

PARKLAND NEIGHBORHOOD PLAN



Adopted [Month] 2016



CORNERSTONE 2020 VISION STATEMENT

In our vision of 2020, Louisville and Jefferson County is a community widely recognized for its high quality of life, sense of tradition and competitive spirit. Our children have inherited a livable, vibrant and economically diverse community. We have clearly recognized that the quality of life depends upon continued success in the economic marketplace and an ongoing commitment to the conservation of environmental resources which define our heritage and enhance the livability of our community.

Community residents share a sense of place and take great pride in their established and emerging neighborhoods which are culturally and economically diverse. Residents are proud of their differences in heritage and culture. Economic and educational opportunities are available to all residents, in every neighborhood. Every neighborhood is a safe place to live.

The community enjoys a rich fabric of urban and suburban areas, interwoven with environmental resources, accessible parks, open space and the Ohio River Corridor, all representing a heritage of natural beauty. A multi-modal transportation system serves and ties together the entire community. Unified government services enhance the ability of the community to speak with a single voice in matters related to the investment of human, environmental and capital resources.

The Cornerstone 2020 Vision for Louisville and Jefferson County is nothing less than the best of the past merged with the best of the future, creating a community where all residents can grow and prosper.

ADOPTION DATE

[MONTH] [DAY], 2016

ACKNOWLEDGEMENTS

Louisville Metro: Councilwoman Jessica Green, Legislative Aide Charles Weathers, Kendal Baker, Michael King

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BOUNDARIES

Parkland is a West Louisville neighborhood. Its physical boundaries are South 26th Street to the east, Broadway to the north, Louis Coleman Jr. Drive to the west and Wilson Avenue and Woodland Avenue to the south. Parkland was settled in the 1870's, a period when Louisville was growing rapidly and expanding outward. Parkland as a whole is in the heart of west Louisville neighborhoods, surrounded by many populous areas and, in the past, significant industrial development. The Norfolk Southern railroad corridor that roughly bisects the neighborhood still serves industrial uses along the rail line. Parkland adjoins the Russell, California, Park DuValle and Chickasaw neighborhoods. The neighborhood covers a total area of 0.815 square miles. Census Tract 10 and portions of Tracts 13,15, 17 and 18 constitute the Parkland neighborhood.

PLAN BACKGROUND

The Parkland Neighborhood planning process has been sustained under the leadership of Councilwoman Jessica Green. Led by Legislative Aide Charles Weathers, a Neighborhood Plan Advisory Group was formed, and an initial meeting was conducted at Parkland Scholar House on September 8, 2015 with a second meeting held at Maupin Elementary School on December 14, 2015. In [month], residents, business owners, stakeholders and the community were invited to comment on an initial draft of the Parkland Neighborhood Plan.

PLANNING PROCESS

The Parkland Neighborhood Plan is a culmination of current and past planning efforts recently undertaken. Some of the recent planning efforts are:

Parkland Corridor Improvement Study

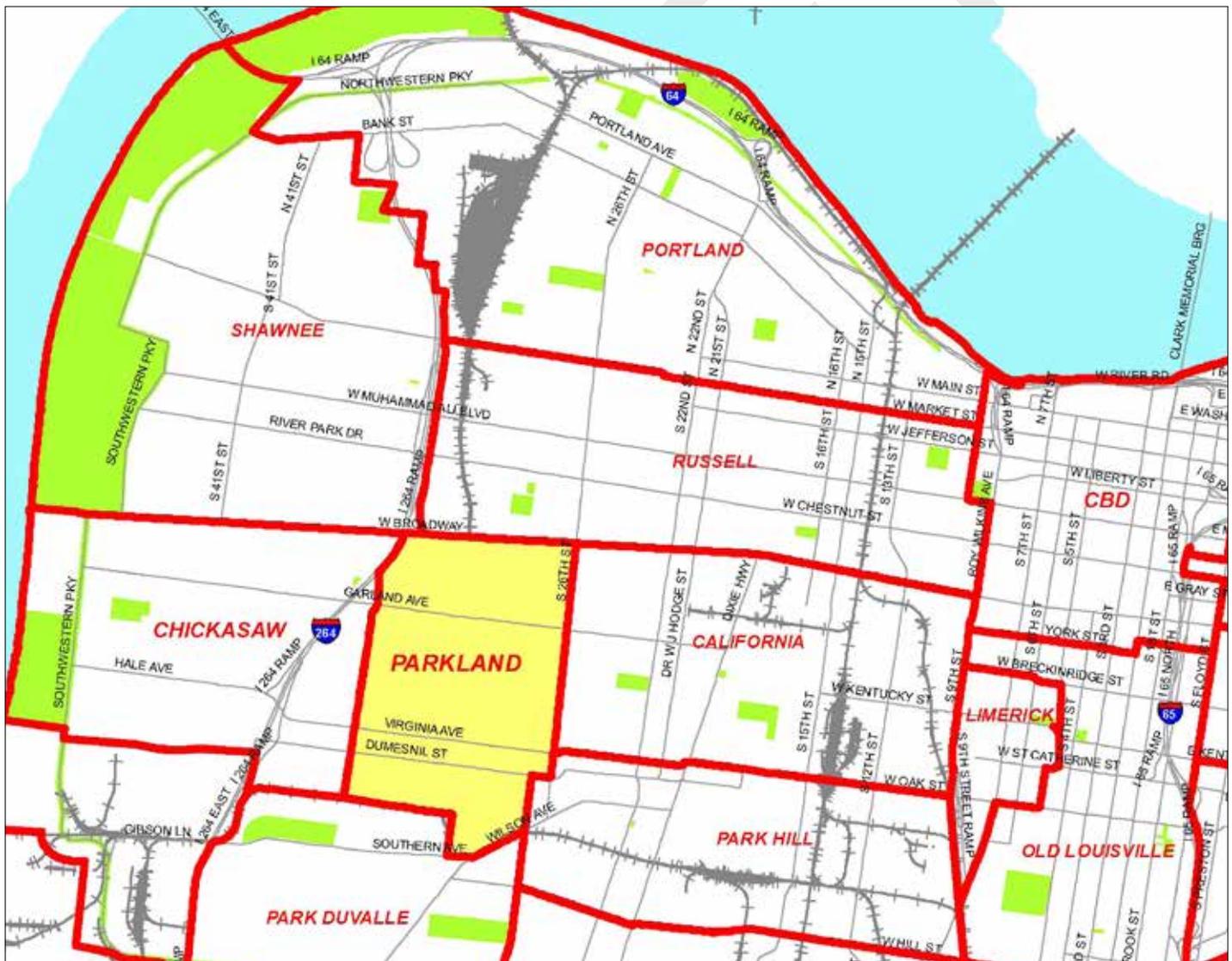
The Corridor Study was commissioned by Councilwoman Attica Scott to reveal how the commercial area around

28th Street between Virginia and Dumesnil Avenues could be encouraged as the true heart of Parkland and renew its commercial and institutional role as a potential “town center”.

The culmination of the Study is the Master Plan. The study concluded that the commercial area at 28th Street and Virginia and Dumesnil Avenues could not only be the center of Parkland, but part of a new commercial strategy built around a health and wellness theme. This strategy builds on the public success of the recent community garden promoted by Councilwoman Scott, provides encouragement of a healthy foods lifestyle, and creates a grassroots retail opportunity currently missing in west Louisville.

The study proposes streetscape improvements along the 28th Street corridor and along the commercial portion of Dumesnil Street, enriching pedestrian experience and circulation. The creation of an outdoor market, public plaza and community garden is at the core of the proposed improvements within the open green space currently owned by Louisville Metro. The look and feel of Parkland would be dramatically transformed with these improvements.

This major public space would anchor the revitalization of the corridor and provide a venue for regular events and public gatherings that support commerce, pride of place, and a sustainable, healthy lifestyle. Telling the stories of Parkland in the form of public art and interpretation



Boundaries of the Parkland Neighborhood.

Parkland is located in the heart of West Louisville.



also is proposed. Traffic and transit improvements are proposed to give better access while slowing traffic speeds and providing more opportunities for alternative transportation, making it easy to get to the Parkland Center. The Study recommends converting Virginia and Dumesnil Streets from one way to two way, and implementing the railroad Quiet Zones.

The marketability of many of the underutilized properties in Parkland Center has certainly been enhanced by targeting uses that complement and are supported by the suggested focus on health and wellness, drawing customers from both the immediate neighborhood and a broader region. The health and wellness theme builds on the existing uses and recent successes, while expanding the possibilities for new entrepreneurial growth around a locally sourced healthy foods initiative that enjoys such popularity in other locations.

West Louisville Assessment and Strategy Project

The West Louisville Competitive Assessment and Strategy Project: Creating Jobs, Income and Wealth in the Inner City was an effort by the Armstrong administration to develop and reinforce the business opportunities and inherent strengths of the western portion of the City. Conducted by Harvard's Initiative for a Competitive Inner City (ICIC), the Strategy Project engaged leaders of West Louisville and the business community in development of a multi-faceted approach that addressed market forces, built on competitive

advantages, and emphasized economic growth within the portion of the City west of Roy Wilkinson Boulevard. An action agenda was created with 18 steps to make the inner city a more competitive location for business and thereby create jobs, income and wealth for inner-city residents.

The Strategy Project reviewed the top performing industry clusters in the region and the existing and potential links to the West Louisville business base. After close examination, the team focused on developing high-level strategies for three industry clusters: 1) Automotive, 2) Transportation and Logistics, and 3) Medical Devices and Health. The Strategy Project also identified numerous interesting details about the area:

- West Louisville's unemployment and poverty rates were three times higher than the regional average.
- Almost 1500 business establishments with revenues greater than \$500,000 were operating in West Louisville.
- West Louisville companies employed 34,000 workers and generated \$5.5 billion in revenue during 1999.
- Wages are higher than average in West Louisville companies because of the higher percentage of manufacturing jobs.
- Of the 15 West Louisville business clusters generating the most jobs, seven were also top employers for the region, which suggested strong potential linkages between West Louisville and the region.

Boundaries of the Parkland Neighborhood and Local Preservation District.

The Preservation District boundaries generally define the Parkland Center.

Putting the park in Parkland.

A recent tree planting provides shade and beauty along the 28th Street corridor adjacent to an industrial property.



- Of the companies interviewed, 77% cited inadequate land or facilities for expansion as a competitive disadvantage.
- Lack of meaningful assistance to small and medium sized businesses was a drawback.
- Concerns were voiced that the negative reputation of West Louisville hindered business opportunities.
- In addition to specific items related to the industry clusters, the study’s general recommendations were:
- Implement and institutionalize a process to redevelop unusable and outdated buildings into marketable sites
- Streamline and coordinate business development services to help small and medium-sized West Louisville companies become more competitive.
- Create buy-in for the initiative by promoting West Louisville’s assets to local and regional communities.
- Market West Louisville assets to attract investment.
- Improve actual and perceived security in West Louisville.

Center for Neighborhoods Parkland Neighborhood Assessment Project (2013)

Neighborhood Assessment Projects, or “NAPs”, provide neighborhood residents with the opportunity to assess the current status of the neighborhood for livability and viability, begin reviewing and planning short-term & long-term goals and define the necessary steps to create change in their neighborhood.

Vacant & Abandoned Property Revitalization Study

In November 2012, RKG Associates, Inc. and their teaming partners APD Urban Planning & Management, LLC were hired by Louisville Metro Government to develop a series of recommendations to address the city’s vacant and abandoned properties (VAPs) and mitigate their associated impacts.

The RKG Team took a comprehensive perspective, recognizing that neighborhood revitalization, in addition to the reduction of vacant and abandoned properties, is necessary to reduce the occurrence of this issue in the future. To develop a set of actionable strategies, the RKG Team utilized a methodology to:

- Assess demographic, economic and housing conditions, including field inspections in West Louisville neighborhoods;
- Conduct interviews and outreach with local community organizations, nonprofit and for profit

- developers, and Metro Government officials and staff;
- Develop an analysis of real estate marketability to identify where intervention might be most effective; and
- Assess the return on investment that Metro Government could reasonably expect to receive for the costs associated with addressing the vacant and abandoned property problem over 20 years.

The resulting report outlines a series of early intervention and long-term strategies and the relevant data analysis to support those strategies, and offers a comprehensive approach to addressing the vacant and abandoned property problem.

NC3 Parkland Neighborhood Profile (2014)

Network Center for Community Change (NC3) prepared the Parkland Neighborhood Profile, which documents the state of the neighborhood’s housing, schools and student performance, and land uses. The profile also contains characteristics of the families who live there, including age, sex, income, and educational attainment.



Public and community input.

Residents and stakeholders attend meetings along with the design team and public officials.

Louisville Metro Neighborhood Market DrillDown: Catalyzing Business Investment in Inner City Neighborhoods (2008)

In partnership with Louisville Metro and with support from the Federal Reserve Bank of St. Louis, Fifth Third Bank, PNC Bank, Community Resource Network, Louisville Metro Economic Development Department, Making Connections Louisville, Metro United Way, and US Bank, Social Compact conducted its Neighborhood Market DrillDown analysis in a number of neighborhoods in the City of Louisville.

The 2008 Louisville DrillDown – the first study of its kind to be conducted in Louisville – serves as an additional information source that can aid local government, community and business leaders to uncover market strengths and opportunities in the City's underserved neighborhoods. The DrillDown study aims to complement the city's efforts to attract investment to these areas and inform the City's comprehensive economic development agenda going forward.

Quiet Zones (Wilson/Cypress Corridor Railroad

Crossing Safety Improvements) (YEAR)

Louisville Metro Government, the Kentucky Transportation Cabinet and Norfolk Southern Railway have dedicated funds for the creation of quiet zones at key road and railroad crossings within the Parkland Neighborhood. The funds will be used for the installation of automatic gates, flashing lights, signals and bells and to remove existing pavement, construct barrier and curb islands, and add signs and pavement markings. Other locations will be permanently closed to thru-traffic and the asphalt adjacent to the crossing will be removed.

THE VISION

The vision for Parkland in the future is of a vibrant, cherished, connected, and greener neighborhood. Parkland residential areas are revitalized, with diverse housing choices. The commercial area along South 28th Street between Virginia and Dumesnil Avenues is restored to its former prominence as the retail and civic hub of Parkland and surrounding neighborhoods, and is a focal destination that capitalizes on its central location, historic architecture, and long-standing traditions of commerce and community.



Carnegie Parkland Branch Library built in 1908.

The old library building could be considered for a youth fitness center.



Community garden volunteers.

The community garden is a Parkland success story.

VISION FRAMEWORK

The Vision Framework reflects community input collected throughout the planning and design process, as well as previous plans and existing policies that can help shape the neighborhood and its surrounding context. Guided by this framework, the remainder of the Parkland Neighborhood Plan articulates a range of strategies and concepts, broadly grouped into chapters on Land Use & Urban Form and Mobility, followed by a chapter on Implementation. The Implementation chapter is intended as a practical and realistic revitalization strategy, beginning with implementation of the Corridor Study Master Plan. It includes specific recommendations, with time frames and key partners.

Vision Framework Diagram

The Vision Framework is a one-stop “plan on a page” that illustrates the key building blocks of the Parkland Neighborhood Plan. The diagram includes four major components that will bolster Parkland as a vital, healthy neighborhood and bring about tangible change:

Vision Elements: The 4 Vision Elements – Vibrant, Cherished, Green, Connected – are the key thoughts in the statement above. Working together, the elements form a cohesive, long-term improvement path, setting a course for a dynamic, interconnected mosaic of people, places and activities

Strategies: An array of strategies, ranging from short-term “quick win” improvements to mid- and long-term investments, is outlined in the categories under each Vision Element.

Transformative Projects: Including opportunities and partnerships both for the public and private sectors, these signature projects embody bold ideas that implement more than one plan recommendation and that will have great impact on the Parkland Neighborhood in the coming years.

Together, the Vision Elements, Strategies/ Recommendations and Transformative Projects are the most critical steps towards advancing Parkland’s future. These components are outlined in full detail in the following chapters.

VISION ELEMENTS



PARKLAND CENTER

STRATEGIES

1. Create a Community Development Corporation.

Such entities are conduits for public and private grant funds, capital investment, and loan funds. Establish cooperation and control of key real estate parcels identified in the Master Plan.

2. Pursue the Market Square concept.

Expand and reconfigure the community garden. Construct the Market Shed, develop an arts program and facilitate pop-up events.

3. Improve the Gateway to the commercial corridor and the neighborhood.

Develop a streetscape design for the 28th Street corridor.

TRANSFORMATIVE PROJECT

Parkland Market Square (Proposed)





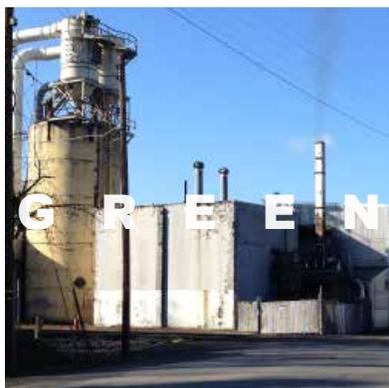
CHERISHED

HOUSING

4. Improve streetscapes and building facades. Put the Park in Parkland - plant trees throughout. Repair existing sidewalks, crosswalks and ramps. Enhance front yard landscapes and home facades.

5. Stabilize existing housing. Repair and upgrade occupied housing, especially owner-occupied homes and rental properties. Provide residents with information about tenant rights, foreclosure prevention and tax lien release.

6. Renew vacant and abandoned properties. Implement a model block development, and replicate successful ideas elsewhere in the community.



GREEN

INDUSTRY

7. Go from grey to green. Develop incentive programs through MSD's consent decree to enhance industrial zoned properties through green infrastructure. Emphasize tree planting.

8. Engage local industry to partner on workforce development. Develop services and amenities to assist workers such as cafes, retail outlets, and a laundromat. Coordinate job training with local employment opportunities and industry needs.



CONNECTED

GETTING AROUND

9. Enhance the public realm throughout. Upgrade and repair existing infrastructure. Develop a phased public improvement program.

10. Convert Virginia and Dumesnil Avenues to two-way streets. Converting streets from one to two-way typically reduces traffic speeds, increases accessibility, and doubles the commercial visibility.

11. Introduce railroad quiet zones. Use dedicated funds for the creation of quiet zones at key road and railroad crossings.

12. Enhance access to alternative transportation methods. Introduce shared bike lanes, bike racks and user friendly bus stops.

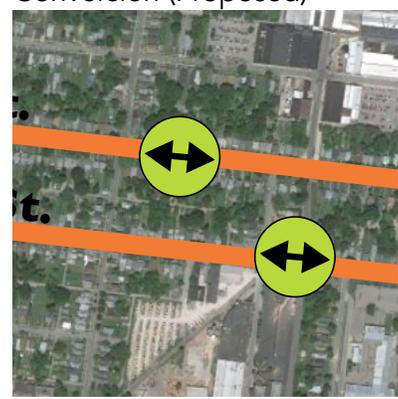
Town Homes (Bayview, State)



28th Street Corridor Tree Plantings (Parkland)



One-way to Two-Way Street Conversion (Proposed)





PARKLAND HISTORY

The Parkland neighborhood is one of the city's oldest. Incorporated in 1874, it was originally a suburb called Homestead, renamed Parkland in 1884, and then annexed by the city of Louisville in 1894.

