

Chapter 7 Land Use and Growth

City Boundaries and Annexation:

Land use and development in the City of Pikeville has always been dictated by the geography of the region (See Topography, Slope and Wooded Land Maps, and Soil Type Table at end of chapter): The time and money required to convert mountainous topography to usable terrain is often prohibitive. Historically, both commercial and residential development has been dictated by the limited availability of flat land, access to service infrastructure, potential for flooding, and forest growth. While mountaintop removal has provided some additional flat terrain in the region, little of that has been within the city limits. And, although the cut-through alleviated the most severe and significant threats of flooding, there remain areas within the 100-year flood plain (See Flood Plain Map at end of chapter). In addition, all of Pike County is classified as being at severe or high risk of flooding by the Environmental Protection Agency (EPA) Division of Water, as noted at <http://water.ky.gov/floodplain/Pages/RiskMap.aspx>. Flood maps continue to be updated and should be vigilantly monitored. The most current designations can be found at both the Federal Emergency Management Agency (FEMA) Flood Map Service Center at <https://msc.fema.gov/portal/search?AddressQuery=Pikeville%20KY%20> and the EPA Division of Water Map Modernization webpage at <http://water.ky.gov/floodplain/Pages/MapModernization.aspx>. Recent weather patterns indicate that flash floods can wreak havoc on developed and undeveloped areas alike. The severe slopes and variable soil types place additional limitations on development: Although development along the mountainsides is possible, much of the land within the

City contains slopes in excess of 35%, indicating that any development requires significant and expensive earth moving and reconfiguration of the mountainside. The mountainous terrain is further complicated by the high percentage of wooded areas. As Pikeville continues to develop, the thoughtful allocation and use of existing land is critical.

City Boundaries and Annexation:

Since the last Comprehensive Plan Update in 2005 the City of Pikeville has annexed three additional areas and incorporated them within the City limits: Big Shoal/ Little Shoal, Lackens Branch and a portion of Buckley's Creek. These annexations added a total of 3,352 acres to the City. In 1993, the corporate limits were reported to be 8,613.7 acres, with only 1,014.2 acres (11.8%) developed. In 2005, the City limits were calculated to include 10,950 acres within the corporate boundaries, but only 18.12% of that area was estimated to have been developed or developable within realistic economic limitations. Currently, the city of Pikeville is 14,302 acres, and 26.44% of that land is developed or available for development at this time.

The need for residential properties within the City limits but outside of the Pikeville Independent School District was noted in the 2005 plan. That has been accomplished with the annexation of Big Shoal, Little Shoal, Lackens Branch and part of Buckley's Creek, all of which remain outside the Pikeville Independent School District. Future expansion of corporate boundaries vis-à-vis the school district boundaries should be carefully and thoughtfully considered.

Zoning and Development:

Zoning within the City limits has been updated to balance the need for flexibility in promoting and supporting development, and caution to ensure that the small town character of the community is not compromised. Current zoning designations include three commercial only zones, six residential zones, and three mixed-use zones (Table 7-1). In 2005 there were 152 acres (only 1.76 percent) within the City limits that had not been zoned, today there are only 58 acres (0.41%) not zoned (See Zoning Maps at end of chapter).

The zoning map indicates that the greatest portion of usable acreage in the City (46.56%) is zoned as residential districts (R-1, R-1A, R-1T, R-2 and R-3), with narrow strips along Route 23 and at the Pikeville Medical Center site zoned Highway Commercial District (C-2). The Downtown area has been zoned as a Central Business District (C-3) surrounded by residential areas, with a total of 22.1% designated as commercial only

districts. Areas of recent annexation are zoned for Planned Development Multi-Use (PD-MU) and Planned Unit Development District (PUD), with mixed-use zoning now comprising 27.84% of the usable acreage. Recommended multiuse zoning from the 2005 Comprehensive Plan in the areas of Kentucky Avenue and Poor Farm have been completed, and additional multiuse zoning has been secured for Thompson Road to allow mixed use retail, business and residential development. Rezoning will be addressed as properties on Marion’s Branch, Lacken’s Branch, Buckley’s Creek and Big Shoal/ Little Shoal are slated for specific development. All newly annexed land is automatically zoned for multi-use to support a mix of business, retail and residential activities. The City has also completed a review of all areas exempt from current zoning restriction through grandfathering clauses. The City will monitor those parcels and bring them into compliance as appropriate and allowable in the future.

C-1	Neighborhood Commercial District
C-2	Highway Commercial District
C-3	Central Business District
I	Manufacturing District
INS	Institutional District
PD-MU	Planned Development – MultiUse
PDR	Planned Development Residential
PUD	Planned Unit Development District
R-1	One-Family Residential District
R-1A	Inner-City One-Family Residential District
R-1T	Townhouse Residential District
R-2	One- and Two-Family Residential District
R-3	One- and Multiple-Family Residential District
RF	Riverfill District

The City of Pikeville has yielded land for development as a result of the Cut-Through Project which created the Riverfill area of the Downtown District, and through surface mining of coal which created areas for development beyond the Downtown District. While the decline in the extraction of coal via surface mining will likely result in less available property for future development, there remains plenty of developable land for the foreseeable future. Recent Downtown development has focused on reuse and

adaptation of existing development rather than new building in previously undeveloped areas. Redevelopment enabled the City to locate the Pike County Judicial Center within the Downtown District, is the basis for the design of the Jenny Wiley Theatre facility on Second and Division Streets, and has enabled Pikeville Medical Center to dramatically expand while remaining within the Downtown District. In addition, redevelopment has been critical to the expansion of the University of Pikeville for additional classroom space and housing. While redevelopment projects sometimes provoke controversy based on emotional attachments to historic structures or uses, the adaptive reuse of existing development is generally economically, environmentally and geographically appropriate for the City of Pikeville. Pikeville Main Street Program’s activities to promote and support downtown revitalization through façade restoration and renovation, increased economic activity, increased pedestrian traffic, creation of a downtown arts and culture district, and increased after-business activity have been very successful and should be supported to be able to continue. As public funds for these activities diminish, it is vital for downtown businesses and residents to step up and support them.

