



WINCHESTER/CLARK COUNTY 2012 COMPREHENSIVE PLAN UPDATE



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WINCHESTER/CLARK COUNTY, KENTUCKY

2012 COMPREHENSIVE PLAN UPDATE

PREPARED FOR THE WINCHESTER/CLARK COUNTY JOINT PLANNING
COMMISSION IN COOPERATION WITH THE PLAN UPDATE COMMITTEE

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Judy Puckett, Staff Secretary

With assistance from



1880 Waycross Road, Cincinnati, Ohio 45240
Paul Culter, AICP, Project Manager
Della Rucker, AICP, Senior Planner
Caitlin Douglas, Planner

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CHAPTER I INTRODUCTION

A Comprehensive Plan is a document prepared to help guide the future growth and development of a community. Essentially, such a plan should be:

- **Comprehensive** - A plan should cover all geographic parts of a community and all activities that affect physical development.
- **General** - A plan is not supposed to be a straight jacket, it simply summarizes policies and proposals and is intended to provide flexibility.
- **Long Range** - The plan strives to present a vision of the future of the community. While addressing short term issues and problems, its main function is to look beyond current conditions to those desired 20 years from now.

This Plan is designed as a policy tool to be used by all decision makers, both public and private to help guide future decisions about the physical, economic and social aspects of the community. In so doing, this Plan reflects the expressed desires of the community, serves as a guide to decision making (i.e. zone change and development plan) and outlines governmental strategies that can be employed to accomplish the various components of this Plan.

In order to be effective, a Comprehensive Plan must be evaluated at least every five years to insure that it still guides the community in the most appropriate direction. This Plan is the result of the efforts of the Winchester-Clark County Planning Commission to re-evaluate and update the **2004 Winchester/Clark County Comprehensive Plan** (adopted September 7, 2004) and to enable Winchester and Clark County to legally participate in the planning and zoning process. Once adopted it will be imperative to continue to periodically review, revise, and update to ensure its continued relevance to the community.

LEGAL CONTEXT FOR THE COMPREHENSIVE PLAN

The comprehensive planning process is one of the basic requirements which must be fulfilled by the Winchester Clark County Joint Planning Commission as defined by Chapter 100 of the Kentucky Revised Statutes (KRS). The Kentucky Revised Statutes, Chapter 100 provides the enabling legislation for planning and plan implementation (zoning ordinances, subdivision regulations, official maps and capital improvement programming) to local governments. Several parts of Chapter 100 are related to the preparation and use of the Comprehensive Plan. Following is a brief synopsis of those sections of Chapter 100:

- **100.183 Comprehensive Plan Required:** This section requires each Planning Commission to prepare a plan "which shall serve as a guide for public and private actions and decisions to assure the development of public and private property in the most appropriate relationships."



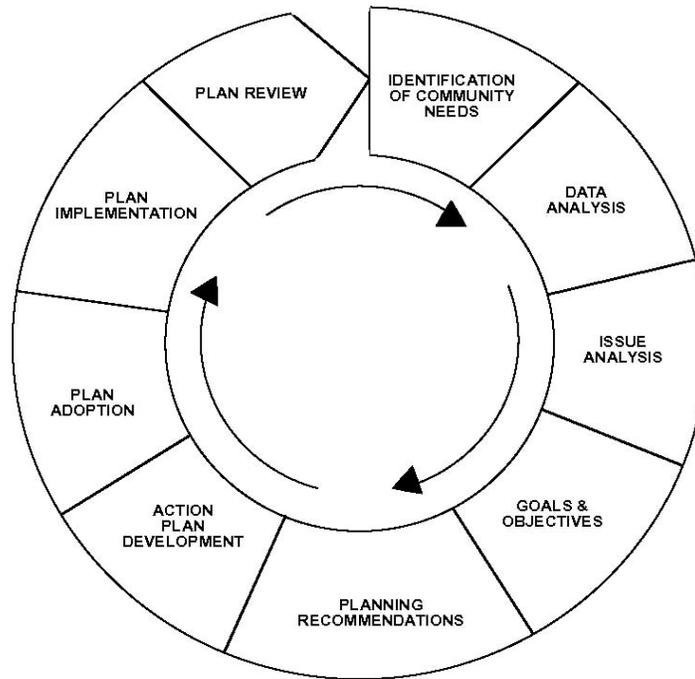
- **100.187 Contents of Comprehensive Plan:** This section outlines the basic components of the plan. They include: A statement of Goals and Objectives, a land use element, a transportation plan element, a community facilities element, and other elements that will further serve the purposes of the plan.
- **100.191 Research Requirements for Comprehensive Plan:** This section sets forth the basic research which must be done during the preparation of the plan. There are three categories of research needed: population (past and future trends); economic survey and analysis; and analysis to "the nature, extent, adequacy and the needs of the community for the existing land and building use, transportation and community facilities in terms of their general location, character and extent."
- **100.193 Statement of Objectives:** This section states that the Planning Commission must prepare and adopt the statement of objectives (the Goals and Objectives required in 100.187) to act as a guide for preparing the rest of the plan. In addition, this section also directs the Commission to present this statement for consideration, amendment and adoption by the legislative body within its area of jurisdiction.
- **100.197 Adoption and Amendment; Comprehensive Plan:** This section outlines the processes for adoption and amendment of the plan. It specifically states that the plan elements must be reviewed and amended, if necessary, at least once every five years.

These provisions of Chapter 100 have been followed in preparation of this update. How the plan develops into this final document is best understood through a description of the planning process.

THE PLANNING PROCESS

The general planning process occurs in three stages. These stages include base studies analysis, plan development and plan implementation (Exhibit 1-1). Contained in each stage are a number of steps that facilitate a city's and county's evolution over time. Since change and development occur regardless of the planning process, implementation of these steps can only be viewed as a vehicle to improve and guide a city's and county's growth.

**Exhibit 1-1
Planning Process**



The first step in the development of a plan for a community is the reassessment of the community's needs. Even though a great deal may already be known regarding the direction the community should take, planning has historically been based on democratic principles. Provisions for citizen input are maximized through a formalized public participation process to explore community issues and needs. Other studies which have been conducted for the community are also examined at this time and the issues they identify are incorporated into this process. Following identification of community needs, a look at existing data serves to confirm the issues identified and may also reveal unforeseen problem areas.

Issues analysis is the next step in the process of integrating community needs and perceptions with the facts and figures from the data. Goals and Objectives naturally develop once the issues have been fully developed. From these, the planning recommendations and action plans are conceptualized. Following plan adoption, implementation of the plan returns the process full circle. With each revolution of the cycle, the community ideally becomes more sophisticated in its evolution, attaining higher standards of urban and rural living.

The first two steps in the process, identification of community needs and the data analysis are detailed in Chapter II of this Plan. The remaining chapters cover components three through six of the planning process. Chapter III summarizes the major issues confronting Winchester and Clark County at this time in the city's and county's growth and Chapter IV presents the Goals



and Objectives as recommended by the Winchester-Clark County Planning Commission and adopted by both the Winchester City Commission and the Clark County Fiscal Court.

In Chapters V, VI and VII, the planning recommendations are presented for land use, transportation and community facilities. These recommendations take the form of both text and maps. A major component of this Plan contained in Chapter V is the series of guidelines from which city and county officials may assess development proposals. Inclusive in this chapter is a detailed description of how the guidelines and maps are used in conjunction with each other. The final chapter presents governmental strategies for further implementing development components. These strategies include zoning and subdivision regulation amendments, further planning studies and coordination activities.

GENERALITY OF THE COMPREHENSIVE PLAN

This document establishes a Comprehensive Plan to direct and manage the future development and preservation of significant resources in the City of Winchester and Clark County. This Plan updates existing conditions and background information, identifies recent trends, analyzes factors affecting future development and preservation efforts, assesses the desires and interests of city and county residents regarding the future of their community and identifies areas where changes are recommended to the framework of the 2004 Winchester/Clark County Comprehensive Plan.

The contents of this comprehensive plan are intended to serve as a guide for public and private actions and decisions to assure development of public and private property in the most appropriate relationships. The question/evaluation of whether a given land use might be appropriate for a given area must be viewed considering the comprehensive plan in its entirety, including the goals and objectives, policy areas, other elements (i.e., land use, transportation, community facilities), and other regulations which are determined to serve the purposes of the comprehensive plan. In regards to zone map amendments, compliance with the comprehensive plan is the first statutory test to be used to determine the appropriateness of the proposed amendment. If a request is not in compliance with the comprehensive plan, Kentucky Revised Statutes provide two other criteria: 1) that the existing zoning classification given to the property is inappropriate and that the proposed classification is appropriate; and, 2) that there have been major changes of an economic, physical, or social nature within the area involved which were not anticipated in the adopted comprehensive plan and which have substantially altered the basic character of such area.

PROCESS OF UPDATING THIS COMPREHENSIVE PLAN

The method used to update this comprehensive plan consisted primarily of the following efforts:

1. Evaluating existing conditions through the use of aerial photography and windshield survey and updating changes that may have occurred since the previous comprehensive planning effort in 2004;
2. A general review of current development plans proposed by the public and private sectors as identified by the Planning Director and Planning Commission;
3. A general reevaluation of previous plan recommendations; and
4. An extensive public participation process which is identified below:
 - July 9, 2009 – The “Kick Off” meeting at the City Hall Commission Chambers for the Comprehensive Plan Advisory Committee. At this initial meeting, attendees were informed of the scope of work and process to be used during this update. Initial existing conditions information was summarized. The Advisory Committee members also had the opportunity to provide input on issues important to the future of the county.

The Advisory Committee continued to meet approximately every month throughout the process to provide input and feedback on the various planning elements as they were being developed. The Advisory Committee played an important role as the local experts of the community and advocates for the planning process.

- August – October 2009 – Nine focus groups were held with various entities in Winchester/Clark County representing a wide cross-section of individuals in order to gather input on the strengths, weaknesses, threats and opportunities facing Winchester/Clark County. These focus groups included: African-American representatives, agricultural representatives, development and real estate representatives, health and social services representatives, historic preservation and downtown representatives, recreational trails representatives, retail representatives, tourism representatives and young residents representatives.
- September 22, 2009 – The first of two public open house events was held where residents and other interested individuals could participate in a series of interactive stations geared toward providing valuable input, recommendations, thoughts and ideas as to how Winchester/Clark County should grow in the future. Participants were also encouraged to review the existing land use conditions map and make recommended changes where applicable.



- January 2011 – The Comprehensive Plan Advisory Committee finalized the recommended Statement of Goals and Objectives and transmitted them to the City of Winchester and the Clark County Fiscal Court to begin the public hearing process for adopting the Statement of Goals and Objectives as per KRS 100.193. This process resulted in the adoption of the Statement of Goals and Objectives by the Clark County Fiscal Court on February 23rd, 2011 and on March 1st, 2011 by the City of Winchester.
- On January 3, 2012, the Winchester/Clark County Planning and Zoning Commission held a public hearing, as required by KRS 100.197 and adopted this Comprehensive Plan Update.

A FINAL WORD REGARDING THIS COMPREHENSIVE PLAN

This comprehensive plan is intended to provide the basic policy framework to manage and successfully direct future development in Winchester and Clark County. It is designed to deal with issues that are immediate in nature as well as to provide for longer range actions and policies. As such, this plan is intended to address both the city's and county's needs over a 20 year horizon with the next update anticipated in 5 years in order to provide the city and county with a means to ensure orderly, managed growth and development throughout the planning period. While the results of the planning process identifies targeted and strategic growth, the general theme of the plan, based on the extensive feedback, is that the county should strive to balance the preservation and enhancement of the present "character" of the city and county, improve the quality of life for residents, with the American basic principle of property rights.

This plan should be used as one basis for city and county actions and decisions to evaluate the merits of proposals that will be presented by the private sector over time. While it is impossible to anticipate all possible future development scenarios, problems or opportunities, city and county residents, the Winchester/Clark County Planning Commission, Winchester City Commission and the Clark County Fiscal Court will be faced with development issues that could affect the quality of life. This plan's goals and objectives should provide guidance in decision making and establish a basis for evaluating such proposals.

Throughout most of its history, unincorporated Clark County has been characterized by a number of small, individual rural developments located among actively farmed areas, around hillsides, along the Kentucky River and in extensive natural areas despite being located east of the Lexington metropolitan area. Clark County has been long proud of its rural image, its historical heritage and quality of life and has actively sought to preserve that rural character through previous comprehensive planning efforts.

As urban populations continue to seek a rural quality of life, Clark County is continuing to face increasing development pressures. This comprehensive plan seeks to establish the foundation to manage such growth in a fiscally responsible manner that meets the visions, goals and objectives of the citizens of Winchester and Clark County.

SELECTED PLANNING TERMS AND DEFINITIONS

1. Crossroads Communities – small, unincorporated settlements or communities that possess a strong historical, physical, and social identity. These settlements are characterized by public recognition of their existence, extremely limited urban services, low density of development and a desire of the residents to continue the existence of their community.
2. Encourage – to Inspire, to continue on a chosen course; to give support to.
3. Establish – to make firm or secure; fix in a stable condition.
4. Facilitate – to free from difficulties or obstacles; assist.
5. Greenspace – any parcel or area of land or water essentially unimproved and set aside, dedicated, designated, or reserved for public or private use or enjoyment or for the use and enjoyment of owners, occupants, and their guests of land adjoining or neighboring such open space.
6. Rural – an area where the land is not served, or is served by limited utilities, that is primarily undeveloped or is used for agricultural purposes.
7. Rural Roads – road located outside the incorporated city limits.
8. Scenic Corridor – areas along roads, streams, or other navigational routes bordered by areas of particular scenic or historic value.
9. Sinkhole Area – any area that contributes surface water other than by way of a stream to a sinkhole which is located in a group of two or more sinkholes clustering together.
10. Urban – a highly developed area that includes a central city or place served by public utilities and contains a variety of industrial, commercial, residential, governmental and cultural uses.
11. Viewshed – areas of particular scenic or historic value that are deemed worthy of preservation against development or other change. Viewsheds are often spaces that are readily visible from public areas such as public roadways, public parks or high-rise buildings. The preservation of viewsheds is frequently a goal in the designation of open space areas, green belts, and community separators.



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CHAPTER II BASE STUDY

POPULATION ANALYSIS

Introduction

The analysis of population trends serves as a fundamental basis for many planning decisions. The size of the population, its composition and spatial distribution impact future social, economic and physical land use needs. An examination of the current population *size* and trends over recent years provides an estimate of current land use and spatial needs. The use of future population projections then allows the prediction of future land use and space needs. Population *composition* provides the breakdown by categories such as age groups, household sizes and income levels. This information assists in determining the division of space needs for schools, recreation areas, and other community facilities for each population characteristic category. The current and projected future population *distribution* determines where the various land uses, transportation routes and community facilities should be located throughout the county or urban areas.

The following exhibits and comments discuss these trends in Winchester and Clark County providing one important background element in the development of a comprehensive land use plan.

Past Population Characteristics

Size

The growth pattern of Clark County and the surrounding counties from 1950 to 2009 is shown in Exhibit 2-1. The population of Clark County has grown steadily over the 59 year period with an overall growth of 91% from 1950 to 2009. While population continues to increase, overall growth has been slowing over the last two decades with 12% growth between 1990-2000 and 9% growth between 2000-2009.



Exhibit 2-1

Populations of Winchester, Clark County and Surrounding Counties 1950-2009

County	1950	1960	1970	1980	1990	2000	2009*
Clark	18,898	21,075	24,090	28,322	29,496	33,144	36,159
Bath	10,410	9,114	9,235	10,025	9,692	11,085	11,618
Bourbon	17,752	18,178	18,476	19,405	19,236	19,360	19,729
Estill	14,677	12,466	12,752	14,495	14,614	15,307	14,859
Fayette	100,746	131,906	174,323	204,165	225,366	260,512	296,545
Madison	31,179	33,482	42,730	53,352	57,508	70,872	83,258
Montgomery	13,025	13,461	15,364	20,046	19,561	22,554	25,835
Powell	6,812	6,674	7,704	11,101	11,686	13,237	13,566
Winchester*	9,226	10,187	13,402	15,216	15,799	16,724	16,766

Source: U.S. Census Bureau, Census of Population, 1950-2000; U.S. Census of Population, 2009 Population Estimates.

As Exhibit 2-1 indicates, there have been quite different growth patterns in the counties in Winchester's Labor Market Area. Most of the counties immediately adjacent to Clark County have shown steady growth patterns, with a slight decline evident in some areas during the 1980s. Bourbon, Clark, Fayette, Madison, Montgomery and Powell Counties all showed significant growth over the period from 1950 to 1980, with Fayette more than doubling its population. Census data from 2000 indicates that all surrounding counties gained population during the 1990s. Fayette and Madison Counties both indicate significant growth since 1990. The counties further east, on the other hand, have had fluctuating populations over the same period. Bath, Estill, and Powell Counties all showed a significant loss in population between 1950 and 1960, which continued a trend of decreasing populations in the 1940's. Since 1960, all three have begun to show an increase in population; most recent statistics indicate stagnation in Powell, Bath and Bourbon Counties with a decrease over the last decade in Estill County.

An area's growth trends must be looked at from a regional perspective. Looking at this broader picture helps to determine where the past, present, and future growth centers are so that an area's economic potential can be assessed.

Population Composition - Age Distribution

The age composition of Clark County's population has undergone some significant changes since 1980 as can be seen in Exhibit 2-2. The distribution of the population over the various age groups has shifted to a larger portion of the population being an older segment of the population. Following the trend throughout the United States, Clark Countians are having fewer children and therefore, the percentage of the population aged 5-19, and to a lesser degree, those under 5, decreased significantly over this 20 year period. The percentage of persons 20-39 years of age decrease between 1980 and 2000 and continued to decrease between 2000 and 2008, albeit at a slightly slower pace. The percentage of persons 40-59 years of age showed a significant increase between 1980 and 2000, most of which occurred since 1990. This increase in this age category continued between 2000 and 2008. The 1998 and 2004 Plans identified that Clark County needed to discover ways to better accommodate the needs of this age wage earner and this change may reflect changes in the local economy. This accommodation continues to be necessary with the trend in aging population in Clark County. The percentage of persons over 60 years old showed a continued increase over the twenty year period of 1980-2000 reflecting the fact that people are living longer these days. The 60+ population age group continues to see an increase in change with an increase of 13.6% between 2000 and 2008.

Exhibit 2-2

Clark County Age Composition Changes 1980-2008

Age Group	1980 % of Total	1990 % of Total	% Change 1980- 1990	2000 % of Total	% Change 1990- 2000	2008 % of Total	% Change 2000- 2008
0-19	34.0%	28.7%	-15.6%	27.2%	-5.2%	25.2%	-7.3%
20-39	31.1%	30.4%	-2.3%	28.0%	-7.9%	26.6%	-5.1%
40-59	20.3%	23.9%	17.7%	28.1%	17.6%	29.1%	3.4%
60+	14.6%	16.9%	15.8%	16.7%	-1.2%	19.1%	13.6%

Source: US Census Bureau, Census of Population, 1980-2000; Kentucky State Data Center Population Estimates, 2008.



Population Distribution

As urban areas grow, they often begin to be able to provide a wider variety of services such as water, sewer, schools, government services, police and fire protection. They then also have the population base to begin to support economic activities, such as places of employment and variety and competition in goods and prices. Typically, once these services are in place, urban areas are equipped to handle growth more readily. Population concentrations tend to locate within or immediately adjacent to these urban areas. Exhibit 2-3 shows that both Clark County and Winchester have grown steadily over the 69 year period surveyed; however, Winchester has grown at a slightly more rapid rate. As a result, Winchester had grown from 47.8% of the total population of Clark County in 1940 to a high of 56% of the population in 1970. Since 1970 the City of Winchester has experienced a decrease in population distribution within Clark County with 2008 levels arriving back to slightly less than that of 1940 (46.4% of the total population living in Winchester). Some of the previous decades' increase in Winchester's population was due to annexations which occurred over the years. Of continued interest is the fact that Winchester continues to lose its population share of the county since 1980. This indicates that more growth is taking place in unincorporated areas of the County than within Winchester.

Exhibit 2-3

Percentage of Clark County Population in Incorporated Areas

Year	Population of Winchester	Population of Clark County	Population in Incorporated Area
1940	8,594	17,988	47.8%
1950	9,226	18,898	48.8%
1960	10,187	21,075	48.3%
1970	13,402	24,090	55.6%
1980	15,216	28,322	53.7%
1990	15,799	29,496	53.6%
2000	16,724	33,144	50.5%
2009	16,766	36,159	46.4%

Source: US Census Bureau, Census of Population, 1940-2000;
U.S. Census Bureau Population Estimates, 2009

Exhibits 2-4 and 2-5 (map) depict the census tract boundaries for Winchester and Clark County and the population distribution over these tracts for 1990 and 2000 (2010 Census counts are not yet available as of the update to this Comprehensive Plan). These exhibits reflect that the western half of the county is receiving the bulk of the growth. Unlike during the previous decade, the eastern portion of Clark County is also experiencing positive population growth, albeit at a slower rate. The total of the urban area tracts (02010x and 0202) consists of 69% of the entire County's population.

**Exhibit 2-4
Clark County Population by Census Tract**

Year	1990	2000	2010	Percent Change 1990-2000
020101	4,681	5238	Not available yet	11.9
020102	8,881	10417*	-	17.3
020103	-	3515*	Not available yet	-
020104	-	6902*	-	-
020105	-	-	Not available yet	-
020106	-	-	Not available yet	-
0202	6,833	7177	-	5.0
020201	-	-	Not available yet	-
020202	-	-	Not available yet	-
0203	1,929	2118	Not available yet	9.8
0204	2,770	3008	Not available yet	8.6
0205	1,885	2248	Not available yet	19.3
0206	2,517	2938	Not available yet	16.7

Source: US Census Bureau, Census of Population, 1990 and 2000.

* In 2000, census tract 20102 was split into two tracts (020103 and 020104); the percent change was calculated based on the total of these two tracts.

Components of Change of Population

The census data presented shows the population of Clark County increasing steadily from 1940 to 2009. It is often significant to examine the components affecting the changes in population: natural increase and net migration. Natural increase is determined by the number of births minus the number of deaths. Net migration is the total number of persons who migrated into the county minus the total number of persons who migrated out. Because the national birth rate has been declining for several decades, it can be important to examine these factors within each county to determine what is affecting the population and to better enable accurate population predictions. The components of Clark County's population change from 1950 to 2000 are shown in Exhibit 2-6.

Exhibit 2-6

Components of Population Change – Clark County 1950-2010

Years	Natural Increase	Net Migration
1950-1959	2,241	-64
1960-1969	2,828	187
1970-1979	2,020	2,212
1980-1989	1,682	-508
1990-1999	1,212	2,436
2000-2009*	1,128	1,341

Kentucky State Data Center, 2000-2005; Vital Statistics and Population Projections.

* Projected from data thru 2006

From 1950 to 1969, the rate of natural increase was the primary factor to the increase in Clark County's overall population. Starting in 1970, the rate of natural increase began to decline to a level of less than half of that experienced in the 1950's and 1960's. This trend tracks national indicators.

During the 1950's and 1960's, Clark County experienced very low net migration rates. Beginning in the 1970's, net migration rates increased substantially and have been the driving force behind the overall increase to the county's population growth since that time. The one exception to this pattern was the 1980's when the county actually experienced an overall decrease in migration. This decrease resulted in the lowest increase in population for a decade since the 1940's (see Exhibit 2-3).

Migration is generally the most important variable affecting the population growth of an area because it so closely relates to the area's economic health. New employment opportunities in an area will be reflected by a corresponding in-migration to the area. As can be seen in Exhibit 2-6, since 1970 Clark County's overall net migration trends mirror the national economic



climate. That is, the national recessions of the early 1980's and late 2000 resulted in lower rates of migration into the county.

It should be noted that the 1980's migration was further impacted by closure of the county's largest manufacturing plant and the subsequent transfer of many of those workers to other states. Beginning in the early 1990's, the county's industrial authority began a new strategy of attracting small and mid-size manufacturing plants. This strategy apparently resulting in the lower impact of the national economy downturn on the county's net migration patterns of the 2000's.

Migration may be the most important variable affecting the population growth of an area because it is so intimately tied with the economic health of the area. Migration is often directly related to the employment opportunities of a city, county, or the surrounding counties. New employment opportunities in a county or in its neighboring counties will be reflected in a corresponding in-migration to the area. Out-migration trends in the 1980's may reflect shifts in employment opportunities in Clark County. The recent reversal of this trend may also reflect a growth in employment opportunities in recent years.

