



---

# Proposal for Maysville Comp Plan Update

---

Presented to:

*City of Maysville and Mason County*

June 23, 2022

Presented by:

Alison F. Davis  
CEDIK

University of Kentucky



**Table of Contents**

**CEDIK Overview ..... 2**

**Relevant Experience ..... 2**

**CEDIK Project Team ..... 6**

**Project Approach..... 7**

**Deliverables and Timeline ..... 9**

**Proposed Cost of Services ..... 9**

**Appendix 1 (Lego Exercise) ..... 10**

**Appendix 2 (Bourbon County housing demand study executive summary) ..... 11**

## Our Organization

CEDIK (Community and Economic Development Initiative of Kentucky) is an integrated research and engagement center within the College of Agriculture, Food, and Environment at the University of Kentucky. CEDIK's vision is "Empowered People, Thriving Communities." Our mission is to "Catalyze positive change to build engaged communities and vibrant economies."

CEDIK focuses primarily on rural economic and community development issues across Kentucky, Appalachia, and the South. CEDIK is comprised of 14 staff and 4 faculty dedicated to empowering communities to design their own solutions to improve economic and social conditions. CEDIK has extensive experience facilitating community conversations, collecting primary data and providing data analysis with an ability to provide interpretation of complex results for any audience.

The land grant mission of instruction, extension, and research form the three main goals of CEDIK.

1) To assist Kentucky community leaders, organizations and extension personnel directly with economic and community development efforts. 2) To provide all Kentucky Cooperative Extension Personnel professional development and training in community, economic, and leadership development topics regardless of program area. 3) To produce quality research that supports innovative community, economic, and leadership development programming.

A distinguishing feature of the initiative is that CEDIK is not just the work of one department in the College. CEDIK's extension and research faculty are housed within several different CAFE departments (Agricultural Economics, Community and Leadership Development and Landscape Architecture). CEDIK faculty collaborate on innovative community and economic development programming, training and research that serve audiences across the state and the South.

Statewide, CEDIK has ongoing partnerships with the Kentucky Small Business Development Center, the State Office of Rural Health, Kentucky Highlands Investment Corporation, the Kentucky Association for Economic Development and the Kentucky Hospital Association. Regionally, CEDIK works closely with the Southern Rural Development Center and Purdue Center for Regional Development.

## Relevant Experience

CEDIK works statewide with elected officials, non-profit organizations, economic development professionals, planning organizations, and Cooperative Extension to address community and economic development issues. Several examples of CEDIK's completed relevant experience are provided below.

CEDIK worked with the **Bourbon County Joint Planning Commission** to facilitate its **Comprehensive Plan Update**, Envision 2040. Over the course of one year, we facilitated 32 public meetings, conducted a housing demand study,<sup>1</sup> led engagement activities (for example, Chalk and Talk,<sup>2</sup> throughout the county and conducted several land use planning exercises (led by our Landscape Architecture staff) to visualize the future land use map (with Legos). In addition, simultaneously, we led the facilitation of the **Bourbon County Economic Development Authority's strategic plan**. It was important to us that the goals and objectives for economic development were consistent and complementary across both plans.

CEDIK, in support of the **Harrison County Comprehensive Plan Update**, completed a **housing demand study** for the county. In many of the counties (and cities) surrounding Fayette County there is significant tension between the demand for housing affordability and sustainable land use. Before identifying goals and objectives, it is essential to fully understand city and county conditions related to the essential community conditions including housing, transportation, economic development, etc.

CEDIK is currently working with **Paintsville – Johnson County** to create a **community strategic plan**. This rapid process (over the course of four months) will utilize input from 1,300 local surveys, two town hall, “Bring your Solutions” sessions and facilitating conversations with the Steering committee will result in plan with clear short-term winnable strategies leading to long-term goals and objectives.

