

ORDINANCE NO. 085, SERIES 2018

**AN ORDINANCE ADOPTING THE PLAN 2040 COMPREHENSIVE PLAN (CASE NO. COMP\_PLAN\_UPDATE\_4.16.18) (AS AMENDED).**

**SPONSORED BY: COUNCILWOMAN MADONNA FLOOD**

**WHEREAS**, in August of 2016, an advisory committee was established representing various agencies, organizations, and interests of the community to guide the update of Louisville Metro's comprehensive plan;

**WHEREAS**, between August, 2016 and March, 2018, a broad and inclusive public engagement process was conducted, consisting of over 160 public meetings, during which input was collected from over 6,000 participants, to ensure the comprehensive plan appropriately reflects the community's vision for the future growth and development;

**WHEREAS**, using Cornerstone 2020 as its foundation, the comprehensive plan update focused primarily on five guiding principles: connectivity, health, authenticity, sustainability, and equity;

**WHEREAS**, the comprehensive plan update is based on research and analysis of the community's existing conditions and trends, as required by KRS Chapter 100, including but not limited to (1) the general distribution of past and present population and a forecast of the extent and character of future population; (2) an economic survey and analysis of the major existing public and private business activities, and a forecast of future economic levels, including a forecast of anticipated necessary actions by the community to increase the quality of life of its current and future population through the encouragement of economic development; and (3) the nature, extent, adequacy and the needs of the community for the existing land and building use, transportation, and

community facilities in terms of their general location, character and extent; all as set forth in the demographic and economic assessment completed in 2015 by the University of Louisville's Urban Studies Institute and the Kentucky State Data Center, a copy of which is included as an appendix to the comprehensive plan update;

**WHEREAS**, the comprehensive plan update, entitled Plan 2040, contains Goals and Objectives, and Land Use (Community Form), Transportation (Mobility), and Community Facilities Plan Elements, as required by KRS Chapter 100, as well as Economic Development, Housing, and Livability Plan Elements;

**WHEREAS**, on April 16, 2018, in Case No. Comp\_Plan\_Update\_4.16.18, the Louisville Metro Planning Commission held a duly-noticed public hearing on, and recommended approval of, the Plan 2040 Comprehensive Plan; and

**WHEREAS**, Metro Council has reviewed the minutes and records of the Planning Commission and the Plan 2040 Comprehensive Plan, and concurs in the recommendation of the Planning Commission.

**NOW, THEREFORE, BE IT ORDAINED BY THE LEGISLATIVE COUNCIL OF THE LOUISVILLE/JEFFERSON COUNTY METRO GOVERNMENT AS FOLLOWS:**

**SECTION I:** There is hereby adopted the Plan 2040 Comprehensive Plan, which is attached hereto and incorporated in this Ordinance as if fully set forth herein.

**SECTION II:** The adoption of the Plan 2040 Comprehensive Plan herein shall repeal and replace the Cornerstone 2020 Comprehensive Plan as of ~~September 1,~~ 2018January 1, 2019, and shall become applicable on said date.

**SECTION III:** This Ordinance shall take effect on upon its passage and approval.

  
H. Stephen Ott  
Metro Council Clerk

  
David James  
President of the Council

  
Greg Fischer  
Mayor

6/29/18  
Approval Date

**APPROVED AS TO FORM AND LEGALITY:**

Michael J. O'Connell  
Jefferson County Attorney

By: 

**LOUISVILLE METRO COUNCIL  
READ AND PASSED**  
*June 14, 2018*



# PLAN 2040

A COMPREHENSIVE PLAN FOR LOUISVILLE METRO

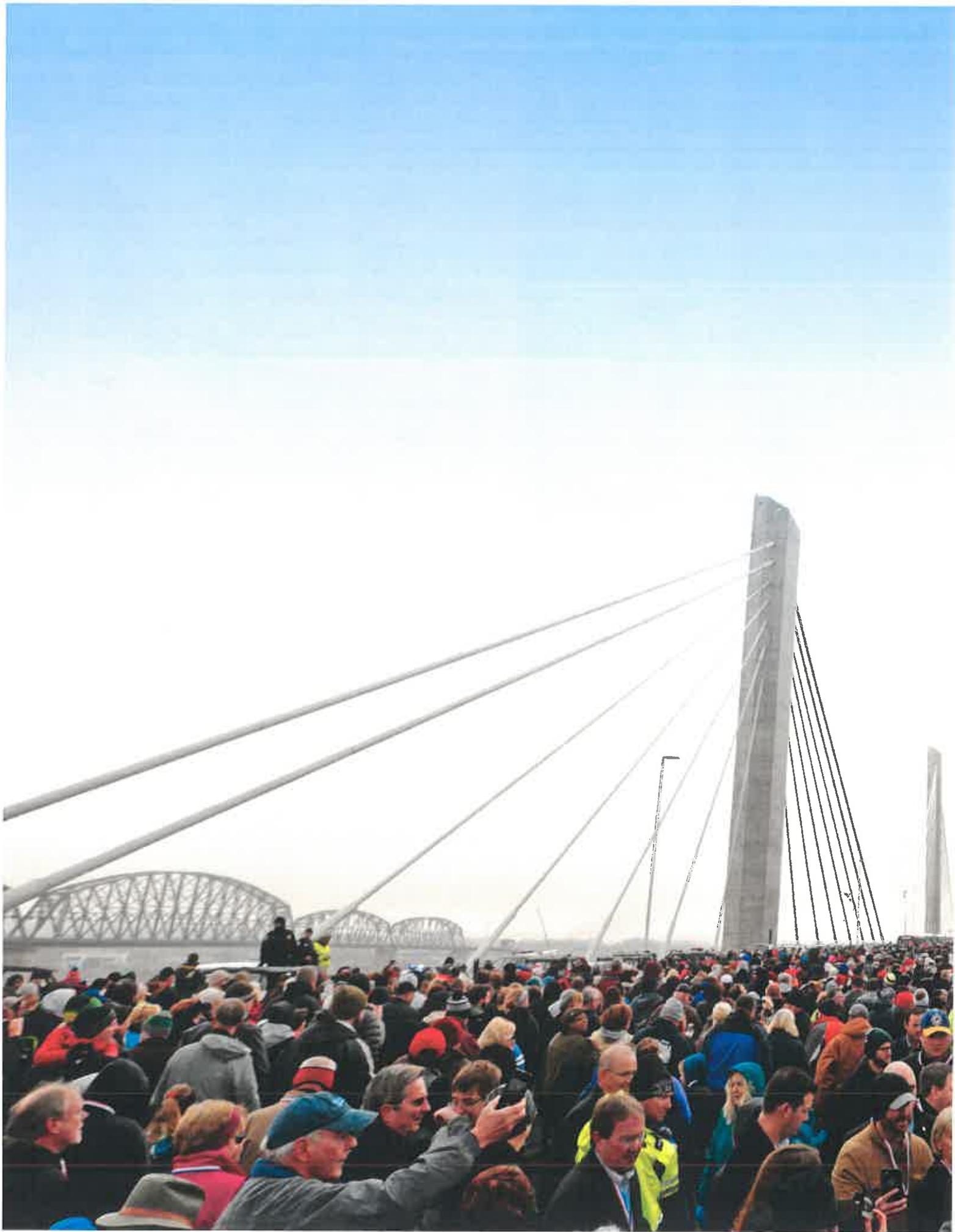


# PLAN 2040

A Comprehensive Plan for Louisville Metro



Effective Date: Reserved

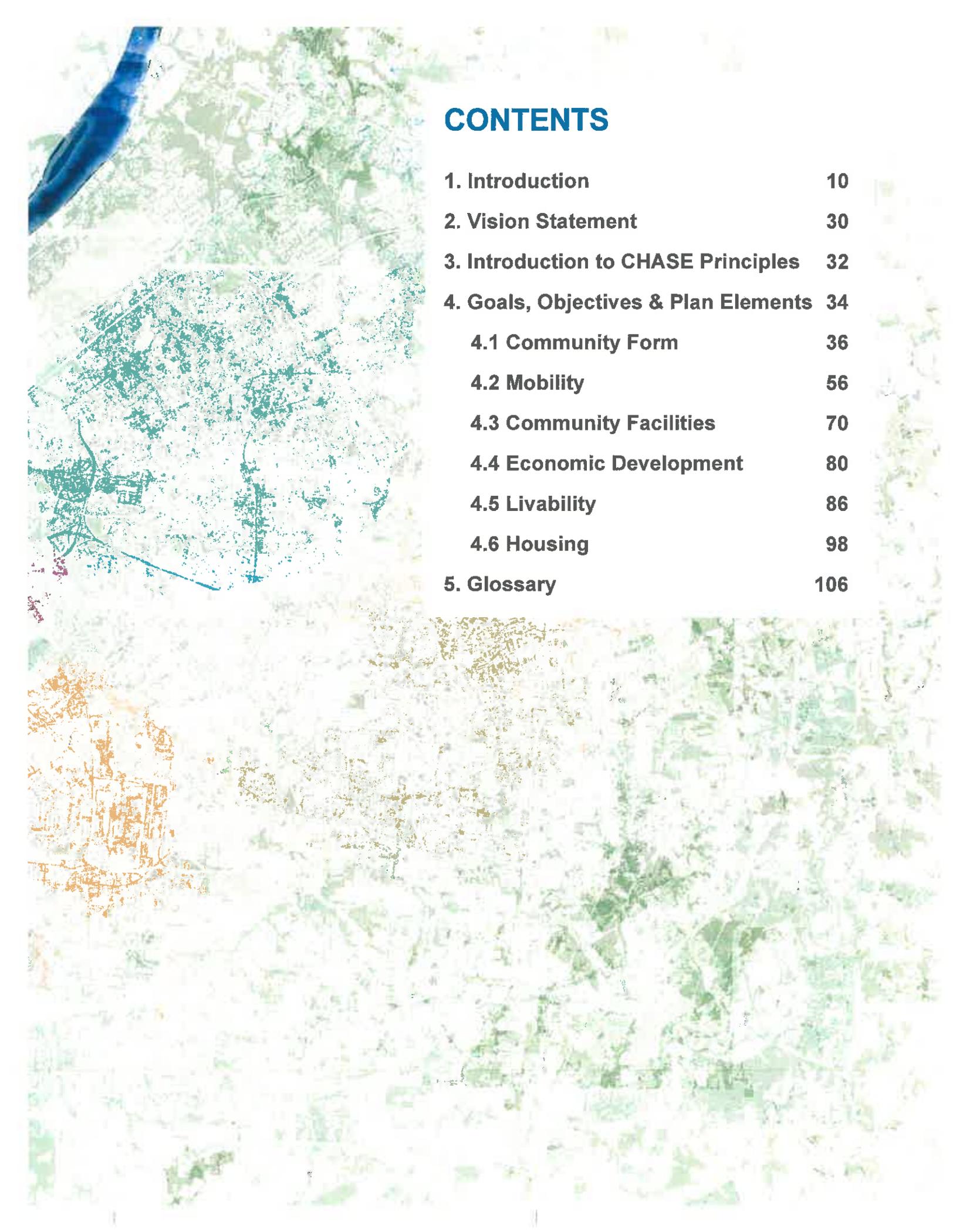


**Over 6,000 voices  
contributed to this plan**



Abraham Lincoln Bridge



An aerial photograph of a city street grid is used as a background. A blue pen is positioned in the upper left corner, pointing towards a specific intersection in the city. The map shows various streets, green spaces, and building footprints.

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# ACKNOWLEDGEMENTS

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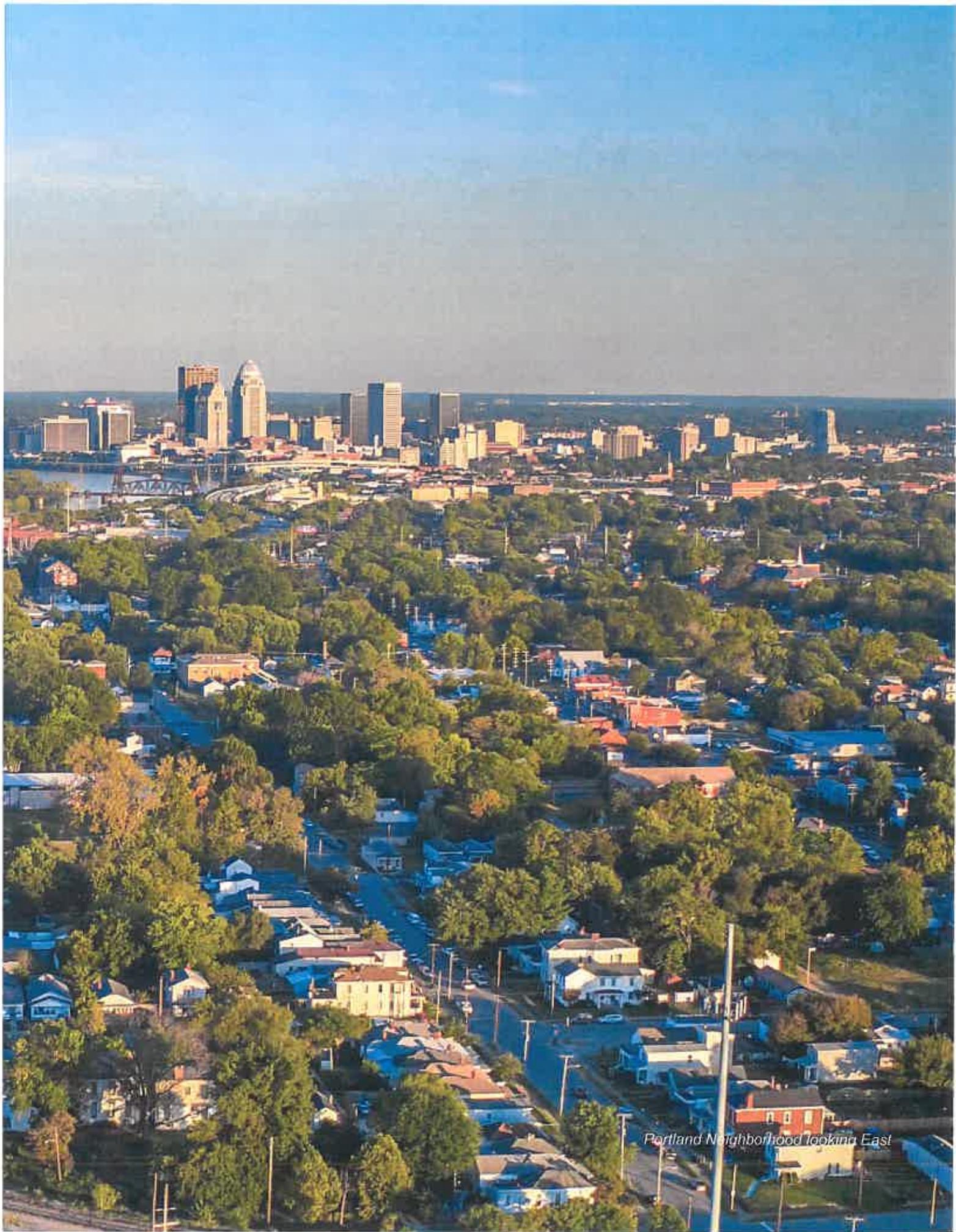
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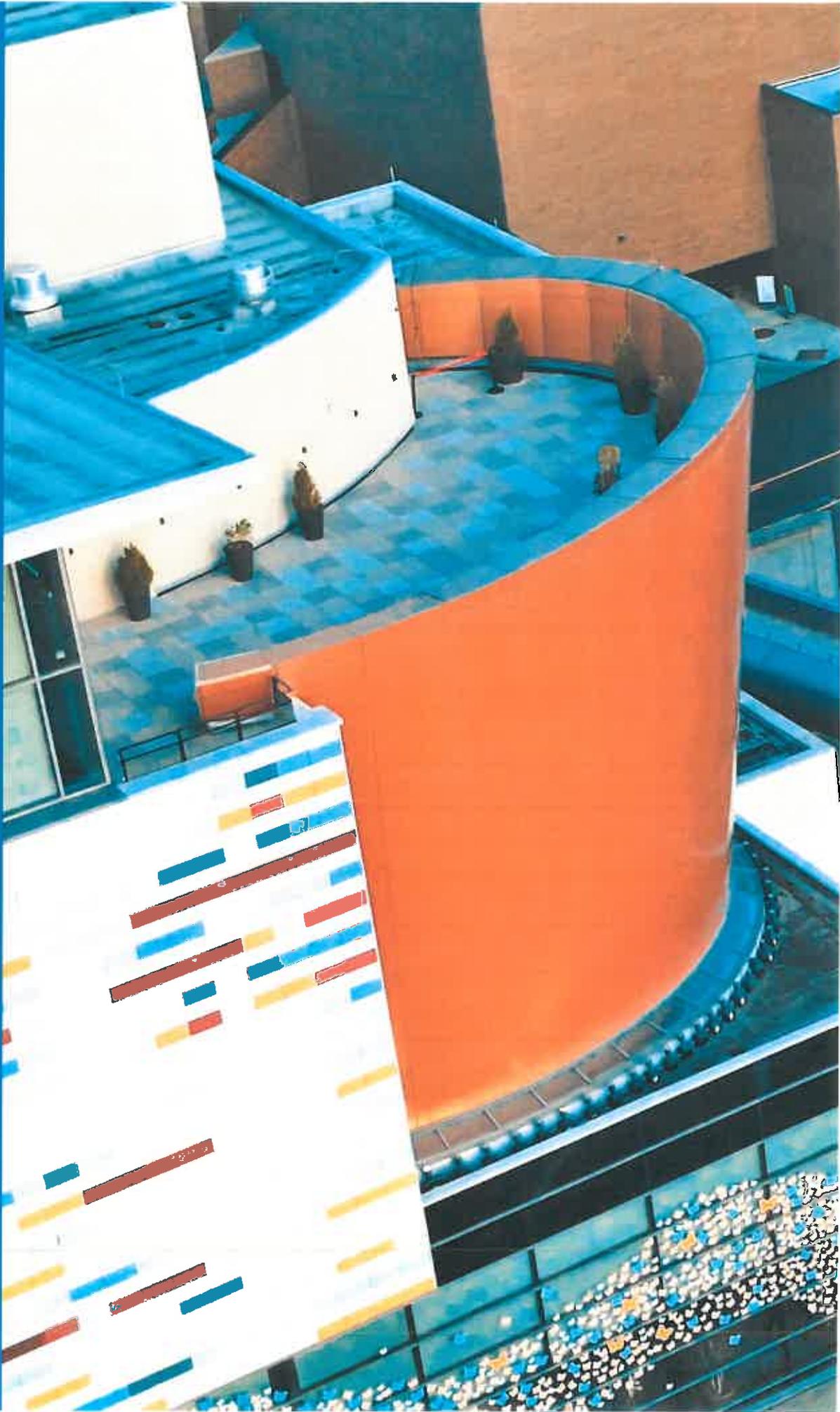
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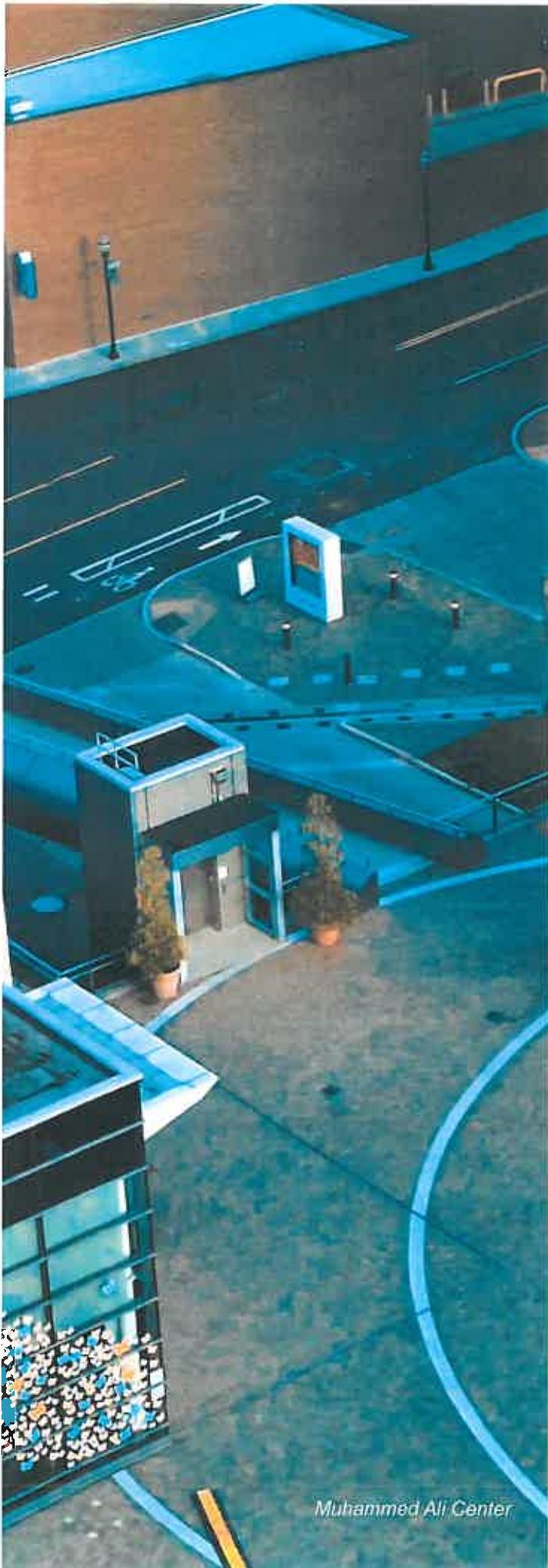
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*Portland Neighborhood looking East*

# 1. INTRODUCTION





## Background

Development of a comprehensive plan begins with research and analysis of a community's existing conditions and trends. This background information is critical for establishing a baseline from which sound decisions concerning the plan's provisions can be formed. Kentucky's enabling legislation for planning, set forth in the Kentucky Revised Statutes, prescribes the following methodology for this research and analysis to include:

1. The general distribution of past and present population and a forecast of the extent and character of future population;
2. An economic survey and analysis of the major existing public and private business activities, and a forecast of future economic levels, including a forecast of anticipated necessary actions by the community to increase the quality of life of its current and future population through the encouragement of economic development, and,
3. The nature, extent, adequacy and the needs of the community for the existing land and building use, transportation, and community facilities in terms of their general location, character and extent.

Following this process, a demographic and economic assessment, conducted by the University of Louisville's Studies Institute and the Kentucky State Data Center, was completed in 2015. The findings from this assessment are summarized in the following pages. The complete findings can be found in the appendix.

This Background section also contains additional information regarding data collection and analysis undertaken by Louisville Metro's Department of Develop Louisville, including an in-depth review of the previous comprehensive plan, *Cornerstone 2020*, and an extensive evaluation of other cities' comprehensive plans. In addition, surveys, including an opinion survey carried out by ETC Institute, were completed to ascertain public opinion on land use issues.

This section of the plan also outlines the development of the public engagement strategy for *Plan 2040*, which led to the development of the goals, objectives, and policies for each of the Plan Elements.

# INTRODUCTION

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## Why Do We Have A Comprehensive Plan?

We live in a continuously changing world where communities must plan for shifting demographic, economic, and social conditions. Comprehensive plans are long range policy documents that allow communities to periodically pause and re-assess by identifying on-going and anticipated issues, projecting needs, setting goals, developing options, and charting a general course forward. Plans, such as *Plan 2040*, provide information, analysis, and policy guidance to provide a sound basis for future decisions.

Authorized under the Kentucky Revised Statutes (KRS100), *Plan 2040* represents the latest chapter in guiding Louisville Metro's growth and development over the next 20 years. The plan updates and builds upon the successes of its predecessor, *Cornerstone 2020*, while recognizing changing conditions and shifting community priorities.

## Why Are We Doing a New Plan?

*Cornerstone 2020* was adopted in 2000, with an intended 20-year horizon. As this milestone approaches, much has changed, highlighting the need for Louisville Metro to re-evaluate our community's priorities.

*Plan 2040* grew out of a number of other planning efforts, a key one being *Vision Louisville*. Initiated in 2012, *Vision Louisville* explored a long-term vision for Louisville Metro,

culminating in a series of ideas and projects designed to improve the community and its built environment. *Plan 2040* refines and expands upon the work started by *Vision Louisville* with the most important elements being synthesized into *Plan 2040*'s five guiding principles: Connected, Healthy, Authentic, Sustainable, and Equitable. Referred to as the CHASE Principles, each is foundational to *Plan 2040* and is integrated throughout this document.

## What's In Plan 2040?

*Plan 2040* begins with an overview of the planning process, including a summary of the background research, analysis, and community engagement. The "Plan Elements," which are individual policy sections addressing specific topics of critical concern to the community, comprise most of *Plan 2040*. There are six Plan Elements, three of which, Community Form, Mobility, and Community Facilities, are mandatory for a comprehensive plan in Kentucky. The remaining three, Economic Development, Livability and Housing, are areas of importance that were identified through previous outreach efforts. Each Plan Element contains a set of goals, followed by a series of objectives and policy statements, both of which support each goal and provide more specific guidance as to their intent.

Also contained in *Plan 2040* are Core Graphics, which can be found in the appendix. The Core Graphics depict existing conditions and resources in the community.



## Vision Louisville

Vision Louisville is a 25-year long-term vision for Louisville Metro. Initiated in 2012, this planning process set out to define the future look, feel and flow of our city. Completed in two phases over a period of two years, Vision Louisville brought together a wide range of public and private stakeholders in collaboration with subject experts in the fields of design, economics, sustainability, and branding to imagine a better city. The process produced big ideas and projects for improving the community and its built environment. Several projects addressing specific urban issues also emerged from the Vision Louisville planning process, including Cultural Pass, MOVE Louisville and SoBro ArtWalks.

Examples of Core Graphics include: Form Areas, Corridor and Neighborhood Plans, Historic Preservation Districts, Environmental Constraints, Streams and Watersheds, Roadway Classifications, and Bus Routes.

## How is Plan 2040 Different From Cornerstone 2020?

*Plan 2040* builds upon the goals and concepts set forth in *Cornerstone 2020*, including the establishment of Form Districts. Both plans were derived from a broad-based community engagement process. However, *Plan 2040's* emphasis on the five CHASE principles (Connected, Healthy, Authentic, Sustainable, and Equitable) are more directly linked public involvement to the plan's contents.

One clear distinction between *Plan 2040* and *Cornerstone 2020* is the addition of a new Housing Plan Element. The Community Form Plan Element includes an increased focus on historic preservation and public art; additionally, two new Form Districts, Urban Center Neighborhood and Conservation, have been added. The Livability Plan Element has been expanded to better address issues of community health and equity. Other changes are more subtle. Plan Elements found in both plans, including Mobility, Community Facilities, and Economic Development have been updated and enhanced.

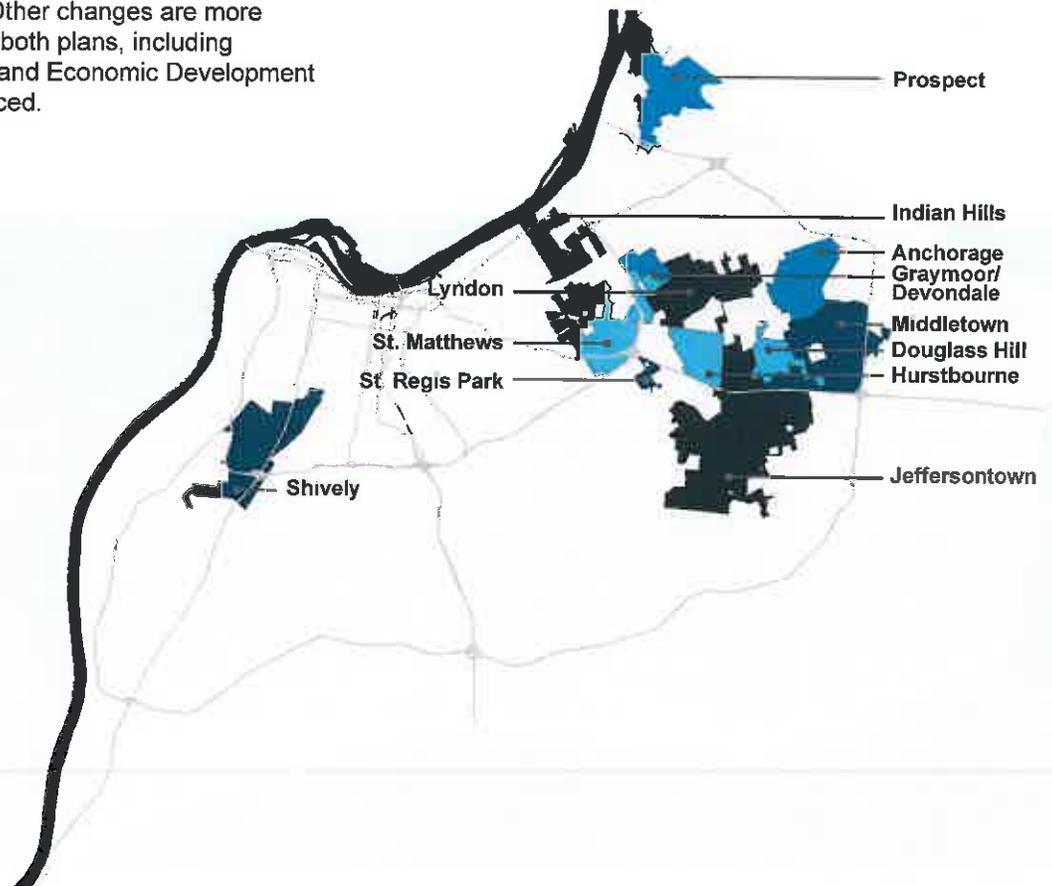
## Where does Plan 2040 Apply?

Plan 2040 applies to all of Louisville Metro, which includes all cities and unincorporated areas within Jefferson County. The planning unit includes over 80 cities, including the following cities that have independent zoning authority: Anchorage, Douglass Hills, Graymoor-Devondale, Hurstbourne, Indian Hills, Jeffersontown, Lyndon, Middletown, Prospect, Shively, St. Matthews and St. Regis Park.

## How Will Plan 2040 Be Used?

As a comprehensive guide for growth and development, *Plan 2040* is not a regulatory document but it will inform updates to specific regulations after its passage. One of the most significant regulations that *Plan 2040* will inform is the Land Development Code (LDC). The LDC sets the rules by which all development occurs. Amendments to the LDC, or its associated Zoning and Form District Maps, must be closely aligned with the goals, objectives, and policies listed within this plan.

Representing over two years of public input and discussion that engaged over 6,000 people across the community, *Plan 2040* provides a framework to evaluate individual development and redevelopment proposals in light of the larger community's stated goals and policies. In addition to guiding regulatory changes, *Plan 2040* will assist in setting institutional priorities, helping guide policy development, and informing public investment. *Plan 2040* intentionally strikes a balance between being overly general and overly detailed. This is to allow for flexibility given the uncertainties inherent in making any plan designed to be relevant for the next 20 years.



# PLANNING PROCESS



## Introduction

Plan 2040 is the result of a community-oriented process. Citizens from throughout Louisville Metro were engaged early in the process provide input on the updated plan. This engagement led to the development of Goals, Objectives, and Policies that benefit the entire community. The planning process for the development of Plan 2040, completed over a two-year time period, consisted of the following phases: 1. Background; 2. Data Collection; 3. Analysis; and 4. Public Engagement, which included Goal, Objective and Policy Development.

## Background

To ensure a successful outcome, the process for Plan 2040 began with preparation and planning. Information was gathered to support and define the project. Most importantly, an extensive and inclusive public engagement strategy, utilized throughout the process, was developed. This initial stage commenced with a thorough review of the community's Comprehensive Plan in effect prior to Plan 2040, Cornerstone 2020. Staff focused on determining which Policies were outdated or inconsistent with more recent planning efforts, best planning practices, and current land use/housing laws and requirements. Finally, staff identified ways in which the plan could be modernized so that its content is more user-friendly and understandable.

## Data Collection

Effective land use Policies are influenced by an in-depth understanding of existing conditions, as well as a foresight into expected future conditions. Existing conditions along with the expected trends informed Plan 2040's provisions. A group of local experts, the Data Committee, were convened to help guide the data production for the plan. This group consisted of members from partner agencies such as the Metropolitan Sewer District and Jefferson County Public Schools, as well as others organizations that produce local land use data such as the Greater Louisville Association of Realtors.

During this second stage of the process, staff carried out such a review of existing and future conditions. With the assistance and expertise of the University of Louisville's Urban Studies Institute and the Kentucky State Data Center, a report concerning demographic and economic projections over Plan 2040's horizon was completed. As part of this report, 21 study areas were identified for Louisville Metro. Each study area is comprised of a group of US Census Tracts and organized along a major transportation corridors and by other natural barriers. Projections through 2040 were then completed for the metropolitan region, the county, and the 21 individual study areas. Additional studies were also carried out, including research related to land use and real estate conditions and building/development trends. Surveys, including an opinion survey carried out by ETC Institute, were completed to ascertain public opinion on land use issues such as housing, economic development, transportation and community facilities.

As many other communities have adopted Policies with conditions, needs, or aspirations that are shared by Louisville Metro, staff reviewed Comprehensive Plans adopted by local governments throughout the United States, including those by: Austin, TX; Boston, MA; Boulder, CO; Cincinnati, OH; Denver, CO; Indianapolis, IN; Lexington, KY; Nashville, TN; Miami, FL; Oklahoma City, OK; Philadelphia, PA; Portland, OR; and San Antonio, TX. The intent of these reviews was to draw inspiration and gain insight into best practices. The selected plans were from peer cities and communities that have physical, demographic, or economic conditions that Louisville Metro may want to replicate.





This data collection and research effort was accomplished with the support of the Data Committee. In addition to sharing data and insight, an anticipated result of the collaborative process is that the member's agencies would utilize the same or compatible datasets in their projects, thus better aligning those efforts with Plan 2040.

## Analysis

The analysis stage involved a further review of Cornerstone 2020 and other recent Louisville Metro planning efforts including, but not limited to, Vision Louisville, Sustain Louisville, Move Louisville, Healthy Louisville 2020, Making Louisville Home For Us All, and the Louisville Metro Multi-Hazards Mitigation Plan. Staff began to analyze the potential effects of the demographic and economic projections, as well as the possible local impact of applying certain provisions identified in the other communities' Comprehensive Plans. In addition, staff considered analyses prepared by students taking part in a capstone studio required by the University of Louisville's Master of Urban Planning program.

As a result of the analysis, staff determined that many provisions of Cornerstone 2020 remained relevant and could be carried forward into Plan 2040. However, the plan was in need of better organization. Staff determined that the new plan should include the same Plan Elements of Cornerstone 2020 – Community Facilities; Community Form; Livability; Marketplace (renamed to Economic Development); and Mobility. In addition, it was determined that an independent Housing Plan Element was needed to consolidate housing Policies. While continuing to follow the requirements of Kentucky Revised Statutes, it was decided that Plan 2040 would be organized in a more direct manner than Cornerstone 2040, with concise Objectives and Policies directly following fewer and broader Goals.

Staff also determined that to further the other local planning efforts, Plan 2040 needed to directly address some recurring issues identified in those plans. As such, five Principles were identified from recent long-range planning efforts conducted by Louisville Metro. The principles are Connected, Healthy, Authentic, Sustainable and Equitable (CHASE Principles). Each Plan Element responds to and advances the CHASE Principles.

The Advisory Committee was appointed **during this stage**. The Advisory Committee, representing a broad cross-section of community stakeholders, oversaw the public engagement efforts and helped refine the draft Goals, Objectives, and Policies that were sent to the Planning Commission and ultimately the legislative bodies with zoning authority for final approval.

