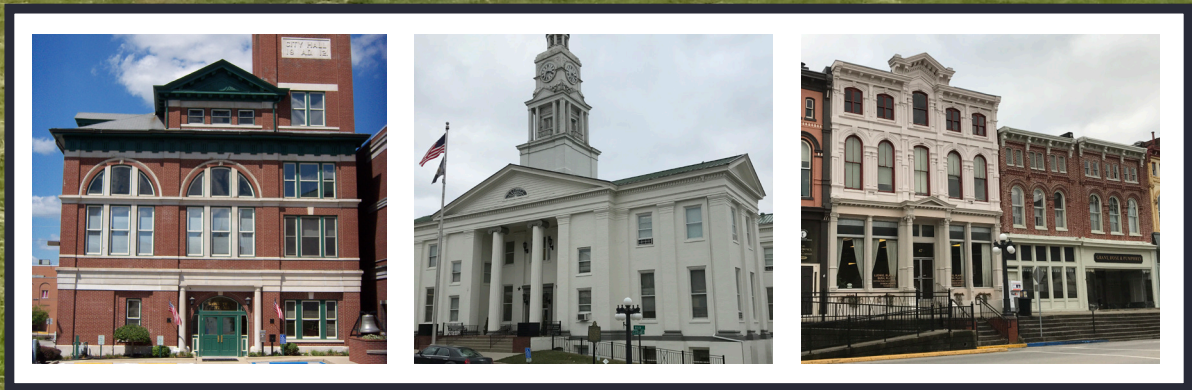


# CLARK COUNTY WINCHESTER

## COMPREHENSIVE PLAN



2024-2044





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## Chapter 1:

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# Introduction

---

In this section

- Plan Purpose
- Kentucky Standards
- Planning Process
- How to Use this Document
- Key Terms & Phrases

# Plan Purpose

The Commonwealth of Kentucky establishes the purpose and requirements for a comprehensive plan (KRS-100.183). The primary purpose of a comprehensive plan is to articulate a broader vision and establish guiding principles and policies for the future growth and development of an entire community. This plan does not focus on the needs and desires of just one property owner, business or neighborhood. Comprehensive plans are intended to be broad in nature and serve the larger community.





Moving forward, this document provides community leaders with the flexibility to implement the community-wide vision, goals and objectives, while also responding to changing community conditions that are likely to occur over the life of the plan. This plan is not intended to dictate a community's budgeting process, but can be used to inform efforts and projects during the planning horizon. The graphic below illustrates a starting point in 2017 in the life of the comprehensive plan, and the line indicates a route or roadmap to the vision of 2044 or end of the plan.





# Kentucky Standards

The Kentucky Legislature has developed specific requirements and minimum content for a comprehensive plan (KRS-100.187). The elements of a plan, at minimum, should include:

-  A statement of goals and objectives, which shall serve as a guide for the physical development and economic and social well-being of the planning unit;
-  A land use plan element showing proposals for the most appropriate, economic, desirable, and feasible patterns for the general location, character, extent, and interrelationship of future use of public and private land;
-  A transportation plan element showing proposals for the most desirable, appropriate, economic, and feasible pattern for the general location, character, and extent of the channels, routes, and terminals for transportation facilities for the circulation of persons and goods in the future;
-  A community facilities plan element showing proposals for the most desirable, appropriate, economic, and feasible pattern for the general location, character, and the extent of public and semi-public buildings, land, and facilities in the future.

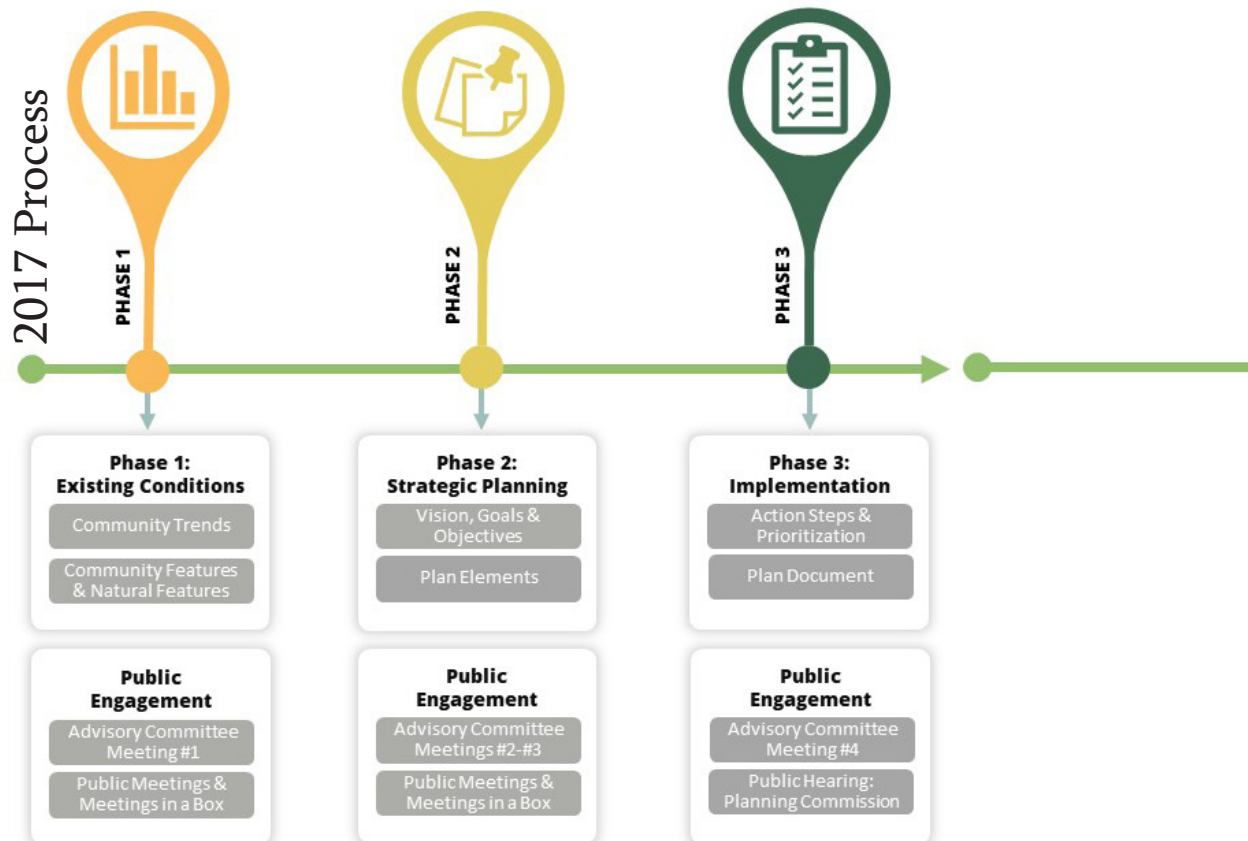
# Planning Process

The Winchester-Clark County Comprehensive Plan was initiated by the City-County Planning Commission along with the City of Winchester and Clark County, with the intent of updating the previously adopted 2012 Comprehensive Plan and serving as the community's guide for future development over the next 20 years. The plan was adopted in 2017 and then updated in 2023. A full summary of public input can be found in **Chapter 10: Public Involvement**.

## 2017 Process

The planning process included three phases: existing conditions analysis, strategic plan development and an implementation plan. Each phase aimed to answer three key questions which guided the plan framework and foundation of the plan. These questions include:

- Phase 1: Where are we now and where are we going?
- Phase 2: Where would we like to go?
- Phase 3: How do we get there?

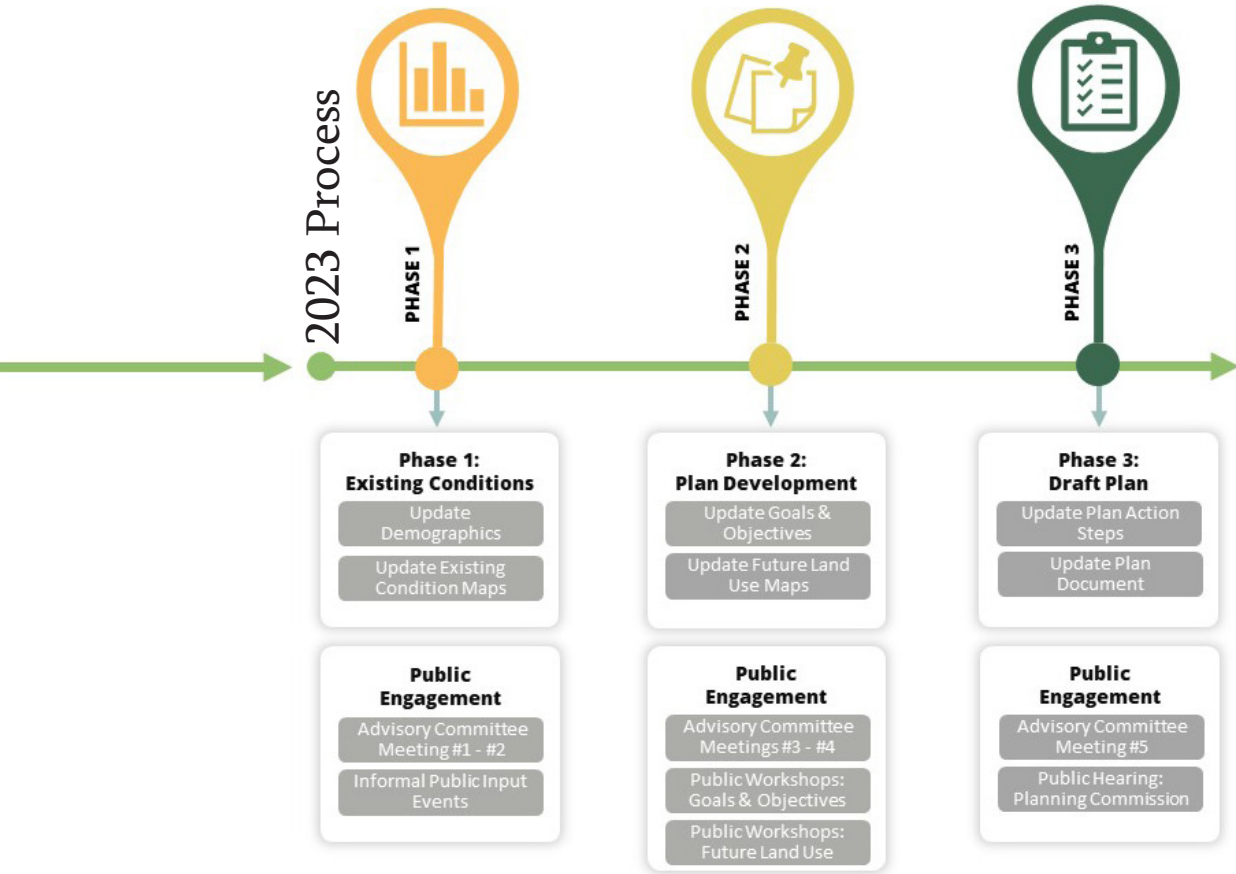


A common thread throughout the planning process included extensive public participation. Feedback was obtained through an Advisory Committee, four public workshops, “Meetings in a Box” with nine community interest groups, five focus group meetings, school assignments for elementary and middle school students (kindergarten through 4th grade and 7th graders), an online survey, a project website and Facebook updates. The feedback and information gathered during these public engagement opportunities were used to assist in establishing the decisions and recommendations of this plan. The ideas and concepts were developed on the community’s input and expressed desires.

## 2023 Process

The planing process for the five-year updated was primarily focused on revising the plan’s goals, objectives, and future land use maps. This occurred throughout three phases: existing conditions, plan development, and draft plan.

Like the 2017 process, public involvement was rooted throughout each phase of the plan update. An Advisory Committee guided the process. Input from this group and the public workshops provided the basis for the development of the revised goals, objectives, and future land use maps.





# How to Use This Document

This plan is the guiding document by which officials, decision makers, developers and residents can reference as growth occurs. As such, the Winchester-Clark County Comprehensive Plan should serve as the community's guide for future development, and be the basis for all decisions about the location, quality and quantity of future growth and its supporting infrastructure. Additionally, this plan is intended to be a flexible document and broad in nature. It should respond to changes or unforeseen circumstances that reinforce the vision and goals defined by the community.

The Winchester-Clark County Comprehensive Plan presents an analysis of demographic and economic conditions, defines the vision, goals, & objectives, and outlines the plan elements. It also outlines an implementation plan – a tool to improve the community through actionable steps that make goals achievable – and establishes a timeline for each action step. The chapters of this comprehensive plan include:

## Chapter 1: Introduction

This chapter provides an introduction to the plan as well as Kentucky Revised Statutes (KRS) requirements and the planning process. It also includes an explanation of how portions of the plan are intended to be used and definitions for key terms.

## Chapter 2: Community Background

The community background chapter provides an analysis of existing demographics, economic and physiographic profile of the community and an overview of Winchester and Clark County's history. This chapter serves as a starting point for determining measurable success.

## Chapter 3: Vision & Goals

This chapter provides the foundation for all of the plan's elements. The overall goals and objectives defined in this chapter should be used to find common ground in the discussion about land use, transportation, community facilities, future development and how implementation should be accomplished.

## Chapter 4: Land Use

The land use chapter is one of the central focuses of this comprehensive plan. This chapter outlines the location and quantity of growth in the community for both urban and rural areas. It includes growth and land use objectives and criteria, the rationale behind land use decisions, future land use maps and a description of each land use category.

## Chapter 5: Transportation

This chapter coordinates future state-funded projects and local needs for all modes of transportation in Winchester and Clark County. This plan element focuses on improving connectivity, transportation options and providing a high quality transportation system for the needs of local industries, businesses and residents.

## Chapter 6: Facilities & Utilities

The utilities and facilities element identifies future needs for utilities and facilities such as community centers and public spaces, water and sewer, energy, emergency services, telecommunications, and healthcare services. These utilities and facilities are coordinated with the needs of community members today in addition to the future growth patterns.

## Chapter 7: Quality of Life

This chapter assesses the need for and provides recommendations to facilitate new restaurants, entertainment, shopping and recreational options within the community. This chapter also highlights existing residential areas and discusses objectives and tools to offer quality housing options and strengthen existing neighborhoods.

## Chapter 8: Economic Development & Education

This element includes objectives and policy recommendations that relate to educational attainment, large employer attraction and retention, small business development and agricultural business development, and downtown revitalization.

## Chapter 9: Implementation

This chapter prioritizes the action steps necessary to accomplish the plan's overall vision, goals and objectives. Action steps identified in each plan element are organized into a timeline for the next twenty years. In addition, all programs, tools and funding sources are explained within this chapter.

## Chapter 10: Public Involvement

This section reinforces the plan's vision, goals and objectives presented in the various chapters by providing a summary of the public participation process and the input gathered. A summary of the various public engagement forums are presented in this chapter.

# Key Terms and Phrases

**Action Plan** – Specific steps that are recommended by the plan and are important to understand in order to effectively use the document and implement the plan’s vision.

**Advisory Committee** – A group of people chosen to represent a cross-section of the community and guide the comprehensive planning process. They serve as liaisons between the community, the consultant, and staff during the planning process.

**Goal** – A broad statement that supports the vision while adding a specific area of focus. Goals are usually lofty in scope yet attainable within the planning horizon of 20 years.

**Key Person/Stakeholder** – A person who is in some way responsible for implementing the plan, in whole or in part, or has a vested interest in the outcome of the plan.

**Objective** – A statement that adds a level of specificity to the goal without identifying the individual actions that must be taken for implementation. Objectives are generally measurable so that the community can monitor implementation progress.

**Plan Element** - Major components of the comprehensive plan and community that are used to organize the plan’s goals and objectives. Plan elements include Land Use, Transportation, Community Facilities & Utilities, Quality of Life, Education and Economic Development.

**Planning Horizon** – The period of time the plan intends to address community development or the community’s vision. This plan uses a 20-year planning horizon. KRS-100 requires a review every five years to address any changes in the community.

**Policy** – A definite course or method of action to guide present and future decisions. Policies can be legislative or administrative in approach.

**Vision** – A broad statement describing the desired future of Winchester and Clark County as defined through the community engagement process.



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## Chapter 2:

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# Community Background

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In this section

- History
- Social & Economic  
Demographics
- Physical Conditions
- Physiographic Features

# History

Clark County, named after American Revolutionary War General George Rogers Clark, has ten communities with Winchester as the county seat. In between the Eastern Appalachian Mountains and Bluegrass Country, Clark County was famous for herds of blooded (Shorthorn) cattle, similar to current grass feed cattle. Winchester is located 18 miles east of Lexington and 15 miles west of Mt. Sterling. Major transportation corridors like the turnpike from Lexington to Mt. Sterling and the historic railway that opened in July 1872 linking Elizabethtown, Lexington, and Big Sandy, helped to keep Winchester connected.

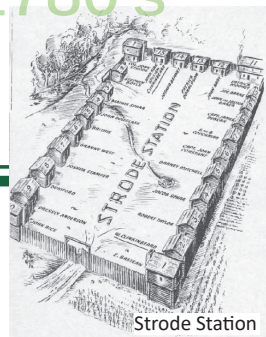
## Founding

Founded in 1793, Winchester, Kentucky is originally named after Winchester, Virginia. Early pioneers settled near Fort Boonesborough, led by Captain John Strode, and established Strode's Station, present day Winchester. Fort Boonesborough was established on the Kentucky River by Daniel Boone as a representative of Colonel Richard Henderson of VA after his purchase, using wagon loads of trade goods, of a large part of present day Kentucky from the Cherokee Indians at Sycamore Shoals near Elizabethtown, TN, in March, 1775 for the Transylvania Company. The site was selected prior to this treaty by Daniel Boone, and concurred to by Colonel Henderson, as the site for the first settlement of the Transylvania Company and its Headquarters. This fort was the location for two battles during the Western Theater of the American Revolutionary War. The most famous of these battles was the Siege of Boonesborough in September 1778 lead by Chief Blackfish of the Shawnee. Now a state park, Fort Boonesborough is home to reenactments and houses local artisans including blacksmiths and potters to demonstrate pioneer life.

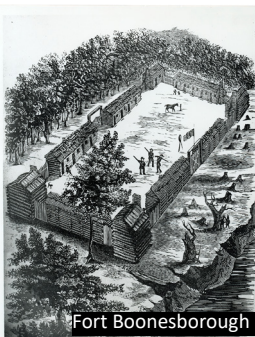
## Fort Boonesborough and Strode Station

John Strode's 1st cousin, Rebecca Bryan Boone, lived at Boonesborough with her husband, Daniel Boone. Her brother, Strode's 1st Cousin William Bryan, lived at Bryan's Station (William was married to Daniel Boone's sister, Mary Boone). A beaten path between Fort Boonesborough and Strode's Station is still visible today, known as Strode's Trace. Strode's Station was the largest and most important fortified area in Clark County during the early settlements and bloody Indian Wars.

1780's



Strode Station



Fort Boonesborough



Siege of Fort Boonesborough  
Photo's Source: heritage.ky.gov

1850's



Lexington & Big Sandy  
Photo's Source: lex

The fortification that Daniel Boone built was called a fort because he put a block house in each corner of his structure. Captain John Strode's protection was called a station. He had only two block houses (northeast corner and southwest corner). Boone built right on the Kentucky River. Strode stayed away from major tributaries and choose a small creek instead. Strode also stayed away from buffalo traces. Forts that were near buffalo traces we subject to more Indian attacks. The Native Americans used the buffalo traces for their mounted (using horses stolen from settlers) and foot travel.

## Historic Sites

Winchester, Kentucky possess 46 properties on the National Register of Historic Places and Clark County includes an additional 67 properties and districts. Below are just a few examples.

## Transportation Connections

The Elizabethtown, Lexington, & Big Sandy Railroad reached Clark County in 1873, followed by the Kentucky Central Railroad in 1881, and the Kentucky Union (later abandoned) in 1883. The railroads helped make Winchester a transportation, commercial, and educational center, and gave rise to small service communities such as Hedges Station, six miles east of Winchester, and Ford, a former mill town on the Kentucky River.

## Early Economy

After the Civil War, Clark County could not compete with the western cattle that were being transported on the newly finished railroads to market. Farmers instead switched to producing burley tobacco and hemp. The cash crop market of hemp would then dissolve after importing became cheaper for companies. Hemp gained ground again in Clark County during World War II as the foreign countries could not export goods. Once the war ended though, so did the hemp industry at that time.

After the completion of Mountain Parkway and Interstate 64, industry took off in Clark County in the 1950s/1960s, mostly surrounding the area of Winchester. Industrial jobs accounted for 25% of the workforce by 1986 adn 25% of the workforce in surrounding counties.

1940's



Present



Photo's Source: Kentucky Historical Society



Over 20 major employers and manufacturing companies exist in the community today. Only one (Winchester Sun) that was established before the 1900's exists today. In addition, only two major employers have been established in the community since 2000. A majority of these employers were established between the mid 1900's and the later 1900's.

## Current Era

Today Winchester and Clark County are home to several unique cultural features. As the birthplace of Beer Cheese, the community has capitalized on this to provide an Annual Beer Cheese Festival and the development of the Beer Cheese Trail to attract tourism. In addition to Beer Cheese, this community is also known for the local Ale-8-One, which has been bottling beverages in Winchester since 1926. Other attractions include Blackfish Bison Ranch, a Civil War Driving Tour, Civil War Fort at Boonesborough, and Fort Boonesborough State Park.



**Bluegrass Heritage Museum**

This building contains exhibits analyzing the historic Eskippakithiki Indian Village, Daniel Boone's establishment of Boonesborough, and the modern culture. The prior use of the building was a medical clinic and has been transformed to now house collections including the former Pioneer Telephone Museum.



**Goshen Primitive Baptist Church**

This church is a historic Primitive Baptist Church, which was built in 1850. This site has been on the National Register of Historic Places since 1979.



**Clark Mansion**

This building was built in 1814 by 12th Governor of Kentucky, James Clark. Historic Georgian architecture. It is a two-story brick painted red house that sits away from the road with a large front yard. It is located close to Hannah McClure Elementary, the Library, and College Park and was added to National Register of Historic Places in 1974. The building is currently owned by local government and is open to tours to see historic furniture and is often use for events including weddings.



**Clark County Court House**

This building was built in 1853 and was added to National Register of Historic Places in 1974.



## Education

Winchester has been home to several higher education establishments. Kentucky Wesleyan College was located in the city from 1890 to 1954. When Kentucky Wesleyan left, the local Churches of Christ organized Southeastern Christian College (SCC) on the former Kentucky Wesleyan campus. After SCC folded in the 1970's, the campus was preserved as a public park. Today, Clark County is home to the Winchester Campus of Bluegrass Community and Technical College. George Rogers Clark High School is Winchester's only public high school. Clark County community schools also include Robert D Campbell Junior High School, Baker Intermediate School, Conkwright Elementary School, Justice Elementary School, Shear Elementary School, Strode Station Elementary School and Clark County Area Technology Center.

## Notable People

Clark County's history is filled with notable people. Congressmen Armstead M. Alexander (1834–1892) Missouri, and Chilton Allan (1786–1858) Kentucky, have roots in Winchester. Multiple athletes are also from the area including Yeremiah Bell, safety for the New York Jets NFL team, Matt Ginter, Professional Baseball 1999–2010, and Preston Knowles, basketball player for the University of Louisville. Several Winchester natives that are valued in creative industries include American composer John Jacob Niles, sculptor Joel Tanner Hart (1810–1877), instrument maker and bluegrass musician Homer Ledford (1927–2006), Matt Long of TV's "Jack & Bobby", "Mad Men", "Helix", and Allen Tate (1899–1979), poet associated with the Agrarians, a group of Southern poets, and most noted for "Ode to the Confederate Dead". Notable residents of early Clark County were William Bush, Col. John Holder, Col. John Bowman, John Martin, Gov. Charles Scott (1808–1812), Gov. James Clark (1836–1839), Jane Lampton, the mother of Samuel Clemens, and sculptor Joel T. Hart.



William Harrow  
(b. 1822-1871)  
Union general in Civil War  
Photo's Source: findagrave.com



Allen Tate (b. 1899–1979)  
Poet associated with the  
Agrarians, a group of Southern  
poets, and most noted for "Ode to  
the Confederate Dead"  
Photo's Source: Encyclopedia Britannica



John Jacob Niles  
(b. 1892-1980)  
American composer  
Photo's Source: Kentucky Digital  
Library

# Social & Economic Demographics

## Demographic Trends

The demographic analysis considers characteristics such as population, age, race, ethnicity, place of work, and educational attainment. The demographic trends are important because they help identify the future housing, education, jobs, recreation, transportation, community facilities and other needs of Winchester and Clark County.

Data gathered and analyzed for the purposes of this comprehensive plan was primarily from the U.S. Census Bureau, Census on Population and Housing, and U.S. Bureau of Labor Statistics. Unless otherwise stated, the data used in this analysis was derived from 2020 American Community Survey five-year estimate. As the community continues to change and updated data is released, trends and projections should be verified to ensure that the assumptions made about Winchester's and Clark County's population change, demographics, education and economy remain true.

## National Demographic Trends

The United States is at a significant point in terms of changing demographic trends, and these trends are reflected in many communities across the nation. With this, communities need to consider questions such as:

- “Who will be living in our community 20 to 30 years from now?”
- “How do we attract younger generations to our community?”
- “How do we provide seniors the housing options and services they need?”
- “What dynamics should we plan for today?”

The following analysis provides an overview of national demographic trends.

## America is Growing Slower & Aging

The U.S. population has more than doubled since 1950. While this is significant, the growth rate has been steadily declining since the early 1990s. Additionally, the U.S. experienced the slowest growth in 2021 than any other year since the founding of the nation. While declining birth rates and international migration influenced this, the COVID-19 pandemic worsened the slower growth.

The country is still growing but how we are growing as a population is changing dramatically. The United States had more than 331 million people in 2020, and the population is projected to reach 400 million people in 2058. The net international migration is expected to exceed natural population growth in the United States starting in 2030 because of population aging. All baby boomers will be 65 years or older by 2030 and this age group is projected to outnumber children (under 18 years) for the first time in U.S. history by 2040. Nationally, people are also delaying marriage and children. U.S. birth rates for women under 40 have generally been declining since the 1990s and they have increased for women 40 to 44 to the highest levels since 1967.

While still growing considerably, Kentucky's population increased by 3.8% from 2010-2020 (about 165,000 people) and 11.5% between 2000-2020 (about 464,067 people). This growth was generally seen in urban areas with general population losses in the eastern and western portions of the state.

## How do Winchester and Clark County Compare?

It is important to identify trends that are unique to both Winchester and Clark County as well as identify regional, state, or national trends that mirror these trends. Comparison communities are used to further identify trends and existing conditions analysis of communities in Kentucky. Each community was selected based on its geographic characteristics, demographic characteristics and/or economic characteristics that share similarity to Winchester and Clark County. In addition, Kentucky and the United States was used as a comparison.

While comparing communities over time, it is also important to note that Census geographies are not static; boundaries can change or be redrawn entirely due to changes in political boundaries, population growth or other factors. For the purposes of comparing historical (such as 2000 and 2010) and current (such as 2020) Census data, the geographic areas are considered to be generally equivalent. Comparable counties in the surrounding region used in this analysis include:

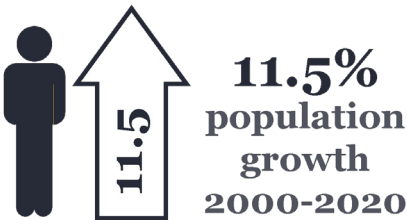
- Lexington/Fayette County, Kentucky
- Montgomery County, Kentucky
- Scott County, Kentucky
- Bourbon County, Kentucky

# Population

Clark County had a population of 36,972 people in 2020, of which 19,134 people lived in Winchester and 17,838 lived in the unincorporated county. The county and city both increased in population from 2010 to 2020 (3.8% and 4.2% respectively). Clark County and Winchester are both projected to continue to increase in population at a slower from 2020 to 2027 with increases of 0.7% for Clark County and 1.7% for Winchester.



During this time period, Clark County and Winchester both grew faster than Bourbon County (1.3% growth) but did not keep pace with the growth of Montgomery County or Scott County (6.1% and 21.2% growth respectively). Scott County has been one of the fastest growing counties in Kentucky over the last 20 years.



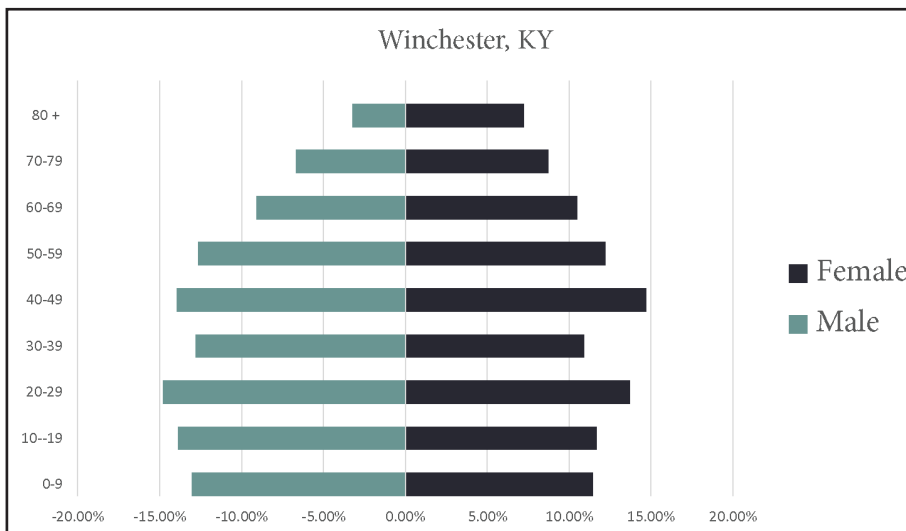
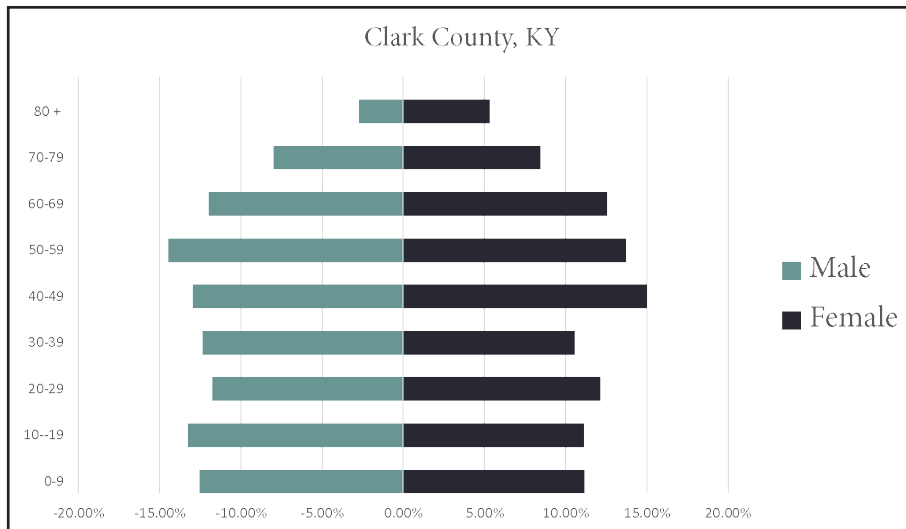
# Age

The median age of Clark County (42.3 years old) is higher than all comparison communities; Winchester’s median age is slightly less than the county at 39.5 years old. The median age of the United States is 38.2 years old, and Kentucky’s median age is 39.0 years old. Winchester’s median age is comparable to Kentucky, but it is still older than Scott County (36.0 years old) and Lexington/Fayette (34.8 years old). This means that a large portion of the population is older and there is a large gap of the younger population in Clark County.

Median Age	
Clark County	42.3
Winchester, KY	39.5
Kentucky	39.0
United States	38.2
Bourbon County, KY	41.8
Montgomery County, KY	40.2
Scott County, KY	36.0
Lexington/Fayette, KY	34.8

The age pyramids for Clark County and Winchester represent the 2020 population broken down by age groups and gender. A wide base indicates a naturally growing population (high birth rate), a narrow base indicates a naturally declining population (low birth rate absent of migration), and a box-shaped pyramid indicates a stable pyramid. Clark County and Winchester appear to have a stable population, with a large baby-boomer population.

# Race & Ethnicity



Compared with the United States (70.4% white) and Lexington (73.7% white), Winchester (88.4%) and Clark County (91.6% white) are less racially diverse but similar to other counties, such as Bourbon County (91.2% white), Montgomery County (94.2% white), and Scott County (87.7% white). Winchester (4.6% Hispanic) and Clark County (3.1% Hispanic) also have a less ethnically diverse population than that of the United States (18.2% Hispanic) but is comparable to the rest of the state (3.8% Hispanic).



## Education

The percentage of people who are 25 years and older and have at least a high school diploma is about 88.5% in the United States and 88.7% in Kentucky. Clark County and Winchester's populations (86.8% and 83.8% respectively) are slightly less than the U.S. and state as well as Lexington/Fayette County and Scott County.

However, this is similar to Bourbon County (85.6%) and Montgomery County (84.8%).

H.S. Educational Attainment 25 and Older	
Lexington/Fayette, KY	92.5%
United States	88.5%
Bourbon County	85.6%
Montgomery County	84.8%
Kentucky	88.7%
Clark County	86.8%
Scott County	92.7%
Winchester, KY	83.8%

## Housing

Clark County has a total of 15,914 housing units and about 54% of those are located within Winchester (8,679 units). The median home value in Clark County is \$151,300 and is significantly higher than Winchester's median home value which is \$133,600. The median home value in Kentucky is \$147,100, which is comparable to both Winchester and Clark County, but Lexington's median home value is significantly higher at \$200,900. The same is true for Scott County (\$197,900). Winchester and Clark County's home values are similar to Bourbon County (\$155,300) and Montgomery County (\$124,600). Although home rates in the United States

(\$229,800) and Lexington are higher, they have a lower home-ownership rate than Clark County, which has an owner-occupied rate of approximately 69%. Owner-occupied rates in the United States are at 64.4% and Lexington is at 53.9%.



**\$151,300**  
median value

**FOR SALE**  
**63.2%**  
owner  
occupied

Median Home Value	
United States	\$229,800
Lexington/Fayette, KY	\$200,900
Clark County	\$151,300
Bourbon County	\$155,300
Montgomery County	\$124,600
Scott County	\$197,900
Kentucky	\$147,100
Winchester, KY	\$133,600



# Households

Households in Clark County are different than those within Winchester. There are less family households within Winchester (60.3%) than there are within the county (68.7%). A family household include people who live together that are related by blood or marriage. In addition there are more one-person households (32.3%) in Winchester than in Clark County (25.8%). These trends indicate that housing preferences for those who live in Winchester and the unincorporated areas of Clark County are different from one another.

Family Households	
Clark County	68.7%
Kentucky	65.2%
United States	65.3%
Winchester, KY	60.3%
Scott County	73.8%
Bourbon County	64.7%
Lexington/Fayette, KY	56.9%
Montgomery County	72.5%

One-Person Households	
Bourbon County	28.2%
Lexington/Fayette, KY	32.4%
Winchester, KY	32.3%
Montgomery County	20.6%
Kentucky	28.7%
United States	28.0%
Clark County	25.8%
Scott County	19.9%

# Workforce & Employment

Approximately 17,238 people who live in Clark County, or 59.6% of the population, are

part of the workforce. This does not include those that are retired, children, and those who are unable to work. As of January of 2023, the unemployment rate in Clark County was about 3.7%, which is similar to the United States (3.4%). The county’s unemployment rate is below Kentucky (4.2%) and Montgomery County (4.9%) but higher than Lexington/Fayette (3.1%), Bourbon County (3.3%), and Scott County (3.1%). All of these rates are reasonable and suggest that if unemployment continues to decrease, the demand for a skilled workforce will also increase.



**59.6%**  
**in labor force**

The average commute is around 25.6 minutes for residents in Clark County. Over 90% of workers drive or carpool to work, and almost half (47.6%) of workers that live in Clark County work outside of the county.

# Income

The median household income in Winchester (\$43,415) is lower than Clark County (\$54,871). This could be due to a number of factors, such as a higher percentage of one-person households, lower educational attainment, or even owner home values. The median household income in Kentucky is \$52,238, which is slightly less than the median household income of Clark County. Clark County also has a lower average household income than Lexington/Fayette, which is \$58,954.

Median Household Income	
United States	\$64,994
Lexington/Fayette, KY	\$58,954
Clark County	\$54,871
Bourbon County	\$47,024
Kentucky	\$52,238
Montgomery County	\$46,998
Winchester, KY	\$43,415
Scott County	\$71,750

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# Physical Conditions

## Development Patterns

Existing land use patterns provide a basis for determining appropriate areas for development and future land uses. It also provides insight on existing market conditions and forces within the community. Identifying the existing land use, zoning controls/municipal boundaries and infrastructure helps identify areas that are best suited for development and other areas that are best suited for preservation.

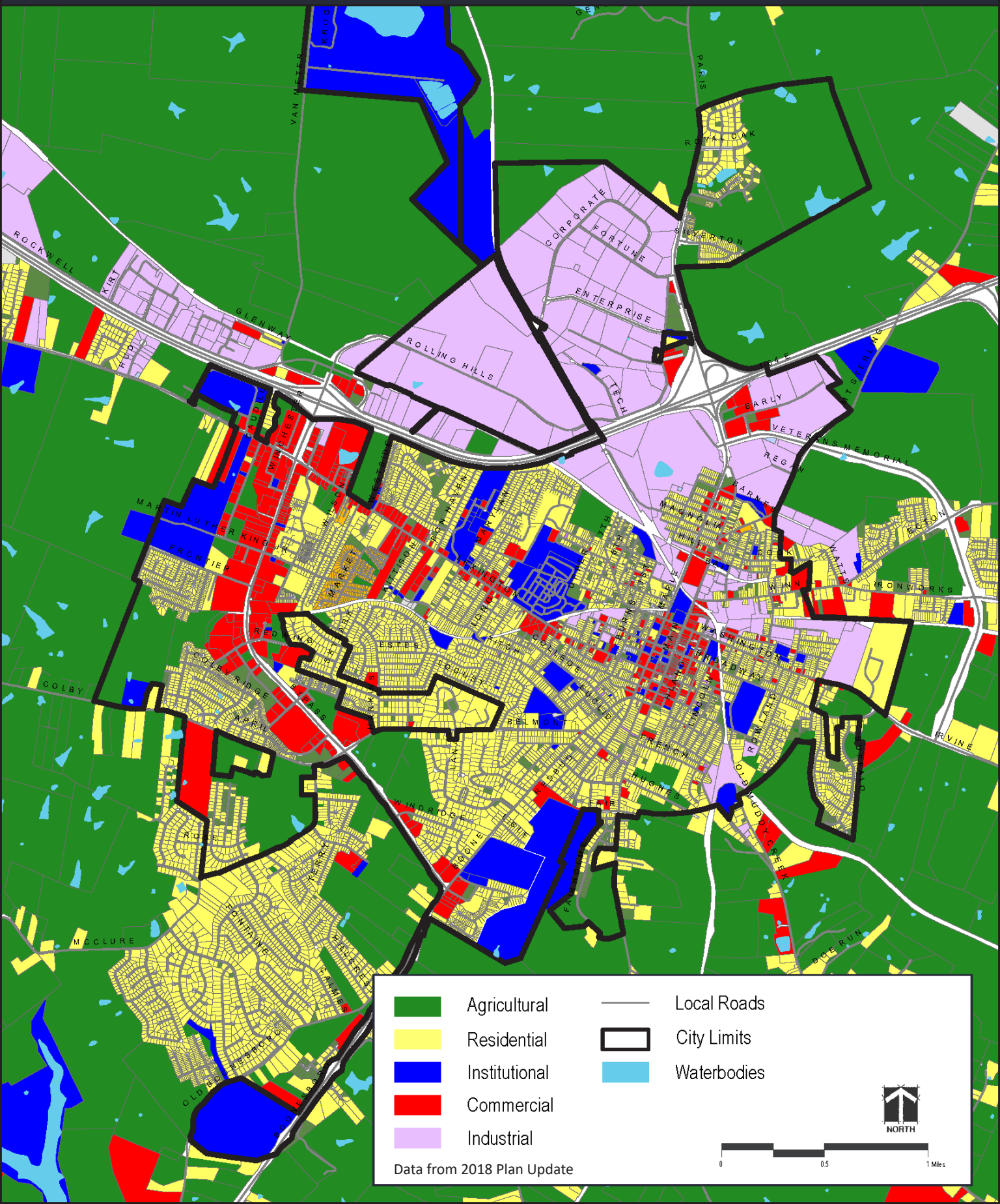
Most of the developed areas of Clark County are located within the Winchester City Limits and the Urban Planning Boundary. Industrial Development has been primarily focused along Interstate 64. Other development is located in the Ford area along Boonesboro Rd. More information regarding the environmental constraints in Clark County and Winchester are referenced in the physiographic features section of this chapter.

## Existing Land Use

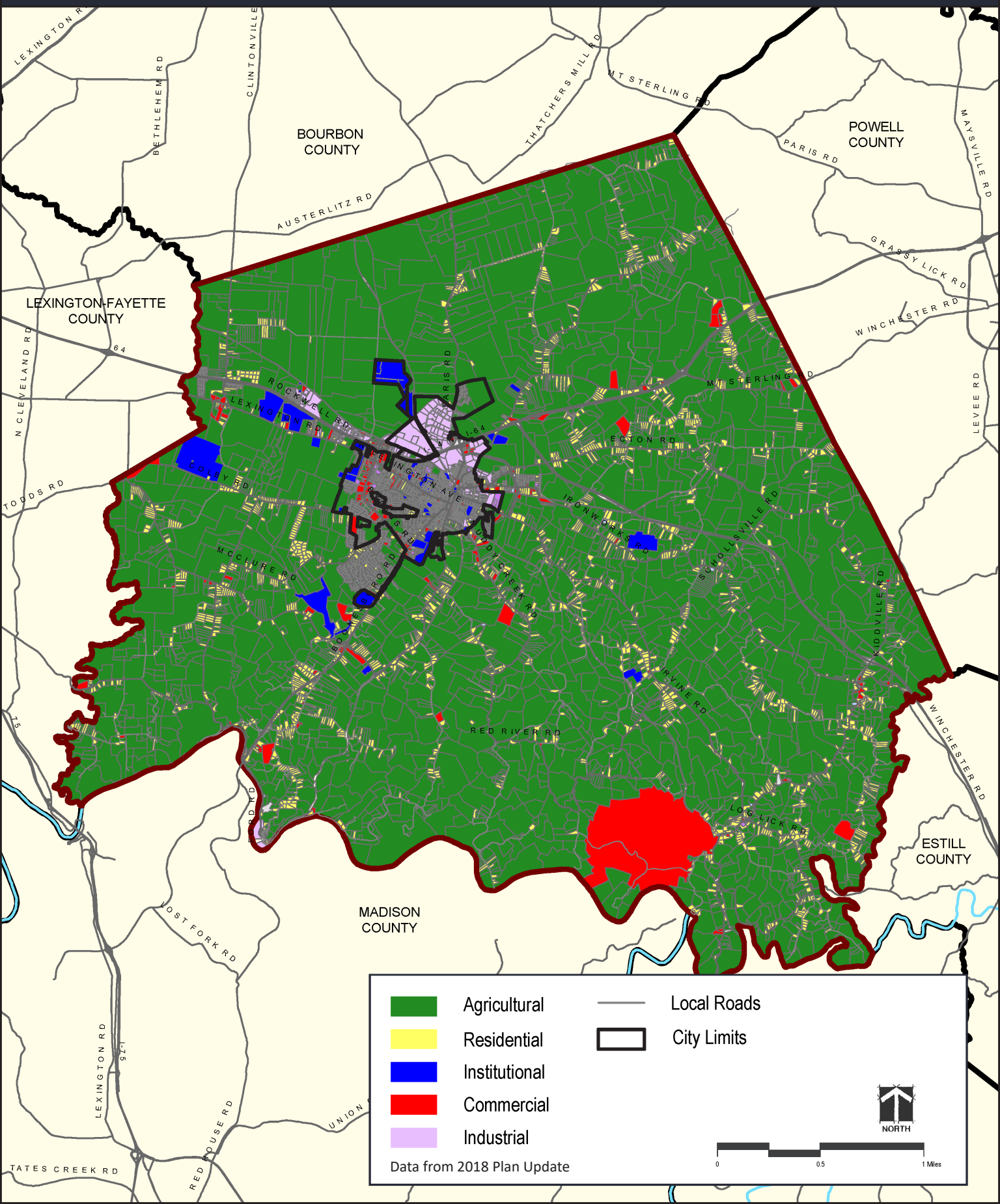
The existing land use can be influenced by several internal factors such as the existing zoning ordinance, presence of infrastructure and utilities, environmental constraints, surrounding land uses and market conditions. The use of the land is represented on the following Existing Land Use Maps (see page 27 & 28). The County is comprised of approximately 159,358 acres and the percentage of land usage within Clark County is as follows:

- 86%: Agricultural/Vacant
- 8%: Residential
- 4%: Commercial
- 1%: Industrial
- 1%: Institutional

# WINCHESTER EXISTING LAND USE MAP



# CLARK COUNTY EXISTING LAND USE MAP





## Zoning

The current zoning can be viewed on the Zoning Map of Clark County and Winchester. Residentially zoned areas are mostly located within Winchester City limits and the Urban Planning Boundary. Over 90% of the land in Clark County (excluding Winchester) is zoned for agricultural purposes. Industrial zoned areas are located in the outskirts of Winchester City limits and just outside, as well as along Interstate 64. A large portion of land along Interstate 64 and just outside of Winchester city limits is zoned for professional office uses. See page 30 and 31 to view the Winchester and Clark County Zoning Map.

## Urban Planning Boundary

The urban planning boundary (UPB) was first established in 1997 and has been used as a mechanism that identifies existing land where infrastructure was already in place and could permit higher density development within the boundary. This boundary helps to preserve agricultural land within the community and prevents development sprawl. From a financial feasibility stand point, this boundary helps relieve additional expenditures to expand utilities. The existing planning boundary can be found on page 32.

## Historic District Overlay

Historic sites and buildings add to the character of Winchester and Clark County as well as support the cultural experience. If these buildings and structures are demolished, these community elements that help define the character cannot be replaced. Currently the City of Winchester has a Historic District Overlay (HDO) within the zoning ordinance. The Historic District Overlay requires a Certification of Appropriateness (COA) prior to construction, alteration, reconstruction, repair, moving or demolition of the exterior of any property in the HDO which would affect the historic, archaeological or architectural significance of such property. The COA would be approved or denied by the Historic Preservation Commission. The Historic District Overlay Map can be found on page 34.

