Pikeville Comprehensive Plan Update
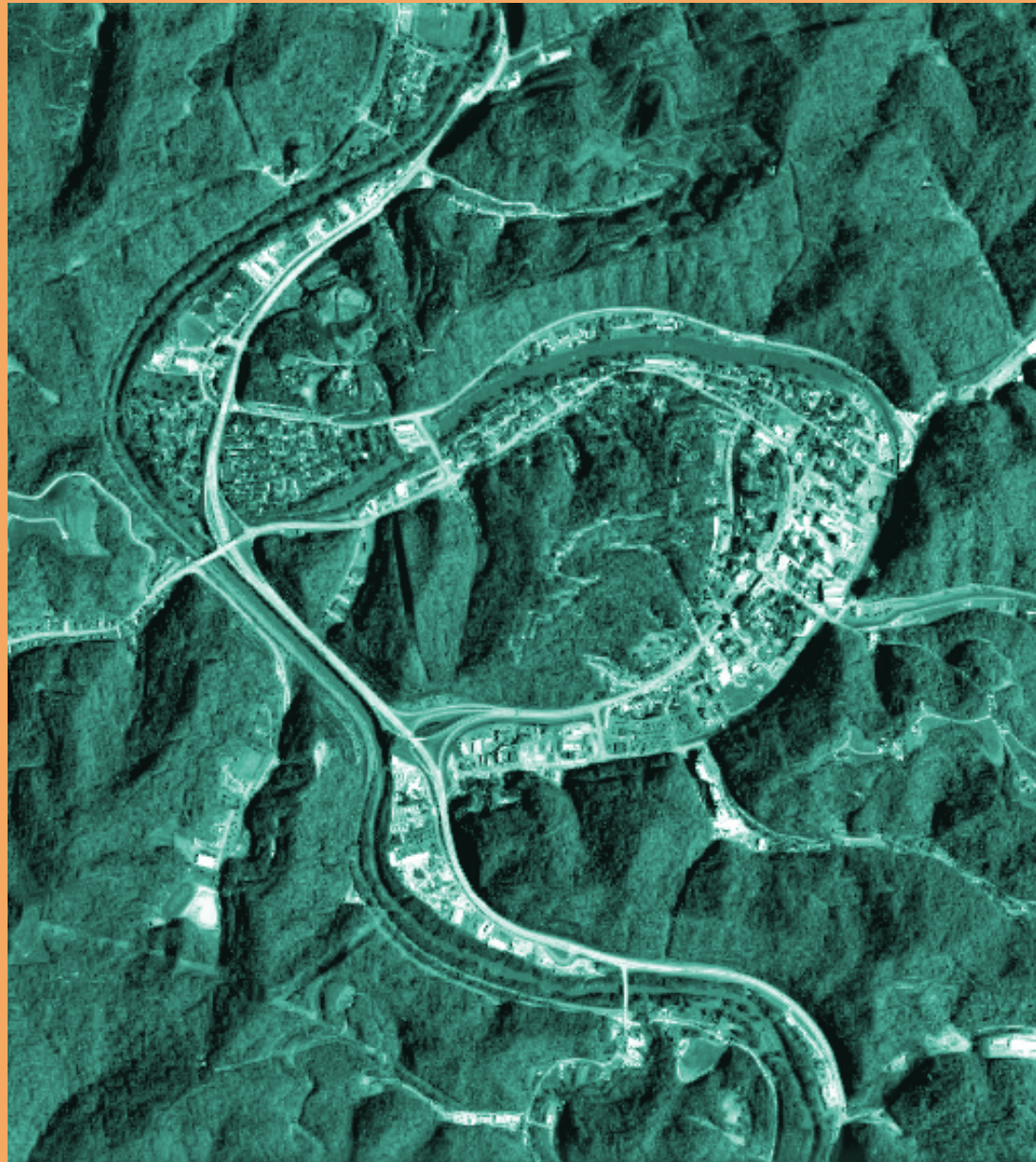
prepared for the

City of Pikeville, Kentucky

Final: March 30, 2021

ACKNOWLEDGEMENTS

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Downtown Pikeville was a bustling place during the 1940s. Although some of the decades since that time have witnessed major slumps in the Downtown's physical and economic health, it is now once again a vibrant focal point for the community.

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

PROJECT INTENT & APPROACH

Project Intent

The intent of this plan is to provide a blueprint for Pikeville's future growth. Citywide "comprehensive plans" have this name because they are comprehensive in nature by addressing a broad range of community planning issues. There are many reasons for updating a comprehensive plan, including to: 1) Build consensus on growth issues; 2) Serve as a basis for zoning; 3) Secure funding for projects; 4) Enhance the quality of life for citizens; and 5) Achieve fiscal efficiencies. Pikeville's last comprehensive plan was prepared in 2013. The State requires that comprehensive plans be update at least every five years, and the community's zoning and development regulations must be aligned with that plan. Any effective comprehensive plan will answer the following questions:

- What are the community's current conditions?
- In what direction is the community trending?
- What is the community's vision for the future?
- What is the blueprint for achieving the vision?

Project Approach

The following five key steps were taken to create the Pikeville Comprehensive Plan:

Task 1.0: Project Kick-Off & Research
Task 2.0: Visioning & Economic/Market Analysis
Task 3.0: Charrette & Concept Plan
Task 4.0: Draft Plan Preparation
Task 5.0: Plan Presentation & Revisions

There were many opportunities for public engagement, including numerous public and stakeholder meetings, an open house, a web-based public opinion survey, and a three-day charrette, which included an intensive brainstorming workshop engaging the public to develop key planning ideas.

Open house event (above) and charrette workshop (right).
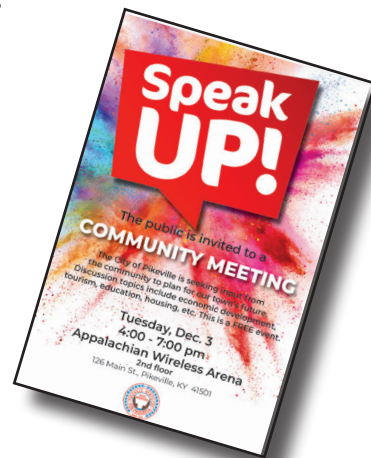
MOBILITY

Seven (7) Road/Street Types are proposed:

- Rural Roads
- Parkways
- Local Suburban Roads
- Local Urban Streets
- Boulevards
- Avenues
- Main Streets
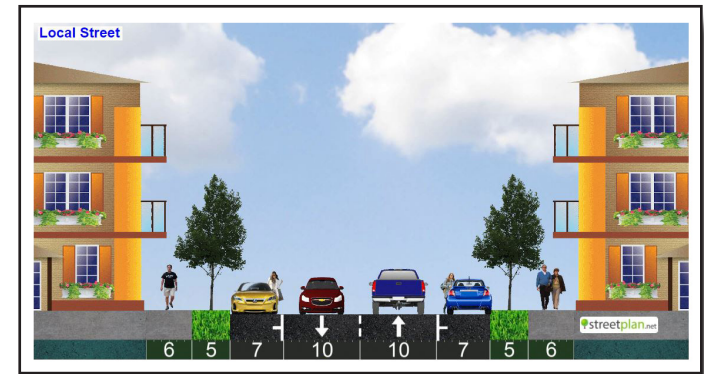
This Local Urban Street Type is one of seven Road/Street Types proposed in this plan for Pikeville.

A series of location-specific roadway improvements are also recommended. In addition to recommendations for motor vehicle improvements, a system of greenways, multi-use pathways and bikeways are also proposed, as well as sidewalk improvements. Some of these ideas incorporate the City's *2017 Downtown Bikeways Project Plan.*

NATURAL RESOURCES

With one exception - expanding and formalizing past river clean-up efforts - the natural resource recommendations are based upon revisions to the City's development regulations, including:

- Adopting a tree preservation ordinance
- Adding street tree requirements to the Subdivision Regs
- Reducing the permitted amount of paving
- Updating Stormwater Management Codes
- Exploring "green infrastructure" engineering alternatives

A riverfront greenway system checks multiple planning boxes - mobility, recreation, and natural resources.

PLACE TYPES

All areas within the city limits have been classified into Place Types, which are based upon land uses, densities, physical form and the character of future development. While many Place Types are reflective of the area's current characteristics, they are aspirational in that they reflect the recommendations of the plan, not simply existing condition. Of the sixteen proposed Place Types, each falls within the five overarching Place Type categories: Natural, Rural, Suburban, Urban and Special. The Place Types Map is illustrated at right and the five overarching Place Type categories are depicted in the transect graphic below. The five categories and their sub-categories include the following:

Natural Areas
• Floodways and floodplains, streams and wetlands, and slopes exceeding 50%

Rural Areas
• Rural Hills - slopes of 50% or less not otherwise designated as another Place Type
• Rural Corridors - along roads in peripheral areas of town
• Rural Crossroads - small hamlets along Rural Corridors

Suburban Areas
• Urban Neighborhoods- "Existing" and "New" subcategories
• Urban Corridors - key streets extending from Downtown
• Urban Centers - Downtown and potential new Village Centers

Special Areas
• Office/Industrial Parks - office areas, industrial areas, and combinations of the two (largest is at south end of town)
• Institutional Campuses - religion, education and government
• Parks - large public spaces for active and passive recreation

More on Place Types:
• Small-scale institutional uses and parks can be in other Place Types beyond Special, such as in a Downtown.
• Place Types can be implemented as zoning districts, but existing uses would be "grandfathered" per the current zoning.

Legend

■	Natural Areas - Steepest Slopes	■	Suburban Corridor
■	Natural Areas - Streams & Wetlands	■	Suburban Centers
▨	Natural Areas - Floodways & Floodplains	■	Existing Traditional Neighborhoods
■	Rural Hills	■	New Traditional Neighborhoods
■	Rural Corridors	■	Urban Corridors
■	Rural Crossroads	■	Downtown
■	Suburban Neighborhoods - 1-2 Family	■	Village Centers
■	Suburban Neighborhoods - Mixed Housing	■	Office or Industrial Parks
		■	Institutional Campuses
		■	Parks

NATURAL RURAL SUBURBAN URBAN SPECIAL

EXECUTIVE SUMMARY

PUBLIC SPACE & RECREATION

Relative to most communities across the country per the National Recreation and Parks Association (NRPA) metrics, Pikeville exceeds most cities its size in virtually all categories of park and facility types. The few recommendations are limited to the following:

- *Pursue for Downtown* a splash pad, skate park, pickleball court, and potentially expand the Appalachian Wireless Arena Plaza if additional space is needed.
- *Add to Bob Amos Park* basketball courts and the facilities not viable for Downtown.
- *Reestablish paddle boats* at the Pikeville Pond and expand *multi-use sports options*.

COMMUNITY DESIGN

Good community design is important to the aesthetic, functional, economic and fiscal facets of Pikeville. Key principles for Pikeville to follow include:

- *Walkablility* - not merely the provision of sidewalks, but also safe, interesting and attractive places along the way.
- *Mixed Uses* - such places promote walkability and require less driving between where people live, work, shop and play.
- *Generous Landscaping* - to provide beauty, buffering and benefits to the environment.
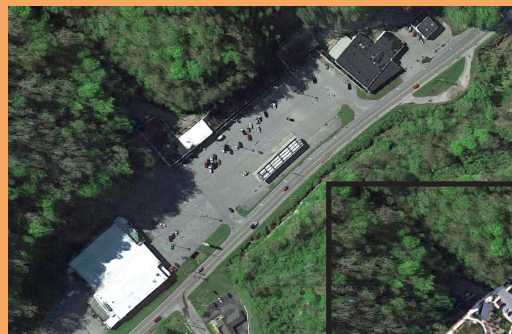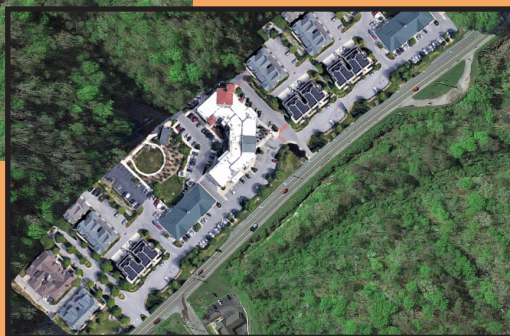- *Taming of Motor Vehicles* - design for people and not only vehicles.

Sample Site Redesign: Existing
The existing Town & Country Shopping Center at left is a conventional low-density single-use "strip center." It has great potential for redevelopment.

Sample Site Redesign: Concept
The concept design at right is mixed use and much more dense. It is hypothetical and does not imply market feasibility or property owner support.

CULTURAL RESOURCES

Cultural resource recommendations are tied to historic buildings within the Downtown area. While this area has multiple National Register districts, which helps to leverage the state and federal tax credits for historic building rehabilitations, they offer no protections to avoid demolitions, inappropriate building alterations or incompatible infill development. The following recommendations are offered:

Source: The Walker Collaborative and Common Ground - Urban Design + Planning
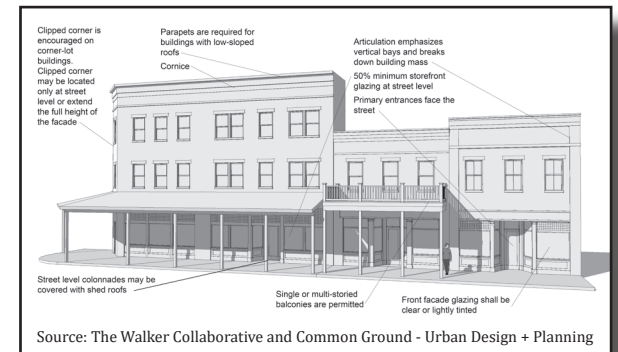
- Pursue the designation of a local downtown historic district if sufficient property owner support can be generated.
- Start with a public education campaign so that property owners have a better understanding of local historic districts.
- Even if local historic districts are not designated, prepare a set of detailed and illustrated design guidelines for Downtown as a resource and to be tied to incentives.

DOWNTOWN

Organized by the Main Street "Four Point" approach, these are only the very key ideas:

Organization - 1) Appoint chairs who can spearhead their committee's efforts; and 2) Continue to leverage the State Main Street program's resources.

Design - 1) Pursue the redevelopment of Hambley Blvd.; 2) Manage on-street parking to create more parking turnover; 3) Revise the C-3 zoning to prohibit 12-story buildings; and 4) Pursue additional parking for Downtown.

Economic Vitality - Recommendations related to this topic include business development consistent with the proposed optimal tenant mix, development of amenities and support services, infill development, and Downtown branding and marketing.

Promotion - 1) Utilize social media more for Downtown Pikeville; and 2) Create a Downtown logo.

EXECUTIVE SUMMARY

ECONOMIC DEVELOPMENT

The plan's economic development recommendations are based upon extensive research and analysis, including an Economic Baseline Assessment and a Target Industry Assessment. Beginning with a vision statement, goals, and objectives, as well as the identification of very specific targets for business development, recommendations for this section of the plan are organized along the following four categories:

The Pikeville / Pike County Airport will be an important resource for future economic development efforts.

- Business retention and growth
- Business recruitment
- Start-ups, innovation, and new business development
- Workforce development

Among the key existing facilities that will be leveraged for future economic development are: Pikeville / Pike County Airport, Kentucky Enterprise Industrial Park, Pikeville Medical Center, University of Pikeville, and Big Sandy Community & Technical College, among others. There are also numerous local, regional, state and federal entities who will be critical partners.

TOURISM

Specific opportunities for tourism were identified as part of an Opportunities Assessment for Hotels, Sports & Recreation Venues, and Tourism activities in Pikeville. Recommendations were organized by the following categories, including the overarching key strategies:

The City's new events center at Bob Amos Park will soon be complimented with nearby cabins for visitor lodging.

- *Adventure Recreation and Heritage Tourism Corridors* - strengthen heritage sites, promote corridors, and collaborate on adventure recreation and eco-tourism.
- *Tourism Hubs and Anchors* - reestablish the history museum as a destination attraction, facilitate music heritage sites and venues, facilitate trail and trailhead construction, and promote the airport for tour charters.
- *Destination Resort Lodging* - to diversify its lodging mix, the City can fund a pre-feasibility study as part of a recruitment effort to attract an investor and/or operator.
- *Multi-Use Sports & Recreation Facility* - a feasibility study is recommended to explore: 1) expanding the current programming at the Appalachian Wireless Arena; 2) physically expanding the Arena; and 3) developing a new supplemental facility.

HOUSING

This plan's Housing Market Analysis identified current and future market demand for various types of housing in Pikeville through 2025. Findings included:

- *For-sale housing:* employment-generated demand for 70 to 90 units; UPike expansion-generated demand for 40 to 80 units for graduate students; and demand for up to 30 more units as normal replacement housing due to fires, damage, change of use, and other factors.
- *Rental housing:* employment-generated demand for roughly 30 to 50 units; UPike expansion-generated demand for 100 to 190 units for graduate students; and demand for 10 to 40 units as normal replacement housing.

The following strategies are recommended based upon three overarching categories:

Niche Housing Developer Recruitment
- Retirement/resort housing - if a feasibility study warrants, conduct a developer RFP.
- Student housing - the City can collaborate with UPike and PMC to recruit developers.

Rehabilitation and Replacement
- Conduct a housing conditions assessment
- Access grant programs and non-profit assistance
- Conduct targeted code enforcement and create housing rehabilitation incentives
- "Structurally deficient" code enforcement and targeted housing replacement

Affordable Housing and Homeownership Programs
- Collaborate with the Housing Authority on mixed-income housing and ownership.
- Promote affordable housing rehabilitation with local programs funded by HUD, the USDA, and other agencies and foundations.

A greater variety of housing product is needed in Pikeville, including smaller homes for seniors looking to downsize and avoid the maintenance of a larger home. This example clusters cottages around a green space that serves as a focal point and gathering place.

Photo source: Amanda Bosse

BACKGROUND

Notable People from Pikeville

The following people were either born in Pikeville or lived in Pikeville at some point:

- *John Paul Riddle* - self taught aviator and co-founder of Embry-Riddle Aeronautical University
- *Woody Blackburn* - professional golfer
- *Robert Damron* - professional golfer
- *Murray Garvin* - head coach of men's basketball at South Carolina State University
- *Patty Loveless* - country music singer
- *John & Katherine Langley* - American politicians
- *Jerry Layne* - Major League Baseball umpire
- *Randolph McCoy* - patriarch during feud with Hatfields
- *Mark Reynolds* - baseball player for Colorado Rockies
- *Jack Smith* - baseball player for Los Angeles Dodgers
- *Effie Waller Smith* - poet
- Preston Spradlin, basketball head coach, Morehead State
- *Jonny Venters* - baseball player for Washington Nats
- *Dwight Yoakam* - country musician, actor/director

COMMUNITY OVERVIEW

Pikeville is a community of roughly 7,000 people located in Pike County, Kentucky. As with nearly all municipalities in Kentucky, Pikeville is a home rule-class city. It is also the county seat for Pike County. The community was established in 1824 and incorporated in 1848. It covers 21.9 square miles and has an elevation of 679 feet. Pikeville is located in the Easter Standard Time (EST) zone. From 1973 to 1987, the "Pikeville Cut-Through" was constructed immediately west of the Downtown to reroute the Levisa Fork River. Moving nearly 18,000,000 cubic yards of soil and rock, the project lessened traffic congestion in Downtown and eliminated the flooding that had regularly plagued the city. Pikeville has been a center of economic development in Eastern Kentucky since the 1990s. The University of Pikeville has experienced substantial growth, in 2005 the 7,000-seat Appalachian Wireless Arena opened in Downtown, and Pikeville Medical Center has established itself as a regional healthcare center. In fact, an 11-story clinic and a 10-story parking structure were completed at the center in 2014 at a cost of $150 million. In recent years, the Kentucky Enterprise Industrial Park has landed some major tenants, including the latest one - Wright Companies. They are leasing the spec building that was recently constructed at the park. It is housing the company's corporate offices for their more than 20 businesses, and bringing in a mixed materials plant from West Virginia. Because of the town's topographic constraints that discourage sprawl, the historic Downtown is relatively compact and vibrant. The local Main Street program has also helped Downtown tremendously. In 2018, Pikeville's City government was named "2018 KLC City Government of the Year" by the Kentucky League of Cities. This program was the inaugural year for the award and intended to recognize *"a city that has done something transformational and our first ever recipient certainly demonstrates a city making a huge impact on its region."*

Pike County is the most easterly of Kentucky's 120 counties, as illustrated in the state map below. Pikeville, the county seat, is located in the west central portion of the county, as depicted in the county map at far right.
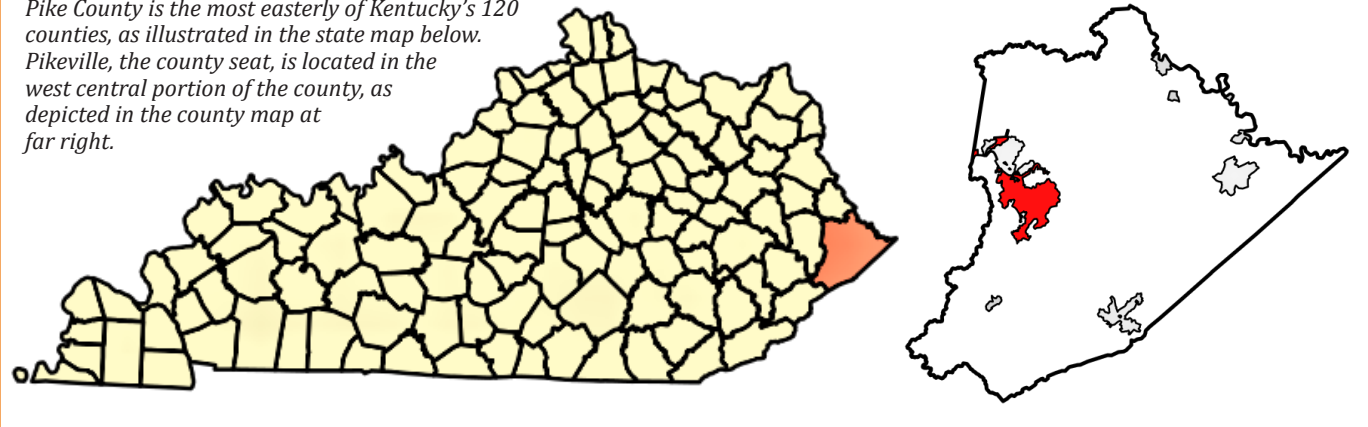
PROJECT INTENT

The old adage *"To fail to plan is to plan to fail"* may feel a bit tired, but it clearly still comes with a great deal of truth. For local governments to operate effectively and efficiently, they need to periodically conduct a planning phase. Citywide comprehensive plans are "comprehensive" because they are indeed comprehensive in nature by addressing a broad range of community planning issues. Issues addressed include land uses, development form and character, mobility, housing, economic development, natural and cultural resource preservation, parks and recreation, infrastructure, and similar issues. Kentucky Revised Statutes (KRS) 100.183 state that a comprehensive plan:

"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. The elements of the plan may be expressed in words, graphics or other appropriate forms. They shall be interrelated, and each element shall describe how it relates to each of the other elements."

Pikeville's last comprehensive plan was prepared in 2013. The State requires that comprehensive plans be updated at least every five years, and the community's zoning and development regulations must be aligned with that plan.

From a practical perspective (not a legal one), any effective comprehensive plan will answer the following questions:

• What are the community's current conditions?
• In what direction is the community trending?
• What is the community's vision for the future?
• What is the blueprint for achieving the community's vision?

Once the comprehensive plan is completed and adopted by the City, it can be implemented through a number of different means. One tool for shaping future land uses, densities, development forms and character will be zoning and development standards. City, state, and federal investments in infrastructure will be another means. Economic-based strategies might be implemented by the community's economic development entities, while much of the implementation will occur through the private sector, such as real estate development and business start-ups. Finally, because some of the funding for this plan is from a Kentucky Power Economic Growth Grant (KPEGG), this project places a stronger emphasis on economic development than a typical comprehensive plan.

State Requirements for a Comprehensive Plan
KRS 100.187 requires the following four plan elements:

1. A statement of goals and objectives, which shall serve as a guide for the physical development and economic and social well-being of the planning unit;

2. A "land use element," which shall show proposals for the most appropriate, economic, desirable and feasible patterns for the general location, character, extent and interrelationship of the manner in which the community should use its public and private land at specified times as far into the future as is reasonable to foresee. Such land uses may cover public and private, residential, commercial, industrial, agricultural and recreational land uses.

3. A "transportation plan element" for highways and streets; railways; airports; waterways and terminals for people, goods or vehicles.

4. A "community facilities element," which may include parks, schools, libraries, churches, hospitals, medical facilities, utilities, fire stations, police stations, jails and other public buildings.

Media Coverage of the Plan

"The City of Pikeville is moving forward with updates to their comprehensive plan for the future of the city. Officials told WYMT every five years they re-evaluate their plan, and this year they accomplished almost every goal set for the past five years. One of those goals included finishing the Kentucky Enterprise Industrial Park and getting businesses to locate there. With the progress over the past five years, recently the Pikeville City Commission met to discuss goals for the next five years. Pikeville City Manager Philip Elswick said their new goals include improving infrastructure, tourism, job creation, and much more."

Cory McCauley
WYMT
"City of Pikeville Moves Forward with Comprehensive Plan"
June 8, 2018

BACKGROUND

PROJECT APPROACH

The approach to preparing this plan is summarized below:

Task 1.0: Project Kick-Off & Research
This initial task served as the research and diagnostic phase on which the balance of work relied. The Consultant Team performed the following sub-tasks prior to, during, and after the three (3) day Trip #1 to Pikeville on October 28-30, 2019:

Task 1.1: Kick-Off Meeting & City Tour
Task 1.2: Physical Analysis
Task 1.3: Existing Conditions Mapping
Task 1.4: Public Policy & Programs Review
Task 1.5: Future Build-Out Scenario
Task 1.6: Public Kick- Off Meeting

Task 2.0: Visioning & Economic/Market Analysis
Although public input was a key aspect of this project throughout its life, Task 2.0 featured a major push to solicit participation from the public. In addition to conducting a public opinion survey with nearly 900 participants, this task included the following steps conducted by the Consultant Team as part of a three (3) day Trip #2 to Pikeville on December 3-5, 2019:

Task 2.1: Key Person Interviews
Task 2.2: Stakeholder Focus Group Meetings & Open House
Task 2.3: Planning Principles
Task 2.4: Economic & Market Analysis

The market analysis, tourism, and economic development findings were used as critical input into many of the plan's ideas.

Task 3.0: Charrette & Concept Plan
A "charrette" is an intensive process in which numerous people work together over a limited period of time to develop creative ideas for solving problems. The charrette process has deep roots in the planning and design professions, and Task 3.0 of-fered the single greatest opportunity for meaningful "hands-on" involvement of Pikeville's citizens, key community stakeholders, and City officials. The goal of the process was to provide a forum for the public to achieve a consensus. The most tangible outcome was the creation of a Concept Plan as the basis of the ultimate Comprehensive Plan. This three (3) day task comprised the Consultant Team's Trip #3 to Pikeville, and the following sub-tasks were achieved on October 6-8, 2020:

Task 3.1: Follow-Up Field Work
Task 3.2: Public Workshop
Task 3.3: Concept Strategy Preparation
Task 3.4: Concept Plan Presentation

The Task 2.0 open house allowed people to learn more about the planning project and to share their concerns and ideas.

Task 4.0: Draft Plan Preparation
While the scope of work for this project detailed a preliminary plan outline, the table of contents now serves that role.

Task 5.0: Plan Presentation & Revisions
Following time for the City's review, key members of the Consultant Team presented the draft plan in a public forum as part of a two (2) day Trip #4 to Pikeville. Based upon feedback, the draft plan was revised and submitted as a final document.

HISTORY

The Pikeville area's human occupation likely dates back as early as the Paleo era roughly 15,000 years ago, followed by prehistoric peoples of the Archaic, Woodland and Mississippian eras. At the time of early white settlement, most of Kentucky was occupied by the Shawnee, but the southeast corner that included today's Pikeville was occupied by the Cherokee.

It is believed that the first non-Native Americans in the vicinity of Pikeville were members of the failed Sandy Creek Expedition, which was led by British Major Andrew Lewis in 1756 during the French and Indian War. The first known permanent settlement in Pike County was established in 1790 at the mouth of Sycamore Creek, on Lower Johns Creek by the family of William Robert Lesley. By 1800, other settlements were being made on the Levisa Fork in the vicinity of what is now Pikeville. In 1792, Kentucky was created out of lands that previously constituted western Virginia. Multiple counties were created during the first three decades that involved today's Pike County, but Pike County was finally established in 1821. It was named for US General Zebulon Pike, the same officer and explorer who discovered Pike's Peak. On December 24, 1823, the Pike County Commissioners met and agreed upon a site for the new Courthouse to be located on an acre of land donated by Elijah Adkins opposite the mouth of Chloe Creek, which is the site of the present County Courthouse. In 1824, by official act of the Commonwealth of Kentucky, the Town of Pikeville (originally known as Piketon) was established. It was surveyed and platted by James Honaker. The community's physical growth was very slow for the next few decades. As late as 1860, there were only roughly a dozen buildings, in the form of homes and shops, around the public square.

When the Civil War broke out, allegiances were mixed and many citizens failed to take sides. The first military occupation of the town occurred in October 1861 when Confeder-
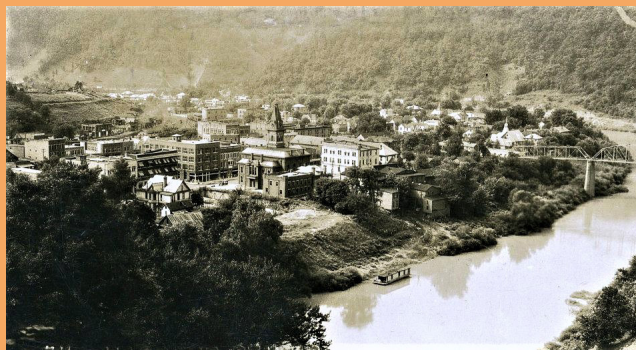
This unidentified photograph of Pikeville appears to be from the early-1900s. Source: Pinterest

ate Colonel John S. Williams encamped in the town and the CS flag was raised above the courthouse. On November 10, 1862, Union forces under General William "Bull" Nelson routed the Confederates, and US forces under Colonel James Garfield (future US President) occupied Pikeville. Roughly 3,000 soldiers initially camped in today's city park, but flooding forced them to relocate to the hills now occupied by the University of Pikeville campus. While various skirmishes and guerrilla warfare ("bushwhacking") occurred in the area throughout the war, no major battles occurred in the County.

Because of its geographic isolation, Pikeville's growth was very slow throughout the 19th and early-20th centuries. The county's 1900 population was only 22,868. In 1905, a railroad from Ashland was completed through Pikeville, having a significant economic impact. All of Pikeville's streets were dirt until 1913 when bricks began to be laid in the downtown area. Coal mining grew as the key industry during the early-1900s, yet flooding persisted as a regular problem until the "cut through" project to reroute the river was completed in 1987 at a cost of $80 million. Today, Pikeville is the economic and cultural hub of Eastern Kentucky's Appalachia, and it treasures its rich history.

The Hatfields & McCoys

This famous feud lasted from 1863 to 1891. The Hatfields lived primarily on the West Virginia side of the Tug Fork, while the McCoys lived primarily on the Kentucky side. Most members of both families fought for the Confederacy during the Civil War, but the feud started when Union veteran Asa McCoy returned to the area and was killed by the Confederate Home Guard unit that included the Hatfields. The Hatfields were more affluent than the McCoys, although both families distilled and sold illegal moonshine.
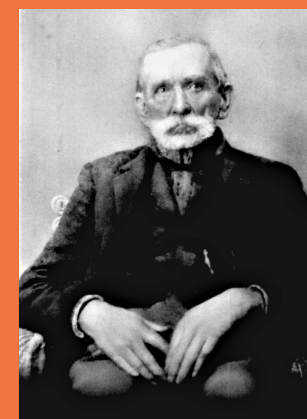
McCoy patriarch Randall McCoy: 1825-1914.

EXISTING CONDITIONS
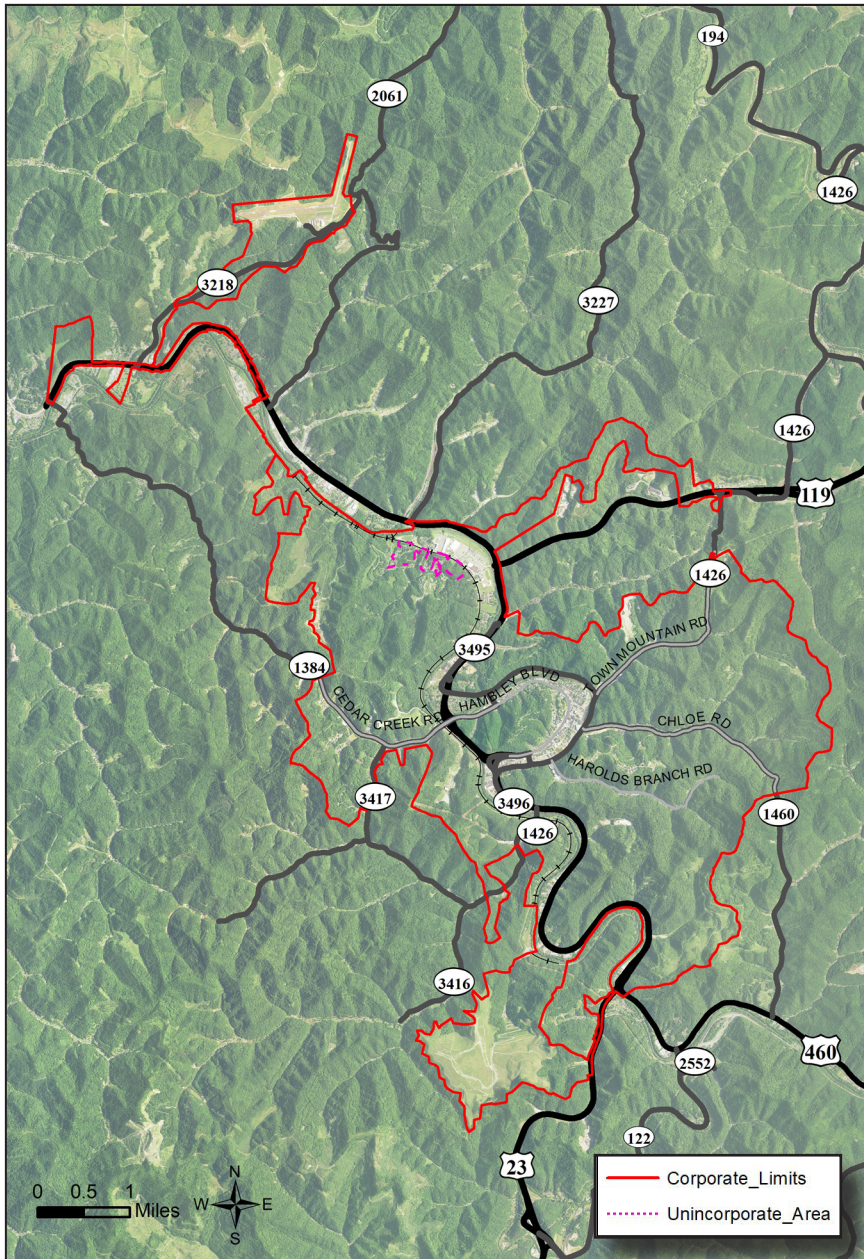
AERIAL VIEW OF PIKEVILLE

The aerial photograph of Pikeville at left provides an excellent overview to start this Existing Conditions section of the Pikeville Comprehensive Plan Update. Two features of the area are immediately striking in this image. First, the area is dominated by a heavily-vegetated mountainous terrain. Secondly, because of that terrain and the impact of streams such as the Levisa Fork of the Big Sandy River, the developed portions of Pikeville form a serpentine ribbon of less steep and more developable lands. In fact, much of the community's older development exists in the "horseshoe" that once paralleled the river, but is now located to the immediate east of the rerouted river segment that resulted from the cut through project in the 1970s and 1980s. That area includes the historic downtown, the medical center, and the University of Pikeville. To the north of the horseshoe is another relatively flat and expansive area along Route 23 / North Mayo Trail where much of the most recent residential and commercial development has occurred. Finally, the aerial photograph at left illustrates with a red boundary line the overall irregular shape of the city. In particular, it features appendages on either end, including the Pikeville / Pike County Airport on the north end and the Kentucky Enterprise Industrial Park on the south end of the community.

This view looking east from the high ground of Bob Amos Park shows the intersection of Route 23 and Hambley Blvd. in the foreground and the development on the south end of Downtown Pikeville. This angle highlights the area's dramatic terrain.

TOPOGRAPHY

As emphasized on the previous page, a major feature of Pikeville that impacts almost every facet of the community is its steep topography. *The planning implications of Pikeville's topography are profound given the expense and negative environmental impacts of developing on steep slopes.* The map at right illustrates Pikeville's topography, and below is a summary of topographic conditions tied to the slope ranges contained in the map's legend. Information on the land area for each slope range is also indicated below, as well as the percentage of the City's total 14,116 acres of land area. This map is based upon 2011 data from KYTC Statewide LiDAR.

0% to 5% Slopes: *2,440 acres (17% of City)*
These relatively flat areas are associated either:

- *Current and past configurations of the river,* where the majority of the community's development is located; or
- *Mountain tops that have been surface mined* and then stabilized for development such as the industrial park.

6% to 10% Slopes: *935 acres (7% of City)*
These areas are difficult to identify on the map. They tend to be very linear and correspond to streams such as Chloe Creek and Harold's Branch, both of which have adjacent roads. There are likely many other such areas that are not legible on this map, but that serve as transitions between the 0% to 5% areas and the 11% to 25% areas.

11% to 25% Slopes: *3,424 acres (24% of City)*
Some of these areas flank either side of the river (or its former route), as well as tributary streams. The balance of these lands, which constitute most of them, are scattered throughout the city and are transitional between lands with less and greater slopes.

26% to 35% Slopes: *4,315 acres (31% of City)*
As with the category of slopes described above, these lands are scattered throughout the city and are transitional between lands with less and greater slopes.

36% to 90% Slopes: *3,002 acres (21% of City)*
These steepest slopes are often associated with the river, the former river bed, tributary streams, and similar areas. They are the city's least viable lands for development.

Slope Percentage

<VALUE>

	0 - 5
	6 - 10
	11 - 25
	26 - 35
	36 - 90
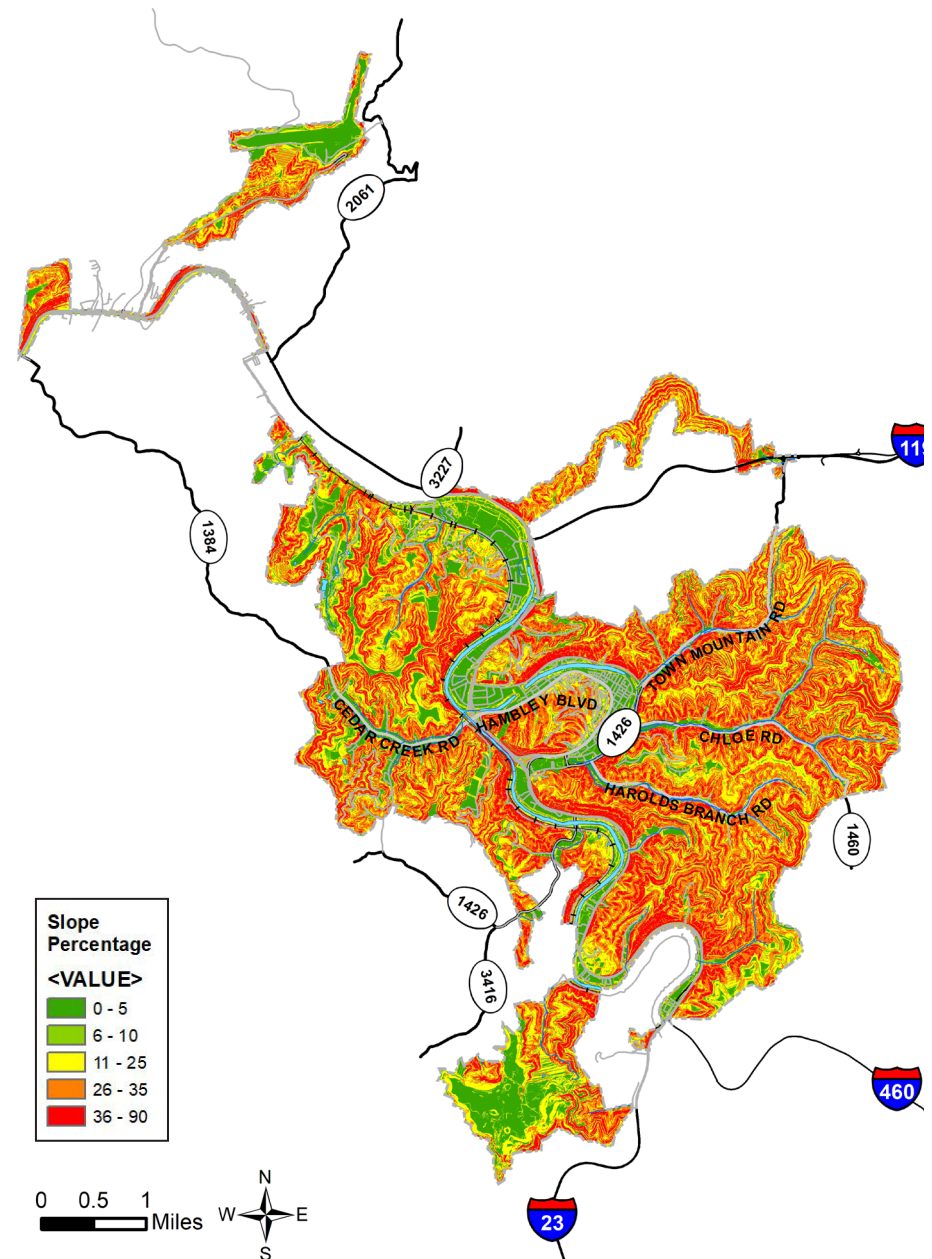
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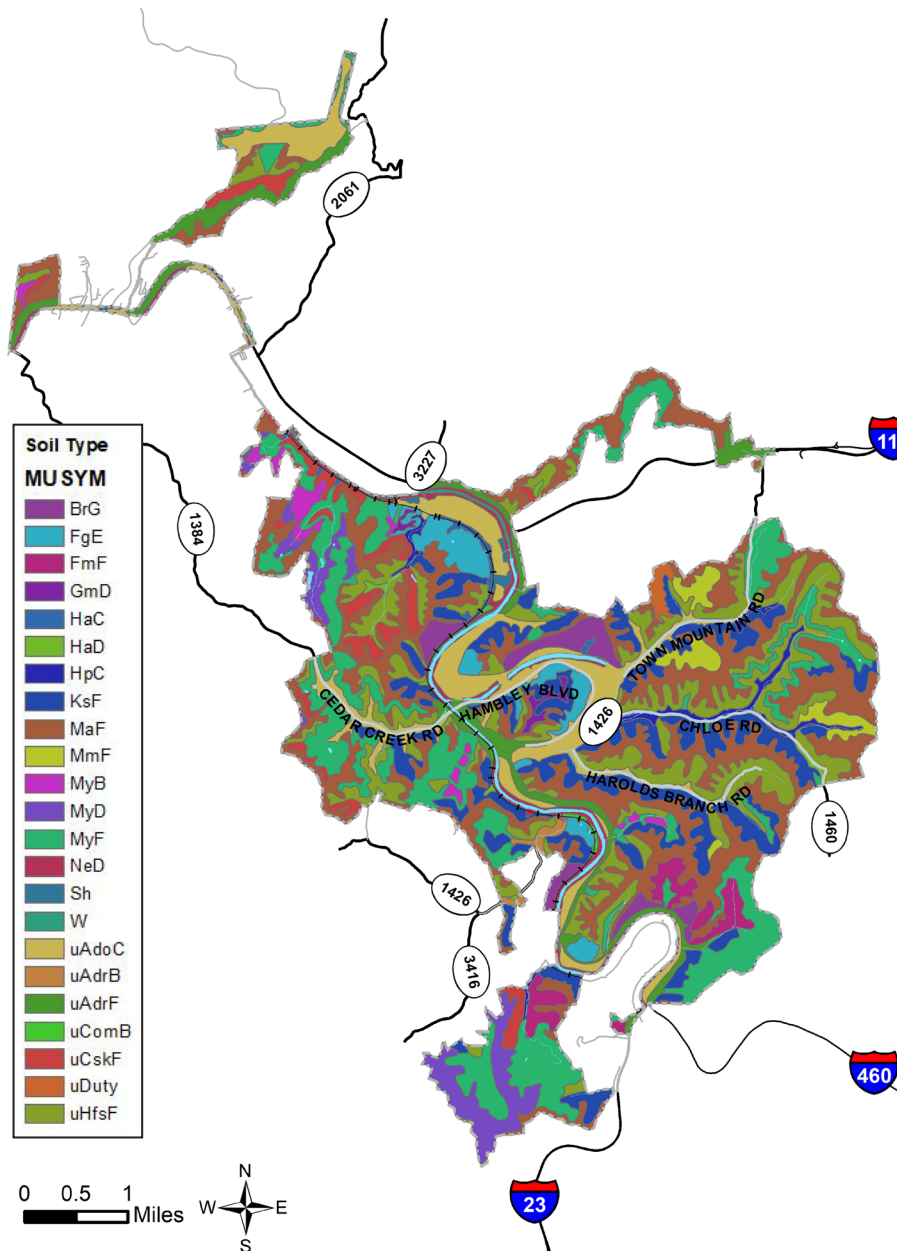
Soils

Soil types are a significant planning issue because some soils are much better suited for development than others. Because of the strong correlation between soil types and slopes, some of the patterns in the map at left are similar to those in the slopes map on the previous page. A brief description of each relevant soil type, tied to the color-coded map at left, is provided below, as well as the total land area and percentage of the City.

Symbol: **Name**

BrG: Berks-Rock outcrop-Marrowbone complex, 60-120% slopes (288 ac. / 2%)

FgE: Fedscreek-Gilpin-Marrowbone complex, 20-50% slopes (375 ac. / 2.7%)

FmF: Fedscreek-Marrowbone-Dekalb complex, 30-80% slopes, very stony (265 ac. / 1.9%)

GmD: Gilpin-Marrowbone complex, 6-20% slopes (46 ac. / .3%)

HaC: Hayter loam, 4-15% slopes (50 ac / .4%)

HaD: Hayter loam, 15-30% slopes (40 ac. / .3%)

HpC: Hayter-Potomac-Stokly complex, 2-15% slopes (180 ac. / 1.3%)

KsF: Kimper-Sharondale-Muskingum complex, 30-80% slopes, very stony (1,628 ac. / 11.5%)

MaF: Marrowbone-Clifftop-Matewan complex, 35-75% slopes, very rocky (3,268 ac. / 23%)

MmF: Marrowbone-Fedscreek-Myra complex, 30-80% slopes, very stony (225 ac. / 1.6%)

MyB: Myra very channery silt loam, 0-6% slopes (149 ac. / 1.1%)

MyD: Myra very channery silt loam, 6-30% slopes (473 ac. / 3.4%)

MyF: Myra very channery silt loam, 30-70% slopes, stony (2,212 ac. / 15.7%)

NeD: Nelse loam, 4-25% slopes, frequently flooded (296 ac. / 2.1%)

Sh: Shelbiana loam, rarely flooded (30 ac. / .2%)

W: Water (146 ac. / 1%)

uAdoC: Anthroportic Udorthents-Urban land complex, 0-15% slopes (1,253 ac. / 8.9%)

uAdrB: Anthroportic Udorthents-Urban land-Grigsby complex, 0-6% slopes, occasionally flooded (50 ac. / .4%)

uAdrF: Anthroportic Udorthents-Urban land-Rock outcrop complex, 0-80% slopes, benched (638 ac. / 4.5%)

uComB: Combs silt loam, 0-4% slopes, occasionally flooded (19 ac. / .1%)

uCskF: Cloverlick-Shelocta-Kimper complex, 20-80% slopes, very stony (455 ac. / 3.2%)

uDuty: Dumps, mine and tailings (50 ac. / .4%)

uHfsF: Handshoe-Fedscreek-Shelocta complex, 30-80% slopes, very stony (1,984 ac. / 14.1%)

Forested Areas

The map at right illustrates Pikeville's forested areas. Not surprisingly, as with the soils map on the previous page, this map closely mirrors the slopes map since very little development exists on the steepest slopes. *Forested areas are an important planning issue because of the many environmental benefits that come with trees.*

Primary Environmental Benefits of Trees

- *Trees reduce the urban heat island effect* through evaporative cooling, as well as by reducing the amount of sunlight that reaches parking lots and buildings. These benefits are particularly applicable to areas with large impervious surfaces, such as shopping center parking lots.

- *Trees improve air quality* for breathing by filtering harmful dust and pollutants such as ozone, carbon monoxide, and sulfur dioxide.

- *Trees give off oxygen* that is needed for breathing.

- *Trees reduce the amount of stormwater runoff*, which reduces erosion and water pollution. They also reduce the effects of flooding.

- *Many species of wildlife depend on trees* for their habitat. Trees provide food, protection, and homes for many birds and mammals.

