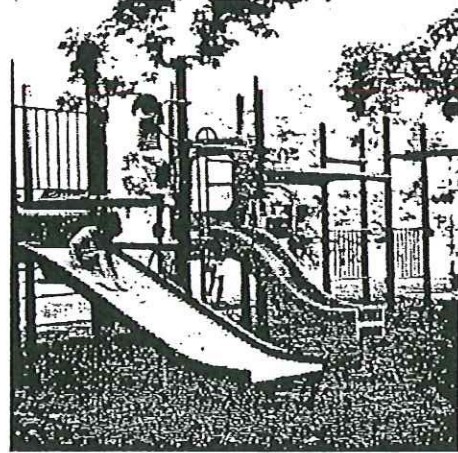
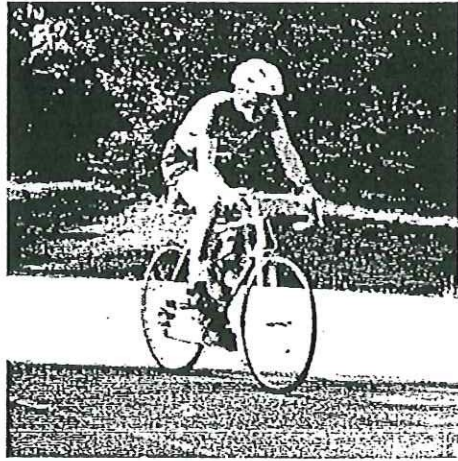
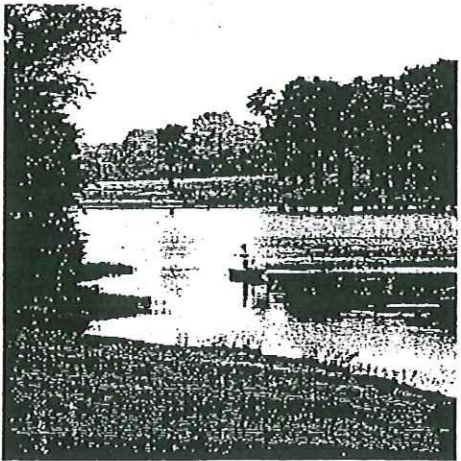


# Parks and Open Space Master Plan



---

July 1995





# Contents

<b>Summary</b> .....	<b>1</b>
<hr/>	
<b>I. Introduction</b> .....	<b>9</b>
A. Project Origin and Planning Process .....	9
B. Cornerstone 2020 Comprehensive Plan .....	10
<hr/>	
<b>II. The Context</b> .....	<b>13</b>
A. Regional Setting .....	13
B. Existing Park, Recreation, and Open Space Facilities .....	13
C. Natural and Cultural Resources .....	15
C1. Physiography and Soils	
C2. Hydrology	
C3. Biological Resources	
C4. Cultural and Historic Resources	
C5. Agricultural Lands	
C6. Visual Resources	
C7. Natural and Cultural Resources Summary	
D. Population .....	29
E. Development Pattern .....	30
F. Administration and Finance .....	32
F1. Administration, Operations, and Maintenance	
F2. Capital Investment	
<hr/>	
<b>III. Park and Recreational Facility Needs Analysis</b> .....	<b>37</b>
A. Parkland Needs Analysis .....	38
B. Recreational Facility Needs Analysis .....	44
<hr/>	
<b>IV. The Plan</b> .....	<b>67</b>
A. Guiding Principles .....	67
B. Goals, Objectives, and Policies .....	70
B1. Open Space Definition	
C. Plan Components .....	83
C1. Open Space Structure	
C2. Greenway Trails and the County Loop	
C3. Parkland	
C4. Recreational Facilities	
<hr/>	
<b>V. Implementation</b> .....	<b>91</b>
A. Cost Estimates .....	91
A1. Capital Improvements	
A2. Operations and Maintenance	

B. Implementation Options .....	100
B1. Finance and Revenue Generation	
B2. Development Controls and Regulations	
B3. Other Implementation Opportunities	
<hr/>	
Acknowledgements .....	115
<hr/>	
Appendices	
A. Recreation Facilities Distribution .....	A1
B. Capital Improvements Cost Estimate Breakdown .....	B1
<hr/>	
Figures	Following Page
Figure II.B.1 Existing Parks and Open Space .....	14
Figure II.C.1 Farmlands in Jefferson County .....	26
Figure II.E.1 Generalized Land Use Map .....	30
Figure III.A.1 Existing Park Service Radii .....	38
Figure III.A.2 Recreation Planning Service Areas .....	44
Figure III.B.1 Louisville and Jefferson County Bicycle Network ....	64
Figure IV.C.1 2020 Parks and Open Space Concept Plan .....	82
Figure IV.C.2 Multi-Objective Stream Corridor/Greenway Plan ....	84
<hr/>	
Tables	
Table A Existing and Proposed L/JCPD and Recreation Facilities .	3
Table B Capital Cost Estimate (in 1995 dollars) .....	6
Table II.D.1 Historic Population - 1970 to 1990 Jefferson County ..	29
Table II.D.2 Population Projection - 1990 to 2020 Jefferson County .	30
Table II.E.1 L/JCPD Capital Funding 1978 - 1993 .....	34
Table II.E.2 L/JCPD Fiscal Year 1994 - 95 Capital Funding Projection .....	35
Table III.A.1 Comparative Park Standards .....	40
Table III.A.2 Parkland Acreage Needs Analysis .....	45
Table IV.C.1 Proposed Parkland Acquisition to 2020 .....	87
Table V.A.1 Capital Costs Estimate (in 1995 dollars) .....	92
Table V.A.2 Recreation Facility Capital Costs Estimate (in 1995 dollars) .....	95
Table V.A.3 Parks and Recreation Department Operations and Maintenance Budget Estimate for FY 2020 .....	96

Table A.1 Park Acreage Standards ..... A3  
Table A.2 Park Facilities Standards ..... A4  
  
Table B.1 Proposed Facilities Cost Estimate, 2020 ..... B3  
Table B.2 General Parkland Development Cost Estimate ..... B6

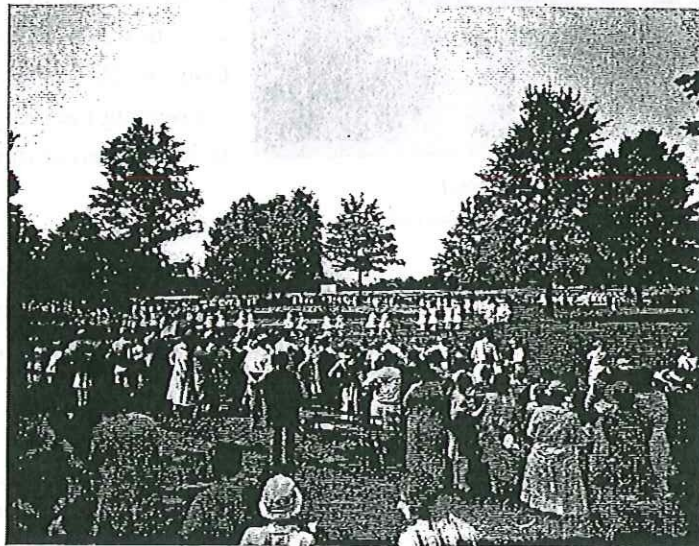


# SUMMARY

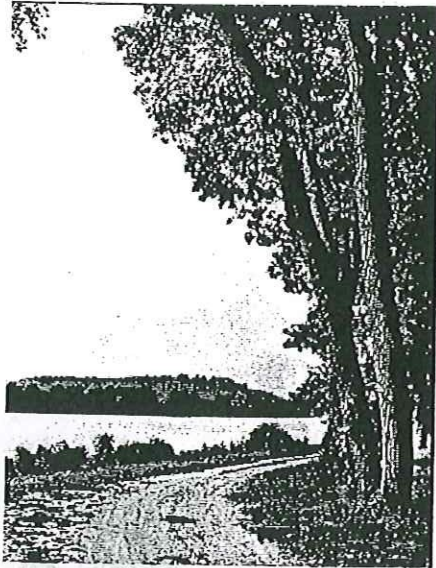
In 1811 steamboats began navigating the Ohio River, triggering an extraordinary expansion of the economy and population around the Falls of the Ohio – the only break in navigation on the Ohio and Mississippi Rivers between Pittsburgh and New Orleans -- and marking the urban origins of Louisville and Jefferson County. The ensuing transition from forest and farmland to city and suburb, dating back almost 200 years, will be essentially complete within the next 25 years. By the year 2020, the County's total population will have grown by another 56,000, and many of the County's open spaces, creeks, woodlands, and fields will have disappeared.

As they stand today, the City and County benefit enormously from the foresight of civic leaders who established jewels such as the Olmsted parks and the Jefferson County Memorial Forest. They recognized that as the community grew, its liveability would be defined in large measure by parks and open spaces forming a counterpoint to urban development -- man and nature in positive symbiosis. The opportunity to complete this rich heritage will be lost if it is not acted on quickly. By accepting the challenge and setting a positive course for Louisville and Jefferson County's future parks and open spaces, today's civic leaders will join their forebears in conserving and enhancing the community's identity and spirit, social cohesion, health and recreational opportunity, and economic vitality.

This Master Plan provides the framework for development of Louisville and Jefferson County's parks, recreation facilities, and open spaces over the next 25 years. Its implementation is intended to contribute to a civilized and healthy future and to perpetuate the best of the community's heritage.



*The Community's historic commitment to park development has played a key role in defining the character and liveability of Louisville and Jefferson County.*



*Diversity of recreational opportunity is a key aspect of the parks system.*



---

### What is the parks and open space system like now?

The existing parks system in Louisville and Jefferson County encompasses over 10,000 acres including the 5,192-acre Jefferson County Memorial Forest and 5,082 acres of other parkland ranging from corner lots to parks many hundreds of acres in extent. The system as a whole offers a variety of recreational activities and is reasonably well distributed throughout the City and County. However, aside from the legacy of the Olmsted parks and their connecting parkways, the parks system as it stands today largely reflects a lack of coherent direction for its development over the last 50 years.

Furthermore, while Louisville and Jefferson County's existing parkland is a valued resource, the quality of many of the parks has suffered from years of inadequate maintenance, a problem which must be remedied if the past investment of the community in developing the parks system is not to be squandered.

---

### What will the parks and open space system be like in 2020?

#### Goals

Four goals provide a definition of the future parks and opens space system:

1. A system of well-maintained parks and recreational facilities which meets the needs of the residents of Louisville and Jefferson County;
2. A network of open spaces and greenway corridors which protects significant natural resources;
3. A parks and open space system which preserves and enhances visual quality, protects historic and archaeological resources, and provides opportunities for education; and
4. An open space network which incorporates land needed to protect public health and safety.

(A series of objectives and policies which elaborate on these goals are presented in Chapter IV of the Master Plan).



**Plan Recommendations**

To accomplish these goals, it is recommended that nearly 6,000 acres of greenways and regional parkland and over 2,000 acres of local parkland, distributed in areas of most need, be added to the park system over the next 25 years.

It is also recommended that a wide variety of recreational facilities be developed to meet the needs of existing and future residents of the City and County. Table A identifies existing parkland acreage and recreational facilities along with proposed additions by the year 2020.

Priority in the location and development of new parks and facilities should be given to those neighborhoods and communities most in need of public recreational amenities.

*Table A*

**EXISTING AND PROPOSED L/ICPD PARKLAND AND RECREATION FACILITIES**

	<b>Existing Total Inventory</b>	<b>Proposed Additions</b>	<b>Proposed 2020 Total Inventory</b>
Local Parkland	5,082 acres	2,014 to 2,462 acres	7,096 to 7,544 acres
Regional Parkland	5,192 acres	5,210 to 6,368 acres	10,402 to 11,560 acres
Playgrounds	111	22 to 36	133 to 147
Basketball (Outdoor)	102	28 to 45	130 to 147
Tennis	210	10 to 18	220 to 228
Softball/Baseball	92	18 to 30	110 to 122
Volleyball	24	0 to 24	24 to 48
Soccer	44	18 to 28	62 to 72
Football	10	0 to 4	10 to 14
Swimming Pools	15	2*	17
Recreation Centers	18	6	24
Major Indoor Sports Complex	0	1	1

\* One of the new swimming pools would be incorporated in the major indoor sports complex.

Source: Wallace Roberts & Todd



*A network of open space greenways, largely following the creek corridors, will provide contrast to and structure for urban development.*

Most importantly, the Plan recommends that the parks and open space system be developed as a multi-functional and interconnected system. Each park and open space area should be located, designed, and managed so as to fulfill many functions such as providing recreation, protecting natural and cultural resources, managing stormwater, safeguarding health and safety in floodplains and on steep slopes, and defining an attractive open space structure for the future urban development in the County. Linear greenways will connect parks and open space areas to each other and to surrounding neighborhoods. Trails will be developed along the greenways, with a "County Loop" trail linking along the Ohio River Corridor, through the Jefferson County Memorial Forest, eastward to Floyds Fork, and then north again to the Ohio River.

The parks and open space system should help to define future community form by functioning as an environmental framework within which urban growth occurs as discrete neighborhoods rather than as undifferentiated suburban development. This open space structure will be primarily built around the County's creeks, thereby conserving key wildlife and biological resources which tend to concentrate along the stream corridors.

---

### What will it cost?

The recommendations of the Plan are estimated to require between \$93 million and \$144 million in capital expenditures, including \$20 to \$24 million for parkland acquisition, \$49 to \$80 million for a variety of parkland improvements and the development of recreation facilities, and \$24 to \$40 million for acquisition of and improvements to the greenway system. (See Table B below. A discussion of the components of this cost estimate can be found in Chapter V.) It should be noted that these figures do not represent a cost which will be borne entirely by Louisville and Jefferson County, but rather an estimate of the total capital expenditure. Much of the financing could come from sources outside the local government structure. For example, federal funds provided for 37.5 percent of all capital expenditures on parks in Louisville and Jefferson County between 1978 and 1993. While federal funding has declined in recent years, local governments around the country are finding new ways of meeting public service commitments, often through more interactive relationships between the public and private sectors. For example, the Louisville/Olmsted Parks Conservancy has recently raised substantial private funds

for renovating the three major Olmsted parks. Various sources of funding and other implementation options are discussed in Chapter V of the Master Plan.

If the \$93 million total in capital expenditures were spread evenly throughout the Plan's 25-year implementation period, the annual capital cost would equal \$3.72 million in 1995 dollars (not including any allowance for debt financing). If the \$144 million total were spread evenly throughout the Plan's 25-year implementation period, the annual capital cost would be \$5.76 million (again not including any allowance for debt financing). This is equal to an expenditure of only \$8.53 per annum for each of the existing residents of the City and County, a sound investment in the community's liveability. The L/JCPD capital expenditure projection for fiscal year 94/95 (based on the approved City and County budgets) equals \$5.46 million.

Table B

**CAPITAL COSTS ESTIMATE (IN 1995 DOLLARS)**

Item	Top Priority	Second Priority	Third Priority	Total
Parkland Acquisition	20,000,000	4,000,000	0	24,000,000
Existing Park Upgrades	20,000,000	0	0	20,000,000
New Parkland Improvements	16,800,000	5,600,000	5,600,000	28,000,000
Recreation Facilities	12,100,000	9,400,000	10,800,000	32,300,000
Greenways	24,000,000	8,000,000	8,000,000	40,000,000
<b>SUBTOTAL</b>	<b>92,900,000</b>	<b>27,000,000</b>	<b>24,400,000</b>	<b>144,300,000</b>
<b>CUMULATIVE TOTAL</b>	<b>92,900,000</b>	<b>119,900,000</b>	<b>144,300,000</b>	

\*Figures are rounded to nearest 100,000.

Note: The subtotal indicates the sum of costs for each priority column. The cumulative total starts with the subtotal for top priority column and successively adds the subtotals for the second and third priority columns.

Source: Wallace Roberts & Todd

There are two components to the Plan's recommendations and estimates for operating and maintenance costs. First, the level of maintenance expenditures for the existing parks and recreation system should be increased. It is recommended that the current operations and maintenance budget of \$14.7 million be immediately

increased to \$19.8 million in order to provide a safe and effective parks and recreation system. Second, the costs necessary to maintain the new parkland to be added to the system are estimated at approximately \$5.5 million (in 1995 dollars) by the year 2020. These additional costs will be incurred on a gradual basis as the parks and open space system grows over the next 25 years.

With regard to the fiscal impact of the Plan, it should be noted that if the land were developed by the private sector instead of being acquired as part of the parks and open space system there would still be a public cost implication (i.e., the capital and operating costs required to provide the necessary infrastructure and services to support urban development).

### **How can the Plan be implemented?**

Undertaking the land acquisition and improvements program, and providing the funds to adequately operate and maintain the parks system, will require the City and County to adopt new strategies and techniques. (Chapter V of the Master Plan discusses a broad variety of potential implementation measures, including financial, regulatory and other approaches.)

It is strongly recommended that early action be taken to enact a number of these approaches in order to put in place the means by which future parks and open space needs can be met. As noted in the discussions regarding individual measures, some techniques would contribute only incrementally to implementation of the Plan while others would represent a comprehensive overhaul of the County's current practice.

### **Implementation Recommendations**

There are a number of priority recommendations, presented below, which should guide the initial actions in moving forward with implementation of the Master Plan.

1. Short-term efforts should be focussed on land acquisition, particularly in areas where new development is coming on line, maximizing the acreage which can be acquired before land values escalate in response to continued growth pressures.

2. Short-term parkland facility improvements should target those neighborhoods and communities currently most in need of additional public recreational amenities.
3. A detailed, financially feasible five-year action program should be developed by the end of 1995.
4. A thorough evaluation should be made of the extent to which existing public owned land (such as the Community Improvement District lands) might be dedicated as parkland and improved so as to meet some of the community's recreational facility and open space needs. Similarly, the potential for joint-use of Jefferson County Public Schools' and other community organizations' facilities should be examined and defined. The role of nonprofit land trusts and privately owned land and facilities should also be assessed.
5. A detailed package of regulatory recommendations should be prepared by the end of 1995. This package should address issues such as parks and open space dedication and/or in-lieu fees, sensitive lands performance standards, use of flexible development controls such as clustering and conservation easements, density credit mechanisms, and transfer of development rights. Due consideration should be given in these recommendations to the role of (and potential credit given to) private recreational amenities in future developments.
6. Approaches to financing the acquisition and improvement of parks and open space should be determined as part of Cornerstone 2020's upcoming Coordinated Capital Investment Strategy Project.
7. No single entity or group alone can be expected to successfully address the implementation, including acquisition, improvement, maintenance, and enforcement, of the Master Plan's recommendations. Louisville/Jefferson County will need to engage in a wide range of cooperative ventures with community groups, public agencies, nonprofit and private organizations, and the private development community to develop and maintain the parks and open space system. This concerted stewardship effort should target direct action, such as involvement in keeping the parks and open spaces clean and safe, as well as generally building a wide constituency of support for the system.



# I. INTRODUCTION

## A. Project Origin and Planning Process

The purpose of the Parks and Open Space Master Plan is to develop an overall vision and identify potential implementation strategies for a comprehensive parks and open space system to serve the needs of current and future residents of Louisville and Jefferson County. It is an integral part of a wider comprehensive planning effort, "Cornerstone 2020," which envisions Louisville and Jefferson County as a livable, vibrant, and economically diverse community in the year 2020. A unified system of parks, recreational facilities, and open space which builds upon existing resources is a key to ensuring the future liveability of the community.

The Parks and Open Space Master Plan was developed through an open planning process which included public meetings, interviews, a survey of community and special user groups, extensive interagency coordination and interaction with other planning efforts, and work with the Parks and Open Space Executive Committee (POSEC).

The planning process involved the following steps:

1. Existing community resources and trends were evaluated to understand the context and establish the issues to be addressed in the Plan. This evaluation considered natural and cultural resources, demographics including population projections to the year 2020, Jefferson County's existing development pattern, and the administrative and financial context within which the parks system is managed by the Louisville/Jefferson County Parks Department (L/JCPD).
2. The community's needs for additional parks and recreational facilities were analyzed by inventorying existing facilities, comparing park and recreational facility standards recommended by national organizations or in place in Louisville and other communities to the existing inventory, and assessing current levels of facility use and special conditions in Jefferson County. Based on this analysis, population ratio standards (i.e., acres or number of facilities per 1,000 people) were developed to generally guide

the quantity of parkland and types of recreational facilities such as playgrounds and outdoor basketball courts to be provided in the future by the L/JCPD.

3. A series of guiding principles and supporting goals, objectives, and policies were developed to define a "grand vision" for Louisville and Jefferson County's parks and open spaces in the twenty-first century and to guide implementation of the vision.
4. Building from the existing inventory of parks and open spaces and the guiding principles, a concept plan and program were developed for acquisition and improvement of open spaces, parks, and recreational facilities to be added to the parks system by the year 2020.
5. Estimates of capital and operations and maintenance costs were developed and a range of options identified for implementing the plan.

---

## **B. Cornerstone 2020 Comprehensive Plan**

"Cornerstone 2020" is a comprehensive plan currently being developed for Louisville and Jefferson County, with a schedule for completion by mid-1996. It will provide a community vision and direction for physical and economic development over a 25-year span. In addition to the City of Louisville and Jefferson County, the planning process involves and directly affects several dozen municipalities and numerous other institutions and organizations.

Within the Cornerstone 2020 Comprehensive Plan program there are a number of other studies and planning efforts which must be carefully integrated with the Parks and Open Space Master Plan:

The Flexible Form Strategy will define the broad overall form of development in the County, addressing the pattern of urban, suburban and rural land uses;

A Multi-Objective Stream Corridor/Greenway Plan will define a system of interconnected corridors of open space serving a variety of functions including stormwater management, recreation, bicycle and pedestrian circulation, and habitat conservation;

"Environmental Performance Standards" will be designed to protect, conserve, or manage environmental resources;



An Environmental Management Plan will provide a composite of the goals, objectives, policies, strategies and programs contained in the greenways, parks and open space, sewer, potable water and stormwater plans;

The Mobility Strategy will define the approach to transportation and circulation in the County;

A number of area specific plans will be prepared, of which the Ohio River Corridor Master Plan is already underway; and

The Bicycle and Pedestrian Circulation Plan, which has been completed and defines a comprehensive, coordinated bicycle and pedestrian system for the County.



## II. CONTEXT

### A. Regional Setting

Louisville and Jefferson County are located in the Ohio Valley along the south bank of the Ohio River. Louisville is the county seat of Jefferson County, occupying 60 square miles of the County's 375 square miles of land area. In 1990, Louisville had about 40 percent of the County's population of approximately 665,000 persons. In addition to Louisville, 93 small incorporated municipalities are located in Jefferson County.

### B. Existing Park, Recreation, and Open Space Facilities

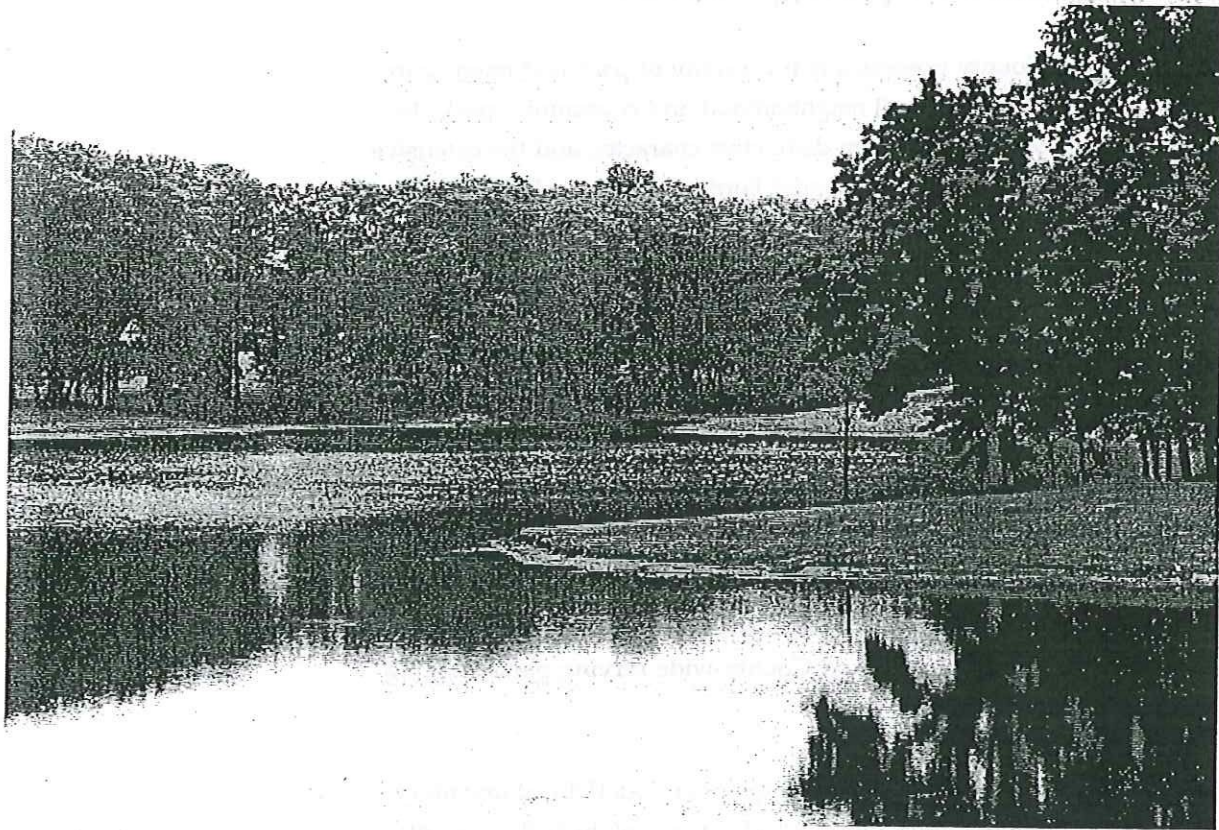
Louisville and Jefferson County possess a rich diversity of park and open space facilities and resources ranging from small neighborhood and community parks to the historic Olmsted parks, each with its own distinctive character, and the extensive wooded hillsides of the Jefferson County Memorial Forest (See Figure II.B.1: Existing Parks and Open Space). Louisville and Jefferson County's public parks are managed by one entity, the Louisville/Jefferson County Parks Department (L/JCPD). The L/JCPD system is supplemented by recreational resources managed by a variety of other public and private providers.

The L/JCPD maintains local parks and facilities totalling 5,082 acres and an additional 5,192 acres of regional parkland. Approximately 30 properties owned by other entities (Board of Education, Housing Authority of Louisville, State of Kentucky, etc.) are managed by the L/JCPD. Public parks maintained by the L/JCPD span a wide variety of facilities such as small mini- and neighborhood parks, active recreational facilities developed on school grounds through agreement with the Board of Education, and larger community and County-wide serving parks ranging up to hundreds of acres in size.

According a Division of Planning and Development Services (DPDS) inventory of parks and open space<sup>1</sup>, agencies other than the L/JCPD maintain 5,778 acres of public parkland. This figure includes the 2,800-acre Otter Creek Park, owned by the City of Louisville but located in Meade County. Private recreational facilities (golf

clubs, country clubs and racquet clubs) comprise several thousand additional acres.

Two studies on City of Louisville parks have been completed within the last several years. The *Urban Parks and Recreation Recovery Action Plan* (EDAW, December 1991) evaluates the City's existing parks, identifies community recreational needs and park and facility standards, and recommends an action plan to address needs, problems, and opportunities. The *Master Plan for the Louisville Olmsted Parks & Parkways* (Andropogon Associates et. al., November 1993) establishes a plan and strategies for renewing the historic Shawnee, Iroquois and Cherokee parks and Olmsted Parkways. This report was prepared for the Louisville Olmsted Parks Conservancy, a public/private partnership with the City of Louisville. No comparable studies have been completed in recent years for parks in Jefferson County. Accordingly, the Parks and Open Space Master Plan focuses on County-wide parks/open space resources and needs, reviewing and incorporating as appropriate findings of the two recent studies.



*McNeely Lake in McNeely Park is a recreational resource in Jefferson County.*





# Existing Parks and Open Space

## Parks And Open Space Master Plan










Parks and Open Space Master Plan

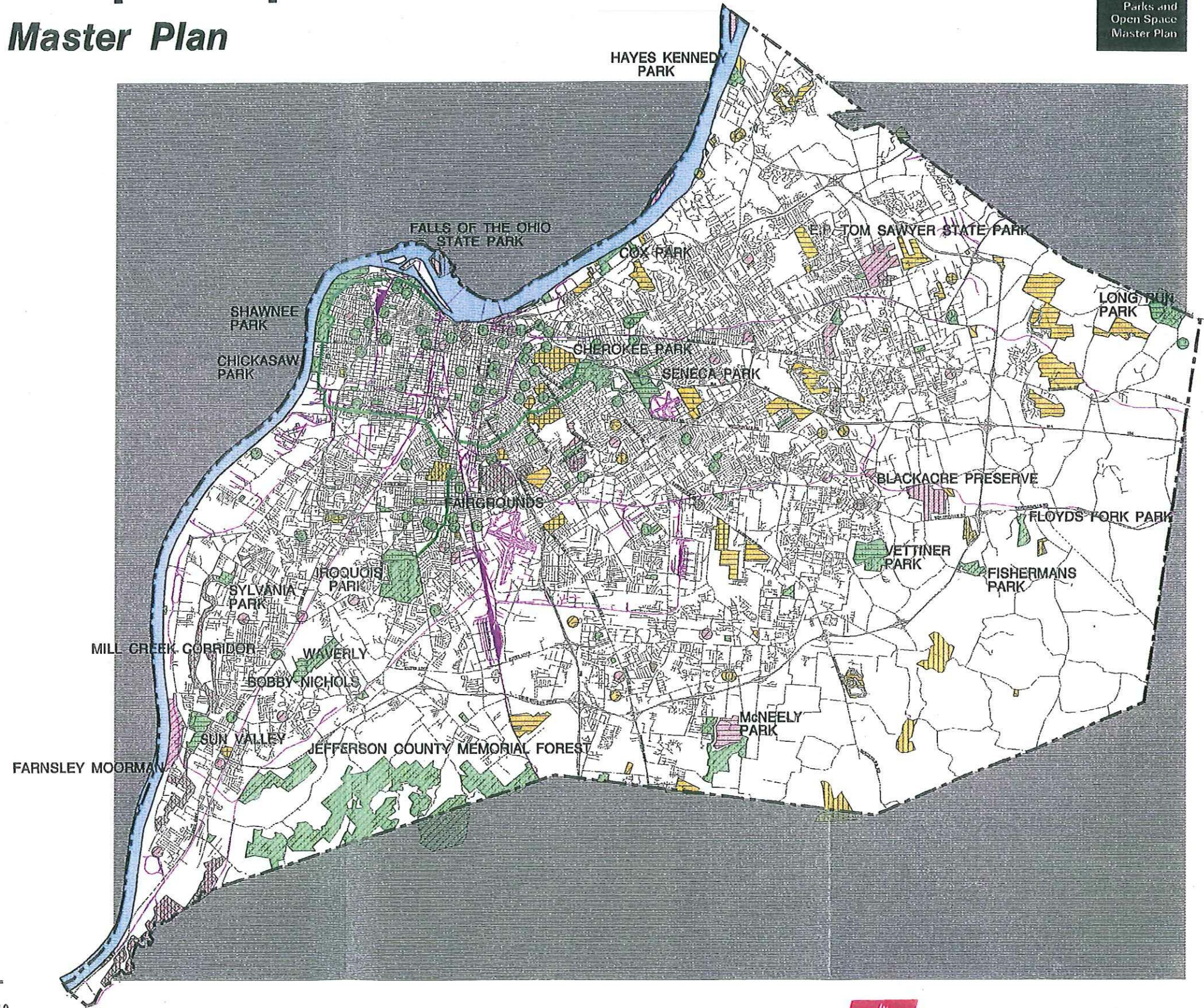
### Legends

#### Jurisdiction

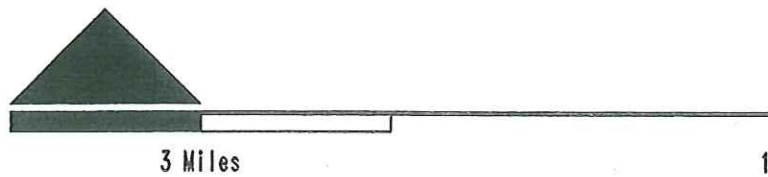
-  Louisville & Jefferson Co. Parks Dept.
-  Other Public
-  Utility
-  Private

#### Classification

-  Park / Recreation Facility
-  Golf Course
-  Club
-  Cemeteries > 10 Acres
-  Marina
-  Nature Preserve
-  Other
-  Olmsted Parkway
-  Rail / Airport



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.





## C. Natural and Cultural Resources

Louisville and Jefferson County possess an abundance of natural and cultural resources which are an integral part of the fabric of the community. Gaining an understanding of these resources is essential to developing a comprehensive parks and open space plan which addresses:

- protection and restoration of important natural and cultural features within parks and public lands;
- design of a future public parks and open space system integrating preservation of natural and cultural resources; and
- strategies for promoting the protection of sensitive resources on private lands as part of the County-wide open space system.

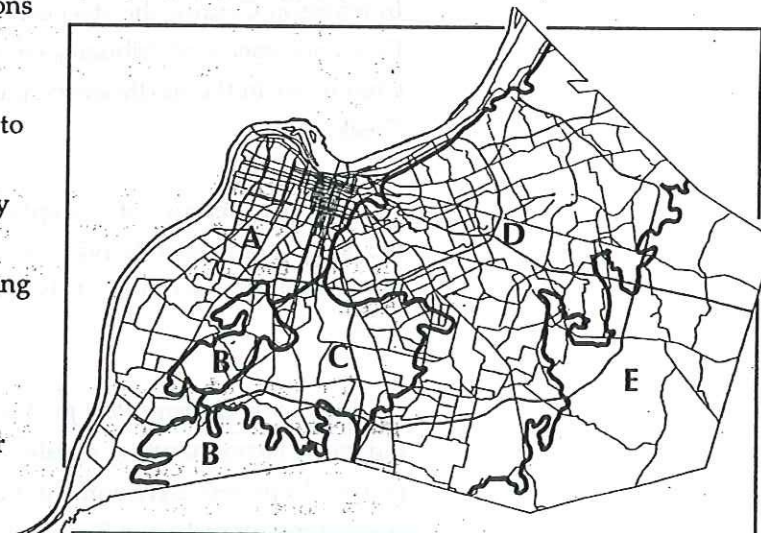
### C1. Physiography and Soils

The landscape of Louisville and Jefferson County consists of five general physiographic regions which correspond to soil associations mapped by the U.S.D.A. Soil Conservation Service.<sup>1</sup> These regions are:

The **Ohio River Valley** is characterized by level to sloping alluvial soils on terraces and bottoms along the Ohio River. A large portion of the City of Louisville is located in this region. Shawnee Park displays the tiered arrangement of alternating terraces and slopes which is characteristic of the Ohio River edge.

