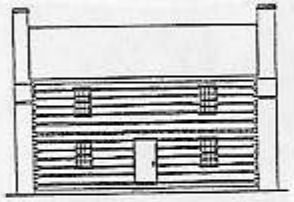
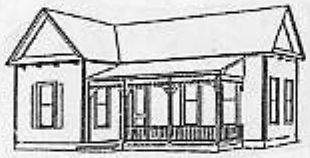
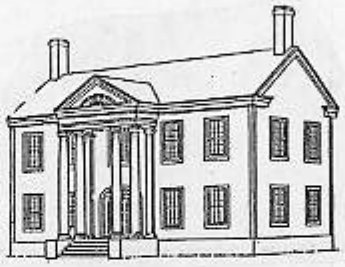
1991 COMPREHENSIVE PLAN
for Georgetown, Sadieville, Stamping Ground,
and Scott County, Kentucky

Adopted by the
Georgetown-Scott County Planning Commission
March 14, 1991

HISTORIC RESOURCE MANAGEMENT PLAN

ACKNOWLEDGEMENTS

COMPREHENSIVE PLAN CITIZEN ADVISORY COMMITTEE
HISTORIC RESOURCE MANAGEMENT SUBCOMMITTEE

Wilma Eubank, Co-Chair
Mary Lee Goepper, Co-Chair
Patsy Brooking Rich
Lindsey Apple
Bob Leonard, Chair of the Citizen Advisory Committee

Neil Duncliffe, Planning Commission Representative

CONSULTANTS

Helen Powell
Ann Bolton Bevins

GEORGETOWN-SCOTT COUNTY PLANNING COMMISSION

Richard Prater, Chair
Anna Isaacs, Vice-Chair
Kay Bell
Neil Duncliffe
Bill Hays
Edward Overstreet
Jesse Sams
Jim Singer
Robert Snyder

Charlie Perkins, Commission Attorney and Secretary
Ira Gray, Commission Engineer

Beth K. Stewart, Planning Director
Stephen D. Austin, Planner
Kathy Gibson, Administrative Assistant
Mary Overall, Office Manager

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All maps can be found at the end of this plan.

The Background Report to the Comprehensive Plan includes the following supporting information, which is available from the Planning Office upon request:

- Historic Preservation Glossary
- Selected Bibliography
- Summary of Scott County Historic Contexts and Property Types Statements

HISTORIC RESOURCE MANAGEMENT PLAN

I. SUMMARY

A. THE IMPORTANCE OF HISTORIC RESOURCE MANAGEMENT

What would Scott County be like without the nineteenth century commercial buildings in downtown Georgetown, Victorian residential neighborhoods, scenic roadways, crossroads villages, and historic farms?

The unique historic character of Scott County's buildings and rural historic landscape is a major component of the quality of life in Scott County. The historic resources communicate Scott County's lifestyle and traditions both to us today and to future generations. Scott Countians place great value on historic resources and feel that they are important to the character of the community (Figure 1).

Scott County's historic buildings and landscapes face many threats and obstacles to protection, including demolition, neglect leading to deterioration, unsympathetic renovations, removal of important landscape features such as stone fences or fence rows and changes to a building's historic setting as a result of road construction. The destruction of historic landmarks or their settings results in a loss of both a sense of place and pride in the past, which the citizens of Scott County perhaps take for granted.

An evaluation of the conflicts between growth and historic preservation and the many weak points in our current protection mechanisms shows that a new, more comprehensive and effective approach is needed. This approach must balance the community's preservation goals with other important interests. It must also be a locally-determined program, so that decisions about which historic resources are valued and what protection mechanisms are appropriate reflect the wishes of Scott County citizens.

The recommended program outlined in this Plan will accomplish this new approach to preservation. In recognition that this is an on-going process for adapting the old to the new that is more complex than just preservation, the program is called "historic resource management."

Scott County's local governments should take a leadership role with sensitivity to historic resources in the planning and review of both public and private expenditures for roads, housing, utilities and other developments, so as to minimize where possible the impact on historic resources.

B. ISSUES

The Historic Preservation Subcommittee met 12 times after its formation in June of 1989. The Subcommittee sought information from a number of people about various preservation issues.

From the discussions and presentations, the members of the Historic Preservation Subcommittee identified seven preservation issues to be addressed in the Comprehensive Plan. The issues which follow have been phrased as questions.

1. What are the historic resources of Scott County?

In Scott County to date there are 63 individual properties on the National Register and 9 districts containing 177 buildings. Survey work has identified additional sites as well as potential districts in both Georgetown and the county. A complete listing of properties in Scott County presently listed on the National Register is included in Appendix C. Through matching grants from the Kentucky Heritage Council,

many historic sites have been documented and mapped, but the process is not complete and local government should continue to identify and evaluate not only historic dwellings, but also barns, domestic outbuildings, stone fences, field patterns and archeological sites associated with the urban and rural historic landscapes of Scott County.

2. How important are historic resources to the citizens of Scott County?

The historic resources of the county are equal in significance to the natural and economic resources of the community. The nineteenth century commercial buildings, turn-of-the-century residential neighborhoods, churches, schools, scenic roadways, crossroads communities, and agricultural landscapes give Scott County a special sense of place. The loss of these landmarks would result in a loss of aesthetic quality and pride in the past, with which the citizens of Scott County identify. In the community image survey conducted by Wilkerson and Associates, Scott County citizens identified several historic resources including Georgetown College, Cardome, and Downtown Georgetown as especially significant to community identity. Figure 1 summarizes the results of the survey relative to historic preservation. In a public meeting held in March 1990, the Scott County citizens present urged the Historic Preservation Committee to recommend better means of protecting the community's historic resources.

3. How do we create an awareness of historic resources for both local residents and visitors?

An educational component is a vital part of the preservation plan. It is especially important to communicate information about the opportunities created by historic resources to Scott County residents and visitors alike. Preservation education will increase the support for preservation and encourage sensitive development and renovations that are sympathetic to maintaining historic character.

4. What are the opportunities for and threats to historic properties?

Before devising means to protect historic resources, it is important to understand the range of opportunities for and obstacles to preservation. Within the realm of opportunities, historic resources have a positive economic effect on the community. Tourism is projected to be a major growth factor in the Kentucky economy. In 1989, visitors spent $31.2 million in Scott County. Scott County's historic resources are its top tourist attraction. Tourism is linked to historic resources through walking or driving tours, visits to important attractions such as Ward Hall, and genealogical research in county records and cemeteries.

Tourism also creates opportunities for small local businesses. Restaurants, bed and breakfasts, and antique stores housed in rehabilitated buildings capitalize on their historic character. Historic resources complement recreation through the Elkhorn Land and Historic Trust's work to enhance the county's water-related resources. Skilled local craftsmen and builders are employed to repair masonry or stone walls and to rehabilitate historic buildings for adaptive reuse.

Historic resources are directly connected to agriculture in the rehabilitation of barns and outbuildings, the preservation of the traditional field patterns and fence rows, and scenic rural roadways.

The Subcommittee identified a number of ways in which Scott County's historic resources are threatened and have included a detailed list in the sections on urban and rural historic resources. The slogan for the community is "Where tradition and progress meet." However, growth and development often lead to conflicts with tradition and preservation of historic resources. In general, threats directly affecting historic resources include demolition to make way for new construction, benign neglect or deference of maintenance which results in deterioration, and renovations which alter or hide the historic character of buildings. Other

actions affect the setting of a resource by the removal of historic landscape features such as stone fences or fence rows, alteration of a building's setback through a change in alignment or width of a roadway, or a change in the historic property's land use.

5. How do the actions and laws of state and local government present opportunities for and obstacles to preserving historic resources?

The present zoning for existing and potential historic districts and properties should be studied and revised to encourage rather than impede the rehabilitation of historic buildings. At present the zoning in both commercial and residential districts is a potential threat to historic preservation by including permitted and conditional uses, densities and standards which are not appropriate for historic areas. The zoning policies and regulations give little or no guidance to the Planning Commission or the Board of Adjustment when ruling on cases involving properties in historic districts.

There also needs to be a review of the building code to identify sections that conflict with the guidelines set forth in the Secretary of the Interior's Standards, which make it difficult to rehabilitate a historic building in Scott County and get federal tax credits.

The Building Inspector, Planning Commission, Architectural Review Board, and Georgetown Main Street Program should work together to amend zoning and building codes to encourage the rehabilitation and reuse of historic buildings without compromising safety factors.

A balance needs to be found between historic preservation and other community goals involving private, local, and state projects. Local government must take a leadership position in the review of public improvement projects and the review of private development with consideration for and sensitivity to historic resources. A proposed project's impact on historic resources could be minimized or mitigated through adaptive reuse of a building rather than demolition or through guidelines on compatibility of height, bulk, scale, architecture, placement, and consideration of views and site features.

6. How do we protect historic properties and what degree of protection is desirable?

The Subcommittee has reviewed preservation programs in other communities and developed a glossary which is included in the Background Report to the Comprehensive Plan. Resource-based preservation plans provide local governments with a reasonable and defensible approach to historic resource management. Research funded by the Kentucky Heritage Council and the local governments describes several of the historic contexts associated with different eras in Scott County history. The use of historic contexts enables the Planning Commission to compare historic resources and to make decisions about which historic resources are most significant and how significant historic resources can best be protected.

The Historic Preservation Subcommittee held a joint meeting with the Downtown Georgetown Subcommittee and invited the members of the Architectural Review Board (ARB). The role, procedures, and geographical jurisdiction of the ARB were discussed. As a result of that meeting, criteria for additional local historic district (H-1, H-2, and H-3) overlay areas and suggestions for design guidelines are included in the sections on urban and rural historic resources.

7. How do we relate the preservation of farmland to rural historic resources?

The preservation of rural landscapes and traditional buildings hinges first on the health of the agricultural economy and the financial ability of families to keep their land in farming and maintain the buildings. The recommendations in the Economic Development Element of the Comprehensive Plan about the future of agriculture are thus also important for historic resources. In addition, technical assistance capability needs to be established in local or

state government to package local, state, and federal economic incentives and and financial assistance to rural property owners for the rehabilitation and/or stabilization of rural historic resources.

The areas shown on Map 4 as potential rural historic districts will be researched and presented to owners through a public involvement process. Proposals for rural preservation include documentation of endangered properties and identification of scenic road corridors which should be covered by special development standards. Proposed preservation mechanisms for local rural historic districts include clustering of development, land uses guidelines, easements, and transfer of development rights.

C. SUMMARY OF GOALS AND OBJECTIVES

Goal: The unique historic character of Scott County's buildings and landscape should be preserved not only for the economic opportunities which it affords for the present, but for the understanding of Scott County's lifestyle and traditions that it communicates both to us and future generations.

Objectives:

1. Identify, evaluate, and protect the significant historic resources of Scott County.

2. Have local government take a leadership role in the planning and review of private and State and local government projects to ensure that development is sensitive to preservation of historic resources and to avoid or minimize where possible any potential adverse effects of these actions.

3. Encourage greater local participation and control in the designation, management, and regulation of historic resources.

4. Provide information to and encourage owners of private property with historic resources to maintain or develop their property in a manner which preserves the resource and meets their needs.