Most Common Tree Species

Other than the five forest type categories conveyed in the map legend at right, information specific to Pikeville was not readily available for this plan. However, a 2012 statewide inventory of trees prepared by the United States Department of Agriculture (USDA) indicates that the mix of tree species in Eastern Kentucky is relatively reflective of the statewide mix. The survey source is entitled *"Resource Update FS-46: Forests of Kentucky, 2012."* Below is a list of the top ten tree species sequenced by their frequency:

1. Red maple
2. Sugar maple
3. Yellow poplar
4. American beech
5. Eastern red cedar
6. Blackgum
7. Sourwood
8. Eastern redbud
9. Flowering dogwood
10. Sassafras

Forested Area Types

- Shrub/Scrub
- Mixed Forest
- Herbaceuous
- Evergreen Forest
- Deciduous Forest
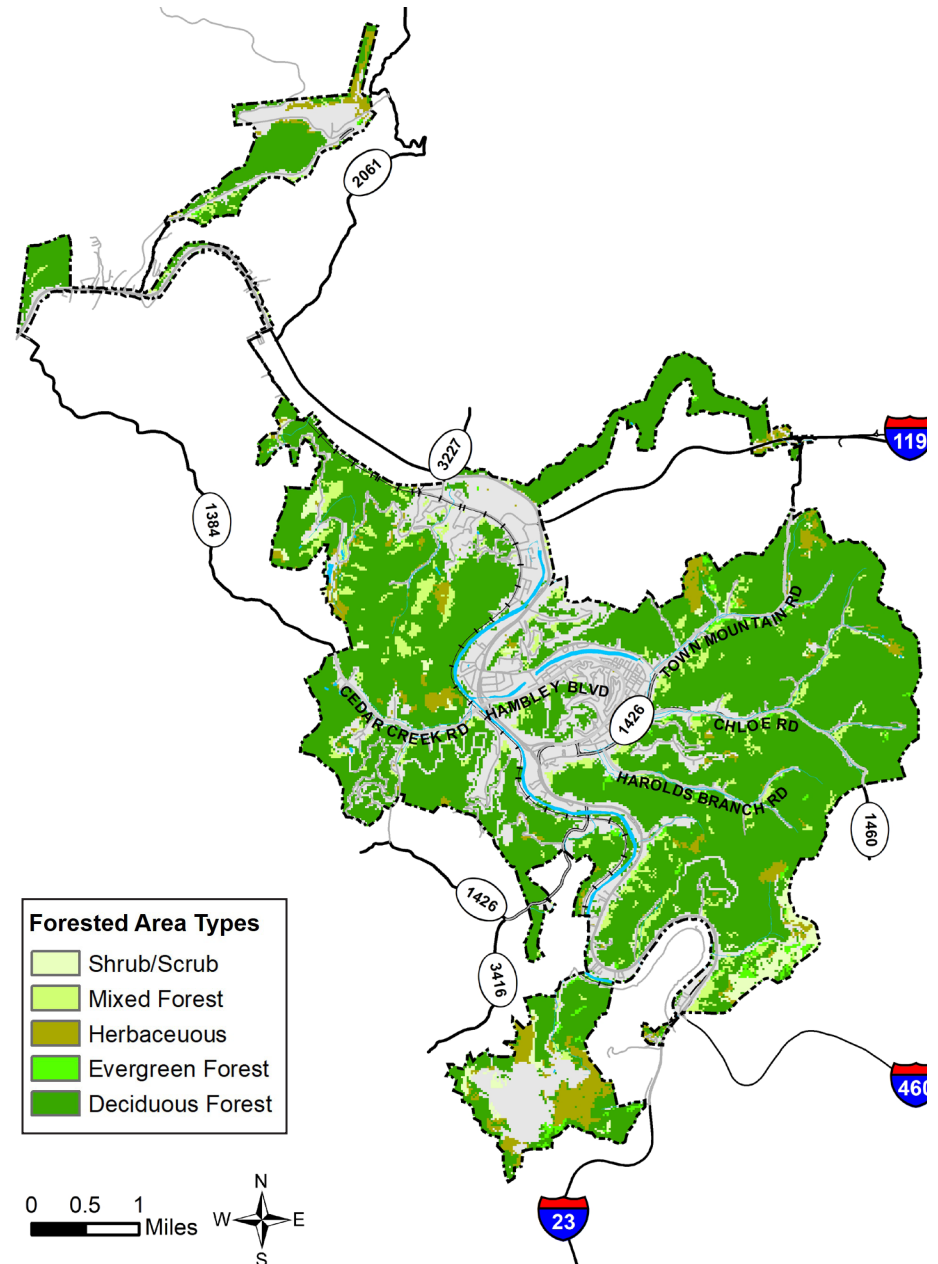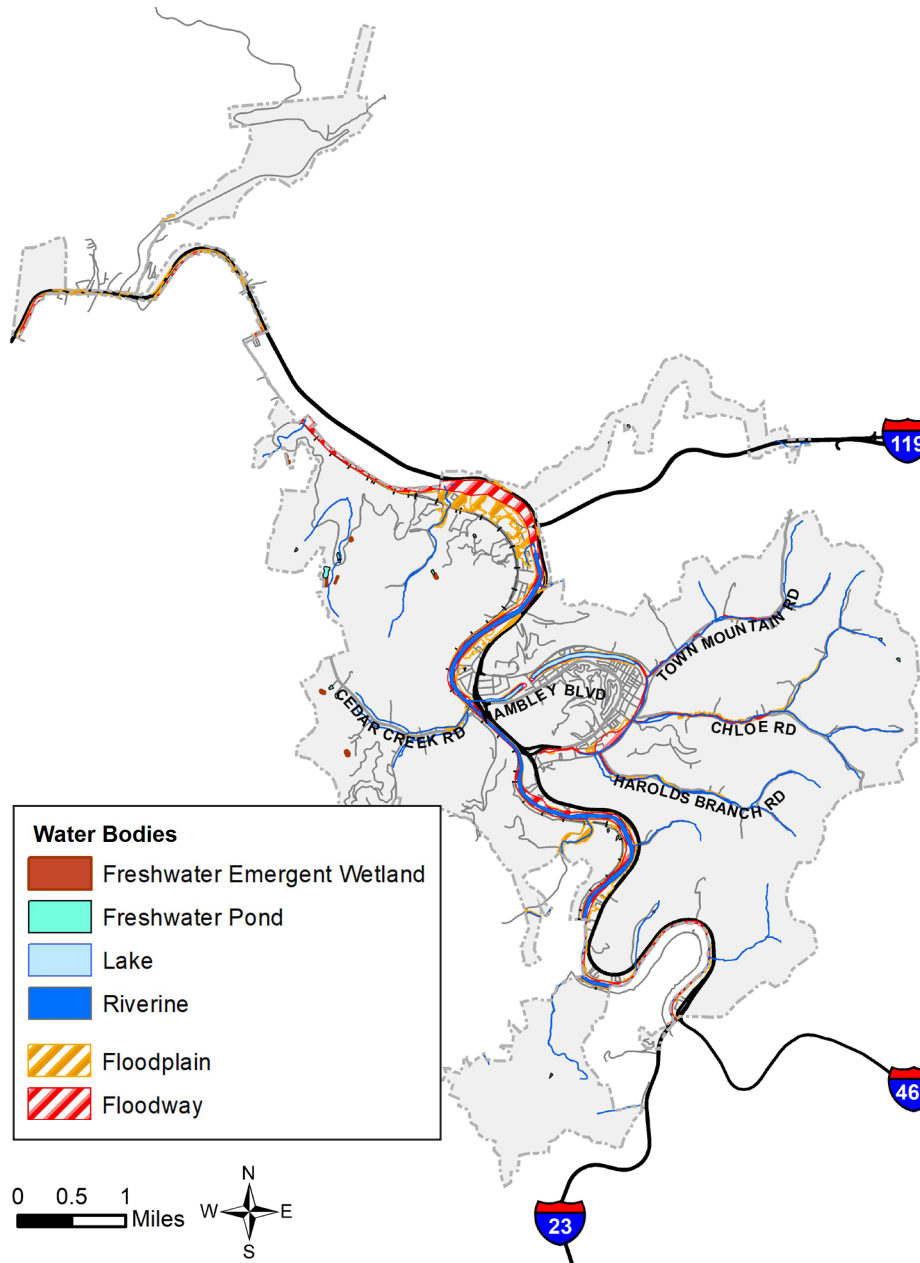
WATER BODIES, WETLANDS & FLOODPLAINS

The map at left addresses all water-related areas of Pikeville, ranging from places that are permanently wet (water bodies) to places that are only sometimes wet (floodplains). These areas associated with water are significant for two primary reasons:

- *They have a very high environmental value* as the richest habitats for wildlife, for filtering pollutants from the environment, and as natural flood control; and
- *They constitute a natural disaster threat* to Pikeville's citizens and property in the form of potential flooding.

Below is a brief summary of each of these water-related land resources.

Water Bodies
Within a non-coastal context like Pikeville, water bodies include lakes, ponds, rivers and creeks. Pikeville's primary water bodies include:

- Levisa Fork of the Big Sandy River (and the linear pond cut off from the reroute)
- Various small unnamed ponds
- Numerous creeks, including: Big Shoal Creek, Buckley Creek, Cedar Creek, Chloe Creek, Ferguson Creek, Ford's Branch, Harold's Branch, Island Creek, and Marion Branch

Wetlands
As reflected on the map at left, identified wetlands are very limited and amount to only about a half dozen areas. They all comprise relatively small areas located on the west side of the river. In fact, most are located in the northwest portion of the city.

Floodplains
As reflected in the map, the 100-year floodplain is limited to the following streams:

- Levisa Fork of the Big Sandy River and the linear pond cut off from the river reroute
- Segments of the following creeks: Chloe Creek, Ferguson Creek, Harold's Branch and Island Creek

Development can occur in floodplains, but not floodways, if certain regulations are followed. However, it is a practice that may warrant revisiting as part of this plan.

Water Bodies

- Freshwater Emergent Wetland
- Freshwater Pond
- Lake
- Riverine
- Floodplain
- Floodway

0   0.5   1   Miles

EXISTING LANDS

The map at right illustrates existing lands and is not based upon land use zoning. Restated, it is an existing physical condition rather than a policy. This distinction is important given that the two are sometimes confused by the public. Below is a summary of the four (4) main existing land categories, including the total acreage and percentage of the community for each. Pikeville contains a total of 14,114 acres.

Natural Lands (10,378 acres / 74%)
Although these areas may include some very limited and low-density residential, agricultural and similar uses, they are essentially undeveloped. Topographically, they also correspond closely with Pikeville's steepest sloped areas, and they include floodways and floodplains as well. Most of these areas are also heavily wooded.

Undeveloped Lands (118.5 acres / 1%)
Although these areas are undeveloped, as with Natural Areas, they are located in otherwise developed areas, unlike Natural Areas. They also typically have good access to existing roads and utilities are often available.

Developed Lands (3,303.9 acres / 23%)
These areas are comprised of a wide range of existing land uses, including: single-family detached homes, attached and multi-family dwellings, the historic Downtown, the expansive commercial area north of Downtown on the west side of Route 23, the various scattered commercial uses along the key corridors such as North and South Mayo Trail, and institutional lands such as the University of Pikeville, the Pikeville Medical Center, and the Pike County Airport.

Industrial Lands (313.6 acres / 2%)
This category of lands includes manufacturing, warehousing and similar uses. The primary industrial land is the Kentucky Enterprise Industrial Park in the south end of the city.

It should be noted that the map at right was created with NLCD "gridded" land use data. However, it does not include floodplain or wetland information. Thus, the acreage for Natural Lands is actually slightly more and the acreage for Developed Areas is slightly less.

Land Use Category Legend
- Undeveloped Area
- Natural Lands
- Industrial Lands
- Developed Area
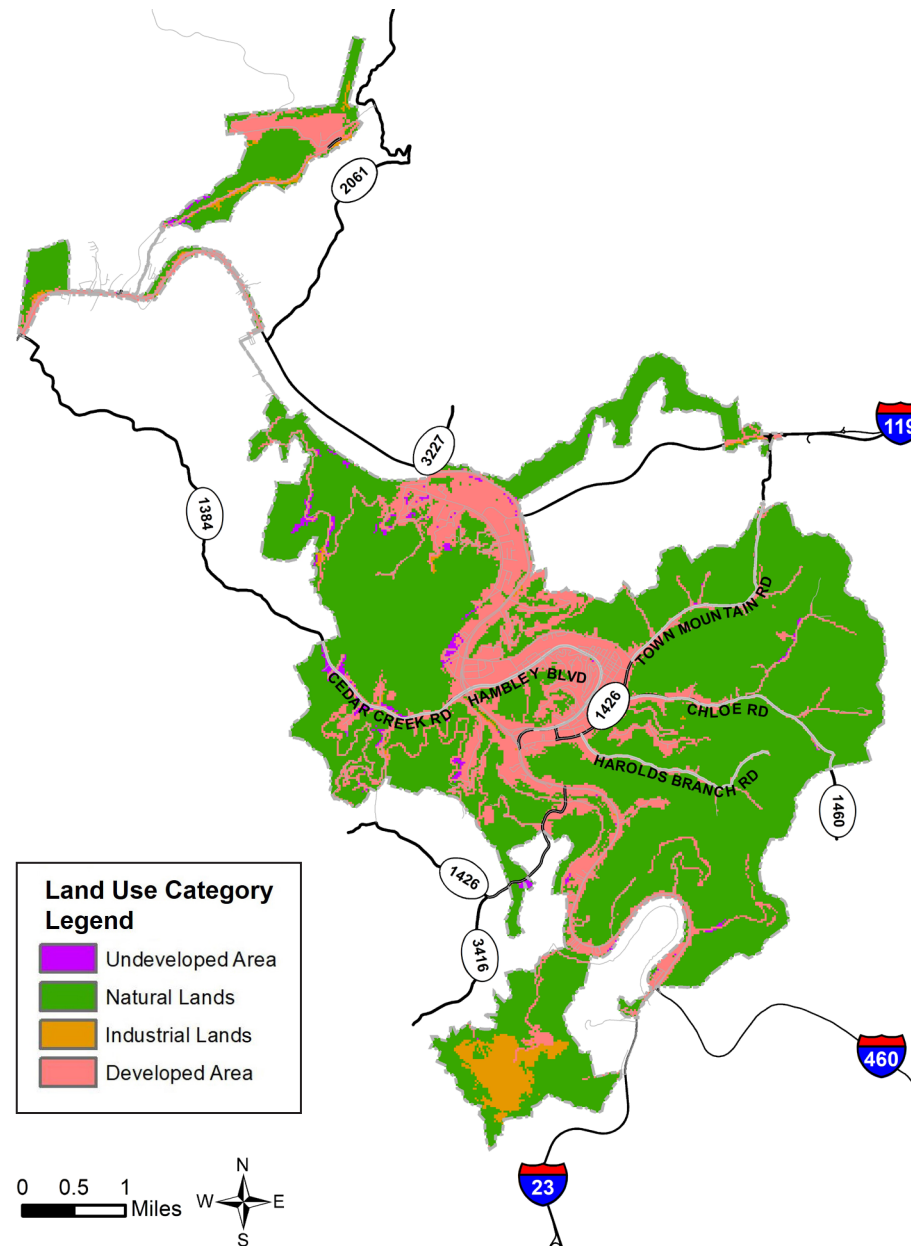
Buildings

0   0.5   1
Miles
W — N — E — S
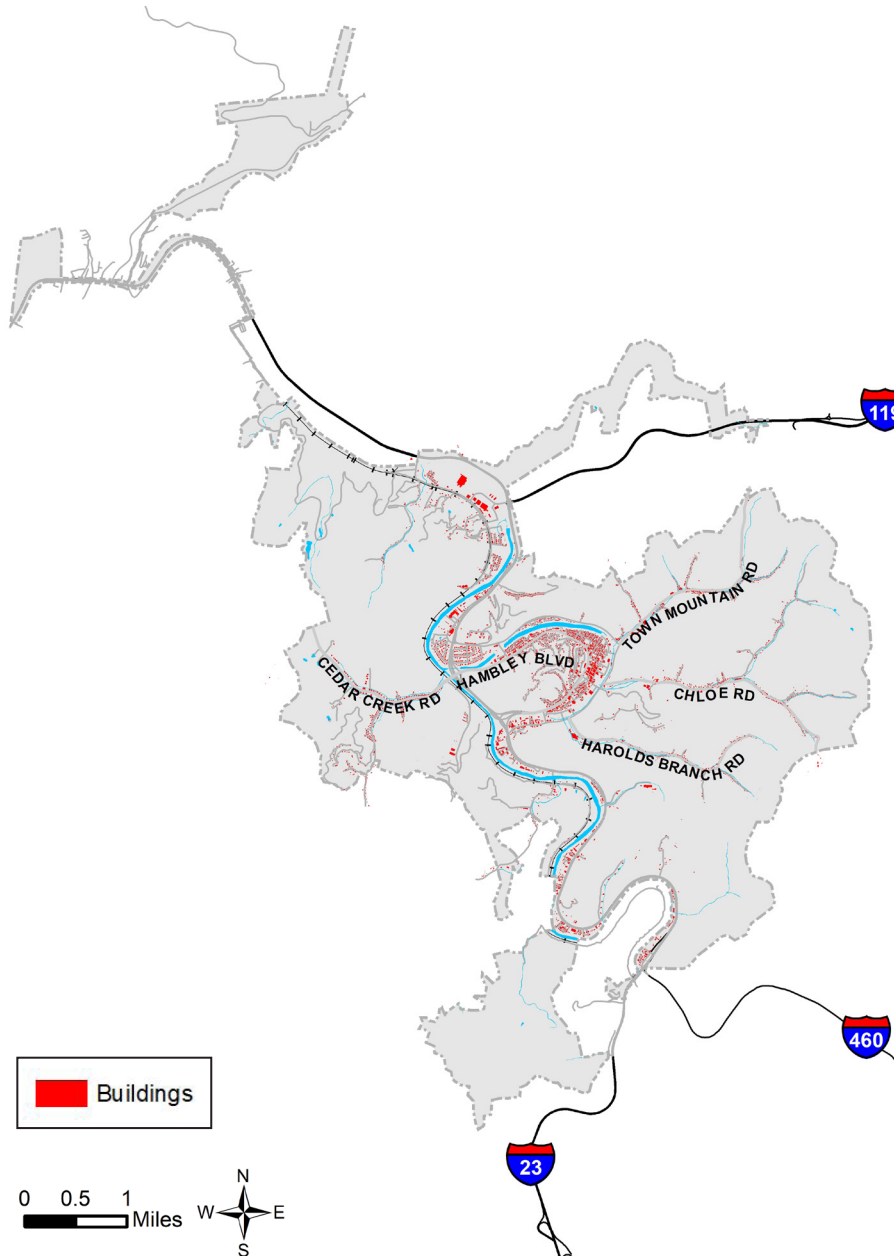
BUILDINGS

The map at left illustrates existing buildings in Pikeville. Most of the city's buildings are concentrated within the relatively flat areas along the current and/or former route of the river.

Housing
Pikeville had a total of approximately 3,340 housing units in 2018, according to Census data. This number is down by 6.0% or roughly 215 units since 2010. The city's housing stock is dominated by single-family detached housing, which is nearly half of all housing. There are relatively few single-family attached units, although several townhouse units have been completed since the Census estimates were made. Duplex, triplex and quad buildings account for the second largest number of housing units in the city, with about 660 or 20%. These small 2-4 unit buildings constitute the only growing segment of the city's housing supply, with about 170 units (33%) added since 2010. There are fewer small multi-family buildings with 5 to 9 units (260+), and fewer still units in buildings with 10 to 19 units. There are roughly 400 units in large buildings (20+ units), and approximately 200 mobile homes exist in the city.

Commercial Buildings
Most of Pikeville's commercial buildings are concentrated in the Downtown, in the commercial areas along Route 23 north of Downtown, and along the community's key corridors. Most commercial buildings are one or two stories in height and built of masonry construction. The oldest buildings are in the Downtown area, and the newest buildings are in the commercial area north of Downtown, which features a large volume of relatively new "big box retail" and dining businesses. Most of the commercial buildings on the key corridors outside of the Downtown tend to date from roughly the 1940s to the 1980s when commercial uses were gravitating away from Downtown, but prior to the development of some of the major shopping centers.

Other Buildings
This category of buildings includes institutional and industrial buildings. The greatest concentration of institutional buildings is governmental and religious buildings in the Downtown, as well as educational buildings on the University of Pikeville campus. Older industrial buildings are near Downtown because of the rail line and river, while the newest ones are located at the industrial park on the south end of town.

MOBILITY

The City of Pikeville is well situated as the "Center of the Regional X" for three major highways (US 23, US 119, and US 460), allowing efficient vehicular transportation to major cities in Kentucky (Lexington, Louisville, and Ashland); as well as metropolitan areas in Tennessee (Knoxville, Johnson City, and Bristol), North Carolina (Asheville), West Virginia (Huntington and Charleston), and Ohio (Portsmouth and Columbus).

Motorized Vehicular Travel
The City of Pikeville has a diverse roadway network consisting of rural and urban roadways serving the transportation needs of the region (as illustrated in the map at right).

Principal Arterials
Pikeville's primary Principal Arterial is US 23, which serves as the major north / south linkage between the Charleston / Huntington West Virginia and Bristol / Johnson City Tennessee metropolitan areas. US 23 also serves as the primary connection to the Mountain Parkway in nearby Prestonsburg, Kentucky, which provides a vital transportation connection to Lexington, Kentucky. US 460 and US 119 are also Principal Arterials that provide linkages to the eastern parts of Virginia and West Virginia.

Minor Arterials
Pikeville's Minor Arterial system consists of North Mayo Trail, South Mayo Trail, Hambley Boulevard, North Bypass Road, and South Bypass Road, which wrap around Pikeville's Downtown to provide linkages from US 23 to its Local Streets. The southern portion of Town Mountain Road is an important Minor Arterial connecting Downtown Pikeville to US 119.

Major Collectors
Pikeville's Major Collector system consists of Chloe Road, Cedar Creek Road, Thompson Road, Cassidy Boulevard, and Bob Amos Drive. The northern portion of Town Mountain Road transitions into a Major Collector as it approaches US 119. Thompson Road and Cassidy Boulevard are within the hub of Pikeville's largest retail center and experience high traffic congestion during peak travel times. Cedar Creek Road bisects Pikeville's largest residential area providing a connection to US 23 and Downtown.

Minor Collectors
Pikeville's Minor Collector system consists of numerous rural two-lane roadways providing linkages to multiple small communities and residential areas in Pike County.

Functional Class
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
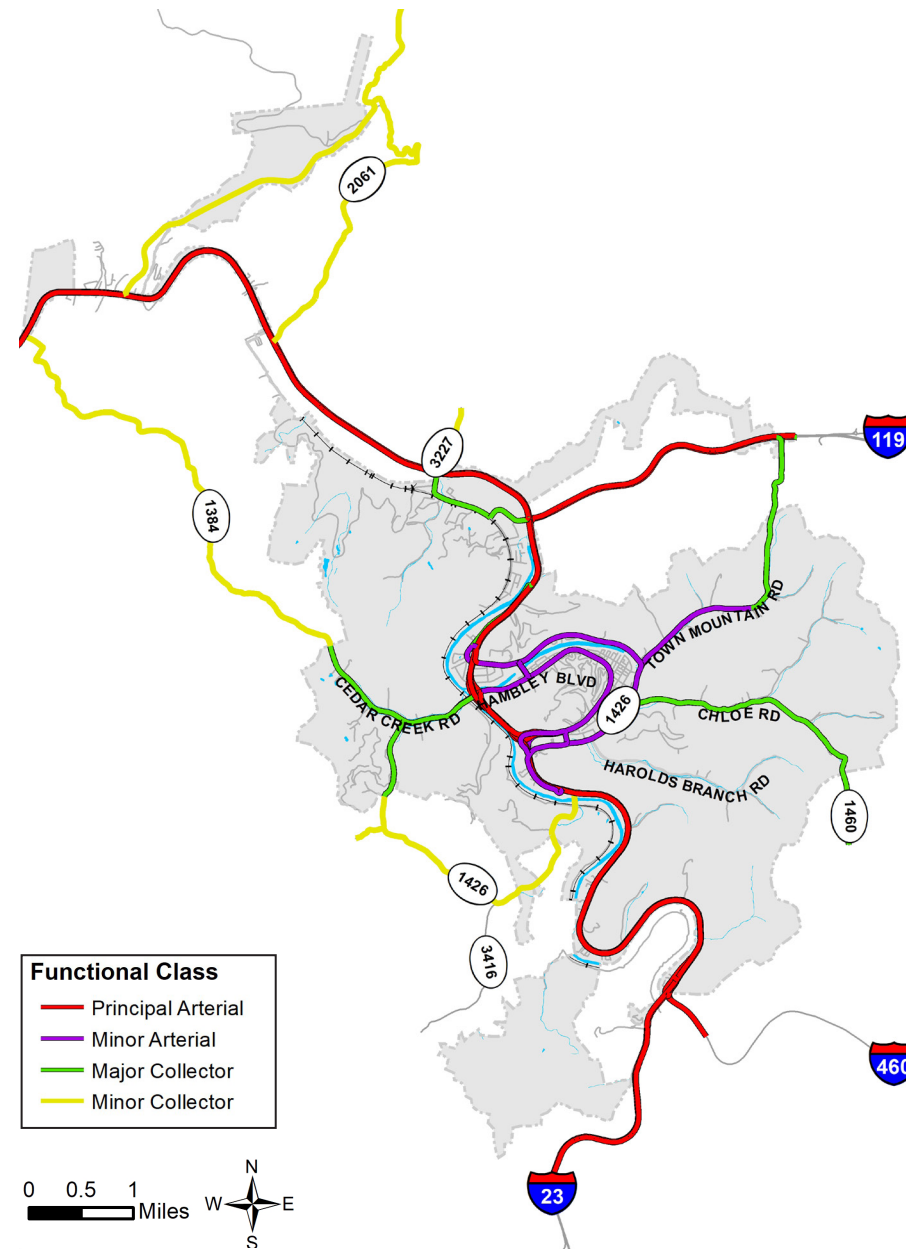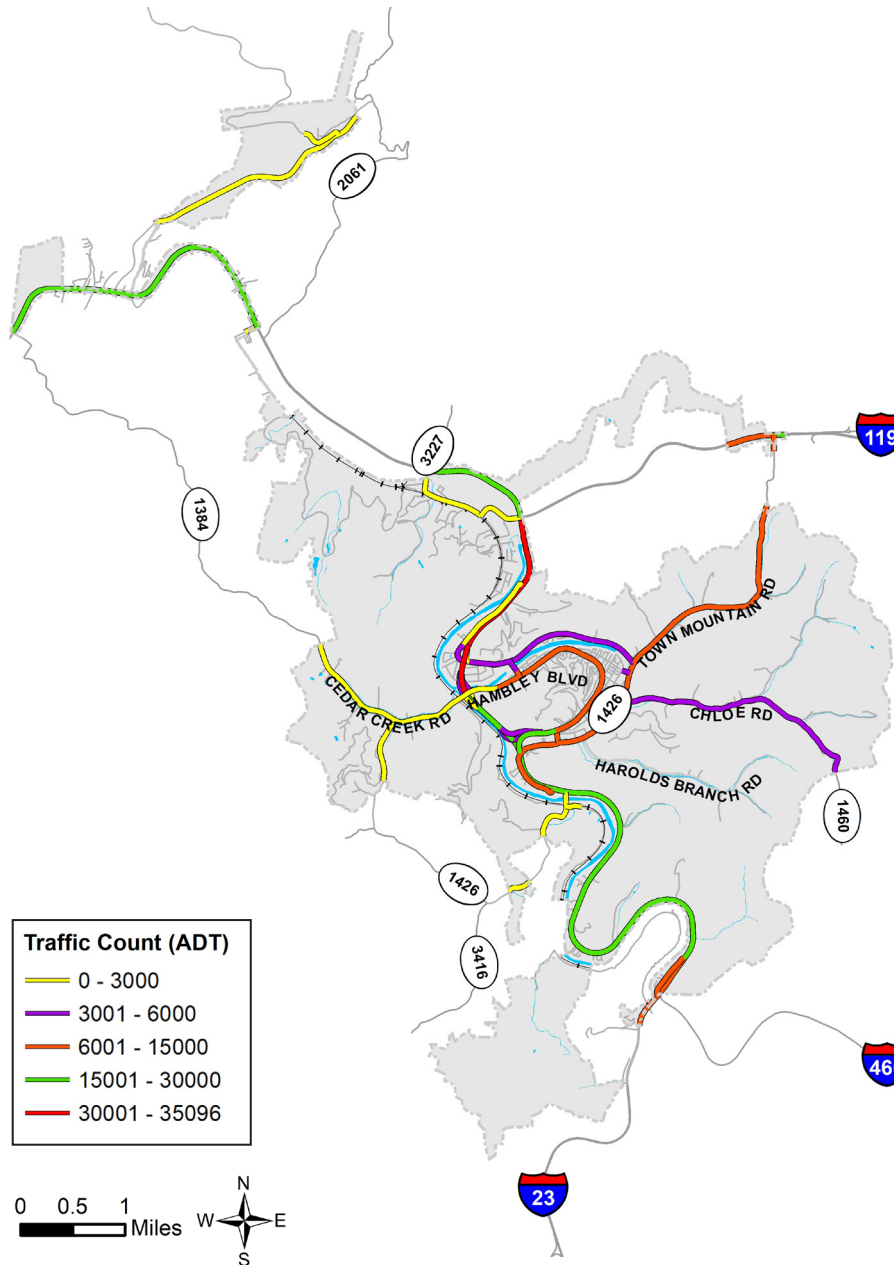
MOBILITY (CONTINUED)

Local
This road and street type applies to all other two-lane roads and streets lacking State designation, which constitute most of Pikeville's roads and streets.

Other Modes of Travel

Bike-Ped Travel
Downtown Pikeville is very pedestrian friendly with a well-maintained streetscape within its core. In addition to a physically integrated network of sidewalks, the Downtown has various amenities and attractions that serve as destinations to encourage walking. However, Pikeville currently lacks other alternative modes of travel, such as greenways and bike lanes.

Air Travel
Located in the most northern extension of Pikeville at 330 Airport Road, Hatcher Field is a public-use airport. It is owned by the Pike County Regional Airport Board. This airport is included in the FAA's National Plan of Integrated Airport Systems for 2009–2013, which categorized it as a general aviation facility.

Traffic Volumes
The map at left illustrates traffic volumes by various ranges via color coding. The three major highways (US 23, US 119, and US 460) continue to serve as important connector routes for the region with an average of approximately 30,000 vehicles per day. As a regional hub of economic activity, Pikeville has a tremendous amount of commuter traffic coming in and out of the city for work, healthcare, education, and shopping. Both Hambley Boulevard and KY 1426 (North & South Bypass Roads) serve as the main inner and outer loops of Downtown, both with interchanges connecting directly to US 23. The majority of the average daily traffic is weighted more to Hambley Boulevard on the north side of Downtown and KY 1426 (South Bypass Road) on the south side of Downtown. This pattern is predominantly due to traffic commuting to the University of Pikeville and Pikeville Medical Center. Significant areas of congestion include the US 23 / US 119 / Thompson Road / Cassidy Boulevard corridor, KY 1426 (South Bypass Road) at Baird Avenue, and KY 1426 (South Bypass Road) at Summit and Chloe. Town Mountain Road also has a significant amount of traffic because of its direct connection between Downtown and US 119. The Town Mountain Road corridor also has potential for increased development in the future.

Traffic Count (ADT)
- 0 - 3000
- 3001 - 6000
- 6001 - 15000
- 15001 - 30000
- 30001 - 35096

0   0.5   1
Miles

UTILITIES

Utility Management Group (UMG) manages and operates the sanitary sewer, water, gas, and solid waste for the City. Below is a summary and a related map at right.

Sewer
The existing sewage treatment system consists of two main components, as follow:

Collection System
The collection system includes ten Pump Stations (PS) and one siphon. Pikeville's sanitary sewer collection system is in good shape, but PS improvements are needed for the Bob Amos PS, Ramsey Mobile Home Park PS, Foxcroft PS, and Harolds Branch PS. Many improvements have been made to the wastewater collection system, including slip line projects to reduce infiltration and inflow (I & I) throughout the system.

Treatment System
Pikeville's Wastewater Treatment Plant (WWTP) was recently upgraded to membrane technology extending its capacity from 2 MGD to 4 MGD, accommodating recent and future economic development. If needed, it can be expanded to a capacity of 6 MGD.

Water
Constructed in 1986, the City's water treatment plant treats raw water from the Levisa Fork. The system serves roughly 3,900 residential customers and 750 commercial customers (in and outside of the City). Wholesale costumers include the Sandy and Mountain Water Districts. The City has the capacity to produce more water, but currently lacks the infrastructure to efficiently distribute any more. The water treatment plant has a capacity of six million gallons per day (MGD), and its 19 ground storage tanks within the distribution system range in size from 30,000 to 1,000,000 gallons.

Other Utilities
Utilities such as power, gas, and telecommunications are a non-issue regarding capacity and are readily available and relatively affordable. Kentucky Power has 8-megawatt capacity for Pikeville with power stations on both sides of Downtown. The City gets natural gas from multiple suppliers, and all indicate they have plenty of capacity. The telecommunications industry has heavily upgraded its infrastructure over the last several years along the US 23 corridor and has a massive amount of capacity. Intermountain Cable and the City of Pikeville recently entered a Broadband Fiber Partnership to expand the availability and affordability of broadband internet within the City limits.

Legend:
- Sewer Plant
- Sewer Lines

0   0.5   1   Miles

Law Enforcement
- KY State Police
- County Sheriff
- Police Dept
- Fire Dept

Medical Facilities
- Pikeville Medical Center

Educational Facilities
- Northpoint Academy
- Pike County Schools
- Pikeville Elementary
- Pikeville High School
- Pikeville Independent

Post Secondary Schools
- BSCTC
- American National University
- University of Pikeville

Public Facilities
- Appalachian Wireless Arena
- Hall of Justice
- New Courthouse
- County Courthouse
- Emergency Landing Zones

0   0.75   1.5
Miles

COMMUNITY FACILITIES

Emergency & Health Service Facilities

Police Department - The City police department is located Downtown on the northeast corner of Hambley Blvd. and Division Street. This building currently accommodates roughly 20 employees. No plans are known regarding any needs for expansion.

Fire Department - There are three fire stations in the City. Station 1 is on Chloe Road, Station 2 is on Island Creek Road (to be relocated to US 23 at KEIP in 2021), and Station 3 is on Hambley Blvd. near the intersection of US 23 and Cedar Creek Road. The department has 30 full-time firefighters and 33 trained emergency medical technicians. There are also three volunteer fire department stations peripheral to Pikeville.

Pikeville Medical Center - Located at 911 South Bypass Road, this 340-bed facility features over 1.6 million square feet and employs approximately 3,000 people. It has made Pikeville a health care center for the region. Also, the Pike County Health Department's main clinic and office is in Pikeville and provides a range of screening, diagnostic, prevention and intervention services.

Educational Facilities

Schools - The University of Pikeville is located on the hill overlooking Downtown and has an enrollment of over 2,500 students. With 4,700 students between its four campuses, the Pikeville campus of Big Sandy Community and Technical College is also located Downtown. The Pikeville Independent School District serves 1,240 students from preschool through 12th grade via Pikeville Elementary School and Pikeville Junior High/ High School. No capacity issues have been expressed during this project.

Library - The Pike County Public Library District operates two branches in Pikeville. One is Downtown at 119 College Street and the other is off Route 23 at 126 Lee Avenue.

Governmental Facilities
City Hall is located Downtown on the northwest corner of Main Street and Scott Avenue. The County has several facilities Downtown, including various administrative offices, the Sheriff's Office, and various courts (including circuit and district courts).

Other Facilities
Examples of other key community facilities, all located Downtown, include the public parking garage, the Appalachian Wireless Arena, and the Garfield Community Center.

PARKS & RECREATION

The City of Pikeville manages a broad range of excellent parks and recreational facilities. The total amount of park lands in Pikeville, as estimated by the City, is 173 acres.

Bob Amos Park Complex
Located at 424 Bob Amos Drive, this park includes:

- Ball field & press box
- Shelter with picnic tables
- Tennis courts
- Playground
- Restroom facilities
- Vending machines
- Walking trails and track
- Recreational vehicle park

Two other parks that are part of this complex include:

Randy Jones Memorial Park - includes a shelter with picnic tables, a playground and restroom facilities

Pikeville Dog Park - includes one park for smaller dogs and one park for larger dogs

Pikeville City Park
Located on Main Street in the Downtown, this relatively small urban park includes:

- Picnic tables and benches
- Historical monument
- Playground area
- Gazebo/shelter rental with music option

Veterans Memorial Park
Located on Hambley Blvd. just east of the intersection with Route 23, this park includes a veteran's memorial and an adjacent shelter with picnic benches.

Pikeville Mini Park
Located behind Pikeville High School, this park includes the following:

- Shelter and benches
- Two playground sets
- Drinking fountain
- Open grass area

Other Facilities
In addition to the facilities noted above, others are associated with schools and churches, including UPike (gymnasium and ball fields on Park Street) and the high school's Hambley Athletic Complex (football, baseball, etc.), which is owned by the City.

Legend:
- Bob Amos Park
- Pikeville City Park
- Veteran Memorial Park
- Pikeville City Pool/Hambley Mini Park
- Trivette Dr. Recreation Area
- Big Sandy Heritage Museum
- Green Meadows Country Club
- Eastern KY Exposition Center
- James A. Garfield Community Center
- Pike County Tourism
- Pikeville City Hall
- Pikeville College Athletics
- Pikeville RV Park
- Pikeville YMCA
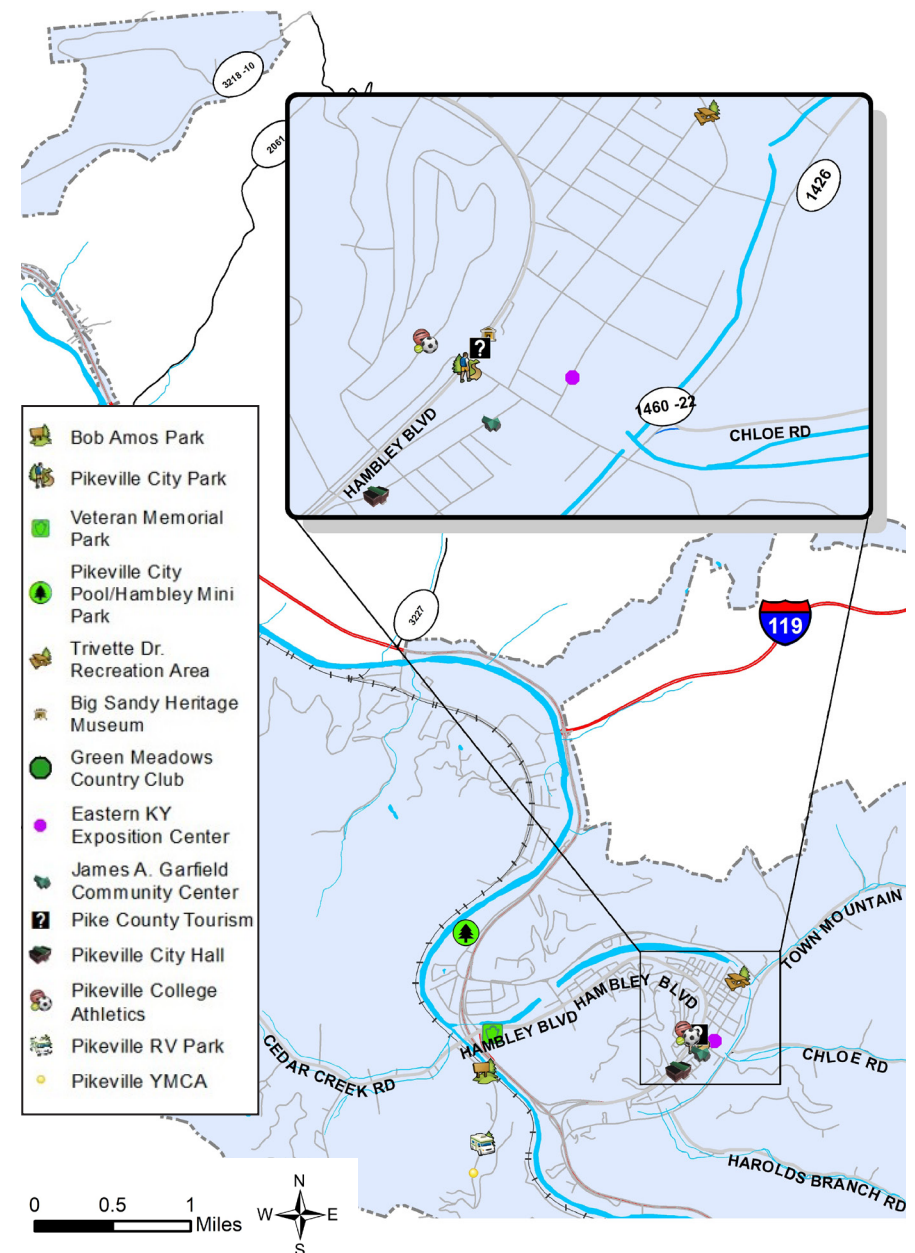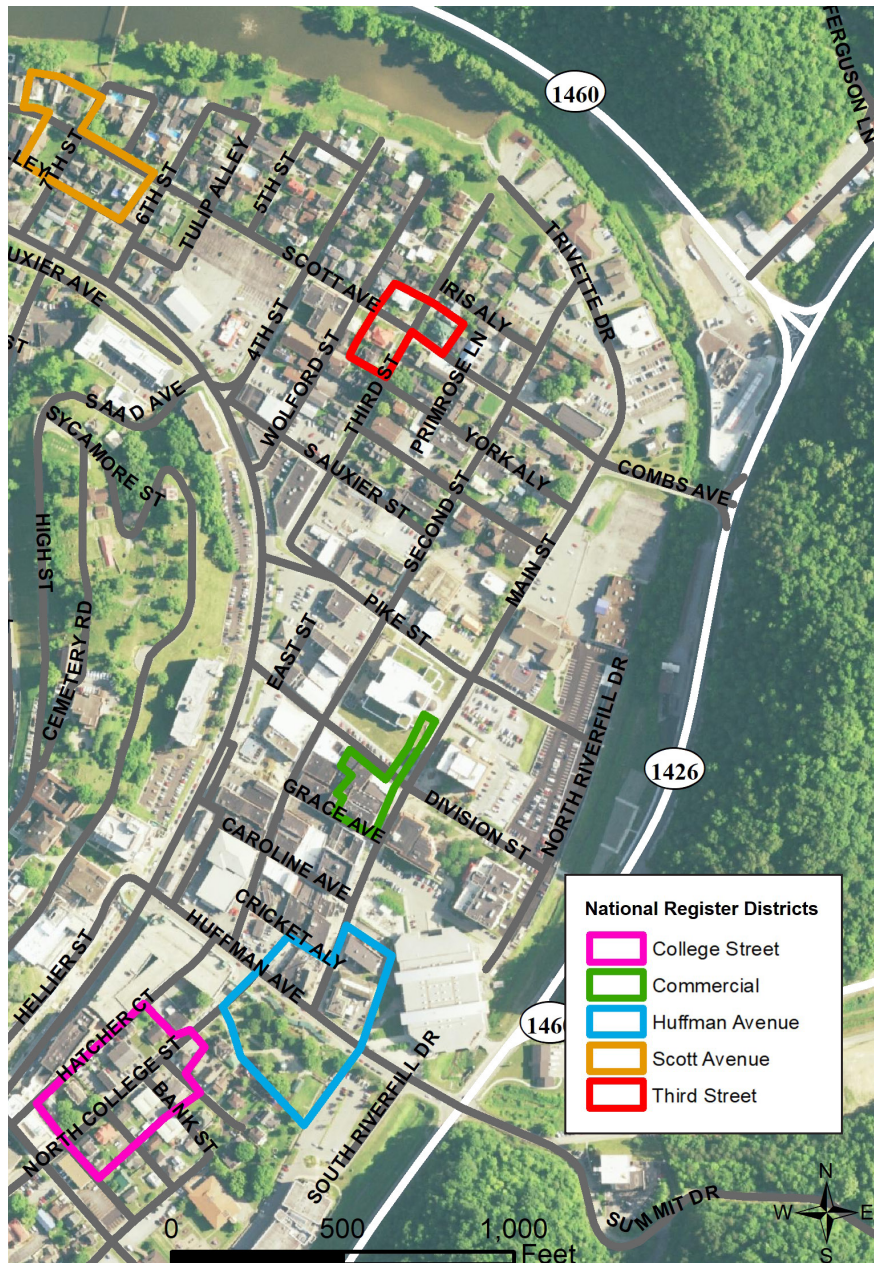
CULTURAL RESOURCES

Most of Pikeville's cultural resources are in the form of historic buildings, but other resource types exist as well, such as the Pauley Bridge over the Levisa Fork. Using National Register criteria, "historic" typically applies to any resource that is at least fifty (50) years old, has some level of historic and/or architectural significance, and has retained its physical integrity. Below is a summary of cultural resources both listed and not listed on the National Register of Historic Places.

National Register Districts & Individual Properties
Below is a list of National Register (NR) districts and properties. Their year of designation is indicated in parenthesis. The districts are all very small in size.

NR Districts
- College Street Historic District - roughly College St. from Elm to Huffman (1984)
- Commercial Historic District - Main St. and Division Ave. (1984)
- Hatfield-McCoy Feud Historic District - scattered multiple resources (1976)
- Huffman Avenue Historic District - Huffman Ave. and Main St. (1984)
- Scott Avenue Historic District - Scott Ave., 6th and 7th Sts. (1984)
- Third Street Historic District - 3rd St. and Scott Ave. (1984)

NR Individual Properties
- Chesapeake and Ohio Passenger Depot - Hellier Avenue (1987)
- Derriana Hall - Sycamore Street (1984)
- RT Greer and Company Building - Auxier Street (1984)
- Odd Fellows Building - 2nd Street (1984)
- Pauley Bridge - Across the Levisa Fork from Pauley to US Routes 23/460 (1992)
- Pikeville College Academy Building - College Street (1973)
- York House - Main Street (1984)
- York Mansion (also known as Creekmore Mansion) - Elm St. (1984)

Other Cultural Resources
Listing on the NR requires a substantial effort through the nomination process, so just because a property is not listed on the NR does not mean it might not still be historic and worthy of preservation. Pikeville has numerous such properties scattered throughout the community.

Zoning

The City's zoning ordinance includes six (6) residential districts, three (3) commercial districts, and six (6) other districts accommodating manufacturing, institutions and other uses. Below is a listing of each, which corresponds to the map at right.

Residential Districts

- *R-1 (One-Family Residential District):* 1 unit w/ min. 5,000 sq. ft. lots; conditional 2 units w/ min. 10,000 sq. ft. lots; most of this zone is in the west half of the city.
- *R-1A (Inner-City One-Family Residential District):* 1 unit w/ min. 4,000 sq. ft. lots; conditional uses w/ min. 8,000 sq. ft. lots; most of this zone is immediately north and west of the Downtown.
- *R-1T (Townhouses Residential District):* single-family detached or attached units w/ min. 1,500 sq. ft. lots; most of this zone is near Downtown in a few small locations.
- *R-2 (One and Two-Family Residential District):* 1 unit w/ min. 5,000 sq. ft. lots; 2 units w/ min. 10,000 sq. ft. lots; this is the largest zone occupying much of the eastern two-thirds of the city.
- *R-3 (One and Multiple-Family Residential District):* uses allowed above, plus multi-family buildings; min. 7,000 sq. ft. lots w/ more size per unit; this zone is scattered throughout the city and particularly along key corridors.
- *MP (Mobile Home Park District):* no areas have this designation on the zoning map.

Commercial Districts

- *C-1 (Neighborhood Commercial District):* small-scale retail and services for nearby residents; scattered locations, including along corridors and south of Downtown.
- *C-2 (Highway Commercial District):* typical highway commercial uses, particularly along Route 23, including the expansive commercial area north of Downtown.
- *C-3 (Central Business District):* uses compatible with a historic downtown, including bulk standards (lot size, setbacks, etc.) consistent with a downtown.

Other Districts

- *I (Manufacturing District):* limited areas in the north and south ends of the city.
- *INS (Institutional District):* limited to the University of Pikeville.
- *PUD (Planned Unit Development District):* scattered site-specific locations.
- *PD-MU (Planned Development - Mixed Use - District):* large area on west side of City.
- *RF (Riverfill District):* allows PUD mixed uses in one location just north of Downtown.
- *Overlay Zoning District:* includes Flood Hazard, Historic, Airport Hazard, and Special Appearance Districts; as overlays, these are not mapped out on the zoning map.

Zone Code

- C-1
- C-2
- C-3
- I
- INS
- PD-MU
- PUD
- R-1
- R-1A
- R-1T
- R-2
- R-3
- RF
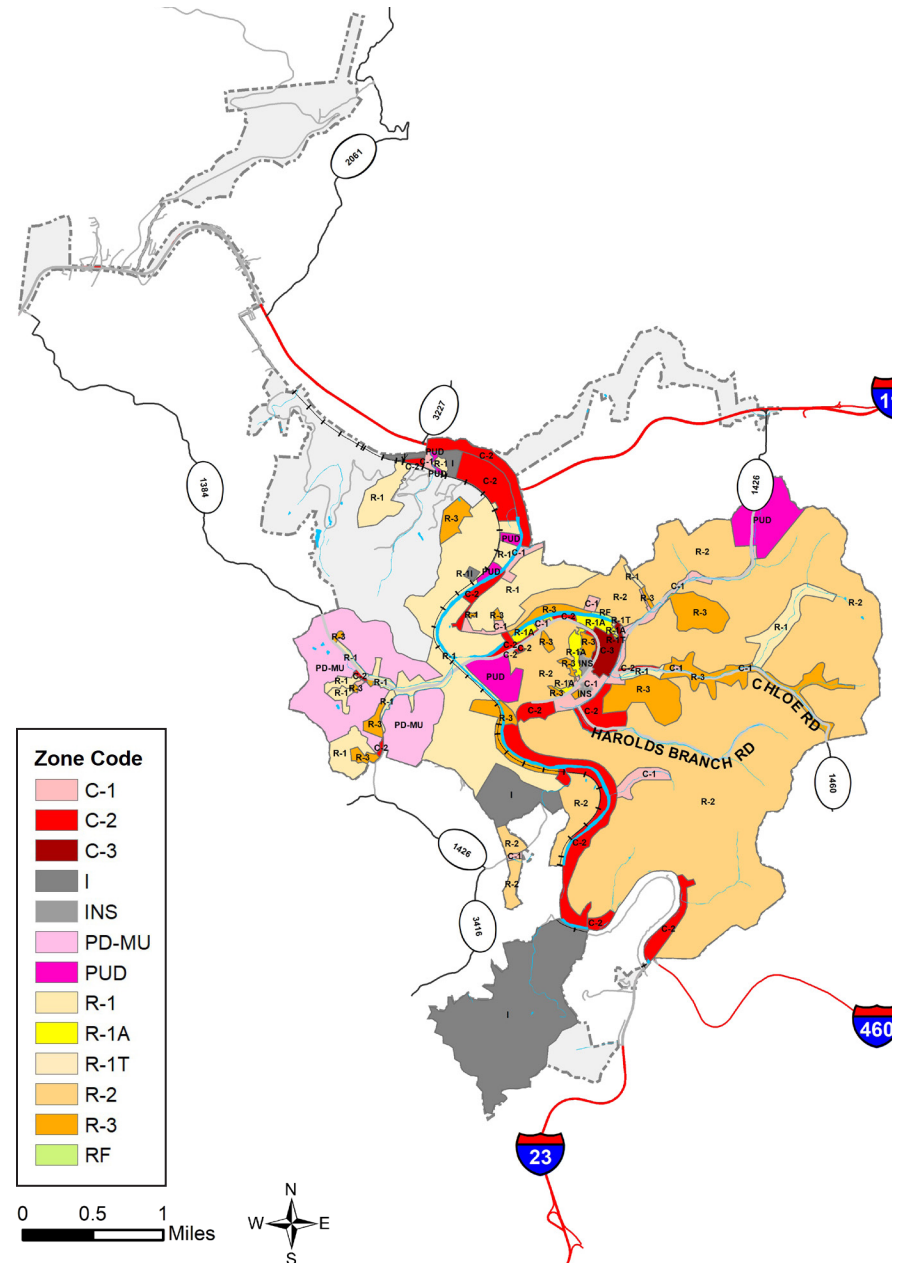
0   0.5   1
Miles

Local Historic Zoning

Unlike National Register (NR) historic district designation, as discussed on page 17, local historic districts provide actual protections for designated properties. In fact, the City already has the key components of a local historic zoning program, as reflected by the City's designation by the State Historic Preservation Office as a Certified Local Government (CLG). The City's ordinances include Chapter 157: Historic Preservation. While it is extremely well-written and based upon "best practices" models, no local district or landmark designations have actually occurred. As illustrated below, a public hearing on the designation of three local historic districts in 1992 failed to generate sufficient support for adoption. The three NR districts that were proposed as the basis for the local districts included the Scott Avenue, Third Street and College Street districts, although the proposed local districts were all slightly more expansive than the boundaries of their respective NR districts. Because of the many benefits of local historic zoning, this issue should be revisited by the City if accompanied by a robust public education process.
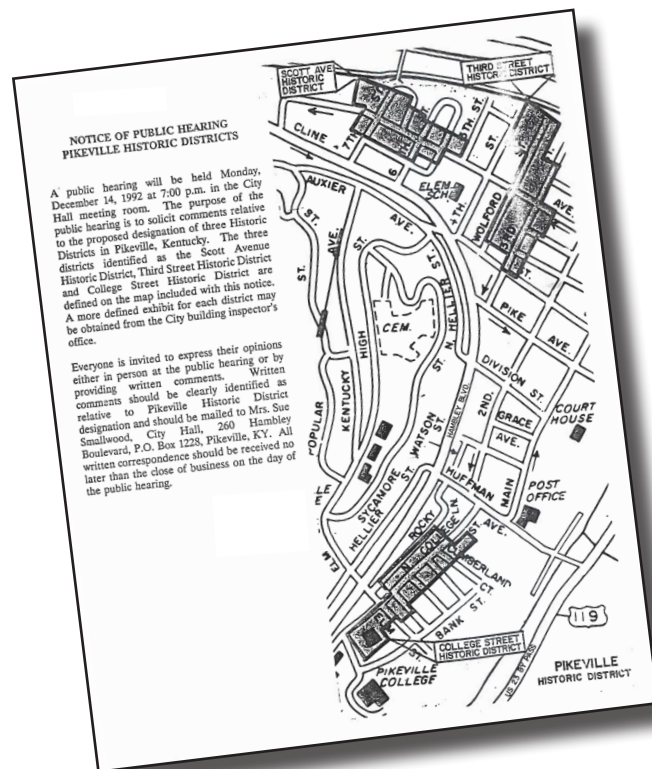
This public notice from the City advertised a public hearing to be held on December 14, 1992, to consider the designation of three local historic districts. The end result was a lack of support to follow through on such designation.

