

CHAPTER EIGHT

INTRODUCTION

The land use plan is a guide for the physical development of the City of Henderson, City of Corydon and unincorporated areas within Henderson County. The City of Robards is included in the discussion for the unincorporated areas of the county. It is based upon goals outlined during the preparation of the plan and policy recommendations developed to achieve them. The goals and objectives establish a vision of the cities and county and should be representative of how citizens and governing officials would like life in Henderson County to be in the future. It is the duty of the planning commission, governing bodies and citizens to edit, refine, adopt, enlarge and alter these previously stated goals in order to develop policy recommendations for future development. Policy recommendations are included in this chapter as development and growth guidelines. They represent procedures to be followed if Henderson County is to develop in accordance with the stated goals.

The land use plan is presented as one of the final chapters of the comprehensive plan because it utilizes the findings and recommendations of all of the preceding chapters. Specific application of the guidelines to new development in the cities and county will occur through zoning regulations, map amendments, subdivision regulations and through the day to day development decisions of the planning commission and legislative bodies.

The process of developing land use policy guidelines includes an analysis of present land use patterns, assessment of the problems associated with these land use trends, and recommendations for future land use. A general evaluation of existing land use patterns is discussed first and is based upon generalized existing land use maps prepared during the planning process. Next, future land use maps for the City of Henderson, City of Corydon and the remaining areas within Henderson County are presented along with policy recommendations to guide future land use decisions. The future land use maps must be used in conjunction with the text of the comprehensive plan when considering zoning map amendments and development proposals. The goals and objectives, development policies stated in the plan as well as background information such

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as environmental data should be considered on a site by site basis. Although land use data are reported relative to political boundaries, land use trends do not respect such boundaries. Land use activities occurring at the edge of one political subdivision influence the demand for similar activities on the opposite side of the boundary in another political subdivision. Therefore, development activities occurring in Henderson portend change in the unincorporated areas of Henderson County.

LAND USE CATEGORIES

The following land use categories are used in the discussion of existing and future land uses. These land use categories are broader than specific zoning districts and are not intended to replicate the specific zones. Zoning regulations will be specific in the uses allowed and may contain several zones for a single land use. As zoning regulations are specific to the particular jurisdiction, the allowed uses and requirements will vary between communities although the name of the zone is similar or the same.

RESIDENTIAL LAND USES - Existing residential land uses are grouped into three categories: low density, medium density and high density. Low density residential includes newer single family development on lots larger than the smaller traditional lots developed within the city. The medium density residential category typically accounts for subdivisions and single family dwellings developed on smaller lots. This category may also include small concentrations of duplex development. High density residential includes large duplex developments, townhouses, multi-family units and mobile home parks. Planned unit development is also included in the high density residential category. Planned unit developments typically include a mixture of single and multi-family structures. Modifications to placement regulations such as setbacks are allowed in exchange for aesthetic enhancements such as coordinated building design and amenities within the development such as shared park or open space, walking and bike trails, recreational facilities etc.

Large lot rural estate developments, typically, associated with agricultural operations are accounted for under agricultural and open space land

uses. It is not the intention of this plan to automatically allow development to occur at the upper end of density ranges in consideration of future residential development. Rather, the density of development should be determined by the residential development policies contained in the future land use section of this plan. The land use categories used in this plan are purposefully broad. The appropriate density for a specific development must be consistent with the planning commission's goals and objectives, residential development policies, site specific environmental considerations and adequate infrastructure. The specific listing of uses permitted and their densities are determined by the Henderson City-County Planning Commission, Henderson City Council, Corydon City Council and the Henderson County Fiscal Court in the adopted Zoning Ordinances.

PUBLIC/SEMI-PUBLIC/OFFICE LAND USES - Public and semi-public land uses are defined here to include three categories of uses: (1) all enterprises engaged in providing transportation services, communication services or utilities; (2) public buildings and lands, including government buildings, public schools and public park and recreational facilities; (3) semi-public land uses that serve the public but are not government owned, including churches, private schools, hospitals, cemeteries, charitable and social service organizations. Public and semi-public uses are typically scattered throughout the city and planning area. Dedicated office uses are included in this land use category.

COMMERCIAL LAND USES - Commercial uses are those which typically include a variety of businesses located in dedicated shopping centers, along highways and in other concentrated areas. The types of business include the following:

Retail commercial land use consists of those types of establishments, their attendant buildings and lot areas which are used in the retail sale of merchandise for personal, household or farm consumption and the rendering of services which are incidental to that sale.

Service commercial land uses generally consist of those types of establishments, their attendant buildings and lot areas which contain businesses

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primarily engaged in the rendering of all personal business, repair and amusement services not otherwise included in the office category and not involving the sale of specific merchandise (except incidentally). Examples are barber and beauty shops, dry cleaning establishments, appliance repair shops, and commercial amusement services.

Office commercial land use is comprised of those types of establishments, their attendant buildings, and lot areas which contain businesses primarily engaged in rendering financial, insurance, real estate and specialized professional services. Examples are banking establishments, real estate offices, law offices and the like. For this plan, uses which are primarily office use not combined with other retail uses are included in the public/semi-public land use.

Wholesale commercial land use generally consists of those types of establishments, their attendant buildings and lot areas which contain businesses primarily engaged in the selling of merchandise in large quantities to retail commercial operations; to industrial or professional users; or to other wholesalers or acting agents in buying merchandise for or selling merchandise to such users. Wholesale commercial land use is also usually allowed in light industrial zones.

Neighborhood business uses are typically small scale retail and service businesses which are located within developed residential areas of the city. Appropriate businesses are those which provide goods and services to nearby residences within walking distance such as small grocery stores, self service laundries or hair salons. Such business should be located in limited areas to reduce disturbance to nearby residents.

