

# **Executive Summary**Table of Contents

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# Background

The South Floyds Fork Vision is an area plan for a developing portion of southeastern Louisville Metro, Kentucky, which is one of the more significant natural and rural parts of the county remaining. This plan will provide guidance for healthy, sustainable, equitable, well-connected and authentic growth in the South Floyds Fork area over the next 20 years, covering topics such as land use, community form, transportation, connectivity, sustainability and infrastructure.

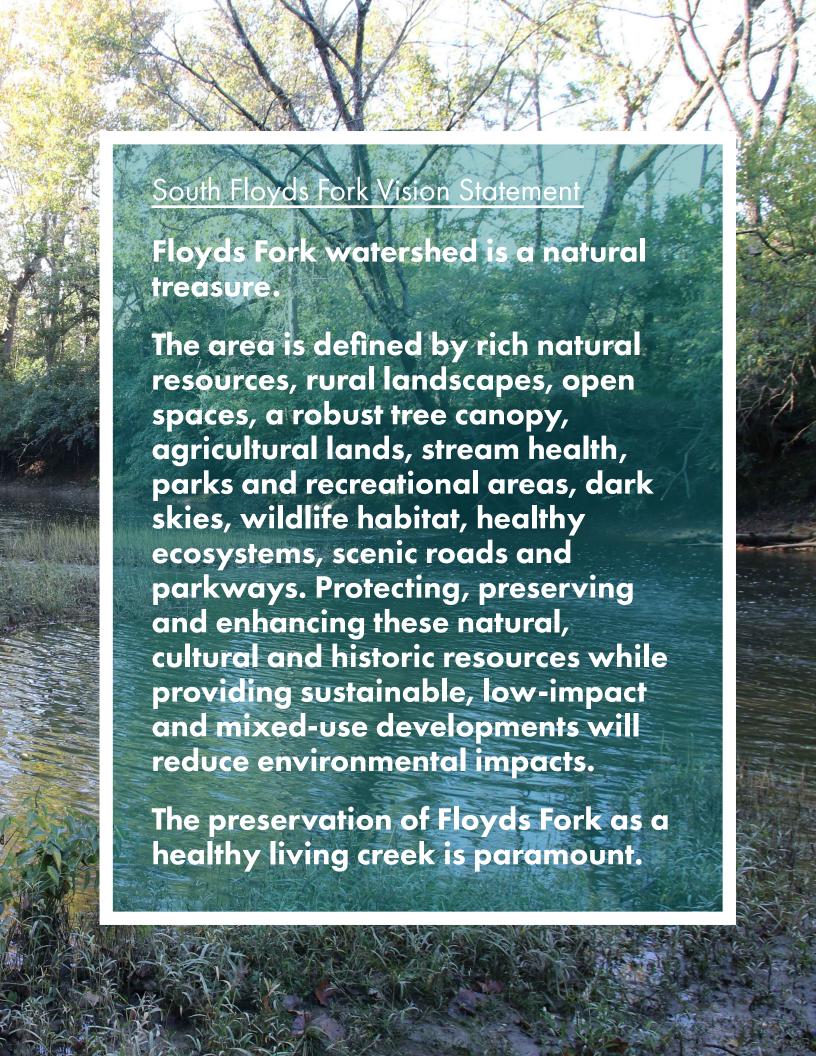
Cities grow best when infrastructure investments lead, rather than follow, new development. While most recognize this fact in regards to road, sewer, power lines, etc. they do not usually recognize it for "soft" infrastructure such as parks, open space, and quality of place. In the 1890's, Frederick Law Olmsted Sr. brought a vision to Louisville where he laid out three major sites of Louisville's first park system (Shawnee, Iroquois and Cherokee) along with a series of connecting parkways and neighborhood parks. They were so far beyond the edge of the city, today they are critical pieces of infrastructure that continue to shape our city and our landscape by enhancing community and environment, improving health and recreation, and serving as a major anchor to Louisville's authenticity that helps sustain the city's economy and quality of life.

