

Mobility in the Woodford Bluegrass

Versailles • Midway • Woodford County Planning Commission

Background Study for the 2003 Comprehensive Plan Update

Special points of interest:

- This is the fifth update in the history of planning in Woodford County (1969, 1977, 1989, 1997 and now).
- Six percent of all Woodford households do not have a car
- About 11% of all Woodford workers over 16 years of age carpool to work.
- Traffic on major arterials, such as US 60, is increasing and one major factor is the traffic flowing between Lexington and Frankfort/I-64.



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A copy of this report (in PDF format), or any other Background Report can be downloaded from woodfordplanningandzoning.com.

The Update Process

This Report is one of six Background Studies prepared for the Comprehensive Plan Update. Other studies include: People, Jobs and Housing; Regional Coordination; Woodford Resources; Community Facilities and Services; and The Use of Woodford Land.

The purpose of Background Studies is to review historical trends and current conditions, and identify issues and opportunities for the community to address in the planning process.

Trends, issues and opportunities provide a "stepping-off"

point for the community. This information is helpful in measuring the success of prior plans and fine-tuning goals and objectives. This is a necessary first step in updating the Versailles, Midway and Woodford County Comprehensive Plan.

Mobility in the Woodford Bluegrass

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Prologue

Transportation or Mobility...Are the terms interchangeable?

IN order to plan for the next two decades of growth in Woodford County, it is important to understand and evaluate the historical role that transportation facilities has played in the development of the County and its communities. However, it is equally important to evaluate the future impacts of current transportation programs and policies and determine if the continuation of these programs and the status quo will help the community to achieve its vision of preserving town and country in the Woodford Bluegrass.

A saying ‘the past is prologue for the future’ comes to mind particularly in regard to transportation planning. The long lead times necessary to plan, design, fund and construct transportation improvements mean that transportation policy choices and improvements made today influence the shape and pattern of life in a community for several decades in the future.

This background report for the 2003 Comprehensive Plan Update has been given the title ‘Mobility in the Woodford Bluegrass’ for three reasons. First and foremost, the term ‘mobility’ is more comprehensive and, hopefully, thought provoking. Although Chapter 100 of the Kentucky Revised Statutes (KRS), the enabling statute for planning and zoning in Kentucky, refers to “transportation” as one of the required elements of a comprehensive plan, it can be a limiting term. When most people think of a transportation plan the first thing that comes to mind is the highway system supporting automobile travel. Although the automobile mode of travel is certainly important, it is not the only mode of travel available to Woodford Countians now or in the future.

The second reason to use ‘mobility’ as the descriptive term for this report is one of context. The People, Jobs and Housing Background Report points out that Woodford County’s position and role in the Bluegrass Region is changing. Therefore, it is no longer completely viable to think of Woodford County in a strictly parochial sense. The ‘mobility’ choices of surrounding counties and the region will certainly

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affect and shape Woodford County in the future. Therefore, the term ‘mobility’ infers this plan will have a regional and a local context.

Finally, the focus of a ‘mobility plan’ should include both sides of the transportation equation. This means that the linkages between transportation systems and modes and land use patterns should be carefully examined in order to ensure that land use and mobility policies and plans are fully integrated and compatible. The rendering pictured below is of the proposed Versailles Center mixed-use project. It very accurately represents the anticipated outcome of current land use and transportation planning policy – an activity center accessible to people by car, bicycle or foot.



Mobility by Automobile

This Chapters' focus is on the existing and planned system of regional and local roadways linking communities and neighborhoods in Woodford County and the Bluegrass Region. In addition, an evaluation and appraisal of existing transportation plans relative to automobile travel is summarized here as a basis for the 2003 Comprehensive Plan Update.

Historical Context

Before the advent of the automobile, the Kentucky River and railroads played major roles in the establishment and growth of communities in Woodford County. The **Kentucky River**, which forms the western boundary of the County, provided easy access to the area and the community of Clifton was an important early port of entry. The **Lexington-Ohio Railroad**, traversing the northeast portion of the County provided both passenger and freight services for people and goods entering and leaving the County. Midway owes its early growth and development to its proximity to this transportation facility. The **Southern Railroad**, linking Lexington, Versailles and points south, was constructed in the mid – 1800's and helped to establish Versailles as a transportation hub for people and goods.

In addition to the River and Railroads, several "roads" are historically significant in terms of the growth of the County and the land use patterns that have emerged over time. The **Old Frankfort Pike**, which connects Lexington and Frankfort, was originally created to accommodate travel by horse and wagon between these communities, as well as to provide access to the farms on either side. Over the years, this "road" has been improved to accommodate the automobile, but without significant damage to the surrounding landscapes. It is one of the more scenic of the corridors linking various communities within the Bluegrass Region.

The more recent addition and later improvement of **U.S. 60** linking Frankfort, Versailles and Lexington has become the major intraurban facility serving Woodford communities, particularly Versailles. Its linkages with the interstate system and the

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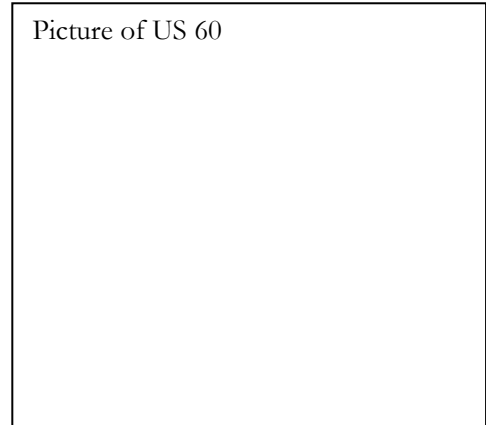
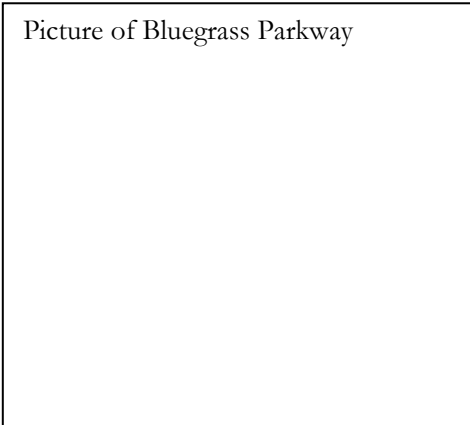
Bluegrass Parkway have increased its use as a transportation corridor for the movement of people and goods. In addition, US 60 serves as the primary route for access to the Bluegrass Airport in Lexington. This facility also traverses one of the most picturesque areas of Kentucky, providing scenic vistas of horse farms and gently rolling hills.



Looking east along Old Frankfort Pike

Two major east-west limited access multi-lane highways cross Woodford County. Interstate 64 connects I-75 north of Lexington with the greater Louisville highway network and beyond. This interstate, part of the national interstate system, provides Woodford County with access to all the major interstate and parkway systems in the state. Woodford County is served by one interchange at KY 341 north of Midway off US 62 and US 421. A second interchange is just north of the Woodford County line in Franklin County on US 60.

The second major east-west corridor serving Woodford County is the **Bluegrass Parkway**, whose current eastern terminus is in Woodford County. The Parkway, connecting the greater Lexington area with Elizabethtown, I-65, and western Kentucky, is a part of the state's old toll road system. It provides Woodford County residents with easy access to all major interstate and parkway systems to the west of Versailles. Woodford County is served by a full interchange at KY 33 just south of Versailles' urban service boundary limits. The full interchange was completed in 1992. The Parkway has an "AA" rating as a trucking highway with a 62,000 pound gross load limit.



The Institutional Side—Who Plans, Funds, and Constructs Road Improvements

The system of roadways serving Woodford County and the Bluegrass Region is divided, for administrative and maintenance purposes, into several classifications. There are local streets that fall within the jurisdiction of cities such as Versailles. The next level includes all designated County roads for which the Woodford County Fiscal Court is responsible. In addition to these locally guided administrative classifications, there are State roads managed through the Kentucky Department of Transportation, as well as Federal and Interstate System roadways.

Woodford County is not included as a part of a Metropolitan Planning Organization (MPO), although its neighbor Fayette County is. The MPO is an administrative creation of the Federal Highway Administration, designed to coordinate a myriad of agencies involved with transportation planning and funding within urbanized areas. Without this designation, Woodford County is dependent on the State Transportation Cabinet through its District Office for planning and funding support limited primarily to State administered roadways.

At the County level, the County Road Department has on staff a registered Engineer. The County Engineer, in addition to supervising the County Road Department staff, assists in the review and approval of new subdivision plats and construction plans including the design and construction of new roads and water and sewer facilities. All new roads built as a part of new development in the unincorporated areas of the County (except for the private roads built in conjunction with Rural Residential developments) are constructed according to the County road standards found in the Subdivision Regulations. The Road Department staff also uses new construction standards as a means to prioritize improvement required to bring existing County roads up to current safety standards.

The 1997 Plan – Transportation Element

The Future Transportation Plan (Chapter V) adopted as part of the 1997 Comprehensive Plan Update, contained several provisions that are summarized below.

Functional Classification of Highways

A functional classification is a method for classifying roadways according to their function. It is a hierarchical system in which streets and highways are grouped into classes or systems according to the character of service they were designed to provide. These facilities are typically planned and constructed by Federal or State authorities, and design criteria and right-of-way requirements are significant. Lower classifications, such as collectors, are typically administered at the County or local level and provide access to neighborhoods, shopping areas and workplaces.

Figure 1.1 on the following page depicts roads in Woodford County that have been functionally classified. Classifications range from Rural Interstate to Urban Minor Arterial and Rural Minor Collector. The “urban” or “rural” designation indicates what type of area the road passes through, and design standards for intersection spacing, drainage, design speed and other road characteristics vary based on the area type. The data on which Figure 1.1 is based was developed for the 1997 Plan and the classifications are current. Provided below is a general definition of each classification.

Interstate Highway – Fully controlled access facilities with high speeds or design criteria, including federal interstate and state parkway systems.

Urban/Rural Principal Arterials – Serves corridor movements with trip length and travel characteristics indicative of statewide or interstate travel.

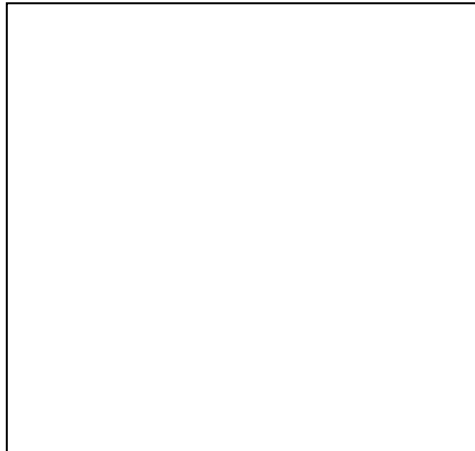
Urban/Rural Major Collectors – Routes serving inter-county travel rather than statewide travel with speeds less than arterial routes.

