

# Oakdale Neighborhood Plan



ADOPTED



Month 2016



# Oakdale Neighborhood Plan

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Center For Neighborhoods  
VISION. KNOWLEDGE. ACTION.





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# CORNERSTONE 2020 VISION STATEMENT

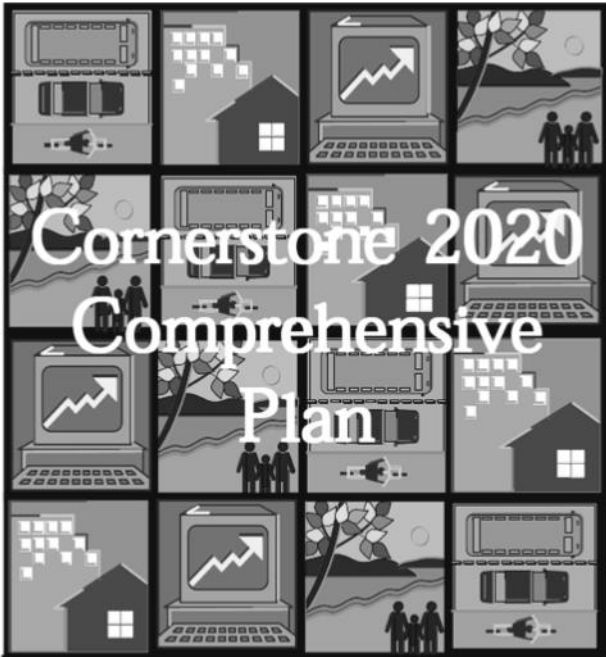


In our vision of 2020, Louisville and Jefferson County is a community widely recognized for its high quality of life, sense of tradition and competitive spirit. Our children have inherited a livable, vibrant and economically diverse community. We have clearly recognized that the quality of life depends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

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

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

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





## OAKDALE NEIGHBORHOOD 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 Wattersson Expressway.

**TABLE 1: LAND USE RECOMMENDATIONS FOR CORNERSTONE 2020-LAND DEVELOPMENT CODE**

Land Use & Community Form Recommendations			
<i>ID</i>	<i>Recommendation</i>	<i>Responsibility</i>	<i>Timeframe</i>
LU1	Promote mixed-use, neighborhood friendly commercial development at and near the intersections of Taylor and Berry Boulevards; and Taylor Boulevard and Longfield Avenue.	Planning & Design Services, Planning Commission, Metro Councilperson, Private Developers	Ongoing
LU2	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.	Planning & Design Services, Planning Commission, Metro Councilperson, Private Developers	Ongoing
LU3	Prevent new commercial rezonings for parcels in neighborhood's interior and limit commecial uses to parcels currently zoned for neighborhood serving commercial.	Planning & Design Services, Planning Commission, Metro Councilperson	Ongoing
LU4	Support continued implementation of the Wyandotte Park Master Plan and enhancement of Wyandotte Park for community use and common open space.	Metro Council Person, Metro Parks, Oakdale Neighborhood Association	Ongoing



**TABLE 2: MOBILITY RECOMMENDATIONS FOR CORNERSTONE 2020-LAND DEVELOPMENT CODE**

Mobility Recommendations			
M1	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.	KIPDA, Metro Public Works, Churchill Downs, Metro Councilperson	Medium Term - 3 Years
M14	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.	Metro Public Works, Bike Louisville, Advanced Planning	Short Term - 1 Year
M18	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.	Residents, Metro Councilperson, Metro Public Works, KYTC	Medium Term - 3 Years
M24	Using the Tree Canopy Assessment, identify priority planting areas within the Oakdale Neighborhood and preserve mature trees to maintain the neighborhood identity.	Oakdale Neighborhood Association, Beautification Committee, Churches, Businesses, Love Louisville Trees, Metro Community Forestry, Brightside	Short Term - 1 Year
M25	Develop a plan and process to identify and preserve mature trees to maintain the neighborhood identity.	Oakdale Neighborhood Association, Beautification Committee, Churches, Businesses, Love Louisville Trees, Metro Community Forestry, Brightside	Medium Term - 3 Years





## PLAN PURPOSE

The purpose of the neighborhood planning process is to articulate and document a clear vision for the neighborhood with corresponding goals, objectives and strategies—or recommendations—for future improvements. Neighborhood plans can create a new vision where there was not one before, it can emphasize an existing one, or it can align competing visions for the same area. If a neighborhood’s future looks uncertain, coming together around a positive vision or set of goals can provide clarity and a pathway to action. If a neighborhood’s quality and character are stable, a vision can ensure the overall quality is preserved and maintained.

Plans are an opportunity for residents and stakeholders to shape the environment in which they live. Most importantly, the neighborhood planning process is an opportunity for the community to participate in decision-making regarding the physical nature of their area. The vision and guidelines outlined in a neighborhood plan serve as a resource to developers and others as they seek to improve the area. The plan can make sure that development meets the needs of specific designs, community needs, or other specifications.

Neighborhood planning not only provides a vision for future development, but also coordinates citizens and other stakeholders around implementation plans that help make that vision a reality. Through the implementation plan, they can decide upon specific action steps to improve their neighborhood. The more specific, the easier to achieve. More complex recommendations may require cross-sector coordination or support from governmental agencies over the long term.

## PLAN PROCESS

Councilwoman Butler identified the need for Oakdale to have a neighborhood plan and contracted the Center For Neighborhoods to lead the planning process and produce the planning document. Initial work began in March 2016, which included background research on the history, demographics, and current land use of the planning area.

Councilwoman Butler’s office coordinated with Mayor Greg Fischer's team to appoint 10 residents and stakeholders to an advisory group, in order to guide the planning process and engage fellow community members. Center For Neighborhoods convened the first Advisory Group meeting on March 21, 2016 and explained the importance of neighborhood planning and the process mandated by ordinance. The group began sharing major assets and characteristics of the neighborhood, as well as outlined potential problem areas that may be addressed in the plan.

The first community workshop was held on April 9th. Facilitated by the Center For Neighborhoods, 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. Center For Neighborhoods took this information and developed draft recommendations for an implementation plan, initially presented to the Advisory Group on May 9th. A second community workshop was held on May 14th, where residents were able to revise and strengthen the vision statement, have an in depth conversation regarding zoning changes, and provide input on the recommendations.

After gathering community input, Center For Neighborhoods presented the draft of the plan document to the Advisory Group on July 13th and to the public on August 8th. The plan was presented to the Louisville Metro Planning Commission on (date), and passed into ordinance on (date).

## NEIGHBORHOOD PLAN AREA

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.

## GENERAL OVERVIEW

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.

At its core, the neighborhood planning process is about articulating a clear vision for a community’s future, understanding existing conditions, available resources and key partners, and identifying and communicating a concise list of recommended actions to achieve the vision. With this in mind, the Oakdale Neighborhood Plan is built around the three core ideas of vision, knowledge and action.

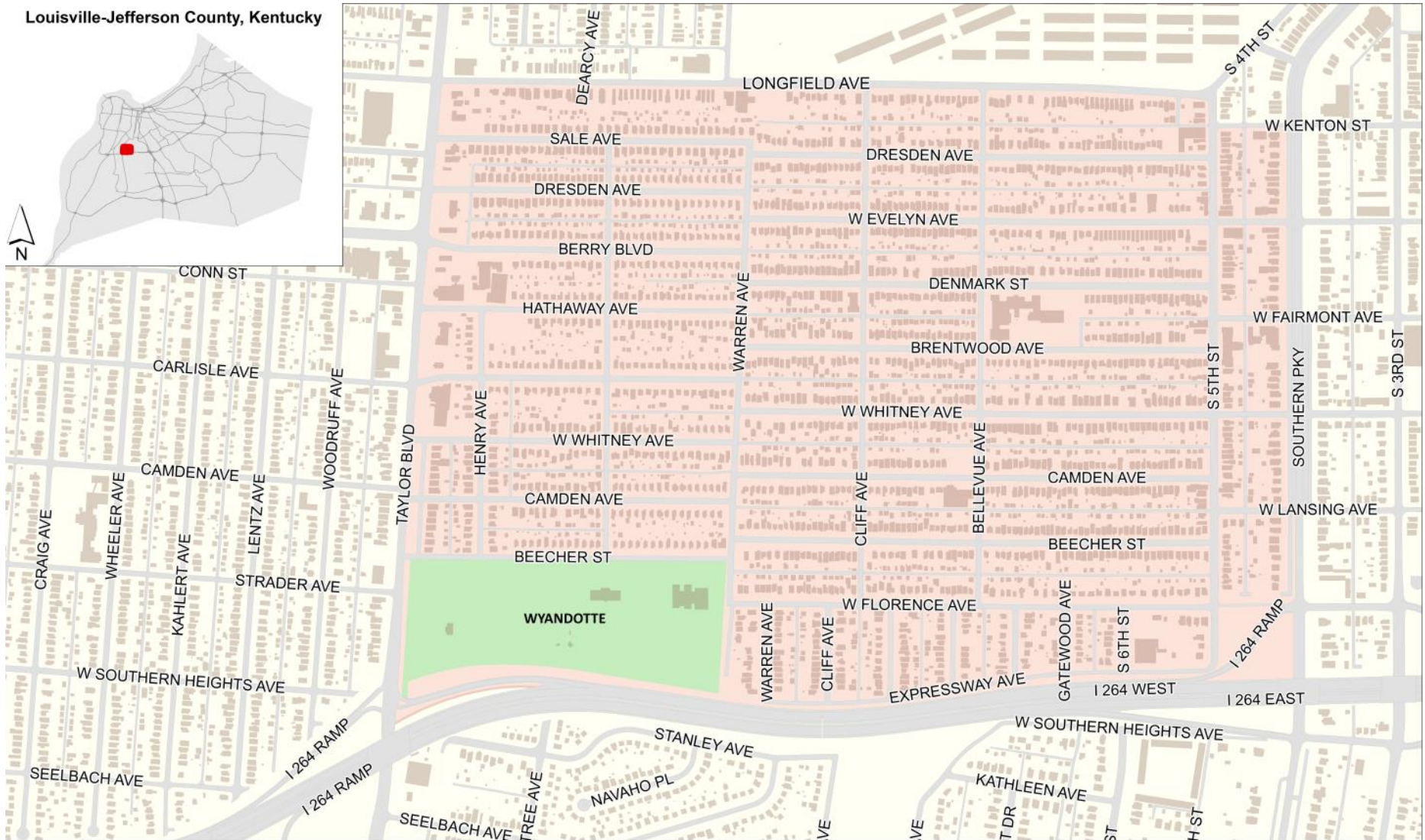






# MAP 1—OAKDALE NEIGHBORHOOD PLAN AREA

Louisville-Jefferson County, Kentucky

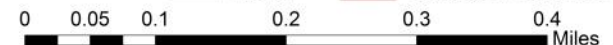


## Oakdale Neighborhood Plan Area

Base Map



- Buildings
- Metro Parks
- Road
- Oakdale Plan Area



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## **NEIGHBORHOOD PLAN AREA IMAGERY**

Aerial imagery of the Oakdale Neighborhood Plan Area shows a traditional street grid, as well as a distribution of residential housing along internal streets and larger commercial structures at corners and along major corridors. Adjacent to the northern boundary, imagery of the backside of Churchill Downs illustrates the proximity of stables and parking to residential homes. Wyandotte Park at the Southwestern corner of the plan area has several amenities: playgrounds, several structures including community gathering space, parking, and pathways.











## OAKDALE NEIGHBORHOOD VISION

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.





## INTRODUCTION

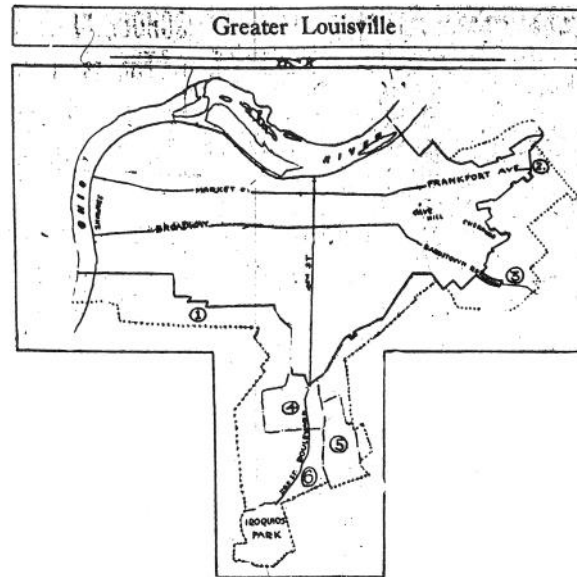
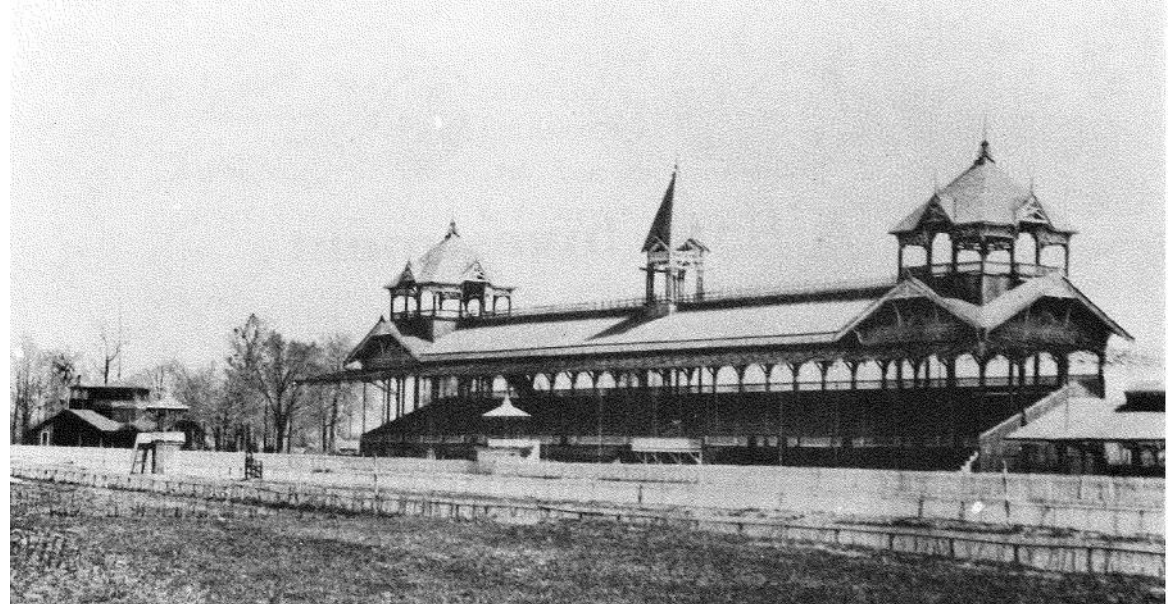
Oakdale is a traditional neighborhood, typical of similar areas in Louisville’s South End. It’s residential character and style is consistent with surrounding neighborhoods such as Jacobs, Wilder Park, Hazelwood, and Beechmont. However, Oakdale is unique in its historical roots as the foundation for suburban expansion and holds a historic spirit of independence and resilience.

## NEIGHBORHOOD HISTORY

The industrialization of the United States sparked exponential growth for many cities. As cities grew economically, they also grew in population, many experiencing rapid urbanization. Growth and development began to extend outwards into the traditionally rural areas, offering new housing opportunities and open spaces. Many intellectual leaders and elites of the time embraced the Parks movement, a form of sophisticated philosophy of living that was simultaneously urban and connected to nature which sought to preserve spaces in urban areas for reflection and refreshment. In Kentucky, this movement was propelled by Colonel Thomas Speed, who after studying parks in other cities believed that public parks were critical to the health and vitality of any city. He published an opinion paper in the Louisville Courier-Journal, which generated public support for a park system. Then Mayor Charles D. Jacob obtained several parcels of land and established Jacobs Park (known today as Iroquois Park). The large conserved area served as a foundation for a “Grand Boulevard” (now Southern Parkway), a wide road for leisurely recreation and connection to the park from nearby residential and business districts. After the establishment of a legal parks system authority in 1890, the city contracted famous landscape architect Frederick Law Olmstead to continue creating a grand park system across Louisville, connected with similar wide, tree-lined, leisurely boulevards, which is today the Olmstead Park System and its associated Parkways.

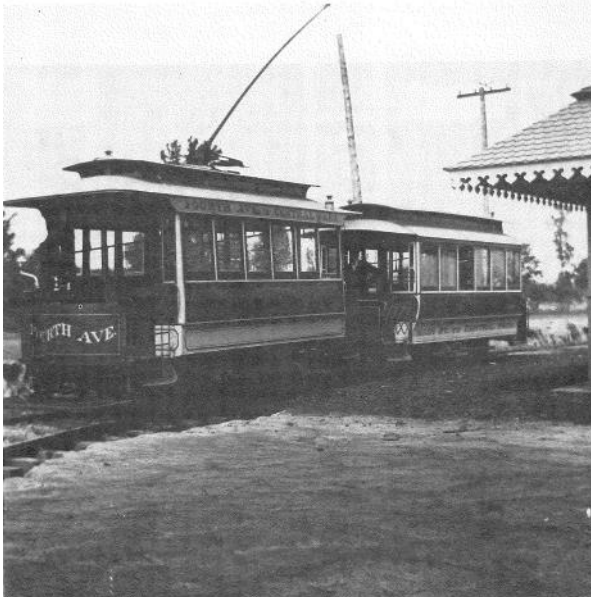
Jacobs Park and the Grand Boulevard made the area highly desired, and new housing developments filled in quickly. The developers Coleman and Bush used the rural appeal of the park and parkway, combined with the proximity to city infrastructure and planned expansion of the streetcar system, to advertise their development, “Oakdale”, as an attractive suburb. While Oakdale was the first suburban expansion along Grand Boulevard, many developers followed and established the surrounding neighborhoods of Highland Park, Jacob’s Addition, and Wilder Park. The new working middle class was attracted to a suburban residential setting with close accessibility to employment centers. Suburbanization continued east and south across Louisville, and increased after the flood of 1937 caused increasing residential movement to outlying neighborhoods in the 1940s.

