

# Louisville Metro Comprehensive Plan



DEPARTMENT OF  
**DEVELOP  
LOUISVILLE**  
*LOUISVILLE FORWARD*

# Agenda

September 27, 2016

- 1. Welcome**
- 2. Overview of Cornerstone 2020**
  - a. What is a Comprehensive Plan
  - b. Cornerstone 2020 Vision
  - c. Elements
  - d. Guidelines
  - e. Core Graphics
- 3. Overview of Work Group Topics**
  - a. Introduction of Work Group Leaders
  - b. General Overview
  - c. Process & Timeline
  - d. Report Out on People Signed up
  - e. Work Plan
- 4. Discussion on future meetings**
- 5. Announcements:**
  - a. Environmental Justice Seminar (10/8-10/9)
  - b. My Dream for Lou (10/6-10/7)
- 6. Adjourn**



DEPARTMENT OF

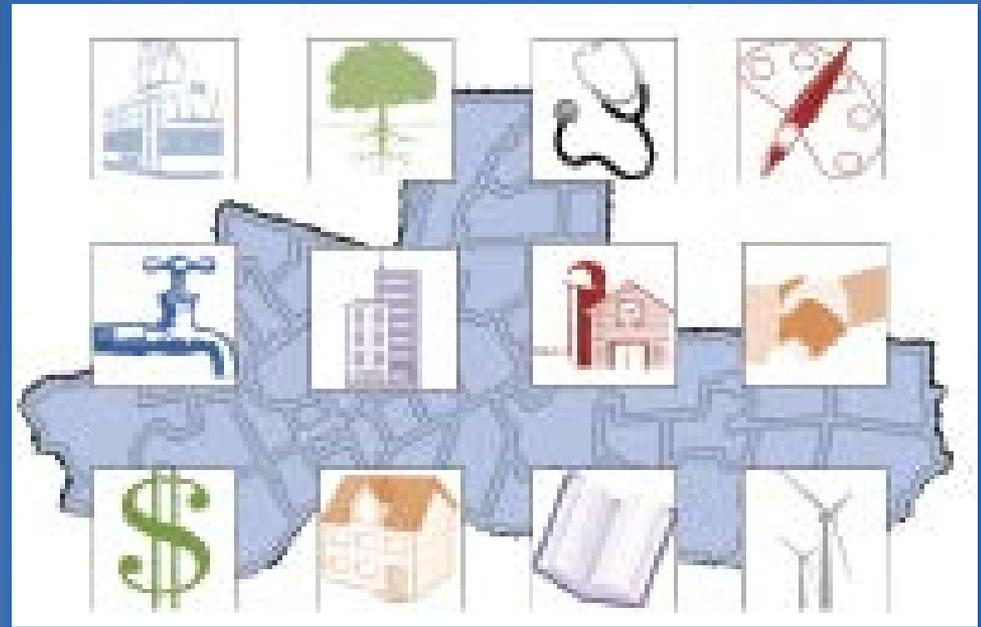
**DEVELOP**

**LOUISVILLE**

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# The Need for Comprehensive Planning

- Establishes a framework to guide public and private decisions about future growth, preservation and changes within a local government
- Serves as an important tool for coordinating local decision making
- Stands as the legal foundation that legitimizes local development regulations



Source: American Planning Association

# Comprehensive Plan Statutory Requirements

## Kentucky Revised Statutes:

- Authorizes local governments to adopt zoning and land development regulations
- Provides for a method of development of the Plan



## Required Elements:

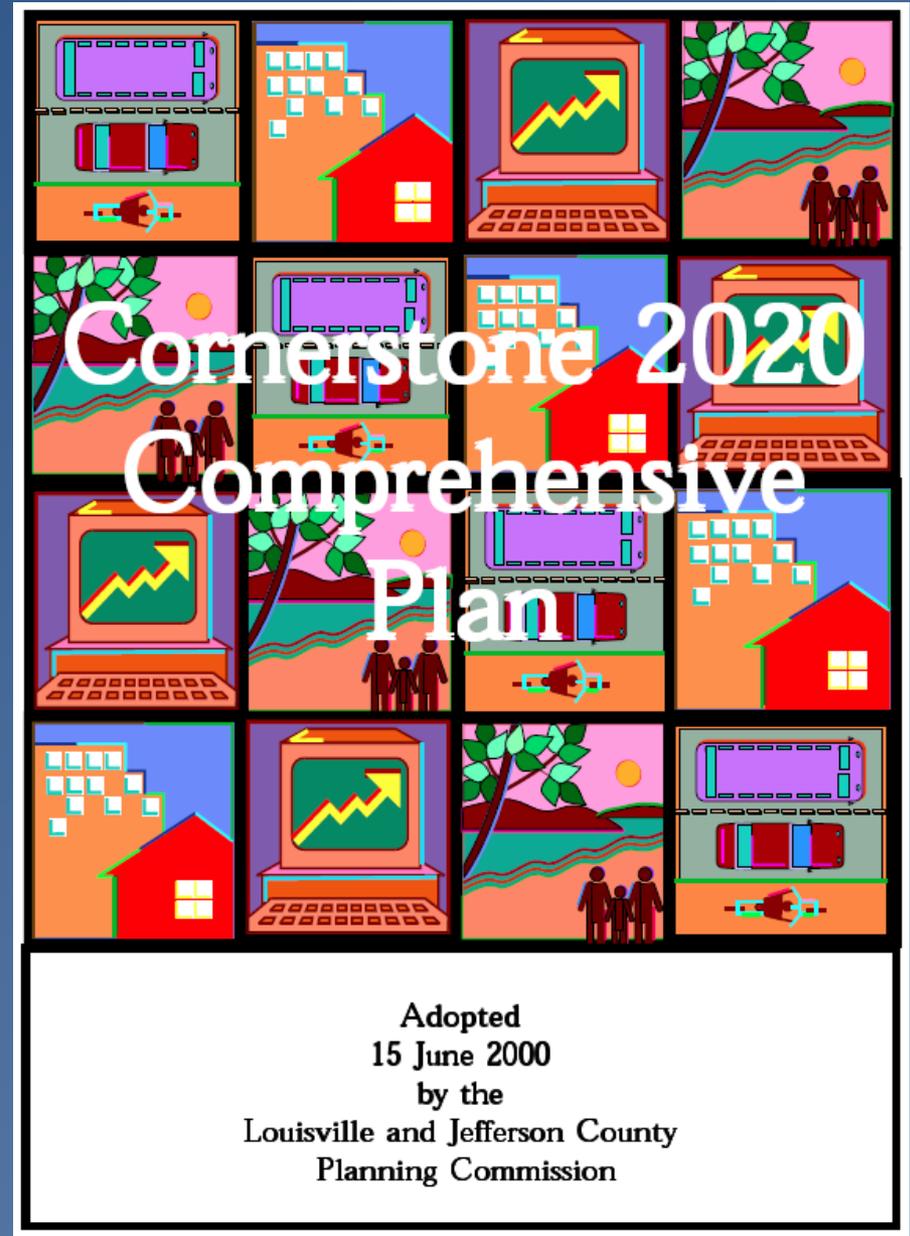
- Land use plan
- Transportation plan
- Community facilities plan

