

III. PARK AND RECREATIONAL FACILITY NEEDS ANALYSIS

Louisville and Jefferson County's current and future needs for park and recreational facilities were analyzed through the following steps:

1. Existing parks and recreational facilities within the County were inventoried.
2. Park and recreational facility standards in place in Louisville and other communities, as well as those published by national organizations, were compared. Two organizations, the National Recreation and Park Association (NRPA) and the Urban Land Institute (ULI), have published standards recommended to serve as guidelines in the development and expansion of park and recreation systems. The NRPA standards address parkland acreage and selected types of recreational facilities while the ULI standards address parkland acreage only. The standards were developed as a general guide to the minimum amount of acreage and/or number of facilities a community should strive to provide. They are intended to be applied in a flexible manner so as to accommodate local development issues.
3. Current levels of facility use and special conditions within the County were evaluated through public meetings, a questionnaire survey of and interviews with special interest groups, and interviews with Louisville/ Jefferson County Parks Department (L/JCPD) personnel. The Parks and Open Space Executive Committee contributed through their understanding of local recreation needs. The purpose of this evaluation was to identify issues such as facilities which are in high demand, facilities and services provided by the private sector which may reduce the demand for a particular facility, etc.
4. Population ratio standards (i.e., acres or number of facilities per 1,000 people) were developed to guide the quantity of parkland and selected types of recreational facilities to be provided by the L/JCPD.

5. Louisville and Jefferson County were divided into seven recreational service areas to provide a basis for determining the general distribution of parkland and recreational facilities within the County (See Figure III.A.2: Recreational Planning Service Areas).
6. The recommended standards were compared to the existing inventory and DPDS population projections for 1995 and 2020 to identify park acreage and recreational facility deficiencies for Jefferson County as a whole and the seven service areas.

This chapter summarizes the results of the park and recreational facility needs analysis for Louisville and Jefferson County. Sections A and B present recommended standards and identified deficiencies for parkland acreage and recreational facilities, respectively.

A. Parkland Needs Analysis

Background

Approximately 20 years ago, the L/JCPD developed an informal park classification system for parks under its jurisdiction. Developed from NRPA standards, this system includes the following types of parks¹:

Mini-park (less than 5 acres): a small park designed to serve as many as 2,000 residents within a radius of about a quarter of a mile. Usually includes a playground, but may have another type of facility to meet the needs of certain groups or may be a passive recreation area.

Neighborhood Park (5 to 20 acres): a larger park, usually with play equipment, athletic facilities, and open lawn areas, designed to serve 2,000 to 10,000 residents within a radius of about a half a mile.

Community Park (20 to 100 acres): a park designed to serve up to 50,000 residents within a two-mile radius. Usually includes the same types of facilities as a neighborhood park as well as such additional facilities as an Olympic-sized swimming pool, community center, and pavilion or lodge.

Major Urban Park (100 to 1,000 acres): a large park designed to serve 50,000 to 100,000 residents within a 30-minute driving area. Usually includes the same facilities as the three smaller categories but also has

substantial passive recreational areas accommodating uses such as picnicking, hiking, riding, and camping.

Regional Park (more than 1,000 acres): the largest category designed to serve the entire metropolitan area as a nature park. Undeveloped except for facilities such as campgrounds, picnic areas, and hiking trails.

The L/JCPD did not formally adopt standards in conjunction with the above classification system. More recently, a park classification system and population-based acreage standards were developed in the *Urban Parks and Recreation Recovery Action Plan* (RAP) for the City of Louisville, prepared in 1991. The classification system includes the following types of parks²:

Neighborhood Park (less than 10 acres): a relatively small, "walk-to" park designed to serve the immediate neighborhood.

Community Park (10 to 20 acres): a more substantial park offering active recreational facilities to a relatively large, local residential area that may include several neighborhoods.

District Park (20 to 100 acres): a relatively large park providing predominantly active with some passive facilities for use by persons from a large region of the City.

City-wide Park (over 100 acres): a large park providing substantial areas for passive recreation and also offer active facilities, drawing people from all over Louisville and the larger metropolitan area as well.

The 1991 RAP establishes an overall parkland standard of 10 acres per 1,000 population for the City of Louisville. A comparison of the classification system and standard set by the 1991 RAP with standards from various other sources including the NRPA, ULI, and several other communities of similar size is shown in Table III.A.1. As shown in this table, parkland standards are typically broken down by park type and often identify the areas to be served by a park in terms of distance or driving time.

Recommended Park Classification System and Standards

This plan recommends a park classification system and standards to guide the acreage and distribution of future parkland in Jefferson County. The recommendations integrate the conclusions of the 1991 RAP into a system and standards which address the characteristics and development patterns of the County and the City as a single entity.

Table III.A.1

COMPARATIVE PARK STANDARDS

SOURCE/ PARK TYPE	RECOMMENDED SIZE (AC)	RECOMMENDED SERVICE RADIUS	RECOMMENDED STANDARD (AC/ 1000 POPULATION)	
			REGIONAL	LOCAL
CITY OF LOUISVILLE (1991 RAP)				
City-wide	100+	-	-	-
District	20-100	-	-	-
Community	10-20	-	-	-
Neighborhood	<10	-	-	-
<i>Total AC/1000</i>			-	10
NATIONAL RECREATION & PARK ASSOCIATION				
Regional	250+	1 hour	20	-
Large Urban	100+	0.5 hour	-	5
District	20-100	0.5 - 3 miles	-	2.5
Neighborhood	5-20	0.25 - 0.5 mile	-	2.5
<i>Total AC/1000</i>			20	10
URBAN LAND INSTITUTE				
Regional	500-1000	10 miles	15	-
District	100-200	3 miles	-	2
Community	40-100	2 miles	-	3.5
Neighborhood	5-10	0.5 mile	-	2
Playfields & Playgrounds	-	-	-	3
<i>Total AC/1000</i>			15	10.5
KANSAS CITY, MO				
Regional	500+	Entire Region	12	-
Metropolitan	100-500	Several Communities	-	7
Community	15-100	Several Neighborhoods	-	7.5
Neighborhood	5-15	One Neighborhood	-	3.5
<i>Total AC/1000</i>			12	18
MILWAUKEE, WI				
Regional	250+	8 - 10 miles	5.3	-
Metropolitan	100-249	3 - 4 miles	-	2.5
Community	30-100	1 - 2 miles	-	1
Playfield	10-30	0.5 - 1 miles	-	1.25
Neighborhood	8-25	0.5 - 2 miles	-	1
Playground	3-8	0.25 - 0.5 mile	-	1.25
<i>Total AC/1000</i>			5.3	7
NASHVILLE, TN				
Large Urban	100+	Metropolitan Area	-	5
Playfield-Parks	25-100	Community-1 mile	-	2.5
Playground-Parks	7-25	Neighborhood	-	2.5
<i>Total AC/1000</i>			-	10

The recommended park classification system is as follows:

**Park Classification
System**

Neighborhood (less than 20 acres): a relatively small park which serves a nearby neighborhood or neighborhoods. Neighborhood parks less than 10 acres in size are the foundation of the City's park system, providing "walk-to" recreational opportunities for the immediate neighborhood. Examples include Boone Square, California, and Old Walnut Street (formerly Beecher) Parks. Also included in this park type are several 10 to 20 acre parks serving larger local areas within the City, for example, Algonquin, South Central, and Taylor Memorial (also known as Camp Taylor) Parks.

