Lincoln County Kentucky

Adopted March, 2003
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COMPREHENSIVE PLAN

2003

LINCOLN COUNTY, KENTUCKY

LINCOLN COUNTY/CEDAR CREEK

PLANNING COMMISSION

Public Hearing: March 4, 2003
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Public Hearing for Re-Adoption and Re-Adoption August 11, 2009

Prepared by the

Lincoln County/Cedar Creek Planning Commission

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Bluegrass Area Development District

LINCOLN COUNTY/CEDAR CREEK

PLANNING COMMISSION

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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 or a planning area. The planning area determined for this plan is the unincorporated areas of Lincoln County, Kentucky. The planning area includes the Cedar Creek Watershed. This area has been under construction for the location of a new lake impoundment to be known as Cedar Creek Lake. Under agreement with the Corps of Engineers, the Kentucky Department of Fish and Wildlife, and Lincoln County Fiscal Court, a land use planning process was proposed as a mechanism to protect the water quality and quantity of the lake by regulating changes in land uses and ensuring best land management practices are utilized within the watershed. The Cedar Creek Planning Commission merged with the Lincoln County Planning Commission in May 2002. Under an Ordinance passed by the Lincoln County Fiscal Court, the Zoning Ordinance and Subdivision Regulations for the Watershed are still in force under the Lincoln County/Cedar Creek Planning Commission.

Basically a Comprehensive Plan should be:

100.197 **Comprehensive** - A plan should cover all geographic parts of a community and all activities that affect physical development.

100.198 **General** - A plan is not supposed to be a straight jacket, it simply summarizes policies and proposals and is intended to provide flexibility.

100.199 **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 tool to be used by all decision makers, both public and private. 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 plans) and outlines governmental strategies that can be employed to accomplish the various components of this Plan. KRS 100 Planning and Zoning Statutes requires the adoption of such a Plan in conformance with the requirements of KRS 100 in order for a planning unit to adopt a zoning ordinance and subdivision regulations. The adopted regulations must be in conformance with the adopted Plan.

In order to be effective, a Comprehensive Plan should also be reviewed and evaluated 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 Lincoln County/Cedar Creek Planning Commission and the Lincoln County Fiscal Court to enable the Planning Commission to legally participate in the planning and land use regulation process. Once adopted it is imperative to continue to periodically review, revise, and update to ensure its continued relevance to the community.

LEGAL FRAMEWORK

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.

100.200 100.183 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."

100.201 100.187 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.

100.202 100.191 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."

100.203 100.193 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.

100.204 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.

100.205

These provisions of Chapter 100 have been followed in preparation of this Plan. 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. Contained in each stage are a number of steps that facilitate a community'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 community's growth.

The first step in the development of a Plan for a community is the assessment 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, and thus quality of life.

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 the other components of the planning process. Chapter III presents the goals and objectives as recommended by the Lincoln County/Cedar Cr*eek Planning Commission* and adopted by the Lincoln County Fiscal Court.

In Chapters IV, V and VI, the planning recommendations are presented for land use, transportation and community facilities. These recommendations take the form of both text and a map. A major component of this plan contained in Chapter IV is the series of guidelines from which planning 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 land use and subdivision regulation amendments, further planning studies and coordination activities.

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 its 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 area (F. Stuart Chapin and Edward J. Kaiser, Urban Land Use Planning, Urbana: University of Illinois Press, 1979, pg. 162).

The following exhibits and comments discuss these trends for Lincoln County and the analysis of this data will assist in the development of a land use plan Past Population Characteristics

PAST POPULATION CHARACTERISTICS
SIZE

The growth pattern of Lincoln County from 1930 to 2000 is shown in Exhibit 2-1. The population of Lincoln County has fluctuated greatly during this time with a significant jump from 1930 to 1940 and a subsequent decline to a low in 1960. Since 1960 the County has grown steadily, with an overall increase of almost 42 percent between 1960 and 2000. The most significant increase was in the 1970's when the County grew by 14.3 percent.

EXHIBIT 2-1
Population Growth in Lincoln County

Year	Population	% Change
1960	16,503	N/A
1970	16,663	+1.0
1980	19,053	+14.3
1990	20,096	+5.5
2000	23,361	+16.2

Source: US Census Bureau, Census of Population, 1930-2000.

As Exhibit 2-2 indicates some the counties in Lincoln County's Labor Market Area had population losses in the 1960's yet all had a net increase between 1960 and 1999. Lincoln County was the fourth fastest growing county in its Labor Market Area during this time, with Boyle, Garrard, and Pulaski Counties growing faster. Examining an area's growth trend can help determine the where future growth will occur. This in turn enables an assessment of the area's economic potential.

EXHIBIT 2-2
Population of Lincoln and Surrounding Counties
1950 - 1999

	1960	1970	1980	1990	2000
LINCOLN	16,503	16,663	19,053	20,045	23,361
Boyle	21,257	21,861	25,066	25,641	27,697
Casey	14,327	12,930	14,818	14,211	15,447
Garrard	9,747	9,457	10,853	11,579	14,792
Pulaski	34,403	35,234	45,803	49,489	56,217
Rockcastle	12,334	12,334	13,973	14,803	16,582

Source: US Census Bureau, Census of Population, 1960-2000;

There are three incorporated cities in Lincoln County, the largest of which is Stanford. Exhibit 2-3 displays these cities' growth patterns and the county as a whole from 1960 to 2000. The City of Stanford has experienced the most rapid and consistent growth, increasing by 70 percent between 1960 and 2000 with a slight decline in the 1980's. Crab Orchard has also grown with an overall population increase of 4.2 percent between 1960 and 2000. Hustonville has fluctuated the most with an overall decline of 10.3 percent between 1960 and 2000.

EXHIBIT 2-3
Population of Lincoln County Cities
1960 – 2000

	1960	1970	1980	1990	2000
Lincoln County	16,503	16,663	19,053	20,045	23,361
Stanford	2,019	2,474	2,764	2,686	3,430
Crab Orchard	808	861	831	825	842
Hustonville	387	413	350	313	347
Total Unincorporated	13,289	12,915	15,108	16,221	18,742

Source: US Census Bureau, Census of Population, 1960-2000

Population Composition - Age and Gender Distribution

The age composition of Lincoln County's population has changed over the last three decades as can be seen in Exhibit 2-4. Following the national trend, Lincoln Countians bore fewer children during the 1970s and 1980s with the rate stabilizing at only a slight decrease in the 1990s. The percentage of the population 35 to 59 years of age increased between 1970 and 1980, and more slowly between 1980 and 1990 as the post war "baby boom" children reached middle age. As this "cohort" continues to age the population in the 35 to 59 year age bracket showed a significant

increase from 1990 - 2000 after the decrease in the 1970's. The percentage of people over 60 years old steadily increased from 1970 until 1990 but during the 1990s this population segment decreased in Lincoln County.

EXHIBIT 2-4
Population Percent by Age Category
Lincoln County, 1970 – 2000

Age Group	1970 % of Total Pop.	1980 % of Total Pop.	Percent Change 1970-1980	1990 % of Total Pop.	Percent Change 1980-1990	2000 % of Pop.	Percent Change 1990-2000
< 5	8	7.8	-2.5	6.82%	-12.8	6.76%	-0.83%
5-19	29.7	26.3	-11.4	22.40%	-13.3	21.24%	-5.18%
20-34	22.3	27.2	22	22.45%	8.8	20.20%	-10.02%
35-59	22.2	20.7	-6.8	29.59%	6.3	33.86%	14.43%
60+	17.8	18	1.1	19.47%	4.4	17.94%	-7.88%

Source: US Census Bureau, Census of Population, 1970-2000.

Population analysis cannot look only at percentages of the population; a look at the actual population numbers is often more useful for an analysis to ensure that local community facilities and infrastructure can meet the community's changing needs. A look at the changes in preschool and school age children can assist decision-makers regarding school and recreation needs. The significant growth and retention of the major age categories contributing to the local work force is vital to local economic stability. The increases in the older population will create demands for different health and service industries.

EXHIBIT 2-5
Age and Gender Composition
Lincoln County, 1970 - 1999

	1970		1980		1990		1999	
Age	Male	Female	Male	Female	Male	Female	Male	Female
< 5	709	623	750	743	756	616	966	824
5-19	2,514	2,435	2,658	2,343	2,366	2,203	2,350	2,166
20-39	1,801	1,919	2,548	2,638	2,923	3,000	2,993	3,085
40-59	1,782	1,921	1,952	1,991	2,173	2,233	3,071	3,152
60+	1,418	1,541	1,547	1,883	1,655	2,120	1,768	2,165

Source: US Census Bureau, Census of Population, 1970-1990, Census Estimates, 1999 Population Distribution

Exhibit 2-6 depicts the distribution of Lincoln County's population over the incorporated and unincorporated areas of the County. As previously stated, Lincoln has three incorporated areas: Stanford, Crab Orchard, and Hustonville. Stanford is the county seat and has the most substantial portion of the incorporated population.

Typically, urban areas begin to grow as they begin to be able to provide a wider variety of services such as water, sewer, schools, 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. Once these services are in place, urban areas are equipped to handle growth more readily and population concentrations therefore tend to locate within or immediately adjacent to these urban areas.

Growth in Lincoln County followed this typical pattern of growth from 1930 through 1970. However, since 1970, while the County has grown significantly, a lesser portion of the growth is occurring in the incorporated areas. The percentage of the population of Lincoln County living in all three incorporated areas of Lincoln County has stabilized around 19-22 percent since 1960. This means that around 80 percent of the County's population lives in the unincorporated areas of the County. Uncontrolled and rapid growth in rural areas can cause excessive and unplanned demands on infrastructure, services and ground and surface water resources. This growth in the rural areas needs to be closely monitored and planned for.

EXHIBIT 2-6
Percentage of Population in Incorporated Areas
Lincoln County

Year	Total Population in Incorporated Areas	County Population	% of Total In Incorporated Areas
1930	2,525	17,687	14.3
1940	3,088	19,859	15.4
1950	3,053	18,668	16.4
1960	3,214	16,503	19.5
1970	3,748	16,663	22.5
1980	3,945	19,053	20.7
1990	4,531	20,096	22.6
2000	4,619	23,361	19.8

Source: US Census Bureau, Census of Population, 1930-2000

COMPONENTS OF POPULATION CHANGE

The census data presented thus far shows the population of Lincoln County fluctuating over the last seven decades. The population increased significantly from 1930 to 1940, decreased from 1940 to a low in 1960, increased very slightly from 1960 to 1970, increased significantly from

1970 to 1980, and continued to increase from 1980 to 2000. It is important to examine the components, which affect the changes in the population. These components are natural increase and net migration. Natural increase is defined as 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 is declining, it can be important to examine these factors within each county to determine what is affecting the population changes and to better enable accurate population predictions. The components of Lincoln County's population changes from 1950 to 1999 are shown in Exhibit 2-7.

EXHIBIT 2-7
Components of Population Change - Lincoln County
1950 - 1999

Years	Natural Increase [1]	Net Migration [2]
1960 - 69	+1,366	-1,206
1950 - 59	+2,116	-4,281
1970 - 79	+944	+1,446
1980 - 89	+476	+516
1990 - 99	+644	+1,800

Source: Kentucky Vital Statistics. University of Louisville, Ky. State Data Center, Pop. Of Ky. Components of Change 1990-99

[1] Natural Increase = Births minus Deaths
[2] Net Migration = Total Population Change Minus Natural Increase

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.

FUTURE POPULATION FORECASTS

The University of Louisville's Urban Studies Center Population Research Unit provided the population forecasts for Lincoln County and the surrounding counties shown in Exhibit 2-8. These projections were made in 1999. Population analysis is important to the planning process. 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) that will soon occur. An understanding of the present population characteristics also helps the community (city or county) to determine the adequacy of existing land use patterns, economic arrangements, and community facilities in terms of meeting existing needs.

Exhibit 2-8
Population Projections for Lincoln and Surrounding Counties*

	1997	2000	2010	2020
LINCOLN	22,047	22,938	24,966	26,222
Boyle	27,069	27,533	28,352	28,666
Casey	14,531	14,502	14,449	14,328
Garrard	13,670	14,707	16,948	18,421
Pulaski	55,616	58,226	63,712	66,629

Source: University of Louisville, Urban Studies Center, Population Research Program, How Many Kentuckians: Population Forecasts, 1997-2020, 1999 Edition

"Note: Lake and Industrial Park 2" not figured to population increase.

ECONOMIC ANALYSIS
INTRODUCTION

The examination and analysis of the economic characteristics of a local community are critical components of the base study required 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. This health can be determined by examining two major components: stability and balance. Stability is an indication of the ability of a local economy to withstand fluctuations in the regional and national economies. Balance refers to the level of diversification of the economy. The more diversified the local economic and employment base, the more difficult it is to disrupt the local economy. Diversification enables expansion of the economic base due to the increased skill levels and resources available (F. Stuart Chapin, Urban Land Use Planning, 1965, pp. 153-154).