## Optional Elements:

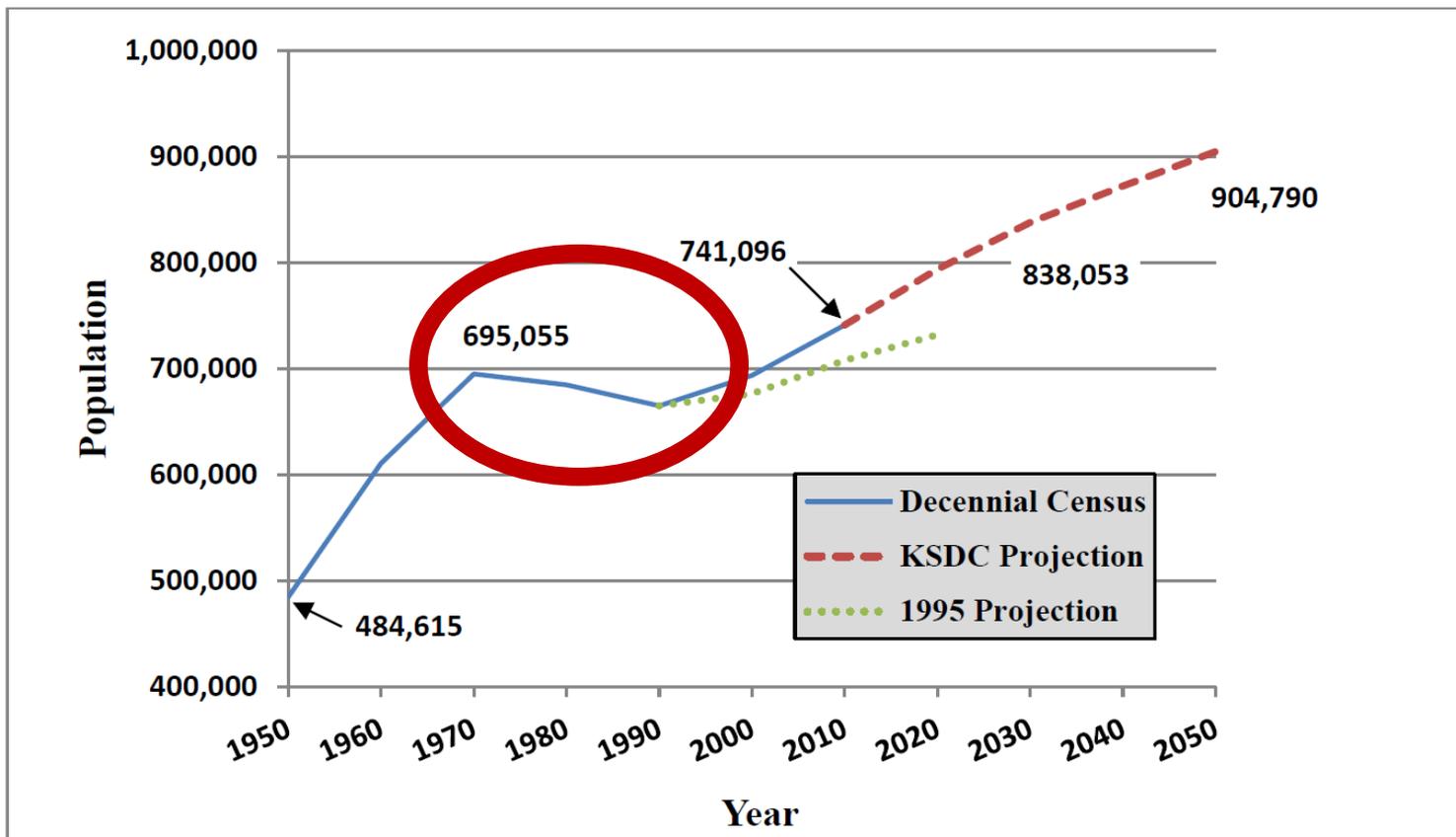
- Community renewal
- Housing
- Flood Control
- Pollution
- Conservation
- Natural Resources
- Regional Impact
- Historic Preservation
- Health

## Cornerstone 2020, Louisville Metro's current Plan:

- Planning timeframe of 2000 to 2020
- Applies to all local governments in Jefferson Co.
- Provides framework for Land Development Code



# Where were we in 2000?



**Figure 2.** Population trend and Kentucky State Center projection for Jefferson County, including the projection of 1995 *Cornerstone 2020* report.