Shopping Centers/Big Box Retail - The purpose of this land use classification is to identify existing shopping centers as well as designate areas that would be suitable for this type of large scale commercial development. A recent trend is for shopping developments to contain large stand alone stores known as big box retail stores rather than a number of stores under one roof. Historically big box retail stores have been unattractive large rectangular concrete buildings surrounded by a sea of pavement for parking. When old stores

close, they tend to have low reuse value. Communities are now requiring such stores to have attractive designs, landscaping and parking enhancements that are compatible with the local community. Areas within this designation must have appropriate access to major transportation routes and utilities.

CENTRAL BUSINESS DISTRICT – this land use is located in the downtown area of Henderson and has a mix of office, retail and service businesses as well as public and semi-public uses. The Central Business District (CBD) is the highest density commercial land use due to lack of setbacks and multi-storied buildings. Some residential uses are also typically found within the central business district such as apartments located above first floor businesses. Parking on streets and in public lots is necessary to compensate for limited on site parking within the Central Business District.

INDUSTRIAL LAND USES - An industrial land use is that type of establishment, its attendant buildings and lot area which is primarily engaged in the mechanical or chemical transformation of organic or inorganic substances into new products whether the products are sold back into the manufacturing process or sold wholesale or retail. Uses primarily engaged in the warehousing, storage of commodities and recycling and other primary waste handling facilities are also included in the industrial classification. Uses which are of a less intense nature and those which are considered to have lower levels of noise, sound and other annoyances are considered light industrial uses. Large scale, intense uses and those which may be considered a nuisance are considered heavy industrial uses.

PARKS & RECREATION LAND USE – This land use category includes larger scale parks and recreational complexes. In Henderson, the riverfront area and Audubon State Park are included in this land use. Park and recreation land uses may be public or private such as a private golf course. This category may also include open space uses and larger cemeteries. Small pocket parks, cemeteries and other recreational uses may also be located within other land use designations.

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FLOODPLAIN/ENVIRONMENTALLY SENSITIVE - This land use category includes areas in which development should be prohibited due to environmental concerns. Within Henderson County the 100-year floodplain is the primary concern. Development within the floodplain is a threat to both persons and property. It also has the affect of reducing drainage capacity which can increase flooding levels or force flood waters onto other lands. Some uses that would be appropriate in floodplains would be some agriculture uses such as grazing or crops. Open space type recreational uses such as hiking trails, hunting or boating facilities, wildlife management areas and managed forest areas may also be located within the floodplain. Some water related land uses such as docking facilities and marinas are also appropriate for floodplains as long as proper floodproof design is used. Due to the scale and need for clarity of the future land use maps other environmentally sensitive uses such as wetlands, mine reserves, previously mined areas etc. are not shown. However, this information should be required to be included on site specific maps for map amendments and site plans.

AGRICULTURAL/OPEN SPACE LAND USES - All land which is used agriculturally (including residential structures) or is undeveloped is included in this category. These lands are not well suited to urban-type development due to the lack of infrastructure, adequate roads or distance from urban services. Potential uses for these lands may include passive recreation or very large lot single family or estate development.

MIXED USE DEVELOPMENT

At this time, local zoning regulations do not address mixed use developments which may contain an assortment of residential and commercial uses. Therefore, no land is designated as mixed use on the future land use maps. It is recommended that the Henderson City County Planning Commission consider mixed used development policies and regulations as part of its implementation plan for the comprehensive plan. A discussion of mixed use and policies to be considered is included in the implementation chapter of this comprehensive plan.

EXISTING LAND USE

Before developing a plan for future land use, it is necessary to understand existing land use patterns, trends and relationships as well as problem areas. This will be the basis from which recommendations for future land use are developed.

CITY OF HENDERSON EXISTING LAND USE

Henderson, the county's largest city and county seat, is located in the north end of the county along the Ohio River. The city began with the development of the older central business district surrounded by residential housing. In general, north of the CSX railroad the streets and lots are laid out in a traditional block manner with east/west streets running roughly parallel to the Ohio River with most north/south streets crossing at ninety degree angles. Beyond the CSX railroad, modern subdivision layouts with curvilinear streets and cul-de-sacs are more typical.

RESIDENTIAL USE - Residential development originally occurred near the central business district of Henderson. As the Ohio River is located to the west of the downtown area, residential development necessarily took place to the north, south, and east. The CSX railroad to the east of the CBD of the city initially defined the urban services boundary of the city with most residential neighborhoods located between the Ohio River and the railroad. Older residential areas in this area typically have small lots that were not initially designed to accommodate parking of motor vehicles. The most concentrated areas of newer residential development are located to the north towards Evansville, Indiana along US 60 and east of the CSX Railroad along Zion Road. A moderate amount of residential development has occurred south of the CBD along US 60 and Old Madisonville Road. There are several mobile home parks within city limits, mostly concentrated near the railroad tracks.

COMMERCIAL USE - Commercial development began in Henderson's central business district (CBD) which remains a vital part of the city. The CBD district consists of government buildings, banking institutions, businesses, legal

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offices, and specialty shops. Strip commercial development extended away from the CBD to include most of US 60 (Green Street) from the cloverleaf to the intersection of US 41A west of the CBD. Strip commercial development in this area has led to traffic congestion as each lot typically has direct access to Green Street. The other area of contracted newer commercial development is along US 41 from the cloverleaf east to the Ohio River. Development in this area consists of gas stations, fast food restaurants and large strip malls containing big box retailers, grocery stores and shops. This area is also typically strip highway commercial development with multiple access points along the highway with no frontage roads or other access management facilities.