CEDIK works with **Big Sandy Area Development District** on the CREATE BRIDGES project. The purpose of CREATE (Celebrating Retail, Accommodations, Tourism, and Entertainment) BRIDGES is to strengthen retail, accommodations, tourism, and entertainment industries which often make up a large portion of the jobs and businesses that drive rural economies. CEDIK is working with the five counties, including Johnson County to conduct a business retention and expansion program, employee engagement survey and to then to identify and fund workforce development programs to support the CREATE sector.

CEDIK recently led the strategic planning process for a new regional economic development organization, **FOCUS** (Five Original Counties Uniting Successfully), that covers five counties in Eastern Kentucky (Lee, Jackson, Clay, Hyden, and Owsley). This effort was funded by the Brushy Fork Flex-E program. Through this process we led several community forums, provided secondary data analysis and facilitated the entire strategic planning process. In addition, FOCUS was also selected to participate in the CREATE BRIDGES program.

CEDIK also led the **2019 University of Kentucky Cooperative Extension Assessment** that was a culmination of 32,000 surveys and 500 focus groups and key informant interviews. As a result, we created 120 individual county reports and an overall statewide report. Currently, we are leading the implementation process to ensure the Cooperative Extension responds to the unique and shared needs of Kentucky's communities.<sup>3</sup>

---

<sup>1</sup> [http://www.bourboncountyplanning.com/wp-content/uploads/2019/05/BourbonCty\\_Housing-Final-May-2019.pdf](http://www.bourboncountyplanning.com/wp-content/uploads/2019/05/BourbonCty_Housing-Final-May-2019.pdf)

<sup>2</sup> <http://www.bourboncountyplanning.com/wp-content/uploads/2018/10/Chalk-and-Talk-Poster-Millersburg.pdf>

<sup>3</sup> <https://extension.ca.uky.edu/communityassessment>

Kentucky Extension Community Assessment  
Statewide Report  
2019



Paris-Bourbon Economic Development Authority  
Strategic Plan, 2020 – 2025

November 2019

Report prepared by  
Dr. Alison Davis, Director  
Dr. Daniel Kahl, Associate Director  
Community and Economic Development Initiative of Kentucky

COOPERATIVE EXTENSION



College of Agriculture, Food & Environment  
CEDIK | cedik.ca.uky.edu

# “Chalk and Talk” at Chautauqua 2018

MILLERSBURG, KY -

On Saturday,  
September 8th  
attendees of the  
Millersburg



Chautauqua Festival  
participated in a “Chalk and Talk” activity to share their aspirations for improving the Millersburg Community. This community engagement activity was developed by the University of Kentucky Community Economic Development Initiative of Kentucky (CEDIK) and sponsored by the Bourbon County Joint Planning Commission.

One of the most insightful parts of this activity was to hear the voices and opinions of the YOUTH! Despite the wet weather, there were many participants!

There were three fill-in-the-blank sentences posed:

1. Next time I come downtown, I want to see...
2. My favorite thing about Millersburg is...
3. The next generation of Millersburg needs...

Check out the responses to the right! \_\_\_\_\_



How will this information be used? There are many ways! The primary focus of the activity is to encourage the Community to tell us what they think. What are your priorities? What would make life better? By tabulating and then referring to these responses later, our decision-makers can construct more effective policies that better reflect the Community's wants and needs.

Would you like to be involved with future planning initiatives? Visit [www.bourboncountypartnership.com](http://www.bourboncountypartnership.com) or call the Planning Office! 859-987-2150.



ACKNOWLEDGEMENTS: Thank you to the Millersburg Chautauqua Committee, the University of Kentucky Community Economic Development Initiative of Kentucky, and all of the participants who voiced their opinions!

# CEDIK DATA PROFILES

### CEDIK Economic Data Profile

**Location**  
Madison County

**2016 Employment\***  
Top 5 industries (# jobs)

Educ. Serv.	5,939 (17.7%)
Manuf.	5,465 (16.3%)
Retail Trade	4,177 (12.4%)
Accom. & Food Serv.	4,068 (12.1%)
Health Care & Social Assist.	3,546 (10.6%)

**2016 Location Quotient\***  
Top 5 industries (LQ)

Educ. Serv.	2.00
Manuf.	1.86
Accom. & Food Serv.	1.27
Public Adm.	1.15
Retail Trade	1.10

**2016 Personal Income\*\*\***

Labor Income (%)	62.5%
Non-labor Income (%)	37.5%

If LQ > 1, then the industry is more concentrated in the county as compared to the national average and vice-versa.

