

## CHAPTER ONE

### INTRODUCTION

Kentucky Planning and Zoning Statutes (KRS 100) require that the planning commission of each planning unit prepare a Comprehensive Plan. This plan serves as a guide for public and private actions and decisions to assure the development of public and private property in the most appropriate relationships. A principal element of the Comprehensive Plan is the establishment of the statement of goals and objectives. This chapter serves as a guide for the preparation of the remaining elements of the plan. In addition, the goals and objectives provide the planning commission and its staff with the direction necessary to prepare a plan that accurately represents the vision and overall goals of the community.

The following statement of goals and objectives is intended to provide direct guidance for decisions made by the planning commission and local legislative bodies as related to future physical development. These statements are presented in two levels of specificity. Goals are very broad and abstract ideals that the community desires. Objectives are more specific and concrete concepts which when achieved contribute to goal attainment. KRS 100.193 requires the planning commission to adopt the goals and objectives and to submit them to the legislative bodies of each governmental unit in the planning area for their adoption. The London-Laurel County Planning Commission, Laurel County Fiscal Court, and London City Council have officially adopted the comprehensive plan goals and objectives as follows:

London-Laurel County Planning Commission Adoption: May 8, 2007

Laurel County Fiscal Court Adoption: May 24, 2007

London City Council Adoption: June 4, 2007

London - Laurel County



# Goals & Objectives

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## OVERALL GOAL

*Promote a sustainable natural and man-made environment that balances environmental protection and preservation with the physical, social and economic needs of the population for the long-term benefit of both.*

## ENVIRONMENT

**GOAL:** *Protect and enhance the quality of the natural environment while permitting appropriate development on suitable lands. Also, to promote the most efficient and reasonable use of the area's physical resources by ensuring that short-term use of the environment will be to the long-range benefit of all.*

### OBJECTIVES:

1. Strictly regulate and discourage development in floodplains
2. Require appropriate drainage facilities for all new development, construction and significant redevelopment in order to control flooding, erosion and additional post-development runoff.
3. Reduce soil erosion by requiring and enforcing erosion control measures during construction and mining activities.
4. Minimize air, water, soil, light, and noise pollution by encouraging the preservation of open spaces, green areas and requiring adequate landscape buffers and berms.
5. Prevent pollution by upgrading and providing appropriate collection and distribution facilities for the proper treatment and handling of water, storm water, sewage and solid waste.
6. Preserve and protect environmentally sensitive areas by requiring developers to identify and map these areas (i.e. lands containing floodplains, wetlands, steep slopes, endangered habitats, wooded and scenic areas) during the site planning and zone change processes. Minimum standards shall be established for the creation of open space/greenway corridors and the preservation and restoration of these areas.

7. Encourage conservation through the reduction, reuse and recycling of solid waste.
8. Encourage preservation of prime farmlands.
9. Recognize and support state and federal environmental regulations.
10. Discourage the development of noise sensitive land uses near major noise generating land uses such as, highways with high traffic counts, airports, railroads, heavy industry, etc.
11. Support policies and regulations which prohibit industrial and surface mining activities from discharging pollutants and excess sediment into our groundwater, rivers and ponds.
12. Encourage reclamation efforts that include replacement of the county's hardwood reserves and agricultural lands.
13. Recognize and support all state and federal requirements for the protection of fish and wildlife; especially endangered species.
14. Promote public awareness of the need to protect Laurel County's natural resources.
15. Protect residential areas from nuisances resulting from large-scale livestock operations.

