

A Values-Driven Approach to Comprehensive Planning

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Summary

Values-driven planning is a methodology designed to understand and articulate a community's aspirations through citizen involvement in the planning process. It differs from "top-down" approaches, such as data-driven planning, in its emphasis on issues and values expressed by citizens as the basis for developing the goals, policies, and implementation strategies of the plan. This paper explores how a values-driven approach was used to shape comprehensive plans in three very different communities — Annapolis, Maryland; Kansas City, Missouri; and Jefferson County, Kentucky.

While the practice of urban planning varies significantly from community to community, the most successful plans share a fundamental characteristic: they inspire action by giving tangible expression to the aspirations and values of citizens. Implicit in current approaches such as visioning and the healthy cities movement is the idea that planning should be guided by the things that people value about the place where they live and the ways in which they would like to see that place change for the better in the future. Applied to comprehensive planning, the values-driven approach uses this premise to organize the planning process from plan inception to implementation.

The basic attributes of the values-driven approach to comprehensive planning are:

1. A structured program of citizen and stakeholder involvement designed to identify community issues and values and build consensus.
2. Articulation of an overarching concept or vision for the future of the community based upon citizens' values.
3. Translation of the overarching vision into specific policy directives and actions.

Where successful, the values-driven approach provides momentum for an ongoing program of implementation and monitoring following formal plan adop-

tion. Involving community activists and leaders in plan development, forging consensus among diverse interests, and communicating ideas in a way that captures the imagination of the public are of key importance. These factors combine to build a constituency for plan implementation and influence decision-makers to take action on plan recommendations.

Traditional approaches to comprehensive planning rely heavily upon the collection and interpretation of data and the development of "top-down" policies derived from state mandates and/or the professional experience of planners. In data-driven planning, expert analysis of existing physical, economic, and social conditions in the community and predictions of future trends provide the basis for plan policies. In some states, growth management statutes establish requirements for the form and content of local plans. With or without state statutory guidance, many comprehensive plans are in essence collections of policies developed by planners based upon their judgement as to what is best for the future of the community. Values-driven planning redefines these traditional approaches as follows:

- Instead of relying on massive and time-consuming accumulations of data to reveal answers to questions posed by professionals, it concentrates the assembly of information on problems and opportunities perceived by citizens. This task is expedited by the ready access to information provided by current technological systems, such as GIS.
- Within the framework set by state statute (where applicable), it develops local approaches and solutions to address locally defined issues.

- It emphasizes the ability of planners to facilitate, provide context for, and give expression to the work of citizens' groups.

Three communities — Annapolis, Maryland; Kansas City, Missouri; and Jefferson County, Kentucky — illustrate the values-driven approach in three very different planning contexts. A small city of approximately 35,000 people, Annapolis is best known for its historic center dating back to its seventeenth century origins as a colonial seaport on the Chesapeake Bay, and for being the site of the U.S. Naval Academy and the state capital of Maryland. Located on the Missouri River in the geographic heartland of the nation, Kansas City's 1990 population of 435,146 ranks thirty-second among United States cities, anchoring an eleven-county metropolitan region with approximately 1.5 million inhabitants in Missouri and Kansas. Jefferson County is a large and diverse place of 375 square miles and 664,937 residents in 1990, encompassing 94 incorporated municipalities including Louisville, Kentucky's largest city; urban, suburban, and rural landscapes; and 39 miles along the Ohio River.

In 1997, all three communities adopted or completed comprehensive plans prepared with the active involvement of citizens using values-driven planning processes. These processes ranged from a relatively simple approach used in Annapolis to more elaborate methodologies, comprised of multiple plan components and phases over a period of several years, employed in Kansas City and Jefferson County.

