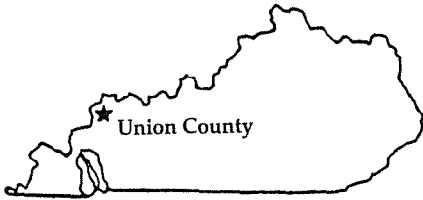


# UNION COUNTY PLANNING COMMISSION



Post Office Box 1  
Morganfield, Kentucky 42437-1508  
Tel. (270) 389-2093

September 13, 2009

Tiffany Bowman  
Public Service Commission  
211 Sower Blvd.  
Frankfort, KY 40602

RE: Kentucky Public Service Commission **Case No. 2009-00160**  
Request for Records

**RECEIVED**  
SEP 21 2009  
PUBLIC SERVICE  
COMMISSION

Dear Ms Bowman,

Thank you for your interest for information and documents related to the formation and scope of the geographic jurisdiction of the Union County Planning and Zoning Commission. The Union County Planning Commission is responsible for the County Wide Comprehensive Plan and the oversight of zoning administration in the incorporated cities of Morganfield, Sturgis and Waverly. The Union County Fiscal Court voted against zoning within the limits of their jurisdiction; therefore no county wide zoning exists in Union County.

The Union County Planning Commission was formed and operates under KRS 100.

Programs administered by the Union County Planning Commission pertaining to the area of Union County fall under the County Building Code Program. Permit applications for building code enforcement (electrical inspection and building code) may be obtained at the Planning Commission Office on the second floor of the Union County Court House between the hours of 8:00 a.m. - 4:00 p.m. All electrical permits must be applied for by a licensed electrical contractor. Building Code permits must be applied for by owner or authorized representative.

If you have any questions or need further assistance, please contact our office at 270-389-2093 at your earliest convenience.

Sincerely Yours,

A handwritten signature in black ink, appearing to read "Sean P. Sheffer".

Sean P. Sheffer E.I.T.  
Union County Planning Director

## Union County Planning History

### Background

The Union County Planning Commission was formed as a joint city-county planning commission in 1972 by the Union County Fiscal Court and the Cities of Morganfield, Sturgis, Uniontown, and Waverly in accordance with K.R.S. 100. The City of Uniontown withdrew from participation in 1979. The Commission membership consists of five (5) representatives for the County, three (3) each for the Cities of Morganfield and Sturgis, and one (1) for the City of Waverly for a total of twelve (12) commissioners, appointed by the County Judge and respective Mayors. The Planning Commission has the responsibility of implementing the Union County Comprehensive Plan and the Municipal Zoning Ordinance for the Cities of Morganfield, Sturgis, and Waverly and the Land Subdivision Regulations for Union County enacted hereunder. The Planning Director and staff are responsible to the Commission for all administrative activity. The Commission also administers the County-wide Building Code Enforcement program and property addressing throughout the County. Prior to the Union County Planning Commission in the 1960's the Cities of Morganfield and Sturgis each had their own individual planning boards and enacted municipal zoning and subdivision ordinances.

### Union County Comprehensive Plan

The Planning Commission contracted with a firm in 1972 for the preparation of the first Comprehensive Plan. This Plan first had to be prepared and adopted prior to the enactment of any land use regulations adopted by the member units of government. The Plan contains the following elements:

1. Goals and Objectives (subject to review every five (5) years);
2. Short and Long-term Policies
3. Demographics and Environmental Assessment;
4. Existing and Future Land Use and Housing;
5. Existing and Future Transportation;
6. Existing and Future Community Facilities;
7. Comprehensive Economic Development (added in 1994)
8. Strategic Plan for the City of Sturgis (added in 1994)

A comprehensive plan is also referred to as a master plan, and upon appropriate consultation with public and private agencies and citizen participation, should provide the community vision and general long-term direction of development within the planning unit. A master plan is a written and graphic document outlining the community's preparation and ability to address issues concerning the public health, safety, and welfare. A master plan is not a regulation, but a framework for regulatory decisions. Many communities, including Union County, are currently introducing a strategic plan element to their master plan. A strategic plan is more often than not a short-term team approach to problem solving by identifying and prioritizing specific projects within the community vision framework of benefit to the entire community and organizing a schedule for project completion, which may include specific dates and costs. Long-term goals are established to evaluate commitment and progress.

A comprehensive plan may contain additional elements such as community renewal, flood control, conservation, historic preservation, or other elements which in the judgment of the planning commission will further serve the purposes of the comprehensive plan. Continued community participation is essential to successfully implemented plans.

## Land Subdivision Regulations

Subdivision regulations are adopted for the purpose of requiring developers, whether private or public, to plan for orderly development and develop site improvements necessary to serve property within the area of their development. These improvements must meet certain standards prior to dedication for public acceptance by a local unit of government. The type of improvement may vary according to the characteristics of each subdivision. Within an urban environment, consisting of high population, structural, and site development densities, there is a demand for wide paved streets including an engineered drainage system of curbs, gutters, and perhaps storm sewers, a sidewalk system for the public safety of pedestrian traffic, and water, sewer, natural gas, and electrical utility systems. The rural environment remains almost exclusively agricultural and residential in its development pattern and occurs primarily along existing State and County rights-of-way, therefore, the demand or necessity for curbs, gutters, storm sewers or sidewalks would be impractical or does not exist. Well designed and constructed subdivisions add to community appearance and add value and marketability to private property. The Planning Commission is the statutory authority for the enforcement of subdivision regulations.

## Zoning

The practices of city/town planning are found in ancient civilization, through our more recent ancestral origins, and have guided the development of the majority of the cities in the United States. Many of our colonial cities and twentieth century industrial towns and large urban centers began with a designed right-of-way, block, and lot plan. Patterns of development began, and as municipal economies expanded during the Industrial Revolution, industrial and primarily labor occupied housing developed along the railroads and rivers. People lived near or where they worked and traveled by horse and buggy. The rural countryside was primarily agricultural based.

The early decades of the 1900's saw the advent of the automobile, electricity distribution, and communication advancements which permanently changed the American landscape. With each small city (2,500 – 10,000 population), medium city (10,000 – 50,000 population), and large city (50,000 + population) becoming a semi-autonomous economy of scale with moderate growth, city blocks began to fill with various types of residential and commercial development. Land disputes and nuisances became more frequent, and the courts were hearing an increasing number of cases with similar land development characteristics. Zoning became a city planning concept to provide minimum site development standards, to separate incompatible land uses, and to provide an administrative process prior to a judicial appeal process. Obviously large cities enacted the initial zoning ordinances because of the volume of land use cases and the staff capability to enforce the ordinance. The steady economic and population growth of most of the twentieth century has created vibrant metropolitan areas which are having a significant impact on the rural landscape adjoining these cities. Much of this rural growth can be attributed to an opportunity for some for relief from high inner city and suburban population densities and traffic congestion.

Zoning is a planning tool for classifying land uses, requiring specific site development standards by land use type, and separating incompatible land uses. Zoning is local governmental control over the ultimate use of land. The ordinance or law and map are approved by the legislative body upon a recommendation by the planning commission. Amendments to the ordinance or map follow the same process. The statutes require the establishment of a board of adjustments or appeals board by the legislative body to hear cases for conditional uses (versus permitted uses), dimensional variances (from required building setback distances), and administrative review (challenge of a decision of the administrative official). The planning commission and board of adjustments consist of citizen members

(Kentucky Court of Appeals excluded elected officials). Each district contains a list of permitted uses, conditional uses requiring a public hearing before a board of adjustments, lot area requirements, building setback, height, and structural density requirements, and other requirements depending upon the type of use. Building permits are required for most development activity.

### Conclusion

Union County and its' incorporated cities have adopted the minimum level of land use regulation to comply with State statutes. The adoption of a zoning ordinance for Union County would be a significant measure to provide minimum land use protection for the property owners in unincorporated areas and will be more specifically discussed by type of use. The City of Uniontown would then be the only area in the County without zoning. We must keep in mind that people, time, and land are our most valuable resources. How our community develops is based upon the thousands of individual development decisions within the framework of economic freedom of choice enjoyed in the United States. Zoning is a restriction on some development choices which may be detrimental to others. In essence, the right to adversely affect our neighbor's property is conceded to gain the protection from the potential adverse influence to our property from a neighboring property owner. Such an arrangement has proven to provide stability to neighborhoods, maintain property values, and improve the quality of life. Union County is fortunate that no significant detrimental development has occurred to damage the attractiveness of our countryside, but that could change tomorrow. However, the general issues involve the protection of the boundaries of our cities and agricultural assets from undesirable or unplanned development and the protection of all property owners in the realm of daily development decisions which at the time only affect a handful of property owners but over time affect all in Union County.

Larry Joe Jenkins  
County Judge/Executive

Paul T. Cassidy  
Union County Planner

**COMPREHENSIVE PLAN REVISION 2001  
ELEMENT TASK CHECKLIST**

- 1. **Goals and Objectives**
- 2. **Short-term Policies**
- 3. **Demographics and Environmental Assessment**
- 4. **Existing Land Use and Housing**
- 5. **Future Land Use and Housing**
- 6. **Existing Transportation**
- 7. **Future Transportation**
- 8. **Existing Community Facilities**
- 9. **Future Community Facilities**
- 10. **Comprehensive Economic Development (added in 1994)**
- 11. **Strategic Plan for Union County**
- 12. **Strategic Plan for the City of Sturgis (added in 1994)**
- 13. **Strategic Plan for the City of Morganfield**

# Union County, Kentucky Economic Development Strategy May 2001

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*Prepared by Union County Economic Development Foundation  
in cooperation with the U.S. Economic Development Administration*

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# Overview

## What is this report?

This report outlines a strategy and action plan to move Union County forward. It is the product of over a year analysis and citizen discussion. This process will, hopefully, continue.

A report such as this is simply a marker in the road, a guidepost to orient our discussions and focus our attentions.

The County has undergone major economic shifts with the decline of Kentucky's Western coal fields. Adjusting to these changes will take time. But as this report makes clear, we have little choice in the matter. The changes in Union County's economy are fundamental, long-standing, and largely irreversible.

The Union County Economic Development Foundation has prepared the report with the financial support of the U.S. Economic Development Administration. (EDA).

This action plan does not look like a typical government-funded report. EDA encourages communities to produce strategies that are "short and easily accessible...Its quality should be

judged by its usefulness as a guide to local decisions."

## What do we hope to accomplish?

We are using this process to pull together a group of leaders in Union County to implement new investment initiatives for our county and region. These leaders represent government, business and community groups.

## Why is this effort needed?

While a lot of people are making plans for the future, a number of people feel we need to improve our communication even further. By working together, we can increase the amount of money being invested in our region by government, business, and foundations.

## Who is involved?

The Economic Development Foundation has invited citizens from the County to participate in designing and implementing this process. You can get a complete list by calling Judy Weathervolt at the Foundation.

## How did this effort start?

With grants from EDA and Wal-Mart, the Foundation was able to finance this process. The Foundation will provide the initial funding of this effort, and the Foundation has invited the initial people to participate.

## What is the role of the Foundation?

The Foundation's primary role is a catalyst and funder. The Foundation is pulling people together and paying for the process with an EDA grant.

## Who else is involved?

The Foundation retained the services of Ed Morrison, an economic development consultant with extensive experience in Kentucky. He wrote this report.

Ed is the consultant to the Cabinet for Economic Development, and he has conducted twelve assessments of rural counties throughout the state with the Kentucky Industrial Development Council.

He works with a handful of other clients including Oklahoma City and the State of Oklahoma. He is the author of

the 1998 Commission on the Future of the South report, *Southern Connections* and he also teaches strategic planning at the University of Oklahoma's Economic Development Institute.

**When did you start this process?**

We started this process over a year ago. We have had a number of meetings to discuss how this project should be designed and managed to get the broadest possible participation in the county.

**Isn't this effort simply duplication?**

No. Each organization, each community can and should continue to do their own planning. We are looking at a different tar-

get. We want to encourage new countywide efforts. We want to promote new forms of cooperation in areas we know are going to be important for our future.

**What about other on-going planning efforts?**

They will and should continue.

**Won't there be conflicts?**

We already have conflicts, and these conflicts are slowing us down. We are proposing an entirely new approach to building broader and deeper consensus.

**Why is this effort any different?**

It will be different because we will make it different. We will

involve a wide spectrum of our community. We want to address tomorrow's challenges today, instead of spending so much time addressing yesterday's problems. We will include all different age groups. And we will use new Internet-based technology to help us build these new communication linkages.

**What will we get out of this?**

In a word, we want more investment in the people and places in Union County. We will build our future by investing in it.

**How can I help?**

Come to our next meeting and make a sustained commitment to stay involved.

# Quick Tour

## The Current Situation

With the contraction of coal mining Union County has lost a major component of its economic base.

These jobs pay over twice the prevailing manufacturing wage. In other words, to replace the same level of income, Union County will have to attract and grow two manufacturing jobs for every lost coal mining job.

The County has the infrastructure in place to begin diversifying the economy. This process will take time, but the place to start is with manufacturing recruitment and tourism development.

## A New Direction

After nearly a year of discussions and planning, we can strike out in a new direction. This will emphasize our strengths as a rural county with good (and improving) infrastructure, a strong educational system, and a deeply rooted rural character.

Because our county is small, we cannot afford to pay someone else to do this work for us. Building Union County is the responsibility of every resident who cares about the county.

## Citizen teams

To help us manage this process, the Economic Development Foundation is promoting the development of six working teams. Each team will be responsible for a portion of our agenda.

These teams will cover the following areas:

1. Market Union County for industrial investment
2. Implement balanced land use planning and growth management policies
3. Improve lifelong learning options for children and adults
4. Upgrade our county-wide recreation facilities
5. Implement a tourism development and marketing action plan
6. Implement partnerships to promote additional housing investment in the county and a continuous environmental clean-up in the county

## Next Steps

We have outlined an ambitious agenda, one that we heard from the citizens of the County. But how do we implement this? Who will do all the work?

The answer is: We will.

We need to reorganize and focus our efforts. There's no shortage of exciting, interesting people doing valuable, important tasks in Union County. Part of our challenge is to celebrate what we are already doing. Spread the word. Let other people know just what is going on.

But we have another task as well. We need to energize more people, especially our young people, in the exciting opportunity of building Union County for the next generation.

# Our Approach

## Our ground rules

We have conducted this process by following a set of basic ground rules:

- Promote openness and honesty
- Respect each individual
- Preserve the rural character and sense of place of Union County.
- Promote a non-partisan effort
- Strengthen public/private partnerships to promote regional economic development
- Explore diverse (and sometimes conflicting) positions and ideas
- Focus on reaching a consensus
- Focus on implementation

## SMART Goals

This is a work in process. With any economy as complex as Union County's, we can be overwhelmed by detail. To improve the performance of our economy, we need to set clear, measurable goals. Indeed, these goals should be SMART: Simple; Measurable; Aggressive, but achievable; Relevant; and Time sensitive.

The conventional wisdom is that achieving goals takes four steps. First, you set goals. Next, you make plans. Then you take action. Finally, results must be evaluated.

This linear approach to converting goals into action sounds logical, but it can lead to disastrous results. This approach is a short cut to unrealistic goals and setting ourselves up to fail from the start.

The only way to learn where we want to go and what road to take is to start trying to get there. The only way to learn what we really want to do and learn how much we can do is to start trying to do it. We need to put a stake in the ground. We will improve our county's economy brick-by-brick.

## Strategic Focus Areas

A strategic focus area represents a target area for expanded partnerships and investment in the County. There are six of these areas of focus, and they each represent an essential aspect of the improving prosperity in Union County.

