

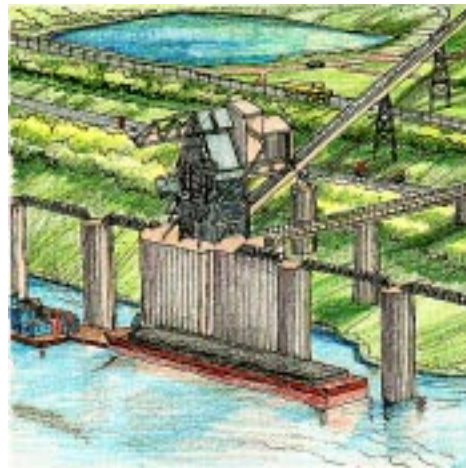


CORNERSTONE

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Louisville and Jefferson
County Comprehensive Plan

Ohio River Corridor Master Plan



1996



A project of the
Livability Committee
of Cornerstone 2020

Kentucky Chapter American Planning
Association 1996 Honors Award

Ohio River Corridor Master Plan

Louisville and Jefferson County, Kentucky



Several things bode well for the plan's success. Its goals clearly coincide with prevailing community sentiment. ... The foundation for a cooperative effort is in place. ... The plan includes at least one idea almost every citizen can identify with.

*Editorial, Readers' Forum
The Courier Journal
Monday, February 26, 1996*

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Preface



Preface

Prepared as part of the Cornerstone 2020 comprehensive planning process, the Ohio River Corridor Master Plan establishes the framework for preservation and development of one of Louisville and Jefferson County’s most significant resources—the Ohio River and the land next to it—over the next 25 years and beyond. Traditionally the lifeblood of Louisville and Jefferson County and the City’s very reason for being, the River has become separated from adjacent communities by barriers such as floodwalls, highways, and riverfront development. The basis of the Master Plan is to **reconnect** people to the River and to the rich natural and cultural resources of the River Corridor.

The Master Plan is divided into the following chapters:

Chapter 1, **Vision Statement**, defines a collective future vision of the Ohio River as the **corridor of connections**, the place in Louisville and Jefferson County where:

- People Connect to the River.
- People Connect to Each Other.
- People Connect to Nature.
- Home Connects to Work.
- People Connect to the Past, Present, and Future.

Chapter 2, **Key Concepts**, summarizes the 16 most fundamental ideas and related implementing actions proposed in support of the Plan Vision. These concepts are listed in order according to the five components of the vision statement.

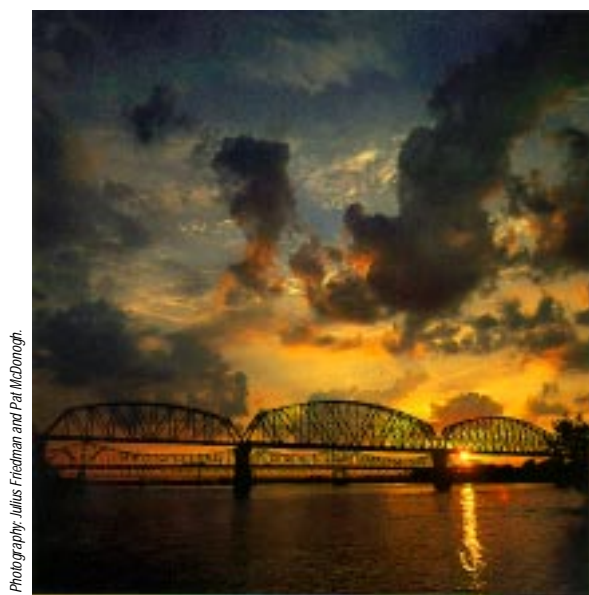
Chapter 3, **The Place Today**, summarizes existing conditions, trends, and issues affecting preservation and development of the Ohio River Corridor.

Chapter 4, **Plan Description**, describes the physical (geographic) plan proposed to guide future development, in the form of an underlying design concept and detailed maps for the southwest, central, and northeast subareas of the Corridor. For each of the three sub-areas, the locations of specific actions recommended to implement the Plan Vision and Key Concepts are identified.

Chapter 5, **Policy Framework**, organizes the plan recommendations into a series of goals, objectives, and policies that identify the responsibilities and actions to be undertaken by public agencies and private organizations as they strive to implement the Master Plan.

Chapter 6, **Plan Implementation**, describes a strategy for turning the Plan Vision and Key Concepts into reality. This strategy is comprised of the following elements:

- Establishment of an Ohio River Corridor Committee as the community's focus for achieving the objectives of the Master Plan.
- Regulatory changes proposed to designate and preserve scenic corridors.
- Recommended phasing and order of magnitude cost estimates for public improvements proposed by the Plan.
- An "Early Action Plan" identifying priority projects for early implementation.



The Ohio River Corridor Master Plan has been developed through many months of effort by the citizens of Louisville and Jefferson County. The open planning process has included numerous meetings and workshops at which residents have expressed their ideas concerning the Ohio River Corridor's future. These ideas are the foundation of the Plan Vision, Key Concepts, and the actions needed to implement them. The result is a blueprint for the River Corridor's role in achieving the

Cornerstone 2020 Vision for Louisville and Jefferson County:

"...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."

Planning Process

The Ohio River Corridor Master Plan was developed through many months of effort by the citizens of Louisville and Jefferson County. The open planning process included interviews with representatives of more than 60 agencies, organizations, and businesses; 22 focus group meetings; and 20 meetings and workshops at which residents expressed their ideas concerning the Ohio River Corridor's future. These ideas are the foundation of the Master Plan. The master planning process was guided by a specially formed **public/private partnership** involving **Jefferson County**, the **Metropolitan Sewer District**, and **River Fields, Inc.**, a regional citizens' group whose mission is to protect and preserve the natural, recreational, and cultural resources of the Ohio River in and around Louisville. This partnership shared the costs of producing the Master Plan.

A 75-person **Advisory Committee**, representing a cross-section of government agencies, community and business interests, played a central role in shaping the plan concepts. A nine-person **Executive Committee**, drawn from the Advisory Committee and project partners, managed the planning process.



*Master Plan
Public Workshop*

The Master Plan was prepared by **Wallace Roberts & Todd**, an environmental planning, urban design, landscape architecture, and architecture consulting firm, and was completed in 1996.





Photography: Julius Friedman and Pat McDonough

1. Vision Statement



The Ohio River: Where the Community Comes Together

The Falls of the Ohio River—a geologic outcropping exposed at low water—forms the only break in navigation between Pittsburgh and New Orleans. This unique interface of land and water led to the foundation of Louisville. The 37-mile Ohio River Corridor similarly is a place which above all else is defined by the meeting of land and water. There is tremendous diversity in the specific ways in which land and water meet, varying from wetlands to wooded banks to levees to working piers, but the overriding condition is the joining together of these two elements. This continuing theme provides unity amidst diversity.

In an historic sense, too, the River Corridor acted to join things together and provide a unifying element under which diversity could flourish. People first came together to build a city at the River's edge. Along the River people lived, worked and played, their lives shaped by the place where the land and water met.



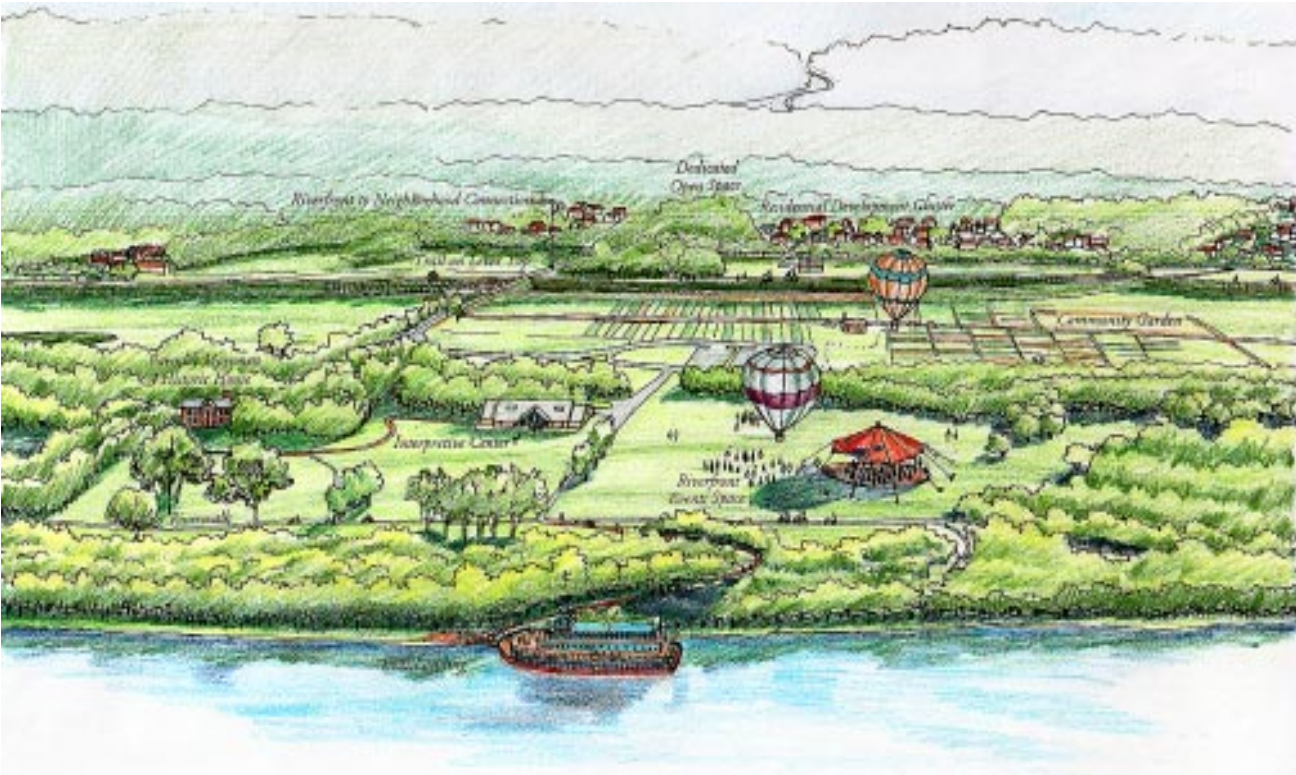
The Falls of the Ohio River.

The future of the Ohio River Corridor should build upon the qualities of this place, a place of joining together, a place of unity amidst diversity. Accordingly, in our **VISION OF 2020**, the Ohio River is recognized as the **corridor of connections**, where people, land, and water come together in a celebration of unity.

The River Corridor is a place:

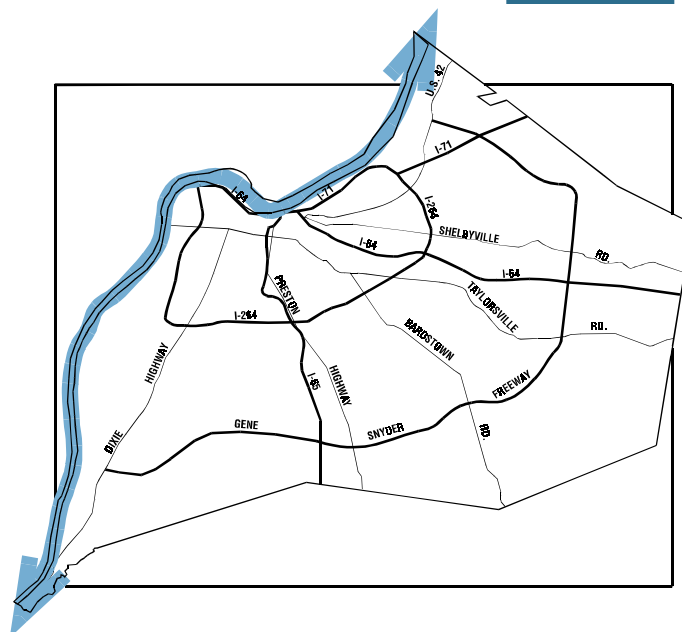
- **WHERE PEOPLE CONNECT TO THE RIVER—**
in an accessible landscape for gathering, celebration, contemplation, and recreation.
- **WHERE PEOPLE CONNECT TO EACH OTHER—**
in formal and casual exchange, finding unity amongst diversity in the sharing of the River.
- **WHERE PEOPLE CONNECT TO NATURE—**
in a healthy environment that sustains human needs and conserves natural resources.
- **WHERE HOME CONNECTS TO WORK—**
in a rich fabric of culturally and economically diverse neighborhoods, employment centers, and the travel between them.
- **WHERE PEOPLE CONNECT TO THE PAST, PRESENT, AND FUTURE—**
by defining, preserving, and interpreting the community's cultural heritage and identity.

2. Key Concepts



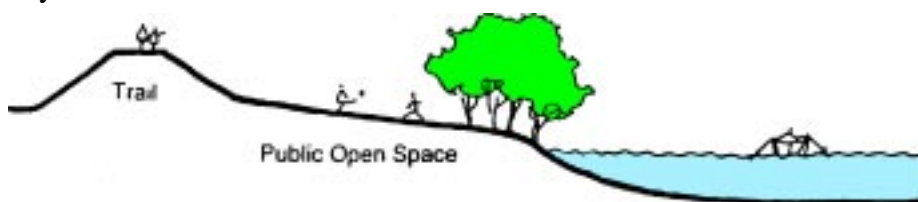
The River belongs to the people.

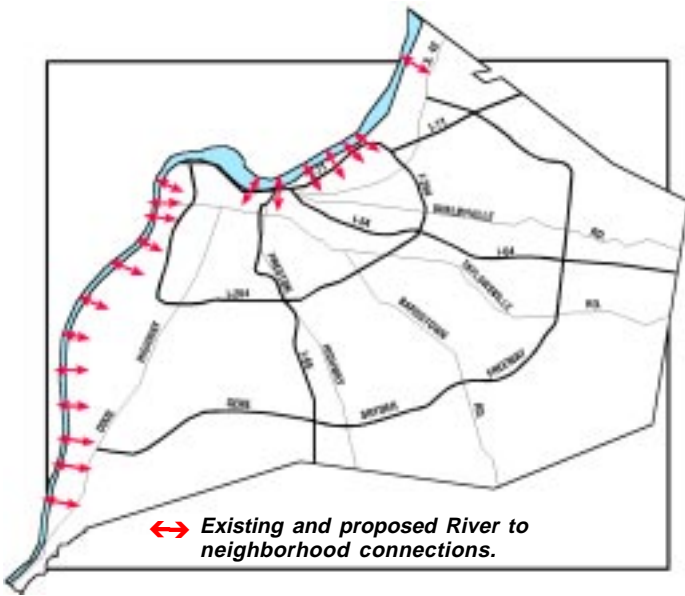
Provide a continuous publicly accessible strip of land along the entire 37-mile riverfront that allows for pedestrian and bicycle circulation along the River's Edge.



Key Implementing Actions:

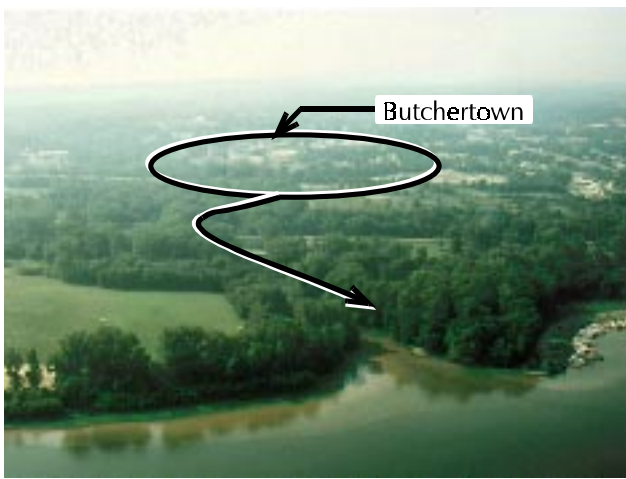
- Acquire public land and access easements along the riverfront.
- Initiate cooperative agreements with private landowners to provide public access to private lands along the river.
- Establish public access requirements for all new riverfront development.
- Construct a continuous, multi-use Ohio River Corridor Trail along the entire 37 miles from Oldham County to Hardin County.
- Align the Ohio River Corridor Trail along the Riverfront wherever possible, moving inland, parallel to the River, only where insurmountable physical or land use barriers occur.





Neighborhoods connect to the River.

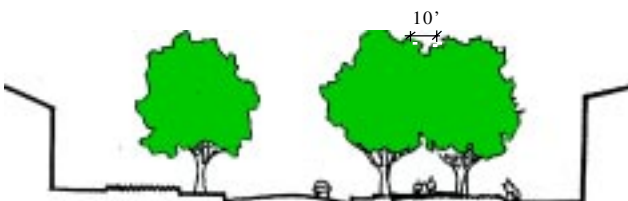
Establish a series of connections providing access from the River's Edge to adjacent neighborhoods.



Typical neighborhood connection: proposed Butchertown-Ohio River Greenway along Beargrass Creek.



Typical Greenway connection along creeks.



Typical pathway connection along streets.


Key Implementing Actions:

- Acquire public lands and access easements along key greenway and street connections.
- Establish agreements, incentives, and regulations that support River to neighborhood connections in new development.
- Construct public access trails along greenway connections such as Goose Creek, Beargrass Creek, and Mill Creek.
- Establish and maintain pedestrian and bicycle connections to the River along streets such as Bethany Lane, Algonquin Parkway, and Blankenbaker Lane.
- Establish new standards for public roadways to provide for safe and attractive bicycle and pedestrian circulation.

Development within the River Corridor is managed.

Manage development in the River Corridor to enhance and maintain landscape quality and preserve open space.

Key Implementing Actions:

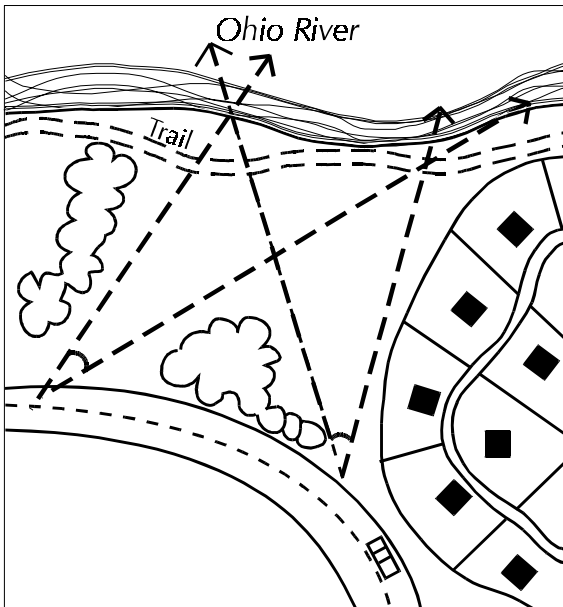
- Establish an Ohio River Special District with design guidelines to protect views from public open spaces, natural and cultural resources.
 - Institute new land use regulations that encourage innovative development solutions to protect visual character, environmental resources, and open space areas.
 - Require landscape buffers between development and open space areas and along public right-of-ways.
 - Designate the Ohio River Corridor Trail, Upper and Lower River Roads, and the southwest reach of Dixie Highway as state and/or local scenic corridors.
 - Adopt special height, setback, and buffering requirements to protect views from scenic routes.
- 
- Prioritize lands within the River Corridor for acquisition as part of the County parks and open space system.
 - Support the efforts of private land conservation organizations such as River Fields and the Trust for Public Land to preserve open space within the River Corridor.
 - Limit riverfront uses to those which draw a clear and identifiable benefit from the river.



In places, selective vegetation removal will be needed to enhance views.



View from Riverside, the Farnsley-Moremén Landing.



Cluster development and manage woodlands to maintain views of the River.

The River is visible to the public.

Maintain and enhance views of the River from within the River Corridor, including the Ohio River Corridor Trail, public roads, parks, and other public open spaces.

Key Implementing Actions:

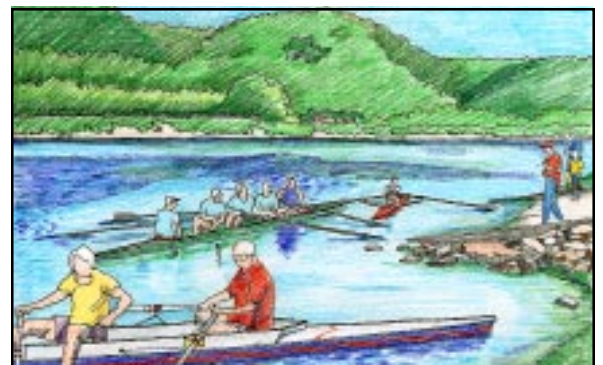
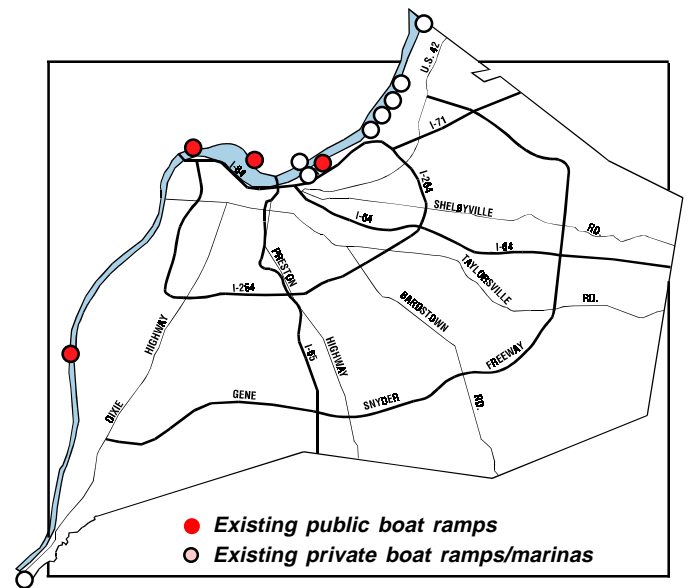
- Identify key views to the River (e.g., from public roads and open spaces).
- Acquire or obtain easements on lands that allow views of the River.
- Implement design guidelines and incentives that maintain views to the River through an Ohio River Corridor Special District (e.g., which limits building heights and massing and encourages clustering).
- Manage vegetation in parks and open spaces, and along public right-of-ways and the river-bank, to maintain and enhance views of the River.

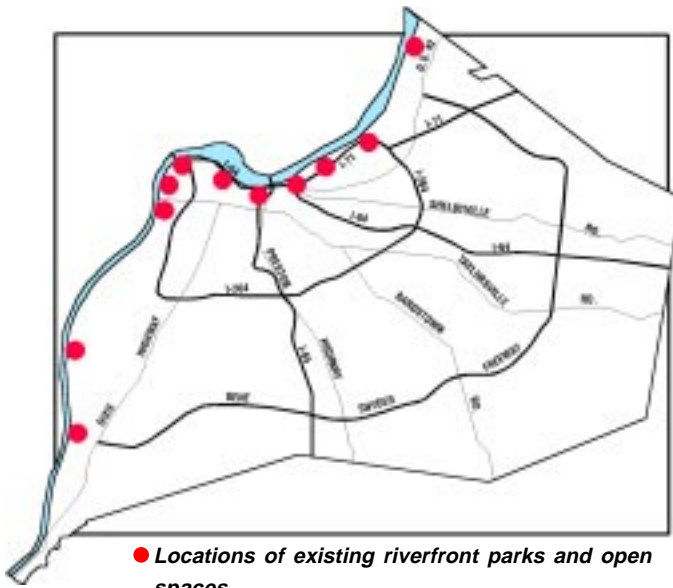
People use the River for water recreation.

Provide a wide variety of opportunities for enjoyment of water sports such as sailing, rowing, power-boating, use of personal watercraft, fishing, and swimming (water quality permitting).

Key Implementing Actions:

- Provide two additional public boat ramps, one each on the upper and lower pools.
- Permit riverfront development of water recreation-oriented facilities such as marinas and boat clubs in appropriate locations.
- Provide additional locations for small boat launching.
- Develop and enforce a water use plan that resolves user group conflicts.
- Provide additional public locations for fishing along the riverbank.