PUBLIC/SEMI-PUBLIC/OFFICE - Public/semi-public land uses are scattered throughout the city including Methodist Hospital, Henderson Power & Light, the Henderson City Building, the Henderson County Water District Office, the Henderson Wastewater Treatment Plant I, the Henderson County Detention Center, the YMCA and so on. There are also a number of Henderson County schools, Holy Name School and the Henderson Community College within city limits. There are also many churches located throughout the city. Several public/semi-public uses are also located within the central business district. The Henderson County library is located in the downtown area.

PARKS & RECREATION LAND USE - A number of park and recreational facilities are located along the Ohio River including the large Atkinson Park complex north of downtown. John James Audubon State Park is located in the north east corner of the city. Other parks and recreational facilities are scattered through out the city. Each school also has recreational facilities available. There are also four larger cemeteries within the city. Three are located along the South Green Street and South Main Street corridor. Fernwood Cemetery is located along Madison Street.

INDUSTRIAL USE - Henderson has three large concentrations of industrial development. The first area is due east of the CBD along the CSX railroad. Industrial development extends form S. McKinley St. north to Eight Street. The second area is the Henderson Corporate Park located along KY 136 near the CSX railroad. The third area is in the south end of the city between KY 136 and the Ohio River.

FLOODPLAIN/ENVIRONMENTALLY SENSITIVE - The major environmental issue within city limits is the floodplain along the Ohio River and Canoe Creek. There are many undeveloped areas in the city that are prone to flooding.

AGRICULTURAL/OPEN SPACE - There are some large tracts of agricultural use within the city limits. Most of these agricultural areas are within or adjacent to the floodplain. It is assumed that most agricultural lands within city limits that are not within the floodplain will eventually be developed. Agricultural lands within the floodplain will most likely remain agriculture or open space uses.

CITY OF CORYDON EXISTING LAND USE

Existing land use within the City of Corydon is primarily single family residential. Commercial land uses are located along US 60 and are intermixed with single family homes. The most concentrated area of commercial use is along US 60 between First Street and Third Street. Public/semi-public land uses including city hall and several churches are also mostly located along US 60. Crawford Field and Park is located on the east side of the city between First and Second Street. The Corydon Cemetery occupies a large tract of land on the southwest corner of the city along US 60. There are no industries located within the city and no floodplains. Much of the city consists of older, substandard residences and some older vacant commercial uses. The City of Corydon has acquired and cleared some of the vacant commercial structures in order to combine the lots and make them ready for redevelopment. Additional redevelopment efforts are needed throughout the city.

HENDERSON COUNTY EXISTING LAND USE

The land use patterns in Henderson County have been structured by the location of the floodplain, surface mining and the transportation network. The most intensive land development has occurred in spot locations near the City of Henderson and in small rural communities scattered around the county. There are a number of small rural communities including Baskett, Spottsville,

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Reed, Graham Hill, Zion, Bluff City, Hebbardsville, Rankin, Anthoston, Niagara, Robards, Cairo, Dixie, Geneva and Smiths Mill. The Robards area was incorporated as a sixth class city on November 11, 1997. In addition, large scale industrial development has occurred near Robards in the south central portion of the county near the Webster and McLean County lines.

RESIDENTIAL USE - described above, the conversion of agricultural land into residential land uses has resulted in development near the city limits of Henderson or piano key development along existing roadways. This type of development ranges from modest single family mobile homes and stick built houses to larger estate homes. Newer subdivision development containing moderately to upper scale housing has also occurred in the county as a result of the minimum acreage requirements or only 15,000 square feet for houses on septic systems. This development pattern, while offering a desirable rural or estate lifestyle at low densities, poses service delivery, traffic safety, and environmental problems at greater densities; especially, where septic tanks are utilized in large concentrations.

COMMERCIAL USE - The low density residential character of Henderson County, outside of Henderson and Corydon does not create sufficient demand or justify the enhancement of sizable commercial operations. Therefore, most commercial operations in the county consist of small gas stations, and convenience/grocery stores to serve the needs of a limited number of people. The majority of residents in rural Henderson County rely upon the Henderson downtown area and commercial districts to provide retail services.

PUBLIC/SEMI-PUBLIC/OFFICE – Public uses scattered throughout the rural areas of the county include several elementary schools and volunteer fire departments. Other public and semi-public uses, especially churches, some with adjacent cemeteries are located throughout the county.

INDUSTRIAL USE- The major industrial area outside of the City of Henderson is near Robards. The two largest facilities are Alcan and Tyson Foods. The 4 Star Industrial Park is located in this area. Other smaller industrial uses are located at scattered sites in the county.

PARKS & RECREATIONAL USE - Major park and recreational uses in the county include the Slough's Wildlife Management Area (WMA), the Green River State Forest and Ellis Park Race Track. The Slough's WMA covers some 10,000 acres in several units in Henderson County and Union County. The portions in Henderson County are located in the far northwest corner of the county. The Green River State Forest consists of 1,106 acres located in two major tracts along the Green River northeast of Henderson. Ellis Park Race Track is located on the north side of the Ohio River near Evansville, Indiana. There are also several private hunting and fishing facilities in the county.

