

U.S. Department of Housing and Urban Development | Choice Neighborhoods Initiative



Russell

DRAFT TRANSFORMATION PLAN

Louisville, Kentucky

Submitted by **Louisville Metro Housing Authority**
July 2016



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Message from the Mayor

To be included with Final Transformation Plan

ACKNOWLEDGMENTS

The Russell Transformation Plan represents an interactive partnership effort and is based on input from a range of planning partners, residents and stakeholders. The Transformation Plan was funded by a Choice Neighborhoods Initiative Planning Grant from the U.S. Department of Housing and Urban Development, and funding from Louisville Metro Government. Community partners provided in-kind leverage and support for discrete elements of the planning effort.

Planning participants include the following:

COORDINATING COMMITTEE

A group of residents, civic leaders and partners who provided input and advice on the development on the Transformation Plan. The Coordinating Committee was co-chaired by Gretchen Milliken, Director of Advanced Planning for Louisville Metro Government, and Tim Barry, Executive Director of Louisville Metro Housing Authority.

- 5/3 Bank
- Beecher Terrace Resident Council
- Bingham Fellows
- Cities United
- Community Ventures Corporation
- Develop Louisville (City)
- Humana/Bingham Fellows
- Jefferson County Public Schools
- Louisville Alderman (former)
- Louisville Central Community Centers
- Louisville Forward (City)
- Louisville Metro Housing and Community Development
- Louisville Metro Housing Authority (Board of Directors and Staff)
- Louisville Metro Public Health and Wellness
- Louisville Urban League
- Kentucky Center for African American Heritage
- New Directions Housing Corporation
- Sickles Inc Realty

- St. Peters United Church of Christ / Molo Village Community Development Corporation
- The CT Group
- University of Louisville College of Education

HOUSING TASK FORCE

The housing task force focused principally on the development of the housing plan, and was co-chaired by Johnetta Roberts of Community Ventures Corporation and Laura Grabowski of Louisville Metro Government.

- A.D. Porter & Sons Funeral Home
- Bingham Fellows
- Blue Sky Advisors
- Community Ventures Corporation
- Develop Louisville
- Habitat for Humanity of Metro Louisville
- Keller Williams Realty
- Louisville Alderman (former)
- Louisville Forward
- Louisville Affordable Housing Trust Fund
- Louisville Metro Housing and Community Development
- Louisville Metro Housing Authority (Board of Directors and Staff)
- Louisville Metro Office of Sustainability
- New Directions Housing Corporation

- Poe Companies
- YouthBuild Louisville

NEIGHBORHOOD TASK FORCE

The neighborhood task force focused principally on the identification of strategies to improve the neighborhood and was co-chaired by Sam Watkins of Louisville Central Community Centers and Scott Love of Louisville Metro Government.

- African American Initiative
- Develop Louisville
- Jefferson County Public Schools
- Louisville Central Community Centers
- Louisville Downtown Development Corporation
- Louisville Forward
- Louisville Metro Housing Authority (Board of Directors and Staff)
- Louisville Metro Parks and Recreation
- Louisville Metro Safe & Healthy Neighborhoods
- Louisville Metro Solid Waste Management
- Louisville Metro Transit Authority of River City
- Louisville Planning and Design Services
- Louisville Urban League
- New Directions Housing Corporation
- Vision Louisville

EDUCATION TASK FORCE

The education task force focused principally on the identification of strategies to improve educational outcomes, and was co-chaired by Diane Porter of Jefferson County Public Schools and Anthony Smith of Cities United.

- African American Initiative
- Beecher Terrace Residents
- C.E. & S. Foundation
- Cities United
- Community Coordinated Childcare/4C
- Jefferson County Public Schools
- Kentucky Science Center
- Louisville Central Community Centers
- Louisville Free Public Library
- Louisville Metro Housing Authority
- Louisville Metro Office of Community Development
- Louisville Metro Office of Neighborhood Planning and Preservation
- Metro United Way
- New Directions Housing Corporation
- New Life Celebrations Christian Center
- Roosevelt Perry Elementary School
- Simmons College
- Smoketown Family Wellness Center
- St. Peter's United Church of Christ
- The Beach

- University of Louisville College of Education
- University of Louisville College of Human Development
- University of Louisville Kent School of Social Work
- Wheatley Elementary School
- YMCA of Greater Louisville
- Zion Baptist Church

PEOPLE TASK FORCE

The people task force focused principally on the identification on strategies to support families, and was co-chaired by Betty Adkins of Louisville Metro Public Health and Wellness and Reverend Jamesetta Ferguson of St. Peter's United Church of Christ and Molo Village Community Development Corporation.

- Beecher Terrace Residents
- Center for Health Equity
- Elder Serve
- KentuckianaWorks / KYCC
- Louisville Free Public Library
- Louisville Grows
- Louisville Metro Community Services
- Louisville Metro Housing Authority
- Louisville Metro Office of Neighborhood Planning and Preservation
- Louisville Metro Public Health and Wellness

- Louisville Metro Public Interest Broker
- Louisville Urban League
- Metro United Way
- Neighborhood Place
- New Directions Housing Corporation
- Park DuValle Community Health Center
- Plymouth Congregational United Church of Christ
- Reimagine
- Roosevelt Perry Elementary School
- Seed Capital Kentucky / West Louisville Food Port
- University of Louisville Institute for Sustainable Health and Optimal Aging
- University of Louisville Kent School of Social Work
- University of Louisville School of Public Health and Information Sciences
- YMCA of Greater Louisville
- Zion Baptist Church

NEIGHBORHOOD OUTREACH WORKERS

A group of community residents who were hired to provide project outreach, communication and liaison with the community. Neighborhood Outreach Workers helped to facilitate community conversations with their neighbors, collect data to inform the

transformation plan, and disseminate information to the community.

- Julia Robinson
- Jackie Floyd
- Latasha Moore
- Vachel Hudson

PLANNING COORDINATOR TEAM

- EJP Consulting Group, LLC (Lead and Planning Coordinator)
- Goody Clancy (Housing Design and Neighborhood Planning)
- New Directions Housing Corporation (Community Outreach and Resident Engagement)
- CLearlly Stated Communications (Public Relations and Communications)
- Valbridge Property Advisers (Market Study)
- Zimmerman/Volk, Inc. (Market Segmentation)
- Carlton Brown (Housing Design)



Green Store

Cleaning
Alleys

Community
Recreational
Facility

MORE
MARKET RATE
HOUSING

Yes to
Public Space

And older
Lives in some sections
But stores downtown
there is no social gathering
for children downtown

Stronger
Cleaner
Crime free
Safer place

Designated Space Office
People Advocates
Medical Facility

MORE
JOBS
HOUSINGS

More Community
Communication
Resident Meetings

Safe Neighborhood
Families Parks

Better Police
Enforcement in the
Community

Need
Grocery
Store

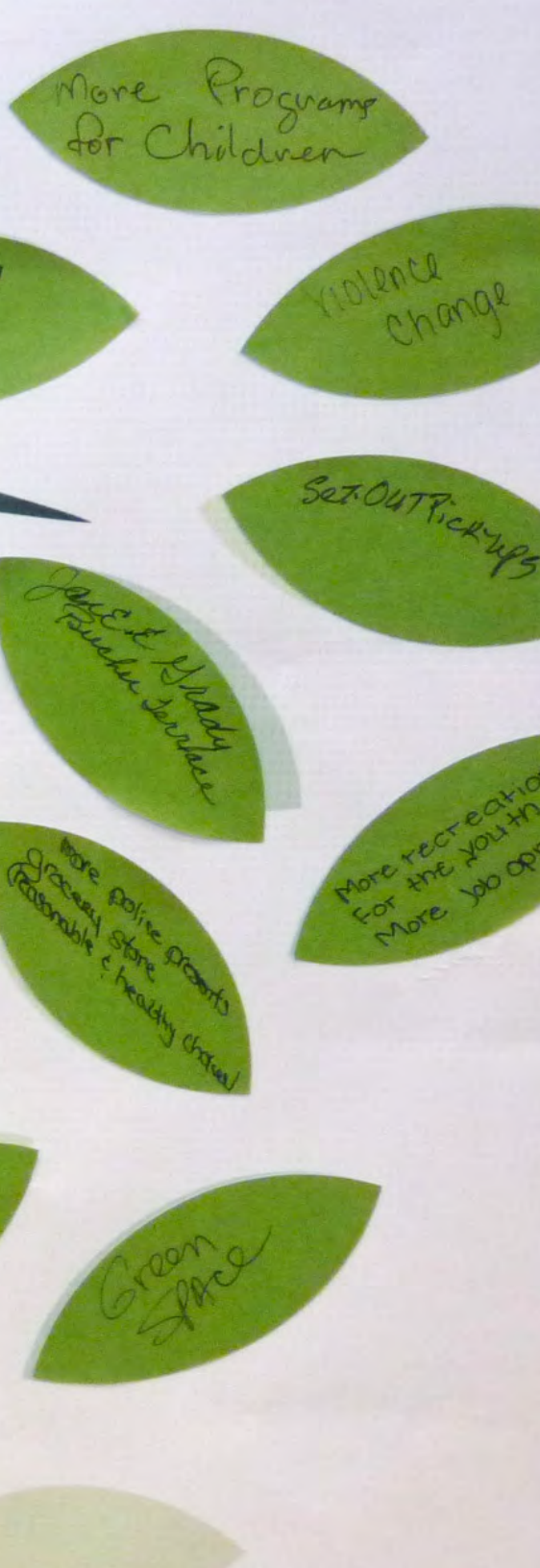
Clean Living
better parks
community services
to feel safe

Better Housing
Sewers

Safe Neighborhood
For The Children's

More
restaurants
in the
downtown area

Safety
Amplified
See Center



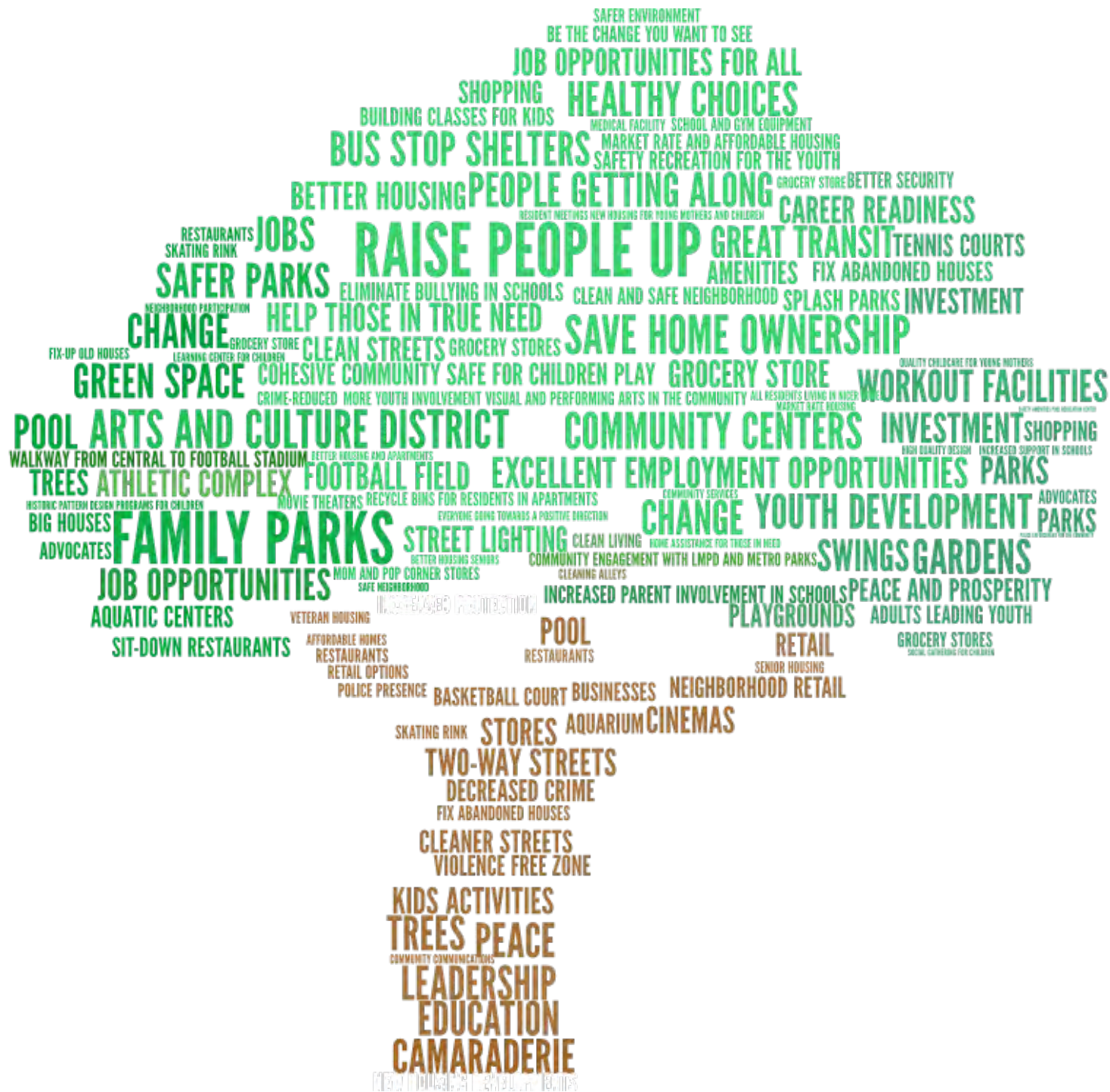
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EXECUTIVE SUMMARY

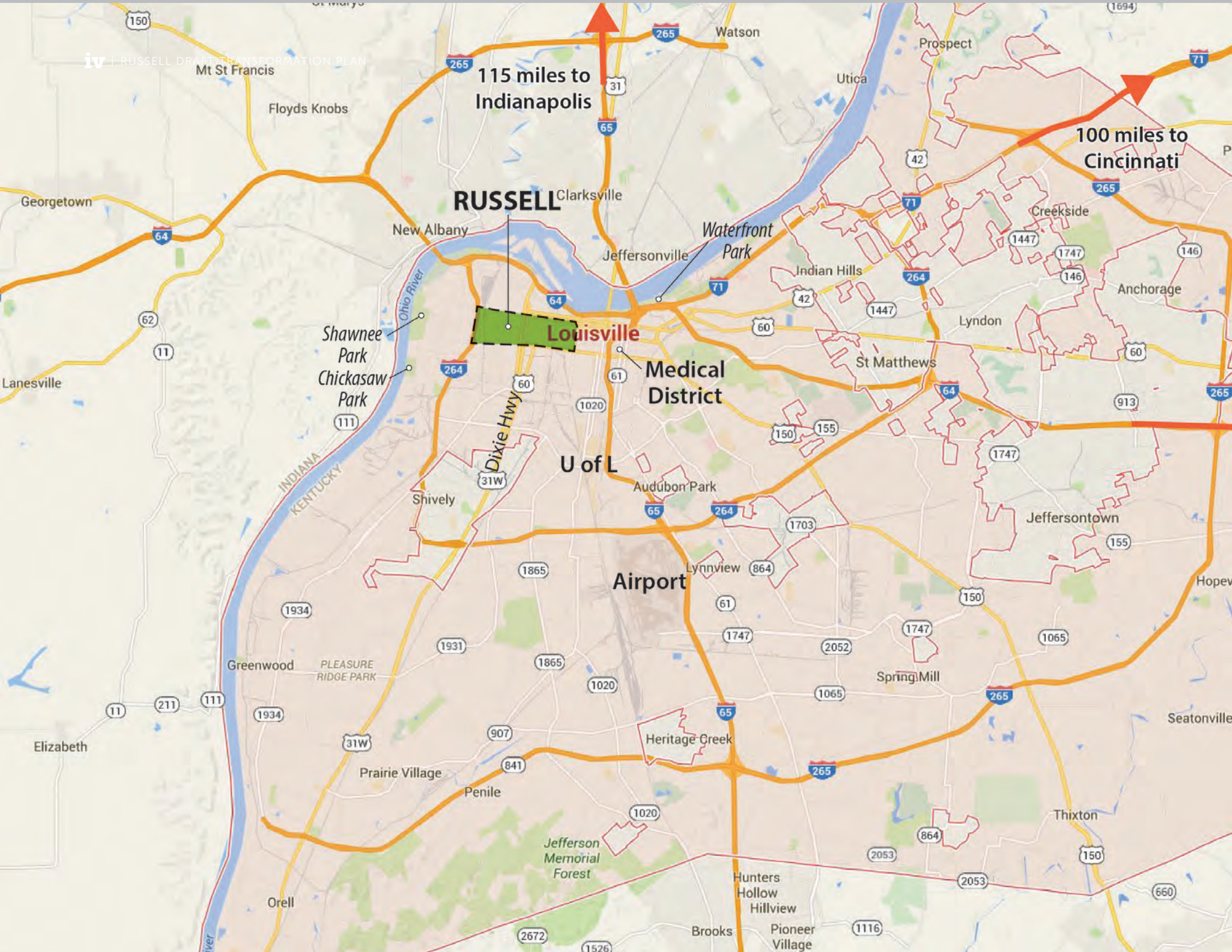
To be included with Final Transformation Plan



VISION STATEMENT

Attractive, accessible and culturally-vibrant, Russell is recognized for its diversity, multitude of economic, educational and housing opportunities, and sustainable residential and business environment—all of it rooted in Russell's unique history as the heart of Louisville's African American community.

Creativity, innovation, and sustainable investments are welcome here, making Russell an appealing place to live, work, worship, and celebrate.



CHAPTER 1

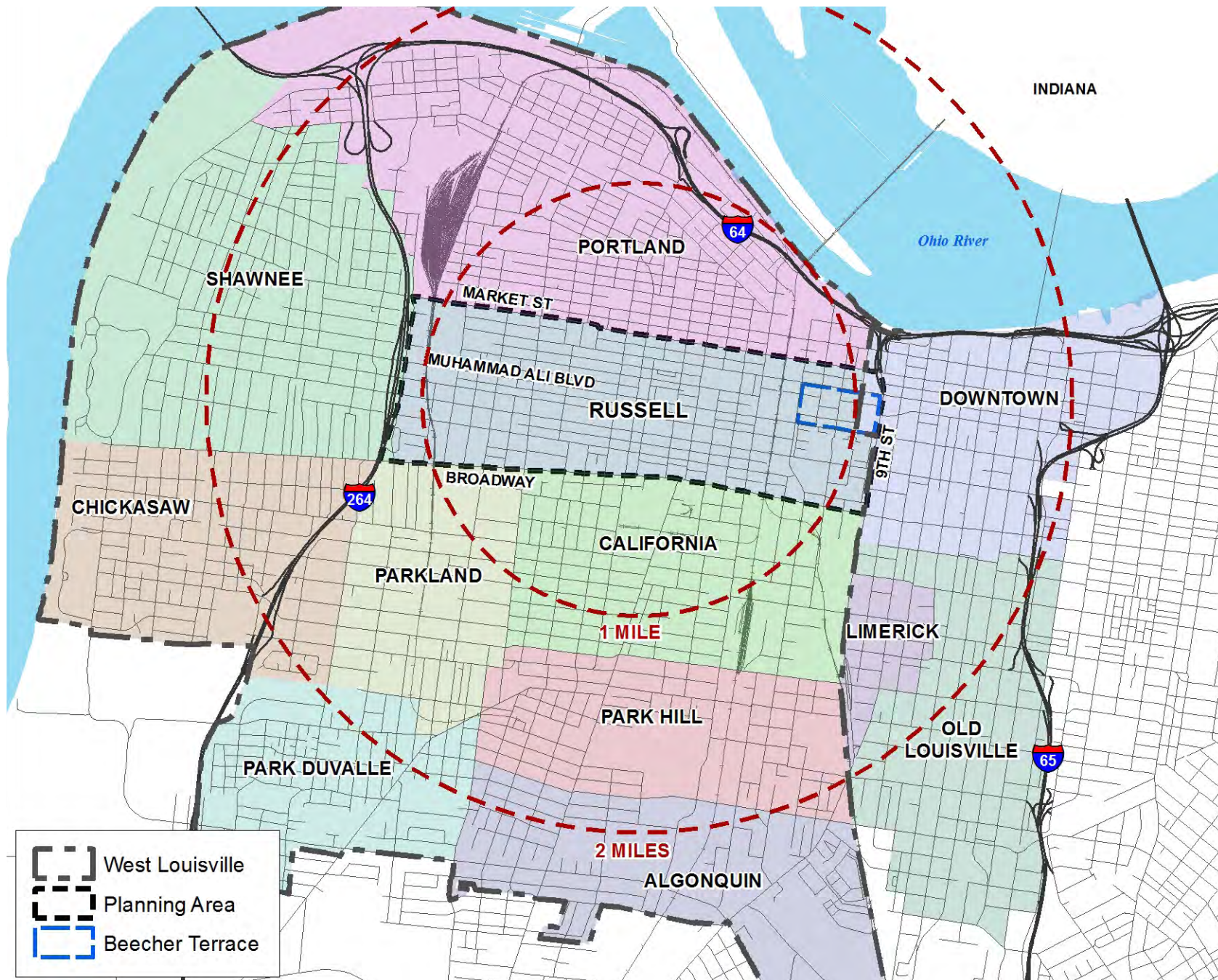
Context

Russell, with a population of nearly 4,000 households, is one of nine neighborhoods that make up West Louisville. Once a vibrant, thriving and economically and racially diverse neighborhood, Russell today is largely an African American area with high levels of poverty and disinvestment. But signs of change are everywhere. Recognizing its importance to the health and vitality of the entire city, the Louisville Metro government recently designated Russell as a priority focus area for concerted efforts to counter decades of disinvestment.¹ New investments, both private and public, are evident and the community and its stakeholders have come together to articulate a vision and a plan to build upon this momentum. This section highlights the context for Russell.