## **ECONOMIC DEVELOPMENT**

**GOAL:** *Encourage and promote the development of a stable and diversified economic base that fosters employment opportunities for all of Laurel County.*

### **COMMERCIAL & SMALL BUSINESS DEVELOPMENT**

**GOAL:** *Encourage and support the development of small businesses. Meet the commercial needs of Laurel County while requiring adequate, attractive and accessible shopping and service areas.*

London - Laurel County



# Goals & Objectives

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## **OBJECTIVES:**

1. Encourage small business development, entrepreneurship and growth by providing adequate areas for commercial development and professional offices.
2. Encourage the extension of high speed internet access to all areas of the county.
3. Encourage the provision of support services and technical assistance for small businesses and the local workforce through local development agencies.
4. Encourage condensed, high quality commercial development and redevelopment by discouraging sprawl created by linear shopping areas.
5. Encourage the development of commercial locations that are accessible to all segments of the traveling public, including vehicular traffic, pedestrians, cyclists and public transportation.
6. Encourage professional office development as a transition and/or buffer between residential and commercial uses.
7. Develop design standards for large scale commercial developments with big box retailers to make them safe, attractive and functional.

## ***INDUSTRIAL***

***GOAL: Promote the diversification and expansion of the county's industrial base through recruitment of new industry and retention of existing industries.***

## **OBJECTIVES:**

1. Develop an economic development strategy to retain existing industry, increase economic diversity and create better employment opportunities to ensure that the county is a vital part of a strong local and regional economy.

2. Participate in local and regional economic efforts by encouraging the recruitment of clean, nonpolluting, self-supported and diversified industries. Target industries that add value to local resources, technology companies and those involved in research and development.
3. Identify and reserve lands suitable for industrial development in the land use plan. Access to adequate infrastructure, emergency services, highway, rail and airport transportation shall be considered when identifying such lands.
4. Actively recruit industries that will insure long-term, high paying job opportunities for Laurel County residents while minimizing adverse impacts to the environment and quality of life.
5. Promote the retention and expansion of existing industries and the recruitment of new industries through community programs and the equitable provision of financial incentives.
6. Promote education and training of the local labor force including vocational and technical training. Work with local industries to determine training needs.
7. Review proposals for industrial development for compatibility with adjoining land and air space uses, provision of adequate infrastructure including utilities and roads and access to adequate emergency services.
8. Prior to developing new industrial sites, encourage the use of existing industrial parks and industrial buildings.

## ***DOWNTOWN LONDON***

**GOAL:** *Preserve downtown London as the city's central business district.*

### **OBJECTIVES:**

1. Promote the development of a pedestrian friendly atmosphere within the downtown area of London by requiring the maintenance of existing walkways, benches and green spaces and requiring these amenities in all new and infill development.

London - Laurel County



# Goals & Objectives

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2. Support local revitalization, redevelopment and promotional efforts in the downtown area.
3. Encourage and require, where possible, the installation of additional off-street parking and redevelopment of existing parking areas in downtown London. Emphasis should be placed upon compatibility with the architectural character of the general vicinity, the provision of aesthetic landscaping and street furniture, interior block location and safety.
4. Encourage the redevelopment of existing retail space in the central business district and encourage infill development that will provide more opportunities for the local community such as specialty shops, sidewalk cafes and food vendors, bed and breakfast inns, farmers' markets, etc.
5. Facilitate the aesthetic and physical improvement of properties located on primary and secondary corridors such as Main Street leading into the downtown area. Consider a small area redevelopment plan to address these areas.
6. Encourage the development of both residential and office space within the Central Business District, particularly in the vacant upper level floors of downtown businesses.
7. Encourage the development of a variety of uses to keep the downtown active beyond traditional work and retail hours.

## ***TOURISM***

***GOAL: Support and enhance local tourism efforts as part of Laurel County's overall economic development strategy.***

### **OBJECTIVES:**

1. Support efforts to promote local tourist attractions and events such as festivals, accommodations, shopping, dining, family entertainment and sporting events.

2. Recognize and continue to encourage the efforts of local organizations to provide a wide array of arts and humanities programming at affordable prices.
3. Encourage the development of aesthetic gateways and entrance corridors into London and Laurel County in order to promote economic development and enhance the community as a tourist destination and assist with wayfinding.
4. Promote Laurel County as a tourist destination by developing a tourism plan and increasing marketing activities for the area.

