



Plan Implementation

What other actions are necessary to implement the Plan for the Use of Woodford Resources and Community Facilities and Services

In addition to the policies, guidelines and master plans presented in Chapters 8 and 9, there are other actions that the Planning Commission and its legislative members can undertake to support and further implement the goals and objectives for these elements of the 2005 Comprehensive Plan Update.

While Chapters 8 and 9 focused on the tools the Commission needs to help it make the day-to-day decisions associated with subdivision, site plan and rezoning applications, these implementation actions would result in the development of plans, programs, or resources (financial and otherwise) that help to strengthen the community's long term planning program.

Recommended implementation actions are linked to supporting plan objectives and include information about who will have responsibility for the completion of a specific action and a timeline to complete that action.

Action 1: Update Zoning Regulations

There are several plan objectives whose implementation should be accomplished through changes to the existing Zoning Regulations in effect for Versailles, Midway and Woodford County. These objectives address: the inclusion of agricultural-tourism land uses in applicable zoning districts; incentives for inclusion of multiple housing types in contemporary neighborhoods; creation of an interchange commerce district applicable to the lands adjoining the KY 341 and I-64 interchange; and removal of barriers to the inclusion of upper story residential uses in the downtowns of Versailles and Midway.

These objectives¹ can be effectively implemented through a series of amendments to the zoning and/or subdivision ordinances. These amendments would include:

- Revision of the density standard of each district as an incentive to produce multiple housing types. This change would result a gross density standard for each district – as opposed to a density standard based on minimum lot size in the district. This change would act as an incentive for development of mixed housing types as well as affordable housing in mixed income neighborhoods. An option to this amendment would be to allow mixed housing developments to utilize the gross density standard, and restrict single housing type projects to the standard as well as a minimum lot size.
- A new interchange commerce district with provisions requiring mixed use, architectural and landscape standards, and other performance standards designed to create high quality additions to the urban service areas of Midway and Versailles.
- A new zoning district possibly titled as a Downtown or Town Center district, with provisions that permit and encourage mixed uses and shared parking between uses, use of upper story commercial buildings for residential uses, retention of historic signs, provisions to retain ground floor retail and other forms of active uses, and streetscape guidelines.
- Revisions to the Planned Unit Development regulation that clarify it as a zoning district and relate its’ use to the implementation of illustrative plans and major project proposals.
- An amendment that would add a mixed use neighborhood center as a permitted use in contemporary neighborhoods, subject to specific performance standards limiting the size of building footprints, and relating the amount of square feet of non-residential use to the number of dwelling units included in the neighborhood.
- The zoning ordinance should provide a listing of procedures and requirements associated with an amendment to the land use/design district map of the Comprehensive Plan. For example, if an applicant proposed to change a Neighborhood District to a Workplace District, the regulations should spell out how an applicant could accomplish the change.

¹ **Objective RC 2.1** - Continue efforts to streamline reduce or supplement land use regulations as one means of supporting implementation of the Agri-Tourism Committee initiatives and community approved agri-business and agri-tourism opportunities locally, within the region, and with regional partners.

Objective LU/CFS 2.2 - Establish an Interchange Commerce land use and zoning district that would support the mixed use development of lands adjoining the interchange of I-64, KY 341 and US 62.

Objective LU/CFS 2.5 - Ensure that new neighborhood development proposals include multiple housing types and address community housing affordability goals and objectives.

Objective LU/CFS 3.1 - Undertake the revision of existing development and building regulations to create a set of coordinated “smart codes” that remove barriers to the reuse of older structures for new and mixed uses, particularly within the downtown areas of Versailles and Midway.

- An overall landscape regulating ordinance that would include a provision requiring submittal of a landscape plan² with every development plan, subdivision plat or other land development request. The landscape plan should be prepared and sealed by a landscape architect licensed to practice in the State of Kentucky. The ordinance would also include specific information required on the plan, and approved plant list, and inspection and maintenance standards.³
- Streamlining the existing alternative subdivision regulations, essentially combining the regulations for urban or contemporary types of subdivisions into one set of standards and procedures.
- An update of all application, plan review, permitting and inspections fees associated with development proposals with the objective of recovering a greater share of the administrative costs for processing.