The Russell neighborhood is 1.4 square miles and well-located within Louisville: it is immediately west of downtown and has easy access to I-64 and I-264 as well as multiple bus transit routes. Its location is an important asset for current residents and a strength to build from when considering strategies for neighborhood improvement.

¹ "West Louisville Strategies for Success" <http://louisvilleky.gov/file/westlouisvillestrategiesforsuccess2-5-14pdf>





Russell context in West Louisville, adjacent to downtown

History

Russell was one of Louisville's earliest and most desirable neighborhoods, a racially diverse area with a range of housing types from elegant mansions to shotgun cottages. Beginning before the devastating floods of 1937 and 1945 and intensifying afterward, many white residents who had the ability to move to higher ground away from the river did so.

By the 1940's Russell was known as "Louisville's Harlem" for its strong African American business presence along Walnut Street (today Muhammad Ali Boulevard) between 6th and 13th Streets. Theaters, restaurants, grocers, professional offices, and nightclubs thrived along this stretch. Notable Russell residents include Albert E. Myzeek (1872-

1963), an educator and civil rights activist who led the fight to open the first full-service library for African Americans in the country in Russell, and Lyman T. Johnson (1906-1997), who filed a successful federal lawsuit to become the first African American to gain admission to the University of Kentucky.

Neighborhood decline began after World War II and intensified during misguided urban renewal efforts in the 1960's that demolished the commercial area along Walnut Street. Beecher Terrace was built in 1941 replacing seven traditional neighborhood blocks, including four along Walnut, with superblock-format public housing.



The Lincoln Theatre, formerly at 9th and Walnut Street (now Muhammad Ali Blvd).



The Western Branch Library, the first full-service library for African Americans in the country.

Assets

Russell today contains many important assets that serve current residents. Preserving and strengthening these assets will help improve the quality of life for the community.

- Community Partners and Resources:** A number of neighborhood-based service providers, institutions and churches serve a variety of local needs. Among them: Louisville Central Community Center (LCCC), Chestnut Street YMCA, and Plymouth Community Renewal Center provide a variety of social services and youth programs. The Kentucky Center for African American Heritage is an important repository of local history and sponsor of cultural programs. The Park DuValle Health Center and the Seven Counties Services' Child and Family Center on Broadway provide neighborhood-based health and wellness services. Numerous churches and faith-based institutions serve current as well as former residents and contribute to the social network. Other important assets are located near Russell, including a planned new YMCA branch south of Broadway at 18th Street that will complement the historic Chestnut Street Y.
- Fresh Food Access:** While not extensive, assets like the People's Farmer Market that currently takes place outside the Park DuValle Health Center, the Fresh Stop location on Muhammad Ali Boulevard that provides low-cost community-supported agriculture (CSA) shares, and a long-running community garden on 22nd and Cedar Streets are important sources of fresh food for residents.
- Affordable Housing:** In addition to Beecher Terrace public housing site, six locations provide more than 1,000 units of subsidized housing for residents.



Chestnut Street YMCA

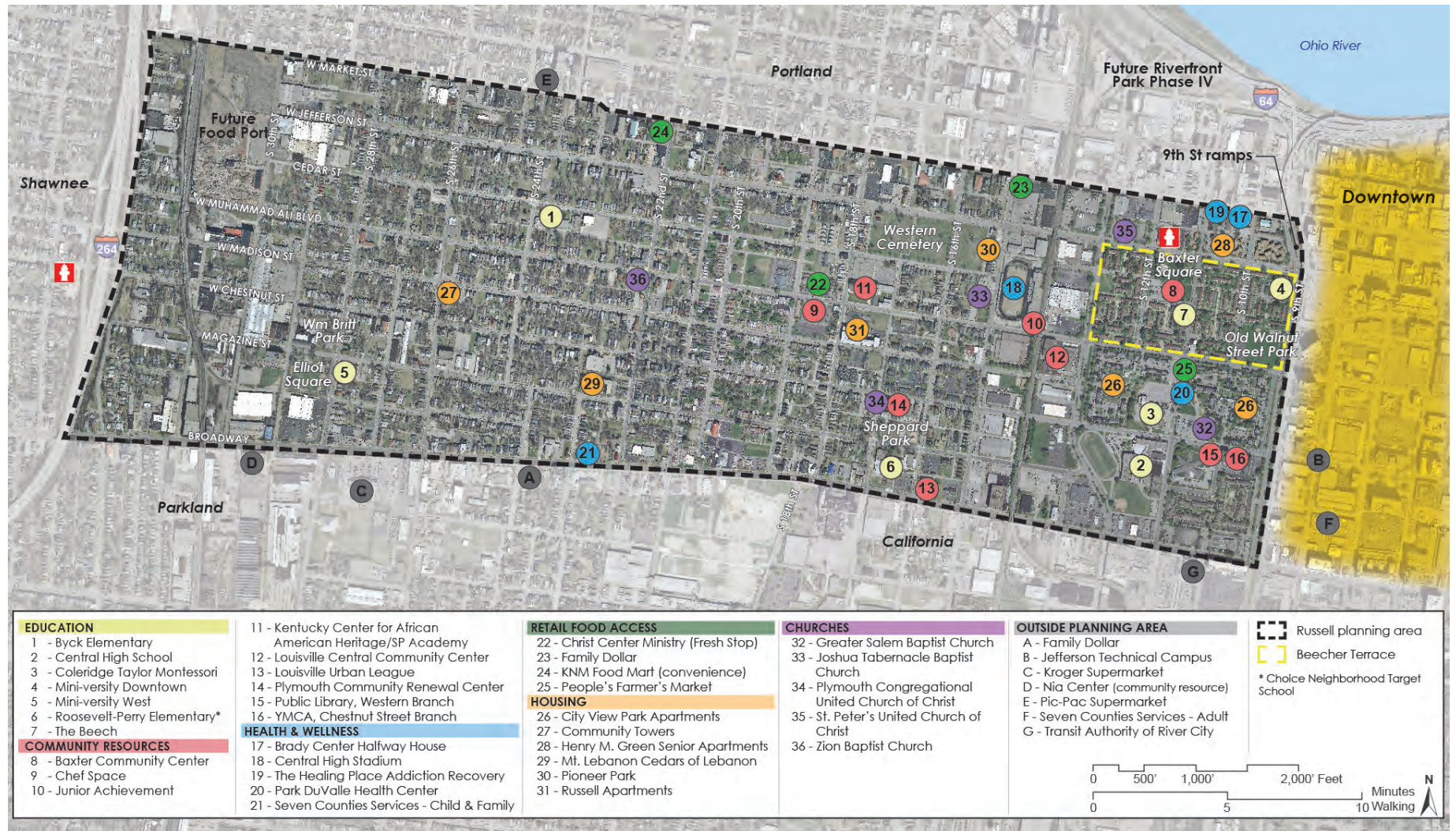


Kentucky Center for African American Heritage



Louisville Central Community Center

part of Jefferson Community and Technical College, is one block east of 9th Street and the University of Louisville is located less than four miles south of Russell. The University's Signature Partnership operates in Russell and seeks to enhance the quality of life and economic opportunity for residents of West Louisville. The University recently opened an office for the School of Public Health in Russell. Other nearby colleges include Simmons College, a growing historically black college, and Spalding University.



Existing community assets in Russell

Planned Investments, Opportunities, and Early Start Activities

Russell's transformation is well underway and momentum is building both in the neighborhood and nearby. In addition to current assets noted earlier, several recently completed efforts and early start projects that are in various stages of planning or implementation illustrate this fact.

The largest of these is the **West Louisville Food Port** located at Muhammad Ali Boulevard and 30th Street. Seed Capital KY, the Food Port developer, is breaking ground on this 24 acre, \$58 million project in August 2016. This project will turn a large, long-vacant piece of land into an active food-focused commercial center. More than 240 permanent jobs are anticipated, and the owner has committed to a local hiring preference for West Louisville residents, including Russell. A demonstration garden will showcase urban farming techniques and a food truck plaza will provide needed public space and increased access to fresh food. Adjacent to the Food Port, Louisville Grows has begun converting three vacant lots across 30th Street into a **produce park/community orchard** and public meeting space to create an educational, productive landscape for the neighborhood. Produce Park will create a

green buffer between the Food Port and residential properties as well as increasing fresh food access.

Community Ventures Corporation (CVC) has partnered with REBOUND, a non-profit housing developer associated with the Urban League, to develop 29 mixed-income **for-sale houses nearby on Cedar Street** that will use the last of the vacant parcels created by an urban renewal project in that area. CVC recently renovated the historic Jay's Cafeteria building nearby on Muhammad Ali Boulevard to create **Chef Space**. That project opened in 2015 and houses a food business incubator to support up to 50 local entrepreneurs.

Louisville Central Community Center (LCCC) is pursuing several initiatives at its **Old Walnut Street campus**. These include providing a new home for the University of Louisville Office of Public Health Practice (part of the Signature Partnership), opening the Family Strengthening Conference Center, completing an eCommerce Business Incubator, and planning for a Community Theater.



Food Port's "Market Corner" on Market Street at 30th Street



New housing development on Cedar Street will be built on the last remaining vacant land from an earlier urban renewal effort.

LCCC was also the sponsor for an American Institute of Architects **Sustainable Design Assistance Team (SDAT)** which developed strategic recommendations for the Muhammad Ali corridor between 6th and 21st Streets. The team's recommendations emphasized specific strategies to create an environment for re-investment in Russell, re-program the African American Heritage Center to anchor a new arts and culture district, and employ various creative placemaking techniques along Muhammad Ali Blvd to define this district.¹

The intersection of Broadway and 18th Street immediately south of Russell will be home to several new projects. The city has plans to **realign 18th Street** to better connect across Broadway and will support a new retail node at this emerging hub. A new **YMCA** planned on the southeast corner will provide daycare, healthcare, a bank, and other amenities. A new **Wal-Mart** is planned for the southwest corner, although the project is currently on hold pending the outcome of a lawsuit related to its design.

Louisville/Jefferson County Metro Government and three partner organizations were recently awarded a TIGER grant for the **Dixie Highway corridor**, a portion of which traverses Russell along 18th Street.

¹ <http://www.aia.org/about/initiatives/AIAS075426>



The proposed YMCA on Broadway at 18th Street

This corridor will be upgraded to feature BRT along 18th and Market Streets connecting to downtown and other job centers, Intelligent Transportation System (ITS) upgrades, and Complete Streets design elements.

Move Louisville, a citywide multimodal transportation study, released a draft plan in April 2016 which addresses transit, biking, and pedestrian needs in Russell. Candidate projects in Russell include reimagining the 9th Street corridor, two-way conversion of 15th/16th Streets, investing in Muhammad Ali Blvd and Market Street near the Food Port, and installing missing curb ramps and additional bicycle infrastructure throughout the neighborhood.



The **Portland Green Infrastructure project** that is currently under design will create vegetated bumpouts at the intersection of Market and 17th Streets on the northern boundary of Russell. This project is intended to naturally treat greater quantities of stormwater and could provide a model for one type of streetscape improvement in Russell that would be both functional and aesthetically attractive.

The **Samuel Plato Academy of Historic Preservation Trades** enrolled its first class of 12 students in September 2015 at the Kentucky Center for African American Heritage. Students will be trained in the historic preservation trades, skills that can be directly applied to historic structures in Russell to improve energy efficiency and livability in a context-sensitive way. Upon completion of the one-year program, students will have an accredited Certificate in Historic Preservation Technology from Jefferson Community and Technical College.

The historic St. Peter's Church site northwest of Beecher Terrace is another potential adaptive reuse and development site. The congregation is exploring revenue-generating options for the site such as office space or housing. A likely office tenant would be the church's **Molo Village** community development center which provides services related to youth, seniors, health, recovery, and empowerment.

New Directions Housing Corporation and the City have pooled resources to launch an expanded **rehab/repair** effort to provide much needed funds to existing homeowners to expedite upgrades to current housing. This is pilot initiative that is funded by CDBG and Affordable Housing Trust Fund funds and leverages NDHC's existing Repair Affair program.



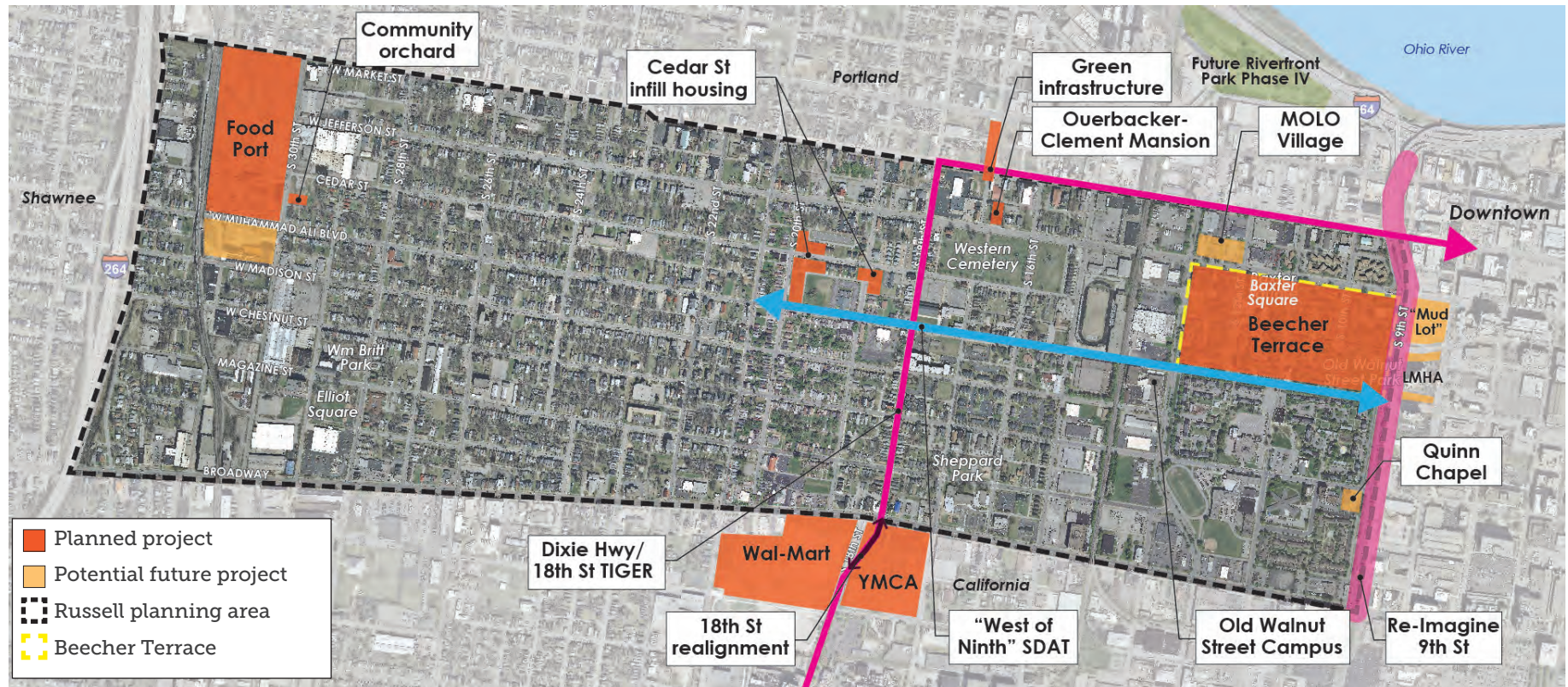
Proposed site plan for the Food Port at Ali and 30th (courtesy OMA)



A rendering of potential commercial development on a portion of the St. Peter's site.

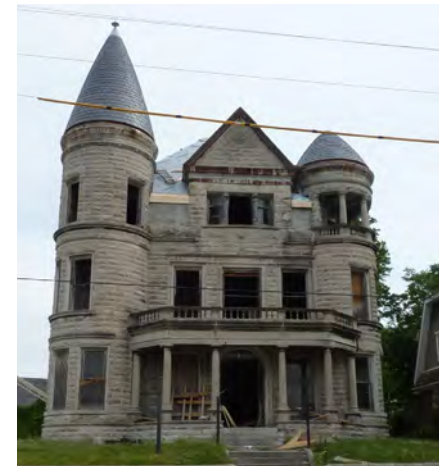


Re-imagine 9th Street rendering (courtesy Nelson-Nygaard)



Planned and potential future investments in Russell

Historic rehab of the Overbacker-Clement Mansion will restore a grand Russell building.



Resident Profile

While the signs of reinvestment are everywhere in Russell, families who live in Russell have significant challenges. Russell has 9,590 residents which represents approximately 15% of the total West Louisville population. Residents are predominantly Black in a Metro where Blacks account for less than a quarter of the population. More Russell households have children than in the City as a whole and the population tends to be younger. Russell's poverty rate among households is 3.5 times higher than the general Louisville population resulting in 60% of households needing food stamps in the preceding year.

	RUSSELL	WEST LOUISVILLE	LOUISVILLE
# Households (HH)	3,772	23,497	246,438
# Residents	9,590	62,261	601,611
% HH with Children	41%	36%	31%
Median Age	28.5	33.3	37.0
% Children (19 and younger)	26%	33%	26%
% Seniors (65 and older)	8%	11%	13%
% Black	91%	80%	23%
% White	6%	17%	71%
% Hispanic	1%	1%	5%
% HH with 1+ Persons with a Disability	41%	43%	29%
Poverty Rate	60%	39%	17%
% HH on Food Stamps in last 12 months	60%	41%	16%



Employment and Poverty

Though modest when compared to Louisville as a whole, there are approximately 2,500 jobs in Russell. However, only around 100 of these jobs are held by Russell residents. The top three industries are health care/social assistance, manufacturing, and wholesale trade.¹ Retail jobs are primarily located along Broadway and industrial jobs tend to cluster along the railroads. Important job centers for Louisville include downtown and the medical center just east of downtown, the airport, and several logistics hubs located outside the city.

Russell residents have very low household incomes and are much poorer than other residents in the city. The unemployment rate is almost twice that of Louisville overall, resulting in a median household income of \$14,209 compared to nearly three times that city-wide at \$44,159.

While more than one-third of households in Louisville (35%) are not in the labor force, the rate is higher in Russell (46%). This may be related to the high number of persons with disabilities across the board: 29% of households in Louisville and 41% of households in Russell have at least one person with a disability.

	RUSSELL	LOUISVILLE
Median household income	\$14,209	\$44,159
Households with earnings	63%	76%
Households with SSI	17%	6%
Not in Labor Force	46%	35%
Unemployment Rate	30%	17%

¹ US Census Bureau, Center for Economic Studies (2011)

Schools

There are four schools in Russell (Byck Elementary, Coleridge-Taylor Elementary, Roosevelt Perry Elementary and Central High School) and collectively, they enroll 29% of Russell's 2,337 school-aged children. Consistent with the school district's existing policy, the remainder are bussed to 122 additional schools, some at significant distances away from the neighborhood. Among the schools with the highest enrollment of Russell children include: Ballard High School (13 miles from Russell); Eastern High School (18 miles); Crosby Middle School (16 miles); and Highland Middle (7 miles).

School Enrollment: According to Brigance Kindergarten Readiness Screen information from Jefferson County Public Schools (JCPS) for the school year 2014-2015, 47% of Russell children entering kindergarten are kindergarten-ready. This is compared to 48% of children system wide per the Louisville Metro Community Needs Assessment 2015.

School Performance: According to the Kentucky Department of Education's 2013/2014 School Report Cards, performance is mixed among the most commonly attended schools. Ballard and Eastern High Schools are classified as Distinguished ranking in the 95th and 94th percentile respectively. Eastern High School is also categorized as High

Performing. The remainder of the schools are classified as both Needs Improvement and a Focus School. However, the performance within this category varies significantly. Central High School is in the 59th percentile and is also categorized as Progressing. Coleridge-Taylor Elementary is in the 62nd percentile and Crosby Middle and Highland Middle are both in the 64th percentile; each performs on par or slightly better than the District/State average. However, Byck Elementary is only in the 17th percentile and Roosevelt Perry the 2nd percentile; both perform below the District/State average.

Student Performance: Student Performance Data compares key indicators of academic performance for Beecher Terrace and Russell students to their peers at Jefferson County Public Schools as a whole. Across the board, Russell and Beecher Terrace students are not performing as well as their JCPS peers; they are less proficient in reading and math; less college and career ready; are more likely to be absent and/or suspended and have greater need for special education.