As early as 1871, development in Parkland was big news in Louisville. Developers subdivided 342 acres into 1072 lots for sale at auction. The tract, which had been farmland owned by the Canby, Fiedenberger, and Davidson families in the 1860's was platted for development by Morris and Southwick about 1870 and later 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 widely advertised event drew some 2,000 potential bidders and was so popular that businesses closed so

employees could attend. Lots measured 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 development to be slow due to lack of roads and infrastructure. However, by the mid-1880's development was brisk, and the decade following saw the growth of a tight-knit community.

The social and economic status of Parkland residents was varied. Large, elegant homes occupied by several families listed in the Blue Book lined Virginia Avenue and Catalpa Street, while the Masonic lodge anchored the commercial district. In fact, the Mayor and town council were all Masons. More modest cottages were built on adjoining streets. In 1879 the Parkland Improvement Company built ten cottages and forty two-story houses averaging seven rooms.

Prosperity was aborted by the Great Tornado of 1890, an F4 tornado, which devastated the town. The tornado of 1890 dealt a severe blow to the area, cutting a swath six blocks wide. When rebuilt, many large Victorian homes were built in 'White Parkland' along Virginia, Cypress and Hale; 'Black Parkland', which was also called 'Little Africa', reached from Woodlawn and Hale Avenues as far

west as the river.

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. Parkland was described in 1918 as, "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." Charming and whimsical Victorian houses still line Virginia Avenue today, many in sad disrepair, yet still wearing the grace and dignity of their past.

Streetcar access and the automobile promoted Parkland as a commercial hub. At its height, investment opportunities in 1930 led W.B. Washburn, a prominent African-American dentist, to hire Samuel Plato to design his building at the corner of South 28th Street and Dumesnil Avenue. Plato was the most noted African-American architect of the time and enjoyed a national reputation. The thriving six-block business district included theaters, bakeries, hardware stores, a bank, a record store, and a Gulf station. It was said to be one of the busiest spots in Louisville.

An increase of the African-American working class in the years following Reconstruction led to the growth of all-black neighborhoods like Smoketown and California. In Parkland, the area southwest of the center was known as Little Africa. Housing policies and plentiful industrial



The corner of 28th & Dumesnil in the 1920's
Shows a lively scene of small town commerce.

jobs throughout the war years led to continued growth of Little Africa up through the 1950's and 60's. Much of Little Africa was demolished by urban renewal starting in 1946 – one example was Cotter Homes in 1953.

On May 28th, 1968, after the assassination of Martin Luther King Jr., a rally erupted into rioting. Police shot two teenagers. The National Guard occupied Parkland for 7 days. Many businesses were looted. A steep decline followed, as many places failed to reopen and some sites were cleared altogether.

Over time, local residents, property owners, and city leaders have made attempts to revitalize the commercial core of Parkland. It was the subject of an Urban Renewal Plan, which solidified the Parkland center as a local Preservation District in 1984 and redeveloped the corner of 28th and Virginia as a 24,000 sf grocery store in 1996.

As in many older American cities, a reduction in industrial employment, typical throughout west Louisville, has correspondingly led to a reduction in middle-income residents. Today, Parkland is recognized as an historic district with beautiful homes, a community garden, and a few businesses that have reoccupied the once bustling

PARKLAND CHARACTER

The character of the Parkland neighborhood is intertwined with its architectural heritage. As an example of a desirable 19th century suburb, Parkland is blessed with multiple examples of interesting residential and commercial buildings. Ranging from substantial Shingle Style homes to Arts and Crafts Bungalows, the neighborhood exhibits all of the fashionable architectural styles prevalent during its formative years from the ubiquitous shotgun house to the large and opulent homes lining Virginia Avenue. Other streets developed later, such as Catalpa and Grand Avenues and show the popularity of the Bungalow style. Some of the best examples of frame architecture in the City exist in Parkland. Indeed, other than Crescent Hill, it represents the apex of wooden architectural styles in Louisville.

In addition, its strong commercial core at 28th and Dumesnil provides an unusual small town character. Other neighborhoods have commercial corridors such as Frankfort Ave or Bardstown Road, but Parkland has a true town center, with significant public buildings such as the Masonic Lodge and the former Library as civic anchors. The quality of these structures and their placement give the town center importance and gravity lacking in many neighborhoods. The combined

U.S. Foil Company building.

A historic image of one of the early buildings on the Reynold's Metals property. While the building no longer stands, the company is still in operation and manufactures its products, like aluminum foil, in the neighborhood.

Right, historic homes; Left, the railroad

The character of Parkland has been shaped by its history - remarkable architecture, the railroad and industry.

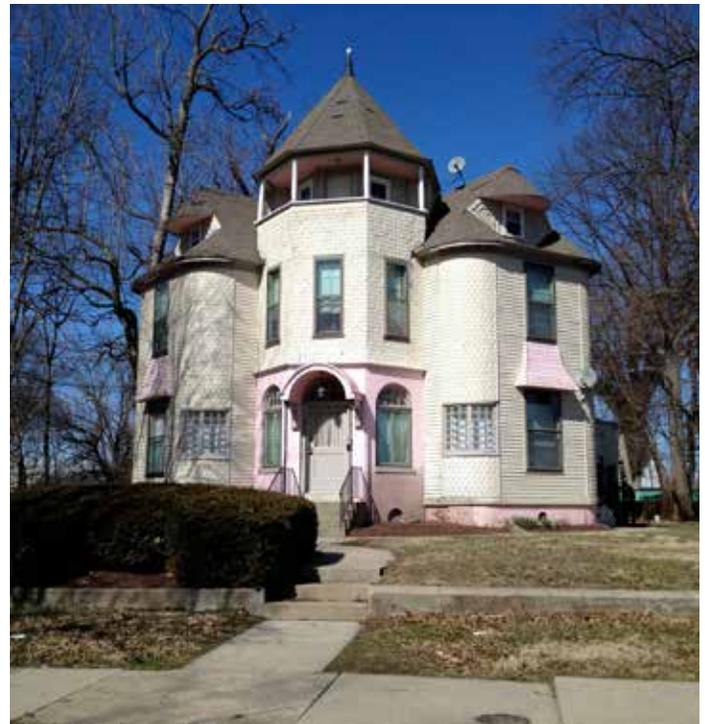


residential and commercial architectural character gives Parkland a unique place in Louisville neighborhoods – recognizable and distinct.

Many other factors have shaped the neighborhood we see today: the path of the railroad lines through the area, the rise of industrial uses during the war years and their subsequent decline, the growth of vacant and abandoned structures, the shift in the kind and character of community facilities, such as changing church congregations, the construction of new elementary schools, the conversion of the historic Maupin School to the Parkland Family Scholar House, and the establishment of the community garden.

DEMOGRAPHICS

The population of the Parkland Neighborhood is estimated at 2,431, approximately 0.3% of Jefferson County's total population of 741,285. Parkland is a younger neighborhood with a median age 2 years younger than Jefferson County as a whole – 35.3 years vs. 37.8 years. Parkland's population is 51% female and 49% male. There are 98 males per 100 females in the neighborhood. Jefferson County's population is 52% female and 48% male or 93 males per 100 females. The population pyramids display population distribution across age ranges by sex. The largest age band in the Parkland neighborhood is the population from 15-19 years (24%). There is a low population of children under the age of 5 (6%) and for the age range 25-29 (5%), with 0% male population for that age range. (2014, NC3, Parkland Neighborhood Profile)





INTRODUCTION

The 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 close proximity. Existing land use is shown in the Figure on the next page; the table on the following page shows the proportion of various land uses within the neighborhood.

INVENTORY AND ANALYSIS

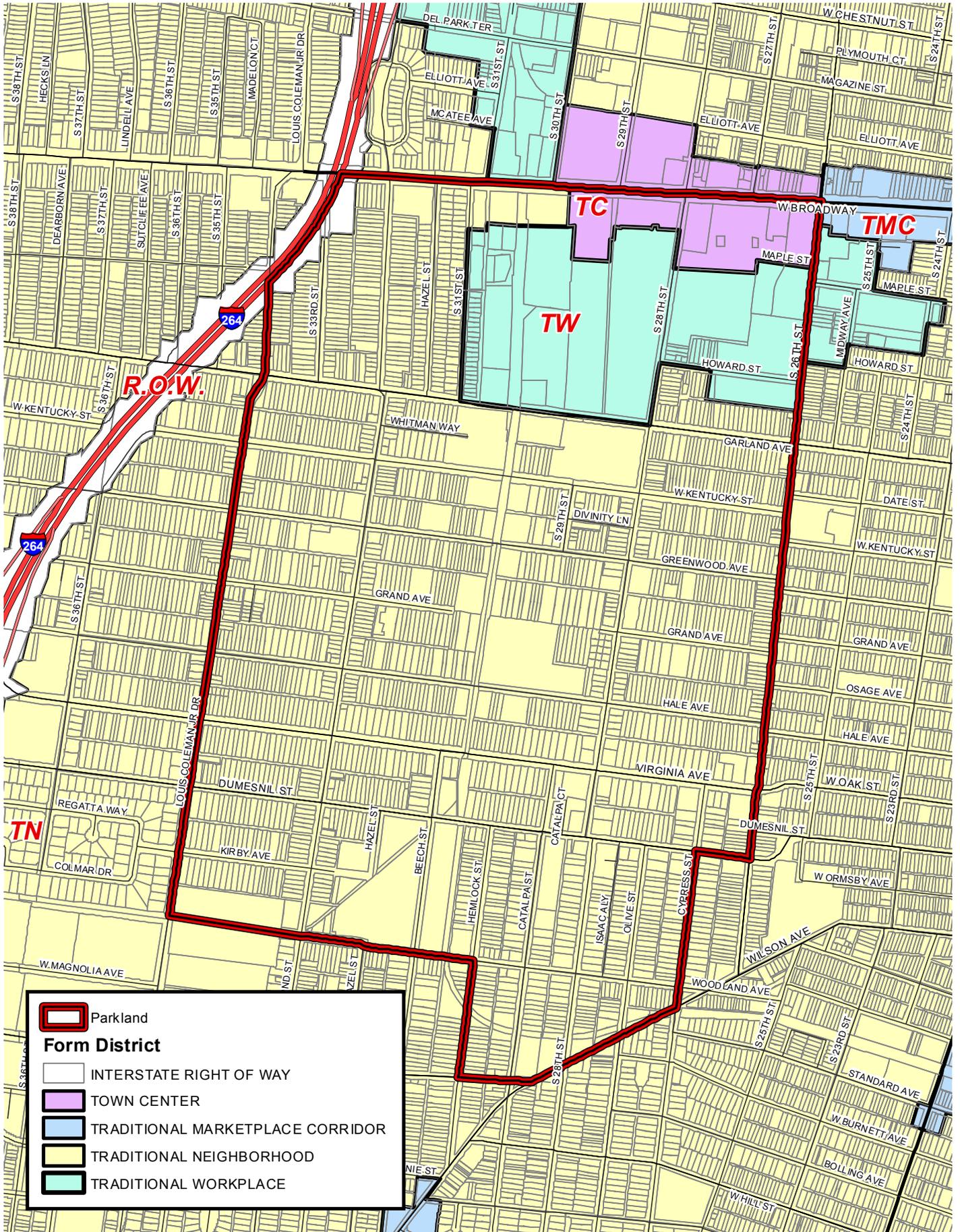
The Parkland neighborhood is a predominantly residential area, with significant amounts of manufacturing and commercial uses, and a mixed-use town center. The neighborhood covers 0.815 square miles or 521.6 acres or [XX] City blocks. The neighborhood is listed on the National Register of Historic Places, and a portion of the neighborhood, consisting mainly of the 28th and Virginia/Dumesnil corridor, is locally designated as a Landmark Historic District.

The neighborhood has three distinct use areas: 1) residential blocks - primarily single family housing units, 2) concentrated commercial areas: along Broadway, 28th and Dumesnil/Virginia Streets and at 28th Street? and Greenwood Avenue, and 3) an industrial area that bisects the neighborhood following the line of the railway. While there are no parks in Parkland, there are several public and semi-public spaces. Also vacant land is significant in Parkland.

The Parkland neighborhood contains three form districts: Traditional Neighborhood (TN), Traditional Workplace (TW) and Town Center (TC) and one of four general land use classifications - Residential, Industrial, Commercial and Office. These are listed in order of greatest to least land area:

Residential

Accounting for nearly [XX%, over half?] of the developable land, housing is the predominant land use in Parkland. Most of the housing is single-family homes. Multi-family housing is less common in Parkland, although it is a permitted use in many parts of the



Reynolds Food Packaging Company facility, an industrial land use along 28th Street.

28th Street, Louisville, KY

The Medical Center property is zoned for office use.

28th Street, Louisville, KY

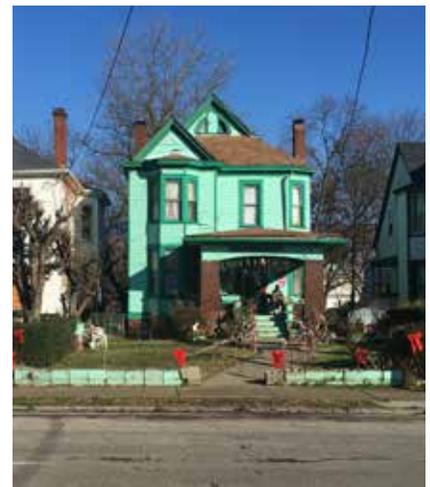
A house in Parkland, characteristic of the traditional neighborhood form and residential zoning.

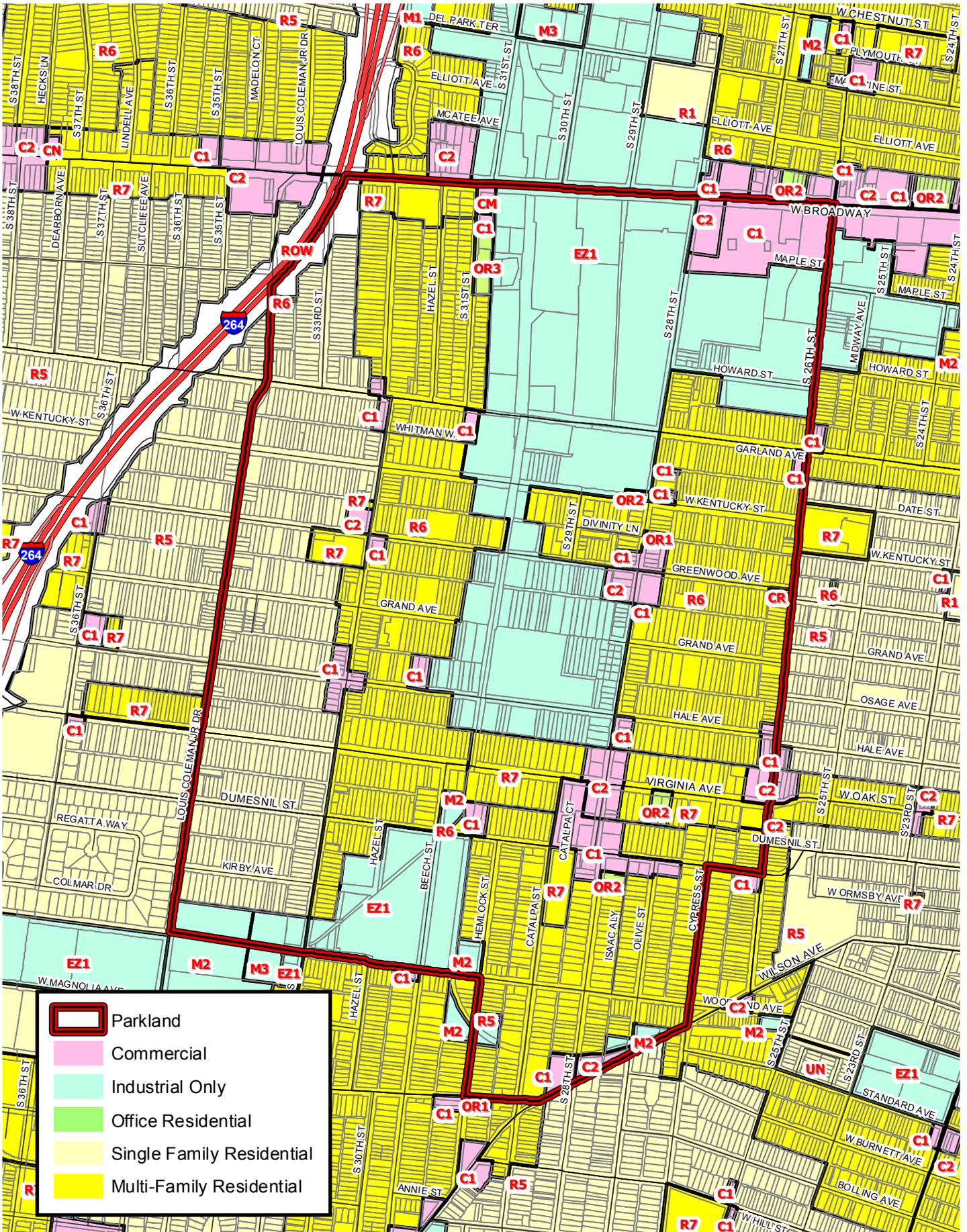
28th Street, Louisville, KY

neighborhood.

Housing in Parkland was developed in the 19th and early 20th centuries, and most blocks retain their original character of site and setting. Dwellings were built with consistent setbacks from the street, relatively shallow front yards for landscaping and plantings, and with the a house's porch and main entrance oriented towards the street. Most blocks were laid out with similar lot dimensions and distances between homes, creating a constant rhythm and pattern in the location of dwellings and their intervening spaces. Additionally, most houses are oriented in a north - south direction, based on block configurations that also provide alley access.

This character is consistent with the Traditional Neighborhood Form Districts, which recognize and support the preservation of existing neighborhoods. Such urban settings promote a culturally and economically diverse environment that accommodate people of all ages and incomes. A mixture of land uses





are encouraged within the Traditional Neighborhood Form District that are compatible with the scale and character of existing buildings. This becomes especially important in aging neighborhoods with underutilized or vacant structures.

Within Parkland the residential classifications are 4 zoning districts— R-5, R-6, R-7. R-5 is a single family district, while R-6 and R-7 are considered multi-family zones of progressively higher densities. Residential zoning areas form a U-shape area that surrounds the industrial and commercial areas located along the 28th Street corridor and the north-south railway. This configuration results in residential areas on the west and eastern sides of the neighborhood blending with adjacent neighborhoods. It also results in the commercial

area being within a short distance of most housing.

