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STAFF REPORT

REQUEST OF HOOKER ATLANTA CORPORATION (APPLICANT) FOR THE UTILIZATION OF AN UNDERLYING ZONE IN PLANNED DEVELOPMENT

DECEMBER 14, 1988

I. REQUEST

This is a request by Hooker Atlanta Corporation (applicant) for Poynter International Corporation and Char-Mae Corporation (owners) for the Utilization of an Underlying Zone in Planned Development as recommended in the Houston-Donaldson Study. The ±75 acre site actually consists of two parcels of land and is located north of KY 18, southwest of Woodspoint Drive and east of Houston Road, Florence, Kentucky. Poynter International Corporation owns 64.72 acres and Char-Mae Corporation has control over the remaining 11.22 acres closest to Houston Road (see Exhibit 1). The Poynter property is commonly known as the World of Sports site. The applicant has submitted a Concept Development Plan for a mixed use development and will be referred as BIGG'S at Florence.

This Staff report is divided in six sections. The six sections describe the project's site characteristics, the relationship of the proposed project with the Houston-Donaldson Study and the Boone County Comprehensive Plan, the submitted Concept Development Plan, Staff concerns and a conclusion or summary. The current use of the parcel is recreation and open space. The recreational uses include an 18 hole golf course, a miniature golf course, a go-cart race track, and two multi-purpose commercial recreational buildings. The current zoning of the site is Office Two/Commercial Two/Recreation/Planned Development (O-2/C-2/R/PD).

II. SITE CHARACTERISTICS

A. Surrounding Land Uses And Zoning

The surrounding land uses and zoning near the BIGG'S site consist of the following:

Land Uses

- North - Public/Institutional
 - Boone County Health Center
 - Woodspoint Nursing Home
 - Agricultural and Woodland (across Woodspoint Drive)
- South - Commercial
 - Gold Circle Store (Hills Dept. Store)
 - Mike Albert Leasing
 - Dragon Inn Restaurant
 - Woodland
- East - Public/Institutional
 - I-75
- West - Woodland and Commercial
 - Fuller Square Office Building

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Zoning

- North - Office Two/Commercial Two/Planned Development (O-2/C-2/PD)
 - Public Facilities (PF)

- South - Commercial Two/Planned Development and Commercial Services/Planned Development (C-2/PD and C-3/PD)
 - Office Two/Commercial Two/Recreation/Planned Development (O-2/C-2/PD)

- East - Suburban Residential Two (SR-2)
 - Commercial Services/Planned Development (C-3/PD) across I-75

- West - Industrial One/Planned Development and Commercial Two (I-1/PD and C-2)

B. Topography and Soils

The site's topography is rolling due to the present use of a golf course. There are, however, several dramatic features on the site. Two major lakes or swales exist at opposite ends of the site or adjacent to the Gold Circle store and near the Boone County Health Center. Both lakes are used for retention purposes and provide an amenity for the existing golf course. The most severe drop in topography exists on the northwest corner of the site near Woodspoint Drive and Houston Road and along Houston Road (planned retail uses). Equally severe is the drop in elevation and wooded area behind the Gold Circle store (the planned BIGG'S store area). There is a substantial mature tree stand or open space along Houston Road or where the planned banks, restaurants and detention pond will be located. (see Exhibit 2). The mature tree stand is approximately 2,500 feet in length.

Soil types of the site include the Jessup Silt Loam (12-20%-slope) and two types of Rossmoyne soils (RsB and RsC), which are usually located on slopes between 0-12 percent. The applicant has submitted a preliminary geotechnical investigation of the site. Based upon the existing contours of the site, a substantial amount of earthwork especially near the southerly pond or lake, will be needed to develop satisfactory grades. There is the presence of a wet zone approximately 15 feet below the surface, which will limit the finished grades to no lower than 10 feet below the existing surface. Approximately 450,000 cubic yards of earth will be reworked on the site.

C. Existing Transportation System

The ±75 acre site has a highly visible location; having direct access, or located near several important roadways. As indicated on Exhibit 3, the proposed development is situated in the midst of some of the most important roadway intersections in Boone County. The Houston-Donaldson Study was undertaken and based upon the importance of the roadway network in this area of Boone County.

The site is bordered on the north and east by Woodspoint Drive, and on the west by Houston Road. Woodspoint Drive is maintained jointly by the Kentucky Transportation Cabinet (KDOT) and the Boone County Fiscal Court. The road is unimproved, the pavement varying from 19-20 feet in width. The junction of Woodspoint Drive and KY 18 is a problem intersection due to short distance to the I-75 ramps and the volume of traffic on KY 18.

Houston Road similarly is an unimproved two lane roadway, maintained by KDOT. The pavement surface is good condition, but grade changes produce a 'roller-coaster' type profile. The roadway is planned to eventually be reconstructed, to even out the vertical grade of the roadway and widen to additional lanes. At present however, the grade reduces the efficiency of the roadway and decreases sight distance.

This project will also directly impact the transportation network of the surrounding area. All of the roadways and intersections analyzed in the Houston-Donaldson Study will be impacted by the proposed development. The most seriously affected by the development of this site will be KY 18 and Houston Road.

D. Utilities

Presently, two sanitary sewer lines exist on the site. Both 10" and 8" sanitary sewer lines exist adjacent to the northern lake and at the south side of the site. Both lines run from Woodspoint Drive to Houston Road.

The entire Houston-Donaldson Study area is presently served by an existing 36 inch gravity sanitary sewer. This line flows by gravity from the approximate intersection of Houston and Turfway along I-75 to the Dry Creek interceptor/wastewater treatment plant in Kenton County.

Sewage from the City of Florence is pumped through the Study Area by means of two separate force mains. One transports all the sewage flow from the original Florence wastewater treatment plant. This 20 inch force main is located on the west side of Houston Road. The other pumping station serves the general Study Area with an 8 inch, 10 inch and 15 inch gravity sewer system and pumping station (northwest of KY 18 and Houston Road). This pumping station has two pumps each with a capacity of 700 gpm (gallons per minute). The pumps are wired so that both may operate at the same time. The 12 inch sewage force main is large enough to handle flows at ultimate development permitted by existing zoning. The minimum slope on the eight inch sewer between Woodspoint and Houston on the BIGG'S site is 0.4 percent which correlates to a 350 gpm capacity without surcharging (overflow of manholes). The 10 inch sewer which runs parallel to the eight inch sewer has a minimum slope of 0.3 percent. The capacity based on this slope is 500 gpm. The minimum slope of the 15 inch sewer west of Houston Road (after the 10 inch and 8 inch sewer combine) is 0.25 percent which correlates to a capacity of 1,400 gpm.

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The City of Florence 20 inch force main and the 12 inch force main along Houston Road discharge into a manhole at Turfway and Houston. From this manhole a 36 inch gravity sewer system conveys sewage east along Turfway Road to I-75 and thence parallel to I-75 toward the Dry Creek Plant.

Presently, the site is served by an existing 12 inch Florence water line on the west side of Woodspoint Drive. This line crosses underneath KY 18 to the Airport Ford/Florence Mall area. Another 12 inch Florence Water exists on the west side of Houston Road. Currently, a 20 inch Boone County waterline is being constructed near the existing 12 inch Florence line.

E. Visibility of Site

An important feature of the ±75 acre parcel is its visibility from the existing transportation networks. Specifically, the site has a tremendous view from Interstate 75, Woodspoint Drive and Houston Road (if mature tree stand is eliminated). Spot elevations of the I-75 southbound KY 18/Mall Road exit ramp are 893 in approaching the ramp and approximately 936 and the intersection of KY 18 and the southbound exit ramp. The proposed elevation of the BIGG'S store is 890.5 and the proposed 80,000 square foot retail building at 892.5. The elevation in line with both stores from the southbound exit ramp is approximately 908. Consequently, the proposed buildings will be 16-18 feet lower than the grade of the I-75 southbound exit ramp.

The existing spot elevations or grades along Houston Road also vary from 867 and 897 in comparison with the proposed grades for the proposed out-lots (885 and 892). The net effect will involve the public viewing a portion of the proposed uses while "looking up" unless changes are made to the existing grades of Houston Road. In short, other portions of the site will be highly visible from Houston Road because of the roads dramatic change in elevation.

III. RELATIONSHIP WITH THE HOUSTON-DONALDSON STUDY AND BOONE COUNTY COMPREHENSIVE PLAN

A. Importance of BIGG's Site

The World of Sports property owned by Poynter International Corporation and the Houston Road frontage owned by Char Mae Corporation comprised an important site in terms of future land uses recommended in the Houston-Donaldson Study. Phase Two analysis in the Study assumed the World of Sports site to be developed while Phase Three analysis examined the Study Area with the World of Sports site and property along Houston Road under its current private recreation and open space uses.

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This site was of particular importance to the two levels of analysis for four reasons:

1. The location of the golf course site and Houston Road frontage creates potentially great impacts on the traffic pattern of KY 18 and on the ability of area traffic to leave and enter Interstate 75.
2. Unlike most other land along Houston Road, the World of Sports site was creating an economic return for the property owner because of the existing commercial recreation use.
3. In order to achieve access to Houston Road, any development on the existing golf course site would have to incorporate two properties into one plan, or orient the development toward Woodspoint Drive at Houston Road.
4. Considerably more site work would be necessary for major development than on other sites north along Houston Road and Turfway Road. The site also has many unique topographic and vegetation characteristics that could be incorporated into future development plans.

These four issues and the importance of the site's location between the developed Mall Road area and the now-developing Houston Road area make it extremely important in light of land use transition. Because of these land use considerations and transportation impacts associated with the location, any proposed developments on the World of Sports site and the Houston Road frontage require public review through the Approval of Concept Development Plan Public Hearing process to ensure that proposed land uses are appropriate and that adequate infrastructure can be provided at this key location.

The Houston-Donaldson Study replaces the Turfway Interchange Study and incorporates the broad plans for the area contained within the 1986 Boone County Comprehensive Plan. The Turfway Interchange Study addressed the north end of Houston Road, but did not include the BIGG's at Florence request site in its Study Area. Most importantly, from a county-wide perspective, all three of these documents foresee the Houston Road Corridor as an employment district as the ultimate land use and over a lengthy period of time. The employment district consists primarily of office and light industrial uses with supporting commercial uses designed to serve the immediate area.

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B. References to Land Use in the Boone County Comprehensive Plan

The 1986 Boone County Comprehensive Plan Future Land Use Map indicates future recreation usage of the World of Sports site while the frontage on Houston Road (Char Mae property) is depicted as future commercial land uses. Pages L-19 and L-20 of the Land Use Element include the following passages that describe future commercial development and the Florence section of the Future Land Use Map:

Commercial development in this section will remain near the arterial roads or close to the interstate. This consumer service and traffic oriented developments must be contained to specific areas adjacent to the arterials and interstate. The coordination of curb cuts and parking lot tie ins in the already developed areas must occur in order to maintain a reasonable ease of travel along these roads. Undeveloped tracts of commercial land need to tie in and coordinate with any adjoining commercial or industrial development if it exists. Where no commercial development has yet occurred, provisions for access control must be made for future development. This includes the above-mentioned as well as the use of frontage roads.

Regionally oriented commercial development should be retained to the Mall Road area. A large tract of land still remains untouched from the commercial activity along Mall Road. This property, known as the Berkshire Farm, should be developed in a cohesive manner with itself and with other developments along this area. Ingress to the site should be encouraged from U.S. 42 near the Interstate. This would permit a continual access to the area without burdening U.S. 42. A half interchange is planned for and encouraged to be constructed for traffic from the north to enter into and exit from the Mall Road area. Direct tie ins to the ramps from the Mall and any other future major development from both sides of the Interstate will effectively eliminate the current traffic congestion along U.S. 42 and KY 18.

In summary, growth in this section must be balanced among three major land users, commercial, industrial and residential development. Growth in one must be tempered by the location and existence of the other two.

Page B-10 of the Business Activity Element discusses Florence's role in the business activity of Boone County, based primarily on 1980 census data:

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Florence also occupies an important position in Boone County's commercial business activity. This one city accounts for 35.6% (Table B-4) of Boone County's commercial business employment. This is not out of line, however, because Florence also contains about one-third of the county's population. At the same time, unincorporated Boone County's share of commercial employment is 55.8%, and much of this is located near Florence. Non-base, commercial business tends to locate near population concentrations. This is especially true of retail and wholesale operations, and explains the fact that Florence contains 41.9% of the county's employment in retail and wholesale.

Page B-14 of the Business Activity Element notes the existing traffic problems along KY 18, partly as a result of the location and arrangement of commercial land uses. The Comprehensive Plan recognizes that these problems can be worsened by additional commercial access to KY 18 in the I-75, Mall Road, Houston Road area.

The following Goals and Objectives of the Business Activity Element pertain generally to the request and helped form a basis for the Goals and Objectives of the Houston-Donaldson Study:

Goal:

To provide appropriate locations for industries or businesses compatible with others located in the county.

Objectives:

Compact, efficient development patterns shall be encouraged for commercial and industrial development by maintaining buffer space between uses.

Commercial

1. Commercial uses shall be developed at strategic locations relative to their trade areas with direct access and ample parking space.
2. Future commercial development shall be encouraged, whenever practicable, to occur in the form of shopping centers or other compact aggregations having an integrated design.

C. Houston-Donaldson Study Land Use Recommendations

The overall land use recommendations for the Houston-Donaldson Study area are contained in the Phase Two analysis of the Study. These land use recommendations provided the basis for the final recommended zoning of the Study Area and from which to conduct the infrastructure analysis in Phase Two and Phase Three of the Study. Finally, the Specific Development

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Guidelines further define the land use recommendations for each development zone within the Study area.

The Phase Two Land Use recommendations section provides insight into the recommended arrangement of large traffic-generating land uses on page 25:

Most of the region lies within the projected 65 LDN noise contours, which is generally not suitable for residential development. This fact, coupled with the proximity to two interchanges, lends the area mostly to commercial, office, and industrial activity.

The commercial and office uses are the large traffic generators while industry can be a controlling factor in water and sewer provisions. In general, the recommended land uses and zoning are intended to cluster the high traffic generating uses near the major access points on the east side of Houston Road. This land area has limited access due to the airport, and its visibility is restricted by topography. The intent is to permit traffic movement between similar developments without crossing or traveling Houston Road.

Page 25 also discusses the reasons that the World of Sports site is important to the area development pattern. The site was treated as an opportunity for innovative development because of the site's key location and unique site characteristics. It is for the following reason that any development on the site other than minor recreational uses must undergo a public review process. The developer has the opportunity for innovations but must show that his proposal would correlate with the area land use pattern and be accompanied by needed infrastructure improvements;

The largest unknown in terms of land use in the Houston/Turfway Region is the World of Sports site, referred to later in the Study as Zone 11. There are several major factors to consider for this location. The area contains rolling topography and abundant vegetation making it very suitable for its current use. Other amenities such as the visibility and accessibility of the site by KY 18, Houston Road, and two nearby I-75 interchanges, combine to give the site a high property value. For those reasons, private recreation facilities are becoming increasingly unrealistic as an economic use of the land. Another very important factor is the site's location with respect to the traffic network. The nearby intersection of Houston Road and KY 18 is already experiencing noticeable traffic problems, as outlined in the traffic subcontractor's report. The development of Zone 11 in a commercial or office manner would drastically impact that intersection as well as the rest of Ky 18 in that vicinity and the rest of Houston Road.

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The Study refers on page 25 back to the Boone County Comprehensive Plan in terms of recreation needs of Boone County since much of the site is currently used for private recreation uses:

The Comprehensive Plan Goals and Objectives that pertain to the Recreation Element recognize the need for recreation areas to be centrally located, and easily and safely accessible. One of the objectives for the Recreation Element reads: "A major urban park with maximum accessibility should serve each major section of the city and county." Since the Study Area is of significant future importance, and is adjacent to already important areas, the World of Sports site represents an ideal location to contain recreation uses for Boone County, Florence, as well as regional users.

Based on the above land use, infrastructure, and site considerations for Zone #11 of the Houston-Donaldson Study, the following Phase Two land use recommendations on pages 25 and 26 are made for the 75.9 acre site in addition to the portion of the Char Mae property not included in this request at the corner of Houston Road and KY 18:

Although the Study recommends the site ultimately as a mixed office and commercial development with a variety of uses, the site should ideally remain in its current usage for some time. Ultimate development as an office and commercial center could also include private recreation uses provided by the developer or public recreation. The purpose of the Recreation portion of the recommended O-2/C-2/R zoning is to encourage this type of development as well as to allow the current use to remain or expand as a conforming use to the zoning.

For the purposes of Phase Two Analysis, the site was viewed as an ultimate mixture of forty percent office, thirty percent commercial, and thirty percent recreation uses. This is not intended to commit the property to that mixture of uses. Additional recreation uses, several of which are recommended in the SPECIFIC DEVELOPMENT GUIDELINES section, could be included automatically on the site, but other uses permitted by the proposed zoning should undergo the public hearing process. This would ensure that the complex land use and infrastructure uses are addressed. This includes not only the current World of Sports site but the narrow frontage on Houston Road. Discussion on Zone #11 in the SPECIFIC DEVELOPMENT GUIDELINES section addresses what should be encouraged to happen in the event of a development as office/commercial uses, and Phase Two also examined the infrastructure needs in that event.

The site should be developed so that much of the natural features of the land are retained as well as providing public access off Woodspoint Drive. To ensure that the area receives considerable usage and to provide services for the corridor, public facility uses could be included with any interim or

ultimate development that occurs on the site. Together with the Woodspoint Nursing Home, a concentration of public facilities and recreation services could be created in a highly accessible location to the Florence and Burlington areas while maintaining an economic use of the land until ultimate development. The site also provides an ideal opportunity for green space in a rapidly growing area of Boone County. Immediately adjacent to the Woodspoint Nursing Home is a triangular parcel that should retain its natural vegetation as much as possible. This land should remain as is because it contains a remnant stand of mature trees in the area while also serving as a buffer between remaining or planned recreation/public facility uses and the potential office/commercial uses opposite Woodspoint Drive. This parcel and adjacent lake also represent future potential as recreation or green space upon ultimate development.

D. Specific Development Guidelines Section

The Houston-Donaldson Study utilized a two level description of the Study Area development recommendations. The above discussion of the Phase Two suggested Land Use section provided the framework for the infrastructure analysis and further refinement of land use recommendations. The Specific Development Guidelines section provides this further refinement in the form of recommendations concerning principal land uses, access, topography and vegetation, and signage.

Zone #11, which comprises the 75.9 acre site and the remnant Char Mae property at KY 18 and Houston Road, is discussed on pages 60-62 of the Houston-Donaldson Study. The zoning scenario of O-2/C-2/R with 40 percent office, 30 percent commercial, and 30 percent recreation land uses analyzed in Phase Two was incorporated into the Study's final recommendations after further review and public input:

Zone #11 - O-2/C-2/R

Principal Uses

As discussed in the PHASE TWO SUGGESTED LAND USES section, this site currently supports recreation uses that are becoming increasingly unrealistic because of the site's location and land value. The site is recommended to ultimately support office and commercial development. This should occur as one development with a central office and services theme, but with a wide range of supporting uses. Ideally, recreation or open-space facilities should be included in the development or provided as public space to take advantage of the site's characteristics and location. Phase Two of the Study examined the impact that O-2/C-2/R zoning would have on the infrastructure. The same locational factors that make this

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site desirable for office and commercial development also make it vitally important for the traffic circulations of the Study Area. The difference between the impact of existing development and the office/commercial development is evidenced by the Phase Two and Phase Three Infrastructure Analysis sections. For this reason, any development proposal on the site, with the exception of the recommended recreation uses specified in this section, should undergo the public hearing process and submittal of a concept development plan. This applies to the parcel of land along the east side of Houston Road as well as the World of Sports site. These two parcels should ideally develop as one unit. If one parcel develops first, the submitted plan should make provisions for continuity of drives and frontage roads, compatibility of uses, and most importantly, provide for the major access points outlined in the traffic recommendations (see Figure 4).

