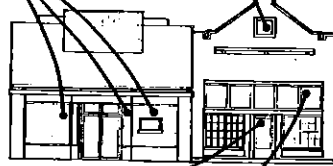
Replace existing windows with thermopane/wood for energy conservation.

Strip, repair and refinish existing doors.



Remove existing panel and window here. Replace glass with fixed thermopane (across facade). Repair, rebuild or replace window frames where necessary.

Replace window. Strip and paint original frame.



Replace door.

Remove existing boards. Replace with fixed thermopane/wood windows. Repair or rebuild frames.

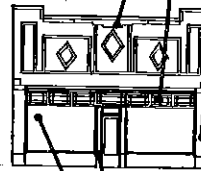


Repair damaged parapet. Replace top piece.

Repair window frames. Strip and paint. Replace glass with fixed thermopane/wood.

Clean bricks as required.

Demolish and replace with compatible structure (e.g. Recommended Restoration Drawings).



Repair broken tile and clean tile base.

Remove boarding. Replace with wood framing and fixed thermopane/wood windows as original.

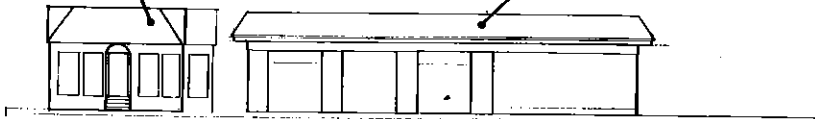


EAST SIDE OF TWENTY-EIGHTH ST. VIRGINIA TO DUMESNIL

PARKLAND COMMERCIAL CENTER

Demolish this building.

Reconstruct facade consistent with area character (e.g. Recommended Restoration Drawings.)



NORTH SIDE OF VIRGINIA AVE WEST OF CBM ST.

Reconstruct facade consistent with area character (e.g. Recommended Restoration Drawings.)



WEST SIDE OF 28th ST. NORTH OF VIRGINIA

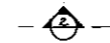
PARKLAND COMMERCIAL CENTER





WEST SIDE OF 28TH STREET FROM DUMESNIL TO VIRGINIA

PARKLAND COMMERCIAL CENTER



SOUTH SIDE OF DUMESNIL WEST OF 28TH STREET

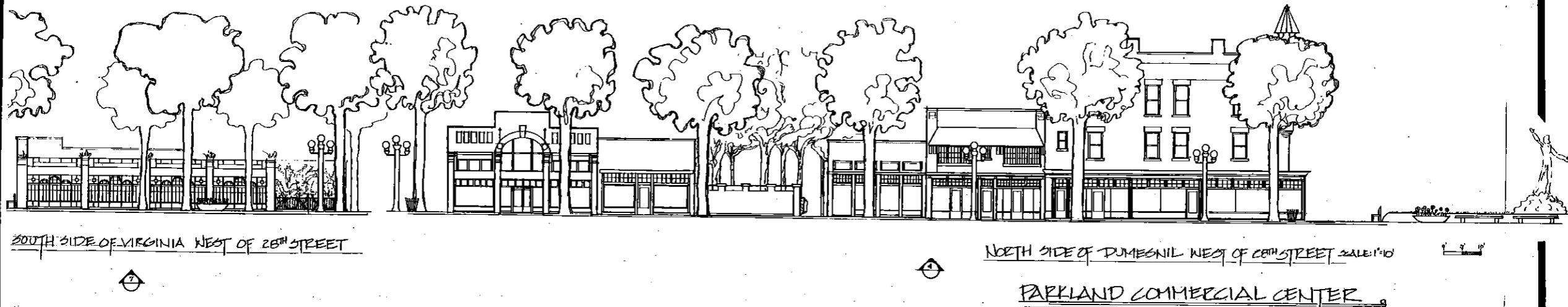
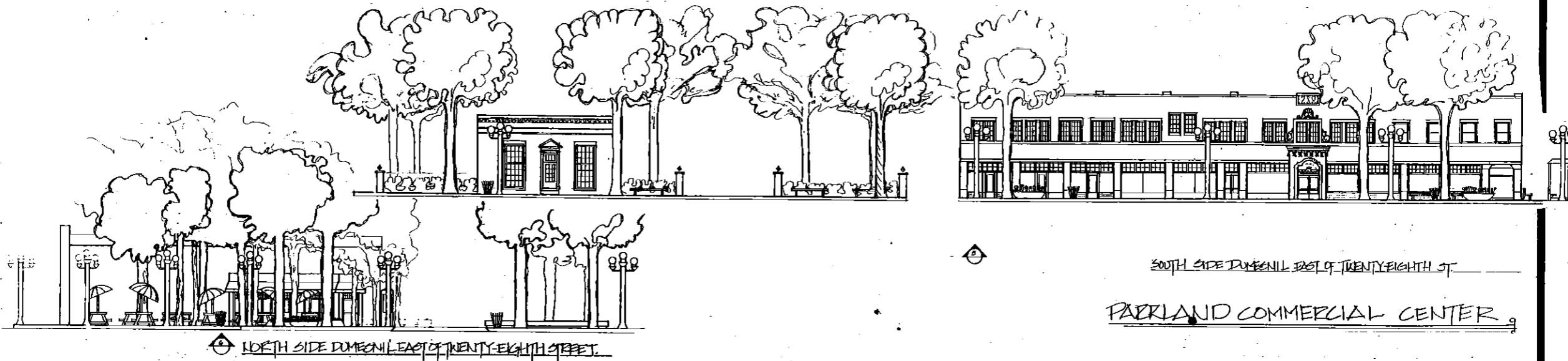
PARKLAND COMMERCIAL CENTER



**PARKLAND  
NEIGHBORHOOD**

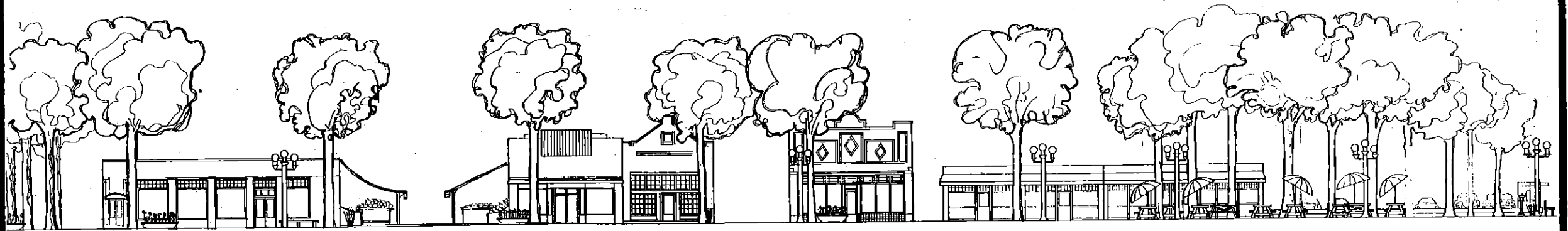
Lexington and Jefferson County  
Planning Commission

# RECOMMENDED RESTORATION

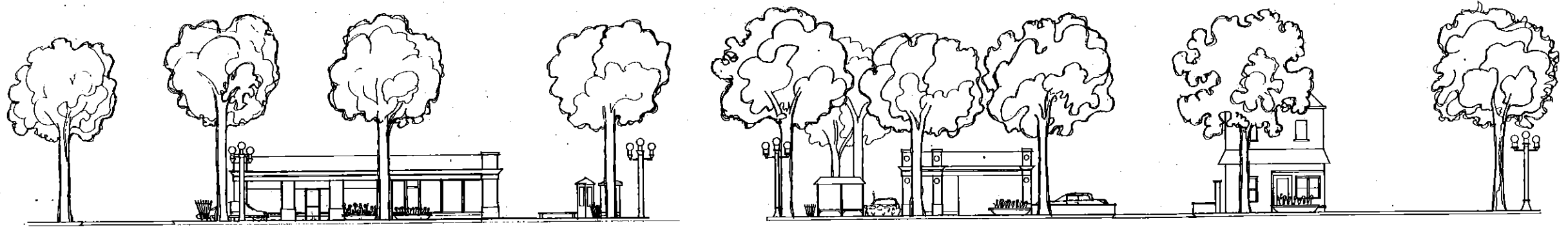


**PARKLAND  
NEIGHBORHOOD**  
Louisville and Jefferson County  
Planning Commission

## RECOMMENDED RESTORATION



EAST SIDE OF TWENTY-EIGHTH ST. VIRGINIA TO DUQUESNE  
 PARKLAND COMMERCIAL CENTER



NORTH SIDE OF VIRGINIA AVE WEST OF 28TH ST.



WEST SIDE OF 28TH ST. NORTH OF VIRGINIA  
 PARKLAND COMMERCIAL CENTER






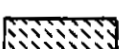



# RECOMMENDED RESTORATION

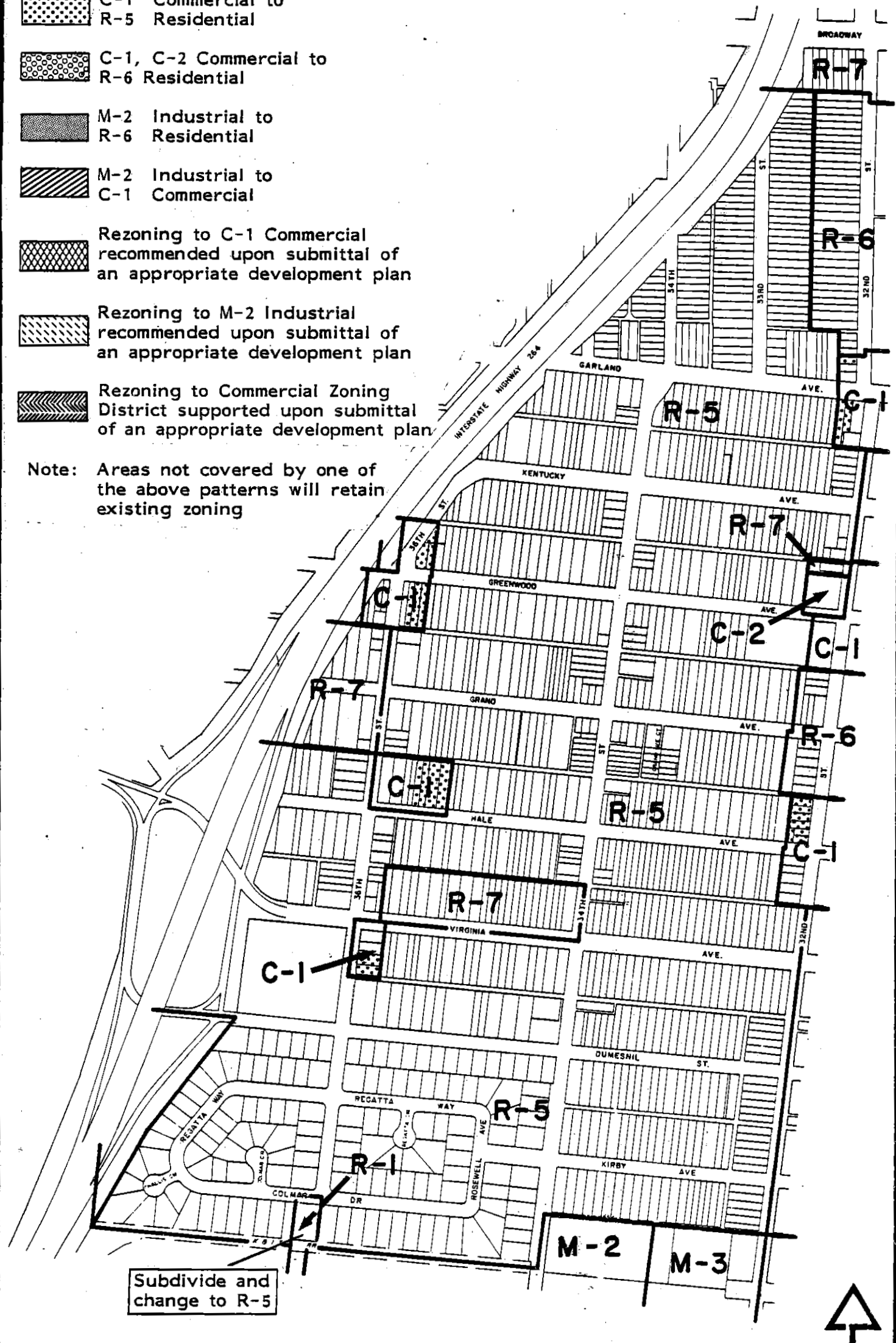


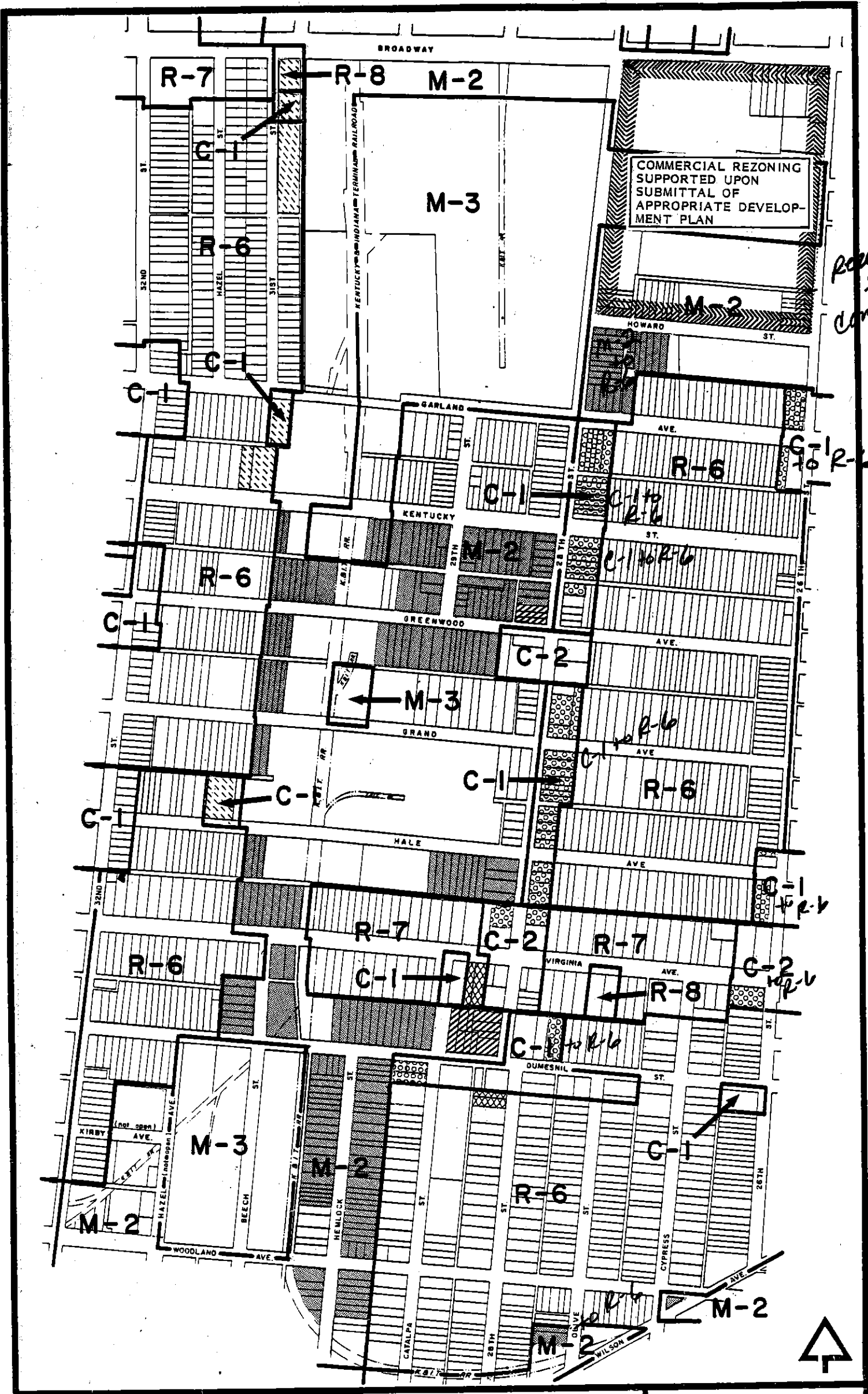
**LEGEND**

**Existing Zoning and Proposed Zoning Change**

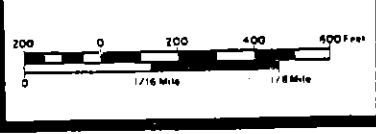
-  C-1 Commercial to R-5 Residential
-  C-1, C-2 Commercial to R-6 Residential
-  M-2 Industrial to R-6 Residential
-  M-2 Industrial to C-1 Commercial
-  Rezoning to C-1 Commercial recommended upon submittal of an appropriate development plan
-  Rezoning to M-2 Industrial recommended upon submittal of an appropriate development plan
-  Rezoning to Commercial Zoning District supported upon submittal of an appropriate development plan

Note: Areas not covered by one of the above patterns will retain existing zoning





**EXISTING ZONING  
and  
PROPOSED ZONING CHANGES**



May, 1983

## II. TRANSPORTATION

## II. TRANSPORTATION

### A. NEEDS ASSESSMENT

#### 1. Summary of Findings

- The Parkland neighborhoods is defined by significant transportation routes: I-264 on the west, Broadway on the north, 26th Street on the east and Woodland Avenue/Kentucky and Indiana Terminal railroad tracks/Wilson Avenue on the south. An extensive street system exists within the neighborhood. I-264, Broadway, 28th, Dumesnil and Virginia generally carry the most traffic.
- Frequent accidents have occurred at the intersections of Broadway with 26th and 28th Streets.
- TARC provides Parkland with four local bus routes, one express route and special elderly and handicapped transportation services (TARCLIFT). All areas of the neighborhood are well served by transit service but there is a need for additional TARC shelters or benches.
- The Kentucky and Indiana Terminal rail line runs through Parkland following a north/south alignment between 28th and 32nd Streets. Vehicular traffic using east/west streets in the neighborhood is frequently blocked due to the numerous trains using this track.
- A majority of the streets in Parkland have sidewalks but their condition varies from poor to excellent. Some crosswalks and other pavement markings in the neighborhood are deteriorated and need repainting.
- The Parkland neighborhood is served by bicycle routes where bicycles share the roadway with vehicles. These routes are part of a larger bikeway system serving most of the City. Streets with bicycle routes include 32nd Street and Woodland and Greenwood Avenues.
- There are significant amounts of on-street parking in Parkland. In some areas, on-street loading activities, in conjunction with on-street parking, restrict traffic flow by partially blocking streets. This primarily occurs along 28th Street.

#### 2. Existing Conditions

##### a. Roadways

The roadway network in Parkland generally follows a north-south, east-west grid pattern. The neighborhood's boundaries are significant transportation routes: I-264 on the west, Broadway on the north, 26th Street on the east and K&IT railroad tracks/Woodland Avenue/Wilson Avenue on the south. The neighborhood transportation network provides vehicular access to adjoining neighborhoods, adjacent industrial complexes and metropolitan activity centers.

All streets in the Parkland neighborhood serve a vital purpose; the street network provides access for local as well as through traffic. The roadway network in Parkland can be categorized according to each street's functional classification. The classification identifies the role of a roadway within the transportation network. The street system and functional classification are shown in Figure II-1.

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

to the south, the Shawnee Expressway becomes the Henry Watterson Expressway which is linked to Interstates 64, 65 and 71.

In the Parkland neighborhood, only Broadway is functionally classified as a "major arterial". Major arterials link major activity centers (downtown Louisville, employment and shopping centers, etc.) within the metropolitan area and provide access to the expressway system. Extending from South Western Parkway east to Baxter Avenue, Broadway provides a direct route between the eastern and western portions of Louisville. Traffic signals along its length are timed to regulate the speed of traffic to between 25 and 35 miles per hour. Traffic generally travels slower during the peak traffic (or rush) hours. This generally occurs between the hours of 6:30-8:30 a.m. and 3:30-5:30 p.m. and can be attributed to an increase in commuter traffic during these time periods.

There are currently four roadways in the Parkland neighborhood that are classified as "minor arterials". They are: 34th Street, 26th Street, Virginia Avenue and Dumesnil Street. Minor arterials serve as a link between "major arterials" and "collectors" and generally emphasize through traffic flow. Travel speeds range from 25 to 35 miles per hour depending on weather and traffic conditions. Traffic signals are provided at key intersections. Virginia Avenue and Dumesnil Street are one-way streets. Figure II-1 shows the direction of traffic flow.

Garland Avenue serves as a "collector" street within the neighborhood. This classification of roadway collects traffic from "local" streets and disperses it onto arterial roadways. Garland Avenue provides movement within the Parkland neighborhood and acts as a main interior street for the neighborhood. Travel speeds on Garland range from 25 to 35 miles per hour depending on traffic conditions. Traffic signals are provided at key intersections along Garland Avenue.

The remaining streets within Parkland are classified as "local" streets. Local streets are primarily used for property access and for access to the "collector" roadway network. Traffic typically travels two-way with parking permitted on both sides of the road. On Figure II-1, streets which are not labeled are classified as "local" streets.

An extensive system of north-south and east-west alleys can be found in the Parkland neighborhood. Nearly every business and residence, with the notable exception of those found in the Alpha Gardens subdivision in the southwestern corner of the neighborhood, is served by alleys. Many of the alleys in the neighborhood have been black-topped although several brick alleys still exist.

#### b. Traffic Volumes

Average daily traffic (ADT) is the volume or amount of traffic passing by a designated point on an average day. ADT's for locations along some of the roadways in or serving the Parkland neighborhood are shown in Table II-1, "Average Daily Traffic".

The highest traffic volumes for any of the roadways affecting the Parkland neighborhood would obviously be for I-264. The Shawnee Expressway carries approximately 30,000 to 35,000 vehicles per day. Broadway also carries relatively high traffic volumes. Volumes along Broadway in the Parkland neighborhood range from 13,000 to 17,000 vehicles per day. I-264 and Broadway carry significant amounts of rush-hour or commuter traffic. Consequently, vehicular volumes are substantially higher on weekdays, especially during the rush hour.

The remaining roadways in the Parkland neighborhood carry less significant amounts of traffic. Traffic volumes on other neighborhood streets are below 10,000 vehicles per day. Of the remaining roadways, 26th, 28th and 34th Streets appear to carry the greatest volumes of traffic.

TABLE II -1

## Parkland Average Daily Traffic (ADT)

<u>Date</u>	<u>Location</u>	<u>ADT</u>
9/74	34th Street north of Broadway	6,854
9/74	34th Street south of Broadway	5,999
3/81	34th Street north of Virginia Avenue	5,745
	" " " " " " " Northbound	2,643
	" " " " " " " Southbound	3,101
12/78	Dumesnil Street east of 34th Street	4,095
4/75	Dumesnil Street west of 34th Street	3,010
2/83	Dumesnil Street east of 26th Street	2,152
2/83	Dumesnil Street east of 28th Street	2,435
2/83	Dumesnil Street west of 28th Street	2,294
8/77	Grand Avenue east of 32nd Street	1,242
2/83	Virginia Avenue east of 26th Street	2,769
10/80	Virginia Avenue west of 34th Street	3,573
10/80	Virginia Avenue east of 34th Street	3,178
3/79	Watterson Expressway between Bank Street and Muhammad Ali Boulevard	31,484
	" " " " " " " Northbound	15,517
	" " " " " " " Southbound	15,966
5/79	Broadway west of 34th Street	12,830
	" " " " " " " Eastbound	6,512
	" " " " " " " Westbound	7,970
4/79	Broadway east of 28th Street	12,376
	" " " " " " " Eastbound	5,418
	" " " " " " " Westbound	6,957
1/76	South 26th Street north of Kentucky Street	5,689
	" " " " " " " Northbound	2,766
	" " " " " " " Southbound	2,922
2/79	South 26th Street north of Madison Street	4,199
	" " " " " " " Northbound	1,714
	" " " " " " " Southbound	2,484
6/78	South 28th Street north of Grand Avenue	6,917
	" " " " " " " Northbound	3,484
	" " " " " " " Southbound	3,432
4/79	South 28th Street south of Broadway	4,854
	" " " " " " " Northbound	2,259
	" " " " " " " Southbound	2,594
2/83	South 28th Street north of Dumesnil	2,700
	" " " " " " " Northbound	1,088
	" " " " " " " Southbound	1,611

Source: KIPDA, 1982, Department of Public Works, 1982,  
Louisville and Jefferson County Planning Commission, 1983.

### c. Public Transportation

Public transportation needs in the neighborhood are served for the most part by the Transit Authority of River City (TARC). Presently, TARC service is provided to Parkland by way of five separate routes: (19) Muhammad Ali Boulevard, (23) Broadway, (25) Oak Street, (27) Hill Street and (46) G. E. Express/26th Street.

TARC routes are categorized according to their function and general area served. The Muhammad Ali Boulevard and Broadway routes are considered to be radial routes. Radial routes generally provide service from an outlying area to Louisville's Central Business District (CBD). The Oak Street and Hill Street routes are classified as belt routes. Belt routes provide service from one sector of the City to another without passing through the CBD. The 26th Street/G.E. Express route, as its name implies, is classified as an express route. This route provides one trip a day to and from the General Electric Plant and the western portion of the City. As with all express routes, it has limited passenger pick-up and discharge zones.

Streets served by TARC within the Parkland neighborhood include Broadway, 26th Street, 28th Street, 34th Street, Greenwood Avenue and small sections of Virginia Avenue, Dumesnil Street, Wilson Avenue, Catalpa Street and Garland Avenue. Parkland is linked by transit service to all major points in the City. Within the boundaries of the neighborhood a single transit shelter has been provided at the northwest corner of 28th Street and Virginia Avenue. Figure II-2 shows the location of transit routes and the bus shelter in Parkland.

Regular bus transportation service is available seven days a week. The 26th Street/G.E. Express route only operates Monday through Friday, however. Transit service on Saturdays and Sundays is less frequent than weekdays. The waiting time between coaches is generally shorter during weekday rush-hour periods due to the buses added to each route to accommodate the large number of commuting passengers. TARC headways (the amount of time between buses on a route) and hours of operation for each route are explained in Appendix M.

Presently, the Broadway and Muhammad Ali Boulevard routes are the only routes serving Parkland that are served by regularly scheduled buses equipped with wheelchair-lifts. However, kneeling buses are used on all routes serving the neighborhood as well as routes serving other areas in the City and County. Kneeling buses are equipped with an air device used to lower the entrance steps making the bus more accessible to the elderly and handicapped who can walk.

An additional public transportation service provided by TARC and available to the elderly and handicapped in Parkland is TARCLIFT. This special transportation service operates on the basis of requests organized in two manners: regular subscription requests and advance call in requests.

The regular subscription service is geared to those who work or attend school. It operates Monday through Friday from 6:30 a.m. to 6:00 p.m. A person wishing to use this service arranges a regular pick-up and delivery schedule with TARC, and must use the service at least three days a week.

The advance call-in service, offered by TARC, operates on a demand-response basis. Buses 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. Tuesday and Thursday. Weekend service is also available from 11:00 a.m. to 6:00 p.m. on Saturday and from 7:00 a.m. to 2 p.m. on Sundays. Reservations for transportation services are taken one week in advance by TARC. Generally, medical/rehabilitation trips take first priority. Shopping or recreation trips are fulfilled after priority trips are accommodated.

In addition to TARC's special handicapped service, the WHEELS program sponsored by the American Red Cross provides transportation services for the elderly and handicapped in Parkland. The program consists of the use of several vehicles to transport passengers to nutrition, medical and social centers. Although there are some set routes used by the WHEELS program, schedule times and routes are generally determined by the number of people traveling to each location on a particular day. Individuals wishing to use the service are requested to schedule needed services at least five days in advance.

#### d. Goods Movement

Goods Movement deals with the transportation of freight or materials rather than the movement of people. In Parkland, truck and rail transportation are the methods of goods movement.

Trucks. In urban areas, trucking is the predominant means of goods movement. Approximately 60% of trucking activity in urban areas involves pick-ups and service calls. The remaining 40% of trucking movements involves delivery activities. Trucking activities appear to peak during the hours of 9:00 to 11:00 a.m., usually after the morning rush-hour. Afternoon trucking activity generally diminishes significantly after 4:00 p.m., before the evening rush-hour. In urban areas, trucks generally account for about 9.5% of all vehicles using "major arterials", 5.4% on "minor arterials", 2.7% on "collectors" and 1.8% on "local" streets. Analysis of intersections in the Parkland neighborhood for which information was available generally indicated that truck volumes in the neighborhood were at acceptable levels. Daily truck traffic volumes are shown in Table II-2.