OTHER KEY PUBLIC POLICIES

In addition to the City's zoning regulations addressed on the previous page, other key policy types impacting Pikeville's future growth are summarized below.

Subdivision Regulations

Last revised in 1995, these regulations are typical of those found in many communities. However, the waivers for sidewalks per Section 331.1.3 are unusually lenient, and street trees per Section 331.28 are not mandatory. Also, alleys are prohibited in residential subdivisions per Section 331.36. All of these issues warrant revisiting.

Environmental Regulations

Chapter 151: Erosion and Sediment Control - The adopted Erosion and Sediment Control Ordinance is very standard for communities in Kentucky the size of Pikeville. The design requirements, inspection, and enforcement provisions documented in the ordinance are adequate.

Chapter 152: Flood Damage Prevention Code - Pikeville's adopted Flood Damage Prevention Code follows the guidelines established by the Federal Emergency Management Agency (FEMA) with the appointment of a Floodplain Administrator directed to administer, implement, and enforce the provisions of the code.

Chapter 156.131: Drainage and Storm Water Management - Part of the broader Zoning Ordinance, Pikeville's Drainage and Stormwater Management Code is very generic and in need of more defined guidelines for pre and post-construction stormwater runoff. Post-construction stormwater quality requirements also need to be clearly defined. All of these issues warrant revisiting.

Chapter 158: Logging Guidelines - These progressive regulations require compliance with the *"Best Management Practices for Timber Harvesting in Kentucky"* prepared by the University of Kentucky's College of Agriculture, Food and Environment.

Other Regulations

Chapter 154: Mobile Homes - Mobile homes are restricted from the C-3 Central Business District, which is a good provision for the future of Downtown. In fact, per recent zoning changes, they are now limited to R-2 districts with very strict standards.

DEMOGRAPHICS

Population Distribution

The map at right reflects the geographic distribution of Pikeville's residents based on the most recent readily available US Census data. The population density patterns of Pikeville are driven primarily by topography, with most of the residents concentrated in the flatter areas of the community associated with the current and/or past route of the river. Below is a summary of the ranges of population density:

Persons Per Square Mile

2,901 to 8,200 - The most densely populated portion of Pikeville is within the "horse-shoe" associated with the bend of the river (since rerouted), and this area includes Downtown, as well as the university campus. Below is an aerial photo enlargement of this area.

161 to 2,900 - Areas with this population density occupy the vast majority of Pikeville, and most of it is centrally located within the city boundaries. Relative to areas such as the horseshoe, these areas are topographically constrained, resulting in relatively low-density development patterns.

115 to 160 - These areas are located to the north-east and northwest of the city's core area. As with the range described above, the topography constrains the population.

65 to 114 - These least populated areas are in the most peripheral parts of Pikeville where the terrain is severe and utilities are lacking. Also, the domi-nant land use is the reason for few residents in the case of the industrial park.

This aerial view of the "horseshoe" illustrates how topography drives Pikeville's population distribution.

Population Distribution (person / sq. miles)

- 65 - 114
- 115 - 160
- 161 - 2900
- 2901 - 8200
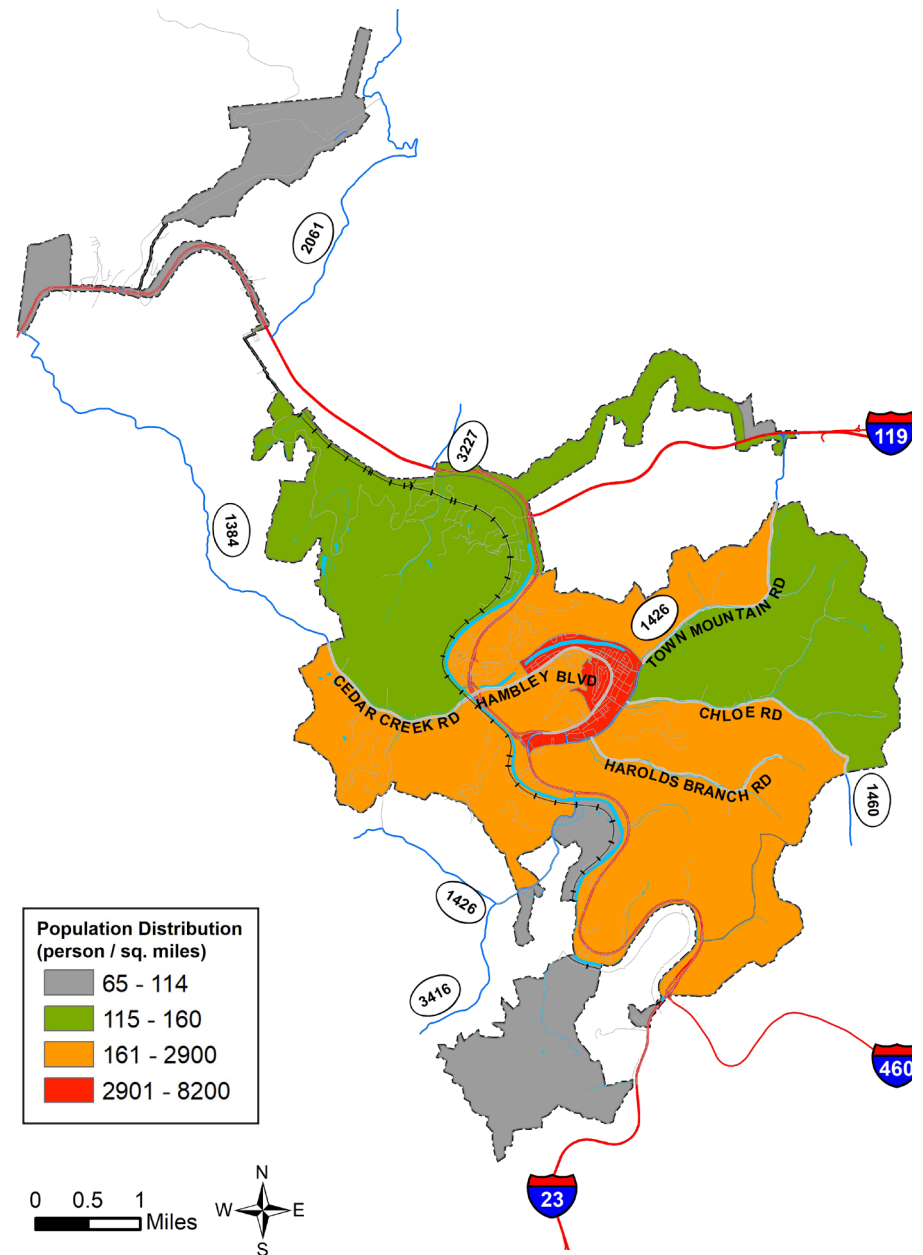
0 0.5 1 Miles

The Area's Health

Compared to national averages, Pike County has relatively high rates of cancer, heart disease, and diabetes. However, the county is on par or better than many other counties in southern Appalachia. Fortunately, the county has had a low rate of infection for COVID-19. Pike County has a relatively high incidence of diabetes at 184% of the national average, and the county is ranked 15th in Kentucky. The county has extremely high rates of cardiovascular disease and chronic obstructive pulmonary disease (COPD), both of which may be related to smoking and/or exposure. The county's COPD rate is 556% of the national average and is among the highest in the country. The county's cancer rate is lower, but is still 125% of the national average. Meanwhile, 18.2% of the population claims disability. In short, these issues can negatively impact the city's economic development efforts and its ability to recruit talent.

DEMOGRAPHICS (CONTINUED)

Pikeville had an estimated total population of 6,967 in 2018, or 64 more (0.9%) than it had in 2010. Meanwhile, Pike County had 60,483 residents, representing a decrease of more than 4,500 or 7.0% since 2010. Therefore, Pikeville accounts for a growing share of the county's population base. The opposite is true of the household base, where Pikeville's share has decreased from 11.9% to 11.0% even though the county had 1,052 fewer households in 2018 than it had in 2010. Pikeville lost 10.8% of its household base during that period and average household size has increased. Household base is important as the basic building block of retail and services expenditures. Pikeville had an estimated annual median household income of $34,718 in 2018, representing a 17.5% increase in real dollars (adjusted for inflation) over 2010. Pike County's median income is very similar at $34,081 annually, but it is growing at a slower pace. While the household 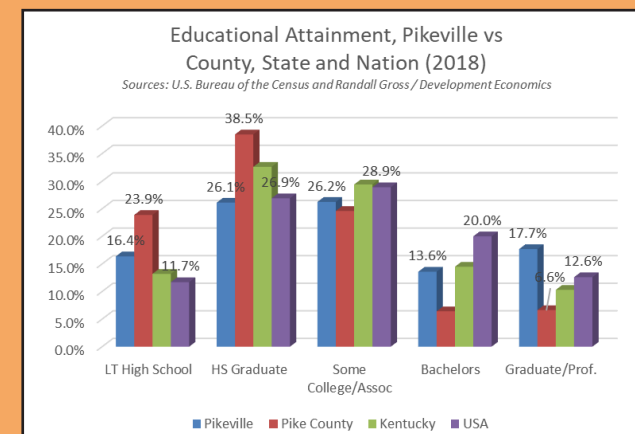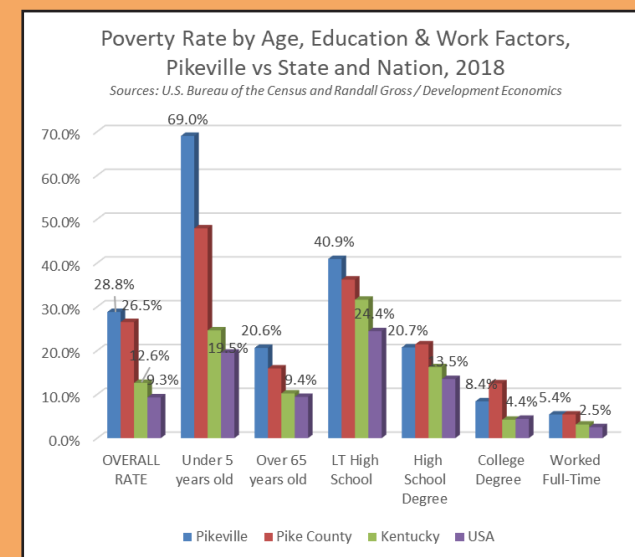base has shrunk in both the city and the county, growth in disposable income helps counter the impacts of declining "rooftops" and helps support retail sales. The fact that households and income are moving in opposite directions may explain why retail sales have remained relatively flat.

Table 1.	DEMOGRAPHIC TRENDS, PIKEVILLE AND PIKE COUNTY, KENTUCKY, 2010-2018				
				2010-2018 Change	
Factor		2010	2018	Number	Percent
Population					
Pikeville		6,903	6,967	64	0.9%
Pike County		65,024	60,483	(4,541)	-7.0%
Households					
Pikeville		3,184	2,840	(344)	-10.8%
Pike County		26,820	25,768	(1,052)	-3.9%
Med HH Income					
Pikeville	$	29,557	$ 34,718	$ 5,161	17.5%
Pike County	$	31,008	$ 34,081	$ 3,073	9.9%
Note:	Income expressed in constant 2018 dollars.				
Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.				

Below are graphs for Pikeville's poverty and education statistics. For more detailed information on demographics and related topics, see *Appendix B. Economic Baseline Assessment.*

Poverty Rate by Age, Education & Work Factors, Pikeville vs State and Nation, 2018
Sources: U.S. Bureau of the Census and Randall Gross / Development Economics

Educational Attainment, Pikeville vs County, State and Nation (2018)
Sources: U.S. Bureau of the Census and Randall Gross / Development Economics

ECONOMY

According to the U.S. Bureau of Labor Statistics, Pike County had a total civilian labor force of 20,235 in 2016, of which 54.9% were male and 45.1% female. Roughly 2,216 were

Pike County vs US Unemployment Rate 2000-2019 Trend
Sources: U.S. Bureau of Labor Statistics and RGDE

PIKEVILLE EMPLOYMENT BASE (2017)
SOURCES: U.S. BUREAU OF THE CENSUS AND RANDALL GROSS / DEVELOPMENT ECONOMICS
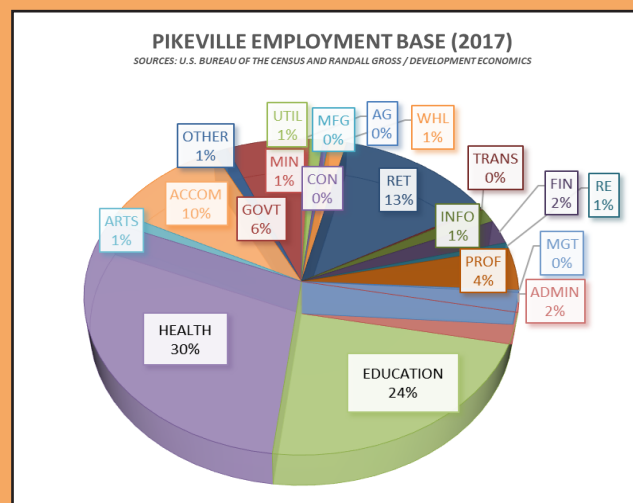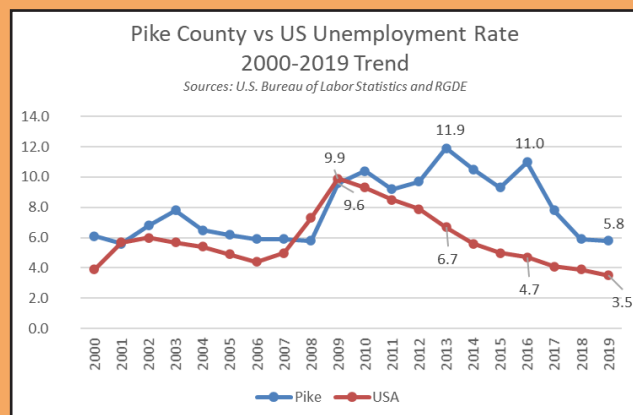
recorded as unemployed at that time, yielding an unemployment rate of 11.0%. In 2018, the US Bureau of Labor Statistics recorded a Pike County labor force of 19,933. However, the unemployment rate had fallen to just 5.2%, a significant drop in a short period. Historically, Pike County and the region have seen higher rates of unemployment than the country as a whole. The nation has seen long-term growth trends with a consistent fall in unemployment every year since 2009, while Pike County has seen significant fluctuations in both labor force and unemployment rates. There were also broad differences in economic performance between the county and the nation during the last ten years in light of the county's unemployment spikes in 2013 and 2016. For more detailed information on Pikeville's economy, see *Appendix B. Economic Baseline Assessment.*

Table 2.	AT-PLACE EMPLOYMENT TRENDS BY SECTOR, PIKEVILLE, 2002-2017				
Industry Sector	2002	2010	2017	2002-10 Change	2010-17 Change
Agriculture	2	2	-	0.0%	-100.0%
Mining	557	722	80	29.6%	-88.9%
Utilities	50	142	133	184.0%	-6.3%
Construction	300	152	54	-49.3%	-64.5%
Manufacturing	24	51	9	112.5%	-82.4%
Wholesale Trade	248	222	172	-10.5%	-22.5%
Retail Trade	1,966	1,533	1,594	-22.0%	4.0%
Transport & Whse	102	133	24	30.4%	-82.0%
Information	228	262	176	14.9%	-32.8%
Finance	502	403	296	-19.7%	-26.6%
Real Estate	118	72	76	-39.0%	5.6%
Professional/Sci/Tech	477	601	527	26.0%	-12.3%
Management	12	8	25	-33.3%	212.5%
Administrative Services	295	376	246	27.5%	-34.6%
Education & Social	2,862	2,911	2,891	1.7%	-0.7%
Health Care	1,751	2,468	3,583	40.9%	45.2%
Arts, Entertain	48	202	143	320.8%	-29.2%
Accommodation	856	954	1,220	11.4%	27.9%
Other Services	122	143	144	17.2%	0.7%
Public Administration	683	777	743	13.8%	-4.4%
TOTAL	**11,203**	**12,134**	**12,136**	**8.3%**	**0.0%**
Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.				

Commutation Patterns

Approximately 60% of Pikeville's 12,140 workers live in Pike County, while 40% live in other counties, primarily in eastern Kentucky. Floyd County is home to about 10% of Pikeville's workers. Other primary sources of Pikeville's work force include Letcher County (2.6%), Johnson County (1.8%), Mingo County WV (1.6%), Perry County (1.4%), and Lexington-Fayette County (1.3%). Pikeville's commuter shed extends to include surrounding counties in Eastern Kentucky and Southwestern Virginia, plus several counties to the north. Only 10.5% of Pikeville's workers live in Pikeville. The remainder live in other parts of Pike County such as Coal Run Village (2.4%) and Elkhorn City (0.8%). Almost two-thirds (63.9%) of Pikeville's 2,632 working residents were working in Pike County in 2017. Thus, a relatively high percentage of Pikeville's residents work within the county.

Rental Housing

According to 2018 Census data, 57.5% of Pikeville's occupied housing units (1,803) are rentals. The number of rental properties is not surprising given Pikeville's relatively small size and dense geography, as well as its large medical, government, and higher education institutions. Growth and turnover at these institutions help drive the rental market. Rental occupancy was estimated at 90.5% in 2018, with about 170 units vacant (9.5%). This vacancy rate is higher than the target of 5.0%, which allows for normal market turnover. The estimated median rent in Pikeville in 2018 was $694 per month. Based on an inventory of 99 rental units on the market, Pikeville rents range from an average $596 to $879 monthly. One-bedroom units average $540 per month, two-bedroom units average $620, three-bedroom units average $640 per month, and four+-bedroom units average $780 per month.

HOUSING

Note: This section on markets does not address every sector, but rather the specific ones that were part of this project scope.

Existing Housing

Pikeville had a total of approximately 3,340 housing units in 2018, according to Census data. This number is down by 6.0% or roughly 215 units since 2010. The city's housing stock is dominated by single-family detached housing, which is nearly half of all housing. There are relatively few single-family attached units, although several townhouse units have been completed since the Census estimates were made. Duplex, triplex and quad buildings account for the second largest number of housing units in the city, with about 660 or 20%. These small 2-4 unit buildings constitute the only growing segment of the city's housing supply, with about 170 units (33%) added since 2010. There are fewer small multi-family buildings with 5 to 9 units (260±), and fewer still units in buildings with 10 to 19 units. There are roughly 400 units in large buildings (20+ units), and approximately 200 mobile homes exist in the city.

Below is a graph for building permit trends and a table for physical housing conditions. For much more detailed information on all aspects of Pikeville's housing, including future demand, see *Appendix C. Housing Market Analysis.*

Residential Building Permit Trends, Pikeville and Area Cities, 1995-2019
Sources: U.S. Bureau of the Census and Randall Gross / Development Economics

Table 1.	HOUSING SUPPLY TRENDS, PIKEVILLE, 2010-2018			
Units in Building	2010	2018	2010-2018 Change Number	Percent
1-Detach	1,749	1,643	(106)	-6.1%
1-Attach	85	42	(43)	-50.6%
2-4	495	659	164	33.1%
5-9	354	257	(97)	-27.4%
10-19	193	147	(46)	-23.8%
20+	474	405	(69)	-14.6%
Mobile Home	205	188	(17)	-8.3%
Other	-	-	-	N/A
TOTAL	3,555	3,341	(214)	-6.0%
Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.			

Table 2.	HOUSING CONDITIONS SUMMARY, PIKEVILLE, 2018			
	Pikeville City		Pike County	
Factor	Number	Percent	Number	Percent
Lack Plumbing	38	1.3%	133	0.5%
Lack Complete Kitchen	58	2.0%	134	0.5%
No Telephone	116	4.1%	463	1.8%
Mobile/Temp Housing	188	5.6%	11,029	35.8%
Housing Costs > 35%	538	30.4%	3,773	39.9%
Built <1950	674	20.2%	4,872	15.8%
Sources:	U.S. Bureau of the Census (ACP) and Randall Gross / Development Economics.			

HOUSING (CONTINUED)

Pikeville Housing Market Potentials

A projected decrease in the number of households within the Pikeville Market Area (PMA) is expected to generate demand for fewer housing units over the next five to ten years. However, job growth and college enrollment growth will spur demand for "job-induced" and graduate student housing, especially within Pikeville, by 2030. Furthermore, Pikeville will continue to capture an increasing share of market area housing demand, as more rural residents relocate into the urbanized area for good schools and employment opportunities.

For-Sale Housing Potentials (50+ units)

Local Household-Generated Potential: 120-200 Fewer Units
The number of households within the market area is expected to continue declining through 2030, impacting negatively on the demand for housing within Pikeville.

Job-Induced Potential: 70-90 Additional Units
The region will generate around 500 new jobs by 2030, many of which will be created in Pikeville or will otherwise spur housing demand within Pikeville for existing residents and for people relocating to the area for work. Many of these jobs will be in health care, but there will also be employment growth in education, finance and insurance, accommodation, food service, and arts and entertainment (after the impacts of CO-VID-19 have subsided), and other sectors.

Graduate Student Housing Potential: 40-80 Additional Units
UPike enrollment growth will generate for-sale housing demand, especially for graduate students with families.

Affordable Housing
A large share of this housing potential and need will be generated for units that are affordable (offered at less than market-rate prices) to these target market niches.

Rental Housing Potentials (40-190 units)

Local Household-Generated Potential: 10-25 Fewer Units
As above, the number of households within the market area is expected to continue declining through 2030, impacting negatively on the demand for housing within Pikeville.

Job-Induced Potential: 30-40 Additional Units
Job growth will generate some net new demand for rental housing which would be captured in Pikeville.

Graduate Student Housing Potential: 100-180 Additional Units
Enrollment growth at UPike and Big Sandy will generate significant demand for rental housing for singles and young couples.

Affordable Housing
There will be demand for at least 100 units of market-rate rental housing, but there will also be a need for affordable rental housing.

See pages 102-103 in the housing recommendations section of this plan for tables that reflect the market potentials information on this page in greater detail.

This new single-family detached house is being built in one of the suburban areas of Pikeville.

Graduate Student Housing

Graduate student housing is a distinct niche market in Pikeville. UPike has approximately 1,400 full-time and part-time undergraduate students, plus 858 graduate students. There are nearly 240 students at the Kentucky College of Optometry and 550 students at the Kentucky College of Osteopathic Medicine. The university provides housing for roughly 53% of undergraduates. About 94% of the university's student housing was occupied during the 2019-2020 academic year. However, UPike does not provide housing for graduate students and this situation, coupled with gradually increasing graduate school enrollment, has lifted demand for off-campus graduate student housing. If enrollment continues to expand, and if Pikeville were to capture just 50% of this growth in demand for housing, the city could expect to see a need for 150 to 260 student housing units over the next five to seven years.

Tourism-Generated Retail Demand

Retail businesses will generate sales from households in the trade area, but also from inflow generated in part by tourists and other travelers from outside of the trade area. An initial baseline assessment of tourism was conducted to determine existing and un-leveraged demand using data supplied by the Kentucky Department of Tourism. This data suggest that tourists generated approximately $64 million in annual expenditures in Pike County in 2018, with roughly 606,000 visitors spending an average $106 per person while in the county. A total of about $16 million was spent in restaurants, $12.8 million in retail stores, and $7.7 million in entertainment venues in Pike County. A more detailed analysis of tourism flow is provided in *Appendix D* of this plan as a basis for strategic recommendations for capturing and expanding tourism growth opportunities.

RETAIL

For much more detailed information on all aspects of Pikeville's retail market, including projected future demand, see *Appendix D. Retail Market Analysis*.

Retail Inventory by Sub-Markets

For the purposes of this plan, "retail" uses include the following specific categories: convenience retail, shoppers goods, eating and drinking, entertainment and personal services. An inventory of existing retail space, broken down by the five categories noted above, as well as vacant space, yields the following overall figures by Sub-Market:

Sub-Market	# of Businesses	Square Feet
Pikeville-Coal Run Corridor	262	1,793,011
Downtown Pikeville	55	192,078
North Mayo (Pikeville part)	64	782,672
South Mayo	46	181,010
TOTAL	427	2,948,771

Pikeville's Retail Trade Area

Pikeville serves as the commercial hub for an expansive region of Eastern Kentucky. The primary market consists of households in the city of Pikeville (Trade Area "A") and other parts of Pike County (Trade Area "B"). Floyd County (Trade Area "C") is also an important generator of household retail demand for Pikeville. The broader trade area extends into Johnson, Knott, and Letcher counties in Kentucky; Wise and Dickenson counties in Virginia; and Mingo County, West Virginia.

Pikeville's Retail Potentials

The amount of trade area income spent on retail will decline in coming years, from an estimated $2.3 billion to $2.1 billion, a loss of nearly $300 million (8.3%) in retail demand generated by trade-area households in the regional economy. Expenditures on shopper's goods will fall by more than $100 million,

and restaurant and entertainment sales will fall by about $20 million as consumers spend less on luxury goods, eating out, and other non-essential goods and services during these difficult times. Based on Pikeville's capture of trade area demand, *the city can generate warranted demand of about 150,000 square feet of additional retail business use within the next five to six years*, assuming the global economy returns to normalcy within two years following the COVID crisis. *Given that the city has about 90,000 square feet of vacant retail space, there is net demand for about 66,000 square feet of new retail space in Pikeville.* About one-half of that amount could be absorbed by the planned Yorktown Landing commercial node in the South Mayo corridor near the industrial park. Based on the findings of this plan's Retail Market Analysis (Appendix D), several recommendations are made for enhancing the existing business mix through the expansion or recruitment of new businesses. The economic potential exists for these businesses to fill certain niches in the existing mix. Among the recommendations are the addition of 14,000 square feet in new full-service restaurants and 50,000 square feet in destination entertainment venues, as reflected in the table below.

Table 10.	RETAIL BUSINESS OPPORTUNITIES, PIKEVILLE
Type of Business	**Square Feet**
Full-Service Restaurants / Health Theme	14,000
Live Music or Entertainment Venues	50,000
Outdoor Recreation / SG Destination Stores	10,500
Regional Heritage / Gift Book/Music Shop	3,500
Pharmacy / Medical Supply	14,500
Specialty / Furniture Store	10,000
Specialty Health Food/Convenience Store	5,800
Jewelry, Accessory Stores	7,500
Coffee / Specialty Health Snack or Beverage Shop	3,500
Total	**119,300**
Source:	Randall Gross / Development Economics.

DOWNTOWN OFFICES

Existing Office Space

This project's inventory of office space for the entire area identified approximately 300 office buildings and spaces with a total of 1.4 to 1.5 million square feet of space. The average age of the sampled building stock is 51 years, with office buildings constructed between 1878 and 2019. The largest share of area office space is in Downtown Pikeville, which has an estimated total of roughly 860,000 square feet in 173 buildings. For the purposes of this analysis, the Downtown Office Sub-Market is defined as extending along the inside of the "Oxbow" of the Levisa Fork, between Hambley Boulevard (US Business 460) and South Bypass Road. The Downtown office vacancy rate is 11.2%, which is somewhat high. Downtown office prices are averaging $80.51 per square foot, which is lower than the North Mayo Trail Corridor Sub-Market ($111.48) and the South Mayo Trail Corridor Sub-Market ($104.36).

Downtown Pikeville Office Potentials

Downtown has approximately 59% of the local office market, including 96% of professional offices, 85% of government uses, 79% of non-profit offices, and 51% of both corporate and financial services use. Assuming Downtown retains its current capture for each sector, growth would generate demand for roughly 7,300 to 12,900 square feet of office space in Downtown. However, Downtown may be less attractive for medical offices in the future, so demand generated for additional medical space may not be captured Downtown. Further, Downtown already has 70% of the market area's vacant space (95,400 square feet). Assuming just one-half of that space is viable for modern office uses, then all of the forecasted Downtown office demand through 2030 could be easily accommodated in 47,700 square feet of existing Downtown office space.

See pages 109-110 in the Downtown section of this plan for recommendations related to office uses. Also, see *Appendix E. Downtown Office Market Analysis* for the details of the analysis conducted for this topic.

Table 2.	OFFICE BUSINESS SPACE BY CATEGORY, DOWNTOWN PIKEVILLE, 2020		
Category	**Number**	**Sq. Feet**	**Percent**
FIRE	17	90,115	10.5%
Banks & FS	*8*	*50,863*	*7.6%*
Insurance	*4*	*15,977*	*1.9%*
Real Estate	*5*	*23,275*	*2.7%*
Professional	31	135,120	15.8%
Legal	*28*	*106,930*	*12.5%*
Business Service/Sales	3	3,600	0.4%
Management/Corporate	3	31,582	3.7%
Admin Services/IT	1	13,164	1.5%
Non-Profit	7	19,220	2.3%
Medical/Health	26	83,772	9.8%
Contractor/Utility	5	26,590	3.1%
Government	16	145,464	17.0%
Other	5	13,153	1.5%
Vacant	14	95,372	11.2%
TOTAL	**173**	**854,196**	**100.0%**
Sources:	Pike County Assessor, LoopNet, Brokers, Appraisers, and Randall Gross / Dev. Econ.		

As with housing, most office space within a downtown should be located in upper floors to leave ground level space available for more active uses that enliven the street, such as retail and dining.

Downtown Office Tenant Mix

The Downtown office tenant mix is highly diverse, but government and legal professions occupy the largest share of space. Law firms are concentrated Downtown for historical reasons and their need for proximity to the courts. Together, government and law firms occupy about 30% of all Downtown office space (not including the Judicial Center). FIRE (finance, insurance and real estate) is another important office use in the Downtown sub-market, accounting for approximately 11% of all office space. Banks and other financial services lead this sector. Proximity to the Pikeville Medical Center and a central location also explain a cluster of medical and health-related office uses in the Downtown area, accounting for about 10% of office tenancy. By comparison, most other uses occupy relatively small amounts of Downtown office space.

Tourist Attractions

In addition to the numerous attractions located in the county and broader region, below are some key tourist attractions in Pikeville:

- Dueling Barrels Brewery & Distillery
- Big Sandy Heritage Center Museum
- Hatfield & McCoy Historic Feud Sites
- Civil War Sites (City Park - site of Union camp)
- "The Big Cut" - Pikeville Cut-Through Project
- Hatfield-McCoy River Trail
- Historic Pauley Bridge
- Pike County Courthouse and Heritage Hall
- Bob Amos Park & Associated Attractions
- Zip, Saddle & Paddle
- Snivley Chapel
- Appalachian Wireless Arena
- Appalachian Center for the Arts
- Other Sites & Events

HOTELS

Local Tourism

In addition to business-related travel, a key driver for hotel demand is tourism. It is estimated that Pike County generates at least 606,000 annual visitors, while the broader Kentucky Appalachian (KA) region may generate more than 1.0 million annual visitors. A 2013 study by AECOM collected survey data to examine tourism flow. Within the sub-region that Pikeville is part of, surveys identified the following characteristics of the existing tourism market base:

Who Visits Pikeville?
- The average size of a visitor party is 3.1 persons.
- About 34% of parties travel with children, although most are teenagers (12-17) versus small children.
- The typical visitor has a household income of about $69,000 ($6,000 lower than the state average).
- The average visitor is 51, and 70% of adults are married.
- About 61% of visitors originated from the South.
- The largest metro markets are Lexington (24%) and Cincinnati (16%).

How Do Pikeville Visitors Visit?
- While the vast majority of visitors travel by car, a larger-than-average number travel to the region on a tour bus.
- Approximately 63% of tourists visit for vacation or short pleasure trips, while 27% visit family or friends.
- The average visitor stay is 5.3 days (slightly longer than the statewide figure).
- About 86% of visitors stay in paid accommodations, but are likely to stay in RV parks, campgrounds, and resort inns.

What Do Pikeville Visitors Do Here?
- The most popular activities are dining out, sightseeing, and driving along scenic byways.
- Few participate in city sites or nightlife in the region.
- About 56% visit a state or national park during their visit.

- Approximately 28% of visitors visit family and 26% visit historic sites, while only 11% visit other museum types.
- Top tourist activities include hiking (39%), wildlife viewing (28%), and fishing (28%).
- More tourists do bird watching (15%) and bicycling (9%) than boating, golfing, caving, and equestrian activities, all of which were more popular in other parts of the state.
- Other outdoor activities include canoeing (6%), offroad/ATV riding (5%), and hunting (4%).
- About 15% of visitors attended a festival in the region and 9% attended theater.

Existing Lodging

The existing lodging supply was inventoried in Pikeville and the region, extending into nearby counties in Eastern Kentucky, West Virginia, and Virginia. There are more than 2,600 hotel rooms inventoried, with 637 (nearly 25%) located in the Pikeville area, not including camping sites at RV parks. Pikeville area hotels include the following (# stars in parenthesis):

- Brookshire Inn & Suites - 72 rooms (1) - 123 Alexandra Dr.
- Hilton Garden Inn - 113 rooms (4) - 849 Hambley Blvd.
- Hampton Inn - 123 rooms (2) - 831 Hambley Blvd.
- Landmark Inn - 103 rooms (2) - 190 South Mayo Trail
- Hatfield-McCoy Lodge - 55 rooms - 1066 South Mayo Trail
- Daniel Boone Motor Inn - 80 rooms - 150 Weddington Branch Rd.
- Historic Mansion Inn - 7 rooms - 179 College St.
- Holiday Inn Express - 63 rooms (2) - 476 South Mayo Trail

For more detailed information on Pikeville's hotel market, see *Appendix F. Tourism & Hotel Opportunities Assessment.* While a market analysis was not conducted for lodging as part of this planning project, an opportunities assessment was prepared for lodging. See this plan's Tourism section (page 98-101) for recommendations related to that assessment.

MULTI-PURPOSE SPORTS VENUES

An "Opportunities Assessment" for multi-purpose and sports venues was conducted to identify opportunities for development of such facilities. The assessment comprised primarily of a review of existing supply conditions, coupled with input from area stakeholders on the purported need for multi-purpose and sports venues. The assessment does not constitute a full "Needs Assessment," which would forecast the need or potential demand for construction and operation of such facilities. Rather, it provides a general "first-cut" review and identifies possible opportunities to close gaps in the existing supply.

Existing Facilities
Facilities within Pikeville and the broader region include:

- *Appalachian Wireless Arena* - This Downtown Pikeville multipurpose arena has 126,000 square feet and 7,000 seats. See more in the sidebar at right.

- *University of Pikeville* - With over 20 active sports, Hambley Athletic Complex hosts football games, men's and women's basketball games are played at the Arena, and UPike Gym hosts women's volleyball and other sports activities.

- *Pikeville City Parks and Recreation* - Key parks include Bob Amos Park (lighted ball fields and tennis courts), Randy Jones Memorial Park, Pikeville City Park, Veterans Memorial Park, Pikeville Mini Park, and the Pikeville Dog Park.

- *Pikeville Independent and Pike County Schools* - Examples of recreation facilities at area high schools include Pike County Central High School's large gymnasium and athletic complex (field house, football field, baseball/softball field, running track), Pike Central 5,000-seat stadium, and Pikeville Junior High/High School's full range of athletic facilities.

- *Other Pike County Area Facilities* - The Dorton and Joes Creek Community Centers can accommodates small events.

There are also numerous other facilities in the region well beyond Pikeville, which are described in *Appendix F* of this plan.

Current Events Base
A review was conducted of the existing base of events that might be accommodated at multi-purpose venues. It includes both past and recent events that tour or rotate, thereby excluding events that are held in the same place every year. It also excludes events such as college basketball games that are played regularly at the local on- or off-campus venue. As an example of just one category of events, the following sporting events are worth consideration, although it is not exhaustive:

EKU McBrayer
- All "A" Classic High School Basketball Tournament
- KHSAA Region 5 Swimming & Diving Championships
- KHSAA Girls' Sweet Sixteen State Championships, 1975-1984, 1992, 1998, 2000
- Special Olympics Kentucky Summer Games – ongoing
- Ohio Valley Conference Men's Basketball Tournament (1979)

Elias Johnson Arena
- Ohio Valley Conference Men's Basketball Tournament (1984)

Appalachian Wireless Arena:
- Mid-South Conference Basketball Tournaments (2006, 2008, 2018, 2019)
- East Kentucky Miners/Energy (American Basketball Association, 2007-2012)
- East Kentucky / Kentucky Drillers (UIFL / CIFL Indoor Arena Football (2011-2013)
- Motorsports

Appendix F of this plan provides a similar representative list of music concerts and other types of events.

Appalachian Wireless Arena

Pikeville's Downtown arena opened in 2005. It is a 126,000 square-foot multi-purpose venue with a 24,000 square-foot floor and 7,000 seats. The center also offers a 5,000 square-foot ballroom for meetings, events, and banquets. The 3-level facility has boardrooms for smaller breakout meetings, concession stands, and an in-house F&B department. The facility is billed as "Eastern Kentucky's center for culture, education, and entertainment." It has hosted various pop, rock, and country music concerts, as well as motor sport events, children's entertainment, conferences and conventions, local school events, and regional athletic competitions. UPike's men's and women's basketball teams play their home games at the arena.

Purpose of a Future Build-Out Scenario

The purpose of this exercise is to establish a point of reference with respect to Pikeville's current zoning. Although the typical citizen may look around and see more green space than development in Pikeville, that may not be what they will have in the future. It must be assumed that, over time, growth will continue and the community's current policies - zoning and development regulations - will eventually be realized to at least some degree. Once this existing point of reference is understood, alternative growth scenarios can be considered. It is critical to keep in mind that market demand will ultimately drive future growth, but this exercise will at least highlight where significantly too much or too little land might be zoned for various land uses. *Because of the numerous assumptions required to project the future build-out, these calculations and results are very inexact.*

FUTURE BUILD-OUT

Existing Development & Population

The first step in determining a future build-out scenario is to account for existing development and populations. According to the various economic and market reports prepared as part of this plan (see the Appendices section for the full reports), the following statistics based upon 2018 Census data and inventory work will be considered:

- Current Population: 6,967
- Total Households: 2,840
- Ave. Residents Per Household: 2.45
- Office Space: 1,072,634 sq. ft.*
- Retail Space: 2,948,771 sq. ft.
- Industrial Space: tbd
- Institutional Space: tbd

* Not including space inventoried outside of Pikeveille (Coal Run Village, portions of North Mayo Corridor, etc.)

Potential Development & Population Per Zoning

The map at right illustrates undeveloped land that has potential for developement (outside of constrained lands such as floodways and lands with 25% slopes or greater). It shows such areas in light of the existing zoning. This analysis does not consider underdeveloped lands since future redevelopment is unpredictable. The matrix on the next page projects the potential development yields by considering the undeveloped areas by zoning district,

Legend

Undeveloped Developable Areas

- Undeveloped Developable Areas
- Corporate_Limits

Zone_Code

- C-1
- C-2
- C-3
- I
- INS
- PD-MU
- PUD
- R-1
- R-1A
- R-1T
- R-2
- R-3
- RF

Undeveloped Developable Areas by Current Zoning
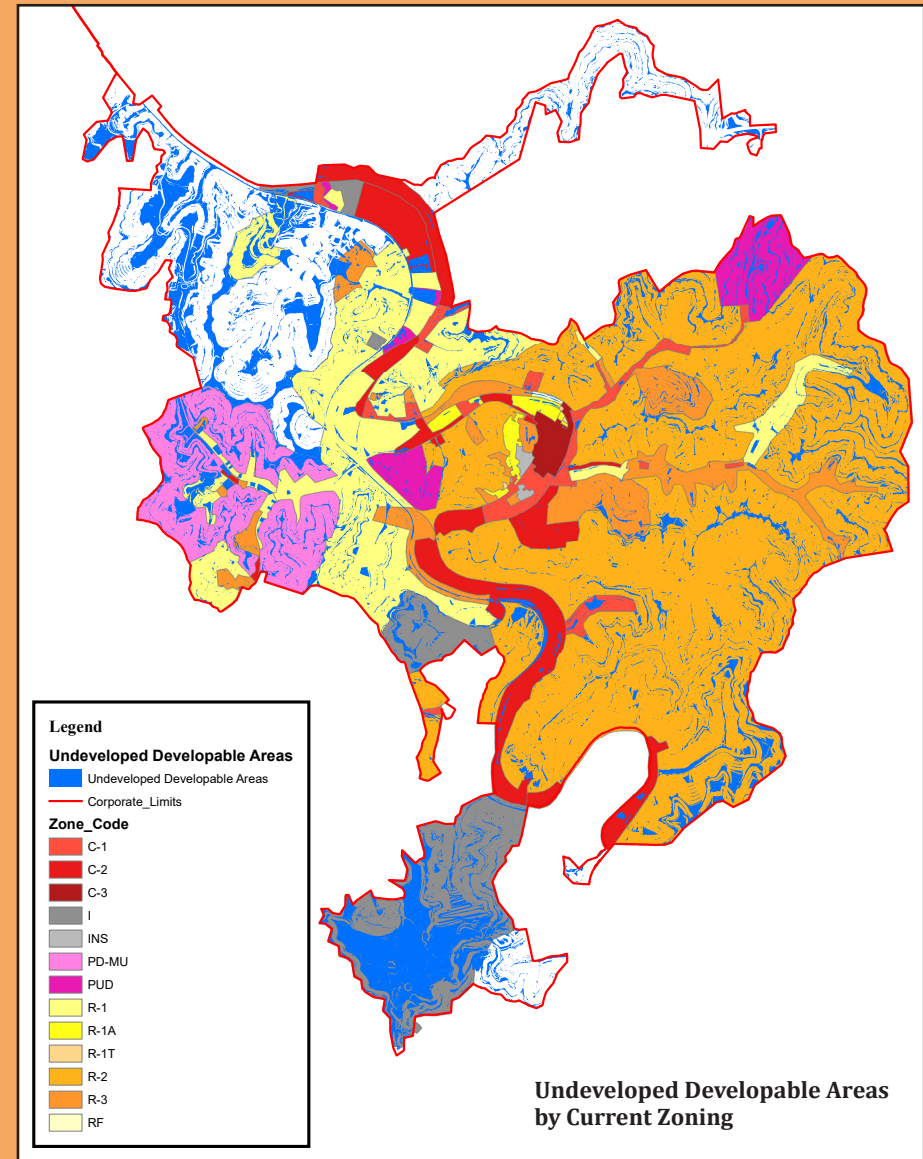
FUTURE BUILD-OUT (CONTINUED)

eliminating the undevelopable ROW areas, and then calculating development based on density standards per zone. For zoning districts allowing various types of uses/development, the most dense potential/likely scenario is being used. For example, the R-3 zone permits either single-family detached dwellings on minimum 7,000 square foot lots or multi-family dwellings with at least 6,000 square feet for the first unit and 1,500 square feet for each additional unit. Thus, the multi-family scenario is utilized for this zoning district. Also, because several zoning districts lack minimum lot size requirements and similar density/intensity controls, such as the C-1 and C-2 zones, figures were achieved by considering building setback requirements, typical existing development examples, parking area needs, and other factors.

Zone	Total Area (Acres)	Undeveloped Developable Area (Acres)	% of Land Undeveloped	Developable Land Minus ROW Areas - 15% (Acres)	Units / Building Sq. Ft. Permitted Per Acre	Units / Building Sq. Ft. Yield
C-1	272.3	19.0	7.0%	16.12	30,000.00	483,735.00
C-2	778.5	62.7	8.0%	53.26	20,000.00	1,065,220.00
C-3	70.2	0.0	0.1%	0.03	500,000.00	17,000.00
I	1112.0	448.6	40.3%	381.32	20,000.00	7,626,370.00
INS	17.4	0.0	0.1%	0.02	25,000.00	425.00
PD-MU	774.0	136.6	17.6%	116.09	15.00	1,741.40
PUD	343.1	47.1	13.7%	40.03	15.00	600.40
R-1	1656.4	185.8	11.2%	157.94	8.70	1,374.06
R-1A	79.6	2.4	3.0%	2.04	10.90	22.24
R-1T	2.2	0.0	0.0%	0.00	29.00	-
R-2	5191.3	491.4	9.5%	417.65	8.70	3,633.53
R-3	715.8	47.4	6.6%	40.31	26.00	1,047.98
RF	5.5	0.9	17.0%	0.80	50,000.00	39,950.00
Total	**11018.3**	**1441.9**	**NA**	**1225.6**	**NA**	**NA**

Future Build-Out Scenario Results - existing building square footage statistics are unavailable for Industrial and Institutional uses.

Land Uses	Existing Units / Sq. Ft.	Potential Units / Sq. Ft.	Total Future Build-Out
Residential	2,840 housing units	8,417 housing units	11,257 housing units
Commercial*	4,021,405 sq. ft.	1,605,905 sq. ft.	5,627,310 sq. ft.
Industrial	tbd sq. ft.	7,626,370 sq. ft.	tbd sq. ft.
Institutional	tbd sq. ft.	425 sq. ft.	tbd sq. ft.

* Retail & Office

Future Build-Out Results

Residential Development
As indicated on the previous page, there are currently an average of 2.45 people per housing unit in Pikeville. Based upon the potential to add 8,417 new units, that would be an additional 20,621 residents added to the current population of 6,967. This increase by roughly 300% would yield a total population of 27,588 or about four times today's population.

Commercial Development
Featuring both retail and office space, the addition of roughly 1,605,905 new square footage per the current zoning would increase the city's amount of such space by roughly 40%.
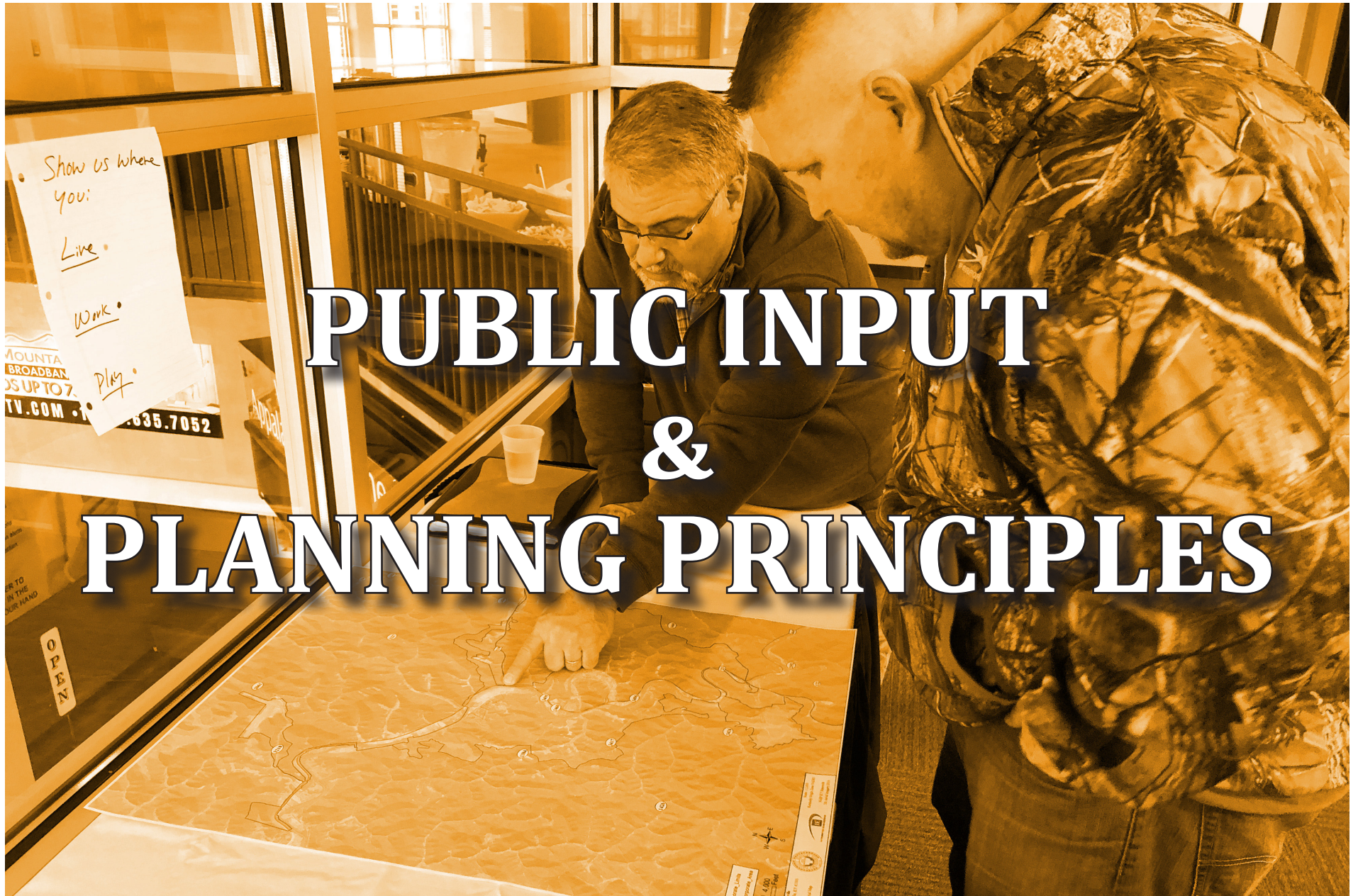
Industrial Development
The largest industrial area, in the south end of town, has substantial undeveloped industrial land available.

