

**STANTON, KENTUCKY**  
**COMPREHENSIVE PLAN UPDATE - 2013**

*PREPARED FOR*

STANTON PLANNING COMMISSION

*PREPARED BY*

STANTON BOARD OF ADJUSTMENTS

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# CHAPTER I: INTRODUCTION

## COMPREHENSIVE PLAN

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

- **Comprehensive**—covering all geographic parts of a community and all activities that affect physical development,
- **General**—summarizing policies and proposals, rather than attempting to eliminate future change, and
- **Long Range**—presenting a vision for the future of the community. While a plan can address short-term issues and problems, its main function is to look beyond current conditions to an idealized future for the area.

This plan is designed as a tool to be used by all decision makers, both public and private. It reflects the expressed desires of the community, serves as a guide to making decisions (i.e. requests for zone changes and capital improvements) and outlines governmental strategies that can be employed to accomplish the various components of this plan.

In order to be effective, a Comprehensive Plan must be evaluated at least every five years to insure that it still guides the community in the most appropriate direction. This plan is the result of the Stanton Planning Commission making the decision to re-evaluate and update the *Stanton Comprehensive Plan*, enabling Stanton to continue to legally participate in the planning and zoning process. It will be imperative to periodically review, revise, and update to ensure its continued relevance to the community.

## LEGAL FRAMEWORK

The Kentucky Revised Statutes, Chapter 100 (otherwise known as KRS 100) provides the enabling legislation for planning and plan implementation (zoning ordinances, subdivision regulations, official maps, and capital improvement programming) to local governments. Several parts of KRS 100 are related to the preparation and use of comprehensive plans. These include

**100.183 Comprehensive Plan Required**—This section requires each planning commission to prepare a plan “which shall serve as a guide for public and private actions and decisions to assure the development of public and private property in the most appropriate relationships.”

**100.187 Contents of Comprehensive Plan**—The required components of the Plan are a statement of goals and objectives, land use plan, transportation plan, and a community facilities plan. Other topics, like historic and natural resources, may also be included.

**100.191 Research Requirements for Comprehensive Plan**—This section sets forth the basic research that must be done during the preparation of the plan. Three categories of research are needed: population, economic survey and analysis, and adequacy of allocated land uses and existing facilities for future community needs.

**100.193 Statement of Objectives**—A planning commission must prepare and adopt the statement of goals and objectives to act as a guide for preparing the rest of the plan. In addition, this section also directs a commission to present this statement for consideration, amendment, and adoption by the legislative body within its area of jurisdiction.

**100.197 Adoption and Amendment**—This section outlines the processes for the adoption and amendment of the plan. It specifically states that the plan elements must be reviewed and amended, if necessary, at least once every five years.

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

## **THE PLANNING PROCESS**

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

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

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

The first two steps in the process, identification of community needs and the data analysis are detailed in Chapter II of this plan. The remaining chapters cover the other components of the planning process. Chapter III details existing land use. Chapter IV presents the goals and objectives as recommended by the Stanton Planning Commission and adopted by the Stanton City Council.

Chapter V presents planning recommendations for land use, transportation and community facilities. These recommendations take the form of both text and a map. The final chapter presents governmental strategies for further implementing development components.

## CHAPTER II: BASE STUDY

### POPULATION

In order to have a thorough understanding of a community, an examination of the population structure, distribution, and growth must be performed. The structure, or age and sex composition, of a given population may indicate the type of demand that will be placed upon the community’s facilities and services. The population’s distribution points out where and what type of community services and facilities are needed. Once these structural and spatial characteristics and needs are identified, a temporal, or growth assessment must be conducted. By looking at the rate of growth in view of the two aforementioned characteristics, and on an individual basis, one can note past and projected population trends. These projections are the basis for planning for the future land use needs of a community.

Although estimating the number of future people is a necessity, the results are never totally accurate, except by chance; the further into the future one predicts, the greater the chance of inaccuracy. One is quite fortunate if a five, ten, or twenty year prediction is in error less than ten percent of the actual population.

This uncertainty, however, is not justification for Stanton to forego planning. The uncertainty emphasizes the need to consider planning as an ongoing, dynamic process that requires constant attention to readjust community plans in accordance with unforeseen happenings. For this plan, the population will be addressed according to past population trends, population background, and population projections. Analysis of the population information will provide direction for the development of the master land use plan for the City of Stanton.

### Past Population Trends

The earliest population figures available for Stanton are from 1920, when the City numbered 311 persons. Ninety years later, the number of persons had grown to 2733, as shown in Table 1 and Figure 1. The growth rate was most significant between 1960 and 1970, when Stanton’s population grew from 753 to 2,037 persons. The significant 171% increase in total population can primarily be attributed to the completion of the Mountain Parkway, annexation, and substantial residential development.

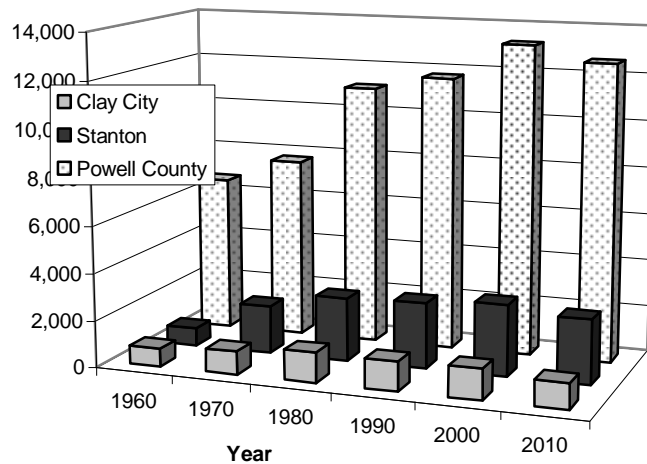
**Table 1: Population Trends 1920-2010**