Rail. The Kentucky and Indiana Terminal rail line runs through Parkland on a north/south alignment between 28th and 32nd Streets. One segment of the K & I T turns westward at Woodland Avenue and another turns eastward, forming the southern boundary of the neighborhood. The K & I T Railroad was recently acquired by the Southern Railway System and its tracks in Parkland are currently used by Southern and L & N railroads. The rail line is shown on Figure II-1.

Approximately 35 to 40 Southern Railway System and four L & N (recently renamed Seaboard Systems) trains currently use the line each day. On the average, each train will block a particular railroad crossing for five to ten minutes. There are 17 at-grade railroad crossings in and adjacent to Parkland and one elevated crossing, at Broadway. The at-grade crossings are all served by flashing warning lights. The Southern Railway System is responsible for maintenance of these crossings.

#### e. Sidewalks and Pedestrian Facilities

Sidewalks and street crossing aids should ideally be provided to insure safe pedestrian access to and from centers of activity. In the Parkland neighborhood, significant concentrations of pedestrian traffic can be found: in the vicinity of the Salvation Army Boys and Girls Club located at the intersection of Greenwood Avenue and 32nd Street and in the vicinity of Jesse R. Carter Elementary School, which is adjacent to Shawnee Expressway between Virginia Avenue and Dumesnil Street. These locations are of special concern because of the number of children they attract. Another area of high pedestrian activity is in the vicinity of 28th Street and its intersections with Dumesnil Street and Virginia Avenue. Located in this area are several commercial uses, two fraternal organizations, two day care centers, an elementary school and church.

Figure II-3 shows areas where concentrated pedestrian traffic is likely. Also shown on this graphic are the locations of crosswalk lines and wait/walk signals.

A majority of the streets in Parkland have sidewalks, but the physical condition of these sidewalks varies. In general, sidewalks can be found along arterials and collector roadways and other



TABLE II-2  
DAILY TRUCK TRAFFIC VOLUMES

Intersection	Intersection Leg	Direction of Travel	Number of Trucks	Total Vehicular Volume	% Trucks	Average Daily Traffic
26th Street at Garland Avenue 6/13/79	Garland (west leg)	into intersection	24	866	2.8	1,222
		out of intersection	27	926	2.9	1,307
	Garland (east leg)	into intersection	30	809	3.7	1,142
		out of intersection	31	872	3.6	1,231
	26th Street (north leg)	into intersection	36	1,460	2.5	2,060
		out of intersection	28	1,445	1.9	2,039
	26th Street (south leg)	into intersection	31	1,542	2.0	2,176
		out of intersection	35	1,434	2.4	2,024
	Intersection	into intersection	121	4,677	2.6	6,600
	Total	out of intersection	121	4,677	2.6	6,600
28th Street at Broadway 4/19/79	Broadway (west leg)	into intersection	326	4,059	8.0	5,556
		out of intersection	205	4,838	4.2	6,623
	Broadway (east leg)	into intersection	249	5,083	4.9	6,958
		out of intersection	197	3,958	5.0	5,418
	28th Street (north leg)	into intersection	138	1,583	8.7	2,167
		out of intersection	230	1,685	13.6	2,307
	28th Street (south leg)	into intersection	100	1,651	6.1	2,260
		out of intersection	181	1,895	9.6	2,594
	Intersection	into intersection	813	12,376	6.6	16,941
	Total	out of intersection	813	12,376	6.6	16,941
28th Street at Garland Avenue 7/28/75	Garland (west leg)	into intersection	51	1,068	4.8	1,664
		out of intersection	50	936	5.3	1,458
	Garland (east leg)	into intersection	26	916	2.8	1,427
		out of intersection	28	835	3.4	1,301
	28th Street (north leg)	into intersection	112	2,049	5.5	3,193
		out of intersection	94	2,045	4.6	3,187
	28th Street (south leg)	into intersection	84	1,790	4.7	2,789
		out of intersection	101	2,007	5.0	3,127
	Intersection	into intersection	273	5,823	4.7	9,073
	Total	out of intersection	273	5,823	4.7	9,073

Source: City of Louisville Public Works Department, 1982  
Louisville and Jefferson County Planning Commission, 1983

9 - II

roadways on which traffic is concentrated. The neighborhood in general and students at Jesse R. Carter Elementary in particular are served by an elevated walkway located adjacent to I-264 at Virginia Avenue. The walkway, which extends over an I-264 ramp access road, is shown in Figure II-3.

#### f. Bikeway Facilities

The Parkland neighborhood is served by officially designated and marked Class III bicycle routes. Bicycles using this type of route share the road directly with motor vehicles. Roadways along which Class III bikeway facilities occur are identified by green and white signs displaying a bicycle with the words "Bike Route" written underneath. Streets are selected as Class III bikeways if they have sufficient roadway widths, low traffic volumes, lower speed limits and continuity with the bike route system.

The bicycle routes passing through the Parkland neighborhood are part of a larger bikeway system servicing most of the City. The bikeway system, including the portion in Parkland, was established in 1977 with the adoption of a bikeway plan by the Kentuckiana Regional Planning and Development Agency (KIPDA). Bikeways in Parkland include 32nd Street, Woodland Avenue and Greenwood Avenue. Figure II-3 graphically represents bikeway routes through the neighborhood.

#### g. Parking Facilities

Parking facilities, both on-street and off-street, are an important element in any neighborhood's transportation system. Properly designed and adequate amounts of off-street parking ensure that the flow of traffic is not frequently interrupted by vehicles entering and exiting on-street spaces. Vehicles must have a storage or parking place at both the origin and destination of any trip.

There are significant amounts of on-street parking in the Parkland neighborhood. The importance of these parking spaces is magnified since a majority of the residential and commercial structures were constructed prior to the time when regulations mandated the provision of off-street parking spaces. In several areas of Parkland, residences and shops depend entirely on on-street parking.

Some of the neighborhood's institutional, commercial and office uses have off-street parking. A great majority of the industrial land uses in Parkland provide off-street parking space. No pay-parking lots currently exist in the neighborhood. Figure I-1 in the Land Use section indicates areas within the neighborhood used for off-street parking.

### 3. Analysis of Existing Conditions

#### a. Roadways

The street network in Parkland handles normal traffic volumes satisfactorily. During peak commuting hours some delays can be expected along Broadway. A number of other streets in the neighborhood are subject to periods of heavier than normal traffic levels and occasional delays. These include 26th, 28th and Dumesnil Streets and Virginia Avenue.

These temporary periods of heavy traffic are not serious enough to justify road widening or other major improvements. This is not to say, however, that minor improvement, such as changing parking patterns, might not be warranted to help commuter traffic flow more freely. Overall, the flow of commuter traffic is relatively smooth with some delays and conflicts occurring at the intersections of frequently used roadways.

The most significant problem affecting the street system in Parkland is the frequent blockage of east-west streets by trains. The K&IT tracks pass through Parkland at grade, with the only overpass located at Broadway. Train traffic volumes currently average 40 to

45 trains per day; rerouting of L&N trains after completion of the floodwall opening will only reduce train traffic by four trains per day. This issue affects all elements of the neighborhood's transportation system. Emergency vehicles are delayed and frequently have to detour north to Broadway. TARC buses have difficulty maintaining their schedules. Industries located along the 30th Street Corridor are forced to adapt their operations to the frequent interruptions to traffic flow. Automobile and pedestrian traffic are frequently delayed by trains. This situation has a negative effect on revitalization of commercial and residential uses in Parkland.

Level of Service. Level of service is a measure of how well the intersection of two roadways accommodates the traffic that flows through that intersection. It is based on collective transportation factors such as travel speed, freedom to maneuver, driving ease, traffic interruptions, safety and convenience provided by an intersection during peak traveling hours. Factors directly involved in calculation and determination of level of service include traffic volumes, right and left turning-movements and traffic signalization.

Level of Service (LOS) designations range from "A" to "F". LOS "A" implies free flowing traffic conditions. LOS "A" and "B" indicate generally good traffic service with the capacity to handle additional vehicles. Intersections with LOS "C" experience acceptable delays. LOS "D" approaches unstable flow, although delays at the intersection are tolerable. LOS "E" implies substantial congestion with traffic making frequent stops and starts. LOS "F" indicates traffic is often backed up or jammed.

Level of service data for the Parkland neighborhood is presented in Table II-3. Level of service was calculated for both morning and afternoon peak traffic hours for the intersections of 26th Street and Broadway, 26th Street and Garland Avenue, 28th Street and Broadway, 28th Street and Garland Avenue, and 34th Street and Garland Avenue. For the intersection of 34th Street and Virginia Avenue, level of service was only calculated for the afternoon peak traffic hour due to limited data. All level of service ratings for both morning and evening at all intersections were calculated as being in the "A" range. This seems to indicate that those intersections for which level of service was calculated handle existing traffic levels with little difficulty.

Pavement Conditions. The condition of street surfaces throughout the Parkland neighborhood can generally be rated as fair to good. There are a few notable exceptions, however. Greenwood Avenue between 26th and 28th Streets, Dumesnil Street from 36th Street to I-264, Catalpa Street from the K & I T railroad tracks to Virginia Avenue and Kentucky between 32nd Street and I-264 appear to have been recently resurfaced and are in excellent condition. On the other hand, Grand Avenue between the K & I T railroad and 32nd Street and 36th Street from Hale Avenue to Grand Avenue are in poor condition.

Many of the alleys in the Parkland neighborhood are in need of maintenance and repair. Problems associated with the deteriorating alleys include poor surface conditions, inadequate drainage, overgrown vegetation and dumping.

Railroad Overpass. The K & I T railroad track overpasses Broadway just east of 31st Street. The clearance of almost 15 feet (14 feet 9 inches) at this overpass does not seem to create any problems or be inadequate, but it is lower than the current city standards of 16½ feet. Pavement and drainage conditions at the overpass both appear to be good.

Accidents. Within the boundaries of the Parkland neighborhood, only two intersections were identified by the Louisville Police Department as being frequent accident locations for 1980. The Police Department compiled information on the number of accidents occurring at various locations from January of 1980 through January of 1981. The intersections identified in the Parkland neighborhood were

TABLE II-3  
ADEQUACY OF INTERSECTIONS

<u>Intersection</u>	<u>Count Date</u>	<u>Time</u>	<u>Critical Volume</u>	<u>Level of Service</u>
26th Street at Broadway	4-2-81	8:00-9:00 A.M.	428	A
		4:00-5:00 P.M.	510	A
26th Street at Garland Avenue	6-13-79	7:15-8:15 A.M.	242	A
		4:45-5:45 P.M.	351	A
28th Street at Broadway	4-19-79	7:45-8:45 A.M.	476	A
		4:15-5:15 P.M.	672	A
28th Street at Garland Avenue	7-28-75	7:30-8:30 A.M.	195	A
		4:00-5:00 P.M.	389	A
34th Street at Virginia Avenue	3-19-81	4:30-5:30 P.M.	497	A
34th Street at Garland Avenue	8-19-82	7:15-8:15 A.M.	196	A
		4:45-5:45 P.M.	355	A

Sources: Louisville Public Works Department, 1983  
Louisville and Jefferson County Planning Commission, 1983.

Broadway and 26th Street with 13 accidents, and Broadway and 28th Street with 11 accidents. A majority of accidents at both intersections were caused by motorists failing to yield the right-of-way to other motorists, disregarding traffic signals or making improper turns.

Since Broadway is the neighborhood street with the highest volume it is not out of the ordinary for it to have the highest traffic accident frequencies.

In 1980, Police Department records showed no accidents at the intersection of 28th and Virginia. However, nine accidents occurred at this intersection during 1982. Improper turning and changing lanes were the principal cause of these accidents. Some improvements in lane marking and traffic signs may be needed at this intersection. The 1980 data shows five accidents at 28th and Dumesnil; at least two of these are related to the irregular design of this intersection.

#### b. Public Transportation

Existing bus service in the Parkland neighborhood appears to be adequate. The routes serving the neighborhood practically split the neighborhood into equal sections so that a majority of Parkland residents are within two blocks of a TARC route. According to TARC, an acceptable walking distance to a bus stop for able-bodied people is three to four blocks (approximately  $\frac{1}{4}$  of a mile), although a one to two-block walking distance is more desirable.

The five TARC routes that serve Parkland link the neighborhood directly to the downtown area of the City and connect with other bus routes that serve all portions of the City and County. Generally, inner-city neighborhoods such as Parkland are better served by transit service than outlying areas.

In terms of service frequency, the Broadway and Muhammad Ali Boulevard routes offer the best service to the neighborhood. These routes, according to TARC, also serve the greatest number of passengers. The Oak Street and Hill Street routes also serve the Parkland neighborhood with relatively good frequency. TARC service frequencies and hours of operation for these routes are shown in Appendix M. The 26th Street - G.E. Express route was not included in this table since it makes only one outbound and one inbound trip per day. Service frequency and hours of operation generally decline on weekends as compared to weekday service.

Potential transit users can be discouraged from using transit service due to problems with convenience, waiting times, accessibility, safety and comfort for the transit passenger. There is only one transit shelter and bench in the neighborhood, at the intersection of 28th and Virginia. The lack of shelters and benches along other portions of the TARC routes in the neighborhood might discourage ridership. Some of the reasons for not using public transportation are inherent to public transportation when it is compared to private transportation (automobile). Efforts to improve service must be constant, however, in order to better serve those people without access to private transportation.

The WHEELS and TARCLIFT transit programs for the elderly and handicapped seem to adequately serve the needs of this target group in the Parkland neighborhood. However, continuing federal cuts in funding to these programs are a threat to the service offered by WHEELS and TARCLIFT.

#### c. Goods Movement

Existing levels of truck traffic are currently being accommodated on neighborhood streets without creating capacity problems. In a few cases, however, truck traffic generators such as industrial or commercial uses are not served by adequate off-street parking and loading facilities. On-street truck loading and unloading activities, as well as on-street parking, that occur along narrow streets

can restrict traffic flow. The potential for such problems exists along 28th Street and Beech Street.

The effects of rail traffic on other elements of Parkland's transportation system have been discussed under part a., above. Several of the 17 at-grade railroad crossings in or immediately adjacent to the Parkland neighborhood are in such condition as to jar crossing vehicles. The Department of Public Works is working with the Southern Railroad to install a rubberized railroad crossing at Broadway and 29th Street. Work is scheduled to begin in the Spring of 1983. The crossing just east of Beech Street on Virginia Avenue has been recently repaved and is in good condition. The remaining at-grade crossings are in various stages of disrepair, some rougher than others, but all needing some work. All at-grade railroad crossing are adequately served by warning signal lights.

#### d. Sidewalks and Pedestrian Facilities

The Parkland neighborhood appears to be more than adequately served by pedestrian crosswalk lines. All major intersections are served by pedestrian crosswalk lines. Some of these crosswalks lines, however, are deteriorated and are so faint that some motorists may be unable to detect them. Repainting some of these lines may be appropriate. Only one intersection, that of 28th and Dumesnil Streets, has wait/walk signals. High levels of pedestrian traffic at the intersection of Broadway and 28th Street (932 average per 24 hour period) would seem to indicate that there is a need for wait/walk signals at this intersection. It would appear that no other intersection in Parkland would warrant wait/walk signals due to low pedestrian and traffic volumes.

A majority of the intersections in the neighborhood have no handicapped ramps in the sidewalks. The grade separation between the road surface and sidewalks at intersections presents a barrier for wheelchairs and can be an obstacle for elderly and infirm pedestrians. At some intersections there is only a slight grade separation between the road surface and sidewalk due to the numerous resurfacings that have raised the level of the road surface. In these situations, handicapped ramps are not actually needed. None of the areas with high pedestrian activity, as shown in Figure II-3, are served by handicapped ramps or have acceptable grade separation for handicapped use. These areas should have handicapped ramps.

A majority of roadways in the Parkland neighborhood are served by well maintained sidewalks. There are areas, however, where existing sidewalks are buckled, cracked or full of holes or where no sidewalks exist. In some areas not served by sidewalks, dirt paths have been established by pedestrians. Specific areas that require installation or replacement of sidewalks are mentioned in the Alternatives and Recommendations section of this plan.

#### e. Bikeway Facilities

Existing bike routes in the Parkland neighborhood appear to provide adequate service. Neighborhood routes link with other bikeways throughout Louisville making a number of neighborhoods and activity centers accessible by bicycle. In addition, bicyclists in the Louisville area are legally allowed to use any street or highway except expressways. If bicyclists use roadways that are not officially designated bicycle routes, however, they should be particularly cautious on roadways with high travel speeds (35 miles per hours or more) and high traffic volumes.

#### f. Parking

Overall there appears to be adequate parking for most uses in Parkland. There are areas where parking is, at times, in short supply and where potential parking problems exist.

In the vicinity of the Chesapeake Container facility at Beech Street and Woodland Avenue it appears that available space for parking is not well utilized. Currently, vehicles are parked haphazardly along

the street and in a small off-street lot. There is perhaps the need to pave the parking lot and mark parking spaces, to alleviate parking problems and make more efficient use of existing space.

A potential transportation problem for Parkland is related to on-street parking. On-street parking along narrow residential streets restricts traffic flow. In addition, the lack of adequate off-street parking facilities in areas where there are also inadequate off-street loading and unloading facilities for commercial or industrial uses can create restrictions to traffic flow when double parking or other obstructive activities occur as a consequence. This type of situation would most likely occur along the 28th Street corridor in the Parkland neighborhood.

#### 4. Issues and Problems

Based on the inventory and analysis of Parkland's transportation network and the neighborhood's perception of transportation problems, the following transportation issues were identified and should be addressed in the neighborhood plan.

##### a. Roadways

- Frequent interruptions of east-west travel on every street in Parkland excluding Broadway, by rail traffic in the 30th Street corridor. This is especially disruptive on Dumesnil Street and Virginia Avenues, minor arterials that provide access to the neighborhood shopping district.
- Relatively frequent accidents at the following intersections might indicate the need for study of and potential improvements at these intersections:
  - Broadway and 26th Street (13 accidents)
  - Broadway and 28th Street (11 accidents)
- Pavement conditions in the neighborhood are relatively good except for the poor conditions along the following sections of roadway:
  - Grand Avenue between the K & I T railroad and 32nd Street
  - 36th Street from Hale Avenue to Grand Avenue

##### b. Public Transportation

- The lack of transit shelters and benches along much of the TARC routes in the neighborhood might discourage ridership.

##### c. Goods Movement

- In some areas, (e.g. along 28th Street) on-street truck loading and unloading activities restrict traffic flow by blocking or partially blocking driving lanes.
- A majority of the 17 at-grade railroad crossing in, or immediately adjacent to, the neighborhood are in poor condition and jar crossing vehicles.

##### d. Sidewalks and Pedestrian Facilities

- The Parkland neighborhood is adequately served by existing crosswalk lines; however, some of these lines are faint and worn and may need to be repainted.
- Most areas of the neighborhood are served by adequately maintained sidewalks. However, there are some areas that do not have sidewalks and need them or where the existing sidewalks are cracked, buckled, full of holes or strewn with trash making them less attractive to users.
- Very few of the intersections are equipped with handicapped ramps. This creates accessibility problems for the handicapped and elderly.

e. Bikeway Facilities

-- The Parkland neighborhood appears to be adequately served by existing bike routes in the neighborhood.

f. Parking

-- In the vicinity of the Chesapeake Container facility at Beech Street and Woodland Avenue there appears to be a lack of usable off-street parking space.

-- In some areas on-street parking alone or in conjunction with on-street truck loading and unloading acts to restrict traffic flow (i.e. along 28th Street).

5. Government and Non-Government Actions

The transportation issues and problems identified above are the result of actions taken by government agencies and the private sector. In some cases, inaction has had an equally significant impact on Parkland's transportation systems.

a. Roadways and Parking

The maintenance and improvement of Parkland's existing roadway system is a function of federal, state and local governments. To a certain degree, all three levels participate in indicating problem areas, identifying and providing funding and providing expertise in accomplishing various projects. The Kentucky Department of Transportation (KDOT) maintains road surfaces and provides signing on State-maintained routes in the neighborhood. They are I-264 (Shawnee Expressway) and Wilson Avenue, a portion of which forms a small portion of the southeast boundary of the neighborhood. In addition, KDOT administers federal monies: Urban Systems funds, Rail-Highway Grade Crossing funds and the Safer Off-System Road Fund used for improvements initiated by local government. State and/or City governments must provide matching money on most federally funded road improvement projects.

Improvement and maintenance of all neighborhood streets not maintained by KDOT is the responsibility of Louisville's Public Works Department. Under this responsibility, some of the activities undertaken by the Public Works Department include resurfacing streets, widening streets, street cleaning and snow removal. In addition, Public Works provides engineering services to the City Community Development Cabinet for its federally funded physical improvement projects (new sidewalks, wheelchair ramps, etc.).

Facilitating smooth traffic flow in and through the Parkland neighborhood is also the responsibility of the Public Works Department. Identification of intersection inadequacies or traffic signalization problems are examples of functions performed by the department in regard to this responsibility. The department also regulates on-street parking in Parkland by establishing "no parking" zones and by restricting parking hours. The City establishes these restrictions to prevent traffic hazards, facilitate the flow of traffic, or provide space for bus stops or handicapped parking.

The Public Works Department has scheduled the improvement of the at-grade railroad crossing on Broadway at 29th Street. This crossing will be improved by the installation of rubberized materials at the crossing. This should facilitate smooth vehicular crossing in the future. Construction was scheduled to begin in the Spring of 1983.

Off-street parking is regulated through zoning regulations and enforced by the Zoning Enforcement Section of the City Building Inspection Department. Much of Parkland was developed prior to the establishment of these regulations; therefore, the regulations only apply to new construction and new uses, or the expansion of existing



structures by 50 percent or more. Consequently, these regulations can prevent the problem from getting worse, but do little to help resolve existing parking problems.

b. Goods Movement

The maintenance and improvement of the railroad tracks that run through the Parkland neighborhood are the responsibility of the railroad companies that use them (Southern Railway System and Seaboard Systems Railroads). The maintenance and improvement of railroad crossings, as mentioned previously, is the joint responsibility of the railroad and the City or State.

The City Public Works Department, using Federal Urban Systems Funds and Municipal Aid Funds, is constructing an opening in the floodwall near 14th Street and Northwestern Parkway to allow the connection of two rail lines. This will affect the Parkland neighborhood by allowing trains that currently use the tracks in the neighborhood to be rerouted to another track with fewer at-grade crossings. However, this rerouting will only reduce train traffic in the neighborhood from approximately 40 trains per day to 35 trains per day. Construction was scheduled to begin in the Spring of 1983.

c. Public Transportation

Public transportation in Parkland 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 1982 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. Subsidy 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 operating costs and 80% of capital expenditures.

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.

d. Pedestrian Facilities

Facilities for pedestrians are primarily the responsibility of the Public Works Department. The Department determines the need for pedestrian signals. It also reviews proposed transit shelters and requires that wheelchair ramps be provided as part of any project necessitating reconstruction of sidewalks. Maintenance of sidewalks is the responsibility of adjoining property owners.

e. Bikeways

Bikeways are also a local government concern. The Kentuckiana Regional Planning and Development Agency (KIPDA) has been responsible for determining the 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 bikeways is currently not available; this has curtailed expansion of the bikeway system.

## B. PROJECTIONS

The transportation network serving Parkland consists of several elements -- streets, public transportation, rail and parking facilities, sidewalks and bicycle routes. These transportation systems are managed by various decision-makers and are affected by several programs. This subsection of the plan attempts to project future conditions in Parkland's transportation network, assuming that no recommendations are applied to the problem areas and no changes in government/non-government actions occur.

If current trends continue, Parkland will continue to have periods of moderately heavy traffic on some of its streets during peak traveling hours. Industrial expansion along the K&IT Railroad may increase traffic in the neighborhood. Commercial revitalization along the 28th Street Corridor would increase traffic volumes along 28th, Greenwood, Virginia and Dumesnil. In general, however, traffic levels will remain relatively low and not adversely impact the neighborhood.

Traffic disruptions due to trains would continue if current trends remain unchanged. A slight decrease in blockages would occur after completion of the floodwall opening, but 35 trains per day would still pass through Parkland. The delay of emergency vehicles and aggravation to neighborhood residents would continue. Efforts to improve housing and shops in Parkland would be hindered by this condition.

It is difficult to determine the long-term consequences of other factors relating to the street system. The street resurfacing program will continue in the City of Louisville. However, the shrinking tax base of the City indicates a reduced ability to maintain City streets in the future. Resolution of such a problem is beyond the scope of this neighborhood plan.

Parking could become a problem in some areas of the Parkland neighborhood in the future. Commercial revitalization along 28th Street and in other areas that lack adequate off-street parking would increase the demand for limited on-street parking spaces and restrict traffic flow. Any commercial or industrial revitalization or development occurring without providing adequate off-street parking could adversely impact traffic flow and surrounding uses.

The public transportation needs of the elderly and handicapped may remain at their current levels or be reduced if current trends and programs continue. The current trend in the reduction of social services funding indicates that a significant expansion of transportation service is unlikely. Because federal regulations (Section 504, Rehabilitation Act of 1973) have been relaxed, efforts to make regular coaches accessible to the handicapped will be severely reduced. Services offered by para-transit system (TARCLIFT) will not equal the services rendered by regular public transportation.

Sidewalks will continue to deteriorate in some portions of the neighborhood (e.g., weeds, irregular surfaces). The continued lack of maintenance by property owners would contribute to the deterioration. The need for an adequate sidewalk system will increase as neighborhood commercial facilities expand or develop in the future, especially where facilities are located within walking distance of bus stops.

The consequences of continuing the status-quo in relation to Parkland's transportation network were compared with the City's Community Development Strategies and the Comprehensive Plan for Louisville and Jefferson County to determine the appropriateness of maintaining the status quo. The comparison indicated that the resulting conditions would conflict with the Comprehensive Plan and with the Community Development Strategies to a lesser degree.

The Community Development Strategies concentrate on housing, economic development and employment needs, and do not specifically address transportation facilities. However, transportation facilities are necessary to accomplish community development strategies; the transportation network must function adequately so as not to conflict with economic development objectives (industrial growth, expansion of commercial services and retaining employment). City housing strategies recommend preservation and revitalization of existing housing and neighborhoods. To the extent that the train blockage issue and other traffic-related nuisances detract from these goals, a conflict exists with the housing strategies under the null alternative.

The Comprehensive Plan sets forth criteria more directly related to transportation facilities and their relationship to surrounding land uses. Inadequate intersections would conflict with Guideline T-1. Deteriorated sidewalks conflict with Guideline T-2. Truck-traffic passing through residential areas violates Guideline T-9. The provision of adequate off-street parking is addressed in Guideline T-11. Guideline T-15 addresses the nuisances for residential uses created by high volumes of through traffic. The continuation of current trends and programs would increase these nuisances within Parkland. Guideline T-17 would be violated if transportation for the elderly and handicapped is curtailed. The Comprehensive Plan calls for revitalization of older areas and the failure to make transportation improvements would hamper fulfillment of this objective.

If current transportation conditions and policies are maintained, the transportation system and the entire neighborhood would experience both beneficial and negative impacts. Beneficial impacts include a continuation of good public transportation (fixed route) service and a street system that adequately handles traffic volumes in most areas. Negative impacts would include a continuation of frequent blockage of east-west streets by trains, traffic nuisances for residential uses and parking problems in some areas. These problems may pose an ongoing disincentive for residential and economic revitalization. The Community Development Strategies set forth housing and economic development goals that could be hampered by projected conditions. In addition, several guidelines of the Comprehensive Plan would not be fully satisfied under these projections. These conflicts indicate the need to make various improvements to the transportation network in Parkland in order to support neighborhood revitalization efforts.

## C. ALTERNATIVES AND RECOMMENDATIONS

Recommended policies and specific actions that address Parkland's transportation problems are developed in this subsection of the plan. Using information relating to existing conditions, government/non-government actions and projections, alternative strategies have been developed addressing the transportation issues. The issues and alternatives are listed below followed by a brief explanation of the alternative(s) chosen. At the end of this section, the recommended transportation plan is presented.

