

**SMITHS GROVE CITY COMMISSION**

**ORDINANCE NUMBER 11-008 810**

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**AN ORDINANCE ADOPTING THE CITY-COUNTY PLANNING  
COMMISSION'S FOCUS 2030 COMPREHENSIVE PLAN.**

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**WHEREAS**, the City of Smiths Grove has agreed to adopt the county-wide Planning and Zoning Ordinance; and

**WHEREAS**, the City-County Planning Commission of Warren County and the Warren Fiscal Court has approved, as amended, the Focus 2030 Comprehensive plan;

**NOW THEREFORE, BE IT ORDAINED BY THE CITY COMMISSION OF  
SMITHS GROVE, KENTUCKY:**

That the full text, of the Focus 2030 as amended by the attached supplement is hereby approved and adopted as if copied in full.

Applicability - The provisions of this Zoning Ordinance shall apply within the incorporated limits of Smiths Grove, Commonwealth of Kentucky.

The provisions of this Planning Ordinance as amended shall become effective on September 1, 2012.

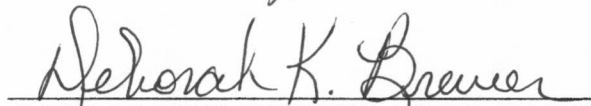
Passed on First Reading by roll call vote this 22nd day of August 2011.

Passed by roll call vote and adopted on Second Reading this 26th day of September 2011.

APPROVED:

  
BERT E. HIGGINBOTHAM, MAYOR

ATTEST:

  
DEBORAH K. BREWER, CITY CLERK

# FOCUS2030



## **Bowling Green/Warren County Focus 2030 Comprehensive Plan**

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**Prepared for the City-County Planning Commission  
of Warren County, Kentucky**



**Planning Commission Recommendation  
June 2, 2011  
Fiscal Court Amendment  
August 12, 2011  
Oakland City Commission Amendment  
August 15, 2011  
Smiths Grove City Commission Amendment  
August 22, 2011**

**Effective Date: September 1, 2012  
Prepared by Wallace Roberts & Todd, LLC**

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## PLAN HIGHLIGHTS

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The Focus 2030 Comprehensive Plan presents a new way of imagining what a sustainable future looks like, from the many perspectives that make a comprehensive plan truly “comprehensive.”

To respond to the Vision Statement’s mandate for a change in land use policy, and to provide for greater simplicity and consistency in the development review and zone change process, Focus 2030 introduces the following major initiatives:

### ***Future Land Use Element***

The Future Land Use Element, with its accompanying Future Land Use Map **and Growth Management Framework**, clearly set out expectations for what our land use and growth patterns may look like in 20 years, creating greater policy clarity. This makes the development review process more predictable and thus less adversarial and more cooperative between government and developers and property owners. It also provides greater flexibility than current zoning in allowing innovative forms of development which reduce vehicular trips and provide for a more diverse array of housing choices to meet changing preferences and demand for affordability.

The following paragraphs summarize this element’s key proposals:

#### **1. Re-establishment of the Future Land Use Map (FLUM)**

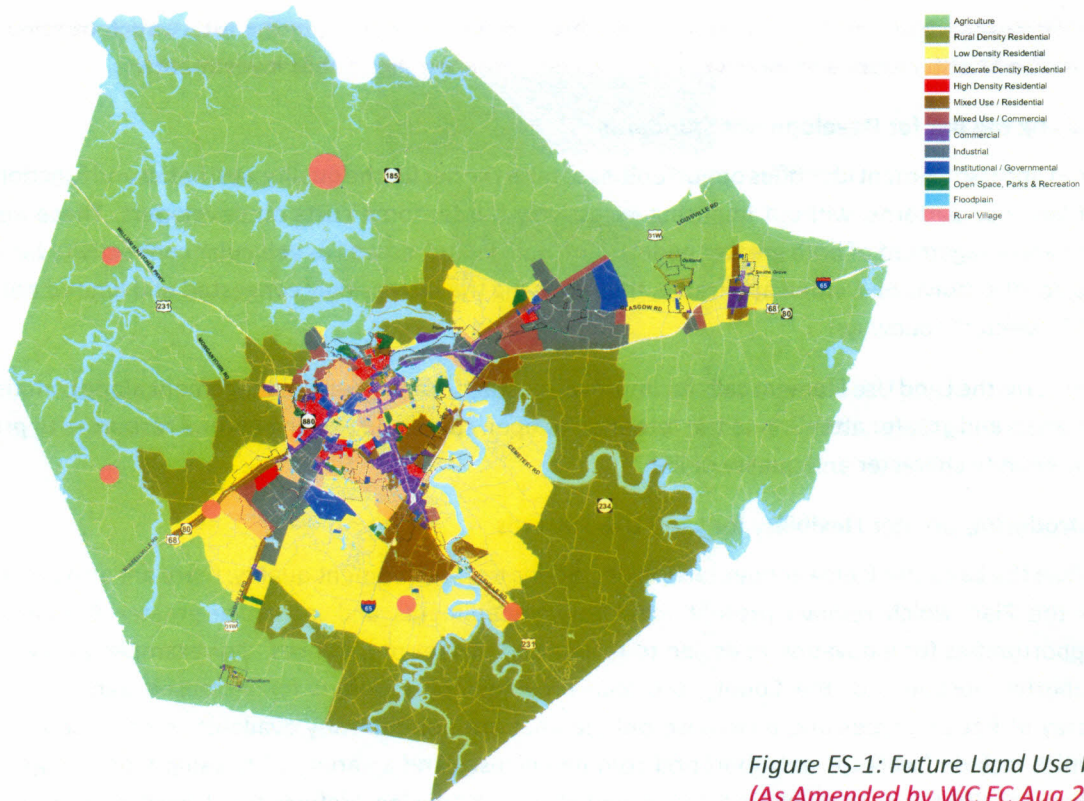
The re-introduction of a Future Land Use Map in the County’s Comprehensive Plan provides greater predictability in the development approval process than relying on the interpretation of an array of written policies alone. The Future Land Use Map (Figure ES-1) depicts, in a generalized fashion, the expected long-range (20-year) future pattern of land use throughout the community. The relatively broad categories illustrated on the FLUM indicate the land use types considered appropriate in each area of the County.

The FLUM is an advantageous tool for landowners, prospective developers and neighborhood residents alike in making clear decisions regarding land uses, densities, and types of development which are considered suitable at particular locations.

#### **2. Establishment of Growth Tiers for Staged Development and Integrated Land Use and Infrastructure Policy**

The Land Use Element, in embracing policies for sound, staged and fiscally responsible development, seeks to stage growth in a logical manner, consistent with the local government’s ability to provide public investments in infrastructure and services over time. The plan proposes to do this through a Tier System (Figure ES-2), which encourages growth where infrastructure is already in place (Tier One) and where it can be provided, cost effectively, over the 20-year plan horizon (Tier Two).







~~While development in the rural fringe (Tier Three) is not prohibited, in the future such development must be of a character and intensity that does not require major public investments.~~

### **2.3. Raising the Bar for Development Standards**

The Land Use Element identifies opportunities to raise the bar for the quality, aesthetics and functionality of land use patterns, without imposing excessively burdensome costs on developers. These include the encouragement of both greater pedestrian “walkability,” as well as vehicular connectivity between adjacent subdivisions, when applicable, thus relieving the increasingly congested and limited network of “collector” roadways.