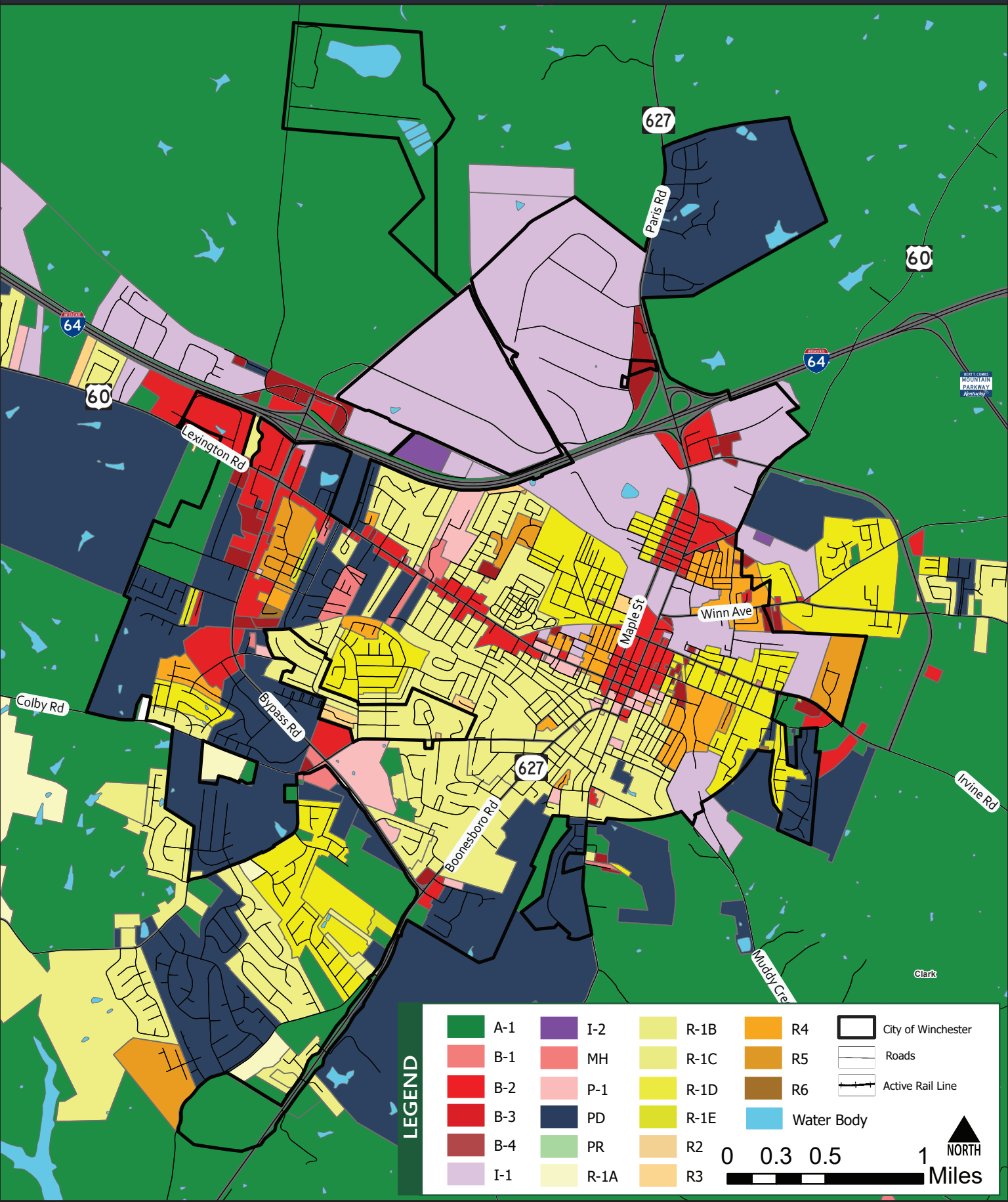


Winchester Downtown Street Wall

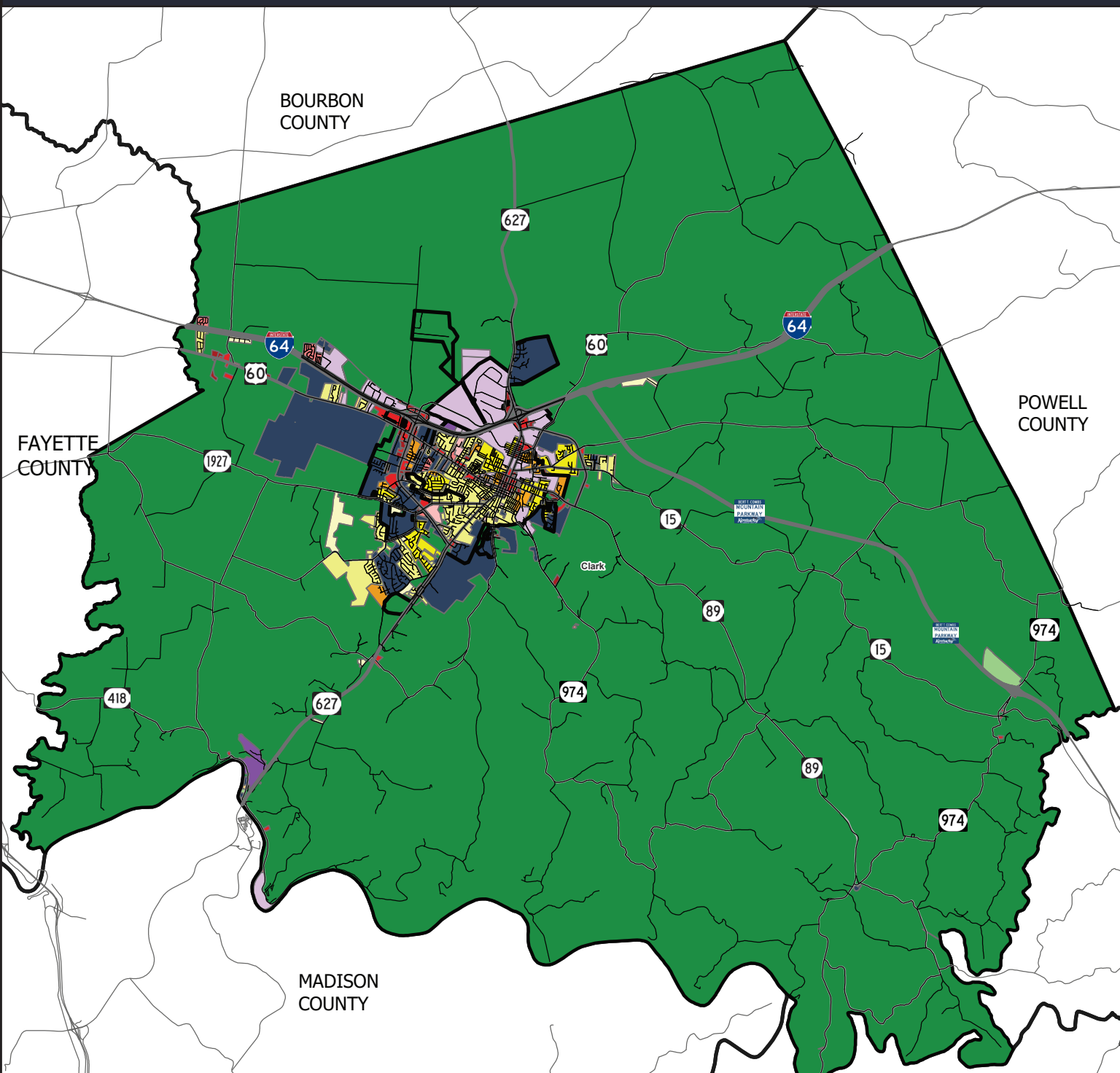


James Clark Judicial Center

# WINCHESTER CURRENT ZONING MAP



# CLARK COUNTY CURRENT ZONING MAP



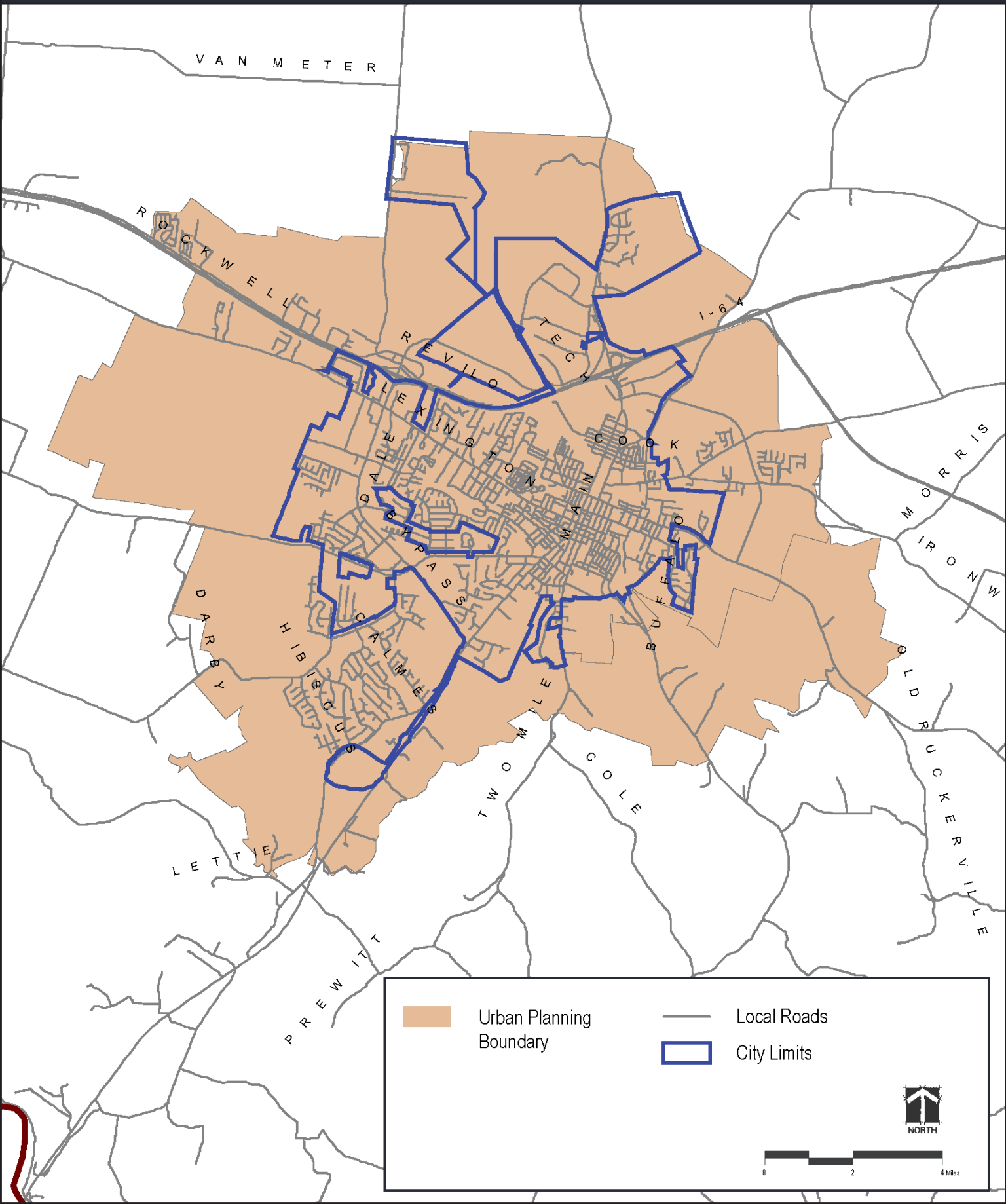
## LEGEND

A-1	I-2	R-1B	R4	City of Winchester
B-1	MH	R-1C	R5	Roads
B-2	P-1	R-1D	R6	Active Rail Line
B-3	PD	R-1E		
B-4	PR	R2		
I-1	R-1A	R3		

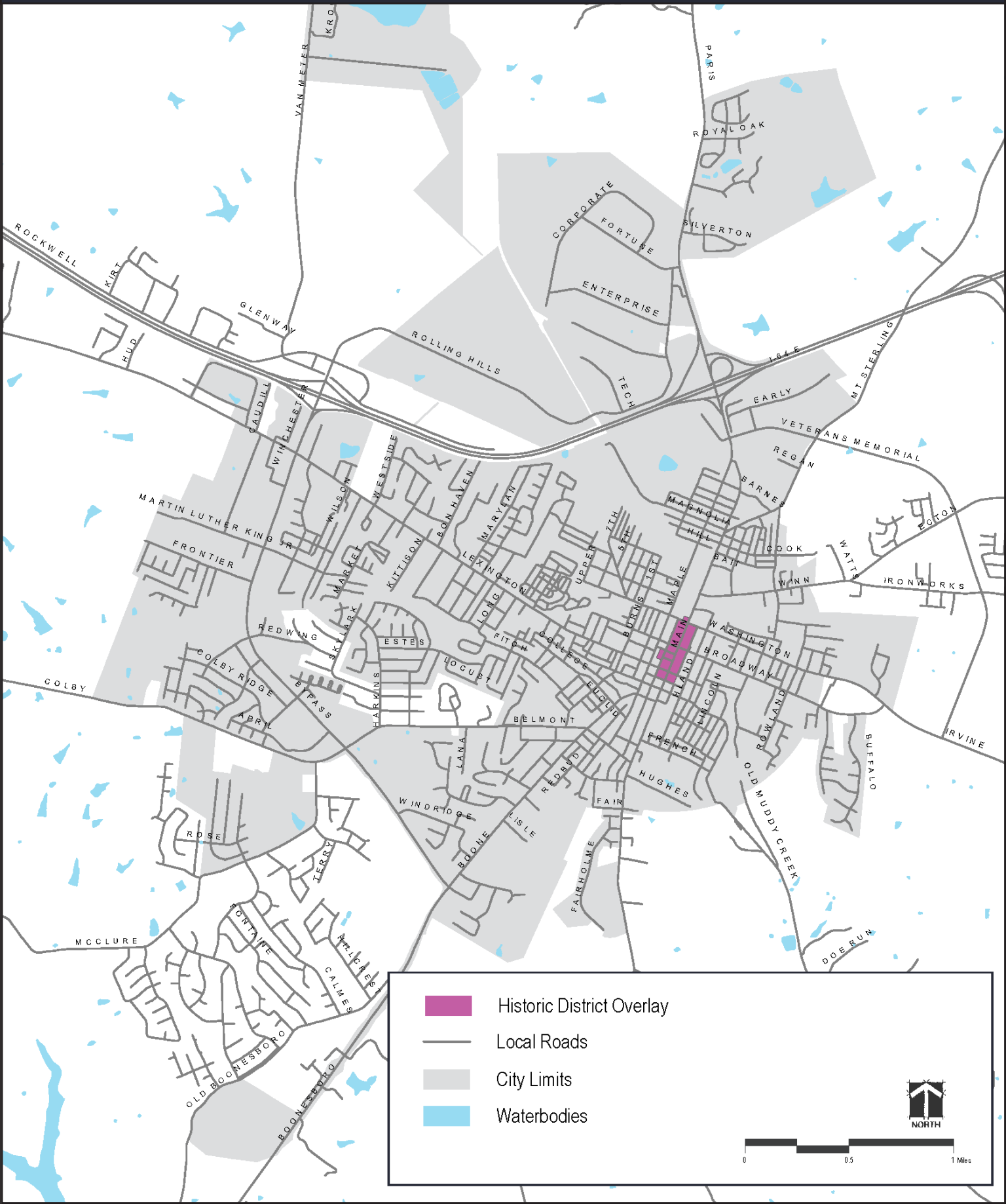
0 1 2 4 6 NORTH  
Miles



# URBAN PLANNING BOUNDARY MAP



# HISTORIC DISTRICT OVERLAY MAP



# Physiographic Features

Development that occurs in a rural community is often contingent on the physiographic characteristics of the region. The terrain, soils, drainage systems (river systems), and other natural resources which make up a regions physiographic features may either promote or prevent varying development patterns. Located in Kentucky's Bluegrass Region, Clark County has very diverse physiographic features. Steep slopes and rugged terrain are typical in much of the eastern portion of the county. Western Clark County is characterized by gently rolling terrain, deep well-drained soil, and a limestone base resulting in many sinkholes. Several of the soil types within Clark County are derived from limestone, and suitability for agricultural use varies with terrain. The county's southern boundary is formed by the Kentucky River.

Clark County is located within four separate physiographic regions of central Kentucky; the Inner Bluegrass, the Hills of the Bluegrass, the Outer Bluegrass, and the Knobs Belt region. Travelling from West to East, one experiences a transitory passage from the gently rolling hills of the Inner Bluegrass region to the mountains and coalfields of Eastern Kentucky. The Inner Bluegrass is characterized by gently rolling hills, consisting of a deep, well-drained layer of fertile soil and underlain by thick-bedded high-grade limestone. This area is predominately in western Clark County, including the western portion of the City of Winchester. Drainage of the southwestern part of the county occurs underground. Weathering of the limestone produces karst topography, sinkholes, sinking streams, springs, and caves in this region.

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

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

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

Apart from the small karst area in the southwestern portion of the county, surface streams drain most of Clark County. The county is divided between two drainage basins. The northern third of the county is in the Licking River Watershed and is drained primarily by Strode's and Stoner Creeks. Tributaries of the Kentucky and Red Rivers drain the remaining two-thirds of the county. Both the Licking and Kentucky Rivers eventually drain to the Ohio River.

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



Agricultural/Undeveloped Land



Agricultural/Undeveloped Land



## Prime Agricultural Land

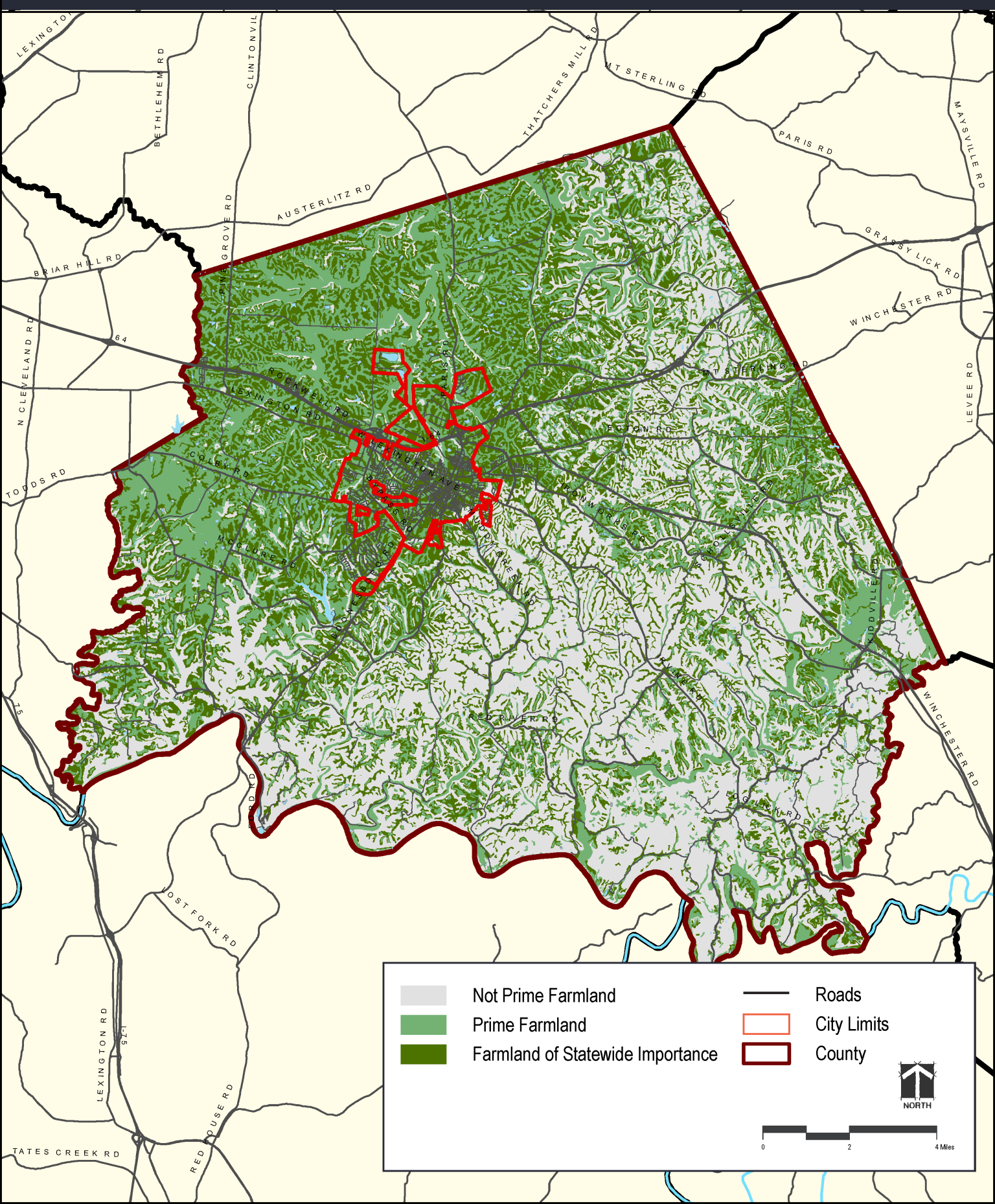
Soil surveys provide additional detailed analyses of local soil types based on a variety of characteristics, which support the evaluation of the soils for suitability to agricultural and urban land uses. Unfortunately, soils best suited for crop and pastureland also offer the greatest opportunities for urban development. In Clark County, soils in the areas located north and south of I-64 and west of KY 627 consist of the most productive agricultural land in the County.

With some exceptions, soils found in the southeastern quadrant of Clark County rate poorly for all types of intense agricultural uses, including cropland pastureland, and woodland uses.

These soil characteristics, as well as other physical features of this area of the county, also make it unsuitable for high-density urban type development. A good balance between the rural and urban land use needs of Clark County must be carefully maintained through a wise planning and decision-making process and careful evaluation of new development proposals. The continued use of a system such as the Soil Conservation System's Land Evaluation Site Assessment (LESA) program can give the planning commission staff and members a sound basis for development plan review. Policy decisions need to be made related to the preservation of prime agricultural areas and future urban growth patterns. For example, the Maury-McAfee-Salvisa Association, while currently offering the highest productivity soils in the county, falls in the corridor of urban growth pressures between Colby and Boonesboro Roads. A local consensus on how to balance these needs must be a part of this comprehensive plan.

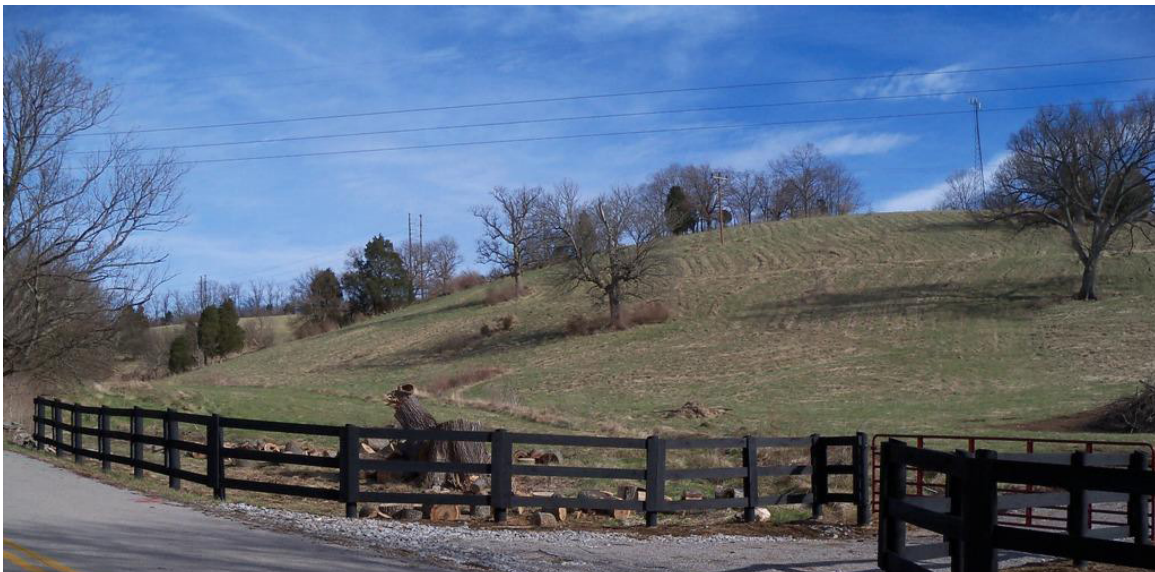
The following Prime Farmland Map shows areas that are prime for farmland, not prime for farmland, and those of statewide importance. Prime farmland has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber and oilseed crops and is available for these uses. Farmland of statewide importance includes land that include soils that meet nearly all requirements for prime farmland that economically produce high yields of crops when treated and managed according to acceptable farming methods. Some areas may include tracts of land that have been designated for agriculture by Kentucky State Law.

# PRIME FARMLAND MAP



## Geology

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



Boonesboro Road Topography



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

## Groundwater

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

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

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

The preservation of rural water quality is an issue identified through the Rural Energy for America Program (REAP) study as a major concern to rural landowners. This supports the rural planning concept that rural areas of Clark County, which are not currently served by a public water system, should be carefully planned and controlled, monitoring their wells and cisterns for quality as well as quantity to ensure a healthy, clean water supply.

## Slopes

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

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

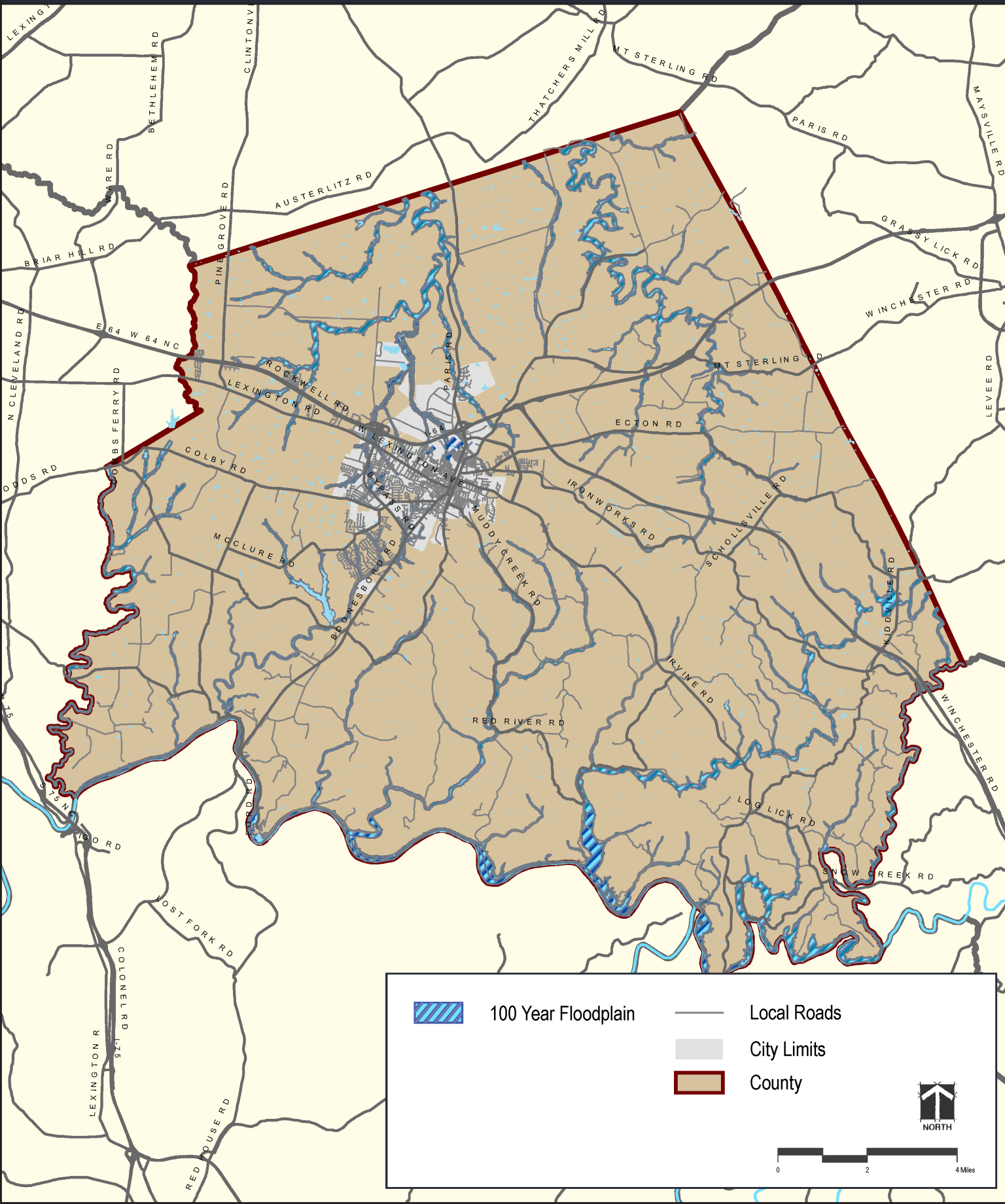
A good balance between these rural and urban uses must be mindfully maintained through sound planning and decision-making relating to new development. The City of Winchester, at this time, has adequate gently sloping lands within its urban area to meet most of the urban land use requirements for the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

## Floodplains

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

As urban development continues to alter the natural floodplain areas, the city and county should maintain a comprehensive storm water management plan and system to accommodate additional runoff in the developed areas.

# FLOODPLAIN MAP





# Community Facilities

Community facilities are public or semi-public buildings such as schools, religious facilities, medical facilities and the government facilities that provide necessary services. The following information provides an overview of the existing conditions for Corydon's facilities and utilities.

## Government & Public Buildings

There are various government and public building located within Winchester and Clark County. The City Government Office houses various municipal departments such as the Mayor's office, the City Manager, administration, human resources, City Clerk, code enforcement and building inspections, finance, and planning and community development. This building is located on 32 Wall Street in downtown Winchester. The City of Winchester's police and fire departments are currently located in one building in downtown Winchester at 44 N. Maple Street.

In addition to the City Government Offices, there are various County public buildings located around the downtown square. The James Clark Judicial Center houses the Clark County's Sheriff's Department. This building is located at 17 Cleveland Avenue in downtown Winchester around the square. The Clark County Detention Center is located along the square in downtown Winchester across from the Clark County Courthouse, which is located in the center of the square.

Other public buildings in Clark County that are geared more towards offering services for residents and visitors include the Clark County Library, the Bluegrass Heritage Museum and the Winchester Post Office. The Clark County Library is located just right outside of downtown Winchester at 370 South Burns Avenue and is open until 8pm on the weekdays and 5pm on weekends. The library offers public meeting space in addition to various books for children, young adults, adult fiction and non-fiction.

The Bluegrass Heritage Museum is also located in downtown Winchester at 217 South Main Street. This museum allows visitors to explore the rich heritage of Central Kentucky and changing exhibits. Exhibits at the museum include the Agriculture Room, Guerrant Room, Quilt Room, Clark County, Military Room, and Telephone Room. The Winchester Post Office, in addition to the museum, is also located on Main Street (120 N Main St.) in Winchester.

## Fire, Police, and Emergency Services

Fire stations serving Winchester-Clark County are managed by Winchester Fire-Emergency Medical Services (EMS) and the Clark County Fire Department (CCFD). Winchester Fire-EMS oversees three of the stations, all of which are located within the city of Winchester and are responsible for:

- Fire suppression
- Emergency Medical Services (ambulance services) throughout all of Clark County
- Fire prevention
- Public education
- Fire inspection
- Fire investigation
- Rescue
- Hazardous materials response

Winchester Fire-EMS is a member of the Bluegrass Emergency Response Team which provides hazardous materials response across eleven (11) counties. The CCFD is divided into three fire stations, two of which are in Winchester and the third is located in Trapp, KY. The CCFD provides services to Clark County outside the City of Winchester and is responsible for:

- Fire Suppression
- Rescue (swift water, trench, rope, confined space, farm machinery, large animal)
- Hazardous materials response
- Ground search and rescue
- Assistance to Winchester Fire-EMS on EMS calls in the County

### Police

The Winchester Police Department has sworn police officers who cover the residential and commercial areas of the community. In addition to the sworn police officers, the department also staffs 911 communication officers, parking enforcement officers, and school crossing guards. The department's administrative assistant assists community members with background checks, incident reports, and accident reports.

## Educational Facilities

Clark County is currently served by Clark County Public Schools, four small private schools, and one post-secondary educational facility. The existing public schools within Clark County Public Schools include:

- George Rogers Clark High School
- Clark County Area Technology Center
- Robert D. Campbell Junior High School
- Phoenix Academy
- Baker Intermediate School
- Conkwright Elementary School
- Justice Elementary School
- Shearer Elementary School
- Strode Station Elementary School
- Clark County Preschool

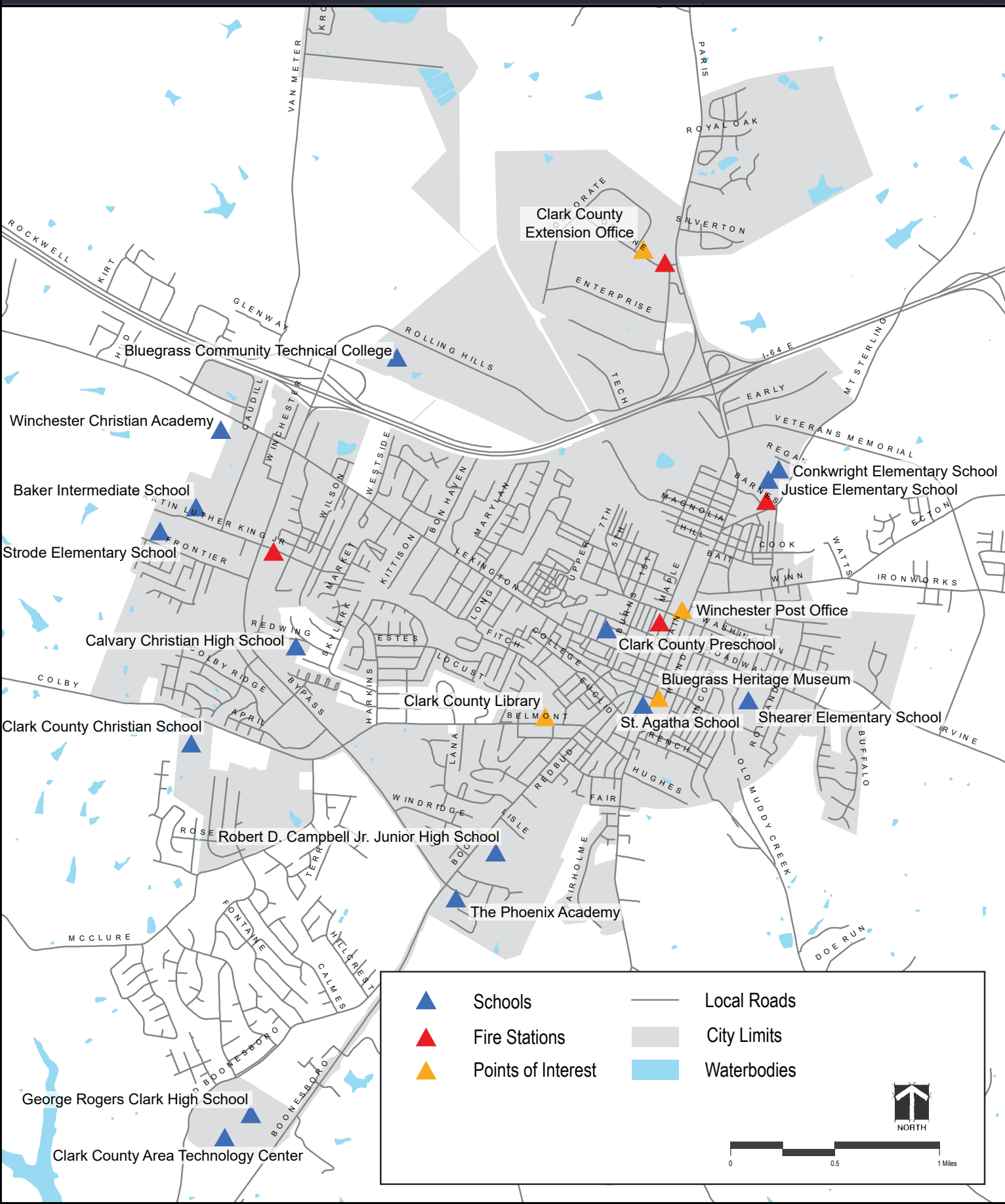
Private schools located within Clark County include:

- Calvary Christian School (PreK-8th)
- Clark County Christian School (PreK-5th)
- St. Agatha Academy (PreK-8th)
- Winchester Christian Academy (PreK-12th)

In addition to primary and secondary public and private schools located within Clark County, there is also the Bluegrass Community and Technical College, which is a small post-secondary school. This school offers associates in arts or science, business management and marketing, homeland security and emergency management, interdisciplinary early childhood education, medical nurse aid, office systems technology and medical information systems.



# WINCHESTER EXISTING COMMUNITY FACILITIES MAP



## Medical Facilities

Clark Regional Medical Center's (CMRC) \$70 million facility opened at its new campus location in March of 2012, coinciding with the hospital's 95th anniversary. Located at 175 Hospital Drive in Winchester, the hospital is highly visible and easily accessible from I-64 and the Bypass in Winchester.

The 79-bed, 131,000 square foot hospital staffs more than 75 physicians, 487 employees, and 75 volunteers. Upon its opening, CRMC's new facility was the first hospital in Kentucky with a 100 percent geothermal heating and cooling system. Clark Regional also operates an urgent care clinic also in Winchester, as well as satellite health clinics in Powell County, Stanton, and Mt. Sterling. Clark Regional is fully accredited by The Joint Commission.

CMRC's campus also has a 45,000 square foot Medical Plaza, which houses the Clark Clinic (primary, specialty, and urgent care clinics), and in 2015 broke ground on an additional 45,000 square foot expansion of the Clark Clinic with expectations to complete construction of the new facility by 2017.

The Clark County Health Department offers a variety of clinical preventative health services, home health services, physical therapy and rehab services, dental, and community oriented social education and outreach programs available to the community. The Health Department also offers environmental interventions designed to assist individuals and communities in obtaining and maintaining a healthy living environment.

## Parks and Recreation

Public parks and recreational facilities in Winchester and Clark County are owned and operated by Winchester-Clark County Parks & Recreation (WCCPR). There are currently 18 parks and open spaces in Clark County. These parks range in size from one acre to forty acres and include both active and passive recreational opportunities as well as trails.

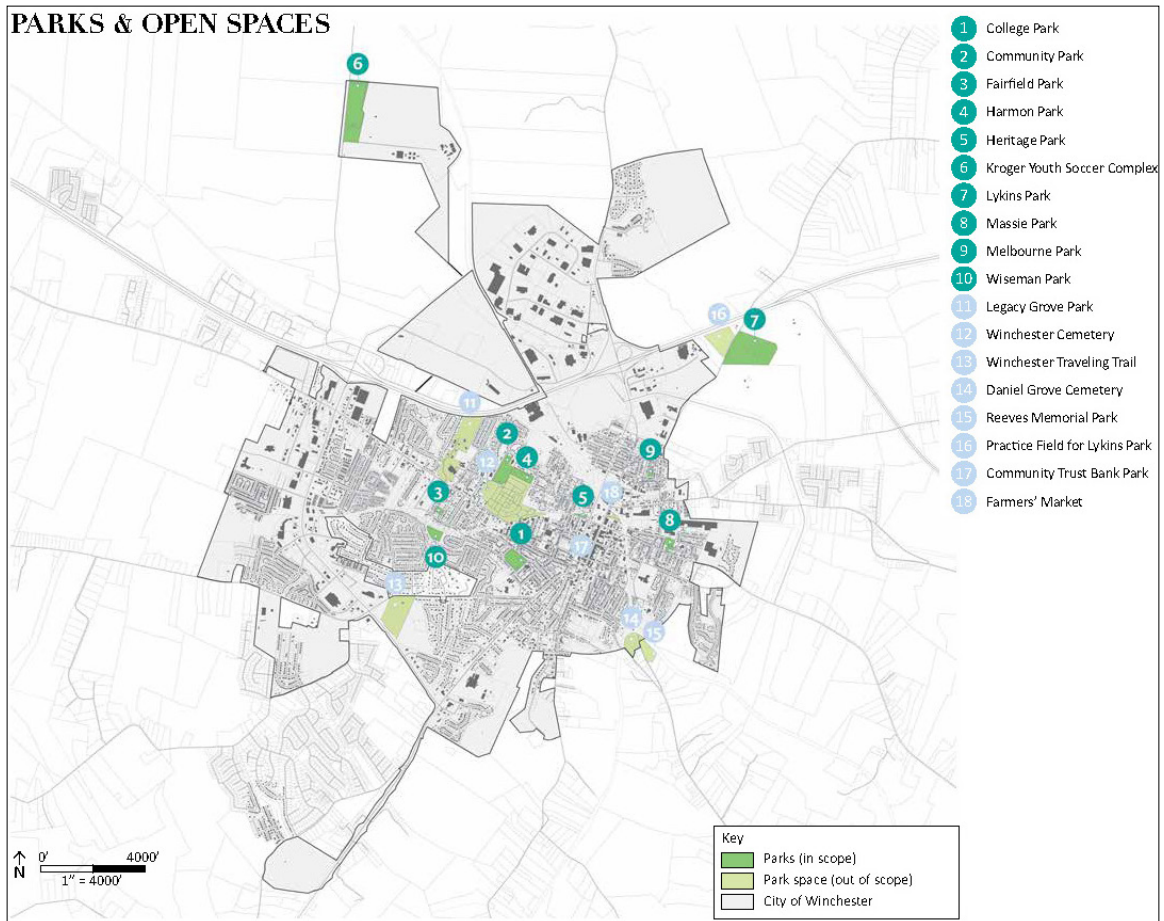


College Park



Kroger Youth Soccer Complex

## PARKS & OPEN SPACES



Source: Bloom Winchester Master Plan

Parks and open space should be considered major contributors to quality of life. These public spaces can have a positive impact on fitness, psychological wellness, social ability, youth development, and environmental quality. Parks may also have significant economic development impact by attracting new residents and employers who value the benefits associated with access to green space.

The Bloom Winchester Master Plan outlines the existing conditions of each park and open space as well as governance for each facility. Recommendations are included for diversity, equity, and inclusion as well as connectivity, maintenance / operations, beauty / identity, participatory design, and cultural ecology. Finally, improvements for each of the parks is also included in the master plan.



# Transportation

The Winchester-Clark County transportation network is closely linked to the type and quality of development within the community. The transit network will influence the specific land uses because developments require specific types of access – such as goods and material delivery in commercial and industrial areas. As such, it is important for the comprehensive plan to assess the current transportation network and determine future needs based on the proposed future land uses. The transportation element of the comprehensive plan will evaluate the framework for the development of an integrated plan that meets all the transportation needs throughout the county.

## Functional Classification

The functional classification system defines roadways by primary use and volume of traffic. Kentucky Transportation Cabinet (KYTC) identifies the following road types within Winchester-Clark County area. The functional classification of Clark County can be found on the Existing Transportation Map on page 52 and 53.

## Interstate Highway

I-64 serves as a major connector across Kentucky. I-64 establishes a highly traveled route for residents of Winchester-Clark County and surrounding counties to the Lexington area. Enhancing connections to I-64 is a major goal for Winchester-Clark County to raise accessibility and awareness of the city to tourists. An Interstate Highway is characterized by:

- Highest traveling speeds
- Largest capacity for traffic volumes
- Limited access
- Divided highways with minimum of two-lane in each direction

## Freeways and Expressways

Freeways and Expressways are defined by KYTC as roadways with access points limited to on-ramp and off-ramp locations and directional travel lanes usually separated by a physical barrier. The Bert T Combs Mountain Parkway begins/ends within Clark County. The parkway establishes connection between counties in eastern Kentucky to I-64 through Winchester-Clark County.

## Principal Arterials

These roads are designed to serve high volume traffic movements for statewide travel while connecting major destinations within urban areas. KY 627 (Boonesboro Rd) from the Madison County line to KY 1958 (Bypass Rd), and KY 1958 (Bypass Rd) to I-64 are the two principal arterials routes in Clark County per KYTC mapping. Principle arterials should:

- Connect major traffic generators and
- Generally be multi-lane with minimal access points

## Minor Arterials

Minor arterials generally connect city to city in rural areas, however, within urban settings they serve to connect the principal arterials to the denser urban road network. There are solely urban setting minor arterials within Winchester-Clark County. These arterials carry the majority of the traffic load within the area. These roads are designed to serve trips of moderate length at a slightly lower volume than principal arterials. Minor Arterials are characterized by:

- Lower travel speeds
- Generally be two to four lanes wide

Examples of minor arterials are US 60 (Lexington Ave.), KY 627 (Boone Ave.), KY 89 (E. Washington), KY 15 (Winn Ave.), KY 1958 (Veterans Memorial Parkway) among others.

## Urban and Rural Collectors (Major and Minor)

Urban and rural collectors are the main routes providing connections through and around Winchester and Clark County between rural and urbanized areas, neighborhoods, commercial areas and industrial zones. Urban and rural collectors are characterized by:

- Lower speeds
- Lower traffic volumes
- Connects neighborhoods to other neighborhoods

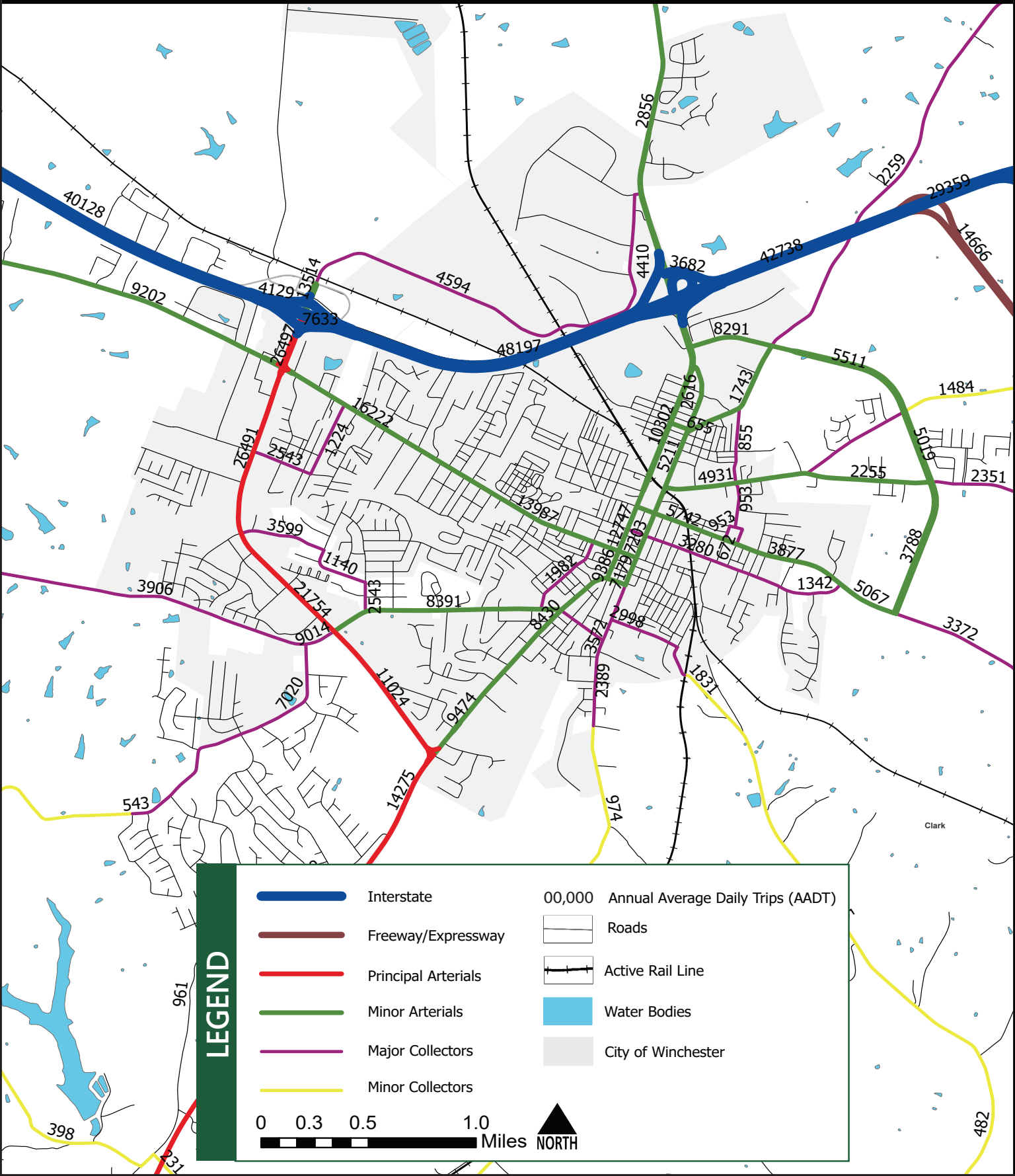
Examples of collector routes are KY 89 (Irvine Rd), KY 15 (Ironworks Rd), KY 1923 (Waterworks Rd), Colby Road, Red River Road, among others.