Institutional Development
Unlike most other uses, these are typically driven by actual demand for land, so there is limited excess land.

PUBLIC INPUT
&
PLANNING PRINCIPLES

PUBLIC INPUT PROCESS

One of the most critical aspects of any public planning process is transparency. It is important that the public understands that the process is done under the watch of all stakeholders - including average citizens. It is also vital that the public's perspectives, values, preferences and ideas be integrated into the plan, as it is ultimately the community's plan and their whole-hearted support will be needed for successful implementation.

The most effective way to obtain meaningful public input is to provide a variety of means for gathering that input. Consequently, the following opportunities occurred for public input as part of the comprehensive planning process for Pikeville:

Key Person Interviews
Key person interviews were conducted by members of the Consultant Team with one (1) to three (3) key individuals at a time. Interviewees included political, business and institutional leaders in the community. Also, dozens of meetings were led by the Consultant team's economist as part of his market analysis work focused on the economy and real estate markets.

Stakeholder Focus Group Meetings
The City identified key stakeholders who could provide useful information and perspectives on the various issues affecting Pikeville. Five (5) meetings with various stakeholder groups were conducted with each meeting including up to roughly ten (10) individuals having a common interest in the community. Groups met with included:

- Residents
- Property owners, developers, and real estate professionals
- Business owners/operators, chamber of commerce, economic development entities
- Institutional representatives (churches, schools, etc.)
- Public officials (City, County, etc.)

Public Open House
On December 3, 2019, the City hosted a three (3) hour open house event at the Appalachian Wireless Arena that allowed people to come in as their schedules permitted to learn more about the project and to share their thoughts. Mapping exercises were used to allow people to indicate where they live, work and play, as well as the places they like and do not like.
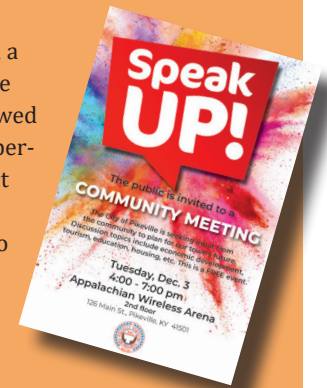
Public Opinion Survey & Charrette
See pages 32 and 33 for information on the public opinion survey and charrette that were conducted as part of this project to gain yet additional layers of input from the public.

Draft Plan Presentation
A presentation by the consultant team to the public to obtain their feedback on the Concept Plan occurred on August 27, 2020.

Among the several stakeholder focus group meetings conducted for this planning project was one held at Pikeville High School to solicit opinions and ideas from a younger generation.

PUBLIC OPINION SURVEY

As one of several approaches to solicit public input for this plan, the City of Pikeville conducted a public opinion survey to gain opinions on a wide range of issues related to the plan. Nearly 900 people took the survey, which was available both online and in hard copy formats. Although anonymous, basic information was obtained on respondents, and the results were categorized between City residents, Pike County residents living outside of the City, and others. For a full copy of the survey results, see this plan's *Appendix A: Public Opinion Survey Results.*

EMPLOYMENT OPPORTUNITIES

VIBRANT DOWNTOWN

HISTORIC SITES & CHARACTER

NATURAL SETTING & OUTDOOR RECREATION

LITTLE TRAFFIC CONGESTION
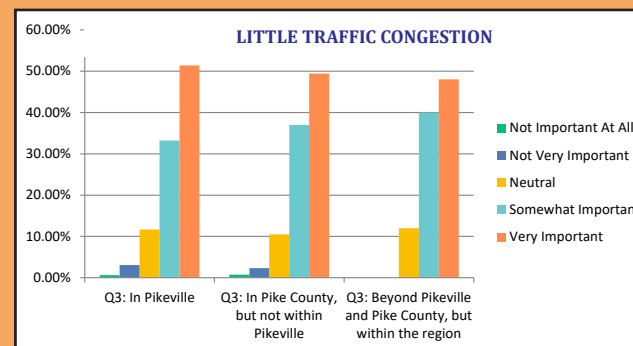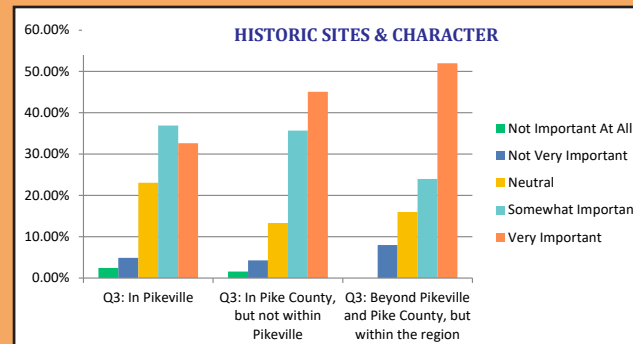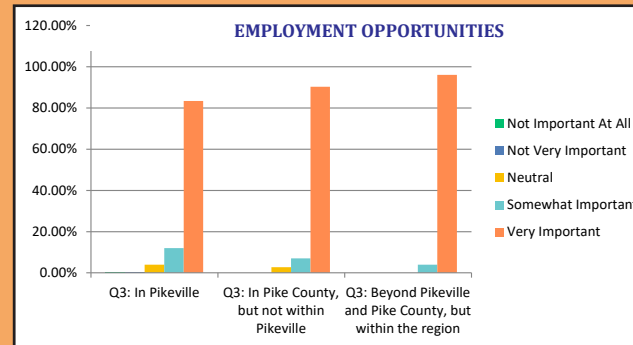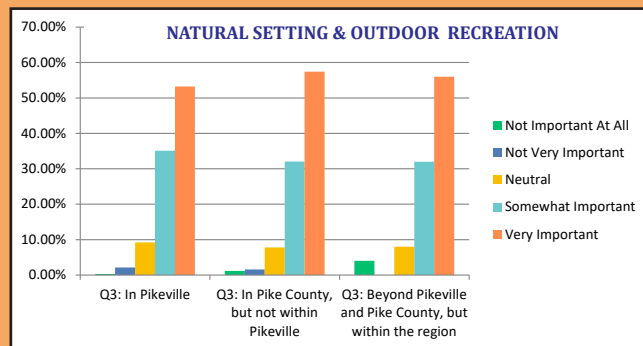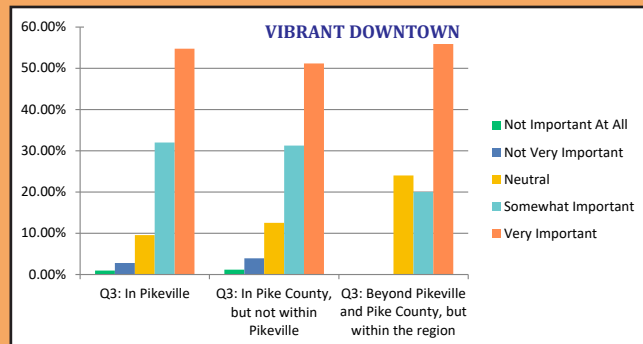
Sample Comments from the Public Opinion Survey

"I'd like to see more mixed use areas. With limited buildable area you've got to do more with what you do have. The college and the hospital take up most of the open areas downtown so either more mountainside needs to be developed for use of you have to make the city more dense. To keep the traffic congestion manageable you also have to keep things close to where people live. The only way to do that is through mixed use zoning. I'd also like to see single family housing banned from the downtown area. It's nice to have your home downtown but it's taking up valuable real estate. The city should find a way to purchase lots as they come available or maybe even buy them out. It's expensive sure but will pay dividends in the future and also encourage new construction."

"Bring in more industry."

SINGLE-FAMILY ATTACHED HOUSES (duplexes, triplex, quads, etc.)

SUBDIVISION REQUIREMENTS FOR SIDEWALKS (for all new subdivisions)

SMALL LOT COTTAGE TYPE DEVELOPMENT

ADDING HOUSING TO EXISTING COMMERCIAL AREAS (Cassidy Blvd. area)

MULTI-FAMILY HOUSING OPTIONS (condos & apartments)

DEVELOPING GREENWAYS (paved trails along streams, etc.)

CHARRETTE RESULTS

Within the context of city planning, a "charrette" is an intensive multi-day brainstorming session to generate the main ideas for a plan. It is typically conducted in a manner that engages stakeholders in a very hands-on manner. The charrette held to create the Concept Plan for Pikeville's Comprehensive Plan occurred August 25-27, 2020. A key event was the Public Workshop held at the Appalachian Wireless Arena ballroom, as described below.

Public Workshop

Following a presentation on the key findings of this project's background research, as well as an orientation for Workshop instructions, the public participants were effectively "deputized" to be city planners for the evening, and the following steps occurred:

1. Participants were split up into multiple teams of people.

2. Each team had a base map of the city, supporting information (aerial photo maps, etc.), and colored markers.

3. Each team developed a plan reflecting their vision for the future of Pikeville. The marker colors were correlated to specific planning issues.

4. After roughly an hour of planning, all of the participants reconvened as one group and each team presented their plan.

Some of the key ideas generated by the teams are summarized at far right.
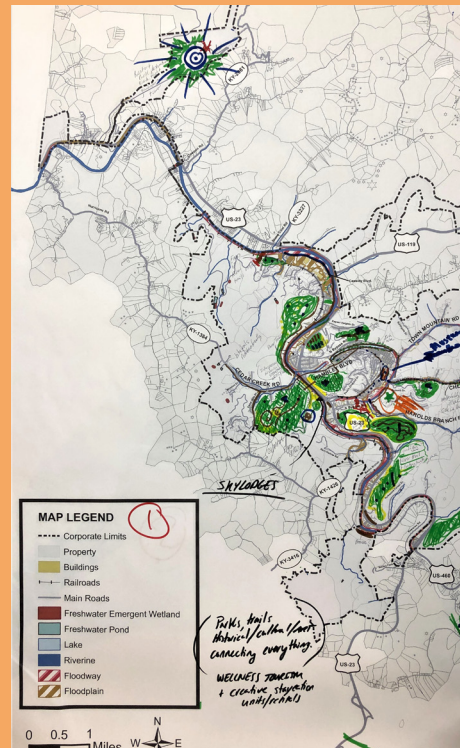
Sample Public Team Concept Plan

Top Consensus Ideas from the Public Workshop

- Develop bike lanes and a trail system of both greenways and blueways.

- Install more public art, some of which might be tied to the trail system.

- Make the airport a destination for charter flights, build a park around it, and include resort-style shopping and housing.

- Construct affordable housing at various targeted locations.

- Expand Bob Amos Park and make it a bigger attraction (disc golf, etc.).

- Develop a Downtown museum, center for the arts and theater.

- Develop a golf course on Town Mountain Road.

- Make a few specific road connections (Thompson Road, Harold's Branch Road, US 23, etc.).

Explanation of Planning Principles

<u>Purpose of Principles</u>
To conduct a valid, intuitive and logical planning process, it is important to bridge the research and public input phase with the plan development phase through the creation of a set of planning principles. The adopted principles should be broad objectives that a strong consensus can be generated behind to help guide the more detailed planning process. When complex issues need to be resolved, it is helpful to step back and revisit the agreed upon planning principles.

<u>Creation of the Principles</u>
At right are the principles adopted for this plan. They were created prior to the charrette based upon recognized planning "best practices" and then adjusted based upon public feedback. These principles were then used by the public workshop participants in crafting their team plans, which were explained on the previous page.

PLANNING PRINCIPLES

1. **Preserve Open Space and Environmentally Sensitive Areas.** Discourage development within environmentally sensitive areas such as floodplains, wetlands, steep slopes and important plant and animal habitats. Preserve tree cover where possible, as well as open space connected to a broader open space network.

2. **Take Advantage of Existing Community Assets.** Examples of assets to leverage include the historic downtown, older buildings citywide, open spaces, streams and other natural resources. Steer future development toward existing developed areas with existing infrastructure.

3. **Foster Walkable Neighborhoods Offering a High Quality of Life.** Neighborhoods should feature a variety of housing types where appropriate, parks and recreation, strong pedestrian and biking accessibility, and small commercial nodes where appropriate. The character of existing historic neighborhoods should be protected through the preservation of buildings and compatible infill development, and automobiles should not dominate neighborhood design.

4. **Create a Range of Housing Opportunities and Affordable Choices.** While single-family detached houses will continue to dominate the community, a variety of housing types and sizes should be available, including accessory units, attached housing, and multi-family housing. Higher density housing should be located where infrastructure can support it and where other land uses can provide needed amenities, including shopping, dining and recreation.

5. **Mix Land Uses for Pedestrian-Friendly Places.** Provide locations where a mixture of land uses, including commercial, office, housing and civic uses, can be physically integrated. Integration should be both horizontal and vertical (mixed use bldgs.) and result in pedestrian-friendly places.

6. **Promote Attractive Development with a Strong Sense of Place.** Attractive development includes high-quality architecture and building materials, generous landscaping, and minimal visual impact of vehicle parking/storage areas. Buildings should have a strong physical relationship with their street, and development should reflect Pikeville's historic development patterns and character.

7. **Provide Recreational and Cultural Amenities.** For a high quality of life, provide sufficient recreational and cultural facilities, including museums, performing arts, visual arts, and both passive and active recreational opportunities. Such amenities will benefit citizens directly, and also help with attracting new job-creating businesses.

8. **Provide a Variety of Transportation Choices and High-Quality Transportation Corridors.** Pikeville should be easy and convenient to navigate. Traffic congestion should be minimal, and motorized traffic should be "calmed". "Complete streets" should be context sensitive and accommodate a range of transportation modes, including motorized vehicles, bikes and pedestrians. An extensive greenway system should be provided separate from streets.

9. **Expand Economic Development Opportunities.** Pikeville should offer a business-friendly climate that welcomes new businesses that offer jobs and add to the City's tax base. A variety of business types should be pursued for a diversified economy, including those featuring high technology and manufacturing jobs.

10. **Insure Policies and Processes that are Equitable to both Citizens and Developers.** Encourage meaningful citizen participation in Pikeville's growth and development decisions, while making decisions for development applications predictable, fair, and cost-effective within a framework of policies that reflect the City's adopted citywide comprehensive plan.

THE PLAN

PLACE TYPES OVERVIEW

In previous decades, the primary component of a comprehensive plan was the Land Use Plan. However, such an approach failed to consider important issues that go beyond the two-dimensional topic of land use. Consequently, current planning practice takes a more holistic approach and considers a wide range of issues to determine Place Types.

Place Type Determinants

The following characteristics determine Place Types:

- Land use
- Spacial patterns
- Intensity/density
- Scale
- Form
- Character

The combination of these factors adds up to "places." This approach differs dramatically from earlier planning practices.

Key Place Type Categories

The five broadest Place Type categories include the following:

- Natural
- Rural
- Suburban
- Urban
- Special Districts

Within each of those categories are Place Type sub-categories.

How Place Types Relate to Zoning

Zoning is one of many tools to implement a plan such as this. Although the determination of Place Types for any given location is driven strongly by existing land uses and development form, they are ultimately recommendations for the future rather than serving as an existing conditions inventory. The Place Types map on page 38 should be used in the future for zoning purposes. However, the fine-grained nature of zoning may require the creation of more or even fewer zoning districts than the specific number of Place Types in this plan.

Factors Considered for the Place Types Map

Below are the various factors that were considered in the preparation of the Place Types map on page 38:

1. *Inherent land features,* including the presence and extent of environment constraints, such as steep slopes and floodplains.

2. *Existing land uses*, including the area's context.

3. *Current density/intensity, form and character of development,* including the area's context.

4. *Existing and potential infrastructure,* including the availability of roads, sewer, water, and power.

5. *Real estate market conditions* based upon this plan's market analysis.

6. *Public and stakeholder preferences* based upon this project's public engagement process.

7. *Current public policies,* including zoning and development policies, presently applied to the area.

8. *"Best Practices" for city planning,* including Smart Growth and sustainability approaches in pursuit of a high quality of life for Pikeville's citizens.

It is noteworthy that, because of Pikeville's extreme topography, the physical distinctions between various Place Types is often more subtle than in less constrained environments. For example, building front setbacks are usually shallow in urban areas and generous in suburban areas. However, even in many of Pikeville's suburban corridors, the front setbacks are shallow due to steep slopes along the road frontage.

Understanding "Urban"

The "Urban" Place Type category is only one of five key categories for Pikeville, but it is likely the most misunderstood category. For some people, the term "urban" conjures up images of skyscrapers, honking car horns, and rat-infested alleys. However, urban versus suburban areas are distinguished primarily by the way buildings relate to their associated streets, where parking occurs, and how different land uses physically relate to each other. Another way of thinking of "urban" is to think "pedestrian friendly." Even a small country crossroads village or hamlet with one-story buildings can be urban in form if the buildings are set relatively close to the street, off-street parking is located behind buildings, land uses are integrated, and the overall environment is walkable. In short, "urban" places should be no more feared than Pikeville's cherished historic Downtown is feared.

PIKEVILLE PLACE TYPES

NATURAL RURAL SUBURBAN URBAN SPECIAL
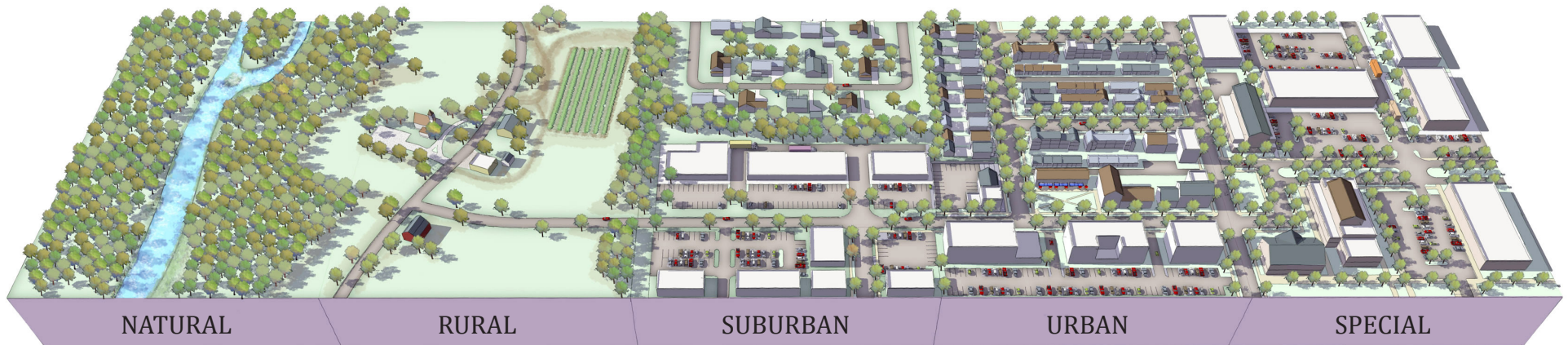
NATURAL

Land Uses: Plant and animal habitat, passive recreation

Land Use Patterns: Not applicable

Physical Character: Pikeville's most environmentally sensitive natural landscapes, including wetlands, floodplains, streams, and the steepest slopes

Building, Street & Parking Relationship: Generally not applicable

Local Examples: Levisa Fork River and tributary streams such as Buckley Creek, Ratliff Creek, Island Creek and Marion Branch

RURAL

Land Uses: Agriculture and low-density residential, commercial and institutional uses

Land Use Patterns: Forests, cultivated fields, occasional buildings and outbuildings

Physical Character: Steep woodlands, fields (cultivated and uncultivated), and limited development

Building, Street & Parking Relationship: Buildings often close to the road, paved or unpaved front parking

Local Examples: Most undeveloped parts of Pikeville, including forested areas with steep slopes and streams

SUBURBAN

Land Uses: Residential, commercial, institutional

Land Use Patterns: Generally segregated land uses with commercial uses concentrated along key corridors and in shopping centers

Physical Character: Low to moderate densities, single-family houses, strip commercial corridors, auto-oriented

Building, Street & Parking Relationship: Buildings separated from their roads with front parking lots and often no on-street parking

Local Examples: Cassidy Blvd. commercial area and Keyser Heights Dr. residential

URBAN

Land Uses: A rich mixture of residential, commercial, and institutional uses

Land Use Patterns: Mixed use development in an urban grid pattern (Downtown) and smaller urban nodes and corridors serving nearby residential areas

Physical Character: Moderate to high density development and pedestrian-friendly

Building, Street & Parking Relationship: Buildings fronting directly onto streets with parking to the side, rear and on-street

Local Examples: Downtown Pikeville

SPECIAL

Land Uses: Based on the specific nature of the area (institutional, industrial, office, park, etc.)

Land Use Patterns: Often insular and campus-like, with the exception of parks

Physical Character: Based on the nature of the specific Place Type Sub-Area

Building, Street & Parking Relationship: Based on the nature of the specific Place Type Sub-Area

Local Examples: University of Pikeville, Pike County Airport, Kentucky Enterprise Industrial Park, and Bob Amos Park

PLACE TYPES MAP

At right is the Place Types map serving as the foundation of this Comprehensive Plan, and below is the map legend. The following pages explain each Place Type, including the intent, objectives and characteristics (locations, geographic form, optimal land uses, development density/intensity, and development form).

For the purposes of zoning, there will be fewer zoning districts than Place Types shown here. For example, the three types of Natural Areas would most likely not translate into zoning districts since environmental constraints are usually addressed via subdivision and environmentally-based regulations as opposed to zoning. Likewise, Place Types such as 1) Rural Corridors and Rural Crossroads, 2) Suburban Corridors and Suburban Centers, and 3) Existing Traditional Neighborhoods and New Traditional Neighborhoods might be combined to result in three zoning districts rather than six zoning districts.

Legend

- Natural Areas - Steepest Slopes
- Natural Areas - Streams & Wetlands
- Natural Areas - Floodways & Floodplains
- Rural Hills
- Rural Corridors
- Rural Crossroads
- Suburban Neighborhoods - 1-2 Family
- Suburban Neighborhoods - Mixed Housing
- Suburban Corridor
- Suburban Centers
- Existing Traditional Neighborhoods
- New Traditional Neighborhoods
- Urban Corridors
- Downtown
- Village Centers
- Office or Industrial Parks
- Institutional Campuses
- Parks
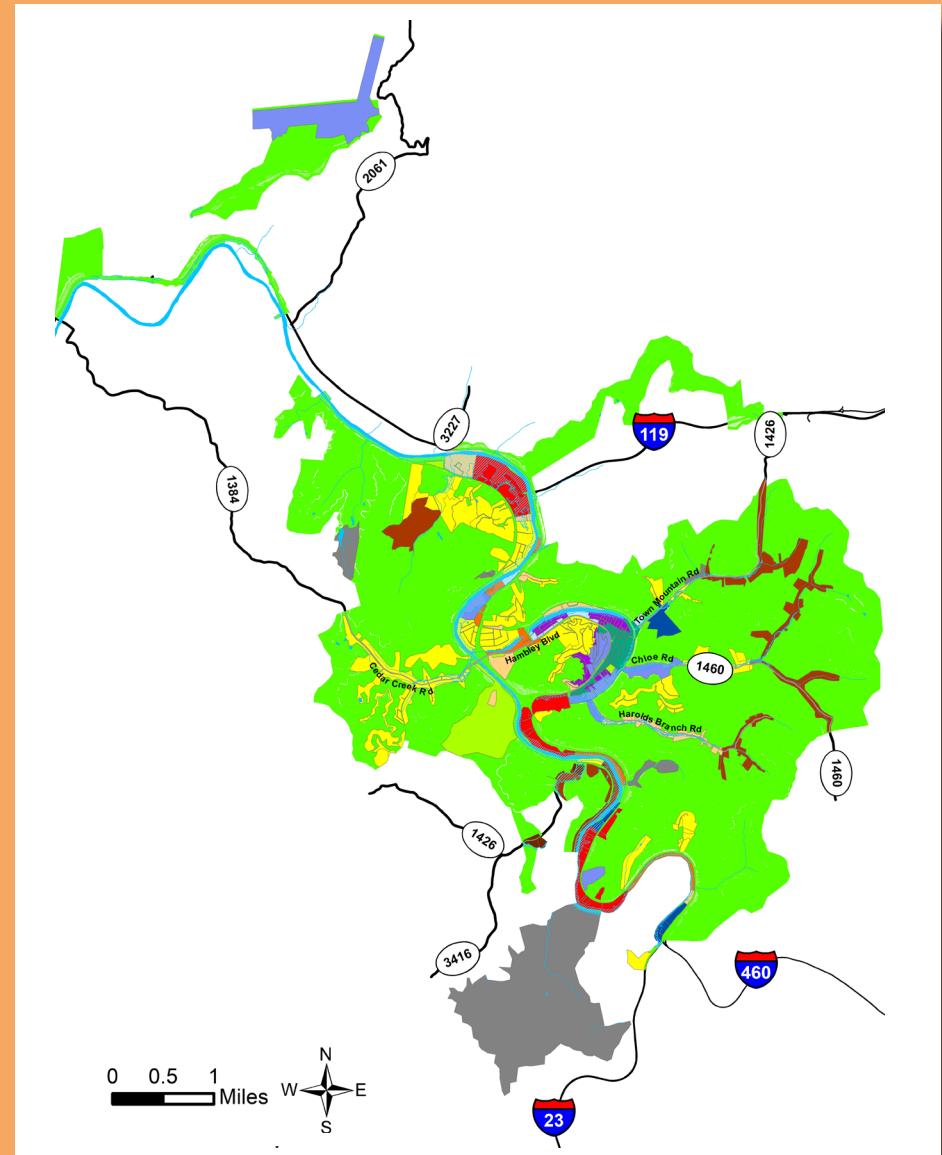
NATURAL AREAS

Natural Areas are generally unsuitable for development due to environmental constraints, such as streams, floodplains and extremely steep slopes. In many planning jurisdictions, environmentally sensitive lands such as moderately steep slopes and forests serving as habitat for important plant and animal species might be considered Natural Areas. However, because this plan is not suggesting that the development of such areas be prohibited, such lands are not included here within Natural Areas. It is noteworthy that such areas should be reserved for less intensive development. *Thus, for the purposes of this plan for Pikeville, Natural Areas are limited to:*

- Floodways and floodplains (698 acres / 4.94% of city's total land area)
- Streams and wetlands (269.9 acres / 1.91% of city's total land area)
- Slopes exceeding 50% (167.6 acres / 1.19% of city's total land area)

Most of the Natural Areas comprised of floodways and floodplains are associated with the following streams: Levisa Fork of the Big Sandy River, Big Shoal Creek, Buckley Creek, Cedar Creek, Chloe Creek, Ferguson Creek, Ford's Branch, Harold's Branch, Island Creek, Marion Branch, Ratliff Creek, Stonecoal Creek and Tollage Creek. See pages 6-9 for background information on Pikeville's natural features, including topography, soils, forested areas, water bodies, wetlands and floodplains. Natural Areas are best suited for undeveloped wooded open space, passive recreation parks, and greenways. The map on the following page illustrates Pikeville's Natural Areas, which comprise *1,135.5 acres of land, or 8.04% of the city's land area.*

EXISTING NATURAL AREAS IN PIKEVILLE

NATURAL   RURAL   SUBURBAN   URBAN   SPECIAL

NATURAL AREAS (CONTINUED)

One of the ways that this Comprehensive Plan will be translated later into the City's land use policies is through zoning, as most of the proposed Place Types will be adapted as zoning districts. While development should generally be avoided within Pikeville's Natural Areas, it is not currently anticipated that a Natural Areas zoning district will be designated. Instead, there might be other development regulations that would achieve the objective of protecting Natural Areas, such as environmentally-based regulations pertaining to streams, wetlands, floodways, floodplains, grading and similar issues.

NATURAL AREA CHARACTERISTICS

Locations
Throughout the entire community.

Geographic Form
Meandering patterns that are generally linear but curving to follow the natural contours of streams and topography.

Optimal Land Uses
Undeveloped wooded open space, outdoor passive recreation and greenways.

Development Density / Intensity
Not applicable because of the very limited development in such areas.

Development Form
Not applicable because of the very limited development in such areas.

Natural Areas

- Steepest Slopes
- Streams & Wetlands
- Floodways & Floodplains
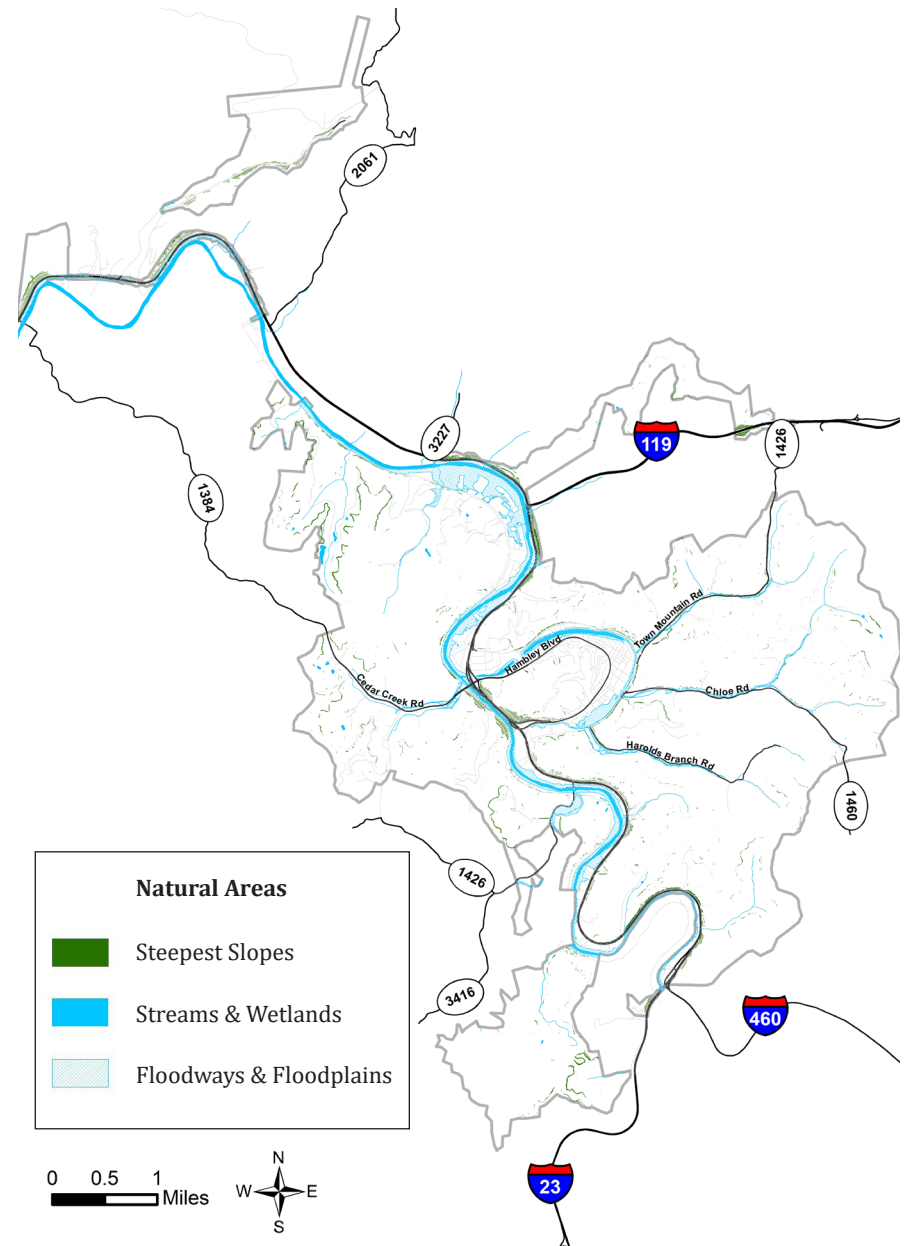
RURAL AREAS

Rural Area Sub-Areas

Three categories of Rural Area Sub-Areas are designated for Pikeville, as follows:

Rural Hills

Rural Hills consist of those lands with a slope of 50% or less that are not designated with another Place Type or with another Rural Area Sub-Area. These lands include many areas central to the city that are currently zoned R-2 (One and Two-Family Residential District), as well as areas on the west side of the city that are currently zoned PD-MU (Planned Development - Mixed Use - District).

Rural Corridors

Rural Corridors are primarily within the Natural Place Types and Rural Hills Sub-Areas, and they are peripherally located. Because they follow roads, they are linear and winding, and they can feature a range of relatively low-density land uses.

Rural Crossroads

Rural Crossroads are typically located along Rural Corridors as a concentration of small-scale mixed uses, such as houses, small stores and churches. Often located at road intersections, they might be referred to as "hamlets" in some regions.

All three of these Sub-Areas are described in more detail on the following pages.

EXISTING RURAL AREAS IN PIKEVILLE

NATURAL   RURAL   SUBURBAN   URBAN   SPECIAL
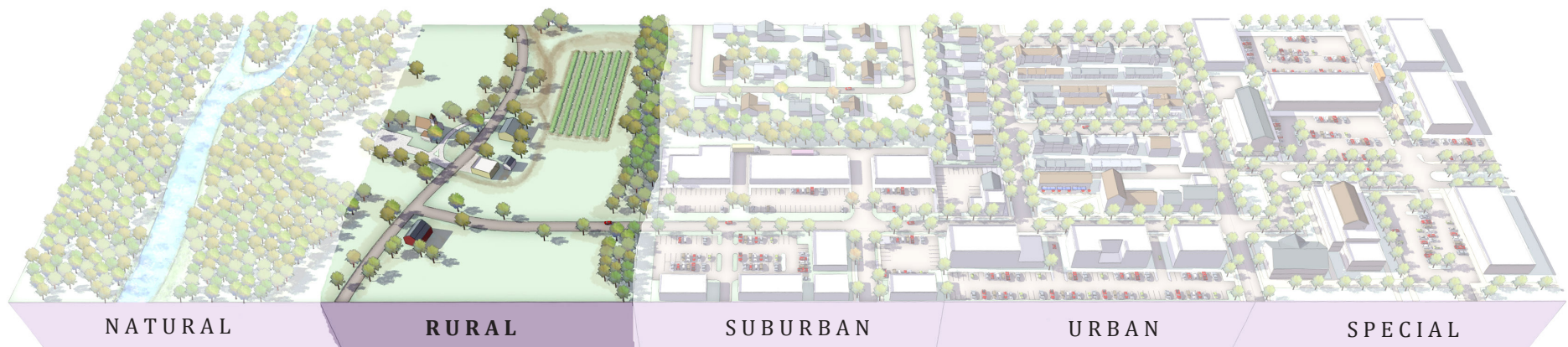
CHARACTER IMAGERY: RURAL AREAS

RURAL AREAS: RURAL HILLS

Rural Hills comprise the single largest Place Type in Pikeville by land area at *9,549.6 acres of land, or 67.65% of the city's land area.*

Intent: To preserve a large portion of the community having forested steep slopes for preservation and very low-density residential development to protect the environmental value and aesthetic quality of Pikeville, and to be fiscally efficient.

Objectives: To limit the extent of development of this Place Type, including new development not capable of being served by roads and utilities that already exist.

RURAL HILLS CHARACTERISTICS

Locations
Throughout the entire community where slopes are up to 50% and not designated with another Place Type intended for more development.

Geographic Form
Large expansive areas that are only interrupted by the other designated Place Types per this Comprehensive Plan.

Optimal Land Uses
Undeveloped wooded open space and low-density single-family houses.

Development Density / Intensity
With the exception of Natural Areas, Rural Hills should be the lowest density/intensity development in Pikeville. Residential density should not exceed approximately one (1) unit per 15 acres. This density should not be misinterpreted as a minimum 15 acre lot size requirement for zoning purposes.

Development Form
Houses, outbuildings, and agricultural structures in informal patterns.

Rural Hills

RURAL AREAS: RURAL CORRIDORS

Rural Corridors might also be referred to as "country roads" that are located on the periphery of the city and often less developed than other corridor types. This Place Type occupies *442.7 acres of land, or 3.14% of the city's land area.*

Intent: To accommodate an informal, incremental and historically-based development pattern that leverages the availability of existing road frontage.

Objectives: To discourage the expansion and increased development of such corridors with the goal of less linear growth patterns and more "nodal" development elsewhere that is walkable, functional, and fiscally efficient relative to services and infrastructure.

RURAL CORRIDORS CHARACTERISTICS

Locations
Primarily within Natural areas and Rural Hills following roads often adjacent to a creek, such as segments of Chloe, Harolds Branch, and Island Creek Roads.

Geographic Form
Linear and winding forms straddling roads that follow the land's contours.

Optimal Land Uses
Undeveloped wooded open space and low-density single-family houses. Occasional commercial and light industrial uses already exist on these corridors.

Development Density / Intensity
Similar to the Rural Hills Place Type, Rural Corridors should feature relatively low density/intensity development. However, because development tends to be concentrated along their associated roads in such areas, the density/intensity of development is substantially greater than Rural Hills in general.

Development Form
Houses, outbuildings, and agricultural structures in informal patterns concentrated along adjacent roads often with shallow front setbacks. These corridors are sometimes only subtly different from linear Suburban Neighborhoods because their density is relatively high, but the uses tend to be more random.

Rural Corridors
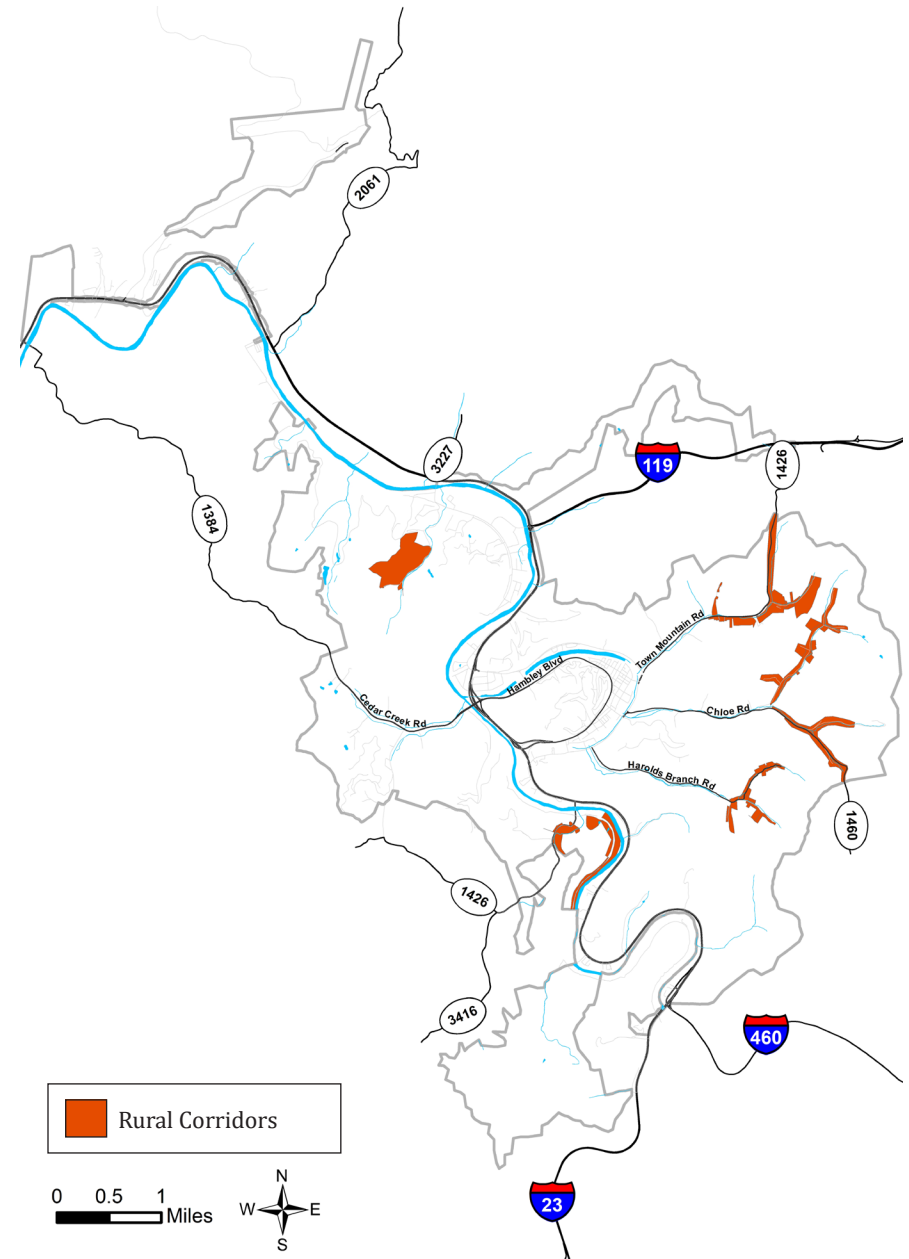
RURAL AREAS: RURAL CROSSROADS

Often located at road intersections, Rural Crossroads might be referred to as "hamlets" in some parts of the country. Historically, such places evolved naturally over time. This Place Type occupies *19.0 acres of land, or 0.13% of the city's land area.*

Intent: Within a contemporary planning context, Rural Crossroads provide conveniently-located retail and services for area residents in a pedestrian-friendly environment.

Objectives: Reinforce any existing Rural Crossroads and establish new ones only at limited and strategic locations. Prevent them from becoming suburban and sprawling. Instead, steer Rural Crossroads toward being small scaled and pedestrian oriented.

RURAL CROSSROADS CHARACTERISTICS

Locations
Generally, they are along Rural Corridors and often at intersections. Specifically, only two Rural Crossroads areas have been designated. One is at the intersection of Narrows, Marion Branch and Island Creek Roads, and the other is on Island Creek Road just east of the Left Fork of the Island Creek Road.

Geographic Form
Small nodes of concentrated development. Because they are along corridors, they may also sometimes have a somewhat linear orientation.

Optimal Land Uses
Various housing types and small-scaled commercial and institutional uses. Light industrial uses may already exist, but their expansion should be avoided.

Development Density / Intensity
Although geographically small, their density and intensity is relatively high within the developed land areas.

Development Form
Detached and attached houses, and small commercial / mixed use and institutional buildings (community centers, churches, etc.). Large parking lots should not occur between the front of buildings and their associated roads.

Rural Crossroads
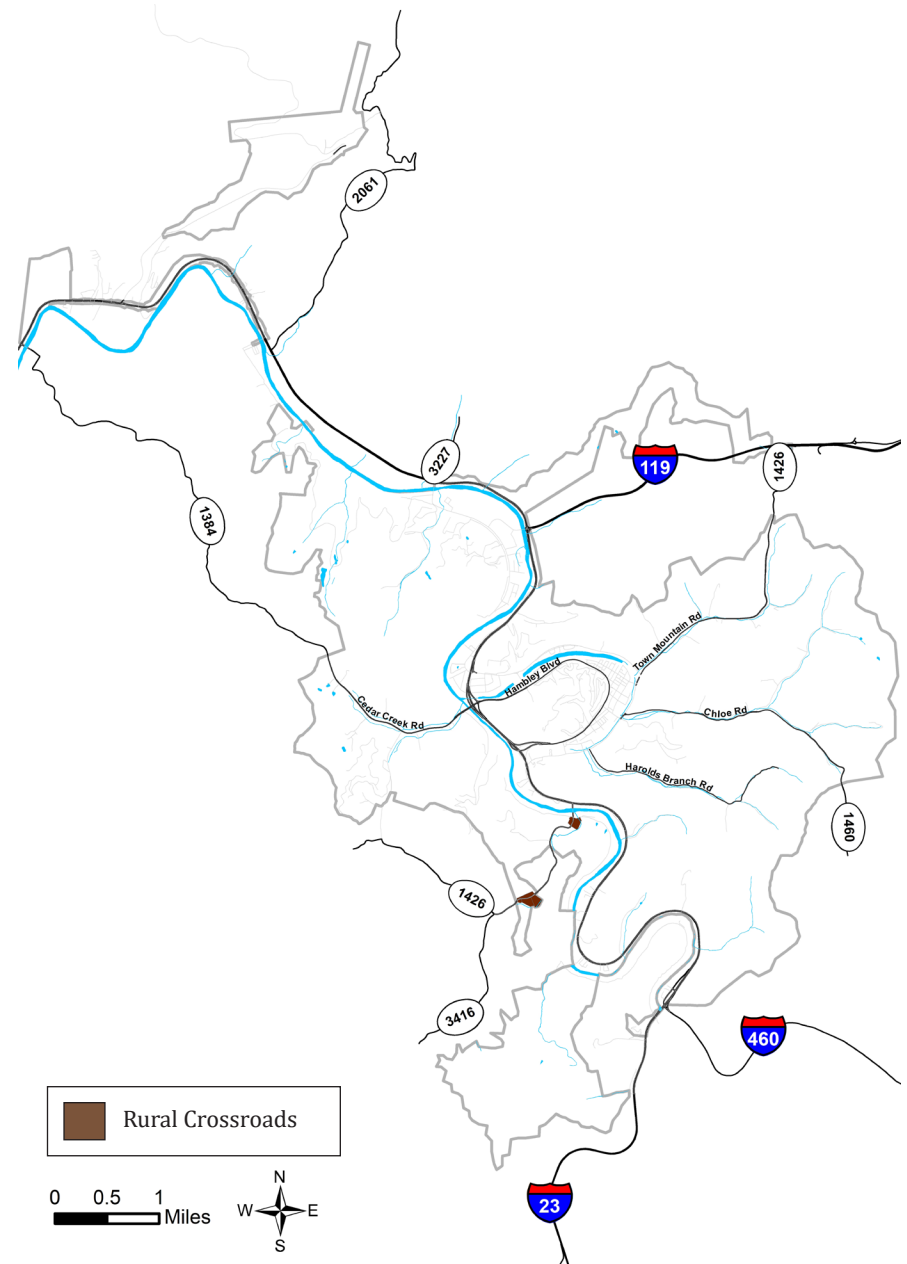
SUBURBAN AREAS

Suburban Area Sub-Areas

Three categories of Suburban Area Sub-Areas are designated in Pikeville, as follows:

Suburban Neighborhoods

Suburban Neighborhoods come in two types: One & Two Family types and Mixed Housing types. The latter type includes attached housing and multi-family buildings. Housing types are typically physically segregated, and the overall site design tends to have an automobile orientation. These areas are often linear along roads.

Suburban Corridors

Adjacent to key roads, these Sub-Areas have a linear orientation and are typically dominated by commercial uses, although multi-family housing and institutional uses can occur as well. They have an auto-oriented form, and such areas are sometimes referred to as "strip commercial" corridors.

Suburban Centers

These mixed-use areas have the same types of uses as Suburban Corridors, but they are more nodal in form rather than the linear orientation of a Suburban Corridor. They are also often developed at one time rather than the more incremental growth of corridors.

All three of these Sub-Areas are described in more detail on the following pages.

EXISTING SUBURBAN AREAS IN PIKEVILLE

NATURAL   RURAL   SUBURBAN   URBAN   SPECIAL

CHARACTER IMAGERY: SUBURBAN AREAS - RESIDENTIAL

CHARACTER IMAGERY: SUBURBAN AREAS - COMMERCIAL / MIXED USE

SUBURBAN AREAS:
SUBURBAN NEIGHBORHOODS - ONE & TWO FAMILY

These primarily single-family areas are Pikeville's predominant residential places, as they are for most communities throughout the country. For regulatory purposes, some areas with this Place Type might be zoned for only single-family detached houses, while others might allow one and two-family houses, as with Pikeville's current R-2 zoning. This Place Type occupies *1,502.5 acres of land, or 10.64% of the city's land area.*

Intent: To provide a range of moderate to low-density housing at a range of prices.

Objectives: More sidewalks and street trees than occur in most existing neighborhoods.

SUBURBAN NEIGHBORHOOD ONE & TWO FAMILY CHARACTERISTICS

Locations
Throughout the entire community. Examples include the Bowles Addition on the south side of North Mayo Trail, the Cedar Creek neighborhood, the Keyser Heights neighborhood, and the Quail Ridge neighborhood located east of Lykins Creek Road.

Geographic Form
Primarily expansive areas that are only interrupted by this plan's other designated Place Types, although many existing such places are linear along roads.

Optimal Land Uses
One and two-family detached houses, as well as any appropriate ancillary uses such as outbuildings, parks, institutional uses, and community facilities.

Development Density / Intensity
Minimum 5,000 sq. ft. per residential unit.