The following economic analysis, when combined with the studies of population, community facilities, transportation, and land use, enables projections of the location and intensity of growth in Stanford and Lincoln County. The economic vitality of the city and county is contingent upon wise management of the existing resources and planning to meet future needs.

LABOR FORCE AND EMPLOYMENT CHARACTERISTICS

Exhibits 2-9 and 2-10 display employment characteristics of Lincoln County residents. Lincoln County's employment rate has fluctuated along with the changes in the state and national economies. Between 1977 and 1984, Lincoln County's unemployment rate grew to almost twice the Kentucky rate. By 1999 Lincoln County's rate had dropped below the state rate of 4.6 % and by 1998 the unemployment rate was only 85% of Kentucky's.

While the civilian labor force and employment in Lincoln County has steadily increased, agricultural employment has not. In 1977, one out of every four Lincoln County workers was employed in agriculture. By 1998 only one in fifteen Lincoln County worker was employed in this sector, a drop from 25.6% (1977) to 6.7% (1998). Even with this decline in agricultural employment, the percentage of Lincoln Countians working in agriculture is over three times that of the state as a whole.

Exhibit 2-9
Labor Force Characteristics, Residents of Lincoln County

	1977	1981	1984	1991	1995	1998
Civilian Labor Force	6,434	7,304	7,470	8,471	9,660	10,750
Employment	5,907	6,276	6,100	7,689	9,179	10,330
Agriculture	1,515	1,165	1,086	1,220	950	691
Non-agriculture	4,392	5,111	5,014	6,469	8,229	9,639
Unemployment	527	1,028	1,370	782	481	420
Rate of Unemployment	8.2	14.1	18.3	9.2	5.0	3.9
Kentucky Unemployment Rate	4.6	8.4	9.3	7.4	5.4	4.6

Source: Kentucky Department of Commerce. Deskbook of Economic Statistics, 1978; Kentucky Department of Economic Development, Kentucky Economic Statistics, 1983 and 1986; Kentucky Department of Economic Development, Kentucky Deskbook of Economic Statistics, 1993, 1997, and 1999.

Exhibit 2-10
Employment Characteristics
Lincoln County Labor Market

County	% Agricultural				% Non-Agricultural			
	1977	1981	1991	1998	1977	1981	1991	1998
Lincoln	25.6	18.6	15.9	6.7	74.4	81.4	84.1	93.3
Boyle	7.3	5.4	5.3	3.1	92.7	94.6	94.7	96.9
Casey	19.2	14.3	14.4	6.5	80.8	85.7	85.6	93.5
Garrard	20.8	16.8	18.2	5.3	79.2	83.2	81.8	94.7
Pulaski	8.8	6.4	4.5	2.8	91.2	93.6	95.5	97.2
Rockcastle	8.5	5.7	4.7	3.6	91.5	94.3	95.3	96.4
Kentucky	6.3	4.6	4.0	2.1	94.0	95.4	96.0	97.9

Source: Kentucky Dept. of Commerce, _____
Kentucky Department of Economic Development, Kentucky Economic Statistics, 1983, 1993, 1999
Commuting Patterns

COMMUTING PATTERNS

Local and regional commuting patterns are revealed during analysis of census data. While the time of writing is year 2001, at this time, the most current commuting information is still that from the 1990 Census – while it is likely that these patterns still generally correspond to current Lincoln County patterns judgment in the use of this information should be exercised.

The commuting patterns are a significant influence on Lincoln County's economy (Exhibits 2-11 and 2-12). In 1990, more than half of Lincoln County workers commuted outside the county for work, particularly to Boyle County which offers greater employment opportunities. For every worker commuting into Lincoln County, eight people commuted to other counties for work. Boyle, Garrard and Casey Counties accounted for about 70 percent of the 586 commuters coming into Lincoln County.

Exhibit 2-11
Lincoln County and Surrounding Area Commuting Patterns
(Number of persons 16 years and older)

County	Commuting Out of	Commuting Into	Work and Reside In
LINCOLN	4,487	586	3,429
Boyle	2,384	5,837	8,702
Casey	2,020	548	3,427
Garrard	3,077	858	1,873
Pulaski	2,004	2,727	17,884
Rockcastle	2,350	675	2,720

Source: 1990 Commuting Patterns, Kentucky State Data Center.

Exhibit 2-12
Lincoln County Commuting Patterns
1990

	Number Commuting **Out of** Lincoln County into:	Number Commuting **Into** Lincoln County From:
Boyle County	2,395	176
Casey County	134	107
Garrard County	354	120
Pulaski County	250	82
Rockcastle County	129	18
Other Kentucky counties	1,141	74
Other States	84	9
Total	**4,487**	**586**

Source: 1990 Commuting Patterns, Kentucky State Data Center.

DIVERSIFICATION

Having a diverse employment base brings about stability and balance in Lincoln County's economy. Heavily dependence on a single economic sector often has a devastating effect if a factory, office, or mine has layoffs, closes, or relocates. A diverse local economy more readily withstands fluctuations in regional and national economies and may more easily expand. Diversity is achieved through a mixture of job types, skill levels, and company sizes. Exhibit 2-13 displays the proportion Lincoln County's work force employed in the various economic sectors.

In recent years manufacturing has been the largest employer of Lincoln County residents, comprising nearly one-third of all jobs for county residents through the 1980's and into the 1990's. Services have also risen, increasing from 18.9 percent in 1980 to 23.4 percent as of 1990, rising at nearly the same rate as the state. This rise reflects a national trend of increased service oriented jobs throughout the 80's. While the service industry provides jobs and reduces unemployment, these type jobs are generally of lower paying, minimal skills, and entry-level positions. As stated earlier, agriculture remains a viable part of Lincoln County's employment, relying of agriculture, much more so than does the state as a whole. The trade market has also risen in Lincoln County replacing agriculture as the third largest employer in 1990.

Lincoln County has become more diversified falling more in sync with that of the state, but still relies heavily on agricultural practices that are directly related to seasonal weather patterns, while other vocations such as manufacturing and services are not necessarily weather and climate dependent.

Exhibit 2-13
Diversification of Employment
Lincoln County and Kentucky Workers

	1980		1990		1997	
	Lincoln	KY	Lincoln	KY	Lincoln	KY
Agriculture, inc, forestry and fisheries	40.6%	8.9%	35.1%	7.5%	25.8%	6.5%
Mining	1.5%	3.5%	None	2.1%	None	1.2%
Construction	4.4%	5.1%	5.8%	5.3%	6.8%	5.8%
Manufacturing	8.0%	17.2%	6.0%	15.3%	14.0%	14.7%
Transportation & public utilities*	2.4%	5.0%	2.9%	4.9%	3.2%	5.1%
Trade – Wholesale and Retail	12.4%	19.1%	15.3%	21.0%	14.8%	21.6%
Finance, insurance, and real estate4	4.7%	6.0%	3.5%	5.1%	4.0%	5.1%
Services	14.4%	18.4%	18.7%	23.2%	17.4%	25.3%
Government & government enterprises	11.7%	16.8%	12.7%	15.6%	13.9%	14.7%

Source: US Bureau of Census, Publications CA-25, 1998
*Transportation includes Communications and Public Utilities

INDUSTRY

Exhibit 2-14 shows industry employment by category of work as opposed to by county of residence. This information helps explain where current jobs are and where to target future growth. As of 1998 Lincoln County had 3,730 jobs not related to agriculture, almost a fourth being provided by state and local government. Of the counties surrounding Lincoln County, Garrard is the only one with fewer non-agricultural jobs. This helps explain why so many Lincoln County residents commute outside the county for work. Along with state and local government, trade was also a large employer providing just over a fourth of all Lincoln County non-agricultural jobs. Compared with the State as a whole, Lincoln County's percentage of jobs is similar in construction, trade, finance, and services. Lincoln County had no mining jobs as of 1998. The amount of manufacturing was somewhat lower than the state as was transportation. Boyle and Pulaski Counties have the greatest amount of employment opportunities for the six county area, presently providing three-quarters of all non-agricultural jobs, mostly in manufacturing, trade, and services.

Exhibit 2-14
Non-Agricultural Employment by Industry Category
Lincoln and Selected Counties
1998

Industry Category	Lincoln	Boyle	Casey	Garrard	Pulaski	Rockcastle
All Industries	3,730	15,937	3,252	2,397	23,040	3,440
Mining	0	0	0	0	80	0
Construction	166	512	100	332	1,025	92
Manufacturing	963	4,342	1,265	411	4,861	727
Transportation*	87	397	78	40	1,463	136
Trade**	849	4,191	549	430	6,352	661
Finance***	180	361	85	85	782	132
Services	561	4,291	542	311	4,894	952
Government	894	1,743	591	779	3,501	716
Other	31	82	8	9	83	7

Source: Kentucky Cabinet for Economic Development, Kentucky Deskbook of Economic Statistics 1999

Data are not disclosed for any industry consisting of fewer than three reporting units. Data are also withheld for an industry level in which one unit accounts for 80 percent or more of that industry's employment.

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

Note: This analysis is on the "Place of Work" reporting format and thus the employees may or may not be residents of the reporting county.

MANUFACTURING

Exhibit 2-15 shows growth and decline trends for manufacturing employment for Lincoln and surrounding counties. In 1978 Lincoln County had 390 jobs in manufacturing. By 1984, 50 manufacturing jobs had been lost, following a trend during the mid-1980's that saw unemployment rise to nearly 20 percent. Through 1998, manufacturing has been increasing again steadily and has increased 178.3% since 1978. Casey, Garrard and Rockcastle Counties have also seen over all declines since 1977. Surrounding counties, especially Boyle and Rockcastle Counties, have increased their manufacturing employment the greatest since 1978. Rockcastle County has seen the greatest decline in manufacturing employment from almost 1200 people in 1990 to only 727 in 1998. For the six county area, Pulaski and Boyle Counties still remain the manufacturing centers, with greater stability providing two-thirds of all the manufacturing employment.

Exhibit 2-16 displays Lincoln County's manufacturing employment according to type of industry for the years 1977, 1982, 1984, 1990, and 1998, and compared with state figures. During the early 1980's and 1982 specifically, Lincoln County had 50 percent of its manufacturing employment in clothing, textiles and leather, 21 percent in lumber, and some employment in all other manufacturing industries except tobacco or primary metals.

As of 1999 no more manufacturing of food and kindred products exist, and printing, chemical, clothing and stone manufacturing now have two or fewer companies each. Compared with 1982 figures lumber/furniture and machinery/metal products and equipment now represent approximately two-thirds of the manufacturing job market. Exhibit 2-16 shows the state as a whole is more diversified in its manufacturing industries than Lincoln County. While having manufacturing is good and needed, relying on too heavily on a single industry such as lumber could be disastrous to the economy should that particular plant close or relocate. Also, Lincoln County and Stanford have to compete with Danville and Somerset which are larger communities with more opportunities.

Exhibit 2-17 lists all manufacturing firms in Lincoln County as reported in the 1998 Kentucky Directory of Manufacturing. Listed with each name are the founding dates, number of employees and type of manufacturing.

Exhibit 2-15
Total Manufacturing Employment Growth
Lincoln and Labor Market Counties

County	1977	1982	1984	1990	1998	% Change
LINCOLN	390	349	341	346	963	178.3%
Boyle	3,453	3,407	3,688	3,359	4,342	29.3%
Casey	1,105	1,071	620	1,370	1,265	-7.7%
Garrard	654	502	419	435	411	-5.5%
Pulaski	4,161	3,568	3,969	4,283	4,861	13.5%
Rockcastle	89	217	315	1,109	727	-34.4%

Source: Kentucky Department of Commerce, _____ tatistics, 1978, Kentucky Department of Economic Development, Kentucky Economic Statistics, 1984, 1986, Kentucky Department of Economic Development, Kentucky Deskbook of Economic Statistics, 1992, 1993, 1999.
Note: This analysis is on the "Place of Work" reporting format and thus the employees may or may not be residents of the reporting County.

Exhibit 2-16
Manufacturing Employment by Industry
Lincoln County

	1982		1984		1990		1998	
Industry	**County**	**KY**	**County**	**KY**	**County**	**KY**	**County**	**KY**
Food and Kindred Products	2.3	8.5	2.6	7.6	0.0	6.8	0.0	8.2%
Tobacco	0.0	3.9	0.0	3.3	0.0	1.9	0.0	1.9
Clothing, Textiles and Leather	50.1	14.4	39.6	13.4	*	14.4	*	14.4
Lumber and Furniture	21.2	4.8	29.9	5.6	38.4	5.7	38.7	5.5
Printing, Publishing and Paper	1.4	8.7	0.0	9.0	*	10.4	*	10.7
Chemicals, Petro., Coal and Rubber	1.1	11.4	18.2	11.4	*	12.4	*	12.5
Stone, Clay and Glass	6.3	3.1	5.6	2.9	*	3.5	*	3.6
Machinery, Metal Products and Equip.	2.9	35.9	4.1	37.0	25.7	35.8	27.0	34.7
Primary Metals	0.0	6.6	0.0	7.0	0.0	6.0	0.0	6.0
Other	14.9	2.8	0.0	2.9	3.1	3.1	0.0	3.3

Source: Kentucky Department of Economic Development, _____tatistics, 1984, 1986. Kentucky Department of Economic Development, Kentucky Deskbook of Economic Statistics, 1992, 1993.