## Local Streets

All other public roads and streets form the local street network. These roads generally include neighborhood roads and are designed for low speeds and lower traffic volumes. However, these roads also provide essential and emergency services to neighborhoods. They provide direct access to nearby properties and are not intended for long travel. Local Streets are characterized by:

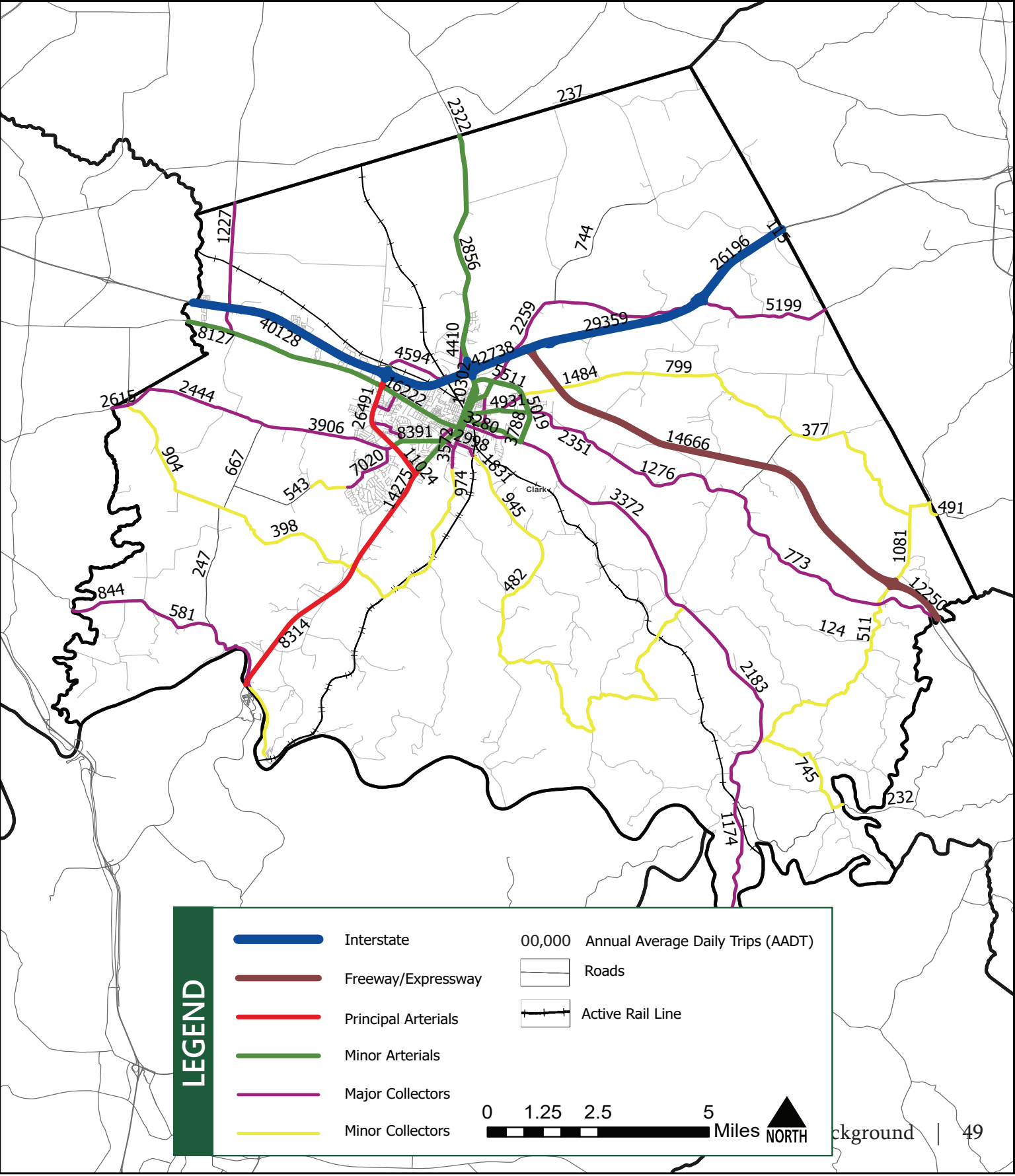
- Low speeds
- Highest access to adjacent properties

# WINCHESTER FUNCTIONAL CLASSIFICATION MAP





# CLARK COUNTY FUNCTIONAL CLASSIFICATION MAP



LEGEND

- |  |                     |  |  |
|--|---------------------|--|--|
|  | Interstate          |  | 00,000 Annual Average Daily Trips (AADT) |
|  | Freeway/Expressway  |  | Roads                                    |
|  | Principal Arterials |  | Active Rail Line                         |
|  | Minor Arterials     |  |  |
|  | Major Collectors    |  |  |
|  | Minor Collectors    |  |  |
- 0 1.25 2.5 5 Miles

## Traffic Counts

One of the best measures of the significance of a road segment and how it relates to the local transportation network is to perform a traffic count study. KYTC has a reoccurring program that measures the volume of traffic flowing on a given road. The Average Annual Daily Traffic (AADT) is the annual average of the number of vehicles passing a given spot on the road during a 24-hour period.

The highest traffic volumes within the county are along I-64, which carries 45,127 vehicles on an average day. Other high-volume roads in 2022 included KY 1958. This road has an AADT 25,752 vehicles per day between Redwing Drive and US 60, 23,897 vehicles per day between US 60 and I-64, and 20,942 vehicles per day between Redwing Drive and KY 1927. KY 627 has an average of 16,727 vehicles per day between KY 1927 and Redwing Drive and 16,594 vehicles per day between KY 1958 and I-64. Finally, US 60 has an average of 15,913 vehicles per day between KY 1958 and Lindberg Avenue.

## Six Year Highway Plan

The KYTC maintains, and updates every two years, a list of projects to be constructed over the next six year period. Major projects (projected cost over 5 million) that have been identified within Clark County for 2022-2028 are:

- Extend the Winchester East Bypass (KY 1958) from Irvine Road (KY 89) to KY 627 south of Winchester;
- Extend Fulton Road;
- Modernize and improve capacity on US 60 from KY 859 (Haley Road in Fayette) to KY 1958 (Bypass Road); and
- Reconstruct US 60 for safety improvements from I-64 to Sewell Shop Road.

While these projects are included within the Six Year Highway Plan, it does not guarantee funding.

## Transit Services

The main transit system available in the Winchester/Clark County area is the Foothills Express (Kentucky River Foothills Development Council). The Foothill Express has provided over 3 million rides for residents of Clark, Estill, Madison, and Powell counties since its beginning in 1986. Within Winchester/Clark County, bus routes run on a regular 90-minute loop with stops at high trafficked areas, such as stores, apartment communities, city and county offices and businesses. In addition, the Foothill Express provides an inter-city route service that connects Clark, Estill, Madison, and Powell counties with the larger transit systems in Lexington, Louisville, and Northern Kentucky. Inter-city rides must be scheduled at least 72 hours in advance. Foothills Express schedule highlights in Winchester/Clark County include:

- Service Monday – Friday 8AM to 5PM
- 29 Bus Stops
- 90 minute loops
- Inter-City transit available

## Bicycle and Pedestrian Facilities

Providing opportunities to encourage an active, healthy community is of high importance for Winchester/Clark County. In 2016, Winchester and Clark County published the Winchester-Clark County Active Transportation Plan (WCCATP). The plan creates a roadmap for the community over the coming years, and this Comprehensive Plan further emphasizes the WCCATP plan. Its goal is to provide a high quality of life to residents of Winchester and Clark County.

Bicycle facilities within Winchester and Clark County are generally located on the existing roadway network. Rural bike routes were established in 2014 in concurrence with the Preservation Pedal, an annual 100-mile bicycle ride sponsored by Preservation Kentucky. The rural routes generally traverse the outskirts of Clark County. Outside of these limited routes, there lacks opportunities for rural residents to access these facilities. Establishing urban bike routes continues to be an ongoing effort by the City of Winchester. According to the WCCATP, bikeway routes are being established downtown utilizing alleyways given their low traffic volume. The WCCATP has targeted Depot Street as the proposed trail head for all bicycle rides in Winchester/Clark County. Other bicycle amenities include a bicycle rental program (users pay a \$10 yearly fee) through the Winchester Clark County Parks and Recreation (WCCPR), bicycle fix-it stations, and bicycle racks.

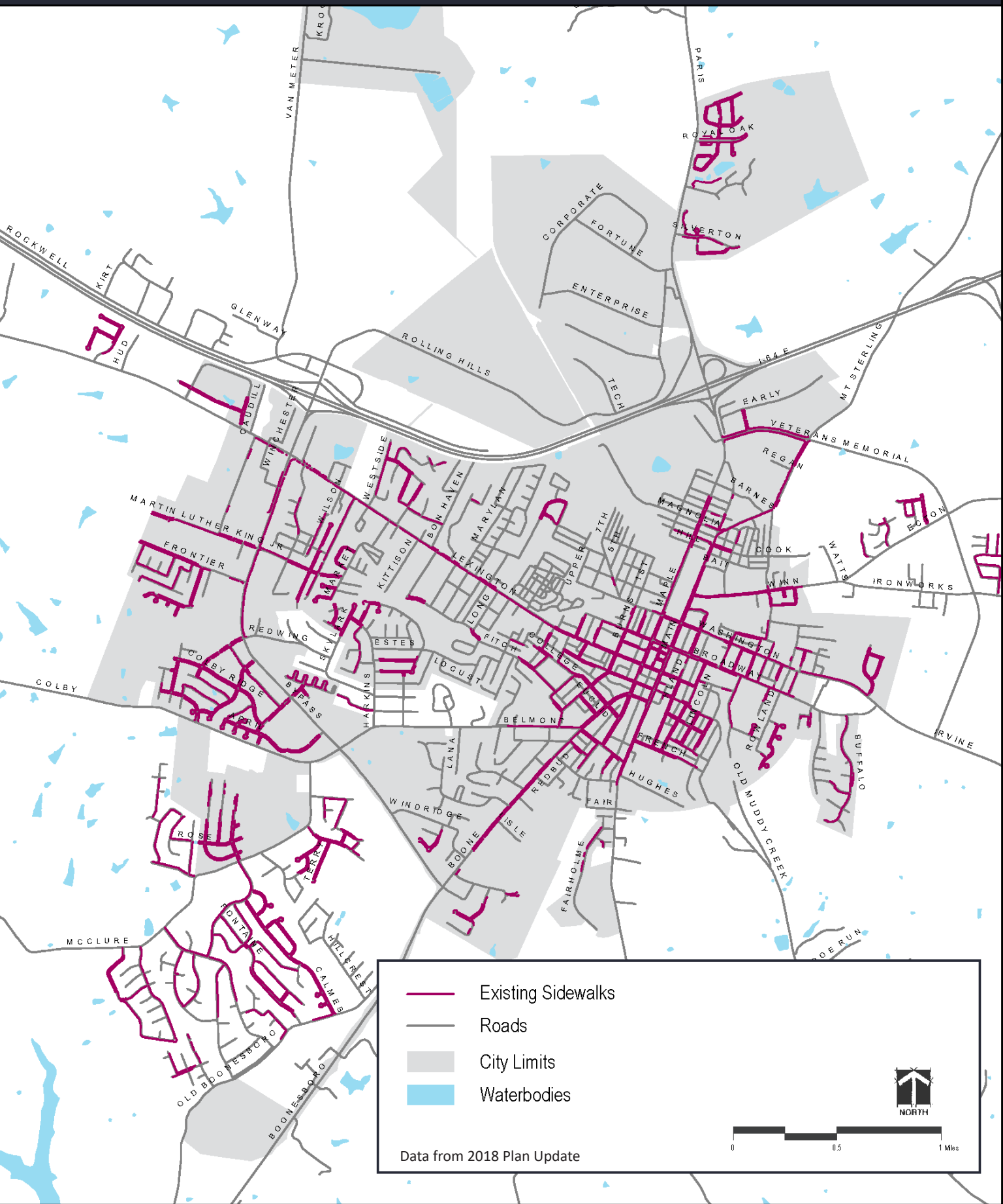
Pedestrian facilities within Winchester/Clark are generally found within the urban downtown core area, or in newer suburban developments within Winchester city limits. One of the shortcomings found in the WCCATP are the lack of connectivity between these pedestrian facilities. In mapping the Winchester sidewalk network, WCCATP found that there are a number of areas that lack sidewalk connectivity. It should be of high importance for Winchester/Clark County to expand their pedestrian facilities to these areas. Local government have partnered with many local businesses and organizations to established pedestrian facilities that are open for community use, including:

- Walking path at College Park
- Indoor walking track located at College Park Gym
- Hiking/Walking trails at Lower Howard's Creek Nature Preserve
- Walking trail at Civil War Fort at Boonesboro
- "The Main Street Mile", on Main Street in Winchester
- "Winchester Travelling Trail" at the intersection of Bypass Road and Colby Road
- "The Path", on Boonesboro Road
- "The Green Trail" on the Bluegrass Community and Technical College Campus
- Walking trail at Winchester Industrial Park.

In rural areas, pedestrian facilities and opportunities are scarce. In general, roadway corridors in rural areas are narrow, and have limited right-of-way to construct sidewalks. With larger distances between residents, the cost to provide pedestrian facilities per resident is much higher.



# EXISTING SIDEWALKS MAP



# Utilities

The quality of infrastructure, such as water, sanitary sewer, electric and gas services, is a key element in maintaining sustainability and sparking growth in a community. The following information provides details regarding these utilities.

## Water

Winchester Municipal Utilities (WMU), along with Kentucky American Water, Judy Water Association, Reid Water Association, and East Clark County Water District (which purchases water from WMU), currently provide public treated water to the residents at Clark County. WMU currently provides water service to 12,291 direct customers and to 2,650 customers of the East Clark County Water District through water sold for resale. In total, WMU serves 14,941 water customers in Clark County.

Currently, WMU is permitted to withdraw to the Lower Howard Creek Treatment Plant fifteen (15) million gallons per day (MGD) from the Kentucky River with the Carroll Ecton Reservoir as a back-up/secondary water supply. The current plant capacity is 9.0 MGD. During April of 2023, WMU treated almost 124 million gallons. The average day water treatment in April of 2023 was 4.13 MGD ( 46% of capacity) with a peak day treatment of 4.90 MGD (54% of capacity).

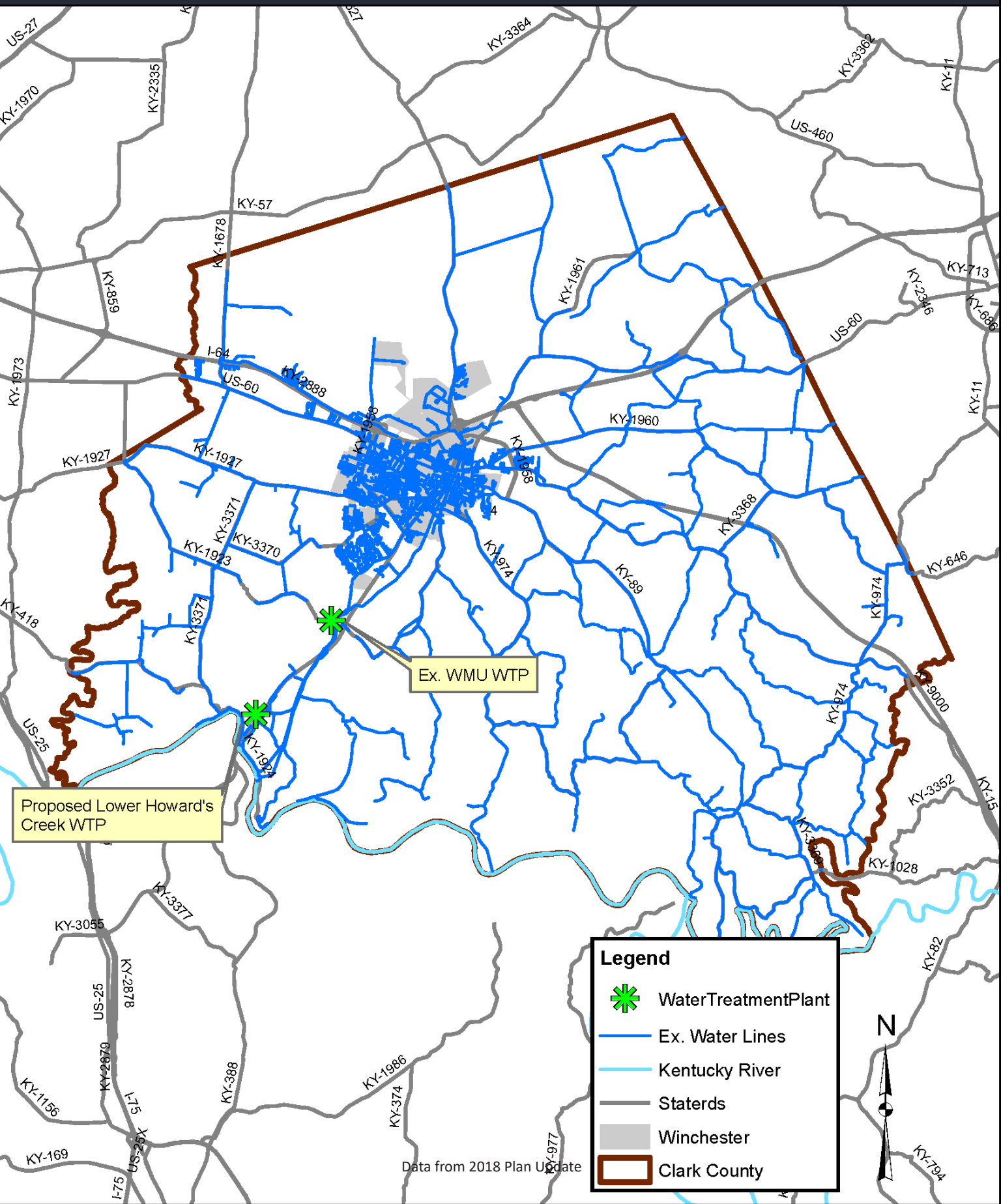
A new plant, Lower Howard's Creek Water Treatment Plant (LHCWTP), was substainatally completed in 2020. The new plant replaced the existing plant, increasing WMU's capacity to 9.0 MGD with the ability to easily expand to a 12 MGD in the future as demand grows. Expanding the plant capacity to 9 MGD satisfied the average peak demand to 2047.

Current and future projects include:

- Washington Street Elevated Storage Tank Rehabilitation
- Winchester Bypass (Veterans Memorial Parkway) Utility Relocations
- Fulton Road Water Relocation
- Elevated Pressure Zone #3
- Quisenberry Lane Water System Improvements

The driving factor in the expansion and extensions of WMU's service lines are dependent on growth by private developers and industrial use. Effort should be made by Winchester/ Clark County Planning Commission to encourage development growth to coincide with areas in close proximity to existing water systems.

# EXISTING WATER LINES



## Sanitary Sewer

WMU served approximately 11,876 customers within Winchester and Clark County as of June of 2022. There are two wastewater treatment plants (WWTP) that service the city and county, Strodes Creek WWTP and Lower Howards Creek WWTP. The WWTPs have a capacity rated at 7.2 MGD and 2 MGD respectively.

In April of 2023, almost 109 million gallons was treated at the Strodes Creek WWTP and about 43 million gallons was treated at the Lower Howards Creek WWTP. During this same month, the average wastewater treated at the Strodes Creek WWTP was 3.626 MGD with a peak day of 9.27 MGD, while an average of 1.396 MGD was treated at Lower Howards Creek WWTP with a peak day of 4.53 MGD.

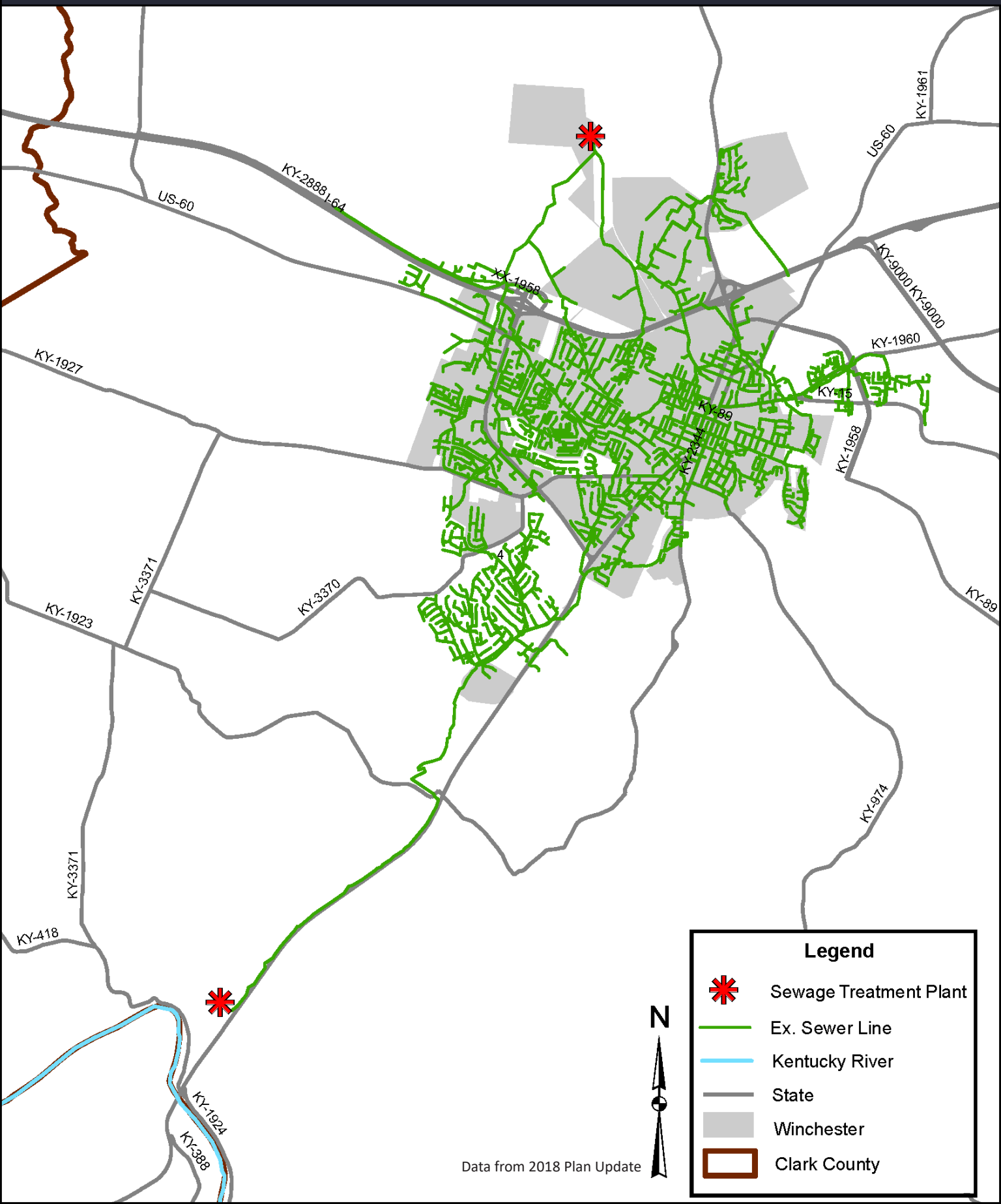
Many of the remaining population outside of the urban areas of Winchester are served by either one of the rural water districts, Kentucky American Water or by private on-site sewage treatment systems. One example of such facilities is a Kentucky American owned package treatment plant serving Rockwell Village and several industries on Gawthrop Drive.

In April of 2007, the City of Winchester and WMU entered into a Consent Decree (CD) settlement imposed by the US Environmental Protection Agency. The goals of the CD are to eliminate existing and recurring sanitary sewer overflows (SSOs) and to reduce the potential for future SSOs. Major projects should continue to target the use of trunk sewer (large diameter pipe) gravity lines to eliminate SSOs, to reduce the number of pump stations and provide for growth in undeveloped areas.

One of the more significant capital projects was the Lower Howards Creek Sanitary Sewer Improvements. Completed in 2013, the project eliminated SSOs located at the Snowfall and Stoneybrook sewage pump stations. The job involved construction of approximately 3 miles of new interceptor sewers, approximately 3 miles of force main piping, a new influent pump station, and the Lower Howard Creek WWTP.



# EXISTING SEWER LINES



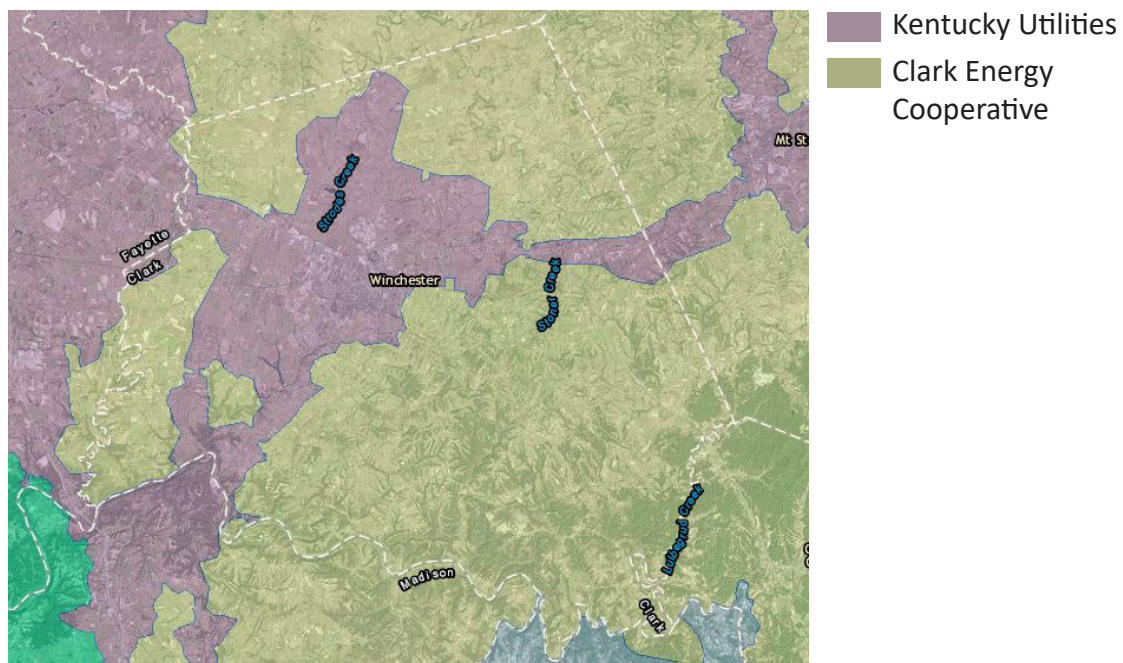
## Electric

Two electric utilities service Clark County residents, Kentucky Utilities (KU) and Clark Energy Cooperative (CEC), a member of East Kentucky Power Cooperative. The map below illustrates the two utilities and their reaches.

A major ongoing project within Clark County concerning electric utilities is the Dale Plant shut down. The Dale Power Plant closure in April of 2016 necessitated the need to handle the leftover fly ash. The most economical solution selected was to haul away the tons of coal ash remaining. The coal ash is to be transported approximately 27 miles from the plant to a new landfill at the J.K Smith Power Plant at Trapp in central Clark County.

## Gas

Gas distribution service areas within Kentucky do not have legal boundaries, or legally designated service territories. Winchester and Clark County are serviced by predominantly Columbia Gas of Kentucky. The Public Service Commission regulates all natural gas distribution utilities for safety.



Electric Service Area in Clark County  
Source: [www.psc.ky.gov](http://www.psc.ky.gov)

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## Chapter 3:

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# Vision & Goals

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In this section

- Introduction
- Vision
- Goals
- Plan Elements, Objectives & Action Steps

# Introduction

The Winchester-Clark County Comprehensive Plan vision, goals and objectives were developed from input received during various public engagement opportunities. The vision and goals serve as the foundation for the plan and illustrate input from residents, businesses, and other community members. It is important to understand the purpose of the vision and goals listed in this chapter as it guides the objectives and implementation plan.

## Vision

A vision statement is a broad and overarching statement that communicates where Winchester and Clark County would like to be as a community in the future. Decision makers should use the vision statement as changes occur within the community that are not explicitly identified within this plan.

Winchester and Clark County's vision for the future follows:

“

Through community collaboration, Winchester and Clark County will support the development of business, agriculture and industry; enhance the transportation network for pedestrians, bicycles and vehicles; improve access to high quality education; develop new and existing recreational facilities and programming; and preserve natural and historic areas to increase quality of life for all of Clark County.

”

# Goals

Goals, like the vision statement, are broad in nature but usually provide a level of specificity which seeks to be specific, measurable, achievable, realistic within the planning horizon. The planning horizon for the Winchester-Clark County Comprehensive Plan is 20 years, or 2044.

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1

**MOBILITY:**

Expand and enhance multi-modal connectivity and accessibility throughout Clark County.

2

**PRESERVATION & LAND USE:**

Preserve and protect farmland, natural areas and historic districts to balance growth and development.

3

**ECONOMIC DEVELOPMENT:**

Support programs, policies and incentives that promote economic development.

4

**QUALITY OF LIFE:**

Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

5

**WORKFORCE DEVELOPMENT:**

Support, promote, and increase access to high-quality educational resources for everyone to produce a skilled workforce and attract high-paying jobs.

6

**HOUSING:**

Promote expanded residential development that provides additional housing options and improves existing substandard housing.

7

**PUBLIC SERVICES:**

Ensure that all residents have access to high-quality public spaces and services.

8

**INFRASTRUCTURE:**

Promote the development of adequate infrastructure such as water, sewer, and high-speed internet.

9

**RECREATION:**

Support the expanded availability to recreational facilities and programming for all ages.

10

**AGRICULTURE:**

Promote the development of agricultural businesses in Winchester & Clark County, including the farmer's market.

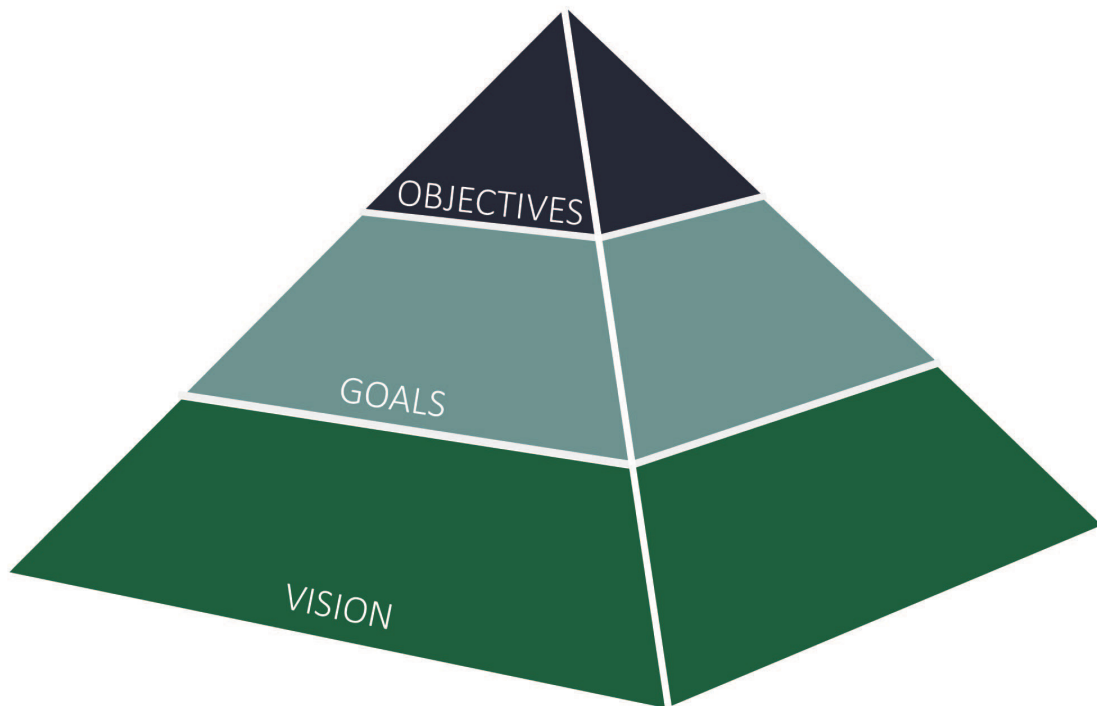
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# Plan Elements, Objectives & Action Steps

Plan elements organize the plan's goals into topics or categories of focus in Winchester and Clark County. These plan elements include land use, transportation, community facilities & utilities, quality of life, and economic development & education. Each plan element is presented by chapter within this comprehensive plan. Plan goals are further discussed within each plan element chapter.

Objectives contribute to the success of achieving each goal, and are listed in the plan element chapters (land use, transportation, community facilities & utilities, quality of life, and economic development & education). Objectives provide specific and measurable outcomes that can be achieved through completing the identified action steps.

Action steps identify champions, partners, other resources, a timeframe, and starting point and as well as specific direction. Action steps are organized throughout the planning horizon based on priorities and other constraints identified by the community input process. Action step completion may be accelerated or delayed by unforeseen circumstances such as available funding or lack of resources.





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## Chapter 4:

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# Land Use

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### In this section

- Introduction
- Future Land Use
  - Future Land Use Descriptions
  - Future Land Use Maps
- Future Land Use Criteria
- Element Goals, Objectives & Action Steps

# Introduction

This chapter identifies guidelines and objectives that guide the use and development of land in Winchester and Clark County. Land use is a key plan element that has the ability to influence the character of Winchester and Clark County and foster economic development. It is also the forms the base for many of the other plan elements such as transportation and utilities. Related goals, objectives and action steps for this chapter start on page 80.

## Future Land Use

The following maps identify future land uses for Winchester and Clark County. Future land use does not rezone any existing property. The purpose of this map is to identify a proper reuse if the owner decides to go through a rezoning or variance process. Future land use descriptions are outlined below.

### Future Land Use Descriptions

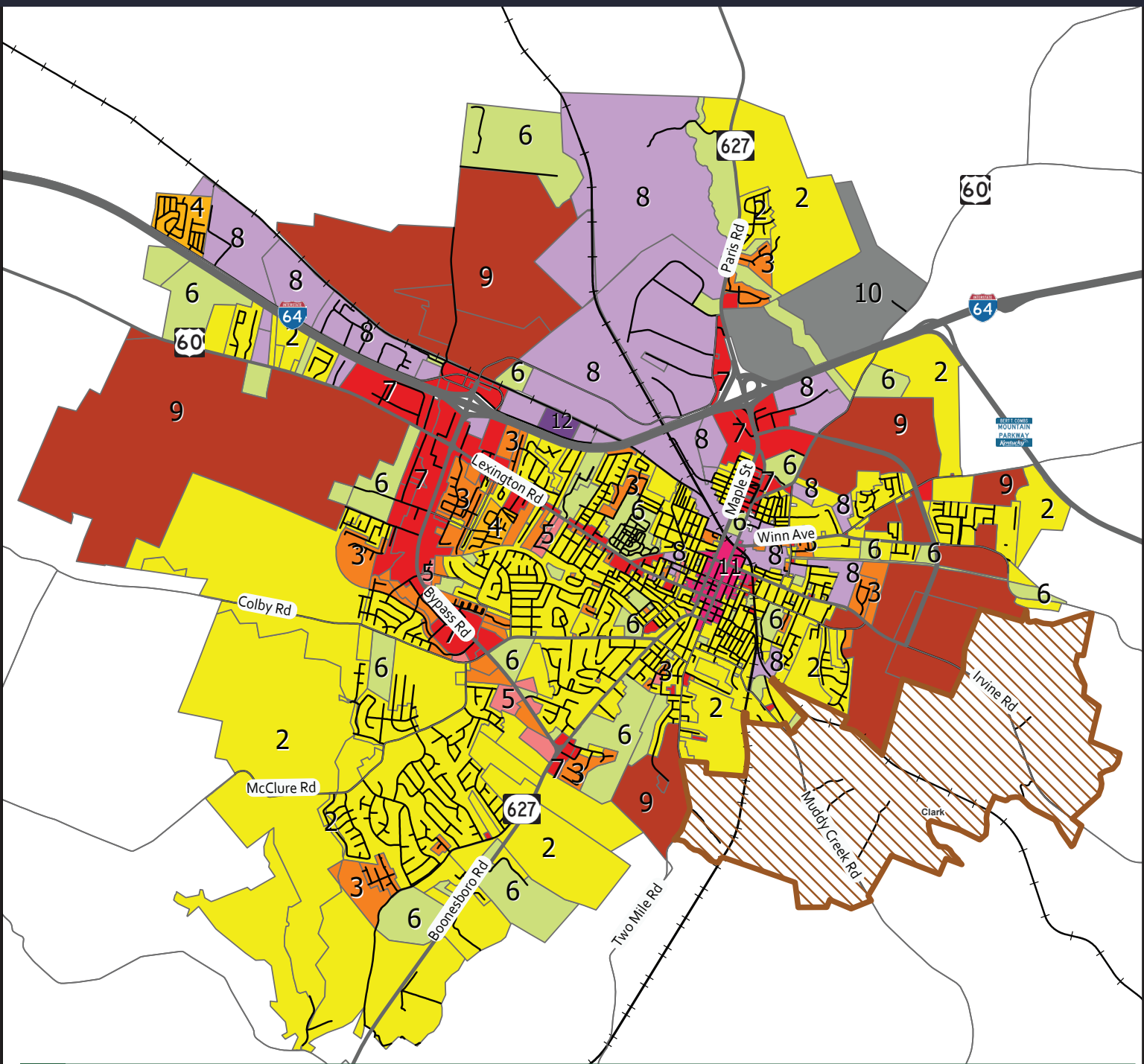
#### **Agricultural & Agri-tourism**

Areas that allow agricultural production and agricultural businesses as conditional uses. As noted in the goals and objectives of this comprehensive plan, it is the intention and in the best interest of the community to maintain and promote the county's agricultural economy and character, as well as to encourage the concept of limited low density residential growth in existing rural communities with a number of related objectives.

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



# URBAN FUTURE LAND USE MAP

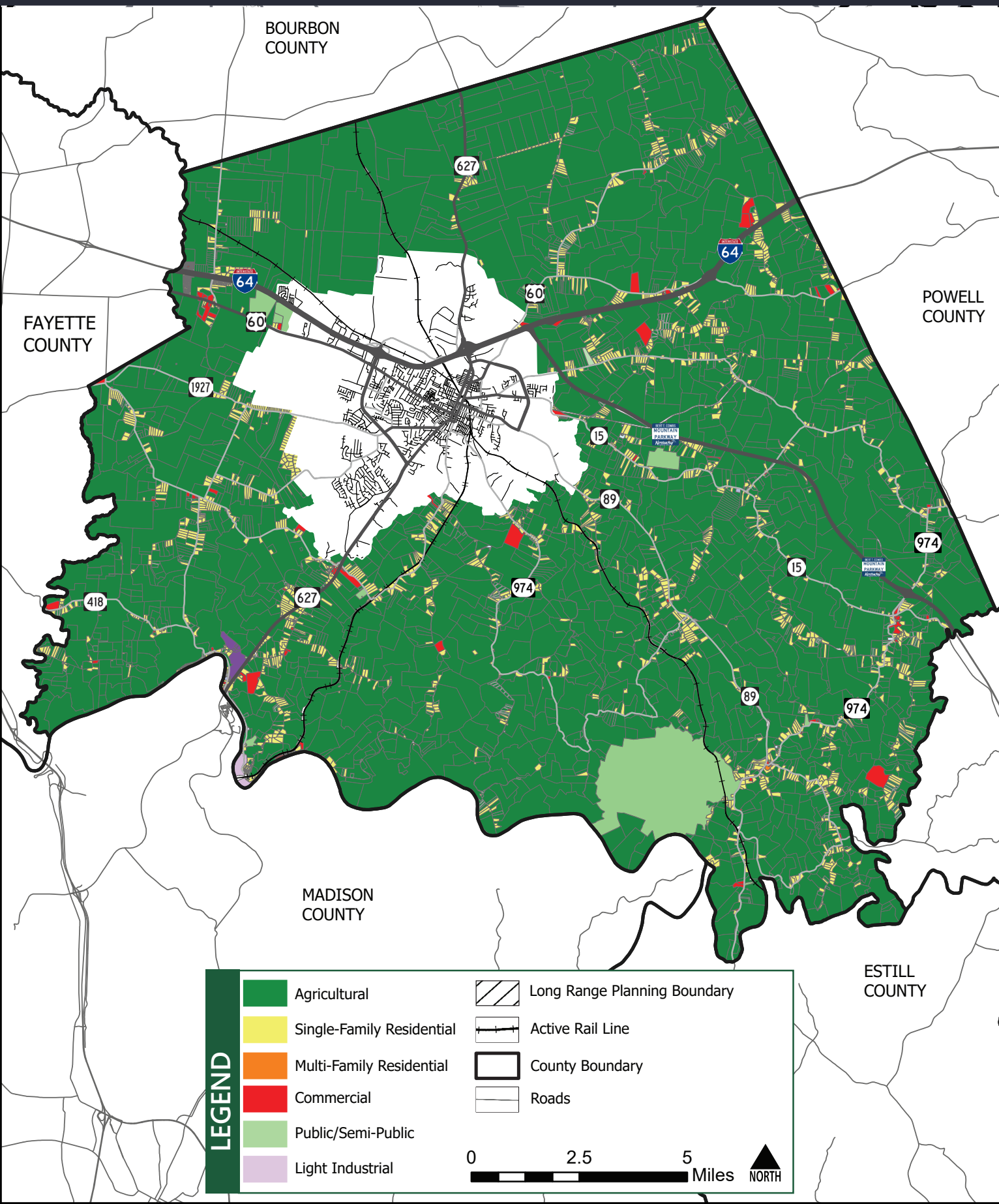


## LEGEND

1	Agricultural	7	Commercial		Long Range Planning Boundary
2	Single-Family Residential	8	Light Industrial		City of Winchester
3	Multi-Family Residential	9	Planned Community Neighborhood		Urban Planning Boundary
4	Mobile Home	10	Planned Interstate Employment & Residential Center		Roads
5	Professional Office	11	Downtown		Active Rail Line
6	Public/Semi-Public	12	Heavy Industrial		



# RURAL FUTURE LAND USE MAP



### **Single-Family Residential**

As can be seen on the Future Land Use Maps, areas designated for future single-family residential development include large areas along Colby Road, north of McClure Road, East and West Boonesboro Road, north of town on Paris Road (KY 627) and east of town along Ecton and Ironworks Roads plus some smaller areas. These areas are more than adequate to meet a wide variety of single-family residential development densities, meeting the growth needs of the county beyond this planning period. It should be noted, however, that this area includes 1,008 acres that are located within the Reservoir and Hancock Creek Watersheds. This may have implications on the intensity of development in order to prevent watershed contamination. This plan wants to clearly specify that full development of the areas indicated for future single family residential development (or any other future land use designation) is not anticipated or intended.

Mere depiction of a future land use designation on the Future Land Use Maps is not in itself enough to guarantee approval. The timing of the development will be a critical factor in the approval process. It is not the intention of this plan update that development should be permitted to occur on the fringes of the urban planning boundary if such development involves jumping over large pieces of vacant, undeveloped lands. Sewer interceptor and water main extensions must be sized so as to accommodate full development of each sub-basin. Proposed collector roads must be constructed in a logical interconnecting manner moving out from the current developed urban areas to ensure they function to move and disperse traffic as planned. All proposed development, single family and otherwise, also needs to be designed so as to be sensitive to major arterials, providing buffers and limiting structures along the arterials from having rear facing structures fronting on the arterial. Additionally, all development proposals (single family and otherwise), which are on the fringe of the urban planning boundary, shall be designed so as to provide a “rural transition” between the traditional urban densities of the city and the traditional one dwelling per acre density in the unincorporated areas.

### **Multi-Family Residential**

Primary areas for future multi-family residential development, including both duplexes/townhouses and apartment complexes, are located in various areas of the city. These locations support the goal of locating high-density residential land near high intensity uses such as shopping centers. Location near a school and/or park also enables the mutual use of open space and playground equipment.

One additional area where future residential development will continue to be encouraged by this plan is the upper floors of the businesses in the Downtown Business District (DBD). One critical factor in a downtown area maintaining its status as a vibrant commercial center is the proximity of customers, particularly those without vehicles. This plan encourages the use of the upper floors in the DBD as dwellings by business owners, building owners, or as rental property in order to facilitate the revitalization of the downtown core.

### **Mobile Home**

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

### **Professional Office**

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

### **Public/Semi Public**

These are uses that can include parks, trails, schools, libraries, community centers, religious facilities, police/fire/ems stations and services, government buildings, etc. All of these uses provide a public or semi-public service to community members, and their location is important to ensure that these facilities are accessible. Future parks, schools, community centers and other services should be strategically located to ensure equal distribution and optimal access for all residents.

Some issues relating to public/semi-public lands will be addressed in the Community Facilities & Utilities chapter. It is important to keep in mind the goals and objectives which were adopted as a part of this plan. These include insuring that all land uses are compatible with surrounding land uses, facilitating good transitions between land uses of varying intensity, and promoting the growth of the tourism industry in Clark County. All future development should be reviewed carefully in light of the adopted goals and objectives, the location principles, and the text discussing various policies and programs found throughout the plan.



## Commercial

There are three broad categories of commercial development land use category. Each of these types of commercial development meets different needs and has different impacts on the surrounding neighborhoods and each must be addressed on a case by case basis. All future urban commercial development must reflect the adopted goals and objectives, and must adhere to the location criteria. Future commercial nodes are also encouraged at strategic interchange locations. These nodes should only be considered for development on a case by case basis considering water, sewer and market served. Any applicable design guidelines should also be considered during the review period.

Unless a business specifically meets the daily needs of the local residents, neighborhood commercial development should not be allowed to continue to occur in a scattered fashion. Legally existing businesses should be allowed to continue to exist; however, it is the contention of this plan that in order to meet the goal, as adopted, of revitalizing and rehabilitating blighted and deteriorating neighborhoods, no new commercial development should be allowed to locate in these neighborhoods unless it can be clearly shown that it specifically serves the local residents. Businesses contributing to the neighborhood may be permitted to modify their location in order to better accommodate their neighbors through the abatement of issues that create problems and neighborhood concerns. Modifications shall take into consideration the Traditional Neighborhood Development (TND) concepts to make the use more compatible with the area. It is further the intention of this plan that all non-conforming commercial uses in residential zones should eventually move to a more appropriate commercial area.

### **Light Industrial & Heavy Industrial**

The difference between light and heavy industrial uses is defined by the intensity of the use. For example, if the use produce a noise, odor or dust, it is considered heavy industrial.

The national standard for industrial land is 12 acres per 1000 persons (Planning Design Criteria, de Chiara and Koppleman, 1969). Using this standard, Clark County has more than enough existing industrial land; however, because Clark County serves as a regional manufacturing center, is ideally located along a major east-west interstate and near a major north-south interstate, and because Clark County has a very active and successful industrial recruiting program, the county can currently accommodate additional industrial growth.

It is acknowledged that the Winchester Industrial and Development Authority often considers the purchase of different lands throughout the city and its environs for the purposes of promoting additional industrial development and that these areas may not be anticipated in this planning process. The Winchester/Clark County Planning Commission should carefully review any such proposals in light of the urban location principles found in this chapter and should carefully consider the capacity of the local water and sewer system to serve any proposed industrial development, the capacity of the exiting road network, and the carefully handling of storm water management when considering any proposals not in compliance with the Future Land Use Maps. All new industrial development proposals must also reflect the goals and objectives adopted by the local governing bodies and the location principles discussed in the chapter.

### **Planned Community Neighborhood**

This concept was envisioned in the 1997 Comprehensive Plan revision and carried forward to the 2004 and 2012 plan updates. Areas receiving these designations are intended to reflect existing farms over 200 acres. The purpose of this designation is to require the land owner to prepare an overall development plan for the entire tract including the design of appropriate collector and local road networks, overall storm water management plans, and a common open/open space area for the development. Mixed uses and densities will be encouraged.

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

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

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

### **Planned Interstate Employment & Residential Center**

This future land use designation, which includes residential land uses, is depicted on the Future Land Use Map or the land located at the northeast intersection of Paris Road (KY 627) and I-64. This use was initially found in the 1997 Comprehensive Plan and the 2004 plan update. This area consists of 446 acres. Again, a determination was made not to create a new zone specific to the planned interstate employment and residential area, but to require the use of the existing “Planned Development” zone with certain additional requirements. The property will need to be rezoned and the Planned Development zone requirements will need to be followed. In addition, an overall conceptual development plan is required for development within a Planned Development zone. It is the intention of this land use designation that the proposal include a mixture of commercial/office/warehouse/high tech employers (non-manufacturing) and a mix of residential uses near the existing residential development on the west side of the creek serving as a transition between the more intensive uses of the employment area and the lower densities of the single family residential district. Development east of the creek should include a mixture of residential densities and compatible recreation development, including but not limited to golf course development. Associated hotel development would also be appropriate. The development plan needs to include a minimum of a 200 foot wide green space along the creek with provisions for interconnection to Lykins Park. The overall road network proposed as a part of the Planned Interstate Employment and Residential Area needs to ensure that the proposed development does not increase commercial truck traffic on US 60 due to its proximity to Lykins Park. The design for the development needs to provide for an overall storm water management plan for the entire proposal.