The **Knob Hills** are steep ridges and hills (or "knobs") adjoining the Ohio River Valley in the southwestern part of the County. This region includes the Jefferson County Memorial Forest and extends northward into the City of Louisville where it encompasses Iroquois Park, formerly known as Burnt Knob.

The **Slack-water Flats** are an extensive area of level, poorly drained soils which occur on the former site of a lake to the north and east of the Knob Hills region.



*Physiographic Regions of Jefferson County*

A-Ohio River Valley  
B-Knob Hills  
C-Slack-Water Flats  
D-Limestone Belt  
E-Floyds Fork Drainage Area

To the east of the Slack-water Flats and Knob Hills region, the **Limestone Belt** is a wide band of level to steeply sloping soils formed from limestone. This region encompasses a major portion of the County from the Bullitt County boundary to the Ohio River valley including the eastern part of Louisville. Cherokee Park typifies the rolling topography associated with stream corridors in this region. McNeely Park, centered on a lake created by damming the Pennsylvania Run, is another major park located in this region.

The **Floyds Fork Drainage Area** is a diverse landscape of gently sloping to steep uplands in the extreme eastern portion of the County dissected by Floyds Fork and its tributaries. This region is characterized by more steeply rolling topography than the Limestone Belt.

#### **Steep Slopes and Eroded Soils**

Steep slopes represent a significant constraint to land development due to their unstable nature and susceptibility to erosion if altered or stripped of vegetation. In addition, sloping topography contributes to the visual diversity of the landscape. In Jefferson County, the steepest slopes are found in the Knob Hills, along Floyds Fork and associated tributary streams, and along deeply incised tributaries of the Ohio River in the northeastern part of the County (Goose Creek and Harrods Creek).

Another measure of susceptibility to erosion is the group of soils classified by the Soil Conservation Service as eroded or severely eroded. These soils are concentrated in the eastern part of the County, particularly in the Floyds Fork Drainage Area.

The *Comprehensive Plan for Jefferson County*, prepared in 1979, included a policy guideline recommending regulation of development on slopes in excess of 12 percent to protect environmental quality. Currently, the only regulation addressing steep slope protection is Section 4.1.C.5 of the *Land Development Code for all of Jefferson County, Kentucky*. This provision prohibits construction on slopes greater than 33 percent in the Rural Residential District unless certified to be stable by a registered engineer.

#### **Hydric Soils**

Hydric or wet soils are characterized by poor drainage and a water table at or near the surface of the ground at least during a portion of the year. Hydric soils are considered to pose serious development constraints and frequently support



wetlands. In Jefferson County, a large area of hydric soils occur in the Slack-water Flats region on either side of Interstate 65. This area has been ditched to drain the land, thereby allowing extensive residential and industrial development.

## C2. Hydrology

A topographic divide running north-south through the eastern part of Jefferson County from the Oldham to Bullitt County lines separates the County into two major drainage areas. To the west of the divide, a series of watersheds comprising approximately two-thirds of the County is drained by streams running west to the Ohio River. To the east of the divide, Floyds Fork and two smaller watersheds (Cedar Creek and Pennsylvania Run) drain south to the Salt River in Bullitt County. The Salt River flows into the Ohio River at the southeastern corner of Jefferson County.

### River and Stream Corridors

The Ohio River, Floyds Fork, and associated tributary stream corridors are of major importance to the environmental, recreational, and visual quality of Louisville and Jefferson County. Important resources occurring along these corridors include significant undeveloped tracts of land, steep slopes, natural communities and wildlife habitat areas such as forests and wetlands, historic sites, and recreational and visual amenities. However, the environmental health of many of Louisville and Jefferson County's river and stream corridors has been impacted by pollution, sedimentation, and channelization associated with urban development. Poor water quality is a constraint to the recreational usage of streams such as Lower Mill and Pond Creeks. A 1991 stream quality monitoring report by the Louisville and Jefferson County Metropolitan Sewer District found significant water quality problems in all 20 streams monitored from 1988 to 1990.<sup>2</sup>

One of the major rivers in the United States, the Ohio River forms the northwest boundary of Jefferson County with Harrison, Floyd and Clark Counties in Indiana. The Ohio River corridor is a major scenic and recreational resource for the region; provides natural habitat for a variety of wildlife including many species listed as rare, threatened and endangered; and contains significant historic resources including the Olmsted-designed Shawnee Park and old residential homes and estates.

Numerous public parks and open spaces are found along the Ohio River corridor including (from northeast to southwest):

- Hays Kennedy Park
- Six Mile Island Nature Preserve
- Riverfields Natural Reserve
- Carrie Gaulbert Cox Park
- Twin Park
- Louisville Municipal Harbor
- Eva Bandman Park
- Waterfront Park
- Riverfront Belvedere
- Falls of the Ohio National Wildlife Conservation Area
- Lannan Park
- Shawnee Park and Golf Course
- Chickasaw Park
- Riverview Park
- Riverside (Farnsley Moremen House)

According to the *Kentucky Rivers Assessment*<sup>3</sup>, the Ohio River is a Class 1 botanical resource and a Class 3 fish resource.

As part of the Cornerstone 2020 planning effort, the Ohio River Corridor Master Plan will address land use, environmental resource protection, and recreation lands and facilities within the Ohio River Corridor.

The Floyds Fork corridor possesses a diversity of natural and cultural resources including steep slopes, woodlands, wildlife, active farmland, scenic vistas, and a rich historic heritage. The 102-acre Floyds Fork Park is the only publicly owned park along Floyds Fork. This park lacks stream frontage as South Pope Lick Road lies between it and Floyds Fork. Fishermans Park, located approximately one-third of a mile west of Floyds Fork, consists of a series of small fishing lakes on a tributary stream. A private land conservation trust (the "Future Fund") has acquired or is negotiating fee simple ownership of, or easements on, several tracts of land located along the corridor.

According to the *Kentucky Rivers Assessment*, Floyds Fork is a Class 1 Wildlife Resource, a Class 2 Fish Resource, and a Class 3 Botanical Resource.

In recognition of the special character and environmental sensitivity of the Floyds Fork corridor, a Development Review Overlay (DRO) regulation was approved in 1993 for a district along Floyds Fork from the Oldham County to the Bullitt County lines. The regulation identifies certain development activities which are subject to review and approval by the Louisville and Jefferson County Planning Commission to determine potential effects on the environment. The "Floyds Fork DRO Guidelines" were adopted in conjunction with the regulation. The guidelines consist of standards to be followed by new development to protect sensitive resources such as stream corridors, trees and vegetation, and historic features. For

example, the guidelines specify that a minimum buffer strip of 100 feet should be maintained on each side of Floyds Fork and a 50-foot wide strip should be maintained along each side of major tributaries.

Other significant stream corridors include Beargrass Creek, Goose Creek, Harrods Creek, Mill Creek, and Pond Creek which comprise the watersheds draining most of the western two-thirds of Louisville and Jefferson County. The three forks of Beargrass Creek flow from the eastern part of the County through Louisville to the Ohio River. Important park and open space resources are located along the Middle and South Forks including Seneca Park, Cherokee Park, the Louisville Zoological Gardens, Joe Creason Park, and Beargrass Creek State Nature Preserve. Both Riverfields Nature Reserve and Twin Park are located along the lower segment of the Muddy Fork. A Master Plan for the South Fork of Beargrass Creek, prepared in 1993 by the Beargrass Creek Task Force, contains recommendations for restoring and enhancing the environmental, recreational, and educational value of this waterway. Weicher Creek, a tributary of the Middle Fork of Beargrass Creek, is designated as a Class 1 Fish Resource by the *Kentucky Rivers Assessment*.

Goose Creek and Harrods Creek are deeply incised streams which flow into the Ohio River in the northeastern part of the County. The E.P. Tom Sawyer State Park is located on the headwaters of Goose Creek. Harrods Creek, which arises to the northeast in Oldham County, is designated as a Class 1 Wildlife Resource and Class 3 Fish Resource by the *Kentucky Rivers Assessment*.

Mill Creek is located within the Ohio River corridor in the western portion of Jefferson County. The headwaters of Mill Creek are located in the vicinity of Shively next to southwest Louisville. Approximately 50 years ago, the Upper Mill Creek was diverted into a cutoff that enters the river nine miles upstream of the original mouth of the creek. The Lower Mill Creek flows parallel to the Ohio River to the original mouth in the southwestern corner of the County. The diverse environment of the Mill Creek corridor includes woodland, wildlife resources, abandoned farmland, and parklands (Sun Valley Park and Golf Course and Sylvania Park). In addition, Jefferson County has obtained interest (fee simple or easements) in extensive acreage along the corridor for flood control purposes.

The longest stream corridor in Jefferson County, Pond Creek flows through the southern part of the County from headwaters located in the vicinity of Jeffersontown to an outlet at the Salt River. The upper part of the corridor is known as Fern Creek which flows to a channelized segment (North Ditch) in the Slack-water Flats region. The North Ditch joins with another channelized segment (South Ditch) to form the main stem of Pond Creek to the southwest. The Slack-water Flats portion of the corridor is characterized by a mixture of residential and

industrial development with remnants of the wetlands which once covered the area. To the southwest, Pond Creek drains part of the Knob Hills region and abuts substantial forested acreage including part of the Jefferson County Memorial Forest. In addition to the Forest, the County owns or has easements on land along the lower part of Pond Creek for flood control purposes.

As part of the Cornerstone 2020 planning effort, the Metropolitan Sewer District is preparing a Multi-Objective Stream Corridor/Greenway Plan to define strategies for establishing Louisville and Jefferson County's stream corridors as a system of greenways providing multiple benefits such as stormwater management, recreation, and habitat protection.

### **Floodplains**

The base or 100-year floodplain is defined as the area which has a one percent statistical probability of being flooded in any given year. The 100-year floodplain encompasses the floodway, defined as the area that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot. The floodway and 100-year floodplain are of concern because of the potential for flood damage to inappropriate development located within them. In Louisville and Jefferson County, 100-year floodplain areas are found along the Ohio River, Floyds Fork, and major and minor stream corridors. In addition, the 100-year floodplain encompasses a significant portion of the Slack-water Flats region drained by Pond Creek and its tributaries.

Article 13 of the *Land Development Code for all of Jefferson County, Kentucky* regulates construction within designated flood hazard areas (the floodway and area inundated by the base flood or 100-year floodplain). This article does not prohibit development within flood hazard areas but rather identifies performance standards that must be met by new construction to minimize the potential for flood damage.

### **Wetlands**

At one time, wetlands were a significant part of the landscape of Jefferson County. The most extensive wetlands were found in the Slack-water Flats region, which was known as the "Wet Woods" due to the dense forested swamps which occupied the silt deposits of the former lake. As in the rest of Kentucky (which is estimated to have lost 80 percent of its original wetlands<sup>4</sup>), Louisville and Jefferson County's wetland resources have been greatly reduced in extent resulting in a corresponding loss of environmental benefits such as flood control and wildlife habitat. Large portions of the Wet Woods were drained and made available for development by construction of the North and South Ditches of Pond Creek from 1910 to 1930.

Considered unhealthy wastelands in the past, wetlands today are recognized for the environmental benefits they provide such as erosion and flood control, water quality enhancement, wildlife habitat, and recreation. The remaining wetlands in Jefferson County have been mapped by the U.S. Fish and Wildlife Service as part of the National Wetland Inventory program. However, this mapping reflects interpretation of aerial photography and is not considered to be accurate. The Metropolitan Sewer District has mapped wetlands which remain in a portion of the Slack-water Flats region near the interchanges of Interstate 65 with the Outer Loop and Gene Snyder Freeway. This mapping indicates the occurrence of numerous forested and scrub/shrub wetlands ranging up to 150 acres in size.<sup>5</sup> These wetlands occur along ditches and streams interspersed with residential and industrial development. Other wetlands within the County are found along stream corridors and floodplains.

A significant wetland in the Ohio River Corridor is Caperton Swamp, a 50-acre wetland in an overflow swale of the river's floodplain. Located in the Riverfields Natural Reserve along the Muddy Fork of Beargrass Creek, this wetland consists of floodplain forest with areas of semi-permanent open water. Although altered by construction of Interstate 71 during the 1960's, Caperton Swamp still supports a diverse population of aquatic wildlife and is a popular location for bird watchers.

Wetlands are afforded a degree of protection by Section 404 of the Clean Water Act, which authorizes the U.S. Army Corps of Engineers to regulate discharge of dredged and fill materials into waters of the United States (defined as including wetlands meeting certain criteria). Unlike some other parts of the country, Kentucky and Jefferson County have no state or local regulatory programs addressing wetland protection.

### **C3. Biological Resources**

Like much of the eastern United States, Louisville and Jefferson County's native vegetation is forest. Although the predominant woodland was oak-hickory, forest types varied according to slope, aspect, and moisture availability. Typical woodland communities ranged from oak-pine in dry upland regions to wet tolerant species such as sycamore, maple, cottonwood, and sweet gum in stream corridors and floodplains. During the two centuries since European settlement, the original forest has been cleared for timber, agriculture, and/or urban and suburban development. Today the most extensive areas of second growth woodland occur on hillsides in the Knob Hills region including the Jefferson County Memorial Forest. Iroquois Park contains an outstanding assortment of mature second growth forest types which can probably be classified as "old growth" due to their age and

intactness.<sup>6</sup> Significant forested areas also occur along stream corridors and in the Floyds Fork Drainage Area, where woodlands are interspersed with active and abandoned farmland.

### **Wildlife**

Despite extensive urban and suburban development, Louisville and Jefferson County still harbor diverse wildlife resources. Important habitat areas include the Ohio River corridor with islands and floodplain areas which serve as refuges for a variety of waterfowl; many of the County's stream corridors, parks and open spaces such as the Jefferson County Memorial Forest and Iroquois Park which contain large natural areas; and relatively undeveloped parts of the County such as the Floyds Fork area.

Contemporary studies have found that large, unfragmented tracts of forest are of particular wildlife value as they provide habitat for interior species such as many migrant songbirds. Corridors of natural vegetation (e.g., along streams and hedgerows) are also valuable, providing habitat for species which prefer edge conditions and facilitating movement of animals. To illustrate the habitat value of the County's stream corridors, a 1980 study identified the following wildlife associated with the Lower Mill Creek<sup>7</sup>:

- more than 79 species of birds;
- a variety of mammals such as red fox, whitetailed deer, cottontail, gray squirrel, eastern mole, prairie vole, woodland vole, and whitefooted mouse;
- reptiles including snapping turtle, midland painted turtle, box turtle, Kirtland's water snake, and eastern garter snake;
- amphibians including American toad, western chorus frog, spring peeper, bullfrog, southern leopard frog, and marbled salamander; and
- fish including bluegill, green sunfish, brown bullhead, carp, golden shiner, mosquito fish, and fathead minnow.

The study noted a relatively sparse fish fauna due to the poor water quality of the creek.

### **Threatened, Endangered, and Special Concern Species**

Documented occurrences of threatened, endangered, and special concern plant and animal species within Louisville and Jefferson County are recorded in the Kentucky Natural Heritage Program computer database operated by the Kentucky State Nature Preserves Commission (KSNPC). As of May 1994, 144 occurrences of plant or animal species and one occurrence of a unique natural community moni-

tored by the KSNPC were reported in Jefferson County. Approximately 30 percent including occurrences of a variety of waterfowl, fish, and other aquatic species were reported within the Ohio River Corridor, with a major concentration at Shippingport Island and the Falls of the Ohio. Multiple occurrences are also recorded for the Six Mile Island Nature Preserve and Riverfields Natural Preserve (Caperton Swamp).

In addition to the Ohio River corridor, the KSNPC's database documents a number of rare species reported along stream corridors in Jefferson County. These include 14 occurrences (rare fish and plant species and the federally endangered Indiana bat) recorded for the Floyds Fork corridor and its tributary streams. A unique natural community (calcareous mesophytic forest) is located along Goose Creek in the northeastern part of the County.

The Natural Heritage Program's database records only known occurrences of threatened, endangered, and special concern plant and animal species. Areas for which no occurrences have been recorded to date may harbor rare species if suitable natural habitat exists. As noted in the 1992 report *State of Kentucky's Environment*:

*The most critical element needed to protect rare, threatened, and endangered species is undisturbed habitat in which they can live and reproduce.<sup>8</sup>*

As an example, Iroquois Park offers excellent potential roosting sites for the federally endangered Indiana bat and the northern long-eared bat, a state listed species of special concern, and may support a remnant population of the federally endangered running buffalo clover. However, additional field surveys are needed to document the potential occurrence of these species in the area.<sup>9</sup> A survey is currently being conducted of rare species in the Jefferson County Memorial Forest, which has no occurrences listed in the KSNPC's database.

#### **C4. Cultural and Historic Resources**

The wealth of Louisville and Jefferson County's cultural resources is indicated by over 350 National Register of Historic Places properties and 24 historic districts listed in the 1986 *Comprehensive Plan Core Graphics*.<sup>10</sup> Twenty of the historic districts are located in the City of Louisville with four located in eastern Jefferson County.

Another major historic resource is the park system designed by Frederick Law Olmsted (Cherokee Park, Shawnee Park, Iroquois Park, and interconnecting parkways). As conceived by Olmsted, Louisville's three major parks were to be linked by a system of tree-lined parkways to provide pleasure travel through the City.

This concept was never fully realized and the parkways currently serve mostly as conduits for vehicular traffic. Nevertheless, Olmsted's parkway system consisting of Northwestern, Southwestern, Eastern, Southern, Algonquin, and Cherokee Parkways is listed on the National Register of Historic Places along with Cherokee, Shawnee, and Iroquois Parks.

While the historic growth and development of Jefferson County was centered in the City of Louisville due to its strategic location on the Ohio River, the eastern part of the County also has a rich history dating back to early settlement. Floyds Fork was named for Colonel John Floyd, an early surveyor of Jefferson County and

its first landowner. According to a 1980 study, the Jefferson County Office of Historic Preservation identified 18 places of historic significance (not including several structures in the community of Fisherville) along Floyds Fork.<sup>11</sup> A total of 102 properties in eastern Jefferson County are listed on the National Register of Historic Places including many structures in the Anchorage historic district.

The pre-Civil War Farnsley-Moremen Landing or Riverside is a National Register listed house and farm on the Ohio River in the southwestern part of Jefferson County. The house and

grounds have recently been renovated by the County and are open to the public for visits, group tours, meetings, and special events. Farnsley-Moremen abuts extensive County-owned property along the Ohio River, including lands leased for farming.

Other traces of the County's history which are still visible on the land include old roads and trails, old stone fences, and osage orange fencerows. Much of the community's cultural heritage is revealed by this historic landscape which should be considered a valuable resource for conservation within the parks and open space system.

#### **C5. Agricultural Lands**

Since the beginning of European settlement, agriculture has been an important part of Louisville and Jefferson County's heritage. The earliest settlers relied on



*Iroquois Park*



subsistence agriculture. As the population increased and the Ohio River became an important transportation corridor, large areas were cleared and planted with cash crops such as corn and tobacco. As Louisville grew in size, more and more acreage in the surrounding area was used for agriculture. This trend has been reversed in recent decades as the amount of agricultural land in Jefferson County has dramatically decreased due to urban and suburban development.

The remaining agricultural lands are an important reminder of Jefferson County's rural heritage, provide productive and economic benefits, and are a visual resource for the community (See Figure II.C.1: Farmlands in Jefferson County). The Division of Planning and Development Services (DPDS) has completed an inventory of farmland in Jefferson County. The County's remaining farmland is concentrated in the Floyds Fork Drainage Area with a significant amount also found in the Goose Creek and Harrods Creek watersheds to the north. Although the rich soils of the Ohio River Valley historically supported extensive farmland (a generalized land use map derived from 1983 U.S.G.S. data indicates that agriculture was the predominant use in the lower segment of the corridor from Riverport to the Hardin County line) few active farms remain in the valley today. As growth pressures continue, maintaining a viable agricultural base in the County will become increasingly difficult due to increased land values and problems of incompatibility with adjacent residential development.

Several existing programs are available to assist Jefferson County farmers in maintaining farmland. Under Kentucky's Agricultural District Act, counties can enact agricultural districts within which participating farmers are eligible for lower property value assessments and other benefits. In 1994 there were four certified districts with 38 participating landowners and a total of 1,769 acres in Jefferson County. Four landowners with a total of 338 acres had withdrawn from the program for the purpose of developing their property.<sup>12</sup> Nearly all Jefferson County farmers with 10 acres or more of land take advantage of a state law allowing for preferential tax assessment of farmland. Assessment of property as farmland lowers its value, resulting in a lower property tax. Unfortunately, complications in the collection of back taxes if property is converted for development have rendered this program largely ineffective in terms of conserving open space.

#### **Prime Farmland**

Prime farmland is the most productive acreage for agriculture because it has few or no limitations such as slope and wetness which restrict its use for farming. The U.S.D.A. Soil Conservation Service has categorized soils in Jefferson County into eight capability classes based upon their suitability for farming. The best soils, Class I and Class II, are characterized by few or moderate limitations for agricul-

ture. According to the Soil Conservation Service, 10 percent of soils in Jefferson County are classified Class 1 (few limitations for agriculture) while an additional 38 percent are classified Class II (some limitations for agriculture). Class 1 soils are concentrated in the Floyds Fork and Ohio River corridors.

#### **C6. Visual Resources**

Louisville and Jefferson County possess diverse visual resources which contribute greatly to the character and livability of the community. Significant visual resources include:

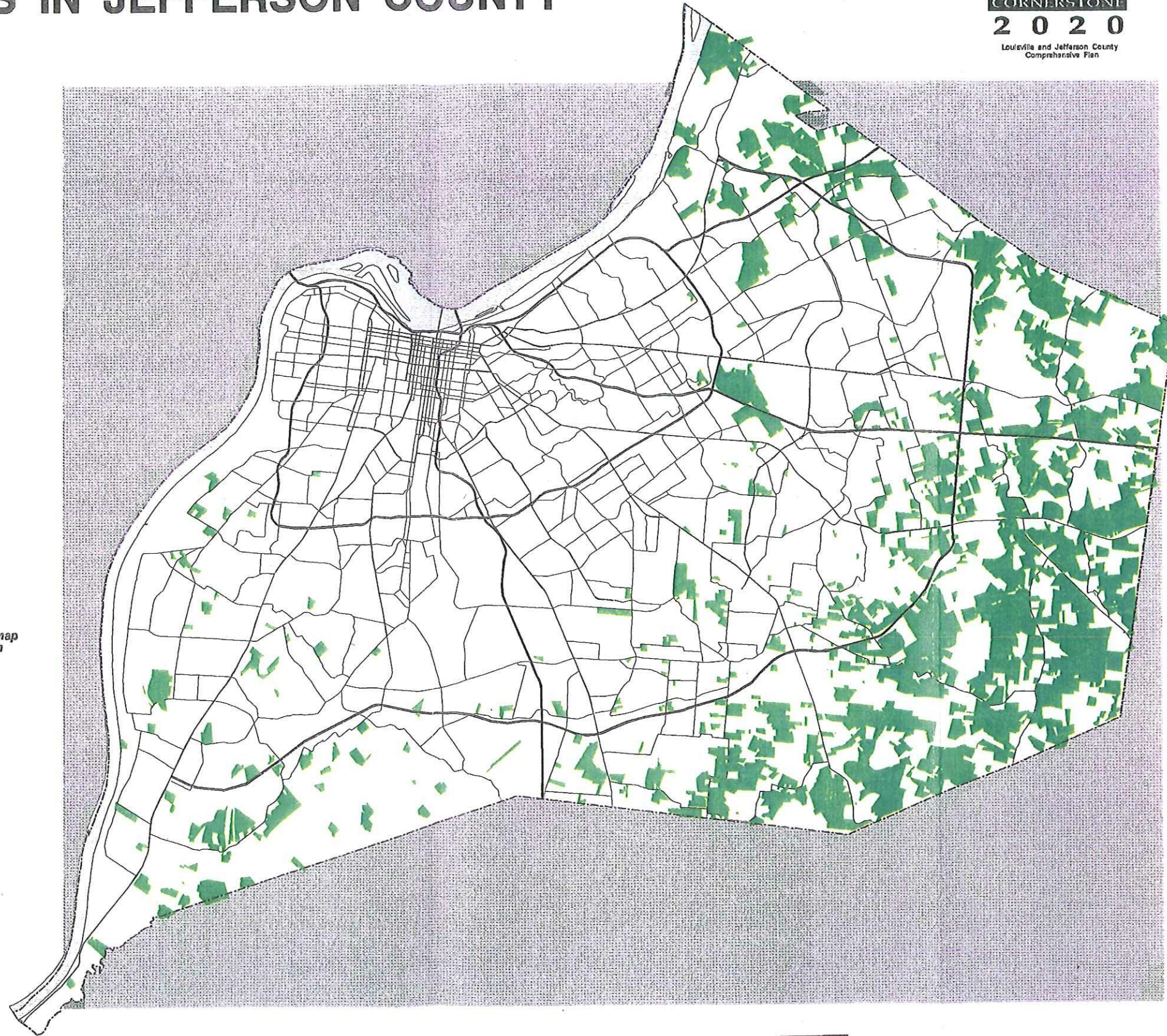
- the Ohio River, a major scenic resource when visible from public parks, walkways, and roads such as River Road in the upper part of the Corridor;
- the Knob Hills including Jefferson County Memorial Forest, forested landmarks which are highly visible from the surrounding area in southwestern Jefferson County;
- the Floyds Fork Drainage Area, a visually diverse region characterized by varied topography, stream corridors, and a landscape matrix consisting of active and abandoned farmland, hedgerows, and woodland;
- parks, open spaces, and stream corridors which provide visual relief in the urban and suburban environment (the major Olmsted parks -- Shawnee, Iroquois, and Cherokee -- are especially important); and
- Louisville's numerous historic districts, with varied building types and architectural styles reflective of the City's rich historic heritage.

The visual environment of Jefferson County has been impacted by increasing urbanization and suburbanization in recent years along highway corridors and other roadways. In the Floyds Fork area, for example, the construction of suburban homes along rural roads is significantly affecting the agricultural character of the landscape.

In 1992, the Louisville and Jefferson County Planning Commission adopted policies for future development along 13 designated parkways in order to protect the visual quality of these roadways. The policies include guidelines for signage and for development activities associated with two general land use types (Residential, Institutional, and Similar Uses and Commercial, Office, and Industrial Uses) along the parkways. The policies apply mainly to arterials such as the Gene Snyder Freeway and do not address the visual effects of suburban development on rural roads in outlying parts of the County.

# FARMLANDS IN JEFFERSON COUNTY

  
CORNERSTONE  
2020  
Louisville and Jefferson County  
Comprehensive Plan



Note: The Farmlands In Jefferson County map was compiled from data obtained through the Property Valuation Administration's



February 21, 1995



Copyright © 1995, LOUISVILLE AND JEFFERSON COUNTY METROPOLITAN SEWER DISTRICT  
All Rights Reserved.

Map Prepared For: Department of Planning and Architectural Management  
Division of Planning and Development Services



## C7. Natural and Cultural Resources Summary

1. The landscape character of Louisville and Jefferson County is broadly defined by its physiographic regions as influenced by human land use over the past two centuries. The distinctive qualities of the various regions (e.g., the prominent visual landmarks formed by the Knob Hills) can be used to inform design of the overall pattern and individual elements of the parks and open space system.
2. Louisville and Jefferson County's river and stream corridors provide multiple benefits such as protection of sensitive resources, flood control, recreational and visual amenities, and habitat for wildlife. The public values associated with these waterways suggest that they should be preserved and restored to form linear corridors which link larger parks and open spaces as part of an integrated parks and open space system.
3. Inappropriate development should be guided away from land characterized by constraints such as steep slopes, hydric soils, susceptibility to flooding, and presence of wetlands. Planning, design, and management of parks and other public lands should incorporate measures to protect sensitive environmental resources. Public policies and regulations should also encourage protection of sensitive resources on private lands as part of a sustainable development philosophy. Particularly where concentrated along stream corridors, sensitive environmental resources in public or private ownership can function as part of an integrated parks and open space system.
4. Like much of the country, Jefferson County has lost the great majority of its wetlands. Considered unhealthy in the past, wetlands today are recognized as providing many environmental benefits, and as such should be viewed as an essential component of the parks and open space system.
5. Woodland resources should be preserved and restored to the greatest extent possible because of the recreational, visual, and environmental benefits they provide. The old growth forest which covered Jefferson County prior to European settlement suggests that planting of native tree species could serve as a unifying design element for the public parks and open space system evoking the natural heritage of the County.
6. Valuable habitats for wildlife or threatened, endangered, and special concern species should be protected as part of a comprehensive parks and open space system. To promote viable wildlife habitat, design of the system should provide relatively unfragmented tracts of natural vegetation (e.g., the Jefferson County Memorial Forest) connected by corridors.

7. The Jefferson County Memorial Forest and Iroquois Park are examples of parks which integrate passive recreation with preservation of habitat for wildlife. Opportunities should be sought in the design of the parks and open space system to provide for compatible forms of recreation in areas protected for their natural habitat value.

8. Many existing parks have historic value or special features with historic or archaeological significance which should be preserved and restored where needed. The development of appropriate interpretive facilities at publicly owned historic properties (e.g., the Farnsley Moremen House) can foster an understanding and awareness of Louisville's cultural heritage.

9. Agriculture is an important part of Jefferson County's cultural heritage which is rapidly disappearing. The Floyds Fork Drainage Area is the last remaining part of the County where farming remains viable but is under increasing development pressure. Efforts should be made to protect some remaining farmlands and some of the best agricultural soils (e.g., along Floyds Fork) to preserve visual quality, to maintain a link to the County's rural past, and to provide for the possibility of future sustainable farming operations serving the Louisville metropolitan region. The agricultural landscape of fields defined by linear hedgerows or meandering stream corridors can also serve as a model for design of parks and open spaces.

10. Urban and suburban development has significantly affected the visual character of Louisville and Jefferson County's landscape. Remaining important resources such as the Ohio River, Knob Hills, and the Floyds Fork area should be targeted for protection in order to maintain the distinctive landscape qualities which contribute greatly to the liveability of the community. A carefully designed parks and open space system can help preserve and enhance visual quality by protecting important viewsheds and providing greenway corridors and nodes of open space in developed areas.

## D. Population

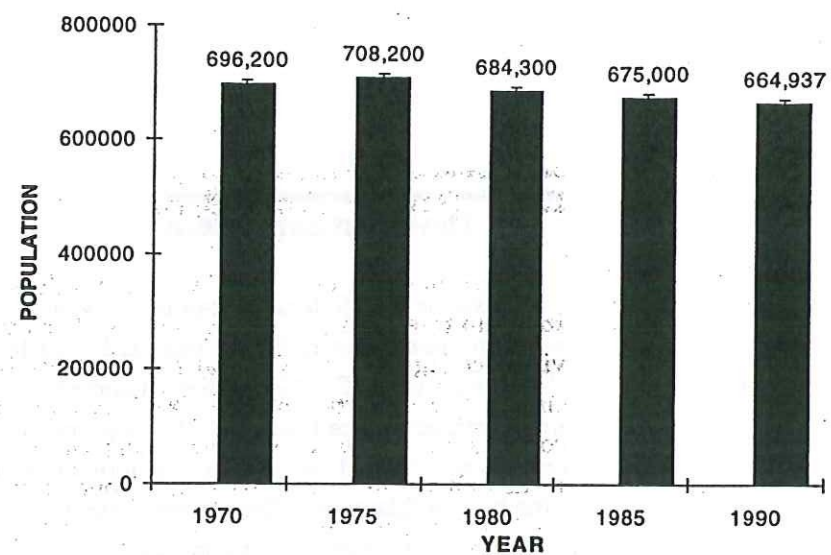
Jefferson County had an estimated population of 664,937 in 1990, which included 269,063 residents of Louisville, Kentucky's largest city. The population of the County declined between 1975 and 1990, with the greatest decrease occurring from 1975 to 1980, but is projected to increase in the future (see Tables II.D.1 and II.D.2). According to projections by the DPDS, Jefferson County is expected to have 732,045 residents by the year 2020, an increase of 10 percent over the 1990 population.

This growth will increase the demand for public park and recreational facilities and intensify development pressures on remaining vacant land within the County, much of which is characterized by sensitive environmental resources. Most of the population growth is expected to occur in the relatively undeveloped eastern part of the County, which possesses abundant natural and cultural resources such as the Floyds Fork corridor, agricultural lands, and scenic rural roadways.

Census tract data for 1990 indicate that Jefferson County outside the city limits may be characterized generally into three zones: a western zone (the Ohio River to Dixie Highway); a central zone (Dixie Highway to Bardstown Road); and an eastern zone (Bardstown Road to the Ohio River). The western zone decreased in population from 1980 to 1990 and had a per capita income below the county-wide average of \$14,067 in 1990.

The population also declined within most census tracts in the central zone between 1980 and 1990, with some less developed tracts and tracts in the eastern part of the zone adjacent to Bardstown Road experiencing increases. The central zone had a per capita income below the county-wide average in 1990. The eastern zone grew from 1980 to 1990 and had a per capita income well above the county-wide average. The Floyds Fork census tract experienced the most significant population increase, growing approximately 30 percent during this period.

Table II.D.1  
**HISTORIC POPULATION - 1970 TO 1990 JEFFERSON COUNTY**

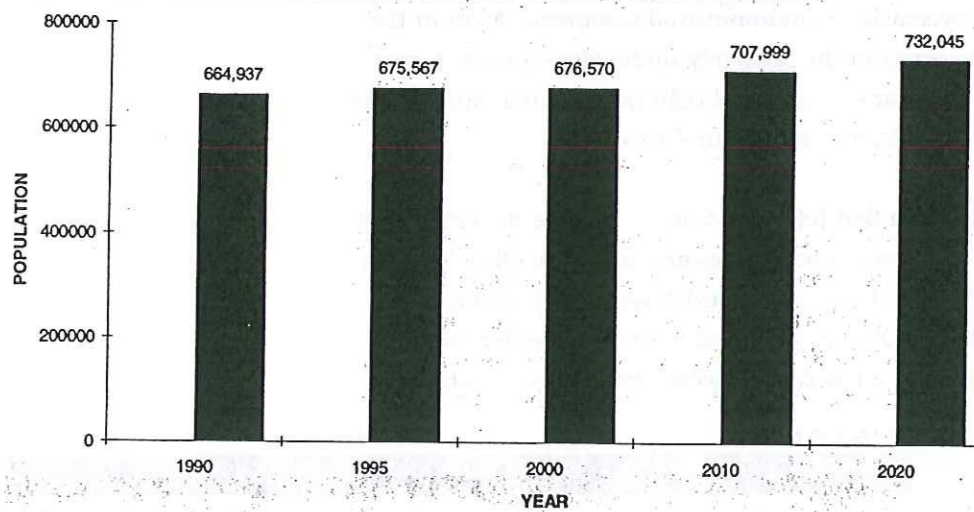


On the average, per capita income in the City of Louisville is lower than in Jefferson County. More affluent parts of the City include the downtown district and eastern Louisville.

With regard to racial distribution, Jefferson County's non-white population is largely found within the City of Louisville. Aside from isolated pockets in the three generalized zones described above, the areas beyond the city limits have only small percentages of non-white residents.