Population trends						
Year	Stanton	% change	Clay City	% change	Powell County	% change
1920	311				6,745	
1930	423	36.0%			5,800	-14.0%
1940	625	47.8%			7,671	32.3%
1950	635	1.6%			6,812	-11.2%
1960	753	18.6%	764		6,674	-2.0%
1970	2,037	170.5%	983	28.7%	7,704	15.4%
1980	2,691	32.1%	1,276	29.8%	11,101	44.1%
1990	2,795	3.9%	1,258	-1.4%	11,686	5.3%
2000	3,029	8.4%	1,303	3.6%	13,237	13.3%
2010	2,733	-9.8%	1,077	-17.3%	12,613	-4.7%

U.S. Census Bureau. *Census of Population*. 1920-2010

During the decades prior to and following the population surge between 1960 and 1970, Stanton also experienced a constant and progressive growth in population averaging 23.4%. In comparison, the growth trend for Powell County as fluctuated to a much greater degree, with a population decrease recorded in three of the century's decades.

**Figure 1: Population Growth 1960-2010**



	1960	1970	1980	1990	2000	2010
Clay City	764	983	1,276	1,258	1,303	1,077
Stanton	753	2,037	2,691	2,795	3,029	2,733
Powell County	6,674	7,704	11,101	11,686	13,237	12,613

**\*\*The 2000 population figure, 3,029, is the highest population achieved to date.**

## **Population Background**

Stanton experienced constant and consistent growth from 1920 to 2000, but decreased in overall population from 2000-2010. The usefulness of this information rests on two assumptions. First, Stanton exists for the needs of its residents and environs. These needs are provided by governmental or quasi-governmental agencies and by non-profit organizations, retail establishments, farms, services, and other businesses. Second, the needs and expectations of Stanton's residents change as age increases.

The 2010 population distribution by age is shown in Table 2.



**Table 2: 2010 Age Composition**

<b>Class</b>	<b>Age</b>	<b>Populati</b>	<b>% of total</b>	<b>Change 2000-2010</b>
Children & Adolescents	<5	200	26.9%	-11.2%
	5-9	194		
	10-14	172		
	15-19	170		
Young Adults	20-24	150	32.5%	-20.7%
	25-34	380		
	35-44	357		
Other Adults	45-54	356	24.1%	2.8%
	55-59	163		
	60-64	140		
Senior Citizens	65+	451	16.5%	2.3%
<b>Total</b>		<b>2733</b>		

In comparison to 2000, the 2010 figures reflect a 11.2 percent decrease in the number of persons under 19 years of age; a 20.7 percent decrease in the 20-44 age group, a 2.8 percent increase in persons aged 45-64, and a 2.3 percent increase in persons over 65.

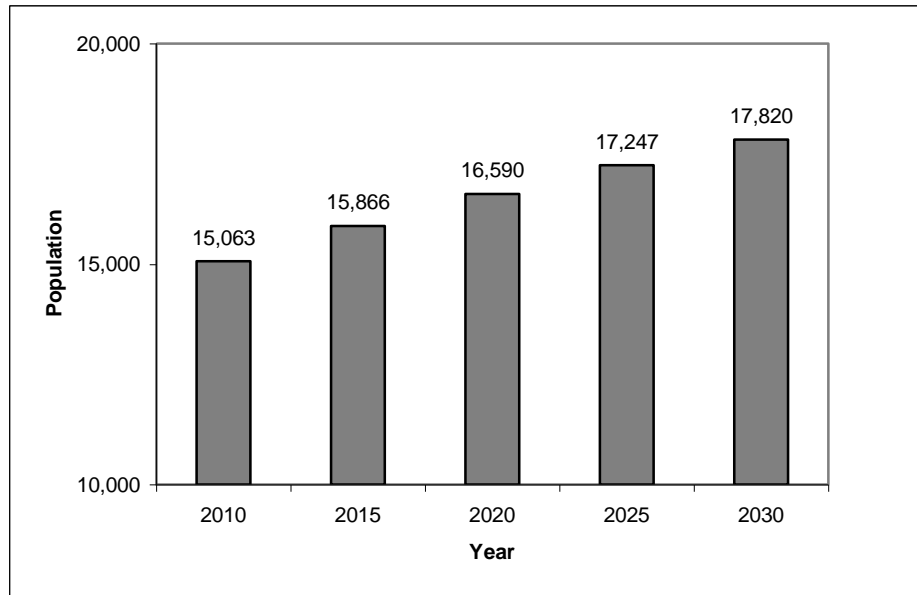
The 11.2 percent decrease in the population of children and adolescents should be noted in conjunction with the 2.7 percent decrease from 1990-2000. As this population group continues to decrease, the existing school, childcare, and recreational facilities should be sufficient.

The young adult population is critical for a viable community. Provisions for employment opportunities and desirable residential options are imperative if the City of Stanton is to maintain its 32.5 percent young adult population.

## **Population Projection**

Powell County is expected to incur a progressive rate of growth between 2010 and 2030. The State Data center no longer creates estimates for municipalities; the projected populations given below are for Powell County as a whole.

**Figure 2: Powell County Growth Projections—2010-2030**



The growth experienced in Powell County as a whole will no doubt be reflected in Stanton as well. This progressive growth is based on the much anticipated completion of the Regional Sewer Project currently being overseen by the Red River Wastewater Authority. Ongoing evaluation of the City's services and infrastructure is critical and will need to include a program for capital improvement planning, capital budgeting, and fiscal impact analysis to determine the appropriate timing of development.

## **ECONOMY**

An analysis of the economic characteristics of Stanton and Powell County is included as one of the basic components for preparation of this Comprehensive Plan. The two primary reasons for the examination of economic factors and the influence they exert on future land use are:

1. Economic activity supports a given population which in turn influences the kind and amount of land that is developed
2. The general health of the economy influences the pace of land development. The health of the local economy is expressed in terms of stability, the resilience of the local economy with regard to regional and national fluctuations, and balance, or diversity of the local economy and employment base.