The VAP study revealed that over 50% of Parkland blocks are at a tipping point. Due to many factors, neighborhood decline is visible in the condition of its homes. 74% of housing in Parkland was built before 1950. Only 24% of Jefferson County's housing was built before that date. 8% of the single family housing units in Parkland are owned by persons living outside of Kentucky. This is higher than metro's 2.5% out-of-state ownership. In the last 15 years there has been a decrease in home values in West Louisville. 79% of single family homes in Parkland have had a deed transfer during that time. Taking the difference between the last sale price and the current assessed value, Parkland has a net loss of \$5,792,724 in single family property value in

Right, a colorful shotgun home.
Below, large Victorian houses.

There are a variety of architectural styles in the neighborhood.



15 years.

Most recently, the Family Scholar House has established a campus on the corner of Catalpa and Dumesnil. The organization supports single parents as they pursue four-year college degrees. Their reuse of the old Maupin Elementary School with compatible additions has been a success story on many fronts: adaptive reuse of historic buildings, compatible infill construction, and location of a great use in a walkable Town Center.

Industrial

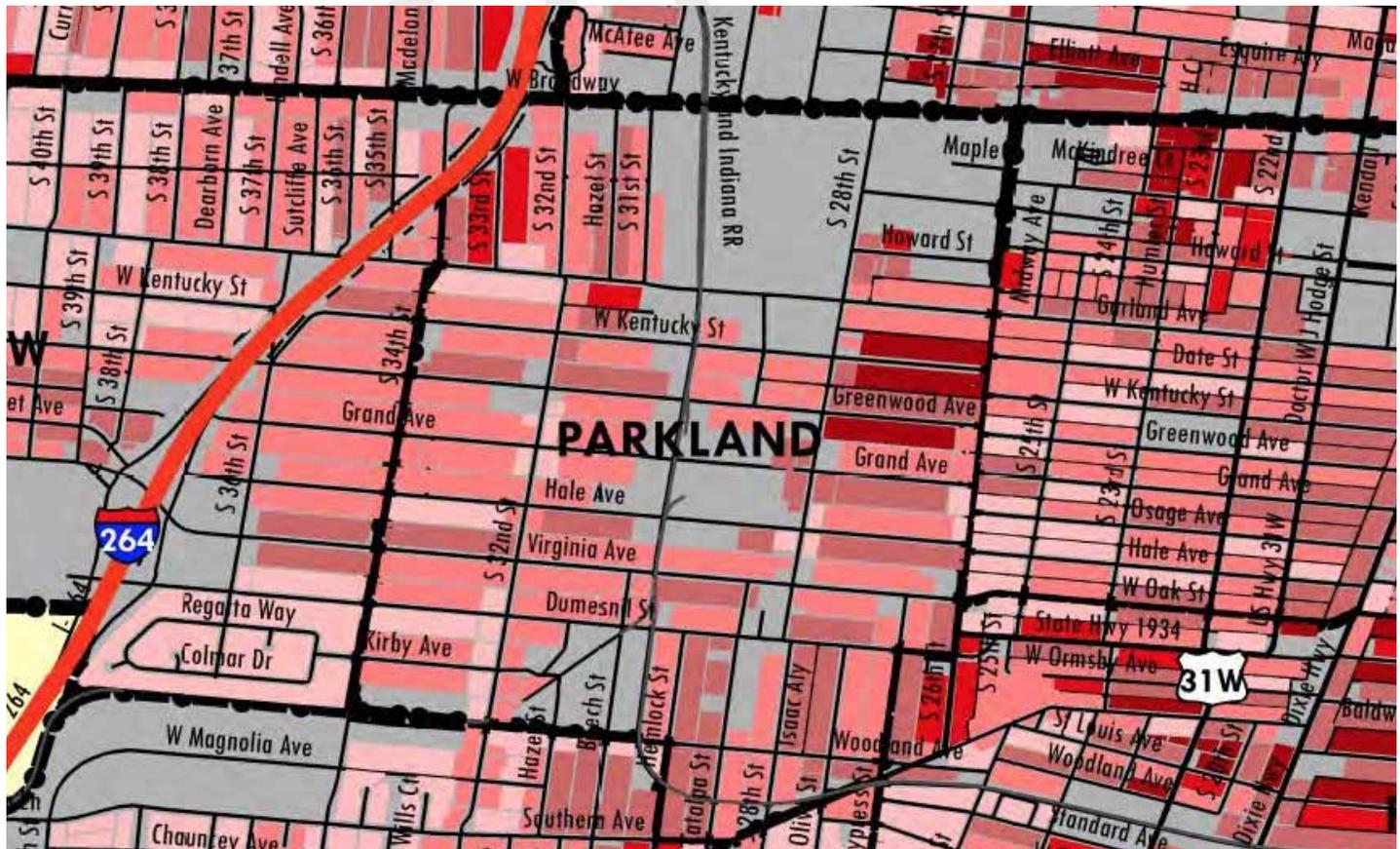
Industries located along the Norfolk Southern Railroad are a major land use feature in Parkland. Industry is the second largest percentage of land use in Parkland at 21% of the total neighborhood. The list to the left identifies the industries in Parkland, though the list may not be exhaustive. These industries benefit from the railway that bisects the neighborhood north and south. Four of the companies that occupy the greatest share of land areas, including Anderson Wood, Cypris Technologies, Reynolds Consumer Products Inc., and Falls City Lumber are described on the pages following. The Traditional Workplace Form District applies in

An abandoned home (right) and vacant commercial building (left).

Text.

Below, a map showing the distribution of vacant and abandoned properties in Parkland.

Vacant and Abandoned Properties Study reveals blocks in differing states of repair:



Industry Type	Name
Chemical	Air Products & Chemicals
Construction	Abel Construction Chilton Engineering & Construction Floor Pro
Equipment Supply	Republic Industries International
Lumber	Falls City Lumber
Manufacturing	PSC Fabricating Reyold's Metals Sypris Technologies Sypris Tube Turns Tech Inc.
Millwork	Anderson Wood Products
Packaging	Kentucky Packaging Service
Recycling	CDI Recycling
Transportation	Norfolk Southern Railway Co.



Industrial Buildings

Active businesses have the potential to provide jobs to local residents and have adaptive reuse potential in the future.

this area, containing primarily small-to-medium scale industrial and employment uses. These uses are historically integrated within or adjacent to residential areas, especially in traditional neighborhoods. District standards are designed to encourage adaptive reuse and investment in these areas while promoting compatibility. The EZ1 zoning classification is the only industrial zoning classification found in Parkland. EZ1 allowable uses fall within the mid-range M 2 industrial intensities allowed under the Land Development Code. Additionally, EZ1 permits a mixture of supportive uses, such as employee-serving commercial businesses (e.g., day care centers, auto-servicing, dry cleaners and restaurants), and residential, under certain circumstances (as uses permitted with special standards).

The large area classified as EZ1 is located to the north and west of the Town Center. The area is bounded by the alley between Hale and Virginia Avenues to the south, South 28th Street to the east, and Greenwood Avenue to the north, and extends to the far side of the railroad tracks. A separate area with the EZ1 zoning classification is located along Broadway and extends south to Kentucky Street.

Most of the industry is located in older buildings and facilities that have evolved through additions, sometimes multiple additions, over time. Their close-by location to residential is both a positive and a negative. Residents able to find a job at one of these facilities can walk to work. However, should these industries decide to relocate or consolidate elsewhere, an older, perhaps less desirable industrial complex might be left without a tenant. Or it might devolve to a less compatible use that is still within the EZ1 category. The neighborhood has already had this experience on several key industrial properties, and it is a justifiable concern for the future.

Commercial Business

Parkland has multiple commercial nodes. The primary node and largest concentration of commercial square footage is located along Broadway near 26th and 28th Streets and includes the Kroger grocery store. This area is part of the Traditional Marketplace Corridor Form District that stretches westward along Broadway. In addition to the historic commercial core located at 28th and Dumesnil/ Virginia, current zoning also supports additional smaller commercial nodes at 28th Street and Greenwood Avenue, Hale Avenue and [street], and South

Street and [street]. Evenly distributed throughout the neighborhood, these nodes are ideal for the types of small scale, locally-owned businesses residents have said they would like to see more of in the area.

Businesses on Broadway include: Chase Bank, Kroger and Kroger Gas, H&R Block, Broadway Eye Care, West Louisville Dialysis, Creative Kids Learning Center, Cion Laundry, King's Beauty, Long Nails, Project One Inc, Double Dragon, and McDonald's. Other businesses in the neighborhood include: Dollar General, Family Dollar, and Cole's Place. As the lists above reveal, retail shopping uses are not extensive in Parkland and account for less than [XX%] of the neighborhood, however, there are a number of original corner commercial buildings scattered throughout the residential area, that could be of service. The maps on page ____ and ____ show the location and distribution of these businesses in relationship to other neighborhood assets.

Most of the commercial land is zoned C1 and C2, with a very small amount of land near Broadway that is zoned CN. The CN category, Neighborhood Commercial District, is intended for the location of convenience

services near to the residential areas. The C1 and C2 districts are conventional commercial zoning districts allowing progressively higher intensity uses.

In assessing the business opportunities in Parkland, the Corridor Improvement Study documented the potential ground floor commercial space on a building-by-building basis within the Town Center. The study found that approximately 76,000 square feet of potential commercial space exists, with roughly 50% of that space, currently vacant or underutilized. Market conditions and decades-long trends in retailing suggest that a redevelopment strategy based on a traditional retail uses is extremely challenging, and likely to have disappointing results. Stronger retail areas exist in the immediate market vicinity, particularly the Broadway and the Dixie Highway corridors. Although more distant for Parkland residents, these locations along major arterials provide high visibility to merchants and are capable of serving wider market areas. Unfortunately, population trends suggest that the immediate market draw in Parkland and many parts of West Louisville will remain relatively weak. This by no means suggests that Parkland Town Center cannot reinvigorate itself, however, any retail strategy



Parkland Masonic Building

Parkland Center has a wonderful collection of historic buildings with storefront opportunities.



Storage Yards

While often well organized, would benefit improved screening.

must: 1) be distinguishable from the current typical retail opportunities available to residents; and 2) must have a broader market reach than those in the immediate neighborhood.

It should be noted that just like the industrial zoning, the commercial uses residents find desirable may be only a fraction of those permitted by the current zoning, which is predominantly C-2, the most intense commercial zoning category outside of the central business district. Some of the allowable uses may not be supportive of the intent or the goals of the residents. For instance, C-2 permits such auto-related uses as filling stations and body shops. A proposal for rezoning of portions of the commercial and industrial areas may need to be considered in the future as the neighborhood changes and more remedies are found for the vacant and abandoned properties.

The Office/Residential zoning classifications found in the neighborhood are OR2 and OR3, which are office/residential zoning of progressively higher intensity and density. Only a handful of properties in Parkland have OR2 or OR3 zoning, and are located at intervals along the 28th Street corridor. One exception is the [name] property along South 31st Street in the block between Garland Avenue and Broadway.

Community Facilities

On a once vacant lot on the corner of 28th and Dumesnil, the Parkland Neighborhood Improvement Association, supported by their Council District Office, UK Cooperative Extension Program, Network Center for Community Change, UofL Center for Environmental Policy & Management and Louisville Metro Public Health and Wellness have built a community garden. With large community support, the garden celebrates its third/fourth? year of fresh vegetables, community events and continued building efforts.

Parkland's religious traditions are exemplified in the great number of neighborhood churches and places of worship. The list includes:

INSERT

Though Parkland is relatively small, its long history and central location has also encouraged an abundance of community groups and organizations located within the neighborhood:

"Growing up, the 28th Street corridor was a great place to shop, but it's pretty run down now."

- American Legion
- Catholic Enrichment
- Center Family Scholar House
- NAACP Louisville Branch
- NIA Center
- Parkland Boys and Girls Club
- Parkland Community Garden

Public Parks and Open Space

There are no parks in Parkland. There have been several beautification projects recently, including tree plantings along 28th and at the Reynolds property. The largest open spaces in the neighborhood are attached to some of the community institutions: the play area next to the Parkland Boys and Girls Club, the schoolyard at Maupin Elementary, and the yards of Cane Run Missionary Baptist.

Vacant Land and Abandoned Properties

Approximately [XX] acres, [XX%] of Parkland's developable land, are vacant. 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 [XXX] 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 both a nuisance for neighbors and a negative force in the neighborhood as a whole.

Parkland's single family housing accounts for less than 1% of the Metro total. However, Parkland has 4% of Metro's total vacant and abandoned properties. 15% of Parkland's single family homes are vacant and abandoned, compared to 2% of Metro's. Many of

these buildings are showing signs of years of deferred maintenance and neglect. While Parkland has an impressive collection of architecturally significant buildings, a number of these homes are in danger of being lost to demolition. In addition, new development where it has happened is often constructed without consideration of the architectural context of its neighbors. Because of the combination of occupied homes needing repair located adjacent to fairly high numbers of vacant buildings, there are opportunities to create a “Model Block” redevelopment initiative, coupling investment in occupied homes with the more wholesale rehabilitation of vacant homes. A Model Block Project could demonstrate the potential of the Parkland neighborhood, serving as an example throughout Louisville.



Calvary Baptist Church.
Located at the intersection
of 28th Street and Woodlawn
Avenue.

RESIDENT CONCERNS

Two significant questions asked in the Center for Neighborhoods 2013 survey related to residents' perceptions of their neighborhood: [list questions]. The chart below graphically summarizes survey results and quickly highlights key areas of satisfaction, and also, issues of concern.

The neighborhood's accessibility, services, and friendliness all contribute to resident desire to live and remain in the community. Areas of concern are reflected in statements related to property upkeep, traffic issues, and a desire for more recreational and youth facilities. Responses also indicate that people may not know their neighbors as well as they once did and have less desire to work together to address issues.

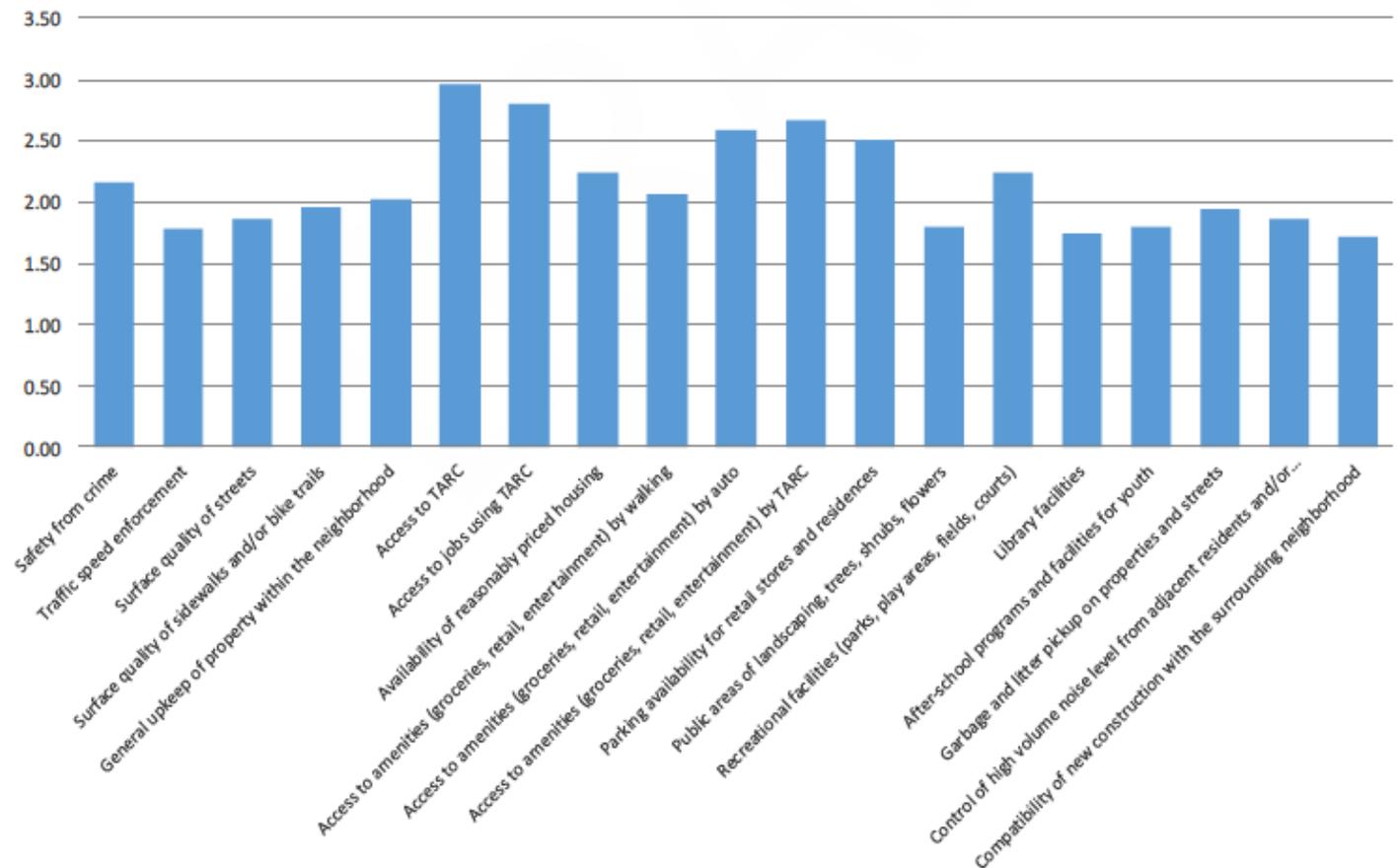
Additionally, the Corridor Study held key property owner interviews, balanced with a series of meetings with a

Stakeholder group of citizens and community leaders appointed by Metro Councilwoman Jessica Green to gain understanding and insight. The Stakeholder group, the names of which are listed on the inside cover of this document, advised on the needs and desires of the neighborhood and served as a valuable sounding board for development concepts.

Four needs for Parkland identified by the Stakeholder group were:

- Town center shopping should meet daily needs;
- Sense of security should be enhanced;
- Diverse housing choices should be available;
- Connectivity to other neighborhoods, jobs, schools encouraged.

Taken together, [summarize concerns from both community needs assessments].



Survey results of resident perceptions of the Parkland neighborhood are graphically summarized above. Center for Neighborhoods, 2013

LAND USE RECOMMENDATIONS

Parkland Center

Build a foundation for growth and development around a vibrant town center.

STRATEGY #1

Create a non-profit community development corporation (CDC) to shepherd the development strategy and seek out necessary partners and funding sources.

- **Establish cooperation and control of key real estate parcels. (LU 1-01)**
Establish cooperation and control of key real estate parcels identified in the Corridor Improvement Study Master Plan.
- **Reach out to form civic-minded public-private partnerships. (LU 1-02)**
Such entities are conduits for public and private grant funds, capital investment and loan funds.
- **Establish a commercial loan program and a facade improvement strategy in tandem with other financial organizations and loan providers. (LU 1-03)** A number of Parkland properties are excellent candidates for such improvements but are likely to find it difficult to do so on their own. Establishing a loan program, as a subset of the METCO program, can focus attention on these properties.

