

# Planning Commission

## Staff Report

May 21, 2026



<b>Case No:</b>	26-ZONE-0014
<b>Project Name:</b>	Greggs Addition Lot Split
<b>Location:</b>	10107 Watterson Trail
<b>Applicant:</b>	Estate of Margaret L Pound
<b>Representative:</b>	Nathan Grimes
<b>Jurisdiction:</b>	Jeffersontown
<b>Council District:</b>	11 – Kevin Kramer
<b>Case Manager:</b>	Zack Jones, Planner II

### REQUEST(S)

- **Change in zoning from R-4 Single Family Residential to R-5 Single Family Residential**
- **Detailed District Development Plan** with binding elements.

### CASE SUMMARY

The subject property is located within the Neighborhood form, R-4 zoning district, and situated between Watterson Trail, a primary collector, and Locust Avenue, a local road, in Jeffersontown. The site is approximately 0.43 acres and currently developed with a single 1.5-story house. There are some mature trees in the center portion of the site. The applicant has proposed a rezoning from R-4 to R-5 single-family residential to allow the existing lot to be subdivided into 2 lots, one fronting Watterson Trail with the existing house proposed to remain and one vacant parcel fronting Locust Avenue. The applicants have noted an intention to construct an additional detached home on the new lot along Locust Avenue. The proposal is located in the city of Jeffersontown.

### STAFF FINDING

The zoning change is consistent with the goals and objectives of the Comprehensive Plan. The Detailed District Development Plan is compliant with the Land Development Code and no variances and waivers have been requested. If approved, a professionally drawn minor plat must be submitted that meets subdivision requirements and demonstrates full compliance with Jeffersontown LDC Chapter 7 subdivision regulations.

### TECHNICAL REVIEW

Jeffersontown Land Development Code (2021); Plan 2040

Transportation Planning/Public Works and MSD have preliminarily approved the proposal.

### INTERESTED PARTY COMMENTS

All comments received have been placed in the record and made available to the Commission in advance of the public hearing.

## **STANDARD OF REVIEW FOR REZONING AND FORM DISTRICT CHANGES**

Criteria for granting the proposed form district change/rezoning: KRS Chapter 100.213

1. The proposed form district/rezoning change complies with the applicable guidelines and policies Plan 2040; OR
2. The existing form district/zoning classification is inappropriate and the proposed classification is appropriate; OR
3. There have been major changes of an economic, physical, or social nature within the area involved which were not anticipated in Plan 2040 which have substantially altered the basic character of the area.

## **STAFF ANALYSIS FOR CHANGE IN ZONING**

Following is staff's analysis of the proposed rezoning against the Guidelines and Policies of Plan 2040.

The site is located in the Neighborhood Form District

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, incomes and abilities. 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.

The zoning change to R-5 is appropriate at this location, as the proposal would not allow more intense uses and density going from R-4 to R-5 single family residential zoning. The proposal is compatible with surrounding land uses and zoning, which includes R-4, R-5A, and R-6 zoned properties. Sidewalk would be required for the new property along Locust Avenue should be constructed on. There are no environmental concerns the site is subject to. The difference in development intensity and property dimensions are minimal for this request. Constructing a new home along Locust Avenue would be consistent with the existing pattern of development at the location.

The proposed zoning district is generally in compliance with the plan elements and CHASE principles of Plan 2040. All other agency comments should be addressed to demonstrate compliance with the remaining Goals, Objectives and Policies of Plan 2040.

A checklist is attached to the end of this staff report with a more detailed analysis. The Louisville Metro Planning Commission is charged with making a recommendation to the Jeffersontown City Council regarding the appropriateness of this zoning map amendment. The Jeffersontown City Council has zoning authority over the property in question.