The South Floyds Fork Vision looks to build upon the city's Olmstedian legacy with a modern, sustainable and innovative approach. As growth in the area continues to accelerate it is imperative that the future of the area be planned for in a way that capitalizes on existing infrastructure and assets, identifies short and long term infrastructure needs, preserves and protects natural resources, establishes a sustainable new urban edge, provides flexibility for future development and retains its authentic character. The South Floyds Fork Vision will serve as a guiding document for the area's growth, development and investment over the next 20 years.

Floyds Fork, a tributary of the Salt River, is the defining feature of the study area, providing a beautiful natural center-piece for the surrounding community. South Floyds Fork is compellingly scenic, with rolling hills, lush vegetation, abun-dant wildlife, and sparkling creeks. It is primarily rural in character, with agriculture, parks, and acreage homes defining much of the area. The Floyds Fork watershed is a transcendent asset for Louisville and for all of Kentucky, with miles of streams and tributaries, close to 4,000 acres of a world class park system, miles of hike, bike and horse trails, historic properties, bucolic fields, forests, active farmlands, and dark night skies.

The community vision for the future of the South Floyds Fork area is for low-impact, sustainable development designed to protect the integrity of the natural ecosystem that makes the area unique. The plan recommendations are intended to allow and encourage development in a way that protects the natural features and cultural resources that make the South Floyds Fork area an asset to the region, so that the area may be enjoyed by current and future residents and visitors alike.





# Plan 2040 CHASE Principles

The South Floyds Fork Vision is built off of the 5 guiding principles established in Plan 2040. 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. The CHASE principles are the basis for the South Floyds Fork Vision Plan's Goals, Objectives and Policies.



Parklands of Floyds Fork.

## South Floyds Fork Guiding Principles

## **C** Connected

- Create walkable neighborhoods and well-connected mixed-use centers.
- 2. Provide a mix of housing and jobs to support complete communities.
- 3. Prioritize the creation of neighborhood trails, multi-use paths and bicycle lanes to connect people to neighborhood and regional parks and green spaces.
- Expand and enhance the existing road network to improve connectivity and support current and future growth in the area.
- 5. Improve multi-modal access to quality housing, jobs, services, amenities and educational opportunities.

## Healthy

- Protect clean air, clean water, and clean soil.
- Encourage inclusive, safe, resilient and sustainable development that integrates neighborhood parks, recreational opportunities and trail connections

### **Authentic**

- 8. Preserve and protect agricultural lands and rural lifestyles.
- Foster and grow the local business community, including farms, markets, workshops, studios, galleries, restaurants, daily needs and services.
- Incorporate design standards and guidelines that reinforce the character of the community.

## S Sustainable

- 11. Preserve and enhance the existing tree canopy.
- 12. Limit development in environmentally sensitive areas.
- Encourage environmentally sustainable, energy efficient best practices for new development.
- Maintain and improve the water quality of Floyds Fork and its tributaries.

## **E** Equitable

- Expand mixed-use and mixed-income neighborhoods, especially near parks and natural amenities.
- Establish planning and zoning that supports a range of housing types and densities in appropriate areas.
- Support new economic opportunities for agricultural and recreational businesses.
- 18. Encourage transit connectivity to the area.

# **PROCESS SUMMARY**

#### **PRE-PLANNING**

The Pre-Planning phase of the process analyzed previous planning efforts and existing conditions to establish a comprehensive snapshot of the study area that would serve as the basis for developing a vision for the area. A series of growth scenarios were created based on recent development patterns, current regulations, natural resources, existing infrastructure and preliminary pubic input. These growth scenarios were used to explore the area's growth capacity and how new land use regulations and policies could shape future development while retaining the area's authenticity. The scenario process showed that strategic infrastructure investments and innovative land use regulations could support growth and retain the character of the area.