School Enrollment and Performance

	BEECHER	RUSSELL
ELEMENTARY		
Coleridge-Taylor	25%	18%
Roosevelt Perry	17%	15%
Byck	8%	15%
Other	50%	53%
MIDDLE		
Crosby	0%	43%
Highland	74%	24%
Other	26%	33%
HIGH SCHOOL		
Ballard	57%	28%
Eastern	0%	17%
Central	8%	11%
Other	35%	43%

Source: Jefferson County Public Schools

Distinguished
 Needs improvement

Student Performance Data

INDICATOR	BEECHER	RUSSELL	JCPS
% Proficient or Distinguished in Reading	14.1%	23.0%	47.7%
% Proficient or Distinguished in Math	13.2%	17.6%	41.4%
% College or Career Ready	28.6%	31.7%	61.3%
% Attendance	90.7%	91.6%	94.0%
% Students Suspended	21.1%	18.4%	8.8%
% Students with Disabilities	18.7%	16.7%	12.3%

Source: Jefferson County Public Schools dated July 10, 2015



Roosevelt Perry Elementary School

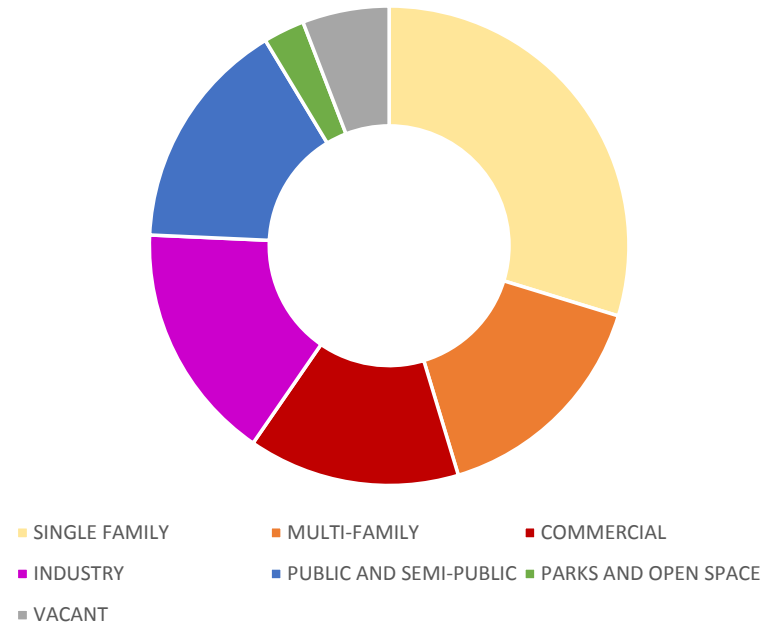


Central High School

Land Use and Zoning

Housing accounts for 48 percent of the land use in Russell, indicative of its status as a mixed-use neighborhood. Single family housing is primarily located between 15th and 30th Streets and occupies small lots with an average size of 0.1 acres. Multifamily housing is primarily located east of 12th Street where the stock is entirely subsidized affordable housing, although there are smaller multifamily buildings scattered among single family throughout the neighborhood. Commercial areas are located along Broadway, parts of Market Street, and at small corner store locations throughout the single family portion of the neighborhood. Industrial uses cluster along the two railroad tracks and institutional uses like churches, schools, and community anchors are scattered throughout the neighborhood. This diverse mix of uses is part of the character of Russell.

Land Use in Russell



Current and former industrial uses cluster around the two rail lines



Retail strip along Broadway

Vacant, Abandoned, and Underutilized Land

There are approximately 460 vacant parcels scattered throughout the neighborhood.¹ These account for about 15 percent of all parcels in Russell and are primarily small residential lots under individual private ownership. They detract from the character and appeal of the neighborhood and require a targeted set of strategies to begin to address the problem. Metro Government's recent "Lots of Opportunity" program provides a menu of over 100 possible reuses for vacant lots throughout the city, some of which may be appropriate for Russell. The long-term vacancy rate is nearly 17%, almost 5 times the rate in the County.

¹ LOJIC land use data.



Crime and Violence

The lives of Russell residents are negatively impacted by the prevalence of crime in the neighborhood, causing sustained trauma brought on by stress, fear, and witnessing violent acts occur. Russell experienced 16.0 violent crimes per 1,000 residents during the three-year period from 2012 to 2014, almost three times the rate in Metro Louisville. Aggravated assault, burglary, and robbery were the top three Part I violent crimes. It is also notable that 48 percent of all crimes were drug-related during the three-year period and another 17 percent were domestic violence-related. Of further concern, the number of homicides increased during this period from zero in 2012 to six in 2014 and two in the first four months of 2015, exacerbating resident safety concerns and the negative perception of the neighborhood by those in other parts of the city. Furthermore, 14% of surveyed Russell residents identified a criminal record as a significant barrier in seeking employment.



LMPD outreach programs engage local youth



Calls for service are a frequent occurrence at Beecher Terrace



Calls for service (data from January 1, 2012 - April 30, 2015)

Housing

There are 4,802 housing units in Russell, of which 38 percent are either public housing or project-based Section 8 units. In addition to Beecher Terrace, there are six additional HUD-assisted housing developments in Russell, two directly abutting Beecher Terrace.

Almost half of all housing units were built prior to 1939 – an asset that provides the rich architectural character found in the neighborhood but also presents a challenge for continued maintenance and energy efficiency. Only 18 percent of housing units are owner-occupied compared to 62 percent in Metro Louisville.

There are also approximately 900 vacant housing units that represent almost 20 percent of the housing stock.¹ These are in a range of conditions, from fairly good to severely dilapidated, and their presence throughout the neighborhood detracts from the quality and character of most streets in Russell.

Beecher Terrace was constructed in 1941 with 808 units on 31.4 acres of land just west of downtown Louisville. A later renovation reconfigured a number of units so there are 768 currently in operation, of which 47 percent are one-bedroom units, 32 percent two-bedroom, and 21 percent three-bedroom units.

A recent market study suggests that Russell now has the potential to provide housing opportunities for empty nesters looking to downsize as well as millennials looking for urban neighborhoods. Given the current supply of deeply subsidized housing in Russell, the market assessment also suggests that over the long-term, opportunities of expanded unsubsidized housing will become even stronger.

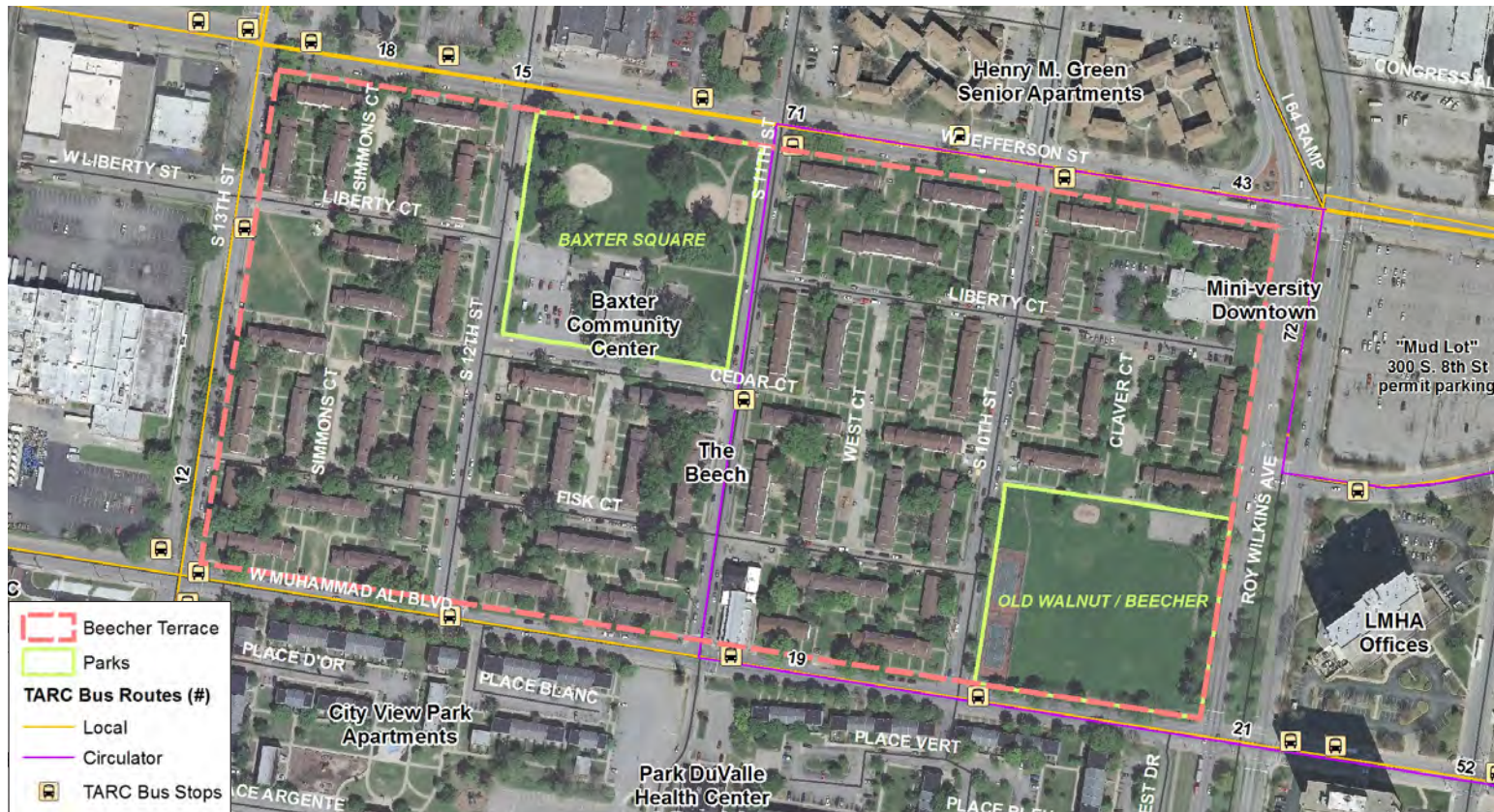


City View Park, a HUD-assisted housing development south of Beecher



A mix of traditional single- and multi-family housing in Russell

¹ American Community Survey, 2009-2013 5-year estimates.



Beecher Terrace existing site plan



Beecher Terrace is a mix of two- and three-story buildings.



Courtyards are perceived to be unsafe due to a lack of lighting and sense of ownership

Architectural Character

The diverse architecture styles of the neighborhood create a rich urban fabric. There are three predominant housing styles: shotguns, Victorian, and Italianate, as well as Federalist and bungalow-style houses. Newer houses typically have a less traditional design.

- Shotgun houses are very common in Russell and tend to be the most modestly scaled. Traditionally single-story buildings that are one room wide and three rooms deep, they are located on small, narrow lots. A common addition is a partial second floor located toward the rear of the building, called a camel-back. They typically have wood siding.
- The Victorian style is also very common and represented in both large and small houses. These can be brick or wood-sided with features like turrets, front and side porches, and intricate woodwork. They are often two or three floors tall.
- The Italianate style is the most frequently used of the early architectural styles. It typically features ornate details and vertical proportions.
- The Federalist style is less common but still a contributor to the character of the neighborhood.
- Bungalows are mostly in the Craftsman style of the early 20th century. These houses can be one, one-and-a-half, or two stories tall. Common features are broad front porches, deep overhangs supported by decorative brackets, and multi-paned windows.
- Late 20th century houses typically reflect a more suburban style. This can include large vinyl windows, vinyl siding or face brick, and small porches.
- Corner stores can be found throughout the neighborhood and are an important part of the character. These buildings often have a glassy storefront on the ground floor with one or two floors of housing above.



Shotgun houses with common "camelback" rear additions



A brick Italianate next door to a simple Victorian



Another example of brick Italianate architecture



Typical corner store building with housing above and next door



Bungalows are predominantly found in southwest Russell



Recent construction often lacks the historic character of Russell

Historic Designation

Russell contains three National Register historic districts:

- The largest of these, the Russell Historic District, covers most of the single-family portion of Russell between 15th and 28th Streets and from Magazine to Jefferson Streets. It contains 1,486 structures and was originally formed in 1980, then slightly expanded in 2000. The original statement of significance cites “its rich architectural heritage and its role in the history of the black community in Louisville.” It is also important as “the center of black social and commercial activity, as well as the earliest local residential enclave for middle-class blacks.”
- The Lower West Market Street district is located between 15th and 22nd Streets and lies half in Russell and half in the Portland neighborhood to the north. Its significance “lies in its history as a commercial hub serving the Russell neighborhood.”
- The Marlow Place Bungalow District contains eight houses along Broadway just west of 31st Street, recognized for their pure bungalow architectural style and for being unique within the city.

There are also twelve structures on the National Register of Historic Places, including the Chestnut Street YMCA, five churches, two fire stations, two libraries, one house, and a former tobacco warehouse.



St. Peter's UCC is on the National Register of Historic Places and is located across the street from Beecher Terrace



Important African American leaders like I. Willis Cole, a local civil rights leader, lived in Russell.



Historic resources

Parks and Open Space

Russell contains 13 acres of parks in five locations. The total park land equates to only 1.5 acres per 1,000 residents, significantly lower than the Metro average of 22.4 acres per 1,000 residents.

Existing parks vary in size and features. Baxter Square, located in Beecher Terrace, is an Olmsted-designed park built on a historic cemetery. Elliott Square, located in southwest Russell, is also an Olmsted-designed park and was once the home field for a professional baseball team, the Colonels, until 1892. Sheppard Park is used as a playground for students at Roosevelt-Perry Elementary School located across the street, and Old Walnut Street Park is frequently used by youth sports teams.

Most Russell residents are within a ten-minute walk of a park, although those living near Byck Elementary live slightly further away. While that school does have a playground and ballfield for students, it is not open to the public after hours.

Several community gardens of varying sizes offer Russell residents an opportunity to grow some of their own food. One at 22nd and Cedar Streets is currently operated by Extension Services, and others exist at 26th and Jefferson and along Madison between 24th and 25th. A fruit orchard and community garden is planned for 30th and Eddy Streets just east of the Food Port site and will offer educational classes and community gathering space.

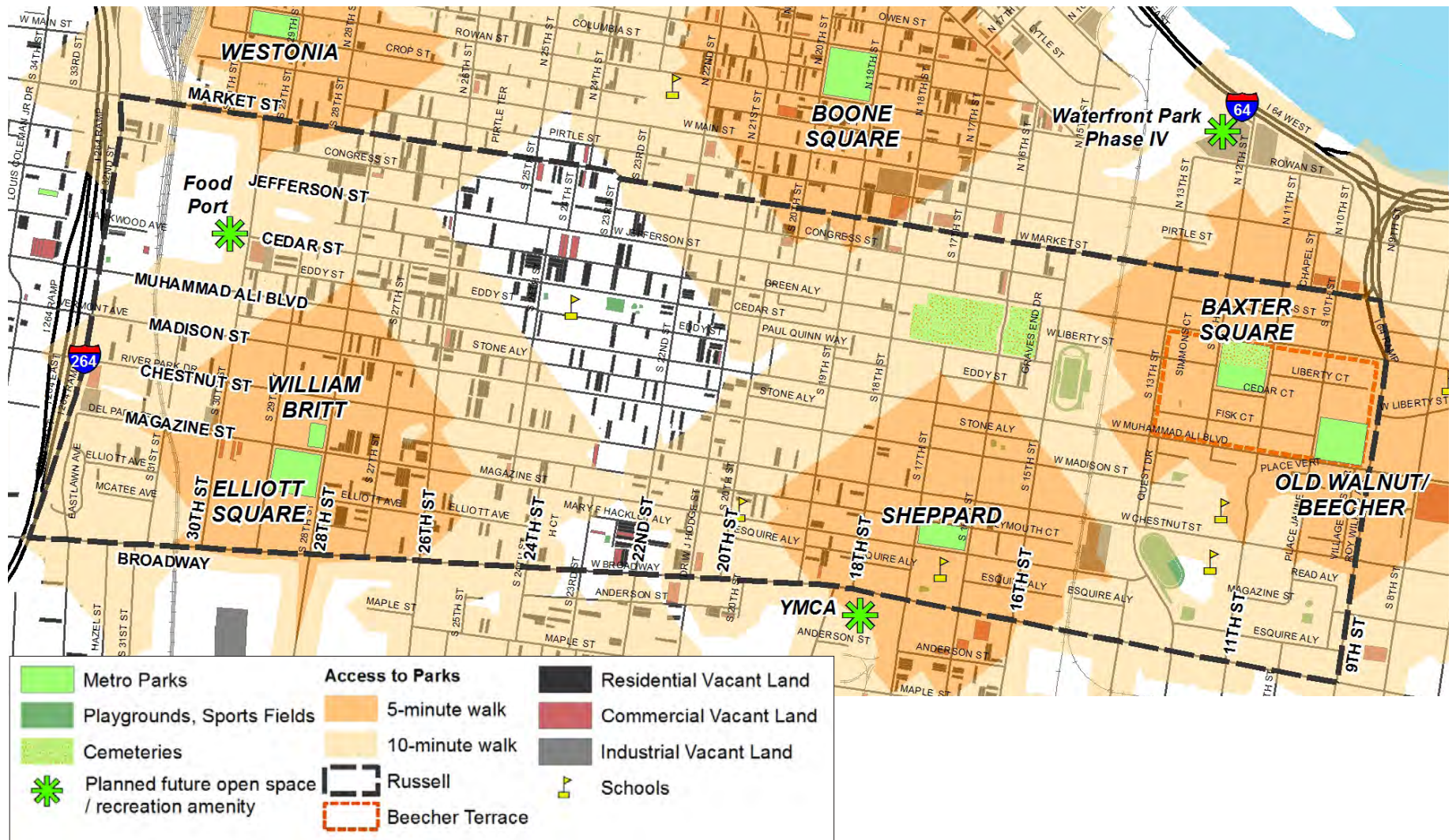
A major new park, Waterfront Park Phase IV, is proposed to be built two blocks north of Russell adjacent to the river and downtown. This park will link to the riverfront trail network and provide a large, new open space for residents. While existing pedestrian and bicycle connections are degraded by trucking operations between Russell and the park site, future land use changes should improve the quality of connections for Russell, and especially Beecher Terrace, residents.



The splash pad at Baxter Square



Sheppard Park adjacent to Roosevelt Perry Elementary School



Access to parks

Transportation and Access

Transit: Russell is well-served by public transit. Russell benefits from access to 16 TARC bus routes in the neighborhood, five of which provide more than 60 trips per day. The 23 and 18 routes are high-frequency, well utilized routes and the 52 medical circulator provides important access across downtown to the medical center. The quality of bus stop amenities vary and are often just a sign with no shelter, bench, or schedule information. Forty-Three percent (43%) of Russell residents surveyed use transit as their primary mode of transportation.

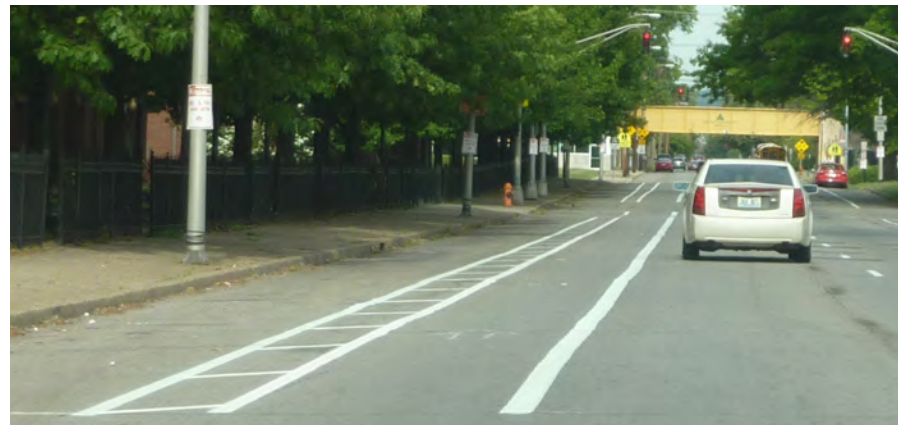
Streets and Sidewalks: The regular street grid in Russell provides convenient vehicular access to the interstates, downtown, and other neighborhoods within a relatively walkable block pattern. The three one-way pairs encourage excessively fast speeds however and their design is not neighborhood-friendly. On the eastern edge of the neighborhood, 9th Street provides immediate access to ramps to and from I-64 via two lanes of fast-moving traffic in each direction separated by a grass median. Many people talk about “the Ninth Street divide,” a long-standing racial, physical, and psychological divide for many Louisville residents. The neighborhood also has a relatively intact alley network that reduces the number of driveways on most streets, but they are not as well maintained and many lack adequate lighting.

The sidewalk network is relatively intact and continuous but has gaps or very poor conditions in some areas, particularly near long-vacant houses or lots. Crosswalks are generally present but not well-marked at all intersections. Ninth Street and Broadway in particular present pedestrian challenges due to their width and traffic speeds. Russell has a Walk Score of 67 out of 100, making it the 13th most walkable neighborhood in Louisville.¹ That rating is defined as “somewhat walkable,” meaning some errands can be accomplished on foot.

Bicycle: Two percent of Russell residents who responded to the neighborhood survey indicate that a bicycle is their primary transportation mode. The bicycle network is modest but expanding in Russell, most recently with new buffered bike lanes on Muhammad Ali and Chestnut from 13th Street east to 6th Street downtown.



Chestnut Street has several stretches of tree-lined sidewalks.



A bike lane was added to Muhammad Ali Blvd in spring 2015.