Annapolis Comprehensive Plan

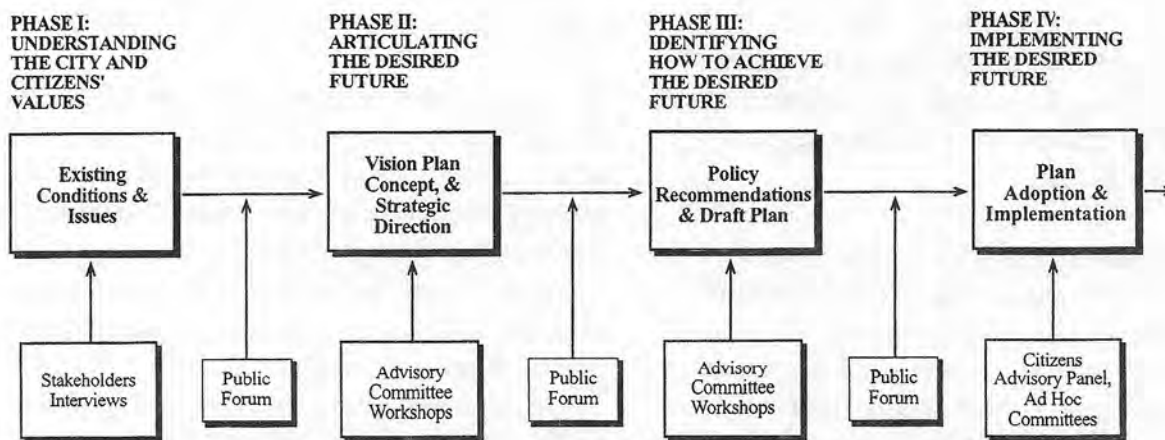
Of the three communities, Annapolis has

the most recent history of comprehensive planning: its 1985 plan, prepared by a consultant team led by Wallace Roberts & Todd (WRT) with the active involvement of representatives of citizens groups and advisory organizations, is an earlier example of values-driven planning. Five fundamental characteristics of Annapolis were identified as the conceptual basis for the 1985 plan: its role as a waterfront city, an historic colonial port, a center for pleasure-boating, a focus for new development, and a city of neighborhoods. The plan recommendations were designed to reinforce these characteristics, with major emphases on preserving the historic downtown, maintaining the waterfront in maritime uses, and accommodating new development while protecting existing neighborhoods. In early 1996, spurred in part by the requirements of Maryland's Economic Growth, Resource

Protection, and Planning Act of 1992¹, the City initiated preparation of a new comprehensive plan. While the 1992 Planning Act provided the ostensible trigger for preparing a new plan, citizens identified a number of issues that had emerged or increased in importance since 1985. These issues included, among others, the effect of large-scale commercial and retail development adjacent to Annapolis in Anne Arundel County on the city's traditional function as a regional center; the impacts of uncoordinated development and piecemeal annexation at the city/county edge; and a sense of fragmentation and disconnection, both among the city's diverse residential areas and between residents and municipal government.

Figure 1 illustrates the process used to prepare the new Annapolis Comprehensive Plan. In Phase 1, the consultant team (again

Figure 1. Annapolis Comprehensive Plan Process



led by WRT) characterized and described existing conditions and trends that will shape the future of Annapolis. As part of this phase, numerous stakeholders (neighborhood spokespersons, business leaders, interest group representatives, officials inside and outside of city government, etc.) were interviewed to gain an understanding of issues and values important to citizens.

In Phase 2, a unifying direction for the future of Annapolis was developed, first by articulating a vision statement and supporting plan concept, and then by establishing strategic pathways to guide City actions and resource commitments in working towards achieving the vision. In Phase 3, the unifying direction was translated into specific policy recommendations to guide implementation of the Comprehensive Plan. The focus of community involvement was a Citizens Advisory Committee, which shaped development of the plan over a series of 12 workshops between October 1996 and September 1997. The 72 members of the Advisory Committee represented a broad variety of community interests and included many of the stakeholders interviewed in Phase 1 (as well as a number of citizens who served in a similar capacity for the 1985 Plan).

Broader community input to the plan was provided in part through a series of public forums held at key points during the process. These formally scheduled meetings were probably less important than other forms of outreach, including presentations made by the Department of Planning and Zoning to church and community organizations; communication between Advisory Committee members and friends, neighbors, and constituencies; and posting of plan concepts on the City's web site.

In the early stages of plan development, the Advisory Committee members worked through a series of breakout and large group sessions to reach consensus regarding what they would like Annapolis to be in the future. This vision of the future consists of three principal components:

Neighborhoods: This component reflects the prime value placed by citizens on enhancing the health of the city's diverse neighborhoods, which range from affluent waterfront and historic areas to modest suburban subdivisions and eight public housing developments.²

Economy: This component reflects the growing concern of citizens concerning Annapolis' place in the regional economy in the face of competition from new development in Anne Arundel County.