Development Form
Houses and outbuildings (garages and sheds), as well as ancillary buildings with designs specific to their use. Densities and price ranges are often physically segregated, and the overall site design has an automobile orientation, including driveways and front-loaded garages for each housing unit.
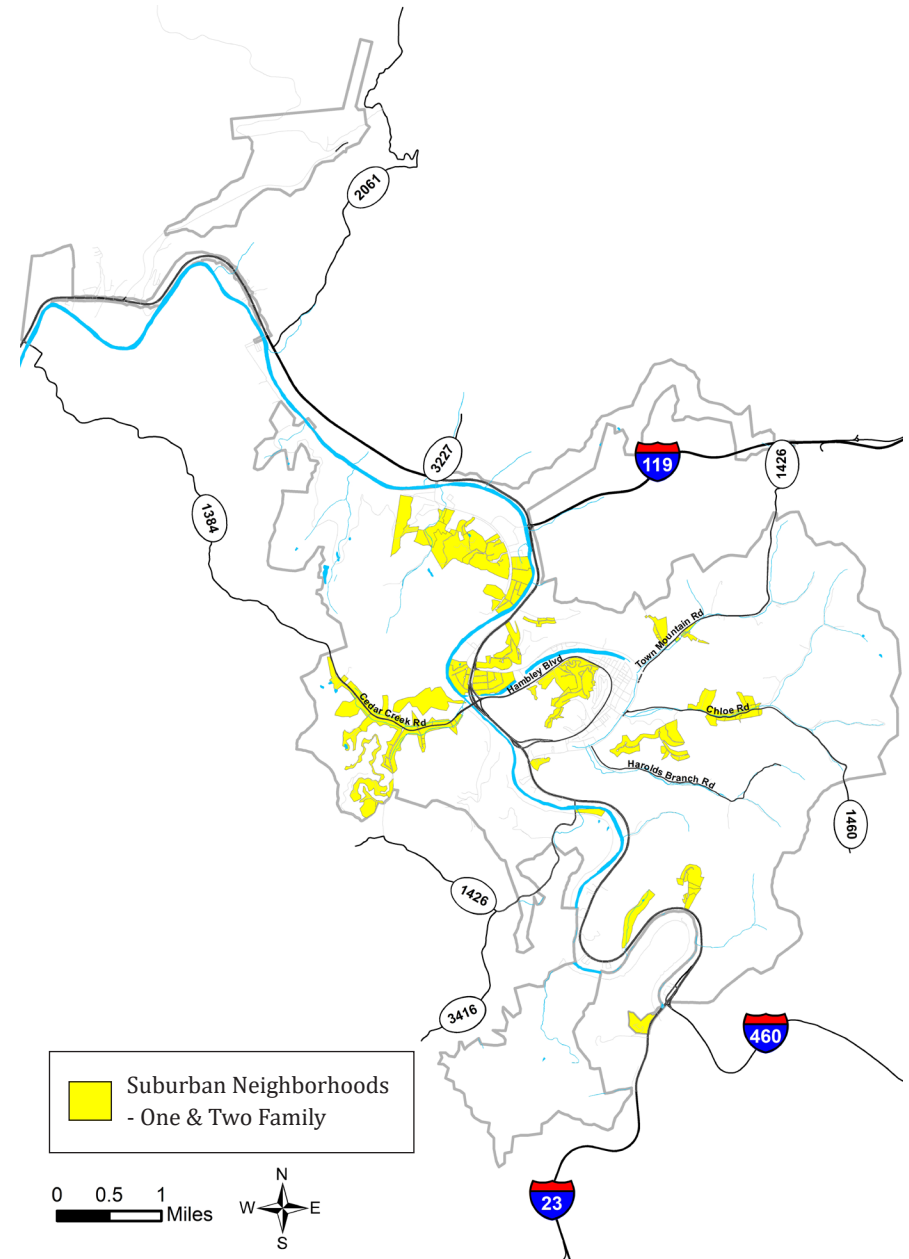
Suburban Neighborhoods - One & Two Family

SUBURBAN AREAS:
SUBURBAN NEIGHBORHOODS - MIXED HOUSING

Since housing tenure is not municipally regulated, multi-family buildings in this Place Type can be rental apartments, condominiums or other arrangements (co-ops, etc.). This Place Type occupies *174.6 acres of land, or 1.24% of the city's land area.*

Intent: To provide citizens with a range of housing options, including housing that is often relatively affordable and/or that requires little or no maintenance by residents.

Objectives: Relative to existing such places in Pikeville, more physical mixing of housing types, more landscaping, and a greater pedestrian orientation should be pursued.

SUBURBAN NEIGHBORHOOD MIXED HOUSING CHARACTERISTICS

Locations
Scattered throughout the community, but primarily outside of Downtown. Best located with good access and near resources such as commercial uses and community facilities. Existing examples include Pike-Villa Apartments on Bob Amos Drive and Bowles Park on North Mayo Trail.

Geographic Form
Forms vary and are driven by the shape of the property, which is often dictated by topography. Of the two examples of specific housing developments above, one is very nodal (Pike-Villa), while the other is very linear (Bowles Park).

Optimal Land Uses
Relatively high-density residential uses, along with ancillary uses such as clubhouses and recreational facilities.

Development Density / Intensity
Approximately 10-24 units per acre.

Development Form
Attached houses (duplexes, triplexes and quads), townhouses, and various forms of multi-family housing. Housing is typically physically segregated by type, and overall development design has an automobile orientation.

Suburban Neighborhoods - Mixed Housing
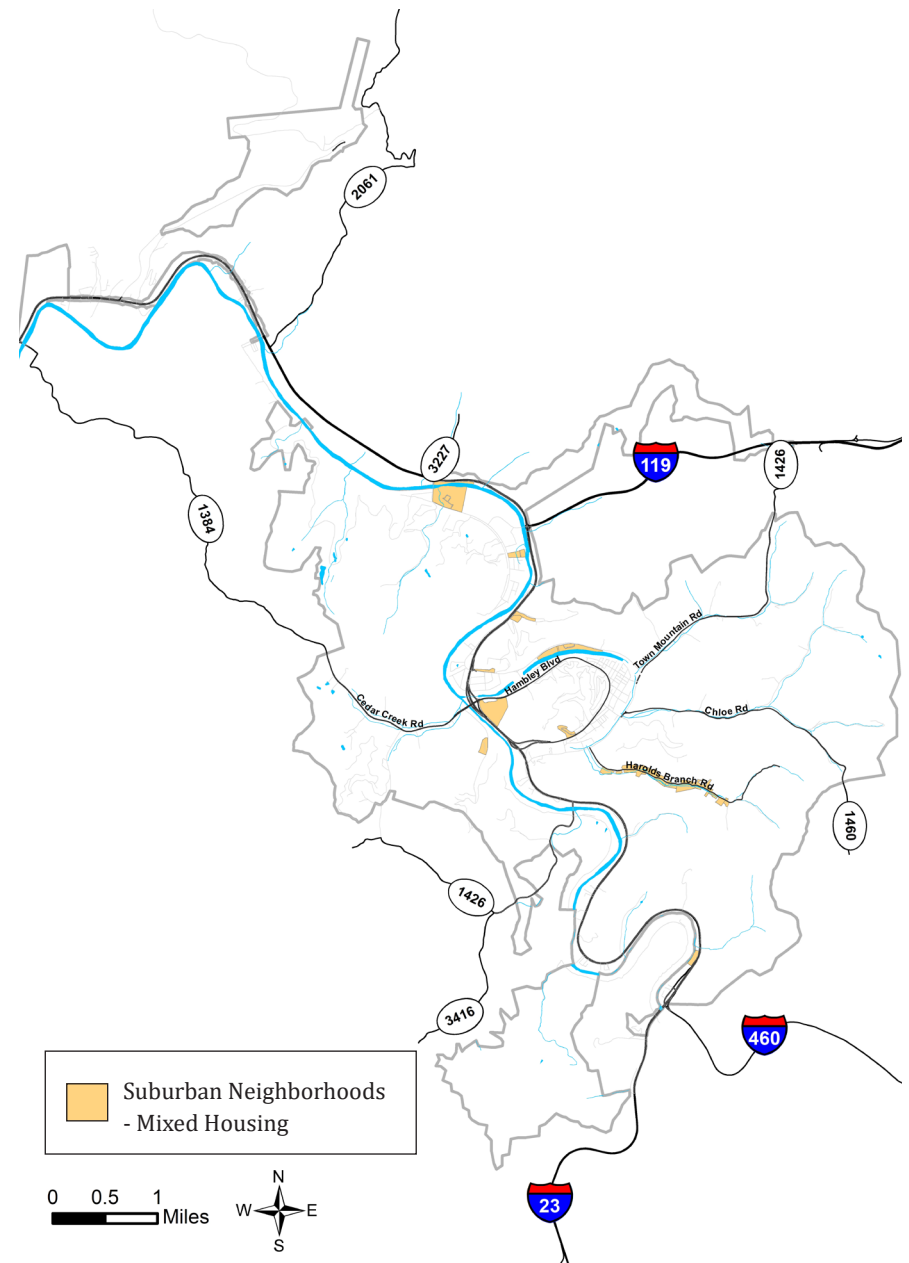
SUBURBAN AREAS: SUBURBAN CORRIDORS

Suburban Corridors are very automobile oriented and often unflatteringly referred to as "strip commercial" corridors. They typically evolve over time and are not a development form that should be deliberately pursued because of their many negative features. This Place Type occupies *88 acres of land, or 0.62% of the city's land area.*

Intent: To allow the continuation of existing Suburban Corridors as a means of convenient shopping and services for drivers, but to physically improve them over time.

Objectives: Enhance corridors by reducing the volume and size of signs, reducing the number and width of driveways, improving architecture, and adding more landscaping.

SUBURBAN CORRIDORS CHARACTERISTICS

Locations

Along key roads within or near other Suburban Area Place Types, such as:
- North Mayo Trail paralleling the west side of US Route 23, and
- Town Mountain Road between Downtown and Mays Branch Road

Geographic Form

Linear and flanking either side of their associated road. Because of topographic constraints, they are often limited to only one side of the road.

Optimal Land Uses

Commercial uses such as retail, dining, personal services, and offices.

Development Density / Intensity

Low to moderate intensity with Floor Area Ratios (FARs) ranging between roughly .10 and 1.0 (the ratio of building floor area to parcel area).

Development Form

Commercial buildings and sites that are suburban in form and character, including frequent curb cuts / driveways and parking that is typically located between the road and buildings. This mixed-use Place Type should not be confused with Pikeville's many linear-oriented Suburban Neighborhoods - One & Two Family, which are almost exclusively single-family residential areas.
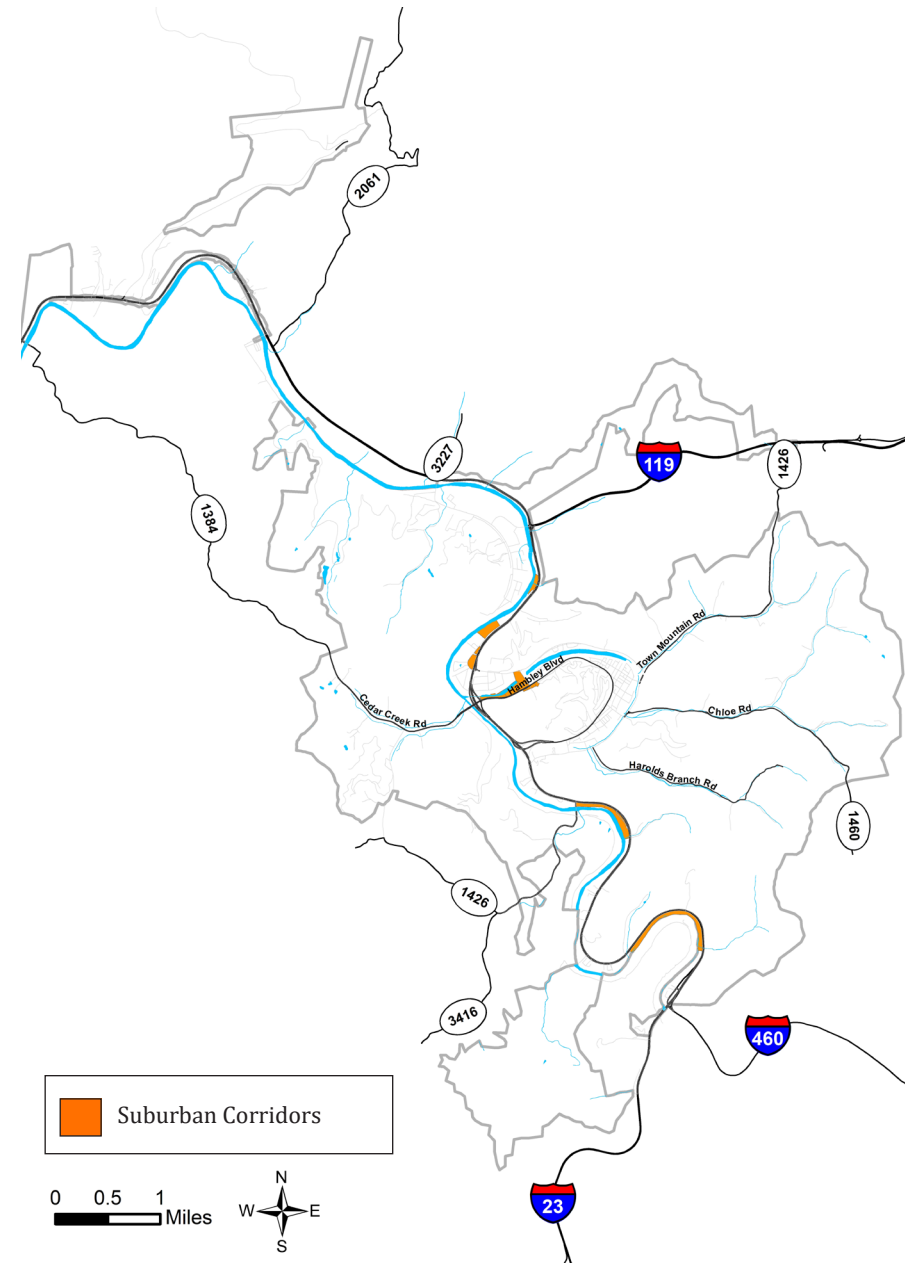
Suburban Corridors

0   0.5   1
Miles

SUBURBAN AREAS: SUBURBAN CENTERS

These Place Types feature the same general land uses as Suburban Corridors, but are not as linear in form and sometimes include housing. They are often master planned and developed at a single time rather than the more incremental growth of most corridors. This Place Type occupies *300.5 acres of land, or 2.13% of the city's land area.*

Intent: To provide shopping, dining, services and housing at a relatively large scale at centralized locations having good access to drivers, some of who live outside of the city.

Objectives: Reduce the volume and size of signs, reduce the number and width of drive-ways, improve architecture, and add more landscaping.

SUBURBAN CENTER CHARACTERISTICS

Locations
Areas adjacent to US Route 23 north and south of Downtown, such as:
- Cassidy Boulevard shopping area
- South Bypass Road shopping area at US Route 23

Geographic Form
Relative to Suburban Corridors, Suburban Centers are more nodal in form. However, even this Place Type has a linear orientation because of topography.

Optimal Land Uses
Commercial uses such as retail, dining, personal services, and offices, as well as institutional and residential uses to a lesser degree.

Development Density / Intensity
Low to moderate intensity with Floor Area Ratios (FARs) ranging between approximately .10 and 1.0 (the ratio of building floor area to parcel area).

Development Form
Commercial, residential and institutional buildings and sites that are suburban in form and character, including parking typically being located between the road and buildings, as well as land uses being very to somewhat segregated.

Suburban Centers
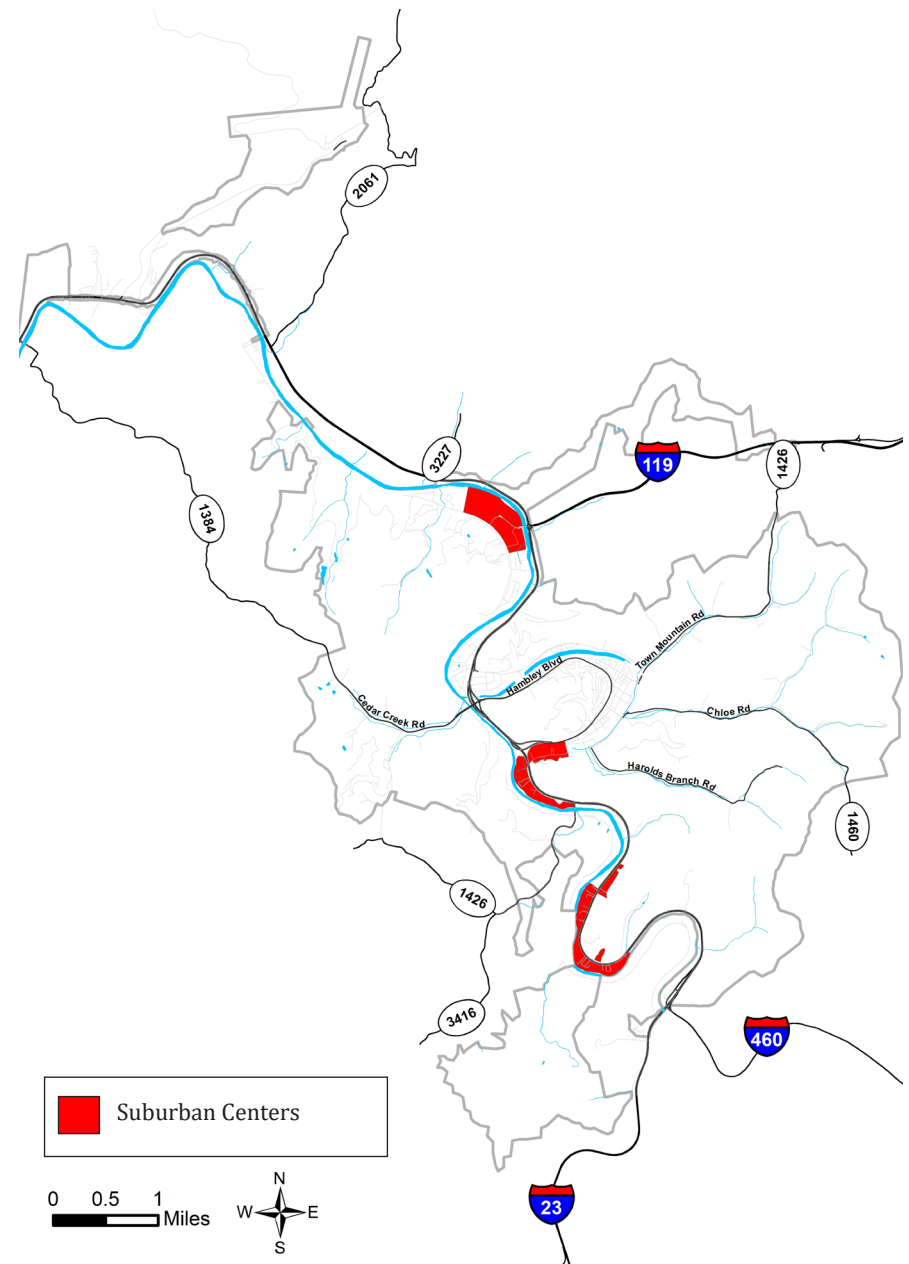
URBAN AREAS

Urban Area Sub-Areas

Three categories of Urban Area Sub-Areas are designated for Pikeville, as follows:

Urban Neighborhoods
Urban Neighborhoods are primarily residential and come in two types:

- Existing Traditional Neighborhoods - around the periphery of Downtown
- New Traditional Neighborhoods - do not currently exist in Pikeville

Urban Corridors
Adjacent to key streets extending from the Downtown, these Sub-Areas have a linear orientation and are typically dominated by commercial uses, although multi-family housing and institutional uses can occur as well. Most of the buildings pre-date the 1960s.

Urban Centers
These mixed-use areas have the same uses as Urban Corridors, but they are more nodal in form rather than the linear orientation of Urban Corridors. They include:

- Downtown - historic mixed-use core of the "horseshoe" part of Pikeville
- Village Centers - do not currently exist, but are much smaller than Downtown

All three of these Sub-Areas are described in more detail on the following pages.

EXISTING URBAN AREAS IN PIKEVILLE

NATURAL   RURAL   SUBURBAN   URBAN   SPECIAL

CHARACTER IMAGERY: URBAN AREAS - RESIDENTIAL

CHARACTER IMAGERY: URBAN AREAS - COMMERCIAL / MIXED USE

URBAN AREAS: URBAN NEIGHBORHOODS
- EXISTING TRADITIONAL NEIGHBORHOODS

Existing Traditional Neighborhoods are primarily residential and occur in or adjacent to Downtown Pikeville. Maintaining and enhancing such areas should be given a higher priority than new peripheral development that fails to leverage existing infrastructure. This Place Type occupies *65.2 acres of land, or 0.46% of the city's land area.*

Intent: To provide pedestrian-friendly areas to live near convenient goods and services.

Objectives: Maintaining the existing street grid, revitalization of existing housing, and physically compatible infill development that is urban in form.

EXISTING TRADITIONAL NEIGHBORHOOD CHARACTERISTICS

Locations
In or directly adjacent to Downtown, examples include the expansive neighborhood located directly north and northwest of Downtown, and the much smaller pocket of this Place Type on the south end of Downtown and including streets such as College Street, Bank Street, and South Elm Street.

Geographic Form
Relative to much of Pikeville's development following road corridors because of topographic constraints, Existing Traditional Neighborhoods are nodal.

Optimal Land Uses
One and two-family detached houses, as well as any ancillary neighborhood uses such as parks, institutional uses, and community facilities.

Development Density / Intensity
Minimum 4,000 sq. ft. per single-family detached residential unit, and slightly higher densities for attached housing.

Development Form
Most of the buildings are one and two-story single-family detached houses dating from the late-19th century through the mid-20th century. The street layout is a relatively tight grid pattern, and buildings front directly onto streets.

Existing Traditional
Neighborhoods

0   0.5   1
Miles
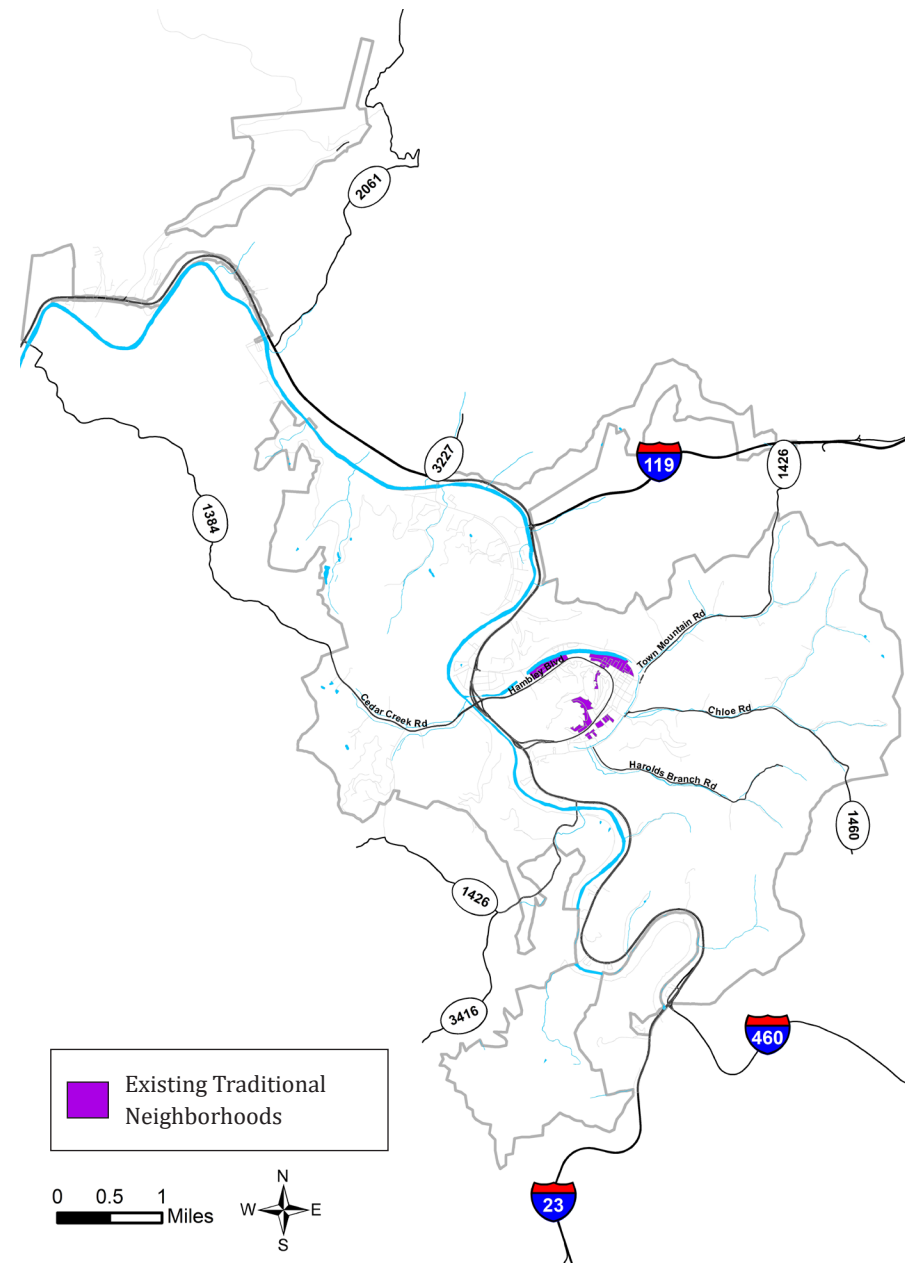
URBAN AREAS: URBAN NEIGHBORHOODS
- NEW TRADITIONAL NEIGHBORHOODS

New Traditional Neighborhoods are similar to Existing Traditional Neighborhoods because they are modeled after them. Since the locations will be driven by developers who choose to pursue this Place Type, they should function as "floating districts" for zoning purposes based upon site criteria rather than being designated on a zoning map. Consequently, this Place Type is not depicted on the Place Types map.

Intent: To provide pedestrian-friendly areas to live near convenient goods and services.

Objectives: Insuring that this Place Type is truly urban in form and not suburban.

NEW TRADITIONAL NEIGHBORHOOD CHARACTERISTICS

Locations
Because this will be an optional zoning designation based on specific zoning criteria, the ultimate locations are yet to be determined. However, the optimal locations will have good access and be near commercial uses.

Geographic Form
Geographic forms for New Traditional Neighborhoods will be determined by the shape of their subject properties.

Optimal Land Uses
Relatively high-density residential uses in a range of housing types, public spaces, and local-serving small-scale commercial and service uses.

Development Density / Intensity
Approximately 10-24 units per acre.

Development Form
Attached houses (duplexes, triplexes and quads), townhouses, and various forms of multi-family housing; an integrated street network (grid or modified grid); walkable scale blocks; buildings with a strong relationship with their streets; minimal curb cuts, driveways and front-loaded garages; alleys where appropriate; sidewalks and street trees; and a variety of public spaces.

This Place Type is
intentionally unmapped

0   0.5   1
Miles
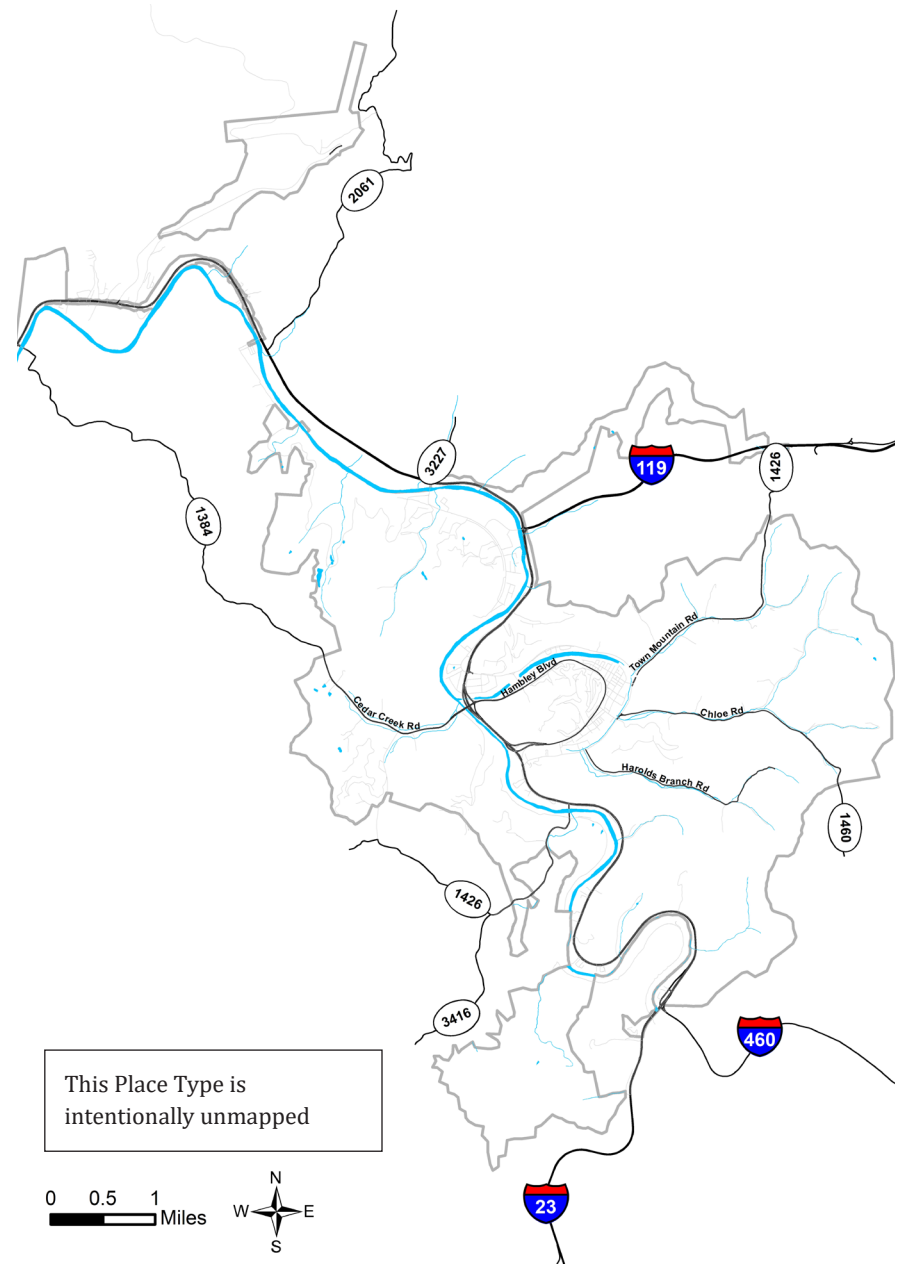
URBAN AREAS: URBAN CORRIDORS

Urban Corridors are linear in form, but are less automobile-oriented than Suburban Corridors because they typically feature sidewalks, buildings located close to the street, and lower driving speeds. Most Urban Corridors developed during the 1930s to 1960s. This Place Type occupies *28.2 acres of land, or 0.20% of the city's land area.*

Intent: To sustain an existing range of shopping, dining, services and housing in a pedestrian-friendly context located on key streets in Pikeville.

Objectives: To minimize the volume and size of signage and driveways, to avoid redevelopment as Suburban Corridors, and to transform some existing Suburban Corridors.

URBAN CORRIDORS CHARACTERISTICS

Locations
Urban Corridors are physical extensions of other Urban Place Types, such as the segment of Hambley Blvd. that extends west from the north end of Downtown before it transitions into a Suburban Corridor extending to the west.

Geographic Form
Linear and following the contours of their associated roads and topography.

Optimal Land Uses
Commercial uses (retail, dining, services, offices), as well as institutional uses, and community facilities. While housing is common, it is not always a compatible use if dwellings are too close to high-traffic streets.

Development Density / Intensity
Relatively high compared to other types of corridors in Pikeville, and closer to the density/intensity of Downtown Pikeville.

Development Form
Buildings with relatively shallow setbacks from their associated streets, parking on the side or rear of buildings, and a cohesive sidewalk system.

Urban Corridors
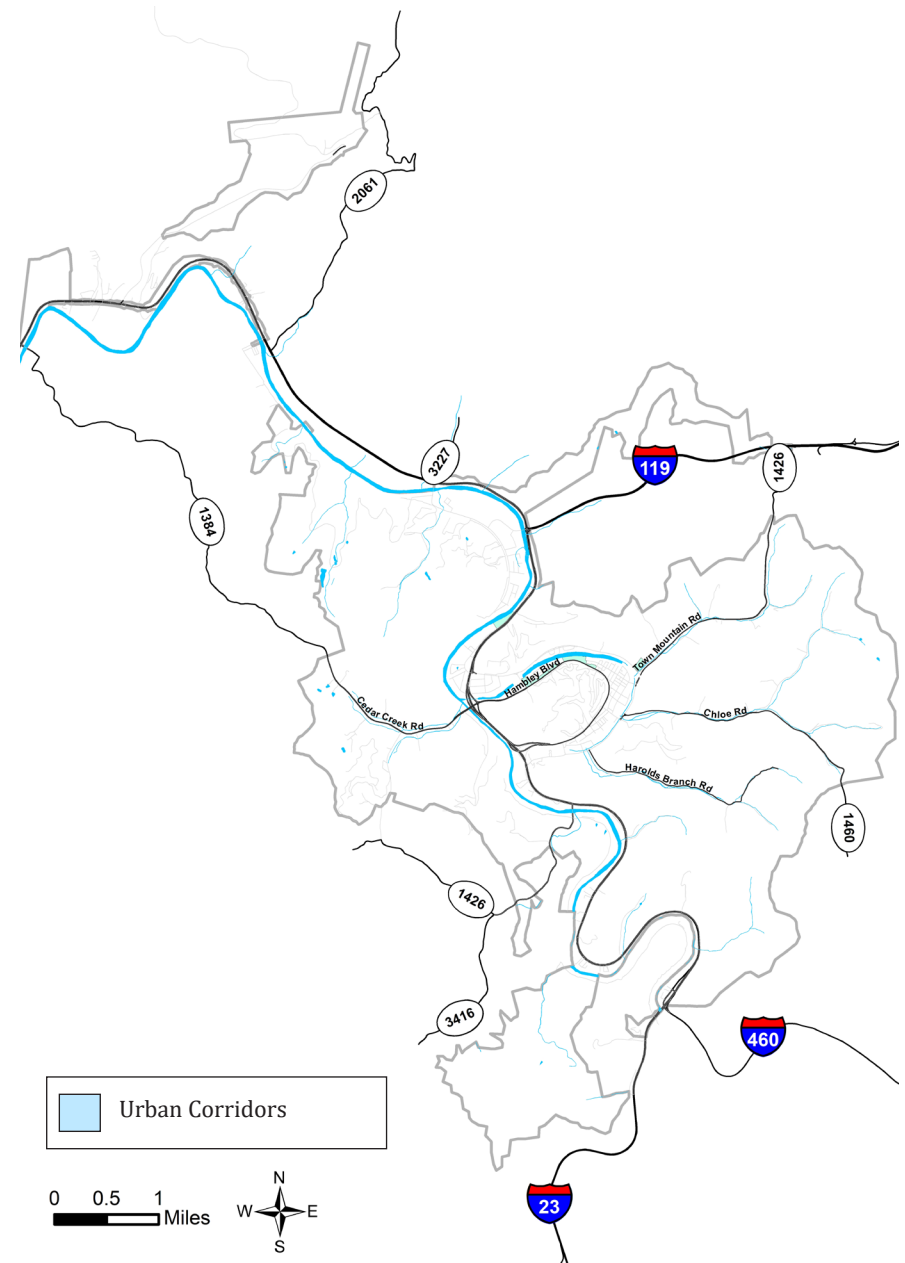
0   0.5   1   Miles

URBAN AREAS: DOWNTOWN

This Place Type is perhaps the single most easily recognized Place Type in Pikeville. It features Pikeville's oldest buildings, many of its most important buildings (governmental, churches, cultural, etc.), the highest density/intensity of development, and the richest mixture of land uses. This Place Type occupies *73.8 acres of land, or 0.52% of the city's land area.*

Intent: To provide a range of shopping, dining, services and housing in a pedestrian-friendly context, and to continue as the economic, civic and cultural hub of Pikeville.

Objectives: Revitalization and attraction of as much of Pikeville's growth as possible.

DOWNTOWN CHARACTERISTICS

Locations
Comprising much of the most eastern portion of the community's "horseshoe."

Geographic Form
Relative to much of Pikeville's development following road corridors because of topographic constraints, Downtown Pikeville is nodal in form.

Optimal Land Uses
Retail, dining, personal services, offices, institutional uses (governmental, churches, educational), lodging, housing, assembly, and public spaces.

Development Density / Intensity
The most dense/intensive development forms in Pikeville, but retaining the overall scale, form and building heights that have historically existed.

Development Form
Buildings fronting onto streets, on-street parking, parking lots located behind buildings, preserved historic buildings, compatible new buildings, wide sidewalks, parks and plazas, and a preserved network of blocks, streets and alleys.
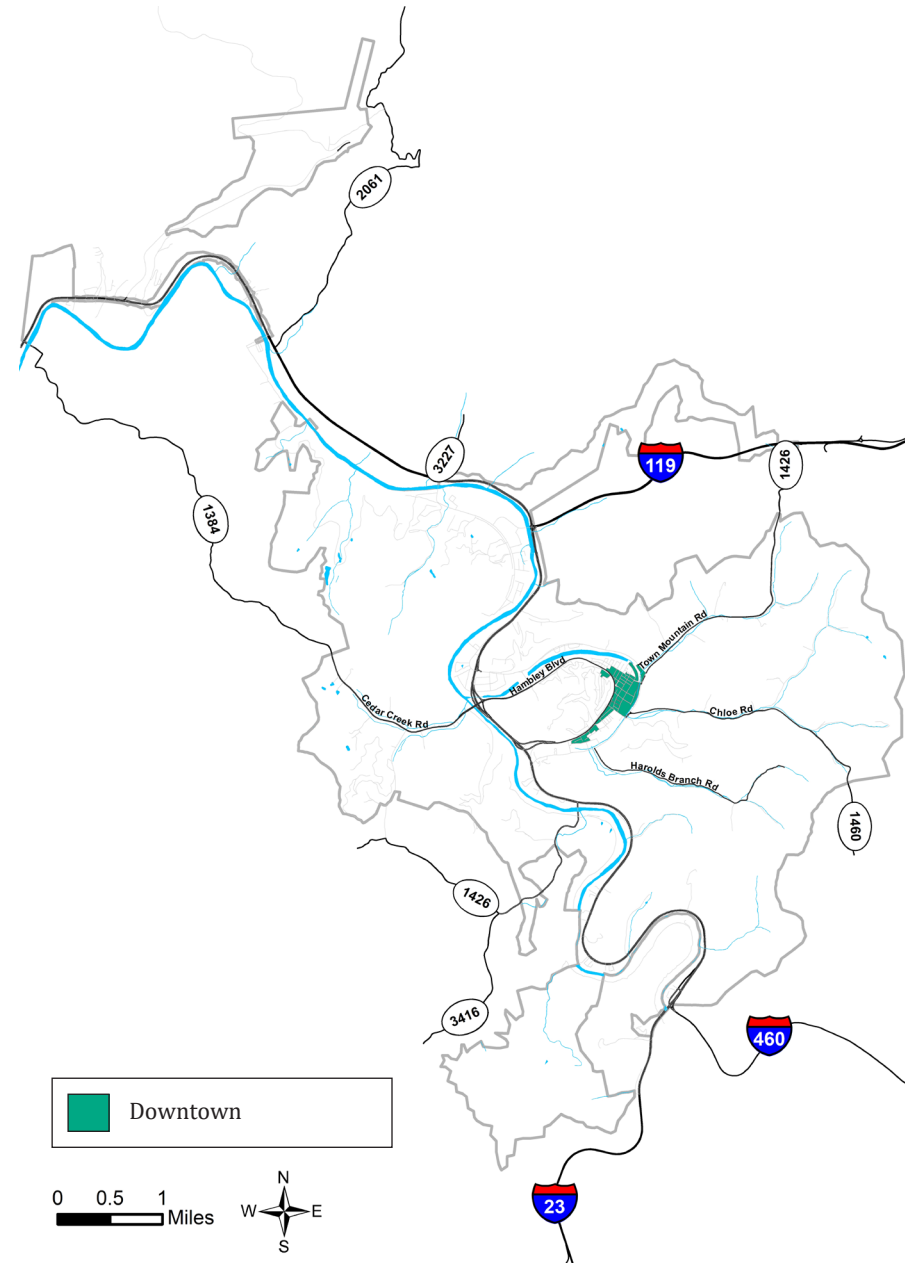
Downtown

0   0.5   1   Miles

URBAN AREAS: VILLAGE CENTERS

This is a proposed new Place Type that does not currently exist in Pikeville, but there are many historic precedents in other places. It might be thought of as a mini-downtown. This Place Type occupies *71.7 acres of land, or 0.51% of the city's land area.*

Intent: To provide a range of shopping, dining, services and housing in a pedestrian-friendly context located on key roads/streets and convenient to nearby residential areas.

Objectives: To create new Village Centers and to transform some existing Suburban Centers into Village Centers that are more attractive, functional and fiscally efficient than a conventional suburban shopping center.

VILLAGE CENTER CHARACTERISTICS

Locations
Because this will be an optional zoning designation based on property owners seeking to meet specific zoning criteria, suggested locations are only tentative. However, the locations should have good access and may not be performing at a high level. Potential locations include existing strip center at Town Mountain Road and Northgate Drive, and two existing suburban shopping centers located on the west side of South Mayo Trail.

Geographic Form
To be determined by the shape of their subject properties, but they will generally be nodal in form.

Optimal Land Uses
Retail, dining, personal services, offices, lodging, housing, and public spaces.

Development Density / Intensity
Similar to Downtown Pikeville, but not exceeding its density/intensity.

Development Form
Buildings that front onto streets, on-street parking, parking lots located behind buildings, wide sidewalks, parks and plazas, and a network of human-scaled blocks, streets and alleys that promote walkability.
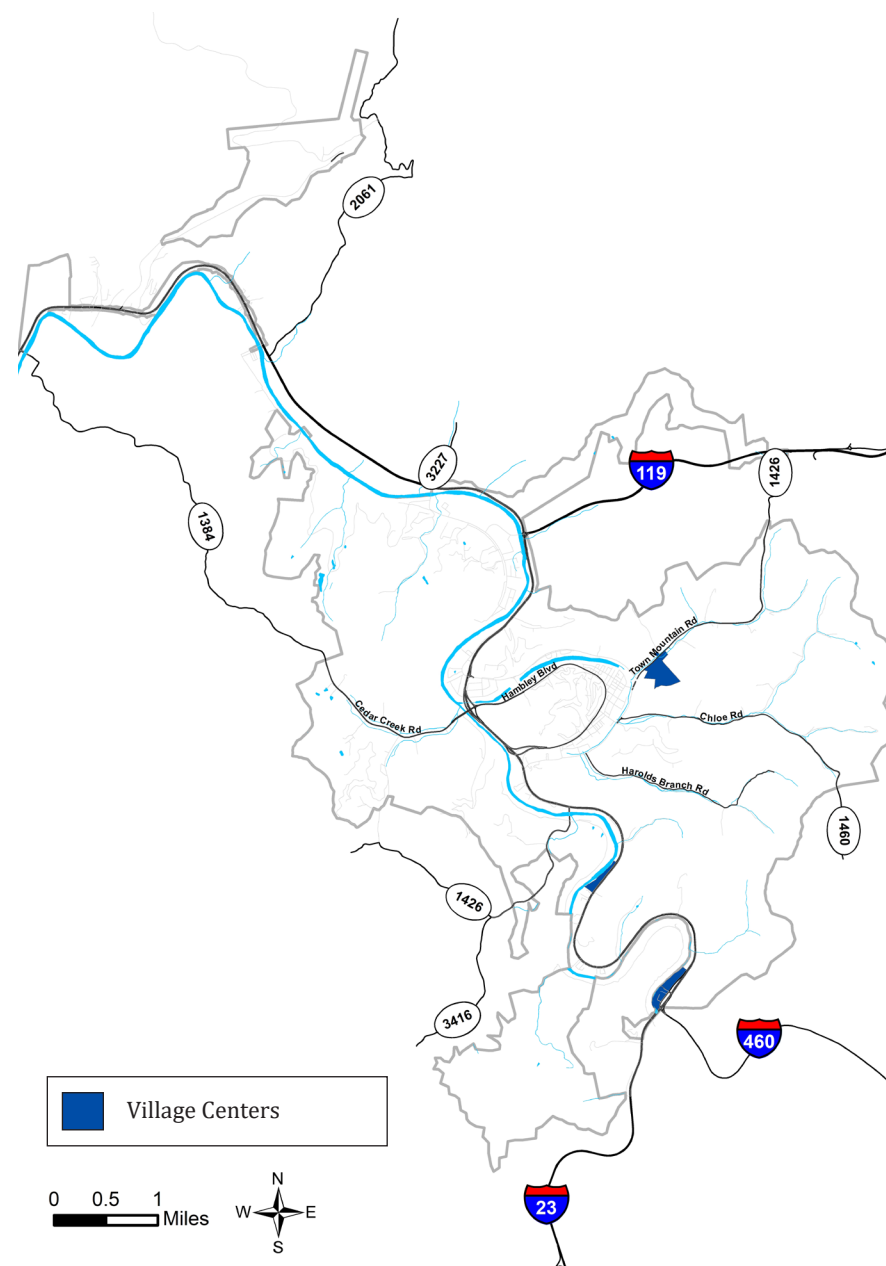
Village Centers

SPECIAL AREAS

Special Area Sub-Areas

While the specific uses in Special Areas can differ greatly, they typically benefit from a relatively self-contained and insular arrangement that is buffered from other Place Types within a campus-like setting. The glaring exception to this rule of thumb is parks. Three categories of Special Area Sub-Areas are designated for Pikeville:

Office/Industrial Parks

This Sub-Area consists of office developments, industrial developments or a combination of the two.

Institutional Campuses

This Sub-Area is applied to large churches often featuring multiple buildings, governmental complexes, and medical and educational campuses.

Parks

Parks are public spaces intended for either passive, active or both types of recreation. Small parks in a larger Place Type are not singled out for this designation.

Campuses (including Office/Industrial Parks) are often buffered at their perimeters with land and generous landscaping. In the case of the University of Pikeville, Hambley Blvd. and topography function as a buffer. Campuses also need access sufficient to handle event-related peak traffic without impacting residential areas.

EXISTING SPECIAL AREAS IN PIKEVILLE

NATURAL   RURAL   SUBURBAN   URBAN   SPECIAL

CHARACTER IMAGERY: SPECIAL AREAS

SPECIAL AREAS: OFFICE/INDUSTRIAL PARKS

With the exception of the Suburban Neighborhoods - One & Two Family Place Type, this Place Type is likely the most narrowly focused with respect to land uses. It is important to note that office uses are a compatible use for several other Place Types in Pikeville, but industrial uses are not and are limited to this Place Type. This Place Type occupies *1.108.1 acres of land, or 7.85% of the city's land area.*

Intent: To provide large-scale economic development opportunities for the community and region, while mitigating any potential negative impacts to other parts of town.

Objectives: Direct highway access for trucks, and attractive buildings and landscaping.

OFFICE/INDUSTRIAL PARK CHARACTERISTICS

Locations
Peripheral areas of Pikeville having good access, such as the Kentucky Enterprise Industrial Park in the southwest corner of the city.

Geographic Form
Because the form is not critical to these areas so long as sufficient space is available, the form will be dictated by topography and the property's shape.

Optimal Land Uses
Offices, industrial facilities, and combinations of both uses. Relative to industrial uses, light industrial uses are preferable unless sufficient mitigation of impacts can be achieved for heavy industrial uses.

Development Density / Intensity
Low to moderate intensity with approximate Floor Area Ratios (FARs) ranging between .10 and 1.0 (the ratio of building floor area to parcel area).

Development Form
Typically large footprint buildings with only one or two stories, large parking lots between the buildings and associated road, generous landscaping, and substantial buffering on the site's periphery with land and landscaping.

Office/Industrial Parks
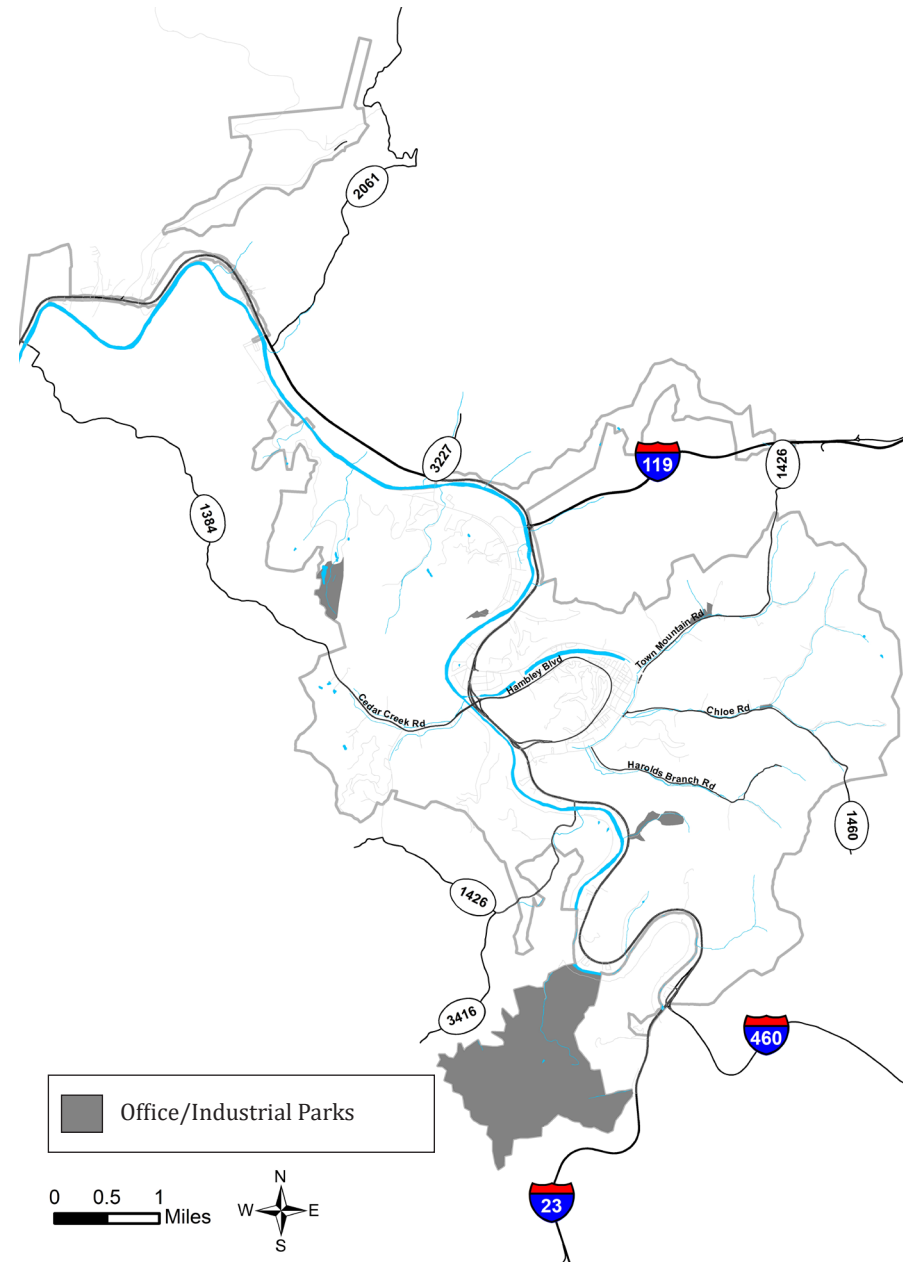
0   0.5   1   Miles

SPECIAL AREAS: INSTITUTIONAL CAMPUSES

Many of the physical characteristics of various Institutional Campus properties may be similar, but the types of institutions can vary substantially. Clearly, the missions, operations, and users of governmental, medical and educational institutions can differ greatly. This Place Type occupies *422.8 acres of land, or 2.99% of the city's land area.*

Intent: To provide opportunities for institutions to thrive and physically expand without peripheral constraints that might impede their operations and future growth.

Objectives: Good access, attractive buildings, generous landscaping, and a pedestrian-friendly environment.