1. Market Union County for industrial investment
2. Implement balanced land use planning and growth management polices
3. Improve lifelong learning options for children and adults
4. Upgrade our county-wide recreation facilities
5. Implement a tourism development and marketing action plan
6. Implement partnerships to promote additional housing investment in the county and a continuous environmental clean-up in the county

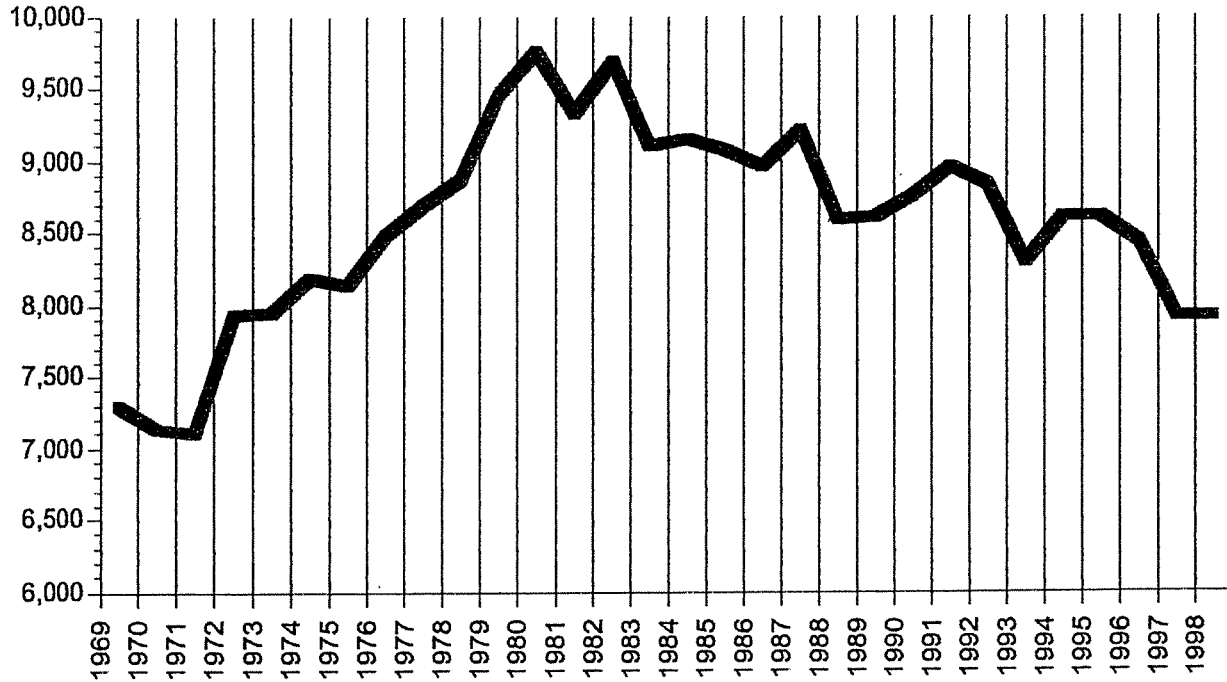
# The Data

X A huge amount of information is available in Union County. Rather than provide an exhaustive directory of this data (most of which is available on the Internet), we have selected a few key pieces of information that tell the story of the Union County economy.

It is a story of strength, change and resilience. We face some of the largest challenges ahead, but we have a good foundation on which to build.

# The Data

**Total Employment in Union County**



— Total full- and part-time employment

**What is the total employment in the County?**

**Highlights**

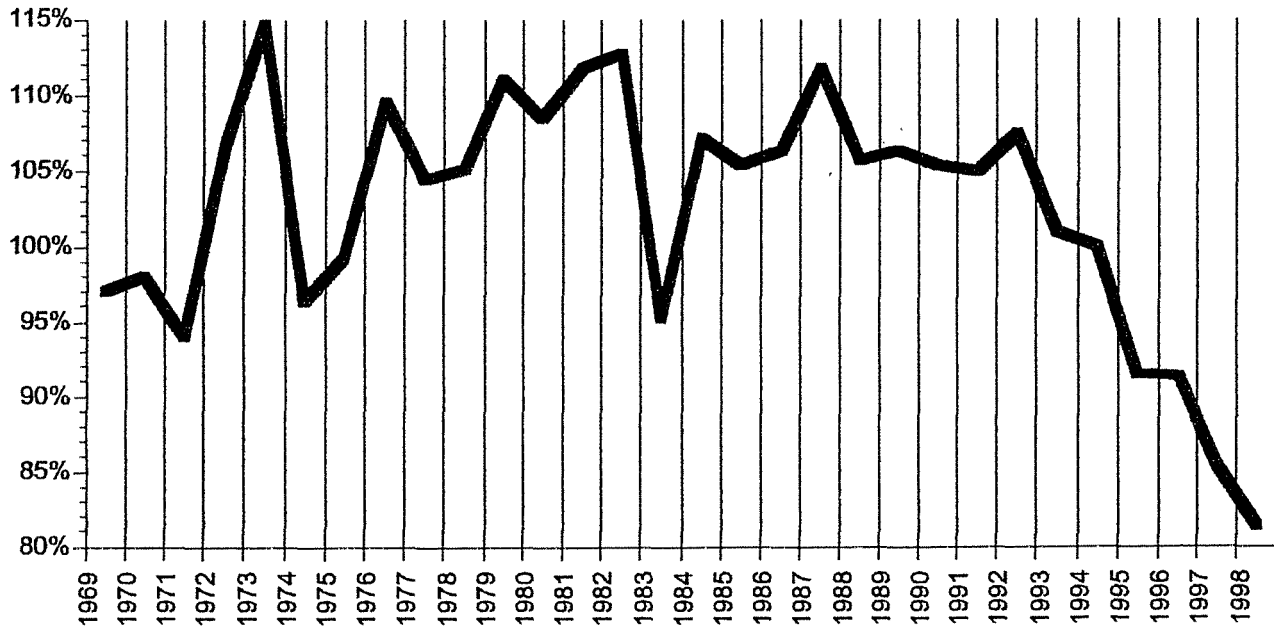
Total employment in the County has been falling since the early 1980's. Now there are about 8,000 jobs in the county.

**How to read**

The chart covers total employment in the county at the end of each year. Total employment covers all jobs within the county.

# The Data

Union County per capita income as a percent of Kentucky



— Union County per capita personal income as % of KY

## What has happened to the county's relative income?

### Highlights:

Because the County has lost so many higher paying jobs, its relative income has declined dramatically.

### How to read:

This chart expresses Union County per capita income as a percent of the State per capita income.

# The Data

**What consequences have these economic shifts had for the County's population?**

**Highlights:**

Because employment opportunities have been going down, relatively few people move into the county and some people have moved out. As a result, the County's population has declined. The 2000 Census shows that the year-to-year estimates have been optimistic for Union County. The 2000 census confirms that Union County lost 5.6% between 1990 and 2000.

**How to read:**

The table lists the counties in Kentucky that lost population. 14 of the state's 120 counties lost population.

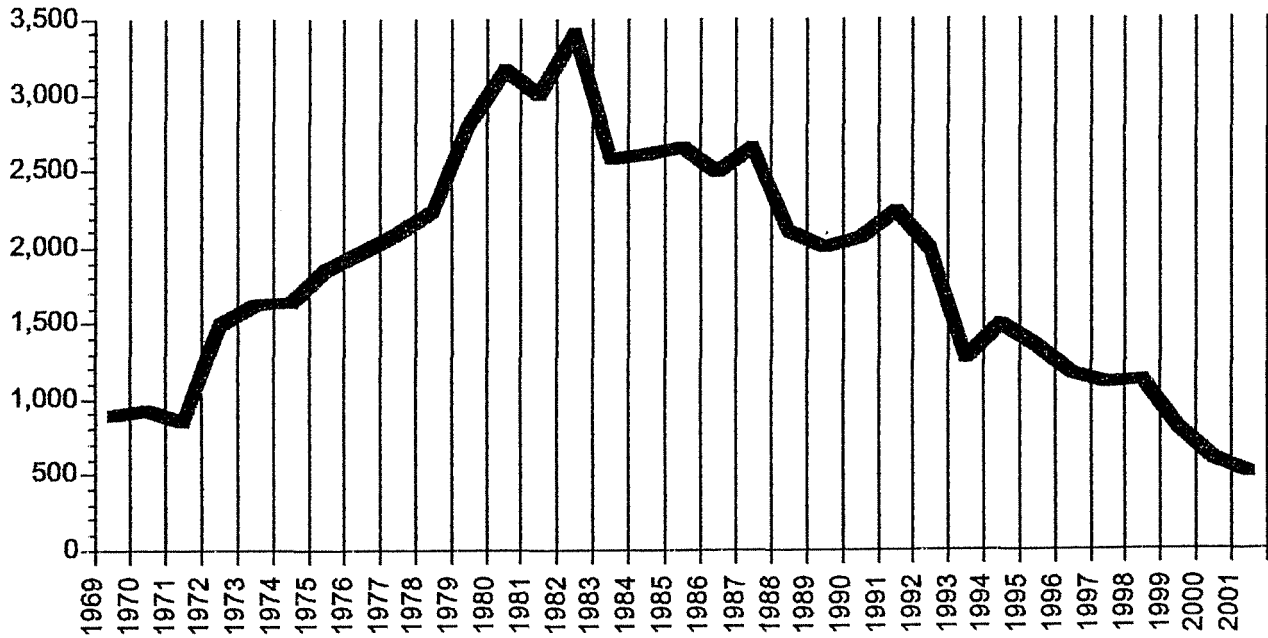
**Counties in Kentucky that lost population between 1990 and 2000**

County	Percent lost
Caldwell County	-1.3
Knott County	-1.4
Floyd County	-2.6
Boyd County	-2.7
Perry County	-2.9
Owsley County	-3.5
Bell County	-4.6
Pike County	-5.3
Hickman County	-5.5
<b>Union County</b>	<b>-5.6</b>
Fulton County	-6.3
Letcher County	-6.4
Leslie County	-9.1
Harlan County	-9.2



# The Data

## Mining employment in Union County



— Mining Employment

### What's behind the decline in jobs?

#### Highlights:

Mining employment has declined dramatically in the county. This decline has undercut the county's prosperity.

#### How to read:

The chart outlines the total employment in coal mining within the county. Not all of these jobs go to Union County residents, however.

# The Data

## Comparative Wage Rates

**Why are mining jobs so important to the county?**

**Highlights:**

Mining jobs pay over twice the average level of manufacturing jobs.

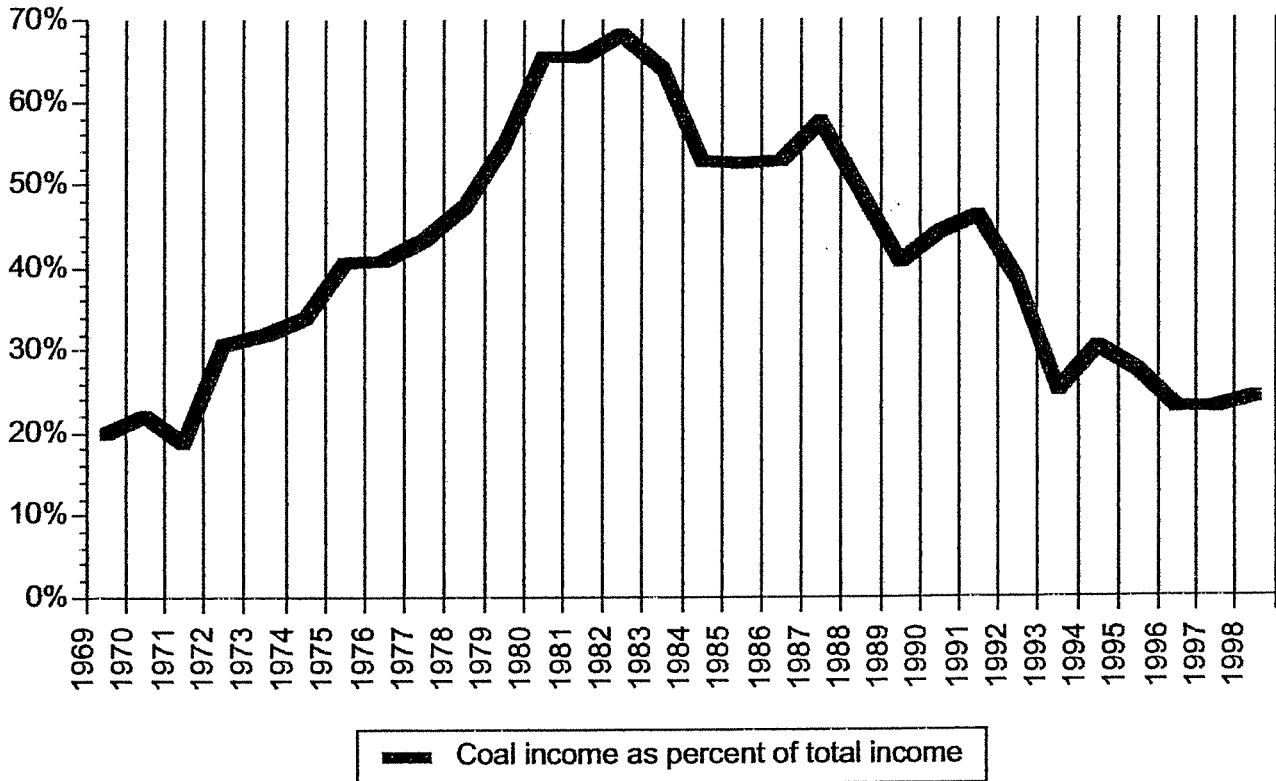
**How to read:**

The table outlines the average weekly wage for different types of jobs located in Union County, Kentucky, Ohio and the U.S. In Union County, mining jobs (\$1,113) pay more than twice the level of manufacturing jobs (\$502).

	Wage Rates		
	Union County	Kentucky (Statewide)	U.S.
All Industries	\$536	\$512	\$610
Mining and Quarrying	1,113	808	1,000
Contract Construction	480	543	641
Manufacturing	502	666	770
Transportation and Public Utilities	634	686	756
Wholesale and Retail Trade	275	357	434
Finance, Insurance and Real Estate	456	652	935
Services	366	462	577
State and Local Government	360	494	598

# The Data

Mining income as a percent of total income



**Given the importance of mining jobs, what impact has the loss had on the county's prosperity?**

**Highlights:**

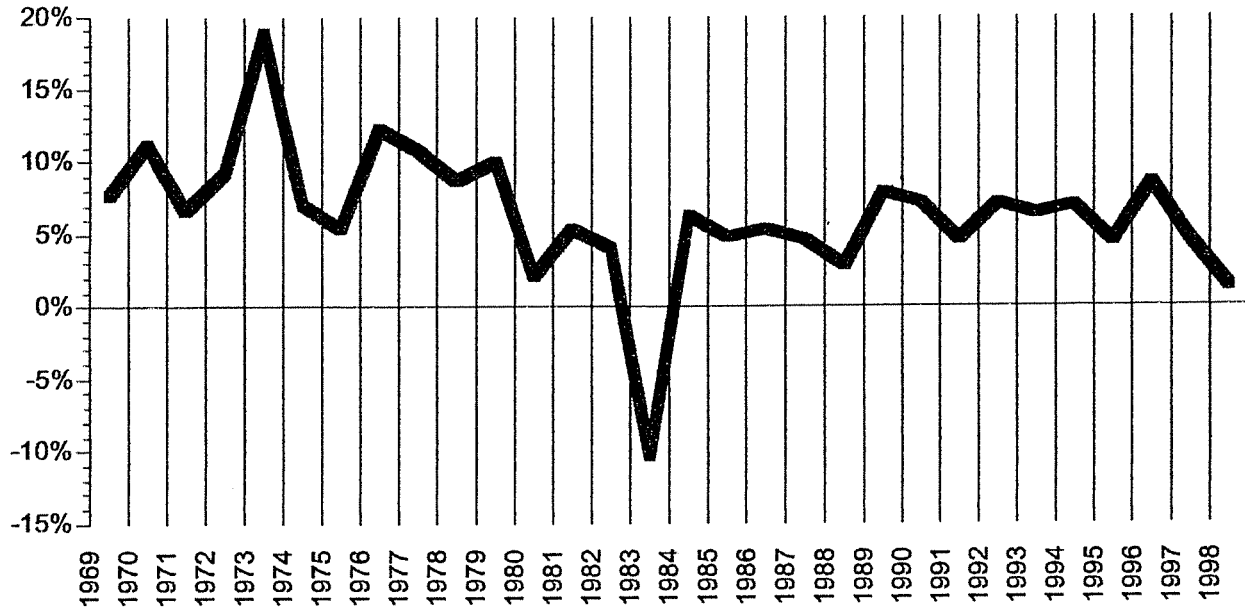
With the contraction in mining, the county faces a serious "hole" in its economy. With the size of this hole, it will take a long time to recover.

