

CITY OF JACKSON

COMPREHENSIVE PLAN 2022

JACKSON CITY HALL



**Kentucky
League
of Cities**

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Created by the residents of Jackson, Kentucky, with assistance
from the Kentucky League of Cities.

**City of Jackson
Comprehensive Land Use Plan Update
2022**

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City of Jackson
2022 Comprehensive Land Use Plan Update

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I. Introduction – Overview of Planning Process

Introduction

When the Coronavirus Pandemic (also known as COVID-19) hit the United States in March 2020, the City of Jackson worked diligently to continue business as usual. The 2020 Census count was underway, plans were in the works for the Honey Festival, as well as other observations such as Peace Officer Day, Earth Day and Memorial Day. Through it all, the City of Jackson continued to provide calm reassurance, safety measures and ongoing services to their citizen neighbors.

As public and private business operations were reduced to necessary-only personnel, Mayor Laura Thomas and members of the city council realized the year ahead and beyond would bring unprecedented challenges. They determined the need was great for strategic and comprehensive planning to help guide their decisions going forward. To assist them in this work, they reached out to the Kentucky League of Cities Community and Economic Development staff (KLC CED).

The KLC CED approach is to engage the public through a strategic planning process, giving residents the opportunity to voice their concerns, hopes and dreams for the future of their city. The scope of work for this endeavor included local leadership input, community-wide public engagements, discussions with youth, a design component and a meeting where the final plan is introduced to the public and adopted.

Starting in September, the city began encouraging the public to participate in the planning process. A preliminary survey was sent out to numerous people who represented various organizations, governmental affiliations, business interests, faith-based entities and nonprofits. These groups represented the following sectors of the community:

- Parks, trails, recreation, tourism

- Education
- Financial
- Business
- Housing
- Social services
- Arts, nonprofits, civic clubs, churches, organizations
- Jackson and Breathitt County High School students
- Senior citizens

Because of the pandemic, restrictions were in place to reduce contagion, so public gatherings were limited to small gatherings, therefore several in-person, socially distanced meetings were held.

On September 11, 2020, members of the city council and a variety of city department heads met with KLC CED staff to begin the planning process. They discussed the things they value about the city as well as what challenges they see on the horizon.

Several public meetings took place at city hall on October 7 – 9 as people from many segments of the community provided input. On October 20 and again on November 5, Zoom meetings were held to obtain additional information from local residents.

Over the following months, KLC CED staff worked to research local data and review the city's existing conditions and planning processes to fulfil the requirements of KRS 100.183. A draft of the required goals and objectives were developed and provided to the city council and the planning commission for review. The final step was to develop strategic recommendations to guide the city as they implement the plan.

During the process, KLC CED staff researched data (demographics and economic characteristics, existing land uses, housing, environment, transportation and community facilities and services) and developed content for each section of the comprehensive plan. Numerous resources were investigated to ensure data points and assessments were up-to-date and to ascertain how these factors had evolved over time.

As this study launched within the latter stages of the first wave of the pandemic, there were many unknown factors. For more than a year, the city offices kept social distancing protocols in place and most meetings were handled virtually. KLC CED staff worked remotely using social media and telephone interviews to write sections of the plan.

KLC CED staff worked back and forth with the city to develop the Statement of Goals and Objectives. Mayor Thomas provided a revised copy of the goals and objectives on February 10, 2021.

March 17, 2021

Sections of the comprehensive plan were forwarded to Mayor Laura Thomas and the city council and the planning commission to review.

April 7, 2021

KLC CED staff met with Mayor Thomas to review remaining questions related to the sections of the comprehensive plan.

April 15, 2021

The first draft of the comprehensive plan with recommendations was forwarded to the City of Jackson for review. A date was set for the first public hearing to adopt the goals and objectives.

May 19, 2021

A public hearing was held by the Jackson Planning Commission to adopt the City of Jackson Statement of Goals and Objectives. Sections of the Jackson Comprehensive Land Use Plan have been provided to the commission for review.

May 20, 2021

The City of Jackson Statement of Goals and Objectives were adopted by the Jackson City Council at a regularly scheduled meeting. During the meeting, KLC CED staff also provided copies of the framework for the strategic plan. This allows the public an opportunity to respond to the direction of the plan and provide feedback before it is finalized.

_____ 2022

A public hearing was held to receive public comment about the proposed Update adopt the City of Jackson Comprehensive Land Use Plan. Copies of the plan were submitted to the Breathitt County Judge/Executive and the Kentucky River Area Development District (KRADD) for their review and comments prior to adoption in accordance with KRS 100.

_____ 2022

The Jackson Planning Commission adopted the Jackson Comprehensive Plan Update by a vote of _____ for and _____ opposed.

DRAFT

II. Goals and Objectives

Jackson Comprehensive Plan 2020 Update

Goals and Objectives ADOPTED

02/12/2021

Overall Goal

The City of Jackson is dedicated to maintaining a positive attitude and an atmosphere where everyone can work together for the betterment of the community. We endeavor to create sustainable economic development and sound environmental practices that offer helpful opportunities for residents, businesses, and visitors.

Overall Objective

To utilize the planning process to develop a roadmap for growth, development, and redevelopment that will follow the community's vision for itself.

Pandemic Recovery Goal

The City of Jackson will emerge from the COVID-19 pandemic stronger and better prepared for crisis.

Objectives

- Strive to find efficiencies in continued delivery of high-quality public services.
- Encourage the community to follow best practice health guidelines.
- Support community members facing job, food and/or housing insecurity.

- Support businesses in our community.
- Develop a list of community priorities for possible pandemic related stimulus proposals.

Economic Development Goal

The City of Jackson offers a range of economic opportunities for residents, existing and new businesses.

Objectives

- Ensure alignment of community economic goals across government and nonprofit sectors.
- Ensure adequate infrastructure (e.g., water, sewer, streets, sanitation, etc.) to support existing businesses, expansions, and relocations.
- Work with community to develop and support entrepreneurial businesses, especially supporting local food and tourism initiatives.
- Support K-12, and postsecondary education initiatives to prepare youth to be workforce ready and/or prepared for additional education and training.
- Support childcare provision as essential to economic development infrastructure.
- Revisit business regulations on a regular basis to ensure efficiency and effectiveness.
- Use communication strategies that provide a positive image of Jackson and Breathitt County and offer easy, efficient access to governmental, civic, community, and business information.

Central Business District Goal

Downtown Jackson will be the thriving heart of the community, offering a variety of economic, cultural, and social opportunities.

Objectives

- Work with downtown-oriented entrepreneurs to position downtown as a services, food, art, and entertainment destination.
- Find ways to reduce the barriers for potential new businesses.
- Collaborate with other entities such as the museum, library, HCTC-Lees College Campus, and UK Extension to support arts and cultural activities downtown.
- Appoint an engaged economic development board and an economic development manager that will take a holistic approach to community development.
- Market and preserve our cultural heritage and facilitate the preservation of downtown historic buildings. Identify and protect historic resources in the district.
- Continue to add murals and street art to the downtown area.

Land Use Goal

The City of Jackson is recognized as having a desirable land use pattern that promotes quality of life, efficient services, and economic development.

Objectives

- Promote annexation and expansion of the city limits to eliminate unincorporated islands and peninsulas and to provide definable natural and governmental boundaries of the city's service area.

- Provide public access to a map of city boundaries with zoning areas clearly defined and access to planning documents.
- Regularly communicate with PVA to ensure proper identification of property designated in the city limits.
- The planning and zoning commission will meet on a regular basis to evaluate land use patterns and will update the comprehensive plan at least every five years.

Transportation Goal

The City of Jackson works with community partners to support safe and convenient accessibility to transportation throughout the community.

Objectives

- Ensure that city streets retain acceptable levels of service and condition.
- Ensure access for seniors and the disabled to all community services.
- Facilitate the plan to expand/widen Highway 15 through the Jackson business corridor.
- Upgrade roads that have the heaviest traffic counts and the greatest need.
- Maintain sidewalks and support the development of new walkways that are handicap accessible.
- Ensure walkability and connectivity within the community to promote healthy lifestyles and social connections.

Housing Goal

The City of Jackson offers adequate housing for all residents.

Objectives

- Utilize appropriate building codes and inspection procedures to promote proper construction and maintenance.
- Encourage development of subdivisions with streets, water, sewer, etc., to provide options for home ownership.
- Support the development of assisted living options for seniors and the disabled.
- Support the development of transitional housing options for people in the process of leaving welfare, the homeless, young adults leaving their parent's homes, early retirees, widowed individuals, etc.
- Promote the reconstruction, redevelopment, or demolition of blighted residential properties.

Public Services Goal

The City of Jackson provides access to quality community services and facilities and promotes the health and well-being of all citizens.

Objectives

- Maintain water and sewer treatment and transmission systems in proper working order and expand and upgrade facilities as needed to meet demand.
- Support Breathitt County Water District (BCWD) plans to provide treated water to as many county residents as feasible.
- Request funds from AML, CDBG, ARC, LGEDF and any other sources to meet the infrastructure needs of residents.
- Prioritize projects for the greatest common good, to provide service in areas with the greatest number of households that need service and also by the availability of funding.

- Enforce policies against straight piping and other environmental issues.
- Support the building of a new wastewater treatment plant away from the main commercial area of Jackson.
- Ensure the city has adequate fire protection with facilities and equipment necessary to support emergency fire and rescue services.
- Ensure the city has adequate police protection with facilities and equipment necessary to ensure safe and efficient policing services.
- Work with community partners such as schools, library, parks, and medical providers to provide for necessary facilities to meet the educational, health, and social needs of the community.
- Support agencies in their efforts to provide services to families and children.
- Partner with schools to ensure diverse opportunities for education and learning for all ages.

Recreation Goal

The City of Jackson offers citizens a variety of high-quality recreational opportunities.

Objectives

- Support adequate recreation funding as an economic and quality of life investment.
- Plan for maintenance and improvement of existing recreational facilities and expansion when feasible.
- Provide a variety of recreational sports leagues for citizens of all ages.
- Collaborate with local organizations and business partners to offer wellness education programs and access to facilities available for workout, fitness and wellness programs.
- Appoint a joint city/county workgroup that will plan and coordinate annual recreational and tourism events to have an economic impact.

Historic Preservation Goal

The City of Jackson values our cultural heritage.

Objectives

- Facilitate the preservation of downtown historic buildings. Identify and protect historic resources in the district.
- The city will work with partners to schedule activities that promote our heritage.
- Coordinate with community partners to create a resource directory of local artists and patrons and engage them in community development.
- Support efforts of the Museum and Library to preserve our heritage.
- Support heritage tourism as a means of economic development.

Environment Goal

The City of Jackson respects and appreciates our natural environment.

Objectives

- Surface and subsurface water sources should be protected from adverse impacts associated with urbanization.
- Ensure that new industrial or business development does not degrade air or water quality.
- Collaborate with partners to incorporate environmental education into P-16 curriculum.
- Enforce ordinances related to littering, and trash pickup and support county cleanup efforts.

- Support recycling efforts in the community.

Community Health Goal

To optimize the health and wellness of all citizens.

Objectives

- Support active lifestyle opportunities in the community.
- Support healthy food initiatives and access for all citizens.
- Encourage safe alternative mobility options.
- Coordinate among schools, providers, and agencies to develop and implement health education programs.
- Discourage residential land uses in areas with high noise activity from industrial, business, or transportation uses.
- Continually monitor air and water quality to ensure safe levels for citizens.
- Develop recreational opportunities that encourage physical activity and promote wellness.
- Use our “ugly” healthcare statistics to attract research institutions that may set up research programs in the area that will have an impact on our personal wellness and also provide economic impact to the area.

III. Demographics: Population Characteristics Analysis

Jackson Comprehensive Plan Update Section Three: Demographic Analysis

Introduction

The City of Jackson serves as the county seat for Breathitt County. Jackson has a proud history. The population grew very slowly in early years, but the city established itself as a secure and functional location, particularly after the railroad came and commerce improved.

The following demographic analysis relies upon five-year American Community Survey (ACS) 2020 data and the 2020 Decennial Census from the United States Census Bureau unless otherwise specified. These data sources provide detail and continuity not otherwise available.

ACS data provides margins of error – or ranges in which the actual value of the statistic may fall – which is useful for determining the magnitude and validity of trends. Decennial data is the most comprehensive collection of statistical resources surrounding population numbers in the United States. Margins for error are more constricted within Decennial datasets. Nonetheless, the span of the analysis will focus on the past decade as data is available for a more in-depth examination.

Population

The U. S. Census Bureau estimates the current population for Jackson's 2020 population is 2,237. This makes Jackson the 137th largest city in Kentucky. Jackson is the only incorporated city in Breathitt County. The county has a 2020 population of 13,718.¹ The Kentucky River Area – consisting of Breathitt, Knott, Lee, Leslie, Letcher, Owsley, Perry, and Wolfe – has a 2020 population of 104,818.

¹ https://www.kentucky-demographics.com/cities_by_population

Table 3.1: 2020 Regional Population

	Jackson	Breathitt County	Kentucky River Area	Kentucky
2020	2,237	13,718	104,818	4,505,836

Jackson is the second largest city in the Kentucky River area. The largest city is Hazard, located in Perry County, which is twice the size of Jenkins and Jackson. Below are the estimated populations for the county seats in the Kentucky River Area.

Table 3.2: 2020 Regional Cities Population

	Jackson	Beattyville	Jenkins	Hyden	Booneville	Hazard	Campton
2020	2,237	2,050	1,911	278	162	5,236	315

Jackson's population had fallen each decade between 1990 to 2010. The largest population loss occurred between 2000 and 2010; however, Jackson gained 6 individuals from 2010 to 2020. The marginal gain represents at least a modicum of relief from the decades of population decline.

Table 3.3: Jackson Decennial Population

1990	2,446
2000	2,409
2010	2,231
2020	2,237

Similar to Jackson, Breathitt County has also experienced population loss over the past 30 years. Breathitt County grew from 1990 to 2000, but since then they have experienced consistent population loss. Like the City of Jackson, most of the population loss occurred

between 2000 and 2010. The state of Kentucky has seen the opposite trend, gaining population every decade between 1990 and 2020.

Table 3.4: Regional Decennial Population

	Jackson	Breathitt County	Kentucky
1990	2,466	15,703	3,685,296
2000	2,409	16,100	4,041,769
2010	2,231	13,878	4,449,052
2020	2,237	13,718	4,505,836

While Breathitt County's population consistently declined over the past decade Jackson's population has varied more. The Kentucky River Area has also consistently lost population. These trends differ from the state, which has consistently grown over the same period.

Table 3.5: Regional Biennial Population 2010-2020

	Jackson	Breathitt County	Kentucky River Area	Kentucky
2010	2,231	14,202	-	4,285,828
2012	2,459	13,922	114,454	4,340,167
2014	2,022	13,663	112,796	4,383,272
2016	2,321	13,476	110,098	4,411,989
2018	2,022	13,116	107,131	4,440,204
2020	2,237	12,977	105,969	4,505,836

Most of the cities in the region have trended similarly except the smallest city of Booneville and the larger city of Beattyville. Jackson's population trends have suffered much fluctuation in the last five years, ultimately ending in a marginal gain.

Table 3.6: Regional Cities Population Last Five Years

	Jackson	Beattyville	Jenkins	Hyden	Booneville	Hazard	Campton
2020	2,237	2,176	1,911	278	162	5,236	315
2019	2,106	1,375	2,245	398	147	5,046	461
2018	2,022	1,450	2,238	443	143	5,170	544

2017	2,122	1,414	2,235	419	148	5,250	717
2016	2,321	1,501	2,250	461	66	5,383	622

Approximately 892 individuals live in every square mile in Jackson. This is a higher density than Breathitt County, which has considerably less population density than the rest of the state.

Table 3.7: Population Density Comparison

	Jackson	Breathitt County	Kentucky
<i>Pop. Per Square Mile</i>	891.95	27.9	114.10

Age

Jackson and the surrounding region generally have an older population, with a median age of 42.7 for the Kentucky River Area. This is a much higher median age than the state median of 39. Jackson's median age of 42 barely falls below their regional median, exceeding previous estimates from 2019 that projected Jackson above the regional average. The median age for the region steadily grew over the past five years, most notably in Breathitt County, which increased from below 41 to over 42 years of age. From 2017 to 2019, the region's median age went from 43 to 44 years of age.

The age breakdown for Jackson skews older, with 26.9% of the population over 60 years of age. The reality of Jackson's high median age is also demonstrated in the fact that 21.4% of individuals fall below the age of 18. Although Jackson maintains a lower median age contrasted to its region and county of origin, the 60 plus bracket is a higher percentage of the population comparatively. Simply, the 2020 ACS data reveals that Jackson has a significant portion of their population falling between the 35 to 59 years of age designations. The entirety of the region lacks a smooth distribution across age groups. Lacking consistency across groups means more

difficult projections, especially if younger generations do not choose to remain within the region or if birth and migration rates cannot keep up.

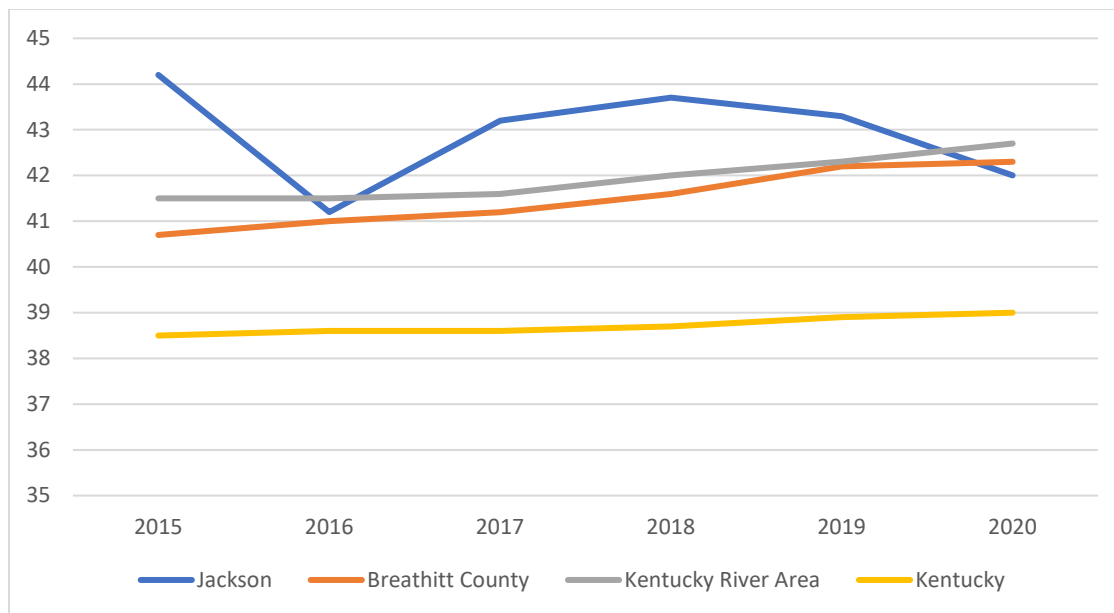
Table 3.8: 2020 Median Age

	Jackson	Breathitt County	Kentucky River Area	Kentucky
2020	42	42.3	42.7	39

Table 3.9: Population Percent by Age

	Jackson	Breathitt County	Kentucky River Area	Kentucky
Under 5 years	6.2%	6.6%	6.0%	6.1%
5 to 9 years	3.4%	4.4%	4.8%	6.2%
10 to 14 years	6.0%	6.1%	7.0%	6.4%
15 to 19 years	5.0%	5.1%	5.7%	6.5%
20 to 24 years	7.5%	6.8%	5.5%	6.8%
25 to 29 years	7.7%	6.4%	6.1%	6.8%
30 to 34 years	4.0%	5.7%	5.7%	6.2%
35 to 39 years	5.3%	5.9%	5.8%	6.2%
40 to 44 years	9.5%	7.1%	6.3%	6.2%
45 to 49 years	7.4%	6.7%	6.7%	6.4%
50 to 54 years	8.9%	7.4%	7.3%	6.5%
55 to 59 years	2.5%	7.6%	7.8%	6.9%
60 to 64 years	8.2%	7.5%	7.3%	6.5%
65 to 69 years	4.4%	6.9%	6.7%	5.6%
70 to 74 years	4.2%	4.0%	4.6%	4.2%
75 to 79 years	5.6%	3.0%	3.3%	2.9%
80 to 84 years	1.6%	1.7%	2.1%	1.9%
85 years and over	3.0%	1.2%	1.4%	1.8%
Median age (years)	42	42.3	42.7	39

Figure 1.1: Regional Age Over Six-Year Period

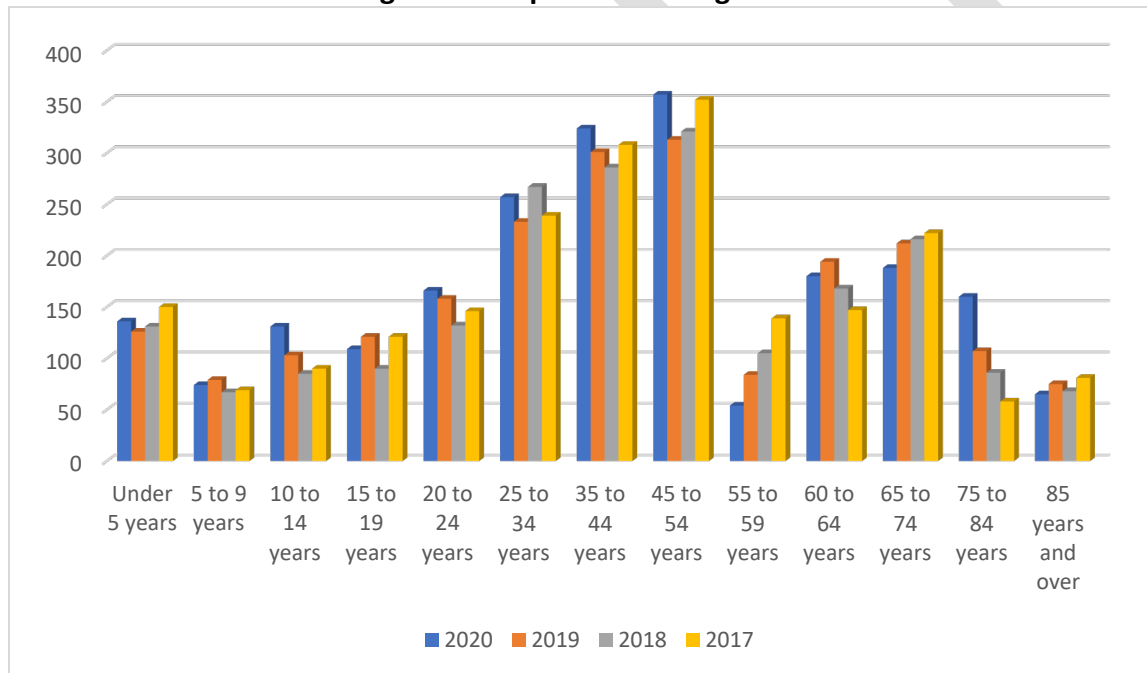


When looking at the age bracket changes over the past four years, there is an even distribution between losses and gains. There has been and will continue to be a larger amount of the Jackson population that is retired and will be retiring soon. There also has not been growth in the under 5 and 5-9 age brackets to match the growth of 10-14, which indicates future population loss.