Urban/Rural Minor Collectors – Roads that provide access to adjacent land and provide service to travel over relatively short distances.

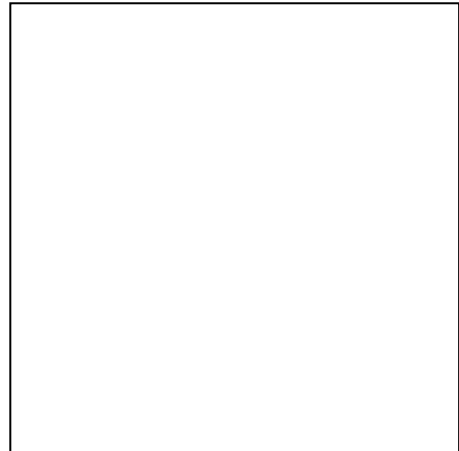
In addition to the use of urban and rural designations to distinguish the types of areas through which a highway passes, there is one other designation – scenic. The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 established a Scenic Byways Advisory Committee to develop a national scenic byways program. The Act encourages individual states to institute state scenic byways programs. To this end, the Kentucky Transportation Cabinet (KTC) has developed and implemented a state program.

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A scenic highway or byway has roadsides or viewsheds of aesthetic, cultural, historical, and/or archaeological value worthy of preservation, restoration, protection, and enhancement. When a road or portion of a road is designated by the KTC as a scenic highway or byway the Cabinet is only designating the actual roadway and the associated declared right-of-way. The designation does not affect the level of maintenance or the agency responsible for maintenance. Also, there is no special funding associated with the designation of a road as a scenic route.



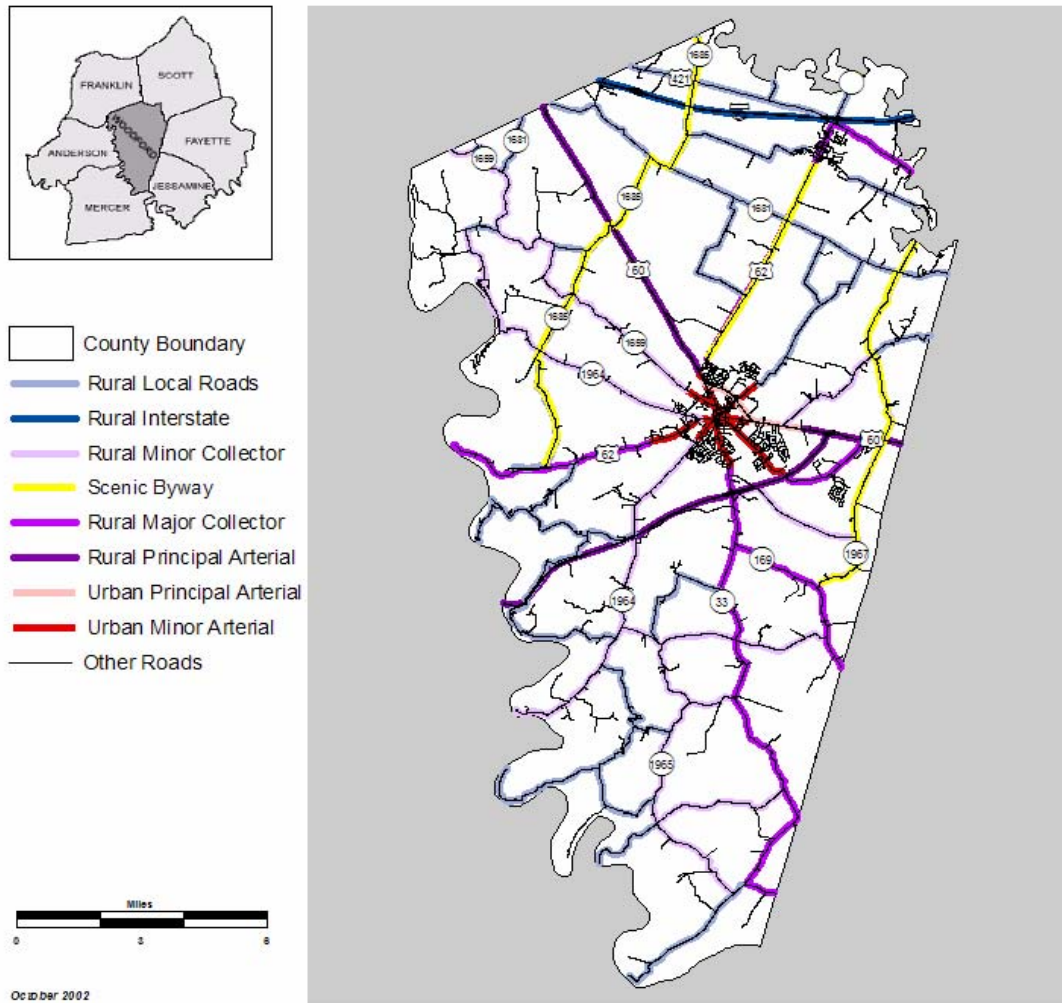
Example of a Rural Principal Arterial



Example of an Urban Minor Collector

Three state roads in Woodford County have been designated. These include Old Frankfort Pike (KY 1681), Pisgah Pike (KY 1967) and US 62 between Versailles and Midway. The physical extent of the designations is also depicted on Figure 1.1. Although the scenic designation does not confer any special highway design standards, the designation does infer that it may have significant influence on one factor that does affect mobility – land use. Locally adopted zoning and/or viewshed protection mechanisms can influence the type and amount of future land use, and thus, the potential number and types of automobile trips utilizing the highway. In addition to these state designated scenic highways, Woodford County also protects the US 60 corridor north and south of Versailles through 500 foot building setback requirements along both sides of the road right-of-way. These setbacks are locally implemented.

Figure 1.1
FUNCTIONAL/SCENIC BYWAY CLASSIFICATIONS
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CONTEXT
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Paul Coomes, PhD, University of Louisville
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2003 COMPREHENSIVE PLAN UPDATE
VERSAILLES MIDWAY WOODFORD COUNTY

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The scenic designation is important to note in this Background Report, not only for mobility purposes but also for access management and future land use. One aspect of viewshed protection often overlooked is that of the management of type and location of access points within the roadway corridor. This element of viewshed protection should be taken into account in preparing long-range transportation plans. It is important in transportation planning to carefully coordinate the location of future access points with identified and mapped scenic vistas and cultural landscapes. The location of such access points will also influence how and where future development occurs within the corridor. This latter element will be further addressed in the Background Report and Plan for Future Land Use.



Example of a Viewshed – Looking southwest from US 60

Future/Recommended Highway Improvements

The Future Transportation Plan adopted in 1997 identified a number of improvement needs that had already been programmed or should be programmed for funding. These recommendations, and the current status of each, are identified in the Table on the following page. It is important to note that nearly all of the identified projects have been completed - including the five of the six bridge replacement projects (the one bridge replacement project that has not been completed serves a very limited number of property owners and has, therefore, not been prioritized for completion).

The Huntertown and Bluegrass Parkway Interchange Project is included in the State's Plan, but has not yet been programmed for two primary reasons. First, there is continued debate within the local community about the need for this project. This debate stems from the fact that the interchange improvement would place pressure on the community to expand the Urban Service Area Boundary – which currently is the

Parkway. The second reason is that the interchange project is dependant on concurrent improvements to Huntertown Road that would help to carry the increased traffic from the new access to the Parkway.

Table 1.1

Summary of 1997 Transportation Plan Roadway Improvement Recommendations

Recommended Highway Improvements	Administrative Authority	Status of Improvement
Countywide Bridge Improvement Program to Increase Load Limit to 20 Tons (6 Facilities Identified)	Woodford County	Completed
Widen Carpenter Pike from KY 33 to Mortonsville	Woodford County	Completed
Improvements to Huntertown Road, Big Sink Pike, Edgar Lane and Mundy’s Landing Road to eliminate drainage problems	Woodford County	Completed
Construct new connector road between KY 33 and US 62	Kentucky Transportation Cabinet	Completed
KTC Rural Secondary Road Projects/Resurfacing – KY 1964; KY 1965	Kentucky Transportation Cabinet	Completed
Huntertown Road/Bluegrass Parkway Interchange	Kentucky Transportation Cabinet	Included on KTC’s State Highway Needs Plan but not yet programmed for construction

Source: Background Report and Transportation Plan Element, 1997 Comprehensive Plan Update, Versailles, Midway and Woodford County Planning Commission, pages 42-44 and 95-96, 1997.

Other Plan Recommendations

In addition to the physical improvement recommendations identified above, the 1997 Plan contained a number of other recommendations related to Mobility for Automobiles.

Road Capacity Analysis

This recommendation of the '97 Plan sought to establish a baseline of information about the relationship between growth and highway capacity and level of service. Prior to the '97 Plan, there had not been an in depth analysis of existing or projected traffic conditions on state, county or local roads. Therefore, the Planning Commission had little, if any, information about the potential impacts of future development within and outside of Woodford County. This lack of information inhibited the ability of the Planning Commission and legislative bodies to balance requirements for growth and mobility through incremental development decisions.

The recommendation from the Plan reads as follows. *“A thorough road capacity analysis is necessary to provide the Planning Commission with the most accurate information on the County’s roads’ capacities, level of service (LOS) and levels of adjacent development. Such an analysis would also highlight major road deficiencies. The Planning Commission will be better equipped to review development proposals when armed with such an examination of the County roads’ capacities.”*

Following adoption of the 1997 Plan Update, the Planning Commission submitted an application for ISTEA funding for a road capacity analysis and specific transportation improvement plan. The application was approved and in 1999 the study was initiated. The results of this study will be reviewed in the next section of this Background Report.



This picture depicts traffic flowing through an intersection where the level of service is “B” or better.

Alignment and Interconnection of Streets Throughout Proposed and Existing Developments

This recommendation was listed under Proposed Road Improvements but it actually is a planning type recommendation. The Planning Commission appropriately

recognized in the '97 Plan a need to develop a roadway "system" in Woodford County that would provide alternative routes to meet existing and future travel demands. Such a "system" would help to: preserve the traffic carrying capacity of arterials and collectors; provide alternative routes that may help to shorten trips or travel time thus resulting in fewer vehicle miles of travel and reduction of automobile related air pollution; and, encourage a greater connectivity between neighborhoods, shopping areas, workplaces and civic uses.