People use the River Corridor for informal recreation and entertainment.

Develop a variety of parks, trails, and gathering places along the River Corridor where local communities enjoy individual and neighborhood recreation.



The Belvedere.



Potential uses at Riverside, the Farnsley-Moremén Landing.

Key Implementing Actions:

- Develop the Ohio River Corridor Trail and other public trails and neighborhood connections within the River Corridor.
- Establish neighborhood parks to serve communities in need of local recreational facilities.
- Develop community gathering places in key locations along the riverfront, including urban plazas such as the Belvedere and park facilities such as picnic sites, overlooks, and lawn areas.
- Permit development of commercial river-related leisure businesses, such as restaurants and boating services, in appropriate locations within the River Corridor.
- Provide trail linkages between the riverfront and adjacent or nearby destinations such as restaurants, museums, and other interpretive sites.

The Riverfront is the community's main stage for events.

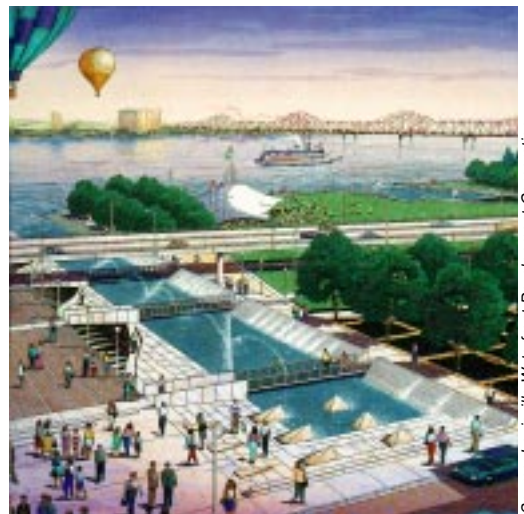
Develop and promote a diversity of places along the Riverfront for concerts, festivals, firework displays, and other community events.

Key Implementing Actions:

- Develop open spaces, such as the Great Lawns at Shawnee and Waterfront Parks, as venues for community events and festivals.
- Program special events, such as Thunder-over-Louisville or a renewed Bluegrass Festival, to occur along the riverfront.



Riverfronts have always been popular festival locations.



The new Waterfront Park, currently under construction.



Thunder-over-Louisville.

Source: Louisville Waterfront Development Corporation.

Photography: Julius Friedman and Pat McDonogh.



Key natural resources are conserved.

Identify, preserve, and restore important natural resources within the River Corridor such as wetlands, steep slopes, and significant habitat areas.



Key Implementing Actions:

- Complete a comprehensive inventory of natural resources and ecological systems within the River Corridor.
- Utilize an understanding of the Corridor's ecological systems to guide management of public lands and private development.
- Enact regulations and incentives to guide development away from environmentally sensitive land.
- Acquire or obtain easements on land containing important natural resources.
- Restore degraded natural resource areas.
- Encourage the use of native plant material in all projects in the Ohio River Corridor.
- Ensure that public improvements such as the Ohio River Corridor Trail are designed to avoid negative impacts to natural resources.

Development within the River's floodplain is controlled.

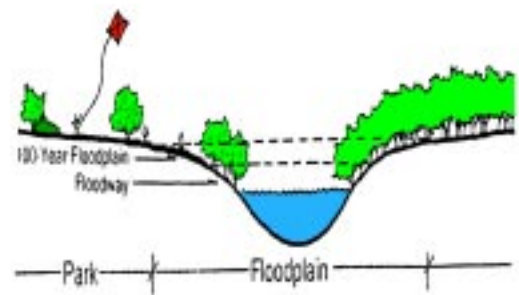
Manage the floodway and 100-year floodplain of the River to protect the public health, safety, and welfare and preserve open space.

Key Implementing Actions:

- Establish a new local Floodplain Ordinance for management of development in the River's floodplain.
- Establish new regulations for a conveyance zone, where development is limited and encroachments are compensated for on a one to one basis.
- Acquire or obtain easements on land in the floodplain, expanding on the successful Community Improvement District purchase of flood-prone lands in Southwest Jefferson County.



A past success: Flood-prone Community Improvement District lands purchased in Southwest Jefferson County.



The quality of the water and air is protected.

Maintain and improve the quality of the River Corridor's air and water resources, including the River and its tributaries.



Protection of water quality is important for wildlife as well as human health and recreation.

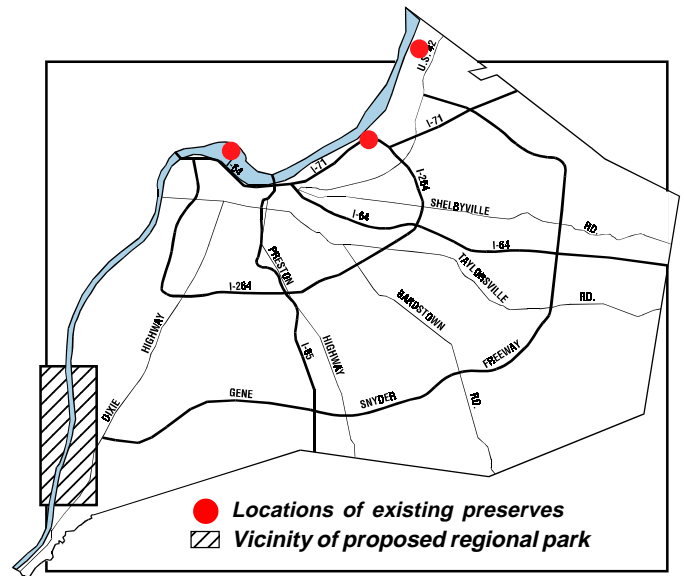


Alternative transportation modes contribute to improved air quality.

Key Implementing Actions:

- Implement the water quality recommendations of the Multi-Objective Stream Corridor Greenway Plan, such as protecting undeveloped and restoring degraded stream corridors, maintaining river/stream vegetated buffers, and enacting an erosion and sedimentation control ordinance.
- Manage wastewater disposal to reduce water quality impacts, for example by replacing problem on-site systems with public sewer or alternative treatment technologies.
- Manage stormwater to reduce water quality impacts, for example by modernizing the combined sanitary/storm sewer system and providing vegetated treatment of urban runoff.
- Implement the air quality recommendations of the Mobility Strategy, such as reducing traffic congestion and improving traffic flow, promoting the use of travel alternatives (transit, bicycle, and pedestrian), and encouraging higher density, mixed use developments.
- Protect the alluvial aquifer associated with the Ohio River from contamination.

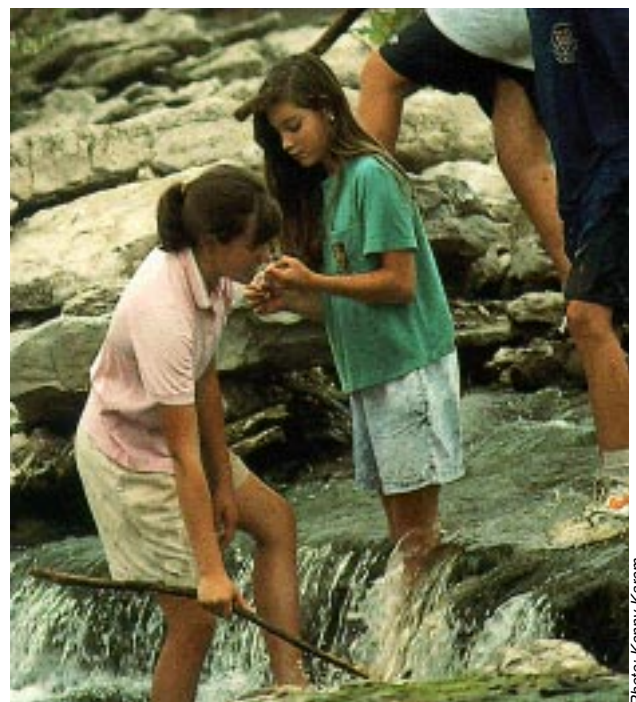
People experience and learn about nature.



Establish nature preserves, trails, and interpretive facilities to allow people to enjoy the River Corridor's natural resources.

Key Implementing Actions:

- Acquire or obtain easements on land containing important natural resources through public and private action.
- Develop nature preserves with trails, interpretive exhibits, and other low impact public use facilities in a manner compatible with natural resource preservation.
- Dedicate the Mill Creek Corridor in southwest Jefferson County as a greenway preserve with a trail system.
- Involve school children through environmental education and outdoor projects on and near the River.



Learning about natural history at the Falls of the Ohio.

Photo: Kenny Karem

Neighborhoods are healthy and diverse.

Promote a variety of lifestyle choices in existing and new neighborhoods of distinctive character, with a range of housing types and costs, supported by local services such as shops, parks, and schools.



Portland - A traditional neighborhood.



Rural lifestyles may be threatened without effective open space preservation.

Key Implementing Actions:

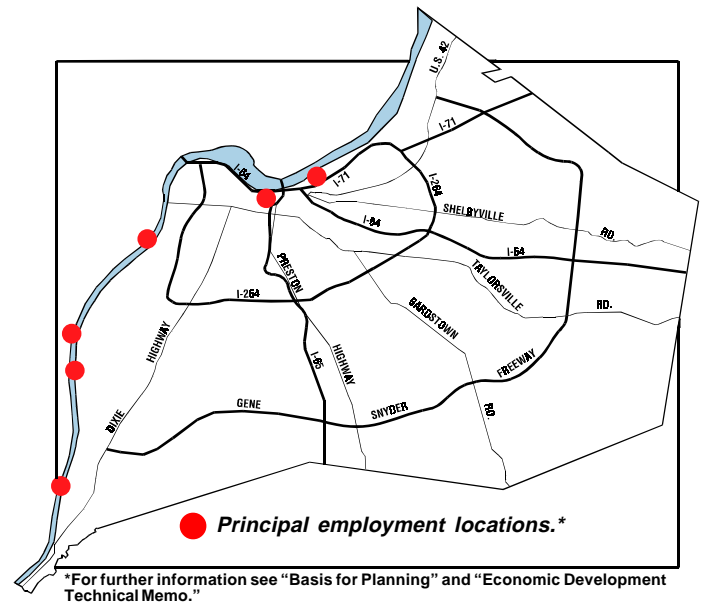
- Foster the protection and development of coherent neighborhoods with distinctive character through land use regulations and the provision of infrastructure, public facilities, and programs.
- Direct public and private investment and programs to support and revitalize existing neighborhoods.
- Direct public and private investment and programs to support appropriate housing choices.
- Balance the locations of employment centers and neighborhoods, avoiding conflicts which result in negative effects such as noise, traffic, and air pollution on residential areas.

The River Corridor is a place of economic opportunity.

Provide a variety of industrial and commercial employment and investment opportunities within the River Corridor.

Key Implementing Actions:

- Maintain Rubbertown as a major employment area.
- Complete development of Riverport Phases 1 and 2.
- Reserve riverfront sites for river related development.
- Enact land use regulations that permit appropriate retail and service businesses in mixed use neighborhoods.
- Permit development of commercial leisure businesses related to the River, such as boating services and restaurants, in appropriate locations.



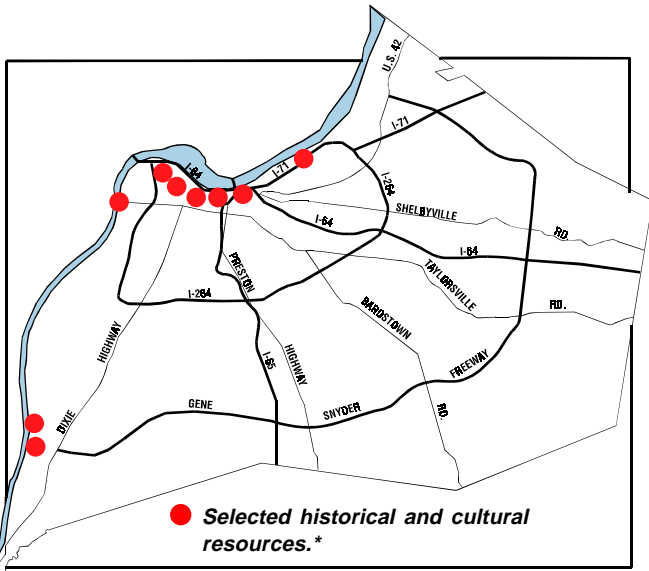
River trade.



Rubbertown: A traditional industrial area.



Commercial leisure business opportunities along the river.



*For further information see "Basis for Planning" and "Historical and Cultural Resources Analysis Technical Memorandum."

Historic places and their landscapes are conserved.

Preserve significant historic and archaeological sites, buildings, and landscapes within the River Corridor.

Key Implementing Actions:

- Preserve the character of rural landscapes of Jefferson County through development regulations and incentives and targeted public and private acquisition of land or development rights.
- Maintain Upper and Lower River Roads as scenic two-lane byways.
- Continue to update the inventory of historic resources within the River Corridor.
- Acquire and preserve key historic sites and their landscapes through public and private action.
- Support the development of incentives and programs to encourage the preservation, rehabilitation, and adaptive reuse of historic buildings and districts.
- Protect and/or mitigate negative impacts to archaeological resources within the River Corridor.



Riverside, the Farnsley-Moremeyn Landing.



The rural landscape is part of Jefferson County's cultural heritage.

People explore and learn about life on the River.

Tell the story of human use of the River by developing a coordinated system of interpretive sites focused on past and present settlement, commerce, and industry.

Key Implementing Actions:

- Build on existing interpretive sites and destinations, such as the Belle of Louisville, Falls of the Ohio State Park, Portland Museum, and Riverside, the Farnsley-Moremen Landing, to create a package of attractions which explore the community's cultural heritage.
- Develop new interpretive sites which contribute to the themes of River history, commerce, and industry, such as visitors' facilities at the McAlpine Locks, a LG&E Hydroelectric plant, MSD and Louisville Water Company properties, and the "Point" at Thurston Park.
- Develop a map and itinerary for the River Corridor's heritage attractions.



Interpretive facilities at the McAlpine Locks.



The Belle of Louisville.



Guidelines are needed for River Corridor signage and furnishings.

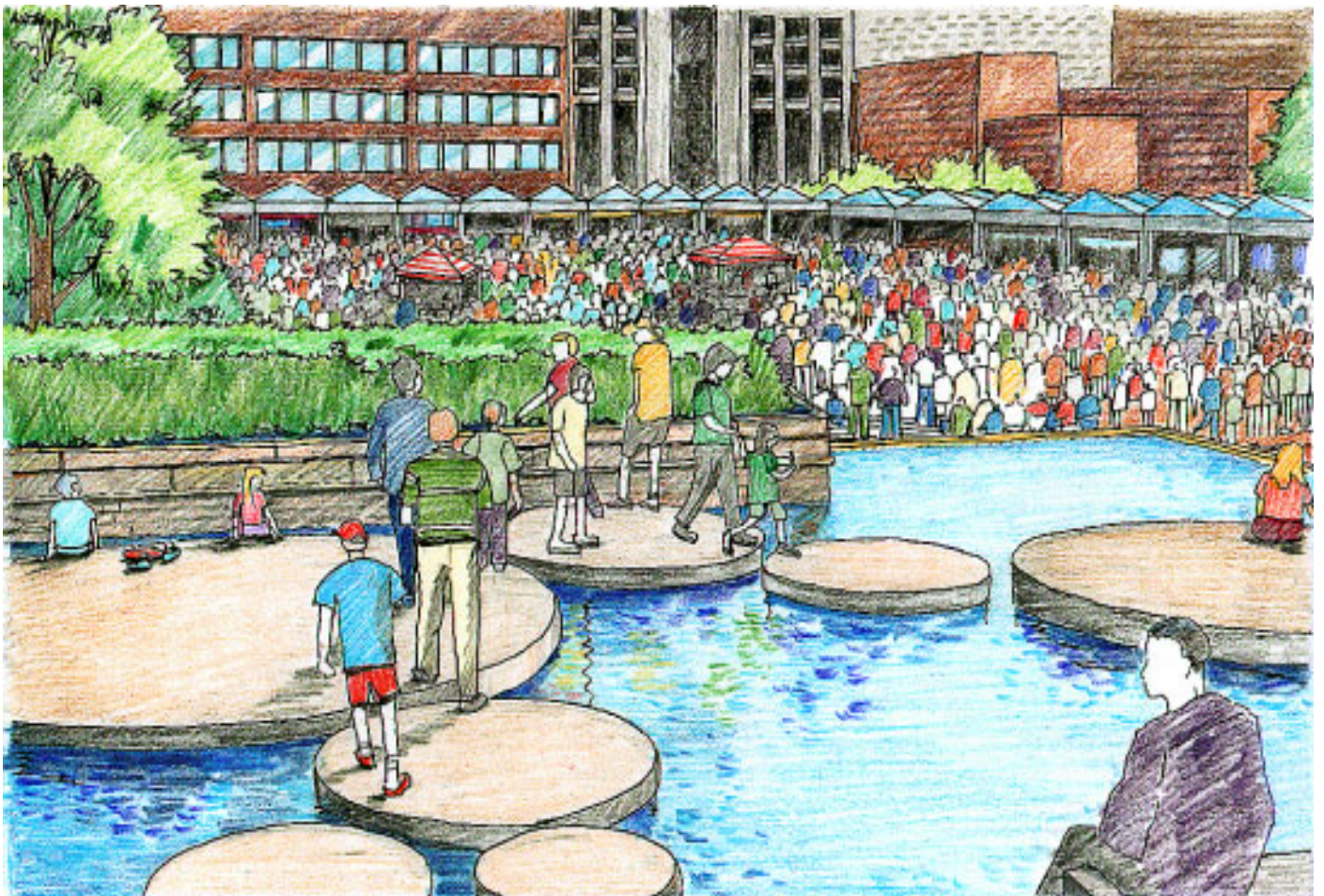
The community's identity is reflected in the public landscape.

Adopt a unified design approach to establish a coherent identity for the streetscapes, parks, plazas, and other public places of the Ohio River Corridor.

Key Implementing Actions:

- Develop guidelines for the treatment of elements such as furnishings, signage, planting, paving, etc. in the design of parks, plazas, streetscapes, and other public places within the Ohio River Corridor.
- Encourage expression of the local natural and cultural heritage of project sites through means such as interpretive displays, preservation/restoration of indigenous vegetation, and works of art.

3. The Place Today



3. The Place Today: Existing Conditions and Trends

From its beginnings in the late eighteenth century, Louisville's development has been linked to the Ohio River. The City was established because of the presence of the Falls of the Ohio, the only major impediment to navigation in the entire 1,000 miles from Pittsburgh to Cairo. Louisville's early development was largely shaped by the River and Falls, which required the overland transshipment of cargo and also provided an ideal location for a harbor upstream of the rapids. The completion of the Louisville and Portland Canal in 1830 solidified Louisville's importance as a center of commerce on the Ohio River. Although the importance of the River to the local economy and the life of residents has diminished in the twentieth century, it remains Louisville and Jefferson County's most unique resource.



Falls of the Ohio.

The 37-mile Ohio River Corridor consists of the River's edge and adjacent land in Louisville and Jefferson County. The Corridor contains a diversity of natural and cultural resources in varied settings ranging from rural parts of southwest and northeast Jefferson County to the downtown and traditional neighborhoods of Louisville. The purpose of this chapter is to summarize the key existing conditions, trends, and issues within the Ohio River Corridor that will affect the ability of the residents of Louisville and Jefferson County to achieve the vision for the year 2020. The discussion is structured around the theme of **connections** and the five elements of the vision statement presented in Chapter 2:

- Connections to the River.
- Connections among people.
- Connections to nature.
- Connections to home and work.
- Connections to the past, present, and future.

A more in-depth evaluation of existing conditions, trends, and issues within the

Ohio River Corridor is provided in the various technical memorandums and other background reports prepared as part of the master planning process. These reports include:

Demographics, Housing, and Residential Land Use Issues Technical Memo, prepared by Wallace, Floyd, Associates Inc.

Economic Development Technical Memo, prepared by Cambridge Systematics, Inc. in association with Wallace, Floyd, Associates Inc.

Environmental Resources Analysis Technical Memo, prepared by Law Environmental, Inc. in association with Wallace, Floyd, Associates Inc.

Historical & Cultural Resources Analysis, prepared by Carolyn Brooks.

Mobility Technical Memo, prepared by Cambridge Systematics, Inc. in association with Wallace, Floyd, Associates Inc.

Ohio River Corridor Master Plan: Basis for Change, prepared by Wallace, Floyd Associates, Inc.

Ohio River Corridor Master Plan: Basis for Planning, prepared by Wallace, Floyd Associates, Inc.

Technical Memorandum: Open Space and Recreation Analysis, prepared by Carol R. Johnson, Associates, Inc.

Technical Memorandum: Visual Landscape Analysis, prepared by Carol R. Johnson, Associates, Inc.

Topography and Flooding Technical Memo, prepared by Wallace, Floyd, Associates Inc.

Much of the following information is drawn from these technical memoranda and reports.

Connections to the River

As Louisville and Jefferson County have grown, the Ohio River has gradually lost its importance as the focus of economic and community life. Trends such as the increasing privatization of the riverfront, industrial growth within the Corridor, the construction of highways, levees, and floodwalls, and extensive inland development have contributed to separating the people of Louisville and Jefferson County from the River. In many interviews and public meetings held as part of the master planning process, the overwhelming issue, expressed over and over again by people in all parts of the Corridor, is the desire for more access to and along the River.

A primary goal of the Master Plan is to **reconnect** people to the Ohio River, by opening up more of the riverfront for public access, creating a continuous Ohio River Corridor Trail, and establishing linkages between adjacent neighborhoods and the River.

Key issues and opportunities include:

- Significant portions of the riverfront are publicly owned, particularly in the central part of the corridor where the RiverWalk and parks such as Shawnee and Chickasaw are available to the public. However, the great majority of riverfront land is neither publicly owned nor accessible, particularly in the northeastern part of the Corridor. An extensive stretch of Community Improvement District (CID) land along the riverfront in southwestern Jefferson County is publicly owned and could be opened up for public access. Similarly, land owned by the Louisville Water Company adjacent to Hays Kennedy Park in north eastern Jefferson County offers the potential for public access to the riverfront.
- The levee/floodwall that extends throughout most of the southwestern and central parts of the Corridor is a physical and visual barrier between adjacent neighborhoods and the Ohio River. I-64 and I-71 in Louisville also physically separate adjacent areas of the City from the River. In many locations, such as along parts of Upper River Road and in Shawnee and Chickasaw Parks, dense riverbank vegetation prevents people from reaching or even seeing the River.
- Completion of the third phase of RiverWalk, currently under construction, will provide a continuous riverfront trail from Chickasaw Park to downtown. Other segments of a multi-use Ohio River Corridor Trail, such as an Upper River Road bikeway and access east from RiverWalk through Waterfront Park, are in various stages of planning. In the southwestern part of the Corridor, the top of the levee provides a relatively easy route for a trail from Watson Lane to Greenwood Road. Residential and industrial development along portions of the riverfront suggest the possibility of cooperative access agreements with landowners or the need for an inland trail alignment to address safety, security, and private property issues.
- There is currently a lack of pedestrian/bicycle connections between adjacent residential neighborhoods and the Ohio River. However, a number of streets that run from inland locations towards the River and



Top of the levee has potential for public access.

stream corridors such as Beargrass, Harrods, and Goose Creeks provide opportunities to reconnect neighborhoods to the River.

- Access points to the River for boating and other water recreation activities are relatively limited. Public boat ramps are located at Cox Park in the Upper Pool and Riverview Park in the Lower Pool. In addition, a public boat ramp is planned as part of the development of Waterfront Park. Private marinas and boat ramps exist only in the Upper Pool. The relative lack of boating facilities in the Lower Pool is at least in part attributable to the greater fluctuations in water level that occur below the McAlpine Locks and Dam. Nevertheless, opportunities exist to develop additional facilities for boating, fishing, and other River-related recreational activities on currently undeveloped public lands or by acquiring riverfront land in private ownership.