STRATEGY #2

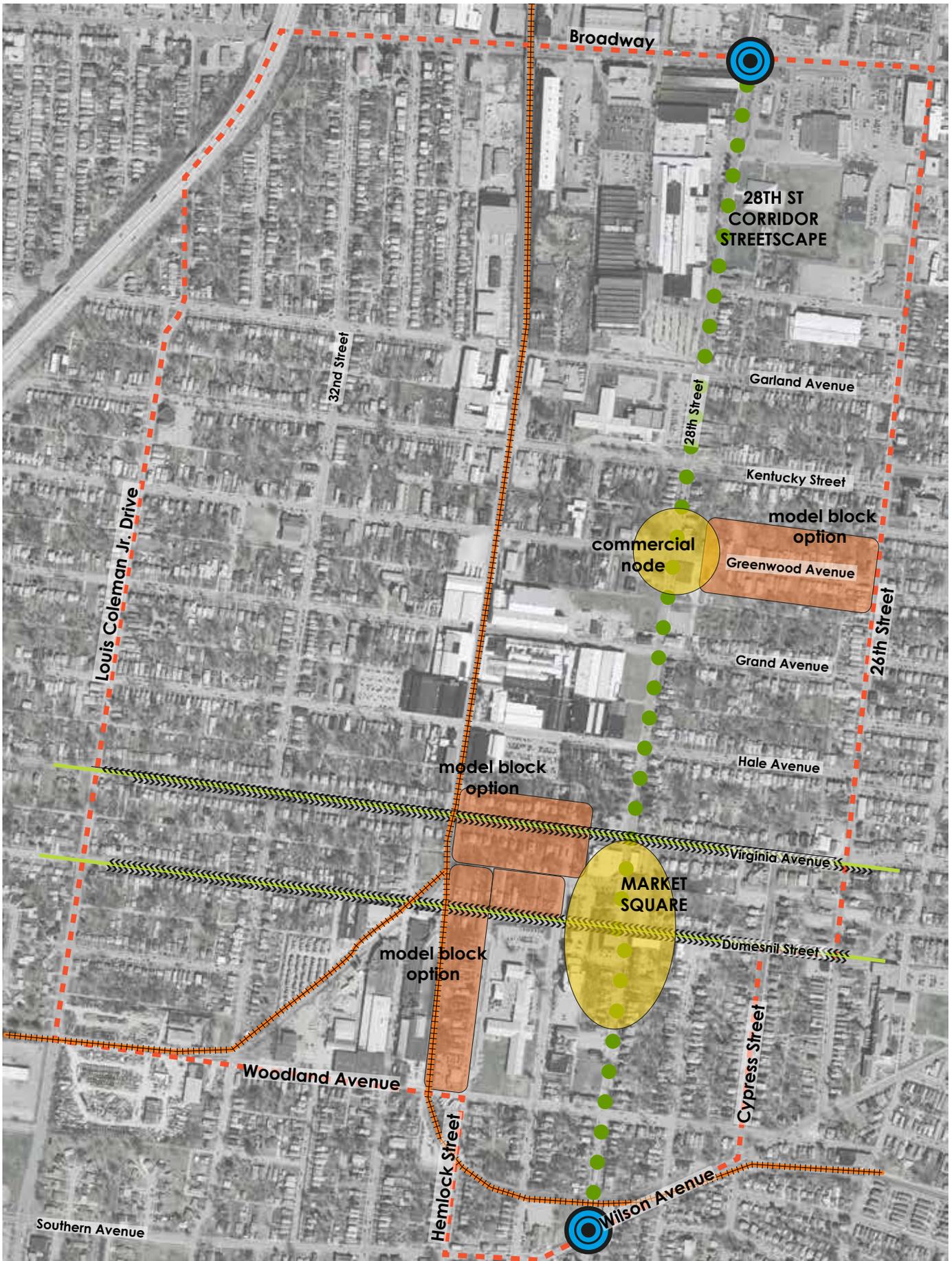
Pursue the Market Square concept.

- **Continue the success of the Community Garden by expanding and reconfiguring it according the Master Plan. (LU 2-01)** Adding fruit trees along the east side. Request additional funds from the City and those organizations assisting in the provision of healthy, local food options for inner city residents.
- **Organize a temporary Farmer's Market, and construct the east side Market Shed and public plaza. (LU 2-02)** Working with local vendors and farm to table organizations, etc. establish a Farmer's Market on the existing parking lot north of the Community Garden. Construct the east side Market Shed and public plaza.
- **Design an interpretive arts program within Parkland Center that highlights its significance to the African American community. (LU 2-03)**
Seek funds from the Kentucky Historical Commission, Kentucky Arts Council, and local foundations to make Public Art integral to any redevelopment.
- **Redevelop and reconfigure the vacant corner grocery and the associated parking lot. (LU 2-04)** Seek the necessary public/private partnership to encourage the redevelopment and reconfiguration of the vacant corner grocery and the associated parking lot to be in conformance with the Master Plan.

STRATEGY #3

Enhance the public realm, improving the Gateway to the commercial corridor and the neighborhood.

- **Develop a streetscape design for the 28th Street corridor. (LU 3-01)** Improve lighting, complete/repair sidewalks and install bump-outs and include trees to provide shade and visual interest on streets and sidewalks moving north to Broadway.



- **Create destinations within walking distance of housing and workplaces. (LU 3-05)** Preserve historic structures and encourage first floor retail uses by restoring original commercial facades and transparency.

Housing

Stabilize and revitalize the residential areas, enhancing the neighborhood's look and feel, through programs that encourage public/private investment.

STRATEGY #4

Improve street character and building facades, reinforcing the neighborhood as a great residential area.

- **Put the Park in Parkland. (LU 4-01)**
Trees should be planted throughout the neighborhood, on streets and in front yards to enhance the shade canopy. Special attention should be paid to industrial or institutional sites.
- **Make simple improvements to the appearance of residential blocks. (LU 4-02)**
Enhance front yard landscapes and home facades. Porch lighting, and freshly painted doors and siding would do much to improve the look and feel of the neighborhood.

STRATEGY #5

Stabilize existing housing.

- **Identify programs and financial products designed to strengthen homeownership through home repair/remodel, debt reduction, and foreclosure prevention. (LU 5-01)**
Determine programs to make roof and gutter repairs or provide universal design features in existing occupied homes, emphasizing the importance of physical changes that help current residents stay in place as well as attract new residents to the neighborhood. For example, foreclosure counseling and property maintenance workshops can help remedy many situations and keep difficult-to-tackle issues from becoming more widespread

STRATEGY #6

Renew vacant and abandoned properties.

- **Implement a model block development that demonstrates high quality rehabilitation and vacant property reuse, as well as new sustainable development. (LU 6-01)**
Working with Metro, identify locations for a model block development. Prioritize uses for those sites based on community input and data analysis (the Lots of Possibilities program serves as an example). The model block development should be geared towards drawing private investment to the area. Action steps may include:
 - » Prepare detailed schematic site plans and building design to create long range vision for catalytic model block sites.
 - » Retain architect to create series of construction drawings to be used by developers as a means to reinforce long range vision of the model block sites.
 - » Provide predevelopment services such as rezoning, architectural services, land assembly, market analysis and financial incentives designed to encourage private sector participation by banks, mortgage lenders and private developers.
- **Replicate the ideas learned from the Model Block. (LU 6-02)**

Industry

Forge partnerships with local industries in order to better engage the neighborhood, promoting sustainable stormwater and landscape initiatives, strengthening job opportunities and increasing livability.

STRATEGY #7

Go from gray to green.

- **Develop incentive programs through MSD's consent decree. (LU 7-01)**

Enhance industrial zoned properties through green infrastructure. Concentrate at property edges: use bioswales, landscaping, trees to beautifully define industrial edges.

Emphasize tree planting as part of an overall plan to enhance the tree canopy. (LU7-02)

Implement this strategy component along with 'Put the Park in Parkland', mentioned above.

STRATEGY #8

Engage local industry to partner on workforce development.

- **Develop services and amenities to assist the workforce. (LU 8-01)**

Survey businesses to determine their employees' needs (childcare, cafe/restaurants, car wash & detail, laundromat/dry cleaners. Organize pop-up style food truck events timed with business hours, shift changes and lunch breaks. Ask industries to sponsor neighborhood events.

- **Coordinate job training and workforce development programs that focus on skills growth for residents to meet industry needs. (LU 8-02)**



INVENTORY AND ANALYSIS

Vehicular Travel

The Parkland neighborhood is defined by significant transportation routes: I-264 on the west, Broadway on the north, 26th Street on the east and Woodland Avenue/Kentucky Avenue and Norfolk Southern 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.

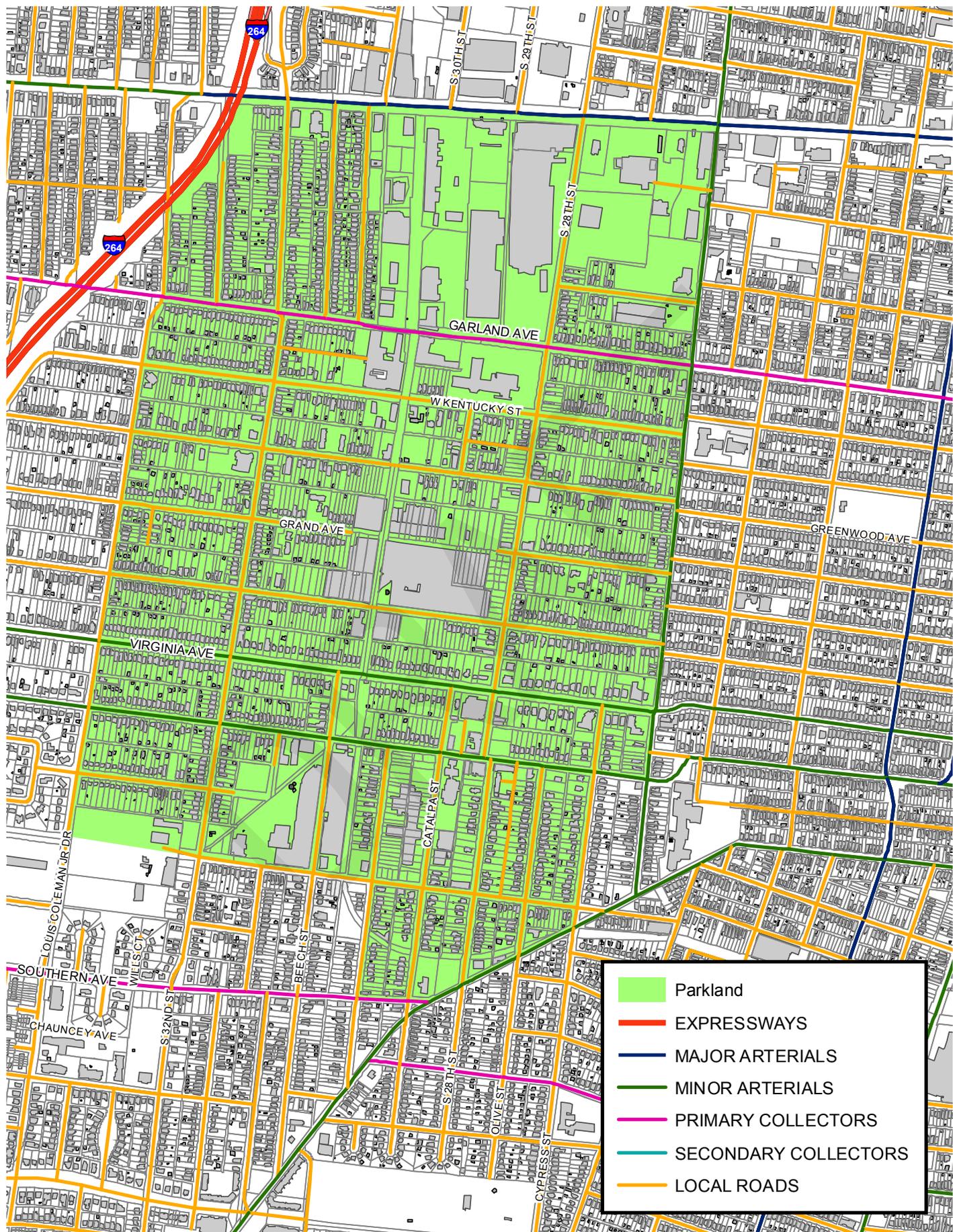
The existing roadway network in Parkland generally follows a north-south, east-west grid pattern. The neighborhoods boundaries listed above are significant transportation routes, while 28th, Dumesnil and Virginia streets are gateways to the neighborhood. Overall, this transportation network provides efficient 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 the figure on the following page.

The Shawnee Expressway (I-264), located near the western boundary of the neighborhood, is the highest functional classification. An "expressway" carries

“Traffic speeds along Virginia and Dumesnil are too high.”



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 speed of traffic to between 25 and 35 miles per hour.

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. The Figure on the following pages show 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, and 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 the figure on the previous page, 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 is served by alleys. Many of the alleys in the neighborhood have been black-topped although several brick alleys still exist.

Public Transportation

Public transportation needs in the neighborhood are served for the most part by the Transit Authority of River City (TARC). TARC provides Parkland with [##] local bus routes, [##] express route and special elderly and

“I’d like Parkland to be more walker friendly.”



handicapped transportation services (TARC 3). All areas of the neighborhood are well served by transit service but there is a need for additional TARC shelters and benches.

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. The Figure on the previous page shows the location of transit routes and the bus shelter in Parkland.



Bicycle Facilities

Parkland has bicycle signage and facilities throughout its traditional network of streets.

Two-Way Streets

This plan proposes to convert Virginia and Dumensil to two-way streets.

Rail Road Quiet Zones

Safety and quality of life for residents would be positively impacted once quiet zones are implemented.



Rail

The Norfolk Southern rail line runs through Parkland on a north/south alignment between 28th and 32nd Streets. One segment of the NS turns westward at Woodland Avenue and another turns eastward, forming the southern boundary of the neighborhood. The rail line is shown on the figure on the next page. Vehicular traffic using east/west streets in the neighborhood is frequently blocked due to the numerous trains using this track. Industries located along the rail corridor benefit from the presence of the rail line.

Bicycle and Pedestrian

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. Other pedestrian amenities such as signals, shade, or places to rest are in short supply.

Bicycle routes serve the Parkland neighborhood 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. Bike facilities and lanes could be further enhanced to better integrate with the larger bikeway system.

NEIGHBORHOOD CONCERNS

During the Center for Neighborhoods Neighborhood Snapshot update process, residents identified traffic issues as an area of concern. Also, the Stakeholder group for the Corridor Improvement Study identified the need for greater connectivity to other neighborhoods, jobs and schools.



Street Calming

Planting trees along streets improves walkability, slows traffic, has positive environmental impacts.



PARKLAND TRANSPORTATION STUDY

Map Key -

-  Neighborhood Boundary
-  Major Gateway
-  Minor Gateway
-  Rail Road
-  Existing Bike Path
-  Proposed Shared Bike Lane
-  Existing Bus Stop

MOBILITY RECOMMENDATIONS

Getting Around

Improve the approaches to the neighborhood, and soften the impact of the active rail line on neighborhood livability. Encourage walkability and alternative transportation methods.

STRATEGY #9

Enhance the Public Realm throughout.

- **Upgrade the public infrastructure. (MO 9-01)** Intersection crosswalks and ramps should be upgraded and lighting enhanced. Deteriorated sidewalks should be repaired and replaced.
- **Develop a phased public improvement program for the neighborhood. (MO 9-02)** A sidewalk and tree-planting standard should be developed, that could be implemented in the Parkland Center, move north to Broadway, and branch onto residential streets.

STRATEGY #10

Convert Virginia and Dumesnil to two-way streets.

- **Request public works to undertake an analysis of the conversion of Virginia and Dumesnil Streets from one-way to two-way traffic. (MO 10-01)** Converting from one to two-way typically reduces traffic speeds, increases accessibility, and doubles the commercial visibility.

STRATEGY #11

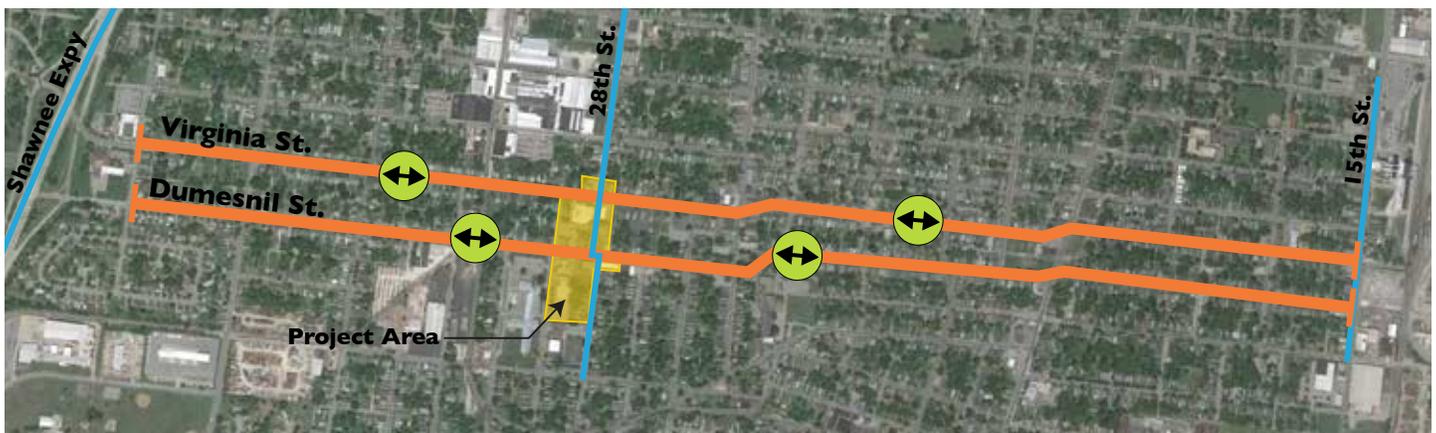
Introduce Railroad Quiet Zones.

- **Request public works to implement quiet zones in Parkland. (MO 11-01)** Although the railroad crossings create delays and obstacles, quiet zone improvements could increase safety and quality of life. Quiet zones have made a significant difference in livability elsewhere in the community and the city's Public Works Department is actively working to implement quiet zones in Parkland.