Specifically, the recommendation reads, "*The interconnection of local and collector streets between existing and proposed residential and non-residential development will facilitate traffic movement throughout the USB [Urban Service Boundary] areas, without having to access major arterials. For instance, traffic congestion in the Versailles central business district could be lessened, if residential traffic could travel around the downtown to reach their destinations.*"

Although the Planning Commission has been requesting road connectivity plans and improvements when considering subdivisions and rezoning proposals, it has not yet developed any objective criteria or guidelines to ensure connectivity occurs within a planned system of roadways. The provision of guidelines and an outline of a planned "system" of roadways should be one of the major points of emphasis for the 2003 Plan Update.

Shift Traffic to South of City to be Served by Bluegrass Parkway and Proposed Connector Road.

Truck movements through downtown Versailles were the focus of this recommendation. It is also closely aligned with the prior recommendation in which congestion was noted as a significant problem for the central business district. The future, and now completed, construction of the KY 33-US 62 connector was viewed as a possible solution to truck traffic headed to the south and west side of Versailles (location of the OSRAM manufacturing facility). However, the recommendation further comments that potential increases in traffic on the Bluegrass Parkway (that may result from providing an alternative route around downtown) needed to be analyzed and it may be necessary to analyze the interchange of the Parkway with US 60 to consider redesign and realignment.

The Year 2000 Transportation Plan developed by the Planning Commission in response to many of these recommendations does address the capacity and use of the US 60 and Bluegrass Parkway interchange. Additional information about the status of the interchange will be provided in the following section of this Report.

Corridor Management Plan for Proposed Connector Road

The '97 Plan strongly recommended that a Corridor Management Plan be developed for the KY 33-US 62 Connector Road. Corridor plans typically address land use and access issues that may be associated with the construction of a new road

of this type, and this recommendation contains suggestions for access management guidelines and land use strategies that could be incorporated in such a plan.

Following the completion of the Year 2000 Transportation Plan, the Planning Commission completed another application for ISTEA funding that was approved. This funding provided the means to undertake and complete the Community and Transportation System Plan for Southern Versailles. This document, summarized in another section of this Report, represents the Corridor Management Plan recommended in the '97 Plan.

Manage Access to US 60/Huntertown and Bluegrass Parkway Interchange

This is actually a combination of two recommendations from the '97 Plan. One is that an access management plan should be established for US 60, particularly that portion from Versailles to Fayette County. The recommendation talks about consolidated access points, interconnected developments and frontage road requirements for US 60. In addition, the Plan further states that implementation of access management on US 60 will necessitate that other roads supporting travel demand in this corridor will need to be available with appropriate capacity. Specific reference is made to Huntertown Road, an existing roadway with insufficient capacity and other physical deficiencies. Reference is made to consideration of a new interchange between an improved Huntertown Road and the Bluegrass Parkway.

Implementation of these recommendations is proceeding at a slow pace, although the recently completed Year 2000 Transportation Plan includes improvement recommendations for both US 60 and Huntertown Road. However, the interchange proposal is not yet part of the State's Long Range Improvement Plan or the 6-year financially feasible plan. A listing on these long and short-range plans is necessary in order to secure state financing of the improvements.

Transportation Policies

There are a number of "policies" listed under *Goals, Objectives and Policies Related to Transportation Improvements* that should be considered in this evaluation. These policies serve as methods of implementation for transportation planning goals and objectives. These "policies" will not be repeated here, but it is accurate to state that the Planning Commission has been applying these policies in its review and actions concerning new subdivisions and applications for rezoning. It should also be noted that the intent of many of these policies are incorporated in the recently adopted amendments to the Comp Plan – Preserving Town and Country in the Bluegrass and the New Urban Code.

In summary, the Woodford community, which includes the County, cities of Versailles and Midway and the Planning Commission, has made significant progress toward full implementation of the '97 Plan recommendations. Although there are recommendations that will need to be incorporated in the '03 Update in order to

continue work on implementation, the Woodford Community is well equipped, from a policy viewpoint, to address specific and long-term issues of mobility for the automobile.

The Versailles-Midway - Woodford County Transportation Study: Year 2020 Transportation Plan

This effort substantially extended the background information and analysis provided by the 1997 Transportation Element. It also provides a staged plan for implementation of a variety of local and state/federally funded improvements to the roadway system serving Woodford County. The Year 2020 Transportation Plan was developed with significant public review and input, accomplished through surveys, public meetings and public hearings.

The information, analysis, findings and conclusions are incorporated by reference in this Background Report for the 2003 Comp Plan Update. A copy of the Study and Plan document is also included in the Appendix to this Report.

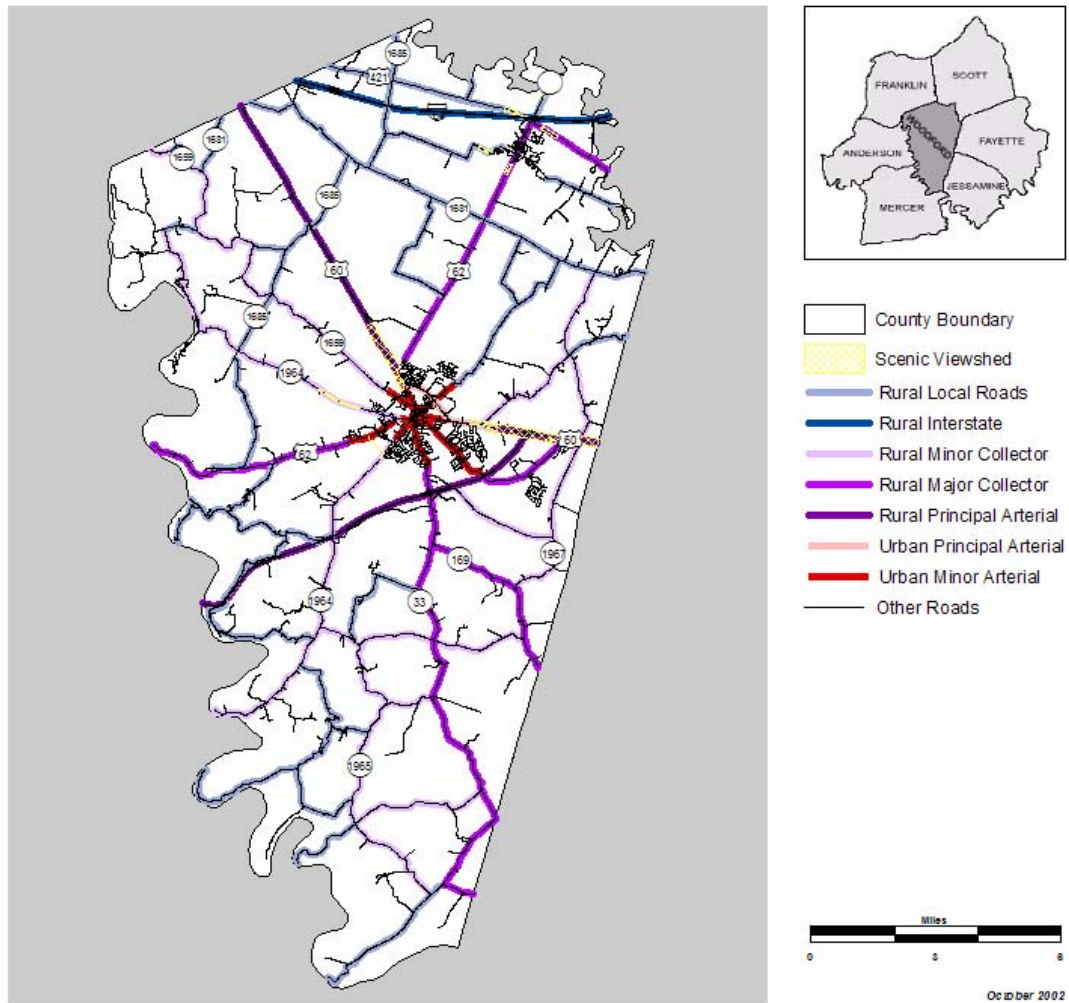


How will the Transportation Plan for 2020 resolve the traffic problems that Downtown Versailles is currently experiencing?

The Interface Between the Year 2020 Transportation Plan and the '03 Comp Plan Update

A review of the Study and Plan identified a number of findings and conclusions that could help to shape other elements of the '03 Plan Update, including goals and

Figure 1.2
Functional/Scenic Highway Classifications
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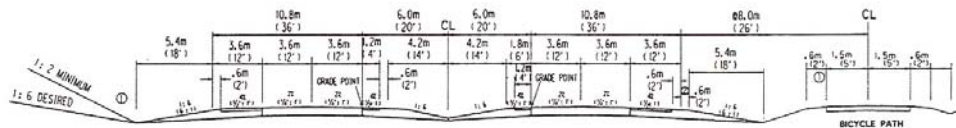
objectives. These items from the Plan are described below as a basis for review of current planning goals and objectives to identify improvements that may be made to strengthen the Plan as an extension of the community’s vision for the future.

Functional Classification System

The Study is based upon a functional classification system that has been slightly modified from the system described in the 1997 Transportation Plan Element. Urban area classifications of Woodford roadways have been added as reflected in Figure 1.2 depicted on the previous page.

Functional classification systems have a number of purposes. The hierarchy of roadways provided by such a system permits transportation planners to distinguish between roads by purpose – whether the road’s primary function is access to land or movement of traffic. Obviously, the higher the classification – such as urban principal arterial – the greater its purpose is to move traffic as opposed to providing access to adjoining lands. Conversely, the primary purpose of a rural minor collector is to provide access to land as opposed to movement of traffic.

This differentiation by purpose ultimately means that design standards vary by classification and purpose. Posted travel speed, spacing of intersections, pavement type, lane width and right-of-way requirements are all examples of design standards that vary according to a road’s functional classification. The graphic below depicts a typical cross-section for a 4-lane section of rural major collector – the classification of the newly constructed KY 33 and US 62 Connector.