Similarly, the Land Use Element calls for improved aesthetics and access management along commercial arterials and greater attention to the retention of open space and existing natural resources to protect community character and quality of life.

### **3.4. Introducing Greater Flexibility for Land Use Patterns**

While the Land Use Element does raise expectations for development quality, there are also provisions in the Plan which remove present regulatory impediments and introduce greater flexibility and opportunities for innovation in design to respond to market preferences. For example, in urban and suburban locations of the County, the plan provides opportunities for increased density, a wider array of housing types and mixed use options that are not currently available, such as subdivisions which include “walk-to” neighborhood commercial uses and a variety of housing types to appeal to changing lifestyles, an aging population and changing housing preferences. Likewise, in rural areas landowners and developers will have the choice to cluster development on smaller lots in conservation development, which promotes voluntary retention of scenic rural open space by offering a greater number of smaller clustered lots in return for the protection of the open space. In addition, this element recommends the creation of a new optional agricultural zoning district, with a density of one (1) dwelling unit per no less than 40 acres, as a tool available to landowners who wish to protect prime agricultural land.

In the Plan, these are offered as options to more flexibly respond to market preferences as land owners, developers and builders see fit, and should not be interpreted as mandates.

### ***Transportation Element***

Focus 2030 recognizes that Kentucky’s Transportation Cabinet has limited resources to build the costly planned new highways that would help relieve congestion. Consequently, the plan calls on us to be resourceful in reserving the road corridors we will need in the future when funds are available, while focusing on incrementally building a much more interconnected local road network or “grid” of travel choices.

The plan also proposes measures to mitigate our growing automobile congestion by encouraging compact development which reduces vehicular trips and promotes walkability and use of transit, and by increasing road capacity through better access management along highway corridors.

### ***Infrastructure and Community Facilities Element***

The Plan promotes wise use of our limited fiscal resources by guiding growth to those sections of our



- (a) That the existing zoning classification given to the property is inappropriate and that the proposed zoning classification is appropriate; and
- (b) That there have been major changes of an economic, physical or social nature within the area involved which were not anticipated in the adopted comprehensive plan and which have substantially altered the basic character of such area.

## 1.4 PLANNING PROCESS

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The Focus 2030 Comprehensive Plan was prepared over an approximately four-year period as part of a process that included five (5) phases of work. The process was facilitated by the Planning Commission's consultant, WRT, but in fact it was led by an appointed citizens' Task Force. Task Force members were charged with representing the interests of numerous, sometimes divergent interests in the County. Not only did these citizens generously volunteer their time to participate in monthly meetings, but also, and most importantly, they were instrumental in distilling their fellow citizens' ideas into the Vision Statement and in defining a policy framework best suited to Warren County to make the vision a reality. They also served as facilitators, scribes, and hosts for the planning processes' various community involvement activities. All meetings of the Comprehensive Plan Task Force were open to the public.

After a one-month Mobilization and Orientation Phase, during which WRT collected data, toured the County, held kickoff meetings with staff and the Comprehensive Plan Task Force, and conducted interviews with over thirty (30) individual and group stakeholders, the progression of planning tasks began with Phase Two. During this phase, which ran in parallel with Phase Three, WRT developed a community assessment (included as Appendix 5.1 at the end of this volume) to characterize key conditions and trends related to growth and change in Warren County and the City of Bowling Green. As part of this assessment, WRT reviewed regulations, demographics and economic conditions, the transportation and infrastructure systems, and other components of the County's physical structure to identify key issues, needs, and opportunities.

In Phase Three, Community Visioning, WRT and Planning Commission staff conducted a series of interactive exercises with the residents of Warren County to solicit input on the community's values and expectations for quality of life, growth and development, and design character. This input served to prepare the Focus 2030 Vision Statement, which expresses "what we want Warren County and Bowling Green to be in the future." Eight (8) visioning sessions were held throughout the County to maximize opportunities for participation, and some 200 people participated.

In Phase Four, a series of principles were developed based on the Vision Statement to guide growth, and they were used as the basis for the Future Land Use Map, which illustrates the desired general pattern of future land use, to be achieved incrementally, and over a period of 20 years. ~~An accompanying growth management framework was developed to guide development over the same 20-year timeframe, tied to the availability of infrastructure.~~ Goals, policies and actions were prepared for each topical Plan element, always with an eye towards achieving the vision. The elements were presented sequentially



## 2.2 GUIDING PRINCIPLES

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The primary motivation in creating the Focus 2030 Vision Statement was to identify those values that most of our residents share for the quality of life and character of our community, today as well as in the future. This Vision of our future is our *shared “destination,”* what we aspire to achieve through the policy elements contained in the next chapter of the Comprehensive Plan. Together, the Vision Statement and the policy elements are the means by which the residents of Warren County will retain and enhance the community’s character, define its identity, and ensure a sustainable future.

Based on the input received at the community forums, the input of the Comprehensive Plan Task Force, and the resulting Focus 2030 Vision Statement, the following broad principles have guided the preparation of this comprehensive plan and specifically the development of the goals, policies and actions within each one of its elements:

### Generally

- Improve the existing **balance** of land uses.
- Discourage **sprawl patterns** to strengthen our urban core, preserve our farmland and open space, and reduce the fiscal burden of inefficient development.
- Provide **more and better choices** for developers and greater flexibility for new development types,
- Expand the range of **housing choices**,
- Promote **connectivity and alternative movement systems**,
- Protect our **natural and cultural assets**; and
- Improve the visual/aesthetic character of our built environment.

### The Land Use/Infrastructure Connection

- ~~The Future Land Use Map and the Tier Map work together!~~
- Designations of presently undeveloped land are influenced by:
  1. transportation/ accessibility (including planned improvements)
  2. availability of infrastructure
  3. adjacent existing land uses.

### Bowling Green and Urbanizing Area

- Consider **existing predominant uses**.
- Strengthen and enhance our **downtown**.
- Protect our **stable residential neighborhoods and historic districts**.
- Strengthen our **vulnerable residential neighborhoods**.
- Encourage **revitalization** of transitional and deteriorated areas.
- Encourage more **mixed use, walkable** development.

