

RURAL SERVICE AREA LAND MANAGEMENT PLAN

Lexington-Fayette County, Kentucky

OUR RURAL HERITAGE IN THE NEXT CENTURY





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Rural Service Area Land Management Plan: OUR RURAL HERITAGE IN THE NEXT CENTURY

Adopted April 8, 1999

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I. MANAGING OUR RURAL HERITAGE: A NEW CHAPTER IN PLANNING FOR LEXINGTON-FAYETTE COUNTY

OUR HISTORY OF RURAL PRESERVATION

Like many urbanizing areas, Lexington-Fayette County has had a long history of awareness of the importance the agricultural industry in its economy. The resulting landscape of the surrounding countryside is perhaps the predominant element in the mixture of urban and rural values that define the essential character of our community. The unique blend of sharply defined urban boundaries, tree lined rural roads, world-renowned horse farms, riverine palisades, tobacco and other crop and livestock farms, structures, stone fences, historic rural settlements and countless other physical and social elements define the setting of our community making it unlike any other place in the country, and perhaps the world.

The citizens of Fayette County enjoy the benefits of actions taken in the past which have ensured that our community mitigated to a large degree the kind of unmanaged suburban sprawl which has devoured farm land across the nation in the post WWII growth explosion. Within the region, Fayette County was a leading recipient of that population growth. From 1958 to 1998 the community's population increased from 111,500 to an estimated 250,000 persons. Fayette County was, at times, among the fastest growing communities in the nation.

Unlike most other communities, however, Lexington-Fayette County has had a history of taking positive *action* to ensure its rural heritage is preserved. In 1958, Lexington-Fayette County embarked on a policy designed to manage urban growth and save surrounding farmland: the **Urban Service Area** approach to growth management. Basically dividing the county into two parts, an Urban Service Area planned for all manner of urban growth, and a Rural Service Area primarily for agricultural uses, this policy clustered urban growth into a compact and contiguous area of the county. The relative size of the two areas has varied over the years – the size of each has at times been larger than the present ratio. Currently, of the 285 square miles that comprises Fayette County, approximately 85 square miles (30%) of the county is in the Urban Service Area, and 200 square miles (70%) is in the Rural Service Area. In 1991, the Urban Service Area approach to planning the community was recognized as a National Planning Landmark.

As important as the 1958 designation was in creating the concept of the Urban-Rural Service Areas, the single most important event which preserved the rural area of the county was the institution of the so-called "10-acre rule" in 1964 for lots utilizing septic tanks for waste disposal. Begun as a regulation of the local Board of Health, this rule was further bolstered through its inclusion in the Zoning Ordinance and Subdivision Regulations later in the 1960s. The importance of these actions cannot be overstated. One need only to look at the rural service area development pattern that had been emerging – subdivisions of one-half to one acre lots such as Westmoreland, Wellesley Heights, Greenbrier, Spindletop Estates, and others. This growth pattern would have continued during the growth booms of the 1960's and 1970's onward, and surely, the mass of land in-use and available for agriculture today would have been long lost in the type of suburban sprawl experienced throughout the country.

NEW CHALLENGES TO RURAL PRESERVATION

The discussion of the expansion of the Urban Service Area in conjunction with the 1996 Plan resulted in a greater community understanding of the issues related to the rural area. These issues included strengthening the agricultural industry, the preservation of the rural landscape, and protecting environmentally sensitive areas, wildlife habitat and historic areas.

In 1995 there was a major Zoning Ordinance text amendment that eliminated many conditional uses in the Agricultural-Rural Zone and restricted the size of others. In particular, the conditional uses that consume large amounts of land were eliminated or restricted in size. While the text amendment was effective in addressing the types of non-agricultural uses that are prohibited in the rural area, it has been the *permitted* residential uses that have continued to be of concern.

YEAR	# OF LOTS	ACRES
1990	17	175.40
1991	49	550.38
1992	27	311.66
1993	24	285.81
1994	43	471.19
1995	39	414.00
1996	62	672.25
1997	105	1164.27
1998	63	694.94
TOTAL	429	4740.80



The Urban Service Area forms a dramatic edge with rural Fayette County, as this view of the pre-expansion boundary attests.



A ten-acre estate development off Todds Road.

In fact, 10-acre lots have resulted in serious erosion of the land area available for agricultural use. The 10-acre estate-lot has become an economically viable alternative for high-end single family homes. From 1990 to 1998, the amount of land subdivided into 10-acre lots was comparable to the total land area utilized inside the Urban Service Area for all residential, commercial, and industrial development. It is apparent that the 10-acre lot requirement consumes land inefficiently, and is no longer effective in addressing the preservation of the rural area.

Present trends indicate that unless the community takes decisive action, the base of land available for agricultural uses will continue to erode and as this occurs, agricultural uses will find it increasing difficult to continue. In order to function properly, agriculture needs clean water of sufficient quantity, skilled and unskilled labor, access to equipment, materials and services, and a market for goods. Over the years, a network of services and facilities has evolved to address these agricultural needs. It is clear that agriculture is much like any other industry with the "factory" being the land itself. Thus, a critical mass of land is needed to sustain these interrelated agricultural uses and to allow agriculture to operate efficiently.

THE IMPORTANCE OF THE RURAL SERVICE AREA TO THE COMMUNITY

Lexington-Fayette County has a deep appreciation for the benefits that the rural character of Fayette County brings to the community. In countless public meetings, opinion polls, and other displays of the public's attitude, it is clear that a vast majority of Fayette County residents

cherish our surrounding agricultural and natural areas. Often times, this is expressed as a general appreciation of the proximity of the beauty and openness of rural Fayette County to its urban areas. However, there are many specific aspects and elements that are a part of the true importance of the Rural Service Area of Fayette County.

Agricultural Economy

The most basic and often overlooked aspect of the importance of the Rural Service Area to the community is the role that agriculture plays in the economy of Fayette County. The rural landscape is by and large a byproduct of this industry. It has been said that if the agricultural industry were located in a factory, where the impact could easily be assessed, the community would have a concept of how this industry compares with other major employers in Fayette County. Fayette County cash farm receipts for 1996 totaled \$329,384,000. Of this total, \$27,166,000 was crop related, and \$302,218,000 was livestock related. These totals ranked Fayette County 18th out of 120 Kentucky counties in crop production, and 1st in livestock. The overall rank was also first in the state.¹

In fact, the Rural Service Area is a “factory”, employing many Fayette County residents to produce goods and services. The rural land planning process has led to a much greater community understanding of the fact that the best preservation tools for the rural service area are those that keep the agricultural economy viable and strong.



Livestock operations in Fayette County encompass a variety of farm animals—not just horses.

Rural Landscape

The image of green pastures with horses running along plank and stone fences is what people around the world picture when they think of Kentucky. Those who live in the Bluegrass Region take pride in “having” one of the most unique, picturesque and beautiful landscapes in the world. It has shaped our culture in many ways. Development patterns and styles, our local economy, the tourism industry, and cultural events are influenced by our geography and cultural heritage. Something all people share is a “sense of place” for where they live. Communities develop an attitude about themselves depending on the collective view of its parts, good or bad. The pride we have for our rural landscape coupled with the fear of losing “our special sense of place” to non- agricultural development is driving a collective concern for preserving the rural areas of Fayette County and the surrounding counties. For years, Fayette County’s rural policies of 10-

¹ Source: University of Kentucky Agriculture Extension Service



A typical rural scene in western Fayette County.

acre lots and an Urban Service Area concept (which prevents development involving sanitary sewers) has kept the integrity of the horse farm country intact.

The special quality of the Bluegrass Rural Landscape has been an attraction to both humans and animals as far back as we can imagine. Buffalo, deer and antelope instinctively choose this area as witnessed by the ancient migration trails still visible between Versailles and Frankfort. Native Americans, in turn, hunted and raised crops in this area and made it their home over a thousand years ago. The first European settlers who crossed the Cumberland Gap were drawn here by those same qualities. Gently rolling hills, fertile grasslands, spring fed streams and stately groves of oaks made the perfect place to settle and before long, Lexington became the cultural center in this region of the country. The image of the Bluegrass was further refined when horses, livestock and tobacco were introduced during the 1800's. Over the last 100 years, Lexington and the Bluegrass area have become world famous for scenic rural roads lined with stone fences running along side of horse farms and tobacco fields. The geography and climate has influenced and shaped the use of the land for agriculture and Lexington developed into the central "town" for the region.

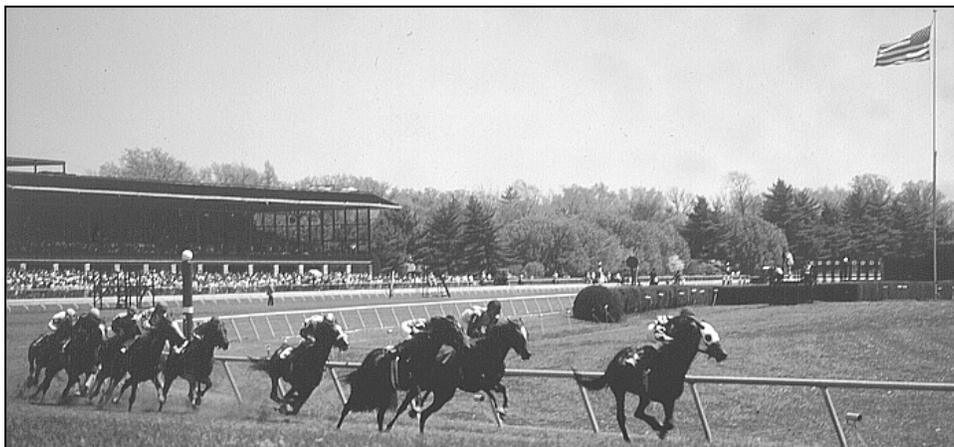
Cultural Heritage

There is a close connection between the physical region we live in and our cultural heritage. By walking through downtown or a driving out Old Frankfort or Paris Pike, different elements of our heritage can be experienced. The Central Bluegrass Region developed its heritage from a number of sources; its early settlements and forts, the pre-Civil War agriculture and cultural growth, the presence of the University of Kentucky and Transylvania University, the development of the horse industry, the reliance on tobacco as the main cash crop and more recently, the transition from an agricultural area to a rapidly growing city of a quarter million people. All these things (and others), bring us to the present. We are at the crossroads of seeing our cultural heritage become an interpretation, only to be seen at a “horse park” or as a logo for a shopping center. As a community, we can choose to take action to preserve our cultural heritage for future generations and the rest of the world. If we allow our rural landscape to disappear, we will have lost a major part of our identity as residents of the Bluegrass.

Tourism

The Bluegrass area has quietly become a 580 million-dollar a year tourist attraction and tourism accounted for 14,600 jobs.² Keeneland, the Horse Park, our historic, scenic corridors and the rural landscape are irreplaceable assets that bring visitors by the thousands to our area. The challenge facing Fayette and the surrounding counties is this: How can we encourage the tourist industry, while at the same time protecting the integrity of the Bluegrass from overuse and development? We can look to other places around the country and see examples of communities that allowed insensitive development to ruin their character, while others places have taken the time to recognize their special attributes and plan their growth to preserve and enhance those attributes.

In summary, if the character of the Bluegrass Region is to be preserved and enhanced, planning for the Rural Service Area must be responsive to all of the complex interactions of physical, social, and economic factors that create the sense of place and character that is “the Bluegrass.”



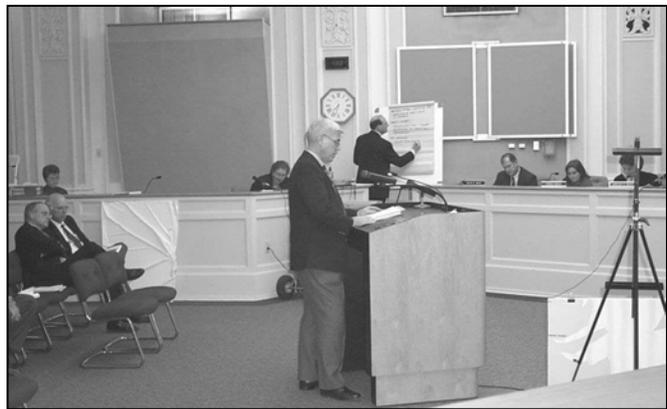
Horse racing and sales activities are significant elements of both the Thoroughbred industry and tourism.

² Source: Lexington Convention and Visitors Bureau

PLANNING PROCESS AND RELATIONSHIP TO OTHER COMMUNITY PLANS

This plan is to be adopted by the Planning Commission as an element of the community's Comprehensive Plan and is an integral part of a series of land use plans for Lexington-Fayette County. It is the intent of this Rural Service Area Land Use Plan to dovetail with the goals, policies, and provisions of these adopted community plans. To be fully understood in its complete context, this plan document must be seen as one element of an overall community planning effort that is embodied by the 1996 Comprehensive Plan for Lexington-Fayette County, the Urban Service Area Expansion Area Master Plan, and other adopted community plans such as the Paris Pike Small Area Plan, and in particular, the Greenspace Plan. This plan also excerpts portions of the previously released reports Rural Landscape Management Plan (Tentative Draft) (Siemon, Larsen & Marsh, October 21, 1996) and Rural Service Area Land Management Plan Report #2: A Framework for Plan Development and Adoption (LFUCG Division of Planning, February 1998).

These plans and reports are an inherent part of community efforts in recent years to elevate an already-progressive planning program to even higher levels. The call to this challenge has arisen directly from the expressed wishes of the citizens of Fayette County to have a comprehensive planning program that is designed to accommodate growth in a fiscally responsive manner, based upon sound design principles, and with an overarching goal to preserve, protect, and enhance the "sense of place" and "quality of life" inherent to the Bluegrass Region. This new way of planning is intended to document the knowledge gained by and about the community on these issues during the past few years, and to lay out a positive course of recommendations for public and private actions designed to provide future generations of Fayette Countians this critical part of their community's heritage.



This plan is the product of an open community participation process that has yielded extensive information and opinions from the citizens of Fayette County as well as surrounding counties. Numerous public meetings, discussion and informational sessions have been conducted throughout the planning process. A listing of the meetings held are summarized in Appendix 2. Extensive written records of those meetings have been compiled. They are on file with the Division of Planning and are available to the public. These efforts have been undertaken to ensure, to the greatest extent possible, that an essential *dialog* occurs between citizens and their governmental decision-making bodies. This dialog is only effective when citizens are fully informed on alternative policy choices and the ramifications of those choices, and where the decision-making bodies hear and respond to preferences on how to achieve the desired results. It has also been recognized that the issues addressed in this plan have implications beyond the Fayette County boundary, and efforts have been made to include adjoining counties as participants in the discussion as well.

This plan is a significant milestone in the history of planning for Lexington-Fayette County. Never before has the Rural Service Area alone been the subject of such extensive research and review, debate and discussion, and analysis. Perhaps the most remarkable aspect of this effort is the articulation, from all segments of the community, of a consensus that “the Bluegrass” is a precious resource; and deserving of our commitment to the goal of finding ways to ensure the preservation of this essential element of our community’s character into the next century. It is hoped that the following sections of this plan present a visionary, yet practical and workable, series of proposals for planning, regulation, and associated implementation programs to achieve this goal.

II. BACKGROUND AND TECHNICAL DATA SUMMARIES

LAND CAPABILITY ANALYSIS

The first major data gathering task undertaken as a part of this Rural Service Area planning project was a “land capability analysis” in 1996-97. Data was gathered comprehensively for the entire rural service area, with an eye toward later policy determinations such as future preservation or development. All lands were analyzed in terms of a complex interrelationship of physical and social factors.

The first step in this process was the mapping of the basic physical features and conditions of the rural land in a series of consistent maps for comparative references. The information that was gathered and mapped included topography, environmentally sensitive and geologic hazard areas, roads, land use, tree stands and other major vegetation, soil associations, historic sites and districts, scenic areas, sewerable areas, ownership patterns and existing zoning. The background series of 1” = 600’ scale maps and overlays are on file in the Division of Planning.

The second step was to again map the rural area using a complex set of values recommended by the consulting firm Siemon, Larsen and Marsh, and refined by staff. These values were derived from the Comprehensive Plan, from special area plans and studies, and from interviews with key public officials, property owners, and interested citizens. Input was also obtained from the LFUCG Administration, the Urban County Council, the Planning Commission, the Greenspace Commission, and the Expansion Area Master Plan Study Committee. The areas on the composite maps were divided into discrete units and a mapping key was produced with 123 different units. This mapping key was used as a means to make routinized decisions as to the character of the land through a decision-tree process. Additional information regarding this key and its application can be found in the Tentative Draft Rural Landscape Management Plan, October 21, 1996, prepared by Siemon, Larsen and Marsh.

The third step in the process involved the translation of these land characteristics and land management units into a geographic information system, more suitable for future analyses. The result of this effort was a General Use Map with a series of additional “layers” of information. The General Use Map appears as Figure 2-1. The legend is as follows:

General Use Categories

Core Equine Agricultural Land (CEAL) — Equine Agricultural with a high improvement to land value ratio.



Prime Agricultural Land (PAL) — Land suitable for agriculture and comprised of at least 50% prime soils or 75% prime and secondary soils.

Agricultural Land (AL) — Agricultural land in the RSA not in any of the other categories.

Rural Developed Land (RDL) — Land that has been improved for rural uses but the primary purpose is not agriculture; including rural residential lot sizes greater than 10 acres.

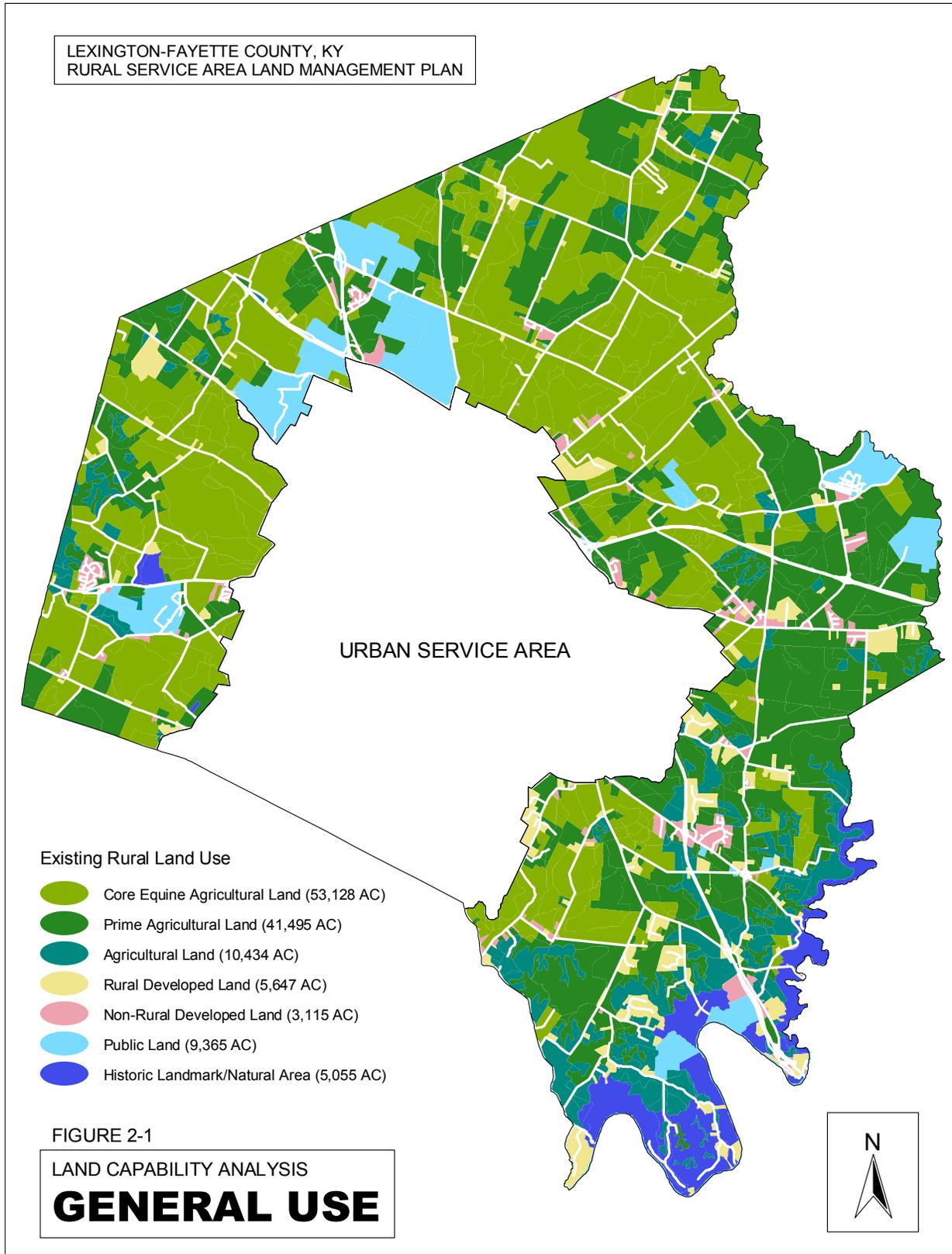
Non-Rural Developed Land (NRDL) — Land that has been improved for non-rural use including those areas designed for commercial development or rural subdivisions with lot sizes less than 10 acres; includes rural settlements and Rural Activity Centers (except where public land).

Public Land (PL) — Land owned by a public entity or lands accessible to the public that will remain in public use in the foreseeable future.

Historic Landmark/Natural Area (HLN) — Locally designated historic landmarks under Article 13 of the Zoning Ordinance, natural areas recognized by federal, state, or local governments, or areas known as habitat for flora and fauna.

Urban Service Area — This is the adopted area of existing and future urban growth. All land in Fayette County is either in the Urban Service Area or the Rural Service Area.

The additional information was considered like layers over the land areas and General Use Categories just described. This information is also organized to help evaluate the importance for preservation or the potential for development for any parcel of land. The series of additional layers within the Land Capability Mapping System are as follows:



Additional Layers

Environmentally Sensitive Lands (ESL) — Stream corridors, floodplains, wetlands, karst areas, aquifers, steep slopes (including the Kentucky River Palisades), mature woodlands, and natural or man-made water bodies (Note: Because of its extreme importance in planning future land use, the original Land Capability Mapping Key proposed ESL as a General Use Category. Soon thereafter it was revised to make ESL an overlay within the system.) Future use and treatment of Environmentally Sensitive Lands are discussed later in this report as a special plan feature.

Aquifer Protection Area — This is a unique type of environmentally sensitive area, where use and development can directly affect the water quality of a major drinking water source. Because of its size and uniqueness, it was mapped separately from the other environmentally sensitive areas. Future use and treatment of this area is also discussed later in this plan as a Special Plan Element.

Scenic Viewsheds — The vast majority of public roads in the Rural Service Area have significant scenic qualities. Those roads were identified in the *Corridor Enhancement Study* and refined with public discussion during the land capability analysis. Land that normally can be seen from these public rights-of-way have been mapped as “scenic viewsheds.” These viewsheds were identified through interpretation of mapped features such as tree stands and hilltops or ridges which restrict the view from the road. They were refined through discussion with residents familiar with the areas.

Historic Sites and Areas — These areas are on the National Register of Historic Places or recognized as historic sites or cemeteries. The areas are further discussed later in this report as a Special Plan Element.

Sewerable Areas — Portions of the Rural Service Area were determined by the Urban County Engineers to be more cost effectively served by sanitary sewers in the future than other portions of the Rural Service Area. After further community discussion and consideration by the Engineering Division, this concept was greatly refined. It is presented as refined later in this chapter of the plan.

Arterial Road Access — Transportation plans identify which urban and rural roads are most significant to the transportation system’s operation. Lands that are within approximately 2000 feet of a rural arterial and have direct access to a rural arterial road are identified as Arterial Road Access.

Interchange Access — These are lands that have access to an arterial road and are within one mile of an interstate interchange.

Zoning — Zoning was reviewed as part of the Land Capability Mapping. Lands zoned any category other than Agricultural (AU or AR) were noted. Significant non-residential zoning in the RSA is further discussed in this plan as a Special Plan Element.

The result of this exhaustive analysis is preserved in the files of the Division of Planning. Each of the layers has been shown individually in large and small maps. The best summary depiction of this information is the set of four, 1" = 2000' scale maps showing all the above layers as well as the General Use of all land in the RSA. Pertinent details from this data gathering, interpretation and mapping effort are mapped in appropriate other sections of this plan.

This land capability analysis revealed the physical characteristics and land use interrelationships among various land uses in the RSA. Not surprisingly, the overlay process also revealed a strong correlation and association among prime soils, equine agriculture, and non-equine agriculture. The land capability maps were further analyzed in terms of possible land management strategies. This was done as part of the "Key" process previously noted and thus emphasized consistent management strategies for similar properties. That is, if two pieces of property had essentially the same characteristics, they would then have similar land management strategies. Those general **Land Capability Strategies** are:

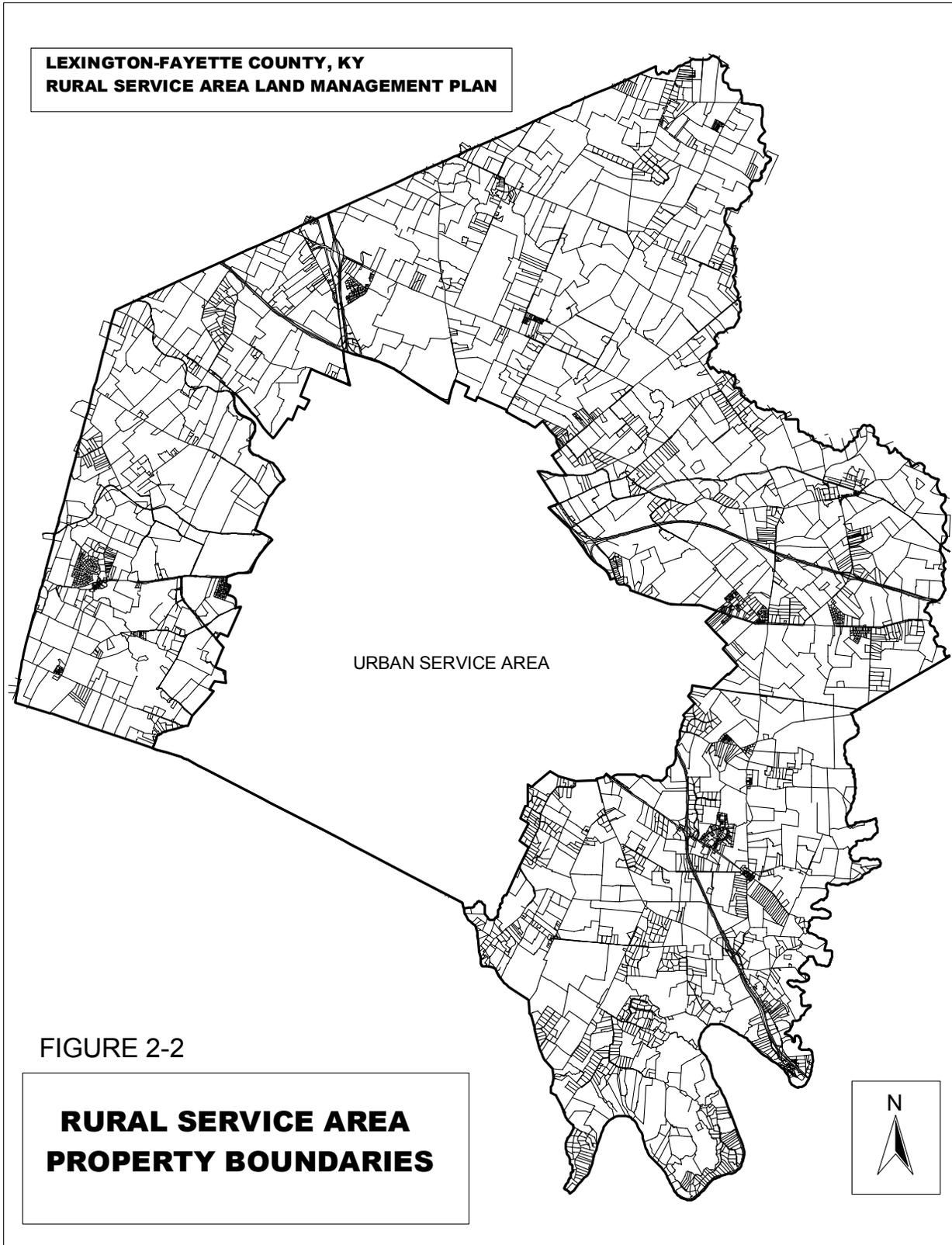
- 1) historic and environmental resource protection;
- 2) equine preservation;
- 3) agricultural conservation;
- 4) general rural preservation;
- 5) general rural development;
- 6) urban/rural transition;
- 7) strategic consideration; and
- 8) potential urbanization.



These grouping and associations formed the preliminary strategic basis for the land categories suggested in the Tentative Draft Rural Landscape Management Plan (Siemon, Larsen & Marsh, October 21, 1996) and the sample alternative draft plan concepts contained the Rural Service Area Land Management Plan Report #2: A Framework for Plan Development and Adoption (LFUCG Division of Planning, February 1998).

LOTING PATTERNS

As the land in the Rural Service Area was examined more closely it became apparent that the lotting pattern was not uniform throughout the rural area. In the western and the northern parts of the county, the farms tend to be larger and to have more stable ownership. In this area there are fewer rural subdivisions. This is the area that is often referred to as the "horse-farm crescent," due to the number of substantial horse farms. In the southeastern portion of the county, the terrain is quite different. The slopes are steeper as the land drains toward the Kentucky River and its tributaries. There are many rural subdivisions and historic rural settlements. More 10-acre subdivisions are located in this area than elsewhere in the county. Large farms are not as common as they are in the northern part of the county. Figure 2-2 shows the lotting pattern in the Rural Service Area.



SEWERABILITY UPDATE

The Land Capability Analysis study was prepared as background data for the Tentative Draft Rural Landscape Management Plan. The Land Capability Analysis identified certain areas that, due to their location, their access to the rural road network and their ability to be served by sanitary sewers, will likely have pressure for development at some time in the future. It is, therefore, important that these areas are examined closely and some reasonable assumptions are made regarding the ability of the LFUCG to provide sewers to these locations. The areas most susceptible to development pressure were embodied in the Transitional Areas and Potential Development Areas in the Tentative Draft Rural Land Management Plan. Not surprisingly, these areas were the subjects of considerable discussion. Questions were raised as to whether or not the information presented at that time truly depicted the relative sewerability of different areas of the Rural Service Area. As a result of these concerns, the Division of Engineering further studied the sewerability of the RSA utilizing the best information and judgement available. David Uckotter, Director, prepared a memo explaining the study and its findings. A copy of this memo was previously presented to the public as Appendix 1 of the Rural Service Area Land Management Report #2: A Framework for Plan Development and Adoption.

The staff has examined the sewerability issue with the Division of Engineering knowing that the sewerable areas that were shown in the Tentative Draft Rural Land Management Plan were based on broad assumptions regarding existing and proposed sanitary sewer facilities. This “broad brush” approach had overstated the areas that are potentially sewerable. With this in mind, there was a second look at the provision of sanitary sewers to portions of the rural area based on several assumptions. These are:

- The ability to finance the construction of trunk lines and treatment plants
- The development of subdivisions with adequate density or value to economically pay for the facilities
- The ability of the government to take-over and operate existing private treatment plants
- The ability of the government to obtain permission from the State to construct new treatment facilities
- The ability to add capacity to existing sewer facilities

It is acknowledged that no in-depth engineering study (comparable to a “201-type” study) was done to provide a detailed analysis of any of the areas. Before any sanitary sewers facilities could be provided outside the existing Urban Service Area such a study would need to be prepared and a modification of the 201 Sanitary Sewer Facilities Plan would be necessary. The categories provide an indication of the areas of our Rural Service Area that may be connected to a sanitary sewer only under certain conditions.

The areas are shown on Figure 2-3 and are described as follows:

Sewerability Category 1: These are areas where the government could provide public sanitary sewers without reconstruction of existing facilities. In these locations the sewage from the potential developable land could flow naturally to existing public sanitary sewer facilities. Excluded from consideration in this category are lands where the effluent would have to be pumped to the sewer or where sewers would have to be constructed “against the grade” of an adjacent stream. The two areas in this category are located at Keene Road at Military Pike (13.84 acres) and east of the intersection of Man o’ War and Parkers Mill Road (22.27 acres).