### **STANDARD OF REVIEW AND STAFF ANALYSIS FOR (R)DDDP and/or AMENDMENT TO BINDING ELEMENTS**

- (a) The conservation of natural resources on the property proposed for development, including: trees and other living vegetation, steep slopes, water courses, flood plains, soils, air quality, scenic views, and historic sites;

STAFF: Tree canopy will be preserved on the site to the minimums required by the LDC. Removal of vegetation outside of the necessary building envelopes has not been proposed as part of this request. Steep slopes, water courses, and other sensitive natural resources are not noted on the subject on site. The proposal properly conserves natural resources on site.

- (b) The provisions for safe and efficient vehicular and pedestrian transportation both within the development and the community;

STAFF: Provisions for safe and efficient vehicular and pedestrian transportation within and around the development and the community has been provided, and Metro Public Works has approved the preliminary development plan.

- (c) The provision of sufficient open space (scenic and recreational) to meet the needs of the proposed development;

STAFF: Single family development are not subject to the provisions of Open Space standards in the Jeffersontown LDC and therefore this proposal complies with this standard.

- (d) The provision of adequate drainage facilities on the subject site in order to prevent drainage problems from occurring on the subject site or within the community;

STAFF: The Metropolitan Sewer District has approved the preliminary development plan and will ensure the provision of adequate drainage facilities on the subject site in order to prevent drainage problems from occurring on the subject site or within the community.

- (e) The compatibility of the overall site design (location of buildings, parking lots, screening, landscaping) and land use or uses with the existing and projected future development of the area;

STAFF: The overall site design is compatible with existing and development of the general area. The existing house along Watterson Trail is proposed to remain and the proposed lot along Locust Avenue would be consistent with the pattern of development along that street.

- (f) Conformance of the development plan with the Comprehensive Plan and Land Development Code. Revised plan certain development plans shall be evaluated for conformance with the non-residential and mixed-use intent of the form districts and comprehensive plan.

STAFF: The development plan conforms to applicable guidelines and policies of the Jeffersontown Land Development Code, and conforms with the Comprehensive Plan.

**REQUIRED ACTIONS:**

- **RECOMMEND** that the Jeffersontown City Council **APPROVE** or **DENY** the **Change in Zoning** from **R-4 Single Family Residential to R-5 Single Family Residential**.
- **APPROVE** or **DENY** the **Detailed District Development Plan** with Binding Elements.

Based upon the information in the staff report, the testimony and evidence provided at the public hearing, the Planning Commission must determine if the proposal is in conformance with the Comprehensive Plan; OR the existing form district/zoning classification is inappropriate and the proposed classification is appropriate; OR if there have been major changes of an economic, physical, or social nature within the area involved which were not anticipated in Plan 2040 which have substantially altered the basic character of the area.