The employment and commuting patterns of local residents, their income levels, and the extent of the local production and distribution of goods and services indicates the economic vitality of an area.

The following economic analysis, combined with the studies of population, community facilities, transportation, land use, and physiographic limitations

facilitates accurate projections of the location and intensity of growth in Stanton and Powell County.

The future economic prosperity of Stanton is contingent upon the management and utilization of its assets. Stanton must continue to invest in itself in both the public and private sector if it is to remain a viable place to live and work. A lack of investment will eventually result in physical and social decay. Investment and reinvestment can generate economic growth which in turn serves to foster a sense of community well being.

## **Economic Base**

Stanton's economic base consists of manufacturing firms including Hanson Brick, Boneal and Stantek. UPS constructed a regional terminal in Stanton in 1989. This center employs 33 people and serves seven surrounding counties. Tourism plays an important role in Stanton's economy due to its proximity to Natural Bridge State Park, the Red River Gorge, and the Daniel Boone National Forest. Stanton may seek to capitalize on the tourism industry through provision of services and adjunct activities and supplies. Identifying tourist needs and targeting tourism groups through advertising can accomplish this.

An important objective of the City's overall economic development plan should be the retention of existing business and industry. The economic impact of existing business is often taken for granted. Stanton can take a proactive approach, assisting in the expansion and further development of existing business, thereby increasing employment and the tax base. Stanton may also seek to identify potential growth market areas that are currently unoccupied and solicit the development of new businesses in these areas. A strategy for economic growth that promotes the creation of a smaller number of jobs in many areas is a realistic approach to the expansion of employment opportunities in Stanton.

## **Income Data**

According to the 2010 Census, Powell County had a per capita personal income of \$14,307. This represents 64 percent of the state average per capita income of \$22,515. Per capita income grew an average of 18.6 percent per year between 2000 and 2010.

## **Commuting Patterns**

One goal that is of particular importance to the future economic stability of Stanton is the retention of young persons at the time that they enter the workforce. Natives of Stanton have identified the exodus of young and better-educated individuals to more populated areas as an increasingly troubling occurrence. The key to retention of young individuals is the provision of economic opportunities locally and in the region.

**Table 3: Major Commuting Patterns**

<b>Commuting out of Powell to</b>	<b>County</b>	<b>Commuting into Powell from</b>
1073	Clark	81
797	Fayette	9
209	Montgomery	147
106	Scott	0
78	Madison	47
55	Jessamine	0
336	Other	575

*U.S. Bureau of the Census, Census 2000*

As noted in Table 3, approximately 51 percent of the Powell County workforce, or 2,654 commute to other areas. Of those, more than 70 percent travel to Clark or Fayette counties. It becomes apparent when examining these figures that many Powell County natives desire to reside in the area and are willing to commute to work. It is, therefore, a matter of some importance that in examining the economic vitality of Stanton, the surrounding area is considered as well. Economic development agencies should maintain regular communication, exchange strategies and ideas, and plan for the future. Local officials are encouraged to maintain regular contact with regional and state agencies to solicit assistance with economic development planning and the identification of priorities.

\*\* Due to changes made with the 2010 Census, the county-to-county workflow files were only available from the 2000 Census.

## **Employment Base**

According to the 2010 Census, the primary employment base in Powell County is now comprised 14.3 percent manufacturing down from 30 percent manufacturing in 2000, 13.2 percent educational, health, and social services versus 13 percent in 2000 and 15.9 percent retail trade up from 10 percent in 2000.

## **COMMUNITY FACILITIES**

Community facilities are buildings, lands, and services that serve the public. Examples include schools, parks, and police and fire protection. Other public facilities comprise the essential skeleton for the community—water, sewer, and transportation.

This section will evaluate the facilities and services that exist and are available to Stanton residents. Transportation will be addressed separately in a following section

## **Health Facilities**

There are no hospitals located in Powell County. Residents utilize the hospitals in the surrounding counties, particularly Clark Regional Medical Center in Winchester.

One long-term care facility operates in Powell County. The Stanton Nursing Center has 81 long-term care beds.

The Kentucky Department for Public Health, Health Data Branch reports the following physician breakdown by specialty:

**Table 4: Number of Physicians by Specialty, Powell County**

<b>Specialty</b>	<b>Number</b>
Emergency Medicine	3
Family Practitioner	4
Internal Medicine	1
Ophthalmologist	1
Pediatrician	1
Radiologist	1

The Kentucky Board of Nursing reports that there are 97 active nurses in Powell County. Of these 97, 63 are registered nurses and 34 are licensed practical nurses.

### **Law Enforcement**

Stanton operates its own police department, based on Court Street. Additional police protection is provided by the Kentucky State Police (Morehead Post) and the Powell County Sheriff's Office.

### **Fire Protection**

Fire protection is provided to Stanton's residents by a volunteer fire department. The city's current ISO rating is 7/9. The fire department is located on Court Street.

### **Solid Waste**

Solid waste collection is provided by a private contractor. Recycling options include a drop-off center, used oil collection, and commercial collection. There have been a total of approximately 5 mobile recycling collection containers purchased and placed at various locations throughout the City of Stanton.

### **Electricity and Natural Gas**

Clark Rural Electric Cooperative Corporation serves Stanton, Clay City, and the majority of Powell County, while Delta Natural Gas provides services in Stanton. Both corporations have ability to serve anticipated growth over the next twenty years.

## **Water and Sewer**

The Stanton water and sewer utilities are operated under the direction of the mayor and city council. Each of the two utilities has its own superintendent, each of whom to the city government. **At the end of 2001, Stanton had 2,200 water customers and 1,218 sewer customers.**

### *Water*

In 1995 Stanton abandoned its Red River source of water supply in favor of a side-channel reservoir constructed in 1989 on Beech Fork and Thorpe Branch, side-by-side tributaries of the Red River.