5. Develop tourism as a means to realize the economic potential of Scott County's historic resources.

II. ASSESSMENT OF HISTORIC RESOURCES

A. CONTEXTS AND PROPERTY TYPES

1. Philosophy

The first historic preservation policy deals with the identification and evaluation of the historic resources of Scott County as the first step in preserving these resources. To be useful for preservation planning, the documentation of historic resources must go beyond field identification and provide criteria for evaluation and planning. For this process, the National Park Service recommends a method in which historic resources are researched and evaluated in reports called "historic contexts".

What are historic contexts?

The historic contexts for Scott County are prepared according to National Park Service regulations under the supervision of the Kentucky Heritage Council and have been or will be adopted by the Planning Commission.

Historic contexts are narratives which relate physical historic resources to developmental time periods and historic themes. Based on a matrix devised by the Kentucky Heritage Council, Scott County's 200 years of recorded history have been divided into the following five developmental time periods: Exploration-

FIGURE 1
HISTORIC PRESERVATION
SUMMARY OF COMMUNITY ATTITUDE SURVEYS

- Historic heritage is very important to Scott Countians. When they were asked to list the places that give "character" to the community, make Scott County "unique," or are a "good place to take visitors," historic resources most often came to mind. The rankings of places by total percentage of survey respondents that mentioned them are:

Georgetown College (ranked 1st)	31%
Main Street district (2nd)	26%
Cardome (4th)	24%
Courthouse (6th)	16%
Historic houses (7th)	14%
Ward Hall (8th)	10%
Royal Spring	10%
Churches	10%

Others mentioned were the Library, City Hall, the Log Cabin at Royal Spring, the rural countryside and horse farms, old mills, covered bridges, and antique stores.

- When Scott Countians listed the values that they feel should be important in their community, 66% listed "a place with a sense of history that people value and respect" as "extremely" or "very important."

- There is a wide base of community support, both among city and county residents, to preserve historic places. When asked whether it is important to save the following historic resources so that they are not lost to development, Scott Countians responded: (W)

	extremely/very important
Historic buildings downtown	76%
Historic homes	73%
Stone fences	64%
Historic farms/farmhouses/outbuildings	63%

(W) Source: Wilkerson Community Attitude Survey, 1990

Settlement (1774-1820); Antebellum period (1820-1865); Post-bellum Period (1865-1918); Interbellum (1918-1945); and Modern (1945-to date). During each time period, activities related to a number of historic themes such as agriculture, architecture, commerce, religion, education, or industry were carried on simultaneously.

Through archival research using deeds and census manuscripts, the Planning Commission has collected information about the specific themes of agriculture and black history within the time periods for Scott County. The information was synthesized by identifying significant developmental trends, events, persons, architectural types and styles, as well as cultural values.

Using the narrative or context and examples of historic resources from earlier survey work, the reports can predict what historic resources or property types related to the specific themes must have been present in Scott County at a given time. A property type is a group of individual buildings such as flour and grist mills or distilleries which share functional as well as physical characteristics such as form, architectural style, and building materials.

Why are we using contexts?

Contexts are used for preservation planning in Scott County to determine which historic resources are the most significant in the county's history and why. Contexts provide a basis to make planning decisions involving similar historic resources. Whether a building or structure is to be preserved is determined by comparing it to properties with similar associations, and developing criteria by which to judge which building or buildings are most significant and worthy of preservation.

Why is additional research and survey necessary?

Scott County has numerous buildings and districts on the National Register, but much of the work was done at a time when survey work in the state focused on architectural style. Thus earlier surveys in rural areas, for example, usually recorded only the main house without documenting any outbuildings or other historic site features. The contexts developed for black history and agriculture as a part of this project have made us aware of historic resources and contexts which had not previously been documented. As new contexts for other historical themes in Scott County are developed in future projects, historic resources which have been overlooked will also be identified and evaluated.

2. Summary of Scott County History and Contexts to Date

The historic contexts and property types statements for agriculture and black history are on file at the Planning Office, and are listed in the Background Report to the Plan. Other potential contexts for Scott County which need to be researched and written in future projects include, but are not limited to, the following themes: education, religious history, transportation, politics, industry, and architecture. (A more detailed account is included in the Background Report.)

Scott County has been one of Kentucky's leading agricultural counties since its organization in 1792. The first permanent European-related settlement was made in 1783 by Robert Johnson at Great Crossing. Early settlers, most of whom were farmers, came from Virginia, Pennsylvania, Maryland, North Carolina, and New York. Stockaded stations provided safety from Indian attacks, which ended in 1794. Towns, including Georgetown and Stamping Ground, and villages developed around mills, taverns, and rural service centers. Slaves formed an important population segment, and had agricultural, industrial, and domestic duties.

Around 1785, farmers began clearing forests and canelands for fields of corn, small grains, flax, hemp, garden and orchard crops, and small tobacco crops. Water mills, tanyards, hatteries, small distilleries, and rope and hempen cloth

factories were important industries. Buffalo roads and game trails were improved as wagon roads to access Southern and Eastern markets for livestock on hoof and Conestoga wagons. Able-bodied men "cut" local roads. Religion was a major cultural focus. Elijah Craig, a Baptist minister, built several mills and a classical academy on Royal Spring Branch between 1786 and 1793. Georgetown was incorporated in 1790 and became the county seat.

Scott County's economy peaked during the Antebellum Period (1820-1865). Grand Grecian temple style houses were built, and stone fences, built by Irish masons, became the fashion on successful farms. Older mills were improved with steam engines and turbines; lumber milling was important in northern Scott County. In 1829, Georgetown College, the oldest Baptist college west of the Appalachian Mountains, was organized.

Several influential Scott County slave owners identified with the Union during the Civil War, but most of the white population identified with the South. In 1864, the Union Army began to actively recruit Kentucky blacks. After the Civil War, blacks built houses in rural and urban communities. Between 1890 and 1950, migrations of blacks to northern industrial centers reduced Scott County's black population from 33.4% to 11.8%.

Between 1880 and 1900, white burley tobacco replaced hemp as the major cash crop. Railroads renewed Scott County's economy and inspired a wave of commercial and residential building. Sadieville, established on Cincinnati Southern in 1877, became north Scott's center of commerce. Popular use of the automobile brought about improvement of Dixie Highway (U.S. 25) in 1916.

Most of the older mills, with a few exceptions, closed by 1920. Indian Oil Refinery was a short-lived success between 1905 and 1916. Buffalo Springs Distillery was built in Stamping Ground in 1933, after the close of Prohibition. After 1893, major improvements took place in public education. Anne Payne Coffman led the community in civic improvement after 1910. Construction of Interstate Highways 75 and 64 between 1960 and 1972 made Scott a choice location for modern industry. In 1985, Toyota of Japan announced plans to build a major manufacturing plant north of Georgetown.

3. What management decisions can made based on context?

Since contexts are based on a county-wide approach to the relationship between historical trends and the buildings in the landscape, the use of contexts allows the Planning Commission to make decisions about the preservation of historic resources. The following paragraphs describe how historic contexts can be used for registration, regulation, or mitigation.

Registration: The Planning Commission or any other designated decision-making body such as a Historic Commission can use the historic contexts as a means to determine on a county-wide basis which individual buildings or groups of buildings as districts meet the criteria for listing in the National Register and/or could have potential for Local Historic (H-1) zoning. The integrity sections of the contexts provide both a means to determine which resources are the most historically significant, and guidance on the designation of contributing and non-contributing properties and the formulation of their boundaries.

Design Guidelines: The historic contexts contain sections on the registration requirements for each of the property types. The registration requirements can be consulted in the writing of design guidelines for the rehabilitation of different kinds of historic properties. For instance, the design guidelines for urban commercial buildings would be different from those for an agricultural complex. Based on contexts the guidelines for infill or new development in a rural area would deal with the scale and arrangement of buildings on the landscape while urban design guidelines would address setbacks and scale, as well as facade changes in greater detail. What changes are

acceptable in formulating a program of adaptive reuse could also be based on contexts.

Mitigation: Examples of how contexts might be used to determine appropriate mitigation measures could include, but are not limited to, the following situations. When public or private projects have potential to affect a historic resource, the decision-making body can use the contexts to determine the significance of the particular historic resource in Scott County's history. If the property is not particularly significant, has lost integrity, or if there are other better examples of the same kind of resource, then the mitigation measures might be limited to a detailed documentation of the resource for future reference.

The sections in the context on integrity will inform the decision-making body about the features which contribute to the historic character of the resource type. A successful mitigation of the project's impact must preserve the elements critical to the resource's integrity and significance, which could range from field patterns to window patterns, depending on the type of historic resource.

4. Future work associated with contexts

Additional contexts written: Additional contexts need to be written for the areas of Scott County's history not covered to date (see Background Report). To follow a balanced approach to historic preservation, the Planning Commission needs historic contexts for all themes significant to Scott County's urban and rural development.

As the contexts are developed, they need to be field-tested through survey work.

Agricultural and black history contexts: Properties identified as significant by the agricultural and black history contexts need to be documented for nomination to the National Register. For Local Historic (H-1) zoning in the areas identified, public meetings with the property owners need to be held to discuss the potential boundaries, design guidelines for the proposed district, and the review process for construction in the proposed district.

B. URBAN HISTORIC RESOURCES

In this report, urban historic resources are defined as buildings, structures, and related site elements not associated with the theme of agriculture and rural development and found within the urban service areas of Georgetown, Sadieville, and Stamping Ground. Sites associated with agriculture and found within the urban service area are discussed in the section on rural historic resources.

1. Existing and proposed districts

In Georgetown, the following districts are listed on the National Register:

East Main Street District (44 buildings)
Georgetown College District (3 buildings)
Main Street Commercial District (34 buildings)
Main Street Commercial District Addition (39 buildings)
West Main Street District (19 buildings)

The extent of the existing districts is shown on Map 1. There are also eleven properties which are individually listed on the National Register. A list of the individual listings can be found in Appendix B. One additional district appearing to meet National Register criteria is proposed in the vicinity of South Broadway and Georgetown College. For the preliminary boundaries of the district, see Map 3. (The South Broadway District, including 152 contributing buildings, was listed in January 1992.)

2. Existing protection mechanisms

National Register Properties: Federal law requires the preparation of an environmental impact statement for projects using Federal Funds such as highways or the community development block grant program. The

environmental impact statement assesses the proposed project's potential impact to the historic resources either listed in or eligible for National Register. At present, a review of the potential impact to buildings on the National Register is not required for projects funded privately or with state or local funds.

H-1 (Historic) District: On the local level, the existing zoning ordinance includes a historic overlay district (H-1) which may be superimposed over any other zoning district and gives the local government additional control over the impacts of development beyond what is given by the National Register status. (See Article 4.7 of the zoning ordinance.) The H-1 designation is intended to protect the historic character to the fullest extent for those buildings and surrounding areas so designated.

According to Article 4.7, all buildings within an H-1 zone shall not be demolished or moved without first obtaining a conditional use permit from the Board of Adjustment. In such instances, the Board may seek advice and recommendations from the Planning Commission, any historical society, any architect, engineer, historian or other qualified person as well as governmental agencies as deemed necessary by the Board. There is no particular agency given the advisory role, and there are no guidelines to help the Board of Adjustment decide when a demolition should or should not be allowed. The ordinance has never been activated, because there have been no demolitions in the H-1 district since its passage.