**Demographic Indicators\***

Indicator Name	Selected Location	KY	US
2016 Population		87,324	4,436,974
2016 Labor Force		13,908	2,617,815
2016 Labor Force (%)		62%	59%
2016 Mean Commute Time (minutes)		22	23
2016 Median Household Income		\$43,707	\$44,811
2016 Population in Poverty (%)		7%	19%

**Jobs Overview\***

Indicator Name	Selected Location	KY	US
2006 Total Jobs		30,481	1,779,198
2016 Total Jobs		33,571	1,861,405
2026 Total Jobs		35,330	1,940,219
2006-2016 Change		10%	5%
2016-2026 Projected Change		5%	4%

**Unemployment Rate\*\***

**2016 Personal Income\*\*\***

**Data Sources:** \*JobsEQ, 2016. \*\*BLS, 2016. \*\*\*BEA, 2016. For questions, contact **Simona Balazs**, CEDIK Research Director, at (859) 218-5764 or simona.balazs@uky.edu. Special thanks to Joe Kercsmer, CEDIK Research Analyst, for his work on the data.

### Kentucky County Small Business Profiles

#### Madison County 2016

**Small businesses with less than 20 employees constitute 94.4% of all businesses and employ 19.3% of all employees in Madison County.**

**Payroll and Employment by Firm Size, 2015**

Employment Size	Number of Firms	Total Employment	Average Annual Payroll per Firm (\$1,000)	Average Annual Payroll per Employee
0	5,430	---	---	---
1-20	1,090	4,195	\$103,126	\$24,583
20-99	124	3,543	\$95,644	\$26,995
100-499	56	2,604	\$80,783	\$31,023

U.S. Census/Non-Employer Statistics, 2015

**Definitions vary on the term "small business."** According to the U.S. Small Business Administration, small businesses can range from businesses that are solely owner-operated with no employees to businesses with up to 500 employees. However, most agree that small businesses are a vital part of a local economy.

**Percent Change in Jobs**

**Percent Change in Sales**

**Share of Small Business Employment for Top Industries\*, 2015**  
Firms with 1 to 50 Employees

Retail Trade	16%
Accommodation & Food Services	15%
Professional, Scientific, & Technical Services	14%
Health Care & Social Assistance	12%
Construction	7%
Manufacturing	7%
Other Services (except Public Administration)	7%

\* Includes only industries with more than 5% share of total employment. U.S. Census/Longitudinal Employer-Household Dynamics, 2015

**College of Agriculture, Food and Environment**  
CEDIK Community & Economic Development Initiative of Kentucky

### County Budget & Weather Disaster Profiles (Revised)

**Select County**  
Madison

**County Budget Indicators**

2018 Population Estimates	92,368
2018 Total Tax Revenue	\$9,216,326
2008-2018 Change in Population	14%
2008-2018 Change in Total Revenues	14%
2008-2018 Change in Total Spending	17%

**2018 Top 3 County Revenue Sources**

Intergov. payments	\$12,065,666
Tax revenue	\$9,216,326
Surplus, borrowing & transfers	\$8,251,333

**2018 Top 5 County TAX Revenues**

Real Estate	30%
Motor Vehicle Tax	10%
Telephone 911	10%
Occup. License Fee	10%
Deed Transfer	10%

**2018 Top 5 State TAX Revenues\***

Occup. License Fee	40%
Real Estate	30%
Insurance License	10%
Motor Vehicle Tax	10%
Net Profits Tax	10%

\* State total tax revenue does not include Fayette and Jefferson counties, due to budgeting differences.  
\* Not all counties levy all taxes. For additional information please refer back to the website.