Typical Section of KY 33-US 62 Connector

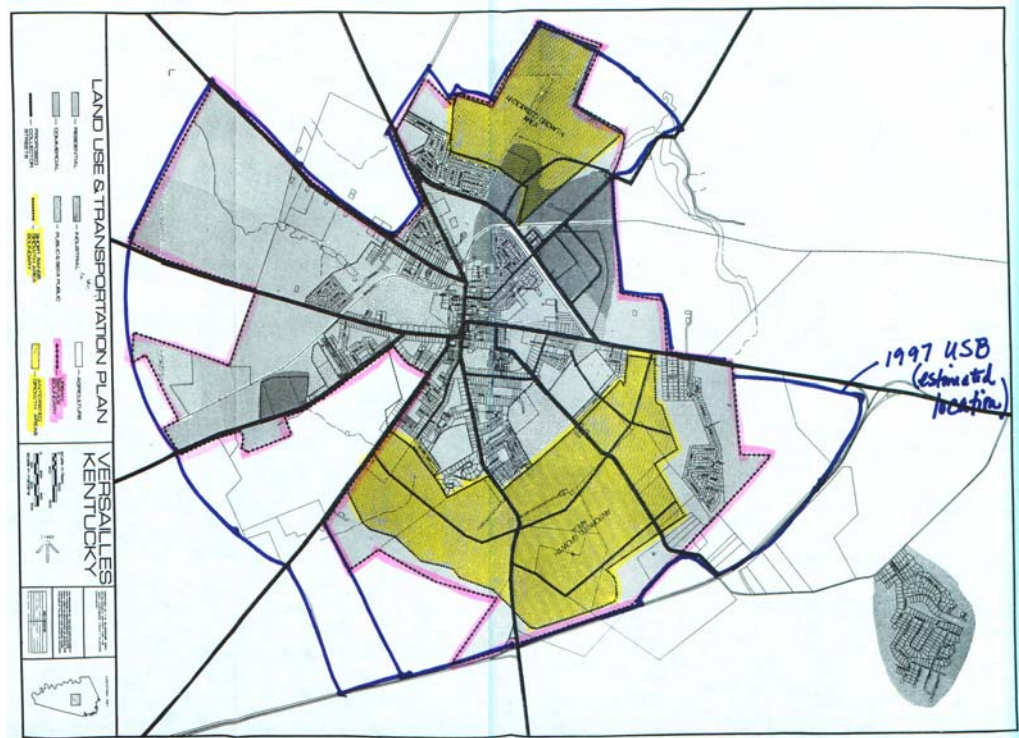
A functional classification system provides a method to vary design standards and many communities use this system as a formal method upon which to base decisions about subdivision design, rezoning and right-of-way requirements. When combined with the planned/programmed improvements identified in a Transportation Plan, the resulting map of functionally classified existing and planned/programmed roadways serves as the primary guide to property owners, developers, Planning Commissioners, and others about requirements for right-of-way dedication or improvements that may be or should be required from new development.

Currently, the Planning Commission does not formally use the functional classification map in this manner, although it (and KTC) refer to a classification in acting upon subdivision and rezoning proposals, driveway and encroachment permits,

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and physical improvement proposals. If the functional classification map is to be used in this manner, there are two modifications to be considered.

The first modification involves designated scenic corridors, and the distinction between “urban” and “rural”. Some would argue that the scenic designation does not impact design standards and requirements for roadways. However, there are many convincing arguments to the contrary. First, intersection spacing within a scenic corridor should be determined on the basis of viewshed protection and safety considerations. This is a major difference in design based on a scenic corridor designation. Second, standards for lane width, intersection turning radius, requirements for acceleration or deceleration lanes, or sight distance standards are all examples of standards that may need to be modified in order to preserve important view and physical characteristics of the corridor. The rolling topography of scenic country roads is an important characteristic, and to permit significant grade changes when improving such a road to meet minimum sight distance criteria at a proposed intersection would be detrimental to the road’s scenic designation.



The Land Use and Transportation Plan for the Urban Service Area of Versailles

Based on these arguments, careful consideration should be given to including the scenic designation as part of any functional classification system to be used for the purpose of determining design and improvement requirements. Figure 1.3 depicts the functional classification system that would result from adding a “scenic” category for arterials and collectors.

The distinction between “urban” and “rural” in functional classification systems is made to reflect the need for property access based on the intensity of development in the surrounding area. Intersections can be spaced closer together in urban areas, and right-of-way requirements may be greater in rural areas due to the need for more area for swales to accommodate surface drainage.

The problem for urban areas under traditional functional classification systems is that design requirements for urban roads can create barriers to redevelopment. How? For communities like Versailles and Midway that were originally developed in the 19th century (or earlier) the application of modern design standards could place significant right-of-way or cost burdens on property owners and developers seeking to redevelop properties within the urban area. Some streets may have been constructed within former carriageways before the advent of the automobile, and to improve the street to current standards may not be feasible or practical. It can also be demonstrated (see section on Preserving Town and Country and the New Urban Code), that connectivity, access, and neighborhood compatibility should drive the standards used for roadway design.

Therefore, the functional classification system for Woodford County should address these issues associated with urban areas, specifically those areas included within designated Urban Service Boundaries (Versailles and Midway).

Socioeconomic Factors

A review of Section C of the Study, which addresses socioeconomic and environmental issues, was completed in order to determine if the population and employment forecasts upon which the Plan is based are still viable. The socioeconomic data was compared with similar data prepared for the Background Report for People, Jobs and Housing. It is apparent that the growth forecasts and factors utilized for the Study are generally consistent with the findings presented in the People, Jobs and Housing Report. Therefore, the analysis and conclusions presented in the Year 2020 Transportation Plan remain viable.

There are two socioeconomic factors, however, that were not within the scope of the Study, but which should be briefly reviewed. First, the Regional Coordination Background Report correctly points out that Woodford County can expect to see additional transportation impacts from growth in counties surrounding it as well as within the Bluegrass Region. This growth results in more “through” trips (trips that move through the county using local roads) that are not well measured based on the use of growth factors from county level forecasts of people and jobs. With US 60 connecting I-64 with Fayette County and the Bluegrass Airport, it should be expected that traffic will increase on this roadway at a greater rate than population growth would indicate.

The second factor is related to commuting patterns. Currently, a significant number of Woodford residents commute out of County for employment purposes.

The number of outbound commuting trips is not tied to population growth specifically, but depends on the location of employment concentrations. If the pace of job growth within Woodford County declines, or major employment centers are created in surrounding counties, outbound trips would likely increase at a faster rate than population growth. This would also result in more trips on Woodford roadways, particularly for US 60, US 62 and other major routes leading to employment centers.

Interconnectivity, Accidents and Safety

The Interconnectivity section of the Study addresses a series of community identified roadway improvements (bicycle improvements will be addressed in Chapter 2) whose purpose appears to be provide “connections” between the “radials” that move outward from the central business district of Versailles. Like many other Kentucky towns, Versailles is blessed with a traditional system of radial roads linking the town center with outlying areas. However, also like many Kentucky towns maturing in the 21st century this radial system has not generally been supplemented with the “rings” connecting the “spokes of the wheel”. Completing the “ring” road connectors is a double-edged sword for Kentucky communities like Versailles. The connectors can improve traffic flow between different sectors of the community, but they have also proven to be powerful development attractors that adversely impact the vitality of the town center.

The Study hints at this underlying issue, particularly in relation to the KY 33-US 62 Connector Road and a proposed link between KY 33 and Huntertown Road. The Study also appears to confirm that the lack of a good system of radial connectors will continue to force traffic through the central business district and into circuitous routes that overload the radials such as Huntertown Road and US 60. Whether or not there is a planned system of connector roadways within the Versailles Urban Service Boundary (USB) Area should be more fully evaluated as part of the 2003 Plan Update. Additional discussion of the role of connector roads is provided in the Land Use Background Report.

A review of the Accident and Safety section of the Study underscores an underlying theme. The first is that community concern about accidents and safety is directly related to arterial intersections experiencing high levels of traffic. These are the same arterials that the Study indicates are likely to experience significant growth of traffic and declining levels of service during the 20-year planning period (2000-2020). It is clear that without a better system of connections and improvements to the existing arterial “radials” the community can expect concerns with traffic safety to increase. Such perceptions can have a negative impact on the community’s future “appetite” for infill development within the USB. Therefore, the 2003 Plan Update should focus attention on this issue.

Corridors

The impact to adjoining land uses (and potential to create unwanted land uses) is the theme of this section of the study, not unlike one of the themes from the Interconnectivity section. Again and again it is very apparent that the Woodford community is well aware of the linkage between transportation and land use – although it can be assumed that the community’s perception of this linkage is negative.

The 1997 Plan Update recommended a Corridor Management Plan be prepared for the US 33-US 62 Connector in order to address land use and access management issues. However, as this Background Report is prepared such a study has not been undertaken. The Community and Transportation System Plan for Southern Versailles does identify this facility as a gateway corridor with landscape and bicycle/pedestrian improvement recommendations, but it does not address future land uses within the corridor. Also, there was a proposal to limit the number of access points to the new connector that was adopted by the Woodford Fiscal Court, however, this proposal was later revisited by Fiscal Court and amended to include additional access locations.

There is undoubtedly a strong connection between the ability of the general Woodford community to accept and support future connector system improvements and political support for corridor management planning. This connection is also evident in terms of the US 62 corridor through Midway.

The 2000 – 2020 Transportation Study specifically identified the Midway corridor as one of special concern. The location of the planned industrial park to the north of the community will benefit from its proximity to I-64, but will likely draw substantial employee and truck traffic along the US 62 corridor from Versailles and through the Midway town center. Currently, there a corridor management plan has not been prepared to address future traffic conditions and improvement requirements, land uses or viewshed protection. There have been recent efforts to transfer administrative control of US 62 from the state to Woodford County. However, the Woodford Fiscal Court has not supported this effort. Transfer of administrative authority may give more local control over future improvements in the corridor, but it also means the facility would not be eligible for state supported maintenance or capital improvement expenditures.

Programmed Transportation System Improvements/Improvement Funding

Table IV-1 (page 29 of Transportation Plan – Final Report) lists all transportation improvement projects for Woodford County that are currently listed in an official state highway plan. However, only two of the twelve projects that would be eligible for state funding have been programmed for funding/construction, including the recently completed KY 33-US 62 Connector.

This table points out a significant problem in Kentucky and other states – limited state and federal funding available for transportation improvements and an inability of

most Kentucky counties to compete for available dollars with the Louisville, Lexington, Northern Kentucky and Western Kentucky urban areas. This issue is also addressed in the Improvement Funding portion of the Final Report, which basically suggests that local governments may need to look to other sources for improvement dollars.

The Report provides an evaluation of developer paid impact fees as a funding mechanism, but generally the costs of major transportation improvements far exceed the ability of most impact fee systems to support. The other significant problem with impact fees (in addition to constitutionality) is the inability of local governments to use such fees to correct what are called “existing deficiencies”. This means that impact fees paid by a developer must be in relation to the improvement needs resulting from the development project. For many of Woodford’s key corridors, level of service problems may begin to appear well before the community and the Kentucky courts are willing to embrace impact fees as a viable funding mechanism.