### *Sewer*

Except for a small portion of sewer leading to the Judy Creek sewage pumping station, almost all of Stanton's sewer system is comprised of eight-inch (or smaller) pipes. With the exception of piecemeal expansions, the system has remained virtually the same for the past 30 years. The major exception is the interceptor sewer improvements and the Judy Creek pumping reconstruction, which occurred as part of the construction of the wastewater treatment plant in 1987-89. Presently, there are ten sewage-pumping stations in addition to the major pumping station at Judy Creek. Between 80-90 percent of Stanton's sewage is pumped through the Judy Creek pumping station.

Portions of the city served by the municipal water system lack sanitary sewer service. These areas are too low to drain by gravity to the city sewer or are too remote from the system. Inflow and infiltration are considerable problems with the system.

Stanton's treatment plant is located on the city's northwest side, north of KY 2026 and adjacent to Judy Creek. The plant, completed in 1989, was designed for an average flow rate of 460,000 gallons per day and a peak flow of 1.5MGD. The facility provides advanced secondary treatment using the extended aeration process. Treated effluent is discharged through a fourteen-inch outfall line to Red River at Milepoint 30.6. Sewage sludge is dewatered by a belt filter press, further dried on sludge beds, and disposed of at the Blue Ridge Landfill in Estill County. Stanton does not have an ordinance regulating pretreatment.

**As of December 2012, the Red River Waste Water Authority is currently in process of implementing a regional sewer project. Through a combination of loans and grants, the 10+ million dollar project...\*\*\*NEED MORE**

## **Education**

### *Powell County School District*

Powell County is served by a single, countywide public school system. The five public schools are Bowen Elementary, Clay City Elementary, Stanton Elementary, the Powell County Alternative School, Powell County Middle School, and Powell County High School. Total enrollment for 2000-2001 school year was 2,523, down from 2,729 in 1999-2000.

### *Vocational-Technical Training*

No vocational training centers are located in Stanton or Powell County. However, vocational training is available at both the state vocational-technical schools and the area vocational education centers. Central Kentucky Regional Technology Center is a post-secondary institution located in Lexington. Three area education centers (Montgomery, Lee, and Clark County ATCs) are located within twenty miles of Stanton

### *Colleges and Universities*

There are no colleges or universities in Stanton or Powell County, but sixteen are located within a 60-mile radius of Stanton. These schools include the University of Kentucky, Eastern Kentucky University, Berea College, Morehead State University, and Transylvania University.

## **ENVIRONMENT**

The preservation of the natural and physical environment is an essential element of this document. This section describes the physiographic character of Stanton; in so doing, it defines specific areas within the community that have development constraints. The Planning Commission and other city leaders should use this element when determining the appropriateness of a development at a particular site.

### **Flooding**

One of the most pressing environmental concerns in Stanton is flooding. The community is situated south of the Red River and north of several knobs, placing it in the direct flow of upland runoff. During periods of extended heavy rainfall, floodwater backs up into the various tributaries of the river that generally flow in a northerly direction through the City. The primary tributary through Stanton is Judy Creek. The creek extends from south of the City Limits along KY213, beneath the Mountain Parkway and Stanton Road, adjacent to the eastern side Meadowbrook Drive, beneath Halls Road and KY 11/15, beneath Railroad Street and KY 2026, and along the northernmost section of Stanton's City Limits into the Red River near the water treatment plant. When the water in Judy Creek rises above the banks, much of the community is affected.

Efforts should be made to discourage additional development in the defined floodplain, unless flood control engineering has been utilized during the development, design, and layout process.

## **Surface Drainage**

Natural drainage is a very important consideration in planning the future development of Stanton. Development should not alter the natural drainage system, and any sinkholes in the study area should remain open and free of silt and debris accumulation. Vegetative cover should not be removed from areas draining into sinkholes. It is important that all surface drainage ways remain in their natural state unless appropriate site engineering has been practiced.

## **Steep Slopes**

Problems associated with steep slopes are more prevalent outside Stanton's city limits just south and west of town than within the current corporate limits. The topography of the aforementioned area does not lend itself to conventional development, but creative alternatives and regulations can be applied which would allow hillside construction. Future growth to the south and west of town would require the adoption of specialized regulations geared toward development of steep slopes.

## **Soils**

According to the soils map provided by the Powell County Soil Conservation Service, the majority of land within Stanton's city limits is made up of nine major soil types.

Stanton Silt Loam and Allegheny Loam are the dominant soil types found in the community. In terms of agricultural production, both soil types tend to have high yield potential and a moderate-to-severe erosion hazard during cultivation. These soils have severe limitations for sewage effluent disposal, sewage lagoons, buildings of three stories or less (with basement), county and access roads, streets and parking lots in subdivisions, as well as several public and recreational land uses.

Because soil properties vary within soil types, it is important that each site considered for development be reviewed on an individual basis. The Natural Resources Conservation Service may be able to provide assistance during the review of future proposed developments.

## **TRANSPORTATION**

Besides determining the degree of community accessibility, a community's transportation network establishes patterns of growth and influences future growth



areas. The lack of an efficient transportation system has a direct, detrimental effect on the welfare, education, and standard of living of any county or region.

## **Highways**

The primary route for east-west travel within the county is the Mountain Parkway, which runs through the entire central portion of the county, passing through both Clay City and Stanton. The Parkway connects with Interstate 64 and Winchester to the west, and with Wolfe County and other communities in Eastern Kentucky to the east.

KY 15 and KY 11 provide additional east-west movement, which are contiguous through much of the county, including Stanton, and generally parallel the Parkway. KY 213, which traverses the entire central portion of the county, connects Stanton with Montgomery County to the north and Estill County to the south.

The Kentucky Transportation Cabinet is currently finishing a widening project on KY 213 in Stanton. The project will eventually entail removing some buildings and creating a new streetscape. Stanton projects included on the Unscheduled State Highway Plan Needs List are a new bypass from the Mountain Parkway to KY 213 north of the Red River and reconstruction of KY 11/15 from Powell County High School to Airport Road.

