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Paris/Bourbon County Future Land Use Analysis

Purpose

The purpose of discussing future land use in a comprehensive plan is to prepare for and anticipate growth and development over the planning horizon or the next 20 years (2040). It is important to take into consideration how the community has grown in the past in order to anticipate the potential growth needs of the future. The following analysis considers population growth, permit data, development plans, and existing and future land use. This analysis provides assistance in determining the type and quantity of growth needed for Paris and Bourbon County over the next 20 years.

Population Growth

In 2010, the population of Bourbon County was 19,947 people, and based on American Community Survey estimates, the population in 2018 was 20,144. Since 2010, Bourbon County’s population has grown by only 197 people or 1%. According to the Kentucky State Data Center, the county is projected to decline in population to 19,352 people, or 4%, by 2040. Table 1.1 represents population data sourced from U.S. Census, U.S. American Community Survey estimates, and the Kentucky State Data Center.

Table 1.1: Bourbon County Population Projections

2010 Census	2018 ACS Estimate	2025 Projected KSDC	2030 Projected KSDC	2035 Projected KSDC	2040 Projected KSDC
19,947	20,144	20,027	19,897	19,668	19,352

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Development 2010-2015

Development from 2010-2015 was comparable to development from 2016-2020. There were 189 building permits issued for the City of Paris and Bourbon County from 2016-2020 (five-year period) and approximately 181 residential building permits were issued from 2010-2015 (six-year period). The number of building permits issued in Bourbon County and the City of Paris can be found in table 1.2 below. Table 1.3 shows the number of single-family and multi-family units developed from 2010-2015 in the City of Paris. Approximately 54 single-family units and 57 multi-family units were developed from 2010-2015.

Table 1.2: Residential Building Permits 2010-2015

	Bourbon County	City of Paris	Total
2010	23	10	33
2011	12	33	45
2012	21	7	28
2013	14	28	42
2014	26	7	33
2015	N/A	N/A	N/A
Total	96	85	181

Table 1.3: City of Paris Residential Building Units Added 2010-2015

	Single-Family	Multi-Family	Total
2010	8	2	10
2011	3	30	33
2012	5	2	7
2013	7	21	28
2014	5	2	7
2015	26	N/A	26
Total	54	57	111

Development 2016-2020

Four residential development plans for single-family housing were approved between 2016 and 2020 (three in 2018 and one in 2020) that included 200 single-family housing units. However, a development plan for 120 single-family units approved in 2018 has not been started and a development plan for 47 single-family units approved in 2018 was cancelled.

Between January 2016 and July 2020, 189 permits were issued for 193 residential units in the City of Paris and Bourbon County. Based on an average household size of 2.45 people, this would have increased the population by about 473 people if each dwelling unit accounted for new residents. The table below (Table 1.4) represents the number of building permits issued for residential development from 2016 to 2020. This table includes the total number of dwelling units that were built, as well as the average and median price of construction.

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If Bourbon County continues to see nearly 200 building permits for single-family houses every five years, Bourbon County could grow by approximately 800 residential units between 2020 and 2040.

Table 1.4: Residential Building Permits (2016-2020*)

	Total Permits Issued	Total Dwelling Units	Average Cost of Construction	Median Cost of Construction
2016	22	24	\$227,189.05	\$210,507.50
2017	53	54	\$224,326.81	\$150,000.00
2018	43	43	\$232,640.21	\$192,342.00
2019	45	46	\$271,888.22	\$275,000.00
2020*	26	26	\$236,986.08	\$187,106.00

*data through July only

Table 1.5 below represents the number of development plans and average square footage that were approved between 2016 and 2020 for both commercial and industrial development. A total of 18 commercial development plans were approved that ranged from one to six development plans per year that had an average of about 5,000 square feet (excluding cell towers). In the same five-year period, there were only three industrial development plans with an average square footage of about 125,000 square feet per building.

