

# Planning Commission Staff Report

December 1, 2016



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| <b>Case No:</b>          | <b>16NEIGHPLAN1005 &amp; 16NEIGHPLAN1006</b> |
| <b>Project Name:</b>     | <b>Oakdale Neighborhood Plan</b>             |
| <b>Applicant:</b>        | <b>Louisville Metro Advanced Planning</b>    |
| <b>Jurisdiction:</b>     | <b>Louisville Metro</b>                      |
| <b>Council District:</b> | <b>15 (Marianne Butler)</b>                  |
| <b>Case Manager:</b>     | <b>Ken Baker, AICP</b>                       |

## REQUEST

- Review and Approval of Oakdale Neighborhood Plan
- Executive Summary of Plan to be Amendment to Cornerstone 2020

## CASE SUMMARY

### Background

The Oakdale Neighborhood Plan was initiated at the request of Councilwoman Marianne Butler (District 15) and managed through the Office of Advanced Planning. Center For Neighborhoods was contracted to assist with leading the planning process and producing the neighborhood plan document.

The Oakdale Neighborhood is located in south central Louisville Metro, south and west of the central business district, within Louisville's inner loop Interstate 264 Watterson Expressway. For the purposes of this plan, the boundaries of the Oakdale Neighborhood planning area are synonymous with the Wyandotte/Oakdale neighborhood: on the North, Longfield Avenue; on the East, Southern Parkway; on the South, Interstate 264; and on the West, Taylor Boulevard.

The Oakdale Neighborhood planning area is primarily a single-family, residential neighborhood. It consists of small and mid-size housing populated by middle-income families. Fitting with the traditional neighborhood form, residential streets are lined with homes, flanked on many corners with small commercial buildings and traditional church structures. Major assets sit immediately adjacent: Churchill Downs and the Taylor Boulevard commercial corridor. The neighborhood's central location provides connectivity to major Louisville attractions and activity centers such as the University of Louisville, downtown Louisville, and various employment centers.

### Plan Process

Initial work on the Oakdale plan began in March 2016, which included background research on the history, demographics, and current land use of the planning area. Councilwoman Butler office coordinated with Mayor Greg Fischer's office to appoint 10 residents and stakeholders to an advisory group, in order to guide the planning process and engage fellow community members. The first Advisory Group meeting was initiated on March 21, 2016. The first community workshop was held on April 9<sup>th</sup>; over 30 residents and stakeholders were lead through the process of developing a draft vision statement and using a series of maps to identify assets

and problems in land use and transportation. From this information, draft recommendations for an implementation plan were initially presented to the Advisory Group on May 9th. A second community workshop was held on May 14<sup>th</sup> to provide input on the recommendations. After gathering community input, the draft of the plan document was presented to the Advisory Group on July 13th and at a neighborhood public meeting on August 8th.

### **Oakdale Neighborhood Plan Vision Statement**

*Building on its rich history, Oakdale will be a safe, friendly, diverse neighborhood where people want to live, grow and thrive, comprised of prideful property owners, walkable streets, and neighborhood enhancing businesses. Oakdale will be an attractive and affordable place for existing and future home owners and residents, capitalizing on its accessibility to Wyandotte Park, downtown, Churchill Downs, and the University of Louisville, and its connectivity through public transit and the Watterson Expressway.*

### **NEIGHBORHOOD PLAN ELEMENTS**

In accordance with Chapter 161 (the Louisville Metro Neighborhood Plan Ordinance), a neighborhood plan must contain two mandatory components: Land Use/Community Form and Mobility. Other optional plan components may also be included in a neighborhood plan. The Oakdale Neighborhood Plan contains the following plan elements: Land Use/Community Form and Mobility. During the neighborhood plan process, Oakdale residents created the following goals, objectives, and recommendations for Land Use/Community Form and Mobility:

#### **Land Use/Community Form Component**

**GOAL: Oakdale is a safe, family-oriented residential neighborhood, with well-kept homes and amenities.**

#### **OBJECTIVES:**

1. Preserve the residential nature of the Oakdale Neighborhood, ensuring the pattern of development stays consistent with the existing neighborhood identity and vision, and recommended land use patterns.
2. Encourage the future development of neighborhood-friendly commercial along Taylor Boulevard, 5th Street, and area commercial corridors, and discourage development of heavier commercial uses.
3. Enhance facilities and youth programming at Wyandotte Park.
4. Improve property maintenance and the overall appearance of the neighborhood.
5. Decrease the number of vacant and abandoned properties and increase homeownership.
6. Improve safety

#### **PRIMARY RECOMMENDATIONS:**

##### **Cornerstone 2020/Land Development Code**

- Promote mixed-use, neighborhood friendly commercial development at and near the intersections of Taylor and Berry Boulevards; and Taylor Boulevard and Longfield Avenue.

