

ON THURSDAY, MAY 12, 2011, THE VERSAILLES-MIDWAY-WOODFORD COUNTY COMPREHENSIVE PLAN COMMITTEE HELD A WORK SESSION AT 5:30 PM IN THE 2<sup>ND</sup> FLOOR COURTROOM OF THE WOODFORD COUNTY COURTHOUSE.

Chairman Traugott stated that they will start with the paper that Mr. Butler presented to them explaining the Market Factor. Mr. Butler stated that is followed up by what is in the Land Use Plan. The market factor reflects policy and what you want the community to do. If you had a market factor of one or less you would actually be constricting growth. You would be saying you would demand a certain amount but not even provide that. Typically it is not a good idea to match one to one demand with supply because it usually leads to higher prices. If you get into very high numbers that are more than 2.5 you are basically saying you will allow disbursed growth in certain areas but you are not going to be able to serve it. The strong principal is if you contain growth you can spend your utility dollars on single improvements that serve multiple developments as opposed to having development scattered. With that, you have school buses traveling from here to there, water lines scattered around that need to be updated, bridges to be replaced, etc. You probably want to strike a middle ground and provide for and accommodate growth but not just allow it to be scattered. That leads into the land use questions. Values need to be assigned in order to come up with a formula in order to generate the amount demanded and then you start looking at things. A lot of this is policy decisions and that is up to the Planning Commission. Mr. Butler stated that you may say you have an abundance of undeveloped land that is zoned and an abundance of undeveloped upon lots that are developed. How does this figure in to satisfying the demand? That will affect the market factor. It depends on how you look at supply. If you consider supply anything that will be developed from this point forward the market factor might be lower. If you say that supply is going to include undeveloped but zoned areas and zoned but unbuilt on lots, then the market factor will probably be more what you normally see.

Chairman Traugott questioned if you can take the existing land off the back end after running a market factor? For instance if the demand is 1000 lots and you have 300 that are already zoned, would you back out that 300 at the end? Mr. Butler stated that is correct. If you say that over the next twenty years you are going to demand 500 additional acres and you use the market factor of two then you plan for 1000 the existing development may be a part of that and it will start to bring that number back down. Another way to do it would be at the beginning say what you demand and then take it off. Where you decide to take it off does not really matter, but you should make sure that you consider it. It would be a waste if you decided to plan for 1000 acres above and beyond what you already have because in effect it will devalue property. That would lend itself to having subdivisions with only a few lots developed in them and it would just make the situation worse. That would be a lot of supply over and above the demand, which drives prices down. That is why it is called a market factor. Not only does it accommodate the market it also to a certain extent influences the market. Unless you want to make a policy decision to restrict growth, then you will drive the prices up. If you allow growth wherever or whenever you will drive the prices way down. You must keep in mind that on either end there are consequences that are probably unintended and you should try to stay in the middle.

Mrs. Wilson questioned if they also consider the data from the Census where they know occupied units versus vacant units and if they need to consider the vacant units? Mr. Butler stated that normally they do not. You estimate a population growth and the number of people per household to calculate that. In some communities they calculate the urban services area and the rural service area separately. It is not really necessary to do that. You do need to consider how much of the demand will be satisfied in the small communities and how much do you want to encourage that? In Nelson County they decided years ago that they wanted those areas to continue to have an identity and not go away. That is very much a political issue. There are small communities in the County some that are incorporated and some are not, but people still have an identity with them and want that to continue. No matter where it is you have to have a certain amount of population growth projected. Mr. Butler stated that more than likely Woodford

County already has enough accommodated with undeveloped and zoned property. There are some pretty large developments that are vacant, such as Edmonds Cross and Midway Station. You could probably get to a factor of 2.5 or better just filling in the vacant zoned land that you have without expanding at all. Mr. Butler felt that Nicole should be able to help with a lot of these things.