Table II.D.2

**POPULATION PROJECTION - 1990 TO 2020 JEFFERSON COUNTY**



Development patterns, ethnic characteristics, and income vary greatly from Louisville to outlying parts of the County. This suggests that parts of the City and County may differ in terms of the types of park and recreational facilities required. For example, "walk-to" neighborhood parks may be more of a priority in urban neighborhoods than in suburban or rural areas characterized by relatively large lots and higher mobility.

**E. Development Pattern**

Louisville and Jefferson County's development pattern can be broadly characterized into three zones radiating outward from the Ohio River and downtown Louisville (See Figure II.E.1: Generalized Land Use Map). The innermost zone, generally circumscribed by the Interstate 264 loop and the Ohio River, is largely built out and contains the densest and oldest development in the County. Louisville's downtown is the hub of this zone. The second zone, from Interstate 264 to the loop formed by the Gene Snyder Freeway, is characterized by a more suburban pattern of development with vacant land interspersed among residential and industrial land uses particularly in the outer part of the zone. The land use pattern of the outermost zone, from the Gene Snyder Freeway to the County line, is distinguished by a more



rural road network supporting lower density residential development and significant tracts of vacant land. Commercial uses in the County are concentrated in downtown Louisville and along major arterials (Dixie Highway, Preston Highway, Bardstown Road, and Shelbyville Road) which radiate outward from the hub.

According to a survey by DPDS, approximately 96,940 acres of land or 40 percent of the County remained vacant as of 1992.<sup>13</sup> Of this total, approximately 56 percent is characterized by development constraints such as shallow depth to bedrock, steep slopes, hydric soil conditions, and/or susceptibility to flooding. Most of the remaining vacant land is concentrated in outer Jefferson County, especially the Floyds Fork Drainage Area.

Facilitated by a readily available infrastructure of roads, sewer lines, and water lines, development within the inner part of Jefferson County has produced extensive residential, commercial, and industrial land uses. Vacant tracts of land are still found interspersed in the predominant pattern of developed land uses, often in areas characterized by sensitive environmental resources such as stream corridors and hydric soils. To date, this land use pattern is not prevalent in the outer part of the County due to a less extensive infrastructure (including no public sewer service in the Floyds Fork drainage area) and lesser demands for development. However, growth pressures are increasing in this area as evidenced by the suburban homes which are being constructed on large lots along many roadways. The Metropolitan Sewer District is planning a sewer expansion into the northern part of the Floyds Fork drainage area which will further increase development pressures.

Park and open space resources are part of the existing pattern of land use, affording visual relief from the surrounding urban fabric, providing recreational and environmental benefits, and helping to define neighborhood boundaries. Of particular significance is Olmsted's historic system of parks and parkways, which was originally conceived as an interconnected open space network providing multiple recreational, environmental, and visual benefits. Although less successfully executed as an integrated system than other examples such as Boston's "Emerald Necklace," Louisville's Olmsted parks are a priceless open space resource for the community. On an overall basis, however, Louisville and Jefferson County's existing parks and open spaces are fragmented and occur mostly as isolated islands surrounded by developed or undeveloped private lands.

#### **Development Pattern Summary**

- The current development pattern if continued threatens to convert most of Jefferson County into a relatively homogenous suburban landscape. However, an alternative future is possible in which a comprehensive, integrated open

space system of parks and greenway corridors helps to define a sustainable growth pattern in which important environmental resources are protected, diverse recreational opportunities are available for the public, and development occurs in the most suitable locations.

- Although the middle zone from Interstate 264 to the Gene Snyder Freeway is substantially developed, opportunities exist within the predominant land use pattern to preserve significant open space in areas possessing valuable natural or cultural resources, for example along the upper segment of the Middle Fork of Beargrass Creek.
- The greatest opportunity to influence the future form of development exists in the outer part of the County, where significant amounts of vacant land remain albeit under increasing development pressure. Multiple strategies such as cluster development, easements, scenic road protection, and targeted acquisition could be used to shape future growth in this area to protect environmental quality and preserve key elements of landscape character, thus enhancing the future livability of the community.

---

## **F. Administration and Finance**

### **F1. Administration, Operations, and Maintenance**

Parks and recreation facilities managed by the Louisville/Jefferson County Parks Department (L/JCPD) are divided into four regions for maintenance and administration purposes. Three of the regions span sections of the City and the County and include a variety of parks and open spaces. The fourth region consists of the Jefferson County Memorial Forest.

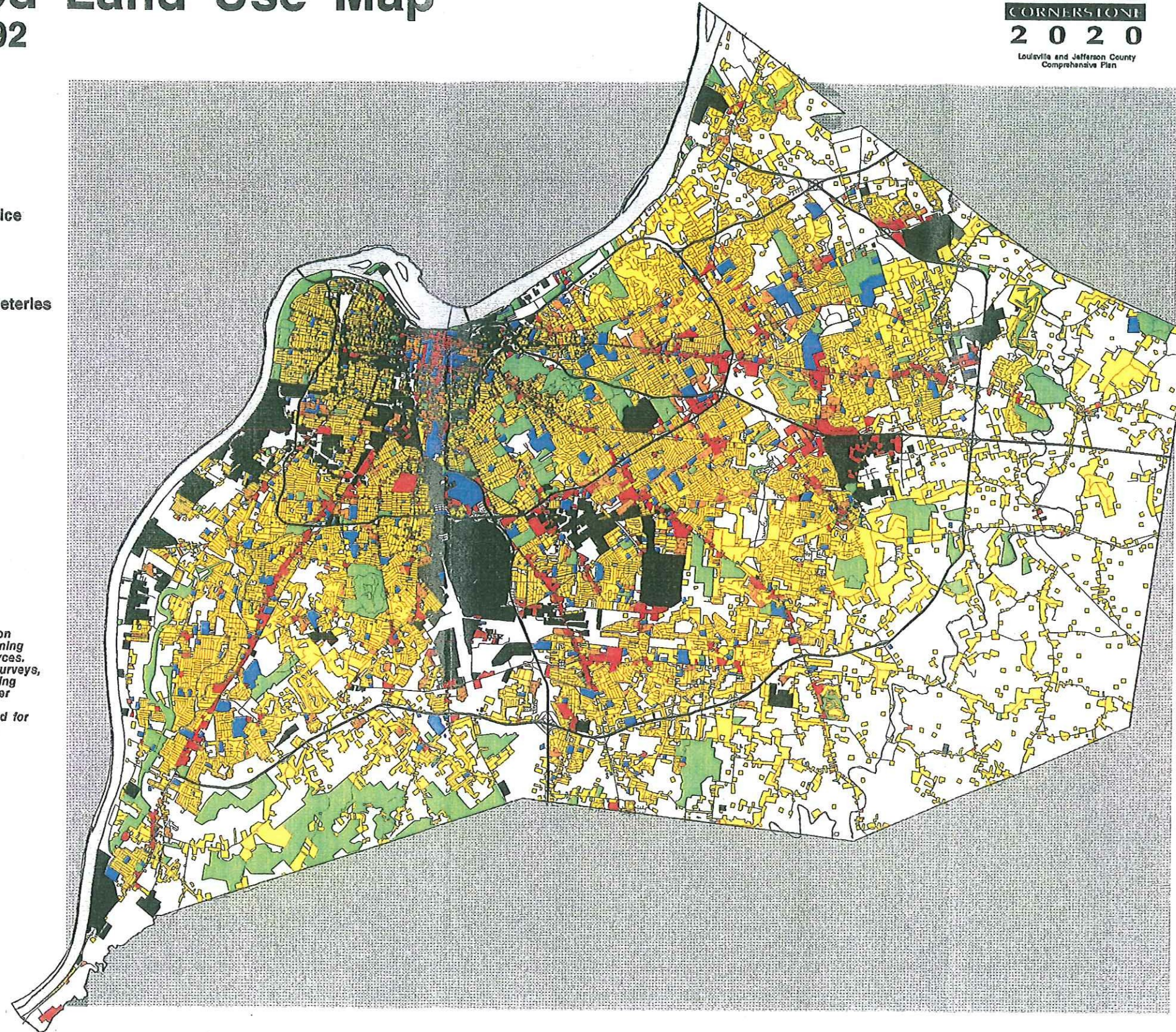
The L/JCPD is quite successful in its mission of providing park and recreational services to the residents of Louisville and Jefferson County given the limited financial resources at its disposal. A 1990 study by the American Institute for Leisure Resources found an allocation for the operating budget of \$11.55 per capita in Louisville/Jefferson County, compared to per capita subsidies of \$15.80 for Indianapolis, \$33.66 for Pittsburgh, \$41.14 for Chicago, and \$48.16 for Baltimore.<sup>14</sup> A 1994 report on Kentucky's Municipal and County Recreation Services (Fiscal Year 1993-94) similarly found that per capita spending on Louisville/Jefferson County parks ranked relatively low compared to many other park departments in Kentucky.<sup>15</sup> L/JCPD expenditures of \$21.29 per capita were lower, for example, than

# Generalized Land Use Map

January 1, 1992



- Single Family Residential
- Multi-family Residential
- General Commercial and Office
- Industrial
- Public and Semi-public
- Recreational Areas and Cemeteries



*Note: The generalized land use depicted on this map was compiled by the Planning Commission Staff from various sources. These sources include windshield surveys, aerial photography flown in the Spring of 1991, Property Valuation and other records. This map is not intended to be used for site specific purposes.*



February 21, 1993



Copyright © 1993, LOUISVILLE AND JEFFERSON COUNTY METROPOLITAN SEWER DISTRICT. All Rights Reserved.

Map Prepared by: Department of Planning and Architectural Management, Division of Planning and Participation Services



Bowling Green (\$105.61 per capita), Frankfort/Franklin County (\$25.59 per capita), Lexington/Fayette County (\$41.53 per capita), Owensboro (\$45.37 per capita), and Paducah (\$63.29 per capita). Of the Kentucky communities over 50,000 population, only two (Boone County and Hopkinsville/Christian County) spend less per capita than Louisville/Jefferson County.

The deferral of long-term maintenance requirements necessitated by the relatively low current funding levels is evident, for example, in the advanced deterioration of County swimming pools such as the one at Sun Valley Park. Many existing parks are in need of facility rehabilitation, infrastructure renewal, and restoration of environmental and cultural resources. Moreover, additional development of facilities to meet the recreational needs of future County residents will result in increased maintenance responsibilities. Increased levels of funding must be dedicated for park operations and maintenance, coupled with ongoing efforts to improve efficiency and productivity, if the L/JCPD is to continue to successfully serve the recreational needs of Louisville and Jefferson County.

In 1990, the American Institute for Leisure Resources prepared a management study of the Louisville/Jefferson County park system.<sup>16</sup> Particularly relevant conclusions of the study include:

- Increased efforts should be devoted to promoting the L/JCPD's services and accomplishments to foster public awareness and support; and
- A long-range master plan for park facilities and programs is needed which acknowledges the limited fiscal resources available to the L/JCPD and emphasizes the potential for self generation of a greater portion of its operating budget.

The study makes a detailed series of recommendations for management and operational improvements addressing issues such as the organization of the L/JCPD, staffing and employee morale, financing, public information and promotion, and maintenance. The L/JCPD has made progress in implementing many of the recommendations of the study, particularly those that do not require commitment of significant fiscal resources. However, other major recommendations of the study have not yet been implemented.

## **F2. Capital Investment**

Over the period 1978 to 1993, capital expenditures on improvements to the Louisville/Jefferson County Metro parks system totalled just over \$30 million, an

average of about \$1.8 million per annum (see Table II.F.1). Over the period between 1979 and 1983, capital expenditures totalled \$8,419,094, or an average of \$1.68 million each year. For the same period a decade later, from 1989 to 1993, a total of \$15,435,059, or an average of just over \$3 million each year, was spent on parks and recreational improvements. While this appears at first to be a significant increase in the level of investment per annum, if the effect of inflation is taken into account, this apparent increase is seen to be much diminished. A value of \$1.68 million in 1979 was equal to a value of \$2.87 million in 1989, based on the Consumer Price Index.<sup>17</sup>

Table II.F.1  
L/JCPD CAPITAL FUNDING 1978 - 1993

Year	Federal Funds	Percent Federal	General Funds	Percent General	Total
1978	\$938,405	74.0	\$331,130	26.0	\$1,269,535
1979	\$2,167,013	70.0	\$929,612	30.0	\$3,096,625
1980	\$1,409,348	77.2	\$414,336	22.8	\$1,823,684
1981	\$1,423,325	78.0	\$400,250	22.0	\$1,823,575
1982	\$322,500	79.5	\$83,175	20.5	\$405,675
1983	\$763,373	68.6	\$349,350	31.4	\$1,112,723
1984	\$1,037,250	78.7	\$280,393	21.3	\$1,317,643
1985	\$192,195	14.2	\$1,164,116	85.8	\$1,356,311
1986	\$544,940	20.8	\$2,016,220	79.2	\$2,561,160
1987	\$230,500	8.6	\$2,455,302	91.4	\$2,685,802
1988	\$686,750	34.8	\$1,289,496	65.2	\$1,976,246
1989	\$736,300	19.1	\$3,106,769	80.9	\$3,843,069
1990	\$507,870	17.0	\$2,559,701	83.0	\$3,067,571
1991	\$534,999	23.0	\$1,775,670	77.0	\$2,310,669
1992	\$628,000	15.0	\$3,531,050	85.0	\$4,159,050
1993	\$370,600	18.1	\$1,684,100	81.9	\$2,054,700
<b>TOTAL</b>	<b>\$11,330,369</b>	<b>37.5</b>	<b>\$18,839,620</b>	<b>62.4</b>	<b>\$30,169,989</b>

Source: L/JCPD

It can also be seen from Table II.F.1 that the percentage share of total capital expenditures which comes from General Funds (including both City and County allocations) has increased in comparison to the share from federal funds.

Each year, funding for the parks system has to compete with all the other demands on the municipal purse. Unfortunately, funding for parks is often seen as a low-priority luxury rather than a vital component in building the long-term livability and economic vitality of Jefferson County. A clean environment and the quality of recreational opportunities are often key factors in business location decision-making. It should be recognized that expenditures on parks and recre-

ation are not just an optional community benefit, but represent an investment in the future health and financial viability of the community. The development of an effectively planned open space system can also contribute to reduced public costs to construct and maintain to construct and maintain infrastructure (roads, sewer, etc.) serving new development. It is important that decisions makers in Louisville and Jefferson County recognize the financial as well as the social benefits of investment in the parks system.

As shown in Table II.F.2, the approved capital budgets for Fiscal Year 1994-95 provide a total of \$5,462,800 for expenditures on the parks, recreation and open space system. This includes \$4,862,800 from the City of Louisville Capital Projects budget and \$600,000 from the County. Of the County total, \$400,000 is allocated for the first debt service payment on a new \$4.7 million parks bond which provides monies for the improvements to Cox Park, McNeely Park, Sun Valley Golf Course, and Vettiner Golf Course, as well as \$500,000 for land acquisition in the southeastern part of the County.

It should be noted that while the L/JCPD operates as a single entity, financing from the City is generally dedicated only to improvements within the City, and financing from the County is similarly applied to parks and amenities outside the City of Louisville.

Table II.F.2

**L/JCPD FISCAL YEAR 1994-95 CAPITAL FUNDING PROJECTION**

City of Louisville	
General Fund	\$1,941,250
Federal Community Development	\$824,000
Other (donations raised by the Louisville Olmsted Parks Conservancy)	\$2,097,550
<b>Subtotal</b>	<b>\$4,862,800</b>
Jefferson County	
Capital Appropriations	\$200,000
Debt Service (for first year's financing on \$4.7 million bond issue)	\$400,000
<b>Subtotal</b>	<b>\$600,000</b>
<b>TOTAL</b>	<b>\$5,462,800</b>

Source: City of Louisville Recommended Capital Projects Fiscal Year 1994-1995; Jefferson County Government - Fiscal Year 1995, Capital Improvement Reserve Fund Department, Capital Appropriations & Debt Service Divisions; Wallace Roberts & Todd.

1. United States Department of Agriculture Soil Conservation Service, *Soil Survey of Jefferson County, Kentucky*, reissued February 1991, pp. 129-130
2. Louisville and Jefferson County Metropolitan Sewer District, *Stream Quality Monitoring: An Appraisal of Water Quality Conditions in the Streams of Jefferson County, Kentucky*, 1991 Report
3. Kentucky Division of Water and the National Park Service Rivers, Trails and Conservation Assistance Program, 1992
4. The Kentucky Environmental Quality Commission, *State of Kentucky's Environment: A Report of Progress and Problems*, 1992, p. 243
5. Ogden Environmental, *Pond Creek Wetland Study*, 1994
6. Louisville Olmsted Parks Conservancy, *Master Plan for the Louisville Olmsted Parks & Parkways*, 12 October 1993 Draft, p. 37
7. Miller/Wihry/Lee Inc., *Open Space Action Program - Jefferson County, Kentucky*, Spring 1980
8. The Kentucky Environmental Quality Commission, 1992, p. 260
9. Louisville Olmsted Parks Conservancy, 12 October 1993 Draft, p. 37
10. Louisville and Jefferson County Planning Commission, *The Comprehensive Plan: Guided Growth and Redevelopment for Louisville and Jefferson County*, Core Graphics, 1986
11. Miller/Wihry/Lee Inc., Spring 1980, p. 26
12. Louisville and Jefferson County Division of Planning and Development Services, *Draft Agricultural Lands Inventory*, 1994, pp. 13-15
13. Louisville-Jefferson County Division of Planning and Development Services, *Environmental Constraints Affecting Vacant Land in Jefferson County*, 1994
14. American Institute for Leisure Resources, *Louisville/Jefferson County Metro Parks Management Study*, 1990, p. 3
15. Kentucky Department of Local Government, *Kentucky Recreation & Park Society, Municipal and County Recreation Services Study for Fiscal Year 1993-1994*, April 1994
16. The American Institute for Leisure Resources, *Metro Parks Management Study for the City of Louisville, Kentucky*, 1990
17. U.S. Department of Labor, Bureau of Labor Statistics, *U.S. City Average Consumer Price Index, from Economic Impacts of Protecting Rivers, Trails and Greenway Corridors, A Resource Book*, published by National Park Service, 1991, p. A9.



# III. PARK AND RECREATIONAL FACILITY NEEDS ANALYSIS

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

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

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

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

---

## A. Parkland Needs Analysis

### Background

Approximately 20 years ago, the L/JCPD developed an informal park classification system for parks under its jurisdiction. Developed from NRPA standards, this system includes the following types of parks<sup>1</sup>:

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

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

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





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

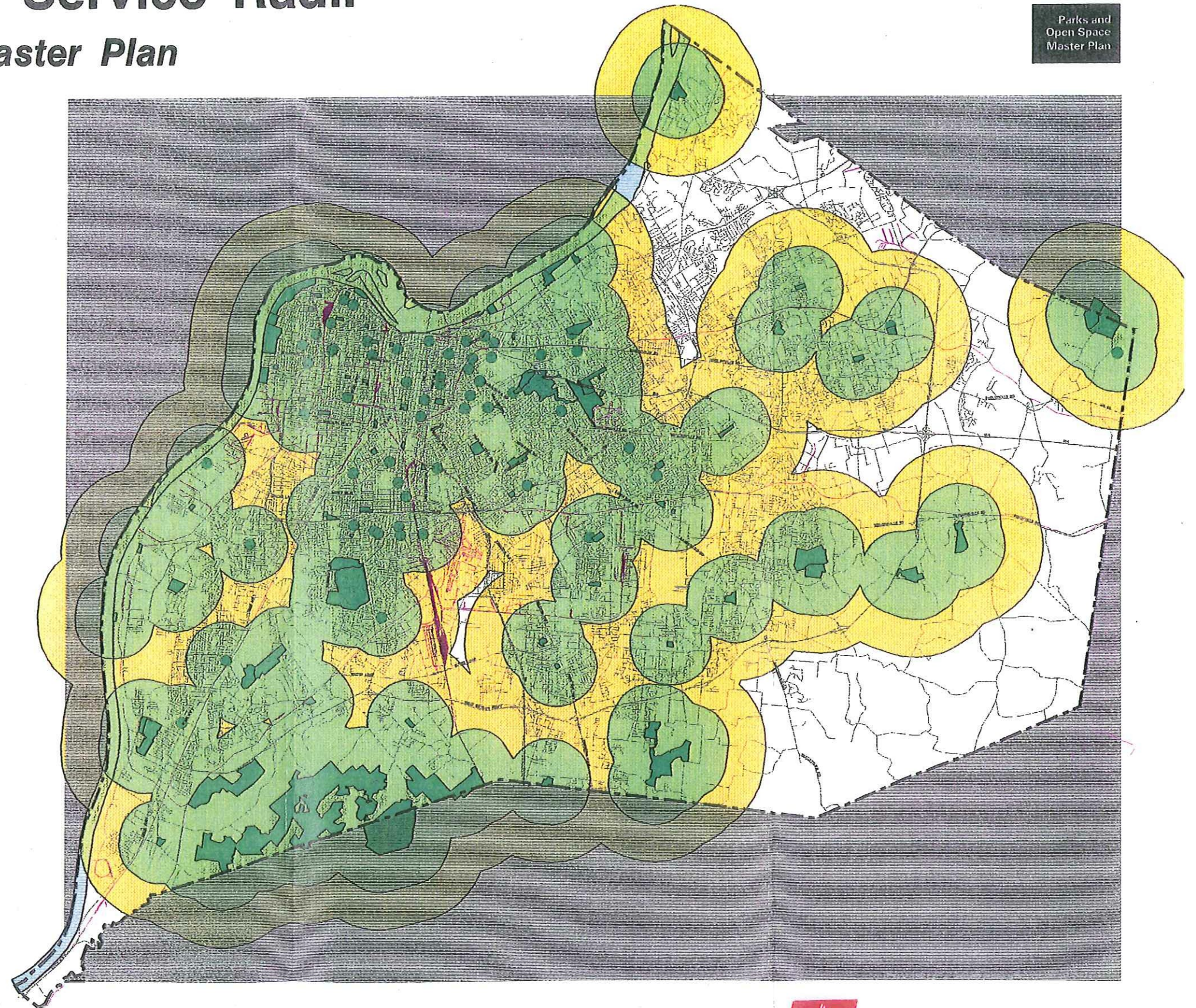
# Existing Parks and Service Radii

## Parks And Open Space Master Plan

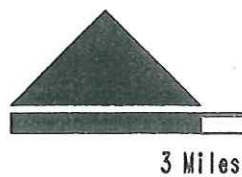
Parks and  
Open Space  
Master Plan

### Legend

-  Two Mile Service Radii
-  One Mile Service Radii
-  Existing Parks
-  Park Facilities With an Area of Less Than Five Acres



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.





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

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

The L/JCPD did not formally adopt standards in conjunction with the above classification system. More recently, a park classification system and population-based acreage standards were developed in the *Urban Parks and Recreation Recovery Action Plan* (RAP) for the City of Louisville, prepared in 1991. The classification system includes the following types of parks<sup>2</sup>:

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

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

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

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

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

#### **Recommended Park Classification System and Standards**

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

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

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

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

**Major Urban** (100 to 1,000 acres): a large park with a balance of active and passive uses, designed to serve a substantial region of the City or County. Major urban parks may include facilities which draw people from all over the County. Louisville's major urban parks are the three large Olmsted-designed parks and Seneca Park. McNeely, Long Run, and Vettiner Parks are examples of major urban parks in Jefferson County.

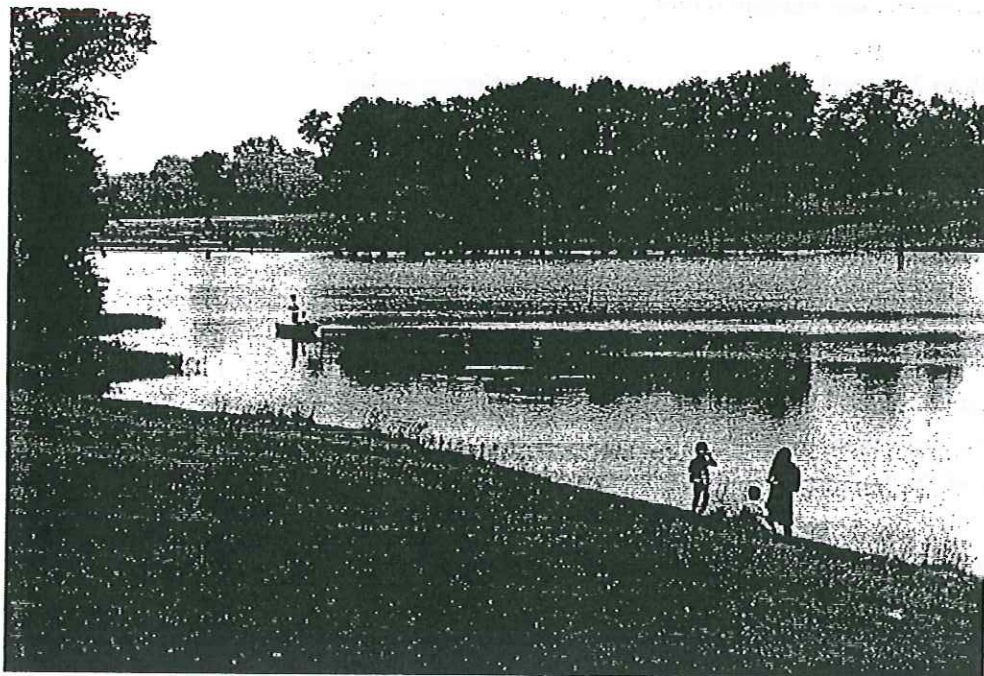
For planning purposes, major urban parks

should be located so as to provide service within six miles of all residential areas in the City and County.

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

The recommended parkland acreage standards are as follows:

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



McNeely Park

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

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

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

### Needs Assessment

To provide a basis for assessing park and recreational facility needs, this plan divides Louisville and Jefferson County into seven recreational service areas with similar characteristics such as topography, housing mix, density, and socioeconomic character (see Figure III.A.2: Recreation Planning Service Areas). The service areas consist of one or more of 13 market zones developed by DPDS to project population and housing units from 1995 to 2020.<sup>3</sup> The recreational service areas based on the market zones are generally as follows:

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

### Recreational Service Areas

eastern Jefferson County.

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

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

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

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

---

## B. Recreational Facility Needs Analysis

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

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

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





# Recreation Planning Services Area










## Parks And Open Space Master Plan

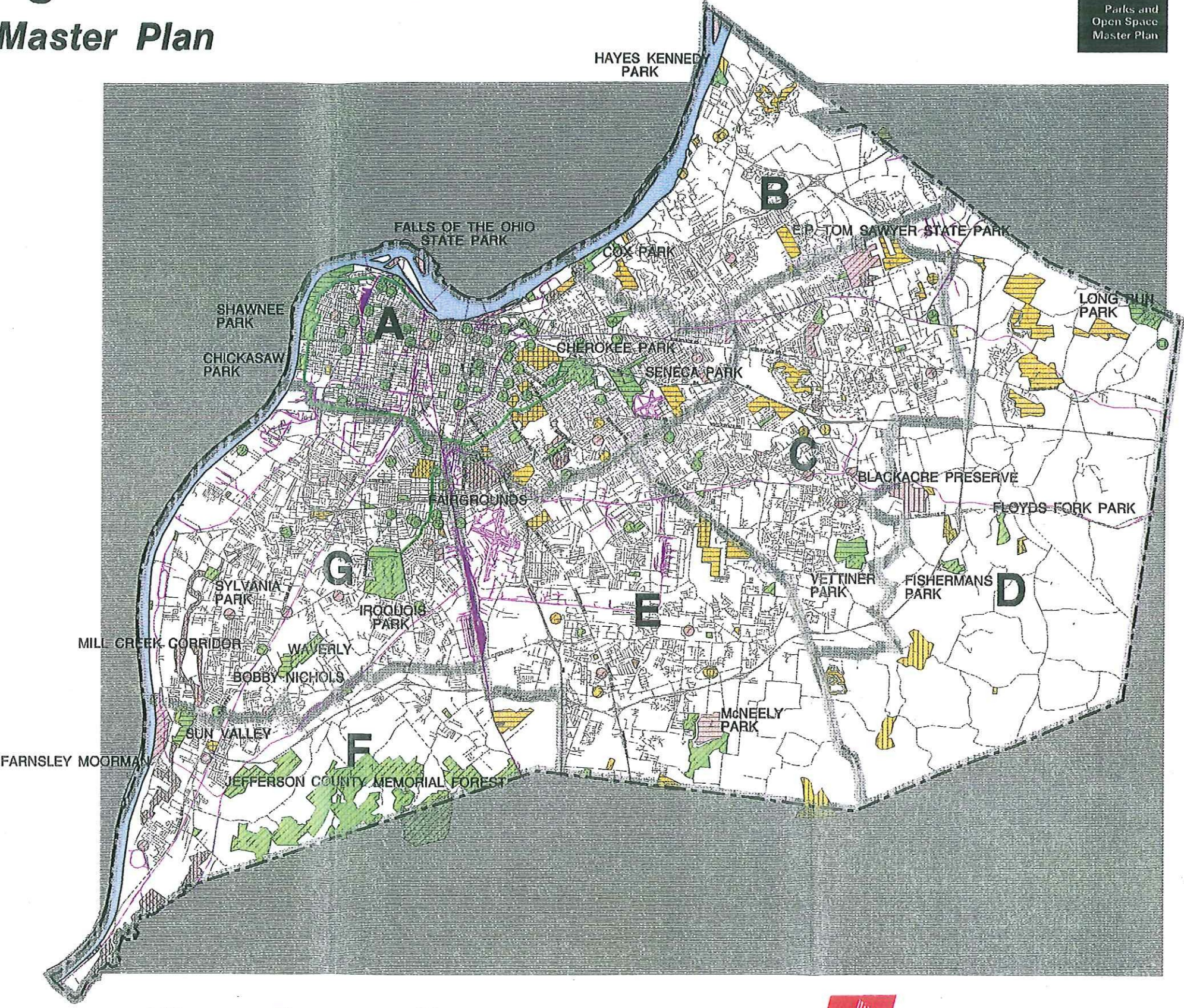
### Legends

#### Jurisdiction

-  Louisville & Jefferson Co. Parks Dept.
-  Other Public
-  Utility
-  Private

#### Classification

-  Park / Recreation Facility
-  Golf Course
-  Club
-  Cemeteries > 10 Acres
-  Marina
-  Nature Preserve
-  Other
-  Olmsted Parkway
-  Rail / Airport



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.

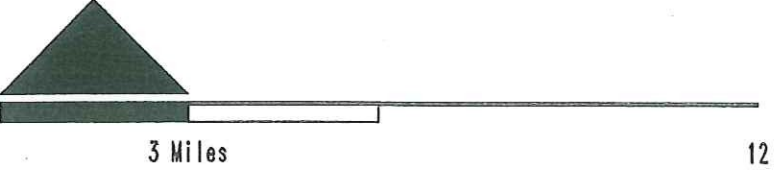




Table III.A.2  
**PARKLAND ACREAGE NEEDS ANALYSIS**

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

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

not under the jurisdiction of the L/JCPD.

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

#### **Current Distribution**

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

#### **Recommended Standard**

- One playground per 5,000 population.

#### **Estimated 1995 Deficiency**

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

#### **Projected 2020 Deficiency**

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

#### Recommended Actions

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

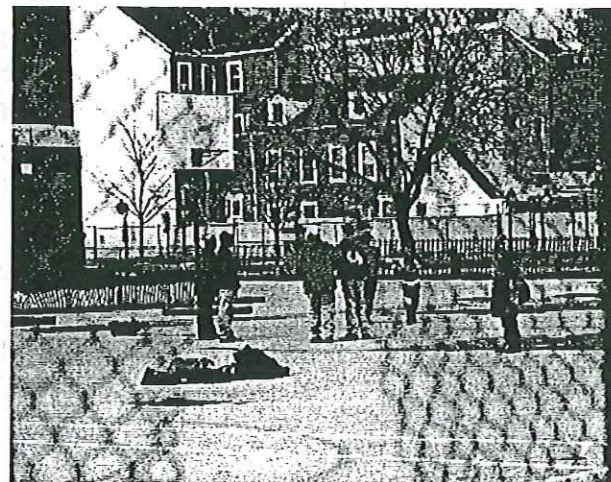
Periodic replacement of playground equipment should be factored into budgeting and parkland maintenance programs.

#### Outdoor Basketball

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

#### Current Provision

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



#### **Current Distribution**

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

#### **Recommended Standard**

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

#### **Estimated 1995 Deficiency**

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

#### **Projected 2020 Deficiency**

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

#### **Recommended Actions**

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

## Tennis

### Current Provision

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



### Current Distribution

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

### Recommended Standard

- One tennis court per 4,000 population.

### Estimated 1995 Deficiency

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

### Projected 2020 Deficiency

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

#### Recommended Actions

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

#### Softball/Baseball

##### Current Provision

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



#### Current Distribution

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

#### Recommended Standard

- One ballfield per 5,000 population.

#### Estimated 1995 Deficiency

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



#### Projected 2020 Deficiency

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

#### Recommended Actions

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

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

## **Volleyball**

### **Current Provision**

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

### **Current Distribution**

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

### **Recommended Standard**

- One volleyball court per 15,000 population.

### **Estimated 1995 Deficiency**

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

#### Projected 2020 Deficiency

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

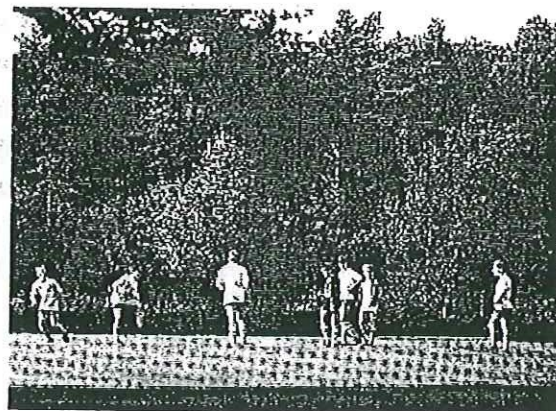
#### Recommended Actions

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

#### Soccer

##### Current Provision

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



##### Current Distribution

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

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

#### **Recommended Standard**

- One soccer field per 10,000 population.

#### **Estimated 1995 Deficiency**

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

#### **Projected 2020 Deficiency**

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

#### **Recommended Actions**

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

### **Football**

#### **Current Provision**

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

#### Current Distribution

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

#### Recommended Standard

- One football field per 50,000 population.