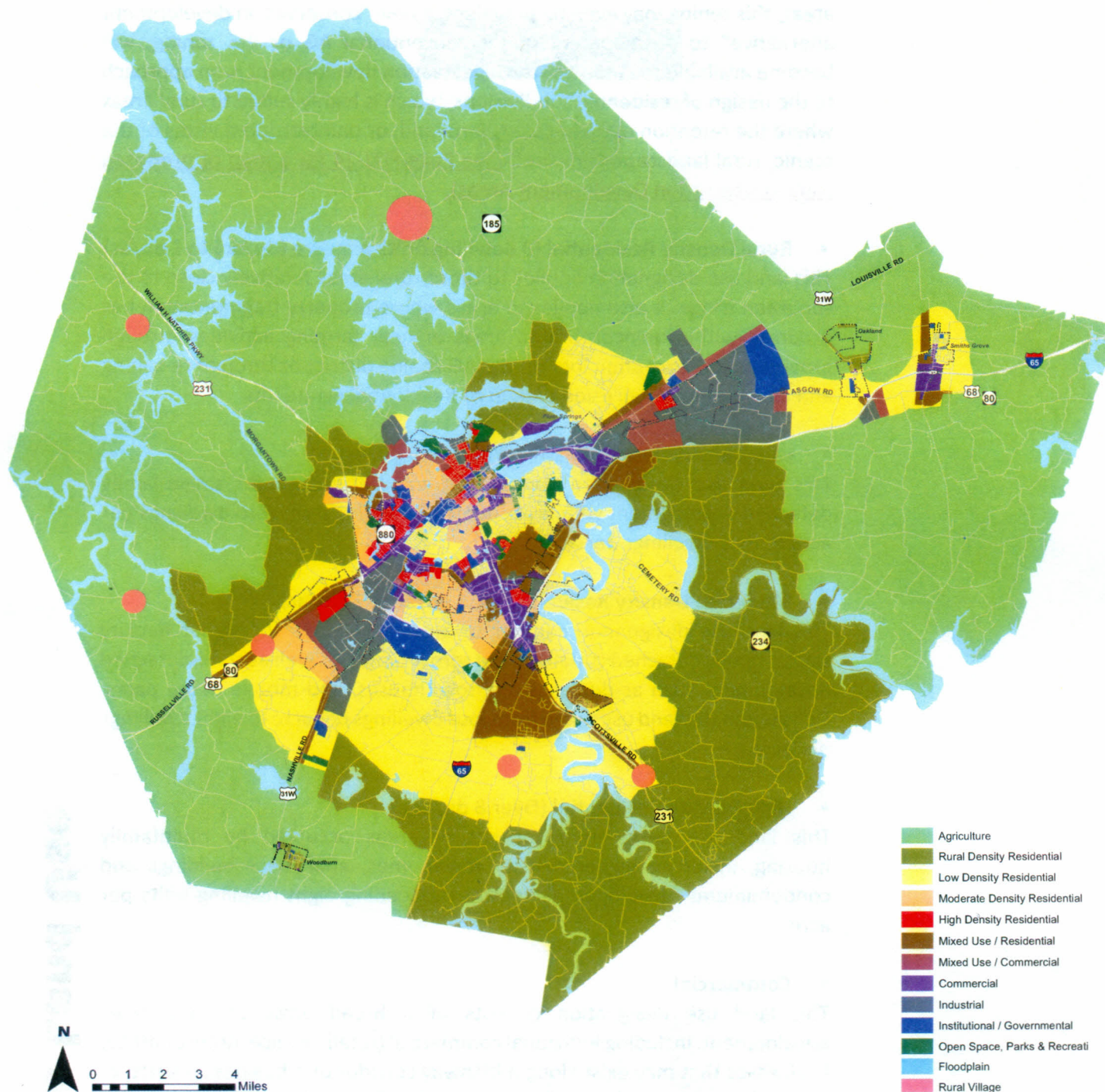


Figure FLU-4: Future Land Use Map (FLUM), conceptually representing the pattern of land use in Warren County in the year 2030. The goals, policies and actions in the Future Land Use element all strive toward achieving this land use pattern.

(As amended by WC FC Aug 2011)



While the presence of R-E-zoned land is acknowledged, and in some small areas, this zoning may even be prevalent, a new “conservation development alternative” to development under conventional AG or R-E zoning, will become available to landowners. Conservation development is an approach to the design of residential subdivisions, which is highly suited to rural areas where the retention of open space, farmland, or uninterrupted vistas of the scenic, rural landscape is desired ([See Page FLU-24 for a map of proposed Land Conservation Development Areas](#)).

- **Rural Density Residential (0 dwelling units per acre (du/ac) to 1 du/ac)**

This land use designation applies to those rural areas relatively close to the suburban fringe. It also applies to areas where property fragmentation has occurred within unincorporated areas or near farming activities through provisions for “exception lots” in the AG zoning district or through re-zoning and incremental subdivision of land as Residential Estate lots.

- **Low Density Residential (0 du/ac to 4.5 du/ac)**

This land use designation comprises areas designated for single-family detached development with gross densities ranging from zero dwellings per acre to four dwellings per acre.

- **Moderate Density Residential (4.6 du/ac to 8 du/ac)**

This land use designation consists of areas developed for higher density single-family detached (small lot and zero lot-line), as well as semi-detached development such as duplexes and townhouses, and mobile home parks. Densities in this land use range from four dwellings per acre to eight dwellings per acre.

- **High Density Residential (Over 8 du/ac)**

This land use designation consists of areas occupied by multifamily housing, including higher density townhomes, apartment buildings and condominiums, developed at densities exceeding eight dwelling units per acre.

- **Commercial**

This land use designation consists of a broad array of commercial development, including individual commercial (retail, service, hotel or office) businesses that may exist along a highway corridor or a business district, as well as larger planned shopping centers and office parks.

- **Mixed Use**

The Future Land Use Map includes two categories of mixed land use. They refer to areas that combine complementary activities—for example, retail, office or other commercial uses with residences, or industry with commerce.



*a proposed development is in clear conflict with the Comprehensive Plan, such approvals may not be granted unless and until the Plan and the FLUM is amended, in the same manner as it was adopted under the provisions of KRS 100. The Planning Commission shall base its recommendations for such amendments upon findings of fact, based on defined criteria.*

- Action LU-1.1.3 The following is a recommended protocol for the use of the Future Land Use Map and a “checklist” for amending the FLUM. **The same protocol applies to the Tier Map, which is considered a component of the Future Land Use Map (see Objective LU-1.2 and corresponding actions):**

#### **Purpose / Relationship to Zoning**

While the Zoning Map, and its associated zoning districts, defines specific uses and development types currently permitted for individual properties, the Future Land Use Map depicts more broadly the likely pattern of land uses that may exist in the future. Therefore, the FLUM does not directly determine the specific development that may be approved for a particular property. Applicants for zoning changes must demonstrate that the proposed use / development is consistent with the land use designation on the FLUM. However, consistency with the FLUM is only one of several considerations, and all other development criteria must be met for a rezoning approval, per the process laid out in the zoning ordinance.

Because FLUM designations are considerably broader than provided in specific zoning districts, several different zoning districts may conform to the provisions of a single FLUM land use category. However, in cases where a proposed development type and associated zoning district is clearly inconsistent with the FLUM, and/or other provisions of the Comprehensive Plan, such rezoning approvals shall not be granted until and unless the FLUM is amended.

#### **Development Review Provisions**

- Unless specifically exempted by the zoning ordinance or by the Planning Commission, all zone change requests must be accompanied by a development plan including any or all of the following: location and bulk of buildings and other structures, intensity of use, density of development, streets, ways, parking facilities, signs, drainage of surface water, access points, a plan for screening and buffering utilities, existing and man-made and

natural conditions, and all other conditions requested by the Planning Commission and agreed to by the applicant.

- All proposals for new development must be assessed to determine their compatibility with the existing surrounding development. Compatibility may be shown because the proposed use is the same as the surrounding neighborhood, or it may be established by site design, buffering, control of access through the adjacent neighborhood, or other measures.