FLOODPLAIN/ENVIRONMENTALLY SENSITIVE - Floodplains, wetlands and coal mine reserve areas greatly impact land use in the rural areas of Henderson County. Large portions of the county within the floodplain of the Ohio and Green Rivers are undeveloped due to frequent or potential flooding. This includes the entire north west corner of the county beyond Smith's Mill and Geneva, the area along Old Henderson-Evansville Rd. north of US 41, large portions of the area between the Ohio and Green Rivers in the east end of the county, and areas along the Green River in the south end of the county. Floodplains and wetland areas along Canoe Creek and its tributaries also remain undeveloped. This land is mostly used for agriculture or remains as open space. There are a few farm houses in these areas. There are also large tracts of land which have been or will be mined for coal in the south east corner of the county west of the Green River. Refer to the Henderson County Zoning Map for the location of these coal mine areas. Coal mine areas are considered environmentally sensitive as any new development on previously mined areas is taking place on disturbed land. Settlement, subsidence or erosion in these areas can adversely affect new structures and facilities. Also, new development should not take place on lands that will be mined in the future.

AGRICULTURAL USE/OPEN SPACE - The majority of land in the unincorporated areas of Henderson County is devoted to active and inactive agricultural uses. As noted in the economic development chapter, Henderson County is a major producer of soybeans, corn for grain, grain sorghum and wheat for grain.

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FUTURE LAND USE

The Future Land Use Plan is intended as a guide for the physical development of the Henderson County. The plan includes proposals for the amount and location of land that will be needed as growth and development continues. Its purpose is to serve as a basis for creating an environment or pattern of development where the various uses of land compliment rather than conflict with each other.

The future land use plan includes both the future land use map and the associated text. As stated before, the map and text should be used together when making land use decisions. In some areas the map shows that little or no change from the existing land use pattern is anticipated. In other areas, significant change is anticipated, though this change may occur at various rates or not at all in the next five to ten years due to unpredictable economic trends and other factors such as the extension of wastewater services and road improvements. Rezoning of various areas consistent with future land use designations may therefore become appropriate at various times throughout or beyond the five to ten year planning period as conditions warrant. Nevertheless, the maps indicate areas deemed most suited to future urban development when it occurs.

The second major element of the future land use plan are the land use policy recommendations included in the text. These policies supplement the maps by providing a framework for managing and directing the changes that will occur during the planning period. Application of policy guidelines will help determine when an area is ready for the changes anticipated on the land use map. At times, application of the policy guidelines may indicate the appropriateness of changes not anticipated on the land use map, thus necessitating an amendment to the zoning map prior to granting a development request.

In addition to determining the appropriate location and intensity of various land uses, the policy guidelines provide a framework for reviewing and ensuring the quality of new development. They also assist the planning commission in regulating the impacts of new development on surrounding uses, the environment and existing public service delivery systems. These policies will

be implemented through amendment of the Zoning Ordinances and Subdivision Regulations, and review of subdivision and site plan development proposals.

BASIC ASSUMPTIONS

Basic assumptions about future social and economic conditions in the county and city underlie the formulation of goals, objectives and policies upon which this plan is based. These basic assumptions, some of which have been stated or implied in previous chapters are as follows:

1. Economic growth will continue in the county as a result of infrastructure improvements and existing development pressures. Growth rates are likely to increase once I-69 is constructed through Henderson County due to increased accessibility to the area.

2. Population growth will occur in response to economic opportunities, location near transportation routes and cost-of-living factors. Some of this growth will result from a natural increase in population with most population shifts resulting from in-migration.

3. The major transportation mode in the county and cities will continue to be the private automobile, with supplemental publicly funded transportation becoming more widely available. With increase traffic and congestion, the provision of a functional, efficient, multi-modal transportation system will become increasingly important to the planning area.

4. The location of floodplains and storm water drainage will continue to be a major factor in determining appropriate and economically feasible development patterns, including type and intensity throughout the county.

5. Pressure for residential and commercial development will continue in conjunction with regional economic development, transportation and infrastructure improvements. The quality of these developments will continue to be a major issue as the community strives to maintain its unique character and heritage.

URBAN SERVICES BOUNDARY

The principle objective of the Land Use Plan for Henderson County is to contain urban development into areas where urban services either presently

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exist or where such services can easily be extended without undue cost. Urban development includes, but is not limited to industrial, commercial, high density residential and concentrated single family uses. It generally does not include agricultural uses and their related housing. The urban services boundary for the area around the City of Henderson is defined as the area north of the US 421 Bypass and north of the proposed I-69 corridor. Urban development should only occur in this area if public water and wastewater service is available and there is capacity to treat the wastewater produced by the new development. New development, infill development and redevelopment should be encouraged within areas where these and other urban services are already available before allowing development in areas.

This accomplishes two purposes:

1. Future development will have minimal impact upon the direct and indirect costs of providing government services and will thereby enable government to provide a high standard of service to current and future residents.
2. Agriculture is an important sector of the economy in Henderson County. In order for the county to continue to benefit from an agricultural economy, land must be reserved for this use and be protected from encroachment of urban and indiscriminate residential uses. This is important especially for those areas that consist of prime farmland.

INTERSTATE 69

The major constraint to completing the portion of the proposed I-69 through Henderson County, from both a financial and engineering perspective, is the need for a new crossing over the Ohio River. Funding for a financial planning study for a crossing is proposed for FY07 in the current Kentucky Six Year Transportation Plan. This means that final engineering and acquisition of land for I-69 is unlikely to occur during the short term (5 Year) planning period and that construction may not begin within the next ten years or longer. However, from a land use planning perspective, it is important to consider the proposed route for I-69 when making current land use decisions. Development within or near the proposed route should not occur as it may conflict with future construction of the interstate. As there is a considerable amount of land

within or near the City of Henderson which should be developed before allowing development as far out as the I-69 corridor, this will not be a constraint to development in the foreseeable future.