There is an existing H-1 overlay district, adopted in 1979, which covers properties on both sides of Main Street, from the Paris Pike and Warrendale Court intersection on the east to Montgomery Avenue on the west. This encompasses the Main Street, East Main, and West Main National Register districts (Map 1).

Architectural Review Board: The Georgetown City Council has established by ordinance and has appointed an Architectural Review Board (ARB), which is intended to review development projects and advise the Planning Commission concerning potential impacts to historic resources. The Main Street Board recommended creation of ARB as a way to guide the design of new development and renovations in historic areas to maintain historic integrity. At present, the ARB is advisory only. The Board has never been called to meet, and it does not have a role in the current review process.

3. Obstacles to the preservation of urban historic resources

At present, protection is inadequate for urban historic resources listed in the National Register or included in the present H-1 overlay. The following situations create obstacles to the preservation of urban historic resources.

- **Zoning standards** governing building heights, densities, and setbacks are not sensitive to the scale of buildings in historic areas. Gross zoning categories that cover large areas as in the cases of B-3 for all of downtown Georgetown or R-2 for East Main and all of North Georgetown are too generalized for the different historic neighborhoods. Historic single-family residences can be converted to multi-family, commercial, or professional uses, which can compromise the integrity of the historic building through additions that are out of scale with the neighborhood, clearance of site features and paving of yards for parking, and additional street entrances.

- **Zoned uses** are inappropriate for some historic areas, and can encourage new development rather that reuse of existing buildings. Under present zoned uses, the main historic building can be left standing and the property on which it stands can be subdivided into additional units for single-family or multi-family residences. Zoned use also discourages activities that would aid in reuse and maintenance of historic buildings as in the case of bed and breakfasts.

- **New buildings** featuring radically different design styles or using modern materials can destroy the feeling of authenticity and harmony in a historic district.

- **Renovations** of historic buildings can cover or remove the essential details that give the building its historic character. This has the greatest potential to degrade the character of Downtown's historic areas, yet there is no mechanism in place to review proposed renovations for historic compatibility. Property owners in historic districts have a substantial investment in the renovation and maintenance of their buildings. Their investment should be protected from intrusions by new buildings or renovations which degrade the historic character of the area.

- **Building codes and enforcement** do not ensure minimum maintenance of buildings or prevent neglect. After years of benign neglect, demolition becomes the only option for historic structures. Modern building codes often discourage rehabilitation by requiring improvements that are not feasible or very costly in older structures.

- **Public and utility improvement projects** also have a strong potential to enhance or damage historic resources. Governmental and utility agencies own the major landmark buildings and are actively involved in construction, while being exempt from local zoning controls. Public agencies must make decisions about whether to renovate or demolish historic facilities, such as the old Jail. Public infrastructure projects such as road widenings can devastate historic resources. Historic buildings and stone walls are removed or historic settings are destroyed when yards and trees are taken for the right of way. Utility poles and overhead lines surrounding buildings have a negative visual impact that detracts from historic character. The support of public and utility agencies is essential to a meaningful historic preservation program.

- **Public redevelopment projects** can also cause large-scale changes in the historic fabric of the community. Although federally-funded CDBG projects are subject to review for historic impacts, the focus on goals such as the need to eliminate blight or clear areas for parking or new development can be in conflict with the concerns of preservationists.

- **The need to expand community institutions:** In Georgetown, there is very little vacant or under-used land, especially in the commercial district. This is, however, the location for many key community institutions, such as the Post Office, library, churches, banks, Georgetown College and governmental offices, which need or will need room for expansion if they remain in their present locations. The vision of the future role of downtown Georgetown retains these institutions within the central business district, as "anchors" for downtown activity. The issue of room for future growth must be balanced with decisions about the preservation of adjacent historic buildings.

4. Proposed protection mechanisms

The zoning ordinance should be revised so that historic districting (H-1) becomes a comprehensive local historic resource management program for the designation, management and regulation of historic resources. The Architectural Review Board (ARB) should be activated to be an advisory agency, or decision-making body with appeals to City Council. The ARB's role, procedures, review standards and guidelines, membership qualifications and relationship to other agencies needs to be defined. These proposals are described more fully in the Downtown Georgetown Plan Element of the Comprehensive Plan.

The first step in applying the local historic resource management program should be to designate Historic Planning Areas. Suggested criteria for Planning Areas and H-1 districts, process for H-1 designation, and issues to be

dealt with in design guidelines are included below.

a. Proposed criteria for H-1 districts

An H-1 District is an area, neighborhood, place, building, structure, site or improvement which meets one or more of the 8 criteria listed below, and is designated by the appropriate jurisdiction, the Georgetown City Council, Sadieville City Council, Stamping City Council, or Scott County Fiscal Court, as a zone protected by an H-1 zoning overlay. All properties currently on the National Register should be encouraged to apply for H-1 designation.

A proposed H-1 building or district meets the criteria if:

1. It is valued as contributing to the special character of the community or as a focal point of community sentiment or pride;

2. It has been evaluated to be a significant physical expression of a context or series of events related to the historic, cultural, social, economic, or political heritage of the community;

3. It was the location of a significant local, state, or national event;

4. It is identified with a person or persons who significantly contributed to the physical or cultural development of the community as educators, businessmen, church leaders, politicians, artists, craftsmen, builders, farmers, etc.;

5. It is identified as the work of a master builder, designer, craftsman or architect whose individual work has influenced the development of the community;

6. It has value as a building that is recognized for the quality of its architecture and that retain sufficient elements of its architectural character;

7. It has distinguishing characteristics of an architectural style or form, method of construction, or building material that are associated with the historical or cultural themes of the community;

8. It has character as a geographically definable area possessing a significant concentration of historic resources which by their physical plan convey development patterns and trends or the way in which land uses have responded to the natural character of the land.

b. Proposed process for H-1 designation

Significant historic resources will be identified and evaluated through the use of historic contexts. Preliminary properties and districts that appear to meet the H-1 criteria will be designated as Historic Planning Areas. Owners of properties in these areas will be contacted and the options for properties with H-1 zoning will be explained in both public and private meetings. In general, individual properties (those that are not within a district) will not be rezoned without owner agreement. However, the legislative bodies, upon the advice of the ARB and Planning Commission, can designate historic landmarks of great value to the community that should be protected with H-1 zoning. Rezoning of urban H-1 districts will require consent of a majority of the property owners within the district boundary.

Upon request by the property owners, Planning Commission, or other organization, the Architectural Review Board with assistance from the Planning Commission will prepare a district assessment and qualification report describing and documenting the existing resources, proposed boundary, and how the area meets the H-1 criteria. Significant contributing buildings, contributing/altered buildings, and non-contributing buildings will be designated and mapped. The rehabilitation needs of individual buildings will also be noted.

The H-1 zone change would follow the established legal procedure in terms of

notification, public hearings, and appeals process.

c. Suggested design guidelines for H-1 zones

The purpose of the design guidelines is to encourage the preservation of buildings significant to Scott County's history and to ensure that new development or renovations are compatible with the architectural and historic character of the properties. The following general guidelines differentiate between contributing, contributing/altered and non-contributing buildings in a district.

A significant contributing building is one that was present during the period of time significant to the district's historic character, adds to the historic associations, and retains sufficient architectural character or meets one or more of the proposed H-1 criteria. Significant contributing buildings are keys in establishing the historic character of the district. The design guidelines for them would emphasize the retention of architectural details and historic materials. Financial and technical assistance, such as the Main Street Program's low interest loans, should be available to support sympathetic renovations.

The following general policies for design guidelines can be refined during the adoption process and can be tailored to the needs of each historic area with participation from property owners. When the guidelines are applied to each property, the economic feasibility of meeting them must be considered.

Guidelines for Significant Contributing Buildings

1. Every reasonable effort should be made to provide a compatible use for a property that requires minimal alteration of the building's structure, site and its environment.

2. The remaining distinguishing original qualities or character of a building, structure, or site and its environment should not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.

3. All buildings, structures, and sites should be recognized as products of their own time. Alterations which have no historical basis and which seek to create an earlier appearance should be discouraged.

4. Changes which may have taken place in the course of time are evidence of history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance should be recognized and respected. Buildings do not have to be returned to their "original" condition.

5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity and retained where feasible.

6. Deteriorated architectural features should be repaired rather than replaced, whenever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on historical duplications of features rather than on conjecture.

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be used.

8. Every reasonable effort should be made to protect and preserve archeological resources affected by, or adjacent to any development.

Contributing/Altered Properties

Contributing/altered properties contribute to the overall historic character due to their age, scale, and setback, but have been so altered by facade changes or building additions that historic details and materials have been lost or covered up. The design guidelines would encourage, but not require that these buildings be returned to a historic state if feasible through technical assistance and financial incentives. Remaining historic details would be retained, but otherwise the general policies for design guidelines listed below for new and non-contributing buildings would apply.

Non-Contributing Properties

A non-contributing building or property does not add to the historic character of the district due to the following reasons: it was not present during the period of significance; it does not meet the proposed H-1 criteria; or it is a vacant lot.

Guidelines for New and Non-Contributing Buildings

1. Infill with new buildings or remodelling of non-contributing buildings within H-1 zones should complement the scale, setback, and materials of the contributing buildings.

2. New buildings or the remodeling of existing non-contributing buildings should not necessarily mimic significant contributing buildings, but should continue the general style and rhythm of windows, doors and rooflines of significant contributing buildings.

3. Parking lots should be buffered with architectural or landscape screening compatible with the scale, rhythm and material of the significant contributing buildings and their settings.

The designation of properties as contributing, contributing/altered, or non-contributing should be determined during the H-1 zoning and public hearing process.

d. Development Review

The Planning Commission should review both private and public projects for potential impacts to buildings or sites on or eligible for the National Register or which meet the criteria for H-1 zoning, and should work with developers so that the proposed projects are sensitive to the preservation of historic resources. The Planning Commission should encourage the developer, where feasible, to preserve historically significant buildings, structures, stone fences, and other important historic site features within the development through adaptive reuse of buildings, cluster development, transfer of development rights, and easement dedications.

C. RURAL HISTORIC RESOURCES

In this report, rural historic resources are defined as buildings, structures, and associated site elements located outside the urban service areas of Georgetown, Sadieville, and Stamping Ground, as well as sites associated with the theme of agriculture and rural development, but located within the urban service areas of the communities listed above.

There are four rural historic districts listed on the National Register in Scott County to date.

Lanes Run (5 buildings);
Miller's Run (7 buildings);
Oxford (25 buildings);
Weisenburger Mill (1 building).

The existing districts are illustrated on Map 2. As a result of the research on agricultural contexts, other potential rural historic districts have been identified on Map 4.

1. What is a rural historic district?

In Scott County, most of the existing and proposed rural historic districts are distinguished

from other rural areas through a concentration of significant historic resources, such as buildings and structures, roads, fences, fence rows, and traditional field patterns, which reflect the day-to-day occupational activities of cropping and grazing associated with the theme of agriculture. Within districts there are also resources related to industry (milling); community development (crossroads communities and villages); and transportation systems. In most instances, the natural environment has influenced the character and composition of a rural historic area, as well as the ways that people have used the land. In turn, people through traditions, tastes, technologies, and activities, have consciously and unconsciously modified the natural environment, in a way that gives evidence of historic periods of agriculture and related rural development.