## ***AGRICULTURE***

***GOAL: Protect prime farmland from urban development in order to preserve the rural character of the area and ensure that agriculture remains an important component of the local economy.***

### **OBJECTIVES:**

1. Map the location and encourage preservation of prime farmland by supporting the development of agricultural districts and conservation easements.
2. Encourage agricultural related industries and businesses to locate in suitable areas of the county in order to provide adequate services to outlying agricultural operations.
3. Promote the diversification of the agricultural economy by encouraging new agricultural products and industries.
4. Promote and encourage farmers' markets in the community.

## **HISTORIC PRESERVATION**

***GOAL: Recognize and preserve the historic and cultural resources of Laurel County.***

London - Laurel County



# Goals & Objectives

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## **OBJECTIVES:**

1. Encourage the identification, maintenance and protection of significant historic buildings, structures, fences, archeological resources and other features through education and, where appropriate, designation of local historic districts and places and overlay zones.
2. Support the efforts of local organizations to inform residents and visitors of the unique historic and cultural features of the community through promotional and interpretive activities.
3. Promote Laurel County as a historic attraction through the continued revitalization and preservation of historic buildings and sites.
4. Encourage policies that discourage indiscriminate building policies, inappropriate demolition or infill construction and thus do not diminish the historical and architectural integrity of historic structures and the period they represent.

## **HOUSING**

**GOAL:** *Promote decent, safe and sanitary housing to meet the needs of all citizens of Laurel County, while maintaining high quality of life in the community.*

## **OBJECTIVES:**

1. Establish a residential building code enforcement program for the unincorporated areas of Laurel County. Provide for the fair, equal and uniform enforcement of building codes.
2. Adopt the International Code Council's International Property Maintenance Code. Use code enforcement to eliminate deteriorating or dilapidated residential structures, littered lots and junk yards to protect the health, safety, and welfare of residents, property values and stability of existing neighborhoods.

# Goals & Objectives

3. Require new housing developments to be connected to a public sanitary sewer system.
4. Require multi-family and other high density residential developments to be located near collector or arterial roads that have adequate capacity for increased traffic.
5. Encourage property owners to maintain and rehabilitate, when necessary, the community's existing housing stock and neighborhoods while preserving structures of architectural significance and promoting appropriate infill development.
6. Encourage and support efforts to construct and maintain affordable housing for elderly, handicapped and other disadvantaged persons in areas where there is convenient access to recreation, commercial activity and other services.
7. Encourage development of retirement community housing and assisted living facilities with appropriate services for the elderly.
8. Encourage quality and diversity of design by developing subdivisions and housing that is compatible with existing land uses, transportation patterns, and spatial arrangement of existing neighborhoods.
9. Protect the stability of existing neighborhoods by discouraging infill housing that is inconsistent with existing neighborhood character, residences, and property values.
10. Promote the revitalization and redevelopment of existing substandard neighborhoods.
11. Encourage the creative design of residential development to promote desired elements including well-planned neighborhoods, landscaped entrances with appropriate signage and lighting, protected pedestrian ways, open spaces for recreation and preservation of natural features such as trees, waterways, and floodplains.
12. Develop standards for Planned Unit Developments (PUD) which allow mixed uses and high density developments with high design standards while prohibiting incompatible land uses from locating directly adjacent to residential areas.

London - Laurel County



# Goals & Objectives

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13. Require adequate buffering (distance, tree lines, fences, man-made or natural barriers) to protect residential uses from non-residential uses.
14. Discourage the development of residential housing, schools, and other high people-density developments near heavy industry, railroads, and the London-Corbin Airport where compatibility issues exist or may arise.
15. Discourage and limit encroachment of commercial and industrial uses on existing residential neighborhoods, schools, and other incompatible uses.