Six Work Groups –a central component of the public engagement strategy– were organized around each of the six Plan Elements and procedures for these groups were developed during this stage of the planning process. A Work Group Kickoff meeting was held to create excitement, encourage participation, explain the purpose of Plan 2040, and provide Objectives for each of the six Work Groups. To emphasize the importance of having attainable Goals that further the CHASE principles, attendees participated in a priority setting exercise and provided input on the CHASE concept. Each of the subsequent Work Group meetings, which were open to the public, followed an agenda so that the individual Work Groups maintained similar paces and created interrelated and consistent products.





## Goals

Following the Kickoff meeting, the six Work Groups met separately throughout the remainder of the process. Each Work Group was tasked first with developing draft Goals. After reviewing the Cornerstone 2020 provisions and the conclusions of the data analysis, members were specifically asked to determine which Cornerstone 2020 Goals and Guidelines should be carried into Plan 2040 and propose updated Goals that were broader and more aspirational in nature. Further, members were directed to ensure that the draft Goals were representative and inclusive of the entire community.

The Goal development process involved each Work Group meeting at least three times each and incorporated a variety of engagement tools to encourage a diversity of ideas and foster a creative and inclusive environment for receiving public input. A draft set of Goals, developed predominately with the input received from the Work Groups, was forwarded to the Advisory Committee. The Advisory Committee further refined the Goals in order to finalize a recommended set to the Planning Commission and legislative bodies to consider.



## Objectives

After the Work Groups developed Goals, members turned to developing draft Objectives that further define the Goals. The CHASE Principles were directly used to develop the plan's Objectives. The Objectives are statements that could lead to specific results within a timeframe, given available resources. As such, the Objectives are more specific and easier to measure than the preceding Goals.

The Objective development process was similar in nature to that employed for the development of Goals, with each Work Group meeting up to four times. Varying exercises were utilized to encourage participation and feedback from all members in attendance.



After the Work Groups finished developing draft Objectives, nine Community Forums were held throughout the community to present the draft Goals and Objectives. The intent of the forums was to allow and encourage additional members of the public to give input in a different environment and become familiar with the work completed to date and learn how to contribute to the process moving forward.

A draft set of Objectives, developed predominately with input received from the Work Groups and Community Forums, was forwarded to the Advisory Committee. The Advisory Committee further refined the Objectives in order to finalize a recommended set to the Planning Commission and legislative bodies to consider.

## Policies

Finally, the Work Groups were tasked with developing draft Policies that would serve as the formal Plan Elements and define how the Goals and Objectives can and should be achieved. Members were asked to pay attention to the existing Policies provided in Cornerstone 2020 and carefully examine the areas where those Policies were in need of update. Further, members were directed to identify new Policies that would help further the CHASE principles.

The Policy development process was more focused and featured exercises that would lead to more detailed language. Each Work Group met at least three additional times to develop the Policies.

To conclude the process and celebrate the significant accomplishments of the Work Groups, an Open House was held on September 16, 2017 to share the results of each Work Group. After some final revisions, the draft Policies were forwarded to the Advisory Committee. The Advisory Committee further refined the Goals in order to finalize a recommended set to the Planning Commission and legislative bodies to consider.

## Conclusion

The Goals, Objectives, and Policies developed by the Work Groups and Advisory Committee were the result of the efforts of hundreds of individuals who dedicated their time and energy to the process. The process included 52 Work Group meetings as well as more than 60 events and meetings with other citizen groups to produce the elements of Plan 2040. It was a constructive and informative exercise that led to provisions that are reflective of the entire community and all of its residents. The Advisory Committee respected the products of the Work Groups and only refined their output as necessary. The draft set finalized by the Advisory Committee was forwarded to the Planning Commission with nearly broad consensus.

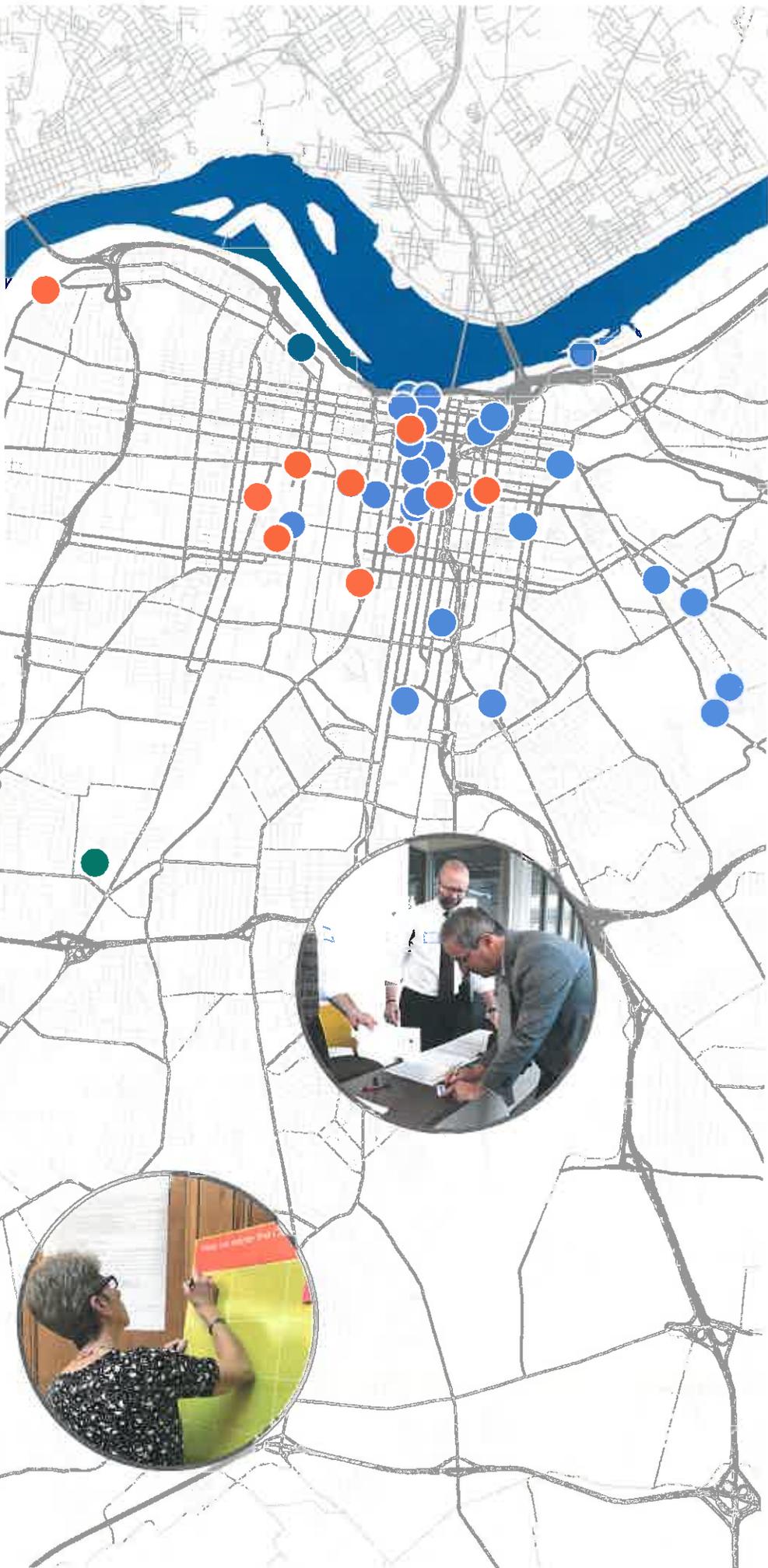


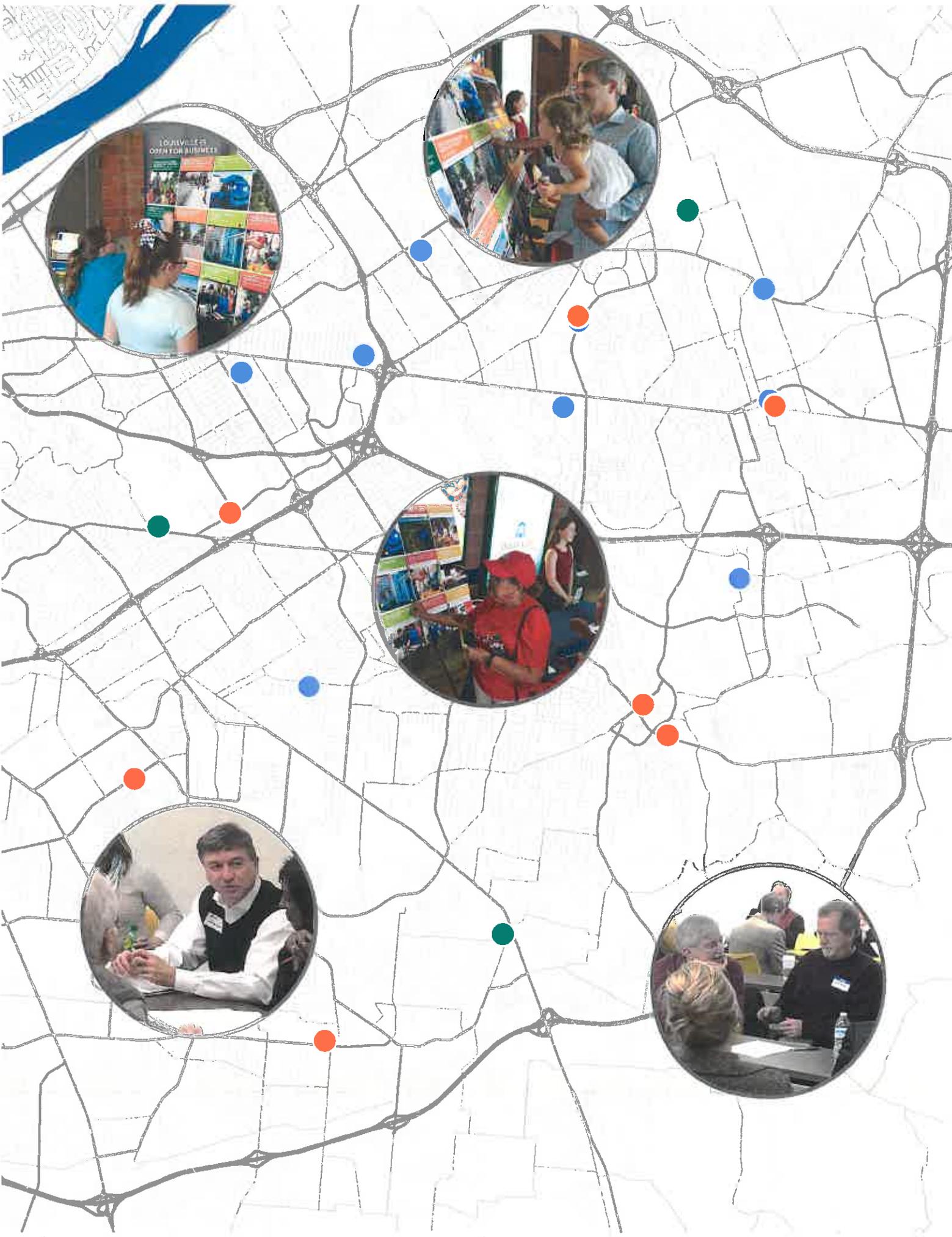
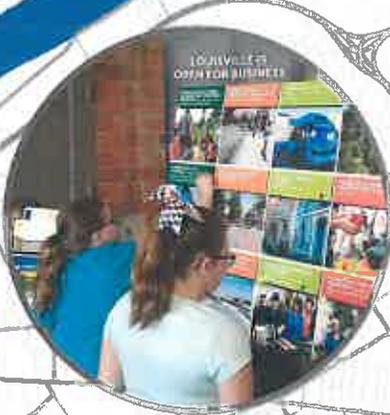
## Community Engagement

Altogether there were 78 public meetings held for the Advisory Committee, Data Committee and Work Groups. In addition, staff facilitated 9 community forums, assisted with 4 CHASE Workshops and participated in over 60 meetings with community organizations. As a result of this inclusive and extensive community engagement process, over 6,000 people participated in the creation of Plan 2040.

### Legend

- Community Forum
- Work Group Meeting
- Community Outreach Event

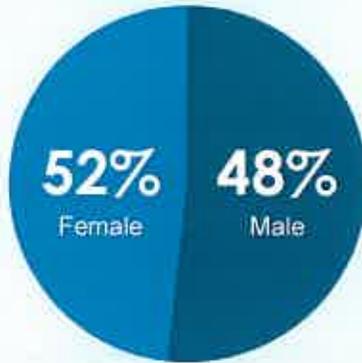




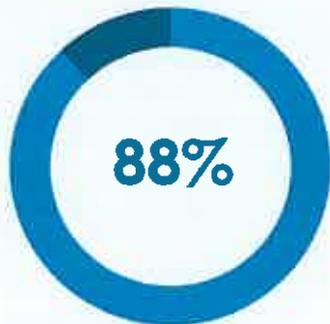
# DEMOGRAPHIC SNAPSHOT

## Louisville Metro in 2016

### Population



### Education



High School Graduate or Higher



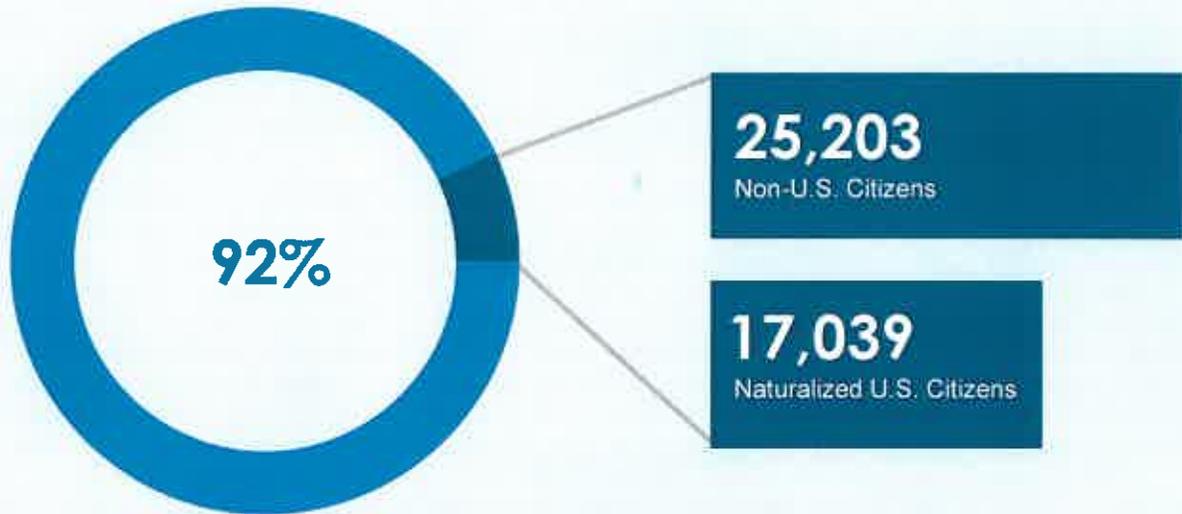
Bachelor's Degree or Higher

### Primary Language

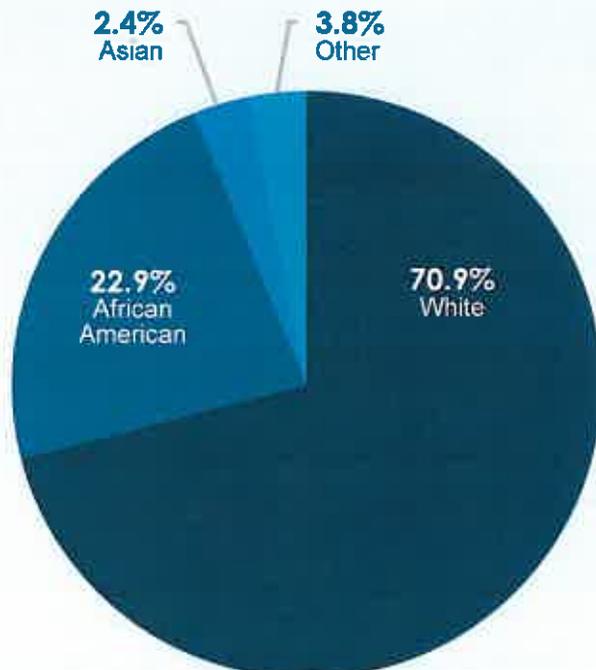


## Native Born

## Foreign Born



## Race & Ethnicity



The U.S. Census categorizes race and ethnicity separately. Race includes categories such as white, african-american, asian, etc., while ethnicity refers to origin. U.S. Census also identifies the american population with ethnicities as either hispanic or non-hispanic.

Race

Ethnicity

Source: 2016 American Community Survey

# DEMOGRAPHIC & ECONOMIC PROJECTIONS

## Louisville Metro is Growing

The Goals, Objectives and Policies of Plan 2040 seek to continue and build on the trend of a growing population. It is important that land use Policies are consistent with the community's vision, and anticipated investment should support population and economic needs.

To better anticipate and plan for future demands on land, decision makers must have an understanding of whether or not growth in population, housing units and/or jobs is expected over the planning horizon. Utilizing the expertise of the Kentucky State Data Center and the University of Louisville's Urban Studies Institute, demographic and economic projections were carried out for Louisville Metro and its region through 2040. This data was utilized in the development of Plan 2040's provisions and can be used to make more informed land use decisions. However, the data should be interpreted as trend projections of current demographic and market conditions, not necessarily as desired outcomes.

To be useful for planning purposes, a greater level of geographic detail was required. In addition to collecting data and projecting trends regionally and county wide, projections were made for 21 study areas within the county. Each study area consists of a grouping of US Census tracts and collectively they were designed based on their relationship to major transportation corridors.

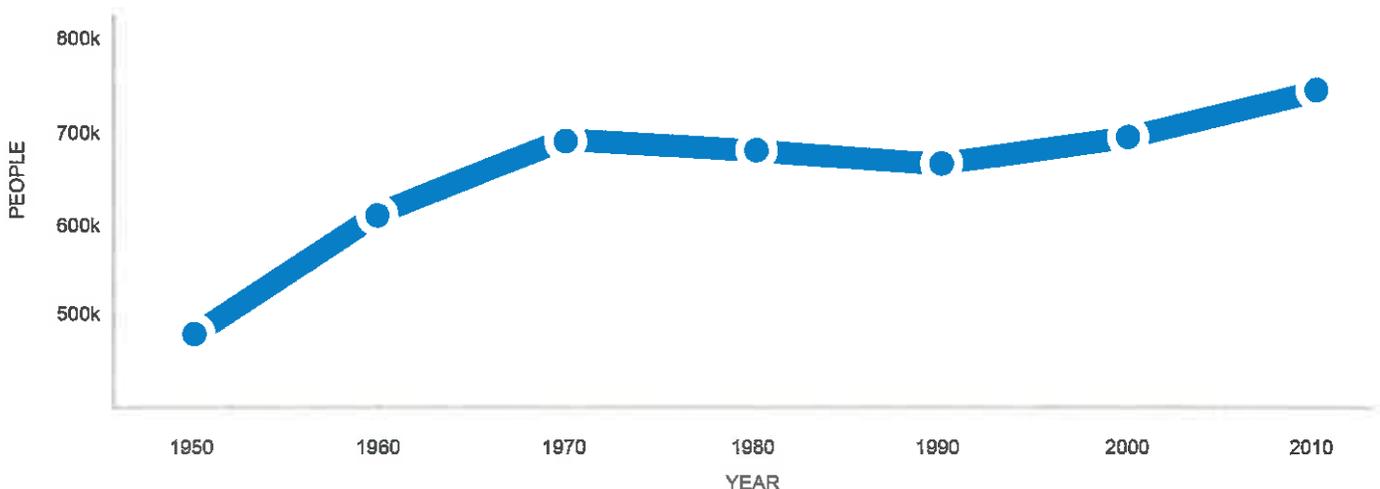
## Where Will Growth Occur?

The population of Louisville Metro and its region are expected to grow. Between 2010 and 2040, the population of the 12- county Louisville Metropolitan Statistical Area (MSA) is projected to increase to 1,551,542. Jefferson County is forecasted to experience the largest share of the predicted growth of the MSA, accounting for 42%. Oldham, Shelby and Bullitt Counties are each expected to grow by more than 50%. Clark County, Indiana is also forecast to have sizeable population gains, in both numeric and percentage terms.

The population of Jefferson County alone is projected to increase to 872,231. This projected growth is consistent with a steady increase in Jefferson County's population since 1990, after two decades of population decline between 1970 and 1990.

**The Louisville MSA  
is projected to increase to  
1,551,542  
people by 2040.**

Population Growth 1950-2010



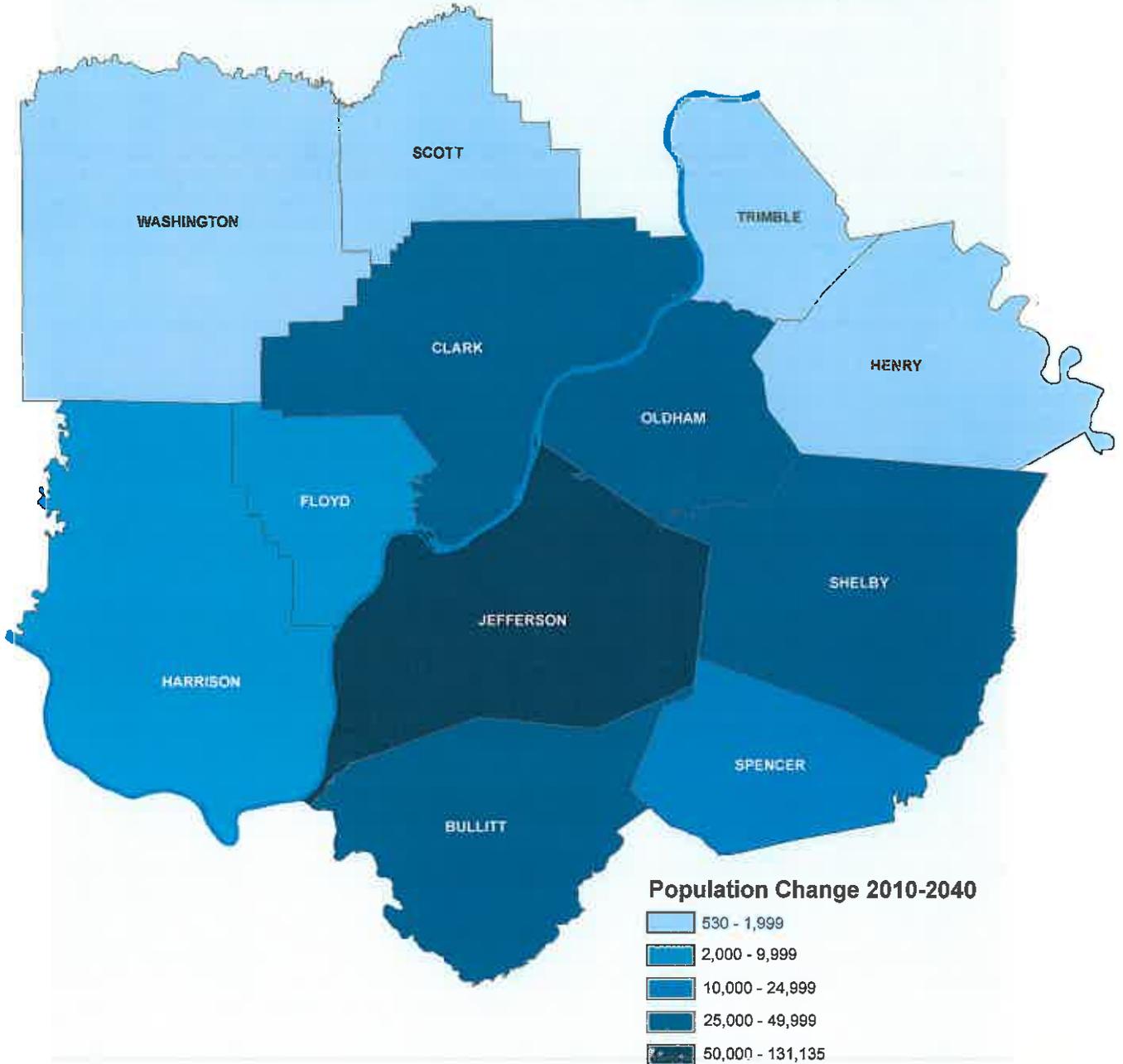
By 2040 the population will increase by:

**+26%**

Louisville MSA

**+18%**

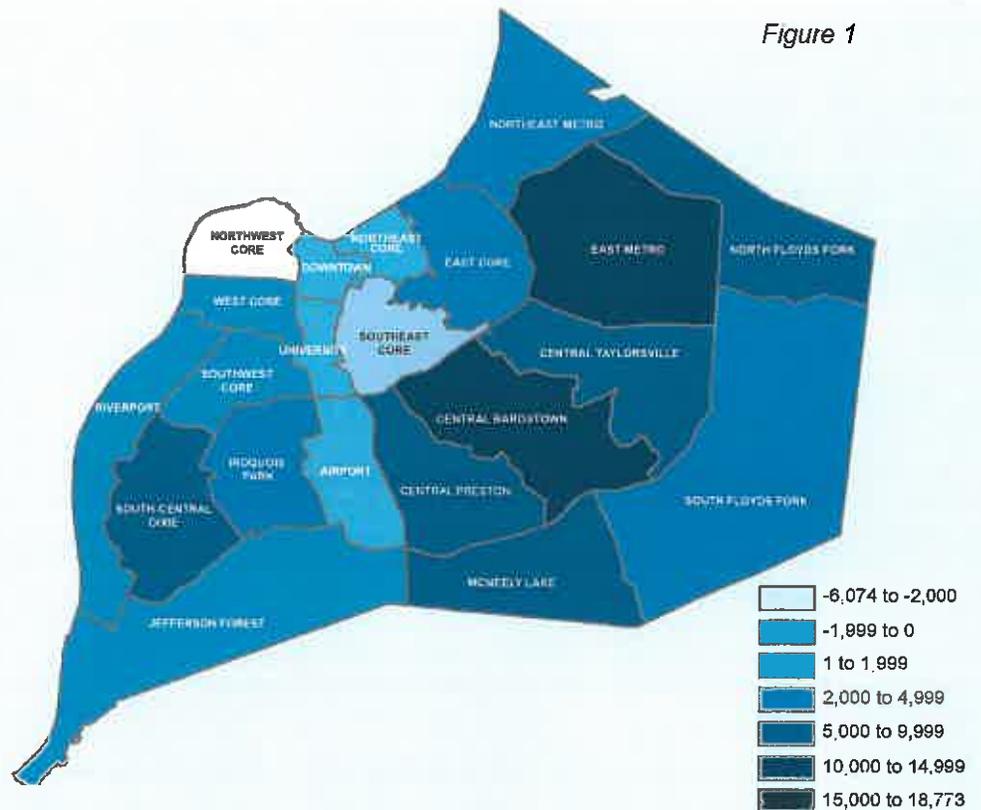
Jefferson County



The population maps displayed on this page identify the projected population change and percent change from 2010 to 2040 in Jefferson County.

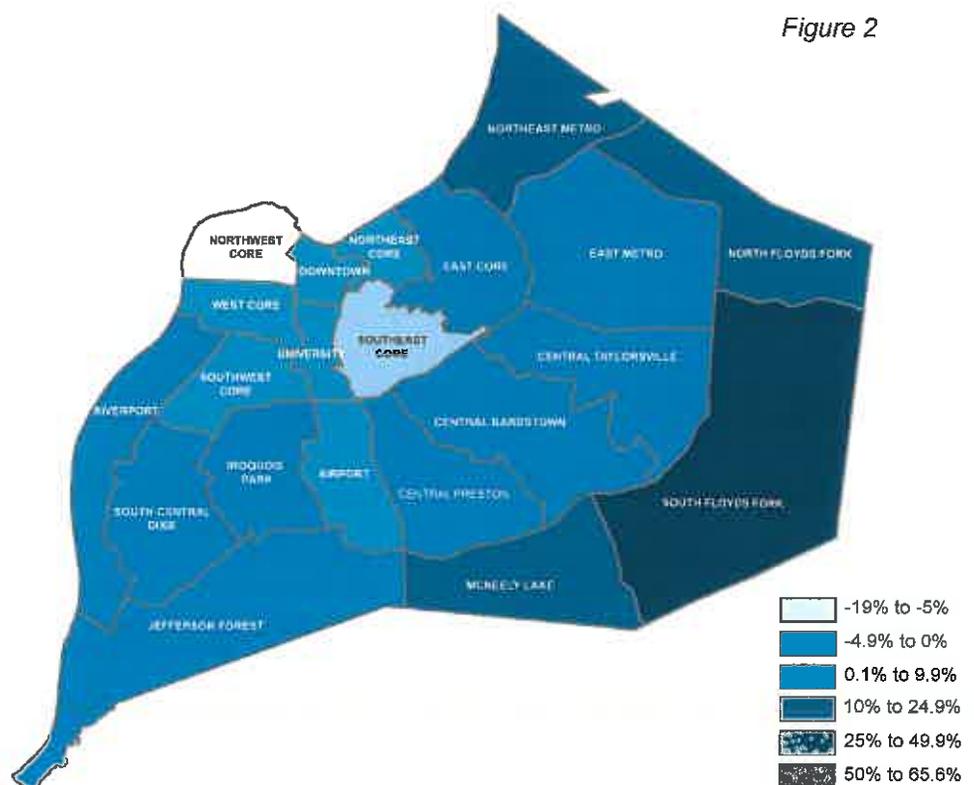
## Population Change 2010-2040

The Population Change Map (Figure 1) identifies the total number of people that are projected to increase in specific areas of Jefferson County. For example, Central Bardstow and East Metro are expected to grow by 15,000 and 18,773 people by 2040. Population growth in the study areas located outside of the Watterson Expressway are projected to continue at a faster pace than growth inside. The largest numeric growth is expected to be in areas outside the Watterson Expressway and inside the Gene Snyder Freeway, in East Metro and Central Bardstow. The largest population decline is projected in the Northwest Core.

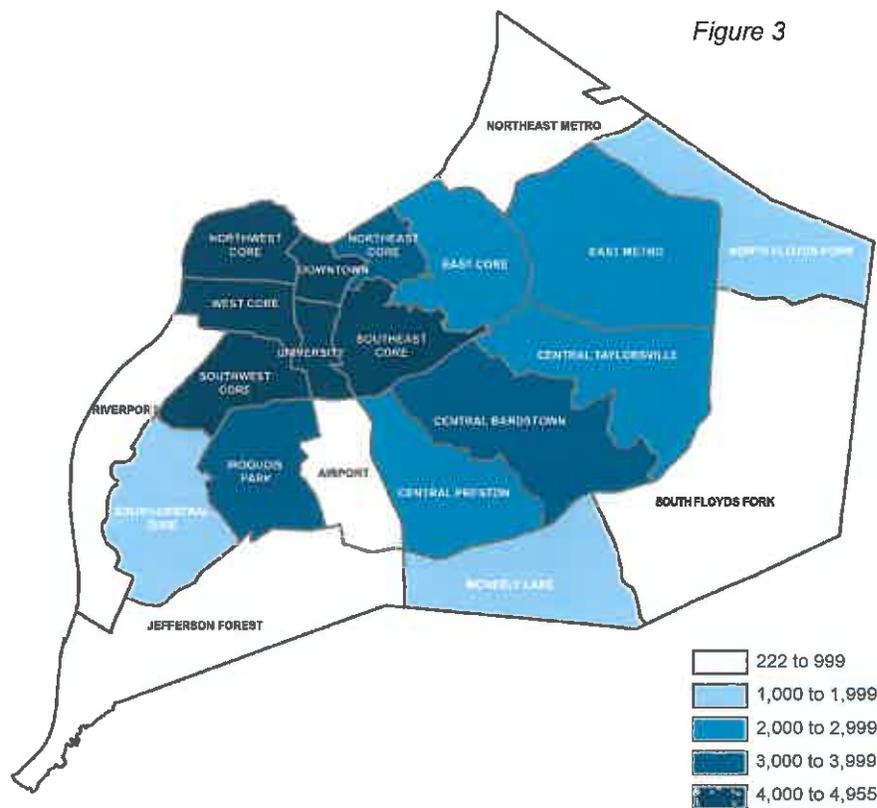


## Population Percent Change 2010-2040

The Population Percent Change Map (Figure 2) identifies the percent of population growth measured against the population in 2010. The largest percentage growth is expected outside of the Gene Snyder in the Parklands of Floyd's Fork. All other study areas in eastern Jefferson County outside of the Gene Snyder are also projected to see sizeable percentage gains in population. North Floyd's Fork, McNeely Lake, and Northeast Metro are each projected to gain more than 25% of their current populations by 2040. With the exception of the East Core, study areas within the Watterson Expressway are forecast to see smaller percentage gains (less than 10%) or minor declines in population.

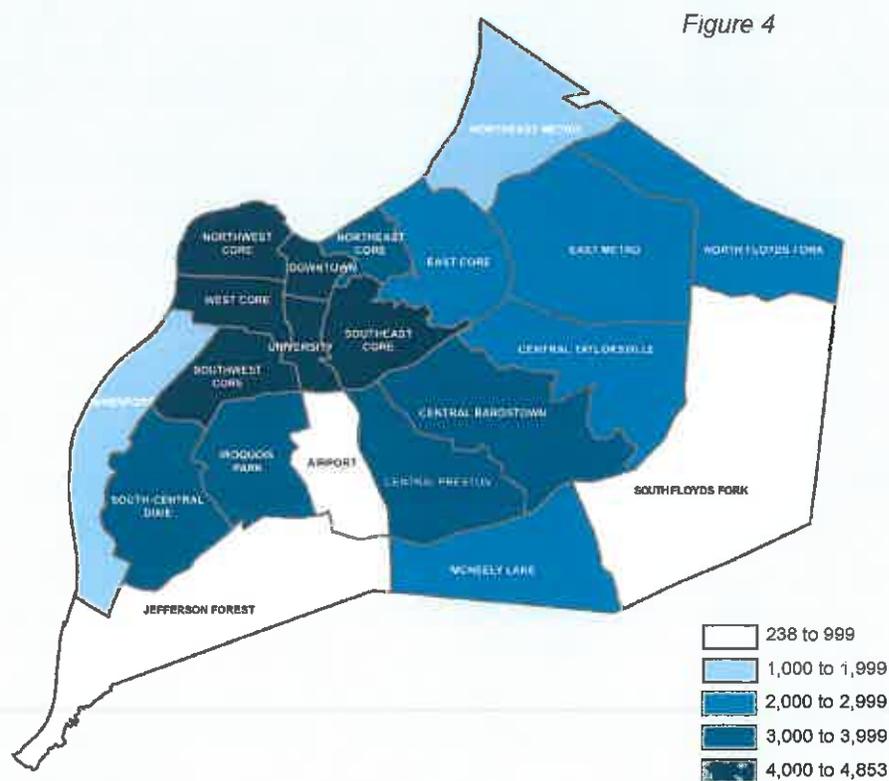


The density maps displayed on this page outline the population density in 2010 and the projected population density in 2040. Population density is characterized as the number of people living within a certain area. The maps on this page characterize density by the total of number of persons per square mile.



### Persons Per Square Mile, 2010

In 2010, the areas of the Jefferson County that were more densely populated in comparison to the rest of the county included Downtown, the Northwest Core, West Core, Southwest Core, University and the Southeast Core (Figure 3).