As a result of the anticipated growth of Georgetown, Sadieville, and Stamping Ground, sections of potential rural historic districts occur within their urban service boundaries and will be subject to urban development and impacts. For this reason, the sections on land uses, siting new buildings, and alterations to buildings within rural historic districts will differentiate between rural historic properties by the designation of H-2 for those inside urban service area boundaries and H-3 for those outside the urban service boundaries.

2. How are historic contexts used to identify rural potential historic districts?

As in the urban areas, an understanding of historic context is essential for identifying rural properties which meet local criteria for H-2 and H-3 or are eligible for the National Register. Historic contexts provide background information about the patterns of history and development that shaped a particular geographical area. This information links a rural property with important trends, patterns, or themes in the development of Scott County at a particular time in history. Because rural historic landscapes often reflect multiple land uses and physical evolution over a period of years, they usually relate to more than one historic context. Historic contexts for agriculture and black history are on file at the Planning Commission Office. These contexts examine the rural history of Scott County, identifying the major trends, periods of development, and types of properties which resulted.

The use of contexts permits the comparison of properties resulting from similar patterns of historic development, making it possible to determine their relative importance. Documentation and comparison of the changes experienced by a group of seemingly similar properties related by common historic contexts helps define the historic integrity or characteristics that must be present in order for a property to meet National Register and H-2/3 criteria. Recent changes that have erased historic characteristics and do not have exceptional importance make a property ineligible as a rural historic property even if scenic qualities are still present.

3. What are the characteristics of a rural historic district?

As an aid in gathering and organizing information, or "reading" the rural landscape, the National Park Service has developed a classification system using eleven characteristics which represent the activities and habits of the people who have lived here the last 200 years and shaped the land to serve their needs. Most of the following eleven characteristics can be found in the potential rural historic districts of Scott County:

- Land uses or activities related to rural themes such as grazing and cropping for agriculture
- Patterns of spatial organization such as the arrangement of barns in relation to the main house
- Response to the natural environment such as the design of a road alignment along a creek bed

- Cultural traditions or the sizing of fields
- Circulation network or roadways
- Boundary demarcations or property lines related to early land grants
- Vegetation related to land use in the planting of orchards or fence rows
- Buildings, structures, and objects such as houses, barns, stone fences, springhouses
- Clustering of buildings in crossroads communities
- Archeological sites or the remains of settlements such as Sodom in southwest Scott County
- Small-scale elements such as cemeteries, stock loading ramps

Greater detail on the characteristics can be found in "National Register Bulletin 30: How to Identify, Evaluate and Register Rural Historic Landscapes" on file in the Planning Commission Office.

4. What is the process whereby rural historic districts in Scott County will be determined?

The designation of rural historic districts in Scott County should proceed through four steps: identification; evaluation; determination of significance; and selection of boundaries.

Identification

In the identification phase, the historic contexts and integrity standards for agricultural property types, coupled with current planning needs, will guide the choice of Historic Planning Areas for comprehensive survey work. The fieldwork will catalogue the existing landscape characteristics of properties and determine the extent to which the historic properties and characteristics remain intact.

Evaluation

The evaluation phase will involve three steps: defining significance; assessing historic integrity; and selecting the boundaries. Information gathered through historic research and field survey will be related to the study area's historic contexts to determine the extent to which identified properties possess the characteristics of important rural historic property types. Significance, integrity, and boundaries depend upon the presence of tangible landscape features and the evidence of the processes, cultural and natural, that have shaped the landscape.

Definition of Significance

The definition of significance involves the application of National Register criteria; selection of the historic theme; definition of the period of significance; classification of contributing and non-contributing resources; and weighing of the overall integrity. The National Register criteria and regulations are available in the Planning Office. The historic themes for rural historic districts could include, but are not limited to: agriculture; architecture; community planning and development; ethnic heritage/black; conservation; engineering; exploration/ settlement; or industry. The period of significance is the span of time when a property was associated with important events, activities, persons, cultural groups, and land uses or attained important physical qualities or characteristics. Historic integrity is related to the period of significance and is a judgement as to whether the property today reflects the spatial organization, physical components, and historic associations that it attained during the period of significance. The qualities of historic integrity are defined in the Background Report to the Plan.

Resources are designated as contributing, contributing-but-altered, and non-contributing based on their historic integrity and association with the period of significance. Those not present during the historic period or not part of the property's documented significance are non-contributing. Resources which were present

during the period of significance, but which have been remodelled to the extent that they no longer reflect the historic character, are considered contributing-but-altered. The overall integrity is based on the conditions of the property and its ability to convey significance. The strength of the historic landscape characteristics and the nature, extent, and impact of the changes since the periods of significance are important factors to consider.

Selection of Boundaries

To select the boundaries for rural historic districts the historic property is defined, decisions are made about what to include, and appropriate edges are selected. The historic property is the unit of land actively managed, occupied, settled, or manipulated during the historic period for the purposes related to significance. The area of land within the historic property which today has both historic significance and integrity is to be included. The edges may be defined by legal boundaries, based on historic ownership. Land use or incorporation limits can be used where the historic property remains intact and is significant in its entirety. Natural features such as bodies of water, ridge lines, and sharp changes in elevation often form edges that have historically separated areas having different land uses.

Public Participation

Participation by property owners is essential to designating rural historic districts. Opportunities for participation by property owners and interested citizens will be fully integrated into the process of identifying, evaluating, determining significance, and defining boundaries for rural historic districts. State law requires that all property owners within a proposed local historic district that is outside of city boundaries must give their consent for the inclusion of the property within the district. This would apply to all rural H-3 districts and any H-2 districts that have not been annexed.

5. Management issues for rural historic resources

The management of a rural historic district will be primarily concerned with finding an appropriate middle ground between strict preservation and uncontrolled uses that damage historic character. There are a number of problems related to land-use activities which need to be considered when the rural historic landscape protection measures and design guidelines are written.

The protection measures and the design guidelines will need to differentiate between rural historic properties located outside the urban service area boundaries of Georgetown, Sadieville, and Stamping Ground (H-3) and historic properties associated with agriculture and having the characteristics or rural historic resources, but located within the urban service areas of the communities listed above (H-2). Some guidelines may apply to both H-2 and H-3. However, it is recognized that the H-2 districts are within areas designated for development at urban densities and uses, and that special guidelines are appropriate.

a. In general, rural historic district overlay zoning should not effect the land uses allowed in the underlying zone. However, the following types of land uses are incompatible with rural historic resource management and should not be allowed in rural H-2 and H-3 districts: sanitary landfills, junkyards, billboards, and power plants. New limited access highways or interchanges should not be allowed in H-3.

b. Other land uses and development activities may be appropriate within rural H-2 and H-3 districts, but should be reviewed and treated sensitively as to location, design, and impacts to historic resources:

    1. Wastewater treatment plants and other public utilities;

    2. Subdivision of land for residential five-acre or cluster lots, urban residential development, commercial, or industrial

development; "piano-key" development along scenic and historic roads resulting in multiple entrances, destruction of stone fences, tree canopies, and archeological resources should be avoided;

3. Abandonment, widening, replacement or realignment of historic roadways or bridges;

4. Non-historic land uses such as quarries or tree farms;

5. Installation of signs;

6. Disturbance of archeological sites and historic cemeteries through bulldozing, earth removal, highway construction, nonscientific excavation.

c. The following examples illustrate actions which could result in adverse impacts to rural H-2 and H-3 districts even if the property stays in farming. Property owners would be encouraged to undertake such changes with sensitivity to the rural historic resources.

1. Changes in the type of farm or agricultural enterprise which changes the size and shape of fields, erases the boundary demarcation or flattens the contours of the land;

2. Reclamation of wetlands;

3. Installation or improvement of public and private roads and bridges (i.e., widening, replacement, or realignment);

4. Consolidation of smaller farms into larger operation resulting in the eradication of traditional field patterns and boundaries;

5. Erection of new fences or other material components;

6. Re-vegetation or the introduction of new plant species;

7. Clear-cutting of forests or woodlots; loss of vegetation through blights, abandonment, reforestation, introduction of new cultivars;

8. Removal of historic components through intention or neglect, and loss of small-scale features (fences, walls, ponds, paving stones).

9. Deterioration, abandonment, replacement, or relocation of historic buildings and structures, such as houses or barns;

10. Substantial additions or alterations to existing historic buildings and structures.

6. Management strategies for rural historic resources

a. **Amend zoning and subdivision regulations** for areas with potential rural historic districts both outside (H-3) and inside (H-2) the urban service area boundaries to apply the guidelines in this Plan. In both areas, the main building, significant outbuildings, and important historic site elements such as stone fences and fence rows should be maintained in place and protected, where feasible. The adaptive reuse of the buildings on the site should be governed by rural design guidelines.

In the H-3 districts (outside urban service areas), the rural design guidelines should include setbacks compatible with historic building patterns, use of the terrain for sensitive siting to minimize the intrusion of new development, use of traditional road access points, screening, and clustering of development in the less visually and historically sensitive areas. Screening in H-3 districts should use elements which complement the historic character of the rural area, such as board fences, stone walls, and deciduous tree lines.

In H-3, the new buildings should not necessarily mimic the rural historic resources, but should complement them and not overpower their scale. If buildings larger than the historic resources are to be introduced, then the building height can be limited to a maximum compatible with surrounding historical elements while the design guidelines emphasize proportions, rhythms, and materials typical of the rural area.

In the H-2 districts (inside urban service boundaries), a different approach is needed that will fully permit urban development while encouraging preservation of the essential historic and scenic features of the district. More intensive surveying is needed of rural historic planning areas within urban service boundaries, to identify their critical historic and scenic resources. These could include:

- Landmark historic buildings with surrounding outbuildings and enough open space to maintain their historic character.
- Special scenic characteristics of landscapes and roads, such as stone walls, major tree lines, creeks, etc.
- Smaller historic features, such as springhouses or cemeteries.

Based on the survey, the most historically sensitive areas within potential H-2 districts can be identified, and areas that are generally open fields with few historic resources can be designated as less sensitive. A management plan should be written for each H-2 district recommending land uses, densities, and development standards appropriate to the more sensitive and less sensitive areas, which should be considered in neighborhood land use planning and development review.