First 10 years of *Cornerstone 2020* (2000-2010): Jefferson County achieved 47,492 of 56,000 projected growth

# Vision Statement

## Cornerstone 2020 Vision Statement

In our vision of 2020, Louisville and Jefferson County is a community widely recognized for its high quality of life, sense of tradition and competitive spirit. Our children have inherited a livable, vibrant and economically diverse community. We have clearly recognized that the quality of life depends upon continued success in the economic marketplace and an on-going commitment to the conservation of environmental resources which define our heritage and enhance the livability of our community.

Community residents share a sense of place and take great pride in their established and emerging neighborhoods which are culturally and economically diverse. Residents are proud of their differences in heritage and culture. Economic and educational opportunities are available to all residents, in every neighborhood. Every neighborhood is a safe place to live.

The community enjoys a rich fabric of urban and suburban areas, interwoven with environmental resources, accessible parks, open space and the Ohio River Corridor, all representing a heritage of natural beauty. A multi-modal transportation system serves and ties together the entire community. Unified government services enhance the ability of the community to speak with a single voice in matters related to the investment of human, environmental and capital resources.

The Cornerstone 2020 Vision for Louisville and Jefferson County is nothing less than the best of the past merged with the best of the future, creating a community where all residents can grow and prosper.

*As approved by the Cornerstone 2020 Policy Committee.*

# Plan Elements

- Goals & Objectives
- Community Form/Land Use
- Marketplace
- Mobility and Transportation
- Livability & Environment
- Community Facilities

## Community Form Strategy



### Goals and Objectives

#### BASIS FOR FORM DISTRICTS, LAND DEVELOPMENT CODE AND SPECIAL DISTRICTS

##### Goal A1 Form Districts

Identify land use policies which apply to emerging forms or patterns of development; physical features; existing and planned community facilities and transportation systems; and infrastructure, capital investment and economic planning initiatives. Use these policies as a guide for the location, type and design of future land development, transportation and community facilities within Jefferson County.

##### Objectives

- A1.1** Establish specific planning districts with distinct boundaries, which recognize and encourage distinctive patterns or forms of development and which implement planning policies governing new or infill development. The districts, titled form districts, should include at a minimum: downtown, traditional neighborhoods, neighborhoods, villages, town centers, traditional marketplace corridors, suburban marketplace corridors, regional marketplace centers, traditional workplaces, suburban workplaces, and campuses. The general characteristics of the form districts identified in the Goals and Objectives and such other form districts as may be hereafter established shall be described in the Land Development Code.
- A1.2** Land Use Element policies shall be developed with public participation for each of the form districts listed in Objective A1.1. and shall be made a part of the Comprehensive Plan. These policies together with land development regulations and performance standards to be developed as part of the Land Development Code shall provide the necessary direction to the Planning Commission and the legislative bodies for the assessment of proposed development or redevelopment within form districts. The purpose of these regulations and performance standards is to ensure compatibility of the site, building and community design of new development and redevelopment with nearby existing sites and with the character of a form or special district. This assessment shall be in addition to and shall not supplant existing zoning, subdivision and land use regulations.
- A1.3** Land Use Element policies and the Land Development Code shall establish procedures for applying form district regulations and performance standards to land development decision making. Such procedures may allow decisions to be made at the staff level in



# Goals & Objectives

- **Community Form**

- Form Districts
- Special Planning Areas
- People, Jobs & Housing

- **Mobility**

- Moving People & Goods
- Environment & Mobility
- Land Use & Transportation Connection
- Planning & Investment
- Pedestrian Circulation Plan
- Site Design Standards for Alternative Transportation Modes

## Mobility Strategy

### Goals and Objectives

#### MOVING PEOPLE AND GOODS

##### A. Systems

###### Goal A1

Provide a safe, economical, accessible, and efficient system for transporting people and goods that is consistent with Community Form, Marketplace and Livability goals and objectives, promotes orderly development, and affords a choice of travel modes

###### Objectives

- A1.1** Prepare and adopt an urban mobility plan to guide decisions regarding the expenditure of funds for improvements and maintenance, functional class of roadway, and preservation of rights-of-way.
- A1.2** Develop and establish level of mobility criteria for all areas within Jefferson County in the Urban Mobility Plan (UMP).

###### Goal A2

Encourage the development of a public transit system that increases personal mobility and travel choices, conserves energy resources, preserves air quality, and fosters economic growth.

###### Objectives

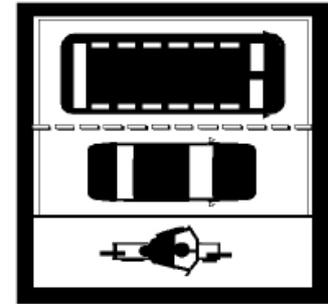
- A2.1** Consider land use strategies that support multi-modal corridors, where appropriate.
- A2.2** Encourage improvement of the public transportation system and attract additional ridership.

###### Goal A3

Enhance the competitive position of Jefferson County and provide for the movement of goods by taking full advantage of opportunities to support and expand existing transportation systems (highways, rail, air and water) and their intermodal connections.

###### Objectives

- A3.1** Encourage the development of an interconnected system of transportation modes linked by intermodal centers.
- A3.2** Encourage the preparation of an intermodal support plan and development program for inclusion in the urban mobility plan.