#### **COMMUNITY ENGAGEMENT**

The complexity of the study area contributed to the planning process taking over a year and a half. Inclusive community engagement was critical to the planning process. The area is represented by a wide range of stakeholders with differing opinions of how the area should grow in the future. Hundreds of residents and stakeholders were engaged in the process through public meetings, online opportunities, advisory group meetings and targeted outreach. The community engagement process was robust and included input from specific public agencies. Community input, most specifically the advisory group, was the primary determining factor in the creation of this plan and its respective recommendations.

#### **PLAN COMPONENTS**

The South Floyds Fork Vision Plan focuses on 6 components that were established in Plan 2040 and makes specific recommendations intended to provide guidance on future growth and investment in the study area.

- 1) **Community Form** guides the shape, scale and character of development in ways intended to promote a connected, healthy, authentic, sustainable, and equitable built environment.
- **2) Mobility** promotes multi-modal policies that effectively connect the community through a safe, accessible transportation system.
- 3) Community Facilities guides the integration of public facilities across the study area.
- **4) Economic Development** provides a framework and policy context for a healthy economic climate.
- **5) Livability** provides guidance and direction for the provision and maintenance of the resources necessary for the health and well-being of citizens.
- **6) Housing** strives to enhance housing opportunities for all citizens in a context that is sensitive to the area's existing character.



# Recommendations

The South Floyds Fork Vision concludes with 28 recommended actions to implement the vision. These recommendations will guide the actions and policy direction of Louisville Metro over the next 20 years. These recommendations carry forward the work done throughout the planning process and provide a framework for public and private investments to build a sustainable future for South Floyds Fork.

#### **COMMUNITY FORM**



#### Modify the Metro form district map.

- Modify the form district map in coordination with targeted zoning changes. The process should ensure property owner buy-in.
- Apply the Conservation Form District to the current Floyds Fork Development Review Overlay District and to the portions of the South Floyds Fork study area, as shown in the Proposed Form District Maps.
  - Village, Village Center, and Town Center Form Districts are currently applied to portions of Eastwood located in the study area, as identified in the Eastwood
- Neighborhood Plan (2005). As the planning for a possible highway interchange in this area moves forward, consider updating the Village and Village Center form district geographies to correspond to its design. The same applies to the Billtown Road Town Center area.
- Apply the Regional Center Form District to the area of Bardstown Road within the boundaries of the Southeast Metro Regional Center Planning Study (2012).
- Apply the Conservation Form District to all lands that have been established under permanent protection (such as conservation easements).

## 2

#### Modify zoning designations in limited areas.

- Identify appropriate zoning to correspond with Village, Village Center, Town Center, and Regional Center Form District changes. New zoning designations should increase permitted housing density, housing type diversity, and allow for mixed-use development: Eastwood, Fisherville along Taylorsville Road between Pope Lick Road on the west and Floyds Fork on the East, at the Billtown Road and I-265 interchange, and Bardstown Road.
- Zoning modifications should correlate with the planning of major infrastructure improvements to the sanitary sewer system and the transportation network (widenings, extensions of shared use paths, transit service, new/expanded interchanges and new roads.)
- All zoning modifications should include coordination with property owners and arearesidents.

#### **COMMUNITY FORM**



Update the Floyds Fork Development Overlay (DRO) District Ordinance.

- Analyze and revise the Floyds Fork DRO in its current state to eliminate redundancies, provide clear standards and to reflect current needs and conditions. The revision process should be inclusive and represent the diversity of the community.
- Consider zoning modifications to align zoning with overlay. Any modifications should be made with property owner consent.
- Encourage viewshed protection within the study area. Protect and enhance character and aesthetics of neighborhoods, natural areas and agricultural areas by taking the following steps.
  - Compile and publish scenic design guidelines in a pattern book for use by developers, contractors, and property owners interested in building within scenic areas. Work with community members to determine the most important scenic areas.
  - Wherever possible roadways should be buffered from tree clearing. Rather than prohibit logging practices entirely in the area, this recommendation would maintain a buffer of trees and vegetation between public roadways and logging operations. This would reduce the visual impact of tree clearing on roadways and other scenic areas.
  - Where soil conditions permit, continue to permit development of ridgetops due to the associated watershed protection benefits.
  - Develop ridgeline guidelines or pattern book to protect the appearance, ecology, and geological stability of ridgelines, areas of high elevation, and steep slopes.