**How to read:**

This graph shows the portion of total income that mining jobs generate in the Union County economy. This proportion has declined from 70% in 1980 to about 20% today.

# The Data

Farm income as a percent of total income



— Farm Income as percent of personal income

**What about farming? Will it provide an engine to recovery?**

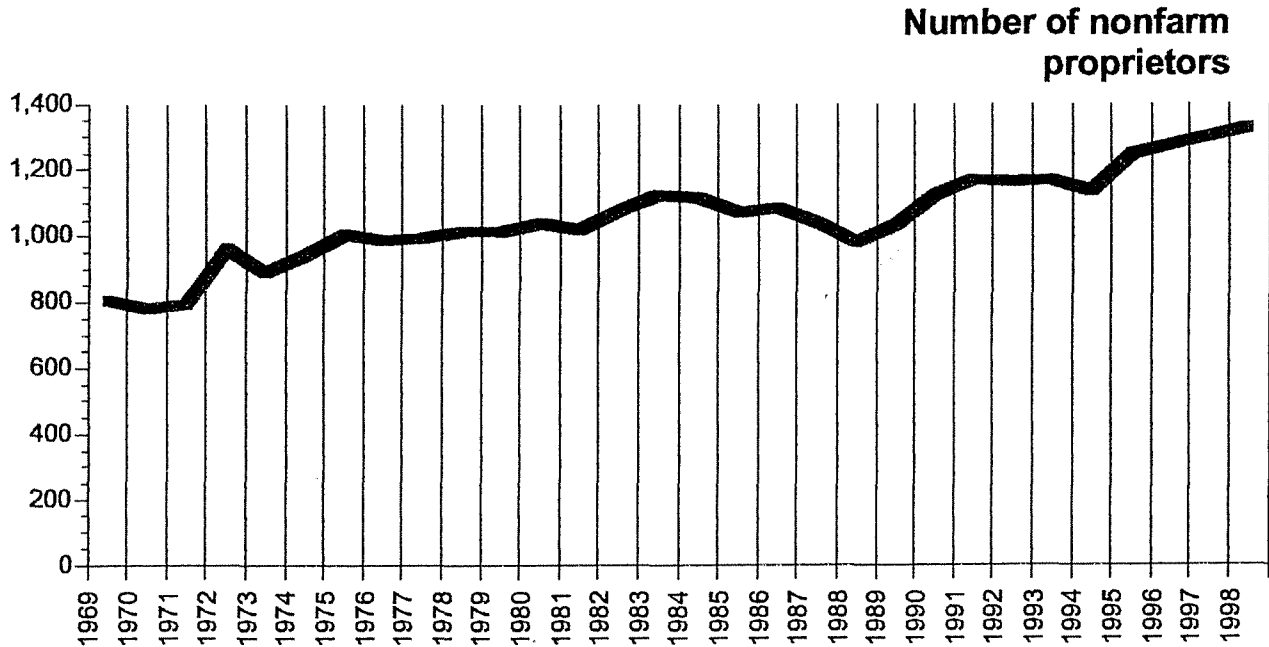
**Highlights:**

Farming is a significant industry in the county, but it is unlikely to generate the type of income growth needed to replace mining jobs. Farm income, dependent on commodity prices, fluctuates from year to year.

**How to read:**

This chart shows farming income as a percent of total personal income.

# The Data



— Number of nonfarm proprietors

## What about small business and entrepreneurs? Will they provide an engine for growth?

### Highlights:

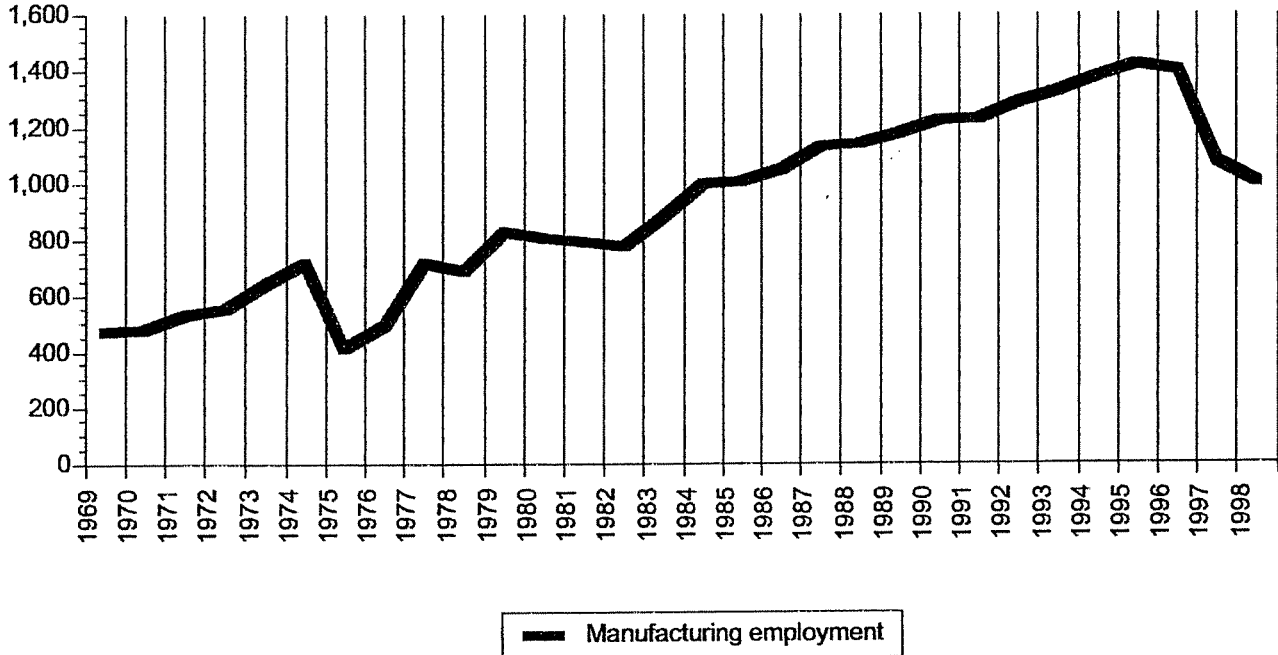
Entrepreneurs are steadily increasing in Union County. They will likely provide part of the answer to replacing mining jobs. But the number is still relatively small. Over the past thirty years, Union County has been adding about 16 proprietors a year.

### How to read:

This chart outlines the number of proprietors there are in Union County. It does not include farming.

# The Data

**Manufacturing employment in Union County**



**Will manufacturing jobs provide new growth opportunities for the county?**

**Highlights:**

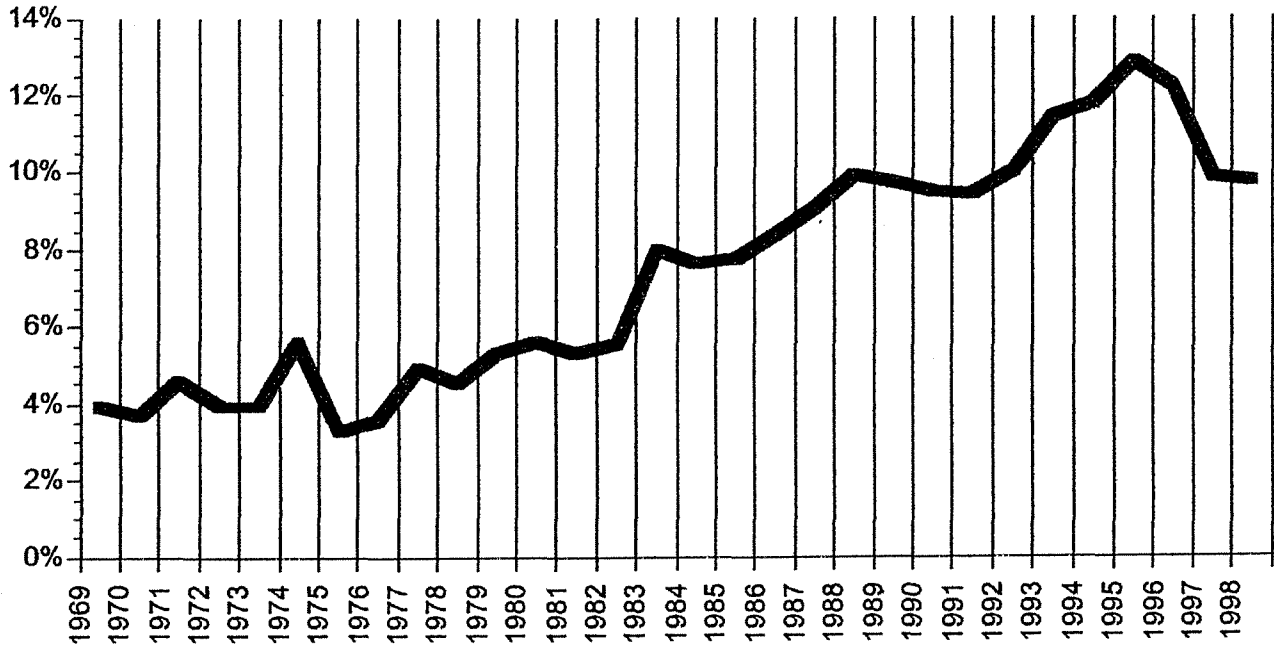
Manufacturing has the potential to add significantly to the county's economy, but this growth is not assured. The manufacturing base in the county is small, so the loss of one or two companies can have a significant impact on employment. From 1975 to 1995, the County added about 50 jobs per year.

**How to read:**

The chart shows the manufacturing employment in the County. It does not include the latest additions to the county's manufacturing base.

# The Data

Manufacturing as percent of Union County income



— Manufacturing income as percent of total

**Will manufacturing contribute major gains to the county's income?**

**Highlights:**

Manufacturing has an opportunity to improve the county's prosperity, but this depends on two factors: How many manufacturing jobs can be added? And how well will these manufacturing jobs pay?

**How to read:**

This chart outlines how much income manufacturing generates of the county's total income.

# The Data

## Industrial Parks

	Morganfield Industrial Park	Sturgis Airport Industrial Park
Acres	181.0	81.5
Largest tract (acres)	65.0	40.0
Distance to industrial parkway (miles)	22	36.2
Distance to Commercial Airport (miles)	37	52
Rail	No	No

**Does the county have the infrastructure and labor in place to expand manufacturing?**

**Highlights:**

The County has two major industrial parks, one in Morganfield and one in Sturgis.

In addition, the regional market can supply additional labor to staff new manufacturing facilities.

**How to Read:**

The top table outlines the basic information on the county's two industrial parks. The right table outlines that Union County can handle manufacturing increases by drawing on a regional labor pool. We will examine the available workforce in more detail below.

	Union County		Labor Market Area <sup>a</sup>	
	2000	Dec. 2000	2000	Dec. 2000
Civilian Labor Force	5,968	6,049	167,384	166,813
Employed	5,656	5,656	160,340	160,186
Unemployed	312	393	7,043	6,627
Unemployment Rate	5.2	6.6	4.2	4.0

a. A county's labor market area is defined by the adjacent counties and all other major commuting counties.



# The Data

## Utilities

### What about electricity, gas and water?

#### Highlights:

The county has access to a developed infrastructure capable of supporting additional manufacturing growth.

#### How to Read:

This table looks at electricity, gas and water utilities serving Union County. The Union County Water District serves the other locations in Union County. It receives its water supply from the City of Morganfield.

Utilities	
<b>Electricity</b>	
	Company serving Morganfield, Sturgis, Uniontown and portions of Union County – Kentucky Utilities Company
	Company serving the remainder of Union County - Kenergy
	Source of power - Big Rivers Electric Corporation
<b>Natural Gas</b>	
	Company serving Morganfield and Uniontown – City of Morganfield Municipal Gas System
	Source of supply - Texas Gas Transmission Corporation
	Company serving Sturgis – Sturgis Municipal Gas System
	Source of supply - Texas Gas Transmission Corporation
<b>Public Water Supply</b>	
	Company serving Morganfield - City of Morganfield
	Source - Ohio River
	Treatment plant capacity - 6,000,000 gallons per day
	Average daily consumption - 1,850,000 gallons
	Peak daily consumption - 2,800,000 gallons
	Storage capacity - 2,900,000 gallons
	Water pressure - 90 psi
	Company serving Sturgis - City of Sturgis
	Source - Ohio River
	Treatment plant capacity - 1,200,000 gallons per day
	Average daily consumption - 300,000 gallons
	Peak daily consumption - 450,000 gallons
	Storage capacity - 1,000,000 gallons (including clearwell)
	Water pressure - 62 psi
	Company serving Uniontown - Uniontown Water Department

# The Data

## Sewerage

### What about sewerage?

#### Highlights:

The sewerage systems in the county are capable of handling more capacity, but they need some targeted upgrades. The cities of Morganfield, Sturgis, and Uniontown all have wastewater facilities. Morganfield has a collection system and pumps its wastewater to the Camp Breckinridge WWTP. The Camp Breckinridge service area has a facilities plan indicating additional interceptor sewers are needed.

Breckinridge has a collection system and wastewater treatment plant. The WWTP is a 3.5 mgd facility and is operated by Morganfield.

Sturgis needs to rehabilitate aging lines in the city, and extend collection lines to areas outside the city. Uniontown needs to improve its treatment process to accept waste from industries.

#### How to read:

The wastewater treatment systems in the county provide different levels of treatment. With primary treatment solids are settled out of the water and a simple decomposition and disinfection is accomplished with chlorine before being discharged.

Sewerage
Company serving Morganfield - City of Morganfield
Design capacity - 3,500,000 gallons per day
Average daily flow - 1,800,000 gallons
Type of treatment - Primary
Treated effluent discharged into - Branch of Casey Creek
Company service Sturgis - City of Sturgis
Design capacity - 500,000 gallons per day
Average daily flow - 200,000 gallons
Type of treatment - Tertiary
Treated effluent discharged into - Cypress Creek
Company serving Uniontown - Uniontown Sewer Company
Design capacity - 500,000 gallons per day
Average daily flow - 50,000 gallons
Type of treatment - Secondary
Treated effluent discharged into - Lost Creek

# The Data

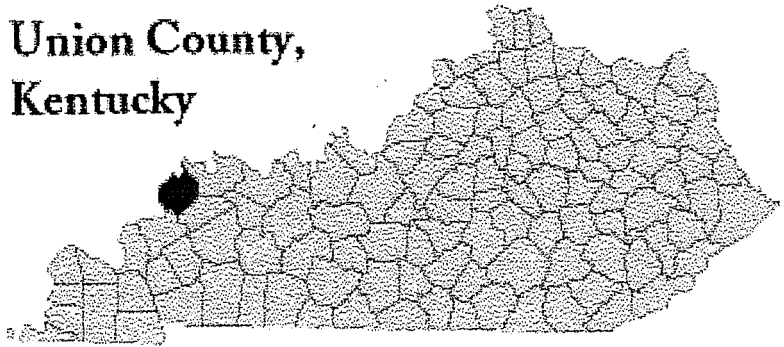
## Highways

**What about the highway network serving the County? Can it support additional manufacturing development?**

**Highlights:**

Union County has adequate highway access, although the system needs targeted improvements.