**County Weather Disaster Indicators**

2008-2018 Number of FEMA Disasters	6
2008-2018 Average PC Damage (2009 real \$)	\$425
Total FEMA Approved Damage, of which:	\$2,354,235
Roads and Bridges	\$369,863
Debris Removal	\$1,299,875
Public Buildings	\$215,815

**Select Map Indicator**  
2008-2018 Number of FEMA Disasters

**Data Sources:** 1. Federal Emergency Management Agency (FEMA), <https://www.fema.gov/>  
2. KY Department for Local Government, [https://drlgweb.ky.gov/Countries/16\\_CountyHome.cfm](https://drlgweb.ky.gov/Countries/16_CountyHome.cfm)  
3. National Oceanic and Atmospheric Administration (NOAA), <https://www.noaa.gov/>

**For questions please contact:**  
Simona Balazs, Research Director CEDIK  
email: simona.balazs@uky.edu | phone: 859-218-5764  
Special thanks: Joe Kercsmer, Research Associate CEDIK  
Lucas Taubert, Graduate Research Assistant CEDIK

### 2017 DIGITAL DIVIDE PROFILE

#### Madison, Kentucky

**26.22**  
Digital Divide Index Score

The digital divide index score (DDI) ranges between 0 and 100, where a lower score indicates a lower divide. The infrastructure adoption score and the socioeconomic score both in a 0 to 100 range as well contribute to the overall DDI. Listed below each score are the indicators used.

**21.20**  
Infrastructure/Adoption Score

If this score is much higher than the socioeconomic score, efforts should be made to upgrade the broadband infrastructure.

- 5.1%** of people without access to fixed broadband at least 25 Mbps down and 3 Mbps up
- 20.3%** of households with no internet access (not subscribing)
- 12.3%** of households without a computing device

**100**  
median maximum advertised download speed in Mbps

**8**  
median maximum advertised upload speed in Mbps

**30.25**  
Socioeconomic Score

If this score is much higher than the infrastructure/adoption score, efforts should be made to focus on digital literacy and exposing residents to the benefits of the technology.

- 12.9%** population ages 65 and older
- 13.2%** ages 25 and older with less than a high school degree
- 19.5%** of individuals in poverty
- 15.8%** noninstitutionalized civilian population with a disability

**College of Agriculture, Food and Environment**  
CEDIK Community & Economic Development Initiative of Kentucky

Source: FCC Form 477; 2013-2017 ACS For more information, contact Dr. Alison Davis at (859) 257-7260 or alison.davis@uky.edu

**PURDUE UNIVERSITY**  
Center for Regional Development | Extension

## CEDIK Project Team



**Dr. Alison Davis**, Full Professor in the Department of Agricultural Economics, is the Executive Director of CEDIK and an Economic Development Extension Specialist. Dr. Davis holds a PhD in Economics from NC State University. She is known nationally for her work in economic development for communities and regions in rural America. She authored the data analysis modules for the national program, “Stronger Economies Together (SET).” These modules focused on the identification of clusters, industry strengths and leakages, and strategies to address these leakages and to strengthen industry clusters.

In addition, Dr. Davis has provided leadership and technical assistance to several economic development groups across the region including SOAR, the Kentucky Promise Zone, Gateway ADD, and the Ken Tenn Regional Alliance.



**Dr. Dan Kahl** is CEDIK’s Associate Director and an Assistant Professor in the Department of Community and Leadership Development. Dr. Kahl has extensive experience in leading strategic planning efforts for communities and organizations. Dr. Kahl is currently leading several strategic planning efforts with the Riverlands’ Alliance that covers over 20 counties in Kentucky and Tennessee and comprises over 30 partners. In addition, Dr. Kahl is recently completed planning efforts for Bourbon County’s Economic Development Authority.