### Exceptions

The following types of re-zoning requests shall not require FLUM amendment prior to consideration for approval:

- Emergency situations requiring immediate actions to protect public health, safety and welfare (e.g., providing temporary housing for those displaced by a natural disaster)
- Corrections of mapping errors
- ~~Tier 3~~ residential rezoning requests for non-conforming parcels that are less than 5 acres in size and are compatible with existing residential land uses.
- Rezoning requests of 10 acres or less, where a proposed development site lies within two or more future land use designations, if at least 50% of the property lies within a zoning district which is consistent with the requested future land use designation

### Procedures for Amending the FLUM

The Planning Commission will accept applications for FLUM or Comprehensive Plan text amendments quarterly. The rezoning application that necessitates the FLUM amendment can be submitted concurrently.

Applicants shall submit all materials required for consideration of the rezoning request. In addition, applicants must submit evidence of compatibility with surrounding / adjacent land uses and with the capacity of roads, water, sewer and stormwater infrastructure systems. The Planning Commission's approval of a FLUM amendment request should be based on at least one of the following criteria:

- That there have been major changes of an economic, physical, or social nature within the area involved, which were not anticipated in the adopted comprehensive plan and which have substantially



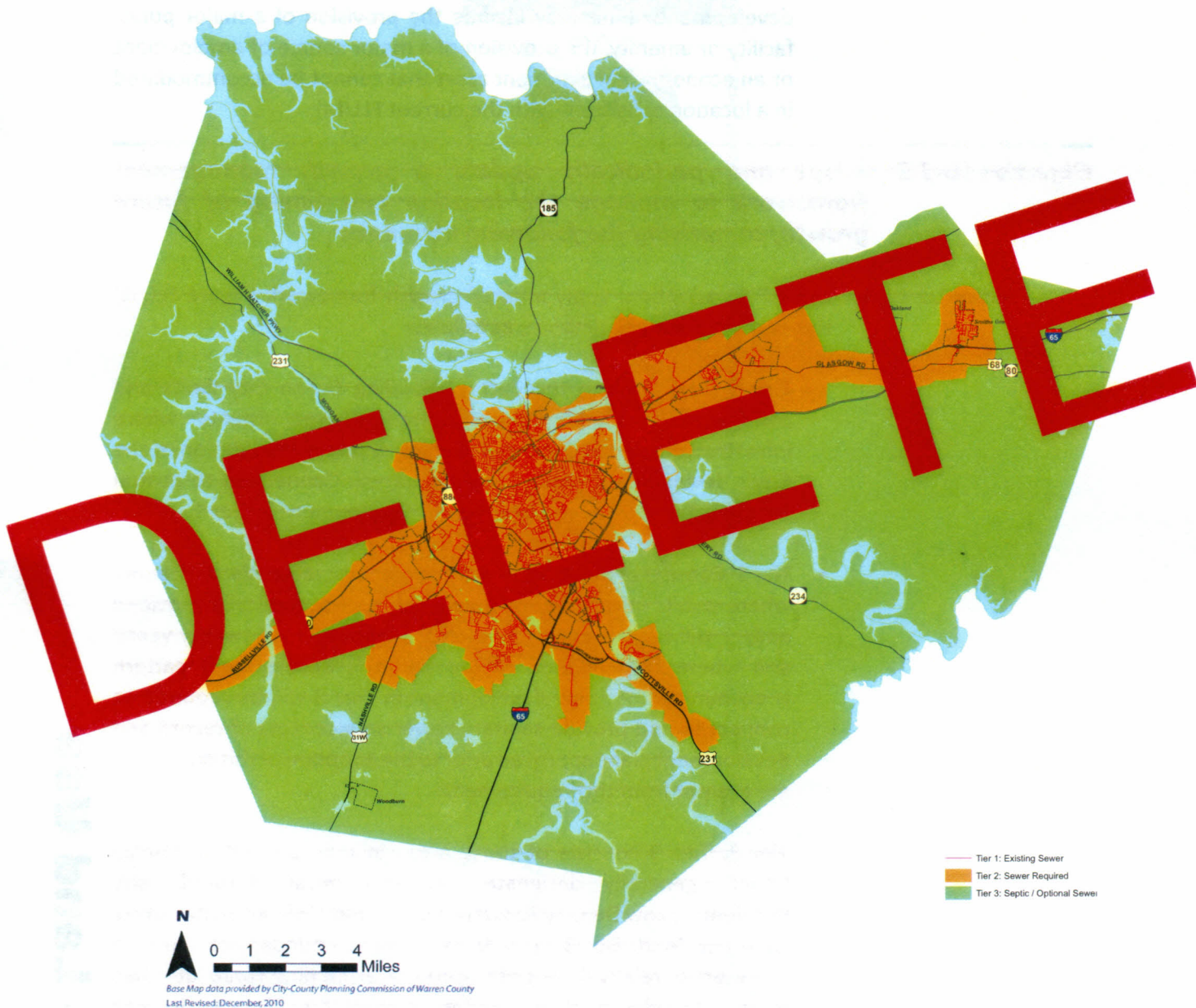


Figure FLU-5: Growth Management Framework, categorizing land into "growth tiers" based on both development character and availability of infrastructure.



altered the basic character of such area (such as a planned highway construction).

- A demonstrated over-riding public benefit of the proposed development. (This may include the provision of a major public facility or amenity, the provision of a major source of employment or an economic development asset that cannot be accommodated in a location consistent with the current FLUM).

**~~Objective LU-1.2 Adopt and periodically update a growth management framework to manage the location and timing of future growth, comprising the following elements:~~**

~~Action LU-1.2.1 Upon Plan adoption, apply a tiered-growth framework (Figure FLU-5) through the Zoning Ordinance, as follows:~~

- ~~• Tier 1: Areas within the current Bowling Green City limits and contiguous areas of unincorporated Warren County where infrastructure systems are in place and where consolidation of the City's development pattern is encouraged. Connection to central infrastructure will be required for all development in Tier 1.~~
- ~~• Tier 2: Consists of those areas within unincorporated Warren County where public infrastructure exists, can be economically provided and/or will be proactively extended within the next twenty years, and where consolidation of the County's development pattern is encouraged. All new development in Tier 2 will be required to connect to and provide sanitary sewer service. Lots of record and development plans approved prior to the adoption of this document are exempt from this requirement.~~
- ~~• Tier 3: Tier 3 consists of those areas in unincorporated Warren County generally designated as Agricultural, Rural Density Residential, Low Density Residential, and Rural Village in the Future Land Use Map. Tier 3 extends beyond the boundary of Tier 2 to those areas relatively remote from the expanding rural/suburban fringe. Development in this Tier is subject to the density and infrastructure constraints established in LU-1.1.1 concerning the Agricultural, Rural Density Residential, Low Density Residential, and Rural Village land use categories.~~

~~Action LU-1.2.2 Consider requiring that any sewer or water trunk line or main extension required by new developments in Tier 2 be sized to accommodate anticipated development in the surrounding service area.~~



*locations suitable for major traffic generators such a “big box,” as well as access management techniques to reduce traffic conflicts. One such technique is to require that all adjacent parking lots be connected, thus allowing drivers to go from center to center without re-entering the highway.*

- Action LU-2.3.4 Require that proposals for heavy industrial development in areas with a DRASTIC index of greater than 160 be accompanied by a detailed geologic analysis to determine the carrying capacity of the underlying soils with respect to the possibility of accidental spills of hazardous materials and storm water management.
- Action LU 2.3.5 Modify regulations to ensure that the location of all industrial development shall give due consideration to the karst landscape, the carrying capacity of the underlying soils and karst streams, and to prevailing wind direction to minimize the possibility of adverse impacts on the natural environment or on surrounding uses.