CITY OF HENDERSON FUTURE LAND USE

Figure 8-1 depicts the Future Land Use Map for the City of Henderson and the immediate surrounding area. Appropriate infill development in the city and redevelopment of other existing uses will be primary future land use issues for areas currently within city limits. These principles and policies also apply to new development outside the City of Henderson but within the Urban Services Boundary.

LOCATION PRINCIPLES AND POLICIES

General principles relating to the location of urban land uses provide a reference for the planning commission in the development of a Land Use Plan and other tools to promote orderly and systematic growth within Henderson County. Principles for the major types of land uses are provided below as guidelines for the consideration of zone change requests. These policies and the land use map should be utilized together in consideration of these requests. The map should provide the planning commission with the preferred land use for a site, while the written development policies serve as guidelines by which to review the development plan to ensure conformance with the comprehensive plan and determine the appropriate zoning classification.

General principles for all new development

1. All new development shall meet all applicable federal, state and local standards regulating the impact of development on land, air, water, historic resources or natural areas in the county.
2. Development should be contiguous to already built-up areas to minimize costs of public facilities such as water, sewer, police and fire services. Provision of these services should be contingent upon these areas being annexed into the City of Henderson.

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3. No lot shall be created by any subdivision of property that will result in a failure of any lot, existing structure or activity on land to conform to any applicable city or county regulations.

4. Where land conditions are in doubt, it shall be the responsibility of the developer to prove the feasibility of development upon the land in compliance with federal, state and local regulations and/or standards.

5. All development shall utilize and retain natural topography and vegetation in the development design and layout to the extent practicable.

6. No development should be allowed to be built in designated 100-year floodplain areas or other environmentally sensitive areas.

7. The protection of structures and sites that have historical value is encouraged during rehabilitation activities and infill development.

8. Areas of critical environmental importance, areas of high ecological sensitivity, and areas containing unique features shall be preserved in the development process.

9. Compatibility standards as specified in the following land use development policies and zoning ordinance shall be followed. These standards shall require more intensive uses locating next to less intense uses to provide buffering to protect the less intense use from the impacts of noise, glare, dust, vibration, odors, traffic or other vehicular use and visual appearance. Acceptable buffers may include any combination of fencing, deciduous and/or evergreen plantings, open space, earthen mounding, etc. as accepted and approved by the planning commission in the development plan process.

10. Onsite permanent or temporary storage of drainage waters should be provided in each development to compensate for the amount of drainage capacity lost to impermeable surfaces.

11. Approved storm water drainage systems separate from the wastewater collection system should be required of all developments.

12. New street intersections with the KY 425 by-pass should be avoided by use of shared service and frontage roads and access from existing cross roads. Cross roads shall be improved as necessary to accommodate increased traffic from the development.

13. Any development that occurs surrounding the by-pass shall be connected to public utilities (water and sewer) subject to the economic feasibility of the utility providing these services.

14. Economic incentives should be used to encourage growth in selected areas such as commercial growth along the KY 425 By-pass.

RESIDENTIAL DEVELOPMENT POLICIES

The following are general principles that apply to all residential development:

1. The increase or decrease of density can function as a transition between incompatible land uses.

2. Residential development should be of a very low density and rural in character in areas where urban services (especially public sewers) cannot economically be provided and are not anticipated to be provided within the planning period.

3. Permitted residential densities shall be calculated on the basis of net developable land, excluding street rights-of-way, steeped sloped areas, other public land dedication and shall be compatible with adjacent land uses.

4. Residential areas shall generally be located away from incompatible land uses such as large commercial or industrial sites, or other uses characterized by high traffic volumes, odor, noise, dust or dirt, inappropriately intense lighting and any other nuisance created by these types of uses.

5. Due to the impacts of noise and vibrations, new residential development should not occur immediately adjacent to heavily used railroads and interstate type highways including state parkways. The amount of setback or the need for noise barriers will depend on the amount of highway and train traffic and other factors such as the location of areas where trains are required to blow a whistle due to railroad crossings. Non-residential construction or appropriate landscaping can act as a buffer. A noise assessment should be required to determine specific requirements.

6. Residential subdivisions must be served by central water and public sanitary sewer systems.

7. Within the range of allowable residential densities (as specified in the Henderson County and Henderson Zoning Ordinances) for a given residential zone, the maximum permitted density for a zone change request shall be determined by referring to the Comprehensive Plan Future Land Use Map and by using the following criteria:

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Soils and Slope Assessment

- Acreage in different soil groups.
- Acreage in slopes if varying degrees
- Other physical limitations of the site (floodplain, wetlands, poor drainage etc.)

Characteristics of road network serving the development

- Distance from the nearest state or federal highway with available capacity to absorb projected increases in traffic due to proposed new development.
- Traffic analysis is suggested for higher density developments and should be provided by the developer upon request from the planning commission prior to the approval of the development proposal.
- Distance from a publicly maintained road of at least 18 feet in width with available capacity to absorb the projected increases in traffic due to the proposed development.

Characteristics of the access road:

- Hard surfaced, state maintained road
- Hard surfaced, city/county maintained road
- Gravel surfaced, city/county maintained through road
- Gravel surfaced, city/county maintained dead-end road
- Public or private road not publicly maintained

Community Services/Public Facilities Assessment

- Percent of adjacent and surrounding area developed
- Distance to nearest development within an unincorporated area
- Compatibility with adjacent or surrounding development, in terms of type, intensity and nature or existing or planned land uses.
- Access to central water supply with available capacity to serve the proposed development
- Access to central wastewater treatment facility with available capacity to serve the proposed development
- Distance to a fire department and/or a fire hydrant.
- Distance to a public school facility with capacity to accommodate additional students at the projected date of project completion.