Future Population Forecasts

The Kentucky Cabinet for Economic Development Population Estimates provided the population forecasts for Clark County and the surrounding counties shown in Exhibits 2-7 and 2-8. The population figures for 2000 reflect the actual 2000 Census. 2010 figures identify estimates from the 2010 U.S. Census. These figures indicate a continued steady, but somewhat slowed increase in population, for Clark County through the year 2025. Similarly, all of the counties in Winchester's Labor Market Area are anticipated to show steady continued growth in the same time period. Bourbon and Powell Counties' growth is projected to be very minimal with Estill County projecting a decrease in population. The overall steady increases projected for Clark, Fayette, Madison, and Montgomery counties reflect the positive economic conditions of the central Bluegrass Region.

**Exhibit 2-7
Population Projections
Clark County and Surrounding Counties**

County	2000 Census Population	2005	2010 (est)	2015	2020	2025
Clark County	33,144	34,638	35,613	38,008	39,611	41,151
Bath County	11,085	11,119	11,591	12,275	12,703	13,165
Bourbon County	19,360	19,721	19,985	20,258	20,586	20,854
Estill County	15,307	14,857	14,672	14,826	14,603	14,337
Fayette County	260,512	271,540	295,803	299,921	312,190	326,973
Madison County	70,872	78,647	82,916	92,602	101,021	110,278
Montgomery County	22,554	24,223	26,499	28,237	30,232	32,331
Powell County	13,237	13,629	12,613	14,630	15,004	15,352

Source: Kentucky Cabinet for Economic Development Population Estimates, 2008 and Population Projections 2010-2025

These population projections indicate that Clark County should expect to accommodate 8,007 more residents by the year 2025. Clark County is projected to grow twenty-four (24) percent over the next two decades. This is slightly higher than the twenty-one (21) percent increase identified in the 2004 Comprehensive Plan. Population projections are no longer available for sub-county jurisdictions such as the city of Winchester. Projected age composition changes are depicted in Exhibit 2-8.

**EXHIBIT 2-8
CLARK COUNTY AGE COMPOSITION CHANGES 2000 - 2030**

Age Group	2000 % of Total	2010 % of Total	2020 % of Total	2030 % of Total	% Change 2000-2030
0-19	27.1	25.9	24.9	24.5	-9.6
20-39	28	25.4	24.5	23.9	-14.6
40-59	28.1	28.8	26.8	25.2	-10.3
60+	16.8	19.9	23.7	26.4	57.1

Source: Kentucky Cabinet for Economic Development Population Estimates, 2008 and Population Projections 2010-2030



Exhibit 2-8 reflects a continuation of some of the trends noted in Exhibit 2-2 with a continuing decrease in the percentage of the school age population. This decrease, however, is lower than the previous projection in the 2004 Comprehensive Plan that identified an anticipated decrease of 12.3 percent. There is a significant decrease projected in the percentage of the population in the 20-39 age group from a high in 1980 of 31.1 %. The projections anticipate a peaking of the 40-59 age group in the year 2010 with a greater decline in ensuing years. The only segment of the population expected to continue to grow as a percentage of the overall population is the over 60 group reflecting the increased health and longevity of this segment of the population as the younger age groups become older and remain as residents in Clark County. However, the rate of increase of the over 60 group (57.1%) is expected to be less than previously anticipated in the previous 2004 Comprehensive Plan where the projected change was identified as 70.2%.

It should be noted that these projections are produced by a computer modeling system by the Kentucky Cabinet for Economic Development and while they reflect trends and take into account other factors, they do not necessarily reflect local land use policies which can significantly affect the amount and distribution of population growth over the years. It is important to utilize these projections while taking into account local policies as a basis for projecting future land use needs.

Approximately 50 to 60 percent of the projected growth is expected to occur primarily within the Winchester urban growth boundary; however changes in local land use policies and programs can impact this trend significantly. Typically, predominance toward a city is common as people seek places to live which provide them with such urban amenities as city water and sewer, garbage collection, public safety services and shopping facilities. In counties such as Clark, which is located within a major metropolitan area, an element of this population growth is the result of the migration of people from densely populated urban areas to smaller cities. A major reason for such a trend is the ease of commuting to work.

Population analysis is very important to the planning process in that knowledge of past and present population characteristics is essential to meaningful projections of future population levels and characteristics. Future population levels are important since they determine both the amount of land to be developed in the future and, to a large extent, the type of development (residential or commercial, for example) which will soon occur. An understanding of the present population characteristics also helps the community (city or county) determine the adequacy of existing land use patterns, economic conditions, and community facilities in terms of meeting existing needs. Changes can also be anticipated in projected population trends as a result of significant changes in economic development strategies and proactive land use planning processes.

ECONOMIC ANALYSIS

Introduction

The examination and analysis of the local economy is critical in the preparation of a comprehensive plan. Local economic activity supports a given population which in turn influences the kind and amount of land brought into development. The general health of the economy influences the pace of land development. The health of the economy can be determined by examining two components: stability and balance. Stability is an indication of the ability of the local economy to withstand fluctuations in the regional and national economies. Balance refers to diversification of the economy. The more diversified the local economic and employment base, the more difficult it is to disrupt the local economy. Diversification also makes it easier to expand the economy because more skills and resources are available on which to draw (F. Stuart Chapin, Urban Land Use Planning, 1965).

Scope of Analysis

Clark County is not an independent economic unit but is part of a larger economic system which includes all of its adjacent counties. In analyzing Clark County's economy the key economic factors must be examined not only within Clark County, but also in the surrounding counties which provide many job opportunities and much of the labor market.

The following exhibits provide a quantitative look at Clark County's economy in three ways; as whole, in comparison with the state and other counties in the region, and broken into component parts. The exhibits display data regarding the labor force and employment trends of Clark County residents, including local commuting patterns; data regarding the diversity of Clark County's economy, including statistics about agriculture, manufacturing and retailing; and data regarding family and per capita income trends. The counties in the region - Clark, Bath, Bourbon, Estill, Fayette, Madison, Montgomery, and Powell - were chosen because they comprise Winchester's Labor Market Area as defined by the Kentucky Department of Economic Development.

Labor Force and Employment Characteristics

Exhibit 2-9 displays the basic employment characteristics of Clark County residents. The unemployment rate has fluctuated with the changes in the national economy as has the percentage of residents employed in agricultural activities. Agriculture employment has declined significantly over the past decade. Since 2008, the country has been in a recession which has significantly impacted employment with levels of unemployment around 10%. While there have been recent signs of improvement, the economy has a significant way to go to be considered in a healthy state once again.

One sector of the labor force which is difficult to account for, but still significant, is termed "underemployed". Underemployed persons are those who are not employed, have used up their 53 weeks of unemployment benefits, and have not found a job.



Persons falling into this category are not accounted for in unemployment statistics because these figures include only the number of individuals who have recently applied for or are currently receiving unemployment benefits. As a result, it is difficult to obtain a figure that accurately accounts for all unemployed individuals. The term "under-employed" has also been used to label persons who are employed to perform a task for which they are overqualified. For example, a person with a master's degree in computer science who works as a cashier at a fast food restaurant would be considered "underemployed." Counties with a high percentage of the population employed in service industries may have many residents in this category.

Another segment of the population not accounted for in state and local unemployment figures are contract type workers who do not participate in the federal unemployment program. This includes many hired farm laborers who are often hired for a planting or harvesting season and often change positions frequently. The majority of these workers are not accounted for in Kentucky's unemployment statistics.

Exhibit 2-9
Labor Force Characteristics
Residents of Clark County
1978-2008

	1978	1982	1989	1993	2000	2010
Civilian Labor Force	14,492	16,671	14,539	15,123	16,460	17,311
Employed	13,785	15,174	13,348	14,295	15,695	15,439
Unemployment	707	1,497	1,191	828	932	1,872
Rate of Unemployment (%)	4.9%	9.0%	8.2%	5.5%	4.6%	10.8%

Source: Kentucky Department of Commerce, Deskbook of Economic Statistics, 1973; 1979-1980; Kentucky Department of Economic Development, Kentucky Economic Statistics, 1984 and 1989; U.S. Census Bureau, Census of Population, 2000; Kentucky Cabinet for Economic Development, 2008 estimates

Commuting Patterns

One significant factor in Clark County's economy is the commuting pattern into and out of the county for employment purposes (Exhibits 2-10 and 2-11). While a significant portion of Clark County residents (45% of the employed residents) commuted out of the county in 2000, particularly into Fayette County, over 40 percent of the county's workers commuted into Clark County from surrounding areas. The numbers of people commuting into Clark County from each of the surrounding counties and beyond indicate that Clark County serves as a regional manufacturing center for much of the labor market area.

**Exhibit 2-10
Clark County and Surrounding Area
2000 and 2007 Commuting Patterns
(Number of Persons 16 Years and Older)**

County	2000		2007	
	Worked in County of Residence (%)	Worked Outside County of Residence (%)	Worked in County of Residence (%)	Worked Outside County of Residence (%)
Clark	54.8%	45.2%	56.4%	43.6%
Bath	41.4%	58.6%	N/A	N/A
Bourbon	52.3%	47.7%	N/A	N/A
Estill	43.0%	57.0%	N/A	N/A
Fayette	86.0%	14.0%	84.9%	15.1%
Madison	69.8%	30.2%	70.5%	29.5%
Montgomery	63.1%	36.9%	61.0%	39.0%
Powell	49.2%	50.8%	N/A	N/A

Source: Kentucky Department for Economic Development, 2000; U.S. Census Bureau, American Community Survey 3-Year Estimates, 2005-2007



Exhibit 2-11
Clark County Commuting Patterns, 2000*
(Number of Persons 16 Years and Older)

County	Number Commuting OUT of Clark County Into:	Number Commuting INTO Clark County From:
Bath	6	216
Bourbon	154	171
Estill	20	451
Fayette	4,777	934
Madison	346	611
Montgomery	251	839
Powell	81	1,073
Scott	528	92
Other KY Counties	710	1380
State of Indiana	10	0
State of Ohio	30	7
State of Tennessee	6	7
Other	76	24
TOTAL	6,995	5,805

Source: U.S. Census Bureau. *Census of Population*.

*Updated information will not be available until the 2010 Census data is released which, at the time of this update, currently unavailable

Diversification

It is critical to the health of a local economy that it be well diversified. If an economy relies too heavily on a single sector of the economy, any change in that sector has a significant impact on the local community. Exhibit 2-12 displays the percentages of the Clark County population employed in the various sectors of the economy. Manufacturing has historically been the largest employer of Clark County residents. However in 1990, the percentage of Clark County residents employed in services became greater than those employed in manufacturing. Although manufacturing still comprises over one-fifth of the employment of Clark County and has seen an increase in its employment, service employment is still greater than that of the manufacturing sector. Manufacturing is the third largest employer for the state as a whole, behind service industries, trade/transportation and utilities. Manufacturing comprises approximately one fifth of the state's employment. Perhaps most significant is the change of agriculture, forestry, fishing, and mining from the fourth largest employer of Clark County in 1970 to the smallest employer in 2000 and continuing that trend through 2007. Since 1990 this percentage has been lower than the state's as a whole.

The decrease in agricultural employment is reflected in the number of farms in Clark

County (Exhibit 2-13) which decreased from 966 in 1992 to 847 in 1997. Since 2002, however, the number of farms has been on the increase, including the amount of acreage being farmed. Construction gained in importance in 2002, but saw a decline in 2007.

**Exhibit 2-12
Diversification of Employment
Clark County and Kentucky**

	1990		2000		2007	
	Clark County	Kentucky	Clark County	Kentucky	Clark County	Kentucky
Construction	6.3%	6.3%	8.8%	7.2%	3.9%	4.8%
Manufacturing	23.0%	19.4%	20.5%	17.6%	26.9%	14.8%
Trade**, Transportation*, and Utilities	30.2%	28.6%	23.3%	21.5%	21.2%	16.7%
Finance***	4.6%	5.2%	4.1%	5.4%	2.9%	5.0%
Services****	25.2%	29.9%	33.1%	35.9%	33.9%	50.2%
Public Administration	5.1%	4.3%	4.2%	4.3%	3.6%	6.8%
Other	-	-	5.9%	8.0%	7.6%	N/A

Source: Kentucky Department for Economic Development, 2000 and 2007

* Transportation includes Communications and Public Utilities ** Trade includes both Wholesale and Retail ***Finance includes Insurance and Real Estate **** Services includes Information

Agriculture

The United States Census of Agriculture is taken every five years on the years ending in 2 and 7 (since 1978). The data is collected on a county level and published within a few years of the census. The census defines "farm" as "any place from which \$1,000 or more of agricultural products were produced and sold, or normally would have been sold, during the census year". Census data is not always gathered or reported in the same format and therefore comparisons across the years are sometimes difficult. Data in this section has been taken from the census as it relates to Clark County. Several indicators point to the continued viability of agriculture in Clark County.

Exhibit 2-13 shows changes in the number of farms and amount of land devoted to farming between 1982 and 2007. The total acres devoted to farming increased slightly although the overall number of farms decreased by 11% during this twenty-five year period. These trends result from consolidation of land into bigger farms as reflected by the 13 percent increase in the average size of a farm from 1982 to 2007 and the 37 percent increase in the number of large farms (500 acres or more) from 1992 to 2007.



Exhibit 2-13
Farms and Land in Farms
Clark County
1982-2007

	1982	1987	1992	1997	2002	2007	% Change 1982-2007
Number of Farms	1,018	947	966	847	861	907	-11.0%
Number of Acres	147,236	155,437	144,904	146,819	143,171	149,201	1.0%
Average Size (acres)	145	164	150	173	166	164	13.0%
Number of Farms > 499 acres	NO DATA	NO DATA	54	67	64	74	*37.0%
% of County Land Area	90.2%	95.2%	88.7%	90.0%	88.0%	92.0%	1.9%

Source: U.S. Census of Agriculture, 1982-2007

*1992-2007

Exhibit 2-14 shows the market value of agricultural products sold from all farms in the county as well as the estimated market value of land and buildings for an average Clark County farm. From 1982 to 1997, value of agricultural products sold showed a 35 percent increase with sales from both crops and livestock reflecting increased values. The 2002 census reported a decline of 29 percent from 1997, primarily from crop sales. This decrease resulted from the abolishment of the tobacco support program (tobacco market sales decreased from \$14,284,000 in 1997 to \$5,918,000 in 2002). Census data for 2007 showed a 28 percent rebound in product sales with most of the increase coming from livestock sales. The estimated market value of land and buildings for an average Clark County farm more than doubled during the twenty-year period between 1987 to 2007.

**Exhibit 2-14
Market Value of Products Sold and Land and Buildings
Clark County
1987-2007**

	1987	1992	1997	2002	2007
All Products	\$26,173,000	\$32,445,000	\$35,471,000	\$25,285,000	\$32,375,000
Crop Sales	\$10,321,000	\$16,022,000	\$16,030,000	\$7,164,000	\$7,686,000
Livestock Sales	\$15,852,000	\$16,423,000	\$19,441,000	\$18,121,000	\$24,689,000
Land and Buildings	\$207,374	\$233,440	\$318,042	\$387,108	\$550,833

Source: U.S. Census of Agriculture, 1987-2007

In summary, agriculture continues to be a significant contributor to the economic well being of Clark County. But at a time when farm sales have struggled to recover from the loss of the tobacco support program, the value of the assets required to produce these sales has continued to show a substantial increase. While current landowners benefit from these increased values, these trends make it more difficult for those who want to pursue farming as an occupation. This in turn increases the pressure for landowners to sell their property for uses other than agricultural.



Industry

Exhibit 2-15 portrays employment by industry category by place of work. This reflects where the various industries are located and how many people they employ. These figures support that Clark County continues to act as a regional manufacturing and employment center. Both Fayette and Madison Counties continue to employ more people in manufacturing than Clark County, but in both cases manufacturing is a smaller percentage of the total number of persons employed in their county than in Clark County. Fayette and Madison Counties both offer the vast majority of their jobs in the service and trade industries reflecting the retail shopping centers located in those counties. Between 2001 and 2006, the greatest changes were in the following categories:

- Total employment has grown slightly by 96 jobs
- Manufacturing had the largest loss of jobs at 359 jobs over a 5 year period.
- The services sector had the greatest increase over a 5 year period adding 2,467 jobs. This was followed by state and local government which added 237 jobs over the same time period.

Exhibit 2-15

Employment by Industry Category Clark and Surrounding Counties 2006

Industry Category	Clark	Bourbon	Fayette	Madison	Powell
All Industries	13,943	6,972	167,887	29,527	2,674
Mining	21	31	308	75	51
Construction	528	228	8,466	930	97
Manufacturing	3,986	1,996	14,644	5,456	494
Utilities, Trade, Transportation	2,878	990	32,519	5,012	555
Information	497	45	3,738	802	20
Finance, Insurance, Real Estate	441	226	9,007	754	112
Services	4,082	1,763	68,890	10,102	561
State & Local Gov't.	1,481	966	27,902	6,362	780
Other	29	727	2,414	34	5

Source: Kentucky Workforce Development Cabinet, Dept. for Employment Services, "Average Monthly Workers Covered by Kentucky Unemployment Insurance Law, 2006 Calendar Year

Manufacturing

Clark County, along with Fayette and Madison Counties, posted losses in manufacturing employment between 2001 and 2006. Bourbon and Powell posted slight gains over that same period of time. Despite these small losses in manufacturing jobs, it is still a significant regional manufacturing employer, employing approximately 12% of the workforce in the Clark County and surrounding county areas (Exhibit 2-16). Only Madison and Fayette Counties offered more manufacturing jobs in 2007. Over the years, Clark County's distribution of manufacturing employees over the various sectors has shifted considerably which often provides a more stable and diverse local economy (Exhibit 2-17). In 2001, a number of segments of Clark County's manufacturing employment were not disclosed due to the limited number of reporting units for that industry. Approximately 8 percent of the county's employment is covered by these non-reported industries: clothing, textiles, and leather; stone, clay, and glass; primary metals; and others. By 2007, that non-disclosed information was limited to clothing, textiles and leather and primary metals, covering approximately 1.5% of the county's employment. In 1987, machinery, metal products, and equipment manufacturing offered over forty percent of the manufacturing jobs in Clark County, indicating an economy that was not very diversified. This sector had decreased to 26.4 percent of the manufacturing employees by 2001 and to 22.8 percent by 2007 while all other manufacturing sectors increased significantly, indicating a more diversified and stable local economy. When an economy is well diversified, the loss of one sector or industry has a less severe effect on the local economy. This is in stark contrast to Kentucky as a whole, where machinery, metal products, and equipment manufacturing increased from 21.4 to 44.9 percent of all manufacturing jobs over the same period. This suggests that Clark County is better positioned to weather changes in the manufacturing industries than the state as a whole.

**Exhibit 2-16
Total Manufacturing Employment Growth
Clark and Selected Counties 1987-2007**

County	1987	1994	2001	2007	% Change 1987-2007
Clark	3,329	3,068	4,345	3,764	13.1%
Bath	130	502	510	474	264.6%
Bourbon	1,069	1,202	1,454	1,910	78.7%
Estill	435	533	391	267	-38.6%
Fayette	17,339	18,203	15,932	15,197	-12.4%
Madison	3,787	5,124	5,782	5,119	35.2%
Montgomery	2,005	1,298	3,447	3,645	81.8%
Powell	476	1,233	1,024	533	12.0%
Kentucky	261,365	305,275	293,795	278,109	6.4%

Source: Kentucky Cabinet for Economic Development, 1996; 2003 Kentucky Deskbook of Economic Statistics; Cabinet for Economic Development, 2007 data



Exhibit 2-17
Percent Share of Manufacturing Employment by Industry
Clark County Selected Years 1994-2007

Industry	1994		2001		2007	
	Clark County	Kentucky	Clark County	Kentucky	Clark County	Kentucky
Food and Kindred Products	12.0%	7.3%	11.8%	9.5%	11.3%	10.8%
Tobacco	0.0%	3.9%	0.0%	0.6%	0.0%	0.4%
Clothing, Textiles and Leather	N/A	14.2%	N/A	5.7%	N/A	3.4%
Lumber and Furniture	25.8%	5.8%	21.6%	7.3%	19.5%	7.6%
Printing, Publishing and Paper	9.5%	10.3%	7.4%	9.0%	6.7%	8.9%
Chemicals, Petroleum, Coal and Rubber	3.7%	12.4%	25.1%	11.5%	31.8%	8.9%
Stone, Clay and Glass	N/A	3.2%	N/A	3.5%	3.2%	3.6%
Machinery, Metal Products, and Equipment	24.1%	35.1%	26.4%	44.5%	22.8%	44.9%
Primary Metals	N/A	6.4%	N/A	5.7%	N/A	5.3%
Other	N/A	3.0%	N/A	2.7%	3.2%	2.4%

Source: Kentucky Cabinet for Economic Development, 1996; Kentucky Deskbook of Economic Statistics, 2003 and 2007

Exhibit 2-18 depicts the manufacturing firms and other major employers in Clark County for 2002. There have been some significant changes in the manufacturing sector of Clark County's economy since 1990. Advanced Green Components, EDS, and Moore Industrial Coatings have all established operations in the County for a total of 530 new jobs. The Industrial Authority continues to work to bring manufacturers to the community.



Exhibit 2-18

Clark County Manufacturing Firms & Other Major Employers (2011)

Firm (Establishment Date)	Product	2011 Employment
Advanced Green Components (1997)	Hot forged steel bearing rings, cold forming, machining	112
Ainak, Inc. (1997)	Rubber seals for automobiles	130
Ale 8 One Bottling Co. (1902)	Soft drinks	75
Bob Sumerel Tire Co.(1979)	Commercial & Passenger Tires	20
Brake Parts (1990)	R&D, brake pads	27
Catalent Pharma Solutions	Pharmaceutical processing	303
CONTECH Construction Products (1985)	Steel retaining sheets & multiplate bridge planks	51
Freeman Corp. (1913)	Hardwood veneer	215
Gate Precast (1967)	Architectural precast concrete	67
Infiltrator Systems (1986)	Plastic injection molding	135
J&T Distributing (1998)	Firearm manufacturing and assembly	20
Jenmar of Kentucky (1979)	Rail equipment, mine roof support systems, and steel fabricating	110
Johnson Controls (1997)	Seat repair service center, automotive interior components	31
Kentucky Heat Treating (1967)	Commercial heat treating	15
Kentucky Fertilizer, LLC (2010)	Mixed fertilizers	25
Leggett & Platt (1910)	Inner springs & box springs	356
McCammish Manufacturing Co. (1948)	Plastic laminated desks, tables, dinette tops, hospital & motel furniture	10
Niles America Wintech (1995)	Plastic injection, auto parts	41
Osram Sylvania (1953)	Halogen, stage, & television specialty bulbs	165
Pepsi-Cola Bottling Co. (1965)	Soft drinks	118
Quality Manufacturing Co. (1965)	Production assembly	200
Rees Printing Co. (1946)	Commercial printing & binding	10
Sekisui S-LEC America (2007)	Interlayer film	57
Sonoco (1996)	Plastic caulking tubes	71
Southern States Cooperative (1948)	Mixed animal & poultry feed, blended fertilizers	11
Univance (1997)	Machine shop production & precision machining; automobile transmissions	40
Walle Corp. (1991)	Food & beverage labels	115
Winchester Coatings (1988)	Electrostatic coating service	66
Winchester Farms Dairy (1982)	Fluid milk, orange juice, cottage cheese, sour cream, & yogurt	215
Winchester Sun Co. (1878)	Newspaper publishing & offset printing	32
TOTAL		2843

Source: Kentucky Cabinet for Economic Development, [2011 Kentucky Directory of Manufacturers, April 11, 2011.](#)



Retail

While the volume of retail sales increased steadily between 1982 and 2002, the number of retail establishments was in decline (Exhibit 2-19) until 1997 when the trend reversed itself between 1997 and 2002. The decline was attributed to the continuing consolidation of the retail industry, with smaller, less competitive firms being driven out of the marketplace. The years between 1997 and 2002 saw a resurgence of small and mid-sized retail establishments entering the County.

Exhibit 2-20 shows the rate of growth in retail sales in Clark County as compared to retail sales in surrounding counties. Clark County had the second highest rate of growth of the counties in its labor market area, behind Powell County, over the twenty year period between 1982-2002.