Oakdale incorporated as an independent city in 1904. It annexed Churchill Downs shortly afterwards. In 1916, the city of Louisville annexed Oakdale and the adjacent neighborhoods. These neighborhoods resisted, filing suit for independence. After the case was ultimately dismissed in federal court, Oakdale became part of Louisville in 1922. Years later, the city of Louisville named the neighborhood Wyandotte, after the adjacent park, but residents continued to refer to it as Oakdale. Today, the city government uses Wyandotte and Oakdale interchangeably, while residents typically use the name Oakdale.



*Clockwise from top left: An early painting of a visitor in Jacobs Park. Churchill Downs circa 1875. The city of Louisville Annexation Plan circa 1918. Aerial imagery from the mid-1920's. This was the Southern edge of Louisville at the time. Opposite page, clockwise from left: The 4th Street Electric Car. A community building and splash pool were constructed at Wyandotte Park by the Works Progress Administration in 1937. Little ones "Mary and Reba" on the swings at Wyandotte Park in 1947. Taylor Boulevard today, and Taylor Boulevard circa 1920.*







## DEFINING CHARACTERISTICS

The Oakdale Neighborhood is primarily a single-family residential neighborhood. In every way Oakdale is a traditional South Louisville neighborhood. Small lots and narrow streets provide a tight-knit pattern, where the connectivity between blocks and through the neighborhood supports social interaction and a small-town feel. Quiet streets consisting of a mixed variety of historical and vernacular housing signify the age of the neighborhood; the various styles of middle class housing over the last century mimics the patterns of development throughout Louisville’s growth and provides unique architecture throughout the plan area.

Consistent with the traditional neighborhood development pattern and form, remnants of corner stores and neighborhood businesses still remain on several streets. For example, the old Moser’s Market on South 5th Street, which is now repurposed as a martial arts studio, was a vibrant local business in the mid-century. Other structures that were originally built for commercial uses have been redesigned into duplexes and single family homes. Very few original commercial structures within the interior of the neighborhood are still operational as retail or service-based businesses, such as the Maury Mart and EBC Barber Shop at the intersection of Cliff and Denmark avenues, and a few locations along South 5th Street.

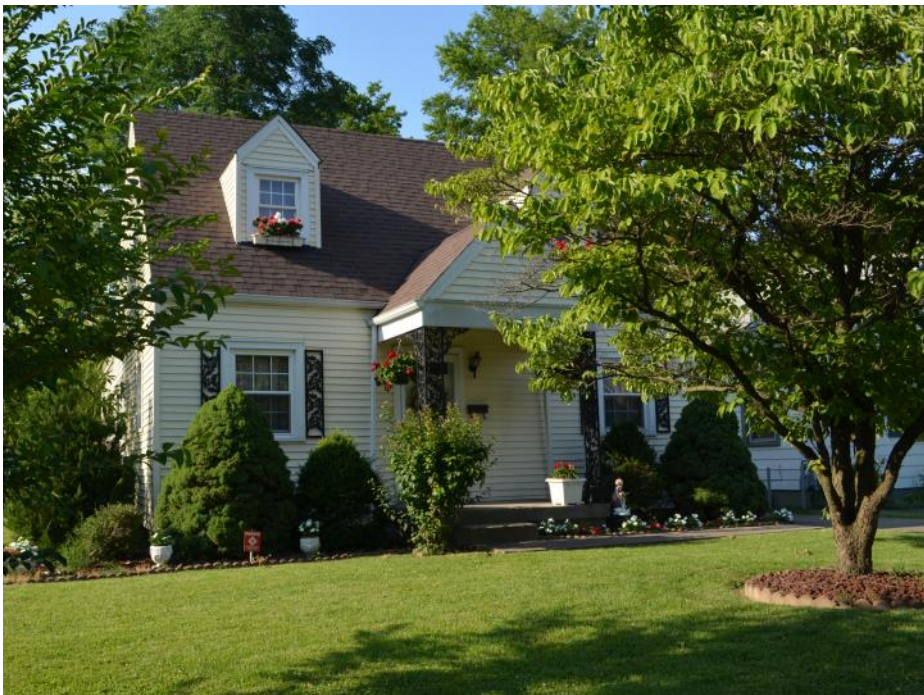
A unique, defining feature of the neighborhood is the amount of churches located within and surrounding the neighborhood. When walking through the neighborhood, one can see churches of various ages, architectural styles, and denominations: the classical stone building home to St. James Evangelical Reformed Church (built 1949); the more ornate, brick Most Blessed Sacrament Catholic Church and school complex (built 1963); the traditional southern steeple atop Southside Baptist Church (built in the 1920s); and the mid-century mural-adorned Grace Methodist Church. Churches are structural landmarks for the community, contributing to the visual character of the area, the sense of place, and access to amenities such as community gathering places, green space, and community events. Churches also have social benefits, as they offer opportunity for neighbors to connect to one another and also to those from other parts of the city that attend. They can also offer programs to benefit area youth and elderly populations.

Wyandotte Park is another defining amenity for Oakdale. Originally an anchor for development, it is now an anchor for family and youth activities and seen as a major asset by residents, drawing people from within the neighborhood and others from around Louisville. On any given weeknight, one can witness families coming together around cookouts to watch their children play on the playground, to practice in one of the youth sport leagues or play pickup basketball.

The connection to Churchill Downs is a significant source of pride for Oakdale residents. Some neighbors can see the twin spires and horses from their front porches. This association not only connects the neighborhood to a world-famous local amenity, but also to the rich history of Kentucky as the “Thoroughbred State”.







## DEMOGRAPHIC PROFILE

**Table 3: Oakdale Plan Area Demographics Profile**

<b>Race and Ethnicity</b>	<b>Oakdale</b>		<b>Metro Louisville</b>		<b>Metropolitan Statistical Area</b>	
Total Population	4,278		597,337		1,235,708	
One Race						
White	3,225	75.4%	421,439	70.6%	993,984	80.4%
Black	768	18.0%	136,705	22.9%	173,033	14.0%
American Indian	22	0.5%	1,532	0.3%	3,078	0.2%
Asian	30	0.7%	12,903	2.2%	19,830	1.6%
Pacific Islander	1	0.0%				
Some Other Race	102	2.4%	10,487	1.8%	20,249	1.6%
Two or More	130	3.0%	13,873	2.3%	24,855	2.0%
Hispanic	217	5.1%	26,790	4.5%	48,995	4.0%
<b>Age Distribution</b>	<b>Oakdale</b>		<b>Metro Louisville</b>		<b>Metropolitan Statistical Area</b>	
0-19	1228	28.7%	156,906	26.3%	325,618	26.4%
20-39	1196	28.0%	165,652	27.7%	323,610	26.2%
40-59	1218	28.5%	167,738	28.1%	356,352	28.8%
60-79	510	11.9%	58,531	9.8%	186,443	15.1%
80+	127	3.0%	21,780	3.6%	43,685	3.5%
Median Age	35		37		38.1	

*Data Source: US. Census Bureau, 2009-2013 American Community Survey 5-Year Estimates*

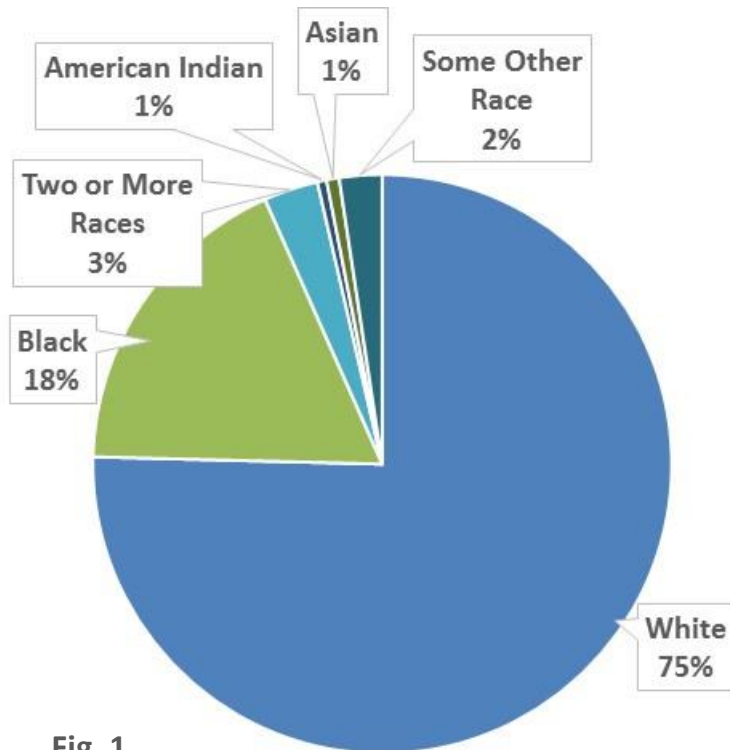




Oakdale is an average size neighborhood with 4,278 residents. The demographic breakdown of Oakdale is very similar to Louisville Metro as a whole. The neighborhood population is 49.1% Male and 50.9% Female. Of the residents in the area, 75% are White, 18% Black, and 5% are Hispanic.

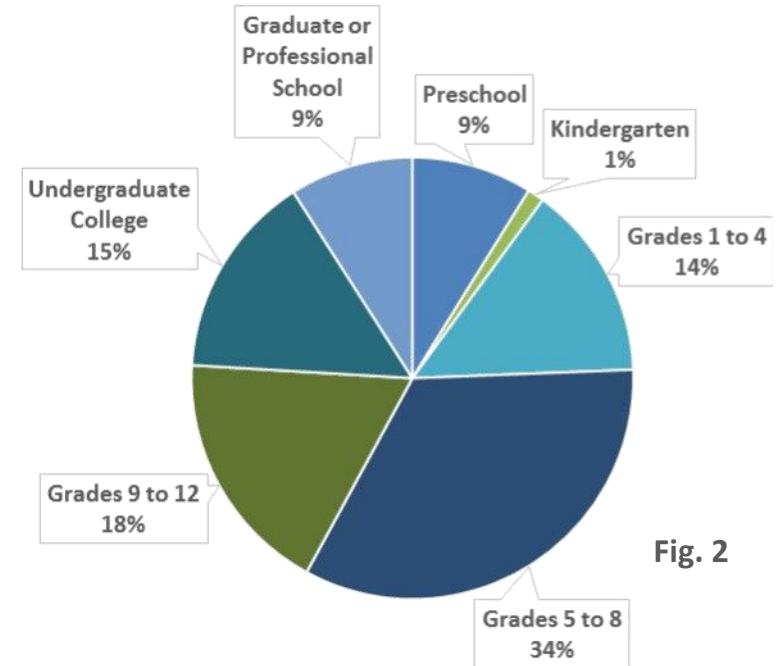
The median age is slightly lower than the rest of the Metro area, but not by much (35 versus 37 and 38). This is most likely because Oakdale has a slightly higher percentage of residents age 0-19 (28.7%). Overall, there is an even split between the major age groups in the Oakdale neighborhood plan area, with the exception of the elderly population, with almost 15% of residents over 60 years of age. This distribution reflects that of the Metro area.

**Oakdale Population by Race/Ethnicity**



**Fig. 1**

**Oakdale Population Ages 3+ Enrolled in School**



**Fig. 2**

Oakdale has a similar proportion of its population enrolled in school. Estimated at 21.2% of Oakdale residents, or 907 individual residents, school enrollment Metro wide is 25.3%. Of those enrolled in school in the Oakdale neighborhood, a majority are Middle School students. However, there is a significant proportion of residents enrolled in college (undergraduate and graduate school) in the planning area. Residents identify the large number of future professionals and potential high wage-earners as a major asset for the neighborhood.

## INCOME & ECONOMIC PROFILE

Table 4: Oakdale Plan Area Income & Employment Profile

Income & Employment Profile		Oakdale		Metro Louisville		Metro Statistical Area	
<b>Median Household Income</b>		\$30,291		\$44,159		\$44,793	
<b>Per Capita Income</b>		\$15,841		\$26,098		\$27,013	
<b>Households below poverty level</b>	388	23.0%	69,427	14.2%	42,410	17.3%	
<b>Occupation (Age 16+)</b>	1,670		276,828		582,490		
Transportation and material moving	284	17.0%	24,731	8.9%	48,918	8.4%	
Office and administrative support	270	16.2%	40,062	14.5%	86,441	14.8%	
Food preparation and serving related	250	15.0%	17,131	6.2%	32,986	5.7%	
Sales and related	170	10.2%	29,137	10.5%	61,942	10.6%	
Production	113	6.8%	19,857	7.2%	45,487	7.8%	
<b>Commute to Work</b>			271,564		570,789		
Car alone	1,199	71.8%	221,455	81.5%	475,375	83.3%	
Carpool	168	10.1%	23,485	8.6%	51,443	9.0%	
Public Transportation	124	7.4%	8,987	3.3%	11,246	2.0%	
Walk/Bike	124	5.0%	6,799	2.5%	10,545	1.8%	
Work at Home	14	0.8%	7,655	2.8%	17,094	3.0%	
Other means	81	4.9%	2,874	1.1%	4,481	0.8%	
<b>Avg. Commute Time</b>		N/A *	22.2 minutes		23.5 minutes		

Data Source: 2009-2013 American Community Survey

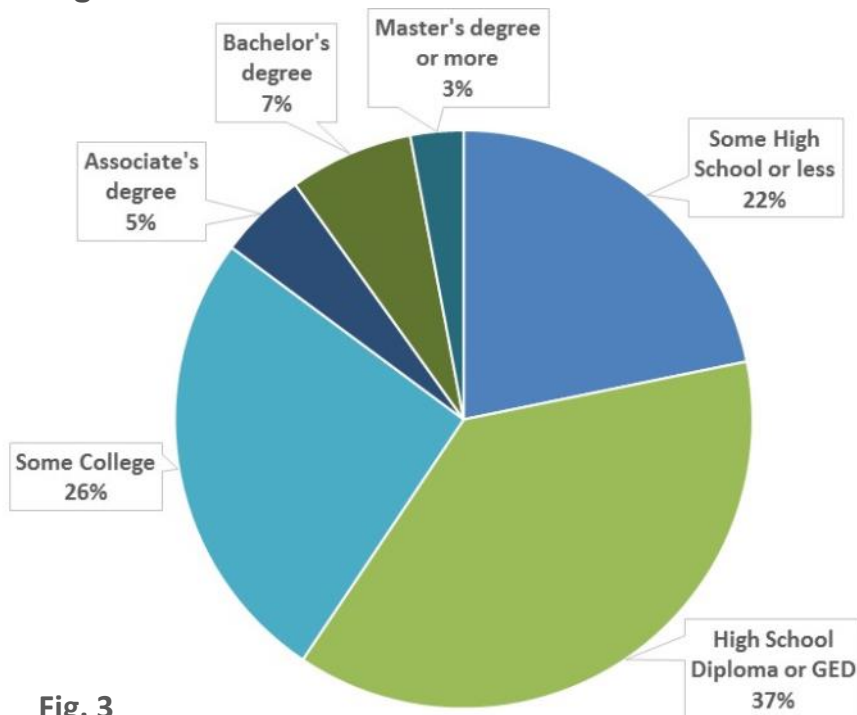
\*ACS data unavailable due to sample size



Household income is the most visible distinction between the Oakdale neighborhood and the averages for the rest of Louisville. While median income over all of Louisville and the surrounding region is \$44,000, the median household income in Oakdale is \$30,291. Per capita income in the plan area is \$15,841 per Oakdale resident, versus \$26,098 for the average Louisville resident. Oakdale also has more people living below the poverty level than the metro area (23% in Oakdale versus 14.2 for Louisville Metro).

Oakdale has traditionally been a working class neighborhood, which still rings true today. The major trades for residents are in transportation and logistics, administrative support, food preparation, sales, and production. Oakdale residents hold these occupations at higher rates than the city as a whole. This may be due to the central location of the neighborhood in relation to nearby logistics hubs and business corridors, as well as mid- and low-wage earners seeking out the affordable homes in the area.

### Oakdale Adult Educational Attainment Ages 25 and Older



Educational attainment for Oakdale residents is lower than the averages across Louisville Metro. For ages 25 and older, 59% of Oakdale residents have a High School diploma or less as compared to only 38.4% across Louisville. 10% of Oakdale residents have a Bachelor's degree or more, versus 31.6% for Louisville Metro.

In terms of getting to work, Oakdale residents predominantly use the personal car, but a significant number (10.1) carpool. Additionally, 7.4% of residents use TARC, the public bus system. One of many assets in the Oakdale area is the great access to public transportation. While the sample size is not big enough to estimate an average commute to work, an estimated 22.5% of residents have a 10 to 14 minute ride to work. 80% of residents are estimated to fall within the 10 to 34 minute commute time.