Neighborhood parks are less prevalent in the County because of the less dense, more automobile-oriented development pattern. Existing examples include Buechel, Okolona, and Riverside Gardens Parks. Small parks managed by incorporated municipalities in Jefferson County are another illustration of this type of park. For example, the Warwick Villa Park in the City of St. Matthews has outdoor basketball courts, picnic facilities, a walking trail, and restrooms.

This plan envisions that neighborhood parks will become more prevalent in Jefferson County as they are established to serve future residential areas developed as part of a compact development pattern in the outer part of the County. To reduce undue maintenance burdens on the L/JCPD, new neighborhood parks in the County should where possible be developed as a joint use facility with a local school or be managed by another entity such as an incorporated municipality or homeowners association. Based upon the L/JCPD's past experience with privately managed park facilities, such arrangements would have to be carefully conceived and implemented to ensure a continuing commitment by local residents to maintaining the park without public involvement.

As a general guide, residential areas should have access to a neighborhood park located within two miles. Ideally, the most densely populated parts of the County (e.g., the City of Louisville) should be served by a neighborhood park located no more than one mile from all residents. Figure III.A.1: Existing Park Service Radii indicates one and two mile service areas extended from all L/JCPD parks and recreation facilities. It should be noted that any type of park, including community, major urban, and even regional parks can meet neighborhood park needs, provided that they include neighborhood park facilities such as a playground, a picnic area, and an open area for pick-up games in a location accessible to the residential area to be served. It is also recommended that playgrounds and other neighborhood serving recreation facilities be located as features along future greenways. In this way neighborhood recreation needs may often be met without the actual development of a neighborhood park per se. Given the high mainte-

nance cost associated with small isolated parks, it is recommended that neighborhood needs be met to the greatest extent possible through incorporation into larger parks and greenways.

Community (20 to 100 acres): a medium-sized park accommodating active and some passive recreational uses (depending on the size of the park), which serves several surrounding neighborhoods. Examples of existing community parks include Chickasaw, Creason, and Wyandotte in Louisville and Fern Creek, Hays Kennedy, and Highview in Jefferson County.

As a general guide, residential areas should have access to a community park located within three miles.

Major Urban (100 to 1,000 acres): a large park with a balance of active and



McNeely Park

passive uses, designed to serve a substantial region of the City or County. Major urban parks may include facilities which draw people from all over the County. Louisville's major urban parks are the three large Olmsted-designed parks and Seneca Park. McNeely, Long Run, and Vettiner Parks are examples of major urban parks in Jefferson County.

For planning purposes, major urban parks should be located so as to provide service within six miles of all residential areas in the City and County.

Regional (over 1,000 acres): a predominantly natural preserve serving the entire metropolitan area. The existing regional park is the Jefferson County Memorial Forest.

The recommended parkland acreage standards are as follows:

Neighborhood, Community, and Major Urban: Adopt a standard of 10 acres of

neighborhood, community, and major urban parkland combined per 1,000 residents of Louisville and Jefferson County. The plan recommends this standard because it is based on nationally accepted standards and the planning process conducted for Louisville's 1991 RAP, and because it sets a positive yet achievable goal for the County.

Regional: Adopt a standard of 15 acres of regional parkland per 1,000 residents of Louisville and Jefferson County. This standard is recommended for the following reasons:

- It is consistent with national standards including those recommended by the NRPA (20 acres per 1,000 population) and the ULI (15 acres per 1,000 population).
- It is suggested by the existing land resource and development pattern of Jefferson County. The 5,192-acre Jefferson County Memorial Forest is an existing regional park in the western part of the County. The eastern part of the County currently lacks a regional park but is bisected by a major stream corridor (Floyds Fork) which is bordered by a significant amount of undeveloped land containing a concentration of sensitive resources. Furthermore, a private land trust (Future Fund, Inc.) has established a target of preserving 5,000 to 10,000 acres along Floyds Fork, bringing the provision of regional parkland up to the recommended standard.

Needs Assessment

To provide a basis for assessing park and recreational facility needs, this plan divides Louisville and Jefferson County into seven recreational service areas with similar characteristics such as topography, housing mix, density, and socioeconomic character (see Figure III.A.2: Recreation Planning Service Areas). The service areas consist of one or more of 13 market zones developed by DPDS to project population and housing units from 1995 to 2020.³ The recreational service areas based on the market zones are generally as follows:

- **Service Area A** encompasses much of the City of Louisville north of Algonquin Parkway and Henry Watterson Expressway (I-264).
- **Service Area B** includes northeast Jefferson County (north of Westport Road).
- **Service Area C** consists of east central Jefferson County including part of Louisville and other incorporated municipalities (i.e., the area roughly bounded by I-264, Bardstown Road, the Gene Snyder Freeway, and Westport Road).
- **Service Area D** includes the area on both sides of Floyds Fork in

Recreational Service Areas

- eastern Jefferson County.
- **Service Area E** encompasses the south central part of the County from Bardstown Road west to the CSX Transportation Company right-of-way, including the portion of Louisville around Standiford Field.
- **Service Area F** consists of the area around the Jefferson County Memorial Forest in southwestern Jefferson County.
- **Service Area G** encompasses west central Jefferson County including part of Louisville (i.e., the area north of Service Area F and south of the Algonquin Parkway).

The recommended parkland acreage standards were applied to the DPDS 1995 and 2020 population projections to determine current and future deficiencies. The results of this analysis for each of the service areas and Louisville/Jefferson County as a whole are summarized in Table III.A.2.

Based on the recommended standard of 10 acres of neighborhood, community, and major urban parkland per 1,000 residents, Louisville and Jefferson County as a whole have a current deficiency of 1,674 acres which is projected to increase to 2,238 acres in the year 2020 if no additional parkland is acquired. All service areas with the exception of Floyds Fork (Service Area D) show existing and future parkland deficiencies with the deficiency particularly severe in the area directly west of Floyds Fork (Service Area C).

