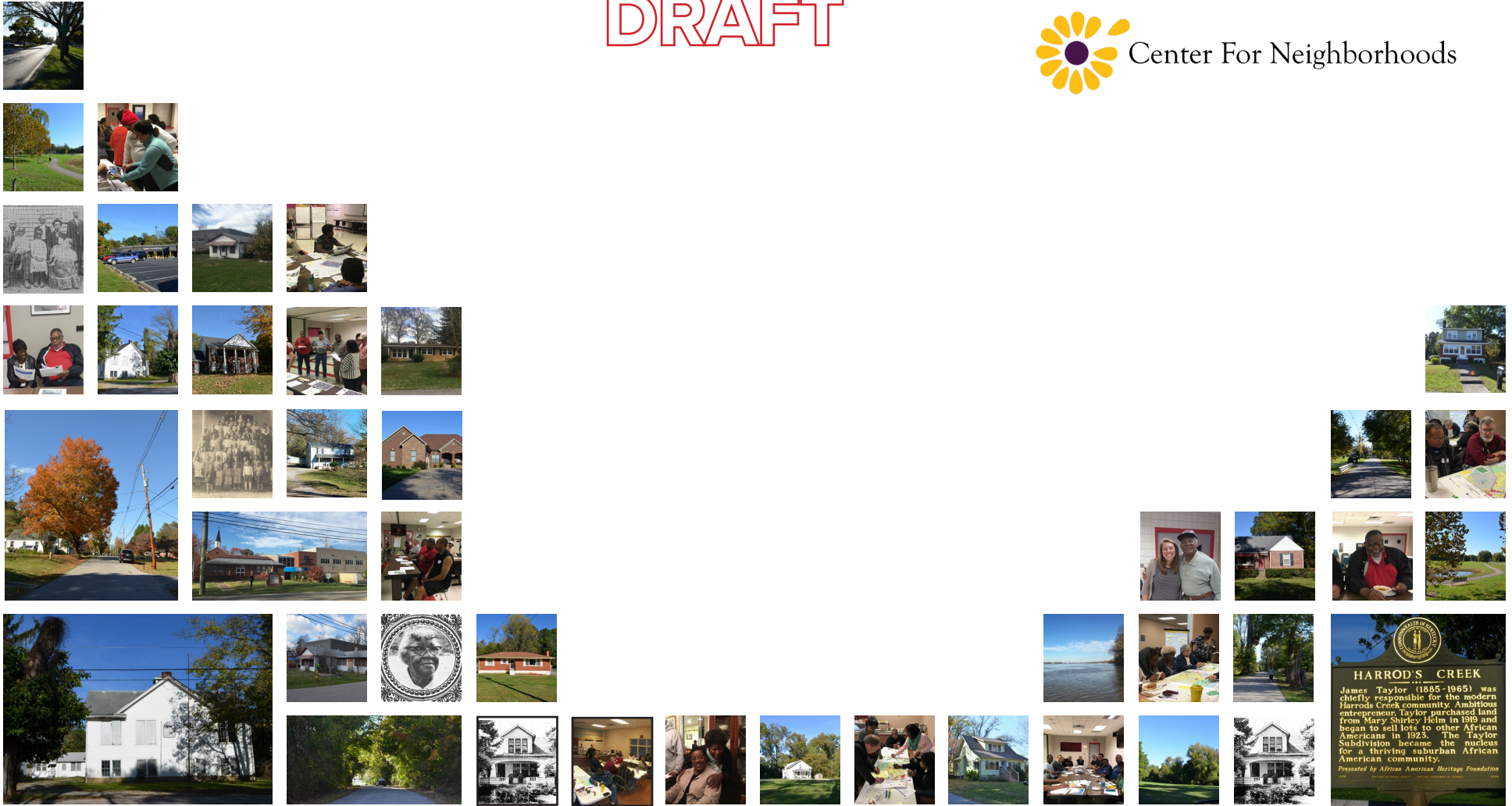


DRAFT



# James Taylor - Jacob School Neighborhood Plan



Adopted Month/ 2018

# ► Acknowledgements

## Neighborhood Plan Advisory Group

<b>Michele Barnett</b>	<b>Arnita Gadson</b>	<b>Forrest Taylor</b>
<b>Jessie Brooks</b>	<b>Wade Helm</b>	<b>Chester Trowel</b>
<b>Charles Dunlevy</b>	<b>Mark Jackson</b>	<b>Charles Weathers</b>
<b>Edith Edmonson</b>	<b>Hunter Louis</b>	<b>Sylvester Wilson</b>
<b>Larry English</b>	<b>Wendell Morgan</b>	
<b>Minnie Foster</b>	<b>Annette Papps</b>	

Special thanks to these partners:

### Louisville Metro Government

Mayor Greg Fischer  
 Mary Ellen Wiederwohl, Louisville Forward  
 Jeff O'Brien, Develop Louisville  
 Gretchen Miliken, Advanced Planning  
 Kendall Baker, Advanced Planning  
 Jeff Brown, Department of Public Works and Assets  
 Cynthia Johnson, Historic Preservation  
 Becky Gorman, Historic Preservation  
 Savannah Darr, Historic Preservation

Seve Ghose, Metro Parks  
 John Calahan, Office of the Mayor  
 Lisa Hite, Metro Parks  
 Milana Boz, Metro Parks

### Metro Council

District 16 Councilman Scott Reed  
 Debbie Carroll, Legislative Assistant

### Metropolitan Sewer District

James A. Parrott, Executive Director  
 Stephanie Laughlin  
 John Loechle

### River Fields

Meme Runyon, Executive Director

This plan was made possible thanks to the vision of the James Taylor-Jacob School Neighborhood Association, the generosity of anonymous donors, and the stewardship of River Fields, Inc.





# Team

## Center For Neighborhoods

For 45 years the Center For Neighborhoods has cultivated grassroots leadership, provided leadership education, partnered with neighborhoods in community planning efforts, facilitated civic dialogue amongst stakeholders and actively participated in neighborhood-based development & improvement projects.

Our mission is to build healthy, sustainable, safe, and attractive neighborhoods through engaged, informed, and committed neighbors. Center For Neighborhoods seeks to enable neighborhoods and resident leaders to articulate and accomplish their vision for community improvement. Effective planning is integral to this. The neighborhood planning process is a critical instance where residents lead the process of planning improvement for the place they call home. Through this process, neighborhoods are able both to discern a broadly-held vision for their community and to develop feasible strategies to implement that vision.

The planning effort was facilitated by staff from Center For Neighborhoods, in partnership with the James Taylor - Jacob School Neighborhood Association. This report was prepared by staff from Center For Neighborhoods.



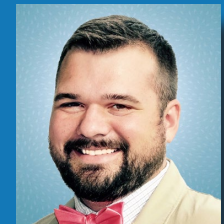
Tom Stephens, AICP  
Executive Director



Jess Brown  
Planning Director



Jackie Floyd  
Neighborhood Liason



Brian Pierce  
Planning & Programs  
Associate

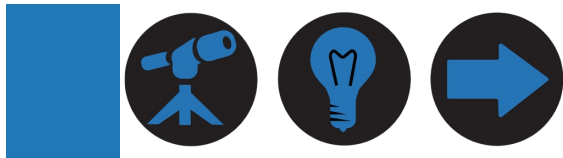


Christi Stevens  
GIS & Data Coordinator



John Hawkins  
Senior Program Coordinator

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# Three Phases to Neighborhood Planning



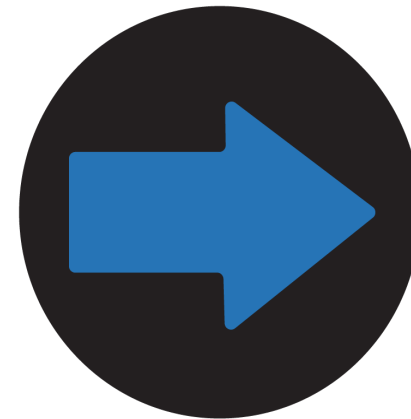
## VISION

The vision for the future, as determined by neighborhood residents.



## KNOWLEDGE

Assessment and technical expertise, data analysis and best practices lead to informed recommendations on how to achieve the vision.



## ACTION

Residents have the tools, capacity, and partnerships to work to achieve the vision for the future, one step at a time.

## FROM THE RESIDENTS OF JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD

**This IS Us!** We are the residents of the James T. Taylor – Jacob School Subdivision and are represented by our Neighborhood Association bearing the same name. We are a historic neighborhood; established in 1922. We have a rich heritage based on the necessity for African-Americans to establish their own sense of pride and community at a time when all opportunities for open, affordable housing were not an option. Our subdivision is unique in that it was and is an example of “a model rural African-American development that was originally owned, designed, developed, and maintained for and by African-Americans”. Our name is reflective of the original owner of the land; Mr. James Thomas Thaddeus Alexander Taylor - a prominent farmer, entrepreneur, and community planner; and the Jacob School on Jacob School Road – erected in 1917 and still standing today; named after a former slave, Mr. Jefferson Jacob, and was among the first of 155 Rosenwald Schools in Kentucky established for educating people of color in a segregated society.

Fast forward to 2017-2018, we are still a prideful, close-knit, largely safe, friendly, clean community. Through the years, our population composition has shifted to a current (estimated) 60%-40% Black-to-White ratio as of the last census in 2010. There are still original homes and homeowners, as well as 2nd and 3rd generation descendants who have purchased or inherited their homes from their parents or grandparents. This is mixed with new homeowners of 10 years or less. There is a large core of residents that know each other by name and wave at each other as we move around the neighborhood by car or walking. Nevertheless, this blended, changing demographic population is challenging to the original intent, historical preservation and significance of the neighborhood; because its momentous importance becomes less clear and less of a priority to new residents who have no true connection, knowledge, and/or interest in the reasons why Historic Preservation is a priority in our Neighborhood Plan. Despite this fact, the task force for the Plan, the participants of the planning workshops, and the make-up of the Association are all reflective of our diverse and blended present community.

Our Neighborhood Plan has been a true work-in-progress. It has spanned a period of approximately 8 years from the first vision of wanting to develop a formalized and recorded goal-oriented path for sustainability that would honor our history and position ourselves to thrive well into the future. The Plan development has taken an entire year and the process has been collaborative, thought-provoking, and inspiring; and has enabled the participants to unite and bond with commonalities and shared goals.

With the help of Center For Neighborhoods and River Fields, our other priorities included within our Plan are: Land Use to preserve a family-oriented, residential character; Natural Resources to address our continued issues with flooding and drainage; and Mobility





to ensure safety for our children and residents and access to adjacent and nearby amenities.

We would say that the enclosed Plan Recommendations are all Priority #1! However, we do understand that progress is a process and requires the buy-in and cooperation of many community entities. We are in agreement and adamant, however, that immediate attention must and should be given to our concerns and goals outlined under “Natural Resources Recommendations”. It addresses the need to “reduce systemic flooding” and “ensure all residences...have adequate protection from flooding” and drainage issues. We are enclosing as an addendum to our Plan, a 4-page letter dated October 9, 2015 to the Metropolitan Sewer District; where we outline concerns of the residents about poorly engineered water retention basins located in nearby Sutherland Farms that impact our neighborhood in a negative way during heavy rains. That situation, coupled with the poor planning and inadequate drainage pipes for the new development of Turtle Run and Lazy Creek Patio Homes off Duroc Avenue, leaves the residents of the James Taylor – Jacob School Subdivision in the crossfire of a problematic and to-date unresolved, neglected condition; despite numerous complaints, pictures, and the acknowledgement by MSD that this is indeed a problem. There must be a fix sooner rather than later for this; as it continues to impact the financial security, health and resale value of homes in our small, yet viable; still largely African-American area! It has also been a hindrance to the vulnerable residents of the Rivers Edge Nursing Home located on Bass Road; as they are in close proximity to Sutherland Farms and Duroc Avenue. We consider this to be an economic issue, a social concern, and a long overdue, overlooked dilemma that we would love to have handled with a sense of urgency.

We look forward to the next steps associated with submitting our Plan, approval from Metro Council, inclusion in Cornerstone 2020 and beyond, and appropriate resources to implement the vision laid out in our enclosed document. We remain hopeful and ready to do our part to support the actions necessary to bring our recommendations to reality. We are committed to working with Center For Neighborhoods, our Metro Council representative, and all the designated subject matter experts that will be assigned the responsibility to work with us. We want to thank Mr. Tom Stephens, Mrs. Jessica Brown, and Ms. Jackie Floyd from the Center For Neighborhoods for their diligence and partnership with guiding us through this arduous process. Thank you for the opportunity to present and implement the enclosed Neighborhood Plan of the James T. Taylor – Jacob School Neighborhood Association.

**This IS Us!**

Submitted November 9, 2017

On Behalf of the Residents of the James T. Taylor – Jacob School Subdivision



## Plan 2040 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.

# ► Executive Summary

## James Taylor - Jacob School Neighborhood Vision Statement

The James Taylor - Jacob School Neighborhood is a family friendly, unified, residential community that retains the character of the historic Jacob School Road community, beginning in 1912, and the African American subdivision founded by James Taylor in 1922.

Now known as the combined historic James Taylor - Jacob School Neighborhood, it is a neighborhood that preserves and promotes its cultural, environmental, and physical assets. while embracing diversity and appropriate growth.

All residents of the James Taylor - Jacob School Neighborhood will have clean air, water, and soil; infrastructure that provides adequate drainage; and safe access to all modes of transportation.

# Land Use Recommendations

## GOAL 1: PRESERVE THE FAMILY-FRIENDLY, SINGLE FAMILY RESIDENTIAL LAND USE AND CHARACTER OF THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD.

	Recommendation	Responsibility	Timeframe
LU1	Preserve and encourage single family residential zoning and use, with low density character, inside the James Taylor - Jacob School Neighborhood.	Louisville Metro Planning and Design	Ongoing
LU2	Limit the zoning of parcels to R-4 or lower intensity inside the James Taylor - Jacob School Neighborhood.	Louisville Metro Planning and Design	Ongoing

## GOAL 2: PROMOTE NEIGHBORHOOD-FRIENDLY LAND USE AND ZONING ADJACENT TO AND SURROUNDING THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD.

	Recommendation	Responsibility	Timeframe
LU7	Discourage non-residential zoning and use along River Road.	Louisville Metro Planning and Design	Ongoing
LU8	Encourage commercial development to occur in established or potentially new shopping centers along US-42.	Louisville Metro Planning and Design	Ongoing





# Historic Preservation Recommendations

## GOAL 1: PRESERVE AND ENHANCE THE EXISTING RURAL AND HISTORIC CHARACTER OF THE JAMES TAYLOR - JACOB SCHOOL ROAD NEIGHBORHOOD.

	Recommendation	Responsibility	Timeframe
HP1	Pursue a local historic preservation district with design guidelines to preserve and enhance the character and aesthetic of the James Taylor - Jacob School Neighborhood.	Neighborhood Association	Medium Term - 3 years
HP2	Pursue the current draft nomination and obtain National Register of Historic Places designation for the eligible James Taylor Historic District.	Neighborhood Association, Louisville Metro Historic Preservation Office, Kentucky Heritage Council, River Fields	Short Term - 1 year
HP3	Pursue the current draft nomination and obtain National Register of Historic Places designation for the eligible Jacob School Road Historic District.	Neighborhood Association, Louisville Metro Historic Preservation Office, Kentucky Heritage Council, River Fields	Short Term - 1 year

# Natural Resources Recommendations

## GOAL 1: ENSURE ALL RESIDENCES IN THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD HAVE ADEQUATE PROTECTION FROM FLOODING.

	Recommendation	Responsibility	Timeframe
NR1	Restrict the use of fill or artificial elevation in new non-critical development or additions to existing structures.	Louisville Metro Planning and Design, Prroperty Owners	Ongoing
NR2	New development, including additions to existing structures, must provide evidence of and adhere to a 100-foot buffer from all streams and creekbeds, per ordinance.	Louisville Metro Planning and Design, Prroperty Owners	Ongoing
NR3	New development must provide an environmental assessment that evaluates a) the potential effects of stormwater runoff from its site, and b) how it plans to infiltrate stormwater and mitigates pre- and post-construction runoff conditions.	Louisville Metro Planning and Design, Prroperty Owners, Developers	Ongoing

## GOAL 2: REDUCE SYSTEMIC FLOODING IN ROADWAYS AND ON PRIVATE PROPERTY.

	Recommendation	Responsibility	Timeframe
NR4	Expedite the installation of a 100-year pipe with appropriate catch basins and other infrastructure on Bass Road, as proposed in the Prospect Area Flooding Analysis and Planning Alternative Development Report, part of the Critical Repair and Reinvestment Plan (MSD 20-year Comprehensive Facility Plan).	MSD, Metro Council	Medium Term - 3 years
NR11	Encourage the use of green infrastructure and other mitigating materials wherever possible.	Louisville Metro Plannning and Design, Public Works, MSD	Ongoing



# Mobility Recommendations

## GOAL 1: IMPROVE SAFETY WITHIN THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD.

	Recommendation	Responsibility	Timeframe
M4	Install speed humps on Bass Road and Shirley Avenue in order to calm speeds, particularly near the entrance to Hays Kennedy Park.	Louisville Metro Department of Public Works, MSD, Metro Council	Short Term - 1 year
M5	Install green infrastructure in the median on Bass Road near the River's Edge Nursing and Rehabilitation Center and the entrance to Hays Kennedy Park, utilizing materials that reflect the existing natural landscape and enhance stormwater drainage. (Retain speed humps as appropriate)	Louisville Metro Department of Public Works, MSD, Metro Council	Medium Term - 3 years

## GOAL 2: PROVIDE SAFE AND CONVENIENT ACCESS AND MOBILITY WITHIN THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD.

	Recommendation	Responsibility	Timeframe
M9	Install paved walking paths along all roadways inside James Taylor - Jacob School Neighborhood, with a priority of Bass Road and Shirley Avenue. Urban sidewalks with curbs and gutter are inconsistent with the historic rural character of the James Taylor - Jacob School Neighborhood.	Louisville Metro Department of Public Works, Metro Council	Medium Term - 3 years

## GOAL 3: IMPROVE MOBILITY TO ADJACENT AREAS AND TO DOWNTOWN.

	Recommendation	Responsibility	Timeframe
M14	Install sidewalks along River Road and US42 from River Road to Del Haven Lane to allow safe pedestrian connections between the neighborhood and commercial areas.	Louisville Metro Department of Public Works, Metro Council, Kentucky Transportation Cabinet	Medium Term - 3 years



# Chapter 1

## Plan Introduction and Purpose



A high-level overview of neighborhood plans and their role in neighborhood development, including a basic introduction to the James Taylor - Jacob School Plan Area and the process for this plan.



# Plan Components

▶ Neighborhood Vision

▶ Historic Preservation

▶ Neighborhood Identity

▶ Environmental Resources

▶ Land Use

▶ Mobility

The James Taylor - Jacob School Neighborhood Plan documents the vision of neighborhood residents for area development and preservation. The residents and stakeholders of the James Taylor - Jacob School Neighborhood use this document to communicate their desires for the community's future.

This plan addresses the required components per Metro Ordinance Chapter 161: Executive Summary, Introduction, Neighborhood Identity, Land Use and Community Form, Mobility, and Implementation Plan. It studies the existing neighborhood conditions, and makes recommendations about how the land should be used and in what form various land uses should be developed. It also studies the many aspects of mobility in and around the neighborhood, making recommendations for improvements to walkability, traffic safety, and access.

Additional components in this plan are based on community input and expressed desires from neighborhood residents and plan participants. The Historic Preservation chapter reviews the traditional land use, housing design, scale, and development pattern, and makes recommendations on how to ensure these unique characteristics remain for future generations. The chapter on Natural Resources describes some of the natural assets of the area, as well as notes the innate challenges regarding maintaining the tree canopy and addressing systemic flooding.



# Plan Purpose

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

Neighborhood plans are an opportunity for residents and stakeholders to shape the environment in which they live. Most importantly, the neighborhood planning process is an opportunity for the community to participate in decision-making regarding the physical nature of their area. The vision and guidelines outlined in a neighborhood plan serve as a resource to developers and others as they seek to improve the area. The plan serves as an organizing tool for neighborhood residents as they seek to preserve their existing community and garner support around needed improvements for future quality of life.

Neighborhood planning coordinates citizens and other stakeholders around implementation strategies that help make their combined vision a reality. Through the implementation plan, they can decide upon specific action steps to improve their neighborhood. The more specific, the easier to achieve. More complex recommendations may require cross-sector coordination or support from governmental agencies and private sector partners over the long term.

The need for this plan was identified more than a decade ago by neighborhood residents and other stakeholders interested in preserving the natural and cultural assets of the area. While the James Taylor - Jacob School Neighborhood is a stable, quiet community, it faces challenges with development pressure and needed updates to stormwater and transportation infrastructure. There is not an existing neighborhood plan. This planning process has provided an opportunity for building social cohesion between neighborhood leaders, residents and stakeholders as they came together to forge common goals and objectives. It has also been a capacity building experience for many neighborhood leaders and residents as they work with planning staff to assess current conditions and explore potential strategies. Center For Neighborhoods staff will support the neighborhood association as it continues to grow its internal capacity and implement the plan recommendations. This planning effort is supported by the James Taylor - Jacob School Neighborhood Association and River Fields, Inc.



# Plan Process

This planning process has been successful primarily due to the commitment of the Neighborhood Plan Task Force members, the James Taylor - Jacob School Neighborhood Association, as well as area residents and stakeholders who gave their voice and supported the development of this neighborhood plan.

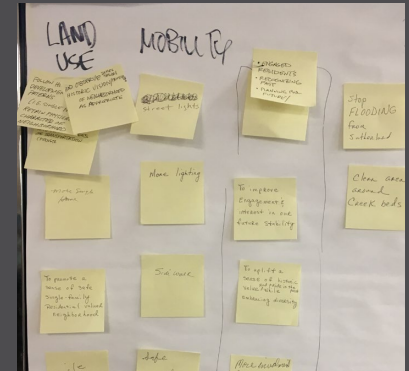
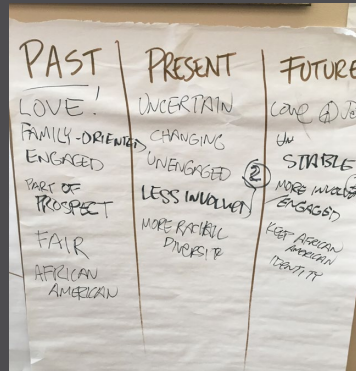
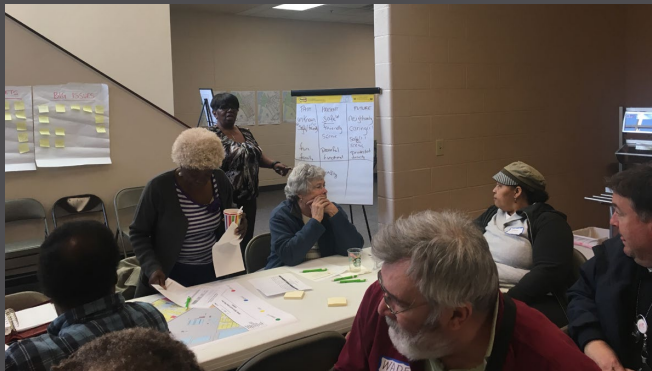
Planning staff at the Center For Neighborhoods began introductory background research in early 2017. Data collection and analysis continued throughout plan development, informing content and recommendations.

The role of the Neighborhood Plan Task Force is to inform the planning process and assist planning staff in tailoring the process and engagement to fit the neighborhood's unique identity and needs. The Task Force also reviewed drafts of recommendations and the plan document before it was presented to the general public to ensure accuracy and completeness. The Task Force first met on February 8, 2017 to discuss the planning process and engagement strategies. Throughout the plan process, members supported outreach efforts by canvassing the neighborhood alongside Center For Neighborhoods staff and making phone calls to invite participation in workshops. Task Force members provided input for plan development at the community workshops and met with planning staff individually, as well as during formal meetings on July 24, October 5, and November 7, 2017. The advisory group continued to meet and refine the plan document throughout 2018.

Center For Neighborhoods staff utilized varied outreach strategies to engage neighborhood residents in the planning process. Meeting notifications went through the existing network of the James Taylor - Jacobs School Neighborhood Association and to Harrod's Creek Baptist Church, which is a central institution in the neighborhood. Because a large number of area residents are older in age, and less likely to be connected electronically, traditional door-to-door canvassing was also completed prior to workshops and the public meeting. To the right, staff members canvassing door to door prior to the first community workshop in March, 2017.



The first community workshop was held Saturday morning, March 18, 2017 at Harrod's Creek Baptist Church. At this workshop, community members and stakeholders gave input on the neighborhood vision and issues related to land use and mobility. As workshop attendees entered the space, they were greeted with a gallery walk of maps of the James Taylor - Jacob School Neighborhood. Planning staff introduced themselves and informally talked with residents about the area. Workshop participants were asked to fill out "Past, Present, Future" cards, which captured phrases of how the neighborhood is viewed in those timeframes. The next exercise built upon these common themes, asking workshop participants to write on post-it notes what they would consider the core values of their neighborhood. Facilitators then organized these values into categories addressed in a neighborhood plan: environment, mobility, land use, and more. This input was taken by planning staff to craft a draft vision statement and goal language. Participants also completed the PARK exercise, in which they worked with planning staff to mark on a land use map the items and uses they would like to preserve, add, remove or keep out. This input was used by planning staff to craft goal language and some of the objectives for the Land Use and Community Form plan component. Participants then used a transportation network map to mark destinations and pathways where they currently walk or bike and where they wish they could walk or bike, as well as roadway and safety issues. This input was used by planning staff to craft some initial objectives for the Mobility plan component.



A second community workshop was held Saturday morning, June 17, 2017 at Harrod's Creek Fire Station. Staff led community members and stakeholders through a deep dive on land use and mobility. For each component, draft language based on previous input was presented and refined. Workshop participants worked in small groups to create objectives and action steps that would lead to the realization of each goal. Then, participants used colored dots to indicate preference on brainstormed objectives and strategies. Workshop two was also the introduction to two additional plan components: Historic Preservation and Natural Resources. Initial educational presentations were given by content experts from the Louisville Metro Historic Preservation Office and an Environmental Engineer. Afterwards, participants worked in small groups with planning staff and content experts to review previous input on these topics and begin to develop discuss challenges and opportunities, and begin to define broad goal and objective language.





The third workshop was held August 24, 2017, and served as a deep dive into Historic Preservation. Planning staff presented previous input and participants refined goal language. The Louisville Metro Historic Preservation Office was in attendance again to provide technical support. Planning staff provided several scenarios for future development and housing types based on current zoning and some potential development guidelines. Participants were able to ask questions and discuss scenarios, and begin to create some consensus around objectives and action steps.

A fourth workshop was held September 7, 2017 to finalize recommendations around Historic Preservation and to do a final review of the Natural Resources component. Planning staff gave a brief report back from workshop three and participants completed a survey to provide final clarity for some of the recommended design guidelines. Planning staff needed input on three remaining aspects of the Natural Resources component: flooding, connectivity between the Louisville Loop and Hays Kennedy Park, and strategies to address the tree canopy. Planning staff set up stations for each issue area, enabling each participant to have input on each issue. The input received was used to finalize plan recommendations.

Towards the end of plan development, Center For Neighborhoods planning staff worked with partner agencies to refine the plan recommendations. Thank you to each of the following agencies for your input and crucial additional information that was used to inform this plan and recommendation language: Louisville Metro Office of Advanced Planning, Louisville Metro Historic Preservation Office, Louisville Metro Parks, Metropolitan Sewer District, and Louisville Metro Department of Public Works and Assets.

The public meeting to review the draft document and final recommendations was held in an open house style at the Harrod's Creek Fire Station on Saturday, November 11, 2017. The James Taylor - Jacob School Neighborhood Association grilled lunch to encourage participation and a relaxed, welcoming atmosphere.