    These guidelines can address site disturbance through grading and vegetation removal, and visual impact through design recommendations.

#### **COMMUNITY FORM**

- Establish common sense screening requirements for new development adjacent to permanently protected land.
  - Consider establishing "common sense" buffer standards between when new development is proposed adjacent to permanently proteted active agricultural uses. Propoerty owners should work together to develop adequate buffers in these cases.
  - Educate home buyers locating from urban to rural areas on the realities of agricultural neighbors to reduce conflict.
- Continue to engage community members in planning.
  - Continue to engage existing neighborhood associations and encourage them to organize, identify their internal resources, and work together to have a more effective voice in identifying and advocating for their needs.
  - Continue to engage residents in an ongoing process of establishing, building, and promoting neighborhood identity.

#### **MOBILITY**



Promote a Context Sensitive Complete Street and corridor preservation approach.

- Update the 2008 Louisville Metro Complete Streets policy and improve enforcement A to ensure new roads and road improvement projects consider all modes of travel.
- Update the area-wide transportation network of on-street and off-street bicycle B facilities.

Developments near new roads will either construct new connector roads within the development or preserve a right-of-way corridor of at least 100-feet in width for the future construction of the new roadway. Where appropriate, new roadways will consider Complete Street elements for multi-modal facilities, including connections to the Louisville Loop and Parklands. Context sensitive design should take precedence.



#### Establish connectivity standards.

C

Develop a context-sensitive approach to road design and transportation infrastructure. Encourage continuous and more direct routes. Context-sensitive design is responsive to the unique context and conditions of each project.

The master road plan shows where important connections need to be made. New roads and road improvements provide connectivity to reduce trip length and minimize the need for motor vehicle trips. The road network should include continuous sidewalk connections, and improved multi-modal options, per Complete Streets guidelines.

Wherever possible: B i. Local roads should have two or more connections to a collector or arterial. ii. Provide access where development is within 1,000 feet of a collector. iii. For new development in South Floyds Fork, recommended block length is a maximum of 700 feet, unless topography or environmental conditions dictate a longer length. Context sensitive design should take precedence.

#### MOBILITY



#### Plan for all modes of travel.

- Better integrate multi-modal transportation options to shift travel demand from automobiles to other travel modes and reduce vehicle trip demand on existing roads. A Promote development with complementary street design that makes transit, bicycling, and walking convenient transportation choices.
- As area develops, consider extending transit service (TARC) and install transit stops to serve centers and corridors as density becomes sufficient to support a line B extension.
- Pending results of TARC's Comprehensive Operational Analysis, consider extending transit service to the Parklands to increase access for the region.
- Encourage new developments to provide multi-use trail connections to the Parklands D and Louisville Loop.

#### Employ context sensitive design standards for roads.

- Enhance context sensitive street design on priority corridors to address safety issues A for all transportation modes.
- Rebuild substandard roads to low-speed (35 MPH) design criteria, including B 10-foot-wide travel lanes, 1-foot-wide shoulders, adequate drainage, and pedestrian and bicycle facilities.
- Encourage design of KYTC-programmed road reconstruction projects (e.g.,
- Taylorsville Road and the new I-64 interchange and connector roads) that promote C aesthetic gateways, lower travel speeds, pedestrian and bicycle safety, and Parkway elements.
- Currently, parkways must be designated, which is a high barrier and not typical of other cities known for boulevards and parkways. Simplify the process and enable D parkway and boulevard design elements to be utilized more readily.
- Design sustainable corridors to include green infrastructure, aesthetics, dark-sky-Е compliant lighting, and consideration of wildlife habitat connectivity.
- F Consider existing and future roads for designation as Scenic Corridors.