The following list of principally permitted and conditional uses that is derived from the Boone County Zoning Regulations are those that are generally consistent with the objectives of the Study for the purposes of reviewing development proposals. These specific uses should be one of the factors in favor of following the shorter site plan or preliminary plan review process explained in the IMPLEMENTATION section. Other uses in the zoning regulations, as well as uses not specified therein, should be one of the considerations for following the normal concept development plan and public hearing process.

R uses recommended:

PRINCIPALLY PERMITTED

1-3, 6-8, 9 (if not oriented to regional market), 10, 13

CONDITIONAL

3-6

Attached to this Staff Report are the permitted uses in the Recreation zoning district (see Exhibit 5).

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E. Land Use Mixture and Intensity

The 40 percent office, 30 percent commercial, 30 percent Recreation land use mixture recommended by the Houston-Donaldson Study translates into 30.36 acres of office uses, 22.77 acres of commercial uses, and 22.77 acres of recreation use. The submitted BIGG's in Florence Concept Development Plan indicates 13.3 acres of office (17 percent of total land area), 37.8 acres of commercial (49 percent), and 16.8 acres of recreation (22 percent) with public right-of-way or stormwater detention areas.

The Houston-Donaldson Study utilized 9,000 square feet of commercial use per acre and 15,000 square feet of office use per acre as an intensity of development for the final recommendation within the Study Area. This would allow for a total of 455,500 square feet of office development and 204,930 square feet of commercial development on the site. The BIGG's proposal includes only 80,700 square feet of office uses (including restaurants), but includes 412,000 square feet of retail space. The intensity of retail space within the BIGG's proposal is 11,164 square feet per acre.

In summary, the BIGG's Concept Development Plan devotes more land area to commercial uses and contains more commercial space and a greater intensity of commercial space than analyzed or recommended in the Houston-Donaldson Study. At the same time, the proposed office uses are very minor compared to the Study's analysis, and the amount of recreation area proposed is similar.

F. Topography and Vegetation

The Houston-Donaldson Study recognizes the unique characteristics of the 75.9 acre site because of the existing recreation uses, and recommends that these characteristics be utilized in any development plan:

The topography is characterized by two large drainage swales which drain across Houston Road. One swale is located near the Woodspoint Nursing Home and contains a lake which currently is underutilized for recreational purposes. Between this lake and the nursing home is a triangular area of dense woodland that should remain a passive recreation area in the midst of rapid urbanization. Also, there is considerable amount of natural vegetation along Houston Road that should, where appropriate, be incorporated into the design of any public/commercial recreation plan. In the event of O-2/C-2/R development of this zone, mature trees in this area should be retained in conjunction with planted landscaping. Buildings should be clustered to provide both convenience to the users and to provide areas of green space. The triangular area of woodland near the nursing home should remain primarily intact and utilized as open space.

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Water and sanitary sewer facilities were discussed earlier in this staff report. The conclusions of the Houston-Donaldson Study were that adequate water and sanitary sewer service can easily be provided for the entire Study area.

G. Signage

The Special Sign Regulations of the Houston-Donaldson Study establish a two stage procedure for review of signage plans proposed by a developer. The first stage (Stage I) is utilized to determine if a proposed sign is appropriate at a specific location and for a specific purpose based upon the intent of the Special Sign Regulations and the Specific Development Guidelines for signage. The Stage I Signage plan should be provided by the applicant as part of the Concept Development Plan.

The specific signage guidelines for the property under review recommend that any proposed development to limited to building mounted signage oriented to the interstate and the proposed access road east of Houston Road. As an alternative to building mounted signage oriented to the freeway, the Special Sign Regulations may permit a monument type free standing sign, 200 square feet in size. In addition, a monument type free standing sign (100 square feet maximum size) may be permitted near the intersection of the major access drive with Houston Road. Other signage, limited in scale to identify business establishments from within the proposed development, is permitted by the Special Sign Regulations under the Stage I Review procedures. However, the applicant has not provided sufficient signage information to permit an adequate review of the sinage proposed for this development as recommended in the Houston-Donaldson Study.

H. Transportation Needs and Recommendations

The Houston-Donaldson Study discusses design scenarios for both Houston Road and Woodspoint Drive. Houston Road is to be improved to four lanes with a 12 foot center turn lane. Frontage roads are to be constructed parallel to Houston Road providing access to adjacent property. The access points onto houston are to be restricted to designated points spaced approximately 1600 feet apart. Exhibit 6 shows the location and design of the frontage road system and access points along Houston Road as determined by the Houston-Donaldson Study. The frontage roads are to be located approximately 400' back from Houston Road at the intersecting drives. The use of frontage roads was determined to be one of the major issues identified in the analysis of volume/capacity needs.

The location of the access point to the site from Houston Road as specified in the Houston-Donaldson Study is also indicated on Exhibit 6. The location of the one driveway is to be coordinated with the location of the proposed KY 18/Houston Road Connector. This connector road is to be a major, signalized intersection on Houston Road spaced approximately halfway between KY 18 and Woodspoint Drive.

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I. Road/Utility Improvements

The Houston-Donaldson Study recommends several traffic improvements needed for future development of the area. The study focused on the effect of the entire area developing and its impact upon the existing transportation network. As such the Houston-Donaldson Study recommended transportation improvements dependent upon specific development scenarios.

The Study's Phase Two Analysis determined the traffic impact for a sixty percent and a forty percent level of permitted zoning intensity based on the study of existing developments. The final Phase Two and Phase Three Analysis were based upon the area developing at a forty percent intensity. The specified roadway improvements recommended are illustrated in Exhibit 4, of which included are:

Houston Road improvements between KY 18 and Donaldson Road to include: extension to Donaldson Road, four travel lanes and a 12 foot center median and controlled access points located approximately 1600 feet apart.

A series of frontage roads to serve new developments along Houston Road and its extension.

Improved access for north bound traffic onto I-75 from Houston Road.

Construction of the KY 18/Houston Road Connector

Intersection improvements at the Houston Road intersections of Turfway and I-75 ramps.

The analysis also concluded that "even with these extensive improvements, the intersection operations at KY 18 with Houston/Hopeful and Mall Roads will operate as very congested during peak hours periods." Also, traffic traveling northbound during peak hours will be congested at the intersection of Houston and Turfway with the I-75 ramps. These areas are indicated on Exhibit 6.

The Study goes on to recommend that in the event of full development of the area, the following improvements would be necessary;

Reconstruction of the Turfway Road, I-75 underpass for northbound access or the construction of a new northbound I-5 access ramp that begins at some point on Houston Road/Houston Extension and crosses over I-75.

Reconstruction of the Mall Road, Houston Road, and Ky 18 intersection area. As determined by specific engineering and cost-benefit studies, this could be in the form of a Mall Road extension;

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a bridge over KY 18; a Hopeful and Mal Road Connector; a realignment of Mall Road, Houston Road, or both; of grade separated ramps for turning movements.

It should be noted that these improvements may be needed sooner than determined in the Houston-Donaldson Study. This is due to the increase in through traffic, and additional understanding how the area transportation network operates.

The Phase Two analysis of the Houston-Donaldson Study concluded that traffic is the limiting factor for development in the study area. "Even at the forty percent zoning intensity level, the major intersections were projected to operate at a very low level of service. The conclusion was that substantial reduction in trip generation and/or construction of new roadways would be needed to adequately handle traffic entering and leaving the Study area.

At build-out of the Houston-Donaldson Study area, several roadway improvements will need to be completed to handle the estimated traffic. These improvements are required to serve the increase in development in the Study area as well as an increase in pass through traffic. The Houston-Donaldson Study emphasizes the importance of planning for roadway improvements in this area to insure that future traffic will not overload the existing system. The study specifies several needed roadway improvements but also concluded that additional projects would most likely be needed. Further, the Houston-Donaldson Study recommended that further studies be undertaken focusing on specific areas, such as KY 18. Utility capacity and improvements were discussed earlier in the Staff report.

The Houston-Donaldson Study analyzed the capability of the water and sanitary sewer facilities around the Study area to handle ultimate development within the Study area. The level of development used for analysis was the elevated maximum intensity of 60 percent of the development intensity allowed by the Boone County Zoning Regulations. The analysis concluded that with planned improvements such as the 20 inch water line under construction along Houston Road, adequate water amounts and pressure would be available to handle full development in the Study area. The critical factor in water supply for the Study Area is the amount of storage available. Because of topography and airport height limitations, additional storage facilities will have to occur in approximately 5 years outside the Study area. The 20 inch water line from Donaldson Highway to KY 18 will act as storage to a certain extent.

In summary, the Houston-Donaldson Study provides a detailed description and analysis of an area seen as very important in county growth patterns in the Boone County Comprehensive Plan. The resulting recommendations of the Study are very detailed and yet are designed to encourage innovation in mixture of uses and site design. The recommendations for this 75.9 acre site, which comprises most of analysis Zone #11, are designed to

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incorporate the unique site characteristics that are present on the site into a mixed use development of a central office and services theme that includes the appropriate infrastructure improvements to address the developments impact.

IV. BIGG'S AT FLORENCE CONCEPT DEVELOPMENT PLAN

A. Concept Development Plan

The BIGG'S At Florence Concept Development Plan indicates the following uses and building intensities. (a reduced copy of the Concept Development Plan appears as Exhibit 7)

<u>Retail Use</u>	<u>Square Footage</u>	<u>Use</u>	<u>Square Footage</u>
BIGG'S Store	193,200 s.f.	Office	60,000 s.f.
Mall Shops	38,200 s.f.	Bank	3,500 s.f.
Concourse	27,600 s.f.	Bank	3,500 s.f.
Retail Store	80,000 s.f.	Restaurant	5,000 s.f.
Retail Store	73,000 s.f.	Restaurant	8,700 s.f.
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TOTAL	412,000 s.f.	TOTAL	80,700 s.f.
ACREAGE	37.8	ACREAGE	13.3

USE IN ACREAGE

Retail - 37.8 acres
Office/Commercial - 13.3 acres
Public Recreation - 16.8 acres (Lake & Open Space)
Public Right Of Way And Common Area Elements - 8.0 acres

TOTAL NUMBER OF PARKING SPACES = 2,718 spaces

TOTAL NUMBER OF REQUIRED PARKING SPACES = approximately 1,475 spaces

The applicant is planning to construct a 36 foot wide public street (60-80 foot of right-of-way) through the proposed development to allow traffic to travel from Woodspoint Drive through the site to Houston Road and vice versa. In addition, the applicant has submitted a preliminary utility layout and grading plan of the site. (see Exhibits 8 & 9). The utility layout shows the connection into the existing water and sanitary sewer lines. The existing 8 inch sanitary sewer line will have to be relocated because of its location relative to the BIGG'S store. Water service will be provided by designing a "looped" system and connecting into the existing 12 inch line on Woodspoint Drive and Houston Road. The preliminary grading plan indicates that the site will involve cutting and filling the developable portions of the site and will result in no excess fill or borrowing.

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The Concept Development Plan provided by the applicant indicates two proposed free standing high rise, pole mounted "pylon" signs: one near the access road/Houston Road intersection and one oriented to traffic along I-75.

In addition, the applicant has provided architectural renderings of the BIGG'S store (see Exhibits 6 & 11) and an Economic Impact Analysis of the proposed development. The Economic Impact Analysis describes retail demand, revenue from taxes and the number of expected jobs.

B. Transportation Improvements and Access

Four entrances are proposed, two each on Woodspoint Drive and Houston Road. The southern driveway on Woodspoint is described as a 'secure service access' point, for use by delivery trucks only. The distance from this driveway to Woodspoint Drive being approximately 950 feet. The second driveway on Woodspoint Drive is designed to be a major entrance to the development. The placement of this entrance is where the existing red storage shed on the World of Golf is located, approximately 1,850 feet from KY 18.

The southern driveway on Houston Road, is proposed to be the major entrance to the development. As such it is to be signalized, and is located approximately 2,100 feet from KY 18. The second driveway is 730 feet from the first and 570 feet from Woodspoint Drive. It is to be designed as right-turn out only, prohibiting traffic from turning south onto Houston Road.

Staff has discussed with the applicant the feasibility of making connections with the adjacent property to the south. The difference in topography and possible traffic problems, make the desirability any connection questionable. Such a connection should, however, be further studied and considered prior to final approval.

TIA

A Traffic Impact Analysis (TIA) for this proposed development, was prepared by Presnell Associates, Inc. (PAI), of Louisville, Kentucky. A TIA is intended to provide a method for determining if the existing roadway network will be able to accommodate any additional traffic that a proposed development would generate. The procedure for conducting a TIA is comprised of five basic steps:

1. Land-use determination
2. Trip generation
3. Directional distribution
4. Traffic assignment
5. Capacity analysis

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The result is a measure of service that the area roadway network will operate at given the new development. In addition, a TIA should provide information on improvements needed, or how traffic will be controlled to insure that the transportation network will continue to function at an acceptable level. The following is a discussion of some of the important parts of the submitted TIA. Assumptions

The submitted TIA was prepared following the above steps, using established/accepted methods. As in most studies however, the analyst is called on to make assumptions. These assumptions can drastically alter the conclusions and recommendations of a TIA. The following is a list of assumptions made by PAI in preparing the TIA:

1. The new I-75 ramps to be located south of the Florence Mall are constructed and reduce the traffic volumes on KY 18.
2. Houston Road is extended to Donaldson Road.
3. Houston Road improved from KY 18 and the I-75 ramps to include four travel lanes with a 12 foot center median for left turns.
4. The intersection of Houston Road at Turfway Road, I-75 ramps and KY to be improved to provide adequate storage.
5. The coordination of signals on Ky 18 between the proposed Houston Road Connector and north bound I-75 ramps.
6. Woodspoint Drive is designed for right-in/right-out only; an exclusive turn lane constructed from south bound I-75 ramps to Woodspoint Drive on KY 18.
7. The intersections along Houston Road and KY 18 are improved as recommended by the Houston-Donaldson Study.

The assumptions represent most of the improvements detailed in the Houston-Donaldson Study. The TIA assumes that all of the above improvement projects are complete prior to the development of the BIGG'S project. The validity of these assumptions is very important to determining the ability of the roadway network to handle the traffic from the proposed development. Most of the improvement projects described are intersections and roadways that are part of the State maintenance system. The TIA does not address the issue of who will finance and complete the improvements, only that they will be needed.

In effect, the Study details what traffic conditions will be when the Houston-Donaldson area is completely built-out. What the TIA does not address is the effect that the proposed project will have on the existing roadway network. For the conclusions of the TIA to have any validity, the

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improvement projects specified in the assumptions would have to be completed. Applicant has not stated how or when all of the improvements are to be implemented.

Trip generation

Trip generations are estimated using the specific land uses that comprise the development. From a traffic standpoint, this development is unique due to the BIGG'S store. Hyper-markets are recent inventions in this country and therefore, little traffic history is available. The industry standard for estimating traffic is based on guidelines published in the Institute of Traffic Engineers (ITE) Trip Generation Manual, 4th Edition. Trips for all the land uses were calculated using ITE data, except for the actual BIGG'S store. For this use, actual counts from the BIGG'S store in Eastgate were used to estimate the traffic this store will generate.

The ITE land uses chosen for estimating traffic are straight forward with the possible exception of the restaurant land use. The analysis used 'quality restaurant', to depict a sit-down, low-turnover restaurant. This land use does not describe fast food establishments or drive-through windows.

When conducting a TIA, the worst-case traffic situation expected to occur within an hour period during a typical day needs to be determined. The assumption is that if the area roadway system can handle the traffic that will occur during the worst-case traffic situation, then the traffic can be accommodated during the rest of the day.

For this project, the worst-case traffic situation (peak hour) was determined to be during the weekend. The analysis however was based upon the a weekday evening. This is unfortunate in that the Houston-Donaldson Study used the PM peak hour of traffic for a weekday. This was due to the Study area expecting to develop primarily as non retail uses. This development, change traffic patterns as to make the weekend the peak hour of traffic.

The TIA therefore does not address traffic for the weekend, the greatest traffic volume day. Table 1 (on page 22), taken from the TIA, shows the traffic estimates generated by the proposed development during a typical weekday. The estimates do not take into account seasonal or weekend variations in traffic.

In estimating the traffic generated by a proposed development, two factors can decrease the estimated traffic; pass-by trips and mixed-use trips. Pass-by trips are those people who are using the adjacent roadways prior to the development. As such, this traffic is not 'new', but existing and not traveling on the roadway with the destination being the new development. ITE provides a methodology by which pass-by trips can be accounted for. This reduction in estimated trips does not decrease the driveway volumes for the proposed development.

The second trip reducing factor, mixed-use trips, is associated with large, retail developments. The ITE trip generation rates are based upon stand alone land uses. Within shopping centers and large retail areas several destinations (stores) will be combined in one trip. An example of mixed-use trips reducing roadway traffic can be found along Mall Road. A shopper can stop at various stores without ever using the local roadway system (Mall Road) to go between stores. For mixed-use developments, ITE surveys found that generated trips could be reduced by 25 percent compared to stand alone projects. The use of a mixed-use factor, therefor is a actual decrease in the amount of traffic expected to use a project.

The submitted TIA, does not separate the decreases in trips generated for pass-by and mixed-use reasons. The analysis combined reasons and decreased the traffic by the retail and restaurant uses by 35 percent and the bank use by 45 percent. The methodology by which the traffic was reduced is not clear, and staff believes is in error. The two trip reduction factors should not be combined, especially as it effects the driveway volumes. Table 1, on the following page, indicates the trip reductions used by PAI.

The final point of trip generation is a comparison of the proposed development verses the Phase TWO Recommendations of the Houston-Donaldson Study. Table 1 compares the land uses and estimated trips between the study recommendations and the proposed development (trips for the proposed development taken from the TIA, with reductions included).

TABLE 1

TRIP GENERATION

TIA VS. HOUSTON/DONALDSON STUDY

TIA LAND USE	SQUARE FOOT	IN	OUT
BIGGS	193,000	312	323
OFFICE	79,600	27	175
RETAIL	201,200	337	352
REST (2)	13,700	33	20
BANK (2)	7,000	46	50
TOTAL	494,500	755	920
H/D LAND USE	SQUARE FOOT	IN	OUT
C-2 (retail)	195,000	247	251
O-2 (office)	432,000	169	682
R (recreation)	-	-	-
TOTAL	627,000	416	933

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It should be noted that the Houston-Donaldson Study did not take into account either pass-by or multi-use trip reductions. The comparison in Table 1 therefore is not an exact, given the different methodologies used. However, even with the trip reductions used in the TIA (and not in the Houston-Donaldson Study), there will be an increase in the traffic generated by the proposed land uses compared to those recommended by the Houston-Donaldson Study.