“...if you want the city to have broad and tranquil meadow spaces with shadows of great spreading trees slanting across them and areas of turf for lawn games, that would be the park by the Ohio.”

Frederick Law Olmsted

Connections Among People



Historic use of Shawnee Park as a gathering place on the river.

The Master Plan envisions the Ohio River as Louisville and Jefferson County’s major public domain, where residents and visitors come together for formal and informal recreation and community events. This idea harkens back to the historic function of Shawnee Park, planned by the firm of Frederick Law Olmsted to take advantage of its extensive river frontage. Shawnee Park’s design was structured around a “Great Lawn” or public gathering place with expansive views of the River.

Contemporary public spaces along the riverfront, such as the Riverfront Belvedere and the Louisville Water Tower, provide venues for special events and festivals. Community activities along the riverfront will be further enhanced

by completion of the Waterfront Park, with its urban plaza and a second “Great Lawn,” and the planned relocation of athletic fields at Shawnee Park and restoration of the original lawn area with views of the River. The completed portion of the RiverWalk is heavily used for informal community recreation.

Major issues related to the idea of the Ohio Riverfront as Louisville and Jefferson County's principal public domain include:

- Expanded access to and along the River in the form of neighborhood connections and a continuous River Corridor Trail will increase the number of persons who go to the River, fostering a sense of ownership and formal and informal contacts among people.
- Most existing public open spaces along the River, such as Riverside, the Farnsley-Moremen Landing, Chickasaw Park, Shawnee Park, the Riverfront Belvedere, and Hays Kennedy Park, could benefit from expanded event programming or improvements to enhance their attractiveness as community gathering places. For example, docking facilities for riverboats are being planned for the Farnsley-Moremen Landing. Both Chickasaw and Shawnee Parks currently lack physical and visual access to the River. Retail concessions could be considered at the Riverfront Belvedere to make it a greater center of activity. The recently acquired Garvin Brown Park (formerly referred to as Sutherland) provides passive recreational access to the Ohio River next to Hays Kennedy Park. This park would, however, benefit from riverfront access developed for more active uses such as boating, although this may not be possible due to the adjacent private beach community.
- Certain areas of the Ohio River Corridor, particularly in southwestern Jefferson County, were identified by the *Parks and Open Space Master Plan* prepared as part of the Cornerstone 2020 planning effort as being deficient in local recreational facilities.
- Private river-oriented businesses open to the general public, such as water front restaurants and boating facilities, can function as gathering places and focuses of community activity. Several examples of successful restaurants within the River Corridor already exist. In the southwestern part of the Corridor, a connection could be established between the popular Mike Linnig's Restaurant and adjacent undeveloped Community Improvement District (CID) lands along the



Mike Linnig's Restaurant is located next to the levee.

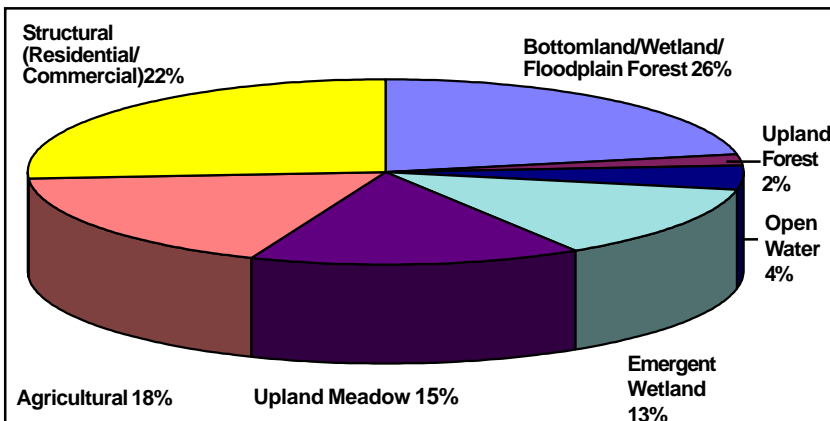
riverfront. In other cases, private concessions on public riverfront lands could be considered to expand opportunities for people to enjoy the River, while generating revenues to help offset the cost of providing public access. For example, private concessions are currently being considered in the area around Shawnee and Chickasaw Parks.

Connections to Nature

The Ohio River Corridor contains a rich natural environment, structured around the flow of water through the River, its tributary streams, and their watersheds. Resources such as wetlands, vegetative communities, floodplain areas, meadows, and stream corridors provide multiple benefits, including flood control, potable water supply, attenuation of pollution, habitat for wildlife and rare plant and animal species, and aesthetic and recreational amenities. The special character of the Ohio River Corridor is

largely defined by its water and land resources, which provide an essential barometer of the health of the community.

The natural environment of the Ohio River Corridor has been greatly affected by human activities, including flood control, agriculture, marinas and other boating facilities, and residential, commercial, and industrial development. Nevertheless, significant areas of natural habitat remain, particularly in the southwestern and northeastern parts of the Corridor.



Habitat Types in the Ohio River Corridor.

Approximately 45 percent of the Corridor’s study area is comprised of natural habitat types, including bottomland/wetland/floodplain forest, emergent wetland, upland meadow, open water, and upland forest. An additional 18 percent consists of agricultural land and 15 percent of upland meadow (fallow farm fields or lawn areas). Only 22 percent of the Corridor is developed for residential, commercial, and industrial uses.¹

The Master Plan seeks to conserve the Ohio River Corridor’s land and water resources, maintain and improve the health of its ecological systems, and promote sustainable relationships between people and their environment. Key issues pertaining to the Corridor’s natural resources include:

- Past development practices have not always respected the Corridor’s

natural resources, as evidenced by such examples as inappropriate construction within floodplain or even floodway areas, alteration of wetlands, and removal of natural vegetation along the River and its tributary streams. Much of the undeveloped land remaining within the Corridor is constrained by environmental conditions such as the presence of floodplain or sensitive habitats. Nevertheless, significant opportunities exist for new forms of development that accommodate residential, commercial, and industrial growth while conserving natural resources. Because of the limitations of the current Development Code, new regulatory processes and guidelines are needed to provide Louisville/Jefferson County and private developers with the tools needed to accomplish environmentally sensitive development.

- The water quality of the Ohio River and its tributary streams has been adversely affected by point and non-point sources of pollution such as urban runoff, package treatment plants and on-site septic systems, industrial discharges, and runoff from agriculture, golf courses, and residential lawns. A 1994 report found that Harrods Creek, Goose Creek, Beargrass Creek, Mill Creek, and Pond Creek do not meet water quality criteria for human contact recreation and the ability to support warm water aquatic habitat.² Particularly in the less urbanized watersheds (Harrods, Pond, Goose, and Mill Creeks), measures such as replacement of malfunctioning package sewage treatment plants and septic tanks, maintenance or restoration of buffers of natural vegetation, and streambank stabilization can help to improve water quality.
- The alluvial aquifer associated with the Ohio River is an important potential source of public drinking water supply. The Louisville Water Company is exploring the use of infiltration wells in the northeast part of the Corridor to provide potable water (see page 31). In addition, several industries in southwestern Jefferson County rely on water extracted by wells from the underlying aquifer. These existing and potential uses illustrate the need to protect the aquifer from contamination.
- The 100-year floodplain, the area with the statistical probability of flooding on an average of once every 100 years, has been defined for the Ohio River and tributaries such as the Salt River, Pond Creek, Mill Creek, Beargrass Creek, Harrods Creek, and Goose Creek. Throughout most of the southwestern and central parts of the Corridor, the 100-year floodplain has been confined to relatively narrow bands along the River through the construction of floodwalls or levees. In the

southwestern part of the Corridor in the vicinity of the Salt River and Pond Creek, and especially in the portion of the Corridor above the I-65 bridge, the 100-year floodplain extends for a significant distance inland.

- Over the years, much residential development has occurred within the 100-year floodplain or even the 100-year floodway (the area inundated by fast-moving water) of the Ohio River. While beach communities in the southwest and northeast are part of the Corridor's heritage, they are subject to damage during extreme flood events. There are other, more recent examples of residential construction within the



Cottage in the 100-year floodplain.

100-year floodway. The Metropolitan Sewer District (MSD) is currently working to strengthen the existing regulations applicable to development within the floodway and floodplain of both the River and tributary streams.



Bank erosion at Riverview Park.

- Many reaches of the River are subject to forces that over time are cutting away the bank. In places where this erosion presents an imminent threat to public and private property there is a pressing need to address bank stabilization. However, the cost of such work can be prohibitive. For example, in the spring of 1996 a portion of bank roughly 300 feet long alongside the Shawnee Golf Course began slumping into the River. Stabilization of this reach has been authorized, with the work scheduled for completion in

September 1996. The cost of the work is close to \$1,000 per linear foot. Depending on the specific circumstances, monies may be available from the federal government to assist in stabilization works. However, an ongoing financial and planning commitment will also be required from local government.

- Existing preserves, such as Caperton Swamp Nature Preserve and the

recently acquired Garvin Brown Park (formerly referred to as Sutherland Preserve) in the northeast, and other publicly owned land containing natural habitat, such as the Community Improvement District (CID) lands in the southwest, provide opportunities for people to experience and learn about the natural heritage of Louisville and Jefferson County. However, trails and interpretive facilities need to be developed carefully and public uses within the Corridor managed to minimize potential harm to natural resources. For example, development of riverfront access points and clearing of vegetation to enhance views of the River need to be carefully managed to minimize riverbank erosion. In some cases, public access may need to be limited to protect particularly sensitive or valuable resources.

- Although a general inventory of habitat types and threatened and endangered plant and animal species within the Ohio River Corridor has been completed, site-specific information concerning wetlands and other critical resources is lacking. A detailed evaluation of natural habitats and resources within the Corridor would help to establish priorities for land acquisition and other protection efforts as well as informing the development planning and review process.
- The native vegetation found within the Ohio River Corridor, particularly on the islands and in undeveloped floodplain areas, provides some of the most important habitat in the County. The River Corridor has the highest concentration of documented occurrences of rare, threatened, and endangered species in Jefferson County. Native vegetation provides many other benefits such as erosion control, water quality protection, and educational opportunities. Conservation and restoration of native vegetation will enhance the Corridor's environmental value. Native vegetation areas need to be actively managed to control exotic invasive species such as Johnson grass and honeysuckle.

Connections to Home and Work

With the exception of undeveloped land, residential neighborhoods and industrial employment areas are the major land uses within the Ohio River Corridor. The Corridor's diverse neighborhoods range from traditional urban neighborhoods in Louisville, such as Portland and Shawnee, to suburban style subdivisions in the south-

west and larger estates in the northeast. Employment areas include the industrial areas of Rubbertown and Upper River Road west of Zorn Avenue, the warehouse district west of the downtown, and the Riverport planned industrial park. The Kosmos Cement Plant is a major employer in southwestern Jefferson County.

Population and employment trends for the Ohio River Corridor study area were projected as part of the evaluation of existing conditions within the Ohio River Corridor.³ Significant trends predicted by this analysis include:

- Overall population within the Ohio River Corridor study area is projected to decline by six percent from 1995 to 2020, from 58,747 to 54,801. During the same period, the population of Louisville and Jefferson County is projected to increase from 675,567 to 732,045.
- Counterbalancing anticipated population declines in the remainder of the Corridor, the population of the northeastern part of the study area (above Mockingbird Valley Road) is projected to rise by 34 percent between 1995 and 2020, from 9,996 to 13,403. During this period, the northeast's share of the Corridor's population is projected to increase from 17 to 24 percent.
- Reflecting decreasing household sizes, the number of housing units in the Ohio River Corridor is projected to rise by two percent between 1995 and 2020 (from 23,281 to 23,734), despite the overall decline in population. The most dramatic growth is predicted for the northeast, where the number of units is expected to increase by 46 percent (from 4,071 to 5,930).
- In 1995, the leading employment sectors in the Corridor were services (24.8 percent of total employment), manufacturing (22.6 percent of total employment), retail (14.9 percent), and wholesale trade (9.8 percent). In 2020, the leading employment sectors are projected to be services (33.0 percent of total employment), retail (15.8 percent), manufacturing (14.6 percent), and wholesale trade (10.6 percent). During this period, manufacturing employment in the Corridor is projected to decrease by 30.6 percent or 1,117 jobs.

It should be noted that these projections do not necessarily provide an accurate picture of future housing and economic conditions within the Corridor. For example, there is anecdotal evidence of rising demand for housing in the southwest despite flat growth projections. Given the vitality of existing industries in Rubbertown, this industrial area is likely to remain a major economic center for the foreseeable future, even

if there is an overall decline in manufacturing jobs. (The projected decline appears to reflect current trends in the workplace, such as “downsizing” and automation, rather than a major loss of manufacturing capacity.) Particularly in Louisville and southwestern Jefferson County, the Ohio River Corridor has traditionally been characterized by a balance between residential and employment areas, with many persons living reasonably close to their workplaces. The Master Plan seeks to maintain this jobs/housing balance while strengthening neighborhoods and providing a variety of opportunities for employment and investment. Major issues include:



Portland - A traditional neighborhood.

- One of the Ohio River Corridor’s strongest assets is its diverse residential neighborhoods. Public policy should reinforce existing neighborhoods by investing in needed local infrastructure and community facilities and implementing land use and regulatory strategies that protect their character and integrity. Examples of such strategies include allowing appropriate local-serving uses such as neighborhood retail, establishing guidelines to encourage new development that is compatible with the local neighborhood context, and requiring buffers from adjacent residential areas for incompatible uses. Development of connections to a continuous River Corridor Trail and public spaces along the River’s edge is an example of public investment that will help to strengthen adjacent neighborhoods.
- The demographic and land use projections for the year 2020 indicate a need to shape residential growth to create coherent new neighborhoods while preserving the Corridor’s important environmental resources. If the density and pattern of new development projected for northeastern Jefferson County occurs as permitted by the current R-4 zoning, major impacts to natural and visual resources as well as the capacity of Upper River Road and other major roadways will result. Similar impacts could also occur in undeveloped areas in the southwest, although the growth projections are much lower in this part of the Corridor.
- Riverport is a 1,600-acre planned industrial park in the southwestern part of Jefferson County that benefits from first-class rail, truck, and river transportation facilities, extensive utility infrastructure, and a high quality labor force living in nearby suburban neighborhoods. Riverport officials estimate that some 60 percent of persons employed at the park live in residential areas between Dixie Highway and the Ohio

River. Approximately 50 companies have located in the first phase of Riverport’s development. Riverport Phase 2, comprised of approximately 450 developable acres, is expected to be built out in about 5 years at the current absorption rate. Because of Riverport’s importance as an economic resource both for the Ohio River Corridor and Jefferson County as a whole, its full development should be strongly supported. Where compatible with safety and security issues, opportunities to integrate public access to the River with existing and future development should be explored with private businesses.

- Rubbertown is an older industrial area north of Riverport whose development dates back to the World War II era. Like Riverport, Rubbertown is a vital part of the economy of the Ohio River Corridor and Jefferson County as a whole, supporting manufacturing companies such as B.F. Goodrich, Carbide and Graphite, Dupont, and Rohm and Haas. Rubbertown’s unplanned development pattern, which evolved largely to take advantage of the river for transportation, as a supply of water for industrial processes, or to dispose of wastes, has resulted in issues of compatibility with adjacent residential areas such as Lake Dreamland and Riverside Gardens. Another issue is the potential need for cleanup of contaminated materials before redevelopment of older industrial sites can proceed.

Although safety and security issues associated with older industrial uses make continuous access to the riverfront difficult, opportunities do exist

to cooperate with private businesses to integrate public uses into the existing pattern of development in Rubbertown. For example, representatives of Louisville Gas and Electric (LG&E) have indicated a willingness to consider controlled public access to company property and facilities for recreational and interpretive purposes.

- A third major industrial zone within the Ohio River Corridor is the area southwest of Zorn Avenue on Upper River Road. This area is

occupied by several river dependent industrial facilities that benefit from the stable water levels of the Upper Pool, although a non-river related business park is being developed on the site of the River Road Termi-



River dependent industry.

nal. To the extent possible, the Upper River Road industrial area should be maintained for river-dependent industrial uses because of the relative lack of riverfront land for this purpose. As with Riverport and Rubbertown, opportunities should be sought to integrate public access along the River or parallel to Upper River Road with industrial use.

- The road system is the primary mode of access within the Ohio River Corridor, providing linkages between neighborhoods and employment areas. The major improvement project planned for the southwestern part of the Corridor is the extension of the Greenbelt Highway from Greenbelt Road to the Gene Snyder Freeway, which will improve access from both Rubbertown and Riverport to the regional highway system. Alternatives for a new crossing of the Ohio River, either near downtown Louisville or in the northeastern part of the Corridor, are currently being evaluated by a Major Investment Study.

An important mobility issue is Upper River Road, which provides a major commuting route between northeastern Jefferson County and downtown Louisville. This rural, two-lane roadway is experiencing increased congestion, a condition that is expected to worsen in the future due to new development expected in Jefferson and Oldham Counties. However, widening of the roadway would drastically alter the character of this designated scenic byway. Because of the high value placed on the existing character of Upper River Road by the community, its scenic quality should be maintained and improvements limited to actions such as enhancing pedestrian/bicycle access and addressing specific problems such as the bottleneck formed by the existing bridge over Harrods Creek.

West of Zorn Avenue, River Road will be relocated to accommodate Waterfront Park and the future Falls Harbor development. This realignment project provides an opportunity to improve vehicular flow, address problems related to the mixing of truck and automobile traffic, provide for bicycle and pedestrian circulation, and improve the visual character of this roadway as a landscaped boulevard and entryway to the downtown.

- The provision of public services, especially water and sewer, is an important determinant of the pattern of development. In the Ohio River Corridor, water or sewer service is or will soon be widely available (except in the area south of Valley Village, which lacks public sewer).

An important issue related to public utilities in the Ohio River Corridor is the use of the Ohio River as a source of the community's drinking water supply. The Louisville Water Company (LWC) is currently evaluating the feasibility of a series of infiltration wells in the northeast part of the Corridor from Zorn Avenue to LWC property next to Hays Kennedy Park. These wells would replace direct intake from the River with water that has been naturally filtered through the soil. If this plan is implemented, a well-head protection plan will be needed to guard against groundwater contamination in the vicinity of the wells.

Connections to the Past, Present, and Future

The Ohio River Corridor has a rich human history, dating back to the Native Americans who used the site of present day Louisville as a river crossing and hunting and fishing grounds. As previously noted, European settlement of the area in the late eighteenth century was linked to the presence of the Falls of the Ohio. The Corridor's historic resources include over 460 surveyed buildings and districts of significance, many of which are listed on the National Register of Historic Places. Current reminders of the Corridor's history include houses such as Farnsley-Moremey and Aydelott, landmarks such as the Belle of Louisville and Louisville Water Tower, and rural landscapes in northeastern and southwestern Jefferson County. Present day uses such as the McAlpine Locks and Dam and the LG&E hydroelectric plants continue the Ohio's heritage as a working river and provide a living link to historic commerce and industry.

Like its natural resources, the Corridor's cultural resources help to define its special character and also provide opportunities for present and future residents and visitors to learn about the community's past. Key issues pertaining to the preservation and interpretation of cultural resources and landscapes include:

- While much has been done to document the River Corridor's historic resources, additional work needs to be completed. For example, both the Portland and Shawnee neighborhoods contain extensive collections of historic buildings that have not been systematically surveyed. Properties historically associated with African Americans in Jefferson County have not been thoroughly inventoried, and very few are listed on the National Register. In addition, archaeological resources within the Corridor are not well documented. The area of Portland on the River side of the floodwall between the Kentucky and Indiana Terminal Railroad Bridge and Shawnee

Golf Course, including the former Portland Wharf, has been identified as an especially important archaeological site.

- Existing attractions such as the Belle of Louisville, Falls of the Ohio State Park, Portland Museum, and Riverside, the Farnsley-Moremen Landing interpret Louisville and Jefferson County's past for residents and visitors. Potential interpretive sites such as the Portland Wharf, McAlpine Locks and Dam (proposed for a new visitor center), and one or more LG&E hydroelectric plants provide additional opportunities to tell the story of human use of the River. A formal network of sites with coordinated ticketing and promotion (e.g., a tour map, other shared informational materials, and a central information center) would help to maximize the cultural and economic value of existing and potential heritage attractions, as would a unified, Corridor-wide system of signage and other design elements. Heritage attractions in neighboring counties and across the River, such as the City of West Point and the Fort Duffield Civil War Site in Hardin County, could be included in this network.
- Many of the Corridor's cultural resources are in danger of being lost. Of 25 historic houses identified in southwestern Jefferson County as of 1977, 13 had disappeared by 1994. Threatened resources range from historically significant buildings in need of repair, such as the Aydelott House in the southwestern part of the Corridor and Portland Marine Hospital, to the Corridor's traditional agricultural landscapes, currently represented by isolated areas in the southwest and northeast. Although traditional residential areas in the City such as Portland and Shawnee are largely intact, current regulations do not encourage redevelopment that is sensitive to the historic context of these neighborhoods.
- Much of the special character of the Ohio River Corridor derives from the diverse visual quality of landscapes such as the fields and woods of northeastern Jefferson County, the Olmsted-designed parks and parkways, and the traditional neighborhoods of the West



*Historic house in West Point,
Hardin County.*



*Pastoral landscape on
Upper River Road.*

End. As part of the analysis of existing conditions for the Ohio River Corridor Master Plan, 34 “visual domains” were identified and evaluated for their contribution to the scenic value of the Corridor landscape.⁴ Visual domains are defined as discrete physical areas that are for the most part visually consistent and perceptibly different from neighboring precincts. The



Louisville Waterfront.

evaluation concluded that 13 of the domains offer a high degree of visual value warranting protection and preservation and some measures enhancing overall experience. These domains are concentrated in the northeastern and southwestern parts of the Corridor, with examples including the Upper and Lower River Basins (River’s edge and the Ohio River), Upper River Road, Louisville Water Tower, Farnsley-Moremen, and Salt Creek.

An additional 10 domains were found to offer high visual value but to be in need of some changes or improvements to enhance their scenic character. Examples include the Louisville Waterfront, Portland Neighborhood, and Hays Kennedy Park.

Because most people experience the Ohio River Corridor from the automobile, scenic roadways, such as Upper River Road, Lower River Road, and part of Dixie Highway, are especially valuable visual resources for which measures should be considered to protect and enhance views of the River or adjacent landscapes.

¹ Law Environmental, Inc., in association with Wallace, Floyd, Associates, Inc., Environmental Resources Analysis Technical Memo

² Kentucky Natural Resources and Environmental Protection Cabinet - Division of Water, Kentucky Report to Congress on Water Quality, 1994

³ Wallace, Floyd, Associates Inc., Demographics, Housing, and Residential Land Use Issues Technical Memo; Cambridge Systematics, Inc. in association with Wallace, Floyd, Associates Inc., Economic Development Technical Memo

⁴ Carol R. Johnson, Associates, Inc., Technical Memorandum: Visual Landscape Analysis

4. The Plan



4. The Plan

Chapter 1 of the Master Plan presents, in simple and direct terms, a collective vision of the Ohio River Corridor’s future as defined through months of collaborative effort by the community. Chapter 2 elaborates upon the Plan Vision in a series of Key Concepts accompanied by implementing actions. Chapter 3 describes the existing conditions and trends in the River Corridor. This chapter describes the physical (geographic) plan and specific actions recommended to implement the vision and key concepts. The three sections of this chapter present:

1. An underlying design concept.
2. An overview of the major features of the plan, including the “Form District” and “Special District” approaches to designating land uses within the River Corridor.
3. The specific actions recommended for each of three geographic subareas defined for the Ohio River Corridor study area (South west, Central, and Northeast).