### 1. Alternative Strategies

#### a. Issue: Numerous Delays at At-Grade Rail Crossings in Parkland.

##### Alternatives:

- (1) Bring together representatives of the City, Railroad and the neighborhood to develop a response to the issue of frequent traffic blockage of east-west streets.
- (2) Do nothing, leave conditions as they are at rail crossings in the neighborhood.

Alternative 1 is recommended. Meetings between City officials, neighborhood residents and representatives of the Southern Railway System are recommended so that the numerous concerns of the residents concerning railroad operations in the neighborhood can be dealt with. During these meetings, elimination of the railroad tracks, substantial reductions in train traffic by rerouting and grade separation of the crossings at Virginia Avenue and Dumesnil Street should be discussed as some of the possible alternatives to deal with the issue of traffic blockage.

#### b. Issue: Road Surface Conditions at At-Grade Rail Crossings in Parkland:

##### Alternatives:

- (1) Repave approaches and crossings where deteriorated.
- (2) Install rubberized rail crossing facilities.
- (3) Provide signing indicating rough crossings and recommending reduced speeds.
- (4) Do nothing, leave road surface conditions as they are at rail crossings in the neighborhood.

Alternative 1 is recommended. Improvements to the road surface are recommended for all deteriorating at-grade rail crossings in the Parkland neighborhood (at Kentucky Street and Greenwood, Grand and Hale Avenues). At the Virginia Avenue and Dumesnil Street crossings, neighborhood residents felt that making an expenditure for surface improvements would not be a wise use of limited funds when grade separation of the railroad and the roadways would be much more beneficial. For the same reason, installing rubberized crossing facilities was not endorsed by residents. At some point in the future, after the traffic blockage issue is resolved, the installation of rubberized crossings should be reconsidered. As other at-grade crossings in the neighborhood deteriorate, they should be repaved in order to facilitate smooth crossing conditions for vehicles.

#### c. Issue: High Accident Locations in Parkland.

##### Locations

- 1) Broadway and 26th Street
- 2) Broadway and 28th Street

##### Alternatives:

- (1) Provide wider lanes where warranted.

- (2) Study the need to add a turning phase or make other adjustments to existing traffic signals.
- (3) Improve signage and pavement markings to inform motorists of appropriate lane usage and traffic patterns.
- (4) Install pedestrian crossing signs and walk/don't walk signals (28th and Broadway).
- (5) Redesign and reconstruct these intersections as adequate funding becomes available.
- (6) Do nothing; leave high accident locations as they are.

Alternatives 2, 3, and 4 are recommended. These improvements are recommended to increase motorist awareness of safety and proper vehicular movements in the intersections. These actions should decrease dangerous, improperly made movements at the intersections. The recommended improvements are mostly low-cost, non-structural adjustments to existing facilities that can be accomplished over the short term.

d. Issue: Poor Design of the Intersection of Dumesnil and 28th Streets.

Alternatives:

- (1) Improve signage and pavement markings at the intersection to inform motorists of appropriate lane usage and traffic patterns.
- (2) Restrict on-street parking in order to provide more lanes for traffic movement.
- (3) Adjust traffic signals at this intersection to reduce traffic hazards.
- (4) Do a detailed study of this intersection to determine the feasibility and effects of reconstructing it.
- (5) Do nothing; leave the intersection in its current condition.

Alternatives 3 and 4 are recommended. The improvement of traffic signal phasing at this intersection (Alternative 3) would improve traffic flow at this intersection over the short run and is thus recommended. One alternative, as suggested by residents of Parkland, is to adjust the signal to give eastbound traffic on Dumesnil, southbound traffic on 28th and northbound traffic on 28th each their own green phase. Implementation of this alternative is already underway and should be completed sometime in July, 1983.

Due to the complexity of problems occurring at the intersection of 28th and Dumesnil Streets and the diversity of the possible alternatives to deal with these problems, a detailed study of the effects of and alternatives for reconstruction at the intersection is recommended. Based on preliminary study, reconstruction of the intersection to eliminate the jog in 28th Street appears feasible. Reconstruction would require limited property acquisition of badly deteriorated non-residential structures, and would contribute to revitalization of the surrounding shopping area. Analysis of the reconstruction should consider the improvements listed in alternatives 1 and 2 above.

e. Issue: Deteriorated Pavement Conditions Along Sections of Roadway in Parkland.

Alternatives:

- (1) Encourage neighborhood residents to inform the Public Works Department of street locations with deteriorated pavement as they occur.
- (2) Do nothing; leave road surface conditions the way they are.

Alternative 1 is recommended. The Public Works Department periodically surveys roadway conditions and prioritizes those in poor condition for resurfacing. Resident input concerning roadway conditions is an important part of the prioritization process in that it brings poor roadway conditions to the attention of the Works Department. This recommended alternative involves encouraging

Parkland neighborhood residents to inform the Works Department of poor pavement conditions as they occur in order to insure that neighborhood roadways receive equitable consideration for limited resurfacing funds.

f. Issue: The Lack of Transit Shelters and Benches Along TARC Routes in Parkland.

Alternatives:

- (1) Have TARC investigate the need for and feasibility of installing transit shelters along TARC routes in Parkland.
- (2) Install benches at bus stops along Parkland routes where transit patronage is significant and where transit shelters are not feasible.
- (3) Do nothing; keep transit passenger amenities at their existing level.

Alternatives 1 and 2 are recommended. This recommendation involves the identification of sites where transit shelters are desirable by neighborhood residents in consultation with TARC officials. Once identified, each location will be studied by TARC to determine if the level of transit usage at that location would justify installation of a shelter. If placement of a TARC shelter is not feasible then private installation of benches might be an appropriate alternative. Benches are a low-cost amenity that might make using transit service more convenient and attractive, particularly for elderly patrons. (A list of sites to be investigated is found on page II-26.)

g. Issue: Lack of Handicapped Ramps at Intersections in Parkland and Poor Sidewalk and Crosswalk Line Conditions in Some Areas.

Alternatives:

- (1) Include handicapped ramps at intersections when constructing or reconstructing sidewalks.
- (2) Where practical, provide asphalt ramps to sidewalks at intersections when resurfacing roadways.
- (3) Encourage homeowner maintenance of sidewalks on their land.
- (4) Construct sidewalks in areas that lack them and where need is demonstrated.
- (5) Repair or replace major segments of sidewalk that have deteriorated significantly.
- (6) Provide crosswalk lines in areas of high pedestrian concentration, and repaint crosswalk lines as needed.
- (7) Do nothing; leave pedestrian facilities in their present state.

Alternatives 1, 3, 4, 5 and 6 are recommended. It is currently the policy of the Public Works Department to require installation of handicapped ramps at intersections as part of any sidewalk construction or reconstruction project. This is the only practical way that currently exists to insure installation of handicapped ramps since no special funding exists. Alternative 1 is recommended in order to insure that future sidewalk projects, that may be located in Parkland, would include installation of handicapped ramps. Alternative 3 is recommended recognizing that maintenance of sidewalks is primarily the responsibility of the adjacent property owner. By constructing sidewalks in areas lacking them or where existing sidewalks are deteriorated (alternative 4), improved pedestrian access is created. Alternative 5 is recommended in order to insure that existing sidewalks do not become hazardous and that large-scale reconstruction is only undertaken when critical. Alternative 6 would improve pedestrian safety by directing pedestrians to appropriate areas for crossing a street and by making motorists aware of these areas. (A list of sites of greatest need is found on page II-27.)

h. Issue: Restriction of Traffic Flow by On-Street Parking and On-Street Truck Loading and Unloading along 28th Street and in Other Commercial Areas.

Alternatives:

- (1) Place spot restrictions on parking in problem areas.
- (2) Eliminate on-street parking in areas where on-street loading and unloading activities occur.
- (3) Encourage commercial vehicles to use side streets or alleys for loading and unloading activities where possible.
- (4) Designate loading and unloading zones in appropriate areas.
- (5) Eliminate all on-street parking and loading and unloading activities in problem areas.
- (6) Do nothing; leave parking and loading activities as they are.

Alternatives 1, 3 and 4 are recommended. At certain locations in the Parkland neighborhood, on-street parking, as currently allowed, creates hazards for pedestrians or restricts traffic flow. Usually, the restriction of parking is only required in the immediate area of the trouble spot. To remedy this situation, alternative 1 is recommended. On-street loading and unloading activities usually only create serious problems when occurring along roadways with higher levels of traffic. Encouraging commercial vehicles to use side streets or alleys for loading and unloading, where possible, (alternative 3) should help decrease traffic problems. In areas where use of side streets or alleys is not practical, loading and unloading zones should be designated and marked (alternative 4) in order that loading and unloading activities be restricted to appropriate areas.

i. Issue: Inadequate Off-Street Parking Facilities in the 28th Street Corridor.

Alternatives:

- (1) Provide adequately designed off-street parking, where practical, as part of any redevelopment taking place in the 28th Street corridor.
- (2) Do nothing; leave off-street parking as is in these areas.

Alternative 1 is recommended. As redevelopment of the 28th and Virginia-Dumesnil commercial area occurs and consumer interest in the area increases, off-street parking spaces will probably become scarce due to the inadequate parking facilities that exist. In order to solve this problem and equitably distribute implementation costs, it is recommended that adequately designed off-street parking be provided, where practical, as part of any redevelopment taking place in this shopping district (alternative 1). As the 28th and Greenwood shopping district is revitalized, parking may also be needed to serve stores in that area.

2. Recommended Transportation Plan

The recommended transportation plan for Parkland sets forth guidelines for the future management and improvement of the neighborhood's transportation system. The recommended transportation plan is an application of the goals and policies contained in the Comprehensive Plan and Community Development Strategies targeted toward solving problems and issues facing Parkland.

The recommended transportation plan consists of a set of guidelines and a future transportation plan map (Figure II-4). The guidelines represent recommendations for the future transportation network and the map illustrates some of the proposed recommendations. The guidelines are broken down into two categories, general and facility specific.

Once the recommended plan is approved by the Board of Aldermen, it will be used in several ways. The neighborhood plan will be considered during the formulation of annual budgets for both general revenue and Community Development Block Grant funds. Proposed City-wide programs and other plans affecting Parkland will be reviewed in relation to the neighborhood plan. The plan's recommendations may also be included in the Metropolitan Transportation Improvement Program as formulated by the Kentuckiana Regional Planning and Development Agency (KIPDA).

a. Transportation Guidelines

General Guidelines

1. Encourage neighborhood residents to inform the Public Works Department of locations with deteriorated pavement as they occur.
2. Have TARC investigate the need for and feasibility of installing transit shelters along TARC routes in Parkland.
3. Install benches at bus stops along Parkland routes where transit patronage is significant and where transit shelters are not feasible.
4. Include handicapped ramps at intersections when constructing or reconstructing sidewalks.
5. Encourage homeowner maintenance of sidewalks on their land.
6. Repair or replace major segments of sidewalk that have deteriorated significantly.
7. Construct sidewalks in areas that lack them and where need is demonstrated.
8. Provide crosswalk lines in areas of high pedestrian concentration, and repaint crosswalk lines as needed.

Facility Specific Guidelines

9. At railroad crossings in the neighborhood:
  - a) Bring together representatives of the City, Railroad and the neighborhood to develop a response to the issue of frequent blockage of east-west streets.
  - b) Repave approaches and crossings where deteriorated.
10. At high accident locations in the neighborhood:
  - a) As adjacent sites are redeveloped for more intense uses, study the need to add a turning phase or make other adjustments to existing traffic signals.
  - b) Improve signage and pavement markings to inform motorists of appropriate lane usage and traffic patterns.
  - c) Install pedestrian crossing signs and walk/don't walk signals at 28th and Broadway.
11. At the intersection of 28th and Dumesnil Streets:
  - a) Adjust traffic signals at this intersection to reduce traffic hazards.
  - b) Initiate the process of designing and rebuilding the intersection of 28th and Dumesnil Streets as shown on Figure I-7.
  - c) Provide adequately designed off-street parking, where practical, as part of any redevelopment taking place in the 28th and Dumesnil commercial area.



12. In areas of commercial activity:

- a) Place spot restrictions on parking in problem areas.
- b) Encourage commercial vehicles to use side streets or alleys for loading and unloading activities where possible.
- c) Designate loading and unloading zones in appropriate areas.

b. Future Transportation Map

Figure II-4, Transportation Recommendations, supplements the guidelines. Facility-specific recommendations are shown on this map. Phasing and the relative importance of the improvements shown on this map are discussed in part E. of the transportation section of this plan.

## D. IMPLEMENTATION

The following subsection of the plan identifies actions and programs to implement the transportation guidelines. In the process of defining steps to achieve the guidelines, the transportation plan for Parkland is defined in greater detail. This subsection of the plan in conjunction with the guidelines is a complete statement of the transportation recommendations for Parkland, as well as a guide for achieving these recommendations. Agencies responsible for plan implementation are identified below. Rough estimates of implementation costs are also provided, where possible. In addition, funding sources and obstacles to implementation are identified.

### 1. Alleviating Traffic Blockage at Railroad Crossings

The numerous trains traveling through the Parkland neighborhood cause the at-grade railroad crossings to be blocked frequently. In order to alleviate this situation it is recommended that all relevant parties meet to resolve the issue (Transportation Guideline 9a).

Implementation measures include:

- a) bringing representatives of the City, State, Railroad and the neighborhood together to develop a response to the issue of traffic blockage.

Participants: It is the responsibility of the Parkland Alliance to set up any meeting to discuss the issue of traffic blockage at train crossings. The Board of Aldermen, in particular, the Alderman for the area, might be called upon to encourage all relevant parties to participate. Agencies or groups that should be represented at any meetings include the Parkland Alliance, the Board of Aldermen, the Southern Railway System, the City Public Works Department, the Kentucky Department of Transportation and the Kentuckiana Regional Planning and Development Agency (KIPDA).

The reason to organize this meeting is, as stated, to develop an appropriate response to the issue of traffic blockage at railroad crossings. Potential solutions that should be explored at these meetings include grade separation (i.e., underpass or overpass), a reduction in the number of trains traveling through the area and limiting train traffic to certain hours. The Parkland Neighborhood Plan Task Force has indicated a strong preference for grade separation. Due to the proximity of houses to the railroad tracks, it was determined that the construction of underpasses would be less likely to adversely affect the area's housing. Since Virginia Avenue and Dumesnil Street carry more traffic than other east-west neighborhood streets and serve the neighborhood shopping area, the Parkland Neighborhood Plan Task Force has endorsed grade separation for these streets. Construction cost estimates prepared by the Planning Commission projected the cost of an underpass at Virginia Avenue to be \$1.7 million and the cost of an underpass at Dumesnil Street to be \$2.2 million. Cost estimates for the underpasses appear as Appendix N. Depending on the availability of funding, construction of a single underpass for east-west traffic may be a more feasible approach. A two-way street in Parkland would be the logical choice if a single underpass were to be built.

Implementation of the underpasses would depend upon the active involvement of the Parkland Alliance, to create and sustain the public commitment to build this project. The support of the Board of Aldermen is necessary, to secure the funds needed to leverage federal money for the underpasses. The City Works Department is also a major participant, responsible for adding projects to the Metropolitan Transportation Improvement Program, a prerequisite for federal funding.

The Parkland Neighborhood Plan Task Force has indicated that it feels that the expenditure of any funding on any project other than

grade separation at railroad crossings would compromise their efforts to get grade separation at railroad crossings in the neighborhood. Thus, the Parkland Neighborhood Plan Task Force opposes the expenditure of funding in the neighborhood for rubberized crossing facilities prior to the construction of grade separations at Virginia Avenue and Dumesnil Street.

Funding: There would be no immediate cost to hold meetings about the train blockage issue, but any improvements considered to resolve the issue should be examined in terms of whether adequate funding is available for implementation. Funding for the construction of underpasses at Virginia Avenue and Dumesnil Street would most likely come from the Federal Urban System Fund. Federal Urban Systems funds can provide for 75% of the cost of the project to be matched with 25% local money. As of May 1983, the City of Louisville had committed its Urban Systems fund allocations through Fiscal Year 1984 to particular projects. This means that the underpass will have to compete with other transportation projects for future Urban Systems fund allocations. Future allocations are estimated at \$1.4 million per fiscal year. A commitment of the City's entire allocation over a two-year period for the Virginia-Dumesnil underpasses would be difficult to achieve. In the past, the City of Louisville has had trouble coming up with its share of the funding. Until economic conditions improve substantially, this is likely to continue. Possible funding sources for local matching funds are general revenue funds, Community Development Block Grants, and the municipal aid program administered by the State. Assuming that funding can be arranged, construction of underpasses will be a long term project. Project design and construction will take five years or longer, after the commitment to proceed with the project.

If funded, the Algonquin Neighborhood Plan would include a comprehensive look at the train-blockage problem by the K&IT from Broadway to 22nd Street (including the Parkland area) and determine the feasibility and justification of an underpass/overpass of the railroad.

## 2. Improvements to the Intersection of 28th and Dumesnil Streets

The offset intersection of 28th and Dumesnil Streets is confusing and dangerous for drivers and pedestrians. Moreover, the misalignment may detract from any commercial revitalization effort in the area. In order to try to rectify this situation, this plan recommends, as an immediate action, that traffic signals in the area be adjusted to help facilitate safe, smooth traffic flow over the short term. To encourage continuing commercial revitalization, however, this plan recommends that the intersection be realigned (refer to Figure I-7). As revitalization occurs, adequately designed parking should be provided in the area. (Transportation Guideline 11)

Implementation measures include:

- a) analyzing and appropriately adjusting the timing of traffic signals at the intersection.
- b) re-aligning the intersection as commercial revitalization begins.
- c) encouraging adequately designed off-street parking, sponsored publicly or privately, as part of any redevelopment taking place in the 28th and Dumesnil commercial area.

Participants: The responsibility for improving traffic flow at the intersection of 28th and Dumesnil Streets belongs to the City Public Works Department. However, the residents of the neighborhood, through the Parkland Alliance, would also have an important role. The Public Works Department is undertaking a study of traffic signals at this intersection in response to a formal request by the Parkland Neighborhood Plan Task Force. The Task Force has indicated that they would like to see the signal at the intersection adjusted to allow each direction of traffic flow (east on Dumesnil, north on 28th and south on 28th) to have its own exclusive green phase.

Recommendations made as a result of the study by Public Works could be implemented as early as July, 1983.

Realignment of the 28th and Dumesnil intersection would also be the responsibility of the Public Works Department. A drawing of the proposed alignment is shown in Figure I-7. This drawing takes into consideration design standards and other suggestions as recommended by the Public Works Department after preliminary review. The Works Department has estimated that the cost of realignment, assuming a 36-foot wide street with 10-foot sidewalks on each side, would be approximately \$77,000. This is for construction and engineering only and does not consider any additional right-of-way acquisition or the demolition of the two existing deteriorated structure that would be required. Sewer relocation that might be required depending on the final design of the project would cost an additional \$25,000 if needed. The reaction from the Works Department has been positive concerning the feasibility of the project. Because this project is situated in the Parkland National Register District demolition of buildings and construction of the roadway should be coordinated with redevelopment of the northeast corner of 28th and Dumesnil to avoid creating a vacant lot and losing the area's "sense of closure".

Adequately designed parking would be an important part of successful revitalization of 28th and Dumesnil commercial district. In some cases, such as that of new construction or changes in zoning, off-street parking of adequate design and number of spaces would probably be required. Off-street parking requirements as set forth in the zoning regulations are presented in Appendix O. Those uses not required to provide adequate off-street parking should be encouraged to do so in order to make the area, in general and their establishment in particular, more convenient and attractive to potential patrons. All parking areas should be screened and buffered and adequately landscaped so as to be an amenity.

Funding: The Public Works Department has indicated that adjustment of the existing traffic signals at the intersection would not entail any appreciable cost. Thus, no special funding would be required to implement this project. Funding for the realignment of 28th and Dumesnil Streets could come from Urban Systems Funds or general revenue funds. Funding might also come as part of a total commercial revitalization program and thus might use Community Development Funds or Federal economic development funds. The cost of providing off-street parking could be born by individual use, through a cooperative effort by a merchants association or also be included as part of a total commercial revitalization program and use those sources of funds mentioned above.

### 3. Improving the Condition of Streets

Well maintained streets are a benefit to residents and an asset to the area when trying to encourage revitalization. If those responsible for street maintenance and repair are made aware of poor pavement conditions as they arise, costly major improvements might be avoided. Presently only Grand Avenue between the K&IT railroad tracks and 32nd Street, and 36th Street between Hale Avenue and Grand Avenue, are in poor condition. (Transportation Guideline 1)

Implementation measures include:

- a) encouraging neighborhood residents to more frequently inform the City Public Works Department of streets or alleys in need of immediate repair.
- b) encouraging the general maintenance of the street and alley system by neighborhood residents, such as trash pick-up.

Participants: The agency involved in implementing this recommendation is the City Public Works Department. The Works Department is responsible for maintenance of all roadways in Parkland. Area residents are probably the most important

participants in the implementation of this recommendation. Parkland residents, through the neighborhood association, should be responsible for making the appropriate officials aware of deteriorating or unsafe conditions affecting neighborhood transportation facilities. Neighborhood residents should also take it upon themselves to pick up trash and debris along roadways and alleys adjacent to their homes. These simple maintenance tasks are the responsibility of adjacent property owners. The property owners should be made aware of this through the Parkland Alliance.

Once aware that a roadway is in need of repair, the Public Works Department would include the street in the City-wide road maintenance program. The program provides an equitable means to resurface and repair roads within the Parkland neighborhood and areas City-wide. Due to shrinking gasoline usage and reductions in the tax base and the resulting lower tax revenues, a decreasing number of roads can be paved each year. Thus, many of the roads in the Parkland 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.

Funding: Roadway resurfacing is generally funded with general revenue funds. This is particularly true of the roadways in the Parkland neighborhood since none are State maintained and thus are not eligible for State funding. In some rare instances, however, roadway repairs are eligible for funding from the Municipal Aid Program (75% federal, 25% local), Community Development, or federal gasoline tax revenues where applicable. Cleanup efforts by area residents would have no appreciable cost and thus would not require special funding.

#### 4. Transit Shelters and Benches

Presently, there is only one transit shelter in Parkland, located at the intersection of 28th Street and Virginia Avenue. Transit shelters are desirable in order to make transit use more attractive to current and potential transit users. If some desirable locations are found to be inappropriate for installation of transit shelters, then installation of benches by private interests should be encouraged. (Transportation Guidelines 2 and 3) The following intersections should be investigated as potential sites for transit shelters or benches:

- a) 26th Street and Broadway
- b) 28th Street and Broadway
- c) 32nd Street and Broadway
- d) 28th Street and Greenwood Avenue
- e) 28th and Dumesnil Streets
- f) 32nd Street and Greenwood Avenue
- g) 34th Street and Greenwood Avenue

Implementation measures include:

- a) studying TARC ridership in the Parkland neighborhood to determine locations where there are concentrations of riders
- b) canvassing riders in the Parkland neighborhood to determine the location and length of their wait for a bus.
- c) encouraging private groups and/or businessmen to install benches at locations where transit shelters will not be provided.

Participants: Conducting studies to determine appropriate locations for transit shelters would be the responsibility of the Transit Authority of River City (TARC). The Public Works Department would also be a participant in the implementation of this recommendation; it examines the proposed sites for suitable building condition and for sight distance specifications. At some locations, where TARC decides shelters are not needed or where construction is impractical, the Parkland Alliance should encourage private groups and businesses to install benches. This added convenience would be

beneficial to commercial uses since it would improve their streetscape and attract customers.

Funding: TARC shelters are funded without any expenditure of public funds. Advertisers provide the shelters at no cost in return for the advertising space created. However, zoning regulations do not allow advertising in residentially zoned areas. TARC shelters with advertising may not be appropriate at 32nd and Broadway or 34th and Greenwood due to residential zoning at these intersections. If this is the case, TARC should investigate providing advertising-free shelters as long as other 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. Benches could be provided with funds raised by the neighborhood organization, a service organization (Kiwanis, Elks, etc.) or businesses. Business-sponsored benches that carry advertising would be subject to the zoning restrictions mentioned above. The cost of benches varies widely according to design. The permanent benches installed by the Parks Department cost \$400 each.

5. Wheelchair Ramps: Presently, most sidewalks at intersections in the Parkland neighborhood lack wheelchair ramps. This recommendation seeks the installation of curb-cut ramps as part of any sidewalk reconstruction project. (Transportation Guideline 4)

Implementation measures include:

- a) continuing the City Works Department policy requiring installation of wheelchair ramps as part of any sidewalk reconstruction project.
- b) Seeking public funds to provide wheelchair ramps in the neighborhood shopping district and along routes with concentrations of elderly residents.

Participants: The only agency involved in the implementation of this recommendation would be the City Public Works Department. Provision of wheelchair ramps as part of projects that entail sidewalk reconstruction is currently required by the Public Works Department. Continuation of this policy is recommended as a means of obtaining the needed improvements without straining public resources. As individual buildings are rehabbed and public improvements are made in the neighborhood shopping district, sidewalks will likely be rebuilt. Wheelchair ramps would be provided in the 28th and Virginia-Dumesnil area when sidewalks are rebuilt. If sidewalks are not replaced within the near future, the Parkland Alliance should seek public money for this purpose. Areas identified by the staff of the Planning Commission as having high pedestrian traffic and perhaps in greatest need of wheelchair ramps include:

- a) Virginia Avenue at 28th Street
- b) Dumesnil Street at 28th Street
- c) Greenwood Avenue at 32nd Street
- d) Broadway at Hazel Street
- e) Broadway at 32nd Street.

Funding: The cost of providing wheelchair ramps as part of projects that entail sidewalk reconstruction is generally included in the overall cost of the project. Thus, special funding specifically for provision of wheelchair ramps is not required for implementation of this recommendation. However, the provision of public funds for construction of ramps along routes commonly used by elderly residents is supported. The provision of handicapped ramps in other areas, along existing sidewalks is the responsibility of the individual desiring the ramp. The cost to install a handicapped ramp along an existing sidewalk is \$300 for each ramp. Sidewalks in the neighborhood shopping district could be made accessible for less than \$5,000.

## 6. Sidewalk Maintenance and Construction

Sidewalks in some areas of Parkland are poorly maintained and deteriorated. In other areas of the neighborhood, when existing sidewalks were built, sections of sidewalk were left unconnected. This recommendation seeks upgraded maintenance, replacement of deteriorated sidewalks and connection of existing sections of sidewalks. (Transportation Guidelines 5, 6 and 7) The Parkland Neighborhood Plan Task Force has indicated that the sidewalks along Virginia Avenue between 26th and 28th Streets are deteriorated and need replacement.

Implementation measures include:

- a) encouraging homeowner maintenance of sidewalks on their land.
- b) constructing sidewalks in areas that lack them and where need is demonstrated.
- c) seeking public funding for reconstruction of large sections of deteriorated sidewalk.
- d) investigating group purchasing as a means to reduce construction costs if public funding is not available.

Participants: Sidewalk maintenance is the responsibility of the adjoining property owner. The plan recommends increased efforts by residents and property owners to maintain the sidewalks. Removing litter and controlling weeds would improve the appearance of the area and increase safety. Irregular surfaces and holes should be marked in some way to warn pedestrians. Neighborhood work days may encourage residents to take greater interest in the condition of their sidewalks. The Parkland Alliance should coordinate these cleanup efforts.

Construction of new sidewalks or reconstruction of deteriorated sidewalks in the City is generally done by a private contractor under the supervision of the City Public Works Department. Determination of areas in need of sidewalks is usually worked out between the Aldermen, affected residents and other parties in the area and the Works Department. The Parkland Alliance should also seek, through its Aldermen, public funding for construction or reconstruction of sidewalks. Moreover, the Alliance should investigate group purchasing techniques to reduce construction costs if public funding is not available.

Group purchasing entails several property owners combining their construction needs to create a single, larger project. Competitive bidding can lower the costs below what individuals would have had to pay. Contractors benefit from the reduced costs associated with a larger job (less set-up time, etc.) and pass along these savings to the neighborhood.

Funding: The sidewalk maintenance portion of this recommendation, since it is a volunteer effort with no cost, would not require special funding. Construction of sidewalks, on the other hand, is costly (approximately \$8 per sq. yd., or \$1200 for a 100 foot section of 6 foot wide sidewalk) and there are no City funds available specifically for this purpose. There are, however, both general revenue and Community Development Block Grant funds available for discretionary use by each Alderman. It is possible that these funds be used for sidewalk construction. If public funding is not available however, residents of Parkland, through the Parkland Alliance, should investigate techniques of purchasing materials and funding construction of sidewalks as a group to reduce costs.