Exhibit 2-17
Lincoln County Manufacturing Firms 1998

Firm	**Products**	**1999 Employ#**	**Year Est.**
Crab Orchard			
Genton Tool and Die	Machine Shop, machinery parts, general CNC & Swiss screw machining, toll 7 die, jigs, drilling, cutting, honing, welding, grinding, lathe & mill work	5	1984
Woodland Buildings	Wooden storage buildings	2	1986
Hustonville			
K.W. Manufacturing	Steel farm gates, corrals & animal feeders	15	1989
Lily Gate Company	Metal farm gates	38	1991
Wolford & Wethington Mills, Inc.	Sawmill: rough & kiln dried lumber, logs, wood chips, sawdust, fending & tobacco stakes	27	1974

Stanford

Brake Parts Inc.	Automobile & truck disc brakes	450	1989
Cargill, Inc	Fertilizer blending	4	1984
Cherry, J.W. Manufacturers	Truck beds, lime spreaders, post hole diggers & special hydraulic equipment	4	1956
Cochran Welding Service	Metal fabricating; arc & gas portable welding service		
DecoArt Inc.	Acrylic paints, plaster molds & colors	115	1977
Interior Journal	Weekly newspaper publishing & typesetting	6	1860
JEM & Associates Inc	Pneumatic, vertical, & chain conveyors	14	1991
Lincoln County Ready Mix, Inc.	Ready-mixed concrete & precast concrete septic tanks	15	1978
Lincoln Manufacturing, Inc.	Metal stampings	40	1995
Lincoln Tool & Die, Inc.	Machine shop; parts, tool & die	33	1978
Schoma Inc.	Commercial offset & specialty printing	4	1987
Stanford Wood Products, Inc.	Custom wooden & laminated cabinets; store & bank fixtures; custom wooden furniture	30	1947
Steel Services of KY Inc.	Steel fabricating	4	1997
Sudduth Welding	Structural steel, stainless steel & aluminum fabricating; arc, gas MIG, TIG & heliarc welding	2	1978
Tillett's Uniforms, Inc.	Band uniforms, choir robes, flags, dresses	15	1984
Tri-County Cabinet	Commercial & residential cabinets	2	1980
Ump-Attire, Inc.	Umpire clothing, embroidery service	5	1994

Source: Kentucky Cabinet for Economic Development.

RETAIL

Since 1977 the volume of total retail sales for Lincoln County has increased by almost 125 percent (amounts not adjusted for inflation). The number of employees has also steadily increased while declining slightly from 1992-1997. At the same time, the number of establishments has significantly decreased (see Exhibit 2-18) indicative of fewer, larger stores with more employees. Large chain grocery and department stores have all but taken over smaller family owned and operated stores.

Exhibit 2-19 shows the rate of growth in retail sales in Lincoln County as compared with the retail sales of surrounding counties. All counties have seen increases in sales, with Boyle and Pulaski Counties increasing the most. Lincoln County's sales exceeded those of Casey, Garrard, and Rockcastle Counties from 1992 through 1997.

Exhibit 2-18
Retail Trade Trends
Lincoln County

	1977	1982	1987	1992	1997	% Change
Establishments	173	159	76	76	64	- 63.0%
Employees	363	365	531	510	471	+30.1%
Total Sales (in $000's)	$31,605	$33,053	$40,893	$54,391	$70,943	+125%

Source: US Census Bureau, _____ Trade, Volume II, Geographic Area Series, 1977, 1982, 1987, 1992, 1997

Exhibit 2-19
Total Retail Sales (in $000's)
Lincoln County Labor Market Area

County	1977	1982	1987	1992	1997	% Change 1992-1997
LINCOLN	31,605	33,053	40,893	54,391	$70,943	30%
Boyle	81,198	125,747	179,806	223,212	301,751	35%
Casey	21,175	28,521	30,494	41,488	44,217	7%
Garrard	19,948	18,143	23,921	29,694	33,845	14%
Pulaski	145,125	215,259	286,979	386,476	543,286	41%
Rockcastle	20,307	28,106	30,419	43,474	44,281	2%

Source: US Census Bureau, Census of Retail Trade, Volume II, Geographic Area Series, 1977, 1982, 1987, 1992, 1997

INCOME

Exhibit 2-20 presents information regarding changes in family income in Lincoln and surrounding counties from 1969 through 1996. The median family income, not adjusted for inflation, for each county has increased significantly over a period of 27 years, faster than the state as a whole. Lincoln County's median income has more than tripled since 1969, but the county is still at only four-fifths of the state median income

Exhibit 2-21 lists the per capita personal income of residents of Lincoln and surrounding counties. Again, it would appear that the percentage changes would indicate a significant increase in per capita income. Rockcastle increased faster than the state rate but all of the counties remain below the state per capita income level. The same is true for Lincoln County, with a per capita income of only 62 percent of the state's per capita income.

Exhibit 2-20
Medium Family Income ($)
Selected Counties

County	1969	1979	1989	1998	% Change
LINCOLN	5,330	10,474	21,792	23,795	346%
Boyle	7,822	13,649	28,168	30,764	293%
Casey	4,886	8,318	18,176	20,231	314%
Garrard	6,397	11,513	26,250	26,940	321%
Pulaski	5,185	10,497	21,792	24,255	368%
Rockcastle	4,627	8,860	18,144	21,156	357%
State	7,441	16,444	27,028	28,929	289%

Source: KY Dept. of Commerce, KY Deskbook of Economic Statistics, 1978, 1983, 1993, 1997.

Exhibit 2-21
Selected Counties Per Capita Personal Income ($)

County	1980	1986	1990	1994	1997	% Change 1972-1997
LINCOLN	5,393	8,118	10,316	13,030	15782	503%
Boyle	7,738	11,468	14,527	17,068	20517	452%
Casey	4,305	7,314	10,241	12,349	13920	562%
Garrard	6,881	9,985	13,328	14,479	16205	340%
Pulaski	6,209	9,635	12,942	14,736	17470	490%
Rockcastle	4,415	7,544	10,600	12,340	14129	605%
Kentucky	7,662	11,547	14,965	17,721	25288	600%

Source: KY Dept. of Commerce, KY Deskbook of Economic Statistics, 1983, 1993, 1994, 1999

COMMUNITYFACILITIES
INTRODUCTION

The existence, location, and extent of the various community facilities are critical to the manner in which the land in a city or county develops. Typically, as an urban area begins to grow, there is an increased demand for services such as water, sewer, schools, and public protection and recreation. These services are referred to as community facilities. If the urban area is able to meet the demand for these services, the area will generally continue to grow, putting continuing pressure on the need for wise planning and foresight in these areas. The information related to these services, the demands upon them, and their capacity for expansion, when combined with population projection data can provide a planning commission with a solid base for initiating discussion related to the type, location, and intensity of future land use patterns in a city or county. This section provides an overview of the current status and capacity of each of the relevant community facilities and provides background information critical to the balance of this plan.

WATER SUPPLY AND SYSTEMS

Lincoln County's streams drain into three major river basins — the Kentucky River, the Green River, and the Cumberland River. These tributaries are small and in order to provide a local water supply water must be impounded. Water is also brought in from surrounding counties to provide an adequate supply. There are seven existing water service providers in Lincoln County which obtain water from five different sources. Water for Stanford's water utility and for most of the McKinney Water District comes from Stanford's two municipal reservoirs. The Hustonville buys potable water from Danville. Crab Orchard and the Garrard County Water Association buy potable water from the city of Lancaster. The Western Rockcastle Water Association buys potable water from Mt. Vernon. Eubank buys potable water from Somerset.

STANFORD

The city of Stanford presently uses two small reservoirs several miles south of the city. The older is the Henry Rice Reservoir, a 1954 impoundment of Neals Creek a tributary of the Kentucky River. In 1990, a second reservoir was established about two miles southeast of the first, near the Jumbo community. The James Harris Reservoir, on an unnamed tributary of the Green River, has its water pumped 2.3 miles up and over the drainage divide into the Henry Rice Reservoir to the city's new water treatment plant located immediately downstream.

Stanford's water plant was constructed in 1999 with a two million gallon per day (2.0 mgd) capacity – in year 2000 the plant produced 92,000 gpd on the average. In addition to serving customers directly, Stanford sells water to the McKinney Water District at three master metering points, providing 90 percent of McKinney's water needs.

The Stanford system has four water storage tanks. They include a 200,000 gallon ground tank near the water treatment plant; a 300,000 gallon elevated tank in the northwest corner of Stanford; a 300,000 gallon elevated tank in the industrial east side of Stanford; and a 200,000 gallon elevated tank on Pine Grove Road (Pine Hall rural water project). With the 200,000 gallons of stored water in the water treatment plant clearwell, Stanford has 1.0 million gallons of potable water storage volume which exceeds one day's usage.

Only two of storage tanks are close enough to town to have much fire fighting potential. Stanford has 5th class fire protection grading from the Insurance Services Office of Kentucky—very good for a city of its size. The grading system is a one to ten scale with a "ten" grading synonymous with "no protection".

CRAB ORCHARD

Crab Orchard's purchases of treated water from Lancaster are supplied via a single 6" asbestos cement line along KY 39. The water is gravity fed from the Lancaster elevated storage tanks to Crab Orchard's 100,000 gallon tank without additional pumping and there is no limit to the amount of water that may be purchased. The Crab Orchard water system was upgraded in 1994-95 as a part of a HUD-FmHA construction project.

Crab Orchard's 2000 daily water purchases averaged 105,000 gallons and the City served 637 customers from both inside the city limits and in nearby Lincoln County areas - an additional one hundred Garrard County customers are served by Crab Orchard.

*C*rab Orchard's system is surrounded by neighboring water systems, the Garrard County Water Association serving areas on the city's north; the Western Rockcastle Water Association has water customers along KY 39 South and US 150 East; Stanford, has retail water customers along KY 643, KY 1770, and US 150 West. The new US 150 alignment will open some areas on Crab Orchard's west and southwest sides for development requiring additional water service.

HUSTONVILLE

The Hustonville's water system was constructed in 1939 as a part of a federal public works project. In the late 1970's, Hustonville began to purchase water directly from Danville, bypassing Junction City, through a single master meter immediately south of the Danville by-pass (US 127-150) near the Norfolk Southern railway underpass. A small portion of the Hustonville water transmission-distribution is in Boyle County. Only about 15 percent of Hustonville's 1,474 water customers are located within the corporate limits of Hustonville with the balance customers located in Lincoln County.

EUBANK

Eubank operates a municipal system that operates like a rural water utility. Eubank purchases its total potable water supply from Somerset, near that city's northern corporate boundary. From that point, the water is pumped generally in a northward direction past Science Hill (in Pulaski County), to and through Eubank (which straddles the Pulaski-Lincoln County line) and north past Waynesburg and Kings Mountain to terminate in the general vicinity of Hall's Gap. Eubank serves 1,562 Lincoln County customers.

MCKINNEY WATER DISTRICT

The McKinney Water District began operation as a privately financed utility to serve the rural communities of McKinney, Geneva, and Turnersville in 1966. Since that time, the McKinney Water District, having merged with the McKinney Water Association, has expanded its service area to now include the communities of McKinney, Geneva, Turnersville, Mt. Salem, New Salem, South Fork, Yocum, Jumbo, Miracle, Chicken Bristle, Blue Lick, Boneyville, Neals Creek Road, Maywood, Roland, and Ottenheim. The District has the aggressive goal of providing water to unserved areas which has lead to its customer base increasing from 180 in 1973

to 1,561 in 2000. Potable water is purchased from Stanford at three master metering locations and from the Eubank municipal water system at a single location.

WESTERN ROCKCASTLE WATER ASSOCIATION

The Western Rockcastle Water Association also has an aggressive policy of extending water service to area residents who desire it serving over 3,377 customers in portions of Rockcastle, Lincoln, Pulaski, and Garrard Counties – about 20% of the customers are in Lincoln County (675). Areas of Lincoln County served include: Broughtentown, Bee Lick, Dog Walk, Albright, Turkeytown, KY 39 from Crab Orchard south, and US 150 west to Crab Orchard. The water supply for all of Western Rockcastle's water is Mt. Vernon's Lake Linville, an impoundment of Renfro Creek developed when Interstate 75 was constructed.

GARRARD COUNTY WATER ASSOCIATION

Garrard County Water Association does not have a designated service area boundary line and has made water line extensions wherever water was needed including areas of north-central and north-eastern Lincoln County. Association serves 148 Lincoln County customers in an area immediately north of the US 150 Bypass at Stanford, Logan Hubble Road (and the Logan Hubble Park), the Gilbert Creek Road (KY 2252), and the Fall Lick Road (KY 3246) north and east of Crab Orchard. The Garrard County Water Association uses three water sources: Lancaster (approx. 50%) and Danville (approx. 36%), with the remainder from Berea College. All of the water sold to Lincoln County is Lancaster-supplied.