## **Air Travel**

Powell County has one general aviation facility, the Stanton Airport. For air travel, residents use Lexington Blue Grass Airport, with daily passenger service. Blue Grass Field is approximately 44 miles northwest of Stanton. The airport is served by nine major airlines and has 192 daily arrivals and departures.

## **Rail**

Stanton has no rail service; however, main line rail service is available by CSX Transportation in either Winchester or Irvine/Ravenna. The Norfolk Southern Corporation in Georgetown provides the nearest intermodal facilities, approximately 60 miles northwest of the county. The nearest rail passenger service is located in Maysville, approximately 100 miles north of Stanton.

## **Local Transportation Issues and Needs**

Stanton is well served by major arterial systems, but there are numerous deficiencies in the local street system. The most critical issue is the lack of accessibility to the residential area north of KY 11/15 near the airport. Airport Road is the only access point for this area where a significant portion of Stanton's population resides. One solution to this problem might be to construct a new street from the Main Street area

to the airport along an abandoned railroad grade. Widening Lisa Lane should also be explored. The intersection of Airport Road and KY 11/15 is also of concern, due to high traffic volumes.

Other areas of concern include Railroad Street, a major thoroughfare for school buses, and the Railroad/Washington Street intersection. A new bridge is currently being constructed on Railroad Street and the funding is in place for the widening of Railroad Street during the first half of 2013.

## HOUSING

An insight on the future availability of housing in Stanton can be gained through the examination of population projections, present housing conditions, and various types of census data that relate to housing. The maintenance of existing structures and provision of adequate housing for future growth are essential in supporting economic development. To attract new businesses and industries, Stanton should be able to house new workers moving into the community.

The demand for adequate and affordable housing is closely related to future land use. When a community identifies a need for housing, it must also define where, and at what density, the housing should be located within the spatial arrangement of uses. Therefore, the conclusions reached in this element of the plan will have an impact on the amount, and situation, of residential land use on the Land Use and Transportation Map.

### *Housing Data*

A comparison of the figures from 2000 and 2010 indicates a 9.77 percent decrease in the number of households over the period. At the same time, the number of housing units also decreased by 14.87 percent. This indicates that due to the overall decrease in population, fewer homes are needed and therefore older homes are not being rehabilitated as they have been in previous years.

**Table 6: Housing Types**

	<b>2000</b>		<b>2010</b>	
Total # of persons	3,029		2,733	
Total # of households	1,222		1,048	
# persons per household	2.48		2.43	
# housing units	1,332		1,134	
Single Family	758	56.9%	726	64%
Multi-Family	341	25.6%	249	22%
Mobile Home	233	17.5%	159	14%
Other	0	0%	0	0.0%

A preliminary look at the vacancy rate indicates that in 2010, only 2.5 percent of all units were vacant. Typically, a vacancy rate of 5-10% is desirable to meet the housing needs of a growing community. Due to the overall economic downturn and the increased difficulty in mortgage financing, the real estate market has suffered and forced, in multiple ways, citizens to rent that would otherwise purchase real estate. The large influx of renters has decreased the vacancy rate to a less than desirable rate. That being said, caution must be used when evaluating vacancy rates because they often do not sufficiently take into account such variables as:

- actual condition of the units
- condition of public services or neighborhood quality
- rent or purchase price levels of the units
- demand for owner occupiers vs. rental units
- the ability of prospective householders to pay

### *Housing Values*

According to the 2010 Census, the average value of owner occupied single-family units in Stanton was \$88,000, up from \$66,200 in 2000. Average rent in Stanton was \$434.

There are 4,421 persons willing to commute from Powell County to other areas for employment opportunities, yet choose to maintain residency in Stanton and Powell County. To assure continued community commitment on the part of these individuals, affordable housing choices must be maintained, as well as continuing efforts toward future economic development.

### *Mobile Homes*

There is a significant difference in the average value of an owner occupied single-family home and that of a mobile home. 14 percent (159 units) of Stanton's housing stock is mobile homes. Recognizing that the affordability of mobile homes offers and meets the housing needs of many persons in the community, attention should be given to site development standards in order to enhance this critical housing market. Mobile homes can be "good neighbors" and at the same time address the pressing social need of affordable housing when well planned.

It is important to note that there appears to be a significant number of substandard mobile home units within the community that are in need of rehabilitation or replacement.

The placement of mobile homes is a sensitive issue in most communities, as is the case in Stanton. Mobile homes can be found throughout the community, both individually and in groups. Significant portions of the units are not secured to a foundation and have been placed extremely close together. Parking is inadequate in some cases, and landscaping is virtually non-existent.

Aesthetically, this is Stanton's worst problem. It is recommended that the Planning Commission develop and refine regulations for mobile home parks. All existing mobile homes that do not meet these regulations should be classified as non-conforming uses. Regulations of this sort would be in the best interest of the public's health, safety, and general welfare.

### *Subsidized Housing*

There are a variety of housing assistance programs that aid in the provision of adequate shelter to low and very-low income families. Without such assistance, many families would be forced to live in substandard housing or would be homeless.

Within Powell County there are 6 complexes that comprise 171 subsidized units. One hundred fifteen of these units are located in Stanton, comprising 8.6% of the housing stock in the community.

### *Future Housing Needs*

Due to the decrease in population, Stanton is at an appropriate saturation point for residential purposes. Regardless, further construction within the next 10 years will likely necessitate annexation of land inside the urban service area.

# CHAPTER III: CURRENT LAND USE

## EXISTING LAND USE

Land use data was obtained using aerial photographs and a visual land use survey, conducted in July 2003. The spatial pattern of land uses and the amount and arrangement of land are primary determinants of whether the community is a desirable place in which to live. Improper land use arrangements result in physical and visual pollution by industries, depreciation of property values, traffic congestion, and a lack of or misdistribution of vital community resources.