## 7. Crosswalks

At some intersections in the Parkland neighborhood existing crosswalk lines are in need of repainting. At least one intersection, Greenwood Avenue and 32nd Street, has significant levels of pedestrian traffic and currently lacks crosswalks. This plan recommends that crosswalk conditions be improved in areas of need throughout the neighborhood. (Transportation Guideline 8)

Implementation measures include:

- a) Repainting crosswalk lines as needed.
- b) Providing crosswalk lines in areas of high pedestrian concentration.

Participants: Pavement markings, such as crosswalk lines, are the responsibility of the City Public Works Department. The City repaints pavement markings every other year as needed. In order to get crosswalk lines added to intersections with significant levels of pedestrian traffic, participation and interest on the part of residents is helpful. A letter sent by the Parkland Alliance to the Public Works Department requesting crosswalk lines at specific intersections would begin the implementation process for this recommendation.

Funding: These activities are undertaken on a regular basis by the City Public Works Department and their cost is included in the department's operating budget. Thus, no special funding would be required to implement this recommendation.

#### 8. Improving Railroad Crossings

Several of the railroad crossings in Parkland have uneven, deteriorated approaches. Specific locations are shown on the Transportation Recommendations map, Figure II-4. This plan recommends that deteriorated approaches be resurfaced. (Transportation Guideline 96)

Implementation measures include:

- a) encouraging neighborhood residents to more frequently inform the City Public Works Department and railroad company of approaches and crossings in need of immediate repair.
- b) repaving approaches and crossings where deteriorated.

Participants: The City Public Works Department is the primary implementing agency for this recommendation. Residents of Parkland would also play an important role. Residents, through the Parkland Alliance, should inform the Public Works Department of approaches and crossings in need of immediate repair. Acting on this information, the Public Works Department will inspect the location and determine what work needs to be done. The Public Works Department is then responsible for obtaining funding for the improvement if needed, and for contracting with outside firms that are sometimes needed to do construction or engineering work. The Works Department must also work out a cooperative agreement with the Southern Railway System concerning what costs and construction activities will be dealt with by each party. The railroad company is responsible for at least some of the cost and often chooses to do its own construction work. It is therefore recommended that residents inform both the Public Works Department and the railroad company.

Funding: In the past, funding for crossing improvements has come from Federal Urban Systems Funds (75% federal funding, 25% local funding) and other sources. For those crossings on roadways that are part of the Federal Urban System (Dumesnil Street, Virginia and Garland Avenues), this would be a likely source of funding. For crossings on other roadways, improvements to approaches might be funded as part of repaving the whole roadway through the City's repaving program. As mentioned above, the railroad company is also responsible for a portion of the cost of improving approaches. The railroad's portion of the cost and construction responsibilities are determined through a negotiated agreement with the City.

#### 9. Improving High Accident Locations

The safe use of neighborhood streets is vital to the preservation of any area. This recommendation seek to reduce the frequency of accidents and generally improve safety at the intersections of 26th and 28th Streets with Broadway. (Transportation guidelines 10a, b



and c). In addition, accident levels at 28th and Virginia should be monitored, to see if improvements are needed at this intersection. Measures to reduce conflicts between cars turning at this intersection may be needed.

Implementation measures include:

- a) studying the need to add a turn phase or make other adjustments to existing traffic signals.
- b) improving signage and pavement markings to inform motorists of appropriate lane usage and traffic patterns.
- c) installing pedestrian crossing signs and walk/don't walk signals.

Participants: The implementing agency for the improvements recommended here would be the City Public Works Department. The Works Department is responsible for signal adjustment and installation, installing signs, and improving pavement markings. In order to initiate the improvement process, the first stage of which would be to analyze each intersection to determine what improvements are needed, the Parkland Alliance should make the wishes concerning the two intersections known to Public Works officials and the Board of Aldermen. Since all of the recommended improvements, except installing walk/don't walk signals, can be implemented quickly without extensive study, the Public Works Department should be encouraged by residents through the Parkland Alliance, to consider immediate implementation of the recommended improvements.

Funding: The City Public Works Department uses several sources of funding to implement the type of improvements recommended here. If eligible, the improvements could be funded with Federal Urban Systems Funds or with Municipal Aid Funds. Moreover, it is possible that all improvements could be funded from the operating budget of the Public Works Department. The cost of improvements would depend on which improvements are needed. Installation of walk/don't walk signals costs approximately \$3,000 per intersection. Other improvements may cost a total of \$1000 or more per intersection.

#### 10. Improving Traffic Flow in Areas of Commercial Activity

In some commercial areas, on-street loading and unloading activities can act to restrict traffic flow by partially or completely blocking traffic lanes. Specific areas of concern include the intersections of 28th and Kentucky and 28th and Greenwood, and the 28th and Dumesnil commercial district which includes the intersection of 28th and Virginia. (Refer to Figure II-4) This plan recommends that the problems created by these activities be reduced to the extent possible while preserving the rights of commercial uses. (Transportation Guidelines 12a, b and c)

Implementation measures include:

- a) placing spot restrictions on parking (i.e., "no parking" zones, or restricted hours) in problem areas.
- b) encouraging commercial vehicles to use side streets or alleys for loading and unloading activities where possible.
- c) designating loading and unloading zones in appropriate areas.

Participants: The primary participants in the implementation of this recommendation would be the Public Works Department and the individual commercial use affected. The Public Works Department is responsible for actually placing spot restrictions on parking and designating loading zones. It is recommended that the Public Works Department inspect the sites mentioned above and others as requested by the neighborhood to determine if any restrictions are needed. The individual commercial use would be responsible for applying for designation of a loading zone for its business. Application for a loading zone is made to the Public Works Department. Upon application the Works Department will inspect the site to determine feasibility for a loading zone. If feasible, the owner of the

affected business is then responsible for paying the annual fee for the loading zone. Once paid, the Works Departments installs appropriate signs. The proposed business association to be formed in Parkland should provide a forum for discussion of the need for loading zones or shifting loading and unloading to side streets and alleys. Residents of the area, through the Parkland Alliance, would also be involved in that they should encourage those commercial uses that create problems to use side streets or alleys for loading and unloading activities where possible, and to apply for designated loading zones for appropriate locations.

Funding: The Public Works Department, as part of its normal activities, studies areas to determine need for parking restrictions, installs signage, and upon fee payment, designates loading zones. The individual commercial use would be responsible for any cost associated with the application for or designation of a loading zone for their business. The cost for designation of a loading zone is \$4 per lineal foot of zone to be paid yearly. The minimum zone size is 20 feet with the appropriate size considered to be as long as the largest vehicle that is anticipated to use it. Thus no special public funding would be required to implement this recommendation.

## E. PRIORITIES

The preceding section of the plan identified measures to implement the transportation recommendations for Parkland. The sequencing and relative importance of implementation measures is established in this final section of the plan. For each implementation action, the responsible agency and timeframe for starting the action are indicated. The priority of implementation actions is also established. The priorities indicated in the following table was developed by the Parkland Alliance, and agrees with the priorities recommended by the Planning Commission staff.

The implementation measures for transportation recommendations are summarized in Table II-4. Recommended actions have been organized into three groups according to their relative priority. Highest priority actions are those measures that are most significant for implementation of the transportation plan. The priority rankings indicate the importance of the recommended action, rather than the time at which it should occur. The "startup time" entries indicate when steps should be taken to bring the implementation action "on line". Immediate actions should be undertaken as soon as possible to implement the recommended action after adoption of the neighborhood plan by the Board of Aldermen. Short-range actions should be undertaken between 6 months and 18 months after the Board's adoption of the plan. Measures to implement medium-range actions should be taken in the period between 18 months and 3 years from the time of plan adoption.

TABLE II - 4

TRANSPORTATION IMPLEMENTATION AND PRIORITIES

<u>Implementation Measure</u>	<u>Responsible Agency</u>	<u>Startup Period</u>
<b>1. <u>Highest Priority Actions</u></b>		
Meetings between the City, Railroad and residents concerning the train blockage problem.	Parkland Alliance (PA)/ Board of Aldermen	Immediate
Coordinate through the Parkland Alliance immediate implementation of solutions generated at meeting (see measure above).	PA/Board of Aldermen	Short-range
Adjust traffic signal at 28th and Dumesnil from 2 phases to 3.	City Public Works Dept.	Under way
Install pedestrian signs and signals at Broadway and 28th Street.	Public Works Dept.	Short-range
Continue policy requiring installation of wheelchair ramps as part of any sidewalk reconstruction, seek funds for ramps in high traffic areas.	Public Works Dept., PA	On-going
<b>2. <u>High Priority Actions</u></b>		
Analyze Broadway's intersections with 26th and 28th Streets to determine need for signal, signage and pavement marking improvements.	Public Works Dept.	Short-range
Encourage commercial vehicles to use side streets and alleys for loading activities.	Parkland Business Association (recommended)/PA/ Louisville Police Dept.	Short-range
Encourage residents to inform Public Works of deteriorated pavement conditions and to keep streets and alleys clean.	Parkland Alliance	Immediate
New construction or replacement of sidewalks by Public Works or private individuals or groups.	Parkland Alliance/ Public Works Dept.	Short-range
Implementation of reconstruction of 28th and Dumesnil intersection.	Public Works Dept. PA, Board of Aldermen	Medium-range
Provision of adequate off-street parking in the 28th and Virginia-Dumesnil commercial area.	Private Developer/ Board of Aldermen Parkland Business Association (recommended)	Medium-range






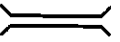

### 3. Medium Priority Actions

Have TARC study ridership in the neighborhood to determine where shelters are needed.	TARC	Short-range
Encourage private groups to install benches where shelters are inappropriate.	Parkland Alliance/ Business Association	Medium-range
Encourage homeowner maintenance of sidewalks on their land.	Parkland Alliance	Short-range
Repaint crosswalk lines as needed.	Public Works Dept.	On-going
Provide crosswalk lines in areas of high pedestrian concentration.	Public Works Dept.	Immediate
Repave deteriorated railroad approaches and crossings.	Public Works Dept./ Southern Railway System	On-going
Restrict parking in problem areas and designate loading zones in commercial areas.	Public Works Dept./ Individual business	Short-range

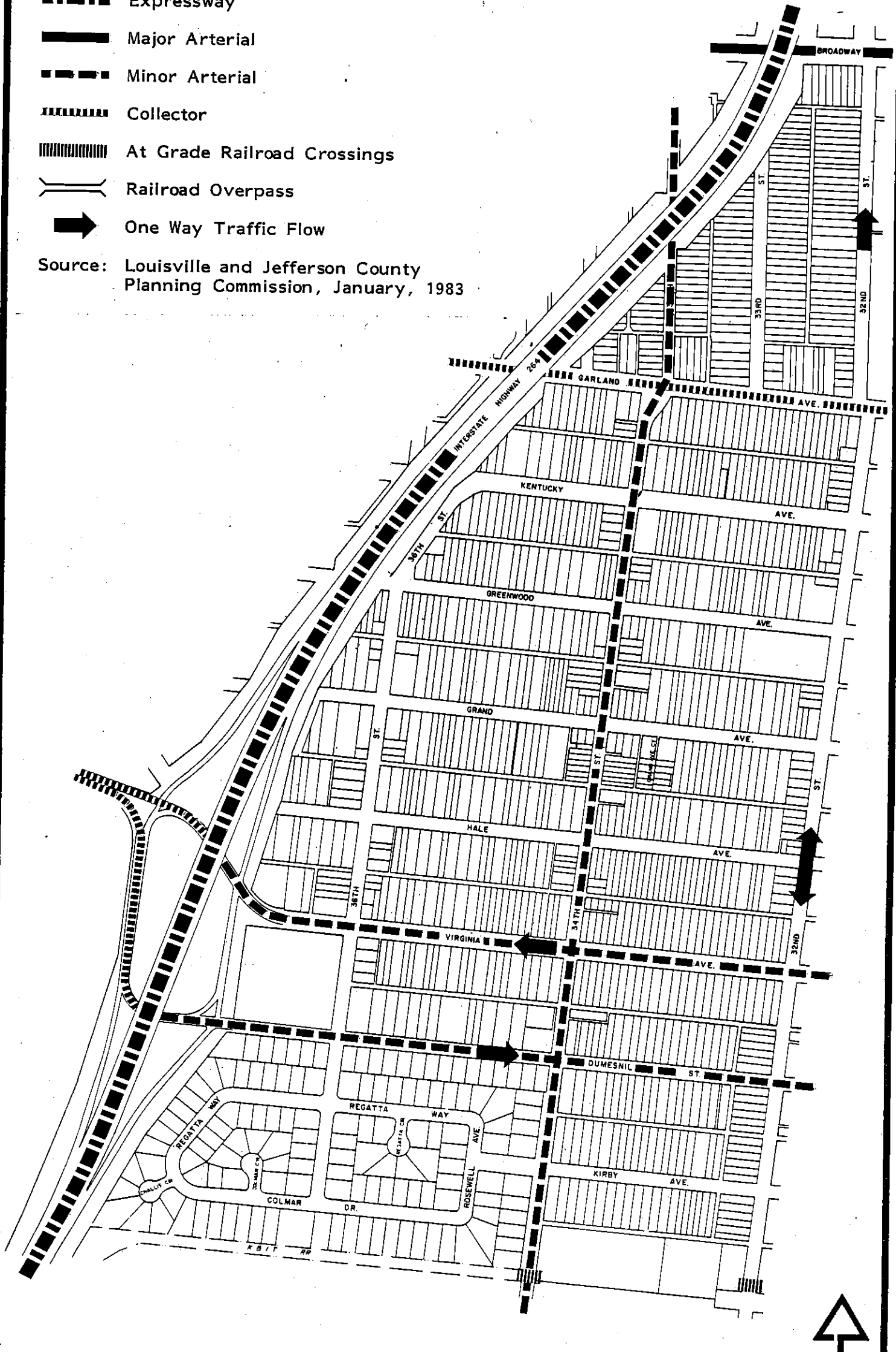
## II. TRANSPORTATION

figures ...

**LEGEND**

-  Expressway
-  Major Arterial
-  Minor Arterial
-  Collector
-  At Grade Railroad Crossings
-  Railroad Overpass
-  One Way Traffic Flow

Source: Louisville and Jefferson County Planning Commission, January, 1983



**PARKLAND NEIGHBORHOOD**  
 Louisville and Jefferson County Planning Commission

**FUNCTIONAL STREET CLASSIFICATION AND TRAFFIC FLOW**

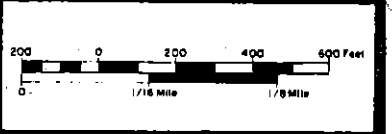
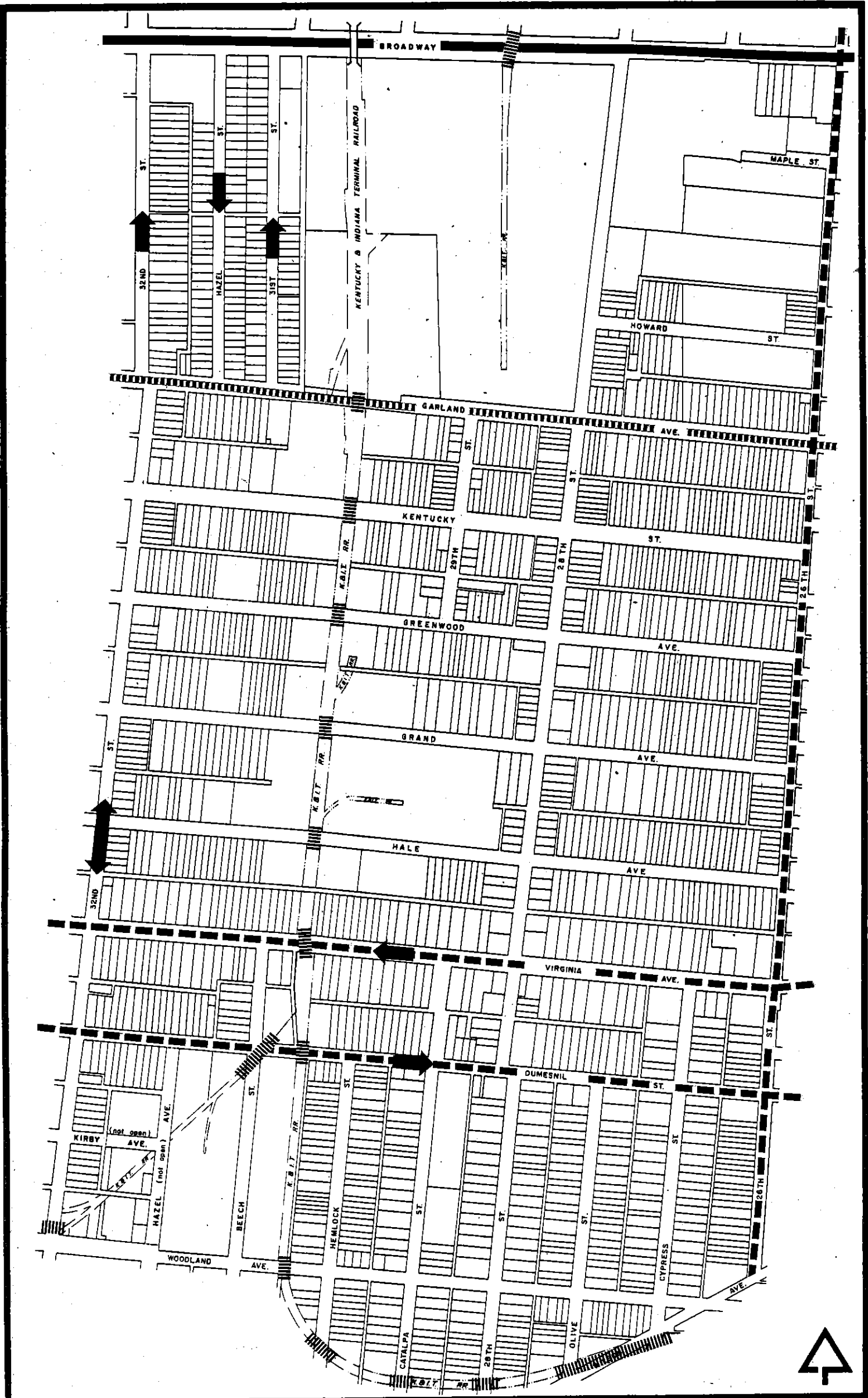
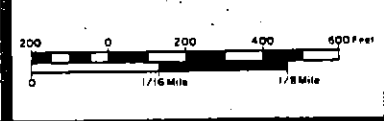


FIGURE 11 - 1



## FUNCTIONAL STREET CLASSIFICATION AND TRAFFIC FLOW





LEGEND

- ⑫ TARC Route and Number
- Park and TARC Lot
- Bus Shelter

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

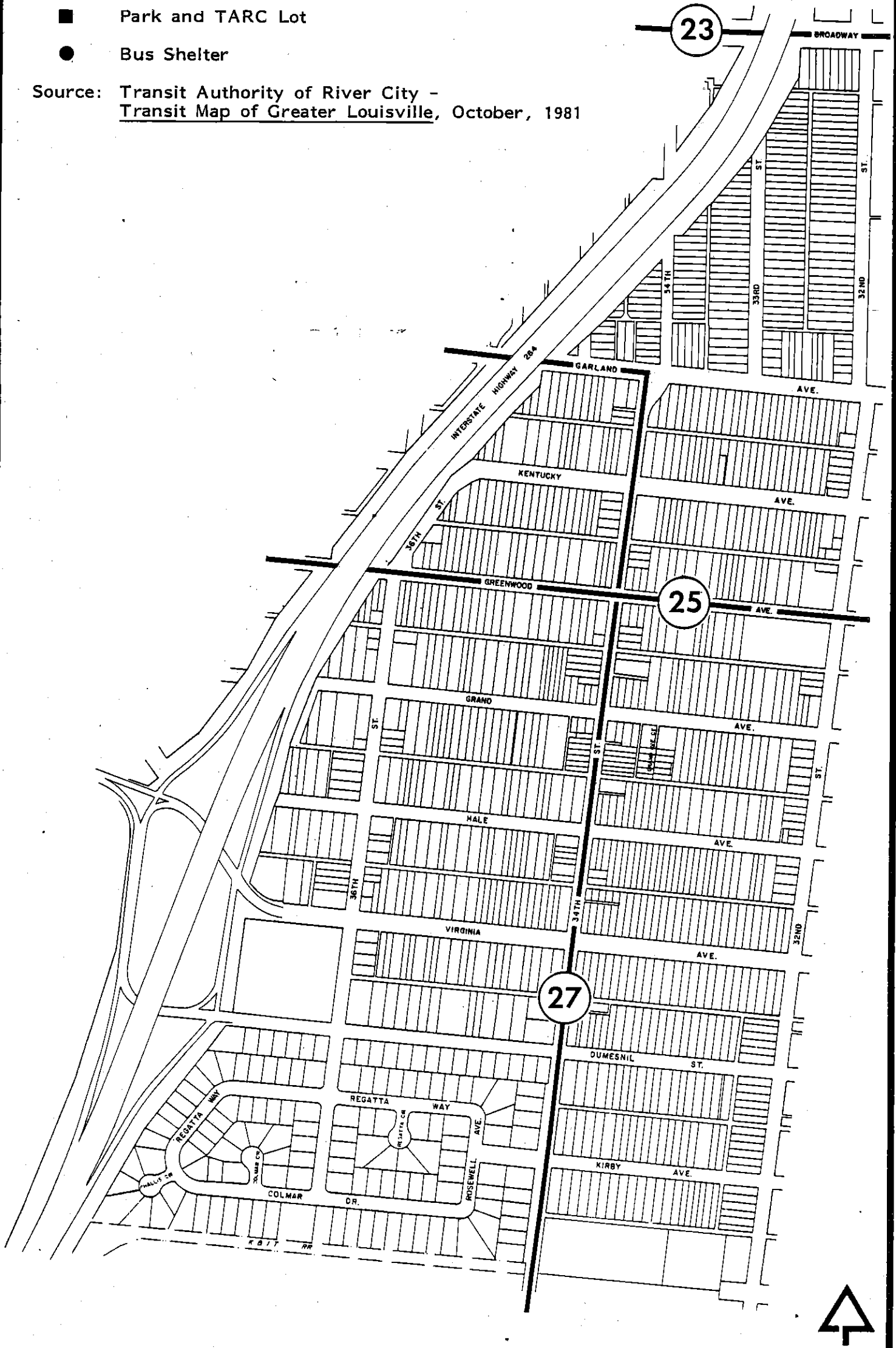
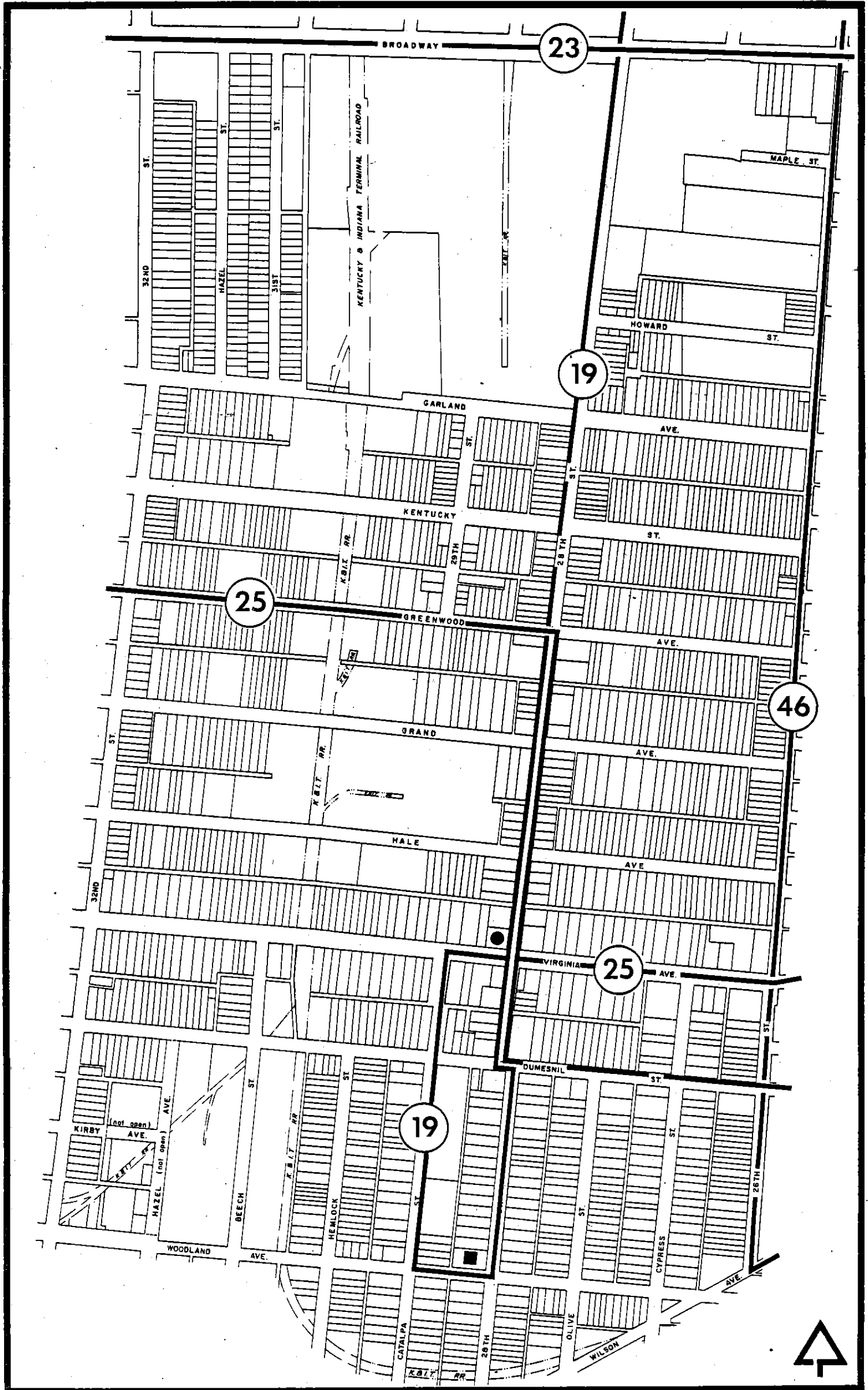