SANITARY SEWERAGE SYSTEMS

STANFORD

The Stanford Water Commission operates Lincoln County's largest sanitary sewer system serving over 1,688 customers in the developed areas of the city as well as some outlying subdivisions. The Stanford Wastewater Treatment Plant, upgraded and expanded in the mid 1980's, is located on the west bank of Logan Creek in the northeastern quadrant of the city. Logan Creek is a tributary of Dix River, which is part of the Kentucky River watershed. Stanford operates a single sewage pumping station upstream of the wastewater treatment plant. The plant features an oxidation ditch type process and discharges its treated effluent into Logan Creek. With a design capacity of 800,000 gallons the plant's average daily flow was 600,000 gallons/day in 1997 dropping to 484,000 gallons in 2000. This change occurred while the Stanford population grew and is likely indicative of a decrease in groundwater inflow and infiltration ("I. & I.") into the sanitary sewers during recent drought years. On days of consistent dry weather, flows at the wastewater treatment plant get as low as 200,000 to 230,000 gallons per day while during wet weather periods, measured flows at the wastewater treatment plant exceeded 1.0 MGD.

CRAB ORCHARD SEWERAGE SYSTEM

The City of Crab Orchard also provides sewer service to its residents. The terrain of Crab Orchard is basically flat with tight, low permeability soil types that are unsuitable for septic systems. In 1981-1982, coping with a chronic septic tank failure rate, Crab Orchard applied for and received EPA, HUD, and FmHA grant and loan support for the construction of a system of sewer lines and a lagoon-type wastewater treatment plant. There are three small pumping stations. One in the center city, one north and another west of the city's center. Two of the three

pumping stations were rebuilt as a small part of a water/sewer system improvement project in 1994-1995. Crab Orchard's sewage generally flows by gravity to a point southeast of the city, adjacent to US 150. From that point, sewage is pumped to the wastewater treatment plant on the city's northeast side near the end of Cedar Avenue. The wastewater treatment plant has a rated flow of 110,000 gallons per day. The city has 347 sewer customers inside the city boundary and another six customers outside the city. All city residents are served by the municipal sewer system. As with most sewer systems, Crab Orchard's sewer system is troubled by problems associated with inflow and infiltration. Rains of one-inch sometimes overwhelm the grinder pumping stations. Because the lagoon-type treatment affords the ability to store wastewaters for prolonged periods, there is actually a discharge to Dix River only about twice yearly—each time for 10 to 15 days.

UNINCORPORATED AREAS OF THE COUNTY

Sanitary sewer service access outside the city limits of Stanford and Crab Orchard is quite limited. In areas not served by the city treatment plants, sewage treatment generally falls into two categories: individual septic tanks or private package treatment plants. Private package treatment plants are permitted and monitored by the Kentucky Division of Water and can be an effective means of waste disposal if properly maintained. However, package treatment plants across the state have historically experienced ongoing problems due to poor operation and maintenance once the system is installed. Septic tanks also can be an effective means of treating sewage if properly installed and maintained in suitable soils. The County Health Department regulates the permitting and installation of these private treatment systems. Some areas of Lincoln County are not suitable for septic systems and alternative systems need be considered.

The recent growth in rural Lincoln County is of some concern to the Health Department. Over 270 new lots were created and approved for residential construction on septic tanks in 1997. The Health Department requires a minimum of 15,000 square feet for a lot with a residence and a septic system and at times this minimum acreage must be increased based on an individual site evaluation indicating that additional acreage is necessary.

Additionally, over 300 "straight pipes" were recently identified in Lincoln County as a part of the Kentucky Pride program. While Pride provides low-interest loans to eliminate these problem "systems", reaching all of the affected property owners, and convincing them to take action, remains an issue. Local and state government are committed to assuring that all sewage is treated by some type of on-site, collective, or public treatment system. Low interest loans will be made available to individual property owners to help resolve some of these issues.

Without a doubt, the Stanford and Crab Orchard sewage treatment plants provide the most effective and efficient sewage treatment option. The cities need to carefully consider future expansion of the system to the unserved rural areas of the county. Wise planning encourages developing urban uses in a centralized compact fashion to minimize the cost of expanding the various infrastructure systems required by urban-type development. Policy decisions regarding the expansion of the current system and the use of alternative treatment systems can have a significant impact on future land use patterns. Many communities use the extension and location of sewer lines as a means to provide for orderly, high quality growth.

ELECTRIC/NATURAL GAS/TELEPHONE SERVICE

Lincoln County is currently served by three different electric companies. The cities of Stanford, Crab Orchard, and Hustonville are provided with electric service by the Kentucky Utilities Company. Other parts of Lincoln County are served by the Inter-County Rural Electric Cooperative Corporation and the South Kentucky Rural Electric Cooperative Corporation, both of which purchase their power from the East Kentucky Power Cooperative.

The cities of Stanford and Hustonville are also served with natural gas by Western Kentucky Gas Company which has the Tennessee Gas Transmission Company as its source. Crab Orchard is not served by natural gas. South Central Bell provides telephone service to both Stanford and Crab Orchard, while Hustonville is served by Verizon (formerly GTE).

RECREATION

The greater Stanford area has a number of local recreation opportunities. The Stanford-Lincoln County Recreational Park is located adjacent to the Lincoln County High School and contains four tennis courts, a lighted playground and a softball field. Additional playground facilities can be found on the Stanford Elementary school grounds. The Lincoln County Farm Bureau Center and Fairgrounds has historically hosted many local events including the Lincoln County Fair and Horse Show and various Little League games. The relatively new 50-acre fairground includes a community building and exhibit areas. The County Fair was voted the most progressive fair of all types in the state in 1995 and received the 1994 All Kentucky Fair award. The Horse Show has been ranked one of the top one-night shows.

The Lions Club Recreational Park includes a 10-acre facility with three little league baseball fields and a football field. The Dix River Country Club also provides an 18-hole golf course, two tennis courts, and a swimming pool for its members.

The Logan-Hubble Memorial Recreation Park, a 367-acre site donated to Lincoln and Garrard Counties, has been master planned for a large multi-use recreation facility in northern Lincoln County. The site is located between the Dix River and US 27. Phase I of the proposed development, including four picnic shelters, restrooms, playground facilities, basketball courts, picnic areas, walking and horse trails, a fishing lake and a boat ramp, have been completed. Future facilities, expected to include an arboretum, archery and gun range, historical building renovation for use as a museum/meeting room, and Coon Club building construction, are expected to be completed by 2001. Upon completion, the park will also include horseshoe pits, a soccer/football field, an outdoor drama area, a swimming pool, and a driving range.

The Dix River, Herrington Lake, and the Kentucky River also provide a variety of nearby water-oriented recreation opportunities to the north of Stanford as well. Additional recreation opportunities are available in the Stanford/Lincoln County area as a result of the historic and cultural facilities available within the County as well as in nearby Rockcastle, Boyle, and Mercer Counties.

Ongoing creation and development of Cedar Creek Lake will add additional outdoor recreation, boating, fishing, and swimming opportunities for the County and the surrounding area. Just east of the proposed lake site is the William Whitely House state Historic Site. The Whitely House was the first brick house constructed west of the Alleghenies in 1788. The first circular racetrack was built there, using clay instead of turf in contrast with British tracks, and races were run counterclockwise instead of clockwise. The park is a 10-acre site with a picnic area, playground equipment, and a gift

shop. Potential development around the Lake and the Park, if well planned, could be a great benefit to the County as a whole. Careful land use planning and the adoption of land use regulations can protect and enhance the assets of the area.

SAFETY AND HEALTH

POLICE PROTECTION

Police protection for the residents of Stanford is primarily provided by the city police department. The City Police Department consists of nine officers and eleven patrol cars (counting reserve vehicles). Three Kentucky State Police officers also serve the city. The County is also served by an enhanced 911 system with the central dispatch located in its own building on Main Street.

Police protection for the residents of Crab Orchard is provided by the city police department which consists of two officers and a patrol car.

In the non-incorporated areas of the County, police protection is provided by the five patrol officers and the dispatcher of the County Sheriff's Department as well as the State Police. The County Sheriff's Department also provides support to the both city departments.

FIRE PROTECTION

Fire protection is provided to the residents of Lincoln County by eight (8) fire, six of which operate out of county owned stations and are Volunteer Stations. The city of Stanford is served by the City Fire Department located on Main Street near downtown. The Crab Orchard Fire Station is owned by the city, but the County pays half of the utilities and houses one fire truck at this location. The city of Hustonville's consits of a fire truck to serve this area. Other County stations are located at McKinney, Waynesburg, Broughtentown, Moreland, and Highland. The County has about 90 volunteer firemen and owns a total of 30 vehicles. The vehicles include nine (9) class A fire engines, one at each station and one spare. Additionally, the County owns 12 tankers, one air truck, five (5) brush trucks, and one air trailer. The County averages 400 responses per year.

The city of Stanford has 5th class fire protection grading from the Insurance Services Office of Kentucky—very good for a city of its size. Crab Orchard has a Class 7 fire protection grading from the Insurance Services Office. Crab Orchard may seek to upgrade its rating as a result of the 1994-95 water distribution system improvements. The balance of the County has an ISO rating of Class 9.

One area of concern is the desire to locate additional rural fire hydrants. The Department would like to see the location of dry hydrants at the proposed Cedar Creek Lake to allow pumping from the lake to fill pumper trucks.

EMERGENCY MEDICAL SERVICE

The County currently receives its ambulance services from the Lincoln County Ambulance Board. The Board has five (5) separate rescue units located in Stanford, West Moreland, McKinney, Waynesburg, and Crab Orchard. The services provided by the ambulance service include emergency and non-emergency ambulance services, disaster warning and emergency services, and coordination with the county-wide 911 services.

A joint fire station/rescue squad is being considered for the Cedar Creek Lake area once the lake is developed.

OTHER HEALTH RESOURCES

Lincoln County residents are provided health services by the 73 bed Fort Logan Hospital/Extended Care facility in Stanford and the 117 bed Ephriam McDowell Memorial Hospital in Danville, 11 miles northeast of Stanford. Additionally, the city and county are served by other physicians and dentists. Although the Fort Logan hospital's future is uncertain at the time of writing, a joint Fort Logan/McDowell hospital effort is being discussed at the time of writing to preserve in-county hospital services. The County Health Department provides a wide variety of health and environmental programs to Lincoln County residents, including home health care, immunizations for children and adults, prenatal care, well baby care, and the Women, Infants, and Children (WIC) nutrition program. Medical treatment is available through scheduled clinics and appointments. Fees are based on a sliding scale based on income.

LINCOLN COUNTY COUNCIL ON AGING

The Lincoln County Senior Citizen's Center serves over 500 people annually. The facilities are open three days per week from mid-morning through the lunch hour. The office is open daily during regular business hours. Homecare services are provided to 100 people in their home. Other services provided by their staff include escort and transport services; homemaker programs and outreach programs.

SOLID WASTE

Local solid waste collection and disposal is provided to the City and County residents by a variety of private solid waste haulers. Stanford and Crab Orchard have door-to-door collection currently in effect. Solid waste collected in Lincoln County is disposed of at the Tri-K landfill in Lincoln County. A staffed recycling center is available for the collection of aluminum cans, glass, plastic containers, and newsprint as a part of the Bluegrass Regional Recycling Corporation's efforts.

EDUCATION

Lincoln County residents are served by a consolidated Lincoln County School System. Total enrollment in recent years has been approximately 4,000 pupils (K-12) plus approximately 325 students in the Early Start three- and four-year old program.. The pupil-teacher ratio in the 1993-94 school year was 15.4. Expenditure per pupil is approximately $3,700. The Lincoln County School System's newest facilities include the Lincoln County Middle School facility (opened in January 1994); a new elementary school completed in 1997; and a second high school opened in 1997. The old elementary school houses the new alternative high school and an adult education center. The elementary schools noted below in Exhibit 2-22 now house kindergarten through sixth grade.

EXHIBIT 2-22
Lincoln County Public Schools
Enrollment Records

School	Grade	Capacity	Condition	1999 enrollment
Crab Orchard Elementary	K-6	350	4	390
Highland Elementary	K-6	300	4	263
Hustonville Elementary	K-6	400	4	436
Kings Mountain Elementary	K-6	300	4	186
Lincoln County High School	9-12	1150	3	1100
Lincoln County Middle School	7-8	650	1	658
McKinney Elementary	K-6	250	4	198
Stanford Elementary	K-6	600	1	600
Waynesburg Elementary	K-6	300	4	318
Homebound students	K-12			25
Total		4300		4149

Source: Lincoln County Board of Education, May, 1998 Note: Homebound Students not included in enrollment totals. "Condition" is a criteria assigned by the State of Kentucky, an amalgam of physical factors. Site condition, exterior building, classrooms, toilets, kitchens, etc. Master Education Facility Plan – State Department of Education – reviewed every 5 years. 1 = Excellent, 2 = Better, 3 = Good, 4 = Fair, 5 = Poor.