#### **MOBILITY**



#### Coordinate regional transportation decisions.

- Work in partnership with surrounding communities and KIPDA to support the region's A mobility goals, transportation system sustainability, and quality of life. Coordinate local projects with regional initiatives to support a well-connected, B sustainable, and efficient regional transportation network.
  - Identify and prioritize public investments around areas identified through the vision C
  - Apply for state and federal transportation dollars through existing funding sources to D implement roadway improvements.
  - Augment Metro's existing System Development Charge (SDC) program to Е adequately fund improvements to substandard public roads.

#### Promote active living for all residents.

- Construct trails, sidewalks and/or multi-use trails between and through development Α to provide pedestrian, bicycle and recreational connections to the Louisville Loop and Parklands, and other neighborhood parks.
- Utilize the existing waterways in the area to establish a network of blueways for B active recreation.
- C Expand access to active living facilities and programs for residents and visitors.

#### **COMMUNITY FACILITIES**



- Promote the development of adequate facilities for support services, shopping and parks that is well-connected to new development or included in new development Α plans.
- Evaluate and address the needs as growth in the South Floyds Fork area requires B additional facilities. Explore locating public safety services, such as police and fire dispatch, in close proximity.
- Encourage creation of multi-modal connections to jobs, parks and open space. Consider proximity and access from the proposed development to needed services, jobs, and housing when making decisions about a development proposal.
- Ensure library and community center facilities are properly located and upgraded D to provide quality service. Plan new library facilities as needed to provide equitable access for specialized populations and growth centers.
- Explore partnering with providers such as libraries, arts education, and recreational Е venues to provide public community spaces in the South Floyds Fork study area.

## Support environmental education.

- A Explore opportunities to build educational programs that take advantage of the natural assets of Floyds Fork and the Parklands.
- Encourage schools to engage the agricultural community to take advantage of farm B tours, agricultural projects and other educational opportunities.

#### **COMMUNITY FACILITIES**



#### Support access to quality health care.

- Promote co-locating of health care with other types of public-serving facilities.
- Support and assist in coordinating health and social services provided by local, B state, and federal organizations and agencies so resources are not duplicated, and residents' needs are met.

#### Assist Jefferson County Public Schools in their efforts to enhance academic and financial strengths.

- Α Participate with coalitions that provide educational services to facilitate access to services while avoiding redundancy.
- Work with JCPS to ensure potential new schools in the area coincide with the R South Floyds Fork Vision and its recommended areas for focused development and infrastructure investment.
- Seek opportunities to co-locate community and public facilities with school locations.
- Support and expand safe routes to increase walkable and bikeable access to D schools.
- Collaborate with public-private partners to support new educational institution Е programs that address the needs of changing local and regional populations.

#### LIVABILITY



#### Provide clean and reliable drinking water throughout South Floyds Fork.

- As the area develops, upgrade the existing water system infrastructure to ensure adequate water supply.
- B Encourage any residents currently using wells to connect to public water system.
- Continue to educate the public on water conservation.
- Investigate sources of additional funding and propose methods of securing adequate funding for water system improvements.

## 18

#### Manage storm water sustainably.

- Prioritize maintenance and efficiency upgrades to the storm water system.
- Encourage green infrastructure upgrades when making roadway, transit, and utility improvements. Examples of green infrastructure upgrades include bioswales, rain gardens, stormceptors, cool roofs, street trees, and other vegetation to retain the area's natural beauty and to reduce the urban heat island effect and wastewater costs.

Focus on minimizing the impact of new developments on existing storm water infrastructure. Continue to support and expand the use of the following sustainable storm water strategies:

- i. Stream corridor preservation and re-vegetation
  - ii. Regional storm water wetlands
  - iii. Post-construction storm water quality practices
  - iv. Greenway trails
- Minimize disturbance of wetlands to maintain existing water quality benefits
- Minimize disturbance of floodplains to maintain existing water quality and quantity benefits.

#### LIVABILITY



Collect wastewater in an efficient, reliable, sustainable, and environmentally sound manner.

