



2007



**Prepared by:
City of Paducah
Department of Planning**



Phase 1 Revitalization Plan

Community is defined as a unified body of individuals with common interests living in a particular area within a larger society.
Neighborhood is defined as people living near one another in a place or region that has distinguishing characteristics.
Revitalization is defined as the act of giving new life or vigor to.

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Prepared by:

**City of Paducah
Planning Department
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FOUNTAIN AVENUE PHASE I NEIGHBORHOOD PLAN

Forward

In February 2001, the City of Paducah's elected leadership convened a Commission Advance attended by the Mayor, Commissioners, City Manager, department heads, and critical managers. A Strategic Plan was developed which determined, in part, that Vital Neighborhoods was one of four primary Goals established for the City at that time. This goal has continued to be a primary focus of each new City commission.

Based in part on that mandate to secure and stabilize the viability of our neighborhoods, the City of Paducah Planning Department undertook the creation of a neighborhood plan for the revitalization of one of its first and oldest neighborhoods known as 'Lowertown'. Lowertown is a historic residential neighborhood adjacent to the City's Central Business District and Downtown area. This in-house, departmentally produced neighborhood plan for Lowertown (which included the Artist Relocation Program) won an American Planning Association award for Best Community Initiative in 2004, a \$10,000 Rudy Bruner Silver Level Award for Excellence in the Urban Environment in 2005, the 2005 International City/County Manager's Association award for Outstanding Public/Private Partnerships, and several other significant national and state awards. The Artist Relocation Program has become a national model by using the creation of an arts district as an economic development engine to revitalize a depressed and substandard neighborhood while at the same time creating a diversified economic base that continues to positively transform the landscape of Paducah into the future.

Hoping to build upon the successful neighborhood revitalization initiative in Lowertown, The Paducah City Commission selected the Fountain Avenue neighborhood as the next target area for revitalization. Realizing that each neighborhood has its own unique strengths and weaknesses, the Planning Department tailored this plan to capitalize on all that is unique to the Fountain Avenue neighborhood. We have worked very hard to include residents and interested citizens to create a revitalization strategy specific to the



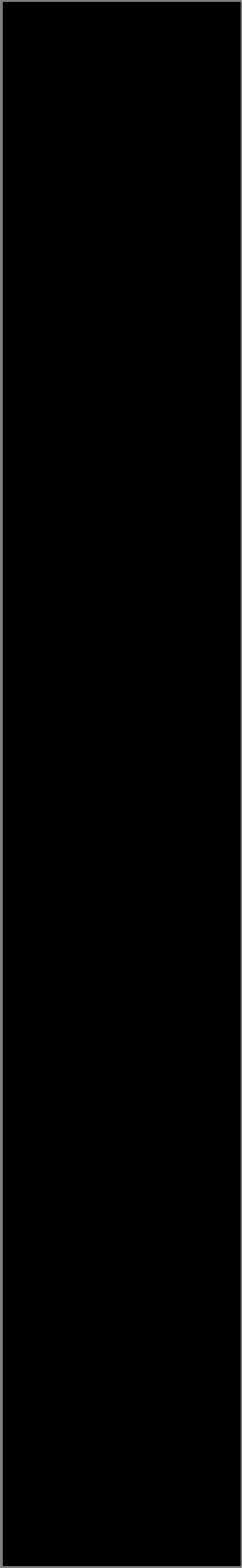
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needs of Fountain Avenue in what we will be referring to as the Fountain Avenue Study Area. (FASA). City staff has held nine different meetings with stakeholders going out to meet with them in their neighborhood. As the plan makes its way through the approval process, there are several more opportunities for the public to have input and be heard as part of this very inclusive process. As the park master planning process nears completion, the public continues to have opportunities to design the look of Lang Park.

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Chapter 1

Executive Summary

One definition of Planning is systematically thinking through a situation in order to come up with a better decision.¹

This plan will serve as a guide for the revitalization of the Fountain Avenue Neighborhood, which is referred to as the Fountain Avenue Study Area (FASA) in this document, over the next five to ten years.

Appendix A – Summary of Goals & Objectives contains a complete list of all goals and objectives found in each chapter of this plan.

The FASA is defined by an area west of North 13th Street to the west side of Fountain Avenue, and the south side of Park Avenue to the alley just north of Jefferson Street. A thumbnail map of the Fountain Avenue Study Area is found below. An 11” X 17” copy of the map can be found in **Appendix B – Maps**. All thumbnails of maps found throughout this document can be found in Appendix B in the 11” X 17” format.

Neighborhood Planning is systematically thinking about a small, defined area that focuses on livability issues.¹

Map 1 – FASA Boundary



Livability constitutes the combination of basic services and amenities that make life in a particular location as comfortable and pleasant as possible.²

In a community with a modest overall growth rate, redevelopment and infill are essential. Each neighborhood will need to have its own redevelopment strategy.⁴

Plan Background

At the outset of 2006, the City Administration established Goals and Objectives that included the following:

City Commission Goal #3: Vital Neighborhoods – Place for People and Business

Objectives

- Objective 1: More Attractive Neighborhoods – Clean, Inviting
- Objective 2: Reduce Crime and Drug Activity in Neighborhood
- Objective 3: Increased Homeownership, Reduced Rental and Subsidized Living
- Objective 4: Improved Neighborhood Infrastructure – Streets, Sidewalks, Storm Sewers
- Objective 5: Strengthen Residents Pride and Ownership in Neighborhood
- Objective 6: Increase City Population through Annexation & Infill
- Objective 7: Creating Wealth for Homeowner through improved property values
- Objective 8: Greater Neighborhood Connectivity through Bikeway, Trails, Greenway, and Sidewalks
- Objective 9: Older Neighborhoods As Inviting As New Neighborhoods

(What this) Means to a Citizen

1. Increased property values
2. You have a choice – options to live in Paducah
3. Feeling safe and secure at home, at school, on the street.
4. Middle class can stay in Paducah, want to live in Paducah
5. Community pride – neighbors working with neighbors to make a better community
6. Access to public amenities – parks, ball fields, etc.

Challenges and Opportunities

1. Funding for Neighborhood Infrastructure
2. Lack of Skills in Homeownership and Property Maintenance
3. Irresponsible Property Owners Who Violate Codes and Defer Maintenance for short term gains at the expense of the community
4. Drugs in the Community
5. Future of CDBG
6. Number of Neighborhoods – Losing the Focus before Completion
7. Effective Code Compliance and Enforcement
8. Planning & Funding for Sidewalks & Infrastructure
9. Competition Among Neighborhoods for Funding & Attention
10. Declining City School Enrollment & Potential School Closures

Actions

1. Uppertown Real Estate Policy Direction
2. Lowertown Revitalization Plan: Actions
3. Fountain Avenue Revitalization Plan, Adoption Building New Homes
4. Uppertown Revitalization Plan & Action
5. City Comprehensive Plan: Completion
6. Proactive Code Enforcement Evaluation, Policy Direction and Action Plan
7. Worst Offenders with Code Program Development
8. Annexation Policy Review and Annexation Action (Falconite/Hipp)
9. Minimum Housing Standards and Rental Inspection Program Evaluation and Enhancement Actions
10. "I make Paducah Better" Program Development and Actions
11. City Property (owned/licensed) Maintenance/Disposal (40+ Lots)
 - Redevelopment vs. Lien Properties
 - Neighborhood
12. Sidewalk Plan & Funding
13. Subdivision Regulations Review & Policy Direction

The Comp Plan is the official statement of a legislative body which sets forth its major policies concerning desirable future physical development.³

The Comp Plan must include a single, unified general physical design for the community, and it must attempt to clarify the relationships between physical development policies and social and economic goals.⁴

In addition to the City commission's goals, the draft 2025 Paducah Comprehensive Plan states the importance of neighborhood redevelopment:

"The City has neighborhoods that have declined over the years. It is far better to seek redevelopment than to let them get rundown and become a blighting influence. The City has had great success in redevelopment with the Artist Relocation Program in Lowertown and is planning to expand its redevelopment efforts into other neighborhoods. In a community with a modest overall growth rate, redevelopment and infill are essential. Each neighborhood will need to have its own redevelopment strategy; the artist relocation program cannot expand indefinitely. A critical issue is to maintain a program of upgrading existing neighborhoods and making them desirable places to live. It is important that people feel they can move up to better housing in the City, rather than escaping to green field development on the rural fringe. The comprehensive plan must identify these target neighborhoods and establish priorities. An economic reality is that not all areas can be redeveloped

The following represents three key reasons for public participation:

1. The greater the participation of residents in the making of a plan, the more likely it is that the plan will accurately reflect their needs and concerns.
2. The greater the participation, the greater is the sense of ownership that people have about the plan, which can translate into a greater determination on their part to see that the plan gets implemented.
3. The greater the public participation, the harder it is for others, including public officials, or special interest groups, to ignore the plan or its implementation.¹

simultaneously. There may need to be individual neighborhood plans developed with specific public improvements and programs arranged with the residents, financial institutions, and government agencies to ensure that a viable strategy is developed to address the unique conditions in each neighborhood. As is the case in all cities, Paducah wants to rehabilitate old neighborhoods that are in decline and make it a more attractive place to live. In redevelopment neighborhoods, water, sewer, sidewalks, and streets should have priority for upgrades to replace substandard lines and coordinate with growth needs.”*

*From City Comprehensive Plan 2007

Comprehensive Plan Compliance

Appendix C – Comprehensive Plan Compliance contains the goals and objectives of the City’s Comprehensive Plan to which this plan directly relates. The goals are areas of broad policy statements. Each goal then has several objectives that refine and narrow the goal into elements that are more specific in terms of accomplishing the policy goals.

Plan Process

In response to the policy direction as described above, and wishing to build on the successful model of the Lowertown Neighborhood Plan, the City Planning Department staff began the planning process for the FASA.

The process began by completing a thorough inventory of every structure in the study area. The 310-page inventory consists of a Geographic Information System database with a picture of the structure, property owner record, the current land use, zoning, structure age, structure condition, and parcel information. Statistics were compiled from this data, as well as from the 2000 Census Block Data. An analysis of the neighborhood was performed to determine demographics including population, employment, income, housing, education, and structure data. The results of this

SWOT Analysis is identifying Strengths, Weaknesses, Opportunities, and Threats of the area.

Not all plans stand an equal chance of being implemented due to technical and political reasons. Solid neighborhood participation and attention is key to effective communication between the city administration, staff, and the citizens.¹

In order to effectively treat an ailing neighborhood, all aspects of the area's environment must be analyzed. Once this step has been performed, then a strategy for each element of the plan can be identified.

analysis are found throughout this document and in referenced in **Appendix D – Structure Inventory Summary**.

The next phase of the plan included an extensive public input process. A series of eight initial meetings were held in and with the neighborhood throughout the 2005-2006 process. At the first two meetings, the public was asked to identify the positives of the neighborhood, the negatives of the neighborhood, and what would make the neighborhood a better place to live. Results of these meetings can be found in **Appendix C – Public Involvement Summary**. A public meeting was held for each element of the plan as well as the presentation of the final draft of the plan.

The last phase of the planning process is the implementation of this plan. Implementation of the plan is expected to occur primarily over the next five to ten years. Implementation includes the constant monitoring of progress/setbacks and making the necessary course corrections/programmatic changes and additions needed to maintain momentum. We fully expect that within that timeframe, the City will be able to achieve the major goals of this plan and eventually ease out of the development business in the FASA as property values rise and the private individual & business sectors takes over. **Chapter 9 – Implementation Plan** covers how this plan is to be implemented during this timeframe.

Plan Elements

This plan contains nine chapters including this **Executive Summary**; a past and current history of the neighborhood; existing and proposed changes for land use and zoning; a chapter on neighborhood character and how to capitalize on the unique qualities of the neighborhood; past and current crime trends and recommendations for the future; current conditions of transportation and infrastructure and recommendations for improvements; code enforcement and property maintenance issues; park and aesthetic improvements; and the **Implementation Plan** that identifies tools for accomplishing the goals and objectives of the plan. Implementation has already begun on portions of the **Crime and Community Policing** and **Code & Property Maintenance** chapters, as

In order to be able to measure the success of parts, and the whole of this plan, quantifiable numbers have been associated with the goals. The plan will be evaluated periodically based on these calculable numbers to measure the level of success of the plan and to illustrate areas that may need more focused attention.

well as the creation of incentives meant to attract redevelopment. The Police department has initiated a zero tolerance directed patrol in response to the crime statistics generated in the plan process. The Inspection Department has hired a Fountain Avenue Code Enforcement Officer in response to the condition of the structures and properties as found in the structure inventory and as identified by residents at the public meetings. The City Commission adopted enhanced property maintenance standards for the FASA as well. Details on all of these elements are found in their respective chapters.

Each chapter contains goals and objectives for improving the neighborhood. It is the intent of this plan to achieve all of the goals and objectives, either specifically or in intent, by the end of a ten-year period. **Appendix A – Summary of Goals and Objectives** contains a summary of all of the goals and objectives found in this document and will be distributed with the Executive Summary whenever that document is handed out to the public.

Goals & Measurement Tools

It is our intent to have measurable impact with this plan. **Chapter 9 Implementation Plan** has a series of measurable goals, which will help us monitor the progress and success of this project. It will be our ability to meet these timelines and achieve these goals which will provide us with the ‘touchback’ that allows for course corrections or wholesale changes meant to get us to our ultimate goal which is the complete revitalization of this neighborhood measured along the parameters outlined in this plan.

Chapter 2

***History of the Fountain Avenue Area**

**Taken in part from the Application to the National Register of Historic Places—Richard Holland 1978*



This single-family home is an example of the historical fabric of the Fountain Avenue Neighborhood.

In the late nineteenth and early twentieth century, the City of Paducah expanded in a westerly direction. This development also included residential construction, facilitated by the installation of electric streetcar lines in the area. The Jefferson Street-Fountain Avenue neighborhood dates to this period and represents the earliest housing built in this section of the City. By the turn of the century, it had grown into one of Paducah's most prestigious neighborhoods, with many of the City's leading citizens residing there. Visually, the district displays the widest range of housing styling popular during the late Victorian era through the second decade of the twentieth century, more than any other neighborhood in Paducah. It contains the best collection in the City of turn-of-the-century residential architecture. Over the years, the district has retained its integrity as a neighborhood, with a few contemporary residential or commercial structures present.

The area was developed by the West End Improvement Company, which platted and sold lots for home building. This Company was organized in 1891 and embraced 116 acres platted into 400 lots and valued at over \$40,000 in 1894. A promotional pamphlet published in 1894 states, “the plot is central, being on both sides of Jefferson, and is the largest share of the town's spreading; many handsome residence properties are already being erected or contracted for in this suburb.” The leading figure in the West End Improvement Company was Dr. S. B. Caldwell, a physician who maintained an active practice in Paducah from 1855 to 1870. He learned to survey at an early age and from 1845 on had been a professional surveyor. He also was a practicing real estate dealer during this time. He served as a land purchasing agent and investor for many of the wealthy people in Paducah. He began investing in the Jackson Purchase, as well as other areas in Kentucky and outside the state. Dr. Caldwell organized the investors that made up the West End Improvement Company.



neighborhood and its housing remains largely intact.



Lang Park is named after a former mayor, James M. Lang. It was the first public park in city limits. Paducah Trolley Company, now Paducah Area Transit System, used to run streetcars down the middle of the Boulevard.

The area of Jefferson Street and Fountain Avenue was incorporated into the City limits in 1884. During the administration of Mayor James M. Lang (1897-1901), light and water services were extended to this area and suburban gravel roads were constructed. A circular park on Fountain Avenue became the first public park within the City limits. This park was named Lang Park in honor of the mayor. During the term of Mayor Thomas Hazelip (1917-1921), numerous street improvements were made, including the bitulithic paving of Broadway and Jefferson Street from Ninth Street to Fountain Avenue.

Electric streetcars were introduced to Paducah in 1889. This new means of transportation made possible the development of peripheral residential neighborhoods, or streetcar suburbs, which became more popular as the commercial and industrial facilities in downtown Paducah increased. The Jefferson Street-Fountain Avenue area became one of the first and most popular streetcar suburbs in Paducah. On July 3, 1902, the City of Paducah awarded a streetcar franchise for a route known as the Broadway-Third Street Line. This route ran down Broadway from First Street to Fountain Avenue, down Fountain Avenue to Park Avenue; then up Park Avenue to Sixth Street. The conditions for this streetcar line were that it was to run at least once every hour from 6:00 a.m. to 10:00 p.m.; it was not to run at a speed exceeding 8 miles per hour; and the fare was not to exceed five cents per person. Later, after the turn of the century and the advent of the automobile, the streetcar lines were taken up. On Fountain Avenue and on Jefferson Street from 18th Street to Central Avenue, the medians holding the streetcar lines were converted into green areas. Here trees, grass, and bushes have been planted to create a picturesque park area. This boulevard effect is one of the distinctive and beautiful features of the Jefferson Street-Fountain Avenue area.

Dominating the circular Lang Park on Fountain Avenue is a bronze statue of General Lloyd Tilghman, a Confederate Civil War hero from Paducah. The general is dressed in full field uniform, with top boots, leather gauntlets, and field glasses. The statue was cast under the supervision of Eugene Gargani at Greenspoint, New York. The stone base was furnished by the United Daughters of the Confederacy, and the statue was

paid for by General Tilghman's children. After the statue was unveiled on May 15, 1909, a local writer stated, "The subject is interpreted with such truth and breath, in such an original and distinct style, that it has been pronounced as one of the finest portrait statues in America." Of course, the statue faces south.

People

As Paducah developed, the elite of Paducah moved farther and farther out into the West end. From approximately 1890 to 1930, the Jefferson Street-Fountain Avenue area was developed as a fine residential neighborhood. Many of the town leaders in government and business built homes in this area. Most of the houses in this neighborhood are still associated with these prominent people. The most famous man to live on Fountain Avenue was Alben Barkley, who was to serve as United States Senator, Senate Majority Leader, and Vice-President of the United States under Harry S. Truman. Barkley lived at 200 Fountain Avenue early in his career as a lawyer. He came to Paducah in 1897, and in 1905 was elected County attorney and in 1909 was elected county judge. In 1912 he was elected to the Congress. This began his meteoric career as a national politician. Some time after Barkley sold the house at 200 Fountain Avenue, it was moved to a vacant lot at the rear of the property. The house now faces Jefferson Street.