### Union County, Kentucky



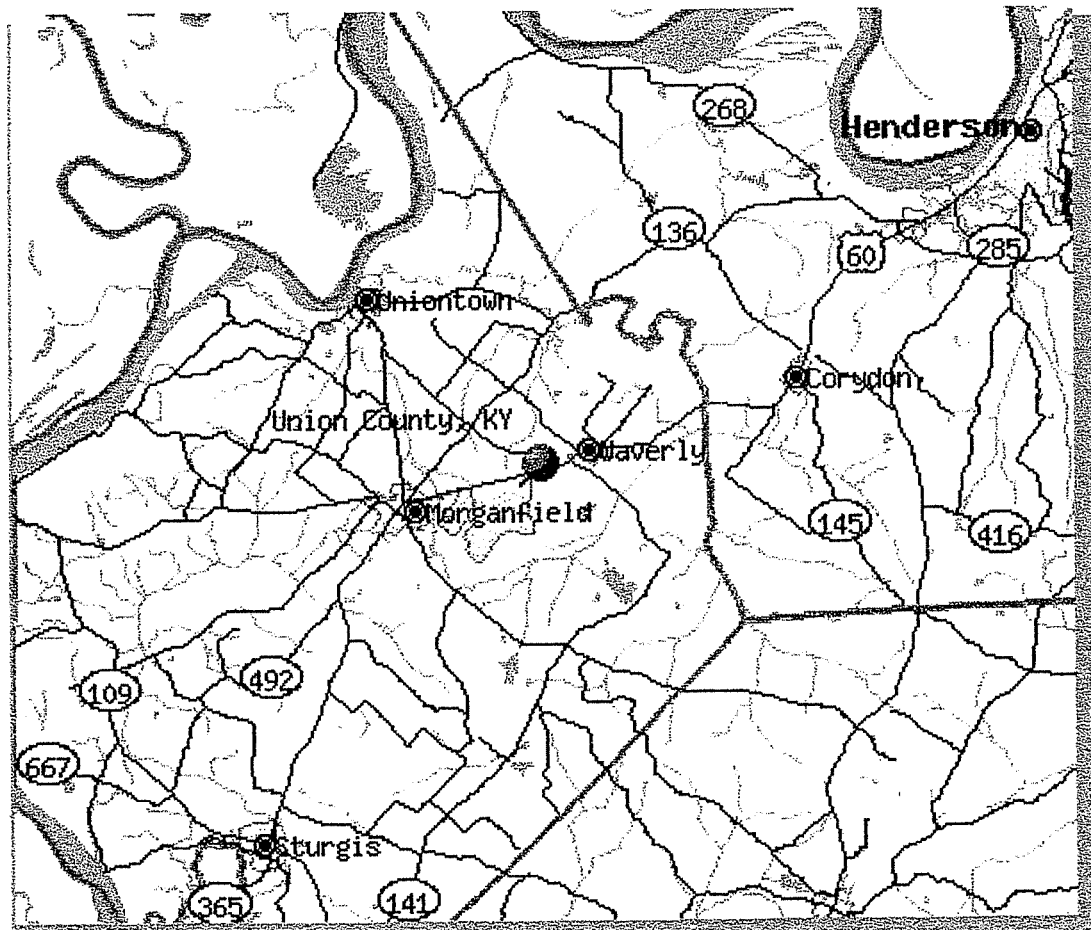
#### Highways

Major "AAA" rated (80,000-pound gross load limit) trucking highways serving Union County include U.S. 60, Kentucky 109.

Morganfield and Sturgis are both served by U.S. 60. In addition, Morganfield is served by Kentucky Highways 56, 130, and 359. Sturgis is served by Kentucky Highways 109, 270, and 365. Uniontown is served by Kentucky Highways 130 and 360. U.S. 60 is accessible six miles south of Uniontown via Kentucky 130.

Access to the Pennynile and Audubon Parkways, both multi-lane highways, is available 23 miles east of Morganfield via U.S. 60. The Western Kentucky Parkway, another multi-lane highway, is accessible 54 miles south of Morganfield via U.S. 60 and U.S. 641. Access to Interstate 24 is 52 miles south of Morganfield via U.S. 60 and U.S. 641.

# The Data



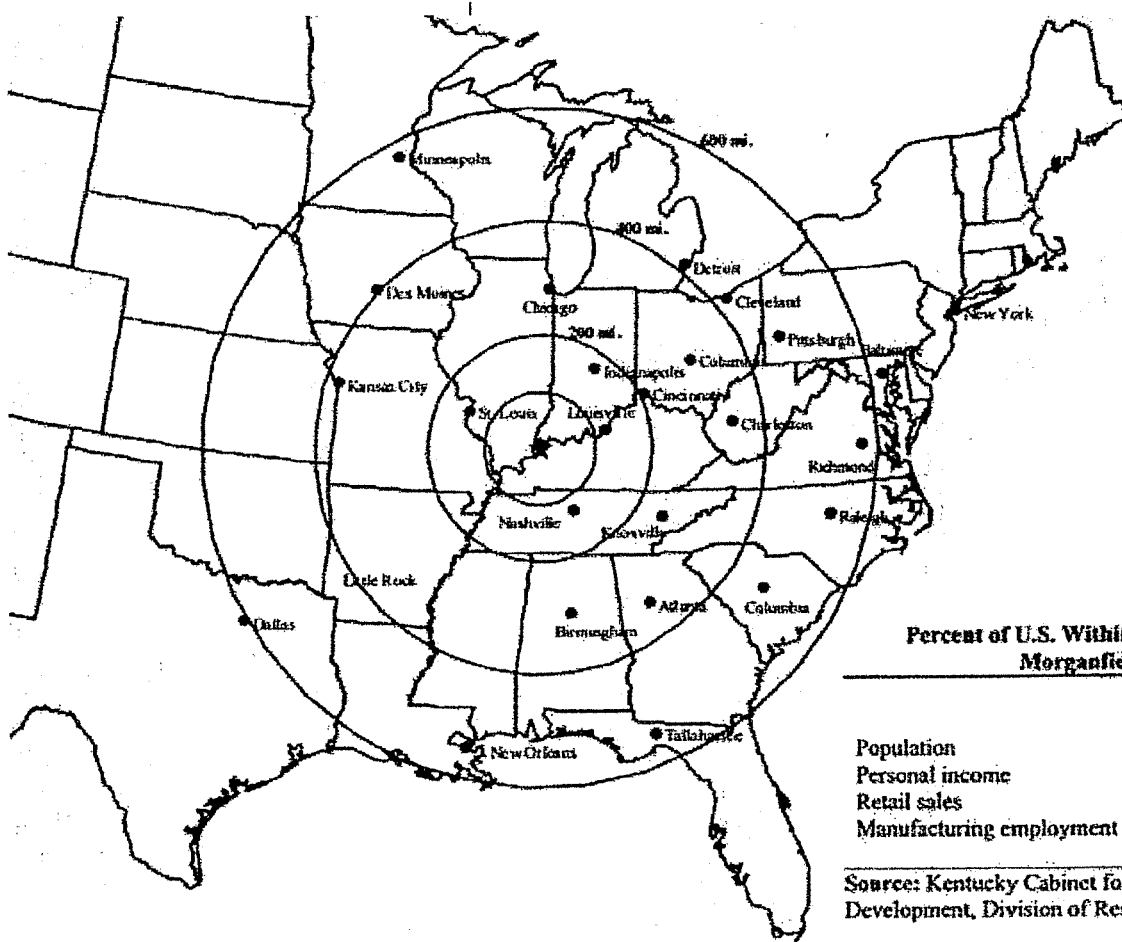
## What are the improvements that are needed?

### Highlights:

Among the projects mentioned in past reports include widening Highway 60 and improving Highways 56 and 109. Despite the need for improvements, the County has adequate highway access to pursue additional manufacturing investments.

# The Data

## Market Access



Percent of U.S. Within 600 Miles of Morganfield

	Percent
Population	47
Personal income	44
Retail sales	45
Manufacturing employment	52

Source: Kentucky Cabinet for Economic Development, Division of Research.

**If the highway system can support additional manufacturing development, does the County have an attractive location?**

**Highlights:**

The County enjoys a central location that can be used to market itself as a manufacturing location.

# The Data

## Available Labor

	Total <sup>a</sup>	Unemployed	Potential Labor Supply	Under-employed	Labor: Becoming 18 Years of Age (2000-2004)
Labor Market Area	59,225	7,257	6,549	45,419	22,627
Union County	1,931	385	379	1,167	1,283

a. Source: U.S. Department of Labor, Bureau of Labor Statistics; Kentucky Cabinet for Economic Development.  
 Note: Total Available Labor = Unemployed + Potential Labor Supply + Underemployed.  
 Unemployed - people currently not employed, but actively seeking work.  
 Potential Labor - people not in the labor force, but would work if jobs were available.  
 Underemployed - people employed in wholesale/retail trade and non-professional services.  
 Future Labor - people becoming 18 years of age (not part of the total available labor statistics).

**Let's look at labor more carefully. What is the size and age distribution of the labor pool that can support additional manufacturing investment?**

### Highlights

The available labor force in Union County can support significant new manufacturing investments. The labor force distribution in the County is slightly younger than the labor market area.

### How to read:

The chart above calculates the total available labor force. The chart at right shows the distribution of residents by age.

	Union County		Labor Market Area	
	Number	Percent	Number	Percent
Under 18	4,485	27.2	80,329	23.9
18-24	2,266	13.7	32,193	9.6
25-34	1,868	11.3	44,575	13.2
35-44	2,488	15.1	52,608	15.6
45-54	1,951	11.8	44,617	13.3
55-64	1,395	8.5	32,194	9.6
65-74	1,096	6.6	25,659	7.6
75 and older	950	5.8	24,381	7.2
Median Age	33.2		37.1	

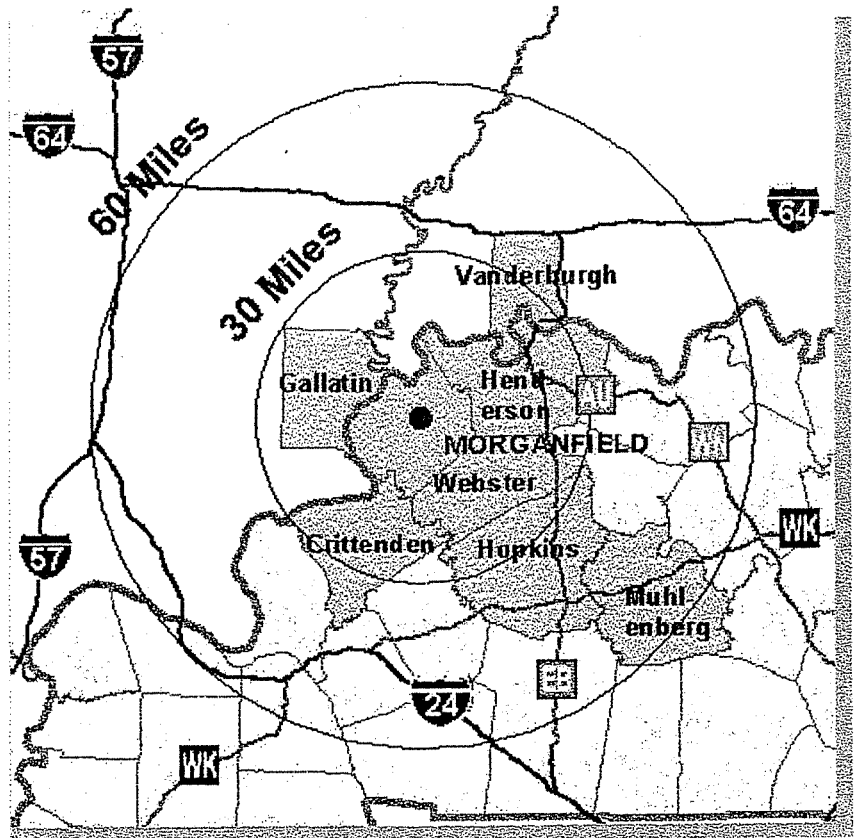
# The Data

## Labor Market

### What is the Labor Market Area?

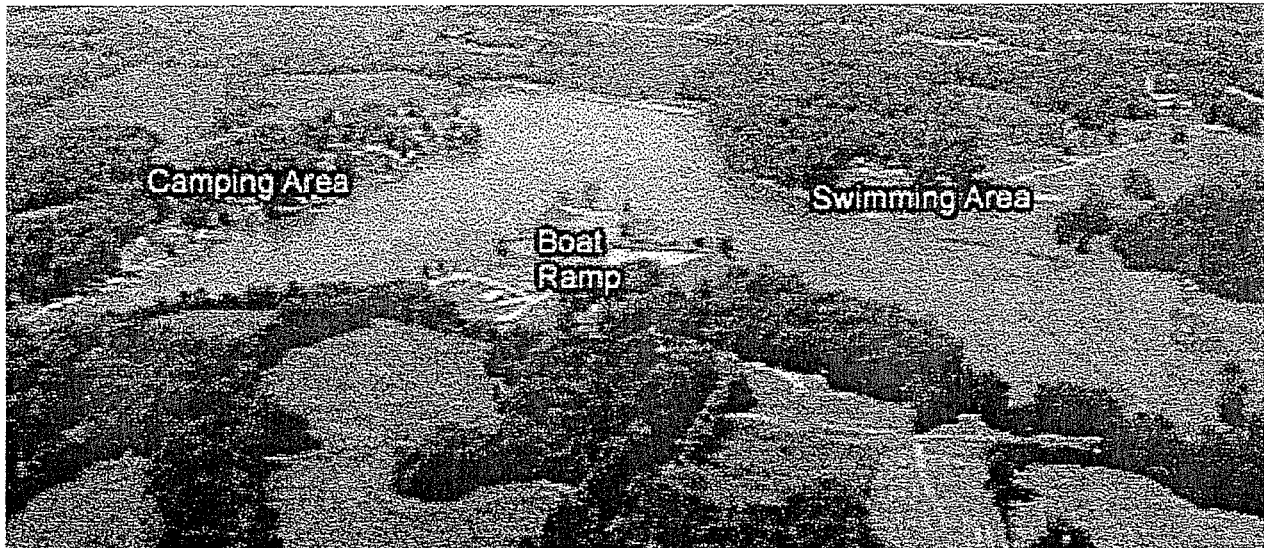
#### Highlights:

The labor market area represents the region from which companies in Union County can draw workers.



# The Data

## Tourism Development



**Does the County have tourism potential?**

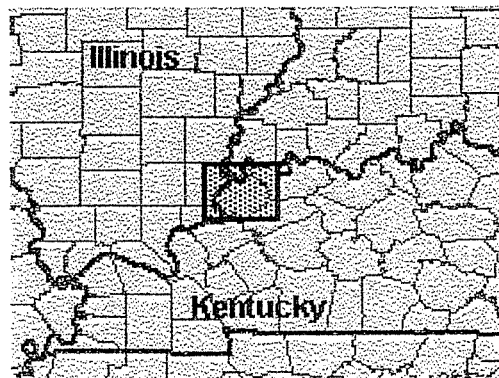
### Highlights

The County currently enjoys a number of “one of a kind” attractions. These attractions need to be packaged in such a way that tourists have an incentive to spend the day in Union County.

Currently, the County does not have hotel or motel properties that can handle a large number of overnight visitors.

The best approach is for the County to organize its tourism efforts and develop a close relationship with the Tourism Cabinet.

*Union County enjoys recreational assets, but they are not marketed aggressively.*



*Union County is well situated to draw tourists from a three state market.*



# Citizen Voice

## **Using Citizen Meetings to Define Priorities**

Since June 2000, we have been holding citizen meetings across the County to discuss our future. The following tables organize the comments we recorded. Based on these comments, we identified several areas of priority. We next took this list to the Foundation Board and asked them to order these priorities using a point system. based on this approach we refined the citizen comments into the following priorities:

### **Top 5 priorities (60-78 points)**

- A. Develop an industrial marketing plan to identify the best prospects for the county.
- B. Include the development of a highway master plan in the county's comprehensive plan. This plan is due to be completed in September 2001.
- C. Prepare a set of next steps in the development of county-wide zoning as part of this strategic plan.
- D. Develop marketing and development plan to promote and expand the technology center's activities.
- E. Contact regional housing developers to solicit interest in developing housing in Union County.