Directional distribution

The estimated traffic is then distributed on the existing roadway network. Exhibit 12 shows the directional distribution showing the percentages of origin/destination used in the TIA. It is interesting to note that the majority of the traffic is estimated to be coming from the interstate and towards Florence along Ky 18. The TIA was prepared with the assumption that the traffic generated by this development would be regional, not local.

Data collection

To calculate the level of service, data needs to be collected on existing traffic conditions. A field investigation of existing roadway and traffic conditions in the vicinity of the site should be detailed. For the TIA, current counts were used for KY 18 traffic, however the rest of the information was taken from the Houston-Donaldson Study. The traffic counts for the Houston-Donaldson Study were taken in 1986, just as the Houston Road/I-75 ramps were being opened. This base year traffic data then should be projected into the design year using an annual growth rate. The TIA does not project the 1986 traffic counts to the design year, or even the present. Traffic in this area has changed significantly since 1986, current counts should have been used for the entire area.

Capacity analysis

The final step in a TIA analysis is to calculate the capacity of intersections affected by the proposed development. The trip generation information is combined with projected design year traffic to determine the level-of-service (LOS). An accepted industry standard to calculate the LOS is The Highway Capacity Manual, and associated software developed by the Transportation Research Board.

The LOS at signalized intersections is based on the delay to motorist using the intersection. In general, delay is a measure of a drivers discomfort, frustration, fuel consumption, and travel time lost. For signalized intersections the level of service criteria is in terms of average stopped delay per vehicle for a 15-minute analysis period. Table 2 on the following page describe the six categories that an intersection operates at:

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TABLE 2
LEVEL OF SERVICE
(QUALITY OF TRAFFIC OPERATION)

LEVEL OF SERVICE	QUALITY OF TRAFFIC OPERATION
A	Free flow, minimal delay due to random arrival during red traffic signal indication.
B	Queues develop occasionally that may not be delivered during the first green light indication (i.e., wait through a red light).
C	Stable flow typical design level); approximately 30 percent of the green indications fail to deliver queues forming. Backups may develop behind turning vehicles
D	Approaching unstable flow; approximately 70 percent of the green indications fail to deliver the waiting queues. Delay may be substantial (waiting through two cycles of the traffic signal), but the queues occasionally clear during peak hour.
E	Unstable flow, roadway is operating at capacity with long queues the entire peak hour.
F	Forced flow, jammed intersection, long delays are expected with drivers having to wait through more than two cycles of the traffic signal.

The TIA performed LOS calculations for seven intersections within the Houston-Donaldson Study area. The intersection of Turfway Road and the north-bound I-75 ramps was not included, although it is very important. The PM peak period was analyzed as it was determined to be the critical design hour for the Houston-Donaldson Study area. The results are presented in Table 3, which represents full buildout with all roadway improvements complete of the Study area as specified in the Phase III analysis.

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TABLE 3
 INTERSECTION LOS ANALYSIS

	Full Buildout without project	Full Buildout with project
KY 18/NB I-75 ramps	C	C
KY 18/SB I-75 ramps	C	C
KY 18/Mall Road	C	C
KY 18/Houston Road	C	D
Houston Road/I-75 ramps	C	D
Houston Road/Turfway	C	D
Houston Road/Entrance	-	B

These designations represent how the intersections operate individually. The analysis does not look at the intersections in the Houston-Donaldson Study area as a system. These intersections LOS therefore do not fully represent how the transportation system of the area will operate as a whole. Also, the LOS levels presented in Table 4 are the combined service for an intersection, individual approaches can operate at a lower level than the intersection overall.

V. STAFF CONCERNS

A. Proposed Uses in Comparison with Houston-Donaldson Study

As shown earlier in this Staff Report, the Houston-Donaldson Study makes specific recommendations that the central development theme on this site be of office and services which is consistent with the Study's treatment of the Houston Road Corridor as a future, major employment district. The Study's recommendation for a central focus on office or light industrial development on all properties along Houston Road, coupled with the Boone County Comprehensive Plan's recommendation that regional commercial development be confined to the Mall Road area, raise questions as to the appropriateness of the proposed uses and arrangement of those uses for the 75.9 acre site. Because of the site's location, it separates the existing Mall Road commercial district from the largely undeveloped Houston Road and Turfway Road Interchange area. Staff is concerned that;

1. major, regional retail development on this site would commit the Houston Road area to immediate extensive commercial development before a mixture of uses, or an employment district can be established at this key location in Boone County, and,

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2. the resulting commercial area extending from U.S. 42 to Turfway Road would effectively occupy a large, important area of Boone County while leaving only the less desirable infill sites for future employment district development. The net effect would be a continuous trend of heavy regional retail use on both sides of Mall Road and Houston Road.

The heavy retail regional emphasis of this project, as stated the Economic Impact Analysis (70% of customers from Boone, Campbell and Kenton Counties and the remaining 30% from the Cincinnati area, other parts of Kentucky and Indiana), is drastically different than the future planned office or employment use.

B. Intensity of Land Uses

As described earlier in this report, the amount and intensity of commercial uses proposed for the BIGG'S site exceeds the amount of commercial space recommended for the site as well as the intensity of commercial uses within the commercial Two/Planned Development zoning under the Houston-Donaldson Study. This increase in commercial use and the submitted Concept Development Plan's focus on retail development magnifies traffic impact at peak periods and results in extensive areas of pavement on the site devoted to parking.

C. Evaluation of Planned Transportation Improvements and Access

As determined by Houston-Donaldson Study analysis, the level of transportation system improvements needed when this site and the entire Study Area are under full development involve major interstate access reconstruction. In staff's opinion, the ever increasing development in and around Boone County, is generating more through-traffic and an earlier impact on traffic level of service than foreseen in 1986 when the Study was in its analysis stages, and the Turfway Road Interchange had not yet assumed its role as a known route of access to Florence. The major I-75 access and KY 18 intersection reconstruction projects, described in Phase Two Infrastructure Analysis of the Study, appear to be needed earlier than first anticipated. In staff's opinion, the applicant has not adequately addressed the impact of this development on the adjacent interstate system.

The Staff has several traffic concerns regarding this project. The overall concern is that the ability of the existing roadway system to level of service the intersections in the Houston-Donaldson Study area are operating at is a great concern, in that it may limit future development along KY 18 and other parts of Boone County. The Houston-Donaldson Study was undertaken so that no one development would be a detriment to all future development.

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As stated purpose of the Houston-Donaldson Study was to "evaluate potential development in terms of ...traffic... in order to avoid overloading [the] infrastructure." The goals and objectives further addressed the traffic concerns that were a basis for undertaking the study:

GOAL II: "To allow the area to develop with an efficient traffic circulation system and a minimum of congestion.

OBJECTIVES:

- A. To correlate the land use pattern and recommended intensities of development with the opportunities and limitations of traffic system improvements.
- B. To determine the best traffic alternatives in terms of handling both development-related and through-traffic, and in terms of feasibility."

As indicated in the Houston-Donaldson Study, the site is unique, and should be developed carefully. This concern regarding development was based upon the site being predominately retail center will increase the traffic generated by this site over what was recommended by the Houston-Donaldson Study.

The proposed development will increase traffic on the area roadways, and change some traffic patterns. The TIA submitted does not supply information to insure that the increase in traffic will be able to be safely accommodated. The conclusions reached by the TIA seem to prove that the development will not seriously affect the traffic network, both in long and short term. However, the preparation and deficiencies of the submitted TIA are such as to make its conclusions questionable.

The LOS calculations were prepared for intersections operating individually. No effort was made to determine if the intersections operating together would be able to handle the increased traffic. Staff believes that this is important point given the short distance between intersections along KY 18.

It is not clear what the developer is prepared to do in terms of roadway/intersection improvements. As mentioned, most of the improvements would be to roadways and intersections that are part of the State system. In meeting with KDOT to discuss this development, several concerns were raised. Staff believes that the improvements needed would be more extensive and costly than indicated in the TIA analysis.

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Specifically, Woodspoint Drive and Houston Road should be improved. Houston Road will need additional lanes, but it also needs to be reconstructed to state specifications. This will mean reducing the changes in the vertical grade. There is only one additional south bound lane to be build on Houston Road, making a total of three lanes. However, in the intersection analysis, a total of four lanes were used in calculating the LOS.

The traffic on Woodspoint will increase as this site and the Buchanan site are developed. The location of the proposed office building itself will cause people to use Woodspoint. As such it should be upgraded to county specifications along its entire length.

The entrances onto both roads have sight distance problems, that the grade of the roadways would need to improved. In accordance with the Houston-Donaldson Study, only one entrance point should be allowed onto Houston Road. The second driveway should extend to Woodspoint Drive at a point at least 400 feet back from Houston Road. The specific location should align to the Buchanan property so as to make a four way intersection.

The submitted Concept Development Plan also does not provide sufficient access to property to the Hills Department Store's site and consideration of a connection to Woodspoint Drive.

As stated previously, the Staff has met with officials from the Kentucky Transportation Cabinet. The Kentucky Transportation Cabinet is concerned about the potential traffic impact of the project. The Transportation Cabinet's concerns are outlined below:

1. At this time, the State does not like the idea of one continuous turning lane on westbound KY 18 from the I-75 southbound exit ramp because they feel it may cause capacity and congestion problems on the ramp.
2. The State is concerned about the impact of the proposed development on KY 18 and the existing KY 18 intersection with Mall Road and Houston Road. It is a fact that State officials have exhausted all possibilities of using different timing mechanisms.
3. The State is concerned about the eventual widening of Houston Road. It is a fact that no plans have been drawn or funded to make road improvements from KY 18 to Woodspoint Drive. Any road improvements would have to include bringing Houston Road up to State design standards.
4. It is a fact that Phase II of the Houston Road Extension (from Marydale property to Donaldson Road) is not funded for construction in the near future.

5. The existing northern pond or lake needs to be redesigned to prevent water from "backing up" on the east side of I-75.

Finally, the Staff is concerned about the potential impact of the proposed uses especially if a majority of the planned uses are scheduled to be in operation with the next 18-24 months. The transportation analysis is based upon State road construction projects which are not under construction and have moving deadlines. In addition, the heavy traffic impact will be felt from Friday evening to Sunday evening, which corresponds with the heavy traffic impact on Mall Road and on Houston Road with Turfway Park's race schedule. Another important consideration is the fact that KY 18 functions as the main artery or transportation network to Burlington, the county seat, and an area of existing and future major growth. Special consideration shall be given to avoiding congestion problems on KY 18.

D. Appropriate Utilization of the Site's Assets

The applicant has indicated a willingness to preserve a small portion of the site's physical assets. However, no apparent thought has been given to preserving the highly visible wooded corridor along Houston Road, one of the few remaining assets on the site. Aside from the 16.8 acre recreation area around the larger lake, the submitted Concept Development Plan does not incorporate the 75.9 acre site's unique topography or existing vegetation into the development. The Houston-Donaldson Study recognizes this site as not only important for land use and infrastructure considerations, but also for side design at this high visibility entrance to the City of Florence and KY 18/Burlington corridor. An effort should have been made to minimize the elimination of trees along the Houston Road corridor. This corridor will take on a new character if all the trees are removed.

Another important feature, the northern pond or lake will be reduced in size. The submitted Concept Development Plan contains many areas of parking lot paving and rooftops. There is no provision for landscape features within the large parking areas. This provision is usually seen in any Planned Development. In addition, a proposed detention pond along Houston Road would severely impact the public's view of the site.

E. Visual Impact of Uses and Re-Arrangement of Uses

The arrangement of the buildings on the submitted plan results in considerable visual impact on Houston Road, and on any future development along Houston Road. The view from Houston Road would include one side of the proposed BIGG'S building, a detention area, a portion of the BIGG'S store loading area, two bank out-lots, and two restaurant out-lots. The applicant should consider relocating several out-lots to within the central development, and utilizing existing topography and vegetation along Houston Road to help screen the development where needed. The

submitted Concept Development Plan also indicates that the public view of the development from I-75 and from the KY 18 bridges would include the side and rear of the proposed 80,000 square foot retail shop and associated loading areas. Architecture and site design would have to conform to the Design Review section of the Houston-Donaldson Study.

F. Appropriateness of Public Recreation Use

It is uncertain whether the planned public recreation use on the site is appropriate since it is limited due to neighborhood residential access, the type of recreation projected at the site, and the location of a public park adjacent to a large commercial development. There may be more security and maintenance problems with this type of park. There may also be a discussion of what public benefit is a large lake with residue from the large parking lot dumping into it.

G. Shared Access

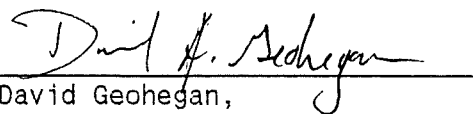
The submitted Concept Development Plan makes no provision for coordinating with future development of the remaining Char Mae Corporation property at the corner of KY 18 and Houston Road and Hills site.

VI. CONCLUSION

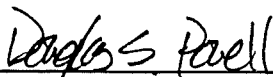
In conclusion, the Boone County Planning Commission shall evaluate the proposed uses as stated on the Concept Development Plan in relation to the request for the Utilization of an Underlying Zone in Planned Development and the goals and objectives and the recommended land uses of the Houston-Donaldson Study. In addition, the Boone County Planning Commission shall review the submitted information in relation to the Boone County Comprehensive Plan and the standards for making a project unique or a legitimate planned development. The Staff would like to emphasize that the Houston-Donaldson Study recommendations are the ultimate or long-range plan for specific uses. It is intended to coordinate development with the necessary infrastructure improvements and is not dependent on a specific time horizon.



Kevin P. Costello,
Assistant Director/Senior Planner



David Geohegan,
Planner/Plans Examiner

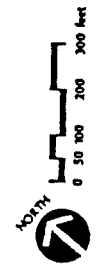
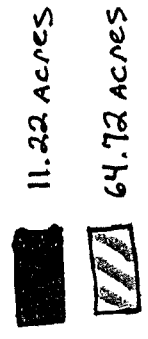
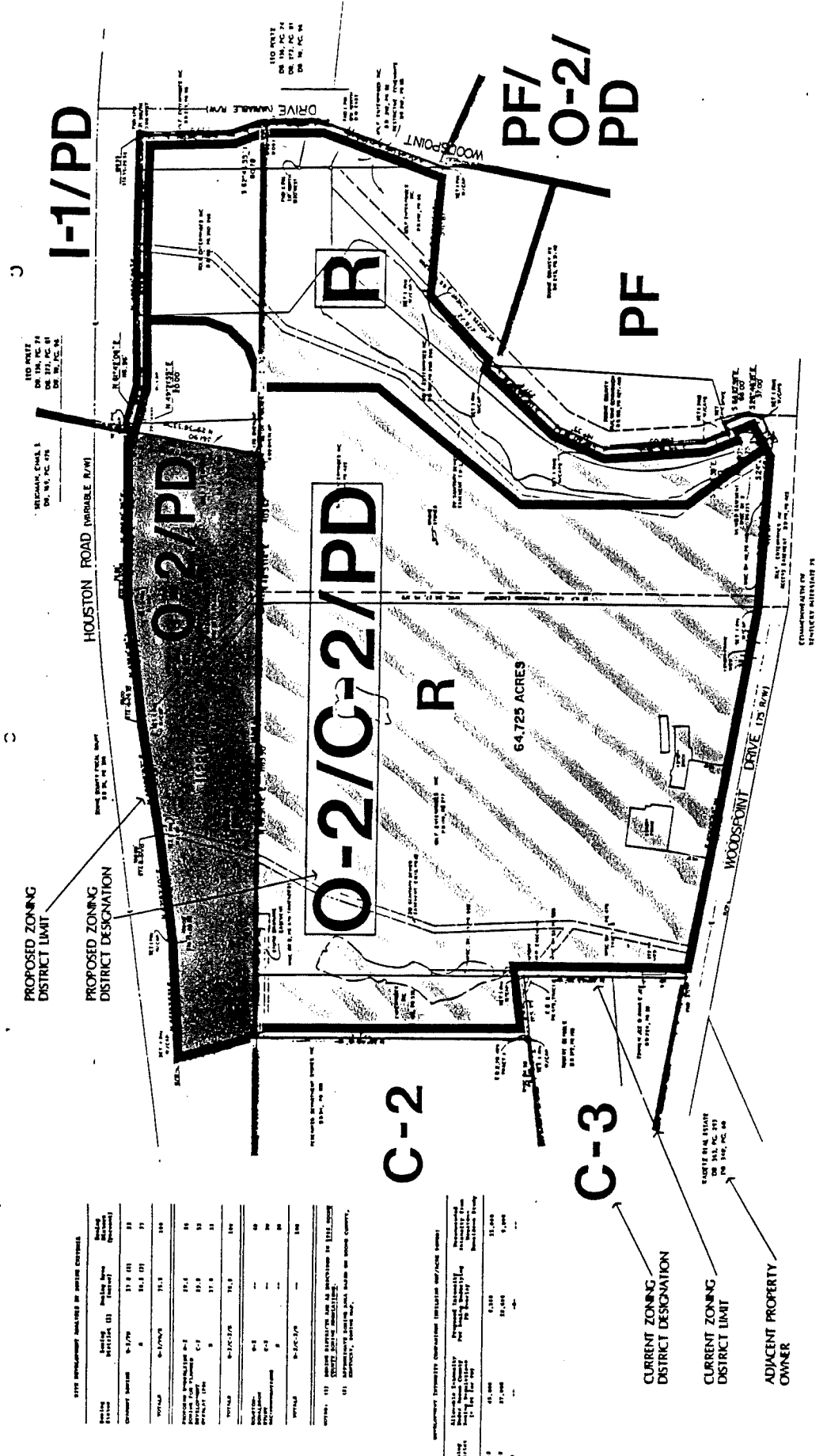


Douglas S. Powell,
Transportation Planner

APPENDIX

LIST OF EXHIBITS

- Exhibit 1 - Property Owner Map
- Exhibit 2 - Aerial of Site
- Exhibit 3 - Houston-Donaldson Study Area Limits
- Exhibit 4 - Phase 3 Recommend Improvements
- Exhibit 5 - Permitted Uses in Recreation District
- Exhibit 6 - Roadway Network Improvements Phase 2
- Exhibit 7 - BIGG'S at Florence Concept Development Plan
- Exhibit 8 - Preliminary Utility Layout
- Exhibit 9 - Preliminary Grading Plan
- Exhibit 10 - Architectural Rendering
- Exhibit 11 - Architectural Rendering
- Exhibit 12 - Traffic Origin and Destination
- Exhibit 13 - Other Data



1976 DEVELOPMENT REGULATIONS BY DISTRICT

District	Minimum Lot Area (sq. ft.)	Minimum Lot Width (ft.)	Minimum Lot Depth (ft.)	Minimum Front Setback (ft.)	Minimum Side Setback (ft.)	Minimum Rear Setback (ft.)	Maximum Building Height (ft.)	Maximum Building Coverage (%)	Maximum Floor Area Ratio (FAR)
C-2	10,000	30	100	10	10	10	35	30	1.0
C-3	10,000	30	100	10	10	10	35	30	1.0
O-2/PD	10,000	30	100	10	10	10	35	30	1.0
R	10,000	30	100	10	10	10	35	30	1.0
PF	10,000	30	100	10	10	10	35	30	1.0
O-2/1/PD	10,000	30	100	10	10	10	35	30	1.0
I-1/PD	10,000	30	100	10	10	10	35	30	1.0