A prominent Paducah drug manufacturer was L. S. DuBois, who lived at 113 Fountain Avenue and later at 129 Fountain Avenue. DuBois came to Paducah in 1876 and established the wholesale drug firm of DuBois and Robertson in 1880. The elaborate Colonial Revival house at 129 Fountain Avenue was built in 1906 by Virgil Sherrill and Russell Lumber Company. Local legend explains that Sherrill built the house for his fiancée and used the very finest building materials that his lumberyard could supply. Unfortunately Sherrill was jilted by his fiancée and he lived in this house for only a short time. The handsome house at 121 Fountain Avenue was owned by Charles G. Vahlkamp. He was an expert brew master who came to Paducah in 1901 to run the Paducah Brewery Company. Under his management, the brewery became regionally famous for such products as Paducah Pilsner and Paduke Beer. After Prohibition closed



Turn of the 20th century architecture dominates the Fountain Avenue Neighborhood landscape as evidenced by this craftsman style home.



Fountain Avenue Methodist Church was established in Paducah in 1892. The current structure at 300 Fountain Avenue was constructed in 1916.

the brewery in 1919, that building became the home of the City Consumers Company, a firm that processed and marketed dairy products. Charles Vahlkamp was the first president of this company. Several prominent owners of grocery firms also lived in the neighborhood. Henry C. Overby of 231 Fountain Avenue was a partner in the Noble-Overby Wholesale Grocery Company. By 1984 this firm was the largest wholesale grocery in the Jackson Purchase and the second largest in the state. The firm was founded in 1880 by Ed P. Noble who lived at 2031 Jefferson. Overby and Noble were also large stockholders in the Paducah Banking Company, and oversaw its absorption by the Globe National Bank.

Architecture

The Fountain Avenue Methodist Church was constructed in 1916 at a cost of \$25,000. This congregation was organized in an old store building at 511 North 10th Street in 1892. The congregation later voted to buy new church grounds in the western part of town and bought the large lot at the northeast corner of Fountain Avenue and Monroe Street.



Margaret Hank Presbyterian Church was organized in Paducah in 1849. The current structure at 1526 Park Avenue was constructed in 1942.

Margaret Hank Cumberland Presbyterian Church was organized on August 20, 1849. Reverend Russell Searcy was the first minister at the first location on what is now South Third Street, between Washington and Clark Streets. When the church was completed, it was on 311 South Locust Street. In July 1890, a lot on what is now Kentucky Avenue and Sixth Street was purchased for a new building. Completion was in 1885 and was described in the local paper as “one of the prettiest houses of worship”. In 1906, this property became a church of the Presbyterian Church U.S.A. through litigation. Having lost their place of worship, the Cumberland Presbyterians bought a Methodist Church on what is now Park Avenue. The church eventually was named “Park Avenue Cumberland Presbyterian Church”. Soon after the 1937 flood, fire claimed the building. A lot on Sixteenth and Park was given to the Church by Mr. Gus Hank in memory of his wife. On October 2, 1938, the Church became “Margaret Hank Memorial Cumberland Presbyterian Church.” The new sanctuary was completed in May 17, 1942.



The Prairie School House at 319 Fountain Avenue is a turn of the 20th century schoolhouse now being utilized as a single-family dwelling.



Low quality rental units are scattered throughout the neighborhood helping to drag down property values.

The buildings built in the last decade of the nineteenth century exhibit the mass, scale, and detailing typical of late Victorian architecture. On these houses the wooden sawn decorations typical of Victorian architecture is seen in the detailing on the front porches. Large Victorian houses distinguished by corner tower include the Magruder House at 103 Fountain Avenue, and the Russell House at 201 Fountain Avenue. The waning years of the nineteenth century and the early years of the twentieth saw a reaction against the eclecticism and variety of Victorian architecture and a move toward restraint and classicism. Another transitional building is the Sherrill-Truitt House at 129 Fountain Avenue. This elaborate structure is built of brick with stone and wood decorations. While the dense layering and juxtaposition of details is Victorian inspiration, the decoration is Colonial revival in style. The flaired-hipped roof is covered with terra cotta tile. The Overby-Penney House at 231 Fountain Avenue represents another transition. The house is Colonial Revival in style with its iconic columned front porch and weighty balanced design. However, the earth-tone brick fabric and squat truncated cluster of porch columns indicate the influence of Romanesque Revival. Many of the other houses in the area can be grouped as Colonial Revival in design. These houses are usually brick two-story structures distinguished by classically-inspired front porches. Among the examples are the Ferguson-Moyers House at 230 Fountain Avenue, and the Sherrill-Gasser House at 212 Fountain Avenue. The yellow brick house at 319 Fountain Avenue is a superb example of another twentieth century architectural development, the Prairie School. This house has the low, gently pitched roof, abbreviated window openings, and lack of historical ornamentation common to Prairie School houses. This house is also interesting because its trapezoidal shape is bent to fit the curve of Fountain Avenue. *

**Taken in part from the Application to the National Register of Historic Places—Richard Holland 1978*

Current Neighborhood Condition

The Fountain Avenue neighborhood located in the heart of Paducah is bordered by the historic area of Jefferson Street on one side to Park Avenue on the other; then North 13th to Fountain Avenue (see **Appendix B, Map 2**). Map 2 on the following page shows the boundary of the Jefferson Street Fountain Avenue National Historic District

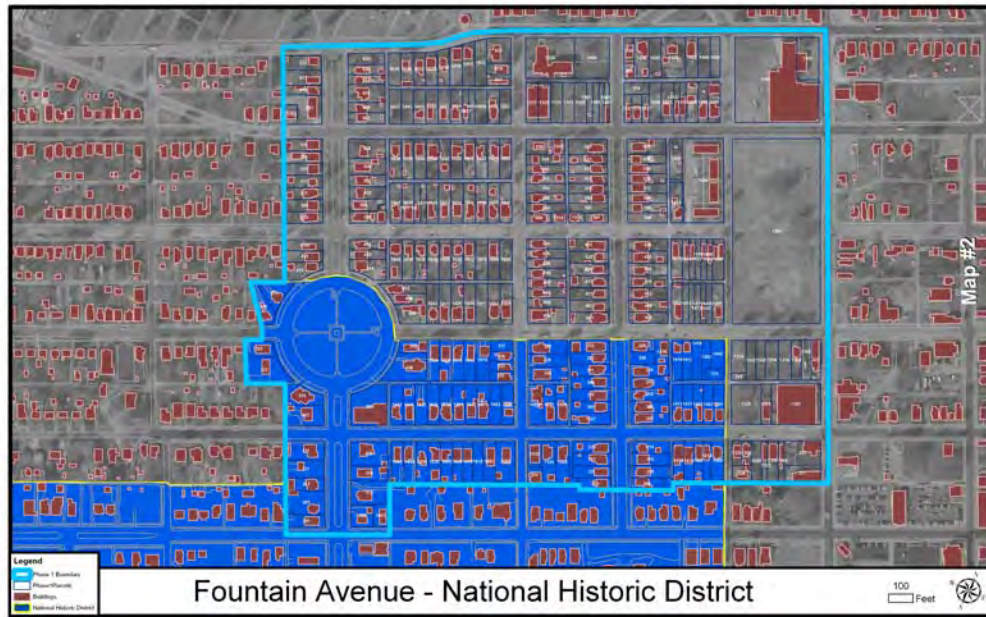


Above is an example of a house that looks ok from all outward appearances, but once evaluated, major structural concerns exists. This structure is unfortunately going to be razed due to years of neglect.

that is listed on the National Register of Historic Places. The neighborhood has seen its better days as indicated by both its rich and proud history and the sorry state in which we found it late in 2005.

Today we see a much different and distressed neighborhood than the one which existed when first built. Most of the homes have been sold by the original owners or their heirs to succeeding generations of less affluent owners. These recent owners are often less able and/or willing to properly maintain these older, often larger, and generally more expensive-to-maintain properties. The majority of the single-family houses, which once predominated in this neighborhood, have been converted to rental property. The neighborhood has had virtually no new market-rate home construction for the last 30 years other than subsidized homes built with the support of federal Low to Moderate Income housing grants. Eighty percent of all properties are dilapidated or in need of major renovation. Planning Department estimates are that 25 percent of these structures are past their economic life—it is these structures that are most likely to be demolished unless they exhibit significant architectural design style or detailing which will make them attractive for renovation rather than demolition. The City’s inspection policy and demolition issues are discussed in their appropriate chapters.

Map 2 – National Historic District Boundary



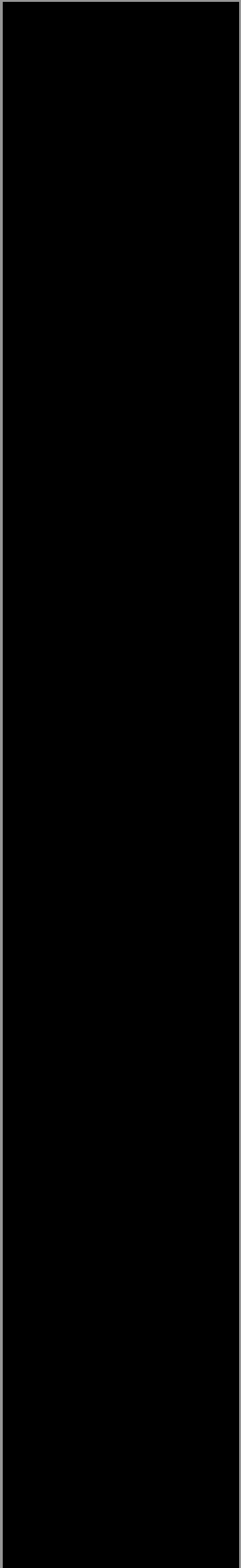
The neighborhood planning process looks at the neighborhood as a physical, social, and economic entity and requires various data for each of these categories.¹

The infrastructure of the area is in fair to poor condition. While streets are generally kept in good repair; curbs, gutters, sidewalks, and alleys are generally in poor shape. The alleys are overgrown with vegetation; junk cars and debris litters the backyard of many structures.

Table 1 – General Demographics

Census 2000 Block Data

<u>Population</u>	<u>Employment</u>
Total Population: 698	Employed: 252
White: 242 (34.67%)	Unemployed: 32
Minority: 461 (66.05%)	Unemployment: 11.1%
<u>Income</u>	<u>Education</u>
Avg. Household: \$26,127	No HS Degree: 118
Avg. Family: \$25,226	HS Grad: 130
Poverty Level: 44.9%	Some College: 158
	College Degree: 23



These Census 2000 derived statistics indicate some obvious problems exist in the FASA. If one takes into account that we believe these data are substantially skewed higher by the generally higher income demographics associated with Jefferson Street, it becomes more apparent why this neighborhood remains in decline.

Chapter 3 Land Use & Zoning

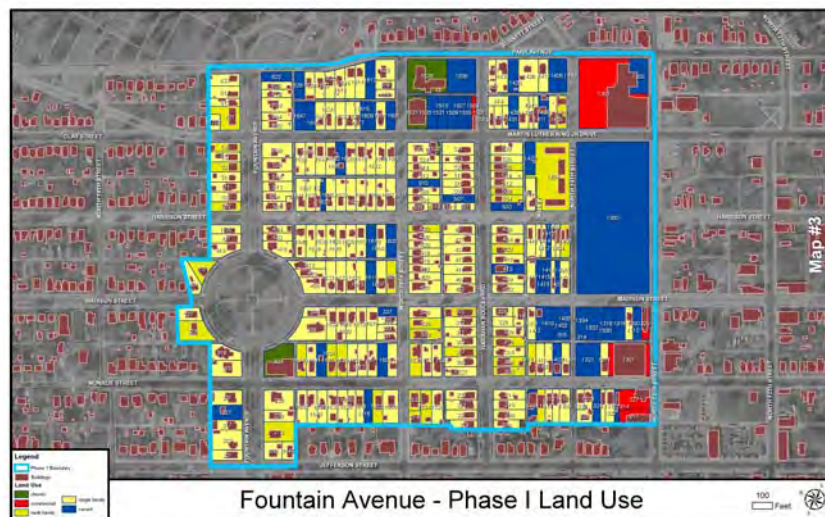
This discussion refers to the fold out Existing Land Use map (see [Appendix B, Map 3](#)) at the end of this document. Below is a reduced copy of this map.

For the purpose of this analysis we have simplified the land uses into 5 categories: Single Family, Multi-Family, Commercial, Church, and vacant lots. The following table (see Table 2) is a land use summation of the Fountain Avenue inventory.

Table 2 – Existing Land Use

Land Use	Frequency	Percent	Rank
Single Family	202	65.79%	1
Multi-Family	42	13.68%	2
Vacant Lot	50	16.2%	3
Commercial	6	1.95%	4
Church	2	1.3%	5

Map 3 – Existing Land Use





This picture is an example of the commercial development surrounding the neighborhood along the MLK / Park Avenue / N. 13th Street Corridor.



This picture represents one of the few multi-family residential structures found in the FASA.

Upon completion of a detailed review of the land use inventory, several patterns of commercial and residential land uses can be distinguished. In the I-24 corridor between Park Avenue & Martin Luther King Jr. Drive, and between North 13th Street and North 14th Street, a mixture of these land uses (zoning) is present. The commercial zoning east of North 13th Street contributes to these different land uses, as does the fact that Martin Luther King Jr. Drive, Park Avenue, and North 13th Street are all state routes with much higher traffic volumes. However, when moving to the neighborhood core located between North 14th Street, the alley to the west of Fountain Avenue, the alley to the north of Jefferson Street and Martin Luther King Jr. Drive, a majority of these lots are residential in character.

As of spring 2006, of the 307 parcels within the study area, 244 or 79.47% have residential structures located on them. 202 or 65.79% of these lots have single-family structures located on them, while the remaining 42 (13.68%) residential structures are multi-family. A majority of this land use is located within the aforementioned Fountain Avenue neighborhood core.

Single Family. Of the 202 single-family structures in the study area, 98 (48%) are rental units. 183 (90%) of the single-family structures are occupied. The total square feet of all single-family structures is 267,031.

Multi Family. One hundred twenty three (123) apartment units are located within the 42 multi-family structures. 95 of the 123 apartment units are occupied (77.2%). The total square feet of the 42 structures is 83,140.

Commercial. Seven (7) commercial structures having 83,031 square feet are located within the FASA. The Home Improvement Warehouse is the largest commercial structure with 50,249 square feet. Six of the 7 commercial structures are located on the north 13th Street Corridor.



An example of a vacant lot ready for new infill construction.

Zoning is the basic means of land use control employed by local governments. Zoning divides the community into districts and imposes different land use controls for each zone.³

Churches. Three (3) Churches are located within the FASA, Margaret Hank Cumberland Presbyterian Church, Fountain Avenue Methodist Church, and Pilgrim Missionary Baptist Church. The churches have a total of 55,800 square feet.

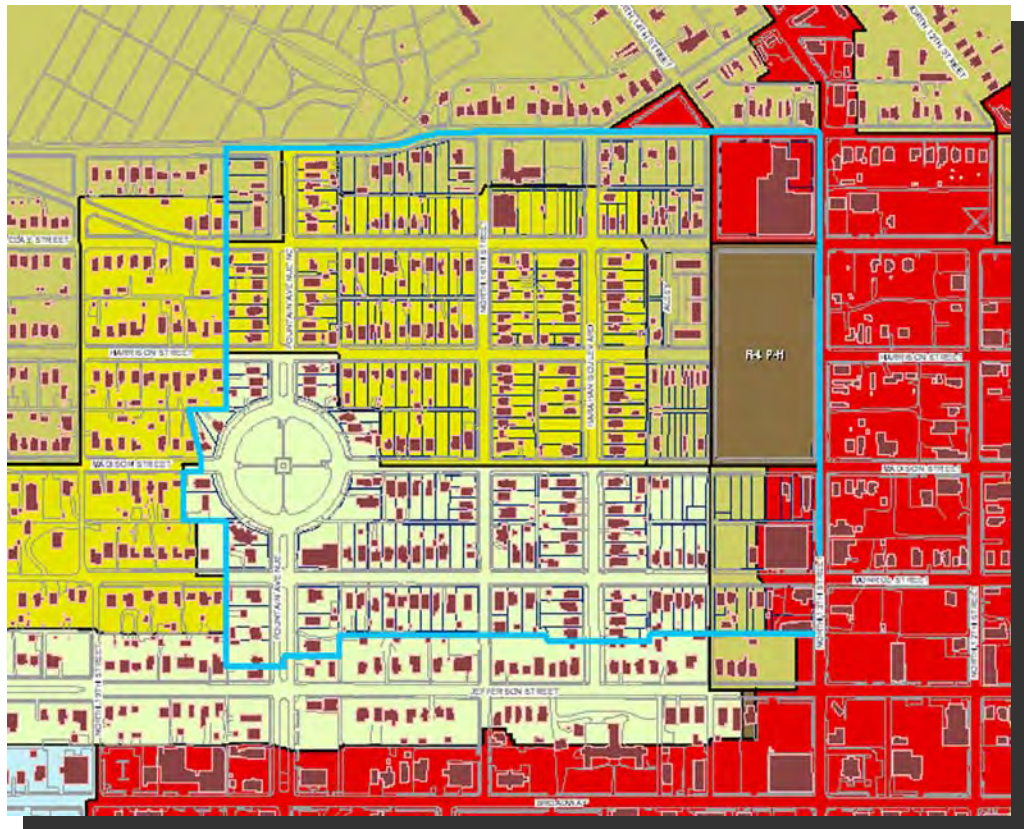
Vacant Parcels. Of the 307 parcels within the FASA, 50 are vacant. Total parcel area is 63.8 acres of which 22.7 acres are vacant. The largest tract of vacant land is the former site of the Paducah Housing Authority Martin Luther King Jr. Community 8.1 acres and is located between North 13th Street and North 14th Street, Martin Luther King Jr. Drive and Madison Street.

A mixture of land uses surrounds the FASA. Residential dwellings and a cemetery exist to the north and across Park Avenue. The Fountain Avenue residential corridor and the Kentucky Avenue and Broadway commercial corridor exist to the south. Residential dwellings exist to the west and a mixture of commercial and residential structures are located to the east.

Existing Zoning

The majority of the FASA is located within the Low Density Residential Zone (R-1) and the Low & Medium Density Residential Zone (R-2). The corridor between Martin Luther King Jr. Drive and Park Avenue is zoned Low & Medium Density Residential Zone (R-2) and Medium Density Residential Zone (R-3). General Business Zone (B-3) is located on the southwest intersection of Park Avenue and North 13th Street. The North 13th Street corridor is primarily zoned B-3 except for the 8.3 acres of property zoned High Density Residential (R-4), which is the former site of the Paducah Housing Authority Martin Luther King Jr. Community.

Map 4 – Existing Zoning



Principal Permitted Use is uses of land in a particular zone that are allowed by right without special permission from any city board.