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**Objective LU-2.4** *Establish a consistent sector/ small area planning process to focus on areas of the County or the City that require special attention and a more detailed level of planning.*

**Context:**

*Numerous models for sector or small area plans exist and are available from communities across the country. In addition, the Planning Commission staff has previously developed “focal point” plans for several areas of the County, which can serve as a starting point to craft a consistent planning process. Additional study areas, potentially including gateways, commercial corridors, and residential neighborhoods should be identified.*

- Action LU-2.4.1 Identify candidate study areas for sector planning, including those that are susceptible to change because of particular growth pressures, the potential availability of land for development, or obsolescence/decline. These may include, but are not limited to, those illustrated in the Areas Susceptible to Change Map (Figure FLU-6).
- Action LU-2.4.2 Develop local design guidelines and implement regulations for sub-areas within the County for which sector area plans are prepared.
- ~~Action LU-2.4.3 Continue to implement the adopted policy plans for Lovers Lane, Cemetery Road, Walnut Valley, the Cedar Ridge Neighborhood and the rural villages of Smiths Grove, Oakland and Woodburn. Any discrepancies between the 2030 Comprehensive Plan Future Land Use Map and the adopted policy plan maps shall follow that of the adopted policy plan (Volume 2 - Appendix 3).~~



### Context:

A conservation easement is a deed restriction landowners voluntarily place on their property to protect resources such as productive agricultural land, ground and surface water, wildlife habitat, historic sites or scenic views. Conservation easements are flexible documents tailored to each property and the needs of individual landowners.

Agricultural conservation easements limit subdivision, non-farm development and other uses that are inconsistent with commercial agriculture. Most easements allow lots to be reserved for family members.

Most agricultural conservation easements are permanent, but term easements which impose restrictions for a specified number of years are also possible. They may cover an entire parcel or portions of a property.

After granting an agricultural conservation easement, landowners retain title to their property and can still restrict public access, farm, use the land as collateral for a loan or sell their property. Land subject to an easement remains on the local tax rolls. Landowners continue to be eligible for state and federal farm programs. Grantors can receive several tax advantages. Donated agricultural conservation easements that meet Internal Revenue Code Section 170(h) criteria are treated as charitable gifts.

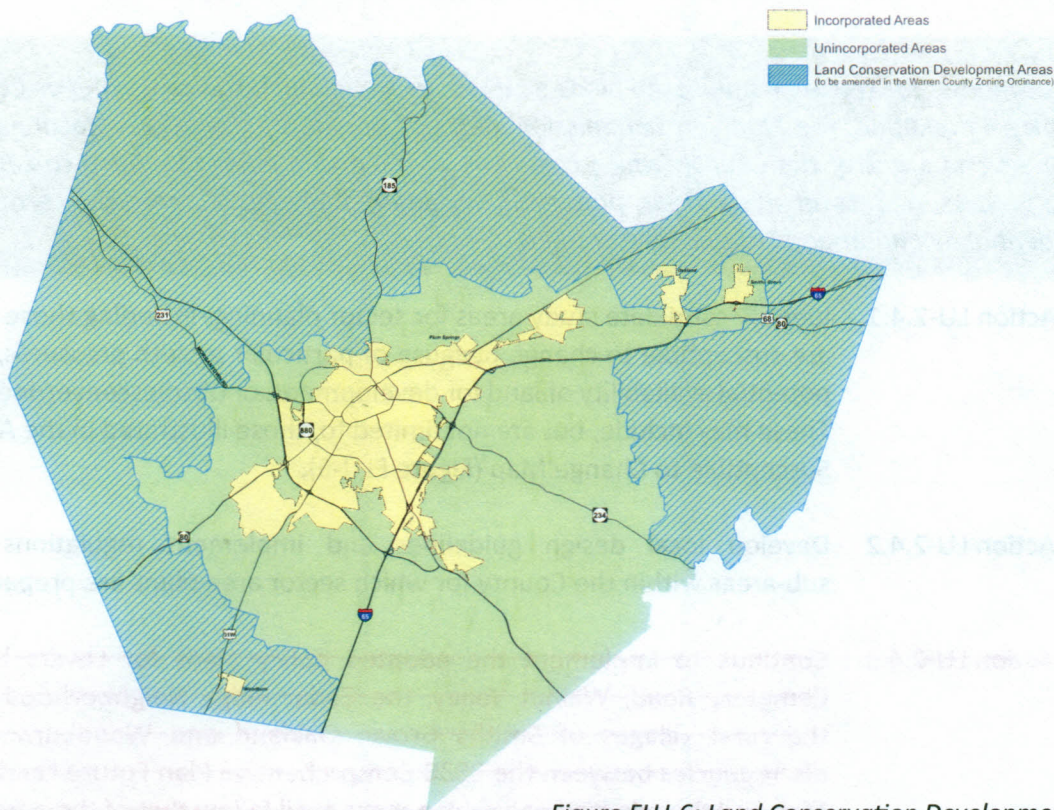


Figure FLU-6: Land Conservation Development Areas  
(As amended by WC FC Aug 2011)



**Objective LU-2.7 Consider potentially available resources to pursue a “purchase of development rights” program in Warren County.**

**Context:**

A Purchase of Development Rights (PDR) Program under which a landowner voluntarily sells rights to develop a parcel of land. The landowner retains all other ownership rights attached to the land and a deed restriction is placed on the land and recorded on the title. The buyer essentially purchases the right to develop the land and extinguishes that right permanently, thereby assuring that development will never take place. Landowners usually will take the proceeds from the sale to invest in farming operations, or pass it on to heirs at significantly reduced taxable value. PDR programs typically are voluntary.

Action LU-2.7.1 Identify potential sources that may be used to start up and maintain a PDR program.

**Objective LU-2.8 Continue to apply selected policies established in prior focal plans and overlay districts, in particular those pertaining to the smaller incorporated cities and corridors.**

**Context:**

The contents of existing focal plans and overlay districts are hereby incorporated into this plan by reference, and shall apply unless such policies are in conflict with the intent of this plan or the FLUM.

Action LU-2.8.1 Continue to implement the adopted policy plans for Lovers Lane, Cemetery Road, Walnut Valley, the Cedar Ridge Neighborhood and the rural villages of Smiths Grove, Oakland and Woodburn. Any discrepancies between the 2030 Comprehensive Plan Future Land Use Map and the adopted policy plan maps shall follow that of the adopted policy plan (Volume 2 - Appendix 3). (Moved from FLU-19. Old Action Item 2.4.3).