SCHOOL CAPACITY

Of the nine schools in the county, four were over capacity, and three near capacity in 1999. While Lincoln County's population grew 16.2 % between 1990 and 2000, the "less than five-year old" segment of the population shrank slightly (0.8% reduction – see "Population" section) slightly relieving the capacity pressure. Still, these children face a system with six of the seven elementary schools in "poor" condition and only the Kings Mountain Elementary School having any "excess" capacity. It seems clear that the Lincoln County School system faces a challenge to meet current needs.

ATTENDANCE AND "SUCCESS"

Over the years 1993 – 1999 attendance at the Lincoln County schools averaged 94.4% ranging from a high of 95.5% in 1994 to 92.6% in 1999. Attendance matched the Kentucky statewide average during this time period of 94.4%. In year 1999, almost eighty-seven percent (86.9%) of Lincoln high school graduates made a "successful transition" into adult life as opposed to slightly more than 95% of Kentucky graduates in general, almost forty-three percent (42.8%) of these graduates went on to college in Kentucky and other states as opposed to 53% statewide, and over 33.3% went on to being employed as opposed to 29.3% in Kentucky as a whole. Of those "unsuccessful" – not making the transition to college, work, or the military, Lincoln County's rate was over two and one half (2.7) times that of the state of Kentucky's, 13.1 of Lincoln graduates versus 4.8% statewide.

CONCLUSION

As can be seen through this analysis, a local community's quality of life can be greatly influenced by the availability and convenience of its community facilities. The accessibility and quality of the basic services discussed in this section can provide a basis for orderly, high quality development. The amenities such as recreation opportunities and a strong education system can be the extra incentive required for others to relocate to a particular area.

Decisions related to how to expend capital funds on such things as the potential provision of water and sewer service into these rural areas need to be tied with future land use plans. The provision of urban services into rural areas needs to be carefully tied with the desired development patterns and can be used to encourage the development desired. Careful coordination between the planning commissions of Crab Orchard, Stanford, Lincoln County and the Cedar Creek Planning Unit will allow the County to continue to accommodate high quality growth and to continue to be a desirable place to live and work.

TRANSPORTATION
INTRODUCTION

An effective and 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 residents with the necessary residential, commercial, industrial, and recreational facilities. Land use is affected immeasurably by local transportation systems. A overview of the local transportation network is therefore included as a part of all comprehensive plans. The transportation analysis of this chapter will include a description of the existing facilities as well as the recommended changes and proposed construction impacting Lincoln County's local transportation facilities.

Overall Lincoln County currently has a fairly adequate inter-county and intra-county highway network for the movement of its people and goods. Many improvements, especially to major arterials, have been made in recent years which have greatly enhanced the city and county's traffic flow and patterns. In light of this, it is imperative that the Planning Commission closely regulate new encroachments onto new or improved arterials and carefully examine the impact of all proposed developments on existing traffic systems. It is also important to ensure that normal maintenance and upkeep be continued, improvements made when required, and new construction initiated when necessary if the system is to remain workable and effective. Lincoln County is served by several major roads and highways which link the adjacent counties as well as providing ease of traffic flow within the developed area of the County.

ROAD NETWORK

Interstate 75, a major north-south route is located 27 miles southeast of Stanford in neighboring Rockcastle County. Once the US 150 bypass is completed, all Lincoln County residents will have relatively easy access to this major interstate and thereby to the other interstate and parkway systems in the state. The Bluegrass Parkway is accessible 35 miles north of Stanford via US 150 and US 127 which are four-lane highways. The Cumberland Parkway is located 34 miles south of Stanford and is accessible via US 127 or US 27.

Other four-lane and smaller two-lane federal and state highways run throughout the County providing both intra- and inter-county traffic movement. Three of these are classified as "AAA-rated" trucking highways — US 27, US 127, and US 150.

COUNTY FUNCTIONAL HIGHWAY CLASSIFICATION SYSTEM

In preparing this analysis, a functional classification of the highways and county roads found within Lincoln County was prepared. Functional classification is the process by which street and highways are grouped into classes or systems according to the character of services they were designed to provide. There are a number of ways to classify highways functionally; the most widely used method is the National Highway Functional Classification which categorizes highway as follows:

Interstates: Fully controlled access facilities with high speeds or design criteria.

Rural Principal Arterials: Serve corridor movements having trip length and travel density characteristics indicative of substantial statewide or interstate travel.

Rural Minor Arterials: Link cities and other traffic generators to each other. Provide service to corridors with trip lengths and travel densities greater than predominantly served by rural collectors or local systems.

Rural Major Collectors: Routes serving the inter-county rather than statewide travel with speed limits less than arterial routes.

Rural Minor Collectors: Roads which provide access to adjacent land and provide service to travel over relatively short distances.

No road classified as an interstate based on this national classification system is located in Lincoln County.

US 27, US 127 and US 150 are currently categorized by the Department of Transportation as rural principal arterials. These roads provide free-flowing traffic movement connecting Stanford with Danville, Lexington, Somerset, and I-75.

Rural minor arterials, linking cities and other traffic generators, include KY 78 to Hustonville, portions of US 150 to Crab Orchard, KY 1778 in the southwestern quadrant of the County, KY 1781 and KY 643 in the southeastern quadrant of the County, and KY 501. Rural major collectors serving the inter-county travel needs in Lincoln County include KY 198, KY 300, KY 1247 and KY 698.

Throughout Lincoln County, there are many other state routes and county roads which could be classified as rural minor collectors, providing access to adjacent land and providing service to travel over relatively short distances. Many of these are narrow, winding, and not well suited to heavy traffic. They do, however, play a very important role in the internal circulation system of the County. The Planning Commission needs to carefully consider the capacity of these roads to handle additional traffic when development is proposed along these routes.

CITY ROADS

The roads and streets inside cities can also be given functional classification according to existing use.

Arterial: A continuous street serving major traffic movements within or through the study area, with service to abutting land a secondary function.

Collector: A street connecting with an arterial or another collector, serving smaller traffic volumes with service to abutting land a more important factor. These streets generally collect traffic from residential area and feed it into the arterials.

Local: A street carrying relatively small volumes of traffic with a primary purpose of service to abutting land.

OTHER TRANSPORTATION

In addition to the road and street circulation systems of the city and county, other transportation systems and facilities must also be addressed in analyzing the complete transportation system. Within Lincoln County, these additional systems include the airport, public transportation and trucking. Rail access facilities are no longer available in Lincoln County.

RAIL:

The nearest rail service is provided at Danville, 11 miles northwest of Stanford, by the Norfolk and Southern Railway System. The nearest piggyback facilities are also provided by the Norfolk and Southern Railway System in Georgetown, 57 miles north of Stanford.

AIR TRANSPORTATION:

Lincoln County's private air travel needs are served by Stuart Powell Field, owned and operated by the Danville/Boyle County Airport Board, located 8 miles northwest of Stanford. The airport consists of two paved runways, one 5,000 foot runway and one 2,400 foot runway, and a rotating non-directional beacon, from sundown to sunrise. Other services include jet fuel, minor repairs, hangar, flight instruction, aircraft rental, and auto rental.

The nearest scheduled commercial airline service is at the Bluegrass Airport located four miles west of Lexington on US 60. It is located approximately 42 miles north of Stanford. Bluegrass airport has a daily arrival and departure count of approximately 120 flights.

PUBLIC TRANSPORTATION OPPORTUNITIES:

The nearest private taxi company is located in Danville, 11 miles northwest of Stanford. Lincoln County is also serviced by the Bluegrass Ultra Trans System.

TRUCKING:

Twenty common carrier trucking companies provide interstate and/or intrastate trucking service to Stanford.

CHAPTER III
GOALS AND OBJECTIVES

The development of realistic goals and objectives is one of the most important elements in the development of the Comprehensive Plan. Goals and objectives should address the major issues and concerns that are and will be facing Lincoln County and its communities. Sound goals and objectives provide the legal framework and documentation for planning and development decisions.

The Planning and Zoning Statutes in Kentucky, KRS 100, provide the framework for comprehensive planning and land use controls such as subdivision regulations. KRS 100.193, Statement of Goals and Objectives, states that "*The planning commission of each planning unit shall prepare and adopt the statement of goals and objectives to act as the guide for the preparation of the remaining elements and the aids to implementing the plans."*

By using the initial framework of the goals and objectives to develop policy statements, one can translate broad goals into precise guidelines for future growth. For the 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, objectives and policies, the following definitions will be assumed:

GOAL: A goal is the end result toward which actions, activities and community intent is aimed.

OBJECTIVE: An objective is the action, activity or community intent used to achieve the goal or the end result.

Goals and objectives have been proposed for eight major areas of concentration. Policies to implement the goals and objectives will be developed as a component of the comprehensive plan and will contain explicit strategies relating to the growth and development of Lincoln County.

1. Natural Resources Management
2. Economic Development
3. Agricultural Development
4. Tourism and Historic Preservation
5. Infrastructure
6. Residential Development
7. Community Facilities
8. Transportation

NATURAL RESOURCES MANAGEMENT

Goal: To maintain clean air, water and soils, and proper management of solid waste throughout Lincoln County.

Objectives: Develop adequate local drainage and erosion control regulations to effectively protect the water quality within the county.

Where possible, encourage growth in areas most likely to receive public sewers, and Encourage the use of technologically superior septic systems.

Educate the public and the current and future residents within the County about water quality protection measures, the provisions of the *Kentucky Best Management Practices for Construction Activities* and *the Kentucky Agricultural Water Quality Best Management Plans.*

Develop "farm plans" for all farms greater than 10 acres within the County through the Natural Resource and Conservation Service in accordance with the Kentucky Agricultural Water Quality Act.

Minimize the impact of flooding through wise land use decisions and the continued participation in the Federal Flood Insurance Program.

Identify any existing water quality problems in the County and identify technical and financial assistance to correct them.

ECONOMIC DEVELOPMENT

Goal: To stimulate the economy of Lincoln County.

Objective: Attract clean, diverse industry.

Secure grant monies available for economic development and jobs.

Continue to emphasize Stanford as the primary service center for agricultural and retail needs in Lincoln County.

Expand existing businesses and industries that add to the quality of life and create jobs in Lincoln County.

Promote the new Industrial Park on U.S. 150 east of Stanford.

Develop local opportunities for employment within and near the Cedar Creek watershed area by encouraging the development of quality commercial, agricultural, and tourism sectors of the economy sensitive to the environmental constraints of the watershed area.

Provide adequate land to accommodate both commercial and industrial needs throughout the planning area.

AGRICULTURAL DEVELOPMENT

Goal: Maintain and promote the County's agricultural economy and character.

Objectives: Promote the agricultural economy through the development of land use regulations that protect active agricultural operations from neighboring non-agricultural uses.

Assist farmers and landowners in maintaining the agricultural use of land by utilizing creative environmentally sound farming techniques and technologies.

Promote awareness and use of agriculture and silviculture conservation cost-share programs.

Educate the public about water quality protection measures, the provisions of the *Kentucky Best Management Practices for Construction Activities* and *the Kentucky Agricultural Water Quality Act.*

Assist the Natural Resource and Conservation Service in its effort to implement the state's new requirements for the Agricultural W*ater Quality Act* with a special emphasis on protecting the water quality.

TOURISM AND HISTORIC PRESERVATION

Goal: Encourage expanded tourism efforts in Historic and other areas.

Objectives: Encourage the increase of Lincoln County's share of regional tourist dollars through the development of tourist support services in Stanford, the Cedar Creek Lake area, and other areas of the County.

Support and encourage the preservation and use of historic sites and unique scenic areas that serve as "drawing cards" for the traveling public.

Protect the integrity of the William Whitley House property by acquiring the surrounding properties or by developing an historic overlay district, which would preserve the historical integrity of the surrounding properties.

Work with State and County agencies, as well as citizens, in tourism, historic preservation, and downtown revitalization efforts.

Encourage the continuity of state owned lands between the area of the William Whitley House and the 300 foot buffer being acquired by Kentucky Department of Fish and Wildlife Resources.

Stay active in the Renaissance Program and create an historic image for Stanford.

Encourage the cooperation between local interest groups, public and private, to enable the recognition, restoration, and tourism potential of historic buildings, sites and districts throughout the County.

Use information and surveys prepared by the Kentucky Heritage Commission to help identify historic districts and structures. Consider developing historic district/overlay zoning to maintain the designated historic districts and structures.

Develop and maintain a list of all historic buildings, sites and districts within the County.

INFRASTRUCTURE

Goal: To provide for proper maintenance of all existing infrastructure.

Objectives: Continued evaluation and maintenance of all existing water and sewer lines, sidewalks, curbs, gutters, man-made lighting, roads and bridges.

Provide for ongoing capital improvement plans for maintaining and upgrading of existing facilities.

Coordination of future land use plans with the expansion of utilities at a rate that is economically feasible.

Ensure that all developments address storm drainage adequately.

Work with Transportation Cabinet to acquire easements along new highways for sewer and other infrastructure.