- Distance to nearest neighborhood shopping center

Design

- Residential units should not be located facing directly on or have access directly to arterial or major collector roads.
- Adequate buffering and/or building setbacks shall be required where residential uses abut arterial or major collector roads or existing industrial or commercial uses.
- Each residential area or neighborhood should be served internally only by minor streets that discourage through traffic. These minor streets should channel local traffic into collector streets that serve to connect several neighborhoods with major thoroughfares.
- Residential developments should offer amenities in the form of greenspace/recreation areas, varied topography, attractive vegetation and good views, avoiding sites that are low, poorly drained or with slopes exceeding 12 percent.
- All residential development shall be required to provide adequate off-street parking, street lighting, sidewalks (or other alternative pedestrian routes).
- Infill housing development should be compatible (in size, design, construction materials, etc.) with existing homes and neighborhoods.
- Open Space/Recreational areas should be developed or dedicated as part of residential development.

COMMERCIAL DEVELOPMENT POLICIES

1. Existing commercial activities, which are presently located in areas that are not desirable for commercial development or expansion, should either be redeveloped or stabilized (not expanded).
2. Commercial areas should be accessible to major traffic arteries; however, new curb-cuts should be kept to a minimum by requiring commercial facilities to share frontage roads, service access areas or parking lots.
3. Concentrated clusters of stores, as opposed to linear developments, along major thoroughfares should be encouraged, as they are more convenient and tend to protect overall property values.
4. Buffering or screening shall be required when a commercial area is

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proposed next to existing residential areas. Trees, landscaping, benches and other site amenities should be incorporated into the design.

5. Commercial development should be designed to include sidewalks or other alternative routes for pedestrians, bicycles and disabled people.

6. Commercial signs should not be a visual nuisance or safety hazard to vehicular traffic.

7. Commercial design shall include adequate parking facilities with entrances and exits from major streets that minimize interference with traffic flow.

8. Limited mixing of commercial and residential uses is encouraged as part of a Planned Unit Development or other appropriate locations such as second floor apartments above first floor commercial uses in the downtown area. However, such mixing should be well planned and regulated as part of the planning commission's review process.

9. All commercial development proposals shall include an assessment of impacts on the environment, on existing service systems, traffic patterns and on adjacent properties.

SHOPPING CENTER DEVELOPMENT POLICIES

In addition to the general commercial development policies, the following issues should be addressed in the development of shopping centers including those composed of big box retailers:

1. Development of shopping centers should be allowed when it can be proved that the need clearly exists. Redevelopment of existing shopping centers should occur (where there are vacancies) prior to developing new shopping centers.

2. There should be a smooth transition between the commercial area and adjacent land uses. This transition should reflect existing architectural and residential character.

3. Shopping centers should be developed according to appropriate shopping center standards in order to ensure attractive, stable, convenient places to shop and to permit maximum benefit and support of shopping centers from compatible uses and community facilities.

- a. A properly designed internal traffic circulation and adequate parking shall be required. Large parking lots shall be adequately landscaped. Where possible, parking areas should be dispersed throughout the site and/or located to the rear and side of the development with minimal view to the motoring public.
- b. Screened loading and unloading areas that cannot be viewed by the motoring public or adjacent residential areas.
- c. Pedestrian circulation within the proposed development and between the commercial area and adjacent neighborhoods and other public facilities.
- d. Buffering from less intense adjacent uses
- e. Adequate setback from the street right-of-way.
- f. Where adjacent to residential areas, lighting and loud speaker systems (where allowed) should be non-obtrusive.

CENTRAL BUSINESS DISTRICT DEVELOPMENT POLICIES

The central business district of each city typically functions as the historic focal point of the community as well as serving a variety of functions including retailing, entertainment, administration and government. In addition to the general commercial development policies, development policies for the central business district in Henderson should encourage:

1. An efficient and compact place in which to move about and conduct business. The central business district functions more efficiently if shopping and other activities are oriented to the pedestrian. Convenient parking lots and sidewalks are a necessity. Therefore, any development or redevelopment of properties in this area shall provide adequate sidewalks and parking facilities. Parking facilities should be provided to the rear and side of lots in order to minimize the visual impact of these uses.
2. The central business district should be an attractive place in which to shop. The development of a safe, pedestrian friendly environment in the Henderson central business district shall be encouraged.
3. Infill development or redevelopment of an area within the central business district should be compatible with the historic context of the area and

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consistent with existing structures in scale, mass, design and streetscape. Any plans for development or redevelopment should focus on the preservation and revitalization of the area, keeping a similar mixture of land uses. In addition, improvements in the central business district should be consistent with the goals established for the city's Renaissance On Main program. Encroachment of commercial or industrial uses into established residential neighborhoods is discouraged.

4. The development of a variety of activities within the central business district shall be encouraged to enhance its appeal for human interaction.

5. Redevelopment of the riverfront for recreational and tourist activities should continue.

6. The renovation of the upper stories of existing downtown buildings for residential and office uses should be encouraged.

HISTORIC DISTRICTS

These additional development policies apply to areas within designated National Register Historic Districts:

1. Development proposals that include the demolition or significant alteration of existing structures, especially those historic in nature or architecturally significant to the neighborhood, shall be discouraged in order to preserve the integrity of the historic districts.

2. Within districts which are predominately residential, conversion of structures from residential to commercial or other uses shall be discouraged and only allowed where the proposed use is compatible (for example: home offices, small service related businesses) with existing residences. Auto-related businesses and other highway commercial uses are not appropriate in these areas.

3. Parking areas shall be placed to the rear or side of buildings and appropriately landscaped in order to minimize the visual impact of land use changes.