## **COMMUNITY FACILITIES AND SERVICES**

**GOAL:** *Ensure that adequate community facilities and services are available and provided in an efficient manner to conserve human and natural resources.*

### **OBJECTIVES:**

1. Establish an Urban Service Area to ensure that adequate community facilities such as utilities, including sewers, transportation and other infrastructure exist or will be provided in the future for proposed development.
2. Extend sewer service to subdivisions near existing sewer service areas.
3. Establish policies for development in the Rural Service Area that includes all lands lying outside of the City of London and the Urban Service Area to insure that development does not occur without adequate infrastructure.
4. Protect and improve water supply sources.
5. Coordinate the rehabilitation, development and expansion of community facilities with land development activities by requiring, at the time of development, infrastructure sufficient to accommodate projected growth.
6. Encourage the development of a multi-purpose public assembly hall which could be used for lectures, group meetings and performing arts.
7. Research creative ways of funding the expansion and improvement of public services and facilities to ensure that costs are fairly distributed.

# Goals & Objectives

Cooperative funding agreements between the private and public sectors shall be encouraged to fund future utility extensions.

8. Encourage an overall combination of land uses (residential, commercial, industrial, public, etc.) that yields a balance between the public revenues generated from those uses and the public expenditures required to support those uses.
9. Seek funding for projects to correct existing storm water drainage problems in the city and county.
10. Ensure that adequate water, storm water, sewer, solid waste services and other utilities are provided in an efficient, safe and environmentally sound manner.
11. Require the dedication of easements and rights-of-way to meet future infrastructure needs when development or redevelopment occurs.
12. Redevelop and encourage the extension of existing sidewalks and alternative pedestrian systems to create linkages between existing and proposed developments.
13. Require developers to conduct impact studies where existing infrastructure, services and the public school system are not adequate. Developers shall be encouraged to phase construction to ensure that the provisions of these available services are adequate to support their developments.
14. Require developers to provide adequate facilities such as sidewalks, proper drainage, utilities and landscaping in new developments. In addition, require the installation of underground utilities and encourage innovative street lighting in all new developments.
15. Ensure efficient public safety services including police, fire and ambulance by coordinating the addressing of all new development with the 911 office during subdivision review.
16. Maintain a low crime rate in the community through education, enforcement and other social programs.
17. Encourage and support affordable local health facilities, nursing homes and child care establishments.

London - Laurel County



# Goals & Objectives

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18. Encourage inter-local and regional cooperation and coordination in the provision of regional community services.
19. Encourage the elimination of overhead utilities within downtown London.
20. Encourage the development of facilities to provide affordable high speed internet access to all citizens.
21. Develop and enhance a local Geographic Information System to provide up-to-date information on all aspects of local land use to insure the coordinated and efficient use of resources.
22. Encourage the development of public and private recreational facilities to meet local needs in the city and county.
23. Develop a city/county Parks and Recreation Department and a Recreation Plan for the community.
24. Revisit the feasibility of a merged city-county government.
25. Laurel County, while recognizing the need to provide essential utilities to its citizens, shall encourage that all proposed cellular towers, antennas and other wireless facilities be developed in a manner which retains the integrity of neighborhoods and the overall character, property values and aesthetic quality of life of the community at large. Future development policies for the location of wireless facilities within the county shall:
  - a. Ensure that wireless facilities are constructed in practical locations by encouraging facilities that minimize the impact to residential neighborhoods.
  - b. Minimize the number of wireless facilities by requiring the use of existing structures and co-location when feasible.
  - c. Ensure that there is a minimal impact upon the visual environment by requiring adequate screening and/or aesthetically pleasing design.
  - d. Protect the public health, safety and welfare by requiring that the wireless facilities are adequately secured and encouraging the

timely maintenance of the structures. In addition, require provisions for the removal of abandoned facilities.

- e. Establish an administrative process for the approval/disapproval of wireless facilities.
- f. Ensure that wireless facilities (and all other communication, microwave and broadcasting towers) are constructed in locations that will not encroach on the airspace requirements of the London-Corbin Airport, as defined by the Federal Regulations and Standards, and depicted on the Airport Zoning Maps approved by the Kentucky Airport Zoning Commission.