### **Next priorities (48-53 points)**

- A. Analyze the county's financial support for economic development with comparisons to similar counties.
- B. Review and improve the development plan for the airport.
- C. Include the development of a water and sewer plan in the county's comprehensive plan.
- D. Develop a land use plan that protects agricultural assets in the county as part of the county's comprehensive plan.
- E. Conduct training on how to handle prospects.

**Other important initiatives (40–46 points)**

- A. Develop a working group to define specific steps the county can take to develop the agribusiness sector.
- B. Develop a capital and operating budgets to construct new recreation facilities and upgrade existing attractions in the county.
- C. Create a citizen working group to develop options for riverfront industrial and tourism development.
- D. Conduct a meeting with the State tourism staff to define realistic tourism development options.
- E. Develop and operate a student-run web site on Union County community activities.

Date and location
June 5 Magistrate District 2 Uniontown
June 6 Magistrate District 4 Sturgis
June 8 Magistrate District 5 Waverly
June 12 Magistrate District 1 Morganfield
June 13 Magistrate District 3 Henshaw
June 13 Sturgis Senior Center
June 26 Union County High School Students
July 7 Kiwanis Club Sturgis
June 14 Morganfield Lions Club
June 25 Union County Farm Bureau
August 3 Downtown Morganfield, Inc.
September 7 Progressive Women's Club

## Lifelong Learning

What can we do to improve learning opportunities?
We received a wide range of comments on improving learning opportunities.
Develop and promote technology center at the high school
Develop technology center at the high school
Improve high school facilities
Use the HS tech Center to the fullest
Use Tech Center at the School
Update technology and training
Develop more technology training
More emphasis on technology center
Expand school-related extra-curricular activities
Start more sports in middle school
Develop more sports and intramural activities
Need a dance team in middle school
Expand quality learning and community service activities
Provide Head Start programs
Promote outdoor learning lab
Improve education with parental involvement
Eliminate drug problem
Provide tutoring during week
Encourage young adults to mentor youth
Have an introduction to computers class required in the schools
Encourage language programs in school
Stress scholarships and college information
Have more guidance counselors in the school
Have an information sharing day where former students share their experiences
Provide life skills training
Have a community class on how to apply for a job
Provide more activities for youth
Change school announcement time
Change attitudes on territorial issues

What can we do to improve learning opportunities?
More county-wide activities
Develop "neutral turf"
Start with preschool and kindergarten
Work with children's groups
Encourage teacher professional development
Support our teachers
Improve local school system (Math, Science, Quality improvement)
Improve educational and library facilities
Improve educational facilities and management
Need accessibility to library/information after hours
Provide more information on colleges with accessible library of college information
Keep K-5 school in the Uniontown
<b>Workforce Development</b>
Focus on workforce support for businesses
Support current industries
Develop local junior college
Recruit health professionals
Improve workplace skills
Improve the training of our workforce
Provide classes on small business development

## Building Infrastructure

What would you like to see for infrastructure improvements?

Here are the comments we received involving infrastructure:

### Sewer and water master plan

Develop infrastructure improvements in sewer and water

Develop cooperative approach to county water system

Develop better sewer treatment facilities

Develop industrial park water and sewers

### Highway master plan

Widen highways 60 and 109

Widen shoulders on roads

Improve Hwy 56

Develop railings on roads with steep drops

Develop connections to surrounding states

Develop 4 lane road from Henderson

Pave old rail bed

### Communications master plan

Develop better plan for communications infrastructure: Cable TV and Internet

Develop fiber optic communications

### River development plan

Develop a transportation plan for the river

Preserve rail right of way to river

Develop a riverport authority

Develop Riverport to cooperate with neighboring communities and states

Develop riverport and marina

### Airport development plan

Continue development of airport

### Public transportation: Bus and taxi

## Recreation Comments

What would you like to see for recreation improvements?
Here are the comments we received on recreation:
Provide neutral location for recreational center
Develop teen center
Develop entertainment
Swimming pool
Regional recreation facility in a central location
Develop more recreational facilities
Soccer fields
Ice rink
Provide recreational facilities
Softball fields
Central location
Provide activities in a community center
Expand existing recreational facilities
Develop Lake Mauzy summer activities
Develop downtown park
Develop recreational facilities on Wabash Island
Enlarge city park
Take advantage of current recreational facility at Moffit Lake
Expand recreation activities
Provide more recreational opportunities for everyone

## Developing Tourism

How should we develop tourism?
Here are the ideas we collected on developing tourism:
Place signs promoting the Little Sturgis Rally at entrances to county
Promote tourism
Promote rails to trails project
Use farming as a tourist attraction

How should we develop tourism?
Expand tourism
Promote officers Club
Lake Mauzy
Moffit Lake
Convention Center
Airport
Tourism organization development
Develop marina in Uniontown
Develop convention center
Utilize Uniontown Main Street
Utilize the river
Develop good entertainment facilities
Business recruitment
Develop more motels
Develop restaurants, good dining facilities
Develop a gathering place downtown
Recruit more businesses for downtown
Advertise key assets
Ohio River

## Recruitment Comments

What should we do to recruit more industry?
We collected a number of comments on industrial recruitment:
Promote job opportunities for disadvantaged teenagers
Develop industrial marketing
Recruit more businesses
Use existing industrial site
Build moderate sized spec building
Promote industrial marketing
Provide more jobs with livable wages
Take care of current industries
Develop good paying jobs
Support current businesses
Take risks in attracting businesses
Diversify industrial base
Develop more higher paying jobs
Attract business that need river transportation

## Agriculture development

How can we develop agriculture?
Agriculture is a core industry in the county, and we received a number of comments supporting agribusiness development:
Work with agriculture sector more effectively
Develop agriculture industries that use grain
Export more farm products
Attract agriculture-related industries



## Housing Comments

What about affordable housing?
We received a number of comments on increasing housing in the county.
Develop affordable housing
Need apartments in city
Build affordable housing
Provide more housing at all price ranges
Provide more affordable housing
Develop affordable housing
Develop more housing
Provide more housing
Need housing at all levels

## Community activities

What can we do to build our community?	
	We received a number of suggestions to clean up the county.
	Clean up
	Clean up highways
	Clean up areas to attract industries
	Clean up areas around industrial parks
	Mow roadsides and cleanup
	Improve our neighborhoods
	Clean roadsides to promote Union County pride
	Pick up litter
	Clean up areas and enforce nuisance ordinances
	Clean up roadsides
X	Some participants focused on displace coal workers:
	More counseling for families and workers
	Encourage spouse involvement
	Provide skill assessments
	Promote temporary work
	Others looked at expanded community involvement with Job Corps
	Currently working with Repair Affair
	Currently doing lawn service for elderly
	Involve in historic preservation projects
	Provide more recognition
	Ask Job Corps to mail their newsletter to more in the county
X	Do a human interest story in the paper about Job Corps community activities
	Invite Job Corps personnel to attend meetings
	Participants also suggested additional community activities:
	Promote community activities and events
	Look at current role models (Fair Board, Little Sturgis Rally, Red Cross event, Repair Affair, Relay for Life)
	Promote the fair and encourage more activities like the fair
	Create a Sister Cities Program
	Promote history of the county

What can we do to build our community?
Develop activities for
Airport
Moffit
Higginson Henry
Churches work together to provide more youth activities
Find ways to keep young people in the county
Develop leadership
Develop more informed local leaders

## Land Use and Fire Protection

How can we better plan our growth?
We received a number of comments on land use and fire protection.
Develop fire protection plans
Better fire protection
Improve uniformity of regulations
Work together for better fire protection coverage
Provide adequate fire protection, Coordinate efforts: Neighbors helping neighbors
Implement a floodplain management program
Countywide zoning
Address wet/dry regulation
Promote county-wide development program
Focus on zoning laws: Educate public and media

## Improving Communications

What can we do to improve communications?
We received a number of good suggestions to improve communication.
Publicize community meetings more effectively
Celebrate community spirit
Get message out: get involved
Get more people involved
Communicate more effectively
Eliminate rivalry in the county
Promote cooperative attitude
Take pride in community
Work together at all levels
Open lines of communication
Identify ways to work with communities
Promote local media to publicize local group activities
Promote more citizen participation
Need to be more supportive of each other
Develop community pride
Learn to work together
Change concept of community to mean the county
Send flyers home
Develop community pride
Educate to advocate change
Develop more involvement
Become more involved
Develop fun web site to advertise Union County activities
Highlight activities that teens are doing
Define the community as the county, not a city
Work on eliminating voter apathy
Eliminate old rivalries
Encourage activism
Local radio station needs to be more involved

What can we do to improve communications?
Use public forums
Focus on things we can change
Think Union County
Sell ideas through marketing
Promote more advertising
Get adults involved in advertising Union County activities
Encourage all people to get involved
Publicize county events
Encourage communities to work as one country
Promote cooperative role models

## Developing Retail

What retail development is needed?
A number of participants focused on the lack of retail and other services in the county.
More grocery stores
Develop a movie theatre
Need more retail
Need more restaurants
Develop more restaurants
Develop small movie theatre
Recruit shoe store
Develop day care for adults and children
Develop stores in old Wal-Mart Shopping Center
Mini-theatre
Restaurants
Skating Rink
Shoe shop
Ladies clothing
Rural King
Big Lots

What retail development is needed?

Outlet stores

Children's clothing

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# Focusing Our Efforts

A strategic focus area represents a target area for expanded partnerships and investment in our county. There are six of these areas of focus, and they each represent an essential aspect of our future.

“Strategic” means that the Foundation selected these six areas from among other potential areas as the essential leverage points for transforming the county. The areas have emerged as important areas of focus because they each embody a set of issues, challenges, or various gaps and blockages that undercut our prosperity.

Additionally, each of these areas form an essential building block in the process of renewal and transformation. If we address each of these six focus areas consistently over the next three years, we believe that we will begin to build the momentum we need for major transformations in our economy.

This chapter explains each of these six areas. These areas include:

1. Market Union County for industrial investment
2. Implement balanced land use planning and growth management policies
3. Improve lifelong learning options for children and adults
4. Upgrade our county-wide recreation facilities
5. Implement a tourism development and marketing action plan
6. Implement partnerships to promote additional housing investment in the county and a continuous environmental clean-up in the county

## **Strategic Focus Area 1: Market Union County for industrial investment**

### **Rationale**

- County has suffered the loss of over 2,600 mining jobs in the past ten years.
- The lost payroll from mining totals over \$110 million per year from 1993 to today. (Mining accounted for 61% of the county’s payroll in 1993 and 43% in 1998.)
- Manufacturing employment has not filled the gap. Total employment has declined from 6,700 jobs in 1993 to less than 6,000 jobs today.

- At the same time, we have proved that we can attract additional manufacturing investment. We have available industrial sites and are ready for additional investment.
- Union County is a competitive location for a number of automobile parts suppliers.
- A well-designed marketing plan can encourage expansion of existing compatible commercial and industrial enterprises;
- It can also encourage diversification of the county economy and employment base by attracting new companies and encourage continued planning for industrial site development.

### **Smart Goal**

Attract 500 new, high-paying jobs to Union County's industrial parks, including the airport, by 2003.

### **Key objectives for 2001**

- Analyze the county's financial support for economic development with comparisons to similar counties. Include review of county tax structure to capture benefits from economic development.
- Conduct training for how to handle prospects.
- Commit financial resources for an effective multi-year marketing program. (Target: at least \$30,000 per year for three years.)
- Begin implementation of broadly supported economic development marketing plan focusing on limited clusters such as auto parts manufacturing and food processing.

### **Key implementation considerations**

- Not enough budget is available to mount a serious economic development marketing effort.
- Tight resources should be focused on public relations and networking, not display advertising.
- Public officials are not accustomed to investing public funds in industrial marketing. Some orientation will be necessary.
- Leverage opportunities can come from pursuing a broader regional approach to marketing.
- We want environmentally "safe" industries in Union County, but assessing environmental risks is complex. Rather than develop a "short list" of environmentally acceptable industries, it will be better for us to address this question on a case-by-case basis.

### **Potential key performance indicators**

- Jobs with base pay of \$8.00 per hour and above.





## Strategic Focus Area 2: Implement balanced land use planning and growth management polices

### Rationale

- Agricultural land and open space needs protection.
- Appropriate growth management will reduce long term infrastructure costs and local tax burden by as much as 25-30%.
- High quality development will attract tourism and industrial development.

### Smart Goals

- Complete a comprehensive plan for the county by December 2001. This comprehensive plan should include a highway plan, a water and sewer plan, and a land use plan.
- By June 2002, adopt a county-wide zoning ordinance that balances residential, industrial, and commercial development with the preservation of agricultural land.
- Key objectives for 2001
- Conduct training for public officials in land use policy, growth management and zoning.
- Conduct public awareness meetings to introduce why growth management is important to the future of Union County.
- Complete comprehensive plan that includes:
  1. Land use plan;
  2. Public facilities plan for water and sewer;
  3. Highway plan; and
  4. Recreation plan.

### Key implementation considerations

- The Comprehensive plan should:
  - Protect public health and safety;
  - Preserve property values;
  - Provide basic infrastructure;
  - Preserve the rural character of the <sup>County</sup> parish;
  - Manage public investments efficiently;
  - Respect individual property rights and minimize burdens on family home owners; and
  - Conduct an open and fair process of planning and regulation.
- Public officials are generally unaware of the problems created by unmanaged growth. We need a solid orientation program for public officials.
- Public concerns over zoning are often based on misunderstandings.
- Growth management and flexible zoning can be adopted if the process of adoption is carefully designed and implemented.

- The county needs to develop accurate mapping of water and sewer lines, along with land use patterns. Some of this assistance may be available through the Development District. In addition, WKU has a very good GIS department.

**Potential key performance indicators**

- Adoption of a comprehensive plan.

**Strategic Focus Area 3: Improve lifelong learning options for children and adults**

**Rationale**

- Every young person and adult in Union County should have the opportunity to acquire the skills they will need to meet the challenges of the future. In addition to basic skills of reading, writing and arithmetic (the three R's), these include:
  - the ability to collect, analyze, organize, and communicate ideas and information;
  - the ability to identify and solve problems;
  - the ability to apply mathematical reasoning and computational skills to real-world problems;
  - the ability to read and understand work-related materials;
  - the ability to use technology;
  - the ability to interact with others;
  - the ability to function effectively as a member of a team;
  - the ability to take responsibility for career and life choices; and
  - the ability and desire to demonstrate respect for others.
- Adults in Union County share the same challenges as adults throughout the state: relatively low levels of functional literacy. To get and keep secure, middle income jobs, adults will need to improve their work skills with flexible training options.

**Smart Goal**

By June 2003, make the new Technology Center the hub of lifelong learning in Union County.

**Key objectives for 2001**

- Implement an aggressive public relations and promotion campaign throughout the county to promote the start-up of the Technology Center in June 2001.

### **Key implementation considerations**

- The Technology Center needs to serve a number of different “market segments”, so it must have flexible programs designed to meet the specific needs of different types of people in the county.
- The Technology Center may be intimidating to adults who did not perform well in school.
- Framing public perceptions of the Technology Center will be critical to its success.

### **Potential key performance indicators**

- Participation in Technology Center programs.

## **Strategic Focus Area 4: Upgrade our county-wide recreation facilities**

### **Rationale**

- County-wide recreation facilities are important for improving the quality of life in the county for families.
- These facilities will become increasingly valuable amenities for economic development and tourism development.
- The county has a number of under-utilized recreation assets. These assets have been documented in earlier county plans.

### **Smart Goals**

- By December 2001, develop preliminary capital and operating budgets to construct new recreation and community facilities and upgrade existing attractions in the county.
- Identify a limited number of practical options for riverfront tourism and industrial development by June 2002.