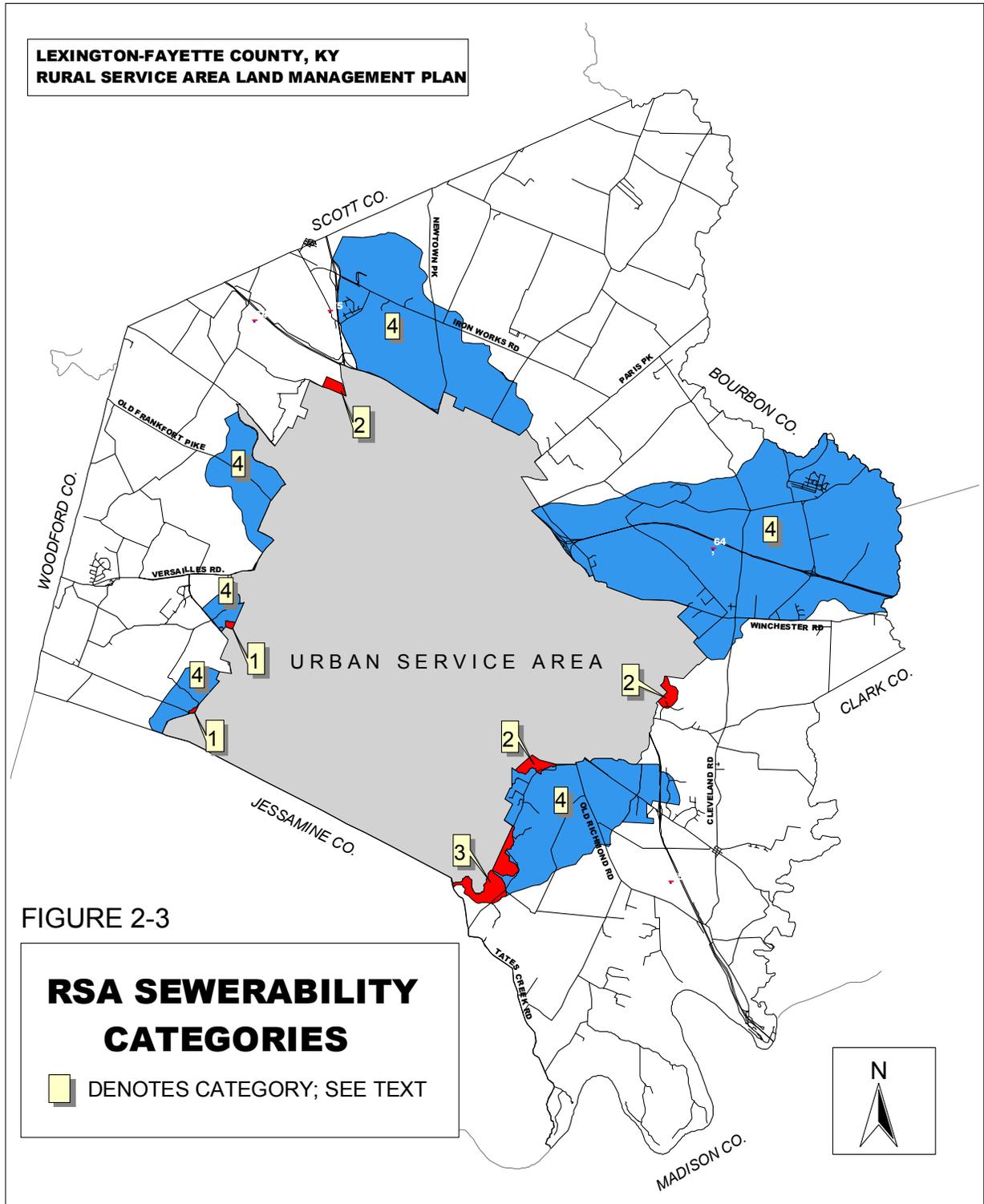
Sewerability Category 2: In these areas new sanitary sewer facilities have already been identified or the areas would not require major reconstruction of existing facilities. The three areas in this category are located at Spurr Road and the Southern Railroad (79.87 acres), Walnut Hill-Chilesburg Road north of Todds Road (123.6 acres), and DeLong Road southeast of Jacobson Reservoir (135.70 acres).

Sewerability Category 3: In this area, sanitary sewers could be provided by the planned trunk sewer. The entire area is not sewerable. The capacity and location of the proposed sewer lines would limit the land area that could actually be served to about 100 acres. The area in this category is located on DeLong Road at Walnut Hill Road adjoining the Urban Service Area boundary (301.88 acres).

The land in Sewerability Categories 1, 2, and 3 totals 677.16 acres which is 0.52% of the Rural Service Area.

Sewerability Category 4: In addition, the Division of Engineering has identified six other areas that could be sewerable but only with considerable outlay of funds and the construction of entirely new trunk sanitary sewers and pump stations. In some locations, a new treatment plant or pump station would be needed to replace an existing facility. The locations of these areas and descriptions of the types of improvements required are as follows:

- **Areas downstream of the existing South Elkhorn Pump Station** — Any significant development below the existing pump station would require the construction of a new pump station. The capacity of the existing pump station and force main would need to be re-evaluated to determine whether such a large expansion of the service area would be possible. Construction of a second force main for the additional area would not be feasible.
- **Lands in the vicinity of Man o’ War Boulevard and Parkers Mill Road** — Construction of a pump station and force main would be required to serve this area. Because of capacity issues facing the South Elkhorn system, it would probably be necessary to pump this area to Town Branch. Trunk line and pump station improvements would likely be required in the Town Branch system to accommodate the additional development.



- **Old Frankfort Pike Area west of Viley Road** — This area includes land that drains into Town Branch Creek from the south side of the creek between the end of the existing service area to a point across from the lower end of the Bracktown neighborhood. The Lower Town Branch trunk system that is presently under construction has not been designed to accommodate this amount of expansion. The existing Wolf Run pump station would require major reconstruction or replacement in the future to accommodate this amount of expansion. The subject area would require a new trunk line and force main to provide service to the area, plus an expansion or upgrade of the existing adjacent system to reach the Town Branch Treatment Plant.
- **Kentucky Horse Park/Newtown Pike Area** — This is a very large area dominated by lands owned by the State of Kentucky. Development of this area would be dependent upon a major expansion, or replacement, of the existing treatment plant situated at the Horse Park.
- **I-64/Avon Area** — Sewering of this land would require significant construction of trunk sewers and/or pump stations to provide service. The Avon treatment plant would need to be completely replaced to provide service to any areas outside of the existing service area.
- **Delong Road/Richmond Road Area** — A sanitary sewer system for this area would require gravity lines and pump stations to serve the development. The area near I-75 could be served by phasing out the JFG and Blue Sky Plants and the installation of a pump station to bring the sewage to a trunk line from the Tates Creek Road vicinity to serve the entire area.

SUMMARY

The Land Capability Study process provided the first overall inventory of all factors relevant to understanding and management of the RSA. This effort underlies the policy decisions made as a part of this Rural Service Area Land Management Plan.

Very little of the RSA is sewerable (by either public or private means) without major capital expenditures for plants, major trunk lines, and pump stations or force mains. New package plants in the RSA are technically feasible, but have the potential for problems of siting, scope of service area, and interference with agricultural activities. It has been a long-standing policy of the community not to allow new private package treatment plants and to eliminate such plants whenever possible. This policy has been continued in the recent 201 Study.

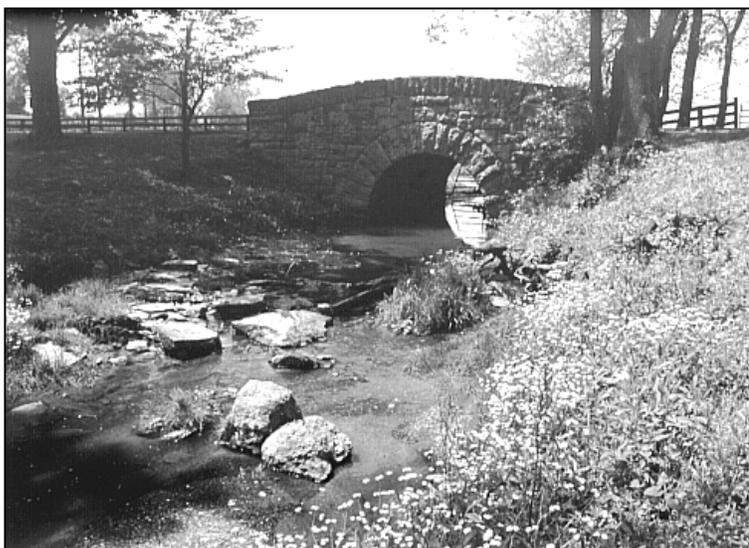
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III. RECOMMENDED LAND USE PLAN CATEGORIES

OVERVIEW

As documented in Part II of this report, similarities, differences, and associations in the Rural Service Area were documented in the Land Capability Analysis. This information provided the basis for a planning effort to define rural land categories to serve as management units for strategies to achieve specific goals of protection, preservation and enhancement of the character of the Rural Service Area.

During the review process for the Rural Service Area Land Management Plan, many different potential land categories were considered. The nature of these categories forms the basis of the application of policies and programs on different geographic areas of the Rural Service Area. Different versions of the land use plan categories were presented to the public and reviewing bodies. The October 1996 Tentative Draft Rural Landscape Management Plan prepared by Siemon, Larsen and Marsh presented one possible application of the categories.



The February 1998 draft Rural Landscape Management Plan Report #2: A Framework for Plan Development and Adoption presented two other alternative plan visions to illustrate the impact of basic policy approaches to rural preservation. These reports show the strong need for the land categories to be responsive to the likely methods used to implement the plan. The alternatives in the “Framework” report were thoroughly discussed and analyzed in a series of general public meetings and numerous other public meetings conducted by the Greenspace Commission, the Planning Commission, and the Urban County Council. As a result of these meetings and discussions, some preservation concepts and techniques were found unsuitable to the needs of Fayette County and are not included in this recommended plan. A few of the rejected concepts were:

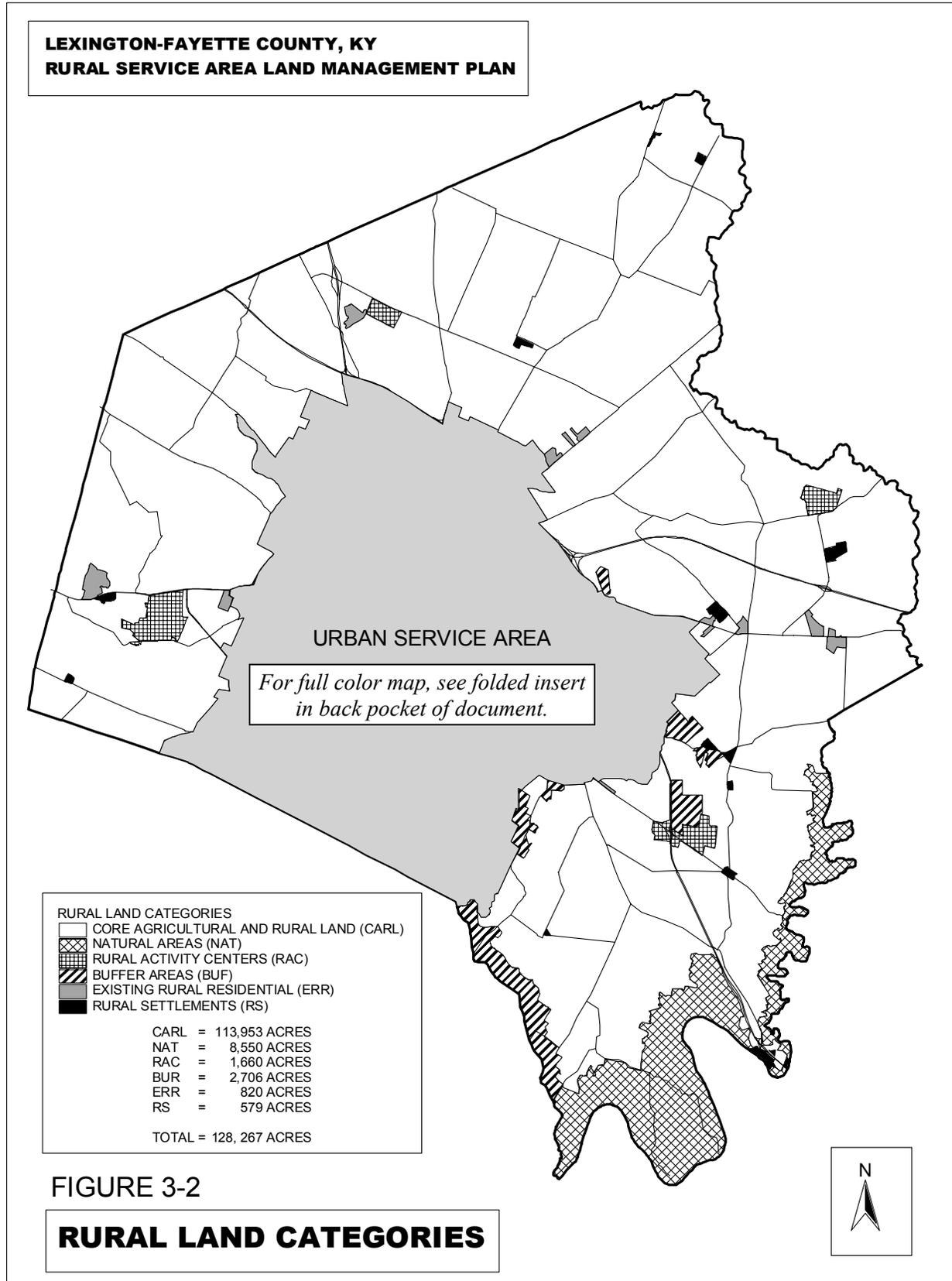
- “Crossroads Communities” and “Hamlets” (suburban-type developments in the RSA as part of a Transfer of Development Rights—TDR—Program),
- Cluster Development,
- 25-Room Guest Lodges, and
- Corporate Headquarter Campus.

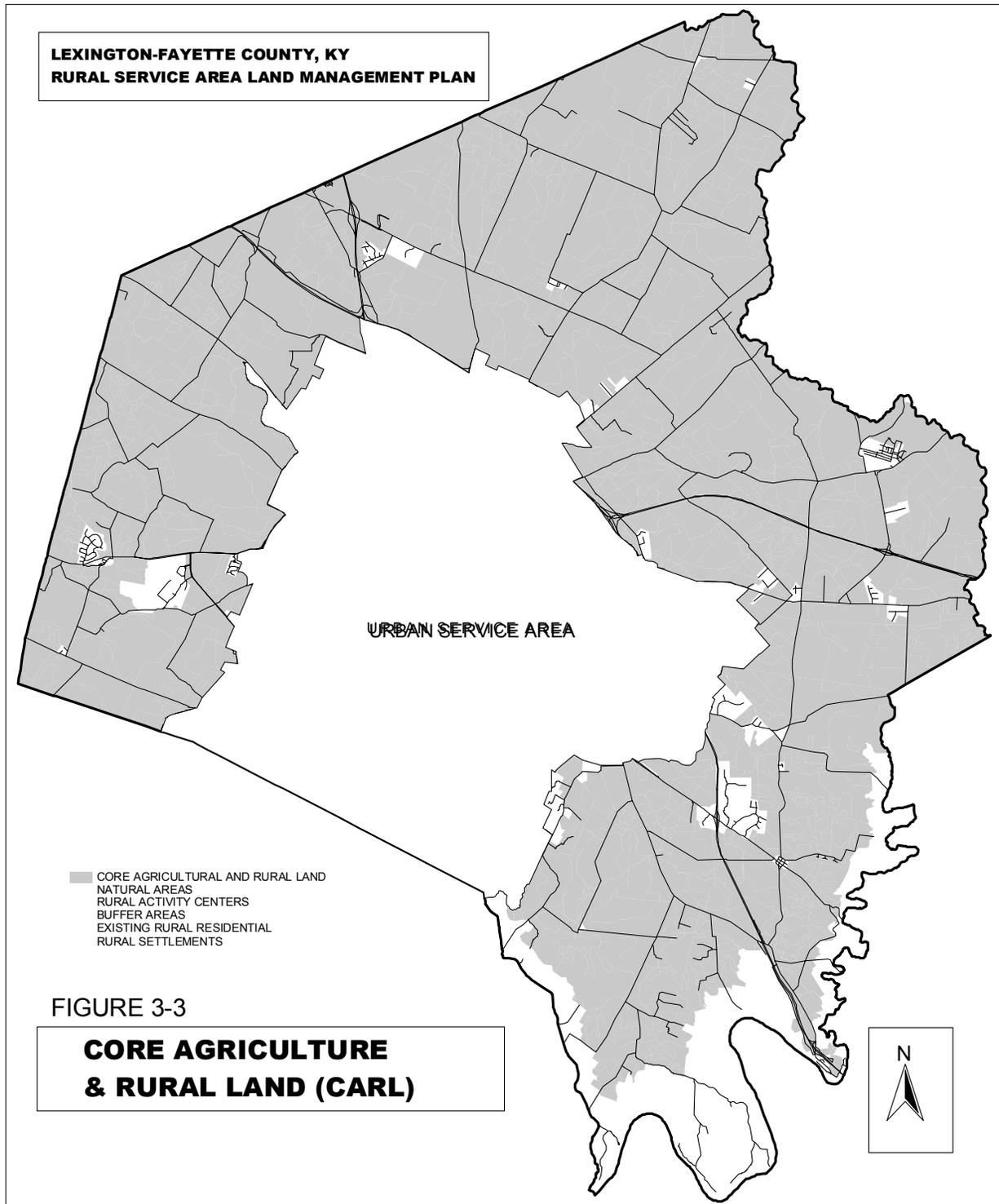
A listing of these and other concepts, with additional information as to why they were not favored for use in Fayette County, appears as Appendix 3 of this report. The final result of these community discussions was to focus attention on preservation strategies more compatible with the goal of preservation of a core of land for agricultural uses thus providing a clearer direction for the preparation of this plan.

The plan categories and associated programs contained in this plan are a hybrid approach from those considered during the “Framework Plan” preparation process. This section of the report outlines those land categories that are proposed for the community, their intent and purpose, and the programs designed to best implement the categories. The following table is a summary of the land use categories and their relative size:

FIGURE 3-1: RURAL PLAN LAND USE CATEGORY ACREAGES

CATEGORY	ACREAGE	% OF RSA
CORE AGRICULTURAL AND RURAL LANDS	113,953	88.84%
NATURAL AREAS	8,850	6.67%
RURAL ACTIVITY CENTERS	1,674	1.29%
BUFFER AREAS	2,706	2.11%
EXISTING RURAL RESIDENTIAL	820	0.64%
RURAL SETTLEMENTS	564	0.45%
TOTAL	128,267	100%





A. CORE AGRICULTURAL AND RURAL LAND CATEGORY (CARL)

This land category is the primary category for rural land associated with agriculture in Fayette County. This land category was created through the combining of two different land categories presented in previous draft plans and reports. The total land area proposed for this category is 113,953 acres.

Land contained in this category is characterized by its predominance of use for agriculture. The area consists primarily of core equine lands that has a high improvement to land value ratio, and lands classified as prime agricultural land comprised of at least 50% prime soils or 75% prime and secondary soils.

The policy emphasis for land in this category should be for preservation and enhancement of the land for agricultural purposes in order to ensure the continued viability of the local agricultural economy.





Tobacco cut and ready to be hung in barn to cure.

The following programs are recommended for this area:

- 1. The minimum parcel size for the creation of new tracts should be established at 40 acres to ensure the preservation of parcels of a size conducive to agriculture as well as to minimize problems of increased traffic, the need for physical and social infrastructure, and similar “quasi-urban” considerations.***
- 2. Existing tracts under 40 acres in size shall be permitted to remain in order to provide areas for smaller farms and rural residential uses. However, programs should be created which are designed to offer incentives for the eventual consolidation of undeveloped, small tracts into larger parcels.***
- 3. The CARL category shall be a priority area for a Purchase of Development Rights (PDR) Program. The PDR program should be designed to preserve a critical mass of land for agricultural uses within this area.***
- 4. Principal uses permitted in this area should be those associated with agriculture and its attendant housing needs. Non-agricultural conditional uses for this area should be kept to a minimum.***
- 5. The CARL area will serve as a “sender” area for development rights eligible for transfer to another area of the community under any permitted Transfer of Development Rights (TDR) Programs implemented under this plan.***
- 6. Greenways, with staging areas and trails adjoining creeks and streams, should be properly integrated into the CARL area in ways that avoid conflict with agricultural uses.***

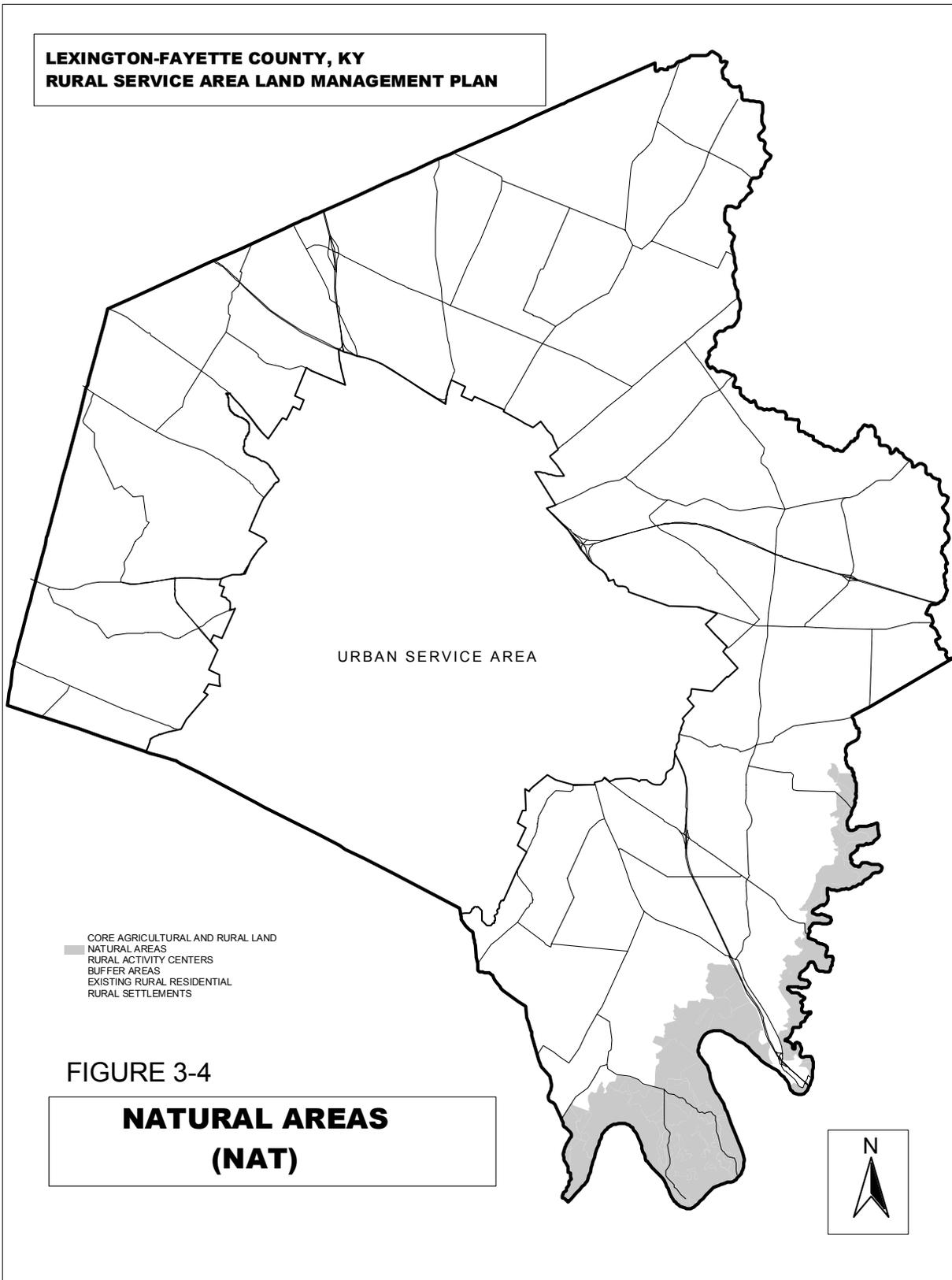
B. NATURAL AREAS CATEGORY (NAT)

This land category is designed to encompass certain areas that are physically unique from other portions of Fayette County in that they are important for preservation, but not primarily for their association with agriculture. Located generally in the extreme southeastern portion of the Rural Service Area, these lands are associated with a number of factors that distinguish them from the CARL and other rural land categories. The total land area proposed for this category is 8,550 acres.

Lands in this area exhibit a combination of characteristics including an association with the Kentucky River and its tributaries. Compared to other areas of the Rural Service Area, the land generally contains steeper slopes, forested areas, poorer/thinner soils and similar characteristics. Portions of the area are recognized as historic/scenic areas, and are known as habitat for rare and unusual flora and fauna. Approximately 90% of the land has a high degree of environmental sensitivity, including floodplain/riparian areas, steep slopes, and woodlands. Although agriculture can and does occur in portions of this area, it is not the predominant character of the area as a whole.

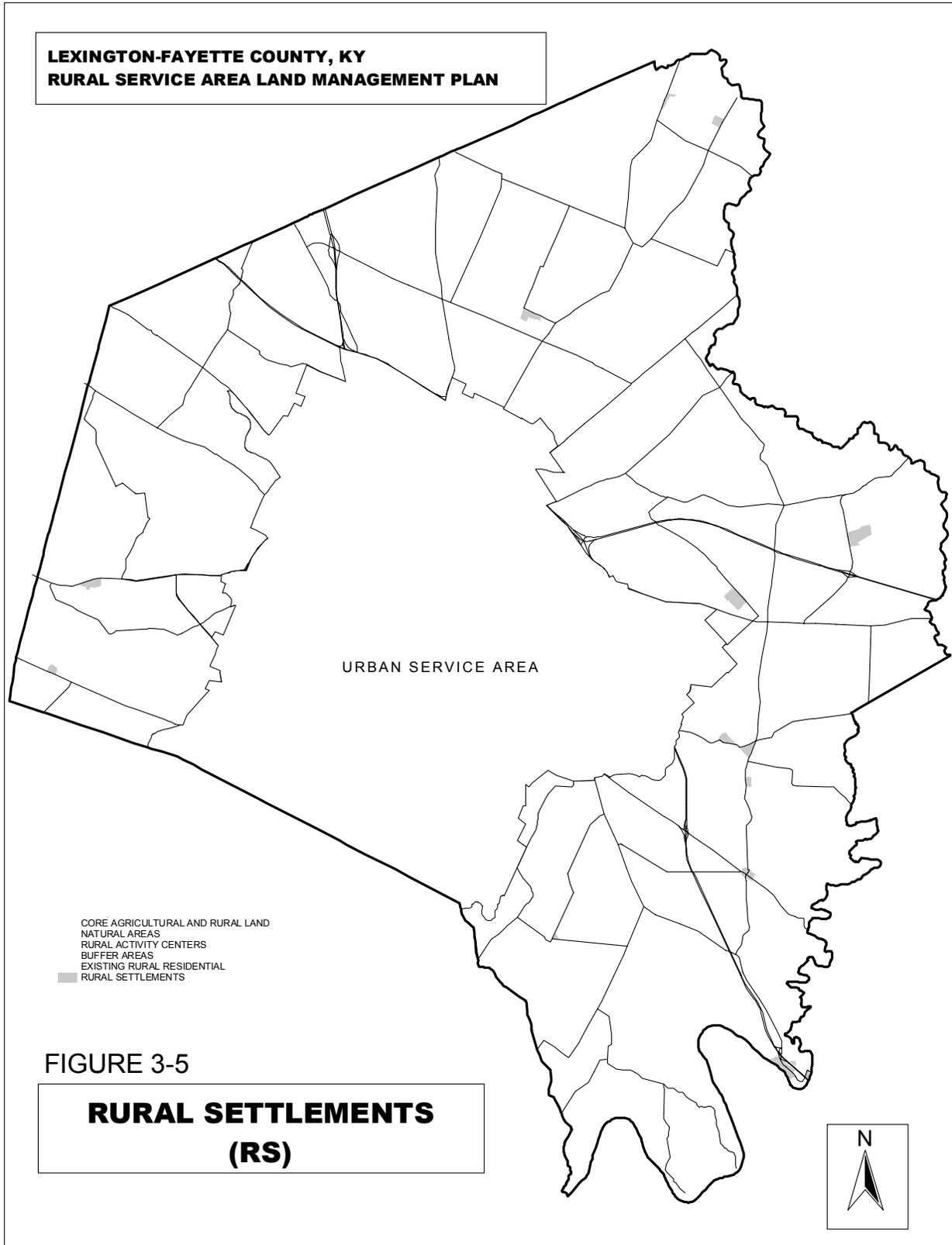
The policy emphasis for land in this category should be for preservation and enhancement of the land in a natural state with a minimum of intrusions.





The following programs are recommended for this area:

1. ***The minimum parcel size for the creation of new tracts should be established at 40 acres to ensure the preservation of parcels of a size conducive to minimal disturbance of the natural features of this land. Consideration should be given to even larger minimum lot sizes in this area.***
2. ***Existing tracts under 40 acres in size shall be permitted to remain. However, programs should be created which are designed to offer incentives for the eventual consolidation of undeveloped small tracts into larger parcels.***
3. ***The NAT category shall be a priority area for a Purchase of Development Rights (PDR) Program. The PDR program should be designed to preserve lands which are environmentally sensitive and which can serve multiple purposes of conservation of natural resources, public access for passive recreations such as hiking and nature trails, protection of wildlife habitat, environmental education, and similar uses.***
4. ***Principal uses permitted in this area should be those associated with agriculture and rural housing in a natural setting with minimal disturbance to the land and vegetation. Conditional uses for this area should be kept to a minimum.***
5. ***The NAT area will serve as a “sender” area for development rights eligible for transfer to another area of the community under any permitted Transfer of Development Rights (TDR) Program implemented under this plan.***
6. ***The LFUCG should seek to implement programs throughout this area designed to improve and manage public accessibility to the resources in this area. These programs should utilize the Raven Run sanctuary as a focus and staging area for such programs.***
7. ***Public acquisition of NAT land should be priority. A major preserve of 1000 acres to 2000 acres would be desirable. The land to be acquired should be in a location that would provide links to areas that have already been acquired or where conservation/scenic easements are proposed.***



C. HISTORIC RURAL SETTLEMENTS CATEGORY (RS)

This land category is designed to encompass the older, historic rural settlements that are an essential part of the rural character of Fayette County. In 1971 the City-County Planning Commission published the Historic Survey, Rural Settlements in Fayette County. The purpose of the report was to show the historic pattern of development in the rural areas of the county. The report found 15 settlements or clusters, located outside the Urban Service Area, each having 15 or more homes. It should be noted that in the years since the publication of the survey, many of the settlements have declined in size. Section IV of this report provides additional specific information regarding the rural settlements. The total land area proposed for this category is 579 acres.



Historic Athens.