For instance, cluster development, transfer of development rights, easements and other means could be used to encourage preservation of landmark historic buildings and their immediate surroundings. Areas with a concentration of historic and scenic resources could be recommended for lower gross densities of residential uses or clustering of development. Less sensitive areas would be appropriate for higher density residential, commercial, or industrial development. Essential elements of scenic roads and landscapes or small-scale resources such as cemeteries should be considered for preservation even within higher intensity developing areas, to retain some feeling of the original special character of the district. In general, it is anticipated that most land within H-2 districts can be converted to urban development with minimal restrictions.

b. **Cluster development** can either require or permit new development to "cluster" the number of units normally permitted in denser grouping on a site that does not intrude on the historic rural landscape. Clustering should be strongly encouraged in rural historic districts. (See also Growth and Land Use Plan.)

c. **Purchase or transfer of development rights** is a fair way to compensate a landowner for deciding not to develop his or her property. The value of the development rights is based on the development allowed by the underlying zoning and is determined by the market. The development rights can either be purchased by the public or transferred to allow higher density development on another, more suitable property. In either case, the landowner is compensated financially, and the restrictions are recorded in the deed and run with the land. The land can continue to be farmed or used for any other agricultural purpose. This is described more fully in the Rural Development and Preservation Section of the Growth and Land Use Plan. Purchase or transfer of development rights can be used in both H-2 and H-3 areas.

d. **A conservation easement** is a legal agreement a property owner makes to restrict the type and amount of development that may take place on his or her property. Each easement's restrictions are tailored to the wishes of the property owner. If the easement qualifies as a charitable deduction, the owner may receive tax benefits. People grant easements to protect their land while retaining private ownership and use. The owner may sell, lease or otherwise transfer the land and it remains subject to the terms of the easement. Easements may protect historic structures, scenic views, open space, agricultural land, etc. Easements do not necessarily prohibit such activities as construction, hunting and subdivision; this is at the choice of the property owner. Easements can be used in both H-2 and H-3 areas (as well as areas outside of historic districts).

e. **Tax credit incentives** are available for the renovation of an income-producing property listed on the National Register. The rehabilitation must be carried out according to the Secretary of the Interior's Standards which are on file at the Planning Commission Office. Tax credit incentives can be used on both H-2 and H-3 properties, if they are also on the register.

f. **Technical assistance capability** should be established within an existing State or local governmental agency to help the owners of rural historic properties identify and combine federal and State grants, tax credits, and other financial resources in order to help maintain and preserve their property.

D. SPECIAL HISTORIC RESOURCES

1. Ward Hall

Ward Hall and farm, located on the west side of Georgetown within the urban service boundary, is one of the most architecturally and historically significant sites in Kentucky and has also received national recognition. It is in private hands, and the owners are finding the upkeep burdensome. Although they recently entered into an agricultural district, family members want to preserve urban development options. This property has such historic significance and tourism potential that it should have landmark and H-2 designation. Urban development of the property should be sensitive to preserving Ward Hall and some of its historic setting as open space.

The community should take an active approach to help the owners explore options for Ward Hall and to demonstrate acceptable options to potential purchasers of the property. The plan should find a middle ground between development, preservation, and fiscal management of the property. It should encourage preservation of Ward Hall and significant outbuildings and site features near the home, if feasible, such as the horse barn and remaining lower walls of the slave quarters and double outhouse. The ideal development proposal would create financial strategies for on-going maintenance of the historic buildings. Continued public access to the buildings should be encouraged. Another possibility is adaptive reuse of the main house that would highlight its historic qualities, such as for a conference center or hotel. Although the Land Use Plan for Georgetown generally designates this area as residential, the necessity of finding a financial strategy to support Ward Hall calls for flexibility to consider other land uses for the property.

There needs to be sufficient open space around the main house to protect its historic character, maintain a sense of scale, and keep views open from U.S. 460. There could be compensation for the open space through transfer of density elsewhere on the property. For instance, higher density development could be located behind (south of) the high point of the property where the house sits. If development is located within the viewshed of the house, it should have special design guidelines to complement the historic setting.

The Planning Commission should work with the

property owners and Kentucky Heritage Council to identify suitable protection measures and development possibilities for Ward Hall and farm.

2. Cemeteries

Scott County's private family and church cemeteries are an invaluable resource for future generations who seek information about Scott County families, ancestors and local history. Neglect of cemeteries leads to vandalism of cemetery sculpture and art, displaced tombstones, deterioration, and an accumulation of debris with the result that the cemeteries and the information that they contain disappear.

Scott County's cemeteries are scattered throughout the area with some being located in remote areas not accessible to the public. The Planning Commission should support the Scott County Genealogical Society's work to record and locate cemeteries so that all of the county's cemeteries can be shown on the historic resource inventory maps on file at the Planning Commission office.

State law concerning cemetery preservation and relocation is somewhat limited especially in the area of enforcement of the regulations pertaining to cemetery preservation. Cities are charged to protect burial grounds from being used for dumping grounds, building sites, playgrounds, places of entertainment and amusement, public parks, athletic fields, or parking lots. There is no discussion of the protection of cemeteries in the unincorporated area.

The Planning Commission should amend the subdivision regulations and develop a "Cemetery Preservation Plan" to protect cemeteries in the urban and rural areas from the impact of new development. The plan should educate property owners and developers about preservation of cemeteries and the State regulations concerning the relocation of individual graves or cemeteries.

The subdivision regulations should support the maintenance of cemeteries on their original site unless the developer follows the procedures outlined in the "Cemetery Preservation Plan" to satisfy the Planning Commission that there are sufficient reasons for the relocation or removal of the cemetery. Guidelines should be developed for cemetery preservation which address the determination of boundaries; compatible land uses; definition of buffers or setbacks of the development from cemeteries; access easements; fencing; and standards for security and maintenance.

3. Archeological Sites

Much of Scott County's prehistory and settlement history is recorded in invisible below-ground or archeological resources. The tangible remnants of the past that remain underground constitute a direct link with history and in many cases provide the only available body of evidence upon which understanding of that history can be acquired.

The contribution that archeological resources can make to our understanding of the past is directly related to the care and knowledge with which they are excavated. Archeological sites are fragile and irreplaceable. Once they are disturbed, they cannot be rebuilt or remade.

Threats to archeological resources include new development projects, underground utility construction, street or road grading, private excavation for borrow pit or site preparation, and excavation by artifact collectors. Once the context in which the archeological resources reside is disturbed and the material objects removed, its usefulness and significance cannot be regained. Archeological resources can tell us about the daily life of prehistoric people and earlier generations of Scott County residents through ceramics, tools, food, and other structural features. Archeology often provides a better picture of how the area was used and by whom than even the most fully documented written history.

The Planning Commission should take measures to identify areas of the county that have the potential for harboring significant bodies of archeological resources. A survey should be

undertaken to find the distribution and locations for archeological resources so that archeologically sensitive areas or areas which include conditions which are similar to those in which archeological resources occur can be mapped on the Planning Commission's historic resource maps.

The historic maps should be consulted as a part of the Planning Commission's site impact review process to insure mitigation efforts occur before public or private excavation of ground in areas of Scott County that possess the potential for harboring significant bodies or archeological resources. Mitigation may include physical protection of the sites, excavation by qualified personnel, or the incorporation of the intact sites into development projects within undeveloped buffer zones of landscaped or environmentally sensitive areas.

III. HISTORIC RESOURCE MANAGEMENT PLAN

Goal: The unique historic character of Scott County's buildings and landscape should be preserved not only for the economic opportunities which it affords for the present, but for the understanding of Scott County's lifestyle and traditions that it communicates both to us and future generations.

1. Objectives: Identify, evaluate, and protect the significant historic resources of Scott County.

1.1 Continue to survey all historic and cultural resources in accordance with the National Park Service guidelines. Integrate preservation planning with the local comprehensive and land use planning process.

1.2 Evaluate the historic resources within historic contexts, which are narratives that relate resources, time periods, and historic themes, to determine which historic resources are the most significant to Scott County.

1.3 Nominate individual properties and districts which meet National Park Service criteria to the National Register of Historic Places.

Means: Have the Georgetown-Scott County Joint Planning Commission adopt the set of maps with survey sites and National Register sites as the official record of historic sites in the county and also adopt a procedure whereby new sites can be added as they are researched and evaluated.

Means: Have the Georgetown-Scott County Joint Planning Commission adopt a policy of supporting on-going work in survey and National Register nominations either through consultants or the establishment of a local office of historic preservation.

2. Objectives: Have local government take a leadership role in the planning and review of private and State and local government projects to ensure that development is sensitive to the preservation of Scott County's significant historic resources and to avoid or minimize where possible any potential adverse impacts of these actions.

2.1 Establish a local review by the Planning Commission and/or Architectural Review Board of the effect on historic resources during the planning of proposed public improvement projects such as roads, bridges, public buildings, and utility

construction by local and State government.

Means: Local government adopts an ordinance whereby the plans for all proposed State and local expenditures must be reviewed for the effect on historic resources.

Means: Local government identifies "constrained roadways" or scenic historic corridors which will not be widened or undergo other improvements which impair their historic character, unless necessary to address existing safety problems.

2.2 Have the Planning Commission determine the potential impacts to significant historic resources in the review of private development projects and work with developers so that the proposed projects are sensitive to preservation of historic resources.

Means: Preserve where feasible historically significant buildings, structures, stone fences, and other historic site features within the development.

Means: Encourage the use of preservation strategies such as adaptive reuse of buildings, cluster development, transfer of development rights, and easement dedications.

3. Objectives: Encourage greater local participation and control in the designation, management, and regulation of historic resources.

3.1 Designate "historic planning areas" for urban and rural neighborhoods and properties, and work with property owners to propose policies appropriate for managing historic resources in each area. (See Downtown Georgetown Element of the Comprehensive Plan for greater detail.)

3.2 Establish the H-1 (Historic) zoning classification as a comprehensive local historic resource management program.

Means: Amend the H-1 zone to include the criteria for designating urban and rural properties, the full range of local protection measures, and the process for public participation in determining boundaries for proposed H-1 zones. Work with interested property owners to establish new H-1 zones where needed.

Means: Designate the Architectural Review Board and Planning Commission to administer existing and proposed Local Historic (H-1) districts. Activate the Architectural Review Board ordinance and define the Board's role, procedures, review standards and guidelines, membership qualifications, geographic areas of responsibility, and relationship to other public agencies.

3.3 Encourage the rehabilitation of existing buildings and construction of new buildings that are compatible with the historic character of Scott County.

Means: Develop and adopt design guidelines for new and renovated buildings within H-1 districts that emphasize scale, rhythm, and materials to complement the existing historic buildings. Establish a review and appeals process for applying the guidelines, with a period of time when the Architectural Review Board tests the guidelines by applying them as advisory only, and with a target date of 1992 for adoption of a mandatory process.

Means: Explore the feasibility of local funding mechanisms and expanded use of federal and State funds to support historic renovations and adaptive reuse. Establish a technical advisory function to help property owners identify and apply for available funds or tax incentives.

3.4 Ensure that avenues for preservation of a significant historic building are explored prior to a decision to demolish the building.

Means: Activate the H-1 district ordinance by defining the demolition review procedures under the ordinance and responsible agencies. Identify the Architectural Review Board as advisor to the Board of Adjustment in reviewing demolition requests (or as decision maker, rather than the Board of Adjustment, with appeals to City Council).

3.5 Revise the local zoning ordinance and building codes so that the preservation of historic resources is enhanced rather than impeded.

Means: Review and change sections of the current zoning and building laws that inhibit the redevelopment of historic buildings or that encourage uses which detract from or threaten historic areas.

Means: Strengthen efforts to promote adaptive reuse of historic buildings and new development which is sympathetic to the historic character of each district.

3.6 Explore the desirability of becoming a Certified Local Government, as a way to increase local involvement in the review and designation of National Register districts and to attract additional funding for local historic resource management.

4. Objectives: Provide information to and encourage owners of private property with historic resources to maintain or develop their property in a manner which preserves the resource and meets their needs.