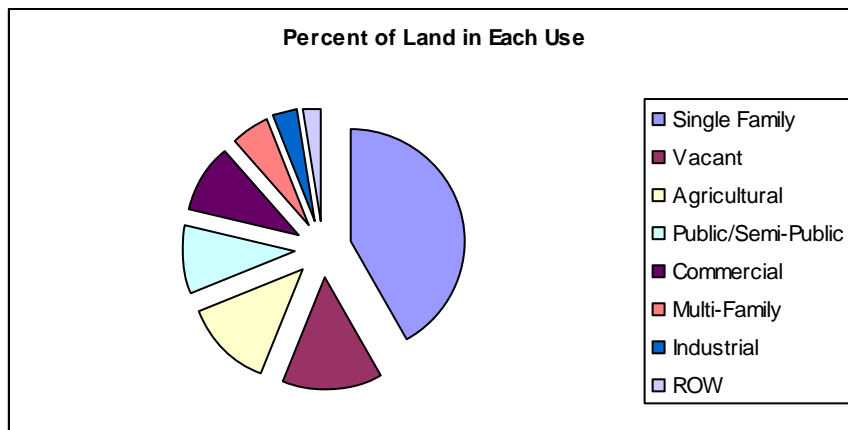
## Land Use Survey

A visual review of each tract of land was performed during the recent survey. Each tract was categorized as commercial, industrial, public/semi-public, multi-family residential, single-family residential, agricultural, or vacant. A small portion of land is right-of-way for the Mountain Parkway.

**Table 7: Stanton Land Use**

Type	Acreage	Percent
Single Family	529	41.6%
Vacant	181	14.3%
Agricultural	160	12.6%
Public/Semi-Public	128	10.1%
Commercial	126	9.9%
Multi-Family	72	5.7%
Industrial	45	3.5%
ROW	30	2.4%
<b>Total</b>	<b>1270</b>	<b>100%</b>

**Figure 3: Percent of Total Land Use**



The above figures should be viewed as estimates of the actual land use numbers.

Special attention should be paid to the distribution of commercial land in Stanton. Almost 10% of all land is dedicated to this use. Commercial activities are most intensive along KY 213 or Main Street, yet the majority of all small businesses are being operated in predominantly residential areas. This lack of a generalized Central Business District has resulted in disorderly development.

Industrial land makes up only 3.5% of Stanton's total land area. Uses within this category are not concentrated in any particular portion of the city, although new development is directed towards a developing industrial park.

Public and Semi-Public land uses account for 10.1% of the City's total land area and are distributed evenly throughout the community. Large facilities such as the school complex, airport, and government center explain the relatively high percentage of land occupied by public or semi-public uses.

Vacant and agricultural properties represent potential growth areas for Stanton. Some of the property is not suitable for development because of topographic or other factors.

Other uses are also scattered throughout the community. Because these uses do not necessarily benefit from aggregation, this is not a major impediment to growth and development.

One cause for concern in recent years has been the operation of industrial sites near residential areas. Future industrial proposals must be regulated so that negative impacts (noise, dust, smell) do not encroach upon residential or public areas.

## **CHAPTER IV: GOALS AND OBJECTIVES**

One of the most important elements in the preparation of the Stanton Comprehensive Plan is the development of realistic goals and objectives. By using the initial framework of the goals and objectives and developing policy statements that translate broad goals into precise decision guidelines, as well as using the recommendations of the other component elements, a strategy for guiding future growth is developed. For the planning program to be effective the strategy must be followed continuously and the Plan must be used as the basis for making everyday decisions affecting the future expansion of the entire area.

### **ECONOMIC DEVELOPMENT**

**Goal:** To encourage employment opportunities through the attraction of new and the expansion of existing industry and commerce.

**Objectives:**

1. Cooperate with state government in attracting business and industry.
2. Accommodate the needs of existing industry and commerce and encourage orderly expansion.
3. Locate new industry within designated zones where adequate infrastructure can be provided.
4. Encourage the use of federal and state grants and low interest loans as an incentive to attract industry and commerce.
5. Ensure that “equipped” industrial and commercial sites are available.
6. Promote the use of existing structures for commercial and industrial activities.
7. Require placement of effective buffers between commercial/industrial and residential uses.

**Goal:** Provide the community with qualified personnel to meet all local employment needs.

**Objectives:**

1. Encourage additional vocational training within Stanton and Powell County
2. Continue to take advantage of federally funded Summer Youth and In-School Youth Programs
3. Encourage high school and college graduates to remain in or to return to the county.

### **RESIDENTIAL DEVELOPMENT**

**Goal:** To ensure that all housing units built within Stanton will protect the health, safety, and welfare of the residents and will be an asset to the community.

**Objectives:**



1. Promote the development of housing units for the elderly in planned locations.
2. Encourage the construction of a variety of housing types and creative subdivision designs.
3. Promote the revitalization and rehabilitation of blighted and deteriorating neighborhoods.
4. Promote the consistent enforcement of the Kentucky Building Code to ensure the structural quality of all dwelling units and other structures.
5. Advocate the use of underground utilities in all new subdivisions.

## **TRANSPORTATION**

**Goal:** Enhance the transportation of people and goods safely within and into the city with a minimum expenditure of resources.

**Objectives:**

1. Support the placement of traffic control devices (such as stop signs, traffic signals) where and when needed.
2. Upgrade and enforce standards for new street construction and existing street repair.
3. Require all future subdivisions to be designed so as to facilitate proper traffic circulation.

**Goal:** Provide and enforce a standard for on-street and off-street parking in all areas of the community.

**Objectives:**

1. Designate sufficient off-street parking for residential uses for all newly constructed dwellings, especially in multi-family developments.
2. Require sufficient off-street parking and loading for commercial and industrial uses.

**Goal:** To provide for the safe movement of pedestrians.

**Objectives:**

1. Require developers to construct sidewalks in all new developments.
2. Continue to maintain the existing systems of sidewalks and encourage the construction of sidewalks in any unserved portions of the community.
3. Support the placement of streetlights in high pedestrian traffic areas.
4. Insist that all new and replacement sidewalks are constructed in a manner that facilitates use by the handicapped.