Using the recommended standard of 15 acres per 1,000 residents, Jefferson County is also deficient in regional parkland. The current deficiency of 4,942 acres is projected to increase to 5,789 acres in the year 2020 if no additional regional parkland is acquired.

B. Recreational Facility Needs Analysis

This section evaluates the need for the following types of recreational facilities/activities in Louisville and Jefferson County:

- Playgrounds
- Outdoor basketball
- Tennis
- Softball/baseball
- Volleyball
- Soccer
- Football
- Swimming pools
- Golf
- Horseback riding
- Recreation centers
- Other facilities

(The current number and distribution of these facilities is presented in Appendix A).

Table III.A.2

PARKLAND ACREAGE NEEDS ANALYSIS

	SERVICE AREAS ¹							TOTAL
	A	B	C	D	E	F	G	
1. LOCAL PARKLAND²								
1995								
Existing Acreage	1,639	136	490	593	918	140	1,166	5,082
Requirement Based On Standard ³	1,931	443	1,327	109	1,105	303	1,538	6,756
SURPLUS/DEFICIENCY	-292	-307	-837	+484	-187	-163	-372	-1,674
2020								
Requirement Based On Standard ³	1,739	629	1,572	429	1,242	301	1,408	7,320
SURPLUS/DEFICIENCY	-100	-493	-1,082	+164	-324	-161	-242	-2,238
2. REGIONAL PARKLAND								
1995								
Existing Acreage								5,192
Requirement Based On Standard ⁴								10,134
SURPLUS/DEFICIENCY								-4,942
2020								
Requirement Based On Standard ⁴								10,981
SURPLUS/DEFICIENCY								-5,789

1 Service Areas A through G are described on pages 43 and 44.
 2 Local Parkland includes Neighborhood, Community, and Major Urban parks.
 3 The standard for local parkland is 10 acres per 1,000 residents within the service area.
 4 The standard for regional parkland is 15 acres per 1,000 residents countywide.
 Note: Year 2020 Surplus/Deficiency is based upon DPDS population projections and assumes that no additional parkland is acquired.
 Source: Wallace Roberts & Todd

Standards have been developed for each of the eleven specific types of facilities listed above based upon guidance published by the NRPA and/or 1991 Louisville RAP and an evaluation of local needs in Louisville and Jefferson County. These standards are intended as general guidelines for the future development of the Louisville/Jefferson County parks system rather than as absolute requirements. The following information is provided for each facility type:

- the current number of public facilities provided in Jefferson County, including facilities managed by the L/JCPD and (if available) by other providers such as Jefferson County Public Schools;
- the current distribution of facilities within Jefferson County;
- the standard recommended to guide the future development of facilities in the County;
- existing and projected deficiencies derived by applying the recommended standard to 1995 and 2020 population figures developed by DPDS and to the current number of facilities managed by the L/JCPD; and
- actions recommended to satisfy the identified deficiency. (It should be noted that the recommended actions are based on a number of factors including geographic distribution, maintenance issues, trends in level of use, and the role of private sector facilities as well as application of the numeric standards).

Current facility information was derived from three sources. Information on facilities managed by the L/JCPD was derived from the L/JCPD inventory as recorded in the Louisville/Jefferson County Information Consortium (LOJIC) system. Information on facilities managed by the Jefferson County Public Schools Department was derived from the *Kentucky Recreational Facilities Inventory* (June 1993) compiled by the State of Kentucky. Information on facilities managed by other providers was derived from an inventory of parks and recreational facilities in Jefferson County compiled by DPDS (working draft revised August 1994). It should be noted that in general the information on facilities managed by other providers is less complete. Both for this reason and, more importantly, because the L/JCPD has little or no control over the continued provision of service by others, these facilities were given less significance in the needs analysis.

Certain private recreation facilities such as tennis and swimming clubs and golf courses do make contributions to the overall recreational provision available to Louisville and Jefferson County residents. Since the recreation facility standards are intended to address public facilities, and these private facilities are only available to a limited membership, the presence of such facilities has not been accounted for in

determining future public facility needs. However, in the more detailed analysis which will necessarily accompany any specific facility development proposal, the local presence or absence of such private facilities should be considered. In addition, when consideration is given to any future regulatory requirements related to new development, it will be necessary to determine whether an appropriate credit for the provision of private facilities should be given as an offset to dedication or in-lieu fee requirements.

In addition to the facility types for which numeric standards are recommended, the plan considers a number of recreational uses for which there are no generally accepted standards. The following uses are addressed in the "Other Facilities" section which follows the discussion of specific facility types:

- Walking/jogging paths
- Hiking trails/bicycle paths
- Recreational boating
- Fishing
- Group camping
- Natural areas
- Special interest facilities

Playgrounds

A recreational focus for families and children, playgrounds should be readily accessible to all residents and are a particularly important facility at the neighborhood level. Playgrounds serve a function as part of the family "trip to the park" for activities such as picnicking and walking. This facility's traditional form as a collection of equipment such as swings, slides, and play structures is being rethought by some contemporary designers who are expanding the definition of playground to encompass ideas such as interactive play environments, natural habitat gardens, and learning landscapes.



Current Provision

- The L/JCPD manages 111 playgrounds. This figure does not include nine playgrounds on Housing Authority of Louisville property which are also managed by L/JCPD.
- Three playgrounds are located at public park and open space areas

not under the jurisdiction of the L/JCPD.

- An additional 24 equipped playgrounds at Jefferson County Public Schools are either open to the public at any time (20) or open to the public on a limited basis (4).
- There are a number of quasi-public playgrounds in Jefferson County which have not been inventoried for the current study. For example, there are approximately 10 tot lots at Housing Authority of Louisville properties other than those under the jurisdiction of the L/JCPD.

Current Distribution

- The majority of the playgrounds under L/JCPD jurisdiction are located within the City of Louisville (Service Area A), with the greatest density in the vicinity of Eastern Parkway between I-64 and the North-South Expressway (I-65).
- A lesser number of playgrounds under L/JCPD jurisdiction are located in the middle band of the County (Service Areas C, E, and G). These playgrounds are well dispersed, with Service Area G having a strong concentration in its northeast corner (within the City of Louisville).
- Outlying areas of the County (Service Areas B, D and F) have the fewest playgrounds, ranging from six in Area D to only two in Area B.

Recommended Standard

- One playground per 5,000 population.

Estimated 1995 Deficiency

- Twenty-five additional playgrounds under L/JCPD jurisdiction would be required to provide a total of 136 playgrounds in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers (e.g., Jefferson County Public Schools).

Projected 2020 Deficiency

- Thirty-six additional playgrounds under L/JCPD jurisdiction (the 1995 deficiency of 25 plus 11 more) would be required to provide a total of 147 playgrounds in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers.