Table 3.10: Population Changes Since 2016

	2020	2019	2018	2017	Percent Change
Under 5 years	136	126	131	150	-9.3%
5 to 9 years	74	79	67	69	7.3%
10 to 14 years	131	103	85	90	45.6%
15 to 19 years	109	121	90	121	-9.9%
20 to 24 years	166	158	132	146	13.7%
25 to 34 years	257	233	267	239	7.5%
35 to 44 years	324	301	286	308	5.2%
45 to 54 years	357	313	321	352	1.4%
55 to 59 years	54	84	105	139	-61.2%
60 to 64 years	180	194	168	147	22.5%
65 to 74 years	188	212	216	222	-15.3%
75 to 84 years	160	107	86	58	175.9%
85 years and over	65	75	68	81	-19.8%

Figure 3.2 Population Changes Since 2016



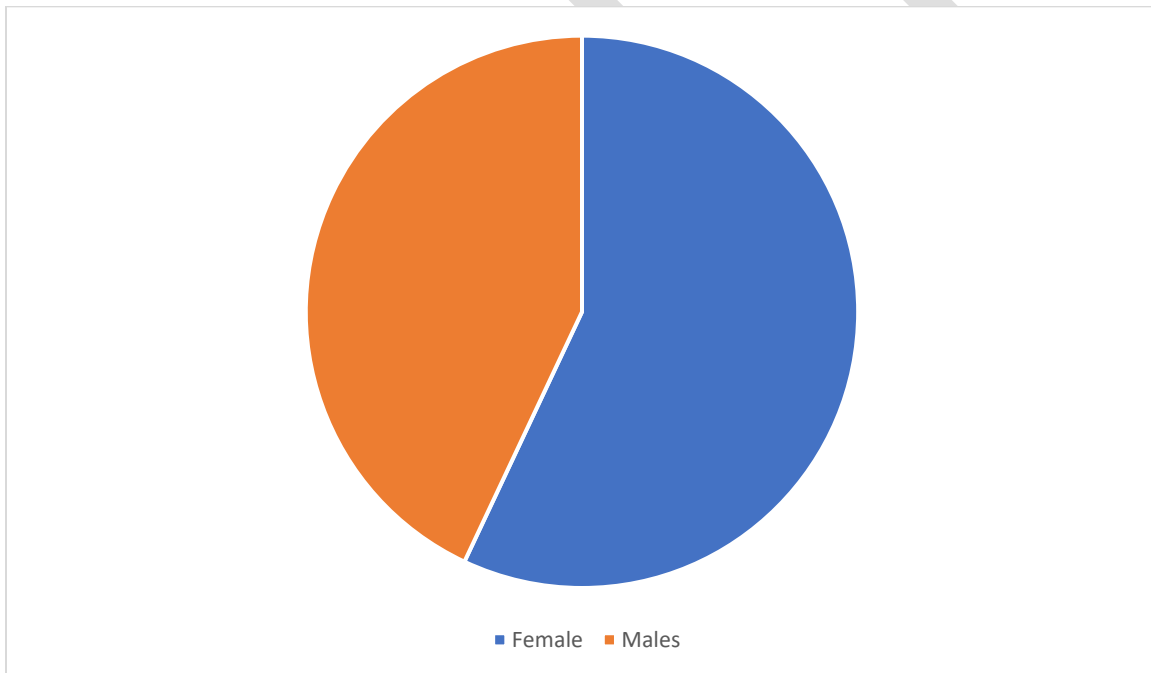
Sex

Jackson has an uneven distribution of the population between the sexes. According to the 2020 American Community Survey, Jackson is estimated to have a significant majority of their population being female, which is unique compared to the region and the rest of Kentucky.

Table 3.11: Population by Sex

	Jackson	Breathitt County	Kentucky River Area	Kentucky
Male	43%	50.2%	49.7%	49.2%
Female	57%	49.8%	50.3%	50.8%

Figure 3.3: Population by Sex



Race

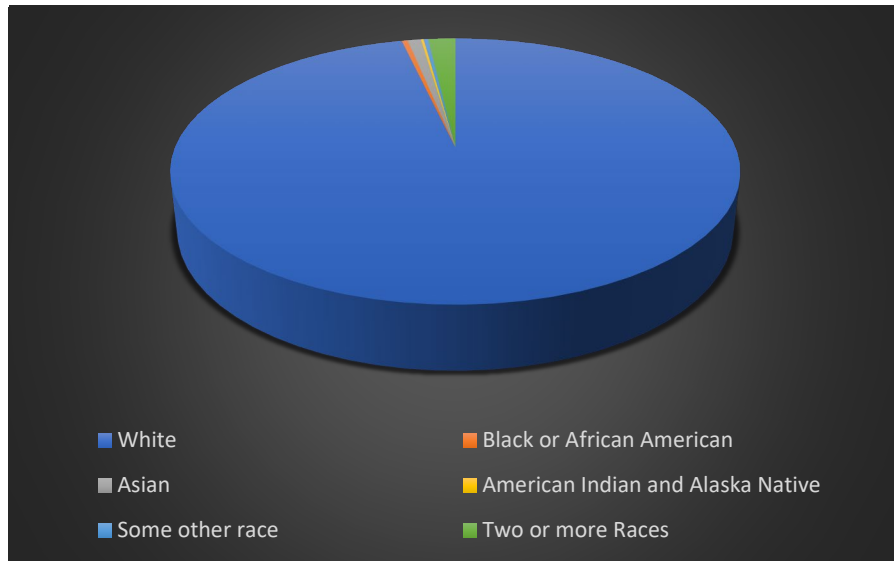
Jackson, as well as the rest of the region, is homogeneous, with an estimated 96.3% of the population identified as white. This is far below the state average of 82.4%. In the Kentucky River area, only 2% of the population identified as Black or African American, well below the

average for Kentucky. Asian Americans are the most prevalent minority in Jackson, making up almost 1% of the population. This is a higher percentage than the region but lower than the state. The largest growing population in Breathitt County are those who identify with two or more races. 3.7% of individuals identify within this subgroup, making them the largest minority group in the county.

Table 3.12: Population by Race

	Jackson	Breathitt County	Kentucky River Area	Kentucky
White	96.3%	95.4%	96.5%	82.4%
Black or African American	0.4%	0.4%	1.1%	8%
American Indian and Alaskan Native	0.2%	0.1%	0.1%	0.3%
Asian	0.9%	0.3%	0.4%	1.7%
Native Hawaiian and Other Pacific Islander	0.1%	0.1%	0.1%	0.1%
Some other race	0.3%	0.1%	0.1%	2.2%
Two or more races	1.8%	3.7%	1%	5.4%

Figure 3.4: Population by Race



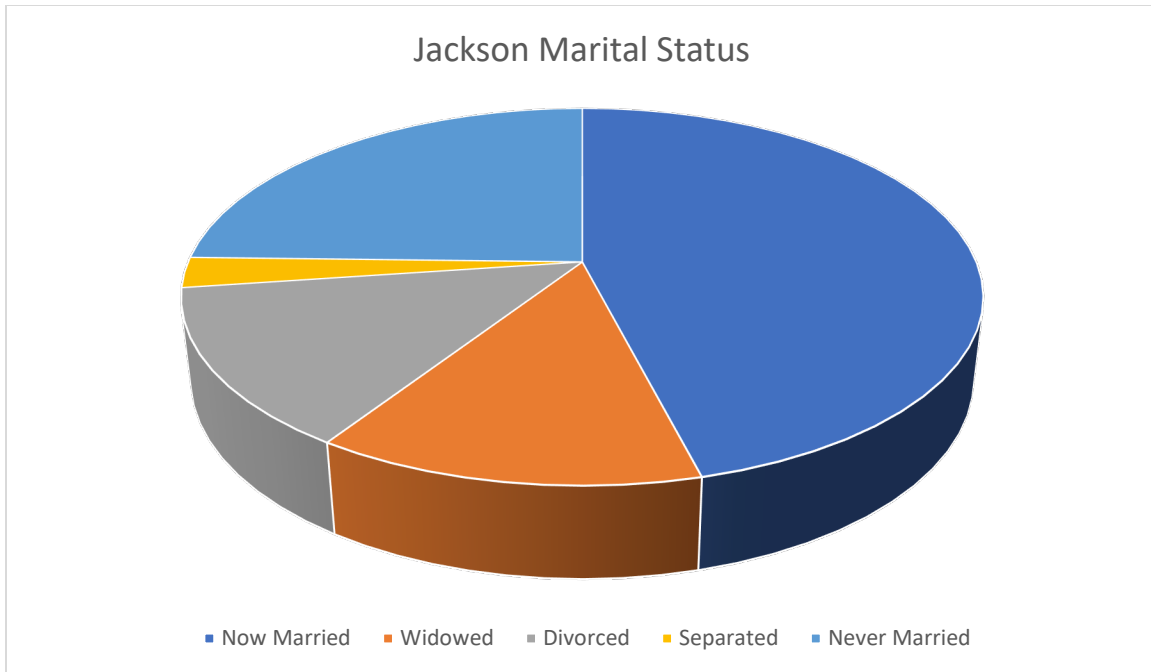
Marital Status

Approximately 46.0% of Jackson's population is married, which is below the level of the region and Kentucky. Jackson also has a lower percentage of the population that has never been married. Jackson has higher rates of widowed and divorced individuals than the rest of the state, region, and the county. From the 2019 ACS to the 2020 ACS, widowed individuals grew by 4% in Jackson.

Table 3.13: Population Comparison by Marital Status

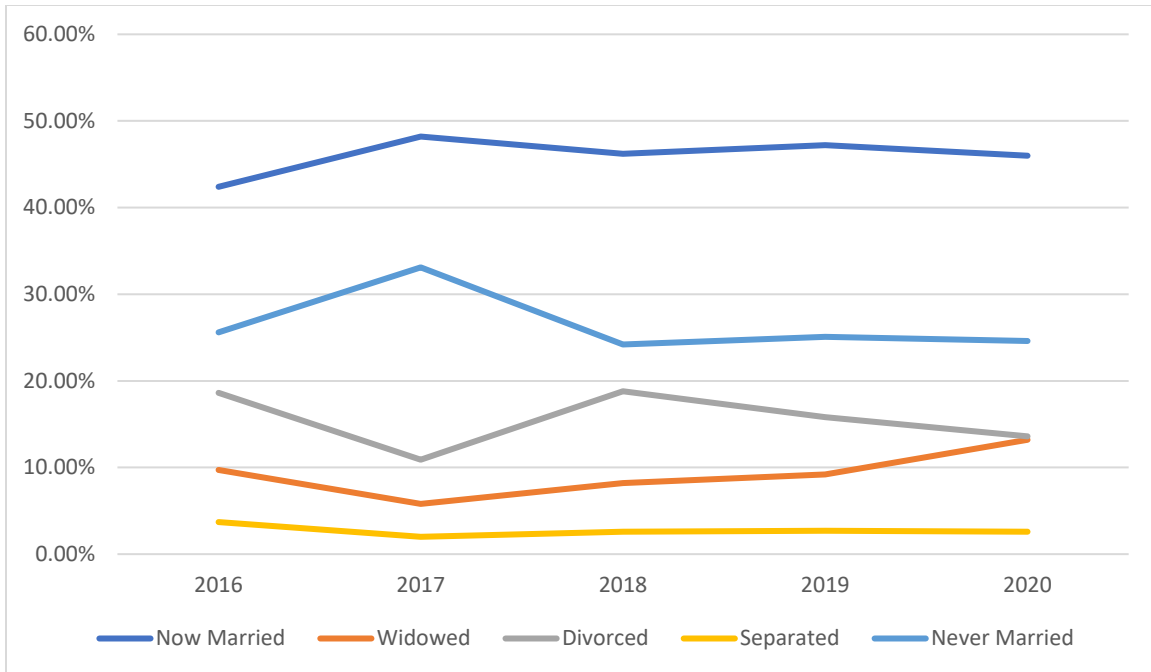
	Jackson	Breathitt County	Kentucky River Area	Kentucky
<i>Population 15+</i>	1,860	10,627	86,216	3,625,795
<i>Now Married</i>	46.0%	50.4%	50.4%	49.4%
<i>Widowed</i>	13.2%	7.9%	10.0%	6.7%
<i>Divorced</i>	13.6%	10.8%	13.4%	13.0%
<i>Separated</i>	2.6%	3.2%	2.9%	2.0%
<i>Never Married</i>	24.6%	27.6%	23.4%	29.0%

Figure 3.5: Population Comparison by Marital Status



The marriage rate in Jackson grew then remained steady over the past five years. In 2016, the marriage rate was around 42.4% and grew to 46% by 2020. The divorced population declined over the same period, from 18.6% in 2016 to 13.6% in 2020. The proportion that never married has remained relatively the same over this period hovering around 25% of Jackson's population. While the percentage of individuals who are separated has marginally declined, the widowed population has increased over this five-year period from 9.7% in 2016 to 13.2% in 2020. Whether COVID played a role in this increase is yet to be seen statistically.

Figure 3.6: Marital Status Comparison Over Five-Year Period

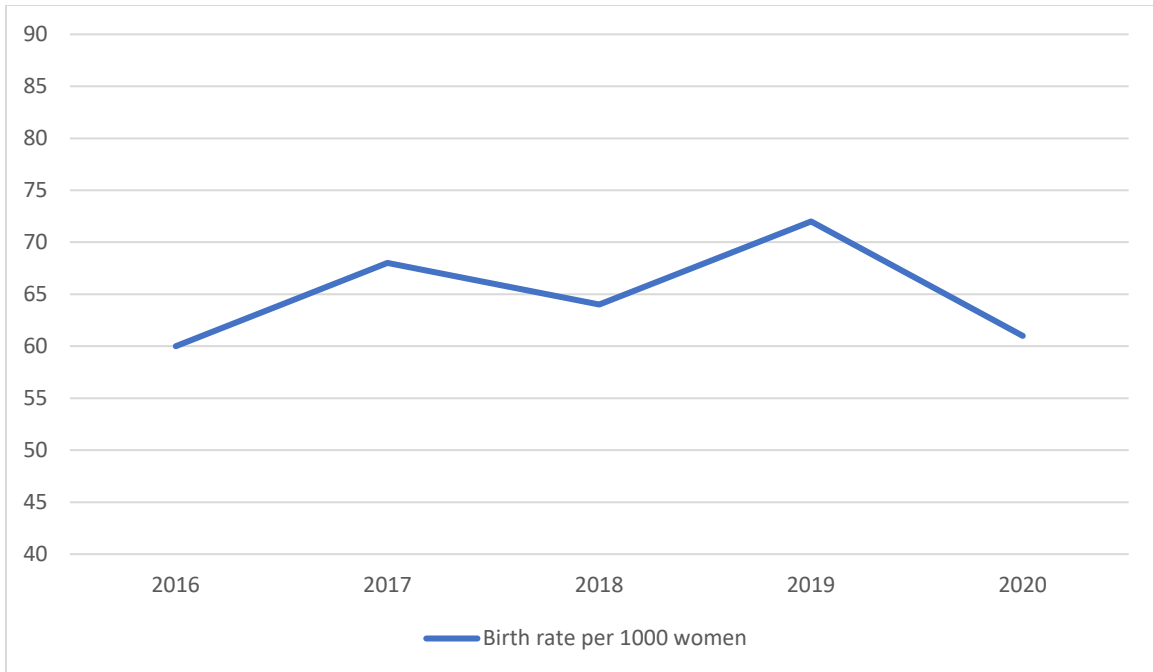


The birth rate in Jackson grew then declined over the past five years. The rate increased from 60 births per 1,000 women in 2015 to 72 in 2019, then declined back down to 61 in 2020. The growth experienced within this period could not offset the loss in the less than five age brackets. The growth of the birth rate also matches the growth rate of individuals in Jackson that are married.

Table 3.14: Population Birth Rate

	<i>Births per 1,000 Women</i>
2020	61
2019	72
2018	64
2017	68
2016	60

Figure 3.7: Population Birth Rate



Projections

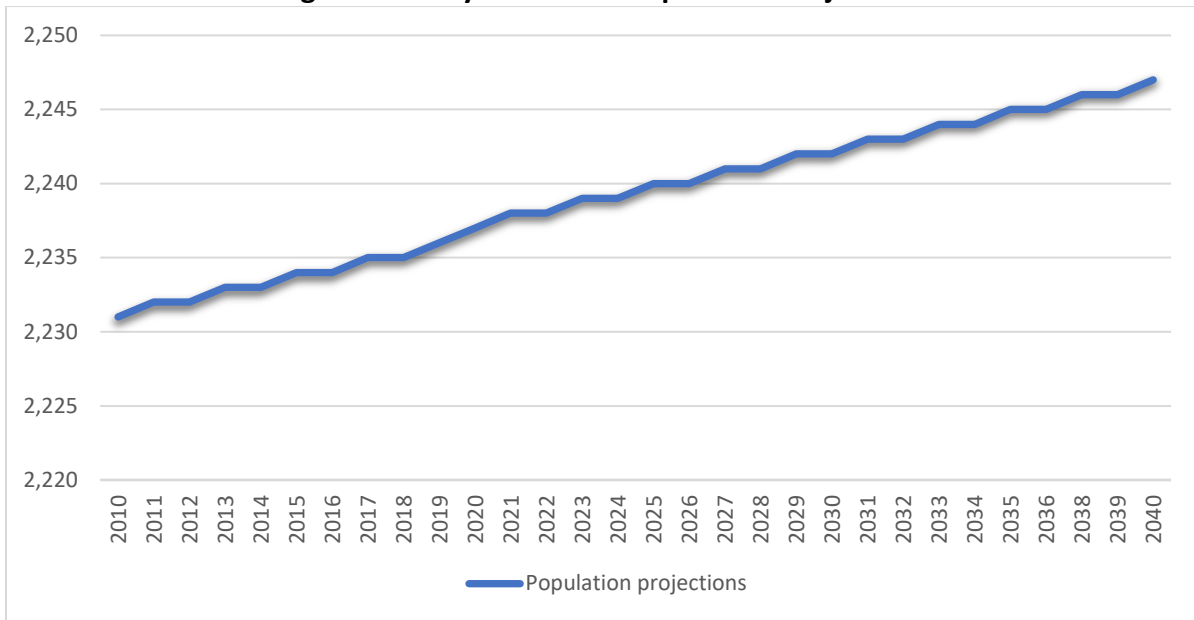
Based upon reported population estimates from the 2019 American Community Survey, Jackson's population was supposed to decline to below 2,200 in 2020, with the trend continuing to fall to 1,500 in 2040. However, the Decennial Census proved that Jackson received marginal increases within their population. Jackson's future population growth or loss is difficult to project due to these conflicting statistics. The Census increase represents a future for Jackson that would result in slow, yet marginal growth reaching 2,247 in 2040. The following year-by-year projection for Jackson's population until 2040 is shown below, many caveats must remain for these projections to hold true.

Table 3.15: City of Jackson Population Projections²

Year	Projections
2010	2,231
2011	2,232
2012	2,232
2013	2,233
2014	2,233
2015	2,234
2016	2,234
2017	2,235
2018	2,235
2019	2,236
2020	2,237
2021	2,238
2022	2,238
2023	2,239
2024	2,239
2025	2,240
2026	2,240
2027	2,241
2028	2,241
2029	2,242
2030	2,242
2031	2,243
2032	2,243
2033	2,244
2034	2,244
2035	2,245
2036	2,245
2038	2,246
2039	2,246
2040	2,247

² Kentucky League of Cities

Figure 3.8: City of Jackson Population Projections

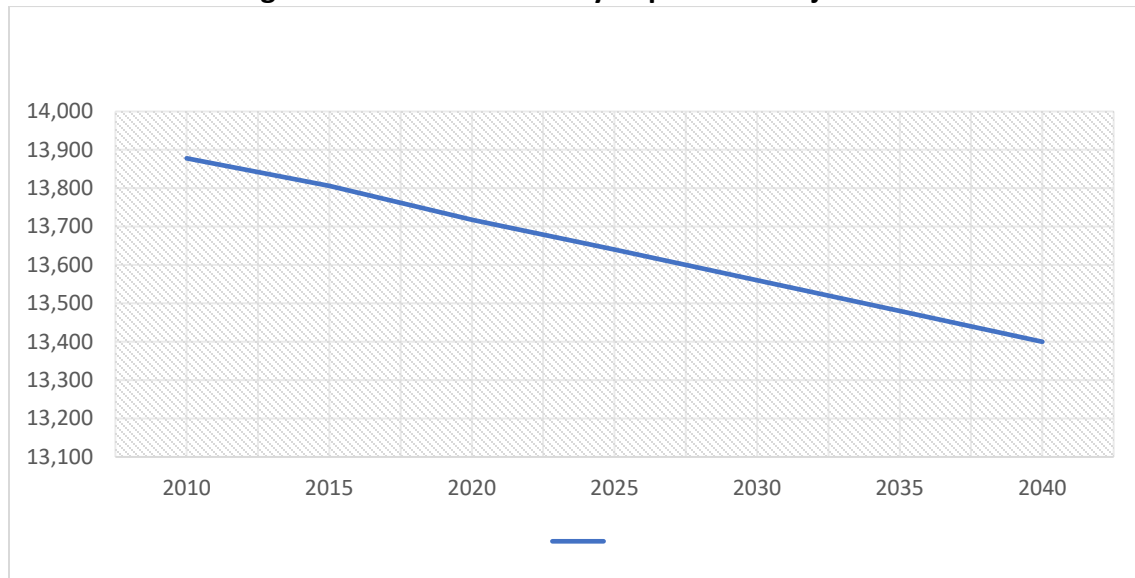


The following are projections for Breathitt County through 2040 from the population decline rates according to 2020 Census Data. Unlike Jackson, Breathitt County will slowly lose population in future projects, but will remain above 13,000 residents by 2040.

Table 3.16: Breathitt County Population Birth Rates

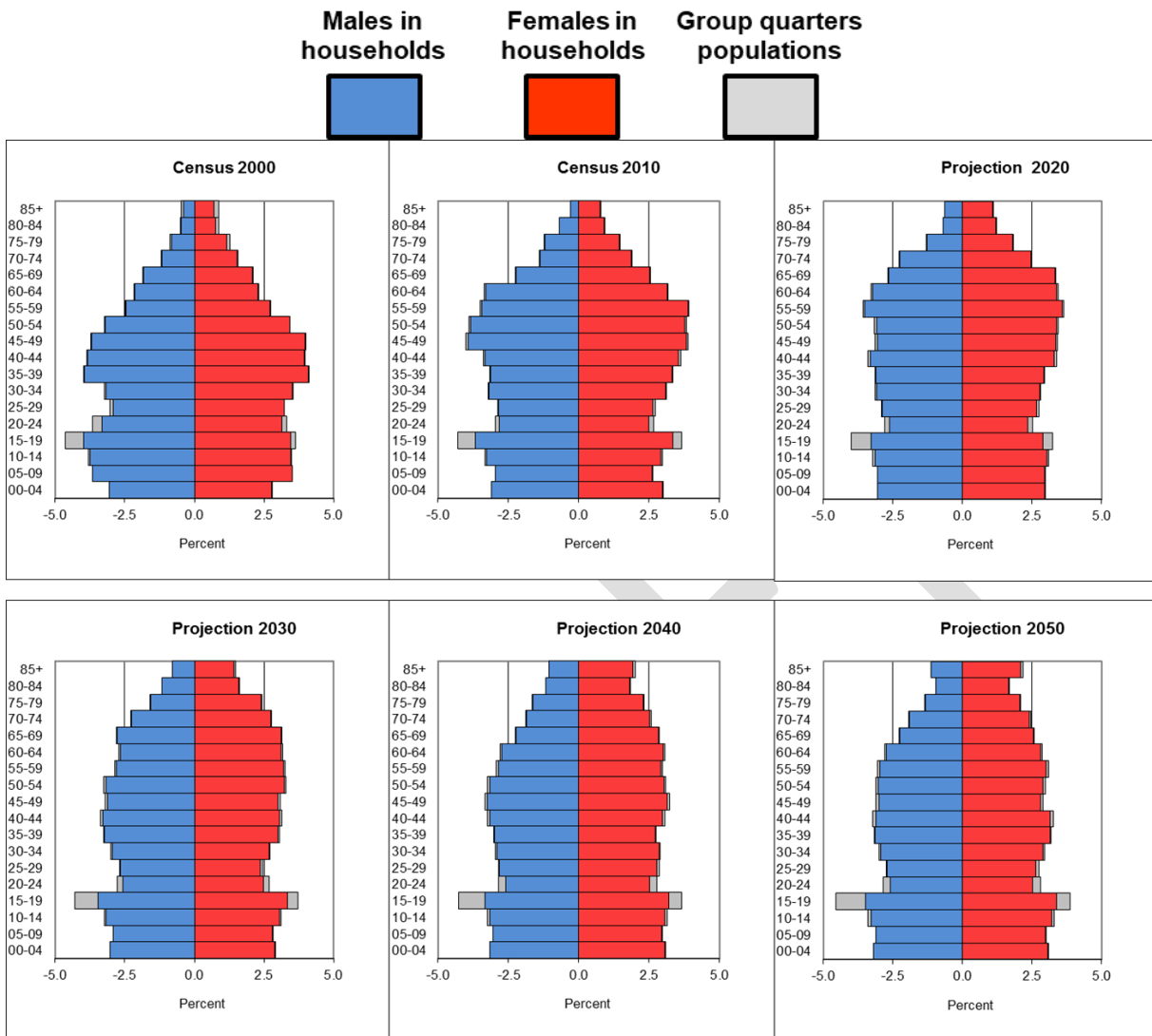
	Breathitt County
Population 2010	13,878
Population 2015	13,806
Population 2020	13,718
Population 2025	13,640
Population 2030	13,560
Population 2035	13,480
Population 2040	13,400

Figure 3.9: Breathitt County Population Projections



The aging population will disproportionately cause projected loss in Breathitt County, as shown below. However, it will be at a slower rate than previously expected.