Mrs. Wilson questioned if you do the calculations for each land use category or do you lump all residential together? Mr. Butler stated that you would lump all the residential together and not separate the densities. If you had a lot by lot Comprehensive Plan then you might do something more general. You probably would not figure rural into the mix because of the 30 acre lot size. You could probably take the Urban Service Area and do that because that is where you are concentrating your growth. Another policy decision is, are you too dense? If you think things are too packed in, then you might want to make it bigger. If you think it is spread out too much then you have to consider that. You don't want the school bus to have to drive all over to pick up the kids or the garbage truck to go down the street and come back out. If you think about it you can come up with a lot of instances. You generally want to interconnect the developments and you want them to be dense in order to have the money to serve them. One of the tendencies is to get too scientific and assign very specific numbers to things. It is more of a feel than anything else. When you start looking at this, then you are prepped and ready to go look at the Land Use Map. The Land Use Map is exactly what it says. It is not zoned. You cannot match your land use map to your zoning map because then it is not flexible.

Chairman Traugott stated that the land use designations are not set and can be different in every county. Mr. Butler stated that is correct and nothing is statutorily required and there is nothing that says you have to use the ones that you have to use the ones from the prior Comprehensive Plan. What you do want to do is be specific throughout the document. This is the land use section and that is what you use to evaluate rezoning requests. It is important for everyone in the community to be as specific as you can possibly be. Mr. Butler stated that when he worked on the Comprehensive Plan in Elizabethtown they worked in small areas and they sent out a mailer to everyone in the community. They mailed out the area map showing what their plan for that area was and no one showed up. The reason they did that was to involve people and they could not get people involved. They could not get their city council to participate and the community would not participate so the staff was left to write the Plan how they wanted it. They wanted a Plan that was very easy to work with for an applicant or for someone in opposition. People need to know with some level of certainty what they are investing in.

Chairman Traugott questioned what the requirement is on the master planned areas? Mrs. Wilson stated that there are five of them called Illustrative Plans in the back of the book where they took the larger tracts of land that were undeveloped and looked at those and did a type of conceptual plan as an example of how that land could be developed. Chairman Traugott questioned how common that is in other Plans? Mr. Butler stated that it is not very common. Mr. Butler stated that it is very common in Louisville, but they have three sections. They have the mapping staff in one department and the staff working with the current plan and taking applications for rezoning in another department and then they had an Advanced Planning Dept that was a full time all the time staff working on the Comprehensive Plan. Mr. Butler stated that in the nine years he worked there he never worked on the Comprehensive Plan directly but did work on small area studies that were in depth and were adopted as adjuncts to the Comprehensive Plan. Elizabethtown did a small area study in their town and did it lot by lot designating what could happen on each lot and then they followed it about 80% to 90% of the time. Chairman Traugott questioned if they could do that through the Land Use Map in a general sense? Mr. Butler stated that they will. Mr. Butler stated that Land Use planning are policies. It says when you have given a designation the Plan says that is what it means, such as, if you designate something single family residential then it means so many lots per acre and if you will have rear alleys or you will not have rear alleys, etc. Basically it says this designation has further meaning. Mrs. Wilson stated that the thought behind the Illustrative Plans that we have were trying to visit some of the policy things, such as if you want connectivity to show how a

corridor would be connected so that the idea of connectivity could be reinforced. It is not that it would have to go that same route, but it shows an example of how that could happen. Chairman Traugott stated that it does give a sense of legitimacy to some degree. Mrs. Wilson agreed and stated that it is hard once you have seen a picture to think outside of that, but they were only meant to be examples.

Mr. Floyd questioned where they are at as far as getting the calculations? Mrs. Wilson stated that Ms. Lefever has been conversing with someone from the State Data Center to get the information and files she needs to do some of these calculations. Mr. Floyd stated that they cannot make some of these decisions in this document until they have that information. Mrs. Wilson agreed and stated that she does have the average household size that was from the Census. Mrs. Wilson stated that they are probably four to six weeks away from getting the data. Mr. Floyd stated that he agrees that once they get to the end of the equation that they take out what is already available. Mr. Floyd questioned if there are figures on how many empty lots there are per subdivision? Mrs. Wilson stated that she does have that. Mr. Floyd stated that they should be able to pull that pretty quickly. Mr. Butler stated that one of the reasons they are able to do this is because of the GIS Mapping. Otherwise it would be a tremendous amount of manual work.