There is one strategy, however, that was not addressed in the Plan. Recently, the KTC has begun to identify and fund what are called “scoping studies” for transportation corridors around the state. The idea behind the scoping study process is to identify corridor improvements and develop cost estimates in advance of scheduling the project on the State 6-Year Road Program or before full design and right-of-way acquisition begins. This process is designed to move projects more quickly from identification to construction, helping to reduce right-of-way acquisition and utility relocation costs through early identification of what improvement will be necessary.

There may be an opportunity for Woodford and other Kentucky counties to work through this process to identify “scoping” projects that because of the lower cost such studies carry (when compared to the combination of design and construction) can be more easily included in 6-Year Road Programs, or may be funded through a type of impact fee.

Through such “scoping” studies, needed improvements can be identified and right-of-way can be reserved. In addition, the local community can utilize the scoping process to augment the improvement plans with access management and land use controls designed to offset potential negative impacts that such improvements are viewed as producing. The use of an “impact fee” type mechanism to secure “matching funding” for such “scoping” studies may also help KTC to more quickly prioritize such projects with the knowledge that local government is going to share in the cost.

This “strategy” could help to address issues in the US 62 corridor, with new businesses locating in the industrial park helping to offset some of the costs of developing impact mitigation solutions. As part of the 2003 Plan Update it would be advantageous to determine community support for this approach and to include key scoping study projects in the Proposed Projects Schedule.

Recommended Transportation Plan

The Recommended Plan is composed of three parts, regulatory standards, transportation projects and project funding recommendations. Under regulatory standards there are sections that address rural road standards, a traffic impact assessment methodology, and a variety of design standards. For the most part, these regulatory standards are currently included in an updated draft of new subdivision regulations for Woodford County. Therefore, we have assumed for the purposes of this Background Report that such standards will be implemented.

The transportation projects list (shown on the following page) consists of 22 recommended projects whose combined cost would equal \$52 million. The projects are spread over three phases (2000-2007, 2008-2014 and 2015-2020) and were originally among a list of 49 candidate projects considered as part of the planning effort. Approximately \$19.5 million of the total cost would be borne locally by the County and/or other governmental agencies. The balance, or \$32.5 million would need to be funded by KTC or FHWA since state or federal highways are involved in these projects. The funding assumptions upon which the recommended projects list is based appear to well thought out and reasonable.

There are two aspects of the Plan that, for purposes of this Background Report, should be further reviewed and evaluated during the course of the 2003 Comp Plan Update process. First, the methodology that was used to evaluate and prioritize the original list of improvement projects does not take into consideration, as an evaluation factor, how the project would help to implement the community's comprehensive plan. This is not a criticism of the planning process, but simply an observation. The evaluation methodology used to develop the Plan is well founded, however, it simply does not take into consideration the goals, objectives and elements of the Comp Plan. As the 2003 Comp Plan Update is prepared, this additional evaluation should be performed and the list of recommended projects reconsidered.

Based on this and other Background Reports for the 2003 Update, it would appear there are several projects whose implementation may not support current or future planning principles or whose timing should be reevaluated. Such projects include the Paddock Place Extension, Widening of Huntertown Road from the Bluegrass Parkway to US 60 (south and east of the Parkway), and the Northwest Connector Route.

Table 1.2

Recommended Improvement Projects – 2020 Transportation Plan

Project	Description	Cost (\$)	Priority
Local and County Improvement Projects			
1	Construct Pedestrian/Bike Path Between County & City Parks	500,000	Phase 1
2	Increase Striping along Rural Roads	250,000	Phase 1
3	Extend Paddock Place to meet KY 33 (will require outside funds)	4,000,000	Phase 1
4	General Rural Local Road Improvements	500,000	Phase 1
5	Extend Crossfield Drive to meet Laval Heights	600,000	Phase 2
6	Extend McDavid Drive to meet Bryanwood Drive	100,000	Phase 2
7	Widen Huntertown Road (will require outside funds)	5,000,000	Phase 2
8	General Rural Local Road Improvements	500,000	Phase 2
9	Extend Briarwood Road to meet Shannon Run	600,000	Phase 3
10	Widen Huntertown Road (will require outside funds)	7,000,000	Phase 3
11	General Rural Local Road Improvements	500,000	Phase 3
State and Federal Improvement Projects			
1	Construct Northwest Connector Route between US 62 & US 60	15,000,000	Phase 1
2	Consider Ordinance to Prevent Through-Trucks on Urban US 60	10,000	Phase 1
3	Reconstruct intersection of Huntertown Road and US 60	100,000	Phase 1
4	Widen US 62 from Main Street to the County Park	7,000,000	Phase 2
5	Reconstruct US 62 and KY 1964 Intersection	100,000	Phase 2
6	Reconstruct Commercial Section of US 60	500,000	Phase 2
7	Reconstruct US 60 and US 60 Bypass Intersection	200,000	Phase 2
8	Widen US 60 to 6-lanes from BG Parkway to Fayette County	10,000,000	Phase 3
9	Reconstruct Intersection of Pisgah Pike and US 60	50,000	Phase 3
10	Reconstruct Five-Leg Intersection in Versailles	100,000	Phase 3
11	Upgrade and Coordinate Traffic Signals in Downtown Versailles	150,000	Phase 3

Source: Versailles, Midway, Woodford County Transportation Study - Transportation Plan, Wilbur Smith & Associates, 1999

Note: Phase 1 = 2001-2007; Phase 2 = 2008-2014; Phase 3 = 2015-2020

The Paddock Place Extension would continue the US 33 – US 62 Connector to the east, an action that appears to be complementary to the current Comprehensive Plan. However, its connection to Paddock Place as the route to US 60 should be evaluated in light of currently undeveloped properties to the east that lie within the USB. Paddock Place is also problematic because of the single-family homes that front this street. A connector facility of the type envisioned should not be constrained by the numerous points of conflict represented by the driveways from single family homes. Another route to the east of Paddock Place may offer the means to avoid this potential problem and still meet the objectives for this facility.

The Huntertown Road project represents a significant improvement for a facility outside the Versailles Urban Service Boundary. The location of the project and type of improvement raised questions about whether or not this type of project would result in additional pressures in the future for USB expansion. Another question raised was the prioritization of the project when fully 27 other projects identified during the planning process were not included in the final list of recommended improvements.

The Plan indicates strong support for continued construction of the ring connector system initiated by the US 33-US62 project. This is demonstrated by the inclusion of the Paddock Place Extension project as well as the Northwest Connector Route project. While this connector will improve movement within and through the Versailles community, the major question raised by the Northwest Connector Project is its timing relative to other identified projects.

Preserving Town and Country in the Woodford Bluegrass:

This planning effort was undertaken in 2000 to address the expected development of Versailles Center and its impact to Lexington Street and downtown Versailles. What emerged from the work of the Task Force, consultants and community participants was a new vision for building neighborhoods, workplaces and commerce centers within Woodford County. The work products from this project, including the *Preserving Town and Country* plan and the New Urban Code have been adopted as part of the Comprehensive Plan.

While other aspects of this new vision will be addressed as part of the Land Use Background Study, our task here is to evaluate the relationship and impact to future transportation planning. The basis for the new vision is straightforward – urban communities work better when all elements are integrated. This means that street standards reflect the requirements of urban neighborhoods, and land uses are “mixed” to offer opportunities to live in close proximity to work, shopping and recreation opportunities.

The relationship of this vision to mobility is that it promotes greater use of pedestrian and bicycle travel modes, and that new types of streets are needed to

MOBILITY IN THE WOODFORD BLUEGRASS

complement these new urban neighborhoods. The *Preserving Town and Country* plan and *New Urban Code* recommend an additional level of functional classification of “local” or neighborhood/workplace/commerce center streets. Descriptions of these new street types are as follows:

- **Major Street** – Major streets are intended to connect residential subareas with workplaces and commerce centers within or adjoining the neighborhood.
- **Main Street** – In most new urban developments there is intended to be one main street linking the neighborhood with the community’s major roadway network, as well as providing access to the neighborhood center. It is along this street that the full range of land uses can be found within the new urban neighborhood – from single family detached to townhouse, shopfront and workplace. On-street parking is typically provided for this type of street.
- **Neighborhood and Neighborhood Minor Streets** – The neighborhood street is intended to serve only those uses along its course. The vast majority of streets in a neighborhood are of this type. The primary distinguishing feature between the minor neighborhood and its cousin is that one (neighborhood) permits on-street parking.
- **Neighborhood Alley or Common Drive** – The alley serves to connect the neighborhood street and access to individual lots. It is also the location of most of the major utilities and services – such as solid waste collection, electric, gas, cable and telephone.
- **Country Road** – Country roads are the rural and small community version of neighborhood alleys or streets. These roads provide access to a limited number of properties, including farms.

These roadway classifications will be included in revised subdivision regulations now under development and will guide development of future Woodford neighborhoods, workplaces and commerce centers. However, an application of these types to existing streets has not yet been accomplished. This should be one of the outcomes of the 2003 Plan Update.

The Community and Transportation System Plan for Southern Versailles

This planning effort was undertaken immediately following the approval of the 2020 Transportation Plan. It represents a further refinement of the 2020 Plan, focusing on the southern Versailles area of Woodford County – the fastest growing location within the community.

MOBILITY IN THE WOODFORD BLUEGRASS

The Community and Transportation System Plan (CTSP) focused on three subareas of southern Versailles – the Eastern and Western Gateway districts and the Central portion encompassing the Hunteartown Road Corridor. The Plan recommends several types of roadway, pedestrian and bicycle system improvements designed to improve access and circulation and cope with additional travel demands in the area. These recommended improvements are listed in Table 1.3.

Several of the recommended improvements address mobility issues *between* neighborhoods, schools and the radial roadways serving southern Versailles. One of the principle recommendations of the Plan is the further extension of the US 62 and US 33 Connector eastward to Hunteartown Road and eventually to US 60. This “ring” road connecting US 62 and US 60 (and ultimately to US 60 to the north of Versailles) would accomplish a significant transportation objective – connecting the neighborhoods of southern Versailles.