Conditional Use is defined in the Paducah Code of Ordinances as a use which would not impair the public health, safety, or welfare in a particular zone, but may impair the character of the area unless restrictions are placed on the use. This type of use must obtain approval from the Board of Adjustment.

Home Occupation is defined in the Paducah Code of Ordinances as a use conducted entirely within a dwelling unit which is clearly secondary to the residence and does not change the character of the structure. Home Occupations are limited to the occupant and one employee.

Fountain Avenue Neighborhood Land Use Concepts

The basis of the FASA Future Land Use Plan is the introduction of two new land use designations: Neighborhood Commercial Corridor (NCC) and Neighborhood Services (NS). **Map 5 in Appendix B**, illustrates the mapped land use designations. **Appendices F & G** represents the proposed text additions to the Paducah Zoning Ordinance for the two new zoning categories.

The NCC is anticipated to convert to more commercially oriented land uses over time due to its location between the two one-way legs of the I-24 downtown business loop. The general concept for this zone is to allow the commercial transition in this new zone while establishing character controls that will assist entrepreneurs in constructing new developments that conform to a new-urbanist style. This style of development includes design features such as front entrances that are close to the sidewalks, hidden parking in the rear, increased landscaping requirements, and stricter signage controls.

American Planning Association
Definition of New
Urbanism:

New Urbanism is a time-tested planning practice that incorporates interrelated patterns of land use, transportation, and urban form to create communities that foster the most desirable characteristics of human habitation: neighborliness, environmental sustainability, economic efficiency and prosperity, historic preservation, participation in civic processes, and human health. New Urbanism practices apply to all scales of community, from the region and neighborhood to the block and building.



The NSZ is largely single-family homes, many of which have historical significance. The general concept for this zone is to establish design guidelines that help maintain the existing character of the neighborhood, allow for home occupation business by right, and to encourage new construction on vacant lots that complements the surrounding structures.

Map 5 – Proposed Zoning



Goals and Objectives (Land Use & Zoning)

Goal 3-1: Implement new zoning designations in compliance with the FASA Land Use Plan.

- Establish Neighborhood Commercial Corridor Zone (**NCCZ-Appendix G**). The purpose of this district is to provide for a mixture of commercial and residential uses, and encourage such development by right, according to standards that will ensure harmony with the existing commercial and residential environment. Objectives for this district include the following: (i) creation of a dynamic street life, encouraging the placement of buildings close to property lines, and or heavily

Below are examples of appropriate commercial and residential infill new construction that would be appropriate for the FASA.



landscaped yard areas, in order to engage pedestrians and de-emphasize parking facilities; (ii) facilitation of development that demonstrates an appropriateness of scale; (iii) encouragement of landscaped spaces available for pedestrian use (e.g., pocket parks, tree lined streets and walkways). (see Map 5)

- Establish Neighborhood Services Zone (**NSZ-Appendix F**). The purpose of this district is to provide for residential uses, and encourage such development by right, according to standards that will ensure harmony with the existing historic residential environment. Additionally, it is the purpose of this district to allow for neighborhood commercial activity that closely reflects the community character. It is anticipated that neighborhood commercial development will occur in a pattern consisting of ground floor commercial uses, with residential uses located on the upper floors. This district is intended to promote pedestrian-oriented development, with buildings located close to and oriented towards the sidewalk areas along street frontages. (see Map 5)

Goal 3-2: Develop regulations to improve the neighborhood's attractiveness to both businesses and residents.

- Improve landscaping standards for streets, parking lots, and pervious areas.
- Strengthen sign control within the NCC.
- Establish building height, setback and parking regulations that will influence New Urbanist style developments to occur.
- Utilize design guidelines that will insure neighborhood compatibility.

Goal 3-3: Support new neighborhood businesses within FASA.

- Adopt zoning regulations to allow for mixed use.
- Encourage mixed-use developments.
- Encourage a balance of commercial uses that serve nearby residents and the entire community.

Chapter 4

Neighborhood Character

In the last 20-40 years the Fountain Avenue neighborhood has undergone significant change. Most of the homes have been sold by the original owners or their heirs to succeeding generations of less affluent owners who are less able and or willing to properly maintain these older, often larger, and generally more expensive-to-maintain properties. While a small number of structures were originally built as duplex or rental properties, a large number of the single-family houses, which once predominated in this neighborhood, have been converted to rental property. The neighborhood has virtually no new homes and 65 percent of the existing structures are now rental property. The Planning department estimates that eighty percent of all properties are dilapidated and/or in need of major renovation. It is also estimated by the Planning department that 25 percent of these structures are past their economic life and that complete rehab costs would greatly exceed the cost of demolition and new, quality construction.

Table 3 – Housing Statistics
Census 2000 Block Data

Total # of Units: 398	# of Single-Family Units: 240
# of Occupied Units: 312	# of Multi-Family Units: 152
# of Vacant Units: 88	Average # of Rooms: 4.7
# of Owner Occupied Units: 131	Average Home Value: \$49,441
# of Renter Occupied Units: 181	Average Rent: \$386
# of Mobile Homes: 2	Average Square Feet of Residential: 1,435 sq ft

Housing Stock

The FASA existing housing stock contains a large variety of structures ranging from shotgun style, less than 1,000 square foot homes to larger, 4,000 plus square foot, eclectic, Victorian style homes. Owner occupied structures are owned by persons with a wide range of incomes. Many of the homes are owned by persons without financial



Example of a larger turn of the century style home in the 3,000 + square foot range.



Example of a Craftsman style home in the 2,000 – 3,000 square foot range.



Example of a Bungalow style home in the 1,200 – 2,000 square foot range.



Example of a Shotgun style home in the 800 – 1,200 square foot range.

means to maintain the structure or meet even a minimum standard which would reflect a decent quality of life. The majority of the rental units have been created from houses that were originally constructed as single-family homes. These structures declined through time depressing property values, the interest of market rate buyers, and sales prices; ultimately landlords purchased these homes inexpensively and converted them into rental units. The Planning department estimates that in 85% of cases, this was done without the basic, rudimentary structural repair investment needed to maintain these properties in good repair. The repairs were mostly cosmetic, for example: installing vinyl siding over sagging, deteriorated siding on failing foundations; or the installation of a new fiberglass roof over two or more preexisting shingle installations. These repairs were intended to cover up the growing structural problems while making the houses appear to be much better than they actually were.

The purchase and rental market for these homes was most often comprised of either ‘slum-lords’ or low-to-moderate income families who also were usually the least knowledgeable about the true conditions and the true costs of repairs often associated with the purchase of an older home in a blighted neighborhood.

Associated issues include a lack of basic knowledge about construction and real estate, for example: what is the true cost of construction, which parts of the house are structural and which are cosmetic, what constitutes good or bad condition, which items are major and which are minor cost centers, what is the extent (and cost) of needed repairs, how does one assess the quality and efficacy of repairs already made. Vinyl siding was most often used as a cover-up of structural and deteriorated conditions as was the installation of new roof shingles, or inexpensive metal roofing over two or three or more layers of existing failed roofing. These typical (and relatively inexpensive) repairs resulted in units that rented at a high enough rate to provide a high return over a relatively few years.

The persons most damaged by these practices are the actual renters living in these houses (who pay too high a price for what they get), and the recent purchaser/owner occupant who hopes they brought a great house at a great price, only to find that the ‘pretty’ repairs

Urban Sprawl or sprawl is defined as low-density urban development rapidly spreading across rural areas away from the urban core.²

Design Review is a part of a locality's development approvals process that permits discretionary decision-making about the appropriateness of a specific building proposal in context to its neighborhood surroundings.²

are covering decades of neglect and deterioration while the cost of the proper repairs will exceed the purchase price by a factor of 8 to 12 times greater. The true impact of this activity affects the entire fabric of the city from the immediate neighborhood and residents to the broader neighboring areas, and ultimately the entire community has to deal with all the negative social and economic issues that arise from the spread of 'slum' housing within its borders.

The rental climate in Paducah is such that a dilapidated rental unit garners almost as much rent as a similar sized rental unit that is maintained properly. The housing market boom has consisted mostly of new, larger, more expensive housing farther out into the suburbs making affordable, close-in housing more and more scarce. All of these market conditions lead to an increase in the demand for rental units, which helps buoy the high profit, low-end rental business that is easy to supply. Therefore, unfortunately, the "slumlord" has ample opportunity to practice their profitable trade. If caught and pressured by the city, the out for these scoundrels, is to 'sell' the dilapidated house to the unwary occupant on a land contract with little or no money down, high interest rate, and a relatively short term resulting in a high mortgage payment paying off the owner in the short term. After just a few years, the payment is pure profit to the mortgage holder who is no longer responsible for the condition of the property.

This situation reflects a disturbing national trend which increases urban sprawl as persons who can afford to, move away from the urban core. This leaves the older structures in declining condition or altogether vacant while concentrating pockets of increasing poverty, lower incomes, lower educational levels, and increasing crime and social problems within the older neighborhoods. Ultimately, structures are condemned and/or razed. Incentives should be provided to potential owner-occupant investors that wish to rehabilitate the existing housing stock in this neighborhood as a means to maintain and attract market rate investment. **Map 6 in Appendix B** shows the number of homeowners versus renters, as well as vacant lots in the FASA.



The former site of the Paducah Housing Authority Martin Luther King Jr. Community was demolished in 2000. This left 8.1 acres in the heart of the city vacant and prime for infill development.

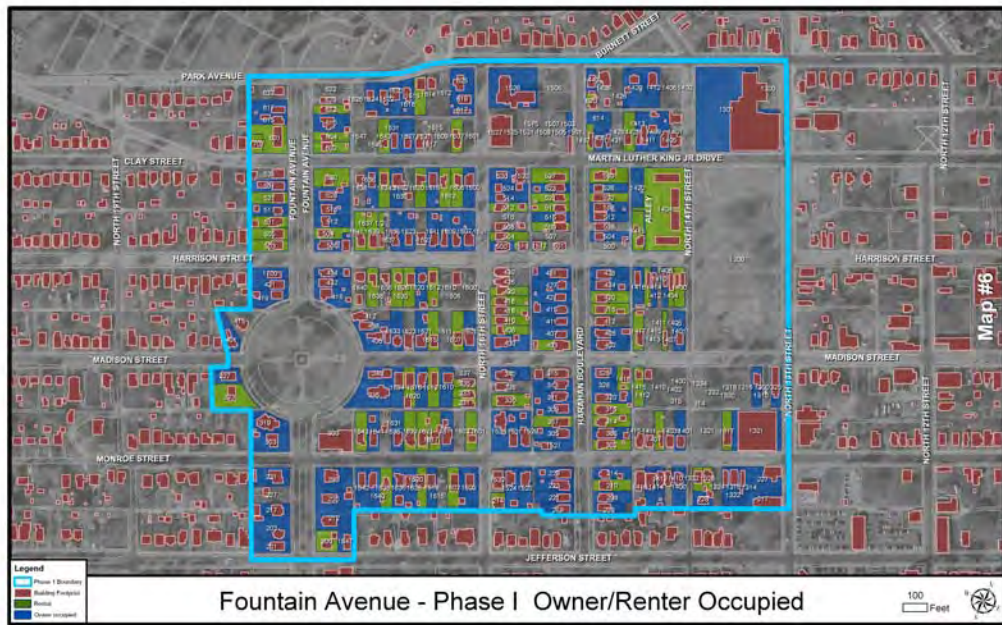
Infill is defined as development of vacant land or lots within an established urban area, as opposed to building on land that has never been developed before.²



Infill Construction should be designed to fit into the existing fabric of the neighborhood and its character.

Controls will be put into place that help maintain the historic character of the existing structures in accordance with the time period in which they were originally constructed. This is an important quality to preserve in order for the neighborhood to maintain its unique identity, and to become attractive to market rate reinvestment. **Appendix H – Proposed Design Guidelines** contains draft guidelines that will help to maintain the existing neighborhood character and promote compatible infill construction.

Map 6 – Owner/Renter Occupied or Vacant Parcels



Approximately 50 vacant lots existed at the start of this planning process. The number of vacant lots will increase due to demolition of the very worst condition structures that have little historical or architectural significance. (see Chapter 7) While vacant lots are an indicator of a neighborhood that has declined, these lots also provide opportunity for new, high-quality infill construction. New, high-quality construction does a number of positive things for the neighborhood and City. It transforms the property into a significant asset to City tax rolls again, adjacent property values increase, and it gives the perception that the neighborhood is once again a desirable place to live. The most difficult task in getting high-quality infill construction to occur in this blighted neighborhood is to begin the reinvention of its image as an attractive, safe, affordable,

A significant portion of the community's appearance has to do with planning for community character. If people desire a particular character and it is not delivered via ordinances and standards, there is an innate dissatisfaction.⁴

The city's Urban Renewal Board will oversee the purchase and selling of properties in the FASA. Properties are obtained from willing sellers or through foreclosures due to liens placed on the property due to property maintenance issues.

high-quality place to invest and live for persons who have the means to build a new home and live in many other quality neighborhoods. At the same time, it must be noted that the City is investing a great deal of energy and resources in a concerted effort to maintain a mix of incomes in the neighborhood by stabilizing as many of the owner occupied families in the FASA as possible, either by means of rehabilitation to their existing structure or by building new homes for them in the neighborhood. LMI federal housing grants will be a big part of the mix.

A key occurrence that had great impact occurred in 1999-2000; the former site of the Paducah Housing Authority Martin Luther King Jr. Community demolished all the project units, creating a void just to the east of the neighborhood. This was a large housing project spread out over eight acres that contained over 100 units for low-income persons. Removal of these units eliminated a growing concentration of low-income persons, and the well-documented problems often associated with the "projects" including higher crime, vandalism, drug use, etc. This void of more than eight acres of land also provides a unique opportunity for redevelopment of a key piece of property in the heart of the City. Ideally, an upscale, mixed-use, mixed income development would best serve the City at this location as an indicator of the growing health of Fountain Avenue.

Attracting Quality New Investment

Perhaps the most difficult, but ultimately most important, question for this neighborhood is this: what will make the neighborhood attractive enough for people to be willing to re-invest their money and live in Fountain Avenue when they have the means to live elsewhere in other currently desirable neighborhoods? Various techniques have been used across the nation that promotes quality reinvestment into neighborhoods. For Fountain Avenue, the first step in this process is to create a desirable vision of the future that fosters a new aura of excitement for the neighborhood. The neighborhood plan illuminates that vision and acts as a guide to making the vision a reality. Next, a firm commitment from key players must be securely in place to give the plan validity and potential investors a piece of mind. Past successes in Paducah, such as the Lowertown

Urban Renewal in general has four goals:

1. Eliminating substandard housing.
2. Revitalizing city economies.
3. Constructing good housing.
4. Reducing de facto segregation.⁵

project, have included some or all of the following key players: federal and state granting agencies, the City Commission, private lenders such as Paducah Bank, City boards, the community at large, and the neighborhood residents themselves. All of these key players must work together to provide incentives to potential investors, which provides a sense of security and assurances of success to all parties involved. Recommendations for specific incentives for Fountain Avenue Phase I can be found in the Goals & Objectives below and in Appendix A.

Goals & Objectives (Neighborhood Character)

Goal 4-1: Increase the number of owner occupied ‘standard’ structures to 60% plus.

- Give priority through the proposal process to those proposals which create and favor owner occupied opportunities.
- Reduce the percentage of standard rental structures in the FASA to less than 40% overall.
- Reduce the number of ‘sub-standard properties in the FASA to zero by 2012

Goal 4-2: Provide incentives to encourage rehabilitation of existing structures and promote quality new infill construction.

- Expand public/private partnership with Paducah Bank and Banterra Bank (and others as possible) to provide loan incentives to potential investors.
- Use the Urban Renewal Board (URCDA) to purchase properties from willing sellers in the neighborhood early in the project and then transfer property to potential investors at a reduced cost through the proposal process.
- Seek additional opportunities for public/private ventures.

- Design pre-approved infill house plans that complement the character of the neighborhood that can be utilized by all potential investors.

Goal 4-3: Seek opportunities to help low income families remain residents in the neighborhood.

- Work with state and federal granting agencies to secure funding for rehabilitation/demolition-reconstruction of existing structures owned by low-income families.
- Work with state and federal granting agencies to secure funding for new infill construction for low-income families.
- Partner with the neighborhood and community groups willing to provide help to families in need that the City cannot help with grant funds.

Goal 4-4: Promote ideas and controls that help maintain the historic style and character of the neighborhood for both existing structures and new infill construction.

- Authorize the Historic and Architectural Review Commission (HARC) to adopt design guidelines and have design purview over the Neighborhood Services Zone. (see **Appendix H for Proposed Design Guidelines**)
- Encourage the creation of an architectural salvage yard where materials from houses to be demolished can be reused in the neighborhood.

Goal 4-5: Encourage quality new development of the City-owned eight plus acres of the former site of the Paducah Housing Authority Martin Luther King Jr. Community property located at the corner of Martin Luther King Jr. Drive and North 13th Street.

- Market the property to developers who are willing to fully develop the entire property as a mixed use residential and retail center.



Appropriately designed infill is encouraged to help maintain the original character of the neighborhood and the quality of construction.

- Provide the land to a developer that has a desirable proposal at no cost as an incentive; maintain ‘strings on the property’ to ensure completion of the plan.
- Ensure that the development is a sustainable development using quality construction materials with an aesthetically pleasing landscape and development plan.

Goal 4-6: Enlist the aid of community leaders from within the neighborhood to help promote the revitalization of the neighborhood.

- Maintain a relationship that involves open, two-way communication between the City and neighborhood residents.
- Encourage the development of a strong neighborhood association and neighborhood watch.
- Continue to utilize the available resources of Fountain Avenue Methodist Church and Margaret Hank Cumberland Presbyterian Church for active community participation in ideas, promotions, or events that benefit the FASA.