INSTITUTIONAL CAMPUS CHARACTERISTICS

Locations
The location of Institutional Campuses can vary, but existing examples include the University of Pikeville adjacent to the Downtown and the medical campus located off of South Bypass Road.

Geographic Form
Because the form is not critical to these areas so long as sufficient space is available, the form will be dictated by topography and the property's shape.

Optimal Land Uses
Religious, educational and medical uses. On a smaller scale, such uses should be integrated into mixed-use Place Types, so this designation is reserved for relatively large institutional uses. They should be regulated consistent with a mixed-use development given the range of uses these campuses entail.

Development Density / Intensity
Density and intensity of development can vary greatly depending upon the specific uses and site.

Development Form
As with development density and intensity, the development form can vary greatly depending upon the specific institutional types and uses.

Institutional Campuses

SPECIAL AREAS: PARKS

Unlike the other two Sub-Areas of this Place Type, buffering and an insular orientation are not desirable for Parks. As noted previously, smaller parks that are part of another Place Type, such as neighborhoods, do not warrant their own Place Type designation. This Place Type occupies *243.2 acres of land, or 1.72% of the city's land area.*

Intent: To provide people with opportunities for both passive and active recreation.

Objectives: To provide sufficient park space and associated recreational facilities to meet the needs of the entire community, to provide good access to parks via multiple modes of transportation, and to ensure sufficient park programming and maintenance.

PARK CHARACTERISTICS

Locations
Parks should be geographically spread around the community. Existing examples include Downtown's Pikeville City Park and Bob Amos Park.

Geographic Form
A park's form depends upon the park's function. Passive recreation parks can be irregularly shaped, while those intended for active recreation (playing fields, courts, etc.) need to accommodate more formal shapes.

Optimal Land Uses
Parks for passive recreation (hiking, picnicking, etc.) and active recreation (organized sports, etc.), as well as ancillary uses.

Development Density / Intensity
Very little development should occur within this Place Type. Exceptions include indoor recreation facilities, parking areas, playing courts/fields, bleachers, restrooms, concessions, and similar necessary facilities.

Development Form
Development form is very specific to the park type and its facilities, so no general principles are applicable.

Note Regarding Area Figures
Page 16 indicates that the City estimates it has 173 acres of park land. That figure is based upon existing conditions versus this proposed Place Type.

Parks

0 0.5 1 Miles

MOBILITY OVERVIEW

This section of the Comprehensive Plan addresses all key aspects of transportation or "mobility" in Pikeville. While mobility for motorized vehicles is a primary focus based upon how most residents and visitors travel in Pikeville, the needs of pedestrians, cyclists and other users of alternative means of mobility are also addressed. See pages 12-13 regarding Pikeville's existing mobility conditions.

"Roads" versus "Streets"

This plan makes a distinction between "roads" and "streets". Roads are located in Natural, Rural and Suburban Place Types. Streets, on the other hand, are more formal and highly designed. Streets are found in Urban Place Types. Both roads and streets can occur within Special Place Types, depending upon the nature of the specific Place Type (office/industrial, institutional, park, etc.).

Road & Street Objectives

Downtown Area
- Attract motorists traveling along US 23 into Downtown Pikeville by providing wayfinding at its two interchanges.
- Provide improvements along Hambley Boulevard and North/South Bypass Road to enhance traffic calming and aesthetics, while providing better facilities for pedestrians and bicyclists.
- Rebalance Downtown's street network to move people more effectively, and not just cars, by adopting Complete Streets principles to afford people choices in how they move about.

Outside of Downtown
- Reduce traffic congestion along Thompson Road and Cassidy Boulevard by creating a southern connection to North Mayo Trail that would provide a more efficient connection to Downtown.
- Improve Town Mountain Road from Downtown out to US 119 to support future commercial and residential development.
- Provide improvements along Cedar Creek Road to provide traffic calming, while providing better facilities for pedestrians and cyclists along this major residential corridor.

Complete Streets

"Complete streets" is a term that applies to streets that are designed not only for motorized vehicles, but for alternative means of mobility as well. Smart Growth America describes them as follows:

"There is no singular design prescription for Complete Streets; each one is unique and responds to its community context. A complete street may include: sidewalks, bike lanes, special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, and more."

It is recommended that the City apply complete street design elements to the existing street network when projects such as resurfacing or a development results in the construction of new streets. For example, if resurfacing or reconstruction were proposed for Hambley Boulevard, it would be appropriate to consider the addition of spot medians, bike lanes, and sidewalk and crosswalk enhancements. This approach would be particularly beneficial between Baird Avenue and Pike Street to eliminate the pedestrian barrier between UPike and Downtown Pikeville. In addition, the City is already planning to retrofit streets to incorporate complete streets elements through the adoption of their Downtown Bikeways Project that features paint-striping and signage to accommodate bicyclists. Finally, it is recommended that the City adopt a Complete Streets Policy into its planning and development approval process by incorporating street design guidelines that reflect the new street typologies defined within this section. Access management guidelines are also needed.

Road & Street Type Principles

- Roads/streets will respect the natural and built contexts through which they pass.
- Roads/streets will support all modes of travel (where contextually appropriate) to foster the ability for people to choose how they move about Pikeville.
- Roads/streets will strike a balance between appropriate vehicular operational efficiency and safety for all users, regardless of their choice of travel mode.
- The City will work with the Kentucky Transportation Cabinet (KYTC) on facilities under KYTC jurisdiction to achieve roads/streets that are as complete as they can be within the state system
- Road/street design will support the types of development and redevelopment appropriate for the Place Type in which they occur.

THE PLAN: MOBILITY

ROAD/STREET TYPES BY PLACE TYPES

| NATURAL | RURAL | SUBURBAN | URBAN | SPECIAL |
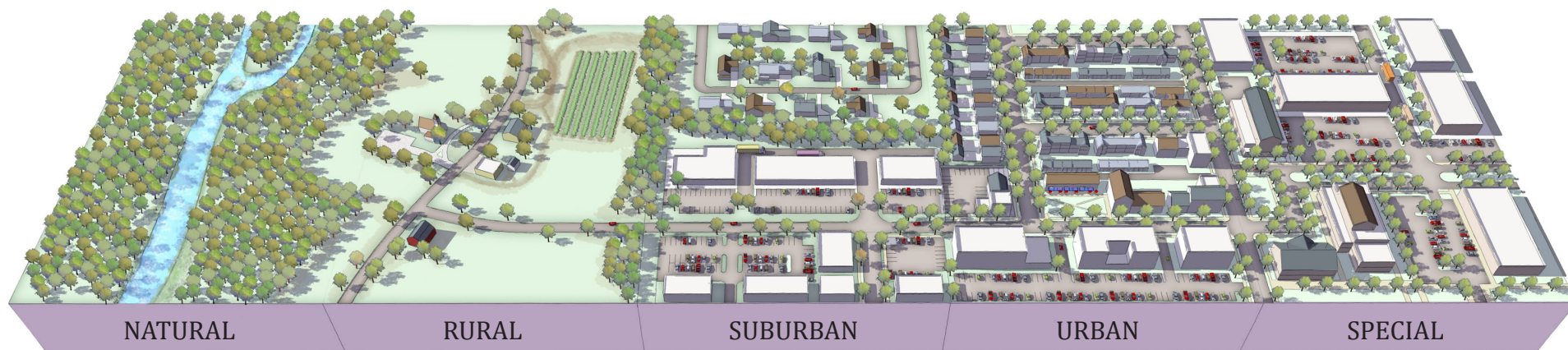
Road/Street Types for NATURAL AREAS

- Rural

Road/Street Types for RURAL AREAS

- Rural
- Parkway

Road/Street Types for SUBURBAN AREAS

- Local Suburban
- Parkway
- Boulevard
- Avenue

Road/Street Types for URBAN AREAS

- Local Urban
- Boulevard
- Avenue
- Main Street

Road/Street Types for SPECIAL AREAS

- Local Urban & Suburban
- Boulevard
- Avenue
- Main Street
- Parkway

Design Parameters

The range of values/dimensions for the various road and street types described on the following pages are intended to provide flexibility to their application on a wide variety of corridors in Pikeville. The ranges allow for varying traffic conditions and physical constraints, as well as differing Place Type contexts. The determination of specific values/dimensions for corridors will be based on further studies done at the time that concept planning is initiated for individual roads/streets. These studies will likely include traffic impact analyses, physical surveys, and the identification of impacts associated with the proposed road and street modifications. *Finally, these road/street types are only aspirational, as it is realized that existing conditions, particularly constrained right-of-way widths, will not accommodate many of these proposed configurations.*
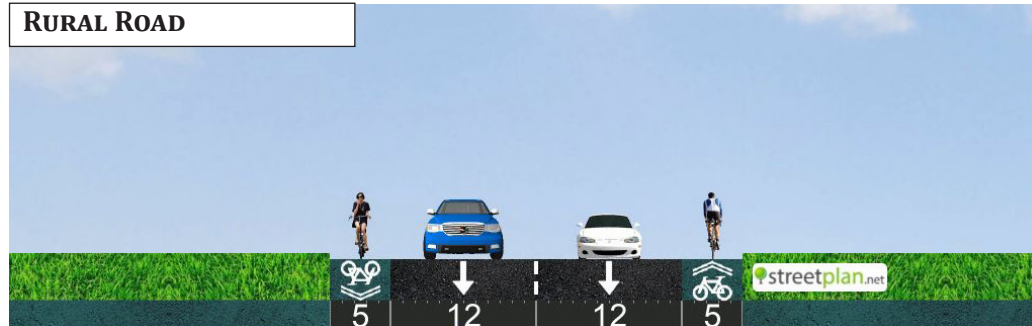
RURAL ROAD

ROAD/STREET TYPE:
RURAL ROAD

In rural areas of Pikeville where stormwater and wastewater do not feed into sewers, other forms of drainage must be provided. Along encompassed roads, open channel drainage ditches are typical and must be accommodated within special cross-sections. These cross-sections could accommodate rain gardens or biofiltration as well, where appropriate. In many areas where environmental concerns such as floodplains and steep slopes exist, Rural Roads can offer the lightest imprint on the natural landscape, while providing the much-needed connectivity for travel. Because of the low population densities served by such roads and the often narrow rights-of-way (ROW), the design for most of these roads is necessarily focused on motorized vehicular travel and cannot include delineated facilities to accommodate cyclists, pedestrians and other alternative modes of travel. Local examples of Rural Roads in Pikeville include Chloe Road, Harolds Branch Road, and Marion Branch Road.

Rural Road Design Specifications

Description	Dimensions
Travel Lane	11'-12'
Median	None
Verge	5' (min.)
Shared Use Path	Yes (depending on site distance and terrain)
Target Speed	35'-55' MPH (depending on site distance and terrain)

Rural Road	
Design Elements	**Description**
Number of Lanes	2 (max.)
Parking	No
Sidewalks	No -Shared Use Path
Bicycle Facilities	Shared Use Path
Drainage	Open Swale; rain gardens; bioswales
Median	No
Streetscape	Natural; informal
Shoulders	Reinforced turf
Lighting	Optional

ROAD/STREET TYPE:
PARKWAY

Parkways apply to thoroughfare and arterial roads that require two or four lanes to accommodate traffic demand. Parkways with four lanes always feature medians, and the medians can be interrupted to accommodate a left turn lane where needed. Signalized intersections are spaced further apart on parkways relative to other thoroughfare and arterial roads to better facilitate vehicular mobility. In urbanized areas with substantial pedestrian activity, mid-block pedestrian crossings can be installed on long blocks exceeding 600 ft. in length to maintain walkability. Although the local transit system is limited to on-demand service, transit routes are often found on these corridors. Streetscape elements such as street trees and lighting, as well as furnishings, are consistent with the Place Types in which Parkways occur. Within rural areas, Parkways can have a naturalistic and informal landscaping treatment. Active transportation modes on Parkways are supported by shared-use paths or dedicated on-street bike corridors, such as bike lanes integrated into the street or separated cycle tracks. There are currently no local examples of this road type in Pikeville. The best regional example would be the Pigeon Forge Parkway that serves as a tourist destination for Pigeon Forge and Gatlinburg, Tennessee.

Parkway Design Specifications

Description	Dimensions
Travel lane	11'-12'
Median	12'-16'
Verge	10'-30'
Shared Use Path	10' min. (12' preferred)
Target Speed	45 MPH (rural), 35 MPH (urban)

PARKWAY
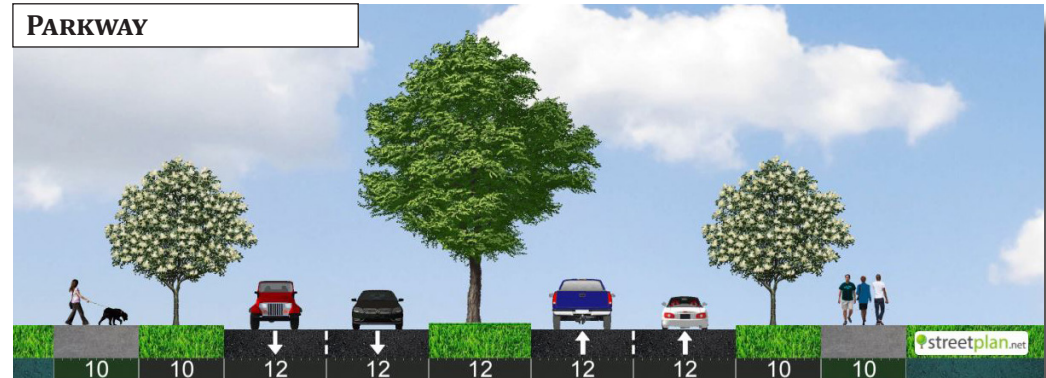
Parkway	
Design Elements	**Description**
Number of Lanes	2 to 4
Parking	Off -Street
Sidewalks	No
Bicycle Facilities	Shared Use Path (preferred) one or both sides
Drainage	Open (swale) or closed (curb + gutter); context dependent
Median	Yes, with left turn bays
Streetscape	Appropriate street trees in median and tree lawn / verge
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes in urban contexts; optional in rural

LOCAL SUBURBAN ROAD

5 | 5 | 12 | 12 | 8 | 14

streetplan.net
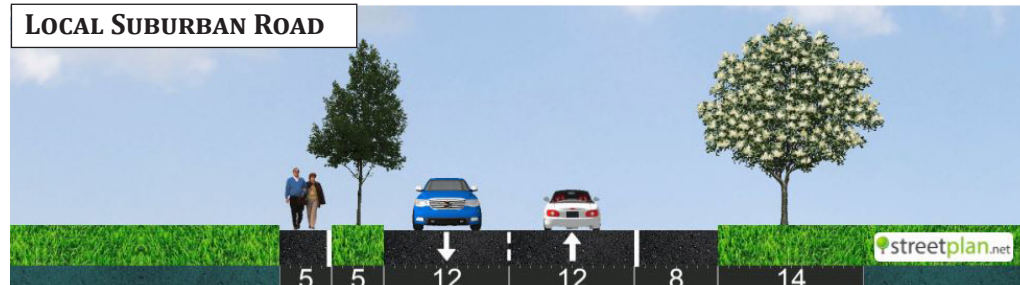
ROAD/STREET TYPE:
LOCAL SUBURBAN ROAD

Local Suburban Roads provide access to individual lots, accommodate pedestrians, and serve as bicycle and motorized vehicle routes. Such roads should be relatively short in total distance, but interconnected to form a grid network (or irregular grid) and multiple routing and access points for the neighborhoods they serve. The low-speed nature and low anticipated traffic volumes of Local Suburban Roads allow for bicycles to share the street with motorized vehicles. As a result, when well-connected, these roads can provide some of the best bicycle routes for less experienced and/or less confident cyclists. These roads can feature open or closed drainage, depending on their physical context, and they should have sidewalks when serving residential areas. Where appropriate, on-street parking is accommodated either in parallel parking bays in a multifamily frontage condition, or informally accommodated in a "yield" street condition for single-family frontages. The best example of a Local Suburban Road in Pikeville is Cedar Creek Road, which serves as a residential collector of the city's largest single-family residential development.

Suburban Street Design Specifications

Description	Dimensions
Travel lane	11'-12' lanes
Parking	Off-street parking desired
Sidewalk	5' (min.) one side
Verge	5' (min.)
Target Speed	35 MPH (max.)

Suburban Street	
Design Elements	**Description**
Number of Lanes	2 (max.)
Parking	Off Street Parking Desired
Sidewalks	Yes
Bicycle Facilities	Shoulder / Shared Use Path
Drainage	Closed (curb + gutter); Open (Drainage Swale w/ culverts)
Median	No
Streetscape	Configuration dependent on context
Lighting	Pedestrian scale

ROAD/STREET TYPE:
LOCAL URBAN STREET

Local Urban Streets provide access to individual lots, accommodate pedestrians, and serve as bicycle and motorized vehicle routes. Such streets should be relatively short in total distance, but interconnected to form a grid network (or irregular grid) and multiple routing and access points for the areas they serve. The low-speed nature and relatively low anticipated traffic volumes of Local Urban Streets allow for bicycles to share the street with motorized vehicles. These streets typically feature closed drainage and sidewalks. Depending upon the context, the sidewalk can be either directly adjacent to the street curb or separated by a planting strip. The latter option is needed, in particular, where on-street parking is lacking so that greater separation can occur between drivers and pedestrians. Local examples of Local Urban Streets in Pikeville include Second Street, Division Street, College Street, and Scott Avenue, all located in Downtown Pikeville.

Suburban Street Design Specifications

Description	Dimensions
Travel lane	10' dedicated lanes (max. for typical multi-family frontage); 24'-27' two-way yield (typical single-family frontage)
Parking	7' parallel in bays (for typical multi-family frontage); informal curbside in yield; (24'-27' street width for typical single-family frontage)
Sidewalk	5' (min.) both sides
Verge	5' (min.)
Target Speed	20 MPH (max.)
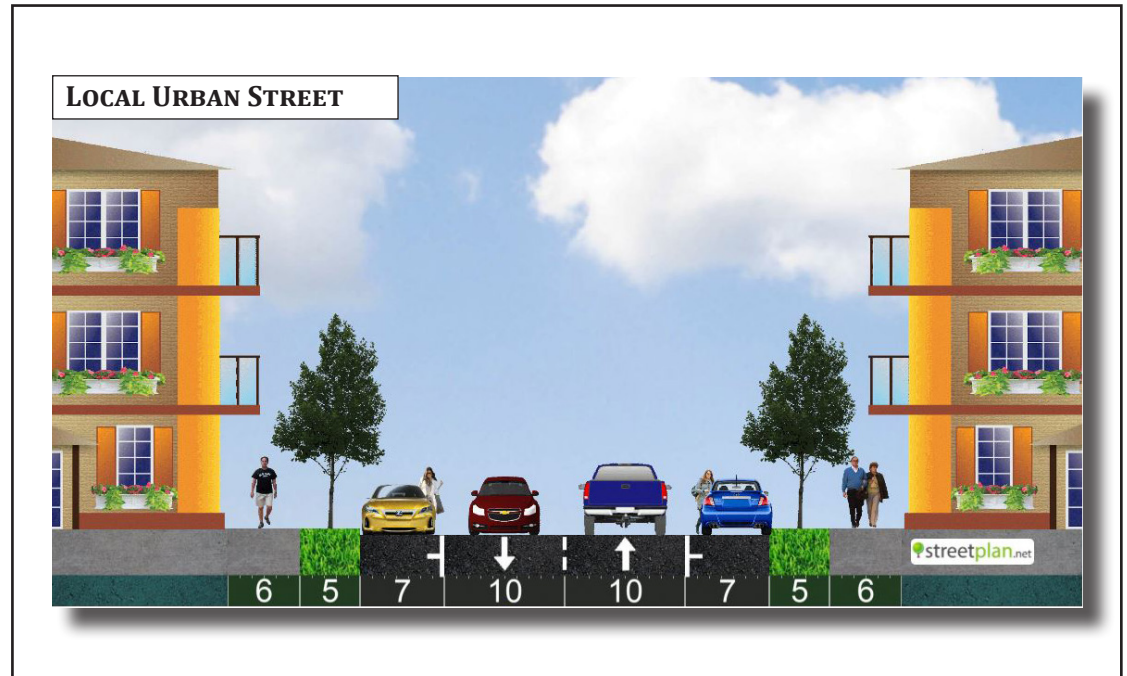
LOCAL URBAN STREET

Urban Street	
Design Elements	**Description**
Number of Lanes	2 (max.)
Parking	Yes; Parallel or yield (informal)
Sidewalks	Yes
Bicycle Facilities	Routes / shared
Drainage	Closed (curb + gutter); rain gardens / bioswales (optional)
Median	No
Streetscape	Configuration dependent on context
Lighting	Pedestrian scale

BOULEVARD

Boulevard

Design Elements	Description
Number of Lanes	4 Through; +2 on access lanes
Parking	Only on access lanes in multi-lane configuration
Sidewalks	Yes
Bicycle Facilities	Shared Use Path; sharrows in access lane / multi-way configuration
Drainage	Closed (curb + gutter)
Median	Yes, with left turn bays
Streetscape	Formal; street trees in median and tree lawn / verge; Tree wells in walkway in multi-way configuration
Furnishings	Benches, trash receptacles, bike racks on access lanes in multi-way configuration
Lighting	Yes; vehicle scale on main lane; pedestrian scale on access lanes

ROAD/STREET TYPE: BOULEVARD

Boulevards support multiple travel modes, including auto-mobiles, trucks, transit vehicles, pedestrians and cyclists. Boulevards typically carry over 25,000 vehicles per day, and they balance high vehicular capacity with high pedestrian and vehicular accessibility to urban areas. Boulevards feature a center median or left turn lane, 4 through travel lanes, sidewalks and/or a shared use path on one or both sides of the street. In an urban context, landscaped medians separate through traffic from a local access lane for parking, low-speed traffic, cyclists, and pedestrians. In this scenario, the access lanes are low-speed and for shared use. Streetscapes typically have a formal character with regularly-spaced tree plantings, spot or full medians, lighting, and benches and shelters for transit users (where applicable). Pikeville does not have a typical Boulevard Street Type in the existing road network. The best potential for a Boulevard would be with Hambley Boulevard between the US 23 interchanges where the existing center reversible lane could be converted into a landscaped / hardscaped median with tapered turn lanes at side street connections.

Boulevard Design Specifications

Description	Dimensions
Travel lane	11'-12' (main lane), 10'-11' access lane
Parking (access lane)	7'-8'
Median/Verge	16'-22' (center), 18'-22' (side, in multi-way)
Sidewalk	6'-10' (main lane), 16'-20' with tree wells (with bldg. frontage, multi-way)
Shared Use Path	10' (min.), 12' (preferred)
Target Speed	35 MPH (main lane), 15 MPH (access lane)

ROAD/STREET TYPE:
AVENUE

Avenues are walkable, lower speed streets typically shorter in length than Boulevards. They provide access to commercial, mixed-use and multi-family development. Avenues are usually only two-lane streets, but can be four lane if traffic volumes warrant. Depending on their context, Avenues can accommodate on-street parking. They also serve as primary bike and pedestrian routes, and may accommodate local transit. Avenues may feature a median and on-street parking in urban contexts, or swale drainage in less urban contexts. Depending on the context, Avenues can have sidewalks on one or both sides, and they accommodate bicycle traffic via shared bike lanes (sharrows), conventional bike lanes, or protected bike lanes. Pikeville does not have a typical Avenue Street Type, but potential Avenues include Thompson Road and Cassidy Boulevard in Pikeville's largest commercial area, and along Town Mountain Road between Downtown and US 119.

Avenue Design Specifications

Description	Dimensions
Travel lane	10'-11'
Parking (access lane)	8'
Median / flesh median	10'-11' (spot and flush)
Sidewalk	6' (min.), 8' (preferred), 16'-20' with tree wells
Bike Lane	6' (min.)
Protected Bike Lane	One-way: 7' + 3' separator (preferred) 6' + 2' separator (constrained segment); Two-way: 12' + 4' separator (preferred) 10' - 2' separator (constrained segment)
Target Speed	35 MPH (4 lane), 25 MPH (2 lane)
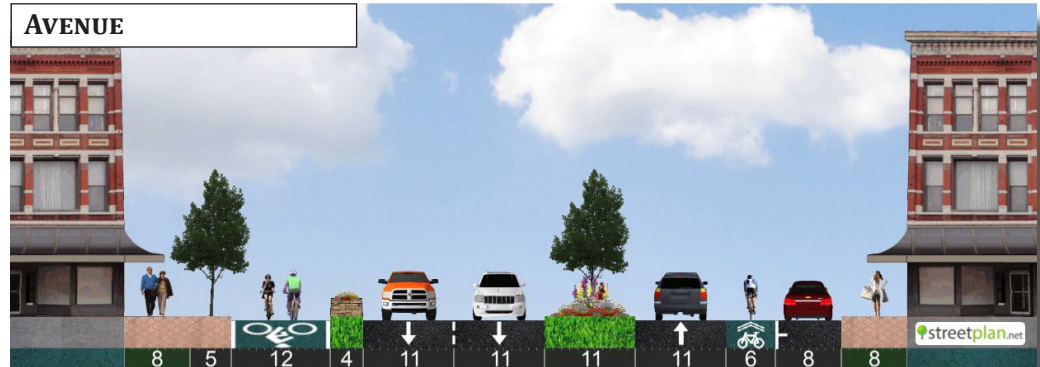
AVENUE

Avenue	
Design Elements	**Description**
Number of Lanes	2 to 4
Parking	Optional: parallel
Sidewalks	Yes
Bicycle Facilities	Bike lane or Separated lane
Drainage	Closed (curb + gutter)
Median	Optional in 2 lane; required in 4 lane; accommodate left turn bays or flush median for left turns
Streetscape	Formal; street trees in median and tree lawn / verge; Tree wells in hardscape walkway
Furnishings	Bike racks / street furniture; public art
Lighting	Yes; vehicle scale on 4 lane; pedestrian scale on 2 lane

MAIN STREET

MAIN STREET

16 | 4 | 8 | 13 | 13 | 20 | 4 | 16
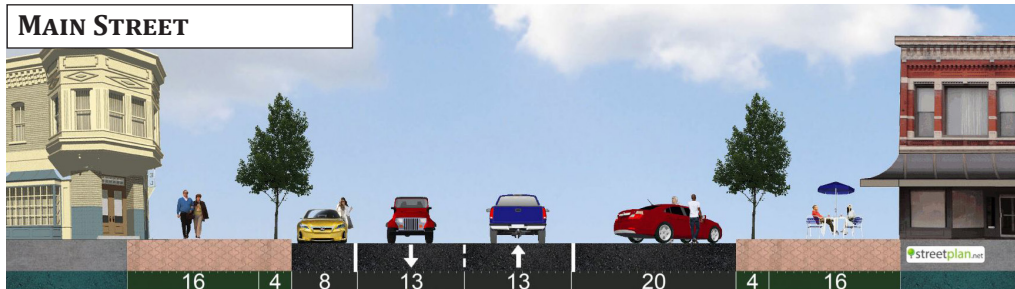
ROAD/STREET TYPE:
MAIN STREET

Main Streets are designed to provide connections between neighborhoods and districts, as well as providing access to Avenues and Boulevards from Local Urban Streets. Main Streets are highly walkable and may serve as the primary street for commercial or mixed-use centers and corridors. On-street parking is typically provided in either a parallel or angled configuration (including back-in angled parking where appropriate). Pedestrians are accommodated by wide sidewalks and bicycles are accommodated in a shared lane (sharrow) due to the low-speed nature of this street type. Main Streets feature closed drainage systems and a high degree of streetscape design with formal pedestrian-scale lighting, street trees (often planted in tree wells with grates to create an expanded walking area), and streetscape furnishings such as benches, trash receptacles, and bike racks. Sidewalks are wide enough to allow for outdoor dining. Local examples of Main Streets in Pikeville include Main Street, Huffman Avenue, and Pike Street, all located in Downtown Pikeville.

Main Street Design Specifications

Description	Dimensions
Travel lane	10' (parallel parking), 13' (angled parking)
Parking	8' (parallel), 20' (angled)
Sidewalk	16' (min.); 20' (preferred); 4' (min.) tree wells
Bicycle Facilities	Sharrows in travel lane
Target Speed	20 MPH

Main Street	
Design Elements	**Description**
Number of Lanes	2 lanes
Parking	Yes; Parallel or angled (back-in angled preferred)
Sidewalks	Yes
Bicycle Facilities	Sharrows; Shared Lane
Drainage	Closed (curb + gutter); Permeable parking (optional)
Median	No
Streetscape	Formal; Tree wells in hardscape walkway
Furnishings	Bike racks / street furniture; public art
Lighting	Pedestrian scale

Note: This cross section is asymmetrical to demonstrate two alternative design options, one on each side of the road.

ROAD/STREET IMPROVEMENTS

The following improvements are recommended for the existing road/street system.

Location-Specific Improvements

The following projects are numbered below and tied to the map numbers at right:

1. Provide improvements along Hambley Boulevard, North/South Mayo Trail, Bypass Road, and Baird Avenue to enhance traffic calming, pedestrian/bicycle movement, and aesthetics.

2. Reduce traffic congestion along Thompson Road and Cassidy Boulevard by providing a southern connector into Downtown via North Mayo Trail. Also, look into other opportunities for extending Thompson Road.

3. Improve Town Mountain Road from Downtown out to US 119 to improve safety and support future development along the corridor.

4. Improve wayfinding at interchanges to attract motorists from US 23 into Downtown.

General Improvements

The following projects are not tied to the map numbers at right:

• Provide improvements within neighborhoods to provide traffic calming, pedestrian access, and alternative modes of travel.

• Look at viable corridors for future connector roads to improve traffic congestion within Downtown and open more land for future development.

• Rebalance Downtown's street network to move people more effectively, not just cars, by adopting "Complete Streets" principals giving people choices on how to best move about. Example: Second Street Streetscape.

Traffic Count (2012 - 2018)

LASTCNT
- 0 - 3000
- 3001 - 6000
- 6001 - 15000
- 15001 - 30000
- 30001 - 35096
- Water bodies
- Railroads

NON-MOTORIZED MOBILITY: GREENWAYS, MULTI-USE PATHWAYS & BIKEWAYS

The previous several pages are focused primarily on mobility in Pikeville for motorized vehicles, such as cars, trucks, and motorcycles. The following pages provide recommendations on non-motorized mobility. For the purposes of this plan, this system's three primary modes of transportation have been defined as follows:

Greenways

The terms "greenway" and "trail" are interchangeable, and both refer to a pathway that connects people to the places they want to visit by means of non-motorized travel for both transportation and recreational purposes. However, within the context of this plan, *greenways refer to pathways that specifically follow major streams and their associated floodplains*, such as Pikeville Pond and the Levisa Fork. See pages 77-78 for details on the greenway system proposed for Pikeville.

Multi-Use Pathways

For the purposes of this plan, multi-use pathways are the same as greenway, but they are located along road corridors or other features, as opposed to streams and their floodplains. See page 78 for more information on the multi-use pathway system recommended for Pikeville.

Bikeways

As explained further on pages 79-80 of this plan, at least three (3) different types of bikeways are proposed, all of which are located along road and street corridors. Those categories include sharrows, conventional bike lanes, and protected bike lanes. This plan's bikeway recommendations are based, at least partially, on the City's 2017 Downtown Bikeways Project.

The following pages provide more detail on each of these three modes of non-motorized mobility.

Legend:
- ▬ Bikeways
- ▬ Multi-Use Pathways
- ▬ Greenways
- ┼ Railroads
- ▬ Water bodies

Trail Town

The State of Kentucky sponsors a "Trail Town" program in which they certify communities that have a major trail through or near them in the form of a biking, hiking, horse riding or paddling trail. Communities meeting their criteria in catering to trail users receive the designation. There is a current push for Pikeville to become a Trail Town.

GREENWAYS

What is a Greenway?

A greenway is another term for a trail. Within the context of this Comprehensive Plan, the intent of the proposed greenway system is to create a network of pathways for non-motorized travel along key streams and their associated floodplains for both transportation and recreational purposes. While greenways are ideally surfaced with asphalt or concrete paving to best accommodate multiple user types, less refined surfaces such as wood chips, gravel and dirt can suffice when better alternatives are not viable.

Benefits of Greenways

A National Park Service publication prepared in 2008 entitled "Benefits of Trails & Greenways" details the following types of greenway benefits (visit - *www.cdlandtrust.org/sites/default/files/publications/Benefits%20of%20Trails-NPS.pdf*):

- Recreation
- Transportation
- Healthy living
- Economics & property appreciation
- Environment
- Safe & livable communities

Example Greenway Cross-Sections

Concrete Trail (with retaining walls if needed)
Stream or Creek
Gabion Wall (see below)
Greenway located creek side
Stream | Streamside Zone | Managed Use Zone | Upland Zone

Asphalt or Concrete Trail
Vegetative Buffer
Greenway located in floodway
min. 15'
Stream | Streamside Zone | Managed Use Zone | Upland Zone
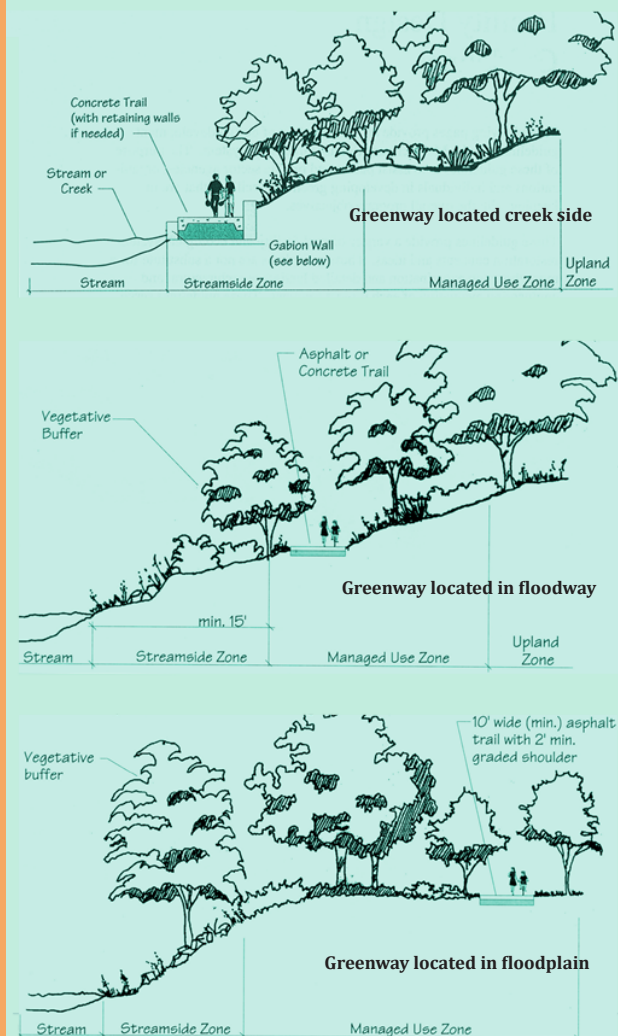
Vegetative buffer
10' wide (min.) asphalt trail with 2' min. graded shoulder
Greenway located in floodplain
Stream | Streamside Zone | Managed Use Zone

Source: Wake County (NC) Open Space Plan - 2006

Greenway Design Principles

1. Greenways should accommodate a range of users, including hikers, joggers, cyclists, and roller bladders.

2. Greenways should connect key locations within Pikeville, including downtown, shopping areas, parks, and schools.

3. Trailheads should feature parking areas and informational kiosks, at a minimum, and should leverage existing parking areas when possible.

4. The design of greenways should be wide enough to safely accommodate multiple modes of non-motorized transportation, including cyclists passing in different directions.

5. Where viable, durable surfacing should be used, such as concrete or asphalt paving.

6. Greenways should accommodate disabled people to the extent possible, including considerations of the greenway's surface and slopes.

7. For feasibility and cost reasons, greenway routing should take advantage of existing linear corridors such as streams, roads, rail lines, and utility easements.

8. To the extent possible, greenways should be physically separated from roads and rail lines for safety purposes.

9. While key segments of greenways should be configured as loops, there may also be a need for connector segments to access trailheads, neighborhoods, and other destinations.

10. Greenways should attempt to connect with other transportation networks, including multi-use pathways and bikeways that are integrated into roadways.

GREENWAYS (CONTINUED)

Proposed Greenway Routes & Trailheads

Greenway Route

The proposed greenway follows portions of the Pikeville Pond and Levisa Fork. As illustrated on the map on page 76, much of the greenway system connects at various points with the proposed multi-use pathway. The northern terminus of the proposed greenway along the Levisa Fork connects with the pathway near the intersection of North Mayo Trail and Keyser Heights Drive at the historic Pauley Bridge. The southern terminus connects with the pathway along Cedar Creek Road near Bob Amos Drive. The portion of the greenway along Pikeville Pond extends from the pathway at Loraine Street as its western anchor to the pathway at Huffman Avenue as its eastern anchor. While this proposed greenway system's length is relatively conservative, it can be extended in phases as future funding might allow.

Trailheads

Trailheads serve as access points and anchors to a greenway system. They should always include parking, and most of the proposed trailheads leverage existing parking areas. Ideally, trailheads also feature an informational kiosk (including a map of the greenway system), benches and lighting for safety purposes. Potential locations for trailheads might include:

- Huffman Avenue terminus
- Pikeville High School
- Pauley Bridge terminus
- Bob Amos Drive terminus
- Loraine Street terminus (west end of the Pikeville Pond)

The latter four locations already have some of the basic features needed for a trailhead. Each has existing parking areas and one has a gazebo that can double as a kiosk (Bob Amos Drive). Also, the location of trailheads should be coordinated with the location of the various bike racks, service stations and shelters that are proposed in the City's Downtown Bikeway Project. Most of the potential trailhead locations listed above have also been identified for bike facilities.
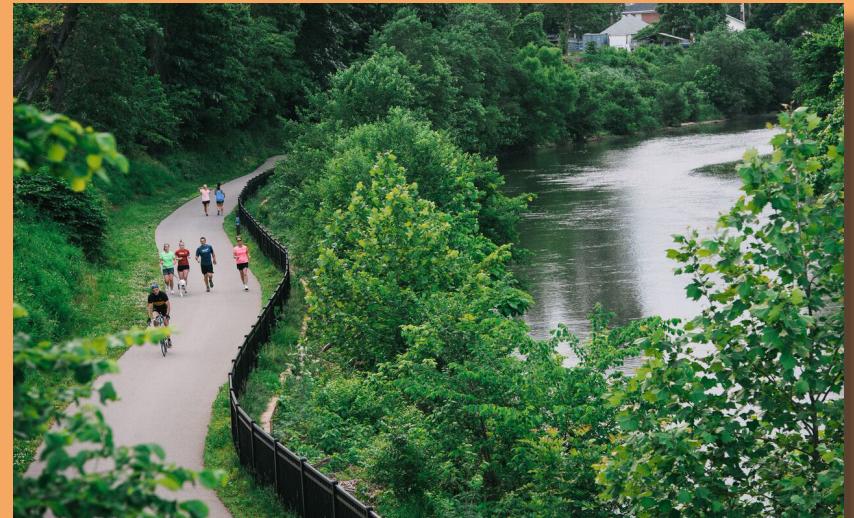
As just one of numerous potential models for Pikeville, Virginia's Roanoke Valley Greenway parallels the Roanoke River.

MULTI-USE PATHWAYS

For the purposes of this plan, multi-use pathways are identical to greenways, with one exception. Instead of being adjacent to streams such as the Levisa Fork, they are adjacent to roads or other features. Otherwise, they can feature the same basic design and construction materials. Similarly, they can accommodate the same forms of non-motorized transportation as proposed for greenways, including walking, jogging, skateboarding and bicycling. The proposed pathway system for Pikeville is mapped on page 76 and features the following segments starting at the intersection of Cedar Creek Road and Bob Amos Drive:

- Extending from the beginning point referenced above to the west along Cedar Creek Road to the city's western boundary.
- Extending from the reference point south along Bob Amos Road to the point where it takes a sharp turn to the north.
- Extending from Cedar Creek Road south along Cedar Hills Drive and then extending to the east in a meandering configuration.

BIKEWAYS

Overview

Bikeways enable cyclists to travel at their preferred speed and allow predictable movements and behaviors between the cyclists and drivers. Bike lanes are designated by a white strip with a symbol of a bicycle and signage that alerts people that a portion of the road is for exclusive use of the cyclist. Bike lanes are located adjacent to the motor vehicle travel lanes and flow in the same direction as the motor vehicle traffic. Bike lanes are typically 4 to 6 feet wide. In some communities, colored paving materials are used to distinguish bike lanes from motor vehicle lanes.

Benefits of Bikeways

Many of the benefits of bikeways are similar to those listed previously for greenways, although they also feature benefits related to safety. Even non-cyclists can benefit greatly from bike lanes because they keep cyclists from negatively impacting drivers and pedestrians, as detailed in an article entitled "Seven Ways that Bike Lanes Benefit Motorists and Pedestrians" (*www.inquirer.com/philly/columnists/inga_saffron/seven-ways-that-bike-lanes-benefit-motorists-and-pedestrians-20171005.html*).

Bikeway Examples

Although there are additional categories of bikeways, the three most basic ones include:

Sharrow

Sharrows lack designated bike lanes and integrate cyclists with motorized traffic.

Conventional Bike Lane

Conventional Bike Lanes are delineated on the edge of the road with paint.

Protected Bike Lane

Protected Bike Lanes buffer cyclists with space and/or vertical indicators/barriers.

Bikeway Design Principles

The following principles were adapted from Christchurch New Zealand's 2016 publication entitled "Christchurch Cycle Design Guidelines."

1. *Safety:* Bike routes should be safe, provide personal security, and limit conflict between cyclists and others:
   - Considering the volume, speed and mass differentials is key to the safety of cycleway design.
   - Design should be as predictable, self-explaining and consistent as possible across the network.
   - Reflect the context of the area the cycleway passes through.

2. *Directness:* Bike routes should be direct with minimal need to slow or stop, based on desire lines, and result in few delays door-to-door. Bike parking facilities should be in convenient locations.

3. *Coherence:* Bike routes should be continuous, recognizable, link potential destinations and greenways, and consider standards of protection throughout.

4. *Attractiveness:* Bike routes should integrate into their surroundings, enhance public security, look attractive and contribute to a pleasant cycling experience. They should connect with community landmarks and places to provide destinations that reduce the perceived distance, as well as to make more useful bike connections.

5. *Comfort:* Bike routes should be smooth, non-slip, well maintained and free of debris, have gentle slopes, and be designed to avoid complicated maneuvers and to allow cyclists to feel comfortable with their position while riding or waiting.

BIKEWAYS (CONTINUED)

Proposed Bikeways

Page 76 features a map of proposed bikeways that are based, in part, upon the City's Downtown Bikeway Project. That project was limited to the identification of locations for bikeway signage, distinguishing between sharrows and roads for designated bike lanes. It also identifies the location of facilities such as bike racks and shelters. Most of the system is in the Downtown area, as well as extending down the bypass, North Mayo Trail, across Pauley Bridge, and to the lower end of Thompson Road. The existing plan provides a limited amount of detail with respect to the actual design of how bikeways might be incorporated into the existing road and street system. While doing that is also beyond the scope of this Comprehensive Plan for Pikeville, it should be a near-term next step. Once the exact design requirements for conventional bike lanes and protected bike lanes can be determined, the resulting cross-section designs should be compared to existing conditions with regard to right-of-way widths and current paved surfaces to determine how bikeways might be accommodated for specific road and street segments. In the meantime, at right are examples of streets that might accommodate designated bike lanes versus those that cannot.

Even with a substantial bikeway system, it will not be fully utilized without the provisions of bike racks at key locations.

The existing gazebo and parking area at the entrance to Bob Amos Park already have the perfect makings for a greenway trailhead to serve cyclists.

College Street: A sharrow candidate

College Street is one of many example streets in the Downtown area that is not a good candidate for designated bike lanes. The existing right-of-way is extremely limited and can only accommodate one driving lane in each direction and a parallel parking lane on its west side. Consequently, it can only be served by a sharrow.

Hambley Boulevard: A bike lanes candidate

Hambley Boulevard is one of Pikeville's most important streets, particularly for the "horseshoe" part of town. With a continuous central turn lane, there is potentially sufficient space within the existing right-of-way to do surface restriping and provide signage to accommodate designated bike lanes on both sides of the street.

THE PLAN: MOBILITY

Sidewalks

Recommendations
Below are proposals for sidewalks.

Prioritize Downtown
Downtown is arguably the most important single place in Pikeville. A competitive advantage of all downtowns with competing commercial areas is their walkability.

Add Sidewalks to Primary Streets
Continue to integrate and improve sidewalks along Pikeville's primary streets to enhance pedestrian activity and improve ADA accessibility.

Require Sidewalks for Development
Pikeville's subdivision regulations do not require sidewalks, but they should for many types of streets.

Make Connections and Repairs
Where gaps exist in the sidewalk network, connections should be built. Similarly, deteriorated sidewalks can impede pedestrian travel and should be repaired as needed.

Sidewalk Type Examples
Although there are additional types of sidewalks, the three most basic ones include:

Unseparated Sidewalk
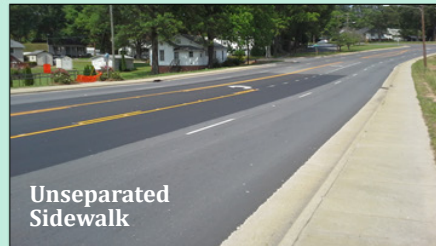
Unseparated Sidewalks are the least desirable kind, but they offer the protection of curbs.

Separated Sidewalk
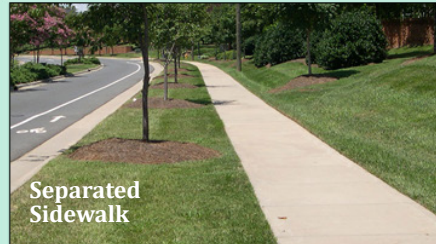
Separated Sidewalks are common in residential areas with a planting strip along the road.

Urban Sidewalk

Urban Sidewalks are wider and have, at a minimum, both walking zones and utility zones.

Sidewalk Design Principles

The following principles were adapted from a publication entitled "Creating Walkable Communities" prepared by the Bicycle Federation of America Campaign to Make America Walkable for the Mid-America Regional Council in 1998.

- *The pedestrian environment should be safe.* Sidewalks, walkways, and crossings should be free of hazards and minimize conflicts with externals factors such as traffic.
- *The pedestrian network should be accessible to all.* It should accommodate the needs of people regardless of age or ability.
- *The network should connect to places people want to go.* It should provide continuous direct routes and convenient connections between destinations.
- *The network should be easy to use.* It should be designed so people can easily find a direct route to a destination.
- *The network should provide good places through good design* that enhances the look and feel of the pedestrian environment, including open spaces and street furnishings.
- *In urban areas, the pedestrian environment should be used for many things.* It should be a place where public activities are encouraged. Commercial activities such as dining and vending may be permitted when they do not interfere with safety and accessibility.
- *Pedestrian environments should be economical.* Pedestrian improvements should be designed to achieve the maximum benefit for their cost, including initial cost and maintenance cost, as well as reduced reliance on more expensive modes of transportation.

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TRANSIT

Existing Transit System

Currently, the City of Pikeville is affiliated with Sandy Valley Transportation Services, Inc. (SVTS), which is a non-profit demand-response public transit system to provide safe and affordable public transportation for the residents of Floyd, Johnson, Magoffin, Martin, and Pike Counties since 1990. The basis of SVTS is to serve all of the people of the Big Sandy Area with emphasis being placed on serving the elderly and individuals with special needs who are dependent on this transportation alternative for health care and shopping.

The current system is demand-driven and operates between the hours of 9:00 AM and 3:00 PM. Because of the limited number of buses available to this system, it operates in particular areas of its service region on specific days of the week. According to the SVTS's website, it operates in the following areas on Fridays:

- Blair Town
- Mossy Bottom
- Owsley
- Coal Run
- Stone Coal
- Little Dixie
- Hambley Blvd.
- In-Town Pikeville Area

Within Pikeville, SVTS operates out of the City's Downtown parking garage on the corner of Hambley Blvd. and Huffman Avenue, across the street from UPike's campus.

Recommendations

First, it must be recognized that transit is difficult to make viable within relatively low-population areas such as Pikeville. Even with those challenges, the current transit services provided by SVTS appear to serve the City of Pikeville well. Thus, it is recommended that the City of Pikeville continue to be affiliated with SVTS and help them support additional funding opportunities.

OVERVIEW

Good community design is important to the aesthetic, functional, economic and fiscal facets of Pikeville. The City should set a positive example, and its codes should ensure quality private development. Good design does not have to be expensive, it simply needs to be thoughtful and based on model design principles. Components of good design, which are addressed in this plan's Implementation section, include:

- *Walkablility* - not merely the provision of sidewalks, but also safe, interesting and attractive places along the way.
- *Mixed Uses* - such places promote walkability and require less driving between where people live, work, shop and play.
- *Generous Landscaping* - to provide beauty, buffering and benefits to the natural environment.
- *Taming of Motor Vehicles* - design for people and not only vehicles.

This very walkable neighborhood street features sidewalks, street trees, and alleys instead of driveways that interrupt the streetscape.

Mixed-Use Walkable Places

Outside of Downtown, most of Pikeville's existing commercial and mixed-use areas are very suburban in form, as with Cassidy Blvd. (above). The Place Types section of this plan explains Village Centers on page 60. Only a few are proposed for Pikeville as part of this plan, and they are treated as options for the property owners only if they wish to redevelop their sites at some point in the future. As illustrated at right (Smyrna, Georgia's new village center), a key aspect of Village Centers is buildings fronting streets and most off-street parking is located behind them.

The Benefits of Trees

According to a 2012 article by Kaid Benfield entitled *"The Case for More Urban Trees"* in "The Atlantic Cities," benefits of trees include the following:

- The net cooling effect of a young, healthy tree is equivalent to ten room-size air conditioners operating 20 hours a day.

- If you plant a tree on your home's west side, in 5 years your energy bills should be 3% less. In 15 years, the savings is nearly 12%.

- One acre of forest absorbs six tons of carbon dioxide and puts out four tons of oxygen.

- A number of studies have shown that real estate agents and home buyers assign between 10% and 23% of the value of a residence to the trees on the property.

- In one study, stands of trees reduced particulates by 9% to 13%, and the amount of dust reaching the ground was 27% to 42% less under a stand of trees than in an open area.

LANDSCAPING: PARKING LOTS

In addition to the recommendation that sidewalks and street trees be required for new subdivisions, more landscaping should also be provided for other types of development. In particular, many of Pikeville's commercial areas are completely void of landscaping. Requiring more landscaping will greatly enhance the environmental, aesthetic, and financial value of future development.

Existing Condition: These parking lots in the retail area off North Mayo Trail feature very little landscaping.

Proposed Condition: These parking lots include numerous shade trees without losing any parking spaces.