Exhibit 2-19 Retail Trade Trends Clark County 1982-2002

	1982	1987	1992	1997	2002	% Change 1982-2002
Establishments	246	180	181	147	164	-33.3%
Employees	1,685	2,129	2,128	1,922	2,180	29.4%
Total Sales (\$000's)	\$121,441	\$168,199	\$212,586	\$348,172	\$421,498	247.1%

Source: U.S. Census Bureau, Census of Retail Trade, 1992; U.S. Census Bureau Economic Census, 1997, 2002

Exhibit 2-20 Total Retail Sales Surrounding Counties (Sales in \$000's)

	1982	1987	1992	1997	2002	% Change 1982-2002
Clark	121,441	168,199	212,586	348,172	421,498	247%
Bath	14,288	18,209	29,283	38,498	43,180	202%
Bourbon	52,066	75,475	111,421	127,859	133,983	157%
Estill	42,634	44,760	41,822	58,878	76,728	80%
Fayette	1,331,034	1,902,811	2,457,373	3,133,071	3,912,042	194%
Madison	226,910	281,706	413,362	564,950	682,633	201%
Montgomery	96,069	112,844	152,914	225,179	285,852	198%
Powell	20,480	25,613	40,588	38,124	73,629	260%

Source: U.S. Census Bureau, Census of Retail Trade, 1992; U.S. Census Bureau Economic Census, 1997, 2002

Income

Exhibit 2-21 presents information regarding changes in family income in Clark County from 1989 to 2007. As in previous comprehensive plan updates, it continues to indicate that there has been a significant increase in family income in that time period and median family income has continued to increase rapidly to \$52,595 in 2007.

**Exhibit 2-21
Family Income, Clark County
1989-2007**

Characteristic	1989	1999	2007
All Families	8,497	9,521	10,110
<\$10,000	1,182	583	625
\$10,000-\$14,999	756	462	376
\$15,000-\$24,999	1,611	1,062	1,202
\$25,000-\$49,999	3,291	3,143	2,530
\$50,000+	1,655	4,271	5,377
Median Income	\$29,089	\$45,647	\$52,595

Source: U.S. Census Bureau, Census of Population, 1990-2000;
U.S. Census Bureau American Community Survey 3-Year
Estimates, 2005-2007



Exhibit 2-22, listing the per capita personal income of the residents of Clark County and its labor market area, indicates that while Clark County has the third highest per capita income levels in the market area (outside Fayette and Bourbon Counties); its rate of change has continued to be among the slowest. Clark County's per capita income level for 2006 was slightly higher than the state as a whole; generally continuing the trend over the last 20 years.

Exhibit 2-22
Per Capita Personal Income
Selected Counties
1987-2006

County	1987	1992	1999	2006	% Change 1987-2006
Clark	\$12,731	\$16,209	\$19,170	\$29,872	134.6%
Bath	\$8,286	\$12,620	\$15,326	\$20,796	151.0%
Bourbon	\$12,733	\$16,169	\$18,335	\$31,732	149.2%
Estill	\$8,306	\$11,082	\$12,285	\$19,570	135.6%
Fayette	\$15,551	\$21,015	\$23,109	\$37,828	143.3%
Madison	\$10,252	\$14,338	\$16,790	\$23,643	130.6%
Montgomery	\$10,153	\$14,111	\$16,701	\$23,990	136.3%
Powell	\$7,988	\$11,060	\$13,060	\$20,501	156.6%
Kentucky	\$11,997	\$16,528	\$18,093	\$29,729	147.8%

Source: U.S. Census Bureau, Census of Population, 2000; Kentucky Cabinet for Economic Development, 1992 and 2006

EXISTING LAND USE

Introduction

The preceding two sections have analyzed two of the forces, which have and will continue to influence the type, location, and intensity of land use patterns in Winchester and its urban environs and rural Clark County. This section inventories and analyzes existing land use patterns and physiographic features of Clark County. Following a brief historic overview of the county, the text and maps detail the manner in which urban lands are used, discuss land uses in the rural portions of the county, and provide information regarding soils, geology, ground and surface water, and topography. These factors provide the basis for the preparation of future land use proposals.

Land use information can also be used by public agencies to help in making day-to-day administrative decisions. It can further be utilized by private developers, investors, businesspersons, school officials, park and recreation boards, and citizens in reaching decisions in their own personal and professional affairs.

Historic Background

Clark County was formed from portions of Fayette and Bourbon Counties in 1792. Winchester, the county seat, is located in the heart of the county on land deeded by John Baker in the late 1700's. Clark County gained its name from General George Rogers Clark known for his efforts during the Revolutionary War. The Inner Bluegrass Area in which Clark County is located was a major hunting ground for northern and southern Indian tribes before the mid-1700's when the white settlers arrived in the area. The county is also a part of the Bluegrass Area Development District (BGADD), which consists of the seventeen Central Kentucky counties surrounding Lexington. BGADD has its offices in Lexington.

Existing Land Use Patterns

Winchester

The City of Winchester is the primary commercial and industrial center for Clark County. Winchester also has the greatest concentration of residential population at 1,884/square miles and houses approximately 46% of the county's approximately 36,159 residents (2009 estimate). The city is currently comprised of approximately 5,717 acres, 8.9 square miles¹. The area of land covered by the city has experienced steady growth over the last two decades due to various annexations. The 1997 Plan indicated that the city comprised 4,546 acres at that time, indicating that the city's land area has increased by nearly 26 percent since 1997.

¹ City and county acreage figures from the Clark County GIS System, 2010.



The Urban Planning Boundary (UPB) is the area within the county where the Winchester/Clark County Planning Commission has identified that higher density growth may occur based on the availability of existing or proposed infrastructure and services. The UPB as shown in this plan contains approximately 17,194 acres which have either existing and/or future land use designations plus an additional 2,022 acres of long range development with no future land use designations. Of this total UPB, approximately 6,900 acres (40%) are currently developed. The UPB utilized for the 1990 Plan included approximately 10,250 acres. This indicates that there has been a growth of nearly 70 percent in land classified within the UPB since 1990.

Exhibit 2-23 provides a numeric breakdown of the various existing land uses. The land use acreages identified in Exhibit 2-23 and discussed in the text is inclusive of land occupied by streets, railroads, alleys, and highways.

Exhibit 2-23
Winchester Urban Planning Area
Existing Land Use Percentages 2009

Land Use	Acres	% of Urban Planning Area	% of Developed Acres
Single Family Residential	3,013	18	44
Multi-Family Residential	359	2	5
Mobile Homes	142	1	2
Commercial	556	3	8
Professional Office	62	0	1
Industrial	1,221	7	18
Public/Semi-Public	1,514	9	22
Total Developed Acreage	6,867	40% of 17,194* acres	100% of 6,867 acres
Total Undeveloped Acreage	10,327	60%	n/a
Total Urban Planning Boundary Acreage	17,194	100%	

* The acreages identified is inclusive of land occupied by streets, railroads, alleys, and highways

Source: Local Land Use Survey from local planning staff, 2009 (data corrected based on computer generated maps and 2009 aerial review).

Residential

As Exhibit 2-23 indicates, approximately 3,514 acres (51 percent) of the developed land in the urban area is devoted to all types of residential use in 2009; an increase of 2 percent since 2004. New residential development has traditionally been occurring in all portions of the UPB, but has slowed considerably since the 2004 plan as the nation is in the midst of a recession since 2008. The vast majority of the residential land is in attached and detached single-family homes. As was the case with the 1997 and 2004 Comprehensive Plan updates, the density of the single-family neighborhoods varies greatly with large lots found in many of the very old and very new neighborhoods. Quite a few single-family homes have been converted to duplexes throughout the city, particularly in the College Park area. Some duplex subdivisions and apartment complexes are found along the western bypass, as well as scattered throughout various other neighborhoods in the city. Multi-family development is scattered throughout the city limits because of the urban service demand created by a population concentration. Mobile home development throughout the city and the county is essentially limited to mobile home parks. Mobile home developments are unique from site built housing in that they traditionally aren't terminal land uses; that is the property owner of a mobile home park will often sell the park as property values rise, providing opportunity for site built housing or another terminal type land use.



Commercial

There are approximately 560 acres of commercial land in the Winchester Urban Planning Area, the majority of which is in the city limits. This has remained largely unchanged since the 2004 Plan Update. Major concentrations of commercial development continue to exist along the western by-pass, along Lexington Avenue, at the western I-64 interchange, and in the Central Business District (CBD). In spite of major concentrations of commercial development in the Central Business District and in the western portion of the city, limited scattered commercial development has continued to exist throughout the residential areas meeting the day-to-day needs of the local neighborhoods. If scattered commercial development is allowed to occur with no plan, it can have a negative effect on land values in these neighborhoods and cause traffic congestion, provide poor public service, and complicate city police and fire service; however well planned neighborhood commercial can be an asset to a residential area.

The largest strip commercial concentration continues to exist along the western by-pass from

the interstate interchange south to Colby Road. Development in this area includes a motel, gas stations, restaurants, car dealerships, a grocery, department store, and similar retail regional and local uses. On the northern side of the interstate interchange there has also been limited commercial development consisting primarily of highway commercial uses.



As the county seat and only urban area in Clark County, the Central Business District is a mixture of public/semi-public, office, and commercial uses. In addition to the courthouse, city hall, fire and police departments, and a number of churches, there is a vital commercial district consisting of retail shops, banks, service industries, and small restaurants. The CBD commercial development is concentrated along Maple, Main and Highland Streets for two to three blocks. Commercial development continues along Lexington Avenue from the downtown area to the western by-pass.



Industrial

There are currently over 1,221 acres of industrial-type land in the Winchester Urban Planning Area. Included in the categorization of industrial land are active industries such as those found in the industrial park north of I-64 at the eastern highway interchange (exit 96), as well as other active and/or vacant industrial buildings and land adjoining the railroad tracks. The Industrial Authority continues to actively and successfully market many of the vacant industrial lands and buildings in the Urban Planning Boundary. As of the 2004 Plan Update, the Winchester Clark County Industrial Development Authority prepared for development an additional 300 acres of industrial property. This expansion of industrial sites will connect the existing industrial park with I-64 at exit 94.



Public/Semi-public

The Winchester urban planning area contains over 1,514 acres of public/semi-public land. This large amount of acreage contributed to public/semi-public uses is primarily due to the concentration of schools in and around Winchester, as well as the city and county government offices, property owned by the local public utilities, the hospital, parks, churches and cemeteries in the Winchester area.



Undeveloped

There are small areas of undeveloped land inside the city limits of Winchester. This undeveloped acreage is scattered throughout the city and much is accessible by a minor arterial or collector adequate to serve development in the area. There are approximately 10,562 acres of undeveloped land in the UPB primarily outside the current city limits. All of these areas have future land use designations.



Rural Portions of the County

It is not possible to clearly and accurately survey the unincorporated areas of Clark County due to the large area involved and the inability to definitely distinguish between vacant land and agricultural land or large acreage with one single family dwelling. It is possible, however, to note and analyze the small community developments in the rural portions of the county and to note significant industrial and commercial development. While Exhibit 2-24 displays the urbanized portions of the county immediately outside of the city limits of Winchester, Exhibit 2-25 graphically displays the locations of concentrations of residential, commercial, industrial and public land uses in the more rural portions of the county.





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EXHIBIT 2-24
Urbanized Existing Land Use





EXHIBIT 2-25
Unincorporated Clark County Existing Land Use



As identified on Exhibit 2-25, there is some commercial development throughout the rural portions of the county. These are primarily general store/convenience-type stores, gas stations, and other small businesses, which meet the day-to-day needs of the adjacent rural residents. Often this commercial establishment type defines the center of a rural unincorporated community.

Industrial uses identified are primarily limited to the US 60 Corridor, particularly along Rockwell Road and are included in the UPB (Exhibit 2-24). Some agricultural and industrial uses are difficult to distinguish in a "windshield survey" of the county. Farms may include timbering, sawmills, quarries and mines not observable from the road, as well as junkyards and illegal dumps.

In addition to churches and cemeteries scattered throughout the small communities, the major public/semi-public land uses in the unincorporated areas of the county include schools, public utility companies, and parks.

Clark County has a number of small-unincorporated communities throughout the rural areas of the county, which play a significant role in the life of the rural residents. Most contain a church and a store; some still contain an elementary school. Clark County communities include, among others, Kiddville, Goff's Corner, Trapp, Forest Grove and Ford.

Historic Properties

There are 59 Winchester and Clark County listings on the National Register of Historic Places. Included are two Historic Districts, the Winchester Downtown Commercial District and the Thompson Neighborhood District. The Downtown District consists of 20 acres, 2 ½ blocks, one hundred fifteen 2 and 3 story structures of late 19th century commercial architecture. The Thompson District is 18 blocks, 200 plus homes, nearly 85 acres of varied architectural styles from the late 1800's and early 1900's. In 2002, the Winchester Historic Preservation Commission was established to foster the creation of local preservation districts and protection of individual historic properties.



Historic Kerr Building

Photo credit – Winchester Historic Preservation Commission



Existing Zoning

Zoning is the primary mechanism used by local governments to regulate the permissible types of land uses and the manner in which those land uses are distributed throughout the community. While zoning is a reactive tool, it can be proactively used to implement the policies of a land use or growth management plan. It is important for the community to enforce an up-to-date set of zoning regulations so that it can implement its future land use plans.

Communities with outdated regulations often find that they are put in the difficult position of denying a project that they desire, or accepting a project that they do not necessarily want or in the manner they want.

In Winchester/Clark County, several different zoning districts are utilized. With a few small exceptions, most of the unincorporated areas in Clark County, outside of the City of Winchester, are zoned as A-1 Agricultural Use. The zoning districts are as follows:

- A-1 - Agricultural
- B-1 – Neighborhood Business
- B-2 – Downtown Business
- B-3 – Highway Business
- B-4 – General Business
- I-1 – Light Industrial
- I-2 – Heavy Industrial
- MH – Manufactured Housing
- P-1 – Professional Office
- PD – Planned Development
- PR – Planned Recreation
- R-1A – Single Family Residential
- R-1B – Single Family Residential
- R-1C – Single Family Residential
- R-1D – Single Family Residential
- R-1E – Single Family Residential
- R-2 – Two-Family Residential
- R-3 – Multi-Family Residential
- R-4 – Multi-Family Residential
- R-5 – Residential
- R-6 – Residential Townhome

Exhibit 2-26 identifies the existing zoning for Winchester/Clark County.



**EXHIBIT 2-26
EXISTING ZONING**



PHYSIOGRAPHIC FEATURES

Introduction

The type and degree of development that occurs in a rural community often depends heavily on the physiographic features of the area. The terrain, soils, stream patterns, and other natural resources either prohibit or encourage varying development patterns. Clark County has very diverse physiographic features as a result of its location in Kentucky's Bluegrass Region. Steeper slopes and a more rugged terrain characterize much of the eastern portion of the county. Western Clark County is characterized by gently rolling terrain, deep well-drained soil, and a limestone base, resulting in many sinkholes. Several of the soil types are derived from limestone and suitability for agricultural use varies with terrain. The Kentucky River forms the county's southern boundary. Maps depicting the data in this plan update do not support the following descriptions of various physiographic features. The *1990 Comprehensive Plan* or the source documents can be consulted to see the data graphically depicted.

Clark County lies in four different physiographic regions, the Inner Bluegrass, the Hills of the Bluegrass, the Outer Bluegrass, and the Knobs Belt regions, and acts as a transition between the gently rolling terrain of the Inner Bluegrass and the mountains of Eastern Kentucky.

The Inner Bluegrass is a gently rolling upland area, consisting of a deep, well-drained layer of soil and underlain by thick-bedded high-grade limestone. This area is concentrated in western Clark County, including the western portion of the City of Winchester. The drainage of the southwestern part of the county occurs underground. As a result of this, karst topography and sinkholes occur in this region.

The Hills of the Bluegrass Region or Eden Shale Belt runs through the central section of Clark County which includes the eastern half of the City of Winchester; characteristics of this region are a base composed of calcareous shale, siltstone and thin-bedded limestone. The terrain is irregular, containing many sharp ridges and narrow valleys. The shales of the Eden formation are easily eroded.

East of this belt, the Outer Bluegrass physiographic region includes most of eastern Clark County. This area is similar to the Inner Bluegrass region; however, the terrain is steeper and underlain by a thin-bedded limestone base rather than the thick limestone beds of the Inner Bluegrass. This region is rugged and dissected along streams and creeks. Small sinkholes occur; however, unlike the southwestern portion of the Inner Bluegrass, most of the drainage occurs on the surface.

The Knobs Belt is found only in a small area of Clark County along the Clark-Powell County border and the Kentucky River. This area is named for the conical and flat-topped hills, which cover the area. The Knobs are the erosional remnants of the adjoining eastern coalfield region. They are characterized by a sandy limestone and sandstone caprock over a base of thin-bedded shales and limestone. In Clark County, the terrain will be gently, rolling containing scattered



knobs and wide valleys, while the outer sections of the Knobs Belt are much more rugged. Except for the small karst area in the southwestern portion of the county, surface streams drain most of Clark County. The county is divided between two drainage basins. The northern third of the county is in the Licking River Watershed and is drained primarily by Strode's and Stoner Creeks. Tributaries of the Kentucky and Red Rivers drain the remaining two-thirds of the county. Both the Licking and Kentucky Rivers eventually drain to the Ohio River.

The topography and terrain of an area provide information about an area's potential water, sand, and gravel supply, drainage, runoff, erosion, and general lay of the land for development purposes. Types of soils, slope, and depth to bedrock, stability, and permeability are all important factors in determining an area's natural limitations and strengths. The following is a brief discussion of Clark County's natural features including soil types, geology, slopes, and floodplains which all have an effect on an area's development potential.

Soils

The processes of physical and chemical weathering acting on rock form a soil. The properties, which a soil exhibits, are determined by the climate, physical and mineral composition, topography, and the actions of those processes on the soil. Each soil type is a unique combination of the characteristics that affect the nature of the soil, its reaction to stress, and its potential to sustain certain land uses. Development without regard for the limitations of the soil types has resulted in wet basements, unstable foundations, malfunctioning septic tanks, increased erosion levels, flood hazards, and other problems. These problems affect not only the homeowner but the entire community as well.

The identification and consideration of the characteristics of each of the major soils found in Clark County can and should be used to formulate land use alternatives and promote the highest and best use of each parcel of Clark County property. By using the physical characteristics of each soil association to determine the soil's strengths and limitations for both agricultural and urban land uses, the planning commission and local leaders should be able to make the best decisions regarding future development within Clark County.

Clark County has a soil survey issued by the USDA Soil Conservation Service in 1964. The text in this Plan Update will provide a broad overview of the characteristics of the eleven (11) soil associations found in Clark County. A soil association is a landscape that has a distinctive proportion and pattern of certain soil types. This information is useful in providing a general idea of the soils in a county and their relationship to each other. It is not intended to provide sufficient detail to evaluate the development potential of an individual piece of property in that association. Detailed soil maps can be found in the Clark County Soil Survey and should be reviewed by the Planning Commission and the developer when a new development is proposed.

The Maury-McAfee-Salvisa Association makes up about 7% of the county's soil. The landscape included in this soil association is dominated by gently sloping soils on broad ridge tops, with somewhat steeper soils adjacent to drainage ways and around sinkholes. Much of the acreage in this association is in open fields with large old oaks, maples, and hickory trees. The areas are used primarily for bluegrass pasture and hay, but tobacco and corn are grown in some areas. This association is found in a small area of southwestern Clark County in the Becknerville area.

The McAfee-Salvisa-Ashwood Association occupies about 5% of the county. The dominant landscape features are strongly sloping to steep soils on rolling ridge tops that are deeply dissected by many drains. The association is underlain by high-grade limestone. These soils are found in the very southwestern tip of Clark County along the Kentucky River. On the steep slopes, the soils are mostly wooded. The remaining acreage is used mainly for pasture. Generally, the soils in this association are not good for cultivation because the soils are droughty.

The Hampshire-Mercer Association covers a large area of northwestern and north central Clark County and makes up about 28% of the county's soils. These soils are found on broad ridge tops and in shallow valleys, underlain primarily with limestone. This association consists of large areas of bluegrass pasture mixed with some cultivated and hayfields. The area is some of the best farmland in the county and is also used to grow tobacco, corn, and raise livestock.

The Hampshire-Salvisa Association lies in a narrow belt just east of the city of Winchester and makes up 4% of the county's soil. The association is comprised predominantly of soils on fairly narrow, rolling ridge tops and level bottomlands. The ridge tops are about 150 feet above the valley floors and the valleys are seldom wider than 150 feet. Side slopes range from 12 to 20 percent. Most of this association is in pasture, but the more productive soils on the ridge tops and toe slopes can be used for tobacco and corn. The strong slopes and rock outcrops in many parts of this association make it poorly suited to cultivation.

The Eden-Culleoka Association occupies about 6 percent of the county and is found in the southern portion of the county along in Kentucky River in the Ford/Boonesboro area. Hilly areas dissected by many drains dominate it. The association is comprised of long, narrow ridges with off shooting spur ridges. Side slopes range from 20 to 50 percent. Much of this association is in poor quality pasture. About 20 percent is in low-grade hardwoods growing on steep rocky soils. The steep slopes and shallow depth of bedrock make cultivation poor; however, some cultivation does occur on ridge tops and toe slopes.

The Lowell-Shelbyville Association makes up about 9% of the county's soils found in four distinct areas in the east and southeastern part of Clark County. The topography is a rolling plateau surrounded by rough broken land. The soils are gently sloping on the broad ridge tops and somewhat steep on adjacent drainage ways. General farms are common in this association with pastureland and grain for feed as the primary agricultural use. Some cultivated areas are found on the ridge tops.

The Eden-Lowell-Culleoka Association is found to the southeast of Winchester and runs in a band from the I-64/Montgomery County line southwest to Elkin Station and southeast to include Ruckerville. It makes up about 15% of the county's soils. It consists of soils on narrow winding ridge tops and steep hills that are dissected by many drains. Side slopes range from 20 to 50 percent. Most of the acreage in this association is in pasture. Some cultivated crops are grown on the more productive ridge tops, toe slopes, and bottomland areas that are not flooded.

The Hampshire-Salvisa-Lowell Association is found in the northern tip of the county and occupies about 6% of the county. It is dominated by gently sloping soils on rolling ridge tops dissected by many drains and of strongly sloping soils found on side slopes. The association is comprised of deep well-drained soils on the ridges and moderately deep clayey soils on the side slopes. Some cultivated areas are found on the ridges and in the valleys. Production of beef cattle is another primary use of this association.

The Otway-Beasley Association, consisting of deeply dissected uplands and some fairly wide bottomlands, is found in the southeastern quadrant of the county and comprises approximately 9 percent of the county's soils. Slopes range from 20 to 50 percent. The primary use of the land in this association is native pasture. There is some wooded land consisting primarily of red cedar. Cultivated areas exist in the valleys and on the broad ridges.

The Colyer-Trappist-Muse Association is in the easternmost part of the county including the communities of Kiddville, Goff's Corner, Right Angle, and Trapp. It consists of steep, hilly soils and of soils on broad flats. This association comprises about 6 percent of the county's soils. Most of this association is forested. Because of the quality of the wood, sawmills are not particularly profitable. With the use of drainage tile, some of land on the broad benches is able to be cultivated with row crops.

The Otway-Fleming-Shrouds Association is found in the southeastern corner of Clark County bordering Powell County and the Red River. This association consists of gently sloping soils on rolling ridge tops and of steep soils on side slopes. It occupies about 5 percent of the county. Much of this area of the county is in poor quality pasture and woodland. Small areas of cultivated crops are present as well as beef cattle.

Prime Agricultural Land

Soil surveys provide additional detailed analyses of local soil types based on a variety of characteristics, which enable the evaluation of the soils for suitability to agricultural and urban land uses. Unfortunately, soils best suited for crop and



pastureland also offer the fewest limitations to urban development. In Clark County, soils in the areas located north and south of I-64 and west of KY 627 comprise the most productive agricultural land in the County.

With some exceptions, soils found in the southeastern quadrant of Clark County rate poorly for all types of intense agricultural uses, including cropland pastureland, and woodland uses. These soil characteristics, as well as other physical features of this area of the county, also make it unsuitable for high-density urban type development. A good balance between the rural and urban land use needs of Clark County must be carefully maintained through a wise planning and decision-making process and careful evaluation of new development proposals. The continued use of a system such as the Soil Conservation System's Land Evaluation Site Assessment (LESA) program can give the planning commission staff and members a sound basis for development plan review. Policy decisions need to be made related to the preservation of prime agricultural areas and future urban growth patterns. For example, the Maury-McAfee-Salvisa Association, while currently offering the highest productivity soils in the county, falls in the corridor of urban growth pressures between Colby and Boonesboro Roads. A local consensus on how to balance these needs must be a part of this comprehensive plan. Chapter 4 discusses options on how to lessen the development pressures on the prime agricultural lands while providing equity to the farms owners. All such options will require changes in the county zoning ordinance to be effectively implemented.