RESIDENTIAL DEVELOPMENT

Goal: To provide adequate housing for all Lincoln County residents.

Objectives: Ensure that all housing developments comply with all local and state Health Department regulations.

Enforce building codes to ensure health, safety, and welfare of residents.

Adopt policies that encourage development where adequate essential services already exist or are planned.

Develop local land protection ordinances and subdivision regulations, which provide the County with the ability to ensure quality development.

Encourage countywide land use planning to provide for orderly, planned development through land use planning and zoning regulations.

Assure that affordable decent, safe and sanitary housing is available for all residents of the County.

COMMUNITY FACILITIES

Goal: To provide adequate public facilities, which meet the present and future needs of the County.

Objectives: Develop local regulations and ordinances which assure that all proposed new developments are provided with adequate community services and facilities in an orderly and efficient manner.

Assure that new developments are provided with adequate police and fire protection services.

Assure that water quality and water supply are protected during any and all development within Lincoln County.

Develop provisions within the local subdivision regulations to assure that adequate stormwater drainage systems are utilized.

Encourage the adoption of a policy of universal waste collection and recycling system within the County to insure that the solid waste is handled and disposed of properly.

Provide for accessible and adequate public indoor and outdoor recreation areas within the County to serve the recreational needs of the residents, which are accessible to the handicapped, disabled, aged and youth.

Encourage the development of County/City parks and neighborhood parks to serve all residents in the County.

Assure there are adequate educational facilities to accommodate children from new residential developments.

TRANSPORTATION

Goal: To provide for efficient transportation systems capable of moving goods and people in a safe manner.

Objectives: Develop subdivision regulations, which assure that all new roads constructed are built to county road standards.

Develop standards for the County that incorporate adequate stormwater management through ditches and culverts on County roads.

Develop requirements that all divisions of land have frontage on a public road.

Incorporate erosion and sedimentation best management practices as outlined in DOT's Standard Specifications for Road and Bridge Construction into the land use regulation provisions for all new road construction.

Promote adequate and safe pedestrian ways.

TRANSPORTATION, CONT.

Develop Corridor Management Access Plans for U.S. 150, U.S. 27, U.S. 127, State Route 39 and State Route 78.

Develop regulations for frontage roads on U.S. 27 and U.S 150, U.S. 127, State Route 39, and State Route 78 .

CHAPTER IV
LAND USE PLAN

The land use plan consists of four components, including the identification and discussion of existing land use patterns; analysis of projected population and required land uses to provide for development, a set of guidelines for the location of various land uses, and a Land Use /Transportation Map (Exhibit 4.2) for the unincorporated areas of Lincoln County.

INTRODUCTION

The purpose of this chapter is to determine the future land use needs of the unincorporated areas of Lincoln County and to designate areas which are most appropriate for growth and development. Future land use needs are generally projected by examining the existing land use patterns, development opportunities and constraints, and the population trends and projections for a County as a whole. The population projections did not take into account population and development factors for Cedar Creek Lake and Stanford-Lincoln County Industrial Park #2, 235 acres situated south of U.S. 150 between the lake and Stanford. The Bluegrass Area Development District has, and is continuing, to work with various local, state and federal agencies to develop these areas.

An ample surplus of land for all land uses should be set aside above and beyond that which is needed to satisfy future growth needs. Balancing the exact amount of land needed to an exact location can be detrimental in the long run, especially where topographic and physiographic conditions come into play in selecting sites for development. Since suitable land for development cannot always be acquired, a community can generally place itself in a comfortable position by providing more land than needed in all future land use categories.

CEDAR CREEK WATERSHED/CITIES

The Land Use/Transportation Map, Exhibit 4.2, depicts existing and proposed future land uses in the County. The Cedar Creek Watershed, a sub-planning unit of this Plan depicted on the map as white, has a Zoning Ordinance, Subdivision Regulations and future land use map (Exhibit 4.1) that have been in effect since 2000. The policy guidelines in the Comprehensive Plan for the watershed should be consulted in considering any zone map amendment within the watershed. Crab Orchard and Stanford, which have their own planning units, are also depicted in white on the map.

This Plan suggests that if any large-scale development is proposed adjacent to Crab Orchard, Stanford or Hustonville, the appropriate city council/commission and planning commission be notified prior to a public hearing.

EXISTING LAND USES

KRS 100, Kentucky's Planning and Zoning enabling statutes, state that the land use element of a comprehensive plan shall show *general locations* for existing and future land uses. Using aerial photo's and extensive windshield surveys, existing land uses in the County for residential, commercial, industrial and public/semi-public were mapped in 2001. The remainder of the County is referred to as agricultural/ undeveloped.

Residential: Although residential was mapped as high density (5 acres or less), or low density (5 acres or more), for the purposes of future land use in this Plan, one category will be used, residential. These uses included single family, muilti-family and manufactured homes. Most of the existing residential land uses were along major roads and in settlements.

Public/Semi-Public: these uses include parks, schools, county properties, community facilities, recreational facilities currently in use.

Commercial: commercial uses included grocery stores, gift shops, restaurants, car lots, and offices for realtors, insurance, and all other for profit private businesses.

Industrial: these uses include contractor yards, fabrication and manufacturing operations, warehouses, and other land uses considered more intense than commercial.

Total land area in the County is approximately 215,000 acres. Acres within incorporated cities is 3,363. The Cedar Creek Watershed is approximately 13,960 acres. Listed below in Table 4.1 are the existing land uses by acreage in 2001 for all other unincorporated areas of Lincoln County and depicted on Exhibit 4.2.

TABLE 4.1

Existing Land Uses in County Excluding CC Watershed and Cities

Ag/Undevel.	Residential	Public/Semi-Pub.	Commercial	Industrial
174,053	10,150	831	483	355

Source: Bluegrass Area Development District, 2000-2001Windshield Surveys; Digital Ortho Aerial Quads, KYTC: Computer Calculations of Exhibit 4.2.

Less than one (1) percent of the County's unincorporated land is currently developed. Population projections from the Kentucky State Data Center (University of Louisville, 1998) predicted a year 2000 population of 22,938 in 1999. The actual 2000 Census count was 23,361. Updated population projections (2002, Kentucky State Data Center) project 32,012 persons in Lincoln County by 2020, a projected 37 percent increase during the planning period. These projections, however, don't take the future population impacts of Cedar Creek Lake or the Stanford-Lincoln County Industrial Park #2 projects. Cedar Creek Lake was dedicated on September 4, 2002, and began filling on that date. Due to heavy Fall and Winter rains in 2002-2003, the lake reached it's permanent 900 foot m.s.l. pool in Winter 2003.

FUTURE LAND USES

Lincoln County has been working with the Bluegrass Area Development District, U.S. Department of Commerce, Economic Development Administration on funding for infrastructure for the new Industrial Park. It is important to note here that the park is located off of U.S. 150 approximately 3 miles southeast from Stanford and 4 miles northwest from the Cedar Creek Lake Dam, which U.S. 150 traverses. The 235-acre industrial park is expected to create 2,400 jobs by 2015 (EDA Application, Department of Commerce, BGADD, 2001). Cedar Creek Lake is expected to create over 200 direct and spin-off jobs upon completion. Taking into consideration the low population forecasts from the State Data Center, the following paragraph explains the rational for projected population needing housing in the planning period.

Future Industrial: The Planning Commission, while considering this element, set aside 285 acres adjacent to the planned Industrial Park Number 2 as future industrial land for expansion to the year 2020. This makes a total of 520 acres of industrial land projected to create10.2 jobs per acre, for a total of 5,300 manufacturing jobs. Including support and spin-off jobs from manufacturing and Cedar Creek Lake, projected at 3,000, a total of approximately 8,000 new jobs are expected in the 20-year planning period.

Additionally, contract construction jobs will be created. These jobs are usually temporary, for a year or less, therefore the Plan should support multi-family housing and apartments as appropriate.

2002 Population Projections from the University of Louisville Kentucky State Data Center project an additional 8,651 persons will reside in Lincoln County by 2020. However, this Plan is assuming that this will be the approximate number of new jobs created during the planning period, not total number of new residents.

Future Residential: Projecting approximately 8,000 new jobs by 2020, one can calculate the number of households needed. The 2000 Census counted 2.51 persons per household in Lincoln County, and an average family size of 2.95. This would indicate a total number of new residents at 21,840 from 2000-2020. Taking the average of these numbers, 2.73, divided into 8,000 new households, 2,900 additional housing units will be needed in the planning period. The Plan projects a need for 2-3 acres per housing unit. Using a figure of 2.25 acres per household (includes land set aside for roads, rights-of-ways, parks, open space), the 2,900 projected needed housing units will require approximately 6,500 acres of land set aside for housing. Exhibit 4.2 depicts 8,568 acres for future residential land use. This is more land than will be needed, however, as stated at the beginning of the chapter it is wise to set aside more land than is projected to actually be needed in the planning period.

Additionally, development will occur outside the areas designated as residential, within the agricultural/undeveloped areas depicted on Exhibit 4.2. The areas set aside for residential are most likely to have services such as sewer, water, electric, cable, and telephone as they are along the U.S. Highway 150, 127 and 27 corridors, and predominately near the city limits of Standford and Hustonville. The areas of planned residential near the west and east sides of the Cedar Creek Watershed depict proposed rural collector road general alignments the Planning Commission and this Plan require developers build if developing residential subdivisions in these areas. This Plan recommends sanitary sewer be run along the U.S. 150 right of way from Stanford and Crab Orchard, to serve the future land uses depicted on Exhibit 4.2 and the Cedar Creek Watershed. Additionally, sanitary sewer should be run along U.S. 127 to Hustonville. Currently (2003) a concept project is being evaluated to sewer the U.S.127 corridor from Boyle County to Hustonville.

Future Commercial: future commercial land use designations total 1,530 acres. These lands near Cedar Creek Lake are expected to develop for tourism between the lake and Crab Orchard; accommodate needs of workers in the industrial park; and pockets of future commercial are depicted near Stanford, along the U.S. 127 corridor, and near Hustonville. Commercial uses would include service establishments, retail, professional offices, hotels, motels, gas stations, car repair, sporting goods/recreational uses and other uses as determined by a zoning ordinance.

Future Public/Semi-Public: The Future Public/Semi-Public areas are near the Wm. Whitley House and Sportsmans Hill, a 1,000 acre area for a new County Park near Hustonville, and land adjacent to Stanford along U.S. 150 for the First Southern Veterans Recreational Park. The Kentucky Transportation Cabinet's *Stream Restoration Project* along the north side of the new U.S. 150 from Deep

Well Woods Road south to old U.S. 150 is depicted as Public/Semi-Public. Additional future Public/Semi-Public uses for schools are depicted near the existing high and middle schools near U.S. 27, south of Crab Orchard adjacent to the new US 150 alignment, and just north of Hustonville on the east side of U.S. 127. Logans Fort Historic Park will be located on Martin Luther King Street and Highway 78.

A large area below the dam is depicted for the Cedar Creek Sportsman Club, which has purchased land for the club. Existing fire stations are depicted with a red dot, and future Public/Semi-Public land for two new stations are depicted with a symbol at the southwest intersection of U.S. 127 and McCormacks Church Road at Millegeville and on the east side of Cedar Creek Lake Dam.

Planning for the majority of above land uses focused on the new Industrial Park and Cedar Creek Lake, as this area is expected to experience the most growth during the planning period. To avoid sprawl and take advantage of the existing sanitary sewer and potable water systems based in Stanford and Crab Orchard serving areas along U.S. 150 and the watershed, most future land uses are located along the U.S. 150 Corridor, creating a logical compact pattern of future land use planning and future development areas. The same has been done along U.S. 127. After consideration, the Planning Commission in late 2002 realized the new growth patterns in the Kings Mountain, Halls Gap and Waynesburg areas and depict future residential and commercial areas in the mid and south portions of the County.

U.S. Highway 27 is in the planning process of being reconstructed to a four-lane limited-access highway through the entire County, and when the final alignment is provided by the Transportation Cabinet, the Planning Commission should amend any future land uses along the corridor. Table 4.2. below outlines acreages of proposed future land uses depicted on Exhibit 4.2, Land Use/Transportation Map.

Again, it is important to note that more acreage has been set aside than is calculated to be required due to geographical constraints and other developmental considerations.

TABLE 4.2
FUTURE LAND USE ACREAGE DEPICTED ON EXHIBIT 4.2

Ag./Undevel.	Residential	Public/Semi-Pub.	Commercial	Industrial
174,053	8,568	1,695	1,530	285

LAND USE CONTROLS AND RECOMMENDED ZONES

A zoning ordinance for the County is recommended by this Plan to set lot size and other standards for zones, and regulations for subdivisions to include new road specifications, stormwater runoff standards, easements and other pertinent standards to protect the environment and new homeowners in platted and recorded subdivisions. This Plan recommends that the unincorporated area of the County be zoned Agricultural/Residential (A-R), with all proposed land uses other than A-R such as residential, commercial and industrial subject to a zone map amendment (zone change) per KRS 100 Planning and Zoning Statutes. This Plan recommends using the Cedar Creek Watershed Subdivision Regulations as a model for County Subdivision Regulations.