### Persons Per Square Mile, 2040

The projected density, as shown in the Persons Per Square Mile, 2040 Map (Figure 4), shows increased density throughout the county. Areas that are expected to increase in density include South Central Dixie, Riverport, Central Preston, McNeely Lake, Northeast Metro, and North Floyds Fork.

## Household Growth is on the Rise

The average number of household size is stabilizing after decades of modest decline. In addition, the number of households in the Louisville MSA is projected to outpace population growth through 2040.

The Louisville MSA is projected to gain 154,253 households between 2010 and 2040, bringing the total number of households to 650,567 in 2040. Jefferson County is expected to account for 42% of the MSA's household growth - the largest share in the MSA.

**By 2040 the number of households will increase by:**

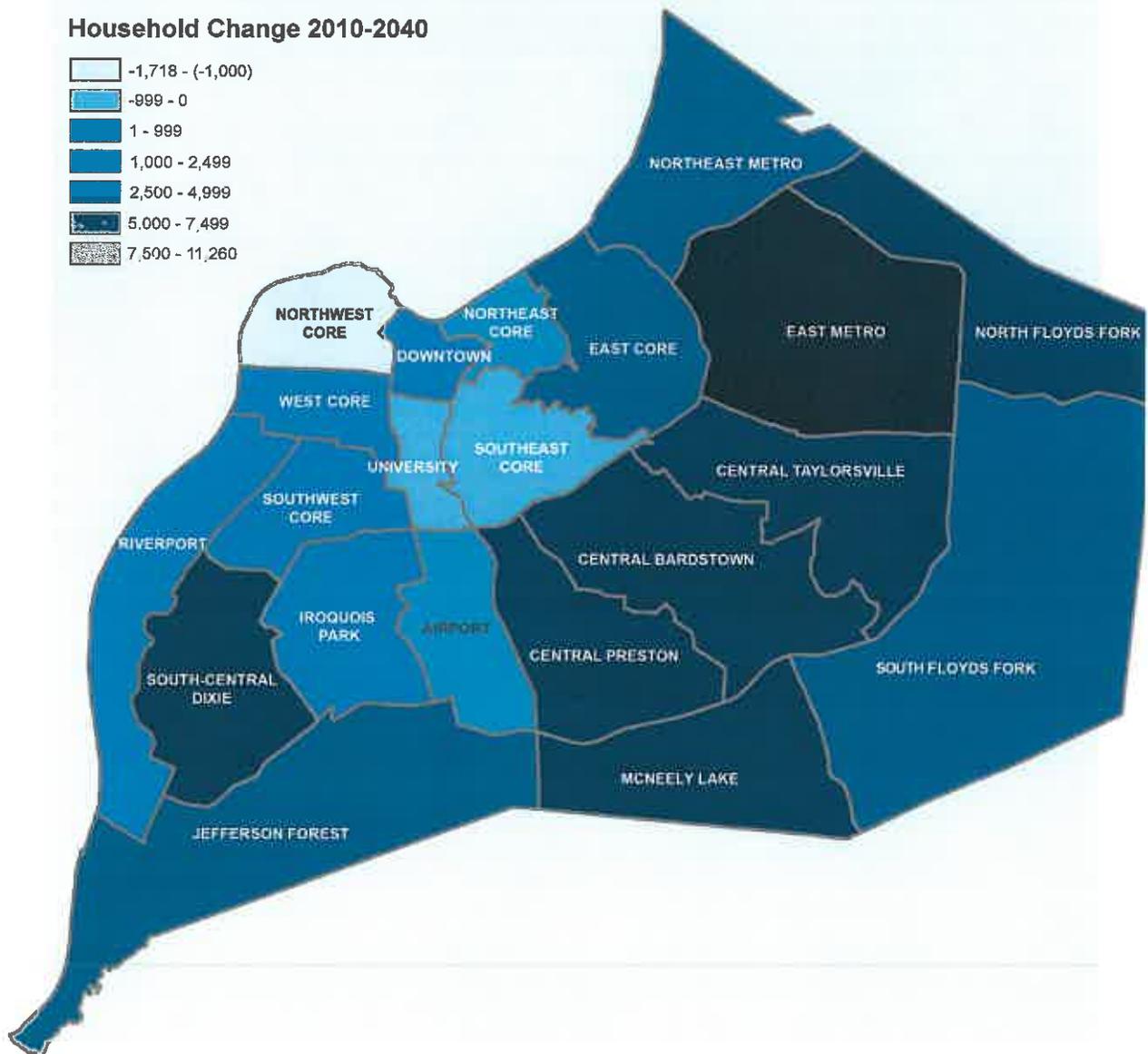
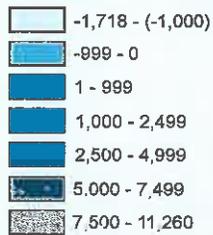
**+31%**

Louisville MSA

**+21%**

Jefferson County

### Household Change 2010-2040

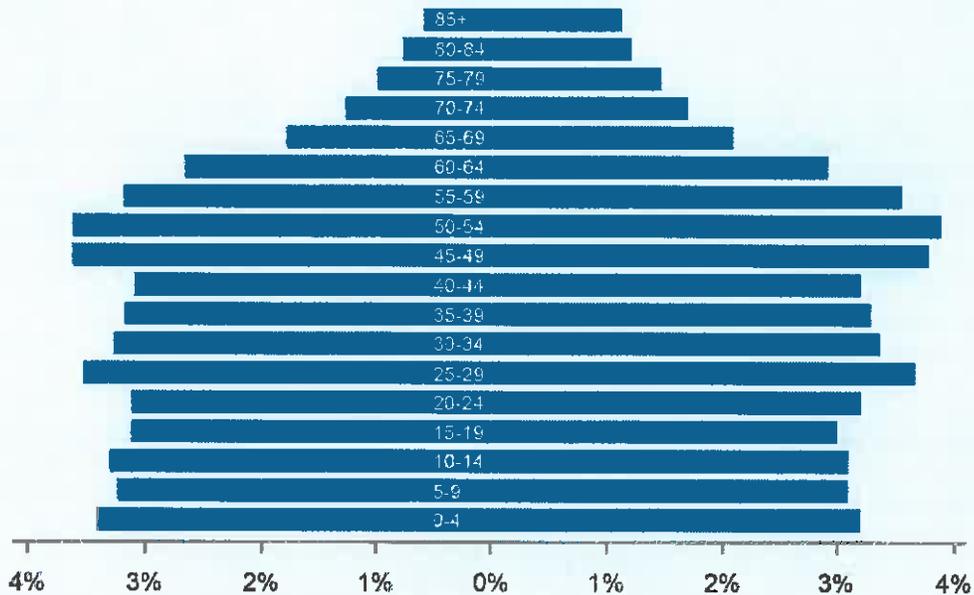


## Louisville Metro Will Have an Increased Number of Older Adults

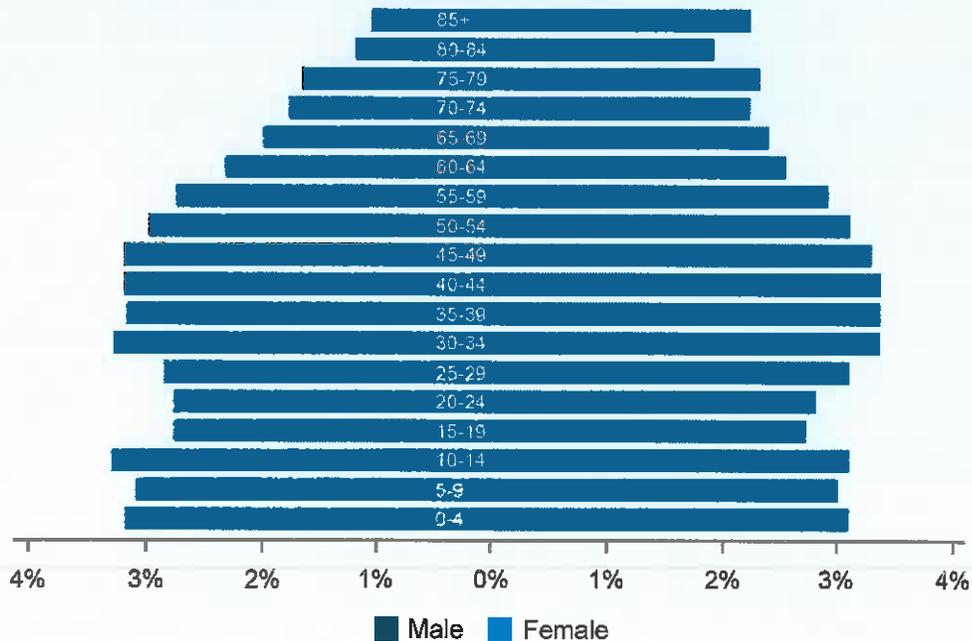
Between 2010 and 2040, the population age 65 and over is expected to increase substantially, particularly among females. The population in the middle age groups – approximately age 35 to 65 – decreases moderately, as the Baby Boomers age out of this group. The young adult and child populations remain fairly constant.

### By 2040, the Baby Boomer Generation will be 76-94

Percent of Jefferson County Population in 2010



Percent of Jefferson County Population in 2040



## The Economy is Growing

Most economic forecasting is based on the assumption that historic trends in employment are the best predictor of future employment. When forecasting the economy, it is appropriate to make judgmental adjustments or assumptions. Most adjustments are made based on specific information about changes in the national, state, regional and local economy and changes in industry. National trends may suggest future employment increases (or decreases) in a sector. Additionally, employment is cyclical in nature, meaning that it declines during economic downturns and increases during economic booms. Jefferson County experienced the normal cyclical employment pattern until the late 1980s, when employment in the county began to grow steadily until the beginning of the 2000s.

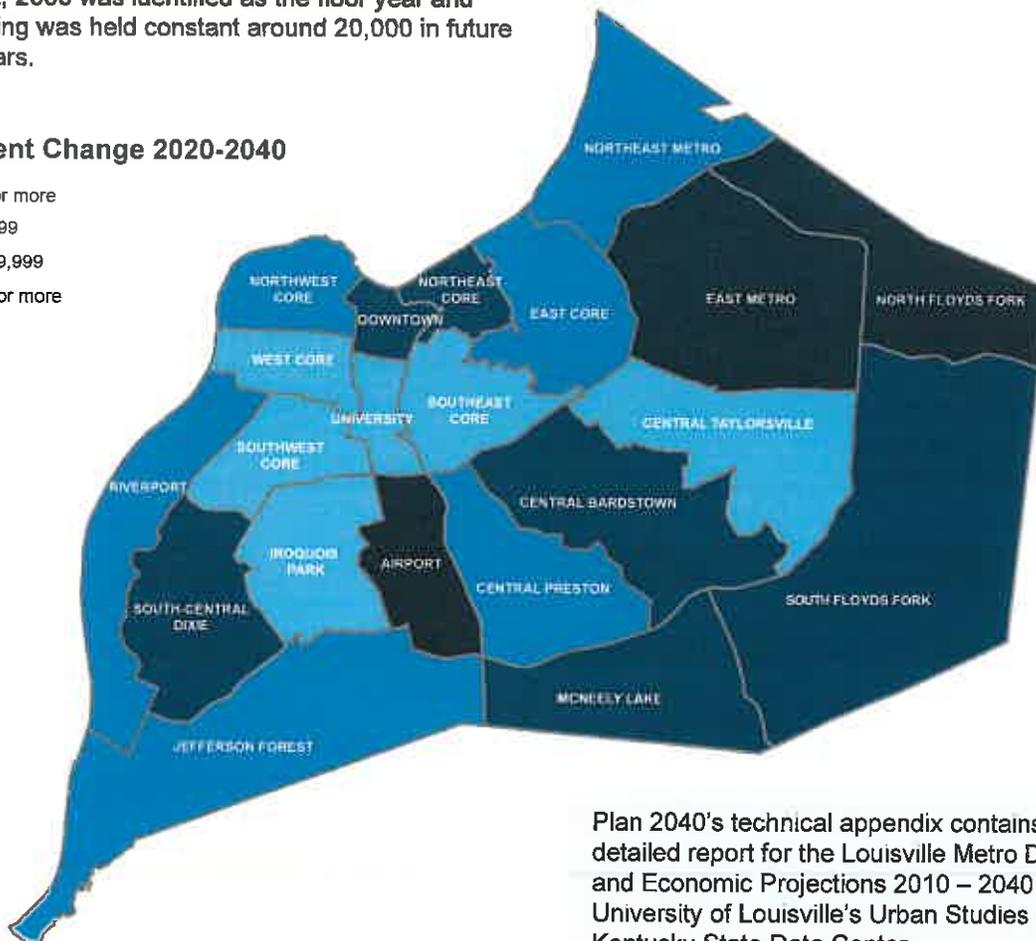
Jefferson County should continue to experience growth in the following sectors: professional, health care and social assistance sector, transportation and warehousing, and hospitality/tourism. Manufacturing remains a question. Most analysts believe that manufacturing employment will reach some “floor” and remain relatively constant around that floor for the future. Unfortunately, it is uncertain where the floor is, how quickly we will realize it, or how it may incorporate nontraditional work arrangements. For the purpose of the forecast, 2030 was identified as the floor year and manufacturing was held constant around 20,000 in future forecast years.

Three of the 21 study areas are expected to gain more than 10,000 jobs over the forecast period 2020 to 2040. Six are expected to make modest gains. Another six are essentially static, and expected to see very modest gains/losses over the period. Employment is shrinking in another six study areas. In the case of the shrinking employment study areas, the forecasted loss is driven by structural changes to the economy or to the area, such as increasing residential development changing the type of businesses present.

Total MSA employment (full and part-time) is forecast to exceed 900,000 by 2040, growing by a little under 1% per year. Growth is forecast to come from the health care industry, the professional sector, and transportation and warehousing. Trade is forecast to be stagnant and manufacturing is forecast to decline to the identified “floor” over the period.

Population and the economy are closely related and are likely to support each other, as a larger population tends to create more jobs, and more jobs tend to draw more people to the area. As the numbers show, we may expect to see the Louisville MSA’s population and economy grow over the next 20 years.

### Employment Change 2020-2040



Plan 2040’s technical appendix contains the full, detailed report for the Louisville Metro Demographic and Economic Projections 2010 – 2040 prepared by the University of Louisville’s Urban Studies Institute and the Kentucky State Data Center.

**By 2040 jobs will increase by:**

**+10%**

Overall (Jefferson County)

**+22%**

Professional

**-29%**

Manufacturing, Construction & Trade

**+19%**

Hospitality & Tourism

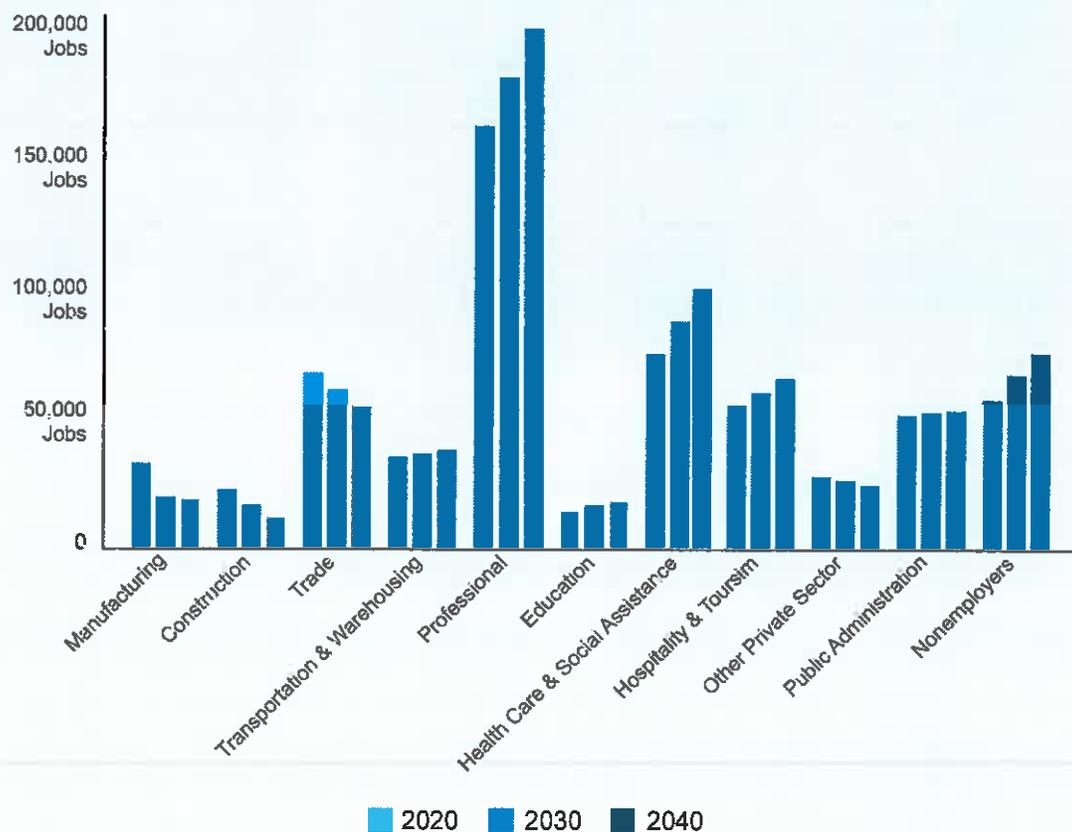
**+31%**

Education

**+32%**

Health Care & Social Assistance

**Employment Forecast 2020-2040 (Total Jobs)**



# 2. VISION STATEMENT



**In 2040, Louisville Metro is a vibrant and diverse community that is connected, healthy, authentic, sustainable and equitable, with compassionate citizens and memorable places among its greatest assets and where all people are able to achieve their full potential.**

A vision is an important part of any Comprehensive Plan. A vision statement captures what is valued most by the community, and helps to frame a shared image of what our community aspires to become.

A vision statement is different in character than the rest of the plan. It is the synthesis of aspirational thoughts that characterize the community's dream for the future. The Comprehensive Plan, founded on that vision, is a guide directing us toward that dream.

# 3. CHASE PRINCIPLES

## CHASE PRINCIPLES

The vision statement for Plan 2040 emphasizes five overarching principles that would become the guiding force behind the development of the plan's Goals, Objectives and Policies. These guiding principles--Connected, Healthy, Authentic, Sustainable, and Equitable (CHASE), emerged from early public engagement activities and were further defined through more focused public input including four CHASE Workshops.

### Connected

Louisville Metro is connected through a multi-modal transportation system that considers users of all abilities, all modes, and provides safe, convenient access to jobs, housing opportunities, and regional and national transportation facilities. Louisville Metro is also primed for technological advances that will offer more opportunities for citizens and business. Louisville Metro leverages its natural environment and geographic position to improve quality of life for all citizens.

### Healthy

Louisville Metro's built environment supports active lifestyles by ensuring that all neighborhoods promote a state of complete physical, mental and social well-being. The built environment supports the natural environment by considering air, water and soil quality while allowing for appropriate growth and development. Citizens' quality and quantity of life is enhanced through equitable access to parks and open space, recreation, healthcare and healthy food with no systematic and changeable differences in health between socially, economically, demographically or geographically defined populations.

### Authentic

Louisville Metro is a compassionate community that recognizes its unique culture by supporting the evolution of its neighborhoods through engaging all citizens, encouraging local businesses, promoting art and culture, and recognizing important features such as buildings, parks, waterways, among others in the built and natural environment. Promoting preservation and adaptive re-use of historic structures to support the community's growth and development aids in maintaining Louisville Metro's unique character.

### Sustainable

Louisville Metro is a resilient community that improves quality of life for all citizens by encouraging green practices in development and redevelopment of buildings, transportation and infrastructure. Louisville Metro maintains its existing infrastructure and encourages sustainable, high-quality development practices that provide livable, walkable communities while being harmonious with the natural environment.

### Equitable

Louisville Metro is a community that values diversity and recognizes that resources, opportunities, and outcomes must be shared by all. Louisville Metro seeks to engage all citizens in the decision-making process and address the history of inequities and their ongoing impacts, particularly among communities of color. Louisville Metro's built environment supports the creation of safe neighborhoods while providing equitable access to quality education, employment and affordable housing of choice for all citizens. The community enjoys the benefits of economic growth and improvements to the built and natural environment in and across neighborhoods.



C

Connected



H

Healthy



A

Authentic



S

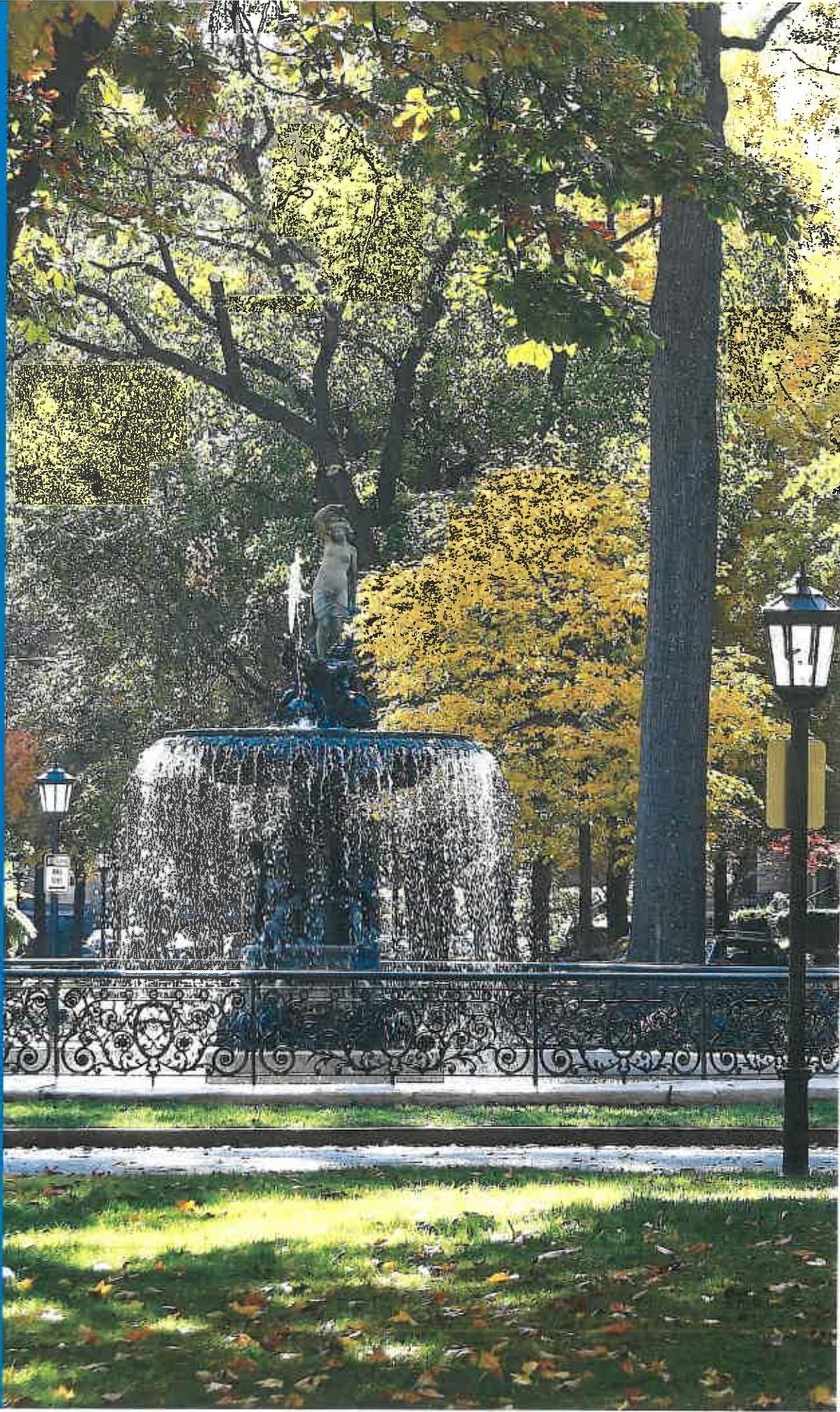
Sustainable

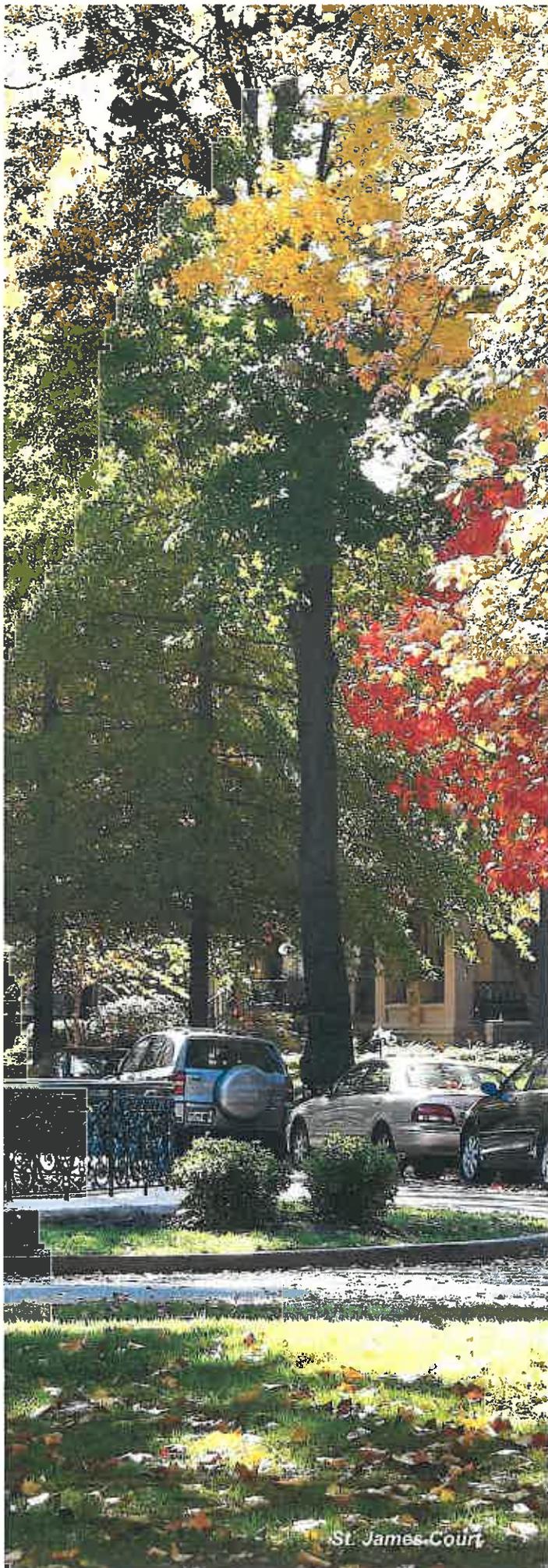


E

Equitable

# 4. GOALS, OBJECTIVES AND PLAN ELEMENTS





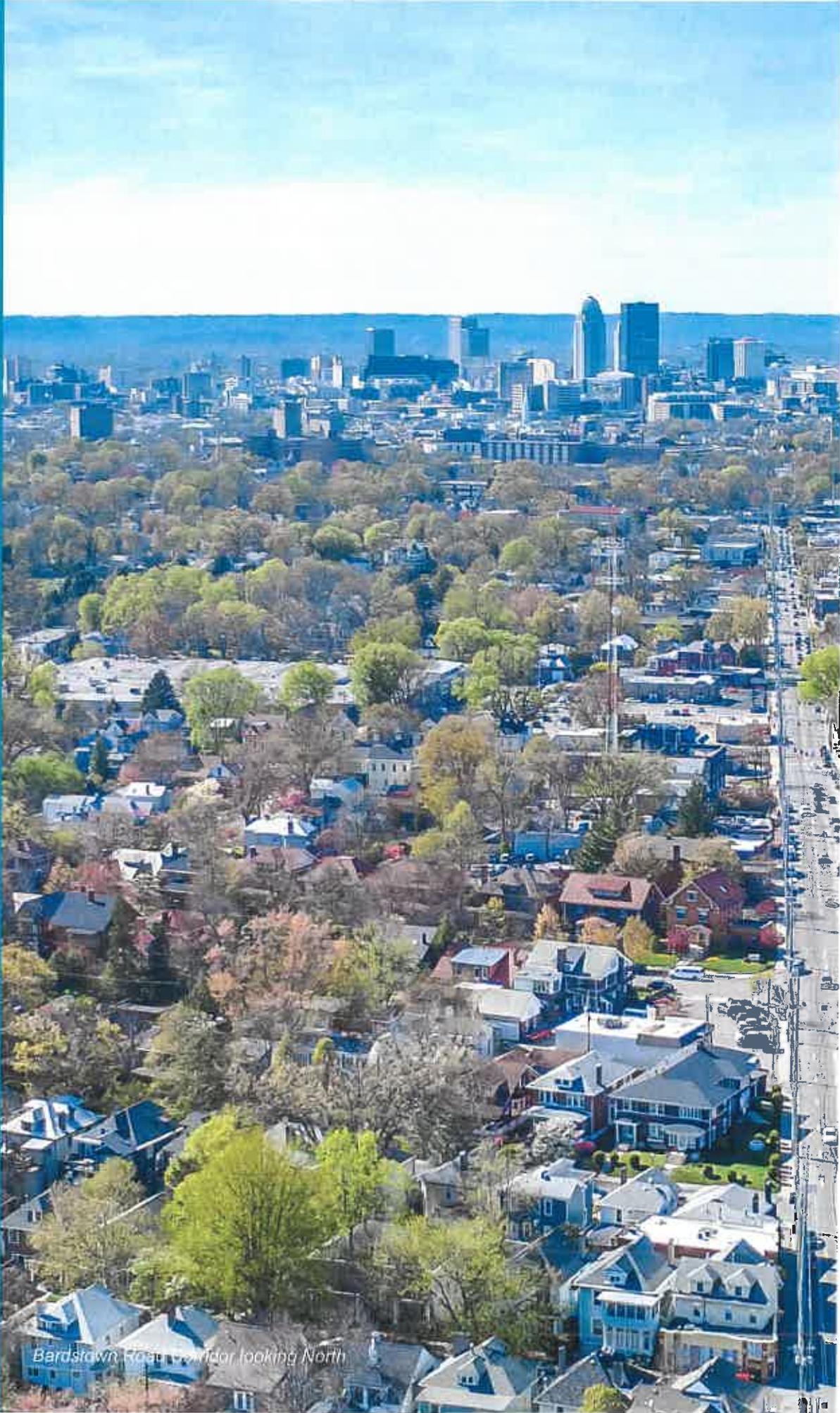
## Plan Elements

Plan elements represent general areas of focus important to the community. Overall, *Plan 2040* has six plan elements. Some plan elements (Community Form, Mobility and Community Facilities) are required by the statutes governing comprehensive planning in Kentucky. The other plan elements (Economic Development, Housing and Livability) emerged from *Cornerstone 2020* and the public engagement processes leading up to the development of *Plan 2040*. Each contains a set of goals and objectives, followed by a series of policy statements.

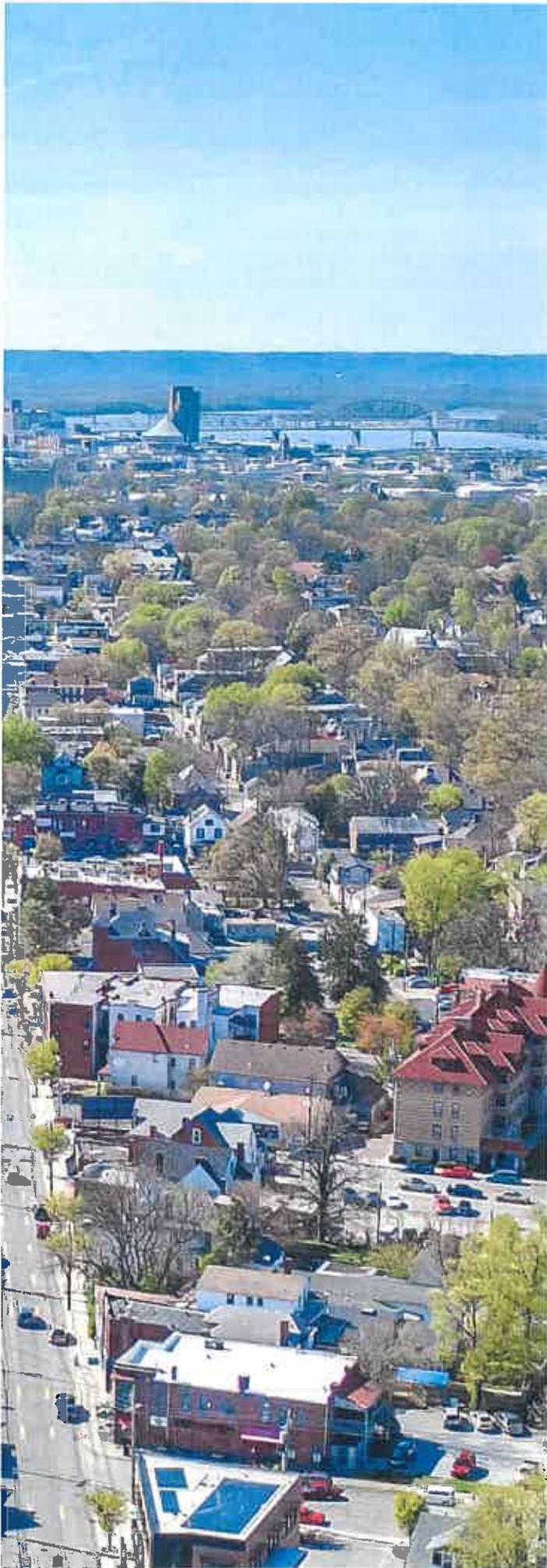
The *Plan 2040* goals, objectives and policies were influenced by the Plan's five CHASE principles (Connected, Healthy, Authentic, Sustainable, and Equitable). The goals represent broad, aspirational statements focused on that particular element of the plan. Each goal is further defined through a collection of objective statements addressing more specific measures to reach the related goal.

Policies are action-oriented statements for achieving the community's goals and objectives. Policies for each goal have been categorized as either Land Use Development or Programmatic. Land Use Development policies are focused on guiding future physical development within the community while Programmatic policies help inform regulatory agencies, municipalities, and other governmental bodies in consideration of future actions. Policies do not function as regulations, but they can provide the basis for regulatory changes and do provide guidance for land use decisions by the Planning Commission and the legislative bodies within Louisville Metro.

# 4.1 COMMUNITY FORM



*Bardstown Road Corridor looking North*



## Introduction

The Community Form plan element guides the shape, scale and character of development in ways intended to promote a connected, healthy, authentic, sustainable, and equitable built environment. To achieve these aspirational principles, this plan element maintains a hybrid form of zoning that blends traditional zoning districts with form districts as well as encourages redevelopment while promoting land use flexibility. This plan element also includes recommendations that support historic preservation and promote the arts and creativity to enhance the quality of life and a sense of place.

Within the Community Form Plan element are five overarching goals, supported by a series of objectives and action-oriented policies to help frame this community's vision for land use and development.

GOAL 1

Guide the form and design of development to respond to distinctive physical, historic and cultural qualities.

GOAL 2

Encourage sustainable growth and density around mixed-use centers and corridors.

GOAL 3

Enhance neighborhoods by protecting and integrating open space, watersheds and other natural resources.

GOAL 4

Promote and preserve the historic and archeological resources that contribute to our authenticity.

GOAL 5

Integrate art and cultivate creativity.

# COMMUNITY FORM

GOAL

1

Guide the form and design of development to respond to distinctive physical, historic and cultural qualities.

## Objectives

- a. Appropriate Form Districts guide development and enhance community form.
- b. The pattern and design of development is shaped by a preferred neighborhood character.
- c. Growth and development patterns are implemented to foster health and prosperity for all neighborhoods.
- d. Innovative development Policies promote resilience and are responsive to existing and future trends.
- e. The community is engaged in the planning and development process.
- f. Infill development, revitalization and adaptive reuse are encouraged.