Geology

The geology of an area is considered for several reasons; perhaps most importantly because geologic characteristics influence the efficiency with which septic tanks can be utilized as a sewage disposal technique. Bedrock type and depth affect the construction costs of providing collection, transmission, and sewage disposal facilities. Shallow depth to bedrock will escalate the construction costs of sewage facilities. Geologic characteristics also influence the quantity and quality of groundwater resources. The greater the permeability of the rock type, the greater its capacity for storing water. In addition, groundwater levels must be determined in order to prevent contamination from sewerage systems. In the southwestern portion of Clark County, another significant geologic feature which influences development potential are the sinkholes found in this area due to the karst topography and underground drainage. Sinkholes serve as recharge areas for the local groundwater supply. Water from rainfall and snowmelts follows the natural drainage channels of the landscape and re-enters the underground aquifer through the sinkholes. Significant sources of pollution such as landfills or septic fields can directly introduce contaminants into the entire area's water supply. Because of these limitations, it is important to locate and identify the regions of sinkhole concentrations and carefully regulate development within these areas. Development proposals in the southwestern portion of the County should be carefully reviewed in light of the effects that abuse of sinkholes can have on water quality and quantity. Specifically, sinkholes are concentrated in the vicinity of the communities of Pine Grove, Becknerville, Lisletown, Hootentown and Locust Grove.



Clark County as a whole is in the Bluegrass physiographic region of Kentucky. As discussed previously, most of the county is in the Inner Bluegrass, the Hills of the Bluegrass, and the Outer Bluegrass sub-regions, while some areas along the southeastern edge of the county fall into the Knobs sub region. The Inner and Outer Bluegrass areas are underlain with limestone while the Hills of the Bluegrass are underlain in Eden Shales, which are easily eroded. The Knobs are erosion remnants of the eastern Kentucky mountain escarpment.

The topography ranges from rolling to hilly. Topographic variations are closely related to the geologic formations and to the kinds of soils. The most extreme slopes are found in the entrenched valleys of the Kentucky and Red Rivers along the county's southern boundary. The highest elevations are found on the drainage divided between the Kentucky and Licking Rivers with the highest elevation, 1120 feet, on a ridge adjacent to KY 15 between Winchester and Pilot View. The lowest elevation is the Kentucky River at the junction of Clark, Fayette, and Madison Counties. At normal pool level, this elevation is 549 feet.

Groundwater

The water table is the underground surface below which all spaces between soil grains are filled with water. Normally this is a sloping, flowing surface which roughly follows the ground level above and slopes down to ponds, lakes, streams, seeps or springs where it intersects with the ground surface. Its depth below ground can vary and can fluctuate seasonally or over long periods. In areas of karst topography, often, natural springs exist reflecting the shallow depth to groundwater in these areas.

It is important to note that the majority of the urban-type land uses in and around Winchester are served by the city or county public water systems which derive their water from the Kentucky River and a reservoir on Lower Howard's Creek. They, therefore, do not rely on groundwater as their source; however, the quantity of groundwater sources is often reflected in the quantity of surface water sources.

Quantity is not the only factor to be considered when seeking a source of drinking water for human use; quality is also very critical. The addition of organic and inorganic materials to the surface and groundwater can cause significant water quality deterioration. Problems can occur due to agricultural run-off, inefficient, poorly designed, or over capacity septic systems, and run-off from streets and roads. Dumping into sinkholes and caves, which lead directly into underground watersheds, can result in serious pollution of both ground and surface water systems. Potentially hazardous materials such as animal wastes, fertilizers, and effluent from septic tanks are not sufficiently filtered through the soils and the contaminants move quickly into the water supply. The use of abandoned wells for waste disposal is also very hazardous due to the direct contact with the groundwater reservoir.

The preservation of rural water quality is an issue identified through the Rural Energy for America Program (REAP) study as a major concern to rural landowners. This supports the rural

planning concept that rural areas of Clark County, which are not currently served by a public water system, should be carefully planned and controlled, monitoring their wells and cisterns for quality as well as quantity to ensure a healthy clean water supply.

Slopes

The percent slope of the county's land must be considered as it affects both the use and maintenance of the lands in question. The relationship between slope and land use can be generally classified to help determine the appropriate land use activity. Slopes under 4%, rising four feet per 100 feet of horizontal distance, are relatively flat and are usable for all kinds of intense activity. Slopes above 15% are steep and make erection of buildings difficult and expensive.

Slopes vary significantly across the county and each development needs a careful examination of the topography of the specific site before the development is approved. As noted previously, areas best suited for crop and pastureland also offer the fewest limitations to urban development. The steep slopes and knobs of much of eastern Clark County cannot support intense agricultural development or high-density urban type development. The more gently rolling topography of the Inner Bluegrass region of western Clark County contains both the prime agricultural areas and the areas best suited for urban development.

Again, a good balance between these rural and urban uses must be thoughtfully maintained through sound planning and decision-making relating to new development. The City of Winchester at this time has adequate gently sloping lands within its urban area to meet most of the urban land use requirements for the planning period.

Floodplains

Flooding is primarily the result of excessive amounts of rainfall or a heavy melting of snow. In undeveloped areas, flooding generally poses few problems because the natural floodplain allows for the storage of floodwaters. However, as urban development occurs in watershed and floodplain areas, surface runoff is increased and the natural storage areas can no longer retain all of the floodwaters. This results in flooding in the development within the floodplain areas as well as increases in flooding in downstream areas, which were previously, unaffected by floodwaters. All development proposals should be required to discuss how the proposed development relates to the 100 year flood boundaries for Winchester and Clark County identified by the National Flood Insurance Program on their National Flood Insurance Rate Maps (FIRM) prepared in 1986.





Because urban development continues to alter the natural floodplain areas, the city and county should address the need for a comprehensive storm water management plan and system to deal with additional runoff in the developed areas.

TRANSPORTATION

Introduction

An effective, efficient transportation system is one of the most critical elements a city or county must have if it is to grow and develop and provide its people with the necessary residential, commercial, industrial, and recreational facilities. Land use is affected immeasurably by transportation. Transportation is, therefore, included in this comprehensive plan. The transportation analysis of this chapter will concentrate on a description of the existing facilities. Chapter VI will further address the limitations of the existing facilities as well as recommended changes, improvements, or new construction.

Clark County has an adequate inter-county, as well as intra-county highway network for the through movement of its people and goods. However, it is imperative that normal upkeep and maintenance be continued, improvements be made when needed, and new construction be initiated where necessary if this system is to remain workable and effective. Clark County is served by several major roads which link Winchester with the small unincorporated areas of the county, as well as highways linking Winchester and Clark County with the surrounding counties and states.

Surface Transportation

Introduction

Winchester/Clark County's roadway network includes a variety of design, use and access characteristics, and these features have a substantial impact on not only the efficiency and safety of transportation, but also the types of land uses that occur or may be appropriate in a given location. As a means of understanding the presence and potential impact of these factors, the Kentucky Transportation Cabinet and other local and national transportation planning entities classify roads according to functional classifications. Exhibit 2-27 illustrates the functional classifications of Winchester/Clark County existing roadways.



EXHIBIT 2-27
Transportation Network



A description of the classifications that appear on Exhibit 2-27 is provided below.

- Urban Interstates. These roads are high-capacity, fully-controlled roadways that are part of the national Interstate Highway System.
- Principal Arterial – Urban and Rural. These roads are generally non-interstate roadways that carry relatively high volumes of traffic that is entering, leaving, and bypassing the urban area, as well as intra-city travel between the central city, outlying areas and suburban centers. Principal Arterials generally employ a relatively direct route and are connected and with other principal arterials and other major systems.
- Minor Arterial – Urban and Rural. Minor arterials support trips of moderate length and are designed to provide a higher degree of land access than principal arterials. Within the larger roadway networks, minor arterials connect lower level roads to higher-capacity regional networks. Minor arterials generally provide a somewhat lower level of travel mobility, and are more likely to use traffic signals and other traffic management techniques. Ideally, minor arterials do not penetrate identifiable neighborhoods, but provide connections between communities and neighborhoods and may carry local bus routes.
- Major Collector – Urban and Rural. Major collectors facilitate the movement of traffic within the geographic area and conduct traffic with destinations elsewhere to the arterial and interstate networks. Collectors also provide a higher level of land access and traffic circulation options, and may connect or pass through centers of activity, including neighborhoods and industrial or commercial areas for urban collectors and county seats or large towns for rural major collectors.
- Minor Collector – Urban and Rural. Minor collector roads provide service to small rural communities and link locally-important traffic generators to rural areas. Minor collectors should be distributed across the geographic area according to population density to collect traffic from local roads.

Road Network

Clark County and the City of Winchester are strategically located on the state's roadway system. The most significant roadway in the county is Interstate 64, which serves not only as a vital transportation link to other parts of Kentucky and the nation, but as an important economic catalyst as well. Interstate 64 enters Clark County from Montgomery County to the east and heads in a west south-westerly direction until reaching Winchester where it turns west-northwesterly exiting into Fayette County at Clark County's western boundary. Three interstate interchanges serve Clark County. The county's other limited-access divided highway is the Bert T. Combs Mountain Parkway (principal arterial), whose northern terminus is in Clark County where the road intersects with Interstate 64, 1.4 miles east of the Winchester city line. From this terminus, the Mountain Parkway heads in a southeasterly direction and exits the county at the southeastern boundary into Powell County. The county also has two important two-lane roads (minor arterials) that serve both inter-county and intra-county traffic. US 60 links Clark County to the Lexington-Fayette County urban area to the west and provides a link from rural northeastern areas of the county to Winchester. US 60 enters Clark County from Montgomery



County to the east and meanders its way in a westerly direction for six miles where it turns southwesterly and heads into Winchester. From Winchester the road turns northwesterly and exits into Fayette County from the northeastern sector of the county. The segment from Winchester to Fayette County is experiencing growth pressure and is the most heavily traveled two-lane road in the county. KY 627 enters Clark County in the north from Bourbon County and heads south into Winchester. Just prior to its intersection with Interstate 64 the road becomes a four-lane until it intersects with US 60. From there it continues on as a two-lane road, heading in a south-southwesterly direction and exiting the county into Madison County. From KY 627's intersection with the Winchester Bypass (KY 1958) to the Kentucky River, KY 627 is a model two lane highway with ideal lane widths, ample shoulders and well-conceived passing zones. The road has also spurred residential growth near Winchester on adjoining roads, primarily along Old Boonesboro Road (Old KY 627).

There are several other two-lane roads in Clark County that serve as major transportation corridors for movement within the County. KY 89 (rural major collector) begins in the City of Winchester and travels in a southeasterly direction, passing through Ruckerville and Trapp before exiting into Estill County at the southern boundary of Clark County. KY 15 also begins in Winchester traveling in an east-southeasterly direction and passing through Pilot View and Goffs Corner before exiting from the southeastern corner of the county into Powell County.

KY 1958, also known as the Winchester By-pass, is a four-lane roadway that begins at the western I-64 interchange and travels southeasterly for approximately 2.5 miles, terminating at its intersection with KY 627. The roadway roughly follows Winchester's western boundary and connects Interstate 64 with KY 627 South, the primary access to historic Fort Boonesboro. The Eastern Winchester By-pass (Veterans Memorial Parkway) KY 1958, begins at KY 627 (Paris Road) and ends at KY 89 (Irvine Road).

KY 2888 begins at the western I-64 interchange and travels in a northwesterly direction parallel and adjacent to I-64. Several mobile home parks and subdivisions as well as commercial and industrial firms have located along the roadway. The road terminates at the intersection with KY 1678. KY 1678 enters Clark County from Bourbon County at the northwestern corner of the county and travels south approximately 2.5 miles before terminating at its intersection with US 60.

County Road Problem Areas

In order to determine traffic problem areas in Clark County, traffic counts for the US and state roadways were obtained. The following tables depict traffic counts for 1997 and 2003 for selected roadways (at the noted intersections) within the county. As can be expected, the most heavily traveled routes are those that connect points in the county with the City of Winchester, and the highest counts are in areas immediately adjacent to the City.



Rural Traffic Counts

	1997	2003	2007-2010
Interstate 64 (east to west)			
US 60 interchange (Exit 101)	19,500	27,800	40,077 (10)
Mountain Parkway	28,500	39,400	-
KY 627 (Exit 96 -- Paris Road)	33,200	45,400	43,369 (10)
KY 1958 (Exit 94 – Winchester By-pass)	38,100	37,600	-
Mountain Parkway			
Powell County Line	N/A	14,100	11,822 (09)
US 60 (east to west)			
I-64 overpass	2,950	3,420	2,731 (08)
KY 15 (Winn Avenue)	8,930	14,200	10,092 (07)
KY 89 (Washington Street)	12,700	15,400	-
KY 627 (Maple Street)	11,800	17,800	-
KY 1958 (Winchester By-pass)	23,600	20,100	20,652 (06)
Caudill Drive	21,600	11,600	8,131 (08)
KY 1678 (Venable Road)	9,760	9,860	8,357 (09)
KY 627 (north to south)			
Hoods Creek Bridge	2,320	9,380	-
I-64 interchange (Exit 96)	6,950	17,800	15,516 (07)
US 60 (Lexington Avenue)	15,600	17,700	22,259 (05)
Clark County High School entrance	13,700	12,500	9,502 (08)
KY 1958 (Winchester By-pass)	12,000	15,000	8,357 (09)
KY 89 (southeast to Winchester)			
KY 974 (Conkwright Road)	2,250	1,890	-
Old Ruckersville Road	2,820	3,290	3,538 (08)
Broadway	6,460	7,130	5,062 (09)
KY 15 (southeast to Winchester)			
KY 974 (Goffs Corner)	1,410	1,350	1,214 (09)
Schollsville Road	2,360	1,930	-
Morris Road	5,150	3,120	3,234 (08)
KY 1960 (Ecton Road)	8,410	6,480	-
Jackson Street	8,400	10,000	5,234 (09)
KY 2888 (east to west)			
KY 1958 (Winchester By-pass)	4,510	5,110	3,454 (07)
Rockwell Village Trail	3,790	1,930	1,961 (08)
KY 1678			
I-64 Overpass	1,330	1,880	1,626 (08)
Bourbon County Line	N/A	773	1,177 (08)



Freeways

According to the *Highway Capacity Manual*, traffic flow on fully controlled freeways remains at an acceptable level of service if there are fewer than 1,000 vehicles per hour per lane (vphpl) on the roadway.

Major Two-Lane Rural Highways

The *Highway Capacity Manual* describes level of service C as that point where delays (back-ups behind slower moving vehicles) begin to form and average speeds equal to the speed limit are not maintained. On two lane rural roads, to obtain a level of service C, daily traffic volumes typically cannot exceed 4,700 vehicles per day. Given this criteria, US 60 between the Winchester city line and the Fayette County line and KY 627 in segments continue to be potential problem areas. Generally, in order for improvements to be made, however, a level of service D or 7,200 vehicles per day (vpd) must be present.

City Roadways

In order to examine how roadways in Winchester function, traffic counts were obtained for selected roadways in and around the city. Some of these counts are also included in the rural roads listed above. The counts below are listed by street name rather than route number because routes have different functions and run along different streets in the city.

Urban Traffic Counts

	1997	2003	2007-2010
Lexington Avenue (US 60 west of Main St.)			
Maple Street (KY 627)	11,800	17,800	8,455 (08)
Burns Avenue	16,500	19,000	-
Garner Street	18,500	21,600	18,654 (07)
Meadowbrook Court	23,900	32,400	-
By-pass (Winchester KY 1958)	23,600	20,100	17,080 (09)
Caudill Drive	21,600	11,600	-
Winchester Bypass (KY 1958)			
I-64 Interchange (Exit 94)	8,670	22,300	20,303 (09)
Lexington Avenue (US 60)	10,800	24,500	26,699 (08)
Fulton Road	22,700	26,800	-
Colby Road (KY 1927)	17,000	13,500	23,128 (07)
Boonesboro Road (KY 627)	11,500	8,590	11,789 (09)
Maple Street (KY 627 north of Lexington Ave.)			
I-64 interchange (Exit 96)	6,950	17,800	18,795 (10)
Magnolia Street (KY 2343)	16,100	14,000	13,318 (07)
Washington Street (KY 89)	7,560	16,100	-
Lexington Avenue (US 60)	15,600	17,700	15,971 (08)



	1997	2003	2007-2010
Main Street (US 60 north of Lexington Ave.)			
Regan Drive	1,950	4,230	2,630 (09)
Magnolia Street (KY 2343)	2,990	6,850	1,136 (07)
KY 15 (Winn Avenue)	8,930	14,200	5,784 (08)
KY 89 (Washington Street)	12,700	15,400	10,092 (07)
East Broadway Street	14,700	12,500	-
Boone Avenue (KY 627 south of Lexington Ave.)			
Belmont Avenue (KY 1927)	11,800	10,700	10,780 (07)
Clark County High School entrance	13,700	12,500	9,502 (08)
Winchester By-pass (KY 1958)	12,000	15,000	14,693 (09)

Road Classification

Of the roadways listed above, segments of Winchester By-pass (KY 1958) serve as principal arterials (serving major through movements between important centers of activity within the city). Lexington Avenue, Maple Street, Colby Road/Belmont Avenue, Boone Avenue the Veterans Memorial Parkway and East Washington Street serve as minor arterials. For Lexington Avenue, the major arterial segment runs between Main Street and the Winchester By-pass (KY 1958) and links downtown to a major shopping area. The Winchester By-pass serves as a major arterial between I-64 and Colby Road (now identified as a minor arterial) and links the major shopping area with roads that collect residential traffic heading for the retail center. Maple Street is a major arterial from I-64 to Lexington Avenue and links the interstate and industrial areas to downtown. Main Street and Boone Avenue serve as minor arterials (a facility that connects and augments the principal arterial system) and provides access to downtown from outlying areas. East Washington Street is a borderline minor arterial because short segments have high volume of traffic. However, the rest of these roadways would be considered collector streets, thus the classification of these roadways are difficult. All the other streets in the City are considered collector or local streets.

Problem Areas

For cities the size of Winchester, primary arterials need further study if volumes are higher than 5,000 vehicles per day per lane. These arterials are in need of minor improvements if volumes exceed 7,500 vehicles per day per lane, and are in need of more in-depth improvements if volumes exceed 10,000 vehicles per day per lane. Given these criteria, Lexington Avenue is in need of widening between Maple Street and the Bypass, and on some segments, is close to needing major improvements. Some minor arterials are also in need of improvements and widening. For minor arterials, volumes in excess of 8,500 vpd require further study and volumes in excess of 12,000 vpd require minor improvements.



A county-wide transportation study conducted by Palmer Engineering was completed in 2007 to determine in detail the transportation improvements which should receive priority in the future. The summary results of the study include:

- Significant traffic congestion will be experienced on the following roadways:
 - US 60/Lexington Avenue
 - Rockwell Road
 - Winchester By-Pass
 - Colby Road
 - Boonesborough Road (KY 627)
 - KY 1923
- Committed Projects
 - Widening I-64 to 6 lanes – Van Meter Road to Mountain Parkway (underway now)
- Existing or Recently Completed Projects
 - KY 1958/I-64 Interchange
 - Veterans Memorial Parkway, KY 627 to KY 89
- Recently Committed Projects
 - New Interchange at KY 974 at the Mountain Parkway
 - Spot improvements on KY 89 – Winchester toward the Power Plant location
 - Bridge Replacement over Dry Fork of Upper Howard Creek – KY 89
 - Railroad crossing bridge on Van Meter Road for Industrial Park access
- Proposed Projects
 - Extension of Veterans Memorial Parkway – KY 89 to KY 627 – TOP PRIORITY
 - West Side Arterial Street (extension of Fulton Road, Frontier Way, Colby Ridge Boulevard, Cosby Ridge Boulevard, Pintail Lane)
 - North Side Arterial – Rockwell Road to KY 627
 - Extension of Van Meter to North Side Arterial
 - Extension of Rolling Hills Lane
 - New road between KY 627 and US 60
 - KY 627 at I-64 interchange improvements
 - KY 627 north of I-64 widening
 - Winchester Access Management Plan

Six Year Highway Plan

The Kentucky Transportation Cabinet maintains a list of projects to be executed during a six-year period. Projects that have been identified in the current 2006-2012 Plan include:

- Widening I-64 to six lanes
- Replacing bridge over Upper Howard Creek at Ruckerville
- Building an interchange at Mountain Parkway and KY 974
- Spot improvements on KY 89 from Winchester south towards Clark/Estill proposed Power Plant location

- Widen KY 89 Winchester-Irvine Road from milepost .96 to 1.96
- Widen KY 89 Winchester-Irvine Road from milepost 1.96 to 2.93
- Widen KY 89 Winchester-Irvine Road from milepost 3.06 to 4.28
- Widen KY 89 Winchester-Irvine Road from milepost 5.02 to 6.53
- Widen KY 89 Winchester-Irvine Road from milepost 7.02 to 7.51
- Widen KY 89 Winchester-Irvine Road from milepost 9.30 to 9.69
- Widen KY 89 Winchester-Irvine Road from milepost 10.09 to 10.88
- Widen KY 89 Winchester-Irvine Road from milepost 12.45 to 14.32
- Construct Railroad Crossing Bridge on Van Meter for Industrial Park Access

Truck Transportation

Clark County is within two days drive of most cities east of the Mississippi River, except the New England area. Truck routes are available using four-lane divided highways to all points.

Rail Transportation

Mainline rail service to Clark County is available from the CSX Transportation Company. The nearest intermodal facilities are provided by the Norfolk-Southern Corporation in Georgetown, approximately 30 miles northwest of Winchester.

Non-Land Surface Transportation

Water Transportation

Although Clark County is bounded on the south by the Kentucky River, it is not considered navigable for commercial traffic because of the narrowness of the local lock system. The nearest commercially navigable waterway is the Kentucky River at Frankfort, where a 6 foot navigation channel is maintained. A 9-foot navigation channel is maintained on the Ohio River. The closet point on the Ohio River to Winchester is approximately 65 miles away at Maysville.

Air Transportation

While Clark County does not currently have a local airport, it is within a short distance of two airports. In recent years, there has been no significant interest in pursuing a local airport for Clark County. The airports currently serving Clark County include the Mt. Sterling-Montgomery County Airport, located approximately 15 miles east of Winchester at Mt. Sterling, and the Bluegrass Airport located west of Lexington approximately 30 miles from Winchester. The Mt. Sterling-Montgomery County airport is able to handle small planes and air freight service is available if charters are arranged in advance. The following chart describes the facilities and services available at Mt. Sterling-Montgomery County Airport.

Location: Mt. Sterling-Montgomery County Airport, Mt. Sterling
Runways: 1 paved
Length: 5,001 feet
Traffic Control: Wind sock and tetrahedron, NDB instrument approach, unicom, AWOS frequency 120.675
Lighting: Sunset to sunrise, rotating beacon, VASI and REIL
Services: Jet fuel, charter, flight instruction, tie downs, hangar, major and minor A & P repairs
Air Freight Service: Chartered air freight services must be arranged



The second airport serving Winchester/Clark County is a little bit further away, located west of Lexington on US 60, approximately 30 miles from Winchester. The Bluegrass Airport provides commercial airline service as well as small plane and air-freight service. The following chart describes the facilities and services available at Lexington's Bluegrass Field.

Location: Bluegrass Airport, Lexington, Kentucky

Runways: 2 paved

Length: 7,000 feet; 3,500 feet

Traffic Control: Control tower

Lighting: Approach lighting system, beacon, runways, and obstructions lighted, VASI

Services: Delta, US Airways Express, Continental Express, United Express, Northwest AirlinK, ATA Connection, fuel - 100L and jet-A hangars, tie-downs; major A & P repairs; major Avionics repairs; APU, charter, flight instruction oxygen, plane rentals, survival equipment; taxi, limousine, car rentals, courtesy car, weather information; restaurant, snack bar

Air freight Service: Air freight terminal

Mass Transit

Existing mass transit resources are limited in Winchester/Clark County, provided by the Kentucky River Foothills Development Council serving Clark, Estill, Madison and Powell Counties. This services runs on a regular 90 minute loop, Monday-Friday from 8am – 5pm, excluding National Holidays. Bus fare is \$1.00 which includes an all day pass. There are 28 stops in the County to service resident needs. Wheelchair assisted door-to-door service and “adding a stop” are available with 24 hour notice if within $\frac{3}{4}$ mile of an existing stop. Kentucky River Foothills also has a bus route from Winchester to Lexington which has a \$40.00/month fee.

CHAPTER III GOALS AND OBJECTIVES

Adopted by Clark County Fiscal Court 2-23-2011 and Winchester City Commission 3-1-2011

INTRODUCTION

One of the most important elements in the preparation of and/or update to a comprehensive plan is the development of realistic goals and objectives. Goals and objectives should address the major issues and concerns that are and will be facing Winchester and Clark County over the planning period. Sound goals and objectives will provide the legal framework and documentation for planning and development decisions.

The goals and objectives are the only element of a comprehensive plan required to be adopted by the local legislative bodies. The planning commission is required to hold a separate public hearing related to the proposed goals and objectives and make a recommendation to the City Council and Fiscal Court for their adoption. Sound goals and objectives provide the framework for planning and development policies and programs. For a community's planning program to be effective the strategy must be followed continuously and the plan must be used as the basis for making everyday decisions affecting the future expansion of the entire area. For the purpose of developing the goals and objectives and policy statements, the following definitions will be assumed:

- **GOAL** - a goal is the end result toward which actions, activities and attitudes are aimed.
- **OBJECTIVE** - an objective is the action, activity or attitude used to achieve the goal or the end result.
- **POLICY STATEMENT** – a policy statement translates the broad goals into precise decision making guidelines that should be considered and evaluated in allocating resources, making public improvements, directing growth, and reviewing private development proposals.