Fig. 3

## HOUSING PROFILE

Table 5: Oakdale Plan Area Housing Profile

Housing Profile	Oakdale	Metro Louisville	Metropolitan Statistical Area
<b>Total Units</b>	1,908	272,876	541,454
<b>Median Home Value</b>	\$71,737	\$139,700	\$147,100
<b>Median Rent</b>	\$587	\$570	\$584
<b>Tenure</b>	1,702	244,674	490,090
Owner Occupied	951    55.9%	149,455    61.1%	332,486    67.8%
Renter Occupied	751    44.1%	95,219    38.9%	157,604    32.2%
<b>Median Year Built</b>	1948	1967	1973
<b>Total Households</b>	1,702	246,438	414,445
<b>Average Household Size</b>	2.51	2.37	2.44

*Data Source: US. Census Bureau, 2010 Census and 2009-2013 American Community Survey 5-Year Estimates*

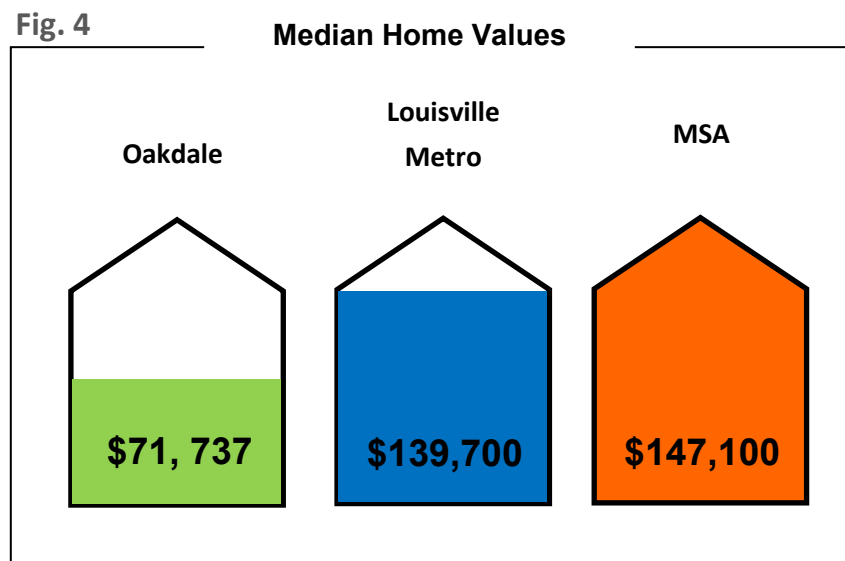


There are 1,702 households in the Oakdale neighborhood area. Further evidence of the family-oriented nature of the neighborhood, 1,036, or 60.1%, of households are families. While the average household size is 2.51, those households considered families average at 3.12 residents, both larger averages than the Metro area. Some households are also multi-generational (98 households, or 6%).

Of the 1,908 total units in the Oakdale neighborhood, an overwhelming majority (87.5%) are single family residences. This means that the 44.1% of residents who are renting, many of them are renting a single family home and there are very few multi-family units. Home ownership in the neighborhood is slightly lower than the Metro-wide average.

Homes in the Oakdale neighborhood are older than the average across Louisville Metro, as is to be expected in a historic area. The establishment of Oakdale in the early 20th century predates modern suburban expansion and more contemporary homes which are found throughout the Metro area. While many homes are older, they carry the unique character of their era and serve as to landmark the neighborhood in Louisville's rich history.

The median home value in Oakdale is significantly lower than both Louisville Metro and the greater Metropolitan Statistical Area. Home values can be less because of the smaller size of many of the structures, as well as the age of the home. This is an asset because it means the cost of housing is less, meaning housing is affordable to this area and attractive to many. It is a great opportunity for young families or adults to purchase their first homes, or for those looking to have a low cost of living with as they near retirement age. Lower prices mean that those earning mid- to low-incomes have a better chance at affording home ownership. Property taxes are low and the homes are mostly smaller, less to manage. However, low housing values can also be a challenge as those who are looking to sell have a difficult time earning what they deem a fair price, or some buyers could perceive low home values as being linked to issues in the area that affect the value.



*Data source: 2009-2013 American Community Survey 5-year estimates*



## QUALITY OF LIFE SURVEY

Oakdale residents completed a Quality of Life Survey as part of the information gathering process. Residents could fill out a paper copy at one of the community workshops or at a neighborhood association meeting. A link to an online version of the survey was disseminated via email and the neighborhood association’s social media page. Of 53 respondents, 17% rated their overall experience living in the neighborhood as poor, and 32% rated their experience as fair. Only 59% rated their experience good, and none rated it as excellent. 40% of survey respondents disagreed with the statement “I think this neighborhood is a good place to live.”

Oakdale residents completed the same Quality of Live Survey in 2005 as part of a neighborhood assessment project with the Center For Neighborhoods. The results are used here as a comparison to current day responses in order to illuminate any trends about the neighborhood itself or resident’s perceptions of the neighborhood. Overall ratings of the neighborhood are in general slightly poorer in 2016 than in 2005.

**The top three reasons survey respondents gave for continuing to live in the neighborhood were its easy access to grocery stores and other retail, proximity to work, and the affordability of housing.**

One survey respondent cited “centrality to the city” as the best thing about the Oakdale Neighborhood. This sentiment was echoed during the community workshops, where participants also listed connectivity as one of Oakdale’s greatest assets. In the survey, respondents added comments such as “easy access to most things” and “close proximity to work downtown” and the neighborhood was described as “convenient” and having “a centralized location”. Residents rated accessibility to local amenities and work by TARC and automobile favorably.

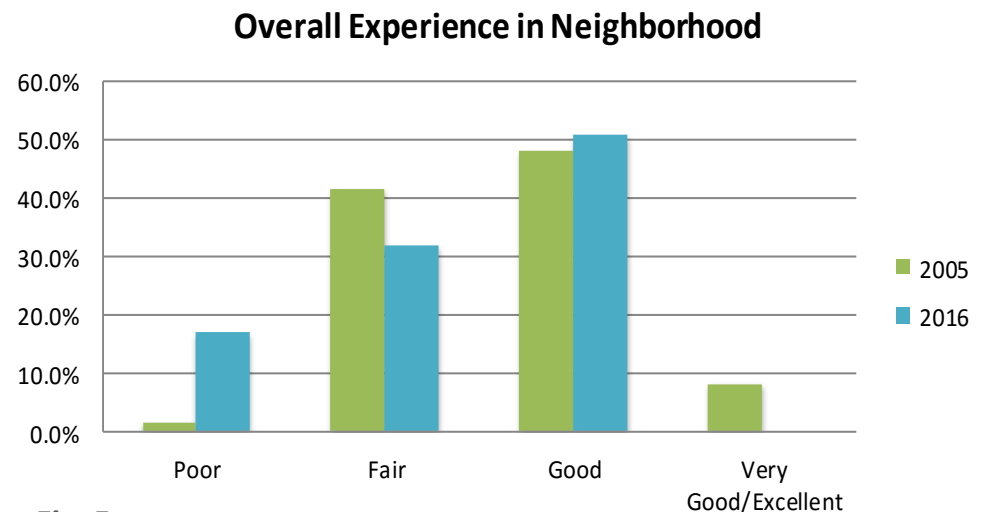


Fig. 5



Several survey respondents commented on their love for their homes. Housing prices were cited as major reasons individuals remained in their home, explaining that they either could not find a better value or could not afford to move. Many survey respondents have lived in the Oakdale neighborhood for years, some with generational ties to their specific home or block.

Social connections are also strong among some neighborhood residents, with survey respondents repeatedly writing in that people and the friendliness of neighbors as the best thing about Oakdale. For others, sentiments about social cohesion are mixed. The ability to recognize one’s neighbor was only moderately ranked, with 22% somewhat disagreeing and 50% somewhat agreeing. When asked whether residents work together to solve problems, the results were mixed across the spectrum, but a majority of respondents (42%) somewhat disagreed. Social connection is not only important to build capacity for solving problems as a community, but also for creating confidence and trust that the community has the ability to affect change. Survey respondents again were very mixed, but slightly more positive in response to the direct question “I can directly affect the quality of my neighborhood.”

**The top three reasons respondents stated for leaving the neighborhood were concerns about safety, unattractive or unkempt property, and a lack of safe places for children to be active.**

Crime is a significant concern for many residents, expressed in almost all survey responses. Only 1 respondent of 53 stated that the neighborhood was free from crime. When rating “safety from crime” on a scale of poor to excellent, 55% of responses rated the neighborhood poorly, 25% fairly, and only 15% rated the neighborhood “good”. Many respondents strongly disagreed with the statement “I feel safe walking in my neighborhood” (45%). One resident commented “it’s not safe to walk or ride a bike in the neighborhood,” citing speeding issues and drug use.

Anecdotally, residents have identified specific areas where illegal dumping has occurred. Only 17% of respondents agreed that buildings in the neighborhood were occupied. Property maintenance was one of the most common responses regarding the “major problem” facing the neighborhood. One respondent described the neighborhood as having “lots of boarded up houses, or lawns where houses used to be overgrown with grass.” Another expressed concerns about dumping in alleys, and still another about dumping at Semple Elementary School.

The removal of the Boys and Girls club from the neighborhood community center was specified as a concern, as well as an overall lack of youth programming for neighborhood children. 74% did not think that the neighborhood was a good place to raise children.



Survey responses to “What do you see as the major problem(s) facing your neighborhood?”

**“I feel safe walking in my neighborhood.”**

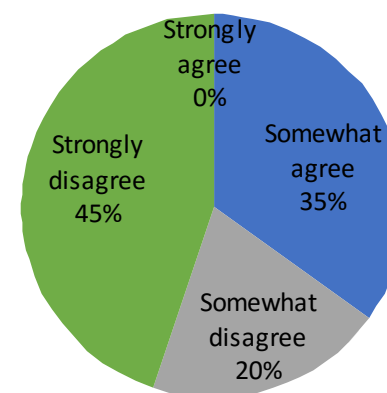


Fig. 6

Overwhelmingly respondents listed the Southland Terrace and Central Boulevard shopping centers as their main commercial areas. A few also stated that they shop along Taylor Boulevard and at Iroquois Manor. All of these options are within only a couple mile radius of the neighborhood, which most respondents were satisfied with. The proximity to grocery and other retail was satisfactory. By a wide margin survey respondents stated that there are already too many fast food restaurants, and that the new development that they would most like is a moderately priced, sit-down local restaurant.

Speeding on neighborhood streets was another low scoring aspect; 56% of respondents disagreed that traffic flows smoothly through the neighborhood. Comments on speeding from the survey encompass concerns around the individuals driving too fast down residential streets and the lack of enforcement of speed limits and stop signs. Residents echoed this sentiment and identified specific areas where traffic control is a problem during the community workshops.

Comparing the survey data from 2005 and the present can illuminate any changes or trends in the conditions or perception of neighborhood quality (opposite page). While there were 90 respondents in 2005 and 53 in 2016, the general sentiments of neighborhood residents are still comparable. The statements that received the strongest agreement from respondents are different between the two surveys, with two exceptions. In both instances, residents feel that they can count on their neighbors for help and are satisfied with their trash collection services. It is important to note that in 2005, the number one agreed upon statement was “I feel at home in my neighborhood.” In 2016, the same statement only received 15% strong agreement, with over 33% in disagreement.

Statements that received the strongest disagreement are also similar in many ways. The existence of criminal activity, the concern for quality education for youth, and the existence of vacant buildings are all acknowledged by residents. The biggest difference illustrates a positive social and leadership change in the neighborhood. In 2005, most people disagreed that any meetings were occurring to address problems in the neighborhood. In 2016, one of the top agreed upon statements was that residents felt they could directly impact change in their neighborhood. Although different statements, both generically speak to neighborhood empowerment and organization, in specific context of affecting positive change about problems in the area.

When comparing how respondents ranked the distinct aspects of life in the Oakdale neighborhood, connectivity and access to TARC consistently received the highest marks. A close second was the affordability of housing choices in the area, followed by the availability of amenities such as shopping and libraries. The fact that these aspects of life are consistently positive over time indicates that Oakdale was and remains a viable and attractive neighborhood for many. Aspects with the biggest differences between 2005 and 2016 are garbage and litter control, the availability of youth programs, safety from crime, and the quality of sidewalks. The decline of these current conditions is a concern for residents, and has guided much of the community discussion and informed the recommendations in this plan.

## Neighborhood Resident Survey

### 1. Overall, how would you rate your experience living in your neighborhood?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>

### 2. Please rate the following conditions of life in your neighborhood. (poor, fair, good, or excellent)

	Poor	Fair	Good	Excellent
a. Safety from crime				
b. Traffic speed enforcement				
c. Surface quality of streets				
d. Surface quality of sidewalks and/or bike trails				
e. General upkeep of property within the neighborhood				



Respondents most strongly agree with the following statements:	
2005	2016
1. I feel at home in my neighborhood. 2. If I really needed them to, one of my neighbors would provide some small immediate help, such as a ride to the doctor's office or loaning me \$10.00. 3. I am satisfied with the trash collection services in my neighborhood. 4. I hope and expect to live in this neighborhood for a long time.	1. If someone asked me for directions, I would stop to help. 2. If I really needed them to, one of my neighbors would provide some small immediate help, such as a ride to the doctor's office or loaning me \$10.00. 3. I can directly affect the quality of my neighborhood. 4. I am satisfied with the trash collection services in my neighborhood.
Respondents most strongly disagree with the following statements:	
2005	2016
1. There are no illegal activities (such as drug dealing, prostitution, or gang activities) taking place in my neighborhood. 2. A child can receive a good quality education at the public school in or closest to my neighborhood. 3. There are no vacant or abandoned buildings in my neighborhood. 4. My neighbors and I have met to do something about a neighborhood problem.	1. My neighborhood is free from crime, such as drug dealing, prostitution, or gang activities. 2. Every building is occupied, either by people living in them or by businesses such as stores and workplaces. 3. My neighborhood is a good place to raise children. 4. A child can receive a good quality education at the public school in or closest to my neighborhood.

## Rate the Following Aspects of Life in the Oakdale Neighborhood

4.0 = Excellent 3.0 = Good 2.0 = Fair 1.0 = Poor

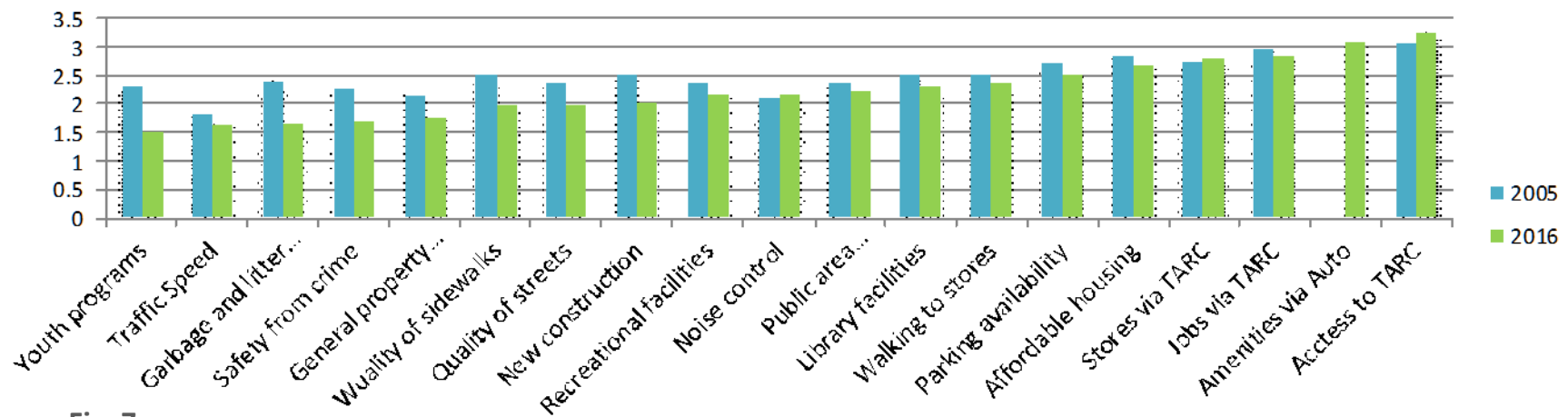


Fig. 7

## CRIME

Oakdale residents identified community safety as a primary concern in Advisory Group meetings, through the Quality of Life survey, and at both community workshops. Some residents stated that fear of crime prevents them from walking the neighborhood. Residents are concerned specifically with drugs, violent crime, and theft. LMPD data from 2012—2015 shows slight upticks in overall crime in the neighborhood. Drug violations are down, but drug equipment violations have increased. Violent crime and weapons law violations have also increased in recent years. Property-related crimes, such as motor vehicle theft, have increased, while other have remained the same.

Louisville Metro Police Department (LMPD) has increased its presence and the District Resource officer has dedicated extra time to the area and intentionally connecting with residents. Block watches are an effective tool to increase community commitment to watchfulness and using social connections to engage with their neighbors in positive ways. Additionally, effective prevention strategies, such as programming for neighborhood youth and increasing economic opportunities for young adults, can protect residents from the social and economic factors that put them at risk for engaging in violence. Oakdale residents expressed interest in exploring prevention strategies and ongoing monitoring of crime information.