4.1 Establish a clearinghouse and schedule workshops to provide owners of urban and rural historic properties with information about the reuse, rehabilitation, and maintenance of historic resources.

5. Objectives: Develop tourism as a means to realize the economic potential of Scott County's historic resources.

5.1 Promote Scott County's historic resources at a national, regional, and local level.

Means: Contact major newspapers, magazines and other publications with information about Scott County's historic resources. Use articles generated as brochures to take to national trade shows.

Means: Work with State tourism agency to create a statewide program of cultural tourism.

Means: Set up cooperative tourism promotion groups with adjoining counties to increase visibility and to promote joint projects such as the Elkhorn corridor.

Means: Have sessions to educate local hospitality personnel (fast food, motels, restaurants, antique dealers, rest stop on I-75) about historic resources so that they can give guidance to tourists.

5.2 Encourage small scale business enterprises related to historic preservation.

Means: Establish a tourism theme which stresses the village atmosphere and unique businesses found in the different communities in the county. Develop a brochure with a map and list of the bed and breakfasts, antique stores, craftsmen, and restaurants in historic buildings throughout the county.

Means: Encourage and support the development of businesses related to historic preservation through workshops on inn keeping, tax credits, restaurant management.

Means: Amend the zoning ordinance as needed to support small tourism-related businesses such as bed and breakfasts, restaurants, craft and antique shops in appropriate rural and urban areas.

Means: Encourage businesses to develop

historically sensitive individual signs and brochures.

5.3 Provide historic resource information and activities for tourists on a year-round basis.

Means: Develop a video or slide/tape presentation that can be shown to tourists at the tourism office and used as part of the education program for local hospitality personnel.

Means: Develop a driving tour of the historic resources of the county in conjunction with the school system bus tour.

Means: Train and promote tour guides for walking tours of communities and establish yearly home or business tours.

Means: Develop thematic brochures on historic resources such as the Johnson family sites, early horse farms, architecture, the Elkhorn Creek and Royal Spring, etc.

5.4 Protect and enhance historic properties which are major tourist attractions such as Ward Hall, the Commercial Historic District of Georgetown, historical residential neighborhoods, and scenic byways.

Means: Form a local task force composed of representatives from the Mainstreet Board, Tourism Commission, Chamber of Commerce, Planning Commission, Fiscal Court, City Council, and Kentucky Heritage Council or State Tourism Commission, to work together to enhance the existing tourist attractions.

APPENDIX A

Scott County History: A Summary

Throughout its history, Scott County has been one of Kentucky's leading agricultural counties. Fifty-two percent of Scott County's 284 square miles are located in Kentucky's rich Inner Bluegrass Region soils belt. The southern part of the county is watered by the north and south forks of Elkhorn Creek; and the northern part, in the Hills of the Bluegrass, by Eagle Creek. Prehistoric cultures lived and hunted within the present boundaries of Scott County, leaving evidence of their activities for today's archaeologists. The first permanent European-related occupation was Robert Johnson's 1783 Great Crossing located near a buffalo road on North Elkhorn. The area around Royal Spring, now called Georgetown, was settled in 1786 by the Reverend Elijah Craig and a group of Baptists from Piedmont Virginia.

Exploration-Settlement Period: 1774-1820

Scott County's settlers came from Virginia, Pennsylvania, Maryland, North Carolina, and New York. Black slaves came with Southerners and formed an important population segment: by 1800, 23.9% of the county's population was slave. Neighborhood composition was often determined by ties of family and church. Baptists were the dominant group. Presbyterians, Catholics, and Methodists, and, after 1804, members of the frontier movement known as the Christian Churches, were also prominent. Two settlement period church buildings survive: 1820 St. Francis Church at White Sulphur (SC136), and the c. 1799 Elk Lick Primitive Baptist Church (SC306), which is used as a barn.

Stockaded stations provided safety from Indian attacks, which ceased after 1794. Towns, including Georgetown and Stamping Ground, and villages such as Great Crossing, Newtown, Patterson's Crossroads (Oxford), Turkeyfoot, White Sulphur, Straight Fork (Davis), Muddy Ford, and Minorsville developed around mills, taverns, and/or rural service/ supply centers.

Agriculture. The county's agricultural economy was established around 1785 as farmers began clearing forests and canelands. Some boundaries of land grants acquired by early settlers and speculators by purchase, settlement, or as payment for military service survive as roads and property lines. Most settlers were farmers; some brought livestock when they came to Kentucky, marking the beginning of Central Kentucky's role as a major national supplier of meat and work, and pleasure horses.

Cultivated crops included corn and small grains, fiber-yielding flax and hemp, and garden and orchard crops. Tobacco was grown on a small scale, mainly for home consumption. Farmers came from all socio-economic levels, from those with a profession such as law or business who practiced scientific and experimental agriculture as an avocation, to those who practiced farming traditions learned elsewhere. Tenant farmers comprised a major portion of those engaged in agriculture. Several components of early farms, mostly houses and outbuildings such as smokehouses and slavehouses, and possibly a few log crib barns and at least one side-entered barn (SC508), survive.

Transportation. Buffalo roads and game trails were the region's initial transportation corridors and were improved as

wagon roads during the settlement period. In the mid-nineteenth century, some of these early roads became turnpikes, and later, modern highways. Able-bodied men "cut" roads between mills, taverns, and churches by removing trees close to the ground. Roads provided access to markets of the South and East for droves of mules, horses, cattle, sheep, and hogs fattened on lush woodland pastures, and export items such as flour, meal, whiskey, and paper hauled in large covered wagons. Wagons returned with market wares which were sold in local stores. Along the highways, taverns and hotels provided accommodations for travelers. A few examples survive. Scott County's James Johnson was the leading Kentucky developer of the stagecoach/ shipping industry.

Georgetown, Commerce. Georgetown was incorporated December 16, 1790. Elijah Craig established several enterprises including a fulling mill/carding factory, ropewalk, distillery, the first paper mill in Kentucky, and a classical academy on Royal Spring Branch between 1786 and 1793. The small city assumed additional economic, commercial, and political importance after it became the county seat on June 22, 1792, when Scott was established as Kentucky's eleventh county. Transportation routes through the city ensured the competitive position of tavern and hotel owners, storekeepers, mechanics, and manufacturers.

Industry. Water mills, the most numerous and most important industries, ground small grains and corn, carded and fulled wool, wove linen, hemp, and wool, manufactured paper, and sawed and planed lumber. Other industries included tanyards, hat factories, distilleries (at first simple stillhouses), and ropewalks and bagging factories (where hemp fiber was woven into rope and coarse cloth). Most of Scott County's estimated sixty mills were gone or dilapidated by 1920. Mill foundations and dam components are important archaeological sites.

Culture. While public education was poorly supported, private education prospered. In 1799, Elijah Craig's 1788 classical school was reorganized as Rittenhouse Academy, a land-grant preparatory school for Transylvania University. Scott County was important to several religious groups. The Catholic church at White Sulphur was the mission center for Catholicism in East Kentucky. When Barton Warren Stone moved to Georgetown in 1816, the city became the organizational center of Christian Churches. The 1829 establishment of Georgetown College ensured Georgetown's position as a Baptist center. Resources which relate to the various religious movements include Stone's farm east of Georgetown (SCG87), St. Francis Church (SCG136), and several urban and rural churches and church cemeteries.

Antebellum Period, 1820-1865

Agriculture. Agriculture continued to dominate the economy, with Scott County farms producing livestock, hemp, corn, and small grains for local use and the export market. A number of grand houses were built when affluence peaked during the Antebellum Period. Survivors include buildings of statewide significance such as Ward Hall (SC137) and Oakland/Allenhurst (SC112). Stone fences, built by Irish masons, became the fashion on successful farms.

Industry. Milling and hemp processing continued to be the most important industries. Some mills were improved with steam engines and turbines. Lumber milling was important in northern Scott County. Carriage manufacturing assumed prominence. Larger distilleries supplanted the many family-owned stillhouse operations. An antebellum distillery survivor is the James M. Stone complex (SC43) on South Elkhorn.

Education. In 1829, the newly organized Georgetown College, the oldest Baptist college west of the Appalachian Mountains, absorbed the Rittenhouse Academy assets. In 1850, Scott County had twenty-four private academies and colleges, more than any neighboring county. In addition to Georgetown College's antebellum period buildings (SCG1-3), several properties associated with private academies survive.

Government, Politics. Great Crossing's Johnson family formed an important American political dynasty. Richard M. Johnson (1780-1850) of Great Crossing was the first native Kentuckian elected to the legislature, United States Congress and Senate, and the vice presidency. Johnson, a hero of the War of 1812, authored legislation adopted by Congress in 1832 abolishing imprisonment for debt, and championed causes of poor citizens. Between 1818 and 1845, Choctaw Indian Academy (SC174) was located on Johnson's farms. Several Johnson properties survive.

Slavery, Civil War. The number of slaves in Scott County peaked in 1850 at 5,836, or 39 % of the population. Slaves performed a variety of farm, domestic, and industrial tasks. While several influential Scott County slave owners identified with the Union during the Civil War, only 118 white soldiers from Scott served in the Union Army. Approximately 1,000 Scott County men fought for the Confederacy. In 1864, the Union Army began to actively recruit local blacks.

On November 18, 1861, George W. Johnson, a nephew of Richard M. Johnson and advocate of states rights, was elected provisional (Confederate) governor of Kentucky. Johnson's smokehouse and slavehouse (SC20) survive. On August 18, 1862, James Fisher Robinson, a Union Democrat, became governor of Kentucky. Robinson was well known as a moderate leader. Robinson lived at Cardome (SC46) from 1844 to 1882 in a house which no longer stands; however, stone fences, a smokehouse, and underground tunnels remain.

Postbellum Period, 1865-1918

After the Civil War, former rural slaves who remained in Scott County occupied small farms given or sold to them by former owners, lived in tenant houses, or built dwellings in small communities like New Zion (SC583-608) and Zion Hill, which were developed by blacks. Other blacks, including many tradespersons, lived on the edges of villages and towns and in neighborhoods encircling downtown Georgetown and extending northeast into the all-black village of Boston. In the 1880s and 1890s, there were more black than white people in Georgetown. Between 1890 and 1950, migrations of blacks to northern industrial centers reduced Scott County's black population percentage from 33.4 % to 11.8 %.

Agriculture. Between 1880 and 1900, white burley tobacco replaced hemp as the major cash crop. The landscape changed as

woodland pastures and forests were cleared of timber and plowed for cultivation. New air-curing tobacco barns were built to a height of five or six tier rails; some of these barns have all-wood joints secured with pegs. Georgetown's James Campbell Cantrill, Congressman from 1908 to 1923, led growers' struggles for market equity. Large scale cultivation of corn also destroyed soils. Another change in the landscape was brought about by replacement of wooden fences with woven wire fencing.

Transportation. Railroads including Cincinnati Southern (1876), Kentucky Midland (1888), Louisville Southern (1888), Georgetown street railroad (1888, 1895), and Lexington-Georgetown Interurban (1902), brought vitality to Scott's post-Civil War economic life and inspired construction of hotels such as Georgetown's Wells House (SCMC27) and Wellington (SCMC5). Reconstruction of downtown Georgetown was also necessitated by a series of downtown fires between 1869 and 1881. Sadieville on Cincinnati Southern Railroad was established as northern Scott County's shipping and commercial center in 1877. Popular use of the automobile brought about improvement of Dixie Highway (U.S. 25) after 1916 and inspired tourist camps, restaurants, and gasoline stations such as Fisher's Camp (SC369).