1976 DEVELOPMENT REGULATIONS BY DISTRICT (Continued)

District	Minimum Lot Area (sq. ft.)	Minimum Lot Width (ft.)	Minimum Lot Depth (ft.)	Minimum Front Setback (ft.)	Minimum Side Setback (ft.)	Minimum Rear Setback (ft.)	Maximum Building Height (ft.)	Maximum Building Coverage (%)	Maximum Floor Area Ratio (FAR)
C-2	10,000	30	100	10	10	10	35	30	1.0
C-3	10,000	30	100	10	10	10	35	30	1.0
O-2/PD	10,000	30	100	10	10	10	35	30	1.0
R	10,000	30	100	10	10	10	35	30	1.0
PF	10,000	30	100	10	10	10	35	30	1.0
O-2/1/PD	10,000	30	100	10	10	10	35	30	1.0
I-1/PD	10,000	30	100	10	10	10	35	30	1.0

BIGG'S at FLORENCE, Florence, Kentucky
 L.J. Hooker Developments
 Cincinnati, Ohio

CONCEPT DEVELOPMENT PLAN
Zoning & Property Ownership
 Smith, Stevens & Young
 ARCHITECTURE - ENGINEERING - PLANNING - INTERIORS
 Cincinnati, Ohio



EXHIBIT 2

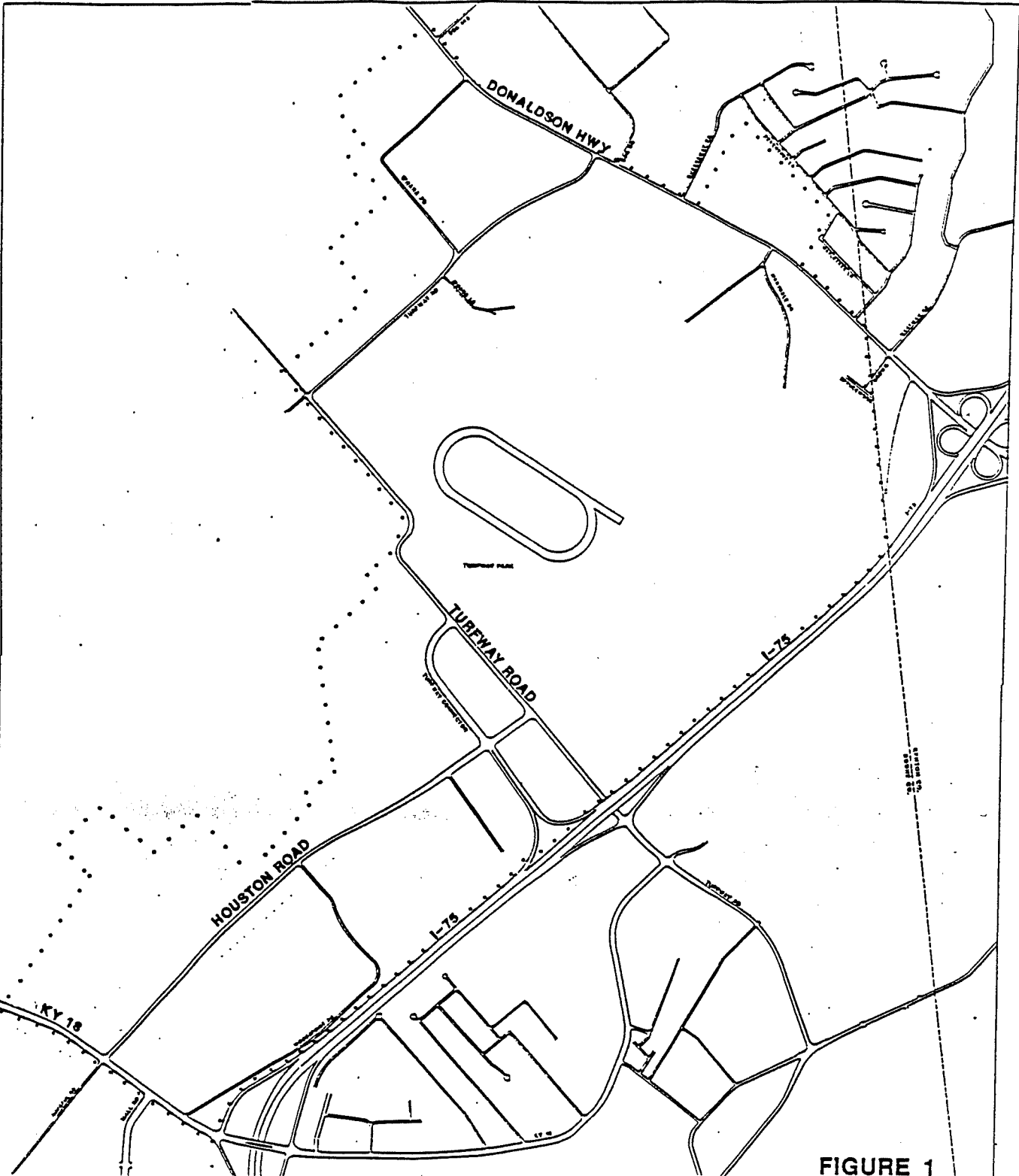
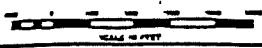


FIGURE 1

**STUDY AREA LIMITS
HOUSTON - DONALDSON STUDY**

BOONE COUNTY PLANNING COMMISSION
BOONE COUNTY, KENTUCKY
1987



LEGEND
..... STUDY AREA BOUNDARY

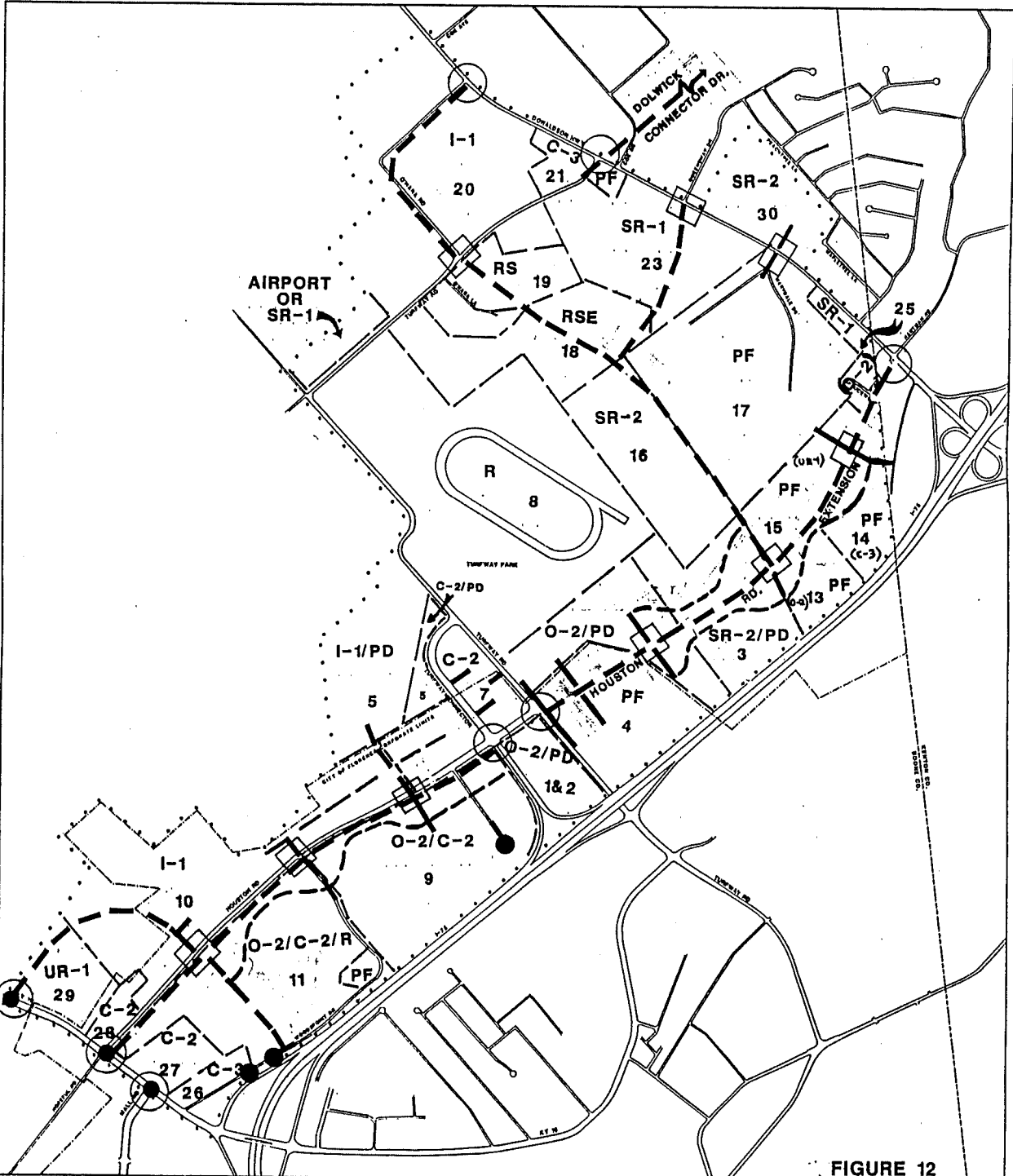
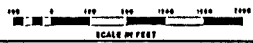


FIGURE 12

HOUSTON - DONALDSON STUDY
 PHASE THREE RECOMMENDED IMPROVEMENTS
 BOONE COUNTY PLANNING COMMISSION
 BOONE COUNTY, KENTUCKY
 1987



LEGEND

- | | | | |
|-----|------------------------|---|-------------------------------|
| OO | Traffic Analysis Zones | — | Roadway Improvement/ Addition |
| C-2 | Zoning Classification | ○ | Intersection Improvement |
| 7% | Development Intensity | ⊕ | Signal Interconnected |
| 100 | RS, RSE, UR-1 | □ | Intersection Location |
| 80 | SR-1, SR-2 | ● | Street Termination |
| 40 | O-2, C-2, C-3, I-1 | ⊥ | Typical Frontage Roads |

Article 7

RECREATIONAL DISTRICTS

Section 700

Recreation (R)

The purpose of the recreation district is to identify, protect, and provide for public, semipublic, and commercial use of lands and structures for recreation activities. The purpose is further to ensure a harmonious relationship between the scale, extent, character, and location of these uses and the character and form of urban development, local needs for recreation facilities, environmental suitabilities, and the limits of supporting infrastructure.

Section 721

Principally Permitted Uses

The following public, semipublic or commercial recreation uses are permitted:

1. Libraries, museums, art and craft galleries, conservatories and other cultural exhibits;
2. Planetaria, aquariums, botanical gardens and arboretums, zoos, nature preserves, wildlife sanctuaries and other natural exhibitions;
3. Historic sites, structures, monuments and other exhibits available for public viewing;
4. Amphitheaters, motion picture theaters, legitimate theaters, playhouses and other entertainment assemblies;
5. Auditoriums, exhibition halls and other places of public or general assembly;
6. Fairgrounds, amusement parks, miniature golf, arcades, golf driving ranges, go-cart tracks and other amusement centers;
7. Golf courses, tennis courts, ice skating, roller skating, riding stables, bowling, skiing and tobogganing and other sports activities;
8. Play lots or tot lots, playgrounds, playfields or athletic fields, recreation centers, gymnasiums, clubs and other athletic uses and structures;
9. Swimming beaches, swimming pools and water parks;
10. Yachting, boat rentals, boat access sites and other marina activities;

11. Camping, picnicking, hiking areas, trails and other recreational uses;
12. Dude ranches, health resorts, ski resorts, hunting and fishing grounds, indoor and outdoor target ranges and other resorts;
13. General, leisure, ornamental and other parks, spaces, trails bikeway systems and similar uses.
14. Recreational vehicle and trailer camps provided such living arrangements are of transient or seasonal use and such facility meets the requirements of K.R.S. Section 219.310 through Section 219.410. Permits as required under K.R.S. 219.310 through 219.410 shall be included with an application for Site Plan Review.

Section 722

Accessory Uses

Such uses, buildings and structures customarily incidental and subordinate to any of the permitted uses including:

1. Dwelling units (subject to SR-2 zoning district standards) of the family of the owner-operator and/or resident manager including:
 - a. private garages and parking;
 - b. structures such as fences and walls;
 - c. buildings such as storage sheds, private greenhouses and gazebos;
 - d. storage of a recreational vehicle or unit;
 - e. private swimming pools, saunas, bathhouses and similar accessories;
 - f. Private recreational courts, complexes, or similar recreational activities;
 - g. private stables or other keeping and use of pets and animals.
2. Directional and incidental signage (see Article 19);
3. Parking (see Article 18).
4. Temporary buildings incidental to construction.
5. Dwellings or rooming houses for persons employed on the premises on a permanent or seasonal basis to operate, maintain, administer or protect the leisure activity;
6. Country clubs, clubhouses, lodges and similar places of assembly or entertainment;
7. Boarding stables, boat moorage and storage, other vehicle, equipment and personal storage services or lockers and related services;

8. Utility generation, production, storage, treatment and disposal;
9. Emergency medical clinics and similar out-patient services.

Section 723

Conditional Uses and Criteria

The following uses and appropriate accessories subject to the approval and qualifications of the Board of Adjustment and Zoning Appeals provided: a) the activity is of integral relation to and directly in support of the recreation activity, or b) the use, building or structure is subservient to and not of scale, nature advertisement, trade or other character which will compete, detract or conflict with the principal purpose of the district; c) the activity is necessary to serve the specified public or membership engaged in the principal purpose so long as the service area, use, scale or other character of the activity does not overpower, transcent or conflict with the principal purpose of the district or immediate environs surrounding; and d) provided the arrangement of use, building or structure is mutually compatible with the organization or permitted and accessory uses to be protected in the district:

1. Any principally permitted uses of Agriculture (A-1) numbered 1-10;
2. Communication centers, stations, relay towers and similar uses;
3. Appropriate protective functions and related services like police and fire;
4. Postal services;
5. Special training and schooling activities;
6. Churches, synagogues, temples and other places of religious assembly for worship;
7. Cemeteries including mausoleums if adjacent to or in extension of an existing cemetery.
8. Drive-in theatres;
9. Stadiums, arenas, field houses, race tracks for horse, car, motorbike, or other vehicles and other sports assembly uses and structures;
10. Retail sales or service of gasoline, oil marine craft and accessories, grocery items, confectionary, drug and proprietary, art and craft products, books and stationery, antiques, sporting and athletic goods, bait, fuel and ice, bottled gas, cigars and cigarettes, newspapers and magazines, photographic supplies, gifts, novelties, souvenirs and similar products;
11. The operation of eating and drinking establishments including alcoholic beverages.

Section 724

Intensity

There are no minimum or average intensities common to recreational uses; rather the intensity or use in a recreational district shall be based on the performance standards determined unique to each use and its affected lands.

Section 725

Minimum Size

There are no minimum size or extents of land common to recreational uses or districts; rather a recreational district may include a single private or public lot of record if the general performance of the specific use and its affected lands so merits.

Section 726

Minimum Standards

The following standards shall apply to any permitted, accessory or conditional use and structure in this district:

1. The operation of any accessory or conditional use shall be pursuant and subservient to the purposes of the normal permitted recreational activity;
2. No use shall include the feeding, sheltering or penning of animals or fowl or the storage of refuse or compost within one hundred (100) feet of any residential district or any adjacent residential use;
3. No use shall be conducted except in conformance with Article 14 - Site Plan Review.

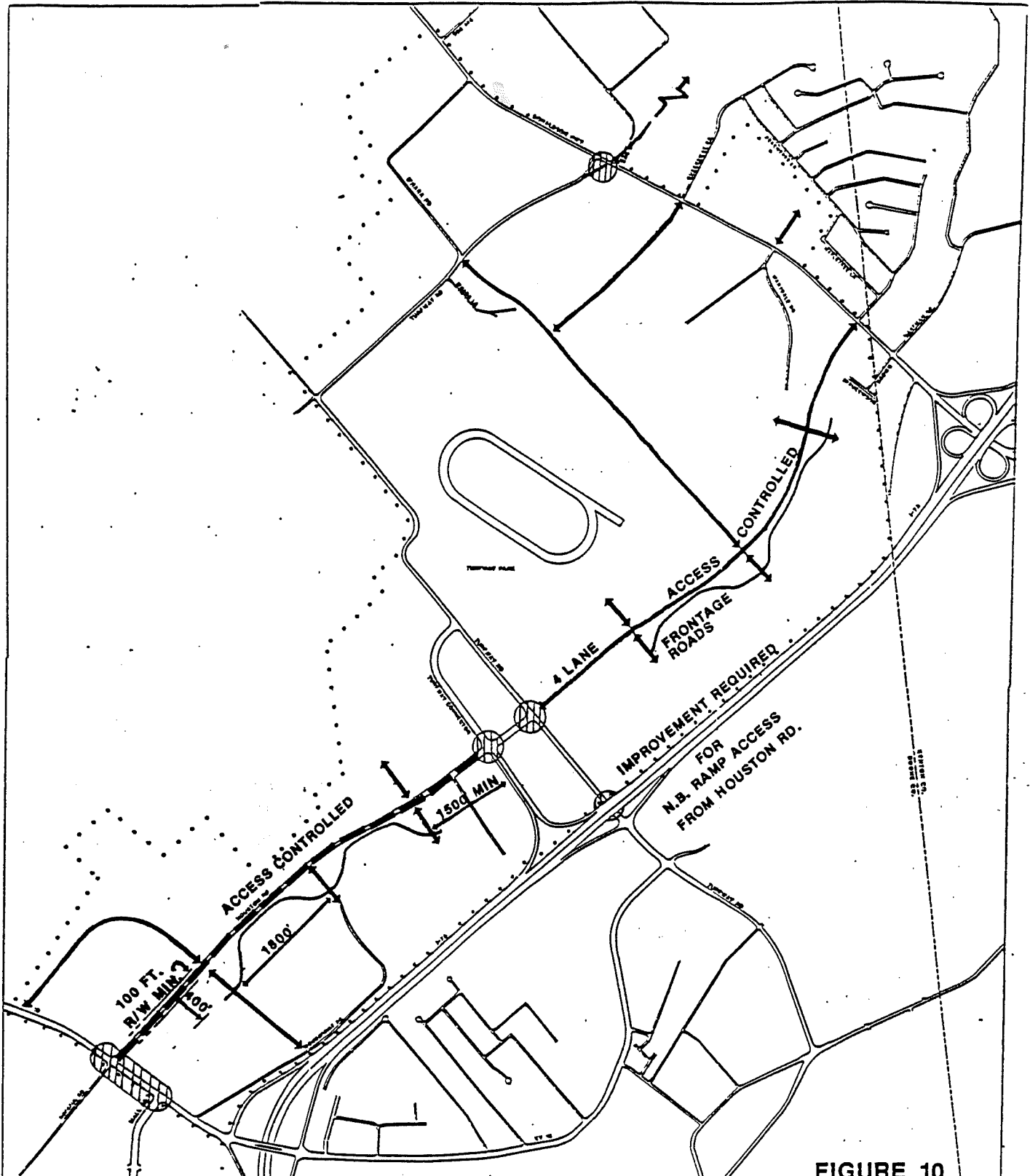
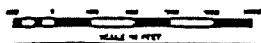


