

**MADISON COUNTY FISCAL COURT  
MADISON COUNTY, KY  
RESOLUTION 2021-130**

**A RESOLUTION TO ADOPT THE MADISON COUNTY  
COMPREHENSIVE PLAN**

**WHEREAS**, Madison County aspires to develop a planning program for the community based on rational planning; and

**WHEREAS**, the Madison County Fiscal Court desires to comply with all statutes and laws related to future programing within Madison County; and

**WHEREAS**, the Madison County Planning Commission has prepared a Comprehensive Plan to serve as the guide for future development and growth, both public and private, within Madison County; and

**WHEREAS**, the Madison County Planning Commission has researched and vetted the Comprehensive Plan elements based upon current and future social, economic, physical and technical characteristics, and future advancements; and

**WHEREAS**, Madison County conducted a public engagement process which included public surveys, steering committee meetings, focus group meetings, public workshops, and allowed an extended period of time for public review of the goals, objectives, and plan elements; and

**WHEREAS**, the Madison County Planning Commission has conducted the preparation of the Comprehensive Plan in conformance with the procedures as outlined in KRS 100 and endorsed the plan at their November 16, 2021 meeting;

**NOW, THEREFORE, BE IT RESOLVED BY THE MADISON COUNTY FISCAL COURT THAT THE STATEMENT OF GOALS AND OBJECTIVES, AND PLAN ELEMENTS OF THE MADISON COUNTY COMPREHENSIVE PLAN AND THE PLAN IN ITS ENTIRETY ARE HERBY ADOPTED.**

Motion made by Tom Botkin, seconded by John Tudor.

Vote:

Yes

No

Judge Reagan Taylor

Magistrate District 1

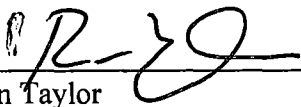
Magistrate John Tudor

Magistrate Roger Barger

Magistrate Tom Botkin

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| <input checked="" type="checkbox"/> |               |
| <u>Vacant</u>                       | <u>Vacant</u> |
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**Signed:**

  
\_\_\_\_\_  
Reagan Taylor  
Madison County Judge Executive

11-23-2021  
Date

**Attested:**

  
\_\_\_\_\_  
Kenny Barger  
Madison County Clerk

11-23-21  
Date

# MADISON COUNTY COMPREHENSIVE PLAN

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DRAFT  
**OCTOBER 11, 2021**

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[MADISON COUNTY COMPREHENSIVE PLAN]

# ACKNOWLEDGEMENTS

## **Judge Executive**

Reagan Taylor

## **Fiscal Court**

Paul Reynolds, Magistrate District One

Roger Barger, Magistrate District Two

John Tudor, Magistrate District Three

Tom Botkin, Magistrate District Four

## **Madison County Planning Commission**

Robert Farmer, Chairman

Drew Alexander

Bill Buchanan

Mary Eipert

Douglas Fritz

Shannon Pennington

Roy Switzer

## **Steering Committee**

Reagan Taylor

Tom Botkin

Robert Farmer

Tim Gray

Scott Shepherd

Elliot Turner

Floyd Ballew

Jeff Fultz

Neal Metcalfe

Angie Barnes

Vicki Jozefowicz

Betina Gardner

Phillip Seyfrit

## **Planning Staff**

Bert Thomas

# TABLE OF CONTENTS

|                                             |           |
|---------------------------------------------|-----------|
| <b>SECTION 1: EXECUTIVE SUMMARY .....</b>   | <b>1</b>  |
| A. Introduction .....                       | 2         |
| B. Existing Conditions Analysis .....       | 4         |
| C. Vision, Goals & Objectives .....         | 11        |
| <b>SECTION 2: PLAN ELEMENTS .....</b>       | <b>14</b> |
| A. Land Use & Development .....             | 15        |
| B. Transportation .....                     | 24        |
| C. Community Facilities & Services .....    | 36        |
| D. Economic Development .....               | 49        |
| E. Housing .....                            | 57        |
| F. Culture & Historic Preservation .....    | 63        |
| G. Natural Environment .....                | 69        |
| <b>SECTION 3: IMPLEMENTATION PLAN .....</b> | <b>73</b> |
| A. Introduction .....                       | 74        |
| B. Document Review & Plan Maintenance ..... | 74        |
| C. Potential Partners .....                 | 74        |
| D. Action Step Tables .....                 | 75        |
| <b>SECTION 4: APPENDICES .....</b>          | <b>83</b> |
| A. Public Input Summary .....               | 84        |

## Consultants

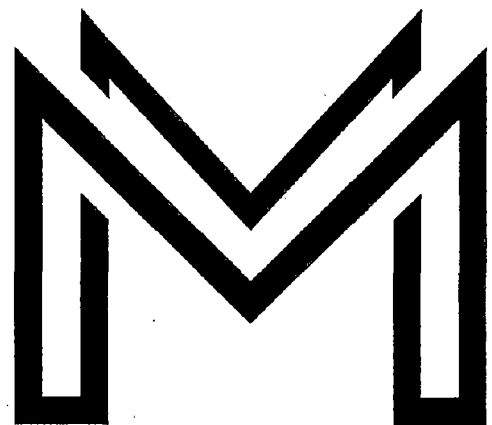
TAYLOR  
SIEFKER  
WILLIAMS  
design group



**SECTION**

**1**

**EXECUTIVE SUMMARY**



**MADISON COUNTY COMPREHENSIVE PLAN**

# SECTION 1: EXECUTIVE SUMMARY

## A. Introduction.

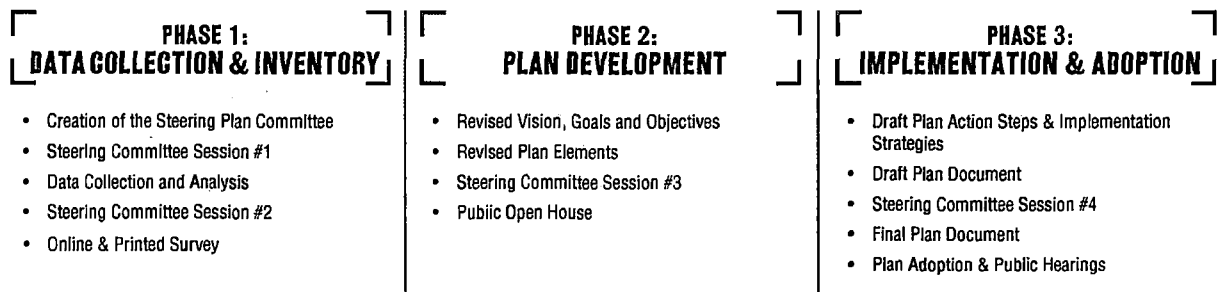
### What is a Comprehensive Plan?

The comprehensive plan provides a long-term strategic vision, overarching goals, objectives, policies and recommendations to guide future growth and development in the County. The plan makes recommendations for land use, transportation, economic development, parks and open space, historical resources, housing, public facilities, natural resources and governmental cooperation. The comprehensive plan is a primary tool used by the County elected officials and the Planning Commission to make decisions about the location of land uses and community facilities, as well as priorities for public investment, the extension of public services, business development, and transportation needs.

The comprehensive plan also provides a community-wide framework for other planning efforts and ongoing planning activities that are an integral part of life in this county; including neighborhood and special area plans, transportation plans, and plans for specific community facilities and services, such as parks, extension of municipal sewage facilities and fire stations.

### The Planning Process

Planning is a dynamic and collaborative process that establishes a long-term vision. The process to update the Madison County Comprehensive Plan officially kicked-off in December of 2020 and the plan was adopted in October of 2021 (to be updated). The process included three major phases of work that included an information gathering, analysis and visioning phase; a plan development phase; and an implementation strategy phase. A common thread that tied each phase together was continual input and feedback from the Steering Committee and the public. The diagram below depicts the phases of development as well as major milestones and meetings throughout the planning process.



## How Was the Plan Developed?

A comprehensive plan outlines all of the activities/functions that impact development for the geographic area involved. Minimum guidelines for a comprehensive plan are provided in KRS 100 and include research elements, plan elements, plan adoption, and plan implementation.

### Minimum Research Elements

- Population Analysis (past and present distribution and characteristics) and Future Projections
- Economic Survey and Analysis
- Research and Analysis of Needs for Land and Building Use and Impacts
- Additional Research Analysis and Projections as Needed

### Minimum Plan Elements

- Statement of Goals and Objectives
- Land Use Plan Element
- Transportation Plan Element
- Community Facilities Plan Element
- Additional Elements as Needed

## Adoption of the Plan

Goals and Objectives – KRS 100.193 requires both the fiscal court and the Planning Commission adopt the Statement of Goals and Objectives. The fiscal court adopted the Statement of Goals and Objectives on **DATE**.

Other Plan Elements – KRS 100.197 requires the Planning Commission to adopt the other plan elements but does not mandate adoption by the fiscal court. The Planning Commission adopted the statement of goals and objectives and the plan elements on **DATE**.

## Public Participation

Actively involving community stakeholders and the public in developing the Madison County Comprehensive Plan was, and always has been, an important County goal, consistent with the community's history of public participation in planning activities since the adoption of the first set of county regulations. Public participation helps to ensure that the resulting comprehensive plan accurately reflects the vision, goals and values of the community. A full summary of the input collected from the public and Steering Committee can be found in **Appendix A: Public Input Summary**.

## B. Existing Conditions Analysis:

### Introduction

The foundation of decision making is typically based upon demographics and key statistics, and a comprehensive planning document is no different. Analyzing the demographic and economic information on Madison County provides an understanding of current conditions. This includes past trends that have brought the county to where it is today, and current trends and projections that will help plan for the county's future. The following existing conditions identify areas of strength or weakness within Madison County, which gives decision makers a more educated approach to focusing resources within the county. The following analysis was used to update and strengthen the county's vision, goals, and objectives included in the plan.

In this analysis, Madison County's data is compared to other similar communities within the state. The comparison provides a better understanding of underperformance or atypical trends. Multiple counties with similar population sizes and geographic locations were selected to be the base comparison for this plan. Comparison communities include Bullitt County, Clark County, Fayette County, Franklin County, Rockcastle County, and Scott County. Additionally, data from Madison County's two largest cities, Richmond and Berea, was used to supplement county data and explain unique trends. Finally, statistics for Kentucky and the United States were gathered to show how Madison County compares from a state and national perspective. Data from 2019 was pulled from the U.S. Census Bureau's American Community Survey and the Bureau of Labor Statistics, while basic population data from 2020 was gathered from the U.S. Census Redistricting datasets.

### Population Characteristics

Madison County's population was approximately 92,701 people as of 2020. The county has seen continuous growth over the last 40 years, growing by almost 20,000 people since the year 2000 alone (28.1%). Since 2010, Madison County has grown by about 9,785 people (9.5%). While there has been a decline in the rate of growth over the last decade, it still outpaces all other comparison counties, excluding Scott County which had a population increase of 21.2%. Madison County is also outpacing Kentucky (3.0%) and the United States (6.3%) in terms of growth. Part of this continual growth could be contributed to the county's major cities, as both Richmond (9.3%) and Berea (14.5%) have also experienced growth since 2010. The table below compares Madison County with other communities in terms of population growth.

| Community             | 2010          | 2020          | Population Change (%) |
|-----------------------|---------------|---------------|-----------------------|
| Scott County          | 47,173        | 54,667        | 21.2%                 |
| Berea                 | 13,561        | 15,539        | 14.5%                 |
| <b>Madison County</b> | <b>82,916</b> | <b>92,701</b> | <b>11.8%</b>          |
| Bullitt County        | 74,319        | 82,217        | 10.6%                 |
| Richmond              | 31,634        | 35,133        | 9.3%                  |
| Fayette County        | 295,803       | 322,570       | 9.0%                  |
| Franklin County       | 49,285        | 51,541        | 4.6%                  |
| Clark County          | 35,613        | 36,972        | 3.8%                  |
| Rockcastle County     | 17,056        | 16,820        | -6.0%                 |

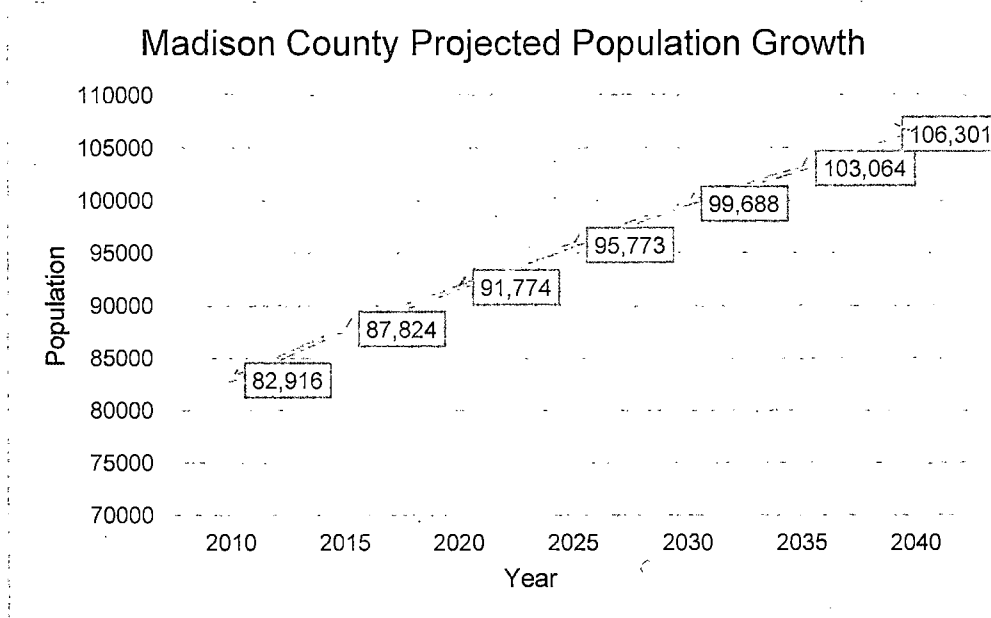
The county's steady growth over the years could be due to a number of factors, including proximity to a major urban area and the presence of multiple universities. Out of the 18-to-24-year-old age group, an estimated 22.0% have moved from a different county within Kentucky to Madison County, making migration a key influencer in the county's changing population.

## Population Projection

Madison County experienced relatively slow and steady population growth through the early 1900s, with a much more rapid increase taking place around 1960 (see table below). From 1900 to 1960, the county's population gained 7,875 people (30.8%), while from 1960 to 2000, the population numbers increased by 28,142 (65.9%). This means that in one-third of the time, the county's population expanded more than 3.5 times. The population increase in the 1990s was the largest in Madison County's history (13,364 people), representing a 30.8% rate of growth during that decade. The population in 2010 was 82,916 people, showing an increase in population of 12,044 between 2000 and 2010. Madison County has experienced an estimated annual population increase of about 876 people during the past nine (9) years.

| Year | Population Total | Total Change | Percent Change |
|------|------------------|--------------|----------------|
| 1900 | 25,607           | 1,334        | 5.3%           |
| 1910 | 26,951           | -677         | -2.5%          |
| 1920 | 26,284           | 1,337        | 5.1%           |
| 1930 | 27,621           | 920          | 3.3%           |
| 1940 | 28,541           | 2,638        | 9.2%           |
| 1950 | 31,179           | 2,303        | 7.4%           |
| 1960 | 33,482           | 9,248        | 27.6%          |
| 1970 | 42,730           | 10,662       | 24.9%          |
| 1980 | 53,352           | 4,156        | 7.8%           |
| 1990 | 57,508           | 13,364       | 1.0%           |
| 2000 | 70,872           | 12,044       | 23.3%          |
| 2010 | 82,916           | 4,424        | 14.5%          |
| 2019 | 92,701           | 9,785        | 11.8%          |

Based on data gathered by the Kentucky State Data Center, Madison County's population is expected to grow through 2040. This projection is based upon 2010 census data and shows the county reaching an estimated 106,301 residents by 2040, an increase of 14.7% from the county's 2019 population. The chart below shows the expected increase over the 30-year period.



## What factors are responsible for this growth?

Population growth occurs as a result of natural increases (births exceed deaths) and net migration (in-migration exceeds out-migration). Data from the 1900s show that most of the growth was attributed to migration.

A substantial number of people are relocating to Madison County from Fayette County. This is especially notable in the northern part of the county. Since job growth in Madison County has not kept pace with population gains, many of these people are commuting to jobs in Fayette, Scott, Clark, and Franklin, and other nearby counties.

Madison County's attraction as a growth center also includes the availability of relatively inexpensive land, less restrictive land use regulations, scenic vistas, expanding trade, and public services. This includes amenities such as the Lake Reba Recreational Complex, golf courses, and historic sites, two major Universities, two hospitals and expanding shopping areas. Madison County continues to be seen as a place that is desirable to live, grow, educate your family and retire.

## Population Distribution

The distribution of population in Madison County has fluctuated between the three jurisdictional entities (see table below). In 1910 only 25% of the county's population lived in Richmond and Berea, with 75% living in the unincorporated areas. The table below shows that the distribution of population within the county remained relatively constant from 1960 through 2000. The urban portion of the population declined slightly during the 1990s as more people desired to live in the rural areas. In 2000, the populations of Berea and Richmond accounted for 52.3% of the total county population while the remaining 47.8% lived within the unincorporated areas.

The population of Richmond in 2010 was 31,364 and was estimated to be 34,585 in 2019. Richmond is the 5th largest city in Kentucky. In 2010 Berea had a population of 13,561 and was estimated to have a population of 15,539 in 2019. The table below breaks down the population of the County based upon the geographic area.

| City of Richmond |        |         | City of Berea |         | Unincorporated Area |         | Madison County |
|------------------|--------|---------|---------------|---------|---------------------|---------|----------------|
| Year             | Total  | Percent | Total         | Percent | Total               | Percent | Total          |
| 1960             | 12,168 | 36.4%   | 4,302         | 12.8%   | 17,012              | 50.8%   | 33,482         |
| 1970             | 16,681 | 39.0%   | 6,956         | 16.3%   | 19,093              | 44.7%   | 42,730         |
| 1980             | 21,705 | 40.7%   | 8,226         | 15.4%   | 23,421              | 43.9%   | 53,352         |
| 1990             | 21,155 | 36.8%   | 9,128         | 15.9%   | 29,225              | 47.3%   | 57,508         |
| 2000             | 27,152 | 38.4%   | 9,851         | 13.9%   | 33,779              | 47.7%   | 70,782         |
| 2010             | 31,364 | 37.8%   | 13,561        | 16.3%   | 37,991              | 45.8%   | 82,916         |
| 2020             | 34,585 | 37.3%   | 15,539        | 16.7%   | 42,577              | 45.9%   | 92,701         |

Although some growth and development will take place throughout the county, about 50% of the growth and development is expected to occur in the cities of Berea and Richmond. The remaining 50% is expected to occur in the unincorporated areas of the county, largely within the boundaries of the Urban Corridor. Two areas that are of critical concern to the county include Northern Madison County and the I-75/U.S. 25 corridor

between Richmond and Berea. These areas are expected to account for a substantial amount of the total growth over the next 30 years.

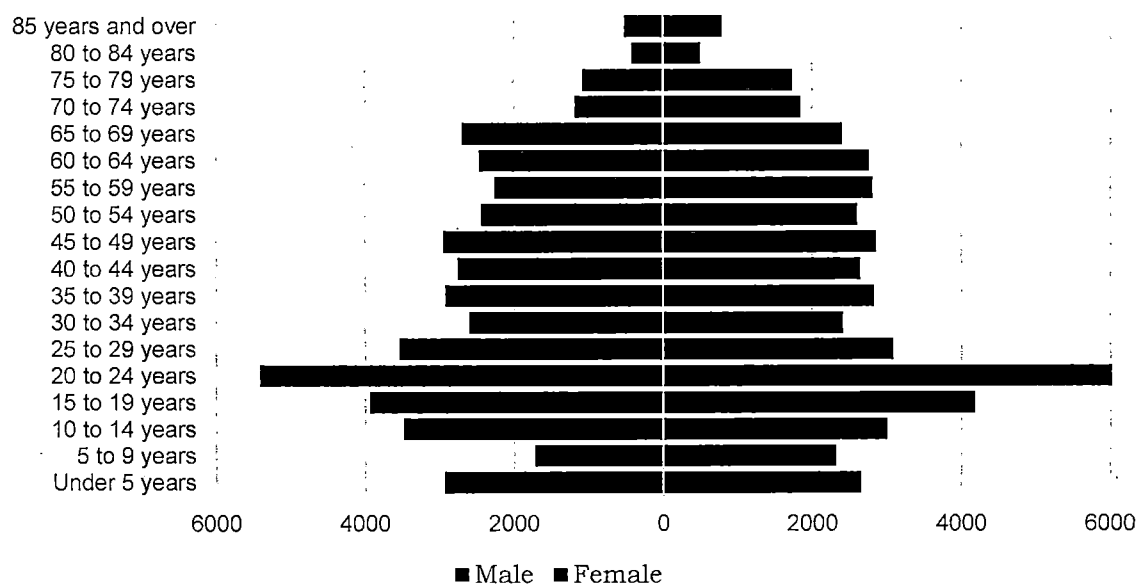
## Age

Madison County has the lowest median age (34.1) out of all comparison counties. Richmond (26.1) and Berea (30.7) both have a lower median age than Madison County, likely due to the presence of universities. Madison County's low median age can be more accurately seen in the population table seen below. Madison County also has a lower median age than Kentucky (38.9) and the United States (38.1). The table below compares median age for each comparison community.

| Community             | 2019 Median Age |
|-----------------------|-----------------|
| Rockcastle County     | 42.7            |
| Clark County          | 42.3            |
| Franklin County       | 40.9            |
| Bullitt County        | 40.4            |
| Kentucky              | 38.9            |
| United States         | 38.1            |
| Scott County          | 36.2            |
| Fayette County        | 34.6            |
| <b>Madison County</b> | <b>34.1</b>     |
| Berea                 | 30.7            |
| Richmond              | 26.1            |

The county's low median age can be further seen in a population pyramid that shows how population is distributed based on age and sex. A stable population generally has a similar number of population for all age groups except the oldest, a growing population generally has a wide base indicating high birthrates, and a declining population generally has a narrow base represents low birthrates. Madison County has a large number of 20-to-24-year-olds, indicating migration into the county instead of higher birthrates. Both Richmond and Berea contribute to the large proportion of college-aged people within the county.

## Madison County Population Pyramid 2019



## Race & Ethnicity

Race and ethnicity are considered two separate and distinct characteristics. Race categories include White, Black/African American, American Indian/Alaska Native, Asian, Native Hawaiian/Pacific Islander, and Other Race. Ethnicity refers to a person's origin. Examples of Hispanic origin could include a person of Cuban, Mexican, Puerto Rican, South/Central American, or other Spanish Cultures. Madison County's population is 91.4% Caucasian, 4.1% Black or African American, 0.9% Asian, 0.4% American Indian and Alaska Native, 0.7% Some other race, and 2.3% Two or more races. Madison County is slightly less diverse than its comparison communities. Counties with larger urban cores such as Fayette (75.9% Caucasian) and Franklin (82.4% Caucasian) have more diverse populations, compared to Madison County's more rural neighbors like Rockcastle (98.0% Caucasian).

About 2.5% of Madison County's population considers themselves to be of Hispanic or Latino ethnicity. Within the Hispanic community of Madison County, 65.6% identified as Mexican, 5.2% as Puerto Rican and 28.5% as Some Other Hispanic or Latino background. Understanding the racial and ethnic breakdown of a community can help officials in determining what services and amenities are needed for the residents.

## Education

Madison County's population over the age of 25 with high school diplomas or higher (87.5%) is slightly lower than the comparison counties, with the exception of Clark County (86.2%) and Rockcastle County (78.4%). Madison County also has higher high school educational attainment than Kentucky (86.3%) but is slightly lower than the national average (88.0%). The number of people with bachelor degrees or higher in Madison County (30.8%) exceeds all comparison counties with the exception of Fayette County (43.6%) and greatly outpaces Clark County (20.1%) and Rockcastle County (11.4%).

Analyzing the county's educational statistics can help decision makers determine the types of industries and businesses to incentivize within Madison County or even gauge the need for additional funding or programs to help strengthen existing institutions. Madison County's high educational attainment, specifically Bachelor and Graduate Degree attainment, could be used to attract potential employers looking for an educated workforce. These levels are likely influenced by the universities in Richmond and Berea and the professionals they attract. The following table shows how Madison County compares against other communities.

| Community             | 2019 High School Graduate | 2019 Bachelor Degree or higher | 2019 Graduate Degree or higher |
|-----------------------|---------------------------|--------------------------------|--------------------------------|
| Fayette County        | 91.2%                     | 43.6%                          | 19.3%                          |
| Scott County          | 91.0%                     | 28.4%                          | 11.2%                          |
| Franklin County       | 89.0%                     | 29.9%                          | 11.4%                          |
| Richmond              | 88.5%                     | 31.1%                          | 18.2%                          |
| Bullitt County        | 88.5%                     | 14.7%                          | 5.2%                           |
| United States         | 88.0%                     | 32.1%                          | 12.4%                          |
| <b>Madison County</b> | <b>87.5%</b>              | <b>30.8%</b>                   | <b>12.8%</b>                   |
| Kentucky              | 86.3%                     | 24.2%                          | 10.0%                          |
| Berea                 | 86.2%                     | 29.4%                          | 11.3%                          |
| Clark County          | 86.2%                     | 20.1%                          | 7.3%                           |
| Rockcastle County     | 78.4%                     | 11.4%                          | 4.7%                           |

| <b>Name</b>                      | <b>Capacity</b> | <b>Number of Students</b> | <b>Capacity (%)</b> | <b>Number of Teachers</b> |
|----------------------------------|-----------------|---------------------------|---------------------|---------------------------|
| B. Michael Caudill Middle School | 700             | 629                       | 97                  | 39                        |
| Bellevue Transitional School     | 460             | varies                    | 14                  | N/A                       |
| Boonesborough Elementary         | 600             | 426                       | 71                  | 21                        |
| Clark Moores Middle School       | 562             | 556                       | 9                   | 35                        |
| Daniel Boone Elementary          | 598             | 438                       | 73                  | 29                        |
| Farristown Middle School         | 500             | 454                       | 91                  | 28                        |
| Foley Middle School              | 409             | 478                       | 117                 | 28                        |
| Glenn R. Marshall Elementary     | 600             | 439                       | 73                  | 30                        |
| Kingston Elementary              | 600             | 606                       | 101                 | 37                        |
| Kirksville Elementary            | 650             | 586                       | 84                  | 33                        |
| Kit Carson Elementary            | 650             | 509                       | 78                  | 35                        |
| Madison Central High School      | 1,578           | 1,979                     | 125                 | 100                       |
| Madison County Day Treatment     | 366             | 50                        | 14                  | 8                         |
| Madison Kindergarten Academy     | 575             | 434                       | 75                  | 27                        |
| Madison Middle School            | 673             | 529                       | 79                  | 30                        |
| Madison Southern High School     | 1,188           | 1,182                     | 99                  | 67                        |
| Model Lab School                 | N/A             | 720                       | -                   | 86                        |
| Shannon Johnson Elementary       | 600             | 617                       | 103                 | 39                        |
| Silver Creek Elementary          | 525             | 471                       | 90                  | 30                        |
| Waco Elementary                  | 625             | 458                       | 73                  | 29                        |
| White Hall Elementary            | 550             | 355                       | 65                  | 26                        |
|                                  |                 |                           |                     |                           |
| Total                            | ~12,915         | ~11,768                   | ~91                 | 756                       |

### **Eastern Kentucky University**

Eastern Kentucky University is a full-service regional university with a wide range of programs available. In addition to the main campus in Richmond, the university has additional campuses in Corbin, Manchester, Ft. Knox, Hazard, Somerset, and Danville. The university has a total enrollment of 15,961 students. A number of students who attend EKU also work as interns with the county and the City of Richmond. With its athletic teams, planetarium, and meeting facilities, the university plays an important role in attracting tourists. Of special interest in economic development are, 1) the Small Business Development Center which offers a variety of counseling, training and informational programs and services to the small business owner at little or no cost; and 2) The Center for Economic Development, Entrepreneurship and Technology which provides assistance in new economy business assistance, rural business development, entrepreneurship development, and strategic planning.