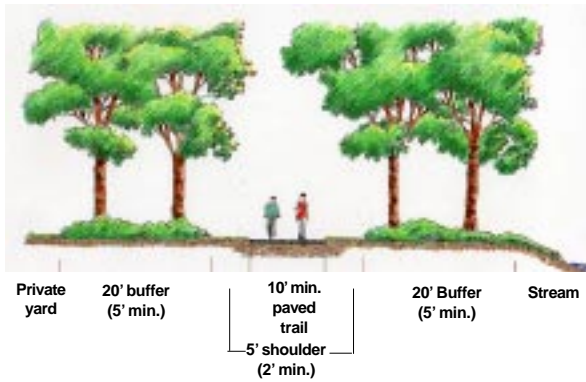
The plan is graphically presented in three sub-area maps that apply the design concept to the Ohio River Corridor and identify the locations of the recommended actions.

Design Concept

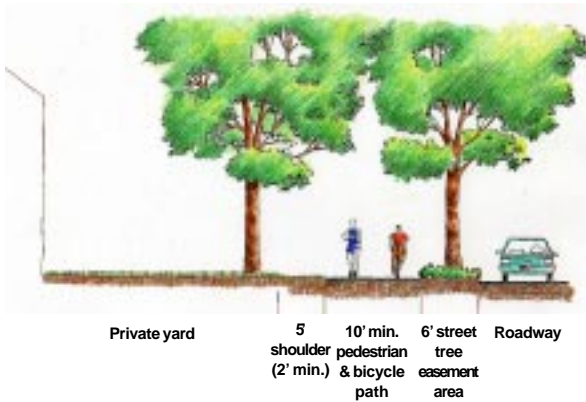
The design concept for the Ohio River Corridor contains four fundamental elements: the River’s edge, community connections, activity centers, and an environmental framework (Figure 1).

The **River’s edge** is the Plan’s unifying element that embodies the idea of the Ohio River as the place where the community comes together. The primary expression of the River’s edge is the Ohio River Corridor Trail, which will provide a continuous pedestrian and bicycle path linking neighborhoods, public parks, and open spaces and allowing people to enjoy the beauty of the River and its banks. Portions of the trail, especially in the northeast and southwest parts of the County, may also accommodate

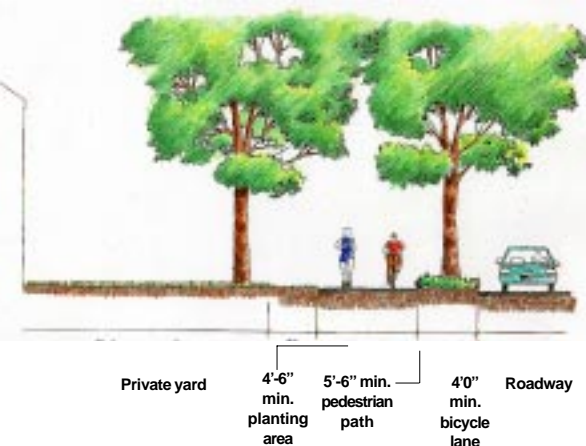
Typical Greenway Connection



Street Connection with Shared Pedestrian/Bicycle Path



Street Connection with Bicycle Lane



equestrian use.

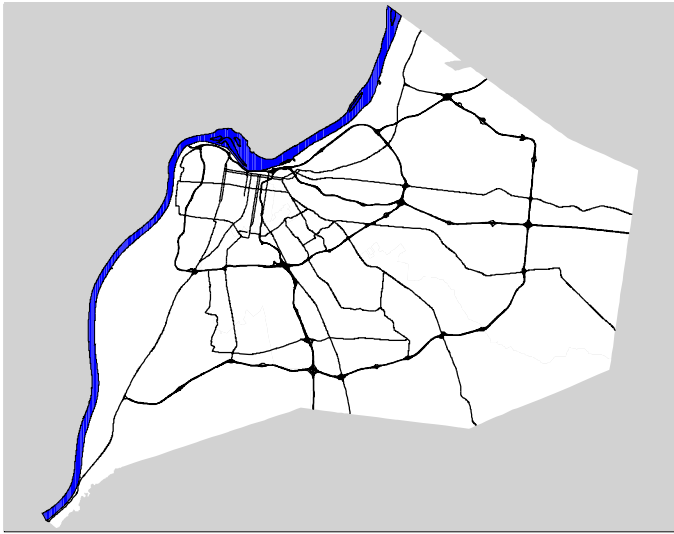
Community connections are pedestrian/bicycle linkages that bring people from the neighborhoods to the River’s edge. Two types of connections are proposed, greenway connections and street connections. Greenway connections are linear open spaces containing multi-use trails, usually located along streams. Street connections are public thoroughfares with special provisions to accommodate pedestrian and bicycle traffic and with signage and landscaping designating their function as linkages to the Ohio River. Where possible, street connections should be designed with a paved, multi-use trail parallel to the roadway or with a designated bike lane and sidewalk for pedestrians.

Activity centers are concentrations of public facilities, such as parks and plazas, and appropriate private commercial businesses, such as restaurants and marinas, that serve as community gathering places along the River’s edge.

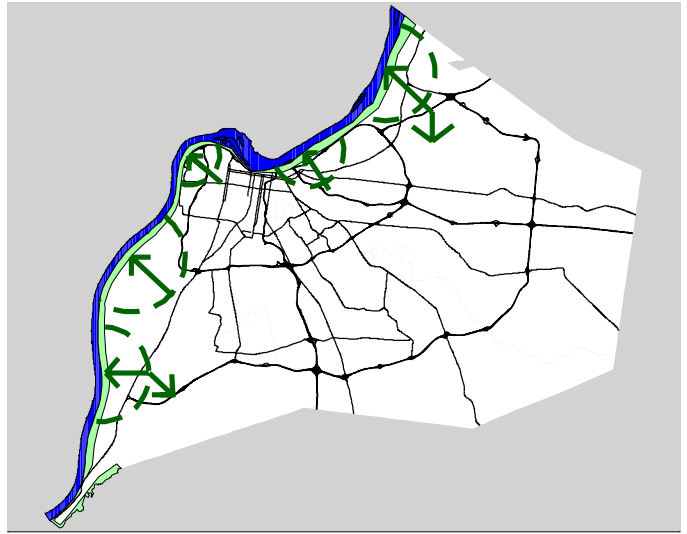
The **environmental framework** is the network of natural, cultural, and scenic resources that define the special character of Ohio River Corridor. These include the 100-year floodplain of the Ohio River and its tributary creeks, other significant environmental resources such as wetlands and special habitat areas, public parks and open spaces, and scenic roads and landscapes.

Plan Overview

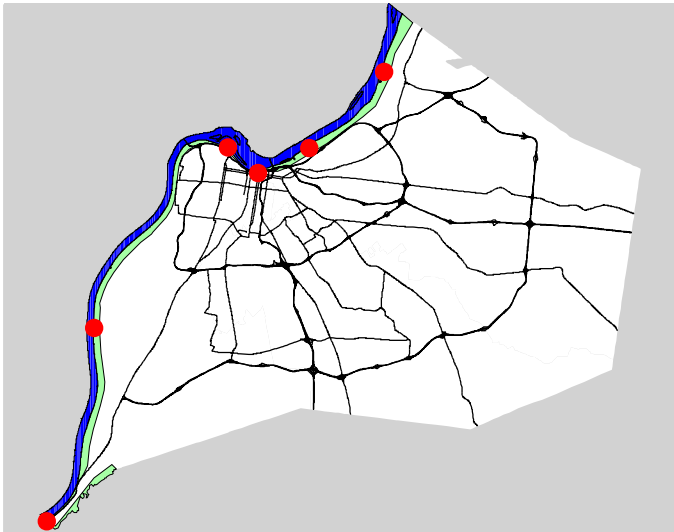
The physical plan for the Ohio River Corridor study area is depicted by three maps illustrating proposed districts, connections, and actions for the Southwest, Central, and Northeast sub-areas (Figures 2 to 4 at the back of this chapter). The districts correspond to the form districts defined by the Cornerstone 2020 Comprehensive Plan (see “Land Use in the Ohio River Corridor” below). The plan is structured around the four elements of the design concept:



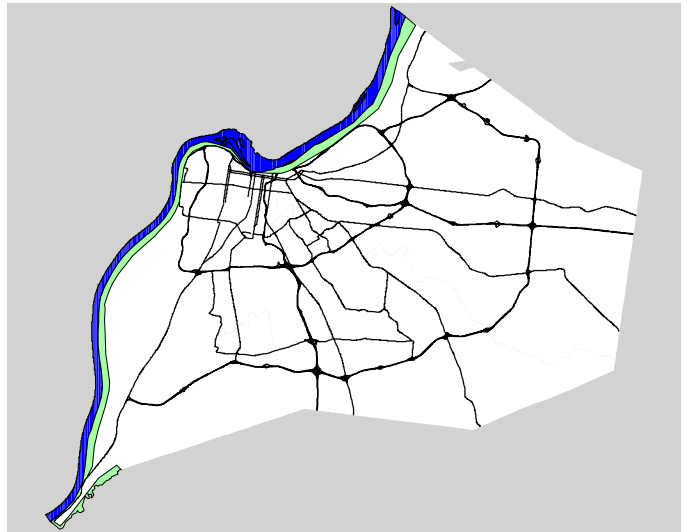
River's edge



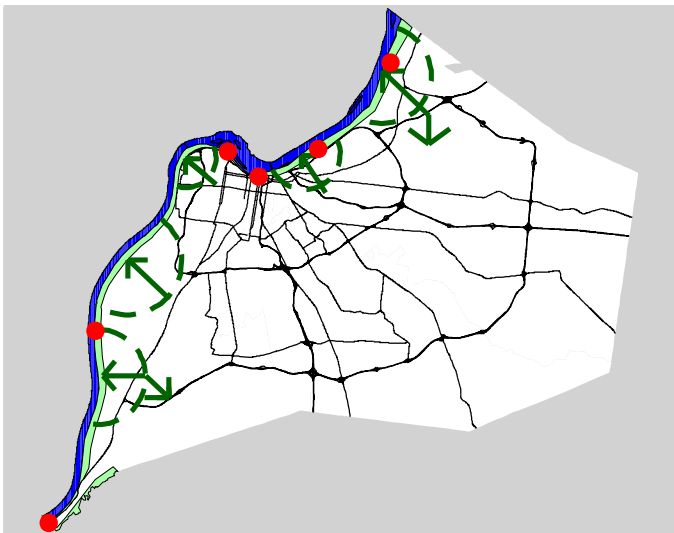
Community Connections



Activity Centers



Environmental Framework



Design Concept

FIGURE 1: DESIGN CONCEPT

- The multi-use Ohio River Corridor Trail extends along the **River's edge** from Oldham County to the Hardin County line. This trail has been divided into seven segments for planning purposes. The trail will incorporate the Louisville RiverWalk (including the section presently under construction), the Upper River Road trail (currently in planning), and new segments required for a continuous 37-mile connection from Oldham County to the Hardin County line. Physical and land use barriers or safety concerns may prevent a riverfront alignment in some locations (e.g., Rubbertown and other industrial areas or places where homes front on the river.) However, the long-term goal as illustrated by the plan is to provide public access to as much of the River's edge as possible.
- **Community connections** (greenways and streets) are located along major stream corridors, key public roads, and in other suitable locations to provide pedestrian/bicycle linkages between inland neighborhoods and the Ohio River. The connections are sited at more or less regular intervals (roughly every two miles) in locations designed to maximize community access to the River. In addition to connections perpendicular to the River, greenways are proposed along Mill and Pond Creeks in the southwest subarea as part of the County's larger network of multi-objective stream corridor greenways.
- **Activity centers** are designated in the following eight locations within the Corridor:
 - Along Salt River in the extreme southwest corner of Jefferson County.
 - Along Lower River Road from Riverside, the Farnsley-Moremen Landing to Mike Linnig's Restaurant.
 - Shawnee and Chickasaw Parks.
 - Along the Louisville and Portland Canal adjacent to the Portland neighborhood.
 - The Riverfront Belvedere.
 - The new Waterfront Park.
 - The Louisville Water Tower and adjacent commercial development.
 - Along the south side of Harrods Creek at its confluence with the Ohio River.



Riverfront Belvedere activity center.

These centers are intended to accommodate a variety of public and private recreation and leisure activities, such as trail staging areas,

picnic areas, restaurants, and recreation-oriented concessions (e.g., bicycle or boat rentals). Where compatible with natural resource protection, certain types of development may be permitted in activity centers that otherwise would not be allowed in the underlying form district. The activity centers may also become the focus of earlier and more intensive public capital investment in recreational amenities and supporting infrastructure.



- The **environmental framework** is reflected in two physical components of the plan: the Special District and scenic byways or trails. As defined by the Cornerstone 2020 Comprehensive Plan, a Special District consists of natural and cultural resource areas deemed special by the community and thus in need of protection and sensitive development. Within the Ohio River

Corridor, the Special District is structured around the Ohio River, major stream corridors, and associated 100-year floodway and floodplain areas; significant public parks and open spaces; and landscapes of special scenic quality. Public roadways with significant visual resources, including Upper and Lower River Roads and part of Dixie Highway, are designated as scenic byways. The Ohio River Corridor Trail is designated as a scenic trail.

Because of the significance and sensitivity of the Ohio River Corridor's natural environment, effects on wetlands, wildlife habitat, and other resources should be a priority concern in siting facilities such as trails and commercial leisure operations. Establishment of a program requiring mitigation for unavoidable impacts to wetlands and possibly other sensitive resources within the Corridor could be one means of implementing this concept. Mitigation should be significantly underway prior to any wetland loss.

Land Use in the Ohio River Corridor

The Cornerstone 2020 Comprehensive Plan defines two types of planning districts: form districts and special districts. Form Districts allow land use decisions to be based on recognizable patterns of development. Special Districts recognize that certain areas with significant natural and/or cultural resources need additional protection to ensure that development is sensitive to those special resources.

The general locations of the proposed form districts and special planning areas that may be included in the Ohio River Special District are shown for illustrative purposes

on the three subarea maps. The purpose of applying the form district and special district approach is to establish a basis for future land use planning. Specifically, the form districts and special planning areas are designed to:

- encourage a compact regional pattern of development;
- identify and conserve Louisville and Jefferson County’s diverse patterns and distinct styles of development;
- conserve natural resource systems within a network of greenlands that shape the pattern of development;
- integrate and promote existing and new activity and employment centers within the pattern of development, capturing the County’s share of regional economic growth; and
- provide the degree of certainty in land use decisions that supports neighborhood preservation and protects business investments.

Table 1 presents an overview of form districts and special districts identified by the Cornerstone 2020 Comprehensive Plan and the predominant characteristics of each. In addition to the Special District, the following seven form districts are represented within the Ohio River Corridor:

- The **Downtown** is the high intensity, mixed use district at the heart of Louisville that serves as the economic and cultural center of the region. A portion of the downtown is located within the Ohio River Corridor study area.
- **Suburban Marketplace Corridors** are linear, automobile-oriented districts with predominantly commercial and office uses located along a major highway. Nodes are designated at strategic locations along each corridor. They provide a definitive beginning and end point for commercial development, and will become intermodal centers. The predominantly commercial portion of the Dixie Highway within the Ohio River Corridor is designated as a Suburban Marketplace Corridor Form District. Three nodes are designated along Dixie Highway at I-265, Blevins Gap and Watson Lane.
- **Traditional Workplaces** are older industrial and employment areas characterized by intense lot coverage, little or no building setbacks, on-street parking, and relatively little separation from adjacent non-industrial uses. Within the Ohio River Corridor, the “Warehouse District” west of Roy Wilkins Avenue and the Downtown is designated as a Traditional Workplace Form District.

Table 1

FORM DISTRICTS: MAJOR DISTINGUISHING CHARACTERISTICS			
District	Predominant Land Use	Predominant Community Design	Predominant Site Design
Downtown	<ul style="list-style-type: none"> Commercial Office Hospitality 	<ul style="list-style-type: none"> High accessibility High pedestrian use High transit use Low private open space 	<ul style="list-style-type: none"> High floor area ratio (FAR) No setbacks No on-site parking
Neighborhood	<ul style="list-style-type: none"> Low-medium density residential Commercial in neighborhood centers 	<ul style="list-style-type: none"> Moderate pedestrian and transit use High open space 	<ul style="list-style-type: none"> Low FAR Deep setbacks and building separation
Traditional Neighborhood	<ul style="list-style-type: none"> Medium to high density residential Commercial in small neighborhood centers 	<ul style="list-style-type: none"> Grid streets with alleys High pedestrian and transit use 	<ul style="list-style-type: none"> Low to moderate FAR Small or no setbacks Narrow lots On-street parking
Village	<ul style="list-style-type: none"> Low density residential overall, with medium density residential and commercial uses in village center 	<ul style="list-style-type: none"> Low pedestrian and transit use except in village center Very high open space at village edge 	<ul style="list-style-type: none"> Large lots Deep setbacks Low lot coverage
Town Center	<ul style="list-style-type: none"> Small-scale commercial Office Low & medium density residential 	<ul style="list-style-type: none"> Moderate accessibility Moderate pedestrian use High streetscape Moderate open space 	<ul style="list-style-type: none"> Low to moderate FAR Small setbacks On-site and some street parking
Regional Marketplace Center	<ul style="list-style-type: none"> Commercial Office Hospitality 	<ul style="list-style-type: none"> High accessibility Moderate pedestrian and transit use Low open space 	<ul style="list-style-type: none"> High FAR High on-site parking
Traditional Marketplace Corridor	<ul style="list-style-type: none"> Commercial Office 	<ul style="list-style-type: none"> High accessibility High pedestrian and transit use Low open space High streetscape 	<ul style="list-style-type: none"> Moderate FAR Small to minimal setbacks On-site and street parking
Suburban Marketplace Corridor	<ul style="list-style-type: none"> Commercial Office 	<ul style="list-style-type: none"> High accessibility Moderate transit use Low pedestrian use Moderate open space 	<ul style="list-style-type: none"> Moderate to high FAR Moderate setbacks High on-site and street parking
Traditional Workplace	<ul style="list-style-type: none"> Industrial Commercial Office 	<ul style="list-style-type: none"> Moderate accessibility Moderate pedestrian use High transit use Low open space 	<ul style="list-style-type: none"> Low to moderate FAR Small or no setbacks On-site and street parking
Suburban Workplace	<ul style="list-style-type: none"> Industrial Commercial Office 	<ul style="list-style-type: none"> High accessibility Low pedestrian and transit use Moderate to high open space 	<ul style="list-style-type: none"> Low FAR Very deep setbacks and building separation
Campus	<ul style="list-style-type: none"> Office Institutional Commercial 	<ul style="list-style-type: none"> High accessibility High pedestrian use Moderate transit use High open space 	<ul style="list-style-type: none"> Low-moderate FAR Deep setbacks On-site parking
Special District	<ul style="list-style-type: none"> Varies for each district Low density residential Agricultural Recreation 	<ul style="list-style-type: none"> Very high open space Very low accessibility 	<ul style="list-style-type: none"> Clustering Very deep setbacks Very low lot coverage
Future Form	<ul style="list-style-type: none"> Further study required to determine appropriate form district 		

Source: Division of Planning and Development Services.

- **Suburban Workplaces** are large scale industrial centers distinguished by a single large use or cluster of uses within a master planned development, generous building setbacks with off-street parking, and buffers from adjacent non-industrial uses. Riverport, Rubbertown, and the industrial area between Upper River Road and the Ohio River southwest of Zorn Avenue are designated as Suburban Workplace Form Districts within the Ohio River Corridor.
- **Neighborhoods** are low to moderate density residential areas dominated by subdivisions with mostly single-family detached housing, relatively large lots, and often a curvilinear, connected, street pattern. Neighborhood-serving shops and services are located in neighborhood centers. The Neighborhood Form District is represented in the Ohio River Corridor by residential communities in the southwest sub-area such as Valley Village, Bethany, and Riverside Gardens.

- **Traditional Neighborhoods** are medium to high density residential neighborhoods. Typical characteristics of these neighborhoods include relatively small lots with a high degree of building coverage and little or no setbacks, a variety of housing types, and streets with alleys and sidewalks in a grid pattern. Within the Ohio River Corridor, residential areas in the western part of Louisville from Portland to Chickasaw are designated as Traditional Neighborhood Form Districts.



Corner market in Portland traditional neighborhood.

- **Villages** are characterized by a small scale, mixed use center surrounded by low density residential uses and open space or pastoral landscapes. A portion of Prospect is designated as a Village Form District.
- **Future Form Area** designation is assigned to areas where additional analysis is needed, where more than one choice is possible, or where the passage of time or specific actions may lead to a clear choice of form district. Within the Ohio River Corridor, two areas are desig-

nated as Future Form Areas.

The first area is a future **Town Center**. As defined by the Cornerstone 2020 Comprehensive Plan, Town Centers are community-serving centers, typically located at historic crossroads, that contain a mix of retail, office, governmental, cultural, and residential uses. Jeffersontown, St. Matthews, and Shively are examples of Town Centers located outside of the Ohio River Corridor. No areas within the Ohio River Corridor meet the strict definition of Town Centers established by the Cornerstone 2020 Comprehensive Plan. However, the area between Interstate 64 and the Louisville and Portland Canal east of Lannan Park has been designated a Future Form Area because of its potential for redevelopment as a waterfront Town Center containing a mix of commercial, office, and residential uses.

The second Future Form Area is located between Big and Little Goose Creeks, in an area that is largely undeveloped that contains steep slopes, floodplain, and erodible soils. The environmental constraints require further study and may indicate the need for a Special District.

Action Plan

The three sub-area plans show the locations of approximately 100 specific actions that can be taken to help implement the vision for the Ohio River Corridor. The actions range from physical development projects (e.g., construction of segments of the Ohio River Corridor Trail) to public/private partnerships (e.g., provision of public access across private lands along the riverfront) and planning or regulatory programs (e.g., preparation of early action master plans or enactment of regulatory mechanisms to achieve Master Plan objectives). All of the actions correlate with policies contained in Chapter 5 (Policy Framework). Chapter 6 (Plan Implementation) organizes priority actions into a strategy for implementation.

The following text summarizes the major recommendations and describes the specific actions proposed for each of the Corridor's three geographic sub-areas (Southwest, Central, and Northeast). Number codes are provided for each action as a cross reference to call-outs on the three sub-area maps.

Southwest Sub-Area (Figure 2)

The southwest sub-area is the portion of the Ohio River Corridor from the Salt River (Hardin County line) to Greenwood Road. Major recommendations for this sub-area include:

- Planning and development of Segments 1 and 2 of the Ohio River Corridor Trail, extending from the Hardin County line to Greenwood Road.
- Planning and development of greenway trails along the Mill Creek and Pond Creek corridors.
- Development of a regional park in Southwest Jefferson County, structured around publicly owned land along the Ohio River and Mill Creek.
- Establishment of an Ohio River Corridor Special District generally following the Ohio River, Mill Creek, and Pond Creek. This district includes the land between the Ohio River and Mill Creek corridors from Watson Lane to Ashby Lane as appropriate for protection or environmentally sensitive development.
- Development of activity centers along the Salt River and Lower River Road/Ohio River from Riverside, the Farnsley-Moremeyen Landing.
- Preparation of an “early action” master plan to address and integrate the recommendations for the area within the Ohio River Corridor from the Salt River to the southern limit of Riverport Phase 2.
- Development of Riverport Phase 2 as a planned industrial park.

The specific actions recommended for the southwest sub-area are as follows:

- SW-1 Designate the area along the Salt River east of Dixie Highway as an activity center for boating and related commercial recreation activities. This activity center would provide a location for small boat access to the Lower Pool (see Action SW-30). Consideration should be given to encouraging development of support leisure services such as a cafe or restaurant as part of the activity center, located between boating facilities on the Salt River and the Ohio Valley Raceway. Facility development should be planned to minimize effects on natural resources and to take into consideration the location of the



The Salt River is a potential location for a greenway trail and activity center.

activity center within the 100-year floodplain.