**Objective LU-2.9 Identify techniques to protect the County’s small municipalities and rural settlements from development that is out-of-character.**

**Context:**

Like the unincorporated rural areas, Warren County’s fifth and sixth class cities and its unincorporated settlements may become at risk of becoming surrounded by new development, compromising their character and identity over the 20-year comprehensive plan horizon. The plan, therefore, should identify new, proactive mechanisms to ensure that development remains compatible with each community’s scale and character. Tools may include a revised and updated set of Focal Point Plans, as well as a set of tailored development standards to be applied via overlay districts.



### 3.3 COMMUNITY FACILITIES ELEMENT

#### Background

Community facilities play a significant role in the dynamic of growth of our community. Well-timed and strategically located, these facilities are necessary to promote and sustain the growth pattern proposed in the Future Land Use Map and **Tiered Growth Concept**. They are also critical to achieving and maintaining the high quality of life that Warren County residents aspire to, according to our 2030 Vision Statement.

Community facilities include both utility infrastructure and public services provided by Warren County, the municipal governments or other agencies, for the benefit of their residents. For the purposes of this Comprehensive Plan, the Community Facilities Element includes the following topics:

- Water and sewer
- Solid Waste
- Stormwater management
- Public safety services (police, fire, and emergency services)
- Schools
- Library services
- Telecommunications

Parks and recreation, while also providing services and programs in community facilities and sites, is not included in this catalog. Instead, a separate element addresses issues and goals related to the provision of recreational facilities and programs. Another type of infrastructure, transportation, also has its own element.

Sanitary sewer service is provided by Bowling Green Municipal Utilities (BGMU) and Warren County Water District (WCWD), which maintain separate wastewater collection systems. However, all collected sewage is treated at BGMU's treatment plant located near the south bank of the Barren River on the northern side of the City. With an average daily flow of 9.4 million gallons per day (MGD) and capacity of 10.6 MGD, this

#### Quick Facts 2009:

- Potable Water and Sanitary Sewer Service Providers: Bowling Green Municipal Utilities (BGMU) and Warren County Water District (WCWD).
- BGMU handles water and sewer treatment for both city and county.
- Current Sewer Treatment Plant:
  - Average Daily Flow (ADF) = 9.4 MGD
  - Capacity = 10.6 MGD.
  - Projected 2025 demand = 15 MGD (Expansion to 15 MGD underway).
- Current Water Treatment Plant (BGMU):
  - Capacity = 30 MGD
  - ADF = 16 MGD.
  - Projected demand: increasing faster than previously projected.
- Fire Safety:
  - Fire stations: BGFD = five; WCFD = nine.
  - Areas of the County not within 5 roadway miles of a station are ineligible for commercial, industrial or multi-family development.
  - Current Fire Flow Guidelines: min. 250 gallons per minute (GPM) at 20 pounds per square inch (psi) residual pressure for detached single-family residential; min. 600 GPM at 20 psi residual pressure for all other development types.
- Police Protection: Bowling Green Police Department, Warren County Sheriff's Department, WKU Police Dept., KY State Police.
- Current Schools:
  - WCSD = 13 elementary schools, three middle schools and four high schools.
  - BGISD = five elementary schools, one middle school, one high school and one alternative school.
  - Post-Secondary Education: Western Kentucky University, Bowling Green Technical College, Daymar College.
- Libraries: WCPL system consisting of one main library and three branches plus a mobile branch.



## COMMUNITY FACILITIES GOAL

***Provide community facilities and services that meet the physical, social, and cultural needs of the population of Warren County and its municipalities.***

### OBJECTIVES / ACTIONS

#### **Objective CF-1 General**

***Ensure the provision of adequate public facilities and related services to meet the demand of existing and future residents and associated commercial and industrial growth.***

- Action CF-1.1 Proactively plan all public facilities to support desired land use patterns. Complete plans within timeframes sufficient to allow strategies for meeting future needs to be implemented before current planned capacities are exceeded.

#### **Context:**

*Coordination of community facilities and service planning with land use and development policies is essential to ensure efficient, cost effective provision of future public facilities and infrastructure. This includes the staging of development to permit efficient service delivery and maximize use of available infrastructure before additions or expansions are necessary. Figure CF-1 indicates anticipated gaps for some of these facilities and services based on the proposed future land use pattern and development staging system (Tiers).*

- Action CF-1.2 Consider the practicability of a variety of tools, such as special purpose/ tax assessment districts or adequate public facilities regulations, to ensure the equitable financing of public facilities and services.
- Action CF-1.3 Consider the application of land dedication requirements for schools and other community facilities.
- Action CF-1.4 Consider establishing a process for coordinated development review with utility providers, Planning Commission staff, parks department representatives, school district representatives, postal service representatives, fire and police representatives, and other such relevant agencies, to expedite and more effectively coordinate development reviews.

**Objective CF-2 Water and Sewer**

***Ensure an appropriately staged, efficient provision of water, sewer infrastructure to support the planned incremental growth of the community.***

- Action CF-2.1 During the next update of the long-range sewer facility master plan and related capital investment plans, aim for consistency with the **Tiered Growth** concept described in the **Future** Land Use Element.
- Action CF-2.2 Give priority to upgrading and maintaining existing water and sewer infrastructure to encourage reinvestment in existing developed areas and to support existing and projected demands.
- Action CF-2.3 Consider creating an equitable financing structure for the efficient and cost-effective provision of water and sewer infrastructure improvements necessary to serve new development **in Tier-2**. This structure may take the form of special purpose districts, while the financing mechanisms may include grants, special assessments, a utility service district, and others. (See also Action CF-1.2)
- Action CF-2.4 Encourage developers to take advantage of statutory funding alternatives for infrastructure as provided in Chapter 107 of the Kentucky Revised Statutes.
- ~~Action CF-2.5 Require that the following uses be serviced by public sanitary sewer upon the adoption of this Comprehensive Plan:~~
- ~~• All new commercial and industrial developments, except those types specifically allowed in Tier 3 or the Agricultural/Rural Residential land use district.~~
  - ~~• All new residential development in Tiers 1 and 2, except as specifically allowed by the Land Use Element.~~
- Action CF-2.5 Consider requiring that any sewer or water trunk line or main extension required by new developments in Tier-2 be sized to accommodate anticipated development in the surrounding service area. (Moved from FLU-15. Old Action Item LU-1.2.2).
- Action CF-2.6 On-site sewage disposal systems may continue to be used provided that:
- ~~• New systems may only be approved in conformance with the~~



**parameters of the Tiered Growth concept:**

- The Health Department must perform a site evaluation to determine the location, size, and type of on-site system to install.
- The site evaluation must be performed and the on-site disposal system located on the site before obtaining a building permit.
- Every on-site disposal system installation, regardless of lot size, must be approved by the Health Department.

**Action CF-2.7**

In coordination with the Health Department, consider establishing an on-site sewage disposal system preventive maintenance program to ensure continued proper functioning of these systems, particularly in areas where there may be a risk of water quality problems and threats to public health.

**Context:**

*The County's DRASTIC Index Map (Figure CF-2) shows that those areas of Warren County most likely to be developed with on-site sewage disposal systems (because of geology, topography, or lack of public infrastructure) are also the most vulnerable to groundwater contamination due to the widespread presence of Karst. While new on-site sewage disposal systems are becoming more effective, safer, and easier to maintain, it is important that the County and the City work closely with the Health Department to require that state-of-the-art technologies are used as they become commercially available, and that existing systems are inspected regularly.*

**Action CF-2.8**

Continue the practice of evaluating the entire water and sanitary sewer systems every five (5) years in order to maintain a high level of service.