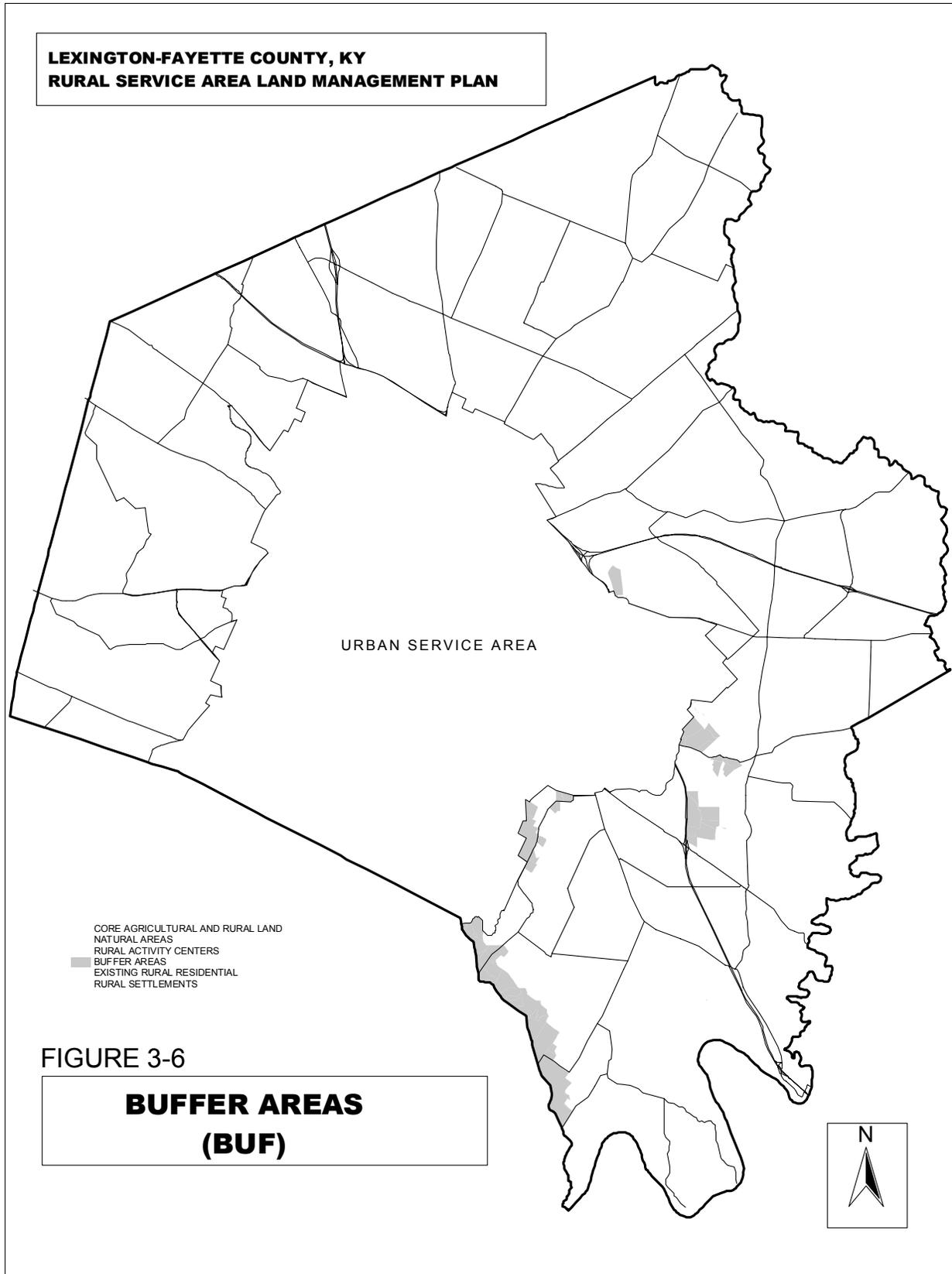
There is a great deal of concern regarding the future of these rural settlements. There is a distinct possibility that the settlements could eventually be the subject of a kind of lot-by-lot redevelopment. These lots will be among the very few places in the Rural Service Area where small lots could be obtained. In the future, many of the lots could be worth more as building sites than the sum of the existing lot and improvements on the property. Unless programs are established to enhance and protect the historic rural settlements, their character may be seriously compromised.

However, it should also be recognized that certain settlements might have limited development potential that could be beneficial to the enhancement and revitalization of the settlements. Many of these areas are zoned R-1D which would allow lots of 6,000 square feet. Many of these lots are considerably larger than the minimum for the zone and could be subdivided into two or more 6,000 square foot lots. This should only be attempted as a part of a program linked to a transfer of development rights and only after adoption of a specific plan for the rural settlement in question. Such development should be subject to development restrictions that would guarantee compatibility with the character of that particular rural settlement.

The policy emphasis for land in this category should be for preservation and enhancement of the land from both a use and design perspective compatible with the historic nature of the rural settlement.

The following programs are recommended for the historic rural settlement category:

1. *Any further subdividing/development of these areas should not be permitted at this time.*
2. *There should be a focused effort to stabilize and enhance the existing housing in these areas. Such programs should be designed to ensure the preservation of the resource and to prevent incompatible redevelopment/rehabilitation.*
3. *Inasmuch as there has not been a serious study of the historic rural settlements since 1971, there should be a comprehensive analysis of these areas in the near future. The scope of this study should include population, housing, design characteristics, definition of boundaries, assessment of infrastructure, infill/redevelopment opportunities, and similar information needed to formulate small area plans for these areas.*
4. *Only after the conclusion of such studies, and only in areas where it is deemed warranted, consider the establishment of a TDR linked program for redevelopment of rural settlements. These areas could serve as receiver sites for transferred development rights from the CARL and NAT categories to permit oversized parcels within a rural settlement to be further divided to a size and intensity of development compatible with the character of that particular settlement.*



D. BUFFER AREAS CATEGORY (BUF)

This land category is designed to encompass certain areas that can serve as buffers between urban or rural uses and/or land in other jurisdictions. These areas could allow for more uses or slightly intensified uses than those recommended in the CARL and NAT categories. The total land area proposed for this category is 2,706 acres.



The land in this category falls into two distinct areas, with slightly different conditions that made the area appropriate for this category:

- The first consideration is for areas of existing, virtually fully developed ten-acre tracts immediately adjoining the Urban Service Area boundary. These areas can be characterized as having an “urban-rural” transitional function as they buffer larger agricultural areas from urban development. The intent is not to expand any such areas; but to recognize their unique ability to be compatible with and buffer adjacent agricultural operations.
- The second consideration for a buffer area is land along the east side of Tates Creek Road opposite Jessamine County. This is the only area in the RSA where a face-to-face relationship exists across a roadway to land in another political jurisdiction. The future of the land on the west side of Tates Creek Road, in Jessamine County, will not be under the control of the Urban County Government. Some portions of the land in Jessamine County, along Tates Creek Road been permitted to develop into mobile home parks, and some business uses, although the predominant use is still agriculture. Much of the Fayette County side has been developed into ten-acre tracts. Given these considerations, the creation of a buffer area designed to transition from possible incompatible uses in Jessamine County into the Fayette County core agricultural and natural areas is appropriate.

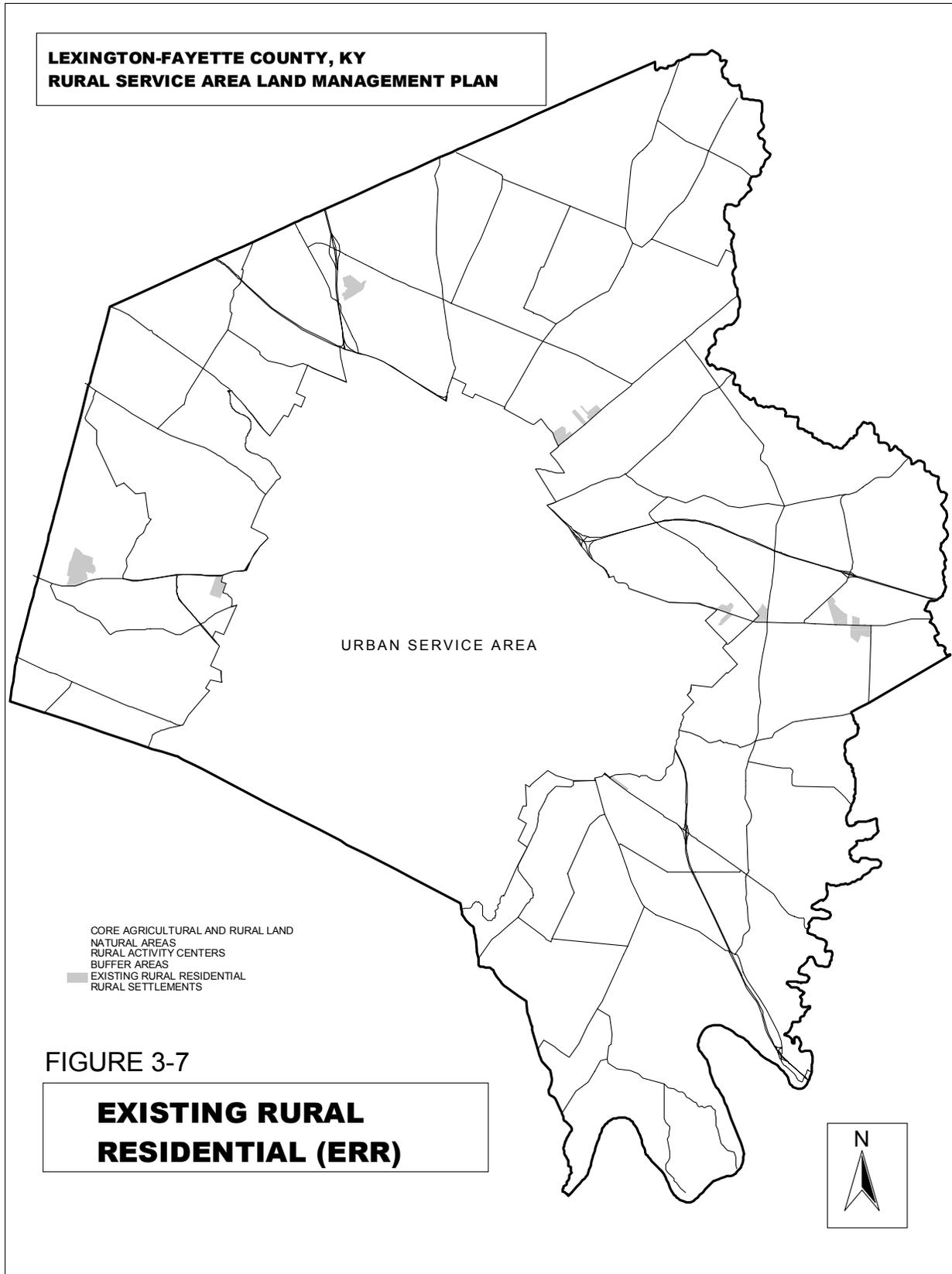
The policy consideration for this category is to allow more intense and varied land use than those in the CARL and NAT to create suitable buffer and transition areas.

The following programs are recommended for this category:

- 1. The minimum parcel size for the creation of new tracts should remain 10 acres to ensure the preservation of parcels of a size conducive to serving as a buffer area between core agriculture and potentially incompatible uses.*
- 2. Land in the Buffer Area should not be considered for a Purchase of Development Rights Program unless it is associated with another specific plan element.*
- 3. Principal uses permitted in this area should be those associated with agriculture and housing. Conditional uses for this area should be uses compatible with core agricultural activities.*
- 4. Any development permitted as either residential or conditional uses in these areas should entail the use of specific physical buffers between the development and adjoining core agricultural areas. Where plant materials are to be used for landscaping, only plants that have no potential animal toxicity or other nuisance potential to agricultural uses shall be specified. Fencing shall be of a type that poses no danger to livestock.*
- 5. Any proposed development must be rigorously reviewed in terms of special concerns and conditions related to development in agricultural areas. Design standards and conditions for approval shall be established through the creation of a zone that addresses these concerns.*



Commercial and subdivision development on the Jessamine County side of Tates Creek Road, opposite an area designated as a Buffer Area.



E. EXISTING RURAL RESIDENTIAL CATEGORY (ERR)

This category is designed to encompass certain residential areas in the RSA which are not associated with historic rural settlements. These areas are predominately post-World War II “suburban estate” developments that were divided into ½ and 1 acre lots prior to the creation of



This suburban-style one-acre estate lot development is typical of the development pattern mitigated by the ten-acre rule in the 1960s.

the Urban Service Area and the institution of the “10-acre rule” in the 1964. Many of these areas achieved the right to complete development of approved subdivision lots, some of which are still eligible for development today. It is fair to say that if the 10-acre rule had not been instituted in 1964, a significant percentage of Fayette County’s growth in the decades since the 60’s would have occurred in other developments of this type. If such had been permitted to occur, the base of land available for rural preservation today would have been dramatically compromised. The purpose of this category is to recognize the existence of these developments and define their boundaries. The total land area proposed for this category is 820 acres.

The residential developments in question are typically self-contained subdivisions. Some examples of these developments are Westmoreland Estates, Spindletop Estates, Wellesley Heights, and Rolling Ridge subdivisions. These developments have existed in the rural domain as urban anomalies. They have the potential to create adverse conditions for adjoining agricultural activities due to their suburban development pattern, traffic generation, septic facilities on small tracts, and conflicts between livestock (particularly) horses and residents and household pets.

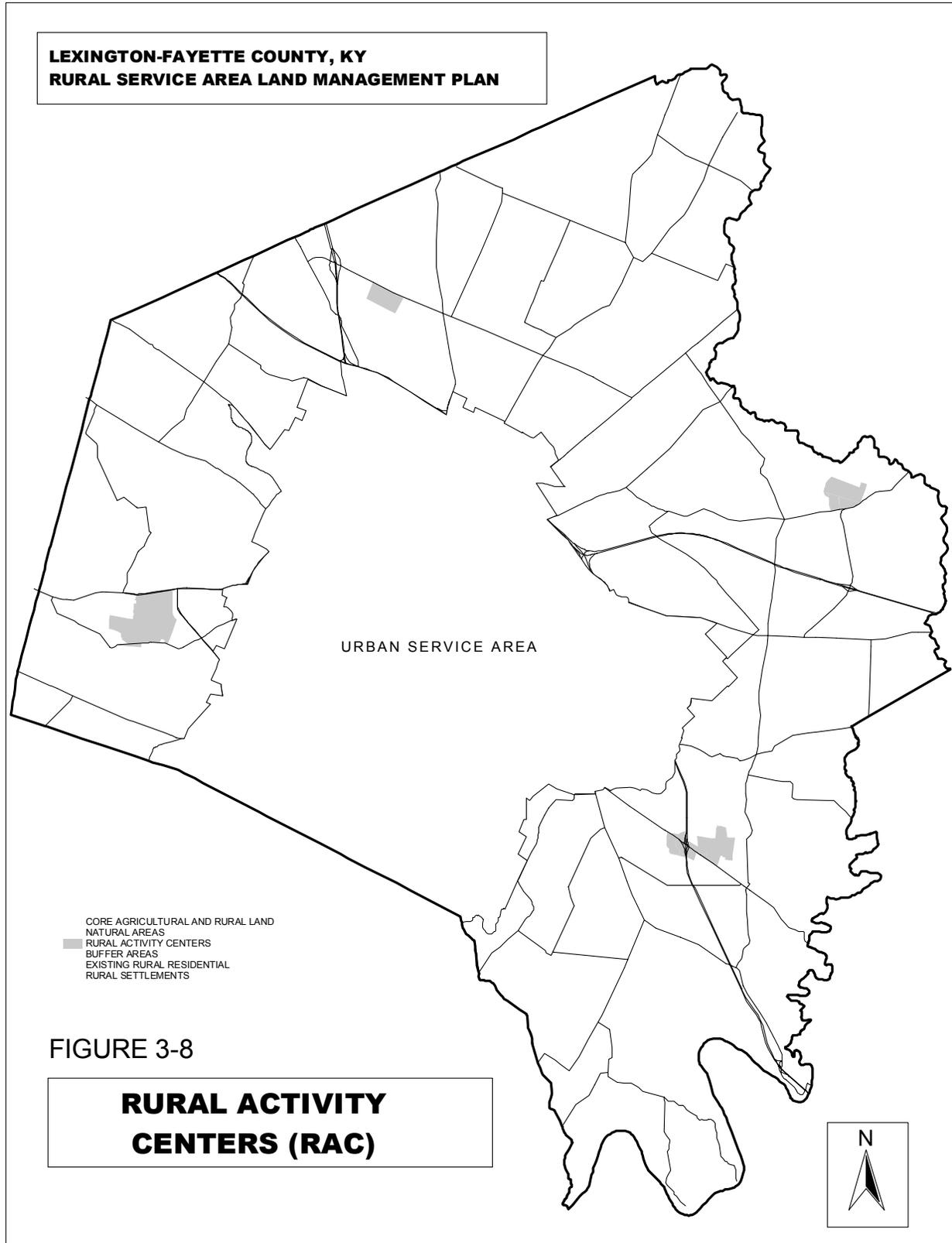
The policy considerations for these areas are to establish their boundaries and prohibit expansion or creation of any new areas. In isolated cases where additional homes may be built within previously approved subdivisions, there is an added goal of providing buffering against adjoining agricultural lands.

The following programs are recommended for these areas:

- 1. No existing lots within these subdivisions shall be permitted to be further subdivided.***
- 2. The total number of units shall not exceed the number approved originally.***
- 3. For any new areas to be platted or to have building permits, a building setback for principal and accessory buildings should be established at the depth typical for the development to improve design compatibility for these areas. For any new areas to be platted or to have building permits, fencing as directed by the Land Subdivision Regulations for development adjoining active agricultural areas should be required.***
- 4. Landscaping and buffering should be required between the development and adjoining agricultural uses. Where plant materials are to be used for landscaping, only plants that have no potential animal toxicity or other nuisance potential to agricultural uses shall be specified. Fencing shall be of a type that poses no danger to livestock.***



Spindletop Estates.



F. RURAL ACTIVITY CENTERS CATEGORY (RAC)

The 1980 Comprehensive Plan, as well as subsequent Plans, identified four Rural Activity Centers. These were four existing employment centers that were located outside the Urban Service Area. They were not considered eligible to receive major public investments for urban services but could receive specific public facilities and services to accommodate the planned amount of **non-residential** land uses. It was hoped that all Rural Activity Centers would become, in time, free standing small Urban Service Areas with a pre-determined, limited range of urban functions, including commercial and industrial uses, and public services and facilities (but not residential uses).



Spindletop Research Center.

The boundaries of the Rural Activity Centers should not change, to ensure the protection of rural farm uses, to prevent inappropriate growth pressures on farmland, and to eliminate premature and costly non-contiguous growth. Modification to the boundaries of any of the Rural Activity Center should only be considered after extensive studies regarding land needs, traffic, adequacy of sewers, and other pertinent factors. Such modification must be in

substantial agreement with Comprehensive Plan, as a whole. Adequate screening and buffering should be provided as new development occurs to protect surrounding agricultural uses and residential properties from the negative effects of the more intensive uses contemplated for the Rural Activity Centers. No development should be permitted unless the site has access to sanitary sewers.

Information on the four Rural Activity Centers including their location, their primary land uses, and treatment plant capacities are summarized below.

Note: Information on the privately owned sewerage systems was obtained from the draft 201 Wastewater Treatment Plan.

Blue Sky—Located at the intersection of Athens-Boonesboro Road and I-75, this area is recommended primarily for warehousing, light industrial and interstate commercial development. It is served by two private treatment plants. The Blue Sky Treatment Plant is located on the east side of the interstate and has a design flow of 150,000 gallons per day (GPD) and a 1996 average daily flow of 53,000 GPD. The JFG Treatment Plant (also known as the Boonesboro Manor Plant) is located to the west of the interstate and has a design flow of 70,000 GPD and a 1996 average daily flow of 3,000 GPD.

Certain properties adjacent to the Blue Sky Rural Activity Center have unique circumstances due to the availability of private sanitary sewer treatment facilities, access to I-75 and to Lexington via a four lane roadway, and the impact on them due to the existing Rural Activity Center uses, highways, and other urban uses and have been requested for inclusion into the Rural Activity Center. However, any proposal to expand the Blue Sky Rural Activity Center to these properties should only be considered in the context of an overall Comprehensive Plan amendment or Small Area Plan process in which specific study and evaluation is given to issues such as:

- a. Traffic studies and traffic management issues;
- b. Sewerability issues such as the extent of infrastructure needed, quality of service and other engineering considerations;
- c. Location and extent of proposed land uses and the need for such uses at any given location;
- d. Development design requirements and restriction; and
- e. Landscaping and buffering restrictions.

Avon (Blue Grass Station)—Located on Briar Hill Road and Houston-Antioch Road, this area is primary recommended for warehouse and light industrial uses. This area is served by the Bluegrass Station Treatment Plant, which was constructed to serve the Bluegrass Army Depot. The treatment plant is now operated by the LFUCG and has a design flow of 100,000 GPD and a 1996 average daily flow of 38,000 GPD. Information from the Division of Engineering indicates that due to the age of this plant, as well as other factors, improvements to the plant would be needed to accommodate a 100,000 GPD flow.

Spindletop—Located at the intersection of Iron Works Road and Berea Road, this land is recommended in the Plan for professional service (office) uses. Effluent from the existing uses is pumped to the treatment plant at the Horse Park. The Horse Park treatment plant has a design flow of 150,000 GPD and a 1996 average daily flow of 191,000 GPD. It should be noted that treated effluent is allowed to be spray-irrigated in certain areas of the state park in lieu of discharge to the stream.

Airport—Located at Versailles Road and Man o' War Boulevard, this development is designated for Other Public Uses. In addition to the terminal, there are warehousing and office uses to support the facilities at the airport. These uses are served by a dedicated public sewer line, which has been sized to serve only the anticipated need.

A map of the location of the Rural Activity Centers appears as Figure 3-8. The following table depicts the acreage of the various land uses in each of the Rural Activity Centers at full development:

FIGURE 3-9: RURAL ACTIVITY CENTERS LAND USES AT FULL DEVELOPMENT

RAC	RETAIL	HIGHWAY COMM	PROF SERV	OPU	LGT IND	HVY IND	CIRC	TOTAL ACRES
AIRPORT	0	0	0	726.4	0	0	0	726.4
AVON	3.2	0	0	0	247.2	43.4	0	293.8
BLUESKY	15.6	134.6	12	0	284.5	0	18.8	465.5
SPINDLETOP	0	0	188.3	0	0	0	0	188.3
TOTAL ACRES	18.8	134.6	200.3	726.4	531.7	43.4	18.8	1674

The following is recommended for the Rural Activity Centers:

The review of the Rural Activity Centers as a part of the Rural Service Area Land Management Plan has revealed no reason to change the boundaries or other aspects of the RACs at this time. No immediate potential for use as TDR receiver sites or other rural preservation based purpose is immediately evident. Although the RAC concept should continue to be periodically reviewed as a part of the five-year process of updating the 1996 Comprehensive Plan, no change should be made at this time. The RACs should be reflected in the Rural Service Area Land Management Plan as currently adopted in the overall Comprehensive Plan.

IV. SPECIAL PLAN ELEMENTS

OVERVIEW

The scope of planning for the RSA extends beyond the creation of and agreement on land use categories contained in Section III. There are Special Plan Elements, found throughout the rural area, which are in many of the different land use categories. These special elements need specific analysis and policy recommendations. This analysis will allow techniques that are tailored to special, specific objectives to be applied and for there to be a greater level of protection than the broad land uses categories described in Section III can provide.

This chapter of the plan presents discussion and recommendations on rural planning issues ranging from transportation to environmental concerns. Each of these Special Plan Elements address future actions which are needed to ensure proper preservation of the character of rural Fayette County.



A. ENVIRONMENTALLY SENSITIVE AREAS (ESA)

Rural Environmental Concerns

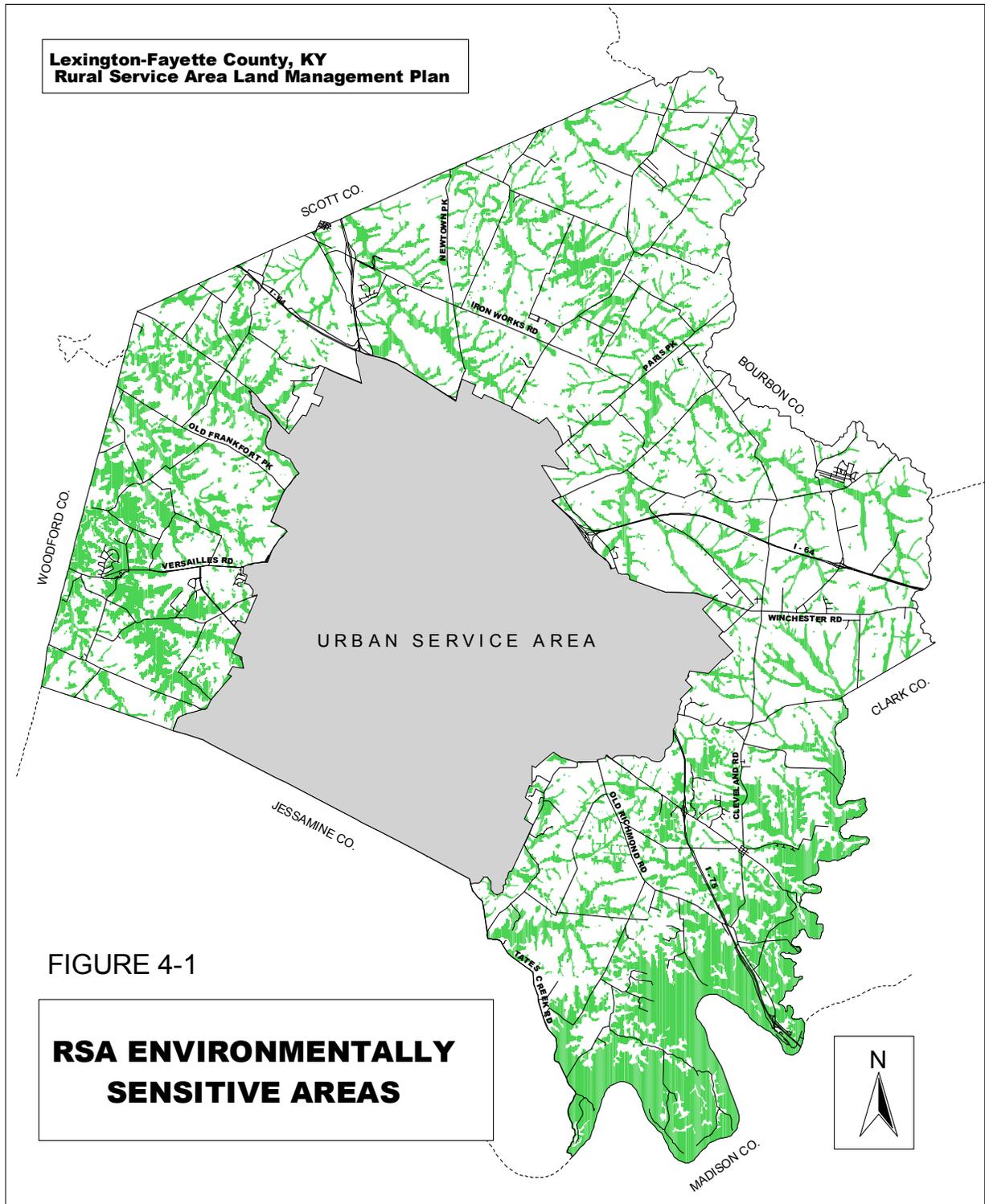
The Land Capability Analysis defined the boundaries of an extensive inventory of environmentally sensitive areas within the Rural Service Area. The Environmentally Sensitive Areas (ESAs) are primarily stream corridors, karst areas (sinkholes), steep slope areas including the palisades of the Kentucky River, areas of poor soils, wetlands, mature tree stands, and similar areas. There is also a special concern area associated with the recharge areas of the Royal Spring Aquifer, which provides drinking water to the community of Georgetown in adjacent Scott County. There are a variety of ordinances and regulations currently in place or in the development stage to address most of these concerns. They are further discussed in Chapter V of this Plan. The total land area in this category is 38,261 acres, or just under 30% of the entire RSA.



Protection, preservation, and proper management of the environmentally sensitive areas are critical for the quality of life not only in the rural areas of the county, but our urban areas and the region as well.

For example, protection of the quality of water in the Rural Service Area is essential to the agricultural economy, to the drinking water supplies of the region, and also for the protection of plant and animal habitat areas. These resources provide basic water requirements for agricultural operations, and are of particular importance to equine and other livestock operations. The phosphoric magnesium limestone which underlies the region is high in calcium phosphate and carbonate and is soluble in water. These minerals in the water have been cited as one of the reasons for the region's success in the raising of thoroughbred horses.

In the past, planning and regulatory efforts have understandably focused on environmental issues in conjunction with development, primarily within the Urban Service Area. Quite often, the special concerns with ESAs are relatively overlooked in the rural area (in comparison to urban areas) due to low population density and lack of threat of development. However, the proper protection and enhancement of these areas is critical to the overall health of the local and regional environment. The process of the development of the rural land management plan has brought forth the need to address issues related to environmentally sensitive areas in the RSA, and to develop programs designed to better protect and manage these resources. The best approach is to address these areas in the context of their general land category rather than create a separate land use category. Thus, the ESA category is superimposed upon the basic rural plan land categories. The policy aim of this designation is to provide a context for better protection, management, and enhancement of these areas. Figure 4-1 shows the location of the Land Capability Study ESAs in the Rural Service Area.





The most basic environmental concern centers on the drainage corridors in the Rural Service Area. Drainage corridors are often linked with other environmentally sensitive lands such as steep slope areas, tree areas, and wildlife habitat areas. Current regulations recognize and regulate the drainage corridors from the standpoint of flood protection measures. Homes and agricultural buildings are prohibited within designated floodplains; however, insensitive filling in floodplains to elevate structures can occur, with the potential for adverse effects. In the near future, new programs associated with federal requirements will necessitate new approaches designed to protect and enhance the quality of water resources. The scope of programs associated with these stream corridors should be expanded to recognize the need to preserve and protect these areas for all of their associated benefits. Protection of many of these areas can be accomplished through programs designed to link the urban and rural areas by allowing public access to scenic resources for passive recreation such as hiking and bike trails, wildlife programs, botanical areas, environmental education, and similar uses. These can and should be accomplished, wherever possible, without creating interference with agricultural activities.

Of course, the simplest and most effective protection measures for these areas lie in the proposals to increase the minimum lot sizes for the CARL and NAT categories. This will remove to a large degree the pressures to the ESAs associated with development of roads and the siting of housing.

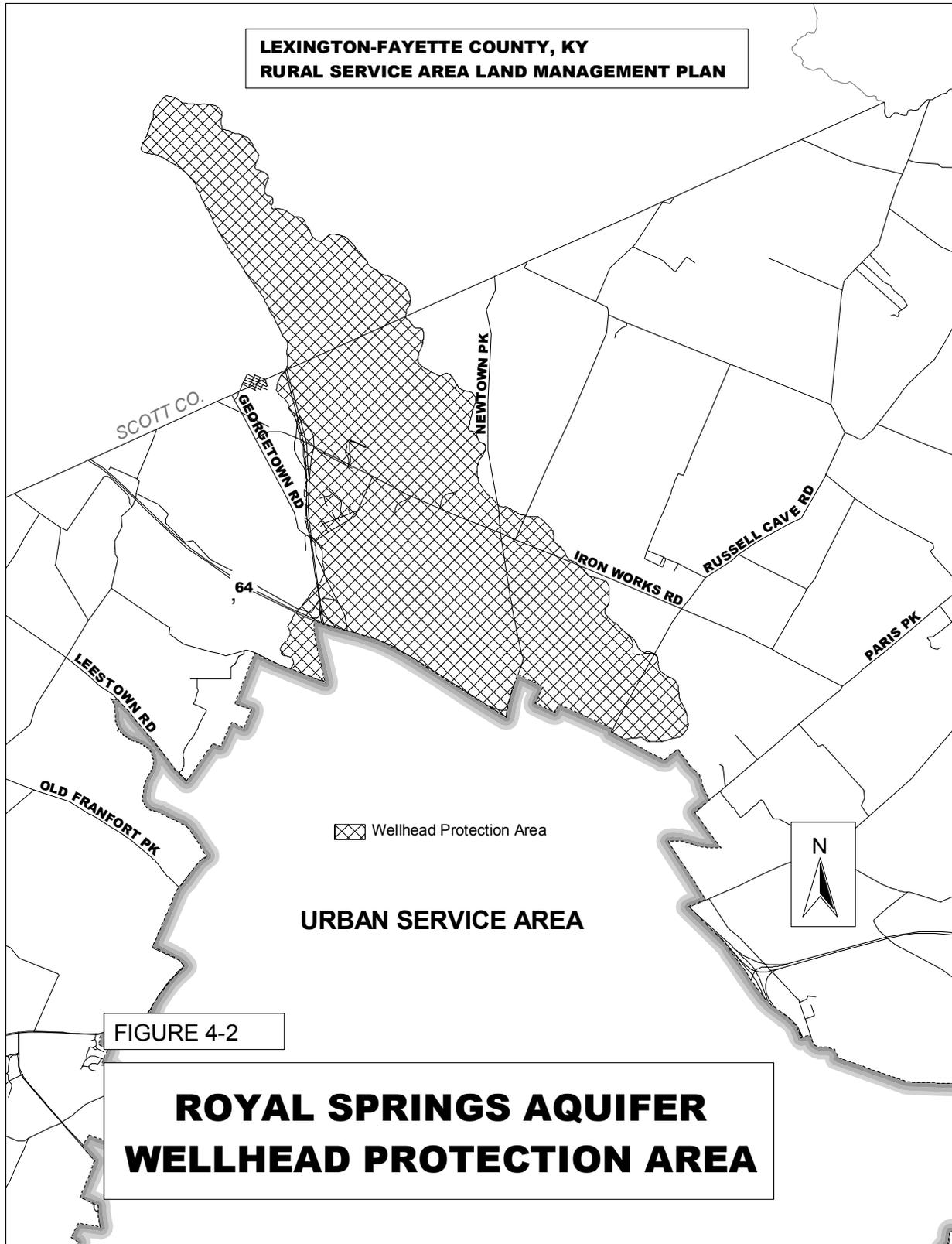
Royal Springs Aquifer

The Royal Spring Aquifer is an environmentally sensitive area in northern Fayette County and southern Scott County that is of particular concern. Unlike Lexington, which derives its water from the Kentucky River, Georgetown derives its drinking water from the Royal Spring. Since 80% of the aquifer for that spring is located in Fayette County, rainwater that infiltrates the ground in Fayette County becomes the source of drinking water in Scott County. This is the largest spring-fed public water supply in the state, providing water to over 7,000 customers.