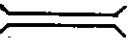


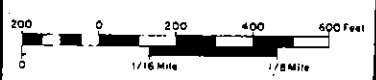
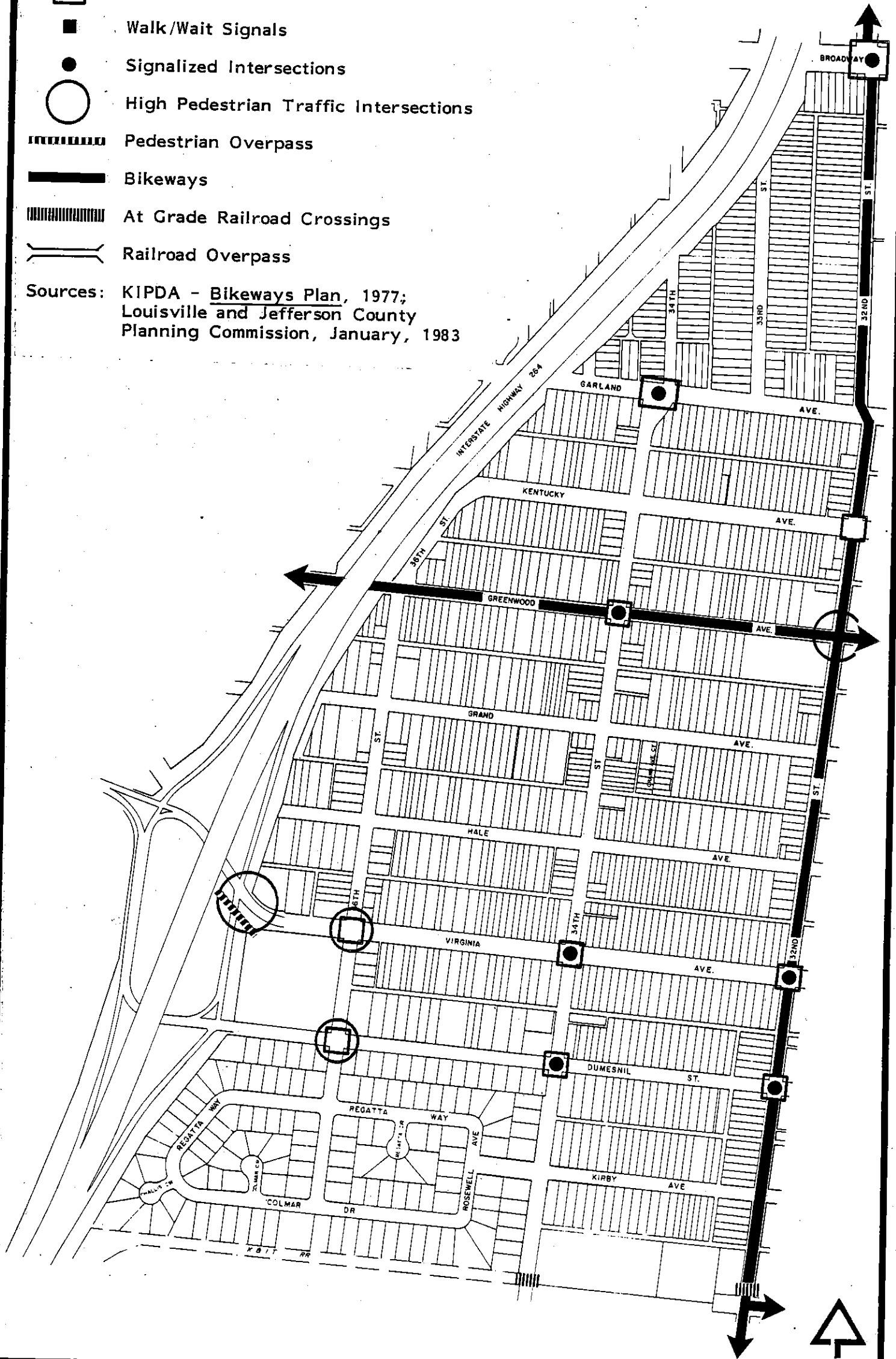
FIGURE II - 2

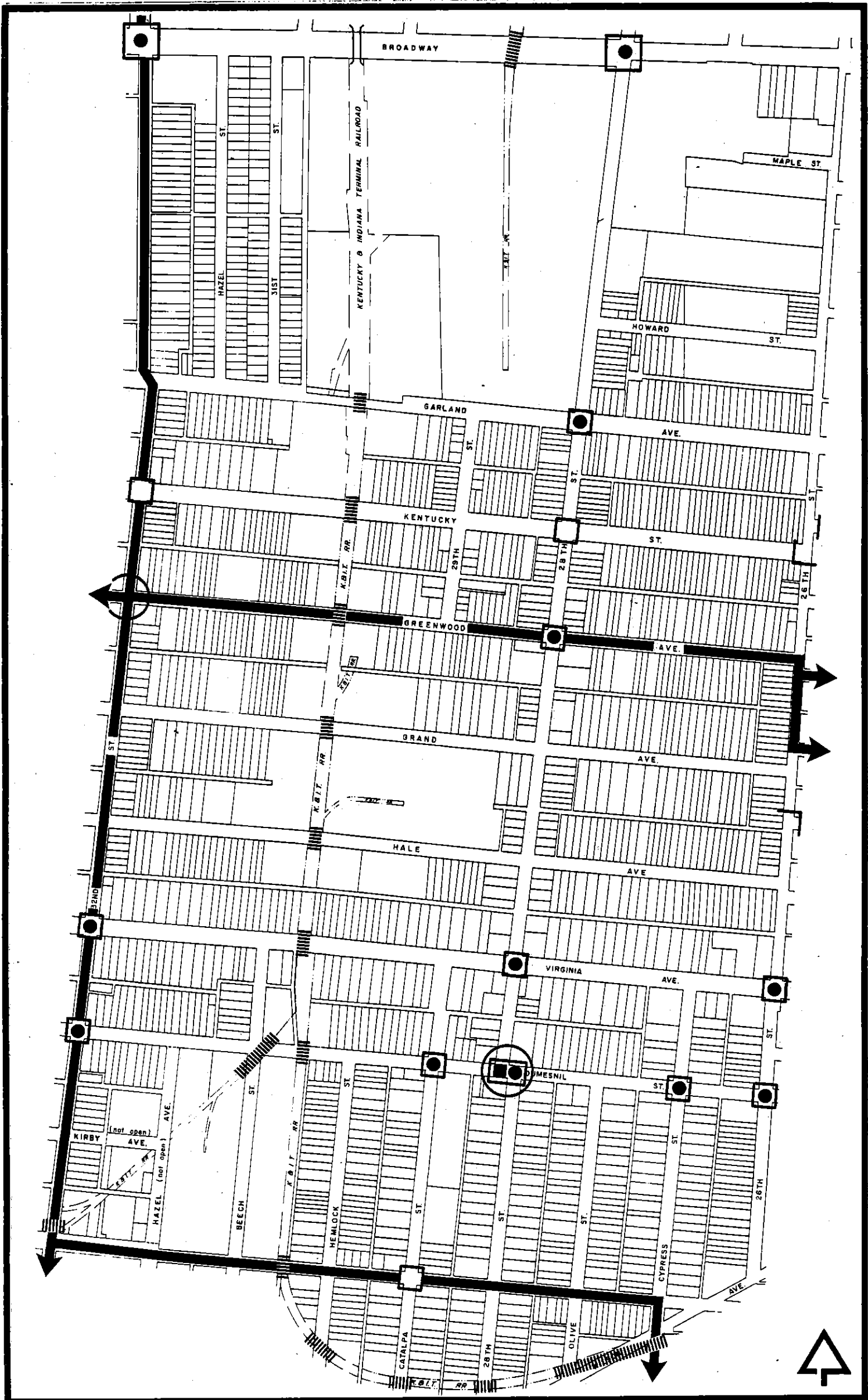


**LEGEND**

-  Crosswalk Lines
-  Walk/Wait Signals
-  Signalized Intersections
-  High Pedestrian Traffic Intersections
-  Pedestrian Overpass
-  Bikeways
-  At Grade Railroad Crossings
-  Railroad Overpass

Sources: KIPDA - Bikeways Plan, 1977;  
 Louisville and Jefferson County  
 Planning Commission, January, 1983





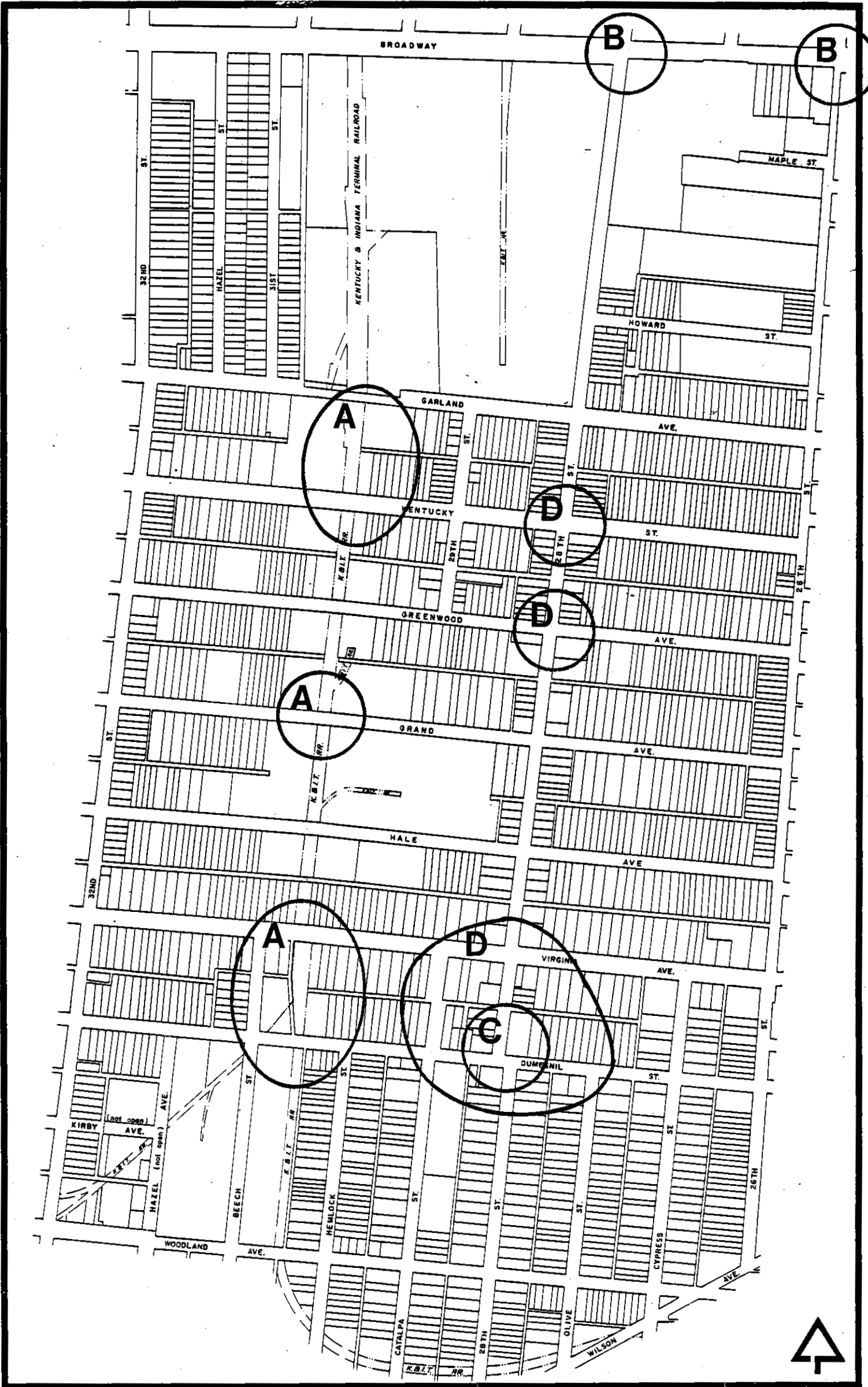
## TRANSPORTATION RECOMMENDATIONS

The transportation recommendations represented on the map on the opposite page are facility-specific recommendations. None of the facility-specific recommendations were targeted toward the western half of the neighborhood so the map corresponding with that portion of the neighborhood was not included here.

### LEGEND

<u>Facility-Specific Recommendation</u>	<u>Location</u>	<u>What It Involves</u>
A*	at railroad crossings	bringing concerned parties together to respond to the issue of traffic blockage, repave approaches and crossings.
B	at high accident locations	install or improve traffic signals, signage, pavement markings, pedestrian crossing signs and walk/don't walk signals.
C	at 28th and Dumesnil	improve timing and phasing of traffic signals, begin process of reconstructing intersection, provide adequately designed off-street parking.
D	areas of commercial activity	spot restriction of parking in problem areas, use side-streets or alleys for loading, designate loading zones.

\*letter corresponds with letters on map.



## APPENDIX

- A. Parkland Neighborhood History
- B. Summary of Requirements of Zoning Districts
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## APPENDIX A

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### HISTORY

Excerpted from Parkland Neighborhood Study, prepared for Kentucky Minority Business Association and Louisville Urban League, by Anderson & Associates, September 1980. Reproduced with permission.

The summary of Parkland's history presented as part of this study is taken from the "Louisville Survey West, Final Report", prepared by Marcia Dalton for the Preservation Alliance of Louisville and Jefferson County, Inc. in April 1977, the "National Register of Historic Places Inventory - Nomination Form", prepared by M.A. Allgeier, researcher for the Louisville Landmarks Commission, and Target '80--Overall Economic Development Program, Louisville, Kentucky.

One of the earliest, most ambitious, and best documented subdivisions is Parkland. This tract, which had been farmland owned by the Canby, Friedenberger, and Davidson families in the 1860's, was platted for development by Morris and Southwick about 1870 and incorporated in 1874. The original boundaries ran from the city boundary of Louisville on Twenty-Sixth Street (Shippingport Road) on the east, to the Gaar property on the west (Thirty-Second Street), 200 feet north of Garland Avenue on the north, and Cane Run Road and Gibson Lane on the south. The tract was divided into fifteen hundred lots, fifty feet by two hundred feet (twice as deep as the average western Louisville lot). Although Grand Avenue was an imposing one hundred forty feet wide, no provisions for parks or green strips were made.

The sales pitch was directed to speculators, out-of-town buyers and the middle class. Lots originally sold for \$350.00 with \$50.00 down. The depression in the mid-1870's caused early sales to be slow, but by the mid-1880's development was brisk.

The social and economic status of Parkland residents was varied.



Virginia Avenue and Catalpa Street were lined with large houses occupied by several families listed in the Blue Book. More modest cottages were built on the adjoining streets. In 1879 the Parkland Improvement Company built ten cottages and forty two-story houses averaging seven rooms.

In 1874 Parkland was chartered as a "city" by the Kentucky General Assembly. In 1888 the city undertook to extend its boundaries north to Broadway Street and west to the Ohio River, but this ambitious project was never realized. The tornado of 1890 dealt a severe blow to the area, cutting a swath six blocks wide. Four years later, in January 1894, Parkland was annexed by the City of Louisville, but it remained a prestigious neighborhood for years and retains its identity to this day. In 1918 Parkland was described as follows: "bright green lawns checkered with sunshine and shade, the most modern and improved styles of cheerful homes, bungalows, cottages and palatial residences with substantial garages in the background to some of them. The charming and whimsical Victorian houses still line Virginia Avenue today, many in sad disrepair, but still wearing the grace and dignity of their past.

In 1950 there were three major black neighborhoods in western Louisville: "Downtown" (Russell), California, and Parkland-Little Africa. In the decade of the '50s, the black population grew -- especially in the Parkland-Little Africa area where two new housing projects were built -- but the neighborhood outlines remained roughly the same. The 1960s brought a rapid transformation however:

The flight of white families to suburban destinations and the subsequent transfer of property was exceedingly rapid in Louisville's "West End". A corridor of predominantly white occupied housing positioned between the 'Downtown-California' area

and the 'Parkland-Little Africa' cluster was almost completely transformed racially.....  
In less than a decade over 40,000 people were involved in a massive exchange of property occurring over nine contiguous census tracts... The massive scale of inner city population transfers often goes unrecognized in the migration literature. In Louisville's case, the number of people involved was larger than the size of many small cities. It is very difficult for a nonparticipant to describe the human drama that accompanied mass movement in Louisville's 'West End'. <sup>1</sup>

There are 394 contributing structures in the Parkland historical district with the large majority being residential structures. Most of the residences are spaced evenly and are at a consistent set back from the street, creating a harmonious inter-relationship of structures. The condition of the structures range from excellent to deteriorating, but most are in good, stable condition and are owner occupied.

The architectural significance of the Parkland Historical District is found in the unique collection of Queen Anne and Victorian residences, as well as the many unusual features of the vernacular structures. The development of Parkland by so relatively few developers in the 1890s and early 1900s has given the district a cohesive quality and distinct identity, unlike any other neighborhood in Louisville. Just as the early Parkland residents fought to protect their handsome new investments with strict ordinances, the current Parkland residents are fighting to preserve the heritage of Parkland. <sup>2</sup>

The intersection of Twenty-Eighth Street and Dumesnil Street was at one time a prosperous shopping district at the heart of the

Parkland community, employing 100 to 150 people. In May of 1968, violence and looting erupted along Twenty-Eighth Street, lasting three days and leaving two dead. Stores in the Parkland commercial area suffered heavy losses. According to Parkland businessmen, the area has been in a downward spiral, and many small businesses have failed or left the area. Of 25 Parkland merchants still in business in 1970, 10 are still open. At present, most of the remaining merchants are seeking financial concerns to help revitalize the area businesses.<sup>3</sup> Reasons for continued stagnation in the area include lack of financing for business development, crime, unavailability of insurance, lack of support from city, county, state and federal governments, insufficient public services, no spokesman group existing for the whole area, insufficient services such as lighting and streetcleaning, and an insufficient overall volume of shoppers due to area declination.

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<sup>1</sup> Louisville Survey West, Final Report - 1977  
Preservation Alliance of Louisville and Jefferson County, Inc.

<sup>2</sup> National Register of Historic Places Inventory--Nomination Form - 1980

<sup>3</sup> Target '80 - Overall Economic Development Program for Louisville, Kentucky - 1972

APPENDIX B

Uses Permitted in Zoning Districts  
in Parkland

SUMMARY OF REQUIREMENTS OF ZONING DISTRICTS

ZONING DISTRICT	MINIMUM LOT SIZE		DWELLING UNITS per acre	MINIMUM AREA REQUIREMENTS per dwelling unit	MINIMUM YARD REQUIREMENTS					MINIMUM DISTANCE BETWEEN BUILDINGS	MINIMUM USABLE OPEN SPACE per dwelling unit	MAXIMUM BUILDING HEIGHT		MAXIMUM FLOOR AREA RATIO (see note)		
	area	width			front	total	side min.	street	rear			stories	feet			
<i>Residential</i>	<i>single-family</i>	R-E	40,000 sq. ft.	150'	1.08	40,000 sq. ft.	90'	*	*	90'	50'	15'	5,000 sq. ft.	2 1/2	35'	0.15
		R-1	40,000 sq. ft.	150'	1.08	40,000 sq. ft.	75'	45'	15'	25'	25'	15'	-	2 1/2	35'	0.3
		R-2	20,000 sq. ft.	100'	2.17	20,000 sq. ft.	30'	30'	10'	30'	25'	15'	-	2 1/2	35'	0.5
		R-3	12,000 sq. ft.	75'	3.63	12,000 sq. ft.	30'	22.5'	7.5'	30'	25'	15'	-	2 1/2	35'	0.5
		R-4	9,000 sq. ft.	60'	4.84	9,000 sq. ft.	30'	18'	6'	30'	25'	15'	-	2 1/2	35'	0.5
	R-5	6,000 sq. ft.	50'	7.26	6,000 sq. ft.	25'	10'	5'	25'	25'	15'	-	2 1/2	35'	0.5	
	<i>multi-family</i>	R-5A	6,000 sq. ft.	50'	12.01	3,625 sq. ft.	25'	10'	5'	25'	25'	*	-	2 1/2	35'	0.28
		R-6	6,000 sq. ft.	50'	17.42	2,500 sq. ft.	25'	10'	5'	25'	25'	*	-	2 1/2	35'	0.75
		R-7	6,000 sq. ft.	50'	34.84	1,250 sq. ft.	25'	10'	5'	25'	25'	*	600 sq. ft.	-*-	-	1.0
		R-7A	6,000 sq. ft.	50'	34.84	1,250 sq. ft.	25'	10'	5'	25'	25'	*	600 sq. ft.	-*-	-	1.0
R-8		6,000 sq. ft.	50'	58.08	750 sq. ft.	25'	10'	5'	25'	25'	*	300 sq. ft.	-*-	-	3.0	
R-8A	6,000 sq. ft.	50'	58.08	750 sq. ft.	25'	10'	5'	25'	25'	*	300 sq. ft.	-*-	-	3.0		
R-9	5,000 sq. ft.	50'	435.00	*	15'	10'	5'	15'	25'	*	150 sq. ft.	-*-	-	4.0		
R-10	5,000 sq. ft.	50'	-	*	15'	10'	5'	15'	25'	*	150 sq. ft.	-*-	-	4.0		
<i>Commercial</i>	H-5	43,560 sq. ft.	150'	N/A	43,560 sq. ft.	60'	30'	-	60'	30'	-	-	2 1/2	35'	-	
	C-N	-	-	17.42	-	30'	-	-	30'	30'	-	-	2 1/2	35'	0.25	
	C-1	-	-	34.84	-	-	-	-	-	20'	*	-	-*-	-	0.5	
	C-2	-	-	-	-	-	-	-	-	20'	-	-	-*-	-	5.0	
	C-3	-	-	-	*	-	-	-	-	20'	-	*	-*-	-	10.0	
	C-4	-	-	-	-	-	-	-	-	20'	-	-	-*-	-	5.0	
	C-5	6,000 sq. ft.	50'	34.84	-	25'	5'	-	25'	25'	-	-	-*-	-	1.0	
<i>Industrial</i>	M-1	-	-	N/A	-	-	-	-	-	-	-	-	3	45'	2.0	
	M-2	-	-	N/A	-	-	-	-	-	-	-	-	-*-	-	3.0	
	M-3	-	-	N/A	-	-	-	-	-	-	-	-	-*-	-	4.0	
	M-P-1	2 Ac.	150'	N/A	25 Ac/district 2 Ac/district	50'	30'	-	50'	30'	-	-	-	45'	0.5	
	M-P-2	2 Ac.	150'	N/A	25 Ac/district 2 Ac/district *	50'	30'	-	50'	30'	-	-	-	-*-	-	0.75
	M-P-2A	1 Ac.	100'	N/A	100 Ac/district 2 Ac/district	25'	5'	-	15'	15'	-	-	-	-*-	-	1.0
	M-R	5 Ac.	-	N/A	50 Ac/district 5 Ac/district	50'	30'	-	50'	30'	-	-	-	-	-	0.05
	R-T	1/2 Ac.	-	N/A	-	-	-	-	-	-	-	-	-	-	-	-

\* See Zoning District Regulations, appropriate section for information too detailed to summarize here.

note: Floor area ratio is determined by dividing the total floor area of a building by the area of the lot on which it is located.

#### R-1 RESIDENTIAL DISTRICT

The following provisions shall apply in the R-1 Residential District unless otherwise provided in these regulations:

##### A. USES PERMITTED:

Agricultural uses  
Churches, and parish halls, temples, convents, and monasteries  
Colleges, schools and institutions of learning (except trade, business, or industrial schools), not for profit  
Community residences  
Country clubs  
Family care home (mini home)  
Golf courses, except miniature courses, driving ranges, or privately owned golf courses operated for commercial purposes  
Home occupations  
Libraries, museums, historical buildings and grounds, arboretums, aquariums, and art galleries, not for profit  
Parks, playgrounds, and community centers, not for profit  
Single family dwellings  
Temporary buildings, the uses of which are incidental to construction operations being conducted on the same or adjoining lot or tract, and which shall be removed upon completion or abandonment of such construction, or upon the expiration of a period of two years from the time of erection of such temporary buildings, whichever is sooner  
Towers (Radio/TV receiving or transmitting) for non-commercial use, in accordance with Federal Communications Commission and/or Federal Aviation Agency requirements  
Accessory buildings or uses

#### R-5 RESIDENTIAL DISTRICT

The following provisions shall apply in the R-5 Residential District unless otherwise provided in these regulations:

##### A. USES PERMITTED:

All uses permitted in the R-1 Residential District.

Dwellings, semi-detached on lots recorded before June 17, 1954, where each dwelling unit is constructed on its own lot and meets all other requirements of this zoning district.

Dwellings, attached, when constructed in accordance with Section V, Part G.

#### R-6 APARTMENT DISTRICT

The following provisions shall apply in the R-6 Apartment District unless otherwise provided in these regulations.

##### A. USES PERMITTED:

All uses permitted in the R-1 Residential District  
Group houses  
Dwellings, Two Family  
Multiple-family dwellings  
Row houses as provided for in Section III. (RHD)

#### R-7 APARTMENT DISTRICT

The following provisions shall apply in the R-7 Apartment District unless otherwise provided in these regulations:

##### A. USES PERMITTED:

All uses permitted in the R-6 Apartment District  
Boarding and lodging houses  
Fraternities, sororities, clubs, and lodges, excluding those the chief activity of which is a service customarily carried on as a business

#### R-8 APARTMENT DISTRICT

The following provisions shall apply in the R-8 Apartment District unless otherwise provided in these regulations:

##### A. USES PERMITTED:

All uses permitted in the R-7 Apartment District  
Day Care Centers, Day Nurseries, Nursery Schools and Kindergartens  
Professional Offices as allowed in the C-5 Professional Office District

#### C-1 COMMERCIAL DISTRICT

The following provisions shall apply in the C-1 Commercial District unless otherwise provided in these regulations:

##### A. USES PERMITTED:

All uses permitted in the R-7 Apartment District  
Automobile parking areas, public and private  
Automobile service stations  
Bakeries, retail (all products produced to be sold on the premises only)

Banks  
 Barber shops  
 Beauty shops  
 Beer Depots where alcoholic beverages are not consumed on the premises  
 Bicycle sales and service  
 Bowling alleys, provided the building is sound proof  
 Book stores  
 Business schools  
 Confectionery or candy stores, retail (all products produced to be sold on the premises only)  
 Community buildings  
 Day Care Centers, Day Nurseries, Nursery schools and Kindergartens  
 Department stores  
 Dressmaking or millinery shops  
 Drug stores  
 Dry cleaning, dyeing, pressing, and laundry; distributing stations or retail business where no cleaning, dyeing, pressing or laundry is done for other distributing stations or cleaning establishments  
 Dry goods and notion stores  
 Electric appliance stores  
 Florist shops  
 Funeral homes  
 Furniture stores  
 Grocery stores, including fruit, meat, fish, and vegetable  
 Hardware and paint stores  
 Ice storage houses of not more than five (5) ton capacity  
 Interior decorating shops  
 Jewelry stores  
 Laundries or laundrettes, self-service  
 Music stores  
 Nurseries, retail  
 Office, business, professional and governmental  
 Package liquor stores, where alcoholic beverages are not consumed on the premises  
 Pet shops  
 Photographic shops  
 Radio and television stores  
 Restaurants, Tea Rooms, Cafes, where all customers are served at a table or counter and where dancing or entertainment is excluded  
 Restaurants with drive-through windows having prior approval by the agency responsible for traffic engineering.  
 Shoe repair shops  
 Shoe stores  
 Stationery stores  
 Tailor  
 Towers (Radio/TV Receiving or Transmitting) for commercial use, in accordance with Federal Communications Commission and/or Federal Aviation Agency requirements  
 Toy and hobby stores  
 Variety stores  
 Veterinary hospital, provided the operation is conducted within a soundproofed building, no animals are boarded, and there are no runs or pens outside of the building  
 Wearing apparel shops

## C-2 COMMERCIAL DISTRICT

The following provisions shall apply in the C-2 Commercial District unless otherwise provided in these regulations:

### A. USES PERMITTED

All uses permitted in the R-10 Apartment District and C-1 Commercial District  
 Retail or wholesale stores or businesses not involving any kind of manufacture, processing or treatment of products other than that which is clearly incidental to the business conducted on the premises, and provided that not more than fifty (50) percent of the floor area of the building is used in the manufacture, processing, or treatment of products, and that such operations or products are not objectionable due to noise, odor, dust, smoke, vibration, or other similar causes  
 Auction sales, except animals and tobacco  
 Automobile repair garages  
 Automobile sales agencies  
 Automobile washing stations  
 Bookbinding  
 Bowling Alleys  
 Building materials, storage and sales provided all operations are totally enclosed in a building  
 Cleaning, pressing, and dyeing establishments using non-flammable and non-explosive cleaning fluid  
 Dance halls  
 Dancing instruction  
 Engraving, watchmaking, and jewelry manufacturing, where products are sold on premises  
 Equipment rental, where all activities are within a building  
 Furniture, storage  
 Garages, public  
 Governmental buildings, including armories, storage, maintenance and repair facilities  
 Hotels and motels  
 Kennels  
 Laundries  
 Monument sales  
 Music and vocal instructions  
 Plumbing, and heating shops, storage and sales provided all operations are totally enclosed in a building  
 Printing, lithographing, or publishing establishments, if constructed to insure that there is no noise or vibration evident outside the walls of the buildings  
 Public transportation passenger terminals  
 Public utility buildings and facilities  
 Refrigerated lockers  
 Restaurants, where food and drink may be served or consumed, outside as well as inside a building, including the drive-in restaurants where all or part of the service or consumption is inside a vehicle  
 Rubber stamp manufacturing, where products are sold on premises  
 Sign painting  
 Skating rinks (ice or roller)  
 Storage garages, including repairing and servicing

Taverns, bars and saloons  
Telephone exchanges  
Theaters, enclosed within a building  
Trade Schools  
Upholstery and furniture repair shops  
Used car sales areas, provided that no repair or re-conditioning of automobiles or storage of parts shall be permitted except when enclosed in a building  
Veterinary hospitals

### C-3 COMMERCIAL DISTRICT

The C-3 Commercial zone is intended as a specialized district primarily for the Central Business District (CBD) (bounded by the Ohio River on the north, York Street on the south, the North-South Expressway (I-65) on the east and Roy Wilkins Boulevard on the west) for the location of high density/intensity commercial and residential developments recognizing the CBD as the focal point of the business and commercial area and transportation facilities in Jefferson County, Kentucky.