#### Estimated 1995 Deficiency

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

#### Projected 2020 Deficiency

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

#### Recommended Actions

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

### Swimming Pools

#### Current Provision

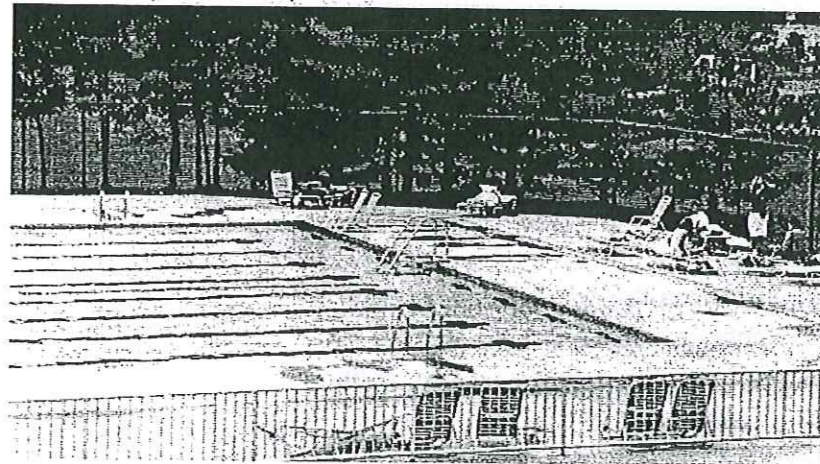
- The L/JCPD manages 15 pools, including six at school sites.
- One pool, located at E.P. Tom Sawyer State Park, is operated by the State of Kentucky.
- At least six quasi-public pools are provided by organizations such as the YMCA and churches.
- Thirteen pools are located at private swim clubs.

#### Current Distribution

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

#### Recommended Standard

- One swimming pool per 40,000 population.



#### Estimated 1995 Deficiency

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

#### Projected 2020 Deficiency

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

#### Recommended Actions

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

## Golf

Louisville and Jefferson County's public golf courses are well attended, with a total of 380,000 rounds played in 1993. This averages out to well over 40,000 rounds per course, considerably in excess of a 1992 national average of just over 30,000.<sup>4</sup>

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

### Current Provision

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

### Current Distribution

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

### Recommended Standard

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

### Estimated 1995 Deficiency

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

### Projected 2020 Deficiency

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

#### Recommended Actions

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

#### Horseback Riding

##### Current Provision

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

##### Current Distribution

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

##### Recommended Standard

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

##### Estimated 1995 Deficiency

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



#### Projected 2020 Deficiency

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

#### Recommended Actions

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

#### Recreation Centers

##### Current Provision

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

##### Current Distribution

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

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

**Recommended Standard**

- One recreation center per 20,000 population.

**Estimated 1995 Deficiency**

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

**Projected 2020 Deficiency**

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

**Recommended Actions**

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

**Other Facilities**

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

### Walking/Jogging Paths

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

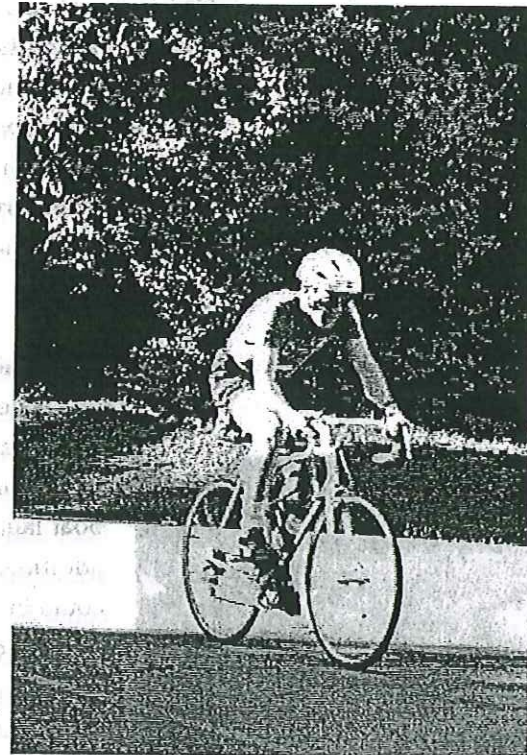
Given the popularity of the existing walking/jogging paths, the L/JCPD should continue to provide these facilities in appropriate locations throughout the park system. Development of future parks should incorporate walking/jogging paths as a basic recreational feature. As with all recreation facilities,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

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

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

### Hiking Trails/Bicycle Paths

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



*A path system needs to accommodate several user groups.*

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

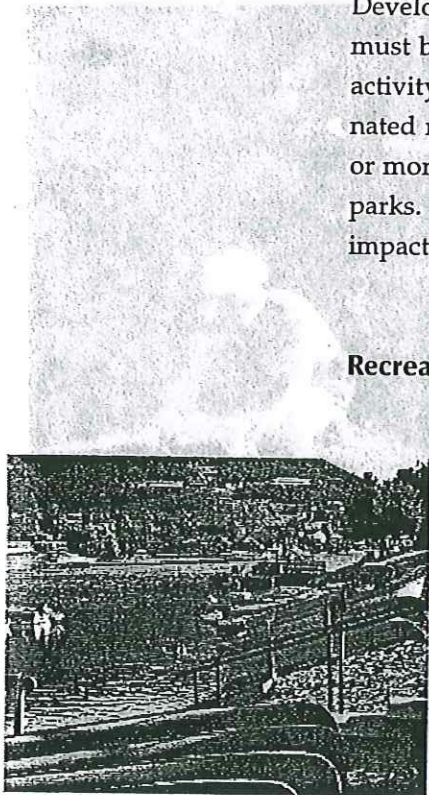
As noted above, potential conflicts between different user groups is an issue of concern for multi-use trails. Such issues can be resolved through proper planning, design, and management. For example, trails along narrow riparian corridors may be appropriate for limited development and use by pedestrians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

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

### Recreational Boating

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

Canoeing is also popular recreational boating activity which can be



# Louisville and Jefferson County Proposed Bicycle Network



-  Bike Path
-  Bike Lane
-  Bike Route
-  Shared Roadway

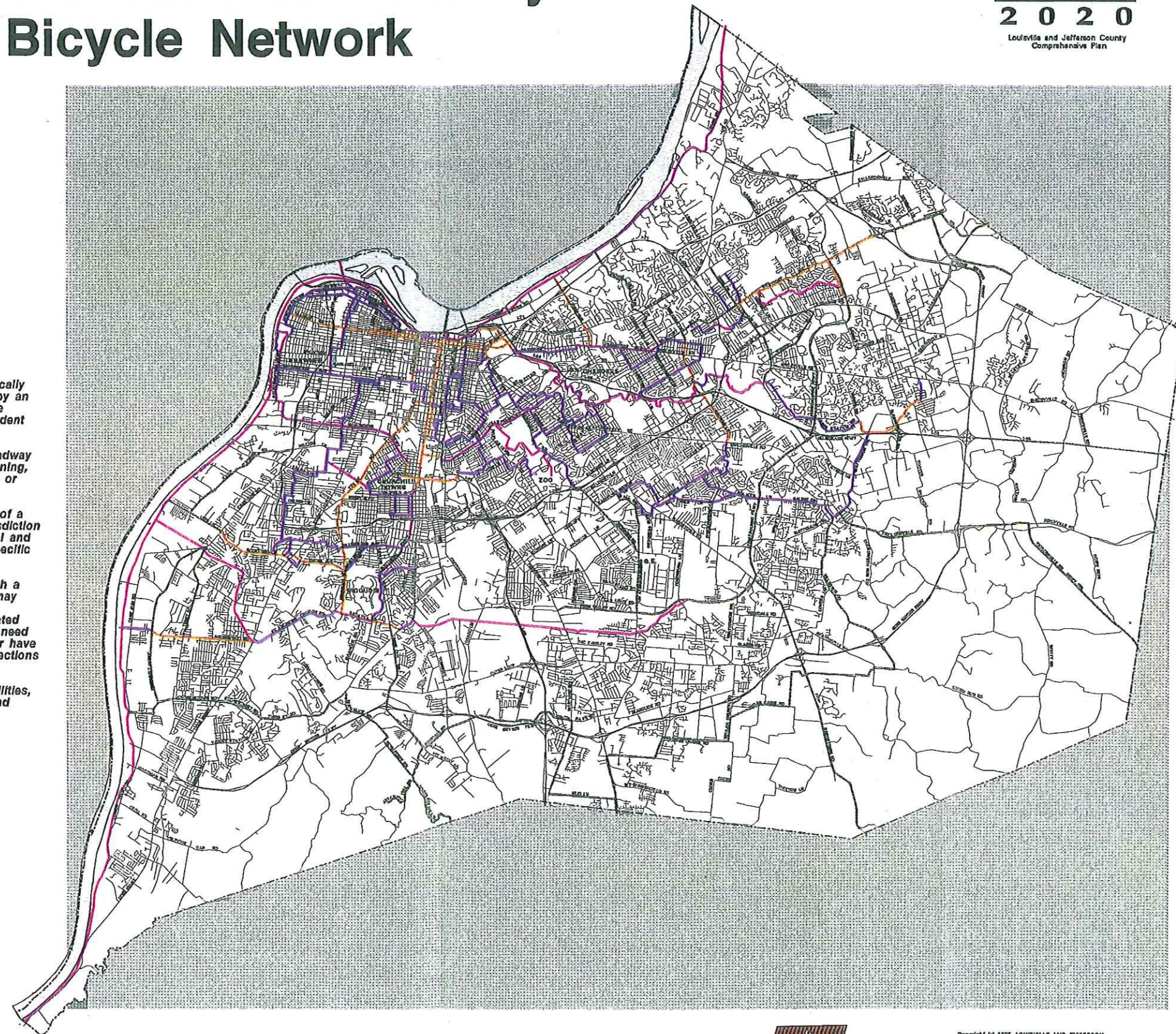
**Bicycle Path (Bike Path)** - A bikeway physically separated from motorized vehicular traffic by an open space or barrier, and either within the highway right of way, or within an independent right of way.

**Bicycle Lane (Bike Lane)** - A portion of roadway which has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicycles.

**Bicycle Routes (Bike Routes)** - A segment of a system of bikeways designated by the jurisdiction having authority with appropriate directional and informational markers, with or without a specific route number.

**Shared Roadway** - Any roadway upon which a bicycle lane is not designated and which may be legally used by bicycles regardless of whether such facility is specifically designated as a bikeway. Only shared roadways that need improvements for desirable connections or have been identified as existing desirable connections for experienced cyclists are shown.

\*Guide for the Development of Bicycle Facilities, American Association of State Highway and Transportation Officials (AASHTO).



February 21, 1999



Copyright © 1999, LOUISVILLE AND JEFFERSON COUNTY METROPOLITAN SEWER DISTRICT. All Rights Reserved.

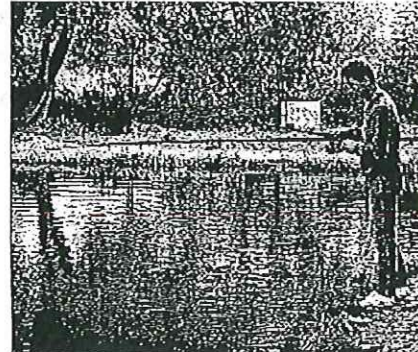
Map Prepared by: Department of Planning and Economic Development, Office of Planning and Development Services



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

### Fishing

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



### Group Camping

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

### Natural Areas

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

### Special Interest Facilities

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

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

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

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

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



## IV. THE PLAN

### A. Guiding Principles

Louisville and Jefferson County's park system has a distinguished heritage dating back to Frederick Law Olmsted's vision of three major parks connected by tree-lined parkways. This vision was in the tradition of other plans by Olmsted for cities such as New York, Chicago and Boston, which were designed to provide multifunctional, spacious parks and open spaces connected by landscape corridors in the form of parkways or greenways. During the course of his career, Olmsted's park planning and design work adhered to several guiding principles that remain relevant today.<sup>1</sup> Olmsted believed that parks and public projects should reflect democratic values, providing all members of the community with opportunities for recreation and enjoyment. Olmsted defined three types of recreation:

*Recreative*, the experience of a park as a natural setting, today referred to as passive recreation;

*Gregarious*, or group gatherings in a public setting; and

*Exertive*, athletic activities including organized sports or individual pursuits such as bicycling or jogging, today referred to as active recreation.<sup>2</sup>

Another idea which is repeated throughout Olmsted's work was that park design should respond to the natural and cultural processes of the site. This principle is reflected in Shawnee, Iroquois, and Cherokee Parks, each of which has a distinctive character based on its landscape setting:

**Shawnee Park** was planned to take advantage of its expansive frontage along the Ohio River, with its design structured around a "Great Lawn" or public gathering place sited on the natural terrace above the river.

**Iroquois Park** was designed to accentuate the scenic overlooks and forested hillsides of Burnt Knob, a distinctive geological and ecological feature of the Louisville region.

Cherokee Park was planned around the rolling pastoral landscape associated with the Beargrass Creek valley.

Another of Olmsted's tenets which is of great relevance given contemporary issues of park maintenance and funding was that a program of continuing management is as important as the original park design itself. Many of Olmsted's park projects incorporated long-term planting and maintenance plans.<sup>3</sup>

The Parks and Open Space Master Plan builds upon the work of Olmsted and the Louisville Olmsted Parks Conservancy's *Master Plan for the Louisville Olmsted Parks and Parkways* to establish a "grand vision" for Louisville and Jefferson County's parks and open spaces in the twenty-first century. This vision integrates Olmsted's park planning and design philosophy with responses to contemporary issues such as modern recreational needs, automobile-oriented development patterns, and finite fiscal and environmental resources. The Parks and Open Space Master Plan proposes the following principles to guide development of the vision:

**Recreational diversity**

1. *Diverse and accessible recreational opportunities should be available for all citizens of Louisville and Jefferson County.*

A variety of active and passive recreational and community gathering facilities and programs should be made available to serve the needs of citizens of all interests, abilities, and age groups. Examples of the diverse types of recreation that should be provided within the park system include outdoor and indoor athletic facilities, playgrounds for children, facilities for special needs populations, and areas for people to enjoy the natural environment. As a general rule, the L/JCPD should strive to integrate recreational access for people with disabilities throughout the parks and open space system.

All groups within the community should be provided with ready access to the recreational resources which they wish to use. Modes of access (automobile, transit, pedestrian, and bicycle) should be accommodated appropriate to the users of each park.

**Interconnection and multiple functions**

2. *An interconnected, multifunctional system of parks and open spaces linked by greenway and parkway corridors should be developed to protect important natural, cultural, and visual resources while providing appropriate opportunities for recreation.*

Parks and open spaces of a variety of sizes and uses should be linked by a network of linear corridors such as streams, parkways, and bicycle paths. Included in the system would be lands owned by public entities such as Louisville/Jefferson County and the State of Kentucky and land protected by private owners (e.g.,

easements dedicated as part of the development approval process). The system should be designed to protect resources such as steep slopes, floodplains, natural habitat areas, scenic vistas, and historic properties. Because they contain a concentration of these resources, stream corridors should form the basic linear component of the system.

3. *The parks and open space system should help to define future community form by functioning as an environmental framework within which urban growth occurs as discrete neighborhoods rather than undifferentiated suburban development.*

Currently, development is spreading along existing roadways and consuming vacant land with limited regard for visual or environmental resources. Sufficient undeveloped land remains in the outer part of Jefferson County to permit implementation of an alternative growth pattern in which an open space network surrounds and physically defines compact neighborhoods. Protected through a variety of mechanisms such as clustering and transfer of development rights, the open space could include stream corridors and other sensitive environmental resources, farmlands, viewsheds from scenic roads, and large and small parks including neighborhood facilities.

4. *The design of public parks and open spaces should reflect the natural and cultural character of the site and its location within the Louisville region.*

The rich heritage of Louisville and Jefferson County — its physiographic regions, native vegetation, and historic pattern of urban and rural land uses — should be manifested in the design of the public landscape. Different design treatments are appropriate for parks located in different settings such as the Ohio River waterfront, Knob Hills, or the agricultural matrix of Floyds Fork to accentuate their distinctive ecological characteristics, provide links to the past, and contribute to neighborhood and community identity. Inspiration can be drawn from natural or cultural models such as the native old growth forest, the floodplain and terraces of the Ohio River, and the managed agricultural landscape of fields defined by fencerows. This principle does not imply that parks should rigorously recreate historic landscapes but rather that the natural and cultural heritage of the region should inform a design process which is equally responsive to contemporary needs and ideas.

5. *A philosophy of sustainability which promotes the conservation of natural and cultural resources for current and future citizens should guide park and open space planning, design, and management.*

Park planning, design, and management should reflect a stewardship ethic which

**Definition of  
development pattern  
and community  
character**

**Distinctive park and  
open space design**

**Sustainability -  
conservation of  
natural and cultural  
resources**

sustains natural and cultural processes and protects nonrenewable resources. At the broadest level, the park and open space system should preserve lands which



*Conservation of natural resources such as the creek corridors is an important objective of the plan.*

perform important ecosystem functions such as erosion and flood control, maintaining water quality, and providing habitat for wildlife. The design of individual parks should integrate protection and restoration of natural and cultural resources. Sustainable practices such as the use of native plants, recycled or recyclable materials, renewable energy sources, and innovative treatment systems for stormwater and wastewater should be considered in the planning and design process. Affordable long-term management plans should be developed for existing and new parks with the objective of maintaining facility conditions and the original design intent while reducing waste and resource consumption. For example, less frequent mowing of appropriately selected, non-intensive use turf areas can reduce energy use and encourage a more diverse natural environment.

## **B. Goals, Objectives, and Policies**

### **B1. Open Space Definition**

Open space is any area of land or water not developed for urbanized uses which enhances the livability of the community. Such area may be predominantly in a natural condition or improved or modified for uses such as recreation. This definition encompasses the following types of open space:

#### **Open space for outdoor recreation:**

- Public parks and recreation areas
- School and college playgrounds and athletic fields
- Pedestrian and bicycle trails and greenways
- Picnic areas
- Golf courses
- Private recreation areas

#### **Open space for natural resource protection:**

- Buffer areas for the protection of ground and surface water quality
- Areas for the protection of habitat, native vegetation, and/or threatened and endangered species (natural preserves)
- Wetlands

**Open space for aesthetic, cultural and educational purposes:**

- Visual resources such as scenic viewsheds from public roads
- Development buffers and greenbelts (e.g., providing separation between neighborhoods)
- Urban plazas, arcades, and promenades
- Cultural (historic and archaeological) resources
- Arboreta, museums, and zoological or botanical gardens
- Farmland, managed woodlands, and community gardens

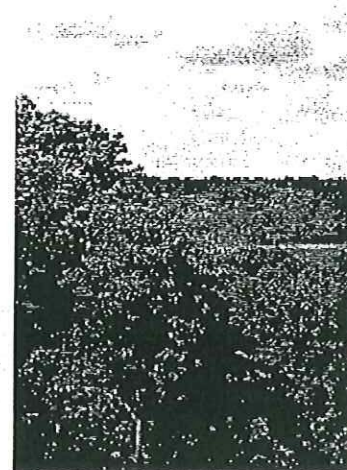
**Open space for public health and safety:**

- Floodplains
- Steep slopes
- Stormwater quantity/quality management areas

The above definition brings into focus the diversity of the parks and open space system envisioned as integral to Louisville and Jefferson County's future. The various categories of open space can inform the design of a comprehensive system which provides a variety of recreational opportunities, enhances environmental quality and community identity, and protects public health and safety. These five categories (plus a sixth which addresses design and management) have been used to articulate a policy framework to guide long-term development of Louisville and Jefferson County's parks and open space system. A goal statement for each category of open space describes the "grand vision" to be achieved by the year 2020 through realization of the parks and open space system. The goals are followed by objectives and policies articulating actions that needs to be accomplished and specific implementation measures to achieve the "grand vision."



*The parks and open space system encompasses a wide diversity of places and activities.*



**Goals, Objectives, and Policies**

**Goal 1: Recreation**

A system of well-maintained parks and recreational facilities which meets the needs of the residents of Louisville and Jefferson County.

**Objective 1.1**

Provide a network of parks of varying sizes and functions equitably distributed throughout Jefferson County.

**Policy 1.1.1**

The L/JCPD will adopt and periodically update (in coordination with the 2020 Comprehensive Plan and the Planning Commission regarding issues which

**Recreation goals,  
objectives, and  
policies**

may impact development and land use regulation) a Parks and Open Space Master Plan which includes the following classification system and standards to be used to set targets for future acquisition of parkland:

*Park Classification System*

*Neighborhood* - Small (typically less than 20 acres) parks serving a nearby neighborhood or neighborhoods.

*Community* - Medium-sized (typically 20 to 100 acres) parks serving several surrounding neighborhoods.

*Major Urban* - Large (typically 100 to 1,000 acres) serving a substantial region of the City or the County.

*Regional* - A large (over 1,000 acres), predominantly natural reserve serving the entire metropolitan area.

*Parkland Acreage Standards*

*Neighborhood, Community, and Major Urban* - Provide 10 acres of neighborhood, community, and major urban parkland combined per 1,000 residents of Louisville and Jefferson County.

*Regional* - Provide 15 acres of regional parkland per 1,000 residents of Louisville and Jefferson County.

**Policy 1.1.2**

The L/JCPD will use suitability for active recreational use and location with respect to population and existing recreational facilities as criteria in prioritizing land for acquisition as public parkland. Particular emphasis will be placed on addressing "at-need" communities which are underserved or which have special need for access to public recreational amenities.

**Policy 1.1.3**

The L/JCPD will adopt and annually update a capital improvements program which sets priorities for public investment in parks and recreational facilities for years one to five, 2010, and 2020. The program will be used as a guide for phased implementation of the parks and open space system identified by the adopted Parks and Open Space Master Plan. The capital improvements program will be developed to be consistent with the proposed Countywide Coordinated Capital Investment Strategy.

**Policy 1.1.4**

The L/JCPD in coordination with the Division of Planning and Development Services (DPDS) and other agencies (in accordance with the proposed Countywide Coordinated Capital Investment Strategy) will identify and pursue

as appropriate finance and revenue generation options, development controls and regulations, and other mechanisms to implement the parks and open space system.

**Objective 1.2**

Ensure that people of all interests, age groups, and abilities have ready access to the recreational, cultural, and leisure facilities and programs of their choice.

**Policy 1.2.1**

The L/JCPD will adopt and periodically update (in coordination with the Planning Commission regarding issues which may impact development and land use regulation) a Parks and Open Space Master Plan which establishes the following standards to be used as a general guide for future recreational facility development:

*Playgrounds* - one playground per 5,000 population

*Outdoor basketball* - one full court per 5,000 population

*Tennis* - one court per 4,000 population

*Softball/baseball* - one ballfield per 5,000 population

*Volleyball* - one court per 15,000 population

*Soccer* - one field per 10,000 population

*Football* - one field per 50,000 population

*Swimming pools* - one pool per 40,000 population

*Golf* - one 18-hole course per 75,000 population

*Horseback riding* - one riding facility per 250,000 population

*Recreation centers* - one center per 20,000 population

**Policy 1.2.2**

The L/JCPD will ensure that all new facilities comply with the requirements of the Americans with Disabilities Act (ADA) and will strive to achieve ADA compliance in all existing facilities. (It should be noted that not all facilities can be made fully accessible, for example, a rugged hiking trail cannot be constructed to provide wheelchair access. The L/JCPD will strive, however, to integrate access for people with disabilities throughout as much of the parks and open space system as possible.)

**Policy 1.2.3**

The L/JCPD will coordinate with other entities such as the Jefferson County Public Schools and the Boys and Girls Clubs to identify opportunities for joint development and operation of a facility or facilities providing recreational opportunities for the special needs population.

**Policy 1.2.4**

The L/JCPD will coordinate with TARC with regard to public transit service, and take account of transit and road access in the siting of major recreation facilities.

**Objective 1.3**

Establish a comprehensive, coordinated bicycle and pedestrian system connecting parks, greenways, and recreational facilities.

**Policy 1.3.1**

The L/JCPD will coordinate the development of pedestrian and bicycle paths within public parks with the Pedestrian and Bicycle Plan prepared by DPDS and the Greenways Strategy being coordinated by The Metropolitan Sewer District (MSD).

**Policy 1.3.2**

The L/JCPD will coordinate with the City and County Public Works Departments, MSD and other entities to create a loop trail around the perimeter of Jefferson County.

**Policy 1.3.3**

The L/JCPD and other agencies as appropriate will coordinate with adjacent counties to establish inter-county trail connections.

**Policy 1.3.4**

The L/JCPD will coordinate with MSD to ensure that public access considerations are addressed in all greenway easement negotiations.

**Policy 1.3.5**

DPDS will prepare and implement urban design guidelines identifying open space standards for issues such as site planning, lot configuration and setbacks, street design cross-sections, and public access connections between development areas and the greenway system.

**Objective 1.4**

Coordinate the provision of recreational facilities with other providers to help meet the recreational needs of the community, to optimize efficiency, and to avoid duplication of service.

**Policy 1.4.1**

The L/JCPD will work with Jefferson County Public Schools to identify opportunities for development/shared use of recreational facilities on school grounds.



**Policy 1.4.2**

The L/JCPD will identify recreational facilities managed by other providers such as the State of Kentucky, the YMCA, Boys and Girls Clubs, and community organizations. The availability of such facilities will be taken into consideration in planning for the development of new recreational facilities within the public parks and open space system.

**Objective 1.5**

Increase public awareness and utilization of available recreational resources.

**Policy 1.5.1**

The L/JCPD will develop and implement a public information program using a variety of media and outreach events.

**Policy 1.5.2**

The L/JCPD will develop and distribute an informational package on the parks and open space system to the Chamber of Commerce and other representatives of the tourist industry.

**Goal 2: Natural Resources**

A network of open spaces and greenway corridors which protects significant natural resources.

**Natural resources  
goal, objectives, and  
policies**

**Objective 2.1**

Identify, preserve, and restore riparian corridors, wetlands, woodlands, and important groundwater recharge areas to protect water quality.

**Policy 2.1.1**

The Department of Planning and Environmental Management (DPEM) will work with other agencies such as MSD and L/JCPD to establish quantifiable riparian zones and enact regulations such as setback and vegetation conservation requirements to protect them.

**Policy 2.1.2**

The DPEM and MSD will conduct a survey to identify the general location of wetlands and groundwater recharge areas within Jefferson County and adopt strategies for their conservation.

**Policy 2.1.3**

The DPEM will coordinate with the Kentucky Department of Fish and Wildlife Resources in preparing a riparian corridor conservation and restoration plan.

**Policy 2.1.4**

The L/JCPD will use the presence of riparian corridors, wetlands, and groundwater recharge areas as criteria in prioritizing land for acquisition as public open space.

**Policy 2.1.5**

The DPDS will coordinate with adjacent counties to plan for linkage of regional open spaces, and to review potential for extension of protection mechanisms such as the Floyds Fork Development Review Overlay Zone into adjacent counties.

**Objective 2.2**

Preserve and enhance significant habitat for wildlife and threatened, endangered, and special concern species.

**Policy 2.2.1**

The DPEM will coordinate with the Kentucky Natural Habitat Program to identify significant occurrences of and habitat for threatened, endangered, and special concern species.

**Policy 2.2.2**

The DPEM will conduct a general biological survey of Jefferson County to identify priorities for habitat conservation.

**Policy 2.2.3**

The L/JCPD will use the presence of significant habitat for wildlife or rare, threatened, and endangered species as criteria in prioritizing land for acquisition as public open space.

**Policy 2.2.4**

The L/JCPD will inventory biological resources within the parks system and manage parks and open space to protect their biological integrity and enhance biodiversity.

**Policy 2.2.5**

The DPDS will consider development of a tree ordinance to protect and enhance tree canopy cover within the City and County.

**Goal 3: Open Space for Aesthetic, Cultural, and Educational Purposes**

A parks and open space system which preserves and enhances visual quality, protects historic and archaeological resources, and provides opportunities for education, and accommodates production of agricultural and forest resources.

**Cultural resources  
goal, objectives and  
policies**

**Objective 3.1**

Protect and provide public access to scenic resources.

**Policy 3.1.1**

The DPDS will designate roads of significant rural/aesthetic quality and develop regulations and/or guidelines to limit the visual impact of development within their corridors.

**Policy 3.1.2**

The L/JCPD will develop and implement a master plan for the perimeter loop trail proposed by Policy 1.3.2. The trail will be designed to connect and provide public access to major scenic resources including the Ohio River, Floyds Fork, and Jefferson County Memorial Forest.

**Policy 3.1.4**

The DPDS will evaluate the appropriateness of a scenic resource overlay zone to protect the visual quality of the forested Knob Hills in the southwestern part of the County (e.g., in and around the Jefferson County Memorial Forest).

**Objective 3.2**

Preserve and restore cultural resources as part of the parks and open space system.

**Policy 3.2.1**

The L/JCPD will work with the Louisville Olmsted Parks Conservancy to implement the recommendations of the *Master Plan for the Louisville Olmsted Parks & Parkways*.

**Policy 3.2.2**

The L/JCPD will inventory historic resources within the park system and incorporate measures for their preservation in park management practices.

**Policy 3.2.3**

The L/JCPD will use historic significance as a criterion in prioritizing land for acquisition as public open space.

**Policy 3.2.4**

The L/JCPD will identify archetypical historic landscape features (old roads and trails, stone fences, osage orange fencerows, etc.) and incorporate them into the parks and open space system.

**Policy 3.2.5**

In collaboration with the Art in Public Places and Parks Department Advisory Commissions, the L/JCPD will develop a program and guidelines for appropriate integration of public art and monuments into the parks, greenways and trails, and open space system. These guidelines will define the respective roles and authority of the two Commissions.

**Objective 3.3**

Promote interpretive and educational programs and facilities within the parks and open space system to foster an understanding of natural and cultural resources and processes.

**Policy 3.3.1**

The L/JCPD will design the perimeter loop trail proposed by Policy 1.3.2 to incorporate interpretive facilities which tell the story of Jefferson County's cultural and natural history.

**Policy 3.3.2**

The L/JCPD will coordinate with Jefferson County Public Schools to develop programs which involve students in the management and restoration of park and open space resources.

**Objective 3.4**

Promote the long-term preservation and economic viability of active farmland, prime agricultural soils, and productive woodland.

**Policy 3.4.1**

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, preferential tax assessment and purchase of development rights.

**Policy 3.4.2**

The L/JCPD will use the presence of prime agricultural soils, and productive woodland as criteria in prioritizing land for acquisition as public open space.

**Policy 3.4.3**

The L/JCPD will consider lease arrangements with private farmers as a management strategy for agricultural lands preserved as part of the parks and open space system. Agricultural use of such lands will be consistent with protection of environmental resources such as natural vegetation and water quality.

**Policy 3.4.4**

The DPEM will evaluate the merits of establishing an urban/community forestry program.

**Goal 4: Public Health and Safety**

An open space network which incorporates land needed to protect public health and safety.

**Objective 4.1**

Manage floodplain areas and areas needed for stormwater management to minimize water and flood damage and preserve open space.

**Policy 4.1.1**

The DPDS will coordinate with MSD and the Army Corps of Engineers to implement development controls and a land acquisition program for designated floodplain and stormwater management areas.

**Policy 4.1.2**

The L/JCPD will use the presence of floodplain as a criterion in prioritizing land for acquisition as public open space.

**Objective 4.2**

Protect steep slope areas to minimize property damage and public costs resulting from inappropriate development.

**Policy 4.2.1**

The DPDS will enact regulations to control development and preserve, to the extent possible, natural landform and vegetation in steep slope areas.

**Policy 4.2.2**

The DPEM will consider enacting an erosion and sedimentation control ordinance to minimize the impacts of land clearing and development activities on steep slopes and other natural resources.

**Public health and  
safety goal,  
objectives, and  
policies**

**Design and  
management goal,  
objectives, and  
policies**

**Policy 4.2.3**

The L/JCPD will use the presence of steep slopes as a criterion in prioritizing land for acquisition as public space.

**Goal 5: Design and Management**

A parks and open space system which is designed and managed to fulfill standards of excellence for appearance, durability, and safety, to sustain environmental resources and processes, and to facilitate affordable maintenance.

**Objective 5.1**

Encourage appropriate public involvement in park planning, design, and management.

**Policy 5.1.1**

The L/JCPD will continue to involve the public in park planning and design projects through workshops and other means.

**Policy 5.1.2**

The L/JCPD will encourage appropriate community and school group and volunteer involvement in park management, for example through adopt-a-park or trail programs or annual events such as Arbor Day.

**Policy 5.1.3**

The L/JCPD will actively seek to develop a wide range of cooperative working relationships with community groups, special interest groups, and the general public, to assist in providing support for the parks and open space system.

**Objective 5.2**

Develop an ongoing, pro-active design and management program for the parks and open space system.

**Policy 5.2.1**

The L/JCPD will evaluate on a revolving basis the use, design, and management of all parks and open space areas. Where the evaluation indicates the need for change, the L/JCPD will take appropriate actions to modify uses, park designs, or management practices. Individual master plans will be prepared for the long-term development of major parks. Improvements to smaller parks will be addressed apart of the ongoing system-wide planning for parks and open space improvements.

**Policy 5.2.2**

The L/JCPD will develop and implement design guidelines for parks and open

space areas which address Jefferson County's natural and cultural features including the five physiographic regions of the County.

**Policy 5.2.3**

The L/JCPD will work with DPDS to develop procedures and/or an ordinance for reviewing proposals for disposal of properties designated as excess by Louisville or Jefferson County. The purpose of the procedures/ordinance will be to ensure that land of potential value to the parks and open space system remains in public ownership.

**Policy 5.2.4**

The DPDS will forward any development proposals adjacent to or likely to impact any existing or proposed parks or open spaces to the L/JCPD for review and comment, ensuring that L/JCPD's assessment does not unduly delay the overall review process.

**Policy 5.2.5**

The L/JCPD will develop guidelines and a plan for improvements of parks and open space signage.

**Policy 5.2.6**

The L/JCPD will coordinate with MSD regarding joint maintenance of greenways.

**Policy 5.2.7**

The L/JCPD will monitor, and mitigate if necessary, impacts of parks such as noise, light, and traffic on adjacent areas.

**Policy 5.2.8**

DPDS will complete an inventory of publicly-owned land in the County.

**Policy 5.2.9**

The L/JCPD will review the inventory of publicly-owned land proposed by Policy 5.2.8 and pursue appropriate public recreational uses on such land.

**Policy 5.2.10**

The L/JCPD will examine the viability of expanding its in-house nurseries and landscape construction capabilities. Potential benefits to be evaluated include enhancing quality and efficiency, developing a nursery stock and construction practices appropriate to the County's distinctive ecology, and promoting a sustainable management philosophy.

**Policy 5.2.11**

The L/JCPD and DPDS will develop ordinance(s) to protect and regulate parkland and open space areas in terms of use by other agencies and utilities, and with the respect to procedures for sale of parks and/or open space areas.

**Policy 5.2.12**

The L/JCPD will adopt park management procedures concerning vehicular circulation and parking controls, closing hours, and protection of cultural and natural resources.

**Objective 5.3**

Design and manage parks to sustain environmental processes, to conserve energy, and to reduce waste.

**Policy 5.3.1**

The L/JCPD will prepare and adopt guidelines for sustainable design and management which address issues such as stormwater management, wastewater treatment, water consumption, native landscape preservation and restoration, energy consumption, use of natural, renewable, and recycled materials, pollution reduction, and waste disposal.

**Policy 5.3.2**

The L/JCPD will continue to implement a tree planting and tree reforestation program throughout the parks and open space system with an emphasis on the use of native species.