Recommended Actions

- *Short-term:* The L/JCPD should develop a minimum of six playgrounds to serve neighborhoods most deficient in this facility.
- *Mid- and long-term:* As new residential development occurs in the County, the distribution of playgrounds within parks, along greenways, and at other locations such as schools should be planned so as to ensure that all neighborhoods have access to a totlot, older children's play equipment, and equipment providing play opportunities for handicapped children.
- *General:* In planning for individual parks, consideration should be given to locating playgrounds next to picnic areas and other sites where groups with children may gather. In addition, park designs should provide a variety of play experiences which are not limited to use of traditional playground equipment.

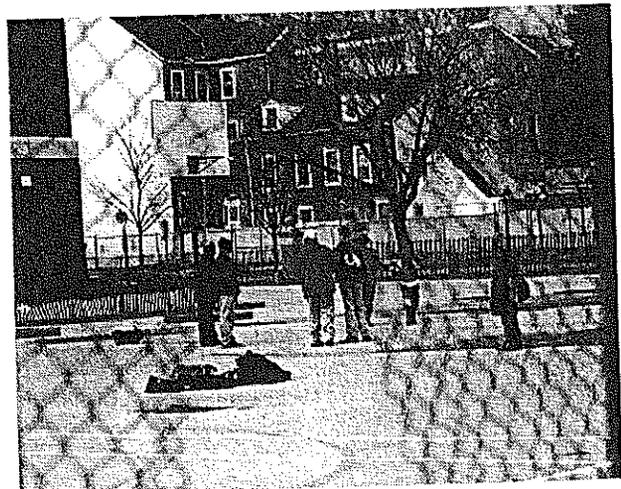
Periodic replacement of playground equipment should be factored into budgeting and parkland maintenance programs.

Outdoor Basketball

For the purpose of analyzing the current provision of outdoor basketball courts, two half courts are assumed to equal one full court.

Current Provision

- The L/JCPD maintains 102 outdoor basketball courts.
- Seven outdoor courts are located at public park and open space areas not under the jurisdiction of the L/JCPD.
- Forty-three courts at Jefferson County Public Schools are either open to the public at any time (33½) or open to the public on a limited basis (9½).
- There are a number of other publicly accessible basketball courts in Jefferson County which have not been inventoried for the current study. In addition, the private sector provides a number of facilities.



Current Distribution

- The majority of the outdoor basketball courts under L/JCPD jurisdiction are located in the City of Louisville (Service Area A). Nearly all the outdoor basketball courts within Service Area A are full courts. Approximately 50 percent of the half courts located in Service Area A are located in conjunction with a full court.
- Most of the remaining courts under L/JCPD jurisdiction are located in Service Areas E and G (south central and western Jefferson County including part of Louisville). The eight courts in Service Area E are well dispersed. Of the 15 courts in Service Area G, the majority are concentrated in the northeast corner of the service area (i.e., within the City of Louisville), with a few located along the Ohio River corridor.
- The eastern part of the County (Service Areas B, C, and D) and the area of the Jefferson County Memorial Forest (Service Area F) have relatively few basketball courts.

Recommended Standard

- One full outdoor basketball court per 5,000 population.

Estimated 1995 Deficiency

- Thirty-four additional courts under L/JCPD jurisdiction would be required to provide a total of 136 outdoor basketball courts in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers (e.g., Jefferson County Public Schools).

Projected 2020 Deficiency

- Forty-five additional courts under L/JCPD jurisdiction (the 1995 deficiency of 34 plus 11 more) would be required to provide a total of 147 outdoor basketball courts in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers.

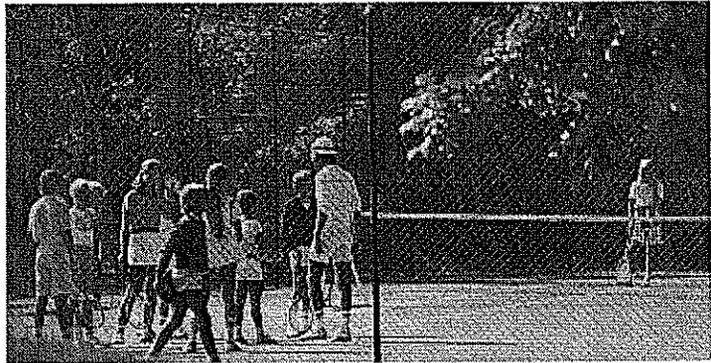
Recommended Actions

- The L/JCPD should gradually phase in additional basketball courts on an as-needed basis, primarily in new parkland and through the development of courts on Jefferson County Public School property. Development of new courts is not recommended as a high priority in the short term.

Tennis

Current Provision

- The L/JCPD maintains 210 tennis courts, including 13 located at various Jefferson County Public Schools.
- Twenty-four courts are located at public park and open space areas not under the jurisdiction of the L/JCPD.
- Three tennis courts at Jefferson County Public Schools are open to the public at any time (two) or open to the public on a limited basis (one).
- It is estimated that private racquet and golf clubs maintain 88 outdoor courts and 49 indoor courts.



Current Distribution

- Service Areas A, C, E, and G (Louisville and the middle band of the County) have most of the tennis courts under L/JCPD jurisdiction. Service Area A has the largest number of tennis courts (91) and the most extensive distribution. Courts in Service Areas C, E, and G tend to occur in clusters, resulting in pockets within each service area that are not well served.
- Service Areas B, D, and F have the fewest number of tennis courts under L/JCPD jurisdiction.

Recommended Standard

- One tennis court per 4,000 population.

Estimated 1995 Deficiency

- There is no existing deficiency as 210 courts (the current number under L/JCPD jurisdiction) provide more than the number of courts (169) required to serve the 1995 population according to the recommended standard.

Projected 2020 Deficiency

- There is no projected deficiency as 210 courts (the current number under L/JCPD jurisdiction) provide more than the number of courts (183) required to serve the 2020 population according to the recommended standard.

Recommended Actions

- *Short-term:* Given the identified current surplus of public tennis courts and uneven levels of maintenance and use, the L/JCPD should take the following actions in the short term:
 1. Institute a more regular maintenance program for existing courts before undertaking development of new courts. Any new courts should be targeted to underserved areas.
 2. Promote the Tennis Center which is currently underutilized.
 3. Monitor use patterns to determine whether specific areas of the County are underserved and/or whether adoption of a higher standard (i.e., one court per 2,000 population as advocated by the NRPA) is warranted by community demand.
- *Mid- and long-term:* As Jefferson County's population grows in the future, the demand for public tennis courts will likely increase in areas that are currently underserved. New courts should be provided only in areas which are a relatively long distance from existing courts. For example, new courts will probably be constructed in future parks serving areas of new development in outlying areas of the County. As new courts are constructed an adequate budget allowance for their maintenance should be identified and secured.