**Objective CF-3**

**Solid Waste**

***Pursue active County participation in regional planning for solid waste facilities to ensure adequate landfill capacity to serve the needs of the projected population through the end of the Comprehensive Plan horizon and beyond.***

**Context:**

*Each residence, business, and industry in Warren County is required to use approved solid waste disposal services. These services are provided through franchises approved by Warren County Fiscal Court, with the exception of Smiths Grove and Western Kentucky University, which manage their own service contracts. Most solid waste in the BRADD region, within which Warren County is included, goes to Glasgow Regional Landfill or Southern Sanitation Landfill in Logan County. Other landfills utilized by collection companies in the region include Ohio County Balefill, Upper Cumberland Landfill, and Daviess County Landfill. The Southern Sanitation Landfill in Logan County is also permitted as a construction/demolition debris landfill.*



- Action CF-3.1 Maintain and update city and county-wide solid waste management plans that include short and long-term waste reduction and recycling goals.

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**Objective CF-4 Stormwater**

***In coordination with other responsible agencies, continue to develop and implement programs to manage stormwater runoff to prevent flooding, address water pollution, and improve the quality of the County's and the region's water bodies.***

- Action CF-4.1 Continue to modernize design standards for stormwater structures and outlets to reflect an emphasis on water quality, protection of stream ecology, and conformity with state regulations. Where feasible, such structures should be designed as (scenic or recreational) amenities.
- Action CF-4.2 Continue to implement best management, "low impact" and "green" development standards and techniques to reduce the quantity and improve the quality of stormwater runoff from new and existing development.
- Action CF-4.3 Continue to require that all stormwater plans, construction and approvals be based on the 100-year flood event.
- Action CF-4.4 Continue to prohibit the construction of structures or on-site waste disposal systems in areas affected by the 100-year flood event.

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**Objective CF-5 Public Safety**

***In coordination with other responsible agencies, continue to monitor the community needs for expansion of staff and facilities to meet fire and police protection.***

- Action CF-5.1 Consider enacting a "facility planning system" based upon objective level of service standards, such as response times, for fire and police facilities and services.
- Action CF-5.2 Establish consistent zoning and subdivision standards to require that any sewer or water trunk line or main extension required by all development ~~in Tiers 1 and 2~~ be sized within that development to accommodate anticipated development in the surrounding service area. Developments shall demonstrate compliance with local fire suppression standards for each development type, including any necessary mitigating measures (water towers, cisterns, sprinklers,



etc.). Documents submitted to demonstrate such compliance shall be certified by a professional engineer.

Action CF-5.3 ~~In Tier 3~~, any new subdivision encompassing 5 lots or more shall be required to provide a minimum fire flow of 250 GPM. An exemption for subdivisions consisting of no more than 4 lots will continue to apply.

Action CF-5.4 Periodically, and as may be consistent with the proposed “facility planning system” described in CF-5.1, review the above fire flow standards to ensure their adequacy to serve future growth.

Action CF-5.5 Pursue neighborhood conservation, economic development and other programs and policies that will foster a “safe community.”

**Context:**

*Safety is related to many different factors, including economic opportunity, healthy neighborhoods with involved residents, and a good public school system. The support of governmental agencies other than those directly involved in public safety is important; for example, recreational programs for youths; small business, employment and training programs for disadvantaged minorities, etc.*

Action CF-5.6 Review and revise zoning and subdivision regulations as necessary to promote the application of CPTED (Crime Prevention Through Environmental Design) and “safe-by-design” principles and techniques in new and existing development.

**Objective CF-6**

**Schools**

***Coordinate with Warren County Public Schools and Bowling Green Independent School District to identify school sites, consistent with the Comprehensive Plan’s policies for growth and development.***

**Context:**

*Like public facilities and services provided by the County and the City, it is critical that schools be systematically planned for, to ensure that future needs are met and that schools are appropriately located to support land use and development policies. ~~Locating schools to be consistent with the Tiered Growth concept should be a key consideration, to protect land in the outer fringe from being prematurely developed, and to promote conservation and revitalization in existing developed areas.~~*

Action CF-6.1 Support the School districts in providing quality public education, including school facilities that adequately meet future enrollment projections.





Establish zoning and subdivision regulation standards that ensure fire flows for different development types **are consistent with the Growth Management Framework's Tier System.**

**Sidebar: Action CF-5.2.** Examples of potential mitigation measures for fire protection in low-flow situations:

- On-site water storage: water towers, cisterns, etc.
- Sprinkler systems
- Monitored alarms
- Fire-resistive shells/ignition resistant/non-combustible materials and construction.



Support the School Districts' effort to provide quality public education, including the development of facilities that adequately meet future enrollment projections.





N  
0 1 2 3 4 Miles  
Base Map Data provided by City-County Planning Commission of Warren County  
Last Revised October 2010

Tier 1: Existing Sewer  
Tier 2: Sewer Required  
Tier 3: Septic / Optional Sewer

NCR-1: Tiered Growth Management Framework (Also LU-2).



Explore and support partnerships with private land trusts, foundations, and other organizations that can assist the County in acquiring land, obtaining conservation easements, and maintaining and managing open space and natural resources.



- Action NCR-2.4.1 Use ~~the Tier Growth System and~~ the Future Land Use Map, together with the policies in the Land Use, Transportation, and Community Facilities elements, in particular, to direct development first to areas where infrastructure already exists, in order to reduce the premature development pressure on the countryside.
- Action NCR-2.4.2 Explore the use of tools such as conservation easements, purchase of development rights and transfer of development rights for rural preservation. Develop mechanisms and protocols to establish land conservation trusts in coordination with local preservation groups.
- Action NCR-2.4.3 Adjust zoning and subdivision regulations to require development in rural village centers to be compatible in design and placement with existing surrounding structures, and to contribute to the historic character of the community.
- Action NCR-2.4.4 Consider adopting design principles for transition areas between rural, rural residential, and suburban residential uses. Such rural/suburban edge principles should include standards for new development compatibility (density, landscaping, etc.), as well as guidance for the preservation of existing rural features and structures. For example:
- Require open space and landscaped buffers to separate historic villages from surrounding development.
  - Review existing zoning codes to remove inadvertent impediments to retaining elements of the agricultural landscape, such as farmsteads, fencerows and cropland, which contribute to the aesthetics, historic character and economy of agricultural areas.

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**Objective NCR-2.5** *Promote the economic viability and vitality of historic neighborhoods, historic districts, and rural landscapes, adjusting local government decision-making processes, as necessary, to adequately consider cultural resources and historic preservation.*

- Action NCR-2.5.1 Consider tax exemptions, rehabilitation tax credits, conservation or façade easements, or similar incentives as potential means to encourage community anchors (i.e. post offices, community centers, churches, theaters, etc.) to remain in historic districts.
- Action NCR-2.5.2 Consider the continuation of Main Street, Distinctive Designation,



Except where necessary to reserve certain parcels for future employment use—or to “correct” clearly inappropriate prior zoning designations—Bowling Green and Warren County will not initiate changes in present zoning designations, but instead use the Plan to guide decisions about requests for rezoning submitted by owners of property.