### **Downtown**

This future land use category is a new addition from previous planning efforts. Downtown land uses are identified primarily in or around the existing downtown or Downtown Business District (DBD) and includes the existing Historic District. Areas in downtown land uses should allow mixed uses such as commercial, office, residential and public/semi-public with a preference of retail/restaurant on the first floor and living units and office uses on the upper floors and to the rear when located on the lower-level. Efforts to increase office and living spaces in downtown can be extremely beneficial to the vibrancy of downtown.

In addition, existing and new development should be oriented for pedestrians where building frontages have minimal to no setbacks from the existing right-of-way and parking oriented towards the back of the development.



# Future Land Use Criteria

The following criteria should be used as a tool to assist decision makers in creating policies regarding land use and new development. It is important to develop sound and consistent rationale that can be used when determining the future land use of a parcel. The location criteria outlined below should be used to determine if a proposed future land use or rezoning is justified by this plan. Market conditions, local needs and the economic environment will change over time. The following criteria are meant to provide a broad set of guidelines that should be met before each land use decision is approved.

“Does the proposed land use change comply with the Future Land Use Map and meet the location criteria?”

## **All New Development:**

- Must comply with the zoning ordinance.
- All development design and density should be compatible with surrounding uses and should incorporate proper transitions between non-compatible uses.
- No development should be constructed in 100-year floodplain unless approved mitigation measures are taken.
- No development should be constructed on sinkholes or adversely affect the drainage basin of any sinkholes.
- Development shall be contiguous to already built-up areas to minimize cost of utility infrastructure.
- All development proposed in the vicinity of the proposed south and eastern by-pass shall be tied to the actual completed development of this by-pass and the eventual provision of adequate public services and utilities to the area.
- All new development that generates 100 or more additional trips to and from the site during the adjacent roadway’s peak hour shall submit a traffic study at the expense of the applicant.
- All new developments that propose outdoor lighting shall submit as part of the development plan a lighting plan to utilize lights that cast lights in a downward pattern so that it reduces glare and decreases the spread of light.
- All new non-residential development is strongly encouraged to implement sustainable and energy efficient elements into the proposed development.

**All Rural Development:**

- Rural development should be confined to a quarter-mile radius (up to one-half mile) and centered around the intersection of at least two minor collector roads or other notable location as defined by the community.
- To prepare for growth and development for the unique attributes of each community, each cluster of rural development should develop a Small Area Plan that delineates desired future land uses, adequate utilities and transportation system, other tourism and community development opportunities.
- All existing land uses should be grandfathered in, but as land is developed or changes uses, it should be developed to provide residential, neighborhood commercial or agricultural tourism land uses.
- All development should provide adequate sewage treatment (septic or sanitary sewer), electricity and water.
- Large farms should be located on the edge or outside of rural development.
- All communities should also provide a nearby public gathering space when possible.
- The following location criteria should be referenced as new land uses develop in these areas.

**All Residential Uses:**

- All neighborhoods should be protected from adverse impacts of proposed developments, encroachments and land use changes.
- New residential development densities should be compatible with adjacent residential areas.
- A variety of residential densities should be encouraged.
- Residential development should be discouraged on lands with steep slopes of greater than 15%.
- Residential development should be located on well-drained land.
- The Winchester/Clark County Planning Commission should be given discretion in determining when to require parks and playgrounds.
- Residential areas should have a street system that will discourage through traffic and provide access to adjoining major thoroughfares.
- Residential areas should be provided with all necessary services (fire, police, sewer, water, etc.).
- All new developments proposed in the watershed upstream of the Carrol Ecton Reservoir shall be subject to water quality protection and shall be subject to approval of Winchester Municipal Utilities. All proposed developments in this watershed shall include storm water management practices designed to protect water quality during construction and in post-development conditions.
- The preservation and restoration of housing should be encouraged including those with architectural or historical significance.
- Subdivision should allow for expansion and/or connection to adjacent development; connectivity between subdivisions should be encouraged.

**Rural Residential Land Uses:**

- Should contain low-mod density (single-family homes or duplexes); No high density (apartments).
- Should provide adequate sewage treatment (septic or sanitary sewer if feasible) and water .
- Should buffer residential from existing non-compatible uses (such as active farms).

**High-Density Residential (Multi-family):**

- Should be located where there is a major access point on or very near an arterial or major collector street.
- Should be located near mixed-use activity centers.
- Should be located in areas where a transition is needed between a non-residential use and a lower density residential use where a higher density residential use is actable or desirable for residential development.
- Should be located in areas that are desirable for residential development, but due to topographical problems, unusual shape or other land issues, is unsuitable for single-family dwelling development.

**All Business Uses:**

- Should be located on the basis of adequate service population, according to existing and forecasted population distribution, access to adequate transportation facilities, have a relationship to existing and future surrounding development, located near existing utilities, and located along the bypass.
- Businesses should be convenient to a separate from other use areas when not incorporated into a traditional neighborhood development, a planned development or within the downtown core area.
- Concentrated clusters of should be encouraged with the incorporation of green space, internal/external access management, coordinated design elements and access streets and buffer medians.
- Existing commercial activities, which are presently located in areas that are not desirable for commercial development, should either be redeveloped or rehabilitated in a manner that would be more in keeping with uses of the surround areas or as may be proposed in the future.
- Buffering or screening shall be require when a commercial area is proposed next to residential areas and along the street frontage.
- Business development should include circulation patterns for pedestrians and handicapped people, and bicycles where appropriate; provide trees landscaping, benches, and other site amenities; prevent signs from being a visual nuisance or safety hazard; provide adequate parking facilities; and provide entrances and exits from major streets to minimize interface with traffic flow and loading areas.
- Should gain access from a collector or arterial road. Local road should not be used to directly access commercial developments.
- Commercial developments should minimize curb cuts on roadways.

**Downtown Business Area:**

- Should be pedestrian focused with convenient parking.
- Should be an attractive place to shop.
- Should be a provider of a wide range of economic activity.
- Should encourage residential uses on upper floors and rear of buildings.
- Should have a focus on mixed use (retail, restaurant, office, residential, government).
- Should encourage safe, creative and fun public spaces.

**Neighborhood Business Uses:**

- Should have a clear need for the business.
- Should have a clear benefit to that particular neighborhood.
- Should be a good transition between adjacent uses that reflects existing architectural and residential character.

**Rural Commercial Land Uses:**

- Should serve the local residential community.
- Should be located on at least minor collector road.
- Should provide adequate utilities.
- Should not conflict with adjacent land uses.
- Design should complement surrounding development.

**All Industrial Uses:**

- Should be based on area wide considerations that will benefit the county as whole.
- Should be located in planned industrial subdivisions or otherwise adjacent to areas of an existing industry to form industrial clusters.
- Should have nearby access to highways as well as rail facilities.
- Should gain access to arterial roadways and share driveways/access points be encouraged.
- Should have sufficient scale or quantity of water, electricity, gas and sewage facilities.
- Industrial areas should be separated from other areas by such buffers as major highways, railroad lines, park or greenbelt areas, or natural geological features.
- Should comply with all state environmental permits and requirements.



**All Agricultural Tourism Uses:**

- Can serve larger region for tourism.
- Should be located on at least a minor collector road.
- Should provide adequate facilities.
- Should not create adverse impact on adjacent land uses.
- Design should compliment surrounding development.
- Traffic should not significantly impact the transportation network.
- All parking should be provided on-site.

**Community Facilities:**

- Locations should be based on an area wide approach to the provision of such services.
- Appropriate authorities should work with private developers to incorporate designs for community facility needs in the early stages of development.

**Environment:**

- Centralized water supply and sewage facilities should be developed in a coordinated fashion.
- Septic tanks and other individual on-site sewage disposal systems should not be used to serve urban-type development.
- Federal, state, and local performance standards should be strictly applied to all development.
- Erosion prevention and control techniques should be stringently applied to reduce sedimentation problems and to manage storm water effectively.
- As development occurs, stream flow characteristics should be determined and recorded.

**Energy:**

- Energy-efficient development should be promoted by employing those types of land use arrangements which will minimize the distance and number of vehicular trips to work, to commercial activities, to schools, etc.

**Transportation:**

- A balanced transportation system should be encouraged through the provision of a comprehensive multi-modal approach.
- As future growth occurs and population increases, unnecessary and disruptive traffic should be minimized in residential and agricultural areas through a combination of street improvements and other disincentives that discourage high volume traffic generators.
- Development on major arterial should incorporate appropriately designed access controls.
- As population increase, consider the increase use of, and provision for, mass transit as a significant mode of transportation should be advocated.

**Information Technology:**

- Availability of information technologies and related infrastructure should be incorporated into all developments.
- Provision for, and location of, information technologies should be accomplished in a manner which discourages redundancy and duplication.

**Rural Commercial Land Uses:**

- Should serve the local residential community.
- Should be located on at least minor collector road.
- Should provide adequate utilities.
- Should not conflict with adjacent land uses.
- Design should complement surrounding development.

# Element Goals

The following goals are related to the plan element Land Use.

**2** PRESERVATION & LAND USE: Preserve and protect farmland, natural areas and historic districts to balance growth and development.

**PARTNERS**

- Clark County Fiscal Court
- Winchester City Commission
- Department of Planning & Community Development
- Code Enforcement
- Winchester Engineering Department & Public Works
- Clark County Road Department
- Planning Commission
- Board of Adjustments
- US Army Corps of Engineers
- Kentucky Division of Water
- Ag Advisory Committee
- Department of Natural Resources
- Bluegrass Community Foundation
- Clark County Extension Office
- Historic Preservation Commission
- Winchester First
- Winchester Municipal Utilities
- The Greater Clark Foundation
- Clark Coalition
- Kentucky Riverkeeper
- Kentucky River Authority
- Winchester-Clark County Industrial Authority
- National Wildlife Federation

**PARTNERS**

- Clark County Fiscal Court
- Winchester City Commission
- Department of Planning & Community Development
- Kentucky Small Business Development Center
- Kentucky Cabinet for Economic Development
- Kentucky Agricultural Finance Corporation
- Winchester First
- Winchester-Clark County Chamber of Commerce
- Bluegrass Area Development District (BGADD)
- Bluegrass Realtors
- Kentucky Heritage Council
- The Greater Clark Foundation
- Winchester-Clark County Industrial Authority



# Objectives & Action Steps

This section provides details regarding the objectives underneath each plan goal. In each objective, specific action steps are identified to achieve that objective. In addition, the objective champion, potential partners, other resources, timeframe for completion of the objective and potential funding sources are identified with the objective. These pages are intended to provide enough information for the identified champion and partners to initiate the action step and be successful.

## Objectives:

- 2.A** Protect natural waterways and floodplains through conservation easements, zoning, and other ordinances.
  - 2.B** Update the existing zoning ordinance to reflect objectives in the comprehensive plan and adopt additional policies that support farming, such as Right to Farm Ordinances.
  - 2.C** Concentrate industrial, commercial, and residential development in appropriate areas near existing development, when economically feasible.
  - 2.D** Support the revitalization and preservation of historic sites and structures with a focus on downtown Winchester.
  - 2.E** Incentivize and revise purchase of development rights (PDR) to make them more attractive and effective.
  - 2.F** Protect and preserve farmland, natural areas, and scenic viewsheds in Clark County from over development and uses, such as solar fields, rock quarries, landfills and dumps, that degrade the land and negatively impact the unique character and identity of Winchester and the Clark County.
  - 2.G** Review and update the downtown master plan periodically to enhance and protect a vibrant downtown core.
- 
- 3.A** Develop a technical assistance program with equal access to entrepreneurs and small businesses in Winchester & Clark County.
  - 3.B** Continue to work with the Industrial Authority to provide incentive packages for high-paying and targeted industries.
  - 3.C** Secure and prepare large tracts of land for future development, with a distinction between light and heavy industrial.
  - 3.D** Support the location and rehabilitation of small, local businesses downtown and explore the feasibility of setting up a small business incubator in a vacant property in downtown Winchester.
  - 3.E** Coordinate with Winchester First to promote revitalization programs for downtown Winchester.
  - 3.F** Promote and market build-ready sites in Winchester and Clark County.
  - 3.G** Support the use of economic development programs and tools, including tax abatement, Tax Increment Financing (TIF) districts, and opportunity zones.

**PRESERVATION & LAND USE:** Preserve and protect farmland, natural areas and historic districts to balance growth and development.

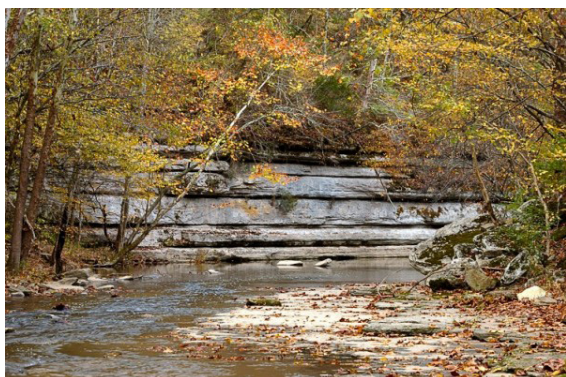
## Objective 2.A: Protect natural waterways and floodplains through conservation easements, zoning, and other ordinances.

Healthy waterways, such as blueways or intermittent waterways, are an important aspect of a community and these waterways are used by more than just wildlife. People enjoy boating or fishing in various streams and lakes, farmers use them for irrigation or drainage, and residents and visitors use them for recreation. A community's water resources impacts daily life – you drink it, you bathe with it, you cook with it, you play in it.

As development occurs along these natural waterways (including the floodplains), it can directly impact the quality and health of the overall water system in Clark County. Erosion control projects can help prevent degrading waterways as well as other guidelines for development in these sensitive areas. Federal and state programs exist to protect the Commonwealth's water resources through the Kentucky Division of Water (KDOW) and the US Army Corps of Engineers (USACE) and these can be reinforced through local guidelines in the Zoning Ordinance and conservation easement programs.

### Action Steps:

- Action 2.A.1: Create guidelines for development along natural waterways and floodplains.
- Action 2.A.2: Adopt ordinances that protect water quality and preserve natural waterways.
- Action 2.A.3: Work with land trust and conservation organizations to publicize conservation easement programs that help to protect environmental areas.



Lower Howards Creek  
Source: Tour Winchester, Kentucky



Kentucky River



**Funding Sources:**

- Non-Point Source Implementation Grant
- Five Star Urban Water Restoration Fund - National Fish & Wildlife Foundation
- USDA - NRCS Conservation Grants
- Kentucky PRIDE Grants

## Objective 2.B: Update the existing zoning ordinance to reflect objectives in the comprehensive plan and adopt additional policies that support farming, such as Right to Farm Ordinances.

As a comprehensive plan is updated to reflect the development, changes and the vision of the community, various tools for implementation need to also be evaluated following the plan's adoption. The most common update is reflected in the zoning ordinance to ensure that the vision and objectives set forth in the comprehensive plan can be implemented through the zoning ordinance. While some objectives and corresponding action steps address specific ordinance conflicts, such as downtown development or rural development, the comprehensive plan and zoning ordinance need to be evaluated from an overall perspective to identify any areas where the two do not support each other. In particular the following should be reviewed:

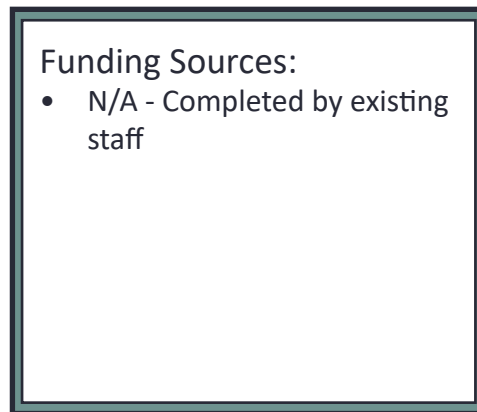
- Zoning Ordinance to ensure land uses identified in this plan are implementable;
- Subdivision Control Ordinance based on the Land Use Location Criteria;
- Any environmental ordinances and restrictions; and
- Dividing the Southwest portion of Clark County into three regions (Boone Creek Region, Lower Howard's Creek Region, and Ford Region) to modify growth patterns and require greater planning in these areas.

Right-to Farm ordinances in the United States deny nuisance lawsuits against farmers who use accepted and standard farming practices and have been in prior operations even if these practices harm or bother adjacent property owners or the general public. Kentucky has adopted a right-to-farm ordinance that currently implements protection for farmers. Counties often adopt additional protections for Farmers in addition to State ordinances. The community should review existing Kentucky and local protections for farmers and consider the adoption of additional protections to ensure that normal farming practices are not lost in Clark County.

### Action Steps:

- Action 2.B.1: Evaluate and revise the current zoning and subdivision regulations against all policies proposed in this comprehensive plan.
- Action 2.B.2: Adopt a Right-To-Farm Ordinance that protects existing farming operations from future development encroachment.





**PRESERVATION & LAND USE:** Preserve and protect farmland, natural areas and historic districts to balance growth and development.

## Objective 2.C: Concentrate industrial, commercial, and residential development in appropriate areas near existing development, when economically feasible.

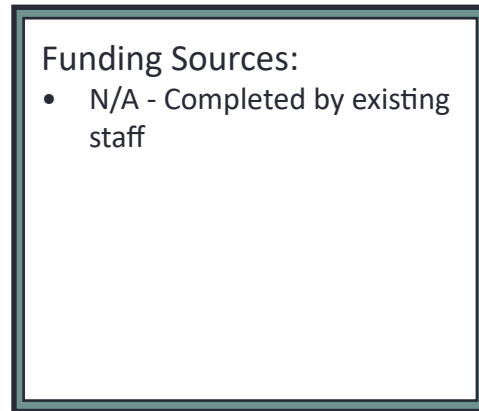
Encouraging development that is adjacent to existing development allows for less public infrastructure investment (sewer, roads, etc.) and also allows for a more walkable and accessible community. Additionally, contiguous development is a more efficient use of land and minimizes sprawl, thereby helping to preserve farmland, natural features, rural areas, and wildlife habitat. While limited development, especially that which focuses on agriculture, can occur throughout the county, larger and more dense growth should occur within the Urban Planning Boundary. The Future Land Use Map (pages 69-70) should be used as a guide for zoning changes to prevent sprawl from occurring throughout the county.

### Action Steps:

- Action 2.C.1: Review the current zoning ordinance to ensure it reflects the Future Land Use Plan and Urban Planning Boundary for growth.



Condensed Development Examples



**PRESERVATION & LAND USE:** Preserve and protect farmland, natural areas and historic districts to balance growth and development.

## Objective 2.D: Support the revitalization and preservation of historic sites and structures with a focus on downtown Winchester.

Preserving and revitalizing a community's historic sites and structures is important in maintaining a unique identity, telling a community's history and educating future generations about their past culture. Once these sites and structures are demolished or in a condition beyond repair, they can never be replaced. Winchester and Clark County have many sites and structures that are worthy of preservation. One unique historic feature of Clark County is the historic stone fences. Creating a database and assessment for historic sites/structures such as the stone fences would help the county identify assets that need attention.

Kentucky provides funding opportunities for the preservation and revitalization of downtown areas through the Kentucky Main Street Program for both non-profit organizations and private building owners, including tax incentives for rehabilitation, federal preservation grants, and state preservation grants and tax programs. The Downtown Master Plan for Winchester was developed while the 2017 comprehensive plan was completed. The Downtown Master Plan identifies many actions for the future that need to be incorporated into the existing Historic District Overlay (HDO). This overlay should be evaluated against the Downtown Master Plan to ensure that it can be implemented and that it reinforces the vision and direction of that master plan. Additionally, catalyst projects are identified in the Downtown Master Plan that are intended to create an anchor for Main Street and should be implemented.

Within Clark County, the community should evaluate the creation of an additional historic overlay district in Southwest Clark County in the regions of Boone Creek, Lower Howards Creek and Ford that is sensitive to the environment, secures farmlands, preserves scenic roads and creates distinct communities.



James Clark House

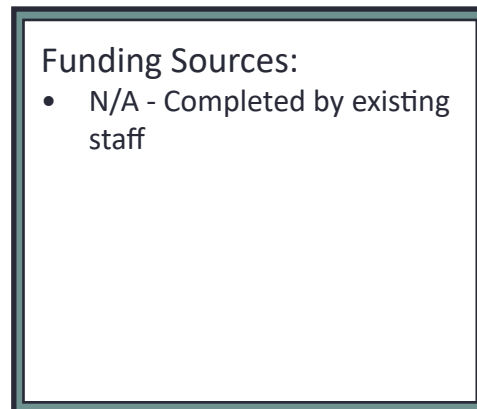


Bluegrass Heritage Museum



### Action Steps:

- Action 2.D.1: Evaluate the current Historic District Overlay (HDO) and revise as needed to ensure adequate preservation of historic sites and structures as defined by the Downtown Master Plan.
- Action 2.D.2: Evaluate the application of a historic overlay in the regions of Ford, Boone Creek and Lower Howards Creek.



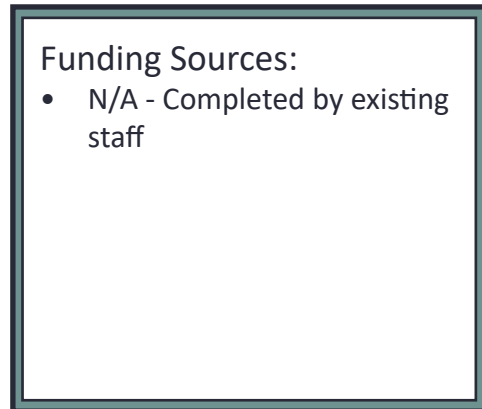
## Objective 2.E: Incentivize and revise purchase of development rights (PDR) to make them more attractive and effective.

Purchase or transfer development rights programs (TDR) are one approach to preserve farmland, environmentally sensitive areas, historic landmarks and open space in a community. TDRs provide a way to financially aid landowners who want to voluntarily participate by not developing their land. When someone buys development rights, the community has a legal easement that permanently restricts development on that land. This easement can then be used elsewhere in the community for higher-density development. Essentially, the development rights from the rural area (called the “sending” parcel) are transferred to the parcel in the designated growth zone (called the “receiving” parcel) that is closer to existing development. The receiving parcel can then build at a higher density than is allowed by the underlying zoning regulations. TDRs allow the landowner to sell the development rights of their land separate from their other property rights.

To ensure that TDRs become an attractive method for developers, the demand for development must exceed what is currently allowed by zoning ordinances. For example, if market demand requires two dwelling units per acre and the existing zoning ordinance only allows one unit per acre, then TDRs become a financial incentive. The community should review the existing requirements for subdivision and transfer development rights against market demands and adjust the existing requirements for subdivision of agricultural land to non-agricultural uses and transfer development to incentivize TDRs.

### Action Steps:

- Action 2.E.1: Analyze the existing requirements for subdivision and transfer development rights against market demands and adjust the existing requirements for subdivision of agricultural land to non-agricultural uses and transfer development to incentives TDRs.



**PRESERVATION & LAND USE:** Preserve and protect farmland, natural areas and historic districts to balance growth and development.

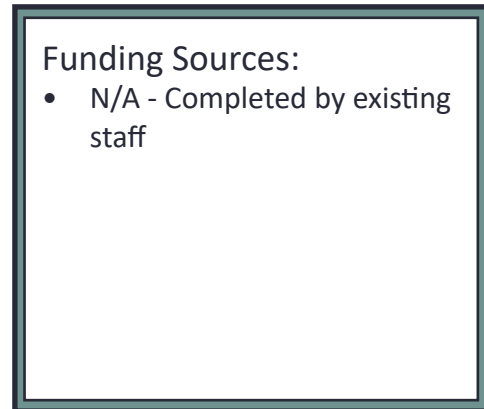
**Objective 2.F:** Protect and preserve farmland, natural areas, and scenic viewsheds in Clark County from over development and uses, such as industrial-scaled solar, rock quarries, landfills and dumps, that degrade the land and negatively impact the unique character and identity of Winchester and the Clark County.

Clark County and Winchester have a rich history of agricultural production that is still evident today. Land uses, such as solar fields, rock quarries, and solid waste facilities, can impact and degrade the county's farmland, natural areas, waterways, and scenic viewsheds as well as the character and identity of the county. These uses can also result in land use and habitat loss, drainage impacts, and potential presence of hazards.

Input from both the public and advisory committee strongly supports protecting these assets in the rural areas from these high-impact land uses. Future development proposals that include high-impact land uses should protect these rural and natural areas in order to prevent negative impacts to the environment, waterways, farmland, and the rural character.

**Action Steps:**

- Action 2.F.1: Ensure that future proposals comply with this objective prior to zoning text amendments.





**PRESERVATION & LAND USE:** Preserve and protect farmland, natural areas and historic districts to balance growth and development.

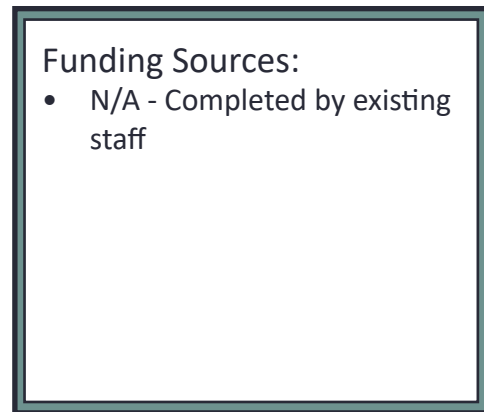
## Objective 2.G: Review and update the downtown master plan periodically to enhance and protect a vibrant downtown core.

A vibrant downtown can provide significant benefits to a community, including economic growth and cultural enrichment. Downtown cores can serve as a hub of economic activity, attracting a broad mix of uses that generate revenue, create job opportunities, and provide a healthy mix of housing options for a range of incomes and needs. Properties in the downtown core are often the most valuable properties on a per acre basis, and this dense development pattern can often be the most efficient and cost effective for the utilities and infrastructure that serves these areas.

The Downtown Winchester Master Plan was adopted in 2016 and provides a comprehensive review of downtown Winchester. It also includes a review of housing and business market conditions, assets, challenges, recommended strategic actions, and a list of catalytic projects. The Downtown Winchester Master Plan should be reviewed periodically to actively address obstacles for implementing the proposed recommended projects and catalytic projects and update the recommendations based on current conditions.

### **Action Steps:**

- Action 2.G.1: Track progress of the Downtown Master Plan annually and update the recommendations as necessary.



## Objective 3.A: Develop a technical assistance program with equal access to entrepreneurs and small businesses in Winchester & Clark County.

A technical assistance program for entrepreneurs and small businesses begins to offer additional support the success of entrepreneurs and small businesses in Winchester and Clark County. This technical assistance should begin with the recommending free services offered by the Kentucky Small Business Development Center.

The Bluegrass SBDC in Lexington, Kentucky provides one-on-one consultations at no cost to existing and potential entrepreneurs in Central Kentucky. This organization also meets the educational needs of the local small business community by offering a variety of low-cost training programs taught by industry experts and qualified SBDC Consultants.

In addition, the Winchester-Clark County Chamber of Commerce offers professional development opportunities, networking opportunities and advertising benefits to its members. The chamber could also partner with SBDC to provide additional resources for entrepreneurs and small businesses such as market info, discounts, etc.

### Action Steps:

- Action 3.A.1: Work with the local Kentucky Small Business Development Center (SBDC) to provide and promote equitable assistance to small businesses that includes access to capital, education and training, mentoring, and advocacy.



Kentucky Small Business Development Center Website Images



## Objective 3.B: Continue to work with the Industrial Authority to provide incentive packages for high-paying and targeted industries.

During this process, a focus group was conducted with the Clark County Industrial Authority. Part of this discussion was focused on attracting and retaining high paying jobs. In addition to providing a high quality of life, a skilled workforce and available land, they discussed providing additional incentives to remain competitive with the State of Kentucky and larger region.

This group also identified the need for additional large tracts of land in order to attract new light industrial businesses as well as serve the expansion of existing businesses. Additional areas for light industry are identified in the Future Land Use Plan on pages 68-82 and the Industrial Authority should work with these property owners to determine their willingness to potentially sell land for light industry.

### **Action Steps:**

- Action 3.B.1: Work jointly with Fiscal Court, City Commission and Industrial Authority to evaluate the current and identify future incentives that can be offered to attract desired jobs and employers and confirm competitiveness within the state and larger region.





## ECONOMIC DEVELOPMENT: Support programs, policies, and incentives that promote economic development.

### Objective 3.C: Secure and prepare large tracts of land for future development, with a distinction between light and heavy industrial.

The Clark County Industrial Authority has identified the need for additional large tracts of land (100+ acres per tract) in order to attract new light industrial businesses as well as serve the expansion of existing businesses. The existing industrial park currently has several small lots (22-90 acres) open totaling almost 300 acres. The lack of large tracts of land makes it difficult to attract large, high-wage, high-demand industries. Additional areas for light industry are identified in the Future Land Use Plan (pages 68-82) and the Industrial Authority should work with these property owners to determine their willingness to potentially sell land for industry.

The Future Land Use Plan (pages 68-82) identifies areas for both light and heavy industry. These two types of industrial land uses are separated on the Future Land Use Map to help clarify their appropriate locations within the county. Light industrial is less intensive than heavy industry and has less impact on the quality of life on nearby land uses. Light industry includes a variety of activities such as manufacturing, production of consumer goods, wholesaling, warehousing, fabrication or similar activities that produce little pollution, nuisances or other impacts. In contrast, heavy industrial uses are typically more visual, noise and environmental impacts than light industry and include activities such as oil or steel refining or production, mining, machinery manufacturing, or similar activities. As light and heavy industrial uses are developed within Clark County, the community should take precaution of these uses and their impact on the quality of life for surrounding uses.

#### Action Steps:

- Action 3.C.1: Work with property owners surrounding the industrial park that are identified in the Future Land Use Map as light industrial to provide tracts of land large enough to attract target industries.



Light Industrial Business Examples



Funding Sources:

- N/A - Coordination only

### Objective 3.D: Support the location and rehabilitation of small, local businesses downtown and explore the feasibility of setting up a small business incubator in a vacant property in downtown Winchester.

The renovation of existing buildings downtown can maximize the use of the existing infrastructure that serves the area. By focusing redevelopment in the downtown area, communities can reduce urban sprawl and further preserve farmland in the rural parts of the county. Renovating existing spaces and investing in downtown can provide a more aesthetically pleasing environment for residents and visitors; it can also attract further investment and increase demand for service and retail commercial uses, and create a ripple effect that cultivates economic growth and community well-being.

Small business incubators can provide resources that may be difficult or expensive to obtain, such as office space, equipment, mentoring and networking opportunities. These incubator spaces can also offer guidance and support to entrepreneurs on various aspects of business development. Small business incubators can also be a great way to fill vacant or underutilized spaces in downtown Winchester.

#### **Action Steps:**

- Action 3.D.1: Identify potential locations in downtown Winchester for a small business incubator space and identify local funders or grant funding for initial build-out and on-going operations.



**Funding Sources:**

- ARC Grants
- Kentucky Economic Development Finance Authority Direct Loan Program
- CDBG Loans
- Kentucky Small Business Credit Initiative (KSBCI)
- Kentucky Investment Fund Act (KIFA)



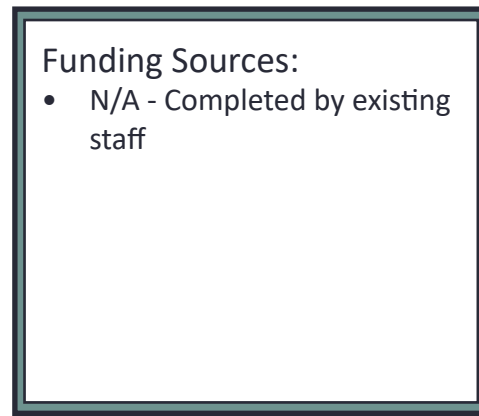
## Objective 3.E: Coordinate with Winchester First to promote revitalization programs for downtown Winchester.

Winchester offers a downtown with beautiful, historic architecture that sets it apart from buildings and development in other parts of the county. Revitalized downtowns can serve as magnets economic activity, provide affordable housing, and improve the quality of life for residents and visitors. By investing in downtown areas, it can create a unique identity and a shared sense of pride among residents, and it can become a hub for cultural events, festivals, and concerts.

Winchester First is the Main Street organization that is tasked with leading many efforts in downtown. There are various rehabilitation and preservation tools and funding opportunity available for rehabilitation of buildings within downtown. From facade grants, upper story residential grants, and roof stabilization grants, the Downtown Development Investment Fund offers opportunities to preserve downtown structures and further improve the overall sense of place within downtown. These funding sources should be promoted to property and business owners in order to encourage improvements to the buildings in downtown.

### Action Steps:

- Action 3.E.1: Review available revitalization programs through Winchester First, the City of Winchester, and/or other local sources semi-annually to determine how and if revisions to the programs should be considered in order to maximize impacts.



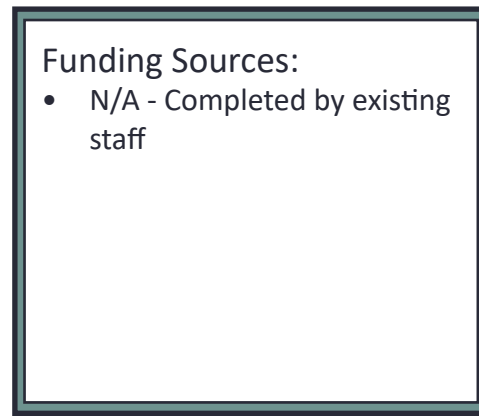
## Objective 3.F: Promote and market build-ready sites in Winchester and Clark County.

“Build-ready” sites are sites that already have the necessary engineering, planning, infrastructure, and permitting in place for development, thereby expediting the development process. Marketing these sites can reduce the overall time and costs that are associated with the entitlement and site development processes.

Build-ready sites can offer communities a competitive advantage to businesses looking to establish or expand their operations; this can be beneficial to industries, such as logistics and e-commerce, where quick entry is critical to their success. Build-ready sites can also accelerate the economic benefits of development, such as increased tax revenue, job creation, and economic activity.

### Action Steps:

- Action 3.F.1: Work with partners to identify sites that should be developed as build-ready sites, and coordinate with partners to maximize the exposure of these sites for potential businesses and industries.



## Objective 3.G: Support the use of economic development programs and tools, including tax abatement, Tax Increment Financing (TIF) districts, and opportunity zones.

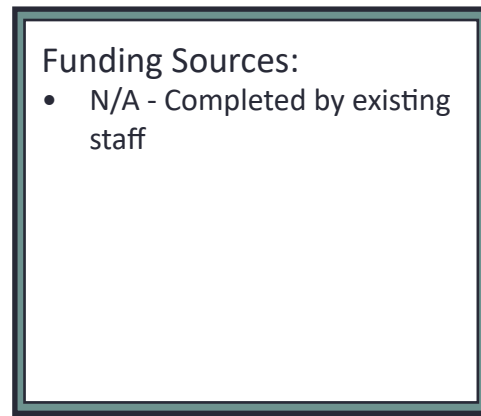
Economic development policies and programs can make a community more competitive by offering incentives for the development of key sites or the relocation of a key business or industry. These tools and policies, including tax abatements, TIF districts, and opportunity zones, all offer benefits to business and industries to encourage economic growth and development. To ensure maximum benefit to both the community and the business, economic development programs and tools should be carefully considered on a per case basis.

These tools can be used to transform large or small tracts of land by assisting in the installation of public improvements and infrastructure, such as new roads and parks. They can also reduce tax liability of a business in order to encourage long-term investment and job creation in particular areas. These tools, while beneficial in appropriate applications, should be carefully evaluated to ensure they are implemented in a fair and equitable manner, and the potential trade-offs between short-term economic gains and the long-term viability of the project.

### **Action Steps:**

- Action 3.G.1: Periodically evaluate the available economic development tools and incentives that should be offered to ensure Clark County is maximizing their effectiveness.
- Action 3.G.2: Coordinate with the Industrial Authority to ensure the appropriate economic development tools are available and utilized for key sites and industries.













## Chapter 5:

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# Transportation

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In this section

- Introduction
- Future Transportation Plan
  - Future Transportation Maps
- Element Goals
- Objectives & Action Steps

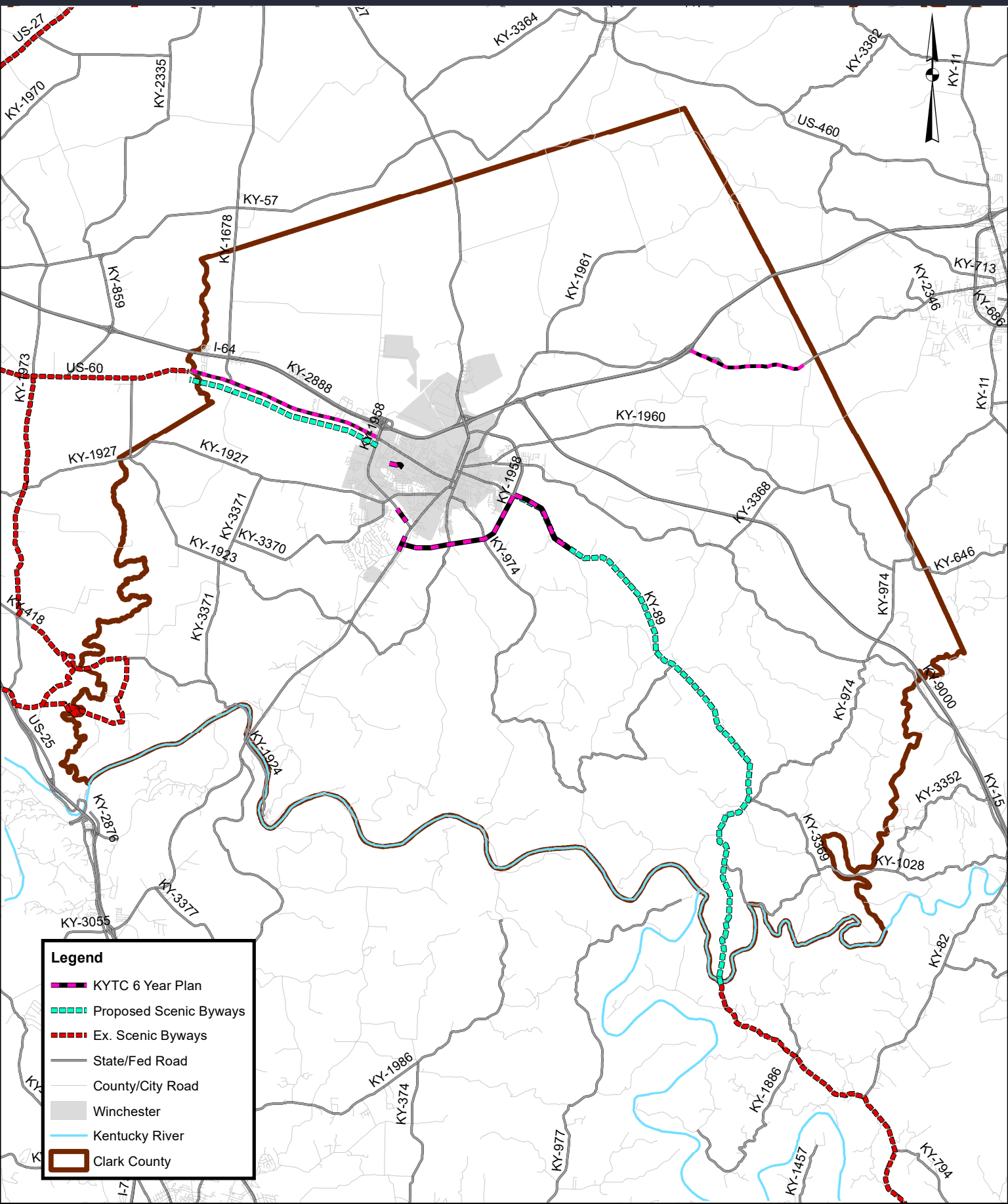
# Introduction

This chapter identifies guidelines and objectives that guide the development of transportation facilities/infrastructure in Winchester and Clark County. Transportation is a key plan element that contributes to the connectivity, access, safety and quality of life for community members. Utilizing the current transportation system and other existing conditions, this chapter provides a future transportation plan that identifies potential routes and improvements for multiple modes of transportation in Winchester and Clark County.

## Future Transportation Plan

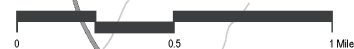
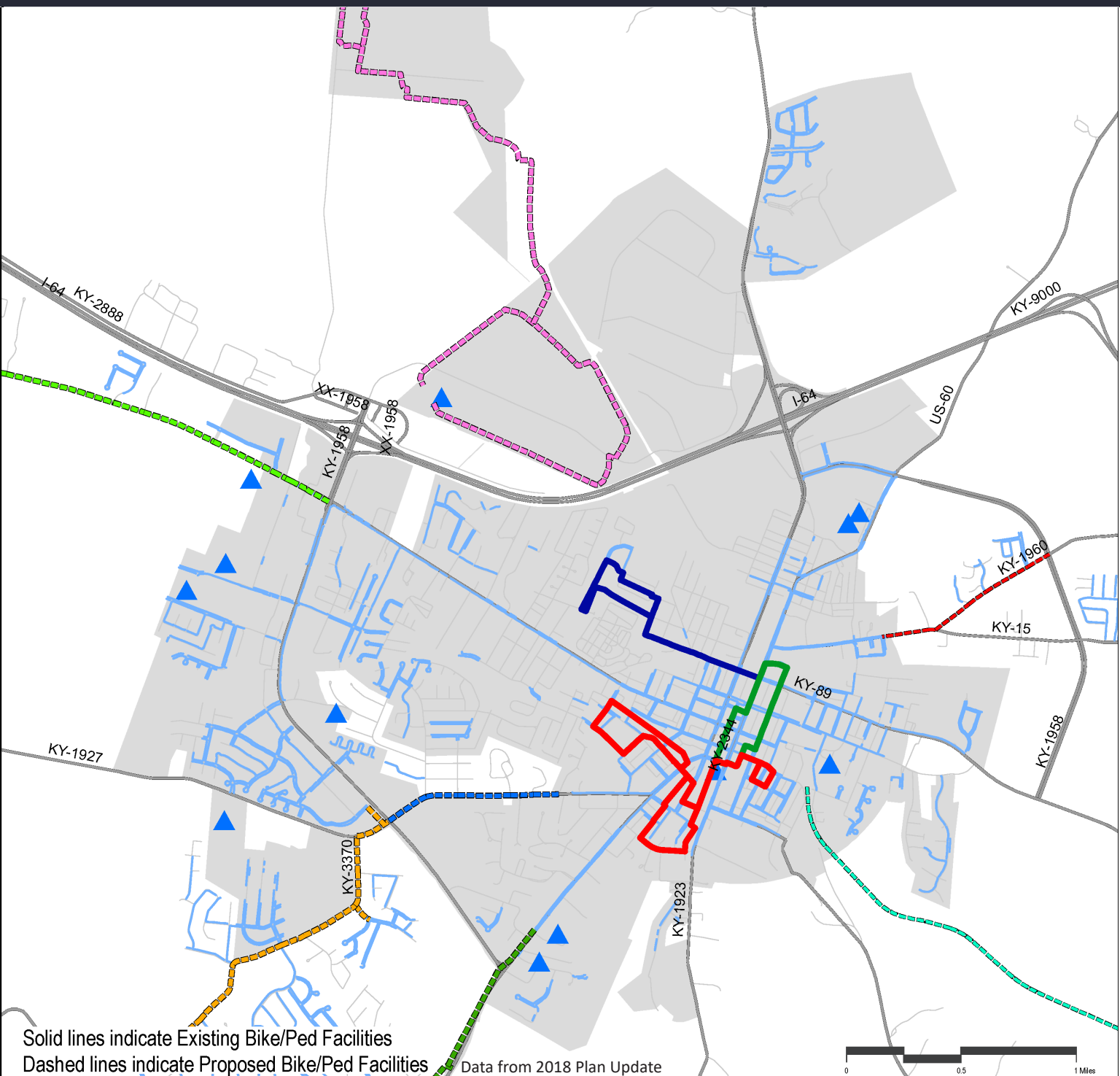
The future transportation plan is multi-modal and includes roadway infrastructure improvements in addition to adding bicycle lanes, improving pedestrian connectivity and providing public transportation. The following maps identify these improvements for future transportation in Winchester and Clark County.

# FUTURE TRANSPORTATION MAP





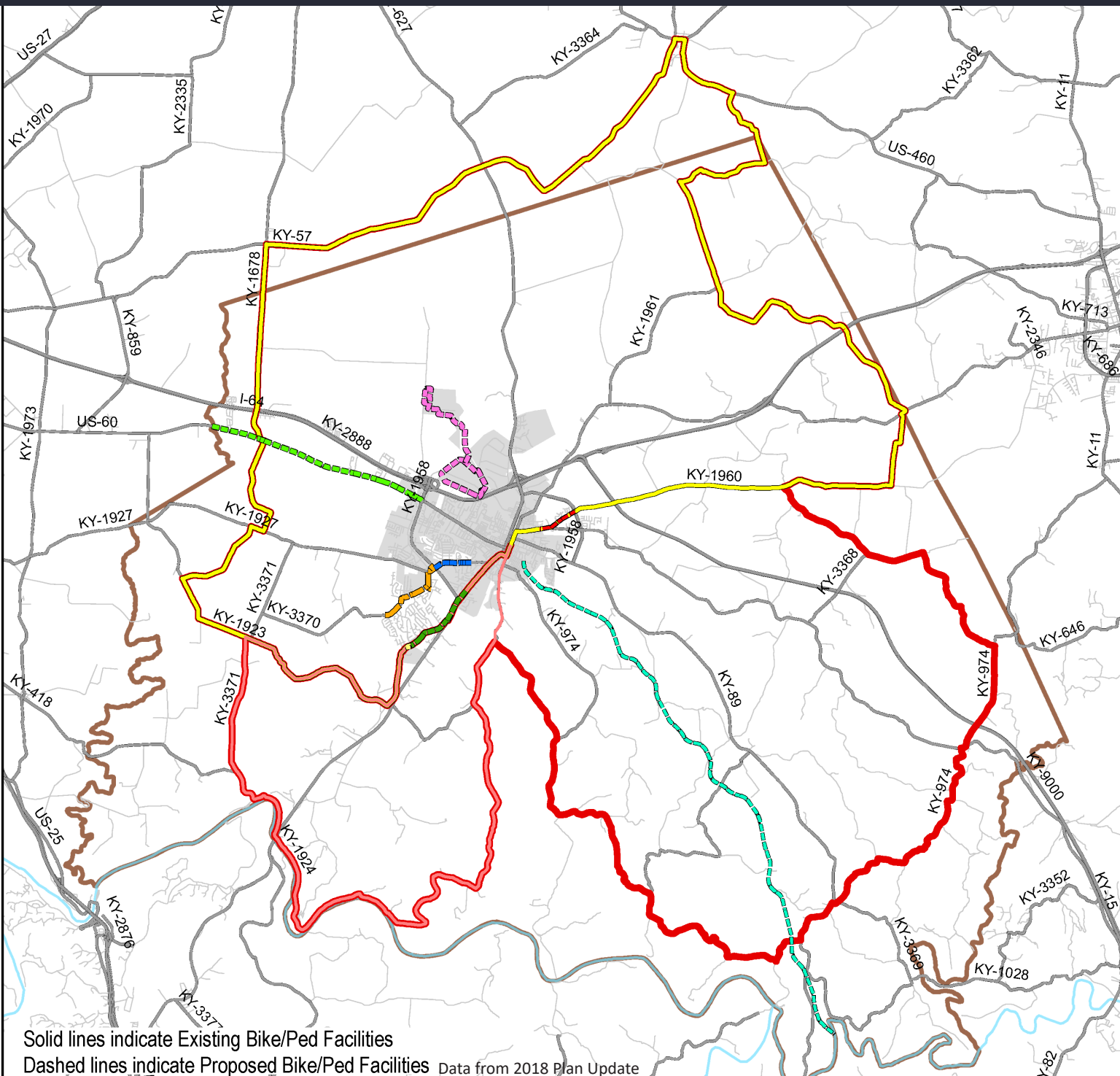
# FUTURE WINCHESTER SIDEWALKS-BICYCLE ROUTES



- |  |   |  |
|--|---|--|
| <span style="color: red;">—</span> Existing Museum Route                   | <span style="color: yellow;">- - -</span> GRC1 Shared Use Path          | <span style="color: blue;">—</span> Existing Sidewalks   |
| <span style="color: green;">—</span> Existing Depot Route                  | <span style="color: green;">- - -</span> GRC2 Shared Use Path           | <span style="color: blue;">▲</span> Schools  |
| <span style="color: blue;">—</span> Existing Community Park Route          | <span style="color: pink;">- - -</span> BCTC-Strodes Creek Trail        | <span style="border: 2px solid brown; display: inline-block; width: 20px; height: 10px;"></span> Clark County    |
| <span style="color: orange;">—</span> Existing College Park Route          | <span style="color: orange;">- - -</span> McClure RD Shared Use Path    | <span style="background-color: lightgray; display: inline-block; width: 20px; height: 10px;"></span> City Limits |
| <span style="color: lightgreen;">- - -</span> Lexington Rd Shared Use Path | <span style="color: teal;">- - -</span> Rails to Trails Shared Use Path | <span style="color: gray;">—</span> Roads  |
| <span style="color: blue;">- - -</span> Colby Rd Shared Use Path           | <span style="color: red;">- - -</span> Winn Ave-Ecton Ped. Improvements | <span style="color: gray;">+ + + +</span> Active Rail  |



# FUTURE CLARK COUNTY SIDEWALKS-BICYCLE ROUTES



Solid lines indicate Existing Bike/Ped Facilities

Dashed lines indicate Proposed Bike/Ped Facilities Data from 2018 Plan Update

- |   |   |   |
|---|---|---|
| <span style="color: red;">—</span> Existing 25mi. Bike Loop           | <span style="color: yellow;">---</span> GRC1 Shared Use Path          | <span style="color: blue;">—</span> Existing Sidewalks  |
| <span style="color: yellow;">—</span> Existing 50mi. Bike Loop        | <span style="color: green;">---</span> GRC2 Shared Use Path           | <span style="color: blue;">▲</span> Schools   |
| <span style="color: red;">—</span> Existing 100mi Bike Loop           | <span style="color: pink;">---</span> BCTC-Strodes Creek Trail        | <span style="border: 2px solid brown; display: inline-block; width: 20px; height: 10px;"></span> Clark County |
| <span style="color: green;">---</span> Lexington Rd Shared Use Path   | <span style="color: orange;">---</span> McClure RD Shared Use Path    | <span style="background-color: gray; display: inline-block; width: 20px; height: 10px;"></span> City Limits   |
| <span style="color: blue;">---</span> Colby Rd Shared Use Path        | <span style="color: teal;">---</span> Rails to Trails Shared Use Path | <span style="color: gray;">—</span> Roads   |
| <span style="color: red;">---</span> Winn Ave-Ecton Ped. Improvements | <span style="color: black;">+ + + +</span> Active Rail                |   |

0 0.5 1 Miles



# Element Goals

The following goals are related to the plan element Transportation.