**Policy 5.3.3**

The L/JCPD will monitor, and control as necessary, recreational activities such as mountain biking and horseback riding which may cause damage to natural resources.

**Objective 5.4**

Integrate measures to promote safety and security in park design and management operations.

**Policy 5.4.1**

The L/JCPD will address safety and security issues and involve the police department in the park design process.

**Policy 5.4.2**

The L/JCPD will identify and address safety and security issues as part of the ongoing evaluation of parks and open space areas.

**Policy 5.4.3**



The L/JCPD will evaluate the need for and viability of a park ranger patrol program.

#### Policy 5.4.4

The L/JCPD will operate a rapid response approach to address all reported instances of vandalism within the parks and open space systems.

---

### C. Plan Components

This Master Plan recommends a program for acquisition and improvement of open spaces, parks, and recreational facilities to be added to the existing parks system by the year 2020. The recommendations for parkland acquisition are identified on the "2020 Parks and Open Space Concept Plan" map (see Figure IV.C.1), which shows the acreages of various types of parkland which are proposed to be added to the seven park planning service areas described in Chapter III. See Section C3 below entitled "Parkland" for a discussion of proposed parkland acquisition. Section C4 below discusses the recreational facilities which are proposed to be added to the park system. The Concept Plan also indicates the general alignment of the proposed County Loop Trail, which is discussed below under Section C2. Sections C1 and C2 describe the open space and greenways structures which are intended to form the structural backbone of the future parks and open space system. An indication of the general geographic pattern of this open space structure is shown on Figure IV.C.2.

#### C1. Open Space Structure

The concept of an open space system is not one which has guided the development of Jefferson County to date. Olmsted laid out a system consisting of three major parks and connecting parkways which helped define the recreational and aesthetic qualities of parts of the City of Louisville. However, the parks and linking parkway approach was not extended out into Jefferson County. Parkland acquisition in the County during the 1960s was guided by the "Chain of Rainbow Parks" concept (developed in large part by former Parks Director Charlie Vettiner), but the chain concept reflected the idea of a ring of parks in the urbanizing fringe rather than one of physical linkage by parkways, greenways, or other open space. The County has accomplished important parkland acquisitions, including the Jefferson County Memorial Forest, but the only major open space program implemented in the County was the acquisition by the Community Improvement District

(CID) of land for flood control along the Ohio River and some of its tributaries. A primary goal of the Parks and Open Space Master Plan is to set a clear direction for the development of an integrated and interconnected open space system.

The concept of an *integrated system* implies that the various functions of open space will be planned for simultaneously, with each part of the future open space system contributing to multiple functional objectives. For example, CID lands were acquired with the single objective of flood control. A similar land acquisition program in the future would be organized to serve many functions in addition to flood control, such as public recreation, development of a pedestrian and bicycle

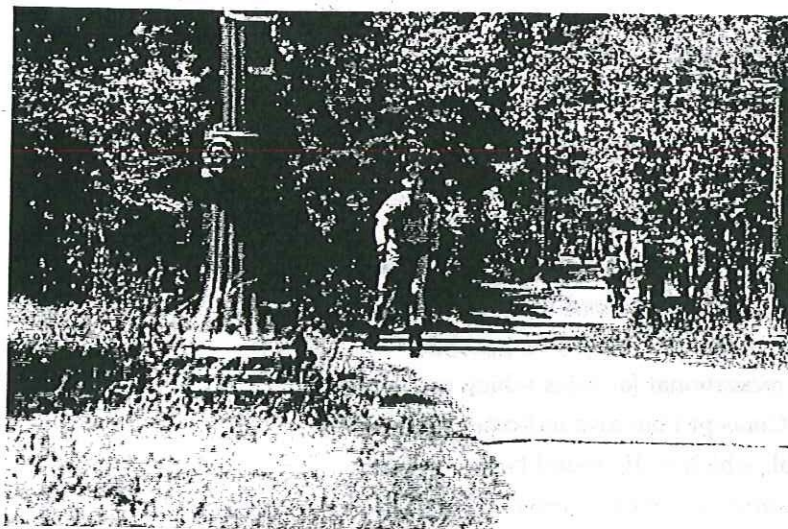
network to provide an alternative to use of the automobile, conservation of natural habitat, and the provision of buffers to organize urban development and to manage the quality of stormwater runoff. Each future open space, greenway, or parkland acquisition would be conceived from an integrated, multi-functional perspective.

The concept of an *interconnected system* implies that the various components of the parks and open space system will be geographically linked. Olmsted established one type of linkage with the

parkways in Louisville. Two additional types of linkages are needed to complete a fully interconnected system.

Reaching throughout the County should be a network of greenways or open space corridors ranging in width from as little as 50 feet to over half-a-mile. The basis for this network is the greenway system described in the *Louisville & Jefferson County Multi-Objective Stream Corridor/Greenway Plan* (Draft Final Plan dated January 1995).<sup>4</sup> These greenways will serve functions such as recreation, stormwater management, habitat conservation, and provision of an open space structure to give coherence and identity to future development in the County. Most of the future community, major urban, and regional parkland in the County should be located along the greenway network. The development of the greenway system should also seek to connect with as many of the existing county parks as possible. Figure IV.C.2: Multi-Objective Steam Corridor/Greenway Plan, which is adapted from the Greenways Plan, shows the general alignments of the potential future greenways.

At a local (neighborhood) scale, a variety of mechanisms such as urban design



Example of a greenway path system.

# 2020 Parks and Open Space Concept Plan

## Parks And Open Space Master Plan











Parks and  
Open Space  
Master Plan

### Legends

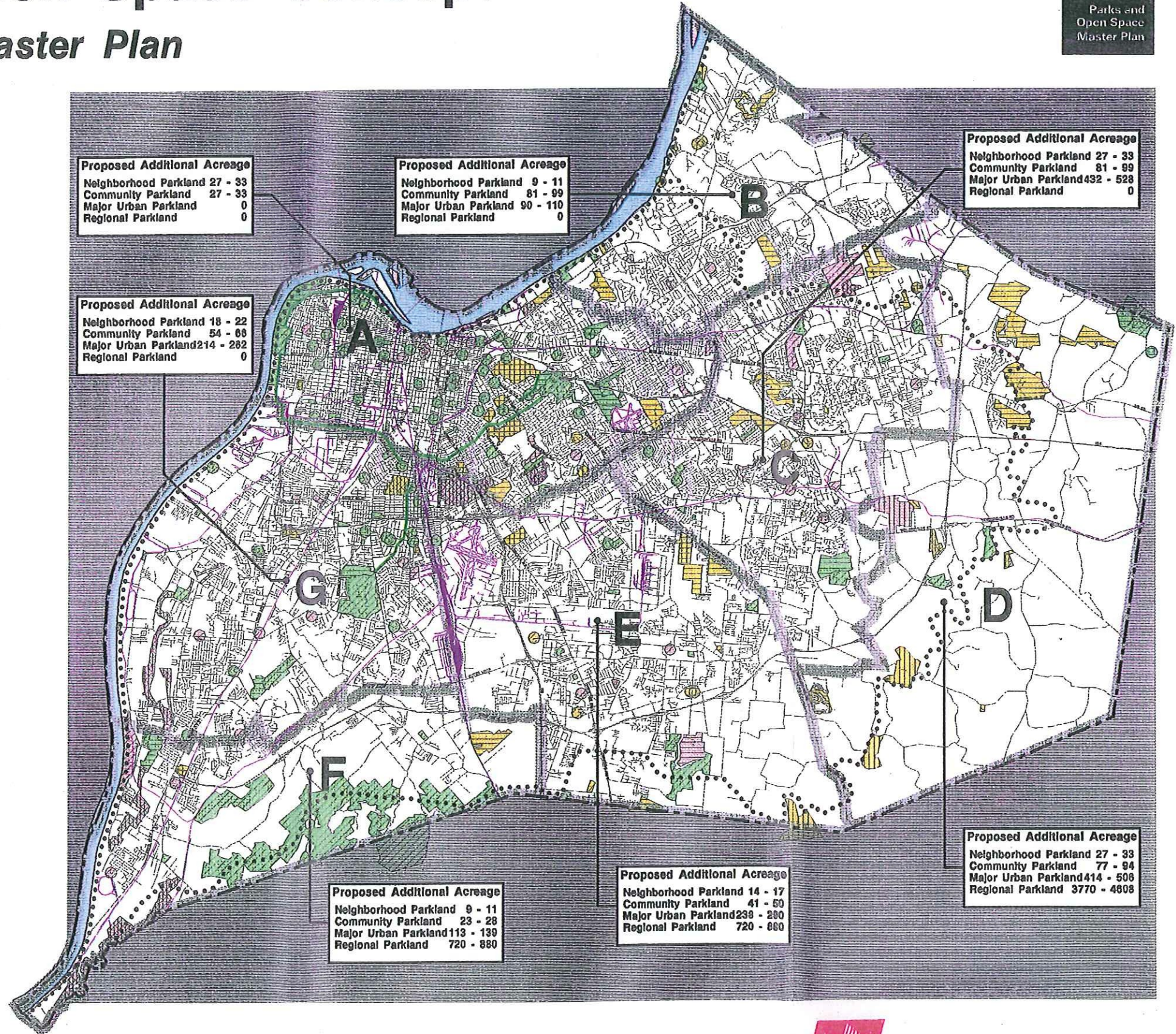
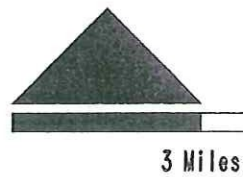
#### Jurisdiction

-  Louisville & Jefferson Co. Parks Dept.
-  Other Public
-  Utility
-  Private

#### Classification

-  Park / Recreation Facility
-  Golf Course
-  Club
-  Cemeteries > 10 Acres
-  Marina
-  Nature Preserve
-  Other
-  Olmsted Parkway
-  Rail / Airport
-  County Loop Trail

Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.





# Multi-Objective Stream Corridor/Greenway Plan

## Parks And Open Space Master Plan


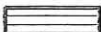





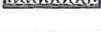

Parks and  
Open Space  
Master Plan

### Legends



#### Jurisdiction

-  Louisville & Jefferson Co. Parks Dept.
-  Other Public
-  Utility
-  Private

#### Classification

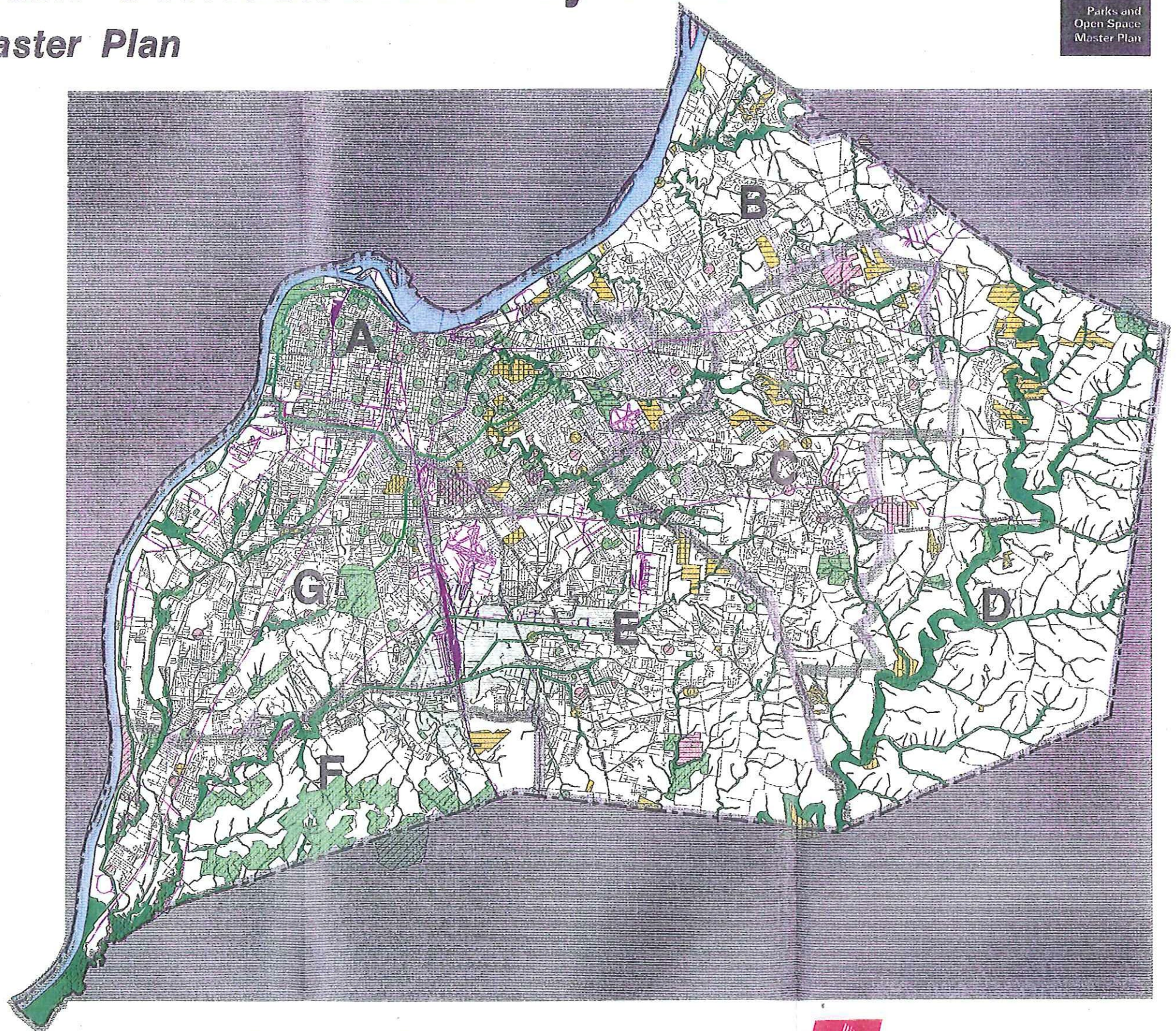
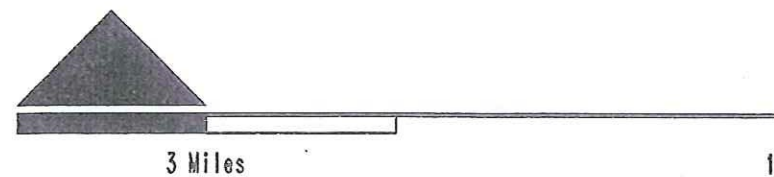
-  Park / Recreation Facility
-  Golf Course
-  Club
-  Cemeteries > 10 Acres
-  Marina
-  Nature Preserve
-  Other
-  Olmsted Parkway
-  Rail / Airport

#### Greenway Classification

-  Stream Corridor Greenway
-  Special Greenway Management Area

The greenways depicted on this map, and the associated Greenway Classification are drawn from the Louisville and Jefferson County Multi-Objective Stream Corridor/Greenway Plan, Prepared by Ogden Environmental and Energy Services, Inc., and Greenways Incorporated.

Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.





together the various parts of Jefferson County Memorial Forest. It should be recognized that where regional parkland can be acquired in a linear form it may contribute to and overlap with the greenways concept discussed in Section C2. This would be particularly true of the potential linear open space along Floyd's Fork, where the floodplain has the width to allow for development of a major new park along the valley floor. Wherever possible (and compatible with land ownership and development patterns) the greenways concept should be expanded to allow for public recreation and parkland uses.

**Table IV.C.1  
PROPOSED PARKLAND ACQUISITION TO 2020**

**LOCAL PARK ACREAGE**

SERVICE AREAS								
	A	B	C	D	E	F	G	TOTAL
Neighborhood	27-33	9-11	27-33	27-33	14-17	9-11	18-22	131-160
Community	27-33	81-99	81-99	77-94	41-50	23-28	54-66	383-468
Major Urban	None	90-110	432-528	414-506	238-290	113-139	214-262	1,501-1,835
<b>Subtotal</b>								<b>2,014-2,462</b>

**REGIONAL PARK ACREAGE**

SERVICE AREAS								
	A	B	C	D	E	F	G	TOTAL
Regional	None	None	None	3,770-4,608	720-880	720-880	None	5,210-6,368
<b>Subtotal</b>								<b>5,210-6,368</b>

<b>GRAND TOTAL</b>								<b>7,224-8,830</b>
--------------------	--	--	--	--	--	--	--	--------------------

Source: Wallace Roberts & Todd

**C4. Recreational Facilities**

A wide variety of additional recreational facilities will need to be added to the park system by the year 2020 to meet community needs. For each facility type,

community demand will need to be evaluated and monitored in order to ensure that a balance is maintained between public expenditure and recreational provision.

It is clear that the L/JCPD cannot be expected to provide for all varieties of recreational demand. Certain types of recreational facilities such as passive parkland will continue to be provided free of charge as a basic public service. However, more specialized facilities will often be offered only where partial or full operational cost recovery through user fees can be achieved. It will never be possible for the County to meet every interest groups' recreational demands. Section III of this Master Plan provides a discussion of community needs for the more common types of recreational facilities. The following is a summary of the "Needs Analysis" recommendations:

- **Playgrounds:** Develop additional playgrounds to meet identified deficiencies at the neighborhood level, using opportunities for joint use with groups such as the Jefferson County Public Schools wherever appropriate. Develop a minimum of six new playgrounds in the short term.
- **Outdoor basketball:** Gradually phase in additional basketball courts on an as-needed basis, primarily on new parkland and through the development of courts on Jefferson County Public Schools property. Development of new courts is not recommended as a high priority in the short term.
- **Tennis:** Ensure that existing courts are properly maintained before developing new courts.
- **Softball/baseball:** Develop an adult softball complex or complexes through concession arrangements; develop a new youth ballfield complex; and negotiate joint use agreements with Jefferson County Public Schools for practice fields.
- **Volleyball:** Volleyball is not seen as a priority for action in the short term. The L/JCPD should monitor community demand and respond if necessary.
- **Soccer:** Develop a soccer complex consisting of 10 to 14 fields in a readily accessible location. In addition, the L/JCPD should work with Jefferson County Public Schools to ensure that soccer fields are well distributed throughout the City and County, either in public parks or at schools.
- **Football:** A low priority should be placed on the development of new football fields.
- **Swimming pools:** Focus on adequate maintenance of existing pools in the short term. In the mid term, the County should construct a major multi-sports complex that would accommodate swimming as



one of its uses (see discussion below). In the long term, an additional pool should be constructed in the eastern portion of the County.

- **Golf:** Additional golf courses should be developed only if revenue projections indicate a minimum of 100 percent cost coverage (including annual operating costs and retirement of capital costs over time).
- **Horseback riding:** Development of a trail or trails permitting horseback riding and possibly a third public stable facility should be considered in the mid to long term for eastern Jefferson County if warranted by community demand.
- **Recreation centers:** Consider construction of an indoor recreational facility as part of a major new multi-sports complex and community center (see discussion below). In addition, the L/JCPD should phase in the development of six new community recreation centers over the next 25 years. Improvements and additions to existing centers should also be made to optimize their utility. Finally, the L/JCPD should coordinate with other entities including the Jefferson County Public Schools to develop joint use agreements for gymnasium use (including indoor basketball) and recreation programming.
- **Other facilities:** Chapter III contains a series of recommendations addressing other recreational facilities and uses such as walking/jogging paths, hiking trails, bicycle paths, recreational boating, fishing, group camping, and natural areas.

The L/JCPD will generally seek to distribute recreational facilities according to specific community needs. Certain facilities may need to be evenly distributed throughout the County, while others such as sports fields may be best provided as multiple facilities concentrated in fewer locations. (Again, specific recommendations are included in Chapter III.) Appendix A includes a series of maps showing the current distribution throughout the County of recreational facilities under the jurisdiction of the L/JCPD. Also included are a series of Facility Deficiency Tables which correlate facility standards, 2020 population projections, and the inventory of existing facilities for each of the park planning service areas, thereby identifying areas of surplus and/or deficiency. These maps and tables should be used to help plan the facilities to be provided in individual park developments. Because the parks and recreational facilities inventory has been entered into the County's computer mapping system (the LOJIC geographic information system), these maps and tables can be easily updated on a periodic basis to monitor progress and modify facility development priorities.

### Multi-Sports Complex

While most of the future facilities will be distributed in various parks throughout the County, it is recommended that serious consideration be given to the development of a major new multi-sports complex and community center at a convenient central location in the County. While a careful siting study should be undertaken as part of an evaluation of the feasibility of this recommendation, a "common sense" location would be in the vicinity of the intersection of I-65 and the Gene Snyder Freeway to the south of the airport. This location has two obvious advantages. First, it would be readily accessible from most parts of the County. In addition, it should be possible to identify a site in this general vicinity where intensive recreational use, with its attendant night lighting and noise, would not negatively impact any adjacent residential areas.

Such a facility might include a major new indoor recreation complex including swimming and diving pools, ice arena, indoor tennis, a gymnasium, an indoor walking track, racquetball and squash courts, and even revenue generating leisure uses such as bowling. Outdoor facilities might include multiple soccer and softball/baseball fields and tennis courts.

1. Albert Fein, *Frederick Law Olmsted and the American Environmental Tradition*, quoted in *Louisville's Olmstedian Legacy: An Interpretive Analysis and Documentary Inventory*, Louisville Friends of Olmsted Parks, September 1988, pp. 6-7
2. Louisville Olmsted Parks Conservancy, *Master Plan for the Louisville Olmsted Parks & Parkways*, 12 October 1993 Draft, p. 5
3. Louisville Friends of Olmsted Parks, September 1988, p. 7
4. Ogden Environmental and Energy Services, Inc., and Greenways Incorporated, *Louisville and Jefferson County Multi-Objective Stream Corridor/Greenway Plan*, Draft Final Plan, January 1995

guidelines should be implemented to connect future development to the open space system, effectively extending the open space system into the urban fabric.

The open space system should not be seen as separate from future development, but rather as the threads which organize and bind it together. Thus the private back yard, the neighborhood park, and elementary school will be connected by neighborhood streets and footpaths to the parkways and greenways, which in turn will connect to the larger parks and natural preserve areas.

## C2. Greenway Trails and the County Loop

One important component of the open space system is the proposal to incorporate public trails along as many of the greenways as possible. The greenway corridors proposed by the *Stream Corridor/Greenway Plan* consist of approximately 1,019 miles of blueline streams as defined by the United States Geological Service plus their regulatory floodplains. The major greenway corridors proposed by the *Greenway Plan* include Pond Creek, Lower Mill Creek, the Middle, Muddy, and South Forks of Beargrass Creek, Pennsylvania Run, Cedar Creek, Floyds Fork, Goose Creek, and Harrods Creek. The plan states as an objective that hiking and biking trails be developed along a proportion of the greenways. To implement this objective, the plan recommends that "public-use greenways" be designated and developed with public access or entry areas, public trails, and other amenities that serve a public purpose.

As part of the County trail and greenway system, this Parks and Open Space Master Plan recommends that a perimeter loop trail be developed (See Figure IV.C.1: 2020 Parks and Open Space Concept Plan). This trail would extend along the entire length of the Ohio River, building upon sections which have already been completed such the first phases of the Louisville RiverWalk. Various planning and design efforts are already underway to extend the trail system along the Ohio River. These include the construction of the Louisville RiverWalk from Lannan Park to Chickasaw Park, scheduled for summer 1995, and preliminary alignment planning in both the southwest and northeast of the County. (Connections across the River to the Falls of the Ohio River Greenway in southern Indiana should also be completed where possible.) In the southwest of the County a connection would be made along Pond Creek to the Jefferson County Memorial Forest. Having traversed the Forest, the trail would continue eastward via McNeely Park to Floyds Fork. The proposed trail alignment then follows Floyds Fork and connects back to the Ohio River, possibly along Goose Creek. (More detailed feasibility studies will be required to determine the precise alignment.) The loop trail should be developed as a special recreational feature which could include public art and an interpretive program designed to reveal the natural and cultural history of the County.

### County perimeter loop trail

It is also recommended that a network of trail connections be developed from the perimeter trail to parks and open spaces, neighborhoods and destination points, such as community centers, shopping areas, schools, and cultural attractions. Key trail spurs from the perimeter trail should be developed wherever feasible along the major creeks such as Pond Creek, Mill Creek, Beargrass Creek, Pennsylvania Run, Cedar Creek, Goose Creek and Harrods Creek. Additional feeder trails should also be developed, possibly following smaller tributary streams. All the trails should connect with the street network in as many locations as possible.

### C3. Parkland

Based upon the parkland needs analysis presented in Section A.1, a general determination has been made of the land to be acquired to meet the standards of ten acres per thousand population of local parks (neighborhood, community, and major urban parks combined) and 15 acres per thousand of regional parkland in the year 2020. (Population projections for the 2020 build-out as presented in the January 1995 draft paper by DPDS entitled *Allocation of Population to Traffic Zones* were used in this analysis.) The recommended land acquisition is presented as an acreage range for each park type in each of the seven park planning service areas (Table IV.C.1). Factors considered in making acreage recommendations for each area included:

- Parkland acreage surplus/deficiency (as identified in Table III.A.2 in the Needs Analysis section);
- Distribution of existing parkland;
- Distribution of publicly-owned lands such as the CID lands along the Ohio River;
- Projected future County development patterns; and
- Availability and development value of vacant land.

It is important to recognize that the acreage recommendations have not been determined through a process of evaluating specific park sites. Furthermore, the recommendations are not designed to address the development of particular sites as parkland. The recommendations are general and it is intended that they be applied with a flexible approach. It would be impossible to predict the precise breakdown of future park acreages between the various service areas, or the exact areas of neighborhood, community, or major urban parkland. Accordingly, the acreage ranges should be viewed as a general guide rather than a precise target.

The Plan recommends that most future regional parkland acquisition be concentrated along Floyds Fork and its tributaries (in Service Area D and to a lesser extent in Service Area E). Acquisition of between 720 and 880 acres of regional parkland is proposed for Service Area F in the form of parcels which would link

## V. IMPLEMENTATION

This Master Plan recommends the continuation of Louisville and Jefferson County's rich and far-sighted heritage in the preservation of parks and natural resources. Achieving the Plan's vision of the parks and open space system by the year 2020 will require the addition of nearly 2,300 acres of local parkland (the existing system has 5,082 acres of local parkland) and roughly 6,000 acres of new greenways and regional parkland.

Protecting and building upon the County's parks and open space heritage will incur capital costs for parkland acquisition and improvement, and an increase in annual operations and maintenance costs. The potential costs are outlined below.

---

### A. Cost Estimates

#### A1. Capital Improvements

A general order-of-magnitude estimate of the capital costs (in 1995 dollars) required to develop the parks, recreation facilities, and open space system is summarized in Table V.A.1. The total cost for the acquisition and improvements to be implemented between 1995 and 2020 is estimated at between \$93 and 144 million. This range reflects a prioritization of the Plan's recommendations. As shown below in Table V.A.1, if the top priority items only are implemented the total cost is estimated at about \$93 million. If all the recommendations are carried out, it is estimated that the total cost will be the higher \$144 million.

It should be noted that these figures do not represent a cost which will be borne directly by Louisville and Jefferson County, but rather the total capital expenditure. Much of the financing could come from sources outside the local government structure. For example, federal funds provided for 37.5 percent of all capital expenditures on parks in Louisville and Jefferson County between 1978 and 1993. While federal funding has declined in recent years, local governments around the country are finding new ways of meeting public service commitments, often through more interactive relationships between the public and private sectors of the

economy. Various sources of funding and other implementation options are discussed below in Section B.

If the \$93 million total in capital expenditures (estimated for top priority recommendations) were spread evenly throughout the Plan's 25-year implementation period, the annual capital cost would equal \$3.72 million in 1995 dollars (not including any allowance for debt financing). If the \$144 million (estimated for all the Plan's recommendations) were spread evenly throughout the Plan's 25-year implementation period, the annual capital cost would be \$5.76 million (again not including any allowance for debt financing). The L/JCPD capital expenditure projection for fiscal year 94/95 (based on the approved City and County budgets) equals \$5.46 million.

Table V.A.1

**CAPITAL COSTS ESTIMATE (IN 1995 DOLLARS)**

Item	Top Priority	Second Priority	Third Priority	Total
Parkland Acquisition	20,000,000	4,000,000	0	24,000,000
Existing Park Upgrades	20,000,000	0	0	20,000,000
New Parkland Improvements	16,800,000	5,600,000	5,600,000	28,000,000
Recreation Facilities	12,100,000	9,400,000	10,800,000	32,300,000
Greenways	24,000,000	8,000,000	8,000,000	40,000,000
<b>SUBTOTAL</b>	<b>92,900,000</b>	<b>27,000,000</b>	<b>24,400,000</b>	<b>144,300,000</b>
<b>CUMULATIVE TOTAL</b>	<b>92,900,000</b>	<b>119,900,000</b>	<b>144,300,000</b>	

\*Figures are rounded to nearest 100,000.

Note: The subtotal indicates the sum of costs for each priority column. The cumulative total starts with the subtotal for top priority column and successively adds the subtotals for the second and third priority columns.

Source: Wallace Roberts & Todd

Each of the line items in Table V.A.1 is described briefly below.

**Parkland Acquisition**

The parkland acquisition total of \$24 million is based on an assumed average land acquisition cost of \$6,000 per acre applied to 4,000 acres. It is assumed that the remaining parkland acreage (just over 4,200 acres) will be acquired without

purchase, for example through dedication, development regulation, and the actions of non-profit organizations such as Riverfields, Inc. and Future Fund, Inc.. Three key actions should be pursued in order to support the land acquisition effort:

1. Short-term capital expenditures should focus on acquiring the land required to implement the Plan, generally deferring land improvements until later. The County will thereby secure the maximum benefit before land values increase with the County's development expansion.
2. The County should move quickly to enact regulations for new development ensuring that all future development contributes to meeting the new population's parks and recreation needs. With a particular focus on new subdivisions in urbanizing areas, these regulations should address issues such as dedication of parkland and open space; use of impact fees; use of flexible development controls such as clustering and conservation easements; and the protection of sensitive environmental resources. (A discussion of development regulations may be found in Section B2.)
3. The County should continue to build positive relations with and where possible provide support to other organizations such as Jefferson County Public Schools and nonprofit organizations which can help conserve and enhance the parks, recreation and open space system.

The importance attached to acquisition of parkland is reflected in the inclusion of most of the acquisition cost shown in Table V.A.1 as a top priority.

#### **Existing Park Upgrades**

The projected costs include a lump sum of \$20 million for improvements to the existing park system. (This figure does not include the costs which will be incurred in implementing the recommendations of the Master Plan for the Louisville Olmsted Parks and Parkways.) Given the level of deferred maintenance which has resulted from years of inadequate operating and maintenance expenditures, this figure should definitely be viewed as conservative.

There should be no doubt that the existing parks and recreation facilities should be maintained in a condition whereby they can be safely and fully enjoyed. Therefore, the cost allowance for upgrading the condition of existing parks is identified as a top priority in Table V.A.1.

#### **New Parkland Improvements**

The allowance of \$28 million for new parkland improvements covers general parkland development costs (e.g., access roads, parking, paths, landscaping, restrooms, signage, furnishings and lighting) but not costs for specific recreation facilities which are addressed separately below. The basis for this cost estimate is explained in Appendix B.

In acknowledgement that the County's future parkland might be improved to differing levels, the total cost for parkland improvements has been broken down to include \$16.8 million as a first priority cost, with the remaining \$11.2 million split evenly between the second and third priority cost categories.

#### **Recreational Facilities**

The projected costs include a total of \$32.3 million for specific recreational facilities, ranging from playgrounds and playing fields to a \$12 million multi-sports complex. A cost estimate breakdown is presented in Appendix B.

In prioritizing recreational facility development, those facilities typically found throughout the park system (including playgrounds, basketball, tennis, softball and baseball, volleyball, and soccer) were given the same relative importance, with 60 percent of the total cost assigned a top priority rating, and the remaining 40 percent split evenly between second and third priority rating. (See Table V.A.2.)

Given the lower importance attached to new swimming pools, in addition to their high operating cost, a new pool is shown as a third priority in Table V.A.2. Four new recreation centers are included as top priority, with fifth and sixth centers included as second and third priorities. The proposed new \$12 million multi-sports complex is shown as a cost split between the second and third priority ratings. This reflects the possibility that the complex could be built as a phased development.



Table V.A.2

**RECREATION FACILITY CAPITAL COSTS ESTIMATE (IN 1995 DOLLARS)**

Item	Top Priority	Second Priority	Third Priority	Total
Playgrounds	1,440,000	480,000	480,000	2,400,000
Basketball	360,000	120,000	120,000	600,000
Tennis Courts	378,000	126,000	126,000	630,000
Softball/Baseball	990,000	330,000	330,000	1,650,000
Volleyball	72,000	24,000	24,000	120,000
Soccer	852,000	284,000	284,000	1,420,000
Swimming Pool	0	0	1,500,000	1,500,000
Recreation Centers	8,000,000	2,000,000	2,000,000	12,000,000
Multi-Sports Complex	0	6,000,000	6,000,000	12,000,000
<b>TOTAL</b>	<b>12,092,000</b>	<b>9,364,000</b>	<b>10,864,000</b>	<b>32,320,000</b>

Source: Wallace Roberts & Todd

**Greenways**

An estimated total of \$40 million is included for development of the proposed network of greenways. It should be recognized that this is not an estimate of the entire greenway system implementation cost, but only an allowance for L/JCPD's share of the total. The greenways concept is currently being pursued by the MSD as part of its stormwater management program, and it is expected that MSD will play a significant role in implementation of the greenways system. The L/JCPD's share of costs should primarily be related to recreational enhancements to the greenway program since MSD is already moving forward with land acquisition and improvements for functions such as stormwater management. It should also be recognized that in some instances cost sharing will be appropriate, for example where a MSD service access road can also serve as a recreational trail or bikeway.

The success of the greenways program will rest in large measure on the degree to which various local entities develop cooperative approaches for its implementation.

The greenways program forms a central part of the parks and open space plan. Accordingly, \$24 million of the total greenways cost is included as a top priority item in Table V.A.1. The remaining \$16 million cost is split evenly between second and third priority ratings.

## A2. Operations and Maintenance

Table V.A.3 presents an estimate of the annual costs (by the year 2020) to maintain the parks and open space system if all the recommendations of this Plan were implemented. (The costs in the table are given in 1995 dollars.)