## Policies

1. Plan 2040 identifies 13 existing patterns or forms of development which are described in this Plan Element. The legislative bodies with zoning authority shall continue to use these community form descriptions and the Community Form Core Graphic as approved by the Planning Commission as a guide to establish and maintain Form Districts. The Form Districts shall be used to make land use and site development decisions. Form Districts shall be used in conjunction with Zoning Districts, special districts and other districts as described herein and in Chapter 100 of the Kentucky Revised Statutes. The Planning Commission and legislative bodies with zoning authority may establish additional Form Districts, Zoning Districts or other districts that are consistent with the Goals, Objectives and Policies of Plan 2040 and that are authorized by KRS Chapter 100. Such districts shall be a part of the Land Development Code for the legislative bodies that establish them.
2. Land Use. Use the patterns of development described as community forms in reviewing proposals for zoning or Form District changes and land development decision making. Develop guidelines and standards for the Form Districts, derived from the pattern, character and function of each Form District. These guidelines shall provide the basis for site design regulations such as building scale, size, height and massing, as well as regulations pertaining to the relationship of proposed development to nearby buildings, the community, the street and the site.
  - 2.1. Evaluate the appropriateness of a land development proposal in the context of:
    - 2.1.1. the description, character and function of the Form District designated for the area in which the subject site is located;
    - 2.1.2. the intensity and density of the proposed land use or mixture of land uses;
    - 2.1.3. the effect of the proposed development on the movement of people and goods; and
    - 2.1.4. the compatibility of the proposed use or uses with surrounding uses including the relationship of the use, mass, scale, height, materials, building footprint, orientation, setback and design of the proposed building or buildings with that of surrounding buildings.
  - 2.2. Evaluate the appropriateness of a Form District amendment in the context of:
    - 2.2.1. the description and function of the subject property's existing Form District;
    - 2.2.2. the description and function of the Form District to which it is proposed the subject property should be attached;
    - 2.2.3. the compatibility of any proposed development associated with the Form District amendment with the character of the proposed Form District; and,
    - 2.2.4. the compatibility of the proposal with the existing building and uses on any contiguous land.
  - 2.3. Zoning map amendments for property not located in or near a Form District may be evaluated by identifying the following:
    - 2.3.1. any predominant community form in the vicinity of the proposed development;
    - 2.3.2. the inherent physical attributes and constraints of the site;
    - 2.3.3. any pattern or form of development that is appropriate for an area within a special district such as Floyds Fork, the Ohio River or Jefferson Memorial Forest; and
    - 2.3.4. any land use or pattern of development recommended in neighborhood, corridor or sub-area plans.
  - 2.4. Plans, studies and strategies legislatively developed subsequent to the adoption of Plan 2040 supplement and represent the specific application of this Comprehensive Plan's (the Plan 2040 Plan) Goals, Objectives and Policies. These plans and studies should be adopted by the affected legislative body as amendments to the Comprehensive Plan. Specific recommendations found in plans and strategies adopted after Plan 2040 are intended to take precedence over more general guidelines of the Comprehensive Plan.
  - 2.5. Plans, studies and strategies adopted subsequent to Cornerstone 2020 but prior to Plan 2040 may continue to represent specific application of Plan 2040. However, the Planning Director or their designee shall make a formal determination in cases where the plan has not been re-adopted by the affected legislative body.

# COMMUNITY FORM

## GOAL 1

Guide the form and design of development to respond to distinctive physical, historic and cultural qualities.

**2.6.** Plans, studies and strategies adopted prior to the adoption of Cornerstone 2020 shall not be used as official Policy until such plan is updated and re-adopted. However, such plans, studies and strategies may be used for planning evidence if no update has been completed or adopted.

**2.7.** Develop neighborhood, sub-area, corridor plans and strategies consistent with the Goals and Objectives of this Comprehensive Plan. Modify the Neighborhood Plan ordinance to improve the planning process, including consideration of using data-driven approaches to determine need for new plans, using boundaries of recognized neighborhoods and planning areas and a regular schedule for review and update of plans to be responsive to changing community needs. In areas of the community that have not implemented Form Districts as part of a Land Development Code, the existing zoning regulations will continue to apply. The Planning Commission and legislative body shall evaluate proposed zoning map amendments based on the degree to which the proposed map amendment agrees with the Goals, Objectives and Policies of this Comprehensive Plan. The Policies of this Comprehensive Plan provide patterns of development described and characterized as the Community Forms will be identified and used in the zoning map amendment.

**3.** Additional Form Districts. Legislative bodies may also create new Form Districts by adopting in the manner provided an ordinance by law for the amendment of the Land Development Code, which states: (i) the Policy reasons for the creation of the Form District, (ii) the description,

character and function of the Form District, (iii) why one or more existing Form Districts of similar description and/or character are not adequate to meet the Policy reasons for which the new Form District is created, and (iv) the name of the new Form District. Allow for the establishment of new and innovative Form Districts to guide development, preserve natural resources and enhance the respective character of the Floyds Fork area, the Jefferson Memorial Forest and the Ohio River corridor. Any such new Form Areas shall be described and geographically defined within a plan that is adopted as an amendment to Plan 2040.

**3.1.** Description of the Community Forms. The descriptions of the Community Forms are listed below.

**3.1.1. Downtown:** This form is characterized by its location near the center of the population it serves. The Downtown Form is comprised of predominantly office, commercial, civic, medical, high-density residential and cultural land uses. It has a grid pattern of streets designed to accommodate a large volume of vehicular traffic and public transportation. There are provisions for on-street and long-term parking of vehicles and for substantial pedestrian and non-vehicular movement within the district. Buildings are generally the greatest in volume and height in the metropolitan area, and there is public open space including plazas and squares. The Downtown Form should give identity to the whole community and should provide for a mixture of high density and intensity uses. Unlike the other community forms, the Downtown is already a geographically defined area that is described by Louisville

Metro Codified Ordinance and in the Louisville Downtown Development Plan. The Downtown Development Plan also recognizes that Downtown consists of five neighborhoods and the Ohio River waterfront and describes those neighborhoods and connections to the river. The Downtown Development Plan and its successors are to be used as official planning evidence guiding land use decisions in the Downtown.

**3.1.2. Traditional Neighborhood:** This form is characterized by predominantly residential uses, by a grid pattern of streets with sidewalks and often including alleys. Residential lots are predominantly narrow and often deep, but the neighborhood may contain sections of larger estate lots, and also sections of lots on which appropriately integrated higher density residential uses may be located. The higher density uses are encouraged to be located in centers or near parks and open spaces having sufficient carrying capacity. There is usually a significant range of housing opportunities, including multi-family dwellings. Traditional neighborhoods often have and are encouraged to have a significant proportion of public open space such as parks or greenways, and may contain civic uses as well as appropriately located and integrated neighborhood centers with a mixture of mostly neighborhood-serving land uses such as offices, shops, restaurants and services. Although many existing traditional neighborhoods are fifty to one hundred twenty years old, the Traditional Neighborhood Form may be used when establishing new developments and rede-

developments. Revitalization and reinforcement of the Traditional Neighborhood Form will require particular emphasis on (a) preservation and renovation of existing buildings in stable neighborhoods (if the building design is consistent with the predominant building design in those neighborhoods), (b) in the case of new developments or redevelopments using traditional building scales and site layouts, (c) the preservation of the existing or establishing a new grid pattern of streets and alleys, and (d) preservation of or creation of new public open spaces.

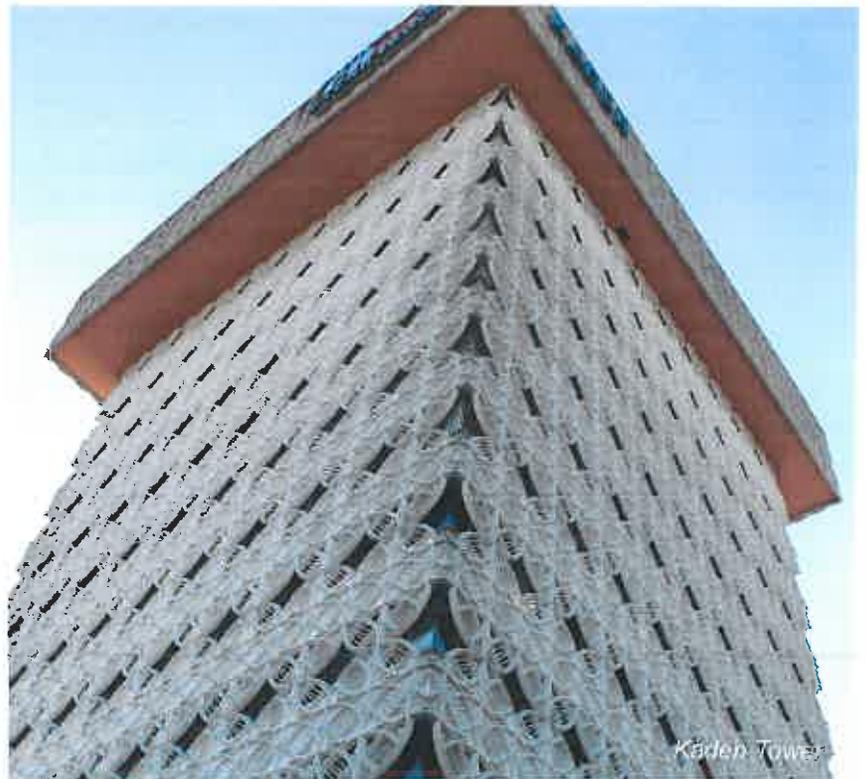
**3.1.3. Neighborhood:** The Neighborhood Form is characterized by predominantly residential uses that vary from low to high density and that blend compatibly into the existing landscape and neighborhood areas. High-density uses will be limited in scope to minor or major arterials and to areas that have limited impact on the low to moderate density residential areas.

The Neighborhood Form will contain diverse housing types in order to provide housing choice for differing ages and incomes. New neighborhoods are encouraged to incorporate these different housing types within a neighborhood as long as the different types are designed to be compatible with nearby land uses. These types may include, but not be limited to, large lot single family developments with cul-de-sacs, traditional neighborhoods with short blocks or walkways in the middle of long blocks to connect with other streets, villages and zero-lot line neighborhoods with open space, and high density multi-family housing.

The Neighborhood Form may contain open space and, at appropriate locations, civic uses and neighborhood centers with a mixture of uses such as offices, retail shops, restaurants and services. These neighborhood centers should be at a scale that is appropriate for nearby neighborhoods. The Neighborhood Form should provide for accessibility and connectivity between adjacent uses and neighborhoods by automobile, pedestrian, bicycle and transit. Neighborhood streets may be either curvilinear, rectilinear or in a grid pattern and should be designed to support physical activity for all users and invite human interaction. Streets are connected and easily accessible to each other, using design elements such

as short blocks or bike/walkways in the middle of long blocks to connect with other streets. Examples of design elements that encourage this interaction include narrow street widths, street trees, sidewalks, shaded seating/gathering areas and bus stops. Placement of utilities should permit the planting of shade trees along both sides of the streets.

**3.1.4. Village:** Village Form is characterized by predominately residential uses where the pattern of development is distinguished by open space such as parks, greenways, and farmland protected by conservation easements. The Village Form should have a small-scale village center with a mixture of uses such as offices, shops, restaurants, services and a



*Karen Tower*

# COMMUNITY FORM

GOAL

1

Guide the form and design of development to respond to distinctive physical, historic and cultural qualities.

diversity of housing types that may be higher in density than the rest of the district. The village center may be arranged around a village green. Low-density residential uses interspersed with open space may be encouraged at the edge of the Village. Village Form should be designed to encourage pedestrian, bicycle and transit use.

3.1.5. Town Center: The Town Center is a traditional and preferred form, larger in scale than the neighborhood center, which forms a focal point of activity. The Town Center has an identifiable core and is often located at a historic crossroads or the intersection of a major thoroughfare(s) and a collector roadway with connections to surrounding neighborhoods through walkways, local streets and residential collector streets. The amount of floor space in town centers is usually between 100,000 and 400,000 square feet

reflecting a market area designed to serve a population of between 25,000 to 75,000.

The Town Center form typically has a compact mixture of moderately intense uses including shopping, restaurants, offices and residences. In its most traditional form, the Town Center ordinarily includes civic uses, such as libraries, government offices, police or fire stations and religious facilities. The presence of small-scale civic open space is a common but not essential feature. Buildings are generally close to and oriented toward the street. These characteristics strengthen the role of the Town Center as a community focal point.

The Town Center should have a high level of pedestrian, roadway, transit and bicycle access, a connected street pattern, shared parking and pedestrian amenities.

More intense uses in the Town Center are located in close proximity to the major thoroughfare, and the intensity of use gradually declines toward the adjacent neighborhoods.

Town Centers are easily disrupted by new forms of development. Therefore, the harmony and compatibility of infill and redevelopment in Town Centers should receive special attention. The establishment of new Town Centers requires a high level of planning and design. The Comprehensive Plan envisions the preservation and enhancement of those town centers that already exist and encourages creation of new Town Centers that are in keeping with the Goals, Objectives and Policies.

3.1.6. Regional Centers: A Regional Center is a development form that typically contains a mixture of high intensity uses including regional shopping, office, services, entertainment facilities and medium-to high-density residential uses. Such Regional Centers may include a variety of stores under one roof, or may consist of free-standing structures. The amount of floor space in Regional Centers usually exceeds 400,000 square feet, reflecting a market area designed to serve a population of at least 100,000. Redevelopment and infill development are encouraged.

Integration of civic uses such as branch libraries, community centers or government offices is encouraged, and can strengthen the identity and success of the center. Regional Centers are most appropriately located on or near major arterials, state or interstate



highways. Development in Regional Centers should be compact and provide for site accessibility through all means of transportation. A high level of transit access is desirable and Regional Centers should serve as focal points for transit from homes and workplaces. A wide mix of uses including high density residential should be promoted to encourage the creation of transit nodes. Connectivity and the capacity to handle traffic should be addressed through unified access and circulation. The site plan should encourage pedestrian activity within the Regional Center with human-scale design and by providing pedestrian amenities and pedestrian connectivity among buildings.

Landscaping, building design and unified signs in the Regional Center give character to the development, defines and reinforces identity and provides a human scale. A center may include several internal focal points. Several uses sharing a building may have separate entrances and the design of the building facades may mimic a traditional marketplace corridor or "main street." Parking in Regional Centers is provided on a shared basis to avoid excessive impervious areas, and the center is designed to encourage customers to visit several establishments without moving their vehicles.

Regional Center site design should provide screening of the parking lot and outbuildings as the site is viewed from the arterial roadway. The rear or loading area of buildings should be well screened from arterials, freeways and adjacent residential areas.

Human safety or "crime prevention through environmental design" should be a factor in the design of Regional Centers.

**3.1.7. Traditional Marketplace Corridor:** The Traditional Marketplace Corridor is a form found along a major roadway where the pattern of development is distinguished by a mixture of low-to medium-intensity uses such as neighborhood-serving shops, small specialty shops, restaurants, and services. These uses frequently have apartments or offices on the second stories. Buildings generally have little or no setback, roughly uniform heights and a compatible building style. Buildings are oriented toward the street. Buildings typically have 2-4 stories. New development and redevelopment should respect the predominant rhythm, massing and spacing of existing buildings. However, at certain nodes taller buildings and more intense uses may be appropriate and may facilitate the creation of transit nodes.

There should be a connected street and alley system. New development should maintain the grid pattern and typical block size. Development density and intensity should support existing and future transit operations. If parking is provided, it should be either on-street or in lots at the rear of buildings. Consideration for elimination of parking minimums may be appropriate in certain locations. New development should respect this pattern. Flexible and shared parking arrangements are encouraged. A street capable of permitting on-street parking is usually necessary. Wide sidewalks,

street furniture and shade trees should make a pedestrian-friendly environment that invites shoppers to make multiple shopping stops by walking, using bicycles or using transit. Providing access for pedestrians, transit and bicycle users is critical for the Traditional Marketplace form.

Attention to discreet signs can also help make this a very desirable form. A premium should be placed on compatibility of the scale, architectural style, and building materials of any proposed new development with nearby existing development in the corridor.

**3.1.8. Suburban Marketplace Corridors:** Suburban Marketplace Corridors are generally located along major roadways with well-defined beginning and ending points and established depths along the length of the corridor. The pattern of development is distinguished by a mixture of medium-to high-intensity uses. Accommodations for transit users, bicyclists and pedestrians are encouraged in an effort to attract a variety of users as well as to minimize automobile dependency and traffic congestion. Transit-oriented development and park and ride facilities are encouraged to facilitate the creation of transit nodes throughout the community. Connectivity to nearby uses should be encouraged. Developers should be encouraged to design new commercial development in compact groups of buildings, which use the same curb cut, share parking, have a common freestanding sign identifying the uses and have a common buffering or streetscape plan with respect to any abutting

# COMMUNITY FORM

GOAL

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Guide the form and design of development to respond to distinctive physical, historic and cultural qualities.

uses of lower density or intensity. This form may include medium-to high-density residential uses that are designed to be compatible with both the non-residential uses along the corridor and the lower-density residential uses in adjacent Form Districts. Medium-density residential uses may serve as a transition area from lower-to higher-density residential uses and should be encouraged in this form.

Proposed new commercial uses are encouraged to locate within the boundaries of existing corridors. Reuse of locations within existing corridors is preferred over expansion of a corridor. Proposals to expand defined corridors represent significant Policy decisions. When considering proposals that result in an extension of suburban marketplace corridors, particular emphasis should be placed on: (a) use or reuse of land within existing corridors; (b) potential for disruption of established residential neighborhoods; and (c) compliance with the site and community design standards of the Land Development Code.

**3.1.9. Traditional Workplace:** A Traditional Workplace is a form characterized by predominantly small-to medium-scale industrial and employment uses. The streets are typically narrow, in a grid pattern and often have alleys. Buildings have little or no setback from the street. Traditional workplaces are often closely integrated with residential areas and allow a mixture of industrial, commercial and office uses. New housing opportunities should be allowed as well as civic and community uses.

Traditional workplaces should be served by public transportation. Because of the close proximity to residential areas, parking should be encouraged to be located mostly off-street and behind buildings. There should be adequate buffering of nearby neighbors from noise, odors, lighting and similar conditions.

In order to encourage reinvestment, rehabilitation and redevelopment in these areas, flexible and creative site design should be encouraged along with a respect for the traditional pattern of development in the surrounding area.

**3.1.10. Suburban Workplace:** A Suburban Workplace is a form characterized by predominately industrial and office uses where the buildings are set back from the street in a landscaped setting. Suburban Workplaces often contain a single large-scale use or a cluster of uses within a master planned development. New larger proposed industrial uses are encouraged to apply for a planned development district.

In order to provide adequate transportation access in suburban workplaces connected roads, public transportation and pedestrian facilities should be encouraged. Walkways to workplace-serving uses are encouraged for workplace employees. Development within Suburban Workplace Form Districts may need significant buffering from abutting uses.

**3.1.11. Campus:** Campus Form Districts typically contain a mixture of uses that are clustered for a single or predominant function,

often of regional importance, such as a university, a hospital complex or an office development for corporate headquarters. A mixture of uses is encouraged and may include residential or commercial, but the uses primarily should serve the people who work or live on the campus. The form should be compact and walkable, with multiple buildings, central gathering areas, extensive open space, internal shared parking, private walkways and roadways, and shared utilities and signage. Some Campus Form Districts may need significant buffering from abutting uses. Campuses may include entry roads as part of an internal system of interconnected streets.

**3.1.12. Urban Center Neighborhood:** Urban Center Neighborhoods typically adjoin Louisville's Central Business District and serve as a transition from Downtown Louisville to the surrounding neighborhoods and commercial corridors. These areas consist of higher intensity uses and higher density mixed-use buildings that accommodate retail, offices, row-houses and apartments. This form should have a tight network of streets, with wide sidewalks, street trees and buildings set close to the sidewalks. Pedestrians, bicyclists and transit users should be prioritized in Urban Center Neighborhoods. To support street life and promote alternative forms of transportation, consider reducing or eliminating parking minimums in these areas.

**3.1.13. Conservation:** The Conservation Form District is characterized by its natural features and scenic landscapes. Historically, these districts are characterized by

agricultural land, woods and fields, creeks and streams, riparian areas, wetlands, forests, wildlife habitat, parklands, steep slopes, floodplains, and dark skies. Future development in Conservation Form Districts should preserve natural and historical resources while providing opportunity for low-impact, sustainable and mixed-use development that include innovative housing varying in design, type, size and affordability. To conserve natural areas, innovative and clustered developments are encouraged and incentivized. Commercial and other nonresidential buildings that serve community, recreational or tourism needs are located near major roadways and/or recreational areas. Multi-modal transportation opportunities should be extended to the area, including connections to parks, recreational areas and residential areas to enhance connectivity. Innovative and environmentally-friendly methods of development, especially in the areas of waste management, wastewater disposal, stormwater runoff and energy efficiency should be considered to enhance the character of the district and the health of the watershed.

Preserving open spaces, greenways, parks and recreational areas, natural vistas, working farms, tree canopy, air quality, watershed health, dark skies and wildlife habitat, while offering a variety of housing opportunities, are Goals in the district.

Any Conservation Form District shall be described and geographically-defined within a plan that is adopted as an amendment to this Comprehensive Plan.

**3.2. Design.** Use Form District pattern rather than Zoning Districts as a basis for site design standards such as lot dimensions, building scale, size, height, massing and materials as well as how buildings relate to other nearby buildings, the street, and the site itself. Design standards should reflect the special character of each Form District. Design of new development and redevelopment should take into account use by persons with disabilities.

**3.3. Form District Map.** The distinct boundaries of the Form Districts, along with the Zoning Districts and special districts, are delineated on the Form District Map that is adopted as part of the Land Development Code. The general Community Form Core Graphic shall be adopted by the Planning Commission as evidence of the intended Community Form and shall be considered in land use decisions by the Commission and legislative bodies. Once Form District boundaries are established by the legislative body, the Community Form Core Graphic shall be considered only in legislative body decisions related to Form District boundary changes. To promote appropriate mix of Form Districts, consider both the existing and evolving neighborhood character when reviewing expansion of a Form District boundary. The Community Form Core Graphic will be updated no less than annually.

#### Land Use & Development

**4.** Ensure new development and redevelopment is compatible with the scale and site design of nearby existing development and with the desired pattern of development **within** the Form District. Quality

design and building materials should be promoted to enhance compatibility of development and redevelopment projects.

- 5.** Allow a mixture of densities as long as their designs are compatible. Adjacent residential areas in different density categories may require actions to provide an appropriate transition between the areas. Examples include vegetative buffers, open spaces, landscaping and/or a transition of densities, site design, building heights, building design, materials and orientation that is compatible with those of nearby residences.
- 6.** Discourage non-residential expansion into existing residential areas unless applicant can demonstrate that any adverse impact on residential uses will be mitigated. Evaluation of impacts may include, but not be limited to, displacement of residents, loss of affordable housing units, traffic, parking, signs, lighting, noise, odor, and stormwater. Appropriate transitions from non-residential to residential uses should depend on the pattern of development of the Form District and may include natural vegetative buffers, landscaping or the use of higher density residential between lower density residential and/or non-residential.
- 7.** Locate higher density and intensity uses near major transportation facilities and transit corridors, employment centers, in or near activity centers and other areas where demand and adequate infrastructure exists or is planned.
- 8.** Encourage industries to locate in workplace Form Districts or in areas readily served by infrastructure and transportation facilities, including transit, rather than isolated industrial sites.

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Guide the form and design of development to respond to distinctive physical, historic and cultural qualities.

9. Ensure an appropriate transition between uses that are substantially different in scale and intensity or density of development. The transition may be achieved through methods such as landscaped buffer yards, vegetative berms, compatible building design and materials, height restrictions and setback requirements.
10. Mitigate the impacts caused when incompatible developments unavoidably occur adjacent to one another. Buffers should be used between uses that are substantially different in intensity or density. Buffers should be variable in design and may include landscaping, vegetative berms and/or walls and should address issues such as outdoor lighting, lights from automobiles, illuminated signs, loud noise, odors, smoke, automobile exhaust or other noxious smells, dust and dirt, litter, junk, outdoor storage, and visual nuisances. Residential uses that develop adjacent to agricultural land uses may be required to provide screening and buffering to protect both the farmer and homeowners.
11. Ensure setbacks, lot dimensions and building heights are compatible with those of nearby developments that meet Form District guidelines.
12. Design parking, loading and delivery areas located adjacent to residential areas to minimize adverse impacts from noise, lights, and other potential impacts. Ensure that parking, loading and delivery is adequate and convenient for motorists and does not negatively impact nearby residents or pedestrians. Parking and circulation areas adjacent to the street shall be screened or buffered. Use landscaping, trees, walls, colonnades or other design features to fill gaps along the street and sidewalk created by surface parking lots. Encourage the placement of parking lots and garage doors behind or beside the building rather than facing the street. The use of alleys for access to parking lots is encouraged, especially in Downtown Louisville, Urban Center Neighborhoods, Traditional Neighborhoods and Traditional Marketplace Corridors. Encourage elimination or reduction of parking minimums in areas readily accessible to transit routes.
13. Integrate parking garage facilities into their surroundings and provide an active inviting street-level appearance.
14. Ensure that signs are compatible with the Form District pattern and contribute to the visual quality of their surroundings. Promote signs of a size and height adequate for effective communication and conducive to motor vehicle safety. Encourage signs that are integrated with or attached to structures wherever feasible; limit freestanding signs to monument style signs unless such design would unreasonably compromise sign effectiveness. Give careful attention to signs in historic districts, parkways, scenic corridors, design review districts and other areas of special concern. For freestanding signs in multi-lot developments, minimize the number of signs by including signage for each establishment on the same support structure and encourage consistent design (size, style, and materials).
15. When reviewing proposals for siting hazardous uses and uses with air, noise and light emissions, ensure disadvantaged populations are not disproportionately impacted.
16. Consider impacts on human health, quality of life and the environment including prevailing meteorological conditions and the potential to transport noxious odors, particulates and emissions when reviewing new developments and redevelopments. Special attention should be paid to air and water quality when residences, schools, parks or vulnerable populations will be impacted. Mitigate impacts to areas that are disproportionately affected.
17. Mitigate adverse impacts of traffic from proposed development on nearby existing communities.
18. Mitigate adverse impacts of noise from proposed development on existing communities.
19. Mitigate adverse impacts of lighting from proposed development on nearby properties, and on the night sky.
20. Mitigate adverse visual intrusions when there are impacts to residential areas, roadway corridors, and public spaces.
21. Require that industries which handle hazardous or flammable materials or are potentially offensive such as junkyards, landfills and quarries are sited to protect public health, safety and welfare and are located away from residential areas and population centers.
22. Require industrial development to store, handle and dispose of all hazardous materials in a safe and environmentally sound manner and to meet all air emissions and industrial and solid waste disposal standards and to prevent contamination of ground water and surface streams.

23. Mitigate adverse noise and lighting impacts and other nuisances of transportation facilities, services, and operations by considering site design solutions such as screening/ buffering, greater distance separation, changes in elevation such as placing the facility below grade. Establish and enforce accepted standards to protect residential areas from adverse impacts of noise, lighting and other nuisances. Design transportation facilities, including rail lines and aviation facilities, to mitigate adverse noise, lighting and other nuisance impacts on residential uses.

**Programmatic**

- 24. Complete a land use analysis to identify current land available for development. Analyze land use to identify future need.
- 25. To encourage reinvestment in former redlined areas, as identified in Redlining Louisville, consider regulatory and other development incentives.
- 26. Review Land Development Code to ensure flexibility for use of urban agriculture to promote access to fresh food especially in areas known as food deserts as identified by the Louisville Metro Health Equity Report.

- 27. Implement incentives for redevelopment of existing nodes and under-used properties accessible by transit. Consider density bonuses that increase overall yield, parking reductions, height bonuses and other regulatory incentives to support transit-oriented development.
- 28. Promote mixed use development especially when redevelopment of large office and retail centers are being redeveloped. Redevelopment of these sites may include residential uses and prioritize pedestrians, bicyclists and transit users to minimize automobile usage.

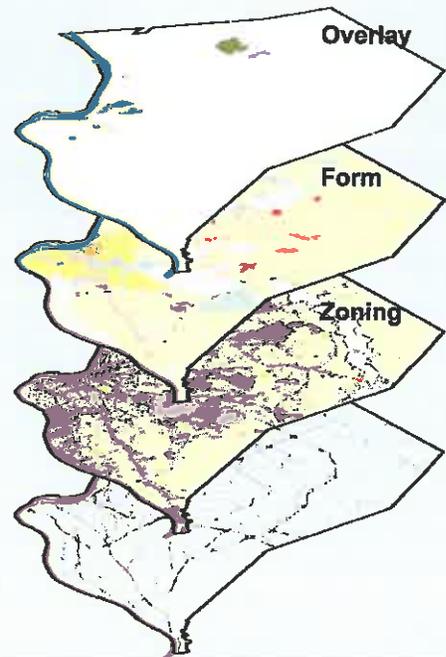
**A Layered Approach to Planning and Development Review**

*Plan 2040* continues a distinct, two-tiered approach to planning and zoning that was originally established in the previous Comprehensive Plan, *Cornerstone 2020*. The approach assigns to every parcel of land both a traditional zoning designation as well as a form-based designation known as a Form District.

The Zoning Districts, which have been historically utilized by legislative bodies in Louisville Metro, regulate permitted land uses, density and intensity of development. The Form Districts then govern the form of development, regulating building height, setbacks, and similar design elements. Form Districts are tools that can be adopted by legislative bodies principally to deal with compatibility issues. The premise behind Form Districts is that compatibility is often determined

by the physical form and pattern of development rather than the actual use of the land. Each Form District established in the Land Development Code represents a unique pattern of development that can be defined by physical design criteria. Since Form District regulations address issues different than the issues addressed by Zoning Districts, the two sets of regulations do not conflict with one another.

In addition, Design Overlay and Historic District requirements apply to certain properties. Design Overlay District regulations apply a finer grain of standards to building and site design in order to preserve and protect an established character. Historic District regulations apply to defined areas, sites, and structures that have been determined to be appropriate for historic preservation.



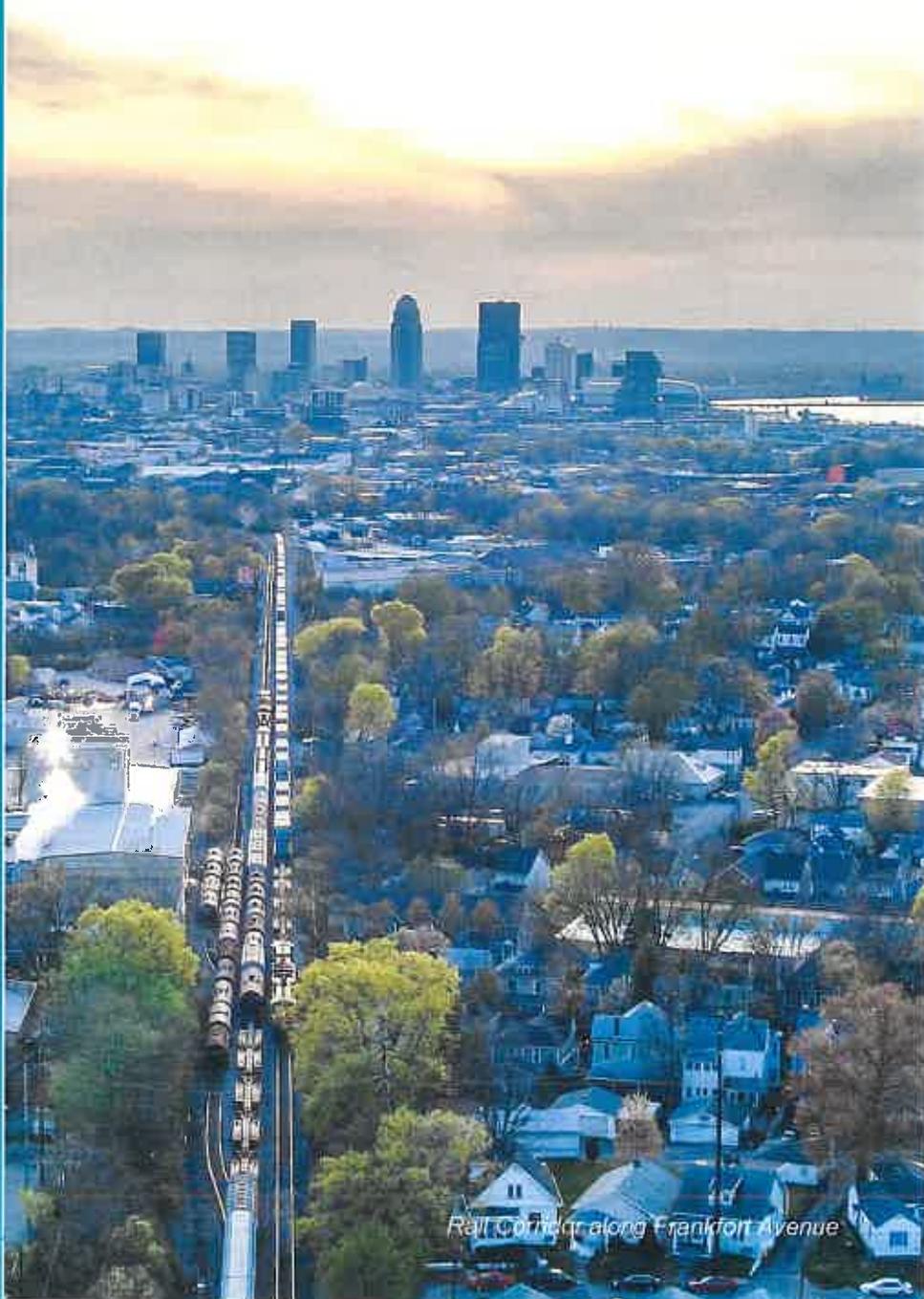
# COMMUNITY FORM

## GOAL 2

Encourage sustainable growth and density around mixed-use centers and corridors.

### Objectives

- a. Centers and corridors, both existing and emerging, are promoted for investment.
- b. Diverse land uses are encouraged to promote quality of place and walkability in all neighborhoods.
- c. Higher density development is incentivized around appropriate infrastructure.
- d. Safe mobility options strengthen connectivity around centers and corridors.