Table 1.5: Commercial and Industrial Development Plans (2016-2020*)

	Commercial			Industrial		
	Development Plans	Average Square Footage	Average Parcel Size (Acres)	Development Plans	Average Square Footage	Average Parcel Size (Acres)
2016	3	3,633	3.7	0	N/A	N/A
2017	6	6,477	2.1	0	N/A	N/A
2018	6	3,542	9.6	2	53,300	18.5
2019	2	5,700	1.1	1	266,000	41
2020*	1	N/A	N/A	0	N/A	N/A

*data through July only

Existing Land Use

The City of Paris had a total of 3,922.89 acres in 2004 and increased in acreage to 4,190.03 in 2016 as shown in Table 1.6. The previous comprehensive plan states that the differences in acreage totals may be due to areas of floodplain inclusion/exclusion and infrastructure. Alongside the increase in total acreage was an increase in acreage for agriculture, residential, and commercial uses. During that same period, designated land decreased for public/semi-public and industrial uses. Table 1.7 represents Future Land Use for the City of Paris in 2004 and 2016. In 2016, acreage increased from 4,048.99 to 5,146.26. Between 2004 and 2016 there was minimal change if any in the floodplain, very low density residential, low density-moderate density residential, and high-density residential designations. There was a reduction of approximately 123 acres for moderate density residential uses, 96 acres for moderate density-high density residential uses, and 27 acres for commercial uses. However, approximately 639 acres were added for

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mixed-use which could include both residential and/or commercial development. Additionally, designated land increased for low density residential uses increased by approximately 179 acres and 522 acres for industrial uses.

Table 1.6: City of Paris Existing Land Use (2004 & 2016)

	Existing Land Use Acreage (2004)	Existing Land Use Acreage (2016)
Paris	3,922.89	4,190.03
Agriculture	837	1,000.69
Residential	1,588.01	1,798.34
Public/Semi-Public	805.75	702.01
Commercial	239.73	265.23
Industrial	452.4	423.76

Table 1.7: City of Paris Future Land Use (2004 & 2016)

Land Use	Future Land Use 2004		Future Land Use 2016	
	Acres	% Total	Acres	% Total
Very Low Density Residential	604.77	14.9%	610.23	11.9%
Low Density Residential	1,421.4	35.1%	1,600.65	31.1%
Low Density – Moderate Density Residential	184.73	4.6%	184.28	3.6%
Moderate Density Residential	328.18	8.1%	205.89	4.0%
Moderate Density – High Density Residential	188.28	4.7%	92.37	1.8%
High Density Residential	165.46	4.1%	178.59	3.5%
Mixed-Use	44.18	1.1%	683.75	13.3%
Public/Semi Public	17.3	0.4%	-	-
Commercial	112.7	2.8%	85.82	1.7%
Industrial	502.57	12.4%	1,025.26	19.9%
Floodplain	479.42	11.8%	479.42	9.3%
Designation Total	4,048.99	100%	5,146.26	100%

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Table 1.8 represents the existing land use in 2004 and the future land use designations in 2014 for Bourbon County unincorporated areas. The major difference between how the land was used in 2004 and how land was planned in 2014 was the increase of approximately 44 acres for industrial uses and 116 acres for agriculture uses.

Table 1.8: Bourbon County (Unincorporated Areas) Existing Land Use 2004 and Future Land Use 2014

	Existing Land Use Acreage (2004)	Future Land Use Acreage (2014)
Bourbon County	178,692.37	178,853.13
Agriculture	175,458.95	175,575.50
Residential	467.98	467.95
Public/Semi-Public	77.07	77.07
Commercial	7.39	7.39
Mixed-Use	N/A	N/A
Industrial	134.14	178.60

Table 1.9 represents the existing land use for 2004 and the future land use designations in 2011 for Millersburg. Millersburg anticipated growth with an additional 152 acres. An additional 109 acres were designated for single-family residential uses, 9 acres for public/semi-public uses, 18 for commercial uses, and 18 for industrial uses.