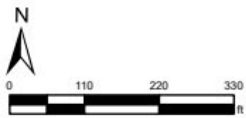
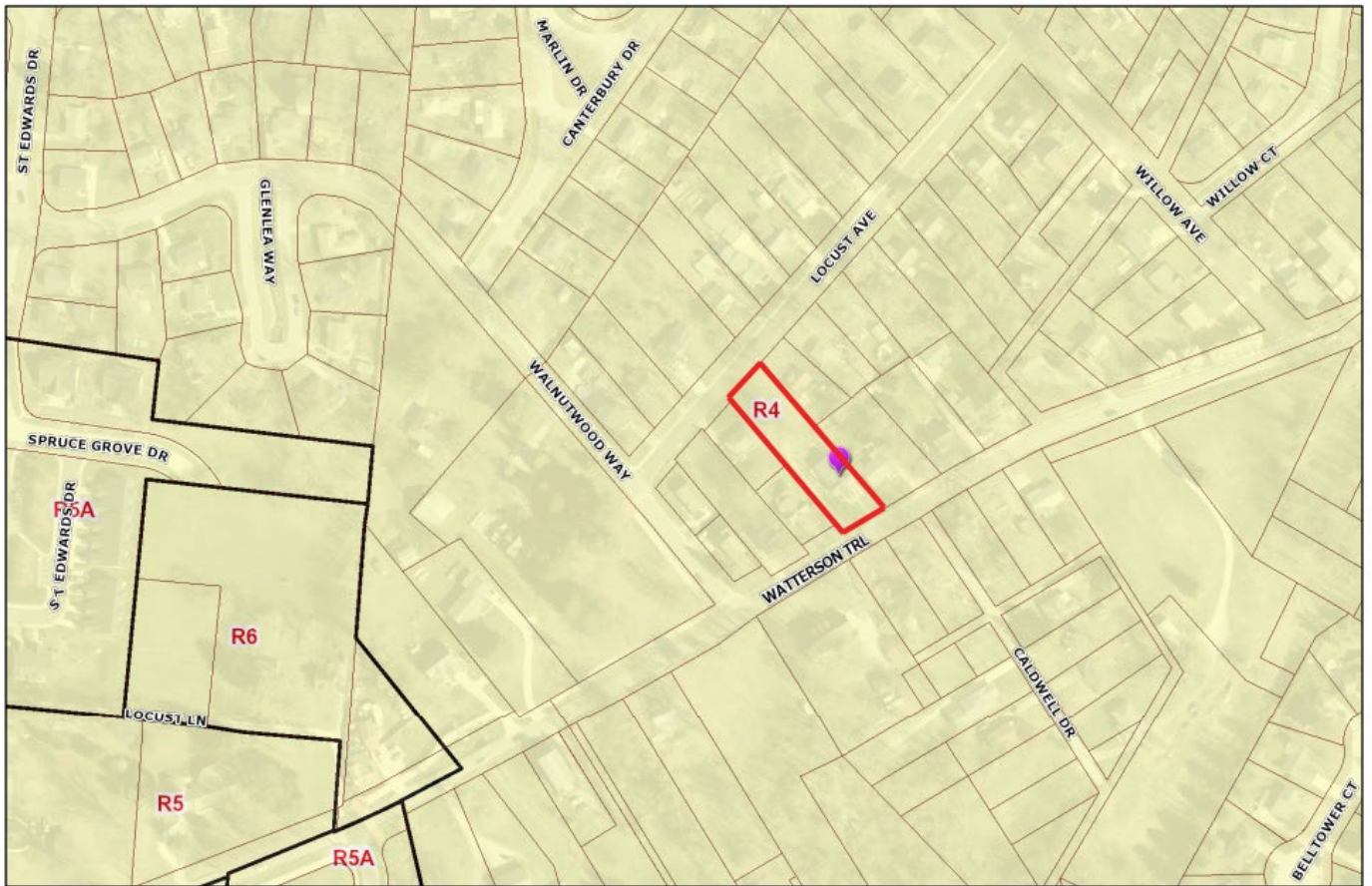
**NOTIFICATION**

Date	Purpose of Notice	Recipients
5/7/2026	Hearing before PC	1 <sup>st</sup> and 2 <sup>nd</sup> tier adjoining property owners and current residents
5/7/2026		Speakers at Planning Commission public hearing Registered Neighborhood Groups in Council District 11
5/6/2026	Hearing before PC	Sign Posting on property
5/7/2026	Hearing before PC	Legal Advertisement in the Courier-Journal

**ATTACHMENTS**

1. Zoning Map
2. Aerial Photograph
3. Comp Plan 2040 Checklist
4. Proposed Binding Elements

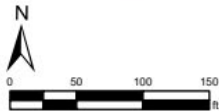
1. Zoning Map



Tuesday, September 9, 2025 | 3:29 PM

 **LOJIC**  
LOJIC © 2025  
This map is not a legal document and should only be used for general reference and identification.