### **Berea College**

Berea College is unique among institutions of higher learning. Founded in 1855, Berea College was the first interracial and coeducational college in the South. Berea provides a high-quality education to students of all backgrounds who have great promise but limited financial resources. Every admitted student receives a four-year full-tuition scholarship.

Berea's core educational program integrates liberal arts-based academics, a full-participation work program, and service. The College offers rigorous academic programs leading to Bachelor of Arts and Bachelor of Science degrees in 34 fields of study. All 1,688 students are required to work at least 10 hours per week in campus and service jobs. One unique area where students work is Berea College Student Crafts, known world-wide for fine weaving, woodcraft, ceramics, brooms and ironwork.

Berea's facilities include: a beautiful 140-acre main campus, 8,200 acres of managed forest and 1,200 acres of educational farm, gardens and greenhouses that also provide products for sale through the local farmer's market and other outlets; Seabury Center athletic and recreational complex serving the community through memberships and a range of other activities, and music, theatre and art venues offering events open to the public throughout the year. The College's Historic Boone Tavern Hotel and Restaurant is located on the College Square, a block of galleries, shops and eateries that cater to students and local community and the large number of tourists who visit Berea. A full-range of facilities and services for conferences and meetings is available at the Hotel and on campus.

### **New Educational Developments**

The Madison County Board of Education voted unanimously to approve a new career and technology center located on Four Mile Road near the Robert R. Martin Bypass. According to community education director Erin Stewart, the vote serves as an official beginning of the construction project for one of the two career and technology centers the district intends to utilize as replacement for the current Area Technology Center located on the Madison Central High School campus. A second center is in the works in Berea and will be located on Farristown Middle School's campus.

## C.Vision, Goals, & Objectives.

### Vision Statement

A Vision Statement is a forward-looking and overarching statement that articulates the desired direction for the community. A comprehensive plan is intended to be a flexible, living and breathing document that is able to respond to unanticipated changes that may occur in the community. All decisions made in the county should align with the intent of this vision statement and should not conflict with the vision and goals of this document. The following vision statement was amended from the previous comprehensive plan.

**“Madison County will maintain its rich heritage, history, and unique character while promoting economic and job development, supporting a diverse and growing community, and providing amenities to enhance the quality of life for ALL residents.”**

### Goals & Objectives

Goals provide another level of detail beyond the vision statement, articulating the vision for the individual plan elements (Land Use & Development, Transportation, Public Facilities & Services, Economic Development, Housing, Historic Preservation, and Natural Environment). Goals are lofty, but attainable and are also broad in nature. However, they provide a level of specificity which seeks to give purpose or define a set of results. Each plan element has one goal and several related objective statements. Objectives provide an additional level of detail or direction to each goal and are typically action-oriented. The goals and objectives from the previous comprehensive plan were amended based on public, steering committee, staff, and elected official input. Madison County's goals and objectives include:

**Land Use & Development: Actively support planning and land use management as a high priority.**

1. Update the existing land use regulations and evaluate them on a regular basis to better facilitate the ever-changing needs of the County.
2. Establish regular communication between Richmond, Berea, and Madison County to review potential development and zone change requests in areas where more than one of the jurisdictional boundaries join or are directly affected by a proposed development.
3. Encourage the preservation of agricultural land and business.
4. Minimize potential land use conflicts when locating new development.
5. Encourage in-fill and new development near existing developed areas.
6. Focus urban development and density near Richmond, Berea, and the Urban Corridor.
7. Identify corridors in the county that should be protected as scenic corridors where the aesthetic and scenic value is recognized and significant to preserve.
8. Improve compliance with local land use regulations through additional enforcement support.

**Transportation: Improve and maintain a Transportation system that increases access and will allow people and goods to move effectively.**

1. Develop a county-wide throughfare/road plan that specifies all proposed improvements, prioritizes them and identifies potential funding sources for each.
2. Continuously seek improvements on State and Federal highways included in the state's long range and six-year plan as appropriate.
3. Continue to support Kentucky River Foothills to provide public transit services in Madison County.
4. Collaborate with Richmond and Berea to improve interconnectivity and regional connectivity.
5. Continue to support the Airport Board in its efforts to make improvements at the Madison County Airport.
6. Create a bike and pedestrian plan in collaboration with Richmond and Berea to link current and future trails and paths and provide interconnectivity.

**Public Facilities and Services: Provide adequate community facilities and services that will meet basic needs and improve quality of life.**

**Communications:**

1. Encourage the installation of infrastructure that will secure affordable high-speed internet and cellular communication services.
2. Improve and expand the presence of county government on digital platforms.

**Water & Sewer Services:**

3. Implement sanitary sewer improvement projects identified in the Northern Madison County Sanitation District Regional Facilities Plan.
4. Implement water improvement projects identified in the Capital Improvements Plan.

**Community Facilities & Other Services:**

5. Continue to update and support the recommendations of the County's Master Parks Plan.
6. Identify future gaps in county services (EMS, fire, police, recycling, etc.) and support their expansion as new growth occurs in the county.
7. Monitor the development of commercial alternative energy sources to maintain the aesthetic quality and property values of the county.
8. Continue to expand GIS capabilities to collect and maintain a database of existing infrastructure, land use, and property information.

**Economic Development: Support the retention, expansion, attraction, and diversification of business entities to support the local economy.**

1. Continue to support and collaborate with the Cities of Richmond and Berea in their economic development initiatives.
2. Collaborate with Madison County Schools, ECU, Berea College, Richmond and Berea Chambers of Commerce, Richmond and Berea, Commerce Lexington, Team Kentucky, and all other interested agencies in programs that would help to strengthen the training and education pipeline for local industries.
3. Collaborate with Richmond, Berea, ECU Athletics and other tourism partners to increase tourism and destinations throughout the County.
4. Encourage the attraction and development of businesses and venues that support the hospitality and tourism industry.
5. Increase the County's capacity to support economic development initiatives.
6. Connect local business and entrepreneurs to state and local incentives, grants, and resources.
7. Develop local incentives for targeted industries such as infrastructure support, Build-Ready Sites, or tax abatement.
8. Work with the Congressional Delegation and Army Leadership to determine next steps for the Bluegrass Army Depot.

**Housing: Provide a range of housing opportunities including affordable housing options.**

1. Encourage the redevelopment and rehabilitation of dilapidated housing structures.
2. Encourage new residential development in areas that currently provide or are planned to provide adequate transportation access and infrastructure.
3. Allow a diverse range of housing types to meet housing needs such as attached single-family, multi-family, and senior housing.
4. Continue to review and revise development ordinances and codes in keeping with national and state standards and trends.
5. Partner with non-profit organizations in their efforts to provide affordable housing throughout the county.
6. Encourage "Green Infrastructure" in housing developments such as stormwater.

**Culture & Historic Preservation: Preserve the historical, cultural, and archaeological significance.**

1. Foster an identity and culture that attracts people and businesses, and creates a sense of belonging.
2. Coordinate with the County Parks & Historic Properties department for redevelopment of historic properties or new development that may impact historic sites or districts.
3. Connect property owners with resources and information that will facilitate the renovation of historic structures.
4. Continue to support the Madison County Historical Society and other related groups in their efforts to preserve and conserve the County's historic resources.
5. Support on-going programs and seek out additional opportunities to spotlight historical sites of Richmond, Berea and Madison County both on the State and National levels.

**Natural Environment: Maintain a high level of scenic and environmental quality in the County.**

1. Encourage the preservation of natural vegetation as new development occurs when appropriate.
2. Ensure proper stormwater drainage facilities are installed for new development.
3. Maintain best practices for development in and along the existing floodplain in Madison County.
4. Properly buffer and protect environmentally sensitive areas from new development.
5. Support the use of renewable energy and electric vehicle charging stations in new or existing development.

**SECTION**

**2**

**PLAN ELEMENTS**



**[MADISON COUNTY COMPREHENSIVE PLAN]**

# SECTION 2: GOALS AND OBJECTIVES

## A. Land Use & Development.

**Goal: Actively support planning and land use management as a high priority.**

### **Objectives.**

- Update the existing land use regulations and evaluate them on a regular basis to better facilitate the ever-changing needs of the County.
- Establish regular communication between Richmond, Berea, and Madison County to review potential development and zone change requests in areas where more than one of the jurisdictional boundaries join or are directly affected by a proposed development.
- Encourage the preservation of agricultural land and business.
- Minimize potential land use conflicts when locating new development.
- Encourage in-fill and new development near existing developed areas.
- Focus urban development and density near Richmond, Berea, and the Urban Corridor.
- Identify corridors in the county that should be protected as scenic corridors where the aesthetic and scenic value is recognized and significant to preserve.
- Improve compliance with local land use regulations through additional enforcement support.

## Land Use Existing Conditions.

### Existing Growth Development Patterns.

Madison County is approximately 443 square miles and is bisected by Interstate 75. Two cities are included in the county, the City of Richmond and the City of Berea. Richmond is centrally located, and Berea is located in the southern portion of the county along the I-75 corridor. Major areas of growth in the county, in addition to the growth occurring in the cities, has been primarily focused in Northern Madison County and between the municipal boundaries of Richmond and Berea as well as Waco.

Growth that has already occurred in the county and that will occur in the future is influenced by the several factors. Common factors that influence development patterns include the following:

- **Land use control ordinances** that regulate the use of land, division of land, and development standards for new construction. Madison County's Land Use Management Regulations and Subdivision Regulations are a key influencer of growth that has occurred and will occur in the community. Richmond's and Berea's ordinances will also play a role in the development within the cities; however, the county does not have jurisdiction in these areas.
- **Market forces** such as demand for housing and services as well as the price and availability of land. The population of Madison County is anticipated to grow, and the county has grown steadily every year. Increased demand for housing, or increased demand for services because of a growing community, will result in additional residential and commercial development. The pace of that growth may be hindered or influenced by the price of land, which can make development financially infeasible. Land that is priced too high will likely remain undeveloped, while the low-cost of land will facilitate development as long as infrastructure is available and environmental conditions do not prevent construction.
- **Access to key infrastructure** such as water and sanitary sewer services; availability of affordable energy; convenient access or close proximity to transportation facilities such as highway access, rail access, or airport access. As technology becomes integrated as part as an everyday business function, access to affordable and high-speed internet will be also drive development.
- **Proximity to amenities** that increase the attractiveness of property based on its location. Potential homebuyers are looking for convenient access to amenities such as grocery or shopping options as well as schools or employment centers. Businesses may be looking for areas that are highly visible to potential customers or are located in close proximity to their supply chain.
- **Environmental conditions** such as location of floodways, floodplains, wetlands, topography or heavily wooded areas may deter development or significantly increase the cost of development.

### Existing Land Use Regulations.

Madison County's Land Use Regulations were adopted in 2013, with anticipation that these regulations will be revised following the adoption of this plan. The following zoning map, which is also anticipated to be updated following adoption of this plan, is intended for reference only and does not represent the official Zoning Map for Madison County.

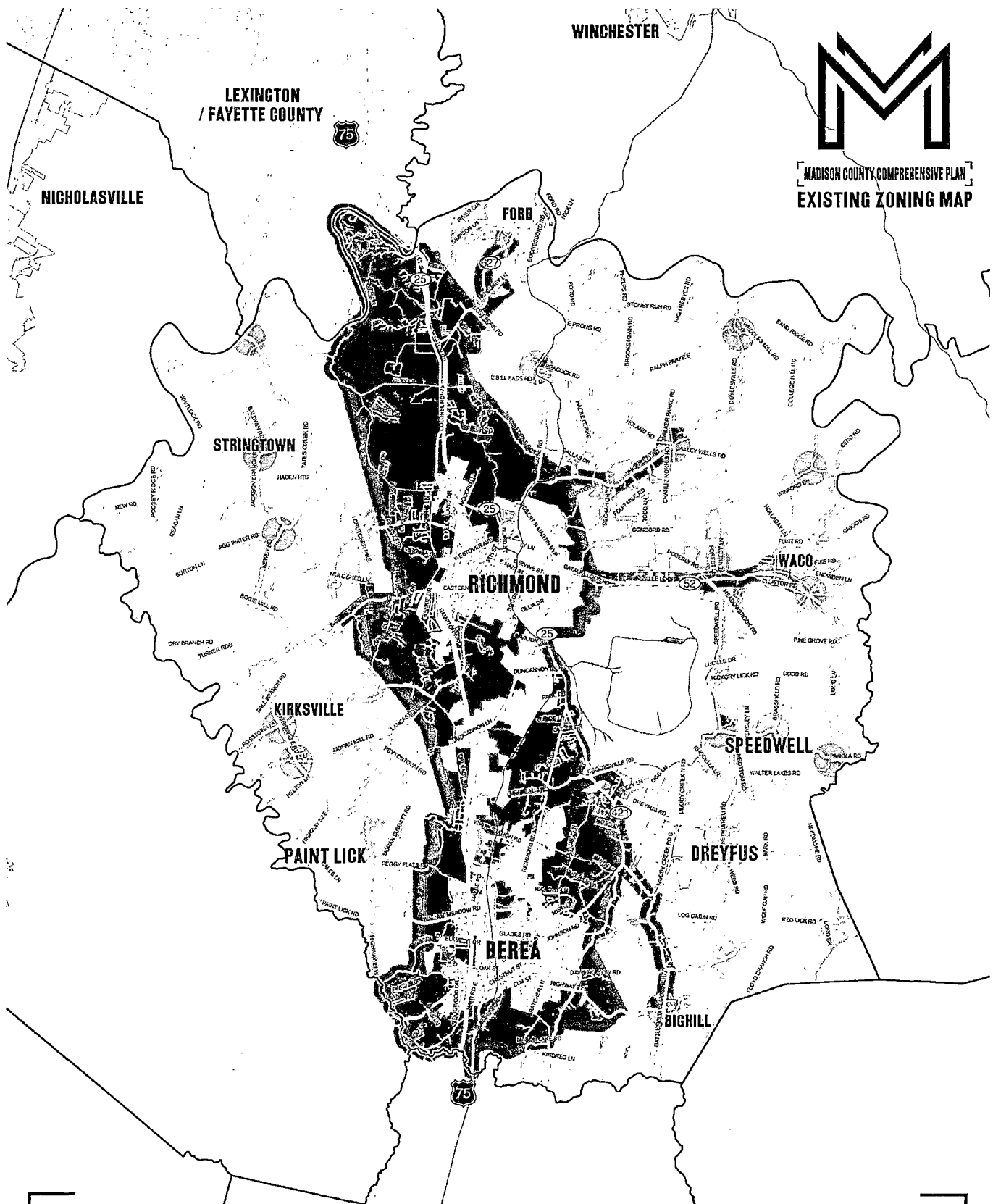
WINCHESTER

LEXINGTON  
/ FAYETTE COUNTY

NICHOLASVILLE



MADISON COUNTY COMPREHENSIVE PLAN  
EXISTING ZONING MAP



# LEGEND

- Railroad
- Waterbody
- Roadway
- Berea & Richmond
- Incorporated Area
- County
- Urban Corridor Boundary
- S-Special Area

## RURAL AREAS (R)

- R-1 Single-Family Residential
- R-4 General Commercial
- R-7 Agricultural
- R-8 Resource Extraction

## RURAL COMMUNITIES (C)

- C-1 Single-Family Residential
- C-4 General Commercial
- C-5 Industrial
- C-6 Public and Semi-Public
- C-7 Agricultural

## RURAL DEVELOPMENT CORRIDORS (RC)

- RC-1 Single-Family Residential
- RC-1B Residential
- RC-3 Neighborhood Commercial
- RC-4 General Commercial
- RC-5 Industrial
- RC-6 Public & Semi-Public
- RC-7 Agricultural

## URBAN CORRIDORS (UC)

- UC-1 Single-Family Residential
- UC-2 Multi-Family Residential
- UC-3 Neighborhood Commercial
- UC-4 General Commercial
- UC-4IC Interstate Commercial
- UC-5 Industrial
- UC-6 Public & Semi-Public
- UC-7 Agricultural



## **Future Land Use Plan.**

The County is projected to increase in population by 17.1% from 90,802 residents in 2019 to 106,301 residents in 2040, which will result in the growth of housing, businesses, and industry. These projections are based upon historical data and do not take into consideration regional influences that could result in an additional increase of residents or decline from the projected growth rate.

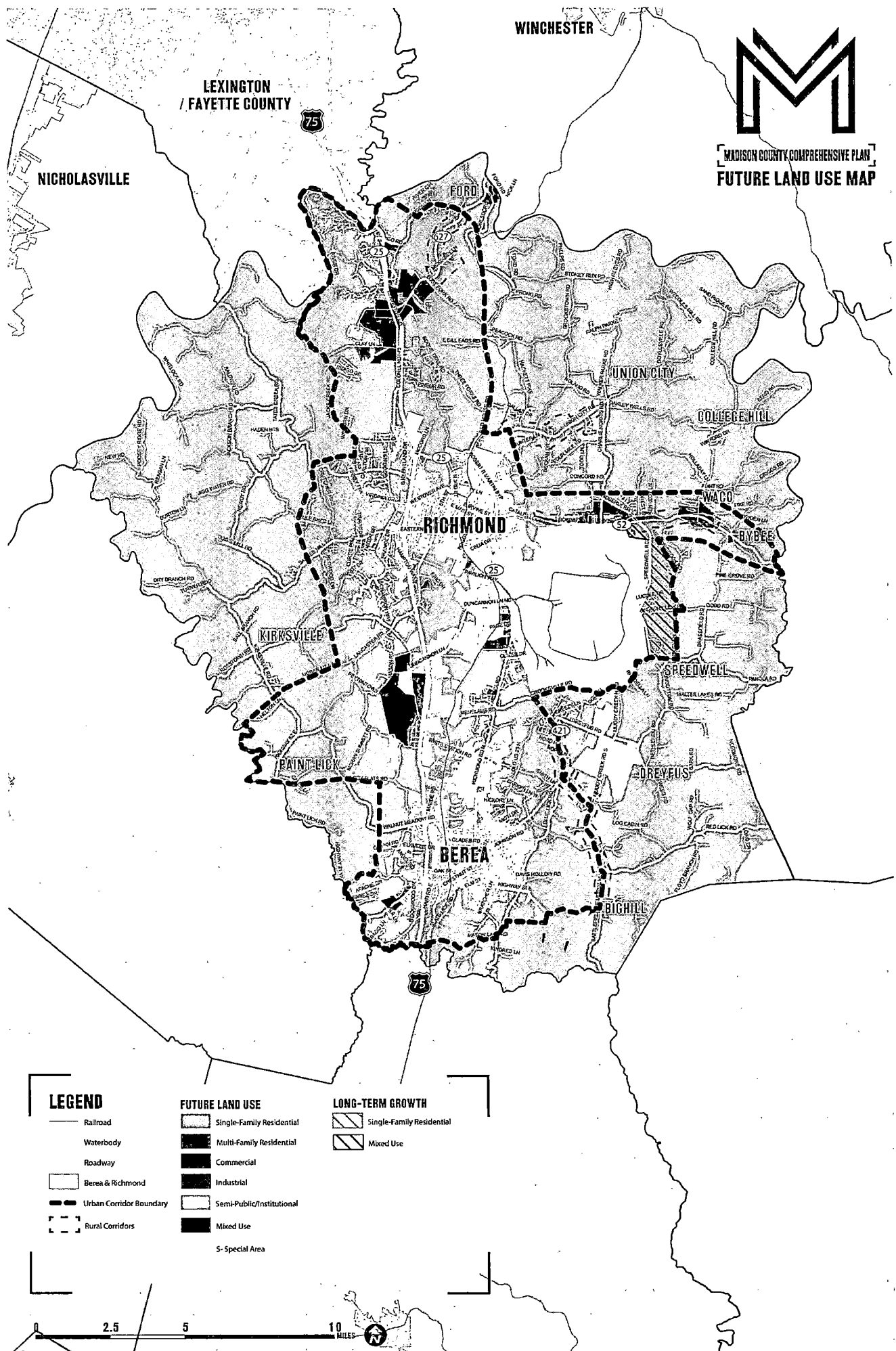
The Future Land Use Plan is intended to guide the location, quality, and quantity of growth in Madison County through a Future Land Use Map and Location & Development Criteria. The Future Land Use Map is not a zoning map, meaning that it should be used as a guide by decision-makers, and decisions may deviate from what is represented on the Future Land Use Map with justification or based on changing conditions. The Location & Development Criteria provide additional criteria to examine the location of future growth that may not be represented on the map or that may need additional development guidelines for decision-making.

## **The Future Land Use Map**

The Future Land Use Map should be referenced during zone map changes to determine if the proposed use and its location aligns with the Comprehensive Plan. If the development does not align with the Future Land Use Map, the proposed use may still be appropriate for the area as determined by the Planning Commission and Fiscal Court. The Future Land Use Map was created using the current Zoning Map (2021) as a base to start identifying future growth areas that would align with development patterns that would be and have been created by the Land Use Regulations. The following methods were also used to create the Future Land Use Map.

- The Urban Corridor Boundary was modified where new development is most likely to occur based on recent growth, access/roadway network, utilities, and existing development. The Urban Corridor Boundary does not limit new development within it. Rather, it recognizes that these areas are more likely to develop than rural portions of the county and therefore need more direction for future land use.
- Growth areas or property identified for future growth (such as residential, commercial or mixed-use) that exceed population projections. These areas accommodate projected growth but allow for market decisions to influence when growth will occur and what percentage of the areas will be developed at the end of the planning horizon. This method defines future land uses for a larger area allowing flexibility for the market to determine the specific areas of the county where growth is needed.
- Mixed Use was included as part of the map and is intended to allow additional flexibility for higher-density growth, such as residential, commercial, or a mixture of both uses, within the identified areas. This allows the market to determine what should occur as well as create nodes of activity that allow for a more walkable community.
- New growth is concentrated in areas that already experience growth demands, or will likely experience growth demands due to new roadway construction, utility access, and access to convenience goods and services and jobs. These areas include northern Madison County (west of I-75 and the City of Richmond), areas between Richmond and Berea, Duncannon and west of Duncannon, Waco, and areas surrounding Berea.
- Long-term growth areas identified on the map are anticipated to develop at some point, but may be at a lower density or at a longer timeline due to existing infrastructure that is available or the timeline of planned infrastructure.

The Future Land Use Map can be found on the following page.



## **Location and Development Criteria.**

The following location and development criteria will assist the Fiscal Court, Planning Commission, and Board of Adjustments in future land use decisions. These criteria should be referenced along with the Future Land Use Map to determine if land use decisions fit within the intended direction of the Comprehensive Plan. All future development should reasonably follow the criteria listed below. If development is proposed outside of the Urban Corridor Boundary, or a use is proposed for property that is listed for another type of use on the Future Land Use Map, this criterion can be used to determine if the proposed development or use should be approved while still complying with the Comprehensive Plan.

### **General Guiding Policies to Consider:**

- Allow dense and mixed-use development near employment centers with adequate infrastructure.
- Encourage infill and development near existing developed areas and within the Urban Corridor.
- Transition land uses and the intensity of those uses that are not compatible to adjacent uses if the adjacent use or intensity is appropriate. For example, locating higher-density residential uses between commercial development and residential uses, or increasing buffer yards, additional landscaping or physical barriers to reduce nuisances.

### **All Development:**

- Must meet applicable Land Use Regulations and Subdivision Regulations.
- Must meet all applicable building codes.
- Must comply with all National, State, and local rules and regulations regarding floodways and floodplains. Areas of steep slopes should be developed only with all appropriate engineering and architectural designs.
- Must be served by potable water and have adequate fire suppression or appropriate fire prevention measures.
- Must have access to sanitary sewer or septic system approved by the county health department.
- Must address stormwater and mitigate flooding on the existing property or nearby properties.
- Must provide sidewalks and appropriate streetscape amenities in areas with high activity and dense development to accommodate various users.
- Must include safety improvements for both vehicles and pedestrians including crosswalk enhancements and separation between roadway and sidewalks in high traffic areas.
- Must have adequate access to roadways that will support additional traffic. Safety improvements or roadway improvements as required by regulations or as a conditional approval may be needed such as roadway widening, deceleration/acceleration and/or turning lanes.
- Must include appropriate access control measures for development that is located along Minor Arterials, Principal Arterials, or Freeway/Expressway roadways.
- Must encourage the preservation and rehabilitation of viable historic buildings and structures.
- Must minimize nuisances and burdens on adjacent property owners.
- Must be aesthetically pleasing.

**Residential Development:**

- Must encourage the clustering of new “greenfield” development and discourage the division of small lots along major roadways without proper access management within the Urban Corridor.
- Must include more than one vehicular entrance for large subdivisions to promote proper ingress/egress.
- Must allow for roadway connectivity of future development within the Urban Corridor, discouraging multiple cul-de-sacs that lead to lengthy vehicular trips for short distances.
- Must encourage age-in-place developments and senior living facilities.
- Must limit low-density residential development to areas served by septic systems and the soils have limiting layers such as wetness or when roadways to the site are inadequate for higher density.
- Must allow for accessory dwelling units that meet building code and provide a safe and habitable environment.
- Must encourage density when appropriate.
- Must encourage diversity in housing types and styles when appropriate.
- Must include adequate off-street and on-street parking facilities for subdivision or multi-family development.
- Must include landscaping and property lighting for multi-family development.

**Commercial/Mixed-Use Development:**

- Must gain access from a collector or arterial roadways. Roadside or small-scale/neighborhood commercial may not require additional roadway access if the business does not require high volumes of traffic.
- Must minimize curb cuts on roadways and maintain a defined roadway edge with specific points for ingress/egress. Shared driveways with cross-development access should be required or encouraged when possible.
- Must include a common point of access for mid-to-large-scale developments that generate high volumes of traffic.
- Must utilize shared parking standards for adjacent and well-connected developments when appropriate.
- Must allow for mixed-use communities, especially in Northern Madison County that include both residential and commercial land uses that are visually attractive and compatible to adjacent uses.
- Must allow for small-scaled neighborhood commercial uses amongst areas primarily developed as residential with appropriate transitions and buffers.

**Industrial Development:**

- Must gain access from arterial roadways and/or railways. Shared driveways/access points should be encouraged when feasible.
- Must have proper separation from public uses and residential areas for industries that produce hazardous materials.
- Must be encouraged in locations that do not create land use conflicts and are not visually intrusive, and concentrated next to other industrial uses when possible.

## Growth Area Considerations

Madison County expects to see growth occur primarily within the Urban Corridor, as well as along Rural Corridors. Longer-term growth is expected adjacent to the Bluegrass Army Depot, southwest of Duncannon with the new transportation corridor, and west of I-75 and Richmond within the Urban Corridor.

**Northern Madison County** is the closest in proximity to Lexington and could serve as a prime location for residential growth for high-wage earners that work in Lexington but want to live in Madison County. Municipal sanitary sewer services are available in limited areas of Northern Madison County, however, expansion projects are planned for this region of the county. New development in this area should consider high-density, high-quality development that promotes upper-end housing, shopping options, and promotes walkability. Low density residential and pockets of neighborhood commercial uses would be most appropriate along rural corridors that extend from Northern Madison County at the I-75 interchange to Boonesborough and Clark County.

**Central Madison County (west of I-75/Barnes Mill Corridor)** is projected to grow due to the proximity to the interstate and the city boundaries and services. Some of this area may eventually become annexed by and supported with services by the city, however, growth will impact adjacent developments in the County. Currently the City of Richmond is planning a large recreational center, educational facilities, as well as a large mixed-use development that will include public facilities, single and multi-family development, business occupancies, and 60 acres of community greenspace. This will increase the traffic congestion in this area as well as make it a desirable place to live. The County does not currently have municipal sewer services in this area but can support low-density residential development on the outskirts of the commercial and high-density development near the interchange.

KY 52 east of the City of Richmond, near the Bluegrass Army Depot and towards **Waco**, the County also expects to see new growth and development. The County is planning for mixed-use growth in this area, concentrating residential uses and some commercial uses and convenience goods for the local residents. Additionally, **east of the Bluegrass Army Depot** the county expects long-term mixed-use development accommodating Agri-Tech or Ag-Grow-Tech businesses. AppHarvest, an agri-tech business, recently located in this area, and may spur other agri-tech businesses or similar uses nearby, and supporting commercial and housing development.