# Neighborhood Plan Area

This neighborhood plan is focused on the James Taylor - Jacob School Neighborhood. Some recommendations may refer to areas that are not within the plan boundary, but that may have a direct impact on the quality of life in the James Taylor - Jacob School Neighborhood.

The James Taylor - Jacob School Neighborhood sits within the wider context of the far eastern edge of Jefferson County. This part of Louisville Metro is a sprawling, upper middle class suburban area. Also in this area, and nearby the neighborhood plan area, is the city of Prospect, a home-rule city that is in both Jefferson and Oldham Counties. Prospect is a sprawling bedroom community of 4,851 people, 91.4% of which identify as White, 3.6% as African American. While income and housing options vary, the median household income in Prospect is \$113,711 and the homeownership rate is 94.5% . By comparison, Jefferson County as a whole is 70.6% white, 22.9 African American, a median household income of \$49,439, and a homeownership rate of 59.7% (2017 American Community Survey).

The James Taylor - Jacob School Neighborhood has a distinct and historically rooted African American population, unique to the rest of the area. At the time of its founding, the neighborhood was deed restricted to African Americans, and for three generations was comprised mostly by family of original homeowners. Since the late 1990's, and at an increasing rate in the last 10 years, the neighborhood has seen shifts that echo the larger sprawling development of eastern Jefferson County and Prospect.


The Louisville Water Company owns and operates a facility with offices and open water sources on the western side of the neighborhood. The portion of the Water Company's property that runs along Jacob School Road is primarily wooded and undisturbed. There is limited traffic and service vehicles driving around the property as well as entering and exiting onto River Road during weekday business hours.

James Taylor - Jacobs School Neighborhood is approximately 11 miles from downtown Louisville. Approximately nine of those eleven miles travel along the River Road Scenic Byway, which offers beautiful views of the Ohio River, adjacent farmland, and winding wooded green spaces. Natural areas along this section of River Road include Carrie Gaulbert Cox Park, the historic Louisville Water Tower, and the 700 acre, 3 mile long historically significant Country Estates of River Road Historic District. Further down river the corridor includes connections to Waterfront Park and the Big Four Pedestrian Bridge in downtown Louisville. Set on the edge of Jefferson County, the neighborhood offers a scenic, rural feeling with access to recreational opportunities while still being convenient to the central business district, as well as east end shopping and amenities.







 Neighborhood Boundary



# Aerial Overview





# General Overview

The James Taylor - Jacob School Neighborhood is a small area at the northeastern edge of Jefferson County. It borders the Ohio River and the riverfront homes of Beechland Beech to the north, the city of Prospect to the east, River Road to the south, and the Louisville Water Company property to the west. Homes on Jacob School Road, Shirley Avenue, Bass Road, Duroc Avenue, Riverway Drive, Rest Way, and the homes along the north side of Upper River Road from Jacob School Road to Sedgewicke Drive are included in the neighborhood. The majority of the neighborhood is single family residential, with several historic properties, a public park, nursing home, and local institutions. Most of the neighborhood plan area has been deemed eligible as a National Register Historic District. A relatively secluded area, the James Taylor - Jacob School Neighborhood represents quaint, quiet living set within the context of a naturally beautiful landscape and a rich cultural heritage.


The neighborhood's proximity to the Ohio River and natural floodplains and wetlands dictate much of the natural surroundings. The neighborhood streets are fairly wooded and wind through the natural floodplain. The neighborhood's southern boundary abuts River Road, part of the River Road Scenic Byway, which offers some of the best views of the Ohio River and countryside.

Within the planning area lie several community amenities: Hays Kennedy Park, which is owned and operated by Louisville Metro Government through Metro Parks, has open spaces, recreational fields, basketball courts, shelters, playgrounds, and walking paths. Immediately east of the park is the Garvin Brown Nature Preserve, a protected farmland and wetlands preserve with public trails, which is preserved, owned, and maintained by River Fields, Inc. River's Edge Nursing and Rehabilitation Center is on Bass Road just before the entrance to the park, and serves the wider community through short and long-term care. Harrod's Creek Baptist Church sits on River Road between Bass Road and Duroc Avenue. An integral component of the neighborhood's daily life for generations, the church offers weekly services, family programming, and recreational facilities.

The Jefferson Jacob School, one of only three Rosenwald schools remaining in Jefferson County, is located on Jacob School Road, on the western side of the neighborhood plan area. This was the first settlement in the neighborhood. The first phase of historic James Taylor subdivision was along Shirley Avenue. Further development within similar characteristics along Bass Road and Duroc Avenue comprise additional phases of the James Taylor subdivision with later development along Riverway Drive and Rest Way making up the remainder of the planning area.





 Neighborhood Boundary



Base Map



# Chapter 2

## Neighborhood Identity



A brief history of the James Taylor - Jacob School Neighborhood and a tour of defining physical and cultural characteristics, including census data and results from a Quality of Life survey taken by area residents.

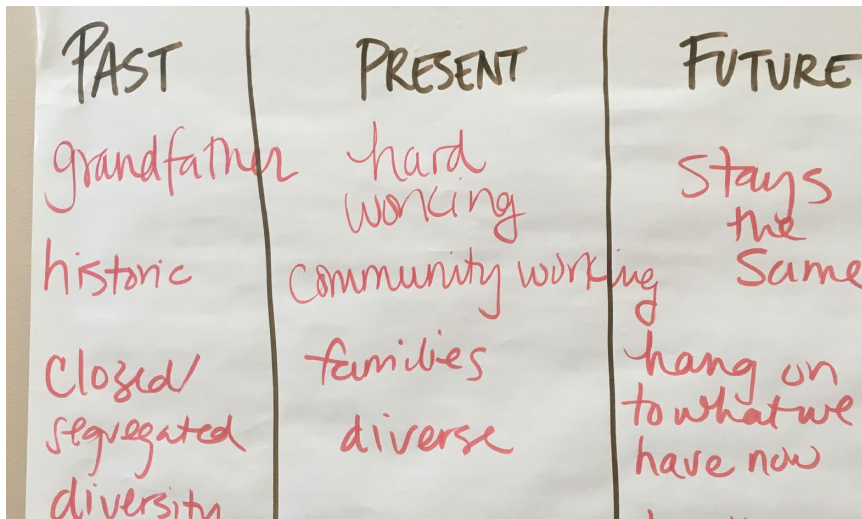


# James Taylor - Jacob School Neighborhood Vision

The James Taylor - Jacob School Neighborhood is a family friendly, unified, residential community that retains the character of the historic Jacob School Road community, beginning in 1912, and the African American subdivision founded by James Taylor in 1922.

Now known as the combined historic James Taylor - Jacob School Neighborhood, it is a neighborhood that preserves and promotes its cultural, environmental, and physical assets. while embracing diversity and appropriate growth.

All residents of the James Taylor - Jacob School Neighborhood will have clean air, water, and soil; infrastructure that provides adequate drainage; and safe access to all modes of transportation.



Resident input during the visioning process. Workshop participants described the neighborhood in the past, present, and how they hope it to be in the future.



Some of the task force members after a meeting in a neighbor's home. The task force encompasses those who are new to the neighborhood as well as those whose families have lived there for generations.

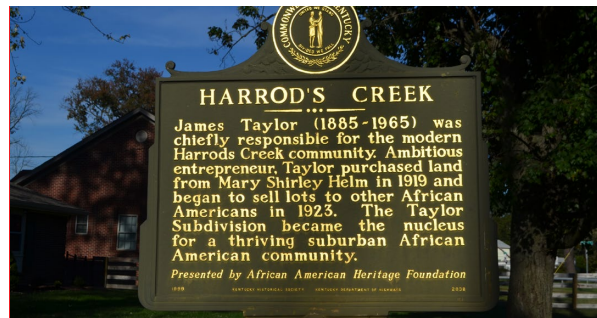


# Neighborhood Identity

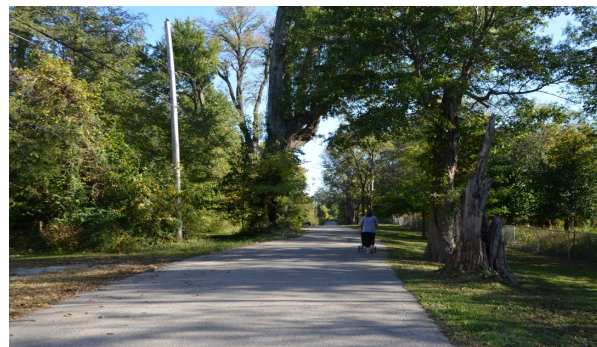
The James Taylor - Jacob School Neighborhood is a historic African American community within the larger Harrods Creek community and made up of distinct development along Jacob School Road and within the James Taylor subdivision. Following the earlier settlement of the Jacob School Road and the Rosenwald School, James Taylor founded the subdivision in 1922 with the purpose of providing homes to African American families in the area, who previously did not have access to purchasing their own land.



One of the oldest homes in the neighborhood, located along Jacob School Road near the Jefferson Jacob School, formally owned by Laura Jacob Ingram Badgett.



Traditionally this general area is known as Prospect/Harrod's Creek. The Neighborhood Association chose to change its name to honor its unique history in 2014, creating the new neighborhood name "James Taylor - Jacob School Neighborhood Association".



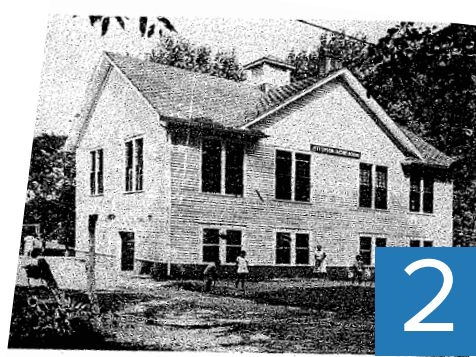
Neighborhood roadways are wooded, narrow, and reminiscent of the neighborhood's rural history.



Some families have lived in the neighborhood for generations. Pictured here is the Brooks family approximately 100 years ago.







1. Students and teachers in front of the Jefferson Jacob School circa 1927 (Filson Historical Society); 2. The Jefferson Jacob School, 1953. At the time it served as a school and year round recreational facility (Kentucky Heritage Council); 3. Stakeholders, historians, and residents at the school grounds in 2008 (River Fields, Inc.); 4. Children playing on the school grounds when it served as an African American only school (Kentucky Heritage Council); 5. The current context of the school grounds, complete with yard and exterior kitchenette (which later served as a Senior Citizen Center).

## Jefferson Jacob School

Opened in 1918, the Jefferson Jacob School was one of the first Rosenwald Schools in Kentucky, and served African American children and families. The school and an additional kitchenette (1919) were built using community funds and labor, with assistance from the Rosenwald Fund. The school remained open until 1957. The Jefferson Jacob School was the community gathering place and cultural center of the neighborhood.

After public school integration, it closed and the Prince Hall Masons purchased the building. It continued to serve as an important community meeting place for many years, but unfortunately fell into disrepair. In 2012, it was placed on the National Register of Historic Places. The school building and kitchenette are currently undergoing restoration, overseen by the masons and a board of community stakeholders. The school was one of seven Rosenwald Schools in Jefferson County, with only three remaining today.



# Neighborhood History

After the civil war, African Americans in the Jefferson County/Harrods Creek area were mainly tenant farmers or employees in White homes and businesses. The catalyst for development of the James Taylor - Jacob School neighborhood area began when the Rosenwald Fund, which assisted African American communities across the country to provide access to education, provided resources to create a neighborhood school. Named for the first free African American counted in the Harrod's Creek census, the Jefferson Jacob School was constructed along Jacob School Road using volunteers, donated materials, and Rosenwald Fund support.

James T. Taylor, a farmer and owner of a small real estate company, purchased land adjacent to Jacob School Road and began raising livestock. He soon created a subdivision and sold parcels to African American families. Taylor dreamed of creating a place for African Americans to own land and enjoy the conveniences of the modern suburb. This development is significant to national African American history because it is the only known example of a modern subdivision originally created and maintained solely by and for African Americans, and was one of the few places in the region where African Americans could purchase land (Turley Adams, n.d./Nancy Theiss, Courier Journal, 2015).

The families that moved to the area had strong familial and social connections, resulting in a close-knit community. The significance and resiliency of the James Taylor - Jacob School neighborhood is weighted more when considering the development occurred during the era of segregation and Jim Crow. Neighborhood residents state an attachment to this history, seeing it as foundational to the character and values of the neighborhood itself.

**1870**

Escaped and former slaves lived in agricultural lands and as tenant farmers in Harrod's Creek, including the families of Thomas Taylor, Jeff Taylor, William Taylor, George Taylor, Jefferson Jacob, Lewis Brooks, and Henry & Isaac Merriweather.

**1918**

The Jefferson Jacob School opens with two teachers and eight grades.

**1922**

James T. Taylor begins to subdivide land along Shirley and Duroc Avenues to sell to African American families.

**1950 - 1970**

Further subdivision creates Restway and River Way Drive.

**1957**

Jefferson Jacob School closes and students are transferred to integrated schools.

**1974**

Hays Kennedy Park is dedicated in honor of long time James Taylor neighborhood resident Hays Kennedy.

**1916**

Two acres are purchased using Rosenwald funds to establish the Jefferson Jacob School.

**1920**

James T. Taylor purchased land from A.E. Shirley Farm and begins raising livestock.

**1924**

James T. Taylor begins to subdivide homes along Bass Road.

**1950's**

James S. Taylor creates a riverfront subdivision, Beechland, and docks for African American use.

**1970's - Present**

Neighborhood experiences youth emigration.

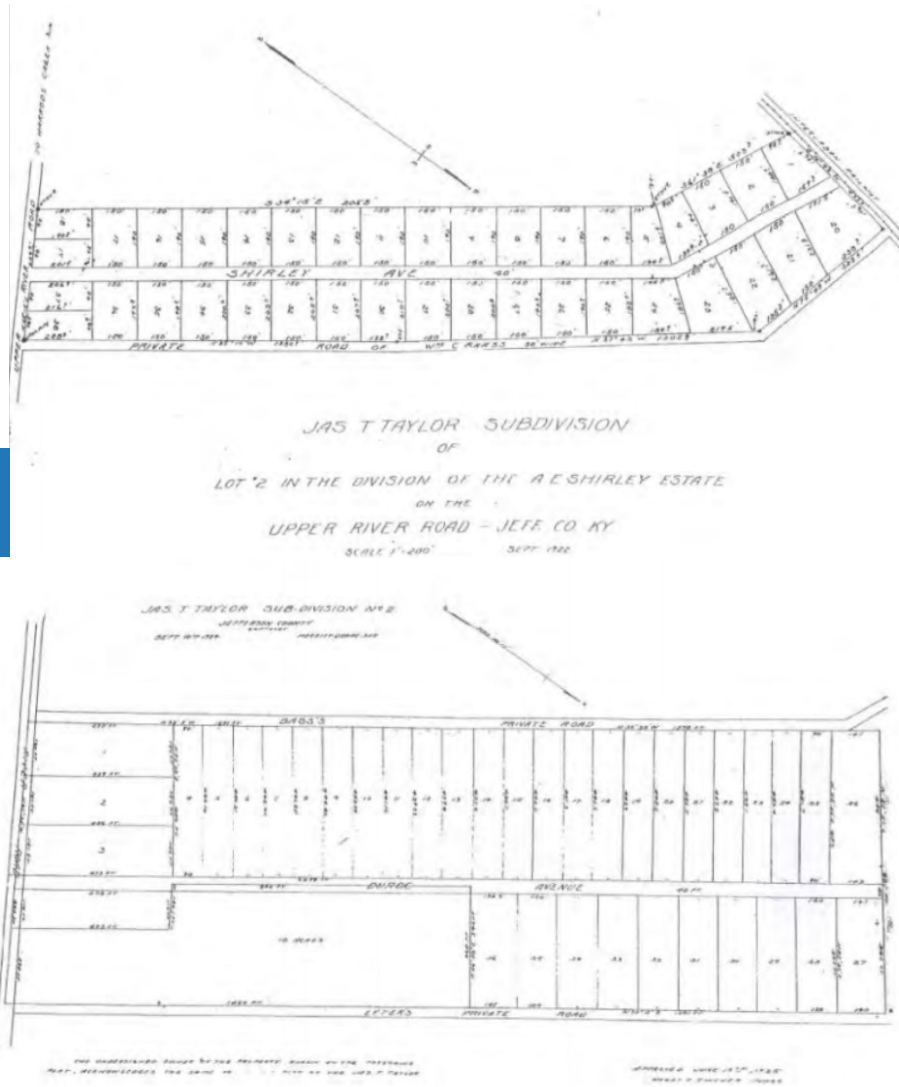
**1990's - Present**

Development pressures are felt from building of adjacent Sutherland Estates, condominiums on Duroc Avenue, and larger homes within the neighborhood.



# Neighborhood Development

1



Following the impetus of the Jefferson Jacob School opening, James Taylor began dividing and selling the land in 1922, after the Jefferson Jacob School was opened. The first subdivision was created along Shirley Avenue. More housing was developed along Duroc Avenue immediately following. Original subdivision plans require minimum lot sizes of 9,000 square feet.

James S. Taylor, the son of James T. Taylor, continued his father's vision and further developed the land. He created the river-front subdivision "Beechland" at the end of Bass Road, which is currently Beechland Beech. He later created another phase of development along Riverway Drive and Rest Way.

The development plans established large, suburban lots that enabled large gardens for self-sufficiency, coupled with smaller traditional wood frame housing set back on the lots to provide a rural character.

1. The original subdivision plans, reprinted from the Louisville City Archives.







## Defining Characteristics

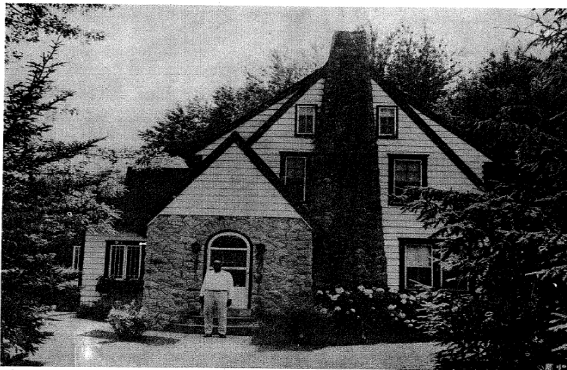
The James Taylor - Jacob School Neighborhood is clearly defined by its historic founding, its cultural assets, and familial characteristics that are still present today. The housing stock in the neighborhood visually tells the story of the generations of families who have lived in the neighborhood and grown over time. Many have raised families there and have passed their homes or land down to the next generation. Some have put small additions on to the original homes. Some have ramps that signal residents are aging in place. Relations still hold the oral histories of those who have lived in the neighborhood; the best source of information is the elders of the community. The care neighbors take for their homes is as much to honor the rich heritage as it is to preserve it for future generations. Historic homes are wood frame structures with small massing and large setbacks. Styles include craftsman, cottage, ranch, and vernacular housing typical to suburban development between the 1920's and the 1960's.





Known as Ms. Ake's place, this local restaurant served residents and area workers. It also used to be the home of a retired Tuskegee Airman.

Built in 1962 on Shirley Avenue, the home of Art Walters, inductee into the Civil Rights Hall of Fame and past president of the Louisville Urban League. His daughter, Mrs. Barnett, who is an active member of the neighborhood association and plan task force, lives there today.



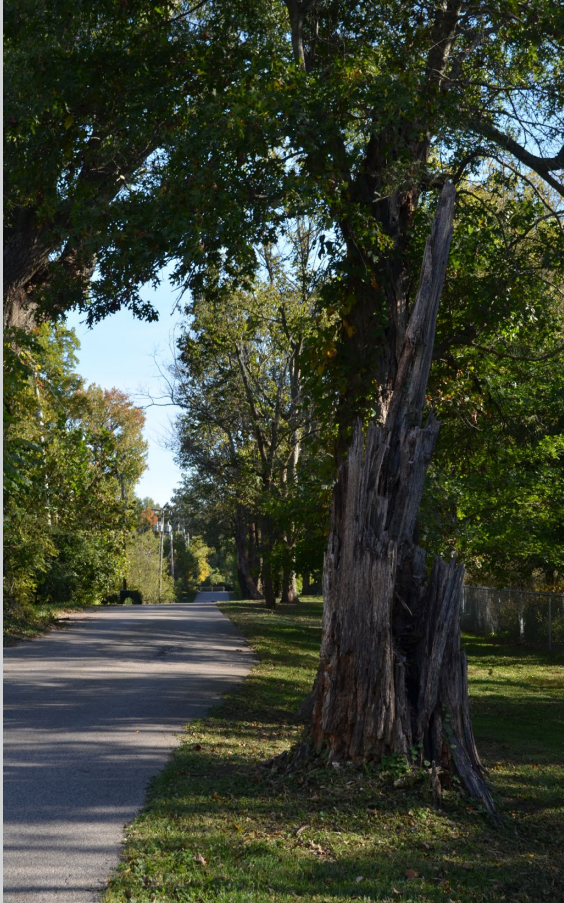
James T. Taylor in front of his home, 30 years after the founding of the James Taylor Subdivision, and then in 2017. Mr. Taylor is said to have spent a significant amount of time nurturing his trees and garden.



One of the first homes built in the neighborhood, on Shirley Avenue, pictured here in 1953 and then again in 2017.







Jacob School Road is a narrow, gently winding rural road, which provides natural beauty reminiscent of the area's agricultural past and low density development pattern.

## Jacob School Road

Jacob School Road has maintained a distinctly rural feel on most of the street. It's development pattern is traditionally larger lots, ranging from two to three acres. Some parcels remain this large and others have been subdivided down to an acre or may have multiple structures on the existing lot. Nearly all the homes along Jacob School Road are set back, away from the road, many with long driveways. Housing types range from small wood frame homes to farmhouses to large scale, newly developed homes.

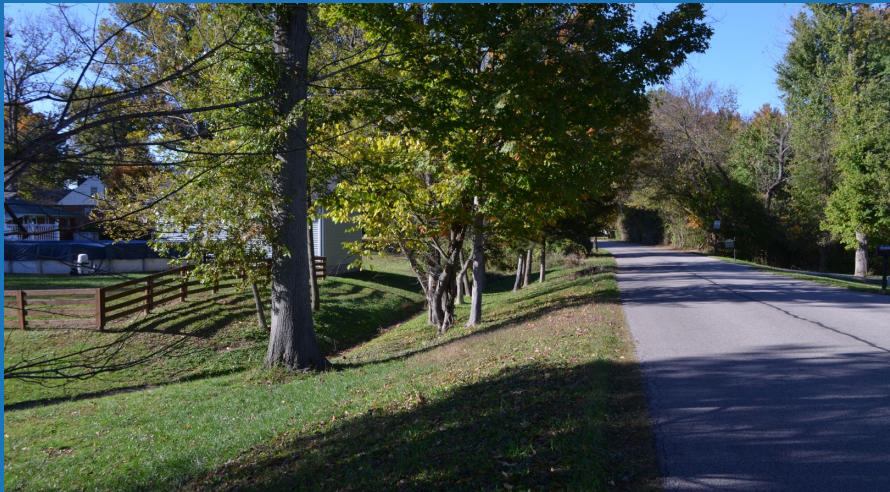




## James Taylor Subdivision

The original James Taylor subdivision can be generally described by the large parcel size and rural suburban rhythm. The parcel size was intentionally large in order to create space for families to independently farm and raise livestock. Today, some remaining at the original one or two acres, and others have been subdivided but are still quite large. Structures face the road squarely and many have large side lots and backyards. Some have multiple structures on the same lot that have historically served different purposes.

As shown in the original James Taylor subdivision plans, many lots on Shirley and Bass Road are so large that they extend all the way to adjacent street. Pictured below is an example: a segment of Bass Road, which only has views of backyards from homes that front on Shirley Avenue.



## Riverway Drive and Rest Way

Located at the back of the neighborhood, this area was the last phase of the Taylor's subdivision development. These two streets have smaller, denser lots, but are still spacious. Lot sizes range from 1/4 acre to over an acre at the end of the roadways and backing up to Hays Kennedy Park. Homes in this area reflect the ranch style typical to 1960's era during which they were built.





# Environmental Assets

Wooded neighborhood roadways provide a rural feeling within the neighborhood and preserve the traditionally forested landscape of the area. Pictured is the tree-lined Bass Road.



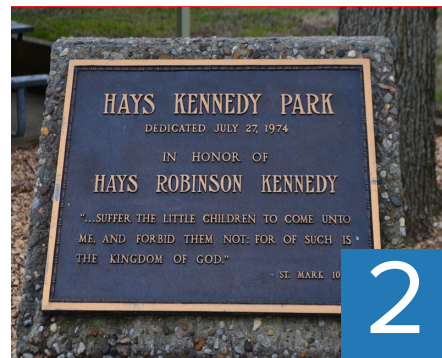
The neighborhood's proximity to the Ohio River and the floodplain provides open spaces available for recreational activities and access to preserved natural wildlife habitats. Hays Kennedy Park is inside the neighborhood boundary, and the Garvin Brown Nature Preserve is adjacent.



Creekbeds and native wetlands cross the neighborhood in two locations.







## Hays Kennedy Park

Hays Kennedy Park hosts a variety of public recreational amenities: a playground, a walking path, a new cricket pitch, basketball courts, a baseball field, a soccer field, tennis courts, pavilion, and a dog run area. It provides access to walking trails and the adjacent Garvin Brown Preserve. With views of the Ohio River, the park and nature preserve are a magnificent display of the area's natural beauty, while also preserving the floodplain, natural habitats and wetland areas.



1. The park is named for Hays Robinson Kennedy, a James Taylor subdivision resident and foundational Jacob School and community center volunteer (Metro Parks); 2. The historical marker at Hays Kennedy Park; 3. Hays Kennedy's house still stands in the neighborhood at 6713 Jacob School Road; 4. Basketball courts at the park; 5. The pavilion and playground in use; 6. The walking path encircles the east side of the park.





# Neighborhood Demographics

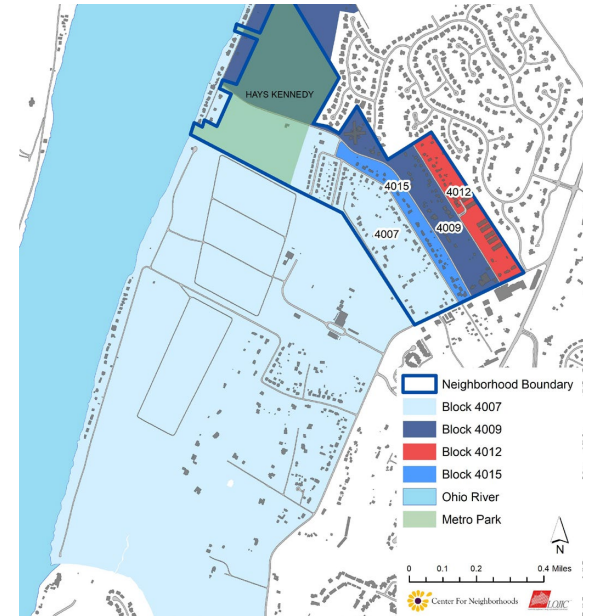
## DATA ANALYSIS

Neighborhood boundaries do not always follow standardized data collection boundaries, such as those used by the U.S. Census Bureau. For these reasons, demographic analysis is challenging, particularly for such a small population area. The location map here shows the mismatch of the plan area to census block designations. Census blocks 4009, 4012, and 4015 are primarily used for this analysis because this presents a focused summary of the neighborhood. However, Census block 4007 is used when useful for comparison when there are limitations. This is important to know because there is a relatively large population difference; including 4007 more than doubles the population, and it is difficult to discern which people included in the analysis live in the James Taylor - Jacob School Neighborhood, as those counts also include the adjacent Transylvania and Rosewell subdivisions. Except for when otherwise noted, the data source for this analysis is 2010 Census Data, due to the availability of data points at such a small, neighborhood scale. American Community Survey data is not reliable for this small area.