2. Aerial Photograph



Tuesday, September 9, 2025 | 3:31 PM



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3. Comp Plan 2040 Checklist

+	Exceeds Guideline
✓	Meets Guideline
-	Does Not Meet Guideline
+/-	More Information Needed
NA	Not Applicable

Neighborhood: Residential

Plan 2040 Plan Elements/Staff Analysis	
1	<p><b>Community Form: Goal 1, Policy 7.</b> <i>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.</i></p> <p>✓ <b>Staff Analysis:</b> The proposal would not allow substantially more intense uses and density going from R-4 residential to R-5 residential zoning. The R-5 zoning district has a maximum density of 7.26 dwelling units per acre. The minimum lot size for an R-5 property is 6,000 sq ft. While the area is predominantly R-4, there are areas of R-5, R-5A, and R-6 in proximity of the property.</p>
2	<p><b>Community Form: Goal 1, Policy 9.</b> <i>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.</i></p> <p>✓ <b>Staff Analysis:</b> The proposal is appropriate and compatible with surrounding land uses. The adjacent properties are zoned R-4 with similar single-family development surrounding the subject property.</p>
3	<p><b>Community Form: Goal 2, Policy 9.</b> <i>Encourage new developments and rehabilitation of buildings that provide commercial, office and/or residential uses.</i></p> <p>✓ <b>Staff Analysis:</b> The proposal includes the construction of new residential development. The existing home along Watterson Trail is proposed to remain at this time for residential use.</p>
4	<p><b>Community Form: Goal 3, Policy 10.</b> <i>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.</i></p> <p>✓ <b>Staff Analysis:</b> LOJIC has not indicated hydric soils that are conducive for wetlands, nor has it identified unstable soils or steep slopes.</p>
5	<p><b>Community Form: Goal 4, Policy 2.</b> <i>Encourage preservation of distinctive cultural features including landscapes, natural elements and built features.</i></p> <p>✓ <b>Staff Analysis:</b> Historic Preservation has reviewed the proposal. There does not appear to be any distinctive cultural features on site. Given that the existing home is proposed to be preserved, Historic Preservation has not indicated any concern with the proposal.</p>
6	<p><b>Community Form: Goal 4, Policy 3.</b> <i>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.</i></p> <p>✓ <b>Staff Analysis:</b> Historic Preservation/Urban Design have reviewed the proposal and have not indicated any concerns with the request.</p>
7	<p><b>Mobility: Goal 1, Policy 4.</b> <i>Encourage higher densities and intensities within or near existing marketplace corridors, existing and future activity centers, and employment centers to support transit-oriented development and an efficient public transportation system.</i></p> <p>✓ <b>Staff Analysis:</b> The proposed increased density is minimal and not greater than other residential development within proximity of the proposed site.</p>
8	<p><b>Mobility: Goal 2, Policy 4.</b> <i>Avoid access to development through areas of significantly lower intensity or density development if such access would create significant nuisances.</i></p> <p>✓ <b>Staff Analysis:</b> The proposal does not include access through areas of significantly lower intensity or density. The site is served by Watterson Trail, a primary collector, and Locust Ave, a local road.</p>
9	<p><b>Mobility: Goal 3, Policy 2.</b> <i>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.</i></p> <p>✓ <b>Staff Analysis:</b> The proposed zoning district would allow for a mixture of compatible land uses and the slight increase in density may encourage multi-modal transportation.</p>
10	<p><b>Mobility: Goal 3, Policy 5.</b> <i>Evaluate developments for their impact on the transportation network (including the street, pedestrian, transit, freight movement and bike facilities and services) and air quality.</i></p> <p>✓ <b>Staff Analysis:</b> Transportation and Public Works have preliminarily approved the proposal.</p>