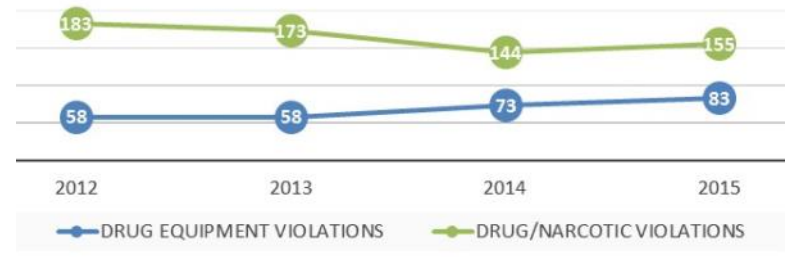
**Table 6: 2015 Part I Crime**

Oakdale population = 0.7% of Jefferson County population

2015 Part I Crime Statistics									
	Auto								Total Part I Crimes
	Burglary	Theft	Theft	Larceny	Robbery	Homicide	Rape	Assault	
Oakdale	91	51	56	83	16	2	5	33	338
% Jeff. Co.	1.4%	1.6%	0.8%	1.2%	1.0%	2.6%	3.3%	1.5%	1.0%

Data Sources: 2010 Decennial Census; Louisville Metro Police Department (2016)

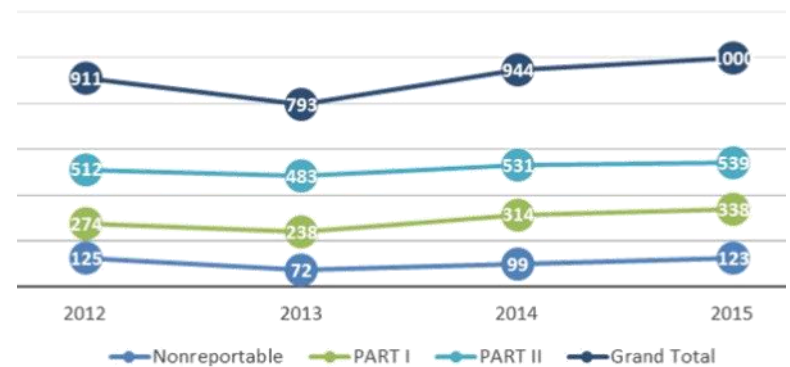
**Fig. 8 Drug Violations in the Oakdale, 2012 - 2015**



**Fig. 9 Oakdale Property and Violent Crime, 2012-2015**



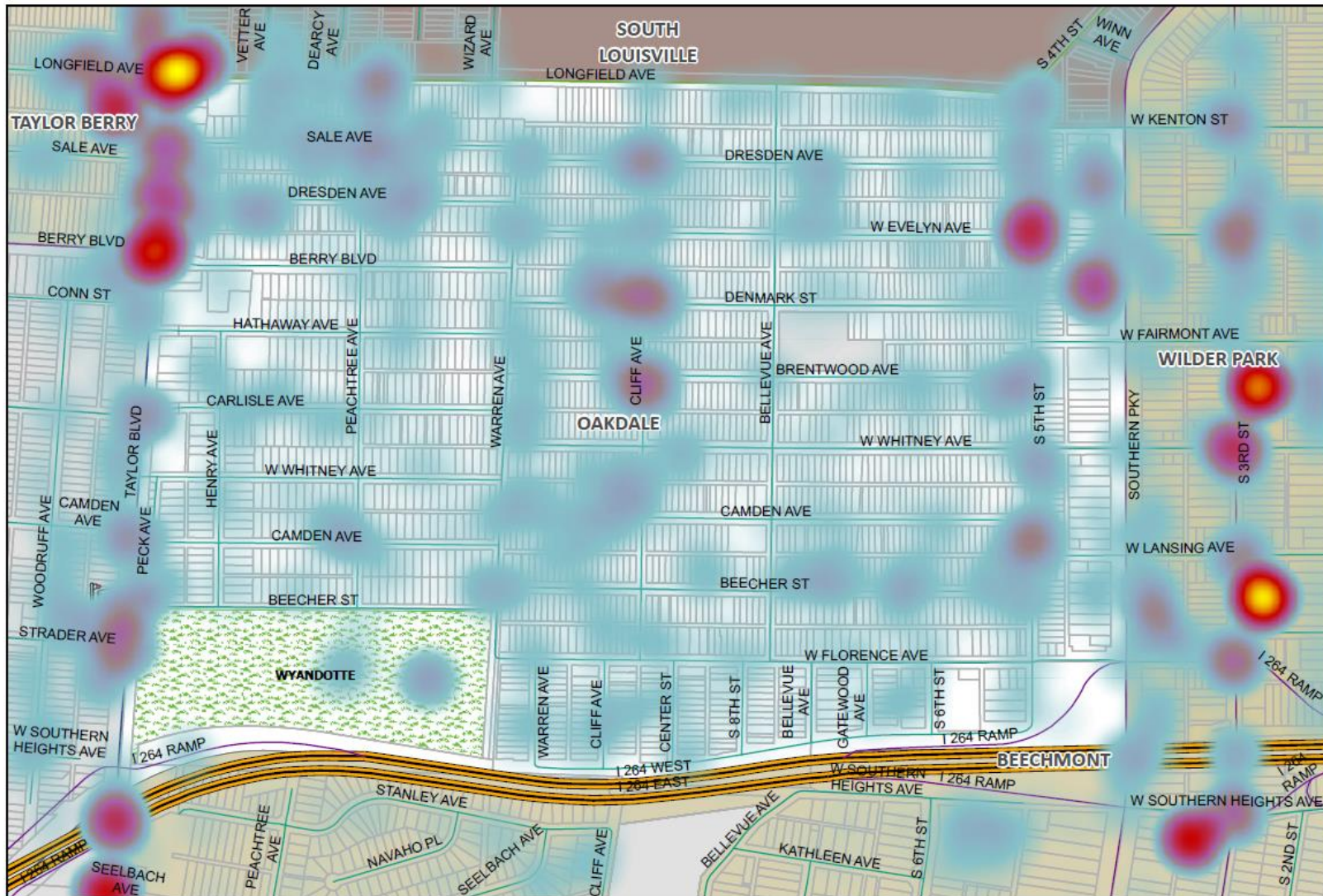
**Fig. 10 Oakdale Neighborhood Crime Totals, 2012-2015**







# MAP 3



0 0.05 0.1 0.2 Miles

**Oakdale Part 1 and Part 2 Crime  
2012 to Present**



## NEIGHBORHOOD ASSETS

Assets are anything (people, places, things) that add quality to community life. They can come in the form of institutions, organizations, formal and informal social networks, or physical attributes that provide economic or social benefits to residents. Identifying the community's strengths is foundational to positive change in the future. Using what the neighborhood has, instead of what it does not have, engages people in an encouraging and inclusive way. These strengths, when identified and engaged with each other, can be mobilized to build capacity from the ground up, enhancing relationships and neighborhood identity in the process.

Public institutions, such as Semple Elementary, are some of the easiest assets to identify within a community. They offer formalized structure, and consistently funded entities that provide services or programming for residents. Schools are particularly important to neighborhoods, as they offer educational, social and recreational activities, as well as bring in talent from other areas of the city through teachers and professionals.

Community organizations and churches are vital community assets, providing structure for social interaction, programs, and outreach to the neighborhood. Oakdale has The Salvation Army, which houses community gathering spaces for organizations like the Oakdale Neighborhood Association, as well as a gymnasium, is located at the park. The number of churches sprinkled within the neighborhood is unique, and they represent a variety of architectural styles that span from early 1900's stone to modern structures. These not only represent architectural and visual assets, but also community gathering spaces and a feeling of safety and social connection for the community.

Neighborhood businesses are also assets, as they boost the local economy and attractiveness of the area. In Oakdale, the most visible is Churchill Downs, the world-famous horseracing track. It is an anchor for the city of Louisville. Thousands of people come to "Derby City" each year for the running of the Kentucky Derby. The Churchill Downs campus borders the northern side of the Oakdale Neighborhood. Not only a physical and economic asset, Churchill Downs is a symbolic one: it represents a longstanding source of pride and the tradition of Kentucky horseracing. Retail and service options that enhance daily living, like the nearby grocery stores and businesses along Taylor Boulevard, are also Oakdale assets. Residents expressed the desire to increase the number of local business options, and see this as a crucial strategy for improving the area.

Physical features of the neighborhood, such as Wyandotte Park, which offers recreational space for families and youth, and which provides space for Metro Parks and other organizations to run youth sports leagues, can also be significant assets. The appearance of buildings, such as historic homes and churches are also assets which can be found in Oakdale, adding to neighborhood identity and creating a strong sense of place for neighborhood residents. The neighborhood's central location and proximity to major Louisville attractions and amenities, such as the University of Louisville, downtown Louisville, employment centers like UPS and logistic hubs, and its connectivity with the immediately adjacent 1-264 Watterson Expressway is a major asset and draw for the neighborhood.

People are the most important asset for community development. Every individual has talents, knowledge, and experience from living in the community that can be shared and used to improve quality of life. The Oakdale Neighborhood Association is an example of a formal social network. There are also many informal networks that exist between neighbors, between youth, in outreach ministries at local churches, comprised of many people who care about the wellbeing of the neighborhood, and where people can find the support they need. Identifying these groups, providing leadership development and support can build a grassroots, neighbor-level commitment and confidence in the neighborhood, and provides a platform for residents to act together with a common vision.





*Images, left to right: Residents utilize the playground at Wyandotte Park. Some of the many churches in the neighborhood, Our Lady of the Pillar Chapel. The Haitian Tabernacle, a previously unoccupied Baptist church, provides diversity and an opportunity to hear services in French. Churchill Downs, adjacent to the neighborhood, draws thousands of visitors annually. The Salvation Army maintains a community center, complete with meeting rooms and a gym at Wyandotte Park. Semple Elementary enrolls 500 students annually and offers Head Start and Pre-K programs.*







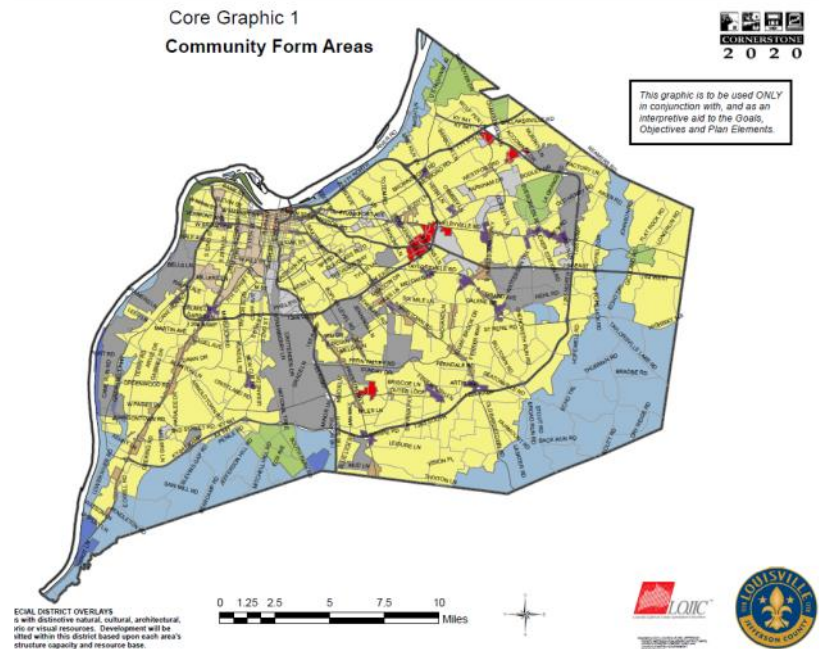
The primary purpose of the Oakdale Neighborhood Plan, owing to its relationship to Cornerstone 2020, is to understand the neighborhood’s desired future and make recommendations concerning the future zoning and form district designations. These community generated recommendations establish the framework for ensuring that future land use and form are consistent with the neighborhood’s stated vision.

Metro Louisville’s Comprehensive Plan, Cornerstone 2020, took a new approach to making land use decisions and set in place a two-tiered approach that strengthens the system of zoning for individual land uses. This new approach defines both form districts and zoning classifications to reinforce current and desired neighborhood character and development. The Land Development Code is the regulatory tool that works hand in hand with Cornerstone 2020 to implement its goals and objectives.

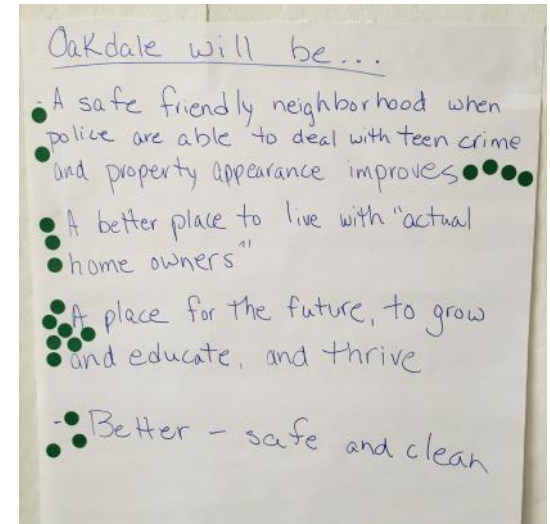
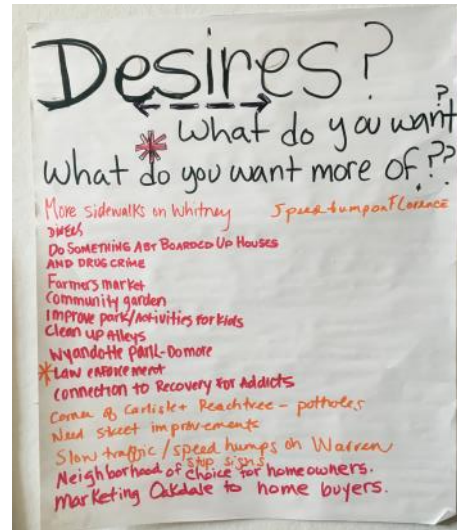
The Oakdale Neighborhood Plan area is within a Traditional Neighborhood Form District—a residential area with compact development that supports shops and allows open space, typically including older urban neighborhoods - and is predominantly characterized by single-family residential zoning at its core. Two busy corridors bound the plan area and include both commercial and campus area zoning. The neighborhood’s presence adjacent to the Watterson Expressway, Interstate 264, also places it next to an Interstate Right of Way Form District.

## PROCESS

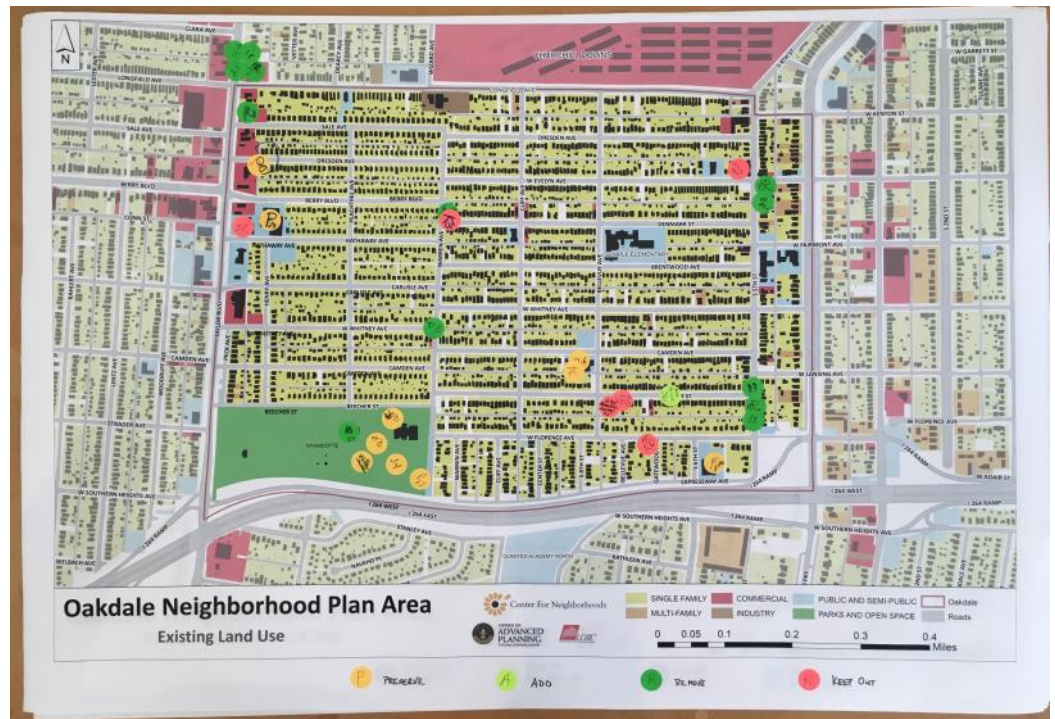
In developing the Land Use and Community Form component of the plan, the Advisory Group worked with other neighborhood residents and stakeholders - including property owners, business owners, representatives of civic and religious institutions and elected officials - in a series of meetings and workshops to affirm existing zoning and land use designations that support the neighborhood’s vision and articulate desired changes to enhance the neighborhood in the future. In meetings and workshops, neighborhood residents were briefed on Cornerstone 2020, the role of form districts and zoning classifications, and generally the allowable uses in the current zoning districts within and around the Oakdale Neighborhood. Residents were given the opportunity to define their own desired changes, and through hands-on activities and group dialogue, came to a consensus on the proposed future land use and future zoning maps included in this neighborhood plan.







Clockwise from top left: Residents review input on the maps and gather consensus on recommendations. Pioneer Hall, of Most Blessed Sacrament Catholic Church, hosted plan meetings. Residents described their desires for the future of the neighborhood and voted on their favorite phrases for the vision statement. A completed map from one of the P.A.R.K. exercises. Residents participated in marking maps along with facilitators from the Center For Neighborhoods.





## COMMUNITY INPUT

Throughout the planning process there was a general consensus from stakeholders regarding neighborhood land use, zoning and future neighborhood character. One of the key stakeholder input activities that was used during the first community workshop was the P.A.R.K. exercise which allowed individuals and small groups to identify key land uses that wanted to Preserve, Add, Remove or Keep Out of the plan area. Key uses and issues highlighted by the P.A.R.K. exercise are listed below.

