



R/UDAT
REGIONAL URBAN DESIGN
ASSISTANCE TEAM
OLDHAM COUNTY

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R/UDAT PROGRAM

The Urban Planning and Design Committee of the American Institute of Architects has been sending Design Assistance Teams to various American cities since 1967.

The Oldham County Team is the latest such team to be invited into a specific area to deal with environmental, urban and rural problems which range in scale from a region to a small town, and in type from recreational areas to public policy and implementation methods.

The teams respond to the problems as described by the local AIA Chapters and their sponsors from the community leadership.

Each Regional/Urban Design Assistance Team specially selected to include professionals experienced in the particular problems of the area under study. Members are not compensated for their service and agree not to accept commission for work resulting from their recommendations.

The team acquaints itself with the community and its people...presents its analysis from a fresh perspective...offers its recommendations...perhaps a new approach for planning or for action.

OBJECTIVES

The objectives of the R/UDAT Program are:

to improve the physical environment throughout the nation;

to illustrate the importance of design in urban planning;

to dramatize problems of urban design, stimulating public action; and to give national support to local AIA Chapters in their efforts to improve their own communities through cooperation with local leadership.

The aim is not to offer a complete nor final plan; but to allow experienced outsiders to give new impetus and perhaps point to new directions for community action by making clear and comprehensive recommendations which are professionally responsible as well as politically and economically feasible and publicly understandable.

THE VISIT

The request for a R/UDAT Team was approved in June. Ronald A. Straka, past National Chairman of the R/UDAT Program, made a reconnaissance visit to Oldham County in August to observe and discuss details of the team's visit. The team was organized by Jules Gregory, National Chairman of the R/UDAT Program, and was sent extensive background material on Oldham County in advance of the visit. November 20-December 4 the team made its visit; after meeting with county officials, planners, civic leaders, and organizations, developers, and interested citizens, the team surveyed the county by both air and automobile.

With this information, the team engaged in intensive work sessions which culminated in a press conference and a public presentation on December 4. This report was presented at that time.

SPONSORSHIP

The request to the AIA was accompanied by letters of interest and support from the American Institute of Architects, Oldham County Governing Body, Oldham County Joint Planning and Zoning Commission, American Life and Accident Insurance Company of Kentucky and The Bank of Oldham County.

Financial support for the expenses of the R/UDAT visit was provided by the Oldham County Government.

THE CHARGE

After speaking with many citizens of Oldham County, it became apparent that they have a great deal of pride and affection for their home. There is also a great deal of diffuse concern and unease growing from the conditions, problems and opportunities that are attendant to what is perceived as rapid growth. Oldham, it is felt, is changing, and indeed it is. In the light of this concern, affection and change, the R/UDAT Team recognized its charge as placing in perspective what is happening to the community and providing direction for future citizen actions that will build on strengths and hopefully avoid the major dislocations that other counties have experienced through suburbanization. The team further took as its responsibility the task of projecting the impact of possible future growth scenarios as well as hopefully developing public awareness of the public decision making processes.

The community belongs to the people of Oldham and so does the future. What is inherited by the children of that future must be decided now. W.E.B. DuBois said, "TREND IS NOT DESTINY."



INTRODUCTION

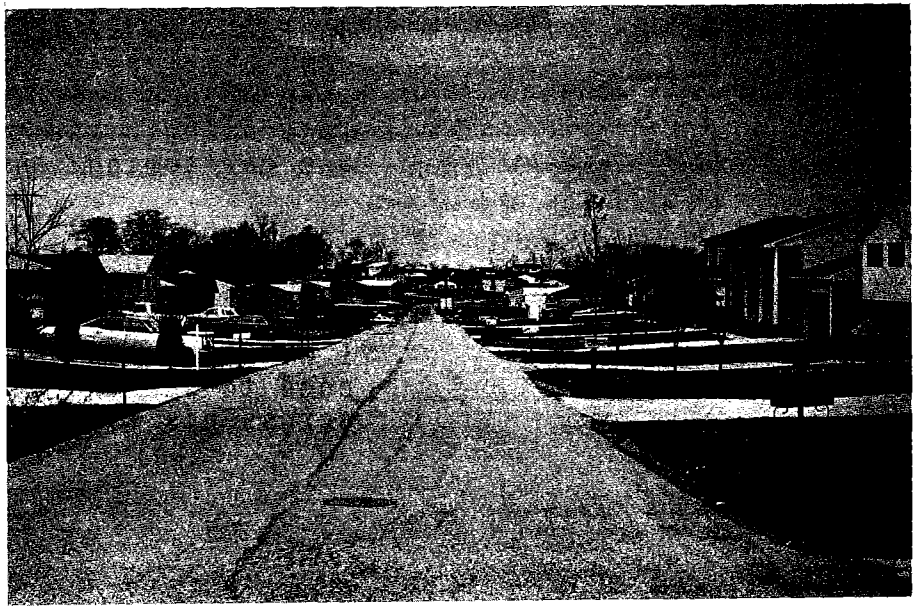
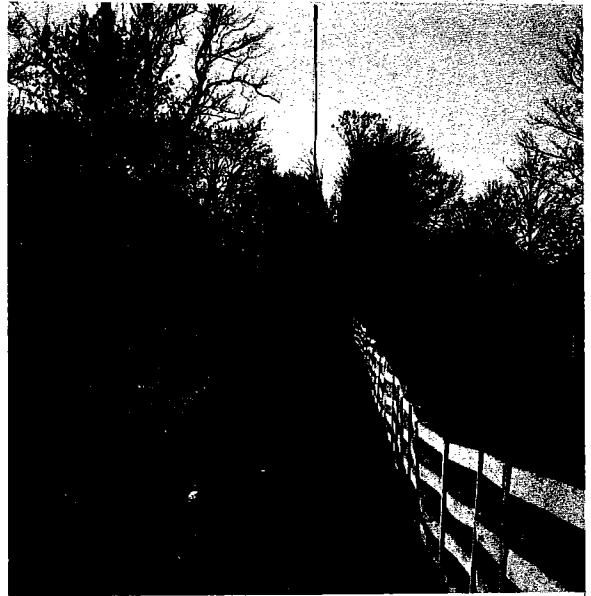
GREENER GRASS

I was born in the city
and have always been
too easy to reach by phone.
Traffic goes by all the time
bumper to bumper, days
of chrome and nights
full of headlights
inside me. I used to hate it
but there you are.

My father was raised in the country
and lives there still, although
long since moved to the city.
Nothing gets to him behind
masses of reserve, old ways
up from the fields or once a week
down chert roads to the post office
wearing a hat that he still tips
to people in the dust of maybe
one car coming.

He envies me still from a distance
no phone can reach or car
connect. Even at this late date,
learning to live my life in traffic,
I wish I could tell him what it meant
once to see the sun come up
across his fields.

FRANK STEELE
1969



GROWTH IN OLDHAM COUNTY

HISTORY AND LOCATION

Oldham County was founded in 1823 from parts of Henry, Jefferson, and Shelby Counties, as the 74th county in Kentucky. Some of this land was later given to form Trimble County. The county was named in honor of Colonel William Oldham, who served as a captain in the Revolutionary War, and who lived in Louisville, Kentucky.

The county is bounded on the north and northwest by the Ohio River and the State of Indiana and is bounded in a clockwise manner by Trimble, Henry, Shelby and Jefferson Counties. Louisville is only 30 minutes driving time away for most people in Oldham County. Cincinnati is 85 miles to the north and Lexington is 70 miles southeast.

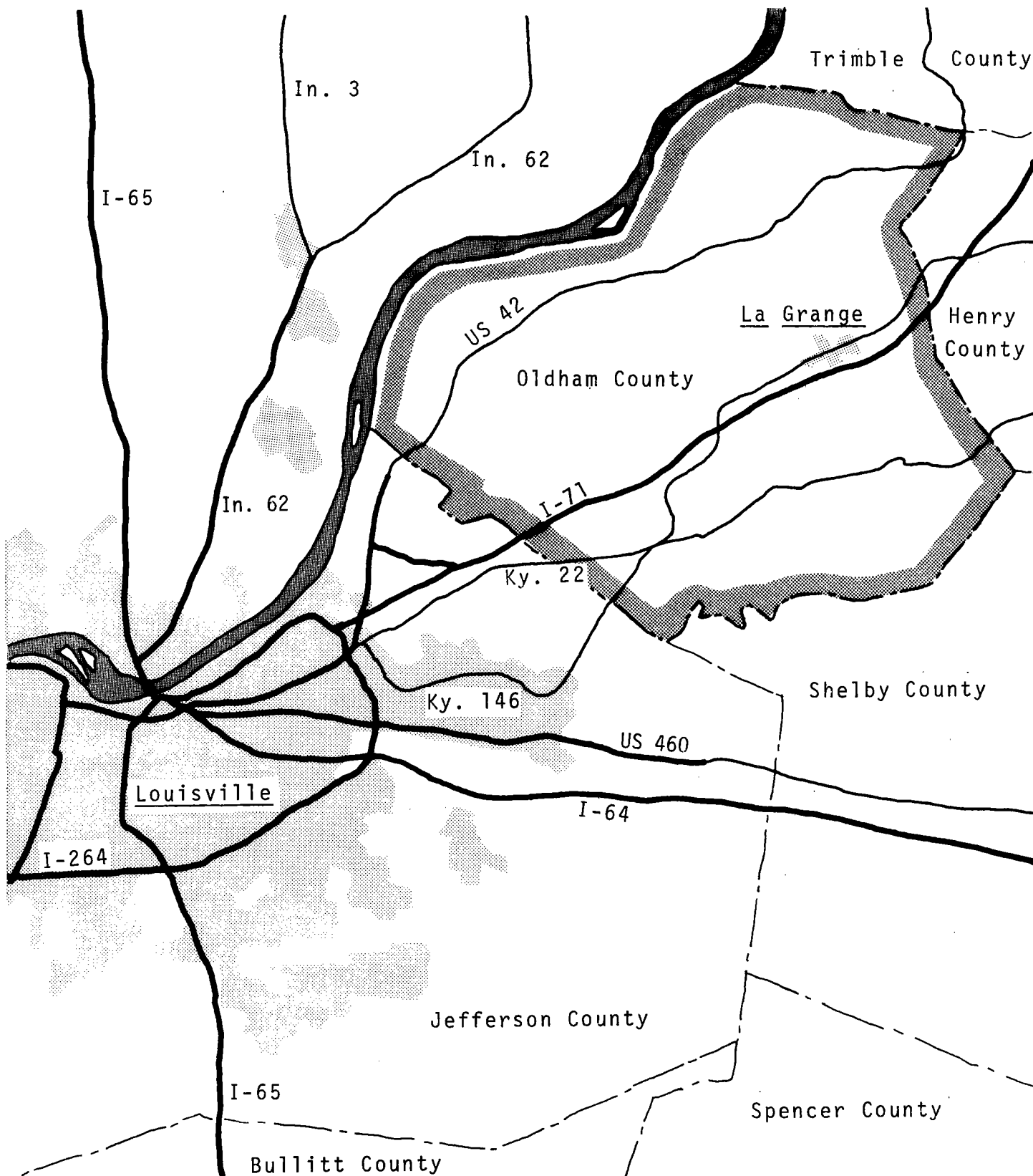
The City of Westport was established in 1780 and served as county seat for five years. It was believed by many that Westport would become the principal urban river center rather than Louisville because of its location above the Falls of the Ohio.

LaGrange, the county seat, was named after the French estate of General Lafayette. LaGrange was first known as Lick Branch but was renamed shortly after it was selected to become the county seat. The State Prison at Frankfort was moved to LaGrange after the flood of 1937.

Pewee Valley, located in the extreme southwestern section of the county was established as an area for Louisville area people to escape into the country environment. The Old Confederate Soldiers' Home and Cemetery are located there.

Lake Louisvilla was developed as a recreational community wherein its residents could enjoy living around a municipal owned lake and could enjoy seasonal activities.

Oldham County is an agricultural county, with 101,000 of 117,760 acres devoted to agriculture. But today with Interstate 71 and the monumental growth and development of the Louisville metropolitan area and economy there are strong pressures affecting the life style and environment of the entire county.



Map 1.

OLDHAM COUNTY AND ITS RELATIONSHIP TO
THE KENTUCKIANA REGION

KENTUCKIANA REGIONAL GROWTH

Many southern cities and their surrounding counties are experiencing rapid economic growth. In part this growth is a product of the immigration of industry and people from the Northeast as well as local development based upon energy and natural resource advantages. This national trend is likely to continue although in the shortrun an expected national recession in 1979-80 may slow the process.

Jefferson County and the City of Louisville are sharing in this growth process. Earlier this decade, growth from the Louisville Metropolitan area was linked to Jefferson County through suburbanization. For the last few years growth has also spread to the surrounding counties, including Oldham. There are two principal reasons why Oldham County in particular is being impacted by the growth process. First the suburban growth of Jefferson County has been eastward; so much so that residential, commercial and industrial development now directly adjoins the southwestern fringe of Oldham County. Second, the building of Interstate 71 and the upgrading of route 42 has made Louisville very accessible by automobile from Oldham County. Map 1 details the links between the two counties and the significance of the highway system as a natural corridor for future growth. The net result has been a rapid suburban growth in Oldham County with many of the new residents commuting to work in Jefferson County.

Table 1 illustrates the pattern of growth in the region over the 1960-1977 period. Of significance has been the rapid growth of Oldham County since 1970. In fact its growth rate has been the highest in the region over the period 1970-1977. However it should be acknowledged that the growth in Oldham County population over this period only accounted for 9.5% of the region's total. For the same period Jefferson County accounted for 48.0% of the total region's population growth although as a unit it only grew 4.7%.

TABLE 1
TOTAL POPULATION BY REGION, SMSA, AND COUNTY: 1960-1970^a-1977^b
KENTUCKIANA REGION

Area	1960	1970	1977	'60-70 Change	'60-'70 %Change	'70-'77 Change	'70-'77 %Change
Bullitt	15,726	26,090	36,500	+ 10,364	+65.9	+10,410	39.0%
Clark	62,795	75,876	86,700	+ 13,081	+20.8	+10,824	14.3%
Floyd	51,397	55,622	59,700	+ 4,225	+ 8.2	+ 4,078	7.3%
Jefferson	610,947	695,055	727,900	+ 84,108	+13.8	+32,845	4.7%
Oldham	13,388	14,687	21,200	+ 1,299	+ 9.7	+ 6,513	44.3%
SMSA Total ^c	754,253	867,330	932,000	+113,077	+15.0	+64,670	7.5%
Henry	10,987	10,910	11,800	- 77	- .7	+ 890	8.2%
Shelby	18,493	18,999	21,300	+ 506	+ 2.7	+ 2,301	12.1%
Spencer	5,680	5,488	5,700	- 192	- 3.4	+ 212	3.9%
Trimble	5,102	5,349	5,600	+ 247	+ 4.8	+ 251	4.7%
TOTAL REGION	794,515	908,076	976,400	+113,561	+14.3	+68,324	+7.5%

*Source: Kentuckiana Regional Planning and Development Agency, March 1978.

^aU.S. Bureau of the Census, Census of Population, 1960: General Population Characteristics, Final Report PC(1)-19B Kentucky and PC(1)-16B Indiana (Washington, D.C.: U.S. GPO, 1962), Table 28; and U.S. Bureau of the Census, Census of Population, 1970: General Population Characteristics, Final Report PC(1)-B19 Kentucky and PC(1)-B16 Indiana (Washington, D.C.: U.S. GPO, 1972), Table 35.

^bKIPDA estimates as of April 1, 1977, adopted by the KIPDA board of directors.

^cRefers to the Louisville, Ky.-Ind., Standard Metropolitan Statistical Area (SMSA), which is made up of Clark and Floyd counties in Indiana and Bullitt, Jefferson and Oldham counties in Kentucky.

OLDHAM COUNTY

The most recent estimate of population in Oldham County, based upon a study completed in November 1973 by the school superintendent (Mr. Robert Arvin), is approximately 24,000 people. This is quite small when compared to the total area of Oldham County (120,300 acres) and the population of Jefferson County in 1977 of 727,900 (see Table 1).

The age distribution of the county is clearly not unlike the rest of the region (see Table 2), with a median age of 28.2 years. However, the average household size (3.27) is one of the largest in the region and very similar to Bullitt County, which is also experiencing rapid suburban growth. This aspect is reflected in the substantial increase in first grade enrollments in Oldham County's schools. The 1969-70 first grade enrollment was 277; in 1978-79 enrollment was 424. New adult residents are young and have very young children who are entering the school system in large numbers.

FUTURE GROWTH IN OLDHAM COUNTY - The Short-run

It should be emphasized that the trend in Kentuckiana regional population growth is likely to continue over the next decade. However, there are a number of reasons for expecting a relative slow-down in the population growth of Oldham County over the next 2-3 years.

A significant portion of subdivision land and development activity in the county has been land assembly. In essence, the first stage in the suburbanization process whereby rural land is bought, subdivided and sold in small lots to prospective builders, either commercial or individual. Since 1968 some 8,070 subdivision lots have been developed and sold of which less than 35% have actually been built upon.

For the immediate future (two-three years) building activity is likely to decline. First the anticipated national recession is likely

TABLE 2
COMPARISON OF MEDIAN AGE AND HOUSEHOLD SIZE

County	Median Age 1975 ^a	Household Size 1977 ^b
Bullitt	24.1	3.39
Clark	26.2	2.99
Floyd	27.3	3.04
Henry	31.8	2.92
Jefferson	26.8	2.92
Oldham (excluding LaGrange Reformatory)	28.2	3.27
Shelby	30.0	3.05
Spencer	27.8	3.14
Trimble	28.4	3.01

^aMedian ages are based upon the KIPDA 1976 Series of Population Projections.

^bKIPDA estimates as of April 1, 1977

N/A - not applicable.

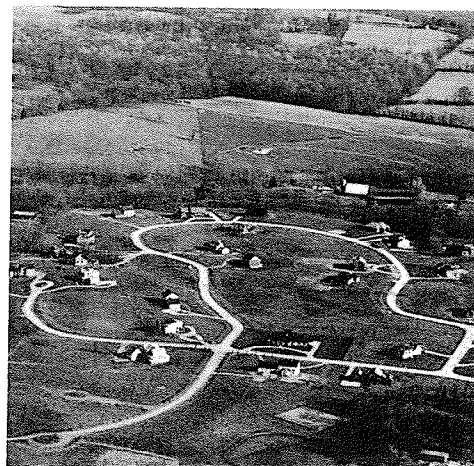
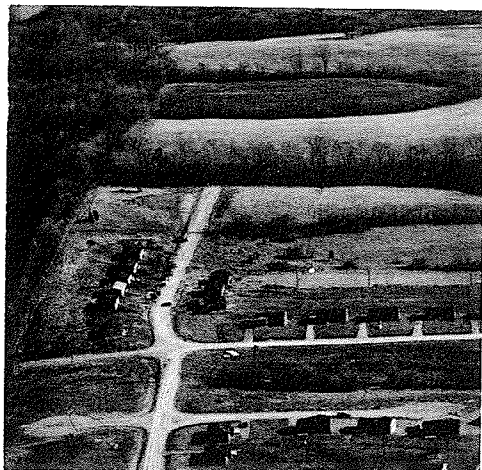
to slow economic growth in Jefferson County. This should lead to a decline of out-of-state in-migration and hence the demand for housing in Oldham County. Since approximately 50% of new residents come from out-of-state each year, this process may have a marked influence on school enrollments in the immediate future: 1979-1981.

Second, mortgage interest rates have risen rapidly over the past two months. It is anticipated that over the next year, interest rates will continue to rise as national policies attempt to deal with inflation. Consequently new housing starts are also likely to decline markedly in 1979-80. These two forces will then probably cut in half new building permit applications. Based upon the 3- year average ratio between building permits and student growth in Oldham County schools (developed by Robert Arvin), actual school enrollments are only likely to grow over the 1979-81 period by approximately 400 students. This implies a county population in 1980 of approximately 25,000 rather than 27,380, the figure quoted in the KIPDA report.

Likely to continue, however, is the subdivision of land and the buying of vacant lots in Oldham County. Although population growth should stabilize for the next few years, there will be continued pressure on the county government to approve new subdivisions and zoning changes. This anticipated pause in population growth should be considered by the county as a positive advantage and a chance to deal more effectively with the problem of where subdivision should be encouraged or discouraged.