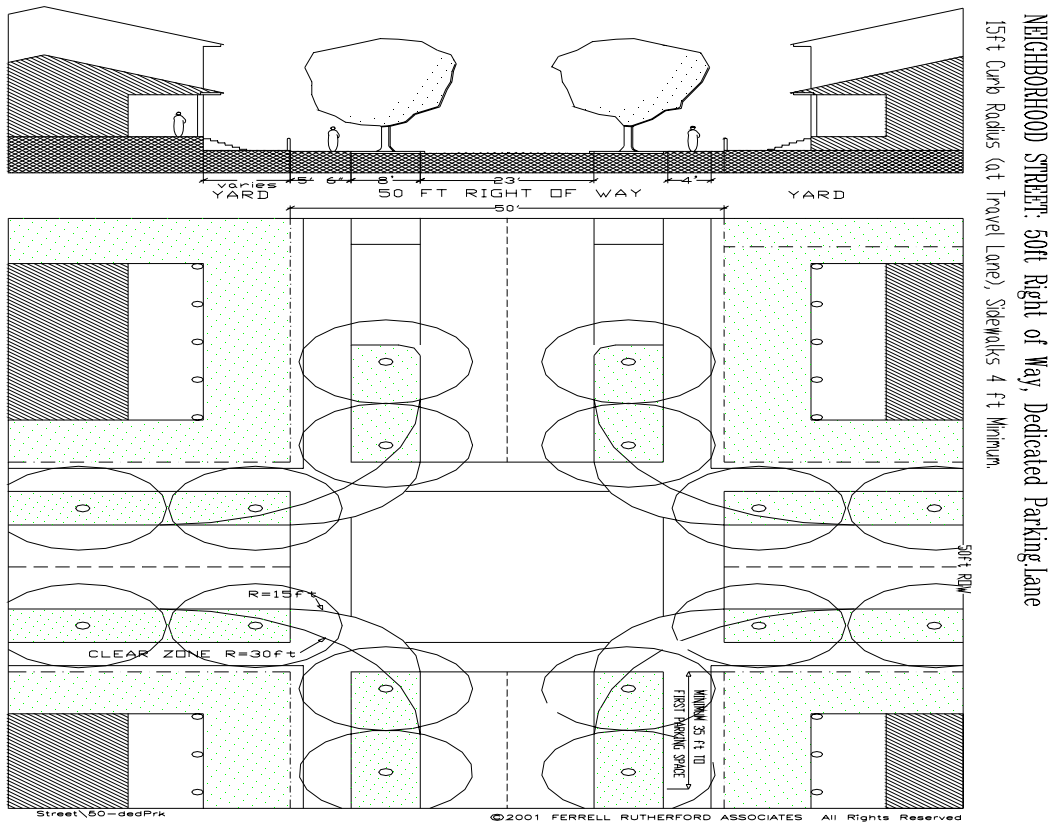


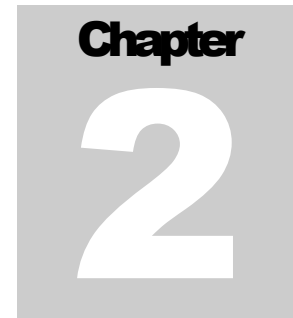
Table 1.3

Recommended Roadway Improvements for Southern Versailles

Ranking	Study Area/Gateway	Project	Projected Cost
1/Funded	Western	Multi-Use Path – County Park to Downtown	Funded
2	Huntertown Road	Addition to speed limit signs along various segments of Huntertown	\$2,000
3	Eastern	New Connection and Access Road – Laval Hts. and Crossfield Drive	\$861,000
4	Western	Intersection Realignment and Traffic Calming – Tyrone Pike and Clifton Road	\$180,000
5	Eastern	New Connection – Bryanwood and McDavid Drive	\$67,000
6	Eastern	Redesign of US 60 and Lexington Road Intersection	\$1,000,000
7	62/33 Corridor	Pedestrian Link – Main St. from Gormley Drive to US 62/KY 33 Connector Intersection	\$113,000
8	Eastern	Lexington Street Redesign	\$1,500,000
9	Eastern	Lexington St. Utility Lines Relocation	\$650,000
10	Huntertown Road	Safety Improvements at US 60 Intersection	\$59,000
11	Huntertown Road	Paddock Place extended to Huntertown Road	\$627,000
12	Western	Sidewalk Additions – Tyrone	\$69,000

Table 1.3 Continued

Ranking	Study Area/Gateway	Project	Projected Cost
13	Western	Grade Reduction – Tyrone Pike and Clifton Road	\$169,000
14	Eastern	Wilson Ave. – Conversion to Auto Access Road	\$449,000
15	62/33 Corridor	Landscaping and Natural Buffers along the connector	\$730,000
16	Huntertown Road	Addition of a multi use recreational path	\$784,000
17	Huntertown Road	Addition of street lighting at various locations	\$30,000
18	Eastern	Tincher Drive extension to Wilson Ave.	\$568,000
19	62/33 Corridor	Pedestrian Link – Connecting Oxford Drive to US 62/US 33 Connector’s Pedestrian Path	\$5,700
20	Huntertown Road	Pedestrian Link – Connecting Main St. to Huntertown Rd.	\$145,000
21	Huntertown Road	Addition of turn lanes at Huntertown Rd. various locations	\$100,000
22	Eastern	Woodford Street/Dale Ave. Extension to Tincher Dr..	\$356,000
23	Huntertown Road	Safety improvements at 2 curves adjacent to the Bluegrass Parkway Overpass	\$38,500
24	62/33 Corridor	Additional visual/sound buffering structure	\$240,000

A graphic consisting of a grey square with the word "Chapter" in a bold, black, sans-serif font at the top, and a large, white, sans-serif number "2" in the center.

Mobility for Pedestrians and Bicyclists

Walking and bicycling to school used to be a viable means of mobility for school age children. What role should these modes of travel play in Woodford's future mobility program?

When it comes to setting priorities, the automobile has been top dog in the mobility business for the last 100 years. While most of us couldn't maintain our current lifestyles without the automobile, we should remember there are a sizable number of us who are either too young to drive, do not have the funds to own and maintain an auto, or are too old to drive. What mobility options are available for those who either can't use the automobile or who really want to get somewhere other than by auto?

This is a question that few comprehensive plans tackle with any great success. The dollars available for mobility improvements are so limited, particularly for communities like Woodford¹, that options other than the auto are simply not part of the picture. What can be done then to enhance these modes if improvement funds are limited and the priority for these types of facilities is low? In terms of comprehensive planning, a major part of the solution is to **think strategically about these challenges**.

Strategic planning for pedestrians and bicyclists involves two tasks. First, it means developing a plan with limited but achievable objectives. Second, it means that capacity building may override facility building for some initial part of the planning cycle. Too often, communities lack commitment to a long-term program of capacity

¹ The statement "communities like Woodford County" references the fact that Woodford is not yet classified as part of an "urbanized area" under FHWA/Census guidelines. Urbanized areas are afforded higher priority in receiving state and federal project implementation funds.

building – which involves creating and building constituencies that support further development of these travel modes. These constituencies include school boards, PTA’s, bicycle clubs, and senior citizen advocacy groups.

The focus of this Chapter is providing information to begin the process of “thinking strategically” about mobility for pedestrians and bicyclists.

Historical Context

In days gone by in many communities, sidewalks were an expected feature. We used them to walk to work, to church or synagogue and to school. We even used them for recreation and socialization. This changed as our society spread out, geographically, and as a result we began to depend more and more on the automobile for all the trips and functions that walking and bicycling had previously provided. This change meant that sidewalks (and bike paths) were no longer considered an important element of civic infrastructure. Thus began a long history of debates between planning commissions, city and county commissions and developers as to the necessity of building sidewalks.

This historic context is provided here not to be nostalgic about the past but to underscore that at one time sidewalks (which were commonly used by both pedestrians and bicyclists) were an unquestioned part of the civic infrastructure of neighborhoods and town centers. We have generally lost this perspective but many communities today, including Woodford, are regaining it through traditional neighborhood development practices. The recent *Preserving Town and Country* process that produced the New Urban Code is an example of how community perspectives are being changed to the benefit of pedestrians and bicyclists.

This change is important for another reason. It has suggested a hierarchy (described below) of responsibilities that government, neighborhoods and developers can share to improve opportunities and the quality of mobility for pedestrians and bicyclists.

Local governments are responsible for civic infrastructure (meaning sidewalks and bike paths) that connects neighborhoods, schools, workplaces, shopping districts and recreation areas. This responsibility is usually accomplished with facilities along arterial and collector roads and within non-roadway corridors such as greenways and parks.

Developers are responsible for civic infrastructure that connects the internal elements of neighborhoods, shopping districts, workplaces, etc, and which also connects that neighborhood or workplace to the larger civic system that government is responsible for.

Neighborhoods and Associations (Main Street Association, Neighborhood Associations, School Board, etc.) are responsible for retrofitting areas with missing or deteriorated elements of civic infrastructure (that are not a part of the government's responsibilities).

With these respective responsibilities as a starting point, the next section of this Chapter begins an evaluation of existing and planned facilities. This evaluation will become the basis for strategic thinking about the role that government can and should play through the comprehensive plan to improve mobility for pedestrians and bicyclists.

Existing and Planned Pedestrian and Bicycle Facilities

Pedestrian and bicycle facilities addressed in this section include those sponsored and maintained by local and/or state governments. At present, the only existing facility of this type is the recently completed 8-foot wide multi-use path that was constructed as part of the US 33 – US 62 Connector facility. This path connects subdivisions in southern Versailles with the growing employment center at the intersection of US 62 and the new Connector Road as well as Woodford County's Falling Water Park.

Planned facilities are identified on Figure 2.1. All of these planned improvements were identified as a result of the 2020 Transportation Plan and the Community and Transportation System Plan for Southern Versailles. Each of these proposals is briefly described below.