The County expects to see new growth between the municipal boundaries of Richmond and Berea, where municipal sanitary sewer services currently exist. A majority of growth in this area is expected to be residential growth. Density of residential uses may vary based on accessibility to municipal sanitary sewer, with higher- to medium-density residential uses for areas served by sewer, and low-density residential for development served by septic systems. There is also the potential for some neighborhood commercial or public uses, if appropriate. This type of development is also expected in the fringe areas of Berea's municipal boundaries, especially south of the community along I-75.

Finally, long-term and low-density residential growth is also expected near the **Duncannon Lane** exit outside of the Urban Corridor. The state is planning a new roadway corridor which will improve KY-52 corridor from Wallace Mill Road to Interstate 75 at Duncannon Road. Development within the Urban Corridor and closer to the exit is expected to be primarily industrial and commercial with high-density residential uses near the interchange and towards the airport, and medium-density residential uses on the outskirts of the denser development.

### **Rural Corridors**

Rural Corridors such as Bighill, Ford, Union City, College Hill, and Speedwell are rural corridors that are accessible to Interstate I-75, Berea, Richmond, and development centers. They have typically seen demands for development, as they are visible to potential customers or convenient for residents to live. Development along rural corridors, while more dense than rural areas, should have density that is compatible to surrounding uses, remain small-scale, and have a lower density than uses within the Urban Corridor. Single-family residential, limited multi-family developments such as duplexes, small-scale or neighborhood commercial are most appropriate for these areas. Due to the less intense nature of these uses, a mixture of uses may be viable or appropriate in close proximity to one another, however, should still minimize nuisances through buffering and transitions when appropriate.

### **Rural Areas**

Rural areas are the areas of the county that are outside of the Urban Corridor Boundary and outside of the Rural Corridor Boundaries as defined by the Land Use Regulations. These areas are to remain rural and natural, primarily left as agriculture uses with residences attached or undeveloped or in its natural state. Roadway access and utility infrastructure in these areas are inadequate to support large scale or dense development.

## **B. Transportation.**

**Goal: Improve and maintain a Transportation system that increases access and will allow people and goods to move effectively.**

### **Objectives.**

- Develop a county-wide throughfare/road plan that specifies all proposed improvements, prioritizes them and identifies potential funding sources for each.
- Continuously seek improvements on State and Federal highways included in the state's long range and six-year plan as appropriate.
- Continue to support Kentucky River Foothills to provide public transit services in Madison County.
- Collaborate with Richmond and Berea to improve interconnectivity and regional connectivity.
- Continue to support the Airport Board in its efforts to make improvements at the Madison County Airport.
- Create a bike and pedestrian plan in collaboration with Richmond and Berea to link current and future trails and paths and provide interconnectivity.

## Transportation Existing Conditions.

The transportation element provides an inventory of existing arterials, collectors, and local roads to identify future areas of need. This results in a well-defined focus, community direction, and policies that will help the community achieve its long-term vision.

Throughout Kentucky, street networks are interconnected either indirectly or directly. Specifically, each community within the state has a network of streets which start as local roads and “feed” into collectors, which in turn feed either other collectors or arterials (including state and US Highways). This traffic is then funneled from the arterials to the interstates to provide connections nationally. This street system provides residents, visitors, and businesses the means to make trips between different locations within or outside of the community. They allow the public, at varying levels of service, to travel to various destinations.

Transportation in Madison County is focused on a network of roadways that connect urban centers to the furthest rural reaches of the county; this network includes almost 1,120 miles of roads. The more accessible areas of the county, such as Richmond and Berea, offer residents, businesses, and visitors’ easy access within the cities. The network of roads is sufficient for travel for local users within the county, but improvements for travel time, safety, and wayfinding should be considered. I-75 provides regional travel from Fayette County to the north and Rockcastle County to the south for those traveling regionally. While this network provides good interconnectivity for vehicles, Madison County has limited pedestrian and bicycle networks as well as public transportation. The information provided in this section includes analysis and projects identified in the 2004 Madison County Area-wide Transportation Study.

### The Existing Network.

- I-75 is the dominant route passing through Madison County from north to south. It was recently widened from four to six lanes and has an average daily trip (ADT) of about 69,000 near the Fayette County line and an ADT of over 44,000 near the Rockcastle County line. There are seven interchanges on I-75, the most recent constructed at Duncannon Lane in 2005. The interstate runs through both Berea and Richmond and is the primary connection to Lexington.
- US 25 was constructed in 1925 and was routed along the Old Dixie Highway, which was previously named the Kingston Turnpike. This roadway has two lanes (one in each direction) and right-of-way width ranges from approximately 60-feet in some areas to 120-feet along other stretches.
- US 421 (McKee Road) begins in the mountainous southeastern corner of the county and runs northwest to Bighill, where it becomes the Battlefield Memorial Highway. It continues to the junction with Highway 1016 and then northward to terminate at KY 25 (Berea Road). Mostly running through rural lands, this 12.5-mile, two-lane highway serves the southeast section of the county where no other routes allow direct access to Jackson County.
- KY 21 is a state highway and has an approximate length of 17 miles. Its western point of beginning is near Paint Lick in Madison County, and it then extends westward to the Madison – Jackson County boundary. KY 21 follows a general northwest to southeast direction while meandering through the hills and valleys of Madison County. The majority of the road is a two-lane highway without right or left turn lanes. KY 21 has multiple lanes for approximately one mile of its 17 total miles. The right-of-way width ranges from approximately 40 feet in some areas to 24 feet as it crosses I-75.
- KY 52 (Irvine Road) is an east-west connector highway from Richmond to Estill County. It is approximately 11 miles long from Main Street to the Estill County line. It passes by the Madison County Fairgrounds and runs through the developing community of Waco. KY 52 is an important link to the rural east side of the county, and it contains abundant natural beauty with picturesque views of the eastern mountains. Within the Richmond city limits, there are four lanes of traffic from the Eastern Bypass to Highway 374 at the entrance to the Bluegrass Army Depot.
- KY 595 is an important connector highway to navigate some otherwise hard-to-reach rural areas in western Madison County. Beginning on Main Street south of Berea, it continues northward (Walnut Meadows Road)

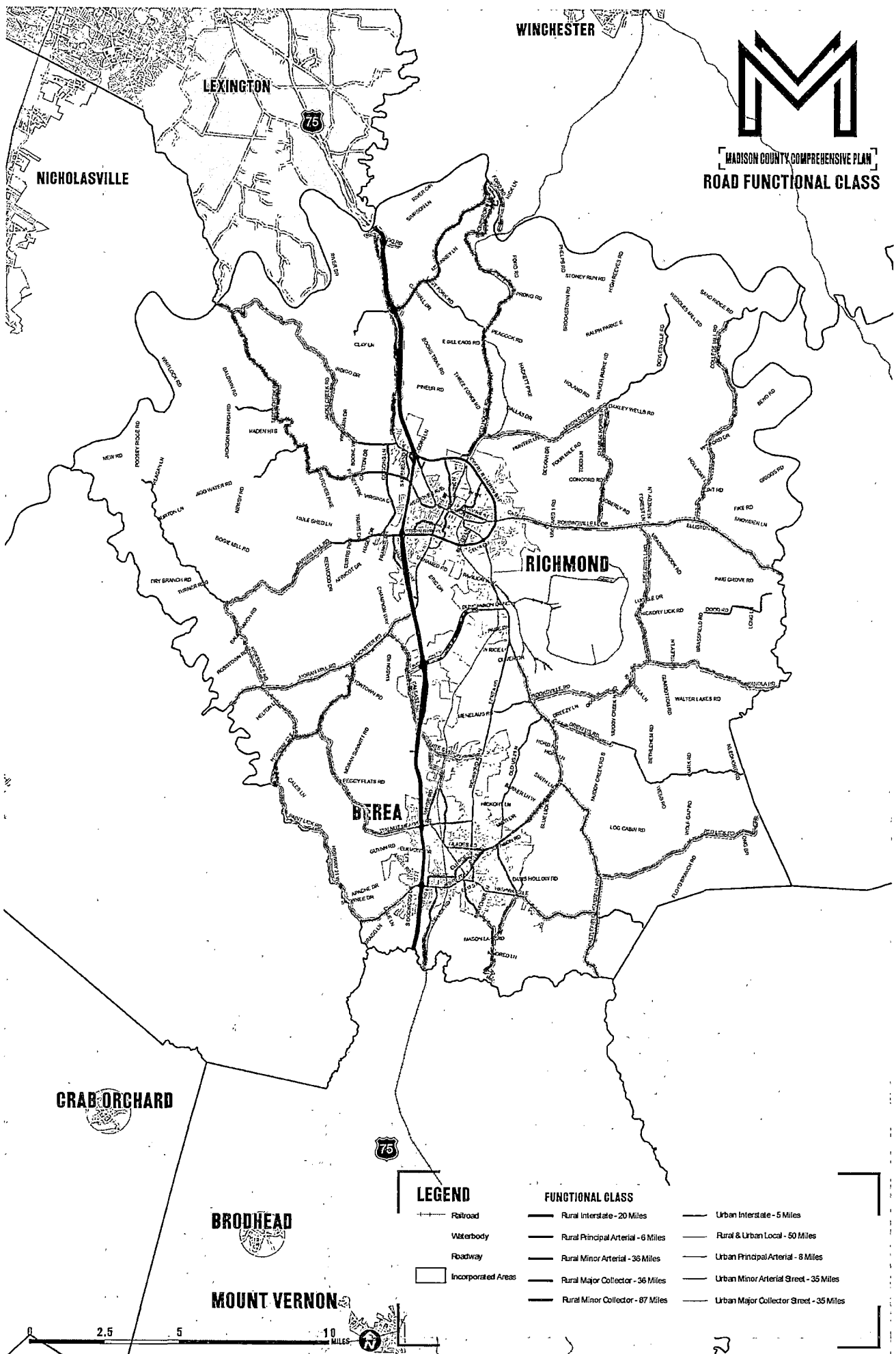
until it crosses under I-75 at exit 77. From there, it travels northwest until it meets KY 52 (Lancaster Road) and then continues further north to Kirksville. At the junction of KY 876 (Barnes Mill Road), it begins a western direction and becomes Poosey Ridge Road over rolling hills. At Burton Lane, the road width reduces considerably to 12 feet, making two-way traffic difficult. It finally reaches a dead-end at the northwest corner of the county where it meets a boat launch on the Kentucky River and Jessamine County on the other side. From this point it is only seven miles to the heart of Nicholasville, presenting an opportunity for a possible future connection. Right-of-way widths vary greatly from approximately 30 feet to 150 feet along the entire route.

- KY 876 (Barnes Mill Road) links Highway 52 westward toward Garrard County with KY 595. As part of the southern end of the Richmond bypass, it has its share of heavy traffic throughout the year, but it becomes more rural west of I-75. KY 876 is an important connection to the western end of the county. As such, there are plans to improve the road for better access to the interstate.

The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 restructured the federal aid system into two systems: the National Highway System (NHS) and the Interstate System, which is a component of the NHS. ISTEA preceded what is now called Moving Ahead for Progress, or MAP-21, which was implemented in 2012.

The National Highway System focuses federal resources on routes that are especially important to interstate travel and the national defense in addition to roads that connect to other modes of transportation or are essential for international or interstate travel. The NHS is designed to maintain system connectivity within the state and with other states. The federally mandated components of NHS include: 1) the interstate system; 2) other urban and principal arterials; 3) intermodal connectors, which provide transportation facilities; 4) the Strategic Highway Network (STRAHNET), which is a network of highways important to the US strategic defense policy; and 5) major Strategic Highway Network connectors. The Madison County routes on the NHS are I-75 in its entirety; US 25 from US 421 to KY 876; US 25; and KY 876 from I-75 to US 25.

All highways and streets are grouped into classes or systems according to the character of the service they provide. This functional classification system includes the Interstate, Principal Arterials, Minor Arterials, Collectors, and Local Streets/Roads, all of which have both an urban and rural component. The map below shows the functional classification of highways in Madison County as well as the total road miles for each classification.



Madison County is one of the largest counties in the Commonwealth and, correspondingly, has one of the most extensive road networks with approximately 1,120 miles of roadway. Of this total, 775 miles (70%) are in rural areas, and the remaining 325 miles (30%) are within urban areas.

### **Traffic Volumes and Level of Service.**

In order to plan for future highway improvements, it is essential to identify how much traffic the highways are presently carrying and how effectively the traffic is moving. The table below includes six highways with an average daily trip (ADT) count greater than 20,000 since the year 2020. I-75 has the largest traffic volumes with an ADT of 64,439 at the Fayette County line and 41,612 at the Rockcastle County line. The five other highway segments are located in Richmond.

| <b>ADT Volumes of 20,000 or Greater in Madison County</b> |                 |                                          |
|-----------------------------------------------------------|-----------------|------------------------------------------|
| <b>Route</b>                                              | <b>ADT</b>      | <b>Location</b>                          |
| US 25                                                     | 22,201          | From KY 52 to KY 1986                    |
| I-75                                                      | 41,612 – 72,050 | From Rockcastle County to Fayette County |
| KY 876                                                    | 28,950          | From I-75 to KY 52                       |
| KY 876                                                    | 25,449          | From KY 52 to Roy & Sue Kidd Way         |
| KY 876                                                    | 25,986          | From Roy & Sue Kidd Way to US 25         |
| US 25                                                     | 31,329          | From Big Hill Avenue to KY 52            |



## Roadway Safety.

Safety is an important issue in highway planning, design, and construction. The state has developed a Critical Crash Rate Factor (CCRF) that is used to measure the level of accidents on highways. Where this factor is higher than 1.0, the roadway segments have frequent accidents and is considered to be a dangerous highway. The table below lists 18 roadway segments in the county that have a CCRF of 0.95 or greater. Almost all of the major highways in Madison County have a segment with a high CCRF rating.

In addition to the roadway segments, there are a number of highway intersections that have high accident frequencies. The table below lists the ten intersections with the highest frequency of accidents. The most dangerous intersections in the county, with 163 crashes, are along US 25/US 25X where it intersects KY 876, US 25 South, Boggs Lane, and the Eastern Bypass. Two other intersections average over 100 accidents: KY 876 (Eastern Bypass) and KY 52 (Lancaster Road) with 124 accidents and US 25 at KY 52 (Bypass and Irvine Road) with 107 accidents.

| Roadway Accident Frequencies      |                      |                                  |
|-----------------------------------|----------------------|----------------------------------|
| Roadway Name                      | Number of Collisions | % of Total Collisions Since 2015 |
| I-75                              | 2,613                | 12.5%                            |
| US 25                             | 654                  | 3.1%                             |
| Barnes Mill Road                  | 647                  | 3.0%                             |
| KY 21/Big Hill Road               | 463                  | 2.2%                             |
| KY 876                            | 422                  | 2.0%                             |
| US 421                            | 365                  | 1.7%                             |
| KY 595                            | 308                  | 1.5%                             |
| KY 627                            | 308                  | 1.5%                             |
| Boggs Lane (Richmond)             | 299                  | 1.5%                             |
| 2 <sup>nd</sup> Street (Richmond) | 290                  | 1.4%                             |
| KY 52                             | 240                  | 1.1%                             |
| Duncannon Lane (Richmond)         | 212                  | 1.0%                             |
| KY 499                            | 161                  | 0.8%                             |
| KY 388                            | 155                  | 0.7%                             |
| KY 1016                           | 134                  | 0.6%                             |
| KY 1617                           | 132                  | 0.6%                             |
| Mayde Road (Richmond)             | 99                   | 0.5%                             |
| KY 374                            | 63                   | 0.3%                             |

## System Deficiencies.

### Congested Areas

Regularly occurring traffic congestion in Madison County is confined mostly to the traditional AM and PM peak commute periods. A system-wide level of service analysis is beneficial in identifying the majority of the congested facilities or areas in Madison County. This analysis is based on traffic counts and other roadway characteristics that impact congestion. Accidents more numerous in areas regularly occurring congestion, and there is usually a direct correlation of increased accidents to congestion and high traffic counts in particular areas.

Congestion is most significant along many of the arterial roads. In the county, Irvine Road (KY 52) experiences peak hour congestion from the Richmond Bypass to the Estill County line. This is also true of the US 25 corridor between Richmond and Berea. In Richmond, the heaviest congestion can be found along the old EKV Bypass between I-75 and Lancaster Road. Other congested areas include KY 52 (Lancaster Road) and US 25 (West Main Street) in Richmond. Congestion is heaviest along Chestnut Street and Main Street (US 25) in Berea.

### **Safety Deficiencies**

The analysis of crashes indicated safety deficiencies were mostly related to a combination of speed, winding roads, and congestion. This means that high crash locations were concentrated in areas where traffic volumes were highest combined with high turning activity at intersections and along roads with numerous driveways. This was verified through review of actual crash records at high crash locations.

### **Land Use-Transportation Relationship**

Peak hour congestion is compounded by the relationship between land use and transportation, especially along some principal arterials. Along the EKV Bypass/KY 876 corridor land use is heavily oriented toward commercial retail. Not only does this area "capture" a lot of weekday commuter through traffic, the area also attracts primary trip destinations from throughout the region, particularly on evenings, weekends, and major shopping holidays.

### **Other Modes of Transportation.**

Private passenger automobiles and trucks dominate transportation in Madison County. However, some alternative modes exist, including the following:

#### **Transit**

Madison County now has several fixed-route transit systems provided primarily through the Kentucky River Foothills Development Center (KRFDC). Kentucky River Foothills Development Council operates Foothills Express, a demand-response transit agency, provides approximately 400 trips per day within Madison County, though that number was reduced to 200 per day in 2020 due to the pandemic. The Foothills Express is used by a variety of passengers with different demographics.

Although KRFDC temporarily suspended most public transportation services in response to COVID-19 concerns in 2020, it never ceased to provide limited critical-service trips for dialysis/critical needs and non-emergency medical transportation including pharmacy trips. Upon resuming a full schedule of transit services in mid-2020 free rides were provided for a period of time to assist riders in dealing with economic obstacles created by the pandemic.

#### **Ride Share & Taxi**

Madison County has several ride services, including Foothills Express that operates over 20 vans and small buses on an around the clock basis/seven days a week. Kentucky River Foothills Development Council launched the Berea Bus Service in 2006. The service has been a joint partnership between Kentucky River Foothills, the City of Berea, and the Kentucky Department of Transportation Office of Transportation Delivery. Since its launch, this service has changed the lives of thousands of people by providing access to jobs, education, shopping, and recreation.

There are several cab services that provide transportation throughout Madison County. Colonel's Cab Company and OK Cab Company of Richmond operate five to seven taxis, respectively, with around the clock service seven days a week. P Cab Company in Berea provides four handicap accessible vans and eight taxis for service throughout the county from 6 AM to 1 AM the majority of the week. Whicker's Cab, Haulinas Taxi Service, Central Cab, and Abston Mountain Pilot Car Escort also serve Richmond and the surrounding area. Infinite Transports is another ride service that gives rides anywhere in Berea for five dollars. Uber and Lyft ride services also provide rides to locations throughout the county and access to nearby Lexington, but depending on the commuting times, the fares can vary greatly and access to rides is inconsistent.

#### **Bus**

Greyhound bus has one stop in the county in Berea that provides connections to many locations across the state and one-way trips to many locations throughout the US. Local bus transit options are limited to Big E Transit who offers six bus routes to serve the needs of the EKV campus community; this includes popular campus routes Monday-Friday from 7:30 AM to 6 PM and evening routes Sunday through Thursday from 6 PM to 1 AM.

#### **Rail**

While there are no passenger railroad options within Madison County; there is little demand for passenger train services considering intra-county automobile access is sufficient. CSX Railroad provides freight rail transportation with lines running through Madison County from north to south. CSX serves the cities of Berea and Richmond, the Bluegrass Army Depot, and industrial parks in both cities. A significant amount of freight moves through Madison County on a daily basis.

## **Aviation**

The Madison Airport is a publicly owned general aviation airport located on Madison Airport Road, 2.5 miles northwest of Berea at exit 77. The airport has one runway that is 5,000 feet long by 100 feet wide. The airport offers the following aviation services:

- Visual Approach Slope Indicator, (VASI), both ends of runway
- Runway End Identifier Lighting, (REIL)
- Medium Intensity Runway Lights, (MIR)
- Instrument approach--on 18 only, off Lex. DME
- Runway 100 x 5,000'--Asphalt
- Taxiway on 36 end
- Full and Self-Serve Jet A & 100LL, Fuel Farm, Credit card pumps
- AWOS--Check Charts
- Rental Planes / Rental Aircraft Instruction
- Flight Training
- Beacon
- 122.8 Radio frequency
- Tie downs
- 9 Tee hangers
- Large Commercial Hanger
- Large Work Hanger, with Airport Office
- Small hanger, in back of Large work hanger
- Automated Weather Observation System
- Parallel Taxi-way to each end of the runway

Aircraft operations include:

- Average of 106 aircraft per day
- 64% is local general aviation
- 30% is transient general aviation
- 5% is air taxi
- 1% is military
- 41 aircraft based on the field
- 38 single engine airplanes
- 3 multi engine airplanes

The airport is jointly owned by county government and the two cities of Richmond and Berea. There has been interest in improvements to the airport for several years. The City of Berea is currently applying for grant funds to improve the airport through an Appalachian Regional Commission Grant.

Some of the following items are current priorities for the airport:

- Additional tee hangar space
- Upgraded water and sewer lines for fire protection
- New Taxiway from the apron to the 18-end of runway with turn around (in progress)
- Upgraded security gate to Airport
- New fence around property
- New terminal building
- Additional 5-inch overlay of the whole Runway (approved)

## **Waterways**

The Kentucky River is located on the northern border of Madison County. The Valley View Ferry is one of a small number of ferries still in operation in the state. Established in 1785, the Valley View Ferry is by far the oldest and its key location has played a role in the county's development and commercial operations. Its operation today consists of shuttling vehicles and passengers across the Kentucky River and is jointly operated by the governments of Lexington-Fayette, Jessamine, and Madison Counties. The chief advantage of using the ferry is to reduce commuting time between northwestern Madison County and Lexington or Nicholasville.

## **Transportation Next Steps.**

### **Countywide Throughfare Plan.**

There is a need to develop a countywide throughfare (road) plan that would:

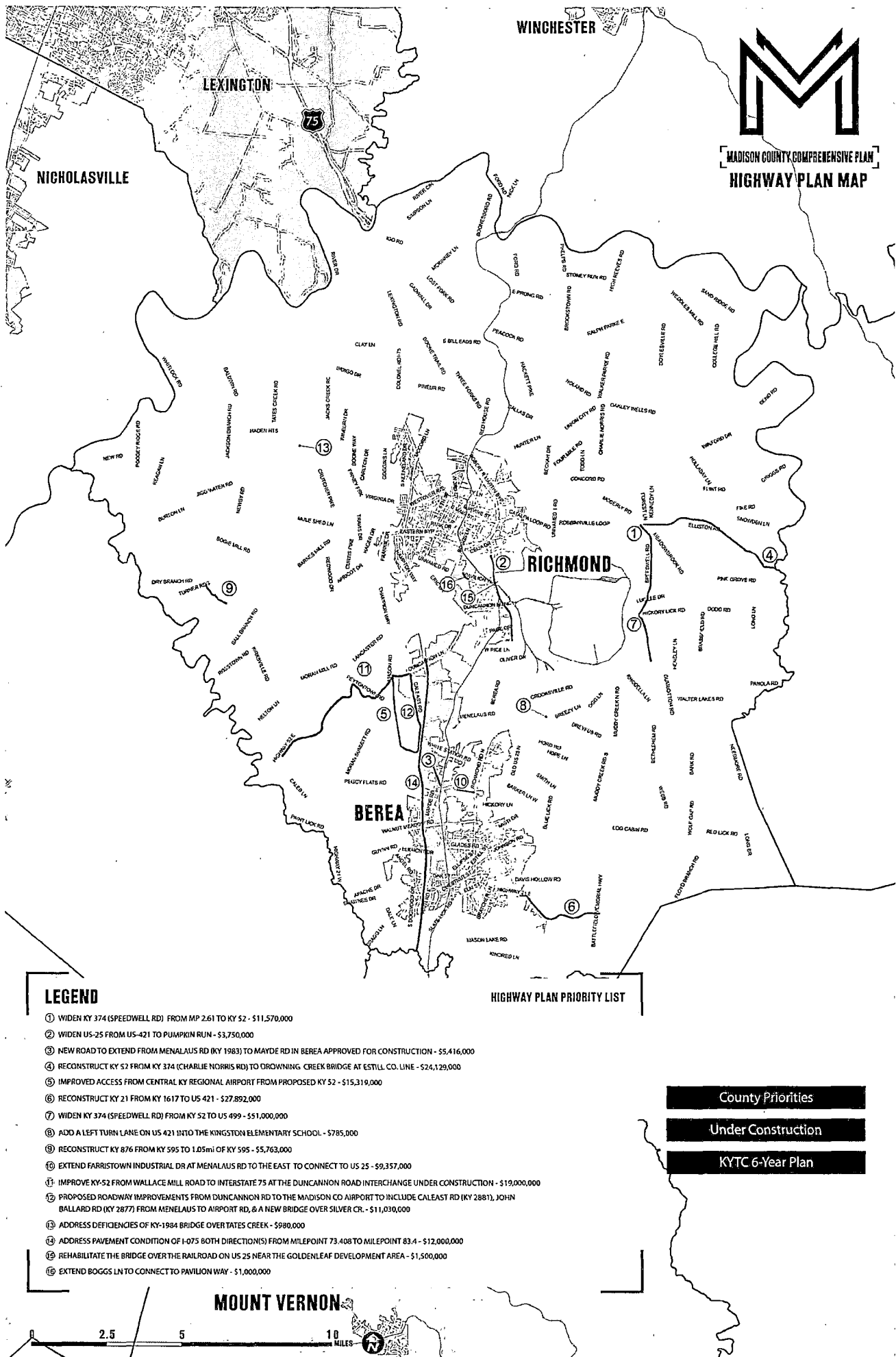
1. Identify the roads serving this county and begin to classify the road type and the requirements for each. This would allow for proper planning of future road widening projects to ensure all upgrades are designed to accommodate the requirements for the road's current and future needs (including land subdivisions).
2. Project road system improvements and maintenance based on the present level of usage (traffic flow) and anticipated future development in the area.
3. Serve as a tool to identify the current classification of the roads and to assess the needs of the road based upon demand.

Many roads in Madison County have been overloaded due to the large number of residential developments that have occurred not only in the county but also in the adjacent city limits. The road plan could serve as a key tool in budgeting road improvement/maintenance projects to ensure the monies being spent are channeled to where the greatest needs are based upon growth and traffic demands.

### **Operational Improvements.**

The focus of these projects is to provide safer and more efficient utilization of the existing transportation system quickly at a relatively low cost. The map on the next page lists these proposed projects and their locations arranged in order of priority.

The 2025 Madison County traffic model was used to develop the traffic forecasts for the Madison County area. Forecasts were made with the assumption that projects in the current Six Year Highway Plan would be constructed. This is referred to as an "Existing Plus Committed" (E + C) planning model. It includes roads, as they exist today, plus all improvements currently programmed in the KYTC Six Year Highway Plan.



## **State/Federal Highway Improvements.**

State and federal highway improvement projects play a major role in handling the demands of the local growth development in the county. Madison County should play a role in these projects, including:

1. Operation improvements such as turn lanes, traffic signals, intersection widening, etc. These improvements are less expensive, shorter term, and provide incremental capacity and safety benefits; and
2. Systems Improvements, which are major changes such as new roadways, reconstruction of existing roadways, etc., that are expensive and long-term in scope.

## **C. Community Facilities & Services.**

**Goal: Provide adequate community facilities and services that will meet basic needs and improve quality of life.**

### **Objectives.**

#### **Communications:**

- Encourage the installation of infrastructure that will secure affordable high-speed internet and cellular communication services.
- Improve and expand the presence of county government on digital platforms.

#### **Water & Sewer Services:**

- Implement sanitary sewer improvement projects identified in the Northern Madison County Sanitation District Regional Facilities Plan.
- Implement water improvement projects identified in the Capital Improvements Plan.

#### **Community Facilities & Services:**

- Continue to update and support the recommendations of the County's Master Parks Plan.
- Identify future gaps in county services (EMS, fire, police, recycling, etc.) and support their expansion as new growth occurs in the county.
- Monitor the development of commercial alternative energy sources to maintain the aesthetic quality and property values of the county.
- Continue to expand GIS capabilities to collect and maintain a database of existing infrastructure, land use, and property information.