STRATEGY #12

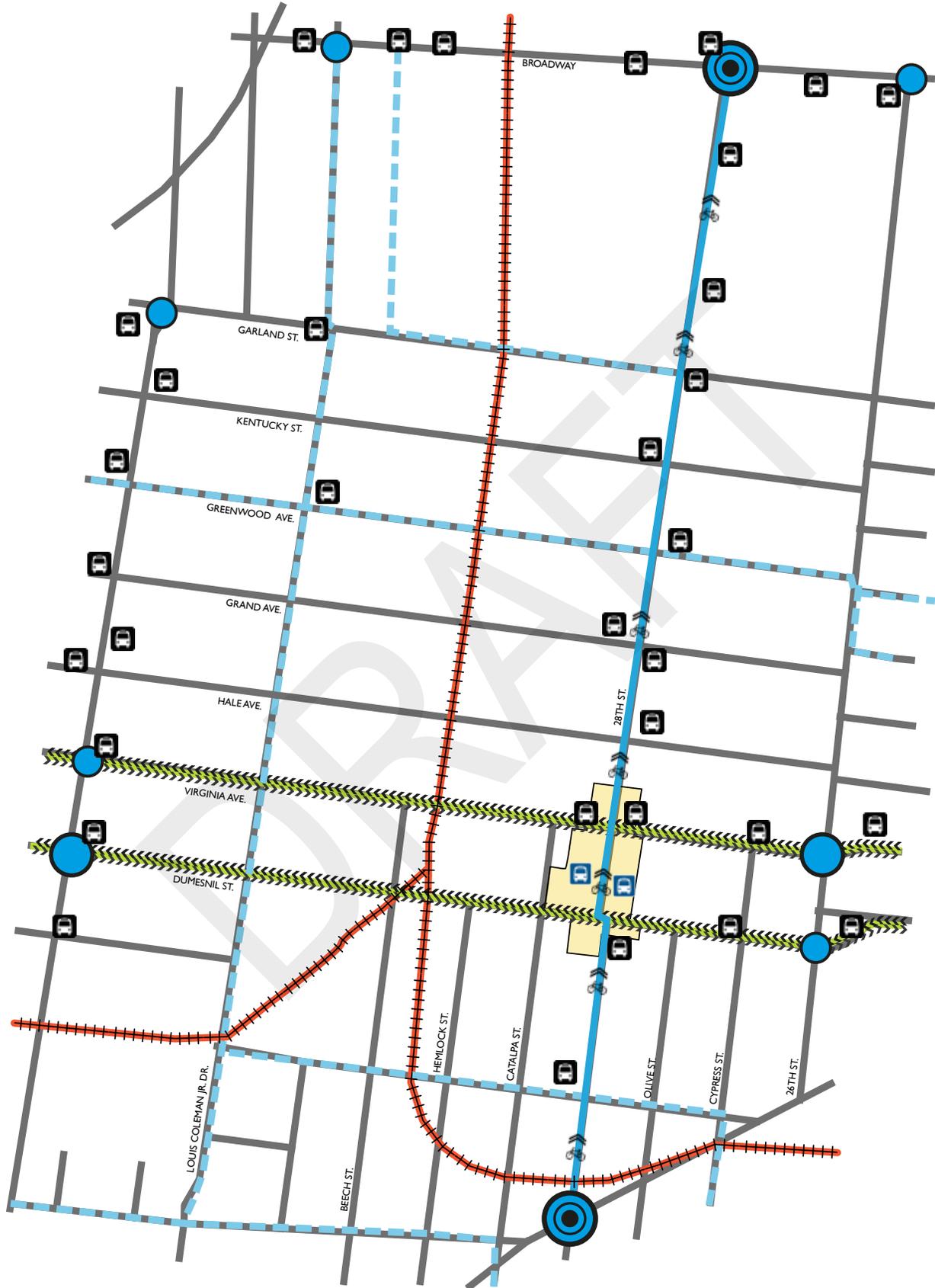
Enhance access to alternative transportation methods.

- **Install the infrastructure and amenities to support people using alternative transportation. (MO 12-01)** Especially as 28th Street moves south from Broadway, shared bike lanes should be introduced. Appropriate bike racks should be included in the streetscape design of the center. Likewise, user-friendly TARC stops should be part of the enhancements for the town center, reducing auto and parking conflicts.



Limits of the two way street conversion

Restoring Virginia and Dumesnil roads to two-way improves access and commerce.





FRAMEWORK FOR SUCCESS

The revitalization and reactivation of Parkland Center will require a sustained and collaborative effort composed of property owners, neighborhood groups, Louisville Metro, entrepreneurs, and the creation of a permanent, sustainable public/private partnership focused on the long term health of both the Center and the surrounding Parkland neighborhood.

While there is not a single “silver bullet,” there are a number of high priority actions and interventions that can serve as catalysts for the area’s refocus and market potential. Clearly, actions required to pursue the Market Square concept should be considered of the highest priority. These range from working to gain cooperation from the property owners and improving access and visibility to having the City make a strong investment in the area’s streetscape and interpretive elements. Second, creating a non-profit community development corporation (CDC) to shepherd the development strategy and seek out necessary partners and funding sources is critical. Third, prioritizing interventions that

stabilize and repopulate the surrounding neighborhood must be done hand-in-hand with improvements to Parkland Center itself. And fourth, forge a new relationship with local industries. Funding for these initiatives will be challenging, but there are a variety of public and private funding sources that can be accessed.

The implementation section of the Parkland Neighborhood Plan is intended to outline the steps necessary to bring about the action items of the plan, which have been prioritized. The recommendations are intended to supplement the Land Development Code (LDC) and Cornerstone 2020, to serve as a guide to officials in future decisions within the Parkland Neighborhood, and as a means to guide and encourage private investment. The plan recommendations should also be considered in the development of city-wide plans and policies, and in the preparation and review of Louisville Metro general revenue and community development budgets.

PARKLAND CENTER

Build a foundation for growth and development around a vibrant town center.

STRATEGY #1: Create a non-profit community development corporation (CDC) to shepherd the development strategy and seek out necessary partners and funding sources.

NO.	RECOMMENDATION	CHAMPION
LU 1-01	Establish cooperation and control of key real estate parcels. Establish cooperation and control of key real estate parcels identified in the Corridor Improvement Study Master Plan. <i>(Capital, Short/Ongoing)</i>	Metro Councilperson
LU 1-02	Reach out to form civic-minded public-private partnerships. Such entities are conduits for public and private grant funds, capital investment and loan funds. <i>(Policy/Programmatic, Short)</i>	Metro Councilperson
LU 1-03	Establish a commercial loan program and a facade improvement strategy in tandem with other financial organizations and loan providers. A number of Parkland properties are excellent candidates for such improvements but are likely to find it difficult to do so on their own. Establishing a loan program, as a subset of the METCO program, can focus attention on these properties. <i>(Policy/Programmatic, Short/Ongoing)</i>	Parkland CDC METCO

STRATEGY #2: Pursue the Market Square concept.

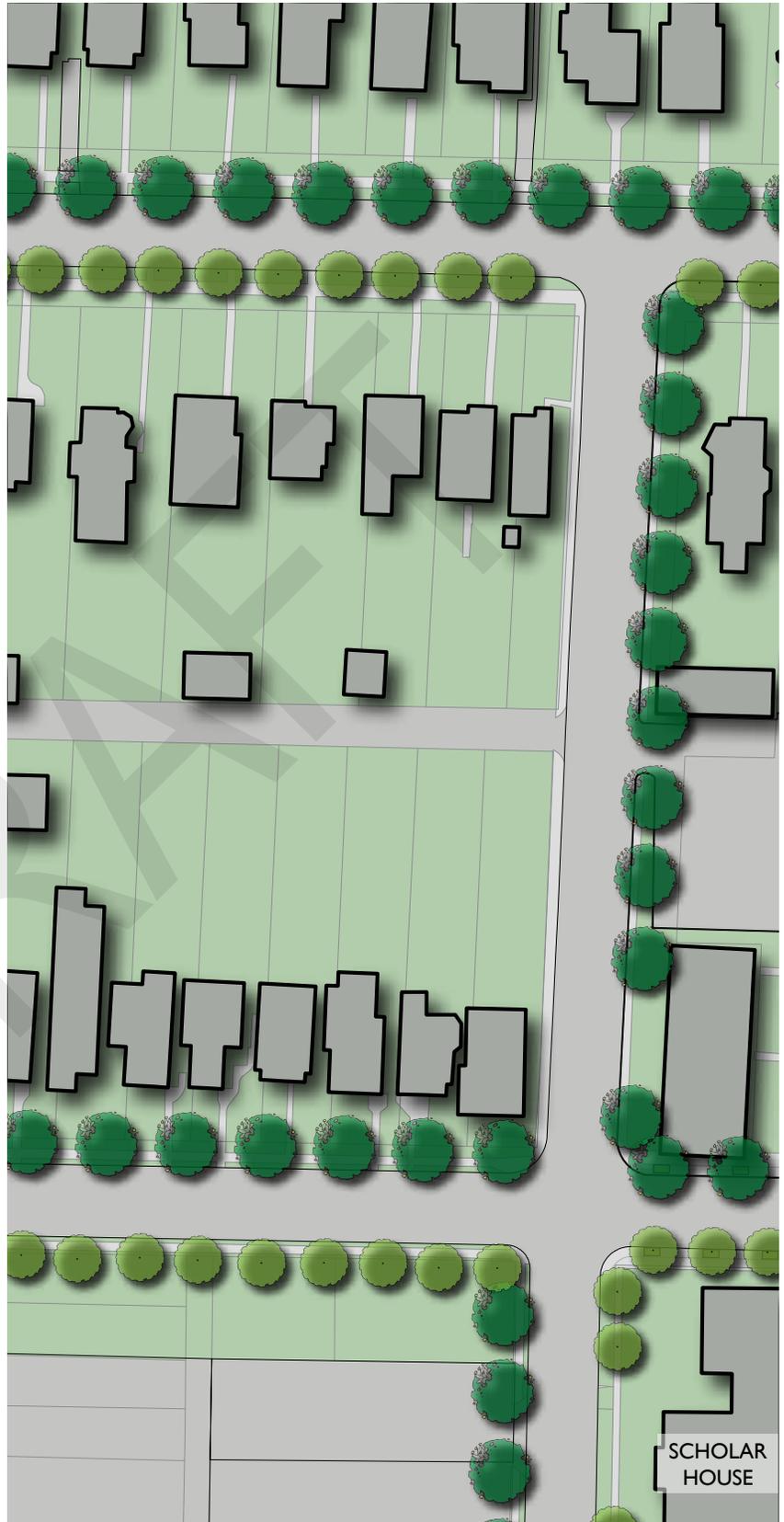
NO.	RECOMMENDATION	CHAMPION
LU 2-01	Continue the success of the Community Garden by expanding and reconfiguring it according to the Master Plan. Adding fruit trees along the east side. Request additional funds from the City and those organizations assisting in the provision of healthy, local food options for inner city residents. <i>(Cornerstone 2020/LDC, Short/Ongoing)</i>	Metro Councilperson Parkland CDC
LU 2-02	Organize a temporary Farmer's Market, construct the east side Market Shed and public plaza. Working with local vendors and farm to table organizations, etc. establish a Farmer's Market on the existing parking lot north of the Community Garden. Construct the east side Market Shed and public plaza. <i>(Pop-Up Market: Policy/Programmatic, Short; Market Shed & Plaza: Cornerstone 2020/LDC, Long)</i>	Parkland CDC Metro Government Area Churches
LU 2-03	Design an interpretive arts program within Parkland Center that highlights its significance to the African American community. Seek funds from the Kentucky Historical Commission, Kentucky Arts Council, and local foundations to make Public Art integral to any redevelopment. <i>(Policy/Programmatic, Short/Ongoing)</i>	Parkland CDC Metro Councilperson
LU 2-04	Redevelop and reconfigure the vacant corner grocery and the associated parking lot. Seek the necessary public/private partnership to encourage the redevelopment and reconfiguration of the vacant corner grocery and the associated parking lot to be in conformance with the Master Plan. <i>(Cornerstone 2020/LDC, Long)</i>	Metro Government Parkland CDC Councilperson

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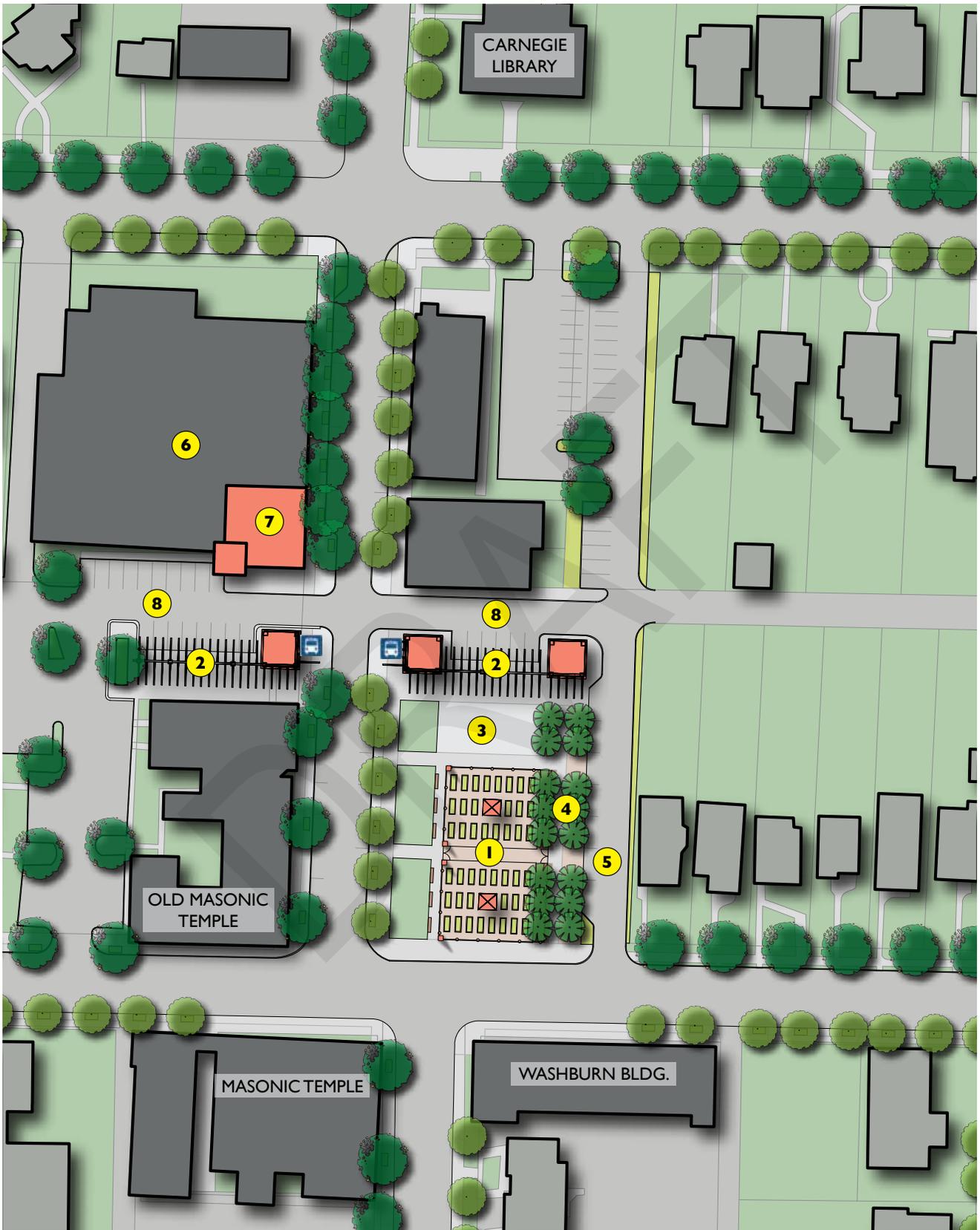
THE MASTER PLAN

Map Key -

- Community Garden 1
- Market Shed 2
- Flexible Event & Open Space 3
- Fruiting & Flowering Trees 4
- Expanded Off-Street Parking 5
- Proposed Market Facility 6
- Market Clock Tower 7
- Market Alley 8
- Proposed Bus Stops in Market Pavilion 



The Plan



STRATEGY #3: Enhance the public realm, improving the Gateway to the commercial corridor and the neighborhood.

<u>NO.</u>	<u>RECOMMENDATION</u>	<u>CHAMPION</u>
LU 3-01	Develop a streetscape design for the 28th Street corridor. Improve lighting, complete/repair sidewalks and install bump-outs and include trees to provide shade and visual interest on streets and sidewalks moving north to Broadway. <i>(Cornerstone 2020/LDC, Short/Ongoing)</i>	Metro Councilperson Parkland CDC
LU 3-02	Create destinations within walking distance of housing and workplaces. Preserve historic structures and encourage first floor retail uses by restoring original commercial facades and transparency. <i>(Capital, Long)</i>	Metro Government Parkland CDC

HOUSING

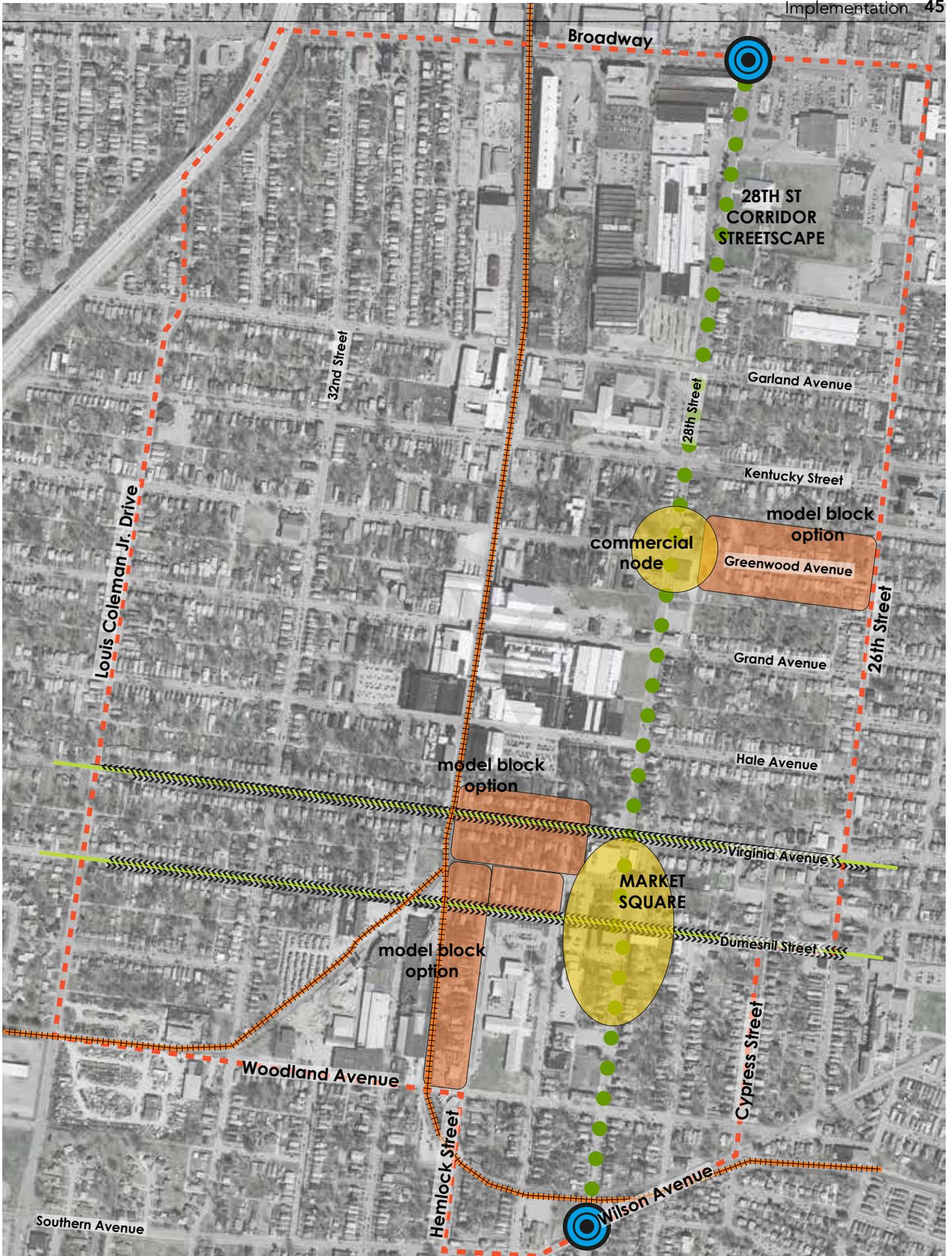
Stabilize and revitalize the residential areas, enhancing the neighborhood’s look and feel, through programs that encourage public/private investment.