Softball/Baseball

Current Provision

- The L/JCPD manages 92 ballfields. This figure includes four ballfields at Shawnee Park which will be replaced by a new complex to be constructed in Shawnee and River Glen Parks.
- Fourteen ballfields are located at public park and open space areas not under the jurisdiction of the L/JCPD.
- One hundred and nineteen ballfields at Jefferson County Public Schools are open to the public at any time (82) or open to the public on a limited basis (37). This number includes 99 softball fields and 20 baseball fields.
- A number of quasi-public and private ballfields are maintained by organizations such as churches and youth groups (e.g., Beechmont and Germantown).

Current Distribution

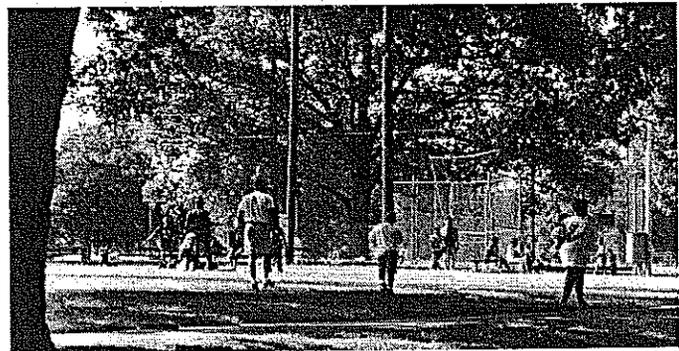
- Service Areas A (Louisville) and C (east central Jefferson County) have the greatest number of ballfields under L/JCPD jurisdiction (30 and 32, respectively). The ballfields are well dispersed within these two service areas with the exception of the southern portion of Service Area C, which lacks L/JCPD ballfields south of Six Mile Lane/Taylorsville Road.
- Fewer ballfields are located in southwest Jefferson County (Service Areas E, F and G have twelve, seven, and eight fields, respectively). Large portions of this area lack ballfield facilities.
- Service Area D (Floyds Fork) has only three L/JCPD ballfields. Service Area B (northeast Jefferson County) has no ballfields under L/JCPD jurisdiction.

Recommended Standard

- One ballfield per 5,000 population.

Estimated 1995 Deficiency

- Forty-four additional ballfields under L/JCPD jurisdiction would be required to provide a total of 136 ballfields in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers (e.g., Jefferson County Public Schools).



Projected 2020 Deficiency

- Fifty-five additional ballfields under L/JCPD jurisdiction (the 1995 deficiency of 44 plus 11 more) would be required to provide a total of 147 ballfields in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers.

Recommended Actions

1. *Short-term:* The L/JCPD should initiate negotiations with potential private concessionaires for the development of an adult softball complex (typically comprising a quad of four lighted fields with supporting facilities). This facility should be operated to recover at least 100 per cent of operations and maintenance costs, and possibly to generate revenues for the L/JCPD. Depending on the success of this facility, a second concessionaire-operated adult softball facility may be considered.

2. The L/JCPD should develop a complex of ballfields to serve the needs of organized youth sports groups such as the Little League. As in all cases where special interest groups and sports leagues are involved in facility use and operation, clear agreements need to be established regarding scheduling and use patterns, and management responsibilities and control. The granting of dedicated use to particular groups should be accompanied by a commensurate contribution to maintenance costs. As a general rule, it is recommended that L/JCPD retain the maintenance function, with the special interest group contributing financially, rather than allowing independent maintenance agreements.
3. The L/JCPD should negotiate with the Jefferson County Public Schools for joint use of ballfields for more informal use.

Volleyball

Current Provision

- The L/JCPD manages 24 volleyball courts.
- Three volleyball courts at Jefferson County Public Schools are open to the public at any time (two) or open to the public on a limited basis (one).
- At least nine quasi-public courts (seven at church and two at YMCA facilities) are maintained by private organizations.
- A number of courts are maintained by private businesses.

Current Distribution

- Of the 24 L/JCPD volleyball courts, 15 are located within Service Area A (Louisville), with the largest concentration downtown.
- The remaining service areas have very few L/JCPD volleyball courts, ranging from four in Service Area C to zero for Service Areas B and E.

Recommended Standard

- One volleyball court per 15,000 population.

Estimated 1995 Deficiency

- Twenty-one additional courts under L/JCPD jurisdiction would be required to provide a total of 45 volleyball courts in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers (e.g., churches).

Projected 2020 Deficiency

- Twenty-four additional courts under L/JCPD jurisdiction (the 1995 deficiency of 21 plus three more) would be required to provide a total of 48 volleyball courts in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers.

Recommended Actions

- At the current time there appears to be little evident pressure in the community for an increase in the number of public volleyball courts as much of the demand is being met by other public, quasi-public, or private providers. However, interest in volleyball is increasing and it is anticipated that demand for public courts may increase in the future. Thus it is recommended that the L/JCPD monitor community use levels to determine if construction of new public courts to meet the recommended standard is warranted, or whether the demand is being effectively met through the private sector.
- It is anticipated that some new public courts will be built within new parks in areas of the County which experience new residential development.

Soccer

Current Provision

- The L/JCPD manages 44 soccer fields.
- Nine soccer fields are located at public park and open space areas not under the jurisdiction of the L/JCPD.
- Twenty-five soccer fields at Jefferson County Public Schools are open to the public at any time (13) or open to the public on a limited basis (12).



Current Distribution

- Soccer fields under the jurisdiction of the L/JCPD are mostly located in Louisville and eastern Jefferson County (Service Areas A, B, C, and D). The greatest number of L/JCPD soccer fields (13) are located in Service Area C while Areas A, B, and D each have seven soccer fields under L/JCPD jurisdiction.

- The south central and western portions of the County (Service Areas E, F and G) have relatively few soccer fields under L/JCPD jurisdiction (three to four in each area).

Recommended Standard

- One soccer field per 10,000 population.

Estimated 1995 Deficiency

- Twenty-two additional fields under L/JCPD jurisdiction would be required to provide a total of 66 soccer fields in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers (e.g., Jefferson County Public Schools).

Projected 2020 Deficiency

- Twenty-eight additional fields under L/JCPD jurisdiction (the 1995 deficiency of 22 plus six more) would be required to provide a total of 72 soccer fields in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers.