Encourage MSD to update the Floyds Fork Wastewater Action Plan to consider findings of the South Floyds Fork Vision. The plan should advocate the following:

- i. Prioritize gravity sanitary sewer solutions.
- ii. Minimize and/or eliminate existing pump stations.
  - iii. Minimize impact to protected areas (wetlands and conservation easements).
  - iv. Continue meeting compliance with state and federal regulations.
  - v. Encourage innovative practices for water treatment.
- Ensure appropriate new infrastructure is provided to meet the needs of current and future residents and businesses.
- Prioritize maintenance and efficiency upgrades to the existing wastewater collection system throughout Jefferson County.

#### LIVABILITY



#### Modify stream setbacks.



Protecting or establishing vegetated stream-side buffers is one of the most effective means to protect water quality; prevent erosion; and protect life, property, and infrastructure throughout a watershed.

Establish a stream setback policy to protect sensitive riparian areas. This policy prohibits new development from occurring within a set distance of a stream, measured from top of bank, for all perennial and intermittent streams identified in the planning area (based on US Geological Survey mapping). Table 6 provides guidance for buffer and setback distance requirements based on the stream classification. These standards should apply to all types of development, including agricultural activity, and will coordinate with Natural Resources Conservation Service (NRCS) requirements.

B

**Table 6. Proposed Buffer and Setback Distances** 

Type of Development	Floyds Fork	Perennial Streams	Intermittent Streams
Landscape Buffer	150 feet	100 feet	50 feet
Building Setback	200 feet	125 feet	75 feet

#### LIVABILITY



Update tree preservation and replacement standards as part of Form District update.

- Maintaining and protecting a minimum of 50% tree canopy within the planning area A protects the numerous benefits that trees provide.
- Utilize tree preservation standards based on form district designation and applicable B across Louisville Metro.
- Establish incentives for greater preservation above the minimums. C
- Private developments and public projects should preserve trees wherever possible and mitigate unavoidable losses. Tree plantings should focus on the use of a diversity D of native trees and shrub species. The Division of Community Forestry's (DCF) Master Tree list should be used as a guide for species selection. Refer to chapter 10 of the LDC for specific regulations.

Mitigation for tree canopy loss should be prioritized as follows:

- i. On-site mitigation
- ii. Along Floyds Fork and its tributaries to provide reforestation of the stream
- iii. Mitigation within the study area Е
  - iv. As a buffer between development and agricultural uses
  - v. Mitigation within the same watershed.

If additional mitigation sites should be necessary, the Division of Community Forestry should be consulted.

#### LIVABILITY



#### Create a targeted reforestation program for stream buffer replanting.

A	Create or expand stream and park buffers where Floyds Fork is unprotected or marginally protected.
В	Designate tree replacement areas in coordination with buffer replanting program.
С	Establish private-public partnerships to prioritize reforestation to the environmentally significant lands, including areas adjacent to the Parklands with gaps in the riparian forest and private lands that have been established under permanent protection in perpetuity.
D	For mitigation plantings, in-lieu fees paid by developers should be directed to replanting on priority lands including but not limited to:  i. Areas within or adjacent the Parklands in collaboration with 21st Century Parks ii. Buffer areas in or adjacent to Metro parks and trails iii. Floodplains protected by easements iv. Storm water detention basins, subject to individual approval from MSD v. Land within stream corridors on public land (and on private land with guarantee of long-term maintenance) vi. Receiving areas for reforestation of trees lost to private development that could not be replaced on-site vii. Private lands that have been established under permanent protection in
	perpetuity (such as conservation easements)

**Environmentally Significant Lands** are understood to include the following: environmentally sensitive or constrained areas, ecologically important areas, core habitat areas, land adjacent to Floyds Fork and its tributaries including riparian areas, floodways, floodplains and wetlands.

#### LIVABILITY



#### Target acquisition of environmentally significant lands.

- Acquire and protect land along Floyds Fork where there are gaps in the Parklands holdings.
- Acquire and protect land within core habitat areas, major floodplains, and tributary streams that drain to Floyds Fork
- Coordinate and support initiatives to use conservation easements through active conservation organizations including but not limited to the Louisville & Jefferson County Environmental Trust and Future Fund.