Mr. Parrott stated that in regards to the approach of backing out the land that is zoned but not developed...Mr. Floyd stated that he is talking about the land that is already developed. If we say we need 2000 houses that means we need 2000 lots, but we should back out all the existing inventory of vacant lots and that will give us the final number. Mr. Parrott stated that the reason he asked is if you have a developer that has a development but he is going nowhere for some reason, but someone else can do something but we can't allow it because we already have these lots, it could get bogged down. Mr. Floyd stated that he agrees but there is an enormous amount of inventory in this county. Mr. Parrott stated that his concern is that those not moving forward will cause someone else to not be able to do something that could be a good idea. Mr. Floyd stated that he realizes that they must leave some sort of lead way.

Mr. Wolf stated that he does not see a reason to have the Illustrative Maps in there. He felt they were confusing. Mr. Wolf stated that he cannot understand the map where it shows the 500' setback from US 60? Mrs. Wilson stated that it was a policy decision that the Planning Commission at that time made to try and protect the corridors coming into Versailles. Chairman Traugott stated that it is on the list of things to be discussed.

Mr. Butler stated that he was trying to explain why he wrote what he wrote on the Market Factor. Mr. Butler stated that one of his goals in life is to make these things simple. The tendency of people in his profession whether it is Law or Planning, is to impress people with verbiage and concepts. What you have to ask yourself is why this is being done and what purpose does it serve. Mr. Butler stated that Mrs. Wilson was correct when she said those Illustrative Maps were there to show the policies in practice. What a lot of people thought was that was what you were going to have and it was required. They are not requirements and someone could come in with a completely different plan. When you have these alternative things in your Plan, people end up arguing if they are required or not. Mr. Butler stated that Glenn Price is one of the top Planning people out of Louisville and he loved things to be gray because he could argue anything on behalf of his clients. Where there is going to be lead way, you need to spell that out. People appreciate it when things are simple and specific. Mr. Butler stated that they need to define what the areas are on the Land Use Map and then go from there and decide on what they want to do with the transition areas.

Mrs. Wilson stated that the other thing in regards to those illustrative areas is that the property is not owned by one person. It could involve several property owners. Some people vision that you don't just look at your property, but you must look at how your property will connect to other property. You must

look at clusters of land, not just one piece. They struggled with what to call them and they came up with illustrative.

Chairman Traugott stated that he does not like having the Illustrative Maps in the Plan. Mrs. Wilson could always explain that they are not required but someone looking at this online does not have the benefit of an explanation. The verbiage before the map probably explains that, but he still felt it was very confusing. Mrs. Perry agreed. Chairman Traugott stated that at some point some decisions need to be made.

Mrs. Perry stated that a lot of the information they discussed has been excellent, but there is still a lot of information to gather before we can go much past where we are now. Once we get that information we can make some decisions. At that time we can make some decision about some of the maps and things.

Mr. Butler stated that the data is much more important now than ever because we are in such weird times. Mrs. Wilson just said that the person per dwelling has decreased and that would be the trend as you get an aging population. Mr. Butler stated that he has read where the average per household is going to go up in part because of families living together. Mr. Parrott stated that he read that  $\frac{3}{4}$  of college students are moving back home. Mr. Butler stated that you have to get the best data you can, but it will never be perfect because times change. A lot of the things that were done the last Comprehensive Plan were because of a booming residential market and they wanted to encourage somewhat of a boom commercially. Mr. Floyd stated that they need to be careful that they do not go completely the other way. Mr. Butler stated that it would be very unfair to plan a bunch of land for development because then you hurt the very people who have already been hurt by foreclosure.