FUTURE GROWTH IN OLDHAM COUNTY - Long -Run Options

Growth can be controlled. The past does not have to be the future. The KIPDA projection of Oldham County population growth noted in Table 3 to the year 2000 does not have to be the only option. In our opinion there are at least three other planning options that deserve serious attention. The options described in this section all involve substantial population growth. The lowest envisaged increase of county population to the year



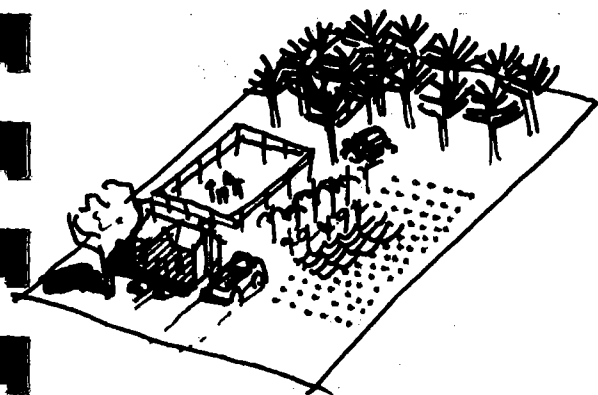
2000 is 60.0%; the highest is 260.0% (See Table 3). The range of possible population growth rates reflect differing assumptions of possible county development policies and limits that are likely to be imposed on the levels of growth by the choice of any one option (see figure).

OPTION A: Limited Suburbanization-Agricultural Development

Under this option existing subdivisions would be encouraged to develop to their full potential based upon existing sewerage and lot-size zoning ordinances. This would inevitably lead to another 10,000-12,000 increase in suburban population. However, any future subdivisions should be strictly controlled. The focus of county development policy would shift to a series of innovative programs (defined further in section IV) designed to encourage 'homesteading'. Lot sizes could be in the order of 5 to 30 acres and should be based on the level of sustainable intensive agricultural production. For example, in areas such as the northeastern section of the county where soil quality is relatively poor and the topography quite hilly, larger wood-lots may be appropriate. For more fertile and higher quality soil areas, lots could be smaller, based upon vegetable and grain crops production. Such a system of land holding and agricultural development would lead to a further 3,000-5,000 increase in population. The underlying notion of such an option is that of a conserving society - both in terms of the existing quality of life as well as the energy resources that would be required to develop Oldham County.

OPTION B: Quality Suburbanization

This option assumes, as in the previous case, continued dominance of Jefferson County as the source of jobs for Oldham County residents, for the last two decades of this century. Option B also assumes a continuation of those minimum lot-size zoning and sewerage restrictions already in place in Oldham County. However, we would argue under option B for the strict enforcement and continual up-grading of existing sewerage regulations and



RURAL DEVELOPMENT

TABLE 3

OPTIONS FOR OLDHAM COUNTY POPULATION GROWTH: 1980-2000.

Area	1980	1985	1990	2000	1980-2000 % Increase
Jefferson	789,124	845,480	902,008	1,013,413	28.4
Oldham ^a	27,380	38,817	51,138	67,890	147.9
Oldham A	25,000	30,000	32,000	40,000	60.0
Oldham B	25,000	32,000	37,000	50,000	100.0
Oldham C	25,000	37,000	60,000	90,000	260.0
SMSA Total ^c	1,020,729	1,112,975	1,208,314	1,396,031	36.7
Total Region	1,066,431	1,162,476	1,261,927	1,458,313	37.7

^aKIPDA Population Projections, 1976 Series. These projections were prepared using the cohort-survival technique for projecting population.

^bU.S. Bureau of the census, Census of Population, 1970: General Population Characteristics, Final Report PC(1)-B19 Kentucky and PC(1)-B16 Indiana (Washington, D.C.:U. S. GPC,1972), Table 35.

^cRefers to the Louisville, Ky.-Ind., Standard Metropolitan Statistical Area.

facilities. New suburban developments should also be subject to stricter 'perce-tests'. The resulting increase in the costs of preparing land to be borne either by the developer or by the land owner.



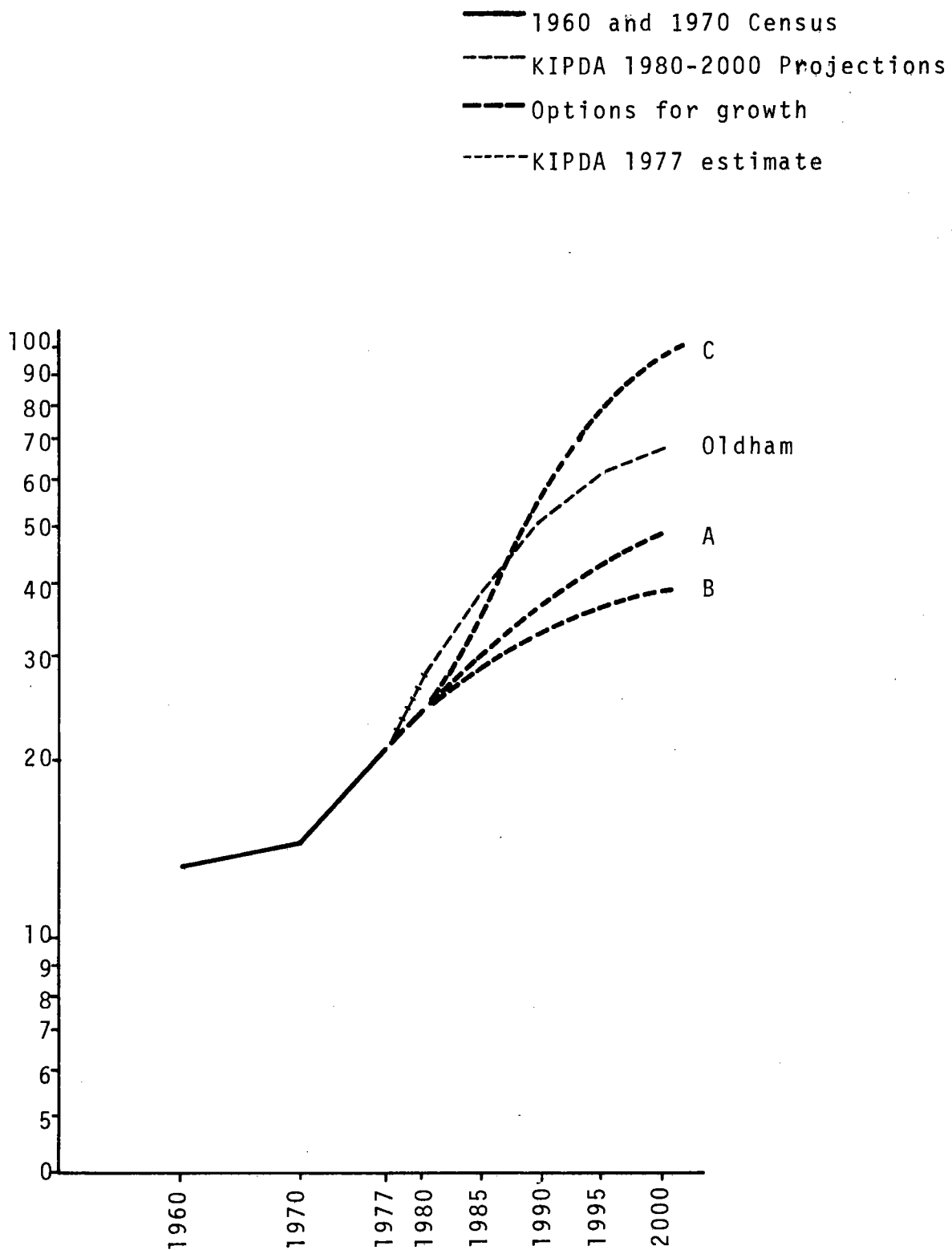
QUALITY SUBURBANIZATION

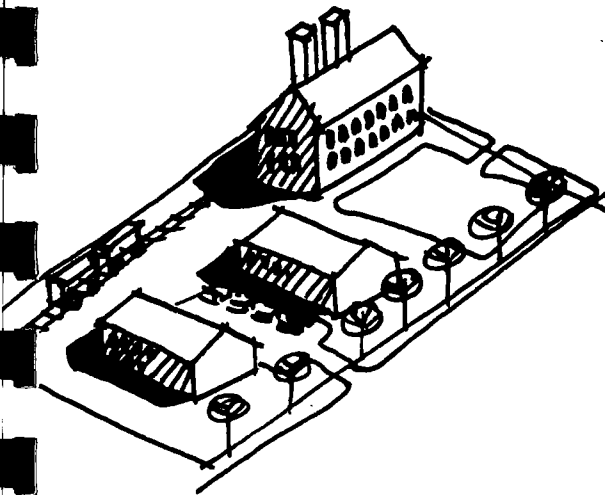
The result of such a policy would be to increase the cost of serviced land and further restrict access to Oldham County for lower and medium income families. Based upon the projected growth of employment in Jefferson County, a 100.0% growth of Oldham County population to the year 2000 would not be unrealistic. The implication of such a development policy is that growth would be reasonably limited to protect the existing quality of life of most residents and prospective new residents. The problems of sewerage quality and water provision would be borne by the residents and subdivision developers. If development could be concentrated around existing nodes, such as Pewee Valley and LaGrange, a large proportion of the service costs could be covered by the county through increased tax rates. However, the ability to pay inflated land and tax costs would create an implicit upper-limit on the possible growth of population in Oldham County. (See Figure 1).

OPTION C: Unrestricted Growth

Employment opportunities and population will continue to grow in Jefferson County over the next two decades. There are strong pressures to grow eastwards and this could bring many opportunities for Oldham County to develop itself. Interstate 71 and 42 provide ready and efficient access to Louisville and the newer suburban developments by Ford and GE for examples. The suburban development of Pewee Valley and the Route 42 area (Goshen area) is a direct product of their proximity to industrial and commercial developments just inside Jefferson County. These developments should be encouraged through a policy of selective water and sewerage provision in areas adjacent to Jefferson County. Re-zoning to enable the large scale commercial and residential growth (apartments, condominiums etc.) would also attract a greater share of total regional growth for Oldham County.

FIGURE
 OLDHAM POPULATION 1960 - 2000





UNRESTRICTED GROWTH

Although this policy may not attract large scale industrial development for about a decade, the growth of an industrial and commercial work force adjacent to large tracts of vacant land would inevitably secure industrial growth for Oldham County. Implicit in such a policy is a strong role for the county in providing the infrastructure to attract developers in competition with other counties such as Bullitt and from within Jefferson County itself. This option argues for encouraging the spread of suburbanization along existing transport routes adjacent to the western county-line. Over the period 1970-77 Oldham County shared in 9.0% of total regional growth. If this trend is continued over the next two decades and if an active growth policy is pursued by the county a population in the year 2000 of the order of 90,000 persons would not be unrealistic. This would represent a 260.0% growth in county population and a shift in residential development priorities from single family - large lot development to higher density and more densely concentrated housing and apartment developments.

SUMMARY

Growth can be controlled and given particular priorities. To accept the past as the blueprint for the future will inevitably mean a continuation of current problems. More positively, the choice of any one option means a commitment to distinct policy choices and an attempt to realize your image of what Oldham County could be. Option C would place a heavy burden on the county to provide the infrastructure necessary for sustained growth. Such a choice could only be contemplated if substantial long-run benefits could reasonably be expected. Option B would place the burden squarely on the residents. Growth would be much lower and of a particular type --- perhaps best expressed as the 'draw-bridge' scenario. Of all the options, A appears the most desirable to this particular team, although perhaps the hardest to achieve --- in terms of community commitment and policy implementation.



The term Planning Policy includes all those goals, standards, guidelines, and procedures by which planning decisions are made. Planning policies range from published zoning ordinances to the unwritten preferences of public bodies. This section surveys planning policy in Oldham County and recommends revisions to a comprehensive planning policy.

PLANNING POLICY

OLDHAM COUNTY'S COMPREHENSIVE PLAN

Planning for the future of Oldham County is an ongoing process. The Comprehensive Plan prepared in 1971, was an attempt to "provide a guide for future development of the urban and rural areas of Oldham County that will help provide a pleasant and productive environment." Major elements of the plan consisted of Land Use, the Economy, Transportation, Community Facilities and Implementation Mechanisms. Each of these functional elements were described in terms of historical trends and future needs, based on an extrapolation of growth characteristics experienced during the 1960's. The plan's intent was to provide the basis for guiding decision making for future growth and development within a single, coordinated framework. The following policies reflect the development goals and objectives on which the 1971 comprehensive plan was based:

THE LAND USE POLICY

Properly plan and regulate corridor development along Interstate 71 by encouraging development in and around existing communities and discouraging development not complementary to the abutting land use or not reflecting the comprehensive plan.

THE ECONOMIC POLICY

Set aside land for future industrial sites in sufficient amounts that are near transportation facilities and are compatible with the surrounding land uses thereby increasing the economic base and employment in Oldham County.

THE QUALITY OF LIFE

Emphasize the quality of living over the quantity of economic or population growth when making planning decisions.

THE RECREATION AND UTILITIES POLICY

Establish a program to pave and/or improve existing county roads; also, place utilities underground in all new subdivision develop-

ments that involve development of more than ten buildable lots, or in urban development and redevelopment areas.

A number of emerging problems and inconsistencies within the plan and its stated policies have hindered the plan's implementation:

1. The Comprehensive Plan does not represent a fully coordinated strategy for growth in Oldham County. Rather, it represents a compilation of historical data on various aspects of the county. Recommendations and proposals, which largely support continuation of past trends, are made.
2. Unexpected, dramatic residential growth in the 1970's and potential for a continuation of rapid growth make the planning and delivery of public services difficult in the short term and unpredictable over the long haul.
3. Planning is occurring at a number of levels--federal, state, county, and municipal--making coordination difficult and comprehensiveness unattainable.
4. The Plan, as such, represents a suburban development plan. It does not fully acknowledge the need for a rural development strategy as an integral part of the overall planning process.

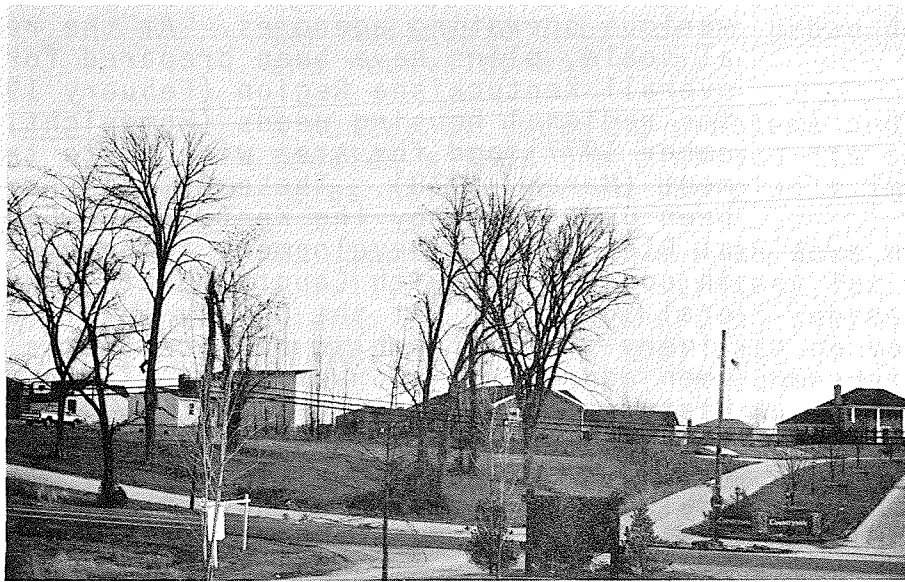
Although the county is currently attempting to carry out the policies and elements of the Comprehensive Plan through the zoning and subdivision regulations, as established in 1974, major shifts have occurred in the amount of growth that is now being planned for and how the planning effort is being carried out.

As evidenced by Oldham County's dramatic population increase since 1972, over 6000 additional residents were living in the County at the end of 1978 than were initially forecast by the plan. The response to this unexpected increase in residential activity in the County has resulted in the need to continually "catch up" to the growth. Without continuous comprehensive planning at the county level, the planning function shifted from a centralized activity to one which

has been conducted under the auspices of various operating agencies. At the regional scale, plans have been prepared for the overall Kentuckiana Region (February 1978), for regional housing needs (Homesight, December 1977) and for area wide waste treatment (March, 1978). These efforts have been undertaken by the Kentuckiana Regional Planning and Development Agency (KIPDA) in cooperation with County, State, and Federal agencies. At the County level, a delivery plan for public services has also been addressed. For example, within Water District No. 1, a 201 Facilities Plan for the ten year period, 1976-1986, was prepared. Based on an educational facilities needs analysis, a proposed expansion plan (recently updated in November of this year) is being carried out by the Oldham County School District.

These individual plans for public facilities such as waste-water treatment, water supply, and schools, have (and will have in the future) an impact on overall development patterns within Oldham County. While it can be said that the delivery of public services does not foster residential growth, the location, sizing, and timing of public facilities will, within their respective service areas, influence the rate at which subdivided land in Oldham County is built out. Conversely, the subdividing of land into developable lots without the ability to provide adequate public services can also be a problem. Coordination of the various planning activities, across a variety of functions and agencies is essential if growth is to be accommodated in an orderly fashion.

The Comprehensive Plan must also consider not only a means of planning for subdivision development--the construction of housing and services for new residents--but also for retention of Oldham County historic agricultural base. A rural development strategy, which is based on a policy of preserving and enhancing agricultural production as a valuable local resource, should be pursued.



LAND USE AND ZONING

After ten years of rapid development in Oldham County, the land use remains predominately agricultural and open. More intensive land uses are distributed in a lineal pattern, generally parallel to US I-71 in the southeast to northeast direction, and along the Ohio River at the western edge of the county. Commercial development is concentrated in a few centers with LaGrange providing the most complete range of services. Most industrial uses are located near LaGrange and Buckner.

EXISTING ZONING





EXISTING LAND USE	ACRES	
Agricultural/Open	103,700	Three major zoning designations, in roughly equal proportions, comprise nearly all of the land in Oldham County. The <u>Conservation</u> designation includes lands characterized by steep slope (20%+) or flood plain, and generally follows the drainage network. The Conservation District is intended to promote and protect significant natural features, wooded areas, water courses, existing and potential lake sites, other recreational and conservation resources, wildlife habitat, present and future water supplies, and to minimize erosion of soil, siltation and pollution of streams and lakes.
Residential	12,000	
Industrial	700	
Commercial	200	
Public	3,700	
TOTAL	120,300	The <u>Agricultural</u> designation includes most valley lands that are used or suitable for agriculture, with the exception of a large corridor designated residential. The Agricultural District is intended to (1) conserve agricultural lands for continued farm use, and (2) minimize urban-type development in rural areas until urban-type services and utilities can be efficiently provided.

(Source: PLUDAT, 1978)

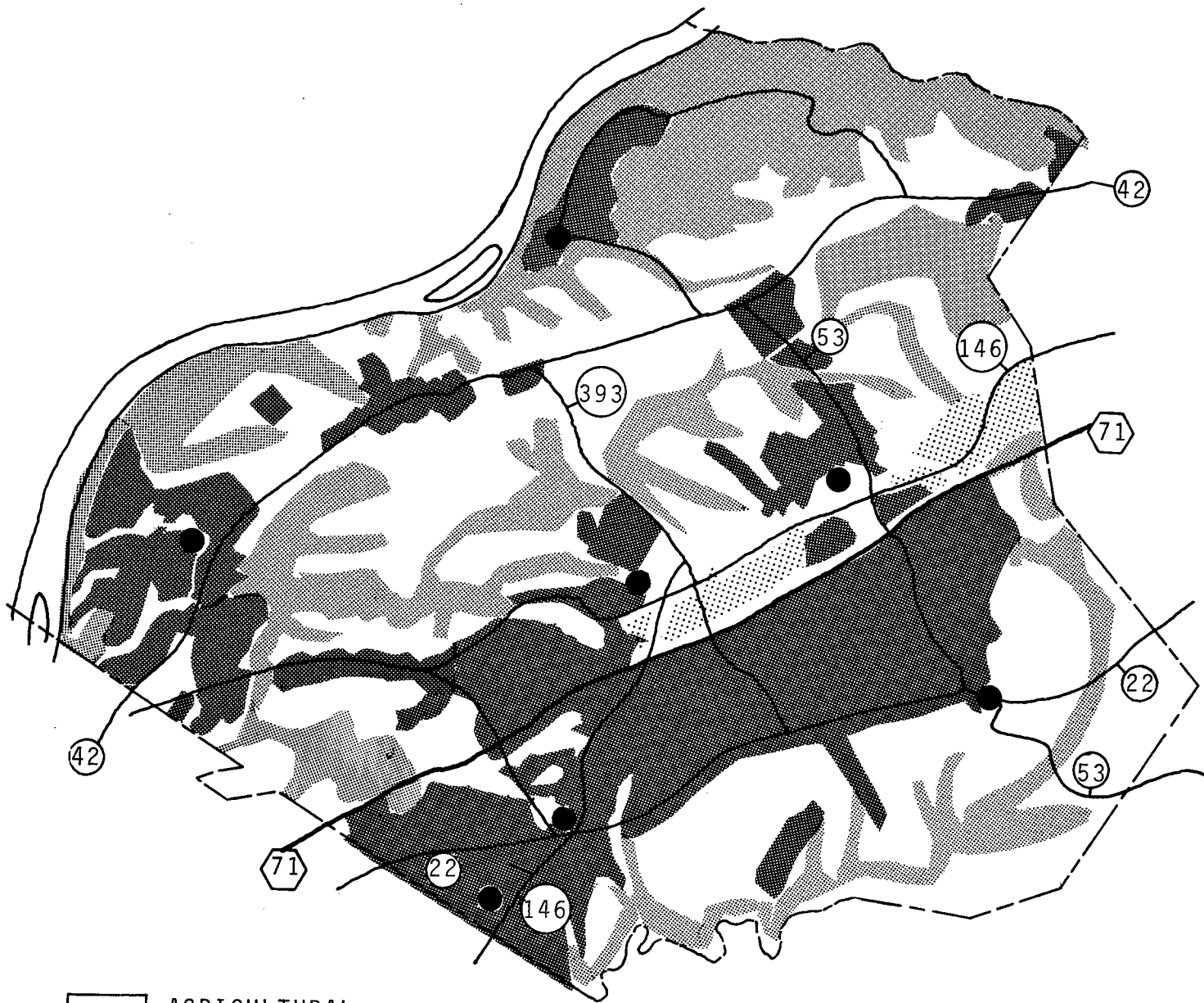
The Residential designations are concentrated in a southwest to northeast trending corridor that runs almost the whole width of the county as well as a sizeable designation along the Ohio River adjacent to Jefferson County. The purpose of the Residential Districts is to provide an area for residential uses and those public and semi-public uses normally considered an integral part of the residential neighborhood they serve.