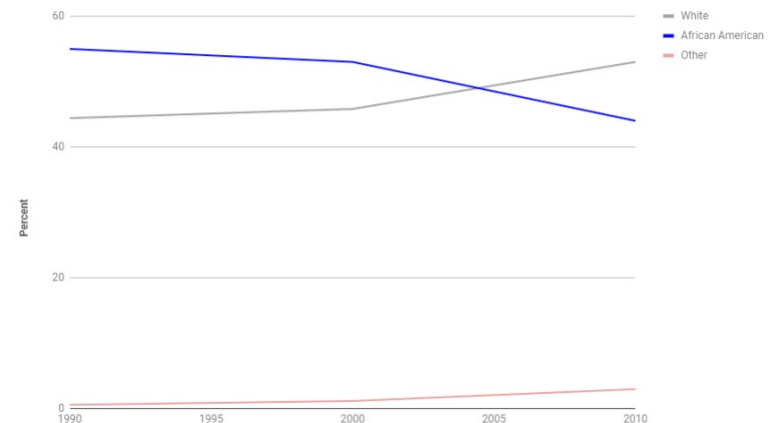
## POPULATION CHANGE

The James Taylor - Jacob School Neighborhood has always been a small community. As stated above, the total population is difficult to discern based on existing census data. However, there are an estimated 170 homes in the neighborhood. The population of Census blocks 4009, 4012, and 4015 is 277 individuals, however when adding in Census block 4007 the total population is 628. For comparison, the 2010 population of Jefferson County was 597,337.

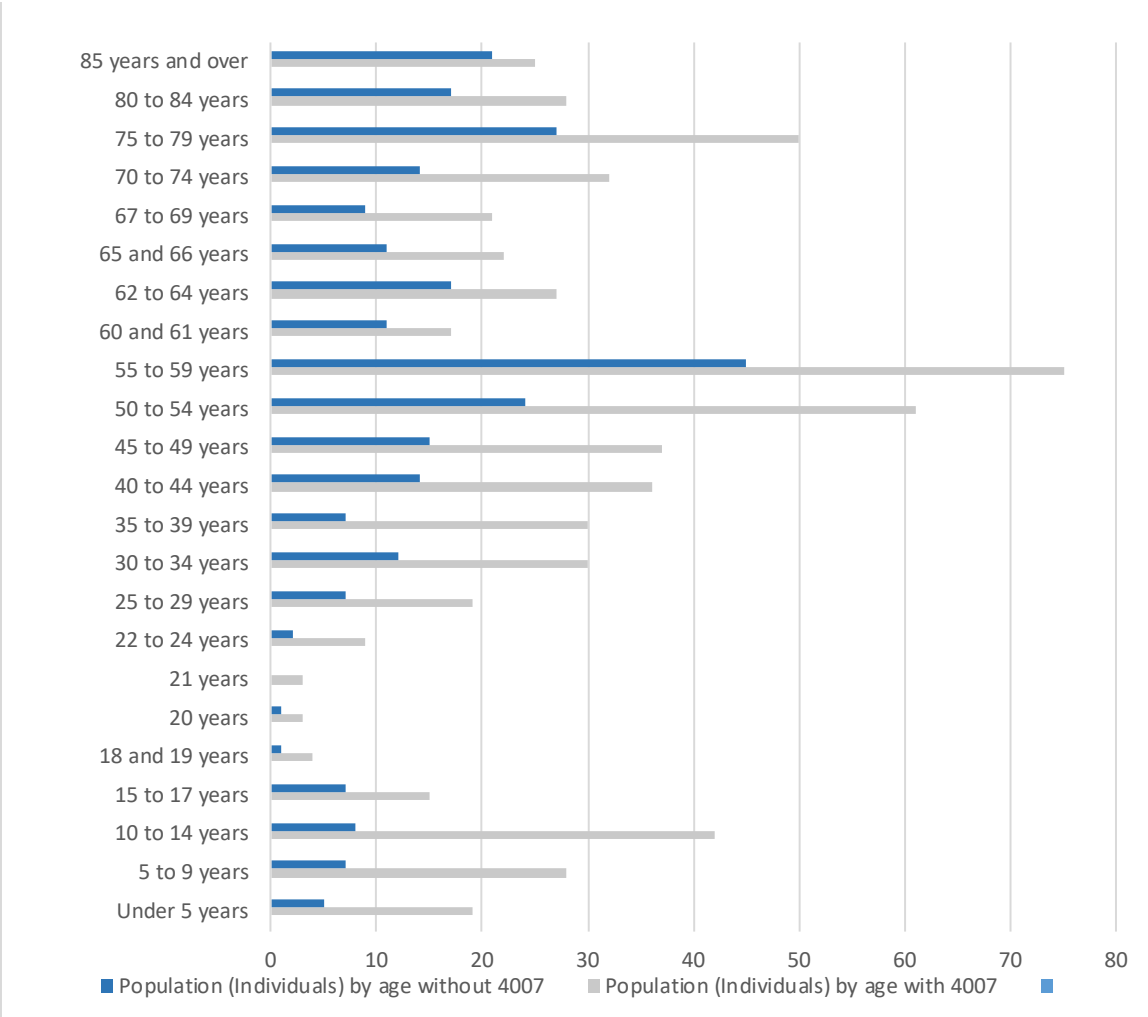
Residents noted that there has been changing population trends in the neighborhood in recent memory. An analysis done by the Center For Neighborhoods in 2013 illustrates the shift in racial makeup over the last 20 years (U.S. Census). Once an exclusively African American community, the James Taylor - Jacob School Neighborhood is becoming more diverse.



Racial Diversity 1990-2010



AGE DISTRIBUTION



Data Source: 2010 Decennial Census

Across the nation, the population is aging. James Taylor - Jacob School neighborhood is no exception. In the chart on the left, the population is broken down by age range. The blue areas on the chart consider the primary analysis area of the neighborhood. It shows a significantly older population, with a small proportion of youth and young adults. The gray area on the chart includes the Census block 4007 for comparison. This is necessary because the primary analysis area includes a nursing home, which could sway results, and excludes homes that planning staff have identified have younger families. The gray analysis still reflects an overall aging population, but also includes residents that live outside the planning area. When asked about aging in the neighborhood, residents agreed that in general the community was aging, and that while there are some younger families that are moving back into the area, a majority of existing residents are older in age. When compared to all of Jefferson County as a whole as well as the MSA, James Taylor - Jacob School Neighborhood residents are older in age.



James Taylor - Jacob School Neighborhood



Louisville Metro/ Jefferson County



Metropolitan Statistical Area

MEDIAN AGE



# Economic Profile

Area Economic and Housing estimates are available at the block group level (Census Tract 75.02, Block Group 4), which includes the planning area as well as many adjacent neighborhoods. The data overall reflects a higher income and education level than the medians for Louisville Metro and the MSA. In the available data set, the unique characteristics of such a small area as the James Taylor - Jacob School neighborhood are indecipherable. What we do know about the James Taylor - Jacob School Neighborhood Plan area from engaging with residents and qualitative data is that many of the residents report a lower income than their counterparts and that there are more retirees. The fact that residents in the James Taylor - Jacob School sub-area have different demographic and economic characteristics may help explain some of the development pressure they face.

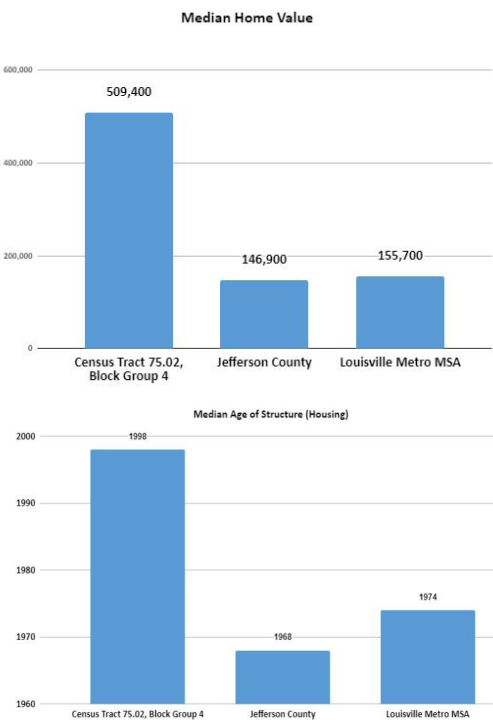
	Census Tract 75.02, Block Group 4	Jefferson County	Metropolitan Statistical Area
Total Population	1,444	606,237	1,278,203
Median Household Income	\$ 181,641	\$ 49,439	\$ 54,628
Unemployment (Age 16+)	9 %	7 %	4 %
Families Below Poverty Level	2 %	12 %	9 %
Educational Attainment (Age 25-64)	1,297	330,518	876,224
Less than High School	8 %	10 %	11 %
High School Diploma/GED	16 %	27 %	30 %
Some College	29 %	33 %	31 %
Bachelor's Degree or Higher	31 %	30 %	28 %
Top 3 Occupations (Age 16+)	799	297,569	662,057
Management, Business, Science, Arts	63 %	35 %	35 %
Sales, Office	24 %	25 %	25 %
Service Occupations	11 %	17 %	16 %

Data Source: 2010 U.S. Census, American Community Survey 2017 5-Year Estimates



# Housing Profile

Median Housing estimates are available at the Block Group level. Similar to the Economic Profile, the data of the wider area reflects a more affluent population as compared to Louisville Metro as a whole or the MSA. And, similarly the data does not echo the self-reporting from the James Taylor - Jacob School neighborhood residents. Homeownership is extremely high, and mortgage rates hint at the differences in homeowners themselves: when drilling down to the census blocks 4009, 4012, and 4015 there are only a small fraction (10, 14, and 24%) of homes that are owned with a mortgage or a loan, compared to 97% of homes in the adjacent Census block 4007. This could be due to to: increased age of homeowner, relative length of time living in the neighborhood, and lower cost of the home.



## MEDIAN HOME VALUE

The median home value in the area which includes James Taylor - Jacob School Neighborhood is much higher than the median in Jefferson County and the Metropolitan Statistical Area. However individual residents reported singificantly lower home values than the reported median. This supports the stated development pressure narrative, as housing demand increases and less expensive homes are purchased or redeveloped. (Source: 2017 ACS 5-Year Estimate)

## MEDIAN AGE OF HOUSING

Housing stock in the James Taylor - Jacob School Neighborhood is older than the adjacent neighborhoods. This is primarily an effect of the period in which this neighborhood was developed. Data including the surrounding neighborhoods illustrates how much new development has occurred. The median age of housing is significantly younger than the rest of the county and MSA. (Source: 2017 ACS 5-Year Estimate)

263

OCCUPIED HOUSING UNITS

2.4

AVERAGE HOUSEHOLD SIZE

62%

HOMEOWNERS 55 YEARS AND OLDER

84.4%

OWNERSHIP RATE

12

VACANT STRUCTURES

STATISTICS INCLUDE CENSUS BLOCK 4007.





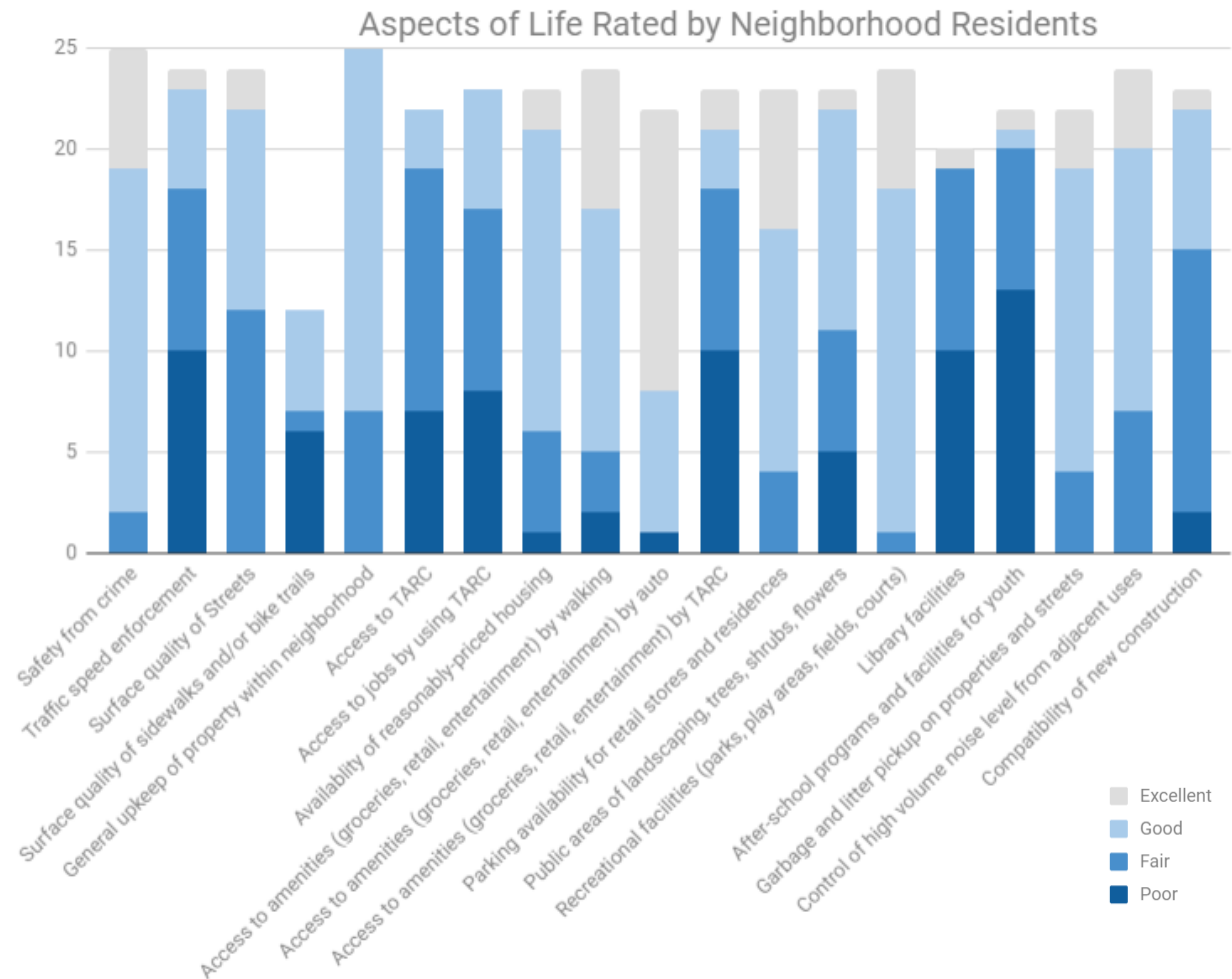
# Quality of Life Survey

There are many aspects of living in an area that can determine one's overall well-being. The built environment in a neighborhood has a direct impact on safety, mobility, economic wellbeing, and housing quality. Overall, factors related to the built environment have an affect on an individuals' physical, mental, and social health.

Plan participants were asked to take a quality of life survey, which measures their perception on both built environment, economic, and social aspects in their neighborhood. The survey asks respondents to rank things like walkability, feelings of being safe, and engagement with their neighbors.

Surveys were handed out at all 4 of the planning workshops, as well as 2 neighborhood association meetings. Advisory Group members also assisted in recruiting individuals to complete the survey.

A quality of life survey was completed by the Center For Neighborhoods for the James Taylor - Jacob School neighborhood in 2013 as a part of a Neighborhood Assessment. Comparisons are drawn between 2013 and 2017 results where appropriate.



**Respondents overwhelmingly stated the best qualities of the neighborhood are:**



QUIET



SAFE



FRIENDLY



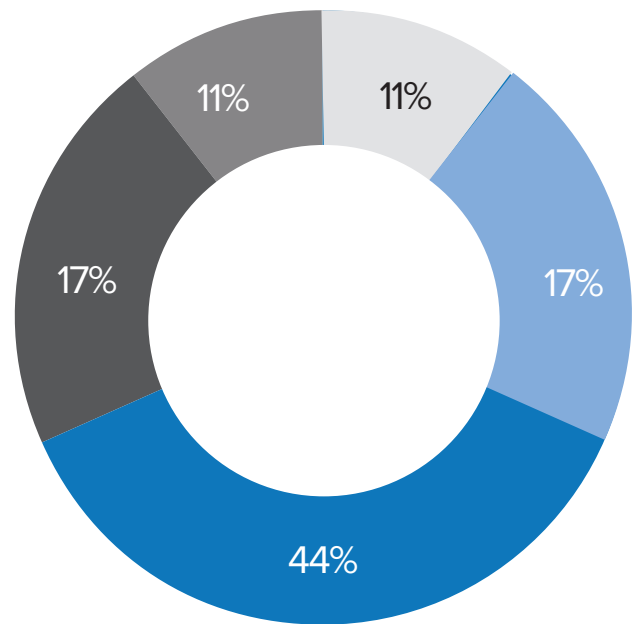
## How would you rate your experience?

# Neighborhood Survey Results

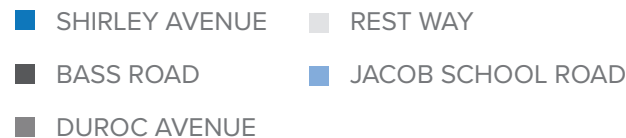
### Top reasons why respondents continue to live in the neighborhood:

- 1 I feel safe here.\*
- 2 I have easy access to grocery stores and other retail services.\*
- 3 The housing in this neighborhood is affordable.\*
- 4 My neighborhood is clean.

\*Same response in both 2013 and 2017 Quality of Life surveys.



#### RESPONDENT ADDRESSES



### SURVEY RESULTS

Survey completion was representative of the neighborhood overall, both in density and in relative age, income and length of time living in the neighborhood.

In general, residents of the James Taylor - Jacob School neighborhood tend to be older. Of those who completed the survey, 63% were age 60 or more. Many residents have been in the neighborhood for quite some time, and have familial relations to previous generations of residents. Over half of respondents have lived in their homes for at least 15 years. Homeownership rates in the neighborhood are extremely high, which is also reflected in the survey: 91% of respondents are homeowners.

Many of the households in the neighborhood are middle class families, married couples, or multi-generational families. 71% of residents completing the survey live in homes with 2-3 people. Half of the residents completing survey have a household income of \$50,000 a year or more.



## Feelings About the Neighborhood

### Respondents most strongly agreed with the following statements:

I think this neighborhood is a good place for me to live.\*

My neighborhood is a good place to raise children.\*

I feel at home in my neighborhood.\*

It is safe and convenient for me to walk to businesses in my neighborhood.

I feel safe being in my home at night.\*

If someone asked me for directions I would stop to help.

During the past year I have been notified or have seen posters or flyers for neighborhood get-togethers, festivals, etc.

### Respondents most strongly disagreed with the following statements:

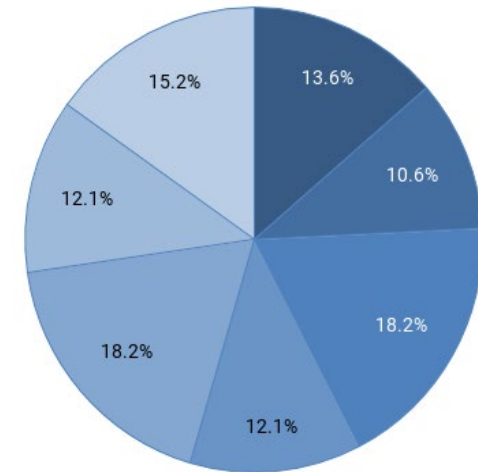
I am satisfied with the levels of street lighting on my street and in my neighborhood.\*

I regularly provide services such as transportation or running errands for an elderly relative or friend who lives outside my house but in my neighborhood. \*

If there is a problem in my neighborhood, the residents can get it solved.

\*Same response in both 2013 and 2017 Quality of Life surveys.

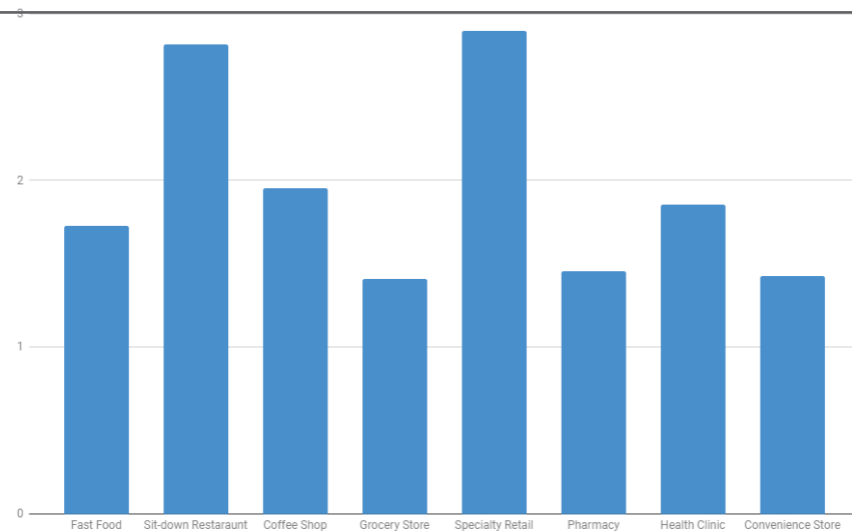
### WHY SOMEONE MIGHT MOVE AWAY



- It is too far from where I work.
- It is too far from my child's school and/or daycare facility.
- Rent or housing costs are too high.
- It is too far from grocery stores and other services.
- I don't feel safe here.
- There are no safe play areas or parks for children.
- The neighborhood is dirty and unattractive.



## ESTABLISHMENTS TO ADD TO THE NEIGHBORHOOD



Economic desires of survey respondents are consistent. Many are satisfied with local shopping access, but would like to see more sit-down restaurants and specialty stores. Several residents stated a need for a bookstore or library, and others mentioned clothing stores.

# 100%

Of those who responded to the questions, **100%** stated that the neighborhood's main shopping area is Prospect Point along US Highway 42 and Timber Ridge, a developed suburban shopping center with a Kroger grocery store, accessible via River Road adjacent to the neighborhood.



# 25

RESIDENTS  
COMPLETED THE  
SURVEY

This survey is not statistically representative of the neighborhood as a whole, as only a small proportion of the neighborhood population completed the survey. However, survey input reflects the themes and takeaways from community input exercises completed during workshops and other engagement activities. And, those individuals who did complete the survey are geographically diverse and reflective of overall demographics in the neighborhood.

## Biggest Problems Facing the Neighborhood

Respondents listed the following concerns, listed below in order of frequency:

- Flooding
- Walkability
- Gentrification
- Preservation
- Neighborhood Communication
- Speeding
- Property Maintenance



# Chapter 3

## Land Use & Community Form

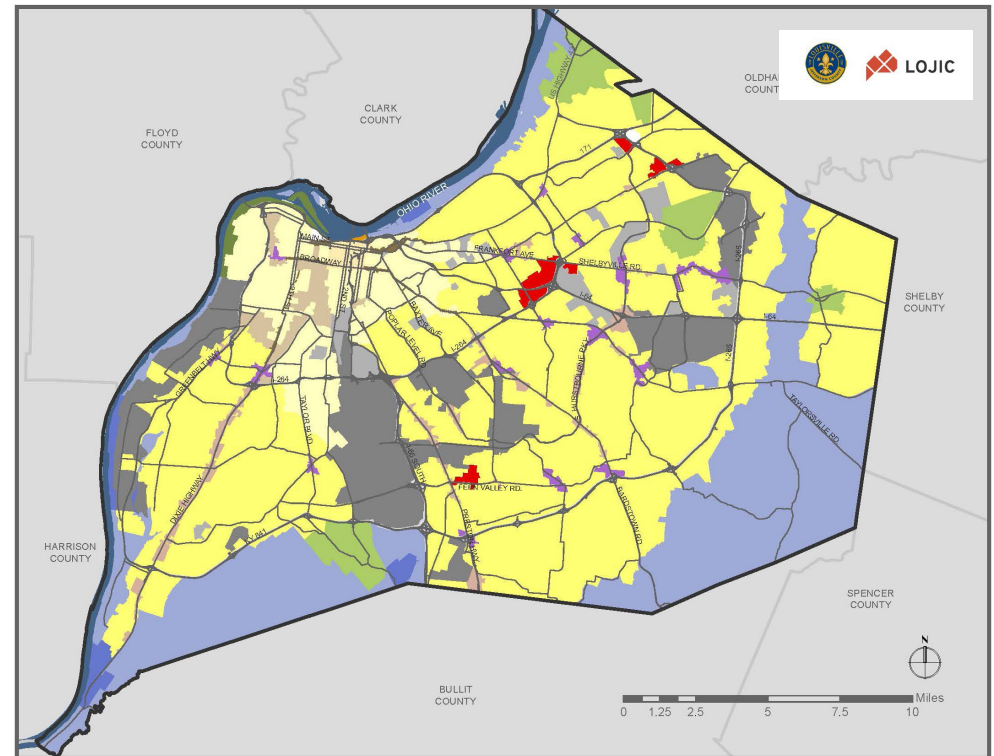


An overview of current form districts, land use, and zoning. A summary of the engagement methods used and the input of neighborhood residents, concluding with the articulated goals and objectives, and subsequent recommendations for future land use and zoning.



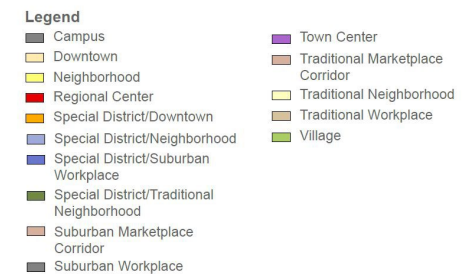
# Introduction

**C** Connected  
**H** Healthy  
**A** Authentic  
**S** Sustainable  
**E** Equitable



Metro Louisville's Comprehensive Plan, Plan 2040, provides overarching goals and vision for land development for Louisville. Along with community goals: Connected, Healthy, Authentic, Sustainable, and Equitable, It utilizes a two-tiered approach which defines both form districts and zoning classifications to reinforce current and desired neighborhood character and development. Neighborhood Plans support the Comprehensive Plan by providing specific vision and recommendations for neighborhood areas. The James Taylor - Jacob School Neighborhood Plan articulates the neighborhood's desired future, aligns itself with the overarching goals of Plan 2040, and provides specific recommendations to ensure future land use and form are consistent with the neighborhood's stated vision.

Core Graphic 1  
**Community Form Areas**







# Land Use

The primary land use within the James Taylor - Jacob School Neighborhood is single family residential. Public and semi-public uses in the neighborhood include the Jefferson Jacob School, Harrod's Creek Baptist Church, a rehabilitation facility, and Hays Kennedy Park.





Commercial uses are limited to areas just outside of the plan area adjacent to the neighborhood on the opposite side of River Road. These uses include retail, neighborhood services, offices, and storage.

This area is continuing to develop as housing demand increases and subsequently the demand for convenient goods and services also increases. It is logical to assume the commercial activity will continue to grow and develop along in adjacent areas such as Timber Ridge and along US 42. There are existing residential and vacant lots in this area that are prime real estate. The nearby neighborhoods could potential to benefit from an increase in amenities, so long as they are low intensity and offer neighborhood serving products.



#### PATIO HOMES

The Turtle Run and Lazy Creek patio homes were created between 2003 and 2013. In total, there are 42 homes and the area is zoned R5-A. Each of the two developments has a private entrance off of Duroc Avenue, leading to a parking lot. This is the only example of attached housing in the neighborhood and breaks from the traditional large lot development pattern and traditional housing massing and design. A significant proportion of neighborhood residents were opposed to the development, and nearly all participants in the neighborhood planning process clearly articulated their desire to limit denser housing types such as multi-family and attached homes that do not match the original subdivision.