SW-2 Develop a greenway trail connection from the Ohio River Corridor Trail along the Salt River to Pond Creek.

SW-3 Coordinate with Bullitt County in planning a future connection from the Salt River Greenway in Jefferson County across Pond Creek to a river trail in Bullitt County.

SW-4 Coordinate with Hardin County in planning a future connection from the Ohio River Corridor Trail in Jefferson County across the Salt River to a river trail in Hardin County to connect with West Point and Otter Creek Park.

SW-5 Develop a greenway trail from the Salt River along Pond Creek to connect to the Jefferson County Memorial Forest as part of the perimeter loop trail proposed by the *Parks and Open Space Master Plan*.

SW-6 Recognize the Kulmer's, Abbots, and Dixie Beach communities as existing non-conforming uses in the 100-year floodplain/floodway of the Ohio River. Future development or redevelopment activities within these communities should be required to conform with the standards for the regulatory floodplain in place at the time of application.

SW-7 Identify a suitable alignment for and develop a trail from the Hardin County Line to the levee at Lower River Road and Watson Lane (Ohio River Corridor Trail Segment 1).

SW-8 Explore the feasibility of developing an impoundment on Pond Creek as proposed in studies conducted by the U.S. Army Corps of Engineers. Such an impoundment would provide recreational opportunities for fishing and boating as well as providing habitat for waterfowl.

- SW-9 Designate Louisville Environmental Services at the intersection of Dixie Highway and Stites Station Road as an incompatible use in the 100-year floodplain/floodway of the Ohio River and the Ohio River Corridor Special District. The County should explore options for relocation of the business and reclamation of the property as public open space.
- SW-10 Work with the Kosmos Cement Company on plans for use of the undeveloped portions of their property, including provision of public access along the riverfront as part of the Ohio River Corridor Trail.
- SW-11 Establish a greenway trail connection from the Frost Middle School to the Ohio River Corridor Trail. This would require an easement across the LG&E Mill Creek Plant.
- SW-12 Explore with LG&E the provision of public access across the Mill Creek Plant property as part of the Ohio River Corridor Trail. Ideally, this access would occur along the riverfront although an alternate inland route is possible to connect to the levee at Lower River Road and Watson Lane. The possibility of providing controlled public access to the Mill Creek Plant as an interpretive site should also be explored with LG&E.
- SW-13 Identify location(s) for and develop local park(s) to address the deficiency in recreational facilities identified for the southwestern part of the Ohio River Corridor by the *Parks and Open Space Master Plan*. According to this plan, the southwestern part of Jefferson County is deficient in local parkland and generally lacks recreational facilities outside of Sun Valley Park. The deficiency is particularly apparent in the Ohio River Corridor study area south of Orell Road, most of which is located more than one mile from local recreational facilities.
- SW-14 Develop a greenway trail from the mouth of Mill Creek at the north end of the LG&E property along the creek to Lower Hunters Trace.
- SW-15 Develop a street connection to the Mill Creek Greenway from the Pond Creek Greenway and Jefferson County Memorial Forest along Blevins Gap Road.

- SW-16 Develop a trail along the levee from Lower River Road/Watson Lane to Skinners Lane south of the Mill Creek Cutoff (Ohio River Corridor Trail Segment 2). The levee provides a relatively easy route for a continuous trail parallel to the River linking public open spaces and attractions such as Riverside, the Farnsley-Moremen Landing; Mike Linnig’s Restaurant; and Riverview Park.
- SW-17 As an early action, prepare a Master Plan for the area within the Ohio River Corridor from the Salt River to Riverport Phase 2. This Master Plan will address and integrate the various recommendations for this part of the Corridor including the Salt River Activity Center; development of the Ohio River Corridor Trail, Mill and Pond Creek greenway trails, and other street/trail connections; the Regional Park in southwestern Jefferson County; and the Lower River Road Activity Center.
- SW-18 Develop a greenway trail along the railroad right-of-way from Dixie Highway to the Ohio River Corridor Trail at Riverside, the Farnsley-Moremen Landing.
- SW-19 Develop the land along the Ohio River west of Lower River Road and the Mill Creek greenway as a regional park in southwestern Jefferson County. Much of this area is in public ownership as Community Improvement District (CID) land. The focus of the regional park should be on passive recreation and natural resource conservation. More active uses such as fishing and boating should be concentrated in the Lower River Road Activity Center (see Action SW-25).
- SW-20 Develop a street connection along Bethany Lane to connect the Bethany neighborhood, Mill Creek Greenway, Sun Valley Park, and Ohio River Corridor Trail.
- SW-21 Adopt regulations and incentives for new development to protect the scenic quality of Lower River Road and the southwestern stretch of Dixie Highway. These roads should be designated as scenic byways for special landscaping and signage treatment and design controls, such as buffer and setback requirements, to protect visual quality. In addition, Lower River Road should be limited to two vehicular traffic lanes.

- SW-22 Develop a more intensive use program and facilities at Riverside, the Farnsley-Moremen Landing, including a pier for visiting riverboats and expanded programming of community events. This facility should serve as a gateway to and anchor for the Lower River Road Activity Center (Action SW-25) and the Regional Park for southwestern Jefferson County (Action SW-19).



Potential uses at Riverside, the Farnsley-Moremen Landing.

- SW-23 Explore adaptive reuse of the historic Aydelott House.
- SW-24 Designate Valley Sanitation as an incompatible use in the 100-year floodplain/floodway of the Ohio River and the Ohio River Corridor Special District. The County should explore options for relocation of the business and reclamation of the property as public open space.
- SW-25 Designate the area along Lower River Road from Riverside, the Farnsley-Moremen Landing to Mike Linnig's Restaurant, including the CID land between the levee and the River, as an activity center for the development of additional public and commercial recreational uses. These uses could include fishing and boating access to the river as part of development of the regional park for southwestern Jefferson County (see Action SW-19).
- SW-26 Develop Riverport Phase 2 as a planned industrial park. In developing the park, public use of the riverfront should be integrated with river access for river-dependent businesses.
- SW-27 Develop a trail connection from Johnstown Road to the Mill Creek Greenway, Ohio River Corridor Trail, and the Lower River Road Activity Center.
- SW-28 Explore the feasibility of establishing an excursion rail attraction for southwestern Jefferson County. Demand for

this service would need to be sufficient to overcome the high cost of operations and maintenance as well as the need to coordinate with freight service, a higher priority for owners of the railroad right-of-way.

SW-29 Identify a location(s) for and develop at least one additional public boat ramp on the Lower Pool. Potential locations include the Salt River Activity Center (Action SW-1) and the regional park for southwestern Jefferson County (Action SW-19)/Lower River Road Activity Center (Action SW-25).

SW-30 Identify a location(s) for and develop at least one public small boat/canoe/kayak launch facility on the Lower Pool. The Salt River, where a canoe livery once existed, and Chickasaw and Shawnee Parks are potential sites for this facility.

SW-31 Provide additional publicly accessible locations for fishing along the Lower Pool and elsewhere in the Ohio River Corridor. Development of the Salt River Activity Center (Action SW-1), the Shawnee and Chickasaw Park Activity Center (CE-20), Pond Creek impoundment (SW-8), and a regional park for southwestern Jefferson County (Action SW-19) would provide potential locations for this activity.



SW-32 Provide a street connection along Greenwood Road from adjacent residential areas to the Ohio River Corridor Trail and Riverview Park.

Existing boat ramp at Riverview Park.

SW-33 Improve and increase the capacity of the existing boat ramp at Riverview Park, possibly in conjunction with providing additional boating support facilities.

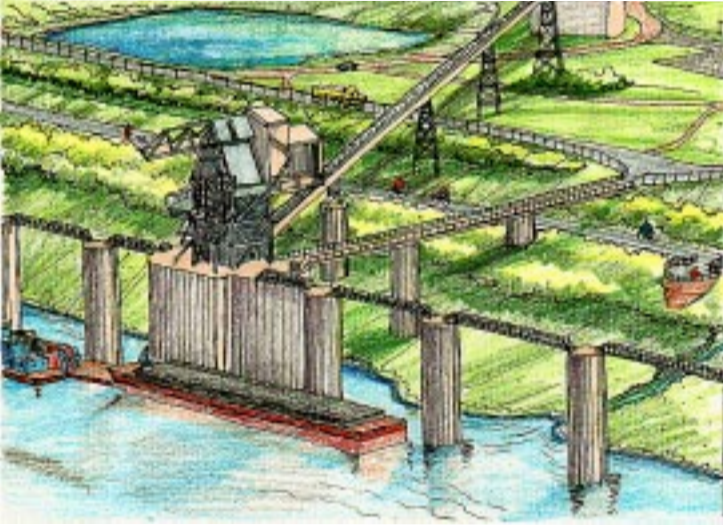
Central Sub-Area (Figure 3)

The central sub-area is the portion of the Ohio River Corridor from Greenwood Road to Zorn Avenue. Major recommendations for this sub-area include:

- Planning and development of Segments 3 and 5 of the Ohio River Corridor Trail, and completion of Segment 4 (the Louisville Riverwalk), to provide a continuous trail from Greenwood Road to Zorn Avenue.
- Negotiation of cooperative agreements with LG&E and other landowners, such as businesses in Riverport and Rubbertown, to provide public access along the river and opportunities for interpretation of riverfront industry, where compatible with safety concerns.
- Establishment of a Portland Activity Center encompassing existing and proposed destinations in the vicinity of the Portland neighborhood and Louisville and Portland Canal, including a new waterfront oriented, mixed use district north of I-64 between 14th and 22nd Streets.
- Establishment of activity centers at the Riverfront Belvedere and Waterfront Park.
- Establishment of a Special District along the Ohio River, encompassing the 100-year floodplain and public parks and open spaces such as Chickasaw and Shawnee Parks.
- Preparation of an “early action” master plan to address and integrate recommendations for the area between Portland Avenue and the Ohio River from the I-64 bridge to the southeastern end of Shippingport Island.
- Preparation of an “early action” master plan to address connections between the Butchertown neighborhood and the Ohio River.

The specific actions recommended for the central sub-area are as follows:

- | | |
|------|---|
| Ce-1 | Complete development of Riverport Phase 1, including exploration of ways of integrating use of the river by river-dependent businesses with public access along the riverfront. |
| Ce-2 | Develop greenway connections from the Mill Creek Greenway at Lower Hunters Trace along Garrison Ditch, Mill Creek |



Cutoff, and/or Mill Creek north of Lower Hunters Trace.

Ce-3 Similar to Action SW-12, explore with LG&E the provision of public access along the riverfront at the Cane Run Plant (or an alternate in land route) and the possibility of providing controlled public access to the plant as an interpretive site.

Ce-4 Provide a street connection along Lees Lane to the Ohio River Corridor Trail.

Potential public access at Cane Run Plant.

Ce-5 Identify a suitable alignment for and develop a trail from Skinners Lane south of the Mill Creek Cutoff to Chickasaw Park (Ohio River Corridor Trail Segment 3). Although the preferred location for this trail segment is along the Ohio River, a riverfront alignment may be precluded by land use and safety issues associated with Riverport and Rubbertown industries. Planning for this segment of the trail should explore cooperative arrangements with these industries (Actions Ce-1, Ce-3, and Ce-9), alternatives such as an inland alignment (Action Ce-8), and should protect the public from environmental problems.

Ce-6 Develop a street connection from Cane Run Road along Kramers Lane to Camp Ground Road and a greenway trail connection from Camp Ground Road to the Ohio River Corridor Trail.

Ce-7 Recognize the portion of Lake Dreamland between the levee and the Ohio River as an existing, non-conforming residential use in the 100-year floodplain/floodway of the Ohio River. Future development or redevelopment activities in this area should be required to conform with the standards for the regulatory floodplain in place at the time of application.

Ce-8 Explore the feasibility of a street connection from Kramers Lane along Camp Ground Road, a trail connection from Camp Ground Road to Algonquin Parkway, and a street connection

along Algonquin/Southwestern Parkway to Chickasaw Park. This connection is a possible inland alignment alternative for Segment 3 of the Ohio River Corridor Trail (Action Ce-5).

- Ce-9 Develop a public/private strategy to maintain the long-term viability of Rubbertown. This strategy should address the provision of public access along the Ohio River Corridor Trail, opportunities for interpretive sites, and issues of compatibility between industrial uses and adjacent residential development.
- Ce-10 Similar to Actions SW-12 and Ce-3, explore with LG&E the provision of public access along the riverfront at the Paddy's Run Plant (or an alternate inland route) and the possibility of providing controlled public access to the plant as an interpretive site.
- Ce-11 Provide a street connection east along the Algonquin Parkway to adjacent residential areas.
- Ce-12 Identify location(s) for and develop local park(s) to address the deficiency in recreational facilities identified for the Camp Ground Road/Cane Run Road area by the *Parks and Open Space Master Plan*. According to this plan, the part of Jefferson County from Gene Snyder Freeway north to the Algonquin Parkway is deficient in local parkland. The deficiency is particularly apparent in the Camp Ground Road/Cane Run Road area, most of which is located more than one mile from local recreational facilities.
- Ce-13 Develop a street connection from Algonquin Parkway along Gibson Lane to provide a pedestrian/bicycle linkage between the Park Duvalle neighborhood and the Ohio River Corridor Trail.
- Ce-14 Develop a street connection to Chickasaw Park and the Ohio River Corridor Trail along Greenwood Avenue.
- Ce-15 Develop and implement a master plan for Chickasaw Park, including improved visual access to the Ohio River. Explore the feasibility of providing a boat ramp or small boat/canoe/kayak launch facility and an African American heritage center. Work with Ashland Oil to explore future development of the

adjacent terminal operation if it becomes vacant.

- Ce-16 Develop a street connection to Shawnee Park, the Ohio River Corridor Trail/Riverwalk, and the River along Broadway as part of the Louisville Development Authority’s *West Broadway Corridor Improvement Strategy*.
- Ce-17 Complete construction of the RiverWalk from Chickasaw Park to Lannan Park, providing a continuous riverfront walkway from Chickasaw Park to the Louisville Wharf (Ohio River Corridor Trail Segment 4).
- Ce-18 Implement the recommendations of the *Master Plan for the Louisville Olmsted Parks and Parkways* regarding Shawnee Park, including development of the Great Lawn as a venue for community events and improved visual and physical access to the Ohio River.
- Ce-19 Develop a street connection to Shawnee Park and the Ohio River Corridor Trail along Market Street.
- Ce-20 Designate the Shawnee and Chickasaw Parks area as an activity center to include public and private recreation and leisure activities, including the development of commercial uses related to the parks. These uses could include a new African American heritage center, food vendors, bike rental, small boat rentals, etc.

The K & IT Bridge is a potential pedestrian, bicycle, and heritage tourism connection.



- Ce-21 In accordance with the *Portland Wharf: Teaming for New Life* plan, develop an educational, recreational, and tourism center at the Portland Wharf based on preserving and interpreting the site’s historic and natural resources.

- Ce-22 Explore the feasibility of establishing a pedestrian/bicycle connection across the K&IT Bridge to Indiana. This would create a linkage to the “Falls of the Ohio River Greenway” under development on the Indiana side of the Ohio River.

a tourism-oriented trolley, bus, or light rail loop linking heritage attractions on the Kentucky and Indiana sides of the River. The Portland Wharf, McAlpine Locks and Dam, Portland Marine Hospital, the West Main Street Cultural Arts District, the Riverfront Belvedere, and Waterfront Park are among the existing and potential attractions in Louisville that could be served by this loop.

- Ce-23 Establish connections from the Portland neighborhood to the Ohio River Corridor Trail/RiverWalk at the intersections of NorthWestern Parkway with Montgomery and 29th Streets. These connections are currently being constructed as part of Riverwalk Phase III.
- Ce-24 Work with the U.S. Army Corps of Engineers to develop the McAlpine Locks as a major visitor attraction as part of the planned reconstruction project. This would involve construction of an interpretive center linked to the Ohio River Corridor Trail/RiverWalk and other attractions and activities in the Portland area.
- Ce-25 Explore the feasibility of rehabilitation and adaptive reuse of the Portland Marine Hospital.
- Ce-26 Work with the U.S. Army Corps of Engineers and LG&E to develop a plan for Shippingport Island that provides public access, conserves natural habitat, and addresses safety and security issues. The possibility of providing access for the public to enjoy the dramatic view of the downtown from the

*Potential public access to
Shippingport Island.*



southeastern tip of the island should be explored as part of this plan, as well as providing access to the 1,400-acre Falls of the Ohio National Wildlife Conservation Area.

- Ce-27 Designate the Portland Neighborhood and Louisville and Portland Canal as an activity center encompassing existing and potential destinations such as the McAlpine Locks and Dam, Portland Museum, and Portland Marine Hospital. A key element in this concept is the area between I-64 and the canal southeast of Lannan Park, which is designated as a Future Form Area. Current uses in this area include an LG&E electrical substation, commercial establishments, a Public Works yard, and some single-family residences. Due to its waterfront location and the lack of a barrier such as the freeway or flood-wall (which separate most other parts of the City from the water), this area has potential for future development as a mixed use district. Such redevelopment would need to be carefully considered regarding its relationship to and effect on the adjacent Portland neighborhood.

As an early action, a master plan should be prepared to address and integrate recommendations for the area from the I-64 bridge to the southeastern end of Shippingport Island, including the Portland Activity Center.

- Ce-28 Develop an Information Center as a venue for disseminating information regarding the historical development of Louisville and attractions in the Ohio River Corridor. This center could possibly be located in a storefront on West Main Street or near Waterfront Park.
- Ce-29 Designate the Riverfront Belvedere as an activity center for more intensive event programming and possible consideration of retail activities.
- Ce-30 Develop Waterfront Park as a major public open space and venue for community events. This facility should be designated as an activity center in recognition of its programmed activities including festivals, a restaurant, and boating facilities.
- Ce-31 Explore the feasibility of establishing a pedestrian/bicycle connection across the Big 4 Bridge to Indiana. This would create

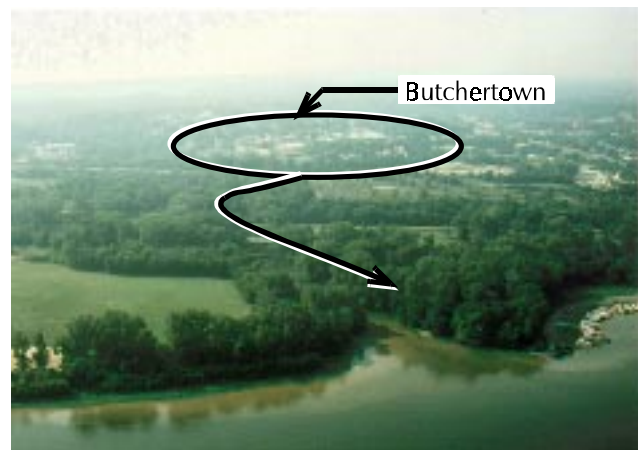
a linkage to the “Falls of the Ohio River Greenway” under development on the Indiana side of the Ohio River.

Like the K&IT Bridge, this bridge is a potential connection in a tourism-oriented trolley, bus, or light rail loop linking heritage attractions on the Kentucky and Indiana sides of the River.

Ce-32 Identify a suitable alignment for and develop a trail from the Louisville Wharf to Zorn Avenue (Ohio River Corridor Trail Segment 5). This segment would extend from the current eastern terminus of the RiverWalk through Waterfront Park and Falls Harbor and past the Upper River Road industrial area to Zorn Avenue. If a riverfront alignment is not possible in the industrial area, the trail should be sited parallel to Upper River Road, separated from the roadway by a landscaped buffer.

Ce-33 Develop Falls Harbor as a previously permitted residential community within the 100-year floodplain/floodway of the Ohio River. Future development or redevelopment within this community should be required to conform with the standards for the regulatory floodplain in place at the time of application.

In developing the community, provision should be made for public access along the River in the form of a minimum 10-foot wide, multi-use pathway section of the Ohio River Corridor Trail. Any impacts to Thruston or Eva Bandman Parks should be mitigated in a timely fashion by providing an equivalent area of parkland for public use. Future improvements to Thruston Park should reflect this area’s historic role in the River Corridor as a residential area called “The Point.”



Typical neighborhood connection: proposed Butchertown-Ohio River Greenway along Beargrass Creek.

Ce-34 As an early action, prepare plans for and implement connections between Butchertown and the Ohio River, including a greenway trail along Beargrass Creek and the preservation of bottomland forest on the west bank of Beargrass Creek at confluence with the Ohio River. This plan should address

redevelopment issues between the floodwall and the River between Hancock Street and Eva Bandman Park, including the reuse of underutilized properties.

Street connections along Adam, Clay, and Ohio Streets should be developed to the Waterfront Park and the Ohio River Corridor Trail.

- Ce-35 Develop the Edith Avenue Landfill for recreational use. This site has been considered as a possible location for a soccer complex but the proposal is being carefully evaluated due to the costs of developing a former landfill. Recreational development will be planned to protect the public from potential environmental problems.
- Ce-36 Enhance River Road west of Zorn Avenue as a landscaped boulevard providing an attractive entry experience to Louisville's central business district from the northeast. Planning should address issues such as separation of bicycle/pedestrian, automobile, and truck traffic and integration of the roadway with adjacent land uses such as Waterfront Park.
- Ce-37 Prepare and implement a River Use Plan for boat traffic on the Lower and Upper Pools. This plan should be designed to manage traffic on the River, provide areas for craft with special requirements (jet skis, sailboats, rowing shells, canoes, kayaks, etc.), control noise impacts, identify public education and enforcement responsibilities and actions, and protect wildlife.

Northeast Sub-Area (Figure 4)

The northeast sub-area is the portion of the Ohio River Corridor from Zorn Avenue to the Oldham County line. Major recommendations for this sub-area include:

- Planning and development of Segments 6 and 7 of the Ohio River Corridor Trail from Zorn Avenue to the Oldham County line. Segment 6 (from Zorn Avenue to Hays Kennedy Park) is currently being planned by the Louisville/Jefferson County Parks Department.
- Establishment of activity centers at the Louisville Water Tower and

along the south side of Harrods Creek.

- Development of an “early action” master plan for the Louisville Water Tower activity center to enhance and coordinate public and private uses at the Zorn Avenue/Upper River Road intersection as a “gateway” and community gathering area for northeastern Jefferson County.
- Establishment of a Special District generally following the 100-year floodplain of the Ohio River, Goose Creek, and Harrods Creek. This district also includes land with special visual or environmental value at the north end of the sub-area as appropriate for protection or sensitive development.
- Reinforcement of Upper River Road’s status as a “scenic byway” through special landscaping and signage treatment and design controls for new development to protect visual quality.
- Designation of the industrial area adjacent to Zorn Avenue and Upper River Road for use by river-dependent industry.

The specific actions recommended for the northeast sub-area are as follows:

- NE-1 Develop a street connection along Zorn Avenue to the Louisville Water Tower activity center and the Ohio River Corridor Trail.
- NE-2 Develop a street connection along Mockingbird Valley Road to the Ohio River Corridor Trail.
- NE-3 Develop a street connection along Indian Hills Trail to the Caperton Swamp Nature Preserve and Ohio River Corridor Trail.
- NE-4 Develop a street connection along Blankenbaker Lane to the Ohio River Corridor Trail.
- NE-5 Reserve the Upper River Road industrial area for river-depend-



Zorn Avenue approaching the Louisville Water Tower.



*Private marina next the
Louisville Water Tower.*

dent industry and work with property owners to integrate public access to the River and explore opportunities for interpretation. If industrial use precludes a riverfront alignment for the Ohio River Corridor Trail, the trail should be located parallel to Upper River Road, separated from the roadway by a landscaped buffer (see Action Ce-32).