*Rail Corridor along Frankfort Avenue*

## Policies

### Land Use & Development

1. Locate activity centers in appropriate areas in all Form Districts. Design and density should be compatible with desired form, adjacent uses, and existing and planned infrastructure.
2. Encourage development of non-residential and mixed uses in designated activity centers provided:
  - 2.1. proposed uses, density and design are compatible with adjacent uses and meets Form District guidelines; or
  - 2.2. when a proposed use requires a special location in or near a specific land use, transportation facility or when a use does not fit well into a compact center (e.g., car dealerships or lumberyards).
3. Allow centers in new development in Traditional Neighborhood, Neighborhood and Village Form Districts that serve the day-to-day needs of nearby residents and that are designed to minimize impacts on nearby residents.
4. Allow non-residential development within the Neighborhood, Traditional Neighborhood and Village Form Districts to occur only at locations with appropriate access and connectivity.
5. Locate retail commercial development in activity centers where it can be demonstrated that sufficient population exists or is anticipated to support it.
6. Encourage a more compact development pattern in activity centers that result in efficient land use and cost-effective infrastructure investment.
7. Encourage activity centers to include a mixture of compatible land uses in order to reduce traffic congestion by requiring fewer trips, support and enhance alternative modes of travel, and encourage vitality and a sense of place.
8. Encourage residential land uses in designated centers. Encourage residential and office uses above retail and other mixed-use multi-story retail buildings.
9. Encourage new developments and rehabilitation of buildings that provide commercial, office and/or residential uses.
10. Encourage outlot development in underutilized parking lots of existing development to promote utilization of existing infrastructure provided specific criteria for elements such as location, scale, signs, parking, lighting, and landscaping are met. Outlot development shall encourage street-level retail with residential units above. Ensure appropriate placement, design and scale of centers in Traditional Neighborhood, Neighborhood, and Village Form Districts to ensure compatibility with nearby residences.
11. Ensure appropriate placement, design and scale of centers in Traditional Neighborhood, Neighborhood and Village Form Districts to ensure compatibility with nearby residences.
12. Encourage large developments in activity centers to be compact, multi-purpose centers designed with public spaces including green spaces and plazas with artistic amenities.
13. Encourage new neighborhoods, traditional neighborhoods and villages to be organized around a center that may contain neighborhood-serving shops, restaurants and services such as schools, libraries and places of worship and that has a public space such as a square or green.
14. Encourage adjacent development sites to share entrance and parking facilities in order to reduce the number of curb cuts and the amount of surface parking.
15. Parking in activity centers should reflect the area's associated Form District standards to balance safety, traffic, transit, pedestrian, environmental and aesthetic considerations.
16. Encourage activity centers to be easily accessible by bicycle, car, transit, and for pedestrians and people with disabilities. Large activity centers should be considered for designation as transit nodes.
17. Design and locate utility easements to provide access for maintenance and repair. Encourage adjacent development sites to share site and building features such as utility hookups and service entrances. Place, to the extent possible, utility lines in common easements. Minimize the aesthetic and physical impacts of utilities, e.g., by placing utilities underground and screening utility equipment.

### Programmatic

18. To encourage development and redevelopment in certain locations, implement innovative practices for land use regulations, such as form-based coding and permissive zoning. Regularly review and update the Land Development Code to ensure best practices are followed.

# COMMUNITY FORM

GOAL

3

Enhance neighborhoods by protecting and integrating open space, watersheds and other natural resources.

## Objectives

- a. Environmental impacts of development are diminished.
- b. Environmentally sensitive areas are preserved and/or enhanced.
- c. Open spaces are integrated into development, where appropriate.
- d. The built environment provides connections to parks, recreation and natural resources.



Victory Park

## Policies

### Land Use & Development

1. Encourage creation of common, usable and accessible open space in new residential development based on density, need for open space, size of development, and proximity to greenways through the use of regulatory incentives and other tools.
2. Design open space to meet outdoor recreation, natural resource protection, aesthetic, cultural and educational, public, or health and safety needs. Open space may also be associated with civic uses, managed for production of resources and designed to ensure compatibility between differing land uses.
3. Design open space to be compatible with the pattern of development in the Form District.
4. Ensure that transitions between existing public parks and new development minimize impacts and provide access.
5. Provide access to greenways whenever possible.
6. Encourage open space that is created by new development to help meet the recreation needs of the community.
7. Encourage natural features to be integrated within the prescribed pattern of development.
8. Conserve, restore and protect vital natural resource systems such as mature trees, steep slopes, streams and wetlands. Open spaces should be integrated with other design decisions to shape the pattern of development. Encourage the use of greenways as a way to connect neighborhoods. Encourage use of conservation subdivisions, conservation easements, transfer of development rights and other innovative methods to permanently protect open space.
9. Encourage development that respects the natural features of the site through sensitive site design, avoids substantial changes to the topography, and minimizes property damage and environmental degradation resulting from disturbance of natural systems.
10. Encourage development to avoid wet or highly permeable soils, severe, steep or unstable slopes where the potential for severe erosion problems exists in order to prevent property damage and public costs associated with soil slippage and foundation failure and to minimize environmental degradation.
11. Encourage land uses within the Ohio River Corridor that are appropriate for and related to river corridor activities and that are consistent with the Goals and Objectives of the Ohio River Corridor Master Plan. Reserve appropriate riverfront sites such as the Upper River Road industrial area for river-related development. Allow development of commercial leisure businesses related to the river, such as boating services and restaurants in appropriate locations. Encourage new development in the Ohio River corridor and along key greenway and street connections to provide for public access in new riverfront development and to maintain views of the river from public rights-of-way.
12. When reviewing proposed developments consider changes to flood-prone areas and other features vulnerable to natural disasters such as sinkholes and landslides. Ensure appropriate measures to protect health, safety and welfare of future users of the development.
13. Provide for the continuing maintenance of common open space. Provisions may include joint ownership by all residents in a homeowners association, donation of open space or conservation easements to a land trust or government entity or other measures.

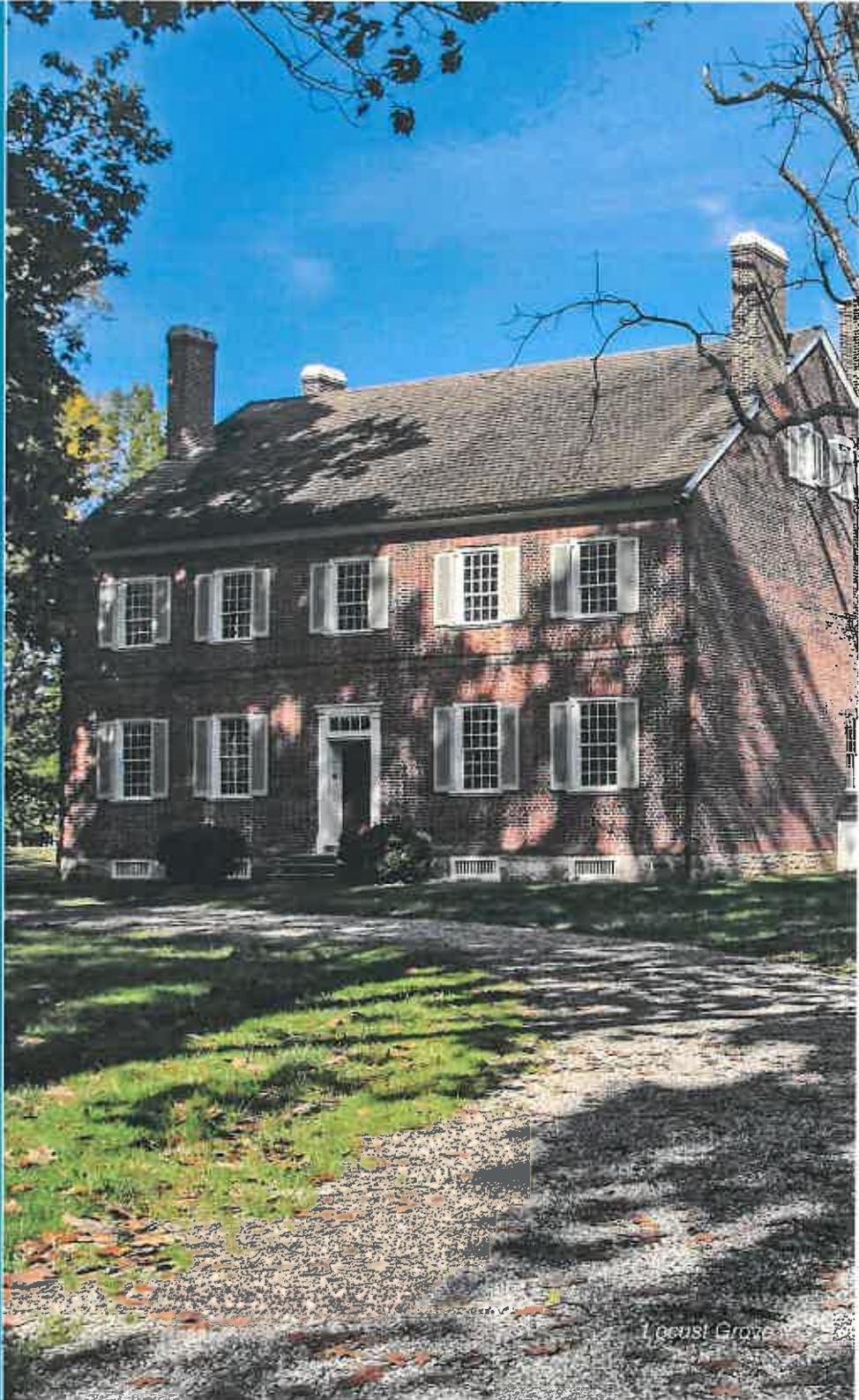
# COMMUNITY FORM

## GOAL 4

Promote and preserve the historic and archaeological resources that contribute to our authenticity.

### Objectives

- a. Historic resources are inventoried and evaluated.
- b. Revitalization is supported within historic neighborhoods.
- c. Adaptive reuse of historic structures is promoted and incentivized.



## Policies

### Land Use & Development

1. Preserve buildings, sites, districts and landscapes that are recognized as having historic or architectural value and ensure that new land uses are compatible in height, bulk, scale, architecture and placement when located within the impact area of such resources.
2. Encourage preservation of distinctive cultural features including landscapes, natural elements and built features.
3. Encourage preservation and/or adaptive reuse of historic sites listed on or eligible for the National Register of Historic Places and/or recognized by the Louisville Metro Landmarks Commission or other national, state or local government historic preservation agencies.

### Programmatic

4. Develop a comprehensive program of financial and regulatory incentives to support preservation and rehabilitation of historic resources.
5. Survey and inventory historic and cultural resources to identify priority survey areas. Regularly evaluate and amend local ordinances, including the Landmarks Ordinance, and programs, as needed, to enhance protection of historic and cultural resources and ensure a clear, equitable, efficient and balanced process.

6. Promote Federal and State legislation that provides incentives and support for the rehabilitation and reuse of historic properties. Develop marketing and education materials to promote the value of historic preservation and to provide guidance on the available tools for the redevelopment of historic resources.
7. Develop standards and regulations for Special Districts to preserve sites that have designated natural and historic features and resources that are important to the community and ensure that new land uses do not have a negative impact when located next to such areas. Special Districts have previously been designated for the Floyds Fork Corridor, the Jefferson Memorial Forest and the Ohio River Corridor.

Consider additional Special Districts for other areas of community wide importance including Floyds Fork, historic properties, areas supporting the Louisville International Airport, the Jefferson Riverport and others. Establish, through a public process, standards for development that are specific to each area. Encourage techniques such as clustering, buffers, building height limits and setback requirements to protect the special features and scenic character of these areas.

8. Set local standards to ensure compliance with current State and federal statutes and regulations to protect against destruction of or encroachment upon significant archaeological sites.



# COMMUNITY FORM

## GOAL 5

Integrate art and cultivate creativity.

### Objectives

- a. Public spaces incorporate the arts as a fundamental component.
- b. Cultural districts and creative industries are supported by land use Policies.
- c. Art is infused into the built environment throughout the community.



Hikes Point Mural

## Policies

### Programmatic

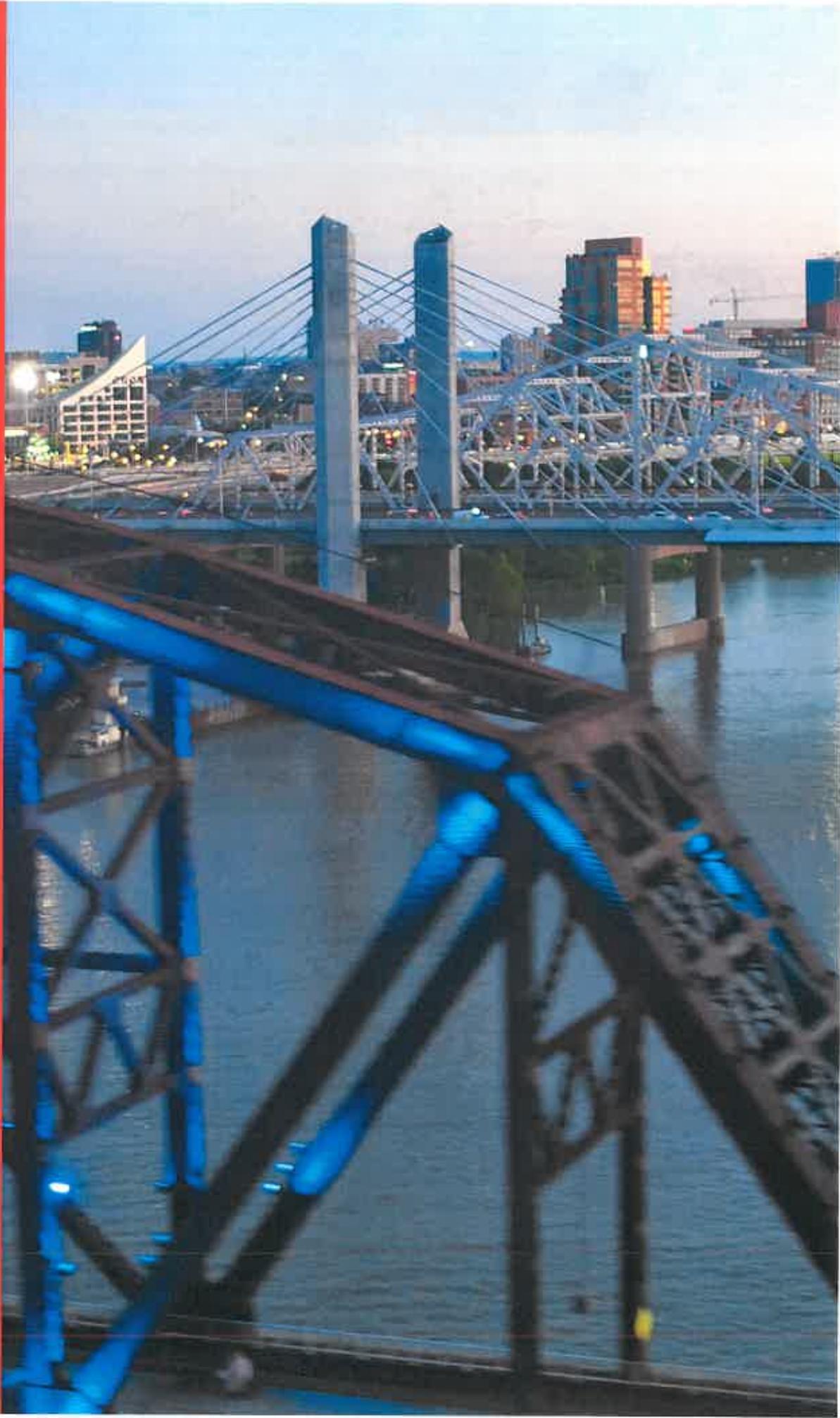
1. Establish standards and guidelines for creation of art and cultural districts. Identify potential locations for future art and cultural districts through the neighborhood planning process.
2. Establish guidelines for siting and installation of murals as public art.
3. Promote integration of the arts in built environment through installation of public art in public and quasi-public spaces. Consider the use of regulatory incentives to locate arts in the built environment throughout Louisville Metro especially in under-served areas.
4. Review and revise regulations to ensure flexibility in locating artistic and creative industry use throughout Louisville Metro.

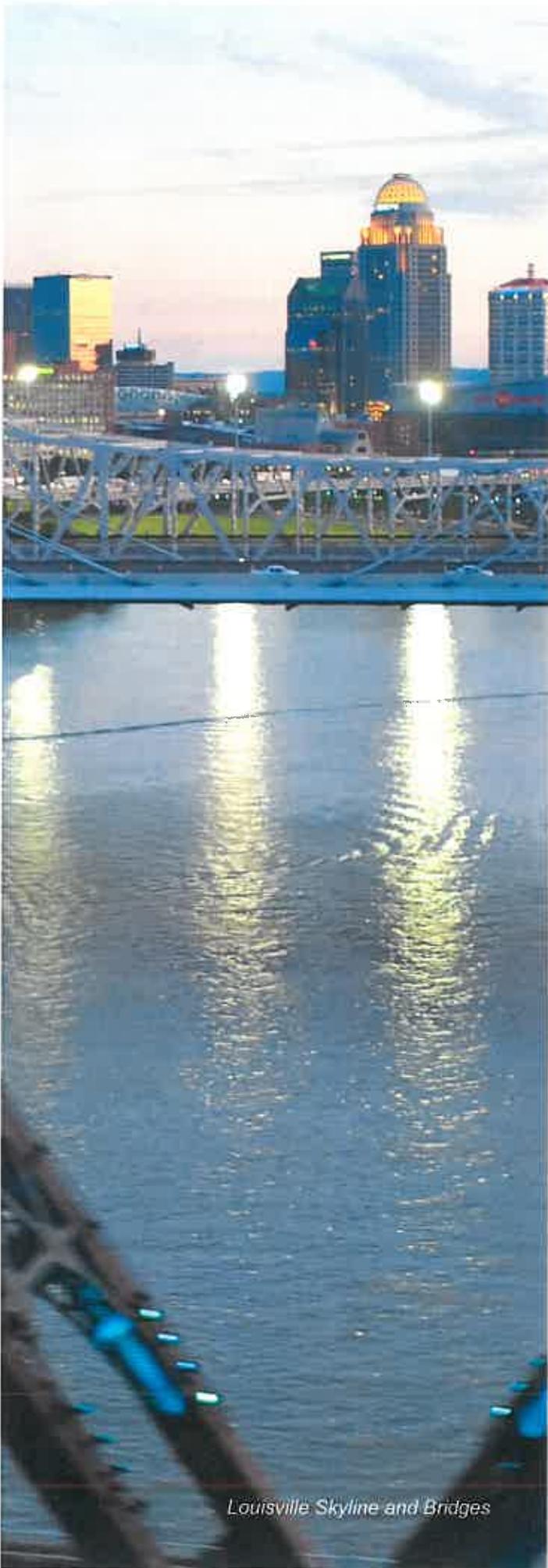
### Policies in Action: The Louisville Knot

The Ninth Street overpass crossing Main Street in downtown Louisville separates the east and west sides of the city, creating both a physical and psychological barrier for pedestrians. Proposed streetscape improvements have been designed to breakdown these barriers and encourage pedestrian circulation through this intersection. The project, dubbed "The Louisville Knot," consists of a series of bent and bundled steel tubes weaved together to create a collection of micro environments to invite gatherings, play, and other human interactions. The addition of seating, tables, lighting, bike racks, signage, and an extra-large swing, combined with the reframing of the sidewalk and adjacent parking area under I-64, all contribute to creating an inviting space to pass through and gather for special events. The project exemplifies how innovative multi-modal infrastructure improvements can strengthen urban and social connections, transforming an underutilized area into a welcoming pedestrian thoroughfare.



# 4.2 MOBILITY





Louisville Skyline and Bridges

## Introduction

The Mobility plan element carries forward the multi-modal policies pioneered by *Cornerstone 2020* to effectively connect the community through a safe and accessible transportation system. Through sound planning practices, *Plan 2040* aligns with the goals of Move Louisville, the city's 20-year transportation plan, to increase investment in the transportation network, promote freight movement, and enhance access to the Louisville International Airport. Other mobility issues addressed in this plan element include promoting nodal density, encouraging transit-oriented development, and reinforcing strategies that encourage "complete streets."

The Mobility plan element contains three overarching goals, supported by a series of objectives and action-oriented policies to achieve the community's vision for a safer, healthier, more livable city

### GOAL 1

Implement an accessible system of alternative transportation modes.

### GOAL 2

Plan, build and maintain a safe, accessible and efficient transportation system.

### GOAL 3

Encourage land use and transportation patterns that connect Louisville Metro and support future growth.

# MOBILITY

GOAL

1

Implement an accessible system of alternative transportation modes.

## Objectives

- a. Transportation options efficiently connect people to jobs, education, services and neighborhoods via a coordinated street network.
- b. Provide safe mobility options for all users by promoting Complete Streets.
- c. Encourage improvements to public transit and promote access for all.
- d. Transportation facilities promote economic growth and community prosperity.
- e. Major streets and corridors facilitate efficient movement of goods and services.
- f. Promote and expand accessible greenways and multi-use trails.



## Policies

### Land Use & Development

1. To promote healthy lifestyles and reduce congestion, new development and redevelopment should provide for the movement of pedestrians, bicyclists and transit users, where appropriate, by including:

**1.1.** bicycle and pedestrian facilities between closely related land uses (e.g., from residential areas to neighborhood centers, recreation areas, greenways, schools, shopping facilities and from office/industrial and retail employment centers to retail/service uses);

**1.2.** pedestrian facilities between retail land uses and major concentrations of pedestrian activity, particularly in the Louisville Central Business District and other activity centers;

**1.3.** street-level pedestrian connections between all principal buildings within a unified development site including commercial to office and residential to commercial uses;

**1.4.** sidewalks along the streets of all developments;

**1.5.** walkways between residential areas and nearby neighborhoods, schools, public recreation facilities, parks, office/industrial and retail/service uses;

**1.6.** direct, accessible walkways to public transportation stops; and

**1.7.** retail and office uses, especially in the Urban Center Neighborhood, Traditional Neighborhood, Village, Traditional Marketplace Corridor, Traditional Workplace Form Districts that are located close to the roadway to minimize the distance pedestrians and transit users have to travel.

2. Develop criteria for the type of appropriate bicycle facilities as part of a Complete Streets Design Manual. Bicycle facility type (e.g., shared roadway, bike lane, or bike path) will depend on the current and anticipated volume of bicycle traffic, the nature of the connections between residential areas and employment/activity centers, and the magnitude of vehicle or pedestrian conflict as indicated by vehicle speeds and volumes. Planned bicycle facilities should be interconnected, direct, and continuous. Separate connections to greenway systems are encouraged. Facilities should be designed in accordance with nationally recognized standards.

3. Encourage new development and redevelopment to supply adequate and user-friendly bicycle parking at parks, activity centers, and schools to encourage bicycle use.

4. Encourage higher densities and intensities within or near existing marketplace corridors and existing and future activity and employment centers to support transit-oriented development and an efficient public transportation system.

5. Plan for new transit centers by incentivizing equitable transit-oriented development at key nodes. The design of transit centers should consider the following:

**5.1.** Direct, short, and simple connections for all transportation modes;

**5.2.** Priority traffic management techniques that make it easier to enter and exit from the station area;

**5.3.** Site design that provides safe and efficient bus movements by

including adequate turning radii, parking areas, boarding/alighting areas, drop-off areas, etc.;

**5.4.** Provisions for market-based services that enhance ridership; and

**5.5.** Secure, convenient, and user-friendly bicycle parking facilities.

6. For developments meeting established thresholds, provide facilities that support an efficient public transportation system such as convenient access to and across pedestrian, bicycle and roadway facilities. Provide transit amenities such as boarding areas, benches, shelters, park and ride facilities, and lighting in accordance with the Transit Design Standards Manual.

### Programmatic

7. Review local transportation facility design guidelines to ensure regulations support accessibility.

8. Embrace smart mobility advances in technology to ease traffic congestion and move people.

9. Complete a comprehensive operational analysis for the transit network to provide a plan for streamlining and improving transit service on key service corridors and enhancing connectivity between housing and employment centers.

10. Encourage implementation of innovative transit modes such as Bus Rapid Transit or rail networks to enhance service and ridership.

11. Develop an implementation plan for the conversion of one-way streets to two-way circulation, where appropriate, to improve mobility and safety.

# MOBILITY

## GOAL 1

Implement an accessible system of alternative transportation modes.

12. Develop Policies to achieve and maintain National Ambient Air Quality Standards (NAAQS).

13. Develop a Policy and design standards for preferred truck/freight routes.

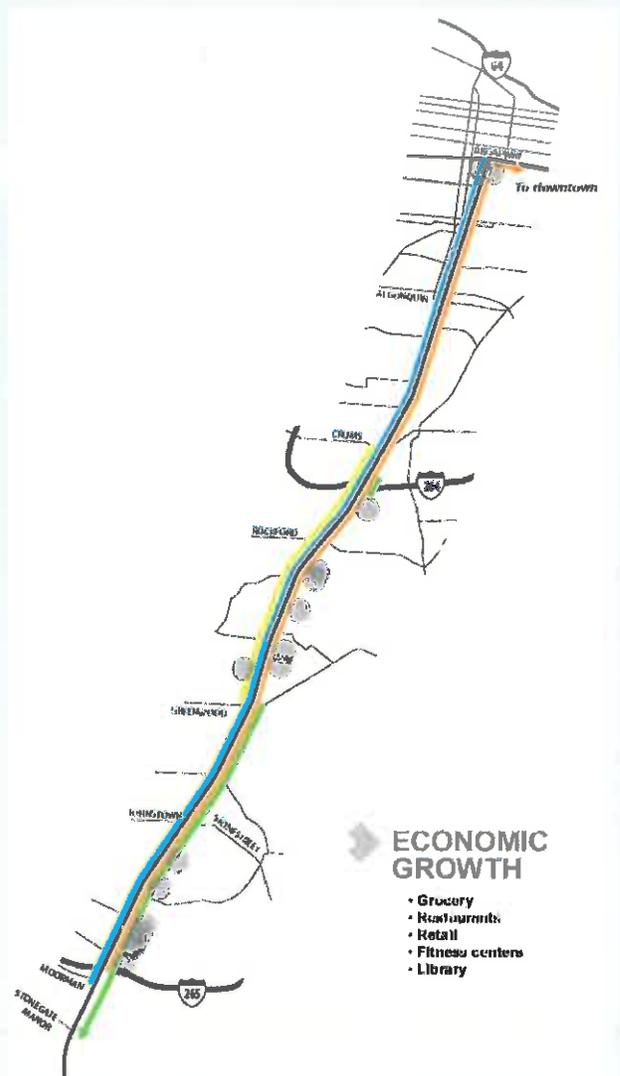
14. Promote the use of bicycle and pedestrian facilities as both a means of transportation and as a form of recreation.

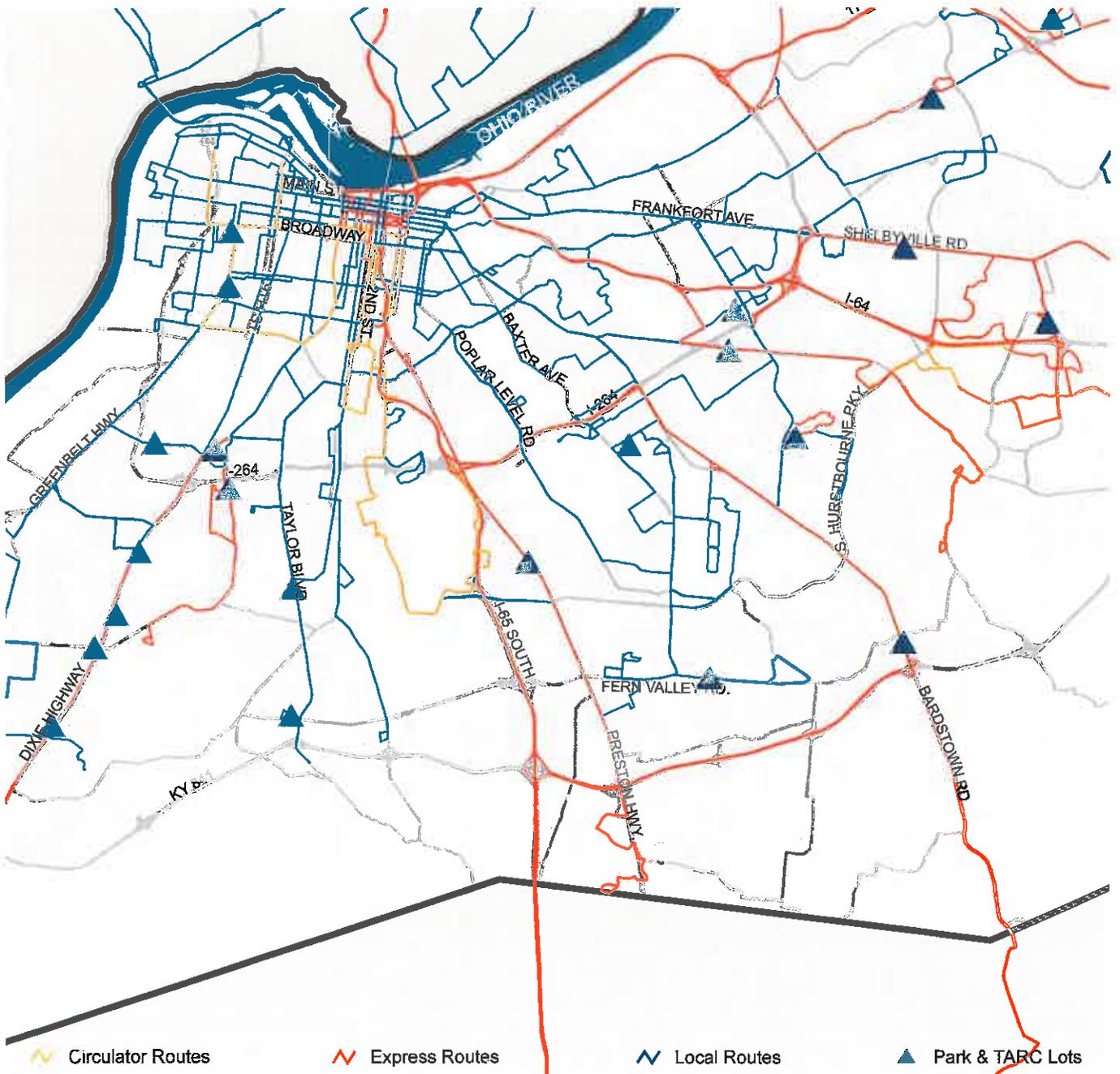
15. Develop a plan to efficiently manage parking supply in Downtown Louisville and other major activity centers to reduce demand and avoid oversupplying parking.

### Policies in Action: Bus Rapid Transit

The Transforming Dixie Highway Project, which emerged from the Dixie Highway Corridor Master Plan, will result in a number of improvements that will bring about positive change to the Dixie Highway corridor. One of the more significant improvements will be the introduction of Bus Rapid Transit (BRT) to the corridor and to Louisville Metro. BRT is an increasingly popular strategy for improving transit by making stations highly visible and easily accessible, branding vehicles and the line itself to make it more understandable and approachable, and installing intelligent transportation systems to decrease travel times. These upgrades will not only improve the experience of current riders but will hopefully attract new riders to the Transit Authority of River City (TARC) system. BRT has the potential to help redefine transit in Louisville Metro. Depending on the success and lessons learned from the Dixie BRT project, future expansions of this upgraded bus service may be extended to other corridors.

The proposed BRT service will begin in downtown Louisville and generally follow the alignment of TARC's existing Route 18 along Main Street and Market Street. Once on 18th Street, the BRT buses will travel along Dixie Highway to the Gene Snyder Freeway. Other upgrades include 36 new, highly visible and easily accessible stations, and the use of new vehicles that will be unique to the Dixie Highway BRT. Intelligent transportation systems and strategies including enhanced real-time access to information for transit customers will be deployed along the corridor. It is anticipated that the existing Route 18 would continue to provide local service with more frequent stops along the corridor, supplementing the higher speed BRT.





- Circulator Routes
- Express Routes
- Local Routes
- Park & TARC Lots

TARC Routes & Park and Ride Lots Map, Reference Appendices for Full Map

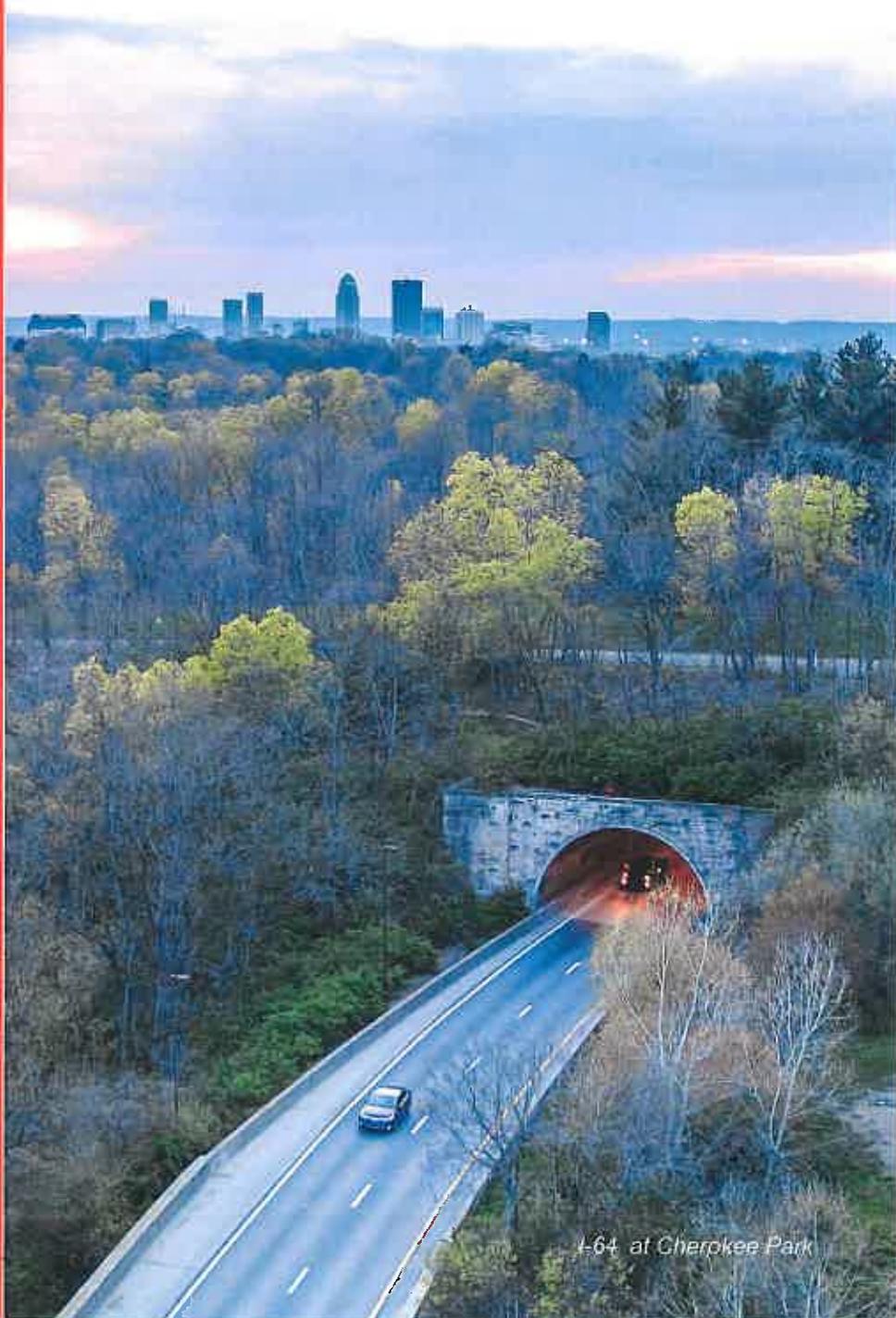
# MOBILITY

## GOAL 2

Plan, build and maintain a safe, accessible and efficient transportation system.

### Objectives

- a. Maintenance of existing transportation infrastructure is prioritized.
- b. Transportation infrastructure accommodates all users to manage demand for travel.
- c. Multi-modal transportation infrastructure is promoted to reduce vehicle miles traveled and improve mobility and air quality.
- d. Land use and transportation Policies are adaptable to anticipated technological advances and new transportation options.
- e. Transportation facilities enhance community sustainability.
- f. Long-term, coordinated and sustainable funding strategies for transportation facilities are implemented.
- g. New and expanded transportation facilities include Complete Streets components.
- h. Transportation facilities are designed to complement the character of surrounding neighborhoods.