## **ENVIRONMENTAL ISSUES**

**Goal:** To ensure that all development is sensitive to the environment and its constraints.

**Objectives:**

1. Control development in floodplains or take preventative measures against damage due to flooding.
2. Require measures to reduce and contain urban run-off and provide for adequate storm water drainage.
3. Control development on problem soils and steep slopes in order to prevent erosion, sedimentation, and collapse.
4. Encourage measures that would increase the rate of solid waste collection.
5. Support any active solid waste recycling programs.

**Goal:** Encourage the use of innovative development layouts while keeping in mind the environmental constraints of the given area.

**Objectives:**

1. Designate areas having physiographic limitations, such as sinkholes, steep slopes, wetlands, etc. and only permit environmentally sensitive development of these areas.
2. Provide incentives to developers who preserve the natural state (vegetation & topography) of a development site.

## **COMMUNITY RESOURCES**

**Goal:** Provide an adequate level of public safety to the entire community.

**Objectives:**

1. Support an active and consistent enforcement program for building codes, zoning regulations, and related safety regulations.
2. Maintain adequate personnel and training within the police and fire departments to serve the needs of the community.
3. Provide an adequate water supply for fire protection.

**Goal:** Provide for proper maintenance of all existing infrastructure

**Objectives:**

1. Continued evaluation and maintenance of all existing water and sewer lines, sidewalks, curbs, gutters, street lighting, roads, and bridges.
2. Provide for ongoing capital improvement plans for maintaining and upgrading of existing facilities.

**Goal:** To provide adequate public facilities which will meet the growth demands of the community.

**Objectives:**

1. Ensure that all proposed new developments will be provided the necessary, desirable, and advantageous community services and facilities in an orderly and efficient manner.

2. Coordinate land development decisions with service providing organizations (i.e. schools, utilities, etc.)

**Goal:** To develop a plan for the expansion of infrastructure as it relates to growth and development.

**Objectives:**

1. Define and adhere to an Urban Service Boundary within which adequate infrastructure must exist before development is allowed.
2. Coordinate future land use plans with the expansion of utilities at a rate that is economically feasible.
3. Continue ongoing efforts to secure financial resources to implement the capital improvement plans.

## CHAPTER V: FUTURE LAND USE

It was noted while conducting the recent land use survey that much of the City's recent growth has not been planned. Older low-density single-family residential areas are dotted with mobile homes and various commercial activities. It appears as if numerous structures lack sufficient setbacks and more than a few seem to be situated within the floodplain. The implementation of policies set forth in this element of the community in correcting the aforementioned problems and in preventing such predicaments in the future.

Properties within and contiguous to the existing City Limits have been designated for future development in the Stanton Land Use Map. The spatial arrangement of these areas of future land use designations are based on the expected needs of the community, population projections, physiographic limitations, the ability of the local government to provide services to the areas, and the policies adopted by the Planning Commission. *It is important that the Commission of the local government direct future development according to this plan.*

Stanton operates as an independent planning unit, and Powell County does not have a planning unity. This means that unincorporated areas of the county contiguous to Stanton do not fall under any zoning controls, although they may be subject to Stanton's subdivision regulations.

The majority of new development in Stanton will actually take place in areas annexed into the City. However, there are opportunities for redevelopment and infill within the existing city limits.

Commercial development is encouraged to locate and expand in the central portion of town and along major routes rather than in predominantly residential sections. The phasing out of non-conforming commercial ventures in residential areas can be accomplished through the application of land use controls. At the same time, Main Street can enhance its existing commercial feel by adhering to the guidelines contained in the Stanton Main Street Renaissance Design Guidelines. These guidelines are adopted as an addendum to this Plan.

### **TIMING**

The use of timing and sequential land use planning controls offers one way of avoiding either the extreme of no growth or unrestricted growth. This is accomplished by delaying rather than prohibiting development while at the same time allowing local governments time to cope with the additional requirements for municipal services generated by that growth.

In order to accommodate development within the growth area in an economical and efficient manner consistent with the public safety and welfare, the timing of development will be considered in the evaluation of proposed developments. Prior to

approval of a proposed development the Commission should determine through reference to the Stanton Plan and other relevant data that:

1. Development will happen gradually with the extension of water and sewer lines to facilitate efficient growth.
2. A balance among land uses is desirable.
3. The density of the proposed development is appropriate.
4. The proposed development is located with safe and convenient access to transportation facilities.
5. Sewage treatment and storm water drainage facilities will be provided.
6. Public services and utilities will be available.
7. The developer has provided a development impact statement with respect to public services.
8. Annexation is desirable and in the best interest of the city and the land being annexed.

## **URBAN SERVICES BOUNDARY**

The Urban Services Boundary delineates the portion of Powell County that should house nearly all of the community's growth. Any new growth which desires urban services should locate inside this perimeter, thereby encouraging the most efficient use of tax money in providing urban services such as police and fire protection, street repair, school service, postal service, park service, transit, water, gas, electricity, storm water collection, and sanitary sewage disposal.

The land within the Urban Services Boundary was identified in the originally adopted Comprehensive Plan. The Planning Commission intends to enforce subdivision regulations within this boundary, subject to agreement of the Powell County Fiscal Court. However, until such time as the Fiscal Court implements planning and zoning in the unincorporated areas of the County, there can be no control of land use or acreage size outside of the city limits.

## **RESIDENTIAL LAND USE**

Residential areas should be developed according to the following guidelines:

1. Occur in areas that are well-drained, flood free, and have stable soil characteristics.
2. Be free from the influence and possible encroachment of incompatible land uses.
3. Be located and developed in a manner to protect them from noise, dirt, fumes, and safety hazards of major streets, commercial areas, and industrial areas.
4. Be readily accessible to major traffic facilities; however, residential road networks should be designed to discourage through traffic.
5. Be accessible to a full-range of community facilities, including schools, churches, parks, and playgrounds.