Figure 3.10: Breathitt County Population Projections by Age Range



Conclusion

Overall, Jackson is a relatively small city; however, it is the second largest city in the region. Like other cities in the area, Jackson's population has been slowly declining over the previous decades. However, Jackson's population has stagnated recently, possibly signifying the start of a different trend. Whether the previous decades of decline startup again or if stagnation/marginal growth is the trend of the future is left to be seen.

Jackson has a homogeneous population, with only a tiny minority of mixed-race individuals slightly growing. The median age of Jackson is lower than the Kentucky River Area, but the uneven distribution between the 35 or less age group and the 55 and older age group creates uncertainty as the largest group in-between continues to age. The possible silver lining is the gender disparity could hopefully allow for an increase in the birth rate. Nonetheless, many of the trends experienced by Jackson and within the Kentucky River Area are common throughout Eastern Kentucky as a result of a larger, systemic issue. Only time will tell whether these trends can be hindered or reversed.

IV. Economic Analysis

Jackson Comprehensive Plan Update Section Four: Economic Analysis

Jackson's population and employment projections provide an estimate of future land use needs and insight into the proper location of land uses and facilities. Economic impacts from the COVID-19 pandemic are still difficult to estimate so we use data from the pre-pandemic economy of the region which shows promising trends for growth and opportunity. These trends are detailed below.

Labor Force Characteristics

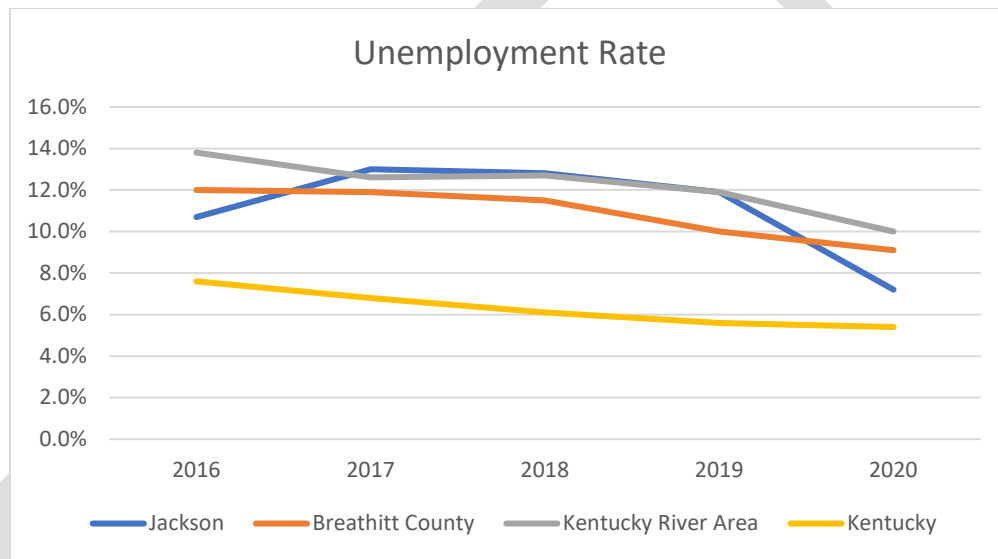
Labor force characteristics for Jackson, Breathitt County, the Kentucky River Area Development District (KRADD) which makes up the counties of Breathitt, Knott, Lee, Leslie, Letcher, Owsley, Perry, and Wolfe, and the Commonwealth of Kentucky are all available through the American Community Survey (ACS) of the Census Bureau. According to the 2020 5-year estimates from the ACS, Jackson, Breathitt County, and the KRADD held a higher unemployment rate than the Commonwealth which was at 5.4%. Jackson has seen a drastic decrease in unemployment from 2019, falling almost 5% from 11.9% in 2019 down to 7.2% in 2020. The KRADD also saw a large decrease as well, falling from 11.9% down to 10% while Breathitt County saw a decrease of 0.9% from 10% down to 9.1%. Each of these regions has seen a decreasing unemployment rate over the past five years with the KRADD having the largest decrease in this time frame of 3.8%, from 13.8% in 2016 to 10% in 2020.

Table 4.1: Unemployment Rate for the Past Five Years

Unemployment Rate	Percentage			
Year	Jackson	Breathitt County	Kentucky River Area	Kentucky
2016	10.7%	12.0%	13.8%	7.6%
2017	13.0%	11.9%	12.6%	6.8%
2018	12.8%	11.5%	12.7%	6.1%
2019	11.9%	10.0%	11.9%	5.6%
2020	7.2%	9.1%	10.0%	5.4%

-US Census Bureau ACS 5-year estimates *Selected Economic Characteristics*

Figure 4.1: Unemployment Rate 2016-2020



The KRADD produces an annual comprehensive economic development strategy to detail current economic conditions for the area. The 2021 report estimates that the average unemployment rate in the district was 7.3% with Breathitt County showing an unemployment rate of 9%. The remaining counties had the following unemployment rates: 7.7% - Knott, 6.2% - Lee, 8% - Leslie, 7.9% - Letcher, 7.2% - Owsley, 6.5% - Perry, and 6.4% - Wolfe³. The KRADD also reports a high percentage of “discouraged” workers in the district which are normally not

³ Kentucky River Area Development District “Comprehensive Economic Development Strategy”
<https://www.kradd.org/wp-content/uploads/CEDS-2021-Update.pdf>

included in unemployment rate estimates. The economic development strategy references the University of Kentucky Appalachian Center to give the true unemployment rate in the area as ranging from 33 to 52 percent.

In addition to the higher rates of unemployment in Jackson and the rest of the region, there is also a lower labor force participation rate as compared to the whole of Kentucky. The Commonwealth had a total population of 2,121,356 in the labor force according to the 2020 ACS, giving a participation rate of 59.5%. The City of Jackson's participation rate was nearly ten percentage points lower at 49.9% while Breathitt County had a rate of 40.9% and the Kentucky River Area had an average rate of 43.9%. These numbers become even more extreme when compared to national estimates for labor force participation as the U.S. participation rate was 63.4% in 2020.

Table 4.2: Labor Force Participation

	Jackson	Breathitt County	Kentucky River Area	Kentucky	United States
Population in the Labor Force	916	4,281	37,310	2,121,356	165,902,838
Labor Force Participation Rate	49.9%	40.9%	43.9%	59.5%	63.40%

-US Census Bureau 2020 ACS 5-year estimates *Selected Economic Characteristics*

Some of the lack in labor force participation can be explained by the higher percentage of the population being disabled. Kentucky's percentage of the population that was disabled in 2020 was 17.5% but this percentage was 28% in Jackson, 33.4% in Breathitt County, and 31.7% in the KRADD. While labor force participation amongst this disabled population was on par with Kentucky's participation rate in the same group, unemployment for disabled people was much higher in Jackson and the rest of the district.

Table 4.3: Labor Force with Disabilities

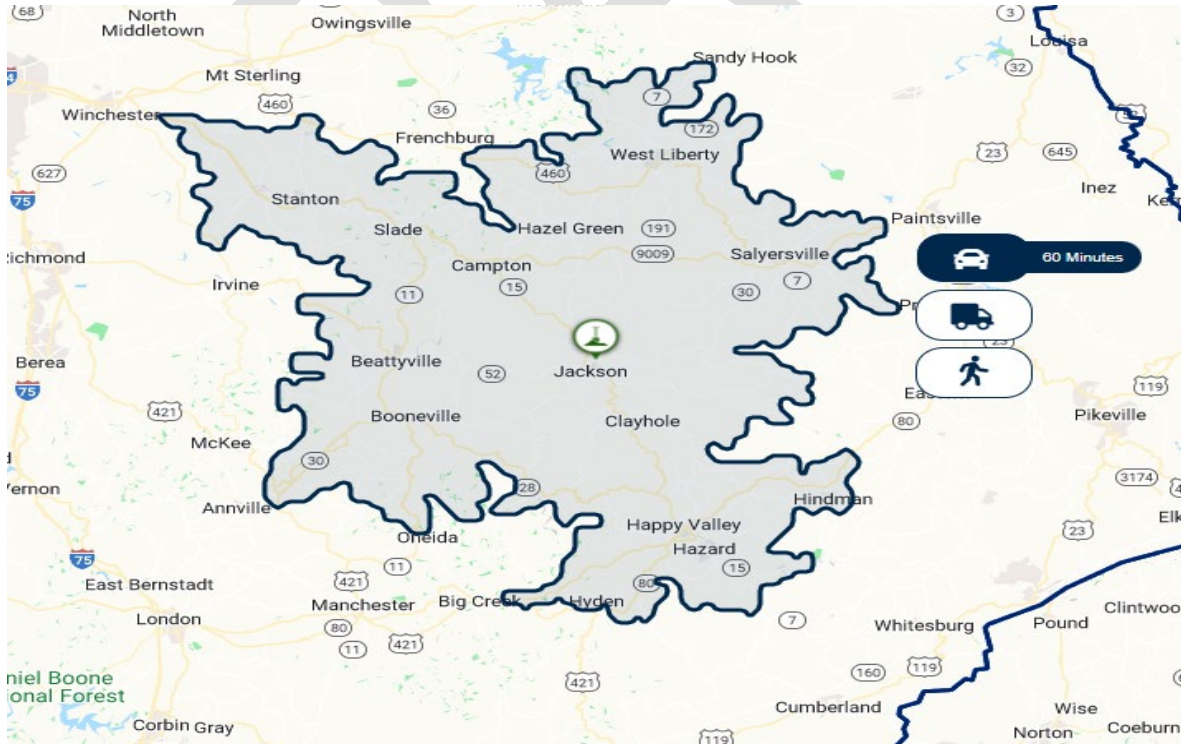
	Jackson	Breathitt County	Kentucky River Area	Kentucky
With any Disability (16+)	28.0%	33.4%	31.7%	17.5%
LFP With Disability	33.9%	26.4%	26.4%	35.9%
Unemployment Rate With Disability	23.5%	13.2%	16.6%	11.7%

-US Census Bureau 2020 ACS 5-year estimates *Median Earnings in the Past 12 months by Disability*

Labor Market Area

The Jackson labor market is defined by the Kentucky Cabinet for Economic Development as the area around the city that is within a 60-minute drive and within the Commonwealth. This area includes Knott, Lee, Magoffin, Owsley, Perry, and Wolfe counties. A map of this area is shown below.

Figure 4.2: Labor Market Area of Jackson⁴



⁴ Kentucky Cabinet of Economic Development *Breathitt County Labor Force Area*

Commuting Patterns

Workers in Jackson have a slightly shorter commute time to work than the average for Kentucky, but a smaller percentage of these workers are working within their county of residence. Around 63.3% of workers in Jackson are working in Breathitt County while 67.8% of Kentuckians remain within their county of residence. The average commute time in Jackson is 17.6 minutes, just over six minutes shorter than the 23.7-minute average commute time for the Commonwealth. The KRADD average commute time is 31.5 minutes with only 56.7% of workers remaining in their county of residence.

Table 4.4: Commuting Patterns

Commuting	Jackson	Breathitt County	Kentucky River Area	Kentucky
Worked in County of Residence	63.3%	56.0%	56.7%	67.8%
Average Travel Time to Work (Min)	17.6	30.7	31.5	23.7

-US Census Bureau 2020 ACS 5-year estimates *Commuting Characteristics by Sex*

Income

The 2020 ACS estimate for median income in the City of Jackson was \$32,644. This is nearly \$20,000 less than the median income for Kentucky which was \$52,238. Jackson did have a higher median income than Breathitt County at \$29,538 as well as having a higher median income than the average median income in the KRADD which was \$30,910.

Table 4.5 details median income for Jackson, Breathitt County, the KRADD, and Kentucky from 2016 to 2020. The KRADD estimates are the averages of the median incomes of the counties that make up the district.

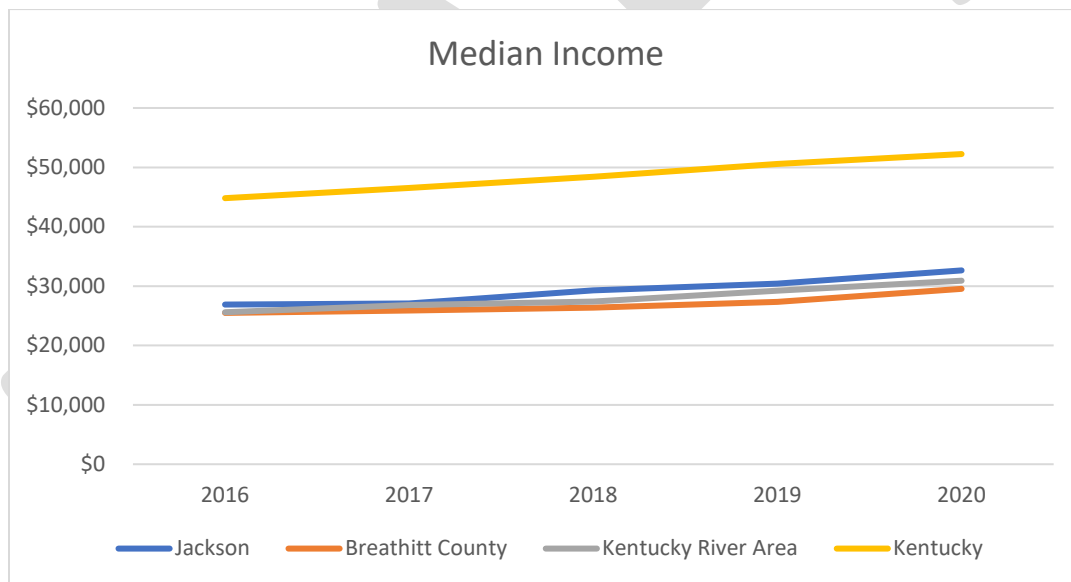
Table 4.5: Median Income 2016 to 2020

	Jackson	Breathitt County	Kentucky River Area	Kentucky
2016	\$26,891	\$25,484	\$25,597	\$44,811
2017	\$27,083	\$25,861	\$26,796	\$46,535
2018	\$29,271	\$26,376	\$27,420	\$48,392
2019	\$30,389	\$27,344	\$29,235	\$50,589
2020	\$32,644	\$29,538	\$30,910	\$52,238

-US Census Bureau ACS 2020 5-year estimates *Selected Economic Characteristics*

Between 2016 and 2020, the City of Jackson saw a 21.39% increase in median income which outpaced the rate of increase for Breathitt County (15.91%), the KRADD (20.76%), and Kentucky (16.57%). Figure 4.3 graphs the increases in income for each area.

Figure 4.3: Median Income 2016 to 2020



Below is a table of the counties that make up the KRADD as well as the Commonwealth to compare weekly wages and monthly employment in these regions across time. The wages and employment amounts are derived from the third quarter of 2021 while the percent change in these values is compared to the fourth quarter of 2019 in order to assess the impact of the pandemic. The data was compiled by the Kentucky Center for Statistics.

Table 4.6: Wages and Employment⁵

Weekly Wages and Monthly Employment in the KRADD				
Location	Avg Wage	% Change	Avg Employment	% Change
Kentucky	\$ 986	3.68%	1,805,292	-4.19%
Breathitt	\$ 659	-2.51%	2,385	-10.64%
Knott	\$ 641	-0.31%	1,785	-8.65%
Lee	\$ 719	4.20%	1,509	5.01%
Leslie	\$ 672	0.60%	1,166	-16.54%
Letcher	\$ 753	12.39%	3,872	-9.45%
Owsley	\$ 632	7.85%	560	-4.44%
Perry	\$ 837	11.90%	10,672	-7.41%
Wolfe	\$ 634	5.14%	1,285	6.11%

Educational Attainment

When looking at the population aged 25 years and older, the City of Jackson has a lower percentage of high school graduates or higher as well as those with a bachelor's degree or higher than the Commonwealth of Kentucky. Jackson does maintain higher percentages in these categories than Breathitt County as a whole and the KRADD. The 2020 ACS estimated that 80.9% of the population in Jackson above the age of 25 had a high school degree or higher and that 20.4% of this population had a bachelor's degree or higher while the Kentucky rates in these categories were 87.2% and 25% respectively. It should be noted that Jackson's population with a high school degree or equivalency was 39.8% in 2020 which was higher than the Commonwealth's 32.6%.

⁵ Kentucky Center for Statistics *Employment & Wages by Industry*
<https://kystats.ky.gov/KYLM/I/QCEWCoveredEmployment>

Table 4.7: Educational Attainment

	Jackson	Breathitt County	Kentucky River Area	Kentucky
Population 25 years and over	1,585	9,105	74,446	3,034,491
Less than 9th grade	5.4%	8.3%	10.5%	5.0%
9th to 12th grade, no diploma	13.8%	14.2%	13.8%	7.8%
High school graduate (includes equivalency)	39.8%	38.6%	35.2%	32.6%
Some college, no degree	15.0%	15.6%	18.9%	20.9%
Associate's degree	5.7%	7.2%	9.2%	8.6%
Bachelor's degree	8.6%	6.7%	5.8%	14.8%
Graduate or professional degree	11.7%	9.4%	6.7%	10.3%
High school graduate or higher	80.9%	77.5%	75.7%	87.2%
Bachelor's degree or higher	20.4%	16.1%	12.5%	25.0%

-US Census Bureau ACS 2020 5-year estimates *Educational Attainment*

Poverty

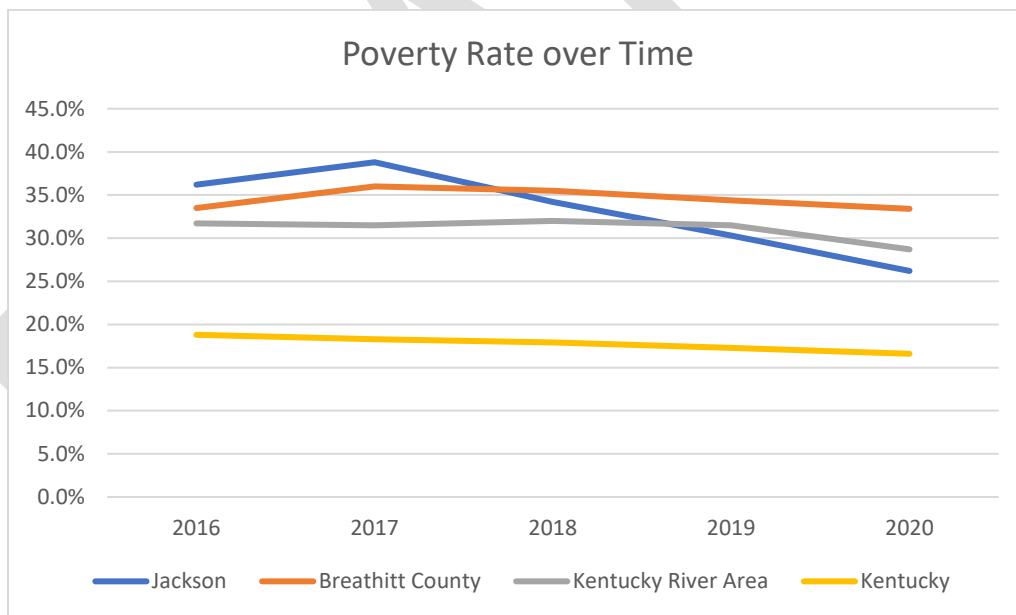
The 2020 federal poverty line for one person was \$12,769. An additional \$4,480 is added to this number for every extra person living in the household. For the City of Jackson, this meant that 549 individuals were living beneath the poverty level in 2020, constituting 26.2% of the population. This percentage was lower than the Breathitt County and KRADD percentages which were 33.4% and 28.7% respectively, but it was almost ten percentage points higher than the Kentucky rate of 16.6%. Despite this bleak look, the poverty rate in Jackson has been steadily decreasing between 2016 and 2020 showing positive signs that economic growth and prosperity are trending in the right direction. Breathitt County, the KRADD, and Kentucky all saw decreases in the poverty rate in this time frame as well.

Table 4.8: Poverty 2016-2020

<u>Poverty</u>	<u>Population</u>				<u>Percentage</u>			
Year	Jackson	Breathitt County	Kentucky River Area	Kentucky	Jackson	Breathitt County	Kentucky River Area	Kentucky
2016	803	4,411	33,821	804,139	36.2%	33.5%	31.7%	18.8%
2017	781	4,678	33,053	783,586	38.8%	36.0%	31.5%	18.3%
2018	654	4,558	33,239	772,080	34.2%	35.5%	32.0%	17.9%
2019	606	4,367	32,298	747,010	30.3%	34.4%	31.5%	17.3%
2020	549	4,180	29,027	717,895	26.2%	33.4%	28.7%	16.6%

-US Census Bureau ACS 2020 5-year estimates *Poverty Status in the past 12 months*

Figure 4.4: Poverty Rate Comparison 2016-2020



Industry

The largest industry in the City of Jackson is Educational services, and health care and social assistance making up 33.2% of the 850 civilian employed population 16 years and older.

Breathitt County altogether had nearly 1,396 people employed in this industry in 2020 which

was 35.9% of the total workforce. Kentucky also had a large percentage of workers in this industry with 24.1% of the total workforce. Compared to the other two areas, Jackson had a higher percentage of workers in the Construction industry with 11.4% against Breathitt County's 8.5% and Kentucky's 6.1%. The City of Jackson and Breathitt County both fall behind in industry size compared to the remainder of the Commonwealth in the following industries: Retail trade, Manufacturing, and Finance and insurance, and real estate and rental and leasing. The remaining industries as detailed in the table below are represented at similar levels across the regions.

Table 4.9: Employment Percentage by Industry

Employment by Industry	Jackson	Breathitt County	Kentucky
Civilian employed population 16 years and over	850	3,890	1,993,889
Agriculture, forestry, fishing and hunting, and mining	6.7%	3.6%	1.9%
Construction	11.4%	8.5%	6.1%
Manufacturing	6.9%	6.7%	14.3%
Wholesale trade	2.6%	1.4%	2.4%
Retail trade	7.4%	9.8%	11.7%
Transportation and warehousing, and utilities	4.6%	4.9%	6.5%
Information	2.1%	1.2%	1.5%
Finance and insurance, and real estate and rental and leasing	2.1%	1.1%	5.7%
Professional, scientific, and management, and administrative and waste management services	5.9%	8.3%	8.6%
Educational services, and health care and social assistance	33.2%	35.9%	24.1%
Arts, entertainment, and recreation, and accommodation and food services	9.9%	7.7%	8.5%
Other services, except public administration	1.6%	4.8%	4.5%
Public administration	5.5%	6.1%	4.3%

-US Census Bureau ACS 2020 5-year estimates *Selected Economic Characteristics*

Table 4.10: Number of Businesses in Jackson by Industry (10+)⁶

Jackson Businesses	
Industry	Number of Businesses
Retail: Home, Food, Automobiles, Personal Care	33
Retail: Hobby, Media, General Merchandise	19
Information	12
Banking, Finance and Insurance	14
Real Estate and Rentals	14
Professional, Scientific, and Technical Services	22
Education	18
Health Care and Social Services	125
Accommodation and Food Services	17
Other Services - Repair, Personal Care, Laundry, Religious, etc.	42
Public Administration	38
Unclassified	11

Recent Expansions & Business Locations

In March of 2018, it was announced that the startup company Hydroponic Farms USA was to invest \$44.5 million in Breathitt County to construct a new facility in the City of Jackson that would create 121 new jobs. The facility was to be 42 acres in size with 35.5 acres worth of production space to use hydroponic and aeroponic technology to assist in the production of produce like tomatoes, greens, and peppers⁷. Completion of the facility is still underway and information regarding its impact on the community will not be available until it is in operation.