FIGURE 10




ROADWAY NETWORK IMPROVEMENTS-PHASE 2

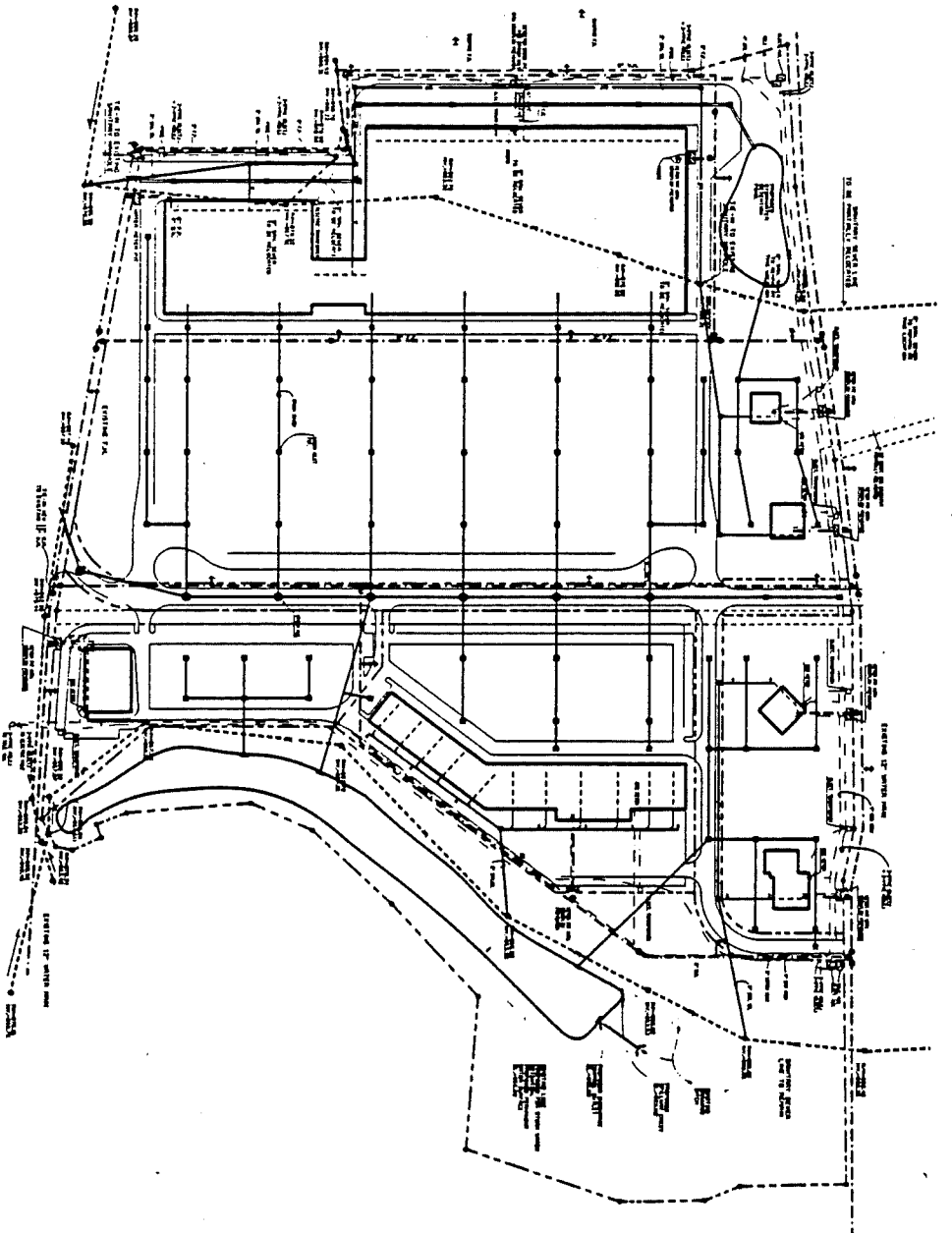
HOUSTON - DONALDSON STUDY
MINIMUM LEVEL FOR PHASE TWO
 BOONE COUNTY PLANNING COMMISSION
 BOONE COUNTY, KENTUCKY

1987



LEGEND

-  4 Lane Road Improvement
-  Additional Roadway Network
-  Intersection Problems Remaining Unsolved

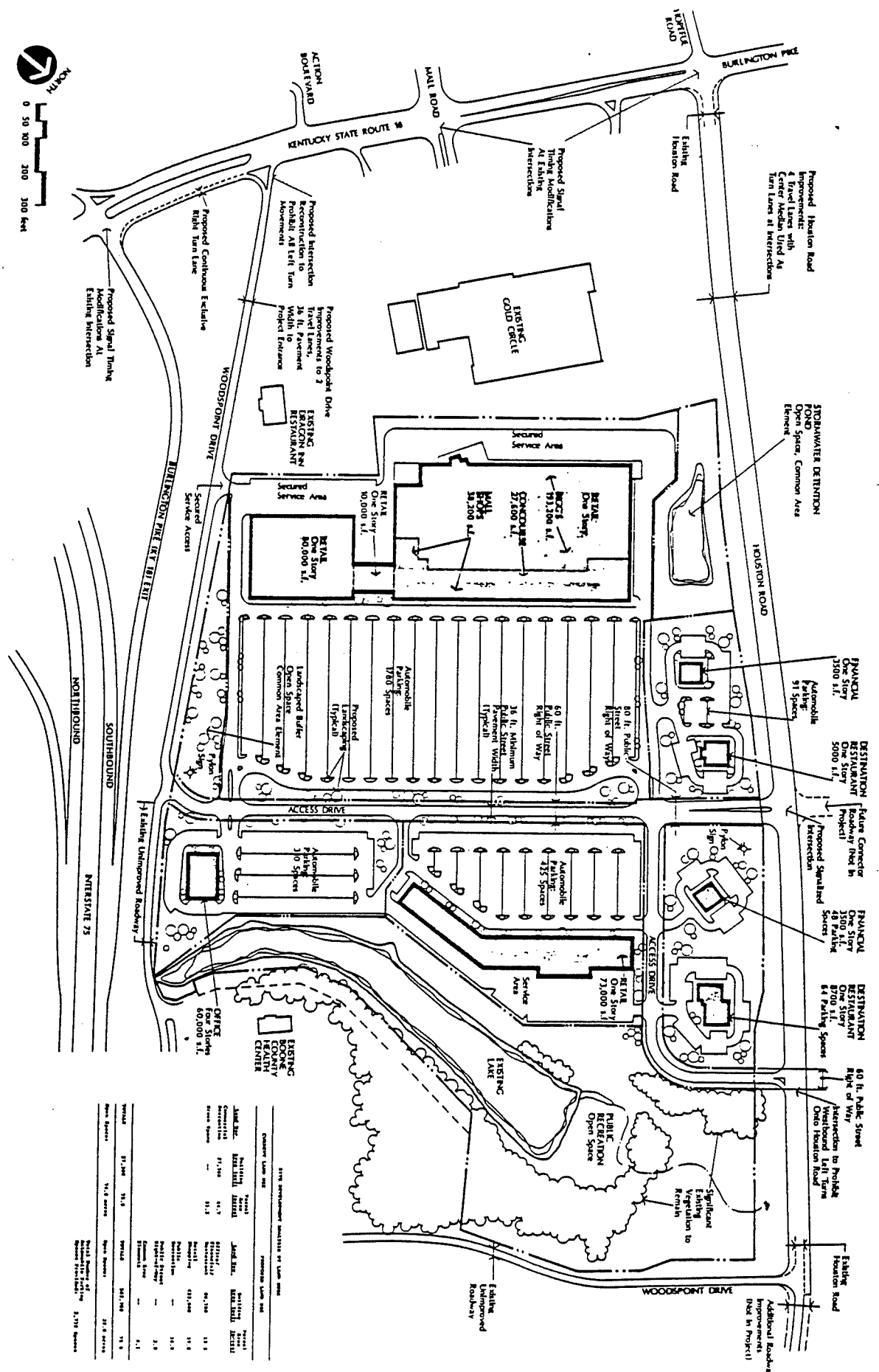


BIGC'S at FLORENCE, Florence, Kentucky

LJ Hooker Developments
Cincinnati, Ohio

CONCEPT DEVELOPMENT PLAN
Site Utilities Plan

Smith, Stevens & Young
ARCHITECTURE - BRICKERING - PLANNING - INTERIORS
© 1988
Cincinnati, Ohio



BIGGS at FLORENCE, Florence, Kentucky

LJ Hooker Developments

Cincinnati, Ohio

CONCEPT DEVELOPMENT PLAN

Site Plan

Smith, Stevens & Young
 ARCHITECTURE - PLANNING - INTERIORS
 Cincinnati, Ohio

100% PERFORMANCE ANALYSIS BY LAND USE

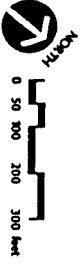
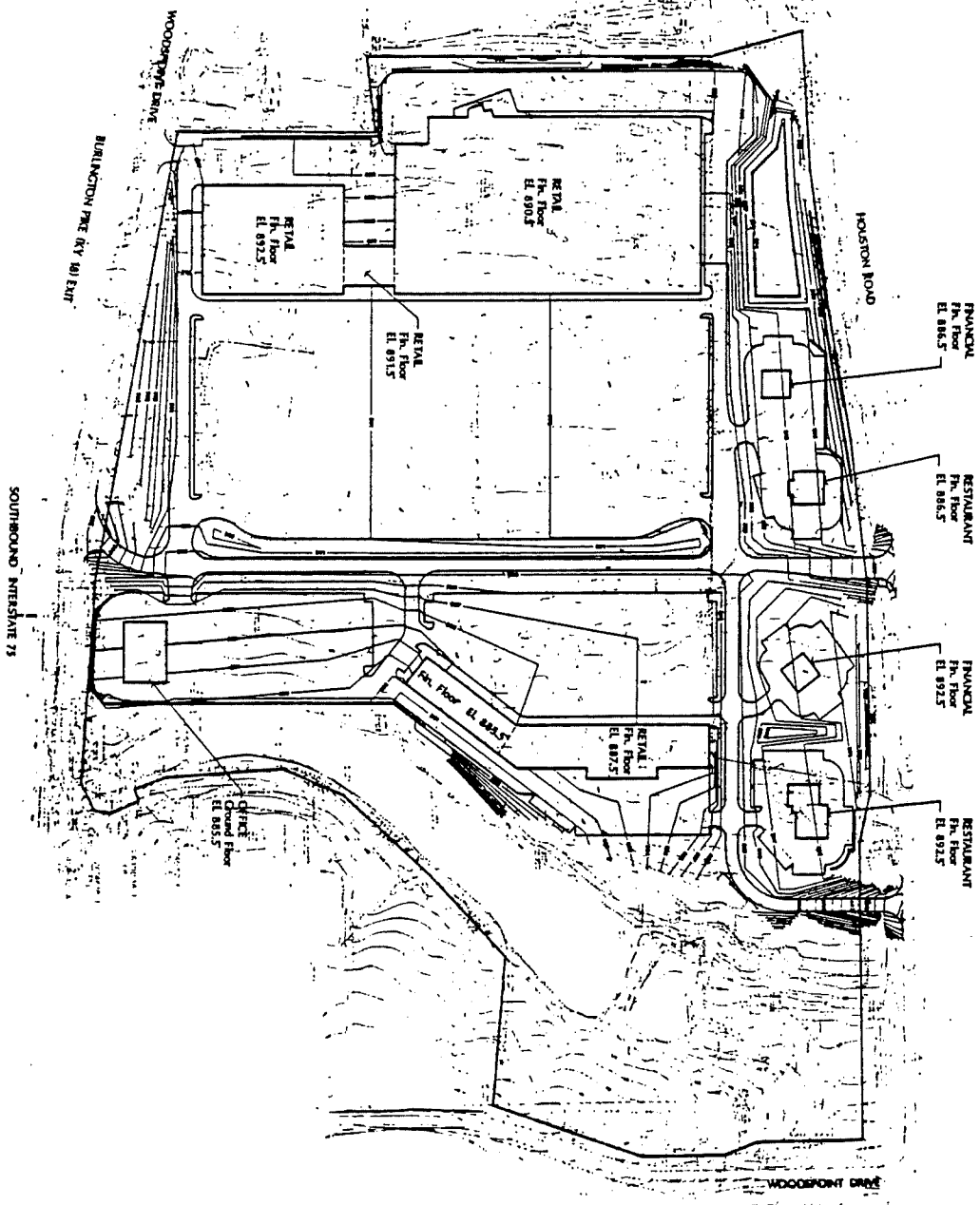
CONCEPT LAND USE	TOTAL	PERCENT	PERCENT
Land Use	1,700	11.2	11.2
Public Recreation	27,000	161.2	161.2
Office	60,000	357.6	357.6
Financial	150,000	886.8	886.8
Restaurant	150,000	886.8	886.8
Retail	62,800	371.6	371.6
Public	27,000	161.2	161.2
Other	1,700	11.2	11.2
Total	500,000	3,000.0	3,000.0

PERCENT	PERCENT	PERCENT
21.2%	11.2%	11.2%
54.4%	161.2%	161.2%
14.4%	357.6%	357.6%
17.8%	886.8%	886.8%
17.8%	886.8%	886.8%
13.6%	371.6%	371.6%
13.6%	161.2%	161.2%
11.2%	11.2%	11.2%



AREA MAP
 1/2" = 2 MILES

GENERAL NOTES:
 1. THIS PLANING STUDY IS THE PROPERTY OF THE CLIENT AND IS NOT TO BE REPRODUCED OR TRANSMITTED IN ANY FORM OR BY ANY MEANS, ELECTRONIC OR MECHANICAL, INCLUDING PHOTOCOPYING, RECORDING, OR BY ANY INFORMATION STORAGE AND RETRIEVAL SYSTEM, WITHOUT THE WRITTEN PERMISSION OF THE CLIENT.
 2. THIS PLANING STUDY IS NOT TO BE USED FOR ANY OTHER PURPOSES.
 3. THIS PLANING STUDY IS NOT TO BE USED FOR ANY OTHER PURPOSES.
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BIGG'S at FLORENCE, Florence, Kentucky
 LJ Hooker Developments
 Cincinnati, Ohio

CONCEPT DEVELOPMENT PLAN
Site Boundary & Grading Plan
 Smith, Stevens & Young
 ARCHITECTURE - PLANNING - ENGINEERING - INTERIORS
 Cincinnati, Ohio © 1988





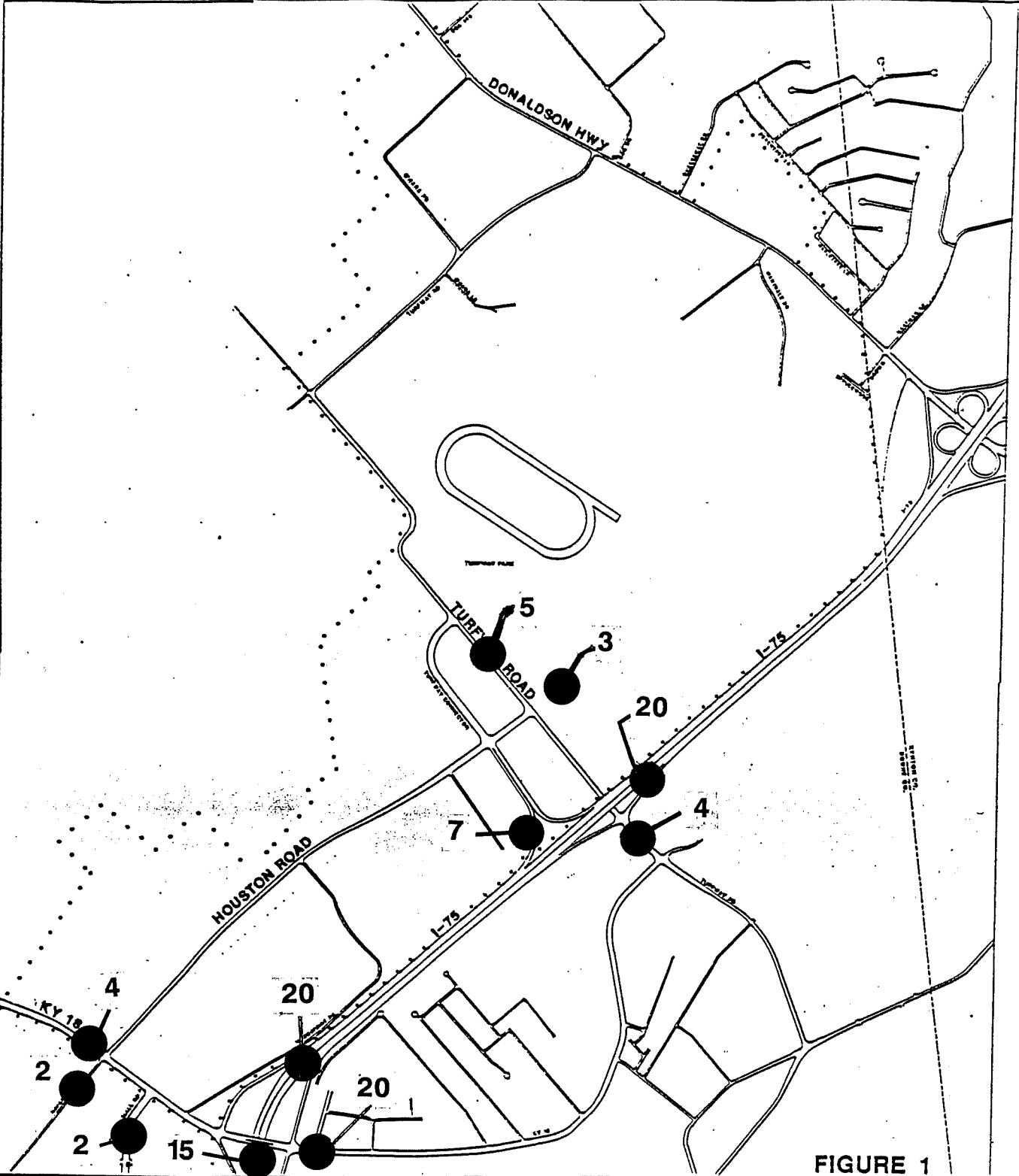
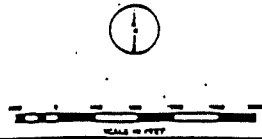


FIGURE 1

STUDY AREA LIMITS
HOUSTON - DONALDSON STUDY

BOONE COUNTY PLANNING COMMISSION
 BOONE COUNTY, KENTUCKY
 1987



LEGEND
 STUDY AREA BOUNDARY

SITE DEVELOPMENT ANALYSIS BY LAND USES

CURRENT LAND USE			PROPOSED LAND USE		
Land Use	Building Area (gsf)	Parcel Area (acres)	Land Use	Building Area (gsf)	Parcel Area (acres)
Commercial Recreation	27,300	64.7	Office/ Financial/ Restaurant	80,700	13.3
Green Space	--	11.2	Retail Shopping	422,000	37.8
			Public Recreation	--	16.8
			Public Street Right-of-Way	--	3.9
			Common Area Elements	--	4.1
TOTALS	27,300	75.9	TOTALS	502,700	75.9
Open Space:	74.0 acres		Open Space:	29.0 acres	

Total Number of
Automobile Parking
Spaces Provided: 2,718 Spaces

SITE DEVELOPMENT ANALYSIS BY ZONING CRITERIA

Zoning Status	Zoning District (1)	Zoning Area (acres)	Zoning Mixture (percent)
CURRENT ZONING	O-2/PD	17.8 (2)	23
	R	58.1 (2)	77
TOTALS	O-2/PD/R	75.9	100
PROPOSED UNDERLYING ZONING FOR PLANNED DEVELOPMENT OVERLAY (PD)	O-2	19.4	26
	C-2	39.5	52
	R	17.0	22
TOTALS	O-2/C-2/R	75.9	100
HOUSTON-DONALDSON STUDY RECOMMENDATIONS	O-2	--	40
	C-2	--	30
	R	--	30
TOTALS	O-2/C-2/R	--	100

- NOTES: (1) ZONING DISTRICTS ARE AS DESCRIBED IN 1986 BOONE COUNTY ZONING REGULATIONS.
- (2) APPROXIMATE ZONING AREA BASED ON BOONE COUNTY, KENTUCKY, ZONING MAP.