Table V.A.3

### PARKS AND RECREATION DEPARTMENT OPERATIONS AND MAINTENANCE BUDGET ESTIMATE FOR FY 2020

Item	1995 dollars
<b>Existing Parks Maintenance and Operations</b>	<b>19,800,000</b>
<b>Additional Regional Parkland</b>	<b>938,000</b>
<b>Additional Major Urban Parkland</b>	<b>732,000</b>
<b>Additional Community Parkland</b>	<b>793,000</b>
<b>Additional Neighborhood Parkland</b>	<b>685,000</b>
<b>Greenways</b>	<b>750,000</b>
<b>Central Services</b>	<b>620,000</b>
<b>Recreation Services</b>	<b>773,000</b>
<b>Administrative Services</b>	<b>142,000</b>
<b>TOTAL 2020 BUDGET</b>	<b>25,233,000</b>

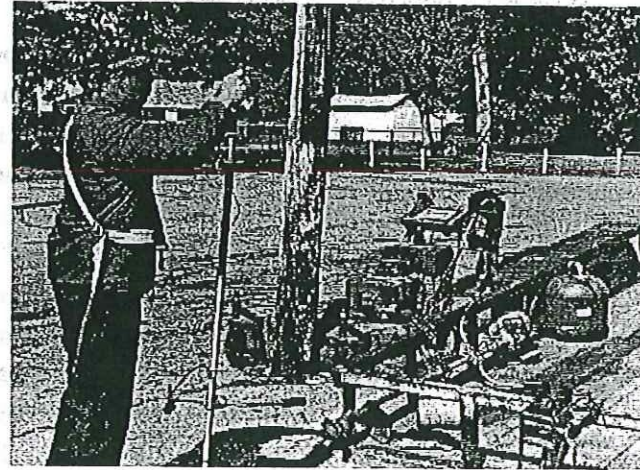
Source: Wallace Roberts & Todd

The \$25 million budget indicated in Table V.A.3 includes cost allowances for enhancing the existing level of operations and maintenance, and for the overall expansion of the parks, recreation, and open space system. A discussion of each line item is presented below.

### Existing Parks Maintenance and Operations

In Fiscal Year 1993/94 the per capita expenditure on parks maintenance and operations in Louisville and Jefferson County was \$21.29. This is 35 percent less than the average per capita expenditure of \$28.69 in all the other Kentucky communities over 50,000 in population (Boone County, Frankfort/Franklin County, Hopkinsville/Christian, Lexington/Fayette County, and Owensboro).<sup>1</sup> The relatively low level of maintenance expenditures in Jefferson County has resulted in

deteriorated, inoperative, and even unsafe facilities for which replacement and renovation will ultimately cost more than if adequate maintenance had been undertaken on an ongoing basis. Therefore, it is strongly recommended that Jefferson County's level of maintenance expenditures be brought in line with the average for the other larger communities in Kentucky. This will allow for improvements such as new maintenance equipment, increased weekend and night presence of park staff, increased frequency of maintenance operations, and timely attention to vandalism and other repair requirements. By applying the difference of 35 percent in average per capita expenditures to the \$14.7 million operating and maintenance budget for the Parks and Recreation Department in FY 1994/95, a recommended annual expenditure of \$19.8 million for the existing parks and open space system was determined.



*Investment in continued maintenance is essential.*

#### **Additional Regional Parkland**

The average annual cost of maintaining the existing regional parkland in the County is estimated at \$120 per acre. The Master Plan recommends acquiring 5,789 acres of regional parkland by the year 2020. By multiplying this acreage by the average \$120 maintenance cost, and then increasing the total by 35 percent (to allow for the general upgrade in maintenance expenditures recommended above), the total annual cost of maintaining additional regional parkland was estimated at \$938,000 (in 1995 dollars).

#### **Additional Major Urban Parkland**

The average annual cost of maintaining the existing major urban parkland in the County is estimated at \$325 per acre. The Master Plan recommends acquiring 1,668 acres of major urban parkland by the year 2020. By multiplying this acreage by the average \$325 maintenance cost, and then increasing the total by 35 percent (to allow for the general upgrade in maintenance expenditures recommended above), the total annual cost of maintaining additional major urban parkland was estimated at \$732,000 (in 1995 dollars).

#### **Additional Community Parkland**

The average annual cost of maintaining the existing community parkland in the County is estimated at \$1,350 per acre. The Master Plan recommends acquiring 435 acres of community parkland by the year 2020. By multiplying this acreage by the average \$1,350 maintenance cost, and then increasing the total by 35 percent (to allow for the general upgrade in maintenance expenditures recommended above), the total annual cost of maintaining additional community parkland was estimated at \$793,000 (in 1995 dollars).

#### **Additional Neighborhood Parkland**

The estimated existing average annual cost of maintenance for neighborhood parkland in the County is \$7,000 per acre. The Master Plan recommends adding 145 acres of neighborhood parkland by the year 2020. By multiplying this acreage by the average \$7,000 maintenance cost, and then increasing the total by 35 percent (to allow for the general upgrade in maintenance expenditures recommended above), the total annual cost for additional neighborhood parkland was estimated at \$1,370,000 (in 1995 dollars). Since the Master Plan recommends that neighborhood parks should be developed under joint use agreements wherever possible, an assumed cost share of 50 percent for the L/JCPD was applied to this figure, resulting in a net increase in the L/JCPD operating budget of \$685,000 (in 1995 dollars).

#### **Greenways**

Jefferson County does not have an existing greenway network on which to base a maintenance cost estimate. Furthermore, since the extent of the greenways system is not precisely determined at this time, and no decision has been made on which agencies will be privately responsible for their upkeep, or precise determination of price is difficult to make. However, a provisional allowance in the L/JCPD annual operating budget is estimated at \$750,000 (in 1995 dollars).

#### **Central Services**

The FY 94/95 budget for Central Services (skilled trades and equipment maintenance services used throughout the park system) is \$1,149,720. Increasing this figure by the 35 percent general upgrade figure recommended above (see Existing Parks Maintenance and Operations) would result in an expenditure of \$1,550,000 for the existing system. Allowing for the recommended increase of park acreage over the next 25 years, it is estimated that a 40 percent increase in Central Services

costs should be anticipated. By applying this 40 percent to the recommended \$1,550,000 expenditure for the existing system, an estimated increase of \$620,000 (in 1995 dollars) was calculated to allow for the future parks and open space system expansion.

#### Recreation Services

The FY 94/95 budget for Recreation Services (recreation programming) is \$3,815,750. Increasing this figure by the 35 percent general upgrade figure recommended above (see Existing Parks Maintenance and Operations) would result in an annual expenditure of \$5,150,000. This would allow for increased staff presence at recreation centers, expanded hours of service, and diversification and enhancement of services and programs. Allowing for the projected population increase in the County, and the recommended increase of park acreage over the next 25 years, it is estimated that an additional 15 percent increase in Recreation Services costs should be anticipated. By applying this 15 percent to the recommended \$5,150,000 annual expenditure, an estimated increase of \$773,000 (in 1995 dollars) was calculated to allow for the future parks and open space system expansion.

#### Administrative Services

The FY 94/95 budget for Administrative Services (system and personnel management, budgets and accounts, real estate services) is \$703,060. Increasing this figure by the 35 percent general upgrade figure recommended above (see Existing Parks Maintenance and Operations) would result in an annual expenditure of \$950,000 for the existing system. Allowing for the projected rise in County population and the recommended increase of park acreage over the next 25 years, it is estimated that an additional 15 percent increase in Administrative Services costs should be anticipated. By applying this 15 percent to the recommended \$950,000 annual expenditure for the existing system, an estimated increase of \$142,000 (in 1995 dollars) was calculated to allow for the future parks and open space system expansion.

## B. Implementation Options

Undertaking the land acquisition and improvements program, and providing the funds to adequately operate and maintain the parks system will require the City and County to adopt new strategies and techniques. This section discusses a broad variety of potential implementation measures, including financial, regulatory and other approaches.

### Finance and Revenue Generation:

- Bond issues
- Park and open space district
- Benefit assessment districts
- Taxes
- Tax increment financing
- Commercial uses and lease revenues
- Facility user fee revenues
- Grants

### Development Controls and Regulations:

- Park dedication and/or in-lieu fees
- Clustering
- Sensitive lands regulations
- Open space dedications
- Transfer of development rights
- Open space zoning
- Scenic road and parkway designations
- Wetland mitigation banking

### Other Implementation Opportunities:

- Non-profit organizations and land trusts
- Conservation easements
- Tax title and owners unknown parcels
- Land exchanges
- Service clubs and volunteers
- Private ownership and maintenance
- Coordination with other agencies and organizations

It is strongly recommended that early action be taken to enact a number of these approaches in order to put in place the means by which future parks and open space needs can be met. As noted in the discussions regarding individual measures, some techniques will contribute only incrementally to building the implementation approach while others would represent a comprehensive overhaul

of the County's current practice. Regardless of the specific implementation approaches selected, there are two issues which must be addressed if serious progress is to be made in achieving the recommendations of this Plan:

### Implementation Recommendations

There are a number of priority recommendations, presented below, which should guide the initial actions in moving forward with implementation of the Master Plan.

1. Short-term efforts should be focussed on land acquisition, particularly in areas where new development is coming on line, maximizing the acreage which can be acquired before land values escalate in response to continued growth pressures.
2. Short-term parkland facility improvements should target those neighborhoods and communities currently most in need of additional public recreational amenities.
3. A detailed, financially feasible five-year action program should be developed by the end of 1995.
4. A thorough evaluation should be made of the extent to which existing public owned land (such as the Community Improvement District lands) might be improved so as to meet some of the community's recreational facility and open space needs. Similarly, the potential for joint-use of Jefferson County Public Schools' and other community organizations' facilities should be examined and defined. The role of nonprofit land trusts and privately owned land and facilities should also be assessed.
5. A detailed package of regulatory recommendations should be prepared by the end of 1995. This package should address issues such as parks and open space dedication and/or in-lieu impact fees, sensitive lands performance standards, use of flexible development controls such as clustering and conservation easements, density credit mechanisms, and transfer of development rights. Due consideration should be given in these recommendations to the role of (and potential credit given to) private recreational amenities in future developments.
6. Approaches to the financing of parks and open space acquisition and improvements should be determined as part of the upcoming Coordinated Capital Investment Strategy Project.

7. No single entity or group alone can be expected to successfully address the implementation, including acquisition, improvement, maintenance, and enforcement, of the Master Plan's recommendations. Louisville/Jefferson County will need to engage in a wide range of cooperative ventures with community groups, public agencies, nonprofit and private organizations, and the private development community to develop and maintain the parks and open space system. This concerted stewardship effort should target direct action, such as involvement in keeping the parks and open spaces clean and safe, as well as generally building a wide constituency of support for the system.

#### **B1. Finance and Revenue Generation**

##### **Bond Issues**

Jefferson County has used bond issues to finance capital improvements, for example in the establishment of the Community Improvement District (CID) which acquired open space land for flood protection in the southeastern part of the County. (The bonds issued for the CID, which were approved by the electorate in a ballot measure, will be retired in 1994.)

In 1994, the County Judge announced a new \$4.7 million General Revenue Bond issue to finance a variety of County parks and open space projects. It seems unlikely that additional General Revenue Bonds will be forthcoming in the short to medium term as the County has already committed up to its bond cap limit for the next 15 years or so.

However, there is a possibility of floating a dedicated "parks and open space" bond issue as a voter ballot initiative. Local governments typically secure such a measure against a modest increase in property taxation. Parks and open space bond initiatives have been approved by voters in many parts of the country, at all levels of government, from city through to state. Timing is usually critical in such efforts. Many voter-approved initiatives were passed in the mid to late 1980's. Even in the fiscally conservative 1990's, communities such as several suburban Philadelphia counties continue to pass bond issues committing significant fiscal resources to park and open space acquisition and improvement.

It should also be noted that a State level bond issue for parks and open space is a possibility that has been considered in the past and may be considered in the future.



### **Park and Open Space District**

Some of the nation's larger parks and open space systems are structured administratively and financially as special government unit tax districts, generally drawing the majority of their funding from levies on assessed real estate. Examples include the Forest Preserve District of Cook County, Chicago, Illinois; the East Bay Regional Park District, Oakland, California; the Huron-Clinton Metropolitan Authority, Detroit, Michigan; and the Cleveland Metroparks System, Ohio. Monies from district revenues typically support both capital and operating/maintenance expenditures.

Under a similar approach, but somewhat differently structured, Cincinnati's City Charter sets aside a defined amount of the total property tax revenue for support of the municipal parks and recreation system.

Jefferson County could choose to establish a park and open space district solely within the County boundaries. An issue to be resolved would be the inclusion or exclusion of the smaller incorporated cities within the County. Alternatively, consideration might be given to establishing a wider regional district, incorporating more than one county.

There is a tendency for the public to be more supportive of taxation which provides for clearly identified benefits. Thus it is conceivable that greater public support might be forthcoming for an increase in local property taxation if it were tied to a specific dedicated account, in the form of either a dedicated bond issue or special financing district.

A Parks and Open Space District, if formed, could provide a vehicle to fund both capital and operating costs for the whole L/JCPD system.

### **Benefit Assessment Districts**

In some communities, benefit assessment districts are used to generate funds for maintenance of parks, trails, greenways, and other open space areas. In this approach, an annual assessment is levied on properties which draw an identified benefit from particular park(s) and open space areas. In some cases an entire city has been defined as a single benefit assessment district, collectively providing funds for maintenance of the entire parks and open space system. It is possible to levy such assessments on commercial properties. For example, if commercial properties were to be developed to take advantage of overlooking parkland along the riverfront, it might be possible to assess a fee on the commercial land uses.

### Taxes

In addition to the use of property taxes, either through the general fund or from specifically dedicated sources as described above, there are a number of other taxes which have the potential to support parks and recreation in Jefferson County. This support might occur directly, through taxes specifically earmarked for open space, parks and recreation, (for example, the City of Boulder dedicates part of its sales tax revenues for open space preservation), or indirectly, by increasing the revenues to the City and County general funds. Potential sources include a transient occupancy tax (TOT), utilities user taxes (such as are already levied to support the Metropolitan Sewer District (MSD)), sales taxes, construction taxes, a recreational fuel tax (at the state level), and property transfer taxes.

### Tax Increment Financing

In a designated redevelopment area, tax increment financing can be used to support park, recreation facility, and open space improvements. Where such a system is in place, the increment or difference between the taxes generated by the initial assessment of the properties in the district and the higher tax revenues collected after properties are redeveloped is used to repay tax increment bonds typically issued for a variety of public infrastructure projects. Thus parks would be in competition with a variety of other public funding needs, as currently occurs in the annual general fund budget negotiations.

### Commercial Uses and Lease Revenues

The County could elect to lease public land, including parks and open space areas, to commercial enterprises from which land lease revenues would accrue. Any monies thus generated could be applied to maintenance or improvement of the parks and open space system. Many communities operate golf courses under lease agreements which provide income to support other parts of the recreation system. In Jefferson County, the Quail Chase golf course is under a land-lease agreement. For the first ten years of the lease, there is a nominal \$1 per annum lease payment. Thereafter, some revenues will flow to the County from the operator of this course. Other recreational and leisure-oriented land-lease tenants could include water theme parks, or commercial sports venues such as tennis or softball centers. The County might even consider the development of built commercial-leisure ventures as a revenue generator. For example, one could imagine a hotel and marina development on the Ohio River, built on public land and generating income for the parks and open space system. Clearly, sensitivity in design and maintenance of public access to critical resources (e.g., the riverfront) would be important. If carefully planned and designed, the negative aspects of such a project could be minimized and the revenue generated could outweigh any public costs. Although it is in many ways a unique example, Mission Bay Park in San Diego generates over \$12 million per annum in revenues to the City from a variety of leases including a rowing club,

sport fishing concessions, marinas, a visitor information center, resort hotels and the Sea World theme park.

In addition to land-lease arrangements, there is revenue generation potential in a wide variety of concession arrangements within County parks and open spaces. The L/JCPD already operates some concession agreements, for example with the golf pro shops.

In both land-lease and concession arrangements, it is important for the County to monitor the market to ensure it is maximizing revenue generation. However, it must be recognized that in some cases the extra revenue generated by the lease may be small or non-existent, with the benefit to the County being in the provision of recreational amenities at no public cost.

The County and the City currently receive revenues from a variety of facilities and programs at Jefferson County Memorial Forest and the nearby Otter Creek Park. It is suggested that a specific study be made of the potential for an expanded outdoor recreation, leisure, and tourism-oriented package of attractions at these two park areas. Such facilities could be publicly owned and operated or leased to concessionaires, or a combination of the two approaches could be employed.

Revenues from commercial recreation and leisure uses will not fund a large portion of the county's parks and open space programs but could be a valuable incremental source of income. The introduction of "enterprise" oriented components to local government parks and recreational programs is a growing trend. The City of Bellevue in Washington is a good example.

#### **Facility User Fee Revenues**

Communities throughout the country use a variety of user fees for recreational services and facilities within park systems. Such fees are nearly always charged for special facilities such as golf or horse-riding. In many communities, fees are also charged for a wide variety of less specialized facilities such as courts, ballfields, group picnic shelters, and even trails. As traditional funding sources for maintenance have proved increasingly inadequate over recent years, more communities have set higher targets of operating cost recovery through user fees, with some even setting complete cost recovery for operations and maintenance expenditures as the threshold for certain types of recreational service.

It is suggested that the L/JCPD consider developing a hierarchy of user fee targets for four categories of recreation facilities. Such a system should integrate provision of low or no cost recreation services to more economically disadvantaged groups in the community. The suggested four categories are as follows:

**Free facilities:** A large number of facilities would continue to be provided free of charge as part of the general public benefit. General use areas of neighborhood and community parks, playgrounds, courts and fields for pick-up sports, greenways and trails, and passive recreation areas would probably fall in this category.

**Partial cost recovery:** A second tier of facilities might target between 50 to 75 percent cost recovery. As examples, courts and fields (especially if lighted) which are used on a reservation basis, group picnic shelters, boat launches, use of special equipment (e.g., bleachers), and fishing lakes might be operated on a partial cost recovery basis.

**Full cost recovery:** A third tier of special recreational facilities would aim for 100 percent cost coverage, through fees and/or delegating maintenance responsibilities directly to individual groups. Activities covered by this category might include horse-riding stables (as opposed to public bridle paths), adult softball, tennis centers, pitch-and-put or miniature golf, boat rentals, and youth-group or simple family camping.

**Revenue generation:** As recommended in the 1990 *Metro Parks Management Study*<sup>2</sup>, the full range of potential revenue generators needs to be investigated, whether operated by the L/JCPD or under concession arrangements. Existing programs such as the corporate retreat courses offered in the Memorial Forest could be expanded. The L/JCPD might consider developing a campground operation in the County including facilities for recreational vehicles as a revenue center. Overnight accommodations in addition to those in operation at Otter Creek Park might also be considered.

In many communities golf courses are a profitable operation, and the L/JCPD should continually monitor its green fees and concession terms to ensure optimum revenue generation. A recommendation of the *Metro Parks Management Study* that the better quality courses (e.g., Vettner and Seneca) in particular be operated as profit centers is currently being acted on by the L/JCPD. Both a driving range and a family and/or beginners golf center are absent from Jefferson County's range of recreational facilities and might be revenue generators in the mid to long term.

#### Grants

There is a great variety of grant programs available through state and federal government agencies. The L/JCPD has traditionally pursued these funding sources, for example through the federal Urban Park and Recreation Recovery Program, and obviously should continue to do so. Continued monitoring of upcoming grant sources is recommended to provide the best opportunity for

securing monies from programs which inevitably have financial caps, are often competitive, and may expire once all funds have been allocated. For example, the monies currently available for "enhancement" projects such as a trails or bikeway improvements under the 1991 Intermodal Surface Transportation Efficiency Act have almost all been allocated. One potential grant source which emerged in 1993 is the National Recreational Trails Fund Grant Program, funded through the Federal Highway Administration. This program is intended to provide States with funds to construct and maintain recreational trails. Other significant grant fund sources may include Community Block Grants and competitive grants from the Kentucky Land Heritage Conservation Fund.

## **B2. Development Controls and Regulations**

### **Park Dedication and/or In-Lieu Fees**

In many communities throughout the United States the provision of public park and open space areas to serve new development is secured, at least in part, through requirements for the dedication of land by the developer or the levy of an in-lieu fee where appropriate land is not available within the parcel being developed. While land dedication or in-lieu fees are most common for residential development, in some communities impact fees are also levied on commercial and industrial development for the provision of recreational facilities which serve the workforce.

The Jefferson County Development Code mentions public park land dedication as a possible component of major new subdivisions in the County, but does not make such dedication a requirement (Article 3, Standards of Design for Major Subdivisions, Item 3.60, Public Areas). There is no in-lieu park fee, or "development impact fee" currently levied in Jefferson County.

Park land dedication requirements placed on residential subdivisions and related in-lieu fees offer some potential for financing of capital projects in Jefferson County. Such requirements would have to be kept to a reasonable level in order to minimize the possibility of new development avoiding Jefferson County and moving "leap-frog" to adjacent counties.

Revenues or land dedication requirements would be determined by park standards and average land values. As a rough estimate, if one assumed that 60,000 of the projected population increase by the year 2020 were to be housed in new subdivisions, multiplied by a dedication requirement of 10 acres per thousand population (the local parkland standard), the dedication requirement would generate 600 acres of parkland (or equivalent value in-lieu fees).

If Louisville/Jefferson County were to explore park dedication and/or fee in lieu of requirements, consideration should be given to including a credit for the provision of private recreational facilities such as neighborhood association parks, tennis clubs or swimming pools.

#### **Clustering**

The County has an Innovative Residential Development Regulation which was introduced in 1982 "...to meet the community's need for flexibility in development of subdivisions without sacrificing standards for a safe, healthy environment and orderly growth."<sup>3</sup> This regulation includes specific reference to clustering, a site planning approach where units are grouped on the most developable portions of a tract allowing other areas to remain undeveloped. Under the clustering approach, the dedicated open space could be held in private ownership or transferred to another entity such as the County. As an example, this technique could be widely used for parcels which include portions of proposed greenways such as the Floyds Fork corridor. Development would occur in areas set back from the top of the valley sides, with the steep slopes and floodplain dedicated to the County, a land trust, or held in private ownership with appropriate conservation and public access easements.

#### **Sensitive Lands Regulations**

Many communities regulate to restrict development on sensitive lands such as steep slopes. These local regulations operate in addition to federal and state regulations which restrict development in sensitive areas such as wetlands or endangered species habitat. The County has a very limited restriction on development of steep slopes that applies to the Rural Residential zoning district. A more comprehensive and rigorous set of local development controls would help guide development away from locations where negative environmental impacts are likely to occur.

Another approach with benefits for open space preservation defines the "net developable acreage" of any given parcel of land to be the gross acreage minus the acreage which is protected by any sensitive lands regulations (e.g, steep slopes and wetlands). The underlying zoning is applied only to the reduced net developable acreage, thereby reducing the total number of units permitted.

#### **Open Space Dedications**

In addition to restricting development on sensitive lands such as steep slopes, some local communities require the dedication or protection of additional lands as

open space. The basis of this approach is that open space is required to protect the environmental health and livability of the community.

For any given parcel on which a development proposal is submitted, the County would require a plan indicating those areas not to be developed for compliance with federal, state or local regulatory requirements. The remaining acreage would be the "net developable acreage." A percentage of the net developable acreage would then be required by local ordinance to be set aside as open space. The number of units permitted to be developed on the parcel would be calculated for the net developable acreage according to the underlying zoning, but would all be built outside of the dedicated open space area.

One problem with this approach is that the dedicated open space secured from some parcels would not contribute to the overall open space network. In order to overcome this problem a mechanism would be required to transfer the required open space set aside area from parcels not suitable for open space preservation to areas with more critical open space attributes. One such approach would be to implement a transfer of development rights program (see below):

If Louisville/Jefferson County were to develop any open space dedication requirements, consideration should be given to including a credit for the provision of private recreational open space such as golf courses.

#### **Transfer of Development Rights**

A transfer of development rights (TDR) program allows local government to redistribute development away from areas which are deemed to have value as open space to "receiver" sites which are chosen on the basis of their ability to accommodate additional units of development beyond those allowed by the underlying zoning.<sup>4</sup> A landowner is allowed to sell development "credits" assigned to his or her land by local government. These credits may be purchased by a developer in an area where the government is willing to permit higher densities of development than would otherwise be allowed.

#### **Open Space Zoning**

The degree to which the County zoning code and map are in conformity with and support the parks and open space goals and objectives is of importance in implementing the parks and open space master plan. Zoning existing parks and open space areas (as opposed to vacant properties) as open space will serve to protect such areas against conversion to other uses.

### Scenic Road Regulations

An ordinance regulating development on lands along designated scenic roadways could help preserve visual quality and linear open space along the roadways. The Louisville and Jefferson County Planning Commission has in place policies for future development along 13 designated parkways to protect visual quality. Expanded scenic road regulations including setback requirements, limitations on clearing of natural vegetation, and landscaping provisions could help to maintain visual buffers along scenic roadways, for example in the Floyds Fork area.

### Wetland Mitigation Banking

In situations where a proposed development will result in unavoidable impacts to wetlands subject to federal or state regulation, the regulatory agency (e.g., US Army Corps of Engineers) may permit the development on condition that the developer create, restore, or enhance replacement wetlands on or off the site. A "mitigation bank" is an emerging mechanism whereby a developer is granted "compensation credits" by the regulatory agency for creation, enhancement, restoration, or preservation of wetlands at a designated site in order to mitigate wetlands impact at another site resulting from the proposed development. For example, a developer may propose to fill a wetland for a new construction project. The regulatory agency determines that as a condition of approval the developer must mitigate the wetlands impact by creating, restoring or enhancing a specified acreage of wetlands. The developer fulfills this requirement by buying mitigation credits from an approved mitigation bank operated by a public agency or private organization or individual.

Research published by the Environmental Law Institute in 1993 identified 46 existing and 64 proposed mitigation banks in 33 states.<sup>5</sup> Kentucky was not one of the states listed with existing or proposed mitigation banks.

It is conceivable that wetland mitigation banking could be used as a strategy for protecting wetlands as part of Jefferson County's open space network. The most obvious opportunity is in the "Slack-water Flats" where the County might coordinate a program designating a significant wetland or wetland areas as a mitigation bank. Developers proposing to fill more marginal wetlands could receive compensation credits by preserving, restoring and/or enhancing wetlands in the mitigation bank area, thus implementing a portion of the system of protected open spaces.



### B3. Other Implementation Opportunities

#### Non-profit Organizations and Land Trusts

Non-profit organizations can play a significant role in the implementation and maintenance of the parks and open space system. A county-wide land trust could operate as a public-purpose nonprofit corporation, eligible to receive tax deductible donations. The organization would solicit donations of money, land, and easements, identify priority parcels for preservation and acquisition, organize fund raising activities, and contribute to raising open space issues in the public consciousness. One possibility which should be reviewed is to reenergize the "Heart of the Parks" foundation, an existing nonprofit which was established to provide support to the parks system. Land trusts are often in a better position than government agencies to negotiate discreetly for land donations, bargain sales, or other acquisitions. They can also act more quickly than government, and thus sometimes function to secure land and hold it until a later date when it can be transferred or sold on to the local government.

Land trusts can provide planning assistance in identifying "limited development" options for landowners who wish to capitalize on some of the development potential of their land without significantly compromising its environmental and aesthetic quality. Such assistance involves developing a land use plan which protects the most environmentally significant portion of the property while designating less important areas to be subdivided and sold for development. This approach typically results in substantially less development than would be permitted by regulation. Land trusts are often able to secure easements or donations of land as part of this process.

A related role for a land trust lies in acquiring land parcels which contain both areas desired for preservation and areas which may be developed. By acquiring the whole parcel and then selling the portion most suitable for development, perhaps with enhanced value through a preliminary subdivision approval, the trust can secure protection of the more critical preservation area while using revenue from the sale to pay off the initial acquisition cost.

There is currently a land trust operating in Jefferson County. Established in 1993, Future Fund, Inc., has a target of preserving 5,000 to 10,000 acres of land along Floyds Fork. The organization has already experienced success in securing several land parcels along the stream. Another nonprofit organization, the Hays Kennedy Park Foundation, is raising funds for the construction of a community center in Hays Kennedy Park. Riverfields, Inc. has recently purchased land for open space on the Ohio River. National organizations such as the Trust for Public Land may also play an important contributory role in protecting Jefferson County open space.

### Conservation Easements

Conservation easements typically entail a landowner dedicating in perpetuity all or part of the development rights on a given parcel of land. The landowner retains the right to live on, use, and sell the land. In return, he or she is entitled to a substantial charitable gift deduction on federal income taxes. Perhaps more importantly, the landowner also reduces exposure to inheritance taxes and local property taxes which are generally based on the development value of the land. Developers sometimes choose a partial conservation easement dedication on a portion of their land, allowing them to retain some reduced amount of development rights. The developer may benefit through this process by reducing the number of units on the development parcel, thereby gaining an easier passage through the development approval process, reduced infrastructure costs, and the marketing benefit of frontage onto a protected open space area.

Land trusts are often the most effective entity through which to implement a conservation easement program because many individuals feel more comfortable making donations to non-governmental organizations. However, easements can be held by both public and private entities.

### Purchase of Development Rights

Purchase of development rights is a legal agreement whereby the landowner voluntarily gives up the right to develop his or her land in exchange for a cash payment. The payment is based on the difference between the property's value as open space and its development value. Purchase of development rights is most commonly employed to protect farmland but can also be used for sensitive areas such as steep slopes and floodplains. The end result is a conservation easement held by a government entity or private organization such as a land trust. Funding for this mechanism can be derived from a variety of sources. Many states (but not Kentucky) have established programs and dedicated funding for purchasing development rights of qualified farmland.

### Tax Title and Owners Unknown Properties

There are on the tax rolls of many communities parcels which are delinquent in their tax payments (tax title properties) and parcels for which there is no known owner. Such parcels may possess sensitive resources such as wetlands which restrict their development potential and may be potentially valuable as open space. A program for identifying tax title or "owners unknown" properties and their potential use or disposition could be implemented in Jefferson County. The L/JCPD could review any such parcels to determine if they have potential value as part of the parks and open space system.

### Land Exchanges and Sales

Under a land exchange action, the County might “swap” a piece of land already held as open space or parkland for another piece which is deemed more advantageous to the overall park and open space system. Similarly, the County might choose to sell a property on the open market in order to finance acquisition of an area of more value for the parks and open space system.

Another approach which has been used for a long time, although not frequently, would involve the purchase of land with the intention of using only part of it for a new park. The remaining land would later be sold for development, with profits accrued being used to finance the park development.

### Service Clubs and Volunteers

Service clubs such as the Lions Club or the Kiwanis often contribute towards the improvement and maintenance of local park facilities. Other groups such as the Boys and Girls Clubs are already providing community center facilities in some locations of Jefferson County. The County might also be able to mobilize volunteers to help in the maintenance of certain portions of the parks and open space system, thereby reducing the L/JCPD’s maintenance costs. Volunteer groups which have an interest in specific components of the parks system are most likely to make valuable contributions. Examples might include boy or girl scouts, equestrian and hiking groups, and nature groups such as Riverfields.

### Private Ownership and Maintenance

Some jurisdictions rely in part on private homeowners associations for maintaining selected parks or open space areas. Delegating maintenance and programming responsibilities to local community groups could reduce the overall cost burden on the L/JCPD and shift certain costs to the residents who most directly benefit from a particular facility. However, this approach can result in problems in terms of consistent and adequate maintenance standards and exclusion of the general public. Where homeowners groups consistently default in their obligations, the parks agency may end up having to reassume responsibility for maintenance.

### Coordination with Other Agencies and Organizations

It should be recognized that many agencies will directly or indirectly influence the implementation of the parks and open space master plan. Close coordination and cooperation with these agencies will play an important role in facilitating implementation of the plan. Most directly, the Planning Commission’s role in integrating the parks and open space concept into the Cornerstone 2020 Comprehensive Plan will be vital. Similarly, many of the opportunities to secure open space without the expenditure of public funds rest with the Planning Commission and its ability to regulate new development.

As MSD moves forward in implementing its greenways program, coordination will be required between MSD and the L/JCPD to achieve maximum implementation of the open space system. Less directly, MSD will influence the ultimate form of urban development and open space through the layout of sewer and water service.

In addition to coordinating with the Planning Commission, MSD, and other City and County departments, the L/JCPD will need to interact with state and federal agencies, nonprofit groups such as Future Fund, Inc. and the Hays Kennedy Park Foundation, and the many user and community groups which not only use the parks system, but can also play a role in its improvement and maintenance.

1. *Kentucky Department of Local Government, Kentucky Recreation and Park Society, Municipal and County Recreation Services Study for Fiscal Year 1993-1994, April 1994.*
2. *American Institute for Leisure Resources, Metro Parks Management Study for the City of Louisville, Kentucky, 1990*
3. *Louisville and Jefferson County Planning Commission, Directions: A Handbook of Planning Involvement, November 1989*
4. *See: Tools for the Greenbelt. Pub.: Greenbelt Alliance, San Francisco, CA, 1985*
5. *Environmental Law Institute, Wetland Mitigation Banking, 1993, Appendix*

# Acknowledgements

## Jefferson County

David L. Armstrong, Judge/Executive

Steve Henry, A District Commissioner

Irv Maze, B District Commissioner

Darryl T. Owens, C District Commissioner

Wendell P. Wright,  
Chief of Operations

## Parks and Open Space Executive Committee

Karen Bess

Renee Butterworth

Lawrence Cole

Patricia Clare

David Dries

Mary Ellen Harned

Rick Harned

Jenny Heyburn

Dan Hicks

Joan Lindop

Judith McCandless

Charles Miller

Louise Penman

Mose Putney

Dave Rubenstein

Marc Scott

Major Waltman

## Parks Department Advisory Commission

Bert L. Blieden, Chairman

Gina Hobbs

Debbie Holloway Ison

Tom Musselman

Elaine Weisberg

Louise Penman

Wilbur Hackett

Judy Hamilton

## Louisville and Jefferson County Parks Department

Brigid Sullivan, Director

Charles Hardnett, Asst. Director-Recreation

Susan Rademacher, Asst. Director-Planning

Tom Stocker, Asst. Director-Finance

Anita Solomon, Project Manager

Mike Smiley, Asst. Project Manager

Mike Dahl, Engineer

## Cornerstone 2020 Policy Committee

David L. Armstrong, Chair  
Jefferson County Judge/Executive

Jerry Abramson, Vice-Chair  
Mayor, City of Louisville

Malcolm B. Chancey, Jr., Vice-Chair  
Louisville Area Chamber of Commerce

Minx Auerbach, Vice-Chair  
Chair, Louisville/Jefferson County  
Planning Commission

Commissioner Irv Maze

Senator Tim Shaughnessy

Alderman Barbara Gregg

Mayor Daniel Ruckriegel, Sr.

Mayor Joyce St. Clair

Carey Anderson, Jr.

Robert Astorino

Grady Clay

Phyllis Fitzgerald

Beverly Gaines, M.D.