- Promote development of neighborhood enhancing businesses such as local department or retail shops, restaurants, and small businesses along neighborhood and adjacent commercial corridors including Taylor, Longfield and 5th Street.
- Prevent new commercial rezonings for parcels in neighborhood's interior and limit commercial uses to parcels currently zoned for neighborhood serving commercial.
- Support continued implementation of the Wyandotte Park Master Plan and enhancement of Wyandotte Park for community use and common open space

### **Policy/Programmatic**

- Grow membership and leadership capacity for the current Oakdale Neighborhood Association
- Expand existing and create new neighborhood watch programs for the Oakdale Neighborhood, including activating a Block Walk program
- Identify vacant or abandoned units and connect them to appropriate programs and alternative reuse.
- Develop a partnership with area institutions such as UofL, Churchill Downs and the neighborhood that works to improve public and private spaces in Oakdale.
- Develop a Quality of Life Committee that addresses public safety issues and improves community quality of life.

### **Mobility Component**

**GOAL: Oakdale is a connected neighborhood that is safe for all modes of transportation, including walking and biking, with easy access to area amenities.**

#### **OBJECTIVES:**

1. Increase walkability within the neighborhood and along adjacent corridors.
2. Redesign Longfield Avenue to improve pedestrian safety, to promote biking, and to create a beautiful gateway to the neighborhood and connection with Churchill Downs.
3. Improve traffic control by calming speeds and providing adequate signage.
4. Improve parking and congestion on interior neighborhood streets.
5. Improve bicycle safety throughout the neighborhood.

#### **PRIMARY RECOMMENDATIONS:**

**Cornerstone 2020/Land Development Code**

- Complete a new streetscape design for Longfield Avenue, including new sidewalks, bike signage and sharrows, lighting, landscaping, and drainage to improve the area's appearance, walkability, and safety; increasing the connection between residents and the Churchill Downs campus, as well as the overall attractiveness and character as a gateway to both Churchill Downs and Oakdale.
- Improve drainage along sidewalks throughout neighborhood, with special attention to sidewalks near public facilities.

### **Policy/Programmatic**

Establish gateway signage with "Welcome to the Oakdale Neighborhood" messaging at entrance points to the neighborhood, possible locations include the intersections of Taylor Boulevard at Longfield Avenue; Longfield Avenue at South 4th/5th Streets; Southern Parkway at Florence Avenue; and Beecher Street at Taylor Boulevard

- Expand existing and create new neighborhood watch programs for the Oakdale Neighborhood, including activating a Block Walk program
- Conduct a walkability assessment of the Oakdale Neighborhood to identify additional sidewalk improvement priorities.
- Host events in a park or elsewhere in the neighborhood to encourage residents to walk the neighborhood, increasing the sense of community and overall safety of the neighborhood.
- Using the Tree Canopy Assessment, identify priority planting areas within the Oakdale Neighborhood and preserve mature trees to maintain the neighborhood identity.

### **Infrastructure/Capital Improvement**

- Develop a committee in coordination with the Oakdale Neighborhood Association, residents, and appropriate stakeholders to address congestion around Semple Elementary.
- Work in coordination with Churchill Downs, LMPD and residents to ensure smooth ingress and egress during high traffic special events, such as the Kentucky Derby and Oaks.
- Improve pedestrian access at the crossing of Longfield Avenue, South 4th Street and South 5th Street by converting it to a three way stop and adding crosswalks.
- Explore improving lighting at Wyandotte Park to increase safety.
- Improve pedestrian access at the crossing of Beecher Avenue and Taylor Boulevard; and past the I-264 Watterson Expressway to the south and southeast of the plan area.
- Develop a Bike Neighborway along Cliff, Carlisle and Whitney to increase bicycle visibility and safety in accordance with Louisville Metro's Bicycle Master Plan. Also explore inclusion of signage and sharrows along Longfield Avenue.