# Goals & Objectives

- **Marketplace**
  - Land and Physical Infrastructure
  - Business Support
  - Business Climate
- **Livability**
  - Environmental Resources
  - Public Open Space & Parks
  - Greenways/Stream Corridors
  - Quality of Life
  - Ohio River Corridor
  - Jefferson Memorial Forest
  - Portland Wharf

## Livability Strategy

### Goals and Objectives



### ENVIRONMENTAL RESOURCES

#### A. Organization

##### Goal A1

Organize, administer, and implement environmental and cultural resource protection measures in Jefferson County.

##### Objectives

- A1.1** Clearly define the agency or agencies responsible for implementing and administering environmental resource policies. Ensure citizen participation and continuity in the development of implementation measures.
- A1.2** Provide for the coordination necessary to implement and administer environmental resource policies among the responsible agencies.
- A1.3** Establish, through a public process, a mechanism for implementing environmental policies recognizing the necessity of staff and funding.
- A1.4** Increase the level of understanding by the development community, decision-makers, and the public on the ecological, economic, and aesthetic importance of environmental resources through broad-based educational programs that explain the function and value of these resources and the potential impacts to each from changing land use and construction.

#### B. Water

##### Goal B1 Flood Control and Stormwater Management

Understand and successfully manage the impacts of development on the carrying capacity of the region's river/stream corridor system.

##### Objectives

- B1.1** Utilize a basin-wide approach to define primary stream corridors and their watersheds to guide future land use and infrastructure development decisions.
- B1.2** Support appropriate multi-purpose use of stream corridors and drainage facilities as a component of flood control, stormwater management and water quality protection strategies.



# Plan Guidelines

## Community Form & Land Use

Guideline 1: Community Form

Guideline 2: Centers

Guideline 3: Compatibility

Guideline 4: Open Space

Guideline 5: Natural Areas &  
Scenic & Historic Resources

### A. Community Form/Land Use

#### Guideline 1. Community Form

Use existing and emerging forms or patterns of development and local plans developed in accordance with the Comprehensive Plan to guide land use decisions and design of development.



#### Intent:

- To ensure that new development will be designed to be compatible with the scale, rhythm, form and function of existing development as well as with the pattern of uses.
- To ensure land use decisions that preserve and improve identified existing and emerging patterns of development.
- To use the patterns of development set forth below, identified as "community forms" as guides for land use decisions, and as the basis for community form districts, containing regulations to guide future developments.

#### A. Form District Policies:

1. **Creation of Form Districts.** Cornerstone 2020 has identified 11 existing patterns or forms of development which are described in part B of this Guideline. The legislative bodies with zoning authority shall use these community form descriptions and the Community Form Core Graphic prepared by the Planning Commission as a guide to establish initial Form Districts. The Form Districts shall be used to make land use and site development decisions. Form districts shall be used in conjunction with zoning districts, special districts and other districts as described herein and in Chapter 100 of the Kentucky Revised Statutes. The Planning Commission and legislative bodies with zoning authority may establish additional zoning districts or other districts that are consistent with the goals, objectives and policies of this Comprehensive Plan and that are authorized by KRS Chapter 100. Such districts shall be a part of the Land Development Code for the legislative bodies that establish them.
2. **Land Use.** Use the patterns of development described as community forms in reviewing proposals for zoning or form district changes and land development decision making. Develop guidelines and standards for the form districts, derived from the pattern, character and function of each form district. These guidelines shall provide the basis for site design regulations such as building scale, size, height and massing, as well as regulations pertaining to the relationship of proposed development to nearby buildings, the community, the street and the site.
  - a.) Evaluate the appropriateness of a land development proposal in the context of
    - the description, character and function of the form district designated for the area in which the subject site is located;
    - the intensity and density of the proposed land use or mixture of land uses;
    - the effect of the proposed development on the movement of people and goods; and
    - the compatibility of the proposed use or uses with surrounding uses including the relationship of the use, mass, scale, height, materials, building footprint, orientation, setback and design of the proposed building or buildings with that of sur-



# Plan Guidelines

## Marketplace

### Guideline 6: Economic Growth

## Mobility & Transportation

### Guideline 7: Circulation

### Guideline 8: Transportation Facility Design

### Guideline 9: Bicycle, Pedestrian & Transit

## B. Marketplace

### Guideline 6. Economic Growth and Sustainability

Provide a positive culture for attracting and sustaining business within Louisville and Jefferson County.

#### Intent:

- To ensure the availability of necessary usable land to facilitate commercial, industrial and residential development.
- To reduce public and private costs for land development.
- To reduce the time involved in the review of land development proposals.
- To ensure an adequate level of staffing for the efficient and expeditious review of development proposals.
- To ensure that regional scale workplaces and industrial land uses have access to people, goods, services and appropriate locations needed for them to conduct business.

#### A. Policies

1. **Preserve Workplaces.** Limit land uses in workplace districts only to those land uses necessary to meet the needs of the industrial subdivision or workplace district and their employees.
2. **Provide Access.** Ensure adequate access between employment centers and population centers.
3. **Investment in Downtown and Older Neighborhoods, Commercial and Industrial Areas.** Encourage redevelopment, rehabilitation and reinvestment opportunities in downtown, older and declining neighborhoods and older industrial areas that is consistent with the form district pattern.
4. **Location of Industries.** Encourage industries, to the extent possible, to locate in industrial subdivisions or adjacent to an existing industry to take advantage of special infrastructure needs.
5. **Redevelopment.** Utilize plans to redevelop targeted districts within the City of Louisville and Jefferson County that are developed in accordance with the Comprehensive Plan.
6. **Activity Centers.** Locate retail commercial development in activity centers. Locate commercial uses generating high volumes of traffic on a major arterial street, at the intersection of two minor arterials, or at a location with good access to a major arterial and at locations where nuisances and activities of the proposed use will not adversely affect adjacent areas.
7. **Industry near Airport and Ohio River.** Utilize industrial sites near airports and the Ohio River for only those industries whose transportation and production needs require such a location or for those industries which support airport-oriented or river-oriented industries.
8. **Location of Industries near Transportation Facilities.** Require industrial development with more than 100 employees to locate on or near an arterial street preferably in close proximity to an expressway interchange. Require industrial development with less than 100 employees to locate on or near an arterial street.
9. **Review.** Ensure that both public and private projects face the same level of review and