HAMBLEY BLVD: AVENUE REDESIGN

With the exception of US 23 and its associated through traffic, Hambley Blvd. is one of the most heavily traveled roads in Pikeville. Its design transitions as it goes through various contexts, but the Downtown segment could be greatly enhanced. It is recommended that the street be rebuilt for that segment to more closely resemble the "Avenue" street type as illustrated on page 73 of this plan.

Existing Condition: Perhaps Pikeville's single most significant street, Hambley Boulevard's segment traversing the heart of Downtown is neither pedestrian-friendly nor particularly attractive.
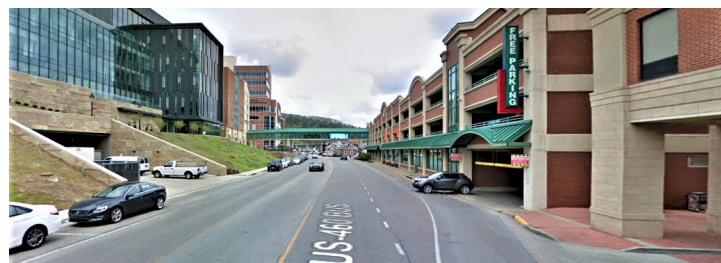
Proposed Condition: The images below illustrate how an existing condition in another community (left) might be transformed (right).

EXAMPLE SITE REDESIGN

Building upon the community design concepts explained on the previous page, the graphics at right illustrate a conceptual "redesign" of an existing suburban strip center located on Town Mountain Road at Northgate Drive. The existing site is designed around an expansive parking lot void of landscaping and framed by a series of one-story buildings limited to retail and service uses. The graphic at bottom right superimposes an urban Village Center on the site via an aerial photo of a development located in Franklin, Tennessee. This simulation is very rough and for conceptual purposes only, but it shows how a very suburban development might be transformed into a more dense, walkable and mixed-use development. It would likely require more parking in the rear in lieu of one or two buildings.

Finally, this very conceptual demonstration does not imply property owner interest in the concept, market feasibility, or financial feasibility. However, it does illustrate how more dense and walkable mixed-use development can transform commercial sites with redevelopment potential and willing property owners.

Because of Pikeville's topographic constraints, it is important that developed areas become more dense in the future.

Existing condition photographs of the Town & Country Shopping Center
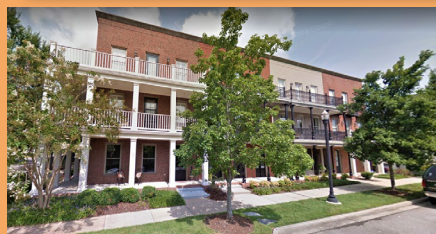
Existing condition photographs of the model development used at right

Existing Town & Country Shopping Center

Model village type development superimposed onto the site.

WASTEWATER

Pikeville's wastewater system is operated by the Utility Management Group (UMG) through a contract with the City.

Pump Station Upgrades
- Bob Amos Pump Station
- Ramsey Mobile Home Park Pump Station
- Foxcroft Pump Station
- Harold's Branch Pump Station
- Yorktown Control Panel Replacement
- Days Inn Control Panel Replacement

Wastewater Collections
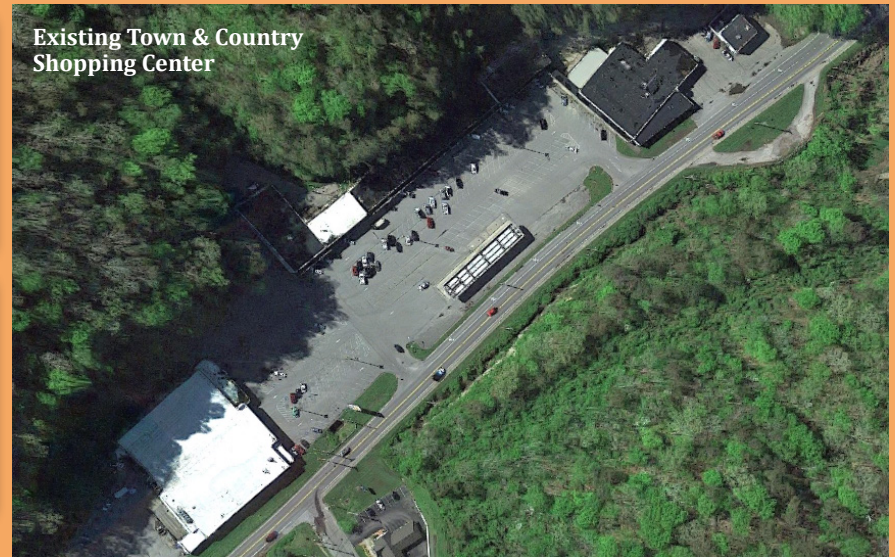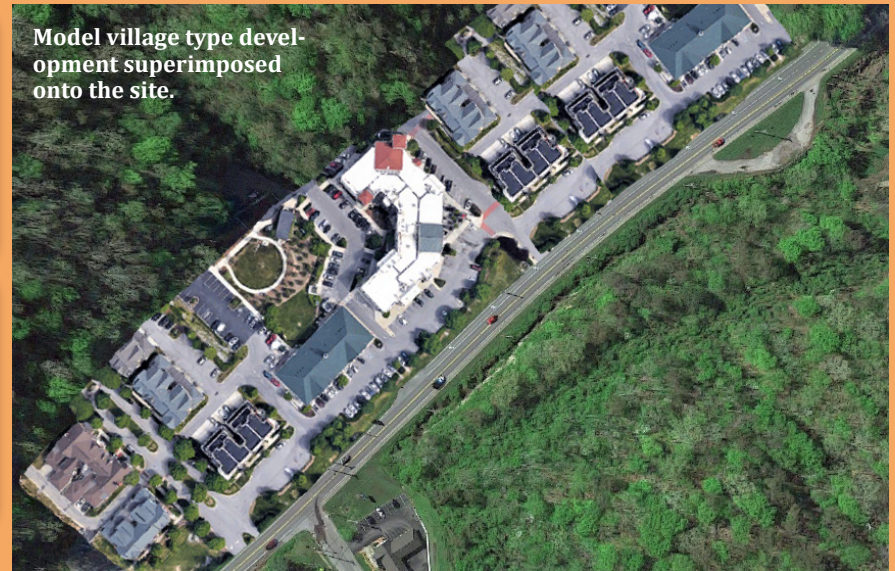- Slip line Scott Avenue Sewer
- Slip line Bowles Addition Sewer
- General I&I Removal throughout sanitary sewer system
- E-One Lower Pressure Grinder Pump Maintenance

Wastewater Treatment Plant (WWTP) Improvements
- WWTP Upgrade to 6 MGD if needed
- WWTP Lot Pavement
- Pump Replacement

WATER

Pikeville's water system is operated by the Utility Management Group (UMG) through a contract with the City.

Water Tank Upgrades
- Chloe Ridge Water Tank
- Peach Orchard Water Tank
- Road Fork Water Tank
- Harold's Branch Water Tank
- Nighting Gale / Cedar Gap Water Tank

Waterline Improvements
- Scott Avenue Waterline Replacement
- Cedar Gap Waterline Replacement
- Ratliff's Creek to Stone Coal Waterline Extension
- Pem Friend Curve River Crossing
- Cowpen to North Point Academy Waterline Extension

Water Treatment Plant (WTP) Improvements
- Raw Water Pump Replacement
- High Service Pump Replacement
- Wet Well Inspections at the WTP and Intake

GAS

Pikeville's gas service is operated by the Utility Management Group (UMG) through a contract with the City.

Gas Line Improvements
- Chloe Gas Line Replacement
- Pikeville Medical Center Upgrade from 4" to 6"
- Fourth Street Gas Line Replacement from 4" to 6"

ELECTRIC

The electric system is owned and operated by Kentucky Power.

Electrical Improvements
- Williams Hollow Upgrade
- New Substation within the Kentucky Enterprise Industrial Park
- Increase Conduit Sizes and Services along Second Street
- Continue to get difficult electric line locations off steep terrain where possible

TELECOMMUNICATIONS

Six telecommunications services currently operate in Pikeville - Intermountain Cable, AT&T, Suddenlink, Sky Net, Eastern Telephone, and Appalachian Wireless. The following improvements are recommended:

- Expand Fiber Optic Cable Network in partnership with the City of Pikeville, including the south end of town, Cedar Creek, and the Pikeville Commons Areas
- Expand Fiber Optic Cable Network in the Big Shoal community
- 100 New Planned Cell Towers in the region to improve mobile coverage

Streets, Stormwater & Facilities

All operated by UMG, needed improvements include:

Streets & Stormwater

Roadway / Drainage Improvements
- Harold's Branch Bridge Replacement
- Lykins Creek Drain Replacement
- Williams Hollow Guard Rail Installation
- New Bridge over Levisa Fork and Railroad to serve potential Big Shoal Development

Facilities

Park Improvements
- Turf Replacement at Hambley
- City Park Restroom and Power Upgrades
- Bob Amos Park Restroom Upgrade

Parking Improvements
- Expanded Downtown Parking garage (possibly 2 more floors)
- New Parking Garage near Appalachian Wireless Arena

ASSESSING CURRENT RESOURCES

Page 16 of this plan summarizes and maps Pikeville's existing parks, which include the following:

- *Bob Amos Park Complex* - Bob Amos Drive
- *Pikeville City Park* - Main Street (Downtown)
- *Veterans Memorial Park* - Hambley Boulevard
- *Pikeville Mini Park* - behind Pikeville High School

Based on GIS calculations, there are 243 acres of proposed City park land in Pikeville. In addition to these public parks and their various recreational facilities, there are other recreational facilities at schools, places of worship, and other places in Pikeville. Recreational facilities include playing fields, playing courts, tracks, and similar facilities.

The sidebar at far right summarizes the metrics created by the National Recreation & Parks Association (NRPA). At near right is a list of parks and recreational facilities in Pikeville compared to the median number nationwide based upon surveys by the NRPA. The figures for Pikeville are only approximate, as a detailed inventory of such resources was beyond the scope of this planning project.

As with the standards used by the NRPA in earlier years, their figures at right are only provided as a general frame of reference and should not be considered standards for Pikeville.

Comparison of National Statistics vs Pikeville

Below is a comparison of Pikeville with the national median number for communities of 20,000 people and less. The number of park acres and facilities for an average community of 7,000 people are compared with Pikeville. The actual number of acres/facilities are indicated in parenthesis ( ), while the numbers not in parenthesis represent the park acres per 1,000 people or the number of people per facility.

Resource Type	National Med. #s		Pikeville #s	
	Acres Per 1,000 Pop.	Total Acres	Acres Per 1,000 Pop.	Total Acres
Parks	12	(84)	35	(243)
Facilities	People Per Facility	Total Facilities	People Per Facility	Total Facilities
Playgrounds	2,523	(2.8)	1,166	(6)
Basketball courts	4,090	(1.7)	3,500	(2)
Tennis courts (outdoor)	2,922	(2.4)	1,400	(5)
Multiuse courts	7,866	(0.9)	7,000	(1)
Baseball fields (youth)	3,396	(2.1)	2,333	(3)
Baseball fields (adult)	7,804	(0.9)	7,000	(1)
Softball fields (youth)	5,691	(1.2)	3,500	(2)
Softball fields (adult)	5,072	(1.4)	7,000	(1)
Soccer fields (youth)	3,294	(2.1)	2,333	(3)
Soccer fields (adult)	7,665	(0.9)	7,000	(1)
Multi-purpose fields*	4,683	(1.5)	3,500	(2)
Swimming pools**	8,023	(0.9)	7,000	(1)
Skate parks	10,118	(0.7)	NA	(0)
Ice rinks (outdoor)	9,860	(0.7)	7,000	(1)
Dog parks	10,000	(0.7)	3,500	(2)

* Football fields are not listed since Pikeville's two are part of two multi-purpose fields.

** The NRPA metric is for outdoor pools and Pikeville's in an indoor pool, but the NRPA does not have a metric for indoor pools.

NRPA Overall Metrics

Until recent years, the National Recreation & Parks Association (NRPA) maintained a set of "standards" for communities to provide parks and recreational facilities based upon their community's population. However, the NRPA recently abandoned such standards, as explained below in a 2019 article posted on their website:

"There is not a single set of standards for parks and recreation that could possibly encompass the uniqueness found in every community across the country. Communities vary greatly by size, needs and desires; so too should their park and recreation agencies' offerings."

Consequently, the NRPA now speaks in terms of "metrics."

NRPA Trail Metrics

NRPA's trails metrics are not very useful for this plan. For communities with a population of less than 20,000, the median figure is 3 miles. However, that does not distinguish between a town of 19,000 and a town of 19.

Although the NRPA cautions against applying their researched nationwide metrics to each community as a standard that must be met, it is instructive to see how Pikeville matches up. Per the table on the previous page that compares the national metrics for an average community of 7,000 people with Pikeville, Pikeville exceeds the national metrics for all recreational facilities, with the exception of softball fields for adults and skate parks. Also, pages 76-80 of this plan provide recommendations for creating an integrated network of greenways, multi-use pathways and bikeways oriented along the river and existing roads.

RECOMMENDATIONS

The following recommendations are based upon field observations, comparisons with other communities, discussions with City officials, and public input obtained through the planning process.

Open Space & Parks

As reflected on the previous page, the national average for communities with a population of 7,000 people is 12 acres per 1,000 residents, or 84 total acres. Given that Pikeville has 35 acres per 1,000, or 243 total acres, it substantially exceeds national averages. No recommendations are made for new or expanded open space and parks, with two exceptions, as explained below.

Downtown Splash Pad - One comment frequently conveyed by the public during this planning project was the desire to have more for young children to do in Downtown Pikeville. Although his project was already in the works, this plan endorses the City's planned installation of a splash pad to be located near the northeast corner of the intersection of 2nd Street and Division Street. This small new public space will occupy the southwest corner of the Pike County Judicial Center's lawn.

Arena Plaza Expansion - To the extent that additional space may be needed for special events Downtown, the existing plaza could be extended to the immediate north where an unused grassy area now exists.

Recreational Facilities

The following recreational facilities are recommended:

Skate Park - As noted above, most agree that more activities are needed in the Downtown area for young people. The lack of a skate park is one of the very few facilities where Pikeville falls short of the national metrics for recreational facilities. It is recommended that a skate park be constructed Downtown. Two potential sites are both located near

the northeast and southeast corners of the intersection of Elm and Bank Streets. If this area is not viable for some reason, Bob Amos Park is an alternative location.

Pickleball Court - While pickleball may not have a long tradition in Pikeville, it is currently an extremely popular sport among teenagers. If a pickleball court cannot be constructed near the proposed Downtown skate park, it too might occur at Bob Amos Park. Specifically, it could be across the street from the YMCA.

Basketball Courts - It is recommended that one or more basketball courts be constructed at Bob Amos Park across the street from the YMCA.

Paddle Boats at Pond - Paddle boats were an activity once provided at Pikeville Pond, but it was reportedly not marketed enough to become sufficiently popular. It is recommended that this activity be revisited. It might be located at the east end of the Pond where 3rd Street terminates into the existing boat ramp. If renewed, this activity will require strong promotion to be successful.

A splash pad could extend the amount of time that visitors spend in Downtown. The new 4,000-square-foot skate park in Downtown Madisonville, KY (below) might serve as a model for Pikeville.

Photo source: Kentucky Dept. of Tourism

Multi-Use Sports Facility

This plan includes an opportunities assessment for a multi-purpose / sports venue (see *Appendix F*). It concludes that, given the relatively challenging geographic accessibility and the lack of commercial air service to attract a substantially larger market, and given the existence of the high-quality facilities of the Appalachian Wireless Arena, the development of an additional similar venue would not be viable. However, there may be opportunities for the Arena or another venue to accommodate a broader range of sporting and other events, such as professional exhibition games and matches, mountain region college and high school tournaments, ice hockey, figure skating, and theatre festivals.

NATURAL RESOURCE RECOMMENDATIONS

Pages 6-9 of this plan provide background information on Pikeville's existing natural resources. Strategies for protecting a community's natural resources typically include both incentives ("carrots") and regulations ("sticks"). However, incentives such as tax benefits for owners voluntarily placing conservation easements on their land are of limited value in Pikeville because: A) overall development pressures are not great; and B) the area's steep topography is already a hinderance to the loss of significant open space. Therefore, the following recommendations to protect and enhance Pikeville's natural resources are focused more on the regulatory end of the spectrum.

Tree Preservation
Pikeville should consider adopting special provisions for its development regulations that encourage the preservation of existing trees. Some communities have detailed standards involving a pre-development inventory of a site's existing trees, numeric ratios for lost trees versus replacement trees, and similar measures. It is not recommended that a complex system requiring significant City staff time be adopted. However, very basic regulations should be considered to achieve the following objectives:

• Avoidance of complete clear-cutting of sites
• Submission of a general tree preservation plan map
• Installation of fencing at tree drip lines to avoid damage to tree roots and soil compression during construction

Street Trees Requirements
As discussed previously in this plan, street trees should be required for new subdivisions with a minimum spacing of roughly 30 ft. on center, and they should be based upon an approved street tree list (deciduous trees forming a canopy for shade). Street trees should typically be planted between the street edge or curb and sidewalk, but an alternative can be on the outside of the sidewalk (house side) if right-of-way (ROW) width constraints exist.

Reduced Paving
Paving such as asphalt and concrete should only occur where vehicles are intended to drive and park or where people are intended to walk. Excess paving results in excess construction costs, excess maintenance costs, excess stormwater run-off, and a lost opportunity for more green space. Pikeville's codes should be carefully reviewed and amended to prohibit excessive paving for all of these reasons.

Excessive Driveway Width
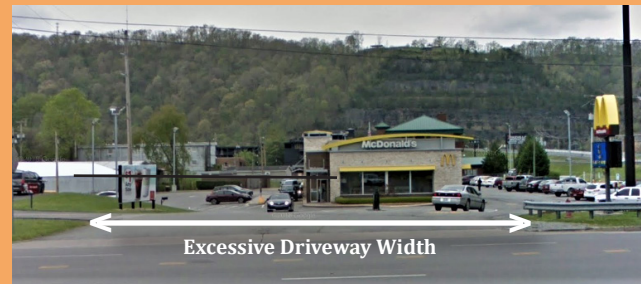
The entrance/exit into this fast food restaurant on Baird Avenue could be roughly a third of its current width.

Stormwater Management Code
"Chapter 156.131: Drainage and Storm Water Management" is part of Pikeville's broader Zoning Ordinance. As explained previously on page 19 of this plan, it is very generic and in need of more defined guidelines for both pre and post-construction stormwater runoff. The post-construction stormwater quality requirements also need to be more clearly defined.

River Clean-Up
To increase the use of the river for recreational boaters or users of the future adjacent greenways, it is important that past clean-up efforts be expanded upon. Pikeville might be able to team with other communities and/or entities such as Louisa and Friends of the Tug Fork River to share tire removal equipment. Also, an "Adopt the River" program might be started like programs for highways where segments are sponsored by groups.

Green Infrastructure

According to the 2010 publication *The Value of Green Infrastructure* by the Center for Neighborhood Technology, *"Green infrastructure (GI) is a network of decentralized stormwater management practices, such as green roofs, trees, rain gardens and permeable pavement, that can capture and infiltrate rain where it falls, thus reducing stormwater runoff and improving the health of surrounding waterways"* (pg. 1). It is the opposite of moving stormwater through a series of culverts, pipes, and other "hard infrastructure." The environmental and fiscal benefits are too numerous to explain here, but this approach is undoubtedly worth research and consideration by the City of Pikeville.

Bioswale located along a residential street.

Historic Zoning Programs

As explained on page 19, the City's existing ordinances already include *Chapter 157: Historic Preservation*, which features a well-written preservation ordinance. If this program were to ever be implemented, it would feature the following components:

- A process for designating individual landmark properties and districts.

- A design review body ("Historic Preservation Board") to implement the existing ordinance and to review and decide upon applications impacting designated properties.

- A design review process for property owners to apply for approval of their work (only required if visible from a street).

- A set of design guidelines to provide decision-making direction to the design review body.

Pikeville's existing designation by the State as a Certified Local Government already opens it up to available funding only provided to CLGs.

CULTURAL RESOURCE RECOMMENDATIONS

Pages 17 of this plan document provides background information on Pikeville's existing cultural resources. In addition to key landmarks such as the Pauley Bridge, most of Pikeville's cultural resources exist in the form of historic buildings, and many of those are concentrated in the Downtown. It is recommended that the City explore tools for better preserving and enhancing these resources that add so much to the character of Pikeville.

Common Building Alterations

Although the greater threat to historic buildings is their complete loss through demolition or "demolition by neglect," the more frequent occurrence is alterations to their facades. While typically well-intentioned by their owners, common such changes include covering the facade with a modern synthetic material (aluminum, vinyl, etc.), bricking portions of the original storefront, and covering up transom windows. Over time, an area can lose its architectural significance and historic character, even resulting in the loss of its National Register designation.

This altered storefront offers a wonderful historic rehabilitation opportunity.

Recommended Strategy

Pursuit of Local Historic Districts

As explained on pages 17-19 of this plan, National Register designation provides potential financial incentives to historic building owners, but it provides no protections against demolition or inappropriate alterations. Thus, it is recommended that the City

explore this option. Since the City already adopted the ordinance to establish historic zoning back in 1992, the only step to be completed is the formal designation of one or more local historic districts. It is recommended that, if the City elects to go this route, it start off with a historic Downtown district.

Public Education Campaign on Historic Zoning

For a local historic district to function well, a substantial majority of affected property owners should be supportive. Thus, before embarking on a local historic zoning program, a public information program should occur to educate property owners on the pros and cons of designation. The Kentucky Heritage Council will be a valuable resource for such an effort.

Update to Existing Design Guidelines

Even if no local historic districts are ever designated, it is recommended that the City adopt a set of detailed and well-illustrated design guidelines as a resource for property owners. While not mandated, guidelines can be incentivized by tying them to financial incentives for building rehabilitation projects. The City actually has unused design guidelines from the 1990s, but they would need substantial upgrading to be effective today.
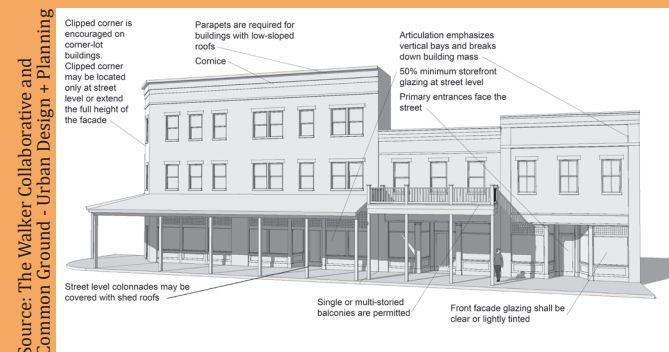
This graphic from a set of historic district design guidelines in Cullman, Alabama, illustrates the important design features for both existing and new commercial buildings.

THE PLAN: ECONOMIC DEVELOPMENT

ECONOMIC BASELINE ASSESSMENT

Appendix B of this plan, the Economic Baseline Assessment, provides background context for the Comprehensive Plan and key elements include the market analyses, target industry study, and strategic economic development components. In Section 1, Pikeville's location and overall accessibility are discussed, and several important assets in the community are identified as they relate to the city's economic and tourism development. Section 2 provides a socio-economic profile, examining Pikeville's and Pike County's population and household trends, as well as household income and poverty levels. Basic health and education factors are also examined, again in the context of the city's overall economic development. Economic trends are summarized in Section 3 in terms of employment and labor force, major employers and economic drivers, industry sector trends, and commutation patterns. Finally, Section 4 reviews several factors relating to the city's economic development, including utilities and infrastructure, downtown, industrial parks and development sites, commercial corridors, and the economic and tourism development organizational structure. These discussions are only meant to summarize the overall context. More detailed analysis is provided on many of these topics within other sections of the Comprehensive Plan, such as within the market analyses, downtown strategy, and infrastructure assessments. Also, pages 20-28 of this plan highlight the key findings related to Pikeville's economy and market conditions.

TARGET INDUSTRY ASSESSMENT

The Target Industry Assessment - Appendix G of this plan - provides recommendations on key industries and business categories for target marketing, expansion, and recruitment to Pikeville. The assessment draws on a review of competitive strengths and challenges, SOAR regional targets, labor market analysis, industry clusters and concentrations (location quotient analysis) and spin-off opportunities, industry growth projections, tourism opportunities (generated through the tourism analysis), and retail and office market potentials (generated through the market analyses). Section 1 of the

report summarizes some of Pikeville's competitive advantages, as identified through stakeholder engagement, research, field reconnaissance, economic baseline assessment, and other inputs. Section 2 provides a labor market review that summarizes key skills and educational achievement among the Pikeville region's labor force. Additional information on the labor market was also provided in the Economic Baseline Assessment (Appendix B). Section 3 discusses Pikeville's existing industry clusters and concentrations based, in part, on a Location Quotient (LQ) Analysis and other inputs. Section 4 summarizes the city's projected growth industries, while Section 5 provides recommended targets for business development and recruitment based on all of the aforementioned inputs. The Target Industry Assessment informs the broader Economic Development Strategy that forms a key element of this plan.

ECONOMIC DEVELOPMENT GOALS & OBJECTIVES

To help provide a direction for economic development efforts in the City of Pikeville, it is important first to understand the underlying vision, goals, and objectives. The various economic analyses, including the economic and tourism baseline assessments, as well as the market analyses, help inform the overall accounting of opportunities and constraints. But discussions were held with key stakeholders through individual interviews and focus groups to arrive at more specific direction for economic development. More than 50 individuals representing nearly 40 different organizations provided direct input through topical focus groups that covered medical/health care, recreation/heritage tourism, information tech/entrepreneurship, manufacturing/engineering/transportation, and professional and business services. A Visioning Session was also held to gather targeted input on the citywide vision for economic development. The output from these engagement processes, which was also discussed in a public forum, is summarized below.

A Vision for Economic Development
During the Visioning Session held with key local stakeholders, one participant made the profound observation that Pikeville has a "cul-

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Excellent Local Public Schools

For many communities, there is a correlation between the quality of local public education and future economic opportunities. The Pikeville Independent School District is typically ranked high in terms of performance standards. The Kentucky Department of Education "School Report Card" gives Pikeville Middle School a rating of 4 out of 5 stars. Pikeville High School receives 5 out of 5 stars, an excellent rating. The high school has a graduation rate of 99.3%, with 26.2% in the Gifted and Talented programs. More than 22% are enrolled in advanced placement courses and, of those, 98% complete those courses. By comparison, Pike County Central High School has been given a rating of 2 out of 5 stars by the State's Report Card. Not surprisingly, there is significant competition among Pike County residents for their children to attend Pikeville Independent schools. This competition helps buoy Pikeville's housing market, and the schools help to provide an educated labor force.

ECONOMIC DEVELOPMENT
GOALS & OBJECTIVES (CONTINUED)

tural legacy of enlightened leadership" that can be traced back to the city's very founders. Certainly, it is important to capture that legacy through the vision, goals and objectives set forward for the city when planning for its future development. While it would be easy to establish a simple vision for the community that sets a low bar for achievement, the participating stakeholders chose instead to match the city's legacy and provide "enlightened leadership" by setting high standards of achievement. The resulting vision statement puts forward that:

Pikeville will be the most inclusive, resilient, diverse, and innovative small town in America. The City will continue to provide an environment that is exceptionally supportive of small businesses.

Consistent with the city's historic leadership, it was envisioned that the city would leave no one behind, and that Pikeville would welcome new people, new ideas, and innovation. In light of the current crisis brought on by a global pandemic, participants recognized the need for Pikeville to remain economically resilient, consistent with its survival of past calamities, whether local, regional, national, or global in scale. Finally, it was critical to participants that Pikeville remain and become even stronger in support of the small businesses that form the backbone of its small-town economy.

In 2019, GQ magazine featured an article about a Pikeville company that transformed miners into computer code writers.

GOALS: Economic Development
The key goals for moving Pikeville's economic and tourism development forward are also consistent with the themes identified within the vision statement and the historical context of the community's development over time.

- **Promote an Innovation-Driven Economy.** Stakeholders implored the City to encourage innovation in order to meet the needs of future economic growth and development. This statement implies that stakeholders would encourage the City to pursue approaches to economic development that promote industries and businesses that help create new operating models, new technologies, and new approaches to providing services in a fast-changing economy. One participant stated as an overall theme, the need to "be innovative" in order to survive and prosper.

- **Appreciate and Celebrate Traditional Businesses.** While stakeholders want to encourage the development of new, innovative industries, they also recognize the importance of Pikeville's traditional businesses in providing the bulk of jobs and income to residents.

- **Be Inclusive.** Stakeholders promoted the concept of creating a "truly diverse economy" and not becoming too reliant, as in the past, on any one sector, business model, or technology.

- **Create a Healthy, Robust, and Supportive Small Business Environment.** Again, Pikeville's stakeholders emphasized the need to support and strengthen the community's small business operators. It is recognized that small businesses create the bulk of new jobs and income, but they are also more vulnerable to market forces and financing constraints.

ECONOMIC DEVELOPMENT
GOALS & OBJECTIVES (CONTINUED)

OBJECTIVES

The objectives take the overriding themes and drill down to the basic approach for realizing Pikeville's economic development vision and goals. These objectives, in turn, provide the framework for developing specific strategies, which are established in the sections that follow.

- **Enhance and Increase Amenity Value.** A route that stakeholders have identified for meeting several of the goals is by enhancing the community's amenity value and quality of life. For example, attracting or recruiting innovative businesses and workers, is leveraged in part through access to first-class recreation facilities, high-quality housing, and cultural assets.

- **Develop Entrepreneurship Programs.** It was observed that having programs in place to support and grow Pikeville's entrepreneur class would help generate new, novel ideas and innovative business opportunities.

- **Provide Business Technical Assistance.** Similarly, having technical assistance available to small businesses and entrepreneurs could help give them a "step up" and reduce turnover and replacement. Technical assistance could strengthen the community's small businesses through increased knowledge in marketing, technology, financing, and other areas.

- **Enhance Available Marketing Resources.** It was recognized that Pikeville and the surrounding area lack locally-based marketing resources above and beyond basic web page design and graphics. Without such resources, it is hard for small businesses to increase their exposure beyond their core demographic within a relatively small, local market.

The vision, goals and objectives stated herein do not represent the only direction from stakeholders on the Pikeville's economic development, but rather, key themes that emerged repeatedly throughout the discussions. They, along with the technical analyses, provide a framework in support of strategic recommendations contained in subsequent sections of this plan.

BUSINESS RETENTION & EXPANSION STRATEGIES

Business retention and recruitment strategies for Pikeville are discussed here. The key targets for business development are identified, along with strategies both for retention and growth of the business base. These strategies were developed based on the analytical inputs, including office and retail market analyses and a target industry analysis, coupled with the baseline economic assessment that identified some of the community's existing strengths, assets and challenges. The strategies are also informed by the stakeholder engagement process, as outlined and summarized in the previous section, including the resulting vision, goals, and objectives for economic development in Pikeville.

KEY TARGETS FOR BUSINESS DEVELOPMENT

Pikeville's business targets were identified based on the target industry analysis, along with output from the office market analysis, retail market analysis, and stakeholder input. The baseline assessment of underlying assets, strengths and challenges has also influenced these recommendations. Ultimately, the targets build to a large extent on the community's existing assets, institutions, and small business base, while also identifying opportunities to diversify and enhance innovation.

Medical Center & University Complex ("Medical Cluster") Spin-Off

The Pikeville Medical Center (PMC) is a large, strong anchor that not only serves as the most important employment generator for Pikeville, but also a key destination that drives a regional market base centered around Pikeville. As PMC grows and diversifies, there will be spin-off opportunities created outside of the medical center. Collaboration between

The Pikeville Medical Center (PMC) is Pikeville's largest employer and helps to support numerous other businesses in the community.

BUSINESS RETENTION & EXPANSION STRATEGIES
(CONTINUED)

PMC and UPike will also create new opportunities down the road, potentially relating to the transfer or use of emerging technologies. Further collaboration between these institutions should be encouraged and given a physical presence, such as through the development of a Technology Transfer Office (TTO), as noted below. Such collaboration could eventually yield new technologies and spin-off innovative businesses. Ultimately, development of a medical business "cluster" could be leveraged through such collaborative efforts between PMC, UPike, and Big Sandy C&TC. Finally, there are existing and potential new opportunities relating to the ongoing and expanding needs of PMC for suppliers and contractors for goods and services. The key opportunities for business development relating to Pikeville Medical Center, and collaboration with UPike, include the following:

- Temporary services - to meet the current growing need for labor supply.

- Pediatric dentistry - to fill a current gap in the market.

- Outpatient behavioral health services - to fill a gap and build on the emerging behavioral health research cluster centered at PMC.

- Clinical research and development (R&D) - to leverage opportunities for PMC and UPike to expand the universe of foundation, corporate, and government support for research and development activity at the hospital/campus. At present and in the foreseeable future, much of this activity is likely to be focused on clinical research rather than basic R&D.

Information Technologies and Entrepreneurship
There are opportunities for expanding Pikeville's emerging IT sector and growing a strong entrepreneurial base. At present, some of the emerging technologies being developed in Pikeville relate back to the medical complex, which provides a ready market for innovation generated locally. Several opportunities are summarized below.

- Commercialization of R&D and Emerging Technologies. Consistent with the goal of innovation and related to direct research conducted through the community's institutions is the opportunity for commercialization of research and product development. The UPike/PMC consortium recently failed to access a major grant for R&D commercialization, but there will be ongoing opportunities for this type of collaboration, which could be leveraged through the development of an on-site Technology Transfer Office (TTO). Such an office would create a structure for collaboration between UPike, PMC, and Big Sandy C&TC for accessing grants, patenting innovative technologies, and lever-

aging innovation for new product development.

- Assisting "Gazelles." Stakeholders noted that there is a need to assist existing businesses in their growth and helping to retain their presence in the existing business mix.

- Lifestyle-Driven Web-Based Companies. If anything is learned from the COVID pandemic, it is that increasing the online presence of Pikeville's existing businesses, especially retailers and certain service providers, should be a high priority. Having an online presence is a key business strategy today for many large companies, and the strategy is no less important for small businesses and entrepreneurs. In geographically isolated communities like Pikeville, having an online presence helps expand the market footprint of local businesses and increase their capacity for growth. The community's location and lifestyle amenities also provide a base for attracting and recruiting small online businesses that do not require a "tether" to metropolitan areas in order to market their products or services. A share of small business operators and entrepreneurs is making lifestyle choices on where to live and to locate their business based less on direct physical access to markets, and more on the ability to "plug" into often-distant markets online.

- Recreation Tourism-Based Businesses. Because of Pikeville's location proximate to world-class natural resources and recreation amenities, there are opportunities for Pikeville to recruit or support the development of local recreation tourism-based businesses. Such businesses could include eco-tours and adventure guiding services, sporting goods retail, and other products and services. For more on this topic, see the Tourism section of this plan that follows this section.

Manufacturing
The target industry analysis, coupled with stakeholder input, has suggested that Pikeville will not become a major manufacturing hub, but could secure a hub for specialty manufacturing. The primary opportunities for manufacturing are summarized below.

Blue Ridge Mountain Outfitters (BRMO), located in Downtown Ellijay, Georgia, is on the western edge of the Chattahoochee National Forest. It is one of four similarly located outfitter stores under a single independent ownership and not part of a chain. Their McCaysville, Georgia, store is within minutes of the Ocoee River and it has a link on the website of the Ocoee Adventure Center.

Business Retention & Expansion Strategies
(continued)

- Niche Markets (Specialized). Pikeville should target specialized manufacturing concerns that are geared to specific clients or markets that do not rely on major transportation access. Typically, such businesses are geared to low-volume, high-value and individual client-driven markets.

- Airport-Related. Business recruitment geared to utilization of the Pikeville / Pike County Airport as an asset should be pursued. Businesses that are most likely to depend on general aviation airport use include those specializing in production of precision instruments (e.g., optical instruments), perishables (e.g., locally caught fish), and high-value goods (e.g., jewelry). Businesses where the decision-makers are attracted by the local lifestyle, but also because they can access their airport for private jets, are also a target. High-travel companies that use private aircraft (e.g., certain business consultants and engineers) can also be attracted, again, based on lifestyle choices.

- Import Replacement. Businesses geared to producing goods that are otherwise "imported" to Pike County are another target for recruitment, or in the case of existing local businesses, expansion.

- Logistics. Recruiting or expanding businesses that utilize the skills of excessed mine-workers and others is critical. Many of these skills are oriented to logistics, including truck driving, engineering, and others.

Professional & Business Services
Because of Pikeville's role as a service hub for the region, there are opportunities to expand the presence of professional and business service providers that serve a broad geographic area.

- Lifestyle-Driven Businesses and Business Support Services. As with IT and small entrepreneurs, there are opportunities to attract lifestyle-driven businesses from larger metropolitan areas. Certain professional and business service providers would still be dependent to an extent on the local/regional market, but there are also opportunities for expanding the service base for such companies to include clients in other states.

- Web-Based Companies. Attracting web-based companies would also be consistent with this effort to build on Pikeville's amenity base and lifestyle to appeal to business owners willing to relocate out of large cities and metropolitan areas.

BUSINESS RETENTION AND GROWTH
Several strategies are provided for business retention and growth among existing businesses in Pikeville. These strategies are aimed at strengthening the existing business base by providing technical, marketing, or other assistance to address operational deficiencies or gaps in local business infrastructure.

- Facilitate Business Technical Assistance. The City is well-positioned to collaborate with local institutions and service providers to provide outreach to local businesses and offer a menu of non-profit technical support services that will assist them in maximizing their market potential, enhance operating efficiencies, increase their online presence (see below), access capital, and otherwise expand or improve their bottom line. The City can help facilitate the creation of a platform for providing technical support and promoting it to local businesses through direct contact. Such technical support can form a powerful business support service in lieu of, or in addition to, financial and other incentives. The City should work in partnership with UPike, Big Sandy, One East Kentucky, SBA, AEP (Kentucky Power), and other service providers that can play a role either in providing direct technical assistance or financial support for the program.

- Facilitate Development of Local Marketing Infrastructure. The City should take a lead role in strengthening the local marketing infrastructure in support of Pikeville's businesses. Such efforts would include collaborating with service providers to increase the online presence of local businesses, and recruiting a regional full-service advertising and marketing company to open an office in Pikeville to serve the needs of companies and institutions throughout the region. The City can help create a client base for a prospective marketing firm through its connections and collaborations.

- Create a Local Platform for Increasing an Online Presence. As noted earlier, the COVID pandemic has helped uncover and speed opportunities for local businesses to expand their market reach beyond the small local base to regional and national markets. The City of Pikeville, in partnership with local institutions, tech professionals, and organizations, should work to establish a platform for local businesses to enhance their online presence. A branded "Pikeville Online" site could be created to promote local products and services, and to provide links to various local business operations. The City should work with local businesses to bring their presence to the online site, especially if they lack the capacity or resources to develop their own online marketing campaigns. The City can also link businesses with the local tech resources to develop their own individual sites where needed.

- Promote Import Substitution. The City can promote import substitution by helping to identify business opportunities and facilitating contracting with local suppliers. For example, the City can examine its own contract and procurement base to identify prod-

BUSINESS RETENTION & EXPANSION STRATEGIES
(CONTINUED)

ucts and services that are not currently provided by local sources. The City can work with local institutions to add to that list, where appropriate. Once a list is developed, the City can scan the universe of local suppliers to identify those that may have the capacity to expand their offering of products or services, with purchase guarantees from among the local client base, where possible. Where gaps exist that cannot be filled by existing businesses, the City can work with the institutions (UPike, PMC, Big Sandy, etc.) to establish entrepreneurial programs dedicated to the development of those specific business opportunities (where smaller scale enterprises could efficiently enter the market as suppliers).

BUSINESS RECRUITMENT

The following business recruitment strategies are oriented to the target industries and sectors, as identified through the target industry analysis and stakeholder engagement. The City should avoid broad-based efforts at "smokestack chasing" (either in-house or through use of contractors), which wastes precious resources. Instead, efforts should be highly focused on recruiting small entrepreneurs and other businesses within the targeted sectors as follows.

- Enhance Lifestyle Amenities Base. One key to small-town business recruitment in today's economy is to offer an exceptional amenity base for attracting the business operator who prefers small-town life and a rural setting. Pikeville already has access to wonderful parks and natural amenities within a short drive and has been developing Bob Amos Park as a recreation hub. The community also offers access to top-rated medical care and a quaint, walkable Downtown with historic ambiance, a major event venue, a distillery, and other attractions. But there are opportunities to expand on this amenities base and to further promote it, especially Pikeville's role as a "gateway for outdoor recreation." Possible amenity development that could be considered as part of this economic development strategy might include the following:

  - Specialty retail (supported by the Retail Market Analysis – see Appendix D)
    - Boutique shopping: hand-made jewelry and accessories
    - Full-service restaurants
    - Live music and other entertainment venues
    - Outdoor recreation/sporting goods specialty stores
    - Gift/music shop and coffee/health snack or beverage shop
    - Specialty health food stores
  - River-oriented recreation and blueway trails

- Fishing, kayaking, canoeing, and heritage tour operators
- Recreation and event-oriented lodge in "wooded" environment
- Ice skating and other recreation uses (seasonal ice skating already exists / see other recreational uses identified in the recreation venue opportunities assessment within the Appendix F. Tourism & Hotel Opportunities Assessment)
- High-speed internet access and free access zones (e.g., Downtown) – see start-ups, below
- Shared business support services
- Art and culture: sponsored art exhibitions, music concerts, theatrical performances
- Increased annual festival and event base
- Increased social networking groups
- Continuing education programming (sponsored/generated by UPike and Big Sandy)
- Increased mixed-use housing (Downtown and corridors where supportable)

- Promote the Airport for a Private Aircraft Base. As noted elsewhere in this plan, the airport can be a significant asset for Pikeville's economic development, even without scheduled commercial service. Promoting the airport as a private aircraft base can help establish the community as a location for the types of businesses that deliver small-batch, high-value goods or that generate significant executive travel. The City should work with the Pike County Regional Airport Board, AEP (Kentucky Power), ARC, FAA (Airport Improvement Program), and One East Kentucky to assist with development of on-site facilities and amenities (e.g., cargo/hangar storage, "business center," improved high-value cargo handling services, airport planning, runway improvements as appropriate, etc.) and promotion as part of the economic development packaging of the city. Over time, and with some measure of growth in the local business base, there will again be opportunities for Pikeville to attract and support commercial air service.

Even without commercial airline service, the Pikeville / Pike County Airport can play an important role in the economic development future of Pikeville.

Photo source:
One East Kentucky

BUSINESS RETENTION & EXPANSION STRATEGIES
(CONTINUED)

- Facilitate Establishment of Certification Programs & Relocation Incentives. The City, its partner institutions, and membership associations, could play a role in establishing certification programs to recognize professionalism in certain under-supplied fields. Certification programs would attract individuals with certain skills to Pikeville that may not otherwise come here, and there would be incentives to encourage their relocation. One such incentive could include a program focused on reimbursement for student loan payments. Decatur, Alabama, and other small cities have initiated such programs in order to attract young talent. The programs are geared to encourage relocation through direct loan repayments tied with a residency requirement (often five years). At least during that period, young talent is available to prospective employers who may choose to establish a presence in or relocate to Pikeville to access that talent pool. Existing businesses also benefit from having an ongoing supply of fresh talent to feed growth and contribute to innovation.

START-UPS, INNOVATION & NEW BUSINESS DEVELOPMENT
There are several strategies oriented specifically to start-ups and entrepreneurial development, but that also benefit more established companies.

- Collaborate on Technology Transfer Opportunities. As noted earlier in this report, there is a need to establish a technology transfer entity in Pikeville affiliated with UPike, PMC, Bit Source, and Big Sandy. The City should work proactively with these institutions to seek grant funding and foundation support to facilitate the creation of a technology transfer office. The City might also consider providing office space to be made available for this operation until such time that it is fully funded. The technology transfer office (TTO) would work with the institutions, ARC, One East Kentucky, AEP (Kentucky Power), SOAR, Bit Source, and State Government to generate grant and foundation support for basic and clinical research projects, product development efforts, product testing, technology development, and other innovation. The TTO would also gradually establish business incubator facilities and programs to support innovation and linkages with off-site facilities (e.g., Bit Source, Kentucky Enterprise Industrial Park) to accommodate expansion and growth.

- Increase Pressure for Rapid Broadband Implementation. The importance of high-speed, high-capacity internet services to Pikeville cannot be emphasized enough. As a geographically isolated, rural community that is home to large and growing educational and medical institutions, it is imperative that the community have excellent access to high-quality broadband services. Economic development efforts in Pikeville depend, to some extent, on retaining and recruiting talent and businesses that require high-speed internet access. Without that access, many of Pikeville's opportunities for economic development are thwarted. The City should lobby, cajole, and otherwise pressure for rapid broadband implementation, including by extending political pressure from Frankfort. Even where there is no major difference in quality with higher-speed, broadband service, the marketing perceptions associated with access to broadband services are critical in today's economy.

WORKFORCE DEVELOPMENT
There are a number of agencies and institutions already heavily engaged in developing the region's workforce, including, but not limited to, institutions such as Big Sandy, PMC, and UPike, as well as organizations and agencies like SOAR and others. Where the small city of Pikeville can play a more direct role is through talent recruitment and retention, as well as through targeted business development.

The Kentucky Enterprise Industrial Park (KEIP) has become the new home to multiple industries. Most recently, the Wright Companies are moving their headquarters here.

- Recruit and Retain Talent Through Targeted Incentives. As discussed previously, the City can help recruit and retain talent through several approaches, including amenities development, certification, and relocation/retention incentives. One way the City could support relocation is by providing housing guarantees for developers of rental or condominium housing in a mixed-use setting. For example, if the City guaranteed a certain number of units each year as part of its talent relocation program (i.e., the City pays down student debt and guarantees that at least six people will participate in the program and use rental housing in a project each year), then it can help developers access financing that they might not otherwise have.

- Target Business Development to Absorb Local Skills. Also noted earlier, Pikeville and surrounding areas offer an excessed talent pool with a large set of important and transferable skills for various industries. Certain business recruitment efforts should be targeted to absorbing that skills base where possible, including within fields mentioned above (e.g., engineering, logistics, etc.). SOAR and various regional economic development agencies are focused on this effort at the regional level, but the City can play a role within its own business recruitment efforts to support talent retention.

Specific opportunities for tourism were identified as part of an Opportunities Assessment for Hotels, Sports & Recreation Venues, and Tourism activities in Pikeville. These opportunities are summarized here (with a more detailed report contained in the Appendix of this plan). Tourism development strategic recommendations are made towards implementation of tourism projects and programs identified through the Opportunities Assessment or through stakeholder engagement. These opportunities and strategies are discussed below.

Key Tourism Development Opportunities

As noted above, several tourism opportunities were identified through opportunities assessments conducted for hotels, sports and recreation venues, and tourism activities in Pikeville. These opportunities have not been tested in terms of their supportable demand or need, but have been identified based on gaps in the existing supply or on the basis of local and regional assets and strengths to support anchor uses.

Recreation-Based Tourism "Hub"

Pikeville has the opportunity to become a "gateway" for recreation and adventure tourism in Eastern Kentucky. While the community itself does not have direct access to a national park or recreation area, it is located proximate to recreational opportunities at Breaks Interstate Park and other sites in the region, including Pine Mountain, Dawkins Line Trail, Jenny Wiley, Paintsville Lake, Kingdom Come, and Carr Creek. More importantly, there are opportunities to define blueway and greenway linkages to recreation areas with a service hub located in Pikeville. Concepts for recreation-based tourism development include the following.

- <u>Wellness Tourism</u>. As noted in the Tourism and Hotel Opportunities Assessment (Appendix F), wellness tourism is among the fastest growing segments of the leisure tourism industry. An opportunity was identified to link Pikeville's medical cluster and university with recreation and ecotourism opportunities in the region to create a wellness tourism "package." Wellness tourism can

include medical treatment, healing, and/or healthy living programming that is also associated with outdoor recreation and healthy food options.

- <u>Ecotourism and Sustainable Tourism</u>. The opportunity was also identified for ecotourism and other sustainable tourism models with a hub at Pikeville. Pikeville could provide anchors such as interpretation facilities, education programming, dining, and tour operations focused on creating an ecotourism and low-impact visitor experience.

- <u>Low-Impact Fishing</u>. The region is home to a highly desirable, but not heavily-marketed, recreational fishing experience. Current participants would prefer not to advertise the region's fishing assets so as not to overpopulate the region's waterways and tax its resources. However, there are low-impact fishing opportunities that could target affluent recreational fishermen for high-value, high-amenity, professionally-guided experiences. Such high-value, low-volume tourism is increasingly common worldwide as an approach to growing local tourism benefits while limiting environmental impacts. Examples include fly fishing in the Rockies to quail hunting on preserves in south Georgia's Red Hills. As with other forms of recreational tourism, Pikeville can serve as a base for lodging, dining, retail, and services.

- <u>Recreation Resort/Lodge</u>. Pikeville's traditional hotel development opportunities are somewhat limited at present due to over-supply, but there are niche opportunities, including development of a destination resort oriented to outdoor recreation. The community may have opportunities to support a resort or lodge in a natural setting with access to services, as well as to potential greenway and blueway trails. The opportunity for such a facility has been identified, but it would need to be tested further for its market and financial viability.
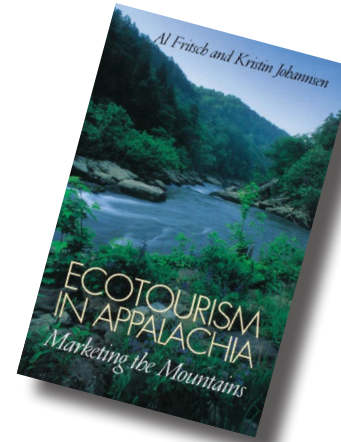
Ecotourism in Appalachia

This book (pictured at left) was published by the University of Kentucky Press in 2004. Below is a description:

"Tourism is the world's largest industry, and ecotourism is rapidly emerging as its fastest growing segment. As interest in nature travel increases, so does concern for conservation of the environment and the well-being of local peoples and cultures. Appalachia seems an ideal destination for ecotourists, with its rugged mountains, uniquely diverse forests, wild rivers, and lively arts culture. And ecotourism promises much for the region: protecting the environment while bringing income to disadvantaged communities. But can these promises be kept? Ecotourism in Appalachia examines both the potential and the threats that tourism holds for Central Appalachia. The authors draw lessons from destinations that have suffered from the 'tourist trap syndrome,' including Nepal and Hawaii. They conclude that only carefully regulated and locally controlled tourism can play a positive role in Appalachia's economic development."