AREAS OF CONCENTRATION

The Goals and Objectives element addresses issues under the eleven major areas of concentration:

1. Community Services
2. Infrastructure – Sewer and Water
3. Transportation
4. Local Government
5. Land Use
6. Tourism
7. Natural Resources
8. Parks and Recreation
9. Historic Preservation
10. Housing
11. Crossroads Communities



Policy statements related to the various topics will be included in the recommendations of the land use, transportation, and community facilities chapters of the plan.

WINCHESTER/CLARK COUNTY VISION

Winchester and Clark County will provide the best possible service available to meet all the infrastructure, emergency, medical and educational needs of the community. The city and county will work together to develop responsibly and to attract high quality businesses and industries to the area. Winchester/Clark County will provide residents with a wide range of recreational opportunities while also preserving green space, historic landmarks and the natural beauty of the area. Winchester/Clark County will provide meaningful opportunities for people in all life phases and income levels to live, learn, work, worship, and play.

GOALS AND OBJECTIVES

Community Services

Goal

CS-1. Provide existing developments, as well as all proposed new developments, with adequate community services and facilities in an orderly and efficient manner.

Objectives

- a. Encourage all public agencies to develop a long-range master plan for their operations and seek ways to implement the resulting plans.
- b. Encourage the development and coordination of Capital Improvements Plans estimating costs and prioritizing projects for construction and improvements in the area of all public facilities.
- c. Coordinate local planning efforts for the expansion of facilities with local school board goals and projected population growth.
- d. Protect, maintain, and promote improvement of the health and well-being of the citizens of Clark County through the Clark County Health Department and through the provision of emergency health and ambulance services, long term care, inpatient and outpatient services, and public education.
- e. Support maintenance of a dependable electrical supply and encourage alternative sources.
- f. Support adopted solid waste plan policies, which includes the expansion of recycling to the greatest feasible extent.
- g. Support opportunities to expand cable and broadband internet services to rural residents.

Infrastructure – Sewer and Water

Goal

- I-1. Provide the infrastructure necessary to accommodate the water and sanitary sewer needs of the current community and the capacity to address future needs.

Objectives

- a. Improve and expand potable water quality and supply.
- b. Improve quality and availability of the sanitary sewer system.
- c. Develop a program or storm water authority to address current retention and detention systems and manage the ongoing regulatory needs of the City and County.
- d. Utilize natural features and appropriate development policies to reduce the impacts of storm water runoff.

Transportation

Goal

- T-1. Provide for efficient transportation systems capable of moving goods and people in a safe manner.

Objectives

- a. Provide for the safe movement of pedestrians in appropriate areas, including the installation of sidewalks and pedestrian walkways in high traffic areas.
- b. Require appropriate access management strategies in conjunction with new roadway construction and existing roadway and street improvements to increase the efficiency and safety of the transportation system.
- c. Improve traffic circulation by extending dead-end streets and requiring loop streets whenever possible.
- d. Evaluate opportunities to enhance and coordinate transit, and raise awareness of existing transit resources
- e. Create a process for county transportation planning that coordinates the comprehensive planning process with the formulation of the "Roadway Construction Plan for Winchester and Clark County."
- f. Participate actively in regional transportation initiatives to support improved access to the region.

Local Government

Goal

- LG-1. Encourage effective and efficient local government.

Objectives

- a. Encourage ongoing communication and coordination between units of local government as a means of promoting well-planned and orderly growth.



Land Use

Goal

LU-1. Land uses should be developed in a manner that adheres to the comprehensive plan and avoids creating negative impacts on surrounding land uses.

Objectives

- a. To the greatest extent possible, synchronize development with local municipal services and utilities and the comprehensive plan land use element.
- b. Discourage incompatible land uses near major noise generators such as railroads, airports, loud industries and interstate highways.
- c. Encourage adequate landscaping buffering between incompatible uses through the continued enforcement of the "Landscape and Land Use Buffer Guidelines" of Clark County.
- d. Limit commercial land uses within residential zoning districts to those uses that help meet the day-to-day needs of the residents of the area.
- e. Review and amend local land use regulations to ensure that they encourage quality development that protects the natural features of the land, allows for innovative development, allows for the efficient delivery of urban services and traffic flow, and does not circumvent the provisions of the comprehensive plan.

Goal

LU-2. Facilitate the continued strengthening of the Central Business District of Winchester.

Objectives

- a. Continue to preserve and support the Central Business District and Historic District Overlay area by recognizing its significance as a historic regional center and its appropriateness as a location for retail, offices, residences and government activities.
- b. Promote and facilitate efforts to create downtown residential options in appropriate spaces.
- c. Promote safe, well-lit and adequate parking in the Central Business District through continued enforcement of parking regulations, the utilization of rear lot parking for employees, and the development of additional public and private parking.
- d. Support and coordinate the efforts of the Winchester First Executive Director and the Winchester First Program with decisions made by the Planning Commission related to reuse of buildings and lots in the downtown area.

Goal

LU-3. Accommodate diversified industrial development that will assist in providing for a broad and stable economic base while retaining the area's character.

Objectives

- a. Assure that adequate land with appropriate land use controls and services is provided for future industrial development, including appropriate access and access management opportunities.
- b. Encourage the development of a diverse range of industries.
- c. Pursue opportunities to establish industries that will be a long-range asset to the community.
- d. Promote the expansion of existing industry.
- e. Facilitate the reuse of existing vacant industrial buildings in a manner compatible with the surrounding areas.

Goal

LU-4. Promote the county's agricultural economy and diversity.

Objectives

- a. Preserve the integrity of the agriculturally zoned areas in the county by requiring that residential, commercial, and industrial development shall only occur in areas appropriately zoned or designated by the Comprehensive Plan.
- b. Promote the diversification of the agricultural economy by encouraging the production and marketing of new agricultural products and industry.
- c. Encourage agriculturally related industries and businesses to locate within suitable areas to provide agricultural centers to serve the county's agricultural needs.
- d. Establish a committee to explore the designation of scenic corridors (on rural public roads) that deserve special attention by structuring regulations that will preserve the rural atmosphere and beauty of the landscape without devaluing the land. Undeveloped land that is currently designated for future urban development by the Winchester/Clark County Planning Commission should be exempt.
- e. Develop a strategy for protecting and promoting scenic corridors as a means of maintaining the community's rural character and supporting tourism and rural resource-related economic activity.

Goal

LU-5. Accommodate the various levels of commercial needs of the residents of the City of Winchester and of the County.

Objectives

- a. Encourage, through zoning, the development of well-located and designed commercial areas.



- b. Require commercial development, through zoning regulations, to complement neighboring properties and manage site access to minimize traffic impact.
- c. Encourage the development of existing neighborhood commercial districts that cater to the daily needs of those in the neighborhood and are within a reasonable walking distance of most of the neighborhood.
- d. Promote the redevelopment of vacant commercial buildings or lots.

Tourism

Goal

T-1. Support new and innovative means to encourage tourism.

Objectives

- a. Support the development of a tourism plan that would facilitate the promotion of tourism throughout the county. Agri-tourism and heritage tourism should be an integral part of that endeavor.
- b. Encourage the development of the Boonesborough area in a manner oriented toward tourism. Ensure that all development is compatible with the rural and historic nature of the area.

Natural Resources

Goal

NR-1. Protect and preserve the natural resources of Clark County and ensure that development is planned so as not to have an adverse environmental impact.

Objectives

- a. Identify and protect sensitive natural resource sites and unique special areas from the effects of incompatible development.
- b. Protect surface water (i.e. lakes and streams) and groundwater aquifers.
- c. Support education programs and conservation efforts that will promote unique natural areas.

Parks and Recreation

Goal

PR-1. Support development of parks, walking and biking trails to provide additional, maintained greenspace and recreational use.

Objectives

- a. Encourage development and maintenance of outdoor recreation areas serving the recreational needs of the community, utilizing available vacant lands in new and existing neighborhoods.
- b. Explore the feasibility of a countywide Park Assessment District to fund the creation of, expansion of and maintenance of parks in accordance with a Parks and Recreation Plan.
- c. Encourage the development of bicycle paths and/or walking trails, especially as such paths relate to and serve downtown and recreational areas.

- d. Encourage the development and coordination of a City/County Parks Plan for the acquisition and maintenance of facilities that will meet the needs of the citizens of Clark County.
- e. Support renovation of existing parks to support local communities by bringing park facilities to current standards.

Historic Preservation

Goal

- HP-1. Support the preservation and adaptive reuse of Clark County's and Winchester's historic places.

Objectives

- a. Facilitate the creation of an intensive cultural resources survey of Clark County to establish a sound basis for evaluating the significance of historic resources and identifying appropriate management strategies.
- b. Encourage the productive reuse of historic buildings and sites through private ownership by designation of the site as a historic property within a Historic District Overlay.
- c. Encourage the preservation of all privately owned cemeteries.
- d. Encourage historic preservation interest groups, both public and private, to cooperate and coordinate the recognition, restoration, and tourism potential of old and historic buildings, sites and districts within Clark County.
- e. Encourage city and county governments to consider adoption of historic preservation policies.

Housing

Goal

- H-1. Provide housing opportunities to meet the needs of all citizens within Clark County, while maintaining the quality of life.

Objectives

- a. Promote the continued enforcement of standard building codes that ensure the structural quality of all dwelling units.
- b. Support strong, functional neighborhoods through planning and land use regulations designed to encourage their stability.
- c. Continue to identify and prioritize Winchester's blighted and deteriorating neighborhoods and promote the revitalization and rehabilitation of the same.
- d. Encourage the development of existing neighborhood commercial districts that cater to the daily needs of those in the neighborhood and are within a reasonable walking distance of most of the neighborhood.



- e. Accommodate manufactured home development in a manner that is responsive to changes in the manufactured housing industry, sensitive to the needs of those seeking affordable housing and protective of adjacent property.
- f. Ensure that new neighborhoods are designed to provide access to municipal services and facilities capable of supporting the population of the neighborhood.
- g. Facilitate the creative design of residential developments so as to promote desired elements, including well-planned neighborhoods, protected pedestrian and bike ways, open space areas for recreation, and preservation of natural features.
- h. Facilitate neighborhood-level involvement in planning and zoning decisions.
- i. Monitor the effectiveness of city and county efforts to enforce property maintenance through the administration of their respective property maintenance codes and seek opportunities to improve their protection of city and county property values.

Crossroads Communities

Goal

- CC-1. Plan for the preservation and appropriate reinforcement of existing crossroads communities.

Objectives

- a. Develop a small community zone that allows the expansion of residential development on lots of at least one acre and limited commercial development in existing rural communities that have a distinctive identity, in accord with Clark County Health Department regulations.
- b. Develop new regulations that are designed to encourage the planned growth and stability of existing rural communities.
- c. Designate areas within existing rural communities that could accommodate commercial use that would cater to the daily needs of those in the community.
- d. Encourage future land development in centralized patterns near existing development, minimizing decentralized patterns.

CHAPTER IV LAND USE PLAN

The land use plan consists of two components including the identification and discussion areas considered for future development and a set of guidelines for the location of various land uses.

This chapter presents information on the future land use for Winchester and Clark County. The future land use plan element incorporates the vision, goals and objectives, and the recommendations of previous and current planning efforts, including recently approved development areas, as a guide to future land use decisions. Intergovernmental coordination is highly encouraged where this land use plan abuts or shares a common boundary with surrounding jurisdictions.

This chapter is divided into five sections: the Urban Planning Boundary (UPB), Future Land Use Urban Development Areas, Guiding Principles for Proposed Urban Land Uses, Future Rural Land, and Application of Maps and Principles. These five elements work in conjunction to provide growth management policies and strategies for the Winchester/Clark County planning area. While this document is to be updated every five years, the policies and strategies in this plan should be considered to have a 20 year horizon.

URBAN PLANNING BOUNDARY (UPB)

The urban planning boundary (UPB) was first established in the 1997 Comprehensive Plan update and continued in the 2004 and 2012 update as a mechanism to identify lands where the appropriate infrastructure was already in place to permit higher density development. All utilities are readily available for properties within the urban planning boundary. Properties within this boundary should be the first area of consideration for higher development densities in order to prevent sprawl and to provide for more fiscally responsible, sustainable development. Based on growth projections, the urban planning boundary should be sufficient to handle expected growth over the next 5 years when the next update is undertaken.



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EXHIBIT 4-1
Urban Service Boundary



FUTURE LAND USE URBAN DEVELOPMENT AREAS

The purposes of this section are to determine the future land use needs of Clark County and the City of Winchester and to designate those areas which are most appropriate for the needed growth and development. These future land use needs are projected by examining the existing land use patterns, development opportunities and constraints, and the population trends and projections for Clark County as a whole. Economic trends also provide a good foundation for determining local future commercial and industrial needs. To meet most of these needs, urban land areas inside the city limits of Winchester, which are currently vacant, are considered first and foremost for possible development by analyzing the existing adjacent land uses, transportation systems and community facilities. Some areas within Winchester, which are currently developed but have potential for redevelopment for commercial or residential use, are also considered. Availability of transportation and community services in this area make it the prime location for future commercial and industrial land use needs.

A consideration of such characteristics as soil associations and flood hazard areas helps to provide an overview of the development constraints in and around Winchester due to environmental limitations. Man-made limitations such as the locations of existing arterials, highways, railroads, and landfills can also impact the potential future land use pattern. The location of these factors should be taken into consideration when reviewing proposed development plans. When location, development constraints, and space requirements are integrated, a balanced and workable land use plan should result. The urban areas best suited for development are designated in conceptual map form on Exhibit 4-2. The uses are classified as Residential (single family, multi-family, and mobile home parks), Commercial, Professional Office, Industrial or Public/Semi-Public. Rural future land use proposals, which are designated for lands located outside the urban planning boundary, are discussed at the latter portion of this chapter and are also portrayed on Exhibit 4-3. It is important to note that ***both maps must be used in conjunction with the text of this chapter in order to correctly interpret the proposed land uses for areas in question.*** The text and the maps must be used in conjunction with each other. They allow some flexibility and creativity in the direction and type of growth, which will occur in the greater Winchester area and in the unincorporated areas of the county. All land use changes must reflect the principles set forth in this chapter.



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**EXHIBIT 4-2
FUTURE LAND USE – URBAN SERVICE BOUNDARY**





EXHIBIT 4-3
Future Land Use Rural Areas



GUIDING PRINCIPLES FOR PROPOSED URBAN LAND USES

Throughout this comprehensive plan, update is a recurrent theme, which is the need to assure all planning for the future considers the concepts of growth management and sustainable development. Sustainable development is an effort to assure sensible and sensitive coordinated use of our social, environmental, physical and economic resources in a fiscally responsible manner. Guiding principles encompass the importance of always considering the implications of decisions made today on future generations and to try to take mutual advantage of the valuable characteristics of the sometimes competing areas of land preservation and land development. Planning for social and environmental interests typically results in sound economic development now and in the future. In order to promote the orderly and systematic growth of all areas of Clark County, principles for the major types of land uses are provided below as guidelines for consideration of zone change requests.

All New Development

- A. All developments must meet the development plan requirements set forth in the Winchester/Clark County Zoning Ordinance. When appropriate and especially in areas where infill, mixed uses or redevelopment of an existing area is proposed, those principles consistent with the Traditional Neighborhood Development (TND) philosophy shall be considered for implementation.
- B. No development will be allowed to be built in designated 100-year floodplain areas unless approved mitigation measures are taken.
- C. Developments should be prohibited from being constructed on sinkholes and from adversely affecting the drainage basin of any sinkholes. The City of Winchester has adopted a Storm Water Management Ordinance and all development within the city limits must comply with those restrictions. Sinkholes used for drainage shall comply with all State and Federal regulations.
- D. Development shall be contiguous to already built-up areas to minimize costs of extending public facilities such as water, sewer, police, and fire services.
- E. All development proposed in the vicinity of the proposed south and eastern by-pass shall be tied to the actual completed development of this by-pass and the eventual provision of adequate public services and utilities to the area. Once the alignment of the proposed south and eastern by-pass has been determined, dedication of the right-of-way shall be required as a part of the development plan review process.
- F. All new developments that generate 100 or more additional (new) peak direction (inbound or outbound) trips to and from the site during the adjacent roadway's peak hour or the development's peak hour shall submit a traffic impact study at the expense of the applicant. Roadway improvements may be required, at the expense of the applicant, as determined by the Winchester/Clark County Planning Commission based on the acceptance of the study. The table on the following page indicates the threshold for residential developments; all other developments shall submit the analysis to determine the threshold peak. (See table next page)



NUMBER OF UNITS THAT WOULD TRIGGER A TRAFFIC IMPACT STUDY

(100 or more peak direction trips)

ITE Code Land Use UNITS

210	Single Family Detached Housing	150
220	Apartment	250
221	Low-Rise Apartment	250
222	High-Rise Apartment	400
223	Mid-Rise Apartment	350
230	Condominium	300

- G. All new developments that propose outdoor lighting shall submit as part of the development plan a lighting plan to utilize lights that cast light in a downward pattern so that it reduces glare and spreads light onto adjacent areas.
- H. All new non-residential development is strongly encouraged to implement sustainable and energy efficient elements into the proposed development. These elements include, but are not limited to: solar panels, rain gardens, green roof elements, pervious surfaces, non-motorized connectivity to adjacent parcels, energy efficient building construction (LEED certified), "grey water" reuse, etc.

All Residential Uses

- A. Residential neighborhoods should be protected from adverse impacts of proposed developments, encroachments, and land use changes.
- B. New residential development densities should be compatible with adjacent residential areas.
- C. A variety of residential densities should be encouraged in the city to promote different housing types to serve various economic and social levels necessary to promote diversity and population sustainability in the county.
- D. Residential development should be discouraged on lands with steep (greater than 15%) slopes unless proper construction techniques are employed.
- E. Residential areas should be located on well-drained land.
- F. The Winchester/Clark County Planning Commission should have discretion in determining when to require parks and playgrounds. Consideration should be given to the ongoing issue of ownership and maintenance of those facilities. In particular, high-density residential development proposals should address the issue of open space and play areas.
- G. Residential areas should have a street system, that will discourage through and non-residential traffic, and will provide convenient access to neighborhood facilities as well as to adjoining major thoroughfares.
- H. Residential areas should be provided with all necessary services, including fire and police protection, sanitary sewers, and storm sewers. The use of septic disposal systems shall be under the jurisdiction of the Clark County Health Department and in compliance with the Winchester/Clark County Zoning Ordinance.

- I. Development within areas designated for watershed protection: All new developments proposed in the watershed upstream of the Carroll Ecton Reservoir (an unnamed tributary of Lower Howards Creek) shall be subject to water quality protection requirements. All proposed developments in this watershed shall include storm water management practices designed to protect water quality during construction and in the post-development conditions. For developments partially in the subject watershed, the water quality requirements shall apply to the portion of the development within the watershed of the reservoir. All development plans, site plans, and construction plans for new developments in this watershed shall be subject to the requirements and approval of Winchester Municipal Utilities (WMU). Specific requirements for new developments shall be as stipulated in WMU's Watershed Protection Plan.
- J. The preservation and restoration of housing should be encouraged. This will provide quality housing for the existing and future population, and would preserve structures which have architectural and/or historical significance.

High Density Residential (Multi-Family)

- A. High density multi-family residential developments should be: (a) located where there is a major access point on or very near an arterial or major collector street; (b) located near mixed use activity centers; (c) located in areas where a transition is needed between a non-residential use and a lower density residential use where a higher density residential use is acceptable; or (d) located in areas that are desirable for residential development, but due to topographic problems, unusual shape or other land issues, is unsuitable for single family dwelling development. Such a concept will afford a greater number of people immediate and walkable access to activity centers and major streets, would reasonably assure that undue traffic volumes will not be drawn through lower density type development, and would provide for the utilization of "difficult to develop" parcels of land that are not key to preservation as open space.

All Business Uses

- A. Proposed commercial uses should be located on the basis of: (a) adequate service population, according to existing and forecasted population distribution; (b) access via adequate transportation facilities; and (c) the relationship to existing and future surrounding development. Such a concept would discourage over-saturation of commercial activities and result in commercial development which is easily accessible to the population and adequately buffered from adjacent incompatible land uses. On the future land use map, such areas are limited to:
 1. The various incorporated areas in Clark County where the necessary infrastructure currently exists or can be easily upgraded or expanded;
 2. In the rural areas where commercial uses are sized in relation to the purpose of each of the proposed service areas; and
 3. Along the proposed Veterans Memorial Parkway (KY 1958) as it currently exists and as it is expected to expand at key interchange areas only.



- B. Business areas should be convenient to and separate from other use areas when not incorporated into a traditional neighborhood development, a planned development or within the downtown core area.
- C. Concentrated clusters of stores (such as a lifestyle center concept), as opposed to linear developments along major thoroughfares, should be encouraged inasmuch as they are more convenient and tend to protect overall property values. Particular attention should be given to the incorporation of green spaces on the site, internal and external access management and coordinated design elements such as setbacks, access streets and buffer medians.
- D. Existing commercial activities, which are presently located in areas that are not desirable for commercial development, should either be redeveloped or rehabilitated in a manner that would be more in keeping with uses of the surrounding area (not expanded) or as may be proposed in the future. Such a concept will: (a) eliminate or control problem types of development and help to insure that such uses would better blend in with the surrounding community; and (b) discourage over-development of commercial activities, which could have the effect of endangering the economic health of well-located commercial developments.
- E. Buffering, or screening, shall be required when a commercial area is proposed next to residential areas and along the street frontage.
- F. Business development should be designed:
 1. To include circulation patterns for pedestrians and handicapped people (per ADA regulations), and where appropriate, bicycles;
 2. To provide trees, landscaping, benches, and other site amenities;
 3. To prevent signs from being a visual nuisance or a safety hazard to vehicular traffic;
 4. With adequate parking facilities; and
 5. With entrances and exits from major streets that minimize interference with traffic flow and loading areas.

Downtown Business Area

The downtown business area, serving a variety of functions such as retailing, entertainment, residence, administration, and government, is oriented to a countywide or regional market. It requires access to relatively large numbers of people for support and is normally the focal point of all activities in the community. To insure its stability and improve its economic functions, the downtown business area should be:

- A. An area that functions efficiently for shopping and other activities oriented to pedestrians by having convenient parking lots;
- B. An attractive place in which to shop as shoppers tend to patronize an area where facilities are pleasant and convenient;
- C. A provider of a wide range of economic activity;
- D. A development of vacant upper floor areas for residential and office uses.

Neighborhood Business Uses

- A. Development of neighborhood businesses should be allowed when it can be demonstrated that:
 - 1. The need clearly exists;
 - 2. There is a clear benefit to that particular neighborhood; and
 - 3. There is a good transition between adjacent uses that reflects existing architectural and residential character.

Industrial

- A. Locations of industrial type development should be based on area wide considerations that will benefit the county as a whole. Location should be determined on the basis of the advantageous characteristics any given area exhibits for such development and without consideration to arbitrary jurisdictional limitations. Such a concept will result in utilization of the most suitable and desirable land for industrial development and the location of employment centers which would be accessible to the greatest number of persons. The future land use plan identifies such areas primarily along the I-64 Corridor in the proximity of the City of Winchester.
- B. Industries should be located in planned industrial subdivisions or otherwise adjacent to areas of an existing industry to form industrial clusters.
- C. Industrial sites should have good access to highways as well as rail facilities, if necessary.
- D. Water, electricity, gas and sewage facilities in sufficient scale or quantity should be a prerequisite for an industry to begin manufacturing operations.
- E. Industrial areas should be separated from other areas by such buffers as major highways, railroad lines, park or greenbelt areas, or natural geological features. Buffers should be designed when not naturally provided on site (i.e., landscape on frontage roads).
- F. New industrial operations should comply with all state environmental permits and requirements. Additionally, local regulatory agencies are encouraged to consider requiring environmental assessments to insure that local expectations are fulfilled.

Community Facilities

- A. Locations of existing and future community facilities should be based on an area wide approach to the provision of such services. Such locations should also be based on logical service areas, defined according to generally accepted standards identified by authorities in each of these specialized fields (e.g. schools, fire, police, hospital, etc.). Such a concept would insure adequate provision of well located facilities without unnecessary duplication.
- B. Appropriate authorities should work with private developers to incorporate designs for community facility needs into the early stages of development. Such early incorporation shall serve to insure that such facilities do not appear as "after-thoughts" located only where remnants of undeveloped land exist and that capital improvement planning for completion of such facilities can be reasonably programmed. The facilities should also



be designed in such a way as to visually fit with the surrounding community with respect to scale, massing, materials and site placement where appropriate.