It is important to remember that the Future Land Use Map does not become or replace present zoning district designations on the zoning map. While the Zoning Map, and its associated zoning districts, defines specific uses and development types currently permitted for individual properties, the Future Land Use Map depicts more broadly, the likely pattern of land uses that may exist in the future. Therefore, the FLUM does not directly determine the specific development that may be approved for a particular property. Applicants for zoning changes must demonstrate that the proposed use / development is consistent with the land use designation on the FLUM. However, consistency with the FLUM is only one of several considerations, and all other development criteria must be met for a rezoning approval, per the process laid out in the zoning code. Because FLUM designations are considerably broader than provided in specific zoning districts, several different zoning districts may conform to the provisions of a single FLUM land use category. However, in cases where a proposed development type and associated zoning district is clearly inconsistent with the FLUM, and/or other provisions of the Comprehensive Plan, such rezoning approvals shall not be granted until and unless the FLUM is amended.

**Principle 2: Rezoning requests shall be reviewed for consistency with the Comprehensive Plan and shall not be approved if found contrary to the Comprehensive Plan, until and unless the Comprehensive Plan is amended.**

High numbers of rezoning or variance requests often lend uncertainty to the development process and reflect the need to more clearly define expectations for development in the local ordinances. To provide a greater degree of certainty and direction to the development process, the goals, policies and actions contained in the Comprehensive Plan should be used in conjunction with the FLUM **and the Tiered Growth Framework Map** to evaluate all requests for rezoning. Proposed developments or uses that clearly support implementation of the Comprehensive Plan should be considered for approval. Conversely, proposed developments or uses that are found to be inconsistent with the Comprehensive Plan should not be granted approval, until and unless the Comprehensive Plan can be amended based on findings of fact that clearly demonstrate the need for modification (e.g., there is a material change in circumstances since the adoption of the Plan, or the proposal actually exceeds the intent of the policies in the Plan).

Because the FLUM and its policies are broader than present zoning and development regulations, most development applications that are consistent with present zoning will also be consistent with the comprehensive plan. In fact, in many cases, particularly those involving re-zoning, the Comprehensive Plan review process will add additional flexibility in the development review and zone change process. This will be true particularly in areas designated for mixed use, where underlying zoning is more rigid or limited than that provided for in the Comprehensive Plan. However, in cases where a proposed development, larger than a specified magnitude, is in clear conflict with the Comprehensive Plan, such approvals may not be granted unless and until the Plan and the FLUM is amended, in the same manner as it was adopted under the provisions of KRS 100. The Planning Commission shall base its recommendations for such amendments upon findings of fact, based on defined criteria.



capacity of roads, water, sewer and stormwater infrastructure systems.

The Planning Commission's approval of a Comprehensive Plan text or map amendment request should be based on at least one of the following criteria:

- That there have been major changes of an economic, physical, or social nature within the area involved, which were not anticipated in the adopted comprehensive plan and which have substantially altered the basic character of such area (such as a planned highway construction).
- A demonstrated over-riding public benefit of the proposed development. (This may include the provision of a major public facility or amenity, the provision of a major source of employment or an economic development asset that cannot be accommodated in a location consistent with the current FLUM).

However, the following deviations shall not be considered to require FLUM amendment prior to consideration for approval.

- Emergency situations requiring immediate actions to protect public health, safety and welfare (e.g., temporary housing required to shelter residents displaced by natural disaster).
- Corrections of mapping errors
- ~~Tier 3~~ residential rezoning requests for non-conforming parcels that are less than 5 acres in size and are compatible with existing residential land uses.
- Rezoning requests of 10 acres or less, where a proposed development site lies within two or more future land use designations, if at least 50% of the property lies within a zoning district which is consistent with the requested future land use designation

The following are recommended components of a protocol for Comprehensive Plan amendments, to be established within three (3) months of comprehensive plan adoption:

- (1) Package proposed plan amendments quarterly for review and recommendation by the Planning Commission, unless an associated rezoning request is denied by the Planning Commission and is not appealed. Written notice of a public hearing to occur before the Planning Commission shall be sent to all owners of property, as indicated by the most current tax roll, that are located within the area of application.
- (2) Plan amendments may include text modifications to goals, objectives and actions, or modifications to the Future Land Use Map. Approval for such amendments shall not be granted unless the applicant can clearly demonstrate the appropriateness of the proposed change based on the factors listed below, or others that may be adopted as part of the full-fledged protocol for amendments.

#### 4.2.3 Plan Monitoring and Updating

If a comprehensive plan is to have value and remain useful over time, it is important to develop ways of monitoring progress on the many initiatives it calls for, to evaluate its effectiveness, and to keep it current as new information becomes available and as circumstances change.



intended to be occupied by a street, trail, water line, sanitary sewer, and/or other public utilities or facilities.

**Rural:** A sparsely developed area where the land is primarily used for farming, forestry, resource extraction, very low-density residential uses, or open space uses.

**Rural character road:** A scenic corridor where abutting properties are sparsely developed and rural in use, as defined above.

**Rural road:** A designation placed upon public roads and arterials which requires street improvements commensurate with low density or rural development. The rural designation may be used in combination with local, local arterial, secondary arterial, and primary arterial street classifications

**Scenic:** Pertaining to natural features of the landscape that are visually significant or unique.

**Scenic corridor:** The visible land area outside the highway right-of-way and generally described as the view from the road. A corridor which offers an unhindered view of natural scenic resources and aesthetic values, which can be specifically designated for protection and enhancement.

**Special Focal Points:** areas in Warren County which have received special designation as historic sites or districts or unique geologic sites or which have been designated as wildlife refuges; the area included in the Airport's Off-site Land Use Plan; and the Sixth Class Cities and established rural communities in Warren County.

**Stormwater management:** The collecting, conveyance, channeling, holding, retaining, detaining, infiltrating, diverting, treating, or filtering of surface water, ground water, and/or runoff, together with applicable managerial (nonstructural) measures.

**Stormwater runoff:** The direct runoff of water resulting from precipitation in any form.

**Street classification:** The assignment of roads into categories according to the character of service they provide in relation to the total road network.

**Strip Development:** A mix of development, usually commercial, usually one lot deep, that fronts on a major street.

**Sustainable development:** Development that maintains or enhances economic opportunity and community well-being, while protecting and restoring the natural environment. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs.

**Tier:** A portion of the County where the provision of public facilities and services is distinguishably different from other areas of the County. A tool called the Tier System is used in the Future Land Use Element to

~~direct growth and development towards those areas, or tiers, that have available infrastructure or where such infrastructure can be easily provided.~~

**Traffic calming:** A concept fundamentally concerned with reducing the adverse impact of motor vehicles on builtup areas. Usually involves reducing vehicle speeds, providing more space for pedestrians and cyclists, and improving the local environment.

**Urban services:** Services, utilities, and facilities normally provided within an urban area which include police and fire protection, water, sewer, and drainage and electric utilities, schools, cultural and recreational facilities.

**Warren County:** Unless the context clearly indicates otherwise, references to Warren County are references to the Planning Unit.