### **Key objectives for 2001**

- Develop a citizen team for guidance on the development of county-wide recreation facilities and programs. The team should:
  - Document the county recreation system, including playgrounds, squares, parks, and other public ways, grounds, and open spaces.
  - Develop benchmarks with comparable counties.
  - Identify practical improvements in capital facilities and operations.
- Designate a working group to identify riverfront development options, including contracts to use existing port facilities. This team should:
  - Tour riverfront development in other locations along the Ohio.
  - Conduct a workshop on riverfront development to review options and build citizen support for riverfront development.

**Key implementation considerations**

- Recreation programs need to be viewed as county-wide initiatives. In sum, they must be balanced to meet the needs of all residents.
- Citizens should be involved in the planning of recreational facilities.
- Budgets should include both capital and operating budgets. Maintenance of public facilities represents an on-going responsibility.

**Potential key performance indicators**

- Indicators should be recommended by the citizen team.

**Strategic Focus Area 5: Implement a tourism development and marketing action plan****Rationale**

- The tourism and hospitality industries will provide an increasingly important source of employment and income to the county.
- The County has the beginnings of a strong set of tourism attractions, but these attractions are not “packaged” in any way. These attractions can be packaged and promoted to bus tours.
- The Sturgis Rally demonstrates the economic impact that can come from tourism development.
- Historic sites in the county need protection from careless nearby development. In addition to maintaining an inventory of historic sites, the Planning Commission should use land use controls to protect these sites. The steps required to protect these properties can be set forth in an historic preservation plan.
- The county should continuously update a plan to attract tourists to Union County. Among other factors, this plan should strengthen the County’s connections to the ongoing marketing programs of the Tourism Cabinet.
- We also need to outline the infrastructure investments required to enhance Union County as a destination for tourists. This step includes setting forth any land use regulations which will support the tourist industry in Union County.

**Smart Goal**

Implement initial tourism development and marketing initiatives to bus tour operators by June 2001.

**Key objectives for 2001**

- Designate a citizen working group to identify tourism development options.
- X • Conduct<sup>A</sup> retreat with representatives of the Tourism Cabinet to develop an action plan for tourism development.



- Develop a package tour of the county for promotion to tour bus operators.

**Key implementation considerations**

- Need to begin with small, practical steps. Initial focus can be on packaging and promoting bus tours of the county.
- Tap resources of the Tourism cabinet for guidance.
- Build off existing anchor activities and facilities. Look for new opportunities by reviewing what other communities are doing. For example, use the airport for a balloon rally.
- Encourage ties between tourism and entrepreneurship.

**Potential key performance indicators**

- Number of bus tours coming to the county.
- Attendance at county-wide events.

**Strategic Focus Area 6: Implement partnerships to promote additional housing investment and environmental cleanup of the county**

**Rationale**

- Additional housing is needed for key target populations, such as the elderly.
- Housing stock can be improved with more effective enforcement of existing building codes and nuisance ordinances.

**Smart Goal**

- X Design<sup>and</sup> implement a pilot housing project of at least 25 units by December 2002.

**Key objectives for 2001**

- Establish a citizens group to encourage clean-up of properties within the county.
- Commission analysis of local housing market through the Development District or WKU.
- Conduct work shop on public/private housing projects.

**Key implementation considerations**

- Need to do more analysis of local housing market.
- Encourage government agencies and private partnerships
- Set a clear, quantitative goal, such as an apartment complex for senior citizens
- Clean-Up existing property by enforcing existing nuisance ordinances

- Better organized community projects to pickup and cleanup. Promote the establishment of a citizens beautification group, such as Union County Green
- Look for models of public/private housing development.

**Potential key performance indicators**

- New housing starts.
- Enforcement actions under building codes and nuisance ordinances.

# Measuring Progress

## **Our Process**

Our strategic planning process has been collaborative, participatory and interactive. We have held a number of meetings during the spring, summer and fall of 2000 to discuss issues and present ideas.

Our Report is a work in process. With any economy, we can be overwhelmed by detail. To improve the prosperity of Union County, we will set clear, measurable goals. Indeed, these goals should be SMART:

- Simple;
- Measurable;
- Aggressive, but achievable;
- Relevant; and
- Time sensitive.

The conventional wisdom is that achieving goals takes four steps. First, you set goals. Next, you make plans. Then you take action. Finally, you evaluate your results.

This linear approach to converting goals into action sounds logical, but it can lead to disastrous results. This simplistic approach is a short-cut to unrealistic goals and setting ourselves up to fail from the start.

## **Continuous improvement**

We start with a simple proposition:

The only way to learn where we want to go and what road to take is to start trying to get there. The only way to learn what we really want to do and learn how much we can do is to start trying to do it. We need to put a stake in the ground.

We are adopting a cyclical approach to setting in achieving improvement goals. We will improve our County step by step. Our approach involves the following steps:

**1. Set a direction. Decide on the activities that we will pursue to create improvements**

This step involves deciding where we want to intervene to improve our economy. A lot of things need fixing, but where will we start? Where will we focus our energies? What type of improvements do we want to create and for whom?

Do we want to help high school students who are unmotivated to go to college? Employers who need better entry level workers? Employees who need to upgrade their skills? Do we need to build a new community center? Improve tourism? Widen our roads?

**2. Set some initial goals with the understanding that we may revise them**

Here is where we set a stake in the ground. We need clear, measurable goals. Based on our discussions with citizens across the County, the Foundation is suggesting some important goals for the County's leaders to pursue.

These are not comprehensive; they are not intended to be. But they reflect areas where we can make significant improvements if we focus our efforts. How do we know? Other states and other communities have demonstrated the power of clear, simple goals.

**3. Outline practical plans to achieve our goals**

This step entails describing the tasks and action steps: who will do what by when to whom, for whom, and with whom, where and how. This action plan for the County calls for the regular review of interim results and the revision of our goals and plans.

It's important for us to frame public expectations here. By stating clearly that we will set off in a direction, check our course and revise our goals, we will not get locked into an unreasonable set of expectations from the start.

**4. Work our plans**

We will perform tasks we have outlined and take action steps. We will review our results and determine what is happening, including what has gone right and what has gone wrong. Then we will decide what we have learned from the experience and revise our goals and plans as needed.



**5. Continue to work our plans**

Each working group will perform tasks and action steps. They will review the results and revise their plans as needed.

**6. Continue to work our plans**

Perform our tasks and action steps. Review the results. Revise our plans as needed.

**7. Continue to work our plans**

Perform our tasks and action steps. Review the results. Revise plans as needed.

**8. Evaluate our progress and retarget our plan**

Every year, we will evaluate our progress and reset our plans. By pursuing this cycle, we can continuously refine our goals and refocus our efforts. We can escape the trap of pursuing unrealistic goals, and we will manage the risk of not achieving the small victories we need to sustain everyone's enthusiasm and commitment to improve.

**Some background on terms**

Here is an explanation of the terms we use in our report.

**Strategic areas of focus.** The strategic areas of focus are the areas in which we will focus our improvement efforts over the next three years. These areas emerged from extensive discussions throughout the county in 2000.

**Rationale.** The rationale presents a justification for selecting the particular strategic area of focus. It presents some relevant background information for understanding the importance of initiatives to the future of our county.

**SMART Goals.** Our goals embody our vision. Without a vision, we have no sense of direction. Without a vision, all our opportunities for improvement carry the same weight. We have no way to choose among our alternatives. At the same time, goals must be sharper than broad statements of good intentions. SMART goals represent goals that can translate a vision into action. SMART goals are: Simple, Measurable, Aggressive, Relevant, and Time-sensitive.

**Key objectives for 2001.** The key objectives are the particular goals to be attained during the upcoming year. Key objectives target those activities that are most critical to achieving our SMART goals.

**Implementation considerations.** Implementation considerations represent practical considerations we must accommodate in implementing our plans. Implementation considerations can include:

- Different options for implementation
- Stakeholders who should be involved
- Organizational arrangements that will be necessary
- Policies that must be developed
- Policies, practices and traditions that may be violated
- Potential for support or resistance and actions to overcome resistance or nurture support
- Anticipated problems and how these may be overcome
- Budget and time requirements and constraints
- Potential political shifts that may create conflict

**Performance indicators.** Performance indicators are the measures that will indicate we are moving toward our SMART Goals. These are only suggestions. We expect that the people responsible for managing leverage projects will determine their own performance indicators.

# Next Steps

We have outlined an ambitious agenda, one that we heard from the citizens of the county. But how do we implement this? Who will do all the work?

The answer is: We will.

We need to reorganize and focus our efforts. There's no shortage of exciting, interesting people doing valuable, important tasks in Union County. part of our challenge is to celebrate what we are already doing. Spread the word. Let other people know just what is going on.

But we have another task as well. We need to energize more people, especially our young people, in the exciting opportunity of building Union County for the next generation.

We will develop a series of citizen teams to begin working our plan. How many teams? We're not sure. It depends on how many people choose to become involved. The teams do not need to be big. Two to three people are enough to begin. The point is that we need to begin. Put our stake in the ground. Get going.

Here some teams we can start right away.

**Economic development team.** Focus on recruitment of new firms to Union County. Learn how to handle prospects. Develop networks with the Cabinet.

**Land use and growth management team.** Conduct a series of citizen meetings on growth management and zoning. Guide a public process in the adoption of a zoning ordinance. Work with the Planning Commission in the preparation of the Comprehensive Plan.

**Technology Center team.** Promote the Technology Center. Write a newsletter. Build a web site. Conduct a door-to-door campaign. Promote the center to citizen groups. Build the buzz.

X **Recreation team.** Survey our recreation assets. Find out what other communities are doing and how we rate. Come up with ideas to improve our recreation facilities. Connect ideas with tourism development.

**Riverfront team.** Learn what other communities along the river are doing to take advantage of their location. Define some practical ideas. Focus on what is “doable”.

**Tourism development team.** Define our tourism program. Promote package tours to bus operators. Conduct a workshop on tourism with the Cabinet. Visit other communities in the state with active tourism programs. Look for connections to entrepreneurship so people can start new businesses.

**Union County clean-up team.** Organize a Saturday citizen clean-up of part of our county. Learn more about existing nuisance ordinances. Organize to promote enforcement. Organize a “Paint Your Heart Out” campaign for volunteers to paint houses for people who cannot afford (or are too old) to paint. Create a Union County Green promotional campaign.

**Housing development team.** Find out a low cost way to get some information on the local housing market. Identify the types of needs not being met. Define a project, like apartments for elderly.

## UNION COUNTY GOALS

The goals for Union County were identified and reviewed by the Union County Planning Commission. The order does not imply priority.

1. Conserve and/or utilize all land resources within the planning area for their highest and best use, consistent with maximizing the interests of the public and private property owners.
2. Gradually eliminate existing incompatible and blighted land uses through redevelopment, enforcement of codes, ordinances, and various other positive and innovative implementation devices.
3. Maintain orderly growth patterns that will facilitate efficient and economical placement of supporting services and community-type facilities.
4. Formulate land control and development policies designed to encourage orderly growth patterns and resultantly minimize "leapfrog" type development.
5. Develop public policies and techniques for discouraging urban development in areas particularly vulnerable to flooding.
- ✓ 6. Provide for an adequate amount of land to be devoted to open space and recreational uses.
7. Local major traffic generator land-use types should be in close proximity to major thoroughfares throughout the planning area. Emphasis should be directed toward development of a four (4) lane thoroughfare to reduce access on heavily traveled roads.
8. To provide adequate fire protection to all county residents to lower insurance rates.
9. To encourage orderly industrial growth to generate steady economic development.
10. To encourage the preservation of existing forest land.

## UNION COUNTY SHORT AND LONG TERM POLICIES

In accordance with Federal and State requirements, Union County's identified policies are divided into short term (0-5 years) and long term (5-10 years). Policies are developed to achieve the goals adopted by Union County.

### Short Term

1. Solid waste collection shall be county-wide facilitating local pick-up and disposal.
2. A unified economic development effort is encouraged in Union County to help local employment and increase commerce.
3. The Union County water system should be upgraded and expanded to serve as many residents as possible.
4. An educational program should be developed to inform the rural population about county-wide zoning and other innovative land use ordinances.
5. The continued improvement of public recreation and education facilities will be encouraged.
6. A four (4) lane thoroughfare through Union County should be addressed in the State's six (6) year highway development plan.

### Long Term

1. Support the objectives of the Kentucky Clean Communities Program through effective solid waste management.
2. Achieve the full implementation of a Union County Economic Development Plan.
3. Develop a four (4) lane thoroughfare to alleviate traffic congestion on major arterials and promote industrial development.

## ANNUAL OBJECTIVES

Union County's goal objectives will require constant supervision by the County Planning Commission. These goals could be accomplished through continual upgrading and usage of zoning, subdivision regulations, extraterritorial jurisdiction, urban service areas and other planning tools. They will be reviewed as deemed necessary.

The Planning Commission should familiarize the citizens of Union County with the goals and objectives of Union County. Informational news briefs could be prepared to help ease this problem, as required.

The Union County Planning Commission should strive to conserve and protect its "prime" agricultural land allowing only responsible development practices. This could be achieved by careful review of proposed development as they are presented.

Local government should encourage new industry to locate within Union County to help ease local unemployment. Existing industry should be encouraged to expand, creating increased local manpower needs. These encouragement activities should be coordinated with the Union County Planning Commission to ensure adequate planning.

Local education should be initiated to ensure that area residents are employable. Programs of adult education should be encouraged to help alleviate existing unemployment conditions. A periodic review of existing educational facilities is required.

COMPREHENSIVE  
ECONOMIC  
DEVELOPMENT PLAN  
FOR UNION COUNTY



**COMPREHENSIVE ECONOMIC DEVELOPMENT PLAN  
FOR UNION COUNTY**

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# COMPREHENSIVE ECONOMIC DEVELOPMENT PLAN FOR UNION COUNTY

## I. PURPOSE

The purpose for creating the Economic Development Plan for Union County is to encourage the business sector and the local governmental sector of the County economy to establish achievable goals and strategies for the sustained improvement of that economy. The purpose of the Economic Development Foundation shall be to encourage the economic development of Union County. This shall include the encouragement of new industry to the area, working with current industry to ensure a good working relationship is maintained between them and Union County, to encourage various communities to work together toward a common goal, and, if needed, assist various communities with economic development objectives. The Foundation has developed a list of the assets and liabilities and a course of action which are included in their pertinent sections of this Plan.

## II. SPECIFIC GOALS

The specific goals for the sustained development of Union County are as follows:

1. Market Union County to specific business and industry as a fine place to raise a family and do business by emphasizing it's advantages.
2. Encourage participation of all people in taking part in economic development.
3. Make one stop shopping available to industry to more easily avail new business to continually updated information on Union County.
4. Work toward a single voice to represent the County in dealing with industrial prospects.
5. Visit other Kentucky communities to observe their successful job development.
6. Employ an economic development specialist to serve at the pleasure of the Foundation.
7. Conduct regular visits to major local employers.
8. Encourage all incorporated cities to participate in the Kentucky Chamber of Commerce's Certified Cities Program, and make improvements in each category each year.

9. Establish committees to work on improving all segments of economy.
10. Hold regular meetings and assess the effect of the actions of committees.
11. Each committee establish goals and objectives for their special part of the overall plan of improving Union County's economy.
12. Have representation on the Kentucky Industrial Development Council.
13. Representatives from Union County should be more visible in statewide development networks.
14. Encourage participation of local news media to report significant jobs and community development initiatives.

### III. COMMITTEES

The following committees should be developed and actively in contact with the business sector and the State and local governmental sector:

1. Executive
2. Development Impact Advisory Committee
3. Retail Merchants
4. Existing Industry Contact
5. New Industry Contact
6. Finance
7. Publicity

### IV. COMMUNITY RESOURCES

#### A. Industrial Sites

##### Assets:

1. Fully developed industrial sites near Morganfield and Sturgis including airports.
2. Partially developed site in Uniontown.

##### Liabilities:

1. Lack of another site in the Sturgis area. The Airport site maybe too tangled in red tape and FAA restrictions to be made quickly available if needed.