**1** MOBILITY: Expand and enhance multi-modal connectivity and accessibility throughout Clark County.

## Objectives & Action Steps

This section provides details regarding the objectives underneath each plan goal. In each objective, specific action steps are identified to achieved that objective. In addition, the objective champion, potential partners, other resources, timeframe for completion of the objective and potential funding sources are identified with the objective. These pages are intended to provide enough information for the identified champion and partners to initiate the action step and be successful.

### Objectives

- 1.A** Pursue federal and state funding to implement a network of bicycle and pedestrian facilities that provide safe access throughout Clark County.
- 1.B** Increase sidewalk maintenance and connectivity, and construct new sidewalks to safely connect neighborhoods, public amenities/facilities, parks, and other destinations.
- 1.C** Complete the Veterans Memorial Bypass and pursue federal and state funding to extend all needed infrastructure to support future development.
- 1.D** Identify areas and corridors that have increased rates of traffic accidents, and implement improvements to reduce conflicts and improve safety.
- 1.E** Maintain the edge of the right-of-way to allow both large farm equipment and all users to safely travel, to the extent possible in existing right-of-way.
- 1.F** Work with partners to increase access to equitable public transportation options.
- 1.G** Maintain regulatory signage and implement wayfinding and gateway signage.
- 1.H** Appropriately identify and maintain scenic byways into Clark County and Winchester.



## PARTNERS

- Clark County Fiscal Court
- Winchester City Commission
- Department of Planning & Community Development
- Winchester Engineering Department & Public Works
- Clark County Road Department
- Kentucky Transportation Cabinet (KYTC)
- Winchester-Clark County Parks & Recreation
- Winchester Police Department
- Clark County Sheriff's Office
- Winchester Fire & EMS
- Clark County Fire & EMS
- Clark County Extension Office
- Winchester First
- Winchester-Clark County Tourism Commission
- Kentucky Public Transit Association
- Kentuckians for Better Transportation
- Kentucky River Foothills Development Council
- Winchester-Clark County Chamber of Commerce
- Utilities
- Railroads
- Clark County Health Department
- Health Assessment Committee
- Winchester-Clark County Transit
- Bluegrass Area Development District (BGADD)
- The Greater Clark Foundation





## MOBILITY: Expand and enhance multi-modal connectivity and accessibility throughout Clark County.

### Objective 1.A: Pursue federal and state funding to implement a network of bicycle and pedestrian facilities that provide safe access throughout Clark County.

Currently, Winchester and Clark County have established a number of rural and urban bicycle facilities and routes, including the River Route and US 21 Bike Route. Furthermore, the input received from the Advisory Committee, the responses from the various public meetings feedback, and the adopted Active Transportation Plan (ATP) all point to a high interest in expanding these facilities. Winchester-Clark County is hungry to become a more bicycle-friendly community. See the proposed Sidewalks-Bicycle Routes Map on page 118-119 for proposed bicycle facilities obtained from the ATP.

The key to increasing walking and biking is to create safe, quality infrastructure with a focus on equitable access to everyone. The priority should be place on connecting destination within Winchester and Clark County, such as residential areas, schools, recreational facilities, shopping destinations, and employment centers. Additional focus should also be placed on providing safe connections to areas where residents are more likely to have transportation challenges. The community should encourage a “complete street” approach with all new and refurbished development. As a community, emphasis should be placed on expanding the network of cyclist accessibility and connectivity to schools. In addition, Winchester and Clark County should create bicycling opportunities for rural citizens.

In new developments, bike and pedestrian recommendations from the *Clark County Active Transportation Plan* as well other options for connectivity should be considered and these facilities should be established early during design efforts. Cycling facilities and sidewalks require a smaller area of land per capita and the need for wide roads and large car parking can be reduced significantly for developers. For street renewals along key routes established in the ATP, bike and pedestrian facilities should be required by Winchester and Clark County.

The desired cycling facilities would consist of ten to twelve foot paths, if feasible, off the roadway or separated by a physical barrier, such as a curb, delineated post, or wall. Where the right-of-way is limited, the path width can be reduced accordingly or incorporated as a bike lane. The minimum sidewalk would include a four to five foot walk that is separated from the road by at least two to four feet (unless downtown).



**Action Steps:**

- Action 1.A.1: Further develop routes identified in the Winchester-Clark County Active Transportation Plan created in September 2016.
- Action 1.A.2: Host annual events with local community clubs and organizations that encourage bicycling for health, recreation and transportation.
- Action 1.A.3: Develop circulation plans county-wide for cyclists in conjunction with recreation, school, and roadway plans.
- Action 1.A.4: Explore the creation of policy and funding to create a sustainable path program.



## Objective 1.B: Increase sidewalk maintenance and connectivity, and construct new sidewalks to safely connect neighborhoods, public amenities/facilities, parks, and other destinations.

A balanced transportation system throughout the community is not achieved without an emphasis on pedestrian safety. Winchester and Clark County should give precedent to pedestrian movement in order to establish a safe and secure pedestrian-oriented community.

Winchester and Clark County should emphasize “complete street” designs for all new and redevelopment construction, where appropriate. The desired pedestrian facility is a minimum of a four to five foot wide sidewalk with the appropriate minimum requirements under the Federal Highway Manual of Uniform Traffic Control Devices (MUTCD) and American Disabilities Act (ADA). The city and county should avoid the use of 3-foot sidewalk widths. As its highest priority, Winchester and Clark County should increase local connectivity through sidewalk/path construction. It should also emphasize continual maintenance and repair on its existing facilities to increase pedestrian safety and accessibility.

As a pedestrian transportation strategy, the community should follow those routes outlined in the ATP. See the proposed Sidewalks-Bicycle Routes Map for these routes. In order to provide equitable access, an emphasis should also be placed on completing the sidewalk network in the urban areas by filling any gaps in the existing network as well as prioritizing connections between residential areas with the greatest need and employment centers. The condition of the existing sidewalks should continually be upgraded and improved. Some improvements to focus on are bringing sidewalks up to MUTCD and ADA standards, increasing the width of narrow sidewalks, eliminating far stretches of sidewalk with no crosswalks (limit to 400-600 feet), replacing uneven sidewalks, replacing sections of rough concrete, and avoiding dead end routes among others. If available, funding for new sidewalk construction project should be pursued at the local, state, and federal level to help offset large capital expenses.

Another strategy is for Winchester and Clark County to get the public active and involved. Winchester and Clark County should create survey opportunities online or during local events for residents to express their concerns in regards to local pedestrian facilities. Residents input will successfully identify gaps in the existing system and locate areas needing improvements.

### Action Steps:

- Action 1.B.1: Connect sidewalks within Winchester lacking connectivity.
- Action 1.B.2: Adopt a “complete street” policy for design of all new roadway construction, where appropriate.
- Action 1.B.3: Explore the creation of policy and funding to create a sustainable and equitable sidewalk program.



### Funding Sources:

- Kentucky Transportation Cabinet State Highway Funds
- Safe Routes to School
- RAISE Discretionary Funds
- Developers
- General Fund

## Objective 1.C: Complete the Veterans Memorial Bypass and pursue federal and state funding to extend all needed infrastructure to support future development.

Completing the bypass around Winchester has been in discussion for decades and continues to be on the top of KYTC's list. The first phase of the bypass has been completed and the remaining section, the extension of the Winchester East Bypass to the Veterans Memorial Bypass (from KY 627 to KY 89), has been identified as a high priority project on the KYTC maintained Six-Year Plan.

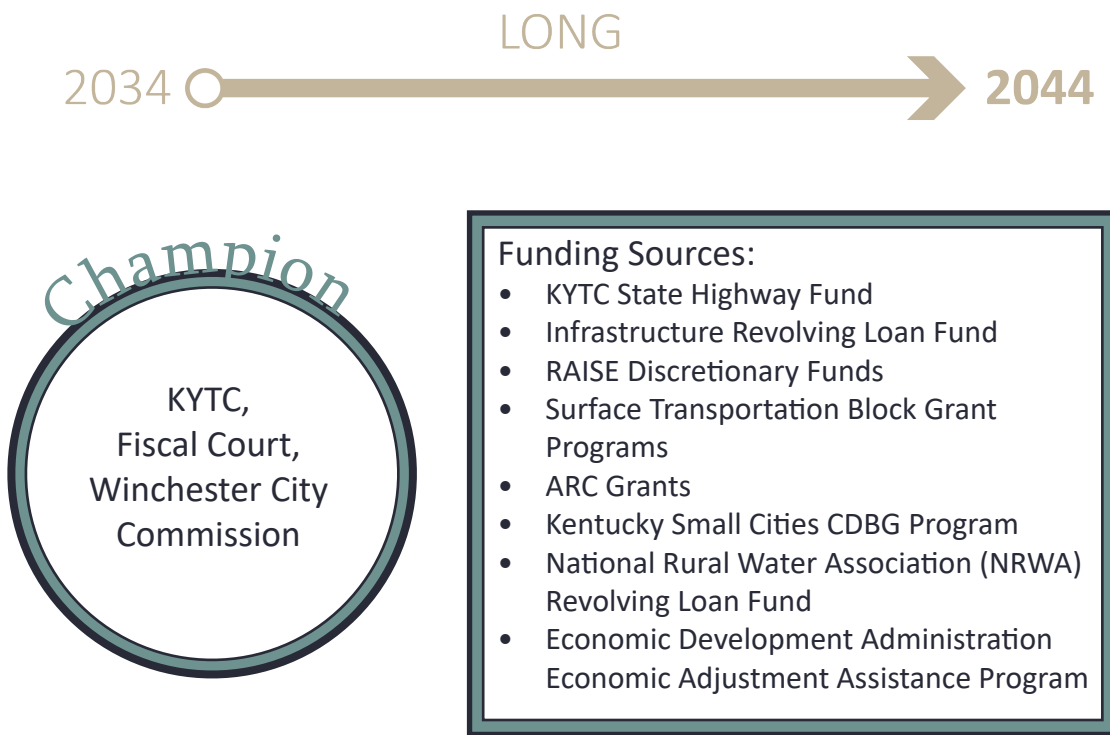
The preferred alignment bisects predominantly agricultural land uses and larger tracks of land. As development occurs in these areas in anticipation of the bypass, the Winchester and Clark County Planning Commission should assure that the appropriate amount of right-of-way is set aside for the road construction. Additionally, priority should be placed on the extension of sewer service to this area to ensure the most efficient and appropriate use of land. Once completed, the Planning Commission should maintain strict zoning regulations along the corridor to limit the number of access points onto the corridor. Development along the bypass should require frontage roads and buffer zones in order to reduce the amount of stop lights and maintain the flow of traffic. Development along the bypass should limit the amount of commercial uses to reduce the impact on other commercial areas, including downtown. The Future Land Use Map identifies surrounding land uses as planned community neighborhood.

Lastly, Winchester and Clark County should support improvements outlined in the KYTC Six-Year Plan. The table below lists improvements from the current plan. The Proposed Transportation Map on page 117 identifies the proposed routes.

Project ID	Description	Funding Source(s)	Phase	Start Date	Current Funding
7-8401.00	Extend Winchester Bypass (KY 1958) from Irvine Rd (KY 89) to KY 627 South of Winchester	Federal National Highway System	Construction	2024	\$36,080,000
7-8639.00	Extend Fulton Rd	State Construction Funds	Construction	2023	\$1,780,000
7-8952.00	Reconstruct US 60 for safety improvements from I-64 in Clark Co to 500 ft west of Sewell Shop Rd	State Construction Funds	Design, Right-of-Way, Utility Relocation, Construction	2025	\$28,510,000
7-80100.00	Add a left turn lane by the entrance of 1520 Boonesboro Rd	State Construction Funds	Right-of-Way, Utility Relocation, Construction	2023	\$190,000
7-80151.00	Modernize and improve capacity on US 60 from KY 859 (Haley Rd (Fayette)) to KY 1958 (Bypass Rd (Clark))	State Construction Funds	Design, Right-of-Way, Utility Relocation, Construction	2024	\$62,371,000

**Action Steps:**

- Action 1.C.1: Support, advocate and assist the Transportation Cabinet, to the extent that is practical, in the planning of the bypass.
- Action 1.C.2: Work with the utility providers to determine the ability to extend necessary utilities to areas along the bypass that are within the urban planning boundary.





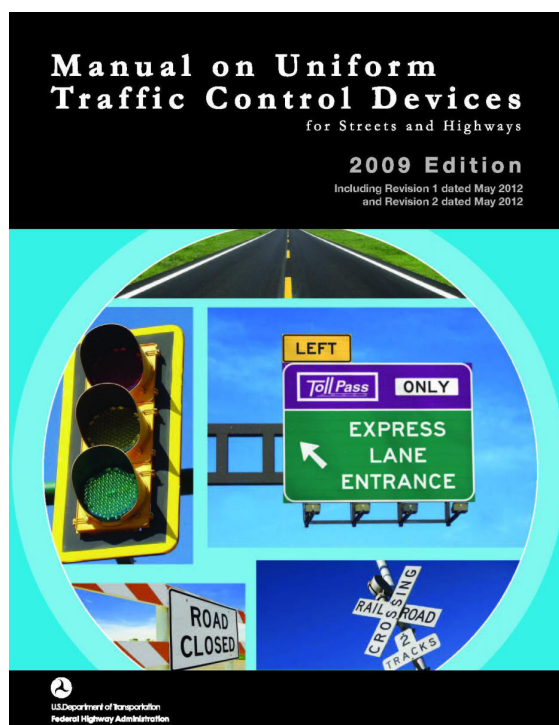
**MOBILITY:** Expand and enhance multi-modal connectivity and accessibility throughout Clark County.

## Objective 1.D: Identify areas and corridors that have increased rates of traffic accidents, and implement improvements to reduce conflicts and improve safety.

Not all funding sources and planning efforts should be exhausted on new roadway projects. The quality of the existing transportation network is extremely significant and has a direct correlation to the safety of its residents. Winchester and Clark County Road Departments are tasked to provide for safer and more efficient traffic flow. These departments should continue to improve surface conditions of roads, widening roads where necessary, and/or realigning unsafe routes.

### Action Steps:

- Action 1.D.1: Improve a safe road network following best practices as outlined in the Federal Highway Manual of Uniform Traffic Control Devices (MUTCD).
- Action 1.D.2: Inventory and prioritize high accident and unsafe corridors and intersections and work with partners to complete capital projects to improve safety.



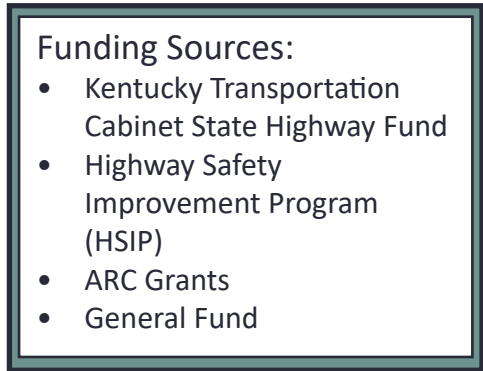
MUTCD Standards



Existing Bypass



Existing Traffic Control Signal



**MOBILITY:** Expand and enhance multi-modal connectivity and accessibility throughout Clark County.

**Objective 1.E:** Maintain the edge of the right-of-way to allow both large farm equipment and all users to safely travel, to the extent possible in existing right-of-way.

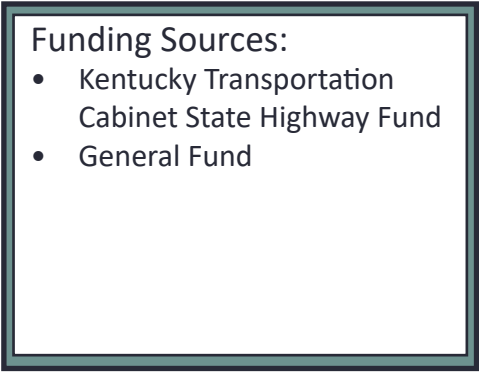
The vast majority of Winchester and Clark County land use are zoned for agriculture. As a result, interactions between farm equipment and cars on roadways is inevitable. This creates potential safety concerns, specifically along winding, narrow, rural roadways. Where practical, the county should push KYTC for wide shoulders along State Road corridors with high volumes of farm equipment traffic. This could include gravel shoulders as well as grass areas that are free of vegetation.

**Action Steps:**

- Action 1.E.1: Encourage the maintenance of shoulders along heavily trafficked roadways.
- Action 1.E.2: Identify corridors with high amounts of farm equipment travel and standard vehicle traffic and determine the impacts of widening the existing roadway.



Farm Equipment Examples



# MOBILITY: Expand and enhance multi-modal connectivity and accessibility throughout Clark County.

## Objective 1.F: Work with partners to increase access to equitable public transportation options.

Currently, Winchester and Clark County residents have access to the Foothill Express bus service. The Foothills Express should continue to provide timely and equitable transportation for the community. The feasibility of expanding the bus network and schedule within the Winchester and Clark County should be evaluated continually and a priority should be placed on providing equitable access to all residents. In addition, more frequent regional routes should be explored to enable quick access to Lexington, Louisville and Northern Kentucky.

In addition to expanding public transportation options, a potential trolley service could also be offered as “recreational” transportation. Initially this service would only be available during a certain time period a month such as “First Friday Evenings” where a Trolley runs throughout downtown/Downtown Business District. This would promote economic activity in downtown each month, making it fun to shop and explore the Downtown Business District. This can paid for through user fees and/or local business owners and organizations.

### Action Steps:

- Action 1.F.1: Identify highly trafficked routes near commercial centers that would support the use of a trolley.
- Action 1..2: Identify potential routes and expand the existing bus network to meet demands and provide equitable access.



Trolley Example  
Source: fatfridayhop.com



Existing Bus  
Source: Kentucky River Foothills





**Funding Sources:**

- Federal Transit Administration (FTA)
- Main Street Winchester/ Local Businesses (Event Based Trolley)
- ARC Grants
- RAISE Discretionary Grants
- User Fees
- General Fund

**MOBILITY:** Expand and enhance multi-modal connectivity and accessibility throughout Clark County.

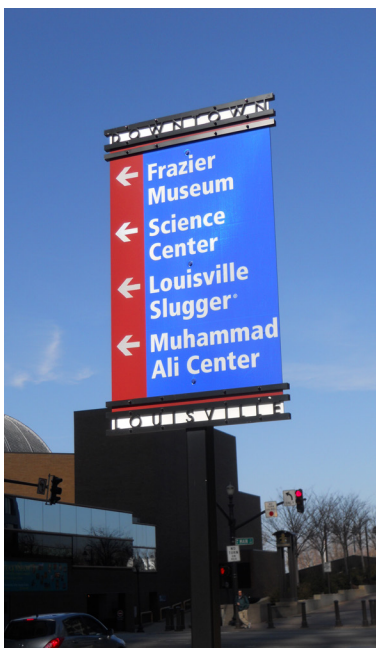
## Objective 1.G: Maintain regulatory signage and implement wayfinding and gateway signage.

Winchester and Clark County should take advantage of its natural beauty and rich culture to attract visitors. When successful, tourism can make a positive impact on local businesses and organizations. Uniform standard wayfinding signs should be used to guide visitors to key Winchester-Clark County tourism hot spots. Winchester and Clark County should work in unison with the Winchester-Clark County Tourism Commission and other local community organizations to establish a signage network throughout Clark County. All local, state and federal regulations should be considered when placing new signage.

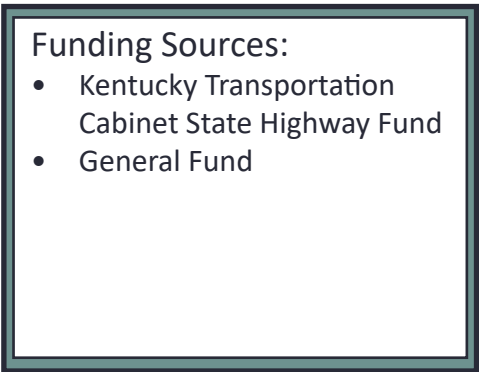
In addition, the implementation of wayfinding signage, regulatory signage, and gateway signage throughout the County should continue to be maintained. The community should continue to coordinate with the Kentucky Transportation Cabinet to identify areas that may require additional signage to further promote safety.

### Action Steps:

- Action 1.G.1: Winchester and Clark County to coordinate wayfinding and gateway signage with Tourism Winchester.



Precedent Images - Wayfinding Signage



## Objective 1.H: Appropriately identify and maintain scenic byways into Clark County and Winchester.

Winchester and Clark County are ideally nestled in the midst of the Kentucky's Bluegrass region, surrounding by rounded hills, scenic countryside and picturesque horse farms. Scenic Byways are roads recognized by the United States Department of Transportation for one or more of six "intrinsic qualities": archeological, cultural, historic, natural, recreational, and scenic. Surrounding communities are using scenic byways as a way to preserve the natural beauty along corridors and promote tourism. Clark County is ideally situated to take advantage of the natural beauty along these scenic byways as a driver of tourism. This combined with the county's location in the foothills of the Appalachian Mountains and proximity to the Red River Gorge Scenic Byway could be beneficial.

The Boone Creek Scenic Byway in Clark and Fayette County was designated on May 24, 1995. It begins in Fayette County on KY 418 (0.4 miles southeast of the junction of KY 1973) and travels to the junction of Grimes Mill Road in Clark County, then extends to the junction of McCalls Mills Road in Fayette County via Grimes Mill Road (as identified on the Future Transportation Map). Winchester and Clark County should continue scenic routes in surrounding counties and establish them as Scenic Byways in Clark County. Winchester and Clark County should use the Corridor Management Plan (CMP), developed by the National Scenic Byways Program, to outline how to protect and enhance the byway's intrinsic qualities and character. Likewise, Winchester and Clark County shall seek out other routes as potential scenic byways as the community develops.

### Action Steps:

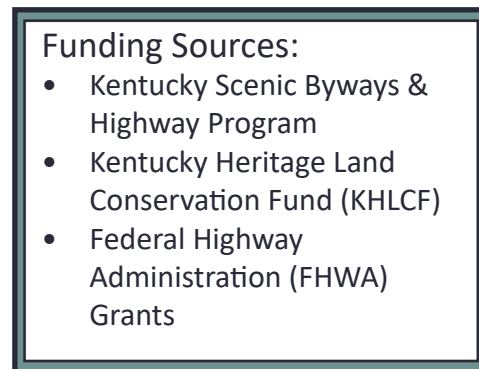


Scenic Byway Signage  
Source: fhwa.dot.gov



Kentucky Country Music Highway  
Source: fhwa.dot.gov

- Action 1.H.1: Coordinate with Winchester-Clark Co. Tourism Commission to improve access to Clark County’s tourism destinations.
- Action 1.H.2: Work with members of the local community and the National Scenic Byways Program to seek potential scenic byway routes in Clark County.
- Action 1.H.3: Work to enhance the Scenic Byway on Athens Boonesboro Road.











## Chapter 6:

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# Community Facilities & Utilities

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In this section

- Introduction
- Community Facilities & Utilities
- Proposed Infrastructure Improvement Maps
- Element Goals
- Objectives & Action Steps

# Introduction

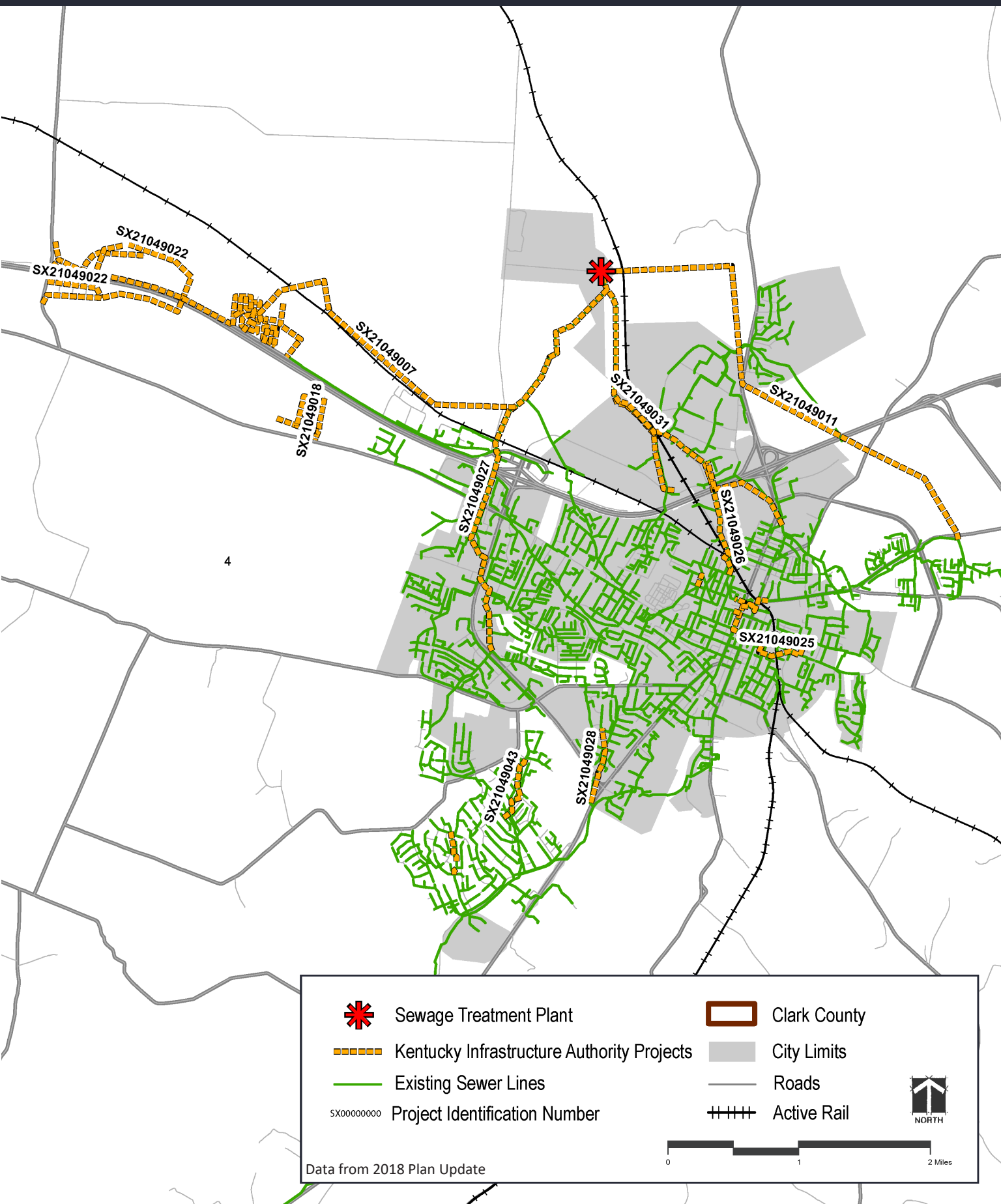
Similar to other counties in the region, Clark County has a growing need to update aging infrastructure and community facilities. Demands on these resources rarely slows, and it is almost always more costly to replace a structure post-failure than planning ahead and developing a replacement implementation schedule.

## Community Facilities & Utilities

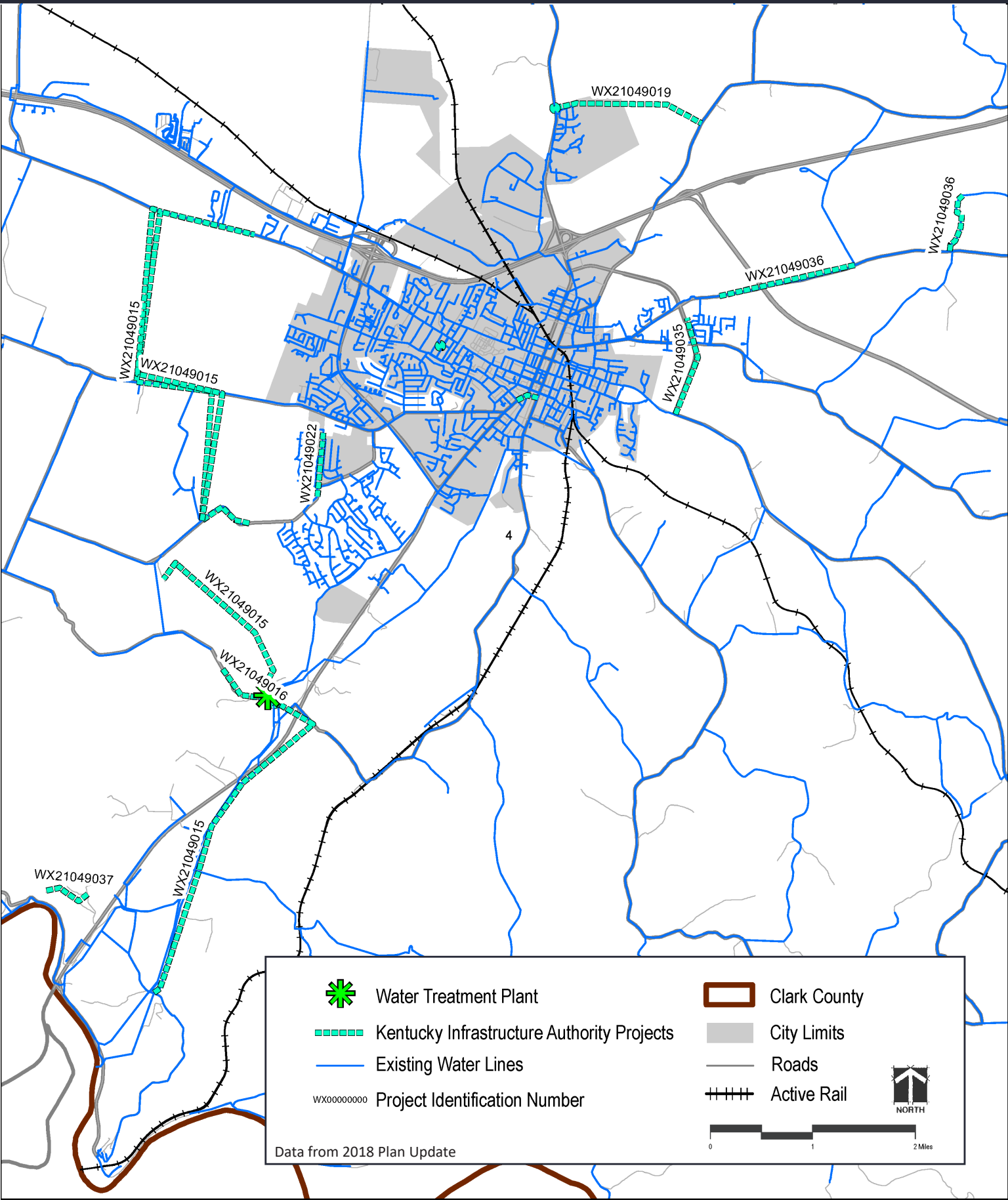
Community facilities play an important role in the future development of a city and are often the anchors of the community. Utilities (domestic water, sanitary sewer, stormwater, electric, gas, and telecommunications) also contribute to the safe and efficient operation of every community. These public facilities and utilities are both services and amenities that are essential to maintaining the overall health of the community. Community facilities may include: Hospitals and healthcare facilities, emergency response teams, educational facilities, airports, parks, and government owned and operated properties. This element of the comprehensive plan analyzes existing facilities and utilities and the those needed to serve Winchester-Clark County in the future.

The following maps future water and sewer line improvements in Winchester.

# FUTURE SEWERLINES MAP



# FUTURE WATERLINES MAP





# Element Goals

The following goals are related to the plan element Community Facilities & Utilities.

7

PUBLIC SERVICES: Ensure that all residents have access to high-quality public spaces and services.

**PARTNERS**

- |   |   |
|---|---|
| <ul style="list-style-type: none"><li>• Clark County Fiscal Court</li><li>• Winchester City Commission</li><li>• Department of Planning &amp; Community Development</li><li>• Winchester-Clark County Parks &amp; Recreation</li><li>• Winchester Police Department</li><li>• Clark County Sheriff’s Office</li><li>• Winchester Fire &amp; EMS</li><li>• Clark County Fire &amp; EMS</li><li>• Winchester-Clark County EMA/ CSEPP</li><li>• Kentucky Transportation Cabinet (KYTC)</li><li>• Winchester Municipal Utilities (WMU)</li><li>• Environmental Protection Agency (EPA)</li><li>• Winchester First</li></ul> | <ul style="list-style-type: none"><li>• Winchester-Clark County Tourism Commission</li><li>• Clark Regional Medical Center</li><li>• Clark County Detention Center</li><li>• Association of Churches</li><li>• Kentucky Legislative Research Commission</li><li>• Kentucky River Foothills Development Council</li><li>• Winchester-Clark County Chamber of Commerce</li><li>• Clark County Health Department</li><li>• Health Assessment Committee</li><li>• Winchester-Clark County Transit</li><li>• Bluegrass Area Development District (BGADD)</li><li>• The Greater Clark Foundation</li><li>• Agency for Substance Abuse Policy (ASAP)</li></ul> |
|---|---|

**PARTNERS**

- Clark County Fiscal Court
- Winchester City Commission
- Department of Planning & Community Development
- Clark County Road Department
- Winchester Engineering Department & Public Works
- Clark County Fire Department
- Winchester Fire Department
- Kentucky Transportation Cabinet (KYTC)
- Water Districts
- Clark County Sanitary Sewer Board
- Clark County Public Schools
- Broadband Providers
- Winchester Municipal Utilities (WMU)
- Kentucky American Water
- Environmental Protection Agency (EPA)
- Federal Communications Commission (FCC)
- Winchester-Clark County Chamber of Commerce
- Winchester-Clark County Industrial Authority

# Objectives & Action Steps

This section provides details regarding the objectives underneath each plan goal. In each objective, specific action steps are identified to achieve that objective. In addition, the objective champion, potential partners, other resources, timeframe for completion of the objective and potential funding sources are identified with the objective. These pages are intended to provide enough information for the identified champion and partners to initiate the action step and be successful.

## Objectives

- 7.A** Inventory existing spaces that could be utilized as a community/conference center, meeting space, or program opportunities.
- 7.B** Continue to support and increase mental health and substance abuse efforts and programs.
- 7.C** Balance the level of fire and EMS service to improve safety and security, including the existing 911 emergency system for the county.
- 7.D** Evaluate the benefits and feasibility of merging city-county services, ways to increase transparency in government spending and budgeting, and opportunities to increase public participation.
- 7.E** Assess progress of the comprehensive plan and conduct a semi-annual review to determine successes in implementing goals and objectives.
- 7.F** Promote and support the expansion of public transportation options throughout Clark County in coordination with the Winchester-Clark County Transit Service.
- 7.G** Promote a comprehensive recycling program across Clark County.
- 8.A** Expand water, sanitary sewer, and necessary infrastructure in Clark County.
- 8.B** Require effective storm water management practices for road construction and new development and redevelopment.
- 8.C** Expand the availability of fire hydrants throughout the county.
- 8.D** Coordinate county-wide broadband expansion with service providers to increase availability throughout Clark County.

## Objective 7.A: Inventory existing spaces that could be utilized as a community/conference center, meeting space, or program opportunities.

There is currently no community center facility in Winchester-Clark County. A feasibility study should be completed to evaluate the need for a community center facility.

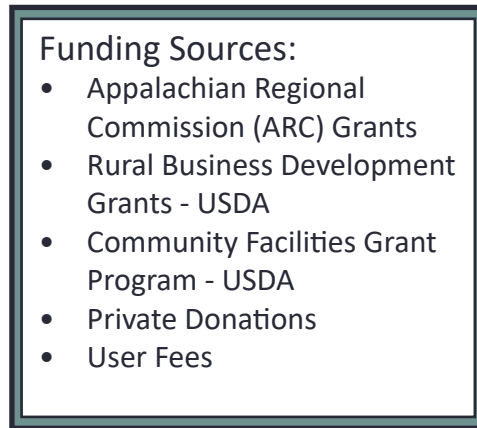
Planning efforts for a community center should begin by identifying leadership roles for the project. Establishing goals and identifying priorities are also crucial to the planning process, as well as establishing realistic timeframes to meet these goals. Collection of data and analysis of it will identify possible additions to the community. Will the community benefit more from a recreational community facility, one that offers specialty training programs or a facility that offers both? Efforts include identification of the top priorities of the community center, hosting focus groups, conducting resident surveys, and holding public meetings to gain public input. This will reveal and refine concepts for the community center through public outreach.

### Action Steps:

- Action 7.A.1: Identify a site or existing structure suitable for development/adaptive re-use as the location for a community/event center.
- Action 7.A.2: Identify programming for the community/event center including community stakeholders of all ages: community leaders, officials, children, parents, singles, elderly, etc. Host a variety of events at the community/event center, from public to private meetings. Neighborhood/community involvement should be encouraged in the programming offered at the community/event center.



Community Center Examples





## Objective 7.B: Continue to support and increase mental health and substance abuse efforts and programs

Throughout the planning process there has been growing concern regarding mental health issues and substance abuse within the community. It is important for the city and county to identify and provide assistance to those who are struggling with mental health and/or addiction. Mental health facilities and substance abuse treatment programs should be considered to help alleviate the current substance abuse problem within the community.

### Action Steps:

- Action 7.B.1: Support the efforts of the community mental health and substance use disorders working group which is assessing the issues and developing plans to address it.
- Action 7.B.2: Assess the need for a substance abuse treatment facility.
- Action 7.B.3: Consider jail-based treatment programs for those incarcerated.
- Action 7.B.4: Establish support groups for those affected by substance abuse.
- Action 7.B.5: Develop strategies and programs for those who are undergoing treatment to successfully re-enter society as a contributing member. Build relationships with local business owners willing to hire those who are receiving treatment or those who have recently completed a treatment program.
- Action 7.B.6: Consider aftercare treatment options to help prevent relapse.
- Action 7.B.7: Research substance abuse treatment programs, techniques, and facilities (i.e. Consider a working farm treatment program/facility).
- Action 7.B.8: Encourage programs which research shows prevent substance use disorder in later life such as Life Skills and HANDS.
- Action 7.B.9: Encourage and Support Clark Regional Medical Center to increase mental health treatment options available to the community.



Funding Sources:

- Kentucky Cabinet for Health & Family Services
- Kentucky Drug Control Policy
- Appalachian Regional Commission Grants

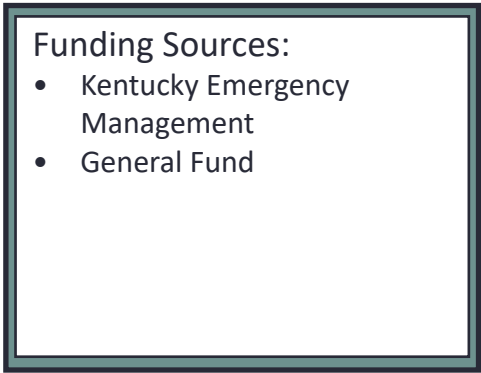
## Objective 7.C: Balance the level of fire and EMS service to improve safety and security, including the existing 911 emergency system for the county.

Fire service protection varies across the county. A review of the fire/EMS/police district coverage areas and inter-department agreements should be reviewed to minimize inefficiencies in the system. In addition, aging equipment and technologies should be upgraded or replaced as needed. Currently, a new centralized call center receives and dispatches all 911 emergency calls within the county. The EMS district coverage areas and inter-department agreements should be reviewed to minimize inefficiencies in the system and continue to provide adequate service as development occurs. In addition, aging equipment and technologies should be upgraded or replaced as needed, and additional manpower for EMS should be reviewed.

There are long-range needs for two additional fire stations in the County; one in the southern portion and one in the northwestern portion. In the short-term, there are needs for additional manpower, an engine for the station in Trapp, and a transition plan to prepare for the retirement of many force members in the near future.

### Action Steps:

- Action 7.C.1: Identify areas throughout the County that are not within the Fire Department service area or with inadequate coverage and needed upgrades to equipment and staffing.
- Action 7.C.2: Organize one or more volunteer fire department(s) to perform fire suppression and other emergency services in areas outside of the existing fire department service area.
- Action 7.C.3: Discourage development outside the fire department service area.
- Action 7.C.4: Identify best suited location(s) for future fire stations and reference land use plan for areas likely to be developed.



## Objective 7.D: Evaluate the benefits and feasibility of merging city-county services, ways to increase transparency in government spending and budgeting, and opportunities to increase public participation.

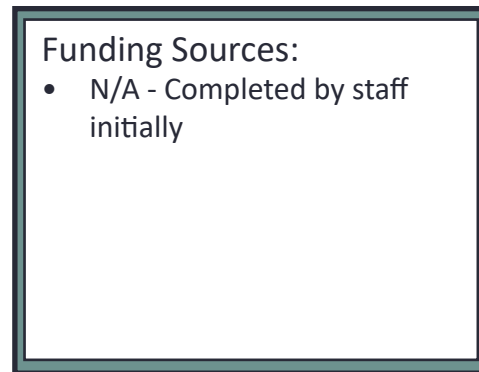
The City and County may benefit from consolidating local governments (or particular functions of departments) into one unified jurisdiction. This topic was discussed continually throughout the planning process. Combining the City and County governments can reduce duplication of services and gain economies. Winchester-Clark County should consider and weigh the benefits and/or disadvantages of merging the city-county governments. To do this, this community should research and reference precedents in city/county government mergers in Kentucky and determine if the merger is feasible and beneficial in Winchester/Clark County.

Opportunities should also be identified to increase transparency and public participation in all levels of government. There have been technological advancements over the past ten years with social media and online meeting platforms, which provide multiple ways to enable greater public access to information and participation. Winchester and Clark County should develop a public participation plan and develop ways to increase access to the public process for all residents in the county.

### Action Steps:

- Action 7.D.1: Research and reference precedents in city/county government mergers in Kentucky; Determine if merger is feasible and beneficial in Winchester/Clark County including a mock-up merger plan to determine responsibility delegation.
- Action 7.D.2: Identify ways to increase access to public information and increase ways for the public to participate and provide input.





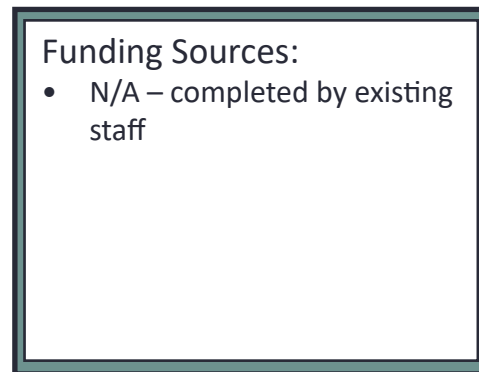
## Objective 7.E: Assess progress of the comprehensive plan and conduct a semi-annual review to determine successes in implementing goals and objectives..

Periodic updates of a comprehensive plan are very important for communities to undertake. KRS 100 requires that the planning commission review the comprehensive plan every five years, and market conditions can potentially redirect the community's goals, objectives, and development patterns during this short time frame. By undertaking regular reviews, it allows decision makers to document things that have been completed, as well as what still needs to be done to achieve the goals and objectives outlined by the community.

Between the required updates every five years, it is equally important to have a committee responsible for actively tracking and implementing the action steps within the comprehensive plan. The Advisory Committee established to guide the development and update of the comprehensive plan should also be tasked with monitoring and implementing the plan. This committee should meet at least twice a year, if not more frequent, to identify progress during that time period, outline priorities for the upcoming time period, and proactively clear obstacles.

### Action Steps:

- Action 7.E.1: Hold progress assessment meetings with the Advisory Committee at least two times a year to review progress; the Advisory Committee should report this progress to the Planning Commission, Fiscal Court, City Commission, and public.



## Objective 7.F: Promote and support the expansion of public transportation options throughout Clark County in coordination with the Winchester-Clark County Transit Service.

Transportation, and equitable access to transportation options, is one of the most important tools in daily life for many people. Lack of transportation can impact where you live and limit where you are able to work. Affordable public transportation that is accessible to everyone in Clark County can increase resident's mobility and economic opportunities.

Currently the Winchester-Clark County Transit Service operates fixed-route bus service in the Winchester area. This service runs weekdays between 8:00 am and 5:00 pm on a regular 90-minute loop. Additional stops within  $\frac{3}{4}$  of a mile of the route can also be requested with advance notice. While this route provides an essential service for the community, options for additional areas within the city and county should be evaluated. Options should include rural transit service through an on-demand platform to expanded fixed-routes within the city.

### Action Steps:

- Action 7.F.1: Evaluate the feasibility of increasing public transportation options within Winchester and Clark County.