¹ <https://www.walkscore.com/KY/Louisville-Jefferson/Russell>



Transit routes



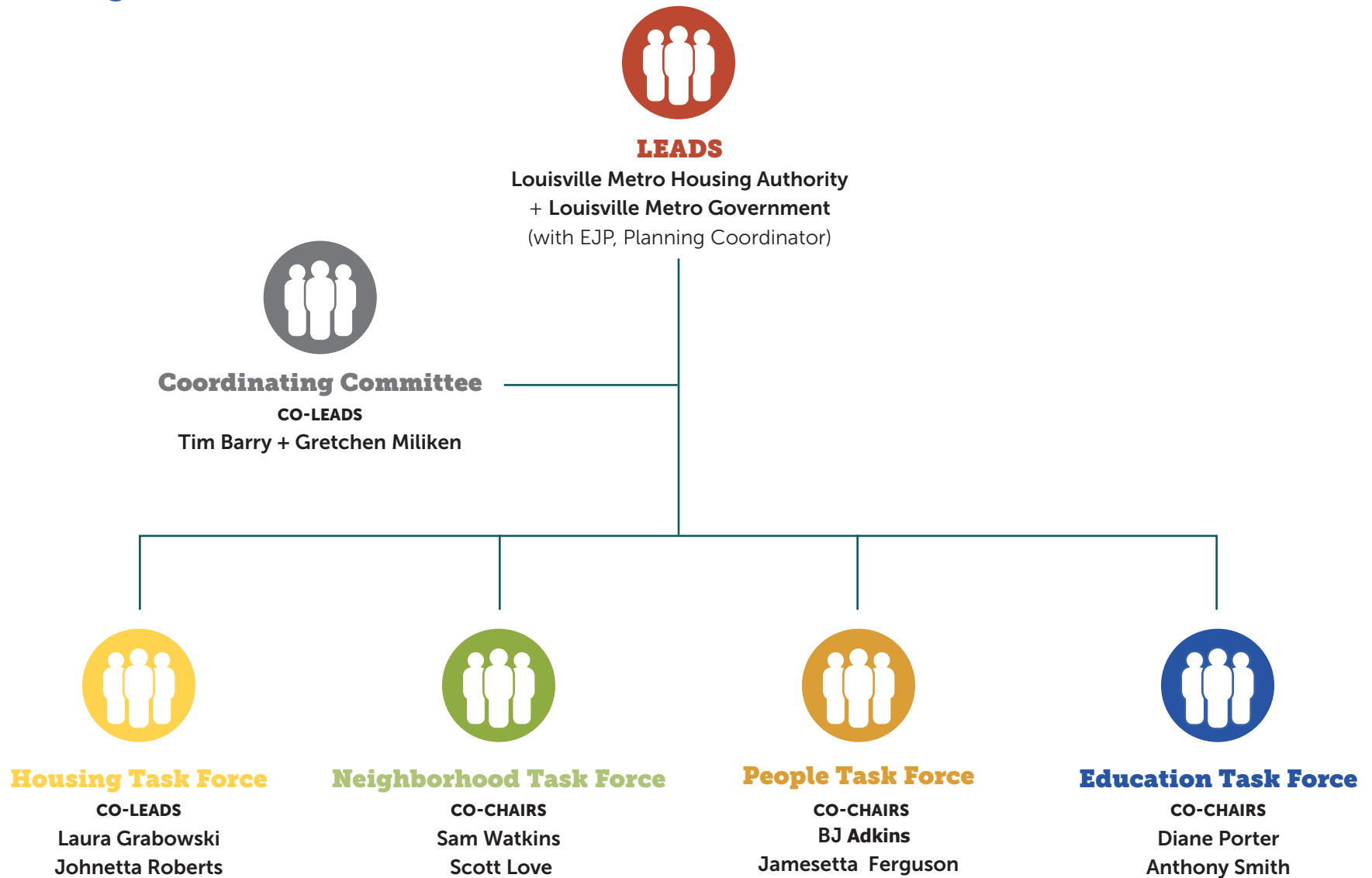
CHAPTER 2

Community Engagement

The planning process engaged a diverse group of stakeholders who actively participated in the development of this Transformation Plan: the Roadmap for Russell's future. Outreach and engagement activities took place via a formal planning structure outlined below, as well as a variety of other methods: public and community meetings, meetings with Beecher Terrace residents, stakeholder interviews, focus groups, resident surveys, neighborhood surveys, kitchen conversations, design workshops, photo documentary, site visits and tours, dedicated website, newsletter, outreach workers who canvassed the neighborhood, outreach to clergy and religious institutions, among others. Community feedback has consistently supported the need for a comprehensive transformation of Russell that will improve the quality of life, safety, accessibility, and economic conditions for existing residents, and will create a neighborhood of choice and opportunity that will encourage new families to move to the neighborhood.



Planning Structure





Engagement and Capacity Building

The planning process sought to build strong relationships with community members and stakeholders in order to develop and sustain long-term, productive partnerships committed to implementing the programs and supports presented in this Transformation Plan. Considerable effort was made to ensure that residents and community stakeholders had multiple opportunities to engage in the planning process as well as to expand their capacity for sustained engagement over time. To date, more than 600 individual Russell residents and stakeholders have participated in at least one Vision Russell activity; additionally, 544 of Beecher Terrace households completed a one-on-one resident survey and 532 neighborhood households and stakeholders completed a neighborhood survey. Meaningful engagement will continue throughout the implementation period.

Youth have also had opportunities for engagement. In addition to participating in all engagement activities noted earlier, youth have also engaged via Kids Corners (facilitated age-appropriate sessions at all major community workshops). Louisville Central Community Centers Youth Council teens have assisted with a windshield survey and young entrepreneurs were engaged to help develop the Vision Russell website (www.visionrussell.com).

COMMUNITY OUTREACH METHODS:

Task forces—Four theme-based working groups that provided input on strategies

Community meetings—Open for all Russell residents to learn about the process and provide input

Resident meetings—Open to Beecher Terrace residents to address pertinent topics like relocation

Neighborhood Outreach Workers—Russell residents trained to conduct resident surveys and attend community events to build awareness

Community conversations—Large-group meetings based on a specific theme or activity (bus/walking tour, education, crime and safety)

Kitchen conversations—Small-group meetings based on a specific theme (health, youth)

Stakeholder interviews—Targeted conversations with key neighborhood stakeholders

Coordinating Committee—Monthly meetings

Elected officials—Quarterly briefings

Faith-based community—Quarterly briefings

Partner events

Website, newsletter, fliers, media

TRAINING/CAPACITY-BUILDING

NeighborWorks Training Institute—August 2015

Russell Neighborhood Institute (Center for Neighborhoods)—October 2015

Community Leadership Institute (New Directions Housing Corp)—October 2015

Russell Neighborhood Institute (Center for Neighborhoods)—January 2016

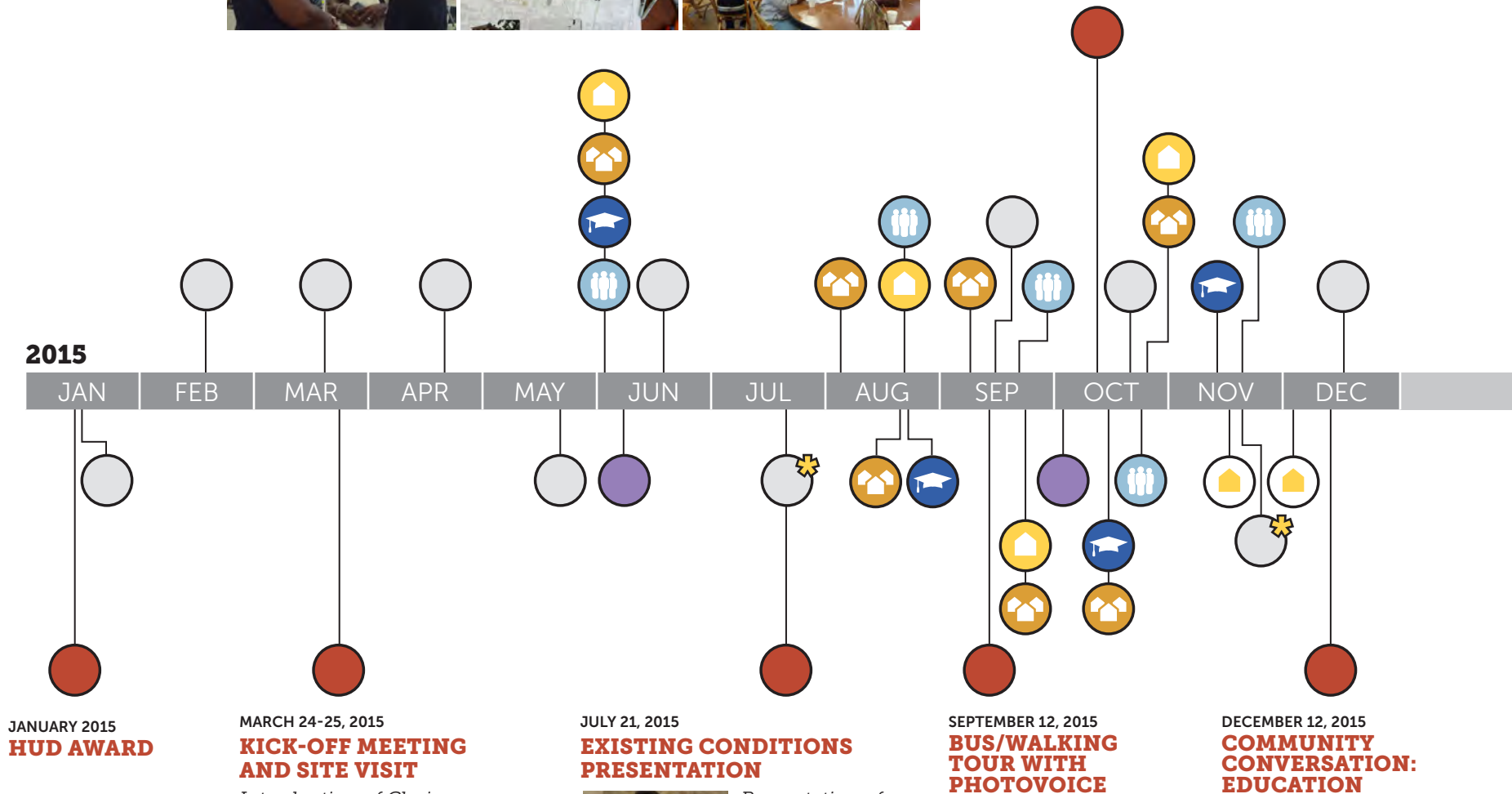
Neighborhood round-table—bi-monthly



OCTOBER 10, 2015

COMMUNITY DESIGN WORKSHOP 1

Provide input on priorities for housing design and character; open space and recreation; transportation and access; and retail, services, and amenities.



JANUARY 2015
HUD AWARD

MARCH 24-25, 2015
KICK-OFF MEETING AND SITE VISIT

Introduction of Choice Neighborhoods process and overview of Russell

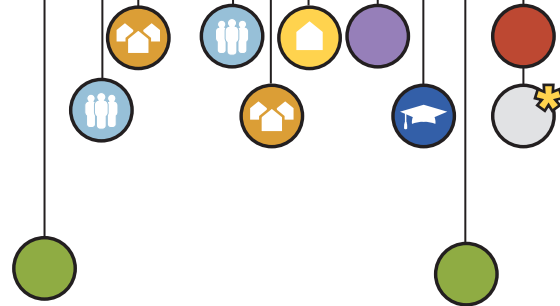
JULY 21, 2015
EXISTING CONDITIONS PRESENTATION













Presentation of existing conditions findings and visioning kick-off

SEPTEMBER 12, 2015
BUS/WALKING TOUR WITH PHOTOVOICE

DECEMBER 12, 2015
COMMUNITY CONVERSATION: EDUCATION



MARCH 29, 2016
KITCHEN CONVERSATION: YOUTH

NUMBER OF MEETINGS	
 Community/Residents	10
 Coordinating Committee	14
 Coordinating Committee & Joint Task Force	3
 Education Task Force	5
 Housing Task Force	6
 Housing Sub-Task Force	3
 Neighborhood Task Force	11
 People Task Force	7
 Faith-Based Meetings	5
 Kitchen Conversations	4
Total Number of Meetings	68

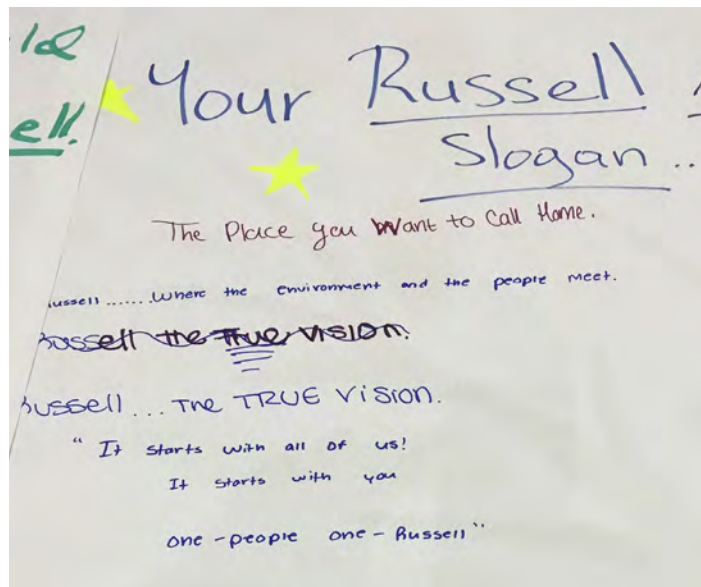
In Their Own Voices



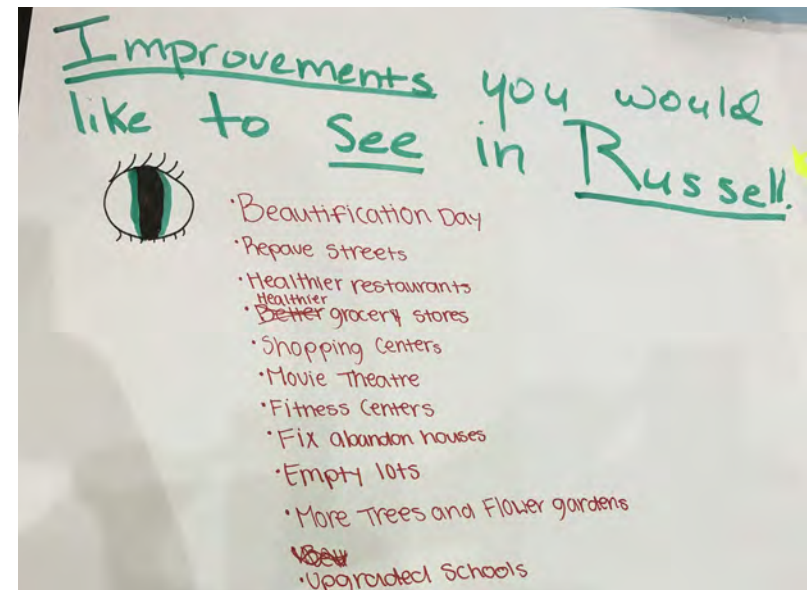
Vision Tree exercise



Neighborhood Outreach Workers are Russell residents (courtesy Courier-Journal)



Resident responses at a community meeting



Resident responses at a community meeting



Community Design Workshop, October 2015



Community Design Workshop, October 2015



Photos taken during a resident walking tour of Russell



Mayor Greg Fischer with youth from St. Peter's United Church of Christ



CHAPTER 3

The Roadmap: Strategies and Priorities

This section outlines a coordinated set of goals and strategies that emerged from four separate task forces. These strategies are aligned with projects already underway, recently completed or in the pipeline in order to build upon the momentum for positive change in Russell. These combined efforts will help to reestablish Russell as a neighborhood of choice – one that is vibrant, thriving and welcoming to all. These priorities emerged from the work of the community and task forces and they are driven by needs that have been expressed, and tempered by market reality, timeline and financial capacity.



Summary of Priorities and Goals

Below is a summary of Transformation Plan priorities and goals. Details follow.

PRIORITY	GOAL
A Improve educational outcomes for children.	A.1 Russell children enter kindergarten ready to learn. A.2 Russell school age children are proficient in core academic subjects, and graduate high school college- or career-ready.
B Improve health.	B.1 Residents enjoy good health and a strong sense of well-being. B.2 Russell's built environment supports health and safety.
C Create strong retail/ service centers and expand economic opportunity for all.	C.1 Russell residents are financially secure. C.2 Existing Russell businesses are encouraged to stay and grow, and new commercial activities are drawn to the area to further stimulate growth.
D Increase the availability of high-quality, mixed-income housing.	D.1 Beecher Terrace replacement is located in vibrant, sustainable, mixed-income communities that serves as catalysts for new investment. D.2 Russell offers a variety of high-quality, affordable, and market-rate homeownership and rental housing opportunities.
E Improve community connectivity.	E.1 Russell residents are engaged in community and civic life, and connected to resources. E.2 Residents have safe and convenient multi-modal transportation options to access services, amenities, and jobs.

PRIORITY **A**

Improve educational outcomes for children.

Goal **A.1**

Russell children enter kindergarten ready to learn.

Early education, starting from pregnancy through the first day of kindergarten, is critical to academic success in school. According to Save the Children:

- By age 3, a child's brain is already 80 percent developed; 90 percent by age 5.
- Four-year-olds from low-income families are often 18 months behind other 4-year-olds developmentally.
- More than 60 percent of low-income families have no books in their homes for children.
- Disadvantaged children who don't participate in high-quality early education programs are 50 percent more likely to be placed in special education; 25 percent more likely to drop out of school; 60 percent more likely to never attend college; 70 percent more likely to be arrested for a violent crime; and 40 percent more likely to become a teen parent.

The following **OBJECTIVES** and **ACTIONS** have been prioritized. Further details including partners and timetable are included in Implementation.

EXISTING CONDITIONS

- Many children are not ready for kindergarten
 - 1,189 Russell children ages 0-5; 232 of these children live at Beecher Terrace
 - 74% of Beecher Terrace 0-5 year olds are enrolled in an early learning program
 - 206 Russell children are enrolled in JCPS pre-K program (data not available for other programs)
 - 42% of Beecher Terrace and 47% of Russell children are kindergarten-ready compared to 48% system wide (Brigance Kindergarten Readiness Screen from JCPS for School year 2014-2015)
- Existing childcare slots appear to meet demand; but overall quality is low
 - 19 licensed childcare providers in Russell (Community Coordinated Care data)
 - Total licensed capacity: 1321 slots
 - While all STAR levels on Kentucky's voluntary STAR rating system surpass minimum certification and licensing requirements, none of the Russell childcare providers achieved the highest Level 4 STAR Rating
 - 21% received Level 3 STAR Rating
 - 54% received Level 2 STAR Rating
 - 18% received Level 1 STAR Rating
 - 7% were not rated

OBJECTIVE**Russell children attend high-quality early childhood programs.**

- **Maximize enrollment in quality early learning programs, including Kindergarten Camps.** Vision Russell partners will use a variety of mechanisms and neighborhood networks to connect neighborhood children to quality early learning opportunities. JCPS will deploy its mobile APP bus to strategic locations in the neighborhood such as church festivals, neighborhoods events, Parent Cafes, etc. to promote the JCPS free public pre-K program and make it easy for Russell parents to enroll their children. Case managers, HANDs program staff, and others to also assist with enrollment. JCPS will explore opportunities to expand the Early Steps to School program to Roosevelt Perry elementary school.
- **Improve the quality of early childcare centers in the Russell neighborhood.** University of Louisville, Metro United Way and 4Cs will collaborate to provide training and certification programs for early childhood providers and centers to improve the quality of service as well as increase their rating under the state's STARS system. University of Louisville will also explore starting a satellite Early Learning Campus in the Russell area. Partners will also explore ways to provide additional incentives to promote quality and attract and retain qualified staff including salaries, professional development for teachers, housing assistance, etc. In addition, partners will support the development of LCCC Mini-versity Child Development Centers including the possible construction of a new nationally accredited center to serve children in Russell and residents and workers in downtown Louisville.
- **Share information with and connect parents and caregivers to resources about early childhood development.** United Way will fund a part-time parent navigator position for a Beecher or Russell resident to conduct outreach and engage neighborhood parents of young children.

OBJECTIVE**Parents and caregivers have the tools to foster positive biological, psychological, and emotional experiences that optimize early childhood development.**

- **Increase knowledge of brain and childhood development, and provide support and education to expectant and new parents.** Through home visits, book exchanges, parenting groups, and an emphasis on transition to school, the Early Steps to School Success program at Roosevelt Perry helps children with language, social and emotional development, and equips parents and caregivers with the skills to successfully support children's growth. Vision Russell is exploring the opportunity to expand this program to reach more Russell children. In addition, Metro United Way has employed the Ages and Stages questionnaire with parents of young children to gauge developmental progress and connect children who would benefit from early intervention so they get the supports they need long before school starts.
- **Maximize parental and caregiver involvement in play and other activities that foster positive childhood development.** YMCA has a fledgling Early Learning Readiness program at Roosevelt-Perry Elementary (RPE) to enhance school readiness for children who are not in formal child care or early childhood education. Begun in Fall 2015 at the request of RPE's new principal, it is a free program that teaches caregivers to engage in their child's education through play and personal involvement. These parents and caregivers are taught the importance of development milestones and what each child should know as they prepare to enter school. It is offered as a program that provides a stimulating environment for children to play and learn, developing the physical, verbal and social skills they'll need to start school ready to succeed. Children are assessed utilizing the Ages and Stages Questionnaires and EMBARK (JCPS's Brigance Assessment tool), which allows caregivers to know where children are developmentally and get access to resources to help them along if

need be. In an informal setting with 13 subject specific play stations, caregivers learn more about how children develop and how they can encourage learning and skill building at home.