2. Improvements need to be made to the Uniontown site.

Description:

Union County currently has three (3) improved industrial sites in Morganfield (337 acres), Sturgis (107 acres), and Uniontown (82 acres), plus several scattered public and private sites. The major sites are improved with water, sewer, natural gas, and electricity. The Sturgis Industrial Park adjoins their airport facility which contains three (3), five thousand (5,000) foot runways and is the fourth largest airport in the Commonwealth. The Morganfield Industrial Park adjoins their airport which has a twenty-seven hundred (2,700) foot runway. All major industrial sites have access to major State Highways, U.S. 60 and KY 130.

Course of Action:

1. Contact owners of desirable sites near Sturgis and other areas of the County concerning purchase and development. Purchase the site and make improvements.
2. Contact site representative in Economic Development Cabinet for assistance in developing a plan for making improvements to the Uniontown site.

B. Transportation Facilities

Assets:

1. Good transportation system; access to interstate and major highways.
2. Large airport at Sturgis and smaller airport at Morganfield.

Liabilities:

1. Improvements necessary on roads from Morganfield and Sturgis to the Earle C. Clements bridge across the Ohio River to Illinois.
2. Lack of passing lanes on U.S. Highway 60 adjacent to the factories in Morganfield and the Union County Middle and High Schools pose a safety problem.

Description:

Union County has the Ohio River as approximately forty percent (40%) of its' boundary. Seven (7) private loading facilities for barge traffic exist for the transportation of coal, grain, and other commodities.

Two (2) of those facilities are owned by the Island Creek Coal Company, and the remaining five (5) facilities are owned by Peabody Coal Company, T.V.A., Costain Coal Corporation, Farmers Grain, and Kanipe Enterprises. Contractual agreements can be made with several of these firms for transporting commodities other than, but including, coal and grain.

The road network serving Union County has U.S. Highway 60 as its' primary thoroughfare; beginning at the Henderson County line, U.S. 60 intersects Waverly, Morganfield, and Sturgis en route to the Crittenden County line. Kentucky Highways 56, 109, 130, 141, 270, and 360 comprise the County's major road network with their linkage to U.S. 60. Consistent effort by the Union County Fiscal Court has produced perhaps the finest quality secondary county road system in the Commonwealth. The major State highways serve as arterials for the collector and minor street systems of the municipalities in the County.

The Tradewater Railway Company owns the primary railroad system in the County. The Morganfield and Sturgis Industrial Parks have access to this system, each park having a spur.

Union County has the finest rural airport system in the Commonwealth. The Sturgis Airport is the fourth largest in the Commonwealth, and is perhaps the most underused facility for its' size anywhere. The Morganfield Airport serves the industries at their Industrial Park. Both airports serve the agribusiness community. Each airport facility is managed by their respective Air Boards.

#### Course of Action:

1. Continue contacting State Highway Department officials about improvements to Kentucky Highways 56 and 109.

### C. Infrastructure

#### Assets:

1. Availability of all required utilities in almost all areas of Union County.

#### Description:

The industrial parks are served with water, sewer, and natural gas from the municipal utility systems of Morganfield, Sturgis, and Uniontown. Kentucky Utilities and Henderson-Union RECC provide electric power to those facilities. The aforementioned utility systems currently have the capacity to accommodate sizeable growth. All three (3) municipalities are undertaking capital improvements programs. The Union County Water District has expanded the County water system to accommodate rural subdivisions and potential growth areas.

#### D. Education Facilities

##### Assets:

1. Local education facilities are very good and more specialized facilities are within a short driving distance.

##### Description:

The Union County Board of Education provides primary and secondary education to all residents in the County. Primary Catholic education (K - 8) is available in Morganfield to municipal and County residents. Henderson Community College is the closest post high school education facility, and Union County students account for one-third of the College's enrollment. The Union County area Vocational Education Center at Morganfield offers a variety of technical vocational instruction. The Board of Education has recently constructed and opened the new Union County Middle School across from Union County High School. The Board has also recently constructed fieldhouses/gymnasiums to the Morganfield and Sturgis Elementary Schools. Union County is also within one hundred miles of major universities in Kentucky, Illinois, and Indiana as well as smaller colleges. Currently many of these colleges and universities have interstate reciprocal tuition agreements. Morganfield is the home of the Earle C. Clements Job Corps Center, which is the largest Job Corps Center in the United States. The Job Corps Center offers disadvantaged young men and women an opportunity to develop a wide variety of academic and vocational skills. Higgins Learning Resource Center has a facility in Union County offering specialized training and therapy to the physically and mentally handicapped.

#### E. Recreation Facilities

##### Assets:

1. Local recreation opportunities are plentiful and major recreation facilities are within short driving distance.

##### Liabilities:

1. Recreation resources and opportunities are not fully developed. Attention should be given to the possibilities of recreation facilities along the extensive Ohio River shoreline bordering Union County.

##### Description:

The Ohio River serves as a major boating and fishing attraction to citizens in the Tri-State area.

Morganfield and Sturgis have a variety of public recreational facilities for all age groups including tennis courts, baseball and softball diamonds, football fields, basketball courts, swimming pools, and picnic and playground areas. The City of Uniontown has baseball and softball diamonds and picnic and playground areas. The City of Morganfield has recently developed additional park acreage for youth baseball using a State-matching grant program. The Breckinridge Golf and Country Club at Morganfield is a private club which has a clubhouse, dining room, nine (9) hole golf course, and a swimming pool. The County recently purchased the one hundred and thirty-one (131) acre Moffit Lake Recreation Area. The facility is improved with fifty (50) acre lake, a large beach, campsites with water and electricity, and a boat dock. Additional roads, improved campsites, and primary beach improvements have been developed using a State matching grant program. The Union County YMCA is flourishing and has recently purchased the Morganfield Middle School to accommodate their variety of activities for all ages. Union County has a variety of fishing areas and wildlife habitats and is a desirable location for outdoor sportsmen in the Tri-State area. Union County is within seventy-five (75) miles of many State parks including Kentucky Dam Village State Resort Park and the Land Between the Lakes.

#### F. Health Facilities

##### Assets:

1. Local health facilities are excellent and more specialized facilities are within a short driving distance.

##### Description:

Union County has one of the finest small medical facilities in the State in Union County Methodist Hospital operated by Community Methodist Hospital (C.M.H.) of Henderson, Kentucky. Their previous owners, Hospital Corporation of America (H.C.A.) invested over one million dollars in the three (3) years prior to acquisition by C.M.H. and C.M.H. will continue H.C.A. policy toward providing quality and advanced service to area residents and industries from general surgery to diagnostic care. Some improvements in medical service are the latest X-Ray equipment, ultrasound equipment, Cat-scanner, and dual licensure program for extended care. A helipad has been constructed for life flight service and an addition to the hospital building is planned.

The County is serviced by numerous doctors of varied disciplines from within and outside the County. Four (4) clinics are located in the County, one of which is supported by Trover Clinic from Madisonville. The County is serviced by numerous licensed pharmacists.

A County-wide Ambulance Program operated by the Hospital provides support services for the Hospital and other medical facilities. District agencies such as Green River Comprehensive Care and the Health Department provide limited medical services.

## V. DEVELOPMENT OBJECTIVES

### A. New Industry Solicitation

#### Description:

Union County has a well organized and staffed Economic Development Foundation to work with prospective and existing employers and coordinate efforts with various State and local officials. The Economic Development Foundation plans to promote orderly industrial development within planned industrial sites. Research has yet to be conducted to determine what types of businesses should be targeted. Compatible industries of scale shall be encouraged to develop in Union County.

The developer and the New Industry Contact Committee shall contact new potential industries, and serve as the Foundation's primary liaison between State and regional development agencies. The developer, and if necessary, selected Foundation members and business and government leaders will travel to meet potential industrial prospects when necessary.

Information on existing and potential industrial sites will be continually updated and made available to interested parties. The Foundation may seek contractual real estate agreements, when practical, with County and municipal governments and private individuals during the normal course of their business. There is no specific development "package" available for new or expanding industries. The Foundation will participate in economic development seminars and will promote and educate the public regarding economic development. When necessary the Foundation will seek public opinion regarding industrial compatibility.

#### Course of Action:

1. Develop a basic package of incentives for use with prospects. This can be based on a ratio of dollars per job created, a flat amount outright for site improvements, or a negotiated dollar amount for site improvements and other work, or any combination thereof. Purchase of sites is also permitted.



2. Appoint a committee to investigate the construction of a "spec" building or buildings on the existing sites. This group should visit various towns such as Bowling Green, Hopkinsville, Cadiz, Glasgow, and Henderson to determine the feasibility of the project.

## B. Existing Industry Support and Expansion

### Description:

Perhaps the key element to successful industrial development is the support and planned expansion of Union County's existing industrial base, because those industries have already decided to locate here. The industrial developer and the Existing Industry Contact Committee will establish contacts with the County's existing industries, discuss their immediate needs, and, if possible, work toward future expansion plans. The Foundation should be responsible for the recognition of existing industries and other business role in attracting new development. The Foundation, if necessary, will serve as a liaison between industry and government officials, and will coordinate the community's industry appreciation events.

### Course of Action:

1. Encourage research and study of "incubators" free trade zones, market research, and other subjects related to economic development.
2. Focus attention to developing agricultural related businesses to capitalize on those resources in the County.

## C. Full Development of Existing and Planned Private and Public Industrial Sites

### Description:

Existing Sites: The Foundation desires the full development of each industrial site in the County. Where infrastructure planning and extension is necessary the Foundation will develop a cost analysis, with financing coordinated through the appropriate units of government. The Foundation will coordinate the assembly of development plans, gain appropriate government approvals for implementation, and assist in coordinating plan completion.

Planned Sites: The Foundation will plan for the development of other potential industrial sites in addition to the existing sites in the county. The Foundation realizes that the determination of industrial sites and infrastructure development should involve the implementation of county-wide zoning or another development guidance system which would require Fiscal Court and Planning Commission approval.

Following those necessary approvals, the Foundation may develop plans to implement infrastructure and structural development. All plans and implementation strategies will be referred to or developed by the Development Impact Advisory Committee.

#### D. Airport Utilization and Planned Highway Improvements

##### Description:

Sturgis and Morganfield Airports: The Sturgis Airport is a multipurpose facility complete with the fourth largest airport in the Commonwealth, an industrial park, and recreation areas. The Morganfield Airport is much smaller and provides accessory service to the Morganfield Industrial Park of which it is a part. The Foundation will develop a marketing program with the assistance of our developer and State and regional agencies to determine and solicit those industries best suited for location and development of both airports. The Foundation, through the New and Existing Industry Contact Committees, will work closely with the respective Airport Authorities in the development of these facilities.

U.S. Highway 60 and Kentucky Highway 56 and 109 Improvements: The Foundation supports State, regional, and local governmental initiatives and planned improvements on U.S. Highway 60 and Kentucky Highway 56 and 109. The Foundation will advise the Economic Development Cabinet of deficiencies on these highways related to industrial location in Union County.

Limited Access Thoroughfare: The Foundation supports the development of the Interstate 69 and Interstate 66 proposals to enhance the development potential of Union County.

#### E. Tourism Development

##### Description:

Union County has plentiful recreation opportunities, and major recreation facilities are within short driving distance. However, the County's tourism potential is not being fully realized.

The Foundation intends to promote Union County as a desirable community in which to live or visit. For example the County currently promotes the concept of "Family Recreation" at the Moffit Lake Recreation area. Union County is fortunate to have attractive and abundant fish and wildlife habitats, and the County is at the northern edge of Western Kentucky's State Park System. The Foundation will assist other local efforts to promote tourism in Union County through the State Department of Tourism Development.

## F. Long Range Plan for County-wide Impact

The Foundation has proposed the Development Objectives as an agenda for orderly growth and economic development in Union County. Given the nature of the industrial development game, a development timetable cannot be predicted. We are optimistic regarding our effort, therefore, we feel that when development does occur, the County governing bodies should be prepared to service additional growth. Given the nature of business, we feel that they have a greater ability to respond quickly to an urgent need, primarily the profit motive. However, the expansion of our State, County, and municipal service delivery systems requires more advanced planning, therefore, our efforts will include the Development Impact Advisory Committee. This Committee will be comprised of the elected chief executive officers of County and Municipal government.

The Foundation perceives itself as a marketing agent, to coordinate plans, and to compliment and enhance the County and municipal implementation process, and hopefully there will be much to implement.

## VI. MARKETING AND IMPLEMENTATION STRATEGY

Union County has an ideal geographic location within close proximity to major airports and the Evansville, Indiana metropolitan area. The cost of living is low compared to other areas and has available a well educated and skilled workforce. The County and its' municipalities have cooperative local governmental officials who maintain a good working relationship with the Economic Development Cabinet and the Green River Area Development District.

### Description:

Promotion: The Foundation will assist local government and private concerns in the promotion of Union County as a desirable place to conduct business and raise a family. This promotion can be accomplished through the Foundation's daily office activity, contracting with marketing experts, producing promotional brochures, and participate in State, National, and international business and industry expositions.

Financing Tools: There are many financial resources available for private and public development. The Foundation realizes that maximum leveraging of private investment money is as important as the wise use of public money for public investment. There are a number of private investment firms, primarily banks, in a position to compete for private and public investments. There are also available a number of public funds for public investments and leveraging the amount of money a developer has in a project.

These are Small business Administration Guaranteed and Direct Loan Program and 503 Certified Development Program, the Kentucky Development Finance Authority, the Economic Development Administration, the Farmers Home Administration, and a regional (GRADD) Revolving Loan Fund. The Union County Fiscal Court has appropriated two million dollars for industrial development. Several of these programs may be cut or eliminated by Congress, however, the Foundation will seek to develop creative financing packages for developers and local units of government. The desired effect is the maximum capitalization of private and public investment.

Budget: The financing revenue for the operation of the Foundation will consist of contributions from individuals, businesses, and industry and appropriations from local units of government. The Foundation will use appropriate annual auditing procedures necessary when using government funding.

Course of Action:

1. Coordinate all economic development activities and studies through the Union County Economic Development Foundation.

Conclusion:

The sustained economic development of Union County is so vital that it is necessary to have an organization working solely on achieving that desired result. The Foundation and it's work are a key element in the comprehensive planning and development process in Union County and the Foundation membership need to be aware of that process. An informed membership will be necessary to implement the strategic economic development plans for Sturgis and Morganfield following this Plan element.

**STRATEGIC  
DEVELOPMENT PLAN  
STURGIS, KENTUCKY**

## STRATEGIC DEVELOPMENT PLAN STURGIS, KENTUCKY

### Introduction:

The City of Sturgis has participated in the Kentucky Certified Cities program for five and one-half years. To reach our goal of achieving Hall of Fame status, we have reached a level of community organization to present a coordinated plan of action to merit that status and sustain development efforts beyond the year 2000. The text of this document is a realistic projection of present and future effort.

### Background Information:

The City of Sturgis (population 2,184) is the second largest city in Union County (population 16,557). Because of our size and the size of our County, we are part of a County-wide Comprehensive Economic Development Plan for Union County, (Called the "Plan"). This plan is an element of the Union County Comprehensive Plan as revised and amended. This Plan was developed by the cities of Union County and the Union County Fiscal Court through their joint sponsorship of the Union County Planning Commission (UCPC). The Commission's members are appointed by the Cities and the Fiscal Court and it is totally funded by the Cities, Fiscal Court, and fees.

Working with the UCPC are the Sturgis Economic Development Foundation, Inc. (SEDF), the Union County Economic Development Foundation, Inc. (UCEDF), the local Chambers of Commerce in Morganfield and Sturgis, and other civic-minded individuals and organizations. Several public meetings have already been held to gather ideas and public input and the minutes of those meetings are included as supporting documentation to the Plan. The goals to be accomplished have a future projection to ten (10) years.

### Short-term (0-5 years) and Long-term (6-10 years) Goals

#### Short-term Goals

1. Encourage community participation in a sustained economic development program.
2. Improve the business environment through public and non-profit community facility and infrastructure investment, private industrial investment, and tourism promotion.
3. Focus continued attention on downtown redevelopment and planned residential development.
4. Begin planning golf course and convention center development.