<b>Preserve</b>	<ul style="list-style-type: none"> <li>Wyandotte Park</li> <li>Salvation Army</li> <li>Semple Elementary</li> </ul>	<ul style="list-style-type: none"> <li>Single family homes</li> <li>Churches</li> <li>Paddock Restaurant</li> </ul>		
<b>Add</b>	<ul style="list-style-type: none"> <li>Homeownership</li> <li>Farmer's market</li> </ul>	<ul style="list-style-type: none"> <li>Department stores</li> <li>Local sit down restaurants</li> <li>Community garden</li> </ul>	<ul style="list-style-type: none"> <li>Amenities to Wyandotte Park (football field, play ground equipment, pool)</li> <li>Police patrols</li> </ul>	<ul style="list-style-type: none"> <li>Family friendly local businesses</li> <li>Youth activities</li> </ul>
<b>Remove</b>	<ul style="list-style-type: none"> <li>Commercial at Denmark and Cliff Avenues</li> <li>Bars and liquor sales</li> </ul>	<ul style="list-style-type: none"> <li>Rooming houses</li> <li>Adult stores</li> <li>Drugs, crime</li> </ul>	<ul style="list-style-type: none"> <li>Unkempt alleys</li> <li>Check-cashing businesses</li> </ul>	<ul style="list-style-type: none"> <li>Vacant building at Wyandotte Park</li> <li>Trash, illegal dumping</li> </ul>
<b>Keep Out</b>	<ul style="list-style-type: none"> <li>Liquor stores</li> <li>Vacant homes</li> </ul>	<ul style="list-style-type: none"> <li>Illegal activity</li> </ul>		

## NEIGHBORHOOD CORRIDORS

Commercial corridors are assets for neighborhoods, as they are drivers for future development and uses that enhance the neighborhood's quality of life. The retail and service options along major corridors bring visitors to the area and along with them economic and social capital. A vibrant corridor offers opportunity to residents for shopping, interaction, access to amenities and to transportation options, and creates a space where people want to live.

As previously stated, the major corridors of the Oakdale neighborhood are Taylor Boulevard and Southern Parkway. Taylor Boulevard is a busy corridor with a wide range of commercial uses: mechanics, retailers, local services, and fast food restaurants. The corners of Taylor Boulevard and Longfield Avenue and Taylor and Berry Boulevard are the busiest intersections, with C2 commercial uses such as gas stations, tire sales and adult entertainment. Going south along Taylor provides a mix between C1, C2, and residential uses. While the use of the structures for neighborhood businesses was generally seen as a positive by the residents, the inconsistent building styles and mixture of uses - including retail, civic buildings, daycares, multi-family homes, bars and single family homes - fails to communicate a clear sense of place and small neighborhood character at the gateway to the Oakdale neighborhood.

The differences in land use and zoning between Taylor Boulevard and Southern Parkway show how an unplanned approach versus a planned approach result in varied outcomes. While Taylor Boulevard is a mixture of styles and uses that has clearly developed and changed over time, often without a planned approach and without the vision that comes from an integrated plan, Southern Parkway is intentionally residential with commercial uses at corners only, set back under mature trees and protected side streets. The design of the Southern Parkway corridor clearly communicates a residential neighborhood character, and organizes uses in a manner that protects the integrity of these residential blocks.

While there were no recommendations from workshop participants to change uses along Southern Parkway, there was clear input on removing more intensive and adult-oriented uses from Taylor Boulevard and keeping more intense commercial uses from within the neighborhood core. The community strongly indicated a desire for additional neighborhood serving retail and restaurants, particularly new sit-down restaurants and coffee shops.







## SINGLE-FAMILY HOUSING

Oakdale embodies the traditional early-20th Century single family residential neighborhood. Within the neighborhood core, the housing stock is almost exclusively single family. Most homes are small, one or two story dwellings with traditional fronts and simple design. Streets along the exterior of the neighborhood tend to have larger homes and a limited amount of multi-family structures. This housing pattern is similar to adjacent and other neighborhoods in the area.

The best example of the simple, small home is along Beecher Street. Vernacular working class homes provide a reasonable and attractive style of home for small families or single dwellings. These homes are close together, on small, easy to maintain parcels. Along 5th Street and Southern Parkway are larger homes. Some are similar traditional housing styles, but many were built in the craftsman style consistent with homes built between the 1920s and 1940s, with strong eaves and large porches. Oakdale has some gems hidden along the quiet residential streets, such as a home at the back of the neighborhood near the Watterson Expressway that shows the unique expansion of the smaller original structure into a larger home (pictured), several striking examples of cottage homes, and a traditional 19th century style Victorian home that sits along 5th Street.

Multi-family structures are mostly found along Southern Parkway and just outside the neighborhood boundaries. These housing options include apartments and duplexes created from subdividing large homes. While there is a significant amount of renters residing in the neighborhood, many live in single family homes.

It should be noted that the median home value in Oakdale is lower than the Louisville Metro median. This is an asset for attracting new and young homeowners, who appreciate the affordability of the area, as well as for maintaining older residents living on a fixed income. However, it is a source of concern for some property owners interested in protecting their personal equity, who hope to encourage the housing market to improve. Residents recommended limiting zoning within the neighborhood to only single-family dwellings to support a quaint, quiet area attractive to homebuyers.

Community input consistently indicated property maintenance as an area of concern. There is a significant number of homes with maintenance issues, ranging from peeling paint to boarded windows or deteriorating porches, to trash in the front yard. Residents expressed wishes for stricter and more consistent code enforcement, as well as for groups to assist in programs to help address maintenance issues. Vacancy is an issue that effects the entire neighborhood plan area, but there are certain streets, such as Whitney Avenue and the streets surrounding Semple Elementary, that are particularly challenged by vacancy. However, there is anecdotal evidence of economic upturn in the area, as many homes seem to be undergoing renovation and trash removal.



## VACANT AND ABANDONED PROPERTIES

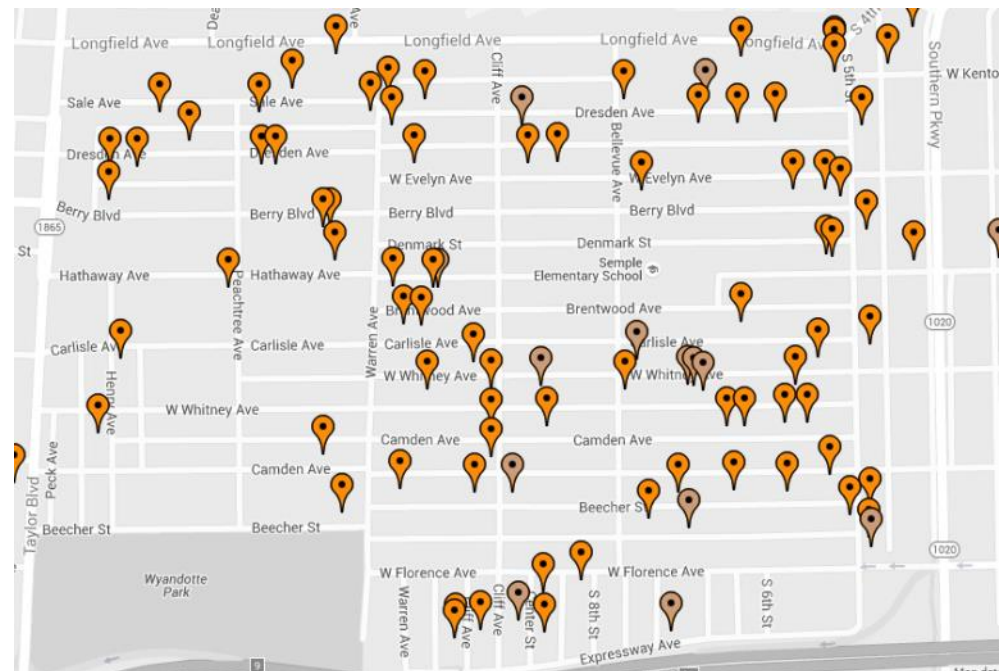
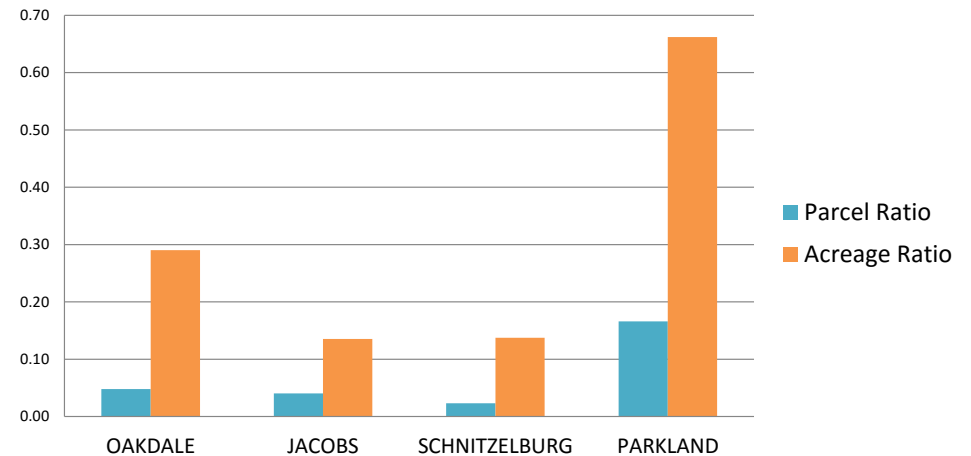
Since the 2007 recession and subsequent housing crisis in 2008, many neighborhoods have faced issues with maintaining home ownership. Oakdale is one of many neighborhoods that have identified the need to address vacancy and property maintenance.

It is difficult to track vacancy data because home occupancy is fluid and sometimes properties are only temporarily vacant. Therefore, the Vacant and Public Property Administration of Louisville Metro Government (VAPP) uses proxy data to track the prevalence of vacant and abandoned lots and structures across Louisville/Jefferson County. Vacancy information is derived from code enforcement data. There is a direct relationship between code violations and vacancy: if no one is maintaining the property, there is likely to be high grass, potentially peeling paint or other property maintenance issues. Once the Code Enforcement Officer visits the property, they then mark whether the property is occupied. Through this data, VAPP does not have an individual accounting for each and every vacant property, but can identify problem areas and prevalence at the neighborhood level.

As of March 2016, Oakdale had a total of 101 properties with code violations of some sort. This averages to nearly .05 properties per parcel in the neighborhood planning area, and one property for every 0.29 acres. This is slightly more than the adjacent Jacobs Neighborhood, which has a similar housing stock and demographics. The rates are significantly higher than Schnitzelburg Neighborhood, which has a comparable number of parcels and acreage. However, Oakdale's rates are still significantly lower than the Parkland Neighborhood, which has a comparable number of parcels.

A snapshot of current data (July 2016) from Louisville Metro Codes and Regulations website illustrates that identified unoccupied structures and lots with property maintenance violations are evenly dispersed throughout the Oakdale Neighborhood. Areas surrounding

### Vacancy Ratio Comparison by Neighborhood







Wyandotte Park, Semple Elementary, and Most Blessed Sacrament Catholic Church, as well as along Southern Parkway seem to be the exception.

Some homes are still occupied but suffer from general blight and lack of proper maintenance. Code violations are common, and can pile up fines and liens against the properties, causing financial hardship for home owners or renters, with the potential of foreclosure or eviction that results in vacancy. Residents expressed concern regarding the condition and maintenance of such properties, and are interested in how to encourage pride of property or assist those who cannot properly maintain their residence. Assisting residents with property maintenance is a critical preventative measure for keeping homes occupied.

Addressing vacant and blighted properties is important in supporting a vibrant housing market and the overall livability of the neighborhood. Occupied and well maintained neighborhoods have higher home values, lower crime, and are more desirable places to live. Local programs offer assistance to residents for home repairs and maintenance. Other groups offer neighborhood cleanup assistance and leadership development, helping neighborhood associations creatively engage residents in volunteerism and beautification.

Residents desire to coordinate with banks and other programs to advertise and recruit residents to participate in homeownership programs. Home ownership is an important foundation for growing personal wealth and neighborhood-wide stability. Programs such as the Land Bank, offer opportunity for individuals to purchase vacant properties for reduced cost, which is a deal for the buyer and also increases occupancy in the neighborhood.

Alternative reuse of vacant lots and other blighted areas in the neighborhood is an opportunity for residents to be creative and take ownership of projects within the area. Connecting with local organizations and agencies to place temporary uses and activities on these properties is a community-building opportunity to restore safe and clean spaces.

*Images, from top: a vacant lot on Whitney Avenue. A row of boarded up homes at Bellevue and Whitney Avenues. A vacant home sandwiched between two well-maintained, owner occupied residences.*



## PARKS & GREEN SPACE

Oakdale's major asset is Wyandotte Park, a large city owned park that houses two playgrounds, two baseball fields, walking paths, and a splash park. The park is a historic component of the neighborhood, and has been in existence since the foundational development of the area. The park is also home to the Salvation Army community center, which has several community meeting rooms and a gymnasium. The Oakdale Neighborhood Association meets regularly in the Salvation Army facilities.

Wyandotte Park hosts a vibrant pickup basketball scene and is one of the cornerstone locations for the Louisville Metro baseball program. In partnership with the Cincinnati Reds and Major League Baseball, Louisville Metro Parks hosts over 400 children at the park's baseball fields for summer day camps and leagues. In addition, weekly softball and t-ball programs are hosted at Wyandotte. Teams from around the city participate.

While the baseball fields are popular, the community buildings on the park property have room for improvement. There was a shared desire from neighborhood stakeholders for Wyandotte Park to update these facilities to reflect the needs of current residents, including youth programming and increased avenues for community engagement by local organizations and Metro Parks. They stated the old pool building, which is currently used for storage by Louisville Metro Department of Parks and Recreation, should be revitalized in some way to offer an amenity to the area instead of a remaining vacant. Lastly, because many of the residents feel unsafe walking in the neighborhood, some suggested adding more walking paths with lighting and crossings in and around the park so residents can walk in a safer, more open area.

Residents desired improvements to the connectivity along the park's boundaries. There are no pedestrian pathways or marked crossings between the residential streets and the park itself. There is no pedestrian access to the main corridor along Taylor Boulevard to the west, or to any of the adjacent neighborhoods.

Louisville Metro Parks developed a Master Plan for Wyandotte Park in 2007 (pictured). It includes increased walking paths and tree canopy, as well as new and improved recreational facilities.







*Images from Wyandotte Park, clockwise from top left: the Splash zone, the Salvation Army community center, families picnicking in the green space adjacent to one of two playgrounds, the old pool building, youth leagues utilize the fields for football practice.*



## TRADITIONAL NEIGHBORHOOD FORM DISTRICT MAP

The Oakdale Neighborhood planning area is a Traditional Neighborhood Form District. A type of zoning classification, form districts are an overlay to an area with a unified appearance, similar uses and development pattern. As stated in the comprehensive plan Cornerstone 2020, form districts dictate the specific community design context and standards. They identify land use that fits within the form of the existing community and provide guidelines for future development. This includes but is not limited to physical features, land use, community facilities, transportation, infrastructure, and investment or economic initiatives (C2020 Goal A). Form districts facilitate the creation of a sense of place for residents who live within the area. The area will therefore be easily identified because of its design and use. For example, within a neighborhood form district, buildings may have to follow certain design standards and uses to align with historical cues from surrounding buildings. This does not restrict development of the neighborhood, but only guides it to be compatible with the existing area. The goal is to preserve the look and use of an area and prevent major changes that may detract from its identity.