Chapter 5

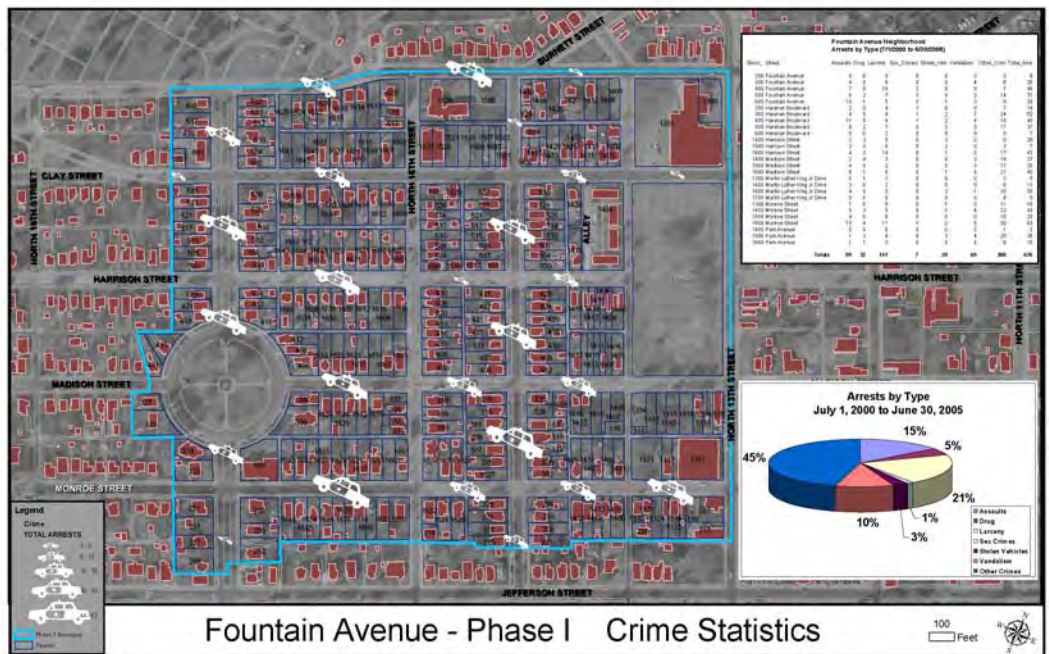
Community Policing & Crime



The Paducah Police Department has been in action in the Fountain Avenue Area since the Fall of 2005 in response to the crime statistical analysis.

The police department responds to complaints of juveniles fighting, drug dealing, and other larceny type crimes on a routine basis in the FASA. Most of the juveniles in the area are not residents and usually live near the outer edge of the neighborhood or from across town. Citizen involvement in crime prevention or neighborhood watch has not been successful. Small groups of citizens try to do their part but most are not involved and some are afraid of retaliation. Transition to a healthy Fountain Avenue neighborhood will require a turn-around in this situation.

Map 7 – Crime Statistics



Targeted police enforcement in the FASA included a zero tolerance policy for all laws on the books.

Present Criminal Activity (2005-2006)

In the September of 2005, the Paducah Police Department assigned two police officers to the area on a fulltime basis. The department’s Community Events sergeant was also assigned to closely oversee the Fountain Avenue neighborhood. Officers began working concentrated hours and days from vehicles and bicycles to increase police presence. At the start, a zero tolerance policy was adopted for all laws on the books. A positive impact

A neighborhood watch is recommended in order to help deter the criminal activity and to help facilitate continued communication between the police and citizens.

was made immediately as the officers began to work the area, make arrests, and increase communication and trust with the residents. After a significant reduction in criminal activity was indicated by residents and by tracking statistics, the police department has stepped back from the two-officer commitment and now continues with a normal directed patrol.

In a period from December of 2005 to March of 2006, officers working from the drug unit have made several drug raids that led to 32 arrests and drug seizures. In this same period, there have been 31 other arrests, 183 citations issued, and 187 warnings given. The department continues to work towards organizing a viable neighborhood watch program. As of today there is no organized neighborhood watch, but efforts continue. The Fountain Avenue Project Program Manager meets with team members on a regular basis to stay up-to-date and to strategize with members of the police department. The following statistics in Table 4 and Figure 1 have been compiled on recent activity:

Table 4

Directed Patrol Results							
	Citations	Warnings	Misdemeanor Arrest	Felony Arrest	Misdemeanor Drug Arrest	Felony Drug Arrest	Warrants Summons
Dec-05	28	30	7	1	3	0	7
Jan-06	53	54	5	0	2	3	9
Feb-06	34	55	9	0	12	1	6
Mar-06	68	48	9	0	2	2	10
Apr-06	31	13	4	1	1	1	6
May-06	24	9	3	0	0	2	0
Jun-06	12	7	5	0	0	0	4
Jul-06	13	6	1	1	0	0	4
Aug-06	40	16	7	0	2	0	3
Sep-06	20	4	4	0	0	0	0
Oct-06	12	4	0	0	0	0	0
Nov-06	10	4	0	1	0	0	0
Dec-06	9	7	0	0	0	0	1
Totals	354	257	54	4	22	9	50



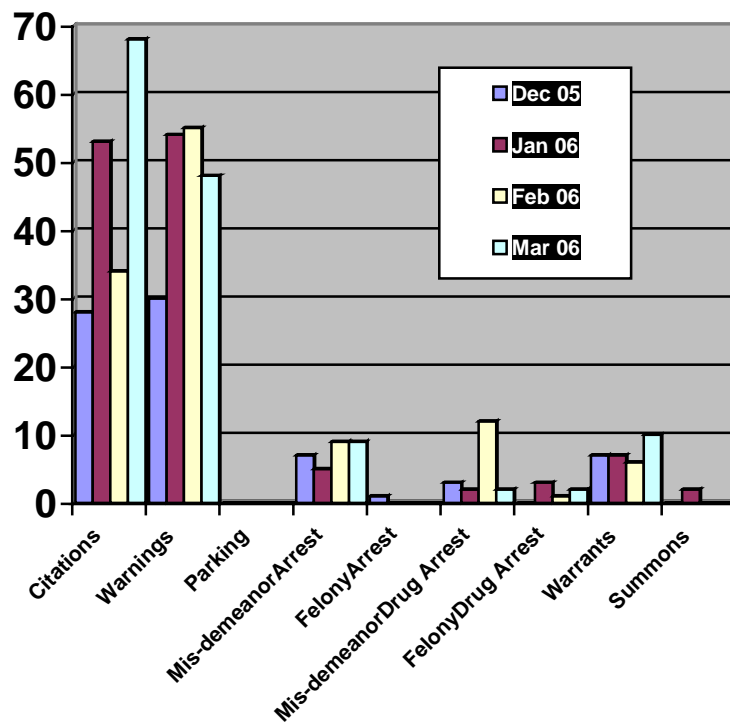
Criminal activity in the area has decreased, but officers continue to monitor and patrol the area. Bicycles are used for patrols in the warmer months.

The police department has seen a reduction of criminal activity in the area since directed patrol and the Community Events Supervisor was assigned to this neighborhood. However, only continued enforcement and a “buy-in” by the community will have a lasting effect. The Police department and the City need to convince citizens that a strong neighborhood watch and community policing partnership commitment on their part will keep this neighborhood safe from the criminal element.



Citizens Police Academy (CPA) offers insight into the life of a Paducah Police officer by allowing citizens to participate in the firing range, ride along with an officer, and be instructed on safety.

Figure 1 - Directed Patrol Results



Goals & Objectives (Crime & Community Policing)

In July 2006 the department assessed the criminal activity in the area and **due to an apparent decrease in reported criminal activity since September 2005**, transitioned from a two member directed patrol team to a full-time “Fountain Avenue Officer” that works flexible hours and days to address citizen complaints and quality of life issues. It is anticipated this assignment would be a long term one, similar to the officer assigned to Kentucky Oaks Mall.

James Q. Wilson and George Kelling developed the 'broken windows' theory. If decay (trash, broken windows, deteriorated buildings) remains in the neighborhood for a long period of time, people who live in the area feel vulnerable and begin to withdraw. The citizens become less willing to break up groups of rowdy teens loitering on street corners or to address signs of deterioration. Criminals then become bolder and intensify their activities. This atmosphere then attracts offenders from outside the area, who sense that it has become vulnerable and a less risky site for crime. Strategies such as those listed here help to deter and reduce crime:

Quick replacement of broken windows

Prompt removal of abandoned vehicles

Fast clean up of illegally dumped items, litter and spilled garbage

Fresh paint on buildings

Clean sidewalks and street gutters

Goal 5-1: Continue a strong visible presence for the police department.

- Include a “zero tolerance”, “Broken Windows” community policing-oriented enforcement approach by the directed patrol, their area supervisor, the Community Events supervisor, and all patrol officers that work in the area.
- Include the police department’s Drug Unit, as well as the General Investigation Unit, which investigates burglaries, robberies, etc. in the area.
- Continue increased police presence in the surrounding areas that negatively influence the criminal activity in the Fountain Avenue area.

Goal 5-2: Continue to work in close partnership with the other City departments including Inspections, Planning, etc. as part of a “Community Government” initiative and not just a community policing one.

Goal 5-3: Convince citizens to partner with and support the police department by reporting suspected criminal activity as soon as possible.

- Promote the organization of a neighborhood watch and have neighborhood citizens participate in department “ride-alongs” in their community.

Goal 5-4: Monitor crime statistics and assess criminal activity in the area.

- Continue to assess the criminal activity in the area and make adjustments to patrol activity based on citizen complaints, quality of life issues, and the rate of illegal activities.

Chapter 6

Transportation & Infrastructure

Functional Classification System

Those streets within the Fountain Avenue Study Area (FASA) designated to carry the least amount of traffic are labeled ‘local streets’. According to the Paducah/McCracken County Transportation Study, the main function of these streets is to provide access to abutting land. ‘Local streets’ are designed and constructed for a minimum of disruption to neighborhood livability while providing adequate and safe circulation to pedestrians, bicyclists, and vehicular traffic.

All streets with the exception of the (US 60x) I-24 Business Loop (Martin Luther King Jr. Drive & Park Avenue) within the FASA are designated ‘local streets’ with speed limits of 25 mph.

According to the Paducah/McCracken County Transportation Study, two Urban Principal Arterials exist in the FASA, Martin Luther King Jr. Drive & Park Avenue. Urban Principal Arterials are designed to provide for major travel between, across, and within urban areas. Both arterials currently are at a Level of Service of C or better and average approximately 6,000 vehicle trips per day. Speed limits on these arterials are 35 mph.

The FASA was designed on a grid system. Streets run perpendicular with the east/west streets being the numbered streets and the north/south streets being the named streets. See

Appendix B, Map 8.

Streets

The City of Paducah currently rates the surface condition of all streets within the City of Paducah between 1-10. As streets reach a certain threshold (5) they are reviewed for resurfacing. Following is a list of streets that reached a ranking of 5, as of the summer of 2006. These streets will be considered when the yearly resurfacing plan is initiated

Arterial Streets are those that were intended for relatively uninterrupted, longer travel distances at higher speeds.⁴ For the FASA this would include MLK JR. Drive and Park Avenue.

Local Streets function to provide access to individual properties.

Level of Service (LOS) is a qualitative rating of the effectiveness of a roadway in serving traffic flow. The rating system is a scale from A to F with A being the best (free flow).⁴

LOS “C” is considered to be average or adequate. Any LOS lower than “C” indicates that traffic is not flowing as well as it should.

Table 5 – 2006 Street Resurfacing Rankings

<u>Street</u>	<u>From</u>	<u>To</u>	<u>Rank</u>
Monroe Street	13th	18th	4
North 14th Street	Jefferson	Madison	4
North 14th Street	Madison	Harrison	5
North 16th Street	Harrison	ML King	5
North 16th Street	Jefferson	Monroe	5
North 16th Street	Madison	Harrison	5
North 16th Street	ML King	Park	5
Harrison Street	14th	Harahan	5
Harrison Street	16th	Fountain	5
Harrison Street	Harahan	16th	5



Traffic calming techniques are strategies used to slow the rate of speed of vehicles without impeding traffic flow. Examples are round-a-bouts, speed bumps, and narrow streets.

The City of Paducah has one roundabout located on Fountain Avenue. A modern roundabout is a traffic control device with the primary function of controlling traffic movements through an intersection. One public concern was that the wide street around the roundabout encourages thrill seekers to increase their rate of speed around the circle. A possible solution to this is to narrow the circle street, which can be accomplished by widening Lang Park, as suggested in Chapter 8 – Parks & Aesthetics.

Traffic

The Planning and Public Works Departments will continue to study the traffic flow in the area over the course of the project and make recommendations to the City Traffic Commission for changes, if necessary, to improve traffic flow, recommend additional signage, and safety improvements.

Map 8 - Transportation



Sidewalks

The City of Paducah currently has a policy in place for sidewalk replacement. A property owner can request the City Public Works Department to replace the sidewalk adjoining their property. Current policy states that the City will provide the installation at no cost to the property owner, if that owner will pay for the cost of the materials (concrete). There is a waiting period as installation is done on a first come first served basis, as well as being dependant on weather and other citywide projects. This does not include things like curb cuts for driveway aprons, etc.



Dilapidated sidewalks need to be repaired in order to make the neighborhood more pedestrian friendly.

Over the last several years the City of Paducah has made a continuous effort to make all intersections within the City of Paducah handicap accessible. These efforts are evident within the FASA. Following is a list of intersections that are not yet handicap accessible.

- All corners of North 13th Street and Monroe Street.
- All corners of North 14th Street and Monroe Street.
- The North and the East corners of North 16th Street and Monroe Street.
- The North corner of North 14th Street and Harrison Street.

Maintenance and drainage of the alleys were identified as a concern of the neighborhood. The Public Works Department will analyze the condition of the alleys and how they are utilized.

Parking

The FASA neighborhood consists of both residential and commercial properties with on-street and off-street parking to serve them. Parking on neighborhood streets is free. Adequate parking is available for all residents. As land uses change within the Neighborhood Commercial Corridor, the City should assure the neighborhood that adequate off-street parking would be required for every new development. New commercial development within the Neighborhood Commercial Corridor should be encouraged to have parking to the rear of the structure. Access to parking lots should be gained from the alley. Infrastructure cost of paving the alleys should initially be borne by the developer.

Alleys

Alley's within the FASA are used for garage access and refuse pickup and should be continued in this manner as well as access for future infill commercial development. Alley maintenance and associated storm water issues discussed during the public meetings will be analyzed. This will include three major issues: (1) installation of the correct drainage pipes (concrete pipes vs. metal corrugated pipe), and (2) damage to the alleys because of sanitation trucks. This will include an economic feasibility study of alley refuse service vs. street front pickup, and (3) requirements for paving alleys in the commercial corridor as business invests and requirements encourage parking to the rear of structures with access from the alleys. The planning department believes that such alley paving can be required of the developer as part of the development plan much as road improvements are required in new growth projects.

Paducah Area Transit System (PATS)

The mission of the Paducah Area Transit System is to provide a responsive, efficient, and reliable transportation system that is an asset to the riders and the communities they serve. It is their intent to increase the mobility of citizens, and to provide a connecting link between riders and the services they need.

PATS currently offers a variety of services to the residents of the FASA. These services include:

- Fixed Routes – Please see Figure 2 depicting one of three fixed routes serving the FASA. Passengers can access the route at any of the locations along the fixed routes.
- 24 Hour advance scheduled service. Service is provided to all citizens of Paducah.
- Dial-A-Ride – Personal transportation service. Service is provided to all citizens of Paducah.
- ADA Services – Specialty pick up services for residents not within ¾ mile of fixed route. Service is provided to all citizens of Paducah.
- Specialty Carrier Service – Designed to meet the needs of passengers for non-emergency medical transportation. Service is provided to all citizens of Paducah.

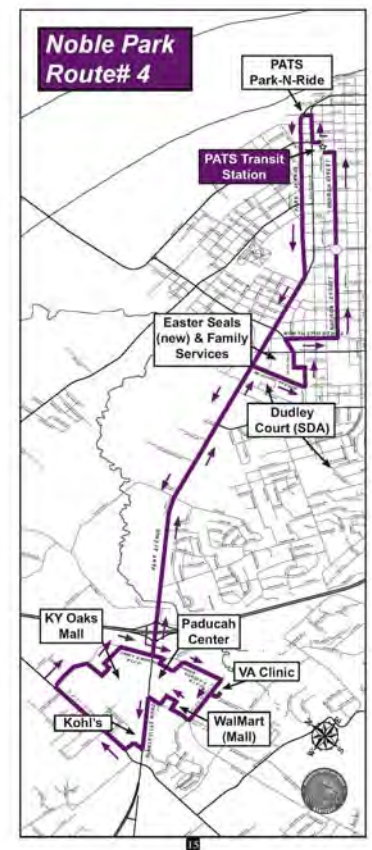


Paducah Area Transit System offers extensive public transit service through the FASA with three fixed bus routes.

Fixed Routes serving the FASA

- Rowlandtown Route. The Rowlandtown route traverses the FASA from Fountain Avenue to 13th Street using Martin Luther King Jr. Drive. After exiting the FASA, the Rowlandtown route stops at the transfer station at the corner of 9th & Harrison Street. Passengers can access other routes for stops throughout the City.
- Noble Park Route. The Noble Park route traverses the FASA from 13th Street to Fountain Avenue using Park Avenue. After existing the FASA, the Noble Park route continues west past Noble Park and on to Kentucky Oaks Mall.
- Lone Oak Route. The Lone Oak route traverses the edge of FASA from 13th Street to Fountain

Figure 2



Avenue using Jefferson Street. After existing the FASA, the Lone Oak route continues west past Western Baptist Hospital, Lourdes Hospital, and eventually on to the City of Lone Oak.

Maintenance & Services

The Public Works Department is responsible for maintaining the neighborhood’s physical infrastructure to ensure a healthy, vital, and safe community in order to achieve a high quality of life for our citizens. Additionally, the department provides sanitary service, yard waste pickup, and public grounds maintenance in the neighborhood.

During the public meeting process, FASA residents stated that litter and yard rubbish was a concern. In response to this concern, Public Works in conjunction with other City departments and neighborhood residents will support “clean up” programs for special pickups of items placed on curbs and in the alleys. The program includes using volunteers to coordinate the placement of dumpsters and overseeing the clean up effort to ensure all debris are placed in the dumpster. Public Works will deliver and pick up the dumpsters on selected dates (normally over a weekend). There will be no charge to the residents.

Once construction in a given block is about 80% complete and the overall project is 95% complete (an estimated 5-7 years), the department will focus on maintenance and improvements to streetscape elements such as street surfaces, sidewalks, curbs, gutters, and crosswalks. This delay is necessary because of the anticipated renovation activities of residents and their contractors often result in broken curbs and sidewalks when heavy construction equipment is used. This problem became apparent during the Lowertown project. Public Works will begin work sooner in areas which are substantially complete sooner.

Goals & Objectives (Transportation & Infrastructure)

Goal 6-1: Promote safe circulation from residential properties to neighborhood economic centers.



Rubbish and junk found around the neighborhood is being cleaned up utilizing the property maintenance code. The Inspection Department has teamed with Public Works to coordinate a free community clean up.

MUTCD is an acronym for the Manual for Uniform Traffic Control Devices. This manual is the standardization of traffic control signals and signage by the Federal Highway Administration.