- **Increase access to books and encourage reading through collaborations with community organizations.** Vision Russell will promote use of the public library system and work to help families build personal libraries. But the initiative will also look to replicate proven programs like Metro United Way's Books in Barbershop program in the Russell neighborhood and to expand such efforts by making books available in a myriad of community-based settings in such as physicians' offices, community centers, churches, and businesses.
- **Russell children's home environments are stable.** Families at risk of homelessness will be referred to LMHA by JCPS for admission preferences to facilitate rapid rehousing. They will also be referred to other resources such as JCPS's PTA Clothing Assistance Program.
- **Russell's built environment fosters learning.** Louisville Metro will prioritize public Wi-Fi development in the Russell neighborhood to help bridge the digital divide. In addition, as physical improvements are made to the neighborhood such as playground, informational signage, learning trails, using buses and bus shelters, Louisville Metro and partners will look for opportunities to incorporate amenities and messages that enhance learning.

EXISTING CONDITIONS

- Russell students attend 126 schools across the city
- 2,337 school-aged Russell children attend 126 schools; 332 Beecher Terrace children attend 50 schools
- 29% of Russell and 31% of Beecher Terrace students are enrolled in one of the four neighborhood schools: Byck Elementary, Coleridge-Taylor Elementary, Roosevelt Perry Elementary and Central High School
- Many of the remainder are bussed significant distances to school
- Significant achievement gap between Beecher Terrace/Russell students and peers
- 30% of Beecher Terrace households with school-age children have a child with a special need (primarily behavioral)
- 14% of Beecher parents are concerned that their child might drop out of school



Little Free Libraries created as part of the Early Education 40210 initiative provide easy access to books to encourage family reading

Goal **A.2**

Russell school age children are proficient in core academic subjects, and graduate high school college- or career-ready.

To prepare for success in college and career, all children need to a continuum of high quality education programs and services. Quality academic instruction is obviously critical but this continuum must also extend beyond the classroom. Quality out of school time programming and other supports, particularly those targeting at-risk youth, are essential to address disparities and ensure the success of every child in Russell.

EXISTING CONDITIONS

- Roosevelt-Perry is one of four schools in the Russell neighborhood
- 17% of Beecher elementary school students and 15% of Russell elementary school students are enrolled at Roosevelt-Perry
- Roosevelt-Perry ranks in the bottom 2% of schools in the state (Kentucky Department of Education's 2014-2015 School Report Cards)



Roosevelt-Perry Elementary School (courtesy JCPS)

OBJECTIVE

Roosevelt-Perry students are proficient in core subjects.

- Provide supports for Roosevelt-Perry's intervention plan to address its priority status.
- Reduce mid-year transfers and stabilize existing student population.
- Expand initiatives underway including tutoring programs, extended school services, summer bridge program and Oasis program from K to 1.
- Extended school days.
- Provide additional supports for Bellarmine University's Literacy Coaching Plan.
- Provide ongoing support for Behavior Management Specialist, Cardinal Success Pilot Program, and additional behavioral intervention support for students and families as needed.
- Provide an Exceptional Children Education Specialist.
- Link Roosevelt-Perry students' families to mentors, foster grandparents, etc. to provide general and academic navigation support.
- Promote academic excellence and college culture through approaches used at Reach Academies (displaying information and alumni dress about faculty's colleges and degrees, discussing college opportunities during all-school morning rallies, mentorship programs between college and elementary school students, etc.).
- Replicate the "Bounce" coalition's resiliency program that is currently in place at Semple Elementary.
- Improve nutrition and food security through the Blessing in a Backpack program, gardening activity opportunities, etc.

OBJECTIVE**Russell youth benefit from out-of-school time (OST) opportunities that re-enforce and enhance in-school learning.**

- **Increase participation in quality OST, co-curricular, extracurricular and community programs.** While participation is already good, case managers and other Vision Russell partners will continue to work to connect more Beecher Terrace and Russell youth to local OST programs like YMCA Black Achievers, the Louisville Urban League's Street Academy and other youth programs, Zones of Hope programs, Project Ready, Mayor's Mentors, Code Louisville and other coding classes, Russell faith-based community, LCCC's E-Learn Olympics, Teen Leadership Council, and Metro Parks summer programs.
- **Encourage participation in mentoring programs.** Many young people lack strong and sustained relationships with caring adults, which make them more vulnerable to a host of difficulties from academic failure to involvement in serious risk behaviors. Connecting these at-risk students with mentors via programs like Big Brothers & Big Sisters and Central High School/Coleridge-Taylor Elementary could help them to stay on track.
- **Provide opportunities and means to increase the number of children, families and schools participating in cultural, educational and social opportunities across the city.** Metro Louisville's Cultural Pass Challenge attempts to stem summer learning loss and expose children and their families to the arts and cultural events by making many of the city's top attractions free. Additional activities include free and reduced TARC passes, issuing library cards in conjunction with school enrollment, summer reading programs, and expanded activities at Kids Art Academy.

- **Create intergenerational learning opportunities.** Vision Russell will assess resources and supports needed to expand services and for students and parents at the "The Beech". A collaborative effort between Louisville Metro Housing and Ballard High School launched in 2005, The Beech grew from the need to provide a place for study and learning within the Beecher Terrace Public Housing area and to provide a place for parents/guardians to conference with educators concerning their child's progress and provides a great venue for intergenerational learning.

EXISTING CONDITIONS

- 79% of Beecher Terrace youth enrolled in at least one type of program
 - 34% Afterschool program
 - 29% Recreational or sports program
 - 23% Mentoring program
 - 22% Faith-based/church activities



Teens in Code Louisville worked for local companies to learn new skills building websites

OBJECTIVE**Russell youth graduate high school college- or career-ready.**

- **Refer students to programs that help prepare them for the workforce.**
 - One vital program is the Mayor's Summer Works Program which has placed more than 6,500 local youth in a quality job experience since 2011.
 - For those that are interested in career and technical education options, key partners that offer such training opportunities include Jefferson County Technical College, YouthBuild, Kentuckiana Technical Center, Code Louisville.

EXISTING CONDITIONS

- Nearly 1/3 of Beecher and Russell residents do not have a high school degree/GED (2.5x citywide)
- According to Louisville Metro Community Needs Assessment 2015: The unemployment rate is significantly higher for those with lower educational attainment and median earnings for someone with less than a high school degree is only 40% of someone with a bachelor's degree

*Central High School*

- Increase awareness and enrollment in Central High School's magnet programs. Specializing in preparing students for professional careers, Central offers magnet programs in law, health services, veterinary, innovation-engineering that bring in students from throughout the Jefferson County Public School System. Vision Russell will work to increase awareness of these programs among Russell students and parents with the ultimate goal of increasing enrollment at this quality, neighborhood school.
- Pursue Montessori credentials for Central High School. If Central High School obtains Montessori Magnet School Status, it will be the first high school in Kentucky with this status.
- **Create a college-going culture with supports to help make college more accessible and affordable.**
 - Via partners such as Louisville Urban League's Project Ready, YMCA's Black Achievers, LCCC's Youth Leadership Team and Millionaire's Academy, Vision Russell will work to increase students' knowledge of colleges and degree programs.
 - Promote the Louisville Free Public Library's ACT prep program and increase access to ACT prep programs and financial aid "boot camps" more broadly, while exploring the use of Central High School as a hub for these activities.
 - Create a network of alumni, faculty, business leaders and community volunteers who will mentor and to support Russell students through the college enrollment process and help them with "persistence to complete" a degree.
 - Promote scholarship and gift assistance programs like the Cardinal Covenant program at University of Louisville as well as UPS's Metropolitan College.
 - Coordinate with and build off of the 55K College Transition Action Network initiative, with specific support for 15K Degrees.
- **Engage parents with school-aged children.**
 - Expand participation in LUL Parent Academy.

PRIORITY **B**

Improve health.

Goal **B.1**

Residents enjoy good health and a strong sense of wellbeing.

The Vision Russell Plan attempts to align with the comprehensive health agenda that the city put forward in Healthy Louisville 2020 and focuses on particular elements that are most relevant to the needs of the Russell community given the findings of the Louisville Metro Health Equity Report 2014 and the Vision Russell existing conditions assessment.

While some of the strategies focus on healthcare and behavior, many of the strategies seek, in tandem with other parts of the Vision Russell Plan, to address the social determinants of health to help create a healthier Russell neighborhood, decrease disparities in health outcomes and achieve greater equity in all aspects of health.



EXISTING CONDITIONS

- Nearly universal health insurance, but still high rates of emergency room usage
- 97% of adults/98% of children at Beecher Terrace have health insurance compared to 76% in Russell and 86% in Metro Louisville
- Nonetheless 20% of Beecher Terrace residents say they use the emergency room when they are sick or need medical advice
- 85% of Beecher Terrace residents rate their health care services as good or excellent
- High rates of chronic disease
 - 39% of Beecher adults report fair/poor health (3x the rate of White Non-Hispanics (14.15%) and 4x the rate of Hispanics (10.69%) citywide per Health Equity report)
 - High rates of chronic health conditions self-reported by adults at Beecher Terrace
 - Hypertension (43%)
 - Asthma (26%)
 - Arthritis (27%)
 - Extreme stress or anxiety (15%)
 - Depression (10%)
- 33% of children suffer from asthma

OBJECTIVE**Residents have health insurance coverage and access to high-quality preventative and primary medical care.**

- **Promote continued health insurance coverage.** Through outreach and case management services, Vision Russell will work to maintain high rates of health insurance at Beecher Terrace and increase the rate among the greater Russell community. Outreach will include the use of the Metro Council newsletter and media campaigns that remind people to change their addresses when moving to maintain enrollment to avoid unnecessary cancellation. This is especially critical if Kentucky eliminates KyConnect and/or Medicaid cut backs.
- **Increase the number of Russell households with a medical home.** Vision Russell will work with federally qualified health centers to conduct outreach to residents without a medical home. Partners will include Park DuValle, located in the Russell neighborhood and adjacent to the Beecher Terrace site, as well as Portland Family Health Care, Integrative Medication Solutions and the Louisville Metro Public Health and Wellness.



Park DuValle Health Center at Cityview Park

OBJECTIVE**Residents experience a strong sense of well-being and have the resources needed to support their health.**

- **Provide trauma informed training opportunities for staff at schools, health providers, and other community organizations.** It is critical to address the pervasive trauma experienced by Beecher Terrace and Russell residents from exposure to the daily stressors of violence and concentrated poverty, as well as historic and structural conditions of racism, disenfranchisement, and isolation. To this end, Vision Russell will work with Building Resilient Children and Families, a bold endeavor to improve the future health of children in Louisville by fostering the skills to bounce back from adversity with resiliency and grit. Through the collaboration of diverse community partners, the coalition is implementing a trauma-informed model for JCPS within a Whole School, Whole Community, Whole Child Coordinated School Health initiative. They also seek to improve the knowledge and skills of providers of out-of-school time programming to help them recognize the impact of adverse childhood experiences, ultimately equipping them to help youth develop resiliency and the ability to cope with trauma.
- **Place and retain nurse practitioners and mental health counselors in Russell schools.** In addition to training school personnel to be sensitive to trauma, Vision Russell will advocate to provide additional supports in Russell schools. School-based physical and mental health services offer the potential for prevention efforts as well as intervention strategies. They can provide easier access to diagnosis and treatment for students and families where services are scarce and can often mitigate the stigma accompanying other mental health services. In addition, having programs on site, allows teachers to spend more time teaching, and can reduce the number of discipline problems school-wide that lead to distraction from class work.

- Reduce factors that place youth and young adults at risk for perpetrating violence and promote factors that protect those at risk of violence.** In partnership with the Office for Safe and Healthy Neighborhoods and Zones of Hope, Vision Russell will work to engage young people in key violence prevention initiatives like Pivot to Peace, Reimage, Right Turn, Be The One Mayor's Mentor Challenge, Rumble Young Man Rumble and Coding at the Beech. In addition, Vision Russell will work with partners to create neighborhood campaigns, potentially via social media, to promote awareness of the impact of violence and to foster commitment to social change and other evidence-based prevention strategies.
- Increase awareness of risks and signs of mental health issues.** It isn't always easy to tell the difference between what expected behaviors are and what might be the signs of a mental illness. Nonetheless, there are some common signs of mental illness in adults and adolescents that if identified early might help individuals get the support they need to improve outcomes and increase the promise of recovery. So Vision Russell partners will work to make this information more broadly available in the neighborhood.
- Promote availability of affordable/free counseling services.** Two important resources include the Cardinal Success Program and Healthy Start. The Cardinal Success Program at the Nia Center is an innovative partnership between the University of Louisville's College of Education and Human Development (CEHD), Department of Counseling and Human Development, and the west Louisville community. Individual, group and family counseling and psychological assessment services, as well as prevention and support programs are provided by graduate-level counseling psychology and clinical mental health students. These students work under the direct supervision of a licensed psychologist who is also a faculty member with the CEHD. Healthy Start supports at-risk mothers from pregnancy until the baby is two years of age through such programs as parenting classes, helping them with skills, and understanding the development of their babies through their first years of life.
- Provide programs, classes and other services that promote healthy lifestyles.** Through partner organizations like the YMCA, Vision Russell will provide and promote a variety of programs, classes, workshops and events that address nutrition, healthy cooking techniques, community gardening, stress management, chronic disease prevention, health screenings, and recreation/physical activity.
- Provide expanded supports to people in recovery and/or the formerly incarcerated.** There are a host of barriers confronting people who are sustaining their recovery, especially those with a criminal record that prevents them from obtaining the bare necessities as well as fully participating as citizens. Without access to food, shelter, healthcare, driver's licenses, employment and education, there is a much higher risk of relapse or recidivism. Vision Russell partners like Molo Village, Sober Living and Healing Plan will work to provide supports and advocacy to Russell residents battling substance abuse and/or reentering the community post incarceration.
- Support Beecher Terrace residents to minimize relocation-related stress.** Through mobility counseling and intensive case management, LMHA will work with individual Beecher Terrace families to provide timely information and quality supportive services to mitigate the disruption and stress that often accompanies the relocation process.
- Involve residents in Louisville Metro Parks West Louisville Outdoor Recreation Initiative (WLORI).** The WLORI is attempting to create access to a safe and healthy environment for all West Louisville residents that increases physical activity, reduces stress, and leads to a healthier life through outdoor recreation and environmental education and stewardship. Vision Russell partners will work to promote and engage Russell residents in WLORI events and programs like the expansion of the Engaging Children Outdoors (ECHO) program to a Russell neighborhood school, community gardening, Blessing in a Backpack program, Family Cafes and more.

OBJECTIVE**Russell residents have access to affordable and healthful food options.**

- **Improve nutrition and food security.** Vision Russell will work with community partners (including birthing hospitals) to help promote and sign up eligible families in two important programs: (1) the Women, Infants & Children (WIC) program and (2) Community Supported Agriculture (CSA) shares offered via New Roots Fresh Stops. In addition, Vision Russell will work with the Food Port to accept WIC/ SNAP at their future Farmers Markets to make this healthy food venue more accessible to low-income Russell residents.



The Fresh Stop pop-up market in Russell (courtesy newroots.org)

GOAL B.2**Russell's built environment supports health and safety.****OBJECTIVE****Russell's physical environment is attractive, safe and promotes active living.**

- **Conduct health impact assessments (HIAs) for new construction and significant rehab projects:** HIA is a tool to evaluate potential health outcomes related to specific project components. It brings health considerations into the design process at an early stage to identify potential issues or opportunities for greater positive impact. Partnerships with local hospitals should be pursued to provide funding and staff support to conduct these evaluations to ensure the revitalized Beecher Terrace and other major projects maximize their positive impact on community health.
- **Improve Old Walnut Street Park as a central wellness amenity with increased programming and a co-located and expanded Baxter Community center.** A renewed emphasis on health and wellness will support active lifestyles. Old Walnut Street Park is currently well-used by various groups but is located on the edge of Russell and could better serve more residents in a new and upgraded format. Improving the park with a new recreation center would create a transformative neighborhood center bringing people together from the revitalized Beecher Terrace site, housing throughout Russell, the neighborhood schools, and areas outside the neighborhood.
- **Improve and incorporate elements of Russell's Olmsted Parks.** Partner with Olmsted Parks Conservancy to upgrade Baxter Square and Elliott Square, the two historic Olmsted-designed parks in the neighborhood

The Olmsted Parks Conservancy raises funds for and organizes volunteers to assist with maintenance and upkeep of these historic

resources. A “Friends of the Park” group in Russell could engage local residents, business owners, as well philanthropists and advocates throughout Louisville to preserve and enhance these two important park resources. Increased maintenance and programming will attract more use and foster greater ownership of these areas.

- **Install new and renewed public spaces for recreation and gathering.**

The revitalized Beecher Terrace site will include a diverse mix of new public spaces serving children, youth, and adults living there. Playgrounds, splash pads, attractive semi-private courtyards, and other active and passive community spaces will invite residents to play and engage with each other to build community and support civic engagement.

- **Establish Mayor’s Mile walking routes throughout the neighborhood.**

The Mayor’s Mile program is a distance-marking system for walking routes that encourage physical activity by the community. There are ten currently in the city but none in Russell. Establishing one in the neighborhood, potentially at a revitalized Beecher Terrace site to take advantage of Baxter Square or in combination with a heritage and culture route in the neighborhood, will provide a community building activity that resident groups or individuals can use to increase their daily physical activity.

- **Expand Complete Streets in the neighborhood** to better accommodate cyclists and pedestrians (additional bike lanes, covered bus stops with seating, street lighting, increased tree canopy, ADA

compliant sidewalks, curb cuts, crosswalks – well timed, highly visible, audio crossing indicators). Focus on identified corridors and Safe Routes to School.

- **Address safety issues that deter outdoor activity and use of public transportation** through additional community policing activities, elimination of vacant and underutilized properties, lot maintenance programs, CPTED principles, etc.

- **Pursue partnerships to support maintenance and programming of community spaces.**

- Partner with Central High School to open the existing swimming pool to the general public during non-school hours (evening, holidays, etc.) as part of that effort.
- Partner with the YMCA to increase enrollment in its existing low-fee recreation programs.

- **Create recreational path network and expand bike network** (green network connectors) through Russell using off-street and, where necessary, on-street facilities designed to encourage use by all types of users. Integrate a green network of connections between major open space resources will support alternative transportation modes, healthy lifestyles, and greater use of recreation amenities. The proposed network forms a loop using Jefferson, 9th and/or 11th, Magazine, and 24th and/or 30th Streets to link existing and proposed new parks and recreation destinations in Russell. The network should include off-street or buffered bike lanes where possible to encourage all levels of bicyclists, but well-marked bike lanes and signage can be used where needed.

Baxter Square was Louisville’s first Metro Park when it was founded in 1880. Olmsted’s goal was to bring residents together for casual interactions. The park was renovated per an Olmsted design in 1892.

Elliott Square was designed in 1906. Prior to that, it was known as Eclipse Park and hosted a professional baseball team until the park suffered a fire in 1892.

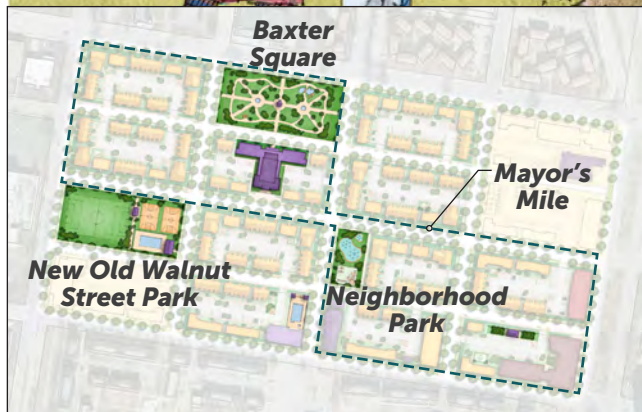


Green network connectors will link residents to neighborhood parks, schools, and nearby amenities.

POTENTIAL



Urban Design Associates



New and renewed public spaces at the redeveloped Beecher Terrace will offer an array of recreation and wellness amenities as well as expanded programming. The centrally located neighborhood park (illustrated above) will be an attractive, safe gathering space for residents and neighbors.

OBJECTIVE

Russell residents have access to community garden plots and tools.

- **Establish and support the operations of additional community gardens throughout the neighborhood.** Fresh food access is an area for improvement in the neighborhood. Creating additional community gardens where resident support exists and land is available will help address this issue and engage neighbors. The Food Port and Louisville Grows should be partners in this effort to bring professional expertise.
- **Establish a loan program for garden tools to be offered at the community garden plot for use by members and potentially by the wider neighborhood.** This program would lower the cost to start individual gardens and could spur additional participation.



A network of community gardens will offer residents greater access to affordable fresh and healthy foods



Community-generated ideas for vacant lot reuse will build a natural base of support for the use and maintenance of these spaces

PRIORITY

Create strong retail/service centers and expand economic opportunity for all.

GOAL **C.1**

Russell residents are financially secure.

With renewed focus on development in Russell, it is critical to prepare residents and businesses to take advantage of emerging opportunities. This includes supporting residents with career training and financial assistance services to grow their income and wealth. It also includes cultivating new and supporting existing businesses to meet the needs of the evolving community.