4. Signage shall be minimal and aesthetically pleasing for any proposed use in the historic districts in order to minimize impacts to the character and integrity of these neighborhoods.

5. Development proposals that include alteration of existing buildings or construction of new buildings (infill development) shall ensure that the design is compatible with existing structures, take into consideration the overall character of the neighborhood, and the site's original use. More specifically, infill development or building alterations must be designed to be compatible with the following: setbacks of existing structures in the neighborhood, overall streetscape, building height, massing and roof pitch, materials used, and fenestration (window opening, scale and pattern).

INDUSTRIAL DEVELOPMENT POLICIES

All future industrial development should be located in the planned industrial areas in Henderson or the 4 Star Industrial Park near Robards. Additional industrial development in unincorporated areas of Henderson County, especially areas not served by public utilities, is not encouraged. There are an abundance of high quality existing industrial sites and facilities in Henderson and near Robards. It is anticipated that the existing industrial parks and other designated industrial areas are sufficient to meet the needs of new Henderson County industries for the planning period. These sites should be used first before additional land is zoned for industrially use.

Some small industrial-type home occupations and agricultural accessory uses should be permitted in agricultural districts as conditional uses. These small industries should include services related to agricultural activities such as farm implement repair, ham curing, limited warehousing, etc. Home occupations in agricultural districts should be flexible but moderately restrictive. The following are specific industrial development policies:

1. Existing industrial activities, which are presently located in areas that are not desirable for industrial development or expansion, should either be redeveloped or stabilized (not expanded).
2. Industries should be located in planned industrial parks or adjacent to an existing industry to form industrial clusters.
3. Land, which can be most advantageously used for industrial purposes, should be identified and reserved for industrial use and encouraged to be exclusively used for such purposes. These areas are shown as future industrial

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use areas on the future land use maps. Small pockets of light industrial uses may be desirable in areas where existing commercial activities have a similar impact to adjacent uses.

4. Industrial sites should have good access to highways and when required, rail and river facilities.

5. Industrial areas should be located in areas served by or capable of being served by water, public sewer, gas and electricity within the planning period. The availability and sufficient size must be a prerequisite for an industrial use.

6. Industrial developments shall provide adequate buffering between proposed uses and adjacent existing or zoned commercial and residential uses. These sites should also be separated from other areas by such buffers as major highways, railroad lines, parks, greenways or natural geological features. In addition, landscaping and beautification of all industrial sites shall be required.

7. Enough land should be provided for industrial operations, future expansions, off-street parking, loading and unloading.

8. All applications for new or expanded industrial development shall include an assessment of impacts on the environment, existing service systems and adjacent properties. This assessment shall include:

a. Impacts on land, air quality, surface and ground water, historic resources and natural areas.

b. Impacts on community service systems, including water, wastewater, traffic, schools, police, fire and recreation.

c. Impacts on adjacent land uses, including noise, traffic, glare, dust, odors, vibrations and visual appearance at the property line of the proposed use.

PUBLIC/SEMI-PUBLIC/OFFICE DEVELOPMENT POLICIES

Public facilities such as schools, city and/or county administrative buildings, fire stations, etc. should be designed so as to compliment the areas in which they are located. They should be convenient to the population served while at the same time creating the least possible conflict with adjoining uses. Particular importance is attached, therefore, to adequate site size to accommodate future as well as existing needs. Buildings should be properly related to parking and service areas and the streets must have adequate capacity to handle the circulation requirements of the facility.

Office land uses which are not part of retail or service establishments have less of an impact on residential areas than other commercial uses. Professional office developments can be used as a transition use or buffer between residential areas and commercial uses. They can also be used as a buffer between residential uses and noise generating uses such as parkways and railroads.

Utility development policies are an important part of a land use plan. These policies can be used to control and guide development by encouraging development where utility services are available. Due to topographical conditions, sparse population, and/or remoteness of many areas of the county, it is often cost prohibitive and impractical to extend public utilities to those areas. The following policies are recommended to guide future utility extensions:

1. Adequate utilities should be extended on a priority basis to all areas within the planning area that are urban in character (and within the service areas of the respective utility providers). Those sites within the city that are currently unserved shall be the first priority. The utilities extended into urban or urbanizing areas should meet health and safety standards, including fire-fighting capability.
2. All new developments whether they are residential, commercial, industrial, or recreational in character should have the proper utilities installed by the developer whether private or public.
3. The extension of utilities of proper capacity in designated growth areas should precede development or be installed at the time development occurs.
4. The use of underground utilities should be encouraged where feasible.
5. When utility construction equipment, materials or hardware are stored out of doors, the site shall be screened and landscaped in such a manner as not to detract from the surrounding area.

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CITY OF CORYDON FUTURE LAND USE

Figure 8-2 is the future land use map for the City of Corydon. It is anticipated that the city will remain primarily low to moderate residential use. As discussed under existing land use, redevelopment efforts within the city are encouraged. There is one area along the railroad designated for industrial use. This area would be most suitable for a small light industrial use rather than a heavy industry given its proximity to existing residential areas. A proposed bypass of US 60 around Corydon is included in the Six Year Transportation Plan. As the route of the bypass is not known at this time, it is not shown on the future land use map. This issue should be looked at in more detail the next time the comprehensive plan is updated. No new development should be allowed along the bypass unless that area is annexed into the city and the new development is connected to the wastewater treatment system.

HENDERSON COUNTY FUTURE LAND USE

Figure 8-3 is the Future Land Use Map for the unincorporated areas of Henderson County. The development policies for land which is within the urban services area which is shown as a future use other than agriculture is included in the discussion for the City of Henderson. As discussed earlier in the comprehensive plan, agriculture is an important component of the local economy. In addition, many of the farms in Henderson County are historic and contribute to the unique qualities of the community. Therefore, it is important to implement regulations which preserve the character and integrity of these resources. Preservation of these areas can also enhance tourism. On the future land use map areas that should remain agricultural are shown in white.