The Royal Spring Aquifer is particularly susceptible to pollution because it is located in an irregular limestone region with sinkholes, underground streams, and caverns. The sinkholes, streams and caverns allow pollutants to easily enter the water system. Within matter of hours, groundwater, and pollutants, can travel from Lexington to Georgetown. In order to ensure that the water supply in Georgetown remains viable, Lexington-Fayette County must take particular care to ensure that pollutants do not enter this system.

A committee that includes representatives from the Kentucky Division of Groundwater, Lexington-Fayette County, the city of Georgetown and Scott County has been working since 1996 to develop a wellhead protection plan. The 1986 amendment to the Safe Drinking Water Act requires states to adopt a Wellhead Protection Program to prevent contamination of water supply wells and springs. This inter-governmental plan will fulfill that requirement. The purpose of the plan is to determine appropriate protection practices within the aquifer of the Royal Spring. This committee intends to develop guidelines that can be incorporated into the planning programs of each local government. Some of the land use strategies that have been identified are:

- Identification all of the known existing and potential point and non-point sources of groundwater degradation
- Development of a mapped area of concern
- Development of a resource assessment method to be used in determining the amount and kind of development that may occur in the aquifer area
- Development of a comprehensive land use management policy for the aquifer recharge area
- Propose limits on land uses that might have an adverse impact on the water quality in the aquifer
- Limit the development of land that might have an adverse impact on the withdrawal of water from the Royal Spring
- Propose limits on land uses that might have an adverse impact on water quality or recharge capabilities in the aquifer protection area
- Designation of specific areas in the aquifer recharge area that are suitable and appropriate for public acquisition
- Development of a means for each local government to implement this management plan for the aquifer



Approximately 4,200 acres of the aquifer recharge area are located in the Rural Service Area, in prime agricultural land, where horse and cattle farms are the predominate agricultural use. Within this area the major concerns will be contamination from animal waste, particularly from stockpiling areas, and from septic tanks for residential uses. The proposed increase in the minimum lot size from 10 acres to 40 acres would have a direct and positive impact on preventing the contamination of the aquifer, since there would be fewer potential septic tanks. Development of best management practices and a corresponding education program may be needed to address animal waste.

Within the Rural Service Area there are several conditional uses that may have an adverse impact on the Royal Spring Aquifer. The impact on the aquifer should be carefully assessed whenever the Board of Adjustment considers these conditional uses and if approved, appropriate conditions should be imposed.

The following specific programs are recommended for the ESA category:

- 1. The existence of ESAs on properties should be a priority consideration as a part of a PDR purchase program.*
- 2. A local conservation easement program should be established for natural drainage systems, steep slope areas, and large tree stands. As these areas are not conducive to agricultural activities, incentives (including tax incentives) should be provided with the intent to preserve and protect these areas in order to enhance water quality, preserve wildlife areas, and become a part of a rural greenways program.*
- 3. A rural greenways program should be established (see Section IV-E of this report) to both protect ESAs and to provide opportunities for managed use of such areas for passive recreational, environmental education, and eco-tourism uses.*
- 4. Riparian areas should be the focus of efforts to create rural greenways. Where possible, without creating interference with agricultural operations, these areas should be left in their natural state, or enhanced with eco-sensitive riparian plantings to improve water quality and create additional habitat areas.*
- 5. Where possible, bike and hiking trails should be planned. Staging areas should be established in order to both organize and maximize public utilization of the greenways systems. Acquisition of sites for these purposes should be considered.*
- 6. Education programs, and where necessary, regulations on uses, within the Royal Springs Aquifer recharge area should be developed.*
- 7. Buffer zones and building setbacks should be developed to protect riparian areas within the RSA. Floodplain areas should be left in their natural states except where necessary to alleviate flooding conditions.*
- 8. Riparian buffer areas should be created adjacent to streams to improve water quality and protect stream areas from improper encroachment. Incentive programs, including possible tax incentives, should be created to encourage landowners to participate in the establishment of the buffer zones.*

9. *Habitat areas for flora and fauna, particularly endangered species habitat areas, should be afforded special protection measures.*
10. *As these systems are developed, their potential for use for purposes of educational programs and the rising eco-tourism industry should be recognized. Programs should be created to make the community aware of these resources and how they can be utilized to enhance the quality of life of both rural and urban residents of Fayette County.*
11. *Purchase of land, in fee, for trails, parks, etc, should be used to provide appropriate buffer areas to protect environmentally sensitive lands.*
12. *When subdivision of land in the rural area is proposed, the review process should include an assessment of the impact on the environmentally sensitive land within and adjoining the development.*
13. *Environmental monitoring of ESAs, particularly the Royal Spring Aquifer, should be conducted on an on-going basis. If indicated through the monitoring, additional regulation of uses should be proposed. For instance, if contaminants are found, the source should be identified and regulated.*

B. RURAL ROADWAYS

Overview

The rural road network provides the framework for land use in the RSA. The network serves the needs of the agricultural economy and links its residents to urban areas and adjoining counties. The narrow roadways with numerous small hills and curves are adequate for the slow moving agricultural vehicles that are often found in the rural area. Conflicts arise when non-agricultural traffic fails to respect the farmer's needs.

The rural roadways form the "window" through which the RSA is viewed and appreciated as a landscape. Proper planning for the RSA must take into account both the need for traffic management and viewshed management to protect and enhance the basic rural character of the rural road network. The primary objective should be to manage growth in the rural area so that only minimal road improvement is needed.

Traffic Management

Traffic, in particular, roadway capacity, is clearly a significant factor to take into account as part of the Rural Service Area Land Management Plan. To a large degree, the rural character of Fayette County is dependent upon low volumes of traffic on the rural roadways. High traffic volumes can lead to safety concern which, in turn, can result in the public need or desire to improve roadways, oftentimes with a corresponding loss of scenic character.

The Siemon, Larsen & Marsh Tentative Draft Rural Landscape Management Plan (October 1996) expressed this concern in great detail, and advocated a travel shed analysis approach as an adjunct to approval of most types of rural development. However, that plan did not attempt to quantify the capacity of the rural roadways of Fayette County. Rather, it was assumed that traffic impact would be analyzed as a part of the development review process. The staff felt that it was preferable to attempt to develop this information as a part of the *planning* phase of the rural plan rather than at the *regulatory* phase. In that way, the limitations of the rural road network can be taken into account in determining the appropriate levels of on-site development in the rural service area. If additional traffic limitations are needed at the regulatory implementation phase, base data will exist to guide decision-making on the specific development proposal.

The Transportation Planning Section developed rural road capacity principles utilizing recognized sources for determining roadway capacity. Factors influencing the capacity included such features as terrain, percent of no passing zones, percent of truck traffic, peak volumes, design speed, lane and shoulder width, and other factors. Field measurements and observations were utilized as a part of the process. Due to time limitations, this analysis was targeted to the areas of the county where the information would be most beneficial to policy decisions. That information was presented in the Rural Service Area Land Management Report #2 (Division of Planning, February 1998).

As a part of this plan, the information was completed for the remainder of the rural roads in Fayette County. This information is presented in tabular form as Figure 4-3, referenced to the series of maps which comprise Figure 4-4(A through D). The roadways were divided into segments for which travel sheds were defined and the estimated roadway capacity was determined for varying levels of service. Figure 4-5 provides an explanation of the varying levels of services as applicable to two lane roadways.



The Kentucky Transportation Cabinet Six-Year Transportation Plan was reviewed to identify currently approved projects within the Rural Service Area. The listing of such projects appears as Figure 4-6.

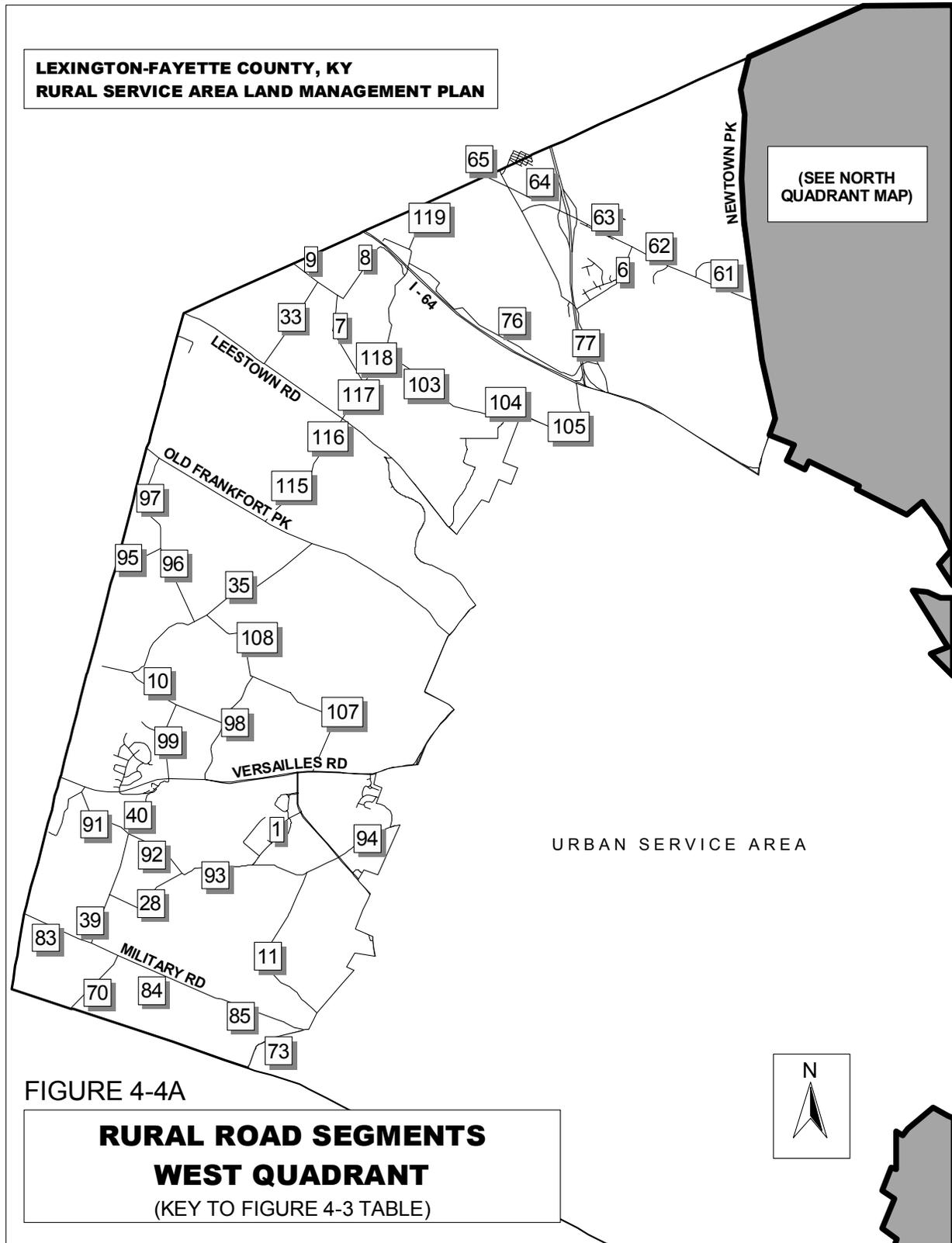


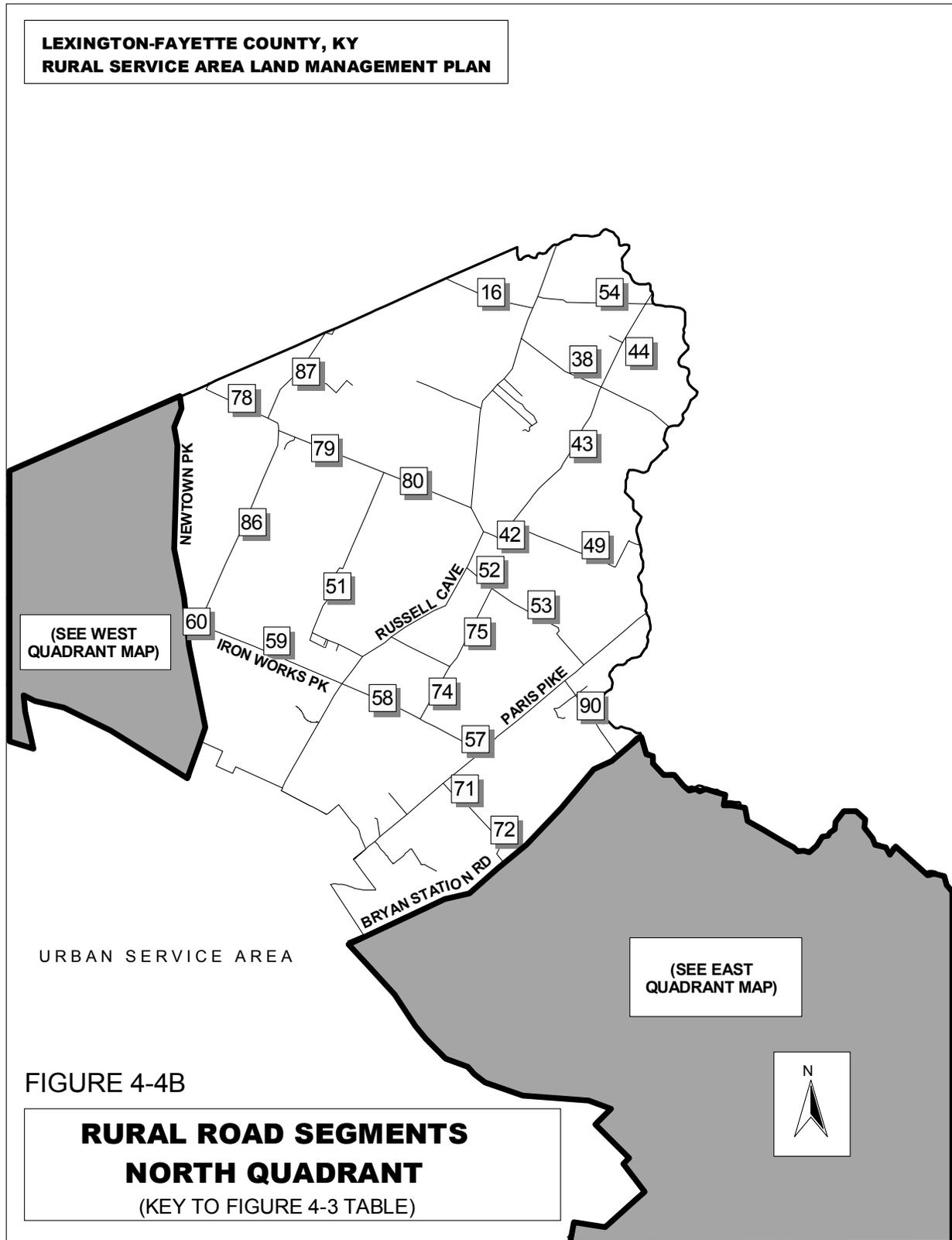
MAP #	RURAL ROAD SEGMENT	FROM	TO	Current Peak Hour Volume	1999 LOS	Maximum hourly volume at each Level-of-Service				
						A	B	C	D	E
1	AIRPORT RD.	MAN O' WAR BLVD	PARKERS MILL RD.	180	B	76	248	438	762	1561
2	ATHENS-WALNUT HILL RD.	OLD RICHMOND RD.	I-75 UNDERPASS	50	B	49	211	455	698	1462
3	ATHENS-WALNUT HILL RD.	I-75 UNDERPASS	ATHENS-BOONESBORO RD.	50	B	49	211	455	698	1462
4	AVON-CLINTONVILLE PK.	HALEY RD.	US ARMY DEPOT ENTRANCE	254	C	76	248	438	762	1561
5	AVON-CLINTONVILLE PK.	US ARMY DEPOT ENTRANCE	BOURBON COUNTY LINE	132	B	64	207	367	638	1309
6	BEREA RD.	GEORGETOWN RD.	IRONWORKS RD.	174	B	76	248	438	762	1561
7	BETHEL LN.	YARNALLTON RD.	BETHEL RD.	50	B	49	211	455	698	1462
8	BETHEL LN.	BETHEL RD.	YARNALLTON RD.	50	B	49	211	455	698	1462
9	BETHEL RD.	SCOTT COUNTY LINE	BETHEL LN.	50	B	36	157	337	518	1084
10	BOSWORTH LN.	RICE RD.	WOODFORD COUNTY LINE	50	B	49	211	455	698	1462
11	BOWMAN MILL RD.	PARKERS MILL RD.	KEENE RD.	50	B	49	211	455	698	1462
12	BRIAR HILL RD.	BRYAN STATION RD.	ROYSTER RD.	86	B	64	207	367	638	1309
13	BRIAR HILL RD.	ROYSTER RD.	MUIR STATION RD.	53	A	64	207	367	638	1309
14	BRIAR HILL RD.	MUIR STATION RD.	WARE RD.	88	B	64	207	367	638	1309
15	BRIAR HILL RD.	WARE RD.	HALEY RD.	122	B	64	207	367	638	1309
16	CARRICK RD.	RUSSELL CAVE RD.	SCOTT COUNTY LINE	26	A	36	157	337	518	1084
17	CLEVELAND RD.	OLD RICHMOND RD.	BRIDGE	66	B	64	207	367	638	1309
18	CLEVELAND RD.	BRIDGE	ATHENS-BOONESBORO RD.	148	B	64	207	367	638	1309
19	CLEVELAND RD.	ATHENS-BOONESBORO RD.	BRIDGE	109	B	64	207	367	638	1309
20	CLEVELAND RD.	BRIDGE	TODDS RD.	100	B	64	207	367	638	1309
21	CLEVELAND RD.	TODDS RD.	C&O RR CROSSING	91	B	64	207	367	638	1309
22	CLEVELAND RD.	C&O RR CROSSING	WINCHESTER RD.	104	B	64	207	367	638	1309
23	CLEVELAND RD.	WINCHESTER RD.	I 64	139	B	64	207	367	638	1309
24	CLEVELAND RD.	I 64	BRIAR HILL RD.	96	B	64	207	367	638	1309
25	COMBS FERRY RD.	WINCHESTER RD.	RIVERA DR.	138	B	57	184	325	566	1159
26	COMBS FERRY RD.	RIVERA DR.	CLARK CO. LINE	66	B	57	184	325	566	1159
27	CRAWLEY LN.	TATES CREEK RD.	JACKS CREEK RD.	50	B	49	211	455	698	1462
28	DEDMAN RD.	FORT SPRINGS RD.	PARKERS MILL RD.	50	B	49	211	455	698	1462
29	DELONG RD.	TATES CREEK RD.	WALNUT HILL RD.	117	B	49	211	455	698	1462
30	DELONG RD.	WALNUT HILL RD.	ARMSTRONG MILL RD.	50	B	49	211	455	698	1462
31	DELONG RD.	ARMSTRONG MILL RD.	HICKMAN CREEK	126	B	49	211	455	698	1462

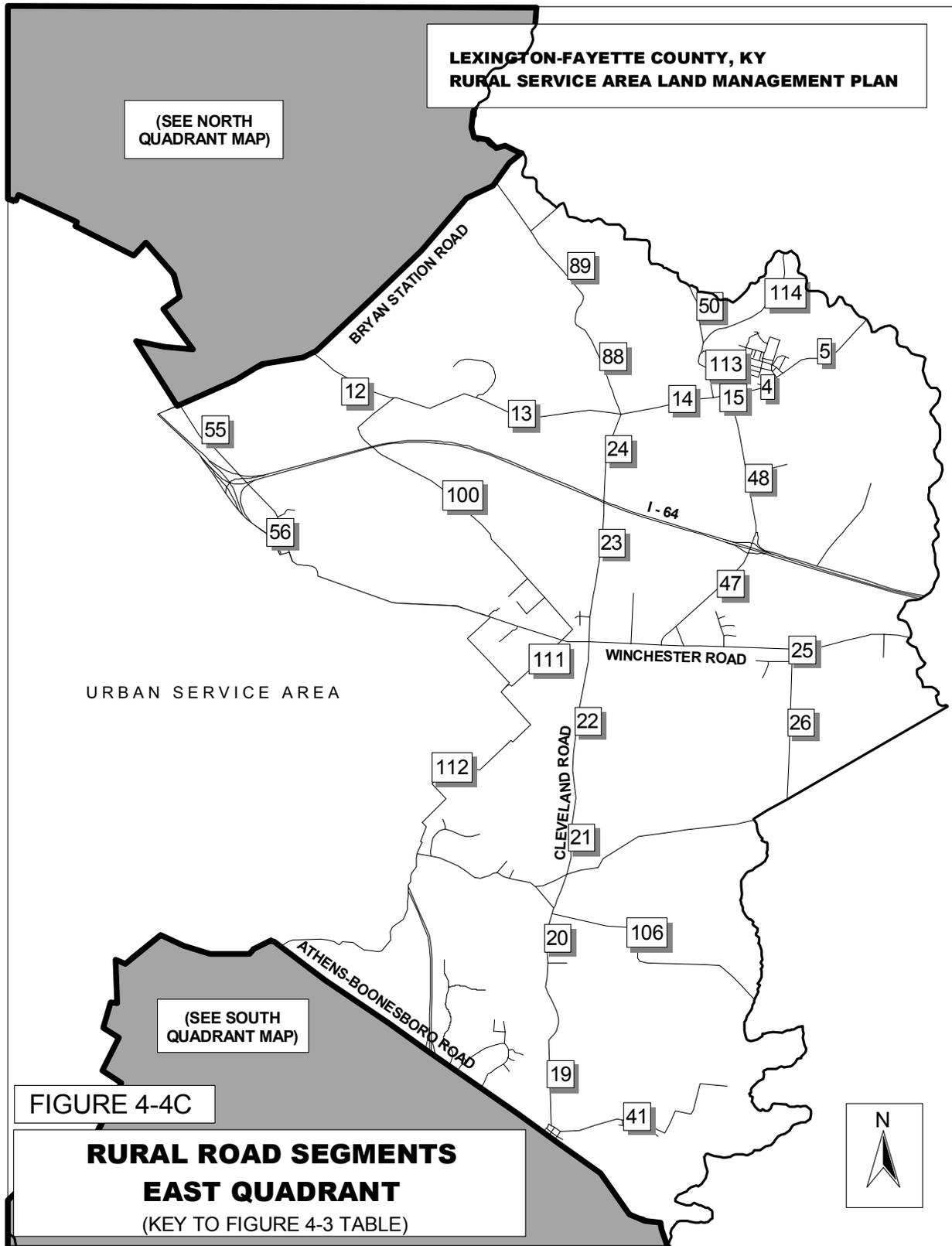
MAP #	RURAL ROAD SEGMENT	FROM	TO	Current Peak Hour Volume	1999 LOS	Maximum hourly volume at each Level-of-Service				
						A	B	C	D	E
32	DELONG RD.	HICKMAN CREEK	OLD RICHMOND RD.	134	B	49	211	455	698	1462
33	DOLAN LN.	LEESTOWN RD.	BETHEL RD.	50	B	49	211	455	698	1462
34	DRY BRANCH RD.	JACKS CREEK RD.	END	50	B	49	211	455	698	1462
35	ELKCHESTER RD.	BOSWORTH LN.	OLD FRANKFORT RD.	32	A	57	184	325	566	1159
36	ELK LICK FALLS	OLD RICHMOND RD.	OLD RICHMOND RD.	50	B	36	157	337	518	1084
37	EVANS MILL RD.	OLD RICHMOND RD.	END	50	B	36	157	337	518	1084
38	FERGUSON RD.	RUSSELL CAVE RD.	BOURBON COUNTY LINE	21	A	24	106	227	349	731
39	FORT SPRINGS RD.	MILITARY RD.	PARKERS MILL RD.	50	B	36	157	337	518	1084
40	FORT SPRINGS RD.	PARKERS MILL RD.	VERSAILLES RD.	50	B	36	157	337	518	1084
41	GENTRY RD.	ATHENS-BOONESBORO RD.	END	50	B	36	157	337	518	1084
42	GREENWICH RD.	RUSSELL CAVE RD.	HARP INNIS RD.	172	B	64	207	367	638	1309
43	GREENWICH RD.	HARP INNIS RD.	FERGUSON RD.	162	B	64	207	367	638	1309
44	GREENWICH RD.	FERGUSON RD.	BOURBON COUNTY LINE	129	B	64	207	367	638	1309
45	GRIMES MILL RD.	OLD RICHMOND RD.	McCALLS MILL RD.	50	B	36	157	337	518	1084
46	GRIMES MILL RD.	McCALLS MILL RD.	CLARK CO. LINE	101	B	36	157	337	518	1084
47	HALEY RD.	WINCHESTER RD.	I 64	450	D	76	248	438	762	1561
48	HALEY RD.	I 64	BRIAR HILL RD.	397	C	76	248	438	762	1561
49	HARP-INNIS RD.	GREENWICH RD.	BOURBON COUNTY LINE	21	A	57	184	325	566	1159
50	HOUSTON-ANTIOCH RD.	WARE RD.	BOURBON COUNTY LINE	23	A	36	157	337	518	1084
51	HUFFMAN MILL RD.	RUSSELL CAVE RD.	LEMONS MILL RD.	50	B	48	155	274	477	978
52	HUGHES LN.	RUSSELL CAVE RD.	KENNEY LN.	50	B	36	157	337	518	1084
53	HUGHES LN.	KENNEY LN.	PARIS RD.	50	B	36	157	337	518	1084
54	HUME-BEDFORD RD.	BOURBON COUNTY LINE	RUSSELL CAVE RD.	18	A	57	184	325	566	1159
55	HUME RD.	BRYAN STATION RD.	AMI LN.	178	C	36	157	337	518	1084
56	HUME RD.	AMI LN.	WINCHESTER RD.	190	C	36	157	337	518	1084
57	IRON WORKS RD.	PARIS RD.	KENNY LN.	158	B	64	207	367	638	1309
58	IRON WORKS RD.	KENNY LN.	RUSSELL CAVE RD.	156	B	64	207	367	638	1309
59	IRON WORKS RD.	RUSSELL CAVE RD.	MOUNT HOREB RD.	256	C	64	207	367	638	1309
60	IRON WORKS RD.	MOUNT HOREB RD.	NEWTOWN RD.	315	C	64	207	367	638	1309
61	IRON WORKS RD.	NEWTOWN RD.	COUNCIL OF STATE GOVT.	453	D	28	280	448	924	2184
62	IRON WORKS RD.	COUNCIL OF STATE GOVT.	BEREA RD.	418	C	28	280	448	924	2184
63	IRON WORKS RD.	BEREA RD.	I 75	348	C	28	280	448	924	2184
64	IRON WORKS RD.	I 75	GEORGETOWN RD.	525	D	28	280	448	924	2184

MAP #	RURAL ROAD SEGMENT	FROM	TO	Current Peak Hour Volume	1999 LOS	Maximum hourly volume at each Level-of-Service				
						A	B	C	D	E
65	IRON WORKS RD.	GEORGETOWN RD.	SCOTT COUNTY LINE	150	B	64	207	367	638	1309
66	JACKS CREEK RD.	SPEARS RD.	DRY BRANCH RD.	69	B	57	184	325	566	1159
67	JACKS CREEK RD.	JACKS CREEK RD.	CRAWLEY LN.	69	B	57	184	325	566	1159
68	JACKS CREEK RD.	CRAWLEY LN.	WHITES LN.	185	C	57	184	325	566	1159
69	JACKS CREEK RD.	WHITES LN.	OLD RICHMOND RD.	182	B	57	184	325	566	1159
70	JAMES LN.	MILITARY RD.	JESSAMINE COUNTY LINE	50	B	36	157	337	518	1084
71	JOHNSTON RD.	PARIS RD.	KENTUCKY HORSE CENTER	50	B	36	157	337	518	1084
72	JOHNSTON RD.	KENTUCKY HORSE CENTER	BRYAN STATION RD.	50	B	36	157	337	518	1084
73	KEENE RD.	JESSAMINE COUNTY LINE	HARRODSBURG RD.	324	C	76	248	438	762	1561
74	KENNEY LN.	IRON WORKS RD.	ACCESS	50	B	36	157	337	518	1084
75	KENNEY LN.	ACCESS	HUGHES LN.	50	B	36	157	337	518	1084
76	KEARNEY RD.	YARNALLTON RD.	KEARNEY HILLS GOLF COURSE	50	B	36	157	337	518	1084
77	KEARNEY RD.	KEARNEY HILLS GOLF COURSE	GEORGETOWN RD.	50	B	36	157	337	518	1084
78	LEMONS MILL RD.	SCOTT COUNTY LINE	MT. HOREB RD.	13	A	48	155	274	477	978
79	LEMONS MILL RD.	MT. HOREB RD.	HUFFMAN MILL RD.	24	A	57	184	325	566	1159
80	LEMONS MILL RD.	HUFFMAN MILL RD.	RUSSELL CAVE RD.	38	A	57	184	325	566	1159
81	McCALLS MILL RD.	OLD RICHMOND RD.	GRIMES MILL RD.	50	B	36	157	337	518	1084
82	McCALLS MILL RD.	GRIMES MILL RD.	ATHENS-BOONESBORO RD.	50	B	36	157	337	518	1084
83	MILITARY RD.	WOODFORD COUNTY LINE	FORT SPRINGS RD.	51	A	57	184	325	566	1159
84	MILITARY RD.	FORT SPRINGS RD.	CREEK	93	B	57	184	325	566	1159
85	MILITARY RD.	CREEK	KEENE RD.	60	B	57	184	325	566	1159
86	MT. HOREB RD.	IRON WORKS RD.	LEMONS MILL RD.	50	A	57	184	325	566	1159
87	MT. HOREB RD.	LEMONS MILL RD.	SCOTT COUNTY LINE	21	A	57	184	325	566	1159
88	MUIR STATION RD.	BRIAR HILL RD.	L&N RR CROSSING	23	A	64	207	367	638	1309
89	MUIR STATION RD.	L&N RR CROSSING	BRYAN STATION RD.	83	B	64	207	367	638	1309
90	MUIR STATION RD.	BRYAN STATION RD.	PARIS RD.	90	B	64	207	367	638	1309
91	PARKERS MILL RD.	VERSAILLES RD.	FORT SPRINGS RD.	83	B	64	207	367	638	1309
92	PARKERS MILL RD.	FORT SPRINGS RD.	DEDMAN LN.	70	B	64	207	367	638	1309
93	PARKERS MILL RD.	DEDMAN LN.	BOWMAN MILL RD.	93	B	64	207	367	638	1309
94	PARKERS MILL RD.	BOWMAN MILL RD.	NEW CIRCLE RD.	178	B	64	207	367	638	1309
95	PAYNES MILL RD.	REDD RD.	WOODFORD COUNTY LINE	50	B	36	157	337	518	1084
96	REDD RD.	ELKCHESTER RD.	PAYNES MILL RD.	50	B	36	157	337	518	1084
97	REDD RD.	PAYNES MILL RD.	OLD FRANKFORT RD.	50	B	36	157	337	518	1084