STRATEGY #4: Improve street character and building facades, reinforcing the neighborhood as a great residential area.

<u>NO.</u>	<u>RECOMMENDATION</u>	<u>CHAMPION</u>
LU 4-01	Put the Park in Parkland. Trees should be planted throughout the neighborhood, on streets and in front yards to enhance the shade canopy. Special attention should be paid to industrial or institutional sites. <i>(Capital, Short/Ongoing)</i>	Councilperson Parkland CDC Metro Government
LU 4-02	Make simple improvements to the appearance of residential blocks. Enhance front yard landscapes and home facades. Porch lighting, and freshly painted doors and siding would do much to improve the look and feel of the neighborhood. <i>(Capital, Short/Ongoing)</i>	Councilperson Parkland CDC Metro Government

STRATEGY #5: Stabilize existing housing.

<u>NO.</u>	<u>RECOMMENDATION</u>	<u>CHAMPION</u>
LU 5-01	Identify programs and financial products designed to strengthen homeownership through home repair/remodel, debt reduction, and foreclosure prevention. (LU 5-01) Determine programs to make roof and gutter repairs or provide universal design features in existing occupied homes, emphasizing the importance of physical changes that help current residents stay in place as well as attract new residents to the neighborhood. For example, foreclosure counseling and property maintenance workshops can help remedy many situations and keep difficult-to-tackle issues from becoming more widespread.	Councilperson Parkland CDC Metro Government



STRATEGY #6: *Renew vacant and abandoned properties.*

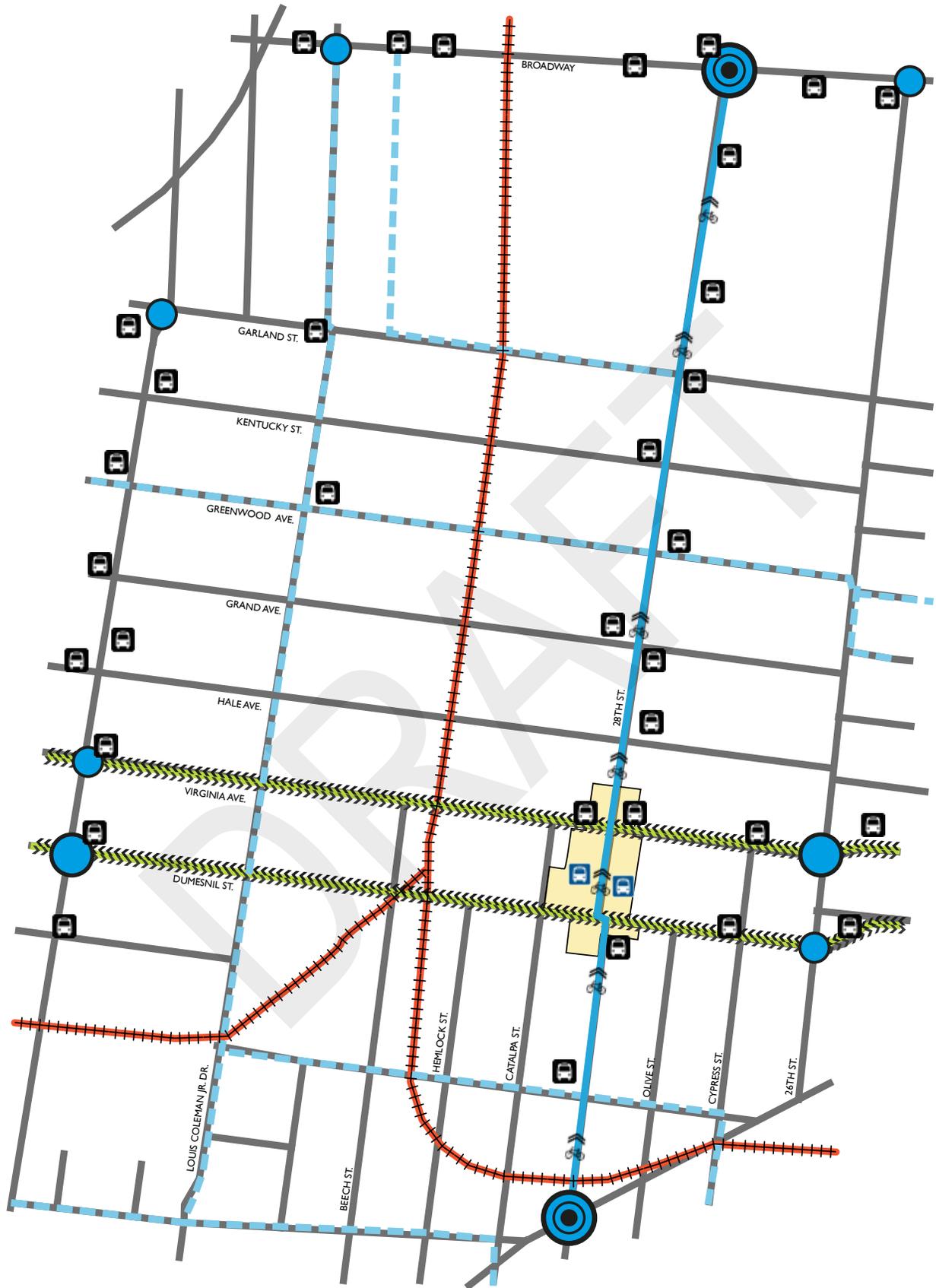
<u>NO.</u>	<u>RECOMMENDATION</u>	<u>CHAMPION</u>
LU 6-01	<p>Implement a model block development that demonstrates high quality rehabilitation and vacant property reuse, as well as new sustainable development.</p> <p>Working with Metro, identify locations for a model block development. Prioritize uses for those sites based on community input and data analysis (the Lots of Possibilities program serves as an example). The model block development should be geared towards drawing private investment to the area. Action steps may include:</p> <ul style="list-style-type: none"> » Prepare detailed schematic site plans and building design to create long range vision for catalytic model block sites. » Retain architect to create series of construction drawings to be used by developers as a means to reinforce long range vision of the model block sites. » Provide predevelopment services such as rezoning, architectural services, land assembly, market analysis and financial incentives designed to encourage private sector participation by banks, mortgage lenders and private developers. 	<p>Councilperson Parkland CDC Metro Government</p>
LU 6-02	<p>Replicate the ideas learned from the Model Block.</p>	<p>Councilperson Parkland CDC Metro Government</p>

INDUSTRY

Forge partnerships with local industries in order to better engage the neighborhood, promoting sustainable stormwater and landscape initiatives, strengthening job opportunities and increasing livability.

STRATEGY# 7: *Go from gray to green.*

<u>NO.</u>	<u>RECOMMENDATION</u>	<u>CHAMPION</u>
LU 7-01	<p>Develop incentive programs through MSD’s consent decree.</p> <p>Enhance industrial zoned properties through green infrastructure. Concentrate at property edges: use bioswales, landscaping, trees to beautifully define industrial edges.</p>	<p>Councilperson Parkland CDC Metro Government MSD</p>
LU 7-02	<p>Emphasize tree planting as part of an overall plan to enhance the tree canopy.</p> <p>Implement this strategy component along with ‘Put the Park in Parkland’, mentioned above.</p>	<p>Councilperson Parkland CDC Metro Government MSD</p>



STRATEGY #8: Engage local industry to partner on workforce development.

<u>NO.</u>	<u>RECOMMENDATION</u>	<u>CHAMPION</u>
LU 8-01	Develop services and amenities to assist the workforce. Survey businesses to determine their employees' needs (childcare, cafe/ restaurants, car wash & detail, laundromat/dry cleaners. Organize pop-up style food truck events timed with business hours, shift changes and lunch breaks. Ask industries to sponsor neighborhood events.	Councilperson Parkland CDC
LU 8-01	Coordinate job training and workforce development programs that focus on skills growth for residents to meet industry needs.	Councilperson Parkland CDC

GETTING AROUND

Improve the approach to the neighborhood center, and soften the impact of the active rail line on neighborhood liveability. Develop a streetscape design for the 28th Street corridor to encourage physical activity.

STRATEGY #8: Enhance the Public Realm throughout.

<u>NO.</u>	<u>RECOMMENDATION</u>	<u>CHAMPION</u>
MO 8-01	Upgrade the public infrastructure. Intersection crosswalks and ramps should be upgraded and lighting enhanced. Deteriorated sidewalks should be repaired and replaced. (<i>Cornerstone 2020/LDC, Long</i>)	Councilperson Metro Government
MO 8-02	Develop a phased public improvement program for the neighborhood. A sidewalk and tree-planting standard should be developed, that could be implemented in the Parkland Center, move north to Broadway, and branch onto residential streets. (<i>Capital, Short</i>)	Councilperson Metro Government

STRATEGY #9: Convert Virginia and Dumesnil to two-way streets.

<u>NO.</u>	<u>RECOMMENDATION</u>	<u>CHAMPION</u>
MO 9-01	Request public works to undertake an analysis of the conversion of Virginia and Dumesnil Streets from one-way to two-way traffic. (MO 4-04) Converting from one to two-way typically reduces traffic speeds, increases accessibility, and doubles the commercial visibility. (<i>Cornerstone 2020/LDC, Long</i>)	Councilperson Metro Government

STRATEGY #10: Enhance access to alternative transportation methods.

<u>NO.</u>	<u>RECOMMENDATION</u>	<u>CHAMPION</u>
MO 9-01	Install infrastructure and amenities to support people using alternative transportation. (MO 4-04) Especially as 28th Street moves south from Broadway, shared bike lanes should be introduced. Appropriate bike racks should be included in the streetscape design of the center. Likewise, user-friendly TARC stops should be part of the enhancements for the town center, reducing auto and parking conflicts. (<i>Cornerstone 2020/LDC, Long</i>)	Councilperson Metro Government

DRAFT



REFERENCES

DRAFT

MODEL BLOCK MATRIX

Parkland Neighborhood Plan

Goals and Action Items for Model Block Initiative in a Residential Area

Please circle three (3) of the action items under each goal that you consider to be the most important to the community or believe would be most effective in revitalizing Parkland. You may also write in additional action items and the names of possible partners that are not already listed.

Goal 1: Improve the Streetscape and Building Facades

Action Items	Potential Partner(s)
Conduct a walkability assessment	Neighborhood groups; Louisville Metro; Councilperson
Street tree planting	Louisville Grows; Civic Groups; Student Groups; Louisville Metro; Faith-Based Organizations; Corporate Partners; Local Businesses; Individuals
Sidewalk replacement/repair	Louisville Metro
Street/sidewalk lighting	Louisville Metro
Crosswalks	Louisville Metro
Green infrastructure	Louisville Metro; MSD; USGBC
Front yard tree planting and landscape enhancements/repairs	Louisville Grows; YouthBuild Louisville; Civic Groups; Louisville Metro; Faith-Based Organizations; Corporate Partners; Local Businesses; Individuals
Front porch and light repair or installation	New Directions Housing Corporation; Faith-Based Organizations; Corporate Partners; Local Businesses; Individuals
Painting front doors	New Directions Housing Corporation; Faith-Based Organizations; Corporate Partners; Local Businesses; Individuals
Repair, prep and paint facades	Preservation Louisville; New Directions Housing Corporation; Faith-Based Organizations; Corporate Partners; Local Businesses; Individuals
<i>Additional action item</i>	<i>Other possible partner(s)</i>

Goal 2: Preserve Existing Occupied Housing

Action Items	Potential Partner(s)
List eligible properties on the National Register of Historic Places	Preservation Louisville
General home repairs	New Directions Housing Corporation; Habitat ReStore; Faith-Based Organizations; Corporate Partners
Roof and gutter repair and/or replacement	New Directions Housing Corporation; Faith-Based Organizations; Corporate Partners
Accessible/Universal design upgrades	Greater Louisville Aging in Place Alliance (GLAIPA); The Cain Center for the Disabled, Inc.; Center for Accessible Living; Faith-Based Organizations; Corporate Partners
<i>Additional action item</i>	<i>Other possible partner(s)</i>

Goal 3: Stabilize Vacant Property Conditions and Adjacent Property Values

Action Items	Potential Partner(s)
List eligible properties on the National Register of Historic Places	Preservation Louisville
General home repairs	New Directions Housing Corporation; Habitat ReStore; Faith-Based Organizations; Corporate Partners
Roof and gutter repair and/or replacement	New Directions Housing Corporation; Habitat for Humanity of Metro Louisville; Faith-Based Organizations; Corporate Partners
Accessible/Universal design upgrades	The Cain Center for the Disabled, Inc.; Greater Louisville Aging in Place Alliance (GLAIPA); Center for Accessible Living; Faith-Based Organizations; Corporate Partners
Identify and market properties with excellent to good rehabilitation potential (e.g., mod-low rehab)	Parkland Community Development Corporation; Louisville Metro
Identify and market financial products designed to help new homebuyers to purchase and renovate homes; loan existing home/property owners funds to make improvements	PNC; Other financial institutions; Louisville Metro
Identify properties for landbanking, boarding and/or possible demolition	Preservation Louisville; Neighborhood residents; Louisville Metro
<i>Additional action item</i>	<i>Other possible partner(s)</i>

Goal 4: Incentivize/Create Infill Development

Action Items	Potential Partner(s)
Create affordable homeownership opportunities	Habitat for Humanity of Metro Louisville; River City Housing; Urban League/REBOUND; New Directions Housing Corporation; The Housing Partnership, Inc.; Community Ventures; The Fuller Center for Housing
Create housing for Family Scholar House graduates	Habitat for Humanity of Metro Louisville; River City Housing; Urban League/REBOUND; New Directions Housing Corporation; The Fuller Center for Housing
Develop more affordable multifamily housing	New Directions Housing Corporation; The Housing Partnership, Inc.
Develop more market rate multifamily housing	Private developers
Develop affordable senior housing	New Directions Housing Corporation; The Housing Partnership, Inc.
Develop senior housing	Private developers
<i>Additional action item</i>	<i>Other possible partner(s)</i>

THE PLAN

2.1

THE VISION

The commercial area along 28th Street between Virginia and Dumesnil should be restored to its former prominence as the retail and civic hub of Parkland and surrounding neighborhoods, and become a focal destination that capitalizes on its central location, historic architecture, and long-standing traditions of commerce and community.

2.2

PROJECT GOALS

Support a welcoming retail environment for existing and new businesses that enriches the quality of life for the surrounding neighborhoods

The study has developed a new commercial strategy built around a health and wellness theme. This strategy builds on the public success of the recent community garden promoted by Councilwoman Scott, provides encouragement of a healthy foods lifestyle, and creates a grassroots retail opportunity currently missing in west Louisville.

Create a Master Plan for streetscape improvements that redefines the commercial corridor, enhancing the pedestrian-friendly shopping experience, multi-modal opportunities, and the sustainability of the local environment

The study proposes streetscape improvements along the 28th Street corridor and along the commercial portion of Dumesnil Street, enriching pedestrian experience and circulation. The creation of an outdoor market, public plaza and community garden is at the core of the proposed improvements within the open green space currently owned by Louisville Metro. The look and feel of Parkland would be dramatically transformed with these improvements.

Revitalization goals as images.

(from left to right)

Transit stops should be centralized at the Market Sheds mid-block.

Sustainable stormwater management practices also beautify the street.

Shared bike lanes improve alternatives modes of travel.

Parkland Town Center should reinforce a hometown feel.



The Plan

Analyze and develop alternative strategies to improve the local real estate market and business climate

The marketability of many of the underutilized properties in Parkland Center has certainly been enhanced by targeting uses that complement and are supported by the suggested focus on health and wellness, drawing customers from both the immediate neighborhood and a broader region. The health and wellness theme builds on the existing uses and recent successes, while expanding the possibilities for new entrepreneurial growth around a locally-sourced healthy foods initiative that enjoys such popularity in other locations.

Provide a strong sense of place that reinforces the historic center of the neighborhood

The development of a major public space is proposed to anchor the revitalization of the corridor and provide a venue for regular events and public gatherings that support commerce, pride of place, and a sustainable, healthy lifestyle. Telling the stories of Parkland in the form of public art and interpretation also is proposed.

Accommodate cyclists with dedicated bikeways and accessible bicycle parking

Traffic and transit improvements are proposed to give better access while slowing traffic speeds and providing more opportunities for alternative transportation, making it easy to get to the Parkland Center.

Green the corridor with trees and landscaping, both public and private

The study has taken advantage of the current awareness of the need to improve the tree canopy in Louisville, to propose a major tree planting that also will enhance the desirability of the corridor and allow it to be a model of sustainability.



2.3

MOBILITY & CONNECTIVITY

Improve the approach to the Parkland center

In the interest of bringing more users to the Parkland center, the design team has looked at ways to improve the approach along connecting streets. 28th Street is the focal point of the commercial corridor, as it enjoys a direct connection to Broadway and has a strong visual terminus formed by the location of the three-story Masonic Lodge at Dumesnil Street. The quality of the 28th Street experience varies greatly as one moves south from Broadway. There are aging industrial sites and vacant lots intermixed with homes and relatively new buildings like Brandeis School. One of the best possibilities may be to green 28th Street from Broadway south with a consistent pattern of tree plantings. Whether on public right-of-way or private property, a consistent, tree-lined corridor would be a vast improvement, both visually and ecologically, leading the eye of the visitor to the natural terminus of the Masonic Lodge.

Convert Virginia and Dumesnil to two-way streets

In order to improve traffic circulation and access, our civil engineers have looked at the option of restoring two-way movement on Virginia and Dumesnil Streets, as depicted in the two-way streets diagram. Converting from one to two-way typically reduces traffic speeds, increases accessibility, and doubles the commercial visibility. In fact, most major shopping streets are two-way for just these reasons.