Other zoning designations account for a very small part of the total land and are generally associated with existing development.



-  OPEN SPACE
-  RESIDENTIAL
-  PUBLIC/SEMI-PUBLIC
-  COMMERCIAL

EXISTING LAND USE



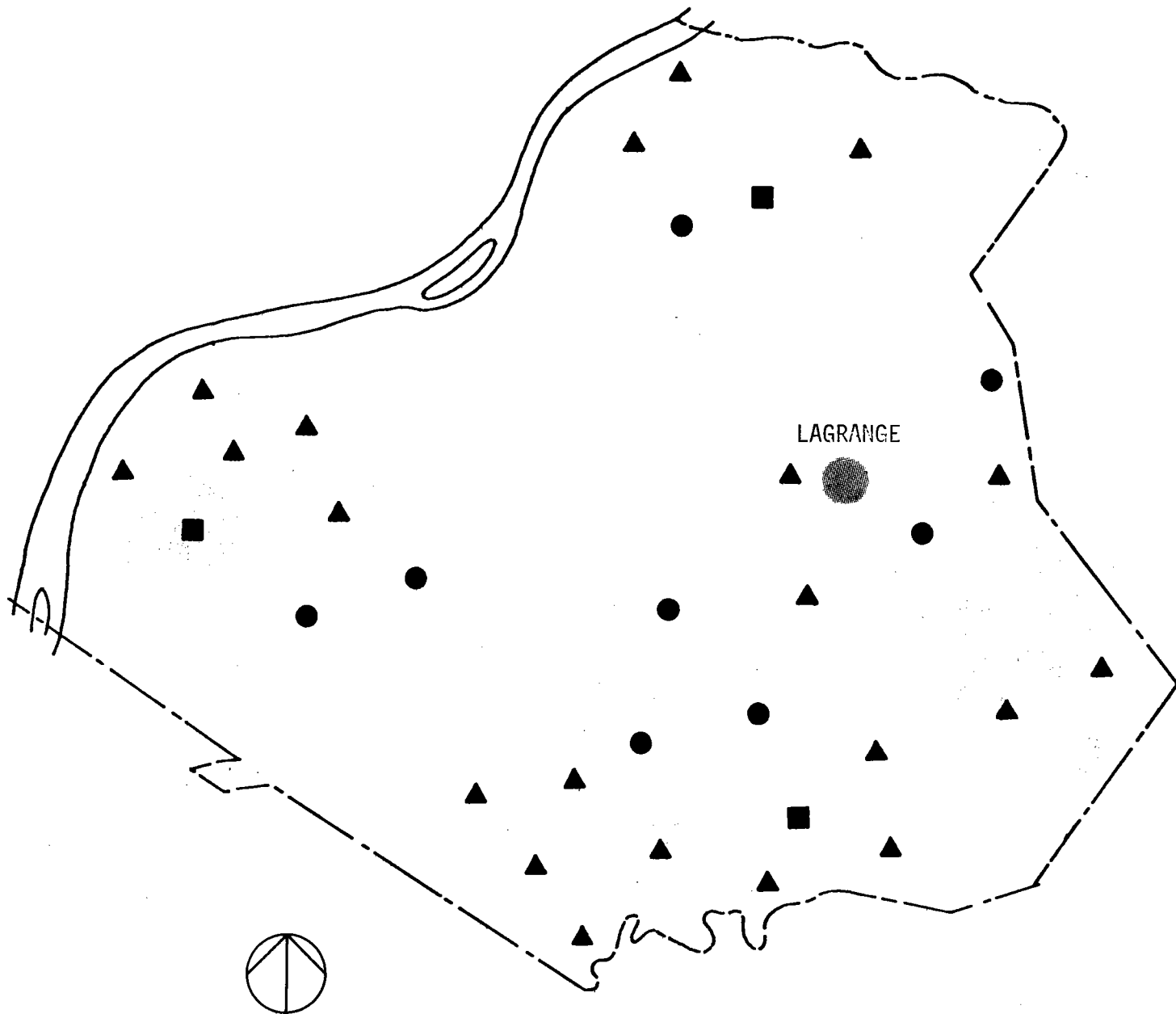
 -AGRICULTURAL

 -CONSERVATION

 -INDUSTRIAL

 -RESIDENTIAL

EXISTING ZONING



FARM SALES 1976-1977

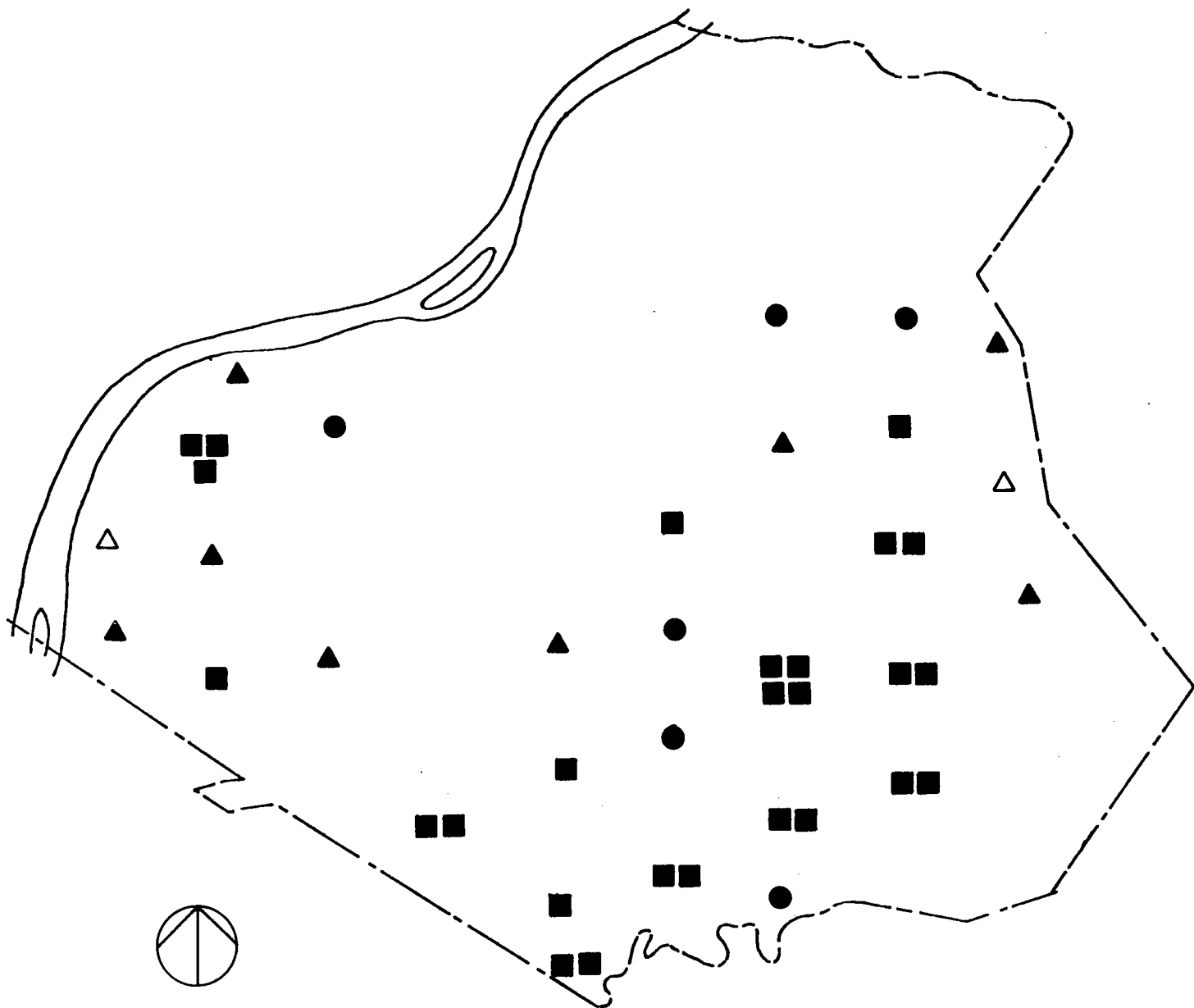
Zoning in Oldham County provides minimum standards for development. It is not, however, a policy guide for development. For example, the amount of land designated for residential uses far exceeds the amount of land necessary in the next twenty-five years. In fact, the residential categories if combined with the residential development permitted by non-residential categories could accommodate up to 350,000 people in Oldham County without a change in zoning. No one expects this level of development in Oldham County, nor could it happen with the current development process. The point of the statement is that, with respect to residential development, the zoning does not specify the location nor the magnitude of the development to occur in the county.

LAND USE CHANGE

Residential subdivision activity since 1968 has been considerable, with over 8,000 lots created. New construction, on the other hand, has been somewhat less considerable, probably no more than 3,000 housing units have been constructed since 1968. In the last eleven years residential subdivision has committed over 10,000 acres of agricultural and open land to residential development.

With few exceptions subdivision has occurred in those areas designated for residential in the Comprehensive Plan. The most significant subdivision areas are LaGrange, Centerfield, Pewee Valley, and Harmony Lakes/Village.

One indication of future change is found in records of farm land sales between June, 1976 and September, 1977. These records showed that there were 81 total transactions of farm land in Oldham County, which totaled over 9,500 acres, with a total value of over 12.5 Million. The average parcel sold was in excess of 110 acres, with an average cost per acre of \$1,327.00. Based upon a sample of these transactions, it appears that 45% of the sales, accounting for 39% of the land, were made to groups of individuals interested in the development or investment potential of the land. It appears that the rapid rate of real estate activity is likely to continue whether or not there is significant construction and population growth.



1-9 - △

10-49 - ▲

50-149 - ●

150-250 - ■

TOTAL-7752 LOTS

SUBDIVISION LOTS 1967-1978

DEVELOPMENT PROCESS

The land development process in Oldham County is in transition from informal procedures to more formal procedures. The Zoning Ordinance and subdivision Regulations provide minimum development standards, the Comprehensive Plan sets some over-all policy, and the official review process allows for public scrutiny. Improvements in the development process have come in the area of development standards, including roads and sewer. Little has been added that would assist in managing the amount and location of development.

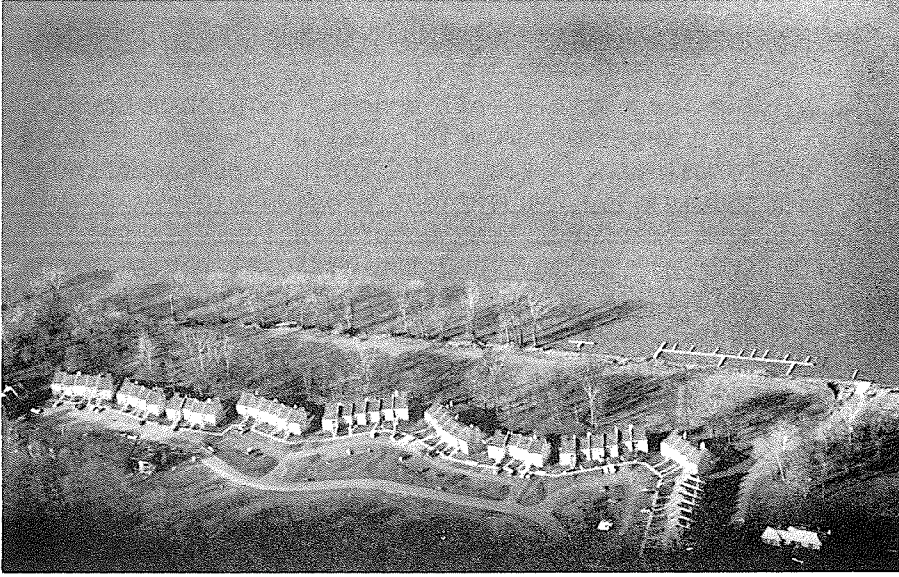
CURRENT SITUATION

Several factors emerge from an over-view of the current development situation in Oldham County.

1. Existing development is scattered and unsystematic.

Unnecessarily high expenditures of funds, both public and private, are required in order to provide services. Conflicts between agricultural and urban development are increased to the detriment of both, and, land is wastefully committed to development, making comprehensive land-use goals difficult to achieve.

2. Site improvements are of inconsistent quality, with few provisions for continued maintenance. Developments in rural areas are frequently served by sub-standard roads. Some drainage and sewer systems are improperly designed and prone to failure. Homeowners' associations, covenants and restrictions, and even incorporation may lack the financial and organizational capability to address the problem of maintaining and upgrading site improvements.
3. The large stock of vacant parcels is already available, and land investments are being made with development expectations. The timing of public services is difficult because the actual rate of home construction can be neither controlled nor accurately predicted. Premature commitment of land to development removes planning options and fosters land speculation. The local community loses its ability to direct and manage development.



ENVIRONMENTAL RESOURCES

Oldham County is blessed with an environmental diversity not found in neighboring counties. Its 18 miles of Ohio River frontage, deep aquifers, rich bottom land, steep cliffs, rolling pastures, hilly terrain, and forested stream valleys comprise a physiographic structure which is unequalled. Five basic categories of soil/geological/topographic associations are found throughout the county. They correspond to soil Conservation Service Classifications but are given general descriptive names here for ease of understanding. They include the following categories as shown on the accompanying map:

FLOOD PLAIN

Approximately 5,900 acres along the Ohio River is contained in the flood plain. Its best use is for field crops. This area is subject to flooding and presents great difficulties for non-farm use.

UPLAND MEADOW

Approximately 20,000 acres of the county are upland meadow consisting of level to sloping land on broad ridges and hillsides. This land is generally used for crops and pastures. The steep fringe areas of this category is mostly in hardwood forest. This category presents severe limitations to uses other than agricultural because of low sewage effluent capabilities, difficulties with basements and shallow depth to bedrock.

WOODLAND STREAM

This category comprises approximately 16,490 acres of broad ridge tops and shallow rocky soils on sloping and steep hillsides. Most of this area has been cleared and is used for crops and pasture. These lands generally have severe limitations for sewage effluent disposal and have moderate to severe limitations for streets on slopes.



-  FLOOD PLAIN
-  UPLAND MEADOW
-  UPLAND TERRACE
-  UPLAND
-  WOODLAND STREAM

PHYSIOGRAPHIC AREAS

UPLAND TERRACE

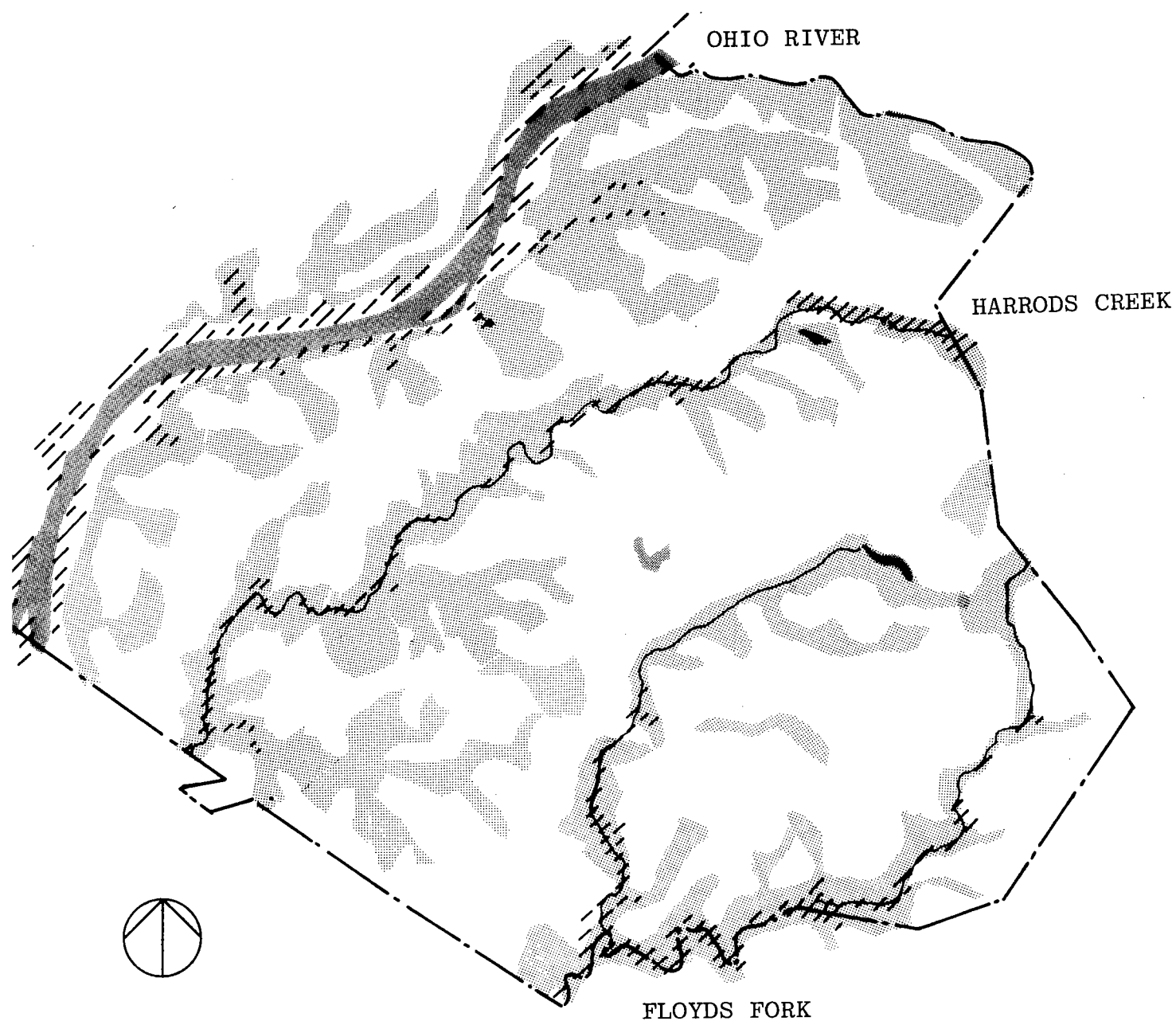
This category is comprised of approximately 48,280 acres and has nearly level to sloping soils on narrow ridge tops and sloping to steep soils on hillsides. The area of these soils has been generally cleared and is being used primarily for general agriculture. These soils have severe limitations for sewage effluent disposal and for basements. Limitations on other non-farm uses, such as streets, playgrounds are slight to moderate.

UPLAND

Approximately 27,085 acres of land are found on nearly level to sloping soils on broad ridge tops and sloping to steep rocky soils on hillsides. This area is used for general farming and beef and dairy cattle farms. Most of this area has productive agricultural soils with slight to moderate limitations on slopes less than 6%. Moderate to severe limitations are placed on residential, commercial and industrial uses on slopes between 6-12%.

As development has taken place, a number of issues are affecting the long term environmental quality of the county's natural resources:

1. Residential development is occurring in floodprone areas. The beauty of the land along the Ohio River has attracted multi-family and small lot residential uses oriented toward a recreational life style and boating opportunities.
2. Prime agricultural land is being taken out of crop production. This has been primarily confined to the bottom land along the river.
3. Soil erosion is occurring in new subdivisions. Where sites for residential development have been cleared and graded and not replanted, erosion has taken place.