MAP #	RURAL ROAD SEGMENT	FROM	TO	Current Peak Hour Volume	1999 LOS	Maximum hourly volume at each Level-of-Service				
						A	B	C	D	E
98	RICE RD.	VERSAILLES RD.	VAN METER RD.	120	B	64	207	367	638	1309
99	ROSALIE LN.	VERSAILLES RD.	BOSWORTH LN.	50	B	36	157	337	518	1084
100	ROYSTER RD.	BRIAR HILL RD.	WINCHESTER RD.	57	B	36	157	337	518	1084
101	SHELBY LN.	WALNUT HILL RD.	JACKS CREEK RD.	50	B	36	157	337	518	1084
102	SPEARS RD.	TATES CREEK RD.	JACKS CREEK RD.	110	B	57	184	325	566	1159
103	SPURR RD.	YARNALLTON RD.	F.C.I. BACK ENTRANCE	38	A	57	184	325	566	1159
104	SPURR RD.	F.C.I. BACK ENTRANCE	GREENDALE RD.	34	A	57	184	325	566	1159
105	SPURR RD.	GREENDALE RD.	GEORGETOWN RD.	170	B	64	207	367	638	1309
106	SULPHUR WELL RD.	CLEVELAND RD.	CLARK CO. LINE	4	A	36	157	337	518	1084
107	VAN METER RD.	VERSAILLES RD.	RICE RD.	465	D	64	207	367	638	1309
108	VAN METER RD.	RICE RD.	ELKCHESTER RD.	33	A	64	207	367	638	1309
109	WALNUT HILL RD.	OLD RICHMOND RD.	SHELBY RD.	65	B	36	157	337	518	1084
110	WALNUT HILL RD.	SHELBY RD.	DELONG RD.	101	B	36	157	337	518	1084
111	WALNUT HILL-CHILESBERG RD.	WINCHESTER RD.	C&O RR CROSSING	107	B	36	157	337	518	1084
112	WALNUT HILL-CHILESBERG RD.	C&O RR CROSSING	TODDS RD.	52	B	36	157	337	518	1084
113	WARE RD.	BRIAR HILL RD.	HOUSTON-ANTIOCH RD.	14	A	36	157	337	518	1084
114	WARE RD.	HOUSTON-ANTIOCH RD.	BOURBON COUNTY LINE	25	A	36	157	337	518	1084
115	YARNALLTON RD.	OLD FRANKFORT RD.	SEABOARD SYSTEMS RR	40	A	48	155	274	477	978
116	YARNALLTON RD.	SEABOARD SYSTEMS RR	LEESTOWN RD.	46	A	48	155	274	477	978
117	YARNALLTON RD.	LEESTOWN RD.	BETHEL RD.	78	B	57	184	325	566	1159
118	YARNALLTON RD.	BETHEL RD.	SPURR RD.	70	B	57	184	325	566	1159
119	YARNALLTON RD.	KEARNEY RD.	SCOTT COUNTY LINE	50	A	57	184	325	566	1159







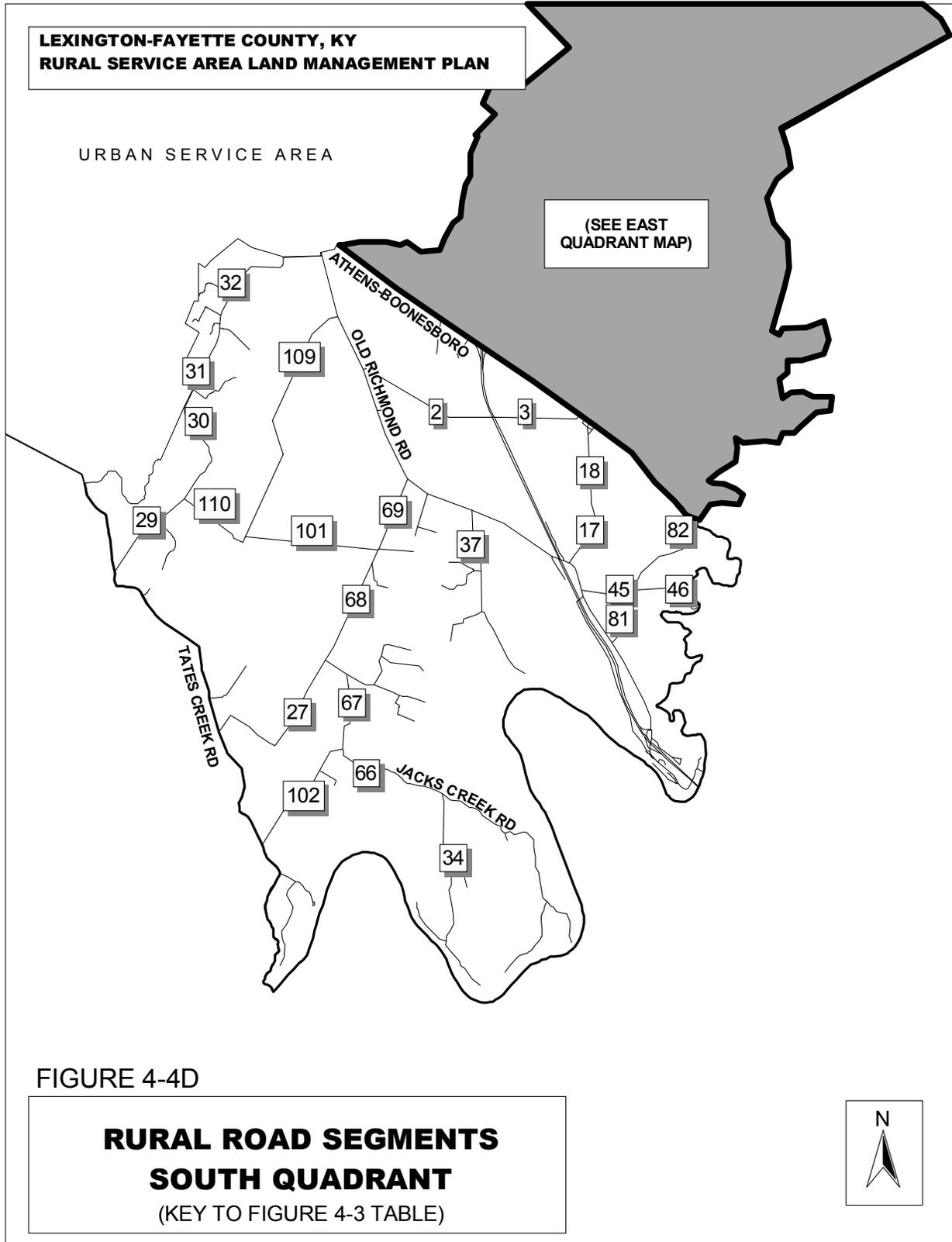


FIGURE 4-5: LEVEL OF SERVICE FOR GENERAL TWO-LANE HIGHWAY SEGMENTS

Note: Specific Level of Service information for rural roads was not available. Information on Two-Lane Highway Segments was determined to be the most appropriate match to the roads that are being studied.

LEVEL OF SERVICE "A" - At this level of service, drivers are delayed no more than 30% of the time by slow-moving vehicles. Almost no platoons of three or more vehicles are observed.

LEVEL OF SERVICE "B" - Drivers are delayed up to 45% of the time on the average. Passing demand needed to maintain desired speeds becomes significant.

LEVEL OF SERVICE "C" - There are further increases in the flow of traffic and noticeable increases in platoon formation, platoon size, and frequency of passing impediment. Drivers are delayed up to 60% of the time.

LEVEL OF SERVICE "D" - Passing demand is very high while passing becomes extremely difficult, and passing capacity approaches zero. Platoon sizes average 5 to 10 vehicles, although speeds of 50 mph can still be maintained. The percentage of time motorists are delayed approaches 75%. This is the highest flow rate that can be maintained for any length of time over an extended section of level terrain without a high probability of breakdown.

LEVEL OF SERVICE "E" - The time delay is greater than 75%. Even under ideal conditions, speeds will drop below 50 mph. Passing is virtually impossible under level-of-service E. Platooning becomes intense when slower vehicles or other interruptions are encountered.

LEVEL OF SERVICE "F" - This is the most heavily congested flow with traffic demand exceeding capacity. Volumes are lower than capacity, and speeds are below capacity speed. Drivers are delayed 100% of the time by slower moving vehicles

Source: National Research Council Transportation Research Board, Highway Capacity Manual, 3rd Edition, 1994

FIGURE 4-6:

TRANSPORTATION PLAN FOR THE RURAL SERVICE AREA

The 1996 Comprehensive Plan contains a Transportation Plan Element, which is based upon the Year 2015 Transportation Plan produced by the Lexington Area Metropolitan Planning Organization for Fayette and Jessamine Counties. For the purposes of the Rural Service Area Land Management Plan, however, only the transportation improvements that are located in the Rural Service Area of Fayette County will be considered. The Six-Year Highway Plan addresses the improvements that are proposed during the period 1995-2000. This plan was developed by the Kentucky Transportation Cabinet in conjunction with the plans and programs of the Lexington Area Metropolitan Planning Organization and revised every two years. The projects that were included in this plan and are located in the Rural Service Area are as follows:

Road Segment	Planned Improvement
Berea Road	Cane Run Bridge Replacement
Huffman Mill Road	North Elkhorn Creek Bridge Replacement
KY 1927 (Todds Road)	Boone Creek Bridge Replacement
KY 1681 (Old Frankfort Road)	Steeles Run Bridge Replacement
Interstate 75	Grimes Mill to South Todds Road includes KY 418 Interchange widening (5 miles)
Interstate 75	US 25 to Grimes Mill Road widening (2 miles)
US 27/68 (Paris Pike)	I-64/I-75 Interchange to Bourbon County line widening (5.3 miles)
Georgetown Road	US 25 from I-75 to Etter Lane in Scott County widening (5.5 miles)
KY 418 (Athens-Boonesboro Road) -	Richmond Road Intersection to I-75 Interchange widening (2.6 miles)

In addition to these projects, the 2015 Transportation Plan indicates improvements to Versailles Road from New Circle Road to the Woodford County line to be completed by 2005.

Rural Roads Aesthetics

As often noted in this plan, one of the primary goals of the RLMP should be the preservation of the existing character of the rural roads. While “character” is difficult to define, it embodies such physical features as fencing, walls, trees, creeks and streams, shrubs, houses, and barns. The view of these features, and the view of the livestock and crops that can be seen from the rural roads, is enhanced by their juxtaposition on the rolling countryside of Fayette County. The rural roads are a major component of the “Bluegrass experience.” While many persons experience the region while traveling along the interstate highways, those persons who choose to drive the scenic rural roads find the essence of the region.

The Framework Plan examined the limitations of the rural road network to carry additional traffic without substantial improvements. In meetings with the public it was generally agreed that road widening and straightening would drastically change the very features that make the rural roads unique. All policies relating to the rural area should focus on the need to reduce or mitigate the need for road improvements that would inevitably change the character of the area. To prevent such changes it is imperative that any increase in the volume of traffic be minimal. This implies a reduction in the allowable dwelling unit density in the rural area and can be accomplished through an increase in the minimum lot size. Fewer dwelling units will result in lower traffic volumes on the rural roads. When safety concerns direct that improvements must be made, care should be taken to preserve trees and stone fences.



Yarnalton Pike—Stone and board fences and overhanging tree canopies are defining elements of the visual character of Fayette County’s rural roadways.

There have been two previous reports related to the rural roads. These were the Corridor Enhancement Study (1992) and Stone Fences of Fayette County (1990). The Corridor Enhancement Study identified several roads as particularly scenic. The following are historic turnpikes:

Newtown Road*	Russell Cave Road*
Iron Works Road*	Bryan Station Road
Winchester Road	Houston-Antioch Road
Haley Road	Cleveland Road
Todds Road	Richmond Road
Athens-Boonesboro Road*	Old Richmond Road
Tates Creek Road	Harrodsburg Road
Versailles Road	Old Frankfort Pike*
Leestown Road	Georgetown Road

While not traditional rural roads I-64 and I-75 should be classified as scenic corridors primarily because of the scenic landscapes that can be viewed from them. Recommendations should be developed to preserve and enhance these views.

The study also identified roads which due to their location, topography, geologic significance, or cultural significance deserve immediate consideration for status as a scenic corridor. In many cases these turnpikes remain unchanged since they were paved in the early 1900's. They provide a glimpse of the rural area as it was in the past.

Yarnalton Road*	Lemons Mill Road
Hume-Bedford Road	Paris Pike
Armstrong Mill Road	DeLong Road
Walnut Hill Road	Shelby Road
Spears Road	Jacks Creek Pike
Dry Branch Road	Grimes Mill Road*
McCalls Mill Road*	Parkers Mill Road
Keene Road	Military Road*
Bowmans Mill Road	Rice Road*
Bosworth Lane*	Elkchester Road*
Redd Road*	Fort Springs Road*
Kenney Lane*	Hughes Lane*
Johnson Road*	Huffman Mill Road*
Royster Road	Briar Hill Road
Sulphur Well Road	Gentry Road
Crawley Lane	Evans Mill Road
Mt. Horeb Road	

*Denotes all or a portion of the road is a state-designated Scenic Byway.

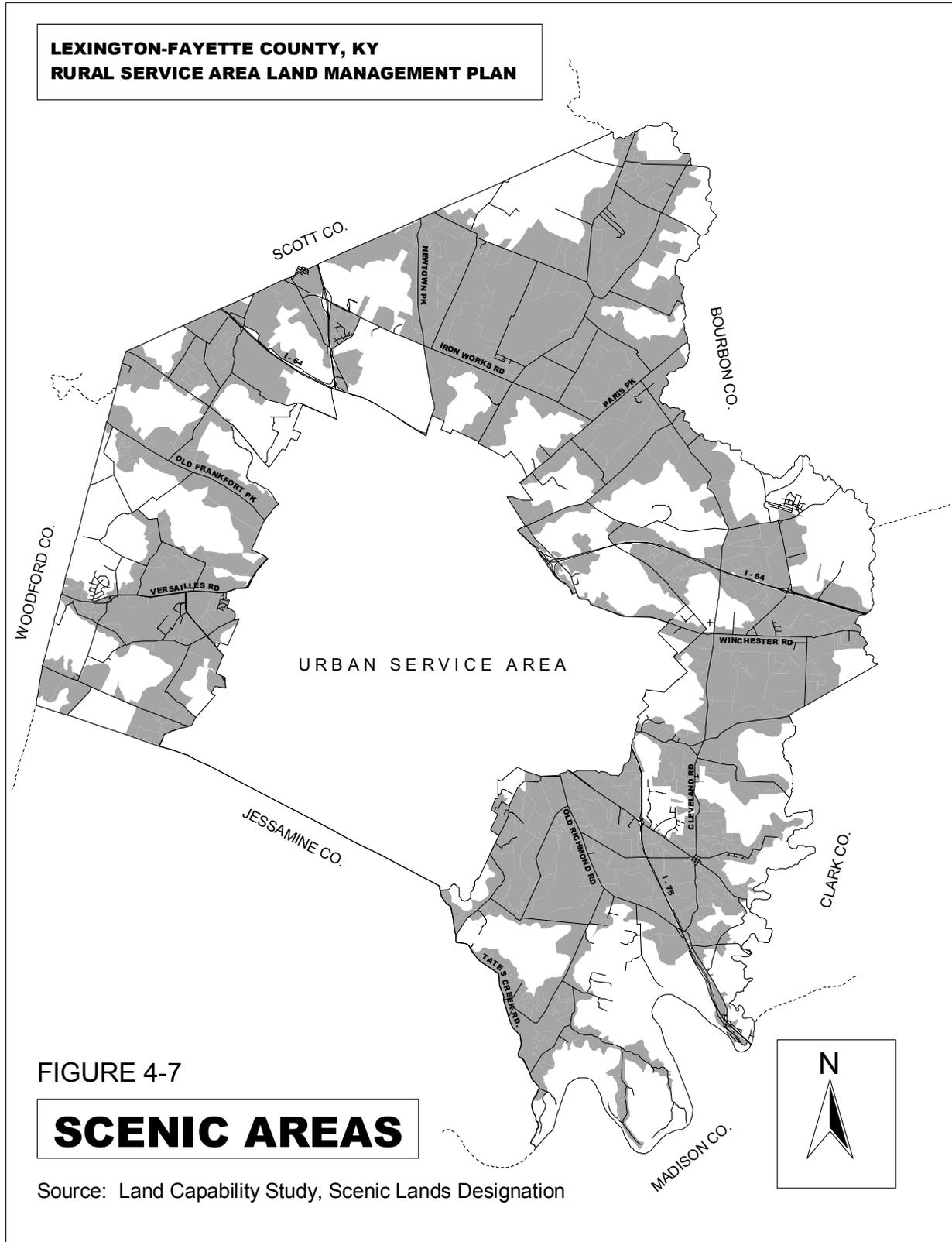
At some low traffic locations along these roads, staging areas should be established for jogging, biking, and walking. Particular emphasis could be placed on corridors near horse farms, locations near the Kentucky River or connecting to converted rail lines or rural greenways. Consideration should be given to holding special events entailing closure of certain particularly scenic rural roads to all but local traffic in order to allow hiking, biking, jogging, rollerblading, etc. These activities allow the scenic views to be enjoyed at a much slower pace.

New tools must be explored to ensure that the scenic views of the rural area are preserved. A scenic easement would be such tool. This could protect existing features such as fences, and stone walls, limit the location of new buildings, or prevent inappropriate grading. The exact nature of the easement, and the specific items that are to be regulated through the easement would be based on the nature of the resource and the level of protection that is warranted. In general it could be designed to prevent actions which would be incompatible with the overall scenic quality of the rural area.



The Stone Fences of Fayette County Study provided an important inventory of the stone fences that are located along the right-of-way of rural roads. It also examined the issues of urbanization which threaten the future existence of stone fences in the community. Many fences have been removed in the development of adjacent property, through road construction or widening, or as a result of traffic accidents. As a result of the recommendations several steps were taken to protect these fences. Matching funds were made available for the repair of the fences and a program has been initiated to train stone masons in the proper methods of repair. In 1994 the Urban County Council passed an ordinance that requires a permit from the Office of Historic Preservation for the removal of any stone fence that is located in the right-of-way. It also established standards for the issuance of such a permit.





However, the ordinance did not address stone fences that are located off of the right-of-way, on private property. This would take separate legislation and could be accomplished through an overlay zone or through conservation easements. Regardless of the means that is used, preservation of this resource is essential.

Trees that are located along the right-of-way provide an arching canopy over many of the rural roads. However, many of the trees are located on private property rather than in the right-of-way. Preservation of all trees along the roadside is essential if the visual character of the road is to be preserved. A comprehensive tree preservation ordinance should be proposed to address this.

Electric utilities have been cited as a visual intrusion along the rural roads. The physical design of the poles and major transformers detract from the otherwise scenic view of our rural areas. Further, the height of the utility poles and the lines is an issue since they are customarily located along the roadway where trees are located as well. As the trees grow, their branches conflict with the utility lines. This often results in severe tree trimming by the utility company. Proper tree selection and proper planting location could do much to alleviate this problem. Proper utility line placement would help to preserve trees and could keep overhead lines crossing the roads to a minimum. In some locations placing utilities underground may be a viable option, but should be carefully studied to determine the effect the necessary trenching would have on the trees, stone fences and other features that adjoin the road. Should underground utilities be determined to be feasible, a pilot project should be undertaken on the most important of our rural scenic roads. Further study should be given to this in consultation with the appropriate utility company.

In the last ten years the community has seen a tremendous increase in the use of wireless telephones, personal communication systems, and pagers. This new technology requires the creation of an entirely new infrastructure of transmitting and receiving antennas to create a communications network. To provide service to the entire community, a communications grid must be established. The service area is divided into small cells, each with a low-powered radio transmitter. This allows a phone call to be automatically transferred from one cell to the next as the subscriber moves through the service area.

Whether the antenna is installed on a communications tower constructed specifically for that purpose or on another structure, an antenna's height depends on several factors, including the range and characteristics of the geographic area it is to serve. The number of antennas in a community also depends on several factors including service demand and geography.

The Federal Telecommunications Act of 1996 prevents local governments from imposing outright bans on wireless telecommunication services or restricting the placement or number of towers so as to interfere with reception and make it impossible to provide service. The state Public Service Commission has viewed wireless communication as a utility, giving it special status to locate towers. However, in 1998, the State Legislature established a limited framework for local governments to regulate the siting of towers.

Planning for the siting of towers and antennas must take into consideration the aesthetics of the community. This is particularly true in the rural area when the open views along the rural roads do little to mitigate the intrusion of the antenna towers that may be as much as three hundred feet in height. Cellular towers should be setback from the rural roads to minimize this intrusion. Careful design, siting, landscape screening and even camouflaging may be the appropriate response to maintaining the aesthetic quality of the surrounding area. This is especially critical in locations that have been identified as scenic, such as the Paris Pike corridor and areas identified in the Land Capability Analysis. The trees and other landscaping adjoining the rural roads and creating a canopy effect are by far the best screening.

The Paris Pike, an outstanding collection of traditional Bluegrass landscape elements (particularly stone fences), is nationally known for its unique scenic qualities. In 1995, the Paris Pike Corridor Plan was prepared at the direction of the Paris Pike Corridor Commission, an organization created by an inter-local agreement consisting of representatives of the Lexington Fayette Urban County Government, City of Paris, and Bourbon County. The Plan included a detailed study of the corridor, and identified the need to increase the minimum lot size, increase the minimum lot frontage, and increase the required building setbacks from the roadway. After adoption of the Plan, a special Paris Pike Overlay zoning category was created to implement the Plan. Many of the Plan's provisions were incorporated into the Zone to protect the properties within 1000 feet of the roadway. It is the intent of the Rural Service Area Land Management Plan to reaffirm, and to be compatible with, the Paris Pike Corridor Plan. Additional studies of this type may be appropriate for other critical rural roadways.

Recommendations:

- 1. Most of the roadway segments in the Rural Service Area are currently under capacity at standard levels of service. Development within the RSA generally should not be permitted to a level that would necessitate significant road improvements, which would alter the rural character. However, there will still be a need for road improvements in the RSA to:***
 - a. Eliminate trouble spots such as severe sight distance problems, intersection problems, narrow bridges, etc., and***
 - b. Improve primary rural arterial highways that serve as part of the regional road network except where significant scenic resources would be compromised. The increase in traffic along these roads is highly dependent upon factors outside of the control of Fayette County. This need may also extend to some critical segments of lower classification streets to ensure safe intersections. In all cases, attempts should be made to design such improvements with the rural character of the area in mind. Therefore, such improvements should attempt to achieve the needed level of safety with minimum change to the existing overall rural character of the roadway.***
 - c. Improve/expand the signage along the roads to direct tourist traffic away from the narrow lanes and onto the wider rural roads that can better accommodate the increased traffic.***

2. *The information generated on rural traffic as a part of this planning effort should be used for additional studies designed to define the mathematical relationship between the rural roadway capacity and the areas of the RSA that feed them. This type of travel shed analysis can give further insight into the potential impacts of any RSA developments in traffic safety, movement, and maintenance of rural character.*
3. *Scenic and Conservation easements should be studied and recommendations made for specific roadways to preserve and enhance scenic views.*
4. *Scenic roads and state-designated Scenic By-ways should be signed appropriately.*
5. *Staging area should be established for walking, biking and jogging on low-traffic rural roads. Special events should be held for such activities in which these roads are closed to all but local traffic.*
6. *Preservation of stone fences, particularly those that are located off the right-of-way, should be explored.*
7. *The feasibility of underground utilities along critical rural roads should be determined. Further consultation with the utility companies should be undertaken.*
8. *Consideration should be given to additional corridor studies similar to the Paris Pike Corridor Study. Priorities for conducting such studies should be based on the scenic qualities of the viewshed, and the potential threats to the roadway.*

C. HISTORIC AREAS AND RURAL SETTLEMENTS

Historic Areas

The Urban Service Area policy brought about a compact pattern of development and did much to preserve the rural area and the historic structures that are located there. The historic buildings and sites in the Rural Service Area typically include single room log structures, elaborate residences, grain mills, springhouses, cemeteries, and stone barns. The buildings provide a glimpse of rural life in Fayette County before 1900. Many of these are significant structures listed as individual sites on the National Register of Historic Places. In addition, there are five National Register Historic Districts, three pre-historic National Register archeological sites, and one local Historic Landmark located in the Rural Service Area.

The National Register designation does not in itself provide protection for a property in the same way that a Historic District (H-1) zoning designation does. An owner of a National Register property may make changes to the

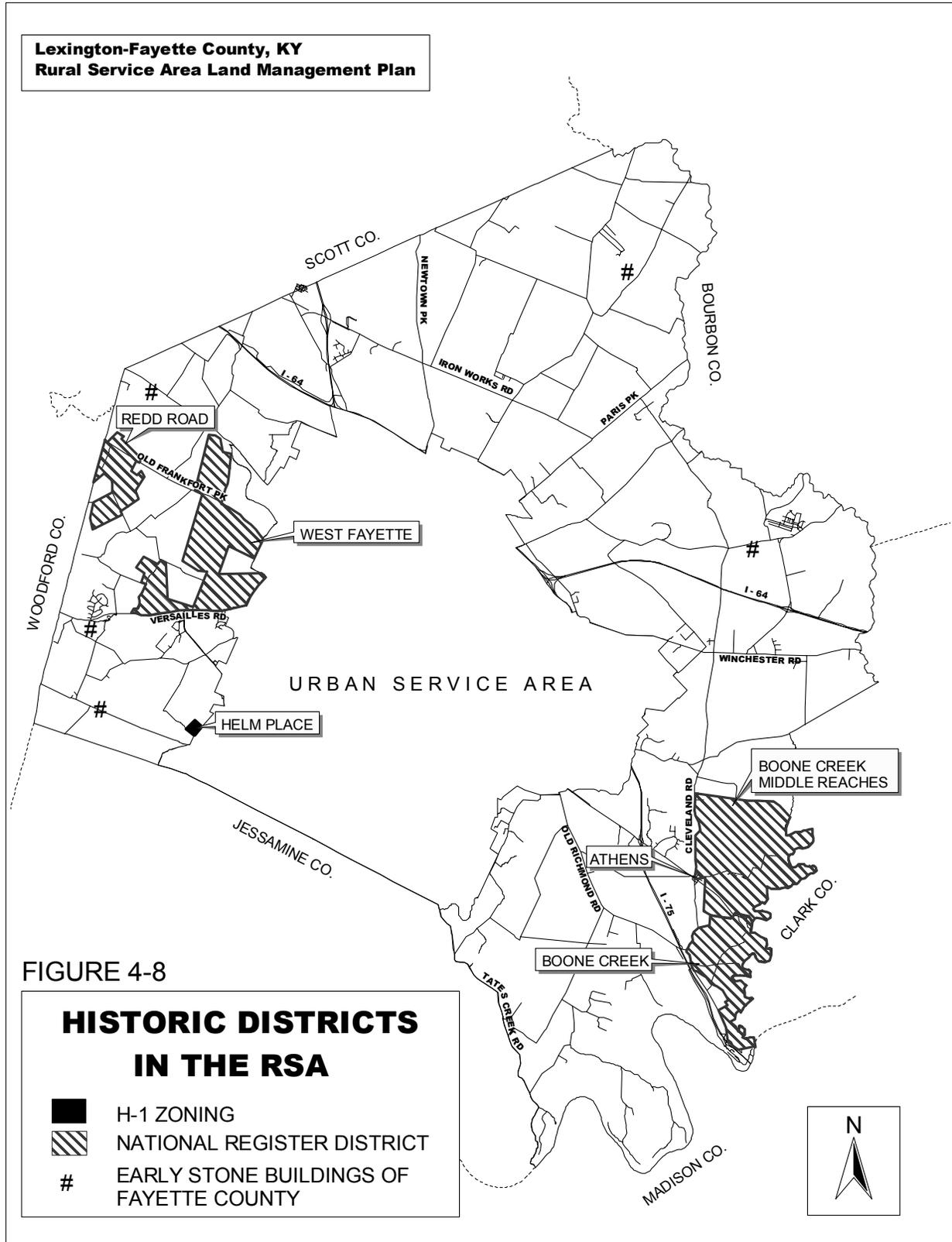


Helm Place historic marker.

property without review by any governmental body provided no federal funds are used. In an H-1 zone, an owner must obtain approval of the Board of Architectural Review for most exterior work. There is only one H-1 zone in the rural service area, Helm Place, which is located immediately adjacent to the Urban Service Area on Bowmans Mill Road.

The Land Capability Analysis included a category for historic sites and mapped the rural National Register Districts. These evaluations were therefore included in the overall evaluation of Rural Service Area properties and their subsequent land categories contained in the Land Capability Analysis. Figure 4-8 shows the location of the National Register Historic Districts in the Rural Service Area as well as the locations of stone houses in Fayette County, which are considered a “thematic” National Register District.

The Rural Service Area Plan contains recommendations for the preservation of the rural landscape through a variety of techniques. A thorough inventory of all human-made historic resources should be completed and a determination made as to the proper techniques (within the limits established by state law) to be used to ensure their long-term viability. Care should be taken to ensure that preservation techniques adopted for RSA land categories do not conflict with the preservation of specific historic resources. Further consideration should be given to use of the H-1 zone for additional protection of rural historic resources and study given to the locations where the use of the H-1 Zone would be most effective. A “Rural H-1 Zone” may be necessary to address the unique needs of the rural area.



Rural Settlements

In 1971 the City-County Planning Commission published the Historic Survey, Rural Settlements in Fayette County. The purpose of the report was to show the historic pattern of development in the rural areas of the county. The report found 14 settlements or clusters, located outside the Urban Service Area, each having 15 or more homes. It should be noted that in the years since the publication of the survey, many of the settlements have declined in size. The Siemon, Larson and Marsh Tentative Draft Rural Landscape Management Plan identified many of these settlements as “Rural Development” or as “Crossroads Communities” and suggested that such areas might be suitable for additional development as “receiver sites” for Transfer of Development Rights (TDRs).

The staff has examined these rural settlements in further detail, in an effort to determine how these rural neighborhoods might be used in keeping with the overall goals of a Rural Service Area plan. It should be noted that many of these areas are zoned R-1D which would allow lots of 6,000 square feet. In many cases, the R-1D zoning was placed on the neighborhood in 1968 when a comprehensive zone change was done for the entire county. This allowed previously subdivided lots to use the yard requirements of the R-1D zone. Many of these lots are considerably larger than the minimum for the zone and could be subdivided into two or more 6,000 square foot lots. However, such a subdivision would not meet the 10-acre requirement of the Fayette County Health Department. Such a subdivision would only be possible if alternative sewage disposal systems were available and if approved by the Fayette County Health Department.