Recommended Actions

- *Short-term:* Because of the increasing popularity of soccer and evidence that the existing supply of soccer fields is not meeting demand, the L/JCPD should develop a soccer complex consisting of 10 to 14 fields in a readily accessible location. This complex will become the focus of organized league play and special events such as tournaments, exhibition games, and clinics to generate revenue.
- *Long-term:* The L/JCPD should work with Jefferson County Public Schools to ensure that soccer fields are well distributed throughout the City and County, either in public parks or at schools, to allow for local practice and play.

Football

Current Provision

- The L/JCPD manages 10 football fields.
- Thirty fields at Jefferson County Public Schools are open to the public at any time (6) or open to the public on a limited basis (24).

Current Distribution

- Most of the football fields under L/JCPD jurisdiction are located in Service Area A (Louisville), with seven fields located mainly west of 7th Street Road and north of Algonquin Parkway.
- The remaining service areas have few L/JCPD football fields (two in Service Area C, one in Service Area F, and none in Service Areas B, D, E, and G).

Recommended Standard

- One football field per 50,000 population.

Estimated 1995 Deficiency

- Four additional fields under L/JCPD jurisdiction would be required to provide a total of 14 football fields in accordance with the recommended standard. This deficiency does not take into account facilities managed by Jefferson County Public Schools.

Projected 2020 Deficiency

- Five additional fields under L/JCPD jurisdiction (the 1995 deficiency of four plus one more) would be required to provide a total of 15 football fields in accordance with the recommended standard. This deficiency does not take into account facilities managed by Jefferson County Public Schools.

Recommended Actions

- L/JCPD should place a low priority on the development of new football fields unless new evidence emerges that there is a real demand for fields beyond those currently available at parks, public schools, and other educational institutions.

Swimming Pools

Current Provision

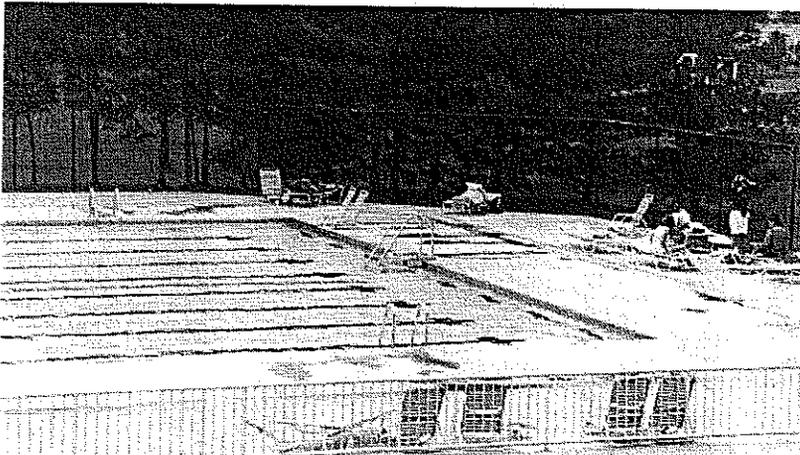
- The L/JCPD manages 15 pools, including six at school sites.
- One pool, located at E.P. Tom Sawyer State Park, is operated by the State of Kentucky.
- At least six quasi-public pools are provided by organizations such as the YMCA and churches.
- Thirteen pools are located at private swim clubs.

Current Distribution

- Most of the swimming pools under L/JCPD jurisdiction are located in Service Area A (Louisville). With the exception of east Louisville, the pools are well distributed within the City.
- Service Area G (west central Louisville) has the next highest number of L/JCPD pools (five). Three of the pools are located in the northeast corner of the service area within the City of Louisville while two are located in the southwest corner.
- The remaining service areas have few pools under L/JCPD jurisdiction. The area of the Jefferson County Memorial Forest (Service Area F) has two pools, while eastern Jefferson County has only one pool located in Service Area C. It should be noted that E.P Tom Sawyer State Park, located in the northeastern part of the County in Service Area C, does provide a major public outdoor pool complex.

Recommended Standard

- One swimming pool per 40,000 population.



Estimated 1995 Deficiency

- There is currently a deficiency of one pool countywide based on the recommended standard.

Projected 2020 Deficiency

- Three additional pools under L/JCPD jurisdiction would be required to provide a total of 18 swimming pools in accordance with the recommended standard.

Recommended Actions

- *Short-term:* Given the current poor condition of some L/JCPD pools, it is essential that adequate monies be invested in the short term to ensure that existing facilities are maintained in a safe and useful condition.
- *Mid-term:* It is recommended that L/JCPD construct a major new multi-sports complex in which swimming (and diving) would be one of the major activities. (See Section B.3 for further discussion.)
- *Long-term:* The L/JCPD should develop a pool in the south-eastern area of the County as new residential neighborhoods develop. The need for an 18th pool should be evaluated at a later date.

Golf

Louisville and Jefferson County's public golf courses are well attended, with a total of 380,000 rounds played in 1993. This averages out to well over 40,000 rounds per course, considerably in excess of a 1992 national average of just over 30,000.⁴

Public golf courses are generally recognized in the United States as a potential revenue generating facility for municipalities. The L/JCPD is currently implementing measures to operate its better quality courses (e.g., Vettiner and Seneca) as profit centers.

Current Provision

- The L/JCPD manages four 9-hole and five 18-hole golf courses. Nine holes are being added to the course at Sun Valley Park which will bring the total number to the equivalent of 7½ 18-hole courses.
- The 27-hole Quail Chase course at McNeely Park is operated privately but is open for public play.
- There are a number of private courses at country clubs throughout the County.

Current Distribution

- The existing courses are scattered at various locations throughout the County, with the highest number (four) located in the City of Louisville.

Recommended Standard

- One 18-hole course per 75,000 population.

Estimated 1995 Deficiency

- Following construction of the Sun Valley Park course, 1½ additional 18-hole courses under L/JCPD jurisdiction would be required to provide a total of nine golf courses in accordance with the recommended standard.

Projected 2020 Deficiency

- Two and one-half additional 18-hole courses under L/JCPD jurisdiction (the 1995 deficiency of 1 1/2 plus one more) would be required to provide a total of ten golf courses in accordance with the recommended standard.

Recommended Actions

- *Short-term:* The L/JCPD should continue to monitor its green fees and concession terms to ensure optimum revenue generation.
- *Mid- and long-term:* Additional golf courses should be developed only if revenue projections indicate a minimum of 100 percent cost coverage (including annual operating costs and retirement of capital cost over time). Based on the recommended standard, a maximum of 2½ courses should be developed on public parkland. Such courses could be developed and managed by private operators assuming that lease agreements favorable to the County can be negotiated. The demand for a public driving range and family golf center including indoor and outdoor facilities for teaching and practice, neither of which are currently publicly provided in Jefferson County, should be considered in any future development of golf facilities on public land.