NEIGHBORHOOD  
VILLAGE  
VILLAGE CENTER

  Center For Neighborhoods

# Form District Map



The James Taylor - Jacob School Neighborhood Plan area is within a Village Form District, which is generally characterized by low-density residential development near a Village Center. The Village character is designed to reserve areas for traditional neighborhood housing, that is denser than rural areas but not as dense as a traditional neighborhood. It can provide for a slight mix of housing that is close together and set apart by wider lots. The Village Form District is also consistent with adjacent neighborhoods to the north and east. There is a small area on Rest Way that is categorized as a Traditional Neighborhood Form District, which allows for increased density and neighborhood serving commercial uses. However, this categorization is relatively insignificant given it's already increased density and location within the wider neighborhood context. It may be appropriate to extend the Village Form District to include all of Rest Way, in order to provide consistency with the rest of the neighborhood and preserve the large parcel sizes backing up to Hays Kennedy Park and its subsequent single-family housing.

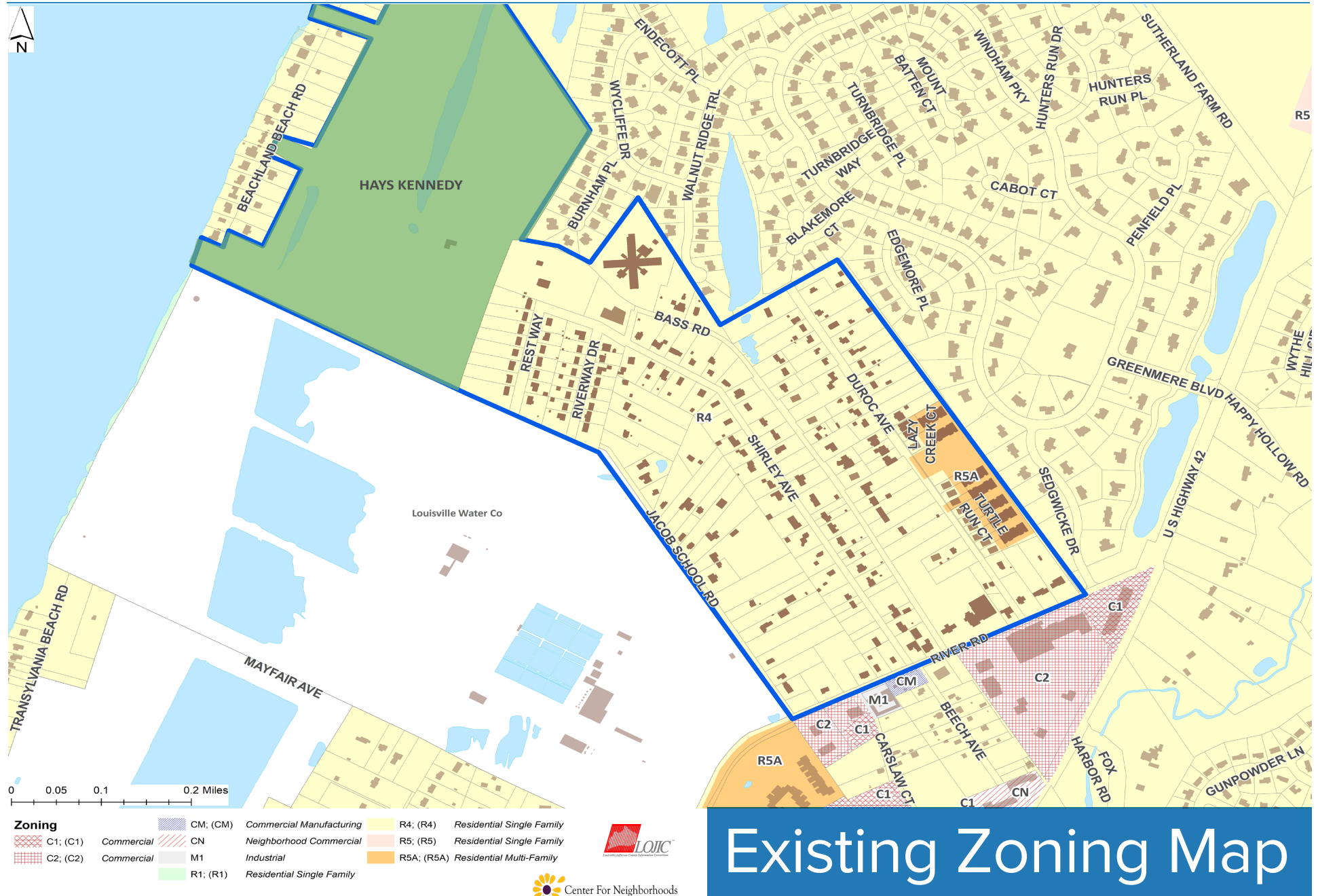
The Village Form District acknowledges some of the rural and lower-density development patterns, and states that the district keep within the general existing development pattern of the area. As long as it is consistent with the existing development pattern, Village Form Districts allow a variety of housing types in order to provide housing choices for a wide range of people. It also allows the integration of neighborhood serving commercial uses and community facilities both inside the neighborhood and in the nearby village center.

The adjacent Village Center Form District is characterized by increased housing density and neighborhood-serving commercial and community facilities. Here, the Village Center is the area across from the neighborhood along River Road, forming a triangular shape with US Highway 42. The current state of this area is a mix of housing, C1 and C2 commercial uses, as well as a small number of parcels with higher intensity commercial and manufacturing. The Village Center Form District ensures that the location, scale, and intensity of uses should remain compatible with the scale and character of nearby neighborhoods or Village Form Districts.

The Village Form District is appropriate for the James Taylor - Jacob School Neighborhood, as it provides the ability to retain traditional development patterns and residential uses. Both the Village Form District and the adjacent Village Center Form District guide non-residential uses to be neighborhood-serving and compatible with nearby residential uses. The Village Center Form District allows for the development of commercial uses, such as grocery stores and sit-down restaurants, which neighborhood residents stated they desired more of, so long as it was outside the neighborhood boundary.







Zoning determines what uses, to what intensity, and how dense development can be on land parcels. As determined by the Land Development Code, each zoning district has specific guidelines.

Overwhelmingly, the parcels within the James Taylor - Jacob School Neighborhood are zoned R4 for single-family, low density residential use. R4 also allows for community facilities, such as historic places, parks, the nursing home, and the church.

Housing is in high demand in this residential area. R4 zoning is also present surrounding the neighborhood in Sutherland Estates, within the commercial development across River Road, and along US-42.

Also present within the neighborhood is the higher density condominium development zoned R5A, however this is unique to the single development. At the time of its rezoning and development, the community worked to keep the R5A rezoning from occurring. The development is inconsistent with the traditional R4 single family character of the neighborhood and should not be seen as establishing a precedent for future rezoning.

River Road outside of the plan area exhibits mix of zoning more diverse than the residential neighborhood. C1 and C2 parcels currently house neighborhood-serving commercial uses such as restaurants, an ice cream parlor, a hardware store, a day care, a garden center, and a chiropractor's office. CM and M1 parcels are low-intensity manufacturing uses, such as a roofing company and storage.

Multi-family and more commercial zoning is present in the recent development along Timber Ridge, which consists of a large shopping center and attached housing units. Higher intensity commercial is present within this center, just south of the map area, as residents have access to a Kroger grocery store, gas station, and other retailers.



R4

### R4 - RESIDENTIAL

Single family residential, public facilities, residential facilities, home occupations.

Maximum density = 4.84 dwellings per acre



R5A

### R5A - RESIDENTIAL

All uses allowed in R4, multi-family residential, single-family attached, duplexes.

Maximum density = 12.01 dwellings per acre



C1

### C1 - COMMERCIAL

All uses allowed in R5A, bed and breakfasts, retail inclusive of groceries, laundromats, funeral homes, car rentals, pet shops, and more.

Maximum density = 34.84 dwellings per acre



C2

### C2 - COMMERCIAL

All uses allowed in C1, retail inclusive of car sales, outdoor restaurants, contractors shops, flea markets, micro-breweries, and more.

Maximum density = 435 dwellings per acre

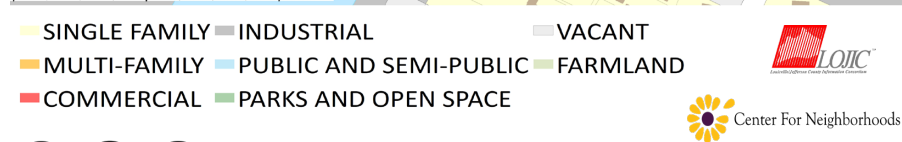


M1

### CM and M1 - INDUSTRIAL

All uses allowed in C2 (no residential), mini-storage, food processing, manufacturing inclusive of some lower intensity retail goods, equipment, wood and metal products, and chemicals





# Existing Land Use Map





The predominant land use within the James Taylor - Jacob School Neighborhood is single family residential. The majority of homes in the neighborhood are owner-occupied, and some have been passed down through generations, which by community accounts contributes to the connection that some feel for the area.

The James Taylor subdivision, which are homes on Shirley, Bass, and Duroc, is characterized by traditional, single family homes on relatively large lots, some on double lots. Many of the parcels showing as vacant are in fact second lots that homeowners utilize as yard space. There is an attached patio home development on Duroc classified as a multi-family land use which breaks the traditional uses in the rest of the planning area.

The Jacob School Road area follows a distinctly rural development pattern, with large lots and single family homes. There are new developments which maintain the single-family use but have a much larger footprint on the lot.

Public and semi-public uses in the neighborhood include the Harrod's Creek Baptist Church on River Road, while the institutions of the historic Jefferson Jacob School on Jacob School Road, and the River's Edge Nursing and Rehabilitation Center on Bass Road are classified as commercial uses.

True commercial uses and residential uses are mixed along River Road, with specific uses including restaurants, services, a post office, and retail.



## SINGLE AND MULTI FAMILY

Residential uses that are referred to based on the number of units in a dwelling. Single family residential is limited to one unit, typically a stand-alone home. Multi-family residential can be townhomes, apartments, condominiums or attached homes.



## COMMERCIAL

Commercial uses can include retails, and goods and services. Typically this incorporates more intense use of people, traffic, or storage. Neighborhood-serving commercial is a term that refers to retail and services that provide goods for neighborhood residents' daily living.



## INDUSTRY

Industrial uses are those related to more intense activity, such as storage, mechanical shops, or manufacturing of goods.



## PUBLIC AND SEMI-PUBLIC

Public and semi-public uses include institutions such as churches, schools, nursing homes, historic places, and museums. These are spaces where there may be increased activity on these sites, but are seen as a public amenity.



## PARKS AND OPEN SPACE

Parks and open space are recreational areas, nature preserves, or public parks that are open to public use.



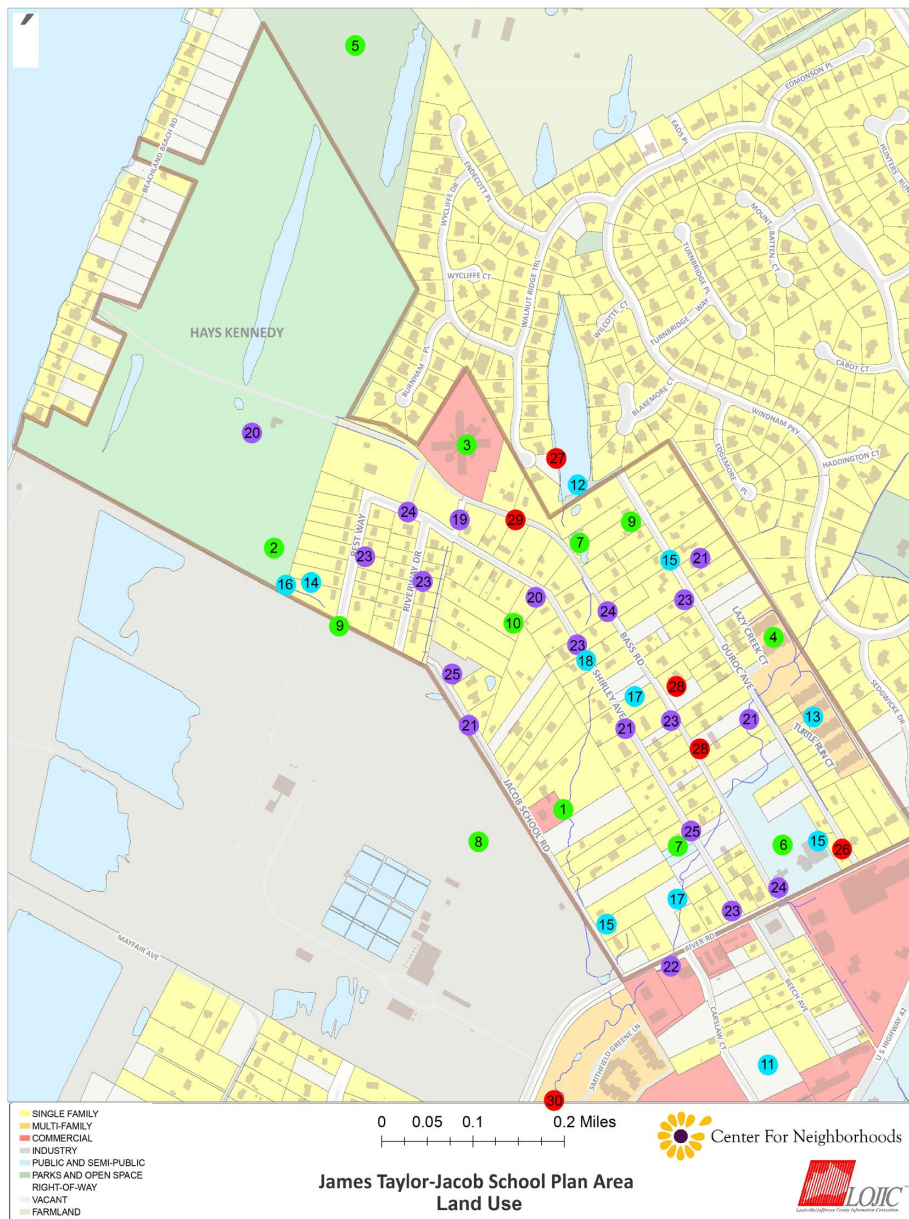
# Community Input

During the first workshop, neighborhood residents and stakeholders were asked to brainstorm some of the core values of their neighborhood. Each participant wrote their values on a sticky note, and planning staff helped to organize them into themes. The values statements related to land use and community form included:

- Unified, safe community
- Increase recreation and safety
- Clean environment
- Adequate drainage to protect safety and property value
- A residential, family-friendly neighborhood
- Quality historic housing
- Observe James Taylor's vision

Participants had the opportunity to directly address land uses and zoning inside and adjacent to the neighborhood boundary. Workshop participants worked in small groups to complete the PARK exercise, in which they could name uses and other things they wish to preserve, add, remove or keep out. Using color coded dots, they shared their thoughts with planning staff. Probing questions were asked about the different sites, such as, "Why do you want to keep that out?" in order to discover themes that would later be used to further refine goal language and begin drafting related objectives and strategies.





The combined results from all workgroups show some general themes. First, preserving specific historical sites, natural and cultural assets, is desired. The desire for general preservation of the traditional character of the neighborhood is also present in the notes to remove inconsistent uses and design, as well as the wish to keep out higher density housing and new access roads. Second, adding more trees, sidewalks, and benches suggests that residents want to enhance the natural environment and their ability to interact with it through improved walkability. Lastly, residents also named flooding as an issue, stating they wish to remove flood issues and overgrown areas, and keep out stormwater runoff from adjacent areas.

## Combined Resident Input

### ● Preserve

1. Jacob School Building
2. Park and uses
3. Keep Nursing home's use the same
4. Lazy Creek Patios
5. Natural Preserve
6. Harrods Creek church
7. Wetland
8. Water Company
9. Community Garden
10. Single Family Homes

### ● Add

19. Add trees for privacy
20. Add trees for beautification
21. Street Lights throughout neighborhood
22. More restaurants/better/classier
23. Sidewalks in neighborhood
24. TARC services
25. Benches/ Amenities for walkers

### ● Remove

11. New nursing home doesn't fit look, traffic
12. Pond-Floods the whole street
13. Patios-Traffic, Design
14. Cut grass in far side of park
15. Vacant Housing
16. Brush and Debris at property line
17. Overgrown veg around creek
18. Overgrown veg around drainage area

### ● Keep Out

26. Residential Duplex
27. Flooding(Sutherlands)
28. Multi Family
29. Thru-Streets
30. Condos



# Land Use Goals and Objectives

With the community's vision for the neighborhood in mind, James Taylor - Jacob School Neighborhood residents and stakeholders worked together to create goals and objectives that seek to achieve the vision in specific ways. The goals are general statements of how the community sees the neighborhood in the future. Objectives offer clear, measurable solutions that will achieve the stated goals. The recommendations support these objectives by articulating specific actions steps that should be taken. Below are the goals and objectives related specifically to Land Use and Community Form. The full list of recommendations can be found in the Plan Implementation section.

## GOAL 1: PRESERVE THE FAMILY-FRIENDLY, SINGLE FAMILY RESIDENTIAL LAND USE AND CHARACTER OF THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD.

**01**

### **Preserve single-family residential zoning and land use inside the James Taylor - Jacob School Neighborhood.**

Neighborhood residents clearly articulated they view their neighborhood as distinctly single-family, both in historic and current context. This sentiment was repeated throughout every discussion in every workshop and meeting. This is reflected in the recommendations to preserve any and all single-family, low density residential zoning and discourage any more intense land uses within the neighborhood boundary (LU1 - 3).

**02**

### **Promote a strong, positive sense of community within the neighborhood.**

Neighborhood residents identify as a strong community with many social ties. Many have familial ties going back generations or close friends with whom they have lived in the neighborhood for some time. There are many programmatic strategies that seek to build upon this social cohesion in order to create a strong, safe, unified neighborhood, where "people know each other" (LU10 - 14).





03

**Promote cleanliness and pride of property.**

Neighborhood residents stated that their neighborhood was a clean, safe place, with beautiful historic homes. Many articulated a wish to maintain and enhance this aspect of their neighborhood. Strategies include assisting elderly in home maintenance and creating other programmatic volunteer opportunities (LU15, 16, 18, 19).

**GOAL 2: PROMOTE NEIGHBORHOOD-FRIENDLY LAND USE AND ZONING ADJACENT TO AND SURROUNDING THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD.**

04

**Promote the existing neighborhood-friendly mixed uses along River Road and US-42.**

Maintaining neighborhood-serving and family-friendly uses immediately adjacent to the neighborhood was also important to James Taylor - Jacob School Neighborhood residents. Many residents enjoy being close to amenities such as restaurants, a grocery, and a post-office. They wish to encourage small-scale economic development that will enhance the existing services, potentially even creating more sit-down restaurants in the area, without creating too much intensity of use or density of housing (LU7, 8).

05

**Discourage the development of intense or inappropriate uses and zoning.**

Preserving the family-friendly and low density character of the neighborhood is important to residents. They discourage any intense uses adjacent to the neighborhood such as intense commercial uses, industrial uses or high-density housing, so as to mitigate any effects those uses might have on families' experience in the neighborhood (LU1 - 6).



# Chapter 4

## Historic Preservation

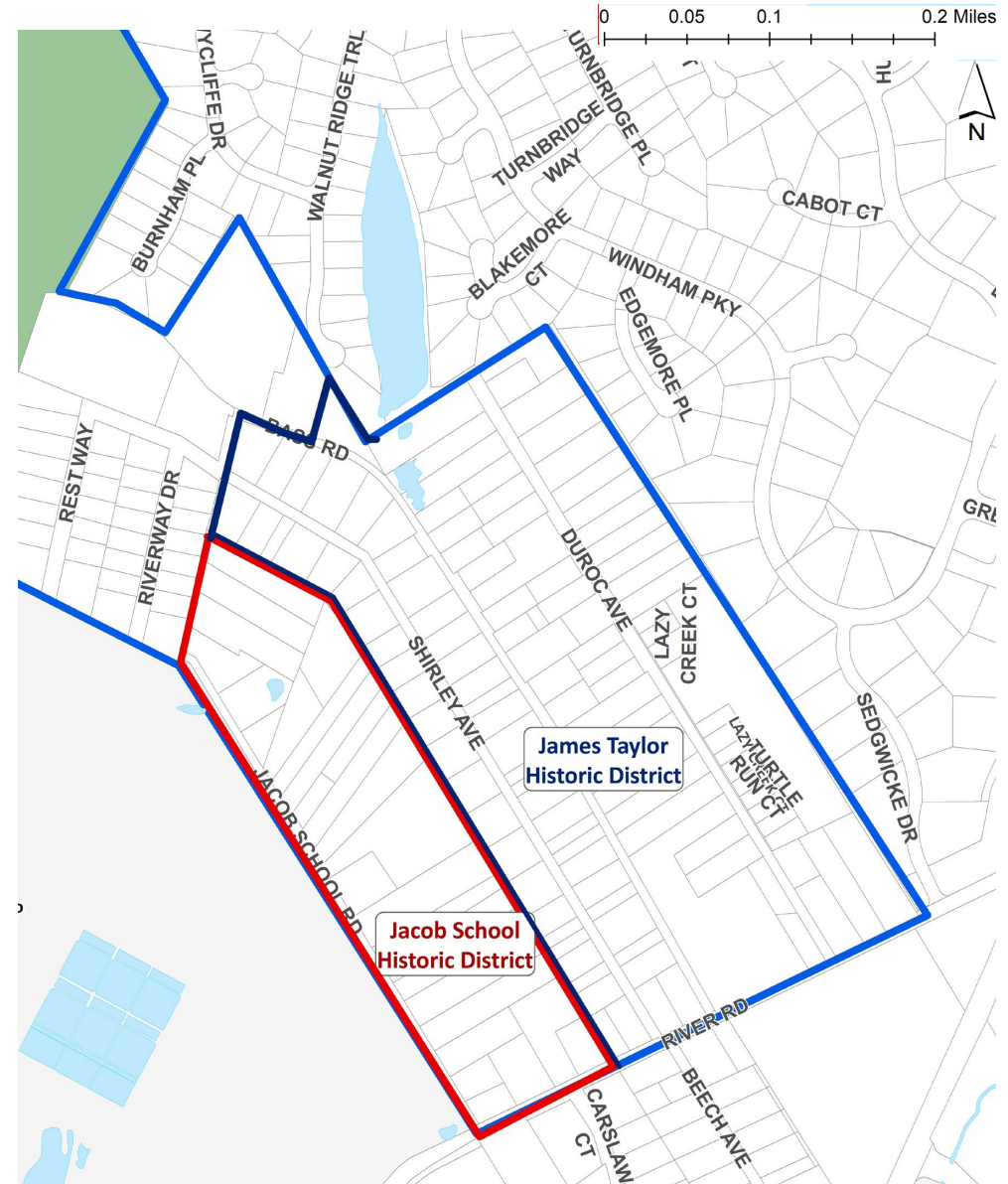
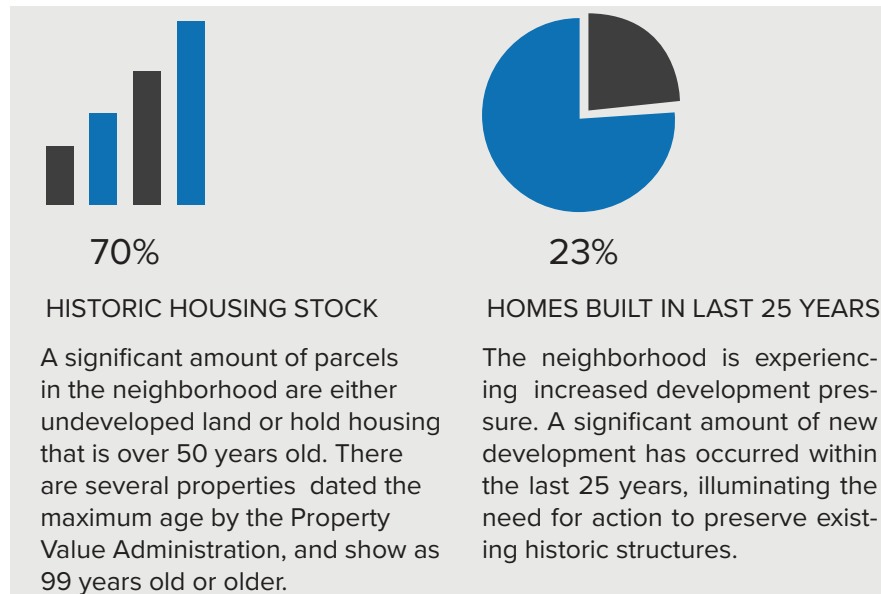


A brief overview of issues unique to James Taylor - Jacob School Neighborhood related to historic preservation and growth, a summary of community input, and a review of goals and recommendations for future action.

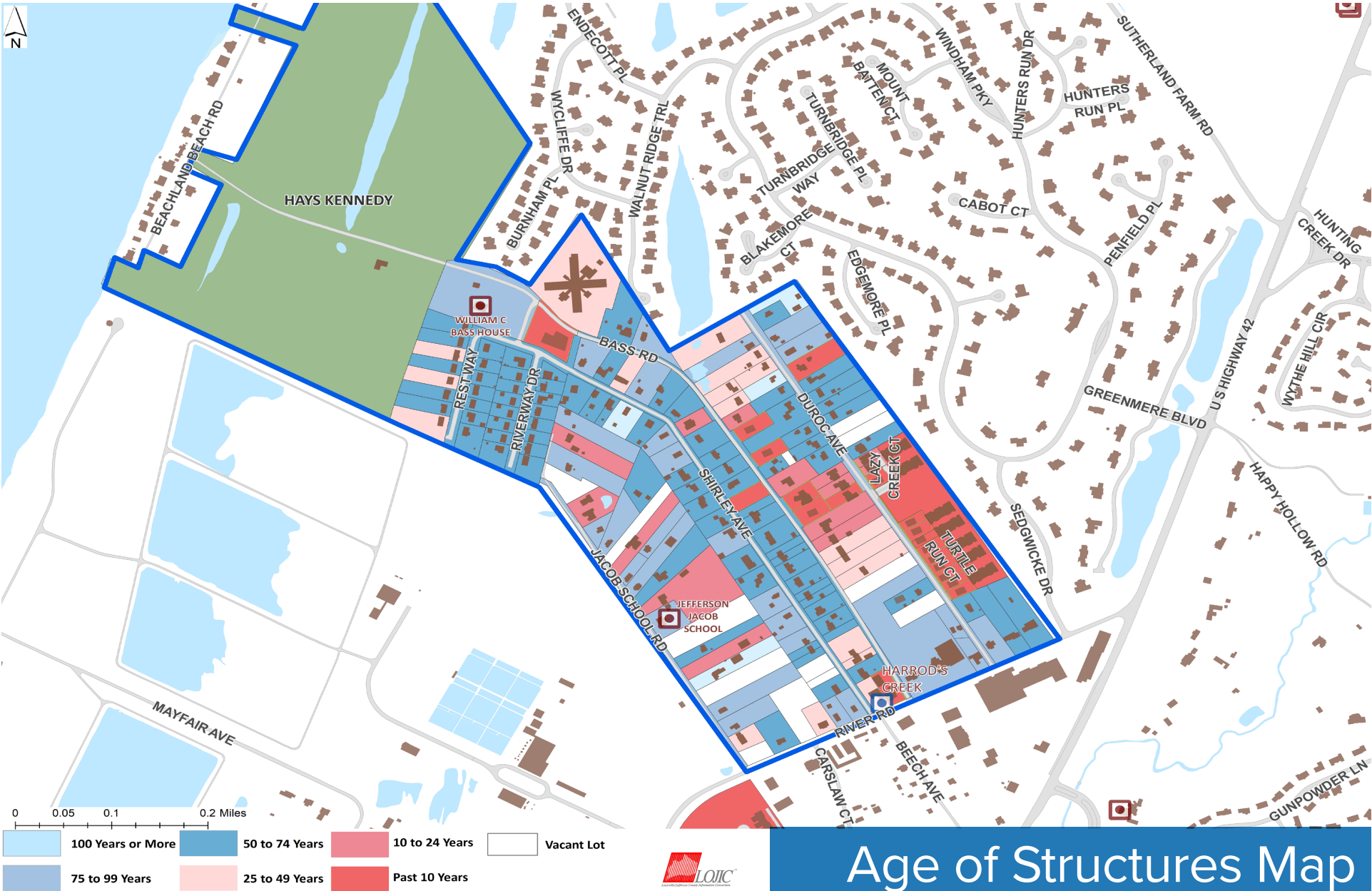
## ELIBIGLE HISTORIC DISTRICTS

The eligible **Jacob School Road Historic District** encompasses the properties along Jacob School Road, surrounding the historic Jefferson Jacob School. These properties are distinctly large wooded lots, some up to three acres. Housing in this district is traditional wood frame homes and farmhouses.