**Ms. Simona Balazs, MS**, is a Research Associate for CEDIK. She has expertise in data analysis, GIS, and economic impact analysis. Simona most recently completed several reports and analyses including the “Economic Impact of Agriculture in Christian, Trigg and Todd Counties,” “LOST Retail Profiles” for each Area Development District, “The Economic Impact of Union College,” and “CEDIK’s Education Profile.” Simona is currently completing “Small Business in Kentucky” in partnership with the Kentucky Small Business Development Center.

In addition, this project will be supported by Ms. Melody Nall, CEDIK’s Engagement Director, Ryan Sandwick, Community Design Specialist, Sarah Bowker, CEDIK’s Communications Director, and Joe Kercksmar, a research associate for CEDIK.

## Project Approach

Traditionally our planning approach includes the following key components:

- Meeting with the planning commission, planning staff, elected officials, and an appointed (by planning commission) Comprehensive Plan Committee to determine the defined scope of the project and identified stakeholders and the desired community input process.
- Review existing Mason County Comprehensive Plan Update process and existing plan.
- Primary data collection through surveys, focus groups, and key informant interviews. CEDIK can host online and/or paper surveys and will be responsible for collecting and analyzing all data. CEDIK will also be responsible for working with the Comprehensive Plan Committee to create and synthesize survey questions and format.
- Secondary data collection and analysis that describes current conditions, past trends, and projected demographic and economic situations. This could also include a housing demand study if appropriate for the city of Maysville. In addition, we will create any land use maps and other supporting maps using GIS and data provided by City staff. It would be ideal to access PVA data early for this process.
- Coordinate mechanisms for community input. Based on Comprehensive Plan Committee preferences we would suggest one of the following mechanisms for engaging the community to participate in the goal and objective setting:
  - Host two community sessions for each identified theme (for example Land Use, Transportation, Community Facilities, Housing, Historic and Cultural Resources, Economic Development, Environmental) to decide on goals, objectives, and strategies.
  - Host five to ten sessions for all themes combined and break into small groups by theme.
  - The community survey instrument can be used to narrow down goals and objectives and we can then host one session per theme to identify implementation strategies (to minimize the total number of meetings).
  - Host a one-day conferences similar to Danville Boyle County's "Finding a balance in Boyle County." This would have to be carefully designed to be as efficient and effective with time. CEDIK was asked to lead several sessions for the conference but only two hours was allocated for community input. In addition, the age of the participants was older than the average age in the community (a function of the time of the event).

Previous experience has suggested that too many sessions can exhaust a community and then only the loudest voices prevail at the end. The final process will be determined after meeting with the steering committee. There are pros and cons for each proposed strategy above.

We have had success in smaller group work, where each group has an opportunity to review each proposed goal and ensuing objectives. This minimizes individuals picking their "favorite" goal and monopolizing the conversation. We use group consensus (through group voting) to ensure no one voice can dominate the process. In addition, we will ensure that these goals and objectives are consistent across all thematic areas.

It is important that goals are clear and concise, thus we allow time for wordsmithing within the group. There are a number of activities we have used in previous comprehensive planning projects that are used to visualize land use decisions. We will incorporate these activities as appropriate.

- When appropriate, we can coordinate with the City to invite subject matter experts to inform and educate the community on issues that are particularly contentious.
- Compilation of first draft of the Comprehensive Plan Update for community input and Planning Commission review. CEDIK will present these findings in a town hall setting.
- Final plan document including goals, objectives, implementation strategies, maps, illustrations and all necessary background information and appendices is then provided to the Planning Commission for adoption.
- Presentation of report to community or other interested parties as needed
- CEDIK will then transfer in writing all rights to the plan and all presentations throughout the planning process and will provide a digital copy to the fiscal court.