- NE-6 Designate the Louisville Water Tower, Kingfish Restaurant, and immediately adjacent area as an activity center for more intensive event programming and the development of additional public and commercial recreational uses. As an early action, a detailed master plan should be prepared to identify actions to enhance the public use of this area. The master plan should consider the needs of the Louisville Visual Arts Association (located in the Water Tower), and access, traffic and parking issues.

- NE-7 Recognize the Wagners Beach community as an existing non-conforming use in the 100-year floodplain/floodway of the Ohio River. Future development or redevelopment activities within this community should be required to conform with the standards for the regulatory floodplain in place at the time of application.

- NE-8 Implement the Cox Park Master Plan including improvements to the public boat ramp.

- NE-9 Identify a suitable alignment for and develop a trail from Zorn Avenue to Hays Kennedy Park and Garvin Brown Park (Ohio River Corridor Trail Segment 6). This segment is currently being planned by the Louisville/Jefferson County Parks Department.

- NE-10 Prepare and implement a land use and stewardship plan for the Caperton Swamp Nature Preserve. This plan should explore the possibility of developing interpretive facilities, ways to enhance the preserve's value as a source of water for wildlife, and stabilization of the water level.

- NE-11 Adopt regulations and incentives for new development and implement other actions to protect the scenic quality of Upper

River Road. This road’s scenic byway designation should be reinforced through special landscaping and signage treatment as well as design controls (e.g., buffer and setback requirements) to protect visual quality. To protect its existing character, Upper River Road should be limited to two vehicular traffic lanes. Views of the Ohio River should be preserved and enhanced (e.g., by managing vegetation at the River’s edge) and vehicular pull-offs/overlooks provided in strategic locations.

NE-12 Identify a location(s) for and develop at least one additional public boat ramp on the Upper Pool. The Louisville Water Company property southwest of Hays Kennedy Park is a potential location for this facility. Careful review of neighborhood concerns and Water Company operational requirements will be needed prior to any decision regarding a boat ramp at this location. Another alternative is the acquisition of privately owned riverfront land in an appropriate location.

NE-13 Identify a location(s) for and develop at least one public small boat/canoe/kayak launch facility on the Upper Pool. Potential locations include the Louisville Water Company property southwest of Hays Kennedy Park, Waterfront Park, or land acquired from a private owner.

NE-14 Provide additional publicly accessible locations for fishing along the Upper Pool. The Louisville Water Company property southwest of Hays Kennedy Park is a potential location for this activity.



Goose Creek greenway trail.

NE-15 Work with the Kentucky State Nature Preserves Commission to prepare and implement a land use and stewardship plan for the Six-Mile Island Preserve.

NE-16 Develop a greenway trail along Goose Creek to the Ohio River Corridor Trail.

NE-17 Develop a greenway trail along Harrods Creek to the Harrods Creek Activity Center and the Ohio River Corridor Trail.

NE-18 Recognize the Juniper Beach community as an existing non-conforming use in the 100-year floodplain/floodway of the Ohio River. Future development or redevelopment activities within this community should be required to conform with the standards for the regulatory floodplain in place at the time of application.

NE-19 Designate Harbortown as a previously permitted residential community within the 100-year floodplain/floodway of the Ohio River. Future development or redevelopment in addition

to the permitted plans should be required to conform with the standards for the regulatory floodplain in place at the time of application.



Existing development at Harrod's Creek.

NE-20 Prepare and implement a land use and stewardship plan for Lenz Pond. This pond, which provides habitat for migrating waterfowl that are often visible from Upper River Road, is partially owned by

River Fields and partially by a private individual. It has potential as an interpretive site linked to the Ohio River Corridor Trail.

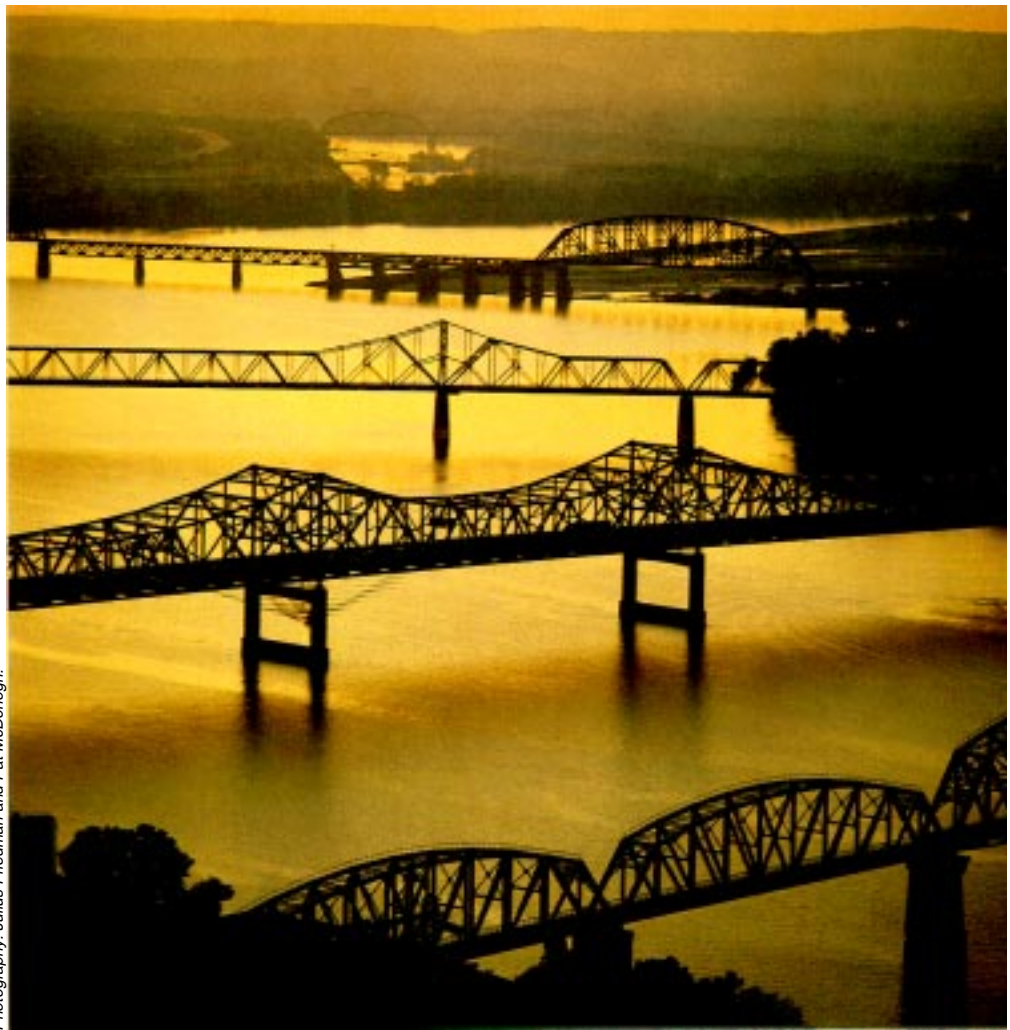
NE-21 Designate the south side of Harrods Creek from the Ohio River to Upper River Road as an activity center for boating and related commercial recreation activities. Additional development in this activity center should be sensitively planned so as to minimize impacts on natural habitat and water quality.

NE-22 Recognize the Transylvania Beach community as an existing non-conforming use in the 100-year floodplain/floodway of the Ohio River. Future development activities within this community should be required to conform with the standards for the regulatory floodplain in place at the time of application.

NE-23 Explore the feasibility of providing public access to the Louisville Water Company property including boating facilities (boat ramp and/or small boat/canoe/kayak launching facility). Any public use of the property would need to be planned so as not

to affect the provision of potable water, to protect the woodlands and wildlife resources (especially migratory bird habitat), and consider impacts of access, traffic and parking.









- NE-24 Prepare and implement a master plan for Hays Kennedy Park and explore the feasibility of providing public access to the River in addition to that provided through Garvin Brown Park (formerly referred to as Sutherland Preserve). The master plan should consider the needs of residents of the adjacent neighborhood and the carrying capacity of the Park.
- NE-25 Recognize the Beechland Beach community as an existing non-conforming use in the 100-year floodplain/floodway of the Ohio River. Future development or redevelopment activities within this community should be required to conform with the standards for the regulatory floodplain in place at the time of application.
- NE-26 Prepare and implement a land use and stewardship plan for the Garvin Brown Park (formerly referred to as Sutherland Preserve). A plan to provide controlled public access consistent with natural resource conservation is currently being prepared by River Fields.
- NE-27 Develop a suitable alignment for and develop a trail from Hays Kennedy Park to the Oldham County Line (Ohio River Corridor Trail Segment 7).
- NE-28 Promote programs to maintain land in active agricultural use, such as preferential tax assessment and purchase of development rights. River Fields and/or other private organization(s) should also work with key landowners to explore alternatives to full development at permitted densities as a means of preserving visual and environmental resources.
- NE-29 Prepare and implement a land use and stewardship plan for the Twelve-Mile Island Preserve.



Photography: Julius Friedman and Pat McDonogh.

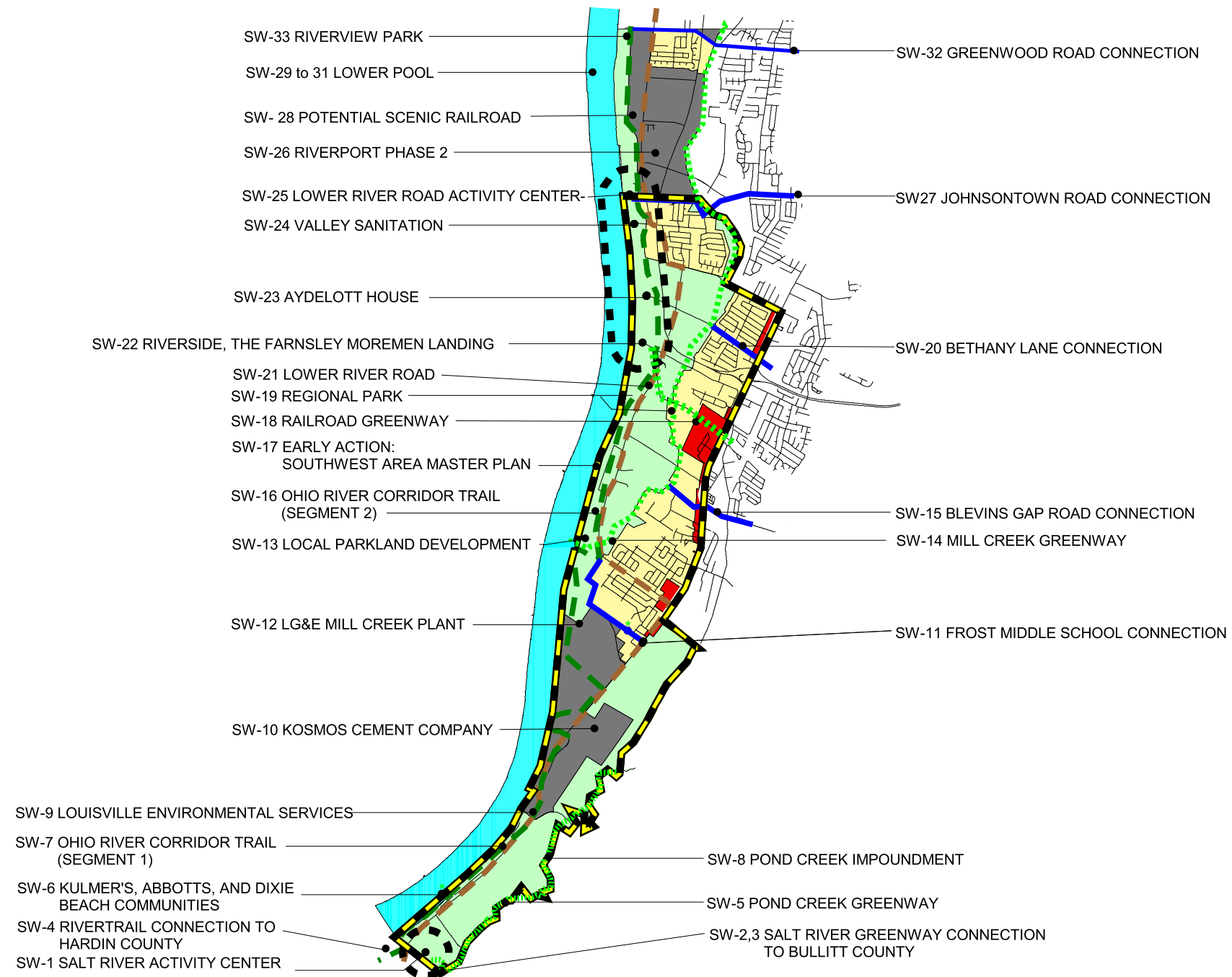
Southwest Sub-Area

Ohio River Corridor Master Plan

-  Ohio River
-  Ohio River Corridor Trail
-  Scenic Byway
-  Activity Centers
-  Early Action Area
-  Greenway Connections
-  Street Connection
-  SW-1 Proposed Action

Form Districts:

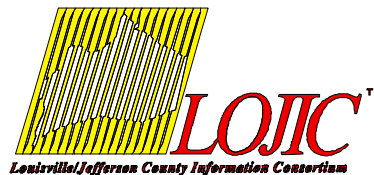
-  Downtown
-  Neighborhood
-  Traditional Neighborhood
-  Village
-  Town Center
-  Regional Center
-  Suburban Marketplace Corridor
-  Traditional Marketplace Corridor
-  Suburban Workplace
-  Traditional Workplace
-  Campus
-  Special District
-  Future Form Area



0.5 0 0.5 1 Miles



Scale = 1 to 120000



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Figure 2

Central Sub-Area

Ohio River Corridor Master Plan

-  Ohio River
-  Ohio River Corridor Trail
-  Scenic Byway
-  Activity Centers
-  Early Action Area
-  Greenway Connections
-  Street Connection
-  SW-1 Proposed Action

Form Districts:

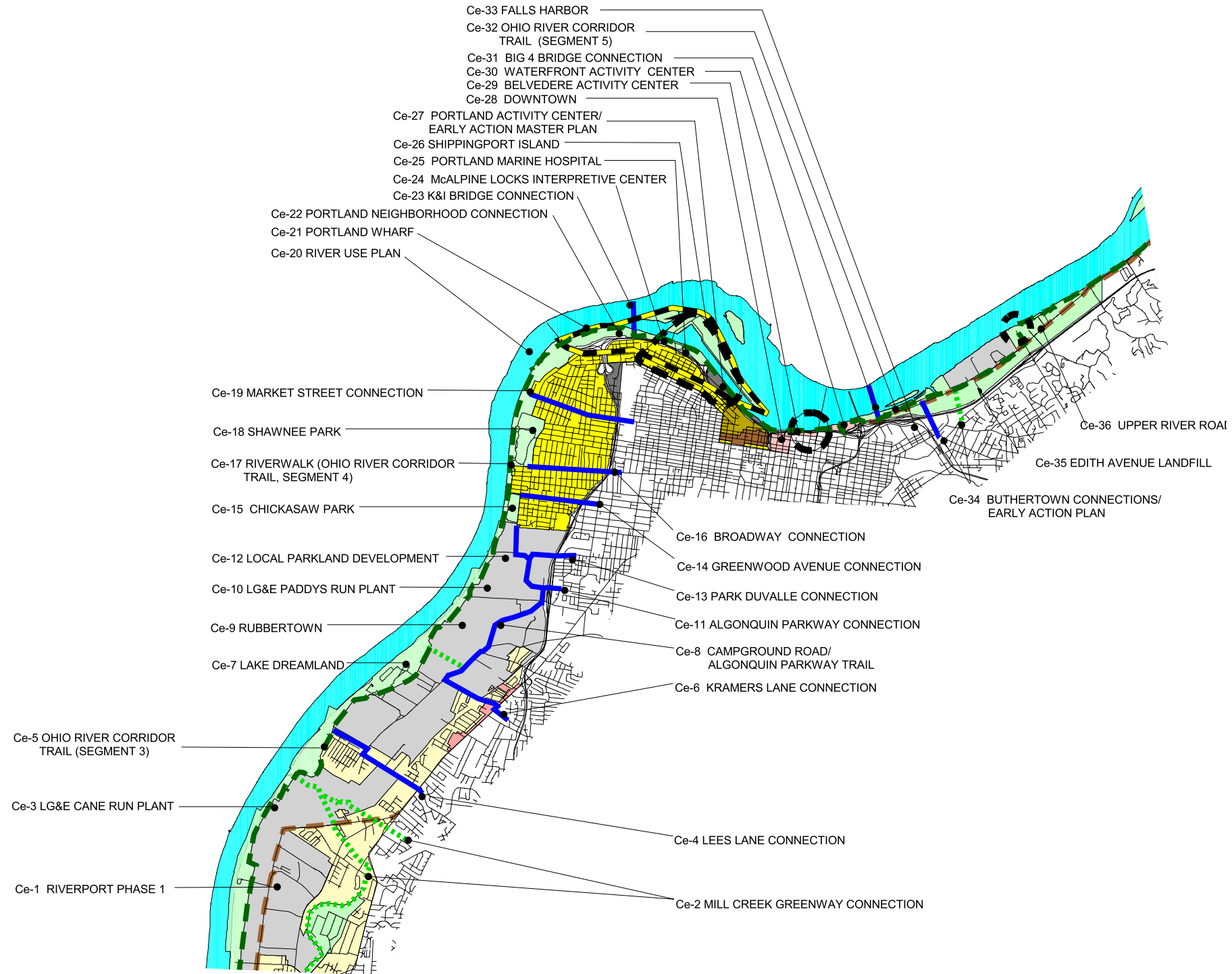
-  Downtown
-  Neighborhood
-  Traditional Neighborhood
-  Village
-  Town Center
-  Regional Center
-  Suburban Marketplace Corridor
-  Traditional Marketplace Corridor
-  Suburban Workplace
-  Traditional Workplace
-  Campus
-  Special District
-  Future Form Area



0.5 0 0.5 1 Miles



Scale = 1 to 120000



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
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Figure 3

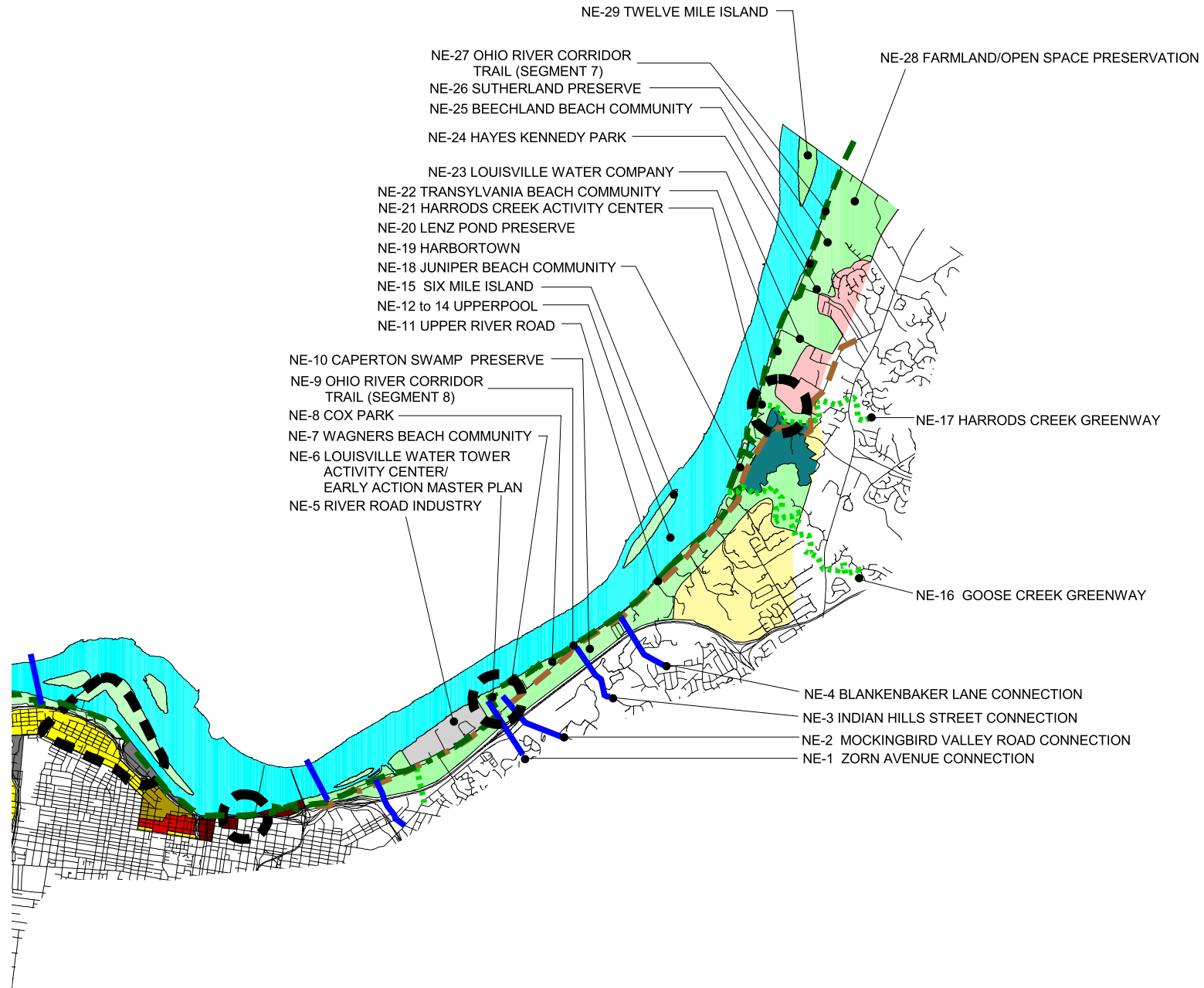
Northeast Sub-Area

Ohio River Corridor Master Plan

-  Ohio River
-  Ohio River Corridor Trail
-  Scenic Byway
-  Activity Centers
-  Early Action Area
-  Greenway Connections
-  Street Connection
-  SW-1 Proposed Action

Form Districts:

-  Downtown
-  Neighborhood
-  Traditional Neighborhood
-  Village
-  Town Center
-  Regional Center
-  Suburban Marketplace Corridor
-  Traditional Marketplace Corridor
-  Suburban Workplace
-  Traditional Workplace
-  Campus
-  Special District
-  Future Form Area



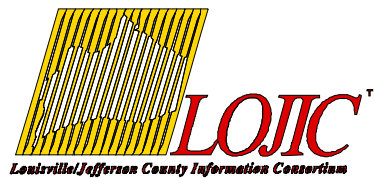
0.6 0 0.6 1.2 Miles



Scale = 1 to 120000



CORNERSTONE
2020



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Figure 4

5. Policy Framework



5. Policy Framework

This chapter lays out a framework of goals, objectives, and policies that is designed to guide the actions of decision-makers in implementing the Ohio River Corridor Master Plan. The policy framework is structured around the five elements of the vision statement presented in Chapter 2 of the Plan:

- Where people connect to the River.
- Where people connect to each other.
- Where people connect to nature.
- Where home connects to work.
- Where people connect to the past, present, and future.

These five elements form the basis of general goal statements describing the ideal end condition that the plan seeks to attain. Multiple objectives address the various actions that will contribute to achieving the goal. Finally, policies are presented for each objective detailing the specific actions that can be taken by public and private entities in Louisville and Jefferson County to implement the Master Plan.

Because of the number of players involved in River Corridor issues (each of which has its own mission and agenda), the extent of the proposed actions, and their focus on a specific geographic area within Louisville and Jefferson County, it is recommended that a River Corridor Committee be established to coordinate the non-regulatory actions recommended within the Ohio River Corridor. It is expected that the River Committee would provide a vehicle for public/private partnerships that leverage the resources of government, private organizations, businesses, and individuals to implement the recommended actions. Regulatory actions will be implemented by the Planning Commission or other entities within the City or County as noted.