The eligible **James Taylor Historic District** includes properties along Shirley Avenue, Bass Road, and Duroc Avenue, which were part of James T. Taylor's original James Taylor and James Taylor No. 2 subdivisions. These lots are smaller than those along Jacob School Road, but still relatively large; the smallest are half of an acre and the largest are one acre. Homes in this district have been historically a range of wood frame, craftsman, ranches, cottages, and vernacular styles.







Data Source: Jefferson County Property Value Administration (PVA), 2017



## Existing Housing Types by Age (In Years Old)

75-99



**William C.  
Bass House**

The Bass house was determined eligible for the National Registry of Historic Places in 2003. This 1920 bungalow sits on a beautifully landscaped estate, originally inhabited by James Stewart Taylor, son of neighborhood founder James T. Taylor. This home is a pristine example of original housing development and historic suburban character.

50-74



**Rudell Stitch  
House**

6715 Riverway Drive, home of the 1950's boxer who trained with Muhammad Ali and won four state titles. He tragically lost his life at a young age trying to rescue a friend from drowning. He was honored with a "Home-town Hero" banner in downtown Louisville. This home is part of the 1950-1970 subdivision expansion led by James Stewart Taylor.

25-49



**Continued  
Development**

Housing continued to fill in along Bass Road and Duroc Avenue, as well as elsewhere in the neighborhood. These homes include those that mimic more traditional housing, as well as those typical to the late 20th century suburban style housing with attached garages.

10-24



**Large Scale  
Development**

Large scale housing, which is characterized by two to three stories, a large footprint, and expansive square footage, is allowable under the neighborhood's current R-4 zoning. This style of home is an example of the modern suburban design prevalent in the surrounding Prospect area, but is out of scale compared to existing historic housing.

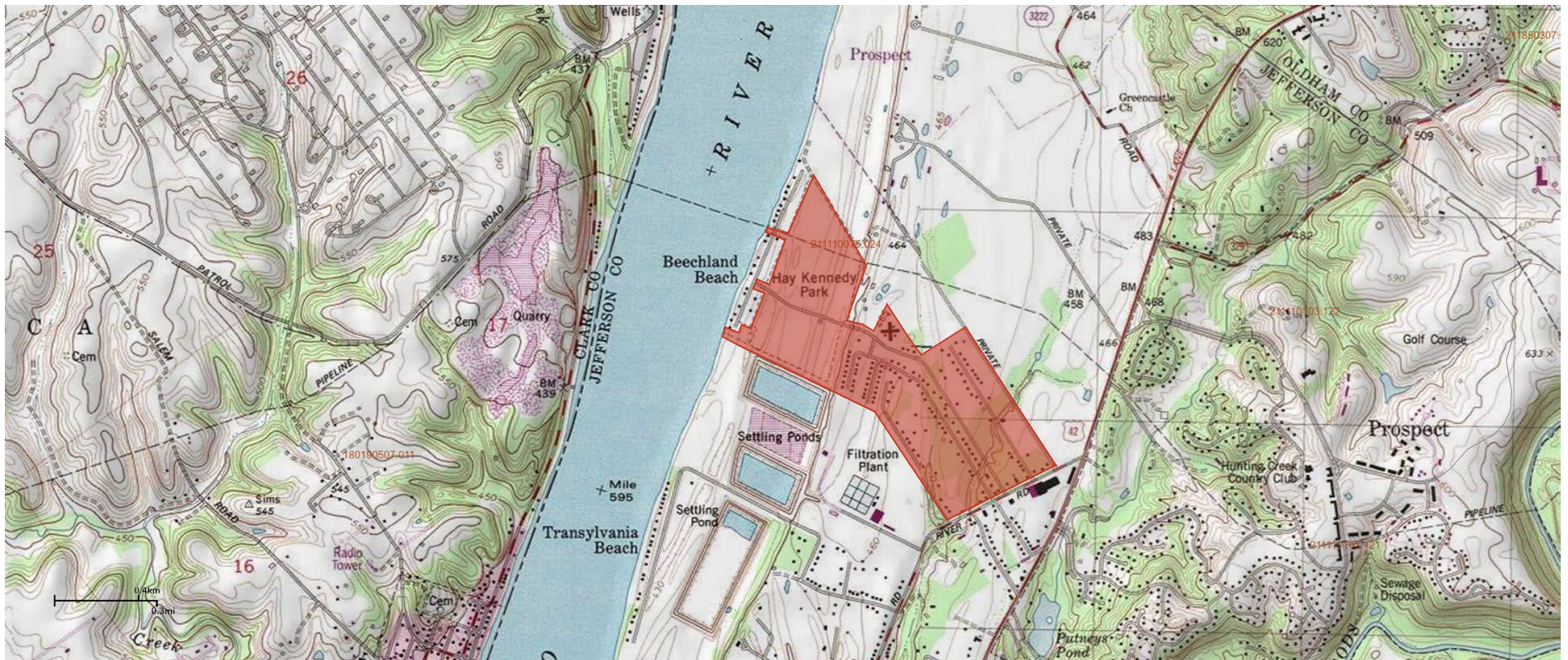
0-10



**Turtle Run &  
Lazy Creek**

In addition to large homes, two new townhomes were developed between 2001 and 2013. Several large lots were subdivided to create a development of high density single-family homes and attached patio homes, with a parking lot and attached garages. This dense pattern and design breaks from the traditional large lots and historic design.





## A Changing Landscape

The topographic map above displays the natural wetlands and low lying areas that make up the planning area, as well as the wider context of its proximity to the Ohio River. Like many other areas adjacent to major waterways, the planning area experiences regular flooding and stormwater mitigation is an important public health issue. The contrast between the image above and the image to the right display the change in land uses and topography as developments has occurred. East Louisville and the wider Prospect area have experienced significant suburban development activity since suburban expansion in the mid 20th Century, which continues today. Many residents note that these developments, particularly those that have filled in some of the natural wetlands and sandy soils, have added to overflows of stormwater drainage. (Image Source: 2013 National Geographic Society, date unknown, pre-development of Sutherland Estates)







Neighborhood Boundary



Center For Neighborhoods

1997 Aerial View







## Existing Development Pressure

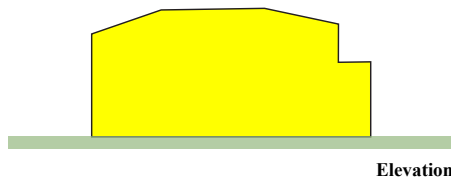
As stated earlier, significant pressure exists in and around the James Taylor - Jacob School Neighborhood to develop properties for newer, larger housing. This development pressure places a burden on existing single family homes and property owners within the neighborhood. Demolition of historic structures for new construction has taken place for a number of years. With the recovery from the 2008 recession, there is renewed, and perhaps increased, pressure for demolition and new construction within and adjacent to the neighborhood. The presence of large lots has also led to the development of new housing forms and higher densities of housing on some properties in the neighborhood. Along with large home construction, additional proposals have been submitted for subdividing lots to parcel sizes smaller than currently allowed. Additional pressure is anticipated from commercial interest in residential properties along River Road.



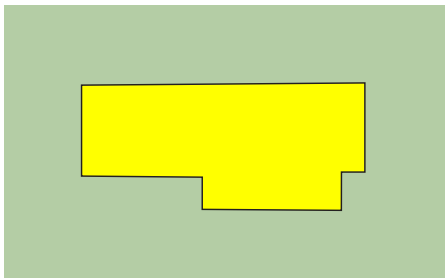
Large Scale/ High Density Development



Example 1



Elevation

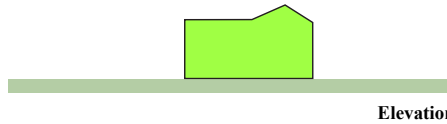


Plan

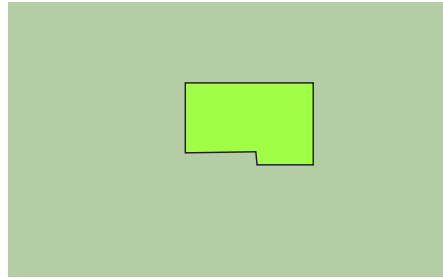
Small Scale/ Low Density Development



Example 2



Elevation

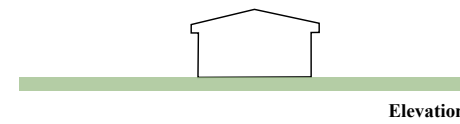


Plan

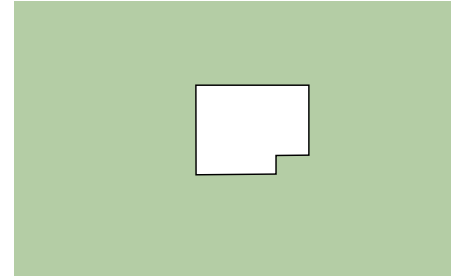
Historic Development



Example 3



Elevation



Plan

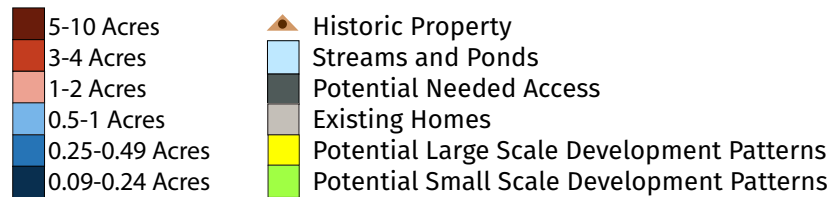
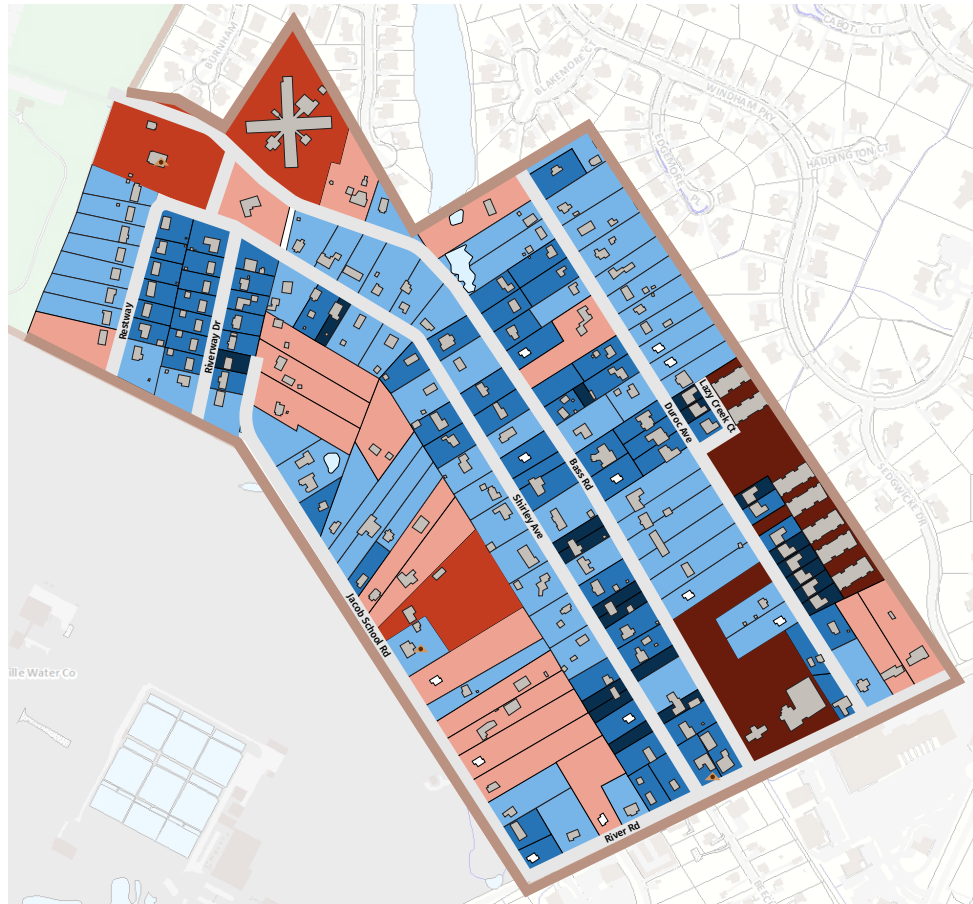
## Development Types

Using simple site plan layouts and visual images representative of development types within the James Taylor - Jacob School Neighborhood, residents and stakeholders provided feedback on what they felt was compatible and acceptable for their community in the future. These development types were also used in relationship with a series of potential development scenarios - given existing zoning regulations. At the request of stakeholders, the planning team developed scenarios that showed potential development patterns and intensities with a mix of lot sizes and new home sizes based on what would be allowed with the current zoning in place. The scenarios were used only to gauge the desires of community members on future development potential, and are not intended as development proposals for the neighborhood. The following page articulates each of the scenarios including increased lot and home numbers that could be possible.





# Parcel Size Study

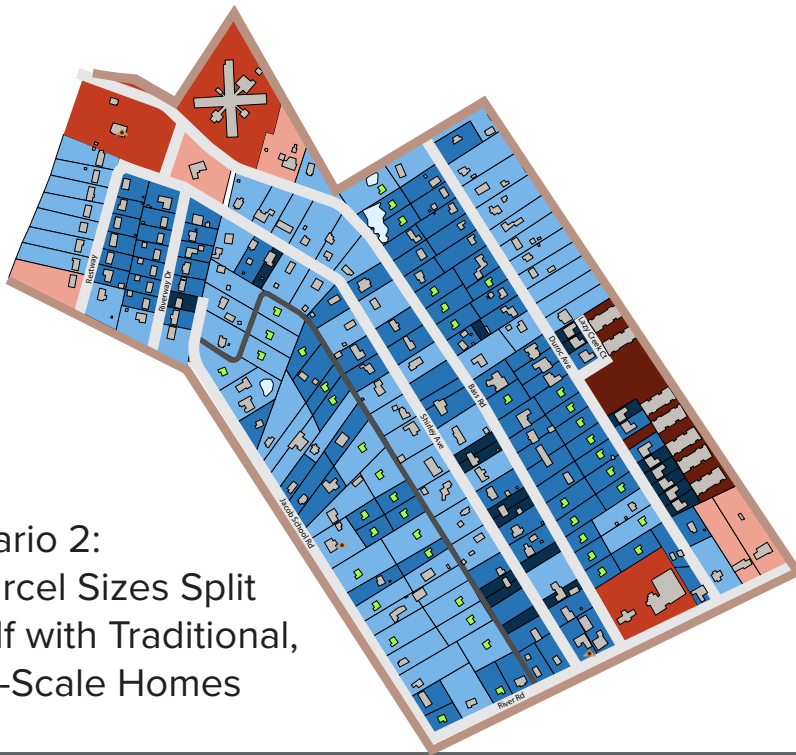


## Scenario 1: Half-acre Parcels, Infill with Large Scale Homes



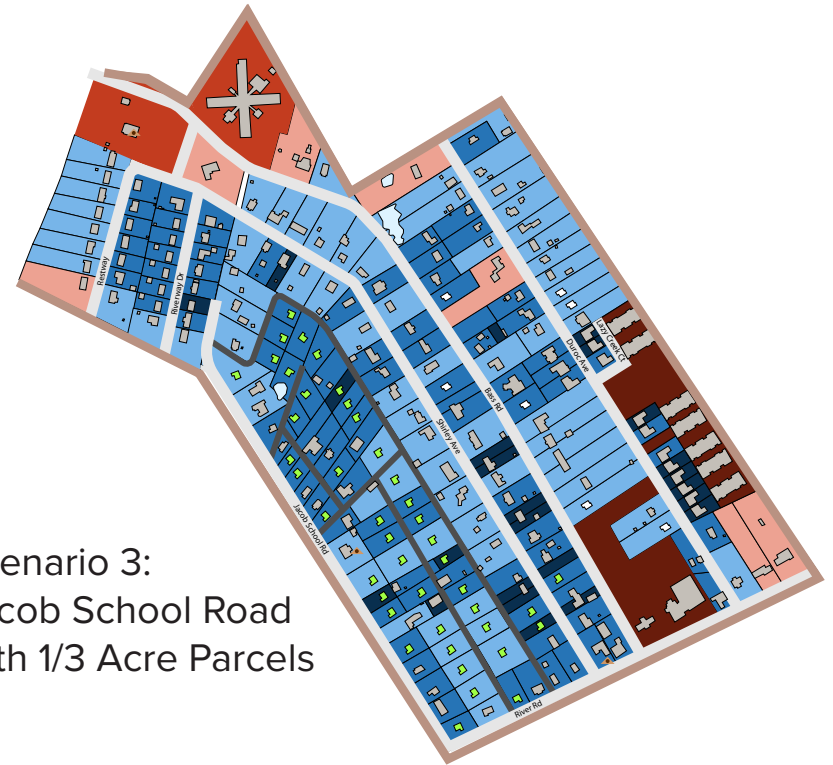
The parcel size study for Scenario 1 looked at the possibility of additional large scale home development, primarily on half acre lots. Many lots along Jacob School Road are currently two, three and four acres. This mimics the recent development pressure experienced in the neighborhood, increasing the number of large scale homes that are out of scale with traditional homes in the neighborhood. Some land consolidation, new roadways and/or driveway access would have to be included to build the number of homes possible in this scenario. However, if that were to occur, the number of parcels in the Jacob School area could nearly double from the current number to more than 50, including 19 new homes. The James Taylor area would see fewer new parcels under this scenario but could see multiple new, large scale homes on existing vacant and created parcels. Generally, workshop participants did not desire this scenario, especially not in the Jacob School Road area.

### Scenario 2: All Parcel Sizes Split in Half with Traditional, Small-Scale Homes



The parcel size study for Scenario 2 looked at the subdivision of lots for construction of new, smaller scale homes more in keeping with the scale of traditional homes in the neighborhood. Additional subdivision of lots along Shirley, Bass and Duroc would be possible with smaller scale homes. This could potentially add approximately 22 new homes along Bass and Duroc, even more if demolitions of existing structures occurred. In the Jacob School Road area, this would maintain most parcels as one acre or larger lots. Again, some land consolidation, new roadways or driveway access would have to be included to build the number of homes possible in this scenario. Generally, participants liked the potential for subdividing to appropriately scaled lots and traditionally scaled homes - without new roadway construction. There was also a desire to differentiate appropriate parcel sizes for the distinct Jacob School Road and James Taylor areas.

### Scenario 3: Jacob School Road with 1/3 Acre Parcels



Scenario 3 looked at the number of homes that could be developed if all parcels along Jacob School Road were subdivided to a scale allowable under current zoning guidelines, and constructing homes that match a traditional scale. Significant land consolidation, new roadways and/or driveway access would have to be created to build the number of homes possible in this scenario. In theory, this scenario could add an additional 40 homes in the Jacob School Road area, more than twice the number possible in Scenario 1. While the full potential is not likely given the challenges of consolidation and infrastructure needs, the scenario is intended to show the level of development that could take place along Jacob School Road if those circumstances did exist. Reducing lots along Jacob School Road to this scale was not desired by any participants of the planning process and was regarded as something to protect against to preserve the character of the area.



*Scenarios were used only to gauge the desires of for future development and are not intended as development proposals for the neighborhood.*

# Community Input Process

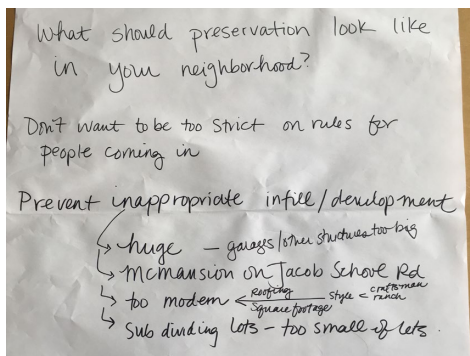
The desire to preserve neighborhood history and character was articulated from the very first public workshop. When crafting the neighborhood's vision for the future, residents recalled their rich history, their familial connections to the area, and many stated that they wanted to keep the neighborhood the same. In response to this, planning staff crafted an intentional process for creating a grounded approach to preservation that was both implementable and tailored to neighborhood preference and culture.

**Information:** In the second workshop, Louisville Metro Government's Historic Preservation Office presented information about the various strategies and opportunities available. Residents asked questions and the preservation officers remained for the workshop to listen to discussion and provide expertise as needed. Having the right information about a subject is critical not only to make the right decision, but also in building the capacity of the neighborhood residents and organization to tackle this topic again in the future, as well as make informed decisions during implementation of the plan.

**Goal Formation:** During the second workshop, participants crafted high-level goals and had initial conversations about strategies.

**Deep Dive:** During the third workshop, participants created specific, action-oriented objectives and strategies to achieve their goals for preservation. To inform the discussion, planning staff provided several scenarios of future development under existing zoning and development guidelines, as well as visualizations of the different types and density of housing possibilities.

**Surveying and Consensus Building:** Clarity was needed on some details for recommended design guidelines. A survey was provided to Workshop 4 participants and online, the results of which were shared with Task Force members and discussed at a followup meeting..



Goal	Objective	Strategy
Ensure new development fits the existing character of the James Taylor - Jacob School Neighborhood.	<ul style="list-style-type: none"> <li>No mobile homes</li> <li>No multi-family</li> <li>No businesses</li> <li>No new roads</li> <li>Tree Regulation</li> <li>No on-street parking</li> <li>No over-sized bldg compared to lot size</li> </ul>	<ul style="list-style-type: none"> <li>No Commercial or multi-family rezoning</li> <li>Don't extend Jacob School Rd to Reisterstown</li> <li>replace trees/min trees 4 new plant</li> <li>keep historic nature of roads</li> <li>2 story max</li> <li>1/2 acre min.</li> <li>lots on Jacob School over 3 acres min 4 max 5th of new homes</li> <li>Guidelines 4 existing design of new homes + value of existing</li> </ul>





# Results

Neighborhood residents wish to pursue a designation from the National Register of Historic Places for both the James Taylor and Jacob School Road districts. Placement on the National Registry provides federal recognition of local history and culture as significant, and it can lend credibility to local preservation efforts. It would increase consideration of physical assets when planning or assessing new development and make the neighborhood eligible for incentives and federally funded preservation projects. The process of completing the application for the National Registry would inventory existing significant and contributing historic places and cultural assets in the neighborhood. The group also formed consensus on exploring the creation of a Local Historic Preservation District, which would allow for increased community input for changes to the neighborhood. The local district designation would create an Architectural Review Committee that would review development proposals and other changes to existing structures. Residents feel strongly about creating guidelines that go beyond the existing zoning code but also balance the rights of property owners. The result is a set of recommended design guidelines that address the overall character of homes, intended to keep the housing stock in the neighborhood reminiscent of the traditional massing, scale, and set backs on large parcels from the original neighborhood design, while avoiding overly specific regulations:

- Encourage new development to reinforce the visual character of historic homes;
- Limit new development, additions to existing structures and outbuildings to a height of 2 stories;
- Limit new development, additions to existing structures and outbuildings to a maximum footprint of 50% of the parcel size;
- Require a minimum of 1/2 acre parcel size for properties in the James Taylor Subdivision and a minimum of 1 acre parcel size for properties along Jacob School Road;
- Encourage the orientation of new homes to adhere to the existing development pattern and consider natural views and vistas;
- Require developers to inventory all historic, cultural and environmental elements and sensitive features as part of the development plan proposal;
- Require all trees cleared in the process of new development to be replaced by at least 3-inch caliper trees by the end of the next available planting season and require current property owners to replace trees when they remove them;
- Restrict new development that requires new or additional public roadways to be constructed.



# Historic Preservation Goals and Objectives

With the community's vision for the neighborhood in mind, James Taylor - Jacob School Neighborhood residents and stakeholders worked together to create goals and objectives that seek to achieve the vision in specific ways. The goals are general statements of how the community sees the neighborhood in the future. Objectives offer clear, measurable solutions that will achieve the stated goals. The recommendations support these objectives by articulating specific actions steps that should be taken. Below are the goals and objectives related specifically to Historic Preservation. The full list of recommendations can be found in the Plan Implementation section.

## GOAL 1: PRESERVE AND ENHANCE THE EXISTING HISTORIC CHARACTER OF THE JAMES TAYLOR - JACOB SCHOOL ROAD NEIGHBORHOOD.

**01**

### **Obtain recognition of historical assets.**

Neighborhood residents and stakeholders agreed that a priority item is the preservation of historic physical and cultural assets. Many are concerned about maintaining the physical structures and character of the neighborhood for themselves in the present as well as future generations. Residents desire to obtain national recognition, pursue a local designation, and set up a voluntary program for neighbors to (HP1-4, 6).

**02**

### **Guide new development and improvements to existing structures to reinforce the historic patterns and character, and the vernacular landscape.**

As stated above, the neighborhood is concerned about existing development pressure and its ability to preserve its historic character and current residents. Residents wish to explore a local historic preservation district, which would allow for enhanced development review and provide more protection than the current zoning code (HP1).



GOAL 2: THE HISTORY OF JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD'S FOUNDING, THE STORIES OF THE INDIVIDUALS AND FAMILIES WHO HAVE LIVED IN THE NEIGHBORHOOD, AND OTHER HISTORICAL ASSETS ARE SHARED WITH THE COMMUNITY AND FUTURE GENERATIONS.

03

**Preserve existing historical assets.**

Community residents shared how valuable the existing historical assets are to their neighborhood identity and in the wider context of African American history in Kentucky. The assets are vast, including existing homes, the Jefferson Jacob School building, oral histories, and the land itself. Strategies to preserve these include strategies defined in other goals, but this objective specifically address partnering with the Masonic Lodge to restore the Jacob School to community use, and to conduct further research to catalogue the rich inventory of existing assets (HP5, 6).

04

**Establish new ways to share the history of the area.**

Part of the preservation conversation with the residents also addressed how the community can celebrate and remember their own history. Strategies here include programmatic ways to “tell the story” through photos, oral histories, and community gatherings (HP7-9, 12, 13).

05

**Support some of the implementation recommendations made in the African American Heritage Interpretive Plan for the Jefferson Jacob School, Jacob School Road, James Taylor Subdivision, and Harrods Creek Village.**

This plan acknowledges the work that has been done to inventory the history of the James Taylor - Jacob School Neighborhood. Some of the programmatic strategies brainstormed during this plan's sessions, are already included in the interpretive plan that was completed in 2013 and are reflected in Goal 2.4. Additionally, sharing knowledge and content of the plan and leveraging tax credits to fund initiatives are community supported recommendations.





# Chapter 5

## Natural Resources



A brief summary of some of the natural assets and challenges present in the James Taylor - Jacob School Neighborhood, including proposed strategies on how to address systemic issues and enhance the natural environment.