#### A. USES PERMITTED:

All uses permitted in the R-9 Apartment and C-2 Commercial Districts

### C-5 PROFESSIONAL OFFICE DISTRICT

The following provisions shall apply in the C-5 Professional Office District unless otherwise provided in these regulations:

#### A. USES PERMITTED:

All uses permitted in the R-7 Apartment District and offices for the following professions:

Accountants  
Architects  
Artists  
Attorneys-at-law  
Barber shops  
Beauty shops  
Chiropodists  
Chiropractors  
Day Care Centers, Day Nurseries, Nursery Schools and Kindergartens  
Dentists  
Insurance agents  
Landscape architects  
Land surveyors  
Opticians  
Optometrists  
Osteopaths  
Physicians  
Professional consultant services  
Professional engineers  
Real estate brokers  
Surgeons

### M-1 INDUSTRIAL DISTRICT

The following provisions shall apply in the M-1 Industrial District unless otherwise provided in these regulations:

#### A. USES PERMITTED:

Dwellings only in connection with bonafide agricultural operations, or as living quarters for bonafide caretakers and/or for watchmen and their families

Uses, manufacture, processing, treatment, or storage of the following:

Adhesives, excluding manufacturing of basic components  
Agricultural uses  
Awnings, metal  
Beverage (non-alcoholic) manufacture  
Beverage, blending and bottling  
Blacksmith  
Bookbinding  
Broom and brush  
Button manufacture, except button blanks from shell  
Carbon paper and ink ribbons  
Carpenter, cabinet making, and pattern shops  
Carting and light local deliveries  
Chemicals (packaging only)  
Clay products of handicraft nature including ceramics, pottery, tile (glazed), or similar products  
Cleaning and dyeing of garments, hats and rugs  
Clocks and watches  
Cloth products, including canvas, clothing, garments  
Cosmetics or toiletries  
Electrical appliance and apparatus assembly (small), including fans, fixtures, hot-plates, irons, mixers, motion picture equipment (home), phonographs, radios, television sets, toasters, toys, or similar products, but not including electrical machinery  
Electrical supplies, including cable and wire assemblies, batteries (dry cell), insulation, lamps, switches, or similar supplies  
Flowers, artificial  
Food processing, including bakery products (wholesale), candy manufacture, coffee, tea, and spices (processing and packaging), creamery and dairy operations, ice cream manufacture, macaroni and noodle manufacture, oleomargarine (compounding and packaging only)  
Fur finishing and fur goods, not including tanning, dyeing  
Glass products from previously manufactured glass  
Greenhouses, wholesale  
Hair, felt, or feather products  
Hat finishing and millinery from straw and other fibers  
Ink or ink ribbon, packaging  
Jewelry  
Laboratories, research, experimental or testing, but not including combustion type motor-testing  
Latex paints (water base)

Leather products manufacture (no tanning operations), including shoes, machine belting, or similar products

Luggage

Machines, business, including accounting machines, calculators, card-counting equipment, typewriters, or similar products

Medical appliances, including braces, limbs, stretchers, supports, or similar appliances

Motion picture production

Musical instruments (including pianos and organs)

Novelty products (from prepared materials)

Optical equipment

Paper products, including bags, boxes, bulk goods, containers (shipping), envelopes, interior packaging components, stationery, tubes, wallpaper, or similar products

Pharmaceutical products (compounding only)

Photographic equipment

Plastic molding and shaping, excluding manufacturing of basic components

Precision instruments

Printing, publishing, engraving, including photoengraving

Radio and Television towers and antennas

Scenery construction

Sheet metal shops

Signs and displays (non-metal)

Soaps or detergents, including washing or cleaning powder or soda, packaging only

Statuary and art goods, other than stone and concrete, including church art, figurines, mannequins, religious art, (excluding foundry operations)

Stamp (hand), stencils, and brands

Toys and games

Trade and business schools

Umbrellas and parasols

Upholstery and furniture shops, wholesale

Vehicles, children's, including baby carriages, bicycles, scooters, wagons, or similar vehicles

Warehouse, storage

Wholesale houses and distributors, provided the operation is enclosed in a building

Window shades, venetian blinds, awnings, tarpaulins, and canvas specialties

Wood products, including furniture, baskets, boxes, crates, or similar products, and copperage works (except copperage stockmill)

Accessory Buildings or Uses

#### M-2 INDUSTRIAL DISTRICT

The following provisions shall apply in the M-2 Industrial District unless otherwise provided in these regulations:

#### A. USES PERMITTED:

All uses permitted in the M-1 Industrial District  
Uses, manufacture, processing, treatment, or storage of the following:

Air conditioning, commercial

Aircraft and aircraft parts

Aluminium extrusion, rolling, fabrication, and forming

Animal and poultry raising, commercial

Animal pound

Apparel or other textile products from textiles or other materials, including hat bodies of fur, wool, felt, or similar products.

Assembly and repair of automobiles, bicycles, carriages, engines (new and rebuilt), motorcycles, trailers, trucks, wagons, including parts

Athletic or sports equipment, including balls, baskets, bats, cues, racquets, rods, or similar products

Baskets and hampers (wood, reed, rattan, and the like)

Battery, storage (wet cell)

Bedding (mattress, pillow, quilt), including rebuilding or renovating

Boat manufacturing and repair

Box and crate

Building materials (cement, lime, sand, gravel, lumber, and the like), storage and sales

Bus garage and repair shop

Carpet, rug, mat

Clay, stone, glass products

Coal and coke, storage and sales

Concrete products (except central mixing and proportioning plant)

Culvert

Distilleries, breweries, and non-industrial alcoholic spirits

Exposition building or center

Fairgrounds

Firearms

Food processing, including chewing gum, chocolate, cocoa and cocoa products; condensed and evaporated milk, processing and canning; flour, feed and grain (packaging, blending, and storage only); food products except slaughtering of meat or preparation of fish for packing; fruit and vegetable processing (including canning, preserving, drying, and freezing); gelatin products; glucose and dextrine; malt products; meat products, packing and processing (no slaughtering); yeast

Foundry products (electrical only)

Furniture

Grain blending and packaging, but not milling

Hardware, products or tools, including bolts, brads, cutlery, door knobs, drills, hinges, household items, locks, metal casting (nonferrous), nails, needles and pins, nuts, plumbing appliances, rivets, screws, spikes, staples, tools (hand), or similar products

Heating, ventilating, cooking, and refrigerating supplies and appliances

Hosiery mill



Household appliances, electrical and gas, including stoves, refrigerators, washing machines, clothes dryers, and similar products

Ice, dry or natural

Implements, agricultural or farm

Ink manufacture (mixing only)

Insecticides, fungicides, disinfectants, and related industrial and household chemical compounds (blending only)

Iron or steel (ornamental), miscellaneous, fabrication or assembly, including steel cabinets, doors, fencing, metal furniture, or similar products; cleaning, grinding, heat treatment, metal finishing, plating, polishing, rust proofing, sharpening, or similar processes

Lumber yards

Machine, tool, die, and gauge shops

Machine tools, including metal lathes, metal presses, metal-stamping machines, wood-working machines, or the like

Millwork and planing

Motion picture equipment, commercial

Paint and coating, except manufacturing gun cotton nitro-cellulose lacquers and reactive resin cooking

Pottery and porcelain products

Pencils

Perfumes or perfumed soaps, compounding only

Plating, electrolytic process

Plumbing supplies

Poultry or rabbit, packing or slaughtering (wholesale)

Pulp goods, pressed or molded (including paper-mache products)

Railroad freight terminals and yards

Rubber and synthetic-treated fabric products (excluding all rubber or synthetic processing) such as washers, gloves, footwear, bathing caps, atomizers, or similar products

Safes and vaults

Sheet metal products from metal stamping or extrusion, including containers, costume jewelry, pins and needles, razor blades, bottle caps, buttons, kitchen utensils, or similar products

Shipping containers (corrugated board, fiber or wire-bound)

Silverware, plate or sterling

Storage yard or contractor's shop

Textiles and fibers into fabric goods; spinning, weaving, knitting, manufacturing, dyeing, printing and finishing of goods, yarns, knit goods, threads, and cordage

Tire retreading and vulcanizing shop

Tobacco (including curing) or tobacco products

Training schools (industrial and vocational) including combustion engine schools

Truck or transfer terminal, freight and motor freight stations

Warehouses, produce and storage

Waterfront shipping

Wholesale houses and distributors

Wholesale markets (goods not contained in totally enclosed buildings)

Wood products

### M-3 INDUSTRIAL DISTRICT

The following provisions shall apply in the M-3 Industrial District unless otherwise provided in these regulations:

#### A. USES PERMITTED:

All uses permitted in the M-2 Industrial District  
Uses, manufacture, processing, treatment or storage of the following:

- Aromatic flavoring materials (essential oils)
- Bag cleaning
- Boiler manufacture (other than welded)
- Cider and vinegar
- Concrete, central mixing, and proportioning plant
- Cotton ginning, cotton wadding, or linters
- Electric power and steam generating plants
- Film, photographic
- Flour, feed, grain
- Foundries, ferrous or non-ferrous, brass, bronze
- Forge plants, drop hammer or pneumatic
- Glass and glass products (large), including structural or plate glass, or similar products
- Graphite or graphite products
- Hair, felt, feathers, shoddy, bulk processing, washing, curing and dyeing
- Ink manufacture from primary raw materials (including colors and pigments)
- Insecticides, fungicides, disinfectants, or related industrial or household chemical compounds
- Jute, hemp, sisal, or oakum products
- Lead oxide
- Linoleum and other hard-surfaced floor covering (except wood), oil cloth, oil-treated products, or artificial leather
- Machinery, heavy, including electrical, construction, mining, or agricultural, also repairs
- Metal alloys or foil, miscellaneous, including solder, pewter, brasses, bronzes, tin, lead, gold foils, or similar products
- Metal casting or foundry products, heavy, including ornamental iron work, or similar products
- Metal or metal products; treatment or processing including enameling, japanning, lacquering, galvanizing, and (hot dip) plating
- Molasses
- Monument and architectural stone, monument works
- Motor testing (internal combustion motors)
- Oils, shortenings, and fats (edible)
- Paint, lacquer, shellac, and varnish, including calcimine, casein, colors and pigments, thinners and removers
- Paper and paper board (from paper-making machines)

Pickles, vegetable relish, sauces  
Pottery and porcelain products (coal-fired, including  
bathroom or kitchen equipment, or similar products)  
Race tracks for motor-powered vehicles  
Railroad yard, roundhouse, repair and overhaul shops,  
railroad equipment including locomotive and railroad  
car building and repair  
Rice cleaning and polishing  
Refrigerating plants  
Roofing materials, building paper, and felt (including  
asphalt and composition)  
Rubber (natural or synthetic), including tires, tubes, or  
similar products, gutta percha, chicle, and balata  
processing  
Salt-tanning materials and allied products  
Sauerkraut  
Shell grinding  
Soaps and soap products or detergents, including fat  
rendering, oils, vegetable and animal (non-edible)  
Stone processing or stone products, including abrasives  
such as wheels, stones, paper and cloth, asbestos  
products, stone screening, stone cutting, stone-  
works, sand or lime products, or similar processes  
or products  
Storage of coal and gas, yards and pockets  
Sugar refining  
Synthetic fibers  
Textile bleaching, bleachery, bleaching products, includ-  
ing bluing  
Vitreous enameled products  
Wall board, plaster board, insulation, and composition  
flooring  
Wax products, including candles  
Wood or lumber processing, including sawmills, planing  
mills, cooperage stock mills, excelsior or packing  
materials, plywood veneer, wood-preserving treat-  
ment, or similar products or processes  
Wool pulling or scouring

APPENDIX C

POPULATION AND DWELLING UNIT CHANGE 1950 - 1980, PARKLAND

Census Tract (Year)	10 part		13 part		15 part		17 part		18 part		Parkland Total		Louisville Total	
	D.U.'s	Pop.	D.U.'s	Pop.	D.U.'s	Pop.	D.U.'s	Pop.	D.U.'s	Pop.	D.U.'s	Pop.	D.U.'s	Pop.
1950*	1,803	6,027	356	1,282	423	1,306	456	1,546	187	614	3,225	10,775	111,169	369,129
1960	1,718	5,453	298	1,062	382	1,183	373	1,319	180	560	2,951	9,577	128,333	390,639
1970	1,549	4,538	251	796	343	1,130	420	1,308	162	500	2,725	8,272	129,671	361,472
1980**	1,393	3,481	321	950	282	726	348	961	133	378	2,477	6,496	126,143	298,451
Number Change 1950- 1980	-410	-2,456	-35	-332	-141	-580	-108	-585	-54	-236	-748	-4,279	+14,974	-70,678
% Change 1950 - 1980	-23%	-42%	-10%	-26%	-33%	-44%	-24%	-38%	-29%	-38%	-23%	-40%	+13%	-19%

\* 1950 population is based on a ratio estimate from known D.U. counts.

\*\* In 1980 boundary changes place all of C.T. 10 in Parkland neighborhood.

Source: Census of Population and Housing 1950, 1960, 1970, 1980 Block Statistics

APPENDIX D

CHARACTERISTICS OF HOUSING UNITS, PARKLAND NEIGHBORHOOD: (1970 - 1980)

Census Tract	*10 part		13 part		15 part		17 part		18 part		Parkland Total		Louisville Total	
	1970	1980	1970	1980	1970	1980	1970	1980	1970	1980	1970	1980	1970	1980
Total Dwelling Units	1,549	1,393	251	321	343	282	420	348	162	133	2,725	2,477	129,671	126,081
Occupied Dwelling Units	1,400	1,251	240	301	311	230	388	311	155	124	2,494	2,217	122,683	117,178
Owner Occupied Dwelling Units	860	783	191	260	148	120	198	181	85	73	1,482	1,417	65,350	65,916
Renter Occupied Dwelling Units	540	468	49	41	163	110	190	130	70	51	1,012	800	57,333	51,262
Vacant Units	149	142	11	20	32	52	32	37	7	9	231	260	6,988	8,903
Single Family Units	1,182	1,147	230	310	195	197	245	267	130	116	1,982	2,037	78,796	87,400
Multi Family Units	367	246	21	11	148	85	175	81	32	17	743	440	50,875	38,681

Source: Census of Population and Housing 1970, 1980 Block Statistics

\* In 1980 CT-10 was entirely within the neighborhood due to boundary changes.

APPENDIX E

AGE PROFILE PARKLAND: 1950 - 1980

Census Tract (age)	10 part		13 part		15 part		17 part		18 part		Parkland Total		Louisville Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Under 18														
1950	1,608	27	453	35	381	29	385	25	172	28	2,999	28	103,021	28
1960	1,806	33	432	41	443	37	417	32	190	34	3,288	34	132,343	34
1970	1,682	36	257	32	474	42	508	39	168	34	3,089	37	115,671	32
*1980	960	28	327	34	252	35	285	30	112	30	1,936	30	74,672	25
65 and over														
1950	476	8	85	7	90	7	167	11	52	9	870	8	30,494	8
1960	551	10	96	9	88	7	172	13	58	10	965	10	40,103	10
*1970	545	12	72	9	79	7	118	9	40	8	854	10	44,606	12
*1980	594	17	100	11	74	10	113	12	49	13	930	14	45,550	15

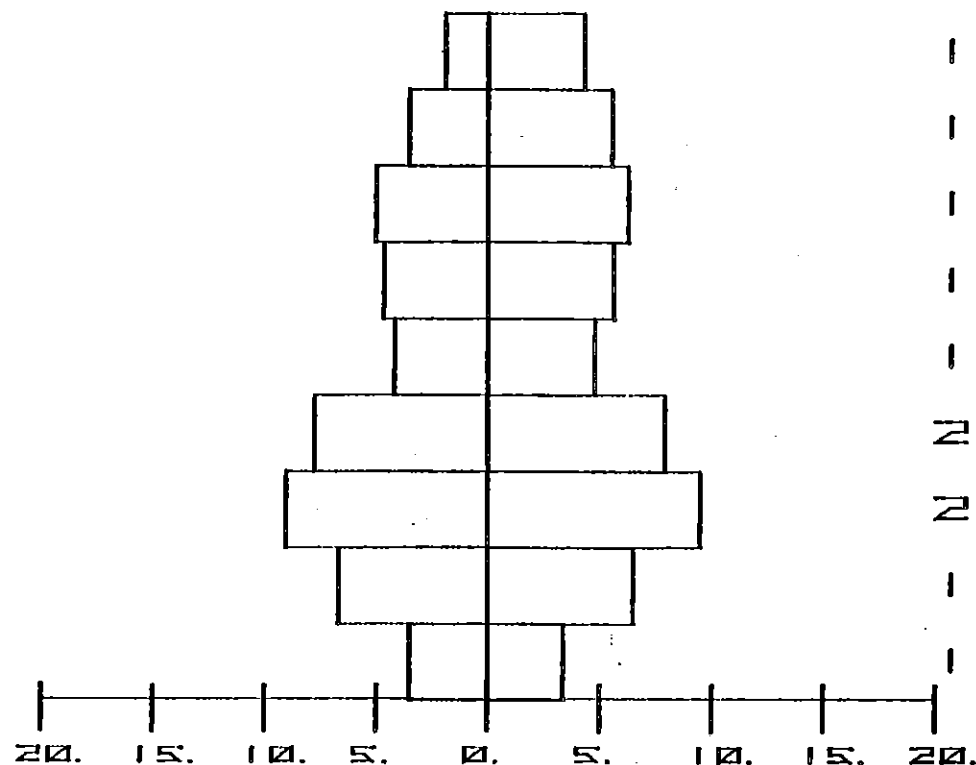
\*Tract level ratio.

Source: Census of Population and Housing 1950, 1960, 1970, 1980.

APPENDIX E (continued)

POPULATION PYRAMID FOR  
LOUISVILLE 1980

AGE GROUPS	NUMBER OF MALES	NUMBER OF FEMALES
75.+	5630.	12891.
65.-74.	10492.	16537.
55.-64.	14951.	18783.
45.-54.	13863.	16814.
35.-44.	12459.	14299.
25.-34.	23106.	23589.
15.-24.	26911.	28316.
5.-14.	19905.	19382.
0.-4.	10425.	10098.



PERCENTAGES

MALE

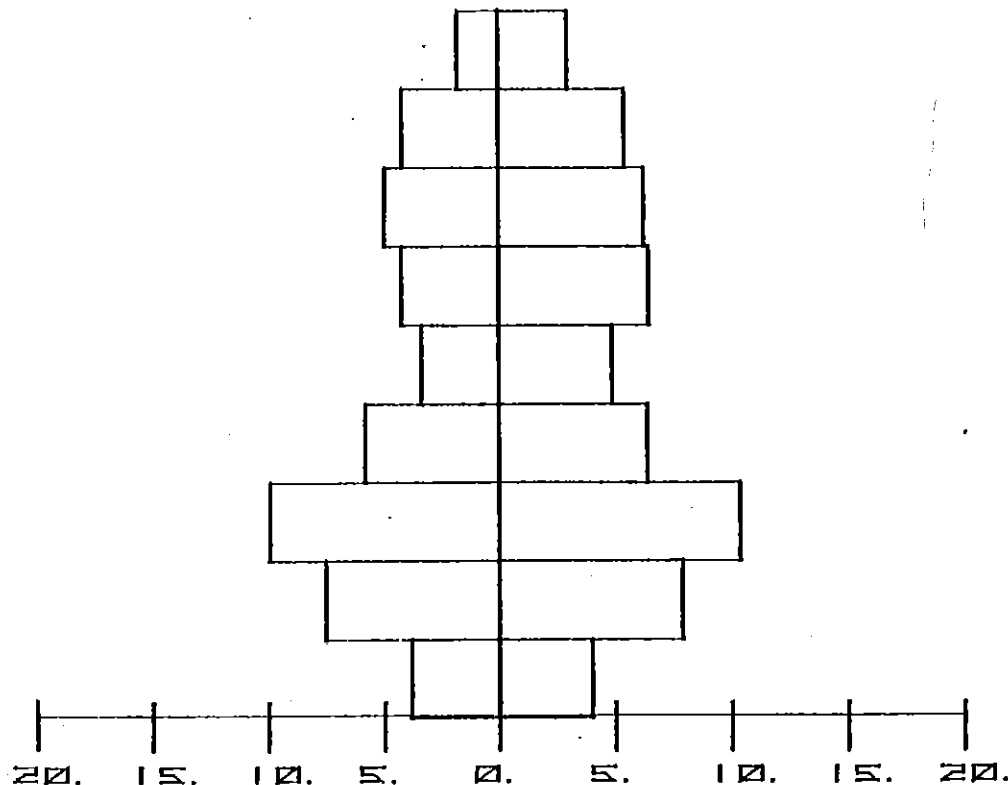
FEMALE

TOTAL POP. = 298451.  
 MALE POP. = 137742.  
 FEMALE POP. = 160709.

APPENDIX E (continued)

POPULATION PYRAMID FOR  
PARKLAND 1980

AGE GROUPS	NUMBER OF MALES	NUMBER OF FEMALES
75.+	115.	193.
65.-74.	271.	351.
55.-64.	321.	405.
45.-54.	273.	418.
35.-44.	217.	316.
25.-34.	376.	414.
15.-24.	643.	673.
5.-14.	486.	511.
0.-4.	248.	259.



PERCENTAGES  
MALE FEMALE

TOTAL POP. = 6490.  
MALE POP. = 2950.  
FEMALE POP. = 3540.

APPENDIX F

EMPLOYMENT AND INCOME, 1970 - 1980, PARKLAND NEIGHBORHOOD

Census Tract	10				13				15				17			
Indicator	1970		1980		1970		1980		1970		1980		1970		1980	
Percent Unemployed	5.2		20.7		4.7		17.6		5.8		16.2		4.8		15.9	
Labor Force Participation Rate	73.2	50.0	60.4	47.2	75.1	59.7	61.4	57.5	71.4	51.4	64.1	47.2	75.2	53.3	62.5	51.0
Labor Force Participation Rate	59.7		53.0		66.7		59.4		60.1		54.8		62.5		56.1	
% White Collar Workers	22.0		33.8		27.1		42.3		24.3		29.2		24.4		27.4	
% Blue Collar Workers	45.7		33.6		37.7		40.2		48.6		46.4		46.6		43.7	
% Service Workers	31.7		32.7		34.5		17.5		25.6		24.4		28.0		28.9	
Mean Family Income*	\$7,644		\$14,621		\$8,787		\$14,631		\$9,415		\$13,639		\$8,297		\$16,829	
Median Family Income*	\$7,085		\$11,381		\$7,468		\$9,940		\$7,560		\$9,957		\$8,154		\$16,203	
Mean Unrelated Indiv. Inc.*	\$3,148		\$7,687		\$2,309		\$4,745		\$3,244		\$5,475		\$2,284		\$6,287	
Median Unrelated Indiv. Inc.*	\$2,317		\$5,208		\$2,056		\$3,980		\$1,941		\$3,773		\$1,715		\$3,981	
Median Income of All Families and Unrelated Individuals*	\$5,766		\$9,420		\$6,806		\$9,436		\$6,379		\$8,696		\$6,734		\$12,817	
Per Capita Income*	\$2,127		\$4,589		\$2,587		\$4,496		\$2,389		\$4,075		\$1,956		\$4,332	
Persons Age 25 and over % High School Graduates	41.7		N.A.		42.5		N.A.		31.2		N.A.		28.4		N.A.	
Persons Age 25 and over % School Dropouts	58.3		N.A.		57.5		N.A.		68.8		N.A.		71.6		N.A.	
Median School Years Completed	10.9		N.A.		11.0		N.A.		9.8		N.A.		9.7		N.A.	



EMPLOYMENT AND INCOME, 1970 - 1980, PARKLAND NEIGHBORHOOD

Census Tract	18		Total Parkland (Population Weighted Average)				City of Louisville					
Indicator	Year =	1970	1980	1970	1980	1970	1980					
Percent Unemployed		7.5	14.3	5.3	18.7	4.6	9.9					
Labor Force Participation Rate	69.3	44.7	67.2	48.4	73.2	51.3	61.7	49.3	74.5	43.3	68.5	48.1
Labor Force Participation Rate		55.8	56.8	60.6	54.8	56.8	57.2					
% White Collar Workers		16.1	21.1	22.8	32.8	44.9	51.8					
% Blue Collar Workers		49.4	39.4	45.7	37.8	39.7	30.7					
% Service Workers		32.7	39.5	30.6	29.4	15.4	17.5					
Mean Family Income*		\$6,354	\$13,734	\$8,021	\$14,788	\$9,980	\$19,061					
Median Family Income*		\$5,780	\$ 9,892	-----	-----	\$8,564	\$15,981					
Mean Unrelated Indiv. Inc.*		\$3,288	\$ 5,525	\$2,952	\$ 6,677	\$3,817	\$ 7,820					
Median Unrelated Indiv. Inc.*		\$2,833	\$ 3,577	-----	-----	\$2,713	\$ 5,928					
Median Income of All Families and Unrelated Individuals*		\$5,117	\$ 8,500	-----	-----	\$6,614	\$12,274					
Per Capita Income*		\$1,797	\$ 4,239	\$2,160	\$ 4,460	\$2,968	\$ 6,190					
Persons Age 25 and over % High School Graduates		23.6	N.A.	37.1	----	40.9	N.A.					
Persons Age 25 and over % School Dropouts		76.4	N.A.	62.9	----	59.1	N.A.					
Median School Years Completed		9.1	N.A.	----	----	10.7	N.A.					

\*Income figures are for one year earlier than listed (i.e. 1970 is actually 1969 earnings)

APPENDIX G

CRIME RATES PER 100,000 PERSONS (1974 , 1981): PARKLAND  
NEIGHBORHOOD CENSUS TRACTS

Census Tract Year	10		13		15		17		18		Parkland Total (Population Weighted)		Louisville	
	1974	1981	1974	1981	1974	1981	1974	1981	1974	1981	1974	1981	1974	1981
(Crime)														
Homicide	42.3	57	0.0	0	34.1	85	0.0	61	0.0	0	27.3	49	N.A.	18
Rape	0.0	57	76.6	0	68.1	64	24.3	0	0.0	131	21.4	45	N.A.	53
Robbery	761.4	891	842.9	400	732.2	1,109	535.1	426	474.8	873	715.3	774	N.A.	579
Aggravated Assault	359.6	230	536.4	400	459.7	661	364.9	365	267.1	436	388.4	335	N.A.	270
Larceny	2,284.3	3,074	2,145.6	2,197	2,077.3	3,071	1,021.6	2,007	1,454.0	3,141	1,997	2,791	N.A.	3,448
Burglary	3,447.5	4,798	5,593.9	3,995	4,665.4	4,116	2,043.3	2,190	1,988.1	2,705	3,550.9	4,097	N.A.	2,365
Arson	N.A.	115	N.A.	0	N.A.	43	N.A.	30	N.A.	87	N.A.	76	N.A.	76
Miscellaneous	N.A.	689	N.A.	599	N.A.	874	N.A.	547	N.A.	785	N.A.	681	N.A.	956
Major Crime Total	6,895.1	10,514	9,195.4	8,256	8,036.8	10,429	3,989.3	5,931	4,184.0	8,726	6,701.2	9,392	N.A.	8,320



APPENDIX H  
Louisville and Jefferson County  
Planning Commission and PARKLAND ALLIANCE

900 Fiscal Court Building, Louisville, Kentucky 40202

We need your help!

The Parkland Alliance and the Planning Commission are conducting a study of Parkland. This study was requested by the Board of Aldermen and Community Development Cabinet, to create an official plan for your neighborhood.

Please complete the following survey and return it to the person who gave it to you. Early next year, there will be a meeting to discuss neighborhood problems and strengths. You will be notified of the time and place, please try to attend.

Thank you!