Funding Sources:

- Federal Transit Administration (FTA),
- Transportation Alternatives grants
- User Fees

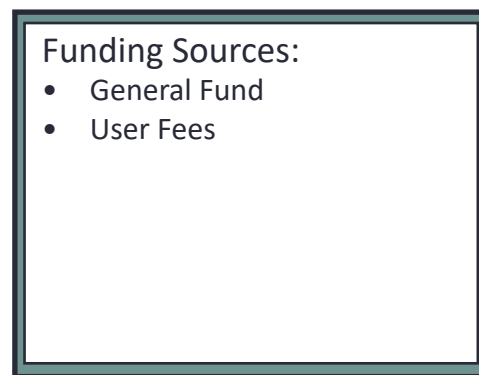


## Objective 7.G: Promote a comprehensive recycling program across Clark County.

Recycling can reduce the environmental impact of human activities and also reduce the amount of trash that ends up in a landfill or littered along roadways; it can also reflect a community's commitment to a higher quality of life. The National Institutes of Health (NIH) report that increases in recycling programs will help future generations by reducing the amount of trash produced and by reusing existing materials. A comprehensive recycling program can reduce the need of raw materials to make new products, extend the lifespan of the landfill, and reduce overall costs to the community. Recycling programs can also create jobs and increase tax revenues, and can create additional jobs downstream that support recycling programs.

### Action Steps:

- Action 7.G.1: Determine the feasibility of a recycling program that serves all residents of Clark County.



## Objective 8.A: Expand water, sanitary sewer, and necessary infrastructure in Clark County.

In a region experiencing growth, such as the Winchester-Clark County region, the extent and adequacy of its utilities has a dynamic effect on establishing future residential, commercial, and industrial development. The long-term expansion of utilities (especially sewer) should be prioritized for areas within the Urban Planning Boundary where utilities can be more cost-effectively delivered.

The following table contains the list of approved water system and waste water system improvement projects maintained by the Kentucky Infrastructure Authority (KIA). KIA was created in 1988 to provide the mechanism for funding construction of local public works projects. The listed projects provide a snapshot of the proposed system improvements throughout the county. KIA is continually growing and expanding its project list. Implementation of these projects hinders on receiving funding. The Future Sewer Lines and Future Water Lines Maps on page 140 identify the location of the proposed projects.

Coordination should be made between the Winchester/Clark County Planning Commission and Winchester Municipal Utilities (WMU) and other water districts within the county to encourage growth inside areas with existing water facilities. This will minimize high infrastructure expansion costs swallowed by the utilities and in turn, Clark County residents. WMU and water districts within Clark County should seek opportunities to maintain a high quality of water and improve its system.

Within the City of Winchester limits, waste water service is provided by WMU. As mentioned previously, the City of Winchester and WMU entered into a Consent Decree in 2007. Since its entry into the Consent Decree, WMU has expended \$71,149,000 in capital improvement projects. Enhancements to the waste water system should continue to decrease the amount of inflow and infiltration entering the system and reduce the number of sanitary sewer overflows.

County residents not connected to WMU's services maintain independent septic tanks or are connected to localized package treatment plants. In general, private septic systems and package treatment plant are in poor condition and struggle to stay within compliance. Where practical, these private collection systems should be eliminated by connecting residents to WMU's system. To maximize efforts, areas near WMU's system containing large concentration of homes on septic tanks, and/or neighborhoods with package treatment plants should be connected first.

Project Type	KIA Project Number	Project Schedule	Applicant	Project Title
Water	WX21049009	6-10 Yrs	WMU	Colby Rd/Lexington Rd Waterline Connector
Water	WX21049014	3-5 Yrs	WMU	Elevated Pressure Zone No. 3
Water	WX21049015	0-2 Yrs	WMU	Water Treatment Plant
Water	WX21049022	3-5 Yrs	WMU	Boone Ave/Colby Rd/McClure Rd Water System Improvements
Water	WX21049035	6-10 Yrs	WMU	Veterans Highway Transmission
Water	WX21049038	3-5 Yrs	WMU	Carroll Exton Reservoir Improvements
Water	WX21049039	0-2 Yrs	WMU	Van Meter Rd Water Main
Water	WX21049040	0-2 Yrs	WMU	Winchester-Lincoln Street Redevelopment Project
Water	WX21049041	0-2 Yrs	ECCWD	Mt Sterling Rd and KY 89 Water Line Upgrade
Water	WX21049042	0-2 Yrs	WMU	KY River Intake Emergency Power & Reservoir Interconnection
Water	WX21049043	0-2 Yrs	ECCWD	Muddy Creek Booster Pump Station Rehabilitation and Zone Metering
Waste Water	SX21049007	6-10 Yrs	WMU	Hancock Creek Backbone Interceptor/Pump Station/Force Main
Waste Water	SX21049011	3-5 Yrs	WMU	Hoods Creek Backbone Interceptor/Pump Station/Force Main
Waste Water	SX21049018	6-10 Yrs	WMU	WMU-Westchester Manor/Woodford Estates Sanitary Sewer Improvements
Waste Water	SX21049022	6-10 Yrs	WMU	Wayland Heights Subdivision/Hancock Valley Station Sewer Improvements
Waste Water	SX21049025	3-5 Yrs	WMU	East Washington St & Flanagan Street Sanitary Sewer Improvements
Waste Water	SX21049026	3-5 Yrs	WMU	East Interceptor Sanitary Sewer System Rehabilitation
Waste Water	SX21049027	6-10 Yrs	WMU	West Interceptor Sanitary Sewer System
Waste Water	SX21049032	0-2 Yrs	WMU	Mano/Windridge Drive Water System Improvements
Waste Water	SX21049033	0-2 Yrs	WMU	Winchester – Lincoln Stret Redevelopment Project
Waste Water	SX21049034	0-2 Yrs	WMU	Clay Street Water System Improvements
Waste Water	SX21049038	3-5 Yrs	WMU	Strodes Creek WWTP Improvements
Waste Water	SX21049031	3-5 Yrs	WMU	Industrial Park Non-Potable Water Line
Waste Water	SX21049040	3-5 Yrs	WMU	Lynnway Drive Sewer Improvements, Phase II
Waste Water	SX21049041	6-10 Yrs	WMU	North Main St Sewer Improvements
Waste Water	SX21049042	3-5 Yrs	WMU	West Washington St Sewer Improvements
Waste Water	SX21049043	6-10 Yrs	WMU	Westmeade Outfall Sewer
Waste Water	SX21049044	0-2 Yrs	WMU	Strodes Creek WWTP Solids Processing Facility Improvements
Waste Water	SX21049045	0-2 Yrs	CCSD	Rockwell Road Sanitary Sewer Improvements

## INFRASTRUCTURE: Promote the development of adequate infrastructure such as water, sewer, and high-speed internet.

### Action Steps:

- Action 8.A.1: Increase the quality and expand the potable water supply for all residences throughout Winchester and Clark County.
- Action 8.A.2: Prioritize sewer distribution to residents throughout Clark County by prioritizing areas within the Urban Planning Boundary and those currently on failing septic systems.
- Action 8.A.3: Continue to implement measures outlined in the Consent Decree agreement of 2007 between the City of Winchester, WMU and the US Environmental Protection Agency (EPA).





**Funding Sources:**

- USDA Community Connect Grant
- Infrastructure Revolving Loan Fund
- EPA Consent Decree Capital Projects Funding
- Private Service Providers
- Kentucky Infrastructure Authority Loans
- Community Development Block Grants (CDBG)
- Infrastructure Revolving Loan Fund
- Appalachian Regional Commission

## Objective 8.B: Require effective storm water management practices for road construction and new development and redevelopment.

Rules and regulations imposed on storm water have increased steadily over the last decades, and appears to continue along the same path. The enforcement of such stipulations by the Environmental Protection Agency (EPA) has forced municipalities and businesses alike to take measures in order to minimize the quantity of pollutants discharged into the streams and rivers of the United States.

The City of Winchester has a storm water permit which provides authorization to discharge under the Kentucky Pollutant Discharge Elimination System (KPDES) general permit for small municipal separate storm sewer systems (MS4). Under the general permit, the City of Winchester has executed the following storm water ordinances:

- Erosion Prevention and Sediment Control
- Erosion Prevention and Sediment Control Amended Ordinance
- Post Construction Ordinance
- Illicit Discharge Detection Elimination Ordinance (IDDE)

Clark County could explore the opportunity to adopt an IDDE ordinance, although it is not required. Community members and key stakeholders should help determine the appropriateness of this ordinance in the county.

The City of Winchester should continue to enforce and expand on the rules and requirements under the above ordinances. It is paramount that local storm water codes are enforced by the local jurisdiction. If not, a direct result of urban growth can be the increase in storm water runoff. The City of Winchester should continue to encourage smart planning and construction techniques to offset increases in runoff. Some of these techniques include:

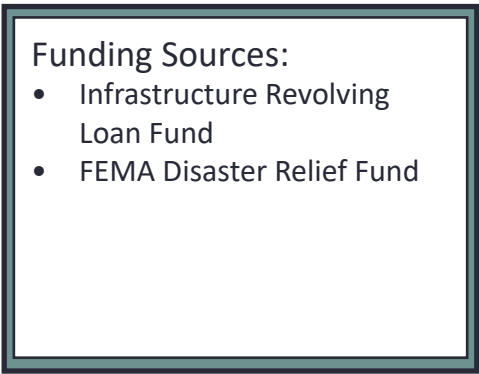
- Redirecting downspouts and gutters onto lawns, plant beds, or into rain barrels
- Provide incentives for using pervious surfaces for walkways, patios and driveways, such as mulch, brick, gravel, or other porous surfaces
- Use bioswales to hold and filter water
- Rain Gardens
- Water-loving trees

In addition to smart planning on new developments, Winchester and Clark County should continue to increase the community's awareness of the negative effect of storm water pollutants using its online website and social media. Every resident within the community

has an impact on storm water pollution. The more buy-in from the community members, the better results will be seen.

**Action Steps:**

- Action 8.B.1: Within the City of Winchester limits, continue to use the established MS4 program.
- Action 8.B.2: Continue education on stormwater pollution prevention strategies for residents.
- Action 8.B.3: Ensure that all appropriate local stormwater ordinances during and post-construction are enforced.
- Action 8.B.4: Remediate areas affected by repeated flooding.



## Objective 8.C: Expand the availability of fire hydrants throughout the county.

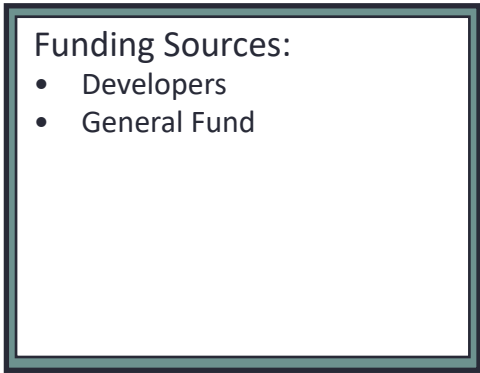
Currently, WMU and the surrounding water districts/water utilities have a network of flushing and fire hydrants throughout the county. As new developments or redevelopment occurs, the water utilities and the local fire jurisdictions should work together from the onset of the project to provide the appropriate fire service. Early coordination between the developer, water utility and fire jurisdiction can produce huge cost savings in the end. In addition, continual improvements should be made to the water systems throughout the county to maintain a high level of service to Clark County residents.

### Action Steps:

- Action 8.C.1: Coordinate with local fire jurisdictions to identify existing areas where the appropriate fire service level is not meet.
- Action 8.C.2: Require all new construction to comply with local, state, and federal fire protection code.
- Action 8.C.3: Model the system throughout the county to identify lines with pressures below the required fire protection pressures.



Existing Fire Hydrant





**INFRASTRUCTURE:** Promote the development of adequate infrastructure such as water, sewer, and high-speed internet.

**Objective 8.D:** Coordinate county-wide broadband expansion with service providers to increase availability throughout Clark County.

In today's ever advancing technological age, broadband telecommunication capability and internet speeds are ever increasing. The use of these technology differs throughout the county, from rural to urban residents and businesses. The demand continually rises for faster and better access among the residents. Winchester and Clark County should encourage providers to increase their services across the county.

**Action Steps:**

- Action 8.D.1: Continue promoting the extension of high-speed internet and phone infrastructure to all urban and rural residents within the county.



**Funding Sources:**

- United States Department of Agriculture – Community Connect Grant
- Infrastructure Revolving Loan Fund
- Private Service Providers









## Chapter 7:

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# Quality of Life

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In this section

- Introduction
- Defining Quality of Life
- Entertainment, Dining & Shopping Options
- Quality Housing Options
- Element Goals
- Objectives & Action Steps

# Introduction

This chapter focuses on the plan element, quality of life, which includes guidelines and recommendations for providing quality housing, entertainment, dining and shopping options for community members. The enhancement of these areas improves quality of life for the residents and is attractive to future residents and visitors.

## Defining Quality of Life

Quality of Life is common term interpreted differently depending on the context. Typically quality of life is defined as a standard of health, comfort, and happiness experienced by an individual or group. In the Winchester-Clark County Comprehensive Plan, quality of life is defined as having access to amenities such as dining options, shopping options, entertainment options and quality of housing options for all ages and all stages of life. Quality of life amenities can also include park facilities, recreational opportunities and health care institutions. These amenities are discussed in the previous chapters.

## Entertainment, Dining & Shopping Options

During the planning process many community members expressed the need for more “things to do,” which included more options of places to eat, to shop or to provide entertainment. These establishments are supported by a strong residential base, tourism, and other small business incentives offered by the community. The following guidelines promote the development of these establishments in Winchester and Clark County.

Small business strategies and incentives offered by Winchester and Clark County:

- Should coincide with enhancing options for these establishments.
- Should develop a champion such as the Winchester-Clark County Chamber of Commerce and core group of stakeholders to lead recruitment and development.
- Should assign a staff member to coordinate management and recruitment of the right mix of retail tenants.
- Should conduct a regional market study.
- Should ensure that proper utilities are in place, and the area is aesthetically pleasing.



# Quality Housing Options

The availability of housing options such as a range in prices, square footage, location and type of home (single-family, duplexes, assisted living, multi-family, etc.) was another common theme identified during the planning process in addition to ensuring that the living conditions were up to code for all residents. The following guidelines should be referenced to establish quality housing options in Winchester and Clark County.

Housing strategies for Winchester and Clark County include:

- Should develop a housing market study to determine the need for housing.
- Should identify appropriate areas for housing that provide necessary utilities and services.
- Should provide utilities and services in areas slated for residential development.
- Should allow higher-density and lower maintenance housing in Winchester for Young Professionals and Empty Nesters.
- Should utilize low-income housing tax credits to provide low-moderate income housing development.
- Should incentivise age-in-place housing.



# Element Goals

The following goals are related to the plan element Quality of Life.

4

QUALITY OF LIFE: Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

## PARTNERS

- Clark County Fiscal Court
- Winchester City Commission
- Department of Planning & Community Development
- Winchester Engineering Department & Public Works
- Kentucky Transportation Cabinet (KYTC)
- Clark County Public Schools (CCPS)
- Winchester First
- The Greater Clark Foundation
- Winchester-Clark County Chamber of Commerce
- Winchester-Clark County Industrial Authority
- Downtown Business Group
- Winchester-Clark County Tourism Commission
- Leeds Center for the Arts
- Clark County Public Library
- Clark County Community Services
- Daniel Boone National Forest
- Association of Churches
- Ladies Veterans Connect
- United Way of the Bluegrass
- National Endowment for the Arts (NEA)

# 6

**HOUSING:** Promote expanded residential development that provides additional housing options and improves existing substandard housing.

## PARTNERS

- Clark County Fiscal Court
- Winchester City Commission
- Department of Planning & Community Development
- Building Inspectors/Code Enforcement
- Clark County Public Schools (CCPS)
- Vacant and Abandoned Property Working Group
- Winchester First
- Association of Churches
- Ladies Veterans Connect
- Winchester Housing Authority
- Kentucky Realtors
- Bluegrass Realtors
- Kentucky Housing Corporation
- Habitat for Humanity
- Clark County Landlord Association
- Clark County Homeless Coalition
- Beacon of Hope Kentucky
- Housing Security Housing Group
- Human Services Committee
- Department of Housing and Urban Development (HUD)

# 9

**RECREATION:** Support the expanded availability to recreational facilities and programming for all ages.

## PARTNERS

- Clark County Fiscal Court
- Winchester City Commission
- Department of Planning & Community Development
- Winchester-Clark County Parks & Recreation
- Winchester-Clark County Tourism Commission
- Clark County Public Schools (CCPS)
- Kentucky Riverkeeper
- Kentucky River Authority
- Lower Howards Creek Watershed
- Clark County Activity Club
- Winchester Green
- The Greater Clark Foundation
- Youth Sports Organizations
- Upward 40391
- Americans with Disabilities Act (ADA)
- American Whitewater Association
- Western Kentucky University (WKU)
- Kentucky Department of Fish & Wildlife
- Kentucky Division of Water
- National Park Service

# Objectives & Action Steps

This section provides details regarding the objectives underneath each plan goal. In each objective, specific action steps are identified to achieve that objective. In addition, the objective champion, potential partners, other resources, timeframe for completion of the objective and potential funding sources are identified with the objective. These pages are intended to provide enough information for the identified champion and partners to initiate the action step and be successful.

## Objectives

- 4.A** Continue tourism marketing efforts promoting Winchester and Clark County and their proximity to regional destinations including Lexington, Louisville, Cincinnati, Red River Gorge, and the Daniel Boone National Forest.
- 4.B** Continue to attract new employers and employees to the community through a welcoming program that promotes the community as a great place to live.
- 4.C** Implement the Downtown Revitalization Master Plan.
- 4.D** Invest in streetscape and corridor beautification efforts throughout Winchester and Clark County.
- 4.E** Promote the development of new restaurants, retail shops, and entertainment options through tax and infrastructure incentives.
- 4.F** Support public arts groups and collaborate on ways to expand programs.
- 4.G** Support and collaborate with the public library and other organizations to expand access by all residents to programs and services offered.
- 4.H** Support the development and implementation of events, festivals, and programs for

- 6.A** Pursue Low Income Housing Tax Credits (LIHTC) for low to moderate income housing
- 6.B** Promote standards to ensure access to safe housing, with a focus on enforcement of existing building code ordinances.
- 6.C** Increase the number of income-based living options in the community, while balancing the property rights of landlords and investors.
- 6.D** Perform an ongoing market study for housing demand and explore the development of a committee to help implement action items to help housing needs.
- 6.E** Support and promote efforts to rehabilitate and replace substandard housing and explore opportunities to institute a land bank for vacant properties.
- 6.F** Promote the development of diverse living options downtown.
- 6.G** Identify appropriate areas for new single-family development.
- 6.H** Promote available residential properties for sale within Winchester and Clark County.

- 9.A** Develop an indoor and outdoor sporting complex and provide additional sports practice and competition fields that can serve all age groups and promote regional youth sports tournament.
- 9.B** Adequately maintain and renovate park facilities.
- 9.C** Support and implement recommendations in the Bloom Master Plan 2021 Parks Plan.
- 9.D** Continue to support the development of an indoor and outdoor pool, splash pads, and other youth activities within Clark County.
- 9.E** Explore the feasibility of creating a new “blueway” and associated connections along the rivers and streams in Clark County.



**QUALITY OF LIFE:** Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

**Objective 4.A:** Continue tourism marketing efforts promoting Winchester and Clark County and their proximity to regional destinations including Lexington, Louisville, Cincinnati, Red River Gorge, and the Daniel Boone National Forest.

Currently Winchester and Clark County have various natural and cultural attractions that are marketed through the Winchester-Clark County Tourism Commission. Destination promotion stimulates economic activity by improving opportunities for traditional business relocation, expansion and new start-ups to occur. This can also contribute to quality of life concerns and a resident's attitude to where they live. Focusing on key destinations and assets within the community, the Winchester-Clark County Tourism Commission should develop a marketing strategy to promote tourism specifically throughout Kentucky.

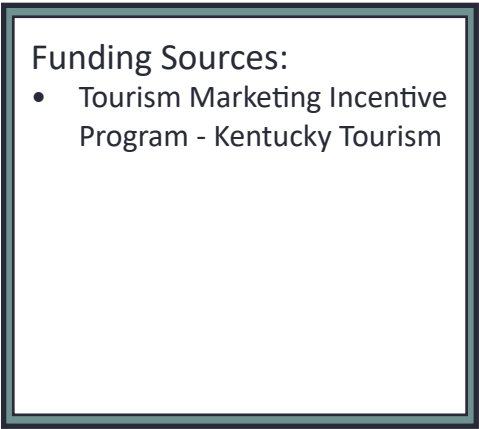
A marketing strategy will expand marketing efforts in a cost-effective and comprehensive manor to nearby Kentucky communities, increasing the effectiveness of expenditures towards advertising. A marketing strategy should clearly emphasize strengths and unique characteristics, be competitive, target specific markets and develop a method for evaluating performance. Through this process the tourism commission should align the strategy with current objectives and/or future plans or goals that enhance tourism overall. This strategy should be evaluated annually and revised to adjust with ever-changing conditions.



Website for Tourism

**Action Steps:**

- Action 4.A.1: Develop and implement a strategy to market the tourism destinations and attractions in Winchester and Clark County, and the county’s proximity to major tourism and recreational areas.



**QUALITY OF LIFE:** Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

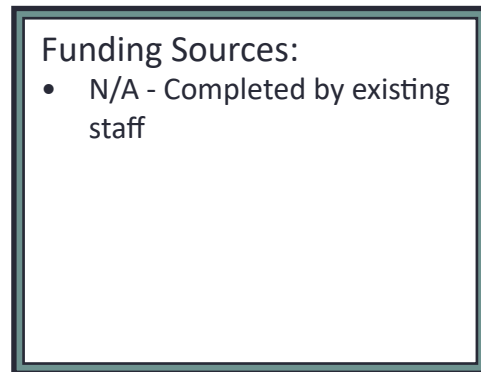
**Objective 4.B:** Continue to attract new employers and employees to the community through a welcoming program that promotes the community as a great place to live.

Employers look at a variety of factors when deciding a potential location for their company. A large contributing factor to determining a new location is the availability of workers with the skills their business requires. The higher the skill-set, the higher the wage the company will pay.

The community should develop a welcoming programing to promote Winchester and Clark County as a place that can attract high-skilled workers. This program should formally introduce business executives and employees to the community and focus on highlighting the quality of life amenities such as the local schools, destinations, community facilities, housing and other unique features of the community. For examples, other Chamber's formally introduce new members through a presentation that talk about member benefits and other resources in the community. This can be modified through the Winchester-Clark County Chamber of Commerce to establish a connection between businesses, resources and decision makers.

**Action Steps:**

- Action 4.B.1: Develop a program targeted at welcoming employees as new companies locate in Clark County; this would focus on promoting Clark County as an ideal place to live and could include relocation assistance through helping employees build connections between their families and the community.



**QUALITY OF LIFE:** Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

## Objective 4.C: Implement the Downtown Revitalization Master Plan.

Tactical urbanism pop-up initiatives are installations that are low-cost and have a high impact. These installations can be surface treatments that bring life to regulatory roadway markings such as crosswalks, curb extensions, bikeways, and mini-roundabouts. Other ideas include street furniture and landscaping elements or signage and alley activation. These spaces can also become public plazas or parks that allow programming such as exercise, games, art, and music. The purpose is to implement a short-term installation to advance long-term goals related to street safety, public space and more. These initiatives not only create engagement, they also promote the downtown as a destination.

The Beer Cheese Festival and Rock the Block Summer Concert Series are examples of successful events that regularly bring people to downtown. Strong events also play a role in marketing downtown as a destination.

To enhance Downtown Winchester as a destination, the community should utilize the Downtown Master Plan to expand existing events and employ tactical temporary pop-up initiatives in downtown. Together these items generate engagement within the downtown, creating a destination to go and explore.

### Action Steps:

- Action 4.C.1: Continue and expand existing events downtown as identified in the Downtown Master Plan to increase activity and reinforce downtown as a destination.
- Action 4.C.2: Utilize tactical urbanism/temporary pop-up initiatives to generate public interest and interaction and bring life to downtown spaces that coordinate with the Downtown Master Plan.





**Funding Sources:**

- Renaissance on Main - Renaissance Kentucky Program

**QUALITY OF LIFE:** Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

## Objective 4.D: Invest in streetscape and corridor beautification efforts throughout Winchester and Clark County.

Improvements in infrastructure and the aesthetic appeal identified in the Downtown Master Plan include landscape buffers, sidewalk and streetscape improvements, signage, and wayfinding, and enhanced accessibility. People are more likely to visit downtown longer if they feel safe and comfortable and enjoy the environment. Investing in the development of sidewalks, streetscape, utilities, and beautification efforts creates an environment where people want to be and where businesses will want to locate.

The City of Winchester should identify the need, cost, and impact of each of these improvements and begin to include them into capital improvement planning throughout the planning horizon. The support needed for these improvements can come from existing local budgets that are allocated for repair such as sidewalks or through grants offered through the state and other organizations.

Beautification efforts and streetscape improvements should extend beyond downtown Winchester. There are areas throughout Clark County where streetscape improvements would increase the visual appeal and reinforce the character of both Winchester and Clark County. These treatments will have different applications for downtown versus the city versus the rural county. For example, streetscape improvement in Winchester may include sidewalks, streetlights with banner arms, and other similar elements and it could

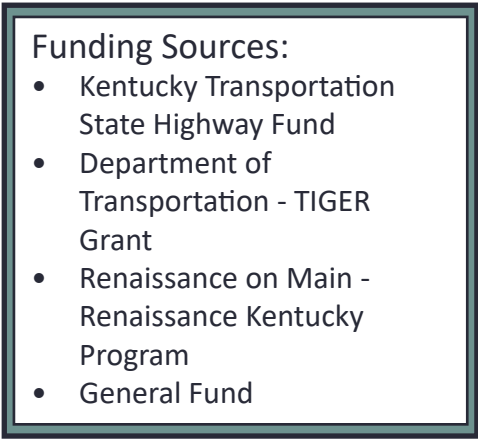


Existing Conditions of Downtown Winchester

include working with property owners to clean up their parcels along key rural corridors that serve as a gateway to the community.

**Action Steps:**

- Action 4.D.1: Implement the aesthetic and infrastructure improvements identified in the Downtown Master Plan.
- Action 4.D.2: Identify and prioritize key aesthetic and beautification projects that are needed in the city and county.



**QUALITY OF LIFE:** Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

### Objective 4.E: Promote the development of new restaurants, retail shops, and entertainment options through tax and infrastructure incentives.

Through various community engagement platforms, an overwhelming majority of citizens desired more options for dining, shopping and entertainment for all ages. Many citizens also stated that they usually travel outside of Clark County and Winchester to eat, shop or for entertainment purposes. Increasing the number of options for “things to do” in Clark County, increases sales and property tax revenue for the community, while also stimulating economic activity. Having these options promote the overall quality of life in Clark County is also attractive to existing and potential residents and businesses.

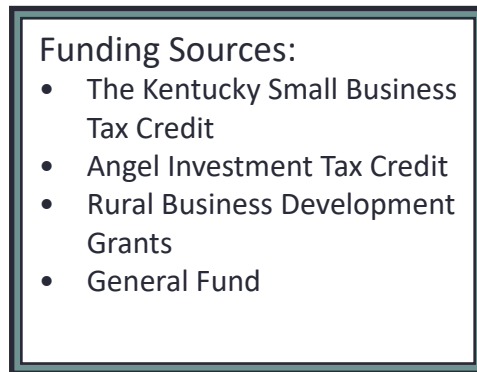
Clark County and the City of Winchester should conduct a regional market study to identify the demand, market absorption anticipated, and strategies to attract the desired businesses. Once this is identified, Clark County and Winchester can begin to adjust their tax structure and offer incentives that begin to attract small businesses that are also attractive to residents and visitors.

#### Action Steps:

- Action 4.E.1: Conduct a regional market study to identify the demand, market absorption anticipated, and strategies to attract these businesses.
- Action 4.E.2: Evaluate the effectiveness of the existing tax structure and incentives in attracting small businesses.



Restaurant and Shopping Examples





## 4

QUALITY OF LIFE: Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

## Objective 4.F: Support public arts groups and collaborate on ways to expand programs.

Public arts programs enrich communities and promote cultural diversity, creativity, and innovation. These programs can stimulate economic growth by attracting visitors and generating revenue for local businesses. Public art can also provide opportunities for community engagement and can foster a sense of belonging, community, and shared identity, and it can offer opportunities for learning and creative expression. Supporting public arts programs is central for promoting social, economic, and cultural development, and expanding these programs can help to ensure that more in the community can have access to the benefits art can provide.

### Action Steps:

- Action 4.F.1: Collaborate with public arts partners, including Leeds Center for the Arts, Clark County Public Schools, and Winchester First, to expand opportunities for public art and public art performances throughout the county.



**QUALITY OF LIFE:** Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

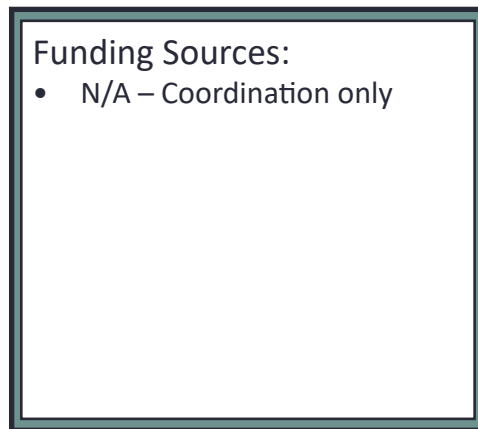
### Objective 4.G: Support and collaborate with the public library and other organizations to expand access by all residents to programs and services offered.

Public libraries and service organizations are great resources for communities. They provide a range of services and programs for everyone in Clark County. The Clark County Public Library offers a diverse catalog of programs that include story time for children, writing and gardening workshops, as well as arts classes and movie nights.

Clark County Community Services is the primary source for aid for families in crisis in Winchester and Clark County, and they work in conjunction with the United Way. In addition to offering food boxes, clothing vouchers, and housing assistance, they provide Life Skills training in the community. There are also a host of other organizations doing great work for the residents of Clark County to provide access to aid and training programs to all who want and need them.

#### **Action Steps:**

- Action 4.G.1: Develop an informal committee to act as a “clearinghouse” and coordinate available programs and services from the various organizations located in Clark County.



## 4

QUALITY OF LIFE: Increase marketing efforts, enhance tourism destinations, and expand access to quality of life amenities that attract visitors, residents, and businesses.

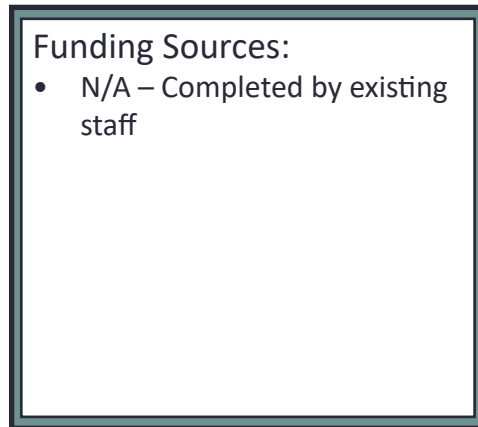
## Objective 4.H: Support the development and implementation of events, festivals, and programs for Winchester and Clark County.

While bricks and mortar projects are an important part of creating a vibrant and attractive downtown, the programming aspects of a downtown are equally important. Without activities that attract people to this destination, downtown will not ever be truly successful. Winchester First plans and supports multiple events, festivals and programs in Downtown Winchester each year that attract not only residents but visitors as well. The Downtown Master Plan identifies that Downtown Winchester would benefit from more signature open spaces and outdoor places to gather that would provide opportunities to relax, gather, eat, listen to music and watch the activity of downtown. The actions needed to implement this from the Downtown Master Plan should be supported as needed and as resources are available.

### Action Steps:

- Action 4.H.1: Work with Winchester First to support the development of signature open spaces and outdoor places to gather as identified in the Downtown Master Plan.





HOUSING: Promote expanded residential development that provides additional housing options and improves existing substandard housing.

## Objective 6.A: Pursue Low Income Housing Tax Credits (LIHTC) for low to moderate income housing.

The Low-Income Housing Tax Credit (LIHTC) program works through a subsidy mechanism. Investors buy income tax credits from qualified properties that have received state allocation, creating cash equity for owners that reduces the debt burden of constructing the housing units. In exchange, the owner of the qualified property agrees to rent a specific number of units to qualified tenants at specified rents, usually below market. The owner may choose one of the two occupancy restrictions:

- At least 20% of units occupied by households whose income is at or below 50% of Area Median Income (AMI).
- At least 40% of units occupied by households whose income is at or below 60% of Area Median Income (AMI).

More information regarding LIHTC can be found at: <https://nhlp.org/lihtcoverview>.

To increase the number of affordable housing units, the community should identify existing buildings or areas appropriate for the use of LIHTC and work towards increasing the awareness of these opportunity for developers who are familiar with the LIHTC process. Identified areas should be fully vetted to ensure that the cost to rehabilitate or construct housing units are feasible based on the LIHTC program.

### Action Steps:

- Action 6.A.1: Identify areas and existing structures that are most appropriate for LIHTC.



Funding Sources:

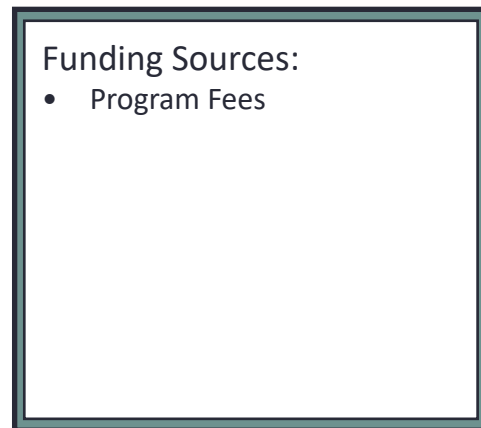
- Kentucky Housing Corporation - Housing Credit Program
- Private Investment

## Objective 6.B: Promote standards to ensure access to safe housing, with a focus on enforcement of existing building code ordinances.

Safe housing is important for safeguarding the health and safety of residents. Identifying the minimum standards for safe housing that impact health, safety, and welfare can reduce the disparities in housing safety that often disproportionately impact low income and marginalized communities. The standards should be focused on the functional living conditions that are needed rather than luxury items or amenities. They can be based on established guidelines, such as HUD's housing quality standards, that address things such as sanitary facilities, heating/cooling, safe structures, non-toxic building materials, and others. These standards can also support landlords by having a set of clear standards that could identify specific duties for landlords and tenants.

### **Action Steps:**

- Action 6.B.1: Adopt established minimum standards for safe rental housing.



**HOUSING:** Promote expanded residential development that provides additional housing options and improves existing substandard housing.

## Objective 6.C: Increase the number of income-based living options in the community, while balancing the property rights of landlords and investors.

Housing costs have continued to increase at a faster pace than the average income of residents. The number of renter-occupied dwelling in Winchester and Clark County has declined over the past decade while the median rents in both Clark County and Winchester have increased 18% and 25%, respectively, during the same time period. This, combined with a shortage of both renter and owner-occupied housing units, can create issues for residents to find housing within a community. Income-based housing options can help address the challenge of housing affordability by working with state and federal housing programs to provide housing that is considered affordable. Housing is typically considered affordable if the cost is 30% or less of the renter's income. This is a pressing issue of the increasing cost burden of housing, which disproportionately affects low-income families.

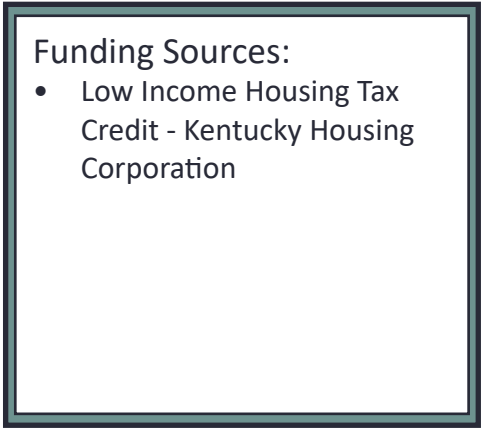
### Action Steps:

- Action 6.C.1: Identify the demand and appropriate areas for affordable housing and work with developers to develop affordable housing options throughout the county.



Existing Senior Housing - Rose Mary C. Brooks Place  
Source: [www.brooksplace.org](http://www.brooksplace.org)





## Objective 6.D: Perform an ongoing market study for housing demand and explore the development of a committee to help implement action items to help housing needs.

HUD's Economic and Market Analysis Division prepares Comprehensive Housing Market Analyses that assist and guide HUD in its operations. This information is used by builders, mortgagees, and others concerned with local housing conditions and trends. These reports accounts for changes in economic, demographic, and housing inventory characteristics during three-year periods. The most recent report was completed in 2021 and includes Clark, Bourbon, Fayette, Jessamine, Scott, and Woodford Counties. Between 2021 and 2024, HUD estimates that the housing demand will be 4,300 additional sales units and 2,425 rental unit throughout the six-county region. The community should reference this information to determine necessary housing demands for the region.

If desired, the community should consider hiring a consultant to prepare a more in-depth housing market analysis for Clark County. This information can be published online to attract housing developers to Clark County and Winchester.

### **Action Steps:**

- Action 6.D.1: Periodically complete a housing market study to determine the demand, gaps in housing, and future action steps; communicate the results of the market studies to the development community.
- Action 6.D.2: Develop a housing committee to regularly review housing and economic data to ensure action items are implemented.



## Objective 6.E: Support and promote efforts to rehabilitate and replace substandard housing and explore opportunities to institute a land bank for vacant properties.

Vacant and abandoned properties include homes that are unoccupied, contain substandard property conditions or multiple unpaid public and private liens that lead to neighborhood destabilization. The presence of the properties begins to negatively impact the economic, social and environmental health of both the overall community and neighborhood. In addition, occupied substandard properties also contribute to these issues, but require different methods for rehabilitation.

The community should first create an inventory of unsafe and abandoned structures within the entire county and acquire information on their occupancy, condition, code compliance and property liens. Based on the information, the community can then begin to legally employ tactics that either compel repair/demolition of properties, apply penalties, expedite tax sale process and/or appoint a receiver to repair or transfer the property. To acquire this information that community may need to create a Vacant and Abandoned Property Working Group that meets regularly, collects the data, tracks progress, etc.

The community should follow local ordinances pertaining to the determination of dangerous and structurally unsafe buildings and the enforcement of these properties. If properties are legally allowed to be demolished and/or purchased, the working group should take measure to remediate the property.

Other tools the community can utilize to assist in the demolition and reuse of unsafe structures include utilizing CDBG funding to eliminate blight, enforcing delinquent property tax, and creating a land banking program to transfer properties to responsible ownership. Land banks are public or private organizations who serve the local community and focus on affordable housing or community development. They can purchase, hold, and/or redevelop foreclosed or abandoned property in order to improve an area or help spur other redevelopment efforts.

### Action Steps:

- Action 6.E.1: Work with partners to acquire and rehabilitate or demolish unsafe structures.
- Action 6.E.2: Determine the feasibility of implementing a land bank (or similar organization) for Clark County.



Funding Sources:

- Kentucky Community Development Block Grants
- HOME Grants - HUD

**HOUSING:** Promote expanded residential development that provides additional housing options and improves existing substandard housing.

## Objective 6.F: Promote the development of diverse living options downtown.

Having a large, diverse population in downtown Winchester provides several benefits. Not only does it increase patronage to downtown businesses, it provides a walkable neighborhood for young professionals and seniors. Winchester should review the existing zoning ordinance and revise the ordinance to offer incentives to include residential housing units in downtown, including various housing types and densities. Incentives could include density bonuses or other types of variances. The types of incentives offered should coincide with market trends to ensure their use.

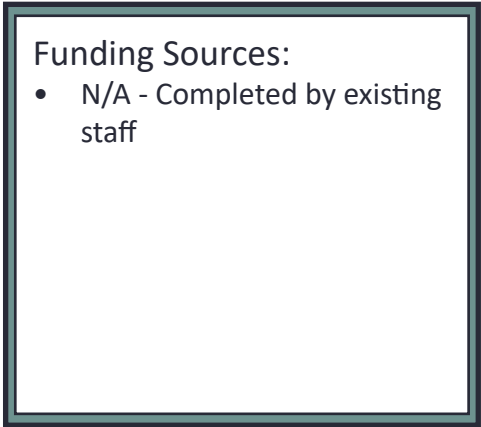
### Action Steps:

- Action 6.F.1: Provide incentives through the zoning ordinance for residences in Downtown.



Upper Floors of Downtown Buildings with Residential Potential





**HOUSING:** Promote expanded residential development that provides additional housing options and improves existing substandard housing.

## Objective 6.G: Identify appropriate areas for new single-family development.

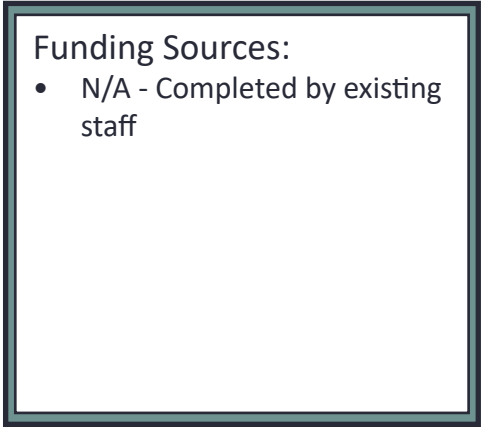
Utilizing the most recent information gathered from HUD's Economic and Market Analysis Division for the Lexington Region, the community should identify areas appropriate for the needed residential growth. Locations for new residential growth are identified in the Future Land Use Plan on pages 68-82. New single-family homes should be built according to the market, in areas defined by the Future Land Use Map and single-family residential location criteria. The community should develop residential areas within the Urban Planning Boundary prior to sprawling development into the rural area.

### Action Steps:

- Action 6.G.1: Based on the housing market study (Action 6.D.1) and areas for residential on the Future Land Use Map, prioritize areas for development through potential zoning, infrastructure, or other incentives and market these to the development community.



Single-Family Residential Development Examples

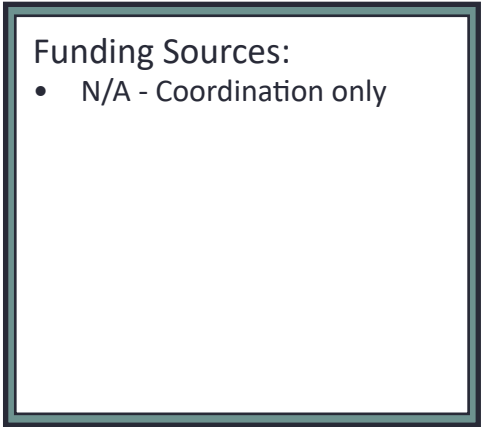


## Objective 6.H: Promote available residential properties for sale within Winchester and Clark County.

The city and county's websites are currently used as a tool to provide community information for residents and businesses as well as to market assets and points of attraction within the community for tourism. These websites can also be used as a tool to market the community as a great place to live. During the planning process, attracting and retaining new residents was a top priority linked to economic development and supporting small businesses that contribute to the quality of life. The Winchester and Clark County could help promote housing availability by providing a link on their websites that promotes homes for sale in Winchester and Clark County to create awareness and promotes places in the community to live. This link should also connect visitors any local realtor in Clark County or other local websites This information could also be paired with other community assets such as existing schools or facilities that incentivize future residents to move to Winchester and Clark County.

### **Action Steps:**

- Action 6.H.1: Work with the local realtors to provide a link on the city and county's websites to homes for sale in Winchester and Clark County.



## Objective 9.A: Develop an indoor and outdoor sporting complex and provide additional sports practice and competition fields that can serve all age groups and promote regional youth sports tournament.

Growth in youth sports organizations over recent decades has led to the development of several regional sports facilities across the state and nation. The development of these facilities have also led to a positive economic impact as tournaments often involve multiple games or matches over a weekend or period of 2-3 days. These tournaments typically attract people from a large geographic region. The economic impact related to these facilities are found in areas of consumer spending such as lodging, restaurants, groceries, and fuel. Developing an indoor and outdoor sporting complex for practice and competition can provide a local sports venue for community members as well as provide direct spending at local businesses.

The community should perform a feasibility study for an indoor and outdoor sporting venue that would be an appropriate and marketable mix. Included in this study should be the development of any additional infrastructure necessary to accommodate these facilities. In addition to providing the venue and necessary infrastructure, accommodations for nearby hotels, motels, and other amenities should also be considered. Lastly access, visibility and ongoing marketing of the venue should also be considered when contemplating the feasibility study and other recommendations for the sports complex build-out.

### Action Steps:

- Action 9.A.1: Conduct a feasibility study and economic impact analysis for a regional sports complex in Winchester/Clark County. This would identify existing regional sports complexes, potential sites or locations in Clark County, funding options, management options, and timelines for design and construction.





**Funding Sources:**

- Appalachian Regional Commission Grants
- General Fund

## Objective 9.B: Adequately maintain and renovate park facilities.

Adequate and manageable maintenance of all community park facilities require a consistent schedule and scope of park inspection and maintenance. The community should create a General Management Plan to include regular inspection and maintenance of all parks in Winchester and Clark County, including the types of staffing, required hours and when they are needed, and budgeted costs for maintenance.

As part of park maintenance, park facilities should be renovated to provide facilities that are in good condition and comply with local and national codes. Renovating the existing park facilities requires an in-depth inventory of existing parks and should be continued through the adoption of design standards. Renovations of any park facility should be coordinated with the Bloom Master Plan.

### Action Steps:

- Action 9.B.1: Develop a General Management Plan and county-wide maintenance standards for the parks of Winchester/Clark County, including park maintenance responsibilities.
- Action 9.B.2: Regularly observe park conditions and activities. Patrol parks where vandalism or other defacing of park features is evident and/or install lighting where necessary.
- Action 9.B.3: Identify park facility renovations that are needed to better accommodate current users and coordinate any renovations with the Bloom Master Plan.



**Funding Sources:**

- Land Water Conservation Fund
- Recreational Trails Fund
- Community Development Block Grants
- General Fund

## Objective 9.C: Support and implement recommendations in the Bloom Master Plan 2021 Parks Plan.

The Winchester-Clark County Parks & Recreation adopted the “Bloom: A Community Parks Plan” in 2021. The plan compiled recommendations for how the Parks & Recreation Department should increase access to parks and improve the quality of the parks currently in place. These recommendations range from short-term to long-term maintenance projects and also includes potential improvements to capital investments. Building off of this plan completed by the Parks & Recreation Department will allow all residents and visitors to enjoy public spaces in a safe, welcoming manner.

### Action Steps:

- Action 9.C.1: Implement the Parks & Recreation Department to complete recognized recommendations in the Bloom Master Plan.



Existing Parks (Lykins Park & Community Park)  
Source: [tourwinchester.com](http://tourwinchester.com)



**Funding Sources:**

- Land Water Conservation Fund
- Recreational Trails Fund
- Community Development Block Grants
- General Fund

## Objective 9.D: Continue to support the development of an indoor and outdoor pool, splash pads, and other youth activities within Clark County.

The community identified a need for more activities targeting youth during the planning process. In addition, part of the community engagement process included gathering input from students through a school assignment or activity. Elementary school students were asked to identify one thing they would build in the community and a water park was mentioned repeatedly. The lack of public swimming facilities and splash pads can be seen as a deficit in the county's park system since the closing of the pool in Community Park in 2010. Throughout the public engagement process, and through the creation of the Bloom 2021 Parks Master Plan, a common theme was that "water play" that includes a splash pad or a pool was one of the most desired recreation facilities.

### Action Step:

- Action 9.D.1: In conjunction with the Bloom Master Plan, identify and prioritize locations for new splash pads.
- Action 9.D.2: Determine the feasibility to construct and operate a new indoor pool and outdoor pool.



Splash Park Examples





## Objective 9.E: Explore the feasibility of creating a new “blueway” and associated connections along the rivers and streams in Clark County.

Blueways are marked routes on a navigable waterway (such as a river or stream) for recreational use. Blueways are primarily for non-motorized activities on the water (such as canoes and kayaks) and include amenities along the waterways for access as well as facilities for users to rest and stop. The development of blueways can benefit communities with increased economic and tourism opportunities, as well as education of the waterways and the natural environment. The Kentucky Department of Fish & Wildlife currently recognize over 35 blueways in Kentucky, including lock pool 10 of the Kentucky River along the southern border of Clark County and nearby waters such as Slate Creek and the Red River. Connecting to existing Kentucky Bluewater Trails in the area should be considered as part of a broader, regional effort to expand recreational opportunities throughout the region and the state.

### Action Step:

- Action 9.E.1: Identify potential blueways that could be developed in Clark County and identify the feasibility of implementing each route.