EXISTING RURAL SETTLEMENT DEVELOPMENT STRATEGY

Throughout the rural areas of Henderson County, there exist small settlements or communities that possess a strong historical, physical, and social identity. These rural settlements include Baskett, Spottsville, Reed, Graham Hill, Zion, Bluff City, Hebbardsville, Rankin, Anthoston, Niagara, Robards, Cairo, Dixie, Geneva and Smiths Mill. These settlements are characterized

by public recognition of their existence, limited urban services, low density of development and a desire of the residents to maintain the identity of their community.

In order for these settlements to continue to exist, provisions must be made for limited, low density residential expansion. This allows young people in the community to form new households and permits the replacement of housing that has become physically unsound. Where such settlements exist and where fire protection, a public water supply, electrical service and environmental conditions are conducive to the safe and effective operation of septic systems, it is proposed that limited and controlled residential rehabilitation, redevelopment, and expansion be permitted and encouraged. This does not include large residential subdivisions on septic systems. Rural subdivision developments should be prohibited unless they can be connected to a public wastewater treatment system.

As there is a large concentration of existing homes in the City of Robards and the city is close to the Henderson County Waste Water Treatment Plant #2, it is recommended that extension of sewer service to the city be a high priority. Once sewer service is available within the city it is recommended that an analysis of land use be conducted for the city to determine suitable locations for future development.

INDUSTRIAL DEVELOPMENT POLICIES

Industrial development in the south end of the county should be located within the existing 4 Star Industrial Park where water and wastewater treatment facilities are currently available. Additional land in this area which should be reserved for future industrial development is identified on Figure 8-1. A block of land which has been mined is also shown for future industrial development. Industrial development on reclaimed mined lands should only be approved if engineering and geo-technical studies indicate that the site is suitable for such development and appropriate water, wastewater and other infrastructure can be provided.

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AGRICULTURAL DEVELOPMENT POLICIES

In recent years an increasing amount of land has been subdivided into lots for residential use in the unincorporated areas of the county under current agricultural zoning. This type of residential development has two major disadvantages. First, it makes inefficient use of the land, creating subdivisions with larger lots to accommodate septic tanks which are more difficult for homeowners to maintain. In addition, groundwater contamination is likely to occur with the concentrated use of septic systems. Second, it threatens the viability of prime agricultural lands as conflicts often arise when concentrated residential uses are established next to farms.

There are several alternatives to this type of development which should be considered by Henderson County. The first would be to increase the minimum lot size. The advantages of this would be to reduce residential development in areas used for agricultural purposes and maintain larger lot sizes more suitable for agricultural use. It is generally accepted that a minimum of ten acres is needed for most agricultural enterprises to be economically viable. The disadvantages of this option are that it greatly increases development and housing costs.

A second alternative would be Conservation or Cluster zoning for residential subdivisions. In this scenario, a concentrated area of housing is permitted in exchange for set aside open areas. Instead of 20 houses scattered over 20 five acre lots, 20 houses could be placed on five to ten acres with smaller lots. The remaining 90 acres would then be used for open space, agricultural or recreational use. This type of subdivision accommodates residential development while preserving open space. The disadvantages are that more complicated legal mechanisms must be used to insure that open areas are not developed and providing alternative wastewater disposal methods.

A third solution is to only permit residential development which is adjacent to city limits and can adequately be served with urban services. However, the solution to current development trends in agricultural areas may be a combination of options. Recommendations should be developed as part

of an overall review of current zoning regulations. County officials should be directly involved in such a study as the Henderson County Fiscal Court will ultimately have to approve any changes to the zoning ordinance.

The following criteria should be considered when development in agricultural areas is proposed:

1. Soils. Soils considered to be prime farmland by the U.S. Department of Agriculture are of major importance in providing food and fiber. They have properties favorable for economic production of high yields of crops with minimal inputs of economic resources. Farming these soils results in the least damage to the environment. Deterring urban development from areas with prime soils should be encouraged to be consistent with the goals related to agriculture.

2. Previous Land Use. A good method for determining which lands are no longer agriculturally viable is by looking at when the land was most recently farmed. Land currently being farmed or farmed within the last year may still be economically productive while land not farmed for the last five years may have lost its utility.

3. Surrounding Land Use. Reducing conflict between various land uses is a central concern. Farming requires use of heavy noisy machinery and produces dust that can be disturbing to non-farm rural residents. On the other hand, farmers may be disturbed by vandalism to crops and fences that may occur when large numbers of people live near their operations. Residential developments should be discouraged in areas with active farming where little previous residential development has occurred.

4. Availability of Urban Services. This indicator is concerned with the costs of providing additional public services to previously undeveloped areas. Development in areas located great distances from existing city services, police and fire protection is inefficient and can cause the cost of providing the services to increase.

5. Type and Width of Road. This is another indicator of public service costs. New development on narrow or unpaved roads will eventually require road improvements. An orderly plan for road improvements is the most desirable and cost efficient method of managing public road systems. Consequently, rural residential development should be located near or along already improved roads. However, lots for residential development should not front directly on

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collector or arterial roads.

SURFACE MINED LANDS

The most appropriate future land use for reclaimed mine lands is wild-life habitat, forest, open space and some types of agriculture such as pasture. In Eastern Kentucky, for example, elk have been successfully established on reclaimed mine lands to the point where limited hunting has been allowed and wildlife viewing has become a popular tourist attraction.