6. Provide a choice of densities ranging from low single-family densities found in the more hilly portions of usable terrain and outlying areas to the higher density multi-family and apartment buildings located close to permanent open space, major streets, and community shopping facilities.
7. No more than one residence will be permitted on lots zoned for single-family residential uses.
8. Be connected to appropriate utilities such as water, sewer, and electric services.

## **COMMERCIAL LAND USE**

Land to be utilized for commercial purposes shall satisfy a number of requirements vital to its development and the survival of its enterprises. Commercial areas should be developed in accordance with the following guidelines:

1. Be separate from, but convenient to industrial and residential areas.
2. Be easily accessible.
3. Be concentrated in clusters rather than in a ribbon or strip development.
4. Contain adequate off-street parking and loading facilities.
5. Be relatively free from vehicular traffic.

## **CENTRAL BUSINESS DISTRICT DEVELOPMENT**

The Central Business District, which has a variety of functions such as retailing, entertainment, administration, and government, is oriented to a citywide or countywide market. It requires access to relatively large numbers of people for support and is normally the focal point of all activity in a city. To ensure its stability and improve its economic function, the Central Business District should:

1. Have access by two or more major streets having connections to nearby arterial streets and expressways.
2. Be bounded, but not penetrated by, major streets with carefully and conveniently designed access points to off-street parking facilities.
3. Contain stores and shops offering a wide selection of shopping and comparative foods designed to meet the needs of both local and regional trade areas.
4. Be pedestrian oriented with stores and shops located in compact groupings along streets.

The City should continue to implement the recommendations of the downtown design guidelines.

## **HIGHWAY COMMERCIAL DISTRICT DEVELOPMENT**

The following statements concerning highway commercial development shall be considered:

1. Does the additional traffic generated result in the necessity to make streets wider, or create significant traffic hazards?
2. Mixing homes and commercial uses normally depreciate the land for both purposes.

3. Speculation and inflated land values result in a large amount of “dead” or unproductive land.
4. All highway commercial development should be required to meet certain specified conditions and standards prior to approval such as proper highway access and egress points, frontage roads, adequate lot depth and width, adequate setbacks and side yards, compatibility with surrounding streets and land use.
5. Highway commercial development should occur in compact clusters located in depth rather than length along major highways in areas where such location is desirable and compatible with street patterns, traffic movement, and existing and proposed land uses.

## **INDUSTRIAL LAND USE**

The location and development principles relating to industrial development are as follows:

1. Industrial sites should have good access to highways.
2. The land must be fairly level and free from flooding. Areas with extraordinary grading or drainage problems are normally not suitable for industrial use.
3. Site size requirements vary widely, but most new plants require a minimum of 5 to 10 acres.
4. Basic utilities such as water, electricity, gas, and sewerage should be available to industrial uses.
5. Land set aside for industry should not usurp other community needs or be arranged so as to hinder proper residential or commercial growth.
6. Industries which generate large volumes of traffic should be located on major streets in order to avoid the routing of large traffic volumes through residential areas.
7. Where possible, industrial areas should be buffered by major highways, railroads, parks or greenbelt areas, increased setback requirements, or natural topographic features.

## **LEISURE TIME AREAS**

This public or Semi-Public use should be located in a manner consistent with the following principles.

1. Leisure time areas should be located in convenient proximity to living areas of the age groups served.
2. Cultural activities and spectator sports should be centrally located and on sites adequate for their purposes.
3. Major parks and large open spaces should be located to take advantage of natural or unusual features of the landscape.
4. The development of recreational facilities should be coordinated with school facilities to maximize the quality of service and intensity of use.

## **CIRCULATION**

The following principles should be adhered to in the design and layout of all future roadways so as to ensure proper and efficient circulation.

1. Streets should conform to and encourage the land use development planned for the area.
2. Major streets should go around, rather than through, residential areas. In addition, residential streets should be designed to discourage through traffic.
3. Within the Central Business District, through traffic should be kept to a minimum so that downtown streets may be reserved for their most important function: to provide vehicular and pedestrian access to abutting buildings.
4. Where practical, beautification measures such as tree planting and relocation of utility lines should be attempted.



## **CHAPTER VI: IMPLEMENTATION POLICIES**

The following statements are adopted policies of the Stanton Planning Commission. The Commission intends to utilize these policies during their review of all development proposals and in all other planning efforts. This should ensure that development conforms to the Plan.

### **ECONOMIC DEVELOPMENT**

- Industrial and Commercial development shall only be approved in areas where adequate water, sewer, and other infrastructure are present.
- Significant Commercial and Industrial development shall occur on property annexed into the City of Stanton.
- Development of the Central Business District shall be a priority.

### **RESIDENTIAL DEVELOPMENT**

- The placement of mobile homes will be permitted only in accordance with the zoning ordinance.
- Mobile Home Parks shall be developed in accordance with the zoning ordinance.
- Buffers or screening shall be required between all commercial/industrial and residential uses.

### **TRANSPORTATION**

- Only proposed developments that facilitate proper traffic circulation shall be approved.
- Only proposed developments providing sufficient off-street parking shall be approved.

### **ENVIRONMENTAL ISSUES**

- Developments proposing use of septic systems within a reasonable range for connection to the public sewer system shall be denied.
- Only development plans that do not significantly alter the natural character of the site shall be approved.
- Only development plans that exhibit no significant alteration to the natural drainage pattern shall be approved.
- Developments in areas of steep sloped shall be given special consideration.
- Development within the floodplain shall only be approved with construction of functional flood control devices.

## **COMMUNITY RESOURCES**

- The Planning Commission supports the Powell County Clinic and establishment of an “urgent treatment center” in Stanton.
- City services should not be subsidized to developments outside of the city limits.
- The timing of all proposed developments shall be evaluated by the Planning Commission in accordance with the criteria outlined in the Future Land Use plan.