- Ensure new commercial development within the Neighborhood Commercial Corridor Zone (NCCZ) has access off the alleys and not the Arterial's.
- Enforce speed limits within FASA and increase patrols around Fountain Avenue Circle
- Require new developments within the NCCZ to provide off-street parking to the rear of the structure and to pave alley access to that parking.
- Evaluate signalization as new development occurs within the NCCZ.
- Ensure alley improvements within the NCCZ are designed to provide safe vehicular circulation.
- Ensure that traffic signage is installed at proper locations.

Goal 6-2: Recognize and promote the need for safety for all modes of travel within FASA while enhancing the beauty of the transportation network.

- Prepare traffic flow study and make changes as needed.
- Assess the viability and promote the installation of bicycle lanes.
- Promote the planting of street trees in compliance with the City of Paducah's street tree ordinance.
- Complete a lighting inventory that delineates dark spots within the FASA.
- Evaluate parking needs around Circle Park as park facility expansion occurs.

Goal 6-3: Enforce traffic laws that prohibit vehicular speeding or loitering.

- Provide for appropriate traffic signage according to MUTCD regulations.

Goal 6-4: Facilitate a well-maintained transportation and infrastructure network.

- Educate FASA residents about the FASA sidewalk replacement policy.
- Develop a neighborhood policy regarding homeowner's treatment of right-of-way that enhances the look and character of the area.
- Finish ADA accessible improvements within the FASA.
- Install crosswalks at appropriate locations.

Goal 6-5: Recognize and promote the multi-use functions of FASA streets and sidewalks for walking, bicycling, and social interaction.

- Require the placement of bicycle racks as appropriate at new commercial & recreational centers within the NCCZ and the Neighborhood Services Zone (NSZ).

Goal 6-6: Encourage new businesses within the NCCZ to establish agreements for shared parking for their customers and employees through incentives.

Goal 6-7: Allow for variances for businesses within the NSZ that do not generate large amounts of traffic.

Goal 6-8: Evaluate sanitary services provided to the FASA.

- Continue picking up refuse from service alleys.
- Coordinate neighborhood clean up day
- Analyze the economic vs. customer service feasibility of alley refuse service vs. street front pickup.

Goal 6-9: Improve existing infrastructure (new street surfaces, sidewalks, curbs & gutters as needed).

- Evaluate and correct storm water problems within alleys as needed.

Chapter 7

Code Enforcement & Property Maintenance

The City of Paducah Inspection Department plays a critical role in the revitalization of the Fountain Avenue Neighborhood. This will be accomplished by very strict property maintenance, inspection, and enforcement.



A citation has been placed on the door of this structure. It has been slated for demolition due to its poor condition.

In April of 2006, after several neighborhood meetings and with the support of the neighborhood, the City Commission adopted amendments to the Nuisance Code and updated the property maintenance code to the 2006 edition of the International Property Maintenance Code. By having the property maintenance code regulated under the Nuisance Code Enforcement Board, the City can assess civil penalties for violations of the code. Foreclosure proceedings can be initiated for those properties whose penalties accrue to a substantial amount. One of three outcomes can occur during this process. Either the current owner can agree to make complete repairs and upgrades as required and then resolve the fine issue with the City, the City is paid the amount of the fines by a new owner who makes all repairs/upgrades as required, or the City forces the sale of the property through foreclosure. The goal of this process is to have the property rehabbed to as high a standard as we can legally require, whether that's the current owner or a new responsible property owner that can maintain it to the enhanced property maintenance standards.



This is an example of a vacant lot where a dilapidated house once stood. These lots are generally controlled by the city and can be turned over to a new owner to build new infill construction.

In addition to these amendments, the City Commission, with neighborhood support, adopted the Fountain Avenue Neighborhood Enhanced Property Maintenance Standards (see Appendix I). These enhanced standards will provide for quality renovation of many of the properties that would have continued to suffer declines as potentially serious problems were masked over or ignored. A higher maintenance standard in the neighborhood improves the overall health, safety, and welfare of the residents. An important secondary effect is that the overall appearance of the neighborhood is enhanced, therefore helping to increase property values. These enhanced standards also create the sense of security necessary to attract market rate re-investment back to this neighborhood.



Dilapidated, vacant structures scattered throughout the neighborhood not only constitute a nuisance, but also pose a threat to the health, safety, and welfare of other properties in the neighborhood.

Property values reflect the overall appearance of the neighborhood. Responsible property owners maintain their property and expect the same from other neighborhood property owners. Neighborhood pride is obvious when all properties are kept mowed, shrubs and plants are reasonable trimmed, leaves are raked, alleys and gutters are clean, litter and rubbish is routinely picked up, and junk is not stored in the yards.

Addressing nuisance property condition issues in the ordinances may appear to some to be focusing unnecessarily on the cosmetic or aesthetic in nature, when ‘greater’ issues of threat to life safety should be our primary objective. It is the strongly held opinion of the City Inspection as well as City Planning Departments that full and continuous enforcement of the nuisance code is absolutely vital to the success of the Fountain Avenue project. Unsanitary conditions put residents, and especially children, at risk. The health and welfare as well as life safety of all citizens of Paducah is very important and a key for prosperity and growth.

Some examples of these nuisance risks are: excessive weeds and grass; over-grown bushes; chipping and peeling paint; over-grown fence lines and alley ways; filled or clogged drainage-ways creating areas of stagnant water or mold / mildew growth which increases irritating pollens, mosquitoes and other insects; increased habitat for rodents or other vermin; accumulated litter, rubbish, scattered garbage, junk, discarded appliances and automobiles.

An ongoing inspection and abatement effort aimed at these issues is a first order priority. Many of the solutions to these matters can be accomplished without great cost. Correcting grading and drainage problems can prevent many known health problems from ever starting. Removal of rubbish, discarded appliances, and automobiles prevents or reduces the attraction of unwanted pests, increases visibility for resident safety, law enforcement personnel and promotes health and safety.

The Nuisance Code clearly identifies the examples listed above as well as other conditions that are deemed a nuisance. Strict enforcement of all Nuisance Code ordinances through focused inspections will address any of these conditions that exist making the

neighborhood safer, more inviting and appealing to other responsible property owners, thereby ultimately making a significant contribution to the community's overall goals of rehabilitation.

The Inspection Department has employed a Fountain Avenue Neighborhood Code Enforcement Program Manager to coordinate all of the code enforcement in the area. In addition to this, part of the job description requires the employee to become familiar with all of the resident's properties and be able to identify common problems associated with the FASA structures. The Code Enforcement Program Manager is assigned to the neighborhood on a full time basis and also coordinates neighborhood plan related activities. An integral part of this employee's duties is to encourage neighborhood reinvestment, both for existing owners as well as for potential new residents. Strict, uniform code application, and fair property maintenance inspections are the foundation on which we will rebuild this neighborhood. It is our intention to inspect every property within the FASA.

Goals & Objectives (Code Enforcement & Property Maintenance)

Goal 7-1: Improve the health, safety, and welfare of all residents within the FASA

Goal 7-2: Provide strict Nuisance Code enforcement on all properties in the FASA.

- Have all structures completely inspected by August 30, 2010
- Continue partnering with the police department when the need arises.

Goal 7-3: Provide strict Property maintenance inspection and enforcement of all building related codes on all properties and structures in the FASA.

- Have all structures completely inspected by August 30, 2010
- Apply targeted, systematic code enforcement to all properties in the FASA.
- Enforce the enhanced property maintenance standards to the highest degree.

Goal 7-4: Ensure that rental property in the FASA is decent, safe, and sanitary housing.

- Have all rental occupied structures in the FASA completely inspected by April 30, 2007
- Enforce all rental license ordinances to the highest degree.

Goal 7-5: Continue to have open communication with the residents of the FASA.

- Continue providing a Code Enforcement Program Manager for the FASA.
- Act as a liaison between the residents and various departments.
- Encourage the formation of a neighborhood organization

Chapter 8

Parks & Aesthetics

Lang Park

Sometimes known as Circle Park or Fountain Avenue Park, Lang Park is located at the intersection of 17th Street and Madison Street. Currently, the park is passive green space with sidewalks leading to a large statue of General Lloyd Tilghman, CSA. There are no other park amenities such as play equipment, shelters, or marked parking spaces, nor is the park area wheelchair accessible.



Lang Park was established in 1884 by Mayor James Lang as the first public park in Paducah.



Enhancing the park's focal point was a predominant theme at the public charrette.

Fountain Avenue Park Revitalization Meeting of June 29, 2006 Synopsis

At a public charrette held on June 29, 2006 at Fountain Avenue United Methodist Church, the following ideas were proposed and voted upon:

- A majority of the attendees recommended removal of the statue; the most popular suggestion for relocation was Tilghman High School(although that is the wrong Tilghman).
- It was agreed that a fountain in the center should be the focal point of the park with several proposals submitted.
- The participants were overwhelmingly in favor of keeping the current trees and grass for a shady passive area and in favor of adding more trees, flowers, and shrubs in a garden format.
- Most attendees agreed that there was a need for a large aesthetically pleasing gazebo for public gatherings with picnic capability, electrical outlets, a water connection, a drinking fountain, and stone benches possibly associated with the water feature.
- Entry arches were suggested for highlighting the park entrances.
- The attendees were greatly in favor of expanding the park by adding a walking path around it.
- Attendees agreed with the use of wrought iron fencing around the park.
- A contained play area for younger children is recommended.



Currently the park is passive green space that is an unrecognized asset in the neighborhood.



The focal point of Lang Park is a statue of General Lloyd Tilghman, a Confederate soldier in the Civil War.

- The attendees wanted the lighting to be soft and aesthetically pleasing yet adequate for around the clock security.
- Attendees wanted some means of slowing and calming traffic in the area. Additionally, well-marked parking and safe pedestrian crossing access is a necessity for this project.
- A majority of the participants liked the idea of having an area for public art installations.

The enhancement of Lang Park has a significant impact on how it relates back to the neighborhood and whether it will be a positive force in the overall revitalization of the neighborhood. Does it remain a passive recreation area, or is it developed more as an active playground? How would a safe walking trail be integrated around the park in relation to narrowing the round-a-bout street? What elements should be added or deleted to the park? A master plan for the park has been undertaken in order to answer these important questions. The Parks department will take the lead and work in conjunction with the Planning department and the neighborhood residents to create a master plan for Lang Park that will ultimately transform it into a central focus and much used gathering & recreational space for the neighborhood and greater community.

A central issue with the park that was presented in the charrette, is what to do with the statue of General Lloyd Tilghman. Moving the statue as well as keeping it on site in an enhanced context were both listed as options, although the majority view was generally in favor of the move. Some concerns of moving the statue include ownership and the choice of other possible locations. As indicated in **Chapter 2 – History of the Fountain Avenue Area**, the land is owned by the City of Paducah, the statue base was paid for by the Daughters of the American Revolution, and the statue itself was paid for by the heirs of General Tilghman. Tilghman High School was mentioned as one possible location; however, the high school is named after a different Tilghman, Augusta, therefore this location is not really a good fit. Another possible location for the statue is the General Lloyd Tilghman Museum located on Kentucky Avenue at 7th



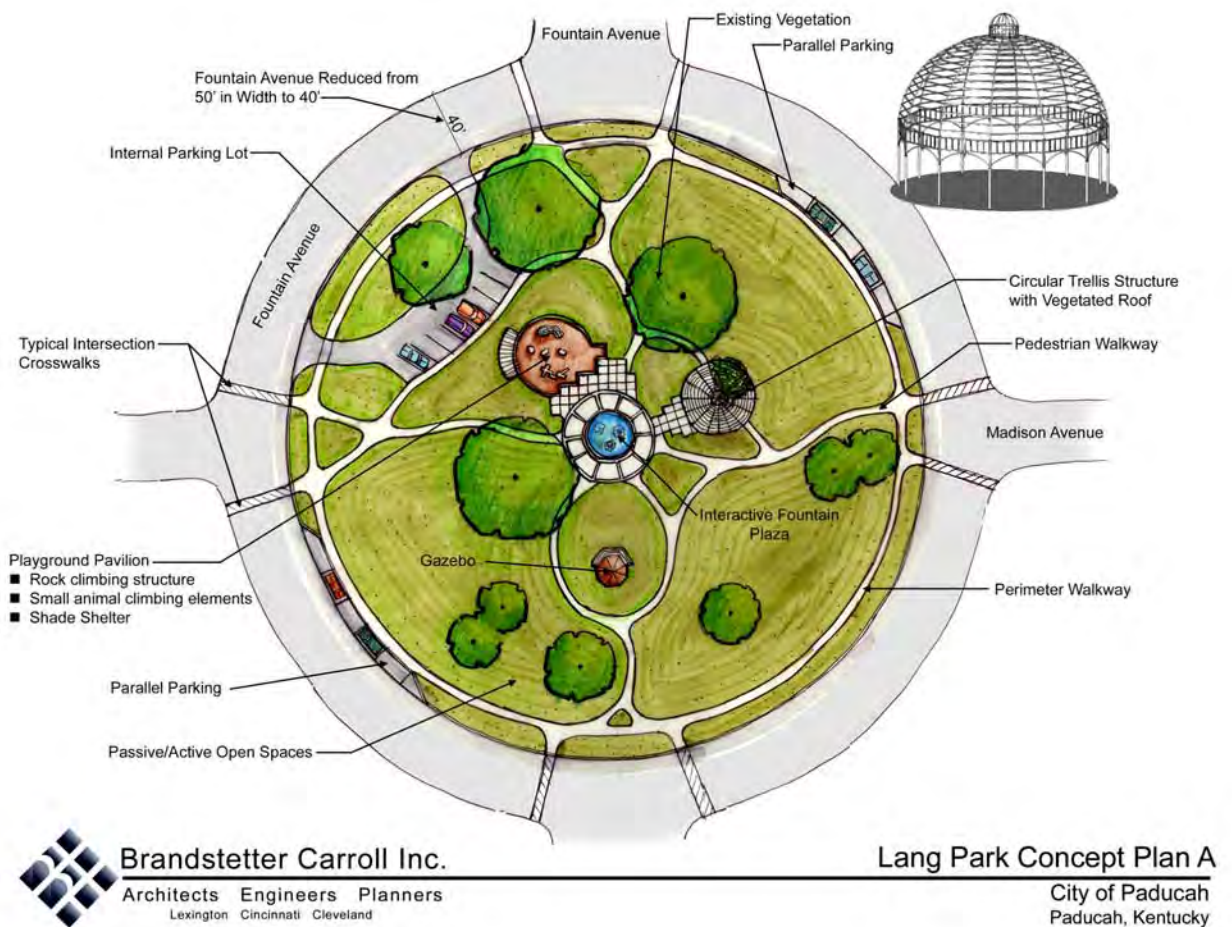
Installation of park benches in the boulevard and park will encourage pedestrian travel through the neighborhood.



Public art installations in the boulevard and park would also make the area more pleasant and livable.

Street; the Tilghman Museum has contacted the city and is generally in favor of moving the statue to their property at the corner of 7th Street and Kentucky Avenue if logistics and details can be arranged. The best solution will be apparent when ownership issues, siting issues, and the desires of the residents of both Fountain Avenue as well as the residents of any new sites are determined. More investigation is needed at this point. Based on the neighborhood input, three design concepts were developed below titled Figure 3, Figure 4, & Figure 5.

Figure 3



Both conceptual plans start with the desire to create a new focal point and include moving the statue of General Tilghman. Key features include a new interactive water feature as a focal point; expanding the circle by ten feet resulting in reduction of the

overly wide street; adding a perimeter walkway and internal walkways; adding internal parking; constructing a gazebo and a trellis shelter; and installing a playground pavilion. The proposed playground pavilion might include a rock climbing structure, large sculptural climbing net structure, small animal concrete climbing elements, or a shade shelter. The concept takes advantage of the existing vegetation and passive open space while making the park more pedestrian friendly.