⁶ Kentucky Cabinet for Economic Development "Businesses" <http://selectkentucky.com/>

⁷ The Lane Report *Startup Hydroponic Farms USA plans 121-job facility in Breathitt County* <https://www.lanereport.com/88716/2018/03/startup-hydroponic-farms-usa-plans-121-job-facility-in-breathitt-county/>

Industrial Parks

Within the KRADD there are eight industrial parks that range in size from 7.5 acres to 385 acres which offer numerous options for new and expanding businesses in the region⁸. Breathitt County is home to one of these parks and is part of a multi-county authority that oversees the operation of two others.

Within Breathitt County

The Panbowl Lake Industrial Park is located in Breathitt County and offers a total of 31 acres. There is a 12-inch water line on site and an 8-inch gravity sewer line 500 feet northwest of the site. A 40,500 square foot speculative building is located on a 4.4-acre site in the park as well as a county-owned manufacturing building of 60,000 square feet that offers climate-control, access to three-phase power, city water via a 12-inch ductile iron waterline, and sewer and gas. Juniper Health opened in the park in January of 2020 with the addition of dental services in August of the same year. It currently employs 51 people. Panbowl Lake Industrial Park is owned and maintained by the Breathitt County/City of Jackson Industrial Development Authority and is a designated Shovel Ready site.

Outside Breathitt County

Coal Fields Regional Business Park is located just over ten miles northwest of the City of Hazard in Perry County. The park has 385.7 total acres with 338.1 acres available as of 2021. The is serviced by 8 and 12-inch water lines as well as 8 and 10-inch gravity sewer

⁸ Kentucky River Area Development District “Comprehensive Economic Development Strategy”
<https://www.kradd.org/wp-content/uploads/CEDS-2021-Update.pdf>

lines. Natural Gas was recently added to allow a broadened market availability. Several businesses are located in the park including a FedEx Distribution Center, Forrester Joseph Trucking, Inc., Valley Diesel Services, Inc., and Hurley Electrical Contracting. The park is owned and maintained by the Coal Fields Regional Industrial Authority which is a multi-county authority represented by Perry, Harlan, Leslie, Breathitt, and Knott counties.

The Pine Ridge Regional Business Park can be found one mile west of the City of Campton in Wolfe County. There is a total of 117.7 acres in the park with the largest available tract being 56.6 acres. It is serviced by a 6-inch water line and a 6-inch force main sewer line. Only one business, KY Truss, Inc., is currently located in the park. A recent contract with Appalachian Wireless was completed for a cell tower in the park to enhance connectivity in Wolfe County. The park is owned and operated by the Pine Ridge Regional Industrial Authority, a multi-county authority represented by Breathitt, Lee, Owsley, Powell, and Wolfe counties.

Agriculture

In 2017, the number of farms in Breathitt County, 160, had increased by 33% since 2012. Further, the amount of acreage dedicated to farming, 23,196, has increased by 4% in the county. Since 2012, the per farm average market value of products sold from Breathitt County farms has decreased by 78%, while government payments have also dropped by 76% between 2012 and 2017 on average per farm receiving. While the number of farms is increasing in

Breathitt County, the size of each has shrunk an average of 22% since 2012. The 2017 U.S. Census of Agriculture for Breathitt County is available online⁹.

In January of 2021, the company AppHarvest in partnership with the United States Department of Agriculture announced the expansion of the educational high-tech container farm program for Eastern Kentucky high school students. This meant the unveiling of a new container farm unit at Breathitt High School in the City of Jackson. The goal of this expansion is to create interest in high-tech farming among students. The container farm is 2,880 cubic feet, weighs 7.5 tons and can grow up to 4,608 seedlings and 8,808 mature plants at once. AppHarvest operates throughout Appalachia constructing some of the world's largest indoor farms¹⁰.

Farmers' Market

There is currently one farmers' market in operation in Breathitt County. It is sponsored by the University of Kentucky Cooperative Extension Office. Dubbed the Breathitt County Farmers' Market or the U. K. Robinson Center Farmers' Market, it is located at the Quicksand Volunteer Fire Department (3215 Quicksand Road) and is opened between mid-May and early-November (hours: Mondays 4-7 p.m., Wednesdays 8 a.m.-2 p.m., Saturdays 8 a.m.-2 p.m.).

Tourism

The Jackson Tourism Commission is served by a volunteer board and the funds are obtained through a 3% restaurant and transient room tax. Those funds are used for the city parks and around 30% of the money is spent on promoting and marketing the city.

⁹ Census of Agriculture County Profile *Breathitt County Kentucky*
https://www.nass.usda.gov/Publications/AgCensus/2017/Online_Resources/County_Profiles/Kentucky/cp21025.pdf

¹⁰ AppHarvest AppHarvest, *USDA Partner to Expand Educational Container Farm Program to Breathitt County*
https://www.appharvest.com/press_release/appharvest-usda-partner-to-expand-educational-container-farm-program-to-breathitt-county/

Breathitt County and the City of Jackson are home to several festivals and fairs in town that occur annually. These include: Breathitt County Honey Festival (Downtown Jackson, Labor Day Weekend), Breathitt County Heritage Fair (Douthitt Park, Fourth of July weekend), Downtown Christmas (Downtown Jackson, First Saturday of December), Breathitt Co. Veterans Appreciation Week (Parade with reception at high school and programs at Douthitt Park), Pig Out In the Park (Douthitt Park, Fourth of July weekend), Breathitt County Rodders Car Club Cruise-in (Hardees in Jackson, 6:00 p.m. until dark on the third Friday of each month).

There are also a number of destinations in and around Jackson and Breathitt County that provide plenty of attraction for tourism. These include: Sugar Camp Golf Club (privately owned facility offering nine holes on 70 acres of rolling hills along Quicksand Creek), Southfork Elk Viewing Station (accessible by road, offering a view of the “largest elk herd in Kentucky”), Breathitt County Museum (free to the public; “a virtual store house of Appalachian history”), Breathitt County War Memorial (located in the courthouse yard, dedicated to all Breathitt countians who have served our country during modern times), Douthitt and Kiwanis Park, Panbowl Lake (“one of the better game fishing lakes in all of Kentucky”), and Buckhorn Lake & Natural Bridge State Resort Parks are within a 45-minute drive of Breathitt County.¹¹

The Kentucky Tourism, Arts and Heritage Cabinet considers Breathitt County to be a member of “Daniel Boone Country.” In 2020, they reported that travel in Breathitt County generated \$11,400,000 in total spending, while the tourism and travel industry were responsible for a total of 98 individuals being employed in Breathitt County. Further, travel in Breathitt County produced \$900,000 in state and local taxes, as well as \$2,500,000 in total labor income related

¹¹ kentuckytourism.com

to travel in Breathitt County. With all this, travel and tourism were responsible for only 2.9% of the county's total economic activity in 2020, which is just below the state average of 3.1%.¹²

Chamber of Commerce

The Jackson/Breathitt County Chamber of Commerce website lists 122 affiliated businesses of various functions found throughout the city and county. The chamber was established in the early 1980s to promote economic growth and enhance the quality of life for Jackson and Breathitt County citizens. Meetings are held on the third Tuesday of each month at Kelsey's on Main at 11:30 a.m., except in July and December.

The chamber is composed of a president, vice-president, secretary, treasurer, and four directors, who oversee day-to-day operations. There is no paid staff. The chamber also oversees and hosts special events throughout the years, such as many of those included in the tourism section forth mentioned.

There is no economic development coordinator for the city or county.

Regional Planning

The KRADD produces an updated version of their Comprehensive Economic Development Strategy (CEDS) every year in order to guide economic development throughout the region. The 2021 CEDS updates makes note of the 2016 Shaping Our Appalachian Region (SOAR) Impact Report as a blueprint for economic strategy in the district. The SOAR report listed the following seven goals for the Appalachia region:

¹² Kentucky Tourism 2020 Economic Impact of Travel <https://www.kentuckytourism.com/sites/default/files/2021-08/County%20by%20County%20Spreadsheet%20-%20DBC.pdf>

1. Broadband
2. 21st Century Workforce
3. Entrepreneurship in the Digital Economy
4. Healthy Communities
5. Industrial Development
6. Regional Food Systems
7. Tourism and Downtown Revitalization

The 2021 CEDS update also makes sure to note the ongoing need for the region to recover from the recent effects of the pandemic including the prevalence of the Delta variant in the area. A more consistent concern for the district has been the constant decline in mining jobs in the coal industry. The KRADD continues to strive to find courses of action to recover from these problems and offers these primary goals to do so:

Economic Development

Enhance the quality of life of residents of the KRADD region through job creation and job retention. Promote economic growth and expansion by maintaining a strong, healthy industry base that will foster internal industry growth while projecting a pro-business image to prospective companies.

Workforce Development

Develop a marketable, skilled workforce that meets employers' needs and attracts new employers.

Industrial Parks

Recruit new industry and business to increase regional prosperity by being competitive and business friendly.

Education

Improve education achievement attainment.

Transportation

Improve the connectivity of the KRADD region through continued improvement of all transportation systems that will open opportunities within the region.

Infrastructure

Build the foundation for sustainable economic growth by providing adequate infrastructure for the entire KRADD region that will facilitate the opportunity to expand and enhance target marketing efforts.

Tourism

Enhance the tourism opportunities throughout the KRADD region in economic development efforts.

Technology

Build a strong foundation of technology for economic growth.

Environment

Provide a healthy, sustainable environment.¹³

¹³ Kentucky River Area Development District “Comprehensive Economic Development Strategy”
<https://www.kradd.org/wp-content/uploads/CEDS-2021-Update.pdf>

Conclusion

The City of Jackson is resilient, and the people care deeply about the future of the city. The loss of jobs from the exodus of the coal industry was further exacerbated by the shutdowns related to the coronavirus health crisis. These difficulties were further compounded by the winter storm in February 2021 which caused massive flooding. Clearly the city has been dealt severe setbacks and will need to plan wisely to overcome the challenges.

Further compounding the city's economic situation is the lack of presence on social media. Few governmental agencies have current websites, and it is very difficult to obtain relevant or current information about the community. This lack of visibility or connectivity makes it very difficult to attract potential business or industry to locate there.

The City of Jackson has several positive factors that will help them as they move forward.

KRADD, East Kentucky 1, the University of Kentucky's CEDIK program and SOAR already provide many resources and tools at the city's disposal. Further, the funds from the American Rescue Funds should help residents as they emerge from job losses.

For specific recommendations and strategies, please refer to the 2021 Jackson Strategic Plan.

Economic Development Planning Period Recommendations

- Support efforts to improve the physical health of workforce.
- Support adequate funding of Chamber of Commerce to pursue economic development opportunities for the community.
- Update and keep current city website with economic development and tourism information.

- Designate a city economic/tourism development contact person and widely share their contact information.
- Develop strategies to increase labor force participation rates.

DRAFT

V. Environmental Analysis

Jackson Comprehensive Plan Update Section Five: Environmental Analysis

Physiography, Geology, and Conservation

The City of Jackson is the seat of Breathitt County, which is located in Appalachia near the center of the Eastern Kentucky Coal Field physiographic region. Breathitt County is characterized by highly dissected topography, with the only flat land being the narrow strips along the valleys of some major streams.¹⁴ The deep V-shaped valley terrain and their juxtaposing irregular ridges occupy the same amount of space throughout the county. The Middle and North Forks of the Kentucky River are the principal drainage system of the county, flowing through deep meandering valleys. A man-made oxbow lake, named Panbowl Lake, exists in Jackson, created from the North Fork of the Kentucky River to relieve periodic flooding. The elevation of Breathitt County ranges from 650 feet, along the streambed of the Middle and North Forks of the Kentucky River, to 1,600 feet at various mountaintops in the southeast, with the elevation of Jackson being 787 feet opposite the courthouse. Breathitt is the namesake for the geologic formation beneath 99% of the county. This formation, the bedrock of the county, consists of Pennsylvanian-age sediment, deposited ~320 million years ago, which is comprised of many layers of sandstone, shale, and coal.¹⁵ The warm climate of this period invited dense forests and coastal swamps to grow on the edge of water bodies. Marine waters advanced and receded many times, with vegetation falling into the water then buried under blankets of sediments. Over millions of years, this vegetation sediment was compressed into coal. Nonvegetative sediments such as sand, clay, and silt were

¹⁴ Topography.” *Discussion from McGrain and Currens*. <http://www.uky.edu/KGS/water/library/gwatlas/Breathitt/Topography.htm>

¹⁵ Geology of the County” *Kentucky Geological Survey* <http://www.uky.edu/KGS/water/library/gwatlas/Breathitt/Geology.htm>

compressed into sandstone and shale. Over the past million years, larger streams and rivers have experienced deposition of unconsolidated Quaternary sediments.

Critical habitat has been designated for the Kentucky Arrow Darter fish in Breathitt, as well as surrounding counties.¹⁶ Further, you may encounter these listed, (E) endangered or (T) threatened, species in Breathitt: Bats (including the Gray Bat_(E), the Indiana Bat_(E), and the Northern Long-eared Bat_(T)) and Clams (including the Clubshell_(E), the Fanshell_(E), the Northern Riffleshell_(E), the Pink Mucket_(E), the Purple Cat's Paw_(E), the Rabbitsfoot_(T), the Rough Pigtoe_(E), the Sheepnose_(E), and the Snuffbox Mussel_(E)).¹⁷

Further, the North American Bird Conservation Initiative lists Breathitt County within the Appalachian Mountains Bird Conservation Region. Priority birds in this area include the Cerulean Warbler, the Blackthroated Blue Warbler, Golden-winged Warblers, and Henslow's Sparrows.¹⁸

The county also plays partial host to University of Kentucky-owned Robinson Forest, along with Perry and Knott counties, a ~14,800-acre teaching, research, and extension forest.¹⁹ There, students of forestry and environmental science learn from one of the least disturbed watersheds in eastern Kentucky.

The Breathitt County Conservation District is in Jackson, located at 100 Highway 15 South, Suite 127, 41339.²⁰ Each county in Kentucky is represented by a local conservation district, consisting

¹⁶ "Kentucky arrow darter" *U.S. Fish & Wildlife Service* <https://ecos.fws.gov/ecp/species/9063>

¹⁷ "Kentucky's Endangered and Threatened Species" *Department of Entomology, University of Kentucky* <http://www2.ca.uky.edu/agcomm/pubs/id/id103/id103.htm>

¹⁸ "Bird Conservation Regions Map" *US NABCI* <https://nabci-us.org/resources/bird-conservation-regions-map/#bcr28>

¹⁹ Robinson Forest, About Us." *University of Kentucky* <https://robinson-forest.ca.uky.edu/about>

²⁰ Breathitt County Conservation District." *Land Conservation Assistance Network* <https://www.landcan.org/local-resources/Breathitt-County-Conservation-District/4242/>

of seven elected supervisors. These conservation districts assist the landowners in each county with creating and implementing practices to protect the soil and water quality. The conservation districts help conserve Kentucky's resources by helping local people match their needs with technical and financial resources.

Soils

Breathitt County is grouped within Area 9 under the Kentucky Soil and Water Conservation Commission. Commissioner Denise Hoffman of Owsley County presides as having the responsibility of assisting the county's conservation district in carrying out their responsibilities.²¹ In March 2021, a board member of the Conservation District indicated that free tree samplings are made available each year for citizens of Jackson to plant to help with soil erosion and air quality. There are no other plans or goals specific to the city as no funding is available for additional assistance.

The soil in Breathitt County is often stony or rocky, often sloped up to 70 degrees in some areas. The soil is not ideal for agriculture in most places, with only 4% of land, or 13,562 acres, meeting the requirements for prime farmland.²² This area is restricted to the floodplains of the North and Middle Forks of the Kentucky River and their tributaries.

There is no soil of statewide significance located within Jackson's city boundaries. There is Allegheny loam, 2 to 6% slopes, a soil of statewide significance, located slightly outside the city's Northwest boundary around the North Fork Kentucky River.

²¹ Soil and Water Conservation Commission" *Kentucky Energy and Environment Cabinet* <https://eec.ky.gov/Natural-Resources/Conservation/Pages/Soil-and-Water-Conservation-Commission.aspx>

²² Soil Survey of Breathitt County (1998)" *Unites States Department of Agriculture*.
https://www.nrcs.usda.gov/Internet/FSE_MANUSCRIPTS/kentucky/breathittKY1998/breathittKY1998.pdf

Water Quality

The 2021 Water Quality Report from Jackson Municipal Water & Sewer states that the Jackson Municipal Water System sources surface water from the North Fork of the Kentucky River.²³

This water is then treated through a process that settles and oxidizes particulate matter in the raw water to remove contaminants. This water is then filtered and disinfected with chlorine before it is distributed to the public. A susceptibility analysis is used to determine a rating for the city's water based on toxicity, distance, and likelihood of release of contaminants that may have an adverse effect on water quality. The City of Jackson has a moderate rating under this system with a few areas of concern: highways and bridges that bring the potential for hazardous spills, run-off and erosion from logging and mining practices, and illegal dumping and fuel storage in land use areas within the watershed.

The 2021 Water Quality Report shows no violations for water quality but does make a note that individuals who are immuno-compromised may be more susceptible to low levels of contaminants that fall within acceptable guidelines for the general public.

Drinking Water

Within all municipal drinking water facilities in the county, no contaminant was found to be above the legal limit. However, two were detected above the recommended health guidelines of the Environmental Working Group (EWG). Jackson Municipal Water Works, Mt. Carmel High Boarding School, and Breathitt County Water District all have the same contaminant above EWG's guideline total trihalomethanes (TTHMs), while Mt. Carmel High Boarding School also contained radium above their guideline. Other contaminants

²³ Jackson Municipal Water & Sewer 2021 Water Quality Report [Jackson 2021 Water Quality report.pdf](#)

found were few and not above EWG's guideline.²⁴The EWG recommends the use of water filtration to help reduce these contaminants with activated carbon and reverse osmosis being the most effective filtration methods for haloacetic acids and total trihalomethanes. For Mt. Carmel High Boarding School, ion exchange is recommended for filtration of manganese. No corrective action has been taken as of the spring of 2022.

The standard health guidelines for these contaminants are based on "No-Compromise Benchmarks to Fully Protect Public Health."²⁵

Recreational Water²⁶

The Kentucky Energy and Environment Cabinet keeps integrated reports on hand to track various measures of the environment. The cabinet submitted a report for 2018/2020 in January of 2022 and the report was approved by the Environmental Protection Agency (EPA) in late February. Below are listed the impaired waterways in Breathitt County.

Big Caney Creek from 0.3 to 8.9 miles has impaired Warm Water Aquatic Habitat, due to human activity, flow alteration, sedimentation, TDS, and turbidity. Fish consumption and recreation water have not been assessed.

Buckhorn Creek from 0.0 to 2.4 miles has severely impaired Primary Contact Recreation Water due to failure to meet water quality standards, while Warm Water Aquatic

²⁴ Systems serving Breathitt County, Kentucky" *Environmental Working Group*. <https://www.ewg.org/tapwater/search-results.php?fips=21025&searchtype=county>

²⁵ EWG Drinking Water Standards" *Environmental Working Group*. https://cdn3.ewg.org/sites/default/files/u352/EWG_TWDBStandards-Chart_C07.pdf?ga=2.55796322.838149419.1559050263-1408506329.1559050263

²⁶ "Integrated Reports" *Kentucky Energy and Environment Cabinet* <https://eec.ky.gov/Environmental-Protection/Water/Monitor/Pages/IntegratedReportDownload.aspx>

Habitat is in good status. Fish consumption and secondary contact were not assessed.

From 2.4 to 6.8 miles, only Warm Water Aquatic Habitat was assessed and deemed impaired due to sedimentation and TDS.

Cane Creek from 0.0 to 9.7 miles has severely impaired Primary Contact Recreation due to fecal coliform while Warm Water Aquatic Habitat was assessed as good quality. Fish consumption and secondary contact recreation were not assessed.

Cope Fork from 0.0 to 2.0 miles has impaired Warm Water Aquatic Habitat, due to human activities, sediment deposition, and elevated dissolved substances. Fish consumption and recreation water have not been assessed.

Freeman Cork from 0.0 to 1.3 miles has impaired Warm Water Aquatic Habitat due to sediment disposition and specific conductivity. Fish consumption and contact recreation were not assessed.

Frozen Creek from 0.05 to 14.2 miles has impaired Warm Water Aquatic Habitat due to sediment deposition. Fish consumption and recreation water have not been assessed.

Hawes Fork from 0.0 to 4.9 miles has severely impaired Warm Water Aquatic Habitat, due to flow regime modification, sedimentation, specific conductivity, and turbidity. Fish consumption and recreation water have not been assessed.

Leatherwood Creek from 1.65 to 3.2 miles had impaired Warm Water Aquatic Habitat due to unknown causes. Fish consumption and contact recreation were not assessed.

Long Fork from 0.0 to 4.6 miles has impaired Warm Water Aquatic Habitat, due to sedimentation and TDS. Fish consumption and recreation water have not been assessed.

Lost Creek from 0.0 to 3.8 miles has severely impaired Primary Contact Recreation Water due to unknown causes, while secondary contact recreation water and Warm Water Aquatic Habitat are deemed good. Fish consumption was not assessed.

North Fork Kentucky River from 35.6 to 47.1 miles had severely impaired Primary Contact Recreation due to E. coli as well as impaired Warm Water Aquatic Habitat due to lead. Secondary Contact Recreation was assessed as good quality while fish consumption was not assessed. From 47.1 to 48.1, the river had a severely impaired assessment for Primary Contact Recreation due to E. coli while aquatic habitat and fish consumption went unassessed. From 48.1 to 55.4 miles, Primary Contact Recreation remained severely impaired due to fecal coliform and aquatic habitat and fish consumption went unassessed again.

Puncheon Camp Creek from 0.0 to 3.6 miles has impaired Warm Water Aquatic Habitat due to an unknown source. Fish consumption and secondary contact recreation water have not been assessed throughout the 3.5 miles.

Quicksand Creek from 0.0 to 17.0 miles has severely impaired Warm Water Aquatic Habitat, due to sediment deposition and elevated dissolved substances. Primary Contact Recreation has been assessed as good along with Secondary Contact Recreation. Fish consumption has not been assessed. From 21.7 to 30.8 miles, Quicksand Creek's Warm Water Aquatic Habitat is severely impaired by sedimentation, Total Dissolved Solids (TDS), and turbidity, while recreation water and fish consumption have not been assessed.

South Fork Quicksand Creek from 0.0 to 17.05 miles has severely impaired Warm Water Aquatic Habitat, due to human activity, sedimentation, and TDS. Fish consumption and recreation water have not been assessed.

Spring Fork Quicksand Creek from 3.1 to 7.1 miles had a severely impaired assessment for Warm Water Aquatic Habitat due to sedimentation, TDS, and turbidity. Contact recreation and fish consumption went unassessed.

Upper Twin Creek from 0.0 to 3.6 miles has impaired Warm Water Aquatic Habitat, due to unknown causes. Fish consumption and recreation water have not been assessed.

Air Quality

Air quality and permitting in Jackson and Breathitt County is monitored by the Division for Air Quality, one of six divisions in the Department for Environmental Protection that is part of the Kentucky Energy and Environment Cabinet. The regional office in Hazard oversees the measurement for pollutants and ensures that control measures are implemented when necessary to meet with compliance standards.

The 2021 Air Quality Index percentage level for Jackson is 91.33% Good, 8.59% Moderate, and 0.8% Unhealthy for Sensitive Groups.²⁷ Ozone and SO₂ are the two pollutants that have a small portion of their levels in the “Unhealthy for Sensitive Groups” category.

Radon gas is a naturally occurring radioactive gas that may seep into your home from the rocks under your foundation.²⁸ Breathitt County and the City of Jackson are listed as having mild, the

²⁷ Jackson, KY Air Quality Information.” *Homefacts*.
<https://www.homefacts.com/airquality/Kentucky/Breathitt-County/Jackson.html>

²⁸ Radon Handout Breathitt” *UKY BREATHE* https://www.uky.edu/breathe/sites/breathe.uky.edu/files/Radon%20Handout%20Breathitt_final.pdf

second lowest, danger of radon exposure in the household. Prolonged exposure to radon is the second leading cause of lung cancer. The University of Kentucky Bridging Research Efforts and Advocacy Toward Healthy Environment (BREATHE) recommends that all homes be tested for radon and that residents be aware of their radon level. You can request a free radon test kit from the Kentucky Radon Program.²⁹ As of 2019, only 2% of homes in Breathitt County have been tested for radon.