## PARKLAND NEIGHBORHOOD



December, 1982

### PARKLAND RESIDENTS SURVEY

*199 responses, 18% response rate*

1. On what street and block do you live? (Example: 3000 block Virginia) \_\_\_\_\_  
*less than 5 years; 8% 5-10 years; 7% 10-20 years; 29% over 20 years; 54%*
2. How long have you lived in Parkland? \_\_\_\_\_
3. How would you rate your neighborhood as a place to live?  
*(5%) excellent (35%) good (51%) fair (10%) poor*
4. Compared to other neighborhoods in Louisville do you think Parkland has more problems, fewer problems, or about the same number of problems as other city neighborhoods?  
*(59%) more problems (6%) fewer problems (35%) same amount*

*Note: responses are indicated as percentages*

5. Where do you normally shop for daily needs such as groceries and medicine?

- (20%) in Parkland neighborhood
- (38) outside Parkland but nearby
- (38) well outside the neighborhood.

6. How would you rate the adequacy of shopping facilities in Parkland?

- (57%) excellent
- (3%) good
- (21%) fair
- (73%) poor

7. What additional stores would you like to see in Parkland?

---

8. What is your opinion on each of the following issues?

A. Parks and recreation programs in Parkland are . . .

- (1%) excellent
- (6%) good
- (49%) fair
- (38%) poor

B. Police protection in your neighborhood is . . .

- (1%) excellent
- (6%) good
- (54%) fair
- (36%) poor

C. Crime and the threat of crime are . . .

- (2%) insignificant concern
- (22%) minor concern
- (72%) major concern

D. Unkept and unsightly properties in your section of Parkland are . . .

- (68%) a big problem
- (25%) a small problem
- (5%) no problem

E. TARC bus service to Parkland is . . .

- (20%) excellent
- (41%) good
- (22%) fair
- (10%) poor

F. On-street parking in Parkland is . . .

- (14%) a big problem
- (48%) a small problem
- (27%) no problem

G. Traffic congestion in the neighborhood is . . .

- (16%) a big problem
- (45%) a small problem
- (32%) no problem

H. Nuisances (such as truck traffic, odors, noise, air pollution, etc.) from the industries and businesses in and around Parkland are . . .

- (33%) a big problem
- (47%) a small problem
- (15%) no problem

I. Sidewalks and facilities for pedestrians in the neighborhood are . . .

- (2%) excellent
- (35%) good
- (46%) fair
- (14%) poor

9. Over the past 5 years, would you say general conditions in Parkland (houses, yards, shops) have

- (8%) improved
- (17%) stayed the same
- (73%) gotten worse

10. How likely is it that you will stay in the Parkland neighborhood for the next five years?

- (56%) very likely
- (26%) likely
- (4%) unlikely
- (10%) very unlikely

11. What are the neighborhood's greatest problems or needs?

- #1 Lack of shopping ; #2 Need to clean up, fix houses ;
- #3 Crime/Police Protection; #4 Trains blocking traffic;
- #5 Inadequate recreation

Appendix H, continued

PARKLAND TASK FORCE

Results of Issues Identification Meeting, January 29, 1983

A. Achievements and Goals

Some of the things from Parkland's past that the neighborhood can be proud of:

1. Parkland Boys and Girls Club
2. Library retained in Parkland
3. Parkland Masonic Temple
4. Lions Club
5. Parkland Elementary and Junior High
6. Churches
7. Parkland's Commercial District
8. Muhammad Ali (Parkland native)
9. Major industries in the neighborhood, e.g. Reynolds Metals

Current developments that are sources of pride:

10. Stable resident population
11. Industries in the neighborhood
12. High rate of owner-occupancy of homes
13. Social clubs
14. Renovation of the Masonic Temple
15. Strong churches
16. Traditional schools
17. Parkland Alliance
18. Funeral homes (investment in neighborhood)

Hopes and dreams for Parkland's future:

19. Revitalize the 28th Street corridor between Broadway and Dumesnil
20. Good stores on 28th Street
21. Restoration of historic homes
22. Motel in Parkland
23. Increased employment
24. Sense of pride in the neighborhood
25. Change boundaries to include schools in Parkland
26. Rest home and housing to allow elderly residents to stay in the neighborhood
27. Additional parks, recreation centers and day care centers
28. New housing constructed on vacant lots
29. New industry
30. Grade separations at railroad crossings

B. Neighborhood Problems and Issues

Priority

Problem/Issue

- |   |  |
|---|--|
| 1 | Commercial development in the 28th and Dumesnil shopping area (bank, drug store, dry cleaner, auto parts, etc.). |
|---|--|

<u>Priority</u>	<u>Problem/Issue</u>
2	Improve existing housing, provide low interest loans for rehabilitation.
3	Establish businesses to employ neighborhood residents.
4	Restore the buildings in the 28th and Dumesnil shopping area.
5	Increased police protection for shopping areas, parks.
5	Loitering, drug abuse, etc. in certain areas (32nd and Virginia, 28th and Greenwood).
6	Vacant lots not maintained, weeds and litter are problems.
6	28th Street corridor needs to be upgraded between Broadway and Dumesnil.
7	At-grade rail crossings create frequent and lengthy traffic blockages.
8	Improved enforcement of existing ordinances relating to property maintenance.
8	Streetscape improvements are needed at 28th and Dumesnil; trees, planters, benches, decorative lighting, trash receptacles.
9	Lack of housing for the elderly (apartments, single-family homes equipped for elderly).
10	Lack of medical offices in the 28th Street shopping area.
10	Northeast corner of 28th and Dumesnil should be cleared, new shops constructed.
10	Water mains are inadequate for fire protection, rusty.
11	Need improved street cleaning, trash removal.
11	Abandoned cars are a problem in the neighborhood.
12	Burned-out and dilapidated structures should be demolished.
12	Streets, sidewalks, alleys need to be maintained better (holes in pavement, trash, glass).

<u>Priority</u>	<u>Problem/Issue</u>
12	New homes should be built on vacant lots.
12	Need a program on neighborhood beautification and education on home maintenance.
12	Medical services clinic is needed in the neighborhood (e.g., Access).
13	Rodent control program needed.
14	Sidewalks lack wheelchair ramps.
14	Sanitation workers need to do a better job in Park-land.
14	Need a dumpster in the neighborhood for excess trash.
15	Lack of seating, parks for the elderly.
15	Need baseball, football fields.
15	Most commercial buildings throughout the neighborhood in bad condition ("extreme deterioration").
15	Air pollution is a problem, emissions timed to avoid detection (no continuous monitoring).

Problems and Issues mentioned but not ranked

- a. Relating to 28th and Dumesnil area:
- Need a movie theater and auditorium
  - Off-street parking
  - Financial resources should be recycled within the community
  - Need card and novelty shop
  - Need a family-style restaurant
  - Record shop
  - Improve intersection, 28th and Dumesnil
  - Brighter lighting
  - Pest control
- b. Relating to recreation facilities and programs:
- Need parks for children under 10 (playground)
  - Recreation facilities at schools are not up to par
  - No tennis courts, racquetball, handball in the neighborhood
  - Parks should be better maintained
  - Organized recreation programs and supervision of facilities are needed
  - Cultural education (art, music, etc.) should be provided (free of charge)
  - Bike and jogging routes are needed
  - Ice skating

- c. Concerns relating to commercial uses other than the 28th and Dumesnil shopping area:
  - Vacant corner stores
- d. Problems or needs in the transportation system:
  - Lack of transit shelters in the neighborhood
  - Trash in the alleys
  - Bus service should be more frequent, courteous
  - Traffic lights at Virginia and Dumesnil on 28th Street should be synchronized for northbound traffic
- e. Housing problems and needs:
  - Need apartments for one or two-person household
  - Condominiums
  - Lack of pride in the neighborhood
  - Businesses located in residential areas
  - Dilapidated housing in need of demolition
- f. "Clean up Parkland" specific needs:
  - Debris in streets, yards
  - Better maintenance of City-owned lots
  - Tree pruning and removal
  - Better enforcement of the housing code
- g. Health care and social service needs:
  - Illegal use of sewer system, disposal of chemicals
  - Illegal dumping of solid waste
  - Need better environmental enforcement
- h. Problems resulting from industries in the residential area:
  - Heavy trucks on residential streets
  - Industries not well maintained, not attractive





## APPENDIX I

We need your help!

The Louisville and Jefferson County Planning Commission is conducting a study of the Parkland neighborhood. This study was requested by the Board of Aldermen and the Community Development Cabinet in order to complete an official plan for the neighborhood. The Plan will be used in deciding possible rezonings and expenditure of the public monies in the area.

Your reply to the following survey is essential in the Planning Commission's effort to determine problems and needs affecting businesses in the neighborhood. Alternatives for improving the business climate and liveability of Parkland will be developed using survey response. All responses will be kept confidential.

Please complete the survey and return it by February 18th. For return mailing fold on the dotted lines and close with tape or staples.

Thank you for your cooperation!

## PARKLAND NEIGHBORHOOD



PARKLAND NEIGHBORHOOD BUSINESS SURVEY

Name of business 17 responses, 79 possible returns (21.5% response rate)  
 Address \_\_\_\_\_

Number of employees: full time 28.6 avg. part time .88 avg.

1. What type of business do you operate?  
 (2) retail (3) manufacturing  
 (2) wholesale ( ) storage  
 (10) service  
 ( ) other (please specify) \_\_\_\_\_
2. What general type of product/service do you offer?  
 \_\_\_\_\_
3. How many years have you been in business in the Parkland neighborhood?  
20.7 avg. (See map on front page for neighborhood boundaries).
4. How many years experience in operating a business do you have, regardless of where the business was located? 31 avg.
5. Have there been any major physical improvements to your business in the past 5 years? (7) yes (10) no
6. How satisfied are you with your current business location?  
 (1) very satisfied (1) dissatisfied  
 (15) satisfied (0) very dissatisfied
7. Are the buildings used by your business  
 (12) in sound condition  
 (3) in need of remodeling or minor repair (roof work, facade improvements, etc.)  
 (2) in need of major repair, reconstruction or mechanical systems replacement (heating, electrical)
8. Do you anticipate physical expansion or major improvements of your business in Parkland within the next 5 years?  
 (5) yes (9) no (3) not sure  
 If yes, approximate dollar investment \_\_\_\_\_
9. Do you anticipate expanding the number of persons employed at your business within Parkland? (8) yes (8) no  
 If yes, approximate number of new jobs \_\_\_\_\_
10. Do you own or rent this property? (14) own (3) rent
11. Where do your employees and customers park?  
 (9) on the street (9) parking lot
12. Does your business experience any of the following transportation related problems? (Check the appropriate box or boxes.)  
 (6) lack of adequate off-street employee or customer parking  
 (1) lack of adequate off-street loading and unloading area for delivery trucks  
 (2) poor access for delivery trucks  
 (3) business frequently hampered by traffic congestion  
 (1) other (please explain) \_\_\_\_\_
13. On an average day, how many trucks load or unload at your business? 9.9 avg.
14. Some persons have suggested redeveloping the old shopping area on 28th Street between Virginia and Dumesnil Streets. Do you feel this area is needed as a revitalized commercial core for the Parkland neighborhood?  
 (13) yes  
 (4) no

15. If redeveloped, would this area be attractive to a business like yours?  
 (7) yes  
 (3) no  
 (7) not appropriate for this type/size business
16. Has your business experienced either of the following problems within the past 5 years? (Check the appropriate box or boxes.)  
 (8) major or repeated vandalism  
 (1) burglaries or robberies: If yes, how many \_\_\_\_\_
17. In general, what percentage of your employees are residents of the Parkland neighborhood 35 %
18. In general, what percentage of your customers are from the Parkland neighborhood? (A good guess will do.) 43 %
19. Do you anticipate remaining in business in Parkland neighborhood for the next five years? (12) yes (0) no (4) not sure
20. Excluding the effect of inflation, has your sales volume increased, decreased or remained about the same over the past 5 years?  
 (5) increased (3) decreased (7) remained about the same
21. What specific physical improvements are needed that might improve the business climate in your area of Parkland?

property cleanup (5); building repairs (4); police patrol (4);  
better lighting (3); additional businesses (3);

22. List any other problems or issues of doing business in this area that you would like us to be aware of (Mention specific locations if applicable.)

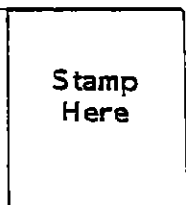
trains blocking streets (3); crime (2);

If your business is a manufacturing or warehouse operation . . .

23. Does your current location offer benefits to your firm because of close proximity to related industries and services?  
 (4) yes (8) no
24. If you anticipate moving within the next five years, would you prefer to relocate:  
 (1) In an urban Industrial Park? ( ) Station Park?  
 (1) On a larger independent site in the urban area?  
 (2) In a suburban industrial park?  
 (0) On a larger independent site in a suburban location?  
 (1) Outside the Louisville Metropolitan area?

THANK YOU FOR YOUR COOPERATION!  
 (Fold along this line for return mailing.)

Louisville and Jefferson County  
 Planning Commission  
 Room 900 Fiscal Court Building  
 Louisville, KY 40202



Louisville and Jefferson County  
 Planning Commission  
 Room 900 Fiscal Court Building  
 Louisville, Ky. 40202

APPENDIX J

TABLE 1 NEIGHBORHOOD COMMERCIAL SALES CAPACITY -- PARKLAND  
(1980 Sales Estimate)

SLUC Code	Commercial Use	Number of Establishments	Total Sales Area (est.) (Sq. Ft.)	Estimated <sup>1</sup> Sales Per Sq. Ft. of Sales Area	Annual Sales Estimate
5330	Limited Price Variety	3	8,050	\$49.53 <sup>g</sup>	\$398,717
5410	Groceries	8	14,950	\$158.38 <sup>g</sup>	\$2,367,781
5450	Dairy Products	1	250	\$116.30 <sup>g</sup>	\$29,075
5810	Restaurants	5	5,000	\$93.78 <sup>g</sup>	\$468,900
5820	Bars	5	6,700	\$98.60 <sup>g</sup>	\$660,620
5920	Liquor Stores	3	3,500	\$170.38 <sup>g</sup>	\$596,330
5991	Florists	1	2,000	\$23.75 <sup>g</sup>	\$47,500
Total		26	40,450	\$112.95 (weighted average)	\$4,568,923

Footnotes: \* S.L.U.C. = Standard Land Use Code  
\*\* GLA = Gross Leasable Area

<sup>1</sup>The sales per square foot of floor area figures are derived from a survey by the Urban Land Institute reproduced in Dollars and Cents of Shopping Centers: 1978. This report did not detail the characteristics of stand alone retail uses but was the most comprehensive survey available. The letters above the sales per square foot figures correspond to the type of shopping center facility in which the guide developed sales figures for the particular category of use. These figures in the above table also represent a 30% increase in value to reflect the inflation of the 1977-1980 period derived from net, per capita income increases in current dollars. Facility (shopping center and region) types: (a) super-regional; (b) super-regional, midwest; (c) regional; (d) regional, midwest; (e) community; (f) community, midwest; (g) neighborhood; (h) neighborhood, midwest.

Source: Louisville and Jefferson County Planning Commission: 1980, and; Urban Land Institute Dollars and Cents of Shopping Centers: 1978 (updated for inflation) and; Sanborn Maps (1980).

APPENDIX J

TABLE 2 ESTIMATED PERSONAL CONSUMPTION EXPENDITURES FOR PARKLAND (1980)  
BY RETAIL CLASSIFICATION

Census Tract	Total Personal Consumption Expenditure	Durable Goods			Non-Durable Goods			Services	
		Total	Motor Vehicles and Parts	Furniture and Household Equipment	Total	Food	Clothing	Gasoline	Total
10	\$13,540,610	\$1,841,523	\$ 785,355	\$ 731,193	\$5,416,244	\$2,681,041	\$ 853,058	\$ 690,571	\$ 6,296,384
13	3,652,339	496,718	211,836	197,226	1,460,936	723,163	230,097	186,269	1,698,338
15	2,529,786	344,051	146,728	136,608	1,011,915	500,898	159,377	129,019	1,176,351
17	3,558,792	483,996	206,410	192,175	1,423,517	704,641	224,204	181,498	1,654,838
18	1,370,001	186,320	79,460	73,980	548,001	271,260	86,310	69,870	637,051
Total	\$24,651,529	\$3,352,608	\$1,429,789	\$1,331,183	\$9,860,612	\$4,881,003	\$1,553,046	\$1,257,228	\$11,462,961

Notes: Categories may include expenditures under totals not listed separately. Based on national rates of expenditure by retail category from Economic Indicators April, 1980.

## APPENDIX J (continued)

## TOTAL RETAIL SALES ESTIMATE FOR PARKLAND (1980)

Census Tract	1980 Population	1980 Per Capita Income	Personal Consumption Expenditure* Per Capita	Total
10	3,481	\$4,981	\$3,890	\$13,540,610
13 pt.	950	\$4,923	\$3,845	\$ 3,652,339
15 pt.	726	\$4,462	\$3,485	\$ 2,529,786
17 pt.	961	\$4,742	\$3,703	\$ 3,558,792
18 pt.	378	\$4,641	\$3,624	\$ 1,370,001
Total	6,496	\$4,859	\$3,795	\$24,651,529

\* Personal consumption expenditure has averaged 78.094% of PCI nationwide  
1972-1979: Economic Indicators (April 1980).

Source: STF-3A, 1980 Census.

## APPENDIX J (continued)

ECONOMIC AND DEMOGRAPHIC CHARACTERISTICS OF PARKLAND  
NEIGHBORHOOD CENSUS TRACTS: 1980 (includes sample data counts)

Census Tract	Households*	Mean Household Annual Income 1979	Total Population	1979 Per Capita Income	1980** Per Capita Income
10	1,238	\$12,792	3,481	\$4,549	\$4,981
13	509	\$13,268	1,502	\$4,496	\$4,923
15	1,546	\$12,360	4,689	\$4,075	\$4,462
17	971	\$14,668	3,288	\$4,332	\$4,742
18	838	\$11,593	2,292	\$4,239	\$4,641
Total	5,102	\$12,869 (weighted average)	15,252	\$4,305 (weighted average)	\$4,713 (weighted average)
Louisville Total	117,035	\$15,784	298,455	\$6,189	\$6,776

Source: STF-3A, 1980 Census

\* Sample household count.

\*\* 1979 PCI(X) 1.09482, based on national growth in Personal Income 1979-1980  
from Economic Indications. Sept. 1982, p.6.

## APPENDIX K

TO: Dave Ripple  
FROM: Dave Hulefeld  
DATE: May 11, 1983  
RE: Neighborhood Commercial Revitalization

I have reviewed your file on Neighborhood Commercial Revitalization (NCR). A summary of the programs established in four cities is attached. Based on this review, the following outline of a NCR program was developed.

### 1. Goal and Objectives

The purpose of neighborhood commercial revitalization (NCR) is to correct a blighting influence that detracts from business and residential reinvestment. The lack of convenient shopping and the presence of run-down vacant storefronts detract from the vitality of the entire surrounding neighborhood. Related to this goal are several objectives:

- to make neighborhood commercial areas competitive with shopping centers.
- to achieve visible improvements
- to provide the organization and marketing skills to sustain profitability
- to adjust the size of neighborhood shopping districts based on current market conditions
- to leverage private investment

### 2. Bases for NCR

Revitalization programs for shopping districts are based on certain prerequisites:

- a) Market study: analysis of the market is necessary to attract private investment and merchants, as well as to ensure the appropriate use of public funds. The market study should indicate the types of stores, characteristics of the population served and the size shopping district that can be supported.
- b) Merchants association: merchants who support the revitalization effort and are able to work together in an organization is a necessary component of NCR. This group should be involved in developing the revitalization strategy. Property owners and residents of the area should also be involved.
- c) Public commitment: local government has to demonstrate support and a willingness to commit resources (personnel and money) for the NCR program. A combination of



regulatory measures, funding and policies such as focusing public services should be used as incentives to private efforts.

- d) Boundary delineation: programs need to be focused in a defined area, to achieve tangible results. The delineation should be created by the merchants association in consultation with the neighborhood and the City. The boundary should reflect available public resources and avoid dilution of financial incentives.

### 3. Programs

There are a variety of programs that can be undertaken to promote NCR. It seems that there are three critical elements to a successful program:

- a) Private sector participation: a high rate of participation in structural improvements by private owners is necessary if public investment is to be successful in turning around a declining shopping district. Some cities have mandated improvements to all structures within a certain time period, (Birmingham and Pittsburgh), or have made all public expenditure contingent upon voluntary contracts from a majority of businesses (New Haven).
- b) Financial incentives: some form of public subsidy is needed to reverse market trends, and to reduce the burden of mandatory improvements. Incentives can take the form of grants for a portion of facade improvements/rehab costs, low interest loans, or public improvements (transportation improvements, parking, streetscape, trees, etc.).
- c) Non-structural measures: long range profitability and the ability to attract merchants depend on a program of "soft" measures that can be a major public contribution to NCR. Actions such as market studies, feasibility analyses for particular sites, hiring a program coordinator, developing promotions/joint advertising, neighborhood events, fall into this category. In addition, creation of a special taxing district to perform a variety of management tasks (clean up, security, lighting, promotions) can enhance competitiveness of shopping areas.

Specific programs describe in the literature received are listed in the attachment.

#### Attachment: Program Summaries

##### A. New Haven: Neighborhood Commercial Revitalization Program

Goal: To revitalize neighborhood shopping area, and to promote neighborhood revitalization.

Objective: To make neighborhood commercial more competitive with shopping centers.  
To generate private investment  
To achieve visible improvement (physical)  
To provide organizational and promotional bases for revitalization.

#### Facade/Rehab Grants

Prerequisite:

- Active Merchants Association (MA)
- MA to develop goals for neighborhood
- City and MA identify district to be designated
- Commitment from 50% of property owners to rehab
- Design Committee to review rehab work

Programs: 50 50 match for facade renovation (\$5,000 maximum)  
20% grant for rehab (\$10,000 maximum)

#### Self-Help Program

Prerequisites: - Facade renovation program already completed.  
- Assumes viable MA, designated revitalization district  
- Integrated strategy to build a competitive shopping district.

Programs: - - 2:1 private/public match (\$5,000 maximum) for projects that improve organization of MA, neighborhood events, promotions, joint advertising, business recruitment, etc.  
- Part-time promotion director hired by City

#### B. Pittsburgh

Goal: See New Haven

Objectives: - To improve extent of participation in rehab programs  
- To make public expenditures contingent upon private investment  
- To redefine the extent of shopping districts based on existing markets  
- To create strong MA's  
- To enable neighborhood commercial areas to compete with shopping centers.

Prerequisites: - Economic viability, i.e., market study showing target area shops can be supported  
- Effective MA  
- MA requests City to enforce minimum property maintenance standards.  
- Market studies

- Programs:
- Assistance to MA's (organizational, planning)
  - Loan program for facade/rehab
  - Parking lots and other public improvements
  - Enhanced city services
  - Organization & promotion assistance
  - Rezoning to shrink size of shopping district
  - Housing improvement program for units on upper floors
  - Traffic circulation improvements
  - "Business District Authority" -- special taxing district for shopping center-type services.

Note: Programs are applied according to functional classification of shopping district; different measures are recommended for small neighborhood centers and regional commercial centers (total of 6 classifications)

### Birmingham

Goal: See New Haven

- Objectives:
- Improve appearance/convenience of neighborhood shopping areas.
  - Increase competitive position of shopping districts
  - Ensure that deteriorated buildings don't "cancel out" public expenditures

- Prerequisites:
- Adopted Urban Renewal plan covering the shopping district. **Involvement**
  - ~~Improvement~~ of merchants (R/UDAT sparked interest in improving the shopping districts)
  - Market study indicating what amount of former shopping district could be supported under existing conditions.
  - Leadership to come from merchants, owners and residents.

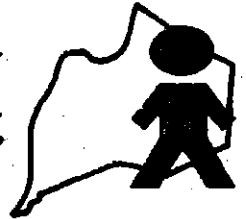
- Programs:
- Mandatory rehab of structures within "Commercial Rehab Area," according to adopted design standards
  - Rebates for rehab according to design standards, 20% of facade improvements, 10% of other costs. 2 year deadline for completing rehab, penalties for noncompliance
  - Maintenance of improvements is required, penalties for failure to maintain mandated improvements

Funding Sources: UDAG and CDBG

### D. Lafayette La

The material submitted is a description of a non-profit economic development corporation. The LaFayette Neighborhood Development Corporation has created a \$900,000 revolving loan fund to provide below market rate financing for small business development. It resembles Louisville's LEDCO and Title IX programs. It is targeted on economic development and jobs creation rather than neighborhood commercial revitalization. The Economic Development Corporation is authorized to manage state-designated enterprise zones.

**Louisville and Jefferson County  
Planning Commission**



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

TO: Sharon Thompson  
 FROM: Dave Hulefeld  
 DATE: May 18, 1983  
 RE: Cost estimate for public improvements in the 28th Street Corridor

As part of our work on the Parkland Plan, we have developed recommendations for public improvements in the 28th Street Corridor. In the two shopping districts, 28th and Virginia-Dumesnil and 28th and Greenwood, we have recommended various streetscape improvements. Preliminary cost estimates for these improvements are listed below. It should be noted that these are rough estimates. As these projects near implementation, the exact scope of work will be determined and more precise estimates can be made.

Preliminary Estimates: Public Improvements in the 28th Street Corridor.

A. 28th and Virginia - Dumesnil Shopping District

- |   |          |
|---|----------|
| 1. Reconstruction of intersection on new alignment, including sidewalks and curbs (Public Works estimate, does not include acquisition of land for right-of-way, or demolition costs. | \$77,000 |
| 2. Reconstruct Sidewalks  | \$15,000 |
| a. Replace deteriorated sidewalks   | \$55,100 |
| b. Replace all sidewalks in the study area.   |          |

B. 28th and Greenwood Shopping District

- |   |          |
|---|----------|
| 1. Reconstruct Sidewalk                     |          |
| a. Replace deteriorated sidewalks           | \$5,200  |
| b. Replace all sidewalks in the study area. | \$26,200 |

Total Cost

- |  |                  |
|--|------------------|
| a. Assuming only deteriorated sidewalks are replaced | \$97,200         |
| b. Assuming all sidewalks are replaced               | <u>\$158,300</u> |

C. Other Streetscape Improvements

As part of the Parkland Plan, other improvements are recommended for the shopping districts: decorative street lights, trees, benches, waste containers, water fountains, bus shelters, and landscaping. No cost estimate can be derived until more detailed design of the improvements is undertaken. For purposes of comparison, sophisticated improvements proposed for Downtown in a recent plan by Sasaki Associates would cost approximately \$219,000 for the 28th and Dumesnil-Virginia area alone. Public improvements could be provided at much lower costs, depending on the design and amount of improvements recommended.