# Plan Guidelines

## Livability & Environment

Guideline 10: Flooding and Stormwater

Guideline 11: Water Quality

Guideline 12: Air Quality

Guideline 13: Landscape Character

## Community Facilities

Guideline 14: Infrastructure

Guideline 15: Community Facilities

### D. Livability/Environment

#### Guideline 10. Flooding and Stormwater

Minimize the potential for and impacts of flooding and effectively manage stormwater.

**Intent:** To protect the conveyance zone and maintain the hydraulic capacity of natural drainage systems and ensure that drainage designs minimize damage to streams and property from flooding and stormwater runoff.

##### A. Policies

1. **Impact to Watershed.** Mitigate negative development impacts to the watershed and its capacity to transport stormwater, discouraging changes to stream channels and natural drainage features. Use, where available, MSD watershed plans as a guideline for development suitability.
2. **Impact to Regulatory Floodplain.** Mitigate negative development impacts to the integrity of the regulatory floodplain, encouraging patterns that minimize disturbance.
3. **Impervious Surface.** Minimize impervious surface area and take advantage of soil saturation capacities.
4. **Floodplain Management Standards.** Base floodplain management standards on a regulatory floodplain that reflects the full development potential of each watershed.
5. **Blue-line Streams.** Protect solid blue-line streams, consistent with the current floodplain management ordinance, from channelization, stripping, relocation or other alteration. Ensure a vegetative buffer for the banks of blue-line streams to protect the functional integrity of the channel.
6. **Compensatory Storage.** Ensure that provisions are met, (consistent with the current floodplain management ordinance) for compensatory storage when proposals reduce the existing storage capacity of the floodplain.
7. **Accommodation of Stormwater Runoff.** Ensure drainage designs capable of accommodating the runoff from development upstream, assuming a fully developed watershed.
8. **Critical Facilities.** Ensure, to the extent feasible, that critical facilities and those that store or use hazardous wastes are located outside the regulatory floodplain. Where essential community facilities must be located within a floodplain (e.g., pumping stations), ensure that these facilities are designed, located and operated in a manner that minimizes loss of services during flood events and limits, to the extent possible, floodplain disturbance.
9. **Vehicular Access.** Ensure that sufficient emergency vehicle access is provided above flood levels or that other remedial measures have been proposed to minimize potential hazards for any development that is proposed in or through the regulatory floodplain.
10. **"Through" Drainage.** Require that "through" drainage systems accommodate runoff based on a fully developed watershed and are calculated in a manner that is acceptable to MSD. Encourage, where feasible, that such systems take advantage of natural drainage features.
11. **Stormwater Runoff.** Ensure that peak stormwater runoff rates or volumes after development are consistent with regional and watershed plans or are mitigated on-site. Mitigation measures shall be implemented in a manner that is acceptable to MSD.
12. **Stream Corridors.** Utilize Best Management Practices (BMPs) to preserve or restore stream banks/corridors.

# Core Graphics

- Use: Assist in the application of Cornerstone 2020 by depicting existing conditions of natural and built environments as well as assist in recommendations for development-related facilities.
- Purpose: Aid in the interpretation of the Goals, Objectives, Guidelines, and Policies of Cornerstone 2020.
- They do not take precedence over the text of Cornerstone 2020.
- Nearly all of the Core Graphics were amended to reflect their physical and technical changes in 2013.

# Core Graphics

1. Community Form Areas
2. Land Use
3. Corridor and Neighborhood Plans
- 4A. National Register Districts
- 4B. Historic Preservation Districts
5. Environmental Constraints
6. Streams and Watersheds
7. Greenways, Parks and Open Space
8. Air Quality Areas of Concern
9. Noise Impact Areas
10. Roadway Classifications and Projected Corridors
11. TARC Transit Routes
12. Parkways and Scenic Corridors
13. Bikeways
14. Karst Areas and Wellhead Protection Zones
- 15A. Community Facilities
- 15B. Utility Facilities Water & Sewer Lines
- 15C. Utility Facilities Gas & Electric
16. Municipal and Political Boundaries
17. Form Districts
18. Zoning Districts