Physical Setting: This component expresses the importance of Annapolis' natural and historic resources — its waterfront setting, historic architecture, urban design, and human scale — to the city's identity.

Two additional conceptual elements serve to connect the three primary components both internally and externally. *Access* expresses the desire both to address the city's overburdened transportation system and, at a broader level, to build connections among citizens and between citizens and government. *Regional context* signifies the idea that Annapolis' future is inextricably linked to the future of the greater Annapolis region within Anne Arundel County.

The five components of the vision come together in the idea of inclusive diversity, or Annapolis as one community (Figure 2). Following Advisory Committee confirma-

Figure 2. Annapolis Comprehensive Plan Vision Diagram



tion of the vision, a plan concept consisting of a series of overlay maps was developed to depict the physical dimensions of the vision. Strategic pathways illustrating the choices available to the city in influencing its future development were then considered and a unified strategic direction - emphasizing reinvestment in the city's neighborhoods, economic growth in selected areas of the city, and intergovernmental cooperation on regional issues - was selected. The vision, plan concept, and strategic direction provided the organizing structure for the specific plan policies developed for eight plan elements (land use, transportation, etc.). Examples of these policies include:

- Establishing a formal organizational framework — called the Capital City Regional Planning Council — for cooperation between city, county, and state on issues of regional concern.

- Initiating a process enabling residents (with City support) to develop and implement local neighborhood plans, replacing the sector area planning approach of the 1985 Plan.
- Developing Annapolis' transportation system as an integrated network providing alternative travel modes (enhanced transit, intercept parking/shuttle service to the downtown historic area, and bicycle/pedestrian paths).
- Continuing involvement of citizens in plan implementation through a citizens advisory panel and ad hoc committees addressing specific issues (e.g., education and public housing).

As of January 1998, the Annapolis Comprehensive Plan had been approved by the Planning Commission and was awaiting

adoption by City Council. Prior to formal adoption, the Draft Plan had already exerted a powerful influence on public policy, as demonstrated in the November 1997 mayoral campaign. Both major candidates espoused strong pro-planning positions, and the winning candidate's platform largely reflected the policy recommendations of the Draft Plan. The City has initiated discussions with other levels of government to advance regional cooperation, an idea formally endorsed by City Council prior to the election.

FOCUS Kansas City

In contrast to the small, compact city of Annapolis, Kansas City, MO is a large (317 square miles), spread out jurisdiction with a relatively low population density for an urban area. Kansas City shares many of the problems typical of the nation's older cities, such as a declining population in its urban core, an aging infrastructure, and competition from suburban development in adjacent jurisdictions. It is, however, perhaps unique among these cities in possessing within its limits the largely undeveloped but rapidly growing Northland, 160 square miles located across the Missouri River from the urban core. Acquired through an aggressive annexation policy in the 1950's and 1960's that still evokes bitter memories among citizens, the Northland numbered 93,900 residents or 21.6 percent of Kansas City's population in 1990.

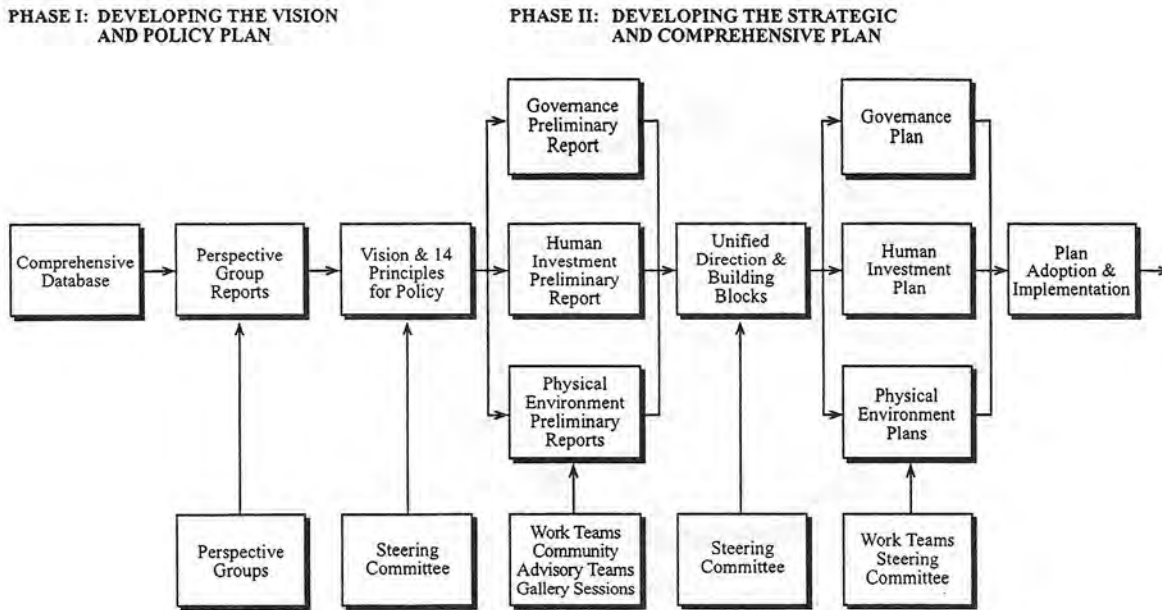
Like Annapolis, Kansas City has a strong tradition of citizen involvement in planning. In the past, however, these efforts were directed towards area and neighborhood plans; the city's last comprehensive plan was adopted in 1947.³ A prime motivation for initiating preparation of a new