Environment

- A. Centralized water supply and centralized sewerage facilities should be developed in a coordinated fashion, to properly service development in urban areas. The extension of water supply into areas not served by centralized sewerage facilities is known to increase water usage and wastewater production and often overloads the capacity of subsurface disposal systems, resulting in ground pollution and unhealthful conditions. Close and continued coordination with WMU is essential to this pursuit.
- B. Septic tanks and other individual on-site sewage disposal systems should not be used to serve urban-type development. In rural areas, where extension of public sewer service is unlikely to occur, residential development should incorporate innovative design with adequate lot sizes or other open areas to accommodate on-site disposal. Widespread use of such sewage disposal methods can result in hazardous environmental conditions (i.e., water and ground pollution, offensive odors, bacteria breeding, etc.). Whenever possible, development should occur where public sewage treatment is available. In the absence of such treatment, where on-site disposal is used, a variety of innovative technologies exist, which can be used to decrease the likelihood of pollution problems such as package treatment systems and Wisconsin Mounding; however, these should be considered on a limited basis and approved by the County Health Department.
- C. Federal, state, and local performance standards should be strictly applied to all development. Such compliance will help to ensure adequate control of air, water, noise, and other types of pollution.
- D. Erosion prevention and control techniques should be stringently applied to reduce sedimentation problems and to manage storm water effectively. Such control will: improve water quality; prevent damage to stream channels and siltation of storm sewer systems which cause flooding of yards, basements, etc.; and prevent the loss of prime topsoil. Consider the implementation of maximum lot coverage or impervious surface ratios in the Winchester Zoning Ordinance to limit the amount of private property covered by impervious surfaces.
- E. As development occurs, stream flow characteristics should be determined and recorded. Such an effort would establish a baseline for future storm water management and water quality monitoring to potentially improve the health and safety of the population who rely on or may be impacted by natural water sources.

Energy

- A. Energy-efficient development should be promoted by employing those types of land use arrangements which will minimize the distance and number of vehicular trips to work, to commercial activities, to schools, etc. Such land use arrangements should also facilitate the provision of mass transit via the concentration and coordination of population and employment centers. Minimizing the distances and number of vehicular trips would reduce the amount of energy (fuel) consumed, and also reduce the impact of auto emissions (pollution) on the environment. Facilitating the provision of mass transit would decrease the dependency on, and use of, the automobile, improving air quality of the region, as well as increasing the opportunities and choices for travel. This effort should be proactively pursued in close coordination with regional mass transit initiatives.

Transportation

- A. A balanced transportation system should be encouraged through the provision of a comprehensive multi-modal approach. Such an approach would achieve the most efficient utilization of all modes of transportation (e.g., air, water, rail, mass transit, highways, bicycle paths, pedestrian walkways, etc.). New development should be encouraged to provide linkages to existing and future developed areas for pedestrians and bicyclists that are physically separated from motor vehicular traffic. This effort should be proactively pursued in close coordination with local and regional mass transit issues.
- B. As future growth occurs and population increases, unnecessary and disruptive traffic should be minimized in residential areas through a combination of street improvements and other disincentives to discourage short cut traffic and the location of high volume traffic generators along major arterial streets, rather than along local streets. The generation of traffic through residential areas creates noise, pollution, and potential safety hazards which would be detrimental to the residential character of the area. It would also result in overloading the design capacity of streets not intended for such purposes, thus reducing the safety in residential areas.
- C. Development on major arterial streets should incorporate appropriately designed access controls. Such a concept will aid in maintaining existing and projected roadway capacities, and would provide for safe vehicular and pedestrian movements.
- D. As populations increase, consider the increased use of, and provision for, mass transit as a significant mode of transportation should be advocated. Such use of mass transit will result in a more efficient means of transportation, reduced energy consumption and air pollution, and making an alternative means of transportation more available to the population as it increases.



Information Technology

- A. Availability of information technologies and related infrastructure should be incorporated into all developments. Such an effort would help to establish that all sectors of the population have access to such technologies. Wireless telecommunication, high speed and broadband internet access, seeks to promote better connectivity between local governments, governmental services, residents and businesses.
- B. Provision for, and location of, information technologies should be accomplished in a manner which discourages redundancy and duplication. Such an approach would guide providers of such technologies into sharing and locating their facilities on the same site and structure (e.g. cell phone tower co-location). Such an effort would result in a more aesthetic man-made environment by reducing the number of facilities (e.g. towers, satellite receivers, etc.) to provide such services. Close coordination between local cellular providers, satellite and cable companies should be established in order to ensure duplication of services beyond a healthy competition level in order to keep costs to consumers as reasonable as possible.

Viewsheds and Viewshed Protection

- A. Viewsheds that have unique aesthetic elements or that contribute to the overall character of the community should be protected and preserved. A viewshed is an area that is visible from a defined observation point. Viewsheds have been shown to make a positive contribution to the general health, safety, and welfare of a community. Viewsheds enhance property values, contribute to the economy, and may serve as part of the foundation of a community's identity².
- B. A review of the vision, goals and objectives (earlier in this document) demonstrates the community's support for the preservation and protection of viewsheds. It is suggested that a process be established to inventory areas of visual interest and/or significance to the community. The process should also provide a means to assess the characteristics and quality of the viewshed. Further, the process should include a mechanism to gather public input as part of a viewshed protection initiative.

Map/Policy Plan

Overall, this 2012 Comprehensive Plan Update is a combination of a policy-type plan and a map plan. In projecting future land use needs and location requirements, the existing land use maps and other elements of the plan were utilized. Exhibit 4-2 provides recommendations for specific future locations for urban-type land uses within the urban planning boundary of Winchester. It should be understood, however, that these recommendations may be flexible and/or may be contingent upon certain events or improvements occurring within the community. The basic premise of this plan is that there may be a variety of land uses which are appropriate in a variety of locations provided that certain improvements are made which make the proposed land use compatible with surrounding existing land uses and overcome any

² American Planning Association, Planning and Urban Design Standards. (New Jersey: 2006) 622

environmental or man-made constraints upon the site. The primary function of the existing land use maps found in Chapter II are to provide a visual basis for determining how the proposed land use will fit into the existing development. The primary function of the future land use map for Winchester found in this chapter is to allow the Winchester/Clark County Planning Commission to guide growth in areas where improvements to meet the development's needs are anticipated.

When mapping future urban land use needs, a more than ample surplus of land for all land use categories has been set aside beyond that which is anticipated to satisfy future growth needs. The careful balancing of an exact amount of land needed to an exact location can result in a long term detrimental situation, especially where topographic and other environmental conditions come into play in selecting sites for development. In assuming suitable land for development cannot always be acquired, a community can generally place itself in a comfortable position by providing more land than needed within all land use categories. The land use plan may then be implemented regardless of problems in acquiring and/or developing land. If one or more areas are not acquirable or developable at a given point in time, the provision of adequate future land use designation should minimize the need for deviation from the plan due to physical, social, or economic changes which might occur otherwise.

The land use plan for the rural portions of the county in this plan update is found in text and map form as well. While the rural land use plan is primarily a policy-type plan, Exhibit 4-3 is important in depicting where various land use policies are to be applied. Most of the rural plan policies will require continued monitoring and potential changes to the Winchester/Clark County Zoning Ordinance in order to be implementable. Many of these required ordinance changes are discussed in Chapter VIII. **Again, it is critical that the future land use map be used in conjunction with the text. The Winchester/Clark County Planning Commission needs to rely heavily on the "Future Rural Land Uses" portion of this chapter, utilizing the accompanying map as a support, when making all future land use and zoning decisions affecting the rural portions of the county.**

In all land use decisions made within Clark County, the entire comprehensive plan must be looked at as a whole, with a balance provided between the base data collected, the future population projections, the adopted goals and objectives, and the text and maps found in the three future oriented chapters -- Land Use Plan, Transportation Plan and Community Facilities Plan.

Agricultural Protection

When anticipating development, which may occur in the rural portions of Clark County, this plan is attempting to promote a balance between protection, property rights, and regulation. There is a continued concern in Clark County regarding the need to protect the right of the farmer to carry on agricultural activities with a minimum amount of regulation and a minimum amount of impact from urban-type development. One must realize that customary agricultural practices necessary to sustain the agricultural economy often result in odors, noise, and dust on



neighboring properties. Determining which land is the most productive agricultural land can be very important to a county such as Clark, because the economic base is still fairly dependent upon agriculture. The pattern of the conversion of the best agricultural land to other land uses not only eliminates this land as a potential source of agricultural income for both the farmer and county, but also requires the agricultural use of less productive land which could better be engaged in another activity. This type of trade-off can force the agricultural use of land, which might possess severe environmental limitations such as steep slopes, high erosion hazards, and others.

Unfortunately, land that is best suited to cropland or pastureland usually offers the fewest limitations to urban type development, especially as the farmer decides to sell his/her property. As populations grow and the demand for space increases, invariably prime agricultural land will be converted to an urban type use. A point of equilibrium must be reached which will allow the best use of all land required to meet both the urban and agricultural needs of Clark County. Subdivision of land involving this type of change in land use should be carefully considered by the Winchester/Clark County Planning Commission and elected officials to insure that a sound agricultural economic base will continue to be maintained in Clark County. These issues were critical to the discussion, which led to the development of the "Future Rural Land Uses" section of this chapter. It is the intent of this section that the policies and ordinance changes proposed would allow for the balance of these issues in a manner that is both equitable to the active farmer and accommodating to anticipated growth needs of the county.

Future Urban Land Uses

This section of this chapter focuses on the land currently found within Winchester's Urban Planning Boundary (Exhibit 4-1). Discussion of policies regarding the land outside of the urban planning area is found in the next section with the heading "Future Rural Land Uses". It is understood that as areas immediately surrounding the city limits become developed, they are no longer considered rural in nature having a greater reliance on urban services. They are therefore considered to be a part of the urban planning area for Winchester. Discussion and maps found in this chapter must be looked at as a whole when considering land use decisions and not thought of as isolated pieces. The plan update is a plan for the entire county and each decision made must be looked at in the light of the whole county's plan.

Urban Planning Boundaries

The planning boundaries depicted on Exhibit 4-1 of the plan update indicate two planning area boundaries: the Urban Planning Boundary (UPB) and the Long Range Planning Area (LRPA). The basis for these boundaries was established in the 1997 Comprehensive Plan and incorporates changes approved by the 2003 Update Committee. These boundaries have been reviewed by the 2012 Update Committee and are still considered valid, based on the growth expected over the next 5 years.

While the state law requires that a community's comprehensive plan be reviewed and revised or updated every five years, the generally accepted planning period for a comprehensive plan is

twenty years. It is therefore important to think in terms of long term planning concepts and needs when determining the future land use needs of a community. The committee carefully reviewed the resource documents and made the determination that the urban planning boundary needed to follow the ridgelines as closely as possible to allow efficient extension of sewer service to the new development. While WMU no longer has a policy discouraging the use of lift stations, it is more efficient to provide service through the use of well-planned master lift stations, which will allow entire sub-basins to be served effectively.

The committee determined that it makes more sense from a development perspective to have the Urban Planning Boundary follow individual property lines as much as possible. Future urban land uses (described on the following pages) were proposed for all areas included within the UPA boundary. It is very important to realize that although future land uses are proposed for the entire Urban Planning Boundary, development will be required to occur in a logical, contiguous manner. The Winchester/Clark County Planning Commission needs to rely heavily on the “Guiding Principles for Proposed Urban Land Uses” found earlier in this chapter to ensure growth does not occur on the fringes of the urban planning boundary prematurely or in a haphazard manner. Developments should not be permitted to leap frog large tracts of vacant, undeveloped lands and must be tied to the logical extension of adequate water and sewer lines and to the required road improvements, extensions, or new collector road construction (see further explanation under the “Urban Residential Land” section below).

The Long-Range Planning Area does not have future land use designations shown within it, because certain events need to occur before this entire area can develop. One of the most significant planning concepts and goals of this document is that balanced development be encouraged on the eastern side of the city. As was the case with the 2004 Comprehensive Plan Update, this plan update wants to clearly state that, in support of this goal, it is important that this entire Long-Range Planning Area is anticipated to develop and, in fact, is to be encouraged to develop when the next phase of the eastern by-pass is completed in this area and when sewer service is available to the area. As soon as each of these issues is addressed, future land use designations should occur in the long-range planning area. If they occur before the next plan update occurs, an amendment to this plan update should be initiated to show future land uses in this area.

As a point of reference, the current city limits of Winchester include approximately 5,717 acres of land. The urban planning boundary in this plan update includes approximately 17,194 acres while the Long-Range Planning Area includes an additional 2,022 acres, for a total urban planning area of over 19,200 acres. This amount of land (both developed and undeveloped) significantly exceeds the urban lands anticipated to be needed by Clark County for the twenty year planning horizon and should preclude the need for the approval of any zone change or other land use requests which are in conflict with this plan update; especially as the nation recovers from the 2008 recession.



The City Commission, Clark County Fiscal Court, and Winchester/Clark County Planning Commission would be wise to contain urban development by limiting urban sprawl and permitting development only in a controlled and efficient manner as identified in the guiding principals identified at the beginning of this chapter. In conjunction with the goals and objectives of the city and county, growth should be encouraged only in directions, which most efficiently utilize existing and planned utility systems and foster complementary land uses.

Exhibit 4-4 on the following page provides a summary of all the existing and future land uses for the Urban Planning Boundary discussed in the following sections. This exhibit also identifies the amount of acreage, per proposed land use, is located in the watershed.

**Exhibit 4-4
Future Land Use Data within the Urban Planning Boundary**

Land Use	Existing Acres	Future Acres Depicted on Draft Map (Amount in Watershed)
Single Family Residential	3,013	8,099 (1008)
Multi-Family Residential	359	616 (4)
Mobile Homes	142	108
Planned Community Neighborhood/Local Neighborhood	n/a	3,102 (6)/ 187
Commercial	556	839
Professional Office	62	108
Planned Employment and Recreation Center	n/a	446
Industrial	1,221	1,767
Public/Semi-Public	1,514	1,748 (282)
Total	6,867	17,052
Total City Limits	5,717	5,717
2004 UPB	10,250	10,250
2009 UPB w/Future Land Use	17,194	17,194
2009 Long-Range Planning Area	2,022	2,022

Urban Residential Land

Residential land uses tend to occupy the most acreage in cities like Winchester comprised of a majority of single-family homes on relatively small lots (typically 1/4 acre in size and smaller). Current residential densities can be expected to continue throughout the planning period; however, the city may be influenced by newer trends in residential development, which could result in cluster development, such as planned unit developments and townhouses. The higher densities of cluster development should be offset to some extent by requiring open space as a trade-off for higher densities. Much of the vacant land throughout the city is currently zoned R-1 (18,000 square foot lots for 2.42 lots per acre) and is available for residential development. Exhibit 4-2, the Future Land Use Map for the Winchester Urban Planning Boundary, indicates a number of innovative planning areas, which will be further described below. There are, in addition to large general areas for future single-family and multi-family residential development, the new “Planned Community Neighborhood” areas and the “Planned Interstate Employment and Residential” area.



As can be seen on Exhibit 4-2, areas designated for future single-family residential development include large areas along Colby Road, north of McClure Road, East and West Boonesboro Road, north of town on Paris Road (KY 627) and east of town along Ecton and Ironworks Roads plus some smaller areas. These include approximately 8,099 acres and are more than adequate to meet a wide variety of single-family residential development densities, meeting the growth needs of the county beyond this planning period. It should be noted, however, that of the 8,099 acres designated for single family residential land use, 1,008 acres are located within the Reservoir and Hancock Creek Watersheds. This may have implications on the intensity of development in order to prevent watershed contamination.

This plan update wants to clearly specify that full development of the areas indicated for future single family residential development (or any other future land use designation) is not anticipated or intended. This plan update further specifies that prior to the approval of any zoning map amendment, development plan, or subdivision plat for any areas designated on Exhibit 4-2, clear adequacy of the water and sewer system (both within the development and the mains), the road network (both new roads within the development and the arterials currently serving the land), the schools and emergency services providers must be demonstrated by the applicant. Mere depiction of a future land use designation on Exhibit 4-2 is not in itself enough to guarantee approval. The timing of the development will be a critical factor in the approval process. It is not the intention of this plan update that development should be permitted to occur on the fringes of the urban planning boundary if such development involves jumping over large pieces of vacant, undeveloped lands. Sewer interceptor and water main extensions must be sized so as to accommodate full development of each sub-basin. Proposed collector roads must be constructed in a logical interconnecting manner moving out from the current developed urban areas to ensure they function to move and disperse traffic as planned. All proposed development, single family and otherwise, also needs to be designed so as to be sensitive to major arterials, providing buffers and limiting structures along the arterials from having rear facing structures fronting on the arterial. **Additionally, all development proposals (single family and otherwise), which are on the fringe of the urban planning boundary, shall be designed so as to provide a “rural transition” between the traditional urban densities of the city and the traditional one dwelling per acre density in the unincorporated areas.**

Primary areas for future multi-family residential development, including both duplexes/townhouses and apartment complexes, are located in various areas of the city. These locations support the goal of locating high-density residential land near high intensity uses such as shopping centers. Location near a school and/or park also enables the mutual use of open space and playground equipment. Exhibit 4-2 includes approximately 616 acres of future multi-family residential land use. Of these 616 acres, 4 acres are located in the Reservoir and Hancock Creek Watersheds. There are currently approximately 344 acres of multi-family residential development in the greater Winchester urban area. One additional area where future residential development will continue to be encouraged by this plan update is the upper floors of the businesses in the Central Business District (CBD). One critical factor in a downtown

area maintaining its status as a vibrant commercial center is the proximity of customers, particularly those without vehicles. This plan encourages the use of the upper floors in the CBD as dwellings by business owners, building owners, or as rental property in order to facilitate the revitalization of the downtown core.

The final residential classification is the mobile/manufactured home. There are currently six (6) mobile home parks in the city limits of Winchester, three (3) along Rockwell Road, and one (1) in rural Clark County along the Kentucky River. Mobile home parks total 142 acres within the urban planning boundary depicted on 4-2. This number is expected to be reduced to 108 acres in the Future Land Use Plan. There are also a limited number of scattered mobile homes on individual lots. It is a goal of the city and county to accommodate mobile home development in a manner responsive to changes in the industry, sensitive to the needs of those seeking affordable housing, and protective of adjacent property values. This plan update only identifies the existing mobile home parks for traditional future mobile home land use. The current zoning ordinance does address various classifications of manufactured homes and allows them in agricultural, mobile home, and residential zones.

All future urban residential development shall reflect the goals and objectives adopted by the city and the county as a part of this plan in addition to meeting the minimum requirement of being noted on the Future Land Use Map. Development will also be carefully reviewed and considered in the light of the location principles for proposed land uses found later in this chapter. Any new residential development that occurs must address storm water drainage issues. A development plan for all new proposed development in the urban planning area should be required and a storm water management plan is one element that must be addressed.

Planned Community Neighborhood

A future land use category named “Planned Community Neighborhood” is also found depicted on Exhibit 4-2. This concept was envisioned in the 1997 Comprehensive Plan revision and carried forward to the 2004 and 2012 plan updates. Areas receiving these designations are intended to reflect existing farms over 200 acres. The purpose of this designation is to require the land owner to prepare an overall development plan for the entire tract including the design of appropriate collector and local road networks, overall storm water management plans, and a common open/open space area for the development. Mixed uses and densities will be encouraged. Areas included in this designation include the farm south of Lexington Road (US 60) west of the Board of Education; farms both east and west of Van Meter Road north of the railroad tracks; the farm between Mt. Sterling Road and Ecton Road west of Lykins Park (bisected by Veterans Memorial Highway (KY 1958)); and a farm west of Two Mile Road east of the school property. Future acreage identified for this land use category is 3,102 acres with 6 of those acres located in the Reservoir and Hancock Creek watersheds.



The Planned Community Neighborhood land use designation does not require the creation of a new zoning district. All developments proposed for lands within this designation will require rezoning to and compliance with the “Planned Development” zone requirements with the following additional requirements. An overall conceptual development plan for the entire parent tract must be submitted at the time of the zoning map amendment request. The conceptual development plan must include a proposed street network, which reflects the required collector road network, labeled “transportation improvements tied to development” on Exhibit 4-2, as well as the proposed interconnecting local road network. A critical component of the development plan will be that the development must be focused on the internal street network and not on the adjacent arterials. A minimal number of new access points should be permitted along the arterials with all individual driveways accessing only new internal streets. Some type of visual or physical landscape buffer needs to be provided along the arterials to complement efforts to maintain the visual scenic integrity of the arterial corridors.

Additionally, the overall conceptual development plan for farms with this future land use designation must include a mixture of residential densities and land uses to promote the neighborhood concept. For example, a mixture might include 20 % multi-family, 65 % single family, 5 % neighborhood commercial/professional office designed to meet the day to day needs of the residents of the development, including restaurants and convenience stores which offer the retail purchase of fuel. Storm water management areas shall include all acreage related to drainage system easements. Additionally, a rural transition area must be provided for the portion of the property adjacent to the urban planning boundary by providing an area of large lots (1 acre or larger) in this area or by providing a common green space area for the development along this boundary. The transition is intended to provide a more compatible density to the adjacent agricultural property. Green space as used and defined in this document is “any parcel or area of land or water essentially unimproved and set aside, dedicated, designated, or reserved for public or private use or enjoyment or for the use and enjoyment of owners, occupants, and their guests of land adjoining or neighboring such open space”.

Traditional Neighborhood Development (TND) concepts should be considered as Planned Community Neighborhood developments when being considered by the Winchester/Clark County Planning Commission. TND’s are compact, well designed, sustainable communities designed to enhance local identity, provide diverse housing options, increase land use efficiency through interconnected pedestrian friendly streets that incorporate public spaces and wherever possible a town center or plaza within walking distance.

Planned Interstate Employment and Residential Area

This future land use designation, which includes residential land uses, is depicted on Exhibit 4-2 for the land located at the northeast intersection of Paris Road (KY 627) and I-64. This use was initially found in the 1997 Comprehensive Plan and the 2004 plan update. This area consists of 446 acres. Again, a determination was made not to create a new zone specific to the planned interstate employment and residential area, but to require the use of the existing “Planned Development” zone with certain additional requirements. In conjunction with the zoning map

amendment request, an overall development plan must be submitted for the entire development. It is the intention of this land use designation that the proposal include a mixture of commercial/office/warehouse/high tech employers (non-manufacturing) and a mix of residential uses near the existing residential development on the west side of the creek serving as a transition between the more intensive uses of the employment area and the lower densities of the single family residential district. Development east of the creek should include a mixture of residential densities and compatible recreation development, including but not limited to golf course development. Associated hotel development would also be appropriate. The development plan needs to include a minimum of a 200 foot wide green space along the creek with provisions for interconnection to Lykins Park. The overall road network proposed as a part of the Planned Interstate Employment and Residential Area needs to ensure that the proposed development does not increase commercial truck traffic on US 60 due to its proximity to Lykins Park. The design for the development needs to provide for an overall storm water management plan for the entire proposal.

Urban Commercial/Professional Office Land

There are three broad categories of commercial development in addition to the professional office category and the “Interstate Employment and Residential Area” land use category. These include downtown business commercial development, highway commercial development, and neighborhood commercial development and total 839 acres of future commercial lands. Each of these types of commercial development meets different needs and has different impacts on the surrounding neighborhoods and each must be addressed on a case by case basis. All future urban commercial/professional office development must reflect the adopted goals and objectives, and must adhere to the location principles found in this chapter. Future commercial nodes are also encouraged at strategic interchange locations as the by-pass is completed. These strategic locations are where the by-pass crosses a state route. These nodes should only be considered for development on a case by case basis considering water, sewer and market served. Any applicable design guidelines should also be considered during the review period.

The goals and objectives as adopted by the city and county support efforts which act to strengthen the Central Business District (CBD) of Winchester. Many downtowns’ commercial areas are adversely affected by the development of highway commercial areas such as can be found along the western by-pass. Winchester's CBD has, however, remained a vibrant retail and service center for the county. Efforts to encourage the location of offices and apartments in the upper floors of the downtown area can also be extremely beneficial to the vibrancy of the community.

Highway commercial development requiring large amounts of parking has traditionally been locating primarily along the Winchester By-pass in the western portion of the city. This area, including the area around Shopper's Drive, as well as the I-64 highway interchange is designated for future commercial land use. Additional strip type development has traditionally located along Lexington Avenue. Although there is not the potential for large parking areas, Lexington Avenue provides a very important alternative to the large chain discount department



and grocery stores locating on the by-pass. The Lexington Road commercial area has many locally owned small shops, which provide a valuable service to the community. It is anticipated that the limited residential areas still in existence along Lexington Road will eventually convert to commercial or professional office use. Commercial infill from the by-pass eastward should be encouraged. A designated commercial area north of US 60 and west of Caudill Drive is depicted on Exhibit 4-2. Additional commercial development west along the US 60 corridor is not foreseen during this planning period unless it is a part of a Planned Community Neighborhood.