Enhance access to alternative transportation methods

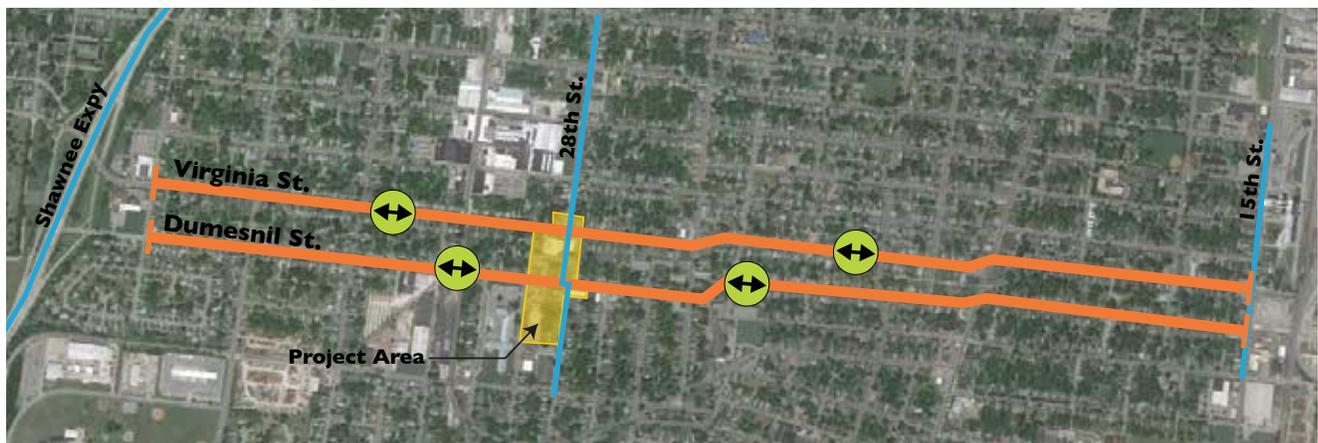
As 28th Street moves south from Broadway, shared bike lanes should be introduced. Appropriate bike racks should be included in the streetscape design of the center. Likewise, user-friendly TARC stops should be part of the enhancements for the town center, reducing auto and parking conflicts.

Introduce Railroad Quiet Zones

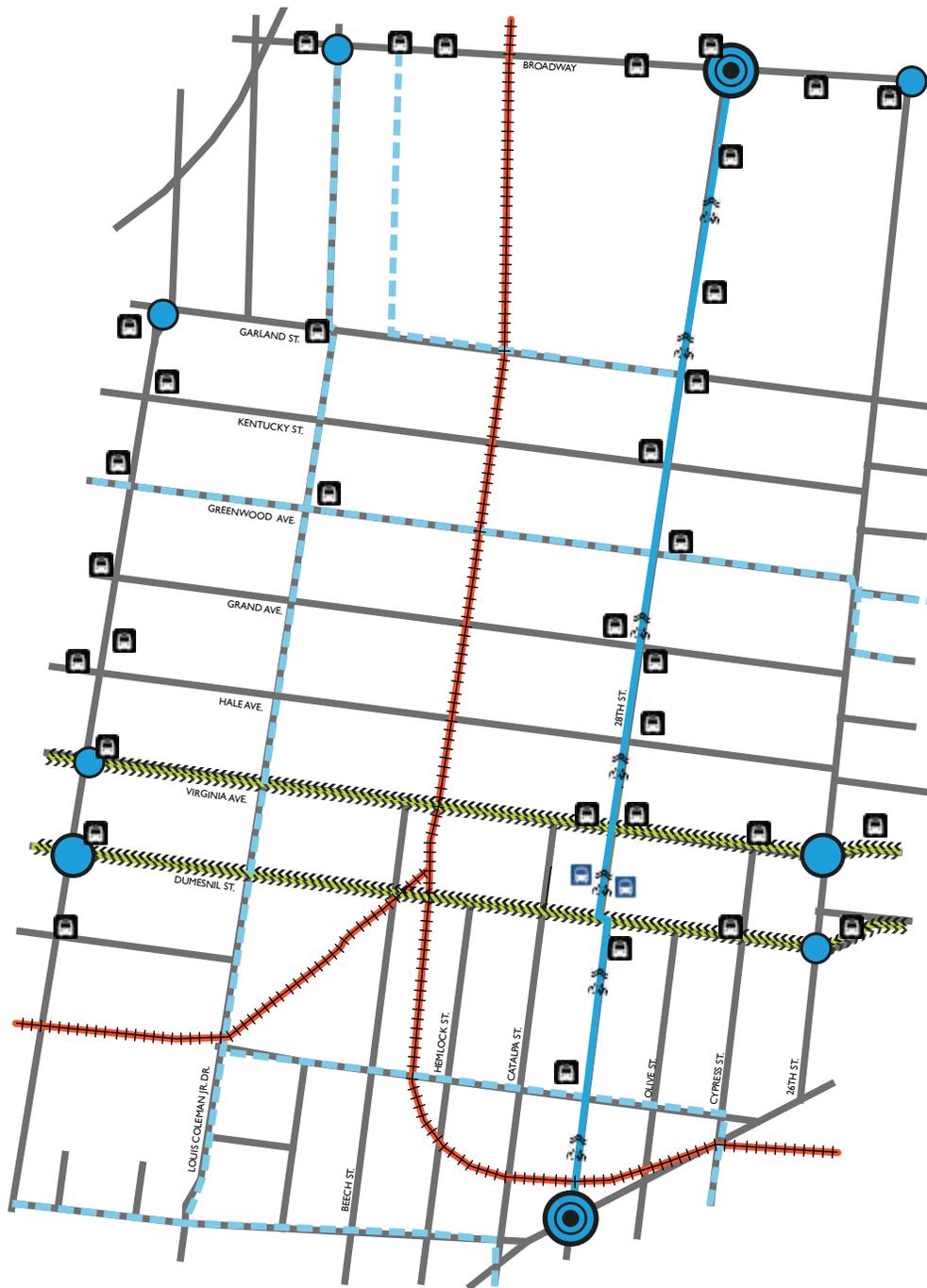
Although the railroad crossings create delays and obstacles, quiet zone improvements could increase safety and quality of life. Quiet zones have made a significant difference in livability elsewhere in the community and the city's Public Works Department is actively working to implement quiet zones in Parkland. And as the completion of the pedestrian realm, the streetscape design itself would form a continuous shopping experience distinguished by safe lighting, street trees and landscaping, and attractive storefronts and signage.

Limits of the two way street conversion

Restoring Virginia and Dumesnil roads to two-way improves access and commerce.



The Plan



Parkland Mobility Map

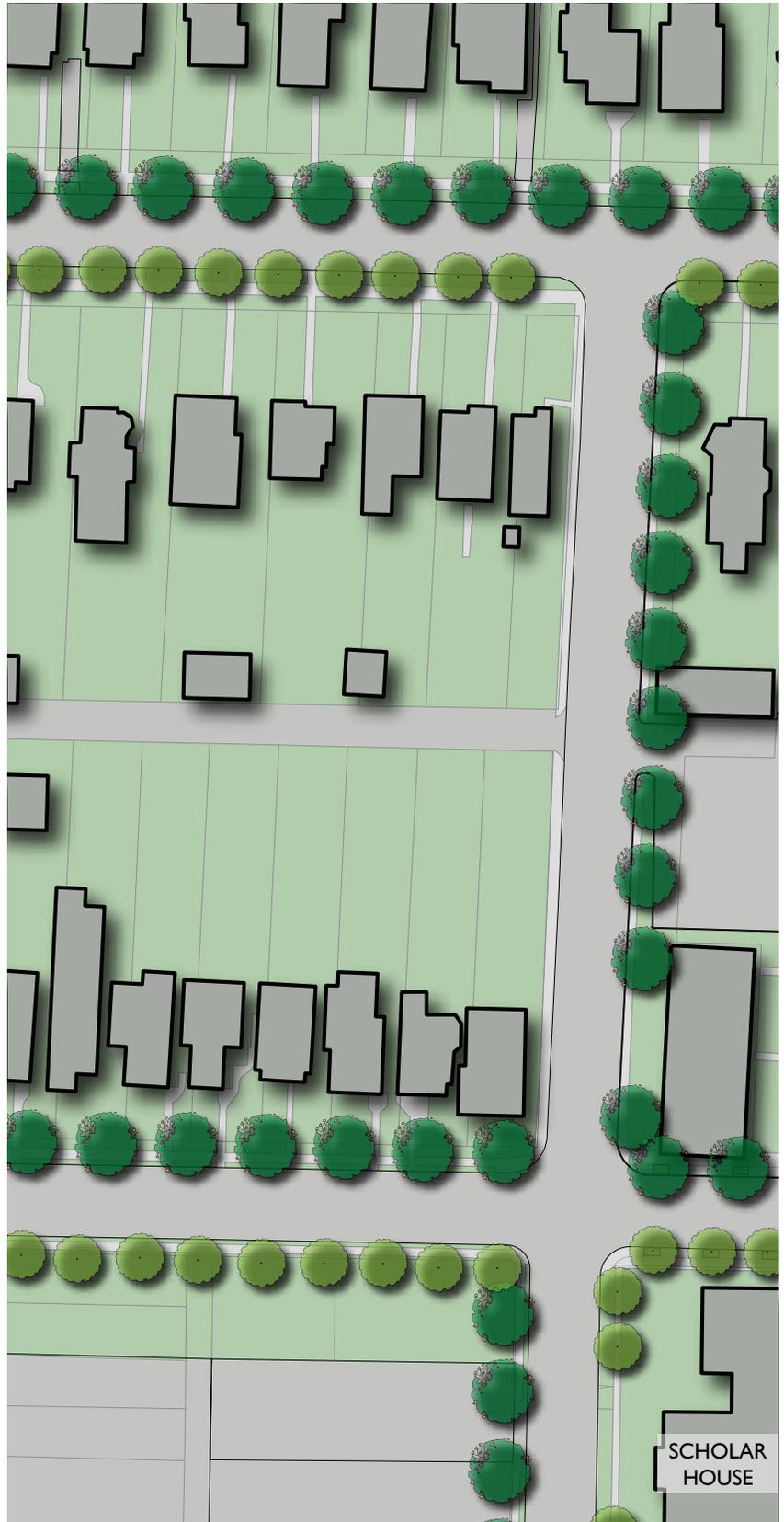


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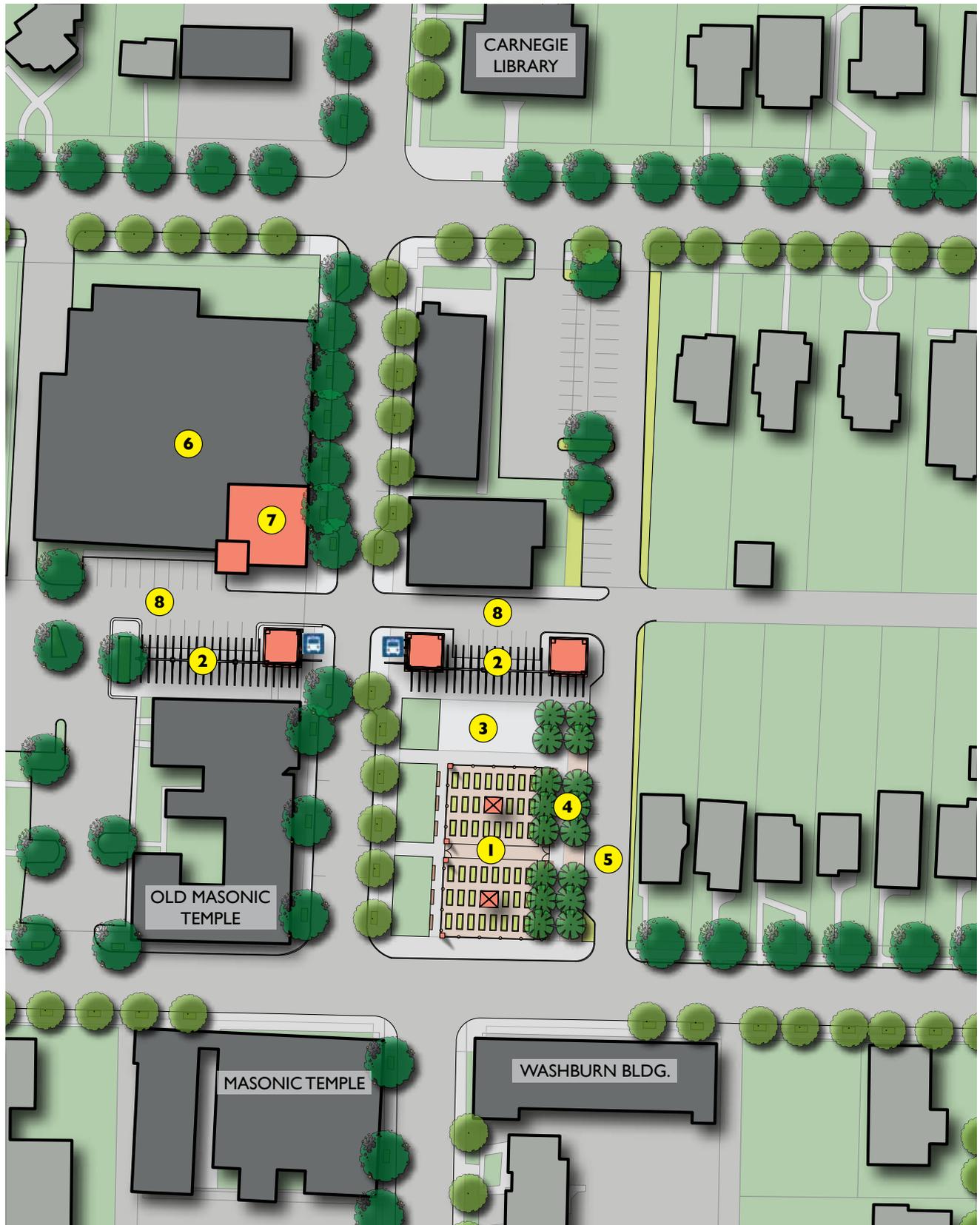
THE MASTER PLAN

Map Key -

- Community Garden 1
- Market Shed 2
- Flexible Event & Open Space 3
- Fruiting & Flowering Trees 4
- Expanded Off-Street Parking 5
- Proposed Market Facility 6
- Market Clock Tower 7
- Market Alley 8
- Proposed Bus Stops in Market Pavilion



The Plan



2.5
LAND USE

The overall theme of this study has been to identify those uses and functions that would support a lively town center, helping it to regain some of its past significance as the heart of the Parkland neighborhood. However, these key uses may be only a fraction of those allowed by the current zoning, which is predominantly C-2, the most intense commercial zoning category outside of the central business district. Some of the allowable uses may not be supportive of the intent or the goals of the study. For instance, C-2 permits such auto-related uses as filling stations and body shops, which may not be conducive to the theme of healthy foods and sustainable wellness. While a complete analysis and a proposal for a rezoning is beyond the scope of this study, it should be considered an essential component of this plan's implementation.

Every effort should be made to reuse vacant and underutilized properties. The nature of traditional neighborhoods everywhere is defined by the consistency of their street fronts, defined as essentially the setback, scale, and massing relationship of one building to another. Gaps along the street frontage weaken the character, and with it, the sense of safety and value. Therefore, vacant historic buildings should be rehabilitated and vacant lots should be high-priority candidates for appropriate infill structures. Although simple in concept, the impact of such actions would multiply the value of the community ten-fold.

If commercial revitalization is to occur, there has to be a reason to come to Parkland, and specifically to the 28th Street corridor. In community meetings a common theme has been the pride and success of the community garden. Residents also have expressed frustration over the problem of finding fresh, healthy foods in the neighborhood, or in West Louisville in general. We believe the 28th Street corridor and the Parkland neighborhood could build a new future by providing more opportunities for healthy foods, wellness, and a lifestyle built on sustainable principles.

Analysis of the plan

Below are images showing some of the changes to the site area with the Master Plan put in place.

Land Use Key - yellow/ residential, orange/ commercial, purple/ mixed-use, blue/ government



Land Use

Greening & Public Space

New Buildings

The Plan

The resonance of this theme has been tested among the residents and stakeholders. In many older cities across the nation, a new attitude has arisen around the sustainability theme to encourage community-supportive agriculture. The SLO (Safe, Local, Organic) Foods movement is but one example. Many cities are channeling underutilized urban land into food production, and farmer’s markets. Food distribution networks and full food production facilities are springing up in older areas of cities across America, as a result. Examples include Detroit’s Eastern Market, Cleveland’s Reimagining Pattern Book, and the Ann Arbor Farmer’s Market in the historic Kerrytown District. For more details, see the excerpts of literature on these examples in the Appendix.

As a result of these local and national trends, Parkland may have the opportunity to become the farm-to-table supplier for a larger part of the city, with a year-round public market as an attraction for other business development.

In order for any town center to become a successful commercial destination, the immediate population surrounding that center (and within walking distance) must have sufficient density and vibrancy to sustain a significant percentage of business. Parkland at one time demonstrated these characteristics, but recent, and continuing, trends have compromised this market demand. No revitalization strategy for Parkland Center can be successful without an equal or higher priority given to the stabilization and revitalization of the surrounding residential neighborhoods. Projects such as the recently completed Family Scholar House bring new life to the corridor, with potential shoppers within easy walking distance, but opportunities in the surrounding Parkland neighborhood, must include growth in the kind and quality of single and multi-family housing. Immediate interventions to reduce the blight of vacant and foreclosed properties, combined with proactive efforts to incentivize the repopulation and rehabilitation of such properties, should go hand in hand with the implementation of this Parkland Center strategy.



Open Space

*Market Square:
Put the Park in Parkland*

The northeast corner of 28th and Dumesnil Streets has been vacant for many years, which led to its recent adaptation as a community garden. This highly successful change has demonstrated the power of community involvement and the importance of place. This study has determined that the site is also large enough to offer redevelopment of the space adjacent to the community garden as a permanent open space for public usage and events. By incorporating all the land up to the alley on the north and east to the first residential building, a large enough area is assembled to achieve a number of the project's goals.

First, a public space is formed that reinforces the commercial center and the heart of Parkland. The public space as conceived in this master plan is framed on the north by a permanent market shed/pavilion, which can shelter events, farmer's markets, or other neighborhood activities. The main pavilion of this structure is on axis with northbound 28th Street, creating an important visual terminus as you approach the town center from the south. It is intended as the companion and counterpart to the way in which the Masonic Building anchors 28th street from the north.

The new public space contains a plaza and green lawn panels framed by tree-lined walks. One is the 28th Street sidewalk redesigned with new plantings and paving. The other along the eastern edge of the space, is conceived in the master plan as a double row of trees flanking a walk that leads to the market shed on the north. This tree-lined walk can be designed as a multi-purpose sheltered area. It is simply a pleasant shady walk. It also can be a place for vendors to set up stalls on market days or during events. The inner row of trees can even be fruit trees since they fall within the community garden fenced area. The trees outside the fence could be non-fruiting species that would still produce flowers in the spring, forming a consistent and beautiful eastern edge to the public space.

Market shed as landmark

The eastern Market Shed forms the visual terminus of northbound 28th Street.



The Plan

The community garden is relocated slightly to the east to accommodate the larger public space plan and to make it the central focus of the redevelopment plan. The same number of planter beds would be retained and the fence could be reused. Permanent storage facilities would be placed conveniently at the center of each garden section. Special attention should be paid to the garden gates and custom light towers that mark the corners of the fence. In addition to their functional purpose, these components could be designed as artistic elements within the public space. Other opportunities to incorporate public art also should be considered.