DEVELOPMENT INTENSITY COMPARISON (BUILDING GSF/ACRE ZONED)

Zoning District	Allowable Intensity Under Boone County Zoning Regulations (+ 50% for PD)	Proposed Intensity For Zoning Underlying PD Overlay	Recommended Intensity from Houston-Donaldson Study
O-2	45,000	4,160	15,000
C-2	27,000	10,684	9,000
R	--	-0-	--

ESTIMATED PEAK DOMESTIC WATER DEMAND AND AVERAGE SANITARY SEWER FLOWS

Building	Gross Floor Area (SQ.FT.)	Water Supply		Wastewater	
		Fixture Units	Gal./Min.	Fixture Units	Gal./Day
Bigg's Complex:					
Bigg's	192,200	278	100	311	42,560
Mall Shops	38,200	59	56	72	1,720
Retail	10,000	49	55	50	450
REtail	80,000	75	60	90	16,000
Retail	73,000	239	138	288	6,380
Financial	3,500	32	45	38	150
Destination Restaurant	5,000	80	62	95	4,115
Financial	3,500	32	45	38	150
Destination Restaurant	8,700	80	62	96	7,020
Office	60,000	380	125	450	5,580

 1,304 Fixture Units
 ∴ 250 gal./min.

 84,125 gal./day
 ∴ 58.4 gal./min.

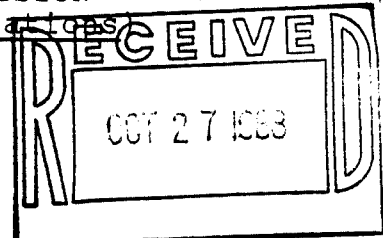
ORIGINAL

REVIEW NO. _____

APPLICATION FORM

**CHANGE IN CONCEPT DEVELOPMENT PLAN
OR
THE UTILIZATION OF AN UNDERLYING ZONE IN PLANNED DEVELOPMENT**

BOONE COUNTY PLANNING COMMISSION
(See Boone County Zoning Regulations)



SECTION A (To be completed by applicant)

1. Check one:

 x Change in Concept Dev. Plan
Utilization of an Underlying Zone in
Planned Development

2. Name of Development BIGGS at Florence

3. Location of Development Houston Road, Florence, Kentucky (World of Sports)

4. Total Acreage of Site 75 (±)

5. Current Zoning O2-R; C2/PD/R

6. Date of Zone Change or Approved Concept Development Plan (if applicable) N/A

7. Is the site subject to a specialized Land Use Study approved by the Boone County Planning Commission? (If so, indicate the name of the Study) Houston - Donaldson Study

8. Proposed Uses (please specify each use) O2 - C2 - PD - R
See Attached site plan and "Site Development Analysis"

9. Name of Applicant(s) Hooker Atlanta Corporation -ATTN: Mr. Ronald Russ
Phone Number(s) 1-513-742-3900

10. Address of Applicant(s) 1310 Kemper Meadow Drive, Suite 100
Cincinnati Ohio 45240
City State Zip

11. Name of Property Owner(s) Poynter International Corporation
Char-Mae Corporation
Phone Number(s) c/o 606-371-3600

12. Address of Property Owner(s) c/o World of Sports - Woodspoint Drive
Florence Kentucky 41042
City State Zip

13. Proposed Building Intensities (please specify) _____
See Attached "Site Development Analysis"

14. Are there any existing buildings on the site? _____
How many? 3 (See attached detail)

15. Deed Book see attached Page No. _____ Group No. 2033

16. Have you had a pre-application meeting with BCPC staff? yes

(COMPLETE OTHER SIDE OF APPLICATION)

FEDERATED DEPARTMENT STORES, INC.
7 WEST SEVENTH STREET
CINCINNATI, OHIO 45202

copy to Tom Mr. Harbor

September 30, 1988

Mr. Ronald B. Russ
Director of Development
L.J. Hooker Developments
1310 Kemper Meadow Drive
Suite 100
Cincinnati, OH 45240

RE: Bigg's at Florence Cross Access
Gold Circle No. 28 (FDS file #170028)
Florence, Kentucky

Dear Ron:

Though I am sure that it comes as no surprise, I am unable to address your request for a Cross Access Easement between your proposed development and the referenced Gold Circle store. Due to the pending sale of our Gold Circle division, such decisions must be placed on hold and deferred, should the sale be consummated, to the new buyer, Kimco Development Corporation.

I have mentioned this matter to Kimco stating that it needs further attention. Should you feel inclined, you may contact David M. Samber of Kimco at (516) 484-5858.

Wishing you the best on this project and others, I remain,

Sincerely yours,



Richard C. Mospens
Divisional Real Estate Manager

RCM:ckb
RUSSBIGG.RCM

cc: Mr. David M. Samber
Mr. Maurice A. Fry



August 17, 1988

Mr. Richard Mospens
Federated Department Stores
7 West Seventh Street
Cincinnati, Ohio 45202

RE: Bigg's @ Florence Cross Access With Gold Circle

Dear Rich:

As you are aware, we are in the process of developing the Bigg's @ Florence shopping center next to your existing Gold Circle store on Houston Road in Florence, Kentucky.

In discussions with Boone County Planning and Zoning, it was mentioned that there may be a mutual benefit should there be a shared access through your existing and our proposed development. In this regard, I am enclosing our latest site plan and ask that you please review this to see whether there is any interest from Federated for a joint access and if so, where the road should be located.

I understand this would require a good amount of engineering since the grade change is severe behind the Gold Circle store and the Bigg's store; however for now, we would appreciate your input on the possibilities assuming we could work out the engineering concerns.

Thank you and I will look forward to hearing from you on this matter.

Sincerely,

Ronald B. Russ
Director of Development
Cincinnati District

RBR/lab

Enclosure

cc: Tom Nienaber
Fred Razook

BOONE COUNTY PLANNING COMMISSION

BOONE COUNTY ADMINISTRATION BUILDING

P.O. BOX 697 — 2950 WASHINGTON STREET

BURLINGTON, KENTUCKY 41005

334-2196

MR. WILLIAM R. VIOX
CHAIRMAN

MR. FRED BURCH
VICE CHAIRMAN

MRS. CAROL SMITH
SECRETARY-TREASURER

MR. GERALD A. NEWTON
DIRECTOR

MR. D. T. WILSON
ATTORNEY

January 18, 1989

Mayor Roger Rolfes
City of Florence
P.O. Box 457
Florence, Kentucky 41042

Dear Mayor Rolfes:

This letter is written to advise you of the action by the Boone County Planning Commission in regard to the request of Hooker Atlanta Corporation (applicant) for Poynter International Corporation and Char-mae Corporation (owners) for the Utilization of an Underlying Zone in Planned Development. The ±75 acre site is generally located north of KY 18, southwest of Woodspoint Drive and east of Houston Road, Florence, Kentucky. The site is zoned Office Two/Commercial Two/Recreation/Planned Development (O-2/C-2/R/PD).

At their meeting of January 4, 1989, the Boone County Planning Commission voted unanimously to recommend denial by Resolution R-02-89. This action was taken upon hearing the recommendations of the Committee and based on the findings of fact and conditions attached to the enclosed Resolution.

The approved minutes of the December 14, 1988, Public Hearing, along with the pertinent information regarding this request are enclosed.

If you need any further information, please do not hesitate to call the Planning Commission office.

With Kindest Regards,



William R. Viox
Chairman

WRV:jdh

Enclosures

EXHIBIT "A"

EXHIBIT "A"

REAL ESTATE PURCHASE AGREEMENT

1.

Lying and being in the State of Kentucky, County of Boone and City of Florence, located on the Northwest side of Service Road Eleven (Woodspoint Drive) approximately 0.18 miles northeast of its intersection with Kentucky Highway 18 and is described thus:

Beginning at a stone in the right-of-way of Service Road 11 (Woodspoint Drive) said stone being 35 feet right of center line station 10 + 38 and being a corner with a lot formerly owned by William Oliver; thence with the line of said lot and Florence Mall Motor Lodge North 39°43'38" West 441.7 feet to a stake; thence with the Florence Mall Motor Lodge South 43°19'36" West 173.75 feet to a stake a corner with Federated Stores (Gold Circle); thence with said tract North 39°49'15" West 764.15 feet to an iron pipe in the line of Seligman; thence with his line for three calls, North 49°51'28" East 1186.14 feet to a stake at the base of a post and being the corner of the Tanner and Utz tracts; thence North 48°53'14" East 503.62 feet to a stake at the base of a post; thence North 42°26'08" West 386.38 feet to a stake; thence North 49°43'14" East 694.22 feet to a stone the most northerly corner of a 4.9 acre tract conveyed by the Boone County Fiscal Court and the Boone County Public Properties, Inc.; thence with said tract for two calls, South 41°05'08" East 572.70 feet to a stake; thence South 49°24'52" West 52.99 feet to a point a corner with the 2.67 acre tract conveyed by the Boone County Fiscal Court and the Boone County Public Properties, Inc.; thence with said tract for six calls: South 4°26'52" West 400.81 feet; thence South 7°52'52" West 277.23 feet; thence South 3°33'52" West 237.11 feet; thence South 15°40'38" East 147.35 feet; thence South 44°15'38" East 268.05 feet; thence South 61°15'38" East 69.8 feet to an iron post a corner with the 21.5 acre Utz tract; North 31°40'52" East 30.73 feet to a point Southwest of the access road to the lake; thence along the Southwest side of said access road South 64°10'38" East 68.0 feet; thence South 26°46'18" East 37.0 feet; thence South 24°28'42" West 68.0 feet to a point on the west edge of the access road easement; thence with said easement South 53°54'12" West 461.16 feet to a stake a corner with the Tanner tract and the beginning of Service

Road 11; thence with the right-of-way of said road South 60°08'22" West 1035.10 feet to the beginning and containing 61.9515 acres and being all the 21.5 acre Utz tract, all the 29.79 acre Tanner tract; all of the 3.0 acre Ammon tract; all of the 4.9 acre and 2.67 acre Boone County Fiscal Court and Boone County Public Properties, Inc. tracts. LESS AND EXCEPTING THE FOLLOWING:

Lying and being in the state of Kentucky, county of Boone and city of Florence located on the south east side of Houston Road and is described thus; Beginning at a point 64.98 feet left of Houston Road Station 34+31.25 thence S 41 - 05 - 08 E 45.02 feet to an iron rod in the fence; thence S 48 - 59 - 51 W 579.38 feet to a steel post; thence S 61 - 20 - 20 W 116.82 feet to the original tract fence; thence with said line N 42 - 26 - 08 W 28.82 feet; thence N 49 - 43 - 14 E 694.22 feet to the beginning and containing 0.75 Acre and being parts of the 4.9 acre tract conveyed to Golf Enterprises Inc. by Boone County Properties and the 21.5 Acre tract conveyed by Allen Utz.

2.

Lying and being in the State of Kentucky and county of Boone located on the south east side of Houston Road and the southwest side of Woodspoint Drive at their intersection and is described thus: Beginning at an iron rod a corner common with the grantee and grantor; thence with the right of way of Houston Road N 49 - 06 - 37 E 94.09 feet to a steel post; thence with the right of way of Woodspoint Drive for three calls S 41 - 13 - 49 E 239.87 feet to an iron rod; thence S 63 - 01 - 54 E 80.78 feet to a steel post; thence S 41 - 13 - 49 E 147.38 feet to a steel post; thence S 61 - 08 - 46 W 127.03 feet to a corner post; thence with the original tract line N 41 - 13 - 49 W 435.58 feet to the beginning and containing 1.088 acres and being a part of the 2.581 acre tract conveyed by Mary Foltz.

3.

Being located in the Northeasterly corner of Charles L. Seligman property as described in Deed Book 169, page 476 of the Boone County Court Clerk's Records, Burlington, Kentucky and more particularly described as follows:

BEGINNING at a point in the Northeasterly corner of Charles L. Seligman; thence S 49°26'05" W along a common line between Charles Seligman and Golf Enterprises, Inc. 100.00 feet to a point in said line; thence N 30°08'04" W along a new division line, 365.68 feet to a point in the Easterly right of way line for Houston Road; thence N 49°06'37" E along the Easterly right of way line for Houston Road 20.00 feet to a point in the Northerly line of Charles Seligman property; thence S 42°45'40" E along a common line between Charles Seligman and Golf Enterprises, Inc., 360.01 feet to the point of beginning CONTAINING 0.495 acres.

4.

A parcel of land lying on the Southwesterly side of Woodspoint Drive in Florence, Boone County, Kentucky and being more particularly described as follows:

BEGINNING at a point in the southwesterly right-of-way line of Woodspoint Drive, said point being 54.36 feet right of sta 18+49.21 Woodspoint Drive, and running thence: N 20°39'15" W along the southwesterly right-of-way line of Woodspoint Drive, a distance of 353.78 feet, to a point, thence N 41°13'49" W, continuing along the aforementioned right-of-way line, a distance of 37.93 feet, to a point, said point being 44.88 feet right of sta 14+48.59 Woodspoint Drive, thence S 61°08'46" W, along the tract line of the lands formerly owned by Foltz and Durr, a distance of 127.03 feet, to a point in the northeasterly line of Golf Enterprises, Inc., thence S 40°21'41" E, a distance of 84.61 feet, to a point, thence S 41°25'07" a distance of 311.77 feet, to the place of beginning, and containing 0.62 acres more or less.

5.

A parcel of land lying on the southwesterly side of Woodspoint Drive in Florence, Boone County, Kentucky and being more particularly described as follows:

BEGINNING at a point in the southwesterly right-of-way line of Woodspoint Drive, said point being 54.36 feet right of sta 18+49.21 Woodspoint Drive, and running thence:

N 41°25'07" W, a distance of 311.77 feet, to a point, said point being S 40°21'41" E - 84.61 feet from the common corner of the lands formerly owned by Foltz and Durr, thence

S 50°20'11" W, a distance of 52,99 feet, to a point,

thence S 4°10'11" W, a distance of 400.81 feet, to a point,

thence N 54°07'14" E, a distance of 340.87 feet, to the place of beginning, and containing 1.39 acres more or less.

EXHIBIT "B"

BOONE COUNTY PLANNING COMMISSION

December 14, 1988

SPECIAL PUBLIC HEARING

Mr. William Viox, Chairman, called the meeting to order at 8:00 P.M. and introduced the item on the agenda:

1. Applicant: Hooker Atlanta Corporation for Poynter International Corporation and Char-mae Corporation (owners)
Request: Concept Development Plan

This was a Public Hearing on the request of Hooker Atlanta Corporation (applicant) for Poynter International Corporation and Char-mae Corporation (owners) for the Utilization of an Underlying Zone in Planned Development. The 75-acre (approx.) site is located north of KY 18, southwest of Woodspoint Drive and east of Houston Road, Florence, Kentucky. The site is zoned Office Two/Commercial Two/Recreation/Planned Development (O-2/C-2/R/PD).

The Chairman asked who was representing the applicant for this request. Mr. Andre Busald stated that he and his law partner, Tom Nienaber, were representing the applicant.

Chairman Viox stated that the Commission would not be able to take action on this request at the December 21, 1988 meeting. He asked for their agreement to action being taken on January 4, 1989 in regard to this request. Mr. Busald agreed.

Chairman Viox explained the public hearing process. Mr. Gerald Newton, Director, advised that three staff planners were involved in the review. Mr. Kevin Costello was in charge. Mr. Dave Geohegan, who worked on the Houston-Donaldson Study, and Mr. Doug Powell, the Transportation Planner, worked with him.

Mr. Kevin Costello began the presentation of the Staff Report, noting the various exhibits and using an aerial photograph of the site. Mr. Costello also presented the slides.

Staff Member, Dave Geohegan, presented the portion of the Staff Report entitled, "III. Relationship with the Houston-Donaldson Study and Boone County Comprehensive Plan" using an aerial photograph of the site.

Mr. Doug Powell, Transportation Planner, presented the portion of the Staff Report beginning on Page 15, Section I, Road/Utility Improvements, using a drawing of the roadway system in the area.

Mr. Kevin Costello, using an enlarged drawing of the Site Plan, began the review of the Concept Development Plan (see Page 17 of the Staff Report). Mr. Doug Powell completed the discussion of the Concept Development Plan in regard to the transportation area. He reviewed the Traffic Impact Analysis prepared by Presnell Associates, Inc. (see Page 18 of the Staff Report). Mr. Powell noted deficiencies in the Traffic Impact Analysis (see Pages 18 - 24 of the Staff Report).

Mr. Dave Geohegan began the review of Staff's Concerns (see Page 24 of the Staff Report), and Mr. Powell presented the Staff's Concerns in regard to transportation (see Pages 25 - 28 of the Staff Report).

Mr. Costello completed the presentation of the Staff Report. Using a colored version of the Concept Development Plan, as well as the Site Boundary and Grading Plan, he completed the review of Staff's Concerns (see Staff Report, beginning on Page 28, Item D).

At this time, the Chairman asked for a five-minute recess.

Following the recess, the Chairman stated that the applicant had been given a copy of the Staff Report and asked Mr. Busald for his comments.

Mr. Busald stated that he and his law partner, Mr. Nienaber, were present in behalf of Hooker Atlanta and Bigg's to request approval of their Concept Plan. He stated that their presentation would be made in three different units: 1) a discussion of the project; 2) a traffic analysis, and 3) conformity of the project with the Houston-Donaldson Study. He stated that Hooker Atlanta is probably the premier developer of commercial, retail, and residential developments in the U.S.. He noted their development at the Forest Fair Mall and Mineola Pike, which was approved about a year ago. Bigg's is a French corporation with a unique merchandising concept. Bigg's has selected the Greater Cincinnati and Northern Kentucky area as its test market in the U.S.. Their first development was in Eastgate. This will be their third development in the area. They have talked to community leaders, staff, commission members, the City of Florence Council members, and various organizations in the community and identified most of the major issues and concerns. He stated that they have prepared a three-ring binder which they believe covers the predominant issues. He stated that Mr. Nienaber would review the booklet and Mr. David Wright of Presnell Associates will discuss the traffic analysis. Mr. Nienaber will then review why they believe this project is in conformance with the Houston-Donaldson Study.