Funding Sources:

- General Fund
- CDBG Community Facilities Fund
- Land Water Conservation Fund
- Recreational Trails Fund

**Bluegrass**



Community & Technical College

**WINCHESTER - CLARK COUNTY CAMPUS**

KENTUCKY COMMUNITY & TECHNICAL COLLEGE SYSTEM





## Chapter 8:

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# Economic Development & Education

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In this section

- Introduction
- Educational Opportunity & Work Ready Graduates
- Large Employer Attraction & Retention
- Small Business Development
- Downtown Revitalization
- Agricultural Business Development
- Element Goals
- Objectives & Action Steps

# Introduction

This chapter focuses on two interconnected plan elements, economic development and education. During the planning process community members regularly brought up the need for high paying jobs, higher educational attainment, support for agricultural and small local businesses to improve the overall economy. These issues were also linked to advancing educational attainment and talent attraction. To address each of these issues, this chapter focused on a multi-faceted approach.

## Educational Opportunity & Work Ready Graduates

Educational attainment plays a key role in attracting high-paying jobs and raising the quality of life for residents. This section identifies guidelines for both secondary and post-secondary education opportunities. The following guidelines should be referenced for the development of educational programs within Winchester and Clark County.

Strategies for Winchester and Clark County regarding educational opportunities and work ready graduates include:

- Should expand the Bluegrass Community and Technical College (BCTC) to match targeted industry needs.
- Should continue to expand the existing 1+1 Program through BCTC.
- Should develop partnerships with employers to develop a job pipeline.
- Should promote BCTC throughout Clark County and to surrounding areas.



Example photos of educational attainment support and business development



# Employer Attraction & Retention

Large employer attraction is a key part of providing high paying jobs, while employer retention is key to creating a stable local economy. The following guidelines should be referenced for the development of large employer attraction and retention.

The following should be championed by the Winchester-Clark County Industrial Authority:

- Should secure large tracts of land that attract large employers (identified in the Future Land Use Map).
- Should provide adequate utilities, roadways, rail access, etc. that are attractive to employers.
- Should increase the skills of the current and future workforce.
- Should provide amenities that make Winchester and Clark County a place where people want to live.

## Small Business Development

Small business development is another focus of economic development in this chapter. Small businesses provide for the needs of local residents, visitors and other local businesses. They provide places to eat, shop, and entertainment options, in addition to providing necessary services. These businesses play a key role in obtaining a high quality of life. The following guidelines provide a direction for supporting small business development.

Strategies for Winchester & Clark County regarding small business development include:

- Should increase the availability of financial programs that offer capital for different stages of development (start-up, expansion and to remain competitive).
- Should manage technical assistance programs and track performance.
- Should effectively utilize and refer to the Kentucky Small Business Development Center.
- Should ensure that utilities and infrastructure are available in areas designated for commercial development.

## Downtown Revitalization

The Winchester Downtown Master Plan was adopted during this plan as a method to focus revitalization efforts for Downtown Winchester. This Comprehensive Plan merely references the downtown plan and does not overlap or contradict the strategies set forth in the Downtown Master Plan. The following guidelines offer a general direction for advancing the development of downtown Winchester to become vibrant and stable.

The following strategies should be championed by Main Street Winchester:

- Should reference the Downtown Revitalization Plan.
- Should utilize the Comprehensive Plan and Zoning Ordinance for proposed development downtown.

## Agricultural Business Development

Agriculture is a valued business in Winchester and Clark County. Through the preservation of agricultural land, and the support provided by the community to strengthen the existing agricultural businesses, the agricultural community can continue to thrive. The following guidelines and objectives listed later in this chapter aim at enhancing and supporting the development of agricultural businesses.

The following strategies should be championed by the Agricultural Extension Office:

- Should enforce multiple mechanisms for preservation.
- Should increase the minimum lot size for agricultural subdivision to discourage piano key development.
- Should promote the development of agricultural districts in Clark County as allowed by the Agricultural District Act of 1982.
- Should discourage the extension of sewer in outside of the urban growth boundary unless economically viable.
- Should allow agri-tourism/agritainment and diversification on existing agricultural land.
- Should continue to preserve water quality where ever possible.

# Element Goals

The following goals are related to the plan element Education & Economic Development.

## 5

**WORKFORCE DEVELOPMENT:** Support, promote, and increase access to high-quality educational resources for everyone to produce a skilled workforce and attract high-paying jobs.

## PARTNERS

- Clark County Fiscal Court
- Winchester City Commission
- Department of Planning & Community Development
- Clark County Public Schools (CCPS)
- BCTC
- Clark Family Resource Center
- Ladies Veterans Connect
- Human Services Committee
- Clark County School Board
- Winchester-Clark County Chamber of Commerce
- Winchester-Clark County Industrial Authority
- Winchester HR Association
- Clark County Area Technology Center
- United Way of the Bluegrass
- Clark County Community Services
- The Greater Clark Foundation
- Kentucky Chamber of Commerce
- Clark County Public Library
- Bluegrass State Skills Corporation Skills Training Investment Credit
- Bluegrass State Skills Corporation Grant Reimbursement Program

**PARTNERS**

- Clark County Fiscal Court
- Winchester City Commission
- Department of Planning & Community Development
- Clark County Extension Office
- Kentucky Farm Bureau
- Kentucky Cattleman's Association
- Clark County Fair Board
- Clark Coalition
- Winchester-Clark County Farmer's Market
- Winchester-Clark County Tourism Commission
- Ag Advisory Committee
- Kentucky Agriculture Development Board
- The Greater Clark Foundation

# Objectives & Action Steps

This section provides details regarding the objectives underneath each plan goal. In each objective, specific action steps are identified to achieved that objective. In addition, the objective champion, potential partners, other resources, timeframe for completion of the objective and potential funding sources are identified with the objective. These pages are intended to provide enough information for the identified champion and partners to initiate the action step and be successful.

## Objectives

- 5.A** Support the expansion of the Bluegrass Technical and Community College (BCTC) to provide and expand education opportunities in the technology, healthcare, and other high-wage, high-demand fields
- 5.B** Continue mentorship programs that facilitate a relationship between school students or young adults to existing apprenticeships, co-ops, and job opportunities.
- 5.C** Engage the Industrial Authority and BCTC to assist in the development of educational programs through the high school that support career-ready and college-ready skills.
- 5.D** Attract and retain quality teachers by evaluating and increasing salaries.
- 5.E** Continue to effectively manage existing corporate partnerships in Winchester and Clark County to support their local expansion.
- 5.F** Support area non-profits and organizations in expanding Life Skills training opportunities in Clark County.
- 5.G** Encourage and support the increase of child care options for the workforce in Clark County.
  
- 10.A** Support the use of incentives that increase the viability of local agricultural businesses.
- 10.B** Promote the development of agricultural businesses in Winchester and Clark County, such as local, value-added product streams, at appropriate locations.
- 10.C** Define and allow appropriate agri-tourism businesses through the zoning ordinance.
- 10.D** Encourage involvement in the agriculture industry.

Support and promote high-quality educational resources which produce a skilled workforce and attract high-paying jobs.

## Objective 5.A: Support the expansion of the Bluegrass Technical and Community College (BCTC) to provide and expand education opportunities in the technology, healthcare, and other high-wage, high-demand fields.

Currently, the Bluegrass Community and Technical College (BCTC) located in Winchester offers associates in art and science for programs such as Business Management and Marketing, Homeland Security and Emergency Management, Interdisciplinary Early Childhood Education, Medicaid Nurse Aid, Office Systems Technology, and Medical Information Systems. This educational institution offers a variety of degrees and programs in manufacturing and trade, health and natural sciences, humanities, nursing, mathematics and statistics, business, and communication industries.

To gather information regarding the need for additional educational programs, the community should work together with BCTC to identify needs and provide the necessary resources for these programs. As market forces and changes have happened over time, the focus of four-year degrees has shifted to high-wage, high-demand fields, such as healthcare, advanced manufacturing, and computer-based programs. By providing opportunities in non-traditional education fields, a broader section of the community has the opportunity to receive the training necessary to advance in growing career fields. As manufacturing becomes more technical and specialized, the ability to provide hands-on training is necessary to keep up with market trends; it is essential to utilize every option available.

### Action Steps:

- Action 5.A.1: Identify educational programs that fit the needs of targeted industries.
- Action 5.A.2: Work with BCTC to develop the capacity to expand educational and training programs.





Funding Sources:

- Appalachian Regional Commission (ARC) Grants

Support and promote high-quality educational resources which produce a skilled workforce and attract high-paying jobs.

## Objective 5.B: Continue mentorship programs that facilitate a relationship between school students or young adults to existing apprenticeships, co-ops, and job opportunities.

Mentorship programs establish a connection between existing employers and students within the community. As youth graduate from high school and college, many face the decision to move away from Winchester or Clark County. Facilitation of a mentorship program that establishes connections in the community, not only advance their learning and understanding of their interested field of work, but help link youth to existing job opportunities in the community. Other programs, such as apprenticeships and co-ops, can also foster these connections and also provide valuable skills and training are. These programs provide hands on experience and can provide an advantage in the workforce upon completion of their studies.

Clark County Public Schools and the Bluegrass Community and Technical College should work together with existing businesses and organizations to develop a formal mentorship process between existing employers and students. In addition to mentorship programs, robust programs for apprenticeships and co-ops should be developed to provide on-the-job training for students to be career or college ready upon completion. These programs can be a simple pairing of interested students and existing businesses that create a line of communication and forum to participate and learn about the mentor's job.

### Action Steps:

- Action 5.B.1: Create a formal process that facilitates communication between high school students and local businesses in order to expand access to programs for apprenticeships and co-ops to ultimately support local job opportunities.
- Action 5.B.2: Adjust the mentorship program based on feedback from high school students and employers.



Funding Sources:

- N/A - Coordination only

Support and promote high-quality educational resources which produce a skilled workforce and attract high-paying jobs.

**Objective 5.C: Engage the Industrial Authority and BCTC to assist in the development of educational programs through the high school that support career-ready and college-ready skills.**

College and Career Readiness is defined as having the skill-set or knowledge to be able to succeed in either college or your career. This skill-set includes proficiency in reading, writing, math and science, in addition to having values, beliefs, attitudes, social and cultural awareness that prepare you for a professional setting. Foundational skills such as critical thinking and reasoning, emotional intelligence, time management, collaboration and teamwork, self-awareness, self-management, etc. are all skills learned for college and career readiness.

Clark County Public Schools, in partnership with BCTC and the Industrial Authority, should continue to work towards expanding educational programs that are focused on providing equitable college and career readiness to ensure the success of all of Clark County's and Winchester's youth. This ensures a strong future workforce for the community and also becomes an attraction for families. In addition to expanding these educational programs the community should work together to improve the use of new technology integrated into the classroom.

**Action Steps:**

- Action 5.C.1: Expand the existing career-ready or college-ready programs to best fit the needs for all children while focusing on providing access to all children.



Funding Sources:

- Appalachian Regional Commission (ARC) Grants

Support and promote high-quality educational resources which produce a skilled workforce and attract high-paying jobs.

## Objective 5.D: Attract and retain quality teachers by evaluating and increasing salaries.

Having a strong education system is tied to several factors including the quality of educators. During the public engagement process, education was valued as a priority for the community. Community members also identified an issue with being able to keep good teachers in the school system. To attract and retain talented teachers, the community should work together to identify methods that allow Clark County Public Schools to increase teacher salaries.

### Action Steps:

- Action 5.D.1: Work with the school district and state officials to increase teacher salaries.



GRC Graduation

Source: Clark County Public Schools





**Funding Sources:**

- Teacher and School Leader Incentive Program - U.S. Department of Education
- NEA Foundation Learning and Leadership Grants
- Appalachian Regional Commission Grants

Support and promote high-quality educational resources which produce a skilled workforce and attract high-paying jobs.

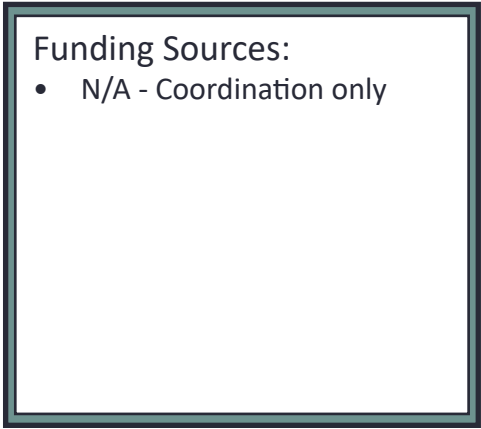
## Objective 5.E: Continue to effectively manage existing corporate partnerships in Winchester and Clark County to support their local expansion.

Feedback based on economic development and the ability to attract and retain industries and businesses included a variety of factors that contributed to or took away from these successes in Clark County and Winchester. Community input gathered during the planning process identified a need for building and maintaining a positive relationship with large and small companies in the community.

To ensure that industries and businesses are retained in Winchester and Clark County, the community should continue to work with partners to create a program that manages corporate partnerships. The purpose of this program is to provide a line of communication between businesses and decision makers in the community so that issues or opportunities can be addressed. Another stakeholder that could contribute to this relationship are residents of Clark County to ensure that employees needs are also met. This program can produce a productive relationship and a good business climate that promotes the economic success of businesses within Clark County and Winchester.

### Action Steps:

- Action 5.E.1: Identify new and existing corporate partnerships and create a process for managing relationships, improving communication between the companies and government, and reporting progress.



## Objective 5.F: Support area non-profits and organizations in expanding Life Skills training opportunities in Clark County.

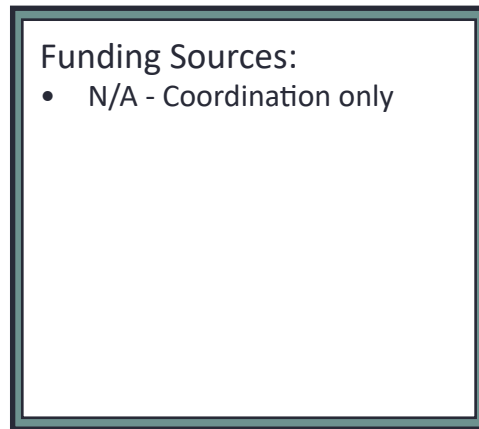
Winchester and Clark County are fortunate to be supported by many non-profits and organizations providing an array of services throughout the county. These organizations often understand the needs of the community, and they are able to craft their programs to better meet those needs. Non-profit and service organizations often provide services that local governments cannot effectively provide, thereby filling service gaps to ensure the needs of the community are met.

The Federal Communications Commission (FCC) designated 211 as a three digit number for information and referrals to social services and other assistance in 2000. Locally, the service is operated by the United Way of the Bluegrass. The service was set up for individuals looking for help meeting basic needs such as housing, food, transportation, and healthcare.

Life Skills programs can impart valuable skill sets for those that need them. These programs can teach the benefit of teamwork and can also provide valuable lessons on effectively dealing with the demands from everyday life. The World Bank recognizes the importance of these programs and their vision to develop participants' abilities and motivations. Local governments can build stronger partnerships with non-profit organizations by working collaboratively on community initiatives, such as expanding Life Skills training, to further strengthen the community as a whole.

### Action Steps:

- Action 5.F.1: Work with the Human Services Committee to collaborate on identifying and closing gaps in programs and services that are needed in Clark County.



Support and promote high-quality educational resources which produce a skilled workforce and attract high-paying jobs.

**Objective 5.G: Improve and increase accessibility to workforce development resources and activities in Clark County through partnerships between the Industrial Authority, local governments, and the development of a customized workforce training center.**

Partnerships between public and private organizations can be invaluable to communities, as they can help fill gaps and needs that arise. Additionally, input can be provided to decision makers about market trends, allowing decisions to be made to positively affect the current and future workforce. Developing a customized workforce training center could provide a multi-faceted approach. The training center could be completely customizable to provide specialized training opportunities for new industry in an environment that mirrors the job site, while at the same time offer educational opportunities through BCTC.

Partnerships between the Industrial Authority and local governments could development resources to further prepare the labor market for the needs of industry in the community.

**Action Steps:**

- Action 5.G.1: Coordinate with the Industrial Authority to assess the needs of existing businesses and how best to integrate these with course curricula to magnify the demand for a customized workforce training center.





Funding Sources:

- N/A - Coordination only

Support and promote high-quality educational resources which produce a skilled workforce and attract high-paying jobs.

## Objective 5.H: Encourage and support the increase of child care options for the workforce in Clark County.

According to Bureau of Labor Statistics (BLS), about 63% of families with children between six and 18 years of age in the United States had both parents employed in 2020. However, this drops to about 56% in families with children under six years of age. Most of these families require early care and education of some form, such as child care centers, preschools, family child care homes, or informal arrangements with relatives or neighbors, to care for their children while at work. Child care becomes a barrier to parents working, particularly mothers with children under six years old. The 2018 Child Care Aware of America report showed that families with young children in most regions of the US were spending more on child care than they were on housing, food, or healthcare.

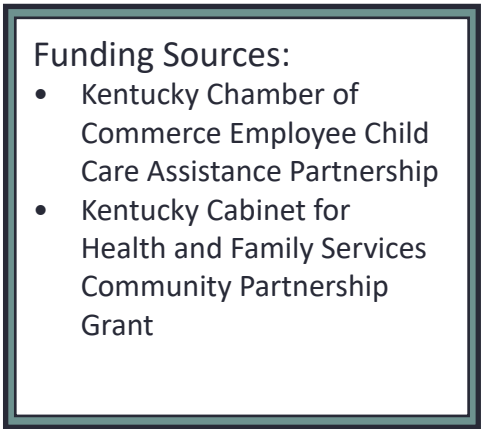
Promoting child care as a career and supporting existing providers will increase in the diversification of facilities and number of providers in the region. Aid can also be provided to parents and providers through financial programs, local zoning regulation review, and other governmental initiatives. Local and statewide support of expanding access to quality child care and early childhood education not only sets up children for success down the road, but it also benefits the local economy as new child care facilities create jobs for a community and allow parents to reenter or remain in the workforce. The Dolly Parton Imagination Library is a program that distributes high-quality, age-appropriate books directly to children. Programs like this can be invaluable assets to communities to instill a foundation of learning and a lifelong love of reading.

Providing new, quality child care facilities in Clark County is not a singular effort, but it must combine various forms of government and organizational support to be successful. From potential zoning considerations to identifying ways to raise wages and increasing the number of professionals in the industry, community leaders must consider all avenues when tackling the issue impacting many families in Clark County.

Clark County and Winchester should focus on these factors when supporting initiatives within the community. The efforts of local government, regional bodies, and community organizations should be aligned to increase the potential for success, as a lack of child care and early education options is an issue that is not limited to a single place within the county. Supporting initiatives geared towards expanding child care options will not only help families currently impacted, but it will lead to greater success in the county's youth.

**Action Steps:**

- Action 5.H.1: Continue a training and work experience program within high schools and BCTC for those interested in pursuing child care as a career and for entrepreneurs interested in starting a child care business.
- Action 5.H.2: Identify any local regulations, such as zoning, that restrict the growth of the child care industry (specifically in-home child care).



## Objective 10.A: Support the use of incentives that increase the viability of local agricultural businesses.

Tax incentives can play a role in the success of small and large farms in Clark County. Property tax options in the State are reduced for differential assessment if 10 acres or more is used for the production of crops, livestock, tobacco or timber, or any tract of five acres or more used from commercial aquaculture. To further enhance tax incentives, Clark County should consider the feasibility of providing additional property tax advantages for agricultural land uses if feasible.

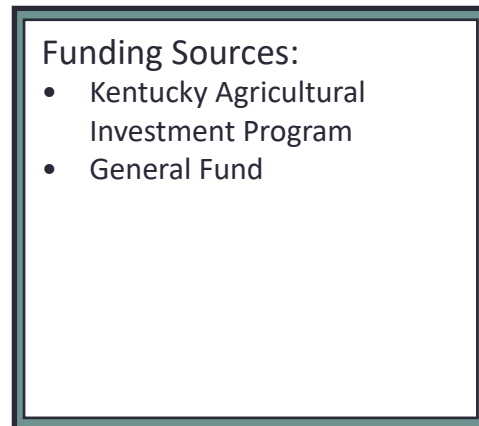
Kentucky passed the Agricultural District Act in 1982 to protect prime and other farmland within the state. Land enrolled in Kentucky's Agricultural District Program cannot be annexed or condemned without mitigation; it is also taxed at a agricultural rate. Participation is voluntary and a landowner may withdraw land at any time without penalty or without jeopardizing the status of the existing agricultural district. To better protect and promote the development of agriculture in Clark County, the community should promote participation in Kentucky's Agricultural District Program.

### Action Steps:

- Action 10.A.1: Evaluate the feasibility of different tax incentive packages that promote active farming for small and large farms.
- Action 10.A.2: Promote the development of agricultural districts as allowed by the Agricultural District of 1982.



Farm/Crop Examples



## Objective 10.B: Promote the development of agricultural businesses in Winchester and Clark County, such as local, value-added product streams, at appropriate locations.

Agricultural businesses form the core of Clark County's heritage and, to a large extent, the county's identity. These operations typically include multiple functions in order to take a raw agricultural product and prepare it to be sold. Value-added product streams consolidate these processes that might be done by separate companies or at separate locations. Examples of this could include turning fruits harvested on-site into jelly or jam or using producing cheese at a dairy farm. This type of mechanism may be deterred in Clark County and Winchester due to the existing zoning ordinances.

Allowing value-added product streams in agriculture-zoned districts may be a mechanism that Clark County and Winchester decide to utilize to stimulate economic success for agricultural businesses in the community. To do this, the community should review the existing zoning ordinance to see what barriers exist to vertical integration and revise the ordinance to allow it if feasible.

### Action Steps:

- Action 10.B.1: Evaluate the agricultural district in the zoning ordinance to determine if value-added product streams for agricultural uses is allowed; update the agricultural district to allow diversification as necessary.





**Funding Sources:**

- N/A - Completed by existing staff

Promote the development of agricultural businesses in Winchester & Clark County, including the farmer's market.

## Objective 10.C: Define and allow appropriate agri-tourism businesses through the zoning ordinance.

Community members expressed a great need to allow and regulate agri-tourism uses in the community such as weddings, wineries, u-pick farms, etc. Having these types of uses in addition to producing agricultural products increase economic success for the agricultural business. The Clark County/City of Winchester Zoning Ordinance should be reviewed to allow certain agribusiness/agri-tourism activity as permitted uses within the agricultural zoning district, and set appropriate regulations for such identified uses. The Zoning Ordinance should continue to allow agribusiness/agri-tourism, and other agricultural related activity that are not specified as permitted uses to be reviewed by the appropriate legislated body (Board of Zoning Adjustments) as conditional uses in the agricultural zoning district.

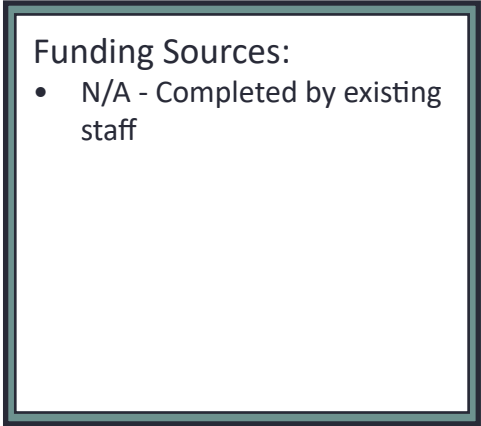
The community should also reference the land use plan outlined on pages 68-82, describing agricultural tourism uses. These criteria define what is appropriate and what is not appropriate for agricultural tourism uses in Clark County and Winchester.

### Action Steps:

- Action 10.C.1: Revise the agricultural district to define agri-tourism business and allow as a conditional use within this district.



Agri-Tourism Examples



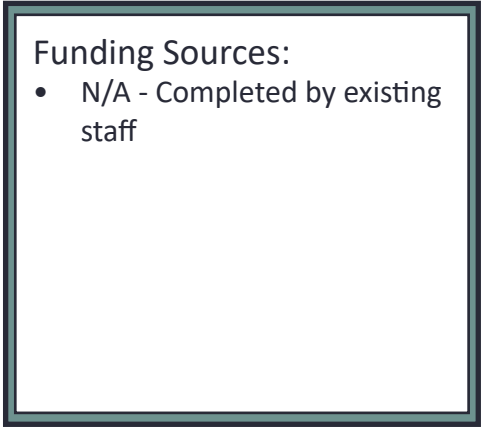
## Objective 10.D: Encourage involvement in the agriculture industry.

Large parts of Clark County depend on the agricultural industry and encouraging involvement in agriculture can boost the local economy and strengthen the identity and character of the community. Encouraging involvement can support local farmers and agri-businesses; it can also create employment opportunities and can also foster entrepreneurship as well as generate revenue for the county. Clark County is fortunate to have partnerships with local organizations that support the agricultural industry and efforts should be made to continue these endeavors.

Partners, such as the Farm Bureau and Agricultural Extension Office, offer programs to support current farmers but also encourage the next generation of farmers. These programs should be promoted with a focus on getting youth interested in the industry.

### Action Steps:

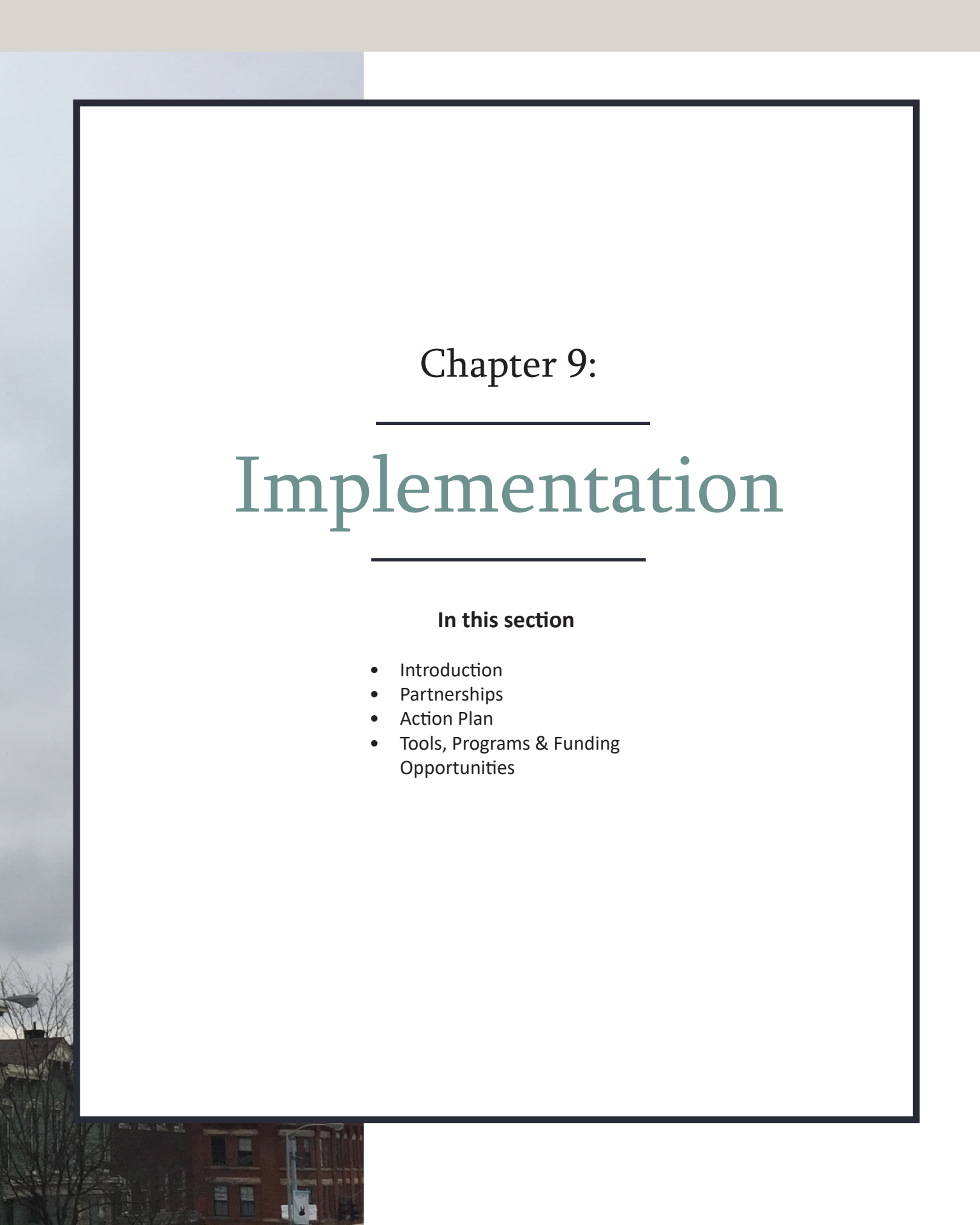
- Action 10.D.1: Support existing programs and cross-promote involvement opportunities to expand the interest within the agricultural industry.











## Chapter 9:

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# Implementation

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### **In this section**

- Introduction
- Partnerships
- Action Plan
- Tools, Programs & Funding Opportunities

# Introduction

The Winchester-Clark County Comprehensive Plan is not the end of the community's effort and marks the beginning of the next 20 years in the community. Now the community has defined a vision for the future, this chapter focuses on how to achieve that vision.

This chapter calls for the collaboration and commitment from several public and private organizations in addition to a strong and unified leadership. These partnerships will be necessary to reinforce decisions that support this plan. It is important that all involved parties are diligent about identifying and removing barriers to increase successes throughout the life of this plan.

## Partnerships

Creating the capacity to implement and sustain the development of this plan requires a foundation of strong partnerships locally, regionally and state-wide with public, private and not-for-profit organizations. Some of ideas presented in this plan are obtainable today, but others reach toward the long-term vision identified by community members. As part of any project, fiscal reality can control the outcome of the plan. Key partnerships within Winchester and Clark County must be created and nurtured to facilitate implementation of the plan, which can also translate into cost savings as agencies use their expertise and in-house knowledge to improve Winchester and Clark County.

The Winchester-Clark County Comprehensive Plan should not be viewed solely as a plan implemented by the City of Winchester and Clark County, but through collaboration and partnerships of both public and private entities locally, regionally and state-wide.

Potential partnerships for implementation have been identified at the beginning of each chapter. These partners have been identified for each goal, rather than for individual objectives, in order to maximize their impact during implementation.

# Maintaining the Plan

The Winchester-Clark County Comprehensive Plan is a flexible document meant to serve as a guide over the next 20 years, as well as through any unanticipated changes that may occur. The Advisory Committee created ten subcommittees, aligned with the main theme of each goal. The purpose of these subcommittees is to coordinate with the Department of Planning & Community Development, track progress on the goals and objectives throughout the year. Progress on the plan should be reported two times per year, and each subcommittee should put together a report that should be presented to the following governing bodies:

- Winchester-Clark County Planning Commission
- Winchester City Commission
- Clark County Fiscal Court

The review should include noted progress on action steps that have been completed or that are in progress. Action steps that have not been started should also be addressed through an explanation of why the action step has not had progress, and what the next steps moving forward towards completion should be for the upcoming year(s).

Every five years the plan should be revised due to unanticipated changes and to better reflect the current economic, social, and physical conditions. Updates to the plan should include public involvement, updates to future mapping, the removal of completed/irrelevant action items, the addition of new action items, and updated existing conditions information.

# Action Plan

The identified action plan timeline can be influenced by a variety of factors including economic conditions. If funding becomes available unexpectedly, action steps can be accelerated. Conditions that create barriers to success may delay other action steps. The action plan timeline and action steps identified within this plan should be evaluated annually and revised. This plan is intended to be flexible to respond to the ever-changing local needs and demands placed on Winchester and Clark County.

## Tools, Programs & Funding Opportunities

### Tools

#### **Angel Investment Tax Credit**

The Kentucky Angel Investment Tax Credit offers tax credits of up to 50 percent of an investment in Kentucky small businesses. Prior to investment, both the investor and small business must submit applications for certification. Each investment must be certified in advance as well. Refer to the Kentucky Angel Investment Tax Credit Fact Sheet for program details and qualifying criteria.

#### **Capital Improvement Planning**

A Capital Improvement Plan (CIP) is a system of documenting the capital investments that a city plans to make the short-term, often five years. A CIP identifies projects, timelines, estimated costs, and funding sources and is linked to a community's budgeting process. It is a means of planning ahead for capital improvements and ensuring implementation of specific projects by connecting them more closely to the budgeting process. Clark County and/or each community's CIP would include funding needed for any capital improvement the City is planning to invest in, regardless of which city department will be responsible for operating and maintaining a given investment.

#### **Kentucky Historic Preservation Tax Credit**

The Kentucky Heritage Council worked closely with the Governor's office and Preservation Kentucky, Inc. to rally preservationists across the state to ensure that the historic preservation tax credit provision of the Governor's 2005 JOBS for Kentucky Tax Modernization Bill was enacted. Only properties listed individually or as contributing to a district listed in the National Register of Historic Places are eligible.

### **The Kentucky Small Business Tax Credit (KSBTC)**

The KSBTC program is designed to encourage small business growth and job creation by providing a nonrefundable tax credit to eligible businesses hiring one or more eligible individuals and investing at least \$5,000 in qualifying equipment or technology. With certain exceptions, most for-profit businesses with 50 or fewer full-time employees are considered eligible for this program. The KSBTC program is limited to allocating a total of \$3 million in tax credits per state fiscal year.

### **Tax Abatement**

Tax abatement is a phase-in of property taxes and is intended to encourage development in areas that would not otherwise develop. Tax abatement is one of the tools widely used by municipal governments to attract new businesses to the community, or to encourage investment in new equipment or facilities that will improve the company while stabilizing the community's economy. Communities may develop procedures for abatement application and policies on the amount and length of the abatement that will be approved and procedures to ensure compliance with the terms of the statement of benefits.

### **Tax Increment Financing (TIF)**

Tax increment finance is a tool for municipalities and counties to designate targeted areas for redevelopment or economic development through a local redevelopment commission. Those redevelopment or economic development areas can then be designated as allocation areas which trigger the TIF tool. When TIF is triggered, the property taxes generated from new construction in the area are set aside and reinvested in the area to promote development, rather than going to the normal taxing units (governments, schools, etc.). The taxing units do not lose revenue, they simply do not receive revenue from the additional assessed valuation that would not have occurred "but for" the reinvestment in the area through the TIF proceeds.

### **Zoning/Subdivision Control Ordinances**

Zoning and land use controls are the primary implementation tool for the comprehensive plan. Standards and regulations legislatively determine the location, quality, and quantity of new development, and are legally enforceable. Clark County's current zoning regulations allow for uses that are not consistent with this plan. It is recommended that the zoning regulations be updated to ensure contiguity between this plan and the City's regulatory document to facilitate the implementation of this plan.

## **Programs & Funding**

### **Appalachian Regional Commission (ARC)**

ARC award grants to projects that address one or more of the five goals identified by ARC in its 2016–2020 strategic plan and that can demonstrate measurable results. Typically, ARC project grants are awarded to state and local agencies and governmental entities (such as economic development authorities), local governing boards (such as county councils), and nonprofit organizations (such as schools and organizations that build low-cost housing). Eligible activities include business development and entrepreneurship, education and training, health care, physical infrastructure, leadership development and civic capacity and can be found at: <https://www.arc.gov/funding/ARCProjectGrants.asp>.

### **Area Development Funds**

In coordination with local Area Development Districts, DLG administers ADF funds for capital projects which contribute to community or industrial development. For more information please visit: <https://kydlgweb.ky.gov/Entities/addHome.cfm>.

### **Bluegrass State Skills Corporation Skills Training Investment Credit**

Provides credit against Kentucky income tax to existing businesses that sponsor occupational or skills upgrade training programs for the benefit of their employees.

### **Bluegrass State Skills Corporation Grant Reimbursement Program**

Provides matching grant funds for customized business and industry-specific training programs.

### **Brownfields Funding**

The Kentucky Brownfield Redevelopment Program offers education, assistance and funding for cleaning up environmentally hazardous sites for both local governments and private companies. An overview of the program can be found at: <http://dca.ky.gov/brownfields/Pages/default.aspx>.



Additionally, this program can assist with grant writing for multiple state and federal EPA grants. Funding and incentives are available for Assessment (Phase I and II), analysis of clean up alternatives, corrective action planning, corrective action implementation and redevelopment. Additional information on these state and federal grants, incentives and programs can be found at: <http://dca.ky.gov/brownfields/Pages/Funding%20For%20Brownfields.aspx>.

### **Community Development Block Grant (CDBG) Program**

The CDBG program is available to city and county governments for a variety of projects. The minimum grants are \$5,000 and maximum grant requests are \$100,000. Application deadlines typically occur in February. The CDBG program areas and descriptions are listed below. For more information, visit <http://www.dlg.ky.gov/grants/federal/cdbg.htm>.

**Community Projects:** Housing and Communities Branch: Funds may be used to address human service needs such as senior centers, crisis centers and facilities that provide services to low-income persons. Funds may also be used to revitalize downtown areas. The maximum program request is \$500,000.

**Economic Development:** Funds may be used to create or retain jobs, and provide for the training and human services that allow for professional advancement of low and moderate income persons. Additional goals are to provide training and provision of human services that allow for the professional advancement of low and moderate income persons.

**Housing:** The housing program works to fund projects designed to develop decent, safe, sanitary and affordable housing.

**Public Facilities:** Funds may be used for infrastructure needs that improve Kentucky's water and wastewater systems. The maximum program request is \$1,000,000 per community per year.

**Public Services:** Funds may be used, in the form of operational costs, to support existing and new Recovery Kentucky Substance Abuse Centers.

### **Conservation Innovation for America's Working Lands**

Conservation Innovation Grants (CIG) are competitive grants that drive public and private sector innovation in resource conservation. Authorized by the 2002 Farm Bill, CIG uses Environmental Quality Incentives Program (EQIP) funds to award competitive grants to non-federal governmental or nongovernmental organizations, American Indian Tribes, or individuals. Producers involved in CIG-funded projects must be EQIP eligible.

Through the NRCS CIG program, public and private grantees develop the tools, technologies, and strategies to support next-generation conservation efforts on working lands and develop market-based solutions to resource challenges. Grantees leverage the federal investment by at least matching it. The NRCS understands the importance of supporting historically under-served, new and beginning, and military veteran producers in farming and ranching because these producers are critical to the fabric of American agriculture and to our rural communities. Annually, approximately 10% of CIG funding is set aside to support these farmers and ranchers. CIG projects inspire creative problem-solving that boosts production on farms, ranches, and private forests - ultimately they improve water quality, soil health, and wildlife habitat.

#### **Infrastructure Revolving Loan Fund (Fund B)**

This revolving loan fund can be used to provide low interest loans for infrastructure projects that facilitate economic development. For more information, contact the Kentucky Infrastructure Authority.

#### **Kentucky Housing Corporation - Housing Credit Program**

The Low Income Housing Tax Credits Program (Housing Credits) was introduced as part of the Tax Reform Act of 1986 to promote the development of low-income rental housing through tax incentives. The program offers eligible property owners a ten-year tax credit for each unit created for low-income families. Each state receives allocations based on its population.

Eligible activities include new construction or substantial rehabilitation of at least \$20,000 per low-income unit or 20 percent of adjusted basis, whichever is greater. Projects that include acquisition and substantial rehabilitation of existing building(s) that were last placed in service or underwent a substantial rehabilitation no less than ten years prior to acquisition are also eligible for Housing Credits. Projects may consist of buildings on scattered sites.

Nonprofit and for-profit developers of affordable housing are eligible for Housing Credits. The credit may be obtained in one of two ways:

- Automatically, if the project will be financed with tax-exempt bonds; or
- Through an allocation by KHC from a competitive application process.

Housing Credits must be used for one or more rent-restricted units available for long-term, continuous rental use. Generally, at least 20 percent of the units in a project must be rented to tenants earning 50 percent or less of area median income or 40 percent of the units must be rented to tenants earning 60 percent or less of area median. Rents charged to tenants cannot exceed 30 percent of the income limit applicable to the unit size, less an allowance for tenant-paid utilities. Only the units rented to low-income persons in a building qualify for Housing Credit.

### **Kentucky Division of Water**

Funding through Section 319(h) of the Clean Water Act is provided to the Kentucky Non-point Source (NPS) Pollution Control Program from the U.S. Environmental Protection Agency (EPA). Funds can be used to pay for 60 percent of the total cost for each project; a 40 percent non-federal match is required.

The Kentucky NPS Pollution Control Program seeks projects to compete for funding. Grants are available for watershed-based plan development and implementation, protection of Special Use Waters with identified threats, as well as other non-point source pollution control projects to help mitigate or prevent runoff pollution. Priority consideration will be given to applications for watershed plan development and implementation in 303(d) listed streams and protection of threatened Special Use Waters.

### **Kentucky Agricultural Development Fund**

The Kentucky Agricultural Development Fund provides incentives for innovative proposals that increase net farm income, stimulates markets for Kentucky agricultural products, creates new ways to add value to Kentucky agricultural products, and explores new opportunities for Kentucky farmers. For more information visit the Governor's Office of Agricultural Policy's website, [agpolicy.ky.gov](http://agpolicy.ky.gov) or call (502) 564-4627.

### **Kentucky Agricultural Finance Corporation**

The Kentucky Agricultural Finance Corporation provides capital access for agricultural diversification and infrastructure projects. Participating Loan Programs Include: Agricultural Infrastructure, Beginning Farmer, Diversification through Entrepreneurship in

Agri-business and Large Animal Veterinary Programs. Direct Loan Programs include the Agricultural Process Loan Program and the Coordinated Value-Added Assistance Loan Program. For more information visit the Governor's Office of Agricultural Policy's KAFC website, [kafc.ky.gov](http://kafc.ky.gov) or contact Bill McCloskey at (502) 564-4627.

### **Kentucky Main Street Program**

Through the Kentucky Heritage Council and the Department for Local Government, the Kentucky Main Street Program strives to bring economic vitality to Kentucky's downtowns and assist communities with their revitalization efforts. The program is based on the four-point approach of the National Main Street Center, which is a division of the National Trust for Historic Preservation. The four components of the program are organization, promotion, design and economic restructuring. Various funds are available to certified Renaissance on Main Cities for projects such as real estate acquisition, facade improvements, new facility construction or streetscape improvements.

Kentucky Main Street has a small grant program that is eligible to established "Certified" Main Street Programs, with maximum grant awards of \$20,000. Grant funds within this program are reserved for capital projects that contribute to downtown revitalization and must fall into the following categories: real estate acquisition, facility renovation, streetscape enhancements, signage, façade/awning, market analysis and planning. A city may only submit one application per funding cycle. Typically, the annual application process begins in November and closes in December. More information is available at the Office of State Grants, <http://dlg.ky.gov/grants/stategrants/RenonMain.htm>, or the Kentucky Heritage Council's website, <http://heritage.ky.gov/mainstreet/>.

### **Kentucky Tourism - Tourism Marketing Incentive Program**

The Tourism Marketing Incentive Program provides financial assistance to the tourism industry. Funding is available to CVBs and tourist commissions across the state. \$2.5 million is available through the program for CVBs and tourism commissions to assist with their individual marketing efforts. Special projects eligible for reimbursement include: tourism publications, videos, CDs and DVDs, media advertisements, billboards and signage, brochure distribution services, consumer travel show expenses, group tour marketplace expenses, meeting/convention & sports marketing trade shows and expo expenses, media press kits, sponsorship of tourism trade shows and events, bid feed to assist in bringing events to the state, and web site design expenses. More information can be found at [http://www.kentuckytourism.com/industry/tourism\\_marketing\\_pncentive\\_program.aspx](http://www.kentuckytourism.com/industry/tourism_marketing_pncentive_program.aspx).

**Land and Water Conservation Fund (LWCF)**

LWCF federal grants can be used to protect important natural areas, acquire land for outdoor recreation and to develop or renovate public outdoor recreation facilities such as campgrounds, picnic areas, sports and playfields, swimming facilities, boating facilities, fishing facilities, trails, natural areas and passive parks. The minimum grant request is \$5,000 and the maximum request is \$75,000 with a local match requirement. Application deadlines are typically in March. For more information, visit <http://www.dlg.ky.gov/grants/federal/lwcf.htm>.

**NEA Foundation for the Improvement of Education**

The NEA Foundation for the Improvement of Education awards grants that support the professional development of public school teachers and faculty in public institutions of higher education. Grants may fund professional development experiences, such as summer institutes or action research, mentoring experiences or lesson study. Professional development must improve practice, curriculum and student achievement, and recipients must put professional leadership into practice by sharing what they learn with their colleagues. Grants cannot be used to fund a degree. For specific information, visit the NEA Foundation's application instructions page.

**National Endowment for the Arts (NEA) - Our Town Program**

Organizations may apply for creative placemaking projects that contribute to the livability of communities and through strategies that leverage arts, culture, and/or design toward achieving community goals. Our Town offers support for projects in two areas:

- Arts Engagement, Cultural Planning, and Design Projects that represent the distinct character and quality of their communities. These projects require a partnership between a nonprofit organization and a local government entity, with one of the partners being a cultural organization. Matching grants range from \$25,000 to \$200,000.
- Projects that Build Knowledge About Creative Placemaking. These projects are available to arts and design service organizations, and industry, policy, or university organizations that provide technical assistance to those doing place-based work. Matching grants range from \$25,000 to \$100,000.

### **National Fish and Wildlife Foundation - Five Star and Urban Water Restoration Program**

The Five Star and Urban Waters Restoration Program seeks to develop nation-wide-community stewardship of local natural resources, preserving these resources for future generations and enhancing habitat for local wildlife. Projects seek to address water quality issues in priority watersheds, such as erosion due to unstable streambanks, pollution from stormwater runoff, and degraded shorelines caused by development.

The program focuses on the stewardship and restoration of coastal, wetland and riparian ecosystems across the country. Its goal is to meet the conservation needs of important species and habitats, providing measurable and meaningful conservation and educational outcomes. The program requires the establishment and/or enhancement of diverse partnerships and an education/outreach component that will help shape and sustain behavior to achieve conservation goals.

### **Paula Nye Memorial Educational Grant (Bike Walk Kentucky)**

Bike Walk Kentucky is a Kentucky Bicycle and Bikeway Commission (KBBC) grant program that aims to inform, educate and promote awareness for all matters pertaining to bicycle and pedestrian safety. This program encourages the development of curriculum, training aids and/or educational programs or projects that directly relate to bicycle safety. The application deadline is typically in October. For more information, visit <http://www.bikewalk.ky.gov/>.

### **Private Funding For Bicycling**

Multiple private funding sources are available nationally that can be used as a match for federal funding. A small selection is listed below:

**Bike Belongs:** Funds up to \$10,000 for bicycle projects including bike paths. The goal of the organization is to put more people on bicycles more often by funding important and influential projects that leverage federal funding and building momentum for bicycling in communities across the US. For more information, visit <http://www.bikesbelong.org/grants>.

**Tourism Cares:** A vital part of the Tourism Cares mission is to distribute grants to worthy nonprofit, tax exempt, organizations for conservation, preservation, restoration, or education at tourism-related sites of exceptional cultural, historic, or natural significance around the world. Primary consideration is to grant funding to projects that are either: brick-and-mortar capital improvements that serve to conserve, preserve, or restore tourism-related sites of exceptional cultural, historic, or natural significance or programs that educate local host communities and the traveling public about the conservation, preservation, or restoration of tourism-related sites of exceptional cultural, historical, or natural significance. For more information, visit [www.tourismcares.org](http://www.tourismcares.org).



### **Recreational Trails Program (RTP)**

Under the MAP-21, the Recreational Trails Program (RTP) is continued at the current funding levels under the Transportation Alternatives Program. Funding for RTP is a set-aside from the TAP. However, the governor of each state may opt out of the RTP if it notifies the U.S. Department of Transportation Secretary not later than 30 days prior to apportionments being made for any fiscal year.

Source: American Society of Landscape Architects

### **Safe Routes To School (SRTS) Program**

Under MAP-21, a local match of 20% is required. Funding amounts are \$75,000 for non-infrastructure costs and \$250,000 for infrastructure costs. Children in kindergarten through 8th grade are the primary target for this program.

### **Transportation Alternatives (Formerly Enhancements):**

Under MAP-21, the Transportation Enhancements program is renamed Transportation Alternatives Program (TAP), with the current twelve eligible activities categories consolidated into six categories. The bill eliminates the bike/ped safety and education programs, transportation museums, and the acquisition of scenic and historic easements categories.