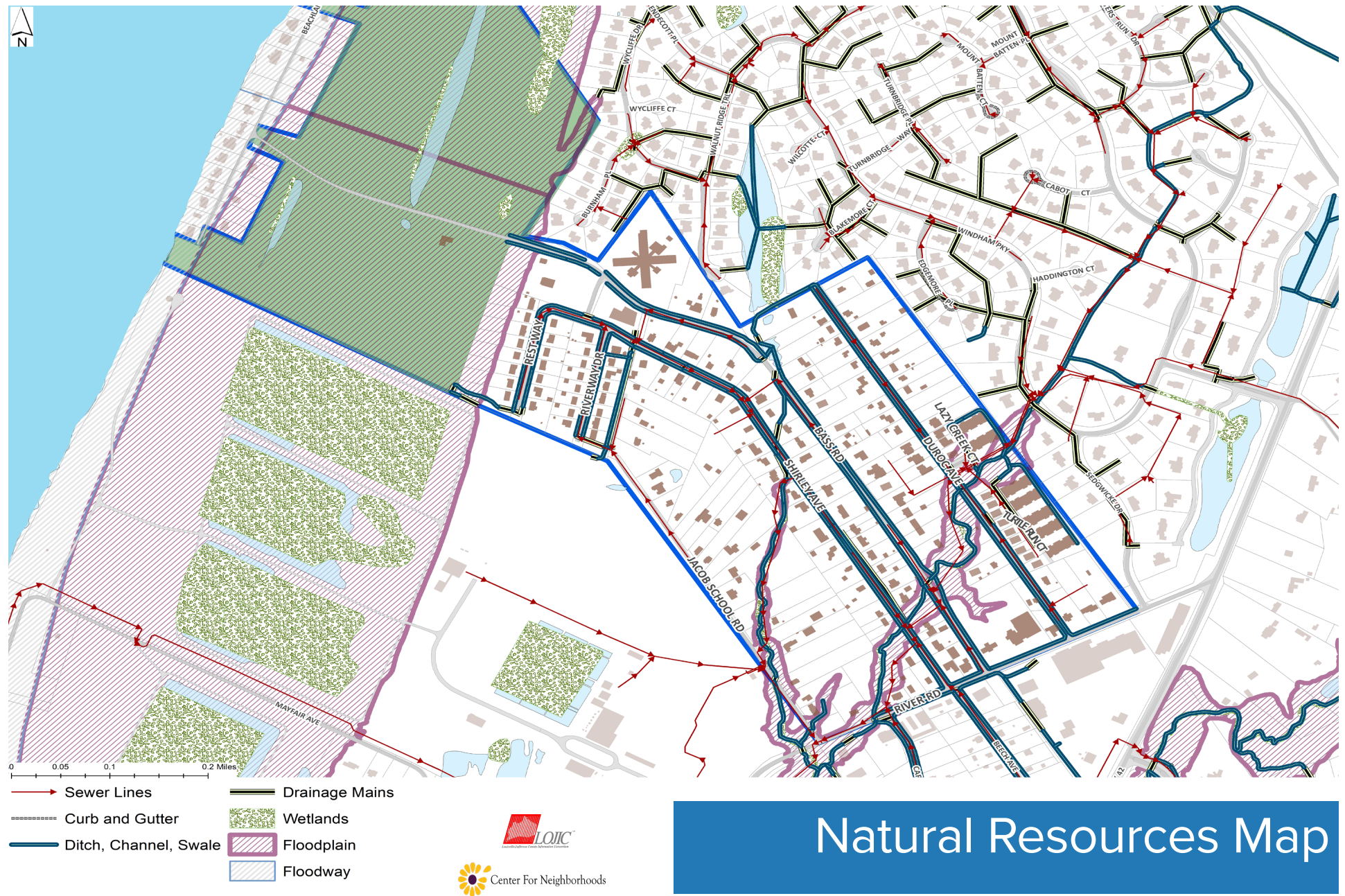


## Cultural and Historic Landscapes

The native natural beauty of the Ohio River corridor and Harrod's Creek settlement are still present today through the lush wooded areas and natural wetlands and creek beds that wind throughout the neighborhood and surrounding area.









The James Taylor - Jacob School Neighborhood sits along the Ohio River. It is part of the original Harrod's Creek settlement, a rich agricultural and early rural settlement at the edge of the village of Propsect. Many original landowners were farmers, and the historic rural context of the wider area is still evident today.

The neighborhood is near the River Road Scenic Byway, a protected historic roadway that offers beautiful views of the Ohio River and its surrounding landscapes. Residents describe their pleasure from living in this part of Jefferson County, where they experience the natural habitats and see a wide variety of greenery and wildlife. Many state that they enjoy the views and vistas original to the area while walking and driving, and enjoy the proximity to the river and its recreational opportunities. Preserving these natural assets is a critical factor to historic preservation as well as quality of life for neighborhood residents.

The neighborhood boundary abuts the Ohio River floodplain along Beechland Beech and Hays Kennedy Park. The park and the adjacent Garvin Brown Preserve, contain stormwater surges from the river and surrounding area, as well as natural wetlands that capture and retain stormwater. There are also two major creekbeds that cut across the neighborhood, both of which have areas that qualify as wetlands as well as floodplain areas that extend across private property. These creekbeds are treated with a variety of stormwater drainage infrastructure, including different sizes of pipes and catch basins (marked on the map as "sewer infrastructure"). The entire neighborhood is relatively at risk for stormwater overflows, and all roadways in the neighborhood are lined with ditches and catch basins to mitigate flooding along roadways. Many homes have installed drainage pipes under their driveways to help direct the water flow. However, not all catch basins and pipes are adequate size to handle the increasing amount of runoff and the inconsistent sizing leads to backup points in the system. In general, the neighborhood suffers from inconsistent stormwater management and systemic flooding.

Adjacent to the James Taylor - Jacob School Neighborhood is the suburban development Sutherland Estates. Developers created a large retention pond to collect excess stormwater runoff for those homes. This can be seen on the map at the north end of Duroc Avenue. The Sutherland Estates retention pond creates a significant outflow of stormwater at its southern base, which then backs up into homes along Bass and Shirley Avenue, causing flooding inside homes and on roadways. Many residents fear that new development will increase the stormwater runoff effects already felt within the neighborhood. Many of the historic preservation recommendations, such as smaller housing styles and larger lot size, serve a dual purpose of mitigating these effects as well by limiting new impervious surfaces.

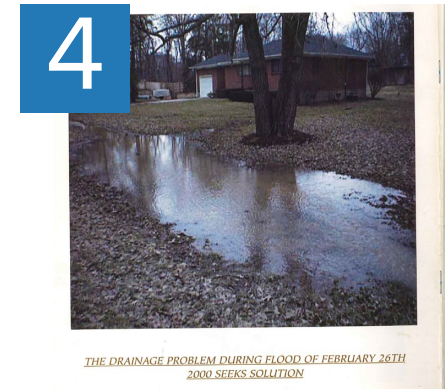
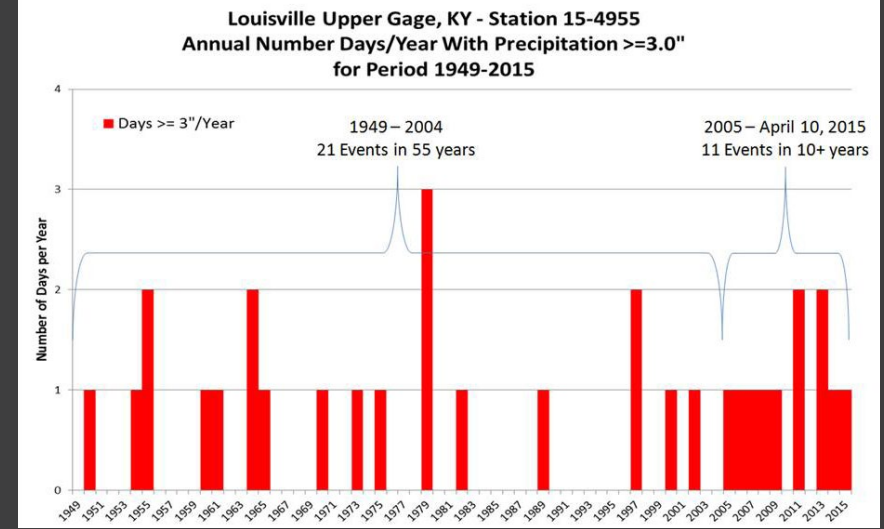
The tree canopy in the James Taylor - Jacob School Neighborhood has suffered loss from flooding, storms, age, disease, and clearing for development. Trees are a significant part of the original landscape of this area, and provide natural mitigation for stormwater runoff.



## STORMWATER DRAINAGE

Flooding from stormwater runoff is a priority issue with James Taylor - Jacob School Neighborhood residents. Routinely during storm events, they experience flooding in their homes and roadways, sometimes to great personal expense. Many indicate the increase of stormwater flooding frequency and intensity since the 1990's, which coincides with the building of Sutherland Estates and its retention pond adjacent to the neighborhood, increased area-wide development, and intensified natural rain events. The data to the right, courtesy of MSD, shows there has been 50% as many extreme storms just in the last ten years as there have been in the 55 years beforehand.

### Increased Frequency of Extreme Storms



1. Photos are submitted by a resident of Shirley Avenue of a tree loss and flooding during a summer 2017 rain event; 2. Photo submitted by a resident of flooding between Shirley and Bass Road, at the base of the Sutherland Estates retention pond in summer 2017; 3. Photo submitted by a resident of Shirley Avenue of flooding at her home during a rain event in 2015; 4. An image from a 2000 Neighborhood Association newsletter, articulating the desire of residents to find a solution for frequent flooding.

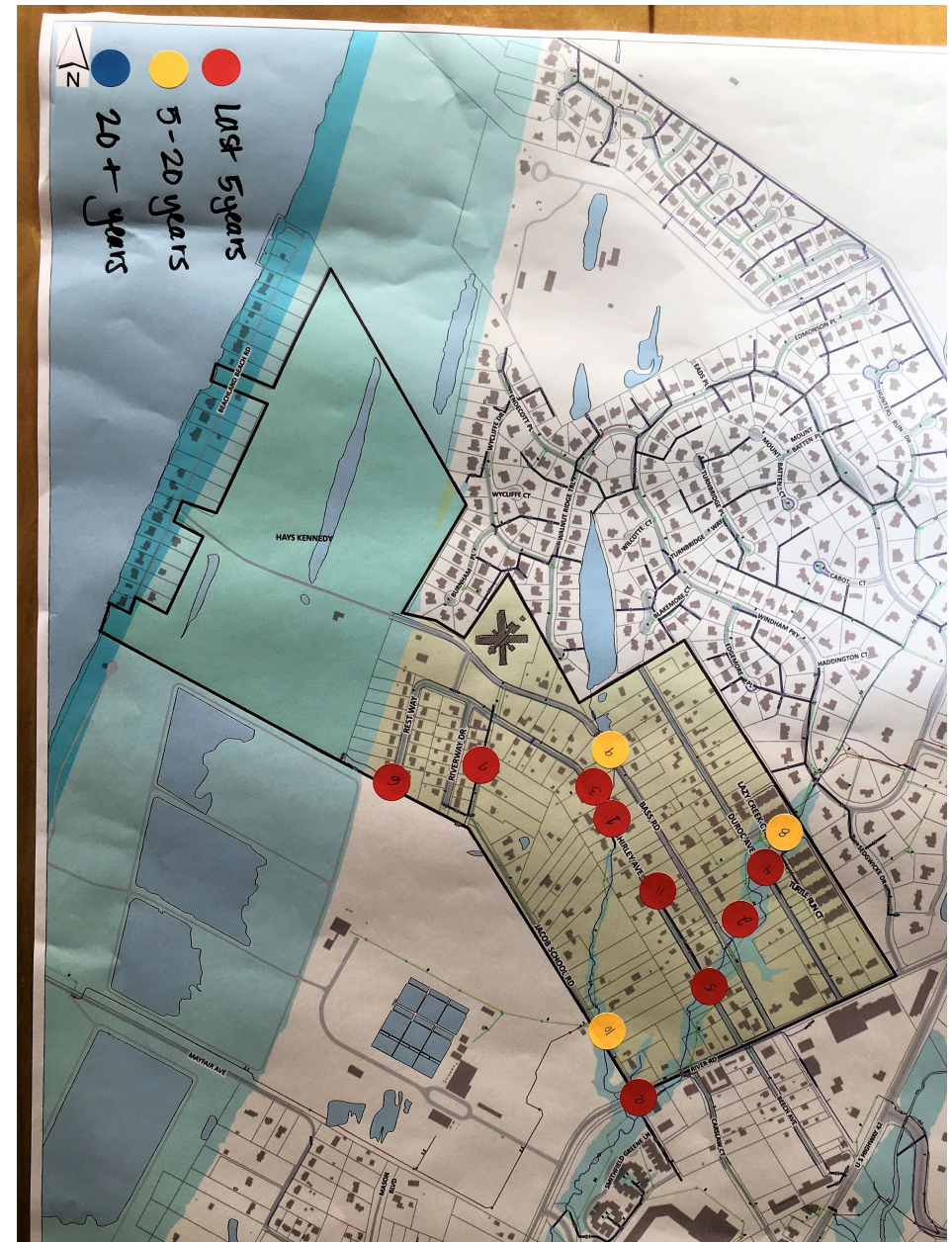




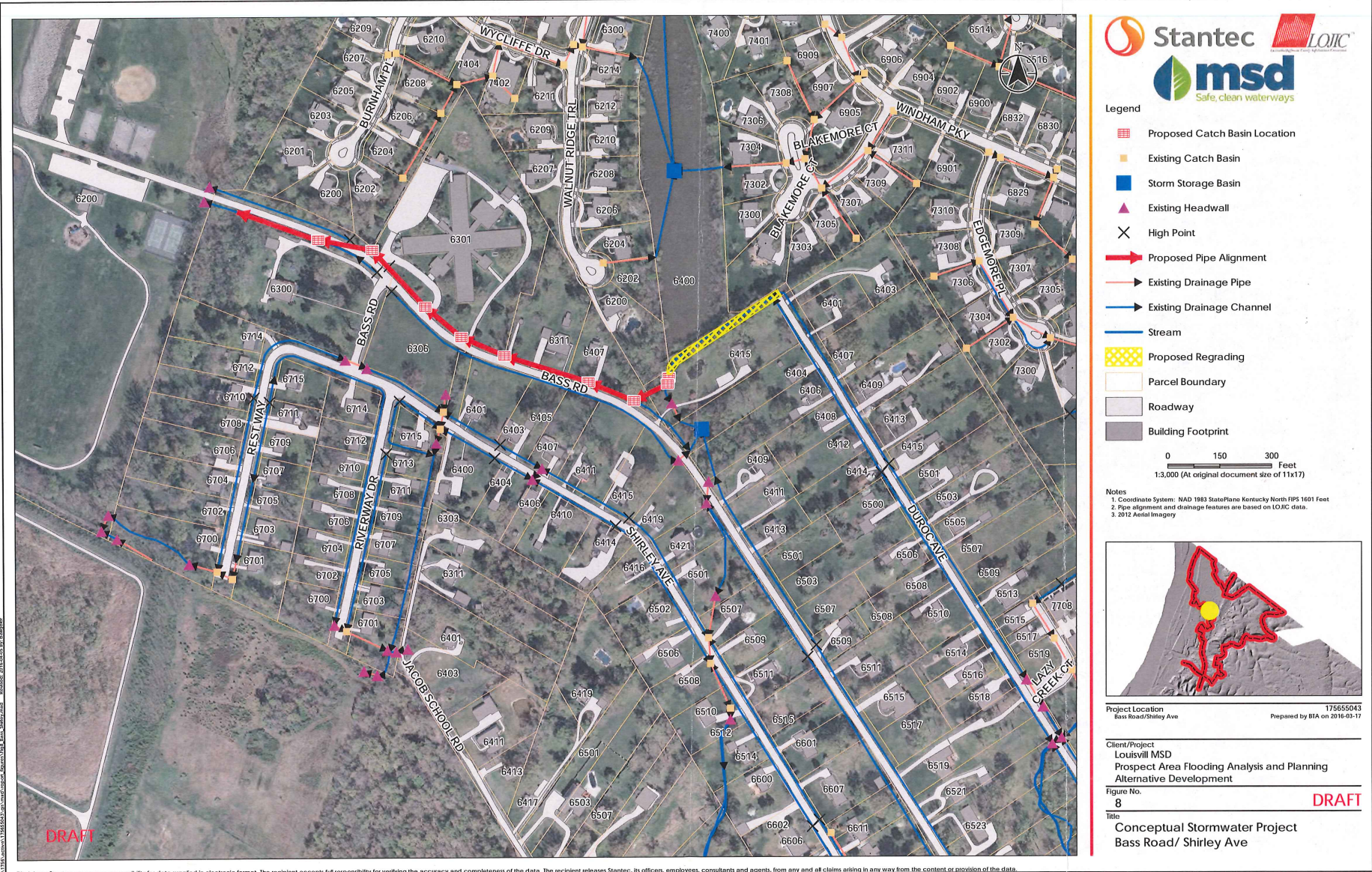
In order to gain an accurate account of resident's experiences with flooding issues, planning staff asked residents to indicate the location of the issues, describe the issue, and give a time frame for increased frequency, if any. Participants worked as a group to collectively account for their own experiences and what they witnessed in general. Results showed flooding along creekbeds and marked wetlands areas, as well as issues at the Sutherland Estates basin, with increasing intensity and frequency in recent years.

## Drainage Issues Input Map Comments

1. Houses on both sides [of the creek] frequently flood on the first level. Flooding our roadway as well.
2. Creek floods here.
3. Water surrounds the house here like a lake. Three to four feet deep. Spent \$700 on a sub-pump but it has no where to go. The first floor submerged partially. Fish in the yard.
4. Creek floods here.
5. Water stands here.
6. Swale is broken and floods out.
7. Flooding occurs here.
8. Flooding here - started after Sutherland Estates was built, no issues in the 1980's.
9. Flooding here started after Sutherland Estates was built
10. Flooding here stated after Sutherland Estates was built
11. Drainage ditch here was covered by MSD in approximately 2006 and now has flooding in the front.
12. Culvert filling up higher than before and water is standing.









## Infrastructure Improvements

As part of their 20 year capital infrastructure improvement plan, the Metropolitan Sewer District (MSD) has proposed drainage infrastructure improvements for the James Taylor - Jacob School Neighborhood.

The proposed solution is to install a new pipe that can hold up to a 100-year rain event flow under Bass Road. This, along with a regrading and a connection at the base of the Sutherland Estates retention pond, is designed to redirect stormwater runoff away from homes on Bass Road and Shirley Avenue and into Hays Kennedy Park, where there is a natural floodplain.

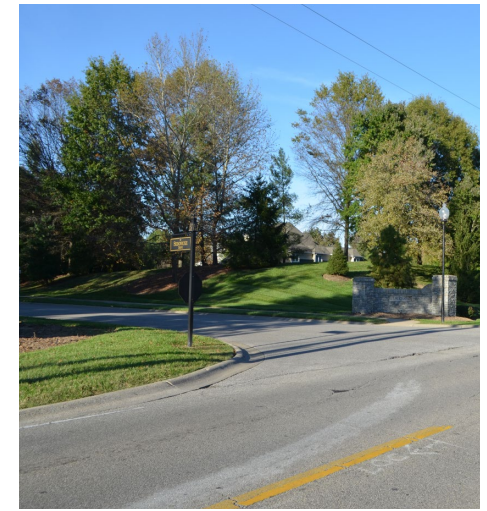
Residents are supportive of this plan, stating they need water redirected from their homes to reduce costs from flood damage and increase safety. Due to funding constraints, the proposed improvements may not be implemented for six years. Neighborhood residents want the improvements expedited as much as possible. They are hopeful that other funds can be leveraged from recommended Bass Road mobility improvements.

## Existing Infrastructure

There is sewer infrastructure in the neighborhood. There are ditches alongside every road, and most have catch basins that collect stormwater runoff, with the exception of Jacob School Road, which has natural ditches with sometimes standing water. Small drain pipes exist under most driveways and on the edge of properties. In all, the size of existing infrastructure is relatively inconsistent due to a lack of easement grants from private property owners and lack of funding for capital infrastructure improvements. This inconsistency in pipe size, alignment, and maintenance restricts stormwater flow, creating various backup points.



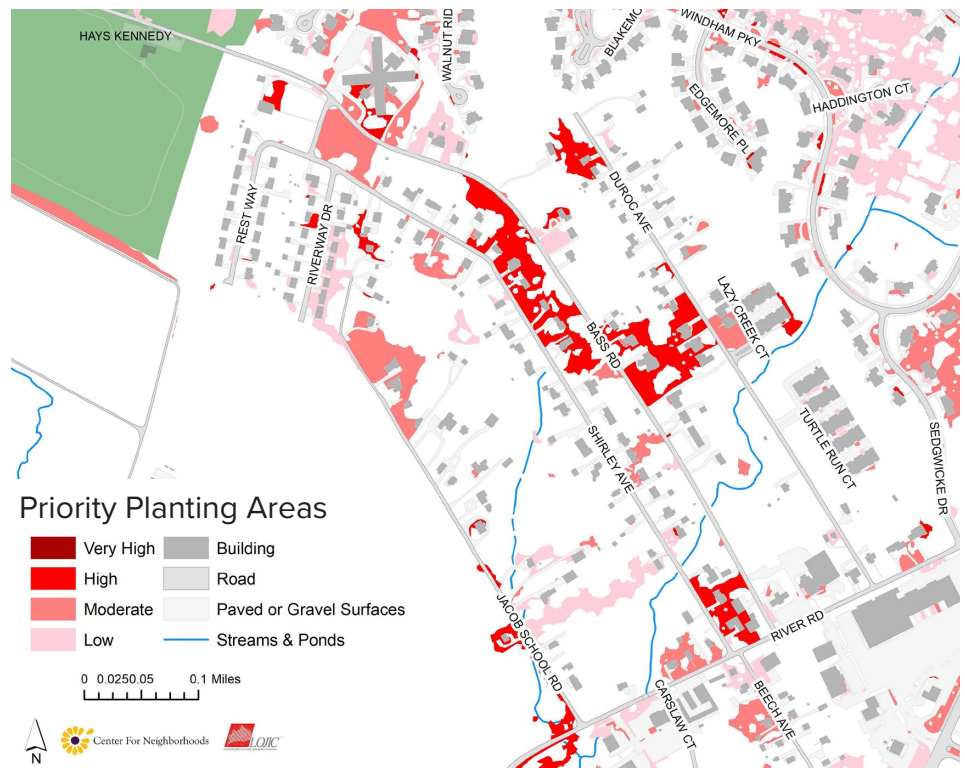




## Tree Loss

Traditionally the neighborhood has enjoyed a healthy tree canopy, beneficial for beautiful vistas, improved air quality, and enhanced stormwater mitigation. However, there is tree loss caused by storms, disease and as a result of trees being cleared for development. Images above illustrate significant holes in the tree canopy, diseased trees, and whole lots void of any trees along the traditionally wooded roadways of Shirley Avenue and Jacob School Road. The Tree Canopy Assessment data layer (2012) shows high priority planting along Jacob School Road, Shirley Avenue, and Bass Road.

Maintaining the tree canopy is also important in the context of the wider area. District 16 is generally more wooded than much of Jefferson County, with a 40% tree canopy coverage, and has one of the highest dollar value of tree canopy benefits. Since 2004, it is estimated that District 16 has lost about 7% of its tree canopy (Tree Canopy Assessment, 2015).





## Strategy 1: Encourage voluntary tree plantings

Adding to the tree canopy can compensate for loss of other trees and generally increase the coverage throughout the neighborhood. Louisville Metro Government and other organizations offer free trees and tree vouchers for neighborhood planting. Many trees need to be planted on private property in order to achieve an impactful increase of the tree canopy. It may also be effective to plant a number of trees on unused land or other opportunity areas.



## Strategy 2 - Connect to or establish a tree care program and learn tree care best practices

Proactively maintaining the health of existing trees is a preventative measure for avoiding tree loss. During planning sessions, participants were able to learn about many organizations in Jefferson County that offer programs in tree education and urban forestry.

Goal	Objective	Strategies	Feedback
Improve the tree canopy in James Taylor - Jacob School neighborhood	Reduce or mitigate tree loss	1. Create guidelines requiring property owners to remove stumps when trees are removed 2. Create guidelines requiring property owners to plant a new tree when they cut one down 3. Neighborhood Association promote a tree health education event	Safety w/ affordability ✓ ✓✓✓
	Increase the number of trees in the neighborhood	1. Neighborhood Association create a voluntary tree planting program, in order to encourage new plantings 2. (Local Historic District) Guidelines that require a minimum number of trees per acre. 3. (Local Historic District) Guidelines that require any	✓ Too much regulations ✓✓✓

## Strategy 3: Establish guidelines to require tree replacement by property owners and developers

Tree removal may sometimes be necessary, due to many factors like tree disease or soil saturation for the safety of residents. Additional trees have been removed to make room for new construction of homes or other structures. Replacing trees once they are removed is an easy way to maintain canopy coverage throughout the neighborhood.



# Natural Resources Goals and Objectives

With the community's vision for the neighborhood in mind, James Taylor - Jacob School Neighborhood residents and stakeholders worked together to create goals and objectives that seek to achieve the vision in specific ways. The goals are general statements of how the community sees the neighborhood in the future. Objectives offer clear, measurable solutions that will achieve the stated goals. The recommendations support these objectives by articulating specific actions steps that should be taken. Below are the goals and objectives related specifically to Natural Resources. The full list of recommendations can be found in the Plan Implementation section.

## GOAL 1: REDUCE SYSTEMIC FLOODING IN ROADWAYS AND ON PRIVATE PROPERTY.

01

### **Complete needed infrastructure improvements.**

There are systemic challenges to stormwater flooding in the planning area. Strategies here support the proposed Metropolitan Sewer District improvement plan and suggest additional improvements in key areas (NR4-5, 7-9).

02

### **Create adequate drainage for all residences.**

This objective addresses the need for additional drainage systems on private property in key areas to be updated in order to provide additional drainage outflows and prevent further backups of stormwater (NR10).

03

### **Complete additional assessment of drainage problem areas.**

Neighborhood residents request more research and additional systemic assessments be completed in order to determine what other infrastructure improvements are possible (NR6, 12, 19).

04

### **Increase natural mitigation.**

In addition to gray infrastructure, community members would like to see more green infrastructure and low-cost stormwater mitigation techniques utilized, such as tree and other natural plantings (NR11, 17).



**GOAL 2: ENSURE ALL RESIDENCES IN THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD HAVE ADEQUATE PROTECTION FROM FLOODING.****05****Mitigate effects of new development on stormwater drainage for existing homes.**

As stated above, residents are experiencing flooding in their personal homes within the neighborhood. Many describe flooding issues as increasing in frequency and severity in recent years. While storm data shows that rainfall events have increased in recent years, many residents also state that they are experiencing more runoff from new development around the neighborhood than ever before. This objective suggests strategies to mitigate the effect of new development on stormwater runoff in the area (NR1-3).

**06****Prevent private property damage from stormwater and flooding and increase resources available to those who experience damages on private property.**

Many residents shared their experiences with chronic flooding in their homes due to stormwater runoff, some quoting large amounts of personal financial expense. This objective directly addresses programmatic solutions that suggest partnership between neighborhood residents and Metropolitan Sewer District (MSD) for education and waterproofing (NR13-16).

**GOAL 3: ENHANCE THE TREE CANOPY IN JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD****07****Reduce and mitigate tree loss.**

There is evidence of tree loss in the neighborhood. Community members wish to save existing large trees, as well as avoid the cost of cutting down trees, and are interested in educational programming to reduce tree disease (NR20, 22).

**08****Increase the number of new tree plantings.**

Residents are looking for ways to leverage existing resources in order to plant new trees and replace any tree loss as they seek to preserve the naturally wooded landscape of the neighborhood (NR18, 21).