## **Community Services Existing Conditions.**

### **Communications.**

All three governments within the county provide emergency services. The Madison County Emergency Management Agency (EMA) is responsible for coordination of emergencies in the event of emergency situations. In addition, Madison County EMA is responsible for coordinating the Chemical Stockpile Emergency Preparedness Program (CSEPP) with the Department of Defense and the Federal Emergency Management Agency.

Madison County EMS is a CAAS accredited agency. CAAS accreditation signifies that the ambulance service has met the "gold standard" determined by the ambulance industry to be essential in a modern emergency medical services provider. EMS provides basic and advanced life support services for the entire county. Their geographical coverage area is over 443 square miles and they respond to approximately 16,000 calls annually. EMS operates eight 24-hour ALS (Advanced Life Support) units with an additional impact unit during peak times. Madison County EMS has four stations strategically located throughout the county.

### **Emergency Services.**

Madison County carries out fire prevention creating preplans for each facility in Madison County as well as public education on Fire Safety. The Madison County Fire Department is a combination career and volunteer department providing full fire protection from eight strategically located fire stations. The fire department consists of 23 uniformed career firefighters and 60 volunteers.

### **Fire Protection.**

The focus of these projects is to provide safer and more efficient utilization of the existing transportation system quickly at a relatively low cost. The map on the next page lists these proposed projects and their locations arranged in order of priority.

### **Health and Human Services.**

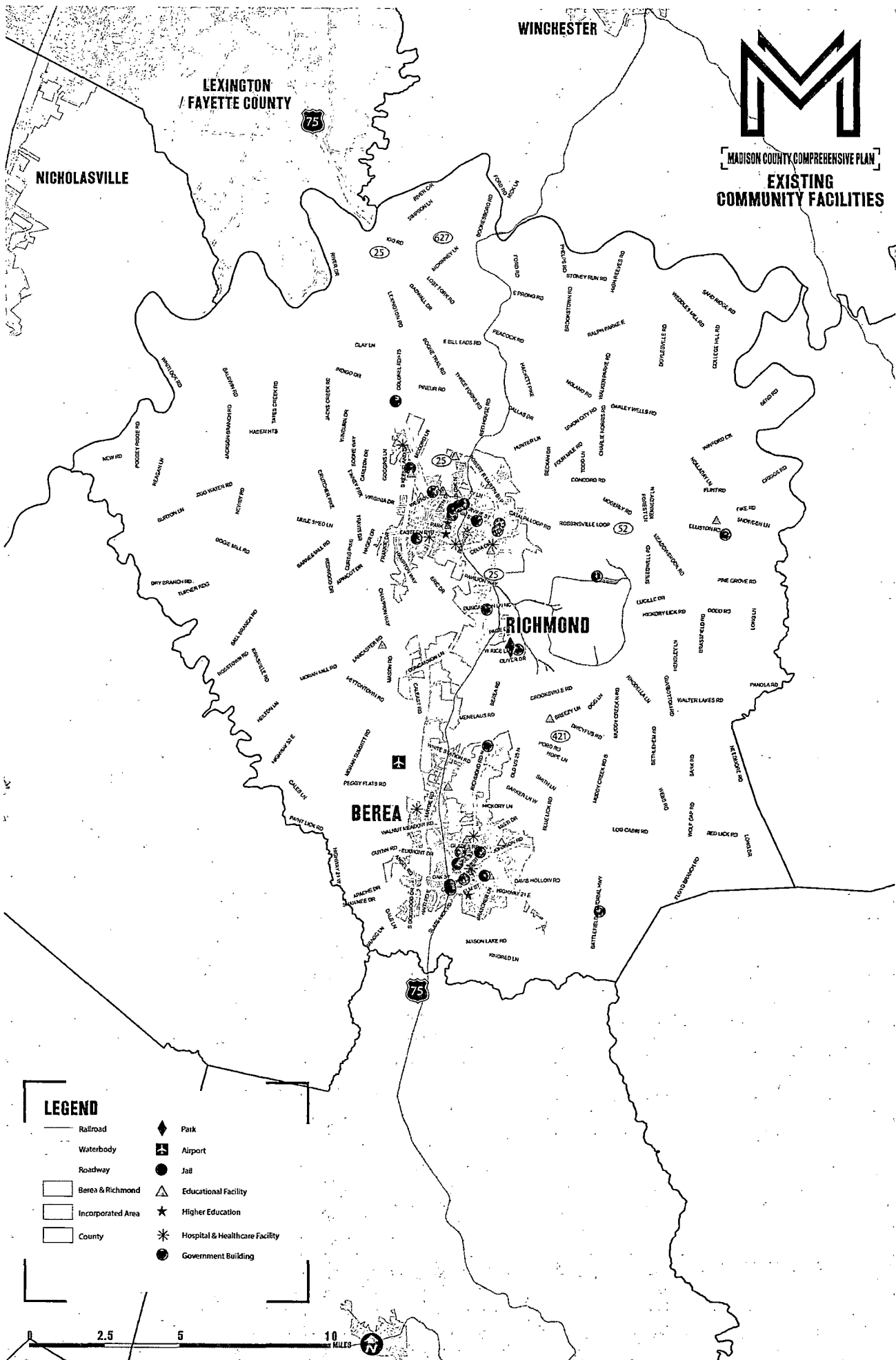
A full range of Health and Human Services can be found in Madison County, including two hospitals (Baptist Health Richmond and St. Joseph Hospital in Berea), the Madison County Health Department, a number of instant care providers, wellness and fitness centers, rehabilitation/therapy providers, doctors, dentists, counselors, and social services.

Founded in 1892, Baptist Health Richmond is a 105-bed, acute care healthcare provider primarily serving Madison, Estill, Garrard, Jackson, and Lee counties. Services include cardiac surgery, orthopedics, spine care, sleep disorder center, a full range of women's services including obstetrics, cancer care, diabetic treatment, and a retail pharmacy. The hospital has earned Pathway to Excellence designation for excellence in nursing services by the American Nursing Credentialing Center. Saint Joseph Berea is a not-for-profit, faith-based hospital located in Berea, Kentucky. The hospital was established on the grounds of Berea College in 1898 and now serves as a 25-bed critical care access hospital for the residents of Madison, Estill, Garrard, Jackson and Rockcastle counties. Saint Joseph Berea has been recognized by The Joint Commission: 2014 Top Performers on Key Quality Measures, and the National Organization of State Offices of Rural Health (NOSORH) and iVantage Health Analytics: Recognized for accomplishments in rural healthcare.

### **Police.**

In addition to the police departments for the cities of Berea and Richmond, the county has police protection provided by the Sheriff's Department and the KY State Police. The Madison County Sheriff's Office has made tremendous improvements in an effort to better provide the level of service needed to cover such a growing community. Under the direction of the current Madison County Sheriff, Mike Coyle, coverage and protection of the citizens of this county have been greatly improved while still operating within budget. Mike Coyle is a 28-year, retired veteran of the Kentucky State Police. Former Sheriff O'Donnell created the Central KY Area Drug Task Force which operates with grant funds and the Sheriff's office is the Fiscal Agent for that grant.

The Kentucky State Police has a Post on the Eastern Bypass in Richmond. In addition to Madison County, Post 7 serves Boyle, Clark, Estill, Garrard, Jackson, Jessamine, Lee, Lincoln, Mercer, and Owsley Counties.



## **Utilities.**

Madison County is serviced by a variety of private and public agencies that provide a wide range of utility services throughout the county.

### **Water**

In Madison County, public water is provided to approximately 92% of the county's residents. In the 8% of the county not served by public water, approximately 20% of the households use wells and 80% use other sources. Groundwater yield to springs and wells is highly variable but usually enough to meet domestic needs. The public water suppliers in Madison County and their sources are:

- The City of Richmond with their plant on the KY River near College Hill
- Madison Co. Utilities which purchase their water from Richmond
- Kirksville Water which purchases their water from Richmond
- The City of Berea with their plant next to an impoundment southeast of Berea
- Southern Madison Co. Water which purchases their water from Berea

Several water districts purchase their water from the City of Richmond, with the primary district being Madison County Utilities and a smaller District known as Kirksville Water. The southern portion of the county has been supplied by Southern Madison Water District and the City of Berea.

The county has been upgrading waterlines to a minimum of six inches in diameter and requires fire hydrants in new major subdivisions. A minimum four-inch line presently serves almost all of the unincorporated parts of the county. Several new water storage tanks have been completed in the past 5-6 years.

#### Madison County Utilities Water Statistics.

- Water Mains in Service – 502.9 miles
- Water Storage Tanks – 5
- Water Storage Capacity – 2 million gallons
- Primary Water Source – surface water
- Customers Connections – 11,246
- Employees - 20

### **Electric**

The following companies provide electric service: The City of Berea and Eastern Kentucky Power Cooperative (which includes Blue Grass Energy Cooperative Corp., Clark Cooperative, Jackson Co RECC), and LG& E Energy Corp. – Kentucky Utilities (K.U.).

### **Telephone and Cable Service**

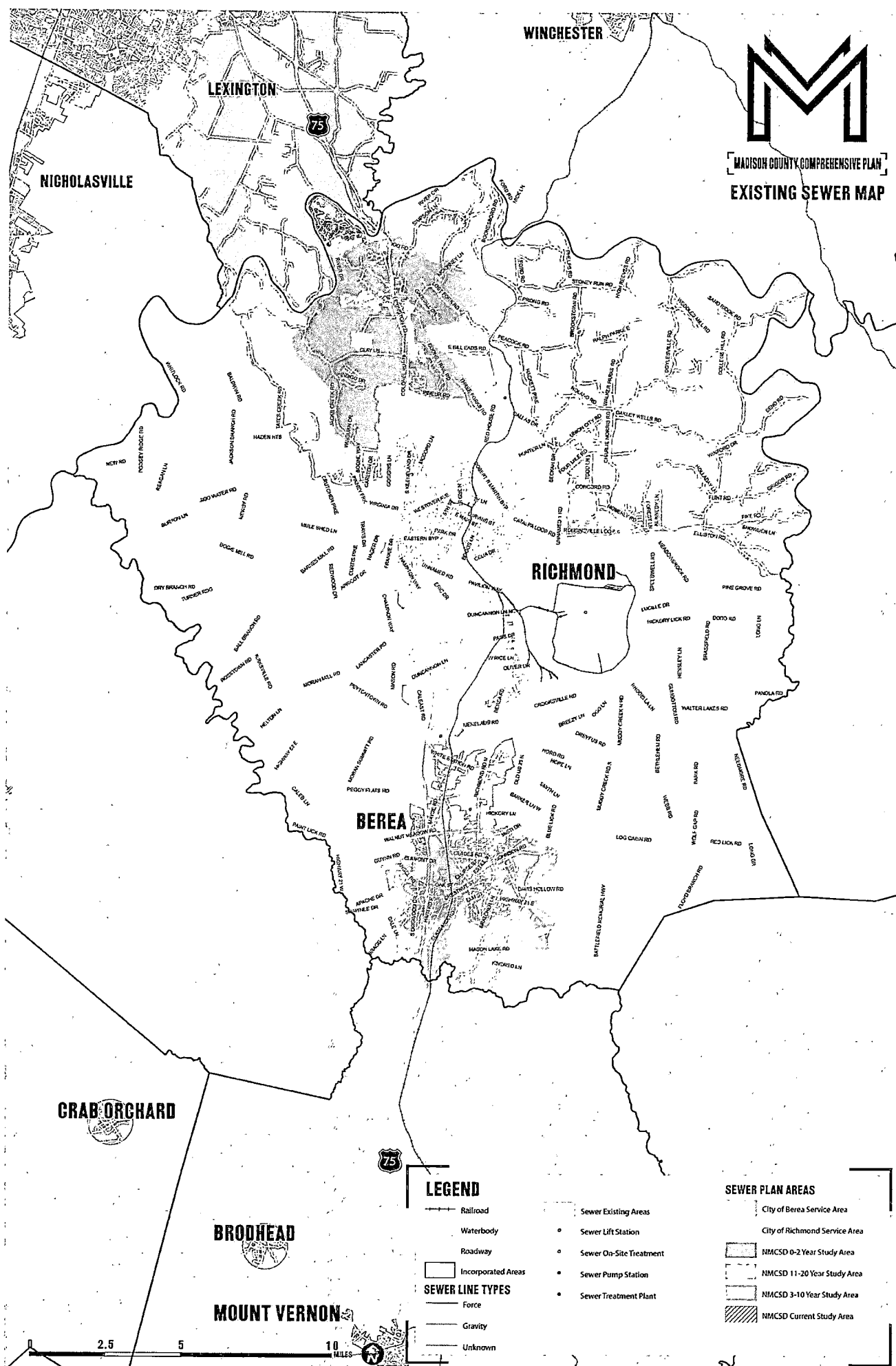
Telephone service is available through all major national local and long-distance providers and cellular wireless providers. Television service is furnished by multiple companies in some areas of the county and by several companies that provide satellite dishes.

### **Gas**

Natural gas is available from Columbia Gas of Kentucky, Delta Natural Gas Company, and the Richmond Utilities Board.

### **Sewage Disposal**

Within the cities of Berea and Richmond, sewage disposal is provided by the municipal treatment plants. In most of the unincorporated areas of Madison County, sewage disposal includes on-site systems (septic tanks) with the exception of a new Regional Sewage Treatment Facility that was constructed by Fiscal Court through the North Madison Sanitation District (NMSD). This plant is owned by the NMSD and serves Terrill, Battlefield Estates, Battlefield Place, and Twin Lakes Estates. The Greens Crossing area is served by the county owned Muddy Creek WWTP at Waco. Refer to the map below for existing sewer district locations.



### **Service Areas for the Wastewater Treatment Plants**

NMSD: Sewage collected in the northern region of the county, namely that north of the City of Richmond near exits 95 and 97, and it is transported to the Regional Wastewater Treatment Plant (WWTP). The sewage collected by NMCSO in the areas along KY 52 east of Richmond is transported to the Muddy Creek WWTP. The Battlefield Park subdivision is serviced by the Battlefield WWTP while the wastewater from the Executive Park subdivision is processed at the Executive Park WWTP.

### **On-Site Disposal**

The Madison County Health Department (MCHD) does not maintain a list of failing septic systems. However, periodically they receive complaints of failing systems and odors in the area. In such instances, the property owner is required to fix it. MCHD personnel report that the whole region has chronic drainage problems. They have also observed several instances of more than one home sharing a common septic system. Many of the systems are so old that there is no record of when they were constructed or where they are located. Based on MCHD observations, the poor soil conditions and seasonal high groundwater table in much of the region causes most of the suspected incidences of failing or marginally operating septic systems. Planning requires site evaluations, final systems approvals, and existing system affidavits for change of use.

## **Community Services Next Steps.**

### **Sewer Infrastructure Improvements & Expansion.**

Expand sewer service based on demands and interest from residents and business owners.

#### **Phase 1: 0-2 Years**

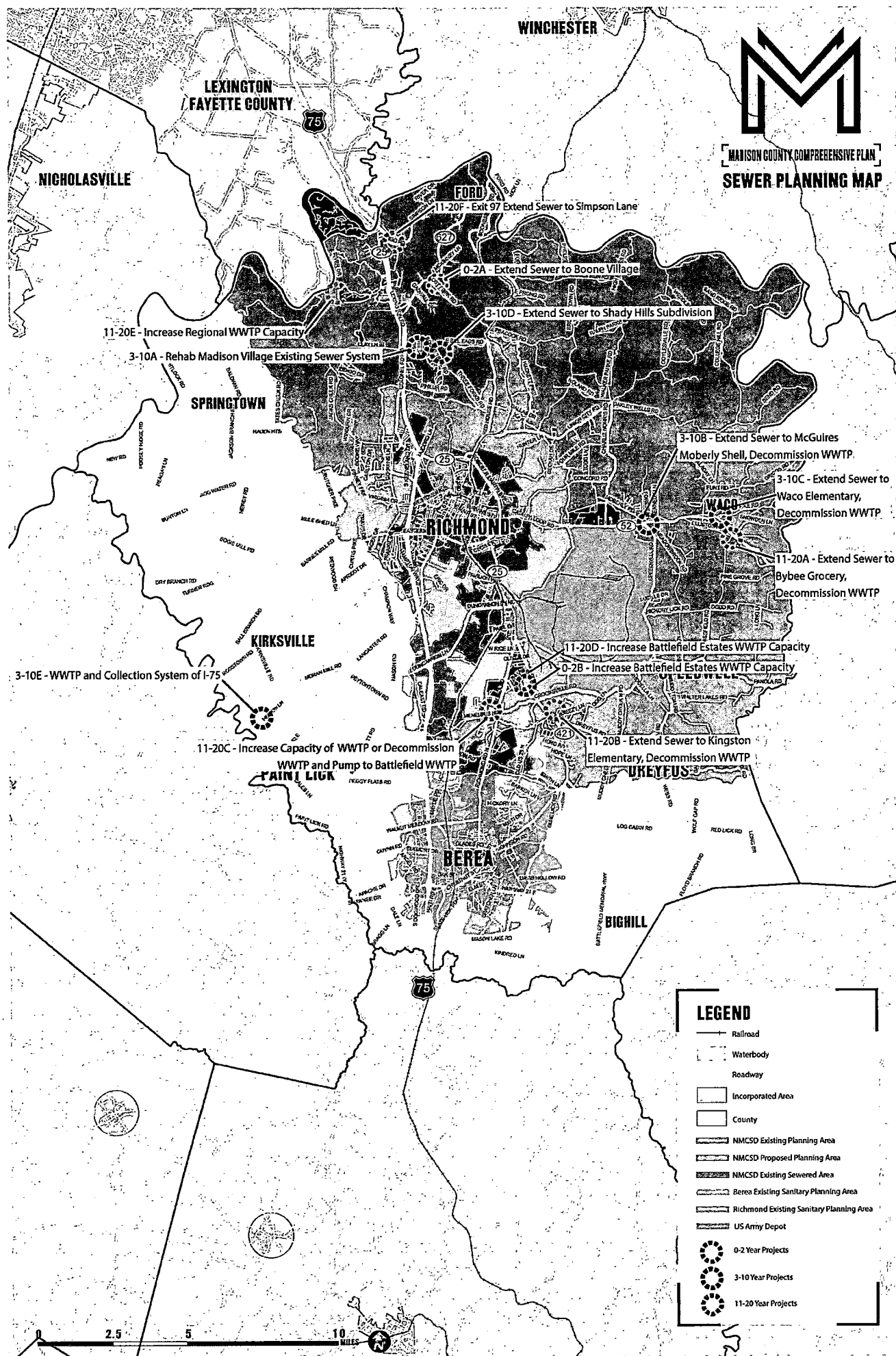
- Boone Village Sewer Project - Sewer service to 69 homes and 1 commercial customer (Dollar General Retail Store).
- Battlefield (BF) Estates – Expand capacity at the BF WWTP site.

#### **Phase 2: 3-10 Years**

- Replace sewers, manholes and pump stations in Madison Village Subdivision to reduce I&I.
- Connect Moberly Shell (KY 52) to existing system and decommission their plant.
- Extend sewer service to Waco Elementary and decommission their package WWTP
- Extend sewer service to Shady Hills.
- Evaluate need for, design & construct WWTP and collection system West of I-75.

#### **Phase 3: 11-20 Years**

- Extend sewer service to Bybee Quick Stop and decommission their WWTP.
- Extend sewer service to the Kingston Elem. School and decommission their package WWTP.
- Potential to decommission or expand Executive Park WWTP.
- Design Study of need for a capacity increase for Battlefield Estates WWTP.
- Design Study of need for a capacity increase of the Regional WWTP.
- Add sewer services to Exit 97 by boring under I-75.

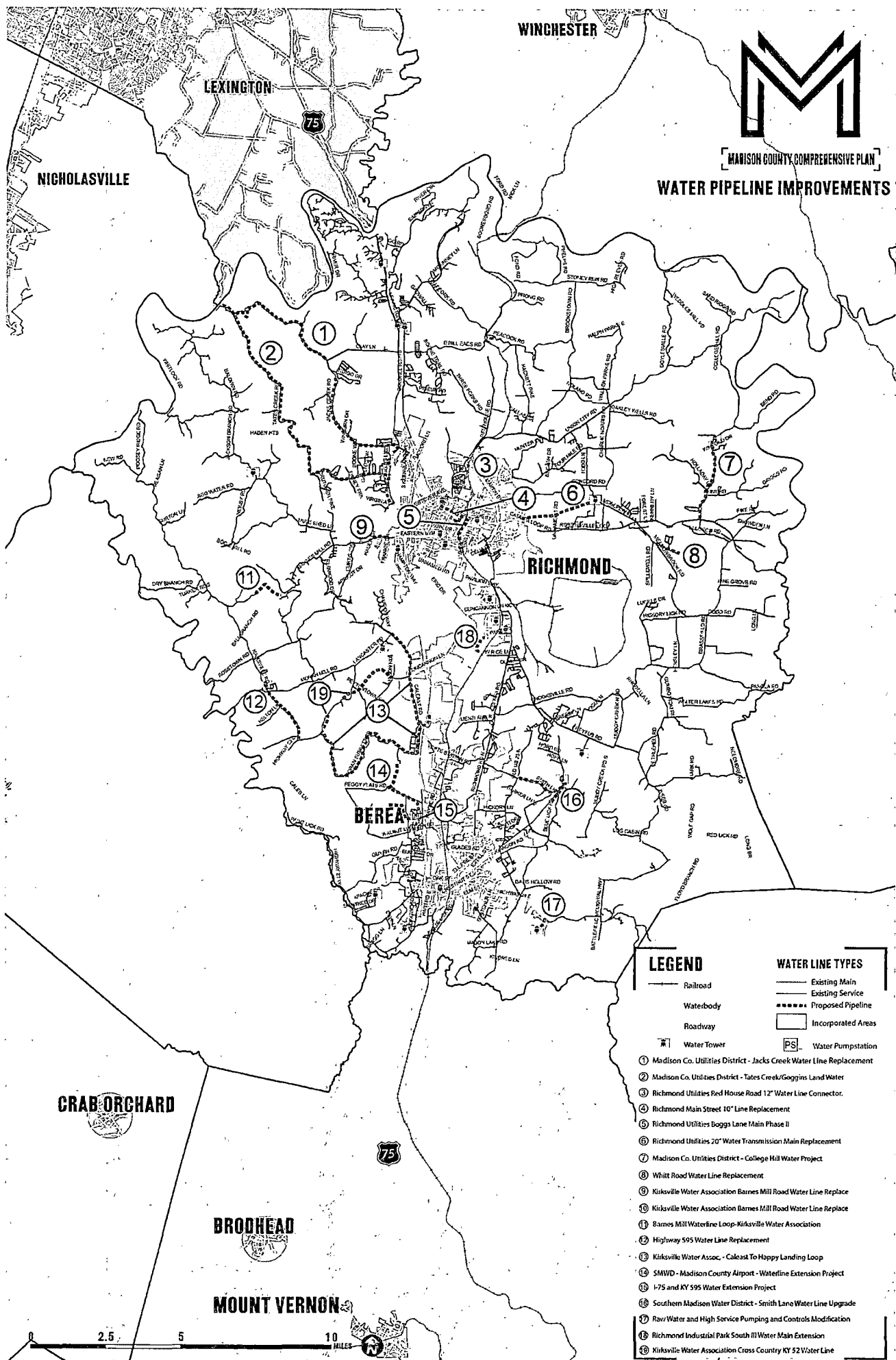


## **Water Infrastructure Improvements.**

Extend public water to all areas of the county as well as providing necessary upgrades to existing water supplies to either improve water pressure, supply, or both by upgrading water line sizes and the construction of new elevated water towers based on demands and interest from residents and business owners.

### **Madison County Water District Improvements.**

- Madison Co. Utilities District - Jacks Creek Water Line Replacement: 45,600 feet of 8 inch and 4-inch AC and PVC water line with 20,600 feet of 8-inch PVC Water line and 25,000 feet of 6-inch PVC Water line due to age of pipe, maintenance problems and need to increase capacity of pipe.
- Madison Co. Utilities District – Tates Creek/Goggins Land Water: Replacement of 58,800 feet of 4-inch AC and PVC water line with 11,800 feet of 8-inch PVC Water line and 47,000 feet of 6-inch PVC Water line due to age of pipe, maintenance problems, leaks and the need to increase capacity of pipe.
- Richmond Utilities Red House Road 12" Water Line Connector: Install 6,000 feet of 12" ductile iron water transmission main from Madison Central High School to the Robert Martin bypass. This main will enhance flows to the Daniel Boone Elementary School, Madison County high school, Madison Hills Country Club, and various existing commercial operations. In addition, this main will provide primary service to a proposed new middle school on the bypass.
- Richmond Main Street 10" Line Replacement: Replacement of 5,600 linear feet of cast iron water main along MAIN STREET in Richmond. The age of the pipe and congested utilities in the area make this a critical main, difficult to repair with a significant risk of public property damage at failure.
- Richmond Utilities Boggs Lane Main Phase II: Install 10,500 feet of 12-inch D.I. Strengthening main to correct flow and low-pressure problems. Old DWSRF number: 37. This line enhances service to the Richmond community church, the Mayfield Elementary School, the Madison County health department, various tobacco warehouses and the Eastern portion of the city.
- Richmond Utilities 20" Water Transmission Main Replacement: Project will replace 13,100 linear feet of 20" cast iron water main with a new 24" ductile iron water main. The existing main is an aging and critical part of the potable water transmission system serving the City of Richmond and Madison County.
- Madison Co. Utilities District - College Hill Water Project: This project includes replacement of 12,400 LF of 6-inch ductile iron water line with 8,100 LF of 8 inch and 4,300 LF of 6-inch PVC water line due to the aggressive acidic soil which has caused numerous leaks and water loss. The 8-inch PVC water line that is replacing a portion of the 6-inch ductile iron water line is being up-sized to increase the capacity of the new pump station which will pump to the proposed Waco Tank. The existing underground pump station will be replaced with an above ground pump station to eliminate possible confined space issues and increase the ability to provide maintenance to the proposed pump station. The proposed pump station will have premium efficient motors and variable frequency drives and will pump water to the existing College Hill Tank and the proposed Waco Tank. The Waco Tank will serve both the south eastern portion of the old Waco Water District and the north eastern portion of the old Kingston Terrill Water District which is currently being served by water from Richmond and going through five elevated water storage tanks. With this changed both of the tanks will be served by a master meter between the Water Treatment Plant and the city of Richmond. This project will also rehabilitate and repaint the existing College Hill Tank.