## TRANSPORTATION

**GOAL:** *Develop and maintain an accessible, safe and efficient multi-modal transportation system that effectively addresses regional and local development patterns.*

### OBJECTIVES:

1. Develop a capital improvements plan for streets, sidewalks and storm water drainage to pave, improve and widen local streets and roads in a planned manner.
2. Provide a balanced multi-modal transportation system by encouraging citizens to walk or bicycle whenever possible by providing safe sidewalks, street crossings, bike paths and other alternatives to vehicular transportation.
3. Develop a *Bicycle and Pedestrian Plan* for Laurel County and require developers to install bicycle and pedestrian facilities or dedicated rights of way as identified in the plan.
4. Consider the provision of multi-modal transportation facilities early in the planning and development process for all locally funded transportation construction, reconstruction, maintenance or intersection improvement projects. Require the installation of pedestrian and bikeways in conjunc-

London - Laurel County



# Goals & Objectives

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tion with any major state and federal transportation improvements (roadways and bridges) in Laurel County.

5. Study and implement ways to improve traffic flow in the commercial areas and along streets within Laurel County.
6. Encourage the provision of additional safe and aesthetically pleasing parking areas within downtown London with appropriate locational signage and landscaping.
7. Review all development plans to ensure that they meet current specifications in terms of adequate off-street parking, rights-of-way and paved travel surfaces.
8. Limit the number of direct access points along arterial streets by encouraging the use of frontage roads and implementation of other access management techniques.
9. Highway commercial uses shall be in close proximity to highway interchanges for maximum convenience and economy to the travelling public, while minimizing the impact to the community in terms of traffic congestion, local commuting patterns and access.
10. The interior street system of new residential developments shall insure continuity with adjacent built or planned neighboring areas. Residential developments shall be encouraged to provide interconnections between sections of their developments and with adjacent developments to promote safe and easy transportation access and a sense of neighborhood interaction. Street extensions shall be developed where needed and feasible. The interior street system shall also coordinate with and continue the multi-modal transportation system (pedestrian and bicycle facilities).
11. Ensure that each roadway continues to function at its designated Level of Service (LOS) with adequate routing for emergency services by requiring traffic impact studies for uses that have the potential to adversely impact traffic volume and flow.
12. Encourage the location and design of new arterial roads with limited access points while minimizing negative impacts on existing residential areas, prime farmlands, and the Daniel Boone National Forest.

# Goals & Objectives

13. Support the locating and planning of the proposed I-66 interstate within Laurel County.
14. Promote the coordination between city, county, regional and state agencies for transportation improvements.
15. Develop, support, and promote the use of Laurel County's existing air and transportation systems.
16. Encourage proposals for new development and redevelopment of existing areas to include the provision of aesthetic transportation improvements, such as greater right-of-way, boulevard streets, theme lighting, street trees, monument signs and other innovative concepts.
17. The county road and highway networks should not only provide an adequate radial system serving the City of London and North Corbin, but also an effective lateral system linking the radial system to all areas of the county.
18. Update the zoning ordinance to include access management standards for the design of roadway entrances in future developments.
19. Work with rail companies and state agencies to maintain all railroad crossings and improve bridges over the railroad.
20. Recognize the importance of accessible sidewalks as thoroughfares for the safe movement of pedestrians to access current and future businesses and residences; to provide recreation for children, runners and walkers, to allow children to access schools and bus stops and as an alternative to vehicular traffic.
21. Encourage the development of sidewalk construction and replacement programs in London and Laurel County. Retrofit existing developed areas to include sidewalks.
22. Allow for the waiver of sidewalk requirements in residential areas outside the urban service area where the proposed development is not located on a collector, primary, or secondary arterial, where lots are two acres more in size and it can be shown that sidewalks would not serve an essential purpose such as access to nearby existing or proposed public or private facilities.

London - Laurel County



# Goals & Objectives

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23. Promote safe multi-modal access to existing or future recreational facilities.