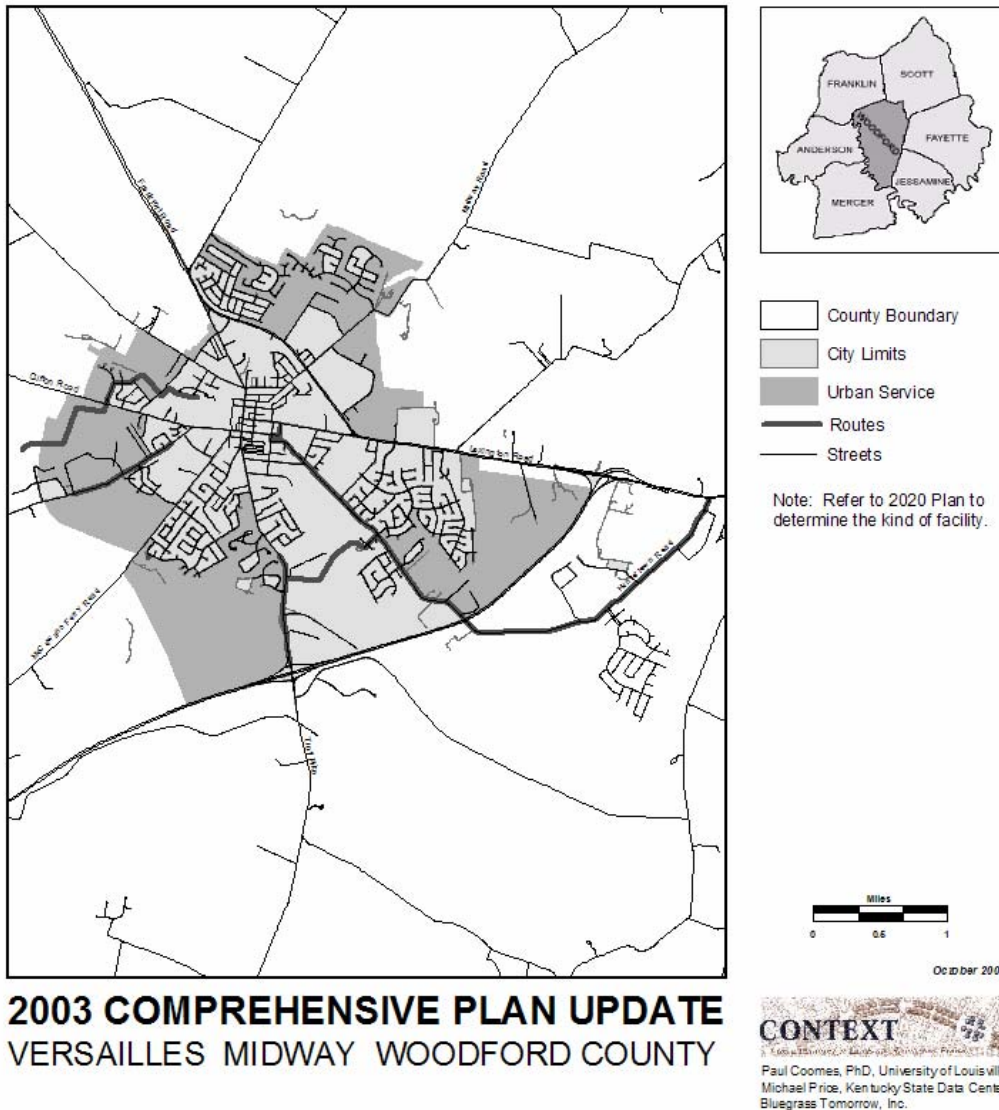
Multi-Use Path – County Park to Downtown (Priority Rank – 1): “Currently the only way for cyclists and pedestrians to access Falling Water Park from Downtown Versailles and surrounding neighborhoods is by using auto roadways, and some segments of incomplete sidewalk along US 62 (Tyrone Pike). This new path would provide pedestrians and cyclists a safe, scenic route that is removed from auto traffic. By giving users a designated path, conflicts between the users and autos will be removed. Additionally, by providing this connection and encouraging pedestrian and cycle travel, more vehicle trips can be removed from congested streets and intersections.”²

The cost of this 8,500 linear foot project is projected to be \$150,000 and ISTEA (Intermodal Surface Transportation Efficiency Act) funding has been secured. Construction should be initiated and completed in 2003.

² Text excerpted from Community and Transportation System Plan for Southern Versailles, Wilbur-Smith & Associates, January 2002.

Figure 2.1

Existing & Planned Bicycle/Pedestrian Facilities
 MOBILITY AND THE WOODFORD BLUEGRASS



(This graphic will be updated as part of Final Draft of Mobility Background Study – some elements of system are missing)

Pedestrian Link – Main Street from Gormley Drive to US 62/KY 33 Connector Intersection (Priority Rank – 7): This proposal would provide pedestrian access from to the new Multi-Use Path along the north side of the US 62/US 33 Connector Road. The new four-foot sidewalk would be approximately 1,125 feet in length and cost \$98,000 to design and construct. This sidewalk segment would connect an existing sidewalk along S. Main Street that continues to Downtown Versailles, and the proposed sidewalk project that would link schools in the area.

Multi-Use Recreational Path – Huntertown Road (Priority Rank – 16): This project would result in a continuous multi-use path along Huntertown Road from US 60 (east of the Bluegrass Parkway) to Woodford Middle School – a distance of almost five miles. Huntertown Road north of the Bluegrass Parkway is the focus of several new residential subdivisions and this path would become the core pedestrian/bicycle route for eastern Versailles. The estimated project cost is \$784,000.

Pedestrian Link – Connecting Oxford Drive to US 62/KY 33 Connector’s Multi-Use Path (Priority Rank – 19): The addition of a four foot wide pedestrian path connection between Oxford Road and the US 62/KY 33 Connector’s multi-use path will make a convenient linkage between two pedestrian networks – one internal to subdivisions in the area and one connecting with Falling Water Park and Downtown. The cost of this 200-foot connector is estimated at \$5,700.

Pedestrian Link – Connecting Main Street to Huntertown Road via School Properties (Priority Rank – 20): The addition of an eight-foot wide multi-use path between S. Main Street and Huntertown Road will make an important linkage between neighborhoods and schools. The proposed corridor is located entirely with school properties – Southside School and Huntertown School – and is projected to cost \$145,000.

Sidewalk Additions – Tyrone Pike (Priority Ranking – 12): This planned four foot sidewalk improvement (4,750 linear feet) would be constructed between Elizabeth Street and Falling Water Park. Currently, there are no pedestrian facilities in this heavily traveled (auto) corridor and the proposal would provide a safe means of traveling from adjoining neighborhoods to the Simmons Elementary School, Downtown and Falling Water Park. The estimated cost is \$89,000.

The cumulative effect of these existing and planned improvements, as shown on Figure 2.1, clearly demonstrates a community supported bicycle and pedestrian plan for southern Versailles – and the role that local government can play in creating a viable system. The next step toward implementation of this plan will involve capacity building and identifying the funds to undertake design and construction.

Regulatory Provisions for Bicycle and Pedestrian Improvements

The second level of responsibility for implementing this type of improvement falls to the developers of Woodford's neighborhoods, workplaces and commerce centers. This type of responsibility is typically spelled out in either the zoning or subdivision regulations. These requirements are inventoried as part of this Background Study in order to later identify any type of regulatory actions necessary to clarify the responsibilities of developer's.

Woodford's subdivision regulations have recently been updated to incorporate several of the recommendations/provisions of The New Urban Code. The Code was an outcome of the *Preserving Town and Country* process, defining methods for building mixed-use neighborhoods, workplaces and regional commerce centers. The revised subdivision regulations require sidewalks to be constructed along both sides of all types of neighborhood streets (Major, Main, Neighborhood). This standard clearly defines the responsibility of developers and builders.

An area of responsibility that is not as clearly delineated are any potential connections between proposed neighborhoods, workplaces and commerce centers and the bicycle and pedestrian system that has emerged as a result of recent transportation planning efforts.

Capacity Building

There have not emerged any organized community based groups whose focus is on the promotion of bicycle and pedestrian planning, routes and improvements. Often, such groups are instrumental in advocating the need for greater opportunities for these modes of travel as well as lobbying for funding at all levels of government. In some larger communities, such as Louisville, there are Bicycle Clubs who perform a great job of capacity building.

The lack of such community advocacy groups in Woodford represents an opportunity. One possible method for initiating such a group to form in Woodford County would be to provide some initial seed money for a group to devise a pamphlet of bicycle routes. Such a group may also be included as advisors as projects listed above are brought to design and construction.

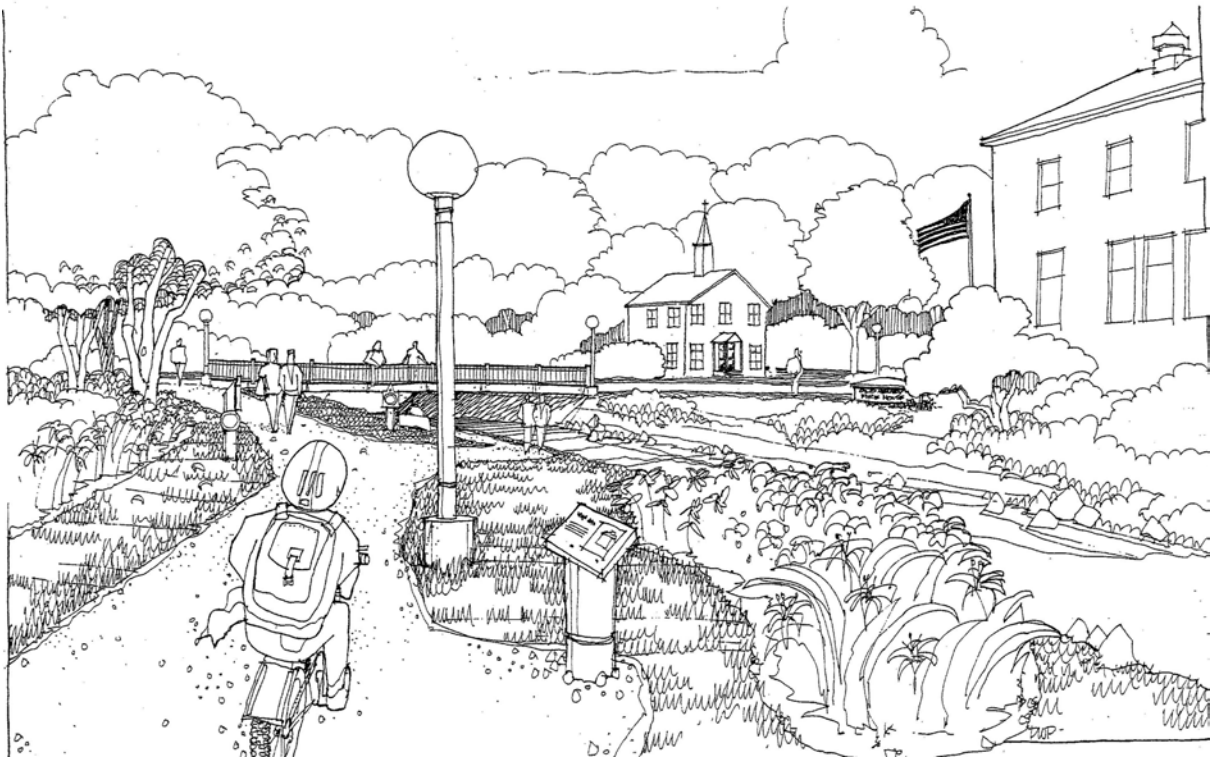
Linkages - Heritage Based Tourism, Intra-County Travel

A component of Bicycle and Pedestrian planning that is often overlooked is the benefits to be derived from improvements that help to promote economic development, heritage based tourism/preservation, and connections between communities. The Plan that has emerged focuses primarily upon the Urban Service Area of Versailles, and providing connections between neighborhoods, schools and downtown.