comprehensive plan in the early 1990's was the sense that a more holistic approach was needed to effectively address interrelated issues such as growth at the periphery of the city, a declining urban core, limited fiscal resources, the need for better coordination among programs and services, and citizen disaffection with government. Moreover, to be effective this approach would need to integrate physical planning with attention to governance mechanisms, fiscal policies, and socio-economic issues. The resulting comprehensive planning effort, initiated by Mayor and City Council in September 1992, is called FOCUS Kansas City.⁴

FOCUS Kansas City was developed through two major phases (Figure 3). The Phase I Policy Plan, adopted in April of 1994, consists of a Vision for the Future and 14 Principles for Policy that together describe what citizens want Kansas City to be in the twenty-first century. In Phase II, the policy framework established by Phase I was developed into a Strategic and Comprehensive Plan that sets priorities and makes recommendations for implementing the Policy Plan. Both phases were heavily driven by citizen input; it is estimated that approximately 3,000 citizens participated in the planning process, many through long-term time commitments.

Phase I began with the preparation of a comprehensive database of information by city staff. Assembled in 10 volumes entitled "Kansas City in Context," this database was designed to provide participants in the planning process with a common understanding of the existing conditions, issues, and trends affecting the city. Community involvement in Phase 1 was organized around a 24-member Steering Com-

Figure 3. FOCUS Kansas City Process



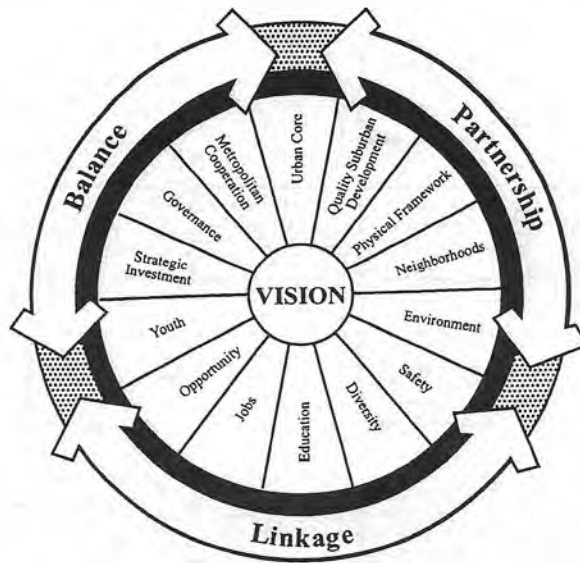
mittee (the citizen entity responsible for decision-making throughout the FOCUS process) and 12 Perspective Groups, each of which represented a particular interest or viewpoint (African American, business, civic, environmental, etc.). Each Perspective Group was asked to develop ideas and strategies for the future by answering 62 questions in common about Kansas City. Compiled into 12 Perspective Group reports, these ideas and strategies were developed by the Steering Committee and city staff into a vision for the future (based on the idea that Kansas City is a people-centered community) and 14 Principles for Policy. The principles reflected common threads and values that emerged from many of the groups, including those that might be expected to have divergent points of view (e.g., business and environmental interests). The relationship between the vision, 14 principles, and three over-riding strategies (balance, linkage, and partner-

ship) identified to guide implementation is shown in Figure 4.