Climate

In Jackson, summers are warm and humid, while winters are short and very cold. It is wet and partly cloudy throughout most of the year.³⁰ The average temperature for the year is between 54 and 59 degrees Fahrenheit.³¹ Based on the past 20 years in Jackson, the average annual precipitation in Jackson is ~51 inches, with summer seeing a slight majority.³² Snowfall has averaged ~22 inches per year over the same time frame.

Mountaintop Mining

Mountaintop mining has been commonplace in Breathitt County since at least 1985.³³ Most of this has occurred in the eastern portion of the county, as well as along the border of Perry County, to the south, and sparsely throughout the north and central portion of the county. Mining near the City of Jackson has not been prevalent in the time since 2005. Mountaintop

²⁹ Radon Program” *Kentucky Cabinet for Health and Family Services* <https://chfs.ky.gov/agencies/dph/dphps/emb/Pages/radon.aspx>

³⁰ Average Weather in Jackson” *Weatherspark* <https://weatherspark.com/y/16363/Average-Weather-in-Jackson-Kentucky-United-States-Year-Round>

³¹ Temprankings_annual” *National Weather Service* https://www.weather.gov/media/jkl/climate/jkl/temprankings_annual.pdf

³² Jackson, KY” *National Weather Service Forecast Office* <https://w2.weather.gov/climate/xmacis.php?wfo=jkl>

³³ Mountain Top Mining” *SkyTruth, Duke University, and Appalachian Voices*. <http://skytruthmtr.appspot.com/#>

mining has been correlated with increased instances of disease in nearby communities.³⁴ It has also been observed to have a deleterious effect on aquatic ecosystems.³⁵

Superfund Sites

A superfund site is a location that the EPA has identified as posing, or having posed, a potential risk to human and/or environmental health/safety due to contamination by one or more hazardous wastes.³⁶

Spring Fork Creek Release, located northeast of Jackson in the City of Guage, is registered as an active superfund site by the Environmental Protection Agency. However, it is not on the National Priorities List (NPL), which means the EPA does not consider it one of the nation's most hazardous waste sites.

Allied Corp Prestolite Wire division Jackson plant is a superfund site located at Lakeside Estates Drive in Jackson. This site is currently registered as an archived superfund site, meaning it does not require any clean up action or further investigation at this time.

Public Health³⁷

Breathitt County is considered in the lowest quartile (0-25% of Kentucky counties) for both public health outcomes and public health factors. Perhaps the most concerning is the rate of premature death in Breathitt County; 15,900 for every 100,000 individuals. This is nearly three

³⁴ The Effects Of Mountaintop Mines And Valley Fills On Aquatic Ecosystems Of The Central Appalachian Coalfields (2011 Final)” EPA <https://cfpub.epa.gov/ncea/risk/recordisplay.cfm?deid=225743>

³⁵ Human Health Impacts” *Appalachian Voices* <http://appvoices.org/end-mountaintop-removal/health-impacts/>

³⁶ Breathitt County, KY Environmental Hazards Report - Superfund Sites.” *Home Facts*. <https://www.homefacts.com/environmentalhazards/superfunds/Kentucky/Breathitt-County.html>

³⁷ University of Wisconsin Population Health Institute “County Health Rankings and Roadmaps” <https://www.countyhealthrankings.org/app/kentucky/2020/rankings/breathitt/county/outcomes/overall/snapshott>

times the rate for the top U.S. counties and almost twice the rate of Kentucky statewide. Part of this is due to the high incidence of traffic deaths that include 38% related to alcohol.

Breathitt County also has high rates of teens births at 59 for every 1,000 teens. This is close to five times the rate of top U.S. counties. This may also be a contributing factor to high rate of child poverty which sits at 43.0%.

Conclusion

The unique environment of Breathitt County and the City of Jackson give the population here reason to preserve and protect it as best as possible as a key resource in the area. The low levels of both air and water quality should be a note of concern along with the poor rating for public health. Jackson has plenty opportunity to improve in each of these sectors with help from the conservation district and focused efforts to improve local health.

The Environmental Planning Period Recommendations

The City of Jackson should:

- Provide updated water filtration to the affected areas noted by the Environmental Working Group's 2021 Water Quality Report.
- Seek guidance on corrective actions needed to address the deficiencies that were identified in the Kentucky Division of Water Quality report that was issued on 02/24/2022.
- Increase the quality of public health with an emphasis on curbing drunk driving and provide adequate information for family planning and childcare.
- Assess the vulnerability to climate change – in terms of warnings and preparation for extreme weather events as well as resilience afterward.

VI. Land Use Element

Jackson Comprehensive Plan Update Section Six: Land Use Element

Introduction

Under KRS 100, the comprehensive plan shall show proposals for the most appropriate, economic, desirable and feasible patterns for the general location, character, extent and interrelationship of the manner in which the City should use its public and private land at specified times as far into the future as is reasonable to foresee.

In addition, land uses may cover, without being limited to, public and private, residential, commercial, industrial, agricultural, and recreational land uses. Further, KRS 100.191 requires research and analysis as to the nature, extent, adequacy, and the needs of the community for the existing land and building use, transportation, and community facilities in terms of their general location, character, and extent, including, the identification and mapping of agricultural lands of statewide importance and analysis of the impacts of community land use needs on these lands.

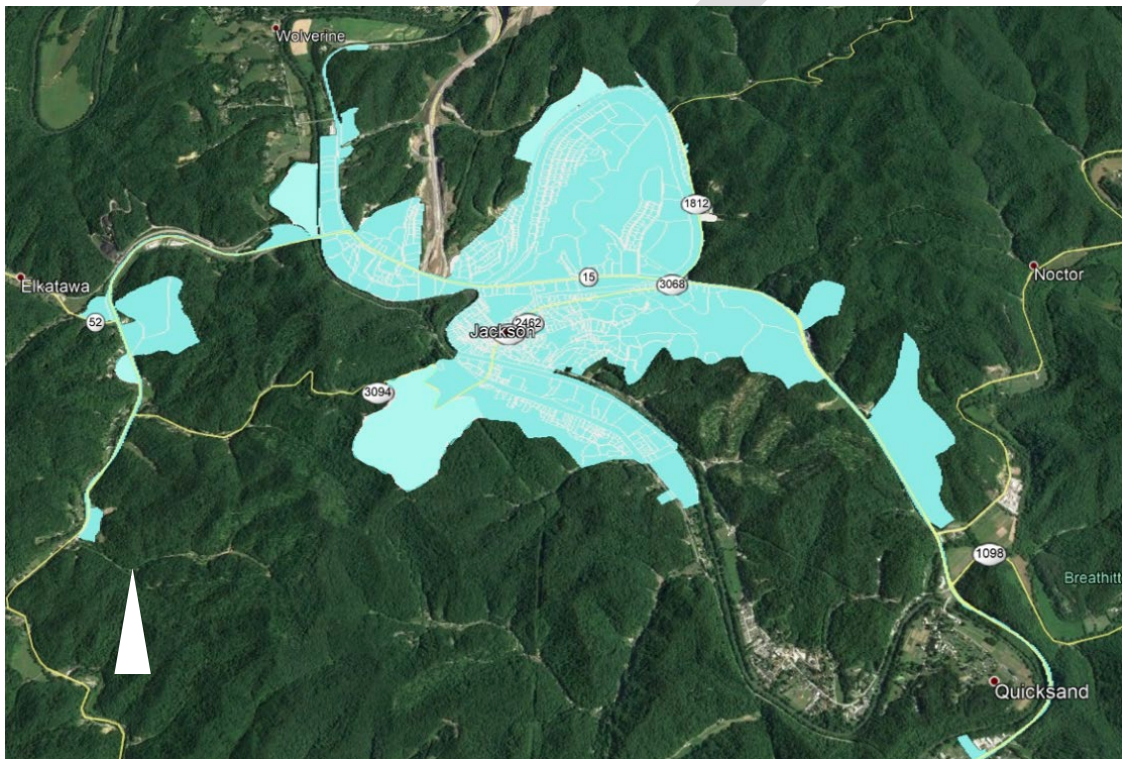
Land Use and Study Area

The boundary area to be studied for the purposes of this comprehensive land use plan update is defined by the map derived from the Kentucky Secretary of State Land Office and Nesbitt Engineering in 2021, labeled Figure 6.1: City of Jackson, Kentucky 2021 Study Area, exhibited below.

The study area consists of the land within the incorporated city limits of Jackson and its immediate environs. The plan examined the present uses of the properties within the city

boundary to determine the availability of land to meet the future growth of the City over the next five years.

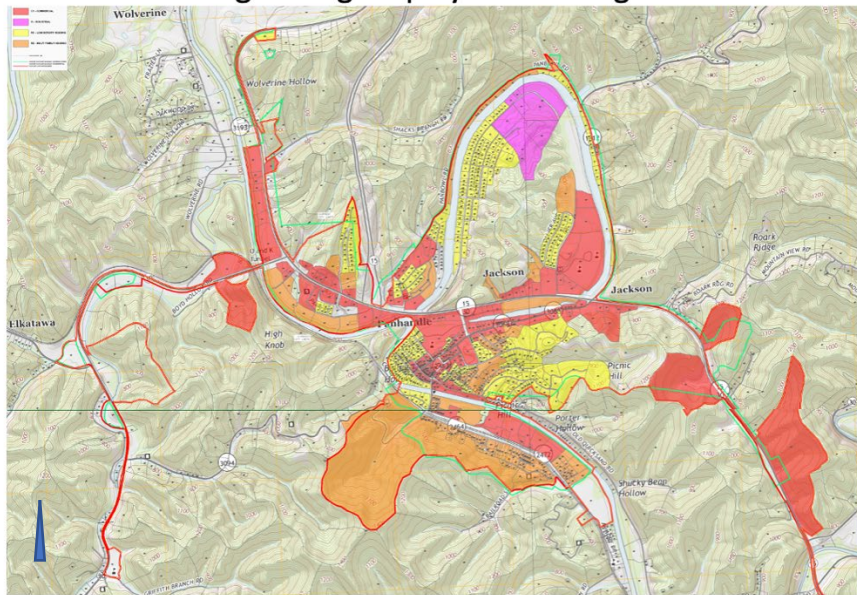
Figure 6.1: City of Jackson Study Area



Original Map by Nesbitt Engineering/Adjusted by KLC

Figure 6.2 Existing Zoning and 100 Year Flood Plain

Existing Zoning Map by Nesbitt Engineers



100 Year Flood Plain Map by FEMA – blue areas = floodplain

The purpose of these two maps is to show just how much of the developed and developable parts of the city are within the 100-year floodplain as designated by FEMA.

Population Overview

The City of Jackson had a population of 2,237 according to the 2020 survey from the U.S. Census Bureau. The city has seen a decline in population since the 2000 census was conducted but saw an increase of six people from the 2010 survey. The City of Jackson had a decline in population from 2000 of 10.2% while Breathitt County lost 14.3% of its 2000 population and the Kentucky River Area lost 12.9%.

Table 6.1: Decennial Growth in the Region

	Jackson	Breathitt County	Kentucky River Area	Kentucky
2000	2,490	16,015	120,394	4,041,769
2010	2,231	13,878	114,762	4,339,367
2020	2,237	13,718	104,818	4,505,836
Net % Change	-10.2%	-14.3%	-12.9%	11.5%
Growth by Year (People per Year)	-13	-115	-779	23,203

Existing Land Uses

Existing land uses have been categorized according to use within the City's zoning ordinance. The following classifications are currently being used:

R-1 Single-Family Residential District

The single-family residential district includes detached housing structures along with yard space on which the structures are situated.

R-2 Multi-Family Residential District

The multi-family residential district includes attached two-family residential units along with the land on which the structures are situated as well as apartment-type dwelling

units and the land on which the units are located. These structures are occupied by two or more housing units.

C-1 General Highway District

The general highway commercial district includes retail and wholesale trade, highway-oriented businesses, neighborhood convenience shopping and comparison-shopping areas outside the central business commercial district.

C-2 Downtown Commercial District

The downtown commercial district includes the downtown commercial and business core, generally characterized by high-density, closely clustered retail space, upper-story housing, financial services, service-oriented businesses, and government offices.

I-1 Industrial District

The industrial district is to provide for manufacturing, wholesale, and warehousing uses as well as those industrial uses that include fabrication, manufacturing, assembly, or processing of materials, and is also accompanied by related industrial uses such as railroads, outdoor storage space, and lay-down yards.

Future Land Use

Jackson is not projected to have any population growth over the time-frame of this plan. Therefore, no changes are recommended to current land use patterns for the future, as there is more than adequate land to accommodate projected economic and population growth. At this time transportation, community facilities including schools, the hospital,

water and sewer, and government services are all adequate to meet the projected levels of population.

However, the community response to the recent flooding disasters could necessitate a review of this plan's future recommendations. Since this plan was completed concurrent with immediate recovery efforts, there was no opportunity to have any community discussion about this issue. In the near future, the City may undertake planning studies to determine opportunities and constraints for relocating flood prone land uses and community facilities. Should relocation of some uses and facilities be viewed as desirable, the future land use plan and map might have to be updated.

Table 6.4: Jackson Population Projections For Planning Period³⁸

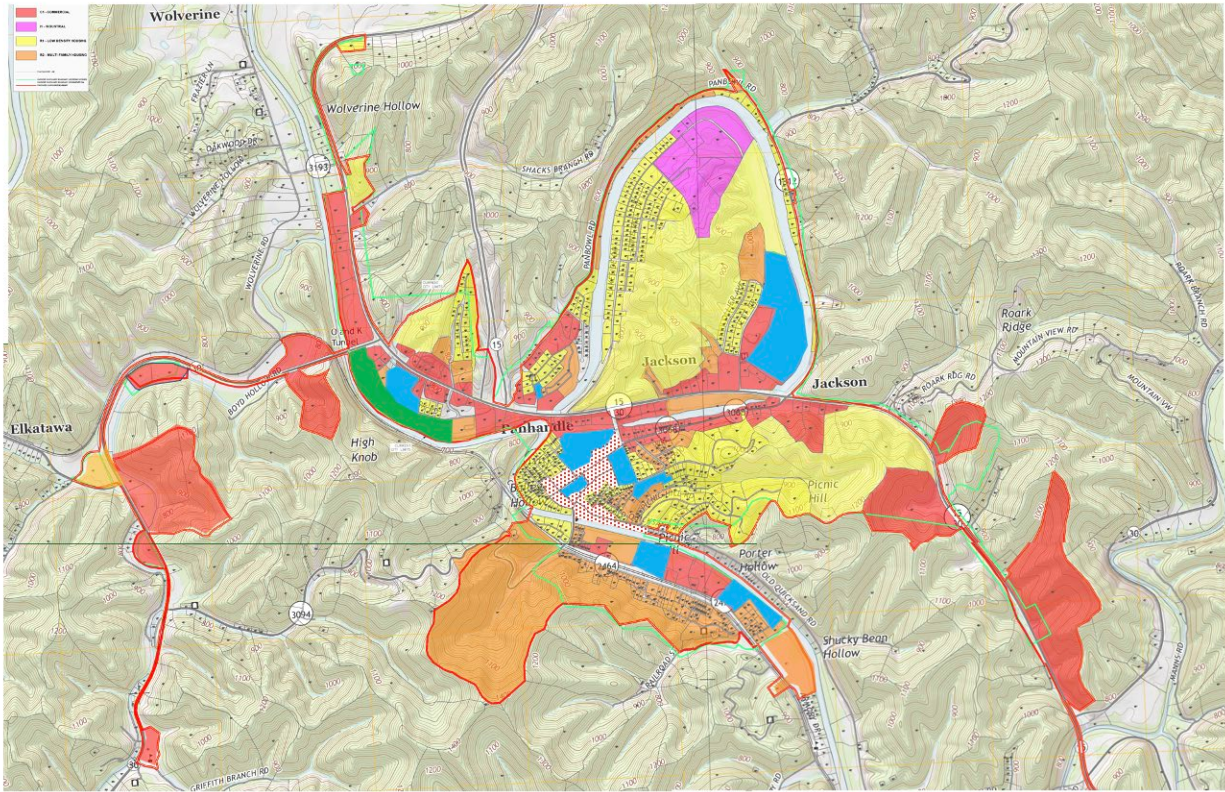
Year	Projections
2022	2,238
2023	2,239
2024	2,239
2025	2,240
2026	2,240
2027	2,241

Generalized FUTURE Land Use Map

This map shows the most appropriate, economic, desirable, and feasible patterns for the general location, character, extent, and interrelationship of the manner in which the community should use its public and private land at specified times as far into the future as is reasonable to foresee. This map is for general direction only: it is not based on specific

³⁸ Kentucky League of Cities

parcel lines but rather is a guide to understanding future land use relationships. If the city determines that relocation of flood prone land uses and community facilities is desirable, then this map may have to be updated.



Legend

- Downtown Commercial
- Commercial
- Industrial
- Single Family Residential
- Multi-Family Residential
- Institutional (Government, Education, Hospital, Cemetery)
- Park
- PVA Property Line
- Current Corporate Boundary (Secretary of State)
- Current Corporate Boundary (Breathitt PVA)
- Proposed Corporate Boundary

Original Map from Nesbitt Engineering including existing zoning
All land use areas are approximations. Exact locations must be verified.

Future Land Use Map Category Descriptions

Single-Family Residential District

Single-family residential includes detached housing structures along with yard space on which the structures are situated.

Multi-Family Residential

Multi-family residential includes attached two-family residential units along with the land on which the structures are situated as well apartment-type dwelling units and the land on which the units are located. These structures are occupied by two or more housing units.

Commercial

Commercial includes retail and wholesale trade, highway-oriented businesses, neighborhood convenience shopping and comparison-shopping areas outside the central business commercial district.

Downtown Commercial

Downtown commercial includes the downtown commercial core, generally characterized by high-density, closely clustered retail space, upper-story housing, financial services, and service-oriented businesses.

Industrial

Industrial provides for manufacturing, wholesale, and warehousing uses as well as those industrial uses that include fabrication, manufacturing, assembly, or processing of materials, and is also accompanied by related industrial uses such as railroads, outdoor storage space, and lay-down yards.

Additional Future Land Use Designations (Recommended)

This plan and map also incorporate two additional future land use designations. These are Institutional and Parks. While these designations do not change underlying zoning of any parcels, they do recognize the important community function of these parcels that should be protected into the future.

Institutional

Institutional includes public schools, government buildings and facilities, the hospital, and Jackson Cemetery.

Parks

Parks includes Douthitt Park and Jackson Kiwanis Park.

Guiding Principles for Future Development

The planning commission and the city are committed to these Guiding Principles for future land use:

1. **Economic Recovery Principles** – The City will emerge from the natural disasters, i.e., two historic floods, with a unique opportunity to reshape how and where future growth, development, and construction is takes place. The city will encourage rebuilding outside of the 100-year floodplain. This is a particularly difficult challenge, given the mountainous terrain of the region. However, the city will commit itself to work with residents and professional disaster recovery/rebuilding experts to identify ways to mitigate the impacts of future disasters and climate change.
2. **Economic Development Principles** – The City will offer a broad range of economic and business opportunities by and through retaining and supporting existing businesses and

industries and successfully recruiting new businesses and industries. This principle requires the alignment of the business community, education and workforce development, and adequate infrastructure.

3. Downtown Commercial District Principles – The downtown serves as the heart of every thriving city. The City should promote and support its downtown businesses by beautifying streets and facades; providing more outdoor greenspace such as pocket parks; filling in business gaps; reducing barriers to entry for new businesses; refocusing new business recruitment efforts on start-ups and entrepreneurs; and creating strong linkages between the downtown and the local and regional trails, essentially connecting the downtown to the lake.
4. Land Use Principles – The city will be recognized for having a desirable land use pattern that promotes the quality of life, the efficient delivery of services, and the economic vitality of the community. The city will commit to developing strategies and enacting regulations that encourages future development to occur outside of the city's floodplain.
5. Transportation Principles – Transportation and travel throughout the city will be safe, convenient, and accessible for all residents and visitors.
6. Housing Principles– Having a variety of housing stock available is a primary attractor for people moving and staying in the city. It is also a fundamental building block for developing a great quality of life, attracting and retaining new businesses, and fostering diversity. A safe and well-connected neighborhood utilizing a multi-modal transportation scheme promotes ease of access to all parts of the city for residents and visitors. Compatibility with surrounding land uses and a clear set of building codes will

ensure proper and efficient growth and maintenance. The city will also encourage adherence to building standards that mitigate future losses due to natural disasters, such as flooding.

7. Public Services Principles – To achieve the goal of being a great city, Jackson will provide first class community services and facilities at a reasonable cost. Water, wastewater, and sewer treatment facilities must be properly maintained and upgraded to meet future demands. Interconnected and coordinated utility planning is critical to promote growth and minimize construction and maintenance costs. Cities primarily exist to serve and protect the public. The City of Jackson does so through its police, fire, and utility services, which must be continuously evaluated and monitored.
8. Recreation Principles – Quality of life and recreation go together. The city will continue to offer its citizens high-quality recreational opportunities by planning, expanding, and maintaining its public spaces, such as parks, greenspace, trails and connections to the many lakes, waterways, and nature trails.
9. Landscape Conservation Principles – The city will identify appropriate areas for conservation and develop guidelines for how sensitive landscapes will be managed and used. The city will foster cooperation between the public and private sectors for conservation planning.
10. Historic Preservation Principles – The city values historically important sites and activities through historic preservation, provides appropriate incentives for historic restoration, celebrates history through community activities, and requires that new development respects and is compatible with existing historic sites.

11. Environmental Principles – The city will be known for its healthy environment. The principles to achieve this goal include protection of surface and subsurface water; protection of streams, wetlands, significant trees, and other significant natural features; ensure that no future development occurs within the 100-year floodplain; implement appropriate stormwater management practices; and ensure that new businesses or industries do not degrade the quality of the water or the air.
12. Community Health Principles – The City of Jackson encourages its citizens to adopt a healthy lifestyle by providing healthy activities; creation of great outdoor spaces; supports healthy food initiatives and access for all citizens; and continually monitors air and water quality.
13. Growth Management Principles – Encouraging and enforcing high-quality growth is a priority for the City of Jackson. High-quality growth is achieved through innovative, fair, consistent, and efficient growth management. Zoning and subdivision development regulations are reviewed and updated regularly. Infill redevelopment plans encourage market action. All new development will include a review by water and sewer officials, police and fire departments, street department, utility providers, and public health departments. The city should require more engineering detail on subdivision plats and development plans to clarify submission and approval detail procedures. Appropriate screening and buffering should be used wherever land use types and intensities occur. Development or redevelopment occurring in areas served by inadequate roadways should be required to make provisions for upgrading those roadways. Appropriate landscaping and other site amenities are encouraged for all development.

Strategic Recommendations

The city of Jackson is facing significant, long term recovery challenges from the 2022 flooding events. As immediate impacts abate, the city should begin to:

1. Study the land use and community facilities issues raised by the floods.
2. Explore new building codes to help flood proof the city.
3. Explore solutions to its flooding issues, which will by necessity be regional discussions.

DRAFT

VII. Transportation

Jackson Comprehensive Plan Update Section Seven: Transportation Analysis

Highways

The Hal Rogers Parkway, the Mountain Parkway, and KY 15, are the major arterial highways for Jackson, bringing thousands of people through the city each day. Highway 1812 is an important rural secondary road.

Highway & Infrastructure Improvements

The Kentucky Department of Transportation has several projects listed for Breathitt County, Jackson, and Kentucky Highway District 10, in general. Kentucky Highway District 10 includes Breathitt, Estill, Lee, Magoffin Meniffee, Morgan, Owsley, Perry, Powell, and Wolfe. The Kentucky Department of Transportation project list for KY-15 includes the large-scale widening of the highway from the intersection of New KY-15/30 to the intersection of KY 1812. The total cost of this three-phase project is approximately \$22,050,000, which should begin and finish in 2024.