I-64 at Cherokee Park

## Policies

### Land Use & Development

1. Provide transportation facilities and systems that accommodate all users and allow for context-sensitive solutions that recognize the distinguishing characteristics of each of the Form Districts.
2. Coordinate use of rights-of-way with community design Policies. Ensure accessible rights-of-way to accommodate mobility needs of all transportation network users.
3. Provide adequate street stubs for future roadway connections in new development and redevelopment that support access and contribute to appropriate development of adjacent lands.
4. Avoid access to development through areas of significantly lower intensity or density development if such access would create significant nuisances.
5. Provide sight distances consistent with probable traffic speed, terrain, alignments and climatic extremes in road design.
6. Ensure that the internal circulation pattern for streets within a development be designed with an appropriate functional hierarchy of streets and appropriate linkages with existing and future development.
7. The design of all new and improved transportation facilities should be accessible and:
  - 7.1. Review and consider Complete Streets principles and the most current version of the Complete Streets Design Manual;

- 7.2. Be context sensitive by ensuring that proposals are compatible with the surrounding development and provide an aesthetically pleasing visual experience to the user and to adjacent areas;

- 7.3. Encourage the acquisition or dedication of whole parcels if the residual not used for the transportation facility would create a nuisance; and

- 7.4. Ensure that adequate measures will be taken to reduce glare, vibration, air pollution, odor, and visual intrusion.

8. Avoid, protect and/or enhance environmentally sensitive areas, the planning and design of transportation network construction and improvement projects.
9. Develop, preserve, and maintain an interconnected system of scenic corridors and parkways. Encourage the preservation of important cultural resources, landscapes and scenic vistas in the design, maintenance and development of major thoroughfares and parkways.

### Programmatic

10. Increase funding to maintain the existing infrastructure and build a multi-modal transportation network that supports the needs of the entire community.
11. Encourage the establishment of a comprehensive and innovative long-term financing programs for transportation investment to increase the cost-effectiveness of future investments while considering cost to future users.

12. Pursue opportunities for passenger rail service to and within the Louisville Metro region.

13. Maintain integration with the regional mobility planning process that is coordinated by KIPDA.

14. Expand the traffic signal coordination program to limit idling and protect public health while increasing the safety and capacity of the current road network.

15. Encourage mobility system planning and improvements to be consistent with and support the innovative, multi-purpose use of innovative locations such as easements, stream corridors and abandoned railroad rights-of-way for bicycle and pedestrian facilities while providing for the preservation of important natural resources.

16. Develop a Complete Streets Design Manual for consideration during the development and redevelopment of roads in accordance with roadway classification and street character that provide for safe, healthy and accessible streets. Such a manual should include:

- 16.1. standards and guidelines to determine appropriate improvements based on existing and anticipated volume of street users;

- 16.2. a method for determining street typology and typical cross-sections;

- 16.3. streetscape design standards that consider planting of trees and green infrastructure;

- 16.4. safe, efficient movement of freight;

- 16.5. scenic, historic, and parkway designations;

# MOBILITY

## GOAL 2

Plan, build and maintain a safe, accessible and efficient transportation system.

**16.6.** tree preservation and enhancement;

**16.7.** landscaping, lighting, and street furniture;

**16.8.** bicycle and pedestrian facilities;

**16.9.** transit facilities and operations;

**16.10.** encouragement of on-street parking in appropriate areas to buffer pedestrians from traffic; and

**16.11.** traffic calming techniques including the implementation of reconfigurations, where existing and future traffic volumes support them, to improve safety and mobility for all users.

**17.** When redesigning and redeveloping streets, consider converting unused paved areas to green space or public plazas.

**18.** Encourage the use of electric vehicles and other clean-fuel technologies.



## Policies in Action: Move Louisville

Move Louisville represents a vision and action plan for transportation policy and investment for Louisville Metro. The plan was completed in 2016 and is a foundation for a connected and sustainable transportation network that will help maintain and expand our city's quality of life and encourage investment, growth and prosperity.

Move Louisville recommends projects and policies to address the needs and desires of our community aligned with local trends and national best practices. Together the policies, practices and priorities contained in Move Louisville strive to keep Louisville Metro moving toward a more connected, competitive and compassionate city. Throughout the Move Louisville planning process, numerous transportation projects were identified and evaluated against the plan's goals.

Specific future projects are identified in the plan by mode type and categorized by recommended time line -- priority, mid-term and long-term. The priority projects outlined in Move Louisville have been selected to catalyze Louisville's economy, transform the built environment and reduce vehicle miles traveled (VMT).



In addition to priority projects, Move Louisville established policy priorities that allow for enhancement and expansion projects to be brought on board as funding allows. These include small road capacity or major streetscape projects that support economic development such as the West Market and University Corridor projects. The project and policy priorities in Move Louisville are intended to be reviewed and evaluated on a periodic basis.

Move Louisville prioritizes system preservation over roadway expansion and takes a complete streets approach to build the framework for the priority projects. By taking a complete streets approach to road planning and design, Louisville Metro can begin to rethink how streets move people and balance the demands of all users. The end result should be a well-maintained transportation network and a reduction in VMT.

### Move Louisville Project Goals:

-  Provide connectivity
-  Improve safety & health
-  Maintain fiscal responsibility
-  Promote economic growth
-  Assure equity for all system users
-  Assure environmental sustainability
-  Enhance neighborhoods

# MOBILITY

## GOAL 3

Encourage land use and transportation patterns that connect Louisville Metro and support future growth.

### Objectives

- a. Development in existing and emerging mixed-use centers is encouraged.
- b. Walkable neighborhoods are promoted.
- c. Land use and transportation Policies promote access and ensure adequate capacity and mobility.
- d. Transportation facilities support and enhance neighborhood character.
- e. Land use Policies support transit to improve mobility and air quality.
- f. Land use Policies and transportation infrastructure facilitate efficient movement of people, goods and services to and from Louisville's airports.



## Policies

### Land Use & Development

1. Provide transportation services and facilities to promote and accommodate growth and change in activity centers through improved access management. Provide walking and bicycling opportunities to enable activity centers to minimize single-occupant vehicle travel. Encourage a mix of complementary neighborhood serving businesses and services in neighborhood and village centers to encourage short trips easily made by walking or bicycling.
2. To improve mobility, and reduce vehicle miles traveled and congestion, encourage a mixture of compatible land uses that are easily accessible by bicycle, car, transit, pedestrians and people with disabilities. Housing should be encouraged near employment centers.
3. Evaluate developments for their ability to promote public transit and pedestrian use. Encourage higher density mixed-use developments that reduce the need for multiple automobile trips as a means of achieving air quality standards and providing transportation and housing choices.
4. Encourage development of walkable centers to connect different modes of travel. Siting of these multi-modal centers shall consider the effects of the following:
  - 4.1. nodal connections identified by Move Louisville;
  - 4.2. impact on freight routes;
  - 4.3. time of operation of facilities;
  - 4.4. safety;
  - 4.5. appropriate linkages between neighborhoods and employment; and
  - 4.6. the potential for reducing travel times and vehicle miles traveled.
5. Evaluate developments for their impact on the transportation network (including the street, pedestrian, transit, freight movement and bike facilities and services) and air quality.
6. Ensure that those who propose new developments bear or share in rough proportionality the costs of transportation facilities and services made necessary by development.
7. All new and substantially improved development should be consistent with applicable standards for rights-of-way and designed to reserve these rights-of-way for further dedication and/or acquisition.
8. The Planning Commission or legislative body may require the developer to dedicate rights-of-way for street, transit corridors, bikeway and walkway facilities within or abutting the development as set forth in the Land Development Code. Dedication of street rights-of-way should ensure that transit service can be provided where appropriate.
9. When existing transportation facilities and services are inadequate and public funds are not available to rectify the situation, the developer may be asked to make improvements, roughly proportional to the projected impact of the proposed development, to eliminate present inadequacies if such improvements would be the only means by which the development would be considered appropriate at the proposed location.
10. Ensure that necessary improvements occur in accordance with long-range transportation plans and level of mobility criteria for all modes of travel.
11. Provide street improvements and/or transit solutions to mitigate the impacts of development and re-development. Improvements may include, but not be limited to, the following:
  - 11.1. on-site road system construction;
  - 11.2. off-site shoulder improvements and pavement widening;
  - 11.3. addition of acceleration and deceleration lanes;
  - 11.4. addition of turn lanes or traffic signals on streets bordering the site to street;
  - 11.5. intersection widening completely off-site;
  - 11.6. right-of-way donation;
  - 11.7. addition and/or widening of on-site or off-site sidewalks;
  - 11.8. installation of bicycle facilities;
  - 11.9. installation of new transit stops and amenities; and
  - 11.10. improvement of existing transit stops and amenities.
12. Ensure that transportation facilities of new developments are compatible with and support access to surrounding land uses, and contribute to the appropriate development of adjacent lands. Where appropriate, provide at least one continuous roadway through the development to tie all local access roads or parking areas to the arterial street system. Adequate stub streets and pedestrian connections should be provided by developments.

# MOBILITY

## GOAL 3

Encourage land use and transportation patterns that connect Louisville Metro and support future growth.

13. Allow cul-de-sacs as short side streets or where natural features limit development of “through” roads.

14. Parking requirements should take into account:

- the density and relative proximity of residences to businesses in the market area;
- the availability and use (both current and potential) of multi-modal transportation options;
- the character and pattern of the Form District; and
- advances in technology.

Additional considerations including hours of operation and opportunities for shared parking may be factored on a site-by-site basis. On-site parking standards should reflect the availability of on-street, shared, and public parking spaces. Parking standards should include the minimum and maximum number of spaces required based on the land use and pattern of development in the area. Consider reducing parking minimums where appropriate.

15. Develop and review corner clearance standards to reduce or restrict new driveways or other connections in the functional area of an intersection or interchange in order to promote safety and traffic flow.

16. Develop and assign access classifications for roadway segments based upon the current condition of the roadway and any planned improvements. Standards will address access control, driveway and curb cut spacing, median spacing, and signal spacing.

17. Require cross access easements according to standards set forth in the Land Development Code to reduce traffic on major thoroughfares and to reduce safety hazards.

18. Minimize access points, connections and median openings within 1/4 mile of an interchange area to reduce safety hazards and improve flow of traffic onto and off the interchange.

19. Encourage design standards that address design issues such as the minimum and maximum length and width and the gradient of driveways to ensure that the driveway or curb cut functions properly and is safe for all users.

20. Promote joint access and circulation systems for development sites comprised of more than one building site or lot.

21. Prevent safety hazards caused by direct residential access to high speed roadways.

22. Review and update dimensional standards for new lots to ensure proper access to and circulation along public streets.

### Programmatic

23. Review and update the Land Development Code to make it consistent with changes to road classifications, access management regulations, Complete Streets guidelines, advancements in technology, transportation system management, parking requirements and transit measures.

24. Develop appropriate level of mobility criteria that recognizes the distinguishing characteristics of each of the Form Districts. Level of mobility criteria will recognize differences

in travel demand characteristics between Form Districts and the mix and capacity of travel modes available.

25. Encourage the adoption of trip reduction and travel demand management strategies to reduce vehicular use of roadways.

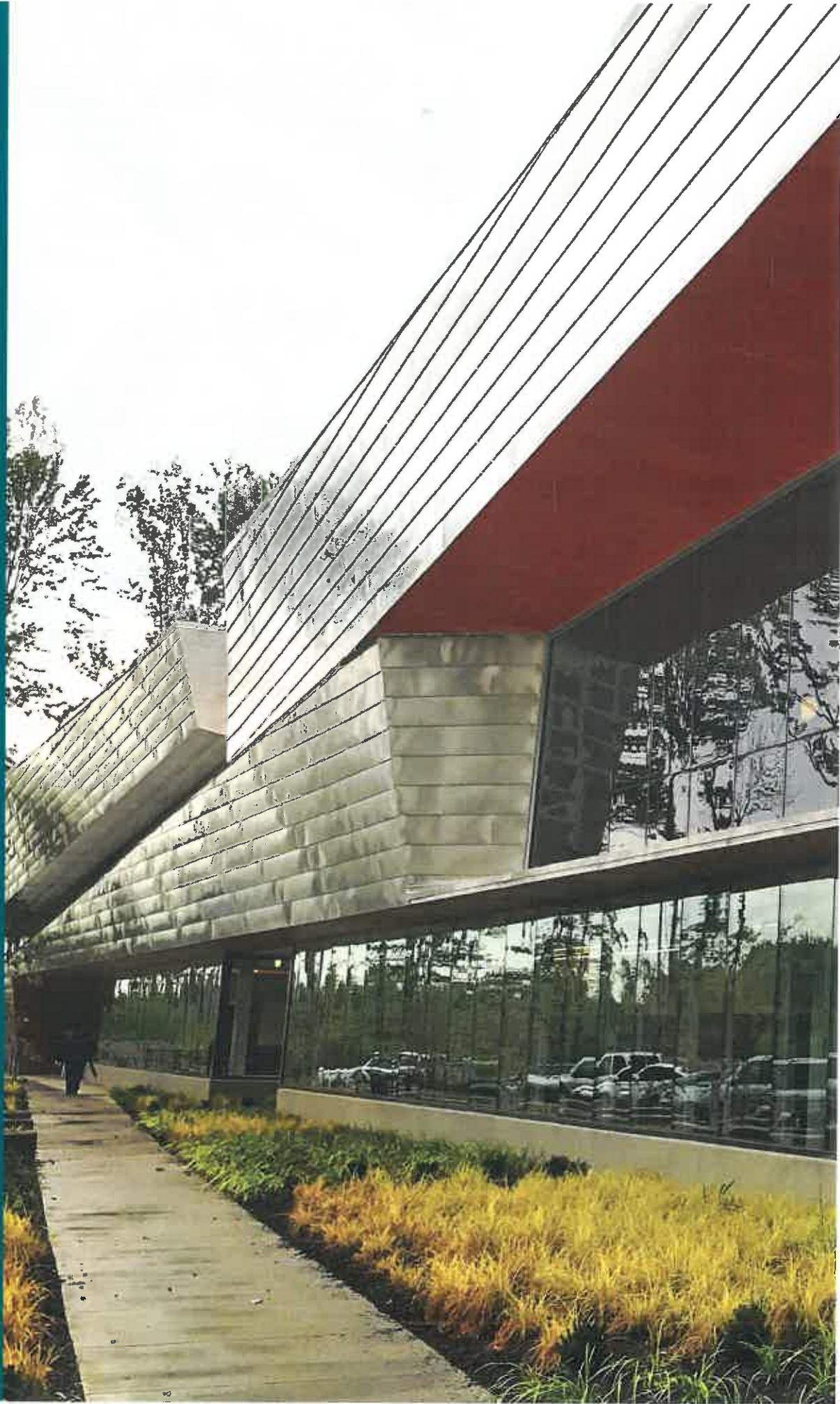
26. Use transportation system management program strategies to enhance roadway performance and capacity with non-capital investment strategies such as high occupancy vehicle lanes and parking restrictions.

27. Identify infill development opportunities to support biking, walking, and transit service. Encourage the use of, and provide incentives to incorporate, transportation demand management by new development and redevelopment such as:

- off-peak workplace scheduling
- ridesharing
- transit promotion
- transit user fare subsidy
- preferential parking for high occupancy vehicles
- participation in Transportation Management Associations (TMA)
- parking space cash out programs



# 4.3 COMMUNITY FACILITIES





## Introduction

Community facilities consist of a broad range of uses, both publicly and privately owned, that benefit the general public. Such facilities can include libraries, schools, fire or police stations, cell towers, county or municipal buildings, recreation centers, parks, and cemeteries. The Community Facilities plan element guides the integration of these types of facilities across Louisville Metro. The following goals, objectives, and policies address how community facilities meet the long-range needs of the community, which includes an increased focus on design, community engagement, and sustainability.

The Community Facilities plan element contains three overarching goals, supported by a series of objectives and action-oriented policies to frame the community's vision for facilities that are resilient and compatible, meet anticipated growth, and are accessible.

### GOAL 1

Ensure community facilities are accessible.

### GOAL 2

Plan for community facilities to improve quality of life and meet anticipated growth.

### GOAL 3

Design community facilities to be resilient and compatible with the surrounding neighborhood.

# COMMUNITY FACILITIES

GOAL

1

Ensure community facilities are accessible.

## Objectives

- a. Multi-modal access to recreational, educational, health, cultural and leisure facilities and programs is promoted for all citizens.
- b. A network of community facilities is provided that meets neighborhood needs throughout Louisville Metro.
- c. Measures to promote sustainability, safety and security are integrated into community facility design and management operations.



Main Library

## Policies

### Land Use & Development

1. Locate community facilities that have a large daily or periodic attendance of users on or near an arterial roadway and a transit route.
2. Design community facilities intended for public use so that they are accessible to all citizens with multi-modal transportation options.
3. Provide secure, convenient and appropriate bicycle storage opportunities in community facilities that are open to the public.

### Programmatic

4. Promote interpretive and educational programs and facilities within the parks and open space system to foster an understanding of natural resources and processes.
5. Establish a comprehensive, coordinated bicycle and pedestrian system connecting parks, greenways, and recreational facilities.
6. Increase public awareness and utilization of available recreational resources.
7. Expand quality internet and computer access to underserved areas.
8. Connect new and existing parks and open spaces around Louisville Metro with accessible trails and greenways where possible.

### Policies in Action: The Louisville Free Public Library

The library system is the largest public library system in Kentucky and includes 18 branches located throughout Louisville Metro. As it serves all Louisville Metro citizens, the system is being modernized to be more accessible and facilitate a variety of community services.

Endeavors such as the Library 2000 campaign and the system's Master Facilities Plan have led to additional branch locations and technology enhancements. Opening in 2014, 2017 and 2019 respectively, the Southwest, South Central, and Northeast Libraries improved access and feature expanded multi-media collections. The modern libraries are intended for a variety of users and activities, and provide study/reading rooms, dedicated teen and children areas, meeting rooms, and computer and interactive learning stations.



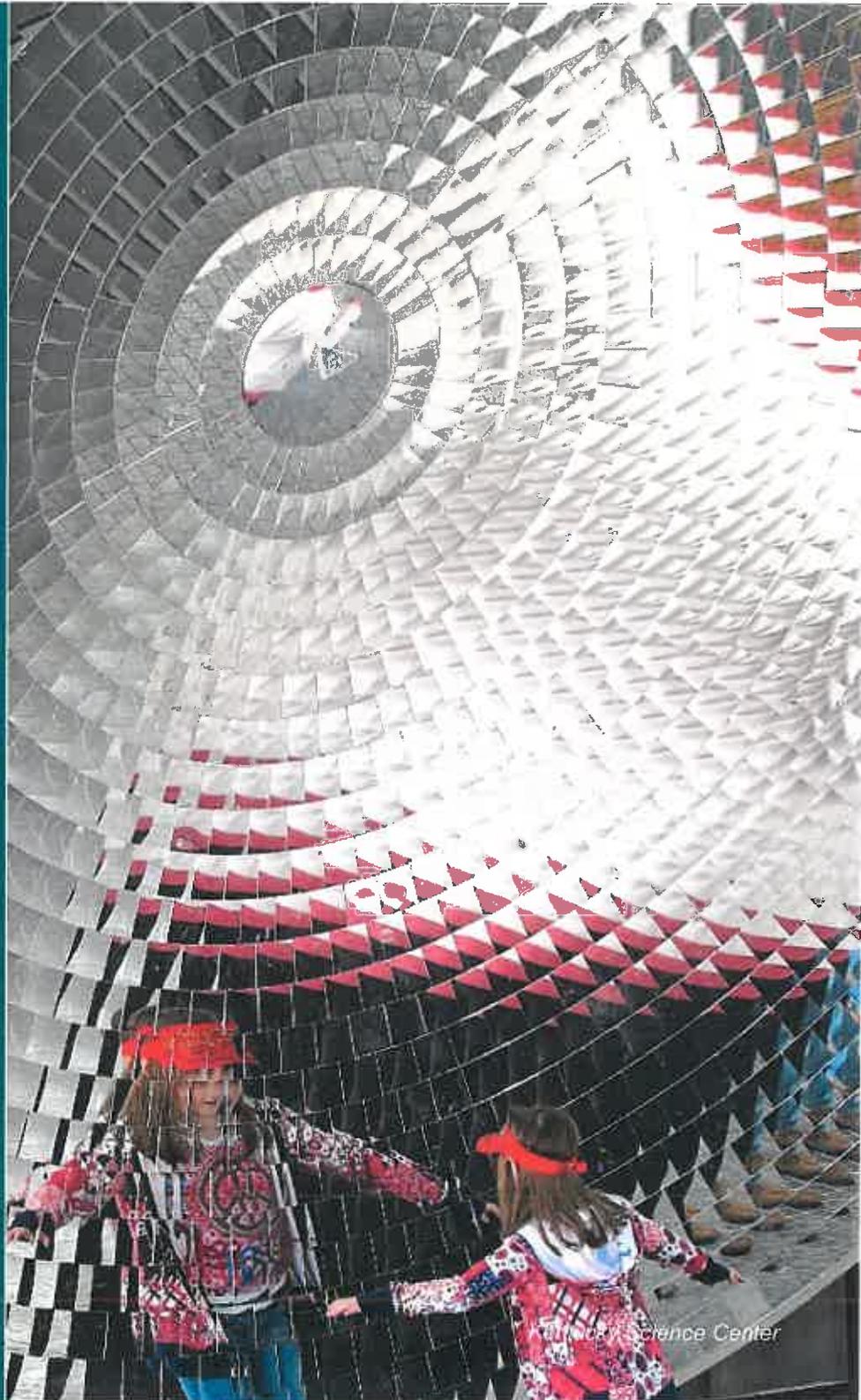
# COMMUNITY FACILITIES

## GOAL 2

Plan for community facilities to improve quality of life and meet anticipated growth.

### Objectives

- a. Land use Policies guide the location, type and design of community facilities in Louisville Metro.
- b. A system of well-maintained community facilities is provided which meets the current and anticipated needs of Louisville Metro citizens.
- c. Shared use of community facilities is promoted to meet the needs of the community, optimize efficiency and avoid duplication of service.
- d. Land use Policies provide adequate infrastructure and community facilities exist or are planned for proposed development.
- e. Environmentally sensitive management practices are encouraged for all community facilities.
- f. Critical community facilities should be located outside the floodplain and consider future flood risks.
- g. Community facility planning and decision making focuses on long-term maintenance and positive neighborhood impact.
- h. All affected members of the community receive adequate notification and are able to participate in planning community facilities.
- i. The use of health impact assessments is encouraged when planning community facilities.



## Policies

### Land Use & Development

1. Locate development in areas served by existing utilities or capable of being served by public or private utility extensions.
2. Ensure that all development has an adequate supply of potable water and water for fire-fighting purposes. Locate only very low-density land uses on sites that use on-lot sewage disposal systems or on a private supply of potable water.
3. Ensure that all development has adequate means of sewage treatment and disposal to protect public health and to protect water quality in lakes and streams as determined by the Metropolitan Sewer District (MSD).
4. Locate or expand community facilities in areas with a demonstrated or anticipated need for the facility, to avoid duplication of services, and to provide convenient access to the area that the facility is intended to serve.
5. Locate, where possible, community facilities on a shared site with other compatible facilities and land uses.
6. Encourage public participation in the development review process of community facilities.
7. Provide for necessary infrastructure and ensure that the carrying-capacity of the land is adequate for proposed development.
8. Restrict the siting of critical facilities, as well as those facilities which store or utilize hazardous waste or materials, to locations outside the floodplain.
9. Maintain and improve high quality public parks, recreational facilities, public golf courses and swimming pools, greenway trails, and the Olmsted park system.
10. Encourage green infrastructure as part of community facilities and public infrastructure projects, and create a model to assess green infrastructure impacts.
11. Promote open spaces and recreation areas along the Ohio River and other waterways.
12. Encourage the use of vacant lots as small parks and community gardens.

### Programmatic

6. Promote improved maintenance of community facilities, especially those intended for public access, through a sustainable funding source.
7. Work with appropriate organizations to promote and market the services and exhibits of community facilities and events.



# COMMUNITY FACILITIES

## GOAL 3

Design community facilities to be resilient and compatible with the surrounding neighborhood.

### Objectives

- a. The location, design, scale and intensity of community facilities enhance the character of neighborhoods.
- b. Community facilities and utility infrastructure are designed to be sustainable and managed to conserve energy and reduce waste.
- c. Infill sites are considered when selecting locations for community facilities.
- d. Community facilities and utilities intended for public access are designed to be welcoming.



## Policies

### Land Use & Development

1. Review the location and design of new community facilities, as well as major expansions to existing community facilities, to ensure compatibility with the immediate vicinity and any surrounding neighborhood.
2. Design community facilities within residential areas so that they will not detract from the residential character of the immediate neighborhood. Mitigation may be required to address issues such as signs, noise, lighting, traffic, parking, and odors.
3. Retain, maintain and reuse structurally sound community facilities that can continue to serve useful functions.
4. Ensure that there is sufficient area on-site for equipment maneuvering and storage when necessary and feasible.

### Programmatic

5. Promote environmentally responsible design and management Policies for publicly owned land.
6. Integrate renewable energy systems such as solar panels and cool roofs into community facilities where feasible.
7. Incorporate and showcase public art in community facilities.
8. Include native plants, green space and green infrastructure in community facilities.
9. To encourage waste reduction and diversion, provide recycling and compost bins at community facilities and public buildings.

10. Locate cultural and entertainment facilities of a regional nature, such as museums and civic centers, in the vicinity of downtown; or in convenient locations throughout the county as long as impacts to the surrounding neighborhoods are mitigated.

11. Locate utilities considering the following criteria:

11.1. Encourage underground utilities within common easements;

11.2. Discourage utility installations from creating nuisances for surrounding areas;

11.3. Locate large utility installations so that they have access to a major arterial road;

11.4. Design and locate utility easements to provide access for maintenance and repair and to minimize negative visual impacts; and

11.5. Encourage the location of utility lines within the right of way so as to allow the planting of shade trees on both sides of the road.

12. Locate landfills for disposal of solid waste in areas which:

12.1. Are above the regulatory floodplain;

12.2. Have suitable underlying soils and geology to prevent pollution of groundwater and surface streams;

12.3. Are a sufficient distance above aquifers and the seasonal high water table;

12.4. Have soils in sufficient quantity to cover the refuse on-site or otherwise readily available;

12.5. Are an appropriate distance from any water producing wells;

12.6. Can be screened from public view;

12.7. Can be buffered from adjacent land uses to prevent associated nuisances and hazards, such as methane gas migration problems;

12.8. Are a safe distance from aircraft runway approaches if the landfill will create air navigation problems pursuant to Federal Aviation standards; and

12.9. Have adequate access that will not route trucks through existing residential neighborhoods.

13. Emergency Services (Fire, Ambulance, Emergency Management and Police Stations) should be:

13.1. Located on or very near arterial roadways and on two-way streets;

13.2. Designed with equipment entrances regulated by traffic control signals, away from barriers that might delay direct emergency vehicle and apparatus access to the service area, such as at-grade railroad tracks and flood prone areas; and

13.3. Designed to ensure that noise and other nuisances that could disturb surrounding land uses are mitigated.

14. Parks and Recreation Areas should:

14.1. Be located and designed in accordance with the approved Parks and Open Space Master Plan;

14.2. Be evaluated for access from new and existing developments;

14.3. Be designed to be flexible and respond to adapting trends and demographics;

# COMMUNITY FACILITIES

## GOAL 3

Design community facilities to be resilient and compatible with the surrounding neighborhood.

- 14.4.** Conserve undisturbed natural areas in parks to preserve wildlife habitat;
- 14.5.** Integrate measures to promote safety and security in park design and management operations; and
- 14.6.** Include benches and sitting areas in parks and recreation areas.
- 15.** Schools should be located and designed with safe access for pedestrians, bicyclists, motorist and their passengers, with adequate buffering from nuisances detrimental to its operation, and to the extent possible, with active and passive recreational areas.
- 16.** Hospitals and Healthcare Facilities should be:
- 16.1.** Located in highly accessible locations unless the services provided are complementary to or supportive of other hospital services.
- 16.2.** Designed to ensure that emergency entrances, if needed, are safe and separate from other vehicular and pedestrian entrances and on-site circulation routes.
- 16.3.** Located within or near office buildings, shopping areas, activity centers and other highly accessible locations, and in relation to the areas they are intended to serve.
- 17.** Government Facilities should be located considering the following criteria:
- 17.1.** Government facilities that require extensive interagency communication should be located in the Louisville Central Business District.
- 17.2.** Locate administrative offices that directly serve the public in convenient locations in activity centers throughout the county.
- 17.3.** Locate government garage and storage facilities in areas suitable for warehousing and industry.
- 18.** Encourage libraries to provide a range of community services and serve as community centers. They should be located within or near public buildings, activity centers or other locations that are highly accessible to pedestrians, bicyclists, transit users and motorists.
- 19.** Antenna Towers for Cellular Telecommunications Services or Personal Communications Services should:
- 19.1.** Be designed to minimize impact on the character of the general area concerned.
- 19.2.** Be sited (in order from most preferred to least preferred): 1. highway rights-of-way except designated parkways; 2. existing utility towers; 3. commercial centers; 4. government buildings; 5. high-rise office structures; 6. high-rise residential structures.
- 19.3.** Minimize the likely effects of the installation on nearby land uses and values.
- 19.4.** Be designed to address compatibility issues such as co-location, mass, scale, siting, abandonment and removal of antenna tower structure.
- 19.5.** Avoid environmentally sensitive lands, historic landmarks, and scenic byways, unless the applicant proves that no other reasonable site is available and the tower is designed to minimize impact.

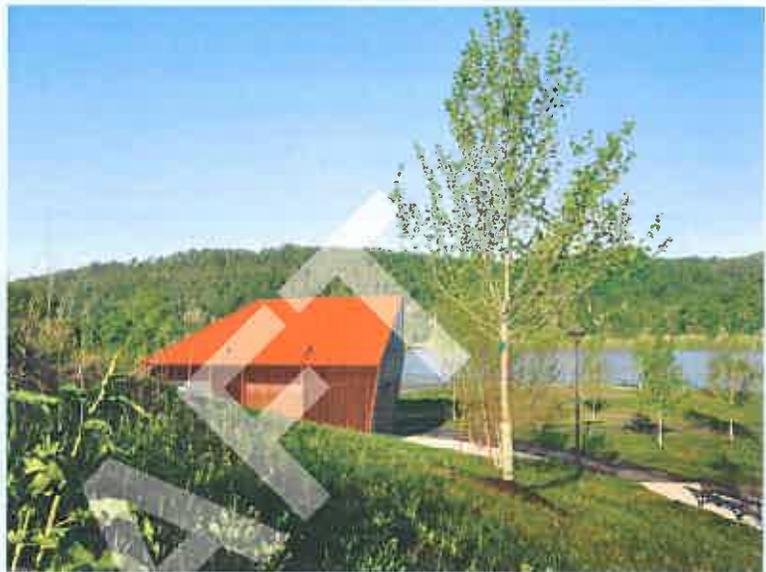
### **Policies in Action: Riverview Park Visitor Service Building**

The concept for the design of Riverview Park's shelter structures was inspired by the familiar imagery of black pitch tobacco barns common throughout the region and river barges frequently visible from the park

The park shelters are designed and grouped into "barn variations" - to reinforce a cohesive visitor experience while responding to specific park uses and landscape character through building orientation, materials, cladding and geometry.

Durable, readily available materials such as Cor-Ten steel panels and stainless-steel planks with vandal-resistant details, provide structures with minimal maintenance needs. The park shelters are designed to visually transform from solid elements in the land during daylight, to semitransparent glowing lanterns in the evenings.

An initial phase of construction offers children's playgrounds and splashpads, picnic areas, and a boat ramp. This initial visitor service building to be located in close proximity to the new play areas, will provide public restrooms, drinking fountains, and mechanical rooms for park-wide utilities that include irrigation & lighting controls.



# 4.4 ECONOMIC DEVELOPMENT



*Omni Hotel & Residential Suites*



## Introduction

The Economic Development plan element provides a framework and policy context for a healthy economic climate. Sound economic development planning allows for equitable, sustainable and innovative growth that strengthens our community's ability to attract and retain a strong and diverse workforce. The goals, objectives, and policies advance Louisville Metro's economic development vision by supporting small and mid-sized businesses and promoting the enhancement of infrastructure, including technology that furthers economic growth. This plan element also bolsters economic opportunity by encouraging investment in areas facing disinvestment and promoting housing near employment centers.

The Economic Development plan element contains two overarching goals, supported by a series of objectives and action-oriented policies to frame this community's vision for economic development.

GOAL  
**1**

Provide an economic climate that improves growth, innovation, investment and opportunity for all.

GOAL  
**2**

Cultivate a vibrant, unique city that attracts, retains, and develops a highly-skilled workforce.

# ECONOMIC DEVELOPMENT

GOAL

1

Provide an economic climate that improves growth, innovation, investment and opportunity for all.

## Objectives

- a. Access to infrastructure, including transportation, high-speed internet, water and sewer, is suitably improved and expanded.
- b. Targeted business sectors (e.g., advanced manufacturing, business services, food and beverage, lifelong wellness and aging care, logistics, and hospitality and tourism) are supported.
- c. Land is available to facilitate commercial, industrial, and residential development.
- d. Redevelopment of underused commercial, industrial and residential land is facilitated.
- e. A consistent and efficient planning and zoning climate is promoted.
- f. Equitable economic opportunities are increased.
- g. Regional, including bi-state, collaboration is promoted.
- h. Small business and entrepreneurship is cultivated.
- i. Development and design Policies promote health and well-being in workplaces.



GE Appliance Park

## Policies

### Land Use & Development

1. Limit land uses in workplace Form Districts to compatible uses that meet the needs of the industrial subdivision or workplace district and their employees.
2. Encourage industries, to the extent possible, to locate in industrial subdivisions or adjacent to an existing industry to take advantage of special infrastructure needs.
3. Locate commercial uses generating high volumes of traffic on a major arterial street, at the intersection of two minor arterials, or at a location with adequate access to a major arterial and at locations where nuisances and activities of the proposed use will not adversely affect adjacent areas.
4. Utilize industrial sites near the airport and the Ohio River to support the growth and development of uses whose infrastructure and production needs require such a location or for land uses that support airport-oriented or river-oriented industrial uses.
5. Require industrial developments to locate with the appropriate transportation connectivity, near an arterial street or within existing industrial subdivisions.
6. Ensure that both public and private projects face the same level of review and meet the same standards for development.
7. Promote an ongoing capital investment program which is compatible with economic development priorities to ensure cost-effective infrastructure throughout Louisville Metro.
8. Designate preferred freight routes and enhance infrastructure of distribution corridors to allow efficient transportation of people, goods and services.
9. Provide economic development Policies to support start-up, small and mid-sized companies.
10. Support infrastructure and development practices which integrate and are adaptable to future technology innovations.
11. Promote the redevelopment of surface parking lots, where appropriate, to be responsive to current and changing trends.
12. Implement regulations and strategies that encourage the redevelopment of commercial and industrial land that requires environmental remediation, particularly brownfield and grayfield properties.

### Programmatic

6. Ensure that both public and private projects face the same level of review and meet the same standards for development.
7. Promote an ongoing capital invest-

# ECONOMIC DEVELOPMENT

GOAL  
**2**

Cultivate a vibrant, unique city that attracts, retains, and develops a highly-skilled workforce.

## Objectives

- a. Quality of life is enhanced throughout Louisville Metro.
- b. The economic value of neighborhoods is protected and improved.
- c. Population and employment centers are connected.
- d. Revitalization efforts for targeted areas are fostered.
- e. Land use Policies promote equitable distribution of accessible housing, recreation, and other community services.
- f. Access to technology is enhanced.
- g. Improved access to education and training supports a strong workforce.