In Phase II, seven distinct but interwoven component plans were developed to detail the action steps required to transform the FOCUS vision and policy principles into reality. Consistent with the objective of integrating physical and nonphysical planning issues, these components were Governance, Human Investment, and five Physical Environment components (Citywide Physical Framework, Urban Core, Northland, Neighborhood Prototypes, and Preservation).

The *Governance Plan* sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening metropolitan cooperation, and changing political and organizational structures to implement FOCUS initiatives.

Figure 4. Fourteen Principles for Policy, FOCUS Kansas City



The *Human Investment Plan* makes recommendations to achieve objectives such as lifelong education, retaining and encouraging diversity, equipping citizens for the changing work environment, and strengthening the role of culture and arts in the city.

The five *Physical Environment Plans* recommend actions to maintain and enhance the quality of Kansas City's physical environment. The Urban Core Plan, for example, includes strategies for strengthening the downtown and Central Business Corridor, revitalizing and sustaining urban neighborhoods, developing public transit, and locating cultural facilities. The Northland Plan describes a comprehensive strategy to promote future growth patterns that protect the current character and natural environment of the Northland, including compact forms of development, targeted investment to maintain existing neighbor-

hoods, and encouraging development in areas already served by public infrastructure.

Each of the seven component plans was prepared with the continuous involvement of a work team comprised of approximately 40 members. Community advisory teams were organized for each component to provide broader community involvement through specific work assignments, open houses, and review of interim work team products. In addition to individual work team meetings, a series of open "gallery sessions" was held to bring together members of the seven different work teams to share ideas and stimulate discussion about overlapping issues and solutions.

Following the gallery sessions, the ideas of the work teams were recorded in preliminary reports for each of the seven plan components. City staff and the Steering Com-

mittee distilled the dozens of complex strategies and actions contained in these reports into a Unified Direction. This direction — referred to as the New American City — emphasizes connections: connecting people to places, people to people, and the past to the future. An underlying value that emerged through the citizen involvement process, the theme of connections recalls a prime motivation for initiating FOCUS Kansas City: the perception that the city was too physically, socially, and organizationally fragmented to effectively deal with current issues. As expressed in the seven component plans, the Unified Direction is perhaps best represented in the commitment made by the Northland work team (representing an area that has traditionally been isolated from the rest of the city) to strengthening physical and community connections across the Missouri River to a revitalized urban core.

As part of the Unified Direction, 12 key strategies — referred to as “Building Blocks” — were developed to direct implementation and application of the overall plan. Examples of these Building Blocks include FOCUS Centers (community-based collaborative partnerships providing services to residents), Moving About the City (a strategy to create a multi-modal transportation system), Neighborhood Livability, and Citizen Access and Communication.