# Core Graphics – Land Use

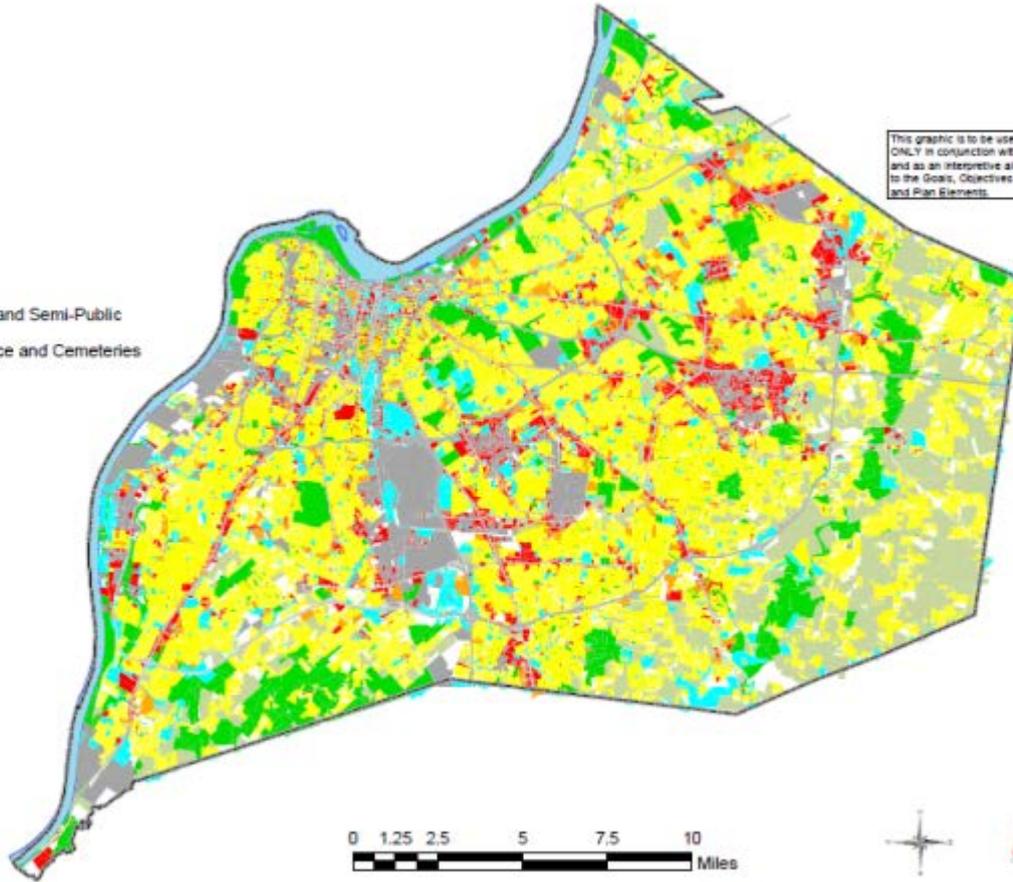
## Core Graphic 2

### Land Use

#### Legend

-  Single Family
-  Multiple Family
-  Commercial
-  Industrial
-  Public Used and Owned and Semi-Public
-  Parks, Private Open Space and Cemeteries
-  Vacant or Right-of-Way
-  Farmland\*

\*As determined by tax assessment classification by the Jefferson County Property Value Administration



# Core Graphics – Environmental Constraints

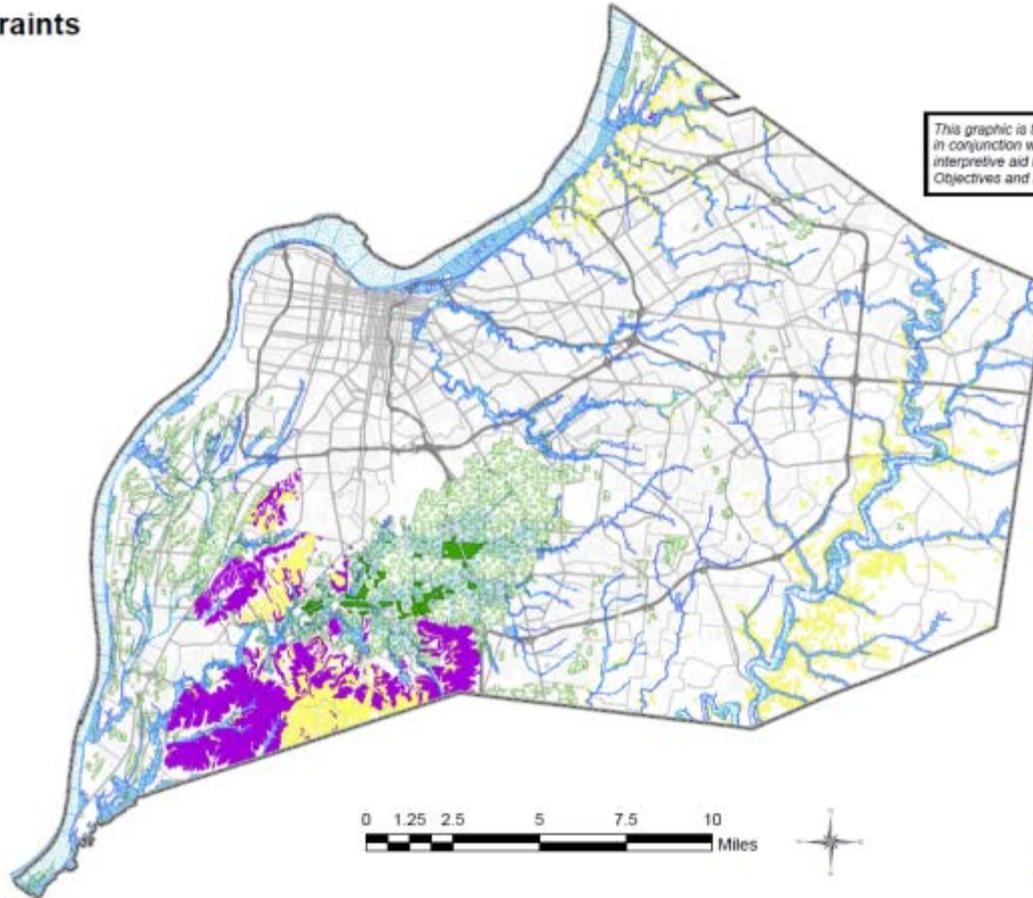
## Core Graphic 5 Environmental Constraints

  
CORNERSTONE  
2020

### Legend

-  Wetlands
-  Potential Wetlands (Hydric Soil)
-  Floodplain (100 Year)
-  Floodway
-  Steep Slopes (20% or more)
-  Unstable Soils

This graphic is to be used ONLY in conjunction with, and as an interpretive aid to the Goals, Objectives and Plan Elements.