Action 2: Update Master Facilities Plans for Potable Water, Wastewater and Storm Water Infrastructure

Existing capital facility plans should be updated by the applicable service providers within the next five year plan update period. The update should take into consideration the service factors, population and land use projections contained in the 2005 Comprehensive Plan Update. The purpose of this implementation task is to encourage service providers to utilize the population and land use forecasts from the Comprehensive Plan as a baseline for short and long term capital facilities planning. It represents one method to realize the potential of one of the primary goals related to People, Jobs and Housing⁴. In order to support the private market, one of the only ways the Planning Commission can contribute is to work with service providers to ensure that services are available when and where needed.

All long range facilities plans are prepared with service factors and population/land use forecasts as tools in creating the plans, and this recommendation would establish an ongoing process of coordination with the Comprehensive Plan. It is not intended to supplant the authority of any service provider, but simply to coordinate the factors and forecasts that are used in the planning process.

Action 3: Monitor Land Usage in the Urban Service Boundary Areas

The Planning Commission staff already maintains records of subdivision approvals and building permits as a means of evaluating the demand for and supply of lots for residential

² This recommendation is carried forward from the 1997 Comprehensive Plan Update, Chapter VII – Implementation, Pg. 110.

³ Although streetscape requirements have been recently added to the subdivision regulations, there is a need to address parking lot landscaping, buffer yard requirements between incompatible uses and between land use districts, and other aspects of land development.

⁴ **Goal PJH-2** - To support the ability of the private market to deliver a range of housing types affordable to all income levels and household types existing or projected for Woodford County.

development. This information is made available to the Planning Commission and its legislative members and can be used by the Commission to determine when the supply of lots/land with subdivision approval for any housing type may be too limited to accommodate expected needs. In such a situation, the Commission could work with developer's who are "in the pipeline" to encourage more lots or land to be reserved or provided for a specific housing type.

This recommended implementation task would take the existing process one small step further to implement one of the adopted goals⁵. While it is important to monitor residential lot/land supply and demand, it is also important to monitor land availability within the USB's. Why? If developable land becomes scarce and supply limited, land prices will rise with the potential to raise the cost of all forms of development. The vacant land analysis provided in Chapter 4 indicates there is sufficient land in the Versailles USB to accommodate the forecasts of population and land use. However, if major portions of the existing supply of vacant land were to be removed from supply, or lands designated for neighborhood development are converted to workplace development, there would be serious implications for the supply of land, housing affordability and facilities plans.

It is recommended that the information that the staff is already collecting be combined with an annual update of the vacant land inventory in a spreadsheet format and provided to the Commission at its annual meeting. This information can also be included as a part of a section of the P & Z website to address ongoing plan implementation activities.

Action 4: Assemble Capital Facility Plans into a Capital Improvements Program Format

One of the most common plan implementation techniques in use, particularly in support of community facilities and services planning, is the capital improvements program (CIP). This program is typically prepared on an annual basis by the Planning Commission, the Public Works officials of a community, by the Chief Executive and staff, or by any combination of these agencies. This procedure provides a means for the community to link its capital investments with its' adopted Plan, establish funding priorities, and plan for the provision of services over a fairly long period of time. That period can range anywhere from three to 20 or 25 years.

The 1997 Comprehensive Plan Update recommended⁶ the establishment of a CIP through the following:

"It is recommended that the Cities and County consider adopting a five-year CIP which is reviewed on a yearly basis. The plan should involve an evaluation of the current

⁵ **Objective LU/CFS 1.1** - Consideration for expansion of designated Urban Service/Growth Areas should coincide with major updates to the Comprehensive Plan (5-Year Interval) or a determination that insufficient lands remain within the urban service/growth area to serve projected growth through the next five year planning period.

⁶ 1997 Comprehensive Plan Update, Chapter VI – Future Community Facilities Plan, pg. 105, and Chapter VII, page 113.

community facilities and the prioritization of the various recommended projects. Project costs should be estimated and construction time tables should be completed as a part of the CIP as well.”