Patti S. Hearn

Alfred Joseph, III

Carroll Lurding

Judith McCandless

Sandy Metts

George Nathan

Patricia Nightingale

June Parrish-Hicks

Joe Schweinhart

Benjamin Shobe

Evelyn Waldrop

Joan Riehm,

Mayor Abramson's Designee

**Cornerstone 2020 Task Force**

**Livability Committee**

Phyllis Fitzgerald, Chair

Art Williams, Vice-Chair

Jane Redmon, Ed. D., Vice-Chair

**Committee Members**

Karen Bess

Clark Beldsoe

Elaine Boyd

Renee Butterworth

Diane Calhoun-French

Patricia Clare

Vicki Coombs

Fred Dallenbach

Rudy Davidson

David Dries

David Edward

Glen Ellmers

Phil Esposito

Sherman Friedman

Gordon Garner

Marcelle Gianelloni

Teena Halbig

Mary Ellen Harned

Rick Harned

Helen Heddens

Rodney J. Henderson

Winnie Hepier

Tom Herman

Jenny Heyburn

Dan Hicks

Marilyn Hohmann

Lula Howard

Becky Hufft

Barbara A. Jones

David L. Karem

Kenny Karem

Kim Klein

Ed Kruger

Janet LaGrange

Sharon Lear

Robert E. Lee

Joan Lindop

Kathy Lowrey

Bob Marrett

Tim Martin

Debbie Linnig Michals

Charles Miller

Anna J. Mojsejenko

Patrick J. Moran

Louise Penman

Grover Potts

Joe Pusateri

Mose Putney

Phil Quillman

Anita Solomon

Dave Rubenstein

Bob Schindler

Marc Scott

Diane Shott

Brigid Sullivan

Jackie Swigart

David Tomes

Frank Tylor

Major Waltman

Fred Weber

Lynn Wesley

Terry Wetherby

David Wicks

Buford Williams

Gregory Zahradnik

Charles Zimmerman, Jr.

**The Louisville Area**

**Chamber of Commerce**

Robert H. Gayle, Jr.

President and CEO

Michael Mountjoy

Chairman of the Board, 1994

Charles J. Kavanaugh, Vice-President

Community Planning and Development

Lee Walker, Director

Stacy Somers

**Greater Louisville Economic  
Development Partnership**

Morton Boyd,

Chairman of the Board

Brad Richardson,

President and CEO

**Jefferson County  
Department of Planning and  
Environmental Management**

Adrian P. Freund, Director

**Division of Planning and Development  
Services**

R. Wayne Bennett, AICP

Director

**Planning Services**

Jonathan Henney

Sally Bauer

**Louisville and Jefferson County Planning Commission**

Minx Auerbach, Chair

Robert J. Butler, Jr.

William Herron

Dale R. Hettinger

Douglas Taylor

James G. Seraphine

Clifford J. Thieneman

Jack B. Pulworth

Paul Whitty, Legal Counsel

**Consultants**

**Lead Consultant**

Wallace Roberts & Todd

Ignacio F. Bunster-Ossa, Partner-in-Charge

Paul Rookwood, Project Director

David Rouse, Asst. Project Director

Megan Lewis, Planner

Lisa Bachman, Graphics

**Subconsultants**

HNTB Corporation

C. Ed Curtin, ASLA

Skees Engineering, Inc.

Thomas G. Tri, P.E.





# Appendix A: Recreation Facilities Distribution

The following materials are included in this Appendix:

## **Park and Recreational Facility Distribution Maps**

Ten maps are included showing the current distribution of various types of recreational facilities within Jefferson County. These maps are based on a draft version of the recreational facility inventory and as such are known to contain inaccuracies. The intent of including them at this stage is to give a preview of the graphics which will be included in the final report. The maps will be revised as soon as all modifications to the inventory have been completed.

## **Facility Deficiency Tables**

These tables provide backup information for the Recreational Facility Needs Analysis (Chapter III). For each of nine types of recreational facilities, the recommended standards, 1995 and 2020 population projections, and the inventory of existing facilities are correlated to identify current and projected levels of surplus or deficiency for the seven service areas.



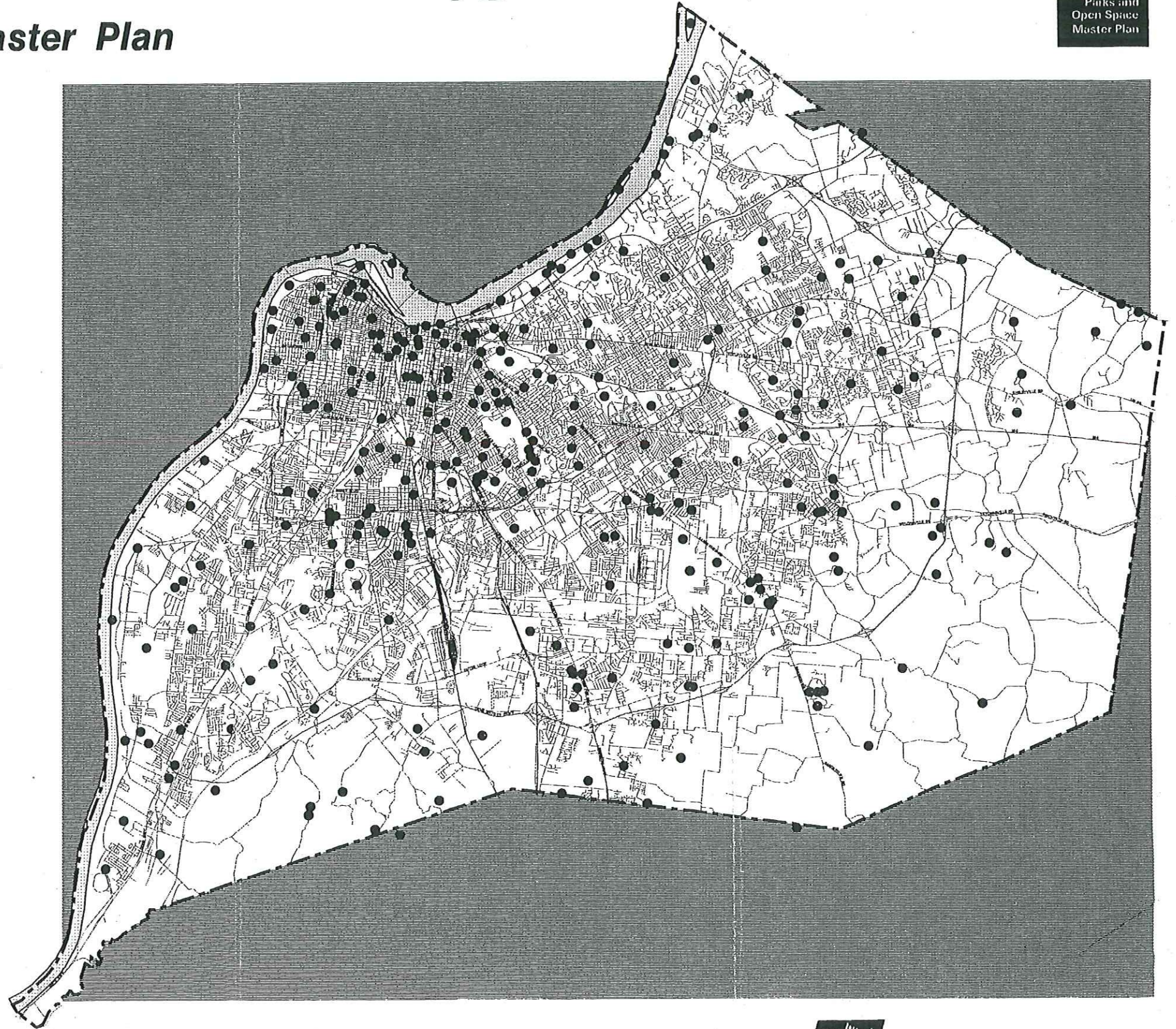
# Existing Recreational Facilities - Playgrounds

## Parks And Open Space Master Plan

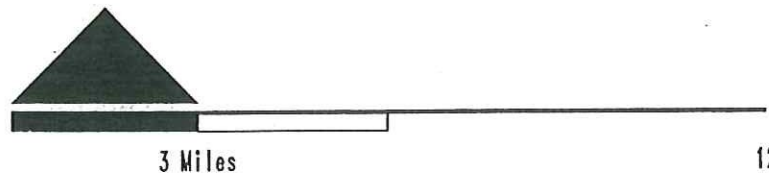
Parks and  
Open Space  
Master Plan

### Legend

- - Location of Louisville and Jefferson County Playgrounds with Equipment



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.



12

**WALLACE ROBERTS & TODD**  
Environmental Planning · Urban Design · Landscape Architecture · Architecture

**SKEES**  
Engineering, Inc.

**LOJIC**  
Louisville Jefferson County Information Clearinghouse

Copyright (c) 1994,  
LOUISVILLE AND JEFFERSON COUNTY  
METROPOLITAN SEWER DISTRICT,  
All Rights Reserved.

February 1995



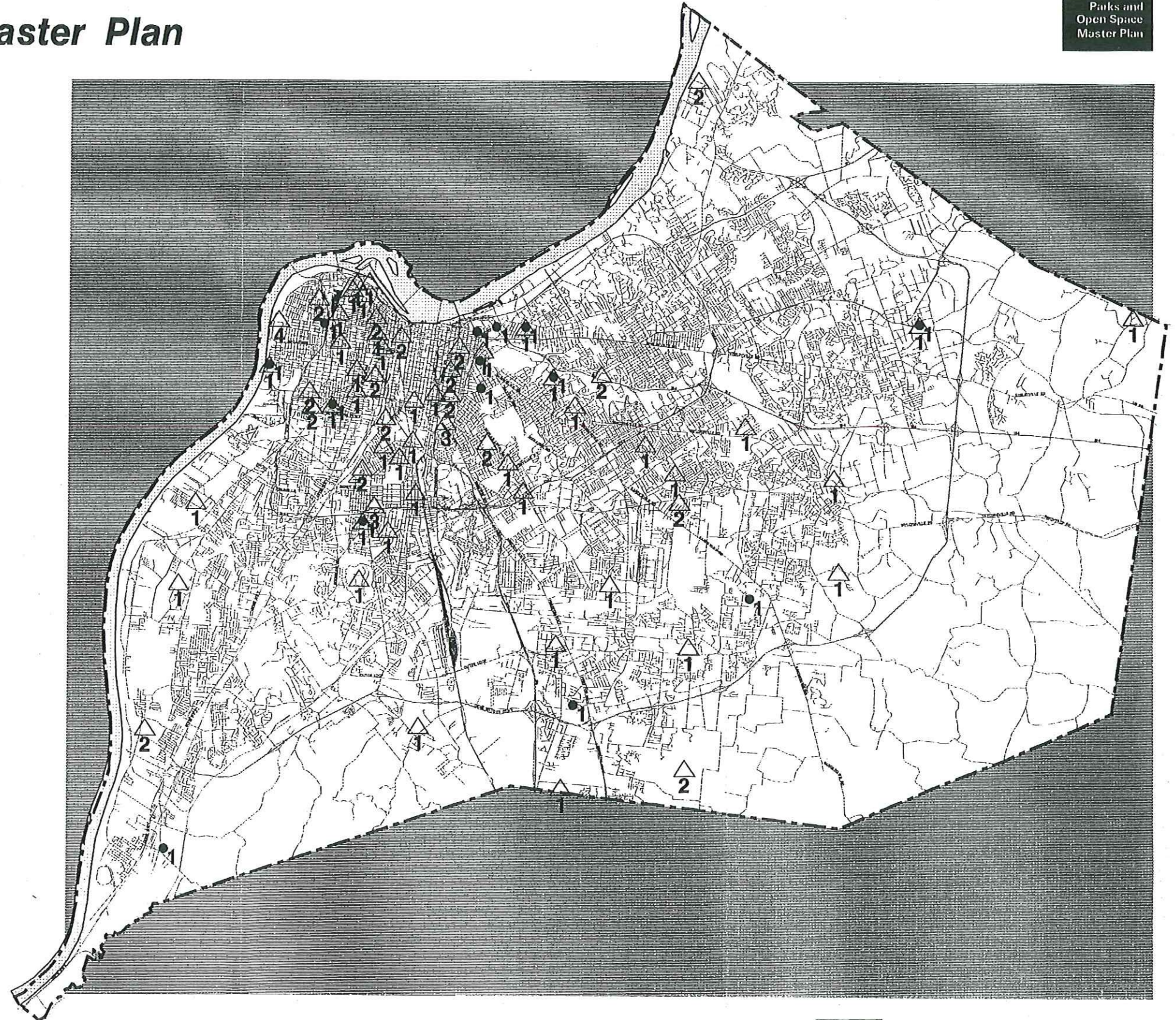
# Existing Recreational Facilities - Outdoor Basketball

## Parks And Open Space Master Plan

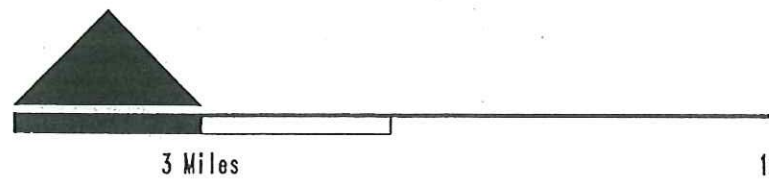
Parks and  
Open Space  
Master Plan

### Legend

- # - Location and number of Louisville and Jefferson County Half Size Basketball Courts
- △ # - Location and number of Louisville and Jefferson County Full Size Basketball Courts



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.



February 1995

**WALLACE ROBERTS & TODD**  
Environmental Planning - Urban Design - Landscape Architecture - Architecture

**SKEES**  
Engineering, Inc.

**LOJIC**  
Louisville Jefferson County Information CrossView

Copyright (c) 1994,  
LOUISVILLE AND JEFFERSON COUNTY  
METROPOLITAN SEWER DISTRICT,  
All Rights Reserved.



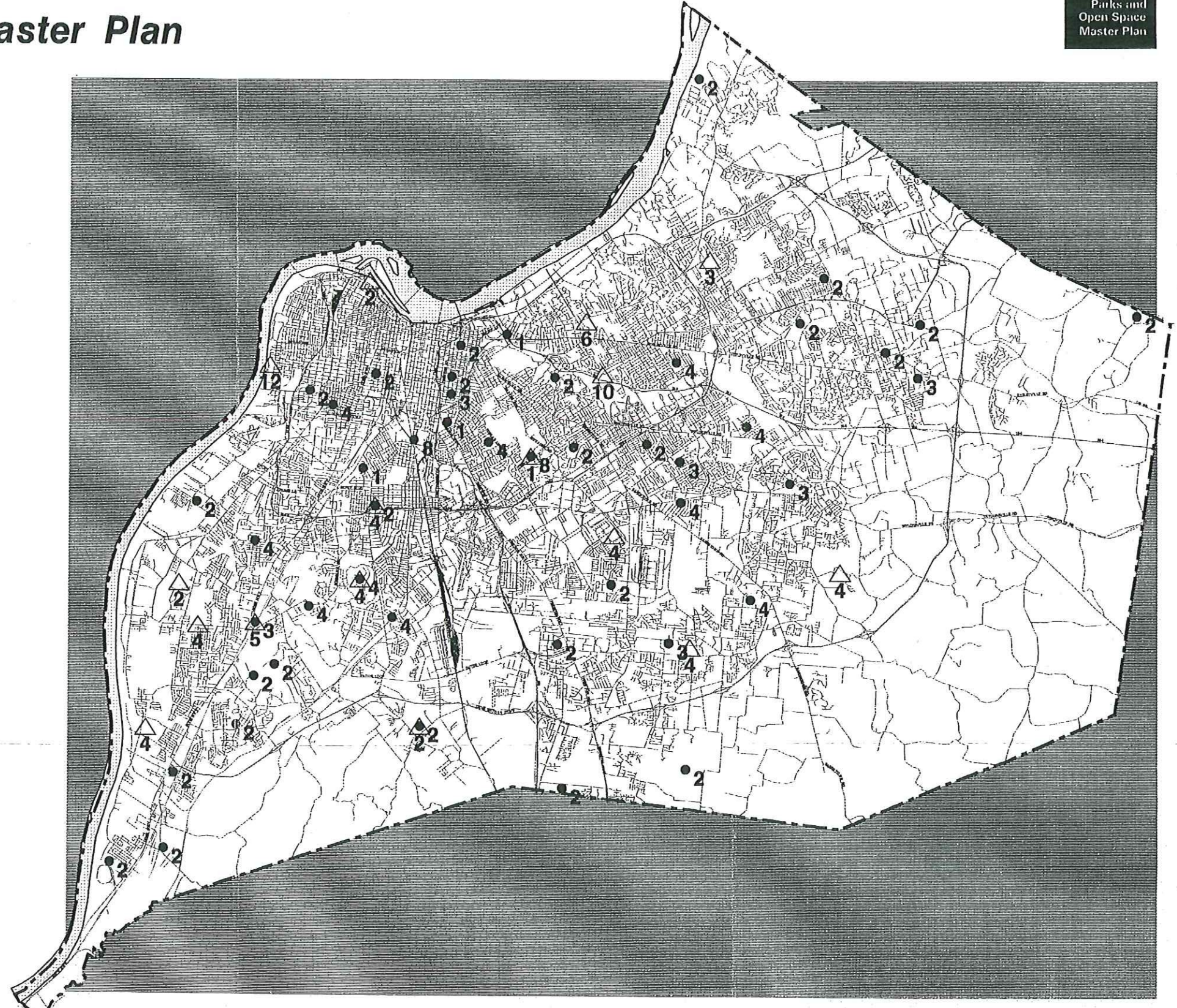
# Existing Recreational Facilities - Tennis Courts

## Parks And Open Space Master Plan

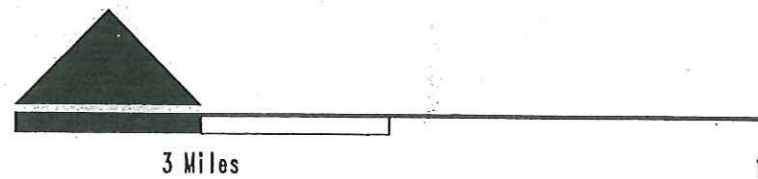
Parks and  
Open Space  
Master Plan

### Legend

- # - Location and number of Unlighted Louisville and Jefferson County Tennis Courts
- △ # - Location and number of Lighted Louisville and Jefferson County Tennis Courts



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.







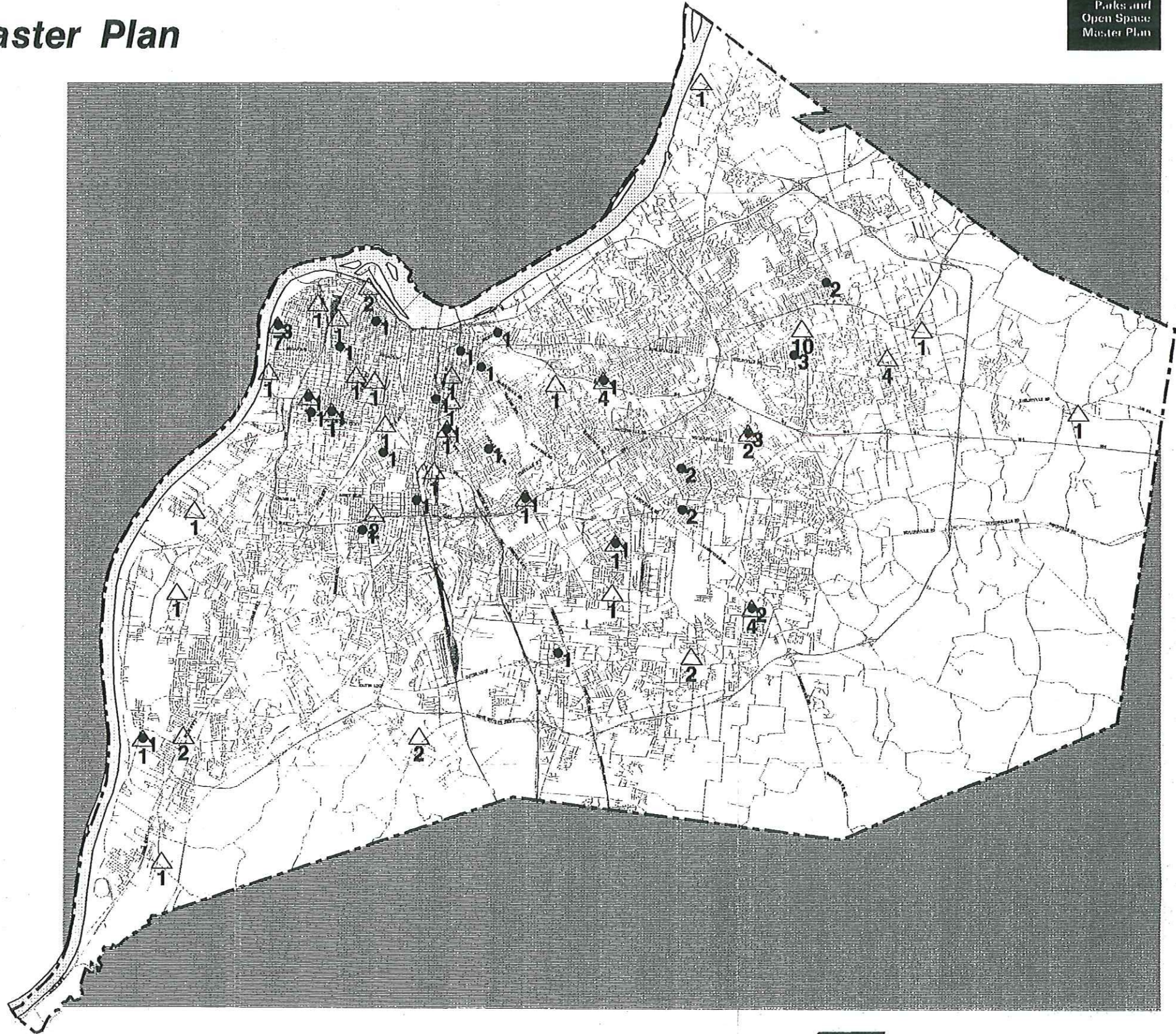
# Existing Recreational Facilities - Softball/Baseball Fields

## Parks And Open Space Master Plan

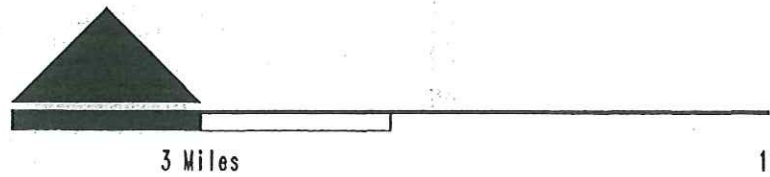
Parks and  
Open Space  
Master Plan

### Legend

- # - Location and number of Louisville and Jefferson County Unlighted Softball or Baseball Fields
- △ # - Location and number of Louisville and Jefferson County Lighted Softball or Baseball Fields



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.





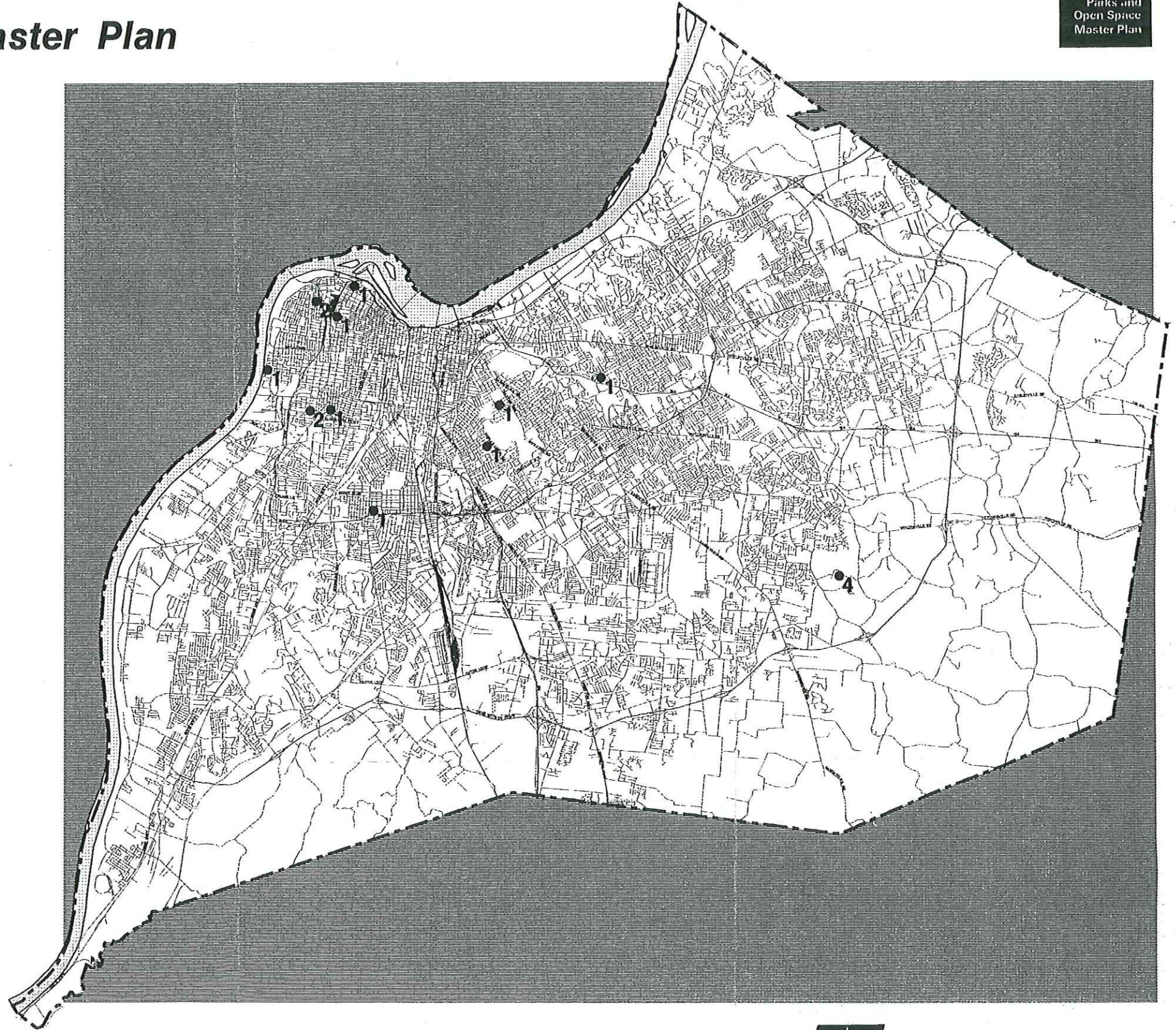
# Existing Recreational Facilities - Outdoor Volleyball

## Parks And Open Space Master Plan

Parks and  
Open Space  
Master Plan

### Legend

- # - Location and number of Louisville and Jefferson County Outdoor Volleyball Courts



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.



3 Miles

12

**WALLACE ROBERTS & TODD**  
Environmental Planning • Urban Design • Landscape Architecture • Architecture

**SKEES**  
Engineering, Inc.

**LOJIC**  
Louisville Jefferson County Information Consortium

Copyright (c) 1994,  
LOUISVILLE AND JEFFERSON COUNTY  
METROPOLITAN SEWER DISTRICT,  
All Rights Reserved.

February 1995



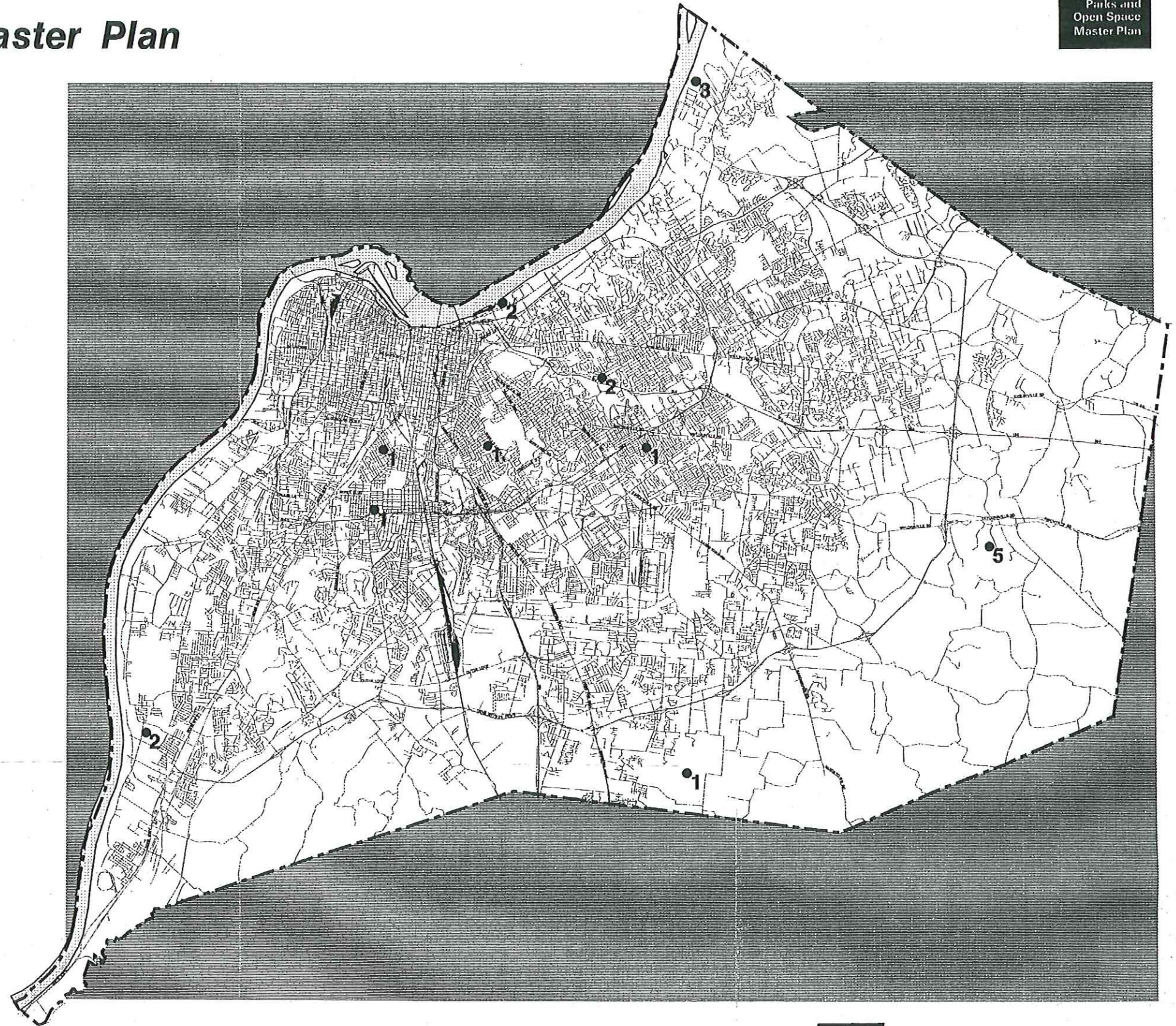
# Existing Recreational Facilities - Soccer Fields

## Parks And Open Space Master Plan

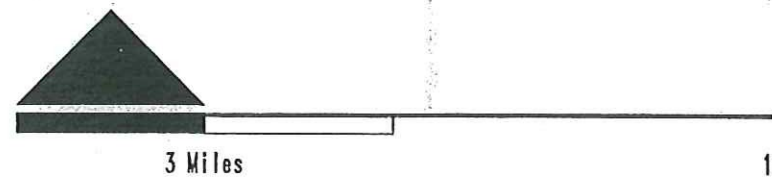
Parks and  
Open Space  
Master Plan

### Legend

- - Location and number of Louisville and Jefferson County Soccer Fields



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.



February 1995

**WALLACE ROBERTS & TODD**  
Environmental Planning - Urban Design - Landscape Architecture - Architecture

**SKEES**  
Engineering, Inc.

**LOJIC**  
Louisville Jefferson County Information Consortium

Copyright (c) 1994,  
LOUISVILLE AND JEFFERSON COUNTY  
METROPOLITAN SEWER DISTRICT,  
All Rights Reserved.



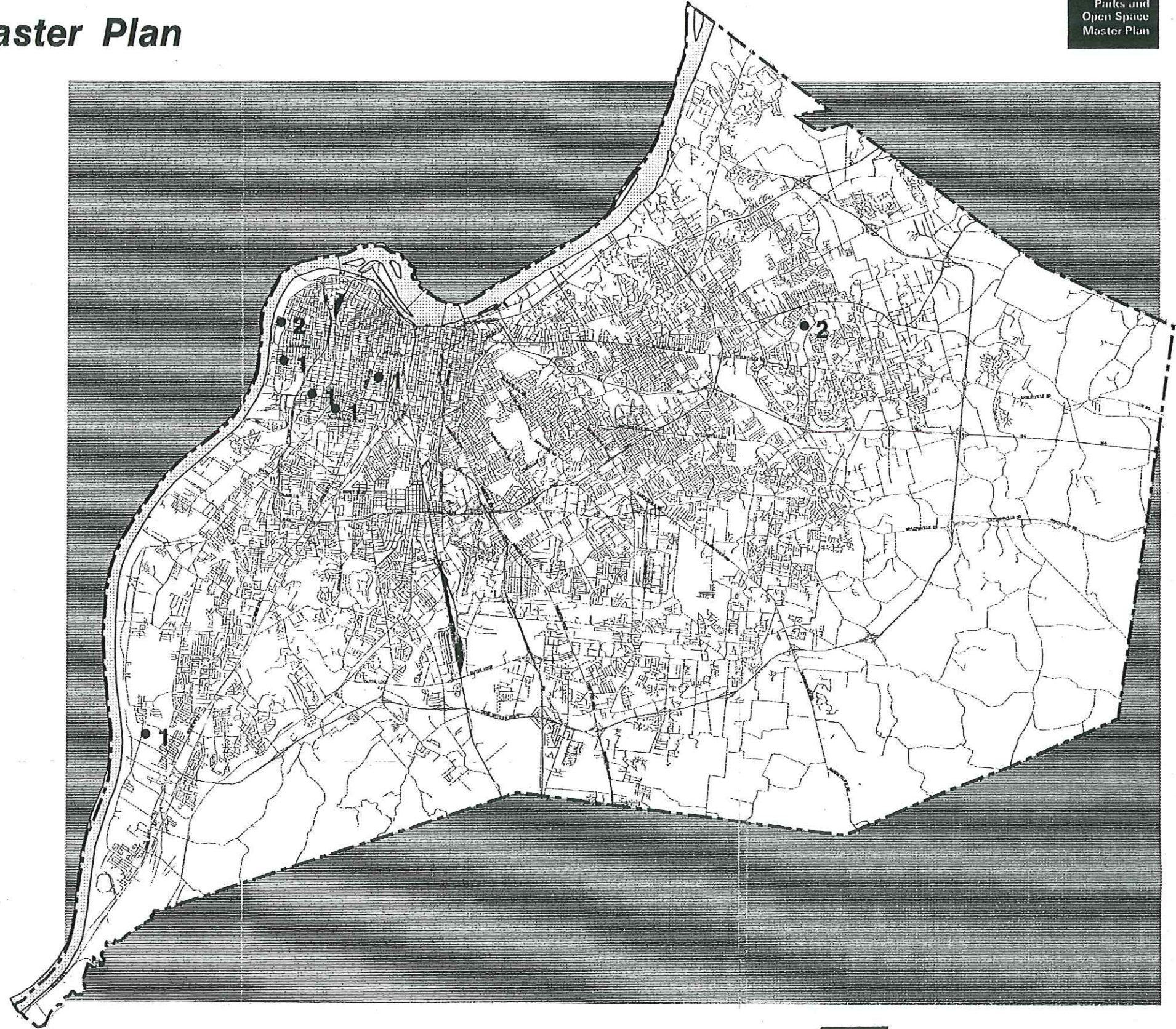
# Existing Recreational Facilities - Football Fields

## Parks And Open Space Master Plan

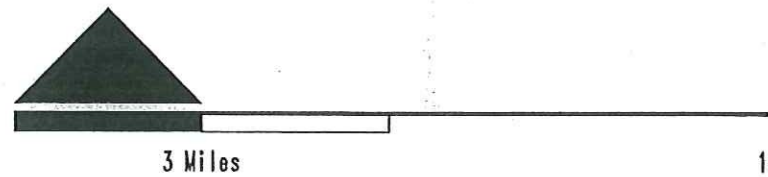
Parks and  
Open Space  
Master Plan

### Legend

- # - Location and number of Louisville and Jefferson County Football Fields



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.