## **LAND USE**

**GOAL:** *Designate adequate land uses in appropriate locations while encouraging quality design and minimizing the adverse impacts of development.*

### **OBJECTIVES:**

1. Establish zoning regulations for the unincorporated areas of Laurel County to reduce sprawl, insure compatible land uses and allow for growth and development in an efficient and cost effective manner.
2. Hire a planning director to serve as staff to the Planning Commission and Board of Adjustment, enforce zoning regulations and oversee the building inspection program.
3. Update the London Zoning Ordinance, Zoning Map and Subdivision Regulations to ensure consistency with the comprehensive plan, new legislation and changing community conditions.
4. Incorporate landscaping, tree planting and maintenance standards into the city and county zoning ordinance and subdivision regulations.
5. Promote development patterns that follow guidelines for planned growth, respect urban service areas and frame development with open space. Prohibit or strictly limit nonconforming uses.
6. Develop design guidelines to accommodate big box and higher intensity developments which consider community compatibility standards and aesthetics.
7. Identify, establish and maintain open space and greenway corridors to enhance the natural environment, increase linkages between various recreational opportunities, protect environmentally sensitive areas and provide buffers between varying land uses.

# Goals & Objectives

8. Provide guidelines for residential development that stress flexibility and creativity in neighborhood design, focuses on neighborhood character, landscaped streets, open spaces and the preservation of natural features.
9. View development issues in terms of promoting overall quality of life. Mixing of residential and other land uses shall be encouraged, but only in appropriately planned and designed neighborhood developments.
10. Balance developmental needs with the preservation and protection of Laurel County's existing assets and character.
11. Restrain development in physically restrictive areas.
12. Require adequate preventive measures to minimize environmental degradation during construction in all areas.
13. Encourage quality and aesthetically pleasing development and redevelopment through fair, equal and uniform review processes, land use designations, subdivision regulations and other activities relating to planning.
14. Keep existing infrastructure efficient by promoting restoration and redevelopment of property already in commercial areas. New commercial, multi-family housing and other high-density land uses should be located near similar existing uses.
15. Promote aesthetically pleasing commercial development with appropriate access, signage and landscaping throughout Laurel County.
16. Encourage effective site placement, architectural and landscape design for commercial and industrial uses to facilitate aesthetically pleasing developments while eliminating adverse impacts to adjacent land uses. Nuisances such as smoke, dust, noise, light and odor shall be kept at a minimum. Site development and enforcement of such nuisances shall be carefully coordinated and require the necessary approvals of other regulatory agencies.
17. Update and enforce sign regulations that enhance the natural environment and minimize visual clutter.
18. Encourage coordination and cooperation between the planning commission and various other government entities.

London - Laurel County



# Goals & Objectives

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19. Require appropriate transitions between land uses of varying density or intensity.
20. Plans for future land development should create a compact pattern rather than a decentralized sprawl pattern.
21. Locate higher intensity land uses on roads capable of handling high traffic volumes. Require the provision of traffic impact studies and upgrading of roadways where the Level of Service (LOS) of the roadway is effected by a proposed development or land use.
22. Require the dedication of well-designed and usable open spaces in all types of development through provisions in the subdivision regulations and zoning ordinances.
23. Seek community development grant funds to build new structures/facilities, rehabilitate existing structures, redevelop neighborhoods and extend services and/or facilities to under served areas throughout Laurel County.
24. Implement zoning in unincorporated areas to limit the impacts of encroaching non-rural uses on preservation of farmland, cost of utility extensions and the orderly growth of Laurel County.
25. Reduce the cost of urban sprawl by creating development policies that promote orderly, cost effective growth throughout Laurel County.
26. Provide guidance for future growth of the City of London through annexation studies and implementation.
27. Improve code enforcement in the city and establish a nuisance ordinance and enforcement program in the county to clean up vacant or abandoned properties, open dumps, and junkyards to improve health and safety, beautify the area, and allow redevelopment of the property.
28. Require that current accessibility standards be met in the design and construction of new buildings and developments including sidewalks and walkways. Require appropriate modifications to meet accessibility standards when buildings are renovated including compliance with the Americans with Disabilities Act of 1990.