The six new eligible projects categories:

1. Continue bike/ped facilities and expand the definition of these projects.
2. Establish a category for safe routes for non-drivers, including children, older adults, and individuals with disabilities.
3. Retain conversion of abandoned railroad corridors for trails for pedestrians and bicyclists, or other non-motorized transportation users.
4. Retain the scenic byways category (However, the stand alone National Scenic Byways programs are completely eliminated).
5. Establish a community improvement category that includes:
  - Inventory control of outdoor advertising;
  - Historic preservation and rehabilitation of historic transportation facilities;
  - Vegetation management practices in transportation rights-of-way (formerly landscaping and scenic beautification);
  - Landscaping and scenic enhancement projects ARE eligible under TAP as part of the construction of any federal-aid highway project, including TAP-funded projects; but

- TAP funds cannot be used for landscaping and scenic enhancement as independent projects;
  - Under this vegetation management category, routine maintenance is NOT eligible as TAP activity except under the RTP: and
  - Archeological activities related to transportation projects.
6. Retain the environmental mitigation activities category:
- To address stormwater management control and water pollution prevention, and wetlands mitigation; and
  - To reduce vehicle-caused wildlife mortality.

### **U.S. Department of Agriculture**

USDA Rural Development forges partnerships with rural communities, funding projects that bring housing, community facilities, business guarantees, utilities and other services to rural America. USDA provides technical assistance and financial backing for rural businesses and cooperatives to create quality jobs in rural areas. Rural Development promotes the President's National Energy Policy and ultimately the nation's energy security by engaging the entrepreneurial spirit of rural America in the development of renewable energy and energy efficiency improvements. Rural Development works with low-income individuals, State, local and Indian tribal governments, as well as private and nonprofit organizations and user-owned cooperatives.

#### **Community Connect Grant**

This program helps fund broadband deployment into rural communities where it is not yet economically viable for private sector providers to deliver service. For more information on other programs administered by RUS Telecommunications please visit : <http://www.rd.usda.gov/programs-services/all-programs/telecom-programs>. Funding may be used for:

- The construction, acquisition, or leasing of facilities, spectrum, land or buildings used to deploy broadband service for:
- All residential and business customers located within the Proposed Funded Service Area (PFSA)
- All participating critical community facilities (such as public schools, fire stations, and public libraries)
- The cost of providing broadband service free of charge to the critical community facilities for 2 years
- Less than 10% of the grant amount or up to \$150,000 may be used for the improvement, expansion, construction or acquisition of a community center that provides online access to the public.

### **Community Facilities Direct Loan & Grant Program**

This program provides affordable funding to develop essential community facilities in rural areas. An essential community facility is defined as a facility that provides an essential service to the local community for the orderly development of the community in a primarily rural area, and does not include private, commercial or business undertakings. Examples of essential community facilities include:

- Health care facilities such as hospitals, medical clinics, dental clinics, nursing homes or assisted living facilities
- Public facilities such as town halls, courthouses, airport hangars or street improvements
- Community support services such as child care centers, community centers, fairgrounds or transitional housing
- Public safety services such as fire departments, police stations, prisons, police vehicles, fire trucks, public works vehicles or equipment
- Educational services such as museums, libraries or private schools
- Utility services such as telemedicine or distance learning equipment
- Local food systems such as community gardens, food pantries, community kitchens, food banks, food hubs or greenhouses

### **Farmers Market Promotion Program**

The purpose of the Farmers Market Promotion Program (FMPP) is to increase domestic consumption of, and access to, locally and regionally produced agricultural products, and to develop new market opportunities for farm and ranch operations serving local markets by developing, improving, expanding, and providing outreach, training, and technical assistance to, or assisting in the development, improvement, and expansion of, domestic farmers markets, roadside stands, community-supported agriculture programs, agritourism activities, and other direct producer-to-consumer market opportunities.

### **Local Food Promotion Program**

The Local Food Promotion Program (LFPP) offers grant funds with a 25% match to support the development and expansion of local and regional food business enterprises to increase domestic consumption of, and access to, locally and regionally produced agricultural products, and to develop new market opportunities for farm and ranch operations serving local markets. There are two types of project applications accepted under LFPP—planning grants and implementation grants. Applicants can apply for either but will receive only one type of grant in the same grant cycle.

LFPP Planning Grants are used in the planning stages of establishing or expanding a local and regional food business enterprise. Activities can include but are not limited to market research, feasibility studies, and business planning.

LFPP Implementation Grants are used to establish a new local and regional food business enterprise, or to improve or expand an existing local or regional food business enterprise. Activities can include but are not limited to training and technical assistance for the business enterprise and/or for producers working with the business enterprise; outreach and marketing to buyers and consumers; and non-construction infrastructure improvements to business enterprise facilities or information technology systems.

### **Rural Business Development Grants**

This program is a competitive grant designed to support targeted technical assistance, training and other activities leading to the development or expansion of small and emerging private businesses in rural areas which will employ 50 or fewer new employees and has less than \$1 million in gross revenue. Programmatic activities are separated into enterprise or opportunity type grant activities. Opportunity grants can be used for:

- Community economic development
- Technology-based economic development
- Feasibility studies and business plans
- Leadership and entrepreneur training
- Rural business incubators
- Long-term business strategic planning

**U.S. Department of Housing and Urban Development (HUD) - HOME Funds**

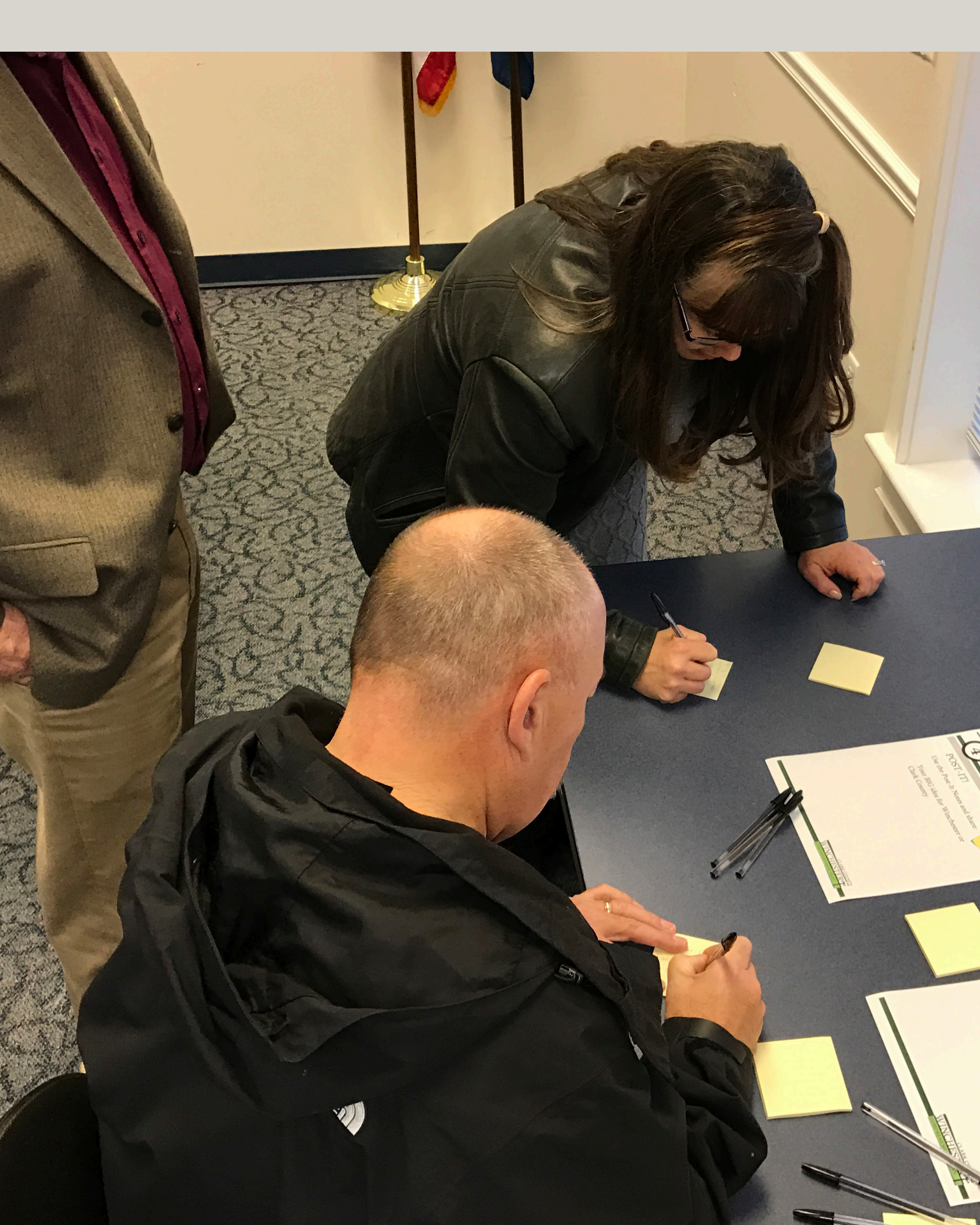
HOME Investment Partnerships Program (HOME) funds may be used to assist existing homeowners with the repair, rehabilitation, or reconstruction of owner-occupied units. Whenever HOME funds are used for rehabilitation activities, the work must be performed according to the Participating Jurisdiction (PJ)'s written rehabilitation standard and the unit must be brought up to the applicable state or local code. This means that PJs may not undertake some forms of special purpose homeowner repair programs, such as: weatherization programs; emergency repairs programs; or handicapped accessibility programs.

To be eligible for HOME funds, the homeowner must be low-income and occupy the property as a principal residence. Additionally, the value of the HOME-assisted property after rehabilitation must not exceed 95 percent of the median purchase price for the area. For more information on Homeowner Rehabilitation, see 24 CFR 92.254(b)(1) and (2).

**U.S. Department of Education - Teacher and School Leader Incentive Program Grant Competition**

The U.S. Department of Education is pleased to announce the launch of the FY 2017 Teacher and School Leader (TSL) Incentive Program competition. The TSL program builds on the former Teacher Incentive Fund (TIF) program and promotes performance-based compensation and comprehensive human capital management systems for teachers, principals, and other school leaders. For general information about this program and competition, information about the pre-application webinar, and information on how to apply, visit the TSL grant program page.









## Chapter 10:

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# Public Involvement

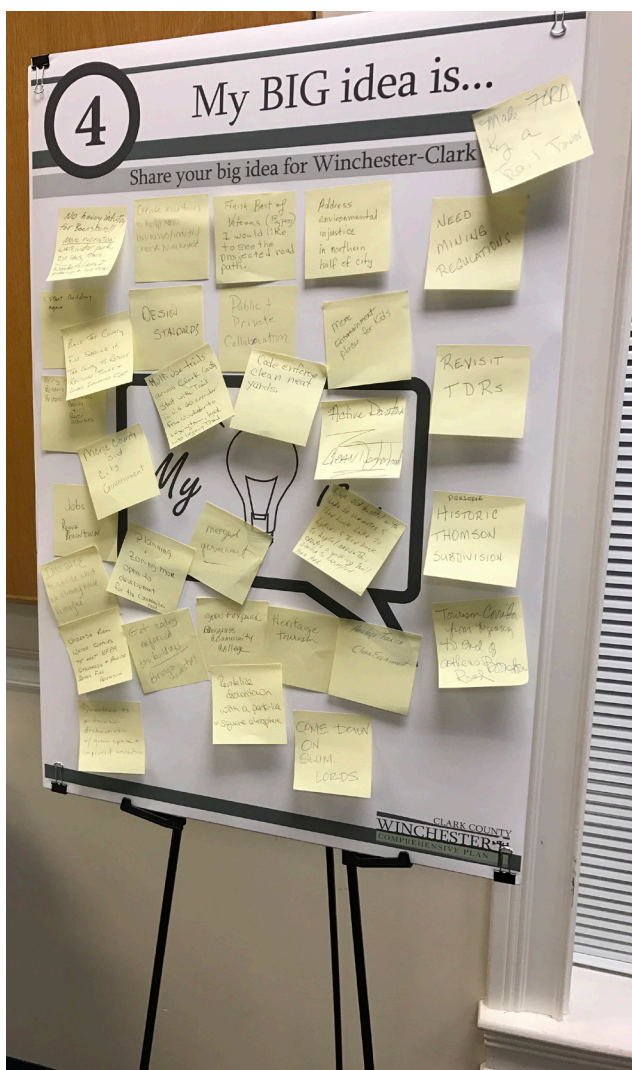
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In this section

- Introduction
- 2017 Engagement Activities
- 2023 Engagement Activities

# Introduction

Public involvement is key in the development of any comprehensive plan. During the planning process in both 2017 and 2023 for the Winchester-Clark County Comprehensive Plan there were several public engagement opportunities that allowed the community to participate and provide feedback. Input received during the community engagement process helped to shape the entire comprehensive plan. Not only is public involvement important to gather ideas and input for the plan's direction, but it is also important for community support and buy-in as these ideas come to fruition. The following information outlines the various public engagement opportunities and summarizes the input received at these forums.



Public Engagement Photos: Public Visioning Workshop and Advisory Committee Meeting #1

# 2017 Engagement Activities

## Advisory Committee

The Advisory Committee represented a cross-section of the community and was formed to guide the comprehensive planning process. They served as liaisons between the community, the consultant, and staff during the planning process. The Advisory Committee met four times during the planning process. The following information provides a summary of each meeting. Detailed meeting minutes are recorded with the Planning and Community Development office.

### ■ Advisory Committee Meeting #1 - January 9, 2017

The Advisory Committee met from 6:00-8:00 pm at the Clark County Agricultural Extension Office. During this meeting the group reviewed the project schedule and process, existing conditions analysis and participated in various exercises. They identified assets, issues and partners in community services, sewer/water infrastructure, transportation, local government, land use, tourism, natural resources, parks and recreation, historic preservation, housing and rural development. The group also identified assets in the community and shared their big idea.

### ■ Advisory Committee Meeting #2 - March 20, 2017

The Advisory Committee meet from 6:00-8:00 pm at the Clark County Agricultural Extension Office. The committee reviewed the draft vision and goals for the plan and provided feedback that led to revisions in the vision and goals for the plan prior to the public workshops.

### ■ Advisory Committee Meeting #3 - April 24, 2017

The Advisory Committee met from 6:00-8:00 pm at the Clark County Fire Department. The committee review guidelines for each plan elements and mapping such as the Future Land Use Map. The committee provided feedback and discussion regarding these guidelines which led to revisions in the guidelines and objectives prior to the public workshops.

### ■ Advisory Committee Meeting #4 - July 10, 2017

The Advisory Committee met from 6:00-8:00 pm at the Clark County Agricultural Extension Office. The committee reviewed and discussed the draft comprehensive plan. This discussion led to revisions for the adoption draft of the Winchester-Clark County Comprehensive Plan.

## Focus Groups

Five focus group meetings were held during the planning process for approximately one hour each. These focus group meetings were mostly organic discussions regarding issues or ideas their group was most particularly concerned with or had the most knowledge. A few formal questions were asked initially to generate discussion. Detailed meeting minutes can be found on the plan's website (WinClarkPlan.com) or at the Planning and Community Development office. The following groups participated in the focus group meetings.

### ■ **Winchester-Clark County Industrial Authority**

The industrial authority oversees the development and expansion of the existing Industrial Park and serves as the liaison to attract industrial companies. The following information outlines action items or goals identified by this group.

- Provide large tracts of land near existing industrial park
- Attract high paying jobs
- Increase retail/things for people to do
- Subdivision/residential development
- Provide an orientation service/improve marketing
- Increase the skills of the current/future workforce

### ■ **Association of Churches**

This group is a Ministerial association of churches in Winchester and Clark County whose mission is to grow together in unity and serve together in our community. The following information outlines action items and goals identified by the group.

- Improve connectivity by providing additional trails, sidewalks and bike lanes
- Improve accessibility for all community members to recreational activities
- Provide adequate affordable housing and resources for those in need
- Improve options for restaurants and shopping
- Review how the existing allocation of CDBG funds
- Provide additional parks and increase access to all community members
- Better manage corporate partnerships
- Provide additional on-site facilities at the High School and improve access

### ■ **Agricultural Advisory Council**

This group consisted of involved local farmers who are concerned with the protection of agricultural resources and development in Winchester and Clark County. The following information outlines action items or goals identified by this group.

- Preserve prime /good farmland
- Control residential development in clusters, on land that is not prime for farming
- Revise zoning to allow proper growth and development of crossroad communities (rural development), agritourism and improve the ability to farm
- Improve/widen road infrastructure and mowing for large farm equipment
- Promote agritourism by providing a hub to sell products
- Promote growth and development in the eastern portion of the county

### ■ **Clark County Family Resource Center**

The family resource center is a grant-funded program designed to help connect parents to community resources and help children be successful in school. The following information outlines action items or goals identified by this group.

- Gather additional volunteers for mentoring and tutoring
- Improve transportation options for after school activities for kids and parents in need
- Improve communication between existing businesses and schools to fill employment gaps
- Introduce alternative routes at a younger age for kids that are not college bound
- Provide consistent contact and relationship with industries and kids
- Offer activities and programs for kids around the ages 10-15 that are affordable
- Improve the number of available foster families
- Improve marketing of existing services & needs
- Improve kids exposure to books
- Improve existing Food Backpack program so that donations all flow through one source
- Provide summer camps or programs for 3-4 year olds

## ■ Development

This group was comprised of individuals who have been involved in the growth and development of Clark County and Winchester. The following information outlines action items or goals identified by this group.

- Improve the ability to enforce codes and ordinances
- Actively recruit businesses that provide restaurant, retail, and entertainment opportunities.
- Improve guidelines for crossroads communities (rural development) to be effective
- Create conditions that incentivize transfer of development rights
- Increase marketing of community assets
- Capitalize on community's natural features and increase recreational opportunities
- Allow and regulate agri-tourism
- Find creative ways to reduce costs for developers
- Increase educational attainment to attract high-paying jobs

## Public Workshops

The community held a total of four public workshops to gather input for the Winchester-Clark County Comprehensive Plan. The first two were held the week of January 23, 2017 to gather initial input and provide a visioning session to see where the community wanted to go in the future. The second round of public workshops were held during the week of May 8, 2017 to present the draft vision, goals and plan elements and acquire feedback on these items for the plan. Detailed outlines of the meetings can be found on the plan's website ([WinClarkPlan.com](http://WinClarkPlan.com)) or at the Planning and Community Development office.

### ■ Visioning Workshops - January 24, 2017 and January 26, 2017

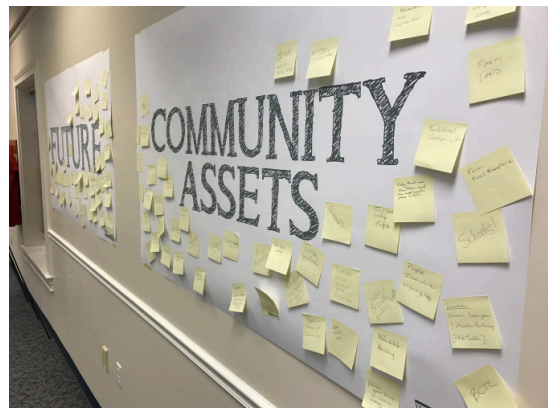
The first visioning workshop was held on January 24th from 5:00-7:00 pm at the Clark County Public Library. The second visioning workshop was held on January 26th from 5:00-7:00 pm at Hall's on the River. Both workshops were open house, where residents, business owners and other community members were invited to stop by for as little as 15 minutes to provide their input. At each meeting there were several stations for the attendees to participate in and over 100 people attended these meetings. The first station asked attendees to place post-it notes on the corresponding future, values and assets posters to illustrate what their dream for the future of Winchester-Clark County is, what community assets are most important to them, and what do they value most about their community. At the second station attendees were asked to place a post-it note to the big ideas board to illustrate their big idea for the future of Winchester-Clark County. The third station displayed a 100 square foot aerial map of the county and attendees were asked to place corresponding stickers to identify places they love the most, where they shop, where they live and where they work.



Any other ideas or comments were placed on post-it and placed on the corresponding station titled “Tell Us.”

The major themes identified during these workshops are as follows:

- Provide parks and recreational opportunities for all ages
- Enhance multi-modal connectivity throughout Clark County
- Revitalize downtown to include more dining, shopping and entertainment options
- Preserve and protect natural areas
- Preserve and protect agricultural areas
- Become a tourism destination for natural, historic and cultural areas
- Market the community to potential visitors and residents
- Provide diverse housing options for all ages and stages of life
- Increase the success of businesses by providing incentives
- Identify appropriate areas for industrial development and expansion
- Attract high-paying jobs
- Provide a balance between development and the preservations of agricultural and natural areas
- Preserve and promote history and historic areas
- Update and review the zoning ordinance and other development codes
- Invest in education and a skilled workforce
- Enforce property maintenance and increase compliance
- Have strong and transparent leadership
- Create public-private partnerships
- Merge City-County Government
- Provide high-quality public facilities
- Invest in infrastructure and service improvements



Public Engagement Photos: Public Visioning Workshop

## ■ Plan Element Workshops - May 9, 2017 and May 11, 2017

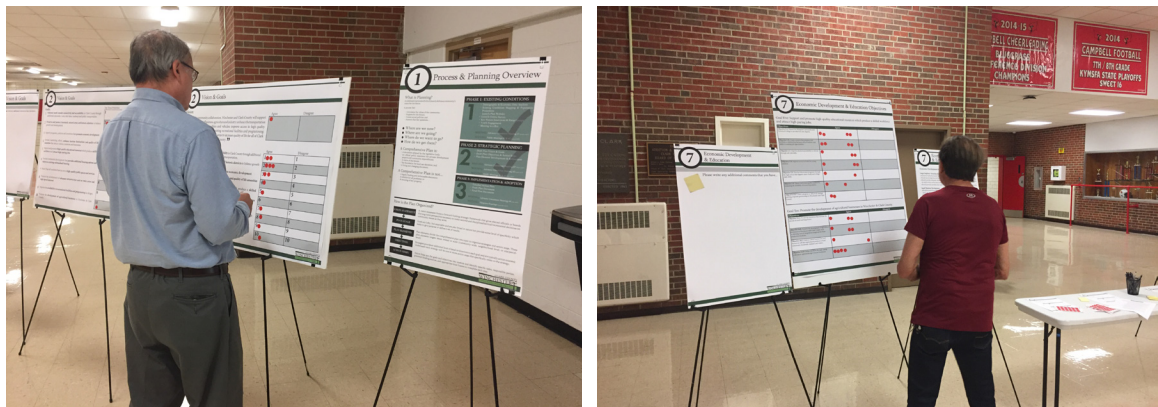
The first public open house was held on Tuesday, May 9th from 4:30-6:30 pm at Campbell Junior High School and the second open house was held on Thursday, May 11th from 4:30-6:30 pm at the Clark County Extension Office to discuss the vision, goals and objectives. These workshops were also open house formats where attendees could also participate for as little as 15 minutes. Approximately 20 people attended these meetings and more input was gathered from an additional 50 people through Meeting in a Box. Each station was divided by topic (Vision & Goals, Land Use, Transportation, Community Facilities & Utilities, Quality of Life, and Economic Development & Education). At each station the attendees were asked to review the vision & goals or plan element information and then state whether they agreed (with the vision, goal or plan element objective) or disagreed using sticker dots. At the station which presented the goals, the attendees were also asked to identify their top three priorities by using the sticker dots.

A summary of input gathered during these workshops are as follows:

- A majority of attendees agreed with the vision
- A majority of attendees agreed with the presented goals
- Attendees identified Goal 1, 2, 3, 5, & 10 as priorities
- Objectives mostly disagreed with Objective 1.G: Enhance public transportation options, including a potential trolley service

## Youth Engagement

To gather input and ideas from the youth of Winchester and Clark County, the engagement process included two school assignments that were facilitated by local teachers. One assignment was focused on elementary school students and the other assignment was focused on middle school students. Students in Kindergarten through 4th grade at Justice Elementary School participated in the elementary school assignment. Middle school students at Campbell Junior High School participated in the intermediate level assignment. Approximately 250 school students participated in these assignments.



Public Engagement Photos: Public Workshops: Round Two

Students in elementary school were given a half-sheet that asked the question, “What is one thing you would build in Winchester/Clark County?” Students were asked to either write their answer or draw their answer.

The following information outlines “One thing to build,” by each age group.

- Entertainment Options (Monkey Joes, Sky Zone, Bowling Alley, Lazer Tag, Aquarium, camp, Kids Zone, etc.)
- Retail/Restaurants (Toys-R-Us, Clothes/pet shop, Walmart, Restaurants, Mall)
- Recreational Options (Water Park, Park, Playground, Zoo)

The intermediate assignment included a choice between two topics: Creating a Connected Community and Balancing Growth & Preservation. They were tasked with researching their topic, listing the benefits of the topic for the community and how it promotes the primary goals of community planning (health, safety and welfare), interview their teachers, local officials or their parents, conduct of inventory of problems and solutions, and consider how to rally support for their plan. The project deliverable included an essay and poster illustrating their findings.

## Meetings In a Box

Meeting In a Box allowed exercises completed during the public workshops to be mobile and be completed by special interest groups at their convenience. There were two routes of Meetings In a Box, each performed after each round of public workshops. In the first round, the exercises included the identification of what their dream for the future is, community assets, what they value most about their community, their big idea for the future, places they love, places they shop, places they work, places they live, and any other additional comments they have. The second round asked attendees to state whether they agreed or disagreed with the vision, goals and objectives and also rank the priority of each goal.



Public Engagement Photos: Elementary School Assignment

The following groups participated in the first round of Meeting In a Box:

- African American Heart Health Class
- Agency for Substance Abuse Policy
- Chamber & Tourism Board
- Downtown Business Group
- Leadership Winchester
- Realtors

The following groups participated in the second round of Meeting in a Box:

- Greater Clark County Foundation
- Kiwanis Club
- Southwest Clark Neighborhood Association

These first round groups identified the following as their dream for the future or their big ideas:

- Thriving downtown
- More employment opportunities
- More recreational, shopping, dining and entertainment opportunities
- Activities for all ages
- Substance abuse control and treatment
- Strong education system
- Enforcing city codes
- Create a Youth Center or Community Center
- Assisted living/in-home care for seniors
- New route for trucks on 7th Street
- Safe walking/biking trails & trolley transportation
- More housing opportunities
- Community collaboration
- Increased tourism
- Incentives for small businesses
- Increase population
- Industrial growth
- Athletic complex for the community to use
- Reliable internet across the County

The groups identified the following assets and values for Winchester and Clark County:

- Good infrastructure
- Good jobs and sustainable businesses
- Strong downtown
- Quality education and healthcare
- History and historical aspects
- Green spaces
- Sense of community and small town feel
- Proximity to Lexington and surrounding counties

- Outdoor pool
- Nice and safe amenities
- Drug free community
- Agriculture
- Family
- Safety
- Relationship with local officials
- Library
- Engine House
- People
- Art
- Sidewalks
- Entertainment for all ages
- Museum

These second round groups identified the following goals as priorities:

- Goal 2: Preserve and protect farmland, natural areas and historic districts to balance growth and development.
- Goal 5: Support and promote high-quality educational resources which produce a skilled workforce and attract high-paying jobs.
- Goal 8: Promote the development of adequate infrastructure such as water, sewer and high-speed internet.

These second round groups disagreed with the following objectives:

- 1.G: Enhance public transportation options, including a potential trolley service.
- 3.G: Support the development of a municipal airport.
- 9.D: Support the reopening of the YMCA.
- 9.I: Evaluate the feasibility to develop a water park.
- 7.A: Enhance the existing tourism center with expanded facilities and services to create a “Welcome Center.”
- 7.B: Support the development of a community/event center downtown that provides meeting space and programming opportunities.
- 8.D: Improve flood control through a locks system.
- 10. A: Provide tax incentives that increase the success of small and large farms.



## Online Survey

In addition to providing an outlet for input through public workshops and meetings in a box, community members could also provide feedback initially through an online survey. The following information provides a highlight of feedback acquired through the online survey.

- Over half of survey respondents lived in Winchester, a large portion of the remaining respondents live in Clark County and a few people who did not live in the community replied to the survey as well.
- Almost 50% of survey respondents also work in Winchester and 30% of those worked in Lexington or outside of Clark County.
- Many respondents said they lived in Winchester and Clark County because of family, the small-town lifestyle and proximity to their job.
- Some of the most important issues identified in Winchester and Clark County included lack of high paying jobs, business growth and drugs.
- Some of the top strengths of Clark County identified is its location, small town atmosphere, the people and its natural beauty.
- Many respondents wanted to build various recreational facilities such as parks, skating rinks, waterpark or pool, etc. in addition to restaurants and retail stores.
- Over 70% of responders spend less than half of their entertainment expenditures inside Clark County.
- Almost 25% of respondents spend over 50% of their entertainment expenditures inside Clark County.
- 84% of the respondents make major purchases outside of the community.
- 78% of the community is not satisfied with the availability of shopping and restaurants.
- 40% are happy with their commute to work.
- 50% were somewhat satisfied with the existing transportation and utilities infrastructure, healthcare, recreational opportunities, and housing affordability.
- Roughly 30% were not satisfied with the existing transportation and utilities infrastructure, healthcare, recreational opportunities, and housing affordability.
- 70% felt that it is very important to address public services such as police/fire protection, schools and libraries through the comprehensive plan.
- 93% felt that it is very important to address the attraction of new jobs and businesses through the comprehensive plan.
- 70% felt that it is very important to address adequate and reliable utilities through the comprehensive plan.
- 40%-50% of respondents felt that is very important to address bicycle and pedestrian facilities, farmland preservation, tourism, parks and recreation through the comprehensive plan.
- 60% felt that it is very important to address community identity.
- Approximately half of respondents felt that it is somewhat important to address roads and bus service.



## Website and Social Media

To keep the community informed and allow input from community members who were not able to attend other meetings, the community developed a project website and promoted the plan meetings on social media. The project website [winclarkplan.com](http://winclarkplan.com) provides meeting minutes and summaries, information about the plan and process, upcoming engagement opportunities, engagement summaries, allows opportunities to submit ideas on the website and provided a follow option to receive live email updates on the website. Information regarding the plan process, updates and engagement opportunities, and Facebook Live Q&A sessions were also posted on the Planning & Community Development - Winchester, Kentucky Facebook page.

## Adoption Meetings

A public hearing for adoption was held before each governing body to adopt the Winchester-Clark County Comprehensive Plan according to KRS 100 on the following dates:

- Informational Meeting with City Commission & Fiscal Court - August 8, 2017
- Winchester-Clark County Planning Commission - September 5, 2017
- Winchester City Commission - September 19, 2017
- Clark County Fiscal Court - September 27, 2017

# 2023 Engagement Activities

## Advisory Committee

An Advisory Committee was formed to guide the update of the comprehensive plan. The members served as liaisons between the community, the consultant, and staff during the planning process. The Advisory Committee met five times during the planning process. The following information provides a summary of each meeting. Detailed meeting minutes are recorded with the Planning and Community Development office.

### ■ **Advisory Committee Meeting #1 - October 5, 2022**

The first committee meeting had a total of 15 people attend. This meeting provided an overview of the process and reviewed the updated demographic data. The committee also reviewed the existing goals and objectives and discussed progress or action steps that had been completed since the plan was adopted. Handouts were provided for committee members to provide updates and comments for each goal and objective in the 2017 plan.

### ■ **Advisory Committee Meeting #2 - December 12, 2022**

The Advisory Committee met at the Clark County Extension Office for the second meeting. There were 18 committee members, along with approximately 15 members of the general public. Nominations for Chair and Vice-Chair were made, and Larry Disney was appointed chair, with Sarah Glenn as Vice-Chair. The committee opted to amend the agenda and discuss the public input methods. The Advisory Committee decided to meet independently to discuss additional methods to engage members of the community with the plan update process and set a date in early January to meet.

The existing future land use maps for the urban and rural parts of the count were also briefly discussed. A proposed change was suggested by a committee member to change the area along US 60 between Winchester and the Fayette County line to Planned Community Neighborhood to allow for future development in the area. Magistrate Chris Davis requested to speak to explain the current project to extend sewers into this area. Another committee member suggested to change to area north of the industrial park from industrial to single family residential. A suggestion was made to use the creek as a buffer between industrial areas and residential areas to reduce future potential impacts in the area.

### ■ Advisory Committee Meeting #3 - April 24, 2023

The Advisory Committee met at the Clark County Emergency Operations Center with 12 members in attendance, and four members of the general public. The main item on the meeting agenda was to review the existing goals and objectives and to make the necessary revisions to reflect community input during the public engagement process. The committee was split into two groups, with one group reviewing goals 1-5 and the second group reviewing goals 6-10. After discussion and review, consensus was reached on revisions to the ten goals; each set of objectives for the goals received revisions as well, with some objectives being removed due to completion and others that no longer reflected the community's vision. An example of the pertinent revisions included:

- Adding an objective to identify areas and corridors that have increased rates of traffic accidents, and to implement improvements to reduce conflicts and improve safety.
- Added an objective to periodically review and update the Downtown Winchester Master Plan to enhance and protect a vibrant downtown core.
- Strengthened language to minimize farmland consumption and to preserve the character of existing neighborhoods.
- Removed an objective to evaluate the feasibility of developing a municipal airport as it no longer reflected the community's needs.
- Revised an objective for BCTC to focus on expanding educational opportunities in the technology, healthcare, and other high wage, high demand fields.
- Removed an objective promoting growth and development in the rural areas of Eastern Clark County, and focusing that objective on the Eastern Bypass.
- Added an objective to promote and support the expansion of public transportation options throughout Clark County.

### ■ Advisory Committee Meeting #4 - May 15, 2023

The committee held the fourth meeting at the Emergency Operations Center, with approximately 13 members present. There were also approximately 25 members of the public in attendance. At the start of the meeting, the committee Chair allotted 15 minutes for anyone present to speak before the committee to discuss concerns for Winchester and Clark County. Three members of the public spoke.

The focus of the committee meeting was to review the future land use maps for the urban and rural portions of the county. The committee discussed four areas for potential revisions based on public comment to date.

- US 60 between Winchester and Fayette County: Multiple committee members voiced reservations about changing the future land use map for this corridor. They felt that it may be premature and agreed that discussions could be revisited in the future if areas within the urban planning boundary are developed.

- North of the Industrial Park: The committee also discussed the industrial area north of the industrial park. The committee agreed the stream should be a buffer between the industrial and residential areas. The area approximately 100 feet west of the stream should remain industrial. Because much of the land between the stream and Paris Road is not buildable due to the floodplain, the committee decided to include public and semi-public uses between the industrial area and Paris Road.
- Eastern Bypass from Ecton Road to south of Irvine Road: Because this area is within the urban planning boundary, the committee discussed changing the future land use to Planned Community Neighborhood. This would allow for neighborhood-level commercial uses to be appropriately integrated into residential areas. The committee felt that the daily needs would serve the surrounding area as well as the eastern portion of the county.
- Rural Residential Land Use Name: A change to the land use designation of single-family residential on the rural land use map was discussed. The suggestion was to label this use rural residential to better reflect the larger, rural lot size versus a suburban lot size in the urban planning area. The committee decided to leave the label as single-family residential.

#### ■ **Advisory Committee Meeting #5 - June 5, 2023**

The committee held a fifth meeting to discuss the text revisions to the plan document. There were six committee members in attendance, with approximately five members of the public in attendance as well. At the start of the meeting, the committee allotted 15 minutes of comment for anyone to speak before the committee to discuss their concerns for Winchester and Clark County.

The focus of the committee meeting was to confirm the revisions to the future land use maps, and to review proposed text changes to the supporting text for the goals and objectives. The committee reviewed the text for any new proposed objectives, as well as any objectives where the text saw a substantial revision. Revisions to the text included:

- Added the words “Tax Increment Financing” to objective 3.G to clarify what TIF stands for.
- Amend objective 5.F.1 to include working with the Human Services Committee.
- Include text describing 211 into objective 5.F.
- Add language about the Dolly Parton Imagination Library to objective 5.H.
- Add language to objective 9.E about blueway trails in Kentucky, and connecting new blueways to existing blueways in the region.

## Public Meetings & Workshops

Various opportunities were provided for the public to give input and feedback on the development of the plan. A series of informal input was held as well as a series of public workshops. Each of these meetings and workshops is outlined below.

### ■ Informal Input Opportunity - November 11, 2022

On November 11, 2022 three separate public engagement events were held. The first event was held in conjunction with a veterans' appreciation event at City Hall. Event attendees included invited guests, veterans, active-duty service members, and their families. Discussion was held with approximately 35 people prior to and directly after the event. Some of the topics of conversation included smart growth, infill development, commercial solar projects, development and expansion of infrastructures west on US 60.

Following the veterans' event at City Hall, the engagement boards were set up at the Engine House Pizza Pub to engage customers during the lunch service. Discussion topics included the need for affordable housing in Winchester and growth and development along US 60 West towards Lexington.

The third event was held at Leeds Theater prior to the start of the Disney Newsies, JR production. The engagement boards were set up in the lobby from 6:00 until 7:30. Approximately 50 people stopped by and talked about a range of issues. Based on the makeup of the audience, the theater program in Clark County was a frequent topic as was fostering and growing the arts in the community.

At the meetings, the boards included question prompts that encompassed two main themes: New Development and Forward Thinking. The following comments were provided during these events.

#### New Development Comments:

- Redevelop downtown buildings
- More restaurants
- Smart growth and infill
- More affordable housing
- Love the small town feel
- More small business development
- More agriculture related businesses
- Expand the industrial park
- Improve infrastructure on Eastern Bypass
- Build a disc golf course
- Love the walkable downtown
- Preserve farmland!
- Increase parking downtown
- US 60 corridor should be planned for mixed use
- Need affordable shopping options

- There is a need for more entertainment options
- Increase development along the north east side of Paris Pike
- More activities for children are needed
- Build an outdoor pool
- More amenities and housing is needed to capitalize on the new hospital
- Better connectivity in town between residential areas and recreation areas and amenities.
- No commercial/industrial solar projects or on prime farmland
- Solar decommissioning is a big issue/concern.
- Purchase of Development Rights (PDR) program for farmers
- Create software development jobs in Clark County
- There is a need for more grocery options
- Implement a facade grant program in downtown Winchester

#### Future Ideas and Issues:

- Capitalize on the Arts!
- Re-open the drive-in
- Build a pickleball facility
- In the future, Winchester will be known for a vibrant downtown
- Drainage and storm water issues are a big concern
- There is a need for more affordable housing throughout the county
- Protect farmland across Clark County
- The county needs to be smart about infill development
- There is a need to locate new businesses downtown
- Growth needs to be directed to the new Eastern Bypass
- Focus on the promotion of agricultural products from Clark County
- Promote agricultural jobs
- There is a need to preserve funding for community services
- Promote and encourage LifeSkills training and accessibility
- Develop a job placement services program
- There need to be more public events to build and enhance our community identity
- More public arts events
- Increase outdoor spaces and accessibility to existing outdoor spaces
- Focus on attracting a vibrant workforce
- Reduce poverty and homelessness
- Increase amenities for all age groups

#### ■ **Public Workshops (Goals & Objectives) - February 23, 2023 and March 6, 2023**

Two public workshops were held on February 23, 2023 and March 6, 2023 at the Robert D Campbell Junior High School. The meeting was facilitated by Planning and Zoning Staff and members of the steering committee. The focus of the meeting was to review the goals and objectives from the existing comprehensive plan, and elaborate and expand on them to provide the groundwork for a revised set of goals and objectives.



The public hearing included a breakout session where groups discussed each of the goals and objectives, and provided feedback on the language, and provided input on them. The following is a list of all the comments provided to facilitators during the workshop.

#### Goal 1

- Address dead end bypass (promotes transportation and economic development) (need sidewalks in this area)
- Colby Road – increase the ease of transportation
- Improve/increase sidewalks and lighting overall
- Recommend revisiting the development of the walk/bike plan
- Rails to trails – potential to connect communities
- Policies for developers to support bike path
- Safe crosswalks, walkways, sidewalks
- Reference previous walk/bike plan and implement
- Venable and Combs Ferry (wrecks, safety, infrastructure)
- Park & ride, bus to Lexington (if available – does community know?)
- Legacy and Lykins is great! Continue to expand on that.
- ADA compliant sidewalks connecting town was brought up a lot

#### Goal 2

- No solar development in agricultural area (will negatively impact the community financially, residentially, environmentally, etc)
- Other people were worried about view
- Question – are we monitoring acreage for anything other than farming? Residential, solar, etc.?
- Support the dynamics of farming. Plan should adapt to the needs of agriculture
- Preserve farmland to promote quality of life

#### Goal 3

- Zoning – reduction of acreage to build residence in rural property is a concern. (how is development impacting roads, etc?)
- Airports – might help provide jobs and support industry
- Policies to support industry in industrial park
- Character of community – viewshed - need for economic development
- Define who we are as a community – agriculture
- Property heads towards river. How is their land being protected?

#### Goal 4

- Local cheerleaders
- Promote proximity to Lexington
- Access to park amenities

#### Goal 5 (Education)

- Promote BCTC
- Co-ops
- Scholarships
- Community involvement in CCPS
- Equity and access to all resources for all students
- More information to parents and students from school counselors and CCPS
- Expose students to local job opportunities close to gap?
- Sober living housing
- Partnerships with industrial companies
- Need for childcare and transportation
- Volunteering in the schools
- Life skills
- Accessibility to resources and activities
- Centralized communication center

#### Goal 6

- Improve housing options (First time home buyers, young professionals, lower income/fixed income)
- Improve our identity
- Improve our amenities
- Improve infrastructure
- Improve educational system
- Improve medical services
- Question professionals – “why not Winchester?”
- Improve reputation for businesses
- Opportunity zones? Market this to investors
- Sober living housing

#### Goal 7

- Bloom Winchester adopted in 2021 (Parks master plan) – should be used in comp plan
- Parks and green spaces have improved at a steady rate, but more areas are needed
- Public spaces, parks availability, good and welcoming
- No access to the publicly owned fishing pond
- Security at public spaces is a need. Education of community re. green/public space is essential
- More public transport options needed to improve access
- Clean out the branches more often?
- Improve public transportation through targeting specific groups
- Although places exist, access to these places is car centric making it a challenge for youth and underprivileged
- Access is better in some areas of the county than others, increase access to public transportation

## Goal 8

- More lower class to receive high speed internet “free”, promote a building for that neighborhood
- Infrastructure disaster! Town branch collapse, high side Broadway bomb zone has cost us lots of money, job losses, etc.
- Good – water, new water plant
- Continue to prioritize access to affordable internet service
- Internet availability – not available to everyone
- Although these things exist, they seem costly for our community
- Water and sewer infrastructure needs to be addressed
- City sewer/trash service to the county would help with water quality. Run off to streams
- High speed internet? Really? Working off hotspots most the time at our address
- Infrastructure such as water, sewer, and high speed internet needs to be drastically improved for future growth
- Ability to raise city funds for needed sewer/water improvements – Broadway, 15, maple
- Increase sewer infrastructure
- County wide internet is desperately needed
- Development of new bypass has stalled
- Recycling programs! WMU customers pay for it but have to take it ourselves
- My businesses are AG businesses. We’ve gotten a USDA grant to make them larger, more successful. Infrastructure failure

## Goal 9

- Recreational facilities are improving. Indoor spaces and outdoor space is needed
- Availability to open recreational greenspaces
- Our community needs more resources for recreation for children, outdoor swimming pool
- Limited activities for youth, need bowling skate park, etc.
- Development of Legacy Grove, Splash Pad
- Target socioeconomically disadvantaged groups
- Recreational facilities – bike paths, mountain bike trails, horseback riding, all have to go to Lexington
- Improve availability to physical activity/recreational spaces
- Mental health support for youth
- Youth programming especially for 11-18 year olds. Recreation, safe places to hang out, valuable mentors
- Improved access to swimming facilities to teach youth to swim
- Parks and rec is doing great but I would like to see other departments thinking about youth and elderly and attracting younger people (20-40)
- Provide boat ramp to the KY river in Clark County. Provide fishing for young people.
- Build outdoor swimming pool.
- Parks are kept clean of drug paraphernalia and updated.

- Expand parks and rec offerings after school gym discounts for students
- Address childhood obesity – dietary choices and promote physical activity
- Improve accessibility through increased transportation options

#### Goal 10

- Need more IZ zoned lots for more agribusinesses
- Agricultural businesses and farmers markets are good!
- More black and Hispanic farmers. Empty properties, community gardens. Sell or give away
- Agricultural development is essential. Say no to industrial solar.
- AG business to build wealth. No support except tourism
- Potential AG businesses – mercantile, distillery, farm products at retail, moonshine hall
- Increase the promotion of farmers market and increase accessibility to fresh produce
- Are solar panels a development of or farm AG business?
- Improve on how small farmers can co-op

#### ■ Public Workshop (Future Land Use Maps) - April 18, 2023

On April 18, 2023 a public workshop was held at the Robert D Campbell Junior High School. The purpose of the workshop was to review the future land use maps from the 2018 Comprehensive Plan and discuss any revisions that the existing maps may need based on development trends and previous public input. Participants were also able to provide comments on the 2018 goals and objectives that were discussed at the previous public workshops.

There were approximately 40 people in attendance. After a brief overview of the comprehensive plan process and public input to date, participants broke into three groups that were led by facilitators. Each breakout group was provided a set of the existing goals and objectives along with public comments from the February 23rd and March 6th public workshops; the future land use maps from the 2018 Comprehensive Plan (urban and rural maps); and a base map of the rural and urban areas. At the end of the workshop, each group reported their discussion and main ideas to the entire group. A list of the comments from all three groups are included below.

#### Group A Comments (Facilitated by Bruce Manley)

- The Eastern Bypass/Veterans
- Parkway has been ignored
- This area [Eastern Bypass] should be mixed use with commercial and residential
- Adequate infrastructure is needed
- US 60 should be expanded to 4 lanes
- The area along US 60 should have residential uses
- The area along US 60 should have adequate infrastructure to provide adequate service

- There is value in and a need for green space
- Improve the downtown area
- Sewer and water infrastructure is very important
- Increase industry
- Keep goal 2 the original wording
- Keep a balance in green space and development
- There needs to be better rules for density vs. green space in subdivisions and future development
- Ratio of green space preserved per “X” acres of development – include in Planning & Zoning Regs
- More income-based housing
- Planning Commission should consider Bloom – the parks master plan, the walk/bike plan, etc. –when looking at development areas
- Make our downtown a destination
- Downtown needs lodging and conference facilities
- Have bypass extension area be “Planned Community Dev” (Note: This was likely meant to be “Planned Community Neighborhood”)

#### Group B Comments (Facilitated by Rob Jeffries)

- Connectivity to different uses, residents closer to businesses/commercial uses
- More “Planned Community Neighborhood” along the Eastern Bypass
- Allow mixed use and more development
- Encourage dense development within the urban service area
- Opposed to industrial solar, not conveying all the truth associated with developing solar farms
- Reclaimed mine sites, rooftops, etc. is OK for solar
- Solar drives up value of land and homes
- Solar is ok on top of buildings
- Going back to 5 acres minimum for AG land/AG zoned
- High fiber lines need to be more accessible in county areas
- Selling off farms, selling off frontage
- There is a large gas line running through Clark County
- Call out old rail (east-west) abandoned and envision on future land use
- Extend rural on the map
- Show current routes on different map where public transportation services
- Show areas where new proposed stops and routes could be
- Good amount of locally owned restaurants and eateries
- Create easily moveable spaces – create environment to encourage utilization of local businesses

#### Group C Comments (Facilitated by Consultant)

- Goals 2 and 10 do not account for solar in agriculture areas
- The consensus of the group is that it does not want solar in agriculture areas
- Infrastructure needs to be put in place on the land the new bypass traverses
- The bypass needs to be complete and be serviced by adequate sewer and water capacity
- There are concerns regarding the existing infrastructure and capacity to expand industrial uses along Veterans Bypass
- Promote infill development for commercial uses

## Adoption Meetings

A public hearing for adoption was held before each governing body to adopt the Winchester-Clark County Comprehensive Plan according to KRS 100 on the following dates:

- Winchester-Clark County Planning Commission
- Winchester City Commission
- Clark County Fiscal Court