# Core Graphics – Community Facilities

## Core Graphic 15A

### Community Facilities

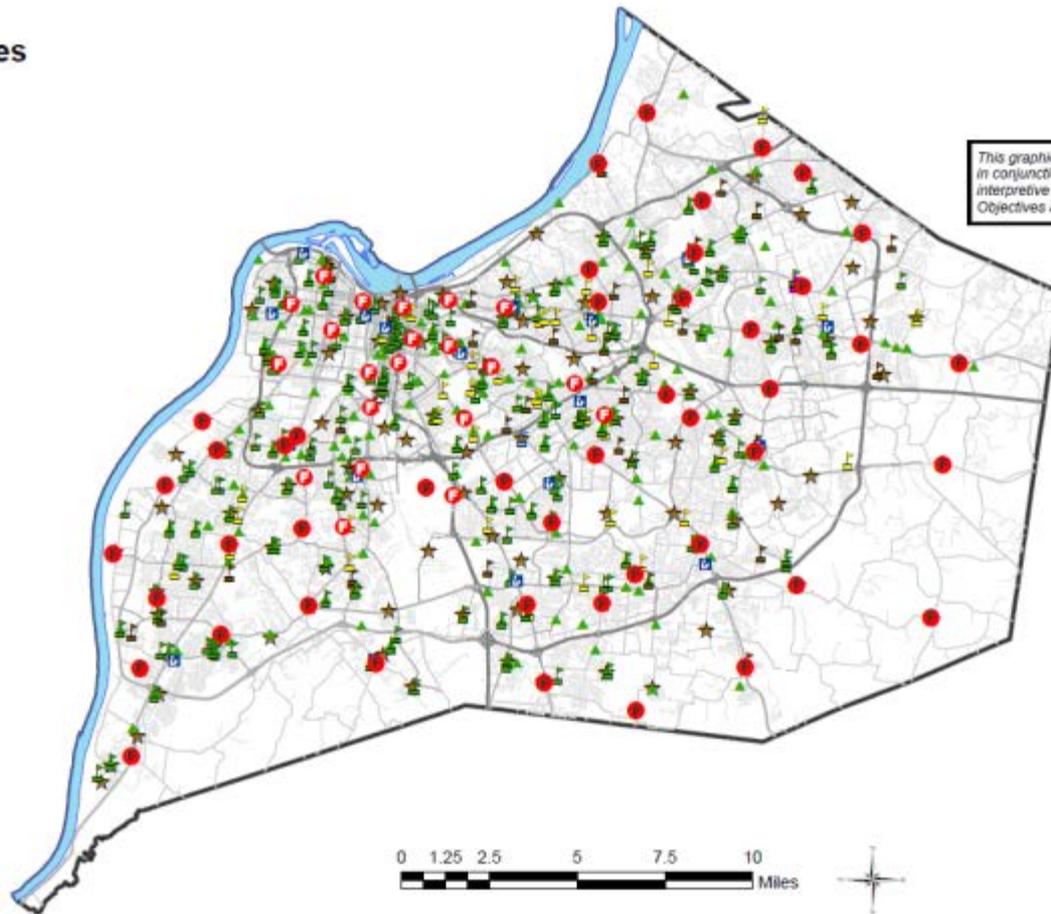


#### Legend

- Hospitals & Acute Care Centers
- Urban Fire Stations
- Suburban Fire Stations
- Colleges & Universities
- Louisville Free Public Libraries
- Louisville Metro Voting Sites
- Community Warning Sirens

#### Louisville Metro Schools

- Anchorage
- JCPS
- Parochial School
- Pre School Prep
- Private School



This graphic is to be used ONLY in conjunction with, and as an interpretive aid to the Goals, Objectives and Plan Elements.