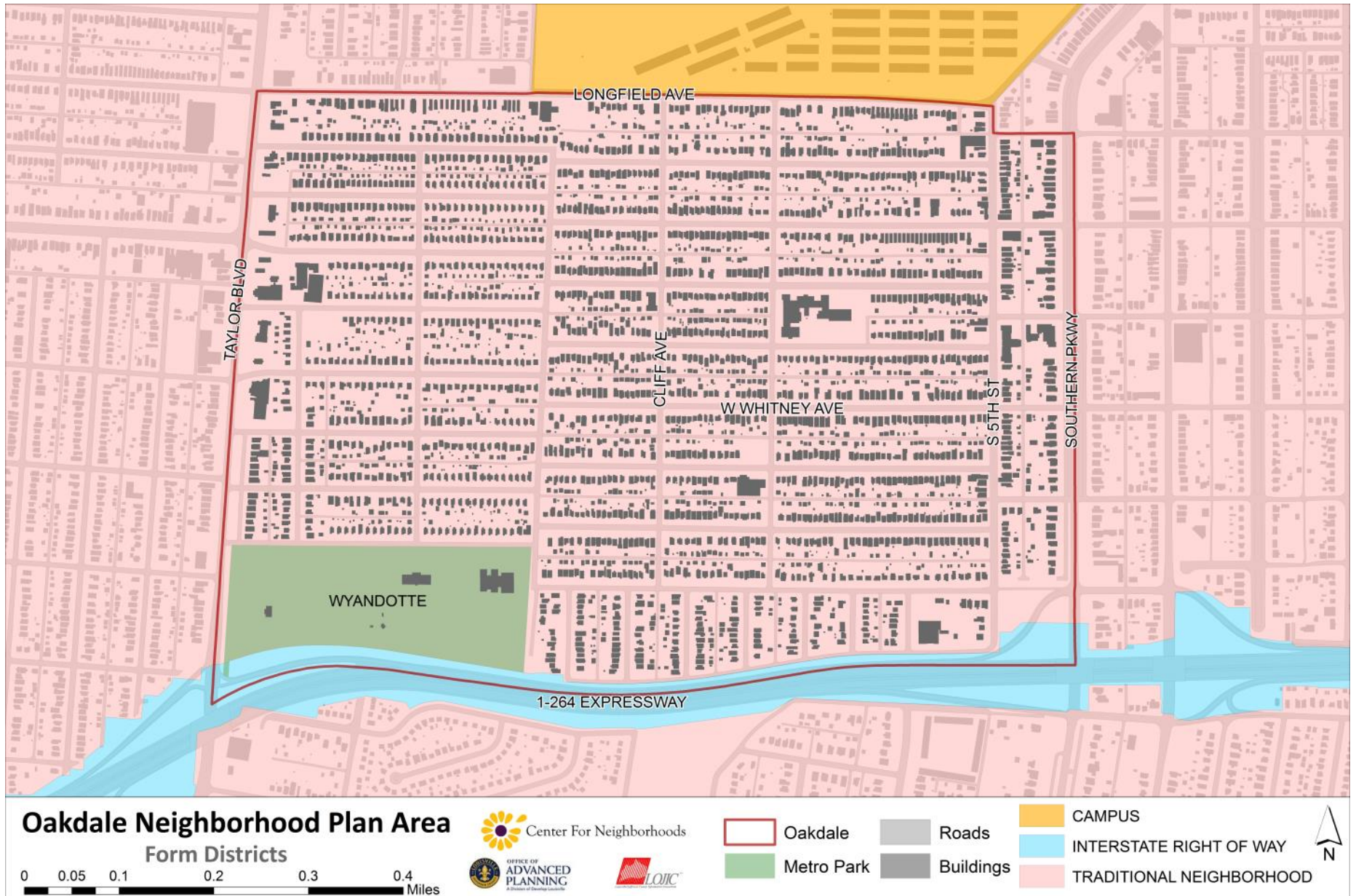
The Traditional Neighborhood Form District is one of many types of form districts found throughout Louisville Metro. Neighborhood districts are typically residential, with low to medium density. They allow a variety of housing types, subject to the form and appearance of the area (C2020 Goal C3). Overall, neighborhood districts exist to encourage safe and healthy places to live (C2020 Goal C1). Street patterns in Traditional Neighborhood districts are typically residential streets and secondary streets suitable for slow-speed traffic. These areas may border busier commercial corridors or arterial roads. Traditional Neighborhood districts can possess a range of density and housing types, so long as the primary use is residential. Sometimes offices may inhabit residential buildings. Other qualities include: alley ways, on-street parking, proximity to parks and open space, and proximity to marketplace corridors. Objectives for development in the Traditional Neighborhood Form District encourage residential, office and light/neighborhood-friendly commercial investment in distressed and vacant housing. More intense commercial and industrial development is discouraged even in distressed areas because it is incompatible with the existing form of a residential neighborhood. Heavier land use can represent safety hazards and threaten property values (C2020 Goal C3.2).

The Oakdale Neighborhood fits the characteristics of the Traditional Neighborhood Form District in its appearance, use and street patterns. It is mainly residential, offering mostly single-family low density housing with a few higher density multi-family units. Its residential streets are narrow and have capacity only for slow-speed traffic. Alley ways exist in a grid-like pattern between the roadways. Residents have on-street parking and access to two nearby parks. There is access to nearby marketplaces via Taylor and Berry Boulevards, both of which are busier commercial corridors. There are light commercial uses scattered with residential use along these corridors within the planning area, but these fit within the form of the existing land use pattern of the surrounding area. Being located along the commercial corridors make these businesses compatible with the buffering, orientation, transportation access and location of surrounding commercial use.





## MAP 5 — NEIGHBORHOOD FORM DISTRICTS



## EXISTING ZONING MAP

Existing zoning in the Oakdale Neighborhood is consistent with a Traditional Neighborhood Form District. A majority of land inside the neighborhood boundaries is zoned R5 for single-family housing.

Commercial zoning within the neighborhood core is intentionally placed at corner parcels. The largest commercial area is at the corner of Denmark and Cliff Avenues, where there are 3 corner parcels zoned C1. There are several corner C1 parcels along South 5th Street. There is an additional C1 parcel at the intersection of Whitney and Warren Avenues.

Parcels along the neighborhood boundaries are zoned for more intensive uses. Along Taylor Boulevard, Longfield Avenue, and Southern Parkway, some parcels are zoned R6, R7 and R8 for higher density housing. Mixed in along Taylor Boulevard is various commercial zoning including OR2, C1, C2 and C3. This is consistent with surrounding areas these corridors extend into. This zoning allows the neighborhood boundaries to become mixed-use marketplaces, with higher density and where residents have access to amenities like local businesses, restaurants and churches.

Currently, the zoning for the parcel at the corner of Taylor Boulevard and Longfield Avenue occupied by an adult entertainment venue is non-conforming grandfathered land use. The local land development code was altered to require an M1 zoning classification for all adult entertainment venue.

Zoning in the areas surrounding Oakdale Neighborhood is varied. To the west, zoning supports a mix of commercial (C1, C2), higher density housing (R6, R7), and low-density housing (R5). To the east, land is zoned R6 and R7 for higher density, multi-family housing, along with additional C1 and C2. To the south is the right of way for the I-264 Watterson Expressway.

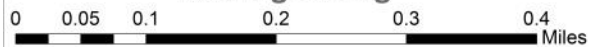




# MAP 6 — EXISTING ZONING



## Oakdale Neighborhood Plan Area Existing Zoning



C1	M2	R5	Oakdale
C2	OR1	R6	Metro Park
CM	OR2	R7	Roads

## EXISTING LAND USE MAP

Existing land use patterns in the Oakdale Neighborhood are consistent with a Traditional Neighborhood Form District. A majority of land is used for single-family housing. There are some areas that possess other compatible uses, such as parks, public use, and commercial.

There are several parcels utilized for commercial retail or services within the neighborhood core. The corners of Denmark and Cliff Avenues are an example of such interior commercial use. At this intersection there is currently a convenience store, a barber shop, and a storage space. Most commercial use inside the neighborhood boundaries is found along South 5th Street, such as at the corner of Fairmont Avenue, previously Moser's Market, which was converted to a martial arts studio. There are several other parcels along South 5th that are used commercially, even though they are zoned residential, most likely grandfathered in previously, such as the "Corner Pub" at Beecher Avenue and the mixed residential/storage facility near the corner of Fairmont Avenue. While all the interior neighborhood streets have a strong residential sense of place, South 5th Street harkens back to an older neighborhood commercial corridor of mixed residential, small retail, and office spaces.

Land use along the Taylor Boulevard commercial corridor is a mixture of local businesses and restaurants, all marked as commercial use. Along Southern Parkway, there is some commercial use, but mostly higher density housing. This is consistent with the land use patterns of the surrounding areas and the rest of both corridors.

There are many churches interior to the neighborhood, marked on the map as "public and semi-public", as it often represents land designed for community gatherings. At the corner of Denmark and Bellevue Avenues is the Semple Elementary School.

Existing land use patterns in the areas surrounding Oakdale Neighborhood is varied. To the north is Churchill Downs, which is specified as a "campus". To the west is a similar residential neighborhood, Jacobs Neighborhood. To the east is additional residential, however it incorporates higher density housing, such as multi-family homes and apartment buildings. To the south is the right of way for the I-264 Watterson Expressway.

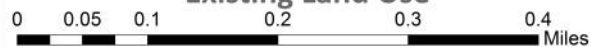




# MAP 7 — EXISTING LAND USE



## Oakdale Neighborhood Plan Area Existing Land Use



- SINGLE FAMILY
- COMMERCIAL
- PUBLIC AND SEMI-PUBLIC
- Oakdale
- MULTI-FAMILY
- INDUSTRY
- PARKS AND OPEN SPACE
- Roads

## POTENTIAL LONGTERM ZONING CHANGES

Neighborhood residents expressed the desire to preserve the residential nature of the interior of the neighborhood. Residents agreed that limiting new commercial zoning to major corridors, such as Taylor Boulevard and Southern Parkway was in the best interest of protecting the interior neighborhood from intensive or expanded commercial uses.

Oakdale residents expressed an interest in allowing the existing, mixed commercial and residential zoning along South 5th Street to remain, providing an outlet for a neighborhood friendly and light commercial corridor. Residents were also interested in long term development prospects for the neighborhood. Increased economic development has the potential to increase demand for housing in the area, bolstering property values, homeownership, and existing amenities.

Realizing that the connection to Churchill Downs is a significant asset that makes Oakdale unique, residents identified the southeastern side of Longfield Avenue as a potential future corridor for economic development. With local businesses along this road, visitors to Churchill Downs can shop locally and interact with the Oakdale neighborhood in a positive way. Staying true to protecting the interior of the neighborhood from intense or unwanted uses, residents recommended light, low-rise, vertical mixed use development. Residents envision sit down restaurants, neighborhood retailers, and office spaces with street-level access, with more offices or rental spaces above.

Accommodating rentals and living spaces above the retail uses enables Oakdale to attract growth without sacrificing the single-family nature of the interior neighborhood. Smaller, more economical spaces attract younger populations and can enhance the neighborhood's diversity and longevity.

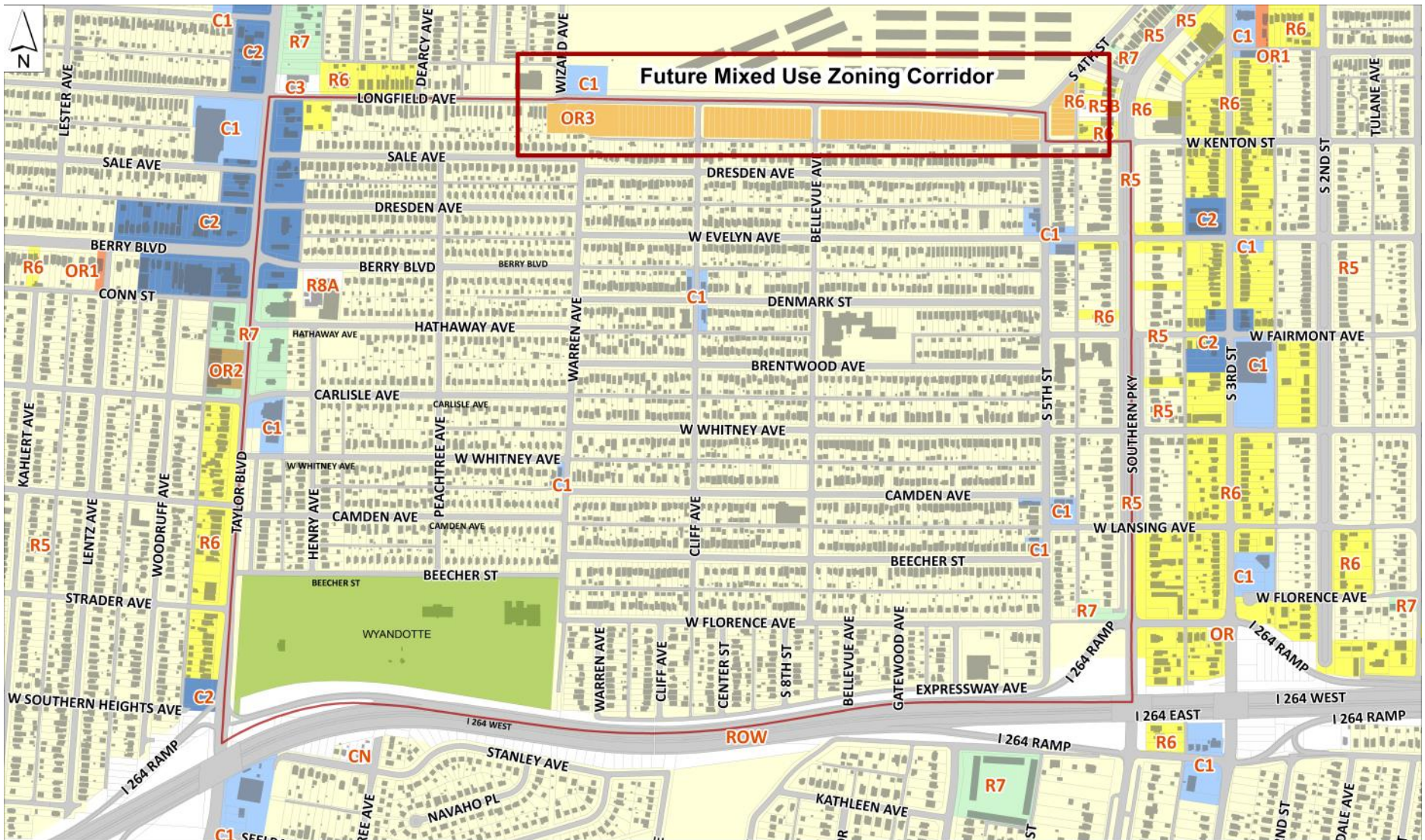
The mixed commercial and residential uses along South 5th Street was identified as an opportunity for current and future neighborhood-friendly, light, small-scale commercial activity. Residents favored encouraging local businesses to locate along this neighborhood corridor. While still within the neighborhood, it is offset from most of the residential use, and it has easy access to current bus routes and major corridors immediately adjacent. South 5th Street is a perfect compromise of connectivity and scale that can enable local businesses and economic development.

Creating a unique, walkable, neighborhood scale living, shopping and eating experience can enhance Oakdale's identity, creating a shared community space with Churchill Downs and the rest of Louisville. Visitors will come to Oakdale for an enriching experience, or happen upon Oakdale while visiting the world-famous Churchill Downs. Either way, Oakdale residents benefit from the increased attention, foot traffic, and economic prosperity to the area. Additionally, neighborhood residents can also benefit from the increased amenities offered within walking or biking distance from their home, something which many stated was severely lacking. Easy access and enjoyment of amenities near one's home can increase the likelihood of remaining in the area, another benefit to the longevity and stability of the neighborhood.





# MAP 8 — LONGTERM FUTURE ZONING



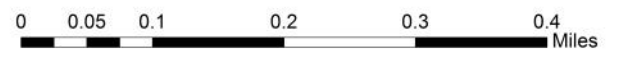
## Oakdale Neighborhood Plan Area

Future Zoning

Center For Neighborhoods



Future Mixed Use	Oakdale	Roads	bg	C2	M2	OR2	R6
Metro Park	Parcels	C1	CM	OR1	R5	R7	



## Recommendations

Oakdale residents utilized their shared vision to create goals, objectives, and recommendations related to land use and community form. The land use goal is a general statement of how the community envisions the neighborhood's built environment both now and in the future. It fits under the umbrella of the neighborhood vision. The stated objectives break down the goal even further, articulating concrete, measurable solutions. Each recommendation supports an objective, clearly defining specific strategies that can achieve tangible improvements. The relevant recommendations are included in the description of each objective, and a full list of recommendations can be found in the Plan Implementation section.

**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, 5<sup>th</sup> 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.

**Objective 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** (C2020 Guideline 2.1, 3.1). As stated previously, the Oakdale Neighborhood is a family-oriented area primarily made up of single family homes. Residents expressed the desire to protect the residential character of their neighborhood. Preserving the existing homes and eliminating new commercial uses or zoning changes from the interior of the neighborhood is critical in achieving the Oakdale Neighborhood Plan vision statement, which seeks to protect the traditional neighborhood core and improve the quality of life for its residents.

**Objective 2: Encourage the future development of neighborhood-friendly commercial along Taylor Boulevard, 5<sup>th</sup> Street, and area commercial corridors, and discourage development of heavier commercial uses.** Consistent with Objective 1, development within and surrounding the Oakdale Neighborhood should





preserve the existing character and scale of the area. All future development should align with the Oakdale vision of a single family, family-oriented neighborhood, preserving primary land use for residential purposes and small scale, neighborhood-friendly commercial along exterior commercial corridors. The presence of commercial use is critical in creating economic vitality for the area, however the scale of the commercial uses should remain consistent with the scale and form of the neighborhood. Discouraging development of heavier commercial is important because it is incompatible with residential use; it can represent safety hazards and can threaten property values. LU1 and LU2 articulate recommended local business development along major streets.

**Objective 3: Enhance facilities and youth programming at Wyandotte Park.** Open space is critical to a healthy built environment, as it provides physical and mental health benefits to residents through recreation and relaxation. Parks are specifically important to neighborhood cohesion; they provide a community gathering space and opportunities for youth activities. Wyandotte Park has some valuable assets, such as the baseball program, two playgrounds, and two large facilities. LU4 recommends continuing these assets for the betterment of the neighborhood, aligning with the Wyandotte Master Plan. LU13, LU16, and LU17 define strategies for enhancing the park, such as neighborhood cleanup days, finding a use for the vacant Metro Parks building, and connecting with local organizations and/or Metro Parks to do more youth programming.

**Objective 4: Improve property maintenance and the overall appearance of the neighborhood.** Residents articulated property maintenance as a significant issue, and expressed concerns about creeping blight and decreasing property values in the neighborhood. Proper maintenance of homes helps maintain and potentially increase property values for homeowners. Well-maintained homes contribute to neighborhood perception, both internally between neighborhoods and externally to visitors that come through the area. LU7, LU8 and LU19 articulate strategies for assisting residents in maintaining their properties, such as connections to local organizations that offer assistance, developing a committee for volunteerism and education, and partnering with local agencies such as Metro Department of Codes and Regulations to create a more strategic communication system for property maintenance issues. Additionally, trash and litter on these properties and throughout the neighborhood was identified as a source of blight. LU13 recommends volunteerism and connecting to local organizations to conduct neighborhood cleanups.