Additional commercial centers are depicted on Exhibit 4-2 at the Colby Road and Winchester By-pass intersection (commercial infill has been occurring since the 2004 update), the Boonesboro Road and Winchester By-pass intersection, on Paris Road (KY 627) near the Industrial Park (interchange is in the process of being renovated as of the drafting of this comprehensive plan update), and in the North Maple Street area, south of the highway interchange. Redevelopment of vacant industrial buildings off West Broadway and Winn Avenues for commercial purposes continues to be recommended.

Unless a business specifically meets the daily needs of the local residents, neighborhood commercial development should not be allowed to continue to occur in a scattered fashion. Legally existing businesses should be allowed to continue to exist; however, it is the contention of this plan that in order to meet the goal, as adopted, of revitalizing and rehabilitating blighted and deteriorating neighborhoods, no new commercial development should be allowed to locate in these neighborhoods unless it can be clearly shown that it specifically serves the local residents. Businesses contributing to the neighborhood may be permitted to modify their location in order to better accommodate their neighbors through the abatement of issues that create problems and neighborhood concerns. Modifications shall take into consideration the TND concepts to make the use more compatible with the area. It is further the intention of this plan that all non-conforming commercial uses in residential zones should eventually move to a more appropriate commercial area. One such identified neighborhood commercial area for future development is at the intersection of Mt. Sterling and Ironworks Roads with the proposed eastern by-pass. Any commercial development at these locations must be tied to the completion of the eastern By-pass and must meet the daily needs of people who live out and commute along the Mt. Sterling and Ironworks Roads. Additionally, the new future land use category of "Planned Community Neighborhood" requires that a portion of the land included in the development be dedicated to a neighborhood commercial/professional office area dedicated to serving the day-to-day needs of the local residents and accessed only by an interior collector and local road.

The professional office land use category was segregated from the commercial land use categories to help meet the specific needs of local professionals needing administrative and business office space. In accordance with the overall adopted goals and objectives, offices will continue to be encouraged in the Central Business District commercial area (promoting mixed uses), particularly in the upper floors of buildings retaining first floor retail businesses. Also

conforming to the adopted goals and objectives, professional office development will be used as one means of transition between existing single family residential and commercial land uses. The areas of future professional office development are depicted on Exhibit 4-2 totaling 108 acres of new professional office land. The professional office land use is shown adjacent to the cemetery, behind the hospital and doctor's office area, and along Professional Avenue.

All new commercial/professional office development must address the storm water management issue to the satisfaction of the Winchester/Clark County Planning Commission. No additional rate of off-site runoff shall be permitted as a result of commercial and industrial development and the planning commission engineer must review storm water retention/detention plans. All new development shall also be carefully reviewed in light of existing traffic conditions and the traffic impact study as required by the Winchester/Clark County Planning Commission.

Urban Industrial Lands

The national standard for industrial land is 12 acres per 1000 persons (*Planning Design Criteria*, de Chiara and Koppleman, 1969). Although Exhibit 4-2 encompasses the greater Winchester areas, the intent of this plan update is that all future industrial development should occur within the urban planning boundary. Also, because industrial development serves more than just the immediate urban area, the national standard is generally applied to entire county population projections. Using this standard, Clark County has more than enough existing industrial land; however, because Clark County serves as a regional manufacturing center, is ideally located along a major east-west interstate and near a major north-south interstate, and because Clark County has a very active and successful industrial recruiting program, the county can currently accommodate additional industrial growth.

There are currently 1,220 acres of existing developed industrial land in the Winchester urban area at this time. Exhibit 4-2 depicts approximately 547 additional acres of future industrial land for a total of 1,767 acres. Some of these existing industrial areas are isolated (e.g. West Broadway) and should be viewed as areas appropriate for zoning map amendments to less intense uses in the future if the opportunity exists for redevelopment and reuse. Traditionally, both the Commonwealth of Kentucky and the U.S. Environmental Protection Agency have provided an annual competitive brownfield grants program to provide matching funds for the remediation and clean up of former industrial sites in order to develop into a less intensive use. Information on this program can be found at the following locations on the internet:

- Kentucky Department for Environmental Protection, Division of Compliance and Assistance – Brownfields
<http://dca.ky.gov/brownfields/Pages/default.aspx>
- US EPA Brownfields and Land Revitalization program
<http://epa.gov/brownfields/index.html>



The primary future industrial areas depicted in this plan update include areas to the north of Interstate 64, west of Paris Pike (KY 627) (bisected by the railroad track); an area east and west of Maple Street just south of I-64; and areas on the south side of the railroad west of the city along Rockwell Road. It is acknowledged that the Winchester Industrial and Development Authority often considers the purchase of different lands throughout the city and its environs for the purposes of promoting additional industrial development and that these areas may not be anticipated in this planning process. The Winchester/Clark County Planning Commission should carefully review any such proposals in light of the urban location principles found in this chapter and should carefully consider the capacity of the local water and sewer system to serve any proposed industrial development, the capacity of the exiting road network, and the carefully handling of storm water management when considering any proposals not in compliance with the Future Land Use Map (Exhibit 4-2). All new industrial development proposals must also reflect the goals and objectives adopted by the local governing bodies and the location principles discussed in the chapter.

Urban Public/Semi-Public Lands

Some issues relating to public/semi-public lands will be addressed in the Community Facilities Plan chapter. Issues such as the impact of development proposals on the existing schools need to be closely monitored. Additionally, issues such as the potential traffic impact that new public facilities, such as new elementary schools, may have on an area need to be taken into consideration when reviewing development plans. It is important to keep in mind the goals and objectives which were adopted as a part of this plan. These include insuring that all land uses are compatible with surrounding land uses, facilitating good transitions between land uses of varying intensity, and promoting the growth of the tourism industry in Clark County.

There are 1,748 acres of future public/semi-public lands depicted on Exhibit 4-2. The acreages do not reflect the true acreages, which will be required to be dedicated to this use throughout this planning period. For example, they do not include much needed additional park facilities as development occurs, but the need is noted on the Exhibit, particularly in the south/southwestern portion of the urban planning area (see notes on map). One additional future public/semi-public land use depicted on Exhibit 4-2 is the area along the creek between KY 627 north of the interstate and Lykins Park. This green space can provide an important walking/biking access to the park and be an asset to the entire city.

The primary goal of these plans and proposals is to ensure high quality and orderly growth throughout the Winchester Urban Planning Boundary. Future planning for new development can be more flexible in encouraging creative high quality developments in a variety of locations. While the Future Land Use map (Exhibit 4-2) should provide a firm basis for future land use and zoning decisions, it is a conceptual plan and must be used in conjunction with the entire text of the 2012 Comprehensive Plan. All future development should be reviewed carefully in light of the adopted goals and objectives, the location principles, and the text discussing various policies and programs found throughout the plan.

FUTURE RURAL LAND

As noted in the goals and objectives of this comprehensive plan, it is the intention and in the best interest of the community to “maintain and promote the county’s agricultural economy and character” as well as to “encourage the concept of limited low density residential growth in existing rural communities” with a number of related objectives. The Comprehensive Plan Update Committee spent considerable time and effort listening, assimilating, and conceptualizing ways in which the rural growth and agricultural preservation issues of the county could be addressed in a balanced manner.

Concentrating major development reduces the costs of providing necessary services to these developments and enables the long-term assurance of leaving the remaining portions of the county in a rural or agricultural character. The cost to the taxpayer for providing the many urban services that major developments require is directly related to the distance along which that service must be provided. For example, how far the policemen must drive to answer the emergency calls or how far the sewage line must be built to reach the housing development greatly affects the costs of each. While this ideal situation of having a continuum of taxpayers is not always possible, it is a primary goal of this plan to concentrate the urban-type development and make the most efficient use of the taxpayers’ dollars.

Rural Residential Clusters

The Comprehensive Plan Update Committee reviewed the Cluster Ordinance during the 2004 Comprehensive Plan update and, based on comments received through their public input process, recommended some revisions be considered. The 2012 Comprehensive Plan Update Committee continues to recommend that the Winchester/Clark County Planning Commission determine what areas of concern need revision in order to make the current cluster concept and regulations more workable and attractive to land owners; this may require appointing a committee for that purpose.

Crossroads Communities

Throughout the rural areas of Clark County, there exist small settlements or communities that possess a strong historical, physical, and social identity. These settlements are characterized by public recognition of their existence, extremely limited urban services, low density of development and a desire of the residents to continue the existence of their community. To enable these settlements to continue to exist, the Winchester/Clark County Planning Commission may want to consider the development of a rural community zone, which can allow for limited residential and commercial expansion of the existing communities. This would enable young people in the community to form new households as families develop and permit the replacement of housing which becomes physically unsound. The names of a number of these small communities and some rationale behind their being identified as a crossroads community are noted below. Where such a settlement exists, and preferably contains fire protection, a public water supply, electrical service, and environmental conditions conducive to the safe and effective operation of septic systems, this plan encourages the Winchester/Clark

County Planning Commission to allow limited and controlled residential and commercial expansion in these areas, while encouraging only large lot agricultural development throughout the farm-oriented agricultural areas of the county. Crossroads communities are identified on Exhibit 4-3.

The crossroads communities currently recognized include the following areas:

- Trapp
- Forest Grove
- Goff's Corner
- Pilot View
- Old Pine Grove (US 60)



Trapp



Forest Grove



Goff's Corner



Pilot View



Old Pine Grove

These and other potential communities should be consistent with the rural sites identified as locations for county fire stations.

Crossroads Community Policies

1. A crossroads community can be designated by the Planning Commission, or residents can petition to be identified as a crossroads community.
2. The establishment of a "Design Standard Committee" is recommended to look at what standards should be put into place to assure orderly future growth in crossroads communities. Such standards would address roadway and street planning, setbacks, utility easements, storm water run-off easements, but would not attempt to set aesthetic standards for construction.



3. The purpose of the desired policy is to enable the county's identified crossroads communities to continue to exist, and to attract investment that does not substantially change the character of the crossroads communities.
4. A crossroads community is defined as a node or center of residential, institutional and activity centered on a rural intersection or other public feature. This node must have a unique history as a center of commerce and institutional activities for the surrounding farmers in the era before paved roads and highways made access to larger urban centers easier in order to qualify as a crossroads community.
5. As a result, crossroads communities are important elements of the rural landscape. Their physical character – the size and shape of the buildings, the size of the lots, and the relatively sudden change from a rural landscape to a village-type landscape – are critical to understanding how Clark County's rural economy developed.
6. Crossroads communities also provide unique and valuable resources in support of rural residents, the agricultural economy and tourism. Crossroads communities provide central gathering places, particularly as a result of their institutions, such as churches and schools. They provide residential options for persons who do not farm but wish to live in a rural community. They also provide important services, such as convenience services and retail goods and dining for rural residents, and they provide easily-accessible locations for agri-tourism businesses, such as specialty food shops.
7. Development in crossroads communities should be managed to help support the viability of the community without "suburbanizing" the surrounding landscape. The primary question with regard to proposed development should be, "Does this proposal change this community from a crossroads community into something else?"
8. Each crossroads community will have a boundary for planning purposes to separate the community from the surrounding rural territory.
9. Reuse of existing buildings and infilling vacant lots within a crossroads community is highly encouraged. New buildings should reflect the shapes and sizes of the surrounding buildings, and should not "stick out."
10. New residential development within a crossroads community should occur on lots that are the same size as the average of the crossroads communities existing residential parcels, or the minimum size permitted by Clark County Health Department standards, whichever is smaller and permissible. This limitation is to maintain the crossroads communities "village" character and maintain the distinction between the crossroads community and the surrounding agricultural areas.
11. If residential development of more than one house is proposed within a crossroads community, the site and buildings should be designed to be visually and functionally compatible with the existing residential properties.
12. As with all rural development, the risk to groundwater that would result from increased septic load must be carefully understood and managed for the benefit of the crossroads community residents. "Hobby" farms (agricultural properties of less than 10 acres) may be permitted in a crossroads community, particularly if they occur near the outer edges of the site.

Scenic Corridors

The “gateways” to the city are extremely important in efforts to promote Winchester. It is also clear that a green belt between cities helps small communities like Winchester protect their identity. The Comprehensive Plan Update Committee further recommends that a committee be formed to explore the designation of scenic corridors on rural public roads with the clear understanding that such a designation would not be intended to impact owners’ rights.

Tourism Corridors

The purpose of the tourism corridors policy is to facilitate the development of the areas of Clark County that are most likely to experience significant tourism-related development, and to do so without allowing that development to compromise the rural character of these areas.

1. At this time, tourism corridors are recommended to include the Ford/Kentucky River area and the Kiddville/Oldfields area. Other tourism corridors may be added as the Winchester/Clark County Planning Commission determines appropriate. The recommended tourism corridors are identified on Exhibit 4-3.
2. Tourism corridors are extended areas, typically of a mile or more along one or more rural roads, that host destinations whose primary purposes are to draw visitors from a broader area (such as a multi-county region). Tourism corridors include businesses that provide goods and services to these visitors. Tourism corridors can include historic resources, new destinations, restaurants, retail stores, hotels and lodging facilities, tourism-oriented services and other similar facilities. Permanent residential development may be appropriate but should not be a defining characteristic of the tourism corridor, particularly along the primary road frontages.
3. Tourism corridors are expected to experience more new commercial development and redevelopment than crossroads communities, but the fact that these are highly visible locations that are visited by people from across the region means that their physical appearance will strongly affect visitors’ impressions of Clark County. Tourism businesses also depend heavily on being located in an attractive environment. As a result, it will be critical to the long-term success of the tourism corridors’ businesses, as well as to the county’s reputation and economic health, to manage the development of these areas to protect their uniqueness and natural character.
4. Development in the tourism corridors should be managed to maintain a visually-appealing environment and avoid “suburbanizing” the surrounding landscape. Tourism corridor buildings, whether new construction or substantial renovation, should be required to meet clear standards relating to quality building materials, compatibility with the landscape, access management, signage and other issues. These standards should be specifically designed to reflect the unique characteristics of the tourism corridor and enhance its attractiveness to local and regional visitors. These standards may be applied as a zoning district or an overlay zone. In the development of such overlay zones to implement these standards, controlling the use of a property will be less critical than controlling the visual and site characteristics.



5. The design standards for the tourism corridors should be based on the existing defining visual character of the corridor, including the typical size, shape and materials found in existing buildings. Different design standards should be developed for each of the tourism corridors. The Winchester/Clark County Planning Commission, in partnership with the county and with tourism corridor area organizations and businesses, should develop these standards collaboratively.
6. A coordinated system of way finding or directional signage throughout the county will be essential to promoting the tourism corridors and facilitating positive impacts on other county businesses and destinations.
7. As with all rural development, the risk to groundwater that would result from increased septic load must be carefully understood and managed for the benefit of tourism corridor residents and visitors.
8. A tourism corridor can be designated by the Winchester/Clark County Planning Commission, or property owners can petition to be identified as a tourism corridor.

Rural Commercial Use

It is believed that the City of Winchester will continue to meet most of the urban-type commercial and service needs of the county. This includes most of the commercial services needed by the county. However, existing general-store-type commercial facilities in rural areas should be allowed to continue. Particularly, the small commercial establishments in the traditionally identified small communities and crossroads communities should be encouraged to continue to meet the day-to-day needs of the rural population. Most new commercial development in the unincorporated areas of Clark County should be restricted to these existing small crossroads communities and be permitted only if a zone change to the a crossroads community zone is approved. Allowing spot zoning for commercial uses and violations of land use principles will result in spotty and unsustainable commercial development. Allowing one such violation will set a precedent and hinder future attempts to prevent the spread of isolated commercial development. Permitting commercial uses in areas zoned for crossroads communities should be flexible enough to permit the existing small communities to expand commercially to serve local daily needs.

It will be in the best interest of the county to closely monitor requests for commercial development in these areas and to ensure wise development with careful consideration of access, traffic safety, storm water management, surface water runoff provisions, and water and sewer service to these areas through the requirement of a development plan and/or subdivision plat when a zone change is requested for these areas. Wise planning and careful monitoring of the quality of commercial development at these interchanges could have a positive economic effect on Clark County.

With the changes in the agricultural economy there are many new opportunities available to rural residents that allow them to diversify in seeking ways to profit from their agriculture investment. One opportunity is to capitalize on the tourism interests in the ag-economy. The Comprehensive Plan Update Committee recommends that the Winchester/Clark County

Planning Commission and Clark County Fiscal Court determine ways to best incorporate agri-tourism and value-added agricultural opportunities into the zoning regulations. A system that incorporates levels of activities tied to acreage, limits the size and type of structure, and number of employees is recommended.

Rural Industrial Use

As indicated in the chapter on economic analysis, the industrial and manufacturing sector of the economy is one of the largest segments of Clark County's economy in terms of employment and economic growth, second only behind the service sector. While the importance of the agricultural sector of the economy relative to the other sectors is gradually decreasing, increases in the value of farm products sold and production potentials indicate agriculture will continue to be a significant source of income in the local economy. It is important, therefore, to provide sufficient land for both the manufacturing and agricultural sectors of the local economy, in order to promote the economic well being of Clark County. As noted earlier in this chapter, there currently exists vacant industrial land and buildings within the existing industrial park and within Winchester's Urban Planning Boundary. These areas are more than adequate to meet the industrial space needs of Clark County throughout the planning period.

This plan recognizes the significance of the agricultural sector of the Clark County economy and recognizes that in order for the area to continue to benefit from the agricultural economy; sufficient areas must be reserved for agricultural use and be protected from the encroachment of high-density urban development. It is also one of the goals of this plan to encourage agriculturally related industries and businesses to locate in Clark County. These types of industrial land uses are often quite compatible with rural and agricultural land uses. It will be in the best interest of the county to closely monitor requests for these industrial-type developments to ensure wise development with careful consideration of access, traffic safety, storm water management, surface water runoff provisions, and water and sewer service to these areas through the requirement of a development plan and/or subdivision plat when a zone change is requested for these types of uses. Industries which rely on the natural resources found in the rural portions of the county should be encouraged to be developed with wise environmental, transportation, and other planning considerations by the Winchester/Clark County Planning Commission during the zone change or conditional use request process. All development needs to be in conformance with the goals and objectives adopted by the city and county governments.

Public/Semi-Public Uses

Because of the nature of the rural areas of the county, public and semi-public needs are minimal. There are a number of small local churches throughout the county serving local needs. Schools are part of the countywide system and future needs are anticipated and planned for by the Board of Education, as they are needed. Demands for regional recreational facilities are met by the city/county parks and by the numerous recreation facilities in and around the Daniel Boone National Forest and Natural Bridge State Park areas.



APPLICATION OF MAPS AND PRINCIPLES

Often, a major concern expressed about a comprehensive plan is how the land use map will be used and the extent to which it might be the sole indicator of rezoning requests. In order to answer this question, the maps must first be put into context with the rest of the decision making process.

The ideal development of a Land Use Plan is as follows. First, the elected officials identify the major goals and policy objectives with input from other community leaders and the general public. Next, more specific policy guidelines and procedures are generated in text form in order to carry out the major goals and objectives. Finally, a map is drawn which applies both the major goals and the specific guidelines to the undeveloped areas to project the highest and best use of land and show existing and future land use patterns. After a plan is adopted that contains the major goals, the specific guidelines and the map, the planning commission and the legislative bodies can then use the entire plan as a basis for their decisions.

How much weight is given to the map versus the rest of the plan? What happens when a landowner applies for a rezoning that does not agree with the map? Kentucky law says that the request must agree with the "Comprehensive Plan", and the Comprehensive Plan contains the map and the text with specific guidelines and the major goals. In addition to these, the comprehensive plan also contains transportation, population, economics and public facilities elements. Therefore, when a rezoning application does not agree with the map, the planning commission and the legislative bodies must decide if the proposal agrees with the text of the comprehensive plan. It is quite possible that a proposal would not agree with the Land Use Map but would agree with the specific guidelines and the major goals and the other elements of the comprehensive plan. This is particularly true of a proposal for property, which is surrounded by undeveloped land.

If a proposal does not agree with the comprehensive plan, it can still be approved if it can be shown that the existing zoning is inappropriate and the proposed zoning is appropriate, or that there have been major physical, social, or economic changes in the area that were not anticipated by the current plan that justify the rezoning.

Undesignated areas (areas with no identified future land use) on the land use maps are not expected to develop during the planning period. However, unanticipated circumstances may generate requests for such areas to be rezoned from their existing designation. When faced with such requests, the Winchester/Clark County Planning Commission should consider the Guiding Principles for Proposed Urban Land Uses outlined in this plan. In addition, members should consider the map designations of lands surrounding the property in question, if applicable, as well as actual development that has occurred up to the time of the request.

Any zone change requests which fall outside Winchester's urban planning boundary will be forced to rely on the policies and principals stated in this chapter because no future land use map will be prepared for the remainder of the county. This "policy-type" plan for the rural areas of the county allows the Winchester/Clark County Planning Commission to have plan review and to regulate the quality of development which occurs while providing some flexibility as to the location of the zone change requests.

It is important to mention that sufficient land for all uses has been set aside above and beyond that which is needed to satisfy future growth needs for the 20 year planning horizon of this plan. To provide only enough land for each projected use would hamper development since there should be competition, variety, and equal opportunity for development. In assuming that suitable land for development cannot always be acquired, a community can generally place itself in a comfortable position by providing more acreage than actually needed within all land use categories. Thus, the land use plan may be implemented regardless of problems in acquiring and/or developing land. With this method of allocation, deviation from the comprehensive plan due to physical, social, or economic changes should be rare. Further details regarding the zoning map amendment process can be found in Chapter VIII of this plan and in the Winchester/Clark County Zoning Ordinance.



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CHAPTER V

TRANSPORTATION PLAN

The quality of a local transportation system can have a critical impact on the quality, type, and rate of development, which occurs in a local community. While the transportation section of the base study of this plan identified traffic problem locations in the City of Winchester and for Clark County as a whole, this chapter will provide some recommendations as to changes, improvements, or new construction needed to address the current limitations. Identifying traffic problem locations is important in order to distinguish areas within the city and county's road and street circulation systems, which have created problems in the past and will consequently need to be repaired in the future. Repair measures may take many forms. At one extreme, repair measures might involve construction of new highways; at another, installation of a single stop sign, traffic signal, or improvement of a turning radius might be all that is required to improve an existing or potential traffic hazard. Usually, the solution to a problem will not be one single improvement. The highway network is a system, and this system can only operate well by the functional components of the system working together in harmony to produce the desired result of the movement of automobiles and trucks through Clark County in the most efficient manner possible.

In order to provide for safer and more efficient traffic flow, some roads need to be widened and/or realigned. Roads requiring widening or realignment need to be identified and plans need to be made through and with the local legislative bodies and the Kentucky Transportation Cabinet, where applicable, to upgrade these roads. Once these plans are formulated, the developer of any new project located along these roads should be required to dedicate the additional right-of-way required for the planned improvement of these roads. Where appropriate, the developer should be required to make the planned improvements along their frontage or through their development.

GENERAL TRANSPORTATION GUIDING PRINCIPLES

The following general guiding principles should be referenced as it pertains to the current and future transportation network in Winchester/Clark County:

1. A balanced transportation system should be encouraged through the provision of a comprehensive multi-modal approach. Such an approach would achieve the most efficient utilization of all modes of transportation (e.g., air, water, rail, mass transit, highways, bicycle paths, pedestrian walkways, etc.). New development should be encouraged to provide linkages to existing and future developed areas for pedestrians and bicyclists that are preferably physically separated from motor vehicular traffic. This effort should be proactively pursued in close coordination with local mass transit agencies and with regional mass transit initiatives.



2. Unnecessary and disruptive traffic should be minimized in residential areas through a combination of street improvements and other disincentives to discourage short cut traffic and the location of high volume traffic generators along major arterial streets, rather than along local streets. The generation of traffic through residential areas creates noise, pollution, and potential safety hazards which would be detrimental to the residential character of the area. It would also result in overloading the design capacity of streets not intended for such purposes, thus reducing the safety in residential areas.
3. Development on major arterial streets should incorporate adequately designed access controls. Such a concept would aid in maintaining existing and projected roadway capacities, and would provide for safe vehicular and pedestrian movements.
4. The increased use of, and provision for, mass transit as a significant mode of transportation should be strongly advocated. Such use of mass transit would result in a more efficient means of transportation, reduced energy consumption and air pollution, and making an alternative means of transportation more available to the population.
5. New development and redevelopment efforts should be measured against the Winchester/Clark County Transportation Plan. Such a measurement will permit the county to adequately assess the impacts of new development and redevelopment projects on the existing roadway network and permit dialogue between the county and the development community in the upgrading of the existing roadway network.