## Strengthen Metro Louisville's conservation funding to acquire or permanently protect environmentally significant lands.

- Raise local revenue for conservation activities from new and existing residents and businesses as the area develops. Explore a combination of local and state revenue sources.
  - Jefferson County Environmental Trust and Future Fund. Partner with conservation organizations to advance a broad range of conservation efforts in South Floyds Fork, including agricultural and development assistance to property owners, oversee public education around conservation, implement best management practices in planting species and locations, facilitate land acquisition for conservation, secure new funding opportunities, and work with residents and related agencies to ensure the natural vitality of the area.

Support the work of existing conservation organizations, including the Louisville &

- Use local funds to leverage federal funds and technical assistance through the proposed Salt River Regional Conservation Partnership Program (RCPP) with the Natural Resources Conservation Service.
- Target funds for solicitation and purchase of conservation easements, purchasing "environmentally significant lands," providing incentives for reforestation, marketing agricultural BMPs and providing additional matching funds for federal grants.
- E Seek matching private foundation and conservation funding.
- Explore the establishment of Transfer of Development Rights (TDR) as an option for land preservation.

B

#### LIVABILITY



Promote agricultural best management practices for water quality.

A

Connect farmers to state and local technical assistance and federal matching incentives where available.

**26** Explore options to protect agricultural land in perpetuity.

A

Connect interested landowners to existing resources and support the work of organizations actively conserving agricultural lands. The Louisville-Jefferson County Environmental Trust holds conservation easements in the county; local and state funding can be applied toward this conservation effort. The Purchase of Agricultural Conservation Easement (PACE) program is a state program intended to conserve land for agricultural use.

- Protect the South Floyds Fork area's dark night sky
  - A Encourage dark-sky-compliant lighting on all new public and private development throughout the area.
- Support the creation of a South Floyds Fork Agricultural Co-Op.
  - A South Floyds Fork Agricultural Co-Op would support all sizes of producers, assisting with distribution of existing farm products and helping to develop a market for new agricultural products and businesses.
  - Support the private/non-profit establishment of a "food hub" to support marketing and distribution activities for local producers. Programs could include Community Supported Agriculture (CSA), Farm to Market and Farm to Table programs.
  - Support production of new products and markets, such as urban agro-forestry, pollinator plantings and native hay.

#### HOUSING



#### Promote and encourage expanded housing diversity.

- Promote and incentivize a diversity of housing types with a balance of homeownership and rental units ranging from large lot estate homes to small cottage homes, townhomes and multi-family.
- Increase the number of well-designed and affordable housing types that respond to residents' preferences and incomes. This should include smaller lot single-family homes such as cottage and courtyard homes.
- Expand incentives for affordable housing development.
- Expand the supply of housing that is suited for people of all life stages and physical abilities. Encourage that housing is developed in walkable areas with easy access to services, shopping and clinics. Review housing standards and incorporate universal design standards into affordable housing.



#### Establish a new low-impact subdivision standard and enhance ecological design.

Establish a new low-impact subdivision standard, that would provide another an option to standard and conservation subdivisions, as follows:

- i. Create the low-impact subdivision option in addition to, not in place of, current Conservation Subdivision standards
- ii. Eliminate minimum lot size requirements
  - iii. Allow base density (as allowed by zoning)
  - iv. Set aside at least 50% buildable land for permanently protected open space, excluding any constrained or unbuildable land
  - v. Remove maximum open space dimensions
  - vi. Discourage road crossings of open space
- Encourage sustainable low-impact housing design and construction, including energy efficient design and use of renewable energy sources such as solar and wind. Encourage innovative housing and subdivision design that minimizes impervious surface.
- Provide ecological site design review during the pre-application process as a service to developers for all subdivision proposals within the study area in order to identify and recommend modifications that would enhance environmental protection.