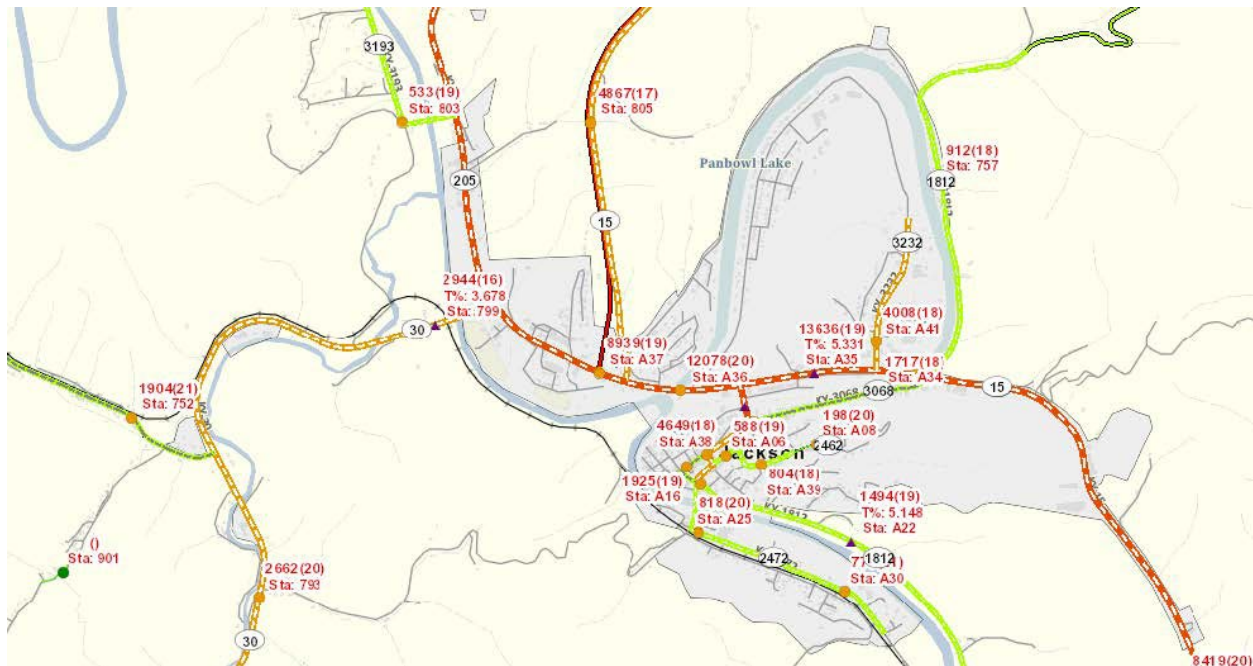
One project in Jackson and Breathitt County involves Panbowl Lake, which intersects with KY-15. The lake itself is controlled by the Panbowl Dam, which is currently two earthen embankments that KY-15 travels over. However, in recent years flooding has become more frequent and more difficult to regulate. The project will replace the debris gate over the east embankment standpipe, remove vegetation along the embankments, the installation of a sheet pile wall, flatten the slopes, the replacement of Washington Avenue flap gate and add a secondary gate, the installation, and widen KY-15. It should be completed summer of 2022.

The Kentucky FY 2022 – 2028 Recommended Highway Plan lists the proposed projects in the Six- Year Highway Plan are available at the end of this section. While these are anticipated projects, their funding is not certain.

- The major widening to improve KY-15 from the intersection of new KY-15/30 to intersection of KY-1812 that will start in FY2023 and finish in FY2028.
- The installation of a guardrail on KY-28 in FY 2023.
- The installation of two guardrails on KY-30 in FY 2025.
- Improvements to Panbowl Lake Drainage and Safety along KY-15 in FY 2023.
- Rockfall mitigation on KY-15 north of Beverly Road to KY-1098/KY-1813 from FY 2023 and end in FY 2026.
- Replacement bridge over Puncheon Creek on Max Roark Rd starting in FY 2022 and ending in FY 2026.

Traffic Counts

Figure 7.1: Daily Traffic Counts³⁹



This image shows an average daily traffic count over a 24-hour period. KY 15 is the busiest street in Jackson and saw over 13,636 travelers (vehicles) a day through the middle of Jackson in 2019. On the northern edge of Jackson is KY-30, which is the second busiest road in Jackson. KY-30 saw 8,939 travelers a day in 2019. The busiest third road is Highway 3232 which had over 4,000 daily travelers in 2018. The fourth busiest road is within Jackson. KY-1812 saw an average of 4,649 daily travelers in 2018. The only other road that experiences high traffic is Highway 3068, which also handles over 1,700 travelers a day through Jackson in 2018.

The supporting data can be found here: <https://maps.kytc.ky.gov/trafficcounts/>

³⁹ Kentucky Department of Transportation, *Daily Traffic Counts*, 2021.

Air Travel

There are seven airports located within 50 miles of Jackson. For the citizens of Jackson, the nearest commercial flights are found in Lexington, Kentucky, Knoxville or Bristol, Tennessee, a minimum 1.5 hours away. The nearest airport to Jackson is the Julian Carroll Airport that provides services for small, private aircraft. For commercial or corporate craft, the nearest airport is the Wendell Ford Airport in Perry County.

Referred to as KJKL by the FAA, the Julian Carroll Airport is publicly owned and is located three miles northeast of Jackson, at 208 Airport Road. This airport averages 31 flights per month and of those:

- 53% are local general aviation
- 20% transient general aviation
- 13% military
- 13% air taxi

This information is for the 12-month period ending July 9, 2019. (Source: Airnav.com).

Other nearby airports with instrument procedures:

- KCPF - Wendell H. Ford Airport (13 nm S)
- KSJS - Big Sandy Regional Airport (34 nm E)
- KPBX - Pike County Airport-Hatcher Field (36 nm E)
- KSYM - Morehead-Rowan County Clyde A. Thomas Regional Airport (39 nm N)
- KIOB - Mount Sterling-Montgomery County Airport (42 nm NW)

Riverports and Water Transportation

No commercial water transportation is available for Jackson, or the region, other than in Lee County. Due to a lack of maintenance of the locks and dam systems, this access is limited to small pleasure craft and fishing boats.

Public Transportation

The Middle Kentucky Community Action Partnership provides public transportation options for residents of Jackson and Breathitt County. This service allows for shopping, medical appointments, job interviews and social interactions. The service is handicap accessible and offers door to door and curb to curb service. Public trips must be scheduled 24 hours in advance and in some instances the trip can be provided that day. In 2021, the cost was \$1 per mile and was available Monday through Friday.

The Intercity Bus Service provides transportation to the general public in Breathitt County. This service meets the intercity travel needs of residents and makes a connection between nonurbanized and larger regional public transportation operations. Middle Kentucky provides access to Greyhound bus terminals as requested. Middle Kentucky also provides nonemergency medical transportation to Medicaid, Department for the Blind and Vocational Rehabilitation clients in Breathitt County.

Pedestrian Travel

The Kentucky River Area Development District anticipates an ARC grant to renovate the downtown area including storm sewers, sidewalks, street lighting, paving, landscaping, railings and demolition of existing buildings that are in disrepair. Total project cost is anticipated at \$750,000. A contract was awarded to Carmen Engineering for design work, but the work will

not begin until the funding is approved. This is a multi-phased project that will be done over several years.

Regional Planning

Transportation planning in the Kentucky River Area Development District is primarily undertaken by the Kentucky River ADD Regional Transportation Committee in conjunction with the Transportation Cabinet District Highway Offices serving the eight-county area. Prioritization is done by the Regional Transportation Committee and a list of priority projects are identified in the Strategic Projects section of the 2020 Comprehensive Economic Development Strategy report.

Appalachian Regional Commission

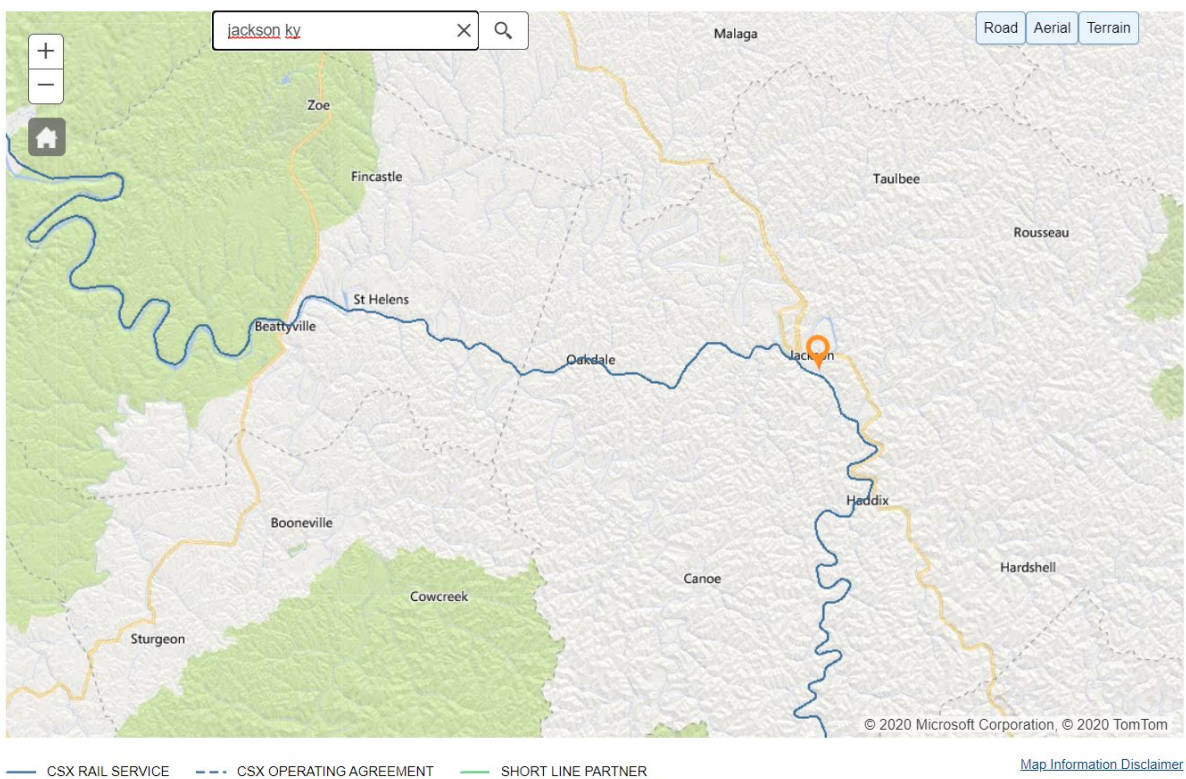
The Appalachian Regional Commission (ARC) is an economic development partnership agency of the federal government and [13 state governments](#) focusing on [420 counties](#) across the Appalachian region. The mission of ARC is to innovate, partner, and invest to build community capacity and strengthen economic growth in Appalachia to help the region achieve socioeconomic parity with the nation. The Kentucky Department for Local Government is responsible for the administration of the Kentucky ARC Program.

The 2021 ARC Strategy for Kentucky identifies the Elkview Station in Breathitt County as one of the primary investments. Beyond offering campsites, a playground and hiking trails, the park will eventually serve as the trailhead for the South Fork corridor of the Kentucky Mountain Trail Authority's planned network of recreational trails in the region.

Rails

Breathitt County is one of five counties in the Kentucky River area. The other four are Lee, Perry, Letcher and Knott counties. Breathitt County uses rail to transport coal. Jackson is served by CSX Railroad with an office located at 105 Armory Drive.

Figure 7.2: CSX Railroad Track



Trails

Breathitt County is included in the Dawkins Line Corridor, an existing and proposed rail trail. Currently, there are 18 miles of a proposed 36-mile Dawkins Line Rail Trail that has been completed, running from Hagerhill in Johnson County to Royalton in Magoffin County. This trail opened in 2013 to hikers, cyclists and horseback riders. The rail trail follows the old Dawkins

Line railroad bed, formerly owned by R. J. Corman Railroad Group. It is the longest rail trail in Kentucky.⁴⁰

Recent Flooding

Early on July 27th, 2022, thunderstorms began to form over Eastern Kentucky, resulting in heavy rainfall throughout the day. The day before, the rain had encompassed parts of the region, creating regionalized flooding. The severe thunderstorms on the 27th produced Jackson's second-wettest day since 1981. Unfortunately, the rain did not stop there, with an even more substantial band of thunderstorms moving through the region in the evening and overnight hours. These new storms produced extreme flooding in Breathitt County on July 28th.

Late on the 28th and into the 29th, areas of Jackson were evacuated and KY-15, with North Fork River reaching a record crest in Jackson topping the record set in 1939. In total, nine people of Breathitt County died because of the flooding. For the City of Jackson, much must change for the events within recent years to be mitigated. Many roads and parking lots should be reduced or replaced by vegetated green spaces and water permeable surfaces, especially in areas along the river and dam. The diversion of roads and development out of the floodplain must be done to prevent damage to future homes, businesses, and transportation infrastructure.

⁴⁰ 2015 Kentucky Statewide Rail Plan, Kentucky Transportation Cabinet.

Conclusion

City leaders have worked well with state and federal agencies to seek funding for infrastructure needs. Recent grant applications, if funded, will make a tremendous improvement for the downtown. Another anticipated benefit will be prevention and mitigation of future flooding events. With road improvements being made now to Highway 15, Jackson will be more easily accessible for the convenience of residents and more attractive to tourists. It will also create more potential for increased economic growth.

Transportation Planning Period Recommendations

- Make sidewalk repair a high priority in the city.
- Support work to complete the Dawkins Line Rail Trail into Breathitt County as a tourism opportunity for Jackson.
- Restructuring transportation infrastructure to mitigate flooding issues.

VIII. Community Facilities and Services

Jackson Comprehensive Plan Update Section Eight: Community Facilities

Introduction

The City of Jackson is the county seat of Breathitt County and operates out of city hall located at 333 Broadway Street. The building provides office space for city administrative services where payments are made for water, sewer, property tax, payroll tax, business licenses and permits. The city hall is handicap accessible.

The police department is also located inside city hall. The police department anticipates moving to the fire department building at the end of Broadway, when renovations to accommodate them have been made.

The staff includes the mayor, city clerk and treasurer. The city council is made up of six council members and the mayor, that meets the third Thursday of each month in city hall at 5:30 p.m. The council chambers are also made available for community meetings upon request.

Education

The Breathitt County School system includes 1,767 students in grades K – 12. The system includes a total of eight facilities including one high school, one middle school and three elementary schools. The other facilities are the Residential Treatment Center, the Regional Juvenile Detention Center and the Cadet Leadership Education program.

The Breathitt County Area Technology Center (ATC) is located next to Breathitt County High School at 2303 Bobcat Lane. The Breathitt County District Facilities Plan details numerous

construction projects for the ATC to be scheduled for between 2022 and 2024.⁴¹ They have a strong partnership with the Hazard Community and Technical College (HCTC) and feel this would be a great support to the city. The district passed a 5% tax in 2017, that was equalized up to 100% in July 2020 by the state. Now that those funds are secured for the next 20 years, it's bolstered their bonding capacity and they're hopeful to get the remaining funds.

In 2020, they moved the middle school to the high school and are utilizing a better facility for their elementary. In 2021, they began building a new elementary school which will allow them to close an older facility to save money.

Of total students, 79.7% are economically disadvantaged (those whose ability to compete has been impaired due to diminished financial opportunities); 97.8% are white, non-Hispanic. Of the total student population 10.9% are considered gifted and talented. Graduation rates are at 94.1%

The Jackson Independent School is located at 940 Highland Avenue. The school district includes 310 students from grades pre-school to 12. Of total students, 61% are economically disadvantaged and 98.4% are white, non-Hispanic. Of the total student population 28.1% are considered gifted and talented. Graduation rates are at 100%.

In the summer of 2020, the school completed a \$2.2 million renovation. Officials worked with architect Ross Tarrant and the Department of Education to develop a new district facility plan in 2021 that detailed numerous necessary renovations and construction projects to be

⁴¹Breathitt County Schools District Facilities Plan
<file:///danzig/KLC/Departments/CED/Cities/Jackson/2022%20Comprehensive%20Plan/Sections%20-%20DRAFT/08.%20Community%20Facilities/Breathitt%20County%20District%20Facility%20Plan.pdf>

scheduled between 2022 and 2024. The total cost of these constructions will amount to around \$9 million.⁴²

Other Educational Providers

The Breathitt County Area Technology Center is located near the campus of Breathitt County High School at 2303 Bobcat Lane in Jackson, Kentucky. The vocational school serves both Breathitt County and Jackson Independent Schools.

Hazard Community and Technical College is a [community college](#) located in nearby [Hazard](#). One of the HCTC five campuses is the [Lees College](#) Campus located in Jackson.

Morehead State University has a postsecondary presence in Jackson offering the Breathitt County Skills Center at 601 Jefferson Avenue.

Kentucky Mountain Bible College is an undergraduate higher educational institution and is located at 855 Highway 541 in Jackson.

Utilities

Water

The Jackson Municipal Waterworks employees 13 people and services 16% of the population. This does not include the Breathitt County Water District which purchases water

⁴² Jackson Independent Schools District Facility Plan
<file:///D:/danzig/KLC/Departments/CED/Cities/Jackson/2022%20Comprehensive%20Plan/Sections%20-%20DRAFT/08.%20Community%20Facilities/Jackson%20Ind%20DFP.pdf>

from Jackson. Waterworks has kept up with a 3% increase in fees each year for repairs as dictated by the ordinance.

Current Operations:

- Treatment plant production: 1.25 MGD-1.60 MGD
- Treatment capacity: Plant was built for 2.5 million gallons

Storage Capacity	
<u>Facility</u>	<u>Capacity</u>
Clearwell	500,000
Highland Tank	304,000
Kings Ridge Tank	10,000
Picnic Hill Tank	88,000
Lakeside Tank	300,000
Quicksand Tank	100,000
Big Branch Tank	100,000

The water system has a lot of water available, but the system is aging, and the city is actively seeking funding to assist in upgrades to the entire system. Some of the current concerns include:

- Intake from the Kentucky River clogs, especially during times of flooding. The main line was knocked out during the March 2021 flood.
- Capacity at the plant is excessive and operations run 24 hours a day. The turbidity problem requires more attention.
- Scata and telemetry are out of date. Technology is antiquated.
- Old lines without proper valves – number and placement.
- Extra drainage is needed as a retention basin was created and now needs to be upgraded.

Current customer rates for water only are \$14.13; if the customer has sewer, then their water charge is \$9.70. There are 2,052 connections as of October 2020 billing.

Water Projects

Location	Built/Upgraded	Design	Current Demand	Intake Source	Storage Capacity	Customers
Breathitt County Water District			232,334	Jackson	1,729,000	1,895
Jackson	2005	2,500,000	1,710,000	North Fork	695,000	2,009

(Source: KRADD CEDS 2021 Update)

Sewer

The sewer system currently serves about 9% of the population and employs three staff members. As of October 2020, the sewer system reported 1,138 service connections. The sewer system is also aging and is in need of replacement. They are treating a lot of stormwater. The Kentucky Infrastructure Authority has approved a sewer project totaling \$1.1 million, and the city has hired an engineering firm to begin.

Current Data:

- Peak flow: 680,000
 - Average daily flow: 550,000
 - Maximum hydraulic capacity: 750,000
 - Pump station status: okay
 - Aeration status at plant: one in operation and staff is pricing a second one
- Customer rates: Sewer \$12.04

Wastewater System

Location	Built/Upgraded	Design	Average Daily Flow	Type Discharge	Customers
Jackson	1992	750,000	1,000,000	River	1,126

Existing Water and Wastewater Projects

Status Key: U: Underway; W: Waiting for Response

Entity	Project	Description	Funding	Status
City of Jackson	Lakeside Drive Water & Sewer Extensions	The Lakeside Drive project will focus on both the water and sewer. The water will extend approximately 4,900 linear feet of 8" PVC waterline, two flush hydrants, one air release valve, and one 300,000-gallon ground storage tank with telemetry. The sewer will install approximately 4,600 linear feet of 4" PVC force main, 1,600 linear feet of 8" PVC gravity, six manholes and two 80 GPM lift stations. The project will improve safety and add an isolation zone, alleviate pressure issues, and increase storage. It will also provide adequate 40 wastewater removal services to an area that currently relies on individual septic systems. The project will allow for economic development in the specified area as there are several businesses planning to build once construction is complete.	Applications have been approved by EDA in the amount of \$1,156,419 and ARC in the amount \$300,000.	U
City of Jackson	Jackson Waterline Replacement Phase 1	This project will replace the existing aging lines in the downtown area with new 2," 4," 6," 8" and 10" PVC lines. This will assist the city in reducing high water loss that they are currently experiencing due to water line breaks. The current infrastructure located in the downtown area was installed in the early 1900s and has exceeded its useful life. Replacing these lines and reducing line breaks will also	\$1,000,000 ARC and \$1,000,000 CDBG.	U

		reduce stress on the water treatment plant. The project will begin at the Highland water tank and proceed towards the center of downtown. The project will encompass all of what is considered the downtown area which includes the following streets: Main Street, Highland Avenue, Hurst Lane, Patton Avenue, Bobcat Lane, Quicksand Road, Jefferson Avenue, Cherry Street, River Street, Sycamore Street, Hawk Street, Broadway, Elm Street, Court Street, Hargis Lane, Ison Street, Washington Avenue, Short Street, Smith Lane, Hogg Street, Warrix Drive, Bays Street, Kentucky Avenue and Lincoln Avenue as funding allows.		
City of Jackson	Jackson Sewer Rehab	Project will rehab existing sewer lines in the City of Jackson sewer system.	An SRF has been applied for in the amount of \$1,017,000.	W
City of Jackson	Jackson Water Treatment Plant Upgrade	Modify and upgrade the raw water screening and sand removal systems to better handle periodic heavy loads of leaves and sand during periods of high flow in the North Fork of the Kentucky River. Upgrade the existing plant to better remove raw water turbidity during periods of high river flow. Modify the ACTIFLO treatment system, which is one of the manufacturer's early designs, for better performance. Upgrade and renovate filter controls, filter valves, and chemical feed systems. Replace the obsolete SCADA and telemetry systems in the plant. The plant capacity will remain unchanged at 2.5 MGD.	Total project cost is expected to be \$1,994,812 and ARC has been submitted.	W

(Source: KRADD CEDS 2021 Update)

Electrical Services

There are **four utility companies** in Breathitt County serving a population of **13,276 people** in an area of **493 square miles**. There is one **utility per 4,425 people**, and **one utility per 164 square miles**.

The chart below provides the standard rates for Breathitt County's four electric providers.

Electric Company	Standard Rates
Kentucky Power	\$14
Licking Valley RECC	\$14
Jackson Energy Cooperative	\$16.44
Big Sandy RECC	\$15

Natural Gas

In December 2015, Frontier Gas purchased the Public Gas system serving Jackson, Campton, Hazel Green and other communities near the Parkway. Former Public Gas customers now have the same rate structure as all other Frontier customers.

Frontier gas averages about 1,200 BTU per cubic foot, or 1.2 Million BTU per MCF (one MCF is equivalent to about 13 gallons of propane). If a customer uses at least one MCF in a month, all MCFs are charged at the same rate.⁴³

The Jefferson Gas Transmission is located in Jackson and provides public services for Jackson residents.

⁴³ Kentucky Frontier Gas *How to Read Your Bill* <https://kyfrontiergas.com/index.php/billing/how-to-read-your-bill>

Libraries

The Breathitt County Public Library has a long history going back to 1894 when free public library services began in Breathitt County. Organized with the Kentucky Federation of Women's Club, the effort was known as the Traveling Library project which sent book boxes to places in Kentucky. The voters of the county overwhelmingly created the Breathitt County Public Library District in 1967, permitting a library tax to be levied annually to support literacy and informational needs of the community.

Today, the Breathitt County Public Library consists of the main branch of the library and is located at 1024 College Avenue in Jackson.

In 1972, the library was moved to the Red Reynolds' Ford Dealership on College Avenue. In 2004, the Breathitt County Public Library began the planning of a future building project and in 2012, the Library Board purchased the College Avenue Building of Hazard Community and Technical College. This is now known as the Library Annex building. The 10,000 square foot facility boasts a collection of over 92,000 items as well as two programming rooms, five public meeting rooms, two conference rooms, and one of the largest genealogical collections in the state. The library system employs six people, five are full-time and one is part-time.