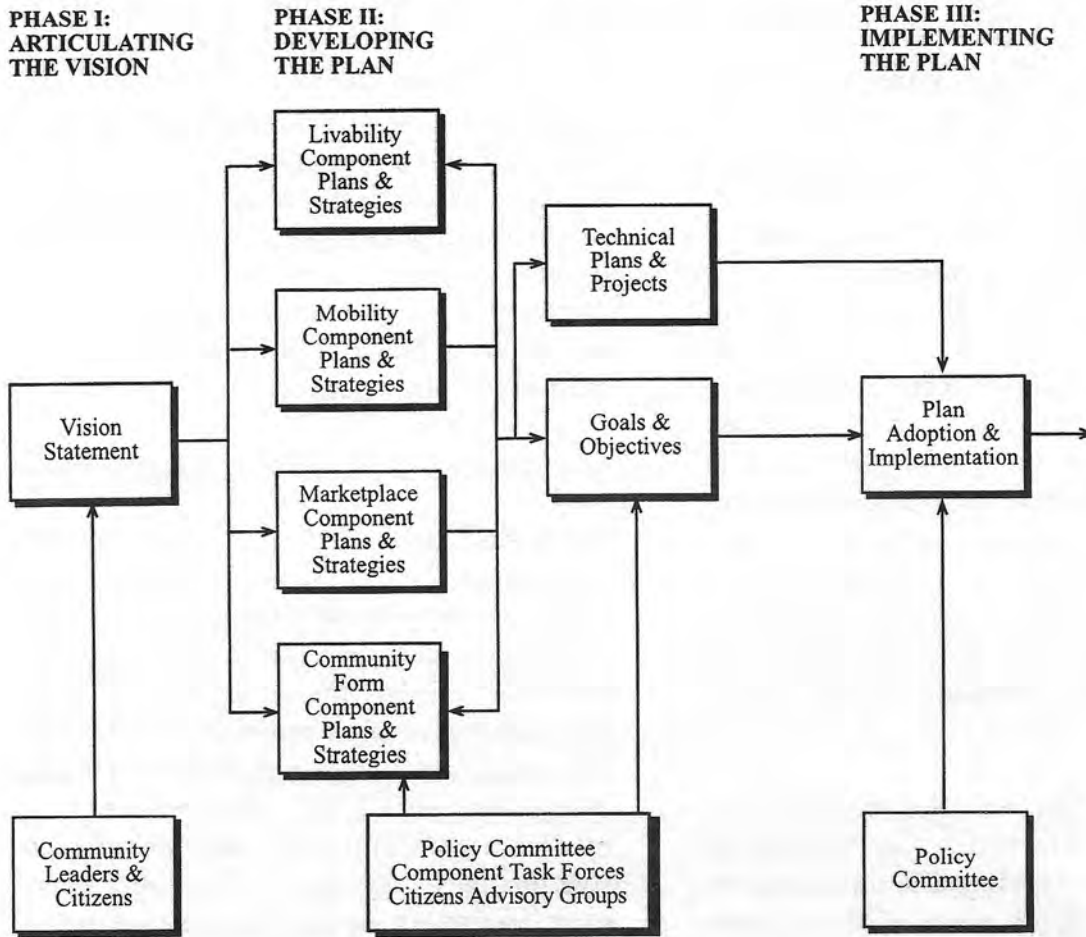
In the final stage of Phase II, the 12 Building Blocks were integrated into detailed action plans prepared by the seven work teams. The Steering Committee was responsible for reviewing work team progress and resolving policy issues. On the whole, the seven plans proved to be remarkably consistent, reflecting the consensus among

diverse interests built through citizen involvement and input in each stage of the FOCUS process. Unanimously adopted by City Council in October 1997, the Strategic and Comprehensive Plan moved into implementation with considerable political and community support.⁵ Early initiatives included use of FOCUS as a guide for preparing the city’s budget, active recruitment of private/institutional partners to help implement plan recommendations, and integration of FOCUS policies into the operations of city agencies.

Cornerstone 2020 Comprehensive Plan

Jefferson County differs from Annapolis and Kansas City in the multi-jurisdictional scope of its planning agency, the Louisville and Jefferson County Planning Commission.⁶ Following adoption of a major comprehensive plan revision in 1979, the Planning Commission reauthorized the plan every five years in the 1980’s as required by Kentucky statute but made no substantive changes. By the 1990’s, there was a growing feeling among citizens that the existing planning and regulatory framework was inadequate to deal with current demographic and land use trends. Of particular concern were the effects of uncoordinated growth on environmental and visual resources, traffic and infrastructure, and traditional development patterns. With the county projected to add 67,000 residents and 59,000 housing units by the year 2020, these effects were likely to be magnified in the future. Moreover, the existing zoning and subdivision regulations, based upon conventional suburban models, provided little or no opportunity for developers interested in exploring alternative forms of development. These concerns provided the impetus for launching a major comprehen-

Figure 5. Cornerstone 2020 Process



sive planning initiative referred to as Cornerstone 2020.

Cornerstone 2020 was designed from the onset as an inclusive process involving multiple government agencies and jurisdictions, private organizations and businesses, and citizens. The planning process is summarized in Figure 5. Cornerstone 2020 began in July 1993 when nearly 200 people, representing a wide variety of backgrounds and interests, spent three days developing a shared vision for what Louisville and Jefferson County should be in the year

2020. The group discussed the community's strengths and weaknesses, considered alternative visions, and developed vision statements that were later refined by a series of 25 focus groups. In all, approximately 600 people contributed to creation of the vision.