## Long-term Goals

1. Attract business and industry to develop twenty-five (25) percent of remaining acreage at the Airport Industrial Park.
2. Begin the promotion of newly developed industrial park.
3. Implement golf course and convention center development plans.
4. Emphasize to the State Department of Transportation the necessity of arterial highway improvements on U.S. 60 and Ky. 109 to serve planned industrial development and regional tourism needs.

## DEVELOPMENT INITIATIVES

### I. Transportation Development

#### A. U.S. Highway 60 Redevelopment

The redevelopment of U.S. Highway 60 in Union County is a long-term project involving a six (6) year to twenty (20) year time commitment for a projected four (4) lane highway improvement from Henderson, Ky. to Sturgis. The State Department of Highways projects bypass roads around Waverly, Morganfield, and Sturgis in conjunction with this proposal.

#### Project Objective

The project objective is to improve the major transportation arterial to enhance our prospects for increased economic development.

#### Project Narrative

The City of Sturgis, the Sturgis Chamber of Commerce, the Union County Fiscal Court, and the Union County Economic Development Foundation will continue to promote the funding of this four (4) lane highway improvement through Union County to the City of Sturgis within a reasonable time frame to support our other development initiatives. The City has a serious concern about a bypass of Sturgis which we feel should be addressed before the finalization of any plans. We will continue to work with the State Department of Highways to insure the satisfaction of as many interests as possible.

#### B. Improve Kentucky Highway 109

The improvement of Kentucky Highway 109 is a long-term project involving a six (6) year to twenty (20) year time commitment. A short-term improvement should depend on the projected need of the coal and agribusiness industries and the long-term stability of the coal markets.

A long-term improvement depends on the schedule of our projected industrial development.

#### Project Objective

The project objective is to recommend the improvement of the road shoulders on the coal haul route from Kentucky Highway 492 to the Webster County line; to recommend the widening of the road with acceleration/deceleration lanes from Johnson Street in Sturgis to one thousand (1,000) feet beyond the proposed industrial park west of the City.

#### Project Narrative

The City will recommend the use of State road maintenance funds to improve the surface and the shoulders of Kentucky Highway 109 from Kentucky Highway 492 to the Webster County line. The City and the Union County Economic Development Foundation will advise the State Department of Highways of their progress on the development of the industrial park west of the City on Kentucky Highway 109. They will recommend the Department study widening said road from North Johnson Street in Sturgis to one thousand (1,000) feet northwest of the entrance road into the industrial park. This phase of the transportation plan should coincide with the acquisition and infrastructure development of the property.

## II. Community Facilities/Recreation and Parks Development

### A. Site Development for Community Center

The City recently renovated the Community Center Building at 1002 North Monroe Street utilizing a \$156,000 Community Development Block Grant and \$124,000 of City funds and local donations. The City now intends to complete the site development as a short-term project during the next three years (1994-1996).

#### Project Objective

The project objective is to allow the City of Sturgis to fully utilize its new community center. Pavilions will be available for use of its citizens and surrounding area.

#### Project Narrative

The First year (1994) materials will be purchased to construct two 25' X 45' pavilions in the City park area adjacent to the Sturgis community center at 1002 North Monroe Street.



The Pavilions will be constructed on concrete pads and water outlets available at each pavilion. The second year (1995) will consist of sidewalk construction and the planting of twenty (20) oak trees. The third year (1996) will consist of the construction of a gazebo in the center of the park and decorative lighting throughout the entire park.

#### B. Kiwanis Tennis Court Renovation

The Kiwanis Club of Sturgis owns three (3) properties on North Monroe Street which are improved with their meeting building, tennis courts, and a swimming pool facility. The tennis courts and swimming facility are available for use by the general public. The Club recently undertook several fund raisers to generate needed revenue to improve the tennis court surface and lighting system. This renovation is a recently completed short-term capital improvements project requiring two (2) years.

##### Project Objective

The project objective is to utilize Union County Fiscal Court matching recreation grant funds (sponsored by the City of Sturgis) and Kiwanis member labor and fund-raising donations to renovate the four (4) Kiwanis tennis courts.

##### Project Narrative

- Phase 1: Prepare and pave court surface and install new utility poles completed in June 1992 at a cost of \$16,257.45.
- Phase 2: Complete installation of utility poles, sealcoat, paint, and stripe court surface, and purchase nets and strapping completed in June 1993 at a cost of \$10,137.90.
- Phase 3: Install electrical wiring and lights completed in October 1993 at a cost of \$4,818.60.

The total facility improvement cost is \$31,213.95.

#### C. Kiwanis Pool Renovation

The Kiwanis Club of Sturgis has begun the renovation of their swimming pool facility on North Monroe Street. The completed renovation of this facility would be an attractive addition to the appearance and function of this swimming pool constructed in 1950. This renovation is a short-term capital improvements project requiring three (3) years (1994-1996). Each of three (3) phases will be completed while the facility is closed to the public.

### Project Objective

The project objective is to utilize Union County Fiscal Court matching recreation grant funds (sponsored by the City of Sturgis) and Kiwanis member labor to repair the plumbing, replace the pump for the children's pool, and reconstruct the concrete deck surrounding the pool.

### Project Narrative

Phase 1: Repair plumbing, install pump for children's pool, and paint pool surface completed in May 1994 at a cost of \$2,000.00.

Phase 2 and 3: These phases will be completed in 1996 and involve the replacement of the old concrete decks surrounding the pool. The Club will undertake this project as money and time are available during these phases.

## D. Golf Course Development

The development of a golf course is a short-term project to diversify the recreational opportunities offered by the City. The proposed facility would be developed as a public golf course. It is felt that there is a need for a public course, since two (2) of the three (3) courses available within twenty (20) miles are private or semi-private courses.

### Project Objective

The project objective is to develop a public nine (9) hole golf course on land currently owned and operated by the Union County Air Board located approximately one (1) mile east of Sturgis near the Sturgis Industrial Park.

### Project Narrative

Phase 1: Site selection and funding sources for development should be completed by December 1995. Investigate Land and Water Conservation Funds availability through the Green River Area Development District.

Phase 2: Enter into an agreement with a golf course architect for the design of the course and buildings to be completed by June 1997; secure funding for the project through grants, in-kind service, and general fund sources.

Phase 3: Let bids for proposals to be completed by December 1997.

Phase 4: Begin construction in March 1998 with a projected project completion of March 1999.

## E. Additional Park Acreage Acquisition

The acquisition of additional park acreage by the City to satisfy future recreational needs is a short-term project. The development of this acreage is a long-term project.

### Project Objective

The project objective is to purchase acreage within or close to the City for the development of a sports complex of softball, football, and/or other athletic fields.

### Project Narrative

The City is presently limited in its capacity to provide adequate softball and football fields for its Little League teams for practice and play. The City is endeavoring to purchase additional acreage within or close to the City to develop a sports complex consisting of a minimum of six (6) softball fields, two (2) football fields, and concession stands with restrooms, and parking. The time table allotted is:

1. Obtain the land (20-30 acres) to be completed by December 1995.
2. Design the complex to be completed by December 1996.
3. Develop the complex to be completed by December 1999.

## III. Industrial Development

### A. Acquisition and Development of Industrial Park

The City recognizes the need for additional acreage for industrial development. The City's acreage currently available for industrial development is located on Sturgis Airport property and is available on primarily a leasehold/occasional sale basis. The acquisition and infrastructure development of another industrial park site is a short-term project.

### Project Objective

The project objective is the acreage acquisition and infrastructure development of a minimum fifty-eight (58) acre industrial park having access from Kentucky Highway 109 west of Sturgis.

### Project Narrative

The City of Sturgis working with the Union County Fiscal Court and the Union County Economic Development Foundation are planning the development of an industrial park located off Kentucky Highway 109 west of Sturgis. The property will be purchased by the Union County Fiscal Court using coal severance funds allotted for economic development and the UCEDF will plot the property showing access roads, lot sizes (2 1/2 acres to 10 acres), and the infrastructure (water, sewer, natural gas, and electricity). The City of Sturgis will provide the water, sewer, and natural gas for the park. The project timeline is as follows:

1. Acquire the property to be completed in 1995
2. Park design to be completed in 1995
3. Develop the infrastructure to be completed in 1995-1997

### B. Current Negotiation and Property Disposition at Industrial Park

The Union County Air Board is currently negotiating the sale or lease of two (2) tracts of land at the Sturgis Airport Industrial Park. The Board is working to improve the development potential of these and other tracts at the Park.

### Project Objective

The project objective is for the Union County Air Board to continue to promote and thereby increase industrial/business use of the Sturgis Airport Industrial Park.

### Project Narrative

Tract 1: The Union County Air Board is currently negotiating the sale of approximately one and one-half (1.5) acres at the Industrial Park to an existing business in Sturgis. This business has experienced tremendous growth over the past several years and anticipates a bright future. This business has filled its space to capacity at its present location and is planning on building a 80' X 150' building at the Industrial Park. The projected completion of this transaction is September 1994.

Tract 2: The Union County Air Board is currently negotiating the lease/sale of approximately seven (7) acres in the Sturgis Airport Industrial Park to an existing business. This will allow this business to expand and hopefully increase its employment base. This business has previously entered into other lease/purchase agreements with the Union County Air Board and is already one of the largest employers in Sturgis. The projected completion of this transaction is September 1994.

### C. Mitigation of Barriers to Industrial Park Development

The acquisition of the rights to sell property at the Sturgis Airport Industrial Park is a short-term project. It is evident that the increased industrial growth of this property can be linked to title interest versus leasehold interest.

#### Project Objective

The project objective is for the Union County Air Board to obtain the right to sell property located within the Sturgis Airport Industrial Park.

#### Project Narrative

The Union County Air Board administers the 125 acre industrial park at the Sturgis Airport. The Airport was declared surplus property after World War II and deeded by the Federal Government to the Union County Air Board. Even though the property was deeded all leases and sales of Airport property must be approved by the FAA. The FAA in the past has been very hesitant to allow the sale of any property and this has made it difficult to attract business. Through the efforts of our legislators, it is felt that the FAA may ease their position concerning the sale of Airport property and make it easier for the local Air Board to deal with industrial/business prospects. The FAA has indicated that it will allow this to happen if the Air Board will survey the property and obtain appraisals to establish reasonable market value of the land. The Air Board is in the process of doing whatever it can to meet FAA guidelines.

### D. Development of "Spec Building"

The City of Sturgis has organized a joint venture for the development of an industrial park on Kentucky Highway 109 west of the City. Following the development of the park infrastructure, a "spec" building will be constructed as a marketing tool to locate a potential industry. The construction of this building is a long-term project.

#### Project Objective

The project objective is to construct a "spec" building in Sturgis, Kentucky that will be a marketing tool to attract industry. The ultimate goal is to create jobs for the area.

#### Project Narrative

Property is presently being purchased for the development of an industrial site. The site will be owned by the Union County Economic Development Foundation, Inc. This project is a cooperative effort

between the City of Sturgis, the Union County Fiscal Court, the Sturgis Economic Development Foundation, and the Union County Economic Development Foundation. They will all work together to implement financing avenues for the construction of the "spec" building.

#### IV. Tourism Development

##### A. Little Sturgis Rally for Charity

The Little Sturgis Rally is being promoted as an ongoing local event and national tourism attraction. We are anticipating that this event will be a continual long-term project.

##### Project Objective

The project objective has the following goals:

1. Promote tourism in our City and County areas;
2. Encourage community support through positive public relations and advertising;
3. Involve several civic organizations and individuals in promoting and working the event;
4. Raise money for charity;
5. Promote American Motorcycle Association (AMA) sanctioned races.

##### Project Narrative

In early January 1993 City officials were approached about the possibility of holding a motorcycle rally weekend in Sturgis. Sturgis, South Dakota holds a week long biker event which has been going for 54 years. Capitalizing on our name, the City of Sturgis agreed to host the rally which was co-sponsored by the Sturgis Chamber of Commerce, Sturgis Kiwanis Club and Union County Fair, Inc. In keeping with rally themes we selected two charities to receive the money raised from the biker events and from other donations. These were Union County St. Anthony's Hospice and the Tri-State Organization "Wish Upon A Star" which grants wishes to terminally ill children. Our goal for the first year was to hold a well organized and fun event involving several groups and people in the community. This also involved public relations and overcoming negative public perception of such an event. We selected the weekend of July 31, 1993 - August 1, 1993. We knew we might have 200 or 2,000 people. We had an attendance of approximately 2,800 people and distributed \$8,000.00 to the charities and co-sponsors. Last November the City of Sturgis was honored by receiving one of the innovation awards for tourism announced at the Certified Cities banquet. They received this tourism

award for hosting the "First Annual Little Sturgis Rally For Charity" it was noted that the event was beneficial to the City and the sponsoring organizations as well as the charities.

For the second year we selected July 22 - 24, 1994. We picked the same two charities for the donations. We added motorcycle races on our half (0.5) mile oval track on Sunday afternoon. We had 62 food, merchandise, and tattoo vendors on the ground and had an attendance of 3,900 people. During the next three to five years we plan to add more known entertainment, hold AMA sanctioned races, more advertising in the regional media and motorcycle magazines, and include plenty of activities.

#### B. Recent Organization of Tourism Committee

The Union County Economic Development Foundation, Inc. recently organized a Union County Tourism Committee to accomplish the responsibility of coordinating County-wide tourism development, pursuant to the Economic Development element of the Comprehensive Plan. This Committee has representation from Chambers of Commerce, State Wildlife Management, Union County Fiscal Court, Union County Arts Council, Green River Area Development District, a restaurant owner, and a representative each of the Sturgis Rally, the Morganfield Corn Festival, and Uniontown River Days. This program is currently being implemented and is long-term in its' focus.

#### Project Objective

The project objective is to establish a well balanced committee to develop and coordinate a County-wide Tourism program.

#### Project Narrative

The Committee was organized in June 1994 and enlisted the participation of the aforesaid organizations and individuals and is currently involved in the following projects:

1. Annual application for Tourism Matching Fund Grants for each of the three (3) major events in Union County;
2. Apply for the I.S.T.E.A. Grant for the purchase of the Railroad Depot Building in Morganfield in August 1994;
3. Apply for the Legacy Grant for the purchase of an Old Camp Building in Morganfield in September 1994;
4. Locate Arts Council in Depot Building in Spring 1995.

### C. Convention Center Development

The development of a convention center and amenities accessory to this project at the Fairgrounds on Union County Air Board property is a short-term project. The Board, with the assistance of the Union County Soil Conservation Service, completed the redevelopment of the twenty-two (22) acre lake in 1993. The proposed structure would contain 28,000 square feet and be constructed within the expanded boundary of the Union County Fairgrounds, accomodating approximately 5,000 people. The structure will contain a large indoor arena, meeting areas, and a kitchen facility. The City plans to upgrade their water and sewer mains to adequately serve additional development. Following that improvement the Board will expand their utility service lines to develop additional sites for recreational vehicles, especially the Air Stream Project. We intend to capitalize on accomodating travelling groups of recreational vehicle owners.

#### Project Objective

The project objective is to install the necessary infrastructure to serve the needs of a convention center and a completely developed recreational vehicle park with nature and bike trails to attract more tourists to Union County by promoting a wide variety of entertainment and events.

#### Project Narrative

- Phase 1: The City will begin installation of the necessary utility improvements to be completed in December 1996. The Board will begin the design and financing stage of their development plans to be completed in December 1996.
- Phase 2: The Board will let bids for proposals to be completed in December 1997.
- Phase 3: Construction of the structure and recreational vehicle park should begin in Spring 1998 to be completed in December 1999.

#### Concluding Remarks

The City of Sturgis, its' business and non-profit organizations, and interested individuals have outlined an ambitious program for the economic development future of the City and surrounding area. We are greatly encouraged by the enthusiasm and community support for the initiatives outlined in this document which we feel is a blueprint for our long-term success. The fulfillment of this initiative will require a sustained effort by our broad support base and expanding that support base to those who share our vision.