Mrs. Wilson stated that in the figures she has received it shows a 45% increase in population that is 65 and older from the last plan. Age 20 to 39 has decreased by 12%. Mr. Wolf stated that there are not jobs here for them anymore and there is no entertainment. Mrs. Perry stated that Woodford County has been shut down for so long while all of the surrounding communities have grown. Mrs. Perry stated that Woodford County has let so many golden opportunities go by the wayside.

Chairman Traugott stated that when he looked through the data the only thing missing are the projections. Mr. Butler stated that Niki can do that and it should be fairly easy for her to do. Mrs. Wilson stated that the Census do periodic updates and Mr. Price felt that the data that they have should be sufficient for what we need.

Mr. Parrott stated that Tables 52, 53, 54 & 57 seem to be at first glance a progression of land use over time from 1968 to 1997. If you look at Table 52 for 1968 it says the total amount of area in acres in Versailles was 2308 and Table 53 for 1975 says in the same exact column it says are in acres is 1408. If you look at the vacant agricultural land and the change in those yearly totals you could draw the conclusion that this agricultural land is gone and that would be completely wrong. Mr. Floyd stated that he thought they discussed it and they were going to remove these tables. Mrs. Wilson stated that she did take all the commentary out and the only person she had direction from on this was Mrs. Perry. Mrs. Wilson stated that she left them for a snapshot and the important thing to remember is that back in those days they did not have accurate mapping to measure any of this with. Back then they would take a tax map and color in with a magic marker. Mr. Floyd stated that makes a stronger case to get it out of the Plan. Mrs. Wilson stated that it is just a snapshot. Mr. Wolf stated that it is not accurate. Mrs. Wilson stated that it was accurate for the way they did it at the time. Mr. Floyd stated that it is not relevant. Chairman Traugott stated that he does like the historical content but does not like it if it was not consistently measured. Mr. Floyd questioned how far back is it consistent? Mrs. Wilson stated that it was not until they had GIS. Mr. Floyd stated to leave in the 2002 and 2011 tables and take out the others.

Mr. Floyd stated that he does think that the historical data should be referenced that it is in the previous plans.

Mr. Floyd questioned if the title of this was changed from Use of Woodford Lands, Community Facilities and Services to Existing Land Use – Versailles-Midway-Woodford County? Mrs. Wilson stated that is correct. Mrs. Perry stated that they are going to put Community Facilities and Services separately.

Mr. Butler stated that he used to call this an inventory. You look to see what you have and see what is going to happen and this is what you have to do about it. That is your Plan.

Mr. Floyd questioned what the purpose is of including information about Youth Soccer Associations, the number of kids in schools, and how many people were called out on a speeding ticket, etc.? Chairman Traugott stated that this is a one stop source for anyone looking at this Plan to learn all about our county. The information may not matter, but it is good information. Mr. Floyd questioned if this information is required? Mr. Butler stated that Community Facilities and Services is a requirement. Mr. Butler stated that this was put in before communities did their own facilities planning, but now there are sewer plans and schools plan, etc. The reason it is still important and relevant is that you don't want to over develop for your school system or your utilities, etc. Mr. Floyd questioned if they have to get to a point that they are putting in information on traffic tickets, and burglaries and robberies, etc.? Mrs. Wilson stated that if someone can use this Plan for one stop shopping it is a marketing plan as well for our community. Mrs. Wilson stated that she has had many hotels and restaurants and other businesses call her and question where the parks are and what type of events are hosted there and what is nearby. That information has never been in one place to look at. This is our communities plan. Mr. Floyd stated that it just needs to come out of land use and be put somewhere separately. Mr. Floyd questioned if those facilities will be given the opportunity to review these statistics? Mrs. Wilson stated that they have been and that is where she has gotten the information from.