Reflecting a central theme voiced by citizens throughout the Cornerstone 2020 process, the vision statement emphasizes the importance of living in a great community and describes the elements that will make Jefferson County such a place. These ele-

ments integrate economic prosperity, conservation of environmental resources, and physical and cultural diversity. The vision is structured around four major components: marketplace, community form, livability, and mobility.

After the vision was finalized, four citizens' committees corresponding to the four components were established to develop the Cornerstone 2020 Plan. The Livability Committee addressed environmental issues such as parks, open space, natural resources, and sewer and water service. The Mobility Committee explored multi-modal transportation options. The Marketplace Committee focused on economic development. The Community Form Committee developed policies for future land use in the county, based on a "form district" approach to land use decision-making.

Within the structure of Cornerstone 2020's four basic components, more than 30 technical plans and projects have been developed over a number of years. These projects include Cornerstone plan elements (e.g., a Parks & Open Space Master Plan as part of the Livability Component); area-specific plans (e.g., an Ohio River Corridor Master Plan, also as part of the Livability Component); and various background, strategy, and implementation studies (e.g., a People, Jobs, and Housing Strategy as part of the Community Form Component). A Policy Committee was responsible for guiding the overall process and making the final recommendation for adoption of plan policies to the Planning Commission. In addition, citizens advisory groups were established for specific plan products. Public/private partnerships were used to fund consultant and other project costs; the Ohio River Corridor Master Plan, for example,

was funded by Jefferson County, the Metropolitan Sewer District, and Riverfields, Inc. (a private, nonprofit organization). The Chamber of Commerce also provided funding for many individual projects.

The form district concept is illustrative of the values-driven approach at the core of Cornerstone 2020. The vision statement articulates citizens' aspirations to transform Jefferson County into a great community incorporating the best of traditional and new, innovative patterns of development. However, it was evident that the 1979 comprehensive plan and associated regulatory structure effectively prevent new development from incorporating most of the characteristics of a great community identified by the various committees. Key issues include:

- The guidelines of the 1979 comprehensive plan focus on individual land uses rather than on physical form, often resulting in new developments that do not respect the *diversity* of existing settlement patterns such as Louisville's older urban neighborhoods or compact villages surrounded by rural county landscapes.
- Because the guidelines are not detailed enough to effectively guide land use decisions, a lack of *certainty* in the land development process often results in frustration, costly delays, and zoning battles that must be settled in court.
- The lack of *flexibility* in the existing regulations is manifested by standards that promote suburban, auto-oriented development forms and zoning districts that require strict separation of land uses.

The 90-member Community Form Committee, comprised of a broad spectrum of citizens (business people, educators, government agency staff, attorneys, neighborhood and environmental activists, developers, and architects), held numerous meetings to address the need for diversity, certainty, and flexibility in the development process. The initial meetings were marked by polarization between traditionally opposing interests (environmentalists and developers). Gradually, over the course of many meetings, consensus was built among Committee members regarding a new "form district" approach to future land use. This approach is based upon the idea that the built and natural environment of Jefferson County contains distinguishable development patterns or "forms." These forms can be characterized as various types of districts, and policies and standards implemented to preserve and improve the function and quality of each type. Examples of form districts include the Downtown, Traditional Neighborhood (modeled after older urban neighborhoods with high densities and streets with alleys and sidewalks in a grid pattern), and Village (characterized by a small scale, mixed use center surrounded by low density residential uses and open space).

The form district concept was developed through the Cornerstone 2020 process as a tool for implementing not only Community Form but also the Livability, Mobility, and Marketplace components of the vision statement. By encouraging well planned, compact development patterns, form districts are designed to support efficient public transportation, reduce traffic congestion, improve air quality, preserve open space and natural resources, and ensure that adequate suitable land is available for future economic development.

Following development of the plans and strategies comprising the four major components of Cornerstone 2020, goals and objectives from the various plan elements were compiled into a policy document by Planning Commission staff. This document was reviewed by the Policy Committee to resolve policy issues and then referred to the Planning Commission for approval. Louisville, Jefferson County, and the 12 third and fourth class cities in the county approved the plan in the fall of 1997; as of January 1998 it awaited final adoption by the Planning Commission. Early implementation efforts focused on incorporation of form districts into the Development Code, both as "planned development" options and as overlays establishing development standards and incentives for alternative development patterns within existing zoning districts.