- Whitt Road Water Line Replacement: Replacement of 4500 feet of 4 " PVC water line with 6" PVC water line due to numerous leaks.
- Kirksville Water Association Barnes Mill Road Water Line Replace: Replace 2500 LF of existing 6" PVC water line with an 8" PVC water line on Barnes Mill Road
- Kirksville Water Association Barnes Mill Road Water Line Replace: Replace 2500 LF of existing 6" PVC water line with an 8" PVC water line on Barnes Mill Road
- Barnes Mill Waterline Loop-Kirksville Water Association: 1.4 miles of 6" PVC water line extension to connect two dead end lines. This loop will allow old Kirksville tank to be gravity fed and will reduce the amount of pumping time and electrical cost. Preliminary engineering report has been done and this project is included in a DWSRF project submitted in 2007 for funding.
- Highway 595 Water Line Replacement: Construction of 2.0 miles of 6-inch water line to replace an existing water line due to a history of leaks and breaks due to use of class 160 pipe in higher pressure areas. Preliminary engineering report has been done and application made for a DWSRF loan.
- Kirksville Water Association - Caleast to Happy Landing Loop: Water line upgrade and replacement of 4" water line from KY 52 and Caleast Road to KY52 at Happy Landing which will include approximately 5,280LF of 8" line and approximately 43,750LF of 6" line. In addition to the water line replacements listed above, there are areas where a 6" water line has been constructed due to leaks and to a relocation due to the runway extension at Madison County Airport which were not replaced.
- KYTC is relocating and reconstructing KY 52 in Madison County. Approximately 10,640 feet of the road is going cross country. KYTC is replacing the existing water line being disturbed in this project but not constructing any water line that is going cross country. The end of this project will have KY 52 connecting to Duncannon Land at the I-75 exit on Duncannon Lane. When this road is complete there should be substantial development along the newly constructed road that connects to I-75.
- SMWD - Madison County Airport - Waterline Extension Project: The Madison County Airport is centrally located to serve Garrard, Lincoln, Madison, Clark, Estill, Jackson and Rockcastle Counties. These counties are underserved in aviation infrastructure which has become increasingly important for Industrial Recruitment and Economic Development. The aerospace industry is the number one export for Kentucky (approximately 37.7% of Kentucky's total exports) and although this airport is a major contributor, improvements in infrastructure will make it an even more valuable partner. The Appalachian Regional Commission (ARC) through its POWER (Partnerships for Opportunity and Workforce and Economic Revitalization) Initiative has announced an investment of \$1,463,927 in Eastern Kentucky University's "Kentucky's Appalachia Aviation Maintenance Technician Training" project. Each college and university program location was strategically chosen for its proximity to a partnering regional airport. Once trainees fulfill basic coursework requirements inside the traditional classroom setting, the training will move to the regional airports for hands-on work training. The 18-month program, slated to begin training students in January 2020, will be partially taught in traditional classrooms on the partnering college campuses: Hazard Community & Technical College; Big Sandy Community and Technical College; ECU Manchester; ECU Corbin; and ECU Richmond. Upper-level training classes will take place at partnering regional airports: Wendell H. Ford Regional Airport, Hazard; Big Sandy Regional Airport; London-Corbin Airport; and Central Kentucky Regional Airport, Richmond. Currently, the Madison County Airport lacks the necessary infrastructure to adequately meet future needs. Together with a proposed sewer line extension, this waterline extension will satisfy the airport's future needs by constructing approximately 12,000 LF of 8" PVC water line.
- I-75 and KY 595 Water Extension Project: Currently, the project is expected to result in an extension of approximately 9,724 L.F. of 8" PVC waterline, construction of one 600,000 water storage tanks, one water pump stations and all necessary appurtenances.

- Southern Madison Water District - Smith Lane Water Line Upgrade Project: The proposed project includes the replacement of approximately 8,000 linear feet of 4-inch water line with 8-inch water line along Smith Lane in Madison County. This water line upgrade will help feed water to the new Berea industrial Park and a new subdivision at the corner of US 25 north and Herndon Lane. This project will reinforce and strengthen the existing system and will allow for the addition of new customers in the area.
- Raw Water and High Service Pumping and Controls Modification: This project combines several aspects of the raw water and high service pumping systems to create a more cost effective and lower maintenance system. The largest component is the upgrading of the Cowbell pump station. This project will allow 4 mgd (million gallons per day) pumping from the Cowbell Reservoir instead of the approximately 2.5 mgd available now. Other improvements include replacement of existing pump control valves at the high service pump station with more efficient valves and replacing existing high service discharge valves at the water plant. Telemetry at the pump stations and the elevated tank will be added. A section of high service PVC transmission main (approximately 1,500 LF) will be paralleled.
- Richmond Industrial Park South III Water Main Extension: Extension of approximately 3300LF of 12 " DI water main to serve the remaining lots in Richmond Industrial Park South III. Remaining lots include the following: Tract A -12 - 43.8 Acres, Tract 10 - 18.11 Acres, Tract 11 - 12.94 Acres, Tract A-13 - 13.86 Acres.

### **Biking Paths and Walking Trails.**

The City of Berea has set the pace for Madison County regarding the planning of bike paths and walking trails. The three governments in Madison County should consider these trails as a viable alternative mode of transportation and recreational opportunities for the citizens of Madison County and the creation of a collaborative bike path and walking trails system. Collaborative efforts between the Cities of Richmond, Berea, and Madison County to link current and future trails and paths and provide interconnectivity recognizing the efforts of the Madison County Greenways and Trails, Inc. ([www.madisonkytrails.org](http://www.madisonkytrails.org)).

This plan recommends that all new development consider and incorporate the implementation of the bike paths and trails map in areas where so designated for future trails.

### **Cellular Communication.**

The expanded use of cellular telephones has quickly emerged to become not only a great necessity but an effective tool for emergency services. It is recommended that efforts be made to eliminate the dead zones throughout the County and seek alternatives to expand or improve those coverage areas. The ability to map the current coverage rings throughout the County should be sought to properly identify the areas in which expansion is needed.

## **D. Economic Development.**

**Goal: Support the retention, expansion, attraction, and diversification of business entities to support the local economy.**

### **Objectives.**

- Continue to support and collaborate with the Cities of Richmond and Berea in their economic development initiatives.
- Collaborate with Madison County Schools, ECU, Berea College, Richmond and Berea Chambers of Commerce, Richmond and Berea, Commerce Lexington, Team Kentucky, and all other interested agencies in programs that would help to strengthen the training and education pipeline for local industries.
- Collaborate with Richmond, Berea, ECU Athletics and other tourism partners to increase tourism and destinations throughout the County.
- Encourage the attraction and development of businesses and venues that support the hospitality and tourism industry.
- Increase the County's capacity to support economic development initiatives.
- Connect local business and entrepreneurs to state and local incentives, grants, and resources.
- Develop local incentives for targeted industries such as infrastructure support, Build-Ready Sites, or tax abatement.
- Work with the Congressional Delegation and Army Leadership to determine next steps for the Bluegrass Army Depot.

## Economic Development Existing Conditions.

In 2019, Madison County's median household income was \$450,060. Madison County's household income is lower than every comparison county except Rockcastle County (\$35,720). Madison County's lower median household income is impacted by the difference between homeowners and renters within the county. The median household income for owner-occupied units within the county is \$67,728, while only \$28,892 for renter-occupied units. This difference in incomes could be due to a large student population, as those households would drastically reduce the average income for rental units. This larger difference in income could also be used to explain the county's higher poverty rate, which was 18.9% in 2019.

Madison County follows the same trend for its per capita income (\$25,837), being lower than all other comparison counties except Rockcastle County (\$20,892). Lower income, renter households and a large student base could also explain this lower amount. The following table shows both household median and per capita incomes for all of the comparison communities.

| Community             | 2019 Median Household Income | 2019 Per Capita Income |
|-----------------------|------------------------------|------------------------|
| Scott County          | \$70,817                     | \$32,796               |
| Bullitt County        | \$63,348                     | \$29,333               |
| United States         | \$62,843                     | \$34,103               |
| Fayette County        | \$57,291                     | \$34,442               |
| Franklin County       | \$56,274                     | \$30,711               |
| Clark County          | \$54,953                     | \$28,802               |
| Kentucky              | \$50,589                     | \$28,178               |
| <b>Madison County</b> | <b>\$50,060</b>              | <b>\$25,837</b>        |
| Berea                 | \$44,292                     | \$22,168               |
| Richmond              | \$36,302                     | \$21,551               |
| Rockcastle County     | \$35,720                     | \$20,892               |

Median household income includes all available incomes in a household, while per capita income is the average income of all community residents. Per capita income is frequently used in measuring a standard of living but can be skewed because it does not reflect income distribution. These are both important indicators that measure the economic health of an area in comparison to others. Higher levels of educational attainment are one of the contributors to increased incomes for a community's residents.

## Workforce and Unemployment

Approximately 61.5% of Madison County's population over the age of 16 is in the labor force. The county has a slightly lower proportion of the population in the workforce than all comparison counties except Clark County (60.2%) and Rockcastle County (49.2%). Scott County has the highest percentage of its residents working, with 69.5% in the workforce. Although Madison County may not have as many people in the labor force when compared against the other counties, it is still higher than the state (59.3%) and slightly lower than the nation (63.4%).

Madison County's average unemployment, according to the Bureau of Labor Statistics, was 6.3% in 2020. This is less than Kentucky's annual unemployment rate (6.6%) and below the national average (8.8%). When communities experience both high levels of labor force participation and unemployment it shows the need for supporting and attracting industries to help meet workforce demands. Alternatively, very low unemployment rates do not necessarily indicate the community's economy is any better. Extremely low unemployment rates can lead to inflation and reduced productivity, as new jobs which are added into the market may not create enough productivity to cover its costs. Due to Madison County's large population of young adults ready to enter the workforce, there may be a strong need to begin attracting new industries and occupations that can support the new workforce to keep recently graduated students within the county.

| <b>Community</b>      | <b>2019 Labor Force Participation<br/>(16 year and over)</b> | <b>Unemployment<br/>(2020 annual average)</b> |
|-----------------------|--------------------------------------------------------------|-----------------------------------------------|
| Scott County          | 69.4%                                                        | 6.3%                                          |
| Fayette County        | 67.8%                                                        | 5.7%                                          |
| Bullitt County        | 64.9%                                                        | 6.4%                                          |
| United States         | 63.4%                                                        | 8.1%                                          |
| Richmond              | 62.8%                                                        | 6.6%                                          |
| Franklin County       | 61.8%                                                        | 6.6%                                          |
| <b>Madison County</b> | <b>61.5%</b>                                                 | <b>6.3%</b>                                   |
| Clark County          | 60.2%                                                        | 6.6%                                          |
| Berea                 | 59.9%                                                        | 6.2%                                          |
| Kentucky              | 59.3%                                                        | 6.6%                                          |
| Rockcastle County     | 49.2%                                                        | 7.1%                                          |

In 2020, the COVID-19 pandemic changed the entire economic climate of the country, negatively affecting employment and workforce participation in Madison County and the rest of the nation. In the early months of 2020, the county had typical unemployment rates, with March 2020 having the highest unemployment since 2017. However, Madison County's unemployment rates in April 2020 (15.1%) and May 2020 (10.1%) were the highest since 2009 when the county saw rates as high as 10.4%. Unemployment rates leveled out in June 2020 (4.8%) but saw rises in August 2020 (7.0%) and October 2020 (6.4%).

| <b>2020 Madison County Monthly<br/>Unemployment Rates</b> |       |
|-----------------------------------------------------------|-------|
| January                                                   | 4.1%  |
| February                                                  | 3.7%  |
| March                                                     | 4.8%  |
| April                                                     | 15.1% |
| May                                                       | 10.1% |
| June                                                      | 4.8%  |
| July                                                      | 4.8%  |
| August                                                    | 7.0%  |
| September                                                 | 4.9%  |
| October                                                   | 6.3%  |
| November                                                  | 4.7%  |
| December                                                  | 5.3%  |

## Commuting

The mean travel time to work for those living within Madison County is 23.7 minutes, less than the national average (26.6 minutes). Of those working, 80.5% drive alone to work, 9.6% carpool, 4.8% walked, and 3.4% work from home. Madison County has a longer commute time, although not unreasonable. Bullitt County has the longest commute time (28.2 minutes) and Franklin County has the shortest commute time (19.6 minutes). Shorter commute times can indicate that most residents are employed within the county, forgoing the need to travel outside the county for work.

According to the Kentucky Center for Statistics (KYSTATS), who provides county level statistics, Madison County exports more workers than it imports, showing the possible need for increased job and industry attraction. Roughly 11,196 people are commuting outside the county for work (6,885 into Fayette County alone), while only 7,343 are traveling into the county (1,108 from Rockcastle County alone). The difference in commuters leaving the county for work, compared to entering the county for work, is likely due to Madison County's proximity to a major urban core. Lexington is the second largest city within Kentucky and can support a wider range of employment opportunities than Richmond or Berea. Analyzing commuting patterns can also inform county officials on housing demand. If a community is experiencing a large number of commuters coming into the community to work, it could be a sign that if housing development is increased, those commuters may decide to move into the county.

## Industries and Occupations

Madison County's largest industry sectors as of 2019 were educational services, healthcare and social services (29.1%), manufacturing (13.2%), and retail trade (11.4%). This closely mirrors Richmond and Berea, whose largest industries include educational services, healthcare and social services (27.6% and 35.2% respectively) and arts, entertainment, recreation, and accommodation and food services (17.4% and 12.6% respectively). The county and both city's industries are likely heavily influenced by the universities within them. The following table shows a full breakdown of Madison County's major industry sectors.

| Madison County Major Industries                                                            | 2019 Total Employment | 2019 Percentage of Population |
|--------------------------------------------------------------------------------------------|-----------------------|-------------------------------|
| Educational services, and health care and social assistance                                | 12,146                | 28.9%                         |
| Manufacturing                                                                              | 5,616                 | 13.2%                         |
| Retail trade                                                                               | 4,919                 | 11.7%                         |
| Arts, entertainment, and recreation, and accommodation and food services                   | 4,864                 | 11.4%                         |
| Professional, scientific, and management, and administrative and waste management services | 3,311                 | 7.8%                          |
| Public administration                                                                      | 2,455                 | 5.8%                          |
| Construction                                                                               | 2,283                 | 5.3%                          |
| Other services, except public administration                                               | 1,797                 | 4.2%                          |
| Transportation and warehousing, and utilities                                              | 1,780                 | 4.2%                          |
| Finance and insurance, and real estate and rental and leasing                              | 1,301                 | 3.0%                          |
| Information                                                                                | 805                   | 1.9%                          |
| Wholesale trade                                                                            | 722                   | 1.7%                          |
| Agriculture, forestry, fishing and hunting, and mining                                     | 418                   | 1.0%                          |

The county's labor force is divided into five broad groups, as seen in the table below. Madison County does not have a single occupation that dominates the workforce, and jobs are spread out fairly evenly among the five categories. Management, business, science, and arts occupations (36.4%) has the highest percentage of the workforce and is influenced by the number employed in education. The county and Richmond share very similar breakdowns of occupations, with the county having slightly more jobs in natural resources, construction, and maintenance occupations (6.9%). Berea has a higher proportion of both service occupations and natural resources, construction, and maintenance occupations when compared to the county.

| <b>Madison County Major Occupations</b>                      | <b>2019 Total Employment</b> | <b>2019 Percentage of Population</b> |
|--------------------------------------------------------------|------------------------------|--------------------------------------|
| Management, business, science, and arts occupations          | 15,538                       | 36.4%                                |
| Sales and office occupations                                 | 8,788                        | 20.6%                                |
| Service occupations                                          | 8,301                        | 19.4%                                |
| Production, transportation, and material moving occupations  | 7,119                        | 16.7%                                |
| Natural resources, construction, and maintenance occupations | 2,937                        | 6.9%                                 |

Although the county's largest industry sector is educational services, healthcare and social services, the Bureau of Labor Statistics 2019 Employment and Wages data also shows Madison County has a high concentration of primary metal manufacturing jobs. Specifically, motor vehicle metal stamping which has a location quotient of 21.4. This concentration could be an influence when county officials are making decisions for types of industries to attract, such as attracting similar industries to form an agglomeration effect that lowers costs for similar industries already located within the county.

Additionally, a new high-tech greenhouse project was being constructed within the county in 2021. AppHarvest is currently building a 60-acre greenhouse facility that is projected to add 200 to 300 new jobs upon full completion. AppHarvest is also building a 15-acre site in Berea with an additional 50 jobs. Attracting new, diverse industries to the county is a step in diversifying the county's job market and attracting and retaining young professionals interested in these fields.

## **Economic Development Next Steps.**

The cities of Richmond and Berea have been the largest drivers in attracting economic entities to the county. The rural nature of much of the unincorporated areas of the county, as well as the limitation of municipal sewers and adequate water supply, have played a major role in limiting the attraction of and diversification of viable economic entities in the unincorporated county. Much of the development outside the incorporated areas of Madison County has been focused on single-family residential and small isolated pockets of neighborhood commercial. To increase the tax base and revenue for the County to provide a high-quality of life for its residents, it is important that Madison County pursue additional opportunities for the retention, expansion, attraction and diversification of viable economic entities. In order for this to happen there are several strategies ranging from collaboration to workforce development, to tourism enhancement, and others to support these efforts.

## **Coordination, Collaboration and Building Capacity.**

To create a robust and effective economic development effort, the County must establish and fund an economic development program. This will ensure that proper resources are dedicated to actively pursuing employers to locate in the county, as well as supporting expansion efforts and retention of businesses that currently exist in the community. Resources would include staff specifically dedicated to these economic development efforts. This may also include the establishment of the County's own economic development website or landing page on the county's government website that provides information about available sites and incentives. Finally, to support the attraction of major employers to the County, the County may also need to establish an Industrial Park that provides adequate water, sewer, energy, and high-speed internet capacity as well as convenient access to rail and/or I-75.

Currently, Madison County has many resources such as the three government entities, two Chambers of Commerce, Eastern Kentucky University, and Berea College that are involved in economic development. A deliberate and continued effort should be made to link all the resources within the county and channel them in one direction, which is for the betterment of Madison County by growing a strong economic climate for employment. There is still a need for all three governments to have their economic development representatives to meet on a regular basis to assist and communicate with each other regarding the economic status of Madison County. In the future, it may make sense to combine economic growth and development efforts between the County, City of Richmond, City of Berea, EKU, Berea College, and others.

## **Workforce.**

Madison County is home to Eastern Kentucky University and Berea College. Eastern Kentucky University is an accredited university with roughly 12,000 students. It has several 2-year, 4-year, and graduate degree programs, with Aviation and Nursing being their largest educational programs. Berea College has an enrollment of roughly 1,700 students. The college was founded in 1855 and was the first interracial and coeducational college in the South and consistently ranks among the nation's leading liberal arts college. The college has 34 majors available. Having two higher-educational institutions within the county is a significant asset and assists in the ability to attract major employers the region. One of the largest challenges that the County faces is the ability to retain students locally following graduation.

## **Tourism Development.**

The abundance of historic sites and structures, arts and cultural attractions, and scenic attractions in Madison County provide a major theme for the focus of tourism development projects. From the Lexington/Bluegrass area southward to Tennessee, there are several unique qualities that can be promoted and marketed along the interstate corridor as an overall package for tourists. Berea was named among the top 25 arts destinations in the nation and provides several arts and cultural attractions. Located and in the southern portion of the County is the Pinnacles, which was named the best hike in Kentucky according to Outside Magazine. The County is also home to Fort Boonesborough State Park, which was Kentucky's second settlement, established along the Kentucky River in April of 1775 by Daniel Boone. With an abundance of attractions, the county has the opportunity to collaborate with the cities of Richmond and Berea to expand tourism in the county by supporting the development of hospitality businesses such as hotels, restaurants, tourism-related businesses, and shopping options.

## **Entrepreneurship, Small and Large Business Support.**

Small businesses are a huge asset to the local economy, and the startup of new businesses should be encouraged. The county should direct entrepreneurs to local resources that support new businesses and provide local assistance such as the Small Business Association (SBA). The SBA is a national organization that connects entrepreneurs with lenders and funding to help them plan, start, and grow their business. Each state has several regional offices and the county is fortunate to have a regional office located in Berea, Kentucky.

Other resources available to support small businesses include Community Development Block Grant funding, which is provided by federal government. The funding is available through HUD with the mission to provide decent housing and a suitable living environment by expanding economic opportunities, principally for low- and moderate-income persons. While this does not directly support small business growth, providing affordable housing can support the workforce employed by businesses within the county.

Finally, Team Kentucky, which is the State's Economic Cabinet, has multiple resources available for economic growth. It is their objective to encourage job creation, retention and business investment in Kentucky by working to attract new industries and assist existing companies to grow and expand. Team Kentucky also provides support and resources for entrepreneurs, startups and small business owners. Some of their incentive programs include:

- Kentucky Business Investment (KBI)
- Kentucky Enterprise Initiative Act (KEIA)
- Kentucky Reinvestment Act (KRA)
- Kentucky Small Business Tax Credit
- KEDFA Direct Loan/Grant
- Tax Increment Financing (TIF)
- Skills Training Investment Credit (STIC)
- Grant-In-Aid (GIA)

Other local incentives for the county include tax abatement, Kentucky Build-Ready Sites, and utilization of Opportunity Zones. Currently Madison County has three opportunity zones (census tracts: 107.01, 108, and 109.3).

## **Targeted Industries.**

Based on the county's strengths and existing employers, targeted industries for Madison County include Aviation, Auto Manufacturing support lines, Agri-tech, and Military Base Contractors. According to the 2017 Census of Agriculture, the county has 1,187 farms, which was a 3% decline from 2012. The total land area of farmland in the county also declined by 1% and includes a total of 229,824 acres with an average farm size of 194 acres. While the market value of products sold has declined in addition to government payments, farm expenses have declined and farm-related income has increased, resulting in an increased percentage of net income. Governor Beshear signed an international agreement with 16 partner organizations, including the Dutch government, AppHarvest, University of Kentucky, Morehead State University, University of Pikeville, Eastern Kentucky University and Berea College to create "America's Ag-Tech capital in Appalachia." AppHarvest built one of the largest controlled environment agriculture facilities in the world employing hundreds of people. The Governor also established an Agri-Tech Advisory Council to guide the focus on Agri-Tech in Kentucky that will create jobs and benefit the state's economy. The state also maintains a website for Kentucky Agri-Tech ([agritech.ky.gov](http://agritech.ky.gov)).

Madison County has a high concentration of primary metal manufacturing jobs, specifically, motor vehicle metal stamping which has a location quotient of 21.4. Metal stamping is a manufacturing process used to convert flat metal sheets into specific shapes. This concentration of work may be due to the proximity of the Toyota Assembly Plant in Georgetown. There is an opportunity for Madison County to continue to attract auto manufacturing support lines.

Eastern Kentucky University is home to Kentucky's only aviation program. The program has concentrations in Professional Flight, Aerospace Management, and Aerospace Technology. Graduates of the program are professionally prepared for all facets of the aerospace industry including piloting, flight instruction, aviation management, and aerospace technology. Nearly 800,000 pilots will be needed over the next 20 years. To meet that extraordinary need, Eastern Kentucky was among the nation's first FAA-approved 1,000-hour Restricted ATP institutions which provides flight students an exceptional advantage over other methods of training.

## **Blue Grass Army Depot.**

In 2019, the United States announced plans to destroy all of its chemical weapon inventory, including the stockpile at the Bluegrass Army Depot that contains 523 tons of chemical agents. Complete destruction is intended to commence by 2023, completing the BGAD's chemical mission. The current mission has created over 1,200 jobs, provided a local payroll of \$957 million and another \$178 million in spending with Kentucky Companies. The loss of this mission, without replacement, will leave a significant deficit in the local economy and tax base. The County should work with Congressional Delegation and Army Leadership to determine next steps for the Bluegrass Army Depot. This could consider a new mission that also optimizes the skill-set and targeted industries of the region.

The Depot's mission and vision epitomize its commitment and dedication to its workforce and the community by providing high quality, low cost, safe, secure, environmentally responsible products and operations in direct support to the joint war fighter. They support the joint war fighter by safely providing a full range of high-quality defense products and service at the right price, place, and time. With the location of the Blue Grass Army Depot, military base contractors that support the depot should be another targeted industry to attract to Madison County.

## **E.Housing.**

### **Goal: Provide a range of housing opportunities including affordable housing options.**

#### **Objectives.**

- Encourage the redevelopment and rehabilitation of dilapidated housing structures.
- Encourage new residential development in areas that currently provide or are planned to provide adequate transportation access and infrastructure.
- Allow a diverse range of housing types to meet housing needs such as attached single-family, multi-family, and senior housing.
- Continue to review and revise development ordinances and codes in keeping with national and state standards and trends.
- Partner with non-profit organizations in their efforts to provide affordable housing throughout the county.
- Encourage "Green Infrastructure" to in housing developments such as stormwater.

## Housing Existing Conditions.

Madison County had a total of 36,707 housing units as of 2019. The county's largest city, Richmond, includes 40.3% of the county's total housing units, while Berea includes 16.3%, and the incorporated county includes 43.4%. Madison County has a vacancy rate of 9.1% (3,348 units), which is lower than Kentucky (12.6%) and the United States (12.1%). The county has a higher vacancy rate than most of the comparison counties including Bullitt County (5.6%) and Scott County (6.6%) but is lower than Rockcastle County (16.8%). A vacancy rate is typically at 12.5%, with Madison County's vacancy rate being lower than the average. A low vacancy rate typically points to a need for more homes or housing units in the community.

Nearly half of Madison County's housing units were built between 1990 and 2010 (43.6%), with 12.0% of units within the county being built before 1960. The county has a slightly higher proportion of units built before 1940 (4.4%) than built after 2014 (4.0%).

Approximately 59.1% of occupied housing units in the county are owner-occupied. Madison County has the second lowest percentage of owner-occupied housing out of all comparison counties, only higher than Fayette County (54.4%). Bullitt County (80.3%) and Rockcastle County (76.2%) have the highest proportion of homeowners compared to renters out of all comparison communities, including the state (67.2%) and nation (64.0%). Madison County's lower percentage of owner-occupied housing could be largely contributed to students in Richmond and Berea. In Berea, 51.7% of housing units are owner-occupied, while Richmond only has 35.8% owner-occupied units. Lower owner-occupied housing can indicate potential issues such as affordability and/or the lack of homes to purchase. However, Richmond and Berea have a large student population that would lower the owner-occupied rates in the county.

| Community             | 2019 Owner-Occupied |
|-----------------------|---------------------|
| Bullitt County        | 80.3%               |
| Rockcastle County     | 76.2%               |
| Scott County          | 70.0%               |
| Clark County          | 67.4%               |
| Kentucky              | 67.2%               |
| United States         | 64.0%               |
| Franklin County       | 62.8%               |
| <b>Madison County</b> | <b>59.1%</b>        |
| Fayette County        | 54.4%               |
| Berea                 | 51.7%               |
| Richmond              | 35.8%               |

The county's lower percentage of owner-occupied housing can also be seen in the breakdown of housing types. Housing units in Madison County primarily consist of single-unit, detached structures (61.0%); this percentage is lower than all comparison counties except Fayette County (59.8%) and Rockcastle (59.0%). Fayette County has a higher amount of multi-unit housing, and Rockcastle County has more mobile homes (32.0%). The higher amount of multi-unit housing within Madison County is directly related to the higher percentage of renters within Richmond and Berea. In Richmond, single-unit detached housing makes up just 39.9% of the city's total units. The table below shows the breakdown of housing types for Madison County. The smaller percentage of single-family units, paired with low vacancy rates and low owner-occupied units points to a need for single-family homes in the county.

| Community             | 2019 Single Unit, Detached Structures |
|-----------------------|---------------------------------------|
| Bullitt County        | 79.6%                                 |
| Scott County          | 74.7%                                 |
| Clark County          | 71.8%                                 |
| Franklin County       | 67.6%                                 |
| Kentucky              | 67.3%                                 |
| Berea                 | 62.3%                                 |
| United States         | 61.6%                                 |
| <b>Madison County</b> | <b>61.0%</b>                          |
| Fayette County        | 59.8%                                 |
| Rockcastle County     | 59.0%                                 |
| Richmond              | 39.9%                                 |

| Madison County Total Housing Units by Type (2019) |       |
|---------------------------------------------------|-------|
| Single-unit, detached                             | 61.0% |
| Single-unit, attached                             | 2.0%  |
| Two units                                         | 5.5%  |
| 3 or 4 units                                      | 7.2%  |
| 5 to 9 units                                      | 8.4%  |
| 10 to 19 units                                    | 5.2%  |
| 20 or more units                                  | 2.5%  |
| Mobile home                                       | 8.2%  |

Madison County has a median home value of \$159,300, higher than Clark County (\$145,400), Rockcastle County (\$81,900), and the state (\$141,000) but lower than Fayette County (\$189,800) and Scott County (\$189,500). Although home values for Madison County are higher, the median rent (\$710) is one of the lowest of the comparison counties with only Rockcastle County (\$575) being lower.

| Community             | 2019 Median Home Value | 2019 Median Rent |
|-----------------------|------------------------|------------------|
| United States         | \$217,500              | \$1,062          |
| Fayette County        | \$189,800              | \$896            |
| Scott County          | \$189,500              | \$900            |
| Bullitt County        | \$165,500              | \$825            |
| <b>Madison County</b> | <b>\$159,300</b>       | <b>\$710</b>     |
| Richmond              | \$152,600              | \$687            |
| Clark County          | \$145,400              | \$727            |
| Franklin County       | \$142,900              | \$762            |
| Kentucky              | \$141,000              | \$763            |
| Berea                 | \$139,300              | \$715            |
| Rockcastle County     | \$81,900               | \$575            |

The county's lower owner-occupancy rates could be a result of higher home values within the county, coupled with the higher-than-average college-aged population. Low median rents, combined with moderately high median home values, may be due to a lack of single-family housing options compared to rental options within the county. These factors, on top of lower household incomes, could be preventing new families or recent graduates from wanting to make the switch from renting to home ownership. Encouraging more affordable, owner-occupied housing within the county could help families or recent graduates make the transition to homeownership without causing economic strain on the household.