LEGEND

FLOOD PLAIN*

STEEP SLOPE (20% or greater)

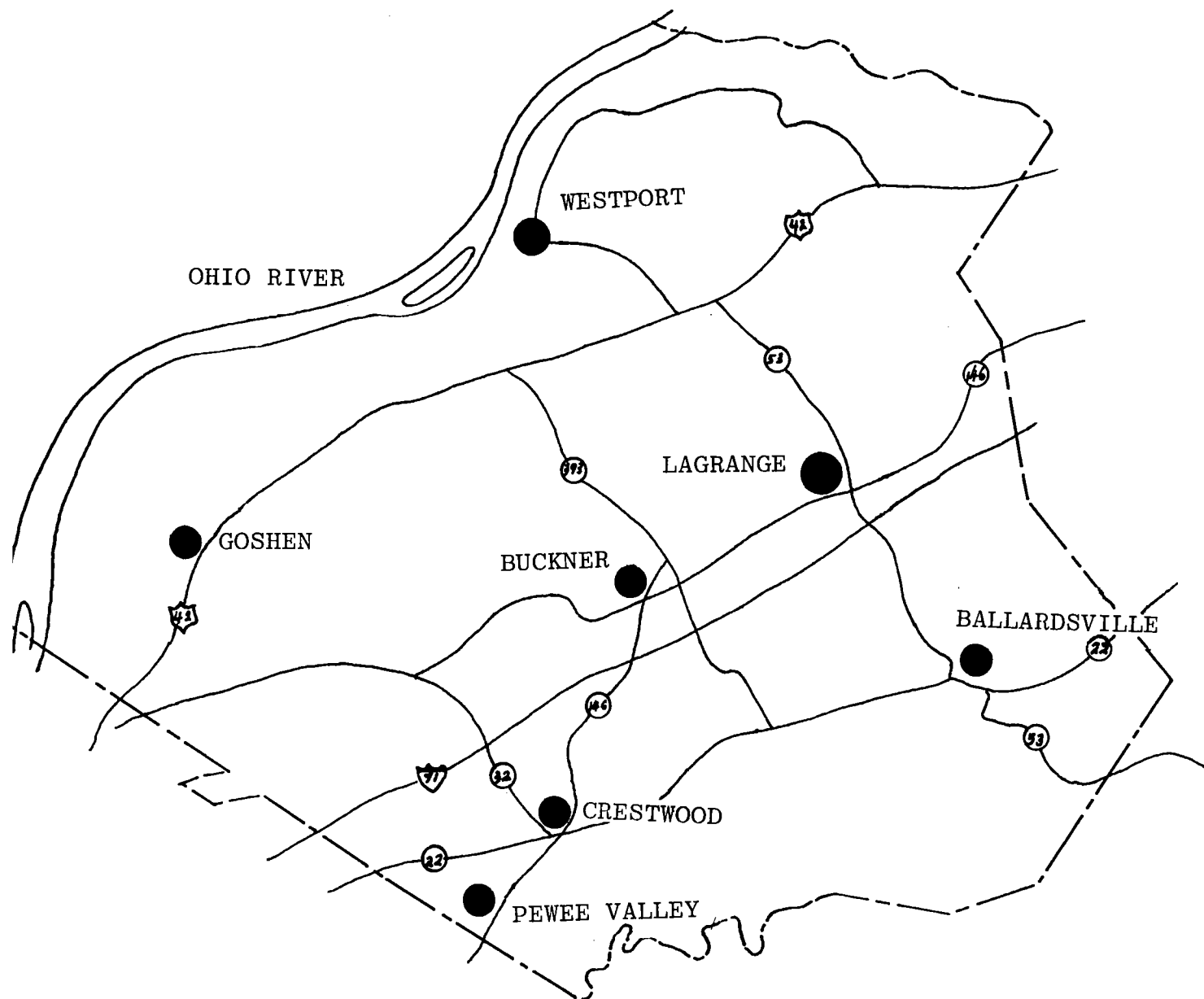
*areas mapped have a 1 in 100
chance of flooding in any one year

ENVIRONMENTALLY SENSITIVE AREAS

This has resulted in added siltation sedimentation and pollution in streams such as Harrods Creek and, of course ultimately the Ohio River. In some cases roadways and even outside plumbing are being undercut.

4. Failure of individual septic systems. Soils found in Oldham County are generally shallow, with bedrock (limestone foundation) close to the surface. Sewage effluent capabilities will vary with individual building lots, but evidence of system failures has been turning up.

Development in Oldham County, whether through the process of suburbanitation or the encouragement of agricultural growth, should be planned for and occur in harmony in to the existing natural environment. Public investments must be carefully evaluated to determine their ultimate impact, particularly the long-term negative results in the environment. Decisions must be made with the County's environmental resources in mind.



THE ECONOMIC BASE OF OLDHAM COUNTY

Oldham County has been rapidly integrated with the Kentuckiana region over the last decade. This has resulted in a shift from economic self-sufficiency based upon agricultural production to a dependency upon Jefferson County for employment and income opportunities. In 1970 42.7% of the Oldham County work force commuted to Jefferson County for employment. By 1978 this figure must have grown substantially higher, a conservative estimate would be in the order of 60.0%. Traffic flows in Oldham County (1977) on routes 71, 42 and 22 also reflect a pronounced dependence upon Jefferson County for employment and commercial activities.

The estimated labor force in 1978 of Oldham County was in the order of 7,000 people. The unemployment rate is low (3.0-4.0%) compared to the national average of 6.0% and participation rates for females are also quite low reflecting, in part, the large number of young children in the community.

Since 1960 wage labor in Oldham County based on agriculture has declined rapidly. Limited growth has occurred in the industrial sector, principally construction and light manufacturing, and increasingly in the commercial-service sector. At present there would appear to be only limited opportunities for further commercial-service development: This is principally because of the domination of the larger regional-type shopping centers on the eastern fringe of Jefferson County. This is likely to continue, particularly for the Pewee Valley and route 42 areas in Oldham County. For any substantial commercial growth in LaGrange a number of conditions would have to be met. First future housing subdivisions and population growth must be encouraged to concentrate around the city of LaGrange. It is only by increasing the immediate sales area and potential sales volume of LaGrange that larger and more specialized commercial activities could be established. This is vital if the county in general is to have a commercial, social and governmental focus separate from Jefferson County.

Second, serious attention should be given to a policy that would establish LaGrange as a priority development area. This would mean a conscious effort to provide large-scale sewerage, water and road facilities in LaGrange before other areas. As well planning for any future high schools should also seriously consider the possibility of locating within the city limits and close to the County court house. Schools have important community recreational facilities, such as swimming-pools, halls, gymnasiums and fields. These could easily be made the focus of local LaGrange social life, which would also feed into the development of a concentrated and larger shopping center.

There appears to be few opportunities at present for any large-scale industrial developments in Oldham County. A principal problem is the lack of adequate water resources for any substantial factory development. Related to that are the problems of adequate sewerage, roads and drainage. In essence the county is still primarily agricultural in terms of available industrial infrastructure. This is particularly apparent when compared to available sites in Jefferson County. Surveys of the availability of industrial land in Jefferson County point to a continued growth on the eastern fringe of that county. Thus there is a strong chance in the next decade that this growth process will spread into Oldham County.

An issue at present unresolved within the Oldham County community is whether or not low income housing ought to be allowed or even encouraged. There are two implications of a no-low income housing policy with respect to any policy of accelerated industrialization that should be acknowledged.

First, because of the relatively tight labor market in the Kentuckiana Region, any new industry that locates in Oldham County will have to attract labor from outside the region. The supply of adequate and appropriate housing in Oldham County is a crucial issue in this regard, particularly since Jefferson

County is experiencing extreme pressure on its existing housing stock. In essence attracting industry to Oldham County will require an expansion of low income housing for their workers.

Second, the demand for housing will also change, in particular, towards apartments and mobile homes. A strong preference has been expressed by the community for limiting the development of mobile home parks. Also existing sewer and zoning regulations preclude any significant increase in the number of apartment units in Oldham County. For either case there are significant infrastructure costs (providing adequate sewerage, water, roads and schools) that are inherent in providing housing and these will ultimately be borne by the county taxpayers.

Clearly industrial growth will mean significant costs to the county as well as being counter to the currently held notion of restricting the growth of low income housing. Only in the long-run (up to twenty years) is there any change of growth becoming self-sustaining and independent of Jefferson County.

OPEN SPACE AND RECREATION

A drive through Oldham County's rural countryside is a continuous panorama of pasture lands, wooded stream valleys, and gently rolling hills. One is struck by the seemingly endless amount of open space. A closer look reveals that the county's "open space" relies on privately held land - generally farm land or vacant land under subdivision - to create the widely held perception of the rural quality of Oldham County. In fact, the county has very little of what could be called public open space. Public "open space" can provide for a variety of purposes including:

1. Active Recreation
2. Scenic Value/Wilderness area
3. Utility purposes such as watershed, flood plain, wetland protection
4. Environmental Education, such as the University of Louisiana Bird and Wildlife Sanctuary.

In terms of recreation, existing school sites provide the bulk of playground, sports, and other built facilities. The county has recently completed a park at the Reformatory lake site which affords residents access to picnic areas and swimming.

RECOMMENDATIONS FOR OPEN SPACE AND RECREATION

Oldham County has available a number of potential options for increasing the amount of publicly owned or controlled open space to provide for a variety of residents' needs. We would recommend the following actions be pursued:

1. Active recreation facilities at the neighborhood level should be provided at the county's elementary schools. These locations generally have existing facilities and are readily accessible to existing residential concentrations.

2. The county should develop a recreational center which focuses on the Oldham County High and Middle School facilities in Buckner. This location would provide a central recreational/educational facility for the entire county.

3. The county should develop unique natural areas for environmental education and nature study. Potential locations include the Ohio River flood plain and Harrod's Creek.

4. Developers should be required to provide open space through park or conservation land dedication or contribute in lieu of taxes payments to support county acquisition of open space.



DESIGN & THE RURAL KENTUCKY AESTHETIC

A very important factor influencing the development of any planning and design guidelines is the aesthetic of the historic Kentucky town and village. Communities such as Bardstown, Lexington and Harrodsburg are outstanding examples of the Kentucky aesthetic, combining sensitive site planning, architecture and landscaping design. These communities have a special character and quality which should be applicable to contemporary development. The following elements are considered important and should be influential in the development of any guidelines.

Streets are clearly organized, either linearly along the contours of the land or a gridiron, which provides a clear sense of order. There is an order to the streets: Major streets are normally axial, having appropriately scaled landscaping and major community facilities such as churches, stores, meeting halls fronting them. Minor residential streets are treated more intimately, with natural landscaping or planting defining smaller, more intimately scaled spaces, and a more informal road alignment.

The architectural forms, colors, and materials are simple and limited, giving the whole community a unity frequently lacking in contemporary development. Community buildings are essentially similar to residential buildings in form, color and material and are distinguished usually by the addition of a special architectural feature: spire, cupola, dome, portico, porch.

Landscaping plays an important part of the Kentucky village experience. Not only does it define space, but it provides the color, texture, relief and accent to the simple, but elegant, austere architectural form of the old houses.

The basic elements of the aesthetic are white farm buildings with dark roofs set in a landscape of heavy trees and lawns. (Though some

of the more public buildings are made of brick and stone). In the Spring or Summer the color palette is one of white buildings in a field of green in or against lush foliage, all under a canopy of blue sky; of smooth building volumes contrasted against leafy trees and textured lawns. In the Fall, the landscape turns to bursts of gold and red against white buildings and the dark roofs stand out against the grey or high blue sky. The smooth, clear geometry of the buildings gleam against fields of dry, rust colored leaves. In the Winter, the color scheme is one of dark tree trunks and branches silhouetted against white buildings and a slate colored or bright blue sky.

It is an aesthetic that took years to develop, one that responds gracefully to the land, separate yet a part of the landscape, unassuming and at once dignified. Everything in fact that much of contemporary development is not.

It is precisely to this indigenous stock of building that Oldham County should turn for its inspiration rather than foreign imported styustic salads.

DESIGN GUIDELINES

PURPOSE

The purpose of the following is to recommend that planning and design guidelines for new residential development be considered by Oldham County. New neighborhood development guidelines are a means by which the County can communicate, its philosophy, standards and attitudes about new physical residential development, to the public, to finance sources, to involved planners and architects, and to interested builders and developers.

SCOPE & LIMITATION

The scope of any guidelines should generally apply to residential sectors of new development as well as the planning and design issues related to commercial institutional, and other uses. Residential guidelines should

focus on three aspects of that development: circulation, residential design, landscaping and community open space. Quantitative and qualitative guidelines are sometimes proposed for development at the scale of the Street, Neighborhood or Subdivision. Emphasis should be placed on identifying and modifying existing practices that lead to visual anarchy in order to implement community goals. Because the guidelines should be adaptable to a variety of conditions. They should be undertaken with generalized assumptions regarding site and market while responding to modified zoning and code conditions.

USES OF GUIDELINES

Guidelines are useful in several ways. (1) They identify the issues, principles and values that should guide physical development, (2) they provide the community with a means for reviewing and positively affecting the work of consultants as well as builders, (3) they provide the means for maintaining design excellence over a long period, (4) they provide a resource from which deed restrictions and covenants may be extracted and zoning ordinances revised, (5) they provide a vehicle for communicating community development standards to builders and architects.

The following is a samplar of some, but clearly not all, of the types and kinds of design guidelines that could speak to some of the issues about which concern should be generated.

BASIC TIPS FOR CLIMATE MODIFICATION

To make it warmer:

- Maximum solar exposure
- Paved areas, rock or masonry surfaces, south slopes for increased absorption of radiation
- Structural or plant "ceilings" to reflect back outgoing radiation at night
- Sun pockets
- Wind breaks and cold air diverters

To make it cooler:

- Shade trees and vines
- Overhangs, awnings, canopies (cooler in day time, warmer at night)
- Planted ground covers
- Pruning of lower growth for increased air circulation
- Evaporative cooling (sprinklers, pools, ponds and lakes).

To make it less windy:

- Wind breaks, baffles, diverters (plant material and structures)
- Berms, landform
- Semi-enclosed outdoor living areas

To make it breezier:

- Pruning of low branches of trees
- Minimum low plant growth
- Creation of breeze ways (structural and planted)

To make it more humid:

- Overhead planting (slows evaporation and adds transpiration)
- Low windbreaks
- Planted ground covers
- Pools, cascades, sprinklers

To make it dryer:

- Maximum solar exposure
- Maximum ventilation
- Efficient drainage system
- Paved ground surfaces

TEMPERATURE ZONE

In this zone locations on slopes must consider both over and under heated periods of the year. Desirable slop exposure should be further east of south. The upper portions of slopes that still provide winter wind protection are most advantageous. Also, consideration must be given to utilization of cooling summer breezes which do not normally cross a site in the same direction as winter winds.

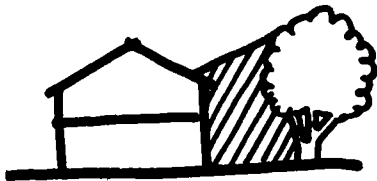
Objectives:

Maximize the warming effect of solar radiation in winter months and maximize shade in the summer months.

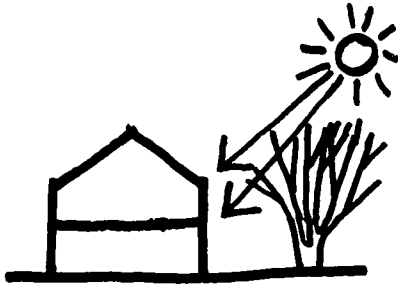
- Utilize deciduous trees for summer shade and winter warmth
- Orient active living spaces to the south for winter warmth
- Design building overhangs to shield the high summer sun and expose the area to the lower winter sun.

Reduce the impact of winter winds but maximize summer breezes.

- Steeply pitched roofs on the windward side deflect wind and reduce the roof area effected by the winds
- Blank walls, garages, or storage uses on north exposures
- Protect north entrances with earth mounds, evergreens, and walls or fences
- Allow for natural ventilation with prevailing summer breezes

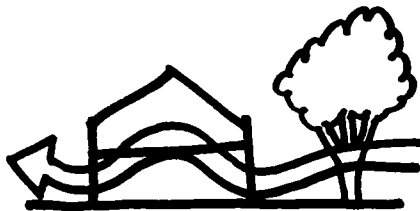


Often by cutting down on one climatic force while leaving another unaffected, the net effect will be the enhancement of the apparent impact of one specific climatic force. For instance, providing shade, while not controlling the wind, will cool an area considerably. Controlling the wind while not blocking or limiting the sun's rays will give a much warmer area.

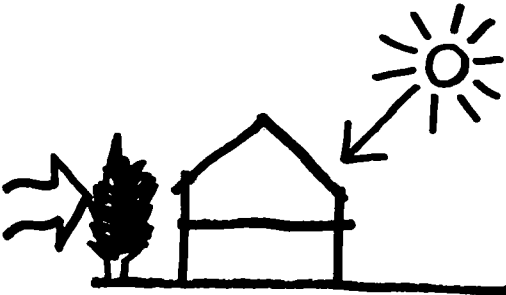


BUILDING SITING AND ORIENTATION

It is not difficult to orient a single building on a specific site to maximize energy conservation, as well as solar energy utilization. It is more difficult to orient entire groups or clusters of houses on a site to provide maximum energy conservation and at the same time provide necessary utilities, services, and roads in the most efficient and economical manner.



The following examples will illustrate some basic considerations for siting a single unit in various climatic zones and then the best arrangement for groups or clusters.



RESIDENTIAL DESIGN - HOUSE FORM

The character of a community is largely expressed by the form and character of the houses, which taken collectively are the largest form element in new developments after the land itself.

House forms should reflect the area and market for which they are intended. Climate, terrain, local building materials and methods, historical continuity are area factors which should influence the shaping of building.

Considerations of the Kentucky climate and historic building tradition should guide new development.

Continuity and uniformity of house forms are the major potentials unique to community building and should be a first priority.

MASSING

The massing or bulk of houses in relation to the site and surrounding space is a major consideration in establishing the character of a community. It is characteristic of rural, village type developments that building masses are small in relationship to the surrounding landscape. By carefully relating bulk to land and bulk to bulk, considering view corridors, it is possible to create communities that have much of the quality of rural, village communities.

RESIDENTIAL DESIGN - COLOR - MATERIALS

Color is one of the most important means for unifying a group of buildings.

A basic color concept for new development can be derived from observing the much admired Kentucky villages:

Buildings are white with dark or metal pitched roofs. Deciduous trees and green lawns provide accent colors spring, summer and fall. The dark silhouette of winter trees against a landscape of grey sky provides visual interest and drama.

- The majority of buildings should have white walls and dark pitched roofs.
- Flowering deciduous trees should be planted to provide color and texture. Trees with

Landscaping between buildings can reinforce the sense of enclosure and enhance the effect of the cluster.

The height of the architectural elements framing a cluster space should be in scale with the space, so the enclosed quality is not lost.

Scenographic clustering should guide the site-planning of attached and multiple housing (town-houses, multi-family attached, etc.) Scenographic clustering is a technique for alleviating the problem of scale and monotony inherent in long rows of attached housing or large apartment buildings, through the push-pull of architectural volumes.

Scenographic clustering is effective when similar units are manipulated in a rhythmical manner to create pockets of space or to enclose space.

When there is extensive variety in the siting and massing of buildings, variety in the smaller housing elements should be curtailed or minimized.

RESIDENTIAL DESIGN - LANDSCAPING

Landscaping is the most important single element for enhancing and unifying new residential developments. Because good landscaping requires time, development should always conserve the native vegetation as much as possible through careful site planning. Landscaping should be natural and informal in residential areas; formal, symmetric designs should be discouraged. Ground surface such as artificial grass, colored gravel, concrete should not be allowed. New planting should not be placed to detract from a sense of visual and spatial openness in the single family detached housing developments.

Detached house landscaping recommendations:

- Residential landscaping in wooded areas should preserve the existing landscape.
- Trees 4" or more in caliper should not be cut down.
- Tree clearance on lots should be limited to the area for the house, driveway and patio.
- The planting of accent trees in cleared areas should be encouraged. Trees should be selected for coloring effects, for summer shade, and for allowing sunlight in the winter months.
- Additional landscaping should be of indigenous material and located to blend in with the existing landscape.

In sparsely wooded or open sites, new specimen trees should be planted which will grow rapidly and which will be visually compatible with the overall community landscape and provide color. New planting should be of native varieties and deciduous. Trees should be planted in groups to create a more effective mass.

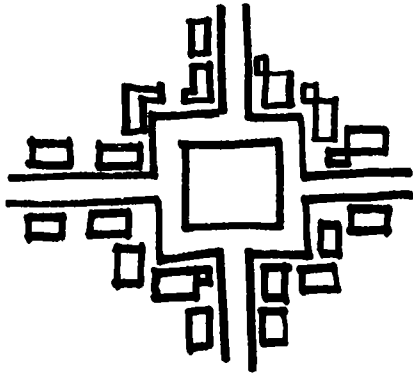
- Occasional large mature trees should be planted to give a development a more finished appearance.
- Where houses are widely spread in new developments, the initial landscaping should be kept close to the house and then gradually extended outward. Spreading the limited landscape material will produce a thin barren look; concentrating the landscape elements produces greater visual impact.