Mr. Nienaber stated that there are several articles not included in the binder that are available in the Staff office. He asked that the binder be a part of the record. Mr. Nienaber began the review of the binder, noting that there are no fast food restaurants. He referred to Appendix A of the binder and showed large drawings of Part A, including the artist's renderings of the project. He stated that the artist's renderings were designed to give an elevation perspective. He noted the location of the 40,000 sq. ft. office building and presented a drawing of the 73,000 sq. ft. retail center. He noted that

Staff had indicated that landscaping was not shown on the Concept Plan and they are committed to working with the Staff and the Commission in regard to the parking and putting in a boulevard-type effect with additional landscaping, according to the artist's renderings. He reviewed the relationship of the development to the Houston-Donaldson Study which suggests a mix of 40% office, 30% recreational, and 30% retail. Their proposal is for 25% office, 52% retail, and 22% recreational. About 20 acres will be used for the office, 40 acres for retail, and 17 acres for parking. On the site plan, he indicated that the site is approximately 65 acres, which is now the World of Sports Golf Course. They will have 422,000 sq. ft. retail and 80,000 sq. ft. of office. The Houston-Donaldson Study recommends 15,000 sq. ft. per acre intensity for the office and 9,000 sq. ft. per acre intensity for retail. Their plan proposes a development of 502,000 sq. ft.. He stated that the Staff Report did not mention the Mall Road interchange. He stated that Item C in the booklet is a letter from the Transportation Cabinet indicating that the Mall Road interchange should be open by Fall, 1990. The Mall Road interchange is a significant factor in this project and approximately 49% of the traffic off the KY 18 exit will then be going towards the mall. He stated that this factor was not considered in the Houston-Donaldson traffic analysis, but was considered in their analysis. He stated that their retail will not be open until the Mall Road interchange is complete. All excavation will be completed in the initial stages. He stated that retail development and other buildings will probably be done at one time during initial phases of construction. It appears that they will have new retail tenants which will happen at one stage. All utilities and the infrastructure will be done in the initial stages. He stated that a lot of road improvements have to be made and will require a lot of money. A developer with the financial ability is needed to do this. They have not committed to road improvements at this time, but know that significant improvements will be indicated by the development of the property. This is not a problem. There is a 17-acre recreational area and it is the developers intent to perhaps dedicate this property to the county or city for a park. They have contacted the parks department in this regard. They have met with the Florence Fire Chief to determine special needs. A satellite fire station is needed in this area and the developer is of a mind to dedicate an acre or two. The developer would be inclined to develop the property with passive recreation, or to assist in this development, including a jogging path, exercise equipment, and park benches. He noted Staff's concern in regard to their access drive to Woodspoint Drive and their concern to preserve the vegetation. He stated that there is a deep ravine in the area and having the access drive across the ravine would destroy the vegetation by using significant fill. Their plan would preserve the area as suggested by the Houston-Donaldson Study. He indicated the lake and stated that the water backs up to the expressway due to the elevation. Their engineers from Smith, Stevens & Young, with Willard Rusk's help, have determined a plan to prevent water back up on the other side of the highway. The lake would be reduced to about 2.8 acres in size and there would be fill and grading. The fill area would increase the area available for a park. More than adequate stormwater detention would be provided. He noted that it was suggested that the area be reserved for passive recreation. Mr. Nienaber

stated that there are letters in the binder from U.H.L.&P. and C.G.&E. that indicate the utilities to be adequate. They have also met with the water and sewer people. It does not appear that there would be any problems in providing adequate water, sewer, electric, telephone, and utilities to the site. They have met with Chief Roberts of the Fire Department and it does not appear that the proposed development would create an undue burden on them. They have met with Police Chief Callahan and Bigg's is willing to work with the police authorities. They have investigated airport noise level concerns. He stated that this information is in the booklet and they are in the 65 to 70 decibel range, which is sufficient for this type of development. They have also included an economic impact study, which he reviewed, noting the tax revenues which would be generated by the project. He stated that traffic considerations will be addressed by David Wright from Presnell & Associates. They have also contacted the Woodspoint Nursing Home and they did not appear to have major concerns except that Woodspoint Drive would be closed as recommended by the Houston-Donaldson Study. They are agreeable to blockway gates on emergency access to the site. They are agreeable to retaining the wooded area. He stated that there are a number of documents in the binder which summarize what they have done and intend to do.

Mr. Busald stated that the anchor tenant is Bigg's and Hooker has a number of connections with other retail and commercial developers. His law firm has recently concluded negotiations with the developer and the 60,000 sq. ft. office building will be their new home in a possible joint venture with accountants and/or doctors. He stated that a major area of concern was traffic and Mr. Wright and Mr. Osborne were present in that regard.

Mr. Wright stated that he has a civil engineering degree and a masters in transportation engineering and city planning. He is a Professional Engineer in 14 states. He was on the committee to develop the traffic impact analysis techniques. Mr. Wright stated that Doug Powell had discussed the steps for traffic impact analysis, which is a standard technique. They were asked by Staff to make two analyses, one comparing this project with the recommendations of the Houston-Donaldson Study. They did this using the Houston-Donaldson Study Phase III, which is full development of the study area, except for Area 11, which is the project site. This site was excluded from future development and the assumption was made that the golf course would remain. They reviewed the changes at each intersection and the improvements indicated in the Study. He stated that the Phase II Development Plan in the Houston-Donaldson Study had recommendations for this site, including the 40/30/30 Plan mentioned by Mr. Nienaber. They substituted their plan for the 40/30/30 Plan to see what changes would occur in traffic and what additional improvements would be needed. Their analysis showed that if the project were developed as proposed, it would create the same level of service as if the project were developed by the 40/30/30 Plan at all the intersections analyzed. The Houston-Donaldson Study did not include the improvement to the Mall Road interchange, which has a significant impact on the traffic on KY 18. This major improvement will be constructed by 1990 and will relieve traffic on KY 18 and allow the project to function. If these ramps were not built, there would be serious problems. Also, the Turfway interchange with I-75 was not included in the Houston-Donaldson Study and they would be happy to

collect and analyze data for this intersection. He noted the concerns raised by Mr. Powell, including that they used P.M. peak hour traffic as opposed to weekend traffic. It is true that the Bigg's Store generates higher traffic volumes on Saturday than on weekdays, but their peak hour occurs late in the afternoon. They used P.M. peak hour traffic as it is the worst scenario. They will do a weekend comparison if desired. He noted that Mr. Powell questioned who would pay for the improvements and when they would be made. He stated that the traffic will work in 1990 with the improvements and this development. He stated that if all the sites were developed and all the improvements made, the traffic will work. He stated that they have reviewed the two extremes and the traffic works fine in those extremes. He noted that there are an infinite number of scenarios that could develop. He stated that mention was made that their technique reduced driveway volumes in and out of the store based on traffic generation. He stated that they did not make this error as indicated by Mr. Powell. He stated that traffic counts on Houston Road were made in 1986 and they recognized that they are probably less than traffic today and in 1990 and considered this fact in their traffic projections. They feel that their numbers are in the correct range for potential traffic. He stated that Mr. Powell indicated that traffic may be greater than anticipated in the Houston-Donaldson Study and, if this is true, it changes the game rules and the intensity of development that might be allowed. There is no provision in the plan for a continuing access road. He stated that this could be done, but the concept of the Plan is not to destroy the vegetation. The deep ravine would require extensive fill or a bridge. He stated that the Mall Road ramp will decrease traffic significantly on KY 18. He noted the potential to cul de sac Woodspoint Drive. Hooker has made contact with Gold Circle, but they have not expressed a desire to do this. He noted the potential grade problem and limited sight distance on Houston Road and stated that they will have to address this in the final design of the roadway.

Mr. Busald stated that Staff had indicated that this project was not consistent with the Houston-Donaldson Study and that they believe it is consistent.

Mr. Tom Nienaber stated that the Houston-Donaldson Study is the blueprint for the area and the first goal of the Study is to allow the study area to develop in a rational pattern of well-planned and economically feasible land uses. He stated that on Page 1 it provides for flexibility. The entire tract in question is in Zone 11. He noted that there is a map in their binder showing the zones of the Houston-Donaldson Study. He noted that on Page 26 of the Study it states that this site was viewed for 40% office, 30% commercial and 30% recreational, but that it is not intended to commit the property to that mixture of uses. He noted that in Zone 10 there are specific Principally Permitted Uses and Conditional Uses which are detailed, but there is not such a recommendation of uses in Zone 11. He stated that the Houston-Donaldson Study does not commit Zone 11 to any specific use. The Study allows 650,000 sq. ft. of development on the site and they are proposing 500,000 sq. ft. of development. They are not inconsistent with the traffic considerations and can work in this area. He stated that Staff indicated the Houston-Donaldson Study wants an office theme, but the Study recommends a well-planned, economically

feasible development in the area. He stated that approximately 2.2 million sq. ft. of office use is provided in the study area (Item P in the booklet). He stated that Item "O" in the booklet is a scenario prepared by Coldwell Banker Commercial Division regarding office space planned in the I-75 corridor from 1972 to 1988. There is currently a 28% vacancy rate and he noted the on-going construction. He noted that with the new construction, there will be a 40% vacancy rate. He stated that there is no market for office space on this property. He stated that for an economically feasible development, office use is not true for Zone 11. He noted the goals of the Houston-Donaldson Study and that this is a development of 26/52/22, which is not that far off from the recommendation of the Study. The proposed intensity for commercial is about 10,600 sq. ft. per acre and the Study indicates 9,000, so they are not far out of line. He stated that the plan is consistent with the Houston-Donaldson Study as it is economically feasible and well-planned for Zone 11. They tried to work with Federated on joint access, but they were in the process of selling. They are attempting to contact Hills with respect to this issue.

Mr. Busald stated that representatives from Bigg's, Hooker, and Smith, Stevens & Young (architects for the plan) were present to answer questions.

Chairman Viox asked if there was anyone else present who wished to speak in favor of the project.

Mr. Mike Duncan, an attorney with Ziegler & Schneider, representing Mr. Poynter and the company that is the owner of the majority of the property, asked that their property rights be considered. He noted that there is concern with the deletion of a recreational facility and Mr. Poynter and his staff are committed to building at least one other golf course/recreational facility in the Boone County area to replace this one. A significant portion of the site will be retained for passive recreational use. He stated that Mr. Poynter was not present due to recent heart surgery, but members of his staff and family are present to answer questions.

Mr. Horwitz with Izzy's at the corner of Woodspoint Drive, noted the access problem for Woodspoint Drive. He stated that the method being considered for the Woodspoint traffic makes sense. He stated that development in this space will happen sooner or later. Problems will occur with the traffic regardless of the development. Progress should be accommodated in this area. Izzy's welcomes the project as a neighbor.

There being no one else present to speak in favor of the project, Chairman Viox asked if there was anyone present in opposition.

Mr. Pat Raverty, County Commissioner, stated that he is also a local businessman on the corner of Houston Road and KY 18. He stated that as a Commissioner, the Houston-Donaldson Study was a benchmark in the county planning process and is a common sense approach. It has taken about 15 years to correct the problems on Mall Road and when this was approved, they did not envision Houston Road becoming a major discount store. They envisioned light industrial and office, with commercial remaining in the Mall Road area to serve local Boone County and the region. There are a lot of projects in the Six-Year Plan and many of them are unfunded. The Mall interchange is still on line, but funds are drying up

and the reconstruction of Hopeful Road has been delayed and not assigned a new date. He noted other unfunded road projects in the area which may not occur in an eight to ten-year period. An eye has to be kept on the whole area. He noted that everyone will want to develop to maximum intensity on Houston Road and capacity for other development needs to be reserved, not taken by the first project. He stated that the county owns the acreage and the nursing home in the area and this project will have a detrimental impact on those facilities in terms of quality of life. He noted a recent proposal from Northern Kentucky Mental Retardation Board to build an office and residential facility on the Woodspoint side and that project cannot take place if Bigg's goes in. They do not expect the Comprehensive Plan to be implemented over night. Planning is a process for 25 years and an area does not need to complete its development at one time. You can allow the infrastructure to be in place before development occurs. There are still major areas along Mall Road to be developed and they should not be rushed on Houston Road. He stated that this project will doom any type of office development. He stated that he would consider relocating his business as people will not be able to get to it and service businesses need ready accessibility.

Mr. Paul Kroger, former Chairman of the Planning Commission, stated that he is a resident of Kimberly Drive in Union. He stated that Tom Nienaber indicated that he made a comment about water and sewer and that he told him this was not in our jurisdiction. He stated that Mr. Busald indicated that someone thinks enough of Boone County to be the third leg in their development, but five years ago people said Boone County was embryonic. The world is looking at Boone County internationally. The airport will impact projects in the entire area. The straightening of Turfway Road would make an international visitor able to get to Boone County from London in eight hours and to an office on Turfway in 15 minutes. He stated that if there is more Bigg's and more retail, then more of that will be generated. He stated that the natural development should be allowed to occur. He noted the opening up of the river banks. He noted on an aerial map the housing development in Florence and that there could be a world of difference in the development than what would be created by retail activities. The area should not be utilized in retail terms. He stated that "economically viable" does not mean for Bigg's -- they would be successful at the site -- it means "economically viable" for Boone County and the City of Florence. What you see is what you get.

Mr. Richard Myer, attorney representing local businesses in Florence and Boone County, i.e., IGA Stores and Remke Markets, stated that a lot of the information given by Hooker and Bigg's relates to the economic impact of them on this area and the assumption would be made that if no local businesses speak out against the project then their could be an assumption that what they say is correct. They are minimizing their impact on local businesses, particularly the grocery market. They indicated they would only take away 5% of the market from local business and they will bring so much growth that everybody will grow, including their competitors. He stated that decisions already made by the

Commission doom this project. He noted that the Comprehensive Plan indicates that regional retail and commercial does not belong on this site, but on Mall Road. The infrastructure is there and the decision is already made. He stated that Bigg's is intended to draw from as far south as Warsaw and all along the I-75 corridor in Northern Kentucky, extending into Indiana. A decision was made that there has to be a correlation of improvements to the highway and the development of this corridor. They are not proposing a correlation of improvements. Their development will come first and then somehow the \$5 million to \$7 million will come out of somebody else's pocket to make the improvements that their own study says are necessary for the project. He noted potential road improvements in the area and improvements to KY 18 which will allow traffic to move in and out of the Mall area. He noted that the applicant is proposing five lanes on Houston Road with no commitment from the developer for the money. He stated that Mall Road is a four or five-lane road and studies show that it should accommodate a development such as this. He stated that it is unfair to take the first proposal for development on the road which will use up the entire traffic capacity of the road. He stated that reference had been made to the tax revenues and impact on existing businesses, and the generation of new business. He stated that there will be a loss of tax revenue from other business people. He noted the cost of highway projects needed to make the project feasible, which more than offset the tax revenues projected. He stated that the project is not in conformity with the Comprehensive Plan. It is unfair to existing businesses and other people on Houston Road. It is not feasible.

Mr. Doug Nunn stated that he is an employee of Super Food Services, a Dayton based company. He is a market analyst and store development specialist. He stated that this is a monumental project that will compete with local businesses. Based on a sales to square foot analysis, they have concluded that this is already an over-stored market. He noted grocery stores in the area and stated that there is 370 sq. ft. of business related to food dollars. There are seven or eight major food stores meeting the needs of the population. The national average is \$6 to \$6.50 per square foot, but the Boone County average is 90¢ to \$1.50 less than the national average, indicating that this is an over-stored market. There are only a certain number of food dollars in an area and Bigg's will draw from areas outside of Boone County and take business away from existing businesses in the area.

Mr. Nick Benson, an attorney from Walton, representing Woodspoint Nursing Home, stated that they are located on Woodspoint Drive and owned by the county. There are county residents there. A nursing home involves peace and tranquility. He stated that Mr. Nienaber stated that he had met with them and that we didn't have any major problems. He stated that they have met with Mr. Neinaber and he did not completely convey the traffic situation. He stated that he was shocked at the proposal of an entrance ramp off the intersection on Woodspoint Drive. They do not feel that access off Woodspoint Drive is logical. There could be big trucks in the night and there could be some altering of ingress and egress. They have to get their residents to the hospital quickly at times. He stated that the right-turn only could be a problem to staff and families. The greenbelt area on the other side would be a help. He stated that he thinks the area is six to seven acres less than what the Houston-Donaldson Study calls for. He noted the location of

county-owned property behind them which may be used for a mental facility. He noted that Mr. Nienaber indicated that they would not be able to have this project if the Bigg's is built, but Woodspoint nursing home is already there. The residents sit outside and at times walk off. They are working with the county on an adult day care center which would be closer to Bigg's than they are. He cannot imagine the county nursing home functioning on the road with the anticipated traffic and the ramp off the interstate. This may be the most direct road for people coming from the north. He stated that the greenbelt should not suffer as it provides buffering.

Major Lyons, Administrator of Booth Hospital, stated that he is concerned about the traffic. He is involved in the extension of Houston Road which crosses the hospital property. The project makes certain assumptions. Houston Road will not be extended through to Donaldson by 1990 as it will be done in phases. The first phase will only go to the Marydale property. The Highway Department does not know when the rest will be done. He is concerned about traffic from the project between KY 18 and KY 42 on Hopeful Road, which is referred to as "the highway to heaven". There is nothing definitely planned for widening Turfway Road and its entrance to the interstate for traffic going north. The interchange cannot handle more northbound traffic at busy times of the day. He stated that intersection problems will not be resolved until Houston Road goes through to Donaldson.

Mr. Paul Dusing of Vantage Court in Oakbrook stated that the ramp traffic was not mentioned. He stated that this appears to be a project to stay away from when it is completed due to the traffic. He does not see that it provides an improvement to the life style of the residents.

Mr. Steve Yenser, General Manager of Florence Mall, expressed their concerns about the traffic. They feel certain the proposed intersection on Mall Road will be completed and will alleviate traffic from the KY 18 interchange. It does not address a future problem from this type of development, which will alter the traffic patterns. He stated that their research indicates there is a traffic problem making the mall inconvenient to get to and this project will add to that problem. It may not be good for the county.

Rosemary Bond, a resident of Erlanger, stated that if this is built, it will be the "expressway to heaven". She noted that the pictures did not indicate the ramp to I-275. She stated that the Bigg's presentation was good and they should retain the material for another location. She stated that this is a big county and development should spread out to eliminate traffic jams.

Mr. Bob Flick stated that the Houston-Donaldson Study won an award and a lot of effort was made. It would be an injustice not to follow the Study.

Chairman Viox asked if there were any comments from the Commission.

Mr. Barnett noted that there had been comments from the developer and the public, and that the binder had been distributed. He stated that this is a lot of information to digest and that time is needed to do so.

Mr. Neltner questioned the development of Houston Road and that Mr. Nienaber had indicated that they weren't ready to commit to the improvements, but were aware that the development would have to be responsible for some of the improvements. He asked for clarification.

Mr. Nienaber stated that it is not possible to make a commitment at this time to road improvements. They need to determine what improvements need to be made. There is a need for their planners to work with the Staff. They need to know the total package before making commitments. The development has to work from an economic standpoint. He stated that before the project would be approved, there would need to be conditions regarding specific road improvements. They will commit if the improvements are reasonable and fit into an economic package. They understand that they will have to make a substantial contribution to road improvements.

Mr. Neltner noted the comment that someone at the Highway Department had said that when the ramp from I-75 to the mall area was completed it would reduce the traffic by 40% and asked for further comments.

Mr. Wright stated that they anticipate an effect of 49% in off ramp right-turn traffic. He believes it may be higher. This is a reduction of existing traffic and does not anticipate the development of the Berkshire Farm or any other residential development.

Mr. Neltner asked for further comments regarding the additional fire station indicated by the Florence Fire Chief.

Mr. Nienaber stated that a satellite fire station is needed on this side of I-75 and the Chief had indicated that this would be a good site for a fire station on one to two acres. He added that the Chief had said that this development would not present a fire scenario that would be unmanageable by the City of Florence Fire Department. The building is not higher than their ladders and there will not be hazardous business or materials on the property.