Conclusion

The comprehensive planning programs described in this paper addressed very different issues in three distinct communities, yielding diverse solutions (e.g., regionalism in Annapolis, connections among people and places in Kansas City, and a new approach to land use in Jefferson County). Regardless of these differences, at the core of all three plans was a process driven by citizens' values and organized around three common elements:

1. An overarching concept or vision for the future was formulated early in the three plans to express community aspirations and provide direction for the remainder of the planning process. In the more complex processes used in Kansas City and Jefferson County, this principle was applied not only to the

community-wide plan but also to individual plan elements. For example, the Ohio River Corridor Master Plan (a Cornerstone 2020 Livability Component plan) developed a vision of the corridor as a place where people connect to the river.

2. All three plans were developed through citizen participation programs structured around a committee or committees. The effectiveness of these programs derived from the continuity provided by involving committee members in developing plan concepts, as opposed to relying on broader public meetings that function primarily as sounding boards for citizen concerns.
3. All three community participation programs involved consensus building among citizen participants on increasingly more specific concepts, thus generating momentum for action on plan recommendations. In Annapolis, for example, the Citizens Advisory Committee agreed first on an overall vision, then on a general strategic direction, and then worked through progressively more detailed implementation strategies. Through this process, representatives of competing interests resolved points of conflict or agreed to compromise on specific issues in recognition of the value of the plan as a whole.

The values-driven approach is both generic in its use of a sequential planning process and adaptive in its ability to respond to the issues that emerge during plan development. As illustrated most clearly in Annapolis and Kansas City, the values-driven process consists of three basic steps: description of existing conditions and issues;

articulation of a broad conceptual basis for the plan; and development of detailed implementation strategies.⁷ Within the framework set by these steps, the organization and content of the plan can be adjusted to address goals expressed by the community. In Jefferson County, for example, an extremely complex planning program was organized around the four components of the vision statement: marketplace, community form, livability, and mobility.

At this point it is too early to predict the ultimate success of the three comprehensive planning efforts. Implementation efforts in Annapolis will need to overcome the limited influence of the city on regional issues such as growth in Anne Arundel County and public education (a county function). Another issue is the potential conflict between generally stated values and their application in specific circumstances (e.g., the theme of connection versus establishing physical linkages between particular neighborhoods). Implementation of FOCUS Kansas City will need to reconcile limited fiscal resources with the major costs of transportation, infrastructure, human investment, and other needs identified by the plan. In Jefferson County, implementation of the form district concept will need to address resistance to new regulations and the divergent points of view of development and environmental interest groups. Nevertheless, the momentum generated by the values-driven approach greatly enhances the likelihood that all three plans will ultimately have positive and long-lasting effects on the futures of the respective communities.

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partment of Planning and Zoning; Vicki Noteis, AIA, Director of the Kansas City Planning and Development Department; and Wayne Bennett, AICP, Director of the Louisville and Jefferson County Division of Planning and Development Services for their contributions to this paper.

Notes

1. Maryland's 1992 Economic Growth, Resource Protection, and Planning Act requires each of Maryland's jurisdictions to amend their comprehensive plans to address seven visions established by the State. These visions are designed to limit sprawl, encourage economic growth, and protect natural resources. The 1992 Act sets general requirements for the elements to be included in the comprehensive plan (land use, transportation, sensitive areas, etc.) but provides municipalities with great flexibility in developing the specific policies to be included in the plan.
2. The nation's oldest public housing development still in use — College Creek Terrace, constructed in 1940 — is located in Annapolis.
3. There is no state requirement for local municipalities to prepare comprehensive plans in Missouri.
4. FOCUS stands for "Forging Our Comprehensive Urban Strategy."
5. One measure of community support and high expectations for FOCUS Kansas City is the large number of organizations that have volunteered to sponsor FOCUS Centers.
6. The Louisville/Jefferson County Planning Commission is responsible for long-range planning for all of Jefferson County, including Louisville, 93 other incorporated municipalities, and the unincorporated part of the county. Louisville and 12 third and fourth class cities within the county have zoning powers.
7. The first step in the values-driven process (description of existing conditions and issues) is important for two reasons. First, it establishes a common understanding of the existing situation among citizen participants. Second, it initiates the consensus-building process by evoking agreement on objective information developed by professionals.