## Households

Out of the 33,359 occupied housing units within Madison County, 63.5% are family households, and 28.3% live alone. The average size of households within the county is 2.64 persons for owner-occupied and 2.36 persons in renter-occupied housing. Madison County has slightly less family households when compared against most comparison counties and Kentucky (65.5%) but is higher than both Franklin County (60.0%) and Fayette County (57.6%). The family households in Madison County include predominantly married couples (47.5%), with an additional 12.0% of family households as single women and 3.9% as single men. Madison County's lower percentage of family households is likely affected by the 38.0% of single-person households in Richmond and the county's higher percentage of 20-to-24-year old's.

## Building Permits

Between January 2017 and December 2020, Madison County issued a total of 1,538 building permits. These permits include new construction such as barns, garages, mobile homes, and single-family dwellings, as well as other forms of construction such as decks, residential additions, and swimming pools. Of these issued, 624 were for single-family dwellings (SFD). These new residential units would have increased the county's population by 1,454 people if renter-occupied or 1,641 people if owner occupied.

The following table shows a comparison between total building permits and SFD permits issued by the county between January 2017 and December 2020. From 2017 to early 2020, the number of permits issued by the county remained fairly stable, while single-family decreased. However, during 2020 the number of total issued building permits increased by 16.5% while SFD permits returned to levels similar to 2017. This increase in total building permits could be directly related to the COVID-19 pandemic which limited travel for the country. Home improvement projects, such as additions, decks, or pools, increased nationally while many Americans were working from home. The table below shows issued building permits within Madison County.

| Date | Total Building Permits | Median Value | Average Value | SFD Permits | SFD Median Value | SFD Average Value |
|------|------------------------|--------------|---------------|-------------|------------------|-------------------|
| 2017 | 381                    | \$59,000     | \$104,482     | 170         | \$175,000        | \$179,562         |
| 2018 | 375                    | \$45,000     | \$100,039     | 133         | \$200,000        | \$214,677         |
| 2019 | 382                    | \$60,000     | \$103,784     | 150         | \$180,000        | \$202,009         |
| 2020 | 445                    | \$58,000     | \$105,959     | 171         | \$180,000        | \$203,162         |

## **Housing Next Steps.**

### **Housing and Land Needs**

According to the building permit data, the County issued an average of 395 building permits a year from 2017-2020, with an average of 156 of those permits being for new single-family homes. Over a 20-year planning horizon, the County should anticipate approximately 3,120 new single-family homes to be built in the County if this rate of development continues. It is assumed that the vast majority of these units will be built within the Urban Corridor, both in the northern part of the county and between Berea and Richmond. It can be difficult to predict exactly how much land area is needed to support this new residential growth due to variables, such as sewer access and land use regulations, that require a certain density. Currently, the Land Use Regulations vary in density by use, ranging from one acre to 9,000 sq. ft. per unit for single-family residential. If all 3,120 lots were developed as one acre lots, the County would need 3,120 acres for new residential development. In addition to new roadways within a subdivision, utility access/easements, open space, and/or drainage facilities. If all 3,120 were developed as 9,000 sq. ft. lots, the county would need roughly 640 acres of new residential development as well as additional land for infrastructure. The county can plan for single-family residential growth to consume roughly 640-3,120 acres over the next twenty years. This does not include projections for multi-family housing growth or needs.

In addition to single-family homes, Madison County needs a variety of housing options that vary in size, required maintenance, style, and price. Workforce housing that is affordable or meets salaries of local public service agents or entry-level jobs should be facilitated through development standard requirements in the Land Use Regulations. Allowing for smaller lot sizes for residential development that connects to sewer is one way to reduce the price of homes in the County. Furthermore, housing options for residents over the age of 65 should be encouraged, offering options that are ADA accessible, and facilities that provide assisted living options or retirement communities.

The county has supported non-profit and other organizations that focus on providing housing alternatives at a reduced cost (Habitat for Humanity, Christian Appalachian Project, etc.). This support should continue and can be facilitated by assisting these organizations in their efforts to find sites, helping with the review process, and making use of waivers and variances where possible (in keeping with the intent of the ordinances).

## **Land Use Regulations**

Following the adoption of the Madison County Comprehensive Plan, the County should update their Land Use Regulations and Subdivision Development Regulations to align with the vision of the comprehensive plan as well as simplify, streamline, and adjust the regulations to better fit the needs of the community. The current Land Use Regulations were adopted in 2013, while housing products, preferences, and demand have drastically changed. The organization of the current regulations could be updated to be more user-friendly, utilizing tables, charts, and other illustrations to better understand development standards and district requirements. Additionally, the County has several zoning districts, which could be streamlined or simplified that would make it easier to understand, encourage development in areas appropriate for development, and reduce review time from administration staff.

## **Green Infrastructure**

Green infrastructure is a cost-effective, resilient approach to managing wet weather impacts that provides many community benefits. Green infrastructure reduces and treats stormwater at its source while delivering environmental, social, and economic benefits. Stormwater runoff carries trash, bacteria, heavy metals, and other pollutants from development. Heavy flows of stormwater can also cause erosion and flooding that damage habitat or property. Green infrastructure examples that could be encouraged in Madison County include the following:

- **Downspout Disconnection:** Reroute rooftop drainage pipe from draining into the storm sewer to draining in barrels, cisterns, or permeable areas.
- **Rainwater Harvesting:** The collection and storage of rainwater for later use.
- **Rain Gardens:** Shallow, vegetated basins that collect and absorb runoff from rooftops, sidewalks, and streets. May also be known as bioretention or bio infiltration.
- **Planter Boxes & Bioswales in Parking Lots:** Urban rain gardens that collect and absorb runoff from paved areas.
- **Permeable Pavements:** Pavements that allow infiltration to treat and store rainwater when it falls.

## **F. Culture & Historic Preservation.**

**Goal: Preserve the historical, cultural, and archaeological significance.**

### **Objectives.**

- Foster an identity and culture that attracts people and businesses, and creates a sense of belonging.
- Coordinate with the County Parks & Historic Properties department for redevelopment of historic properties or new development that may impact historic sites or districts.
- Connect property owners with resources and information that will facilitate the renovation of historic structures.
- Continue to support the Madison County Historical Society and other related groups in their efforts to preserve and conserve the County's historic resources.
- Support on-going programs and seek out additional opportunities to spotlight historical sites of Richmond, Berea and Madison County both on the State and National levels.

## **Culture & Historic Preservation Existing Conditions.**

### **Culture**

Culture can be defined as the customary beliefs, social forms, and material traits of a particular society that has its own beliefs, ways of life, art, etc. Whether intentional or not, Madison County has its own culture that varies from the culture or those within neighboring counties, states, or regions. The culture of a community can form pride within the community and the perception of outsiders. It can also contribute to a better sense of belonging for newcomers to the region.

As part of the comprehensive plan, it was identified that the community should improve its perception to those who do not live in the County, to improve its ability to attract and retain businesses and residents. Efforts should also be made to improve diversity and inclusion in the culture of the community so that new residents feel welcome and have a sense of belonging that encourages them to thrive and remain within the community.

### **Madison County Historical Society**

The Madison County Historical Society (MCHS) is a non-profit organization with the mission to educate the community and visitors about the county's unique history, archeology, architecture, and cultural heritage. The MCHS board also collaborates with governmental entities, education institutions, and public/private businesses and organizations to promote, protect, and preserve Madison County's history and heritage.

The Board meets each month from February to October. This include interesting speakers and are open to the public. They also publish *Heritage Highlights* three times a year to keep members informed of historical activities and articles of historical and genealogical interest.

The Society, working in conjunction with the Kentucky Heritage Council and local government, has conducted several historic site surveys and is actively involved in the acquisition and preservation of property associated with the Battle of Richmond. In November 2001 the society acquired the 62-acre Barnett-Gibbs-Herndon Civil War farm site, located six miles south of Richmond on Kingston Highway (US 421). The Madison County Fiscal Court bought the farm from the Historical Society and established Battlefield Park in 2005. Additionally, the Society coordinates the Bluegrass Trust for Historic Preservation Plaque Program for the county, which is part of a larger effort to identify and preserve significant historical sites in Central Kentucky. The society also coordinated the Bluegrass Trust for Historic Preservation Plaque Program for the county to identify and preserve significant historical sites. They have currently identified 44 sites in the county.

## National Register of Historic Places.

There are 81 properties in Madison County that are listed on the National Register of Historic Places. The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. This is a national program to coordinate and support public and private efforts to identify, evaluate, and protect the country's historic and archaeological resources. Two of these properties are National Historic Landmarks. The following properties are listed on the National Register for Madison County. The National Parks Service also provides preservation benefits and incentives for historic properties.

| National Register of Historic Places in Madison County                     |                    |              |
|----------------------------------------------------------------------------|--------------------|--------------|
| Name on the Register                                                       | Date Listed        | Location     |
| Archeological Site 15 (Adena Mound)                                        | August 18, 1980    | Round Hill   |
| Archeological Site No. 15MA25                                              | April 28, 1983     | Bighill      |
| Arlington                                                                  | October 13, 1983   | Richmond     |
| Battle of Richmond Historic Areas                                          | August 22, 1996    | Richmond     |
| Berea College Forest                                                       | November 4, 2003   | Berea        |
| Berea College Square Commercial Historic District                          | December 9, 2020   | Berea        |
| Berea Downtown Commercial & Residential Historic District                  | December 10, 2020  | Berea        |
| Blair Park                                                                 | October 13, 1983   | Richmond     |
| Blythewood                                                                 | February 8, 1989   | Richmond     |
| Bogie Circle                                                               | March 28, 1983     | Ruthton      |
| Bogie Houses and Mill Site                                                 | August 13, 1976    | Richmond     |
| Boone Tavern Hotel                                                         | January 11, 1996   | Berea        |
| Judge Daniel Breck House                                                   | November 7, 1976   | Richmond     |
| Bronston Place                                                             | October 13, 1983   | Richmond     |
| Burnamwood                                                                 | January 3, 1984    | Richmond     |
| Campbell House                                                             | February 8, 1989   | Paint Lick   |
| Cane Springs Primitive Baptist Church                                      | December 22, 1978  | College Hill |
| Chenault House                                                             | February 8, 1989   | Richmond     |
| Churchill Weavers                                                          | January 8, 2014    | Berea        |
| Brutus and Pattie Field Clay House                                         | June 13, 1990      | Richmond     |
| Whitney Cobb House                                                         | February 8, 1989   | Richmond     |
| Cornelison Mound                                                           | February 12, 1998  | Ruthton      |
| Cornelison Pottery                                                         | July 24, 1978      | Bybee        |
| Covington House                                                            | February 8, 1989   | Richmond     |
| Coy Site Complex                                                           | February 12, 1998  | Richmond     |
| Downtown Richmond Historic District                                        | September 30, 1976 | Richmond     |
| Dozier-Guess House                                                         | May 1, 1989        | Richmond     |
| Duncannon                                                                  | September 17, 1980 | Richmond     |
| Eastern Kentucky University Historic District                              | January 3, 1984    | Richmond     |
| Elk Garden                                                                 | February 8, 1989   | Kirksville   |
| Elmwood                                                                    | August 6, 2012     | Richmond     |
| Farmers Bank of Kirksville                                                 | June 13, 1990      | Kirksville   |
| Fort Boonesborough Townsite Historic District (National Historic Landmark) | April 14, 1994     | Richmond     |
| Griggs House                                                               | February 8, 1989   | Waco         |
| Hagan House                                                                | February 8, 1989   | Richmond     |
| Hakins-Stone-Hagan-Curtis House                                            | February 8, 1989   | Kirksville   |
| Nathan Hawkins House                                                       | June 23, 1983      | Kirksville   |
| William Holloway House                                                     | October 13, 1983   | Richmond     |
| Homelands                                                                  | February 8, 1989   | Richmond     |
| Irvinton                                                                   | May 6, 1975        | Richmond     |

# National Register of Historic Places in Madison County Continued

| Name on the Register                              | Date Listed        | Location       |
|---------------------------------------------------|--------------------|----------------|
| Meritt Jones Tavern                               | April 2, 1973      | Bigill         |
| Karr House                                        | February 8, 1989   | Richmond       |
| Kellogg and Company Warehouse                     | August 2, 2017     | Richmond       |
| Kirksville Christian Church                       | February 8, 1989   | Kirksville     |
| Lincoln Hall (National Historic Landmark)         | December 2, 1974   | Berea          |
| Louisville and Nashville Railroad Passenger Depot | August 22, 1975    | Berea          |
| Madison County Courthouse                         | May 12, 1975       | Richmond       |
| Mason House                                       | February 8, 1989   | Richmond       |
| William M. Miller Farm                            | January 4, 2001    | Richmond       |
| William M. Miller House                           | July 16, 1979      | Richmond       |
| Moberly House                                     | February 8, 1989   | Moberly        |
| John Moberly House                                | June 23, 1983      | Moberly        |
| Morrison House                                    | February 8, 1989   | Kirksville     |
| Mt. Pleasant                                      | October 13, 1963   | Richmond       |
| Mt. Pleasant Christian Church                     | February 8, 1989   | Richmond       |
| Mt. Zion Christian Church                         | February 8, 1989   | Richmond       |
| Stephen Murphy House                              | June 23, 1983      | Little Hickman |
| Isaac Newland House                               | June 23, 1983      | Richmond       |
| Noland Mound                                      | January 27, 1983   | Richmond       |
| Old Central University                            | June 19, 1973      | Richmond       |
| Richmond Armory                                   | March 24, 2000     | Richmond       |
| Richmond Cemetery                                 | October 13, 1983   | Richmond       |
| Robbins Mound                                     | February 12, 1998  | Ruthton        |
| Rolling Meadows                                   | February 8, 1989   | Round Hill     |
| Shearer Stone                                     | June 13, 1990      | Richmond       |
| Simmons House                                     | February 8, 1989   | Richmond       |
| Stephenson House                                  | February 8, 1989   | Round Hill     |
| Tate Building                                     | September 13, 2006 | Berea          |
| Tates Creek Baptist Church                        | February 8, 1989   | Richmond       |
| Taylor House (Baldwin)                            | February 8, 1989   | Baldwin        |
| Taylor House (Richmond)                           | October 13, 1983   | Richmond       |
| Tevis House                                       | February 8, 1989   | Richmond       |
| Turner House                                      | February 8, 1989   | Richmond       |
| Turner-Fitzpatrick House                          | February 8, 1989   | Richmond       |
| Squire Turner House                               | October 13, 1983   | Richmond       |
| Union Bus Station                                 | April 10, 2007     | Richmond       |
| Viney Fork Baptist Church                         | February 8, 1989   | Speedwell      |
| Walker House                                      | October 13, 1983   | Richmond       |
| William Walker House                              | February 8, 1989   | Richmond       |
| West Richmond Historic District                   | January 12, 1984   | Richmond       |
| Whitehall                                         | March 11, 1971     | Richmond       |

## **Culture & Historic Preservation Next Steps.**

### **Identification & Preservation of Historic Properties**

Historic properties contribute to the community's identity and serve as a historic resource of the County. Efforts to identify and preserve historic sites, districts, and structures should be supported or encouraged as much as possible or feasible. For private owners, Secretary of Interior provides guidelines for property owners who are struggling with how to properly preserve historic property in a manner consistent with the design of the architectural style or time period. These guidelines are accessible through the National Park Service website. Additionally, considerations can be found below for decision-makers to identify historically significant properties and considerations for rehabilitation or redevelopment of these properties.

The Madison County Historical Society manages the Bluegrass Trust for Historic Preservation Plaque Program which is a method for identifying historic properties. As historic properties are preserved, additional plaques should be installed.

The Kentucky Heritage Council is a state organization that provides several resources for preservation and rehabilitation. Currently they offer a rehabilitation tax credit to serve as financial incentives to encourage private investment of historic buildings. This is a partnership between the Kentucky Department of Revenue and the Federal Historic Rehabilitation Tax Credit. The Federal Historic Rehabilitation Tax Credit program has leverage nearly \$100 billion in private investment nationally through 44,000 projects since 1975. In 2018, Kentucky ranked 12<sup>th</sup> nationally in utilization of the federal credit, with 27 successfully completed projects generating an investment of roughly \$57 million. The Kentucky tax credit can be utilized in tandem with the national tax credit, strengthening the use and effectiveness of both programs.

### **Development Review Process**

It is important that our historic resources be protected and preserved in the Planning Commission's development review process. All subdivision plats and developments should be reviewed by the Development Review Team for impacts to any historic sites and/or structures. This could be accomplished by the appointment of a Historic Preservation Council (similar to Richmond's Architectural Review Board) with representatives from Richmond, Berea and Madison County to serve as members of that council.

There are five main areas of consideration that should be used to guide the Historic Preservation Council as the Development Review Team and the Planning Commission review applications:

- **Historic Considerations:**

- Is the site/structure associated with the life or activities of a major historic person?
- Is it associated with a major group or organization in the history of the nation, state or local community?
- Is it associated with a major event, whether cultural, economic, social, political or military?
- Is the site/structure associated with a major recurring event in local history?

- **Architectural Considerations:**

- Is the site/structure one of the few of its age/type remaining in the county?
- Is it a unique example of one of the few remaining examples in the county of a particular architectural style or period?
- Is the site/structure the work of a nationally or regionally famous architect?
- Is it a notable work of a major architect or master builder?
- Is it an architectural curiosity or a picturesque work of a particular artistic merit?
- Does it have evidence of original materials/workmanship, which can be valued in them?
- Has the integrity of the original design been retained or has it been altered? And if altered, to what degree?

- **Setting Considerations:**

- Is the site/structure general visible to the public?
- Is it or could it be an important element in the character of the county?
- Is the building or structure on its original site?
- Is its present setting (yards, fences, walls, trees, out buildings, etc.) appropriate?
- Are the structures and site subject to the encroachment of detrimental influence?

- **Use Considerations:**

- Is the building/structure threatened with demolition?
- Can it be retained in its original or its present use?
- Does it have sufficient educational value to warrant use as a historic site or museum?
- Is it adaptable to productive reuse?
- Are the building (s) and site accessible, served by utilities, capable of providing parking spaces, covered by fire and police protection, etc., so they can be feasibly adapted to contemporary use?

- **Cost Considerations:**

- Is preservation, rehabilitation or restoration of the structure economically feasible?
- Is continued maintenance after preservation, rehabilitation or restoration economically feasible?

## **G. Natural Environment.**

**Goal: Maintain a high level of scenic and environmental quality in the County.**

### **Objectives.**

- Encourage the preservation of natural vegetation as new development occurs when appropriate.
- Ensure proper stormwater drainage facilities are installed for new development.
- Maintain best practices for development in and along the existing floodplain in Madison County.
- Properly buffer and protect environmentally sensitive areas from new development.
- Support the use of renewable energy and electric vehicle charging stations in new or existing development.

## **Natural Environment Existing Conditions.**

Madison County lies at the junction of two of Kentucky's primary physiographic regions: the Bluegrass, and the Eastern Kentucky Coalfield. Its transitional position as a physical region is closely related to its cultural diversity. On a smaller scale, the Bluegrass is comprised of the Inner Bluegrass, the Outer Bluegrass, the Hills of the Bluegrass, and the "Knobs." Madison County lies largely outside of the inner or "true" Bluegrass in the other three sub-regions. The extreme southeastern corner of the county lies within the Mountains of Appalachia.

### **Geology and Mineral Resources**

Madison County is underlain by sedimentary rock strata formed near the end of the Paleozoic Era. At the close of the Paleozoic, uplifting took place in a northeast-southwest direction along the Cincinnati Arch. The most recently deposited material (on top) was eroded away, leaving older Ordovician rocks exposed at the surface. In Madison County, rock formations of the Upper Ordovician predominate (oldest rock in the county); give way to Silurian, Devonian, and Mississippian material (younger) from the northwest to southeast.

The uplifting of the Cincinnati Arch was accompanied by faulting (fracturing of the surface). A number of these faults occurred in the Madison County area, the largest of which is the Kentucky River Fault Zone, traversing the county in an east-west direction. Other faults are located to the north and west of the City of Richmond. An earthquake interrupted the relatively stable geologic situation in the county in the summer of 1980, which measured 5.2 on the Richter Scale and caused minor damage.

The Kentucky River Palisades form the northern boundary of Madison County. Here the meandering Kentucky River cut deeply into the landscape during the Pleistocene Epoch. However, bedrock on the south bank was more resistant to erosion, leading to the formation of high cliffs overlooking the river some 330 to 400 feet below. The limestone material of the Palisades contains a great diversity of well-preserved marine fossils of the Ordovician Age. There are few places in North America that better illustrate this period of geologic history and structure (Martin, et al, 1979). Special attention must be paid when any proposed development would disrupt these Kentucky River Palisades.

High quality clays of the Tertiary Age are found in the Waco-Bybee area. The Bybee Pottery firm has utilized these local deposits for more than 100 years. Additional clay deposits are found near Berea.

A belt of Devonian black shale extends across the southern part of the county.

### **Water Resources**

The major surface water feature in Madison County is the Kentucky River. It flows from the southeast toward the west, making up a large part of Madison County's boundary and empties into the Ohio River at Carrollton. The Kentucky River serves as the water supply for the City of Richmond, as well as some 40 other communities along its path. The river is subject to periodic flooding as exemplified by several floods from the 1950's through the 1970's. It is also the recipient of considerable upstream and local pollution, both point and no-point source.

Within the county, there are five tributary streams that comprise the major watersheds: Silver Creek, Otter Creek, Muddy Creek, Paint Lick Creek, and Tates Creek. Several of these watersheds are experiencing rapid development and an increase in associated drainage problems and localized short-term flooding.

Groundwater is water below the surface indicated by the presence of the water table. This body of water generally flows in a pattern following the surface features down to ponds, lakes, rivers, etc. where it intersects with the surface water. The county's groundwater supply is not of sufficient quantity and quality to meet the demands of urban development.

## **Natural Environment Next Steps.**

### **Watershed & Floodplain Management**

The county's Subdivision Regulations includes storm water and sediment control regulations which aim at controlling the runoff of water and subsequent sedimentation and siltation problems. Proper drainage facilities, as required by the county's regulations, should continue to be reviewed, inspected, and monitored, especially in environmentally sensitive areas. The Silver Creek Watershed, which includes a substantial portion of the two cities and much of the area in the corridor between the cities is undergoing development, may need additional review regarding the impact of new development. A study of the Silver Creek Watershed would serve as a benchmark for a follow-up study in the future to show the effectiveness of water management programs.

Additionally, floodplain management is a growing concern to prevent and reduce the risk of flooding, resulting in a more resilient community. Floodplain management is carried out through zoning, flood plain ordinances, building codes, enforcement, and education. The Federal Emergency Management Agency (FEMA) has minimum floodplain management standards for communities who participate in the National Flood Insurance Program (NFIP). Additional educational efforts may be needed to support floodplain management that the county currently manages.

### **Preservation/Conservation of Green Space**

As a prominent agriculture, rural, and scenic community, growth and development can be a threat to the natural environment. As mentioned in the Land Use and Development chapter, new growth should be focused in the Urban Corridor near existing development and proper utilities. Areas outside of the boundary should be preserved as much as possible or include very low-density development. As development occurs, natural vegetation that currently exists on a site prior to construction or development should be preserved as much as possible. Retaining natural vegetation should be encouraged or even incentivized to maintain a high-quality aesthetic value and preserve natural habitats as feasible. Furthermore, environmentally sensitive areas such as wetlands, floodplains, and existing waterbodies should be protected from the harmful impacts of development as much as possible. This can be achieved through proper buffering from development, minimum setbacks, prohibiting nearby outdoor storage, or limiting nearby industrial or intensive development.

The following recommendations can provide alternatives for conserving and preserving green or open space in the future:

- Designate an area between Richmond and Berea as a green buffer, both along US 25 (in conjunction with its designation as a Transportation Corridor) and along Silver Creek and its tributaries.
- Establish a green space buffer in the northern part of the county to separate development taking place between Richmond and the county. The headwaters of Otter Creek can provide a sufficient framework for this buffer.
- Designate green buffers, minimum of 200 feet in width, for special areas, such as the Central Kentucky Wildlife Management Area, Whitehall State Shrine, Fort Boonesboro State Park, and Lake Wil-green, and similar areas included in the Future Land Use Plan. Additional sites may be designated for these buffers as future historic and cultural resources are identified (Richmond Battlefield Park, etc.).
- Protect the Daniel Boone National Forest in the southeast corner of the county.
- Protect the Knobs in the southern part of the county.

- Establish conservation easements where a landowner reaches a legal agreement with a governmental agency or private conservation organization, such as a land trust, to prohibit or limit development on the land and thereby provide for long-term legal protection for the natural or historic values of the property. The easements may be given in perpetuity or for a specific time and may be purchased or donated.
- Establish land trusts by a private non-profit organization that will protect the natural or cultural resources of an area through conservation easements, land acquisition, education and awareness programs, or other approaches.
- Establish land banking in which the local government or a non-profit agency obtains and holds land for conservation purposes, thereby protecting open space on a temporary basis, and finally reselling it for a desirable use.
- Create Agricultural Districts upon the request of property owners. This program provides for a landowner or group of landowners of at least 250 contiguous acres of land to be protected from annexation or unwanted development.
- Enforce the Right to Farm based on KRS 413.072 which protects a farmer from nuisance lawsuits and local ordinances that might hinder normal farming operations.
- Transfer of Development Rights (TDR) which is the removal of the right to develop or build from land in one zoning district to land in another district where such transfer is permitted. This concept is used to preserve open space and farmland and to direct development to suitable areas. TDR allows a property owner to sell or exchange the development rights associated with that property to another in return for compensation.
- Develop new parks and recreation areas as proposed in the County Parks and Recreation Plan.
- Encourage subdivisions that develop along ridge lines to designate the steep slopes around the perimeter of the subdivisions as natural areas to be preserved in an undeveloped state except for nature trails, etc.
- Protect the view shed from the Kentucky River and palisades by considering them a special area to be protected and preserved against development.

The county should also evaluate the need for additional "Special Areas," such as historical sites, watersheds and or significant view shed areas, to be protected.

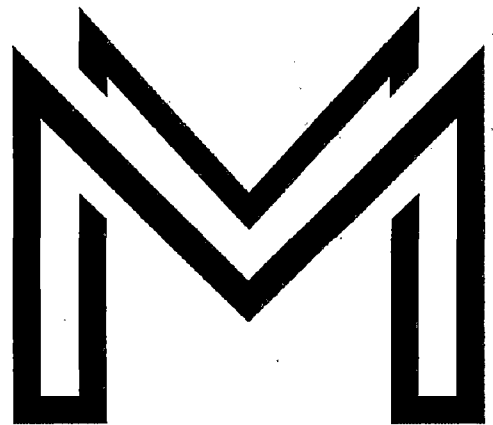
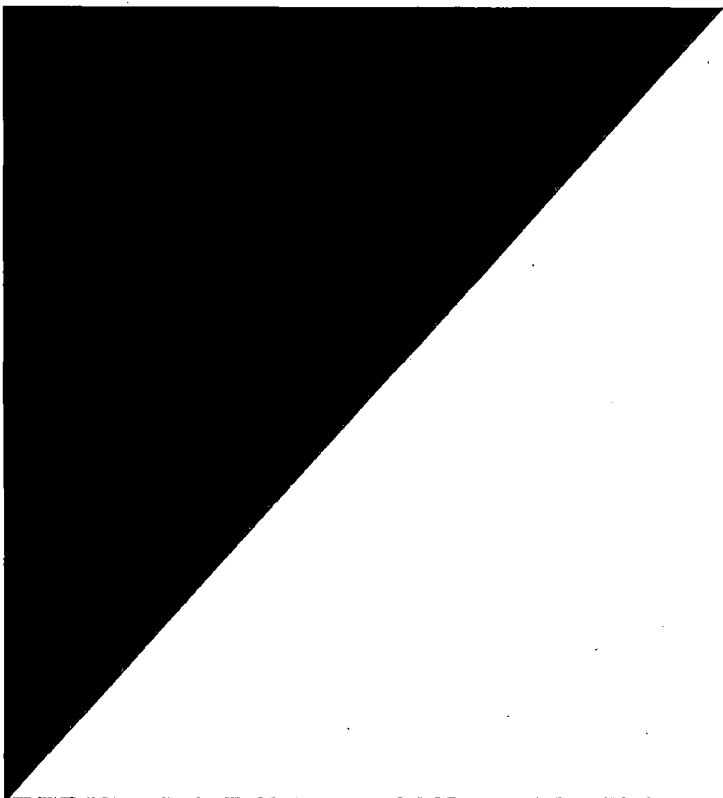
## **Renewable Energy**

In addition to encouraging the use of renewable energy in private development, the county may also consider incentivizing, encouraging, or even developing their own vehicular charging stations. Vehicle charging stations can be an attractor for tourists who need to "re-charge" during long trips or provide a convenience to regional residents. These stations could be located at private businesses or could be located in public locations such the county parks or other public facilities.