# Chapter 6

## Mobility



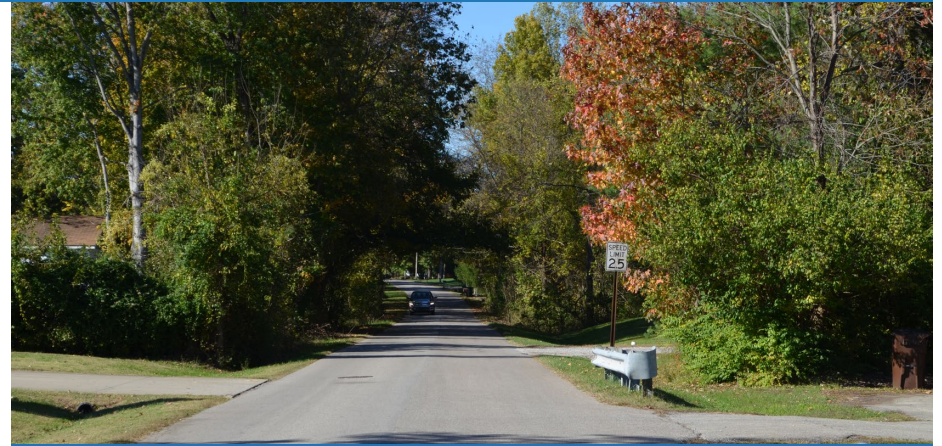
A brief summary of multi-modal mobility usage and barriers within the neighborhood and connectivity to local destinations, including a study of traffic, and recommendations for improvements.

# Primary Roadways



## RIVER ROAD

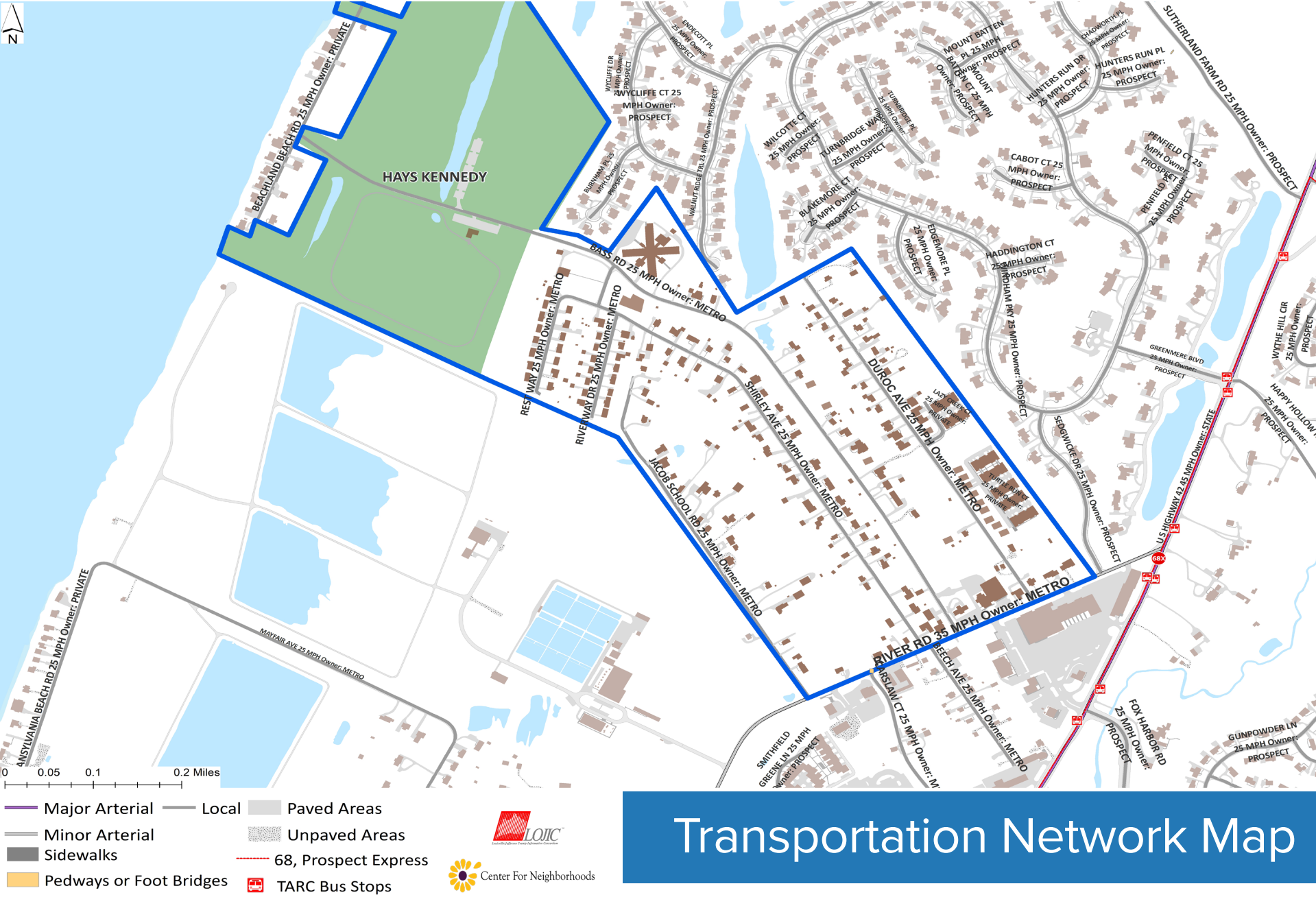
River Road is the major connecting roadway for the James Taylor - Jacob School Neighborhood. Neighborhood residents have to use River Road to exit and access any services or other locations. On the southern side of River Road is a mixture of commercial and residential uses, and a cut through to the adjacent shopping center. To the east, River Road leads to US Highway 42, a major arterial in Prospect and through Jefferson and Oldham counties. Going southwest, River Road leads to Downtown Louisville. Also known as the River Road Scenic Byway, this winding two-lane road runs nine miles along the Ohio River and offers beautiful natural landscapes and views of the river. On any given day, one can see community members driving, biking, and walking along River Road.



## BASS ROAD

Bass Road is a highly utilized neighborhood street within the James Taylor - Jacob School Neighborhood, primarily because it offers connection through the neighborhood to Hays Kennedy Park, Beechland Beech, and River's Edge Nursing and Rehabilitation Center. It is also the intermediary roadway to Shirley Avenue and Riverway and Rest Way in the back of the neighborhood. In general, Bass Road is lined with wooded areas and single family residences. Much of the southern side of Bass Road is lined with the large backyards of homes that front on Shirley Avenue.







The James Taylor - Jacob School Neighborhood has a limited range of transportation options, given its low density and location outside of the urban core. Streets are in good condition, however the street network is somewhat unique. Jacobs School Road and Duroc Avenue are both no outlet streets. Bass Road and Shirley Avenue provide a connective loop through the core of the neighborhood. River Road is a local arterial that provides connectivity to the wider area.

The closest bus service is along US Highway 42, accessible by walking down River Road.

There is no existing sidewalk network within the neighborhood. The only sidewalks that exist are in the Turtle Run and Lazy Creek developments, which are set back from the road and relatively inaccessible to pedestrians. There is also no existing sidewalk network connecting to the neighborhood via River Road.

There are no existing bikeways or bike lanes in the neighborhood or connecting to the neighborhood.

## Walkability

There is not an existing sidewalk network, however many residents stated their desire for sidewalks and walking paths throughout the neighborhood. Planning staff observed residents walking with children and running in the road on many occasions. The grass is worn in some areas within the neighborhood along roadways and private property lines, showing the need for more formal walkways.



The current context of River Road presents walkability challenges for residents attempting to access businesses or bus stops adjacent to the neighborhood. Obstacles include narrow shoulders, a lack of sidewalks, and faded or absent crosswalks.





## Connectivity on Jacob School Road

Jacob School Road is a no outlet residential roadway. The road curves sharply at the end and abruptly transitions into a gated private drive. Residents who live on Jacob School Road articulated their desire to provide pedestrian connectivity to Hays Kennedy Park on the other side of the private residences, stating they currently cut through private property.

Residents also described difficulty with service trucks getting stuck at the end of the road, making tracks in their lawns. There are visible track marks in lawns the end of the road and some residents have placed safety cones as a prevention mechanism.







At the first community workshop, residents and stakeholders worked with planning staff to assess the current transportation network in the James Taylor - Jacob School neighborhood. Using color coded dots and markers, participants worked in small groups to provide input about automobile traffic and road safety issues, aspects of walkability, and overall connectivity.

## Combined Resident Input

Common themes among workshop participants included slowing down traffic on neighborhood streets and addressing neighborhood wide stormwater drainage issues. Common destinations included Hays Kennedy Park and the shopping centers along River Road. Participants stated a desire to walk safely along River Road and create safe crossings to access the shopping centers. The desire for sidewalks was also expressed, as was to formalize the existing informal walking paths throughout the neighborhood. Two of the three groups mentioned that they currently cut through private yards to access destinations such as Hays Kennedy Park and other residential streets.

- Where do you currently walk or bike?
- Where do you wish you could walk or bike?
- Road Issues
- Priority Infrastructure Requests



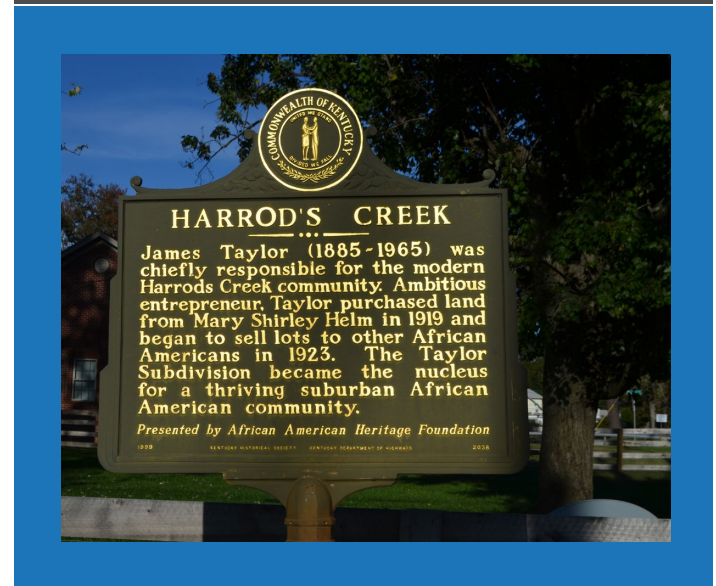
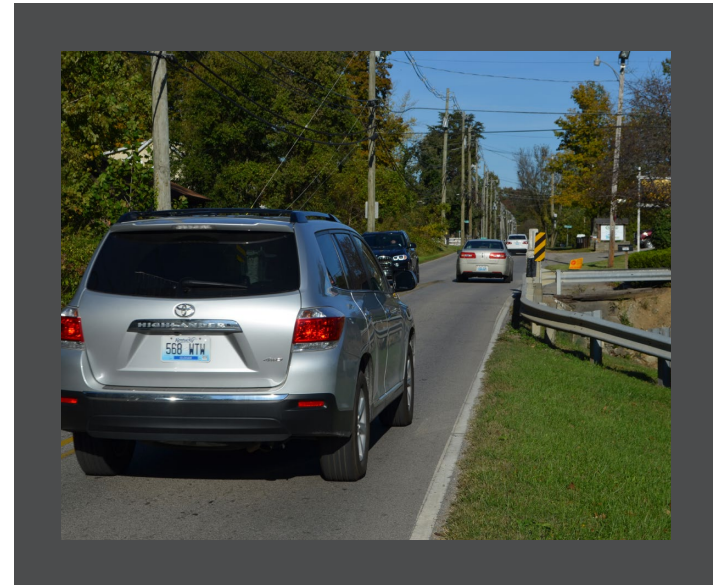




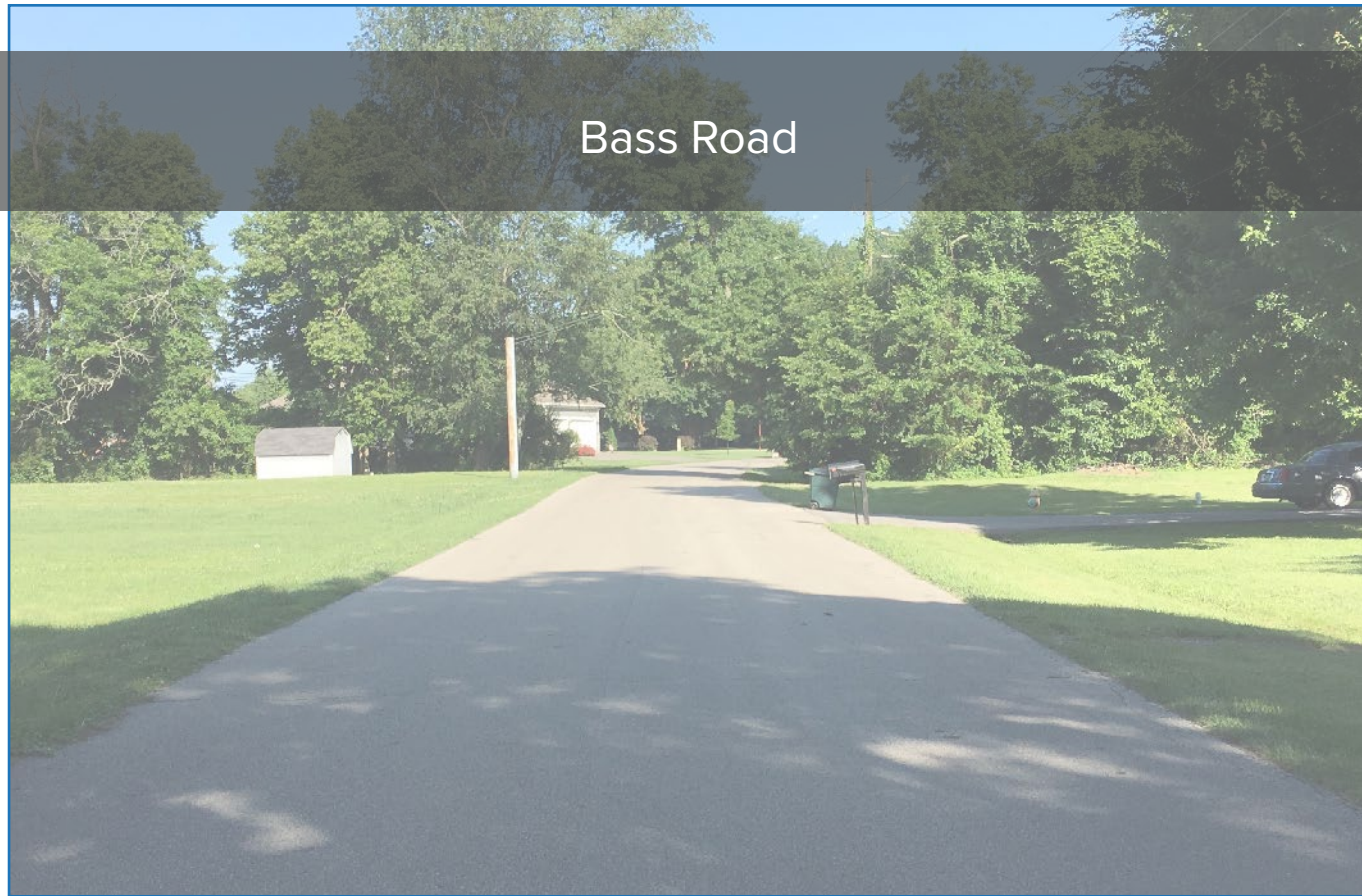
## Traffic Calming on Bass Road

During community workshops, several residents noted negative experiences related to speeding and traffic congestion on Bass Road leading into Hays Kennedy Park. Residents also stated that visitors sometimes park along the road during events. Although it is well wooded, the tree line opens up as Bass nears the back of the neighborhood, providing a wider road with no calming mechanisms. For those who interact with Bass Road as only a throughput to other uses there is no incentive to slow down. Additionally, Bass Road provides connection to other neighborhood streets in this area. Through traffic combined with pedestrians walking in the roadway to access the park creates potential safety hazards. There are already home made signs at the intersection with nearby Rest Way asking drivers to slow down.

As a follow-up, a traffic study was conducted by the Louisville Metro Department of Public Works to assess speeding and usage. Equipment was placed in three locations: the entrance to Bass Road at River Road, in front of River's Edge Nursing and Rehabilitation Center, and the entrance to Beechland Beech neighborhood on the other side of Hays Kennedy Park. Bass Road has posted speed limit of 25 miles per hour. The traffic study indicated that in general, speeds were within the range of 20 - 35 miles per hour but a significant number of speeds were over 35 miles per hour; some were even over 44 miles per hour. This qualifies the roadway for some strategically placed speed humps or other traffic calming mechanisms.







Planning staff worked with residents using visual preference surveys to develop a traffic calming alternative for Bass Road that incorporates stormwater management opportunities and natural landscaping. The concepts also visualize needed walking paths along the roadway that have the potential to be replicated throughout the neighborhood as the right of way allows.



Bass Road Traffic Calming Concept 1





Bass Road Traffic Calming Concept 2

# Mobility Goals and Objectives

With the community's vision for the neighborhood in mind, James Taylor - Jacob School Neighborhood residents and stakeholders worked together to create goals and objectives that seek to achieve the vision in specific ways. The goals are general statements of how the community sees the neighborhood in the future. Objectives offer clear, measurable solutions that will achieve the stated goals. The recommendations support these objectives by articulating specific actions steps that should be taken. Below are the goals and objectives related specifically to Mobility. The full list of recommendations can be found in the Plan Implementation section.

## GOAL 1: IMPROVE SAFETY WITHIN THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD.

**01**

### **Calm traffic inside the James Taylor - Jacob School Neighborhood.**

Many neighborhood residents stated they wish to reduce traffic speeds and eliminate speeding inside the neighborhood. They provided specific areas where speeding occurs, most prominently Bass Road and Shirley Avenue. These results were confirmed by a traffic study. In response to this, the recommendations here directly address traffic calming (M4 - 6).

**02**

### **Increase visibility inside the James Taylor - Jacob School Neighborhood.**

The community is concerned about maintaining the safe environment of the neighborhood. Many residents expressed a desire for lighting, however some stated they did not wish to have streetlights. The solution suggested here is dark sky lighting, which provides the most natural environment but still provides dim lighting for safety (M7).





03

**Mitigate inappropriate uses and traffic congestion on neighborhood roadways.**

The strategy here suggests a turn around for the end of Jacob School Road in order to mitigate congestion (M8).

**GOAL 2: PROVIDE SAFE AND CONVENIENT ACCESS AND MOBILITY WITHIN THE JAMES TAYLOR - JACOB SCHOOL NEIGHBORHOOD.**

04

**Improve walkability inside the James Taylor - Jacob School Neighborhood.**

Challenges to walkability exist on almost every street within the neighborhood. Some residents desired sidewalks as a solution to walking in the roadway, and some residents wanted to retain the natural look of the neighborhood. This solution is natural looking walking paths along the roadways and along existing foot patterns (M9 - 11).

05

**Ensure safe access to Hays Kennedy Park.**

This objective encompasses a recommendation for improvement to the park entrance, as well as the neighborhood's preferences regarding the future Louisville Loop Multi-Use Shared Path connection to Hays Kennedy Park from adjacent areas (M12, 18).

**GOAL 3: IMPROVE MOBILITY TO ADJACENT AREAS AND TO DOWNTOWN.**

06

**Improve walkability along River Road and US 42.**

Similarly, walking along River Road can be unsafe. These strategies include adding traditional sidewalks and crosswalks along River Road to improve access by foot to area amenities and to bus transportation (M12 - 16).

07

**Improve access to a variety of transportation options.**

Neighborhood residents articulated the desire to be more connected to multi-modal transportation options. These strategies suggest ways to provide bike and bus connectivity for the community (M1, 2, 17).



# Chapter 7

## Plan Implementation



A comprehensive list of all recommendations referred to in the plan document, along with estimated timeframes and potential partners for implementation.



# Land Use and Community Form

Plan 2040/LDC			
	Recommendation	Responsibility	Timeframe
LU1	Preserve and encourage single family residential zoning and use, with low density character, inside the James Taylor - Jacob School Neighborhood.	Louisville Metro Planning and Design	Ongoing
LU2	Limit the zoning of parcels to R-4 or lower intensity inside the James Taylor - Jacob School Neighborhood.	Louisville Metro Planning and Design	Ongoing
LU3	Conduct an optional area-wide rezoning to R-2 inside the James Taylor - Jacob School Neighborhood in order to preserve large, historic parcel sizes.	Louisville Metro Planning and Design	Short Term - 1 Year
LU4	Preserve Hays Kennedy Park as an open, accessible, public green space with public amenities.	Louisville Metro Planning and Design, Louisville Metro Parks, River Fields	Ongoing
LU5	Preserve the Garvin Brown Nature Preserve as publicly accessible for conservation of the natural floodplain, wetlands, and landscape.	Louisville Metro Planning and Design, River Fields	Ongoing
LU6	Preserve the Scenic Byway.	Louisville Metro Planning and Design, River Fields	Ongoing
LU7	Discourage non-residential zoning and use along River Road.	Louisville Metro Planning and Design	Ongoing
LU8	Encourage commercial development to occur in established or potentially new shopping centers along US-42.	Louisville Metro Planning and Design	Ongoing
LU9	Change the existing Traditional Neighborhood Form District on Rest Way to a Village Form District, in order to remain consistent with the rest of the neighborhood.	Louisville Metro Planning and Design	Short Term - 1 Year



# Land Use and Community Form

Policy/Programming			
	Recommendation	Responsibility	Timeframe
LU10	Create a committee within the neighborhood association to focus on implementation and consistent review of the James Taylor - Jacob School Neighborhood Plan.	Neighborhood Association	Short Term - 1 year, then Ongoing
LU11	Enhance resident participation in the James Taylor - Jacob School Neighborhood Association and its initiatives through increased communication and resident engagement.	Neighborhood Association, Center For Neighborhoods	Ongoing
LU12	Grow membership and leadership capacity for the James Taylor - Jacob School Neighborhood Association.	Neighborhood Association, Center For Neighborhoods	Ongoing
LU13	Create and implement regular social gatherings for the neighborhood residents, such as barbecues, picnics, etc to build social cohesion.	Neighborhood Association, area churches or other non-profit organizations	Ongoing
LU14	Create and implement regularly meeting block watches.	Neighborhood Association, Louisville Metro Police Department	Short Term - 1 year
LU15	Support and enhance the maintenance and improvements to Hays Kennedy Park, retaining accessible open space and recreational use for neighborhood residents.	Neighborhood Association, Metro Parks	Ongoing
LU16	Hold annual neighborhood cleanups for common areas such as Hays Kennedy Park, the Garvin Brown Preserve, and along roadways.	Neighborhood Association, Brightside, River Fields	Short Term - 1 year





# Land Use and Community Form

Policy/Programming			
	Recommendation	Responsibility	Timeframe
LU17	Develop and implement a marketing campaign to promote James Taylor - Jacob School Neighborhood's neighborhood identity/brand and attract target homeowners to live in the area.	Neighborhood Association, Center For Neighborhoods	Short Term - 1 year
LU18	Identify housing units in need of exterior improvements and develop a referral system for connecting residents to existing housing improvement programs.	Neighborhood Association, Louisville Metro Codes and Regulations, Non-profit organizations	Medium Term - 3 years
LU19	Develop and implement a volunteer program to assist elderly homeowners with home and lawn maintenance and repair.	Neighborhood Association, Non-profit organizations	Medium Term - 3 years
LU20	Partner with the Masonic Lodge to reinvigorate community gardens or other programming at the Jefferson Jacob School.	Neighborhood Association, Masonic Lodge	Long Term - 5 years



# Historic Preservation

Plan 2040/LDC			
	Recommendation	Responsibility	Timeframe
HP1	Pursue a local historic preservation district with design guidelines to preserve and enhance the character and aesthetic of the James Taylor - Jacob School Neighborhood (see content on page 72).	Neighborhood Association	Medium Term - 3 years
Policy/Programming			
HP2	Pursue the current draft nomination and obtain National Register of Historic Places designation for the eligible James Taylor Historic District.	Neighborhood Association, Louisville Metro Historic Preservation Office, Kentucky Heritage Council, River Fields	Short Term - 1 year
HP3	Pursue the current draft nomination and obtain National Register of Historic Places designation for the eligible Jacob School Road Historic District.	Neighborhood Association, Louisville Metro Historic Preservation Office, Kentucky Heritage Council, River Fields	Short Term - 1 year
HP4	Promote the voluntary nomination of historic structures to the National Register of Historic Places.	Neighborhood Association, Louisville Metro Historic Preservation Office, Kentucky Heritage Council, River Fields	Ongoing
HP5	Partner with the Masonic Lodge to ensure the Jefferson Jacob School building is a preserved, renewed, vibrant community asset, which is accessible to the residents of the community through use of the space and programming.	Neighborhood Association, Masonic Lodge	Medium Term - 3 years



# Historic Preservation

Policy/Programming			
	Recommendation	Responsibility	Timeframe
HP6	Utilize existing resources and conduct additional research to compile a comprehensive list of all historic structures and sites.	Neighborhood Association, River Fields, Vital Sites, University of Louisville	Medium Term - 3 years
HP7	Host annual community events(s) to celebrate significant dates.	Neighborhood Association	Short Term - 1 year
HP8	Create a photo archive, which catalogues images of the families and significant events in the neighborhood, along with the associated stories.	Neighborhood Association, River Fields, University of Louisville	Long Term - 5 years +
HP9	Create an oral history archive, which catalogues the oral history and stories of those who lived in the neighborhood.	Neighborhood Association, River Fields, University of Louisville, Louisville Free Public Library	Medium Term - 3 years
HP10	Develop a fundraising strategy to support the implementation of historic preservation strategies and programs.	Neighborhood Association	Ongoing
HP11	Share existing historical documents, cultural asset inventories (2006, 2010) interpretive plans (2013) with all residents and partners.	Neighborhood Association, Louisville Metro Historic Preservation Office, River Fields, Kentucky Heritage Council, University of Louisville	Short Term - 1 year





# Historic Preservation

Policy/Programming			
	Recommendation	Responsibility	Timeframe
HP12	Create a website for the James Taylor - Jacob School Neighborhood, that includes images, stories, and external links about the history of the area.	Neighborhood Association, River Fields	Medium Term - 3 years
HP13	Install an additional historical marker and other interpretive signage to draw attention to Jefferson Jacob School.	Neighborhood Association, Louisville Metro Historic Preservation Office, Metro Council, River Fields, Kentucky Heritage Council	Medium Term - 3 years
HP14	Leverage tax credits and other grant funding to rehabilitate historic buildings.	Neighborhood Association, Louisville Metro Historic Preservation Office, Metro Council, River Fields, Kentucky Heritage Council	Medium Term - 3 years



# Natural Resources

Plan 2040/LDC			
	Recommendation	Responsibility	Timeframe
NR1	Restrict the use of fill or artificial elevation in new non-critical development or additions to existing structures per ordinance.	Louisville Metro Planning and Design, Property Owners	Ongoing
NR2	New development, including additions to existing structures, must provide evidence of and adhere to a 100-foot buffer from all streams and creekbeds, per ordinance.	Louisville Metro Planning and Design, Property Owners	Ongoing
NR3	New development must provide an environmental assessment that evaluates a) the potential effects of stormwater runoff from its site, and b) how it plans to infiltrate stormwater and mitigates pre- and post-construction runoff conditions.	Louisville Metro Planning and Design, Metro Council, Property Owners	Ongoing
Capital Infrastructure			
NR4	Expedite the installation of a 100-year pipe with appropriate catch basins and other infrastructure on Bass Road, as proposed in the Prospect Area Flooding Analysis and Planning Alternative Development Report, part of the Critical Repair and Reinvestment Plan (MSD 20-year Comprehensive Facility Plan).	MSD, Metro Council	Medium Term - 3 years
NR5	Provide improved drainage outlets for localized flooding near 6501-6512 Shirley Ave, and Lazy Creek Court/Turtle Run Court, and where appropriate.	MSD, Metro Council, Property Owners	Medium Term - 3 years
NR6	Assess effects of the retention basin at adjoining neighborhoods through an independent peer review process, with the potential of additional infrastructure to redirect overflows before it hits James Taylor - Jacob School neighborhood.	MSD, Neighborhood Association	Medium Term - 3 years