*Forecastle Festival*

## Policies

### Land Use & Development

1. Ensure direct, safe, accessible and convenient multi-modal access between designated employment and population centers.
2. Provide opportunities for the adaptive re-use of older industrial land and encourage infill development through flexible land use regulations, when such projects would not result in the proliferation of incompatible land uses.
3. Encourage design elements that address the urban heat island effect and energy efficiency, such as the planting and preservation of trees, cool roofs and green infrastructure, for new development.

### Programmatic

4. Encourage infill development and adaptive reuse of existing structures and properties through economic development incentives.
5. Promote and develop programs that support equitable growth and increase property values in historically underserved communities.
6. Review and update the Land Development Code to facilitate redevelopment of vacant and under-used commercial and industrial properties to improve and maintain neighborhood vitality.
7. Use plans to encourage redevelopment, rehabilitation and reinvestment opportunities in downtown, older and underserved neighborhoods and older industrial areas that are consistent with the Form District pattern.
8. Use and adapt economic development incentives to promote housing, including affordable options, near employment centers.

### Policies in Action: Louisville Metro Business Clusters

Louisville Metro, with its high quality of life and low cost of doing business, is home to a variety of companies that have experienced success in their respective industries. Because of our growth and business to business relationships in certain industries, Louisville Forward's economic development efforts focus on the following five strong business clusters



Food & Beverage



Business Services



Lifelong Wellness  
& Aging Care

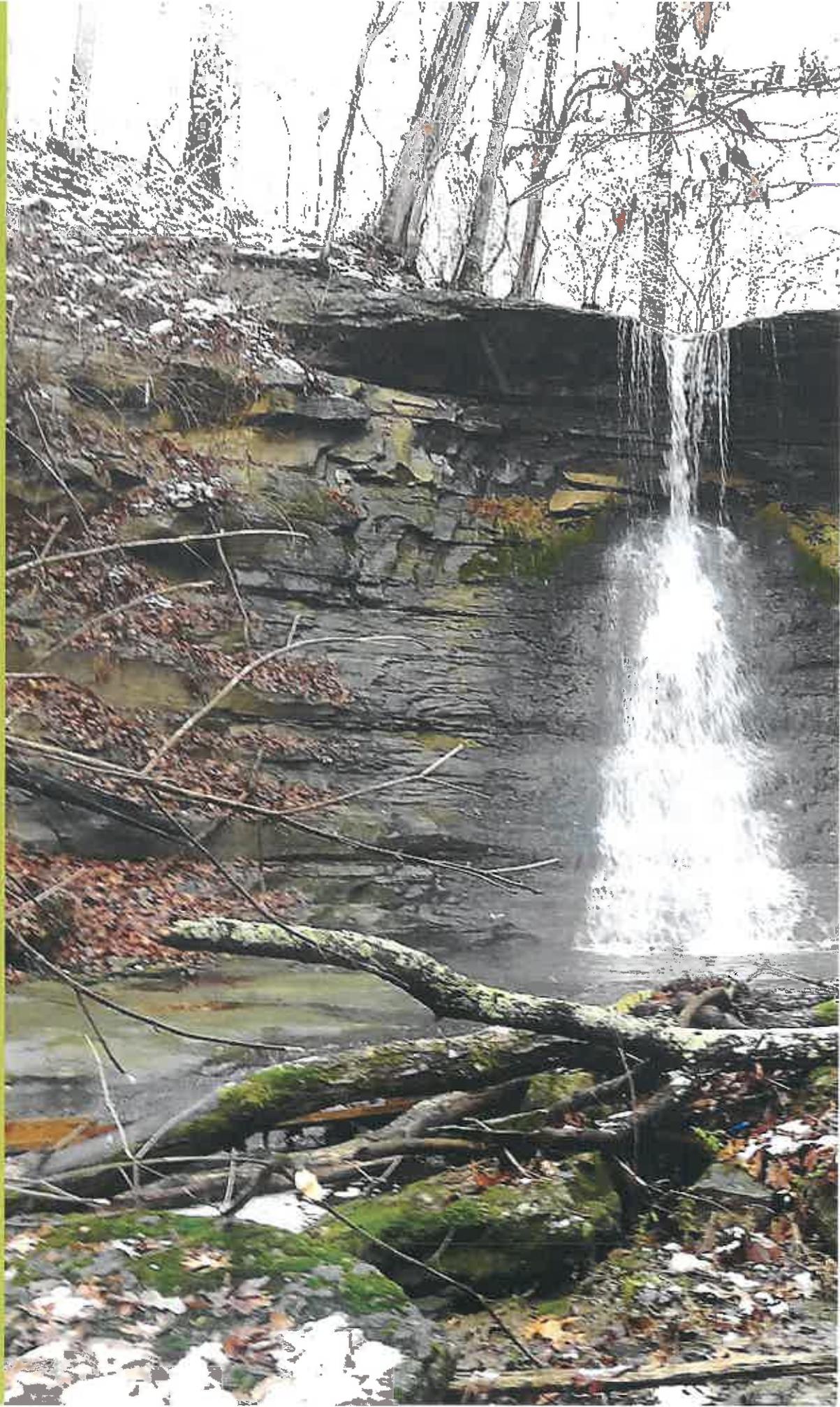


Advanced  
Manufacturing



Logistics

# 4.5 LIVABILITY





Fern Creek Waterfall

## Introduction

The Livability plan element provides guidance and direction for the provision and maintenance of the resources necessary for the health and well-being of citizens. This includes a focus on public health, promoting access to fresh food and health care, as well as designing places for health and safety. Other issues addressed in this plan element include tree preservation and tree canopy enhancement, equity in the community planning process, and the encouragement of waste reduction and energy conservation practices.

The Livability plan element contains four overarching goals, supported by a series of objectives and action-oriented policies to frame this community's vision for a more livable community

GOAL  
**1**

Protect and enhance the natural environment and integrate it with the built environment as development occurs.

GOAL  
**2**

Ensure equitable health and safety outcomes for all.

GOAL  
**3**

Ensure equitable access to land use planning and Policy-making resources.

GOAL  
**4**

Integrate sustainability and resilience in community planning processes.

# LIVABILITY

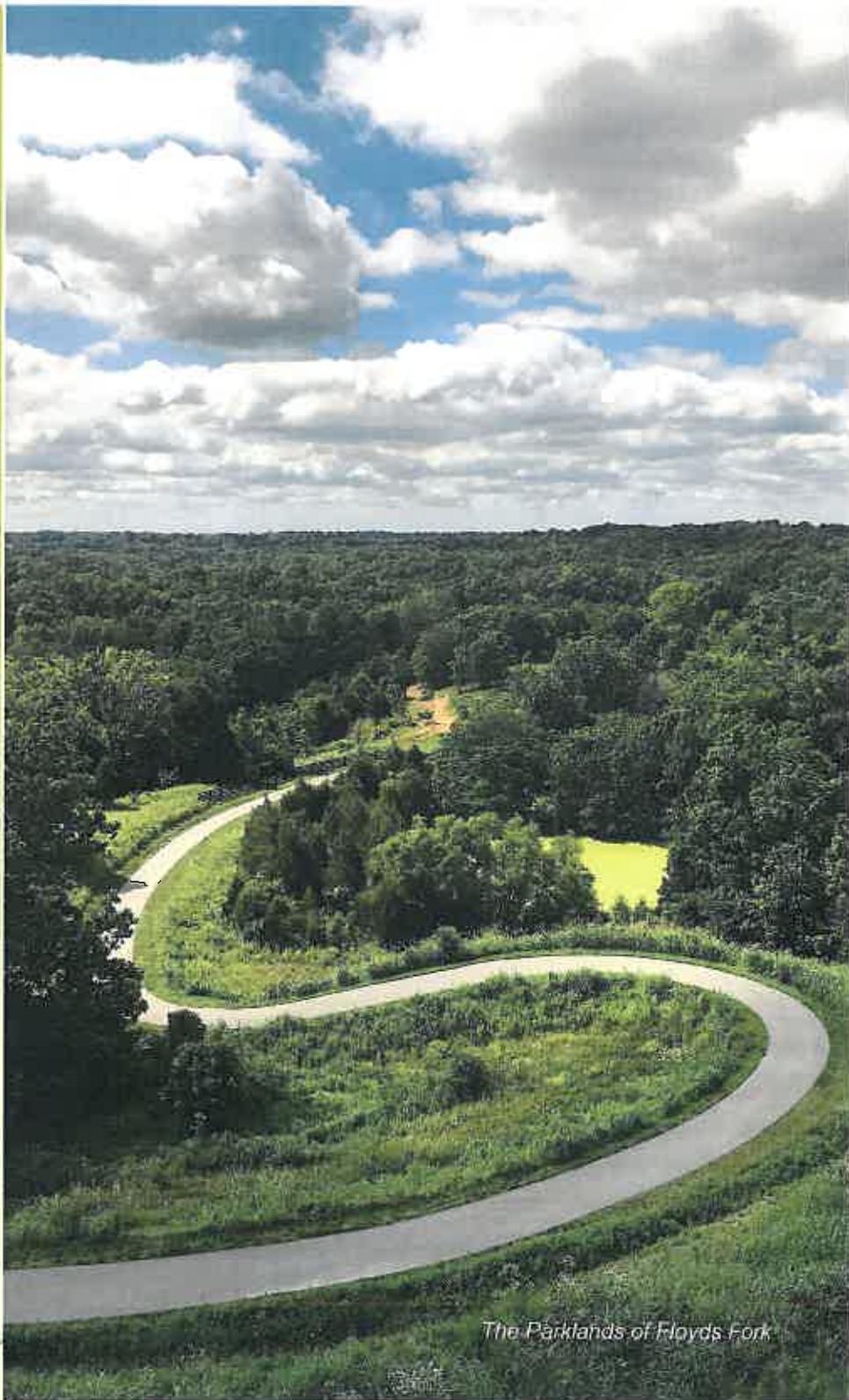
GOAL

1

Protect and enhance the natural environment and integrate it with the built environment as development occurs.

## Objectives

- a. Safe, accessible multi-use trails, pathways and transit options are promoted to improve air quality and increase connections throughout the community.
- b. Existing waterways are conserved, protected or improved to enhance water quality.
- c. Parks, public outdoor spaces and public natural areas are preserved, enhanced and accessible to all.
- d. Restoration of the tree canopy and integration of native species into the built environment are prioritized.
- e. The distribution of public resources addresses inequities in environmental conditions.



*The Parklands of Floyds Fork*

## Policies

### Land Use & Development

1. Encourage use of conservation subdivisions and other practices that conserve open space and natural features.
2. To encourage preservation of certain natural features, develop indices to aid in determining value of environmental features and identify appropriate measures to offset impacts of development.
3. Investigate the use of conservation easements to protect critical forest areas, wildlife habitat, water quality, agricultural land, scenic views, historic site, and recreational land.
4. Review opportunities to incentivize tree planting on private property including cost-share programs or stormwater fee credits.
5. Encourage development that recognizes and incorporates the unique characteristics of identified general landscape types and native plant communities (e.g., upland hardwood forest) throughout Louisville Metro.
6. Encourage the natural process of landscape succession by adding to and connecting a system of natural corridors that can provide habitat areas and allow for migration.
7. Ensure appropriate landscape design standards for different land uses within urbanized, suburban, and rural areas.
8. Enhance the quality of both water and streambanks to protect and preserve drinking water.
9. Encourage access to public waterways when new developments, community facilities, and other public improvements are proposed.
10. Mitigate negative development impacts to the watershed and its capacity to transport stormwater by discouraging changes to stream channels and natural drainage features. Use, where available, the Metropolitan Sewer District's watershed plans as a guideline for development suitability. Consider special districts to assist in efforts to enhance watersheds.
11. Protect solid blueline streams, defined by the current floodplain management ordinance, from channelization, stripping, relocation or other alterations. Ensure a vegetative buffer on the banks of blueline streams to protect the functional integrity of the channel.
12. Minimize impervious surface area and take advantage of soil saturation capacities.
13. Protect the surface and subsurface areas within and surrounding new and existing developments that have the potential to be used as sources for community water supply systems.
14. Include greenways as integral components of a comprehensive water quality program (consistent with the Multi-Objective Stream Corridor/ Greenways Plan).
15. Ensure that standards for evaluating development proposals meet the water quality Goals for the affected watershed. Encourage the use of green infrastructure to protect and enhance water quality.
16. Protect carbonate areas through standards that control the type, location, design and operation of activities posing potential threats to groundwater quality and karst features in carbonate areas.
17. Determine site susceptibility to erosion; identify the presence of on-site carbonate conditions and features that are vulnerable to site disturbance; identify the extent of existing groundwater use and the impacts of the project on groundwater resources, flow patterns, and existing and proposed surface drainage. Then mitigate potential hazards to such systems resulting from the project.
18. Protect groundwater resources by controlling the types of activities that can occur within established Well-head Protection Areas. Implement source control design standards for activities that pose potential threats, including septic system failure, to groundwater quality in these areas.
19. Establish buffer areas around lakes and streams to protect the riparian zone as a critical wildlife habitat and/or as a filter to catch waterborne pollutants from site construction activities, on-lot sewage disposal and stormwater runoff.
20. Establish riparian zones and enact regulations such as setback and vegetation conservation requirements.
21. Mitigate negative development impacts to the integrity of the regulatory floodplain by encouraging development patterns that minimize disturbance and consider the increased risk of more frequent flooding events.
22. Base floodplain management standards on a regulatory floodplain that reflects the full development potential of each watershed.

# LIVABILITY

GOAL

1

Protect and enhance the natural environment and integrate it with the built environment as development occurs.

23. Ensure that provisions for compensatory storage, as defined by the current floodplain management ordinance, are met when proposals reduce the existing storage capacity of the floodplain.
24. Ensure, to the extent feasible, that critical facilities and those that store or use hazardous wastes are located outside the regulatory floodplain. Where essential community facilities must be located within a floodplain (e.g., pumping stations), ensure that these facilities are designed, located and operated in a manner that minimizes loss of services during flood events as well as limits, to the extent possible, floodplain disturbance.
25. Ensure that sufficient emergency vehicle access is provided for developments proposed in or through the floodplain. Access should be provided above flood levels or through other means to minimize potential hazards for any development that is proposed in or through the regulatory floodplain.
26. Ensure that drainage systems are designed to be capable of accommodating the runoff from development upstream, assuming a fully-developed watershed and an increased frequency of intense storm events.
27. Require that "through" drainage systems accommodate runoff based on a fully developed watershed and are calculated in a manner that is acceptable to the Metropolitan Sewer District. Encourage, where feasible, that such systems take advantage of natural drainage features.
28. When development proposals increase runoff, provide onsite management and treatment of stormwater. Ensure that peak stormwater runoff rates or volumes after development are consistent with regional and watershed plans. If not, they are to be mitigated on-site. Encourage the use of green infrastructure practices to minimize runoff. Mitigation measures shall be implemented in a manner that is acceptable to the Metropolitan Sewer District.
29. Utilize Best Management Practices (BMPs) to preserve or restore stream banks/corridors.
30. Use appropriate Best Management Practices (BMPs) that account for varied site conditions and construction activities to maintain appropriate water quality levels, prevent erosion, and control sedimentation.
31. Consider the impact of traffic from proposed development on air quality.
32. Mitigate sources of pollution through measures that reduce traffic congestion, promote the use of multi-modal transportation options, and implement land use strategies and Policies that encourage transit-oriented development to achieve compliance with air quality standards.
33. Continue to modify existing roads, particularly at intersections, to alleviate traffic congestion and enhance mobility for all users. When making road-widening decisions ensure that road projects are sensitive to impacts on air quality and surrounding land uses as well as factor in the impact of such projects on induced travel demand.
34. Create incentives and modify regulations in order to improve air quality.
35. Ensure critical connections are built and maintained in the pedestrian and bicycle networks including the development of sidewalks, bike lanes, shared use paths and walkways to promote the use of multi-modal transportation options.
- ### Programmatic
36. Incentivize the usage of native species, including those that provide habitat for a wide variety of wildlife, in landscaping on public and private land to reflect best practices for planting and protection.
37. Allow for higher density incentives for developers who incorporate low impact and 'green' design concepts that increase tree planting, growth, and longevity.
38. Encourage parking lot greenspace and stormwater management standards that enhance the community wide tree canopy and minimize surface runoff.
39. Land use planning and development review processes should encourage a reduction in emissions of regulated pollutants and greenhouse gases by creating incentives and enhancing regulations that streamline the process for green development proposals.
40. Prioritize the use of native species and creating complete ecosystems in the built environment, especially when using public funds. Encourage decreased mowing along our transportation corridors to allow more tree growth in appropriate locations.
41. Require tree preservation Best Management Practices during land development and construction activities. Increase the Metro-wide tree canopy coverage toward 45% that is equitably distributed either by planting new trees or preserving existing trees.

### **Policies in Action: Expanded Livability Element**

The Livability Plan Element previously focused on flooding and stormwater management, water and air quality, and natural resource protection. For this update of the Comprehensive Plan, the Livability Plan Element was expanded to include aspects of public health, sustainability, and equity. Using resources such as the Center for Health Equity's Health Equity Report and the Office of Sustainability's Sustain Louisville and Urban Heat Island Report, issues such as health disparities, public safety, and equitable access to the planning process were directly addressed through specific Goals, Objectives, and Policies.

Much of the research on place and health has been articulated through a set of constructs termed "the Social Determinants of Health" (SDOH). The SDOHs consider how social and neighborhood conditions come together to impact health outcomes. Research has demonstrated that access to proven health protective resources like clean air, healthy food, recreational space, opportunities for high-quality education, living wage employment, and decent housing, is highly dependent on the neighborhood where one lives. The Livability Plan Element addressed ways that the built environment can support improved health outcomes in all neighborhoods.

As a result of the work of the Office of Sustainability, much consideration was given to green infrastructure and the urban tree canopy as a way to improve environmental quality, resilience to changing climate, and the health outcomes of residents. Policies also addressed reducing carbon emissions, incentivizing energy efficiency, and promoting waste reduction and expanded recycling.



# LIVABILITY

## GOAL 2

Ensure equitable health and safety outcomes for all.

### Objectives

- a. Neighborhoods have access to the resources necessary to maintain health and well-being, including healthy food, medical services and recreational opportunities.
- b. All neighborhoods are provided equal environmental protection.
- c. Community engagement ensures that citizens have the opportunity to be involved in efforts to create safe and healthy neighborhoods.
- d. Efforts to keep neighborhoods clean and livable including litter removal, graffiti abatement, property maintenance enforcement and other similar programs are enhanced.

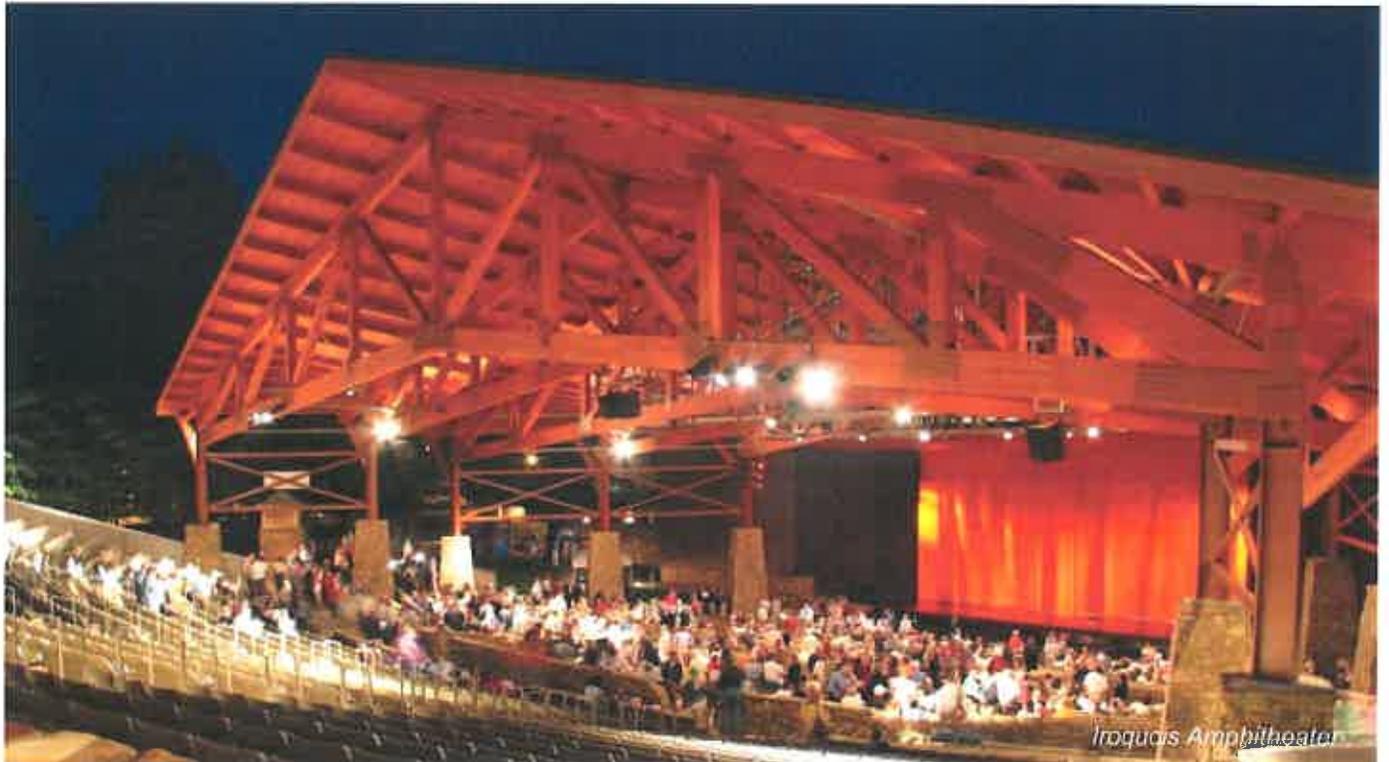


*Americana Community Garden*

## Policies

### Programmatic

1. Strengthen and expand programs that reduce the risk from environmental hazards in residential neighborhoods including lead removal and abatement.
2. Streamline the application and permitting process for the appropriate, context-sensitive, adaptive reuse of vacant properties.
3. Identify areas lacking access to healthcare facilities and update the land use regulations and Policies to encourage facilities to locate in these areas.
4. Establish baseline criteria for critical health and infrastructure (Infrastructure to include access to food, health care, air quality, schools, and other social determinates of health). Provide visual impact assessments and equity reports for land use and community development planning to evaluate Louisville Metro programs and Policies.
5. Encourage collaboration between government agencies, businesses, neighborhood associations, faith-based organizations and other community organizations in the effort to prevent and remove graffiti and litter in the community.
6. Enhance access to parks and open spaces to promote positive health outcomes throughout Louisville Metro.
7. Address issue of food deserts. Develop Policies and programs that encourage full service grocery stores to locate in identified food deserts and support innovative efforts to provide access to fresh food, such as: urban agriculture, community gardens and farmers' markets. Encourage communities to use vacant lots for gardens to enhance access to fresh foods.
8. Encourage site design standards that incorporate elements intended to promote safe, healthy and accessible places.



# LIVABILITY

## GOAL 3

Ensure equitable access to land use planning and policy-making resources.

### Objectives

- a. A variety of mechanisms enable diverse populations to engage in planning and Policy-making
- b. Baseline criteria for health and equity in land use planning are established
- c. Neighborhood and community groups are supported and empowered to participate in land use planning and Policy-making processes.



## Policies

### Programmatic

1. Develop procedures and standards for continually engaging and including traditionally disenfranchised communities and individuals (the youth, elderly, people with low incomes or with disabilities, etc.) in the planning and development process.
2. Encourage collaboration between government agencies, neighborhood associations, faith-based organizations, the Jefferson County League of Cities and its member cities, as well as other city/community organizations to improve accessible communication about the availability of resources and the planning and development process.
3. Enhance access to programming, resources and information for disabled residents and new foreign-born residents including interpretive services.
4. Improve civic engagement processes that ensure that new developments and Policies are brought into a neighborhood, so that residents have an opportunity to understand how these changes will impact their health and safety.

### Policies In Action: Community Engagement

The comprehensive plan team developed a simple tool to get broad community input on priorities for the next 20 years. A large, colorful poster was developed with 15 different initiatives that Louisville Metro has undertaken or is considering undertaking to support the principles of connectivity, health, authenticity, sustainability, and equity. This tool was meant to be visually appealing, portable, and accessible to a broad audience. Participants were given five dots and asked to vote for their top priorities or to further discuss topics with planning staff. The poster was translated into several different languages to facilitate participation from Louisville's growing immigrant populations. In total, more than 1,100 people participated in the exercise. The top five priorities identified were: affordable housing, vacant and abandoned properties, healthy food, job training, and transit.

In an effort to expand public participation in the development of this Comprehensive Plan, special attention was given to reaching historically marginalized groups such as the immigrant community and those with disabilities. With help Louisville Metro's Office of Globalization, the Age-Friendly Initiative and others, planning staff personally engaged with the deaf and hard of hearing community, many from the immigrant community, high school students, and seniors, among others. Translation of the Comprehensive Plan materials as well as interpretation services made the planning efforts with these groups accessible and ensured that all could participate and provide feedback.



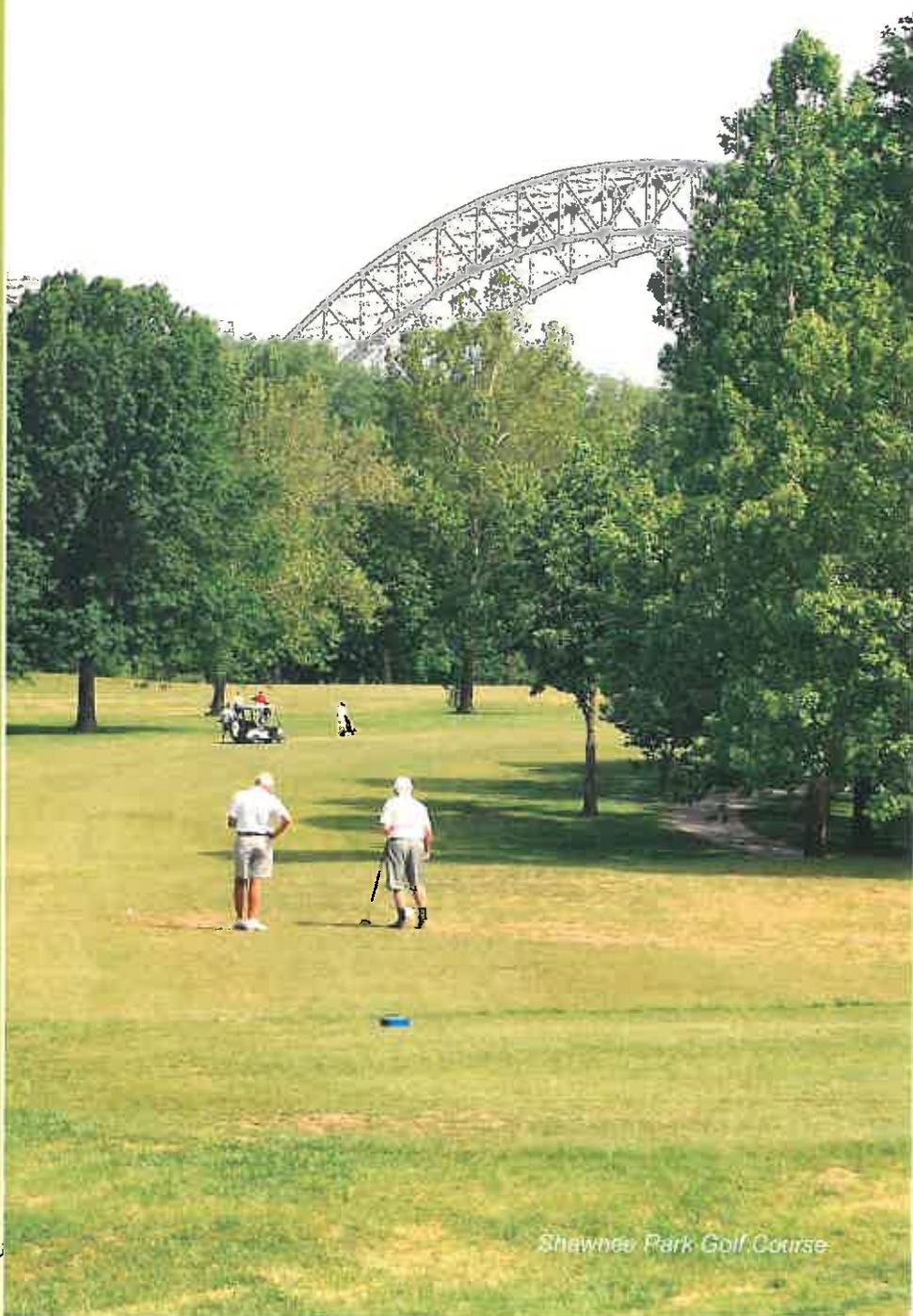
# LIVABILITY

## GOAL 4

Integrate sustainability and resilience in community planning processes.

### Objectives

- a. Land use patterns provide mobility choice and access to multi-modal transportation options.
- b. Clean air, water and soil promote a healthy environment.
- c. Green infrastructure and the park system are maintained, enhanced and incentivized to improve air and water quality.
- d. Flood-prone areas and sensitive ecosystems are identified and protected.
- e. Recycling and waste reduction efforts are increased.
- f. The community's existing tree canopy is maintained, and the tree canopy in the areas of greatest need is improved and increased.



Shawnee Park Golf Course

## Policies

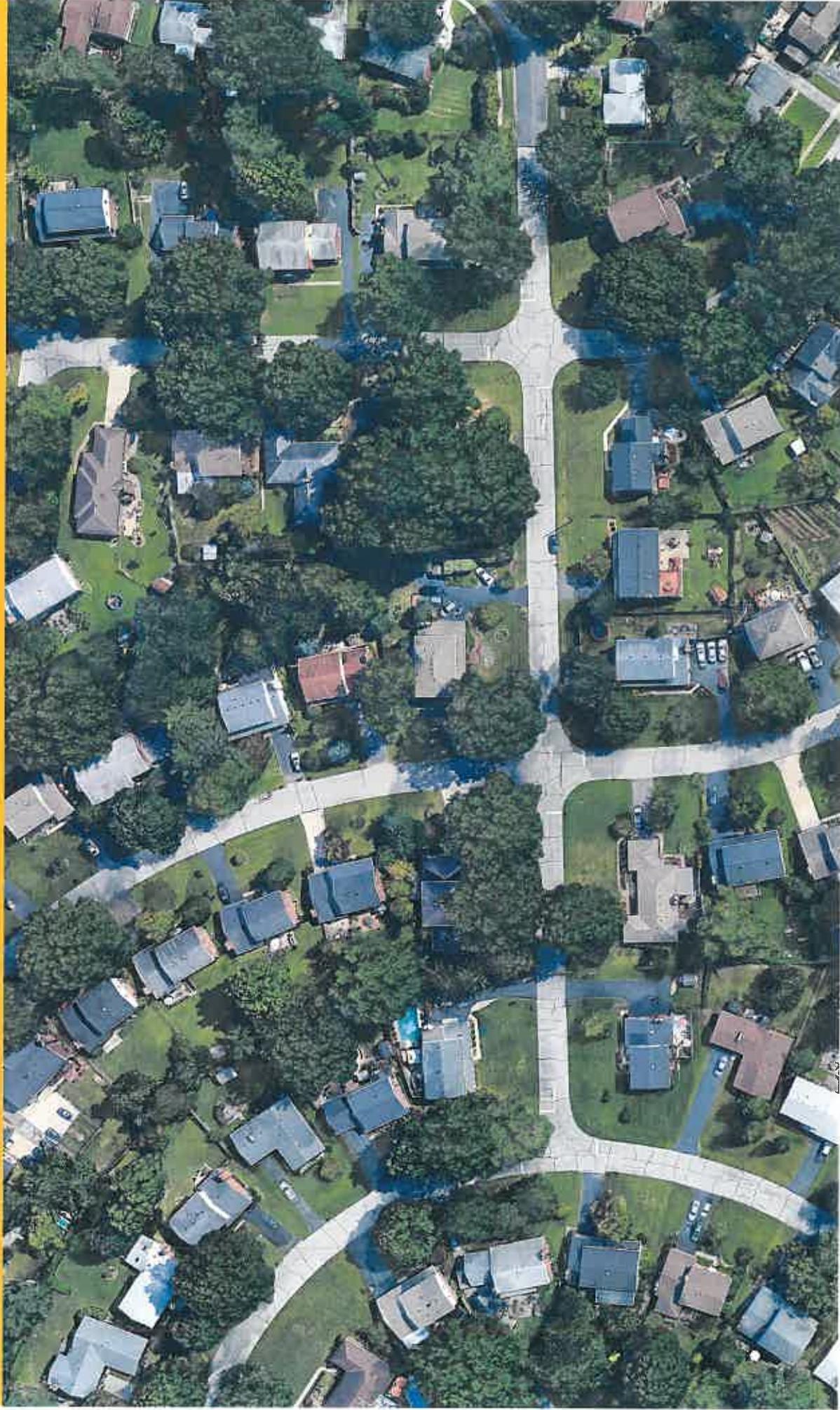
### Land Use & Development

1. Identify priority nodes along high-capacity transit corridors. Promote transit-oriented development in these nodes through area-wide rezonings.
2. Recognize that high density/high capacity transit corridors are needed to support a premium transit system.
7. Develop a plan to reduce carbon emissions and address potential threats due to changing weather patterns and climate change.
8. Promote public transit and encourage higher densities along current and proposed transit corridors.

### Programmatic

3. Develop Policies and standards that encourage diversion of solid waste from landfills located in Louisville Metro. Programs that support and enhance recycling, composting and other eco-friendly waste reduction methods should be used.
4. Promote waste reduction and pursue the expansion of community recycling opportunities by expanding the material waste stream, increasing the number of drop-off locations, and expanding companion recycling education programs.
5. Identify and coordinate community resources for educating the public about existing and expanded recycling opportunities implemented by Louisville Metro Government and other entities.
6. Develop Policies and guidelines that incentivize the use of energy conservation practices and use renewable forms of energy, including solar, wind, geothermal and any new technologies that emerge.

# 4.6 HOUSING





*Northeastern Jefferson County*

## Introduction

Housing is a necessity of life. The Housing plan element strives to enhance housing opportunities for all citizens of Louisville Metro. Promoting equitable housing means ensuring diverse, quality, physically accessible, affordable housing choices with access to opportunities, services and amenities. The Housing plan element guides fair and affordable housing practices by promoting affordable housing programs and formalizing policies that ensure the inclusion of affordable housing when financial incentives are given to housing developments. This plan element also promotes flexibility and housing programs for vacant lots and areas that were formerly redlined.

The Housing plan element contains three overarching goals, supported by a series of objectives and action-oriented policies to frame this community's vision for housing.

GOAL 1

Expand and ensure a diverse range of housing choices.

GOAL 2

Facilitate the development of connected, mixed-use neighborhoods.

GOAL 3

Ensure long-term affordability and livable options in all neighborhoods.