**TABLE 7-2
 PIKEVILLE, LAND USE, 2013**

Land Use Category	Acres	% Total Acres	% Major Category Acres
Developed and Developable	3,781	26.44%	
Not Yet Zoned	53.55	0.37%	1.42%
C-1	175.39	1.23%	4.64%
C-2	600.74	4.20%	15.89%
C-3	59.4	0.42%	1.57%
I	60.67	0.42%	1.60%
INS	17.8	0.12%	0.47%
PD-MU	997.26	6.97%	26.37%
PDR	20.58	0.14%	0.54%
PUD	35.16	0.25%	0.93%
R-1	862.05	6.03%	22.80%
R-1A	57.26	0.40%	1.51%
R-1T	1.87	0.01%	0.05%
R-2	477.98	3.34%	12.64%
R-3	358.57	2.51%	9.48%
RF	3.04	0.02%	0.08%
Wooded and Undevelopable	10,520.9	73.56%	
Wooded and Undeveloped	9,842	68.81%	93.55%

Roadways	367.2	2.57%	3.49%
Streams	311.7	2.18%	2.96%
TOTAL	14,302.22		

The unprecedented growth in the City of Pikeville over the last decade has been important economically and aesthetically. The planned development of the upper portion of Thompson Road will include over 60 retail establishments, businesses and restaurants, and 200 middle-income townhouses. Continued development around the University of Pikeville on Kentucky Avenue, as well as the construction of the Scholar House has improved the College Hill area. These multi-use residential-commercial-retail zones are critical to meet the needs of the population which will include increasing numbers of undergraduate and professional students, as well as more and more senior citizens. The City retains two large parcels which could be used for mixed-use and/or industrial or commercial development, at Marion’s Branch and Poor Farm. Marion’s Branch was recently visited as part of an outside assessment for the Southeast Kentucky Chamber of Commerce and declared one of the most desirable and usable available sites in eastern Kentucky. Potential housing development exists at Marion’s Branch, Thompson Road, Cedar Creek Extension and Poor Farm.

There also continue to be opportunities for redevelopment within the Downtown District. While the University and the Medical Center are both experiencing growth, the available opportunities within the City appear to be able to meet those needs. There is no need for the City to invest in any additional property for development. Rather, the City should continue to focus on ways to support development and redevelopment of existing parcels through provision of infrastructure. Public-private partnerships and collaborations such as those creating the UPike Scholar House, the UPike College of Business and the Jenny Wiley Theatre facility, as well as the support for expansions at Pikeville Medical Center, are proving valuable and beneficial to the entire community and should continue.

The last decade of growth in the City of Pikeville has balanced the economic, environmental and social needs of the City and its population well. This thoughtful approach to development, expansion and growth as yielded expanded tourism and recreation activities, improved lodging options, increased variety and number of restaurants and retail establishments, and supported the growth and redevelopment of the City’s two major economic anchors, UPike and PMC. It is also contributing to the overall quality of life for residents, workers and visitors to the City of Pikeville. The City’s investment in this growth and development has been in the form of time, energy and dollars, and, overall has yielded a good return. However, it is impractical and unwise for investment by the City to continue at this rate: the infrastructure foundation is now in place. It is now time for the private sector to avail itself of that foundation to continue to build the City of Pikeville into a diversified economy to serve as the tertiary center of southeastern Kentucky and the surrounding central Appalachian region.

Now that a strong and stable foundation for land use and development is in place, the task of continuing this growth and development shifts more to the private sector. In this way, the City of Pikeville will continue on a path of thoughtful, conscientious development and growth to benefit all sectors of the community, create the best quality of life, and secure a stable economic future for its citizens.

Land Use and Growth Goals and Objectives:

Goal: The City of Pikeville will continue to support the thoughtful, careful and deliberate development of land to enable growth and development to accommodate the housing, business and economic, infrastructure, recreational and tourism needs of the population while maintaining and respecting the natural environment and its resources and supporting and sustaining recent growth and development accomplishments.

- Annexation
 - None currently anticipated
- Zoning
 - Zone Marion's Branch and Poor Farm as needed
 - Continue review and monitoring of areas exempt from current zoning through grandfathering clauses and address changes as needed
- Industrial/Commercial Development
 - Continue to facilitate and support the multi-use development project on Thompson Road
 - Maintain Marion's Branch and Poor Farm areas as potential industrial and/or commercial development sites
 - Identify opportunities for multi-use development and adaptive reuse as part of Downtown Revitalization and Development
- Downtown Redevelopment
 - Maintain sidewalk and road resurfacing maintenance schedule
 - Support ongoing infrastructure maintenance as indicated
 - Support Main Street projects focusing on façade restoration and renovation, signage and downtown revitalization
 - Identify opportunities for incorporation of second story housing in the Downtown District
- Flood Control
 - Maintain aeration infrastructure for Pikeville City Lake
 - Continue to support and push for implementation of plans for Flood Wall improvements as funding is available