EXISTING CONDITIONS

- Very low median household income
 - Beecher Terrace: \$5,885
 - Russell: \$14,209
- West Louisville: \$21,699
 - Louisville: \$44,159
- Many residents are not in the labor force
 - Beecher Terrace: 43%
 - West Louisville: 47%
 - Louisville: 34%
- High unemployment rate among labor force participants
 - Beecher Terrace: 52%
 - West Louisville: 23.3%
 - Louisville: 10.1%

OBJECTIVE**Residents possess the knowledge necessary to grow their wealth and protect their assets.**

- **Increase LMHA resident enrollment in Housing Authority's Family Self-Sufficiency (FSS) and IDA programs.** FSS is a program that enables HUD-assisted families to increase their earned income and reduce their dependency on welfare assistance and rental subsidies. Individual Development Accounts (IDAs) are matched savings accounts that help people with modest means to save towards the purchase of a lifelong asset, such as a home. LMHA will proactively market their FSS and IDA programs to Beecher Terrace residents to maximize participation.
- **Pursue community benefits agreements that provide economic benefits for Russell residents.** With so much development planned in Russell and West Louisville in the coming years, it is critical to ensure that residents benefit from this investment. Aggressively negotiating community ownership options, local hiring commitments, "second chance" hiring commitments and the like will be an important way to maximize these benefits.
- **Explore strategies for building renter equity.** Initially targeting affordable housing providers, Vision Russell will explore modeling a renter equity program on Cornerstone Corporation Shared Equity's Renter Equity initiative. This innovative property management system includes an asset building mechanism for residents who fulfill the obligations in their lease by making timely rent payments, participating in the resident community, and helping to maintain the properties. The results suggest that by providing incentives that encourage housing stability and promote resident ownership among low-income renters, savings can be realized by the property owner through decreased turnover, vacancy and maintenance costs.
- **Provide financial literacy programs for adults and teens,** with special emphasis on the unbanked. Personal financial literacy is more than just being able to balance a checkbook, compare prices or get a job.

It also includes planning for the future and having the discipline to make good money choices every day. Vision Russell will work with a myriad of program partners in and around neighborhood to maximize enrollment in financial education among Russell adults and teens. Partners include Urban League's Financial Empowerment Center, Molo Village and ten other Bank On Louisville financial education sites in or near Russell (Baxter Community Center, Junior Achievement of Kentuckiana, Catholic Charities, Western Library, Oak and Acorn Intergenerational Center, Habitat for Humanity, Neighborhood House, NIA Center, Catholic Enrichment Center, and West Louisville Community Ministries).

- **Provide programs that teach methods to build, rebuild, and repair credit.** Through partners like Bank on Louisville and Molo Village, Vision Russell will work to connect residents to workshops like Credit as an Asset, designed for people who want to gain new information and tools to build or rebuild a good credit history. This workshop helps participants think about their relationship with credit, why credit is so important, and plan how to make financial products work for them to help increase financial stability in the near term and financial security in the long-term.

EXISTING CONDITIONS

- 41% of Beecher Terrace residents do not have a bank account; 16% use check cashing services
- According to Bank On Louisville, a wage earner using alternative financial services will pay \$40,000 in transaction fees related to cash checking, money orders, etc. over the course of a working lifetime
- Budgeting, Financial Literacy and Credit Repair is the 3rd most needed service per the Beecher Terrace resident survey
- Financial literacy classes are offered at 11 locations in & around Russell via Bank On Louisville partners; Urban League recently launched Financial Empowerment Center

OBJECTIVE

Residents are prepared for careers that pay a living wage, and possess the skills necessary to benefit from new jobs created in Russell.

- **Increase enrollment of Russell residents in instructional programs that prepare them for jobs in the construction sector.** With so much planned development in the Russell neighborhood, it is critical to prepare residents for construction job opportunities via Vision Russell partners such as Youth Build, Samuel Plato Academy and Jefferson Community and Technical College. Vision Russell will also seek to re-establish the Building and Construction Trade Council Construction Pipeline Project.
- **Maximize use of local resources for job search assistance.** Vision Russell partners such as LCCC and Louisville Urban League will aggressively market employment assistance programs in and around the Russell neighborhood that provide free career and job-search resources, workshops, and resume assistance. Other key supports will include KentuckianaWorks' Nia Center, Louisville Free Public Library's Job Shop and LMHA's Section 3 Program.
- **Increase enrollment of Russell residents in instructional programs that prepare them for jobs in the information technology sector.** By 2020, there will be one million more computer programming jobs in the U.S. than workers to fill them, and 10,400 of those jobs will be in the Louisville Metro area. Currently, the area has more than 1,700 technology job openings. Salaries start at \$45,000-\$60,000 with no degree necessary. So Vision Russell partners will actively market Code Louisville which covers skills such as front and back-end Web development, and development of software and applications for mobile devices to prepare residents for these high-paying tech jobs.
- **Increase enrollment of Russell residents in instructional programs that prepare them for jobs in the manufacturing sector.** Louisville-Jefferson County Metro Government believes advanced manufacturing is one of the job sectors in which Louisville can be

nationally competitive. The Kentucky Manufacturing Career Center, a partnership between JCTC, JCPS Adult Education, JCPS Career and Technical Education, Iroquois High School Magnet Career Academy and KentuckianaWorks offers free training that leads to a Production Technician Certification which is recognized and preferred by GE and other local manufacturers with available job opportunities.

- **Expand and enhance existing programs that work with youth in the court system to help them set and meet personal and career goals.** Through city initiatives like Right Turn, Right Turn 2.0, and Reimage, Vision Russell partners will work to help Russell youth involved in the juvenile justice system get back on the right path. Program mentors and case managers will help the youth navigate the court system, connect with jobs and further their education by obtaining a GED or enrolling in college or training. They will also receive guidance

EXISTING CONDITIONS

- 28% of Beecher Terrace residents are looking for work now
- Self-reported barriers to work (among those looking) include
 - Affordable child care (35%)
 - Transportation (27%)
 - Lack of High School diploma or GED (12%)
 - Criminal record (5%)
- Several fields of interest identified by Beecher Terrace residents align with hot jobs and career pathways identified by Kentuckiana Works
 - Healthcare (24%)
 - Restaurant/Food service (18%)
 - Hospitality (16%)
 - Maintenance Janitorial (10%)
 - Manufacturing (9%)

In partnership with Louisville Forward, Kentuckiana Works is developing career pathways into five identified business clusters: Advanced Manufacturing, Consumer and Business Services, Food and Beverage, Health Enterprises and Lifelong Wellness and Aging, and Logistics.

and support in dealing with personal issues such as addressing their charges with employers, parenthood and alcohol and drug use. These programs let young people know that it's never too late to turn your life around and that there are adults in this community who want them to be successful.

- **Expand and enhance existing programs that work with the formerly incarcerated and those in recovery to help them set and meet personal and career goals.** There are a host of barriers confronting people who are sustaining their recovery, especially those with a criminal record that prevents them from obtaining the bare necessities as well as fully participating as citizens. Without access to food, shelter, healthcare, driver's licenses, employment and education, there is a much higher risk of relapse or recidivism. Vision Russell partners like The Restored Village and The Healing Place will work to provide supports and advocacy to Russell residents battling substance abuse and/or reentering the community post incarceration.
- **Partner with the West Louisville Food Port to establish an employer-led jobs project to train and place residents in health/food related jobs.** The Food Port, a major urban reinvestment project at 30th and West Market Streets, will locate food-related businesses in single place. Working with these food-related businesses and local training providers like Urban League, the Food Port will look to create training and add local and regional employment opportunities.

Goal **C.2**

Existing Russell businesses are encouraged to stay and grow, and new commercial activities are drawn to the area to further stimulate growth.

OBJECTIVE

Encourage existing commercial and non-profit enterprises to stay and grow.

- Establish an active **business organization** of local business owners and Metro / regional economic development professionals to coordinate strategic efforts and advocate for local business. A cohesive, active, broadly representative neighborhood business organization will help establish consensus, foster cooperation, and build partnerships among the multitude of businesses throughout Russell. This organization should be a positive voice advocating for necessary improvements. It could be a new nonprofit organization or a merchants' association dedicated to the specific needs of the Russell neighborhood, or possibly a sub-group within the existing West Louisville Business Association. Metro and/or regional economic development professionals should be included as advisors or partners to help better understand Russell's competitive position in the larger market.
- **Market existing programs.** Help promote programming, activities and use of existing programs like the Kentucky Center for African American Heritage and LCCC through Vision Russell outreach efforts (newsletter, NOWs, Vision Russell meetings, website, etc.).

EXISTING CONDITIONS

- 'Lack of Neighborhood Amenities' was cited as one of top 5 needed improvements by Beecher residents.
- There is no traditional "Main Street" retail area in Russell. Primary retail areas are along Broadway and clusters on Market St, with small corner stores scattered throughout neighborhood.
- Russell has an oversupply of fast food establishments.
- Offer **financial incentives** to existing and new businesses, such as tax moratoriums, revolving loan funds, micro credit, use of VAPs, to encourage business expansion and physical improvements to existing commercial structures. Encourage food entrepreneurs "graduating" from Chef Space's kitchen incubator to their own premises to remain in Russell, providing micro or small business loans to eligible businesses.

OBJECTIVE

Foster new commercial and non-profit enterprises.

- Develop and promote a **business recruiting strategy** for Russell which targets services that are most desired by residents and highlights the many assets in the community. The proposed business association should procure a professional consultant to create a sound recruiting strategy that identifies the necessary steps to attract businesses that are likely to be successful in Russell. Critical elements of the recruiting strategy should include:
 - **Promotion** – emphasize the unique characteristics, cultural traditions, and history of Russell and why it should be an attractive business location
 - **Design** – streetscape improvements, façade rehabs, business signage, and other physical design elements that demonstrate investment and create a positive public perception of the neighborhood



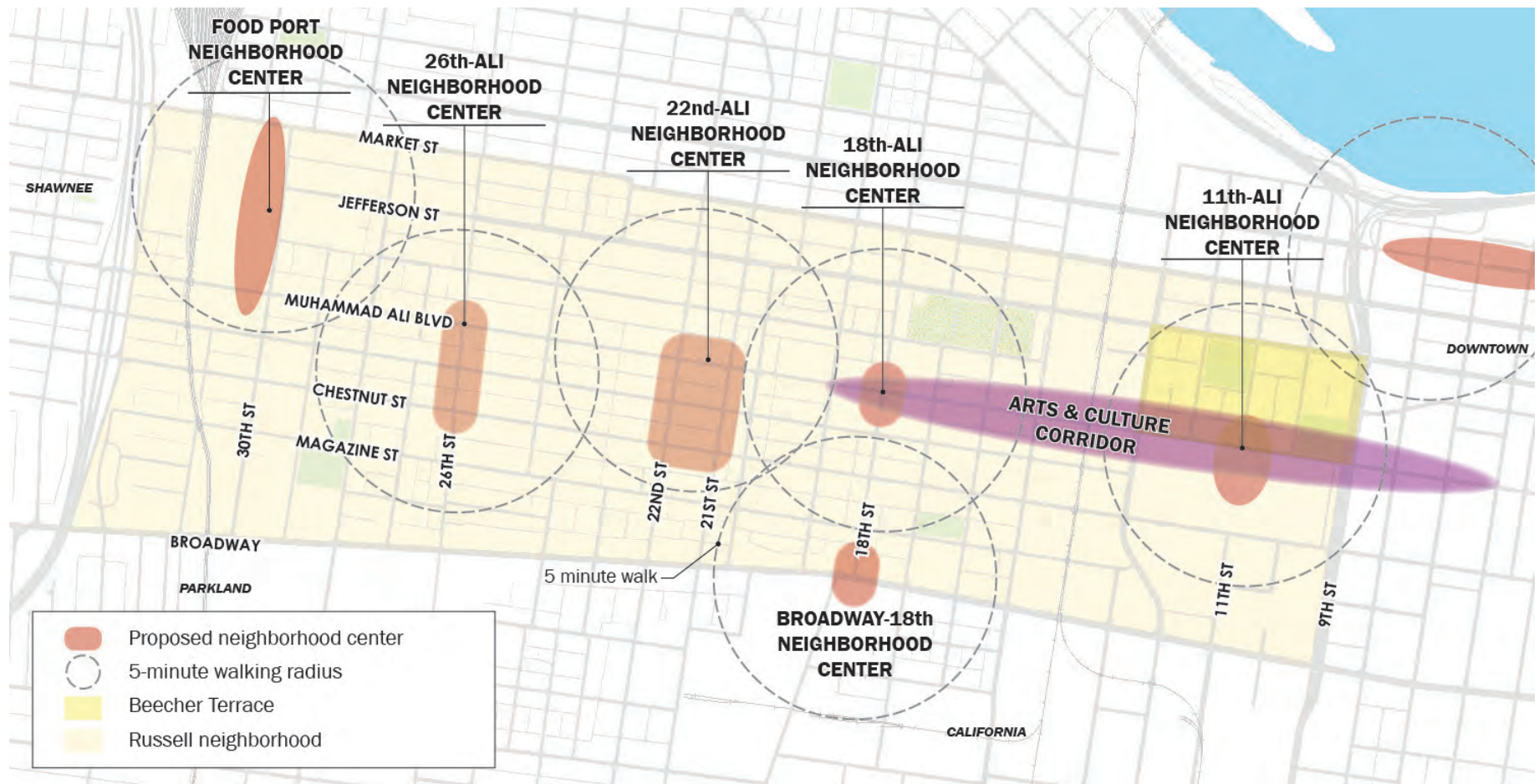
Chef Space: Louisville's first kitchen incubator leverages growing interest in local food and the entrepreneurial spirit. It offers an 11,000 SF licensed commercial kitchen facility that can be rented at affordable hourly and monthly rates, as well as access to business advisors and event space. It had more than 20 businesses enrolled within the first six months of operating and has capacity for up to 50. As these businesses mature, the hope is that they will find locations in Russell or elsewhere in West Louisville to open their storefront.

"West Louisville has 62,000 residents but only 30 restaurants, mostly fast food." ("Chef Space Fuels Taste of West Louisville" *Courier-Journal*, 4/11/16)

- **Economic restructuring** – address both attracting new businesses to diversify the local economic base as well as strengthening existing business assets
- **Identifying appropriate spaces for targeted businesses** and possible funding sources for building improvements, space fit-out, or business support will help bring new life to retail and service clusters. Prioritize LCCC’s Old Walnut Street development as an existing location for attracting businesses to create 150-200 new jobs in Russell. Other potential partners in business recruiting and retention include the University of Louisville Signature Partnership and the Chef Space business incubator.
- **Design public spaces with infrastructure to support pop-up events like mobile fresh food markets or craft fairs.** Short-term “pop up” events are increasingly popular and provide affordable alternatives to a permanent storefront for small businesses. The plazas and other public spaces in the new housing development will incorporate power outlets and water hook-ups for these types of events, and will be able to accommodate tables, tents, or food truck-type vehicles. The intersection of Liberty and 12th Streets is a primary location for these types of events but other open spaces are also suitable.
- **Integrate neighborhood-serving ground-floor use opportunities into the Beecher site plan.** The conceptual Beecher Terrace site plan integrates ground floor commercial space for retail or services, thereby maximizing opportunities to expand commercial opportunities throughout the site and neighborhood. A mixed-use focus at the Beecher site will offer residents greater amenities and create a value proposition to attract new residents. Active ground floor uses encourage foot traffic and improve safety by providing more “eyes on the street.” Mixed-use here should include more than just neighborhood-serving retail; social service and healthcare providers, daycare centers, and small shared office spaces for entrepreneurs are some of the other potential uses that would benefit residents while serving a wide variety of needs. The Beecher Terrace site plan indicates primary areas to focus non-residential ground floor uses. These locations have high levels of visibility to the wider community and complement other potential future active uses on sites like City View Park and St. Peter’s Church. These sites may be ideal locations to attract a traditional banking institution.
- Support the development of a **cultural arts district** on Muhammad Ali Boulevard between 6th and 18th Streets as recommended by the SDAT study. In coordination with LCCC, the Kentucky Center for African American Heritage, University of Louisville and others, actively recruit artists and other related entertainment production vendors and businesses to occupy the ground floor spaces that will be created on the Beecher Terrace site plan and other locations along the entertainment district. These mixed-use facilities will advance economic development of the area.
- Create a **medical services and research district** in northeast Russell (roughly bounded by 11th, 13th, Muhammad Ali, Jefferson) by attracting high quality medical providers to complement Park DuValle Health Center, Integrated Medical Solutions and the University of Louisville’s Department of Public Health
- Utilize low-cost **“tactical urbanism”** approaches per SDAT recommendations (food trucks, farmers’ markets, flea markets, and other pop-up events) to help kick-start commercial activity and supplement existing brick-and-mortar establishments.
- The corner store building type is common throughout Russell but many are vacant today. These can be leveraged to recreate the small **neighborhood retail/service centers** that historically served nearby residents. Many are located close to TARC bus stops which improves accessibility for shoppers and clients and reduces the need for off-street parking. Metro should facilitate the reuse of these structures by offering incentives like expedited permit review, fee waivers, and reduced parking requirements.

Priority locations are:

- Broadway and 18th, across from the future YMCA and Wal-Mart
- 18th and Ali, near the KCAAH, Chef Space, and several other existing small businesses
- 11th and Ali, as part of the revitalized Beecher Terrace site and across from City View Park
- 30th and Ali, as part of the Food Port project



Neighborhood retail/service centers should be strengthened and developed in priority locations near transit.



Ground floor neighborhood service possibilities include a pharmacy, daycare, healthy restaurant, business center, and more.

EXISTING - 11TH ST & MUHAMMAD ALI BLVD



Ali and 11th is envisioned as a neighborhood services hub between the Beecher Terrace site and City View Park. It also serves as a pedestrian/bike link between Baxter Square and the riverfront north of Ali and the schools south of Ali.

POTENTIAL



EXISTING - 26TH ST & MUHAMMAD ALI BLVD



Reuse of vacant corner store buildings (left, foreground) together with new infill development (right) and activation of vacant lots (left, beyond intersection) will re-establish centers of neighborhood activity and community.

POTENTIAL



EXISTING - MUHAMMAD ALI BLVD & 13TH ST



Converting Muhammad Ali Blvd to two-way traffic and creating a more pedestrian-friendly streetscape with lighting, shade trees, and signage will support its newly defined role as an arts and culture corridor.

POTENTIAL



PRIORITY

Increase the availability of high-quality, mixed-income housing.

Goal **D.1**

Beecher Terrace replacement is located in vibrant, sustainable, mixed-income communities that serves as catalysts for new investment.

The Beecher Terrace site is a catalytic opportunity for Russell, a unique chance to improve the public perception of the neighborhood, create an attractive gateway along 9th Street, and support the new vision for the Muhammad Ali corridor. Redevelopment of the Beecher Terrace site will improve the quality of life for current residents who chose to return and attract new residents who chose to move to Russell. Modern unit layouts and amenities will offer families, singles and couples, seniors, and disabled residents with many of the day-to-day features they desire. Outside their new home, a mix of public and private open spaces of varying sizes will provide residents with new opportunities to relax, play together, and meet friends and neighbors. Overall, the site design will support feeling more secure by providing better lighting and sightlines in shared spaces and along streets. A new Liberty Street extension through the site will re-create neighborhood-scale blocks. It will be a quiet residential street lined with sidewalks and shade trees and will help naturally treat storm water to improve environmental quality. A multi-use path will provide a north-south link from the riverfront past Baxter

Square to Central High and Coleridge Taylor Elementary, and improved bus stops will help connect more residents to opportunities outside the neighborhood. The Beecher Terrace site plan also integrates the following goals:

- Meet nationally recognized green certification for building designs, construction processes, as well as the ongoing operation and maintenance of buildings.
- Integrate high quality housing and amenities that meet identified needs (surveys, market analysis).
- Create unit mixes that foster economic diversity among residents on the redeveloped sites and throughout the neighborhood.
- Reduce concentration of deeply subsidized units in the neighborhood by locating some replacement units in other neighborhoods of choice. The Housing and Neighborhood task forces expressed a desire to improve the balance of subsidized and market-rate units in the neighborhood. Currently, almost 40 percent of housing units in Russell are subsidized. The current housing program for a redeveloped Beecher Terrace anticipates locating 442 units of replacement units off-site and in neighborhoods of opportunity.

OBJECTIVE

Beecher Terrace residents who wish to, have the opportunity to return to replacements housing units.

The proposed housing plan, when completed, will include approximately 1,534 dwelling units in a combination of on-site replacement units, new units in Russell and units to be developed in neighborhoods of choice elsewhere in Louisville. Beecher Terrace residents in good standing will have the first right to return to these units if they desire. These replacement units will be provided on-site in the new development, in other Russell locations, and in other neighborhoods of opportunity throughout Louisville.

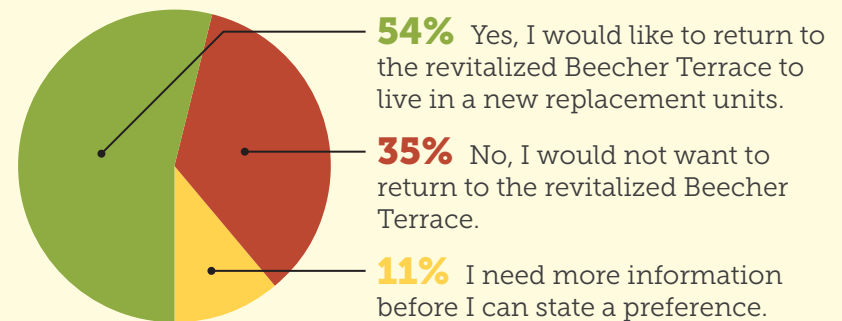
The site will be developed in phases, thus minimizing any potential displacement of original residents. A potential phasing plan is included in the following pages. Phased redevelopment will likely start on the Old Walnut Street Park site (Phases 1-2) to build new housing before demolishing any existing buildings. Phases 2-3 along Muhammad Ali Blvd will support its ongoing transformation (see Goal C.2) and improve the image of the neighborhood along its major street. The next phases redevelop land around Baxter Square and along Jefferson Street.