MOBILITY IN THE WOODFORD BLUEGRASS

There are several other aspects of the Woodford County that could be further explored in terms of Bicycle and Pedestrian access. For example, the US 62 corridor between Versailles and Midway may represent an opportunity for a multi-use path to promote: an additional connection between the two primary Woodford cities; the scenic and agricultural heritage of the County; and possibly, agri-heritage tourism opportunities.

Another example of making multi-purpose connections is the potential to extend a multi-use path along US 60 west to the Pisgah Historic District. Not only could this path serve to promote heritage tourism in County, it would connect existing neighborhoods, churches and other uses to shopping opportunities at the proposed Versailles Center.



An illustration of a multi-use pedestrian and bicycle path linking civic and residential uses in a new urban neighborhood.

Mobility by Rail, Water, Air or Public Transportation

What other mobility options do Woodford Countians have?

In addition to the road and street circulation systems of the cities and county, several other transportation systems and facilities must also be addressed in analyzing the complete mobility system. Within Woodford County, these additional systems include rail, waterways, airport, and public transportation.

Rail

The Norfolk Southern Corporation offers branch line rail service to Versailles. The nearest intermodal facilities are available in Georgetown, 18 miles northeast of Versailles. Norfolk Southern maintains two rail lines, one in the northern part of the County and the other running through Versailles, for freight service.

Waterways

The Kentucky River is only considered navigable for commercial traffic through Pool 4 that ends at Frankfort, downstream of Woodford County. A six foot navigable channel is maintained between Carrollton and Frankfort for commercial traffic. Responsibility for locks and dams upstream of Frankfort, including Pool 5 along the Woodford County boundary, has been transferred from the Corps of Engineers to the State of Kentucky. The Kentucky Transportation Cabinet (KTC) is responsible for monitoring and maintenance activities.

The River is popular for pleasure boating, canoeing and kayaking, and there are several outfitters in the region that provide equipment for use on the Kentucky River. There is one boat launching facility to the River located along the Woodford County

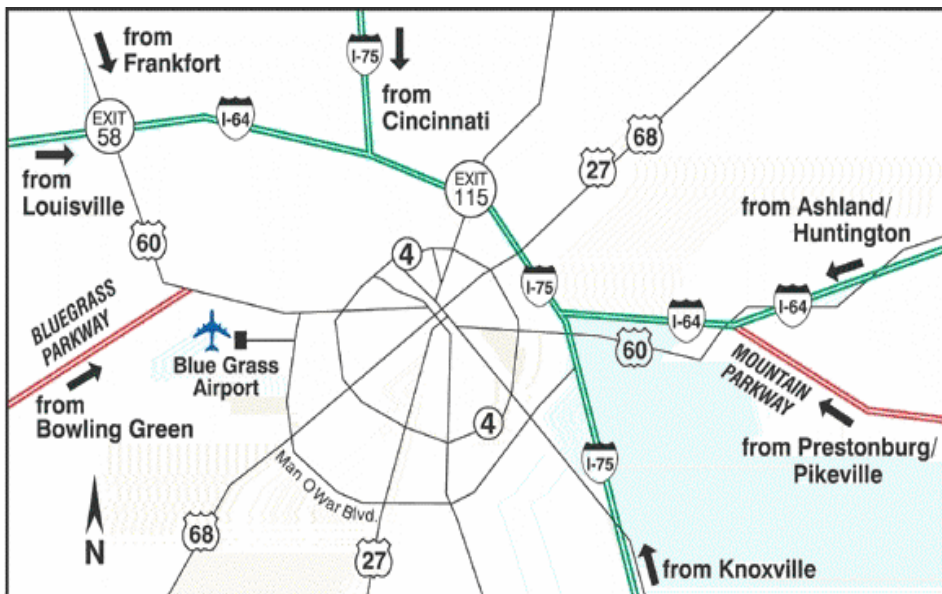
boundary. This facility is known as the Cummins Ferry Ramp and is located between Locks 6 and 7.

Air Transportation

There are no public or private airports within Woodford County. The nearest scheduled commercial airline service is located at the Blue Grass Airport, which is four miles west of Lexington on US 60 and approximately 8 miles east of Versailles. The Blue Grass Airport is currently undergoing a number of facility improvements designed to accommodate additional carriers and service to new markets. The Airport managers just received approval for a \$5 million grant to expand carrier related facilities.

The proximity of the Airport to Woodford County is certainly a plus in terms of business access to other markets as well as freight handling capabilities. This opportunity should be considered in terms of the potential to support agricultural and heritage tourism as well as expansion of the industry without a roof – the horse farms of Woodford.

Commercial airline service is also available at Louisville International Airport, approximately 65 miles northwest of Versailles in Louisville, and at the Greater Cincinnati Airport, whose location is in northern Kentucky, approximately 80 miles north of Versailles.



Public Transportation

The County and the cities of Versailles and Midway do not operate local public transportation systems of any type. One private taxi company serves the greater Versailles area between the hours of 7 a.m. and 7 p.m., weekdays only.

Private bus carriers do not provide direct service to Woodford County. However, Greyhound bus service is available through Lexington or Louisville.

MOBILITY IN THE WOODFORD BLUEGRASS

Setting the Stage

What trends, issues and opportunities have been presented in the previous three chapters that may have an impact on the goals and objectives for long-range planning in Woodford County?

Without a doubt, Woodford County and its communities have undertaken a higher level of planning for mobility than most other areas of the Commonwealth. This is particularly true for a community that is not an official part of a recognized “urbanized area”. Its’ road system is currently adequate to meet demand, and improvements are on the drawing board to address expected future auto, pedestrian and bicycle travel demands.

These are the messages delivered via the planning studies referenced in Chapters 1 through 3. Is Woodford County doing everything it can to stay on top of the mobility situation? Certainly, it will be challenged to secure the funding for all of the recommended improvements and preserve its scenic and cultural heritage at the same time. These are important considerations for the 2003 Comprehensive Plan Update.

In order to “set the stage” for the community to develop planning goals and objectives, a number of trends/issues are identified in the pages that follow. These will serve as a basis for discussion about what steps Woodford County, Versailles and Midway may take in the future to achieve its vision and secure the best mobility system possible.

Trend/Issue No. 1

How will Woodford County secure the necessary funds to implement planned mobility related improvements?

This issue is at the top of every community's list of challenges for the 21st century. The list of essential roadway and other mode improvements to be made over the next twenty years can be priced at more than \$50,000,000 (placeholder number). However, very little of this amount has actually been committed by any agency – including the Kentucky Transportation Cabinet, the Federal Highway Administration, or local governments.

If Woodford and its constituent communities are to continue to prosper and enjoy a high level of mobility, how can expectations be maintained in light of this expected lack of funding? What avenues of revenue enhancement lay open to Woodford officials? Can developers and property owners play a greater financial role in providing mobility system improvements to meet new demand?

A related question is whether Woodford County, Versailles or Midway have the institutional capacity to support an ongoing “campaign” to lobby for an secure the level of funding necessary to implement its mobility plans? This is more often than not, the major underlying issue relating to plan implementation. Without a specific charge to someone, or some agency to aggressively pursue funding it is difficult to compete with the myriad of communities seeking the same “bite of the apple”.

Trend/Issue No. 2

What are the relative responsibilities of government, developers, property owners and associations for mobility system improvements?

In Chapter 2, it was suggested that government, developers/property owners and associations should all share in the responsibility for pedestrian and bicycle improvements. The 2020 Transportation Plan suggests that Woodford should evaluate the use of “impact fees” to offset costs of future growth related improvements. These suggestions strongly imply that government is going to need some help with capacity building.

What is the role of other parties in the funding issue. Should new development “pay its own way”?

Trend/Issue No. 3

How can Woodford County utilize future mobility system investments to secure economic development opportunities?

This may be one of the most important issues for the 2003 Plan Update. All of the Plans reviewed for this Background Report very adequately address the mobility system. None of the plans, however, provide any review of how mobility system improvements help or hinder other goals and objectives of the Comprehensive Plan.

It is suggested that the competition for improvement funding in the future will eventually result in the rewarding of community-based proposals that seek to achieve multiple objectives. This Background Study has suggested in a number of cases that mobility system improvements could help to foster economic development objectives – particularly in regard to eco and heritage based tourism.

Trend/Issue No. 4

Should the Southern Versailles Ring Road (the extension of the US 62-US 33 Connector) connect to US 60 at Paddock Place or further to the east?

Current transportation plans recommend that the Ring Road connect with US 60 through Paddock Place. This recommendation has been questioned, particularly in regard to the residents whose homes currently face Paddock Place.

Is this a viable transportation objective, particularly in light of the currently undeveloped properties to the east of Paddock Place that lie within the Urban Service Area Boundary?

Trend/Issue No. 5

How can Woodford County and the Kentucky Transportation Cabinet act to preserve the scenic qualities of US 60 and also maintain an adequate level of service?

This may become one of the most difficult challenges for the Comprehensive Plan program. Currently, there is in place a 500-foot setback requirement for future development. However, it is certainly easy to recognize that this standard will not be sufficient to preserve the scenic views that are Woodford's heritage. Will the combination of setbacks, urban service area boundaries and agricultural zoning be sufficient to the task of preservation?

Trend/Issue No. 6

What role does US 62 play in Woodford's mobility system, heritage preservation and economic development?

During the preparation of this Background Study research indicated that existing traffic levels on US 62, particularly for truck traffic are a significant concern within the Woodford community. Proposals for preservation of the corridor have been submitted for review and approval, with little success.

This ongoing community debate registers as an important issue for the Comprehensive Plan Update. The US 62 corridor not only is the major connection between Versailles and Midway, but it is also the second major connection to I-64. It is also one of the most scenic corridors in central Kentucky or the Commonwealth.

Trend/Issue No. 7

The continued growth of the Blue Grass Airport and the Local Region will place additional pressures on US 60 to carry more traffic. Is it feasible to consider the extension of the Bluegrass Parkway to I-64 as an alternative to US 60?

Although the Bluegrass Parkway extension to I-64 has been on the State's Long-Range Transportation Plan for some time, it has enjoyed little community support. It is assumed that the lack of support is due, in some part, to concerns about the expansion of urban development in the roadway corridor. It is also known there is local concern for the impact of a possible extension to the Pisgah Historic District.

The growth in traffic on US 60 does suggest that in the future an alternative path to I-64 may be warranted. However, does the Parkway extension represent a

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viable alternative. If it doesn't, this proposal should be removed from the State's Plan and future transportation efforts may need to focus on other alternatives.

It may be appropriate, as part of this community goal setting process, to also evaluate the possibility that the Bluegrass Parkway and US 60 merge east of Versailles with the intent of carrying trips to the Blue Grass Airport – instead of to I-64.