Although this measure was viewed as an important implementation task, it has not yet been completed by any of the legislative members of the Planning Commission. There are several reasons that have contributed to the delay including the fact that most elected officials in Kentucky are unfamiliar with the CIP process and its’ objectives. In addition, the role of the Planning Commission in any possible CIP process is unclear and is seen, by some, as potentially threatening to the role and responsibility of elected officials. Another reason is the inability of Kentucky Mayors and County Judge-Executives to make capital financial commitments beyond their terms of office and therefore, these officials have been reluctant to participate in long range capital planning.

The Six-Year Transportation Improvement Program that is managed by the Kentucky Transportation Cabinet and updated every two years by the Governor and State Legislature is one of the few examples in Kentucky of an active and successful CIP program.

Although the adopted Goals and Objectives do not specifically call for the creation of a CIP, it remains one of the best ways to coordinate capital investments, particularly when multiple service providers are involved. Given existing misgivings about a CIP process, it may be necessary to take a few “baby steps” to build a process from the ground up that is adapted to the unique needs of the Woodford community and is free of concerns about roles and responsibilities of cities, county, planning commission and service providers. These “steps” could include the following:

- The Planning Commission staff could assemble a primer on capital facilities planning and community benefits, providing several examples of CIP’s from similar communities. This primer would serve as a basis for a workshop attended by members and staff of service providers, the legislative bodies and the Planning Commission. The workshop could be sponsored by the Planning Commission, or by an independent group. The workshop objectives would include discussion of what aspects of a CIP process would be beneficial and what roles individual service providers could play. The production of the primer and conduct of one or more workshops would be a significant task for staff and should probably be accomplished during the first or second year of plan implementation.
- A possible second step could involve the assembly of all capital plans from utilities, cities, county, KTC and others relative to facilities to be provided in Woodford County. The Planning Commission staff could compile a list of capital projects, by funding source and by area, in a format that would make it easy to use as a quick reference tool. This task could be completed concurrent with the task above, or could follow the introductory workshop(s) during the second year of plan implementation. This may be all the Commission and its legislative bodies are comfortable with in terms of process, but this “list” could be circulated among service providers every year or every other year for updating. Just having this amount of information available to all service providers would significantly benefit intergovernmental coordination and service provision.

- Several additional steps are possible if the Woodford community desires to proceed further with the CIP process. It can be as formal or informal as is comfortable for the community. The 1997 Plan recommended that individual legislative bodies implement formal procedures, including ranking of projects. This could be a next step, or another alternative could be for the Planning Commission to provide information to each service provider/legislative body related to how well a specific capital project would contribute to implementation of the Comprehensive Plan. The Commission may also make suggestions for additional projects or for modifications to existing projects – based on its review and actions regarding development proposals.

Action 5: Prepare Facilities Plans for Fire Protection and Parks and Recreation Facilities and Services

This action would serve to implement a plan goal that addresses the provision of an adequate and affordable level of services within the urban service boundary areas of Versailles and Midway.⁷

A number of the master plans (Chapter 9), as well as the current subdivision regulations for new urban forms of development, recommend the creation of additional community and neighborhood park and recreation resources. Although it is likely that some or all of the land and site preparation costs associated with these resources will be incurred by the developer and/or applicable homeowner associations, it may be appropriate for the community to assume the long-term maintenance and operation of the community parks and possibly some or all of the neighborhood parks.

The reason for this is the community desire that these facilities, particularly the community parks, be publicly accessible. A requirement for public accessibility means that members of the community living outside the development in which the resource is located can utilize the applicable resource. This has significant risk and insurance implications for developers and homeowner's associations and can be a stumbling block to public accessibility to this type of resource.

In addition to the public accessibility issue, the community should have a plan in place to guide the development of community park and recreation resources. The subdivision regulations provide guidance for the development of neighborhood parks, but not for community parks. Whether the Falling Waters Community Park provides the example for all other community parks to follow is a question that should be addressed.

Another question to be addressed is how the ongoing operation and maintenance costs of community, and possibly neighborhood parks, will be funded. The information in Chapter 3 indicates that the current Park and Recreation budget is very restricted and dominated by the ongoing costs of maintaining and operating the Falling Waters site and community center. It may be necessary in the future to recover these annual costs through a special annual fee assessed to all new residential units through their homeowner's associations.