**SECTION**

**3**

**IMPLEMENTATION PLAN**



**MADISON COUNTY COMPREHENSIVE PLAN**

# CHAPTER 3: IMPLEMENTATION PLAN

## A. Introduction.

This section outlines how Madison County should implement the various objectives outlined in the plan. The implementation plan includes various action steps to be completed, potential partners, action step tables, and the various tools, resources, and funding that can be utilized for the implementation of this plan. While the completion of the Madison County Comprehensive Plan is the first step in achieving the overarching vision, it only marks the beginning of the planning horizon. Furthermore, this plan should be reviewed annually for progress and should be updated every five years.

## B. Document Review & Plan Maintenance.

Once the plan has been adopted, it is necessary to update it to reflect changing conditions. KRS 100.197 requires the planning commission to review and revise the comprehensive plan at least once every five years. If the statement of goals and objectives is to be revised, then both the planning commission and fiscal court shall adopt these amendments. It is desirable that the plan be viewed as a dynamic document that should be subject to continuing review and/or revision as needed, since significant changes can occur within a five-year period.

## C. Potential Partners.

This section calls for coordinated efforts and collaboration from local leadership, public, non-profit, and private organizations. It also calls for these groups to effectively identify and remove barriers to increase success throughout the life of the plan. A foundation of strong partnerships throughout the County increases the County's overall capacity to successfully implement this plan. Ultimately, this plan should not be viewed solely as a plan implemented by Madison County Government but by a combination of local, regional, and state-wide partners. The following list of partners is not intended to be an exhaustive list of potential partners but as a starting point to identify potential collaborators for implementation.

| Potential Public Partners                                                                                    |                                                                                                                             |
|--------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------|
| Madison County Government<br>City of Richmond<br>City of Berea<br>State of Kentucky<br>KYTC<br>Team Kentucky | DNR/FEMA<br>Madison County School District<br>Fire, Police, EMS<br>Madison County Health Department<br>Bluegrass Army Depot |
| Potential Private Partners                                                                                   |                                                                                                                             |
| Eastern Kentucky University (EKU)<br>Berea College<br>Local Businesses/Industries<br>Lending Institutions    | Property Owners<br>Developers<br>Utility Providers                                                                          |
| Potential Other Local Partners                                                                               |                                                                                                                             |
| Kentucky River Foothills<br>Berea Chamber of Commerce<br>Richmond Chamber of Commerce                        | Faith-based Organizations<br>Local Service Organizations<br>Madison County Historical Society                               |

## D. Action Step Tables.

The following tables organize and prioritize action steps based on committee, staff, and public input. The timeline organizes all action steps identified in this plan into the following four categories:

- Ongoing, to be completed each year
- High Priority, to be completed in the first 5 years (2022-2026)
- Moderate Priority, to be completed in 5-10 years (2027-2031)
- Low Priority, to be completed in 10-20 years (2032-2041)

Over time, action steps may be accelerated or extended based on external influences such as funding availability, community support, the economy, or a shift in social preferences. It is intended that adjustments will be made to the priorities over the life of this plan and that the priorities should remain flexible to account for any unforeseen circumstances that occur.

**Table A: Land Use Implementation Strategies**

**Objectives**

| Goal: Actively support planning & land use management as a high priority. |                                                                                                                                                                                                                                                             | Ongoing | High | Moderate | Low | Next Steps                                                                                                                                                                                                                                                |
|---------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|------|----------|-----|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.                                                                        | Update the existing Land Use Regulations and evaluate them on a regular basis to better facilitate the ever-changing needs of the County.                                                                                                                   |         | X    |          |     | a. Hire a consultant to aid in updating and revising the current Land Use Regulations.<br>b. Identify current deficiencies, inconsistencies, and case law changes that should be reflected in the ordinance update.                                       |
| 2.                                                                        | Establish regular communication between Richmond, Berea, and Madison County to review potential development and Zone Change requests in areas where more than one of the jurisdictional boundaries join or are directly affected by a proposed development. | X       |      |          |     | c. Schedule monthly meetings with planning directors From Richmond and Berea to coordinate any potential zone change requests that may impact facilities in the County.                                                                                   |
| 3.                                                                        | Encourage the preservation of agricultural land and business.                                                                                                                                                                                               | X       |      |          |     | d. Revise the Urban Corridor Boundary to align with the Future Land Use Plan.                                                                                                                                                                             |
| 4.                                                                        | Minimize potential land use conflicts when locating new development.                                                                                                                                                                                        | X       |      |          |     | e. Review and strengthen landscaping and bufferyard requirements in the Land Use Regulations to consider the protection of nuisance suits against agricultural and industrial properties.                                                                 |
| 5.                                                                        | Encourage in-fill and new development near existing developed areas.                                                                                                                                                                                        | X       |      |          |     | f. Incorporate a review for compliance with the Future Land Use Plan and Location Criteria into development reviews and zoning changes.                                                                                                                   |
| 6.                                                                        | Focus urban development and density near Richmond, Berea, and the Urban Corridor.                                                                                                                                                                           | X       |      |          |     |                                                                                                                                                                                                                                                           |
| 7.                                                                        | Identify corridors in the county that should be protected as scenic corridors where the aesthetic and scenic value is recognized and significant to preserve.                                                                                               |         |      |          | X   | g. Map scenic corridors in Madison County to be preserved.<br>h. Consider including overlay districts within the Land Use Regulations for Scenic Corridors.                                                                                               |
| 8.                                                                        | Improve compliance with local land use regulations through additional enforcement support.                                                                                                                                                                  | X       |      |          |     | i. Consider an online reporting system that improves the ability to capture and collect property complaints.<br>j. If necessary, consider hiring part-time staff or full-time staff that may include responsibilities dedicated to inspecting violations. |

**Table B: Transportation Implementation Strategies**

**Objectives**

| Goal: Improve and maintain a Transportation system that increases access and will allow people and goods to move effectively. |                                                                                                                                                           | Ongoing | High | Moderate | Low | Next Steps                                                                                                                                                                                                                                             |
|-------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|---------|------|----------|-----|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.                                                                                                                            | Develop a county-wide throughfare/road plan that specifies all proposed improvements, prioritizes them and identifies potential funding sources for each. |         | X    |          |     | a. Consider the additional capacity and improvements of all future roadway and other related infrastructure projects to the county's capital improvement plan.                                                                                         |
| 2.                                                                                                                            | Continuously seek improvements on State and Federal highways included in the state's long range and six-year plan as appropriate.                         | X       |      |          |     | b. Continue to support the funding of completing the connector road linking Madison and Garrard Counties.<br>c. Continue to work with KYTC and other state agencies to ensure the county's needs for future transportation projects are accounted for. |
| 3.                                                                                                                            | Continue to support Kentucky River Foothills to provide public transit services in Madison County.                                                        |         |      |          | X   | d. Work with Kentucky River Foothills to expand the public transportation services available in order to reach more residents within the county.                                                                                                       |
| 4.                                                                                                                            | Collaborate with Richmond and Berea to improve interconnectivity and regional connectivity.                                                               | X       |      |          |     | e. Maintain partnerships with each city and identify future transportation projects which will have imminent or regional impacts for Madison County residents.                                                                                         |
| 5.                                                                                                                            | Continue to support the Airport Board in its efforts to make improvements at the Madison County Airport.                                                  |         |      | X        |     | f. Work with the airport board to assess the airport's needs and improvements adjacent to the airport as development continues to occur along new highway expansions to the west of I-75.                                                              |
| 6.                                                                                                                            | Create a bike and pedestrian plan in collaboration with Richmond and Berea to link current and future trails and paths and provide interconnectivity.     |         | X    |          |     | g. Collaborate with bicycle-based organizations, such as Madison County Greenways, and each city to develop a bike and pedestrian plan which highlights all current and future routes within the community.                                            |
| 7.                                                                                                                            | Minimize potential transportation conflicts as new development expands into the county.                                                                   | X       |      |          |     | h. Work with each city to outline agreement for annexation of roads when adjacent land is annexed.<br>i. Evaluate access standards for developments that access county roads.                                                                          |

**Table C: Public Facilities Implementation Strategies**

| Goal: Provide Adequate community facilities and services that will meet basic needs and improve quality of life. |                                                                                                                                              | Ongoing | High | Moderate | Low | Next Steps                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|---------|------|----------|-----|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                  |                                                                                                                                              |         |      |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| 1.                                                                                                               | Encourage the installation of infrastructure that will secure affordable high-speed internet and cellular communication services.            |         | X    |          |     | <ul style="list-style-type: none"> <li>a. Examine alternatives for providing improved cable television and internet services to all residents and areas of Madison County.</li> <li>b. Work with local providers to improve and/or expand cellular communication coverage to eliminate dead zones throughout the County.</li> <li>c. Consider the adoption of a Dig-Once-Policy to help improve fiber infrastructure.</li> </ul>                                     |
| 2.                                                                                                               | Improve and expand the presence of county government on digital platforms.                                                                   |         | X    |          |     | <ul style="list-style-type: none"> <li>d. Encourage transparency and communication of current news and provide frequent communication through social media and website for all government decisions.</li> <li>e. Continue to consolidate and offer services to residents in one physical location as well as online (one stop shop).</li> </ul>                                                                                                                      |
| 3.                                                                                                               | Implement sanitary sewer improvement projects identified in the Northern Madison County Sanitation District Regional Facilities Plan.        |         | X    |          |     | <ul style="list-style-type: none"> <li>f. Allow the extension of municipal type sewage disposal and water services throughout the Urban and Rural Corridors.</li> <li>g. Continue efforts to expand municipal sewer and water facilities in North Madison County.</li> <li>h. Continually review, maintain, and update the Northern Madison County Sanitation District Regional Facilities Plan as projects are completed or new projects are identified.</li> </ul> |
| 4.                                                                                                               | Implement water improvement projects identified in the Capital Improvements Plan.                                                            |         | X    |          |     | <ul style="list-style-type: none"> <li>i. Continue to maintain water and sewer service lines and capacity to support existing customers and future growth.</li> <li>j. Update the county's Capital Improvements Plan every five years or as needed.</li> </ul>                                                                                                                                                                                                       |
| 5.                                                                                                               | Continue to update and support the recommendations of the County's Master Parks Plan.                                                        |         |      | X        |     | <ul style="list-style-type: none"> <li>k. Identify updates needed to the current Master Parks Plan as new residential and recreational developments occur.</li> <li>l. Encourage the development of private recreational facilities that promote historic and recreational tourism within the county.</li> </ul>                                                                                                                                                     |
| 6.                                                                                                               | Identify future gaps in county services (EMS, fire, police, recycling, etc.) and support their expansion as new growth occurs in the county. |         |      | X        |     | <ul style="list-style-type: none"> <li>m. Continue to maintain and improve emergency services and response times (relocation/new fire station, CSEPP).</li> <li>n. Continue to support household recycling services.</li> </ul>                                                                                                                                                                                                                                      |
| 7.                                                                                                               | Monitor the development of commercial alternative energy sources to maintain the aesthetic quality and property values of the county.        |         |      |          | X   | <ul style="list-style-type: none"> <li>o. Work with local providers and industries to improve and/or expand use of renewable/green energy source.</li> </ul>                                                                                                                                                                                                                                                                                                         |
| 8.                                                                                                               | Continue to expand GIS capabilities to collect and maintain a database of existing infrastructure, land use, and property information.       | X       |      |          |     | <ul style="list-style-type: none"> <li>p. Identify gaps in current county GIS databases and determine appropriate solutions to fill those gaps.</li> </ul>                                                                                                                                                                                                                                                                                                           |

Objectives

Table D: Economic Development Implementation Strategies

| Objectives | Goal: Support the retention, expansion, attraction, and diversification of business entities to support the local economy.                                                                                                                                                                            |      |          |     | Next Steps                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|----------|-----|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|            | Ongoing                                                                                                                                                                                                                                                                                               | High | Moderate | Low |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|            | 1. Continue to support and collaborate with the Cities of Richmond and Berea in their economic development initiatives.                                                                                                                                                                               | X    |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|            | 2. Collaborate with Madison County Schools, ECU, Berea College, Richmond and Berea Chambers of Commerce, Richmond and Berea, Commerce Lexington, Team Kentucky, and all other interested agencies in programs that would help to strengthen the training and education pipeline for local industries. | X    |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|            | 3. Collaborate with Richmond, Berea, ECU Athletics and other tourism partners to increase tourism and destinations throughout the County.                                                                                                                                                             | X    |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|            | 4. Encourage the attraction and development of businesses and venues that support the hospitality and tourism industry.                                                                                                                                                                               |      |          | X   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|            | 5. Increase the County's capacity to support economic development initiatives.                                                                                                                                                                                                                        |      | X        |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|            | 6. Connect local business and entrepreneurs to state and local incentives, grants, and resources.                                                                                                                                                                                                     | X    |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|            | 7. Develop local incentives for targeted industries such as infrastructure support, Build-Ready Sites, or tax abatement.                                                                                                                                                                              |      | X        |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|            | 8. Work with the Congressional Delegation and Army Leadership to determine next steps for the Bluegrass Army Depot.                                                                                                                                                                                   |      | X        |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|            |                                                                                                                                                                                                                                                                                                       |      |          |     | a. Set up regular coordination calls with Richmond and Berea to discuss and coordinate economic development efforts.<br>b. Develop quarterly communication call with educational and economic institutions in the County to identify and connect business training and skills needs with those offered and provided at local schools.<br>c. Coordinate festivals, attractions or other events occurring throughout the county, such as sporting events, to increase tourism.<br>d. Revise regulations to allow hotels, tourism-related businesses, restaurants and shopping centers to be located near tourism attractions or other destinations within the county if there is proper access and utilities available.<br>e. Establish and fund an Economic Development Program.<br>f. Create a website or landing page for economic development on the County's website.<br>g. Hire staff dedicated to attracting, retaining, and supporting businesses throughout Madison County.<br>h. Consider creating an Industrial Park within Madison County's jurisdiction.<br>i. Utilize and publicize resources available from SBA, Team Kentucky, and GDBG.<br>j. Targeted industries which can support existing industries within the county, such as Agri-tech, automobile manufacturing, or military contracts.<br>k. Utilize opportunity zones.<br>l. Advocate for a strategy or strategic plan for the Blue Grass Army Depot reuse.<br>m. Define mission sectors that fit the county's economic sectors and work with state/federal legislation to get a new mission approved. |

**Table E: Housing Implementation Strategies**

| Objectives | Goal: Provide a range of housing opportunities including affordable housing options.                                                                  |         |      |          | Next Steps                                                                                                                                                           |
|------------|-------------------------------------------------------------------------------------------------------------------------------------------------------|---------|------|----------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|            |                                                                                                                                                       | Ongoing | High | Moderate |                                                                                                                                                                      |
|            |                                                                                                                                                       |         |      | Low      |                                                                                                                                                                      |
|            | 1. Encourage the redevelopment and rehabilitation of dilapidated housing structures.                                                                  |         |      | X        |                                                                                                                                                                      |
|            | 2. Encourage new residential development in areas that currently provide or are planned to provide adequate transportation access and infrastructure. |         | X    |          |                                                                                                                                                                      |
|            | 3. Allow a diverse range of housing types to meet housing needs such as attached single-family, multi-family, and senior housing.                     |         |      | X        |                                                                                                                                                                      |
|            | 4. Continue to review and revise development ordinances and codes in keeping with national and state standards and trends.                            |         | X    |          |                                                                                                                                                                      |
|            | 5. Partner with non-profit organizations in their efforts to provide affordable housing throughout the county.                                        | X       |      |          | c. Work with Habitat for Humanity and others to facilitate a streamlined development review process.                                                                 |
|            | 6. Encourage "Green Infrastructure" to in housing developments such as stormwater.                                                                    | X       |      |          | d. Connect property owners with resources that provide construction of green infrastructure.<br>e. Incentivize green infrastructure within the land use regulations. |

| Table F: Cultural & Historic Implementation Strategies                |                                                                                                                                                                            |         |      |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-----------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|------|----------|-----|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Goal: Preserve historical, cultural, and archaeological significance. |                                                                                                                                                                            | Ongoing | High | Moderate | Low | Next Steps                                                                                                                                                                                                                                                                                                                                                                                                                        |
| 1.                                                                    | Foster an identity and culture that attracts people and businesses, and creates a sense of belonging.                                                                      |         |      | X        |     | a. Develop a public relations campaign for the County to attract residents.                                                                                                                                                                                                                                                                                                                                                       |
| 2.                                                                    | Coordinate with the County Parks & Historic Properties department for redevelopment of historic properties or new development that may impact historic sites or districts. |         |      |          | X   | b. Establish guidelines for new development that occurs adjacent to historic properties, within a historic district, or involves a historic property.<br>c. Publicize the Kentucky and Federal Historic Rehabilitation Tax Credits and Guide for Restoring Historic Properties.<br>d. Encourage property owners to receive recognition through the Madison County Historical Society or the National Register of Historic Places. |
| 3.                                                                    | Connect property owners with resources and information that will facilitate the renovation of historic structures.                                                         | X       |      |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| 4.                                                                    | Continue to support the Madison County Historical Society and other related groups in their efforts to preserve and conserve the County's historic resources.              | X       |      |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| 5.                                                                    | Support on-going programs and seek out additional opportunities to spotlight historical sites of Richmond, Berea and Madison County both on the State and National levels. | X       |      |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                   |

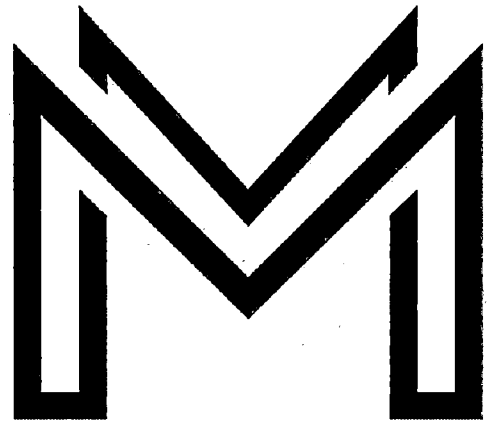
**Table G: Natural Environmental Implementation Strategies**

|                   |                                                                                                               | Ongoing | High | Moderate | Low | Next Steps                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|-------------------|---------------------------------------------------------------------------------------------------------------|---------|------|----------|-----|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Objectives</b> | Goal: Maintain a high level of scenic and environmental quality in the County.                                |         |      |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|                   | 1. Encourage the preservation of natural vegetation as new development occurs when appropriate.               | X       |      |          |     | a. Review and revise the Land Use Regulations to include: <ul style="list-style-type: none"> <li>• Incentives for preserving natural vegetation;</li> <li>• Additional setbacks or buffer requirements when adjacent to floodplains or environmentally sensitive areas;</li> <li>• Regulations for floodplains and floodways that comply with state and federal guidance; and</li> <li>• Appropriate stormwater control measures for new development.</li> </ul> |
|                   | 2. Ensure proper stormwater drainage facilities are installed for new development.                            | X       |      |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|                   | 3. Maintain best practices for development in and along the existing floodplain in Madison County.            | X       |      |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|                   | 4. Properly buffer and protect environmentally sensitive areas from new development.                          | X       |      |          |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|                   | 5. Support the use of renewable energy and electric vehicle charging stations in new or existing development. |         |      | X        |     | b. Provide parking incentives if vehicular charging stations are included in new development.<br>c. Install electric vehicle charging stations at County Parks.                                                                                                                                                                                                                                                                                                  |

**SECTION**

**4**

**APPENDICES**



**MADISON COUNTY COMPREHENSIVE PLAN**

# SECTION 4: APPENDICES

## A. PUBLIC INPUT SUMMARY

### Steering Committee Meetings

#### Madison County Steering Committee Meeting #1 – Meeting Summary

The Steering Committee met for the first time on Wednesday, February 3, 2021 from 11:00 am – 1:00 pm. The meeting was held virtually for safety reasons due to the ongoing COVID-19 pandemic. Twelve members of the steering committee and six members of the consultant team were present during this meeting; two members of the steering committee were absent. The agenda for this meeting included introductions, explanation of roles, an overview of what planning is and the planning process, highlights of key demographics, and identification of key issues and visioning through exercises. The following provide a summary of the key issues discussed during the meeting.

- The current Mission Statement of the Madison County Comprehensive Plan should be more concise. At the time of the plan's writing Madison County was one of the fastest growing counties in the State and it should be verified if that is still true. The statement should be focused on ALL citizens in the county and language regarding past sentiments may need to be removed.
- Madison County's **greatest assets** are its prime location within the United States and Region, its natural beauty and its historic assets, historically sound business community, as well as key amenities such as healthcare, arts, and education.
- **Major challenges related to transportation** in Madison County include:
  - Traffic congestion especially near EKU, the bypass, US25 (from Berea to Richmond) and US 52
  - Access from US 25 to Duncannon Lane is a major access point for economic development
  - Lack of public transportation county-wide this is needed to support the workforce
  - Loss of funding (fuel tax) due to the reduced cost of gasoline
  - Berea Bypass is needed for economic development and emergency access
  - Continued maintenance of roads and need for new roads
- **Major economic challenges** include lack of infrastructure, labor shortages, lack of skilled workforce or vocational training options, commercial building availability or commercial property that is rent-ready, drug abuse and effective rehab programs are not available for those struggling with addiction, and there is need for more affordable housing in the county to attract workers.
- Sewer access, water access, funding, access to and availability of high-speed internet that is affordable, centralized emergency services, water pressure for enough fire suppression, and rehabilitation services were identified as **major challenges to public facilities, services and utilities**. As it relates specifically to the drug epidemic, it was noted that while all other counties have reduced the number of overdoses in Kentucky, Madison County continues to increase that number.
- **Housing challenges** are mostly related to affordability and options available on the market. High land prices, cost of building materials, and the lack of infrastructure and the condition of current roadways and utility infrastructure also contribute to this issue. Entry level homes are too expensive and other more dense or low maintenance options such as retirement communities, multi-family options, or other senior living that would be attractive to both seniors and young professionals early in their career are very limited.

- Challenges related to Historic Preservation in Madison County are related to high cost and continued maintenance of existing historic properties as well as the issue of code enforcement. From a public perspective there should be more coordination and communication between historical sites and assets that they already have should be better promoted.
- The committee also briefly indicated issues such as litter and pollution as challenges for the natural environment in Madison County. They also discussed the need for more green space but it would be difficult to find funding to build and maintain those properties.
- Finally, the committee discussed common **issues and challenges related to Land Use and Development**. Those included:
  - Cooperation between boards and bodies and multiple governments
  - Need for more commercial buildings and industrial parks
  - Agricultural areas are disappearing
  - Enforcement of regulations and a need to improve the existing regulations
  - Price of land and existing infrastructure that is available to support development
  - Potential density near more developed areas or right outside of the Cities would be accepted, however, there is a desire to preserve the look and feel of a rural development

## Madison County Steering Committee Meeting #2 – Meeting Summary

The Steering Committee met on Wednesday, February 24, 2021 from 5:00 pm – 7:00 pm for the second time. Like the first meeting, this meeting was held virtually for safety reasons due to the ongoing COVID-19 pandemic. Thirteen members of the steering committee and six members of the consultant team were present during this meeting; and one member of the steering committee was absent.

The agenda included a brief recap on the project process, an overview and discussion of survey responses that had been collected so far, discussion of the updated vision statement and goals, as well as discussion of two plan elements and objectives related to land use and transportation. The following summarizes the discussion during the meeting.

- The committee agreed that the new vision statement was much clearer and more concise. The committee suggested adding the word “diverse” within it.
- The committee decided that the revised goals should be realistic or something they see the County actively able to pursue. They suggested:
  - Removing the word “diversified” from the transportation goal.
  - Revising the Housing goal to remove the suggestion that housing for all people would be provided by the County.
  - Providing more clarity to the environmental goal and consider planning for infrastructure that supports solar energy, energy efficient homes, and electric vehicles.
  - Revising the language related to if the County would have ownership in the goal or objective or would be supporting or collaborating with other partners.
- The committee discussed the Land Use and Development Plan elements such as:
  - Break a part an existing objective that included too much information, one objective should focus on infill and the other should focus on development in the urban corridor and rural corridors.
  - Include an objective related to minimizing land use conflicts.
  - Future growth should be maximized in the urban corridor, rural corridors, Northern Madison, Waco/East Rural Corridor, and between Richmond and Berea.
  - The Urban Corridor boundary may need to be revised based on existing water and sewer service areas.
- The committee also discussed the Transportation elements such as:
  - 52 Connector to Garrad County is a priority.
  - Jessamine County connector is not a priority.
  - Remove Berea Bypass since this project is underway.
  - They currently have a 35 years turnaround for resurfacing based on their income and the number of miles they have in the County. High priority areas typically receive improvements and a lot of the more rural areas are neglected based on needs in the more urban areas of the County.

## Madison County Steering Committee Meeting #3 – Meeting Summary

The Steering Committee met on Wednesday, April 28, 2021 from 5:00 pm – 7:00 pm for the second time. This meeting was held in-person at the Joint Information Center.

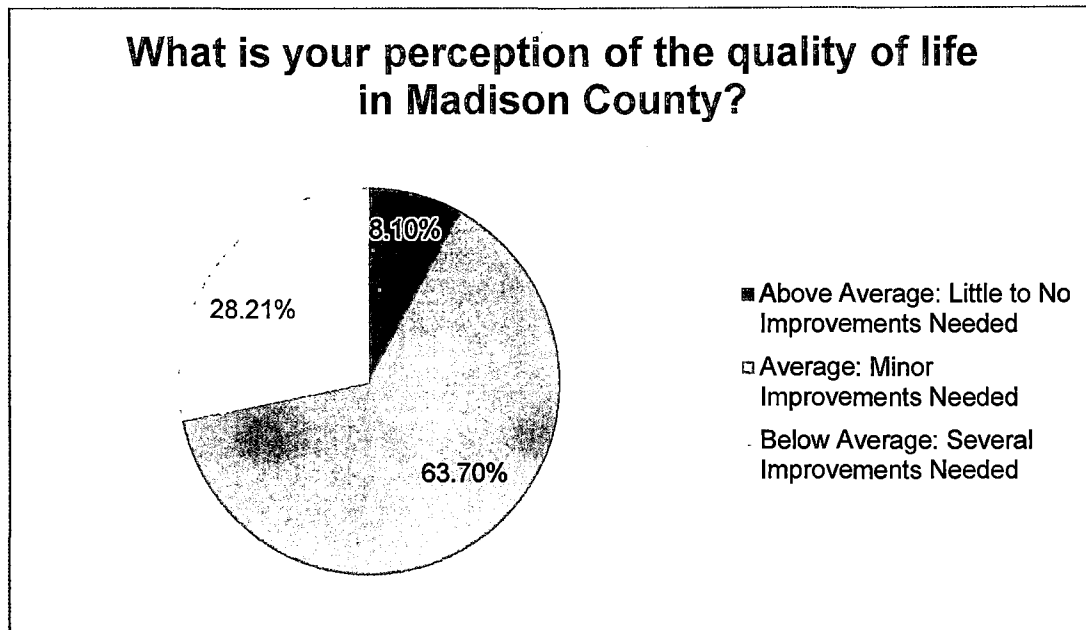
The agenda included a brief recap on the project process and discussion of objectives related to public facilities and services, economic development, housing, historic preservation and the natural environment. The following summarizes the discussion during the meeting. Nine member of the steering committee and five members of the consulting team were present.