Table 1.9: Millersburg Existing Land Use 2004 and Future Land Use 2011

	Existing Land Use Acreage (2004)	Future Land Use Acreage (2011)
Millersburg	184.48	336.48
Single-Family Res.	125.08	234.08
Multi-Family Res.	5.15	5.15
Public/Semi-Public	31.39	40.39
Commercial	6.4	22.4
Industrial	16.46	34.46

In Table 1.10 existing land use in 2004 and future land use designations for 2016 is represented for North Middletown. Commercial/industrial and mixed-use land use designations were included in the future land use acreage for 2016, increasing acreage by approximately 85 acres. Additional acreage was allocated for single-family residential uses (approximately 18 acres) and commercial uses (approximately 3 acres) in 2016 as well.

Table 1.10: North Middletown Existing Land Use 2004 and Future Land Use 2016

	Existing Land Use Acreage (2004)	Future Land Use Acreage (2016)
North Middletown	183.85	291.00
Agriculture	47.41	47.41
Single-Family Res.	108.08	126.78
Multi-Family Res.	1.09	1.09
Public/Semi-Public	18.86	18.86
Commercial	7.43	10.73
Commercial/Industrial	-	46.75

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Mixed-Use	-	38.4
Industrial	0.98	0.98

Future Land Use 2040

A balanced mix of uses will be needed to accommodate growth and development for Paris and Bourbon County. As new employment centers are developed, new residents will be attracted to the area, thus attracting new commercial establishments and vice versa. Paris and Bourbon County should anticipate growth for residential, industrial, and commercial property based on recent building permit data and should allow increased density to adequately preserve the rural and natural resources of the community.

City of Paris & Bourbon County 2020 Future Land Use Map

The previous Future Land Use Map allocated 2,872 acres of future residential land, 684 acres of future mixed-use development, and 1,025 acres for future industrial land. Based on the existing developed land, existing land use, and the existing zoning map it is recommended that the amount of acreage allocated for the 2016 Future Land Use Map be reduced by 822 acres of future residential land to more appropriately prepare for growth over the next twenty years. An additional 479 acres of land is recommended to be removed as future residential land that is within a floodplain or does not contain appropriate infrastructure to support substantial residential development (adequate roadways or utilities). Areas that are already zoned for residential development should remain. A total of 1,301 acres of land is recommended for contraction within the Paris Future Land Use Map. There remains approximately 1,504 acres of land that is recommended for future residential use, consisting of an equitable distribution of land within and adjacent to the City of Paris that offers a variety of residential development opportunities ranging from very low density residential to high, moderate and mixed uses, thereby providing a wide range of development options. Timing, intensity and availability of land and infrastructure is always a determining factor in the development process.

The following 2020 City of Paris & Bourbon County Future Land Use Map identifies appropriate type and location for residential development as well as other uses such as commercial, mixed-use, industrial etc.

Table 1.11: Future Land Use 2040 Additional Acreage to Accommodate Growth

	Maximum Acres Needed	Minimum Acres Needed
Residential	920	160
Commercial	72	32
Mixed-Use	-	-
Industrial	500	312
Public/Semi-Public	-	-
Floodplain	-	-
Total	1,492	502

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Residential Development

Although Bourbon County is projected to decline in population according to the Kentucky State Data Center, building permit data over the past five years shows there is a demand for new single-family housing. Based on building permit data, the County should plan for at least 800 additional units by 2040. The land needed to accommodate these new residential units will vary based on how density is desired by the community and housing market. Two scenarios at opposite ends of the spectrum for residential development could include:

1. Building permit data (excluding permits in A-1 districts) shows that the median parcel size for new residential dwelling units was 0.9 acres. To accommodate 800 new units at this lower density, approximately 920 acres of land for residential development would be needed over the next 20 years.
2. Most of the current residential zoning districts in Bourbon County allow for a minimum lot size of 7,200 square feet. If development occurred at this higher density, about 160 acres would be required for parcels, roadways and drainage to accommodate 800 new units.

Based on this analysis Paris and Bourbon County would need to allocate 160 to 920 acres of additional land for the future residential growth depending upon the desired density. In 2019, a Housing Study was completed for Bourbon County that showed an overwhelming interest for both single-family dwelling units on lots above one acre and low-maintenance multi-family housing. The additional acres needed to accommodate residential growth could also be designated as mixed-use.