- readily recognizable leafless silhouettes like Birch, Maple, Ash, Oak, Etc., should be planted.
- Siding, particularly horizontal wood dropped siding, is an appropriate building material. Siding provides a texture that gives residential buildings an intermediate scale between the scale of the building shape and the scale of the building detail (knobs, reveals, etc.). Pseudo materials should not be used.
 - Houses should have only one wall material (trim material excepted). Exemplified by the indigenous Kentucky farm house, the visual impact of a whole development built of one dominant wall material in the same basic color scheme is a satisfying experience well worth repeating. Combinations of materials, in the hands of highly skilled architects can yield highly rewarding results; however, at a subdivision scale, it more often than not cheapens the visual quality of the whole community.

RESIDENTIAL DESIGN HOUSE GROUPING COMPOSITION TECHNIQUES

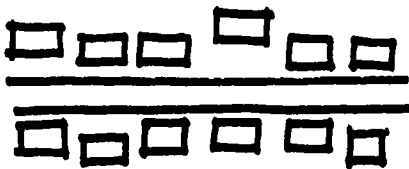
Houses should be composed, i.e. related to one another according to two general principles.

Linear Form
Cluster Form



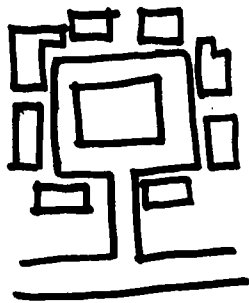
Linear form is based upon composing a housing pattern in reference to a line which is normally the street. The types and uses of linear compositions are:

- Axial-houses are arranged to reinforce a formal road pattern.
- Rhythmic-houses are rhythmically arranged around a line to create interesting pockets of space. This organization is suited for single family detached houses on varying terrain and is more informal in nature.

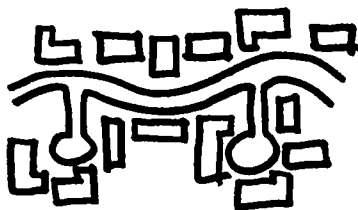


Clustering is based upon composing houses in relation to one another to enclose or define a space. The types and uses of cluster form are:

- Formal: Houses are grouped in a specific geometric pattern such as the square, the circle (cul-de-sac). This type of composition is suited for relatively flat land and for single family, attached or multiple units.
- Scenographic: Houses are joined to create loosely defined spaces, usually in accordance with the shape of the land or in accordance with the site planner's design intention. Long rows of houses can be effectively handled by scenographic composition.



In the formal clustering of buildings, the houses should be grouped in a basic geometric plan arrangement; square, circle, rectangle, trapezoid, oval. The houses should be similar in the shape of the roof line, materials and massing. If the space between buildings is too large, the desired spatial and visual advantages of clustering will be lost.



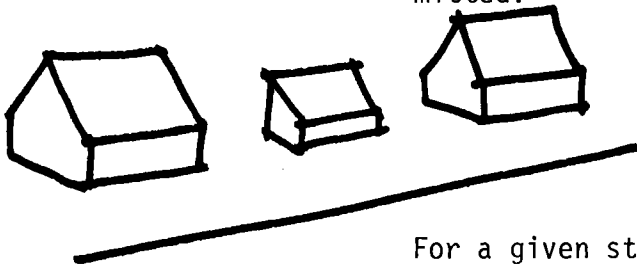
Generally, if the space between houses when viewed (frontally or obliquely) is greater than the width of the house viewed frontally or obliquely, the sense of enclosure will be lost.

RESIDENTIAL DESIGN - HOUSE FORM - MASSING

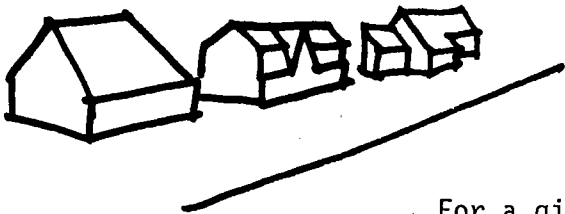
In a given defined area of development, buildings should have similar mass and shapes.



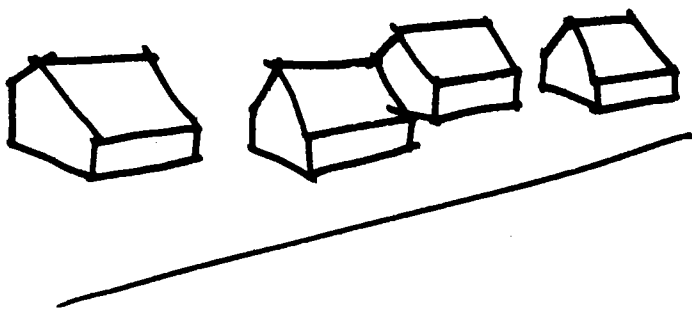
For a given street or cluster, houses with similar form but dissimilar scale should not be permitted.

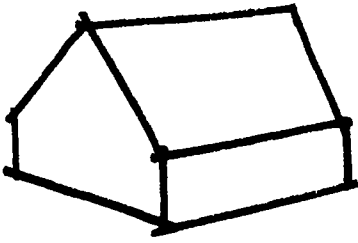


For a given street or cluster, houses with similar scale but dissimilar form should not be permitted.



For a given street or cluster, varying the rhythm of the house placement should be considered as a means for creating interest and variety.



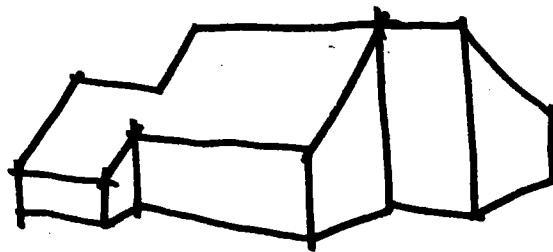
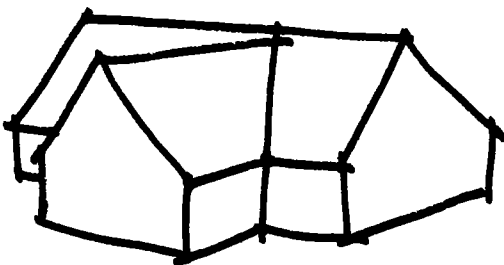
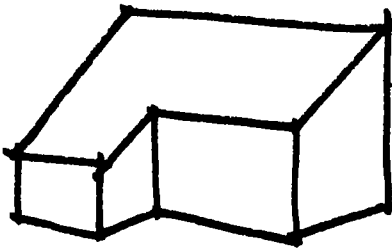
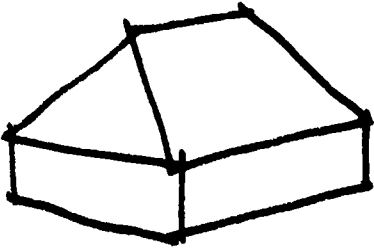


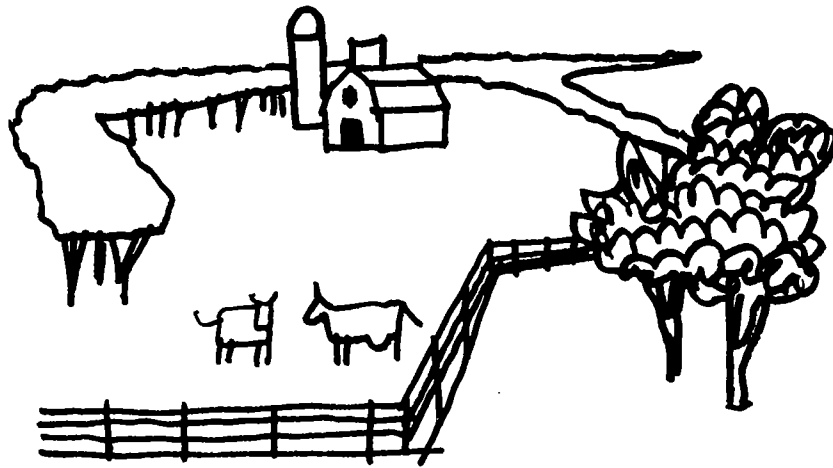
RESIDENTIAL DESIGN - HOUSE FORM - ROOF SHAPE

The shape of the roof is important in establishing the visual image and quality of a community. The choice of roof shape should also reflect a response to functional and physical needs such as climate, construction. The acceptable types of roof shapes should be limited to establish a more ordered development.

General criteria for the design of roofs are as follows:

- Residences should be designed with pitched roofs and appurtenant structures should have roofs similar to the main building. Acceptable roof shapes are illustrated.
- Ridges should parallel the long axis.
- Pitched roofs should generally have a dominant axis. Intersecting pitched roofs should be subordinate.
- Combinations with shed roofs are acceptable provided the pitch is the same.





THE FEELING OF RURAL LAND

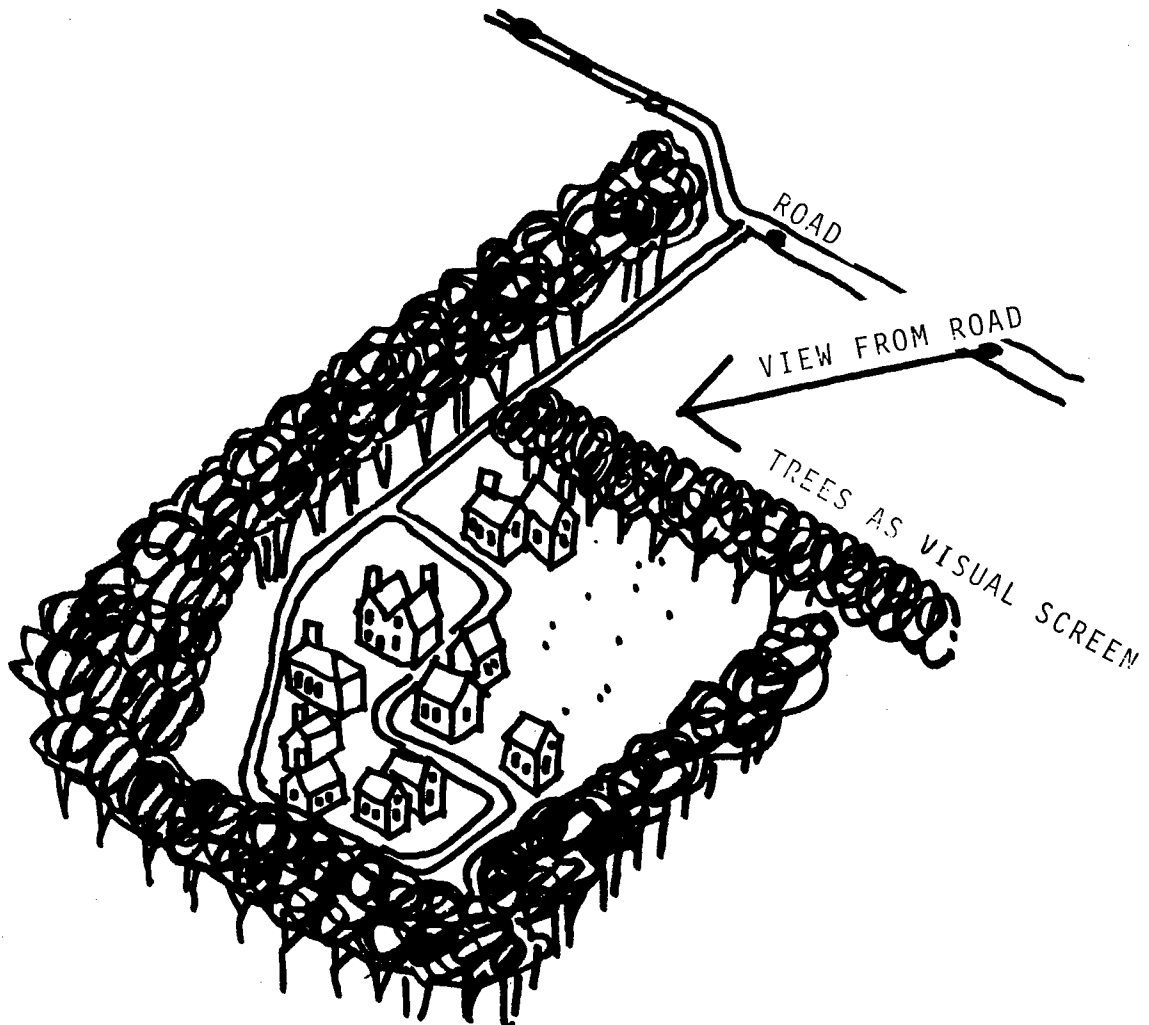


VILLAGE SCALE & NEIGHBORHOOD ASSOCIATIONS

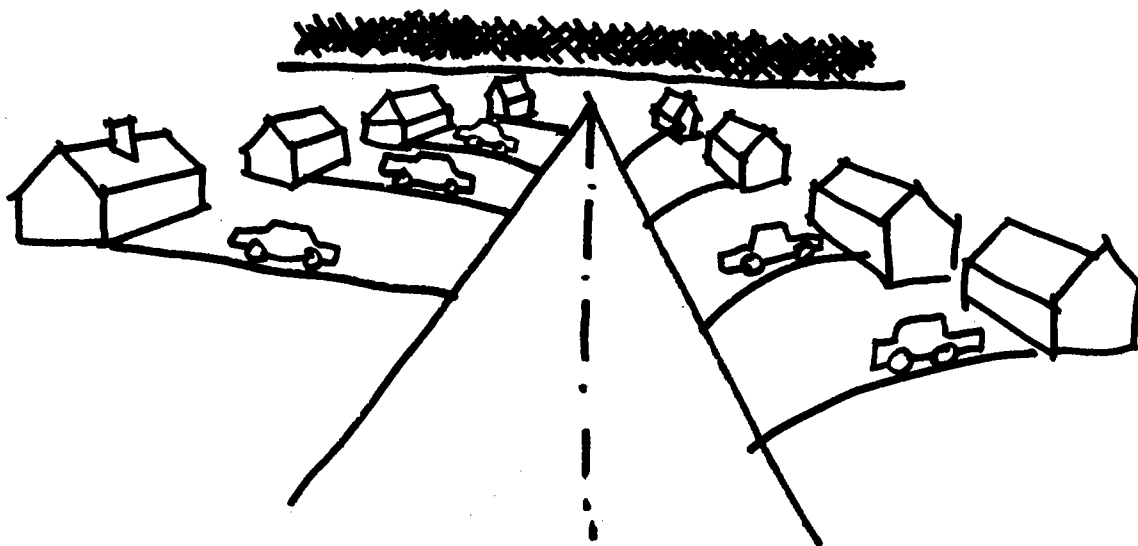
THE DESIRED REALITY

PROTECTING THE RURAL IMAGE

To retain a more rural character, houses should not be built facing main roads. Instead, they should be screened from the traffic, and should be clustered, encouraging "village" character and qualities in new residential development.



Single residential development shall be a minimum of 200 feet from the public road except where vegetation and/or screening is introduced to enhance the rural character. Where screening is provided a minimum distance of 100 feet is required.

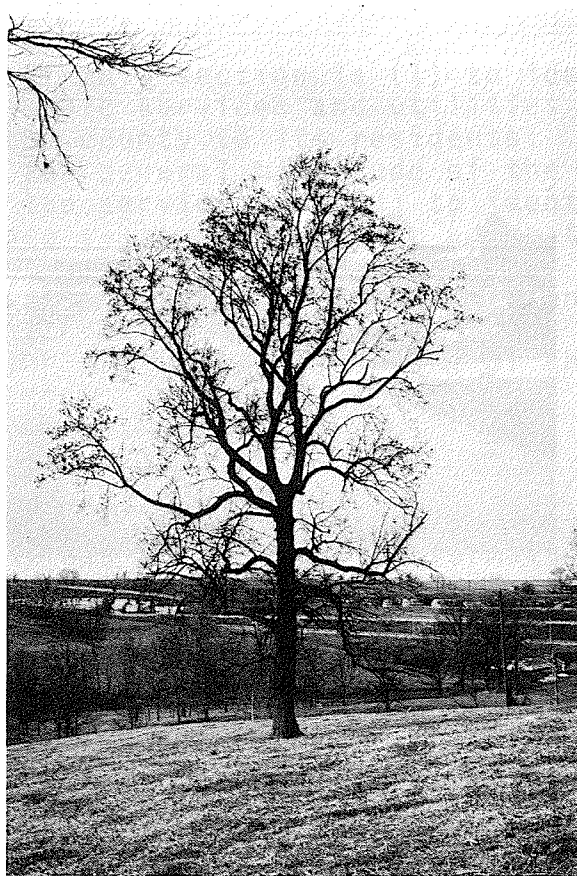


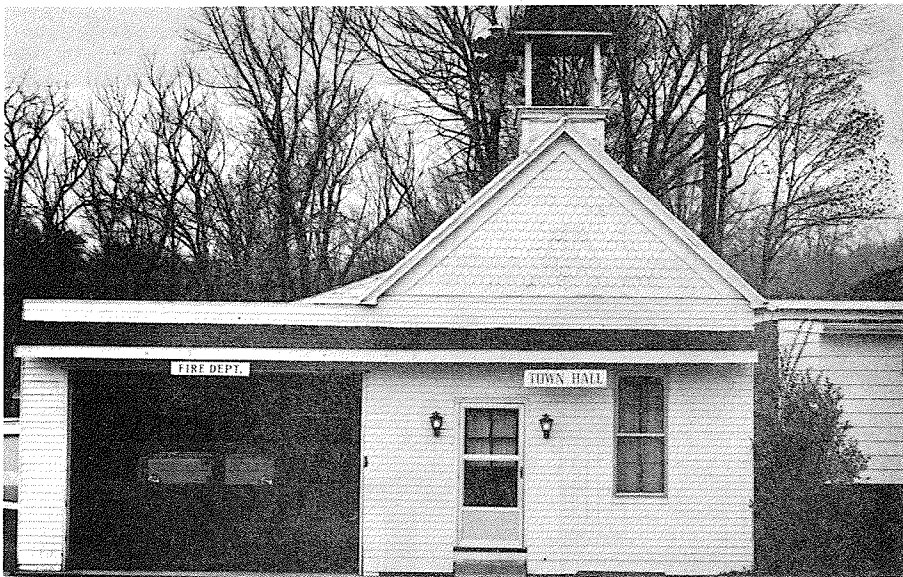
LOSS OF NEIGHBORLY ASSOCIATIONS



EXISTING STRIP DEVELOPMENT

VISUAL ANARCHY





PUBLIC SERVICES / UTILITIES

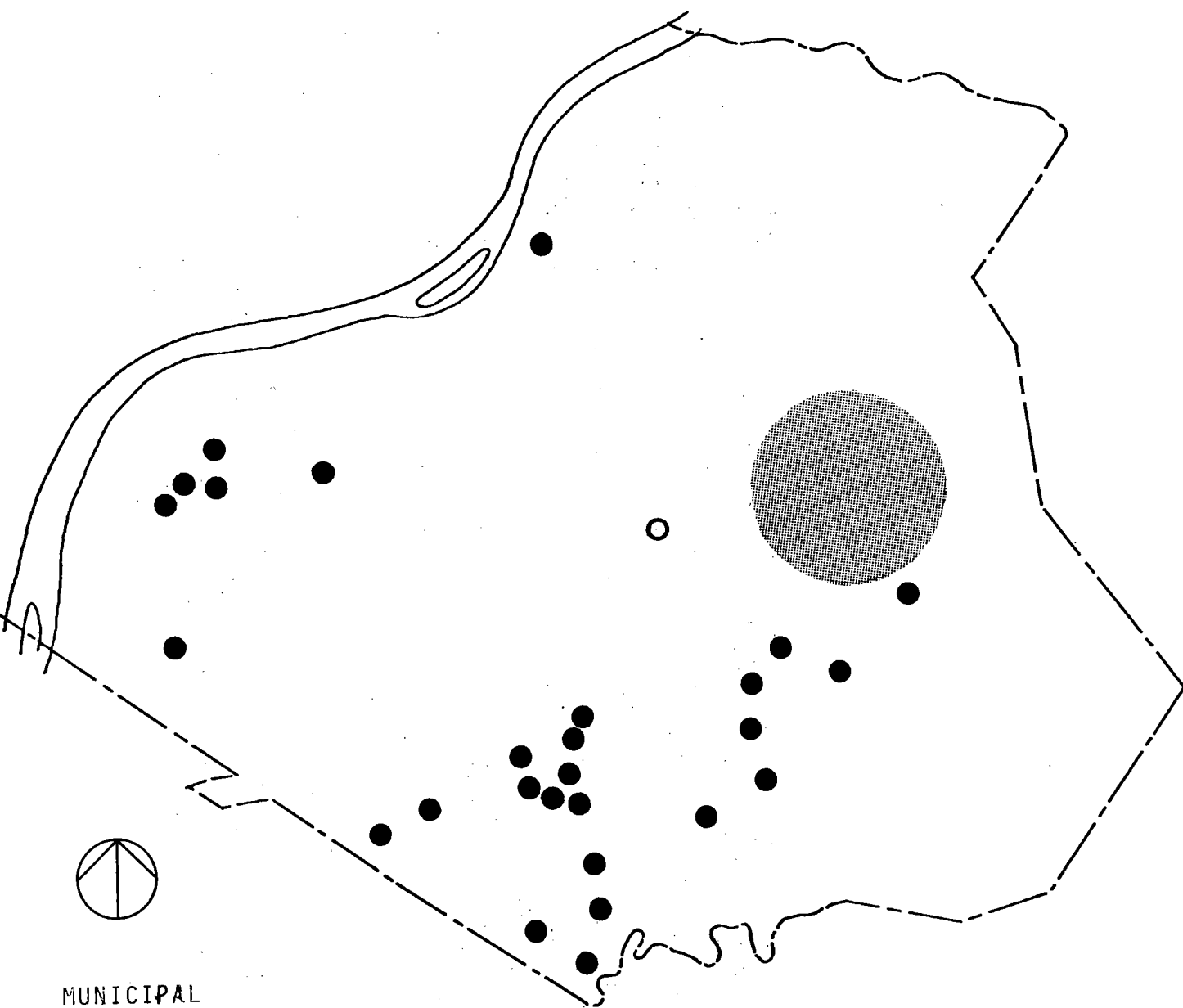
The purpose of this section is (1) to identify those public services and utilities offered by the county to its residents; (2) to find the general magnitude of the delivery of the service and; (3) to identify where those systems are either adequately serving the county or not adequately serving the county. Finally this section will offer alternatives to upgrade those services which are required as part of any developing area.