Horseback Riding

Current Provision

- A riding stable and associated bridle paths at Iroquois Park and a stable and riding school at McNeely Park are privately operated under concession agreements with the L/JCPD.
- Horseback riding is also permitted on designated trails in the Jefferson County Memorial Forest, Cherokee Park, and Seneca Park.

Current Distribution

- Existing public horseback riding facilities and trails are located in Louisville (Iroquois, Cherokee, and Seneca Parks) and southern Jefferson County (McNeely Park and Jefferson County Memorial Forest). Eastern Jefferson County lacks public riding facilities or trails.

Recommended Standard

- One horseback riding facility per 250,000 population. A riding facility is defined as a stable on L/JCPD land open to the public.

Estimated 1995 Deficiency

- One additional facility under L/JCPD jurisdiction would be required to provide a total of three horseback riding facilities in accordance with the recommended standard.

Projected 2020 Deficiency

- No additional facilities beyond the one needed to meet the 1995 deficiency would be required to fulfill the recommended standard.

Recommended Actions

- *Short-term:* Levels of use at the recently opened McNeely Park facility should be monitored to determine if development of a new facility should be considered in the mid or long term.
- *Mid- and long-term:* Development of a trail or trails permitting horseback riding should be considered in planning for new parkland proposed to be acquired in Jefferson County. Construction of a third facility to meet the identified deficiency should also be considered if warranted by levels of use at the existing facilities and community demand. Like the two existing facilities, the new facility would be privately operated under a concession agreement with the L/JCPD.

Recreation Centers

Current Provision

- The L/JCPD maintains 18 recreation centers. Fourteen of these centers have gymnasias, two (Beechmont and Flaget) have no gymnasias but offer certain recreation programs, and four primarily offer programs for senior citizens. In addition to the recreation centers, the Metro Arts Center is a specialized facility used for arts and crafts programs.
- One additional public center is operated by the City of St. Matthews.
- A number of quasi-public recreation centers are operated by organizations such as the YMCA, youth groups, and churches.

Current Distribution

- The majority of the L/JCPD recreation centers (11) are located in Service Area A (Louisville). These centers are well dispersed throughout the western portion of the service area. However, only one recreation center is located within the eastern portion of the service area.
- Service Areas F and G have the next highest number of L/JCPD recreation centers (two and three, respectively).
- Eastern and central Jefferson County have very few recreation centers. Service Areas C (east central Jefferson County) and E (south central Jefferson County) have only one center each, while

Service Areas B (northeast Jefferson County) and D (Floyds Fork) contain none.

Recommended Standard

- One recreation center per 20,000 population.

Estimated 1995 Deficiency

- Seventeen additional centers under L/JCPD jurisdiction would be required to provide a total of 35 recreation centers in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers (e.g., the YMCA and youth groups).

Projected 2020 Deficiency

- Nineteen additional centers under L/JCPD jurisdiction (the 1995 deficiency of 17 plus two more) would be required to provide a total of 37 recreation centers in accordance with the recommended standard. This deficiency does not take into account facilities managed by other providers.

Recommended Actions

1. The L/JCPD should phase in the development of six new community recreation centers over the next 25 years. Additionally, improvements and additions to existing centers should be considered in order to optimize their utility. It is important that adequate long-term provision for the maintenance of new recreation centers is budgetted at the time of their construction.
2. As a mid-term action, the L/JCPD should consider construction of an indoor recreational facility as part of a major new multi-sports center and community center. (See Section B.3 for further discussion.)
3. The L/JCPD should coordinate with other entities including the County Schools to develop joint use agreements for gymnasium use (including indoor basketball) and recreation programming.

Other Facilities

There are many recreational facilities for which standards are not generally applied, generally because the nature of the activity does not lend itself readily to formulation of fixed standards or is more specialized and is accommodated only where warranted by local demand. Based on public input during the needs analysis, demands for a number of additional facilities were identified which should be considered in the development of a long-term recreational system.

Walking/Jogging Paths

As part of the current societal emphasis on physical fitness, short to medium length paths used primarily for walking or jogging are increasingly popular facilities in the Louisville/Jefferson County parks system. Examples include the 2.4-mile "scenic loop" at Cherokee Park, the 1.2-mile path at Seneca Park, and the paths recently constructed at Klondike and Des Pres Parks. Several other walking/jogging paths are being planned to meet the increasing demand for this type of facility (e.g., Roberson Run near the the Outer Loop and at Highway Park).

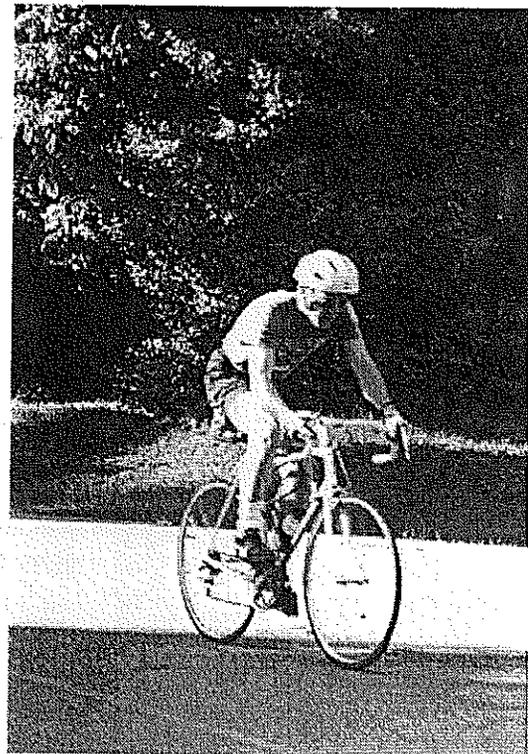
Given the popularity of the existing walking/jogging paths, the L/JCPD should continue to provide these facilities in appropriate locations throughout the park system. Development of future parks should incorporate walking/jogging paths as a basic recreational feature. As with all recreation facilities, proper maintenance of existing paths is at least as important as the development of new ones.

Use by several types of users (joggers, in-line skaters or roller bladers, and bicyclists) is a major issue for walking/jogging paths. For example, bicyclists are not allowed on the Seneca path but conflicts occur between pedestrians and roller bladers. Roller blading, bicycling, jogging, and running are all permitted on the Cherokee Park trail, which uses one lane of an existing park road.

Conflicts between different groups using walking/jogging paths should be monitored on a case by case basis. As a general rule, a ten-foot wide paved path will be sufficient to accommodate all users if levels of use are low to moderate. However, in heavier use situations pedestrians may need to be separated from bicyclists and/or skaters, either by widening and/or marking the path or providing separate parallel paths for the two groups, to reduce potential conflicts.