⁷ Goal LU/CFS 1

In the case of fire protection, a facilities and operations plan is needed for some of the same reasons that a parks and recreation plan is needed – future service to new development and more affordable operations. There is potential for significant numbers of new residential units and workplace uses new in areas that may not be well served from existing fire and emergency medical facilities.⁸ The community should have a plan in place to identify where additional fire stations may be needed, and what additional equipment or personnel will be required to maintain a safe and adequate level of service. It should be possible to secure land and or facility funding through the rezoning or plan approval process for the fair share costs associated with new development that would be served by new or additional facilities – but not in the absence of a specific plan.

This recommended planning process should also address two additional questions. First the Cities of Versailles and Midway may be more aggressive in the future in terms of annexation within the respective USB areas. Therefore, the planning process should address whether or not fire protection and emergency medical services within USB areas should continue to be provided by both the County and Cities. A better option may be to consolidate fire and emergency service protection services under the applicable City for each USB, leaving the County to provide services only in the Rural Service Area. This would, of course, require some type of interlocal agreement to address cost and revenue sharing.

Action 6: Increase the Capacity for Plan Implementation

Although this action is not directly linked to a specific goal or objective, it is a critical piece of the entire comprehensive planning effort. The staff capacity of the Planning and Zoning Commission is very limited, with one professional planner, two administrative assistants, a GIS technician, and a Chief Building Inspector. At present, this level of staffing is barely adequate to support Planning Commission functions including subdivision and rezoning applications, Board of Adjustment functions that include variances and conditional use applications, and Architectural Review Board activities.

If the various Implementation Tasks of this Plan Update are to be implemented within the given timeframes, additional staff capacity will need to be created – immediately. This can be accomplished by creating an additional professional planner position, adding an additional part time administrative assistant and providing an additional code inspector position. These staff additions will add approximately \$100,000 of annual cost to the Planning and Zoning Commission budget.

What benefits can be derived from this investment and where will the dollars come from to take this step? The staffing recommendation could result in the release of a significant portion of the Planning Administrator’s time to work specifically on plan implementation tasks, many of which could benefit the community by bringing in additional capital investment dollars from outside sources. For example, the staff could initiate efforts to implement the Lexington Road Corridor improvements by preparing the

⁸ See Master Plan Areas 1, 2 and 3.

necessary funding application to the Kentucky Transportation Cabinet and working to place this project on the state’s six year Transportation Improvement Program.

Another example would involve one of the implementation tasks from the Woodford Resources section of the Plan. That task recommends the creation of a countywide sanitary sewer/storm water district to fund a variety of programs including septic tank monitoring and maintenance, monitoring and maintenance of retention/detention facilities and construction of new systems, and acquisition of open space to preserve streams, water bodies and other natural drainage features. The Planning and Zoning staff could take a lead with the Health Department and Versailles/Midway officials to initiate this task. Although much of the work to establish this type of district would probably be completed through a combination of consultants and staff, it is possible that some of the administrative costs of start up and ongoing district activities could be returned through the revenues generated by the district. These two implementation tasks alone could generate millions of dollars of additional investment in Woodford County and its municipalities.

It is also possible to offset some of the additional capacity costs through plan review and inspection fees associated with landscape, streetscape and architectural plans as well as subdivision and site construction. The new subdivision regulations permit the assessment of inspection fees associated with the construction of public improvements and this could be the source for at least part of the plan review and inspection costs mentioned above.

Summary

Figure 84 Implementation Tasks: Responsibilities, Timeline and Cost

Task	Responsibility				Timeline	Cost (in thousands of dollars)
	O – Lead		X - Support			
	Woodford County	Versailles	Midway	Planning Commission		
1	x	x	x	o	Year 1	\$30-50 K
2	o	o	o	x	Years 1-5	NA ⁹
3	x	x	x	o	Years 1-5	NA
4	o	o	o	o	Year 2/3	NA
5	o	o	o	x	Year 2/3	\$25-35 K
6	x	x	x	o	Year 1	\$100 K Annual

⁹ The use of NA, or Not Applicable, is intended to indicate that cost could be absorbed within existing budget and/or staff resources, or within the cost of another implementation task. For example, the work required by Task 3 implementation would be absorbed through additional staff created by Task 6.