February 1995

**WALLACE ROBERTS & TODD**  
Environmental Planning - Urban Design - Landscape Architecture - Architecture

**SKEES**  
Engineering, Inc.

**LOJIC**  
Louisville Jefferson County Information Consortium

Copyright (c) 1994,  
LOUISVILLE AND JEFFERSON COUNTY  
METROPOLITAN SEWER DISTRICT,  
All Rights Reserved.





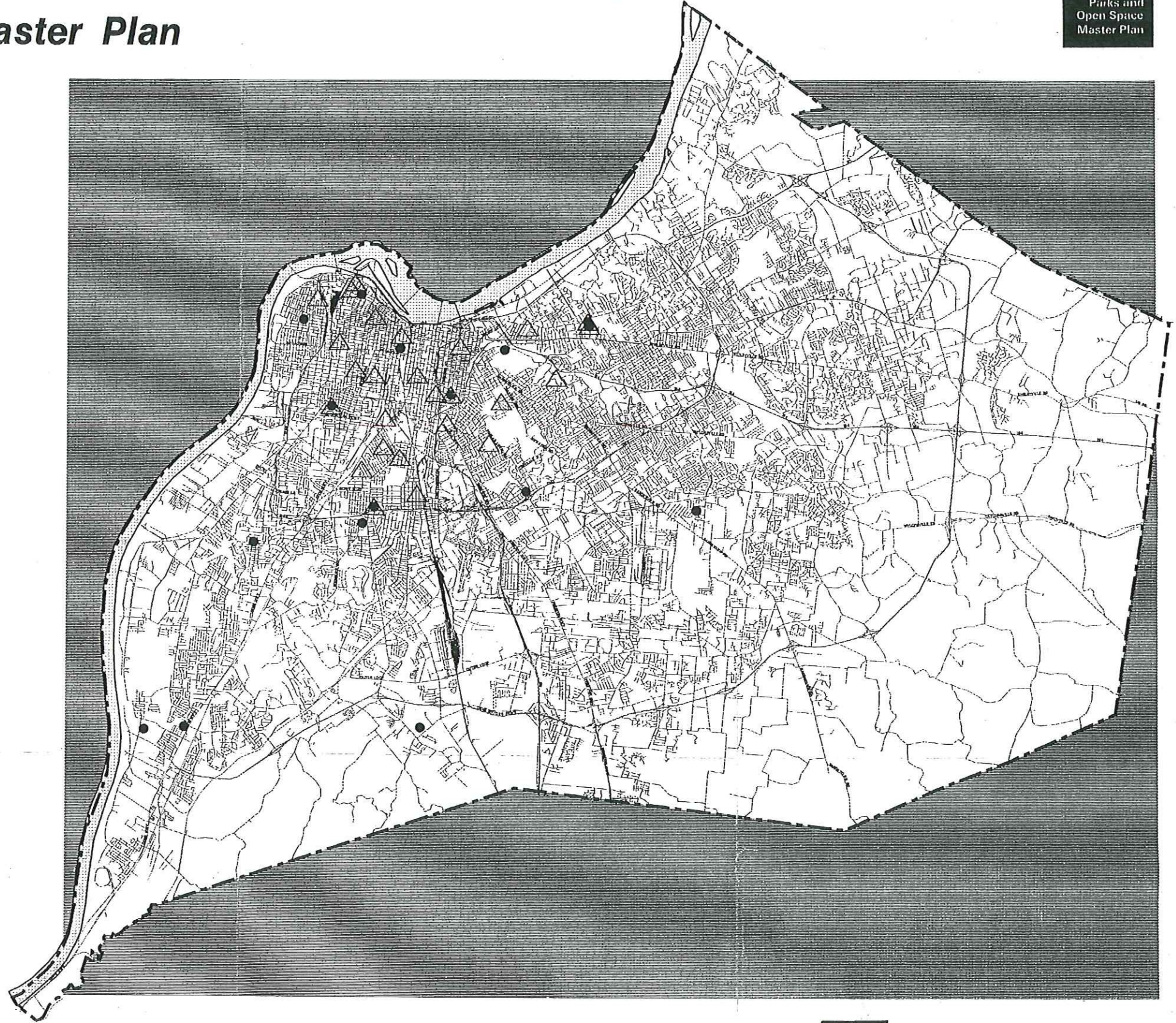
# Existing Recreational Facilities - Swimming Pools

## Parks And Open Space Master Plan

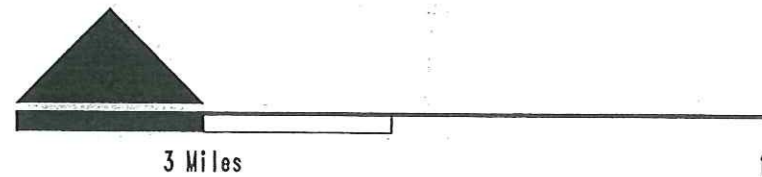
Parks and  
Open Space  
Master Plan

### Legend

- - Location of Louisville and Jefferson County Swimming Pools
- △ - Location of Louisville and Jefferson County Spray Pools



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.



February 1995

**WALLACE ROBERTS & TODD**  
Environmental Planning - Urban Design - Landscape Architecture - Architecture

**SKEES**  
Engineering, Inc.

**LOJIC**  
Louisville Jefferson County Information Center

Copyright (c) 1994,  
LOUISVILLE AND JEFFERSON COUNTY  
METROPOLITAN SEWER DISTRICT,  
All Rights Reserved.



# Existing Recreational Facilities - Golf Courses

## Parks And Open Space Master Plan

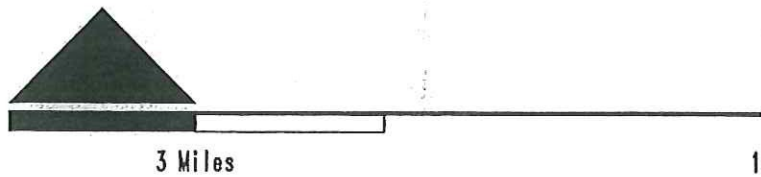
Parks and  
Open Space  
Master Plan

### Legend

- - Location of Louisville and Jefferson County 9 Hole Golf Courses
- ▲ - Location of Louisville and Jefferson County 18 Hole Golf Courses



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.



12

February 1995

**WALLACE ROBERTS & TODD**  
Environmental Planning - Urban Design - Landscape Architecture - Architecture

**SKEES**  
Engineering, Inc.

**LOJIC**  
Louisville Jefferson County Information Consortium

Copyright (c) 1994,  
LOUISVILLE AND JEFFERSON COUNTY  
METROPOLITAN SEWER DISTRICT,  
All Rights Reserved.



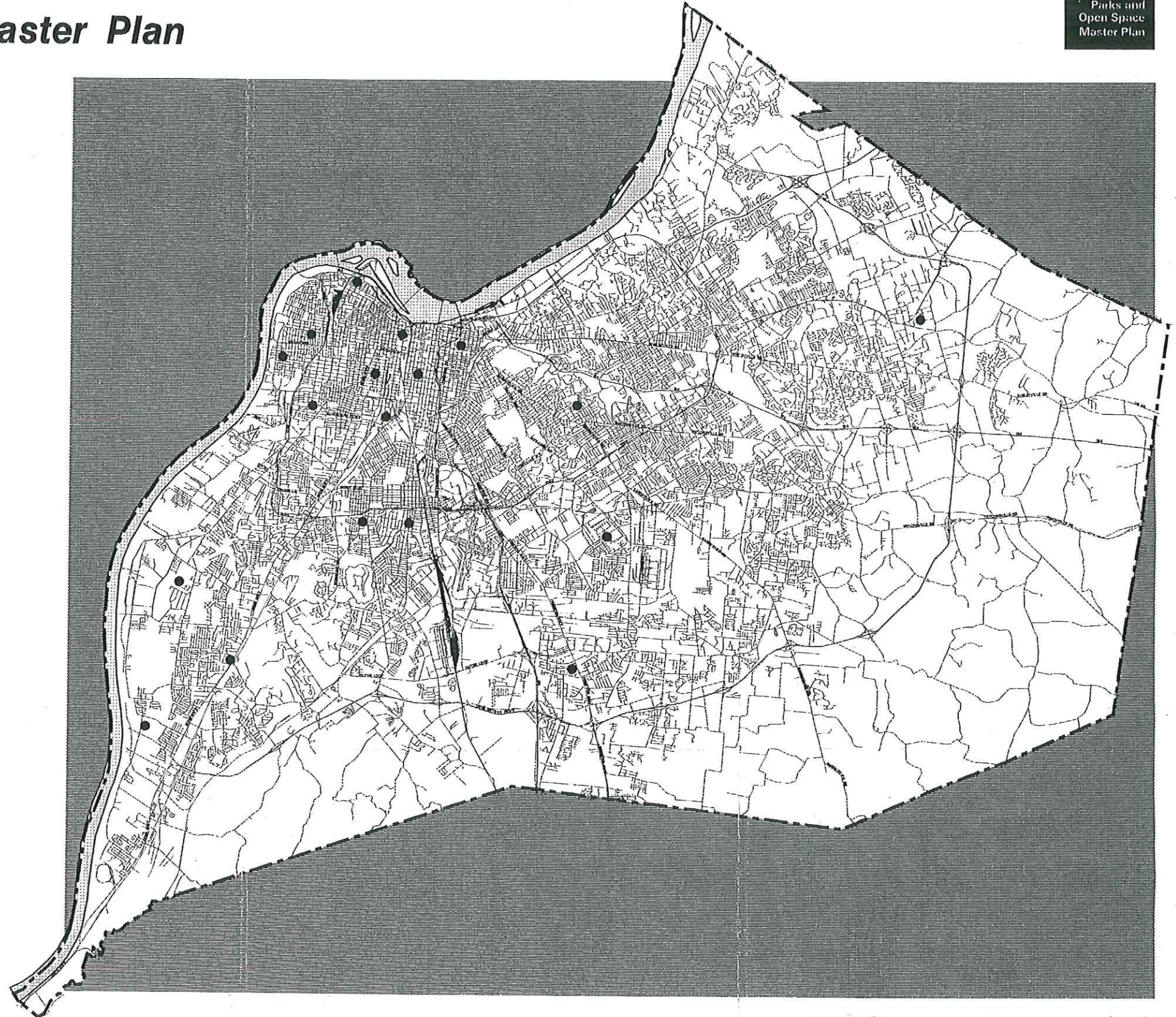
# Existing Recreational Facilities - Recreation Centers

## Parks And Open Space Master Plan

Parks and  
Open Space  
Master Plan

### Legend

- - Location of Louisville and Jefferson County Recreation Centers



Information regarding existing parks and open spaces shown on this map was provided by the Louisville and Jefferson County Parks Department.



3 Miles

12

February 1995

**WALLACE ROBERTS & TODD**  
Environmental Planning - Urban Design - Landscape Architecture - Architecture

**SKEES**  
Engineering, Inc.

**LOJIC**  
Louisville Jefferson County Information Consortium

Copyright (c) 1994,  
LOUISVILLE AND JEFFERSON COUNTY  
METROPOLITAN SEWER DISTRICT,  
All Rights Reserved.



Table A.1

**PARK ACREAGE STANDARDS**

	SERVICE AREAS							TOTAL
	A	B	C	D	E	F	G	
<b>1995 PARK ACREAGE</b>								
EXISTING ACREAGE	1639	136	490	593	918	140	1166	5,082
RECOMMENDED 1995 ACREAGE	1931	443	1327	109	1105	303	1538	6,756
SURPLUS/DEFICIENCY	-292	-307	-837	+484	-187	-163	-372	-1,674
<b>2020 PARK ACREAGE</b>								
RECOMMENDED 2020 ACREAGE	1739	629	1572	429	1242	301	1408	7,320
SURPLUS/DEFICIENCY	-100	-493	-1082	+164	-324	-161	-242	-2,238

Table A.2

**PARK FACILITIES STANDARDS**

SERVICE AREAS	A	B	C	D	E	F	G	TOTAL
<b>PLAYGROUNDS</b>								
EXISTING FACILITIES	64	2	10	6	9	3	17	111
1995 REQUIREMENT BASED ON STANDARD	39	9	27	2	22	6	31	136
SURPLUS/DEFICIENCY	+25	-7	-17	+4	-13	-3	-14	-25
2020 REQUIREMENT BASED ON STANDARD	35	13	31	9	25	6	28	147
SURPLUS/DEFICIENCY	+29	-11	-21	-3	-16	-3	-11	-36
<b>BASKETBALL (OUTDOOR)</b>								
EXISTING FACILITIES	61	4	5	4	8	5	15	102
1995 REQUIREMENT BASED ON STANDARD	39	9	27	2	22	6	31	136
SURPLUS/DEFICIENCY	+22	-5	-22	+2	-14	-1	-16	-34
2020 REQUIREMENT BASED ON STANDARD	35	13	31	9	25	6	28	147
SURPLUS/DEFICIENCY	+26	-9	-26	-5	-17	-1	-13	-45
<b>TENNIS</b>								
EXISTING FACILITIES	103	2	30	4	24	10	37	210
1995 REQUIREMENT BASED ON STANDARD	48	11	33	3	28	8	38	169
SURPLUS/DEFICIENCY	+55	-9	-3	+1	-4	+2	-1	+41
2020 REQUIREMENT BASED ON STANDARD	43	16	39	11	31	8	35	183
SURPLUS/DEFICIENCY	+60	-14	-9	-7	-7	+2	+2	+27



Table A.2  
PARK FACILITIES STANDARDS (CONTINUED...)

SERVICE AREAS	A	B	C	D	E	F	G	TOTAL
<b>SOFTBALL/BASEBALL</b>								
EXISTING FACILITIES	30	0	32	3	12	7	8	92
1995 REQUIREMENT BASED ON STANDARD	39	9	27	2	22	6	31	136
SURPLUS/DEFICIENCY	-9	-9	+5	+1	-10	+1	-23	-44
2020 REQUIREMENT BASED ON STANDARD	35	13	31	9	25	6	28	147
SURPLUS/DEFICIENCY	-5	-13	+1	-6	-13	+1	-20	-55
<b>VOLLEYBALL</b>								
EXISTING FACILITIES	15	0	4	1	0	2	2	24
1995 REQUIREMENT BASED ON STANDARD	13	3	9	1	7	2	10	45
SURPLUS/DEFICIENCY	+2	-3	-5	0	-7	0	-8	-21
2020 REQUIREMENT BASED ON STANDARD	12	4	10	3	8	2	9	48
SURPLUS/DEFICIENCY	+3	-4	-6	-2	-8	0	-7	-24
<b>SOCCER</b>								
EXISTING FACILITIES	7	7	13	7	3	3	4	44
1995 REQUIREMENT BASED ON STANDARD	19	4	13	1	11	3	15	66
SURPLUS/DEFICIENCY	-12	-3	0	-6	-8	0	-11	-22
2020 REQUIREMENT BASED ON STANDARD	17	6	16	4	12	3	14	72
SURPLUS/DEFICIENCY	-10	+1	-3	+3	-9	0	-10	-28

Table A.2

**PARK FACILITIES STANDARDS (CONTINUED. . .)**

SERVICE AREAS	A	B	C	D	E	F	G	TOTAL
<b>FOOTBALL</b>								
EXISTING FACILITIES	7	0	2	0	0	1	0	10
1995 REQUIREMENT BASED ON STANDARD	4	1	3	0	2	1	3	14
SURPLUS/DEFICIENCY	+3	-1	-1	0	-2	0	-3	-4
2020 REQUIREMENT BASED ON STANDARD	3	1	3	1	2	1	3	14
SURPLUS/DEFICIENCY	+4	-1	-1	-1	-2	0	-3	-4
<b>SWIMMING POOLS</b>								
EXISTING FACILITIES	8	0	1	0	0	2	4	15
1995 REQUIREMENT BASED ON STANDARD	5	1	3	0	3	0	4	16
SURPLUS/DEFICIENCY	+3	-1	-2	0	-3	+2	0	-1
2020 REQUIREMENT BASED ON STANDARD	4	2	4	1	3	0	4	18
SURPLUS/DEFICIENCY	+4	-2	-3	-1	-3	+2	0	-3
<b>RECREATION CENTERS</b>								
EXISTING FACILITIES	11	0	1	0	1	2	3	18
1995 REQUIREMENT BASED ON STANDARD	10	2	7	0	6	2	8	35
SURPLUS/DEFICIENCY	+1	-2	-6	0	-5	0	-5	-17
2020 REQUIREMENT BASED ON STANDARD	9	3	8	2	6	2	7	37
SURPLUS/DEFICIENCY	+2	-3	-7	-2	-5	0	-4	-19

Note: 1995 and 2020 acreage requirements based on population projections contained in *Allocation of Population to Traffic Zones, Jefferson County DPDS, Draft, January 1995*

# Appendix B: Capital Improvements Cost Estimate Breakdown

Appendix B presents a breakdown of the unit costs and assumptions by which the capital improvements cost estimates were derived. The cost estimates contained in this appendix include the projected costs for the proposed facilities and for the proposed parkland acres.

Number	Type	Cost/Unit	Total Cost
<b>SWIMMING POOLS</b>			
1		\$ 1,500,000	\$ 1,500,000
SUBTOTAL			\$ 1,500,000

The nature of aquatics has evolved over the last decade. Traditional pools had areas for lap swimming, diving, wading. A facility of this nature would cost between \$1,000,000 and \$1,500,000. Facilities being developed today are termed "aquatic centers." This type of pool tends to be more free form in shape, have a zero depth area, may have wave machines and have a variety of elements such as fountains and sprays in the pool to enhance the enjoyment of the user. The estimated cost of an aquatic center begins at \$1,500,000.

Number	Type	Cost/Unit	Total Cost
<b>RECREATION CENTERS</b>			
6	(CENTERS)	\$ 2,000,000	\$ 12,000,000
SUBTOTAL			\$ 12,000,000

The cost of a new recreation center is estimated at \$2,000,000. Amenities included in such a center consist of a multipurpose gymnasium, locker rooms, a multipurpose meeting room, offices, and parking.

While the recommended standard for recreation centers identifies a need for 19 additional centers by 2020, the L/JCPD is suggested to phase in the development of only 6 new recreation centers over the next 25 years. The remaining 13 centers should be established through joint use agreements between L/JCPD and other entities including Jefferson County Public Schools.

Number	Type	Cost/Unit	Total Cost
<b>MULTI-SPORT FACILITY</b>			
1	(FACILITY)	\$ 12,000,000	\$ 12,000,000
SUBTOTAL			\$ 12,000,000

As a regional recreation facility, the multi-sport complex will provide a variety of indoor and outdoor facilities. Swimming and diving pools, ice arena, tennis, racquetball, running track, squash and bowling are some of the indoor activities that could be provided at a cost of \$12,000,000. Baseball/softball, soccer, aquatic center, offices, parking, volleyball, tennis, and basketball courts could also be provided as part of this facility. These elements would be in addition to the cost for the indoor facility.

<b>TOTAL PROPOSED FACILITIES COST ESTIMATE, 2020</b>		<b>\$ 32,320,000</b>
--	--	----------------------

Table B.2  
GENERAL PARKLAND DEVELOPMENT COST ESTIMATE

	SERVICE AREAS						
	A	B	C	D	E	F	G
<b>ACTIVE PARKLAND<sup>1</sup></b>							
ACREAGE	40.5- 49.5	54- 66	89.1- 108.9	86- 105.1	45.6- 55.8	25.9- 31.7	55.7- 68.1
<b>TOTAL ACREAGE</b>							396.8- 485
COST(x\$1,000)	2,025- 2,475	2,700- 3,300	4,455- 5,445	4,297.5- 5,252.5	2,281.5- 2,788.5	1,296- 1,584	2,785.5- 3,404.5
<b>TOTAL COST</b>							\$19,840.5- \$24,249.5
<b>PASSIVE PARKLAND<sup>2</sup></b>							
ACREAGE	13.5- 16.5	108- 132	364.5- 445.5	725.8- 887	270.5- 330.6	168.3- 205.7	187.7- 229.4
<b>TOTAL ACREAGE</b>							1,838.2- 2,246.6
COST(x\$1,000)	40.5- 49.5	324- 396	1,093.5- 1,336.5	2,177.3- 2,661.1	811.4- 991.7	504.9- 617.1	563- 688.1
<b>TOTAL COST</b>							\$5,514.5- \$6,739.9
<b>ESTIMATED TOTAL ACREAGE</b>	2,235 - 2,731.6 ac						
<b>ESTIMATED TOTAL COST (ROUNDED)</b>	\$25,000,000 - 31,000,000						

<sup>1</sup> Active parkland is defined as 100% Neighborhood Parks acreage + 50% Community Parks acreage + 5% Major Urban Parks acreage. Cost for active parkland is estimated at \$50,000/acre.

<sup>2</sup> Passive parkland is defined as 50% Community Parks acreage + 75% Major Urban Parks acreage + 10% Regional Parks acreage. Cost for passive parkland is estimated at \$3,000/acre.

Parkland is defined as either active or passive. Active parkland involves more intensive recreational uses, such as ballfields. Passive parkland involves less rigorous uses, such as nature trails. The projected future active parkland acreage for Louisville and Jefferson County is assumed to include all the neighborhood parks plus 50 percent of the community parks and 5 percent of the major urban parks. The projected future passive parkland acreage is assumed to include the

remaining 50 percent of the community parks plus 75 percent of the major urban parks and 10 percent of the regional parks. The remaining 20 percent of major urban parkland and 90 percent of regional parks are assumed to remain unmanaged and, therefore, do not have a development cost estimate.

# Appendix C: Parks and Open Space Inventory List

An inventory of existing parks and open space areas within Jefferson County was prepared as part of the process of developing the Master Plan. The alphabetical list below identifies all the parcels of land which were included in the inventory. Figure 11.B.7 in the Master Plan is a small map showing the location of these parks and open spaces. A large scale map at 1" = 1 mile, on which each of the parcels is individually identified, can be viewed at the Louisville and Jefferson County Parks Department.

- 1 A.B. SAWYER PARK
- 2 ALGONQUIN PARK
- 3 ATHERTON HIGH SCHOOL
- 4 AUBURNDALE PARK
- 5 AUDUBON COUNTRY CLUB
- 6 BALLARD HIGH SCHOOL
- 7 BALLARD PARK
- 8 BALLFIELDS
- 9 BAXTER SQUARE PARK
- 10 BEARGRASS CREEK NATURE PRESERVE
- 11 BEARGRASS RETENTION BASIN
- 12 BEECHMONT COMMUNITY CENTER
- 13 BELLARMINE ATHLETIC COMPLEX
- 14 BELLARMINE GOLF COURSE
- 15 BELLEVUE PARK
- 16 BELVEDERE
- 17 BEN WASHER PARK
- 18 BERRYTOWN PARK
- 19 BIG SPRINGS COUNTRY CLUB
- 20 BINGHAM PARK
- 21 BLACK MUDD PARK
- 22 BLACKACRE NATURE PRESERVE
- 23 BLAIRWOOD RACKET & SWIM CLUB

- 24 BLUE LICK OPTIMISTS BALL FIELD  
25 BLUE LICK PARK  
26 BLUEGRASS CONVENTION CENTER  
27 BOBBY NICHOLS GOLF COURSE  
28 BOONE SQUARE PARK  
29 BRADLEY PARK  
30 BRESLIN PARK  
31 BROOKS MARINA  
32 BUECHEL PARK  
33 CALIFORNIA PARK  
34 CALVARY CEMETERY  
35 CAPTAIN QUARTERS MARINA  
36 CARRIE GAULBERT COX PARK  
37 CASTLEWOOD OPEN SPACE  
38 CAVE HILL & EASTERN CEMETERIES  
39 CEDAR CREEK PRESBYTERIAN CAMP  
40 CEMETERY (DIXIE HWY NORTH OF I-265)  
41 CEMETERY (PRESTON HIGHWAY)  
42 CENTRAL NATATORIUM  
43 CENTRAL PARK  
44 CENTRAL STATE PROPERTY  
45 CHARLES YOUNG PARK  
46 CHARLIE VETTINER GOLF COURSE  
47 CHARLIE VETTINER PARK  
48 CHEROKEE GOLF COURSE  
49 CHEROKEE PARK  
50 CHICKASAW PARK  
51 CHURCHILL DOWNS RACE TRACK  
52 CHURCHILL PARK  
53 CLIFF PARK  
54 CLIFTON PARK  
55 COX LAKE SWIM CLUB (CLOSED)  
56 CRESENT HILL GOLF COURSE  
57 CROSBY PARK  
58 DERBY CITY BALL FIELD  
59 DERBY CITY COMMUNITY CENTER (PLANNED)  
60 DOSS HIGH SCHOOL  
62 DOUGLAS HILLS PARK  
63 DOUGLASS PARK  
64 DUMEYER COMMUNITY CENTER  
65 DUPONT MANUAL STADIUM  
66 E. LELAND TAYLOR PARK

*Admission*



- 67 E.P. TOM SAWYER STATE PARK
- 68 EAST LOUISVILLE PARK
- 69 EASTERN HIGH SCHOOL
- 70 EASTWOOD PARK
- 71 ELLIOTT SQUARE PARK
- 72 EVA BANDMAN PARK
- 73 EVERETT G. HARRIS PARK
- 74 EVERGREEN CEMETERY
- 75 FAIRDALE PLAYTORIUM
- 76 FALLS OF THE OHIO PRESERVE
- 77 FAMILY CEMETERY
- 78 FARMAN PARK
- 79 FARNSLEY GOLF COURSE *Shindy*
- 80 FARNSLEY MOORMAN HISTORIC HOUSE
- 81 FARNSLEY PARK
- 82 FEDERAL SQUARE
- 83 FERN CREEK PARK
- 84 FERN CREEK SPORTSMANS CLUB
- 85 FIELD PLAYGROUND
- 86 FIRST & MAIN PARK
- 87 FISHERMAN'S PARK
- 88 FISHING LAKES
- 89 FLAGET FIELD PARK
- 90 FLOYDS FORK LAND TRUST
- 91 FLOYDS FORK PARK
- 92 FORT NELSON SQUARE
- 93 FOUNDERS SQUARE
- 94 FROST MIDDLE SCHOOL
- 95 G.G. MOORE PARK
- 96 GARDNER LANE SKATING RINK
- 97 GEORGE RODGERS CLARK PARK
- 98 GERMAN-PARISTOWN PARK
- 99 GINNY REICHARD PARK
- 100 GLEN OAKS COUNTRY CLUB
- 101 GLENMARY COUNTRY CLUB
- 102 GNADINGER PARK
- 103 GOLF WORLD GOLF COURSE
- 104 GREENWOOD CEMETERY
- 105 HARRODS POINT MARINA
- 106 HAYS KENNEDY PARK
- 107 HAZELWOOD POOL
- 108 HIGHVIEW BAPTIST CHURCH

- 109 HIGHVIEW PARK
- 110 HOLY ROSARY ACADEMY
- 111 HOUNZ LANE PARK
- 112 HUNTING CREEK COUNTRY CLUB
- 113 HURSTBOURNE CEMETERY
- 114 HURSTBOURNE COMMUNITY PARK
- 115 HURSTBOURNE COUNTRY CLUB
- 116 HUSTON QUIN PARK
- 117 INDIAN SPRINGS GOLF CLUB
- 118 INTERSTATE MINI-PARK
- 119 IRISH HILL PARK
- 120 IROQUOIS GOLF COURSE
- 121 IROQUOIS PARK
- 122 IVY COURT PARK
- 123 J-TOWN CEMETERY
- 124 J-TOWN COMMUNITY CENTER
- 125 J-TOWN HIGH SCHOOL
- 126 J-TOWN LIBRARY
- 127 J-TOWN SWIM & RACKET CLUB
- 128 J. GRAHAM BROWN PARK
- 129 JEFFERSON COUNTY FOREST
- 130 JEFFERSON SQUARE
- 131 JEWISH CEMETERY
- 132 JEWISH COMMUNITY CENTER
- 133 JOE CREASON PARK
- 134 JUNIPER BEACH MARINA
- 135 KENNEDY COURT PARK
- 136 KENTUCKY STATE FAIRGROUNDS
- 137 KLONDIKE PARK
- 138 LAKE DREAMLAND
- 139 LAKE FOREST COUNTRY CLUB
- 140 LAKESIDE SWIM CLUB
- 141 LAMPTON PARK
- 142 LANNAN PARK
- 143 LAPORTE PARK
- 144 LIMESTONE QUARRY MARINA
- 145 LINCOLN-PRESTON PARK
- 146 LOCUST GROVE HISTORIC HOME
- 147 LONG RUN CEMETERY
- 148 LONG RUN GOLF COURSE
- 149 LONG RUN PARK
- 150 LOUIS B. ISRAEL PARK

- 151 LOUISVILLE BOAT CLUB
- 152 LOUISVILLE COUNTRY CLUB
- 153 LOUISVILLE MEMORIAL CEMETERY
- 154 LOUISVILLE TENNIS CENTER
- 155 LOUISVILLE ZOO
- 156 MAGNOLIA PARK
- 157 MANSLICK CEMETERY
- 158 MARINA
- 159 MARY T. MEAGHER NATATORIUM
- 160 MEDORA PARK
- 161 METRO ARTS CENTER
- 162 MIDLAND TRAIL GOLF CLUB
- 163 MILL CREEK CORRIDOR
- 164 MOORE HIGH SCHOOL
- 165 MUHAMMAD ALI PARK
- 166 McNEELY PARK
- 167 NAVAL ORDINANCE
- 168 NELSON HORNBECK PARK
- 169 NEWBURG COMMUNITY CENTER
- 170 NIGHTINGALE PARK
- 171 NORTH EAST Y.M.C.A.
- 172 NUNNLEA ESTATE HISTORIC HOME
- 173 OKOLONA PARK
- 174 OLD WALNUT STREET PARK
- 175 OPEN SPACE (DOVE LANE)
- 176 OPEN SPACE (EDITH AVE.)
- 177 OPEN SPACE (ORIOLE DRIVE)
- 178 OPEN SPACE (ROBIN ROAD)
- 179 OWL CREEK COUNTRY CLUB
- 180 OXMOORE STEEPLECHASE CLUB
- 181 PARK BOULEVARD PARK
- 182 PARKHILL PARK
- 183 PATTERSON PARK
- 184 PEE WEE PARK
- 185 PENN RUN CEMETERY
- 186 PENN RUN GOLF COURSE
- 187 PETERSBURG PARK
- 188 PLANTATION SWIM CLUB
- 190 PLEASURE RIDGE PARK HIGH SCHOOL
- 191 POLO FIELDS COUNTRY CLUB
- 192 POND CREEK OPEN SPACE
- 193 PORTLAND CEMETERY

- 194 PORTLAND PARK
- 195 QUAIL CHASE GOLF COURSE
- 196 RESTHAVEN CEMETERY
- 197 RIVER GLEN PARK
- 198 RIVER ROAD COUNTRY CLUB
- 199 RIVER VALLEY CEMETERY
- 200 RIVERFIELDS NATURE PRESERVE
- 201 RIVERSIDE GARDENS PARK
- 202 RIVERVIEW PARK
- 203 ROBERSON RUN RETENTION BASIN
- 204 RUBEL PARK
- 205 RUSSELL LEE PARK
- 206 RUTHERFORD ELEMENTARY SCHOOL
- 207 SENECA GOLF COURSE
- 208 SENECA PARK
- 209 SHAWNEE COMMUNITY CENTER
- 210 SHAWNEE GOLF COURSE
- 211 SHAWNEE NATATORIUM
- 212 SHAWNEE PARK
- 213 SHELBY PARK
- 214 SHEPPARD PARK
- 215 SHIPPINGPORT NATURE PRESERVE
- 216 SHIVELY PARK
- 217 SIX MILE ISLAND
- 218 SKYVIEW PARK
- 219 SLEVIN PARK
- 220 SOUTH CENTRAL PARK
- 221 SOUTH PARK COUNTRY CLUB
- 222 SOUTHEAST Y.M.C.A.
- 223 SOUTHERN HIGH SCHOOL
- 224 SOUTHWEST GOVERNMENT CENTER
- 225 ST. LOUIS CEMETERY
- 226 ST. LOUIS PARK
- 227 ST. MATTHEWS PARK
- 228 ST. MICHAELS CEMETERY
- 229 ST. STEPHEN CEMETERY
- 230 ST. THOMAS ORPHANAGE
- 231 STANDARD COUNTRY CLUB
- 232 STORY AVENUE PARK
- 233 STUART HIGH SCHOOL
- 234 SUN VALLEY GOLF COURSE
- 235 SUN VALLEY PARK

236 SUTHERLAND NATURE PRESERVE  
237 SYLVANIA PARK  
238 TAYLOR MEMORIAL PARK  
239 THIRTY-FIFTH STREET PARK  
240 TOONERVILLE TROLLEY PARK  
241 TUCKERS LAKE SWIM CLUB  
242 TURNERS SWIM CLUB  
243 TWELVE MILE ISLAND  
244 TWIN PARK  
245 TYLER PARK  
246 U. OF L. SHELBY CAMPUS  
247 VALHALLA GOLF CLUB  
248 VALLEY HIGH SCHOOL  
249 VICTORY PARK  
250 WAGGENER HIGH SCHOOL  
251 WAR MEMORIAL  
252 WARWICK VILLA PARK  
253 WATER TOWER  
254 WATERFRONT PARK  
255 WATSON LANE ELEMENTARY SCHOOL  
256 WATSON-POWELL COMMUNITY CENTER  
257 WATTERSON LAKE PARK  
258 WATTERSON POOL  
259 WAVERLY PARK  
260 WAYSIDE PARK  
261 WESLEY HOUSE  
262 WESTERN CEMETERY  
263 WESTERN HIGH SCHOOL POOL  
264 WESTONIA PARK  
265 WILDERNESS TRAIL CENTER  
266 WILDWOOD COUNTRY CLUB  
267 WILLIAM B. STANSBURY PARK  
268 WILLIAM H. BRITT PARK  
269 WILLIAM H. HARRISON PARK  
270 WILLOW PARK  
271 WINDSOR OPEN SPACE  
272 WOODHAVEN COUNTRY CLUB  
273 WOODLAND HILLS PARK  
274 WORTHINGTON CEMETERY  
275 WYANDOTTE PARK  
276 ZACHARY TAYLOR CEMETERY