Industry. Grist and lumber milling and carriage manufacturing were leading post-Civil War industries. Late 19th century twine factories such as Blue Grass Cordage (SCG179) replaced older hemp processing operations until about 1900. Distilling saw limited success in Scott County. Important industries of the period included Buffalo Springs Distillery; Blue Grass Cordage (SCG179), 1890; Model Mills (SCG107), 1897; Sadieville Milling Company (SC522), 1919; Weisenberger Mills (SC30), 1913; and Indian Oil Refinery, 1905-1916. Buffalo Springs Distillery at Stamping Ground (SCSG3) was built in 1933 following National Prohibition on the site of the former distillery. During World War II, the plant became a laboratory for developing products related to the war effort. Only the 1913 Weisenberger Mill (SC30) carries on the ancient Scott County milling tradition.

Education. Georgetown College continued to be one of the most important influences in the economic and cultural life of Scott County. Sisters of the Visitation operated popular academies at White Sulphur (1875-1896) and Cardome (SC46, 1896-1969). Public education is represented by early 20th century one- and two-room rural schools; Georgetown's 1926 Garth School (SCG77), financed by the locally conceived bonded holding company plan; Stamping Ground (SCSG47) and Great Crossing (SC609) schools, built by WPA during the Depression; and Sadieville school (SC536). Beginning in 1910, the Georgetown Woman's Club under the leadership of Anne Payne Coffman, organized public improvement projects such as the 1928 library (SCG28), health department, YMCA, and school reform.

Modern Period

Modern era industrialization began in 1944-1945 with Mallard Pencil Company. Construction of Interstate Highways 75 and 64 between 1960 and 1972 resulted in increased economic activity, which climaxed in 1985 with the announcement that Toyota of Japan planned to build a major manufacturing plant north of Georgetown.

APPENDIX B

NATIONAL REGISTER LISTINGS, SCOTT COUNTY

Sites listed on the National Register

a. Individual listings (Georgetown)

1. Stone-Grant House (SC-G-87)
2. Royal Spring (SC-G-104)
3. Branham House (SC-G-129)
4. Church of the Holy Trinity (SC-G-142)
5. Garth School (SC-G-143)
6. Showalter House (SC-G-146)
7. Johnson-Jacobs House (SC-G-148)
8. McFarland House (SC-G-175)
9. Cantrill House (SC-G-180)
10. First African Church (SC-G-182)
11. Payne-Desha House (SC-G-200)

b. Districts (Georgetown)

1. Georgetown College District (3 buildings)
2. East Main Street District (44 buildings)
3. Main Street Commercial District (34 buildings)
4. Main Street Commercial District Addition (39 buildings)
5. West Main Street District (19 buildings)
6. South Broadway District (listed January 1992 - 152 contributing buildings)

Total listings in Georgetown: 150

c. Individual listings (County) (52 buildings)

SC-1 John Andrew Miller House
SC-5 Shannon-Herndon
SC-9 Flournoy-Nutter House
SC-10 John M. Garth House
SC-11 Henry Stevenson House
SC-12 Lewis Nuckols House
SC-13 James Lindsay-William
SC-14 Halley Place
SC-15 Asa Payne House
SC-16 James L. Griffith House
SC-17 Merritt Williams House
SC-20 George W. Johnson - Slave
SC-40 Joseph Patterson Quarters
SC-46 Cardome (Gov. Robinson House)
SC-55 Rhodin Coppage Springhouse
SC-56 James Briscoe Quarter
SC-59 Fielding Bradford House
SC-60 Ash Emison Quarters
SC-65 Osborn (Osborne) House
SC-76 John Suggett House
SC-88 John W. Bradley House
SC-89 Edge Hill
SC-91 Levi Prewitt House (Cave)
SC-107 James Gaine House
SC-109 Robert Sanders House
SC-111 Audubon (Stephenson-Lewis)
SC-112 Allenhurst-Oakland
SC-123 Johnson-Pence House
SC-130 Johnson (Richard M.)
SC-136 St. Francis Mission
SC-137 Ward Hall
SC-138 Newton Craig House

SC-139 Craig-Johnson Mill Dam
SC-141 Richard Branham House
SC-160 Henry C. Herndon House
SC-162 James Johnson Quarters
SC-166 Warwick/Julius Blackburn
SC-167 Clifton (Leonidas Johnson)
SC-173 Vivian Upshaw Brooking House
SC-174 Choctaw Indian Academy
SC-175 Gen. John Payne House
SC-176 Alexander Bradford House
SC-250 Joseph Fields Burgess House
SC-311 Thomson's Mill Warehouse
SC-313 Elkwood/Sabret Offutt House
SC-327 Smith (Nelson and Clifton R.)
SC-332 Dr. William Addison Smith
SC-334 Matthew Henry House
SC-350 Richland (Abraham Buford)
SC-351 Matthew Flournoy House
SC-360 Leatherer-Lemon House
SC-362 Elmwood

d. Districts (County)

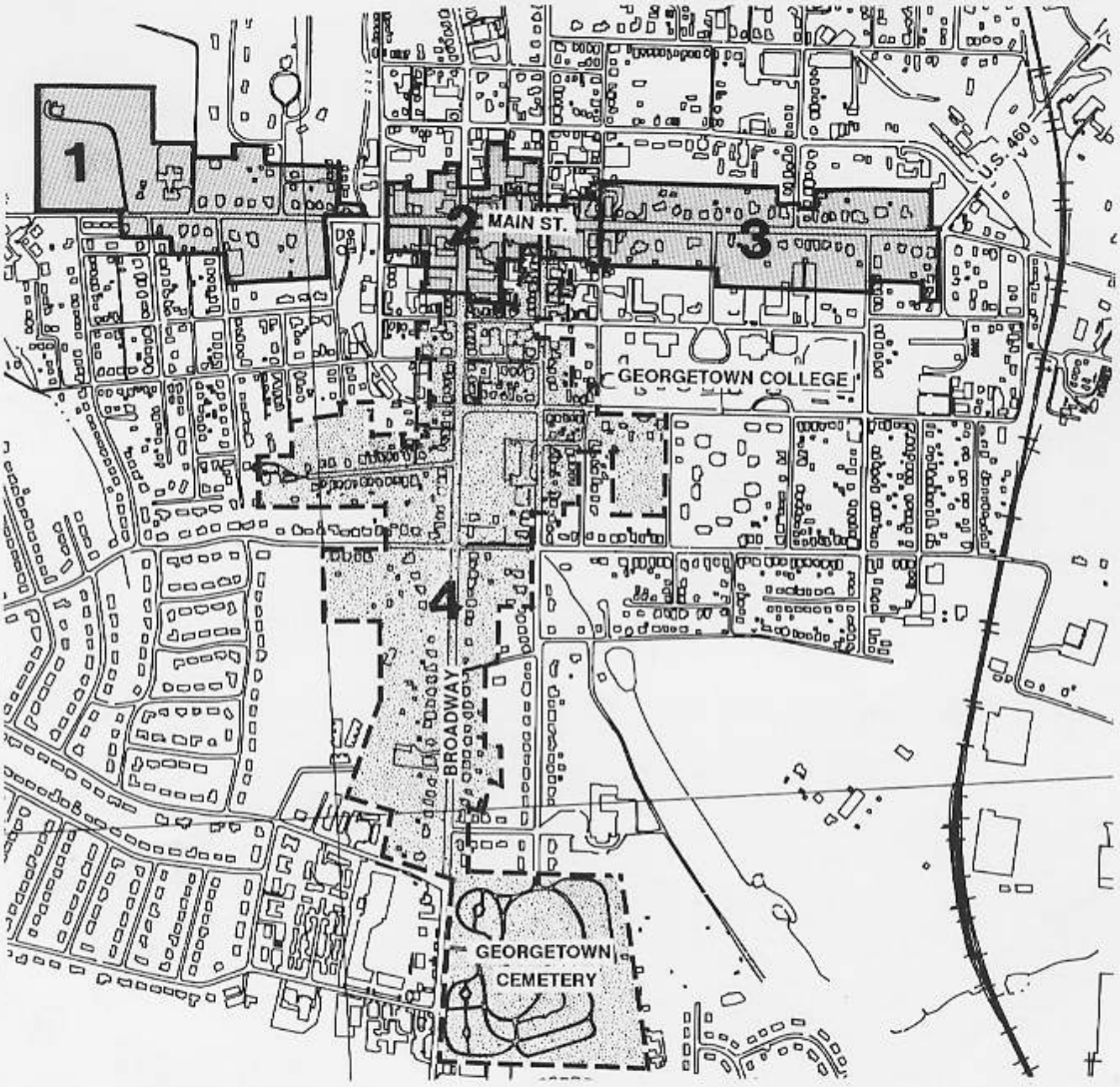
1. Oxford (25 buildings)
2. Miller's Run (7 buildings)
3. Weisenberger Mill (1 building)
4. Lanes Run (5 buildings)

Total listings in county: 90

e. Determined Eligible (County)

1. (SC-122) J.N. Moreland Bungalow
2. (SC-124) Mosby-Tilford-Webb House
3. (SC-342) Thorn House
4. (SC-399) KY 1111 Bridge over North Elkhorn Creek
5. (SC-400) KY 1218 Bridge over North Elkhorn Creek