### **Executive Summary**

Consistent with the format of all neighborhood/small area plans (and as required in Chapter 161, the Neighborhood Plan Ordinance), the executive summary includes the vision statement for the Oakdale Neighborhood Plan and the recommendations from the plan specifically related to Cornerstone 2020 and the Land Development Code.

## **Staff Findings**

The Oakdale Neighborhood Plan and its Executive Summary are in conformance with the Cornerstone 2020 comprehensive plan. More specifically, the recommendations support the following plan elements and policies of the comprehensive plan:

### **Guideline 1 Community Form**

The proposed Land Use/Community Form recommendations in the Oakdale Neighborhood Plan promote new/infill development that will be designed to be compatible with the scale, rhythm, form and function of the existing development as well as with the pattern of uses. The proposed recommendations support existing land uses and patterns of the Traditional Neighborhood Form, and preserves the traditional neighborhood character.

### **Guideline 2 Centers**

The focus on encouraging investment/reinvestment at Taylor and Berry Boulevards, targeted for neighborhood-friendly commercial, promotes efficient use of land and investment in existing infrastructure and encourages vitality and a sense of place in the neighborhood and community.

### **Guideline 3 Compatibility**

The plan proposes recommendations for expanding commercial opportunities while maintaining the existing residential character of the neighborhood. The proposed development locations will minimize impacts to existing residences, schools and other sensitive areas in the neighborhood.

### **Guideline 4 Open Space**

The plan proposes recommendations for maintaining Wyandotte Park and existing open spaces and enhancing neighborhood access to these community assets. The proposed recommendations seek to enhance existing open spaces serving the neighborhood.

### **Guideline 5 Natural Areas and Scenic and Historic Resources**

The plan recommendations support and encourage the preservation of distinctive natural, scenic and historic resources in the Oakdale Neighborhood.

### **Guideline 6 Economic Development and Sustainability**

The Land Use/Community Form recommendations propose strengthening the commercial node at Taylor and Berry Boulevards. These recommendations encourage redevelopment and reinvestment opportunities that will be compatible with and stabilize the residential land uses.

### **Guideline 7 Circulation**

The proposed Mobility recommendations in the Oakdale Plan provide for adequate services to support existing uses and promote growth. Implementation of the mobility recommendations will provide walking and bicycling opportunities that will decrease the use of single-occupant vehicles and improve safety.

### **Guideline 9 Bicycle, Pedestrian and Transit**

The Mobility recommendations place an emphasis on making improvements to the current street and sidewalk networks to support access to community facilities via walking and biking. The recommendations also would provide for safer access to public transit. The Land Use/Community Form recommendations support expanding opportunities neighborhood-serving commercial uses, which could lead to a reduction in vehicle trips for retail goods and services.

### **Guideline 10 Flooding and Stormwater**

Land Use/Community Form recommendations identify drainage and flooding issues in the neighborhood and seek to address these concerns. The proposed recommendations will not exacerbate drainage conditions in the neighborhood or surrounding area.

**Guideline 12 Air Quality**

The proposed Oakdale Neighborhood Plan recommendations reduce the impacts of pollution caused by vehicular traffic and land uses and encourages alternative modes of transportation by improving bicycle and pedestrian access in the neighborhood.

**Guideline 15 Community Facilities**

The Plan recommends enhancing connections to Oakdale neighborhood parks via walking and biking. As such, the plan supports the guideline's goals to have community facilities that are accessible to the adjacent neighborhoods.

**STAFF CONCLUSIONS**

Staff finds that the proposed goals, objectives, recommendations in the Oakdale Neighborhood Plan and the Executive Summary are in conformance with the Neighborhood Plan Ordinance (Chapter 161) and Cornerstone 2020. Based upon the information in the staff report, the testimony and evidence provided at the public hearing, the Planning Commission must determine if the proposal is in conformance with the Comprehensive Plan.

**NOTIFICATION**

| Date         | Purpose of Notice                 | Recipients   |
|--------------|-----------------------------------|--|
| Nov 22, 2016 | Hearing before Planning Committee | Subscribers of Council District 15 Notification of Development Proposals |
| Nov 18, 2016 | Hearing before PC                 | Legal Advertisement in the Courier-Journal                               |

**ATTACHMENTS**

1. Oakdale Neighborhood Plan