The following specific key issues arose as a part of the transportation analysis. Many of these recommended transportation improvements are also depicted in graphic form on Exhibit 5-1.

1. After over forty years of discussion, plans for the proposed eastern by-pass, Veterans Memorial Parkway, continue to progress. Veterans Memorial Parkway is being implemented in two phases. The first phase, from Irvine Road (KY 89) to Maple Street (KY 627) just south of the I-64 interchange has been completed. This segment will help alleviate downtown congestion and the traffic flow on Lexington Avenue by allowing eastern Clark County residents to access I-64 without driving through downtown Winchester. The Kentucky Transportation Cabinet, working with a local transportation committee has predetermined the approved locations for access points along Veterans Memorial Parkway. As the access is limited, development along this corridor will require shared access, buffer zones, and frontage roads to accomplish the goals of this plan. The second phase is a long term plan and consists of connecting the first phase, Veterans Memorial Parkway, with the existing Winchester By-pass on the west side of town. It would connect KY 627 south (Boonesboro Road) and KY 89 (Irvine Road). This phase is depicted on Exhibit 5-1, as the preferred alignment determined by the state. A portion of this phase, between Boonesboro Road (KY 627) and Two Mile Road (KY 1923)



EXHIBIT 5-1
Recommended Transportation Improvements



is depicted on Exhibit 5-1 as “transportation improvement tied to development” because it is possible that this portion of the by-pass would be set aside for dedication by private developers in conjunction with development occurring in this area. The Winchester/Clark County Planning Commission needs to ensure that if this area is allowed to develop before this phase of the by-pass is designed by the state, adequate right-of-way is set-aside in conjunction with portions of the road constructed by private developers to ensure that the road could be widened in the future if needed. The Comprehensive Plan Update Committee recommends that the portion of the proposed southeast bypass from KY 627 to KY 1923 be considered as the next and most immediate phase for construction by the Kentucky Transportation Cabinet.

2. For many years, the City Commission and Winchester/Clark County Planning Commission have considered various ways of developing a new arterial from downtown Winchester to the western by-pass to alleviate some of the traffic congestion on Lexington Road. The possible re-use of the old railroad bed from the Washington/Maple Street area to the existing by-pass was studied seriously; however in recent years a number of adjacent landowners have taken possession of large portions of that land and in some cases have developed the abandoned railroad land. This is, therefore, no longer feasible.
3. Professional Avenue is recommended to be extended to intersect with Holliday Drive. While it might not serve as an arterial in the same way that a new limited access road would, this improvement, paired with the recent connection of Fulton Road and Fitch Avenue and the connection of Fulton Road with Professional Avenue, would still enable the dispersion of residential traffic throughout the area, lessen the traffic on Lexington Road, and provide better access to the Clark County Health Department. This is indicated on Exhibit 5-1 as a public transportation improvement. It is very important that when this road is extended, minimal new access points are permitted to interfere with the flow of traffic along this route. In order for this to be an effective alternative to the already commercial corridor of Lexington Avenue, this will need to be freer flowing.
4. Complete the connection of both ends of Fulton Road between Professional Avenue and Market Street creating a local connector between US 60 and Winchester By-pass.
5. As noted above, in addition to future land use categories, Exhibit 5-1 also depicts future transportation system improvements, which are anticipated by this plan update. These transportation system improvements include major improvements, additions, or extensions to the existing street system considered necessary to provide adequate vehicular circulation, throughout the urban planning area. In addition to the “public transportation improvements” and “long range transportation improvements” being handled by the state and city, there are a number of new collector roads identified on the exhibit as “transportation improvements tied to development”. These routes were



chosen by careful consideration of the existing and proposed use of the land and the current level of service on major arterials adjacent, which serve the property. These collector roads, in addition to the major arterial routes proposed by the state and city; establish a framework for the local streets. These streets classified as “tied to development” will be constructed by developers as the land develops. New construction, street extension and expansion resulting from new development are normally the responsibility of local subdivision developers. The locations of the future collector streets and other noted improvements are generalized and are not intended to be site specific, due to topographic, physiographic, and ownership limitations; however these improvements must be incorporated into an overall development plan and subsequent subdivision plat particularly for improvements noted on Exhibit 5-1. As development occurs, Exhibit 5-1 is not intended to prevent the Winchester/Clark County Planning Commission and its staff from proposing additional collector streets as deemed necessary to serve proposed developments.

6. Develop an alternate truck route for the industrial area on the northern side of the city, between I-64 and the railroad tracks. Currently, this industrial area is accessed by 7th Street and Magnolia Street which traverses through residential zones. As this industrial area continues to develop, greater volumes of heavy truck traffic will continue to move through these neighborhoods until the alternate route is established. The city is in the process of identifying potential access routes for this alternate route.
7. There has been considerable discussion and participation by the Kentucky Transportation Cabinet about the location of an exit or exits on Mountain Parkway. The cabinet continues to study the alternatives of full and/or partial access to Mountain Parkway at both the Schollsville and Kiddville Roads. Providing access to the eastern portion of the county at either of these points will improve emergency response and improve travel time for the residents making the area more accessible and desirable.
8. A transportation related issue that arose during the preparation of the previous 2004 Comprehensive Plan update was the importance of the corridors leading into Winchester. As was previously discussed in Chapter V, the committee learned that these corridors act as the "gateways" to the city and are significant in efforts to promote Winchester. If managed properly, these corridors can serve as a green belt between cities, which helps small communities like Winchester protect their identity. As discussed further in the Implementation Chapter, this plan update recommends that a committee be established to explore the designation of scenic corridors entering Winchester and that a concept of preserving these scenic corridors be promoted.
9. There is currently no interest in developing an airport within Clark County.

10. All new development creates traffic concerns. Given the fact that development generates additional traffic, it should be the responsibility of the respective developer to address those issues. All new developments that generate 100 or more additional (new) peak hour direction (inbound or outbound) trips shall submit a traffic impact study. Roadway improvements may be required as determined by the Winchester/Clark County Planning Commission based on the acceptance of the report findings. The table below indicates the threshold for residential developments; all other developments shall submit the analysis to determine the threshold peak.

NUMBER OF UNITS THAT WOULD TRIGGER A TRAFFIC IMPACT STUDY

(100 or more peak direction trips)
ITE Code Land Use UNITS

210	Single Family Detached	150
220	Housing Apartment Low-Rise	250
221	Apartment High-Rise	250
222	Apartment Mid-Rise	400
223	Apartment	350
230	Condominium	300

11. A critical issue related to the development of the by-pass and other major corridors is providing a free flowing route of travel. One means to accomplish this is by limiting the number of direct access points. This supports the goal and objective of minimizing the number of new entrances on all new and existing streets to increase efficiency and safety of all roads. Another statement in the goals and objectives encourages the use of service roads and controlled access points for construction along proposed and existing arterial corridors. These goals are reflected in the decisions of the by-pass committee and are encouraged to continue. The Winchester/Clark County Planning Commission recognizes the standards established by the Kentucky Transportation Cabinet for access but may consider more stringent guidelines to attain the goals and objectives related to the by-pass and transportation development.
12. Public transportation should be considered as an affordable method to provide the citizens with access to community facilities and necessary goods and services. Additionally, pedestrian access to community parks and recreation facilities should be improved.



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CHAPTER VI COMMUNITY FACILITIES PLAN

IMPORTANCE OF COMMUNITY FACILITIES

The quality and vitality of the environment and lifestyle of the residents of Clark County is dependent upon the facilities and public services available to them. These facilities and services support the social fabric of the community and include schools, libraries, parks, municipal buildings, public safety facilities, and sanitation facilities such as water and sewer systems.

Public facilities, especially school systems, play an important role in attracting new residents and industries as well as retaining present residents and employers. The age and efficiency of the existing public facilities affect the revenue needs of the cities and county. The efficient layout and construction of new facilities determine the direction for future growth of residential, commercial, and industrial development. For all of the above reasons, it is important that the development of public facilities be coordinated according to the needs and desires of Clark County residents and elected officials for their future.

The Comprehensive Plan Update Committee held numerous meetings at which representatives of various community service providers made presentations or provided information to inform the committee about the issues facing their respective growth and development. The following are some of the major thoughts, concerns, and future recommendations regarding local community facilities. It is difficult to provide detailed recommendations regarding many community facilities because each utility and school district and safety provider has its own staff and board, which make fairly detailed plans regarding their own expansion and renovation needs. It is the intention of this plan to bring the various issues to the forefront to provide the Winchester/Clark County Planning Commission with some concrete potential problem areas and improvement needs when they are making what are primarily land use type decisions. The relationships between these various infrastructure needs and public services and land uses (both current and future) are complex. This complexity makes it essential that the Winchester/Clark County Planning Commission consider these relationships when making decisions on land use.

The Comprehensive Plan Update Committee recognizes the fact that growth has an impact on existing community facilities and encourages the governing bodies to investigate methods to fund public facilities or infrastructure improvements. Implementing a funding mechanism that would require, in full or in part, that new growth pay for improvements to community facilities in proportion to their expected impact in existing facilities would help to provide a remedy to the need for expanding community facilities.



Water

Winchester Municipal Utilities (WMU), in conjunction with Kentucky American Water, Judy Water Association and East Clark County Water District (which purchases water from WMU), currently provides public treated water to a majority of the county's population. WMU is currently permitted to withdraw fifteen (15) million gallons per day (MGD) from the Kentucky River and/or Carroll Ecton Reservoir. Currently, the raw water intake pump station has a capacity of 5 MGD. Future upgrades will be for 15 MGD which should serve the growing community for the foreseeable future. Based on a November 2009 Water Planning Study, the raw water upgrade construction costs total 6.3 million dollars. This dollar figure includes upgrades to the raw water transmission line as well. WMU's water treatment plant is essentially at capacity on peak consumption days. The availability of treated water to meet expanding needs is a critical problem facing the City of Winchester and Clark County at this time. The projected demand for water in 2020 is 12 MGD. WMU's capital plan outlines design and initiation of construction for new water treatment facilities in the 2014/2015 timeframe. Based on the November 2009 Water Planning Study costs for construction of a new water treatment plant and finished water main upgrades will total approximately \$52.4 million. WMU intends to implement changes in its water system over an extended time period, depending on the lifespan of the existing water treatment plant and the growth rate of water usage. The existing water treatment plant will remain in service for an undetermined length of time. Expansions to the water treatment facilities are planned to occur in three phases up to 12 million gallons per day.

The bulk of the extension of WMU's service lines relies on expansion by private developers and industrial use. Major transmission lines and plant and water supply expansion and improvement are costs generally borne by WMU and ultimately WMU's customers. The market has traditionally controlled expansion direction, and the cost is born by the individual choosing to develop within WMU's service area. An effort is being made through this planning process to encourage growth to occur on the eastern side of the Winchester urban area in support of many of the community's goals and objectives. It will continue to be important for the Winchester/Clark County Planning Commission and its staff to work closely with WMU's staff, coordinating local development efforts, and ensuring that WMU understands the goals and objectives adopted as a part of this plan by the city and the county.

City and WMU officials continue to work with the Kentucky River Authority and the Army Corps of Engineers regarding the repair and stabilization of Lock and Dam No. 10. Repair of this structure is critical to meet the future water supply needs of Winchester and Clark County. Repairs to Lock and Dam No. 10 are outlined in the Kentucky River Authority's long term planning effort and are expected to occur in the near future with design in the 2012-2014 biennium and construction in the 2014-2016 biennium. Repair of this structure will ensure provision of water supply needs for Winchester and Clark County for the foreseeable future.

Sewer

Winchester Municipal Utilities (WMU) is currently one of two utilities serving Winchester and Clark County with public sewer service. At this time, WMU serves only residents and businesses, which fall, within its water service area. Many of the residents served by one of the rural water districts or Kentucky American Water do not receive sewer service from WMU. Kentucky American has a package plant serving Rockwell Village and several industries on Gawthrop Drive. On January 21, 2008, the Strodes Creek Wastewater Treatment Plant went online. Currently, the Lower Howards Creek Wastewater Treatment Plant is under construction, with an expected construction completion date of January 2013. The Strodes Creek Wastewater Treatment Plant is rated at 7.2 million gallons per day and the Lower Howards Creek Wastewater Plant will be rated for 2 million gallons per day of average flow. Long range plans include construction of large diameter gravity interceptor sewers to serve the nine sub-watersheds in WMU's service area. Construction of these sewers will eliminate several pump stations and provide for growth in undeveloped areas. Construction of a proposed sewer interceptor, pump station, and force main in the Hancock Creek watershed will provide sewer service to East Kentucky Power Coop (EKPC), Rockwell Village and industries on Gawthrop Drive. Court proceedings have mandated failing sewage package plants in this watershed connect to the Publicly Owned Treatment Works (POTW). This future expansion of sewer service will enable current property owners to access the municipal system. The users will be required to incur costs associated with tapping on and construction of the facilities through privilege fee agreements. When complete this interceptor would have capacity to provide sewer service to a large portion of the Lexington Road area. WMU is working closely with local planning officials to ensure that major capital investments reflect proposed future land use recommendations. This cooperative relationship needs to continue to ensure efforts being made by the various agencies are complementary. All expansion proposals are carefully reviewed and oversized to ensure that entire new sub-watersheds can be served by newly located interceptor sewers and pump stations as appropriate.

The Winchester/Clark County Planning Commission needs to ensure that growth does not occur on the fringes of the urban planning boundary prematurely or in a haphazard manner. Developments should not be permitted to leap frog large tracts of vacant, undeveloped lands and should be tied to the logical extension of adequate water and sewer lines as well as the required road improvements. WMU needs to work closely with the Winchester/Clark County Planning Commission in reviewing the future land use map and text to determine realistically which areas of the community are anticipated to experience the commercial, industrial, and residential growth which would require changes in the current service to that area. This would promote efficient use of funds for extensions and renovations to the public water and sewer systems.

Outside the urban area of Winchester, homes and businesses are either served by private on-site sewage treatment systems or by private package treatment plants. As noted in previous chapters, private package treatment plants, such as those frequently used by mobile home parks and rural subdivisions, often fail to perform adequately on a long-term basis due to the



daily maintenance requirements and frequent pressures to expand beyond capacity. Most package treatment plants are privately owned, poorly maintained and undersized. They therefore often fail regularly to meet state and federal environmental requirements. However, alternatives to a proliferation of individual on-site private septic systems need to be pursued, particularly in areas where greater density is being encouraged. This plan update recommends the consideration of the possibility of establishing a sanitation district and permitting small public package treatment plants which are built to regulatory specifications and controlled by a public agency and/or public utility. The further study of this concept in conjunction with the development of a new zoning classification for rural crossroads communities is discussed in the Implementation Chapter.

Fire Protection

As was the case with the 2004 Comprehensive Plan update, there continue to be instances throughout the rural portions of the county where water lines are being installed in the county without fire hydrants and generally without the capability of being able to support water hydrants. This conflict occurs because the rural water districts and rural water associations are charged with providing potable water for drinking purposes and are not designed to address rural fire protection. This creates conflict between the increased rural growth and lack of adequate fire protection. As was the case with the 2004 Comprehensive Plan update, this plan update proposes that the county consider requiring that all new and replacement water lines installed by any supplier be of a consistent and compatible level of construction, capable of accommodating fire hydrants, and that hydrants be constructed at locations designated by the Clark County Fire Department. The legal implications of this issue need to be explored by the Winchester/Clark County Planning Commission and the county during the implementation of this plan update. The Clark County Fiscal Court completed a fire protection study in 2004 that should continue to be used to outline the preferred locations and improvements to county fire protection.

Parks

This plan recommends that the city and county continue to follow the recommendations of the "Winchester-Clark County Parks and Recreation Master Plan" as adopted in 2001 and as may be updated from time to time. That document, developed by the Bluegrass Area Development District with input by the Parks Master Plan Advisory Committee, documents existing conditions, deficiencies and needs and provides detailed recommendations for future parks and recreation opportunities. As discussed in the Future Land Use and Implementation Chapters, there is a continued need for a regional park similar to Lykins Park in the southwestern portion of the urban planning boundary. This plan update recommends that a committee be appointed to formulate a recommendation for the Winchester/Clark County Planning Commission regarding how the community might best meet the needs of the residents in this area of the urban planning boundary and the county that might not now be well served by available parks. Issues such as the use of green space, the imposition of an impact fee on future development, a motel tax, tax district, and/or other similar options should be fully explored. The idea of a new

park is currently being explored by a local group of veterans. The location for a park dedicated to those who have served in the military has not yet been determined.

The city and county also continue to pursue funds for the extension of sidewalks and bike paths out to Lykins Park. This plan update anticipates the development of a greenway/open space between the development to the north of the city (Royal Oak area) and Lykins Park. A new collector road is also proposed crossing the northeastern portion of the eastern By-pass, which would be required to provide pedestrian and bike access to Lykins Park.

In instances where community or neighborhood parks are planned and established an alternative should be considered when public ownership is not feasible. Private non-profit or other semi-public partnerships are encouraged to insure operation and maintenance of the facilities.

Education

The Winchester/Clark County Planning Commission needs to continue to remain aware of proposals for new construction, renovation and administrative changes, which occur within the school system. The Winchester/Clark County Planning Commission needs to coordinate its planning efforts with the Clark County Board of Education so that the board will continue to be aware of land use plans which the commission is reviewing and approving. The pattern and location of future residential development is particularly important to the school system as they plan the location of various facilities. The Comprehensive Plan Update Committee recommends that the Clark County Board of Education monitor enrollment and work closely with the Commission to plan for additional educational needs. It is the intent of this plan update that the new rural land use proposals discussed in the Future Land Use and Implementation Chapters will encourage growth in the areas that can best be served by a variety of public services, schools included.

Storm Water Management

The city and county need to continue with their plans to fund a comprehensive engineering study of the storm water problems within the Winchester urban area. As the urban area continues to grow, additional development will only aggravate an already serious problem in some areas of the city. While the Planning Commission will continue to protect all new development through the use of wise planning techniques to ensure high quality development with minimal off-site impact; there are already serious problems in previously developed portions of the city which need to be studied and addressed. Innovations in pavement technology and design of vehicular use areas can aid in the reduction of storm water quantity and improve quality. The Winchester/Clark County Planning Commission and legislative bodies are encouraged to adopt an approach that would accept construction design and technology that would address and improve storm water concerns.

Both legislative bodies are encouraged to consider a joint storm water agency to address storm water funding and issues. A major point in the overall concept of storm water issues is the



fundamental decision to plan on the watershed level. A watershed plan with predetermined locations for retention/detention structures as well as other improvements and a method to cost share among the owners/developers creates an overall system that would function with greater efficiency, less maintenance and overall be an asset to the community.

The city is currently implementing the requirements of the Federal Phase II regulations, including those identified by the US EPA Consent Decree requiring the separation of wastewater and stormwater systems. A local Stormwater Management Ordinance has also been adopted by the city.

CHAPTER VII IMPLEMENTATION

GENERAL

This chapter describes various implementation measures that may be used to achieve the vision, goals, objectives, and specific recommendations described in this plan. The term "implementation" is intended to be broadly used for purposes of this study. With completion of the countywide comprehensive plan update, a necessary continuing step in the planning process has been accomplished. "Implementation", however, is likely the most important and never-ending step in this process. The most accurate and complete comprehensive plan will mean very little unless steps are taken to insure realization of its goals and objectives and of its specific recommendations. From the point of view of the private sector, the term implementation means "making-it-happen". From the public sector view point, the term implementation means to assist and guide development, by both the private and public sector, by reasonable and prudent application of the various land regulatory measures which have been adopted.

AMENDMENTS TO THE CURRENT LOCAL REGULATIONS

Following adoption of the 2012 Comprehensive Plan by the Winchester/Clark County Planning Commission, necessary steps must be taken to insure that the current zoning ordinance and subdivision regulations adequately reflects the goals and objectives of the 2012 Comprehensive Plan and the plan's recommendations. A number of issues arose during this plan update which requires consideration by the Winchester/Clark County Planning Commission. Both the urban and rural future land use sections include discussion of new strategies for development which are encouraged to occur through this plan update. The following development strategies either need to be incorporated by the Winchester/Clark County Planning Commission into their plan review process or require the consideration of an amendment to the current regulations.

1. **Cluster development** is a concept established as part of the Winchester/Clark County Zoning Ordinance which can be used to permit residential lots to be arranged in groups on a relatively small area of land and reserve remaining larger portions of land for agriculture in perpetuity. When properly used, this method can allow for densities similar to what is permitted under existing regulations for rural areas, while also promoting more open space and maintaining the rural "feel" of the area (e.g., increased setbacks from existing roads, maintaining large open areas of land, etc.). Because of the clustering, the individual house lots are smaller than they would be under straight, rural zoning methods. In either case, the design of the development is critical and drafting of amendments to the Winchester/Clark County Zoning Ordinance is necessary to accommodate this style of development and to set forth the guidelines for design. Since adoption of the **Cluster Ordinance** prior to the 2004 Comprehensive Plan update, there have been few inquiries and no implemented rural cluster developments. Extensive



discussion amongst Comprehensive Plan Update Committee members, planning staff and developers indicates that the primary reason is that the formula for determining the number of allowable lots does not make clusters viable. This plan continues to strongly recommend that extensive consultation be held on the ordinance and amendments considered. This is extremely important to permit viable pockets of residential development while preserving the larger rural area in perpetuity. Currently, there is not a **rural community zone** that allows for the expansion of established crossroad communities throughout the rural portion of the county. The plan recommends that the Winchester/Clark County Planning Commission adopt a new zone and amend the zoning map to enable mixed-use development in the crossroad communities identified in this plan.

2. One topic of discussion during the 2004 Comprehensive Plan update was the designation of **scenic corridors**. It continues to be a recommendation of this plan update that the city and county consider the establishment of designated scenic corridors. A committee should be established to explore the designation of appropriate corridors.
3. The Winchester/Clark County Subdivision Regulations should be amended to reflect the **traffic study thresholds** that are recommended in the Transportation and Land Use chapters. This will ensure that traffic is considered not only in the context of zoning map amendments, but also for developments which are located on previously zoned land. Subdivision regulations should also be reviewed and updated, as necessary, to ensure that the concept of cluster development is supported and fully accounted for.

OTHER COMMISSION AND LEGISLATIVE BODY ACTION

Amendment of zoning ordinance and subdivision regulations is the most typical way of implementing a comprehensive plan. However, regulation amendment is not the only action required in order to implement this plan.

1. The Winchester/Clark County Planning Commission should continue to consider the recommendations of the 2001 Parks and Recreation study to identify and implement the parks and recreation needs and strategies for the entire county. If necessary, the Winchester/Clark County Planning Commission should commission an update to the 2001 Study to address how the existing parks are being used, the fiscal sustainability of the current and future parks, and how the land development process can most effectively provide recreational facilities for all Clark County citizens.
2. The legislative bodies should give serious consideration to stormwater management and its administration. Some options that should be considered are the creation of regional stormwater management facilities implementation of a utility to maintain facilities, regional or otherwise.

TRANSFER OF DEVELOPMENT RIGHTS

Transfer of development rights (TDR) programs allows landowners to transfer the right to develop one parcel of land to a different parcel of land. Generally, TDR programs are established by local zoning ordinances. In the context of rural or farmland protection, TDR is used to shift development from rural and agricultural areas to designated growth zones closer to municipal services. The parcel of land where the rights originate is called the “sending” parcel. When the rights are transferred from a sending parcel, the land is restricted with a permanent conservation easement. The parcel of land to which the rights are transferred is called the “receiving” parcel. Buying these rights generally allows the owner to build at a higher density than ordinarily permitted by the base zoning.

TDR programs are based on the concept that property owners have a bundle of different rights, including the right to use land, lease, sell and bequeath it, borrow money using it as security, construct buildings on it and mine it, subject to reasonable local land use regulations. Some or all of these rights can be transferred or sold to another person. When a landowner sells property, generally all the rights are transferred to the buyer. TDR programs enable landowners to separate and sell the right to develop land from their other property rights.

TDR is most suitable in places where large blocks of land remain in farm use or are worthy of some other type of conservation (mature woodlands, hillsides, wetlands, etc.). Jurisdictions also must be able to identify receiving areas that can accommodate the development to be transferred out of the area to be preserved. The receiving areas must have the physical and service capacity to absorb new units, and residents of those areas must be willing to accept higher density development. Often, residents of potential receiving areas must be persuaded that the benefits of protecting farmland and natural areas outweigh the costs of living in a more compact neighborhood.

TDR programs can be designed to accomplish multiple goals including farmland protection, conservation of environmentally sensitive areas and preservation of historic landmarks. In the context of farmland protection, TDR programs prevent non-agricultural development of farmland, reduce the market value of protected farms and provide farmland owners with liquid capital that can be used to enhance farm viability.