Figure 4

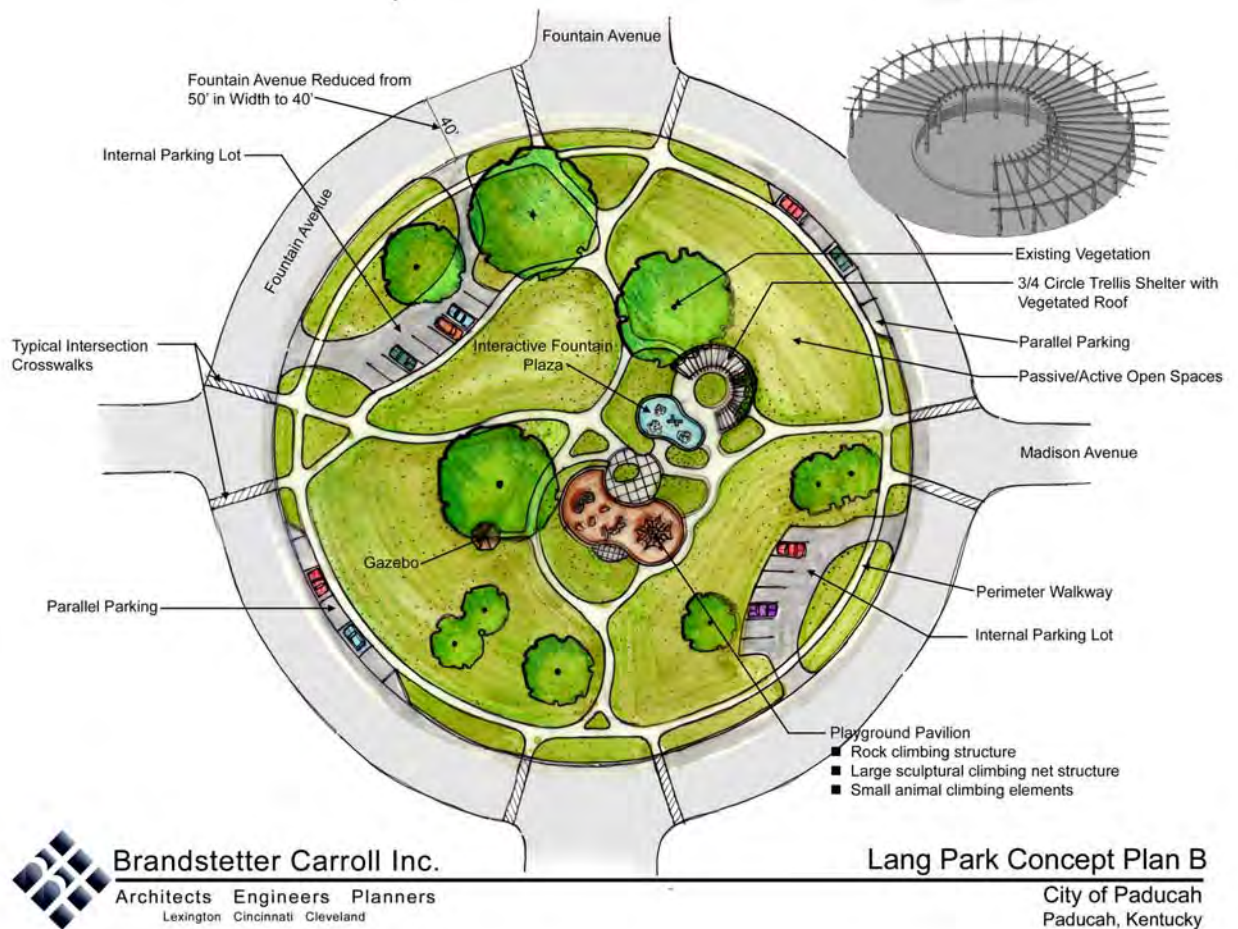
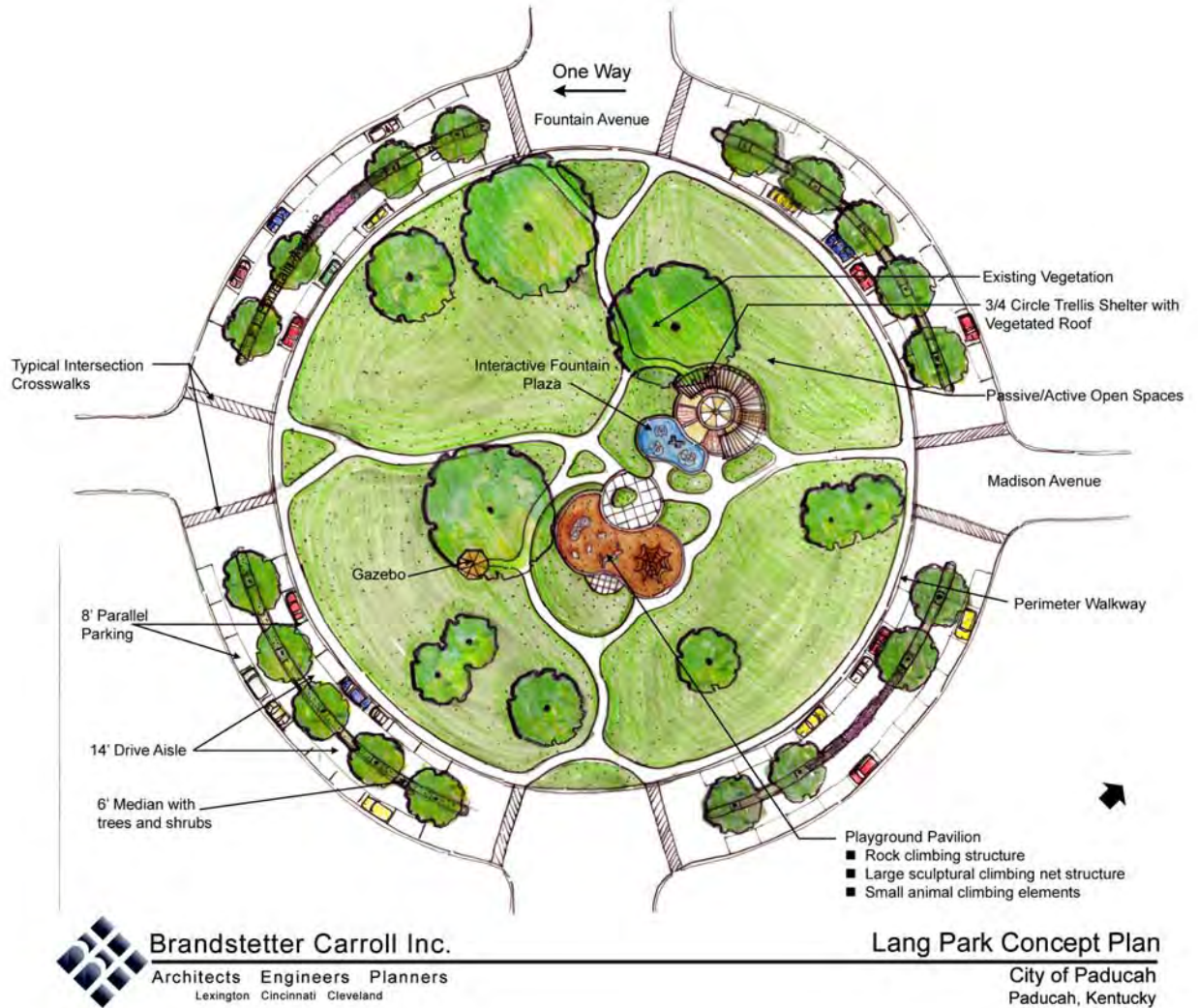


Figure 5



The third design shown above in Figure 5 incorporates the same basic elements, but with no interior off street parking. A boulevard is shown down the middle to separate the parking, narrow the street for traffic calming, and to provide additional aesthetics. Enhanced landscaping both within the park as well as along the circle will increase the aesthetic appeal of Lang Park. This is an attractive concept but we must make sure that the remaining street width is more than adequate for its intended use. Initial cost estimates indicate that the improvements to Lang Park will cost approximately \$250,000.

Other Aesthetic Improvements

Fountain Avenue contains a landscaped boulevard down the center of the right-of-way. At Jefferson Street, there is an existing fountain with plantings, and other improvements that lead to the Madison Street round-a-about. Enhancement of this boulevard to Park Avenue with additional plantings and garden areas is recommended. Public art installations, park benches, walking paths, and other such amenities will be a consideration as part of the boulevard improvements.

A defining characteristic of the older historic neighborhoods is the presence of larger street trees, as well as mature trees on private property. When redevelopment occurs, replacement of trees damaged or lost by development should be encouraged and required where appropriate and feasible. Trees appropriate for their locations should be selected in consultation the city arborist and other tree specialists/experts. Trees should be replaced by appropriate species trees of a size relative (as is reasonably available from professional nurseries) to the tree being removed, i.e., a large tree is replaced by a large sized appropriate species tree, we need to get away from the ‘twig for a giant’ mode of tree replacement. Installation of new trees should also be sized according to their use and location.



Additional landscaping and a community garden were mentioned as desirable at the public charrette. Above is an example of a community garden.

Goals & Objectives (Parks & Aesthetics)

Goal 8-1: Create a master plan for Lang Park that incorporates the ideas of both the residents of the FASA and City staff.

- Extend the contract with Brandstetter Carroll parks consultants to complete the master plan for Lang Park.
- Incorporate the ideas obtained from the June 29, 2006 planning charrette.
- Explore ideas for incorporating or moving the General Tilghman statue.
- Incorporate a safe walking path around Lang Park that achieves a traffic calming effect and is aesthetically pleasing.



Large, mature trees, including street trees, are in abundance in the FASA and should be preserved and viewed as part of the defining character in the neighborhood.

- Use enhanced landscaping improvements to create a pleasing aesthetic within and leading up to Lang Park.

Goal 8-2: Implement the recommendations of the Lang Park master plan.

- Secure funding for Lang Park renovations through public and private resources.
- Utilize alternative options such as a community build project or a public/private partnership.

Goal 8-3: Enhance the aesthetics of the neighborhood.

- Provide additional landscaping in the Fountain Avenue Boulevard to Park Avenue.
- Make additional improvements to the Fountain Avenue boulevard by adding features such as a walking path, park benches, public art, and other such amenities.
- Allow for additional street trees to be planted in the FASA in consultation with the city arborist and other experts.
- Require replacement of trees on private property when a tree is removed for redevelopment.
- Require reasonable landscaping standards on all new homes built within the FASA as well as in all rehabs where the property was obtained through the City and the Urban Renewal & Community Development Agency (URCDA).
- Maintain the infrastructure of the park and all improvements to the area aesthetics at the highest levels.

Chapter 9

Implementation Plan

Implementation of a plan is the process of putting the plan in action. The recommendations in the plan should be enacted in order to achieve the goals and objectives set forth in the document. Ultimately the vision of the plan is achieved through accomplishing the goals.

Plans are crafted to be dynamic, constantly evaluated and changed, if necessary, to fit the reality of the situation.

The Fountain Avenue Revitalization plan is intended to have a real, calculable, positive effect on this neighborhood. Therefore we believe it is necessary to have observable, measurable indicators of success. We also expect this plan to react fluidly to changing environments so that progress and implementation is evaluated on the fly and necessary fine-tuning or larger scale changes can be effected without complete disruption of the plan or abandonment of its goal, which is the complete revitalization of this neighborhood. Revitalization is defined as a complete change over time of all the economic and socio-economic indicators including property values, percentage of rental properties, elimination of slum and blighted properties, increases in employment levels, income, education levels; and a changed public perception of this neighborhood which views it as one of the most desirable areas in which to live regardless of income.

It is our intention to use both the usual array of conventional tools as well as project-specific, innovative approaches to achieve this effect. We further intend to have inspected every property located within the FASA within a reasonable time period. These tools include, but are not limited to the following:

- Enhanced and targeted police attention in Fountain Avenue; creation of a crime watch program, bike patrols, citizen ride along programs, etc.
- Enhanced and targeted code enforcement and property maintenance inspections of all structures; all structures inspected inside and out by 2010.
- Passage of less restrictive zoning designations for the Fountain Avenue Neighborhood that allows and encourages renewed development with some residential neighborhood appropriate economic underpinning while appropriately preserving the historical flavor and character of the neighborhood;



Above is a 3D rendering of a house plan that is suitable for infill in the FASA. The city has six pre-approved house plans that are ready for building permits to be issued so construction can begin.



The city has acquired several properties through voluntary acquisition that will be available through the Urban Renewal proposal process for rehabilitation. Vacant lots are also available for new construction.

- Creation of appropriate design guidelines and an approved materials list for FA; use of the Historical & Architectural Review Commission (HARC) as the watchdog for appropriate design and materials.
- Creation and use of appropriate infill house plans complimentary to the existing housing stock of this neighborhood;
- Targeted City expenditures of infrastructure improvements including street resurfacings, new curbs/gutters and sidewalks, alley maintenance, and lighting as permitted by departmental budgets; ongoing attention to long-term maintenance of city owned infrastructure.
- Creation and implementation of Parks master plan for Lang Park, as well as a review of other recreational opportunities in the neighborhood including ongoing appropriate attention to long-term maintenance of the park and its infrastructure.
- Review, input, & passage of the plan by the Urban Renewal & Community Development Agency (URCDA), Historic and Architectural Review Commission (HARC), City Planning Commission, and finally Paducah City Commission.

The more innovative aspects of the plan include the following:

- Securing a better than market financing commitment from a lender(s) that encourages reinvestment in FA, either with rehab, new construction, and the total redevelopment of the former Martin Luther King Jr. Community site;
- Voluntary acquisition of those ‘worst condition’ available properties by the City as well as those properties available which might be appropriate for rehabilitation;
- Marketing of those properties through the proposal process and the Urban Renewal & Community Development Agency (URCDA) in order to encourage redevelopment through their resale to local residents willing to make the necessary reinvestment in that property to bring them back into appropriate condition and full economic production;



A goal of this plan is to redevelop the vacant 8 acres that was formerly the Thomas Jefferson housing projects with a new urbanist style, mixed use residential / commercial development as shown below. This style of development includes more landscaping, hidden parking in the rear, and safe pedestrian access to and through the development.



- Implementation of an incentive program which will be administered based on budget constraints and the need to jumpstart the revitalization. It is expected that more/higher incentives will be used in the beginning and will phase out as property values/construction/rehab costs begin to approach market rate and selling price in value.
- Priority emphasis for owner occupied proposals.
- Construction of new homes by the City made available for sale at reduced prices;
- Partial stabilization/rehab of existing City owned structures made available for sale through the proposal process at reduced prices.
- Free or reduced cost lots made available to owner occupants or developers willing to build new homes;
- Guaranteed buy back agreements with developers willing to build speculative homes for owner/occupants at a predetermined sales price, after a set period of marketing by that developer;
- Guaranteed buy back agreements with developers willing to rehab City owned structures to be offered for owner/occupants at a predetermined sales price;
- Marketing to all appropriate developers of the approximately 8 acres formerly known as Martin Luther King Jr. Community to encourage redevelopment of that area as a magnet and an accelerator of this project. Also:
 - Mixed use projects with an appropriate mix of residential, retail, & professional office space adhering to the highest/best design/development standards will be given priority.
 - Those proposals which demonstrate adequate funding and start to finish plans with financial commitments and reasonable timelines will be given priority.
 - Those proposals which demonstrate additional development project components as part of their submission. (i.e. such as additional privately acquired properties adjacent or near to the subject property that will be used in the project development. These additional components should, at a minimum, meet the same design/quality standards.)



Trackhoe tearing down a house. One idea in this plan is creating a salvage yard of historic materials to reuse in the neighborhood.

- Priority for those projects emphasizing owner occupancy and market rate units.
- Special training opportunities for area residents on financial matters, including credit issues, mortgage financing, explanation of the workings of investment opportunities as a means to create personal and family wealth and security.
- Creation of a Paducah Community Foundation dedication to creation of a fund for ongoing Park & infrastructure improvements/maintenance and special community events in Lang Park as well as along public right of ways. This could include funding for a neighborhood festival, special community events, neighborhood common gardens, etc.
- Creation of a media marketing campaign for the plan and its incentives in order to attract new reinvestment back into the area.

Additional plans call for the creation of a neighborhood salvage yard. There will be a number of houses that will have to be demolished in the project area. The City plans to hire a salvage contractor who will remove the salvageable materials, such as trim, fireplace mantles, windows, doors, flooring, and reusable lumber, etc., and haul it to a site in or near the neighborhood where area resident volunteers/employees will be trained how to properly clean, de-nail, stack, & otherwise prepare and ultimately sell the material. Neighborhood residents who wish to use the material for their owner-occupied projects will be able to purchase it at a significant (perhaps 50%) discount. Those contractors and rental project developers who are using the material in the neighborhood will also be able to purchase the materials at less than market rate (perhaps 25% less); finally, it will also be available to anyone outside the neighborhood at the going market rate. Income derived from the sales will be used to staff the store and pay for the demo salvage prior to demolition.

We expect to have local financial partners that will offer below market rates and special incentives on all of the following: construction loans—both rehab and new construction-single family; developer packages; below market fixed rate long-term home loans; loans at 100% of acquisition rehab or new construction cost to qualified



The city has partnered with West Kentucky Community and Technical College to construct new single-family housing in the FASA.

families; loans made at total project cost regardless of the current appraised value (i.e. loans up to as much as 300 percent of the appraised value of the project in the early years); training on mortgage financing.

Plans also call for the creation of partnerships between WKCTC, and other interested agencies and parties, and the City of Paducah. These partnerships will provide paid & volunteer help to create homeowner opportunities both for market rate owner occupants as well as those owner occupants unable to afford fix up of their existing homes. While this will be a solution for some in need, it will not be able to provide for all homeowners as some of the structures in the FASA are in extremely bad condition and past the stage where the usual skill levels of volunteer help can redeem them.

Goals, Objectives, & Measurements (Implementation Plan)

- 5 new homes built each year for 7 years -- \$150,000. X 5 X 7 years or a total reinvestment of \$5,250,000.
- 5 existing homes rehabbed per year for 10 years -- \$120,000 X 5 X 10 years or a total reinvestment of \$6,000,000.
- Triple existing property values (assumed on average to be @ 30% of market rate) as of 2005 by 2012 to where the cost of construction is equal or exceeded by the selling price (market value)
- At least 60 market rate owner-occupants move back to the neighborhood within 10 years
- Create the reputation of Fountain Avenue as one of Paducah's finest neighborhoods in which to live 2012
- Improve and then maintain the FASA infrastructure as one of the best maintained neighborhoods in the City of Paducah by 2011 and continue into the future.
- Decrease rental property rate to less than 40% by 2014
- See the full reinvestment on the City's vacant 8 acres completed by 2014
- The City's revitalization efforts are no longer needed by year 2017

The City of Paducah assists low-to-moderate income (LMI) families with housing choices through several grant programs. Funds for the grants are obtained by the city from the Kentucky Housing Corporation (KHC) and the US Department of Housing and Urban Development (HUD).



Currently, the City is targeting all housing fund resources in the Fountain Avenue project area.

- Fountain Avenue is regarded as one of the best and most desirable city neighborhoods by 2017
- Secure \$2 million dollars plus in grants and other funds for LMI residents by 2017.
- Paducah Community Foundation Fountain Avenue dedicated account has \$45,000 by 2012.
- Adopt FASA Plan as part of the City of Paducah Comprehensive Plan in spring of 2007.
- Adopt new zoning regulations (NCZ & NSSZ) by the spring of 2007.
- Adopt design guidelines by the spring of 2007.

Grant Efforts

The City has currently been awarded (late 2006) \$385,000 in Kentucky Housing Corporation HOME grant funds which will be used to rehab existing/build new homes for Low to Moderate Income (LMI) residents within the FASA grant area. The City is currently applying to the Governor's Office for Local Development (GOLD) for a \$1 million Community Development Block Grant (CDBG) also for LMI residents within the FASA grant area. Should we be successful in our application requests, we will build/reconstruct as many as 10 new homes for the LMI residents inside the grant area. As we cycle through the grant period, we will be able to bring as much as \$3 million dollars in funding aid to LMI residents over a 10-year period.

Appendix A

Summary of Goals & Objectives

Appendix A

Summary of Goals & Objectives

These goals and objectives are intended to achieve the desires of the neighborhood residents as well as to achieve the goal of revitalization in this neighborhood as described by this document. Thus the Goals & Objectives of this plan are derived from the neighborhood residents, the greater community, local elected leadership, as well as from the expertise of professional staff.

Land Use & Zoning – Chapter 3

Goal 3-1: Implement new zoning designations in compliance with the FASA Land Use Plan.

- Establish Neighborhood Commercial Corridor Zone (**NCCZ-Appendix G**). The purpose of this district is to provide for a mixture of commercial and residential uses, and encourage such development by right, according to standards that will ensure harmony with the existing commercial and residential environment. Objectives for this district include the following: (i) creation of a dynamic street life, encouraging the placement of buildings close to property lines, and or heavily landscaped yard areas, in order to engage pedestrians and de-emphasize parking facilities; (ii) facilitation of development that demonstrates an appropriateness of scale; (iii) encouragement of landscaped spaces available for pedestrian use (e.g., pocket parks, tree lined streets and walkways). (see Map 5)
- Establish Neighborhood Services Zone (**NSZ-Appendix F**). The purpose of this district is to provide for residential uses, and encourage such development by right, according to standards that will ensure harmony with the existing historic residential environment. Additionally, it is the purpose of this district to allow for neighborhood commercial activity that closely reflects the community character. It is anticipated that

neighborhood commercial development will occur in a pattern consisting of ground floor commercial uses, with residential uses located on the upper floors. This district is intended to promote pedestrian-oriented development, with buildings located close to and oriented towards the sidewalk areas along street frontages. (see Map 5)

Goal 3-2: Develop programs and regulations to improve the neighborhood's attractiveness to both businesses and residents.