KEY TOURISM DEVELOPMENT OPPORTUNITIES (CONTINUED)

Heritage and Arts-Based Tourism

Pikeville is already a hub for heritage tourism and is actively marketed by Pike County Tourism based on its role in the Hatfield-McCoy Feud. County Tourism uses The Feud as a "hook" with a recognized brand to bring people to the region in order to introduce them to other aspects of the region's cultural and natural heritage. Self-guided driving tours, as well as bus tour operators, are marketed to the county. Pikeville also sponsors a well-attended annual Hillbilly Days Festival, which also features Hatfield-McCoy Feud themes. But beyond The Feud, Pikeville offers specific opportunities to plug into the region's music, mining, art, and other heritage for tourism promotion.

- New/Upgraded Destination Museum. The Big Sandy Heritage Center Museum could be relocated or expanded, re-envisioned, and upgraded to establish more of a destination anchor in Pikeville. At present, the museum is under-realized and under-appreciated in its current "back-office" location in the Courthouse. The museum might be re-envisioned to focus on reconciliation associated with the Hatfield and McCoys and other stories of families – and nations – coming together for common purpose. The museum has a diverse collection which needs to be professionally researched, interpreted and focused in order to convey the unique stories of the Appalachian region of eastern Kentucky, southern West Virginia and southwestern Virginia.

Pikeville's existing museum has done a wonderful job with limited resources, but improvements could increase its tourism draw, including updated exhibits and greater visibility.

- Music & Mining Heritage Sites and Venues. Pikeville has the opportunity, through a museum or music venue, to celebrate the local and regional music heritage like other nearby communities in Virginia and Kentucky. Examples include Galax (Blue Ridge Music Center), Clintwood (Ralph Stanley Museum), Abingdon (Crooked Road Heritage Music Trail), Bristol (Birthplace of Country Music Museum), Staffordsville (US 23 Country Music Highway Museum), Van Lear (Butcher Holler/Loretta Lynn Birthplace), Renfro Valley (Entertainment Center), and Mount Vernon (Kentucky Music Hall of Fame). Like several other communities in the region, such as Benham, Beckley, Rocky Top (formerly Lake City), Pikeville has the opportunity to tell the mining story that has so shaped the culture and economy of the region. The museum is certainly one venue for telling these stories, but there are also opportunities for guided tours and venues oriented specifically to regional music, mining/engineering, and culture.

- Arts & Culture. There were also opportunities identified for growing the local theatre, art, and event landscape through the addition of programming, venues, arts education and resources to support what the community already has. As noted earlier, expanding and strengthening Pikeville's amenity base is a critical component of its business recruitment strategy, and arts are an essential element. The community should embrace its strong leadership in theater and build on destination opportunities, especially those relating to expanding Pikeville's regional role in arts and theater education.

Recreation Resort Lodge

The hotel opportunities assessment identified an opportunity for resort lodging, as noted above, that could serve as a destination outside of the traditional hotel market. Such a facility would be packaged with recreation and adventure tourism operators, private aircraft operators, and local institutions to establish an anchor destination. The appropriate location and viability of such a facility would need to be tested further, but possible locations might include areas near Bob Amos Park or Peach Orchard Mountain, or areas on the more topographically-challenged eastern edge of the city along Chloe Creek Road.

Multi-Purpose Sports Venue

An opportunities assessment was also conducted for multi-purpose, indoor-outdoor sports venues in the city, with findings summarized in the Appendix of the plan. An opportunity was found to exist for certain facilities that can accommodate the following types of uses or events, but the viability and sustainability of such facilities would need to be tested further.

- State & Mountain Region Sports Tournaments. The recent state wrestling competitions held in Pikeville attest to the possibility for Pikeville to host more state and regional tournaments, such as for basketball, volleyball, cheerleading, dance, softball, soccer, wrestling, and other sports.

KEY TOURISM DEVELOPMENT OPPORTUNITIES (CONTINUED)

- Ice Skating. The lack of ice skating facilities within a relatively broad geographic region suggests that Pikeville could become a hub for attracting skating activities. Creation of a low-cost outdoor rink is recommended as a starting point and to test the market.

- Local Area League Use. The development of local leagues would be critical in providing year-round support for a multi-purpose sports venue. The City has an important role to play in facilitating development of leagues.

TOURISM DEVELOPMENT STRATEGIES

Several strategies are recommended below to help Pikeville promote and develop its tourism sector. The City's tourism efforts can supplement the work of the Pike County Tourism CVB, which more broadly markets and promotes the county as a whole.

Adventure Recreation and Heritage Tourism Corridors

Both adventure recreation tourism and heritage tourism rely, to some extent, on the marketing of sites or activities linked physically through travel itineraries along transportation or recreation corridors. Adventure recreation often involves physical activity and movement along blueways (rivers, streams) or bike/ped greenways (roads, trails) involving running, walking, hiking, bicycling, mountain biking, ATVs, kayaking, canoeing, horseback riding, or through other means. Pike County is already a hub for ATV use, but there are opportunities for establishing stronger corridors or physical linkages through the development of blueways and trails. Heritage tourism also relies on roads and trails, as well as railroads and other infrastructure. While recommendations are contained in this plan for non-motorized mobility such as greenways, multi-use pathways, and bikeways (see pages 76-80), those are focused on the community level and not regionally. Approaches for the City to have a role in development of these tourism niche markets would be as follows:

Strengthen Heritage Sites and Promote Corridors.
Pike County's Tourism CVB already workers with partner tour operators, bus transportation companies, outfitters, and others to develop heritage visitor itineraries focused on the Hatfield and McCoy Feud and interpretation of regional history. The CVB has developed itineraries and promoted a degree of regional collaboration. Also, City Tourism does much to promote heritage tourism, such as through its "Pikeville History Moments"

videos and their promotion on social media. City Tourism also markets cultural, heritage and arts-related events and attractions for the App, the Arena, and other venues in the region, as needed. However, the City should also play a role in strengthening heritage tourism through the following:

- *Facilitate Capital Support for Strengthening Local Historical Sites and Districts*. The City should be identifying and working with the various historical sites around the community to help access funding for capital improvements, rehabilitation, technical assistance, and operations, as appropriate. Properties that are already listed on the National Register provide a starting point. These properties or areas include the C&O Railroad Depot, College Street Historic District, Commercial Historic District, RT Greer and Company, Hatfield McCoy Feud Historic District, Huffman House, Odd Fellows Building, Pauley Bridge, Pikeville College Academy Building, Scott Avenue Historic District, Third Street Historic District, York House and York Mansion.

- *Create Local Historic District Protections*. Where appropriate, and as recommended elsewhere in this plan, the City should be working to establish local historic districts to provide protections against building demolitions and severe alterations. As explained on page 90, the ordinance to establish such a program was adopted in the early-1990s, so the only steps still needed are the actual designation of one or more districts and the updating of the existing (but unused) design guidelines.

- *Implement Historic Corridor Signage Program*. The City would work with key sites and operators to develop both directional and interpretive signage programs that best suits the promotion of heritage tourism through Pikeville itself and links with broader regional tourism initiatives. While coupled within this recommendation, directional and interpretive signage are very different features. Directional signage is part of a comprehensive wayfinding system to provide geographic guidance to visitors, while interpretive signage is in the form of wayside exhibits that are read on foot.

Collaborate on Adventure Recreation & Eco-Tourism Corridor Development.
In a similar vein, the City should attempt to work with County and regional agencies to promote recreation tourism through the development of regional support infrastructure. The City would promote development of the following concepts in discussions with regional agencies who would have primary responsibility for seeking grant funding and technical support for regional infrastructure planning. The City would also play a role in capitalizing local hubs and assets as part of regional recreation tourism initiatives.

- *Promote and Support Regional Trail Development Planning.* The City would collaborate with neighboring communities and counties to promote the concept and planning for regional trail development for walking/hiking/biking, ATV, mountain biking and other surface trail systems. An obvious starting point would be a trail along the Levisa Fork.

TOURISM DEVELOPMENT STRATEGIES (CONTINUED)

- *Promote Regional Blue Ways Planning.* Again, the City would work with regional agencies to promote the concept and planning for blue ways and fishing initiatives. Blue ways planning could be integrated with the broader regional bike/ped surface trail master planning recommended above.

- *Participate in Regional Collaboration.* As in the above two examples, the City should participate in and promote regional tourism initiatives, such as those involving linkages with Breaks Interstate Park. As part of this collaborative approach, the City would engage with conservation and recreation agencies and organizations.

Tourism Hubs and Anchors

The City has an important role to play in strengthening tourism hubs and anchors that help drive tourism activity. Specific recommendations to this effect are provided below.

Re-Establish the History Museum as a Destination Attraction.
As previously proposed on page 99, it is recommended that the City conduct a feasibility study to examine the economic potential and financial sustainability for the Big Sandy Heritage Center Museum to become a destination attraction. The feasibility study would also help develop a strategic plan for management, development, financing, and implementing an effective museum program.

Facilitate Music Heritage Sites and Venues.
The City should work with local owners and operators of music heritage sites, and help retain and recruit new music venues, festivals, and events that strengthen Pikeville's destination appeal as a music tourism hub.

Facilitate Trail and Trailhead Construction.
As noted previously, the City has a role not only in collaborating with regional agencies on trail development, but also in capitalizing local greenways and trailheads within its own jurisdiction as part of the City's parks and recreation program, as addressed in pages 76-78 of this plan.

Promote the Airport for Tour Charters.
As part of the broader airport program recommended on pages 95-96, the City should collaborate with the airport board to promote the facility for hosting tour and recreation charters.

Destination Resort Lodging

There are opportunities for Pikeville to diversify its lodging and venue mix. One such opportunity is through the development of a destination recreation-oriented resort lodge facility. The City can play a role by funding a pre-feasibility study for such a resort as part of a recruitment effort to attract an investor and/or operator.

Multi-Use Sports & Recreation Facility

As noted on page 88 of this plan and explained in detail in *Appendix F*, the City may have an opportunity for hosting a multi-use sports and recreation facility. However, it is recommended that the City undertake a more detailed feasibility study, including a needs assessment and financial sustainability study in order to determine what scope and scale of facility may be viable and how to finance such a facility. As also previously recommended, the City should undertake a pro-active effort to promote sports and recreation league development in the community, such as through partnerships with local institutions and corporate sponsors. The development of local leagues would fulfill one of the likely requirements for a successful multi-use facility.

The City recently finished this new events center located in Bob Amos Park featuring spectacular views of the surrounding area. There are plans for adjacent cabins that can be rented for overnight stays. These forward thinking efforts are perfectly consistent with many of the recommendations of this plan.

This housing plan section provides strategic input to the Comprehensive Plan on concepts and programs for housing development and rehabilitation in Pikeville. The first section summarizes the findings from the Housing Market Analysis, with the full market report provided in *Appendix C*. Findings on existing housing and housing market conditions were summarized earlier in the Comprehensive Plan (pages 23-24). This first section provides more detail on Pikeville's housing demand and drivers within different cohorts and segments. The second section provides the key strategies for addressing underlying issues with housing conditions, as well as in closing gaps in the provision of market-rate and affordable housing. More information on regulatory policies guiding housing development, in terms of location and density, is found in the plan section on Place Types (pages 39-65).

HOUSING POTENTIALS SUMMARY

A Housing Market Analysis was conducted to provide input to this Comprehensive Plan. The full report is found in *Appendix C*. Additional information is provide below summarizing Pikeville's housing potentials and development opportunities for for-sale and rental housing based on the findings of the market analysis.

FOR-SALE HOUSING DEMAND

The Housing Market Analysis determined that the community has net new development potential for approximately 50 units over the next five years, not including destination marketing opportunities for retirement housing.

Table.	FOR-SALE HOUSING DEMAND FORECAST, PIKEVILLE, 2020-2025		
	Area Capture		Market
Price Point	Moderate	High	Rate
$ 106,250	(40)	(20)	-
$ 156,250	(56)	(31)	(43)
$ 218,750	(13)	(7)	(10)
$ 247,500	(6)	(4)	(5)
$ 288,750	(16)	(11)	(13)
$ 367,500	(66)	(50)	(58)
Sub-Total	**(197)**	**(122)**	**(129)**
Workforce	*(40)*	*(20)*	
Job-Induced	**73**	**87**	**79**
Graduate	*42*	*77*	*60*
Replacement	7	28	18
Vacancy Factor	(19)	(17)	(18)
TOTAL	**(94)**	**53**	**8**
Sources:	U.S. Bureau of the Census; Claritas; Upike, and Randall Gross / Development Economics.		

Pikeville and its primary housing market area (PMA) are expected to continue seeing a declining household base, with an overall decrease in households generating an oversupply of more than 120 units of housing stock by 2025. However, job-generated growth, such as that resulting from proactive efforts to leverage the community's institutional assets, can spur new demand for a forecasted 70 to 90 units. In addition, anticipated enrollment growth at UPike will generate demand for 40 to 80 units of for-sale graduate student housing. Normal replacement, due to fires, damage, change of use, and other factors, will result in the need for up to 30 more units by 2025. Some additional demand could be generated through the proactive marketing of Pikeville as a retirement destination, with a five-year target of up to 100 units. Thus, despite the declining household base, other factors such as economic development efforts, retirement destination marketing, institutional growth, and physical replacement needs will still generate net new demand for housing.

There is also a need for aligning the supply of for-sale housing with demand in certain demographic and price cohorts. Demand will be strongest in moderate price ranges, from $218,000 to $250,000 and up to $290,000. While household growth will remain static or will decrease, there is still a need for supply of new, moderate-priced housing to cater to those moving up in the market and those relocating to Pikeville for employment. Thus, having a selection of housing within these target price ranges will remain important for maintaining Pikeville's overall housing market health and as part of its economic development.

RENTAL HOUSING DEMAND

Pikeville will also see net housing demand for nearly 200 rental units by 2025 based on the findings of the Housing Market Analysis. The full report can be found in *Appendix C* of this plan. Again, despite a declining household base in the market area, Pikeville will generate net demand from job-induced growth for about 30 to 50 units, plus graduate student housing for 100 to 190 units based on projected growth at UPike. The need for replacement will create development opportunities for another 10 to 40 units over the five-year period.

Rental housing demand will be spread out over all income and rental ranges, with housing needed in a broad range from $300 to $1,700 in rent per month. This broad rental range does create challenges for apartment development, which typically relies on rental income within a much tighter range for comparable product. The overall summary of housing demand in Pikeville for rental apartments is shown in the table on the following page.

HOUSING POTENTIALS SUMMARY (CONTINUED)

The market findings for both for-sale and rental housing suggest that, without pro-active economic development and marketing efforts, coupled with growth at the city's major institutions, the demand for new housing will remain relatively stagnant. Even then, there will always be some limited opportunity for "churn" (or "move-up" and "move-down") in the existing market and for choice that appeals to those relocating to the city. In addition to the demand for new housing, there will also be a need for continued upgrading and some replacement of existing housing stock as identified in the Existing Conditions section of the plan.

Table.	RENTAL HOUSING DEMAND FORECAST, PIKEVILLE, 2020-2025		
	Area Capture		**Market**
Rent Range	**Moderate**	**High**	**Rate**
$ 300	(12)	(6)	-
$ 500	(3)	(1)	-
$ 600	(2)	(1)	(2)
$ 700	(2)	(1)	(2)
$ 800	(2)	(1)	(2)
$ 1,100	(2)	(1)	(1)
$ 1,200	(0)	(0)	(0)
$ 1,300	1	1	1
$ 1,700	1	2	2
$ 2,300	(1)	(0)	(1)
Sub-Total	**(23)**	**(9)**	**(5)**
Workforce	*(5)*	*(2)*	
Job Induced	**27**	**41**	**34**
Graduate	*100*	*180*	*119*
Replacement	*10*	*38*	*24*
Vacancy Factor	*(73)*	*(66)*	*(70)*
TOTAL	**41**	**184**	**102**
Sources:	U.S. Bureau of the Census; Claritas; Upike; and Randall Gross / Development Economics.		

TARGET MARKETS AND CONCEPTS FOR HOUSING DEVELOPMENT & REHABILITATION

Several target marketing concepts are recommended for housing development, rehabilitation and replacement in Pikeville. These concepts draw on the findings of the market analysis and other identified opportunities, as well as the existing conditions assessment. A goal is to enhance the quality of life for existing residents by improving the existing housing stock and affordable housing choices. Another goal is to enhance and diversify overall housing choice by introducing new markets or drawing on institutional strengths to build new product with broad appeal.

Retirement Housing & Amenity-Based Marketing

As noted earlier, Pikeville has some opportunities for establishing itself as a retirement destination through target, amenity-based marketing that would attract destination buyers outside of the local market and job-driven relocations. Locations like Pikeville throughout mountain regions are marketed for resort and retirement housing, but there would need to be a focus on establishing amenity value to attract such development within the city limits. A targeted effort would, like the medical tourism opportunity, draw on the Pikeville's institutional strengths as part of the packaging of a unique product. Key elements of this package might include high-quality medical access through Pikeville Medical Center and strong continuing education programming through the University of Pikeville. The City could collaborate with these institutions and employers, as noted earlier, on a guarantee program that promoted pre-sales as an incentive for financing and development. Products might be oriented to "small town living" such as with small lots and "maintenance-free" units such as patio homes, condominiums and clustered "villages" in a resort setting, with shared homeowner association (HOA) services. The products would appeal not only to retirees locating to the area, but also to those in the Pikeville market area who are retiring, living temporarily in Pikeville as a result of medical or other employment opportunities, or seeking smaller homes in a low-maintenance environment. A Phase 1 total of up to 100 homes would be targeted and oriented to the low/mid-price range of $160,000 to $300,000.

Student Housing

The market analysis clearly identified prospective demand for additional graduate student housing (and some nominal undergraduate housing), with potential for about 180+ units over the next five to seven years. These forecasts are dependent on the growth trajectories generated by UPike and Big Sandy Community College. Products could include Downtown-area apartments, intergenerational living concepts (integrated with retirement housing, for example), and infill mixed-use projects. Infill projects would be oriented to reducing commutation and increasing the overall market base within walking distance of Downtown Pikeville. Similar to the retirement housing concept, there would be the opportunity for Pikeville to establish a housing guarantee program in collaboration with local institutions and employers, coupled with the loan-payback incentives for relocating recent graduates to Pikeville as part of a labor force recruitment and retention program.

Rehabilitation and Replacement

This plan recommends the targeted rehabilitation or replacement of up to 200 existing housing units (with a split of perhaps 4-to-1 rehabilitation-to-replacement) based on a cursory survey of existing housing conditions. A more thorough housing conditions survey is strongly recommended as a basis for designing any housing rehabilitation and replacement programs. Rehabilitation could be achieved through programmatic efforts, including cash grants and rehabilitation loans, technical assistance and others as discussed

Housing Potentials Summary (continued)

in more detail later in this housing strategy. Replacement would require more direct financing intervention by the City or the Housing Authority of Pikeville. An ultimate goal is to improve the health, safety, and quality of life for existing Pikeville area residents. Rehabilitation and targeted replacement can also promote affordable housing alternatives to new construction, which is often generated at much higher cost and is, therefore, less affordable to many existing residents living in undesirable housing conditions. Redevelopment and replacement should not be encouraged for the sake of aesthetics or wholesale slum clearance, which is no longer an acceptable programmatic response in urban planning.

Some of the pockets of housing in the greatest need of rehabilitation or replacement are located in the steep hills just west of the UPike campus.

Recommended Housing Strategies

Several housing strategies are recommended for the City of Pikeville as part of this Comprehensive Plan. These strategies focus on the recruitment of niche product developers that meet certain needs or fill a gap in the supply of housing in the community. Several strategies focus on housing rehabilitation and replacement. Finally, there are strategies geared to assisting in the provision of affordable housing and for increasing homeownership in Pikeville. Beyond these programmatic strategies, policy recommendations are provided elsewhere in the plan to guide policy and regulation of housing development

in terms of location and product (see pages 39-65 regarding Place Types). An important component of the City's housing policy is to guide development toward densification of already-developed areas, which helps to reduce the demand and capital cost for provision of infrastructure, increases efficient delivery of services, and builds market support for Downtown and existing commercial districts. An example of this approach is the proposed Village Center Place Type to transform the existing Town and Country Shopping Center into a relatively dense, mixed-use area with housing (see pages 60 and 85).

NICHE HOUSING DEVELOPER RECRUITMENT

Several strategies relate specifically to the recruitment of niche, market-rate housing developers and builders to Pikeville. Often, a small city will see housing development that reflects the specific product niches and pricing cohorts of individual local builders, but that do not necessarily meet the diverse housing preferences or potentials in the market. Thus, there is often a need (sometimes linked to the city's economic development) to attract outside development interest and to supply products that help to diversify the available housing product in the market. Several strategies for developer recruitment are provided below.

Retirement / Resort Housing

Where the Pikeville area may have an opportunity for capturing the destination market for retirement resort housing, there will be a need to attract outside development interest. The first step in this process is to complete a pre-feasibility study that identifies potential sites for development and forecasts the market potentials and financial viability of retirement housing concepts. The study can also be geared to identifying and testing concepts that would best suit the City's interests in terms of enhancing Pikeville's small-town charm and providing affordable housing resources in collaboration with area institutions. A feasibility study, if indicating a viable development opportunity, can then be packaged as part of a Request for Proposals (RFP) for developers. The City can have an important role not only in generating the feasibility study, but also in identifying sites and working with prospective property owners to gain participation and possible land-as-equity interest in the project. Such equity interest can also provide an incentive to outside developers by reducing up-front land costs and equity requirements.

Student Housing

The City should collaborate with the university and hospital in recruiting developers for student housing, as necessary. The City's role would be to help with site facilitation: identification, control or working with property owners on packaging of sites for development. UPike and PMC can take a lead role in guaranteeing beds as part of the overall incentive program discussed earlier.

RECOMMENDED HOUSING STRATEGIES (CONTINUED)

REHABILITATION AND REPLACEMENT

There is a need for Pikeville to address poor housing conditions concentrated in a few areas of the city. The extent of these issues is not fully understood, so initial efforts are focused on gathering more detailed information as a basis for further action. An objective is to improve the living conditions and quality of life of residents, while also enhancing the community's positioning for economic development.

Conduct Housing Conditions Assessment

There is a need for more detailed information on Pikeville's housing conditions, including mapping of areas with the highest need for physical improvements. The City and/or its housing authority should conduct a housing conditions survey and assessment. Typically, housing conditions surveys examine both exterior and interior conditions, ranking each individual house in targeted areas based on a variety of factors relating to the health, safety, structural integrity, habitability, and durability of housing stock. Some measure of marketability is also sometimes considered, with respect to the size and general compatibility of housing with the basic requirements of today's households.

Access Grant Programs and Nonprofit Assistance

The City's housing and community development efforts should proactively pursue grant programs to assist with housing rehabilitation, such as through the Appalachian Regional Commission, Community Development Block Grant program, and others. The City can support the efforts of non-profits like Sandy Valley Habitat for Humanity and others to assist existing or potential homeowners with housing rehabilitation and replacement.

Targeted Code Enforcement and Rehabilitation Incentives

The City should, where relevant, target a series of "carrots and sticks," especially to address poor rental housing conditions. The City can choose to be diligent with enforcement of local codes (or to strengthen those codes, where they may be lax). To balance more aggressive enforcement efforts, the City can also offer incentives such as façade grants, ADA assistance and technical assistance for landlords and homeowners to improve the physical conditions of their properties.

"Structurally Deficient" Enforcement and Targeted Replacement

As noted earlier, it is not as acceptable as it might have been decades ago to target areas of the community for housing demolition and replacement. However, where there are housing units that present a clear threat to the health and safety of occupants, the City can and should offer programmatic assistance in collaboration with the Housing Authority

and other housing entities. Such assistance would include not only cash payments and premiums based on market valuations, but also "soft" assistance in the form of relocation grants, low-interest mortgage loans or loan pools, insurance pools, and other offers to reduce housing costs in new or rehabilitated housing on or off-site.

AFFORDABLE HOUSING AND HOMEOWNERSHIP PROGRAMS

The Housing Market Analysis identified demand in Pikeville for both for-sale and rental housing to accommodate those who can not afford to pay for market rate housing. The community's housing market is buoyed by local school performance. Therefore, there are families within the housing market area that, if they could afford to live in Pikeville, would likely move here to enroll children in the city school district. Several programmatic responses are recommended below.

Encourage Mixed-Income Housing and Homeownership

The City should collaborate with the Housing Authority on an effort to encourage the rehabilitation of housing and the development of mixed-income housing. The City and the Housing Authority would also work to enhance opportunities for homeownership among Pikeville's renter households. The Housing Authority can access funding through HUD for the Choice Neighborhoods Initiative (CNI) for planning grants and development of mixed-income housing to accommodate both affordable and market-rate units. Mixed-income housing has proven successful in providing affordable housing through cross-subsidization, where the market supports sufficient market rate housing development. Affordable homeownership can also be encouraged through grants and loans for housing rehabilitation and through HUD Housing Choice and other programs.

Promote Affordable Housing Rehabilitation

As noted above, there are opportunities to promote alternatives to new construction, which is often more expensive than the rehabilitation of existing structures. Housing rehabilitation programs can incorporate façade grants, structural integrity grants and low-interest loans, and other elements funded through HUD's Community Development Block Grants, Title I Property Improvement Loans, and HOME Investment Partnership funds, USDA's Section 504 Home Repair Program, nonprofit housing rehabilitation agencies, community foundation grants, and private developer fees, among other sources.

OVERVIEW

This is the only section of this Comprehensive Plan that focuses on one particular place. The reason is that, based upon this project's community engagement process, the Downtown area is extremely important to Pikeville's citizens. Relative to Pikeville's other commercial and mixed-use areas, the physical form, character and rich mix of uses make it extremely unique. It is noteworthy that some of the recommendations in this plan section are necessarily repeated from earlier plan sections, such as issues tied to street design and historic district design guidelines, which reflects the complexities of any downtown that require a multi-disciplinary perspective.

Main Street Four Point Approach
The National Trust for Historic Preservation's Main Street America program has been in the downtown revitalization business since the 1970s. Grounded in historic preservation, hundreds of local Main Street programs across the country have had great success with revitalization efforts. In fact, Pikeville has such a program - the Pikeville Main Street Program, Inc. This program is credited with helping to greatly improve Downtown over the past decade.

All Main Street programs follow the same "four points approach" to revitalization, which includes the following points:

• Organization - board, committees, staffing, volunteers, etc.
• Design - buildings, streetscapes, public spaces, parking, etc.
• Economic Vitality - business development, incentives, etc.
• Promotion - marketing, special events, social media, etc.

Because the four points are an effective framework for downtown planning, this plan section is organized accordingly. However, since this overall Comprehensive Plan has a particularly strong focus on economic development, the Economic Vitality point will be given greater emphasis here.

MAIN STREET AMERICA®

Why Downtown is Important
There are many reasons why Downtown Pikeville is so important to the overall community, including the following:

Downtown is where much of Pikeville's history occurred.
When Pikeville was established in 1824, it began where Downtown Pikeville now stands. While significant history happened throughout the area that constitutes today's Pikeville, much of it occurred in Downtown Pikeville.

Downtown is the institutional and cultural center of town.
Downtown is the location of City Hall, the County Courthouse, the library, post office, and various institutional offices and facilities. It is clearly the civic heart of Pikeville.

Downtown is owned by everyone.
While most areas of Pikeville outside of the Downtown are only the focus of people living or working in those areas, there is a community-wide shared sense of ownership for Downtown Pikeville.

Downtown has the "Smartest Growth" in Pikeville.
"Smart Growth" is a nation-wide community planning philosophy that encourages environmental, economic, fiscal and social sustainability. It recognizes that downtown area growth translates to less peripheral growth encroaching on outlying rural and natural areas, leverages existing urban infrastructure, and accommodates a mixed-use walkable environment that minimizes automobile trips.

Downtown defines your sense of place.
In light of the generic franchise architecture found in most suburban commercial corridors referred to as "strip commercial development," Downtown Pikeville offers a rare sense of place that convey's Pikeville's unique character.

Downtown is your postcard location.
Rarely would a Pikeville resident entertain out-of-town guests without taking them to Downtown Pikeville.

"Vibrant, attractive, use-friendly downtowns don't just happen. They are the product of vision, dedicated leadership, effective partnerships and.... good planning. The result is a roadmap that can help communities get the kind of downtown that everyone needs and wants - and deserves."

Richard Moe - Former President of National Trust for Historic Preservation - 2009

"In most American cities, you can sense almost instantly and instinctively whether it is living or dying by its downtown."

The Tennessean - 2005

"After decades of marginally effective single-solution approaches... downtown is now viewed as a multifaceted organism of economic, physical and social elements that must be addressed in a holistic manner. In short, planning, development, and management must be integrated into a seamless process."

Doug Loescher - Director National Trust Main Street Center - 2009

ORGANIZATION

The Main Street program, which is a 501(c)3 non-profit entity, has an effective organizational structure led by a Board of Directors representing various Downtown interests. It also has a traditional Main Street committee system with a standing committee for each of the Main Street "Four Points." The organization's single staff person, the Director, is a City employee, although the Main Street office is wisely located separate from City Hall. The most recent annual budget, funded by the City, was approximately $55,000, which does not include the Director's salary. While it is not a membership-based organization, it does hold events that raise funds to supplement the City's appropriations. The City recently created a new position for business expansion and recruitment. That person will focus on a wide range of business types, from industrial to the scale of smaller Downtown type businesses. Also, a merchants' association was recently established, which will coordinate with the Main Street program.

Because the organizational structure, funding, and operations of the Main Street program seem to be working well, very few recommendations are offered for the Organization facet of the program:

Appoint chairs who can spearhead their committee's efforts.
A challenge for most non-profits is to find volunteers with sufficient time to be able to supplement the work of their very limited paid staff. The Main Street program should continue to seek potential chairs who have sufficient time to be able to take the initiative with their committee's various projects with only limited staff support.

Continue to leverage the State Main Street program's resources.
The State program offers a variety of reference materials and events, such as workshops and annual conferences. It is important that the Director and board members continue to participate in those events and to read those materials.

DESIGN

Some of these design-related recommendations have already been addressed in previous sections of this plan because they also fall under other issues for Pikeville. Design recommendations include:

Explore the designation of a local Downtown Historic District.
Unlike National Register Historic Districts, local districts provide protections to historic properties to avoid demolitions and inappropriate building alterations, as well as to ensure that new development is compatible. As explained previously in this plan, the City adopted a historic preservation ordinance in 1992, but there was insufficient property owner support for the designation of any local historic districts to actually occur. A successful public information campaign led by the Main Street program and City will be needed to see this idea come to fruition. Furthermore, a new local district should cover a much larger area of the Downtown than the very small National Register districts that currently exist.

Revise the City's existing Design Guidelines.
As also explained previously, even if no local historic districts are ever designated, it is recommended that the City adopt a set of detailed and well-illustrated design guidelines as a resource for Downtown property owners. When not mandated, guidelines can still be incentivized by tying them to financial incentives for building rehabilitation projects. The City actually has never-used design guidelines prepared in the 1990s, but they would need substantial upgrading to be effective today.

Pursue the redevelopment of Hambley Blvd.
As Downtown's most heavily-traveled and highly-visible street, Hambley Blvd. could be greatly enhanced. As recommended previously on page 84, this street could be rebuilt to more closely resemble the "Avenue" street type in this plan (see page 73). Because of the very few driveways along this street within Downtown's core, it could accommodate a landscaped median for much of its length.

Manage on-street parking to create more parking turnover.
Most of Downtown's on-street parking lacks time limitations for parking. This situation allows Downtown employees to occupy the

DESIGN (CONTINUED)

most convenient parking, which should be reserved for shoppers and diners. Employees should park in lots or the garage. Time limit signs should be installed on more streets and limit durations to two or three hours. Parking meters are not recommended, and enforcement should be conducted using hand-held digital devices due to a federal appeals court ruling precluding the chalk-marking of tires.

Revise the C-3 zoning to prohibit 12-story buildings.

The Central Business District currently allows buildings as tall as 12 stories in height. It is recommended that this cap be revised to roughly half of that height to achieve better compatibility with this historic Downtown. In fact, if the City's design guidelines are revised as recommended, they should identify maximum heights for specific parts of Downtown since even six-story buildings would be too tall for a block dominated by two-story buildings.

Accommodate waivers to off-street parking requirements.

Section 156.130 of the City's zoning ordinance (Off-Street Parking and Loading) is already written to be relatively lenient as applied to the C-3 zoning district. However, complete waivers may be required at some point in the future to accommodate new businesses and development. Such waivers might be addressed with either text edits to this section of the ordinance or as an informal policy to follow.

Pursue additional parking for Downtown.

Because the existing public parking garage on Hambley Blvd. is at full capacity when UPike is in session, additional parking may be needed. Potential options include:

- Adding floors to the existing garage on Hambley
- Building a new garage near the Appalachian Wireless Arena
- Utilizing church parking lots via formal agreements

Develop a splash pad, skate park and pickleball court.

These facilities have been requested by the community as a way to make Downtown more appealing, especially to children and teenagers. See page 88 of this plan for details on these ideas. Although Bob Amos Park might be a fallback location for the skate park and pickleball court, the priority location is Downtown Pikeville.

Locate any new museums in Downtown Pikeville.

Based upon this plan's analysis of tourism opportunities, there may be the potential for the development of one or more new museums in Pikeville. Potential themes include Appalachian history/culture, coal mining, and the Hatfield-McCoy feud. If any such new museums are indeed established, they should be located in the Downtown area to leverage economic spin-off benefits for businesses.

Finally, what a community avoids doing can sometimes be as important as its proactive measures. Examples of moves to avoid in the future include moving governmental offices (City, County, etc.) out of Downtown and vacating street or alley segments.

PROMOTION

Pikeville does a good job of programming the Downtown with special events. Examples of major events are Hillbilly Days and Hatfield-McCoy Heritage Days, although Hillbilly Days has been canceled for 2021 because of the current pandemic. The following recommendations are offered for the promotion of Downtown Pikeville:

Utilize social media more for Downtown Pikeville.

It is recommended that UPike interns be hired by the Main Street program to maintain a social media presence for Downtown. Interns have been used this way in the past, but have not always panned out. Perhaps "lessons learned" can be identified before resuming and fine-tuning this sort of internship program.

Create a Downtown logo.

The Main Street program should hire a graphic artist with a good track record of logos to design one that can be used for both the Main Street program and Downtown Pikeville in general.

Lastly, the Pike County Farmers Market is currently held on Tuesdays and Saturdays from May through October. It is located next to the high school under a pavilion built specifically for the market. However, this location has very few nearby businesses, so the market cannot generate economic spin-off benefits. While it is not a formal recommendation of this plan, a supplemental Downtown market might be considered at some point in the future.

Leverage Civil War History

When the Civil War broke out, allegiances were mixed in Pikeville. The first military occupation of the town occurred in October 1861 when Confederates encamped in the town. On November 10, 1862, Union forces under General William "Bull" Nelson routed the Confederates, and US forces under Colonel James Garfield (future US President) occupied the city. Roughly 3,000 soldiers camped in today's City Park before flooding forced them to relocate to the hills now occupied by UPike's campus. It is recommended that this history be interpreted in the park with both interpretive wayside exhibits and periodic living history demonstrations, which might be promoted with visitors at nearby Middle Creek Battlefield.

Photo source: Missoulian

ECONOMIC VITALITY

This section of the plan for Downtown Pikeville collates the various findings of the market analyses and industry studies to identify specific opportunities for business development in the Downtown area. It draws on the Office, Retail, and Housing market analyses, the Target Industry Analysis, and the various opportunities assessments for tourism, recreational venues, and hotels, to identify the targeted opportunities for business development in Downtown Pikeville. The retail and office opportunities previously determined for Downtown are recapped in the sidebar at left and the table below (for retail). The following economic-related recommendations address: downtown business development, amenities and support services, infill development, marketing and branding.

Table 10.	RETAIL BUSINESS OPPORTUNITIES, PIKEVILLE	
Type of Business		**Square Feet**
Full-Service Restaurants / Health Theme		14,000
Live Music or Entertainment Venues		50,000
Outdoor Recreation / SG Destination Stores		10,500
Regional Heritage / Gift Book/Music Shop		3,500
Pharmacy / Medical Supply		14,500
Specialty / Furniture Store		10,000
Specialty Health Food/Convenience Store		5,800
Jewelry, Accessory Stores		7,500
Coffee / Specialty Health Snack or Beverage Shop		3,500
Total		**119,300**
Source:	Randall Gross / Development Economics.	

Downtown Business Development

This plan's previous analysis identified several types of businesses and venues that could be targeted for recruitment or entrepreneurial development in the Downtown area. These targets include a variety of medical center and university-related spin off (e.g., temp /HR services, outpatient behavioral health services, IT firms),

lifestyle-driven web-based companies from larger metropolitan areas, recreation tour operators, retailers (sporting goods, health food, jewelry and accessories, medical supply), restaurants/cafes, and entertainment venues (music venues). This plan's Economic Development and Tourism sections also identify business retention and growth strategies that would assist businesses Downtown and elsewhere in Pikeville, such as through technical assistance, development of the local advertising/marketing infrastructure, local on-line platforms, talent recruitment (i.e., loan repayments and other relocation incentives), and other programs. See the sidebar on the following page for a summary of key steps for business recruitment efforts to be spearheaded by the Main Street program.

Amenities & Support Services

A key economic development strategy for Pikeville relates to enhancing the amenities base. A variety of approaches are offered, some of which could be focused specifically on the Downtown area. Among these would be development of a new heritage museum coupled with restaurant/music venue/meeting space as an anchor destination attraction, creation of a seasonal recreation amenity like an ice skating rink / volleyball court, recruitment of boutique shops and restaurants with live music venues, and creation of a trail network with hubs in the Downtown area. Other amenities could include the creation of a Downtown Free Wi-Fi Zone with high-speed internet access for Downtown residents and businesses. Expansion of the arts and cultural offerings Downtown would also add amenity value, such as through additional art-related competitions and events, music concerts, theatrical competitions/events, sponsored art exhibitions, and similar events. Establishment of shared business support and social networking services covering the Downtown area would also add amenity value in support of relocation and business development. To summarize, key amenity project concepts and services include:

- Anchor heritage museum / restaurant / music venue
- Ped/bikeway lanes, trails and trailheads
- Volleyball courts for summer use (Downtown already has an ice rink temporarily erected in the City Park during the winter)
- Free Downtown Wi-Fi hub and high-speed internet services
- Blueway access along river

ECONOMIC VITALITY (CONTINUED)

- Boutiques (jewelry, accessories, etc.)
- Art and theatre-related competitions and festivals
- Sponsored art exhibitions
- Business support and social networking services

Infill Development

As noted earlier, the market analyses identified several opportunities for existing building rehabilitation and new development. There is the opportunity for anchor development of multi-use venues such as the heritage museum/venue concept discussed elsewhere. There is also the opportunity for some housing densification on single-family lots located on the periphery of the downtown area, such as through two to five-unit rental apartment buildings and mixed-use buildings with ground floor retail and upper floor office space or apartment units (so long as the demolition of historic buildings can be avoided). The opportunities for surface trails and blue-ways should be accommodated throughout Downtown, with sites designated for the creation of trailheads. See pages 76-80 for details on this idea. Associated with those sites would be existing buildings or new development opportunities to accommodate the target retail and restaurant uses identified in the Retail Market Analysis (Appendix D) and elsewhere in this plan. In summary, the key opportunities for Downtown infill development include:

- Trailhead sites populated by small retail, recreation and café uses
- Two to five-unit apartment buildings (20± total units)
- Small, mixed-use buildings with lower-floor retail and upper floor office space or apartments
- Graduate student apartment building(s) with ground-floor retail (70-150 housing units and 10,000 square feet of retail space)
- Small condominium and townhouse projects

Marketing & Branding

Downtown Pikeville is already a business and services hub for a fairly broad swath of Eastern Kentucky. It offers such a diversity of uses – medical, education, government, civic, tourism, cultural, etc. – that is cannot be pigeon-holed into one specific theme. However, Downtown can be branded to serve different target markets.

Among the primary opportunities for growth are these concepts:

- Gateway for Outdoor Recreation
- Cultural Heart of Eastern Kentucky
- Home to Feuds and Forgiveness
- Innovative Regional Med-Tech Hub
- Supportive Small Business Environment

Marketing efforts aimed at independent tourism could focus on outdoor recreation and culture, while organized tourism (i.e., bus tours) is based, in part, on the Hatfield and McCoy theme. The community's economic development vision gears marketing to a theme of innovation and to attracting and retaining small businesses. Building on the Downtown area's inherent institutional strengths will be important in attracting and retaining talent and innovative businesses. Tourism marketing would benefit, as noted in the Tourism section of this plan, from regional collaboration, where Downtown Pikeville can benefit from the combined marketing resources of multiple counties and three state governments, with a focus on recreational and heritage corridors anchored by Downtown Pikeville. Trail master planning would help in supporting that effort, if taken on at the regional level. Local economic development efforts can be targeted to specific businesses and sectors, as outlined in this plan's Target Industry Analysis (Appendix G), with a focus on attracting small innovative businesses and entrepreneurs through a series of targeted relocation incentives. Working with economic development agencies to promote Pikeville's collaborative institution base will also be important.

Anderson, South Carolina, used its desired optimal tenant mix to create a series of eye-catching storefront posters advertising vacant ground floor space. This example states "I wish I was a Toy Store," while other posters reflect other business types identified as being viable.

Business Recruitment Steps

First, business recruitment efforts should not overshadow the need for existing business retention and expansion. That objective relies primarily upon strong and continuous communications between the Main Street program and business owners so that the program may be able to offer assistance to struggling businesses or those needed to expand. Recruitment steps should include the following:

- *Create and maintain an inventory of building space* and supporting information to share with those looking for Downtown space.

- *Establish a business recruitment team* within the Main Street program that includes at least one Downtown business owner.

- *Develop marketing materials* to share with targeted business owners to convince them of the benefits to being in Downtown.

- *Identify and pursue candidate businesses* with a focus on successful businesses in neighboring communities.

OVERVIEW

An effective plan implementation strategy helps the community move from vision to reality. The intent of this plan section is for the plan to be successfully implemented through the actions of the City, including elected and appointed bodies and staff. Other entities and individuals will also be needed to implement the plan, including the local real estate and business communities. The City's required actions may include ordinance amendments, budget approvals, capital improvements programs, and similar activities and products. Capital projects should be included in the City's capital improvements program and budgeted accordingly. Regardless of the specific responsibilities of the City government, it will take the entire Pikeville community - public sector, private sector and non-profits - working together to achieve the full vision expressed in this plan.

Photo source: Mountain Top Media

PLAN IMPLEMENTATION MATRIX

The Implementation Matrix on the following pages lists specific recommendations expressed throughout this plan. It provides a summary of those recommendations, indicates who will be responsible, and when they should be implemented.

Time-Frames

When considering the time-frame of a particular recommendation, it is important to understand that some actions build on others and cannot occur simultaneously if they are to be effective. Therefore, actions listed as "Years 4-5" are not necessarily less important, but they often just require other actions to occur first. Also, many of the "Year 1" implementation steps are "low hanging fruit" that may not require a substantial amount of expenses, time and/or effort. It should be noted that the alphanumeric designation of each recommendation does not reflect a sequencing of priorities. Finally, *the year indicated refers to when the recommendation might be initiated, but not necessarily completed.*

Responsible Party

The "responsible party" column in the matrix identifies individuals, groups, or organizations that should implement the action. It should not be viewed as exclusive or comprehensive in that others who have not been listed may have an interest, skill, or responsibility for assisting with the action. It should also not be interpreted to be mandatory. This part of the plan must remain very fluid to be as responsive and nimble as needed to take advantage of opportunities and partnerships as they present themselves over the coming years. Also, because of limited space in this column of the matrix, some tasks will require more partners to help with implementation than are reflected here, particularly for economic development, tourism and housing initiatives. Referring to the plan pages referenced for each recommendation will shed light on other parties to be involved.

HOW TO APPLY THE PLAN

Flexibility

A Comprehensive Plan should be viewed as a living document so that its implementation can be adjusted to changing circumstances. However, regardless of revisions, the City should still stick with the plan's Planning Principles, as listed on page 35 of this plan.

Plan Updates

As new circumstances, opportunities and challenges for Pikeville arise over time, the City should periodically update the plan. The previous Comprehensive Plan for Pikeville was prepared in 2013. The City should be commended for updating its last plan seven years ago, as some communities unwisely allow decades to pass before updates occur. Nevertheless, this plan should be updated at least every five years based on new circumstances and the City's implementation achievements for this plan. In fact, the State requires that comprehensive plans be updated at a minimum of every five years, and the community's zoning and development regulations must be aligned with that plan.

No.	Recommendation	Page #	Responsible Party	Time-Frame
A.	**Place Types**			
A-1	Adopt a new zoning map to implement this plan's proposed Place Types Map.	36-38	City	Year 1
A-2	Adopt new zoning provisions for this plan's proposed Natural Areas.	39-40	City	Year 1
A-3	Adopt new zoning provisions for this plan's proposed Rural Areas.	41-45	City	Year 1
A-4	Adopt new zoning provisions for this plan's proposed Suburban Areas.	46-52	City	Year 1
A-5	Adopt new zoning provisions for this plan's proposed Urban Areas.	53-60	City	Year 1
A-6	Adopt new zoning provisions for this plan's proposed Special Areas.	61-65	City	Year 1
B.	**Mobility**			
B-1	Adopt the Road/Street Type standards proposed in this plan.	66-74	City	Year 1
B-2	Implement the road/street improvements proposed in this plan through design and construction.	75	City, County, KYTC	Years 2-3
B-3	Implement this plan's non-motorized mobility improvements for greenways, pathways, bikeways and sidewalks.	76-81	City, County, KYTC	Ongoing per funding
B-4	Redevelop Hambley Blvd. thru Downtown to achieve a more functional and attractive Avenue street type design.	84, 107	City	Years 4-5
B-5	Manage Downtown's on-street parking to generate turnover of spaces to accommodate shoppers and diners.	107-108	City	Year 1
B-6	Pursue additional parking for Downtown (structured parking, utilizing church lots, etc.)	108	City	Years 2-3
C.	**Other Physical Improvements**			
C-1	Implement this plan's recommended infrastructure and utility improvements over time as funding allows.	86	UMG, relevant utility companies	Ongoing
C-2	Implement this plan's recommended parks and recreation improvements over time as funding allows.	87-88	City	Ongoing
D.	**Natural & Cultural Resources**			
D-1	Revise the City's Subdivision Regulations to require street trees for all new subdivisions.	89	City	Year 1
D-2	Adopt regulations that protect existing significant trees and avoid clear-cutting on development sites.	89	City	Year 1
D-3	Revise development regulations to minimize the amount of paving allowed for new developments.	89	City	Year 1
D-4	Revise the City's Stormwater Management Code to better define guidelines for both pre and post-construction.	89	City	Year 1
D-5	Expand past river clean-up efforts, including securing tire removal equipment, perhaps in a shared arrangement.	89	City	Ongoing
D-6	Explore opportunities to integrate "green infrastructure" approaches into development regulations.	89	City	Year 1
D-7	Pursue the designation of a Downtown local historic district by starting with a public education campaign.	90, 107	City	Year 1
D-8	Update the City's existing (but unused) design guidelines regardless of local district designation occurring.	90, 107	City	Year 1

THE PLAN: IMPLEMENTATION

No.	Recommendation	Page #	Responsible Party	Time-Frame	
E.	**Economic Development, Tourism & Housing**				
E-1	Based on identified key targets for business development, pursue this plan's retention and growth strategies.	93-96	City, PMC, UPike, etc.	Ongoing	
E-2	Based on identified key targets for business development, pursue this plan's recruitment strategies.	93-97	City and others as relevant	Year 1	
E-3	Pursue this plan's strategies for start-ups, innovation, and new business development.	97	City and others as relevant	Years 2-3	
E-4	Implement this plan's workforce development strategies, including adopting incentives and absorbing local skills.	97	City and others as relevant	Years 2-3	
E-5	Develop adventure recreation and heritage tourism corridors by strengthening sites, promotion and collaboration.	100-101	City, tourism agencies, others	Year 1	
E-6	Strengthen tourism hubs and anchors, including museums, trails, and airport for tour charters.	101	City, museum, airport	Years 4-5	
E-7	Explore the potential for destination resort lodging and a new or expanded multi-use sports/recreation facility.	101	City	Year 1	
E-8	Recruit developers for niche housing, including retirement/resort housing and student housing.	103-104	City	Year 1	
E-9	Implement a very targeted program of housing rehabilitation and replacement where housing is deteriorated.	105	Housing Authority of Pikeville	Years 4-5	
E-10	Pursue affordable housing and homeownership programs for both for-sale and rental housing	105	Housing Authority of Pikeville	Years 2-3	
F.	**Downtown**				
F-1	Appoint chairs who can spearhead their committees' efforts.	107	Main Street program	Ongoing	
F-2	Continue to leverage the State Main Street program's resources (materials, workshops, conferences, etc.).	107	Main Street program	Ongoing	
F-3	Implement recommendations from elsewhere in this plan related to local historic districts and design guidelines.	90, 107	City	Year 1	
F-4	Redevelop Hambley Blvd. thru Downtown to achieve a more functional and attractive Avenue street type design	84, 107	City	Years 4-5	
F-5	Manage on-street parking to create parking turnover to prioritize shoppers and diners (avoid parking meters).	107-108	City, Main Street program	Year 1	
F-6	Revise the C-3 zoning to prohibit 12-story buildings, and assign block-specific caps through design guidelines.	108	City	Year 1	
F-7	Accommodate waivers to off-street parking standards in the C-3 zone via formal language or informal practices.	108	City	Year 1 / Ongoing	
F-8	Pursue additional parking for Downtown (structured parking, utilizing church lots, etc.)	108	City	Years 2-3	
F-9	Consider the development of a skate park and playing courts (pickleball and basketball).	108	City	Years 2-3	
F-10	Locate any new museums in Downtown Pikeville.	108	City	Ongoing	
F-11	Utilize social media more for Downtown Pikeville by hiring UPike interns.	108	Main Street program	Ongoing	
F-12	Create a Downtown logo be used for both the Main Street program and Downtown Pikeville in general.	108	Main Street program	Year 1	
F-13	Move the Farmers Market to Downtown, and do not make the move contingent upon having a pavilion for it.	108	Co. Farmers Market, Main Street	Year 1	
F-14	Implement the economic vitality strategies related to business development, amenities and support services.	109-110	Main Street program and City	Ongoing	
F-15	Implement the economic vitality strategies related to infill development and marketing/branding.	110	Main Street program and City	Ongoing	

Pikeville Comprehensive Plan Update

APPENDICES

Pikeville Comprehensive Plan Update

APPENDICES

A. Public Opinion Survey Results

B. Economic Baseline Assessment

C. Housing Market Analysis

D. Retail Market Analysis

E. Downtown Office Market Analysis

F. Tourism & Hotel Opportunities Assessment

G. Target Industry Assessment