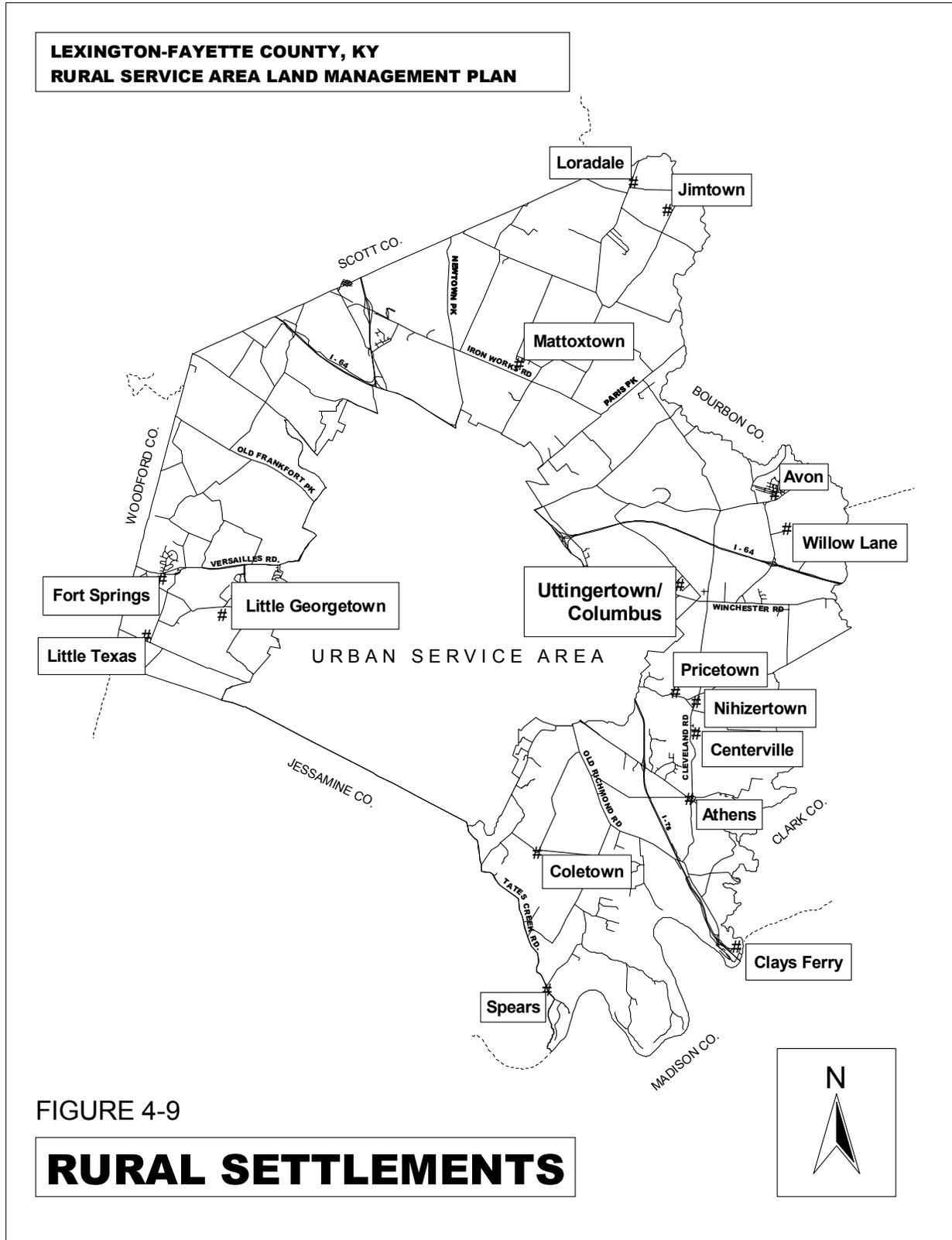


A street scene in Jimtown, a rural settlement in northern Fayette County.

It should also be noted that there are numerous locations within the rural settlements that are zoned for business uses. In most all cases, these locations have been zoned for 40+ years. Perhaps these were once the sites of rural grocery stores or roadhouses. Information on these properties is included in Section IV-F of this report.

A listing of the Rural Settlements and a brief description of the nature of each settlement are as follows:

Note: All acreage figures are approximate.



Athens (located at Cleveland Road and Athens-Boonesboro Road)

This rural settlement of 35 acres has 5 acres of B-1 zoning and the remainder is zoned R-1D. There appear to be four business uses on Athens-Boonesboro Road. Some of the R-1D lots are of sufficient size that they could be further subdivided.

Spears (located at Tates Creek Road and the Jessamine/Fayette County line)

This rural settlement contains no residential zoning. Most of the houses are located on the west side of Tates Creek Road in Jessamine County. There is an area of 3 1/2 acres of B-1 zoning in Spears.

Clays Ferry (located at Old Richmond Road and the Kentucky River)

This area contains three distinct neighborhoods. The Beach Road/Williams Lane area contains 15-20 homes that are subject to frequent flooding by the Kentucky River. The topography, steep slopes and awkward access are other factors that make the area unsuited to further residential development. No residential zoning exists in this site. The Durbin Lane area contains about 10 homes and one church in this 5 1/2-acre settlement. There is a large sinkhole in the southeast corner of this development. There are no existing "large" lots and no residential zoning for the area. Further development would be difficult. The third portion of the Clays Ferry area is the business area that is located under the I-75 Kentucky River bridge and adjacent to the US-25 bridge. This area has only business zoning and its appropriateness is discussed in Section IV-F of this plan.

Loradale (located at Russell Cave Road and Carrick Road)

This settlement is near the Fayette/Scott County line. The terrain in this area is somewhat rolling with good sight distances along Russell Cave Road. While there is no residential zoning in this area, there is a mixture of small and large lots. Further residential development in this area might be warranted.

Little Texas (located at Fort Springs-Pinckard Lane and Military Road)

This 18-acre settlement has two narrow access roads, Texas Lane and Shannondale Lane. In addition there are tracts which front on Fort Springs-Pinckard Road and Military Road. In all there are about 15 houses in Little Texas. This settlement is a compact group of small lots and is surrounded by an area of large farms. Further development of Little Texas would require an expansion into previously undeveloped property. The settlement is currently zoned A-R.

Coletown (located at Walnut Hill Road and Shelby Lane)

This settlement is zoned A-R. While further subdivision of property in this area might be reasonable based on the size of the properties, there are five sinkholes at this intersection that would make further residential development difficult.

Fort Springs (located at Old Versailles Road and Fort Springs)

This settlement contains 12-14 acres of R-1D zoning. There are steep slopes from Old Versailles Road up to the newer four-lane Versailles Road that provides a strong northern edge to the neighborhood. South Elkhorn Creek forms the southern boundary to the settlement and has an area of floodplain. These limitations would make redevelopment or further development in the area difficult.

Jimtown (located on Greenwich Pike south of Hume-Bedford Road)

This settlement of 30-35 acres contains numerous narrow, deep lots and a small church, all of which are zoned R-1D and which are located off of a narrow lane. Redevelopment of this settlement would be possible with a resubdivision of these properties.

Little Georgetown (located on Parkers Mill Road south of the airport)

Due to the impact of the airport on this settlement, no further development would be warranted.

Maddoxtown (located on Huffman Mill Road near Russell Cave Road)

This settlement is 20-25 acres of R-1D zoning. In addition, there are 15-20 units that are in the A-R area. There are several large sinkholes located to the southwest of the residential area. Further redevelopment of the lots or development of the area north of Huffman Mill Road might be feasible.

Pricetown/Nihizertown/Centerville (three settlements located at Cleveland Road, Todds Road and Sulfur Well Road)

These three rural settlements are located in close proximity and have similar size lots and housing. All three settlements are zoned A-R. There are several 10 acres lots on the south side of Sulphur Well Road west of North Cleveland Road. Land between the settlements might be considered for further residential development.

Uttingertown/Columbus (two settlements located on Royster Road near Winchester Road)

These adjoining settlements, which are zoned R-1D, are each located on narrow lanes off Royster Road. Larger lots are located between the lanes and could be further divided in keeping with the remainder of the lots in the area. The total size of the two settlements is 80 acres. The Division of Engineering has indicated that these rural settlements, along with a much larger area (I-64/Avon) could be sewered, but only by the construction of significant trunk sewers and/or pump stations. The small treatment plant at Avon would need to be replaced (and probably relocated) in order to provide service to these settlements.

Willow Lane (located on Haley Pike south of Briar Hill Road)

This development consists of narrow lots that are all located on the north side of Willow Lane. Similar division of the property on the south side of the lane might be reasonable. The lots are zoned A-R. This settlement could also be provided with sewer service if the treatment plant at Avon were replaced.

Avon (located on Briar Hill Road at Haley Road and Houston-Antioch Road)

Avon is included as a Rural Activity Center in the 1996 Comprehensive Plan. The RAC is bounded by Briar Hill Road, Houston-Antioch Road, and Ware Road, includes the major buildings of Bluegrass Station (formerly the Bluegrass Army Depot). The residences that are located on the north side of Briar Hill Road are recommended for industrial uses in the Plan. There are other residences in the area and further residential use in the area may be warranted. The residences in the area are zoned A-R.

Recommendations:

- 1. Further consideration should be given to the effectiveness of the use of the Historic District (H-1) Zone to preserve historic buildings and other structures in the rural area. A "Rural H-1 Zone" may be necessary to address the unique needs of the rural area.***
- 2. Thorough studies of all of the rural settlements should be conducted to determine strategies for their preservation, their enhancement, and their suitability for additional development particularly as receiver sites for Transferred Development Rights. The scope of the study should include a preliminary assessment of such items as storm drainage, potential for on-site sewage waste disposal, traffic and access, and general boundaries of the each settlement. Clearly defined goals and objectives and design criteria for each settlement should be established. The settlement plan can then be used to determine the suitability of the settlements for additional development in the future that would be compatible with the settlement's established rural character.***

D. SPECIAL NATURAL PROTECTION AREAS

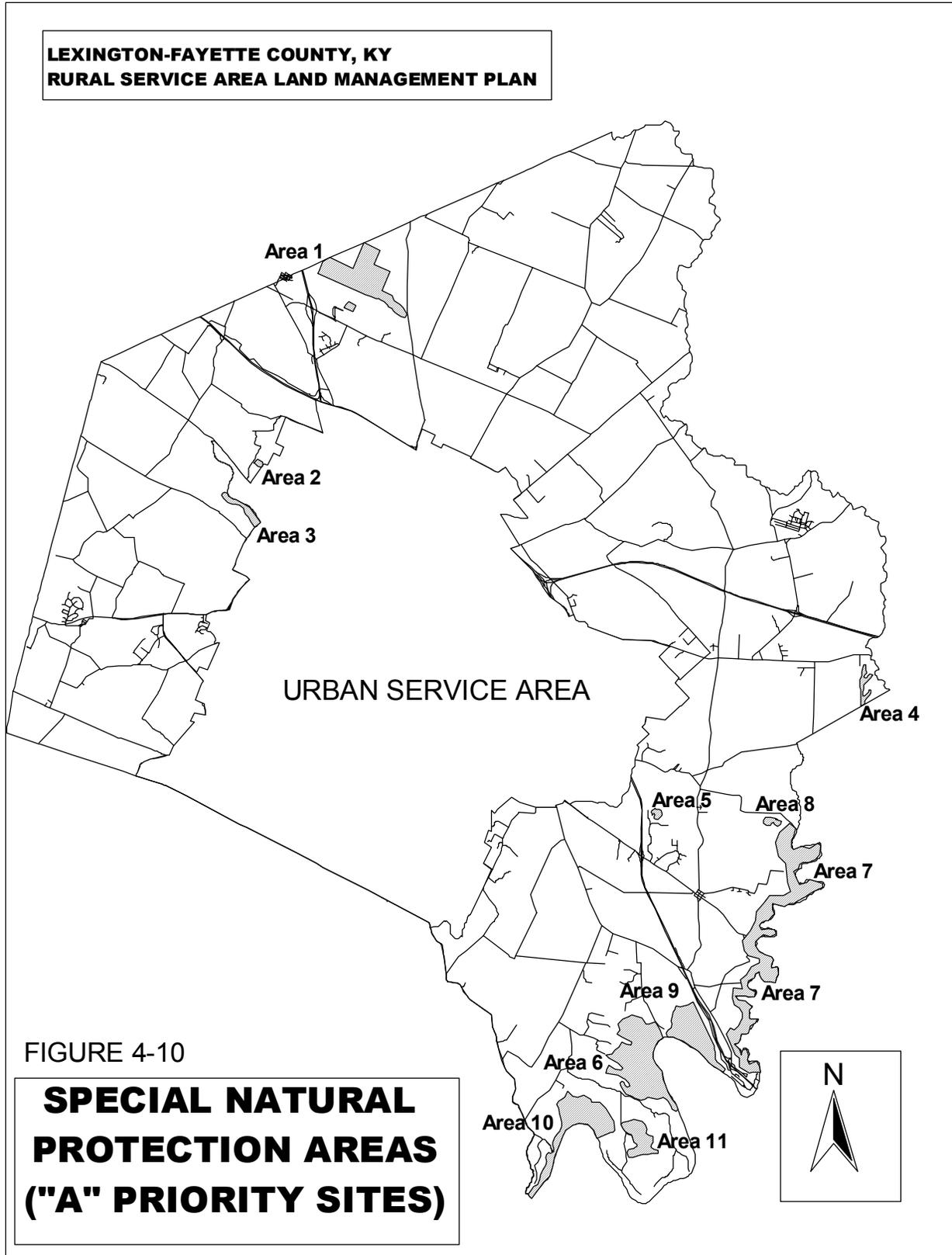
Before the settlement of Kentucky began in the late 1700's, large areas of the Bluegrass were covered with cane and buffalo clover. These plants provided food for the wildlife that was abundant in the region. These included buffalo, elk, and deer as well as other smaller animals. Today, little is left of these plants. The highly productive soils, which were a key factor in the settlement of the region, are now used for growing grasses better suited to feed for horses and cattle. Only isolated areas of native plants remain.

Just as we preserve historic buildings, archeological sites, stone walls and other man-made remnants of our past, we must also preserve the remaining native plants, as well as threatened and endangered plants found in the Bluegrass. These are a part of our natural history. In the evaluation of sites for preservation in the rural area the conservation of important sites such as these should receive a high priority. Where appropriate, linkages (trails, bikeways, etc.) should be provided between these sites and community parks, greenways and other preservation areas.

The Nature Conservancy has provided information on the locations of eleven sites in the Rural Service Area that are of special interest and are deserving of consideration for preservation programs. These sites have been selected because they exhibit one or more of the following:

1. A solid block of forest covering more than 10 acres with at least 40 to 50 year old native trees.
2. An area of open, grazed, or mowed woodland of more than 10 acres (or 20 trees) with at least 150 year old native trees.
3. An area of at least 100 acres of abandoned fields, thickets or young forest where native plants predominate.
4. An area of any size containing a threatened or endangered species on a state or federal list.
5. An area of any size containing a group of species that have become threatened or endangered within most of Fayette County, but which may not be rare elsewhere in the state.
6. A relatively well-forested stream corridor, especially close to the Kentucky River, are included for special consideration.



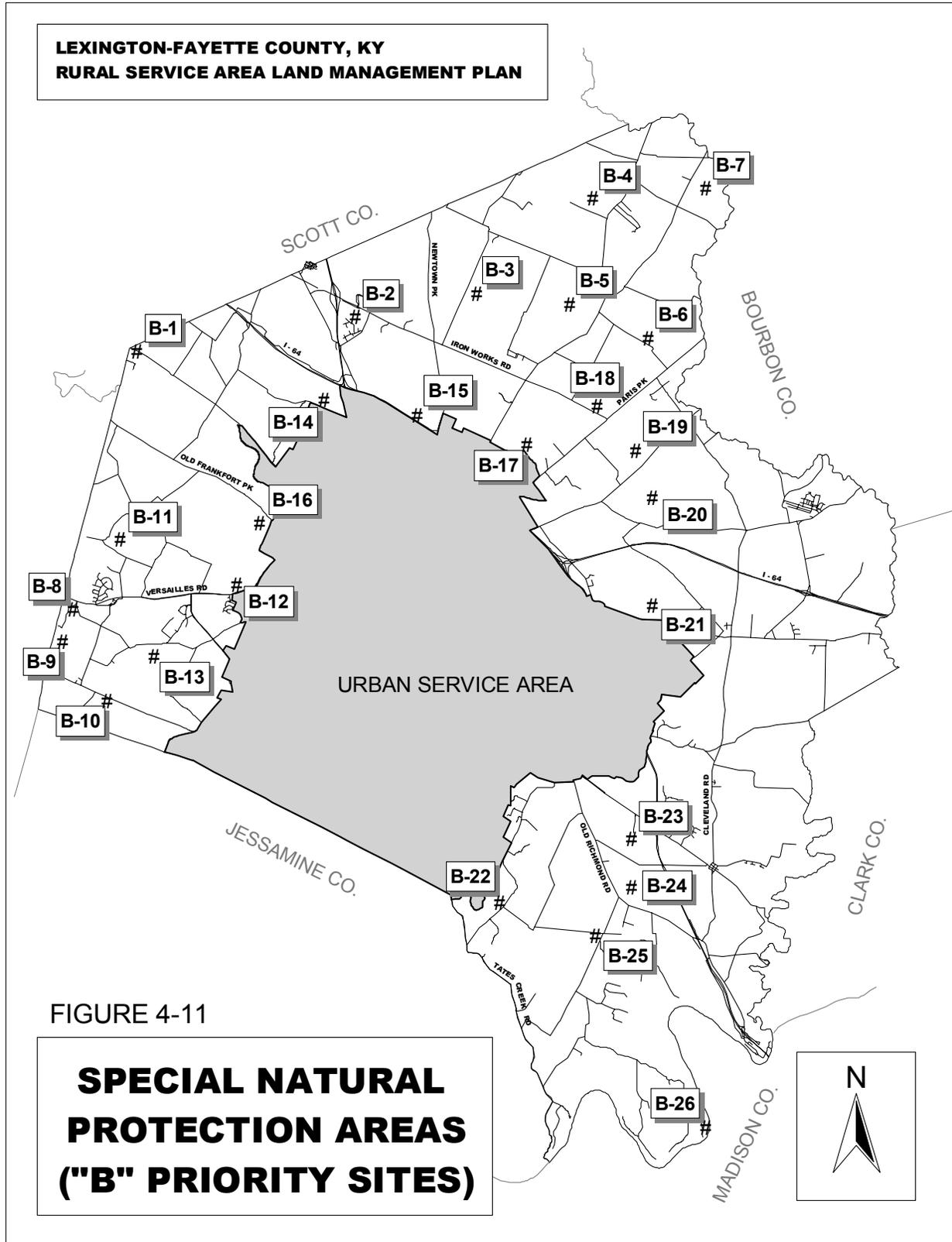


The sites with the **highest priority** for preservation are as follows:

- Area 1** A portion of the Horse Park contains a concentration of blue ash, and oak savanna-woodland trees on this 1000-acre site. In fact, this is the most outstanding concentration of this type in Fayette County. The LFUCG should work with this state park to ensure the preservation of this resource.
- Area 2** Masterson Station Park contains a 10- to 20-acre area that is used by rare birds.
- Area 3** Mare Haven Farm contains approximately 2 to 3 acres of canebrake and 20 to 30 acres of other native plants. This is the largest known canebrake in the county.
- Area 4** Todds Road near the Fayette/Clark County line contains a 200-acre swamp forest. This area contains green ash and swamp white oaks.
- Area 5** Canebrake Farm contains several patches of cane totaling 5 to 10 acres.
- Area 6** Raven Run Nature Sanctuary contains several rare species of plants.
- Area 7** Boone Creek contains the only known post oak in the county, as well as other rare plants.
- Area 8** Sulphur Well Road at the Fayette/Clark County line is the location of an area of approximately 40 acres containing an undisturbed natural pond.
- Area 9** Elk Lick Creek is the location of an area that is already preserved through a conservation easement donated to the LFUCG by Mary Wharton. Much of the area is undisturbed by farming and contains numerous native wildflowers.
- Area 10** Spears Palisades includes about 2 miles of frontage along the Kentucky River Palisades. Several rare species of plants are found at this site.
- Area 11** Dry Branch Road has a beech-tulip forest of 10 to 20 acres as well as several rare species of plants.

The “B” sites are those with a slightly **lower priority** for preservation.

- Area B-1** Leestown Road at the Fayette/Scott County line (of 30 acres)
- Area B-2** Ironworks Road south of the Horse Park (two areas totaling 50 acres)
- Area B-3** Mt Horeb Road near Ironworks Road (150 acres)
- Area B-4** Goose Creek near Russell Cave Road (200 acres)
- Area B-5** North Elkhorn Creek near Russell Cave Road (150 acres)
- Area B-6** Hughes Lane (70 acres)
- Area B-7** Greenwich Road opposite Jimtown Lane (600 acres)
- Area B-8** South Elkhorn Creek near Frogtown (120 acres)
- Area B-9** Shannon Run (100 acres)
- Area B-10** Little Texas (50 acres)
- Area B-11** Elkchester Road (40 acres)
- Area B-12** Calumet Farm (400 acres)
- Area B-13** Cave Creek (300 acres)
- Area B-14** Spurr Road on the Blackburn Correctional Facility (20 acres)
- Area B-15** Cane Run on Coldstream Farm (200 acres) (Most of this area is located inside the USA on the Coldstream Farm. A small area is located north of the interstate.)
- Area B-16** Viley Road at Old Frankfort Pike (30 to 40 acres)
- Area B-17** North of Swigert Avenue (120 acres)
- (list continues on page IV-39)*



- Area B-18** North Elkhorn Creek/Elmendorf Farm (450 acres)
Area B-19 North Elkhorn Creek/Gainesway Farm (350 acres)
Area B-20 Bryan Station Road north of Briar Hill Road (300 acres)
Area B-21 Winchester Road east of I-75 (60 acres)
Area B-22 East Hickman Creek west of DeLong Road (250 acres)
Area B-23 Athens-Walnut Hill Road near I-75 (350 acres)
Area B-24 Old Richmond Road near I-75 a.k.a. Boggs Fork Woods (150 acres)
Area B-25 Shelby Lane (100 acres)
Area B-26 Jacks Creek area including river slopes (600 acres)

Recommendations:

- 1. The Special Natural Protection Areas should be a priority for a PDR program.***
- 2. A conservation easement program should be established for the Special Natural Protection Areas to ensure these areas are preserved and protected in ways that are consistent with the individual sites.***
- 3. The potential for some of these sites to be a part of educational programs and eco-tourism should be recognized. Where appropriate, programs should be created to make the community aware of these resources and how the areas can be utilized to enhance the quality of life of both urban and rural residents.***
- 4. Where appropriate, biking and hiking trails should be planned to link these areas with parks, greenways and other sites in both the urban and rural area.***
- 5. Special Natural Protection Areas should be a priority for acquisition by the Urban County Government.***

E. RURAL GREENWAYS

The development of the Rural Land Management Plan has included discussions on creating more opportunities for urban residents to have access to the rural areas. That access is currently limited to driving the rural roads or hiking at Raven Run Nature Sanctuary. The implementation of a rural greenway system can be accomplished by planning and implementing connections between parks and rural settlements and other locations and could connect with subdivision or other developments in the urban area. This system should have trailheads or staging areas that provide supportive features such as parking, restrooms, concessions, and rental of bikes, canoes and horses. The trailheads will then link to other areas by way of existing roads, abandoned rail lines and streams, creeks and rivers. Any development of a rural greenway system should place the integrity of the rural area as the highest priority to avoid conflicts with agricultural operations.



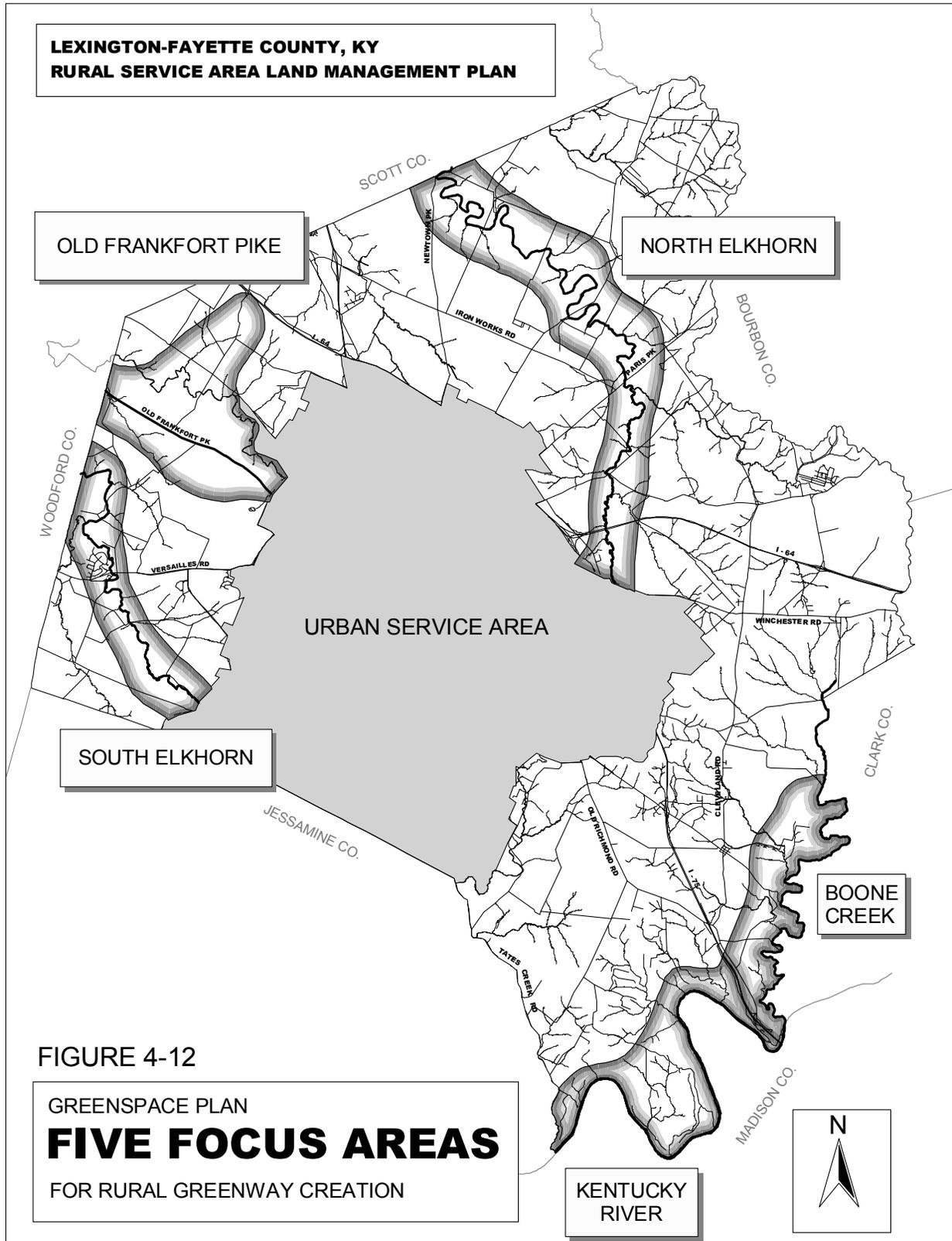
Raven Run Nature Sanctuary.

In 1992 the Greenway Plan was prepared. This was a technical study of both the urban and rural areas that examined methods of protecting, in their natural state, the critical floodplains of rivers, streams, and drainageways and protecting environmentally sensitive areas such as sinkholes. The recommendations of the Greenway Plan were incorporated into the 1996 Comprehensive



Hiker on Elk Lick Creek.

Plan. In 1994 the Greenspace Plan, an element of the Comprehensive Plan, was adopted. It called for a system of urban and rural greenways. It is the rural greenways that present the greatest opportunity for preserving plant and animal species and protecting existing streams. There are large scenic areas that could potentially be a state or a local park. These include the land surrounding Raven Run and along the Kentucky River, the Boone Creek area and the North Elkhorn Creek area. At least 1000 acres and as much as 2000 acres would be desirable.





Rural roadways provide opportunities for bicycling.

The rural greenways are relatively undisturbed floodplains passing through private farms and along roads. In many places, the only change is that most of the original tree cover has been removed to create pasture or limited cropland. Most of the original drainage patterns and streams remain intact with trees and vegetated banks to prevent erosion. The rural area is a series of hillside pastures with meandering tree-lined streams which are very scenic and have valuable flood storage potential.

The Greenspace Plan identified five focus areas that are considered to be the best examples of the rural Bluegrass, with the greatest concentration of valuable resources representing the various Bluegrass landscape types. Small area plans are needed to develop strategies for long-term protection and to consider opportunities for increased public recreation, including acquisition of new public park properties in some locations. The five focus areas are:

North Elkhorn Drainageway (*North Elkhorn Creek, Goose Creek, David Fork*)

The North Elkhorn branch of Elkhorn Creek and its tributaries are the drainageways for this historic area of the county. Each 100-year floodplain should be protected along with significant tree stands and environmentally sensitive or geologic hazard areas. A bike or hiking trail along this greenway and country roads could connect to Lexington along Paris Pike and to Georgetown along State Route 460. This greenway could be implemented through conservation/scenic easements.

Boone Creek Drainageway (*Boone Creek, Jones Creek, Baughman Run, Boggs Fork*)

Boone Creek an especially scenic stream. Toward the Kentucky River there are wooded hillsides with exposed bedrock. Several property owners have expressed interest in preserving their land. Hiking trails would need to be carefully created so as not to disturb the beauty of the area. Conservation/scenic easements could be used to implement this greenway.

South Elkhorn Drainageway (*South Elkhorn Creek, Cave Creek*)

The greenway extends to the Woodford County line and includes floodplain, steep slopes, sinkholes and tree stands along South Elkhorn Creek. A hiking trail would be appropriate for this area. The greenway could be implemented through conservation/scenic easements.

Kentucky River Palisades

This drainageway includes Marble Creek, Raven Run, Elk Lick Creek and other tributaries of the Kentucky River. This area contains steep slopes, and forested hillsides with spectacular view of the river. Raven Run Park should be expanded to I-75 on the north and to the Fayette County line on the south to include the major tributaries of the Kentucky River. A combination of conservation/scenic easements and public acquisition is recommended for this area.

Old Frankfort Pike Area

This area has been cited as an outstanding cultural resource. It contains historic buildings, both new and traditional farmsteads, rock fences and numerous horse farms. Old Frankfort Pike has been designated a state Scenic Byway. Scenic/conservation easements and public acquisitions would be appropriate in this area.

In addition to the five focus areas, the Greenway Plan cited three additional areas in the rural area that should be considered a priority for creation of rural greenways. These are:

Town Branch Drainageway (*Town Branch Creek, Steeples Run*)

This drainageway contains steep slopes, some tree stands and a railroad line which gives it potential as a bikeway or hiking trail to connect Fayette County with Scott, Woodford and Franklin counties. This greenway could be implemented through conservation/scenic easements.

Cane Run Creek

This greenway should start at I-75 and protect the 100-year floodplain that extends to the county line. The Horse Park and Spindletop are two of the large landowners in the area. A bikeway could be located along Cane Run Creek. This greenway could be implemented through conservation/scenic easements.

East Hickman Drainageway (*East Hickman Creek, Shelby Branch*)

Preservation of the floodplain and the steep slopes of these creeks is important if the beauty of the land and the quality of the water is to be maintained. The steep slopes make a bike trail unrealistic, but hiking trails can be created which link the area to Jessamine County. A large park might be created at Coletown where Shelby Branch intersects with East Hickman Creek. The greenway could be implemented through conservation/scenic easements.

Recommendations:

- 1. The Five Focus Areas should be a priority for a PDR program. Preserving agricultural lands and developing a rural greenway system should be used to strengthen both the farming community and the public's understanding and appreciation of the Bluegrass. By increasing the awareness of our unique landscape, agriculture can remain viable, tourism can increase, and everyone can enjoy the beauty of our area.***
- 2. Roads, waterways and abandoned rail lines, all of which lead to other areas, should be used to create a countywide and eventually a regional network of greenspace and greenways. A greenway system should be used to link our urban areas and rural areas as well as our neighboring counties.***

F. EXISTING NON-AGRICULTURAL ZONING IN THE RSA

The RSA contains various pockets of non-agricultural zoning left over from the “Pre-Urban Service Area” era. The majority of this land is residentially zoned and associated with the rural settlements, which are discussed elsewhere in this report. Also, there are areas not zoned agricultural which are associated with Rural Activity Centers as defined in the Comprehensive Plan. However, there are certain locations where business zoning was established for businesses which no longer exist, or for which no business use was ever developed. Many of these sites have the potential for being developed in a manner incompatible with a program of rural preservation. It is recommended that most of the sites be zoned to A-R or another appropriate category unless the site is currently supporting a business which serves the rural area.