# HOUSING

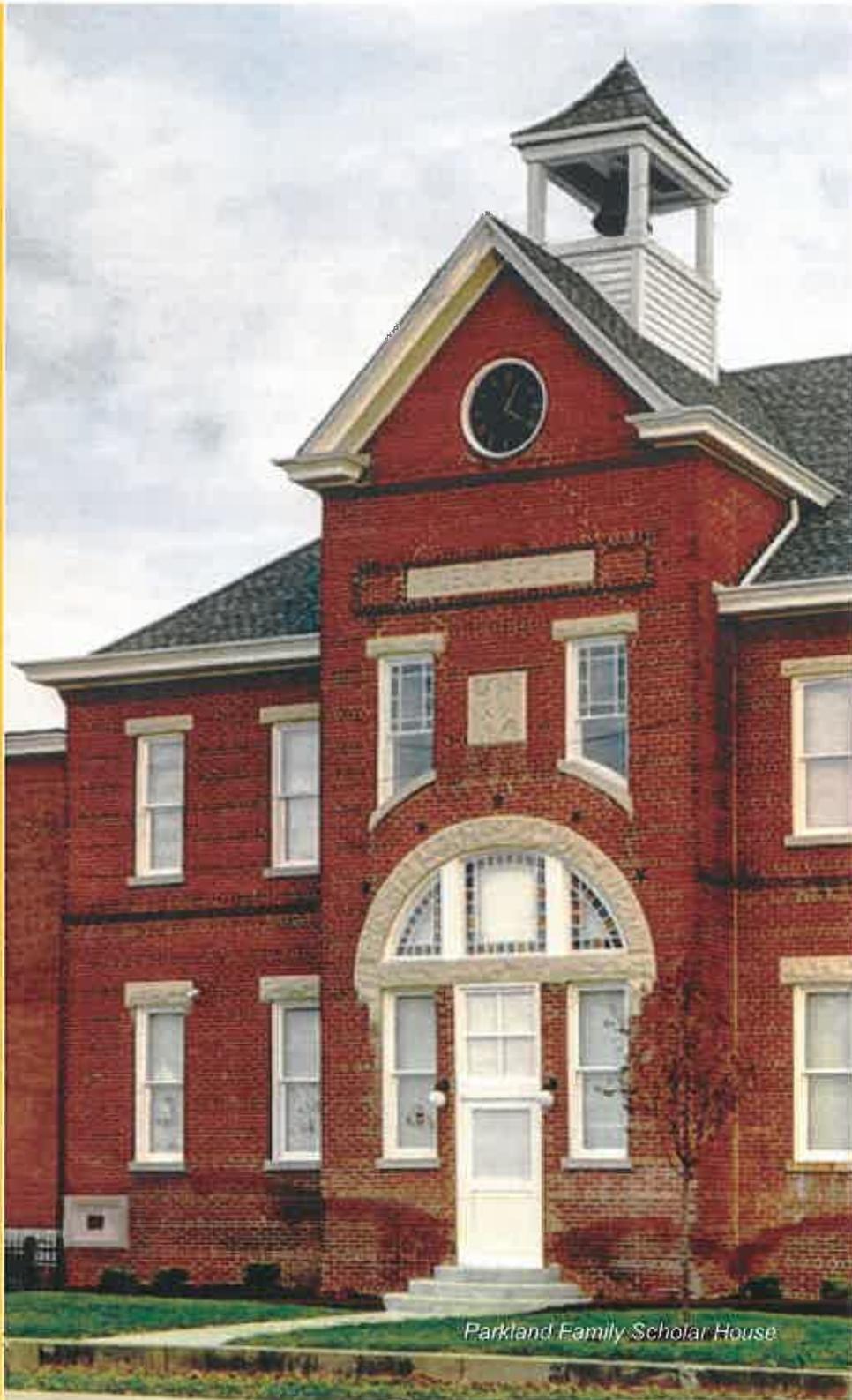
GOAL

1

Expand and ensure a diverse range of housing choices.

## Objectives

- a. Flexible zoning/design regulations encourage diverse housing options
- b. Neighborhoods are able to grow while preserving their unique character.
- c. Energy-efficient development practices and resilient design features are encouraged.
- d. Varieties of housing types and densities are promoted.



*Parkland Family Scholar House*

## Policies

### Land Use & Development

1. Encourage a variety of housing types including, but not limited to, detached and attached single family, multi-family, mixed use, zero lot line, average lot, cluster, and cohousing. Allow for accessory residential structures and apartments. Housing types should reflect the Form District pattern.
2. Promote housing options and environments that support aging in place. Encourage housing for older adults and people with disabilities to be located close to shopping and transit routes and, when possible, medical and other supportive facilities.
3. Develop a variety of housing types that meet the needs of all residents including an adequate supply of affordable housing and physically accessible housing.
4. Ensure that manufactured homes are compatible with the scale and character of the surrounding neighborhood. Manufactured homes must meet the most current U.S. Department of Housing and Urban Development Manufactured Home Construction and Safety Standards.
5. Ensure that appropriate safety measures are followed in the installation and siting of mobile homes and that mobile homes are compatible with the scale and character of the surrounding neighborhood.

### Programmatic

6. Preserve, rehabilitate, and reuse existing housing stock where feasible. Support revitalization solutions to maintain existing housing stock in an effort to preserve sense of place and neighborhood vibrancy. Enhance programs and support regulations that facilitate the repair, maintenance, safety and improvement of housing in economically distressed neighborhoods.
7. Encourage inclusive communities, overcome disparities in access to Louisville Metro assets, and enhance housing choice for all residents throughout Louisville Metro by coordinating plans and investments to affirmatively further fair and affordable housing.
8. Establish incentives and development programs to retrofit existing housing stock to improve energy efficiency.
9. Increase flexibility of design and parking requirements to promote adaptive reuse and infill development.

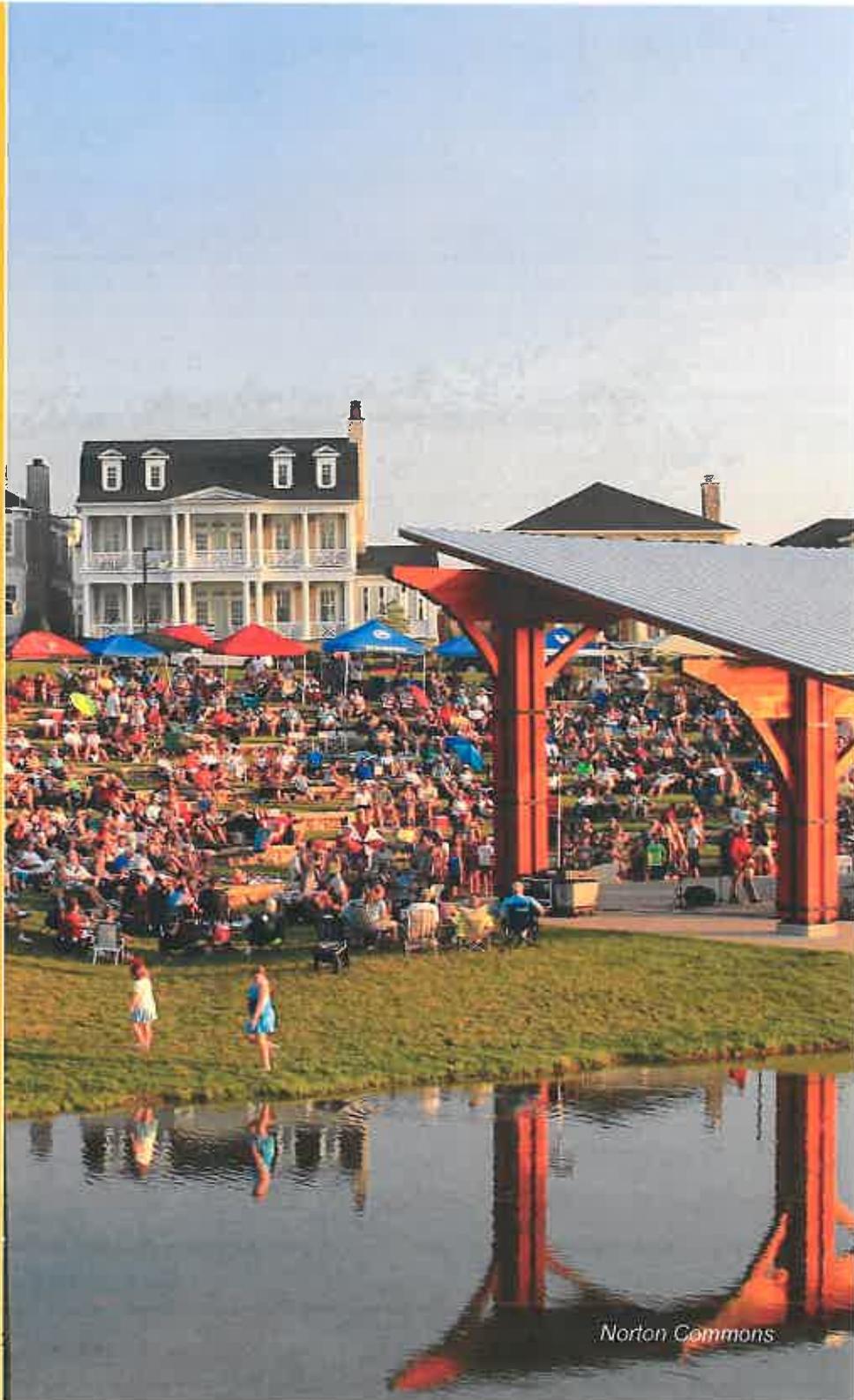
# HOUSING

## GOAL 2

Facilitate the development of connected, mixed-use neighborhoods.

### Objectives

- a. Residences are designed for users of all abilities to have convenient and safe multi-modal access to jobs, education and services.
- b. Environmental and health impact risks are mitigated where residential uses adjoin higher intensity uses.
- c. Walkable and accessible neighborhoods are promoted.
- d. Housing is encouraged near existing and future clusters of economic activity.
- e. Infill development and adaptive re-use are promoted.
- f. Proximity to parks, open space and recreational opportunities, along with access for all, is prioritized.



## Policies

### Land Use & Development

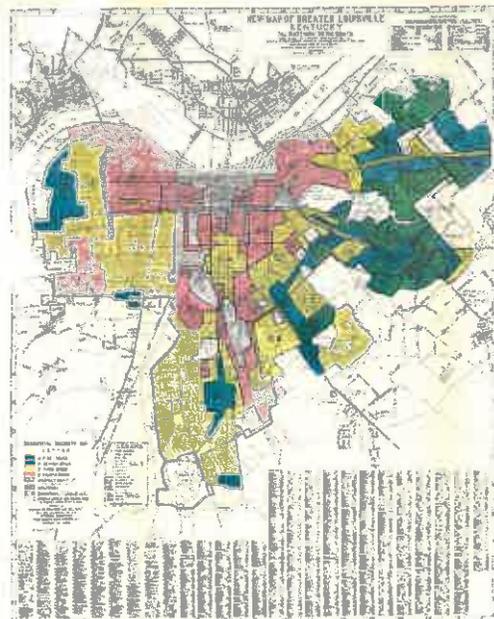
1. Encourage inter-generational, mixed-income and mixed-use development that is connected to the neighborhood and surrounding area.
2. Locate housing within proximity to multi-modal transportation corridors providing safe and convenient access to employment opportunities, as well as within proximity to amenities providing neighborhood goods and services. Higher density, accessible residential uses should be located along transit corridors and in or near activity centers.
3. Encourage the inclusion of residential uses above retail and office uses in mixed-use, multi-story buildings. Provide flexibility to allow live-work units.

### Programmatic

4. Adopt standards and regulations to encourage the use of vacant properties for new housing.
5. Provide flexibility for housing to adapt to changing climates, demographics and technology, including but not limited to, building materials, design elements, and energy production and conservation methods.
6. Ensure adequate access between employment centers and population centers.
7. Encourage development, redevelopment, and rehabilitation of housing in downtown, older and declining neighborhoods and older industrial areas that is consistent with the desired Form District pattern.
8. Incentivize residential development surrounding nonresidential use or as a component of a mixed-use development through flexible design and dimensional standards while maintaining appropriate transitions between incompatible uses.
9. Discourage new residential development near or within heavy industrial areas or near incompatible community facilities. Explore programs that recondition existing housing in such areas in order to mitigate adverse impacts.

### Policies in Action: Redlining Louisville: The History of Race, Class, and Real Estate

Dating back to 1933, the US government through the Home Owner's Loan Corporation (HOLC) created residential securities maps, better known as redlining maps, to guide investment in US cities. These maps assigned grades to neighborhoods to indicate their desirability which determined access to mortgage, insurance, and credit for decades. Black, immigrant, and low-income neighborhoods were often given low grades, eliminating their ability to purchase homes or obtain credit. Although the HOLC was discontinued in 1951, the impact of disinvestment resulting from redlining is still evident in most US cities today, including Louisville.



# HOUSING

## GOAL 3

Ensure long-term affordability and livable options in all neighborhoods.

### Objectives

- a. Redevelopment of vacant and underused properties for residential uses is encouraged.
- b. Design elements, adaptable for all users, are promoted.
- c. Housing types are integrated into the surrounding neighborhood through complementary design.
- d. Existing housing stock is maintained and improved.
- e. Energy-efficient practices are encouraged to reduce housing costs.



## Policies

### Land Use & Development

1. Encourage provision of fair and affordable housing by providing a variety of ownership options and unit costs throughout Louisville Metro. Expand opportunities for people to live in quality, variably priced housing in locations of their choice by encouraging affordable and accessible housing in dispersed locations throughout Louisville Metro.
2. As neighborhoods evolve, discourage displacement of existing residents from their community.
3. Encourage the use of innovative methods such as clustering, mixed-use developments, cohousing, and accessory apartments to increase the production of fair and affordable housing.
4. Provide safe and affordable housing opportunities and related supportive services throughout Louisville Metro to serve the homeless population and those in need of housing, including but not limited to, rent assistance, transitional housing, and shelters. Allow for supportive housing to be available for individuals entering or re-entering society upon their exit from residential care facilities, correctional facilities, foster care or similar institutions.
5. Promote and encourage the inclusion of design features that make housing safer and/or are known to help reduce crime (i.e. lighting, fences, front porches).

### Programmatic

6. Incentivize the development of fair, affordable and accessible housing. Such incentives may include but not be limited to density bonuses for projects that include low/moderate income housing, waiving local fees as appropriate, and encouraging mixed-use projects that include appropriate housing components.
7. Provide incentives that allow for smaller lot sizes in single family residential Zoning Districts to increase opportunity and limit the burdens associated with housing costs.
8. Support affordable housing initiatives such as the Louisville Affordable Housing Trust Fund and Louisville CARES. Pursue a variety of sources and mechanisms including new financial and regulatory tools to preserve and develop housing units and various assistance programs for households whose needs are not met by the private market.
9. Perform and update a county-wide housing needs assessment to evaluate current housing conditions and markets.
10. Support programs that assist homeowners with housing costs such as mortgage and home improvement loans in formerly redlined neighborhoods, according to "Redlining Louisville."
11. Encourage neighborhood and community groups to provide resources to repair, maintain, improve and reuse distressed property in their communities.
12. Encourage and incentivize developments with a residential component to provide affordable and accessible housing as part of their development plan.
13. Where needed, as determined by a housing needs assessment, consider regulations for certain residential developments that receive public funding or financial incentives to provide affordable and accessible housing.
14. Encourage energy-efficiency investments to reduce overall housing costs and increase long term affordability.

# 5. GLOSSARY





*Speed Art Museum*

# GLOSSARY

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The following definitions are only intended to provide meaning to terms used in Plan 2040. These definitions are not intended to extend to other documents or ordinances and as such may not apply in other contexts unless referenced or independently defined.

## A

**Access Classifications:** A hierarchical rating system for roadways based on function, environment, and traffic characteristics, used to determine applicable access standards. See “Streets.”

**Access Management Standards:** Local public safety or public works regulations that control vehicular movement between streets and abutting private land uses, including curb cut size, location and spacing standards, raised medians and raised traffic islands; regulations prohibiting left and/ or right turns into or out of driveways and/ or streets; curb parking restrictions; grade separations; and circumstances requiring the construction of frontage roads.

**Activity Center:** An area of concentrated, mixed-use activity that often has a residential component.

**Adaptive Reuse:** A use for an existing building or parcel of land other than for which it was originally intended.

**Affordable Housing:** In general, housing for which the occupant(s) is/are paying no more than 30 percent of his or her income for gross housing costs, including utilities.

**Ambient Air Quality Standards:** Standards pertaining to the maximum permitted concentration of identified chemicals or other substances in the air. “Ambient” air quality standards refer to the presence of such chemicals or substances in the air surrounding or in the vicinity of a presumed source of emission of such chemicals or substances.

## B

**Buffer Area:** A unit of land, together with a specified type and amount of planting and any structures thereon, which may be required between land uses to eliminate or minimize conflicts between land uses.

## C

**Campus Form Area:** A pattern of development characterized by large master planned areas with multiple buildings that share roadways, parking, signage, and utilities. Campus Form Areas often contain a central gathering area or focal point and landscaped open space, as well as a number of complementary uses that support a primary function.

**Carrying Capacity:** The level of use that can be accommodated on a particular site and continued without unacceptable degradation to infrastructure, such as sewers and roadways, natural or human resources.

**Center:** Compact, walkable activity areas. Centers typically contain a mixture of land uses such as retail, restaurants, services such as a post office, bank or library and sometimes residential uses and places of employment (e.g., offices). The scale of a center may vary from that appropriate for a neighborhood (which may be limited to a small corner store) to a center appropriate for a regional marketplace (which may be a shopping mall combined with apartments and an office complex).

**Central Business District (CBD):** The principal economic and cultural center of a city, accommodating a wide range of retail, financial, governmental, service, residential and industrial activities serving the entire urban area. These activities share a common interdependence and must, therefore, be located close together.

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**Cluster Development:** An approach to land development whereby the spacing between buildings is reduced and provision is made for common open space, recreational land use or for the non-development of environmentally constrained portion of the land under development, resulting in smaller lot sizes per building but in little or no net change in the number of buildings per acre for the development as a whole.

**Community Facility:** A building, structure or land area owned or leased and operated by a governmental agency to provide a governmental or utility service to the public.

**Compatibility:** The degree to which adjacent or nearby land use activities relate in scale, intensity, density, impact or type. Compatibility concerns how much one use may adversely affect the character of adjacent uses, typically due to the impact of the use from traffic, intensity of use, scale of building and operational characteristics.

**Complete Streets:** Roadways and related infrastructure that provide safe travel for all users. Complete streets are customized to the characteristics of the area the street serves. A complete street accommodates the needs and expectations of the travelers who want to access or pass through the surrounding neighborhood, community, or region. Typical elements that make up a complete street include sidewalks, bicycle lanes (or wide, paved shoulders), shared-use paths, designated bus lanes, safe and accessible transit stops, and frequent and safe crossings for pedestrians, including median islands, accessible pedestrian signals, and curb extensions.

**Conservation Easement:** A legal agreement between a landowner and a qualified conservation organization or government agency that permanently limits a property's uses in order to protect its conservation value.

**Conservation Subdivision:** A contiguous area of land to be planned and developed as a single entity in which buildings are accommodated under more flexible standards, such as building arrangements and setbacks, than those that would normally be applied following conventional Subdivision regulations, allowing for the flexible grouping of structures in order to conserve open space and existing natural resources.

**Conservation Use:** Uses within land and water areas designated for the purpose of conserving or protecting natural resources or environmental quality such as open space, nature study, passive recreation, wildlife habitat, nature preserve, wetlands protection and mitigation areas and other similar uses.

**Conventional Subdivision:** A subdivision that complies with the applicable provisions, but that is not a conservation subdivision.

**Core Graphics:** A series of maps that help interpret the Goals, Objectives, and Policies of the plan. Core graphics depict patterns of development, environmental constraints, transportation facilities, historic landmarks, and existing land uses.

**Critical Facility:** Any facility which, if unusable or unreachable because of flooding, would seriously and adversely affect the health and safety of the public, to include (but without limiting effect) hospitals, nursing homes, and housing likely to contain occupants not sufficiently mobile to avoid injury or death unaided during a flood; police stations, fire stations, emergency vehicle and emergency equipment storage facilities, and emergency operations centers likely to be called upon before, during and after a flood; public and private utility facilities important to maintaining or restoring normal services before, during and after a flood; and those structures or facilities which produce, use, or store highly volatile, flammable, explosive, toxic, and/or water reactive materials.

## D

**Dark Sky:** A place where the darkness of the night sky is relatively free of interference from artificial light.

**Density:** The number of residential dwelling units per acre of land, determined by dividing the number of dwelling units by the area of the development site.

**Dwelling:** A building or portion thereof designed and used exclusively for residential occupancy.

*Single-Family:* A dwelling designed for and occupied exclusively by one family.

*Two-Family or Duplex:* Any group of two dwelling units, whether composed of one or more than one principal building.

*Multi-Family:* Any group of three or more dwelling units, whether composed of one or more than one principal building.

## E

**Employment Center:** Centers that provide opportunities for employment close to residential areas, and thus reduce travel time from home to work and the burden on the streets and transit system. Employment Centers also promote compatibility between the industrial operations within the industrial park and the existing activities and the character of the community in which the park is located.

**Expressway:** Limited access interregional arterial routes (superhighways) designed exclusively for unrestricted movement, have no private access, and intersect only with selected arterial highways or major streets by means of interchanges engineered for free-flowing movement.

## F

**Fair Housing:** Housing that does not discriminate based on protected citizen status and that is available for all individuals and families.

**Floor Area Ratio:** The gross floor area of all buildings on a lot divided by the lot area.

## G

**Greenway:** A linear open space established along either a natural corridor, such as a riverfront, stream valley, or ridgeline, or overland along a railroad right-of-way converted to recreational use, a canal, scenic road, or other route often designed and managed for public use and wildlife habitat. A greenway is an open space connector linking parks, nature preserves, cultural features, or historic sites with each other and with populated areas.

## H

**Historic Designation:** A designation awarded to an area, building or structure of historic importance to the community.

**Historic District:** An area designated by a local government or Historic Commission or Board which includes or encompasses such historic sites, landmarks, buildings, signs appurtenances, structures, or objects as may be determined to be appropriate for historic preservation.

**Historic Landmark:** Any site, building, or structure of particular historic or aesthetic significance to a city, county, state or the nation. Landmarks include sites, buildings or structures where cultural, political, spiritual, economic, social or artistic history of the community, state or nation is reflected or exemplified or which are identified with historic personages or with important events in local, state or national history, or which embody the distinguishing characteristics of an architectural specimen, inherently valuable for a representation of a period, style, or method of construction, or a notable work of construction, or a notable work by a master designer or architect.

## I

**Infill Development:** Development that occurs on vacant or underutilized land in an area within which a majority of the land is developed or in use.

**Infrastructure:** Facilities and services needed to sustain industry, residential, commercial and all other land use activities.

**Intensity:** The level of concentration of activity associated with a particular land use including size of structures, traffic generated, number of persons accommodated and other off-site characteristics that will determine impacts.



**Land Development Code:** Regulations authorized by Kentucky Revised Statutes, Chapter 100, used in part to implement Policies of the approved Comprehensive Plan. The Land Development Code includes land development, zoning, and subdivision regulations. A city with zoning authority within Jefferson County has the right to enact its own Land Development Code.

**Land Use:** Description of how land is occupied or utilized. Land uses include but are not limited to:

*Commercial:* Facilities for the buying and selling of goods and services.

*Industrial:* Facilities for the manufacture, processing, and/or storage of consumer goods.

*Institutional:* Facilities used in common by a number of people, and often owned by the public, such as streets, schools, parks, and playgrounds; also facilities owned and operated by non-profit agencies such as churches, recreation and neighborhood centers.

*Mixed Use:* Properties on which various uses, such as office, commercial, institutional, and residential are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A “single site” may include contiguous properties.

*Office:* General business offices, medical and professional offices, administrative or headquarter offices for wholesaling or manufacturing operations, and research and development.

*Residential:* Land designated for building consisting only of dwelling units, including single-family, multi-family, and institutional housing as well as related yards and accessory structures.

**Livability:** Also referred to as quality of life, livability is an expression of the standard of urban services, amenities, and living conditions provided to residents of an area.



**Marketplace Corridor Form Area:** A linear pattern of development characterized by retail and commercial development along a major roadway. Marketplace Corridor Form Areas can be classified as traditional or suburban.

**Multimodal:** More than one available option for transportation needs.



**Neighborhood Center:** Mixture of neighborhood-serving land uses such as offices, shops, restaurants and services. Found in Traditional Neighborhood and Neighborhood Form Areas, neighborhood centers should be located at street intersections having a collector level or higher classification street and one quadrant used for non-residential purposes.

**Neighborhood Form Area:** A pattern of development characterized by mostly residential areas that are served by neighborhood-scale shops and services at certain locations and have public spaces such as parks or playgrounds. Neighborhood Form Areas typically have larger lots than Traditional Neighborhoods and a more curvilinear street pattern.

**Neighborhood Plan:** Study of a subarea of the city or county including provision of useful pertinent data as a basis for recommendations to guide investment and improvement of the area. This term includes small area studies and plans, corridor studies and plans, and other similar documents.

**Nodes:** Focal points or areas of concentrated development. Medium density or intensity development would be encouraged to locate along the corridors between the nodes.

## O

**Open Space:** Any publicly dedicated or privately owned area of land or water (excluding roadways, medians and rights-of-way) that is permanently preserved. Such an area may be predominantly in a natural condition or improved or modified for uses such as recreation, education, aesthetic, cultural or natural resource management or public health and safety.

## P

**Parkways:** Roadways with a designation used to protect existing scenic roadways, to ensure a quality visual experience on developing corridors and to improve the visual experience on established roads with area-wide significance.

**Pedestrian and Bicycle Trail:** Linear open space containing a pathway for pedestrians and/or bicycles and providing linkages to village-serving shops and services, civic uses, cultural and natural resources, open spaces, or residential areas.

**Plan Certain:** Zoning District map amendment procedures and development plan requirements under Zoning District regulations. Originally adopted in 1975, the regulation requires rezoning sites to be developed in accordance with aspects of the plan (binding elements) agreed to by the applicant and approving legislative body.

## R

**Regional Center Form Area:** A pattern of development characterized by large mixed-use centers that draw people from throughout the region. Regional Center Form Areas can contain shopping, restaurants, offices, hotels and medium-to high-density residential as well as large-scale developments such as schools and hospitals. Stores may be under one roof or freestanding structures. They typically have easy vehicular access with frontage on arterial streets and close proximity to an expressway or arterial interchange as well as some level of transit service. This Form Area serves a population of at least 100,000, and floor space usually exceeds 400,000 square feet.

**Regulatory Floodplain:** Any stream course or normally dry land area susceptible to being partially or completely inundated by the overflow of water from sources of public water or by the unusual or rapid accumulation or run-off of public surface waters and subject to a local regulatory flood.

## S

**Scale:** The height, size and bulk of a structure compared to the height of adjacent buildings and to the height of a human and/ or the apparent height, size and bulk of the components of the facade compared to the apparent height, size and bulk of the structure.

**Scenic Resources:** An open area, the natural features of which are visually significant or geologically or botanically unique.

**Sensitive Land Uses:** Areas that need protection from external noise, pollution, odor, and heavy traffic. The most common sensitive land uses are residences, hospitals, nursing homes, schools and churches.

**Setback:** The distance between the building and any lot lines.

**Shared parking:** Joint use of a parking area for more than one property or use.

**Special Districts:** Districts of special interest to the proper development of the community, including, but not limited to, exclusive use districts, historic districts, planned business districts, planned industrial districts, renewal, rehabilitation and conservation districts, planned neighborhood and group housing districts. Special districts also include areas with natural resources that require protection and sensitive development and may require limited infrastructure.

**Standards:** Set of defining parameters to be followed in site and/or building design and development.

**Streets:** Any public or legally created private way for vehicular traffic used as a means of access to lots abutting thereon, not including expressways. Access classifications are as follows:

*Alley:* A public or private right-of-way primarily designed to serve as secondary access to the side or rear of those properties whose principal frontage is on some other street.

*Arterial (Major):* A street primarily for through traffic, usually on a continuous route.

*Arterial (Minor):* A secondary way or highway for use primarily as a connector for major arterials, minor arterials, or between a minor arterial and a collector.

*Collector:* A street intended to move traffic from local streets and other collectors to the arterial street system. A collector street serves a neighborhood or large subdivision and should be designed so that no single family residential properties face onto it.

*Local:* A street used primarily for access to abutting property.

*Stub street:* A street usually ending at a property line which is designed to be extended in the future.

*Through street:* A local street or segment of a series of local streets which provides at least two separate points of access to a collector, arterial or another through street. Certain street segments not meeting this requirement may be designated a through street if approved by the County Engineer. All arterial and collector streets are designated as through streets.

**Streetscape:** A design term referring to all the elements that constitute the physical makeup of a street and that, as a group, define its character, including building frontage, street paving, street furniture, landscaping, including trees and other plantings, awnings and marquees, signs, and lighting.

**Stormwater Management:** The control and management of stormwater to minimize the detrimental effects of surface water runoff.

**Suburban Marketplace Corridor Form Area:** A linear pattern of development characterized by buildings that are set back far from the street with large parking lots and heavy buffering between uses. These corridors are typically automobile oriented and often contain large-scale retail stores.

**Suburban Workplace Form Area:** A pattern of development characterized by primarily industrial and office uses, with small-scale support services. Suburban Workplaces often consist of single, large-scale uses or a cluster of uses within a master planned development. Buildings may be set back far from the street with off-street parking and wide streets.

## T

**Town Center Form Area:** A pattern of development characterized by community-serving activities such as retail, office, residential, governmental, and cultural uses. This Form Area often is located at the intersection of arterial and collector roads, serves a population of 25,000 to 75,000 and ranges from 100,000 to 400,000 square feet of floor space. Town centers contain a somewhat larger scale of development than the centers of neighborhoods and villages.

**Traditional Marketplace Corridors Form Area:** A pattern of development characterized by buildings that are set close to the street, and have on-street parking and an emphasis on pedestrian and transit travel.

**Traditional Workplace Form Area:** A pattern of development characterized by older, small to medium scale industrial and employment centers typically integrated into traditional neighborhoods. Buildings sit close to street and have mostly on-street parking.

**Transit Dependent:** Individuals or groups of people dependent on public transportation as their main source of transportation. May include people who cannot afford other sources of transportation or individuals with physical disabilities restricting them from operating an automobile.

**Transit Oriented Development (TOD):** A compact, walkable mixed-use residential and commercial area designed to maximize access to public transport, and often incorporates features to encourage transit ridership.

**Transportation Demand Management (TDM):** A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking. TDM can be an element of TSM (see below).

**Transportation Management Associations (TMA):** Such associations are organized by public, private, or joint public/private entities and are typically designed to assist employers in trip reduction programs. They have also been set up to encourage ride-sharing in residential neighborhoods.

**Transportation Systems Management (TSM):** A comprehensive strategy developed to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. Transportation Systems Management focuses on more efficiency in utilizing existing highway and transit systems rather than expanding them. TSM measures are characterized by their low cost and quick implementation time frame, such as computerized traffic signals, metered freeway ramps, and one-way streets.

## V

**Village Center:** A mixture of neighborhood-serving land uses such as offices, shops, restaurants, services, and possibly higher density residential uses. Found in the Village Form Area, the center may be arranged around a village green and should be located at intersections having a collector level or higher classification street with one quadrant used for non-residential purposes.

**Village Form Area:** A pattern of development characterized by predominately low-density residential uses organized around a center that contains a variety of land uses such as residential and commercial.

## W

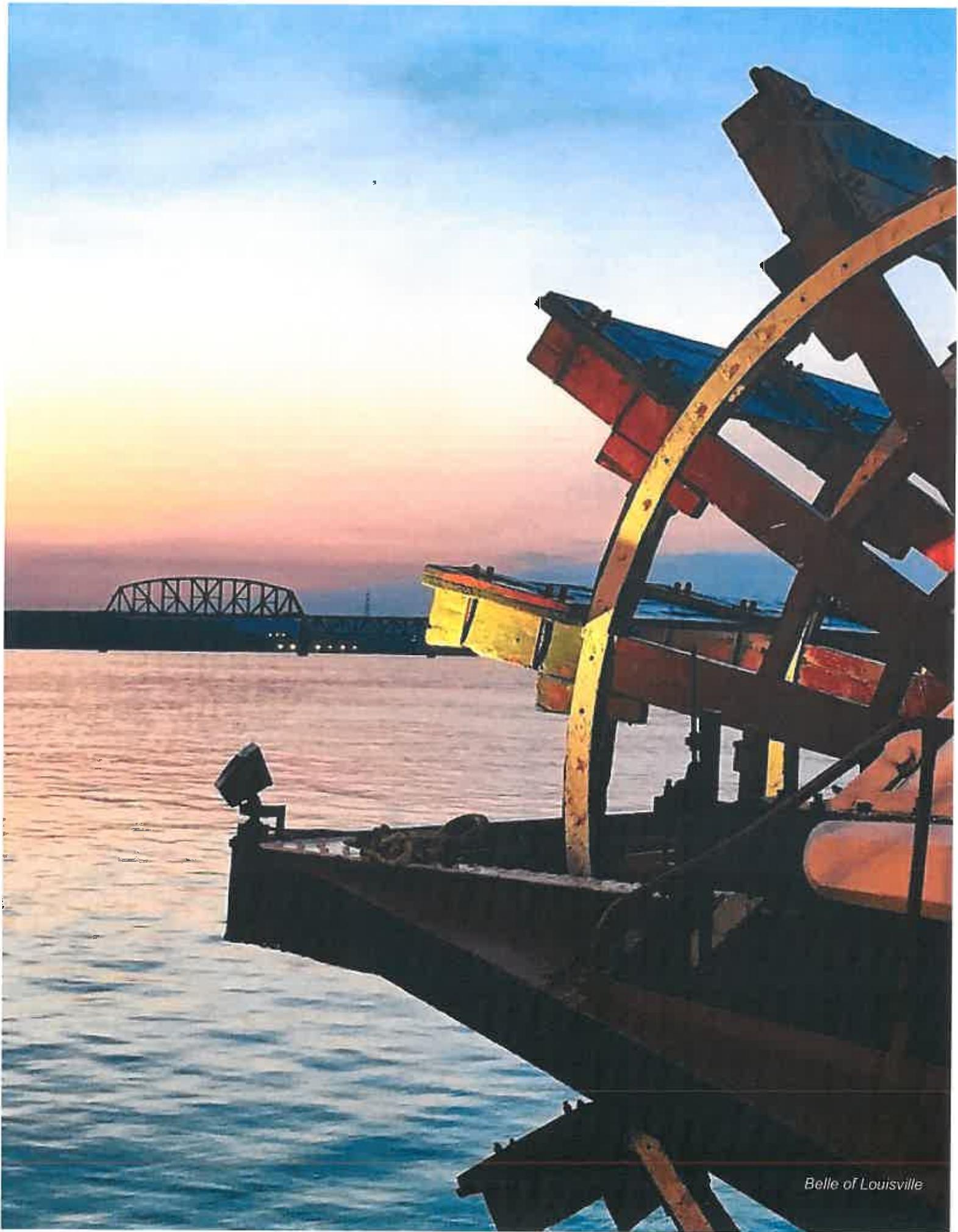
**Watershed:** An area of land from which water drains to a given low point, usually a body of water such as a stream. Several watersheds together make up a drainage basin, which can cover many counties or states.

**Wetland:** Areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

**Workplace Form Area:** Two patterns of development characterized by mostly industrial, warehouse or office uses. Older industrial areas are mostly integrated into traditional neighborhoods and newly created employment centers are usually heavily buffered from nearby neighborhoods.

## Z

**Zoning:** Locally adopted regulation that specifies permissible use of land and allowable placement, spacing and size of buildings. See "Land Development Code."



*Belle of Louisville*