- Improve landscaping standards for streets, parking lots, and pervious areas.
- Strengthen sign control within the NCC.
- Establish building height, setback and parking regulations that will influence New Urbanism style developments.
- Utilize design guidelines that will insure neighborhood compatibility.

Goal 3-3: Support new neighborhood businesses within FASA.

- Adopt zoning regulations to allow for mixed use.
- Encourage mixed-use developments.
- Encourage a balance of commercial uses that serve nearby residents and the entire community.

Neighborhood Character – Chapter 4

Goal 4-1: Increase the number of owner occupied 'standard' structures to 60% plus.

- Give priority through the proposal process to those proposals which create and favor owner occupied opportunities.
- Reduce the percentage of standard rental structures in the FASA to less than 40% overall.
- Reduce the number of 'sub-standard properties in the FASA to zero by 2012

Goal 4-2: Provide incentives to encourage rehabilitation of existing structures and promote quality new infill construction.

- Expand public/private partnership with Paducah Bank (and others as possible) to provide loan incentives to potential investors.
- Use the Urban Renewal Board (URCDA) to purchase properties from willing sellers in the neighborhood and then transfer property to potential investors at a reduced cost through the proposal process.
- Seek additional opportunities for public/private ventures.
- Design pre-approved infill house plans that complement the character of the neighborhood that can be utilized by all potential investors.

Goal 4-3: Seek opportunities to help low income families remain residents in the neighborhood.

- Work with state and federal granting agencies to secure funding for rehabilitation/demolition-reconstruction of existing structures owned by low-income families.
- Work with state and federal granting agencies to secure funding for new infill construction for low-income families.
- Partner with neighborhood and community groups willing to provide help to families in need that the City cannot help with grant funds.

Goal 4-4: Promote ideas and controls that help maintain the historic style and character of the neighborhood on both existing structures and new infill construction.

- Authorize the Historic and Architectural Review Commission to adopt design guidelines and have design purview over the Neighborhood Services Zone. (see **Appendix H for Proposed Design Guidelines**)
- Encourage the creation of an architectural salvage yard where materials from houses to be demolished can be reused in the neighborhood.

Goal 4-5: Encourage quality new development of the City-owned eight plus acres of the former site of the Paducah Housing Authority Martin Luther King Jr. Community property located at the corner of Martin Luther King Jr. Drive and North 13th Street.

- Market the property to developers who are willing to fully develop the entire property as a mixed use residential and retail center.
- Provide the land to a developer that has a desirable proposal at no cost as an incentive.
- Ensure that the development is a sustainable development using quality construction materials with an aesthetically pleasing landscape and development plan.

Goal 4-6: Enlist the aid of community leaders from within the neighborhood to help promote the revitalization of the neighborhood.

- Maintain a relationship that involves open, two-way communication between the City and neighborhood residents.
- Encourage the development of a strong neighborhood association and neighborhood watch.
- Continue to utilize the available resources of Fountain Avenue Methodist Church and Margaret Hank Cumberland Presbyterian Church for active community participation in ideas, promotions, or events that benefit the FASA.

Crime & Community Policing – Chapter 5

Goal 5-1: Continue a strong visible presence for the police department.

- Include a “zero tolerance”, “Broken Windows” community policing-oriented enforcement approach by the directed patrol, their area supervisor, the Community Events supervisor, and all patrol officers that work in the area.

- Include the police department’s Drug Unit, as well as the General Investigation Unit, which investigates burglaries, robberies, etc. in the area.
- Continue increased police presence in the surrounding areas that negatively influence the criminal activity in the Fountain Avenue area.

Goal 5-2: Continue to work in close partnership with the other City departments including Inspections, Planning, etc. as part of a “Community Government” initiative and not just a community policing one.

Goal 5-3: Convince citizens to partner with and support the police department by reporting suspected criminal activity as soon as possible.

- Promote the organization of a neighborhood watch and have neighborhood citizens participate in department “ride-a longs” in their community.

Goal 5-4: Monitor crime statistics and assess criminal activity in the area.

- Continue to assess the criminal activity in the area and make adjustments to patrol activity based on citizen complaints, quality of life issues, and the rate of illegal activities.

Transportation & Infrastructure - Chapter 6

Goal 6-1: Promote safe circulation from residential properties to neighborhood economic centers.

- Ensure new commercial development within the Neighborhood Commercial Corridor Zone (NCCZ) has access off the alleys and not the Arterial’s.
- Enforce speed limits within FASA and increase patrol around Fountain Avenue Circle

- Require new developments within the NCCZ to provide off-street parking to the rear of the structure and to pave alley access to that parking.
- Evaluate signalization as new development occurs within the NCCZ.
- Ensure alley improvements within the NCCZ are designed to provide safe vehicular circulation.
- Ensure that traffic signage is installed at proper locations.

Goal 6-2: Recognize and promote the need for safety for all modes of travel within FASA while enhancing the beauty of the transportation network.

- Prepare traffic flow study and make changes as needed.
- Assess the viability and promote the installation of bicycle lanes.
- Promote the planting of street trees in compliance with the City of Paducah's street tree ordinance.
- Complete a lighting inventory that delineates dark spots within the FASA.
- Evaluate parking needs around Circle Park as park facility expansion occurs.

Goal 6-3: Enforce traffic laws that prohibit vehicular speeding or loitering.

- Provide for appropriate traffic signage according to MUTCD regulations.

Goal 6-4: Facilitate a well-maintained transportation network.

- Educate FASA residents about the FASA sidewalk replacement policy.
- Develop a neighborhood policy regarding homeowner's treatment of right-of-way that enhances the look and character of the area.
- Finish ADA accessible improvements within the FASA.
- Install crosswalks at appropriate locations.

Goal 6-5: Recognize and promote the multi-use functions of FASA streets and sidewalks for walking, bicycling, and social interaction.

- Require the placement of bicycle racks as appropriate at new commercial & recreational centers within the NCCZ and the Neighborhood Services Zone (NSZ).

Goal 6-6: Encourage new businesses within the NCCZ to establish agreements for shared parking for their customers and employees through incentives.

Goal 6-7: Allow for variances for businesses within the NSZ that do not generate large amounts of traffic.

Goal 6-8: Evaluate sanitary services provided to the FASA.

- Continue picking up refuse from service alleys.
- Coordinate neighborhood clean up day
- Analyze the economic vs. customer service feasibility of alley refuse service vs. street front pickup.

Goal 6-9: Improve existing infrastructure (new street surfaces, sidewalks, curbs & gutters as needed).

- Evaluate and correct storm water problems within alleys as needed.

Code Enforcement & Property Maintenance – Chapter 7

Goal 7-1: Improve the health, safety, and welfare of all residents within the FASA

Goal 7-2: Provide strict Nuisance Code enforcement on all properties in the FASA.

- Have all structures completely inspected by August 30, 2010
- Continue partnering with the police department when the need arises.

Goal 7-3: Provide strict Property maintenance inspection and enforcement of all building related codes on all properties and structures in the FASA.

- Have all structures completely inspected by August 30, 2010
- Apply targeted, systematic code enforcement to all properties in the FASA.
- Enforce the enhanced property maintenance standards to the highest degree.

Goal 7-4: Ensure that rental property in the FASA is decent, safe, and sanitary housing.

- Have all rental occupied structures in the FASA completely inspected by April 30, 2007
- Enforce all rental license ordinances to the highest degree.

Goal 7-5: Continue to have open communication with the residents of the FASA.

- Continue providing a Code Enforcement Program Manager for the FASA.
- Act as a liaison between the residents and various departments.
- Encourage the formation of a neighborhood organization

Parks & Aesthetics - Chapter 8

Goal 8-1: Create a master plan for Lang Park that incorporates the ideas of City staff and the residents of the FASA.

- Extend the contract with Brandstetter Carroll parks consultants to complete the master plan for Lang Park.
- Incorporate the ideas obtained from the June 29, 2006 planning charrette.
- Explore ideas for incorporating or moving the General Tilghman statue.

- Incorporate a safe walking path around Lang Park that achieves a traffic calming effect and is aesthetically pleasing.
- Use enhanced landscaping improvements to create a pleasing aesthetic within and leading up to Lang Park.

Goal 8-2: Implement the recommendations of the Lang Park master plan.

- Secure funding for Lang Park renovations through public and private resources.
- Utilize alternative options such as a community build project or a public/private partnership.

Goal 8-3: Enhance the aesthetics of the neighborhood.

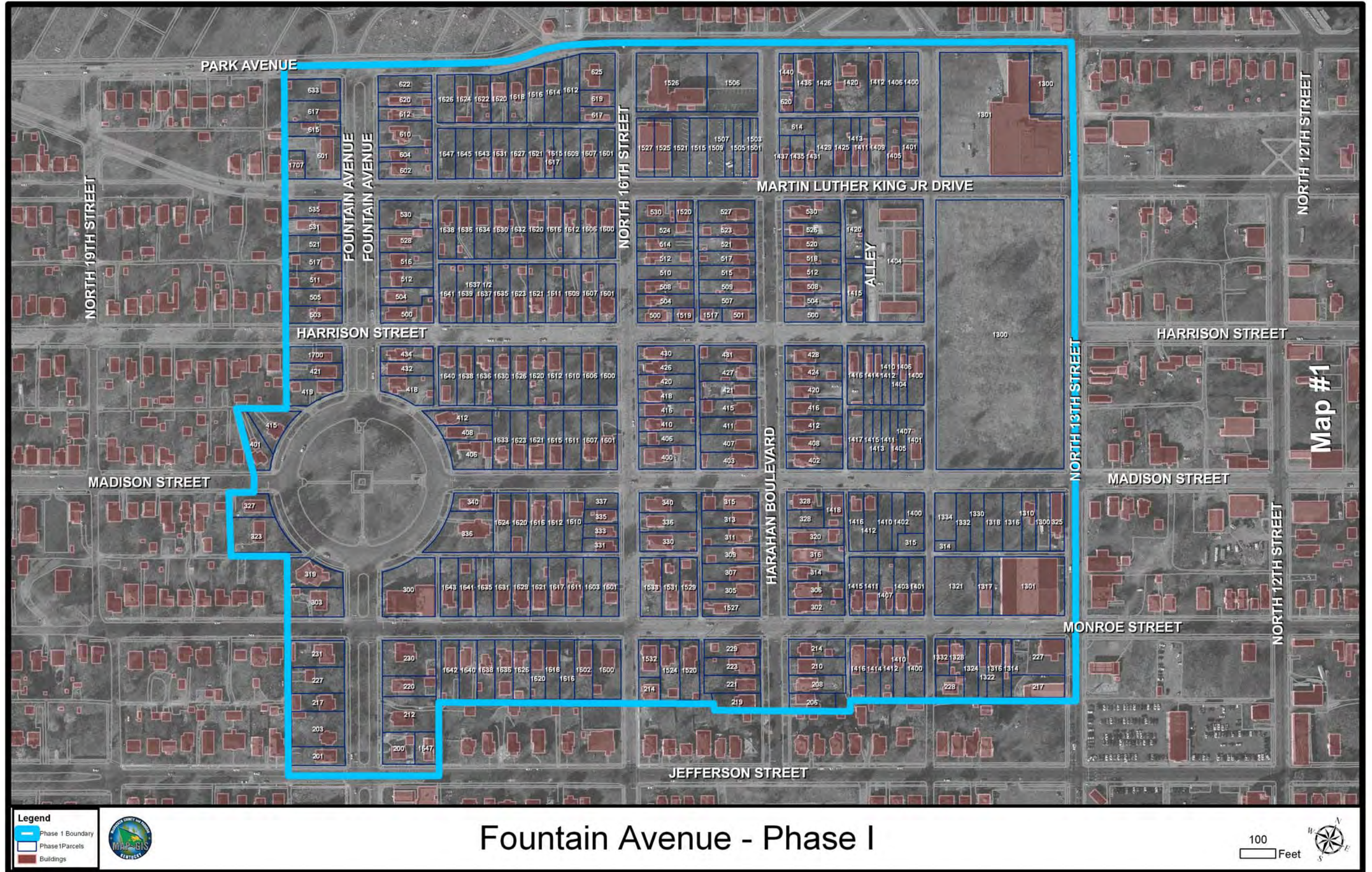
- Provide additional landscaping in the Fountain Avenue Boulevard to Park Avenue.
- Make additional improvements to the Fountain Avenue Boulevard by adding features such as a walking path, park benches, public art, and other such amenities.
- Allow for additional street trees to be planted in the FASA in consultation with the city arborist and other experts.
- Require replacement of trees on private property when a tree is removed for redevelopment.
- Require reasonable landscaping standards on all new homes built within the FASA as well as in all rehabs where the property was obtained through the City and the Urban Renewal & Community Development Agency (URCDA).
- Maintain the infrastructure of the park and all improvements to the area aesthetics at the highest levels.

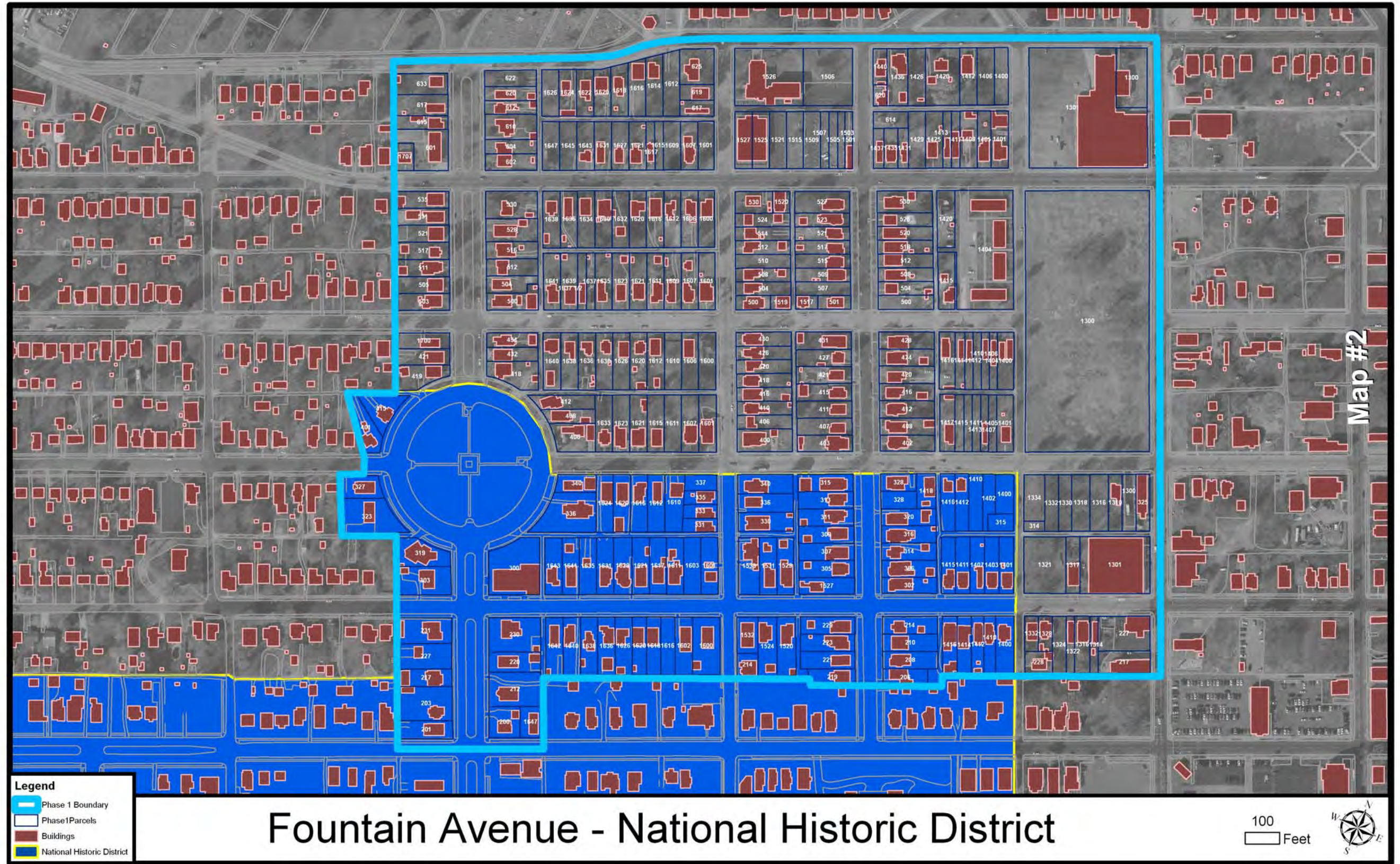
Goals, Objectives, & Measurements - Implementation Chapter 9