This Plan encourages sanitary sewer be extended to planned development areas. Stanford, Crab Orchard and Boyle County should work together to provide sanitary sewer to the U.S. 150 and 127 corridors and the Cedar Creek Watershed.

The following zones are recommended by this Plan for Lincoln County:

- **Agricultural/Residential Zone (A-R):**

  Agricultural/Residential zoning is recommended for a minimum lot size of 2 – 3 acres per housing unit contingent upon approval of the County Health Department for septic systems.

This Plan recognizes that agricultural uses and operations, i.e., farms and agricultural-related operations five (5) acres and larger, will not fall under zoning ordinance controls except for front, side and rear yard lot setbacks of new houses.

Farms and agricultural operations are regulated by other agencies, not the Planning Commission per KRS 100.111, Definitions, "Agricultural Use", five acres or larger for farming operations not to be subdivided or commercially developed.

- **Residential Zone (R-1):**

  Residential zoning is recommended for 1 acre minimum lots on septic, and 1/4 - 1 acre per housing unit on public sanitary sewer.

- **Commercial/Professional Office Zone (C/PO):**

  Commercial/Professional Office zoning is recommended for a minimum lot size of 2 acres if septic is utilized, and 1 acre if on public sanitary sewer.

- **Industrial Zone (I)**:

  Industrial zoning is recommended for a minimum lot size of 5 acres with approval of the County Health Department and compliance with all state and federal laws. A 2 - 5 acre minimum lot size is recommended if public sanitary sewer is available.

This Plan recommends that all newly created lots or tracts have road frontage to be established in the zoning ordinance.

As the planning process evolves over the years in Lincoln County, this Plan encourages consideration of more defined zoning categories, overlay zones, and other land use controls as determined by the citizens of Lincoln County.

LOCATION AND POLICY PRINCIPLES AND GUIDELINES FOR PROPOSED LAND USES

General principles and guidelines relating to the location of land uses provide a reference for the Planning Commission in the implementation of a land use plan and other land use controls such as subdivision regulations and a zoning ordinance to promote the orderly and systematic growth within the County. Policy principles for the major types of land uses are provided below as guidelines for consideration of zone map amendment and subdivision applications and requests.

All New Development:

a. All developments must meet the development plan and other requirements set forth in the Subdivision Regulations and Zoning Ordinance.

b. All new development on septic should be on lots/tracts of one (1) acre or more.

c. All new development including single family housing should be on public sewer whenever possible.

d. All new development should be designed in such a manner to maximize stormwater runoff quality and erosion protection.

e. No package sewer treatment plants should be allowed.

f. Walkways and bikeways should be developed wherever possible to provide safe access to recreational and developed areas for pedestrians and bikers.

g. No development will be allowed in any designated 100 year floodplain.

h. A community and environmental impact analysis should be required for all residential subdivisions over 10 lots and all commercial and industrial zoning proposals.

i. Buffer areas should be utilized between incompatible land uses.

j. A 200 foot setback and landscaping buffer for commercial and industrial land uses and a 100 foot buffer for residential land uses from the right-of-way for all development should be implemented for the U.S. 150 corridor from Stanford to the eastern County line.

Residential Uses:

a. Residential neighborhoods should be protected from adverse impacts of proposed developments, encroachments, and adjacent incompatible land use changes.

b. When feasible, all housing should be on public water and sanitary sewer.

c. If public sewer is not available within a reasonable distance, a minimum lot size of 1 acre or greater should be utilized for septic systems depending on soil type and Health Department Regulations.

d. Subdivided land for housing development shall follow the Subdivision Regulations and Zoning Regulations.

e. New residential development densities should be compatible with adjacent residential areas.

f. Residential development should be discouraged on lands with steep (greater than 12%) slopes unless proper construction techniques are employed.

g. Residential areas should be located on well-drained land.

h. Subdivisions and other housing should utilize varied architectural design styles and landscaping to avoid the urban style look of bedroom community housing.

Rural Commercial/Professional Uses:

a. Rural commercial/professional uses in the County should be encouraged to meet the day-to-day needs of nearby residential developments and meet the needs of tourists in the Cedar Creek Lake area.

b. Recreational commercial development should be encouraged with a long-term vision of the areas near Cedar Creek Watershed as a model for other communities to follow.

c. Rural commercial development should be of a scale which does not detract from the rural and residential/recreational nature of the Cedar Creek Watershed and other natural areas.

d. Rural commercial uses shall follow the development standards set forth in the Zoning Ordinance and Subdivision Regulations.

e. Rural commercial uses should be on adequate public sewer and water systems.

f. Consideration should be given to Best Management Practices for large commercial developments (over 10 acres).

Rural Industrial Uses

a. Industrial uses should utilize areas depicted on the land use map for industrial land use..

b. Should be out of flood prone areas.

c. Have sufficient infrastructure, including public sanitary sewer, water, electric, and natural gas.

d. Be compatible with surrounding land uses and screened and set back from other land uses.

e. Be near a major arterial or collector highway.

f. Follow guidelines in zoning ordinance and subdivision regulations.

APPLICATION OF MAPS AND PRINCIPALS

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 major goals and policy objectives are identified by the elected officials 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 shows existing and future land use patterns.

After the plan is adopted, which contains the major goals, the specific guidelines and the map, the Planning Commission and the legislative body can then use the entire plan as a basis for their decisions.

How much weight is given to the map vs. the rest of the plan? What happens when a landowner applies for a rezoning that does not agree with the map? The 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 Plans. 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 this plan that justify the rezoning.

Unanticipated circumstances may generate requests for such areas to be rezoned from their proposed zoning designation of Agricultural. When faced with such requests, the Planning Commission should consider the Location Principles for Land Uses outlined in this Plan. In addition, members should consider the map designations of lands surrounding the property in question as well as actual development that has occurred up to the time of the request.

It is important to mention that land for residential use can be utilized in the agricultural/undeveloped areas following the regulations set forth in the Subdivision Regulations. To provide only enough land for each projected use would hamper development since there needs to be competition, variety, and equal opportunity for development. In assuming that suitable land for development can not always be acquired, a community can generally place itself in a comfortable position by providing more acreage that 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 VII, *Implementation*, of this Plan.

CHAPTER V
TRANSPORTATION PLAN

The transportation element of this Plan will focus on improvements/projects listed in the Kentucky Transportation Cabinet's Statewide Transportation Improvement Plan (STIP) Fiscal Years 2003 – 2008 (this document is a Draft due to the fact the General Assembly has yet to enact a 2003-2004 State Budget, therefore this Plan is budgeted by the Governor under an executive order); the unscheduled needs (long term projects not yet in STIP), and proposed collector roads for future development areas.

A. STATEWIDE TRANSPORTATION IMPROVEMENT PLAN: FY 2003-2008

1. U.S. 27: The planned project with the most long –range impact to Lincoln County is the Widening and Relocation of U.S. 27 from KY 34 in Garrard County to the U.S. 150 Bypass at Stanford, District Item No. 7-196. This project is in the Preliminary Engineering and Design Phase as of September 2002. The Project is listed in Pulaski County as U.S. 27 Widening and Relocation: Somerset – Lexington. Upon completion, this project will have widened and relocated U.S. 27 as a four-lane highway from the Tennessee Line north into Fayette County.

The goals and objectives of this Plan state that U.S. 27 should have a Corridor Access Management Plan and frontage roads. As the alignment is not known at this time, very little future land uses are depicted along or near U.S. 27 on Exhibit 4.2, Land Use/Transportation Map. When the new alignment is known, areas in the corridor should not be developed until right-of-way acquisition is completed and significant construction is completed. This can be addressed in the mandated 5-year update or re-adoption of this Comprehensive Plan per KRS 100 Planning and Zoning Statutes.

The widening of U.S. 27 will greatly improve commercial carrier and commuter access to Lexington, Somerset, and Interstate 75 via reconstruction of KY 52 to I-75 currently in progress, and also, the next item listed in the STIP, U.S. 150 reconstruction, Crab Orchard to Broadhead (STIP Project No. 8-163), and eventually to Mt. Vernon

POLICY: This Plan discourages large scale development adjacent to U.S. 27 until the alignment for four-laning of the highway is determined.

2. U.S. Highway 150 Reconstruction: This reconstruction and realignment project has been in progress from Stanford to Mt. Vernon for a number of years. In September, 2002, the most recently completed new stretch of U.S. 150 from Rowland to just west of Crab Orchard at old U.S. 150 was dedicated at Cedar Creek Lake Dam, as the highway itself runs across the top of the dam for the lake impoundment.

The next planned phase is District Item No. 8-163 in STIP, a 7.5-mile length of the U.S. 150 reconstruction from Crab Orchard to Mt. Vernon at I-75. This alignment is depicted on Exhibit 4.2, shown aligning south of Crab Orchard then southeast into Rockcastle County. Right-of-way acquisition is scheduled for 2003, utilities relocation for 2005, and construction for 2006. When completed, U.S. 150 will provide direct access to I-75 for commercial carriers, commuters, a portion of the 39,000 projected fishing trips per year to Cedar Creek Lake, and, perhaps most importantly, access to Industrial Park No. 2 which is located on the first completed section of the U.S. 150 improvement. Some future land uses adjacent to the alignment are depicted on Exhibit 4.2. These include commercial uses to serve tourists and visitors to Cedar Creek Lake, and public/

semi-public south of Crab Orchard for future schools. Some future commercial is also depicted at the intersection of KY 39 and the U.S. 150 alignment.

POLICY: This Plan recommends that there should be a 200-foot building setback for commercial land uses from the U.S. 150 Right-of-Way from Stanford to the County Line east of Crab Orchard. The first 100 feet should be landscaping, and the second 100 feet should not contain structures, however, it may be used for parking, landscaping or other improvements. A 100-foot landscaping buffer from the right-of-way is recommended for residential land uses.

POLICY: This Plan discourages development along the U.S. 150 Corridor from Stanford to the County line east of Crab Orchard without sanitary sewer.

B. UNSCHEDULED NEEDS

Unscheduled needs are projects identified by counties to be put into the STIP for funding in the next cycle of updating STIP (*2004 Six-Year Highway Plan* – FY 2005 – FY 2010). Shown on Exhibit 4.2 are the Preachersville Road Connector from U.S. 150 near Rowland to KY 39 near Preachersville; the Industrial Park Connector, connecting Industrial Park #2 to U.S. 27; the I-75 Connector, a proposed road to directly connect U.S. 150 to I-75. This project has had preliminary studies done, however, is not yet in the STIP.

The I-75 Connector would assist Lincoln County in economic development in numerous ways. These include quick access to I-75 (10 miles) to Cedar Creek Lake, and access for the Industrial Park #2, 14 miles directly to I-75.

POLICY: This Plan emphasizes the need for the I-75 Connector road for economic development, tourism, transportation fuel savings, and the positive environmental impact of reduction of car and truck exhaust. This Plan and the Planning Commission endorse the I-75 connector to improve the standard of living in Lincoln County.

Other large-scale projects in the *2002 Unscheduled Needs List* include the reconstruction of KY 78 from Stanford to Hustonville, and a Stanford by-pass to be incorporated in the US Highway 27 reconstruction design.

POLICY: This Plan encourages all the above identified Unscheduled Needs Projects be included in the *2004 Kentucky Six-Year Highway Plan*.

C. COLLECTOR ROADS

The planned Future Residential areas on Exhibit 4.2 depict proposed collector roads (Transportation Improvements) for large subdivisions. They are located north and south of U.S. 150 near the west boundary of the Cedar Creek Watershed and east of Cedar Creek Watershed. These collector roads are general alignments for developers to follow when developing the areas for residential subdivisions.

POLICY: This Plan requires that when large residential areas are developed, rural collector roads are to be constructed by the developer according to standards in the Subdivision Regulations and/or Zoning Ordinance. It is recommended that the collector roads have a 60 foot right of way, minimum 18 foot pavement and 4 foot shoulders. Rural residential streets are recommended to have a 50 foot right-of-way, with 18 feet of pavement. This Plan recommends subdivision regulations be drafted and adopted similar to the existing subdivision regulations for the Cedar Creek

Watershed to protect the County (roads built to specifications), homeowners, and the environment.

The primary highways serving Lincoln County are U.S. Highways 27, 150 and 127. All of these highways need to be continually maintained and upgraded as needed by the County and State. Frontage roads and buffer zones (200 and 100 foot buffers), signal spacing, and access points should be utilized per *Corridor Access Management Plans* as stated in the Goals and Objectives.

Other roads such as KY 39 and 78 need to be maintained and when development is proposed or occurs, road widening may be needed, and comply with the Goals and Objectives in Chapter III, and standards incorporated into the subdivision regulations and zoning ordinance.

POLICY: The Planning commission will work with developers, fiscal court and the Kentucky Transportation Cabinet to implement proposed projects and comply with the Goals and Objectives of this Plan.

POLICY: Subdivision regulations should be drafted to establish new road construction and right-of-way standards and specifications.