The following sites were identified through review of the zoning maps, and a windshield survey taken to ascertain the existence of commercial uses. The following is a list of these non-residential sites, their current zoning, and commentary as to existing uses and structures with recommendations for future rezoning consideration. A map depicting the sites appears as Figure 4-14.



An abandoned store along Old Richmond Rd. near the Kentucky River.

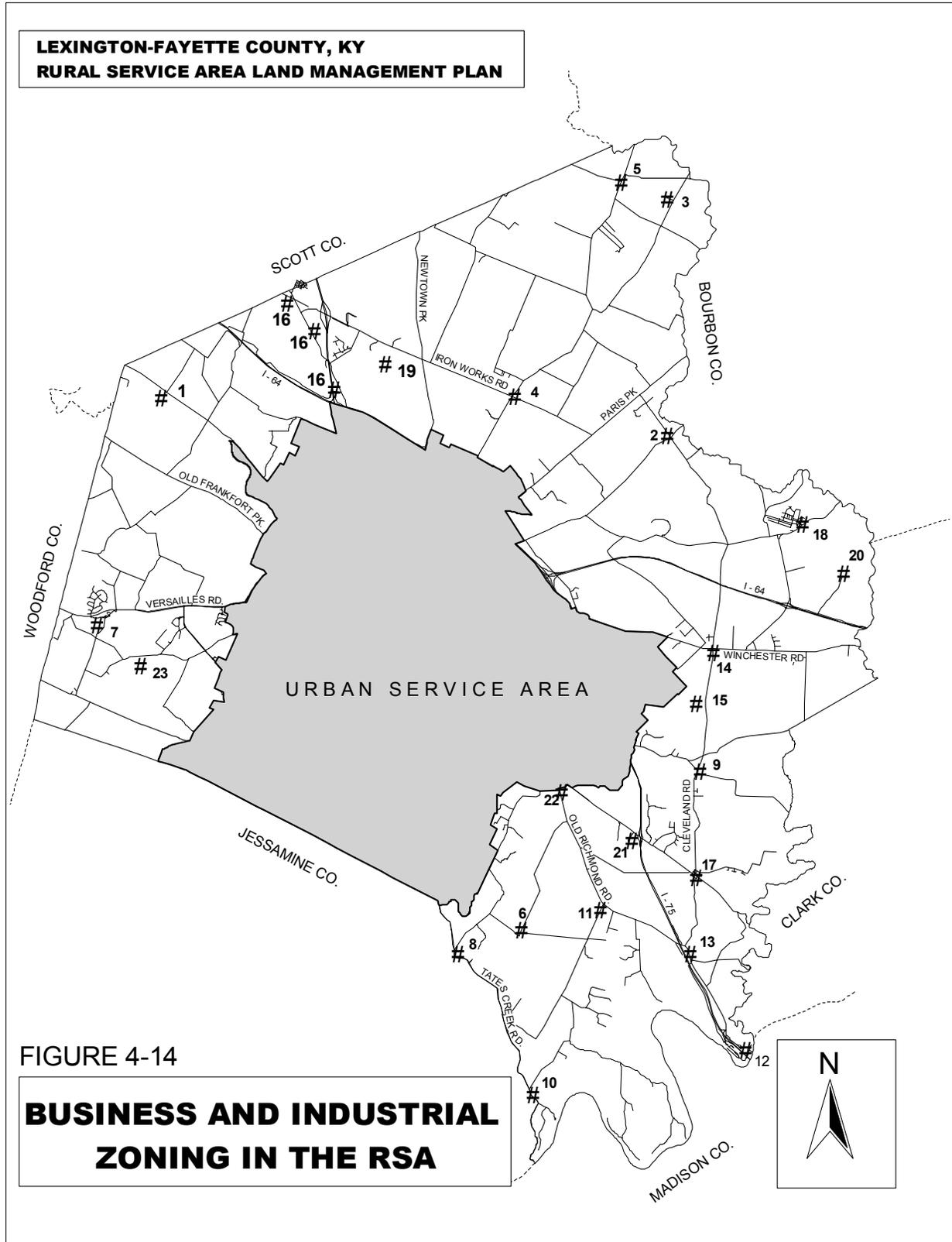


Country stores provide convenient shopping and a place to socialize for residents of the rural area.

FIGURE 4-13: RSA SITES IN OTHER THAN AGRICULTURAL OR RESIDENTIAL ZONING

MAP	LOCATION	ZONE	COMMENTS AND RECOMMENDATIONS
1	LEESTOWN ROAD @ YARNALLTOWN ROAD	B-1	Vacant/damaged commercial buildings are located on two parcels. Most or all of the area should be considered for rezoning to agriculture. Approx. 10.3 acres
2	BRYAN STATION @ MUIR STATION ROAD	B-1	An existing rural grocery is located on one corner. The remaining area should be considered for rezoning to A-R. Approx. 10.3 acres.
3	GREENWICH ROAD @ JIMTOWM ROAD	B-1	No business uses or structures are present. The site should be considered for R-1D or A-R zoning. Approx. 3.2 acres.
4	RUSSELL CAVE ROAD @ IRON WORKS ROAD	B-1	An existing rural grocery/tack shop is located on one corner. The remaining areas should be considered for A-R zoning. Approx. 1.1 acres
5	RUSSELL CAVE ROAD @ CARRICK ROAD	B-1	An existing rural grocery is on Russell Cave opposite Carrick. The remaining areas should be considered for A-R zoning. Approx. 3.4 acres.
6	WALNUT HILL ROAD @ SHELBY LANE	B-1	No business uses or structures are present. The site should be considered for A-R zoning. Approx. 0.75 acre.
7	OFF VERSAILLES ROAD @ FT SPRINGS ROAD	B-1	There are only three businesses remaining in this area. However, many parcels are zoned B-1. Old Versailles Road has been relocated; Much of the B-1 area should be rezoned to R-1D. Approx. 6 acres.
8	TATES CREEK ROAD @ WALNUT HILL ROAD	B-1	There is an existing rural grocery on one parcel. The remaining parcels should be considered for A-R zoning. Approx. 2.3 acres.
9	CLEVELAND ROAD NEAR SULPHUR WELL ROAD	B-1	There are no business structures present. The area should be considered for A-R zoning. Approx. 1.7 acres.
10	TATES CREEK ROAD @ SPEARS ROAD	B-1	There is a business use and structure on only one parcel. The other non-business areas should be considered for A-R zoning. Approx. 3.5 acres.
11	RICHMOND ROAD @ JACKS CREEK ROAD	B-1	There is an existing rural grocery on one corner. A non-residential structure, apparently used for storage, is on one other tract. All areas other than grocery should be considered for A-R zoning. Approx. 9 acres.
12	RICHMOND ROAD @ CLAYS FERRY	B-3	A restaurant/bar is located on portion of site. Parking for previous excursion boat business is on portion of site. Site is unsuitable for residential or agriculture. Approx. 7.5 acres.

MAP	LOCATION	ZONE	COMMENTS AND RECOMMENDATIONS
13	RICHMOND ROAD NEAR I-75 OVERPASS	B-1	One business structure is present. Site should be considered for A-R zoning. Approx. 9.8 acres.
14	WINCHESTER ROAD @ N.CLEVELAND ROAD	B-1	The existing rural grocery use is consistent with current zoning.
15	N.CLEVELAND ROAD @ C&O RAILROAD	I-1	Formerly the site of a fertilizer plant, there are no commercial structures or uses present. The adjacent railroad tracks are abandoned. The site should be considered for A-R zoning. Approx. 8 acres.
16	GEORGETOWN ROAD (VARIOUS LOCATIONS)	B-3	Portions of these sites are used for commercial uses. Further study of the corridor should be considered to determine the appropriate rezoning. Approx. 72 acres.
17	ATHENS-BOONESBORO ROAD (IN ATHENS)	B-1	Some sites are used for commercial. Further evaluation should be given to the other sites for R-1D zoning. Approx. 5 acres.
18	BRIAR HILL ROAD NEAR AVON	B-1	No business structures or uses present; should be considered for A-R zoning. Approx. 3.5 acres.
19	IRONWORKS NEAR NEWTOWN PIKE	P-1	A large area behind Spindletop Research Center was zoned in 1960 but never developed. Approximately 1000 acres lies outside the RAC. A zone change to A-R should be considered.
20	HALEY ROAD NEAR I-64	EX-1	The current EX-1 zone for the Construction and Demolition Debris landfill is appropriate for the site.
21	ATHENS-BOONESBORO ROAD WEST OF I-75	B-5P	A portion of the undeveloped but zoned area was removed from the RAC. The site should be rezoned to A-R.
22	OLD RICHMOND ROAD NEAR ATHENS-BOONESBORO ROAD	B-3	A small portion of this 6.5 acre site lies outside the USA adjoining Expansion Area 2C. The entire site should be rezoned to A-R or A-R and the planned EA zone.
23	PARKERS MILL AT LITTLE GEORGETOWN	B-1	No business or business structures are present. A portion of the B-1 area is owned by the Airport Corp.



G. SEWERABILITY AND DEVELOPMENT CONSIDERATIONS

It is inevitable that at some point in the future, the community will once again address issues related to the allocation of land for urban growth. It is also likely that at some point, the Urban Service Areas will again be expanded. Although urban growth and agricultural activities both need land as a basic prerequisite, it is a primary goal of our community's planning program to both allow for properly controlled and designed urban growth and for rural preservation. Realistic, effective planning for the Rural Service Area must seek solutions that address this potential conflict while preserving a critical mass of rural land.

One of the original aims of the rural planning effort and land capability analysis was to resolve the question of what areas of the community are most suitable for the expansion of the Urban Service Areas at some time in the future if the community determines that additional land for growth is needed. The Siemon plan proposed such an area in the Avon vicinity, based upon a number of factors. There was, however, a great deal of concern regarding this proposal. The further study of sewerability indicated that perhaps this area was not as readily sewerable as was initially supposed. Staff studies suggested that a significant portion of the land would be unsuitable for development due to its present use as a sanitary landfill and that the treatment plant that is currently at Bluegrass Station (Avon) is obsolete and inappropriately located to serve the area.

Further, there were concerns regarding the impact of moving growth to areas not contiguous to the existing Urban Service Area, particularly when there has been insufficient development in the Expansion Areas. Taking all of these factors into consideration, no geographical area of the community emerged as a clear choice for possible expansion in the future. Additional study of timing, candidate lands, infrastructure cost-benefit analysis and other factors are needed on this issue. Therefore, the identification of a specific potential growth area is not recommended at this time.

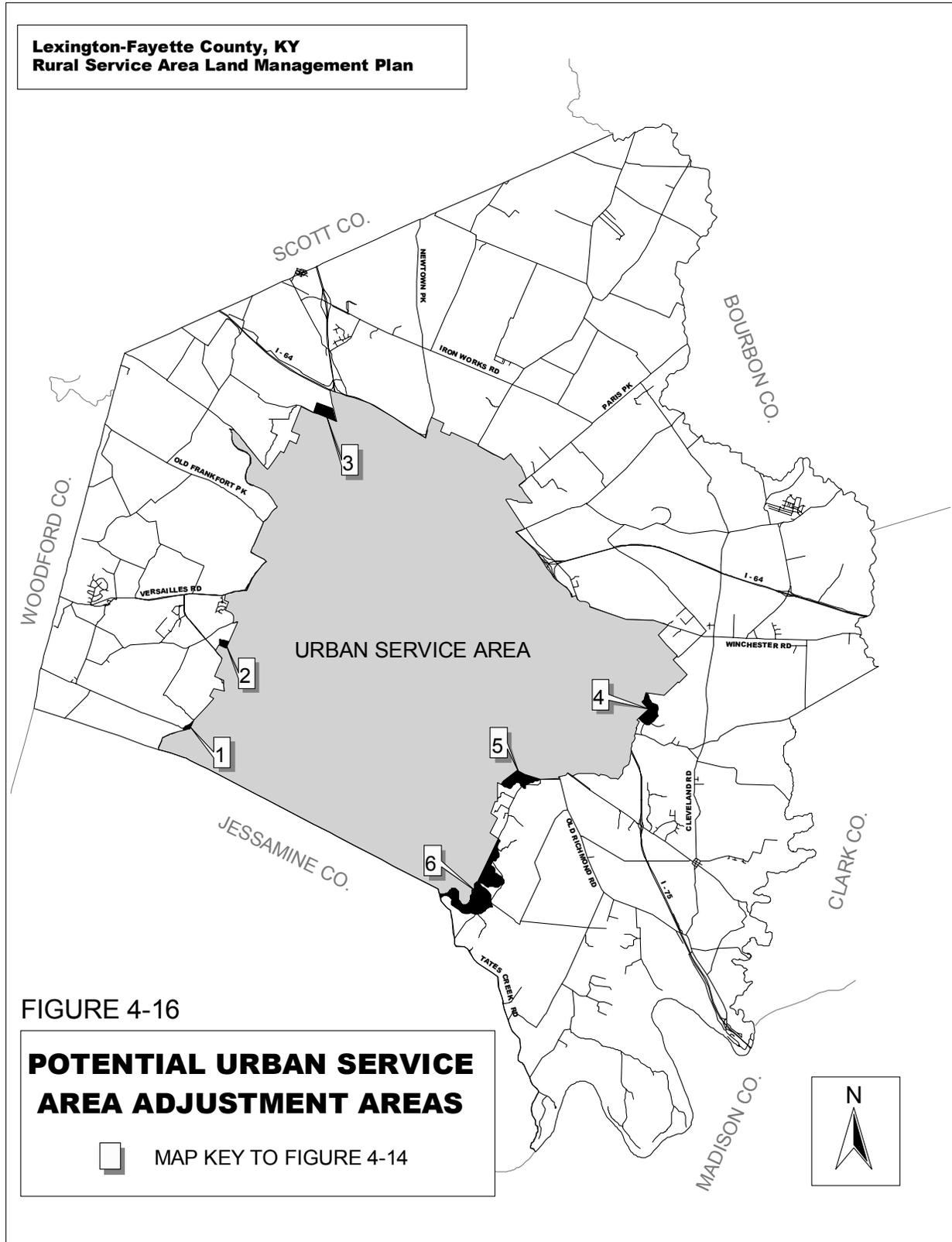
However, a very limited amount of land immediately adjoining the Urban Service Area has been identified through the Land Capability and Sewerability analyses to be more readily sewerable than other areas of the Rural Service Area (Sewerability Categories 1, 2 and 3). The total land area in this category is 884 acres.

It is **not** the purpose of this report to recommend these areas for inclusion into the Urban Service Area. Some of these areas have been considered in the past, and rejected for one reason or another. However, the category is being created in order to establish areas of low priority for rural preservation. The discussion of the merits of whether any of these areas should be included in the Urban Service Area should not be a part of the rural plan effort, but rather, should be in conjunction with updates of the 1996 Comprehensive Plan for the Urban Service Area, and only upon request of the property owner. The designation of these sites as potential adjustment areas is in recognition of their unique situation as to sewerability, and shall not be construed as any endorsement of inclusion of these areas into the Urban Service Area. If these areas are determined to not be included in the Urban Service Area, consideration should then be given to including them in a Purchase of Development Rights program. These areas are described in the following table and shown on the map labeled Figure 4-16.

FIGURE 4-15: SEWERABILITY CATEGORY 1, 2 & 3 AREAS

Area	Size (Acres)	Comments
1	13.84	This is a portion of the Perkins Property. The entire property was considered in the 1996 Plan but rejected since the owner would not agree to have only this portion included in the Urban Service Area.
2	22.27	This is a large sinkhole drainage area. It was not recommended for inclusion in the Urban Service Area in the 1996 Plan. Further study may be needed.
3	79.87	This property was recommended by the staff for inclusion in the Urban Service Area in the 1996 Plan but was not approved by the Planning Commission (perhaps due to a misunderstanding)
4	123.6	Most of this area is a 10-acre rural subdivision. Only a small portion has access to Walnut Hill-Chilesburg Road. This area can be sewerred with the construction of the sewers in the Expansion Area. Due to its access and orientation, it was not included in the Expansion Area.
5	135.7	Most of this land is owned by the Water Company. Both the 1988 and the 1996 Plans recommended the property be acquired for public recreation. This area was not discussed in the 1996 Comp Plan Urban Service Area expansion deliberations. Development would have a traffic impact on DeLong Road.
6	301.88	This area includes some land considered in the 1996 Plan and not recommended for inclusion in Expansion Area 1. The boundary was to be East Hickman Creek. The entire 301 acres could not be sewerred. The actual size of the area that could be sewerred would be no more than about 100 acres and would be based on the capacity of the proposed sewer line and its location. Further study will be required.

The 1996 Comprehensive Plan process demonstrated the problems associated with the community addressing an expansion of the Urban Service Area under the pressure of intense concern over the availability of developable land. It would be unwise for the community to brush aside the decision of where, how, and when to allow the expansion to some unspecified future time. Therefore, it is recommended that the following actions be taken as the major steps to resolve these critical issues and to establish appropriate criteria for the properties that are designated.



Recommendations:

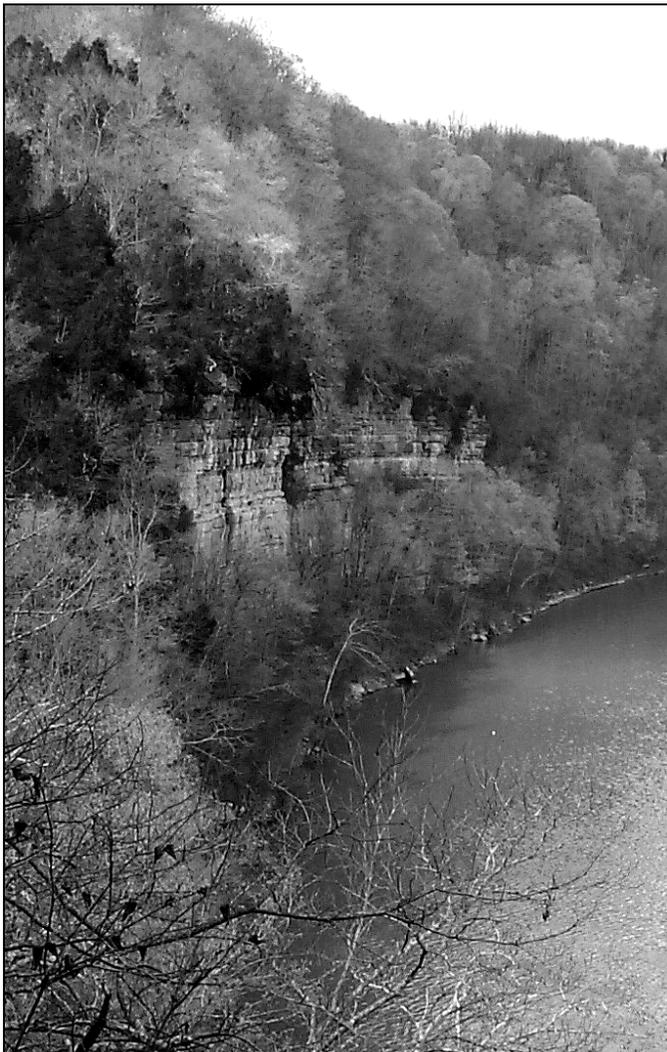
1. *The LFUCG should undertake a comprehensive economic analysis of growth, including analysis of long term capital improvement needs inside the existing Urban Service Area, required infrastructure, cost of development, and whether the LFUCG taxing structure (i.e., high reliance on occupational license fees) is the most appropriate structure to serve the community's needs into the future. The fiscal ramifications of growth are essential issues related to potential growth areas. The 1996 Comprehensive Plan and Expansion Area planning processes looked at these issues and created an exaction program for the Expansion Area designed to mitigate the costs of infrastructure. However, there appears to be a need for an expanded assessment of the fiscal mechanisms used by the community as they relate to growth.*
2. *The LFUCG should aggressively promote properly located and designed infill and redevelopment projects to reduce the need for utilizing agricultural land to accommodate growth. The LFUCG should become more proactive in removing barriers to such development by upgrading infrastructure, revising regulations, providing development incentives, devising financial assistance programs, and similar proactive measures. The community has long recognized that infill and redevelopment projects are important both to the maximum utilization of existing land within the Urban Service Area and to the continued vitality of older areas of the community. Such projects are often difficult to achieve due to factors such as lack of adequate infrastructure (i.e. storm sewers, sanitary sewers, streets, utilities) objections by neighbors, high land and/or site preparation cost, title problems; uncertainty on the developer's (or lender's) part as to whether the project will be marketable. Therefore, the primary deterrent to quality infill/redevelopment projects is economic in nature.*
3. *More emphasis should be placed on developing a regional perspective to land use planning in the Bluegrass. It is becoming more apparent that developers are opting to develop new residential projects in adjoining counties. Although there is much coordination, discussion and sharing of fiscal and planning information among Fayette and adjoining counties, more coordination at a policy level will be needed to ensure the preservation of the character of the Bluegrass as a region. Joint policy decision making may be appropriate, particularly setting growth parameters and the following two measures.*
4. *A "threshold" level of development activity and land availability within the Urban Service Area should be established. When reached, the LFUCG should assess all relevant information and make a determination as to future growth areas. The threshold should be established at a level that would not result in decision making during a period of impending urgent need for available developable land. An ongoing review of infrastructure requirements for potential future growth areas, including a 201-type sewer analysis, should accompany the monitoring process of the status of growth and development so that appropriate infrastructure planning will be in progress prior to any urgent need for additional developable land, provided that this review is in addition to and does not diminish efforts to correct infrastructure problems within the current Urban Service Area.*

- 5. A “threshold” level of development activity and land availability within the Urban Service Area should be established. When reached, the LFUCG should assess all relevant information and make a determination as to future growth areas. The threshold should be established at a level that would not result in decision making during a period of impending urgent need for available developable land.**
- 6. For those properties that are designated in Sewerability Categories 1,2 & 3, development restrictions shall be as applied in the underlying rural plan category.**
- 7. Lands in Sewerability Categories 1,2 &3 shall be a low priority for preservation under a PDR program, unless action to prohibit inclusion of this land in the Urban Service Area has been taken.**
- 8. If land is ever added to the Urban Service Area, buffering measures shall be required to minimize any impact on adjoining agricultural activities in the Rural Service Area.**
- 9. Consideration should be given in drafting PDR legislation of the termination clause in the event of new expansion of the Urban Service Area occurring and such expansion including land on which the development rights have previously been sold. An approved termination process should involve the PDR entity and should ensure the purchase of other development rights of greater priority from other property meeting the goals of the PDR program to assure not net loss of the PDR land. Addition of such an option for the owner of PDR land is fundamentally important to the overall plan and future planning efforts.**

V. RURAL PLAN IMPLEMENTATION PROGRAMS

OVERVIEW

The implementation of the Rural Service Area Land Management Plan will necessitate the development of a range of implementation programs that are as broad in scope as the plan itself. To implement this Rural Service Area Land Management Plan, existing tools and techniques will continue to be used. These include the use of the zoning ordinance and subdivision regulations, establishment of appropriate timing of public facilities, use of downzoning and other rezonings where appropriate, imposition of screening, buffering, or conditional zoning restrictions, and similar methods.



In addition, new techniques will be required to fully realize the objectives of the Plan. Zoning and Subdivision controls alone cannot bring the kind of permanence, fairness, equity, and stability needed to preserve and enhance the Rural Service Area. The plan proposes that PDR and TDR programs be established to achieve those ends.

This section of report sets forth a broad range of programs that are recommended for implementation. They are crafted to meet the specific needs that have been identified to protect our rural Bluegrass community.

*Overlook of Kentucky River and Palisades
from Raven Run Nature Sanctuary.*

A. PURCHASE OF DEVELOPMENT RIGHTS PROGRAM

Elements of a PDR Program

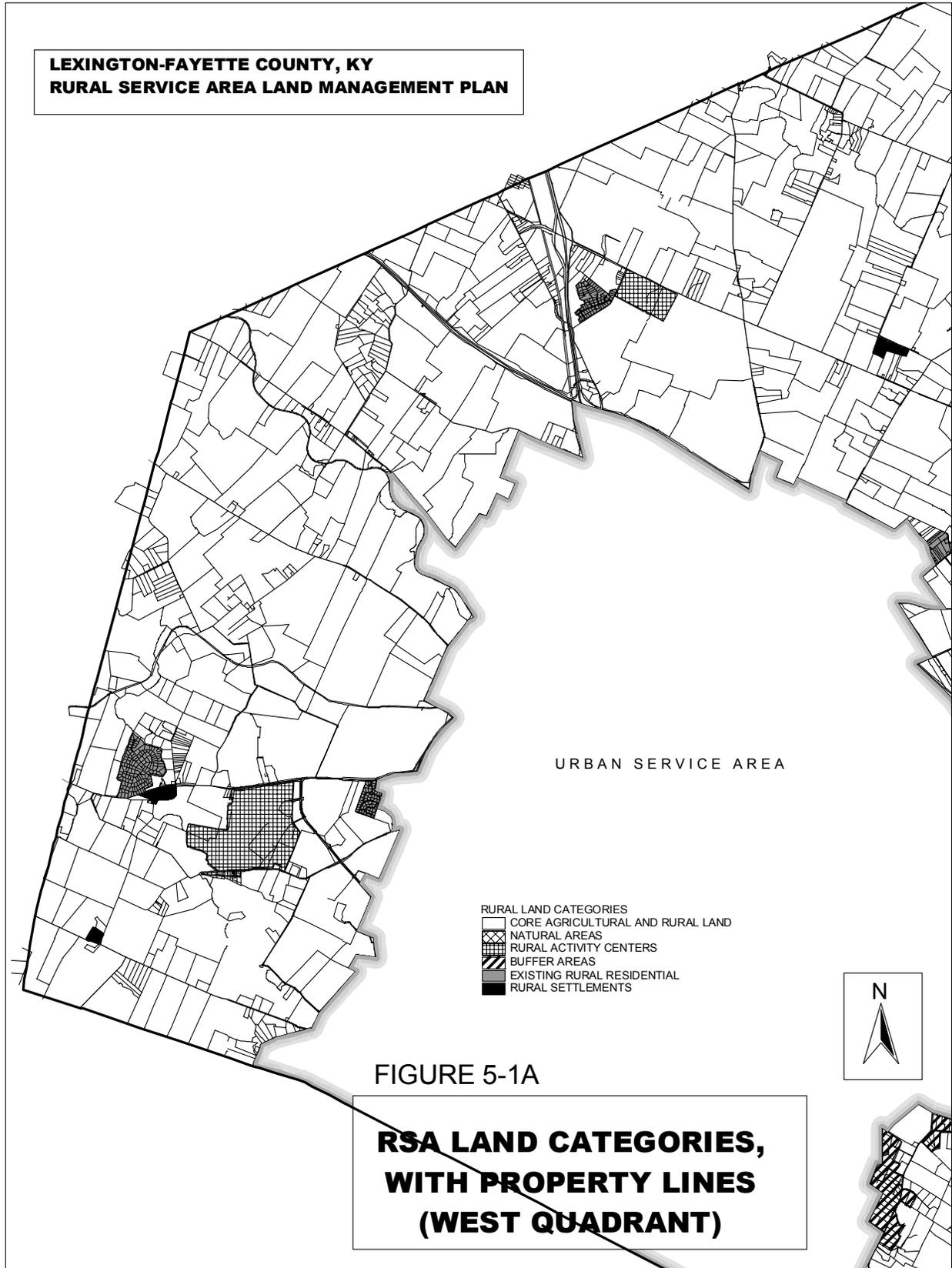
The recommended cornerstone of the implementation of the Rural Plan is a comprehensive Purchase of Development Rights (PDR) Program. The PDR Program would be designed to offer financial incentives in exchange for removal of future development rights from rural land.

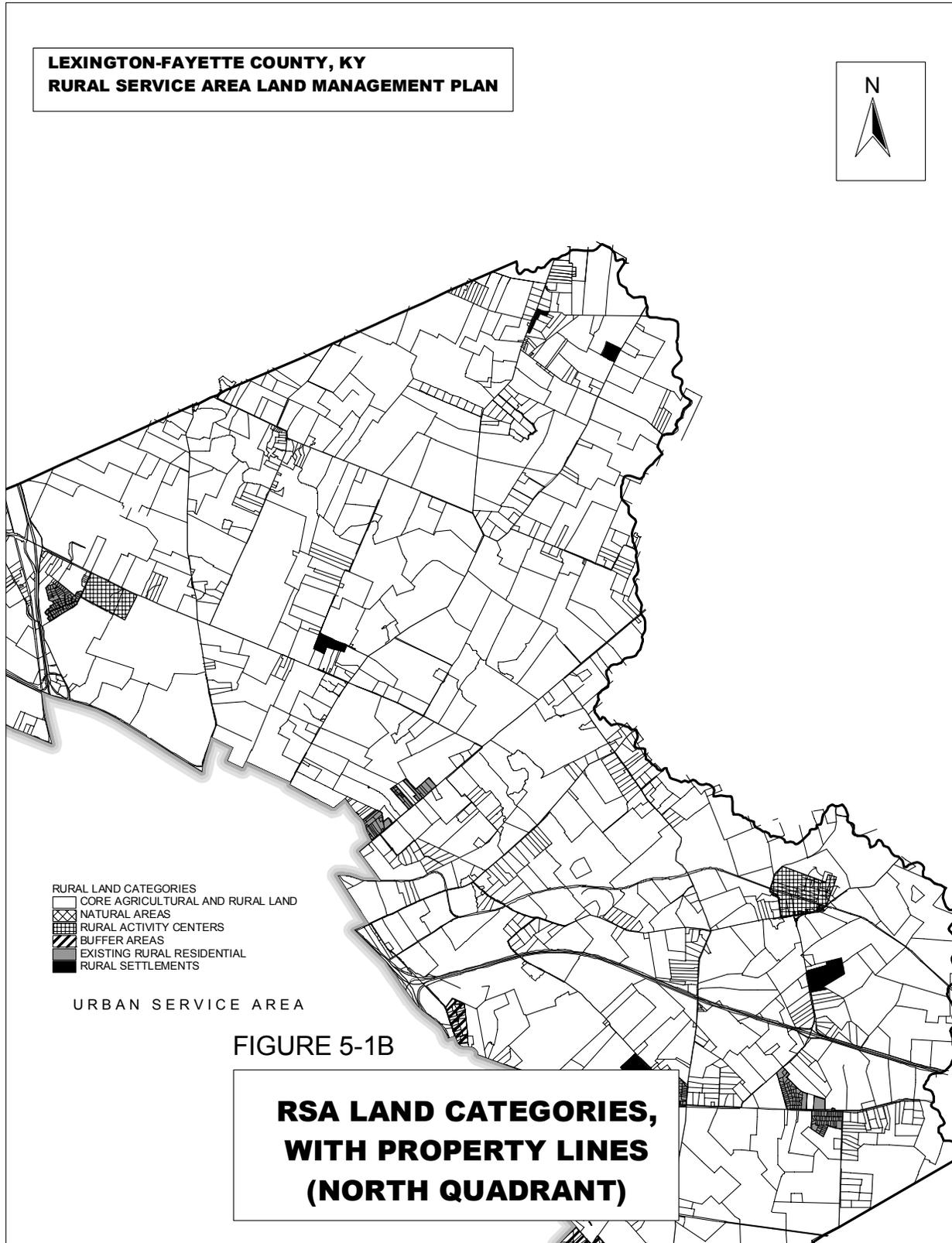
The total overall target for a 20-30 year PDR Program should be at least \$100 million dollars. This is based upon a goal to preserve approximately 50% of eligible lands (40,000-50,000 acres) through the PDR program. This would necessitate compensation for 4,000 to 5,000 development rights. The value of development rights will vary depending on the location of the property and other factors. Since no development rights have been purchased, no value has been established. However, a “best guess” for the cost of a development right is \$ 20,000 to \$ 30,000 (based upon \$2,000-\$3,000 per acre). The total number of development rights that could be mitigated under the Rural Service Area Land Management Plan is a moving target, which is affected by many factors:

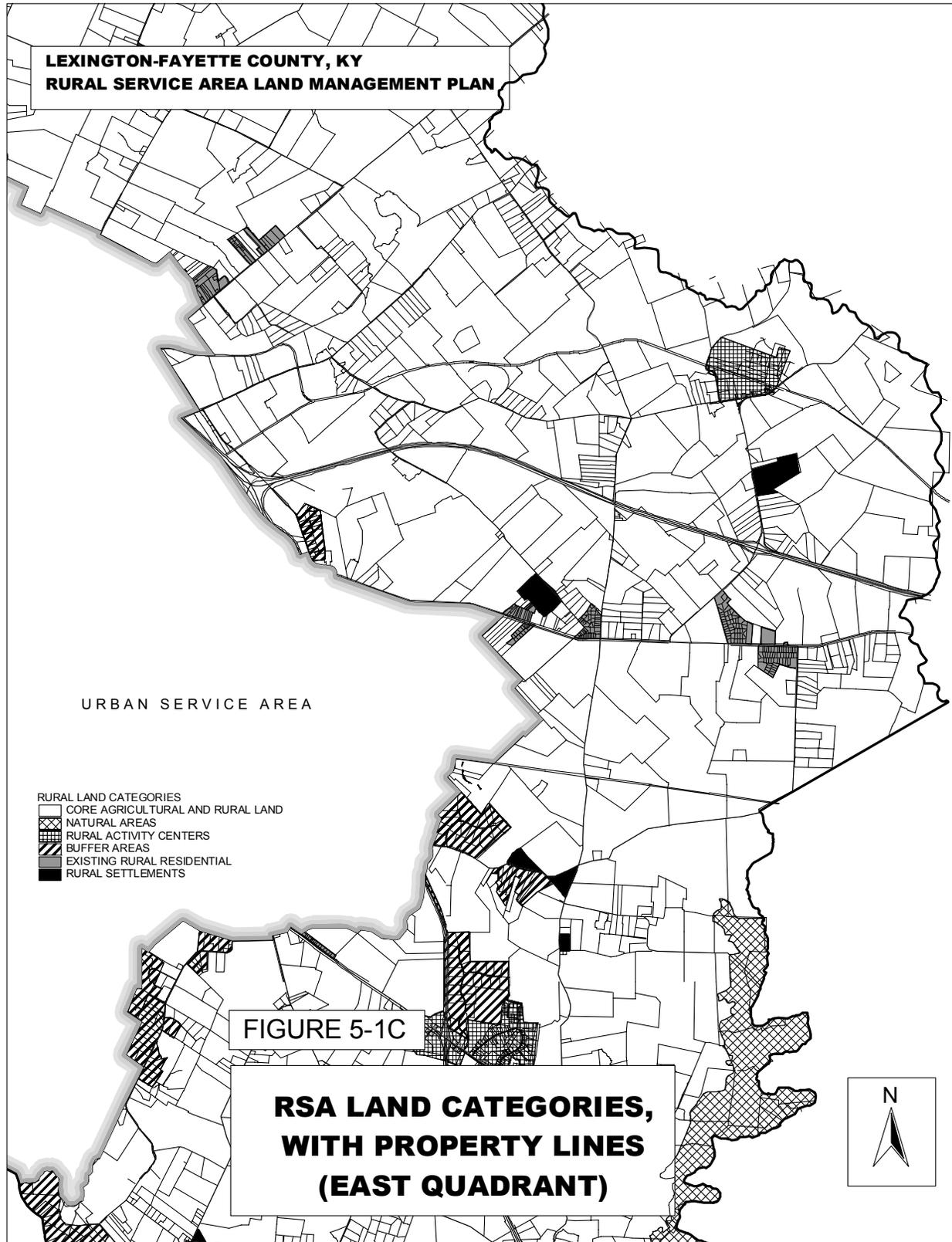
- Current number and size of parcels;
- Policy decisions as to higher minimum lots sizes (for example, 40 acres vs. other larger or smaller minimum lot sizes);
- Geographic locations of new restrictions; and,
- Number of acres upon which the 40-acre restriction is imposed,
- Ownership of parcels (for example, government –owned parcels will not generate development rights to be purchased),
- Value of agricultural land, particularly farms with a high improvement value.