SANITARY SEWER

Oldham County has no county wide formal sanitary sewer or waste water treatment programs. The treatment of waste water is either handled on a individual lot or subdivision basis or in one case has been taken over by a commission.

Sewer treatment has historically been handled through the consumers application to the health board for a successful percolation test for construction of a system of drainage fields to be built on the owners property.

The city of LaGrange has developed and operates the local water and sewage commission. This commission handles both the delivery of water and the treatment of sewage. The developments occurring within LaGrange are required to hook-up to the sewage treatment facility. The commission operates a sewer treatment plant which provides for primary and secondary treatment with a capacity 442,000 gallons per day serving a maximum population of 6,000 at approximately 45 to 50 percent capacity. The commission operates on a very sound financial basis relying on its income from user charges for water and sewer services as its



MUNICIPAL

■ - LaGrange Sewer and Water Commission District

STATE OWNED

○ - State Reformatory Reservation

PRIVATELY OWNED

● - Individual Subdivisions, Separately Maintained.

SEWER SERVICES

sole means of income. At present the system is capable of supporting revenue bonds for the construction of any new facilities in the order of \$400,000 without any additional increase in rates.

All other developments throughout the county rely on individual private field systems or private package treatment plant systems. These are owned and operated by either the developer, an operator appointed by the developer or the owner. The location of the sewer service facility sites are noted on the following figure.

PROBLEM IDENTIFICATION

The delivery of adequate sewer treatment facilities to developing areas is one of the critical aspects of any utility system. Reliance on the construction of private package sewer treatment plants as a development requirement is acceptable when there are sufficient controls to monitor the adequacy of the system. Presently the county has no requirements other than those set down by the state. While the county will encourage the use of secondary package treatment plants, developments are committed to each property subject to an adequate percolation test and may have its own individual drainage field. This causes severe problems to the ecology of the area. The present response relies upon state or local engineers issuing permits for systems to be built. The impact of these systems providing sewer treatment facilities to the county jeopardize the entire water conservation and delivery program within the county.

The local water table and soils are unable to absorb the impact of the individual systems. The costs of maintenance of the private package treatment plants systems unless adequately built and adequately monitored become exorbitant.

RECOMMENDED SOLUTIONS

1. Require all new subdivisions or a family house construction to hook into a larger treatment system.

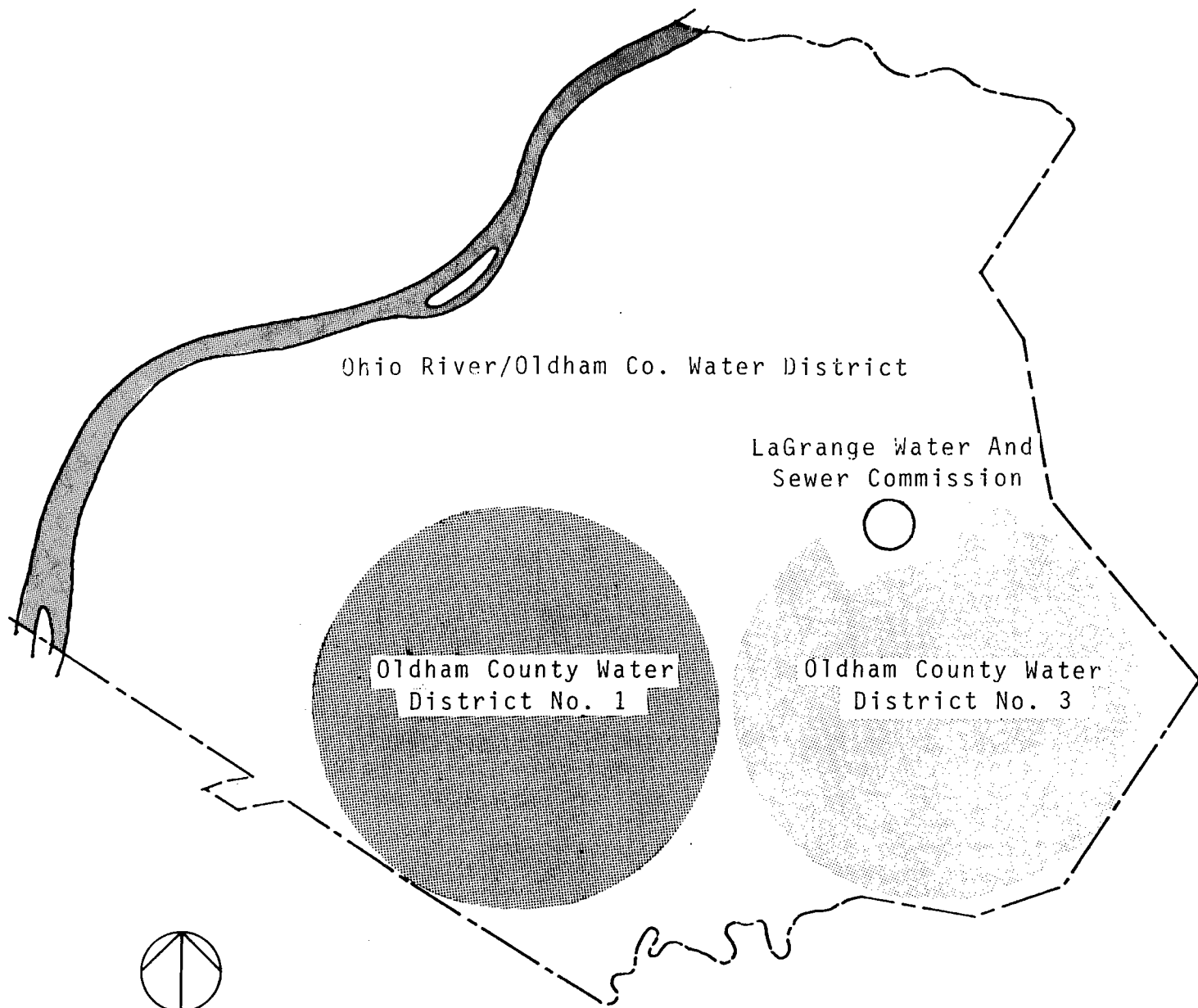
2. Increase the minimum lot size for those lots requesting individual on site sewer treatment (possibly one acre minimum).
3. Require an application fee of a sufficient amount to engage adequate engineering staff to monitor construction of the facilities. Require each development project to set a waste water management plan for any developments in excess of five units.
4. Provide for a county wide sewer commission to accept the maintenance and operation of package treatment plants in projects built or to be built. Structures in each of these sewer treatment facilities will be initially based on direct project cost with an alternative commission with bonding capacity to make sewer charges more uniform.

WATER

Water service to Oldham County is provided by three separate water districts. They are: The Oldham County Water District No. 1 which serves the Pewee Valley, Crestwood and Lake Louisvilla area and environs. It acquires its water from the Louisville Water Company; the area north and east of Pewee Valley and south of LaGrange is served by the Oldham County Water District No. 3. The Ohio River/Oldham County Water District is the third major provider. It serves the residents of LaGrange thru its water and sewer commission. This same district is responsible for serving the remainder of the county north of I-71.

PROVISION FOR WATER

While no mandatory procedures for delivery of water to developments exist in the county, custom indicates that water is provided upon application to the district in which the development activity is to take place. The system of provision for water in any development is based upon designs supplied by a developer. Subsurface water availability is critical in that surface water is not clean enough to meet consumption



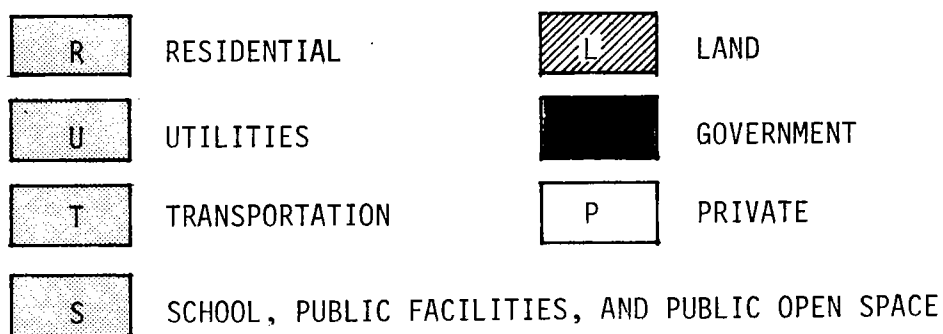
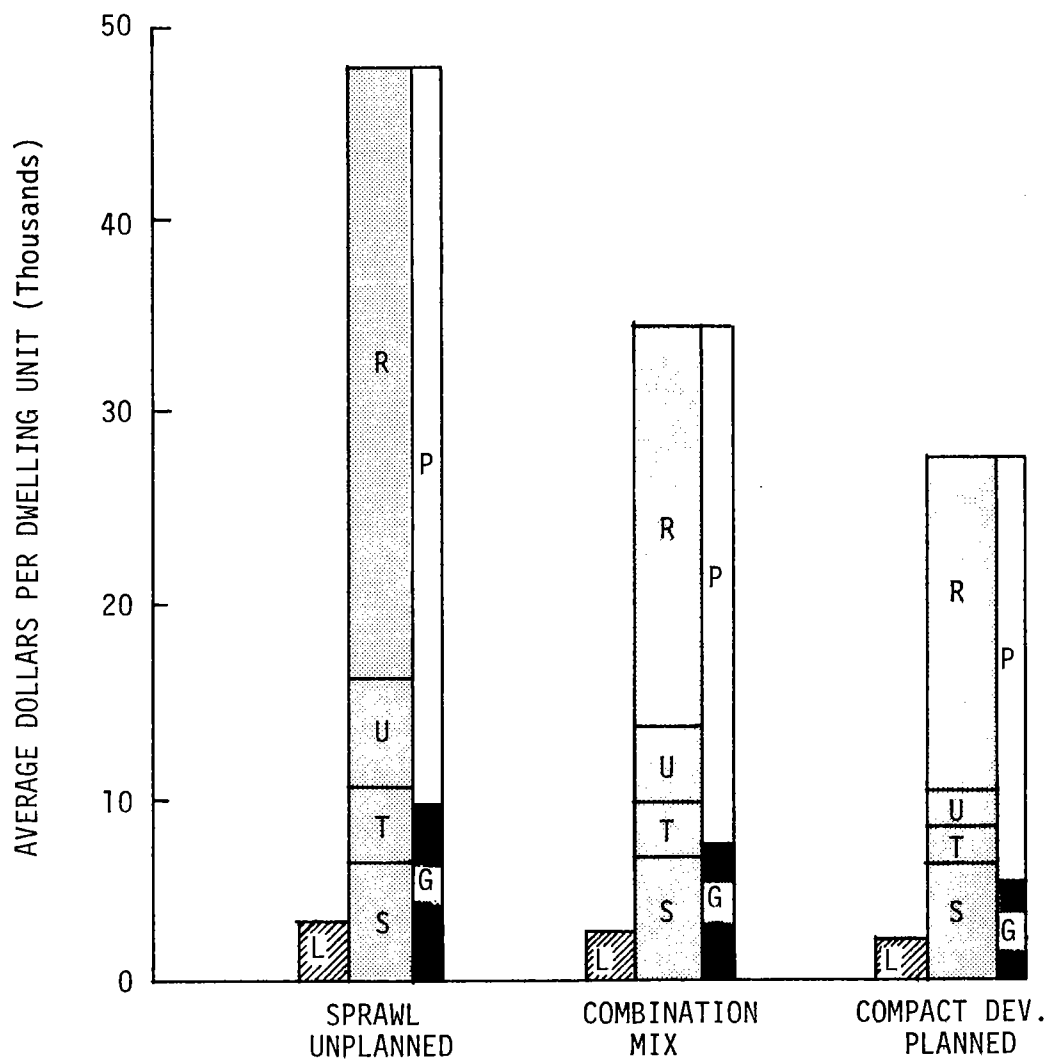
Ohio River/Oldham Co. Water District

LaGrange Water And
Sewer Commission

Oldham County Water
District No. 1

Oldham County Water
District No. 3

WATER SERVICE DISTRICTS



SUBURBAN COMMUNITY COST COMPARISON

CAPITAL COSTS*

(cost of sprawl)

standards. The aquifers that are tapped for the major water suppliers are located under the Ohio River and the source of water underlying the county is more often than not located below a substantial rock ledge.

Except for the areas included in the city limits of LaGrange, the county looks to the developer to work out the delivery of water within his development. The cost of providing the water system is borne by the development.

Because of a very high water table, the inadequate original design of the initial distribution system, plus the increasing demand due to development, The Ohio River/Oldham County Water District is presently constructing three additional wells within its service area. It will connect these wells with the existing system by looping new distribution lines.

RECOMMENDED SOLUTIONS

Water and sewer are the two prime utilities necessary for any on-going development activity. Because of this the following recommendations are suggested to improve the delivery of water to the residents of the county:

1. Complete the new system of additional wells in the Ohio River/Oldham County Water District and complete the system with loop main service lines.
2. Standardize the systems for installation of service lines providing sizing of system to meet needs of projective growth.
3. Require that all new construction tie into existing or expanded service system.
4. Investigate methods of improving water quality in areas that run off and provide storage areas for surface water that can be used to augment the existing well system.

ROADS

Roads in Oldham County fall into three

jurisdictions. These classifications are:

FEDERAL HIGHWAY

Interstate 71 and US 42. These two highways are funded under Federal appropriations for maintenance, and transverse the length of the county from northeast to southwest and run parallel approximately four miles apart.

STATE HIGHWAY

There are two major state highways in the county that also run parallel to the interstate, State Route 146 and State Route 22. These roads are maintained with state funds. They connect the major development centers and city (LaGrange) in the county.

COUNTY ROAD

The county road program in Oldham County and the remaining public roads provide the basic link between areas of development and the state or federal highways. The county roads are maintained with county funds. These funds form the major portion of the annual county budget, and are administered on a magisterial district basis. The ability to maintain these roads and/or to upgrade them as developments are built, are a critical issue of the county.

A fourth class of road also exists in Oldham County. These are private roads within subdivisions. They are owned and maintained with private funds from the project.

A number of roads in the county serve existing developments and are not paved. The streets within the area of LaGrange basically form an urban grid pattern with additional streets that radiate from the center.

The Kentucky Department of Highways classifies all highways in the County on the basis of the function played by each highway. They are classified as Interstate, State Primary, State Secondary, Rural Secondary, Unclassified Roads and State Institutional. The interstate roads are designed to provide rapid travel for long distances, either

within a state or between states; the primary system is comprised of selected rural and urban routes that serve traffic other than that of local origin or destination; the secondary system is designed to satisfy local needs and to provide for inter-community service; and the rural secondary system is designed to generally serve local land access in the rural areas of the County.

Traffic problems are experienced in the city of LaGrange during peak periods of the day and at rush hour. The Louisville & Nashville Railroad runs down the center of the main street of LaGrange. It is when this line is being used at traffic jams are created.

PROBLEM IDENTIFICATION

The issue of roads is primarily the issue of the growth and ongoing maintenance of the County Road System. As demand for service increases, the rural characteristics of many of the roads that service the growth areas will have to change. County roads were built for county needs of a horse and wagon era. They respected the topography of the area and were built to connect the original farms. The automobile has impacted these roads with the need for increased site lines, right of way, and heavier weight limits now allowed. The cost of maintenance and modification is great, including the acquisition of larger Rights of Way.

Subdivisions are being built with their own internal road system designed and built by the developer to the most minimum of standards. In areas where the land developer choose the roads the most common result is that the level of maintenance and standard of construction do not measure up. The road becomes a problem. The residents of the subdivision appeal to the county to take over the maintenance and ownership of the roads, and while the county is not legally obligated to take the road over it is the problem of accomodating the voting constituents.

In a rural county another problem is the dual use of roads for farming and residential purposes. Animals and farming equipment donot mix well with cars or buses.

Maintenance of existing county roads has become more difficult as both the general wear on the roads and the cost of repairs or replacement has increased at such alarming rates.

Adequate levels of traffic safety to meet today's automotive requirements form another problem: such things as location of subdivision entrances offState Highways, site lines at intersections, and control at intersections.

Still another problem are constraints in corridor design and the physical barriers to road expansion.

RECOMMENDED SOLUTIONS

The solutions to the problems posed by the existing road systems are a function of the level of service demanded by the residents and mandated by the magistrates. The areas where efforts should be concentrated are:

1. The obvious solution to the railroad problem is relocating it away from Main Street. This should be done in conjunction with expansion of possible mass transit or revitalized rail service.

Maintenance of the existing county road system must be insured. The increasing cost of this will require an increase in income from taxes. With the number of new subdivisions that have recently been approved, this should provide a bulk of the income.

3. As subdivisions are submitted for review their road designs must be approved based on uniform standards and specifications. Local streets should be of standard sizes. No private streets should be allowed unless adequate funding and controls exist for ongoing maintenance.

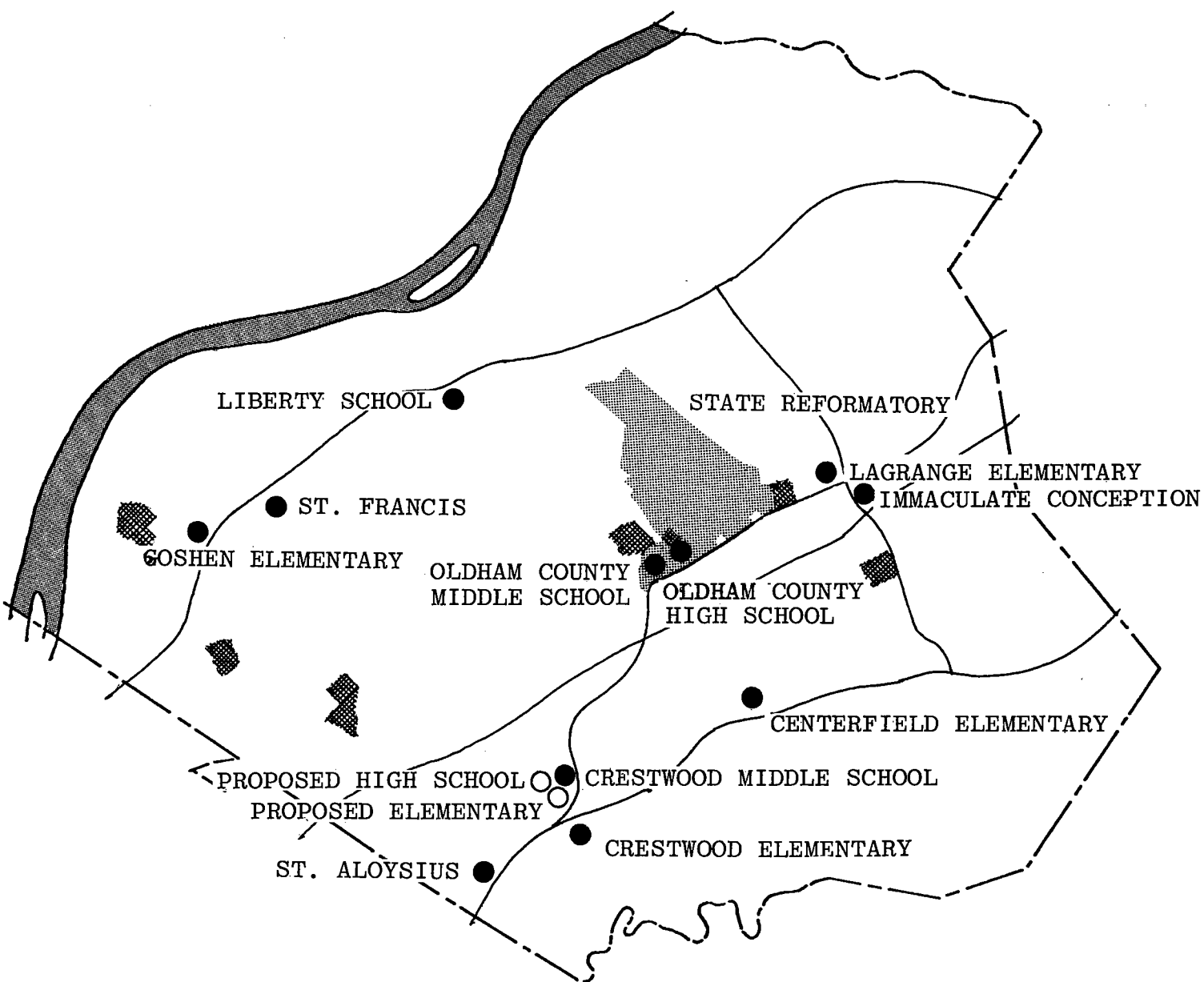
4. The pattern and general location of the county roads are well placed for almost any future developments that result. Roads should be widened and upgraded as development occurs. However, a hierarchy of county road designations should be made so that subdivisions have access to adequate sized local streets.