## APPENDIX M

## TARC WEEKDAY SERVICE HEADWAY\*

<u>Route Number and Name</u>	<u>Time of Day</u>	<u>Directions of Travel</u>	<u>Average Headway</u>
19 - Muhammad Ali Boulevard  Hours of operation: 4:45 A.M. - 1:10 A.M. Mon. thru Fri.	Peak Hour A.M. (6:30 - 8:30 A.M.)	Eastbound	7.8 minutes
	Off-Hours A.M. (4:45 - 6:30 A.M.;	Eastbound	16.9 minutes
	8:30 - 11:59 A.M.)	Eastbound	10.4 minutes
	Peak Hour P.M. (3:30 - 5:30 P.M.)	Eastbound	16.9 minutes
	Off-Hours P.M. (12:00 - 3:30 P.M.;	Eastbound	16.9 minutes
	5:30 P.M. - 12:05 A.M.)	Eastbound	16.9 minutes
	Peak Hour A.M. (6:30 - 8:30 A.M.)	Westbound	8.8 minutes
	Off-Hours A.M. (5:45 - 6:30 A.M.;	Westbound	14.0 minutes
	8:30 - 11:59 A.M.)	Westbound	7.9 minutes
	Peak Hour P.M. (3:30 - 5:30 P.M.)	Westbound	7.9 minutes
	Off-Hours P.M. (12:00 - 3:30 P.M.;	Westbound	21.2 minutes
	5:30 P.M. - 1:10 A.M.)	Westbound	21.2 minutes
23 - Broadway  Hours of operation: 4:00 A.M. - 1:45 A.M. Mon. thru Fri.	Peak Hour A.M. (6:30 - 8:30 A.M.)	Eastbound	6.5 minutes
	Off-Hours A.M. (5:00 - 6:30 A.M.;	Eastbound	14.5 minutes
	8:30 - 11:59 A.M.)	Eastbound	8.1 minutes
	Peak Hour P.M. (3:30 - 5:30 P.M.)	Eastbound	8.1 minutes
	Off-Hours P.M. (12:00 - 3:30 P.M.;	Eastbound	17.7 minutes
	5:30 P.M. - 1:45 A.M.)	Eastbound	17.7 minutes
	Peak Hour A.M. (6:30 - 8:30 A.M.)	Westbound	5.9 minutes
	Off-Hours A.M. (4:45 - 6:30 A.M.;	Westbound	11.4 minutes
	8:30 - 11:59 A.M.)	Westbound	6.2 minutes
	Peak Hour P.M. (3:30 - 5:30 P.M.)	Westbound	6.2 minutes
	Off-Hours P.M. (12:00 - 3:30 P.M.;	Westbound	16.3 minutes
	5:30 P.M. - 1:30 A.M.)	Westbound	16.3 minutes
25 - Oak Street  Hours of operation: 4:45 A.M. - 12:50 A.M. Mon. thru Fri.	Peak Hour A.M. (6:30 - 8:30 A.M.)	Eastbound	11.5 minutes
	Off-Hours A.M. (4:45 - 6:30 A.M.;	Eastbound	24.5 minutes
	8:30 - 11:59 A.M.)	Eastbound	19.3 minutes
	Peak Hour P.M. (3:30 - 6:30 P.M.)	Eastbound	19.3 minutes
	Off-Hours P.M. (12:00 - 3:30 P.M.;	Eastbound	25.4 minutes
	6:30 P.M. - 12:00 A.M.)	Eastbound	25.4 minutes
	Peak Hour A.M. (6:30 - 8:30 A.M.)	Westbound	16.6 minutes
	Off-Hours A.M. (5:30 - 6:30 A.M.;	Westbound	21.4 minutes
	8:30 - 11:59 P.M.)	Westbound	15.3 minutes
	Peak Hour P.M. (3:30 - 5:30 P.M.)	Westbound	15.3 minutes
	Off-Hours P.M. (12:00 - 3:30 P.M.;	Westbound	31.8 minutes
	5:30 P.M. - 12:41 A.M.)	Westbound	31.8 minutes
27 - Hill Street  Hours of operation: 5:30 A.M. - 12:45 A.M. Mon. thru Fri.	Peak Hour A.M. (6:30 - 8:30 A.M.)	Eastbound	12.4 minutes
	Off-Hours A.M. (5:00 - 6:30 A.M.;	Eastbound	27.5 minutes
	8:30 - 11:59 A.M.)	Eastbound	22.2 minutes
	Peak Hour P.M. (3:30 - 5:30 P.M.)	Eastbound	22.2 minutes
	Off-Hours P.M. (12:00 - 3:30 P.M.;	Eastbound	34.1 minutes
	5:30 - 11:30 P.M.)	Eastbound	34.1 minutes
	Peak Hours A.M. (6:30 - 8:30 A.M.)	Westbound	14.1 minutes
	Off-Hours A.M. (5:45 - 6:30 A.M.;	Westbound	25.9 minutes
	8:30 - 11:59 A.M.)	Westbound	26.3 minutes
	Peak Hour P.M. (3:30 - 5:30 P.M.)	Westbound	26.3 minutes
	Off-Hours P.M. (12:00 - 3:30 P.M.;	Westbound	33.4 minutes
	5:30 P.M. - 12:22 A.M.)	Westbound	33.4 minutes

Source: City of Louisville Public Works Department, 1982  
Louisville and Jefferson County Planning Commission, 1983

\*Headway - time between buses on a certain route.

APPENDIX N

TO: Parkland Plan File  
 FROM: Dave Ripple *DR*  
 DATE: April 20, 1983  
 RE: Dumesnil Avenue Underpass of K&IT RR (@ 30th Street)  
 Cost Estimate - \$2.2 million

Element	Quantity	Unit Price	Cost
1) ROW (60' available)			0
2) Roadbed Preparation	1050'	\$50/linear ft.	\$52,500
3) Roadway Section			
a) 9" concrete base 1050' x 36' =	4200 sq. yd.	\$30/sq. yd.	\$126,000
b) 2" asphalt surface 1050' x 36' =	37,800 sq. ft.	\$.55/sq. yd.	\$20,800
c) 6" curb (1050') 2 =	2100 ft.	\$10/linear ft.	\$21,000
d) sidewalk (1050' x 6') 2 =	1400 sq. yd.	\$18/2q. yd.	\$25,200
4) Excavation (800' x 55' x 20') ½ + 250' x 55' x 20' =	26,480 cu. yd.	\$15/cu.yd.	\$397,200
5) Retaining Walls (800' x 20' x 2') ½ + 250' x 20' x 2' =	960 cu. yd.	\$300/cu.yd.	\$288,900
6) Railroad			
a) temporary structure (50% of structure cost)			\$125,000
b) mainline bridge 60' x 30' =	1800 sq. ft.	\$125/sq. ft.	\$225,000
c) sideline bridge 70' x 15' =	1050 sq. ft.	\$125/sq. ft.	\$131,250
7) Drainage			
a) catch basins per 100'	22 basins	\$1,000 ea.	\$22,000
b) tie-in of catch basin to sewer 22 x 18' =	396 ft.	\$25/linear ft.	\$9,900
c) stormsewer 30"	1050 ft.	\$50/linear ft.	\$52,500
d) stormwater lift station			\$50,000
8) Utility Relocation			
a) Waterline 8"	1050 ft.	\$33/linear ft.	\$34,650
- home connections	24	\$400/home	\$9,600
- one business water connection	1	\$2,500/bus.	\$2,500
- two business water & fire	2	\$5,000/bus.	\$10,000
- hydrants	3	\$2,500/ea.	\$7,500
b) Sewerlines 30" for 400' and 33" for 650'		\$50/linear ft.	\$52,500
	Subtotal		\$1,664,000
9) Engineering @ 15% and Contingency @ 20%		35% of cost	\$582,400
	Total		\$2,246,400

TO: Parkland Plan File  
 FROM: Dave Ripple *DR*  
 DATE: April 20, 1983  
 RE: Virginia Avenue Underpass of K&IT RR (@ 30th Street)  
 Cost Estimate -- \$1.7 million

Element	Quantity	Unit Price	Cost
1) ROW (80' available)			0
2) Road Preparation	900'	\$50/linear ft.	\$45,000
3) Roadway Section			
a) 9" concrete base 900' x 36' =	3,600 sq. yd.	\$30/sq. yd.	\$108,000
b) 2" asphalt surface 900' x 36' =	32,400 sq. ft.	\$.55/sq. ft.	\$17,800
c) 6" curb 900' x 2 =	1800 ft.	\$10/linear ft.	\$18,000
d) sidewalk (900' x 6') 2 =	1200 sq. yd.	\$18/sq. yd.	\$21,600
4) Excavation (900' x 60' x 20') ½ =	20,000 cu. yd.	\$15/cu.yd.	\$300,000
5) Retaining Walls (900' x 20' x 2') ½ =	666 cu. yd.	\$300/cu. yd.	\$200,000
6) Railroad			
a) temporary structure (50% of structure cost)			\$125,000
b) bridge 70' x 30' =	2100 sq. ft.	\$125/sq. ft.	\$262,500
7) Drainage			
a) catch basins per 100'	18 basins	\$1,000 ea.	\$18,000
b) tie-in of catch basin to sewer 18 x 18' =	225 ft.	\$25/linear ft.	\$5,600
c) storm sewer 30"	900 ft.	\$50/linear ft.	\$45,000
d) stormwater lift station			\$50,000
8) Utility Relocation			
a) Waterline 6"	900 ft.	\$25/linear ft.	\$22,500
- home connections	42	\$400/home	\$16,000
- hydrants	2	\$2500/ea.	\$5,000
b) sewerline 18"	500 ft.	\$25/linear ft.	\$12,500
	Subtotal		\$1,273,300
9) Engineering @ 15% and Contingency @ 20%		35% of cost	\$445,700
	Total		\$1,719,000

UNIT COSTS

Roadbed Preparation

- |    |                                       |                             |
|----|---------------------------------------|-----------------------------|
| 1) | 4 - lane with 15' median <sup>a</sup> | \$100 per linear ft.        |
| 2) | 2-lane                                | \$50 to \$75 per linear ft. |

Roadway Pagement

- |    |   |                      |
|----|---|----------------------|
| 1) | 4-lane with 15' median <sup>a</sup><br>(av. 140 per linear ft.) | \$185 per linear ft. |
| 2) | 2-lane <sup>a</sup>   | \$70 per linear ft.  |
| 3) | 9" concrete base <sup>a</sup>                                   | \$30 per sq. yd.     |
| 4) | 1" base asphalt <sup>b</sup>                                    | \$.33 per sq. ft.    |
| 5) | 2" base asphalt <sup>b</sup>                                    | \$.55 per sq. ft.    |

Roadway (grade, drain & pave)<sup>c</sup>

- |    |  |                      |
|----|--|----------------------|
| 1) | 4-lane divided, urban section<br>(Cane Run Road) | \$429 per linear ft. |
| 2) | 4-lane divided, rural section<br>(Riverport)     | \$300 per linear ft. |
| 3) | 3-lane urban section<br>(Southside Drive)        | \$240 per linear ft. |

Excavation

- |    |  |                                |
|----|--|--------------------------------|
| 1) | rock mass \$100 per cu. yd. or<br>rock trench <sup>b</sup> | \$200 per cu. yd. <sup>a</sup> |
| 2) | earth <sup>b</sup>   | \$15 per cu. yd.               |

Other street elements<sup>b</sup>

- |    |          |                  |
|----|----------|------------------|
| 1) | curbs    | \$10/linear ft.  |
| 2) | sidewalk | \$18 per sq. yd. |

Retaining Walls<sup>a</sup>

- |    |      |               |
|----|------|---------------|
| 1) | wall | \$300 cu. yd. |
|----|------|---------------|

Bridges

- |    |                               |                   |
|----|-------------------------------|-------------------|
| 1) | roadway concrete <sup>b</sup> | \$60 per sq. ft.  |
| 2) | roadway steel <sup>c</sup>    | \$85 per sq. ft.  |
| 3) | railroad <sup>a</sup>         | \$425 per sq. ft. |

Drainage

- |    |  |                     |
|----|--|---------------------|
| a) | catch basin with piping<br>(250' spacing) <sup>a</sup> | \$2,500 per basin   |
| b) | catch basin <sup>b</sup>                               | \$1,000 each        |
| c) | piping from catch basin<br>to main sewer <sup>b</sup>  | \$25 per linear ft. |

Utilities<sup>d,e</sup>

- |    |  |                     |
|----|--|---------------------|
| a) | 6" waterline w/o trenching<br>(excavation done by others)                              | \$21 per linear ft. |
| b) | 6" waterline with trench   | \$25 per linear ft. |
| c) | 8" waterline w/o trenching   | \$28 per linear ft. |
| d) | 8" waterline with trenching  | \$33 per linear ft. |
| e) | plus every resident affected   | \$400 per house     |
| f) | plus every hydrant   | \$2,500             |
| g) | plus every business<br>(normal or fire)<br>(double if both normal and<br>fire service) | \$2,500             |
| h) | 30" to 33" sewerline   | \$50 per linear ft. |
| i) | 18" sewerline  | \$25 per linear ft. |
| j) | sewer lift station   | \$50,000            |

Sources:

- |   |   |
|---|---|
| a | Hurstbourne Lane Extension Feasibility Study (SCA 6/82) |
| b | KyDOT (9/81)  |
| c | Louisville Public Works (4/83) (Bobo)                   |
| d | Louisville Water Co. (4/83)                             |
| e | MSD (4/83)  |

APPENDIX O OFF-STREET PARKING REGULATIONS

DWELLINGS, ONE AND TWO-FAMILY: One space for each dwelling unit on the premises;

DWELLINGS, ONE FAMILY ATTACHED, ONE-FAMILY SEMI-DETACHED, AND MULTIPLE-FAMILY: One space for each dwelling unit. Efficiency or no bedroom apartments may provide one space to each three units;

HOTELS, ROOMING, BOARDING, AND LODGING HOUSES: One space for each three sleeping rooms or three individual suites of rooms;

MOTELS AND TOURIST HOMES: One space for each sleeping room or individual suite of rooms on the premises;

AUDITORIUMS, CHURCHES, TEMPLES, GYMNASIUMS, ARENAS, STADIUMS, AND OTHER PLACES OF PUBLIC OR PRIVATE ASSEMBLY: Where permanent seats are installed, one parking space for each five seats; where no permanent seats are provided, one parking space for each 35 square feet of floor area;

EDUCATIONAL INSTITUTIONS, PUBLIC AND PRIVATE: Ten spaces for each classroom or the auditorium requirements, whichever results in the greater number of spaces;

ELEMENTARY AND HIGH SCHOOLS, PUBLIC AND PRIVATE: Three spaces for each classroom or the auditorium requirements, whichever results in the greater number of spaces;

HOSPITALS: Two spaces for each five beds;

DAY CARE CENTERS, DAY NURSERIES, KINDERGARTENS AND NURSERY SCHOOLS: One parking space shall be provided for each member of day care center staff. An on-site area shall be provided where passengers may safely exit automobiles and enter the building and vice versa.

ASYLUMS, INSTITUTIONS, AND HOME FOR AGED, CONVALESCENTS, ORPHANS, OR INDIGENTS: One space for each twelve beds;

LIBRARIES, MUSEUMS, AND ART GALLERIES: Ten spaces, plus one additional space for each 300 square feet of floor area in excess of 1,000 square feet;

PRIVATE CLUBS, FRATERNITIES, SORORITIES, AND LODGES: Two spaces for each three sleeping rooms or three individual suites of rooms, or one space for each 35 square feet of floor area used for meeting rooms, whichever results in the greater number of spaces;

BOWLING ALLEYS: Four parking spaces for each alley;

CLINICS AND OFFICES FOR HUMAN MEDICAL CARE AND TREATMENT: One space for each 200 square feet of floor area;

FUNERAL HOMES: Fifteen spaces, plus five spaces for each room in excess of three which can be used as a parlor or chapel. Drives and parking areas shall be surfaced with a hard and durable material and properly drained. Parking areas shall not occupy any required front or side yard.

OFFICES AND OFFICE BUILDINGS: One space for each 400 square feet of floor area on the ground floor, and one space for each 500 square feet of floor area on other floors, with a minimum of three spaces;

RESTAURANTS, DANCE HALLS, NIGHT CLUBS, SKATING RINKS, AND OTHER SIMILAR ESTABLISHMENTS, USED FOR RECREATION OR AMUSEMENT OR FOR SERVING OF MEALS OR DRINKS: One space for each 100 square feet of floor area;

RETAIL STORES, PERSONAL-SERVICE ESTABLISHMENTS, WHOLESALE DISTRIBUTING ESTABLISHMENTS: One space for each 200 square feet of floor area in building, with a minimum of three spaces.

OPEN AIR USES, INCLUDING BUILDING MATERIAL SALES, COAL YARDS, USED CAR LOTS, USED MATERIALS, AND MARKETS: One space for each 1,500 square feet of lot area;

BANKS AND POST OFFICES: Ten spaces plus one additional space for each 300 square feet of floor area in excess of 1,000 square feet;

INDUSTRIAL, MANUFACTURING, WAREHOUSE AND STORAGE USES: Employee parking of one space per one and one-half employees based upon maximum combined employment count of main plus second shift, visitor parking of one space per twenty-five employees on main shift and one space for each company owned or leased truck, passenger car or other wheeled vehicle usually based at the premises;

Source: Zoning District Regulations, Jefferson County, Ky., Section III.



APPENDIX P

Documentation of Review of  
the Draft Parkland Plan

**Louisville and Jefferson County  
Planning Commission**



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

June 3, 1983

Ms. Jane Bradford  
Community Development Cabinet  
727 West Main Street  
Louisville, Kentucky 40202

Dear Jane:

The draft Parkland Neighborhood Plan developed by the Parkland Task Force and Planning Commission staff has been completed. I am forwarding you a copy of the draft Plan, under separate cover. A public meeting has been scheduled for June 23rd and comments are being requested from agencies affected by the Plan. Comments are due by June 20, 1983. 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 that reads "David M. Hulefeld". The signature is written in a cursive style.

David M. Hulefeld  
Parkland Project Manager

DMH/lt

cc: Bruce Duncan  
Dave Ripple

AGENCIES AND GROUPS REVIEWING THE PARKLAND NEIGHBORHOOD PLAN

Community Development Cabinet  
William Gatewood  
Bruce Duncan  
Sally Yankee  
Jane Bradford

Housing Department  
David Flores

Landmarks Commission  
Ann Hassett

Economic Development Office  
Robert Bowman

Office of Real Estate, Urban Land Program  
J. Frederick Nett

Public Works  
Bill Brasch  
James C. Pasikowski

Police Department  
Capt. Gerald Beavers

Department of Building Inspection  
Robert Sewell

TARC  
John Woodford

Metro Parks  
Anita Solodkin

New Directions  
Bob French

Kentucky Department of Transportation  
Wade G. Campbell

Urban Renewal Commission  
Henry Dosker

Board of Aldermen  
Aldermen Reginald Meeks

Southern Railway Systems  
H.C. Mauney, District Superintendent

City Law Department  
Frank X. Quickert, Jr.

Preservation Alliance  
David Brook

Louisville Community Design Center  
John Trawick

**Louisville and Jefferson County  
Planning Commission**



---

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

June 3, 1983

A copy of the draft Parkland Neighborhood Plan is attached for your review. The plan was prepared by the Planning Commission staff in cooperation with the Parkland Neighborhood Plan 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 and transportation recommendations have been approved by the Task Force. The plan will be presented at a public meeting in the neighborhood on June 23rd and revisions to the draft plan will be determined at a subsequent meeting with the Task Force. 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 by June 20, 1983 is necessary, so that revisions can be discussed with the Task Force. Non-receipt of comments by that date will be considered as a no comment response by your agency.

If you have any questions, please call me at 581-5860.

Yours truly,

David M. Hulefeld  
Project Manager  
Parkland Neighborhood Plan

DMH/lt

cc: Dave Ripple  
File

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STATE OF KENTUCKY }  
County of Jefferson } SS.

# Affidavit of Publication

JUDY REECE

I, \_\_\_\_\_, 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 Louis-

to solemnly swear that from my own personal knowledge, and reference to the files of  
the advertisement of LEGAL AD - ORD, NO, 22 \_\_\_\_\_ was inserted in

**PUBLIC NOTICE**  
In partial fulfillment of the requirements of the Neighborhood Plan Ordinance (Ordinance No. 22, Series 1980, City of Louisville), the Task Force of the Parkland Alliance will hold a public meeting on Thursday, June 23, 1983 at 7:00 P.M. at the Parkland Boys and Girls Club, 3200 Greenwood Avenue, Louisville, Kentucky, to receive comments on the proposed Parkland 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 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. Affected agencies and interest groups will receive copies of the proposed Plan by June 6, 1983. The proposed Neighborhood Plan may be inspected at the Parkland Branch, Louisville Free Public Library, 2743 Virginia Avenue, 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 June 20, 1983.  
Paul A. Bergmann  
Executive Director/  
Secretary  
Planning Commission  
Ms. Betty Dobbins  
Chairperson  
Parkland Task Force

JOURNAL as follows:

Lines	Date	Lines

THE LOUISVILLE TIMES as follows:

Date	Lines	Date	Lines
6/9/83	97		

RECEIVED  
JUN 15 1983

LOUISVILLE AND JEFFERSON COUNTY  
PLANNING COMMISSION

*Judy Reece*  
(Signature of person making proof.)

and sworn to before me this 10th day of June, A.D. 19 83  
at April 5, 19 85

*William J. Lee*  
(Notary Public)

Neighborhoods  
June 15/16, 1983

## Parkland's plan

Study says area needs new shops,  
home renovation, better traffic flow

By **DELMA J. FRANCIS**  
Staff Writer

To attract new residents and businesses — and keep the ones it has — the Parkland neighborhood should create a shopping area, fix up homes and improve traffic flow on some streets, according to a new comprehensive plan for the area.

The \$30,000 plan, the first of its kind for the Parkland area, was drafted by a 15-member committee and the Louisville-Jefferson County Planning commission.

Residents can comment on the plan at a public hearing at 7 p.m. next Thursday at the Parkland Boys' and Girls' Club, 3200 Greenwood Ave.

Then, if the Parkland Alliance approves the plan, it will go to the city Community Development Cabinet for review, and to the Board of Aldermen for approval.

If it's passed, the plan would become a guide for future redevelopment of the neighborhood.

Parkland is bounded by Broadway on the north, Woodland Avenue and the Kentucky and Indiana Terminal Railroad tracks on the south, 26th Street on the east and the Shawnee Parkway on the west.

The plan addresses six major concerns: the business district, housing rehabilitation, jobs and job training, transportation, security and recreation.

Here's what the plan says about each:

**Commercial revitalization.** The 28th and Dumesnil commercial corridor, now blighted by empty, deteriorating storefronts, should get attention. The plan calls for a study to identify businesses that could flourish there.

The city Office of Economic Development could help new businesses with grants and low-interest loans.

And, a business association should be formed to help the newly incorporated Parkland Alliance get government support for improving business and to let businesses know they can get tax credits for work on some buildings along 28th and Dumesnil. The area is listed on the National Register of Historic Places.

**Housing rehabilitation.** Although most of Parkland's houses are in good shape, 15 percent need major repairs. And that's something Parkland residents can deal with themselves, the plan says.

It suggests that residents repair

and paint their houses and use Community Development money to start a tool library. Volunteers or members of a neighborhood-sponsored job training program could use money from Community Development, corporations or individual donations to repair houses owned by elderly or disabled people, the plan says.

The Alliance could help tap a number of sources for help: the Metro Investment Services Corp., which provides low-interest rehabilitation loans; corporations, which might sponsor an Adopt-A-Neighborhood program; and the city Housing Department, which can help demolish dilapidated houses.

**Jobs and job training.** Because Parkland's unemployment rate is higher than the city's, the plan suggests a job-training program. The program would use unemployed workers to repair houses and staff the tool library.

Business people also need to know that they can get tax credits by hiring unemployed welfare recipients and disadvantaged youths from the neighborhood, the plan said.

**Transportation.** Parkland's street system is adequate, but traffic is frequently delayed at railroad crossings.

The plan suggests building underpasses on Virginia Avenue and Dumesnil Street, between 28th and 32nd streets. The Federal Urban Systems Fund and the city Community Development Cabinet or state Municipal Aid Program fund could pay for them.

The plan also recommends demolishing the building on the northeast corner of 28th and Dumesnil streets to realign the intersection, which jogs to the left. Traffic signals there would also be realigned.

**Security.** The Parkland Alliance should encourage more neighborhoods to adopt Block Watch Programs. And it should encourage citizen patrols or patrols by the Night Hawks, a civilian patrol group trained in self-defense.

More streetlights, particularly along alleys, also would deter crime, the plan said.

**Recreation.** The plan recommends closing two mini-parks — Colmar, at Colmar Drive and 36th Street, and Greenwood Park, at Greenwood Avenue and 28th Street. A new larger park would be developed on a lot adjoining the Parkland Boys' and Girls' Club on Greenwood Avenue.

**Louisville and Jefferson County  
Planning Commission**



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

TO: Alderman Meeks and Alderman Smith  
FROM: Dave Hulefeld, through <sup>DMH</sup> David A. Ripple  
DATE: June 29, 1983

The draft Parkland Neighborhood Plan was presented at a public meeting held on Thursday June 23rd at the Parkland Boys and Girls Club. The Plan's major findings and recommendations were presented, followed by comments and questions from area residents. Points of discussion were as follows:

- 1) An appropriate response to the 30th Street railroad tracks and related traffic blockage is open to debate. Some residents support construction of underpasses on Virginia and Dumesnil, others fear that underpasses would detract from the desirability of adjacent homes, and reduce property values. The relative merits of underpasses and overpasses were also discussed. It was pointed out that the Parkland Plan does not specify a solution to this problem; instead, it recommends that the affected groups come together to devise a solution.
- 2) Parkland's non-NSA status, and the lack of CD programs in the area were noted. Specifically, housing rehab programs and a dumpster for the neighborhood were requested.
- 3) The effect of zoning changes proposed in the Plan on existing businesses was questioned. It was pointed out that zoning changes would not affect existing businesses, only vacant areas and homes that are commercially zoned.
- 4) The availability of programs and the current status of efforts to revitalize the 28th and Virginia-Dumesnil area was raised. Formation of a business association and the detailed study of the neighborhood shopping district were discussed.

lt

# MEMORANDUM

CITY OF LOUISVILLE

TO: David Hulefeld  
Planning Commission

FROM: M. A. Allgeier  
Landmarks Commission

DATE: June 10, 1983

RE: Parkland Neighborhood Plan

The welfare of the Parkland Historic District is dependent upon the revitalization of the more broad geographic area which is the Parkland neighborhood. The proposals made in the plan address the critical issues in the Parkland neighborhood, and are sensitive to the historic fabric of the National Register district.

There are several points, however, which I would draw your attention for further consideration.

The proposed redevelopment of the 28th and Dumesnil/Virginia business district encourages rehabilitation of historic properties, taking advantage of the 25% Investment Tax Credit (ITC), and the demolition of non-historic structures. The rerouting of 28th Street after the demolition of the structures on the northeast corner of this intersection addresses a currently blighting influence, a traffic problem, and the need for additional green space. The proposal for this intersection is an acceptable option in its completed form, but it is advised that premature demolition not occur. The structure on the northeast corner has no historic value, but it does bring a sense of closure to the existing intersection. Sensitive and creative rehabilitation of this structure would be possible and is far preferable to another large vacant lot. The structure at 2753 Dumesnil is historic and eligible for the 25% ITC for rehabilitation. Although its demolition is not encouraged, the overall benefits of the completed plan outweigh the value of a single building. It is very important, however, that a definite timetable and certain funding be solidly in place for the rerouting of 28th Street and the construction of additional shops and green space before demolition occurs.

The demolition of the one-story structure located at 2809 Virginia Avenue is discouraged in favor of its incorporation into the redevelopment of the adjacent structure on the northwest corner of 28th and Virginia. 2809 Virginia is historic and eligible for the ITC for rehabilitation.



David Hulefeld  
Planning Commission  
June 10, 1983  
Page 2

The exquisite Queen Anne residence located at 2815 Virginia Avenue is labeled in Fig. 1-6 as "blighted structure to be repaired or demolished." This residence is the focal point of the Parkland Historic District as well as a source of pride to the residents of the neighborhood. It represents the height of the Queen Anne style which is so prevalent in the Parkland District. Its rehabilitation is critical to the further protection of the historic fabric of the district and would provide a model for the rehabilitation of similar residences in the area. Although commercial encroachment into the residential section of the neighborhood is not encouraged, a low profile commercial/office use for 2815 Virginia, should residential use prove infeasible, is preferable to its demolition.

The proposed infill construction and/or the moving of structures to vacant sites is applauded. The designs of modular housing units or new construction should, of course, be compatible with the existing structures. Our design staff will be available for design review assistance.

It should be noted in the discussion of incentives, (D3) that commercial and industrial structures 30 years old or older, outside the National Register district, are also eligible for tax credits for rehabilitation.

**Louisville and Jefferson County  
Planning Commission**



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

June 28, 1983

M.A. Allgeier  
Landmarks Commission  
727 West Main Street  
Louisville, Kentucky 40202

Dear M.A.:

Thank you for your careful review of the draft Parkland Neighborhood Plan. As a result of your comments, the following changes will be incorporated in the final version of the Plan:

1. Part D.2 of the Transportation Section, dealing with reconstruction of the 28th and Dumesnil intersection, recommends that clearance of the northeast corner and construction of the roadway be coordinated with redevelopment, to avoid creating vacant space and losing the area's sense of closure.
2. The residence at 2815 Virginia Avenue is no longer labeled "blighted structure to be repaired or demolished." A note has been added to Figure I-6, stating "preserve historic structure."
3. Part D.11 of the Land Use Section, which addresses infill housing, has been revised to state that housing kits (rather than modular housing) should be compatible with Parkland's architectural character.
4. Part D.3 of the Land Use Section now includes mention of the tax credits for rehabilitation of commercial and industrial structures over 30 years old.

I appreciate your efforts in reviewing the draft Plan. When the final Plan is produced, I will see that your office receives a copy.

Sincerely,

David M. Hulefeld  
Project Manager, Parkland Neighborhood Plan

DMH/lt  
cc: David A. Ripple  
File

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