	REPLACEMENT	MARKET	LIHTC	FOR SALE	TOTAL
On-Site	316	172	132	20	640
Off-Site	442	229	223	0	894
TOTAL	758	401	355	20	1,534

Preliminary on- and off-site unit mix

EXISTING CONDITIONS

- Housing affordability was rated as the neighborhood's greatest asset by Beecher residents.
- Among current Beecher residents, more seniors and disabled expressed initial interest in returning to a revitalized site (61%) than households with children (43%). Of the households interested in relocating, about half indicated preference for a Section 8 voucher.
- Russell has a high percentage of subsidized housing units that contribute to the concentration of poverty in the neighborhood.
- The housing market analysis recommends a range of housing unit types from one- to four-bedroom units.
- Interest in revitalized unit:

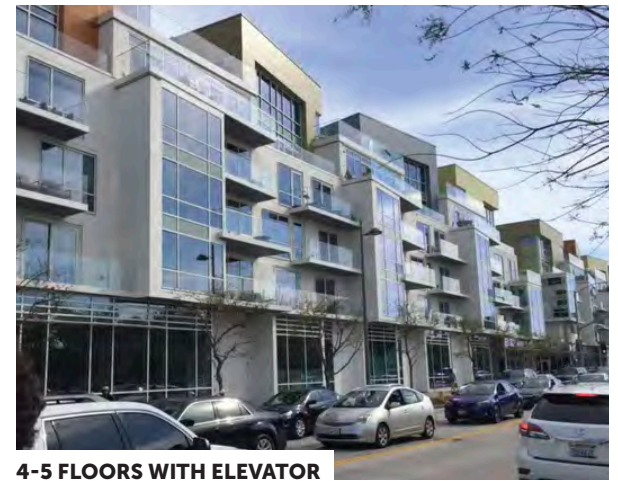
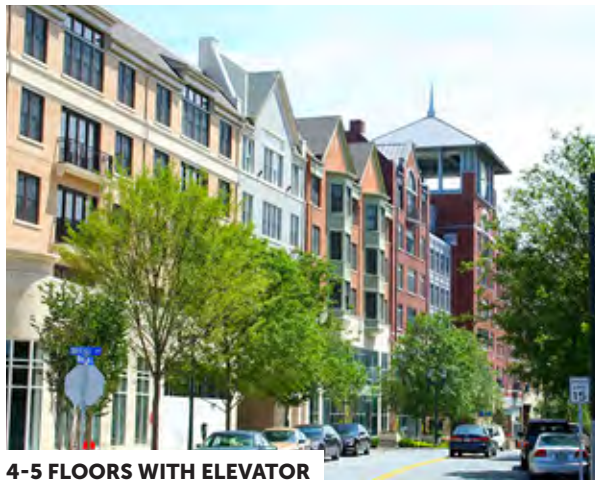


Source: Beecher Terrace Resident Survey



Proposed conceptual site plan

Urban Design Associates



Potential housing types



Urban Design Associates

Preliminary building designs incorporate both traditional and contemporary elements to reflect resident input. Heights intentionally step down from downtown on the east toward the rest of the Russell neighborhood to the west to maintain compatibility with the character of Russell.

BUILDING CONFIGURATION

- 1 BEDROOM UNIT
- 2 BEDROOM UNIT
- 3 BEDROOM UNIT



Fig 14. Walk-Up A (6 units)

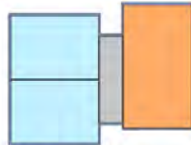


Fig 15. Walk-Up B (9 units)



Fig 16. Walk-Up C (15 units)

0 20 40 FEET



Fig 17. Typical 1 Bedroom Apartment



Fig 18. Typical 2 Bedroom Apartment



Fig 19. Typical 3 Bedroom Accessible Apartment

0 10 20 FEET

- BUILDING CONFIGURATION**
- 1 BEDROOM UNIT
 - 3 BEDROOM UNIT



Fig 20. Townhouse - A (3 units)

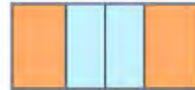


Fig 21. Townhouse - B (4 units)

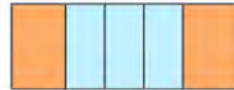


Fig 22. Townhouse - C (5 units)

0 20 40 FEET



First Floor Plan



Second Floor Plan

Fig 23. Typical 2 Bedroom Townhouse



First Floor Plan



Second Floor Plan

Fig 24. Typical 3 Bedroom Townhouse

0 10 20 FEET

BUILDING CONFIGURATION

- 1 BEDROOM APARTMENT
- 2 BEDROOM APARTMENT
- GROUND FLOOR COMMERCIAL AREA

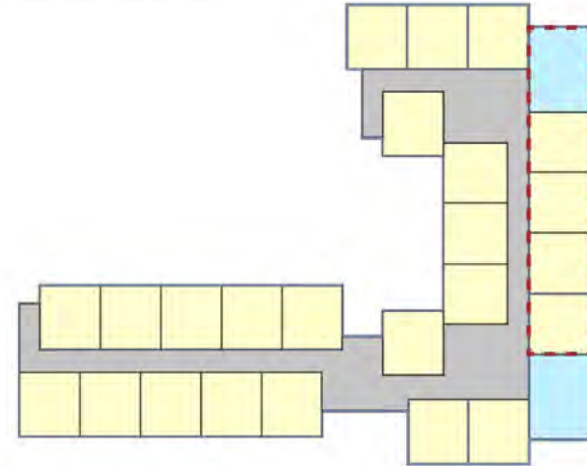


Fig 25. Senior Building with Ground Floor Mixed-Use (120 units)

0 20 40 FEET



Fig 26. Mixed-Use Elevator Building (44 units)

0 20 40 FEET



Fig 27. Typical 1 Bedroom Apartment

0 10 20 FEET

Urban Design Associates

A range of unit types will appeal to a variety of households in new development at the Beecher Terrace site. Units reserved for different income levels will be distributed throughout each building and across the site to foster a stronger, more integrated community.

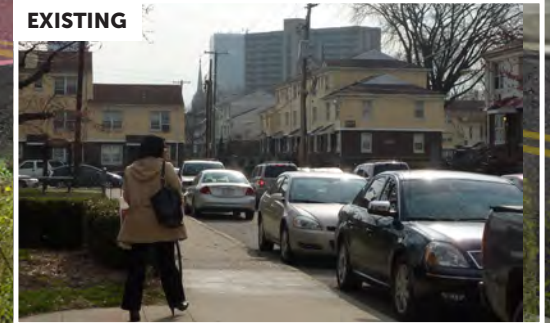


A connected green network provides each block with a mix of public and private open space to serve residents, and Old Walnut Street Park is repositioned and upgraded with improved features (see Goal B.2). An alternative option is to explore the relocation of this park to better leverage nearby amenities. A flexible new public space at 11th and the Liberty Street extension will become a community gathering space. Semi-private courtyards with tot lots, community gardens, and shared patio space will encourage resident interaction.

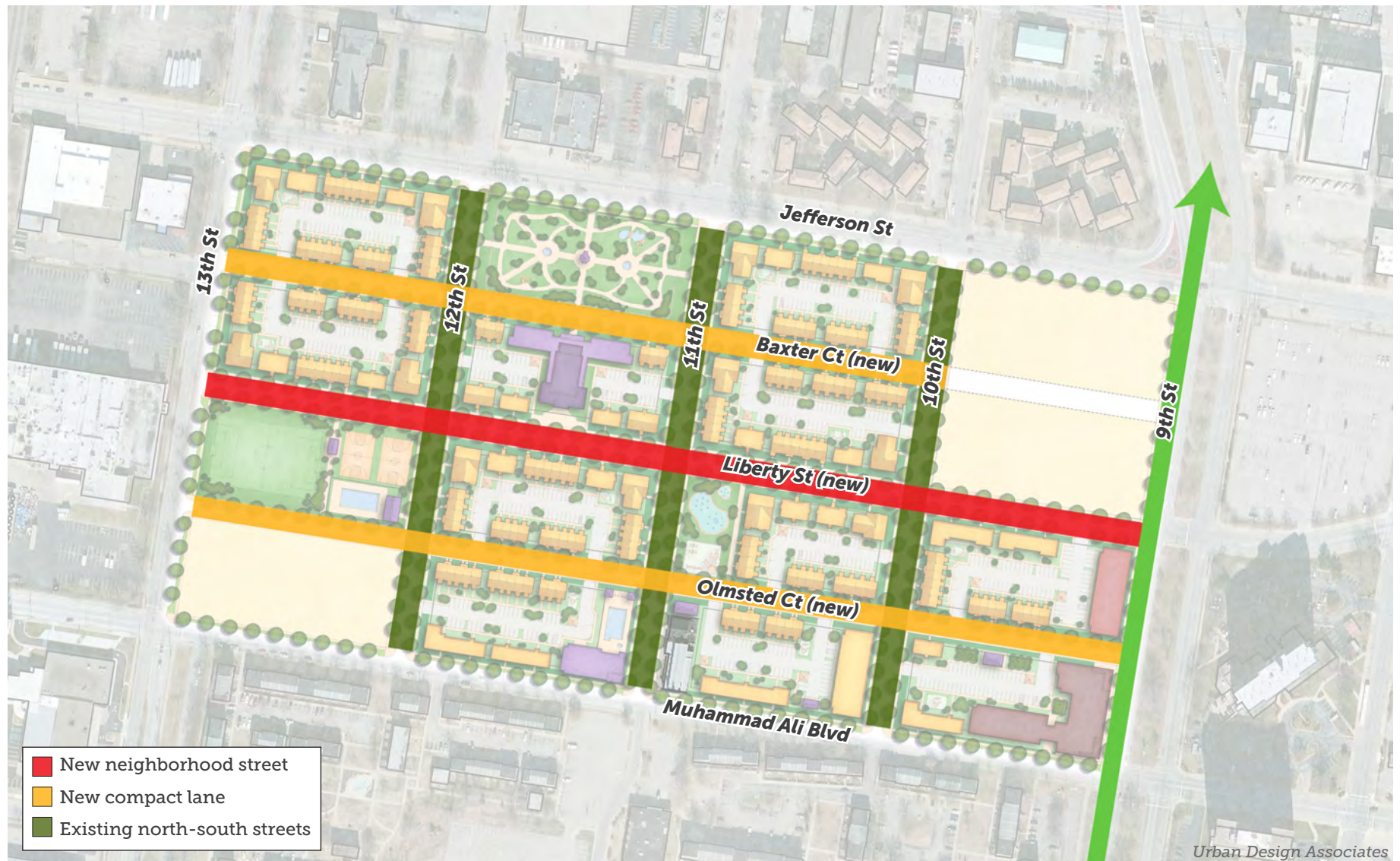
POTENTIAL



EXISTING



A diverse, active public space at 11th and the Liberty Street extension will anchor the community's identity. Kids can play, youth and adults can meet, and special events can be held in this signature space.



Two new street types in the proposed conceptual plan create more walkable blocks.

POTENTIAL



Urban Design Associates

TOP: Potential view of Liberty Street extension, the new neighborhood street



56' right-of-way



44' right-of-way

BOTTOM LEFT: New neighborhood street section shows green infrastructure and on-street parking.

BOTTOM RIGHT: Compact lane street section shows on-street parking and green stormwater infrastructure.



ABOVE: A **Liberty Street gateway along 9th Street** will create a fresh identity to the site. Looking across a re-imagined 9th Street with dog parks, public art, and improved crosswalks (see Goal D.2), new buildings frame entry plazas at the Liberty Street extension, highlighting its “green” character and environmental function.



LEFT: **Shared residential courtyards** will offer a range of amenities in a secure space for residents. Views will be maintained into and out of the spaces and resident parking will be carefully integrated into the landscape in an unobtrusive way.



Initial housing phases concentrate early development along 9th St and Muhammad Ali Blvd. Phases 4-6 rebuild around Baxter Square and along Jefferson St.

Goal D.2

Russell offers a variety of high-quality, affordable, and market-rate homeownership and rental housing opportunities.

OBJECTIVE

Existing owners and renters benefit from the economic revival of Russell, and new residents are attracted to the neighborhood.

Existing homeowners are an important asset in the community but the cost to maintain aging houses can be a significant obstacle to overcome. New Directions offers a homeownership preservation program to assist distressed homeowners make emergency repairs. Promoting Metro's energy efficiency/weatherization retrofit program would help lower utility bills for more homeowners. The recently opened Samuel Plato Academy is training students in historic renovation techniques and these skills can be applied to repair homes in the neighborhood in a historically sensitive way. A neighborhood tool library could offer short-term rentals of equipment needed to make basic home repairs.

- **Offer renters the opportunity to build equity and pursue homeownership if desired.** Greater promotion of existing programs can help renters who are ready to move into homeownership. The Urban League provides homeowner training to prepare potential first-time homebuyers for the responsibilities of purchasing a house. HPI operates a successful lease-purchase program that transitions tenants from renters to owners with supportive classes and favorable financing.

For renters who are not interested or unable to consider homeownership, new models should be explored to assist them in moving upward on the ladder of opportunity by building a stable financial base.

- **Limited equity and shared equity co-ops** offer an alternative housing model that helps residents build personal wealth. These programs provide a level of financial stability but have limited asset accumulation potential due to resale restrictions intended to preserve affordability for future owners.
- **Renter equity programs** offer tenants an opportunity to build equity for greater financial stability and security. Renters have a stake in property managements as well, encouraging greater civic involvement.

Built-in methods that automate savings by allocating a portion of rent payments or by some other method seem to be the most effective. Matched-savings programs provide near-term rewards that encourage further participation, and easy-to-use programs have lower thresholds to entry. Once a promising model has been identified by interested developers and local leaders, the next step is to pursue initial sources of subsidy to seed the programs and to recruit qualified tenants.

EXAMPLE: RENTER EQUITY PROGRAMS

- Cornerstone Corporation for Shared Equity (CCSE) in Cincinnati, OH. Renters enter an equity contract and earn "equity credits" for defined actions over a period of five years, at which point they are fully vested and can draw on their equity. The program has led to high occupancy and low turnover. Foundation support and management and development fees fund the renter equity system. A study found both financial and social benefits to this program.
 - <http://www.rentingpartnerships.org/>
 - <http://www.ohiohome.org/research/documents/CornerstoneEvaluation-FinalReport.pdf>.
- **Limited equity cooperative housing:** This is a form of accessible homeownership and resident control for low and moderate income residents. Residents acquire shares in the property rather than owning the land or unit, and resale prices are restricted to maintain permanent affordability.

- **Provide existing owners the opportunity to own the “Lot Next Door”.**

Another potential use for individual scattered vacant lots is facilitating acquisition by interested adjacent owners for use as side yards.

Develop Louisville currently offers vacant land for prices ranging from \$1 to \$1,000 depending on the intended use. Increasing public awareness of this program and the available fee should be a priority. The program will need a simplified acquisition process, reduced and/or no cost.

- **Provide incentives and training to existing homeowners and landlords:**

- Focus on repair and upgrade existing homes - energy efficiency/ weatherization retrofits, roofing replacement and façade improvements, historic rehab.
- Provide repair assistance to existing elderly and disabled homeowners through NDHC’s Repair Affair program, and link participants to other available resources. A pilot program is already underway to support existing owners repair their homes.
- Establish tax moratoriums for existing and new homeowners.
- Develop/utilize homeownership models that help build wealth and maintain affordability (such as limited and shared equity, cooperatives, duplexes, etc.).
- Utilize LMHA’s Section 8 Homeownership program for Beecher Terrace and Russell residents who are interested in becoming owners.
 - Resources from Office of Housing and Community Development: Emergency Repair Program for low to moderate income homeowners, Weatherization Program for low income residents, Exterior Code Alleviation Program (ECAP) planned to assist low to moderate income homeowners.
 - Metro is pursuing designation of Russell as a Neighborhood Revitalization Strategy Area (NRSA) that would allow the city to target CDBG funds for single family housing rehabilitation and homebuyer assistance.

EXISTING CONDITIONS

- The neighborhood has low rates of homeownership.
- Almost 20 percent of the housing stock is vacant and in varying conditions of disrepair.
- There are over 450 vacant lots scattered throughout the neighborhood.



Vacant houses can be returned to active use and critical repairs made to improve the existing housing stock in Russell.

OBJECTIVE

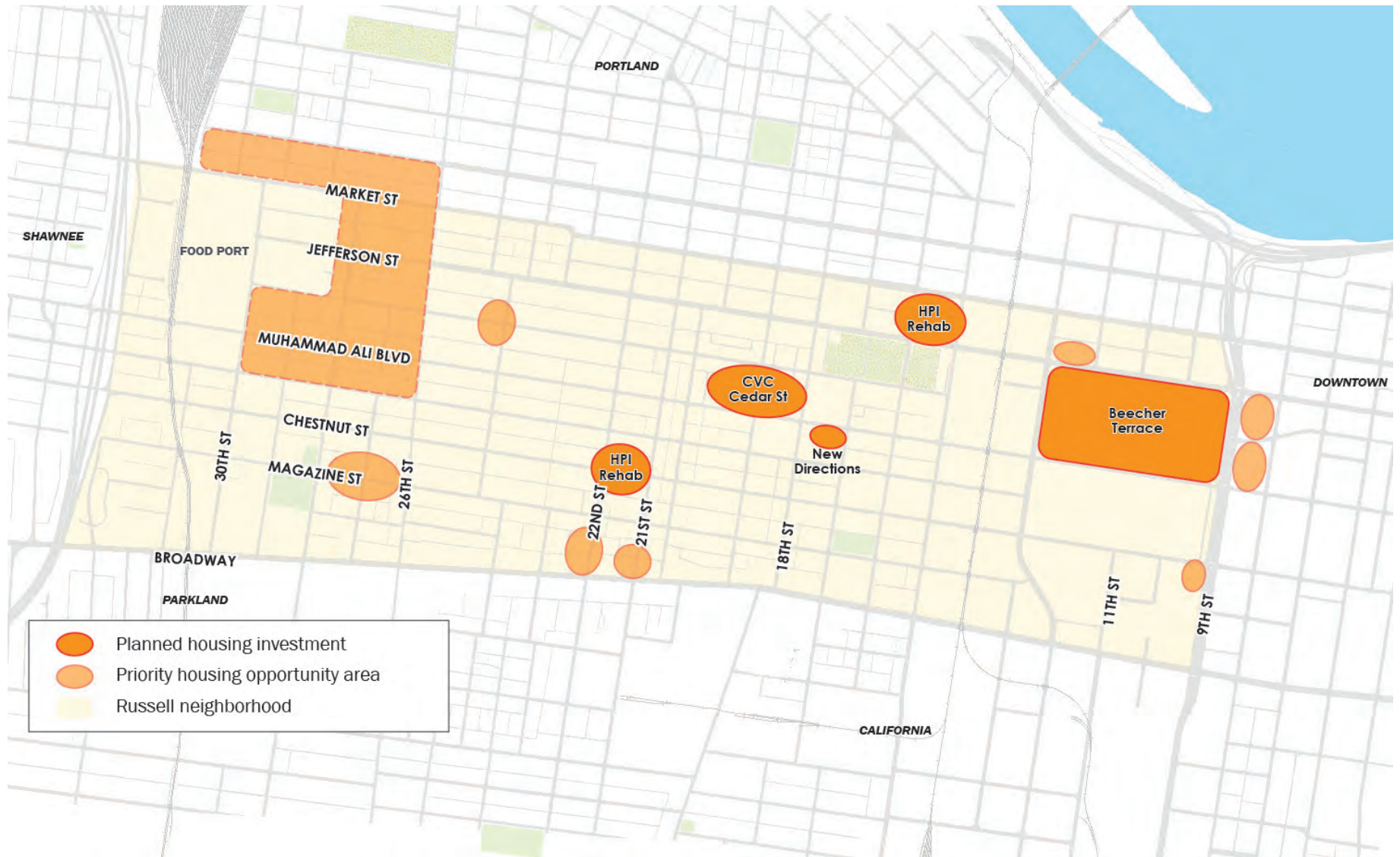
Previously vacant and/or underutilized land have been repurposed into mixed-income housing and other uses that enhance quality of life and neighborhood housing values.

- **Provide incentives and technical assistance** for owners/developers/faith-based organizations to turn vacant and abandoned properties into quality newly constructed and/or rehabbed infill housing (revolving loan funds, tax abatement, assessment moratoriums, lien forgiveness, necessary zoning and form district changes, expedited planning review process, fee waivers, etc.). Metro should explore incentives such as expedited permit review, fee waivers, lower parking requirements, or increased density for projects proposed in targeted areas. A revolving loan fund could provide gap financing for renovations. HPI has site control of close to 200 units in Russell with plans to renovate them before selling some and maintaining others as rental units.
- **Expand ownership opportunities through targeted infill development** on 'opportunity sites'. Expanding the base of stable, successful homeowners will provide many benefits including increased levels of investment and greater civic engagement. The numerous vacant lots scattered throughout the neighborhood offer opportunities for infill development. There are several clusters of lots that could generate a transformational change on the block if turned back into housing. The Cedar Street redevelopment and the area near the Food Port are both targeted for new housing. Small individual lots could be assembled into scattered site portfolios and sold to experienced developers, or marketed individually over time to interested purchasers.

OBJECTIVE

Russell's housing is high quality with varied typology, styles, and price points that appeal to diverse groups of people.