Normal operation hours for the Jackson location of the library are 8:00 a.m. – 5:00 p.m., Monday – Thursday, and 9:00 a.m. – 4:00 p.m., Friday – Saturday. However, due to the COVID-19 pandemic, hours are currently reduced to 10:00 a.m. – 3:00 p.m., Monday – Friday.

Breathitt County Public Library offers programming for all ages. Regular programming, Storytime, Toddlers and numerous craft programs for children and adults. Special events are held year-round. In addition to typical library services – such as the circulation of printed

materials, programs, and access to public computers – the Breathitt County Public Library also offers printing, faxing, scanning, computer assistance, archival, and many other services.

Digital services include research materials, access to genealogical materials, databases, eBooks, audiobooks, magazines, music, and movies. The library also offers several outreach services to the community.

The Breathitt County Public Library is governed by a five-member Board of Trustees who volunteer their time and efforts to support the library's initiatives in the community as identified in the long-range plan and the current strategic plan. The library is currently working with state and local leaders to construct a new library with updated facilities to better serve the public.

Museums and Cultural Facilities

In 2021, the Breathitt County Museum will relocate to the newly restored Breathitt County Jail located behind the courthouse. This property is listed on the National Register of Historic Places and was built by WPA workers in the late 1930s. The facility will eventually serve as a welcome center in addition to the museum. Tours are available by request.

The Breathitt County War Memorial is located adjacent to the courthouse. These granite memorials are illuminated at night, and guided tours are available by request.

The South Fork Elk View is a popular tourist attraction located in a wetlands area. The facility gives visitors the opportunity to view the largest elk herd in Kentucky. Free primitive camping is available among herds of free-grazing horses.

Fire Department

Jackson Fire Station 1 is located at 11 Fire Station Lane and Fire Station 2 is located at 327 Broadway Street. The stations are staffed nine hours each day from 8:00 a.m. to 5:00 p.m. Volunteer members are on call the remainder of the time.

The department has one full-time career personnel on each of its rotating shifts and there is one full-time emergency personnel, six part-time personnel, and 25 volunteer firefighters. Two of the firefighter/EMTs are certified by the state of Kentucky.

The station averages 290 runs each year. The number of runs remain consistent with 300 runs in 2019 and projections of about 280 in 2020.

The Jackson Fire Department has a mutual aid agreement to assist neighboring communities as needed. The agreements are with all Breathitt County fire departments (Quicksand, Vancleve, Canoe, Rousseau, Watts-Caney and Wolfcoal) and the City of Hazard.

In addition to their regular fire service, the department provides public safety education and visits businesses to provide various trainings as requested.

The department's main areas of focus are to update equipment, recruit volunteers, improve training, and hire more staff.

Current equipment includes:

- 2 Ladder trucks
- 2 Pumper Trucks
- 2 Rescue Trucks

- 1 Hummer
- 1 Pickup Truck
- 1 Ford Explorer
- 1 Ranger Side-by-Side ATV Rescue

Future Needs

Within the next five years, they want to build a training facility to allow for more hands-on training. As funds permit, the department would like to hire up to six full-time staff members to provide 24/7 coverage to the community.

The department is currently working on several projects to purchase equipment. They have submitted grants for a Tahoe to be used as a command vehicle, a new side-by-side to safely transport a patient, and a rescue boat. The city has seasonal flooding, and the boat is vital for safely rescuing people.

Currently the department is projecting to purchase 10 to 15 more self-contained breathing apparatus (SCBA). They recently received a grant to replace 10 in their current inventory. The rescue truck will need to be replaced within the next five years.

Within the next five years they plan to work with the local high schools to offer firefighter classes and possibly an EMT class to help with recruitment/retention and build a stronger more efficient department in the long term.

Unfunded Needs

- Training facility
- Highschool firefighter program
- Swift water rescue training/equipment

- Rope rescue training/equipment
- Countywide radio system

Improvement Recommendations

Jackson/Breathitt County could benefit from having a 911 Communication Center/Emergency Operations Center instead of the regional dispatch currently in use. Staff would like to improve the fire department's radio system. The majority of the calls are from outside of the city limits. The current radio system does not work efficiently.

The lack of volunteers is one major issue of the department. The Jackson Fire Department will always have volunteer firefighters for the size of the city. Keeping young, local, and talented people on the department is nearly impossible right now. There are few jobs available and most leave the community to find work in larger cities. If Jackson/Breathitt County could get one or two good paying industries, it would make fire department recruitment/retention much easier.

The Jackson Police Department

The Jackson Fire Department is located at 333 Broadway Street. Staff members include 11 full-time officers and two part-time employees. The department's current equipment includes a new digital camera purchased with a Walmart grant and new laptops purchased with ABC money. The department plans on trying to purchase a new laptop when new cruisers are purchased.

Currently, a grant is in process to update the aging vests worn by officers. Office radios are aging and need to be updated. Radar units are all provided by Highway Safety.

Proposed projects on the horizon include renovation of the fire department to provide an emergency services building for police and fire to share. Other needed upgrades or purchases include:

- Obtain new vests
- Update carry weapons
- Update tasers
- Update computers inside police department
- Digital recorders for all officers

In terms of needs that have not been funded to date:

- New weapons
- New tasers
- New vest

The department would like to see the following upgrades or improvements in the next five years:

- Fleet less than five years old

Currently the fleet includes one 2012 and two 2014 vehicles as well as two 2016 Dodge Chargers in service now.

- Cruisers and dispatch linked to one another

With cruisers and dispatch linked they would be able to send calls and dispositions via computer and could obtain GPS tracking and further assist officers being linked to dispatch and the same CAD.

- Dispatch console with greater capabilities

- Exercise facility or equipment

911 Status

All calls that come in are routed through the Kentucky State Police Office in Hazard. The current 911 coordinator maintains the database with current addresses for the system.

Rescue Squad and Ambulance Service

Breathitt – Wolfe EMS (BWEMS) is an Advanced Life Support (ALS) ambulance service, serving Breathitt and Wolfe counties, in Eastern Kentucky. They provide emergency and non-emergency medical transport for patients going to hospitals, medical centers, and other health care facilities in Breathitt and Wolfe counties.

The Breathitt-Wolfe County EMS was organized in 2018 and is operated by the BWEMS. The main office is located at Campton and there are two satellite locations: one in Jackson and one in Clark County. The service is funded by fees charged per run and is coordinated through the Hazard State Police Post.

Call volumes average 14 calls per day, or 5,110 per year. The average daily run volume has been down during the past several months due to the COVID-19 pandemic. Calls received are a mixture of 911 emergencies, interfacility transfers, critical care transfers, and non-emergency transfers. BWEMS has their own central dispatch to coordinate all other calls.

The local fire departments provide extrication services when needed for motor vehicle accidents. The Hazard State Police only dispatch 911 calls for Breathitt County which has its own central dispatch to coordinate all other calls.

The EMS is staffed with trained emergency medical technicians and paramedics. The staff members must maintain certifications such as CPR, Advanced Cardiac Life Support (ACLS), and Pediatric Advanced Life Support (PALS). The service is available 24 hours a day, seven days a week, 365 days a year. The staff also maintains a training program with other county emergency personnel in disaster drills.

Currently there are five advanced life support and two basic life support vehicles, and a three-quarter ton truck. Future needs include the addition of more trucks and an upgrade to the Jackson facility.

The Watts-Caney Volunteer Fire Department (WCVFD) provides fire and rescue ambulance service for the citizens of Breathitt County. In addition to fire protection, the department provides emergency and nonemergency medical transport for patients going to hospitals, medical centers, and other health care facilities in Breathitt County with five ambulances available.

The Watts-Caney firefighters have trained for over 3,000 hours in First Aid, CPR, firefighter and survival rescue, vehicle extraction, drivers training, hazardous materials awareness and operations, wildland firefighting as well as other areas.

The WCVFD is located at 11455 Highway 15 in Lost Creek. There are no satellite locations. The department responds to calls 24 hours a day, seven days a week, 365 days a year. The staff also maintains a training program with other county emergency personnel in disaster drills and training provided by the Breathitt County EMA.

Call volumes average six calls per day, or 1,400 per year. In November of 2019, they opened the ambulance service and started taking calls. The calls are a mix of 911,

transfers and nonemergency transports. Each year works out to about 50/50 for emergency and nonemergency Calls.

The EMS is staffed with trained emergency medical technicians and paramedics. There are four volunteers, 17 full-time staff and three part-time staff.

Currently there are nine vehicles in the fleet, five ambulances, (two advanced life support and three basic life support), one extraction vehicle, two trucks and one car. They are actively awaiting the delivery of a new 200-gallon tanker truck and a new 4-wheel drive ambulance in 2021 that were purchased with FEMA grant monies.

This service is funded by per-call billing and grants. Their runs are coordinated through the Breathitt County E-911 Dispatch which uses the Kentucky State Police Post 13 in Hazard for 911 dispatch.

The COVID-19 pandemic has changed the way EMS does business. The cost of supplies and personal protective equipment (PPE) have skyrocketed. It will most likely be years before the effects of the pandemic fade away.

Beyond fire protection and ambulance services, the department provides 911 address signage, smoke detectors, CPR and first aid classes. They also partner with USDA, U.S. Forestry, and other agencies to provide help to local residents. They partner with Helping Hands, Christian Resources and others to deliver food to people in the community.

Breathitt County Government

The Breathitt County Courthouse is located at 1137 Main Street. The offices for the county's judge/executive, judge pro tem, county clerk, treasurer, sheriff, jailor, coroner, building inspector, and the property valuation administrator, are located within this facility.

Other county departments housed at the courthouse include the drug court, department of emergency services, water department and the county road department.

The fiscal court is made up of three elected county commissioners and the county judge/executive. The court meets regularly on the fourth Tuesday of each month at the courthouse.

Correctional Facility

All prisoners are transported to Three Forks Regional Jail, located at 2475 Center Street in Beattyville.

Medical Facilities

In January 2020, Juniper Health opened a new healthcare facility, adding dental services in August 2020. The facility employs 51 people—47 pre-COVID-19 and has added four hires during the pandemic. Juniper Health's focus is on the medically underserved, disenfranchised and underserved; and they work in collaboration with a network of local agencies, organizations and healthcare providers.

Funded in December 2004 by the [Health Resources and Services Administration \(HRSA\)](#) as a Section 330(e) New Access Point/New Start Consolidated Health Center Project, Juniper Health is a private, not-for-profit Community Corporation that provides primary medical and dental care and a variety of other health services to the residents of Lee, Breathitt, Wolfe, Morgan and Elliott counties in the Appalachian region of southeastern Kentucky. Licensed as a Primary Care Center by the state of Kentucky, Juniper Health also has the distinction of serving as a Federally Qualified Health Center (FQHC) that is partially supported by HRSA grant funds.

Kentucky River Medical Center offers a 55-bed hospital facility with complete inpatient and outpatient care. With more than 30 healthcare professionals they are members of the Kentucky Hospital Association and Federation of American Healthcare Systems and a Joint Commission Accredited Facility.

Services range from the family medical clinic and women's health to surgical, diagnostic, rehabilitation and drug and alcohol programs and emergency services.

In recent years they have expanded their facility to offer more services which includes:

- Six-bed Intensive Care Unit
- Cardiac Catheterization Lab
- In-house MRI
- Patient Rooms

Breathitt County Health Department

The Breathitt County Health Department is located at 955 Highway 30 West in Jackson. The office is opened five days a week, Monday through Friday. It is the state agency operating the public health, Medicaid, certificate of need and licensure, and mental health and intellectual disability programs for the community.

The health department is funded through the Breathitt County Public Health Taxing District. Additional funding comes from federal sources such as Title V Maternal Child Health and Title X Family Planning. The department is also funded through state sources for certain

programs such as environmental services and grants such as ASAP, SRAE and Occupational Safety. The department also charges for clinical services.

Currently there are 29 full-time and three part-time employees. The department hired one new employee for contact tracing during the pandemic and these positions are not included in the staff count.

Due to COVID-19, the in-person clinic services are provided by appointment only, and staff utilizes telehealth for WIC and HANDS services. Post pandemic, the health department plans to revert to the former procedures of in-person services across the board and begin accepting walk-ins.

The health department offers WIC and Non-WIC MNT Services, health education services in the local schools and community, HANDS, and several clinic services.

Nursing Homes

Nim Henson Geriatric Center is located at 420 Jett Drive in Jackson. It offers both assisted living and nursing home services. No further information is available.

Housing

Currently there is not enough adequate housing for the needs in Jackson. With the spring floods of 2021, several people were dislocated and there are not enough options for housing locally. The Regional Housing Alliance in Hazard is helping some, but they have limited resources. Mobile homeowners generally do not have resources or income to qualify for assistance. There is a need for affordable housing, apartments, and single-family residences.

The Housing Authority of Jackson is located at 400 Railroad Street in Jackson. The Jackson Housing Authority oversees public housing but does not offer any voucher programs.

The city owns the housing authority facility which totals 32 units across the city. They have exceptional maintenance and are up to date. Other than a new roof periodically, they do not anticipate any updates in the next few years.

Another housing program is offered through Kentucky River Community Care which provides the following housing services for residents of Breathitt County, with the intent to prevent and end chronic homelessness. They have built apartments in different places in Breathitt County with four privately owned complexes including Ivy Court Apartments, Rose Building Apartments, Dahlia Court Apartments and Pin Oak.

Townview is a 17-unit apartment building in Breathitt County that provides independent living for people with intellectual/developmental disabilities, who have the skills necessary to live independently and require limited assistance with daily living skills.

The KRCC Rental Assistance Program works with individuals and families with housing needs. These needs can range from keeping power on in an elderly person's home to placing a homeless family in an affordable rental unit.

The Middle Kentucky River Community Action Agency is located at 1137 Main Street in Jackson. They offer assistance for homeowners to save on energy costs.

Solid Waste and Recycling

The City of Jackson has a sanitation department. They need to replace a garbage truck and are waiting on a grant from USDA. The city does not have a recycling center, but the county has a solid waste coordinator and center. Waste Connections of Kentucky located at 436 State Highway 1812 North in Jackson serves Breathitt County's residents, businesses and other

customers with trash collection services. Waste Connections of Kentucky also accepts nonhazardous municipal solid waste at the Breathitt County Transfer Station on weekdays. All city trash goes to the transfer station operated by Waste Connections.

Parks and Recreation

Staffing

- 1 full-time park director
- 1 full-time assistant park director
- 2 full-time maintenance workers
- 6-7 seasonal workers

Facilities and Acreage

- Douthitt Park - 14 acres
- Kiwanis Exercise Park - 12 acres
- John Lester Smith Park - 0.3 acres in the downtown is leased property

The parks department offers and maintains a splash pad, skate park, four playgrounds, an outdoor basketball court and batting cages.

Current Programs

Youth basketball, men's basketball, co-ed volleyball, women's volleyball, women's sand volleyball, Easter Extravaganza (Easter Celebration), Movies in the Park, youth soccer, youth baseball, canoe rentals, co-ed softball, men's softball, women's softball, Back to School Bash, youth flag football, Pig Out in the Park (4th of July Celebration), community giveaways (based on donations), youth volleyball, Jack-O-Lantern Trail (Halloween celebration), Chili Cookoff and school coloring contests.

The parks are the homesite for the Jackson City School teams for soccer, baseball, and softball, and Breathitt's soccer team for the KHSAA. They also organize community yard sales, Biggest Loser (weight loss competition), hosts the locations for the Memorial Day celebration, and the Kids Fest during the Honey Festival. They also help with Veterans Day programs and the Winter Walking Club.

Relationship to School Facilities

The parks department has a memorandum of agreement with:

- HCTC Lees College to lease their indoor gym on a monthly basis.
- Jackson City School and Breathitt County School for facility usage although Breathitt is tearing down their LBJ Elementary Gym.

They communicate regularly with the family resource director to encourage and include programs in the local schools and market in their newsletters. The park director also serves as president of the Highland Turner Elementary Family Resource Committee.

Program Needs

- Baseball fields need to be professionally leveled.
- Outdoor basketball court needs to be resurfaced.
- Batting cages need upgrades.

Facility Deficiencies

- An indoor facility to host indoor events and youth and adult sports.
- A public swimming pool.
- A storage facility.

Wish List

- Indoor sports facility

- Tractor
- Park truck
- Switching all lighting to energy efficient LED
- Lighting at the exercise park
- Replace some of the playground equipment

Jackson City Cemetery

The city cemetery is owned and managed by a private nonprofit organization.

Airport

Three miles northeast of Jackson, the publicly owned Julian Carroll Airport (registered as the Jackson-Breathitt Airport) is located on 208 Airport Road. The FAA Identifier is JKL. The airport opened in 1980. There is no control tower, and a lighted beacon operates from sunset to sunrise. This airport is not adequate for corporate or commercial aircraft.

Aircraft operations average 31 per month with 53% of flights being locally generated. The airport estimates 20% of their traffic is transient general aviation, 13% military and 13% air taxi. These numbers were from the 12-month period ending July 9, 2019.

Other nearby airports with instrument procedures:

KCPF: Wendell H. Ford Airport (13 nm S)

KSJS: Big Sandy Regional Airport (34 nm E)

KPBX: Pike County Airport-Hatcher Field (36 nm E)

KSYM: Morehead-Rowan County Clyde A. Thomas Regional Airport (39 nm N)

KIOB: Mount Sterling-Montgomery County Airport (42 nm NW)

Commercial air transportation is available within 1.5 to 2.5 hours at the Bluegrass Airport at Lexington.

Broadband

The city has access to internet services through a variety of private service providers. In 2017, the University of Kentucky reported that 46.7% of the population were without access to fixed broadband, 39.2% are not currently subscribing and 32.5% do not have a computing device.

The Federal Communications Commission provides the following data on all providers reporting residential fixed broadband service regardless of the selected technology or speed in the Jackson zip code.

Technology: ADSL, Cable, Fiber, Fixed Wireless, Satellite, Other

Speed: ≥ 25/3 Mbps

Date: Dec. 2019 (*latest public release*)

Provider	Tech	Down(Mbps)	Up(Mbps)
ViaSat, Inc.	Satellite	35	3
Hughes Network Systems, LLC	Satellite	25	3
ALTIUS Communications LLC	Fixed Wireless	10	2
AT&T Inc.	Fixed Wireless	10	1
Telephone and Data Systems, Inc.	ADSL	5	0.512
Telephone and Data Systems, Inc.	ADSL	5	0.512
AT&T Inc.	ADSL	3	0.384
VSAT Systems, LLC	Satellite	2	1.3

BroadbandNow indicates there are seven companies offering business internet services in Jackson. The average download speed in Jackson is 14.50 Mbps. This is 78.0% slower than the average in Kentucky and 488.0% slower than the national average.

- **AT&T Internet** - 70.1% Availability in Jackson - Speeds up to 100 Mbps
- **Thacker-Grigsby Internet** - 61.9% Availability in Jackson - Speeds up to 1,000 Mbps
- **TDS** - 31.8% Availability in Jackson - Speeds up to 100 Mbps
- **Viasat** - 100.0% Availability in Jackson - Speeds up to 35 Mbps
- **HughesNet** - 100.0% Availability in Jackson - Speeds up to 25 Mbps

Other Information

- There are 10 internet providers in Jackson with seven of those offering residential service.
- Approximately 70% of Jackson residents are serviced by multiple-wired providers.
- Residential fiber service is available to 62% of people living in Jackson.
- Fiber optic internet is available to 65% of Breathitt County residents.
- The average internet download speed in Kentucky is 65.78 mbps.

Conclusion

The City of Jackson has worked to maintain consistent services to the community. With help from federal and state grants, funding has been made available over time to make improvements to the water system, but the system is aging and must be updated in order for the city to continue providing safe and sanitary water and sewer. Highway 15 improvements

positions the city to continue being a regional hub and the city should take advantage of the traffic coming into town.

Currently there is not enough adequate housing for the needs in Jackson. With the spring floods of 2021, several people were dislocated and there are not enough options for housing locally. There is a need for affordable housing, apartments, and single-family residences.

Community Facilities Planning Period Recommendations

- City should continue to make water and sewer improvements and upgrades their first priority, seeking every funding option available.
- City should continue to work with other local agencies and state housing programs to obtain immediate assistance for citizens displaced from recent storms. Secondly, a housing inventory and study should be conducted in order to assess the types of housing needed for the community.
- City should support the creation of the Area Technology Center.
- Support financially and otherwise fire department project needs:
 - Improve radio system.
 - Build a training facility.
 - Hire up to six full-time staff members to provide 24/7 coverage to the community.
 - Plan to replace rescue truck within the next five years.
 - High school firefighter program.
 - Training equipment for swift water and rope rescues.
 - Countywide radio system.

- Volunteer recruitment.
- Support creation of a joint Jackson/Breathitt County 911 communication center.
- Support financially and otherwise police department project needs:
 - Ensure that police fleet is less than five years old at any one time.
 - New laptops required when new cruisers are purchased.
 - Office radios are aging and need to be updated.
 - Renovation of the fire department to provide an emergency services building for police and fire to share.
 - Obtain new vests.
 - Update carry weapons.
 - Update tasers.
 - Update computers inside police department
 - Digital recorders for all officers.
 - Link cruisers and dispatch and improve dispatch console capabilities.
 - Exercise space and equipment.
- Parks Department
 - Baseball fields need to be professionally leveled.
 - Outdoor basketball court needs to be resurfaced.
 - Batting cages upgraded.
 - Purchase tractor and truck.
 - LED lighting at facilities.
 - Playground equipment replacement plan.
 - Support exploration of:
 - An indoor facility to host indoor events and youth and adult sports.
 - A public swimming pool.
 - A storage facility.

IX. Historic and Preservation Element

Jackson Comprehensive Plan Update Section Nine: Historic Characteristics and Preservation

History

Breathitt County was created in 1839, when local landowner Simon Cockrell Sr., donated 10 acres to serve as the county seat near the North Fork of the Kentucky River. The community was first known as Breathitt Town, but once incorporated as a city in 1843, it was renamed Jackson to honor former President Andrew Jackson who died that year.

By 1870, the population hadn't reached 100. In that year, a gristmill, a log hotel and a few general stores and houses surrounded the courthouse which was built in 1866 to replace the original log structure.

The entire Cumberland Plateau became a hotbed of feudal revenge for years and Jackson was known throughout America as the Capital of Bloody Breathitt County after the assassination of U.S. Commissioner James B. Marcum on the courthouse steps. State troops were sent twice to Jackson during the 1870s and again in 1903 to bring peace to the area. In 1887, Lees College was established as a Presbyterian Institute of Education.

The [Kentucky Union Railroad](#) reached the city in 1891, and Jackson boomed as the railroad terminus made the city a major shipping point for the upper Kentucky region. The city boasted several dry good centers, a lumber yard, brickyard and other businesses. By 1910 the population had reached 2,000.

The L&N Railroad continued the line on to Hazard in 1912, and Jackson's importance faded. On [Halloween](#) in 1913, a fire was started on the second floor of the Thompson Hotel and it was responsible for burning down the Frog Pond section of town. Raging out of control, it took out nearly one-third of Jackson, including the post office, the hotel and two churches.

Highway 15 which was built in the 1960s, was pivotal for the mountain city. The road travels north to [Campton](#) and the [Bert T. Combs Mountain Parkway](#) and south to [Hazard](#) and the [Hal Rogers Parkway](#). Highway 15 is the main artery into the city. Currently, it is being relocated and changed to four lanes around and inside the city. It has been locally named as the Breathitt County Veterans Highway.

With Highway 15 and the airport, which was established in the 1970s, the city was no longer isolated. To provide flood control and a recreational facility, the two – and – three-quarter- mile-long Panbowl Lake was created in 1963. By 1990, most Jackson residents were employed by state or local government, in mining or service-related fields.

The population slowly grew to its height of 2,651 in 1980. Since that time, residents have slowly left the city. The downturn of the coal mining industry in the 1980s meant hard times for the community and was a major economic loss in jobs and tax revenue for the City of Jackson. The 2020 Census shows the severity of the decline reporting 2,106 residents remain in the city.