Community garden as centerpiece

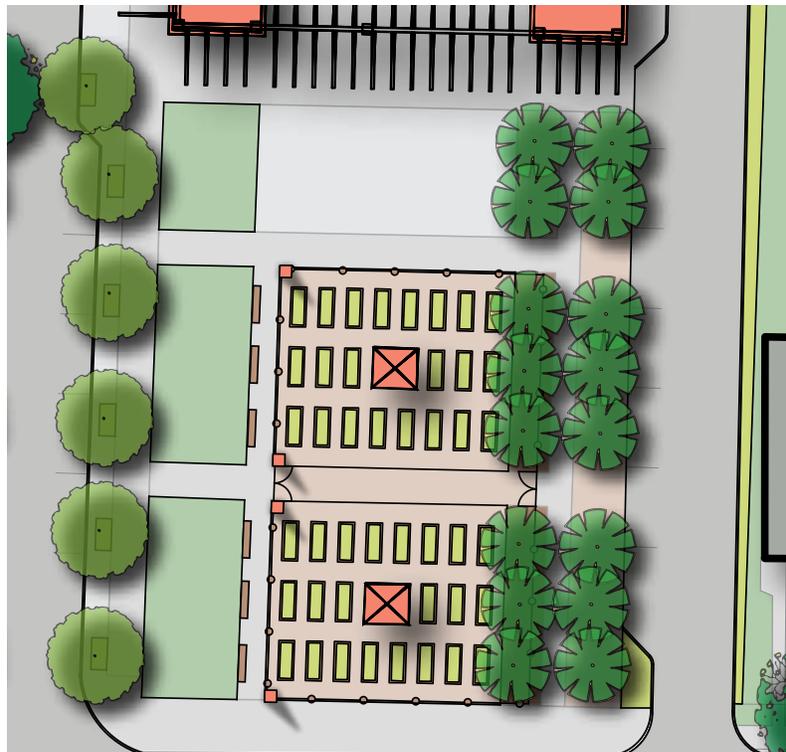
right - Community Gardens are popular and productive solutions as neighborhood focal points.

below - A bird's-eye view of the redeveloped Parkland Center:



Overall the public space has the potential to create the permanent feel of a neighborhood fair. Once designed and constructed it can truly “put the Park in Parkland,” reinforcing the historic role of the 28th Street corridor. Correctly programmed and managed, it can form the only public gathering place in the neighborhood, bring people together, and through the community garden and open-air market and plaza, put new emphasis on healthy foods and sustainable living in Parkland. In combination with a coordinated retail strategy, it can help Parkland become THE destination in West Louisville to buy fresh produce and good food year round.

To support the year-round aspects of the center, the strategy must encompass more than just the park/plaza. The nature of an urban commercial development is communal, with much of the parking, circulation space, and shopping experience being shared. Real estate parcelization and ownership issues should be resolved to allow a companion market shed to be built on the west side of 28th Street as shown in the plan view. This would extend the market activity to both sides of the street, helping to support other storefront redevelopment. An important redevelopment would be the former grocery building at the corner of 28th and Virginia. Although largely gutted of its former grocery equipment, it still represents about 24,000 square feet of ground floor commercial space potential. A former owner had already begun to divide the building for multiple tenants. Instead of trying to attract another major tenant, this study recommends a well-designed conversion, redeveloping the structure to be a year-round indoor market. Its windowless exterior should be opened up with multiple storefronts lining 28th Street as well as turning the corner into the parking lot, providing street front space



Building on existing community resources and interests

The Community Garden is shifted to the east, maintaining the same number of planting beds inside a fenced area and adding fruit trees.

The Plan

for numerous small vendors. The storefronts should be transparent and could even have overhead or sliding doors that can be opened fully on market days.

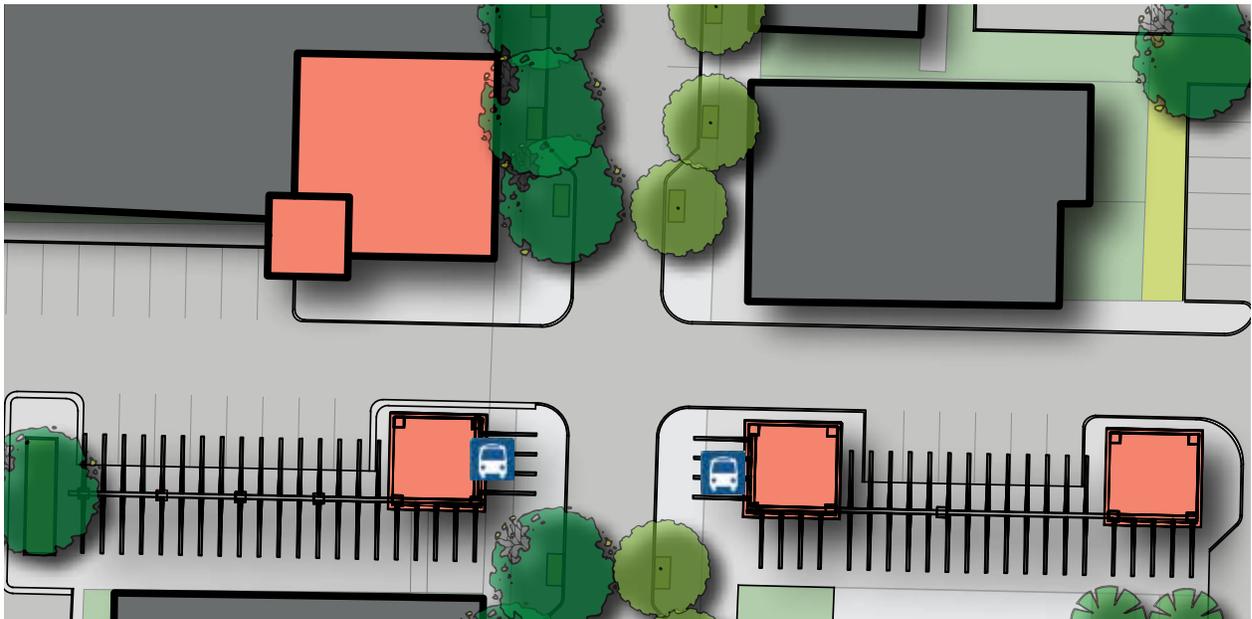
The existing entrance should be replaced with a new glass corner entry that also provides access to shops from the interior. The rear portion of the building could provide space for refrigeration, food prep, as well as receiving and distribution. Parking in this block must continue to be in a shared arrangement as originally conceived and on non-market days parking would be possible under the market sheds at the middle of the corridor. At 28th Street the twin pavilions of the west and east market sheds also are recommended to define a mid-block bus stop, bringing TARC riders to the heart of the shopping area.

A neighborhood asset with community wide appeal

To the right are examples of Ann Arbor's farmer's market district which has indoor facilities as well.

Market shed detail

Market Sheds offer good outdoor shopping venues in all seasons.



Other redevelopment opportunities

Elsewhere in the town center, first floor retail should be encouraged in all buildings. Regardless of the types of uses it will be important to encourage transparent storefronts. The amount of existing storefronts that have blocked their windows frustrates the potential for commercial tenancy. Obviously, safety is a consideration, but many commercial districts around the country have found that transparency and visibility actually improves safety, increasing eyes on the street. Also, well-lit exteriors can play a major role, augmenting the lighting from public streetlights.

The center already contains a significant amount of floor space devoted to doctor's office uses. Other spaces such as the ground floor of the Washburn Building are developed for medical or dental usage, but currently vacant. It would be desirable to encourage as many spaces as possible to be redeveloped around the health and wellness theme. The uniqueness of the district's architecture should be used as an attraction supporting the new commercial theme. For instance, the publicly owned Carnegie Library is an iconic structure within the study area and, ideally, should be returned to a public use that would draw people during the day and evening. As an example, it could be considered for a Youth Fitness Center, serving both a public purpose and a need expressed during this study for youth activities in the neighborhood. While the LMPD has been acting as a good steward of this building, there are other opportunities for its presence in the study area, perhaps utilizing some of the vacant space along Dumesnil. While the LMPD use is not a sub station, its presence in a more visible way would also have some positive public safety impacts within the study area.

Parkland's historic buildings

Reuse of Parkland's historic buildings builds on the valuable character of the last 142 years



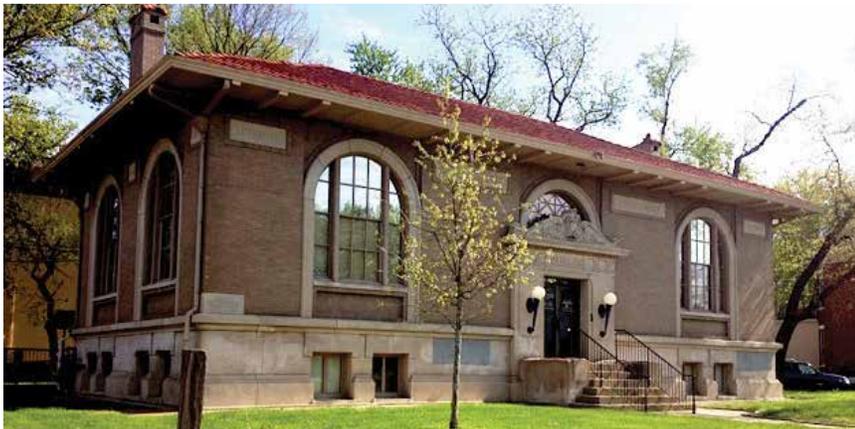
The Plan

Lastly, the citizens of Parkland have seen renewed pride in the redevelopment of the old Maupin School as the Family Scholar House. The plan team believes similar efforts to improve residential alternatives can encourage more people to live close by. Rehabilitation and quality infill will benefit both the town center and the larger neighborhood. As was the case historically, a blend of multi and single-family housing would be typical of the residential patterns in the neighborhood, and perhaps the most reasonable to finance. The housing stock in Parkland is among the finest examples, particularly of frame construction, in the City. The neighborhood could be a model for quality rehabilitation as well as new sustainable development. These efforts can raise property values and serve as an attraction. In order to support this housing and mixed-use development, the next phase of work should research and evaluate the neighborhood zoning to make sure that it adequately supports such redevelopment.

Redevelopment efforts will also require buy-in from numerous property owners. Such efforts require upfront costs to rehabilitate housing, storefronts and make tenant improvements. They often require a variety of public incentives and programs to make them economically viable for both landlord and tenant, etc. Encouraging individual property owners to take on the implementation of the commercial strategy on their own likely won't optimize its success. In most successful neighborhood or town center redevelopment programs, especially in economically challenged neighborhoods, a strong non-profit community development entity is usually involved, often leading the efforts and providing important early interventions designed to jump-start the program. Such interventions often include purchasing property, master leasing commercial space (a potentially significant program for Parkland Center), outreach to potential tenants, identifying public funds, working with specific property owners and tenants to access these funds, conducting upfront market research, providing outreach marketing materials, etc. Such a neighborhood development entity does not currently exist in Parkland, and therefore the steps necessary to develop such an entity should be seen as a high priority. There are entities active in the City and specifically in west Louisville that could assist with this step, such as Metro Bank, New Directions, the Center for Neighborhoods, the University of Louisville, and the Louisville Metro Economic Growth and Innovation Department, to name just a few.

Neighborhood development through building re-use and appropriate infill

The significant building stock offers appropriate opportunities for commercial, civic and residential reuse.



2.6

SUSTAINABILITY

Sustainability, according to the Merriam-Webster Dictionary, is something that is “able to last or continue for a long time.” By virtue of the existing patterns of land use, street layout, building character and density, Parkland has all the ingredients to become a successful and vibrant neighborhood with enduring and lasting qualities. Many of these characteristics, which are intrinsic to the Parkland neighborhood, are being duplicated in LEED and New Urbanist developments across the nation because of their desirability, aesthetic quality, and the environmental framework they create to support sustainable practices in everyday life.

Environmental sustainability focuses on implementing strategies that improve the quality of the natural environment. Decreasing the heat island effect, improving water quality, and reducing the levels of carbon dioxide in the atmosphere are some of the primary goals of creating a more environmentally sustainable neighborhood. There is a harmonious relationship between enhancing the look and feel of a place and implementing environmentally sustainable design. Our plan aims to accomplish both by following these environmental best management practices:

Puzzle pieces of sustainability

Housing restoration and infill, bio-swales and tree plantings, and public green space all contribute to a sustainable community.



The Plan

Reducing stormwater runoff

As illustrated in the diagram below, the proposed streetscape improvements aim to reduce the amount of stormwater runoff that flows directly into the combined sanitary sewer. This is accomplished by diverting stormwater into a series of infiltration areas; one into a tree planted bioswale along 28th Street and another into an infiltration reservoir below the central open space, both infiltration systems allow for water to naturally absorb into the earth. This system also reduces the amount of storm water that normally flows directly into gutters, storm sewers, and local streams – thus potentially reducing the frequency of flash flood events.

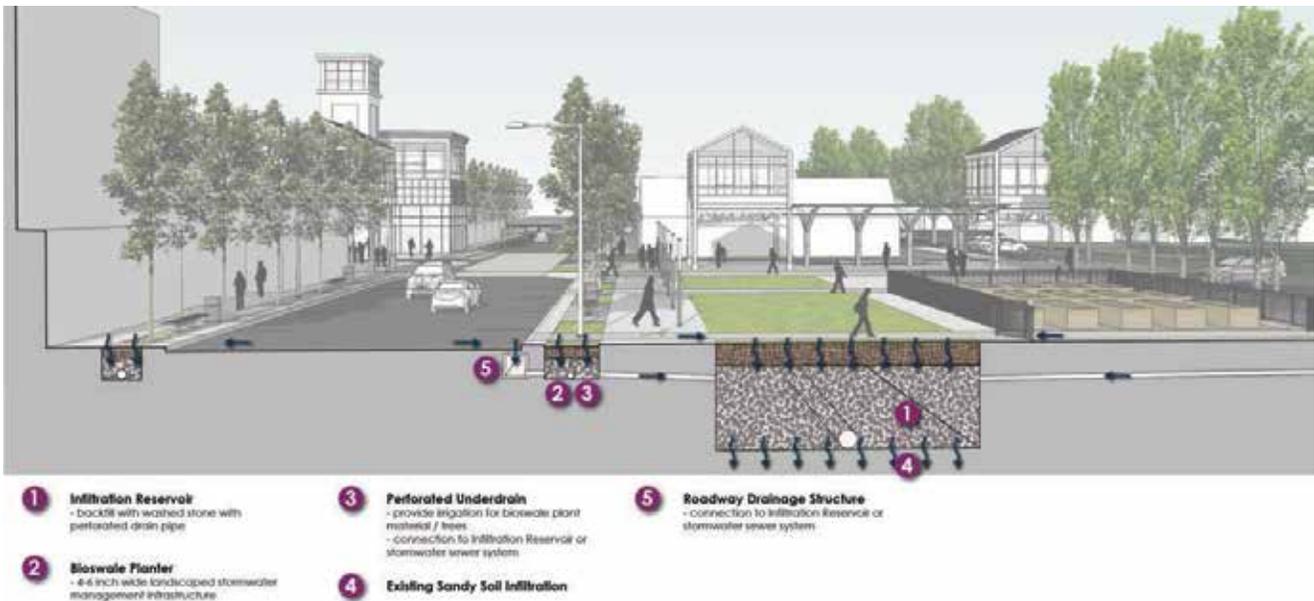
Another incentive to reducing stormwater runoff is MSD’s Green Infrastructure Program, which provides financial assistance to private and public entities for the implementation of green stormwater infrastructure. MSD also has funding available for planting trees on private and public property. As such, MSD has the potential to become a significant partner in the development of the park and streetscape improvements. These opportunities should be explored fully.

Planting trees to reduce the heat island effect

By planting trees in conditions conducive to their long life, a mature urban tree canopy can become established. These trees will help reduce the heat island effect in Louisville and the Parkland neighborhood itself, making the neighborhood streets walkable and the park welcoming even during the hottest months of the year. Trees improve property value and have the potential to contribute to the stabilization of the neighborhood.

Water infiltration and treatment

Design of the new public improvements can incorporate sustainable development practices.



Creating opportunities for community gardening and outdoor recreation

Prior to this plan being commissioned, the Parkland neighborhood had already worked to create a community garden on the corner of 28th and Dumesnil. The community garden is hugely successful and popular; bringing people together to plan, build, plant and tend the new gardens and giving the neighborhood new options for fresh produce. This plan enhances the existing garden connecting it to small open green areas and an urban plaza space for the community to use for all kinds of recreation and gathering.

Minimizing automobile dependence by building a framework to support walkable destinations and a local food economy

The redevelopment of Parkland Center through adaptive reuse of its existing historic building stock as mixed-use buildings will provide pedestrian-friendly destinations for goods and services within the neighborhood. This will help to reduce automobile / transportation dependence as more necessities will be within walking distance of residential areas. In addition to reducing the need for car trips, the proposed new farmer’s market supports sustainable food practices as well.

Auto dependence is further reduced by creating a safe environment for bicyclists through the introduction of shared bike lanes along 28th Street. These lanes would tie into the existing network of bike routes in Parkland and beyond. The plan also proposes to create a dual use for the market structures by allowing them to double as comfortable TARC stops along 28th Street.

The sustainable potential of the Parkland Corridor Improvement Study

Redevelopment of Parkland’s 28th Street Corridor could strive to attain LEED for Neighborhood status.



The Plan

2.7

INTERPRETATION

Parkland is steeped in history and there is a palpable sense of its past in the Parkland center with its many historic buildings. The establishment of the independent town of Parkland, its flourishing years as a productive and prospering neighborhood and its significance during the 1960s civil rights era are subject matter that should be made evident through the Parkland improvements. In many ways, Parkland Center represents not just the center of Parkland, but the center of the overall African American experience in west Louisville. There is a void in commemorating - and celebrating – this rich history and its significance, and there is no more appropriate location for doing so than Parkland Center. This can be done in a number of ways, but this sense of history – of both its vibrancy as well as the tragic events of 1968 – should be infused throughout Parkland Center.

Public art is one such avenue for this expression of its character and resiliency. Local artist Ramona Dallum Lindsey recently completed a large art installation nearby called Parkland Rising, symbolizing the neighborhood’s future as a safe and vibrant community. Lily Yeh, an internationally renowned artist, is currently working with neighborhood advocates to create a public art installation commemorating the 1968 uprising at 28th and Greenwood. In the implementation of this study, the Parkland Center green space or market square will provide ideal locations for creative opportunities to reflect on Parkland’s past, present and future. Engagement of the citizens of Parkland in these artistic expressions can make the art truly public, as we have seen in the work of Lindsey and Yeh. Artistic elements should be integral to the future design work for the Center.



Art as historic and cultural interpretation

Public art by local and international artists, such as Lily Yeh, embody community pride and can be integrated into the design of the future improvements.