In addition to the Ohio River Corridor Committee, Louisville and Jefferson County are working to establish a public/private organization to implement a county-wide open space or “Greenlands Program.” While the structure and mission of this organization are yet to be defined, it will likely complement the roles of existing public and private organizations such as River Fields in acquiring and developing open space resources such as greenways within the Ohio River Corridor.

Goal 1

A place where **people connect to the River**, in an accessible landscape for gathering, celebration, contemplation, and recreation.

Objective 1.1

Provide a continuous publicly accessible strip of land along the entire 37-mile riverfront that allows pedestrians and bicyclists to travel along the River's edge.

Policy 1.1.1

The Division of Planning and Development Services (DPDS), Louisville/Jefferson County Parks Department (L/JCPD), City and County Departments of Public Works, County Public Properties, Waterfront Development Corporation, the Louisville and Jefferson County Metropolitan Sewer District (MSD), and the Louisville Water Company will coordinate planning and construction of a ten-foot wide minimum, multi-use Ohio River Corridor Trail alignment. Segments of the Trail may follow inland routes where access along the River is found to be infeasible.

Policy 1.1.2

The DPDS, L/JCPD, and River Fields will coordinate the actions of public and private organizations to acquire land along the riverfront for public access.

Policy 1.1.3

The DPDS will coordinate with other agencies such as MSD, the Louisville Water Company, and County Public Properties to make publicly owned riverfront land accessible to the public where compatible with operational and safety considerations.

Policy 1.1.4

The DPDS, L/JCPD, and River Fields will coordinate negotiation of cooperative agreements with landowners to provide public access to private lands along the riverfront.

Policy 1.1.5

The DPDS will develop and implement regulatory requirements and incentives to encourage developers to provide for public access in new riverfront development.

Policy 1.1.6

The DPDS and L/JCPD will coordinate establishment of connections from

the Ohio River Corridor Trail in Jefferson County to Hardin and Oldham Counties.

Policy 1.1.7

The Kentuckiana Regional Planning and Development Agency (KIPDA) will coordinate development of pedestrian and bicycle connections across the K&IT and Big 4 bridges to Indiana.

Objective 1.2

Establish connections providing access for pedestrians and bicyclists between the River's edge and adjacent neighborhoods.

Policy 1.2.1

The DPDS and L/JCPD will coordinate the actions of public and private organizations to acquire land or access easements along key greenway and street connections.

Policy 1.2.2

The DPDS will develop and implement regulatory requirements and incentives to encourage developers to preserve open space and provide for public access along key greenway and street connections to the Ohio River.

Policy 1.2.3

The DPDS, L/JCPD, and MSD will coordinate development and management of greenways with public access where feasible and appropriate along the Salt River, Pond Creek, Mill Creek, Mill Creek Cutoff/Garrison Ditch, Beargrass Creek, Goose Creek, and Harrods Creek.

Policy 1.2.5

The DPDS will coordinate establishment of a connection from the Salt River Greenway in Jefferson County across Pond Creek to Bullitt County.

Policy 1.2.6

The Louisville and Jefferson County Public Works Departments will use the design standards in the *Bicycle and Pedestrian Facilities Design Manual* to provide for safe and attractive bicycle and pedestrian circulation along designated public roadways connecting residential neighborhoods to the River.

Policy 1.2.7

The Louisville and Jefferson County Public Works Departments and L/JCPD will coordinate implementation of the following bicycle and pe-

destrian connections between residential neighborhoods and the River:

Frost Middle School/LG&E Mill Creek Plant
Blevins Gap Road
Railroad right-of-way, Dixie Highway to Farnsley-Moremen
Bethany Lane
Johnsontown Road
Greenwood Road
Lees Lane
Kramers Lane
Camp Ground Road
Camp Ground Road to Ohio River trail connection
Algonquin Parkway
Southwestern Parkway
Gibson Lane
Greenwood Avenue
Broadway
Market Street
Northwestern Parkway
29th Street
Montgomery Street
Ohio Street
Zorn Avenue
Mockingbird Valley Road
Indian Hills Trail
Blankenbaker Lane

Policy 1.2.8

The DPDS will develop, as an early action, a plan addressing connections between the Butchertown neighborhood and the Ohio River and reuse or redevelopment of the land north of the floodwall.

Objective 1.3

Provide a wide variety of opportunities for recreational use of the River such as motorized and non-motorized boating, fishing, and swimming (water quality permitting).

Policy 1.3.1

The DPDS will allow development of water recreation-oriented facilities such as public and private marinas, boating support facilities (e.g., concessions), and water taxi and ferry services in appropriate locations along the River's Edge.

Policy 1.3.2

The L/JCPD will identify locations for and coordinate construction of a minimum of two additional public boat ramps, one each on the Lower and Upper Pools.

Policy 1.3.3

The L/JCPD will identify locations for and construct a minimum of two designated small boat/canoe/kayak launch facilities, one each on the Lower and Upper Pools.

Policy 1.3.4

Specific sites to be investigated under Policies 1.3.2 and 1.3.3 will include land along the Salt River, Community Improvement District (CID) land between Lower River Road and the Ohio River, Riverside, the Farnsley-Moremen Landing, Shawnee Park, Chickasaw Park, Waterfront Park, and the Louisville Water Company property in northeastern Jefferson County.

Policy 1.3.5

Jefferson County Public Properties will coordinate development of a new boat landing to accommodate tour boats, such as the Belle of Louisville and the Spirit of Jefferson, at Riverside, the Farnsley-Moremen Landing.

Policy 1.3.6

The L/JCPD will develop and implement a plan to improve and increase the capacity of the existing boat ramp at Riverview Park.

Policy 1.3.7

The DPDS and L/JCPD will coordinate provision of additional publicly accessible locations for fishing within the Ohio River Corridor. Specific sites to be investigated include land along the Salt River, the regional park for southwestern Jefferson County developed in accordance with Policy 2.1.6, a potential impoundment on Pond Creek, the Louisville Water Company property in northeastern Jefferson County, and Shawnee and Chickasaw Parks.

Policy 1.3.8

The DPDS will evaluate the need for preparation of a “River Use Plan” to manage traffic on the River, provide areas for craft with special requirements (jet skis, sailboats, rowing shells, canoes, kayaks, etc.), control noise impacts, identify public education and enforcement responsibilities and actions, and protect wildlife.

Objective 1.4

Create, enhance and maintain views of the River from the River's edge, including the Ohio River Corridor Trail, roads, parks, and other public open spaces.

Policy 1.4.1

The DPDS will identify critical views of the River from public roads and open spaces.

Policy 1.4.2

The DPDS and L/JCPD will coordinate the actions of public and private organizations to acquire land or easements to protect critical views of the River.

Policy 1.4.3

The DPDS will develop and implement design guidelines, regulations, and incentives that maintain views of the River through measures such as limiting building heights and encouraging cluster development.

Policy 1.4.4

The L/JCPD and other owners of public lands along the River will manage vegetation to maintain and selectively improve views of the River, as compatible with prevention of riverbank erosion.

Policy 1.4.5

The DPDS will develop and implement a scenic trail designation for the Ohio River Corridor Trail, trail design standards, and regulations and incentives for adjacent new development to protect visual quality (including views of the River).

Policy 1.4.6

The DPDS will request that the Kentucky Transportation Cabinet designate Lower River Road and the southwest stretch of Dixie Highway as scenic byways. For these roadways and Upper River Road (already designated a scenic byway), DPDS will work with appropriate agencies to develop and implement design standards as well as regulations and incentives for adjacent new development to protect visual quality (including views of the River).

Policy 1.4.7

The DPDS will coordinate with Harrison, Floyd, and Clark Counties,

Indiana to maintain and enhance the visual quality of the Ohio River as part of a regional heritage corridor initiative.

Goal 2

A place where **people connect to each other**, in formal and casual exchange, finding unity amongst diversity in the sharing of the River.

Objective 2.1

Develop a variety of parks, trails, and gathering places along the River Corridor where residents and visitors enjoy individual, neighborhood, and community recreation.

Policy 2.1.1

The L/JCPD will develop neighborhood and community parks in accordance with the *Parks and Open Space Master Plan* to serve areas within the Corridor with identified recreational facility deficiencies.

Policy 2.1.2

The L/JCPD, Waterfront Development Corporation and other agencies, as appropriate, will develop places for informal community recreation in activity centers and other appropriate locations along the riverfront. Such places will include urban plazas (e.g., the Belvedere and Waterfront Park) and park facilities such as picnic sites, overlooks, and lawn areas.

Policy 2.1.3

The L/JCPD will implement master plans for riverfront parks including Chickasaw, Shawnee, Cox, and Hays Kennedy. These plans will incorporate measures to improve visual and physical access to the Ohio River.

Policy 2.1.4

The DPDS will allow development of commercial leisure businesses, such as restaurants and boating services, in designated activity centers (the Salt River, Shawnee and Chickasaw Parks, Lower River Road, Harrods Creek, etc.) and other appropriate locations within the River Corridor.

Policy 2.1.5

The DPDS will negotiate for the construction of trail linkages between the Ohio River Trail and leisure businesses such as restaurants located near the River.

Policy 2.1.6

The L/JCPD and County Public Properties will coordinate with other agencies to develop a regional park and nature preserve for southwestern Jefferson County focused around publicly owned land along the Ohio River and Mill Creek.

Policy 2.1.7

The DPDS will prepare, as an early action, a master plan for the southwestern part of the Ohio River Corridor from the Salt River to Riverport Phase 2 to address and integrate plan recommendations for parkland, other public facilities, and activity centers.

Policy 2.1.8

The DPDS will prepare, as an early action, a master plan for the Portland Neighborhood and Portland and Louisville Canal to address and integrate plan recommendations regarding the proposed Portland Activity Center.

Policy 2.1.9

The DPDS will prepare, as an early action, a master plan for the Louisville Water Tower to identify actions to enhance the public use of this area.

Objective 2.2

Develop and promote a diversity of places along the Riverfront for concerts, festivals, and other community events.

Policy 2.2.1

The L/JCPD, Waterfront Development Corporation, and other agencies will develop open spaces such as the Great Lawns at Shawnee and Waterfront Parks, the Louisville Water Tower property, and Riverside, the Farnsley-Moremen Landing as venues for community events and festivals.

Policy 2.2.2

Louisville and Jefferson County will coordinate expanded programming of special events such as ethnic festivals, concerts, and arts and crafts shows to occur along the riverfront.

Policy 2.2.3

Louisville and/or Jefferson County will give the highest priority to appropriate riverfront sites in locating future facilities for community events (e.g., a barge stage).

Objective 2.3

Manage development in the River Corridor to enhance and maintain landscape quality and preserve open space.

Goal 3

A place where **people connect to nature**, in a healthy environment which sustains human needs and conserves natural resources.

Objective 3.1

Identify, preserve, and restore important natural resources within the River Corridor such as wetlands, steep slopes, and significant habitat areas.

Policy 3.1.1

The Department of Planning and Environmental Management (DPEM) will coordinate with the Kentucky State Nature Preserve Commission to complete a comprehensive inventory of significant natural resources within the Ohio River Corridor, such as wetlands, unique habitat areas, and habitats for rare, threatened and endangered species. This inventory will use an “ecological systems approach” as a basis for identifying key areas in need of protection.

Policy 3.1.2

The DPDS and L/JCPD will coordinate with River Fields and other public and private organizations to acquire land or conservation easements to protect areas with significant natural resources.

Policy 3.1.3

The DPDS will develop and implement land use policies, regulations, and incentives using a “form district” approach combined with environmental performance standards to encourage developers to protect significant natural resources (e.g., by clustering or maintaining buffers between development and sensitive areas).

Policy 3.1.4

The DPDS will develop and implement regulations, such as environmental performance standards and an erosion and sedimentation control ordinance, to control erosion on river and stream banks and other steep slope areas.

Policy 3.1.5

The DPDS will investigate the potential for implementation of a wetland mitigation bank in Jefferson County.

Policy 3.1.6

The DPDS will encourage the preservation of native vegetation areas in development proposals. The L/JCPD and other public land management agencies will conserve areas of native vegetation in public owned lands, introduce new areas of native vegetation where appropriate, and manage exotic invasive species.

Policy 3.1.7

The DPDS and County Public Properties shall explore methods to ensure that CID lands are managed in a way that is consistent with the intent of the original referendum regarding flood control and flood protection.

Policy 3.1.8

Louisville and Jefferson County will develop a program for addressing erosion problems along the banks of the Ohio River and its tributaries.

Objective 3.2

Manage the floodway and 100-year floodplain of the River to protect the public health, safety, and welfare and to preserve open space.

Policy 3.2.1

Louisville and Jefferson County and MSD should adopt a revised floodplain ordinance to regulate development and redevelopment within the 100-year floodplain and floodway of the Ohio River and designated streams within the Ohio River Corridor. The revised ordinance will prohibit residential and other non-river dependent development within the conveyance zone (the area needed to discharge the regulatory flood without cumulatively increasing the water surface elevation more than one tenth (0.10) of one foot) of the Ohio River.

Policy 3.2.2

The revised floodplain ordinance should require future development and redevelopment within the regulatory floodplain to conform with the floodplain regulations in place at the time of application.

Policy 3.2.3

The revised floodplain ordinance should prohibit storage of toxic and hazardous materials within the 100-year floodplain.

Policy 3.2.4

The MSD will implement a system to minimize public costs due to flood damage through identification of repetitive loss properties within the 100-

year floodplain as a basis for government action.

Policy 3.2.5

The DPDS and L/JCPD will coordinate with River Fields and other public and private organizations to acquire land or conservation easements within the 100-year floodplain.

Policy 3.2.6

As part of a floodplain land acquisition strategy established in accordance with Policy 3.2.5, the DPDS will pursue relocation of incompatible uses within the floodway/floodplain such as Louisville Environmental Services and Valley Sanitation.

Objective 3.3

Maintain and improve the quality of the Ohio River Corridor's air and water resources.

Policy 3.3.1

The MSD will coordinate implementation of the recommendations of the *Multi-Objective Stream Corridor/Greenway Plan*, such as protecting undeveloped and restoring degraded stream corridors, maintaining vegetated buffers along rivers and streams, and enacting an erosion and sedimentation control ordinance.

Policy 3.3.2

The MSD will manage wastewater disposal to reduce water quality impacts, for example by providing public sewers to replace problem package treatment plants or on-site systems and encouraging the use of alternative treatment technologies.

Policy 3.3.3

In order to improve water quality in Harrods Creek, the MSD will evaluate the feasibility of eliminating the Prospect Wastewater Treatment Plant and replacing it by expansion of its sewer service area.

Policy 3.3.4

The MSD will manage stormwater to reduce water quality impacts, for example by modernizing the combined sanitary/storm sewer system and providing vegetated treatment of urban runoff where feasible.

Policy 3.3.5

The DPEM will coordinate implementation of the air quality recommen-

dations of the *Mobility Strategy*, such as reducing traffic congestion and improving traffic flow, promoting the use of travel alternatives (transit, bicycle, and pedestrian), and encouraging higher density, mixed use developments.

Policy 3.3.6

The DPDM will support the Louisville Water Company in the evaluation and potential development of a riverbank groundwater supply in northeast Jefferson County (between Zorn Avenue and the Oldham County line) to provide for the community’s future drinking water needs.

Policy 3.3.7

The DPDM will evaluate options for and encourage the provision and use of additional boat pump-out stations to protect water quality in rivers and streams.

Objective 3.4

Establish nature preserves, trails, and interpretive facilities to allow people to enjoy the river Corridor’s natural resources.

Policy 3.4.1

The DPDS and L/JCPD will coordinate with River Fields and other public and private organizations to acquire land or access easements on land containing significant natural resources.

Policy 3.4.2

The L/JCPD, River Fields, and other public and private managers of natural areas within the Ohio River Corridor will develop preserves with trails, interpretive exhibits, and other low impact public use facilities where compatible with resource protection.

Policy 3.4.3

Jefferson County will dedicate Community Improvement District (CID) lands along the Ohio River and Mill Creek in southwestern Jefferson County as part of a regional park and nature preserve with an appropriate level of public access for recreation and environmental education.

Policy 3.4.4

The L/JCPD, River Fields, and other managers of nature preserves within the Ohio River Corridor will coordinate with the Jefferson County Public School District’s Outdoor Classroom Committee to involve students in environmental education and land management activities.

Policy 3.4.5

The DPDS, L/JCPD, Louisville and Jefferson County Public Works Departments, and other involved agencies will make preservation of natural resources a priority concern in developing trails and other public use facilities.

Goal 4

A place where **home connects to work**, in a rich fabric of culturally and economically diverse neighborhoods, employment centers, and the travel between them.

Objective 4.1

Promote a variety of lifestyle choices in existing and new neighborhoods of distinctive character, with a range of housing types and costs, and supported by local services such as shops, parks, and schools.

Policy 4.1.1

The DPDS will develop and implement land use policies, regulations, and incentives using a “form district approach” to help protect the current character of existing residential areas and encourage the new development of healthy, coherent neighborhoods.

Policy 4.1.2

The DPDS will coordinate with providers such as the MSD, L/JCPD, Louisville and Jefferson County Public Works Departments, and Jefferson County Public School District to direct the provision of public infrastructure, facilities, and programs to help sustain and revitalize existing residential areas and encourage the new development of healthy, coherent neighborhoods.

Policy 4.1.3

The DPDS will coordinate with the Housing Authorities of Louisville and Jefferson County and the Louisville Development Authority (LDA) to develop a housing strategy that directs public and private investment and programs to support appropriate housing choices within the Ohio River Corridor.

Policy 4.1.4

The DPDS will develop and implement land use regulations and policies that balance the locations of neighborhoods and employment centers, in order to minimize adverse impacts on residential areas such as noise, traffic, and air pollution and to ensure close connections between places

where people live and work.

Objective 4.2

Provide a variety of industrial and commercial employment and investment opportunities within the River Corridor.

Policy 4.2.1

The DPDS will develop and implement land use policies, regulations, and incentives using a “form district approach” to help integrate and promote new activity and employment centers within the pattern of development.

Policy 4.2.2

The Louisville/Jefferson County Office for Economic Development and Greater Louisville Economic Development Partnership will work with Louisville and Jefferson County to develop a public/private strategy to maintain the long-term viability of the Rubbertown industrial area. This strategy will address issues such as investment in public infrastructure, cleanup and reuse of contaminated sites, marketing.

Policy 4.2.3

The DPDS will coordinate with property owners in Rubbertown to integrate industrial use and development with other public objectives such as development of a riverfront trail and natural resource protection.

Policy 4.2.4

The DPDS will develop and implement regulations and design guidelines to buffer and protect residential areas from adjacent industrial uses.

Policy 4.2.5

The Riverport Authority will continue to market and develop Riverport Phases 1 and 2.

Policy 4.2.6

The DPDS will coordinate with the Riverport Authority to integrate economic development with other public objectives such as development of a riverfront trail and natural resource protection.

Policy 4.2.7

The DPDS will implement land use policies and regulations that reserve appropriate riverfront sites such as the Upper River Road industrial area for river related development.

Policy 4.2.8

The DPDS will implement land use regulations that allow development of commercial leisure businesses related to the River, such as boating services and restaurants, in appropriate locations.

Policy 4.2.9

The DPDS will implement land use policies and regulations using a “form district” approach to permit appropriate retail and service businesses in mixed use neighborhoods.

Goal 5

A place where **people connect to the past, present, and future**, by defining, preserving, and interpreting the community’s cultural heritage and identity.

Objective 5.1

Preserve significant historic and archaeological sites, buildings, and landscapes within the River Corridor.

Policy 5.1.1

The DPDS will coordinate with Jefferson County Historic Preservation and Archives and the LDA Landmarks Commission to continue to update the inventory of historic and archaeological resources within the Ohio River Corridor, including the Portland and Shawnee neighborhoods. Eligible resources will be nominated (or considered for nomination) to the National Register of Historic Places.

Policy 5.1.2

The DPDS will coordinate the actions of public and private organizations to acquire (through fee simple or easement) and preserve key historic and archaeological sites.

Policy 5.1.3

The DPDS will coordinate with Jefferson County Historic Preservation and Archives and the LDA Landmarks Commission to develop and implement regulatory incentives and programs to maintain the integrity of historic districts and encourage the preservation, rehabilitation, and adaptive reuse of historic buildings.

Policy 5.1.4

The LDA will work with residents of historic areas of the City, such as the Shawnee and Chickasaw neighborhoods, to develop and implement historic district designations where locally desired to strengthen neigh-

borhood identity.

Policy 5.1.5

The DPDS will develop and implement regulations and incentives for new development to protect the character of rural landscapes of Jefferson County. These regulations and incentives will include measures such as cluster development provisions and setback/buffer requirements for designated scenic byways, including Lower River Road, part of Dixie Highway, and Upper River Road.

Policy 5.1.6

The DPDS will coordinate with the Kentucky Transportation Cabinet and Waterfront Development Corporation to enhance River Road west of Zorn Avenue as a landscaped boulevard with separate bicycle/pedestrian circulation.

Policy 5.1.7

The DPDS will coordinate with the Kentucky Department of Agriculture and the U.S. Department of Agriculture Natural Resources Conservation Service to promote the use of programs which maintain or preserve agricultural land and woodland, for example, through preferential tax assessments and purchase of development rights.

Objective 5.2

Tell the story of human use of the River by developing a coordinated system of interpretive sites focused on past and present settlement, commerce, and industry.

Policy 5.2.1

Louisville and Jefferson County will develop a coordinated promotion and marketing strategy for heritage sites in the River Corridor such as Riverside, the Farnsley-Moremén Landing, Shawnee and Chickasaw Parks, the Portland Museum, Falls of the Ohio State Park, Hillerich & Bradsby Museum, Louisville Science Center, and the Belle of Louisville.

Policy 5.2.2

As part of the coordinated promotion and marketing strategy established in accordance with Policy 5.2.1, Louisville and Jefferson County will develop a coordinated system of maps and directional signage identifying heritage attractions within the Ohio River Corridor and a variety of walking, bicycling, driving, and transit tours linking the sites.

Policy 5.2.3

Louisville and Jefferson County will establish an Information Center that will serve as a dissemination point for information about heritage attractions within the Ohio River Corridor.

Policy 5.2.4

Louisville and Jefferson County will work with the U.S. Army Corps of Engineers to develop a McAlpine Locks Interpretive Center.

Policy 5.2.5

Louisville and Jefferson County will work with U.S. Army Corps of Engineers and LG&E to develop a plan for Shippingport Island that provides public access, conserves natural habitat, and addresses safety and security issues.

Policy 5.2.6

Louisville and Jefferson County will evaluate and pursue where feasible the development of historic and cultural sites and facilities such as the Aydelott House, LG&E power plants, Portland Wharf, Portland Marine Hospital, McAlpine Locks, MSD and Louisville Water Company properties, the “Point” in Butchertown at Thurston Park, an African American heritage center, and an excursion railroad for southwestern Jefferson County as heritage/interpretive attractions.

Policy 5.2.7

Louisville and Jefferson County will coordinate with the adjacent municipalities within Floyd and Clark Counties to explore the feasibility of a trolley, bus, or light rail loop linking heritage attractions on the Kentucky and Indiana sides of the River.

Policy 5.2.8

Louisville and Jefferson County will evaluate and pursue where feasible the development of landings and emergency moorings for excursion boats at Riverside, the Farnsley-Moremens Landing and other appropriate locations along the River.

Policy 5.2.9

Louisville and Jefferson County will coordinate with Hardin and Oldham Counties in Kentucky and Harrison, Floyd, and Clark Counties in Indiana to develop a regional Ohio River Heritage Corridor strategy.

Objective 5.3

Develop and implement a unified design approach to establish a coherent identity for the public landscapes of the Ohio River Corridor.