# Natural Resources

Capital Infrastructure			
	Recommendation	Responsibility	Timeframe
NR7	Improve the drainage outlet(s) at the western end of Rest Way and Riverway Drive as they meet Jacob School Road and the Water Company property.	MSD	Medium Term - 3 years
NR8	Increase drainage pipe size and containment of overflow from culvert at River Road and Carslaw Court.	MSD, Metro Council, Property Owners, Louisville Water Company	Medium Term - 3 years
NR9	Increase drainage pipe size and containment of overflow at River Road and Jacob School Road.	MSD, Metro Council	Long Term - 5 years +
NR10	Partner to obtain easements from private property owners, and assess existing easements, in order to install additional or larger drainage pipes along waterways and creekbeds throughout the neighborhood, where appropriate.	MSD, Metro Council, Property Owners	Medium Term - 3 years
NR11	Encourage the use of green infrastructure and other mitigating materials wherever possible.	Louisville Metro Planning and Design, Public Works, MSD	Ongoing
NR12	Assess adjacent and surrounding areas for impacts and potential systemic solutions for consistent flooding and drainage issues.	MSD	Ongoing





# Natural Resources

Policy/Programming			
	Recommendation	Responsibility	Timeframe
NR13	Partner with MSD to create waterproofing program for individual homes, including education and potential funding.	Neighborhood Association, MSD	Medium Term - 3 years
NR14	Partner with MSD to sponsor educational workshops on what to do during rain events, flooding mitigation on personal property, and how to file with MSD.	Neighborhood Association, MSD	Short Term - 1 year
NR15	Create an educational program, and potentially a neighborhood-wide collaboration, for obtaining flood insurance on individual properties.	Louisville Metro Planning and Design, MSD, Metro Council, Property Owners	Medium Term - 3 years
NR16	Create a system to track drainage maintenance calls and response, and utilize the electronic MSD system to enhance this tracking.	Neighborhood Association	Ongoing
NR17	Create a voluntary rain garden program, encouraging residents to plant rain gardens on their property.	Neighborhood Association, MSD, Kentucky Waterways Alliance	Medium Term - 3 years
NR18	Create or connect to a voluntary tree planting program, in order to encourage tree replacement and new plantings.	Neighborhood Association, Trees Louisville, Louisville Loves Trees	Short Term - 1 year
NR19	Map and assess existing creek and wetlands areas in order to determine which areas are eligible for clearing of brush and natural debris. Explore the possibility of compensating the improvement of some of these areas with other wetlands mitigation/credits.	Neighborhood Association, MSD, Kentucky Waterways Alliance	Short Term - 1 year



# Natural Resources

Capital Infrastructure			
	Recommendation	Responsibility	Timeframe
NR20	Host a tree health education event or program.	Neighborhood Association, Trees Louisville, Louisville Loves Trees	Medium Term - 3 years
NR21	Use the tree canopy study to assess and establish priority planting areas inside the James Taylor - Jacob School Neighborhood.	Neighborhood Association, Office of Sustainability, Trees Louisville, Louisville Loves Trees	Medium Term - 3 years
NR22	Obtain scenic/conservation easements on private property for trees planting and open vernacular landscape preservation.	Neighborhood Association, Trees Louisville, Louisville Loves Trees, River Fields	Long Term - 5 years +

# Mobility

Plan 2040/LDC			
	Recommendation	Responsibility	Timeframe
M1	Support the implementation of the River Road Scenic Byway Management Plan, including the installation of a multi-use, shared path along River Road that allows for safer walking and biking, with the modified recommendation for the Louisville Loop connection as in M15.	Louisville Metro Department of Public Works	Ongoing
M2	Support the implementation of the River Road Shoulder Project, which narrows driving lanes and widens roadway shoulders to provides safer spaces for bicyclists and pedestrians.	Louisville Metro Department of Public Works	Ongoing



# Mobility

Capital Infrastructure			
	Recommendation	Responsibility	Timeframe
M3	Coordinate efforts by Metro Parks, Public Works, and MSD for roadway improvements on Bass Road, in order to leverage funding opportunities and design possibilities, as well as mitigate inconvenience to neighborhood traffic flows and park access.	Louisville Metro Parks, MSD, Louisville Metro Department of Public Works, Metro Council	Ongoing
M4	Install speed humps on Bass Road and Shirley Avenue in order to calm speeds, particularly near the entrance to Hays Kennedy Park.	Louisville Metro Department of Public Works, MSD, Metro Council	Short Term - 1 year
M5	Install green infrastructure in the median on Bass Road near the River's Edge Nursing and Rehabilitation Center and the entrance to Hays Kennedy Park, utilizing materials that reflect the existing natural landscape and enhance stormwater drainage. (Retain speed humps as appropriate)	Louisville Metro Department of Public Works, MSD, Metro Council	Medium Term - 3 years
M6	Post speed limit signage on Riverway Drive, Shirley Avenue, and Bass Road near the Hays Kennedy Park entrance, and elsewhere as appropriate inside the James Taylor - Jacob School Neighborhood	Louisville Metro Department of Public Works, Metro Council	Short Term - 1 year
M7	Install intermittent "Dark Sky" lighting along all walking paths	Louisville Metro Department of Public Works, Metro Council	Medium Term - 3 years
M8	Install a turn around at the end of Jacob School Road, with appropriate signage, to limit the usage of private drives for garbage trucks, other service vehicles, and individual cars to turn around.	Louisville Metro Department of Public Works, Metro Council	Medium Term - 3 years
M9	Install paved walking paths along all roadways inside James Taylor - Jacob School Neighborhood, with a priority of Bass Road and Shirley Avenue. Urban sidewalks with curbs and gutter are inconsistent with the historic rural character of the James Taylor - Jacob School Neighborhood.	Louisville Metro Department of Public Works, Metro Council	Long Term - 5 years +





# Mobility

Capital Infrastructure			
	Recommendation	Responsibility	Timeframe
M10	Create paved walking paths to provide connection from Jacob School Road to Rest Way, and subsequently to Hays Kennedy Park	Louisville Metro Department of Public Works, Metro Council	Medium Term - 3 years
M11	Utilize crime prevention landscaping as appropriate.	Neighborhood Residents	Ongoing
M12	Install benches along walkways as appropriate.	Neighborhood Association, Louisville Metro Department of Public Works, Metro Council	Long Term - 5 years +
M13	Install a paved walking path along Bass Road through the entrance to Hays Kennedy Park to provide increased multi-modal accessibility and visibility through the park entrance.	Louisville Metro Parks, Louisville Metro Department of Public Works, MSD, Metro Council	Medium Term - 3 years
M14	Install sidewalks along River Road and US42 from River Road to Del Haven Lane to allow safe pedestrian connections between the neighborhood and commercial areas.	Louisville Metro Department of Public Works, Metro Council, Kentucky Transportation Cabinet	Short Term - 1 year
M15	Install crosswalks at the intersection of River Road and US42 to allow for safe pedestrian crossing across River Road to access the shopping center.	Louisville Metro Department of Public Works, Metro Council, Kentucky Transportation Cabinet	Short Term - 1 year
M16	Install crosswalks on River Road at Timber Ridge to allow safe pedestrian crossing from the James Taylor - Jacob School Neighborhood to access the Timber Ridge shopping center.	Louisville Metro Department of Public Works, Metro Council	Medium Term - 3 years
M17	Improve the bridge on River Road between Jacobs School Road and Shirley Avenue to allow for safe pedestrian use alongside traffic.	Louisville Metro Department of Public Works, Metro Council	Medium Term - 3 years



# Mobility

Capital Infrastructure			
	Recommendation	Responsibility	Timeframe
M18	<p>Limit the increased traffic on Bass Road and parking at Hays Kennedy Park, and its subsequent impact on the James Taylor - Jacob School Neighborhood as a result of the Louisville Loop multi-use path connection between the Lewis and Clark Bridge/East End Crossing and Hays Kennedy Park. This plan recommends that the necessary trail head and parking lot be installed in a location outside of the James Taylor - Jacob School Neighborhood. It also recommends that the multi-use path should follow the river along the north side (back) of the Louisville Water Company's property, and connect to Hays Kennedy Park as it meets the southern edge of the park and its existing walking path. The neighborhood plan suggests two strategies to achieve this recommendation below, in order of priority:</p> <p>Preferred Strategy 1: Explore the potential of acquiring property on the north side of River Road near the Lewis and Clark Bridge, which will provide a site for the Louisville Loop multi-use path trail head and associated parking lot, and connect to the multi-use path along the north side of the Louisville Water Company's property.</p> <p>Preferred Strategy 2: If Preferred Strategy 1 is not feasible, consider the installation of the Louisville Loop multi-use path trail head and associated parking lot on the Louisville Water Company property, and connect to the multi-use path along the north side of the Louisville Water Company's property (not along the Jacob School Road side of the property).</p>	Louisville Metro Parks, Louisville Water Company	Long Term - 5 years +



# Mobility

Capital Infrastructure			
	Recommendation	Responsibility	Timeframe
M19	Work with Metro Parks and Department of Public Works to ensure that James Taylor - Jacob School Neighborhood residents have proper representation in decisions related to Louisville Loop planning and improvements.	Neighborhood Association, Louisville Metro Parks, Metro Council	Ongoing
M20	Create natural walking paths to mimic traditional cut-through paths between Jacob School and Shirley Avenue, between Bass Road and Duroc Avenue.	Neighborhood Association, Property Owners, River Fields	Long Term - 5 years +
M21	Explore the creation of a TARC stop on River Road across from Shirley Ave.	Transportation Authority of River City, Louisville Metro Department of Public Works	Medium Term - 3 years
M22	Install crosswalk and caution light, or other infrastructure, to ensure safer pedestrian crossing on River Road at the Lewis and Clark Bridge/ East End Crossing, and explore acquiring adjacent property for parking needs.	Louisville Metro Department of Public Works, Metro Council, Kentucky Transportation Cabinet	Short Term - 1 year





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# Center For Neighborhoods

Gordon Garner  
Interim Executive Director

Jess Brown  
Planning Director  
507 S. 3rd Street  
Louisville, KY 40202

502-589-0343  
[www.centerforneighborhoods.org](http://www.centerforneighborhoods.org)  
[info@centerforneighborhoods.org](mailto:info@centerforneighborhoods.org)

## APPENDIX A: HISTORIC PRESERVATION RESOURCES

### Resources specific to the founding and historic structures of the James Taylor - Jacob School Neighborhood

Brother, J., Kennedy, R., Ryall, J., Stottman, J. (2010). A Survey Update of Butchertown, Phoenix Hill, Downtown Louisville and River Road. (KAS Report No. 181) Report prepared by the Kentucky Archaeological Survey (The University of Kentucky and The Kentucky Heritage Council) for the Louisville Metro Department of Planning and Design Services. Retrieved from: <https://heritage.ky.gov/Documents/FinalLouisvillereport.pdf>

The Commonwealth of Kentucky. Kentucky Transportation Cabinet, Division of Environmental Analysis. (2013). African American Heritage Interpretive Plan for Jefferson Jacob School, Jacob School Road, James Taylor Subdivision, & Harrods Creek Village (KYTC 5-118). Prepared by CDM Smith, Lexington, KY. Retrieved from: <http://kyinbridges.com/wp-content/uploads/African-American-Heritage-Interpretive-Plan.pdf>

Kleber, John E. (2001) Encyclopedia of Louisville. Louisville, KY: University Press of Kentucky.

Louisville Metro Parks. (n.d.) Hays Robinson Kennedy.

Miller, Orloff G. (2007). The Historic African American Community of Greater Harrods Creek, Jefferson County, Kentucky: Prepared for The Country Estates Historic District/River Road Corridor Historic Preservation Plan, Ohio River Bridges Project. Louisville, KY.

### Examples of past local news coverage on the history of the James Taylor - Jacob School Neighborhood:

Theiss, Nancy S. "James Taylor helped black neighborhood start." Courier-Journal, 11 December, 2015. Retrieved from: <http://www.courier-journal.com/story/news/local/oldham/2015/12/11/james-taylor-helped-black-neighborhood-start/76806550/>

Clark, Kristen. "Study of 'black' schools surprises historian. Courier-Journal, 12 February, 2015. Retrieved from: <http://www.courier-journal.com/story/news/local/middletown/2015/02/13/study-louisvilles-black-schools-surprises-historian/23347973/>

Anderson, Tara "‘Rosenwald’ Schools aimed to Help Louisville’s African American School children". WFPL, 10 February, 2016. Retrieved from: <http://wfpl.org/rosenwald-schools-doc-louisville-kentucky/>





**More resources can be found by contacting the following organizations:**

Filson Historical Society  
1310 S. 3rd St., Louisville, KY 40208  
(502) 635-5083  
[Filsonhistorical.org](http://Filsonhistorical.org)

James Taylor - Jacob School Neighborhood Association  
Mark Jackson, President  
(502) 797-3270

Kentucky Center for African American Heritage  
1701 W. Muhammad Ali Blvd., Louisville, KY 40203  
(502) 583-4100  
[kcaah.org](http://kcaah.org)

Kentucky Heritage Council State Historic Preservation Office  
410 High St., Frankfort, KY 40601  
(502) 564-7005  
[heritage.ky.gov](http://heritage.ky.gov)

River Fields, Inc.  
1201 Story Ave. Ste. 215, Louisville, KY 40206  
(502) 583-3060  
[Riverfields.org](http://Riverfields.org)

University of Louisville Archives and Special Collections  
Ekstrom Library, Lower Level  
(502) 852-6752  
[library.louisville.edu/archives](http://library.louisville.edu/archives)



## APPENDIX B: LETTER TO MSD FROM RESIDENTS

THE JAMES T. TAYLOR-JACOB SCHOOL NEIGHBORHOOD ASSOCIATION  
P.O. Box 180 Prospect, KY 40059



October 9, 2015

Metropolitan Sewer District  
Attn: Mr. James A. Parrott  
Executive Director  
700 W. Liberty Street  
Louisville, KY 40203

Dear Mr. Parrott:

This letter is being written as a formal complaint on behalf of residents of the **James T. Taylor-Jacob School Neighborhood Association**, located directly off River Road near Prospect Point. As a community we are highly concerned about the ongoing, unresolved, long-standing, serious drainage and flooding issues that continue to occur in our neighborhood; unarguably worsened due to the poor engineering design flow of water retention basins (the "lake" facing Highway 42) located at Sutherland Farms. These drainage and flooding issues pose a serious problem and threaten the quality of life for all of our residents. It impacts our residents' health, finances, children, emotional well-being, safety, and home valuation and resale value.

This is a historically African-American community and for many years individual residents have complained and made numerous calls to Metropolitan Sewer District (MSD) regarding the unhealthy and unsafe conditions in which we live. Even with clean-ups addressed immediately following flooding; our residents are never certain if unhealthy conditions still exist. Mr. Kelly Downard, our Metro Council Representative, visited our community this summer to observe the conditions. To our knowledge, he requested a reevaluation of our problem from MSD. To-date, MSD has not moved on that request.

In 2011, representatives from MSD came to our community and assessed the drainage problems with delegates from the Association. We were promised that MSD would address our issues. The representative informed us that they (MSD) have funds set aside to make the necessary repairs but had not been able to find a contractor to fix the problems. Over four years later, it seems strange to us that no proper action has been made to resolve our issues; however, we have seen MSD trucks in the Sutherland Subdivision on numerous occasions correcting issues there. In addition, MSD is aware that during the installation of sewer lines in our neighborhood, they filled in drainage ditches and covered up drainage pipes that had

previously been on easements in front of homes. During heavy rains, water now stands in yards; having nowhere else to go. This causes problems with mosquitos, dampness and soggy conditions.

With every heavy rain and every rainy season, homeowners in our neighborhood must endure emotional and financial stress and strain. Our homes are surrounded with water, basements are flooded, yards are contaminated, and possessions are lost. This is now a problem that has plagued us for many years! Our expectation and desire, with receipt of this letter, is for appropriate steps to be taken to resolve this urgent problem that threatens our neighborhood's residential stability; sooner rather than later! It must be given top priority.

What is the source of the problem? In large part, Sutherland Farms' water retention basins empties overflow rain water away from Sutherland Farms' properties. This overflow, when released, is directed straight to drainage pipes and gullies that lead to our subdivision; which then dumps filthy polluted water in our neighborhood. In addition, the drainage route is clogged and covered with overgrown vegetation, branches, and debris. But even worse, an overabundance of rain water that is released from the Sutherland Farms water retention basins constantly floods the pipes and drainage areas located in our neighborhood; spilling over into the yards and homes on Duroc Lane, Bass Road, Shirley Avenue, Rest Way, Riverway, and Jacob School Road.

Residents have seen the flow of the water released from these basins first-hand and have followed its' course over time to be able to substantiate our conclusion. Although MSD is aware of this problem and has recently done some minor work in our area, the problem will not be resolved until the directional flow of Sutherland Farms' water retention basins are redirected toward the Ohio River and away from our neighborhood and homes. We expect the same consideration and priority for our property, quality of life, and our residents be given the attention as has been given to the residents of Sutherland Farms to ensure their properties are not affected.

**Health Concerns:** The residents of our neighborhood, including the very vulnerable patients and staff of Rivers Edge Nursing Home on Bass Lane, have endured reoccurring tasks of cleaning up mold, mildew, sludge, crude, and even fish that have been left in yards after heavy rains. This is, in large part, due to this poorly engineered water drainage flow. How can MSD allow a facility designed to take care of the elderly and affirmed be at risk of flooding every time there are heavy rains? Our children and pets have had to be denied access to their own yards as a result of dirty, dead or dying fish from Sutherland's water retention basins being dumped and left for our residents to clean-up after heavy rains. This is unsanitary and unacceptable.





Breathing treatments have been reported as a necessary prescribed regime to combat inherent problems of damp homes and water-laden yards. Other residents have been hospitalized for asthma and some breathing issues have worsened after homes have been flooded; of course causing extra undue stress and added financial burdens. A healthy environment needs to be restored to our residents.

**Financial Concerns:** As a result of continued, unresolved flooding of homes and yards, many residents have had to bear the brunt of piling up sandbags, trenching their basements, adding additional sump pumps, renting wet vacuum machines, pulling up carpet, replacing tile, tearing out drywall, hiring contractors to fix their homes in an effort to save their investment, and spending thousands and thousands of dollars in cleanup and repair work. This has happened over and over again, year after year, rainy season after rainy season; impacting the same homes more than once and leaving our residents in a dilemma about whether they can even afford to stay or want to stay in the neighborhood of their choice. Insurance rates have been raised, hospital bills have been incurred, and household maintenance bills are unusually high as a result of this problem. This is not sustainable nor should we be expected to be satisfied with this continuing problem; while the residents of Sutherland Farms are afforded the luxury of dry, safe homes.

**Quality of Life and Emotional Well-Being:** We have interviewed numerous impacted residents of this problem. Many are at their wits end trying to seek resolution with MSD. They have spent sleepless nights during the rainy seasons; worrying with the aftermath and damage that the flooding causes. They have been impacted by depression for having to fight to protect their property, to no avail. Houses become completely surrounded by water. During recent rains this spring, some of our residents on Duroc Avenue were cut off by the rising waters and would not have been able to get out of their homes if an emergency had occurred. Water surrounded their homes; denying them access to leave or anyone getting to them. This is not a new problem or a one-time occurrence.

**Home Valuation and Resale Potential:** As our residents struggle to put their homes back to livable, safe, healthy conditions ultimately their savings accounts are dwindling and their homes become more of a liability than an asset. This is unfair and is a critical potential hindrance to selling at fair market value. We should not be burdened with putting money into repair and restoration of our homes year after year for something we cannot do anything about. We should not be expected to continually “throw good money after bad” without expecting a good return on our dollar for what has been invested. Homes are remaining vacant when put on the market and this poses a “domino effect” problem for ALL our residents, as it relates to the valuation and safety of all homes in the neighborhood. What impacts some of us impacts all of us!





In your own MSD Environmental Policy Statement, it states "We will strive to minimize the environmental, health and safety risks to our...communities in which we operate..." and "We will promptly and responsibly correct conditions we have caused that endanger health, safety or the environment." Please stand true to your commitment and core values to "achieve a premium level of customer satisfaction". It is past time that you do so. We see Project C14143 – Bass Shirley Drainage Study - on your Capital Projects List, however, where it is on your priority list is of great concern to us.

Mr. Parrott, we are respectfully requesting that you and/or other MSD officials meet with representatives of our Association, interview our affected residents, earmark immediate monies for a PRIORITY #1 project to reroute the water retention basins of Sutherland Farms to the Ohio River rather than our neighborhood, and assist us with resolving this problem once and for all. It is not an optional course of action, but a necessity! MSD already has potential lawsuits developing from this unresolved, unmanaged ignored reported problem. We are asking for action to be taken and progress to be made to avoid future legal hassles.

Please contact us within the next 14 business days of receiving this letter to schedule the first steps towards resolution. You may contact me by letter at the address indicated on our letterhead, at (502) 797-3270 or at [jackspj53@aol.com](mailto:jackspj53@aol.com). Pictures are enclosed and other pictures are available. Addresses of specific residents can be provided to you. A copy of this letter is being distributed; as indicated below. Please consider this letter as a serious registered formal complaint that must be and should be handled in a timely manner. Thank you, in advance.

Respectfully Submitted,

The James T. Taylor-Jacob School Neighborhood Association

Mark Jackson, President

Enclosures

Cc: Mr. John Loechle – MSD Director of Engineering  
Mr. Joseph Exely – MSD Project DRI Manager  
Dr. Sarah Moyer – Interim Director, Louisville Metro Department of Public Health and Wellness  
Office of Mayor Greg Fischer  
Office of Metro Councilman Kelly Downard  
Mr. Tom Stephens – Executive Director, Center for Neighborhoods  
WAVE Troubleshooter  
WHAS The Rant  
The Courier Journal

## APPENDIX C: HISTORIC PROTECTIVE COVENANT

### PROTECTIVE COVENANTS

JAMES T. TAYLOR SUBDIVISION NO. 2 HARRODS CREEK,  
JEFFERSON COUNTY, KENTUCKY.

We, the undersigned, property owners in the James T. Taylor Subdivision No.     , Harrods Creek, Jefferson County, Kentucky, Kentucky, do covenant and agree as follows, viz:

A. All lots in the tract shall be known and described as residential lots. No structures shall be erected, altered, or permitted to remain on any residential building plot other than one detached single-family dwelling not to exceed two and one-half stories in height and a private garage for not more than three cars.

B. No building shall be erected, placed, or altered on any building plot in this subdivision until the external design and location thereof have been approved in writing by the neighborhood committee which shall be appointed or elected by the owners of a majority of the lots which are subject to the covenants herein set forth; Provided, however, that if such committee fails to approve or disapprove such design and location within thirty days after such plans have been submitted to it or if no suit to enjoin the erection of such building or the making of such alterations have been commenced prior to the completion thereof, such approval will not be required.

C. No building shall be located on any residential building plot nearer than 25 feet to the front line, nor nearer than five feet to any side street line. No building, except a garage or other outbuilding located 60 feet or more from the front line, shall be located nearer than 5 feet to any side lot line.

D. No residential structure shall be erected or placed on any building plot, which plot has an area less than 20,000 square feet nor a width less than 100 feet.

E. No noxious or offensive trade or activity shall be carried on upon any lot nor shall anything be done thereon which may be or become an annoyance or nuisance to the neighborhood.

#52  
E.E.  
P.S.  
SRE.





F. No persons or any race other than the Negro race shall use or occupy any building or lot.

G. No trailer, basement, tent, shack, garage, barn or other outbuilding erected in the tract shall at any time be used as a residence temporarily or permanently, nor shall any structure of a temporary character be used as a residence.

H. No dwelling costing less than \$1500.00 shall be permitted on any lot in the tract. The ground floor area of the main structure, exclusive of one-story open porches and garages, shall be not less than 500 square feet in the case of a one story structure, nor less than 600 square feet in the case of a one and one-half, two, or two and one-half story structure.

I. These covenants are to run with the land and shall be binding on all the parties and all persons claiming under them until January 1, 1966, at which time said covenants shall be automatically extended for successive periods of ten years unless by a vote of the majority of the then owners of the lots it is agreed to change the said covenants in whole or in part.

J. If the parties hereto, or any of them, or their heirs or assigns, shall violate or attempt to violate any of the covenants herein it shall be lawful for any other person or persons owning any real property situated in said development or subdivision to prosecute any proceedings at law or in equity against the person or persons violating or attempting to violate any such covenant and either to prevent him or them from doing so or to recover damages or other dues for such violation.

K. Invalidation or any one of these covenants by judgment or Court order shall in no wise effect any of the other provisions which shall remain in full force and effect.

The property covered by these covenants is located near the Village of Harrods Creek, Jefferson County, Kentucky, and described as follows, viz:

Lots Twelve, Thirteen, Fourteen, Fifteen, Sixteen, Seventeen, Eighteen, Nineteen, Twenty, Twenty-one, Twenty-two, Twenty-three, Twenty-four, Twenty-five and Twenty-six in the James T. Taylor Subdivision No. \_\_\_\_\_ a plat of which is recorded in Plat and Subdivision Book No. 5, Page 59, in the office of the Clerk of the County Court of Jefferson County, Kentucky.

IN TESTIMONY WHEREOF, witness our signatures this the 31st day of July, 1940.

Anthony Malone

Jas. T. Taylor

J. Etta Taylor

STATE OF KENTUCKY

SCT.

COUNTY OF JEFFERSON

I, Dennis Henderson, a Notary Public within and for the State and County aforesaid, do hereby certify that the foregoing instrument of writing was this day produced before me in said State and County by Anthony Malone, unmarried, Jas. T. Taylor and J. Etta Taylor, his wife, parties thereto, and acknowledged and delivered by each of them to be their act and deed.

Witness my hand this 31st day of July, 1940.

My commission expires on the 5th day of September, 1940.

Dennis Henderson

Dennis Henderson, Notary Public,  
Jefferson County, Kentucky.

Notary  
Public

Jefferson Co., Ky.

I, C. P. Theisen, Clerk of the County Court of Jefferson County, in the State of Kentucky, do certify that on this day at 4:09 O'Clock P. M. the foregoing instrument of writing was produced to me in my office, and that I have recorded it, this, and the foregoing certificate in my said office.

Witness my hand this 1st day of August 1940.

C. P. Theisen, Clerk.



## APPENDIX D: RELEVANT PLANNING RESOURCES

**Louisville Metro Government** Historic Preservation, Landmarks, and Overlay Districts (General Guidelines for) (2018). Available online at: <https://louisvilleky.gov/government/planning-design/historic-preservation-landmarks-and-overlay-districts>

**Louisville Metro Government** Ohio River Valley Northeast Segment (2017). Available online at: <https://linkingtheloop.wordpress.com/>

**Metropolitan Sewer District** Critical Repair and Reinvestment Plan/MSD 20-year Comprehensive Facility Plan (Update June 1, 2017). Available online at: <http://louisvillemud.org/20-year-comprehensive-facility-plan>

**Louisville Metro Government** Northeast Corridor Louisville Loop (2012). Available online at: <https://louisvilleky.gov/government/louisville-loop/northeast-corridor-louisville-loop>

**Louisville Metro Government** River Road Scenic Byway Corridor Management Plan (2010). Available online at: <https://louisvilleky.gov/government/louisville-loop/river-road-corridor-plan>

**Louisville Metro Government** Cornerstone 2020 (2000). Available online at: <https://louisvilleky.gov/government/planning-design/comprehensive-plan>

**United States Government** National Historic Preservation Act (1966). Information available online through the Kentucky Heritage Council at: <https://heritage.ky.gov/compliance/Pages/section-106.aspx>