Hiking Trails/Bicycle Paths

There is a need for a community-wide network of recreational hiking trails and bike paths. Such a network would include hard-surfaced, multi-use paths accommodating both pedestrians and bicyclists and more informal trails designed for pedestrians only. The network should encompass path systems within parks, (where possible) trails along future greenways, connections to streets and sidewalks in adjacent developed areas, and the system of bike paths proposed by the Bicycle and Pedestrian Circulation Plan (see Figure III.B.1: Louisville and Jefferson County Proposed Bicycle Network). Staging areas



A path system needs to accommodate several user groups.

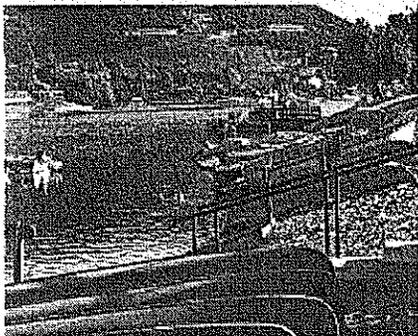
should be provided in appropriate locations to serve as trail heads, with parking, signage, and possibly restrooms.

As noted above, potential conflicts between different user groups is an issue of concern for multi-use trails. Such issues can be resolved through proper planning, design, and management. For example, trails along narrow riparian corridors may be appropriate for limited development and use by pedestrians only. In more suitable locations, wider paths can be designed and managed to accommodate both pedestrians and bicyclists.

A related recreational activity which has emerged in recent years is mountain biking. Mountain bikes now constitute half of all bicycles sold in the United States.⁵ Issues of concern related to use of mountain bikes on pedestrian trails include the potential to increase user conflict and compromise trail safety and environmental quality. In areas where components of the natural environment such as soils and vegetation are sensitive to disturbance, mountain biking may have to be prohibited. Similarly, the potential for damage to valued historic landscapes will have to be carefully monitored and, if necessary, controlled. In addition to efforts at policing and enforcement, such potential problems will also need to be addressed through education of mountain bicyclists about proper trail use and designation of appropriately designed trails to accommodate this activity. Development of a cooperative working relationship with mountain bike groups must be part of the long-term strategy for providing appropriate locations for this activity. In the short term, the L/JCPD should develop a minimum of two designated mountain bike use areas within the parks system. Over the longer term, one or more mountain bike trails should be considered in each of the major urban parks. It is important that the location of these trails take into account the potential impacts on the park landscapes and their natural resources.

Recreational Boating

A demand for improved recreational access to the Ohio River has been identified. There are currently only two public boat launch ramps, at Cox and Riverview Parks. In addition to any new private marina and boat launch facilities, it seems reasonable to recommend at least two additional public launch ramps along the river. The cost of such facilities could be in part recaptured by a modest launch fee. Planning for new boating on the Ohio River should be coordinated with the recommendations of the Ohio River Corridor Master Plan currently being developed for the Division of Planning and Development Services.



Canoeing is also popular recreational boating activity which can be

supported on a number of the County's stream corridors such as Beargrass Creek and Floyds Fork. Future improvements along these creeks should provide put-in areas to support canoeists.

Fishing

Safe locations for fishing should be provided along the Ohio River and other watercourses, such as Floyds Fork, as well as at appropriate lakes and pools. Fishing piers and facilities to allow for small boats (possibly including boat rentals) should be considered. Planning for new fishing locations on the Ohio River should be coordinated with the recommendations of the Ohio River Corridor Master Plan currently being developed for the Division of Planning and Development Services.



Group Camping

Camping is currently provided at Otter Creek Park in Meade County. In addition, primitive camping is accommodated at the Jefferson County Memorial Forest. Although there is some evidence of a demand for public camping opportunities in Jefferson County, the need is not currently pronounced enough to warrant development of a new facility.

Natural Areas

Expanded provision of natural areas for passive recreation and education has emerged as a public concern during the assessment of needs conducted for the Parks and Open Space Master Plan. The existing parks system includes three parks managed as natural areas and wildlife habitat with passive recreational use: the 5,192-acre Jefferson County Memorial Forest in the southwest part of the County, and Riverfields Nature Preserve (31.05 acres) and Twin Park (41.54 acres) next to River Road in the northeast part of the County. In addition, parks such as Cherokee, Iroquois, Shawnee, and McNeely contain natural areas such as wooded hillsides, stream valleys, and riverbanks. Iroquois Park contains outstanding woodlands and potential habitat for several rare, threatened and endangered species (see Section II.C.3). The Plan proposes that additional natural areas be provided through parkland acquisition. Natural areas would be maintained in a predominantly undeveloped state, with a limited trail system for public access where appropriate.

Special Interest Facilities

A number of groups either use the Louisville/Jefferson County park system for special recreational activities or have expressed the desire that such activities be accommodated within the system. Examples of these activities include disc golf (currently provided at Iroquois Park) and flying of model airplanes and sailplanes, currently provided at McNeely Park and Vettiner Park, respectively. The disc golf course at Iroquois Park is located on an environmentally sensitive site, suggesting it

should be relocated to a more suitable location, while disc golfers have expressed a desire that more public facilities be developed. The McNeely Park model airplane facility is located on a remote site where it does not conflict with other park uses. However, the imminent closure of a second facility at the E.P. Tom Sawyer State Park has prompted interest in an additional site within the Louisville and Jefferson County park system.

Because of limited land and financial resources, the L/JCPD cannot accommodate all special uses, particularly considering the relatively small number of residents who may engage in such activities. Requests by special interest groups to site facilities on public parkland should be evaluated on a case by case basis. Factors to be considered in this evaluation include:

- whether the proposed facility can be accommodated without adversely impacting environmental or cultural resources;
- whether the proposed facility is compatible with adjacent park and neighborhood uses; and
- whether an appropriate balance can be achieved between the public costs and benefits of the proposed facility. Ideally, the user group should assume a substantial part or all of the cost of developing and maintaining the facility.

1. Louisville/Jefferson County Division of Planning and Development Services, *Parks & Open Space Inventory (Working Draft)*, May 1994, revised August 1994
2. EDAW, *Urban Parks and Recreation Recovery Action Plan*, Louisville, Kentucky, December 1991, pp. 62-63
3. Louisville/Jefferson County Division of Planning and Development Services, *Demographic, Housing, Forecasts for Sub-County Areas, Jefferson County, Kentucky: 1990 to 2020*, October 20, 1994 (Draft)
4. Pannell Kerr Forster Consulting, Inc. and The National Golf Course Owners Association, *Trends in Resort and Daily-Fee Golf, 1992 Edition*
5. Ryan, Karen-Lee, ed., *Trails for the Twenty-First Century*, Island Press, 1993 P. 74