- The committee began the discussion with the plan element, Public Facilities and Services. Comments recorded included the following:
  - The County should continue to improve customer service by working towards the consolidation of services in one physical location as well as integrating as many services as possible online.
  - Water infrastructure improvements should have a bigger emphasis in the objectives and identify future planning projects.
  - Since the County recently disbanded their recycling pilot project due to the cost, instead of “expanding” recycling services, the objective should be to “support” recycling services.
  - Objectives related to relocating an existing fire station and establishing an additional volunteer fire station from the previous comprehensive plan were identified as relevant, however, they were decided to be action steps and replaced with an overarching objective related to emergency services.
  - Another suggestion was made to include an action step related to the loss of CSEPP funding that currently supports their 911 center, several employees, sirens and other emergency services when the Army Depot closes.
  - It was also pointed out that the County is one of 10 counties in the entire state that provides a paid Fire Department.
- Economic Development was also discussed at length. The group decided the following.
  - Related to strengthening the education pipeline the group discussed the parties that should be involved. They included Madison County Schools, the Cities, Berea College, EKU, and the Richmond and Berea Chambers of Commerce.
  - EKU Sports was mentioned as a huge potential for tourism and something that should be leveraged, in addition to the need for hotels and venue spaces to support tournaments, athletics, and other events.
  - The County should increase capacity for economic development such as hiring additional staff focused on economic development, creating an industrial park, and creating a centralized group that focuses on economic development (county & cities).
- The group discussed Housing objectives and made the following changes.
  - The county currently maintains an inventory of dilapidated and abandoned housing, however, the objective related to this could be revised to focus on the rehabilitation and redevelopment of dilapidated housing structures.
  - The group wanted to broaden green infrastructure as it relates to housing.
  - The objective related to low-cost housing was suggested to be a strong statement adjusting the wording from “support” to “partner with” and adjust “low-cost housing” to “housing.”
- There were no suggestions made related to Historic Preservation.

- Regarding the Natural Environment the following comments were recorded.
  - The use of renewable energy and electric vehicle charging stations was discussed at length, if the County wanted to encourage this type of development or let the market determine their existence. Ultimately it was decided to remain as an objective and instead of “encouraging” these types of facilities to “support” them.

## Survey #1

The first online survey was launched in January of 2021 and was open until May of 2021. The County mailed 200 hard copies to a random sample of Madison County residents. In total, the County collected 746 surveys. The following is a summary of the results collected.



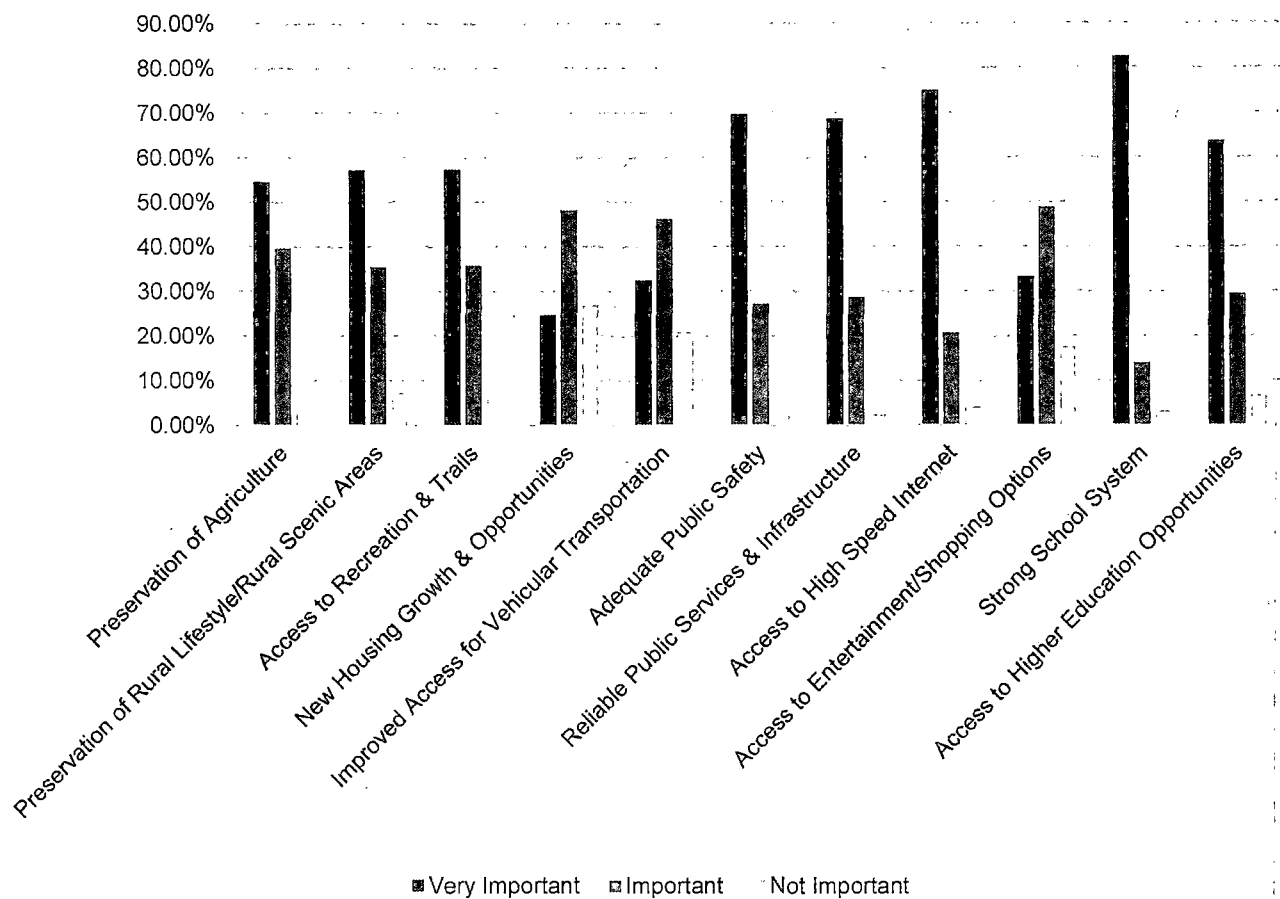
### Please list the top 1-3 strengths of Madison County.

- Location
- Access to I-75
- Small-Town Feel
- Rural/Scenic/Agriculture Atmosphere
- Friendly Atmosphere
- Parks
- Police/Safety
- Local Businesses

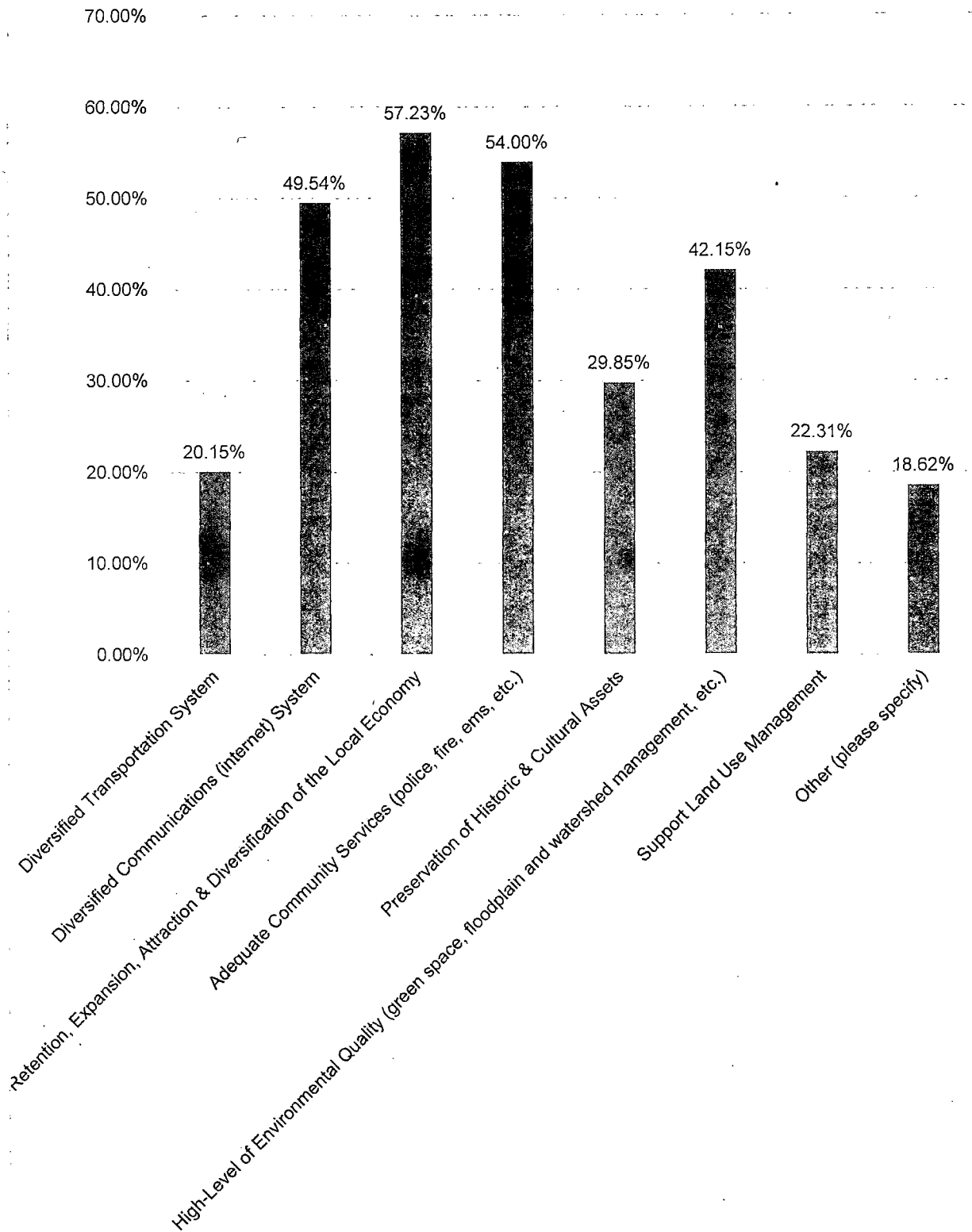
### Please list the largest challenges for Madison County.

- Internet Service
- Zoning Enforcement
- Preservation of Agricultural Land
- Drugs
- Budget/Funding
- Poverty
- Job Opportunities
- Jail
- Traffic/Roadway Conditions

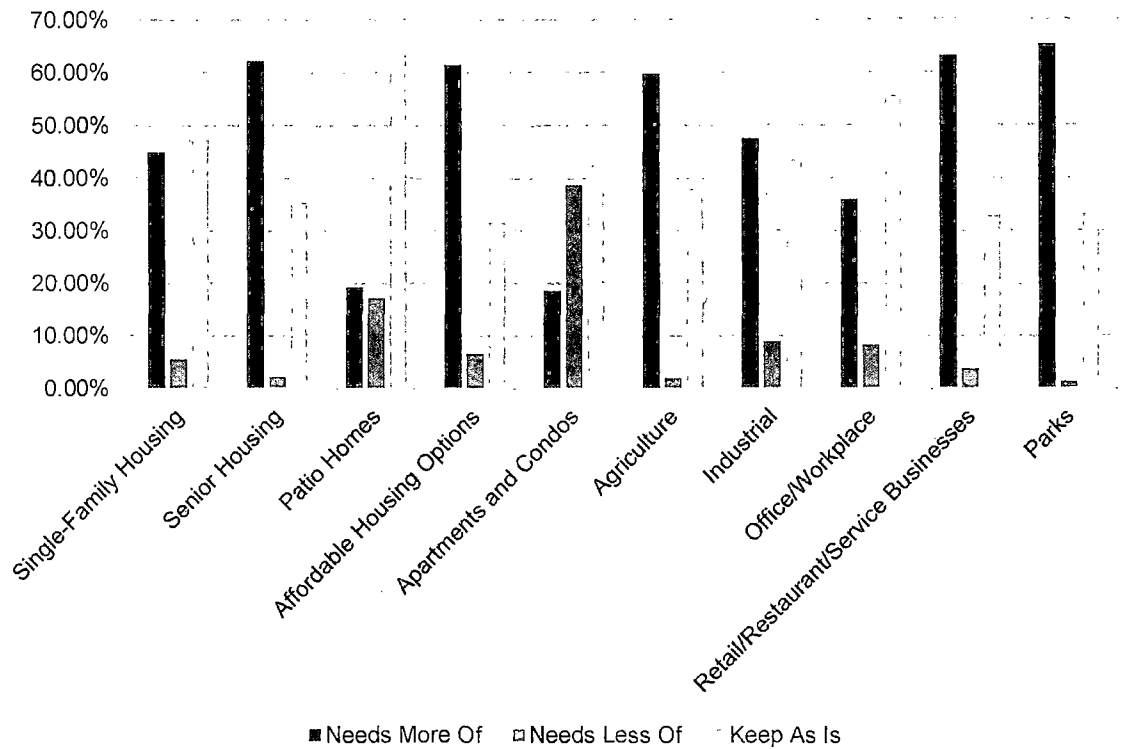
**For the following list, identify whether the topic is very important, important, or not important to your quality of life in Madison County?**



# Over the next ten years, which of the following are the highest priorities for Madison County?



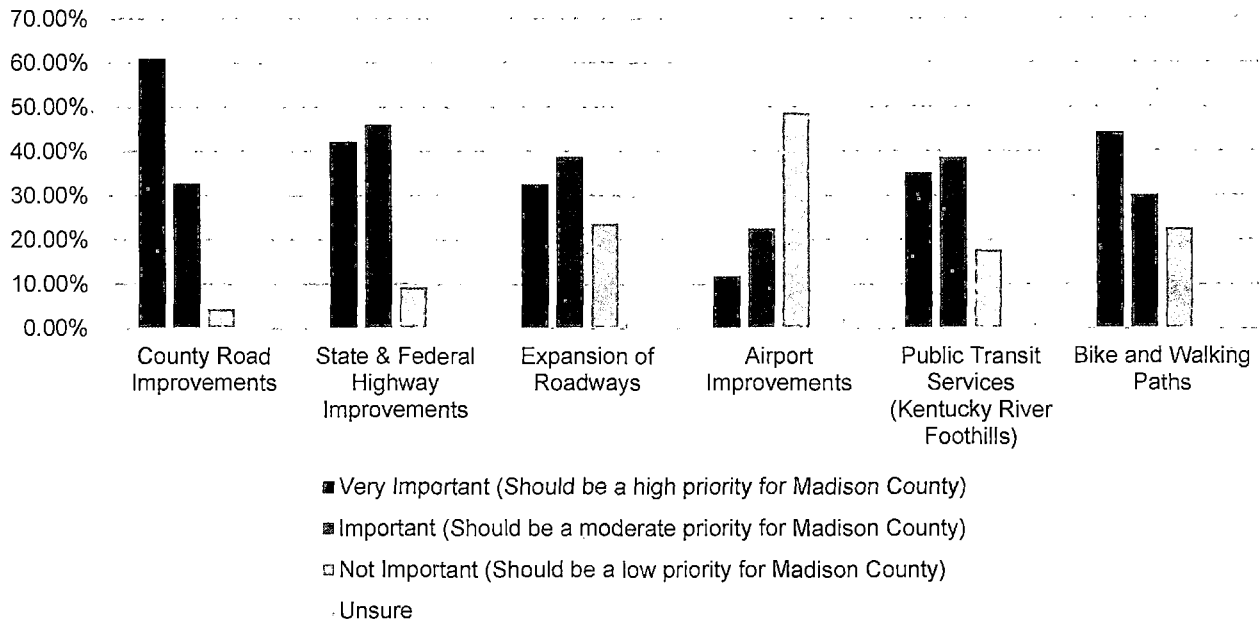
## What type of development does Madison County need more of or less of?



### List any specific comments related to development in Madison County.

- More Small Businesses/Local Businesses
- More Industrial/High Paying Jobs
- Preservation of Agricultural Areas
- More Density/Development vs. Less Subdivision Development
- Need for Affordable Development
- Need for Senior Housing Options

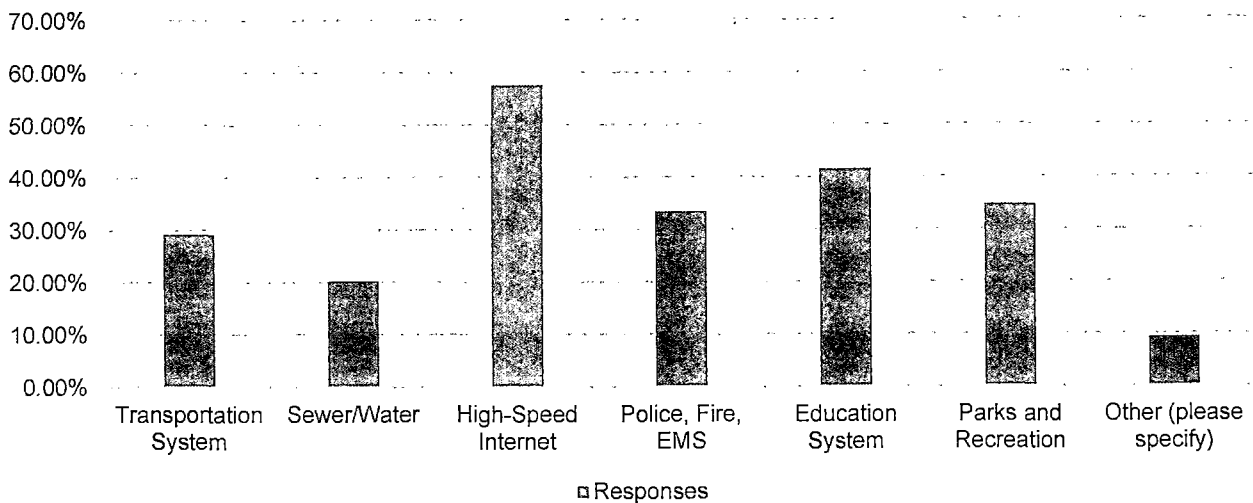
**Rate the following transportation improvements  
that you believe are very important, important, or  
not important for Madison County.**



**List any specific comments related to Transportation in Madison County.**

- Improve current conditions of roadways
- Improve high traffic areas
- US 25 & US 421 Improvements
- Need for Public Transit/Transportation
- Need for Sidewalks/Trails
- Airport Improvements Needed vs. Not Important

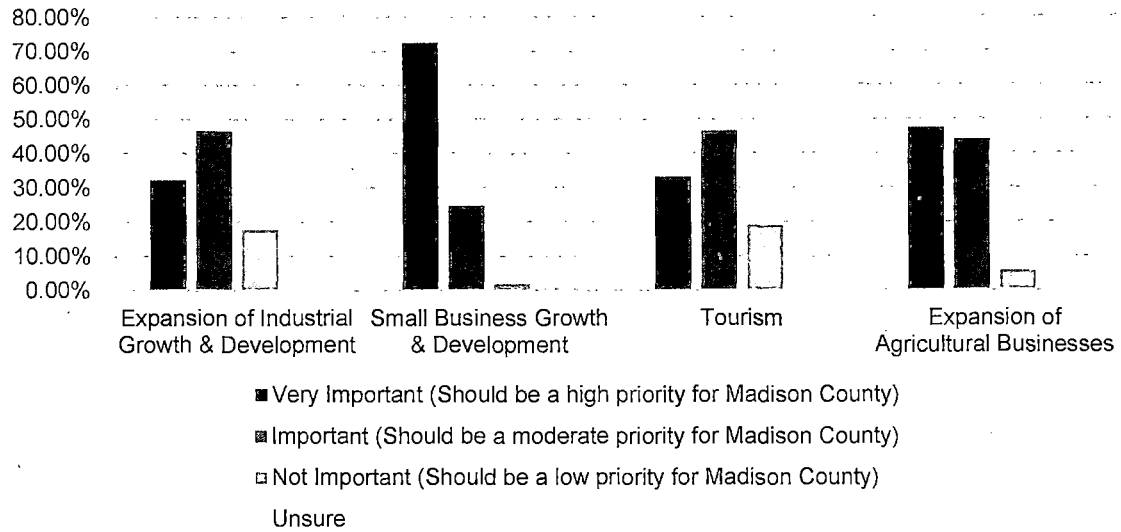
**Regarding community services and infrastructure,  
what needs to be improved the most?**



**List any specific comments related to Community Services in Madison County.**

- High-speed internet needed throughout the County
- Expansion of sewer services & capacity
- Pay/service response times for Police/Fire/EMS
- New Jail
- Improved local school system
- Better relationship with universities/colleges

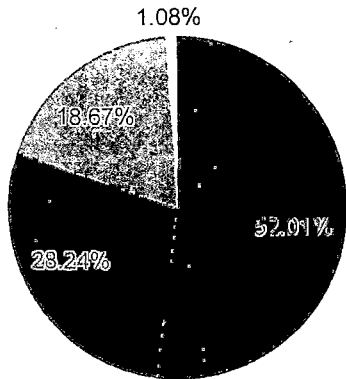
**Rate the following economic strategies that you believe are very important, important, or not important for Madison County.**



**Tell us your BIG IDEA for Madison County's future.**

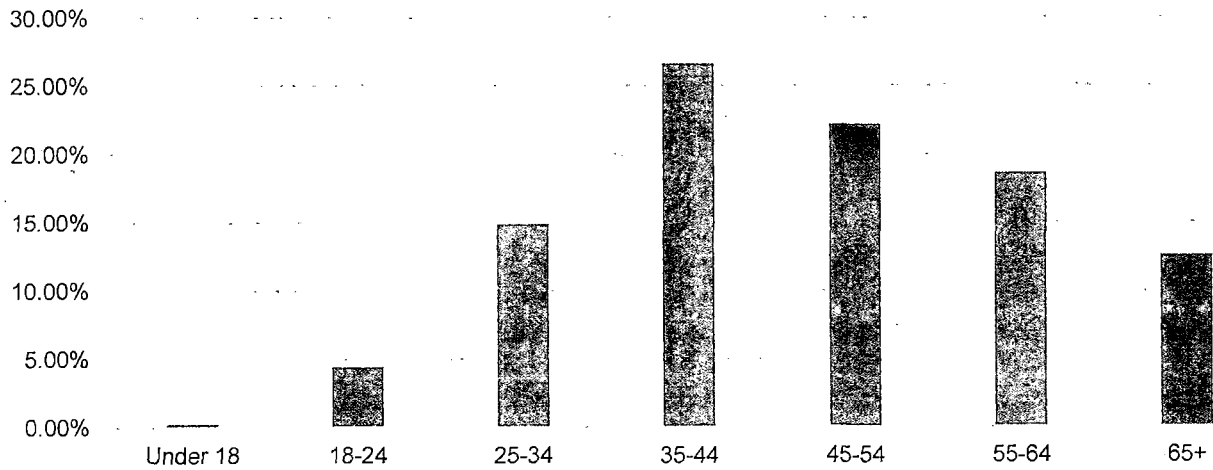
- Entertainment & recreation options for ALL ages
- Rehabilitation Center
- Redevelopment of vacant properties
- Uses/development that support tourism
- Small business support/incentives
- Allow county alcohol sales

## Where do you live?

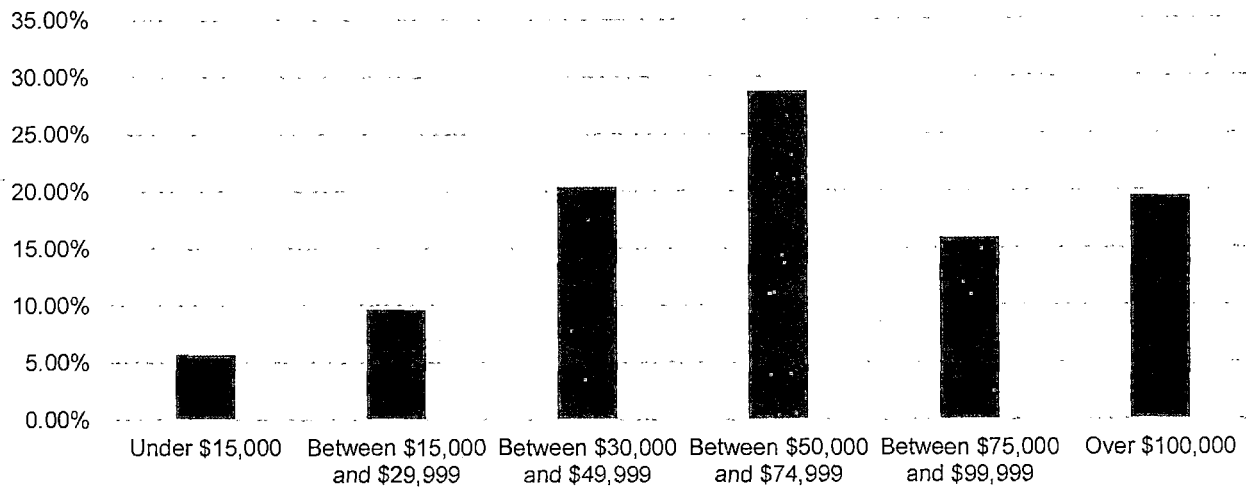


- Outside City Limits of Richmond or Berea in Madison County
- City of Richmond
- City of Berea
- Other (please specify)

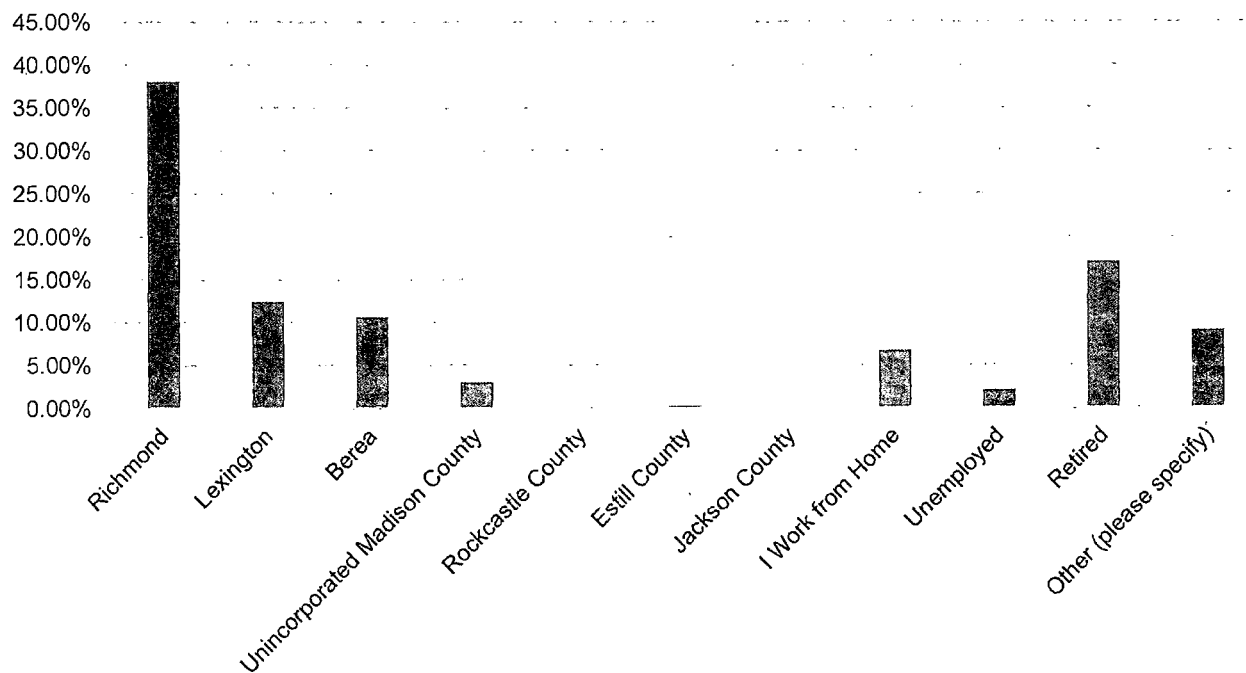
## What is your age?



## What is your annual income?



## Where do you work?



## **Public Open House & Survey #2**

A public open house was held on May 20, 2021 from 5:00-7:00 pm at the Agricultura Extension office. Approximately 17 people attended the meeting in-person and a second online survey was released shortly after to gather additional input from those unable to attend.

Although 17 people attended the meeting, only three of those people were not part of the steering committee. Due to this, there was a lack of feedback on the presented objectives and action strategies available for viewing. The second online survey was created in order to reach back out to the public and ask for feedback regarding those objectives and action strategies. There was no disagreement on any of the presented material at the public meeting.



[MADISON COUNTY COMPREHENSIVE PLAN]