5. All residential development should have access to county roads and not to Federal or State Highways. These and other design considerations, like the minimum distance of street openings to intersections, the cross section of roads for drainage, distance of sight lines for on coming traffic are all important in developing the road character.

6. It is very important to remember that if it is the decision to maintain the rural independent character of the county, then the county roads need not be made into urbanized streets. Winding, hilly roads that are safe two lanes should be adequate. Design controls speed which, in turn, gives a more rural character.

7. Within LaGrange, the grid system superimposed on the radial routes should be expanded. Provision for adequate rights of way must be the condition of any subdivision approval.

8. The county engineering department should require sufficient engineering studies of any development proposal to show that streets will be designed with a balance of cut and fill, provide good storm water drainage and are well built to reduce the early years' maintenance costs.



PUBLIC FACILITIES

- - Parks/Cemeteries
- - Schools (existing or under construction)
- - Proposed Schools

SCHOOLS

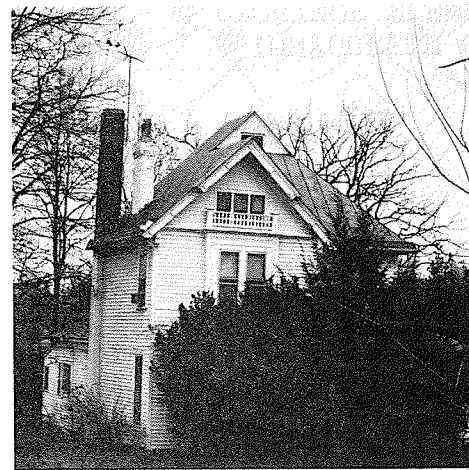
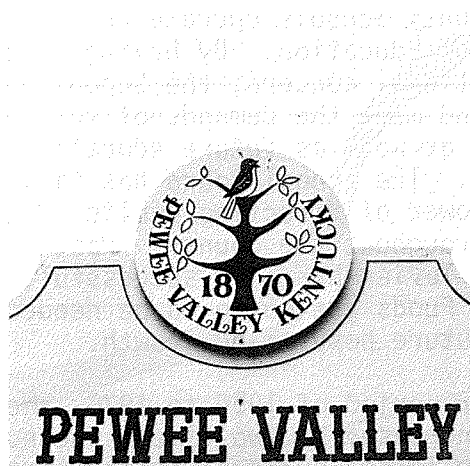
The Oldham County Schools operate under the Oldham County Board of Education. By having a county-wide jurisdictional concern, the School Board can monitor and meet the demands of future population growth as well as future educational needs of the county. The School Board has taxing power and has the power of directing public educational facilities throughout the county. Past history of school tax levies has been successfully administered. Funds are going to be needed to accommodate future population growth.

In the 20 year period of 1950 to 1970, the number of students increased by two times, the number of teachers increased by nearly three times, number of classrooms by three times, and, of course, those facilities representing monetary figures increased even more. Of special importance is the fact that school property has increased in value over fifteen times.

Since 1970 to the present, the Oldham County School District has experienced an unprecedented rate of increase in enrollment. As of November, 1978, the enrollment of the total school district stands at 5748. The existing buildings were designed to accommodate 5750. It is anticipated that nearly 6200 students will be enrolled when school opens in the fall of 1979. However, two new buildings will be completed raising the capacity to 7350. The demand for new classrooms continues at an unprecedented rate, but that demand seems to be met.

The Oldham County School System has carefully studied the growth patterns and trends within the county as they relate to present and future public school needs.

Historically the schools have experienced substantial consolidation in the closing of five elementary schools since 1950 at Ballardsville, Buckner, LaGrange, Pewee Valley and at Westport. There were four rooms each at Ballardsville and Buckner, and two rooms each in the remaining three schools. In total, 14 classrooms in five schools have been closed while 131 classrooms and two new schools have been added, leaving an increase of 117 classrooms.



The consolidation of schools has brought about a centrally located Middle School and High School in Buckner. By having both major schools in Buckner, all pupils throughout the county can come to a location where educational facilities are consolidated and where joint use of facilities is possible.

Due to the large amount of residential growth in the vicinity of Crestwood and Pewee Valley, a new elementary school will be built to accommodate the existing and future population of the area.

It is recommended that new elementary schools be located and planned in such a manner as to serve the needs of a neighborhood while the Junior High and High School facilities be located in Buckner.

The number of students enrolled in Oldham County schools increased at a rate of generally near 100 per year from 1962 to 1968. Enrollment has been increasing at a steady rate since 1944.

Between 1968 and 1972 the average annual increase dropped off to around 75 new students per year.

However, since 1975 the average annual growth has been in excess of 420 students per year. While this phenomenal change is attributable to the growth of housing in Oldham County the growth may also be a result in the busing policies of nearby Jefferson County. Housing starts have not been high enough to totally justify the growth explosion.

The Oldham County School Board estimates that about 33% of all school age children attend school in places other than the county public school system.

Other services offered in Oldham County include adult education for men and women now conducted at the high school. Adequate technical school facilities are located in Carrollton and at Jeffersontown in Jefferson County where there is an agreement providing for attendance by residents of Oldham County. The technical school facilities at Jeffersontown are utilized to maximum capacity and therefore makes the significance to Oldham County negligible. It is recommended that the facilities at Buckner be expanded and the current

curriculum which offers vocational home economics for women and trade sources for men, be enhanced by more varied subjects.

All the school facilities in the county are accredited by both the Commonwealth of Kentucky and by the Southern Association of Colleges and Schools.

Usually the school system purchases from four to six buses per year. If this standard can be maintained, there should be no difficulty in meeting future transportation demands.

In regard to the utilization of school facilities, most of the schools could effectively enroll more students and still remain above the state student-teacher ratio as well as stay within the design of the school facilities. The Senior High School was at its capacity in the 1974 school year and further expansion is planned. Since then the "Middle School" concept has been adopted.

A recent school district facilities survey report projects a substantial net growth of new students every year through 1989. The annual rate of net growth goes from 403 in 1979 to 720 in 1988. This is a function of annual housing starts which are estimated at 662 new units in 1978 to 319 new units in 1988 with an average annual number of new housing units at greater than 500. Consistently, the school district has been quite accurate in its most recent forecast and has a school construction program that will accommodate any number of new students in the next couple of years.

PROBLEM IDENTIFICATION

The Oldham County School Districts has the unique privilege of being one of the few school districts in the state to have experienced a constant growth rate for the last 30 years. This growth rate has not only continued strong in the last few years when many other areas were closing facilities, but it appears that growth will continue over the next decade.

Growth has been well planned to cater to the new students. We do not feel qualified to speak to the quality of education offered. However, local education is as good as any offered in the greater Louisville area.

The concerns that we raise do not relate to quality but to quantity and timing. Our preliminary investigations show that while a substantial number of subdivisions have been started and a large number of lots have been sold to individual buyers, the corresponding construction starts have not been that great. With increasing construction costs (1% per month) and a tightening of the mortgage market we are doubtful of a significant number of housing starts in 1979 or early 1980.

With respect of timing, the lead times required for new construction from the time to decide to build to the date of "move in" is 18 months to two years at the earliest. Based on the escalating costs of construction, a decision to build too early is an expense that cannot be justified.

Another area of concern is in the methods of school siting. Recommendations for a more rural, less dense form of growth in the county will require more careful siting of schools to serve the greatest number of students.

RECOMMENDED SOLUTIONS

The amount of knowledge generated in the school district survey is very valuable and offers a basis of comparison for the next few years. As solutions are offered, they relate to the need for monitoring the actual growth in the next two to three years. This is already being done. The recommendations are merely cautions and can be summarized as:

1. Do not overbuild--it is probably wiser to adjust some school schedules to double sessions than to build a school not needed.
2. Sites- for additional facilities should respond to the patterns of development as they are being built out. Also, sites of schools helps to promote development in an area not yet developed.
3. School sites should serve a dual role as a community center and recreation center as well as for education. This is both land wise and energy efficient.

FIRE AND POLICE

As part of the system of basic services offered in Oldham County probably the most difficult to pin down as adequate yet the most necessary when they are needed is the provision of fire and police protection. To date these services have been provided on the basis of a rural area.

FIRE

The Oldham County Volunteer Fire Department serves nine separate fire districts in the county from one Central Dispatch Center to fire stations in 6 locations throughout the county. The number of volunteer firemen is estimated at 185 men.

POLICE

Police service in the County is handled by the City, County, and State Police personnel.

At the city level LaGrange has 4 full time and 2 part-time officers. Pewee Valley has 4 full-time officers. The county maintains 5 full-time officers while the State Police barracks at the entrance to the State Reformatory has an estimated 15 full-time officers

AMBULANCE SERVICE

The county provides all residents with public ambulance service from two locations-one in LaGrange and the other in South Oldham (Crestwood).

PROBLEM IDENTIFICATION

In an expanding community there is always a need for fire and police services often greater than the ability to finance them, and volunteers that can be recruited to meet the quota. Different building types (i.e., industrial buildings, multi-story residential buildings) require more specialized expensive equipment. Too often new residents move to rural areas and expect the same level of public service. While this would be nice,

this is not the case in a rural setting. Costs alone prohibit the same level of delivery.

RECOMMENDED SOLUTIONS

As the county develops, the level of service should always be measured for adequacy. Costs to deliver these services must be part of the tax package. Capital improvements should be bonded. A volunteer system for fire fighting should be promoted as much as possible, including the cost of training. Volunteer fire departments for big cities can be a positive addition to developing a strong local support group (- a city of 80,000 people within all volunteer fire departments, has the lowest insurance rating (very good) of any city of comparable size in the country). Constant updated training programs for all public service personnel and competitive pay scales are important.

HEALTH CARE

The delivery of health care facilities at the county level are minimal. Mallory Taylor Hospital in LaGrange is the only medical facility in the county. It is scheduled for closing in the next few years. Regional Hospital planning does not justify a hospital in the county. The upgrading of ambulance service to the three regional hospitals (Suburban, Baptist East and General) all within a thirty minute drive of LaGrange, is key. Out-patient clinics or health service centers should be planned for the county to handle emergency or out-patient needs.

LIBRARY

A report prepared by Spindletop Research, Inc. for the Kentucky Program Development Office in 1969 entitled "Kentucky Public Library Inventory and Projected Needs" stated that "the LaGrange Library is not a free library and does not meet the definition of a public library." In anticipation that the county will provide (a) county-wide public library and become a member of

a regional library system in the near future...standards have been developed." It was recommended that the facility would require an investment of \$78,000.00 to meet the population demands expected by 1975. To date this has not been met.

Libraries are a very important asset to the entire county and it is recommended that a county library be constructed within the planning period. A location in the center of the county, near Buckner would appear to be the prime location for such a facility.

GOVERNMENTAL BUILDINGS

The main governmental building for the county is the Oldham County Courthouse at LaGrange. The existing building is an old historic structure and is the major focal point of LaGrange. Some county offices are currently located outside the courthouse in a Courthouse Annex on Main Street due to lack of office space in the Courthouse.

The City hall for LaGrange is located in an old wooden structure on Main Street across the street from the Courthouse. This structure is in poor condition and needs major renovation.

It is recommended that the city and county consolidate their offices and services in a new courthouse. An off-street parking facility should be a consideration when the new structure is built since there is presently a conflict between courthouse parking and residential and commercial parking. The existing courthouse should be restored for community and governmental use.

The Pewee Valley governmental buildings are located on Mount Mercy Drive adjacent to commercial buildings. The existing structure is brick and is in sound condition. Expansion of the present facility should be considered when the population warrants. Lake Louisvilla is currently in the process

of buildings a community building wherein governmental, recreation and social activities will be located. This facility should be adequate for any development expected within the next 10 years.

It is recommended that Westport citizens construct or renovate an existing structure that would house a community room, meeting room, recreation and social activities and possibly a fire station.



First United Methodist Church
LaGrange, Kentucky



AGRICULTURE

AGRICULTURE-OLDHAM COUNTY AND SELF
SUFFICIENCY

"Every year the gardens and truck farms around Louisville increase in number, and the markets grow larger and larger; but the home demand for all kinds of fruits and vegetables is always ahead of the supply, showing constant additions are being made to our population and wealth. Only a few years ago a garden of ten acres was considered too small to do a living business on; now, by the use of greenhouses and hot-beds, quite a large business in the vegetable-gardenline can be done on two acres; and, indeed, more can now be made by raising winter and early spring vegetables on two acres for the Louisville market than formerly could be made on twelve acres. An increasing demand, at good prices, for good, fresh vegetables, and greatly improved methods in cultivation, manuring, and selection of seeds, has made this possible."

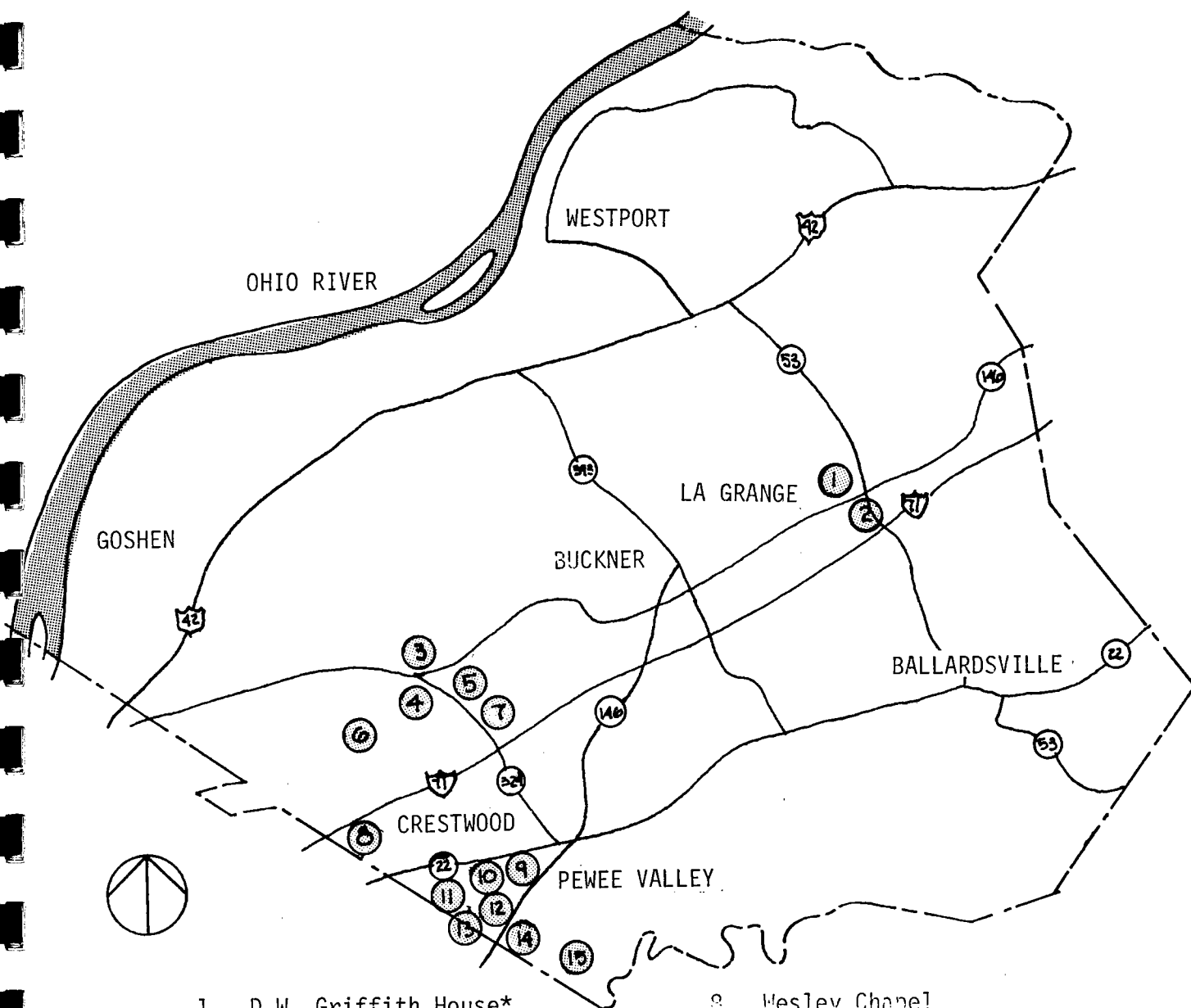
TENTH BIENNIAL REPORT
OF THE BUREAU OF AG-
RICULTURE-1894 STATE
OF KENTUCKY

The history of Oldham County has much to offer us. The rich land, with its enormous diversity and versatility has always been highly productive. Oldham County was never settled by the Native Americans but was used primarily as hunting grounds, with Indians from Indiana coming south to hunt buffalo and deer, and the Cherokee coming north. The quote from 1894 attests to the wealth of truck gardens and farms here eighty years ago. As recently as 1893, thirty percent of the original forests in the county was still standing. Oldham County, as well as the five other surrounding counties, has been and fiber producer for Louisville. A smaller number of people provide the basic necessities of the many who utilized the collected solar energy in the soil (nutrients) and the sun in plant growth. Oldham is an energy producer with soil that can continuously produce 150 bushels of corn per year, with other land growing tobacco, and cattle producing meat and milk.

But the pressures on Oldham County to change from being an energy producer to an energy consumer are great. By paving and roofing over the land, the productive capacity to use the sun's energy becomes less and less. The food chain becomes distended. Milk is produced here, processed in Louisville and comes back here to be used. If dairies are pushed further out, the food has a longer trip to travel and costs go up.

The trends in agriculture in Oldham County make clear some of these pressures.

1. Oldham County historically was a strong dairy producer, and has shrunk from 200 dairies to 18. It is difficult to mix dairies and sub-developments.
2. There is a transition of farmers to Shelby County as it is cheaper to buy farms there, with fewer topographic-or hill-restrictions.
3. Tenant farming has replaced some of the native-owned farming due to absentee land ownership. How can agriculture accomodate itself to the seemingly inevitable suburban sprawl? There needs to be long term processes and evolutionary ways that leads toward a quality of life for all of the people, both farmers and the home owners, which sustains



- | | |
|---------------------------------|-------------------------------------|
| 1 D.W. Griffith House* | 8 Wesley Chapel |
| 2 Rob Morris House | 9 The Loust (Little Colonel House)* |
| 3 Clore Haven | 10 The Beeches |
| 4 Harrods Creek Baptist Church* | 11 Confederate Hill |
| 5 Brownsboro College | 12 Pewee Valley Presbyterian Church |
| 6 Kellar House* | 13 Edgewood |
| 7 Maple Chapel | 14 Tuliphurst |
| | 15 Kentucky Confederate Cemetery |

*Denotes National Register Site

HISTORIC SITES

agricultural productivity and builds for long term residency. The question is one of choice, how can the new people harmonize with the old in building a base of sustainable agriculture? How can the farmer who wants to sell find a buyer who is not a subdivider? How can the county minimize its dependence on imported energy and basic life necessities? How can the rural beauty and agro-economic viability of Oldham County be maintained?

Stability and harmony comes with people who sustain and build for the generations to come. The Onondaga Indians say that each choice should be made with the next seven generations in mind.

At present, the average Kentucky farm is 132 acres, with Oldham County farms being larger than the state average. How to use these farm lands most intensively and productively is a key to long term viability.

One solution is instead of dividing big farms into subdivisions is to shift to smaller more labor intensive homesteads. The homestead base is viable because Kentucky land responds so well to intensive care, the good soil, adequate rainfall (45") and hardwood flora with a deep mineral base lends itself well to labor intensive farming. The class 1 and 2 soil can be continuously cropped for grains, and the class 4, 6, and 7 land (the rolling hills which make up a large part of the county) is highly productive under forage and woodlot. The native grassland can be used with small ruminants, sheep and goats. The smaller farms can produce a surplus of milk for a cheesery, providing high quality local cheeses; also fruits and vegetables. Small areas of tillable land can be farmed to be the base of locally sold produce. Green or farmer markets in Louisville and Oldham County can maximize direct sales, keeping money in the hands of the farmer and minimizing the middle-man costs. The 1894 style truck gardens, greenhouses and hot-beds can provide the fresh foods needed in the Louisville area. Foodlockers and slaughter houses can provide meat from cattle, sheep and hogs.