EXISTING/PROPOSED NATIONAL REGISTER DISTRICTS, GEORGETOWN



Existing District Boundaries

Nominated District Boundaries

1. West Main Street
2. Main Street Commercial
3. East Main Street
4. South Broadway Neighborhood

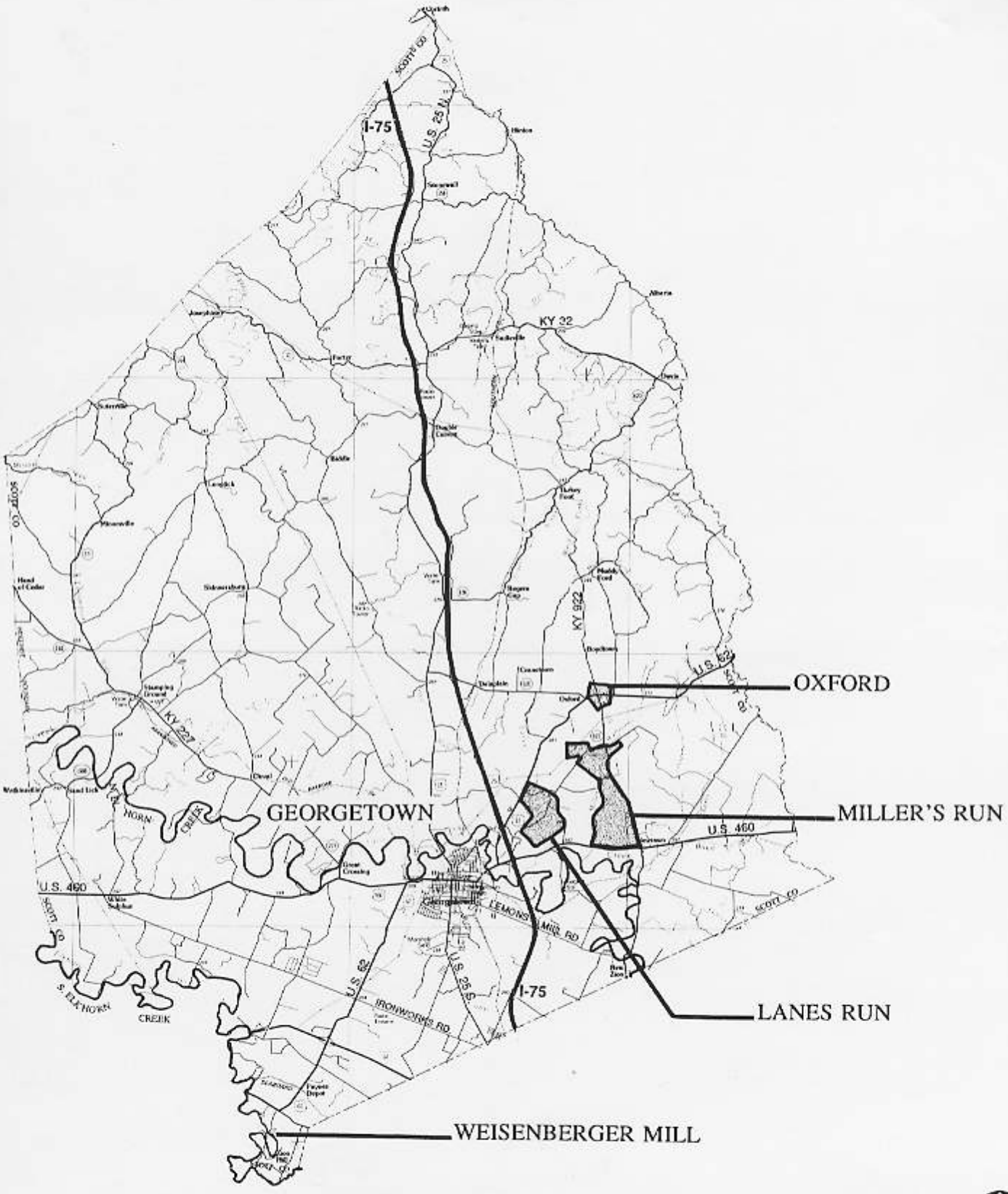
INFORMATION SOURCE: KENTUCKY HERITAGE COUNCIL
BASE MAP SOURCE: PHOTOSCIENCE, INC./PROCTOR DAVIS RAY ENGINEERS

0 300 600 ft.

HISTORIC RESOURCE MANAGEMENT ⌂ MAP 2

EXISTING RURAL NATIONAL REGISTER DISTRICTS

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN **MARCH 1991**



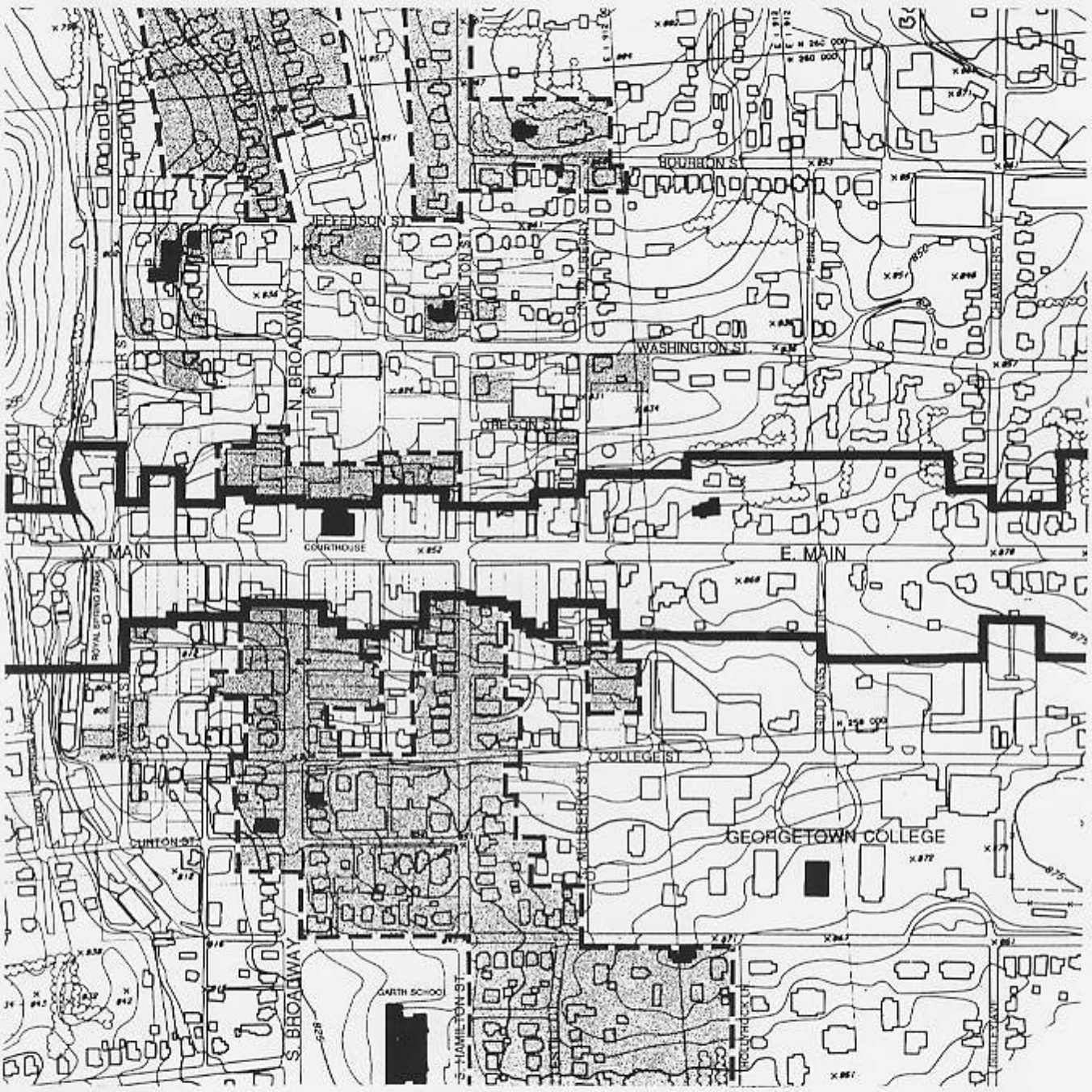
INFORMATION SOURCE: KENTUCKY HERITAGE COUNCIL
BASE MAP SOURCE: U.S.G.S.

0 1 2 MILES

HISTORIC RESOURCE MANAGEMENT ⌂ MAP 3

LOCAL HISTORIC DISTRICTS AND HISTORIC PLANNING AREAS

GEORGETOWN-SCOTT COUNTY COMPREHENSIVE PLAN **MARCH 1991**



Current H-1 Zone (approx. -- all properties fronting Main Street)

Historic Planning Areas (Potential H-1 Districts)

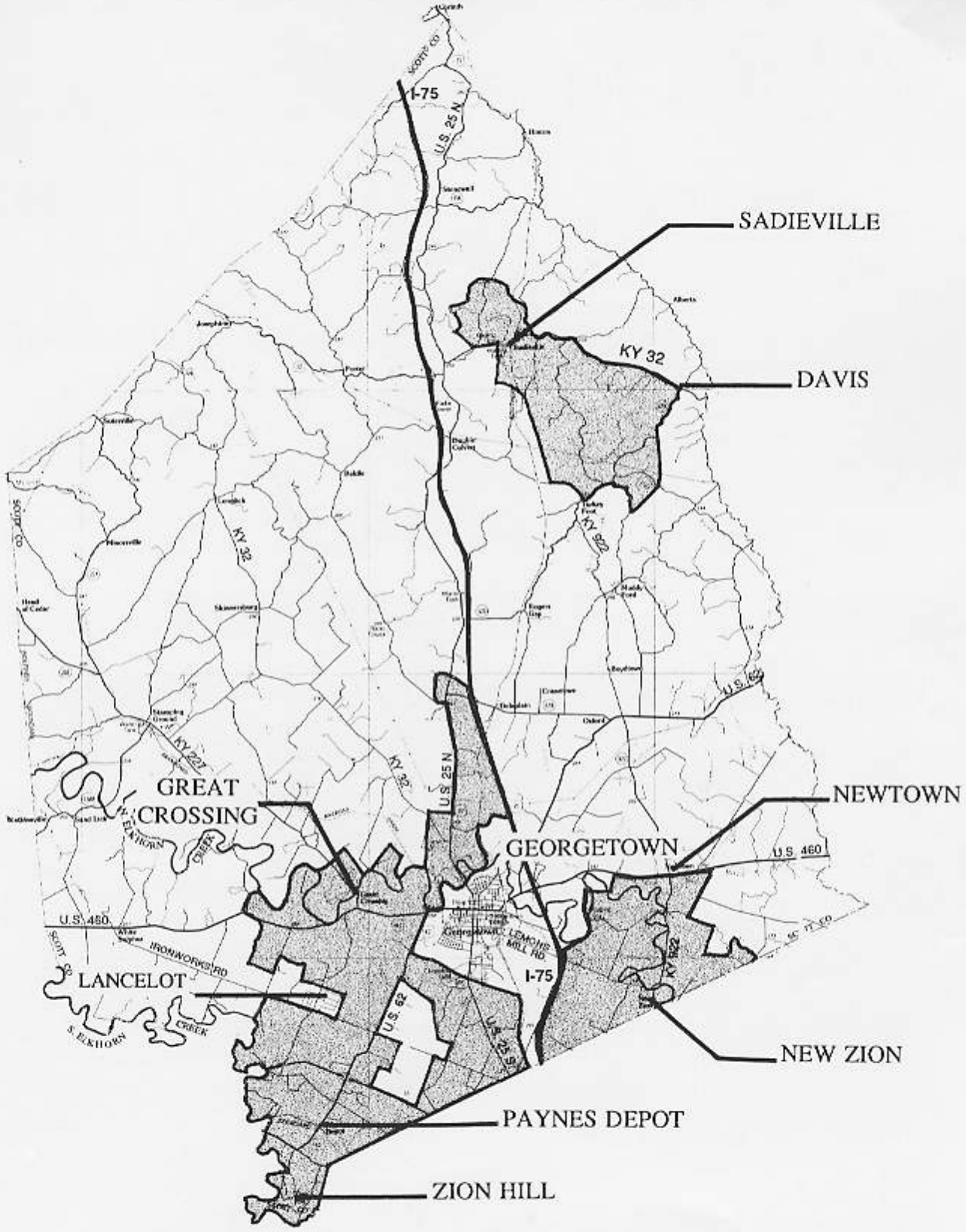
Potential Individual H-1 Property

Existing Sites on the National Register

0 200 400 ft.

BASE MAP SOURCE: PHOTOSCIENCE, INC./PROCTOR DAVIS RAY ENGINEERS

PROPOSED RURAL HISTORIC PLANNING AREAS



0 1 2 miles

BASE MAP SOURCE: U.S.G.S.