**Plan 2040 Plan Elements/Staff Analysis**

<p>11</p> <p>✓</p>	<p><b><u>Mobility: Goal 3, Policy 6.</u></b> <i>Ensure that those who propose new developments bear or share in rough proportionality the costs of transportation facilities and services made necessary by development.</i></p> <p><b><u>Staff Analysis:</u></b> Transportation and Public Works have preliminarily approved the proposal. Sidewalks will be required at the time of development for the lot along Locust Avenue.</p>
<p>12</p> <p>✓</p>	<p><b><u>Mobility: Goal 3, Policy 9.</u></b> <i>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.</i></p> <p><b><u>Staff Analysis:</u></b> Transportation and Public Works have preliminarily approved the proposal. Sidewalks will be required at the time of development for the lot along Locust Avenue.</p>
<p>13</p> <p>✓</p>	<p><b><u>Mobility: Goal 3, Policy 10.</u></b> <i>Ensure that necessary improvements occur in accordance with long-range transportation plans and level of mobility criteria for all modes of travel.</i></p> <p><b><u>Staff Analysis:</u></b> Transportation and Public Works have preliminarily approved the proposal. Sidewalks will be required at the time of development for the lot along Locust Avenue.</p>
<p>14</p> <p>✓</p>	<p><b><u>Mobility: Goal 3, Policy 21.</u></b> <i>Prevent safety hazards caused by direct residential access to high-speed roadways.</i></p> <p><b><u>Staff Analysis:</u></b> Transportation Planning/Public Works have preliminarily approved the proposal. The proposal would see only that the new home would have direct access to Locust Ave, a local road.</p>
<p>15</p> <p>✓</p>	<p><b><u>Community Facilities: Goal 2, Policy 1.</u></b> <i>Locate development in areas served by existing utilities or capable of being served by public or private utility extensions.</i></p> <p><b><u>Staff Analysis:</u></b> The subject property is in an area that should be served by existing utilities or where it is capable to extend any necessary public or private utilities.</p>
<p>16</p> <p>✓</p>	<p><b><u>Community Facilities: Goal 2, Policy 2.</u></b> <i>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.</i></p> <p><b><u>Staff Analysis:</u></b> MSD has preliminarily approved the proposal, and Louisville Water has not conveyed any concerns related to the request.</p>
<p>17</p> <p>✓</p>	<p><b><u>Community Facilities: Goal 2, Policy 3.</u></b> <i>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).</i></p> <p><b><u>Staff Analysis:</u></b> MSD has preliminarily approved the proposal.</p>
<p>18</p> <p>✓</p>	<p><b><u>Livability: Goal 1, Policy 5.</u></b> <i>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.</i></p> <p><b><u>Staff Analysis:</u></b> The proposal would have to meet the landscape standards of the Jeffersontown LDC if ever applicable. The applicants are showing trees on site to remain where not in building envelopes.</p>
<p>19</p> <p>✓</p>	<p><b><u>Livability: Goal 1, Policy 17.</u></b> <i>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.</i></p> <p><b><u>Staff Analysis:</u></b> MSD has preliminarily approved the proposal.</p>
<p>20</p> <p>✓</p>	<p><b><u>Livability: Goal 1, Policy 21.</u></b> <i>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.</i></p> <p><b><u>Staff Analysis:</u></b> The property is not located in proximity to the regulatory floodplain.</p>
<p>21</p>	<p><b><u>Housing: Goal 1, Policy 1.</u></b> <i>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 co-housing. Allow for accessory residential structures and apartments. Housing types should reflect the Form District pattern.</i></p>