The process by which this could happen could be with programs like those being developed in Massachusetts and New York State. The Massachusetts Agricultural Preservation Restriction Program authorizes the state to pay to a farmer the difference between the (higher) open market development value of the land and its (lower) value of their land without actually selling it to developers. In return for the payment, a farmer voluntarily agrees to a restriction on the deed. This restriction will require that any future use of the land must not destroy its food production potential.

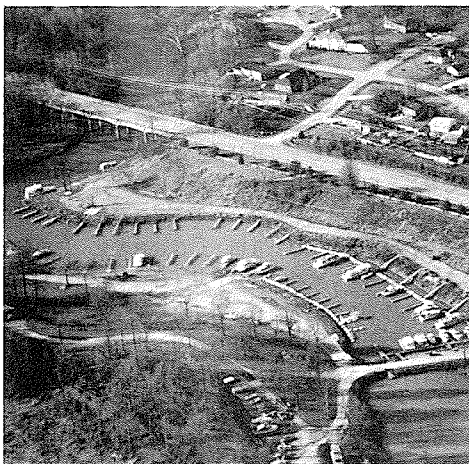
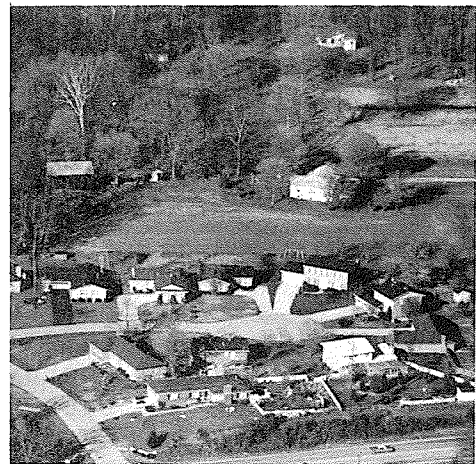
This kind of state program can open up the possibility of young families building a long term base with the land. The harmonizing of the generations, with the older farmers around to share their experiences with the younger generation, is one of the strongest assets possible in building a stable community.

Woodlots can be developed in both the home-stead level and by the county. For hundreds of years, European woodlots have been managed by the community that provide a continuing wood supply and employment. Young people can be hired for clean up and management. The hilly, rich mineral soil of Kentucky provides a fine base for native hardwoods and they could be the watershed of county developed reservoirs.

Oldham County can build its own reservoirs and then protect the watersheds through woodlots. This captures clean runoff water that doesn't require treatment, which will be more and more expensive. Part of this development plan could be to implement the 208 KIPDA Demonstration Watershed Project. This project would set 5,000 acres of Oldham County under measurement to evaluate the impact on water quality and runoff in agricultural silvaculture (forestry) and subdivision areas. This could provide the base for information and public education about water shed management.

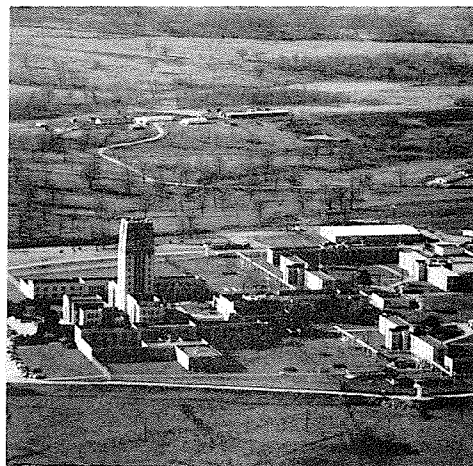
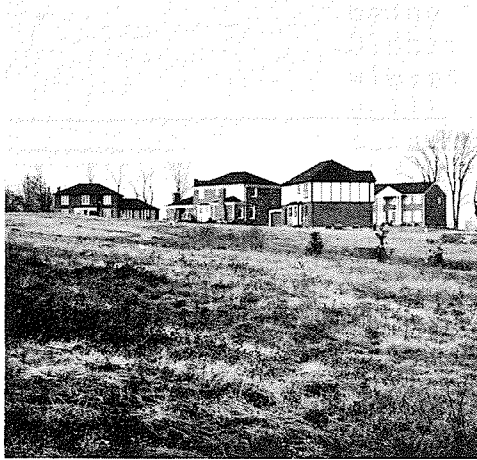
For agriculture to exist on secure ground it must demand long term planning and protection. Agricultural preservation programs

are one approach and others could be explored.
But first there must be the given that says,
forever more, this will be agricultural
land and then followed by the cultural, economic and legal structures to protect the
land and livelihood of Oldham County farmers.



The quality of life of Oldham County is being impacted by two major facilities being built up-river and above the Oldham/Ohio aquifer. The first is the Wieses Landing Coal Processing Plant. Built down wind, but upstream, the plant is designed to service, via Louisville, the electrical needs projected for the continual growth in Oldham County. A plant such as this, with a 30 year life span, will "cleanup" the air through use of scrubbers but will have a large residue of sludge. Enough sludge will be produced to cover 65,000 acres one foot deep with sludge. Rather than spread it out, the power company plans to fill two deep ravines along the shore of the Ohio, over 1000 acres, with sludge fill to the depth of 300 feet. As it is not yet certain whether or not there is leaching from masses of this kind of sludge, there is potential of contamination to the Oldham alluvial water system.

Upriver, across the Ohio, is the nuclear power plant planned to bring electrical energy to the surrounding metropolitan areas. The problem with nuclear power plants - along with their immediate and 250,000 year long radiation hazard - is that they are a net energy loss. The energy it takes to build, maintain and then decommission is greater than the energy the plant will produce, if the experiences of other plants hold true for this one. Oldham residents would be wise to look at the example of the people of Austria, who recently voted to not use a just completed nuclear plant, or of those communities in Europe and the United States that have reevaluated the need, safety and wisdom of nuclear power as an energy source and have taken direct action to stop them. Instead of importing more and more energy, Oldham County could look at energy saving, conserving practices that lend to an enhanced physical environment. Siting, insulation, and energy conserving consciousness in the new construction can compliment weatherization and upgrading of present home and business buildings. Solar energy, backed up by oil or wood heat can minimize fossil fuel usage.



IMPLEMENTATION

IMPLEMENTATION

An overview of actions and procedures designed to implement recommendations from various sections of the report follows.

GOVERNMENT STRUCTURE

At present, a number of subdivisions are evaluating the advantages of incorporation. The reasons for incorporation primarily lie with improper site development of subdivisions or inadequate provisions of public services to meet the needs of new residents.

It would appear that the county is neither supporting nor opposing the movement toward incorporation. However the county is aware that there is a movement toward incorporation and that the county must review these requests. A policy of incorporating subdivisions could lead to a series of small independent and probably nonviable local governments.

Another response to the issue of subdivision problems is the incorporation of the homeowners associations. This approach is also being used and discussed within the county. The difficulty with homeowners associations is that it is exceedingly difficult to provide a financing mechanism to undertake services and repairs that are legally guaranteed. In effect, these are voluntary associations.

For the future, a total reassessment of the county policy toward services and the county's subdivision process would seem appropriate. In the case of existing subdivisions, the county should discourage the creation of sixth class cities, thereby resisting the creation of another level of government within the county. At the same time the county should encourage alternative means of addressing the problems that have cropped up within existing subdivisions. This response does not deny the need to evaluate and produce a means of protecting against future subdivision problems.

GROWTH MANAGEMENT

Throughout the R/UDAT process, people have spoken of growth, change, land conversion and the problems of urban sprawl. People have cited services that are not adequate for an urbanizing area; ground water pollution, and inadequate roads as examples of the effects of growth. At the same time other residents have stated, with some bewilderment, that this is the way it has been always. Yet, with growth come problems, and the question of how to solve these problems is a primary concern of the R/UDAT evaluation.

The county has already moved to solve some of its problems. Police and road services have been improved. The school district has mapped a long-range plan and begun implementing it with a construction program. The land development process has been improved with better standards and closer scrutiny of subdivision applications. Still, problems remain.

Because many areas have faced the problem of suburban development before Oldham County, there is a long list of available techniques for managing growth. The R/UDAT team has provided a shorter list of techniques that are available to, and could be appropriate for, Oldham County. While it is not possible in this report to describe all these techniques, the team has identified techniques currently in use, and has recommended some techniques that should be employed in the near future. The following is an overview of some of the recommended techniques and approaches for a growth management system.

(1) The county should develop meaningful growth targets. Simply put, the county should determine how much growth it can, and should absorb over specified time periods (5, 10 and 20 years) given its tax base and willingness to provide public services. The growth targets should be updated every 5 years.

GROWTH MANAGEMENT TECHNIQUES

AVAILABLE TO OLDHAM	CURRENTLY USED	RECOMMENDED SHORT-RANGE
(1) Fee simple acquisition _____	O(2)	O(2)
(2) Land Banking _____		
(3) Compensable regulation _____		
(4) Location of facilities to influence growth _____		O
(5) Access to existing facilities _____	O	O
(6) Floodplains, stream valleys, wetlands, etc. _____	O	O(1)
(7) Critical areas _____	O	O(1)
(8) Pollution controls _____	O	O
(9) Covenants and Agreements _____	O	O
(10) Conventional Zoning _____	O	O(1)
(11) Conditional zoning _____		
(12) Planned Unit Development (PUD) _____		O
(13) Flexible Zoning (cluster, average density) _____	O(2)	O(2)
(14) Performance standards _____		
(15) Bonus and incentive _____		
(16) Special permit _____		
(17) Variance _____	O	O
(18) Subdivision-Conventional _____	O	O(1)
(20) Exclusive agriculture or non-residential _____		
(21) Exclusion of multiple family, mobile, etc. _____	O	O
(22) Minimum lot size _____	O	O(1)

GROWTH MANAGEMENT TECHNIQUES (Continued)

AVAILABLE TO OLDHAM COUNTY	CURRENTLY USED	RECOMMENDED SHORT-RANGE
(23) Off-site adequacy of facilities _____		○
(23) Mandatory dedication _____		
(24) Money in lieu _____		○
(25) Urban and rural service areas _____		○
(26) User and benefit fee _____		○
(27) Special Assessment _____	○	○(1)
(28) Preferential taxation _____		
(29) Development districts _____		○
(30) Official mapping _____	○	○
(31) Capital programming _____		○
(32) Plan or elements _____	○	○(1)
(33) Population and employment targets _____		○
(34) Planning moratoria & interim controls _____		
(35) Administrative processing & delay _____		
(36) One-stop permit _____	○	○
(37) Environmental impact or assessment _____		○

(1) - Technique should be improved from what currently used.

(2) - Technique is of limited usefulness in Oldham County.



DEVELOPED AREAS IN THE YEAR 2000

(2) The County should designate for development only the amount of land necessary to accommodate 20 years of growth. These designated areas should be in and around existing communities. Development outside the designated development areas should be discouraged by a policy requiring large lot sizes (10-25 acres per dwelling unit). The designated areas should be evaluated every 5 years and expanded as necessary, in order to always maintain a 15 to 20 year supply of land.

(3) Public services should be provided in accordance with the growth targets, and designated development. Capital improvements and public services programs should be produced for the major services (roads, water, sewer, fire, police, schools).

(4) The Comprehensive Plan should be amended to incorporate the growth targets, designated development areas, and public service programs. A clearly stated set of development policies which addresses commercial and industrial land uses, housing, public services, transportation, resources, open space, recreation, and design standards, should also be added to the Comprehensive Plan. Once amended, the Comprehensive Plan should be the over-all guide to development; deviations from this policy should be permitted only following amendment of the plan, with full public review.

(5) The zoning ordinance should be amended to bring the density provisions more in line with the stated purposes of the zones. Specifically residential densities in agricultural and conservation zones should not exceed one unit per ten acres. If development is permitted in the agricultural or conservation zones it should be clustered (as provided for by Section 213 of the zoning ordinance) to maximize scenic and agricultural open space, and to minimize development and public service costs.

(6) Residential zoning should be restricted to the development areas designated in the amended Comprehensive Plan.

(7) A building setback line (at least 200 feet) should be established along the lengths of highway 42 and Interstate 71, except in those areas of existing development.

PLANNED UNIT DEVELOPMENT

The Planned Unit Development (PUD) approach, despite its unfortunate history in Oldham County, should be reviewed again. Given the quality of the land, the type of development that is occurring, the PUD provides a way of clustering density in those areas that can most easily accommodate development, and, if handled correctly, protecting open spaces. It is beyond the scope of this report to write such an ordinance. Literature on Planned Unit Developments is readily available.

DEVELOPMENT PROCESS

The development process should be modified to provide improved subdivision review. Two specifications are recommended here.

(1) The subdivision application should require the developer to assess the probable effects of the development on public services and the environment.

(2) A development fee should be established to pay for a county engineer who could inspect at-site improvements and new development.

ENVIRONMENTAL PROTECTION

Due to the uniqueness of Oldham County's environmental resources with respect to those found elsewhere in the counties northeast of Louisville, environmental protection is an important ingredient of any long range growth and development strategy. The ultimate health, safety and welfare of Oldham County residents and the quality of life here will be positively affected by implementing strict, yet defensible controls on the environmental impacts of development. Measures to minimize potential harm to the environment would include the following recommendations:

(1) Oldham County should enact a flood plain zoning ordinance. Protection of a natural floodplain from urban development is an obvious instance of the relationship between zoning regulations, water quality and capital investment. The county must concern itself with loss of investment and water quality problems created during periods of flooding. If urban development is permitted in floodplains, a great quantity of debris and other polluting materials from this development will become waterborne during floods. If urban development is prohibited or controlled, the amount of investment loss and pollutants carried away by flood waters will be minimized.

(2) Wet weather percolation tests should be mandatory for individual on-site and community septic systems, where permitted.

(3) Ordinances should be enacted to control drainage, erosion and runoff. They are designed to make optimal use of natural drainage features and regulate development in such a way that alterations in the natural environment are controlled. Natural drainage patterns are disturbed by changes in topography, addition of impervious materials, and establishment of artificial drainage systems. Ordinances to control runoff, erosion, and related problems frequently contain some of these items:

- a. Performance standards;
- b. Restrictions on development in ecologically sensitive areas;
- c. Permit requirements;
- d. Structural and nonstructural controls;
- e. Requirements for a storm water management system; and
- f. Management practices.

(4) Zoning ordinance regarding clustering of residential units should be expanded. Valued natural features such as mature trees, wetlands, or rock out-crops can be preserved through the use of this site planning technique.

R/UDAT TEAM

R/UDAT PROGRAM CHAIRMAN:

JULES GREGORY, AIA
Princeton, N.J.

TEAM CHAIRMAN

THOMAS R. AIDALA, AIA
Architect, Urban Designer, Writer

Architect and urban designer for 16 years,
lead consultant on San Francisco's Urban
Design Plan. Served also as Director of
Planning for the Greater Hartford Community
Development Corporation. Published The Great
Houses of San Francisco, Alfred Knopf, Pub-
lisher

GORDON CLARK

Regional Economist, Planner, Teacher
Cambridge, Mass.

Assistant Professor, Harvard University Dep-
artment of City and Regional Planning.

Ph.D. McMaster University, Canada, Geography

M.A., B.A., Monash University, Australia
Economics

RODNEY D. HARDY

Land Developer
Minneapolis, Minn.

Founder Landtect Corporation, a planning and development company in Philadelphia, whose projects have included a 3000 acre industrial park and a new town in New Jersey. Personally responsible for the purchase, replanning and sale of the first federally funded new town, Jonathan, in Chaska, Minn. Presently Vice President and partner of Dunn & Curry Real Estate Management Inc. Minn, Minn. The firm owns and is developing a series of planned unit developments on 3500 acres of suburban Minneapolis - St. Paul Land.

Master of Architecture-University of Pennsylvania

University of Edinburgh (Fulbright Scholar)

B.A. Harvard University

RANDOLPH JONES, AIP

Architect - Planner- Urban Designer

Associate, David A. Crane and Partners
Boston, Mass.

Broad range of experience in community development, transportation planning and downtown planning.

S. JEROME PRATTER, AIP

Attorney, Planner
St. Louis, Mo.

Co-founder and principal of Team Four Inc.
Responsible for the direction and coordination

of the firm's development control and policy analysis assignments as well as environmental law sections. Zoning and Housing Code Consultant, Author, Teacher, Lecturer, GSA task force on Historic Preservation, Federal Home Loan Bank Board Advisory Council.

TOBY ARTHUR ROSS

Regional Planner
Petaluma, California

Senior planner for comprehensive planning, Sonoma County Community and Environmental Services Department.

Ph.D. University of California, Berkeley, Geography. Various teaching and speaking experience.

LEE SWENSON

Director, Farallones Institute, Urban and Rural Research and Education Center for Appropriate Technology, San Francisco Bay Area.

Concerned with questions of the quality of life, of right livelihood, and human scale communities. Has worked with community economics through cooperative markets and land trusts. Interested in whole systems - solar energy and decentralized politics. Lectures in France, Germany, England on Appropriate Technology and Social Ecology.

ACKNOWLEDGEMENTS

The R/UDAT visit was coordinated by Leslie A. Fream, President, Central Kentucky Chapter, AIA, and James W. Pike, Oldham County Attorney.

Garnet Hoffmann, AIA
Dinwiddie Lampton
Larry Melillo, AIA
Wendell Moore, Oldham County Judge
Ben Palmer-Ball
H. Gibbs Reese, AIA
Lloyd Schleicher, AIA
J. Adger Stewart, AIA
Arthur G. Tafel, AIA
Mark B. Toombs
Jasper Ward, AIA
Clyde Warner, Jr., AIA

American Life and Accident Insurance
Bank of Oldham County
The Oldham Era
University of Kentucky College of Architecture

CONTRIBUTORS

Civil Air Patrol
Courier Journal
Louisville Times
WAVE Radio & TV
WLKY Radio
WHAS Radio & TV
Jim Waits Ford
Ed Horsley Ford-Mercury, Inc.
First National Bank of Louisville
Oldham County Middle School
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Business Office and Supply Company
The Lang Co., Distributor for A.B. Dick Co.
IBM Corporation

STUDENT ASSISTANTS

Charles Keyes
Ossie Lee Hudson
Mark Bowles
Jan Allen
Mary Paula Passafiume

SECRETARIAL ASSISTANCE

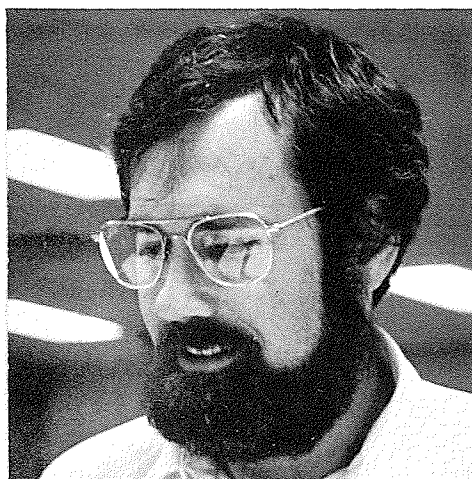
Cordelia Denton
Janet Sewell
Linda Hall
Annette Winburn
Vicki Robison

NA9125
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Oldham County



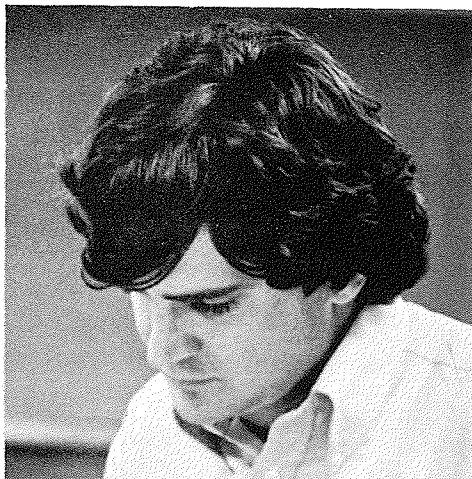
Gordon.



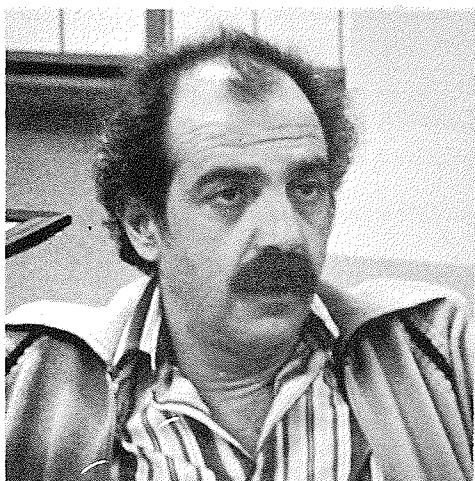
Toby



Lee



Randy



TOM



Rob