## Data Tools

CEDIK's market intelligence can be made available by providing two elements:

- Access to databases that are currently cost prohibitive to individual communities and businesses as listed below;
  - Trained staff to translate data and develop knowledge that results in positive impact.
- **Chmura** is an excellent data program designed to provide detailed reports on existing trends within industries, projected trends, workforce development trends, and expected demand for new occupations. Chmura also provides reports highlighting the estimated supply chain for an industry, the availability of local supply of inputs, and leakages. Only two entities in Kentucky have access to this product: CEDIK and the Cabinet for Economic Development.
  - **ESRI Business Analyst** combines demographic and business data, detailed maps, and advanced spatial analytics to help a business make smarter decisions about customers and marketplace. In addition, through ESRI Business Analyst, we can identify individual businesses by NAICS code, employment size, and sales revenue. In addition, Business Analyst provides very useful information on customer spending allowing communities to identify retail leakages and opportunities for new retail businesses.
  - **GIS MAPPING** provides a visual representation of the marketplace. By layering market information onto maps, CEDIK can provide a unique view of customers, competitors, and opportunities in relation to a potential location.

- **Census on the Map** is a useful tool for visualizing the “leakages” of workers out of the region. We can identify where folks are traveling to work and an idea about the wages these workers are earning.

## Timeline

To meet the expected 10 to 12 month timeline, we have proposed the following schedule:

**September 2022:** project launches, meet with Comprehensive Plan Committee, decide on community input process, CEDIK will bring survey template as a starting point

**October – December 2022:** launch online and paper surveys, access Mason County PVA data, collect secondary data, review Mason County comprehensive plan.

**January – April 2023:** Community input process (goals, objectives, implementation strategies), compile and analyze all data, create land use maps, implement other identified community engagement activities

**May – July 2023:** Create draft of comprehensive plan update

**August 2023:** Present initial draft at town hall forum, create final document for Planning Commission Review

The exact processes and timeline are determined in our first meeting with the Planning Commission and Steering Committee.

## Deliverables

- Final comprehensive plan update
- All maps as separate shapefiles and .jpegs
- All presentations used throughout the process
- Survey database (Excel file)
- Sign-in sheets from each community session
- All pictures used in the plan

## Proposed Budget

Staff time (Davis, Kahl, Nall, Balazs, Sandwick, Bowker): \$22,000 (~ 450 total hours, \$49/hr)

Travel: \$2,000

Maps, data, and copies: \$500

Supplies: \$500 (flip charts, markers, etc)

Housing Demand Study (if desired): \$10,000 (all of Mason County)

**Total Project Costs: \$25,000** (\$35,000 with housing demand study)

*Costs not included:* postage for surveys (if applicable), facility rental and refreshment costs

## APPENDIX 1

### Bourbon County Land Use - Lego Exercise

Materials: aerial maps of Paris, Bourbon County, North Middletown and Millersburg

The aerial maps will have the outline for the future growth boundaries on them.

- Break everyone into two equal teams
  - Each team gets the same materials and supplies
  - Each of the Lego colors correspond with a land use
  - The size of the Legos represent the number of units i.e. an eight piece Lego represents 8 units of residential, or the size of a commercial or industrial park
  - People place the number of units they want within the growth boundary areas
  - Using the anticipated growth numbers, put those number of Legos down on the map
  - Together as a group they figure out what their decision making process was and why they put certain developments in certain places
- **Yellow = residential**
  - **Red = commercial**
  - **Purple = industrial**
  - **Green = parks**
  - **Blue = institutional**
  - **Mixed = Gray**

Land Use with Legos is an activity where individual Lego pieces represent future development. This activity builds upon our first land use session where we looked at different housing types for different people and the second where we connected the cost of infrastructure to various development types.

The maps provided are at two scales: Bourbon County and Paris. The Bourbon County map shows the outlines of the incorporated areas in the County. The Paris map is zoomed in to the city and also shows the boundaries identified for future growth based on land types. Each of these are color coded on the map's legend and coordinate with the bags of colored Legos. For example, the purple outline on the map represents industrial areas and the bag of purple Legos represent future industrial uses. **However, the size of the Legos are more important than the shade of them.** So all yellow pieces represent housing regardless of the shade with a single Lego representing a single family detached home and an eight piece representing an eight-plex housing unit. Likewise for commercial (red), industrial (purple), parks (green) etc. The size of the Lego is the most important part.