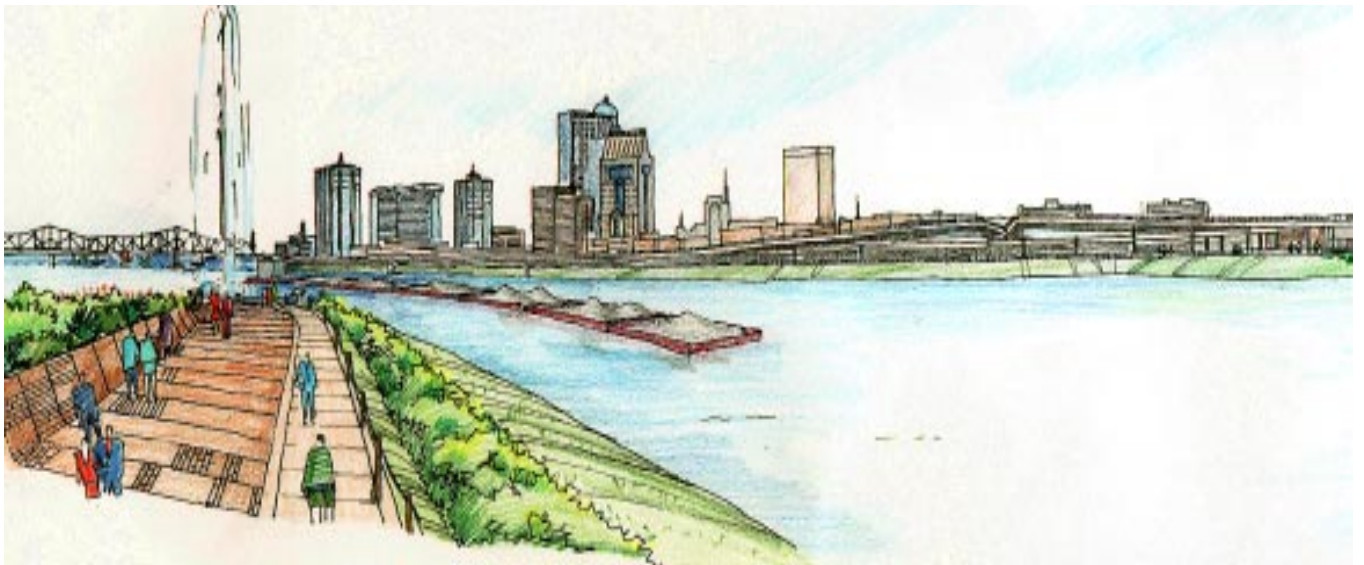
Policy 5.3.1

The L/JCPD, Louisville and Jefferson County Public Works Departments and County Public Properties, in coordination with other interested entities and organizations such as the LWC and the MSD, will develop guidelines for treatment of elements such as furnishings, signage, planting, paving, etc. in the design of trails, parks, plazas, streetscapes, and other public places within the Ohio River Corridor.

Policy 5.3.2

The design guidelines established in accordance with Policy 5.3.1 will encourage expression of the local natural and cultural heritage of project sites through means such as interpretive displays, preservation/restoration/new areas of indigenous vegetation, and works of art.

6. Implementation Strategy



6. Implementation Strategy

In Chapter 4, approximately 100 actions, each of which would contribute to achieving the Plan Vision, are identified and spatially arrayed throughout the 37-mile Ohio River Corridor. In Chapter 5, the policies that trigger these actions are described more fully. In simplest terms, Chapters 4 and 5 answer the questions, “What do you do?,” “Where do you do it?,” and “Who does it?” A remaining question is: “How do you do it?”

As even a casual reader of this Master Plan must now realize, the Plan Vision may be simply and directly stated but cannot be achieved with the same simplicity. Achieving the maximum potential benefit from the Ohio River Corridor for the enjoyment and well being of all residents of Louisville and Jefferson County will require that a number of complex actions be initiated and carried to conclusion or sustained over a long period of time. Successfully implementing these actions will require a high level of citizen involvement and commitment by community leaders and decision makers. High visibility actions that can be put into place in the short term need to be identified to build a track record of success and generate momentum for implementation of the entire Plan.

For example, the very first policy (Policy 1.1.1) requires direct coordination between seven public or semi-public agencies to plan and construct the Ohio River Corridor Trail. If the private agencies, land owners, investors, and neighborhood organizations who have a direct interest in this project are added to the list of stakeholders, the process, for planning alone, becomes even more complex. Preparing detailed plans for the various trail segments is only the first step in a sequence of actions that will extend over several years to culminate in the Ohio River Corridor Trail being physically in place and in use. In this process, the trail segments that have already been built or are in various stages of planning and construction (e.g., RiverWalk) are tangible evidence of success and will help build support for planning and construction of the entire trail.

This chapter addresses the following components of an implementation strategy for the Ohio River Corridor Master Plan:

1. Development of an organization to focus on implementation of the non-regulatory recommendations of the Plan.
2. Key regulatory changes that should be considered to help achieve Plan objectives.
3. Capital improvements projects, including phasing and order-of-magnitude cost estimates.
4. Follow-up studies to further develop certain Plan recommendations.
5. An action program for the first year following Plan adoption.

Implementing Organizations

In order to achieve the Key Concepts and thus the Plan Vision, a clearly defined management approach is needed to initiate the recommended actions and carry them to a successful conclusion. The management mission for the Ohio River Corridor is two-fold:

1. To seek continuing public support for the Plan Vision and the Key Concepts by initiating a broad based public information program describing progress made, improvements remaining to be done, and benefits gained through the emerging Ohio River Corridor Master Plan implementation program.
2. To facilitate and carry out the policies necessary to achieve the objectives of the Ohio River Corridor Master Plan.

To carry out this mission, it is recommended that the tenure of the Ohio River Corridor Master Plan Executive Committee be extended for one year to begin an implementation program. During this time, the Executive Committee should establish a River Corridor Committee to coordinate the non-regulatory actions recommended within the Ohio River Corridor, coordinate marketing and special events in the River Corridor, and monitor stewardship practices in the operations and maintenance of public lands and dedicated conservation lands, although actual operations and maintenance will remain the responsibility of other agencies and organizations.

Policies in the Plan that require regulatory action will be carried out by the Louisville/Jefferson County Planning Commission, the planning unit authorized to enact land use regulations under Kentucky Revised Statute (KRS) 100. The Division of Planning and Development Services (DPDS), which serves as staff to the Planning Commission, will be charged with developing and implementing the regulations.

River Corridor Committee

The specific role of the River Corridor Committee, as well as its makeup, by-laws, and empowering entity, will be established by the Executive Committee. Activities of the River Corridor Committee may include:

- Making recommendations on development proposals within the River Corridor.
- Advising and coordinating with River Fields, and other private groups involved in River Corridor issues.
- Participating in long-range planning for the River Corridor, although primary responsibility for planning would still reside with DPDS and LDA.
- Making recommendations regarding public land and easement acquisition policies and programs.
- Fund raising from donors and grant sources.
- Coordinating marketing and special events in the River Corridor.
- Monitoring stewardship practices in the operations and maintenance of public lands and dedicated conservation lands.

It will be necessary to define the geographic area within which the River Corridor Committee will operate. Boundaries for the Ohio River Corridor should be the Ohio River's edge and at the extreme northeast and southwest corners of Jefferson County, the borders of adjacent counties. The inland boundary is more difficult to define. In establishing this boundary, clearly recognizable physical edges should be sought. These should include natural features, such as the escarpment in the northeastern portion of the Corridor, or clearly defined man-made elements such as Interstate 71 in Louisville and Dixie Highway in southwest Jefferson County. In some areas, the edge of the existing urban pattern of development may form a logical edge.

Funding and staff support for the River Corridor Committee should be provided by the Division of Planning and Development Services.

Regulatory Changes

To achieve the objectives of the Master Plan, some current regulations will have to be modified or expanded and new regulations put in place. Many of these regulatory changes are a part of an effort being undertaken by the City and the County in a much broader context. Chief among these is the use of form districts as described in the Cornerstone 2020 Community Form Plan. Nine of the eleven proposed form districts and special planning areas will occur in the Ohio River Corridor Master Plan Study

Area. These are described briefly in Chapter 4 and arrayed spatially in the three sub-area maps contained in the same chapter.

Each form district will allow a mixture of land uses and intensity levels. In addition, site and community design standards will be created based upon the distinct character and pattern of development in each district. These standards will ensure that new development preserves or enhances this pattern and character. Standards will address issues such as building height, setbacks and lot dimensions, building design, and buffers and compatibility.

An additional set of guidelines may be needed to protect and preserve areas with significant character due to cultural, historic, or visual resources. The Cornerstone 2020 Comprehensive Plan establishes the concept of special districts to act as a supplemental overlay to the form districts in these areas.

Within the River Corridor, a special district may provide an appropriate vehicle to encourage developments that preserve visual character. As documented in *Technical Memorandum: Visual Landscape Analysis*, prepared by Carol R. Johnson, Associates, Inc., desirable views within the Ohio River Corridor can be generally classified. Views of the water's edge and of the Ohio River itself are unique to this environment and are the most difficult to replicate. Retention of these views where they occur should be given the highest priority. Views to public open space, to the greenway connections in some cases, to the urban fabric (particularly the center city skyline), and to landmarks such as the Louisville Water Tower are also important and should be given a second priority level of attention.

The visual quality of both the northeast and southwest portions of the corridor is both defined and enhanced by the pastoral landscape. This landscape is descended directly from, and still reflects, the agricultural practices of the past. Marked by tilled fields and pastures, stone fences, osage orange fencerows and woodlands, this is "the country." As a counterpoint to "the city," it is now and has historically been a highly prized landscape.

In both the northeast and the southwest, some of the pastoral landscape is protected by public or institutional ownership (e.g., the properties acquired by the Community Improvement District and by River Fields). Much, however, remains in private hands. As such, this land is subject to conversion from a pastoral to an urban or suburban setting.

Special districts will be designated through a public review process which includes public comment; designations could occur upon completion of the performance standards for each district.

Another current regulatory initiative that will contribute greatly to achieving the objectives of the Master Plan is the development of **environmental performance standards**, including revised **floodplain regulations**. These standards are being developed to protect environmental resources throughout the City and County. They will address a range of conservation and management issues, including erosion and sedimentation controls, steep slopes and sensitive soils, and protection of natural habitat and vegetation.

A number of regulatory changes are being developed to address definition of and controls over development within the floodplain. These changes, which will be adopted by the City and County as part of implementation of the *Multi-Objective Stream Corridor/Greenway Plan*, include:

- The establishment of a 100-year regulatory floodplain that assumes a “buildout” condition for each watershed.
- The redefinition of the floodway (or conveyance zone) based upon a 0.1 foot rise and prohibition of new development with the exception of special cases, such as port/shipping infrastructure.
- Careful enforcement of controls over development activity throughout the regulatory floodplain.
- Prohibition of storage of hazardous waste within the regulatory floodplain.
- Establishment and/or enforcement of strict policies governing the redevelopment of non-conforming uses within the regulatory floodway/floodplain.

The Metropolitan Sewer District (MSD) is responsible for implementation of regulatory changes related to floodplain management. Under MSD guidance, a new floodplain ordinance is currently being drafted.

Scenic Corridors

In addition to these County-wide initiatives, establishment of locally designated scenic corridors within the Ohio River Corridor should be considered for inclusion in the Master Plan implementation strategy.

At the current time Upper River Road is designated as a scenic byway by the State of Kentucky. In addition to this roadway, it is recommended that Lower River Road, the southwest portion of Dixie Highway, River Road west of Zorn Avenue, and the Ohio River Corridor Trail be considered for local designation as scenic corridors.

Scenic corridor designation would affect decisions made regarding the roadway or trail itself and the right-of-way. Design guidelines for elements such as signage, lighting,

and vegetation would be created in order to establish a coherent identity for these river-related scenic corridors. Special attention should be paid to landscape treatment within the right-of-way, using species that develop high branching habits so that the corridor is visually marked by bands of trees but views are not restricted by low, dense vegetation.

The cross-sections of Lower and Upper River Roads should provide a two-lane roadway with a shoulder and where adequate right-of-way exists, separate bicycle and pedestrian pathways. Therefore, the corridors should accommodate automobile, bicycle and pedestrian movement. The cross-sections of the southwest section of Dixie Highway and River Road west of Zorn Avenue may have more vehicular travel lanes due to traffic demands but should be similarly conceived in terms of the need to accommodate bicycle and pedestrian movement and their effects on the adjacent landscape. In general, as traffic demand increases along these scenic corridors, it would be preferable to design alternative routes into the system rather than to increase capacity by providing additional travel lanes.

A process that includes public review and comment would be established for designating scenic corridors and for developing design guidelines. The process would be led by the Division of Planning and Development Services in coordination with public agencies responsible for maintaining the right-of-way, the River Corridor Committee, and interested organizations and citizens.

A scenic corridor is a visually attractive element in itself as well as a resource that affords its users visual delight in the views of the larger landscape from the river. With respect to new development on land next to the right-of-way of a designated scenic corridor, performance standards will be established through the form districts for building location, height, and massing, signage, lighting, and grading.

Scenic corridor guidelines and form district/special planning areas performance standards can establish a visually attractive environment within the corridor itself and can protect visual access to selected, desirable views. However, corridor regulations are of little help in the protection of the scenic quality of the wider landscape. Non-regulatory actions such as establishment of the proposed regional park for Southwest Jefferson County, stream corridor greenways, and the Ohio River Corridor Trail can help to protect valued landscapes. There are also programs such as Kentucky's Agricultural District Act and preferential agricultural land tax assessments that are designed to support farming activities. Working with private landowners to explore development options other than the suburban style subdivisions at the densities permitted by existing zoning is another potentially effective preservation strategy. Such "limited development" options can be designed to meet the financial objectives of the landowner while preserving important features of the landscape. Where successfully used

in other parts of the country, this strategy is generally pursued by private land conservation organizations rather than by public agencies.

Capital Improvements

Chapter 4 (The Plan) identifies a variety of physical improvement projects that will involve the expenditure of public funds. These projects include completion of the Ohio River Corridor Trail, neighborhood connections, activity centers, and various parkland improvements. At this early planning stage, it is difficult to define with accuracy the cost implications of most of these projects. Nevertheless, an order-of-magnitude estimate of the potential capital costs of short-term (1996-2000), mid-term (2001-2010), and long-term (2011-2020) projects is presented in Table 2.

It should be stressed that these figures represent a rough guide to the improvement costs likely to be associated with completion of a basic framework for the physical reconnection of the River and the community. Special projects such as Waterfront Park, the Belvedere Connector, and the restoration of Shawnee Park have not been included. The cost estimates presented in Table 2 do not include any allowance for land acquisition since at this time the extent and usefulness of existing public-owned land have not been assessed. Some of the costs, such as those for local and regional parkland, duplicate costs identified in other 2020 Plan components such as the *Parks and Open Space Master Plan*.

Short-term Capital Improvements

Several categories of public improvements projects are recommended for early action and are therefore included in the short-term (1996-2000) phase in Table 2. These categories, which are described below, include:

- Completion of the Ohio River Corridor Trail.
- Development of two activity centers.
- Improvements at a variety of parks and visitor attractions.
- A pilot project for scenic byway landscape improvements.

The total estimated cost for these first phase improvements is just over 17 million dollars, suggesting that between four and five million dollars should be dedicated annually until the year 2000 for capital improvements necessary to initiate the implementation of this Master Plan. As one of its first tasks, the River Corridor Committee should assume the responsibility of specifically defining and ensuring the implementation

Table 2

PROPOSED CAPITAL IMPROVEMENTS: PHASING AND COST ESTIMATES						
Item	Units	Unit Cost	Short-term (1996-2000)	Mid term (2001-2010)	Long-term (2011-2020)	Total Cost
Greenway/Trail Connections (Miles)	52 miles	\$400,000/mi	\$12,000,000	\$5,600,000	\$3,200,000	\$20,800,000
Street Connections (Miles)	17 miles	\$200,000/mi	\$400,000	\$1,000,000	\$2,000,000	\$3,400,000
Activity Centers	5	\$750,000/ea	\$1,500,000	\$1,500,000	\$750,000	\$3,750,000
Regional Parkland (Acres)	500 acres	\$10,000/ac	\$500,000	\$1,500,000	\$3,000,000	\$5,000,000
Local Parkland (Acres)	150 acres	\$100,000/ac	\$2,500,000	\$2,500,000	\$5,000,000	\$10,000,000
Scenic Byway Landscape (Miles)	23 miles	\$50,000/mi	\$150,000	\$500,000	\$500,000	\$1,150,000
TOTAL COST			\$17,050,000	\$12,600,000	\$14,450,000	\$44,100,000

Cost figures are in constant 1996 dollars.

of priority capital improvement projects.

Ohio River Corridor Trail

One of the most important short-term projects will be to complete construction of the entire 37-mile Ohio River Corridor Trail, extending the successful Louisville RiverWalk outward into the County. Also important in the short term is to begin the construction of greenway and street connections between the River and adjacent neighborhoods. The following plan actions, each of which is defined in Chapter 4, fall within this category:

- SW-7 Ohio River Corridor Trail Segment 1
- SW-11 Frost Middle School Connection
- SW-16 Ohio River Corridor Trail Segment 2
- SW-18 Railroad Greenway
- Ce-5 Ohio River Corridor Trail Segment 3
- Ce-13 Park Duvalle Connection
- Ce-17 Ohio River Corridor Trail Segment 4

- Ce-32 Ohio River Corridor Trail Segment 5
- Ce-34 Butchertown Connections / Early Action Master Plan
- NE-1 Zorn Avenue Connection
- NE-9 Ohio River Corridor Trail Segment 6
- NE-27 Ohio River Corridor Trail Segment 7

Activity Centers

Two activity centers, one on Lower River Road north of Farnsley-Moremén and the other at the Louisville Water Tower, have been identified as priorities for the first phase. It is envisioned that public improvements at these centers would encompass an area of about five to ten acres, providing at a minimum a staging area with parking for trail access, information signage, picnic facilities, and restrooms. The completion of these public improvements should be phased to coincide with the construction of the respective reaches of the Ohio River Corridor Trail. The following plan actions, each of which is defined in Chapter 4, fall within this category:

- SW-17 Southwest Area Early Action Master Plan (This plan will incorporate more detailed planning and design regarding the Lower River Road Activity Center.)
- SW-25 Lower River Road Activity Center
- NE-6 Water Tower Activity Center/Early Action Master Plan

Parks and Visitor Attractions

Ongoing efforts, such as at Riverside, the Farnsley-Moremén Landing and Shawnee, Riverview, and Cox Parks, should, of course, be continued. New local parks (in accordance with the *Parks and Open Space Master Plan*), a first phase of improvements to the proposed new regional park in the southwest, and improvements in the Portland area are also recommended as early action items. The following plan actions, each of which is defined in Chapter 4, fall within this category:

- SW-13 Local Parkland Development
- SW-19 Regional Park (initial phase of improvements)
- SW-22 Riverside, the Farnsley-Moremén Landing (continued improvements)
- SW-33 Riverview Park (boat ramp improvements)
- Ce-12 Local Parkland Development
- Ce-15 Chickasaw Park (preparation of a Master Plan)

- Ce-21 Portland Wharf (initial phase of improvements)
- Ce-26 Shippingport Island (initial phase of improvements)
- Ce-27 Portland Area Master Plan

Scenic Byways

The first phase should also include a pilot project to complete a few miles of landscape improvements along the southwest reach of Dixie Highway, Lower River Road, and/or Upper River Road. This project will require the establishment of landscape design guidelines for local scenic byways.

Follow-up Studies

In addition to the physical improvements discussed above, the Ohio River Corridor Executive Committee has identified a number of studies that should be undertaken to more closely examine particular issues and areas of the River Corridor.

Early Action Master Plans

Four Early Action Master Plans, each of which is briefly described below, should be completed in the first phase (1996 - 2000) of the Plan's implementation.

Southwest Area

This plan should address the area in the southwest portion of the Corridor from the Salt River to Riverport Phase 2. It should evaluate and develop the concept of a new Southwest Regional Park, the Salt River Activity Center, the potential Pond Creek impoundment, the Kosmos property, the CID lands along the Ohio River and Pond and Mill Creeks, the Farnsley-Moremeyn property, and the proposed Lower River Road Activity Center. (The Southwest Area Master Plan should be completed as soon as possible, and it is therefore included in the Year One Action Program described below.)

Portland Area

This plan should address the area around Portland Wharf and Shippingport Island. It should evaluate the continued development and interrelationships of recreation facilities and visitor attractions such as the Portland Wharf, the McAlpine Locks and Dam, Shippingport Island, RiverWalk, Lannan Park, the Portland Museum, and the Portland Marine Hospital. The Plan should also examine the potential for redevelopment of the area north of I-64 generally between 16th and 21st Streets.

Butchertown Area

This plan should address the area of the Butchertown neighborhood north of the floodwall, extending from the new Waterfront Park to the industrial zone east of Eva Bandman Park. It should evaluate and make recommendations for greenway and street connections and enhancements between Butchertown and East Louisville and the River. The study should examine the potential for re-establishment of street connections between River Road and East Louisville and make recommendations for the landscape treatment of Upper River Road. Further, the study should support the recently completed ‘Conceptual Design Plan Butchertown Greenway’ for a network of trails connecting the neighborhood to the Ohio River. It should incorporate plans for the redevelopment of Thruston Park, the linkage of the Ohio River Corridor Trail eastward from Waterfront Park, and the design of other public recreational facilities. The plan should also address the reuse or redevelopment of land north of the floodwall, and the currently under utilized industrial properties between Hancock and Ohio Streets.

Louisville Water Tower Area

This plan should address the area around the Louisville Water Tower, extending approximately from the industrial zone just west of Zorn Avenue to Cox Park. It should assess the potential for enhanced use of the Water Tower site, integration of the Upper River Road bikeway, the landscape treatment of Upper River Road, and the function of the Zorn Avenue intersection as a gateway into the City from the northeast.

Marketing Strategy

It is also recommended that a study be undertaken in the first phase to develop a coordinated promotion and marketing strategy for heritage sites in the River Corridor such as Riverside, the Farnsley-Moremén Landing, the Portland Wharf, the Falls of the

Ohio State Park, the Hillerich & Bradsby Museum, and the Belle of Louisville. The study should address the development of a coordinated system of maps and directional and interpretive signage, and a variety of walking, bicycling, driving, and transit tours linking sites on both sides of the River.

Year One Action Program

During the course of the planning process, the Ohio River Corridor Executive Committee has identified several actions that should be undertaken in the first year following Plan adoption to begin the process of reconnecting the community to the River. These actions are:

- Establishment of an River Corridor Committee.
- Production of a promotional brochure or poster.
- Preparation of the Southwest Area Early Action Master Plan.

River Corridor Committee

As described above under “Implementing Organizations,” the Ohio River Corridor Executive Committee should remain in place for the first year of the Master Plan’s implementation. One of the primary tasks of the Committee in the year following adoption of the Master Plan will be to create a River Corridor Committee to guide the Plan’s implementation. This work effort should include definition of a geographic boundary marking the extent of the River Corridor Committee’s efforts. It is anticipated that an intensive effort involving input from legal and planning professionals will be required to accomplish this task.

Promotional Brochure or Poster

In order to sustain and generate additional project support and sponsorship, it is strongly recommended that a full-color promotional brochure or poster be prepared summarizing the recommendations for the future of the Ohio River Corridor.

Southwest Area Early Action Master Plan

The Early Action Master Plan for the southwest area of the County, roughly from the Salt River to Riverport, is described above in the “Follow-up Studies” section. In

order to resolve the wide variety of complex issues encompassed in this area, it is anticipated that this study would require a significant planning effort, probably lasting approximately six months.

The Ohio River Corridor is one of Louisville and Jefferson County's most extraordinary assets. Over the years, the City and County have drawn benefit from the River in many ways. This Master Plan charts a course for the Corridor over the next 25 years and beyond. A commitment to implementing the Year One Action Plan will accomplish the first step in realizing the vision of the Ohio River as the **corridor of connections** where people, land and water come together in a celebration of unity.



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