The previous Future Land Use Map identified several different types of residential land use designations based upon density. If Bourbon County is striving to further preserve undeveloped land in the county, it is recommended that the future land use map allocate additional residential land with a variety of densities. A smaller percentage of future residential growth could be allocated for very-low density or low-density residential development to serve the current demand for single-family on large lots while allocating the majority of future resident growth for multi-family development or moderate density development to preserve land. Land is a valuable resource and in order to accommodate future growth without encouraging sprawl, increased residential density should be considered in Paris and urban areas of Bourbon County.

Commercial Development

Commercial development includes a broad range of uses including retail, service-oriented businesses, professional services, and more. From January of 2016 to July of 2020, the County approved 18 development plans for commercial development. If this trend continues, the County could expect about 72 additional commercial developments by 2040. The median parcel size for commercial development over the past five years was one acre, which would require 72 acres of commercial development over the next 20 years. However, the zoning ordinance allows a minimum lot size of a quarter to a half acre for commercial development. This lot size would accommodate the average commercial building size of 5,000 square feet and would only require a total of 32 acres of commercial development. The county should plan for 32-72 acres of new commercial development over the next twenty years. These additional acres could also be designated as mixed-use as well.

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Mixed-Use

Mixed-use designation on a future land use map gives the Planning Commission flexibility based on the surrounding uses and scale of development. Mixed-use developments could include commercial, residential, or a mixture of both. This could satisfy commercial and/or residential needs in those areas that are developed or redeveloped. In the previous future land use map, several acres of residential and commercial property were re-designated as mixed-use to better accommodate future needs that are often hard to anticipate. The Future Land Use Map could designate additional land for mixed-use development to meet demand for commercial or residential uses.

Industrial

Industrial uses typically include manufacturing, processing, fabrication, wholesale, warehousing, or retail sales of large outdoor equipment/machinery, and more. Over the past five years (2016-2020), the County only approved three development plans for industrial development. If this trend continues, a total of 12 industrial developments could be anticipated by 2040. The average parcel size over the past five years was 26 acres, which would require approximately 312 acres of industrial property over the next twenty years. The Paris Bourbon County EDA has approximately 100 acres of undeveloped land remaining in the industrial park. However, the EDA anticipates a need for an additional 500 acres of industrial property over the next twenty years based on local economic development initiatives.

Public/Semi Public

Public or semi-public land uses include sites that are either fully or partially open to the public. Examples of these uses includes educational facilities, municipal buildings, libraries, churches, and parks. Unless major institutional developments are anticipated within the next twenty years, such as a new school campus or municipal complex, no large, contiguous public/semi-public land is anticipated. However, it is expected that smaller sites could be needed for schools, fire stations, churches, etc. and that the land used for these types of public/semi-public purposes can be accommodated within the residential, commercial, or mixed-use districts as appropriate.

Floodplain

Floodplains are determined by FEMA and include land that has a 1% annual chance of flooding. These areas of land require strict regulation of development to prevent disaster and loss of personal property. This land use designation is recommended to remain the same over time unless modified by the Department of Natural Resources.

North Middletown & Millersburg

Bourbon County is projected to decline in population between 2020 and 2040, and there is limited historical building permit data for North Middletown and Millersburg due to low construction activity over the past five years. Because of these factors, land use projections for North Middletown and Millersburg were determined based on each communities' percentage of population compared to the county. It is feasible to assume that both North Middletown and Millersburg could capture growth within the county as desirable and prime land for development is consumed. The 2018 population of Millersburg is 718

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people (or 3.6% of the county's population) and the 2018 population of North Middletown is 747 (or 3.7% of the county's population) according to U.S. Census American Community Survey data. If land use projections are allocated based on each community's percentage of population compared to the county, it can be assumed that 3.6% of new development may occur in Millersburg and 3.7% may occur in North Middletown.

Using this methodology, growth in Millersburg could require 28-29 additional residential units over the next twenty years and growth in North Middletown could require 29-30 additional residential units over the next twenty years. Commercial and industrial development needs over the next twenty years for both communities will depend upon infrastructure capacity and community needs identified by local residents. Because both commercial and industrial development in North Middletown and Millersburg will likely be smaller and dependent upon local economic development efforts, these should be considered on a case by case basis.