**Plan 2040 Plan Elements/Staff Analysis**

✓	<p><b>Staff Analysis:</b> The proposed zoning district would allow detached single-family housing and other housing types.</p>
22	<p><b>Housing: Goal 1, Policy 2.</b> 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.</p>
✓	<p><b>Staff Analysis:</b> The proposed zoning district would allow housing options and developments that support aging in place. Some supportive services and facilities exist nearby to support the proposal.</p>
23	<p><b>Housing: Goal 2, Policy 1.</b> Encourage inter-generational, mixed-income and mixed-use development that is connected to the neighborhood and surrounding area.</p>
✓	<p><b>Staff Analysis:</b> The proposed zoning district would encourage greater inter-generational and mixed-income housing with adequate infrastructure to support the proposal.</p>
24	<p><b>Housing: Goal 2, Policy 2.</b> 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.</p>
✓	<p><b>Staff Analysis:</b> Existing activity centers and employment opportunities exist within proximity to serve the development.</p>
25	<p><b>Housing: Goal 3, Policy 1.</b> 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.</p>
✓	<p><b>Staff Analysis:</b> The proposed zoning district would encourage increased fair and affordable housing efforts.</p>
26	<p><b>Housing: Goal 3, Policy 2.</b> As neighborhoods evolve, discourage displacement of existing residents from their community.</p>
✓	<p><b>Staff Analysis:</b> There are no known issues with displacement of current residents. The existing house is indicated to presently remain.</p>
27	<p><b>Housing: Goal 3, Policy 3.</b> Encourage the use of innovative methods such as clustering, mixed-use developments, co-housing, and accessory apartments to increase the production of fair and affordable housing.</p>
✓	<p><b>Staff Analysis:</b> The proposed zoning district could encourage innovative, alternative housing types that advance efforts for affordable housing.</p>

#### 4. Proposed Binding Elements

1. The development shall be in accordance with the approved district development plan and agreed upon binding elements unless amended pursuant to the Zoning District Regulations. Any changes, additions or alterations of any binding element(s) shall be submitted to the Planning Commission and to the city of Jeffersontown for review and approval; any changes/additions/alterations not so referred shall not be valid.
2. The size and location of any proposed freestanding sign must be in compliance with the City of Jeffersontown Sign Ordinance.
3. Any area proposed to be used for outdoor sales, display or storage in accordance with Section 4.4.8 shall be accurately delineated on the development plan.
4. Outdoor lighting (for parking lot illumination and security) shall meet the requirements of Section 4.1.3 of the Land Development Code.
5. Construction fencing shall be erected when off-site trees or tree canopy exists within 3' of a common property line. Fencing shall be in place prior to any grading or construction to protect the existing root systems from compaction. The fencing shall enclose the entire area beneath the tree canopy and shall remain in place until all construction is completed. No parking, material storage or construction activities are permitted within the protected area.
6. Before any permit (including but not limited to building, parking lot, change of use or alteration permit) is requested:
  - a. The development plan must receive full construction approval from the City of Jeffersontown (10416 Watterson Trail) and the Metropolitan Sewer District (700 West Liberty).
  - b. Encroachment permit must be obtained from the Kentucky Department of Transportation, Bureau of Highways, as applicable.
  - c. A minor subdivision plat shall be recorded creating the lot lines as shown on the development plan. A copy of the recorded instrument shall be submitted to the Division of Planning and Development Services; transmittal of approved plans to the office responsible for permit issuance will occur only after receipt of said instrument.
7. If a building permit is not issued within two years of the date of approval of the plan, the property shall not be used in any manner unless a revised district development plan is approved or an extension is granted by the Planning Commission and the City of Jeffersontown.
8. A certificate of occupancy must be received from the appropriate code enforcement department prior to new occupancy of the structure or land for the proposed use. All binding elements requiring action and approval must be implemented prior to requesting issuance of the certificate of occupancy, unless specifically waived by the Planning Commission and City of Jeffersontown.
9. The applicant, developer, or property owner shall provide copies of these binding elements to tenants, purchasers, contractors, subcontractors and other parties engaged in development of this site and shall advise them of the content of these binding

elements. These binding elements shall run with the land and the owner of the property and occupant of the property shall at all times be responsible for compliance with these binding elements. At all times during development of the site, the applicant and developer, their heirs, successors; and assignees, contractors, subcontractors, and other parties engaged in development of the site, shall be responsible for compliance with these binding elements.

10. All off-street parking areas shall be permanently and continually maintained in good condition and free from potholes, weeds, dirt, trash and other debris.