# Core Graphics – Form Districts

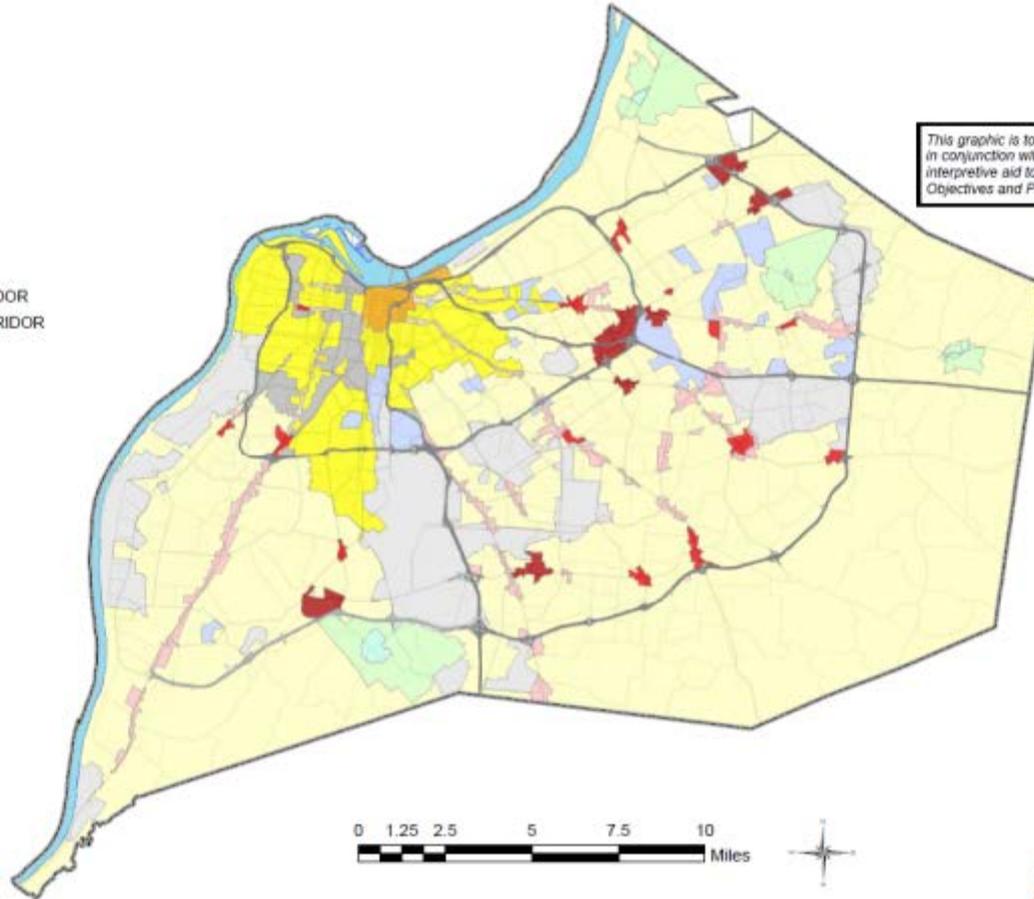
## Core Graphic 17 Form Districts



### Legend

- DOWNTOWN
- NEIGHBORHOOD
- TRADITIONAL NEIGHBORHOOD
- VILLAGE
- VILLAGE CENTER
- TOWN CENTER
- SUBURBAN MARKETPLACE CORRIDOR
- TRADITIONAL MARKETPLACE CORRIDOR
- SUBURBAN WORKPLACE
- TRADITIONAL WORKPLACE
- REGIONAL CENTER
- CAMPUS
- NO FORM DISTRICT IN EFFECT

This graphic is to be used ONLY in conjunction with, and as an interpretive aid to the Goals, Objectives and Plan Elements.





Comprehensive Plan  
Preliminary S.W.O.T. Analysis

## CORNERSTONE 2020 STRENGTHS

- Provides strong planning policies
- Sets the foundation for form districts
- Strong foundation of data
- Begins to address livability & economic development

## CORNERSTONE 2020 WEAKNESSES

- The formatting is not user friendly
- No clear growth policy
- Does not adequately address important issues such as equity, housing and historic preservation
- Document is nearly 20 years old

## COMPREHENSIVE PLAN OPPORTUNITIES

- Build on the successes of Cornerstone 2020
- Create a best practice document
- Address important community issues including health, sustainability, & equity

## COMPREHENSIVE PLAN THREATS

- The document will sunset in 2020
- No clear growth strategy
- Not reflective of the community's vision

# Work Groups

- 6 Work Groups
  - Mobility
    - Leader: Emily Liu
  - Community Form
    - Leader: Gretchen Milliken
  - Community Facilities
    - Leader: Joe Reverman
  - Livability & Environment
    - Leaders: Dr. Brandy Kelly-Pryor & Allison Smith
  - Housing
    - Leader: Gabe Fritz
  - Marketplace
    - Leader: Rebecca Fleischaker

# Work Groups

- **Mobility** – Focus on updating the Comprehensive Plan policies related to land use and transportation patterns, including street connectivity, transit, enhancing the pedestrian and bicycle networks and the relationship between land use and transportation. The work of this group will be informed by the goals identified in Move Louisville.
- **Community Form** – Focus on updating the Comprehensive Plan policies that address the character and diversity of Louisville’s neighborhoods by reviewing and updating the Form District descriptions and incorporating recommendations from the Historic Preservation Task Force.
- **Community Facilities** – Focus on updating the Comprehensive Plan policies related to the location and design of public facilities including parks, government buildings, schools, utilities and non-transportation infrastructure such as water and sewer facilities.

# Work Groups

- **Livability & Environment** - Focus on updating the Comprehensive Plan policies to enhance community health and equity, and incorporating sustainability into the Plan. The work of this group will be informed by Sustain Louisville, Healthy Louisville, and the Health Equity Report.
- **Housing** – Focus on updating the Comprehensive Plan policies that address and advance the provision of and access to housing for all of Louisville’s citizens.
- **Marketplace** – Focus on updating the Comprehensive Plan policies relating to Louisville’s business and economic growth.

# Work Group Next Steps

- Finalize Work Plans
- Recruit Additional Work Group Members
- Hold Initial Work Group meetings (mid-October)



The screenshot shows a web form titled "Comprehensive Plan Work Groups" on the LouisvilleKy.gov website. The form is set against a light blue background with a repeating pattern of the city's seal. The form includes the following fields and instructions:

- Header:** LouisvilleKy.gov logo and title "Comprehensive Plan Work Groups".
- Instruction:** "Please fill out this form if you are interested in being a part of a Comprehensive Plan work group."
- Name \*:** A single-line text input field.
- E-mail address \*:** A single-line text input field.
- Phone Number:** Three separate input fields for area code, prefix, and number, with labels "###", "###", and "####" below them.
- Address:** A large text input field for the street address, labeled "Street Address".
- Address Line 2:** A single-line text input field.
- City:** A single-line text input field.
- State / Province / Region:** A single-line text input field.
- Postal / Zip Code:** A single-line text input field.
- Country:** A dropdown menu.
- Work Group Selection:** A large text area with the instruction: "Please list which work group(s) you would like to be a part of. You may be a part of as many work groups as you would like. (Mobility, Community Form, Community Facilities, Livability & Environment, Housing, or Marketplace) \*".
- Submit:** A button at the bottom of the form.

# Next Steps

Upcoming in October:

- Work Group Meetings
- Finalize Public Opinion Survey Results w/ Data Committee

Next Advisory Committee:

- Tentatively November 15<sup>th</sup>