Mr. Parrott questioned on Page #264 where there is a new table regarding Wastewater-Unserved Households in Woodford County. He questioned where the County Multiplier of 2.57 came from? Mrs. Wilson stated that comes from the State Census Data and that figure is now 2.51. Mr. Parrott questioned what that means? Mrs. Wilson stated that it means there are less people per household. Mr. Parrott felt that the title Households Unserved might make someone think that they have no waste water treatment. Chairman Traugott stated that is explained in the paragraph above it.

Chairman Traugott questioned how long the regular meeting will be? Mr. Wolf indicated it will be short. Chairman Traugott questioned if they can come back together for five to ten minutes after that meeting to finish. Everyone agreed.

-----  
Continuation after Planning Commission meeting.

Chairman Traugott stated that he has given further thought to the Master Planned Areas and does not feel they need that, but the Land Use is necessary. Chairman Traugott questioned if the members would be agreeable to going ahead and deciding to get rid of the Illustrative Plan Maps. The members agreed to that.

Chairman Traugott questioned what Policy decisions they need to make? Mrs. Wilson stated that there are the Policies and Guidelines that are after the Goals and Objectives. They are some that contain specific land use districts. Chairman Traugott stated that they need to look at the land use categories that they have and make decisions on those.

Chairman Traugott stated one thing that still bothers him is the designation of the Agricultural Equine Preserve District. Mrs. Perry questioned what that is? Mrs. Wilson explained that it is a land use area that was created back when they created Rural Residential. There was a Rural Policy Plan that was about a 25 page document that was an addendum to the 1989 Plan to say that these are areas where we want to allow Rural Residential and these areas we feel should be more protected. That is really the only difference in that designation. Mr. Floyd questioned if the Planning Commission made that decision? Mrs. Wilson stated that they did. It was the Rural Policy Plan that was implemented when Rural Residential was done and it was based on soils, slopes, large or small tracts of land, etc. They worked with the Bluegrass Add and came up with it. There were some farms that opted out and that is why there is a gray void in the center of it. Now, most of that gray void has been purchased by Winstar Farm. Mr. Wolf questioned what purpose it serves? Mrs. Wilson stated that it is for the purpose of Rural Residential. You can still do in-family conveyance in those areas and it is still a 30 acre minimum.

Chairman Traugott stated that it still upsets him because of the north and south discrimination and all agricultural should be treated the same. Mrs. Perry agreed that agricultural is agricultural and it does not matter what it is. Mrs. Wilson stated that they discussed this in the Goals and Objectives about treating all farmland equally so this is probably justification to change this. Chairman Traugott questioned if they can go ahead and make that recommendation? Mrs. Wilson stated that they can make that recommendation to the full Planning Commission. Mr. Parrott stated that he is fine with it.

Mr. Wolf questioned about the 500' off of the Bluegrass Parkway? Mr. Traugott stated the problem with that is it follows the Urban Service Boundary and if they change that then they would have to change it somewhere else. Mr. Wolf questioned why they ever did that? Mrs. Wilson stated it was a policy decision. Mr. Floyd stated that they can talk about that when they talk about the Urban Service Boundary. Mrs. Wilson stated that they can tweak it a bit. Mr. Floyd stated that he thinks everything on that corridor should be treated equally.

Mrs. Wilson stated that last month she told them that they really need to be thinking ahead about the descriptions of the different land use districts. If you think the agricultural equine district needs to be reclassified or merged into another one they need to think about the order of those. The Regional Commerce District required a lot of mixed uses and you need to determine if you think that is still appropriate or not.

Mr. Traugott stated that to go forward once they can get the Census data and can plug in the earlier section and then they need to look at the land use and run through the market factor to see what they have and what they need. Then the policies and guidelines need to match that. At that point they should be near done. Mr. Traugott questioned if they should wait until they get the data to meet again? Mrs. Wilson stated that she is still working on paring down the other chapters. Mr. Floyd stated that he would like her to do so he can see what she did. Mrs. Wilson stated that she can and she tried to keep it in chronological order. Mr. Floyd stated that he does not want to cause more work, but just wants to understand. Mr. Traugott stated that once she gets the information she can let him know.