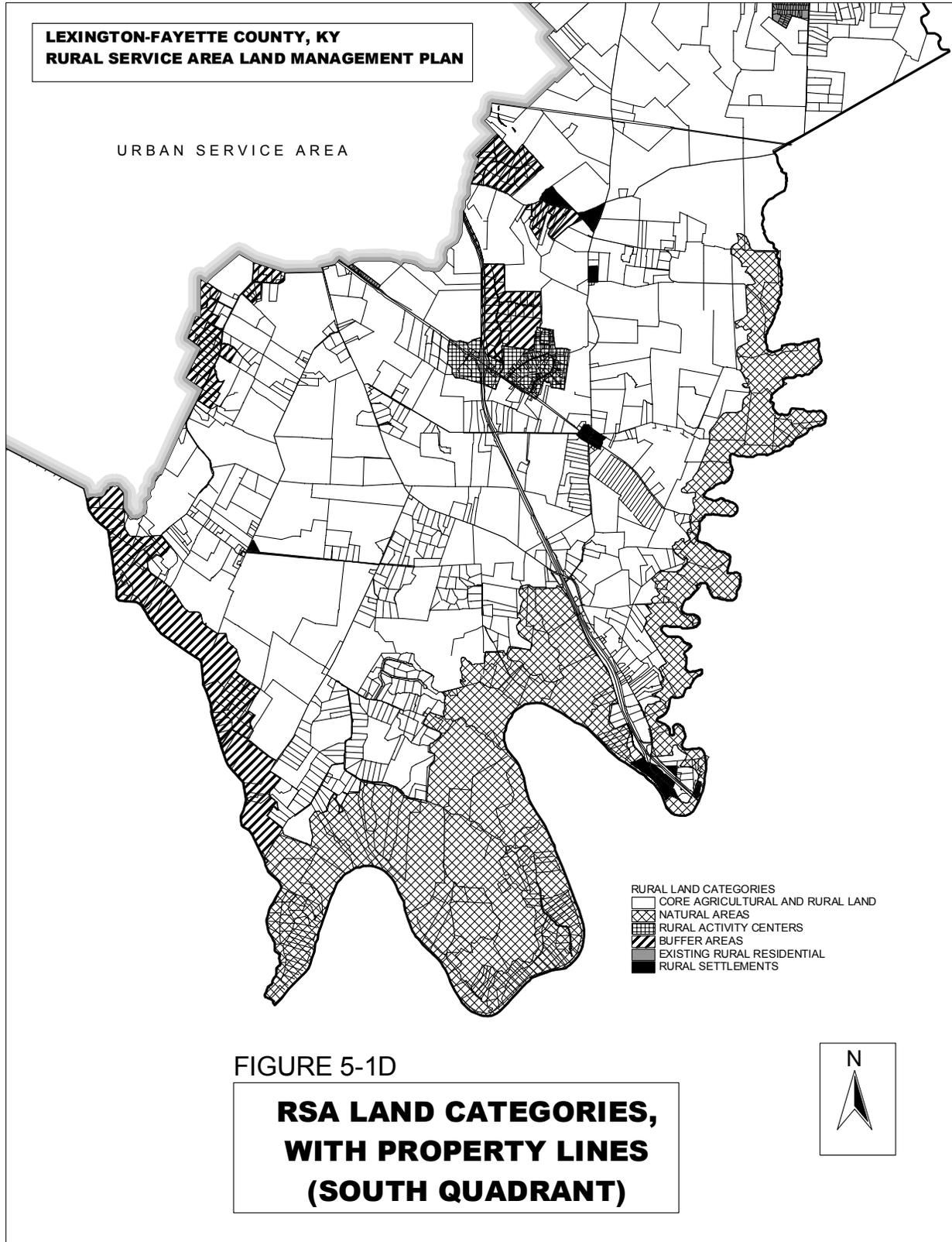
Under the proposed plan, the total acreage in the primary agricultural preservation land categories of CARL and NAT is 122,503 acres. Based upon previous analyses, it is estimated that 20-25% of the land is either in public ownership or already in parcels less than 20 acres in size. Figure 5-1 (A through D) shows the relationship of parcels and the proposed land categories. Therefore, it is assumed that the total number of development rights that could be pursued under the PDR program would be approximately 9,000. As previously noted, the goal would be to acquire 50% of such rights.

The experiences of communities that have established PDR programs indicate that not all lands desired to be preserved will need to have their development rights purchased. In fact, many landowners decide to accept the large lot restrictions and continue agricultural operations without selling development rights. Also, some farms with high improvement to land value ratios will actually have greater value as *farms* than as 10-acre lot developments.









The PDR program should contain the following elements:

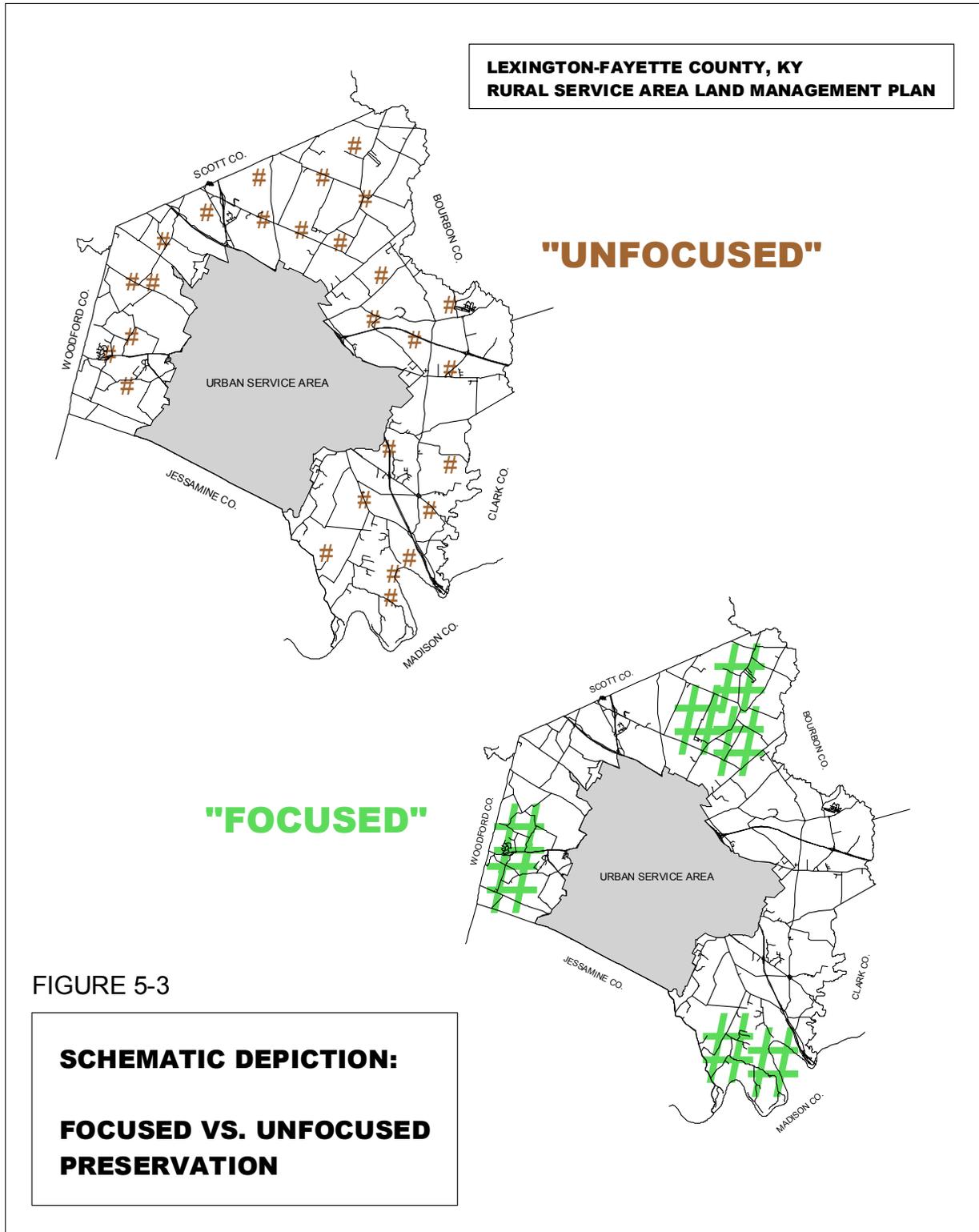
1. **Establishment of Base Development Rights** – All properties which are changed from a current 10 acre minimum to a higher minimum size will retain development rights at their current level. In other words, the development right is the same as the number of lots that could be created on the property under the 10 –acre restrictions in the A-R zone. As is the case under the current laws, CREDIT SHOULD NOT BE GIVEN FOR “fractions” of development rights, since currently any tract of less than twenty acres can only be one tract and not further subdivided. The following table gives examples of the calculations:

FIGURE 5-2: Sample Development Right Table

ACRES IN PARCEL	BASE DEVELOPMENT RIGHT
19.99	1
20.00	2
78.00	7
322.00	32
799.00	79

Any existing parcel less than 20 acres in size would retain one base development right. Lots of less than 20 acres would not be eligible to participate in a Purchase of Development Rights program. The PDR program would retire development rights by compensating land owners for the value difference between the development of the property as 10 acre tracts and the new, higher minimum parcel size (proposed to be 40 acres for most of the RSA).

2. **The PDR program should be voluntary.** Therefore, one initial review criteria for priority acquisition will be the farms that request to participate in the purchase program.
3. **The PDR program should be designed to preserve a “critical mass of land” for agricultural uses.** The program should attempt to concentrate land preservation in a manner that would maximize its benefit to the agricultural industry of Fayette County. Figure 5-3 demonstrates this principle. The unfocused, “paint-splatter” preservation depiction saves open space, but does not as effectively preserve land in a manner which is most conducive to the long-term goal of a strong base of land for agricultural activities. This is not to imply that “natural areas” should not be an acquisition priority. The preservation program should also attempt to prioritize acquisitions of such natural areas in locations that can best preserve environmental quality, protect habitat for flora and fauna, and be part of a network of preserved land which can serve multiple purposes.
2. **The PDR program should be incrementally implemented over a long period of time.** All funds needed to maintain a PDR program would not appear at one time. Funds will accrue on an annual basis based upon the funding sources of the program. Therefore, at any given time, there will be a limited amount of funds available to spend for development right acquisition. The spending priorities will need to recognize numerous factors in consideration of final decision-making.



5. The PDR program must be administered equitably. A Land Evaluation and Site Assessment (LESA) procedure should be established which would create an objective, point-based system for the determination of priority acquisition. It will be necessary for the program to create a fair procedure for assessing sites for preservation. All PDR programs contain a Land Evaluation and Site Assessment of some type that reflects the underlying policies of the program in that jurisdiction. The LESA system should rely to the greatest extent possible on objective factors and criteria so that point ratings cannot appear to be “loaded” by any rater. The voluntary establishment of “agricultural district” designations by associations of farm owners is also used in many jurisdictions as a priority setting criteria. The following list is intended to illustrate some of the major of criteria and factors that should be incorporated in the LESA program, and whether that element should be considered as a positive factor or a negative factor (-) in a point ranking system:

Positive Correlation Factors:

Agriculture Related:

- Size of farm (+)
- Length of public road frontage and visibility (+)
- Proximity to another property with PDR or conservation easement, or “batch” application (+)
- Quality of soils for agriculture (+)
- Farm product sales (+)
- Scale of agricultural improvements (+)
- Percentage of property in cropland or pasture (+)
- Land stewardship (SCS conservation practices) (+)

Environmental Considerations:

- % of environmentally sensitive land, especially riparian areas, tree areas, etc. (+)
- designated rural greenway and/or focus area (+)
- Special natural protection area (+)
- Proximity to and ability to be linked to areas of high environmental value such as parks, nature preserves and sanctuaries (+)

Other:

- Consolidation/elimination of undeveloped 10 acre tracts

Negative Correlation Factors:

- The converse of positive factors above (-)
- Location in a rural land category other than CARL or NAT (-)
- Proximity/Adjacency to the existing Urban Service Area Boundary; except for rare cases of overwhelming importance as a community icon, or in designated focus areas (-)
- Proximity to existing or planned urban services (-)

A properly managed PDR program at the scale envisioned will need its own special administrative structure. The scope of the program will likely require its own staff to administer the program and coordinate its activities with government agencies. There will need to be a body to oversee the administration of the program. There are many different ways to approach these administrative needs, ranging from an entirely new appointed body and staff structure (Example: Library Board), utilizing existing bodies (like the Greenspace Commission and Planning Commission), and/or direct LFUCG Mayor and Council administration LFUCG Administration/Council. However, if a fully realized PDR program is created, it would appear necessary to create a new administrative structure merely to handle the *volume* of work that would need to be done.

This plan recognizes that the creation of the administrative structure will be the prerogative of the Mayor and Urban County Council. The best approach cannot be conclusively determined until it is known what program (if any) is established by referendum or other means. However, it is essential that the program be administered fairly, equitably, in keeping with the principals contained in this plan, and with balance and lack of bias on growth-related issues. Only a program meeting these overarching principles will properly represent the public trust and confidence in the program.

6. **The Purchase of Development Rights Program should promote long-term preservation of the five Focus Areas identified in the Greenspace Plan.** These five areas are:

- North Elkhorn Creek Area
- Boone Creek Area
- Kentucky River palisades
- South Elkhorn Creek Area
- Old Frankfort Pike Area

These are significant rural resources that have been identified as needing additional study.

7. **The PDR Program needs regularized funding to be effective. The following is a listing of sources that could be a part of such funding. Regularized funding also has the potential to be used to retire debt from long-term bonding, which can increase the availability of funds at any given time:**

- a. LFUCG General Funds
- b. Dedicated property tax (referendum required under HB 644)
- c. Dedicated payroll tax (referendum required under HB 644)
- d. Dedicated room tax (referendum required under HB 644)
- e. PACE Program
- f. Surplus state fund revenues
- g. Gifts such as cash, land, preservation easements or donations of services (legal, etc.)
- h. Tax abatement programs targeted to agriculture

- i. Grass-roots fundraising efforts
- j. Open space mitigation funds from the Expansion Areas
- k. Other funds that may become available such as Tobacco Settlement Funds

PDR LEGISLATION

House Bill 644, which was passed in the 1998 legislative session, authorizes additional funding for a Purchase of Development Rights Program. The Urban County Government is authorized to place before the public a referendum whether to fund a purchase of development rights program by means of one or more of the following special tax levies:

- a. An ad valorem tax not to exceed five cents (\$0.05) per one hundred dollars (\$100) of assessed value upon all taxable property. This is the same tax level that the Urban County Government funds the Lexington Public Library. This rate increase would generate \$6.8 to \$6.9 million in additional funds per year.
- b. A license fee not to exceed one-eighth of one percent (0.125%) on franchises, trades, occupations and professions. This is often referred to as an occupational tax. The current tax level is 2.25% with 0.5% dedicated to the Fayette County Public Schools. An increase of 0.125% would yield \$5 to \$6 million per year.
- c. A transient room tax not to exceed one percent (1%) of rents. The current room tax is 5.0%. This increase would yield approximately \$900,000.

These taxes are in addition to other taxes that the Urban County Government may levy.

Upon passage of the referendum the Urban County Government has 180 days to establish a purchase of development rights program which shall include the following:

- a. A statement of the purpose of the program;
- b. A map showing the properties from which development rights are to be purchased;
- c. The restrictions upon the use and development of the properties from which the development rights have been purchased and the duration of the restrictions;
- d. The mechanism, if any, for removing the restrictions;
- e. The procedure for the valuation and transfer of the development rights;
- f. The entity authorized by the Urban County Government to operate the program;
- g. Any other provisions necessary or appropriate.

State Statute allows only limited mechanisms for funding a PDR Program. These are additional property taxes, an additional room tax, and an additional occupational tax. A real estate transfer tax, which is used to fund PDR programs in other states, is not authorized in Kentucky. Donation or dedication of development rights could be used as a federal income tax deduction and could also reduce the value of the donor's estate at the time estate taxes are due. Long term bonds could be funded through general fund revenue.

B. ZONING ORDINANCE AND SUBDIVISION REGULATION TEXT AMENDMENTS

The other significant component of implementing the goals of this plan is the regulatory component. Amendments to existing zoning and subdivision rules will provide the key determinations of base development rights and the visual character and use of the RSA.

New or revised provisions to these ordinances should be created to:

1. Amend the current agricultural-rural zone (A-R) to achieve the intent of the Plan by establishing a minimum lot size of 40 acres.
2. Create new zoning categories to correspond to the Natural Areas, Historic Rural Settlements, and Buffer Areas land use categories of the Plan.
3. Establish how development rights from the rural area might be transferred to specific zones in the urban area. (see Section “D” below)
4. Require protection of unique aspects of the rural landscape, which might include stone fences, wooden fences, trees, special botanical areas, scenic vistas, farm roads and lanes.
5. Establish special standards for streets, storm water, and sewage disposal to address potential problems with the limited development that will be permitted in the Rural Service Area.
6. Establish standards for uses for the environmentally sensitive Royal Spring Aquifer.



Overview of Calumet Farm and surroundings.

C. ZONING MAP CHANGES

The initial implementation of the Plan from a Zoning Map perspective will involve only a few, focused map amendments. These would include:

- **Unused and Improperly Located Business Sites in the RSA**

This comprehensive rezoning program would attempt to address situations regarding the non-agricultural and non-residential zoning scattered throughout the RSA. These are described in detail in Section IV-F of this plan.

- **“Rural Buffer Area” Category**

There are two options available to the LFUCG for the implementation of this category. The LFUCG could initiate a zone change to place this category on appropriate lands after there has been a text amendment creating the zoning category. An alternative approach would be to leave the land in its existing A-R zoning category, and allow landowners to file for a zone change to the new Rural Buffer Area category if they so desire. This second approach is recommended. It would allow a more detailed review of the special circumstances surrounding any particular site, and allow the imposition of conditional zoning or other buffering restrictions to ensure compatibility with nearby agricultural operations.

- **Historic Rural Settlements**

It is recommended that a program be established to implement a series of government initiated zone changes for the rural settlements. This should only be done after a thorough study of these settlements has been conducted and appropriate measures have been adopted to adequately protect and enhance the character of those rural settlements.

D. ON-SITE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAMS

The process leading to the adoption of this Plan revealed that the community did not favor implementation of a large-scale transfer of development rights (TDR) program. However, there are many programs that could be implemented which would support a PDR program and preserve additional agricultural land.

Further detailed information regarding these concepts is contained in the Rural Service Area Land Management Plan Report #2: A Framework for Plan Development and Adoption. The following is a listing of the recommended programs, a brief explanation of each, and the actions needed to implement the program:

1. Limited On-Site RSA Accessory Dwellings

Programs in this category would include allowance of certain limited residential uses, including tenant houses, that are strictly associated with agriculture. Such units would be permitted in exchange for retirement of development rights associated with the property. Before such programs could be initiated, a zoning ordinance text amendment to create the permitted development to occur and the administrative processes to retire the associated development rights would be needed.

2. Historic Rural Settlement Density Increases

Transfer of development rights could be used to allow increased density in the rural settlements but not to allow the density to exceed the typical lot size of the settlement. Further study of this concept is recommended prior to implementation. Any such program should have the aim to compliment and help preserve existing rural settlements. Such programs should not have the effect of "redeveloping" the rural settlements out of existence or result in a fundamental change in character. Strict design controls and proper resolution of sewage waste disposal issues, if implemented, must accompany any such program. To implement this program, studies of each historic rural settlement would need to be conducted and adopted. Where the study warrants, minor expansion of the settlement may be allowed. Text amendments would be needed to create the specifics of the TDR aspect of any redevelopment, and the institution of design guidelines and preservation requirements would be needed. The best approach may be the creation of a zone to implement this program.

3. Office, Industry and Research Park Transferred Development Rights Program

The Office, Industry, and Research Park (ORP) land use category, and its corresponding P-2 zoning category were created as a part of the 1988 Comprehensive Planning process. This category is intended to provide for "compatible offices, research facilities and light industrial uses to provide jobs in a high quality, park like setting". Various properties within the Urban Service Area were subsequently designated in the ORP land use category. These include Coldstream Farm, Hamburg Place, a portion of the University of Kentucky's South Farm, and the Kentucky River Coal property on Georgetown Road.

The P-2 zone, created to implement the category, required very high open space levels in order to create the “quality, park-like setting.” Fifty-percent of the land in any P-2 project is required to be open space, and building coverage is generally limited to 30% with a maximum floor area ratio of 0.4. For comparison purposes, the Economic Development (ED) Zone created in the Expansion Area requires 25% open space, and a maximum floor area ratio of 0.5.

An appropriate TDR incentive program would be to allow P-2 developments to purchase TDRs in order to increase floor area ratios and/or reduce the 50% open space requirement. Maximum limits should not exceed those established for the ED zone, thus ensuring a quality development environment. Another incentive program could provide for integrating clustered residential uses into the P-2 project, capitalizing on the abundance of parking and open space required within the project. In concept, these approaches merely transfer the open space required in the P-2 project from on-site to the Rural Service Area. These programs should be coupled with related exceptions to setbacks, minimum lot sizes, and other requirements of the P-2 zone.

4. Incentive Program to Intensify Existing Commercial Areas

This TDR based program would allow a reduction in the required off street parking or a reduction in a similar restriction depending on the zoning category. Such a program could virtually have the effect of “creating” new commercial land area in the sense that additional building development and new businesses would result. A program of this nature would have benefits, and some potential concerns:

Benefits:

- High economic value
- Useable locations over the entire community
- Not creating new retail locations which may create problems for surrounding owners. It would only increase the use of existing centers.
- May improve the potential for revitalization of abandoned or underutilized commercial sites

Concerns to be Addressed:

- An acceptable level of off-street parking would need to be maintained
- The potential exists for the over-utilization of the site

These concerns can readily be addressed by establishing limitations to any permitted reduction in parking and/or increase in floor area ratio. Further, most parking lots in retail areas are underutilized for all but a very few shopping days around the holiday season. Appropriate reductions in off-street parking should not create a serious problem, particularly when the benefits of preserved rural land are taken into account. Further study would, of course, be needed.

5. Incentive Program to Intensify Existing Residential Development in Conjunction with Transferred Development Rights

Further investigation of this concept is needed. There is the possibility of utilizing a TDR program to possibly allow guest quarters, “granny flats”, or similar accessory residential units in selected existing developed neighborhoods. Such programs should be investigated and implemented if they can be accomplished without negatively impacting the existing neighborhoods.

6. Use of Expansion Area DTRs in Conjunction with Rural Service Area Transferred Development Rights

There are two programs related to the Urban Service Area Expansion Area that can be used for rural preservation programs. First, the \$1,000 per acre open space mitigation fee required as part of the development exaction program in the Expansion Area was created to acquire nearby open space to mitigate the loss of rural land to development. When revenues begin to accrue from this program, they can be targeted to sites near the Expansion Areas. A second program would be to utilize the DTR program that was established in the Expansion Area to use excess receiver sites for TDRs from outside of the Expansion Areas. The DTR program in the Expansion Areas provided that density rights could be transferred away from designated Scenic Resource Areas, greenways, and environmentally sensitive areas into the EAR-2 and EAR-3 zoning categories. Analysis showed that the number of potential receiver units significantly exceeds the likely maximum number of sending units. There are approximately 3,200 potential receiver units in excess of the potential senders. It appears that these additional receiver sites could be opened up to rural TDRs without impacting previously approved density levels within the Expansion Area. This program must be implemented with two qualifications: 1) the program must be structured to maintain a viable market for use of the DTRs within the Expansion Areas, and 2) no overall density increase in the Expansion Area result from the program.

E. CONSIDERATIONS FOR REVIEW OF RURAL DEVELOPMENT PROPOSALS

When properties are proposed for subdivision or other development in the rural area, a number of issues are raised. This section of the report reviews the prevalent issues that need to be addressed during the review process regardless of the size of the parcels to be created. These are a series of recommended policies to be applied in the review.

Road Related Issues

1. **Existing Road Right-of-Way**—All property owners adjoining rural roads must dedicate property necessary to create 25-30 feet of right-of-way from the centerline of the road, or at least reflect the “existing” right-of-way as dictated by state statute.

Recommendation: No change. The depiction of right-of-way for a rural road is appropriate since rural deeds typically read to the road centerline.

2. **Existing Road Improvements**—In urban development, developers frequently have to improve the right-of-way on their property’s frontage (up to the centerline of the road) by adding left turn lanes, widening of the road, or adding deceleration lanes. Rural subdivisions on the other hand, do not (normally) have to widen roads, build turning lanes or deceleration lanes unless there are special circumstances.

Recommendation: No change. Staff would discourage any widening of rural roads except at dangerous intersections or locations. Widening or other right-of-way improvements generally would remove trees, stone fences and embankments that are major visual elements of the rural landscape. Better signage or “scenic rural road” designations might be installed to put drivers on notice of the need for caution, slower speeds, and possible farm equipment on the road.

3. **Approval of New Access**—New or expanded access points must get approval from the Kentucky Department of Transportation and/or the LFUCG Division of Traffic Engineering. The approved access point(s) must meet criteria for sight distance. This approval may involve clearing of trees or stone fences if sight distance problems are encountered.

Recommendation: Work more closely with the State Department of Transportation and the LFUCG Division of Traffic Engineering to limit or relocate access points on rural roads so that significant trees or stone fences would need to be taken out for sight distance purposes. Where necessary, require redesign of any subdivision to minimize the impact.

- 4. Number of Access Points**—The Planning Commission now has the authority to limit the number of access points to a rural subdivision. Previously each new lot along a rural road could have its own access point (as close as 250’ apart). This new approach is helping to alleviate the loss of trees and stone fences by limiting new access points. The lower number of new access points on rural roads also creates a safer condition for drivers on the rural roads.

Recommendation: Continue to work with the Planning Commission on limiting the number of access points.



- 5. New Road Issues**—New roads to serve rural subdivisions can vastly improve the pattern of rural land division by helping to avoid “piano key” lotting along existing roads. However, the siting of new roads has the potential to disrupt agricultural patterns; impact storm water runoff patterns; disturb trees; and have other similar negative impacts on the land.

Recommendation: The standards for such roads should not be the same as for urban streets. Width and existing grade disturbances should be kept at the minimum. The number of units permitted should be kept so low that concerns over street grades, etc. do not significantly affect safety concerns. Special attention should be paid to the routing of such streets so as to minimize negative impacts upon the environment and existing and potential agricultural use patterns.

Building/Structure Issues

6. **Agricultural Buildings**—Under state law, local governments cannot require permits for agricultural buildings and structures, except to establish setbacks from roads and to keep such structures out of the floodplain.
7. **Other Structures**—Other structures (such as homes) can be fully regulated. Due to the large lot size required, the primary concern in the past regarding siting of homes has been the proximity to an acceptable location for septic tanks. Many developments have restricted the buildable area based upon such concerns. Also, the existing regulations prohibit such activity in floodplains, sinkholes, and geologic hazard areas. Other environmentally sensitive areas can also be required to meet special conditions or, in some cases, be prohibited from development entirely.

Recommendation: More attention should be paid to designating limited buildable areas on rural lots. In addition to waste disposal concerns, a wide range of environmental factors should be considered at the time of plat approval. The need for non-buildable areas designed to protect natural areas, tree areas, steep slopes areas, agricultural patterns, and similar features should be routinely assessed, with non-buildable areas being designated on the plats as appropriate.

Other Comments

8. Current Planning has prepared a checklist to show the issues that should be reviewed in conjunction with proposals for rural subdivisions. A copy is attached as Appendix 5.
9. The ability to apply newly adopted standards to previously approved plans is a complex legal question that depends on many factors. These include but are not limited to:
 - a. Whether the previously approval plan was a preliminary or final subdivision plan
 - b. Whether the approved plan was certified or uncertified
 - c. Whether the developer accrued costs in reliance upon a previously approved plan
 - d. The cost to the developer of the new requirements
 - e. Whether the change involves the Subdivision Regulation or Zoning Ordinance.
For example, would the new regulation affect the lot itself or would effect an existing or proposed structure?

These are complex interacting factors, and can be difficult to answer conclusively. Actions to apply new standards to previous approved developments should only be taken after the Department of Law has reviewed their legality, and potential consequences, to the government. Most of the legal tools needed exist in the current ordinances and regulations. When new ordinances are adopted, they should be evaluated as to their applicability to previously approved developments, and applied only to the extent that the Law Department advises.