- **Adopt Russell Transformation Plan** as official Louisville Metro Government Neighborhood Plan.
- **Designate Russell as a HUD approved Neighborhood Revitalization Strategy Area.** This will allow Metro Government more flexibility in prioritizing funding to the area, especially Community Development Block Grant funds.
- **Provide technical assistance** on historic guidelines and update neighborhood pattern book to include design guidance for historic and contemporary housing typology.
- **Foster networking and partnerships** among property owners/developers to support housing development.
- **Launch a marketing and rebranding campaign** to encourage existing renters and homeowners to stay within Russell, and new people to move into the neighborhood.
- **Provide down payment assistance and soft second mortgages to new homebuyers.** Conduct special outreach for down payment incentives to teachers, police officers, early childhood workers, etc.



Targeted infill development on opportunity sites throughout the neighborhood will transform clusters of vacant lots and houses.

PRIORITY

E

Improve community connectivity.

Goal **E.1**

Russell residents are engaged in community and civic life, and connected to resources.

The vitality of the Russell neighborhood depends on an informed and involved citizenry. Increasing resident involvement is crucial to improving the quality of life in their neighborhoods and the whole community benefits by creating a positive environment of shared responsibility and collaboration.

EXISTING CONDITIONS

- Half of residents reported sometimes or often participating in a range of community engagement activities including political activity (58%) and neighborhood social events (56%)
- Respondents are well-informed about a number of local initiatives or resources; 89% have heard of the planned Wal-Mart at 18th and Broadway; 85% of the African American Heritage Center and 62% of the planned YMCA at 18th and Broadway.
- Respondents most often use TV (59%) and word of mouth (59%) to learn about the Russell neighborhood
- Two out of three respondents indicated a willingness to participate in most neighborhood activities and think they can make some or a lot of difference in the Russell neighborhood
- Respondents generally feel like the neighborhood has a supportive social network and the majority (63% to 76%) indicate people are somewhat or very likely to help out with a variety of types of assistance

OBJECTIVE

Residents are aware of, can access, and use information about resources, supports, and jobs in and around Russell.

- Develop, market and distribute inventory of community resources:** LMHA created an inventory of services and programs in and around Russell as part of the existing conditions assessment. This inventory can form the basis of a comprehensive list of community resources to be packaged and shared with Beecher and Russell residents by partners in a variety of forums.
- Create new venues for networking:** Vision Russell will look to build upon the engagement strategies employed by New Directions and the neighborhood outreach workers during the planning process via new initiatives like block groups and Nextdoor, a free web-based platform to create a private social network for your neighborhood community.
- Create new civic infrastructure and/or re-establish active neighborhood association to create a venue for sustained community engagement and sustainability of the Plan:** Many Louisville neighborhoods have a formal neighborhood association that helps to advocate for and organize activities within a neighborhood which can have a significant impact on the quality of life in the neighborhood. There is interest to re-establish an active neighborhood association in Russell. Vision Russell will look to build upon the Russell Neighborhood Institute and other opportunities to support capacity-building among neighborhood leaders with the ultimate goal of creating a neighborhood association or other civic infrastructure to organize and sustain their efforts, such as Choose Russell.



Neighborhood outreach workers outside Beecher Terrace.

Goal **E.2**

Residents have safe and convenient multi-modal transportation options to access services, amenities, and jobs.

OBJECTIVE

Improve built environment to enhance safety and convenience of multi-modal transportation options.

- Incentivize improvements to commercial and residential structures to **facilitate accessibility** for the disabled.
- Make sidewalk, crosswalk, lighting, and bike lane improvements to **increase safety for pedestrians and bicyclists**
 - Several corridors have been prioritized to include pedestrian improvements and enhancements. This should include basic sidewalk repairs, new sidewalks where they are missing, pedestrian street lighting, and accessible curb ramps. Priority streets include Muhammad Ali, Chestnut, and 13th (planned bicycle facility) in the next two years. The Broadway Master Plan will begin in FY 2016-2017 to identify additional crosswalk and intersection improvements for safe movement of pedestrians along this busy corridor.
 - Other locations to consider for sidewalk improvement are retail segments of Market Street, the 21st/22nd Street one-way pair to mitigate fast-moving traffic coming from and going to the interstate ramps north of Russell, and streets and sidewalks near schools and parks. Additional bike lanes should be considered to create connections through and beyond the neighborhood, including along Jefferson, Magazine, and 11th Street.
- Construct new and enhance existing covered **bus shelters** to include route info, seating, public art, real-time arrival information, information about community resources, and lighting at stops with high boarding volumes. Priority stop locations for improvements include two at Beecher Terrace:
 - Broadway at 18th (future BRT, proposed in Dixie TIGER Grant)
 - Broadway at 28th
 - Broadway at 12th
 - Market at 18th (future BRT, proposed in Dixie TIGER Grant)
 - Market at 15th
 - Market at 10th (Beecher)
 - Ali at 18th
 - Ali at 13th (Beecher)
- **Convert targeted streets to two-way traffic:** *Move Louisville* recommends the conversion of one-way streets into two-way streets. Muhammad Ali Blvd and Chestnut Street are being evaluated and prioritized. Other streets may be considered.
- **Create a safe and welcoming neighborhood green street along Liberty St extension through Beecher site.** The extension of Liberty Street through a redeveloped Beecher Terrace site will restore the traditional walkable neighborhood street grid that was altered in the 1940's. This street should be a quiet, attractive neighborhood street designed for slow speeds and with extensive landscaping to provide shade and stormwater management. Its design should provide a distinct address for the new housing built there.
- **Apply 'complete streets' best practices to targeted streets,** including potentially adopting 'road diets' for targeted streets. As recommended by Move Louisville, making complete streets the norm is critical to improving pedestrian safety, reducing vehicle miles traveled, and providing multimodal transportation options that will connect people

to opportunity. Several streets are targeted for these improvements and enhancements. They are important to improve for a variety of reasons:

- Jefferson St has excess width that can accommodate improvements for all users
- Ali is envisioned as a distinct arts and culture corridor
- 11th St provides an important link between the riverfront, Beecher site, and schools
- 18th St is a future BRT corridor and provides an important link between Market St, KCAAH, and the planned Broadway Y and Walmart. It will be evaluated in FY 2016-2017 and set for implementation the following year.
- Implement the **Transforming Dixie Highway TIGER** project to provide high-quality, efficient transit connections to downtown and other job/service clusters. This project has three primary elements that impact the Russell neighborhood:
 - Intelligent Transportation System (ITS) / Signal System and Technology Upgrades. This also includes corridor improvement and intersection upgrades (transit signal priority and enhanced ITS signals from 9th to 18th streets);
 - Complete Streets and Safety/Access Management Improvements. The project calls for low cost safety and operational improvements to be provided in high crash areas (improved stripping, signage and pavement marking improvement)
 - Bus Rapid Transit for # 18 route to provide higher quality transit connections to downtown (3 enhanced highly visible and easily accessible BRT stations in Russell and includes 8 upgraded buses)

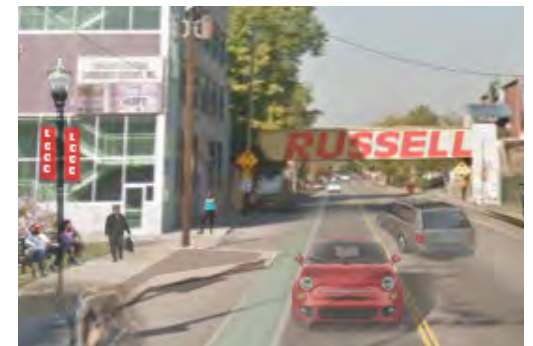
POTENTIAL

EXISTING - 18TH ST & CHESTNUT ST

Potential bus stop improvements include seating, shelters lighting, and route and schedule information to make riding the bus an easier option.

OBJECTIVE**Increase availability of multi-modal transportation options.**

- **Extend downtown circulator bus stop within Russell.** The Zero bus circulator provides convenience free access to the central business district. It currently travels as far west as 10th Street on Market. Extending this route several blocks further west is a short-term alternative to better connect more Russell residents with a major job center until the BRT corridor is operational.
- **Implement phased 9th Street improvements to improve connections to Downtown.** 9th Street is a major priority for Louisville Metro to improve the conditions of this physical and psychological barrier between West Louisville and Downtown. While ramp relocation is a long-term project which needs coordination from state and federal partners, budget requests have been made to develop a new vision for 9th street with the consideration for future study of the 9th Street ramps. These anticipated projects include:
 - 9th Street underpass project to make artistic improvements to this gateway between Downtown and West Louisville
 - Complete Streets improvements for lighting and temporary pedestrian improvements
 - *Re-Imagine 9th Street*, a long-term planning process for a complete, green, and pedestrian-focused urban street space to enhance connectivity, economic vitality and improve safe mobility
- **Introduce car sharing, bike sharing, and/or other similar services and ensure their accessibility for Russell residents by reducing barriers to use.** A car sharing program in Russell would provide residents with a low-cost alternative to personal car ownership. This would expand mobility options and give residents greater access to job centers throughout Metro Louisville. Expanding Louisville Metro bike shared program into Russell would provide similar benefits within a smaller range of travel. Strategies to eliminate potential barriers to use should be explored, in particular credit card requirements that may be onerous to residents who are unbanked.



An expanded multi-modal network including the emissions-free Zero bus circulator, protected bicycle lanes, and improved pedestrian conditions will increase accessibility for residents.



A multi-modal transportation network will provide pedestrians, bicyclists, transit riders, and drivers with improved and safer connections throughout Russell

POTENTIAL



EXISTING



Jefferson St is unnecessarily wide and could be re-designed to better serve all users. Bike lanes, improved streetscape, and planters that absorb stormwater would create an attractive link between destinations.

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CHAPTER 4

Implementation Strategy

Russell's transformation is well underway and will continue to evolve. Key partners are already making significant investments in the neighborhood. However, the implementation of the specific priorities identified in this Transformation Plan (the 'roadmap') is likely to be realized over 12-16 years or more, depending on financing and market conditions. This implementation of this plan will also rely on a broad network of collaborative partners, some of whom are already implementing key projects in the neighborhood.

This section preliminarily outlines a framework and assumptions to guide implementation of the Transformation Plan. *NOTE: The Implementation Plan is still under development and will be finalized over the course of the next several months.*



Implementation Structure

Key decision-making for the Russell Transformation Plan, will include LMHA, Louisville Metro Government and the developer (McCormack Baron Salazar). Should additional funding become available, the implementation team will be expanded to include a lead people entity (Urban Strategies) and a lead education entity (JCPS). This combined team, led by LMHA and Louisville Metro Government, will oversee all transformation plan activities, monitor progress on strategies and outcomes and address any obstacles encountered, making adjustments as needed and resolving disputes.

KEY IMPLEMENTATION PARTNERS

LMHA and the City will leverage the work of many stakeholders, many of whom are already identified in the attached matrix. For each strategy, the implementation matrix details action steps, who is responsible for implementing, the timeframe for implementation (short, medium or long-term), and potential sources of leverage. **This matrix will continue to evolve as the Plan evolves over time.**

COORDINATING COMMITTEE

The existing Coordinating Committee, comprised of leadership from nearly 30 community organizations, residents representing Beecher Terrace and the Russell neighborhood, and LMHA and Louisville Metro Government staff, will continue their role during the implementation period. The Coordinating Committee will meet quarterly to provide strategic guidance, review progress on transformation plan activities to ensure that they address community needs and catalyze investment in a way that produces measurable beneficial outcomes to residents and the overall neighborhood.

NEIGHBORHOOD ORGANIZATION

Choose Russell, the newly formed neighborhood association, will serve as the sustaining entity for the transformation plan. Choose Russell will have permanent and temporary committees that build cohesion around specific neighborhood objectives and goals.

BEECHER TERRACE DEVELOPER

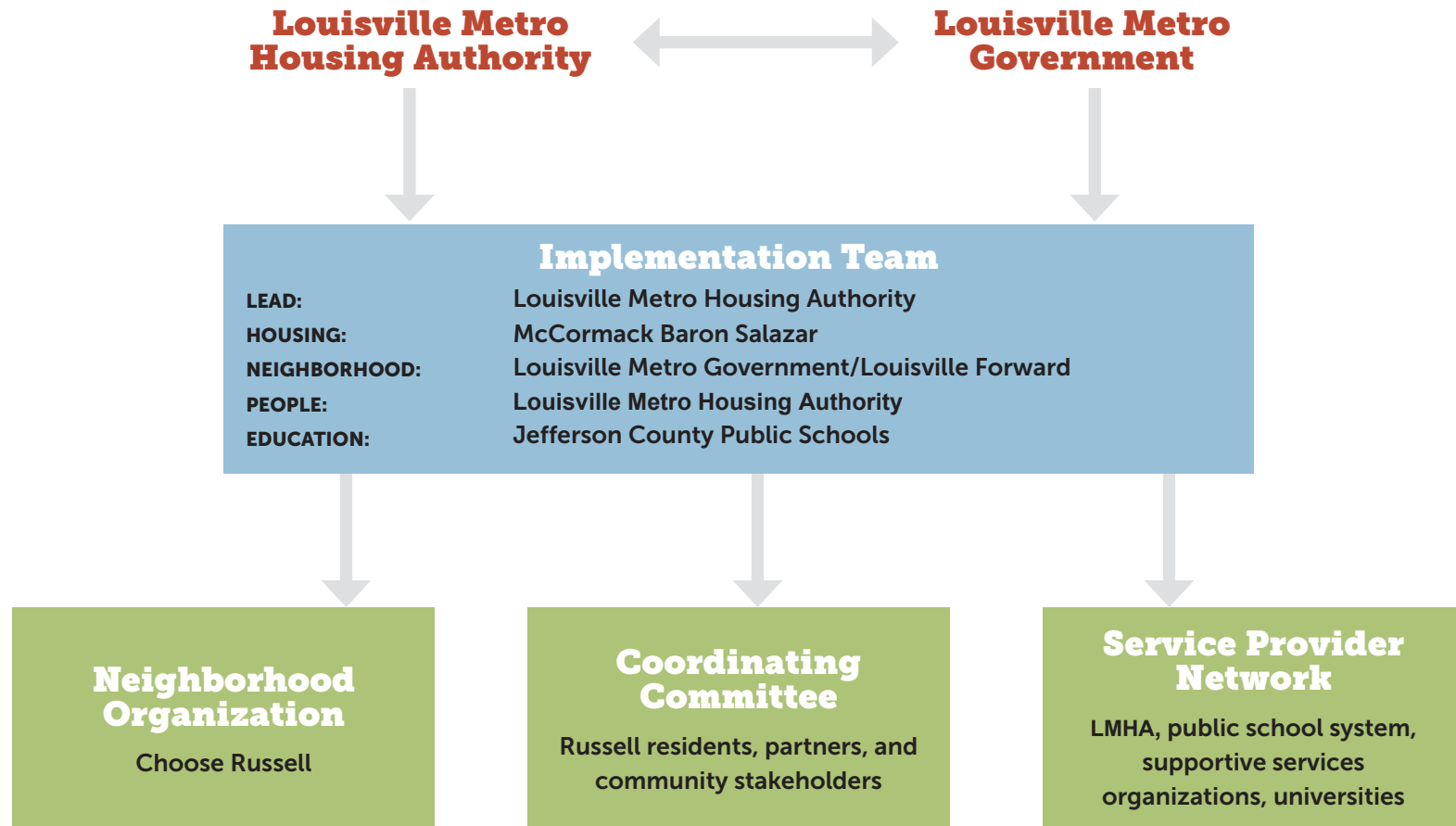
LMHA procured a master developer to oversee the development of the on-site Beecher housing plan in June 2016. The developer, McCormack Baron Salazar, will work closely with LMHA, the City, residents, implementation partners, and other stakeholders to refine the overall housing plan and ensure its implementation.

NEIGHBORHOOD INVESTMENTS

Louisville Forward will coordinate the implementation of major elements of the neighborhood improvement, particularly those funded by Metro government. Where appropriate, public/private partnerships will be established.

SERVICE PROVIDER NETWORK

LMHA will continue to coordinate a supportive services network and plan to support Beecher families and will leverage the work of many social services agencies to provide supports for neighborhood families. A wide range of service providers interested in improving the quality of life in Russell actively participated on the Education and People Task Forces and are expected to either continue to serve residents and/or expand their programming to serve more families over time, depending on funding. These providers represented a variety of specialty areas from health and wellness to early education to workforce and economic development. For many of these service providers, the Transformation Plan will provide a single unifying framework to work collaboratively to serve the same population. A key recommendation from the community was the creation of a single Resource Guide that can be readily available for Russell. While the City's 311 system provides much needed information, a dedicated Resource Guide, updated annually, may help to improve the communications among providers and with residents and clients.



Organizational structure for the implementation phase

Preliminary Financing Plan

A project of this scale and complexity will require a variety of funding sources to be feasible as evidenced by the preliminary budget below.

Preliminary Sources and Uses to be included with the Final Transformation Plan.

The following sources will be pursued:

- **Tax Credit Equity:** LIHTC equity is expected to be a primary source of funding for all residential development phases. The housing plan assumes a combination of 9% and 4% LIHTC. Maximizing the number of developments produced with 9% credits will reduce the need for other funding sources and subsidies to fully implement the master plan. The plan assumes that 4-5 rounds of credits will be necessary.
- **LMHA/Public Housing Funding:** LMHA has been a MTW agency since 1999 and has demonstrated success combining funding sources and using other strategies to modernize its housing stock. These tools provide the Housing Authority with greater flexibility in how it achieves the goals of diverse, mixed-income housing in neighborhoods of opportunity for the benefit of its residents. LMHA will utilize its Moving to Work flexibility to commit public housing resources to developing replacement units in the Plan, finance demolition, relocation and services. These may include Section 8 reserves, program income, 5h reserves, capital funds, etc.
- **CNI Funds:** A successful CNI Implementation Grant application would provide nearly \$30 million for use toward implementation of the Transformation Plan. LMHA will apply for funding in the FY2016 round. If unsuccessful, LMHA will reapply in a future round.
- **Conventional Debt:** Some residential and commercial/retail phases of the Plan will be capable of supporting debt. The plan assumes that taxable and tax-exempt debt will be an important source of financing for the rental housing developments, exclusive of public housing units.
- **Tax Increment Financing:** TIF can be an important source of financing for the Plan and should be explored, to the extent feasible.
- **Federal Home Loan Bank (FHLB) Affordable Housing Program (AHP):** Each of 12 regional Federal Home Loan Banks run an AHP program funded with 10% of their net income each year. Developer applicants must submit an application to one of the regional banks via a member financial institution. Though FHLBs focus on the region that they cover, they may provide AHP funding for projects submitted by a member institution though the project is outside their jurisdiction. The amount of funding available per project varies substantially by FHLB. Ideally, the developer will work with a FHLB member institution with which there is a well-established business relationship to submit an application.
- **New Markets Tax Credits (NMTC):** NMTC may be used for the retail developments in the Plan. The federal NMTC program provides capital markets funding (equity and/or debt at below market terms) for economic development projects in low-income communities. NMTC funding can be used for commercial projects and for rental housing (though operating income from housing in a NMTC transaction cannot exceed 80%). NMTC cannot be combined with LIHTC, though these financing structures can be side-by-side in a development.

- **Deferred and Reinvested Developer Fee:** As developer or co-developer, LMHA may receive all or some of the developer fee for planned residential and non-residential development projects and reinvest these fees to implement future phases of the plan.
- **CDBG (Community Development Block Grants) and HOME Funding:** LMHA will be able to use Louisville’s allocation of CDBG and HOME funds to support the Plan. CDBG funds are for activities that benefit low- and moderate-income persons. The activities must benefit low- and moderate-income persons, prevention or elimination of slums or blight, or address community needs for which other funding is not available. HOME funds can be used to provide home purchase or rehabilitation financing assistance to eligible homeowners and new homebuyers; build or rehabilitate housing for rent or ownership; or for “other reasonable and necessary expenses related to the development of non-luxury housing,” including site acquisition or improvement, demolition of dilapidated housing to make way for HOME-assisted development, and payment of relocation expenses.

LMHA and the City expect to apply for Neighborhood Revitalization Strategy Area (NRSA) designation in 2017 which will allow the City to dedicate CDBG and other funds to support Russell’s Transformation Plan, above and beyond what it can do now.

- **Other City Funds:** The City is also expected to contribute additional financing to support infrastructure and related projects. Such sources may include the general fund and TIGER.
- **Foundation Funding:** LMHA and/or its implementation partners will explore potential partnerships with local or national foundations in support of the Plan.
- **Other Funding:** Other funding sources may become available over the course of implementation of the Plan. LMHA, the City and implementation partners will pursue all opportunities that arise. These may include federal or state grant or tax credit programs, energy conservation-related funding, private grants and state or local funding programs.

Relocation

Beecher Terrace is nearly fully occupied and the implementation of the housing plan will need to be carefully phased to accommodate current families. LMHA will be responsible for relocation and is committed to implementing a responsible relocation plan in accordance with the Uniform Relocation Act. LMHA will work with residents to develop a detailed relocation plan. The relocation plan will, to the greatest extent feasible, provide residents with choices about they live. However, the housing plan provides enough replacement units so that every household that may need to move, have the opportunity to return to a replacement housing unit that meets their needs.

RESIDENT RIGHT TO RETURN

- Residents relocated from Beecher Terrace will be offered admission to the 758 replacement housing units before anyone else and will have an admissions preference for all 758 replacement units for life.
- Beecher Terrace residents skip to the top of the list for LMHA’s public housing and scattered sites and will have no wait for vacant units.
- Beecher Terrace residents skip to the top of the Section 8 list and will have no wait for vouchers.

Implementation Timeline

To be included in Final Transformation Plan.

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