**Objective 5: Decrease the number of vacant and abandoned properties and increase homeownership.** Consistent with the property maintenance issues, concerns about property vacancy were raised by residents. Often times multiple code violations related to poor maintenance cause properties to go into foreclosure due to liens placed against the property; or abandoned properties are subject to increased code violations because there is no longer a resident present to maintain the property. LU8, LU9 and LU10 recommend strategies for working closely with the Vacant and Public Properties Administration to identify vacant or abandoned properties to find owners, identify processes to flip the properties, or find alternative reuses. Oakdale residents also wish to increase homeownership in the area, and have recommended that the Neighborhood Association begin a marketing campaign to attract homebuyers and young families to the area (LU11). They also recommended developing strategies for single-family housing rehabilitation and home-ownership assistance programs (LU12).

**Objective 6: Improve safety.** As mentioned previously, safety and crime-related concerns are important to the Oakdale residents. Crime can create tensions between neighbors, instill fear in vulnerable populations such as the elderly, decrease resident's willingness to participate in community events, and negatively affect perceptions of the neighborhood. Addressing crime is a critical step towards improving the overall welfare and any future investment in the area. Recommendations for improving neighborhood safety include creating a Block Watch program (LU6), monitoring crime data and working with police (LU14), partnering with organizations and Metro Parks to enhance youth programming in the area (LU14, LU15, LU16), and building leadership development and volunteerism (LU5).





All land use, from residential to commercial to civic, is directly tied together through mobility and transportation infrastructure. While the primary purpose of the neighborhood plan is to recommend future zoning and form district designations in line with the neighborhood’s vision, a well thought out and a complete mobility and transportation network is essential to create a cohesive and vibrant community.

Louisville has always been a city defined and connected by its transportation network, beginning with the Ohio River, to railroads, to the interstate highway system and wagon roads, to streetcars, to modern buses and today’s growing bicycle infrastructure. Metro Louisville includes much of this same infrastructure today with the primary mode of travel for most individuals being the significant grid of local streets and arterials, state roads and highways, and three major interstates with surrounding beltways.

The Oakdale Neighborhood Plan area benefits from an advantageous location convenient to major roads including Taylor Boulevard, Southern Parkway and I-264, the Watterson Expressway. It also sits close to South 3rd and 4th Streets, New Cut Road, 7th Street Road and Dixie Highway. Further, the neighborhood has a traditional urban grid street pattern with a strong, though not complete, network of sidewalks. It also has immediate access to three public transportation lines operated by TARC. Mobility plays an important role in the development, quality of life and future of the Oakdale Neighborhood.

## PROCESS

In developing the Mobility component of the plan, the Advisory Group utilized the same process as in the development of the Land Use & Community Form component. A series of meetings and workshops was held to understand the existing network of mobility and transportation infrastructure and to identify needed and desired improvements to the existing infrastructure including public transportation, pedestrian, bicycle and vehicular elements. Additionally, residents worked to identify priority locations, improvements and programs that were most important to them.







Above: Residents identified infrastructure improvements and roadway issues, as well as places they would like to walk or bike to. Left: One of the input maps illustrating resident's comments on transportation conditions and future improvements.





Residents were given the opportunity to articulate the ways in which they use the existing mobility network and identify ways they would like to utilize the network, if corresponding improvements were made. Through developing a mobility story board map, residents were able to communicate existing walking and biking routes, desirable walking and biking destinations and routes, roadway issues including conflict and congestion points, speed and visibility problems, among others. This story board map process helped to identify possible recommendations and infrastructure needs.

## COMMUNITY INPUT

Input from community stakeholders primarily focused on safety and accessibility, with connections to local amenities and transportation infrastructure improvements where needed. Several key areas of concern were identified that included:

- Personal safety when walking through the neighborhood, particularly at night
- Pedestrian access and safety along Longfield Avenue
- Speeding
- Congestion

## PRIORITY INFRASTRUCTURE

As part of the story board map activity, numerous priority infrastructure locations relating to mobility were identified:

- Longfield Avenue along Churchill Downs
- Longfield Avenue at 4th and 5th Streets
- Wyandotte Park along Beecher Street
- Taylor Boulevard at Berry Boulevard, Taylor Boulevard at Strader Avenue
- Warren Avenue

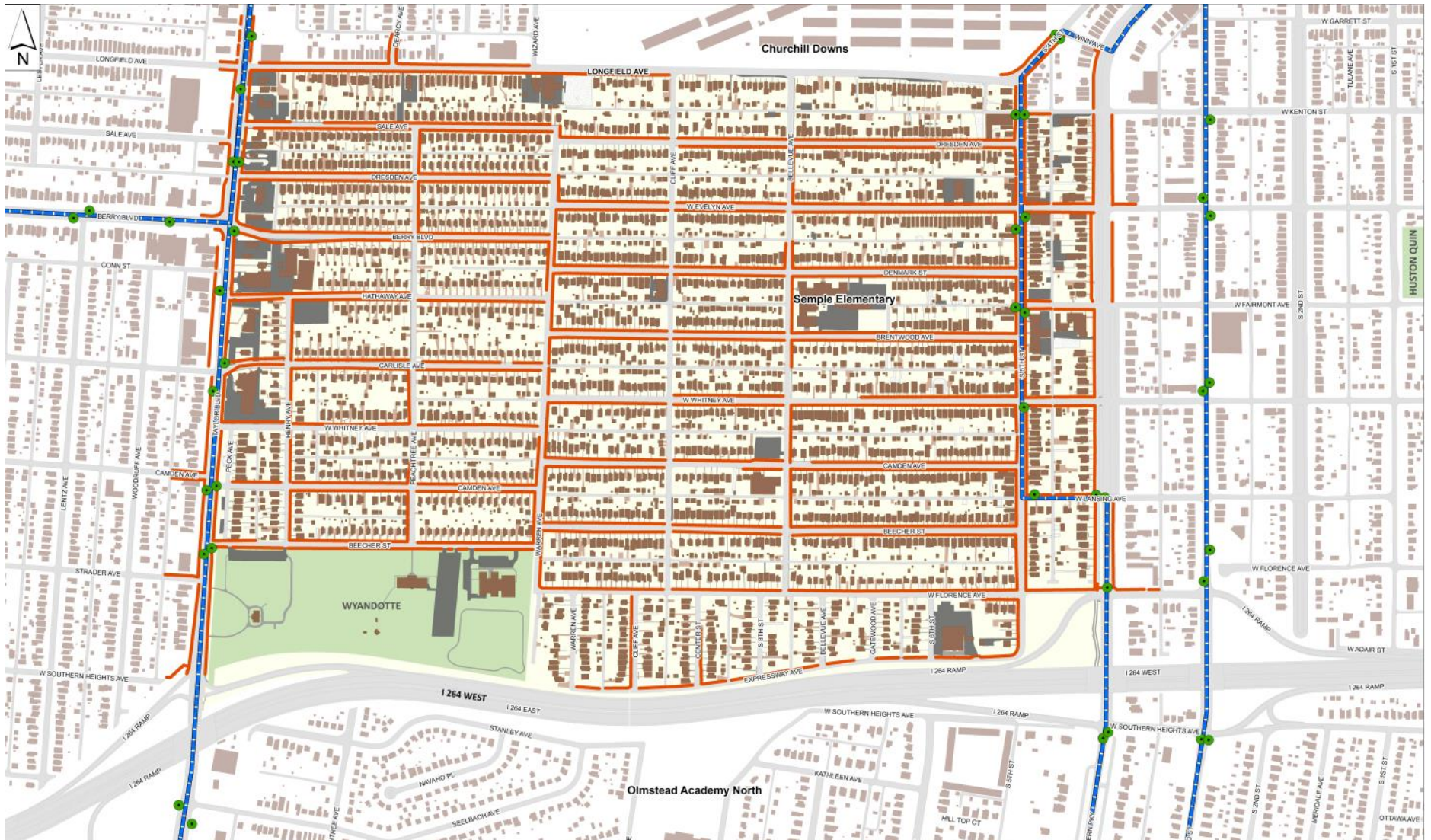
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## TRANSPORTATION NETWORK MAP

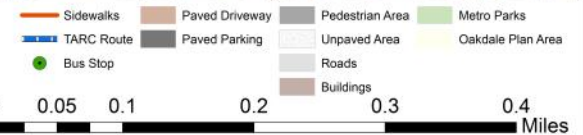
The existing transportation network in Oakdale local streets, commercial corridors, state and interstate highways, a relatively complete network of sidewalks, including a pedestrian bridge over I-264 west of the neighborhood, and fixed public bus routes administered by TARC. Residents identified excellent access to multiple bus routes as a neighborhood asset. They also referenced the proximity of the interstate as a connector to other areas of the city, including employment hubs, local amenities, and local/regional attractions. The facing map identifies each of those systems and how they interact together with the sidewalk network within the plan area particularly noted.



# MAP 9 — TRANSPORTATION NETWORK



## Oakdale Neighborhood Plan Area Transportation Network Map





## PRIMARY ROADWAYS

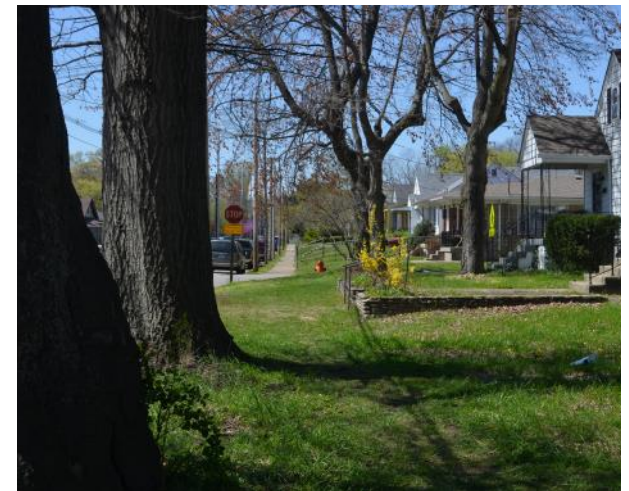
Oakdale's primary roadways include the busy roads that make up the neighborhood boundaries: Taylor Boulevard, Longfield Avenue, Southern Parkway, and the I-264 Watterson Expressway. 5th Street is another major street within the neighborhood, which is wider and has more use and commercial properties. Other roadways within the plan area are mostly residential streets, constructed in a traditional grid-like pattern. Residents' top concerns were issues of congestion during special events, speeding, the streetscape of Longfield Avenue, safety for biking, and the quality of the roadways.

Many streets within the neighborhood are congested during special events occurring at Churchill Downs, such as the Kentucky Derby. Overflow of parking and traffic into the neighborhood at times makes it impossible for residents to access or leave their homes. Because of the complex nature of this problem, residents wanted to have a longer conversation with Churchill Downs and relevant Metro partners such as Public Works and Louisville Metro Police Department, to develop strategies for addressing congestion and parking during these times.

Residents expressed concerns about speeding along neighborhood streets. Because Oakdale is adjacent to the busy commercial corridor of Taylor Boulevard and the expressway, it experiences heavy cut-through traffic. Residents requested stop signs at specific intersections, as well as increased traffic enforcement. Warren Avenue was particularly noted due to its complete lack of stop signs and the challenge of street and alleys intersecting together along Warren.



*Above: On street parking is common on most Oakdale streets (Brentwood Avenue pictured). Below: Many interior neighborhood sidewalks are in good condition, providing walkable pathways for residents. Sidewalks on only one side of the street surrounding Semple Elementary. Mature trees take up the shoulder of the road, creating challenges for sidewalk installation.*

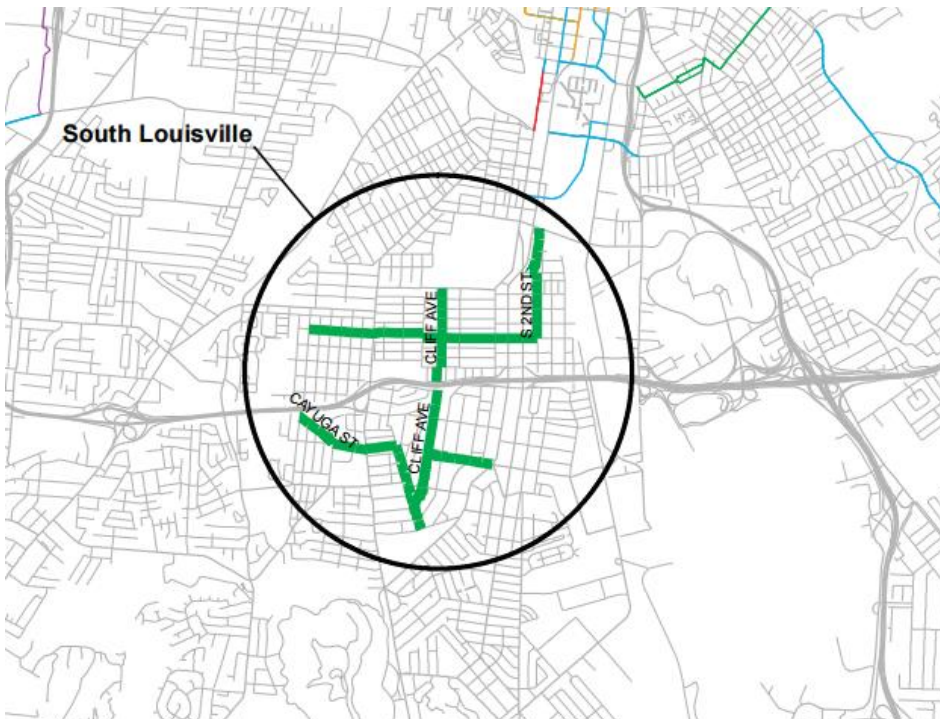






## WALKING AND BIKING

Many Oakdale residents expressed the desire to improve the walkability of the neighborhood. Oakdale has a relatively substantial sidewalk network, in very good condition, but is incomplete in some areas. Along some streets, such as Whitney Avenue, pedestrians must either cross the street in order to access a sidewalk on the other side or walk along the shoulder of the roadway, which is often filled with parked cars. Residents identified specific streets where they would like to have sidewalks on both sides of the street. Additionally, residents stated that they would like clearly marked crosswalks at access points to local amenities, specifically along Beecher Street leading to Wyandotte Park and the Salvation Army and on streets leading to neighborhood churches. Crosswalks exist at Semple Elementary but need to be repainted. Improving the network of pedestrian infrastructure will encourage walking and therefore the health of residents. It will also encourage a greater resident street-presence, which will in turn increase the safety and social cohesion of the neighborhood, helping to address some of the safety concerns expressed earlier.



While the most frequent transportation method for Oakdale residents is driving a car, some residents bike. There is an old signed bikeway through the neighborhood; some signs are not in good condition and no streets have bike lanes. Narrow streets are prevalent in the interior of the neighborhood and are not prime candidates for adding bike lanes; however, clear signage and a marked bikeway can improve biking access and safety through the neighborhood. Metro's Bicycle Master plan includes a new Neighborway along Cliff and Whitney Avenues for improvements in 2016. Residents also identified South 5th Street, Longfield Avenue, Beecher Street, and around Semple Elementary for bikeways. As major roadways are redesigned or updated, such as Longfield Avenue and others, they should include provisions for bikers such as sharrows.

*Images: Existing bikeway signage. Bicyclists often utilize sidewalks or bike down the middle of neighborhood streets. An image from the Louisville Metro Bicycle Master Plan displaying planned bikeway improvements.*

## LONGFIELD AVENUE CONCEPT



The community identified Longfield Avenue as an area for significant infrastructure improvements. Poor walkability, specifically the lack of sidewalks, curb cuts, and lack of pedestrian crossings make the four-lane road a dangerous area for pedestrians. Large drainage ditches and gravel shoulders are visually unappealing and do not clearly mark pedestrian pathways versus driving or parking areas. Improved pedestrian infrastructure will increase walkability and safety for residents and visitors to Churchill Downs alike.

Parking is a significant concern for residents and traffic safety as well. People must park in front and side yards due to the lack of available off street and on street parking.

Longfield Avenue's view shed is the backside of the horse stables. There is a real opportunity to make the view more visually appealing and aligned with traditional images of Kentucky horse farms and stables, encouraging a beautiful gateway between Churchill Downs and the neighborhood. Overall, the potential to improve the streetscape design of Longfield Avenue will elevate it from the "back side of the track" to a friendly, attractive corridor inviting to visitors and a source of pride for Oakdale residents. Additionally, the intersection of Longfield and 5th/4th Street often confuses drivers and is a unsafe place for pedestrians to cross. Residents requested improved signage, traffic controls, and clearly marked crosswalks.





## LONGFIELD AVENUE CONCEPT



This mock up is one example of what Longfield could look like in the future. If funding was available several things could be done to enhance the pedestrian accessibility as well as enhance the overall appearance of this street. Sidewalks and drainage could be located on both sides of the street. Crosswalks could be located where side streets meet Longfield. Along the north side of Longfield, adjacent to the Churchill Downs campus, additional trees could be added as well as a white wooden fence similar to the streetscape improvements completed on Central Avenue. Flexible on street parking could be created for residents, which could be reverted back to driving lanes on days when events are held and the extra lanes are needed.

## 5TH STREET CONCEPT



South 5th Street is a traditional, mixed used neighborhood street comprised of both residential units and neighborhood serving businesses. There are opportunities along the current cross section of 5th Street to improve walkability, aesthetics and commercial facades. These improvements could strengthen the viability of 5th Street as a neighborhood serving destination. Improvements could be made on a range of scales from something as small as adding paint to something larger such as a new building façade.





## 5TH STREET CONCEPT



Conceptual improvements to 5th Street buildings showing the potential for reinvestment and revitalization of neighborhood enhancing businesses. Simple façade treatments include paint and signage can quickly update existing businesses. For storefronts that could utilize a more extensive treatment to attract new business investment local loan programs including Metro Louisville façade loans could draw new neighborhood enhancing business to the neighborhood. Coordinated on-street parking and infrastructure to increase pedestrian safety and traffic calming could additionally improve access, visibility and commercial vibrancy along South 5th Street.