During the early 2020s, the city of Jackson has endured so much. In 2020, an entire two-story building on Broadway Street Collapsed. During the fall of 2021, a devastating fire destroyed an entire city block in downtown Jackson. Both in 2021 and 2022, devastating floods struck the city, causing widespread damage and forcing many residents to evacuate from their homes and businesses.

The city of Jackson is working diligently with the community to rebuild and revitalize the downtown area, much of which has been destroyed within the last several years.

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Kleber, John E. editor, *The Kentucky Encyclopedia*, "Jackson," by Charles Hayes, (Lexington, KY: University Press of Kentucky), page 459.

Source: U.S. Census Bureau, American Community Survey

Preservation in Jackson

Dedicated citizens of Jackson and Breathitt County have worked for years to honor their heritage. Several properties, events and individuals have been researched and recognized through their endeavors to preserve local history.

One of the more visible is the Breathitt County War Memorial adjacent to the courthouse in Jackson. The memorial honors all Breathitt countians who served during the 20th century. Day or night visitation is possible, and tours are available upon request.

Little Red Schoolhouse was used around 50 to 60 years ago. At that time, the grade schools in the county were in small red buildings. The only building left is located on the lawn at Sebastian Middle School in Jackson.

The Breathitt County Museum is located at 329 Broadway on the second floor above the Breathitt County Senior Citizens Center in downtown Jackson. It is a virtual storehouse of Appalachian history with exhibits that include logging, coal mining, farming home life, education and military. The museum also features an outstanding photograph collection which depicts early life in the Kentucky Mountains.

The museum is a nonprofit organization dedicated to the preservation of the notable Appalachian heritage of Breathitt County. Group tours are available upon request and the

facility is free to the public, though donations are welcomed and accepted. The facility is open Monday through Friday 9:00 a.m. to 3:00 p.m. and is operated by volunteer staff.

In 2020 the museum obtained a grant enabling them to relocate the operations to the former jail, a historic property located at 1027 College Street. The building was a WPA project, built in 1938-40. Made of [ashlar](#) stone, the jail has a three-[bay](#) facade, stone chimneys on each side, and a central porch with an arched doorway. The Breathitt County Jail was added to the [National Register of Historic Places](#) on February 21, 1986.

Other properties within the city that are listed on the National Register of Historic Places include the following:

- The Jackson Commercial District is a land area encompassing 2.8 acres and including 13 historic buildings and two non-contributing.
- The Jackson Post Office located at 359 Broadway.
- The Methodist Episcopal Church, South, located at 1022 College Street.
- The Stacy Hotel, located at Broadway and College Streets.
- Two former locations, the L&N Depot, was demolished years ago and the Crain's Wholesale and Retail Store at College and Broadway Streets burned and was replaced with the new fire department.

Other efforts to preserve local history in the City of Jackson include the state historic markers.

Those related to local history include the following:

- **"Bloody Breathitt,"** Marker Number: 641

Location: Jackson Courthouse Lawn, erected in September 1964

- **Description:** The courthouse that stood here, 1899-1963, was a landmark of Kentucky's "feudin' 'n' fightin'." Stemming from Civil War, family feuds and political disagreements,

unnumbered slayings, ambushes and assassinations occurred between 1870-1920. In 11 months, 1901-02, 40 men were slain. Probably 100 Breathitt County officials were killed in that era of the past.

- **“Breathitt County,” Marker Number 961**

Location: Jackson Courthouse Lawn, KY 15, 30

Description: Formed from parts of Estill, Clay and Perry counties, 1839. Named for Gov. John Breathitt, who died in office in 1834. Breathitt was born in Virginia in 1786. His family came to Logan County, Kentucky in 1800. He was a representative in the Kentucky legislature for three terms, Lt. Governor in 1828, Governor from 1832 to 1834. The county seat was first named Breathitt, then changed in 1845 to Jackson, honoring a hero of New Orleans, the seventh U.S. President.

- **“Breathitt Volunteers,” Marker Number 904**

Location: Jackson Courthouse Lawn, KY 15, 30

Description: During World War I, this county attained national prominence by filling its quota of service men by volunteers. No men had to be drafted from Breathitt, the only county in U.S. with this record. During the war 3,912 men registered, 405 volunteered; of 324 called, 281 were inducted and 43 rejected. Kentuckians ranked among the highest in nation in physical fitness.

Conclusion

Residents of Jackson are proud of their history and have worked to support the local museum and sought to honor historic sites and individuals who have contributed to the local heritage. Leaders recognize the economic importance of these initiatives and the city is committed to providing leadership necessary to continue these efforts.

DRAFT

X. Housing

Jackson Comprehensive Plan Update Section Ten: Housing Analysis

Introduction

According to the American Community Survey (ACS), Breathitt County had 6,374 housing units in 2020, 1,144 of which were in the City of Jackson.⁴⁴ It is estimated that of those units 173 are vacant in Jackson; 32 are for sale and 141 are listed as “other vacancy” (units that are vacant due to being uninhabitable or for unique reasons such as caretakers, janitors or personal reasons by the owner). There was no vacant housing for rent in Jackson in 2020.⁴⁵

Since the flooding in February and March 2021, several more homes have become uninhabitable. Although work is underway in the community to assist those who have been displaced, the need for housing has grown.

Types of Current Housing

Since the Great Recession, housing growth in the City of Jackson has slowed to a crawl. According to the ACS, only 24 housing units have been constructed since 2010, representing about 2.1% of total housing units in the city. This is abnormally low compared to an average of nearly 159 housing units built in each of the previous decades since 1960. This trend is not unique to Jackson; Breathitt County, the Kentucky River Area Development District (KRADD) comprised of Breathitt, Knott, Lee, Leslie, Letcher, Owsley, Perry and Wolfe counties, and Kentucky have trended similarly. This suggests that the effects of the 2008 housing crash are still being felt.

⁴⁴ US Census Bureau ACS 5-year estimate *Selected Housing Characteristics*
https://data.census.gov/cedsci/table?q=rental%20vacancy&g=0400000US21_0500000US21025,21119,21129,21131,21133,21189,21193,21237_1600000US2139952&tid=ACSDP5Y2020.DP04

⁴⁵ US Census Bureau ACS 5-year estimate *Vacancy Status*
https://data.census.gov/cedsci/table?q=housing%20vacancy&g=0400000US21_0500000US21025,21119,21129,21131,21133,21189,21193,21237_1600000US2139952&tid=ACSDT5Y2020.B25004

Table 10.1: Housing Stock by Year Built

	Jackson	Breathitt County	Kentucky River Area	Kentucky
Total housing units	1,144	6,374	53,745	1,994,554
Built 2014 or later	1.1%	3.8%	2.3%	3.1%
Built 2010 to 2013	1.0%	3.0%	2.7%	2.9%
Built 2000 to 2009	13.8%	15.3%	14.6%	14.3%
Built 1990 to 1999	10.5%	19.3%	17.5%	17.1%
Built 1980 to 1989	22.1%	21.1%	17.3%	12.5%
Built 1970 to 1979	24.1%	16.8%	16.9%	16.3%
Built 1960 to 1969	12.9%	8.4%	8.7%	10.7%
Built 1950 to 1959	5.9%	5.1%	6.2%	9.1%
Built 1940 to 1949	4.5%	4.0%	5.7%	4.3%
Built 1939 or earlier	4.0%	3.3%	8.0%	9.6%

According to the ACS, the majority of current housing (55.2%) is classified as detached single units, with the second most common being mobile homes (18.4%). Over 65% of all housing units in Jackson are owner-occupied, which is much lower than Breathitt County and the KRADD but is very similar to the level seen in the Commonwealth of Kentucky.

Table 10.2: Housing Stock by Size

Units in Structure	Jackson	Breathitt County	Kentucky River Area	Kentucky
Total housing units (Percent)	1,144	6,374	53,745	1,994,554
1 unit, detached	55.2%	53.5%	61.1%	67.5%
1 unit, attached	0.0%	0.5%	0.7%	2.6%
2 units	2.4%	2.3%	1.3%	2.9%
3 or 4 units	9.5%	2.1%	1.7%	4.4%
5 to 9 units	10.1%	2.9%	2.4%	4.4%
10 to 19 units	4.4%	0.8%	0.6%	3.4%
20 or more units	0.0%	0.0%	0.5%	3.2%
Mobile home	18.4%	37.6%	31.7%	11.5%
Boat, RV, van, etc.	0.0%	0.4%	0.1%	0.1%

Table 10.3: Housing Vacancy

Housing Occupancy	Jackson	Breathitt County	Kentucky River Area	Kentucky
Total housing units	1,144	6,374	53,745	1,994,554
Occupied housing units	84.9%	82.9%	82.3%	87.6%
Vacant housing units	15.1%	17.1%	17.7%	12.4%

Most housing units have four to six rooms with two (22.8%) or three (49.7%) bedrooms. This matches the housing characteristics of the region and state.

Table 10.4: Housing Stock by Room Size

	Jackson	Breathitt County	Kentucky River Area	Kentucky
Total housing units	1,144	6,374	53,745	1,994,554
1 room	0.3%	2.3%	1.3%	1.4%
2 rooms	4.8%	1.7%	1.1%	1.6%
3 rooms	6.1%	2.6%	6.7%	7.0%
4 rooms	21.7%	21.0%	16.8%	15.9%
5 rooms	16.6%	24.9%	25.8%	22.0%
6 rooms	17.9%	19.0%	20.3%	18.5%
7 rooms	9.2%	14.2%	12.5%	12.8%
8 rooms	12.2%	7.0%	6.9%	8.7%
9 rooms or more	11.3%	7.3%	8.6%	12.2%

Occupancy of Existing Housing

According to the U.S. Census Bureau, 2.19 people live in the average owner-occupied housing unit, while 2.16 people live in the average renter-occupied housing unit in the City of Jackson. Approximately 15.1% of all housing units are vacant. The rental vacancy rate of 0.0% percent is below the statewide average of 5.6% and 4.4% for the KRADD.

Table 10.5: Housing Occupancy

Housing Occupancy	Jackson	Breathitt County	Kentucky River Area	Kentucky
Total housing units	1,144	6,374	53,745	1,994,554
Occupied housing units	84.9%	82.9%	82.3%	87.6%
Vacant housing units	15.1%	17.1%	17.7%	12.4%
Rental Vacancy Rate	0.0%	3.9%	4.4%	5.6%
Owner-occupied	65.6%	71.7%	74.1%	67.60%
Renter-occupied	34.4%	28.3%	25.9%	32.40%
Average household size of owner-occupied unit	2.19	2.4	2.41	2.55
Average household size of renter-occupied unit	2.16	2.23	2.25	2.33

The vacancy rate for the housing market in Jackson has remained level over the past five years.

In fact, the rate has not changed since 1990.⁴⁶ Some fluctuation is associated with data limitations. However, the rental vacancy rate has fallen over the past five years – reaching a low in 2020 of 0.0% – possibly showing a shortage of rental units in the city.

Table 10.6: Historic Vacancy Rates

Historic Vacancy Rate	
2020	Estimate
Housing vacancy rate	15.1%
Rental vacancy rate	0.0%
2019	
Housing vacancy rate	15.8%
Rental vacancy rate	2.3%
2018	
Housing vacancy rate	17.3%
Rental vacancy rate	4.8%

⁴⁶ 2000 Jackson Comprehensive Plan.

2017	
Housing vacancy rate	17.8%
Rental vacancy rate	4.0%
2016	
Housing vacancy rate	18.0%
Rental vacancy rate	5.4%

Value of Housing in the City of Jackson

According to the ACS, the median value of Jackson's owner-occupied housing units in 2020 was \$85,800. This is a sizable decrease of \$15,200, just over 15%, from the 2019 median value of \$101,000. This decline is unique to Jackson because the drop in median value in Breathitt County was only \$1,000 (1.9%) from 2019 to 2020. The median value was \$63,425 in the KRADD in 2020 and was an increase from previous years. The median value of housing units in Jackson is lower than the Kentucky median price of \$147,100. Around 57.6% of housing units in Jackson were valued below \$100,000 which was a higher rate than the same measure for the entire Commonwealth at 31.1%.

Table 10.7: Housing Value

Value	Jackson	Breathitt County	Kentucky River Area	Kentucky
Owner-occupied units	637	3,789	32,746	1,181,021
Less than \$50,000	26.7%	47.5%	39.4%	11.8%
\$50,000 to \$99,999	30.9%	26.3%	31.6%	19.3%
\$100,000 to \$149,999	14.1%	9.4%	13.6%	20.0%
\$150,000 to \$199,999	17.6%	9.7%	7.2%	17.4%
\$200,000 to \$299,999	8.5%	5.8%	5.1%	17.0%
\$300,000 to \$499,999	0.0%	0.7%	1.8%	10.4%
\$500,000 to \$999,999	1.3%	0.3%	1.1%	3.4%
\$1,000,000 or more	0.9%	0.5%	0.1%	0.7%
Median (dollars)	\$85,800	\$53,000	\$63,425	\$147,100

Figure 10.1: Median Housing Value Over Time

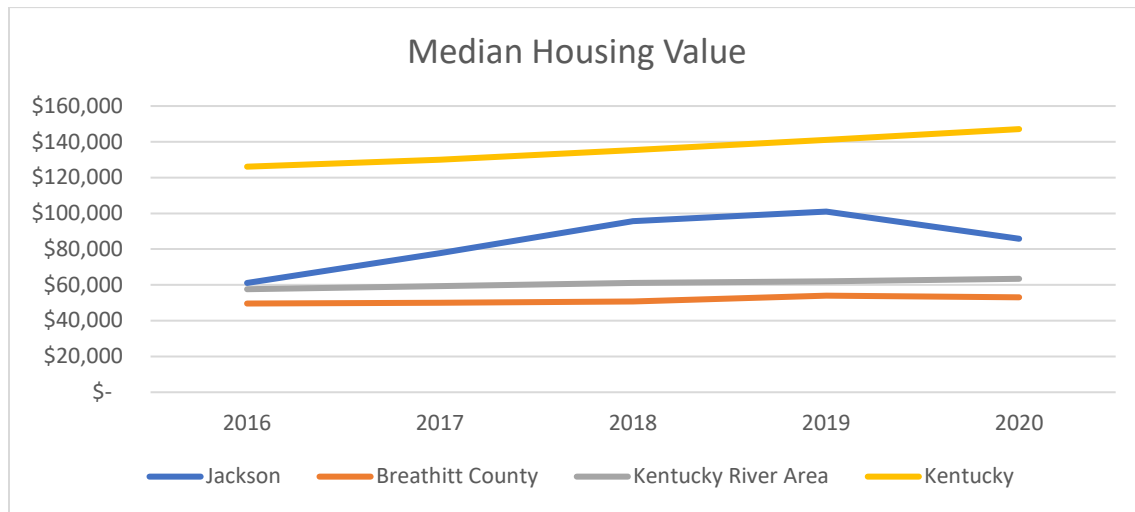


Table 10.8: Median Housing Value Over Time

Median Housing Value	Jackson
2016	\$ 61,100
2017	\$ 77,700
2018	\$ 95,700
2019	\$ 101,000
2020	\$ 85,800

The ACS shows the median rent in the City of Jackson was \$370 in 2020, over \$100 short of the Breathitt County level of \$473 as well as the average median rent in the KRADD of \$490.50. The city's rate is also significantly lower than the Kentucky median of \$783.

Table 10.9: Percent of Population by Rent Cost

Gross Rent (Percent of Population)	Jackson	Breathitt County	Kentucky River Area	Kentucky
Occupied units paying rent	322	838	7,617	514,873
Less than \$500	62.4%	53.0%	45.0%	16.4%
\$500 to \$999	26.7%	39.3%	48.4%	58.0%
\$1,000 to \$1,499	10.9%	7.8%	6.1%	20.9%
\$1,500 to \$1,999	0.0%	0.0%	0.3%	3.4%

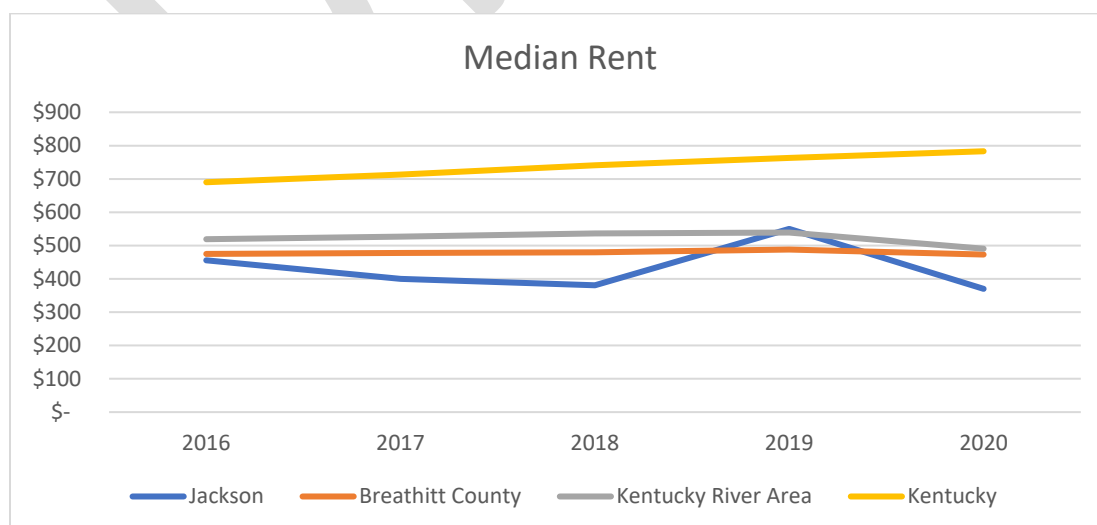
\$2,000 to \$2,499	0.0%	0.0%	0.0%	0.7%
\$2,500 to \$2,999	0.0%	0.0%	0.1%	0.2%
\$3,000 or more	0.0%	0.0%	0.0%	0.3%
Median (dollars)	\$370	\$473	\$490.5	\$783

The 2020 median rent estimate of \$370 has continued an interesting trend for Jackson. Over the previous five years, the median rent has fluctuated drastically. This trend of ups and downs is not shown for rents in Breathitt County or the KRADD although both regions saw a decrease in median rent from 2019. Rent for the Commonwealth has consistently increased every year since 2016. Median rent should be watched closely over the next few years to see if the growth in the housing market leads to increasing rent in Jackson.

Table 10.10: Median Rent Over Time

Median Rent	Jackson	Breathitt County	Kentucky River Area	Kentucky
2016	\$ 456	\$ 475	\$ 519	\$ 690
2017	\$ 400	\$ 478	\$ 527	\$ 713
2018	\$ 381	\$ 480	\$ 536	\$ 741
2019	\$ 550	\$ 488	\$ 539	\$ 763
2020	\$ 370	\$ 473	\$ 490.5	\$ 783

Figure 10.2: Median Rent Over Time



When comparing the rent paid by individuals to their median income, there is a high number of individuals that are considered “rent burdened” in Jackson. It’s estimate that around one third of individuals paid rent amounting to 33% or more of their income in 2020. This is particularly concerning because the rent in Jackson has been unpredictable. The level of rent burdened individuals in Jackson is quite lower than the 50.1% in Breathitt County and the 40.3% of the KRADD but is very similar to the rate for the rest of the Commonwealth. Jackson also has fewer individuals who pay less than 20% of their income in rent than the other regions.

Table 10.11: Percent of Household Income to Rent Cost

Gross Rent as a Percentage of Household Income (GRAPI)	Jackson	Breathitt County	Kentucky River Area	Kentucky
Occupied units paying rent (excluding units where GRAPI cannot be computed)	312	807	7,242	501,894
Less than 15.0 percent	16.3%	18.8%	14.2%	18.0%
15.0 to 19.9 percent	7.7%	7.8%	12.5%	14.4%
20.0 to 24.9 percent	20.2%	7.9%	11.1%	12.6%
25.0 to 29.9 percent	8.7%	6.4%	10.2%	11.7%
30.0 to 34.9 percent	14.1%	8.9%	11.8%	8.2%
35.0 percent or more	33.0%	50.1%	40.3%	35.0%

The U.S. Department of Housing and Urban Development (HUD) reported two foreclosure events in the City of Jackson in July 2019. It is currently listed that 15 properties are up for auction due to foreclosure.⁴⁷

⁴⁷ Foreclosure Homes in Jackson, KY <https://www.foreclosure.com/listings/jackson-ky/?q=Jackson,%20KY&pg=1&loc=Jackson,%20KY&view=list&>

Housing Market Activity

The table below includes information derived from the Building Permits Survey conducted annually by the U.S. Department of Housing and Urban Development.⁴⁸ The number of building permits allotted is largely incongruent with the U.S. Census Bureau's reported estimates for housing units constructed in Jackson over the same time period.

Table 10.12: Single-Family & Multi-Family New Housing Construction Permits

Year	Total Number of New Buildings Permitted	Number of New Single-Family Buildings
2017	0	0
2018	0	0
2019	0	0
2020	0	0
2021	0	0
2022	1	1

Affordable Housing

The Housing Authority of Jackson is located at Pelfrey Courts, 400 Railroad Street. The housing authority operates this facility as a low-rent public housing structure with 32 bedroom units.

The Housing Authority of Jackson does not participate in the Section 8 Housing Choice Voucher program. The rents at this property are based on the tenant's income. A tenant's monthly contribution toward rent equals 30% of their adjusted income. Pelfrey Courts receives rental subsidies through HUD-assisted housing for some or all apartments.⁴⁹

Other low-income apartment communities that are not operated by the housing authority are also available in Jackson. Community Housing Partners manages Rose Building Independent

⁴⁸ SOCDS Building Permits Database <https://socds.huduser.gov/permits/index.html?>

⁴⁹ "Housing Authority of Jackson" <https://affordablehousingonline.com/housing-authority/Kentucky/Housing-Authority-of-Jackson/KY045>

Living, located at 351 Broadway Street.⁵⁰ Northpoint Apartments, located at 49 North Point Avenue, receives funding in part through the Section 515 Rural Rental Housing Program. It is open to very low, low, and moderate-income families, elderly persons, and persons with disabilities.⁵¹

Kings Ridge Apartments, located at 56 Kings Ridge Road, has received funding through both Section 515 Rural Rental Housing Program and Low-Income Housing Tax Credit (LIHTC). The program sets aside some units for households earning less than 50% or 60% of the area median income. Rent in these units is capped at a maximum of 30% of adjusted median income.⁵²

Homelessness⁵³

In a study conducted by the Office of Homelessness Prevention and Intervention for Lexington-Fayette Urban County Government in 2019, it was determined that there were 1,553 total renter households in Breathitt County, 29% of the total housing stock. The average wage for these renters was \$7.56 per hour coming to a weekly wage of \$393. The fair market rent (FMR) for a one-bedroom apartment in Breathitt County was \$503, but the actual average market rent was \$660.

Furthermore, the area median income (AMI) was \$35,200. The income needed for a one-bedroom rental unit in Breathitt County at the FMR was \$20,120 making the necessary wage for this unit \$9.67 per hour. The living wage in Breathitt County for a

⁵⁰ "Rose Building Independent Living" <https://affordablehousingonline.com/housing-search/Kentucky/Jackson/Rose-Building-Independent-Living/64930>

⁵¹ "Northpoint Apartments" <https://affordablehousingonline.com/housing-search/Kentucky/Jackson/Northpoint-Apartments/10029258>

⁵² "Kings Ridge Apartments" <https://affordablehousingonline.com/housing-search/Kentucky/Jackson/Kings-Ridge-Apartments/10048233>

⁵³ "State of Homelessness and Housing in Kentucky" <file:///danzig/KLC/Departments/CED/John%20Buchanan/EKU1%20Homelessness%20in%20KY%20OverviewPDF.pdf>

single adult was determined to be \$12.92 per hour and \$26.91 for a single parent. On any given night in the county, it was estimated that 30 individuals were experiencing literal homelessness. 264 children were reported as experiencing McKinney-Vento homelessness which means they did not have a permanent place of residence.

Conclusion

Currently housing needs outpace adequate supply in Jackson. The 2021 spring floods only exacerbated local housing needs. The area needs more affordable housing, apartments, and single-family residences.

Housing Planning Period Recommendations

- The city should continue to work with other local agencies and state housing programs to obtain immediate assistance for citizens displaced from recent storms.
- The city should work with state agencies to conduct a housing inventory and to assess the types of housing needed for the community.

XI. City of Jackson Strategic Plan