Mr. Sharp asked for clarification of peak periods of traffic on weekdays and weekends, which Mr. Powell explained for him. Mr. Powell noted that the development generates more traffic on the weekend than the weekdays, but this could not be correlated with the Houston-Donaldson Study as it only uses weekday P.M. peak periods.

Mr. Sharp asked the developer if they had an alternate location for this project. Mr. Nienaber stated that they did not.

Mr. Damstrom questioned when Bigg's busiest days are.

Mr. Pierre Weidross stated that their busiest day is Saturday. They do about 40% of their business between Friday, Saturday, and Sunday.

Mr. DeLong stated that he is concerned about the signs, the lighting, and the direction of the lighting, as well as the buffering and the greenbelt. He is not sure all the parking space is needed.

Chairman Viox asked if there were any further comments from the applicant or the Staff.

Mr. Newton discussed the Mall Road ramps. He stated that the Houston-Donaldson Study looked at the traffic in the immediate and general surrounding area, but did not include the mall road ramps. They did consult with the Kentucky Transportation Cabinet in regard to the impact when the Houston-Donaldson Study area develops. The ramps were put in place to eliminate an existing problem and future development has to occur off KY 18 and the traffic will again increase and the numbers will be back to the same point. There is a lot of information in a preliminary report on KY 18. The data is accurate and can be shared. He noted that KY 18 is currently operating at an unacceptable level. It was planned to be at about 40,000 vehicles and is at 67,000 vehicles. The road appears to be underdesigned. The southbound ramp is at 98% of its proposed capacity in 20 years. Northbound ramps are at 92%. Mall Road is at 85% capacity. It appears there will still be problems even with the ramps in place.

Mr. Richard Meyer noted the money the Houston-Donaldson Study says is involved in the road improvements, which the applicant says are necessary. He stated that the figure is \$5 million to \$7 million, but that does not include land acquisition costs or costs for modifying the Turfway interchange. He stated that once the traffic engineer projects the traffic, he then deducts no less than 35% on the assumption of existing traffic.

Mr. Nienaber asked if the artist's renderings and plans should be left with the Staff. Mr. Newton asked that any information that the Staff does not have be left.

Mr. Collins advised that once the Public Hearing is closed, further information cannot be accepted. He stated that he has questions he would like to ask after studying the material. Counselor Wilson advised that if questions develop during the committee meetings, answers can be supplied by looking at the record, or getting clarification without the introduction of new facts.

The Chairman advised that this item will be on the Agenda for the Business Meeting on January 4, 1989. The Committee chairman for this request is Mr. Neltner.

There being no further comments or discussion, the Chairman closed this Public Hearing.

APPROVED:



William R. Viox, Chairman

ATTEST:



Jan Hancock, Recording Secretary

ATTENDANCE

	<u>Name</u>	<u>Address</u>	<u>Phone Number</u>
1.	DAN HOUSTON	FRANCIS KY	371-3769
2.	Shelene Castelli	11303 Dnie Hwy Richwood	485-7414
3.	Malvin Almond	307 Beechwood Rd.	331-7487
4.	Wife Cassidy	5769 Vile Ln	586-5520
5.	John R Coffey	5907 WALPER ROAD	586-9334
6.	Major Tomally	7380 TURWAY Rd	525-5225
7.	Steve YENSER	2028 FLORENCE MALL	371-1221
8.	Eric T Ammon	400 Broadway Cincinnati Oh 45202	513-629-1383 (D)
9.	Booy Nunn	6300 CREEK RD. CINTI, OH	793-6300
10.	Carl Wernick	6300 CREEK RD CINTI OH	793-6300
11.	DAN BANKS	2028 FLORENCE MALL	371-1221
12.	Jim Wolf	3470 Passum Path	586-6590
13.	William Fulmer	Chattanooga TN	241-1444
14.	Doris Polfuss	8308 Pleasant Valley	371-4761
15.	Mary Osterbrook	7 Woodland	371-6665
16.	Charles Polfuss	8308 Pleasant Valley	371-4761
17.	Pat Raverty	Boone County Commission	506-8706
18.	D Osterbrook	7 Woodland	371-6665
19.	Steve Thomas	1779 Hunter Trace	586-8819
20.	Har P Walton	1653 Tanager Trail	689-7209
21.	Judy Rouse	4972 Idlewild Rd.	586-7489
22.	Joe High	232 Shiba Street	331-0311
23.	Clare Fleck	Hebron	341-8294
24.	Herald T Parker	1545 Fieldview Florence	525 8255
25.	Fred Metcalf	40 Kothman Florence	0-525 1800
26.	John Hancock	7418 Bellevue Rd Berkeley	586-6205
27.	Pat Ryan	8453 Kroth Ln Union	384-3535
28.	Nancy M. Ruster	331 Tusculum Ave 45220	871-7677
29.	Ronald Butler	200 Memory Florence KY	283-2194
30.	Steve Duxton	4472 Anbridge Dayton Ohio 513	435-6802
31.	Walt Benson	8396 Pleasant Valley, Florence	371-2177
32.	James & Rosemary Bond	2615 Rowin Dr, Ed	371-2344
33.	Orator Hayes	876 Rosen Rd Little Hills	331-6770
34.	William Jay Pearson	300 Tyler Ln Ft. W.	331-3185
35.	My Jean	110 FAIRBANKS FT WENBRT	341-6408

	Name	Address	Phone Number
36.	Alon Jones	2664 Bethlehem Ln. Hebron	689-7799
37.	Tom Durre	413 Bartholomew Cinti	421-8630
38.	Ray Kuesterman Jr.	2664 Bethlehem Ln. Hebron	689-7799
39.	Richard Koff	2701 Turkeyfoot Rd	341-1801
40.	William D. Durre	2701 Turkeyfoot Rd	341-1881
41.	Ronald Pace	33 Lake Placemr	371-4429
42.	PHIL MURRAY	6156 STREAMSIDE DR BUNNELL, KY	371-8578
43.	David A Osborne	37 MIRIAM DR FLO	371-8132
44.	Paul & Roger	P.O. Box 124 Union	
45.	Ken Fochist	948 Canyon Rd 710	525-6747
46.	Bred Kuysh	1895 Century Blvd Suite 300 Atr Ga	404/324-0017
47.	Lierre A. Davis	4450 East Gate Blvd Ga. 0445245	753 7500
48.	OTTO WIENING	4450 East Gate Blvd Ga. 0445245	753 7500
49.	PAUL J DUSING	6863 VANTAGE CT Bo. Co.	371-5260
50.	SUE FLICK	1717 STAHL RD. HEBRON	689-7161
51.	Bob Flick	1717 STAHL RD. HEBRON	689-7161
52.	Bruce Ringley	812 Eastland Villa Hill, Ky	341-7139
53.	Don Ringley	3005 SUMMITA Cnt OH	369-1324
54.	HARVEY PEILEY	1383 NORTH BEND HEBRON	689-9102
55.	Cindy Moore	1551 Englewood PL. Flo	371-7899
56.	Gil Harris	301 Kingsway Ct, Cold Spring	781-3374
57.	Tom Neuber	206 Main Street Florence	371-3600
58.	Mike Duncan	7300 Turkey Rd #505 Florence	525-7797
59.	Spiley Trehan	210 Canton Ok. Dr. Flo	371-7205
60.	Paul S. Paul	1057 Colina Dr Villa Hill, Ky	341-8823
61.	Phil Scherer	7576 WOODSPONT DR FLO	525-6400
62.	Edna T. Myers	3977 Lopers Run Brlington, Ky	580-9176
63.	Bernard Palmer	8104 Harm Hill Filwood Ky	371-0066
64.	Sarah Stephenson	1188 Stratton Union Ky	41091
65.	Pat Kruger	10656 Lumberly "	"
66.	Laura Altmann	2117 DANA, P.O. 45207 (I22y's)	
67.	Michael King	4 TRANSIT PK CINTI OH.	7713713
68.	Edwin Lee	7450 Wardsland Rd. Flo	525-7767
69.	Ray M. Madsen	1740 Highland Ave Ft. Wright	341-6594
70.	Frank D. Madsen	1740 Highland Ave Ft. Wright	331-9450
71.	Al A. Will	(Kroger) 7747 MAIL Rd FLORENCE	525 6223
72.	Robt. Raley	Mar. 3000 Mar St "	525 4400
73.	W. R. Raley	City of Florence	371-5935

	<u>Name</u>	<u>Address</u>	<u>Phone Number</u>
74.	Gene Banks	8 Jannet	FT Mitchell
75.	Mary A. Smith	43 Woodlawn Ave.	" "
76.	Carl Taylor	11765 Dixie Hwy	WALTON 485-7600
77.	B. Goodridge	7730 P. St. Florence	
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BOONE COUNTY PLANNING COMMISSION

BUSINESS MEETING

January 4, 1989

8:00 P.M.

Mr. William Viox, Chairman, called the meeting to order at 8:00 P.M..

COMMISSION MEMBERS PRESENT:

Mr. Larry Barnett
Mr. Fred Burch, Vice Chairman
Mrs. Rita Bushelman
Mr. Lawrence Collins
Mr. Phil Damstrom
Mr. Melvin DeLong
Mr. R. N. Greene
Mr. Rector Jones
Mr. Don McMillian
Mr. Barry Neltner
Mr. Ralph Rush
Mr. Floyd Sharp
Mr. William Viox, Chairman

COMMISSION MEMBERS NOT PRESENT:

Mr. Charles Moore
Mrs. Carol Smith

LEGAL COUNSEL PRESENT:

Mr. Dale Wilson

Chairman Viox noted that each member had received a copy of the Minutes of the Public Hearings of December 14, 1988, December 21, 1988 and January 4, 1989; and the Business Meeting of December 21, 1988, and asked if there were any comments or corrections.

There being no changes to the Minutes, Mr. McMillian moved that they be approved as received. Mr. Jones seconded the motion and it carried unanimously.

Mr. Jones moved that the salaries, benefits, and bills due be approved and paid as presented; and indicated approval of the bills which have been paid. Mr. Damstrom seconded the motion and it carried unanimously.

REPORTS:

Chairman Viox noted that the Zoning Enforcement Officer's Report, the Statement of Income for the period ended November 30, 1988, the Record of Convenience Plats, and the Record of Final Plats had been distributed for the Commission members to review.

There being no discussion of the reports, the Chairman proceeded to the items on the Agenda.

BUSINESS MEETING AGENDA

UNFINISHED BUSINESS:

1. Concept Development Plan

The request of Hooker Atlanta Corporation (applicant) for Poynter International Corporation and Char-mae Corporation (owners) for the Utilization of an Underlying Zone in Planned Development. The 75-acre (approx.) site is located north of KY 18, southwest of Woodspoint Drive and east of Houston Road, Florence, Kentucky. The site is zoned Office Two/Commercial Two/Recreation/Planned Development (O-2/C-2/R/PD).

Mr. Gerald Newton, Director, read the Committee Report which recommended denial of the request based on the findings of fact (see Committee Report).

Mr. Sharp moved by resolution that the request be denied based on the Committee Report. Mr. Barnett seconded the motion.

The Chairman asked if there was any further discussion.

Mr. McMillian stated that he would abstain from voting in regard to this request as he has done work for this group.

There being no further comments, the Chairman asked for a vote on the motion made by Mr. Sharp which found all voting members in favor. Mr. McMillian abstained. The motion carried.

EXHIBIT "C"

COMMITTEE REPORT

#1

TO: Boone County Planning Commission

FROM: Barry Neltner, Chairman

DATE: January 4, 1989

RE: Request of Hooker Atlanta Corporation (applicant) for Poynter International Corporation and Char-mae Corporation (owners) for the Utilization of an Underlying Zone in Planned Development. The ±75 acre site is located north of KY 18, southwest of Woodspoint Drive and east of Houston Road, Florence, Kentucky. The site is zoned Office Two/Commercial Two/Recreation/Planned Development (O-2/C-2/R/PD).

REMARKS:

We, the Committee, recommend denial of the request based upon the following statements and findings of fact.

The Committee appreciates the applicant's effort to develop two contiguous properties as part of one overall plan, and would encourage a similar approach to future development proposed for this important site in Florence and all of Boone County. While the Committee recognizes the applicant's desire to provide to a limited extent public recreational use on the ±75 acre site, it is believed that the proposed recreational use is not compatible with the predominant commercial/retail use planned for the site by the applicant. The Committee also believes that the magnitude of the proposed retail use is not appropriate given the existing conditions of the public roadway network nor is it consistent with the recommendations set forth in the Comprehensive Plan, more particularly the Houston-Donaldson Study. Additionally, the Committee believes that the proposed uses and arrangement of the uses are not appropriate for the site given its location. There may be other areas in the county which the proposed project and uses would be more appropriate given its location and infrastructure condition.

Findings of Fact

1. The proposed uses as stated on the Concept Development Plan are not in agreement with the Boone County Comprehensive Plan. The Boone County Comprehensive Plan is the overall guide for development of the county and has been further detailed by the Houston-Donaldson Study for this site. Even so, the Comprehensive Plan discusses the importance of limiting regional retail development to select areas. The Comprehensive Plan states that "regionally oriented commercial development, should be retained to the Mall Road area." The basis for this statement is current trend of this type of commercial development occurring there now and the introduction of the I-75/Mall Road Interchange to serve this type of development. This is well documented in the Comprehensive Plan's elements. The Comprehensive Plan also notes the existing and potential traffic problems on KY 18 and recognizes that these problems can be worsened if regionally oriented commercial or retail uses similar to the existing retail

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businesses along Mall Road are built in the KY 18 and Houston Road area. It was out of these overall general concerns that the specific plan, the Houston-Donaldson Study was written and adopted.

2. The proposed uses are not consistent with the Houston-Donaldson Study. The Study recommends a central office and services theme with a wide range of supporting uses on the site in an effort to establish the Houston Road corridor as a future, major employment district. The primary reason for this recommendation is to achieve a balance of land uses called for in the Comprehensive Plan and to achieve a logical pattern and transition of land uses that takes advantage of the Houston Road area's location with respect to the close proximity to the Greater Cincinnati International Airport, the Northern Kentucky Industrial Park and the existing office and industrial developments in the I-75/Turfway Road Interchange area.

In addition, the amount and intensity of commercial uses proposed for the BIGG'S site greatly exceeds the amount of commercial use recommended for the site as well as the intensity of commercial uses within the Commercial Two/Planned Development zoning in the Houston-Donaldson Study. This increase in commercial use magnifies the traffic impact on the community at peak periods. More specifically, while the weekday peak hours are similar, the traffic impact between office activity (as discussed in the Houston-Donaldson Study) and retail uses (as proposed by the applicant) on the weekend is severely different. No provisions have been made to address this additional impact as specified in the Houston-Donaldson Study. In addition, the amount of use devoted to office and recreational use is substantially lower than the amount prescribed in the Houston-Donaldson Study.

While the Committee believes the applicant has attempted to soften the proposed project with some office space and a recreational site, the Committee is also of the opinion that the concept itself is not in agreement with both the general intent the area and the specific statements for development proposals for this important site. The concept for this land area was that this area develop primarily as an office setting with appropriate commercial and recreation uses being supportive of the central office uses.

3. The intention of the Houston-Donaldson Study is to coordinate development in the Study area with the necessary infrastructure improvements. The submitted Concept Development Plan and proposed uses assumes that certain and substantial State highway road construction projects such as the widening and extension of Houston Road and the construction of the I-75/Mall Road Interchange have to be in place in order to have proper traffic movement in the area for this project. These construction projects are critically important to efficiently move traffic along KY 18 and to prevent further

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congestion problems on Turfway Road which would substantially impact Booth Hospital.

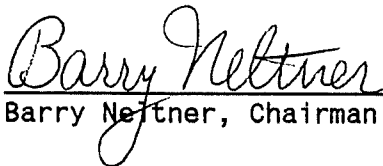
As stated in the Staff Report and at the Public Hearing these road improvements are uncertain in terms of construction deadlines and funding. The Committee recognizes that without these improvements, the expected trip generation from this project will severely impact the capacity and service levels of the intersections along KY 18 (at Mall Road and Houston Road), Houston Road (at Woodspoint Drive and I-75 exit/entrance ramps) and Turfway Road (at Houston Road and I-75). The planned access to the site from Woodspoint Drive and Houston Road are dangerous given the poor sight distance and current condition of both roads. In addition, KY 18 is the main artery to Burlington and the existing and future planned growth of Boone County. Even though the I-75/Mall Road Interchange is planned to reduce some of the existing traffic congestion problems on KY 18 and Mall Road, it was not designed to alleviate future trips related to growth along KY 18 towards Burlington and along Houston Road.

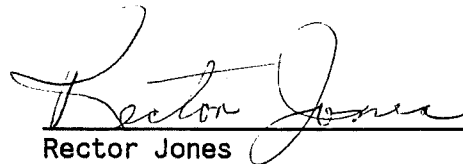
Finally, the expected trips and traffic patterns from the proposed uses will cause capacity and congestion problems on the southbound I-75/KY 18 exit ramp due to the proposed continuous westbound KY 18 turning lane. Further, the type and location of the proposed uses and the associated impact on the existing transportation network are not in agreement with one of the objectives of the Houston-Donaldson Study, "to correlate the land use pattern and recommended intensities of developments with the opportunities and limitations of traffic system improvements."

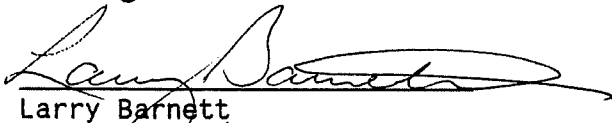
4. The existing zoning of O-2/C-2/R/PD as recommended in the Houston-Donaldson Study and the specific request of the Utilization of an Underlying Zone in Planned Development suggests an innovation design and a development pattern which preserves the existing topography and vegetation. The proposed uses and location of the uses severely impact the site's physical assets. No attempt was made to rearrange the proposed uses to preserve the existing heavily wooded area along Houston Road. The submitted request did not take into consideration the visual impact of the loss of this wooded area or the public view of loading and parking areas a detention pond, and the side of buildings along Houston Road. The proposed uses result in large masses of paved surfaces and rooftops, which are discouraged in the Houston-Donaldson Study due to the high degree of visibility of the site. In addition, the proposed pylon signs are not in agreement with the Houston-Donaldson Study.
5. Finally, the Committee would like to state that the BIGG'S at Florence project was evaluated from a land use standpoint, which is the role of a Planning Commission. We recognize that this project would have a large economic impact on the community but then any

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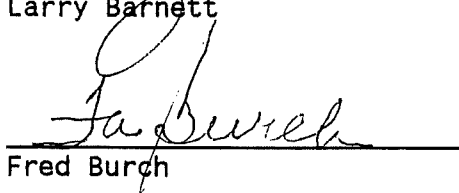
project of this magnitude will have a large economic impact in terms of the number of jobs created and the taxes generated. The Boone County Planning Commission is charged with reviewing land use considerations, such as adequacy of roads, access, utilities, signage, and public visibility for it is the land use impact which is ultimately felt by the community. While the applicant has stated that this project is the only economically feasible project for the site, the committee does not agree with this statement. Recently there have been a number of office development projects reviewed and approved by the Commission. This site has many development possibilities, however, we, do not believe that this is an appropriate one based on the information stated and for the reasons listed above.


Barry Nettner, Chairman


Rector Jones


Larry Barnett

Donald McMillian


Fred Burch

Carol Smith

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