CHAPTER VI
COMMUNITY FACILITIES

The community facilities addressed in Chapter II are uses which are mostly within incorporated areas, i.e., within cities such as Stanford, Hustonville, and Crab Orchard. Community facilities within the unincorporated areas of the County included in this Plan depicted on Exhibit 4.2 include land set aside as a future land use of public/semi-public. These include lands for parks, schools and site for future fire stations.

It is recommended that the School Board, fire departments and fiscal court consult this Plan when siting future facilities. State capital projects should also consult this Plan for existing and proposed future land uses and transportation elements.

The Cedar Creek Watershed area is an area in the County, along with major highway corridors, to which this Plan recommends sanitary sewer be provided to. Preliminary studies by the area development district estimated it would cost approximately $8 Million to sewer the Cedar Creek Lake watershed, using Crab Orchard's and Stanford's facilities. This preliminary cost estimate did not calculate improvements to sanitary sewer plants, however, it did calculate lift stations and lines.

Prior to that study in 2001, a concept for a sewer treatment plant surfaced which would be located below the dam on the Dix River. This concept originated from Fish & Wildlife staff when planning efforts were in progress for Cedar Creek Lake and the Watershed. This may seem the most economical way to sewer the watershed, however, ownership and funding will need to be addressed.

Historic preservation and recreation projects should have some comments from the Lincoln County Historical Society as appropriate. The society was active in a pioneer era cemetery relocation during the construction of Cedar Creek Lake dam. This Plan states as a policy that development which impacts family cemeteries, archeological sites or registered historic sites will receive formal input from the *Lincoln County Historical Society*. This Plan recommends that preservation of historic sites, cemeteries, and landmarks be addressed in the zoning ordinance.

The Land Use/Transportation Map, Exhibit 4.2, depicts future areas for schools and a park which are discussed in Chapter IV, Land Use.

This Plan recommends to abide by it's Goals and Objectives when considering large community facility planning. Efforts should continue to apply for state and federal funding through HUD block grants, land and water conservation grants, transportation enhancement grants through the Federal Highway Administration, the Appalachian Regional Commission and other entities. The area development district has procured monies for water lines, planning studies, capital facility improvements and numerous other projects. This Plan states as policy that community impacts and environmental impact analyses be submitted with zone map amendments and major subdivisions over ten (10) acres through incorporation of an outline for these documents into the zoning ordinance.

Planning for the elderly should be a goal of this Plan element. Retirement communities should be encouraged as new development projects. These communities consist of one floor buildings containing independent living apartments and/or condominiums, assisted living quarters, and comprehensive care units. Work should continue with agencies which provide the aging with decent, safe and sanitary living facilities, healthcare and transportation.

Communities geared towards the early retired are encouraged in the County, as the higher age cohorts such as 55-65 years of age have more disposable income. These should be developed near major arterials and include amenities such as walking and horse trails, pools, and other indoor and outdoor recreational amenities.

This Plan also encourages appropriate annexations of County land with adequate community facilities such as water and sanitary sewer. Stanford and Crab Orchard can benefit with annexations of lands such as Industrial Park 2 on U.S. 150, and lands near the Wm. Whitley House State Shrine respectively, both areas which are expected to develop in the near future.

The Bluegrass Area Development District performs regional water and wastewater planning. Refer to the *1999 Water and Sewer Plan* at the ADD for information concerning existing and planned water and sewer lines within Lincoln County.

The Federal Emergency Management Agency (FEMA) is requiring *Hazard Mitigation Plans* for all counties in the United States by June 30, 2004. These plans will be a requirement to procure any federal funds from a Federally Declared Disaster such as flooding or tornadoes. They are to be written on a local (County) level. The Bluegrass Area Development District is working with the Kentucky Division of Emergency Management (KDEM) to prepare the plans on a regional basis and incorporated into the State Plan. This Plan encourages the cooperation of the Lincoln County/Cedar Creek Planning Commission in these planning efforts.

CHAPTER VII - IMPLEMENTATION

INTRODUCTION

The development and preparation of a Comprehensive Plan for a community typically requires a commitment of a considerable period of time and interest. During the preparation process, citizens, the commission members, and the legislative bodies make important decisions affecting the direction of the community's future development. The resulting plan is a guide from which future decisions can be made. The implementation of this Plan is, however, the most important and never-ending step in the planning process. The most accurate and complete Comprehensive Plan will mean very little unless steps are taken to ensure the realization of its goals and objectives and its specific recommendations. From the point of view of the private sector, the term implementation means "making-it happen". From the public sector point of view, the term means to assist and guide development, both public and private, by reasonable and prudent application of the various land regulatory measures adopted by the local community.

Proper implementation of the Comprehensive Plan is critical to the realization of the adopted goals and objectives. A number of land regulatory techniques will be used, and new techniques should be analyzed to determine if they can be effective in addressing the adopted goals, objectives, and policies. The intent of this chapter is to provide general directions and guidelines to the Planning Commission and the Fiscal Court in the review of existing and development of new planning techniques that will most effectively carry out the objectives of the Comprehensive Plan.

IMPLEMENTATION TOOLS

ZONING

Zoning ordinances are established to ensure orderly and compatible urban development and land use as well as to preserve the rural character and scenic value of rural lands. Periodic review of the provisions of ordinances is encouraged to ensure that the requirements are the most efficient and effective means of accomplishing the adopted goals and objectives. The zoning ordinances should reflect the Comprehensive Plan, and proper implementation of the ordinance should ensure that all future development conforms to the recommendations of the Plan text and map.

The requirement of a community impact analysis and environmental impact analysis being submitted with all subdivision plats, development plans and zone map amendments is a recommendation of this Plan. These studies and probable impacts from development insure well informed decisions by the Planning Commission for subdivision plats, and for zone map amendments as well.

SUBDIVISION REGULATIONS

Subdivision regulations are adopted to provide quality control for the public improvements constructed by private developers. Enforcement of construction quality and capacity at the time of construction can save future tax dollars once the legislative bodies have accepted the improvements for public maintenance. These regulations also contain design standards which can be applied to subdivision proposals to improve public safety and allow proposed development to efficiently fit with past development. A periodic review of subdivision regulations should be undertaken to ensure that the standards being used for new development will assure high quality devel-

opments which will not adversely impact the community, environmentally sensitive areas, and local governments.

The regulations require periodic review and potential revisions. For example, subdivision regulations often include statutory authorization for communities to reserve land for public purposes for up to two years. This becomes very important when proposals for development occur before the community can budget the money to purchase the land needed for public facilities. A number of central Kentucky communities are currently trying to determine the effectiveness of requiring developers to set aside money in a park development fund instead of exercising this authority to set aside small open space areas within each development. This concept may be worth further study in Lincoln County as well because it would allow for the development of new multi-neighborhood parks as urbanization continues to occur.

Subdivision regulations need to be adopted to reflect the Comprehensive Plan. The regulations should be similar to the *Cedar Creek Watershed Subdivision Regulations* for continuity of development standards.

CAPITAL IMPROVEMENTS PLAN

A long-range Capital Improvements Plan (CIP) should play an integral part in the timing of future development. Such a plan should define when and where capital facilities are expected to be constructed. A CIP would provide detailed information on the scheduling of the planning, land acquisition, and the design and construction of capital facilities.

PUBLIC FACILITIES ASSESSMENT

The adequacy of all public facilities should be carefully assessed before major development can occur. The capabilities of existing and proposed roads and sidewalk systems, water, wastewater, and stormwater treatment and/or collection facilities, other utilities, fire and police protection, schools, and recreation which are required in order to support the proposed development must be examined. If need be, conditions should be placed on developments to provide for such facilities or to ensure they are adequate. Particularly, as new commercial development occurs along major arterials, the Commission needs to ensure compliance with the adopted goals and objectives and location principles and should encourage the use of frontage and access roads. This not only improves safety along these busy streets but also allows ease of access to the commercial areas which are complying.

CODES

Compliance with housing, building, plumbing, and electrical codes is a critical step in the implementation of the Comprehensive Plan because it ensures adequate standards of health, sanitation, and safety. Existing substandard structures can be renovated or removed through the enforcement of these codes. In many communities there are efforts underway to ensure that not only should current blighted areas be redeveloped, but no additional blighted areas should be permitted to occur. The County and Commission may want to review and upgrade codes, draft ordinances, and enforcement related to the maintenance of existing decent safe, and sanitary housing.

FUTURE ZONING MAP AMENDMENTS

A critical question to many people relates to how the planning process and Comprehensive Plan directly impact their land and use of the land. This section provides a brief overview of how to apply the Plan to future zoning map amendment decisions and for private development guidance.

LAND USE VS. ZONING MAPS

The future land use map (Exhibit 4.2) and text found in Chapter IV project a proposed arrangement of future development based on current and projected needs and trends. The graphic presentation found for the County and the text of the plan present an optimal future land use plan, but are not legally binding. The legally binding instrument, defining where uses can and cannot be located within the County, is the zoning map. It is the zoning map that an individual must first consult when deciding how to develop property. If the intended use is not permitted in the designated zone found on the map, the property owner may apply for a map amendment. The importance of the future land use map and text is their use in the evaluation of a zoning map amendment request.

An application for a map amendment filed with the enforcement officer begins the map amendment process. Once received, the proposal must go through two review stages including the Planning Commission and the Fiscal Court.

PLANNING COMMISSION CONSIDERATION

After receiving a zoning map amendment, or a zone change request, the Planning Commission reviews the proposal for consistency with the Comprehensive Plan's future land use map and relevant text. In addition, the request is considered in light of the adopted Goals and Objectives and the location principles also found in Chapter IV.

The location principles ensure that all proposals meet the minimum community standards for new construction. These guidelines are consistent with the adopted Goals and Objectives found in Chapter III, and serve to protect the community as a whole from long-term adverse impacts. At this point, Kentucky statutes specifically detail the framework that must be adhered to for the zone change process. A careful review of KRS 100.213 will allow a potential developer or impacted resident to understand the criteria that the Commission must use when considering a zoning map amendment request.

In zone change matters, the Commission's power is largely advisory. After the public hearing and the development of a statement of "findings of fact", the Planning Commission votes to recommend approval or denial of the proposed change to the appropriate legislative body. Although in this process the recommendation is only advisory, this is not to say that the Planning Commission does not exert significant influence over the development of its community. In Kentucky, the Planning Commission has sole responsibility to adopt the Comprehensive Plan once the Goals and Objectives have been adopted by the legislative bodies. The Plan not only provides the basis for zone change decisions, but can be the basis for recommended changes to the Zoning Ordinance text, the adopted Subdivision Regulations, and other locally adopted land use regulatory techniques. In addition, because the Planning Commission deals regularly with development questions, the local legislative bodies typically place significant weight on their findings of fact and recommendations. Recommendations can either be to approve the applicant, deny the application, or approve with modifications.

LOCAL LEGISLATIVE BODY ROLE

The authority to pass ordinances regulating activities within City or County boundaries rest with the appropriate legislative body. Because the zoning map is considered a part of the Zoning Ordinance, any change in the map or atlas must be approved by the legislative body which adopted it. In this respect, map changes are like any other changes to any local ordinance. All requests for map amendments require legislative body action to become legal. This is the final action of the legislative body in the map amendment process. Once the amendment had been approved, the amendment must be noted, dated, and initialed on the appropriate map and a Certificate of Land Use Restrictions must be filed with the County Clerk's office.

BLUEGRASS REGIONAL PLANNING COUNCIL

The *Bluegrass Regional Planning Council* was established under KRS 147 through the *Bluegrass Area Development District*. This Plan recommends participating with the *Regional Planning Council* (RPC) in regional planning through working with other planning commissions and legislative bodies in the 17-county Bluegrass Area Development District, especially adjoining counties. Counties not within the RPC such as Rockcastle and Pulaski should be notified of large proposed developments at the County line. The 1993 Regional Land Use Plan produced by the RPC includes Lincoln County. The 1993 Plan depicts Cedar Creek Lake, the 4-laning of U.S. 27, and an I-75 Connector which have all come to or are near implementation. This Plan strongly emphasizes the need for members of the Planning Commission and Staff to continue to obtain Continuing Education Hours under KRS 147A.027 (2001 House Bill 55).

CONCLUSION

The recommendations and proposals set forth in this Comprehensive Plan are the result of lengthy, detailed thought and consideration on the part of the Planning Commission and its staff. Public input was received at various points throughout the process as well. It is the Commission's conviction that the implementation of this Plan will contribute significantly to the appropriate long-range development of Lincoln County.

If this plan is to serve its purpose, this cooperative effort between the development sector, the public, the Planning Commission, the Fiscal Court, and other levels of government must be continued. Through this collaborative effort, this plan can be implemented and allowed to serve the community's needs.
Also, to continue to be effective, the Plan must be reviewed regularly in light of changing social and economic conditions and trends and possible changing goals of the community. It is essential that the residents of Lincoln County acquaint themselves with the Plan and continue to offer their constructive suggestions. The realization of the goals and objectives of the community will depend to a great extent on the degree to which there is public awareness, input, and support of the Plan and the planning process.