## NEIGHBORHOOD GATEWAYS

While the neighborhood edges are clearly defined by two major corridors, the large campus of Churchill Downs and the Watterson Expressway, the neighborhood lacks a clearly defined gateway. The busy intersections of Taylor and Berry, Taylor and I-264, and Southern Parkway at Florence provide significant opportunities to create well-defined entry points to the neighborhood, whether through signage, landscaping, infrastructure improvements, redevelopment or a feasible combination of actions.







## Recommendations

Oakdale residents utilized their shared vision to create goals, objectives, and recommendations related to mobility. The mobility goal is a general statement of how the community envisions the neighborhood's transportation network and connectivity both now and in the future. It fits under the umbrella of the neighborhood vision. The stated objectives break down the goal even further, articulating concrete, measurable solutions. Each recommendation supports an objective, clearly defining specific strategies that can achieve tangible improvements. The relevant recommendations are included in the description of each objective, and a full list of recommendations can be found in the Plan Implementation section.

**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.

**Objective 1: Increase walkability within the neighborhood and along adjacent corridors.** Walkability of the neighborhood and adjacent corridors for access to local amenities was a concern for Oakdale residents. Included in the recommendations are specific sites for improvements to sidewalks, crosswalks, and other access points. For example, M3 sites Semple Elementary as an access point with needed improvements. Wyandotte Park is another access point that lacks adequate crosswalks and has room for sidewalk improvements (M6). Recommendations for improved pedestrian crossings at major intersections and across commercial corridors are included in M5 (Longfield Avenue at 4<sup>th</sup>/5<sup>th</sup> Street), M12 and M15 (Taylor Boulevard). Complete sidewalks within the neighborhood were also a desire for residents, and specific streets lacking connections are identified (M7). Strategies to identify other improvements necessary for better walkability include conducting a walkability assessment (M20), improved lighting (M10, M11) and creating plans for increasing the tree canopy (M24, M25, M26). Increased walkability also translates to increase street presence of residents, which contributes to the overall safety and social cohesion of the neighborhood (M22).



**Objective 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.** Longfield Avenue was identified by residents as a major opportunity for improvement including safer pedestrian and bicycle access, neighborhood beautification, and improved drainage (M1). Residents believe these improvements will create a welcoming gateway to the neighborhood and connection to the Churchill Downs campus by initiating improvements along the “backside” of Churchill Downs that bring it up to standards established along the Central Avenue corridor.

**Objective 3: Improve traffic control by calming speeds and providing adequate signage.** Residents repeatedly expressed concerns about speeding in the neighborhood at community workshops and in the Quality of Life Survey. More appropriate signage is needed to avoid driver confusion and increase traffic safety at intersections along Southern Parkway (M8, M9), Berry Boulevard and 5th Street (M13), and Warren Avenue (M16).

**Objective 4: Improve parking and congestion on interior neighborhood streets.** Special events at Churchill Downs are a source of pride for the city, but often restrict resident access to homes and local streets. M4 recommends that Churchill Downs coordinate with a team of residents to find a joint solution to parking and traffic difficulties during these times.

**Objective 5: Improve bicycle safety throughout the neighborhood.** Many Oakdale residents have an interest in biking as a means of transportation and exercise. M14 identifies the need to improve bike signage in the neighborhood, and supports developing a bikeway through the neighborhood, including signage and sharrows in accordance with Louisville Metro’s Bicycle Master Plan.





# PLAN IMPLEMENTATION



The goal of the Oakdale Neighborhood planning process is to articulate the community’s vision for their neighborhood, but more so, to lead to real actions that create tangible improvements in the neighborhood’s development, infrastructure and quality of life.

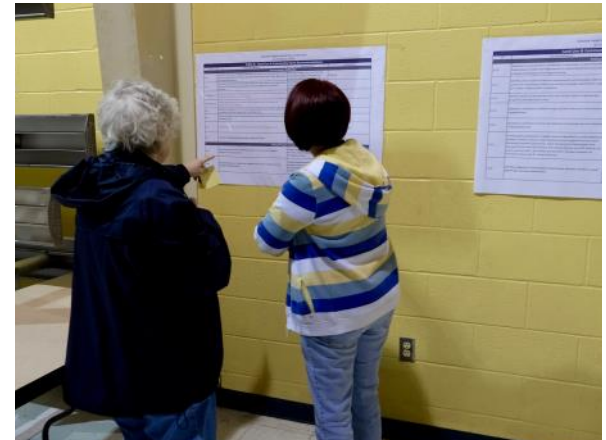
The implementation table within the plan document is designed to outline clear recommendations needed to lead to action. Recommendations are identified for both the Land Use & Community Form component and the Mobility component of the plan. Within these two components, the recommendations are categorized in three areas to include:

- Related to Cornerstone 2020 or the Land Development Code
- Capital improvements and infrastructure
- Policy or programmatic strategies.

Timeframes for implementing the recommendations have been determined based on a the priority established through the community input process and the amount of time required to implement the recommendation based on its complexity and the level of additional funding or planning needed to carry it out. Timeframes have been identified to include:

- Short (less than one year),
- Medium (1-3 years)
- Long (greater than 3-5 years).
- Ongoing

Implementation is the responsibility first of the neighborhood residents and area stakeholders. Additionally, key partners are required to carry out plan implementation including Metro Council District 15, various Louisville Metro agencies, partner community organizations, private business entities and other groups with the ability and resources needed to assist in plan implementation.



**Table 7: Land Use & Community Form Recommendations**

<i>ID</i>	<i>Recommendation</i>	<i>Responsibility</i>	<i>Timeframe</i>
<b>Cornerstone 2020/LDC</b>			
LU1	Promote mixed-use, neighborhood friendly commercial development at and near the intersections of Taylor and Berry Boulevards; and Taylor Boulevard and Longfield Avenue.	Planning & Design Services, Planning Commission, Metro Councilperson, Private Developers	Ongoing
LU2	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.	Planning & Design Services, Planning Commission, Metro Councilperson, Private Developers	Ongoing
LU3	Prevent new commercial rezonings for parcels in neighborhood's interior and limit commercial uses to parcels currently zoned for neighborhood serving commercial.	Planning & Design Services, Planning Commission, Metro Councilperson	Ongoing
LU4	Support continued implementation of the Wyandotte Park Master Plan and enhancement of Wyandotte Park for community use and common open space.	Metro Council Person, Metro Parks, Oakdale Neighborhood Association	Ongoing
<b>Policy/Programming</b>			
LU5	Grow membership and leadership capacity for the current Oakdale Neighborhood Association.	Oakdale Neighborhood Association, Residents, Metro Councilperson, Center For Neighborhoods	Ongoing
LU6	Expand existing and create new neighborhood watch programs for the Oakdale Neighborhood, including activating a Block Walk program.	Oakdale Neighborhood Association, Residents, Metro Councilperson, Louisville Metro Police Department, Center For Neighborhoods	Short Term - 1 Year
LU7	Create a Committee within the neighborhood association to maintain an open dialouge with Metro and State government on neighborhood land use and property maintenance concerns, including boarding house and day care compliance, and enforcement of private property maintenance codes and illegal dumping.	Oakdale Neighborhood Association, Metro Codes and Regulations, Louisville Metro Police Department, Metro Councilperson, Center For Neighborhoods	Short Term - 1 Year
LU8	Identify units in need of exterior improvements and develop a referral system for connecting residents to existing housing improvement programs for homes in deteriorated conditions.	Oakdale Neighborhood Association, Residents, Metro Councilperson, Housing and Community Development, Non-profit Organizations	Medium Term - 3 Years
LU9	Identify vacant or abandoned units and connect them to appropriate programs and alternative reuse.	Metro Councilperson, Vacant and Public Properties Administration, Land Bank Authority	Short Term - 1 Year
LU10	Implement trainings for residents on identifying vacancies and public safety issues, such as skip tracing, in order to raise awareness of residents and neighborhood stakeholders.	Metro Councilperson, Vacant and Public Properties Administration	Short Term - 1 Year



Land Use & Community Form Recommendations			
ID	Recommendation	Responsibility	Timeframe
<b>Policy/Programming</b>			
LU11	Develop and implement a marketing campaign to promote the Oakdale neighborhood identity/brand and attract new homeowners to live in the Oakdale Neighborhood.	Oakdale Neighborhood Association, Residents, Metro Councilperson, Louisville Independent Business Association, Center For Neighborhoods	Short Term - 1 Year
LU12	Promote existing down payment and home-financing programs to increase owner-occupied housing in Oakdale.	Metro Councilperson, Develop Louisville	Medium Term - 3 Years
LU13	Develop a partnership with area institutions such as UofL, Churchill Downs and the neighborhood that works to improve public and private spaces in Oakdale through:  1. a coordinated landscaping and tree planting program for the neighborhood;  2. a monthly trash and litter cleanup in and around the neighborhood, including Wyandotte Park; and,  3. identifying available vacant land for a potential community garden.	Oakdale Neighborhood Association, Residents, UofL, Churchill Downs, Churches, Businesses, Center For Neighborhoods, additionally:	Short Term - 1 Year
		Metro Parks, Brightside, Metro Councilperson, Non-profits, KYTC	Medium Term - 3 Years
		Metro Solid Waste Management, Brightside	Short Term - 1 Year
		Metro Parks, Jefferson County Extension Service, Metro Councilperson, Local Garden Organizations	Medium Term - 3 Years
LU14	Develop a Quality of Life Committee that addresses public safety issues and improves community quality of life through:  1. evaluation of crime data and resident concerns to encourage increased police presence at targeted areas as needed;  2. identify existing or needed programs to help build positive relationships between youth, residents, and law enforcement.	Oakdale Neighborhood Association, Residents, Churches, Center For Neighborhoods, additionally:	Short Term - 1 Year
		Louisville Metro Police Department, Metro Councilperson	Short Term - 1 Year
		Louisville Metro Police Department, Office for Safe & Healthy Neighborhoods, Salvation Army, Jefferson County Public Schools, Metro Parks, Non-profit Organizations	Medium Term - 3 Years



## Land Use & Community Form Recommendations

ID	Recommendation	Responsibility	Timeframe
<b>Policy/Programming</b>			
LU15	Partner with a neighborhood organization or other entities to provide activities for neighborhood children that provide productive out of school time including afterschool, weekends and summer months.	Oakdale Neighborhood Association, Residents, Metro Councilperson, Louisville Metro Police Department, Salvation Army, Jefferson County Public Schools, Metro Parks, Churches, non-profit organizations	Medium Term - 3 Years
LU16	Develop new and more effective programming for youth at Wyandotte Park, utilizing Salvation Army community center.	Oakdale Neighborhood Association, Residents, Metro Councilperson, Salvation Army, Jefferson County Public Schools, Metro Parks, Churches, non-profit organizations	Medium Term - 3 Years
LU17	Support renovation and reuse of the currently vacant Metro Parks building at Wyandotte Park based on community input.	Metro Parks, Metro Councilperson	Medium Term - 3 Years
LU18	Connect residents and neighborhood organizations with the new Hazelwood farmer's market on Taylor Boulevard.	Oakdale Neighborhood Association, Metro Parks, Metro Councilperson, Churches, Local Garden Organizations	Short Term - 1 Year
LU19	Explore development of a pilot rental registry that helps to ensure accountability and safe maintenance of residential property.	Metro Councilperson, Metro Codes & Regulations	Short Term - 1 Year
LU20	Develop broad partnership with UofL to engage departments and students in community work including neighborhood planning, housing studies, marketing, business plan development, conflict mediation and other mutually beneficial partnerships for neighbors and students.	Oakdale Neighborhood Association, Residents, UofL, Churches, Businesses	Medium Term - 3 Years



**Table 8: Mobility Recommendations**

ID	Recommendation	Responsibility	Timeframe
<b>Cornerstone 2020/LDC</b>			
M1	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.	KIPDA, Metro Public Works, Churchill Downs, Metro Councilperson	Medium Term - 3 Years
M2	Improve drainage along sidewalks throughout neighborhood, with special attention to sidewalks near public facilities.	MSD, Public Works, Metro Parks, Metro Councilperson	Medium Term - 3 Years
<b>Capital Infrastructure</b>			
M3	Develop a committee in coordination with the Oakdale Neighborhood Association, residents, and appropriate stakeholders to address congestion around Semple Elementary, with the possibility of adding additional crossing guards and/or signage, improving the conditions of current crosswalks and install new ones where necessary in the area surrounding Semple Elementary, ensuring there are quality crossings at all access points along Denmark Street, Bellevue Avenue, and Brentwood Avenue.	Oakdale Neighborhood Association, residents, area stakeholders, Metro Councilperson, Metro Public Works, Jefferson County Public Schools, Louisville Metro Police Department	Short Term - 1 Year
M4	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.	Oakdale Neighborhood Association, residents, Churchill Downs, Metro Public Works, LMPD	Short Term - 1 Year
M5	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.	Churchill Downs, Metro Councilperson, Metro Public Works	Short Term - 1 Year
M6	Investigate adding crosswalks for pedestrian crossing along Beecher Street (at Henry, Peachtree, and Warren Avenues) in order to improve pedestrian access to Wyandotte Park.	Metro Councilperson, Metro Public Works	Short Term - 1 Year
M7	Complete sidewalks on both sides of Warren, Bellevue, Florence, and Hathaway Avenues where right of way is available and provided by property owners.	Metro Councilperson, Metro Public Works, residents	Medium Term - 3 Years
M8	Investigate the need for a traffic control signal/sign at the intersection of West Evelyn Avenue and Southern Parkway, based on traffic engineering warrants.	Metro Councilperson, Metro Public Works	Medium Term - 3 Years
M9	Improve directional signage at the exit of I-264 and Southern Parkway to identify Florence Street and add additional signage at Florence Street and S. 5th Street to direct traffic to I-264 on-ramps at Southern Parkway.	Metro Councilperson, Metro Public Works, KYTC	Short Term - 1 Year

## Mobility Recommendations

ID	Recommendation	Responsibility	Timeframe
<b>Capital Infrastructure</b>			
M10	Explore improving lighting at Wyandotte Park to increase safety.	Metro Councilperson, Metro Parks	Short Term - 1 Year
M11	Improve lighting and add other safety features, potentially police patrol or cameras to the pedestrian walkway over the Watterson Expressway to increase safety.	Metro Councilperson, Metro Public Works, LMPD	Short Term - 1 Year
M12	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.	Residents, Metro Councilperson, Metro Public Works, Kentucky Transportation Cabinet	Medium Term - 3 Years
M13	Add signs to entrances and gateways to the neighborhood indicating "No truck traffic" allowed, particularly along 5th Street and Berry Boulevard.	Metro Councilperson, Metro Public Works	Short Term - 1 Year
M14	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.	Metro Public Works, Bike Louisville, Advanced Planning	Short Term - 1 Year
M15	Assess the functions of the pedestrian signals at the lights at Taylor Boulevard and Longfield Avenue; Taylor Boulevard and Carlisle Avenue to ensure timely changes in order for pedestrians to cross.	Residents, Metro Councilperson, Metro Public Works	Short Term - 1 Year
M16	Install stop signs along Warren Avenue to reduce speeding.	Metro Public Works, Metro Councilperson	Short Term - 1 Year
M17	Add a left-turn arrow signal to the traffic signal at Taylor Boulevard and Longfield Avenue.	Metro Councilperson, Metro Public Works	Short Term - 1 Year
<b>Policy/Programming</b>			
M18	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.	Residents, Metro Councilperson, Metro Public Works, KYTC	Medium Term - 3 Years
M19	Identify programs and work with law enforcement to enforce parking and speeding in the neighborhood.	Residents, Louisville Metro Police Department, Neighborhood Association, Metro Councilperson	Short Term - 1 Year
M20	Conduct a walkability assessment of the Oakdale Neighborhood to identify additional sidewalk improvement priorities.	Residents, area stakeholders, Metro Councilperson, Center for Neighborhoods	Short Term - 1 Year





Mobility Recommendations			
Policy/Programming			
ID	Recommendation	Responsibility	Timeframe
M21	Explore deeding over closed off alleys to adjacent property owners to address illegal dumping in closed right of ways.	Metro Public Works, Codes and Regulations, Metro Councilperson, residents	Medium Term - 3 Years
M22	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. (possible LMPD Block Walk or Neighborhood Yard Sale).	Oakdale Neighborhood Association, residents, area stakeholders, Metro Councilperson	Short Term - 1 Year
M23	Continue the streetscape recommendations from the New Cut Road/Taylor Boulevard Corridor Study along Taylor Boulevard, north of the I-264 Watterson Expressway.	Metro Councilperson, Metro Public Works	Ongoing
M24	Using the Tree Canopy Assessment, identify priority planting areas within the Oakdale Neighborhood and preserve mature trees to maintain the neighborhood identity.	Oakdale Neighborhood Association, Beautification Committee, Churches, Businesses, Love Louisville Trees, Metro Community Forestry, Brightside	Short Term - 1 Year
M25	Develop a plan and process to identify and preserve mature trees to maintain the neighborhood identity.	Oakdale Neighborhood Association, Beautification Committee, Churches, Businesses, Love Louisville Trees, Metro Community Forestry, Brightside	Medium Term - 3 Years
M26	Apply for grants to increase the tree canopy along Taylor Boulevard and Longfield Avenue to provide a more beautiful, inviting gateway to the Oakdale Neighborhood and restore the past character of the corridors.	Oakdale Neighborhood Association, Beautification Committee, Churches, Businesses, Love Louisville Trees, Metro Community Forestry, Brightside	Medium Term - 3 Years





# Oakdale Neighborhood Plan

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Center For Neighborhoods

VISION. KNOWLEDGE. ACTION.

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