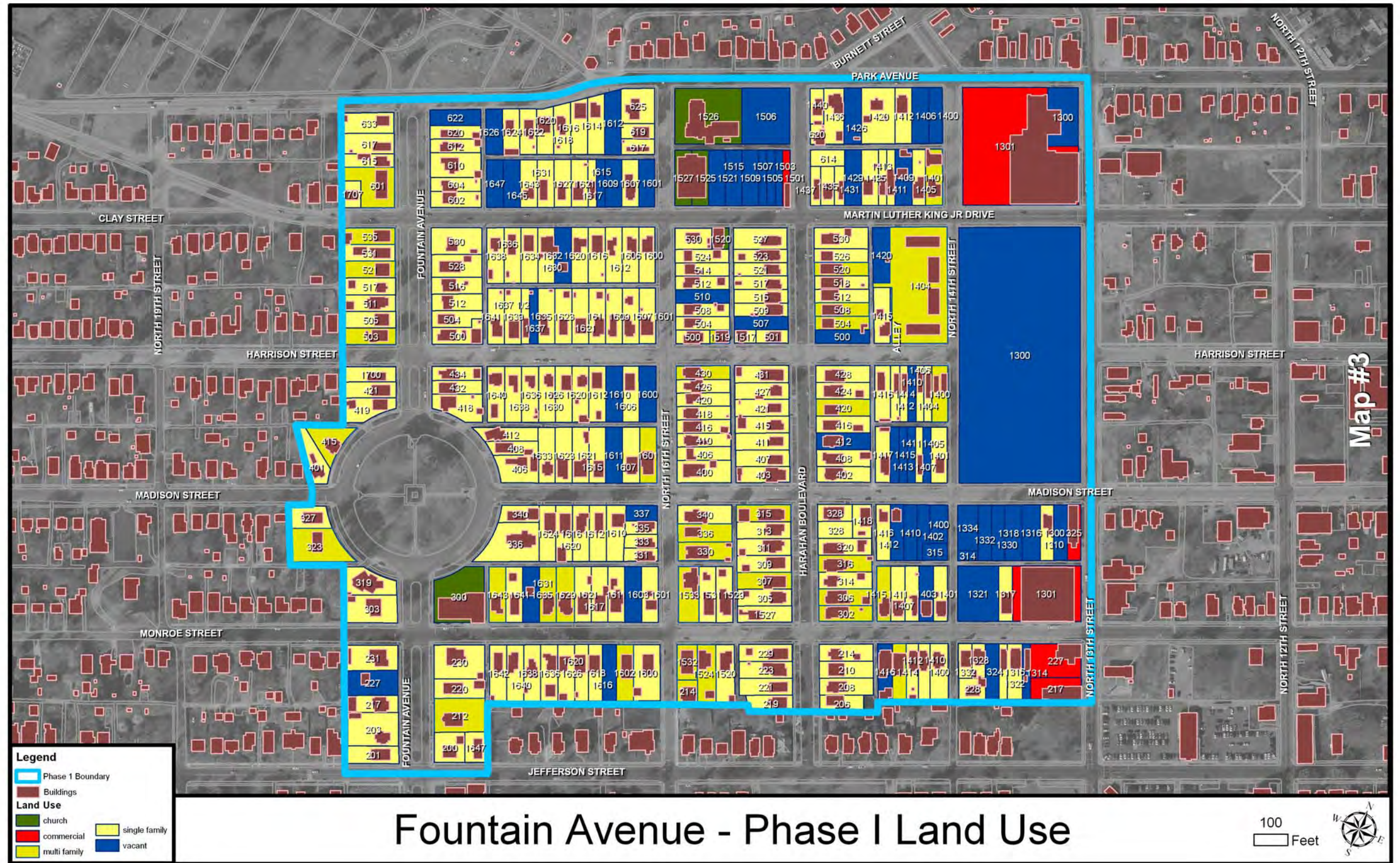
- 5 new homes built each year for 7 years -- \$150,000. X 5 X 7 years or a total reinvestment of \$5,250,000.
- 5 existing homes rehabbed per year for 10 years -- \$120,000 X 5 X 10 years or a total reinvestment of \$6,000,000.
- Triple existing property values (assumed on average to be @ 30% of market rate) as of 2005 by 2012 to where the cost of construction is equal or exceeded by the selling price (market value)
- At least 60 market rate owner-occupants move back to the neighborhood within 10 years
- Create the reputation of Fountain Avenue as one of Paducah's finest neighborhoods in which to live 2012
- Improve and then maintain the FASA infrastructure as one of the best maintained neighborhoods in the City of Paducah by 2011 and continue into the future.
- Decrease rental property rate to less than 40% by 2014
- See the full reinvestment on the City's vacant 8 acres completed by 2014
- The City's revitalization efforts are no longer needed by year 2017
- Fountain Avenue is regarded as one of the best and most desirable city neighborhoods by 2017
- Secure \$2 million dollars plus in grants and other funds for LMI residents by 2017.
- Paducah Community Foundation Fountain Avenue Dedicated account has \$45,000 by 2012.

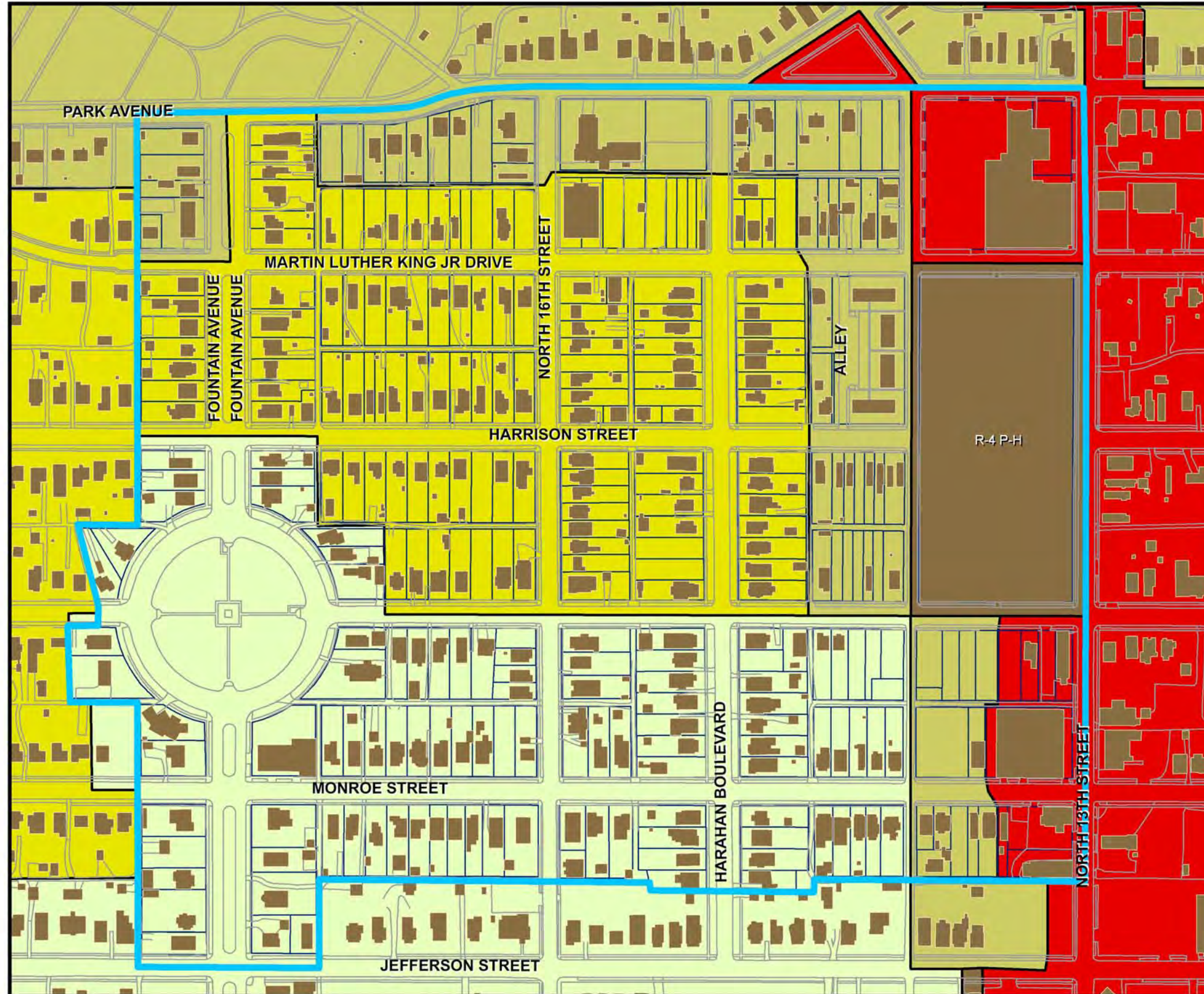
Appendix B

Maps













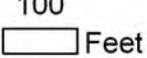




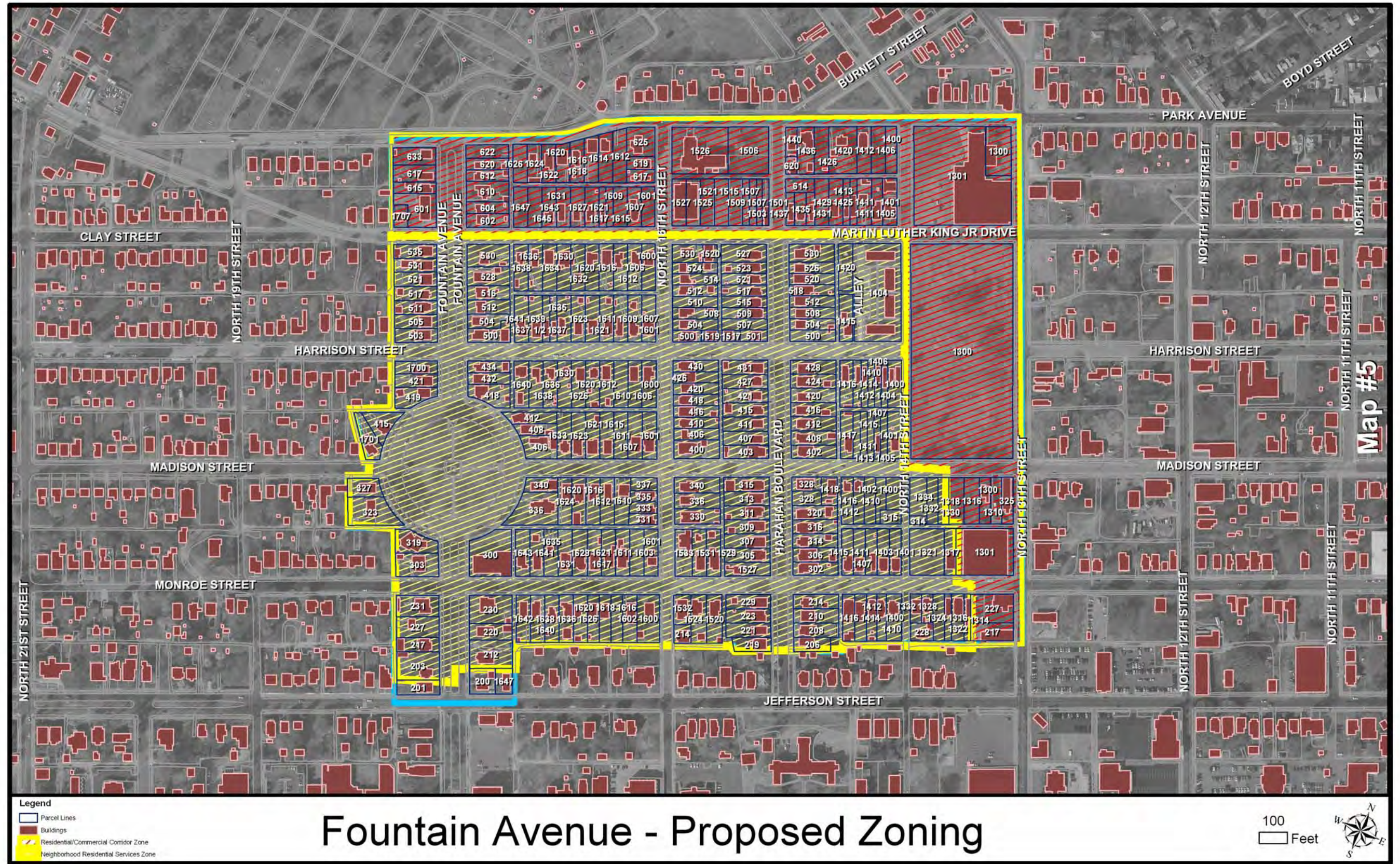


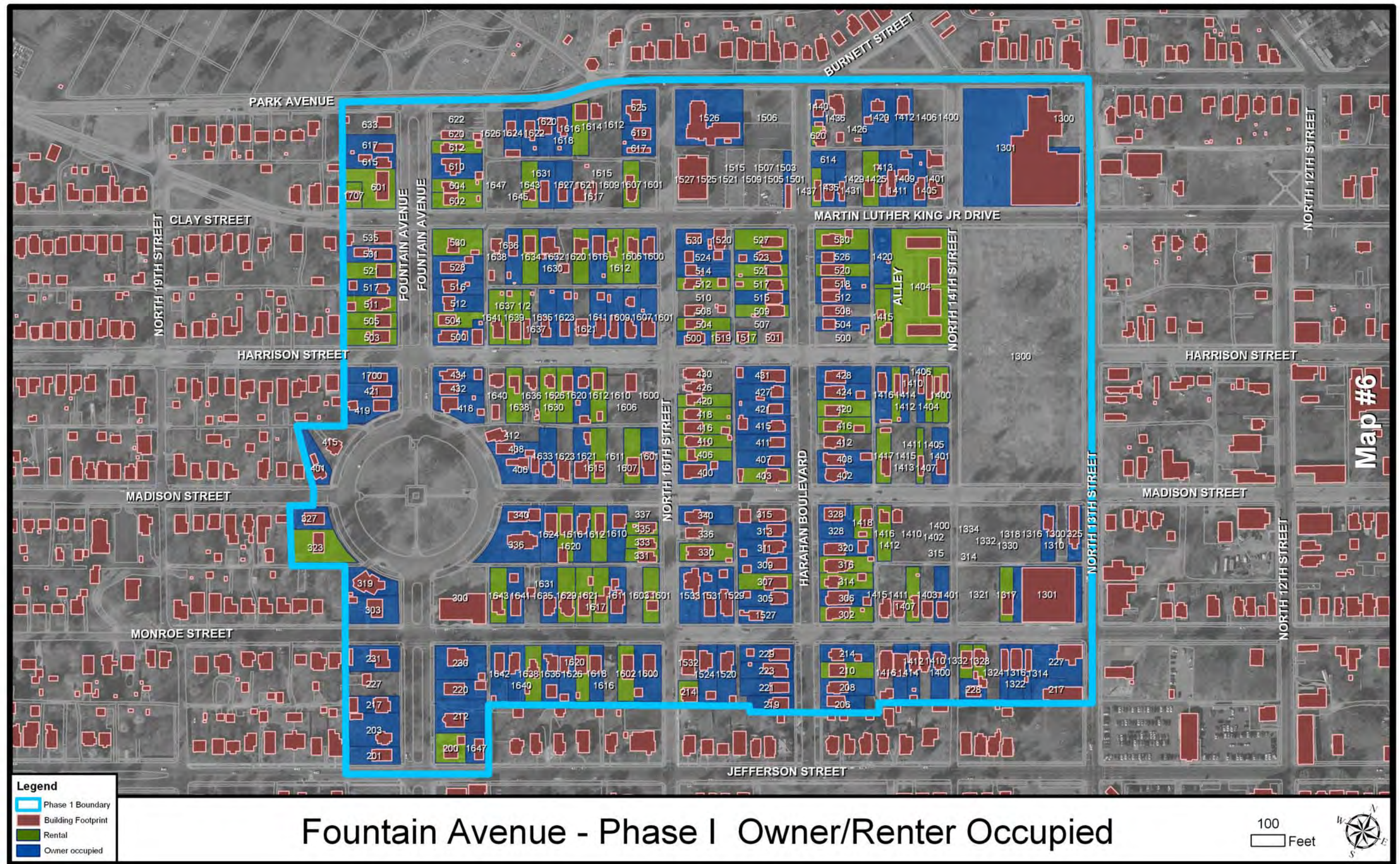
Fountain Avenue Phase I Existing Zoning

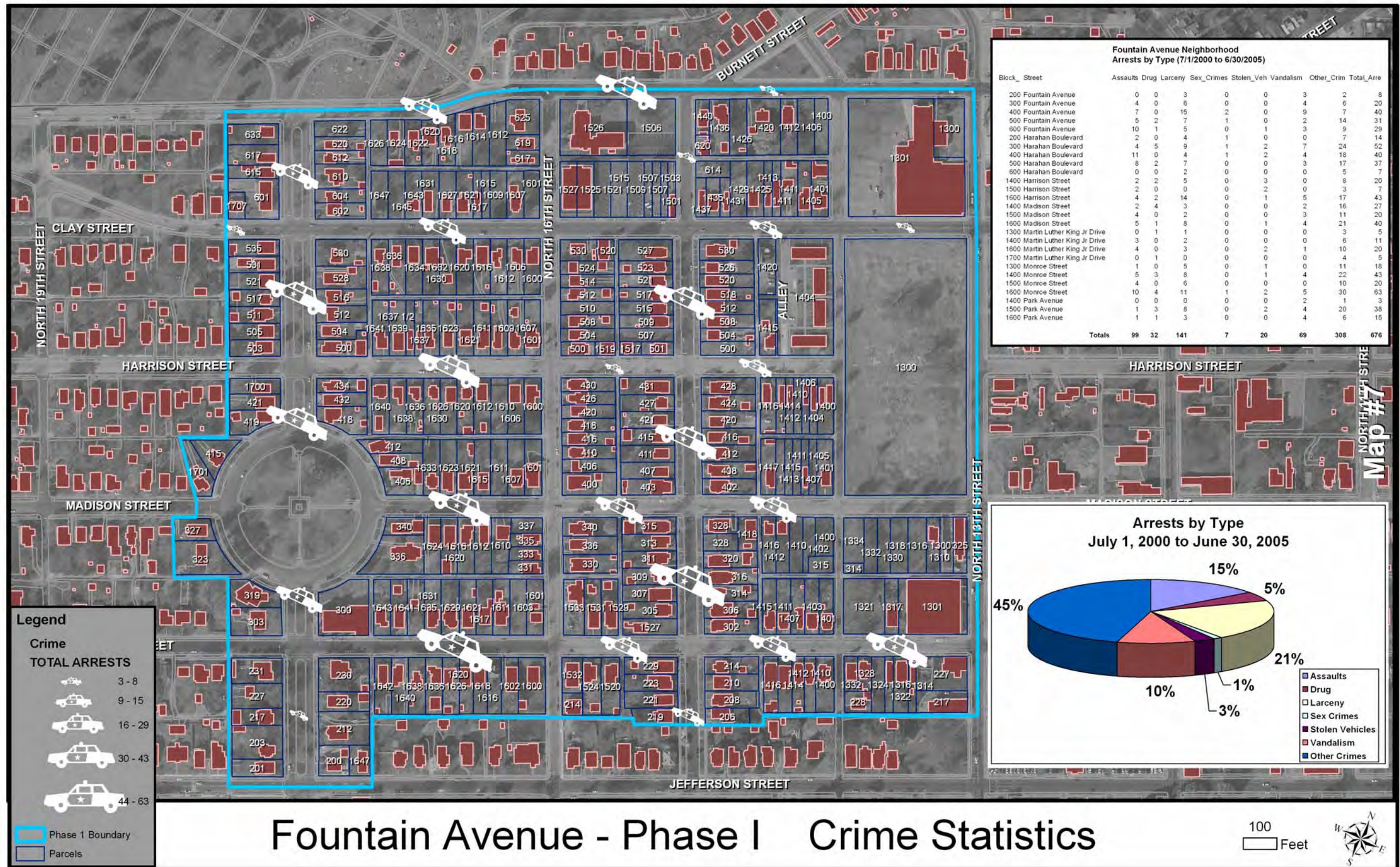
Map #4

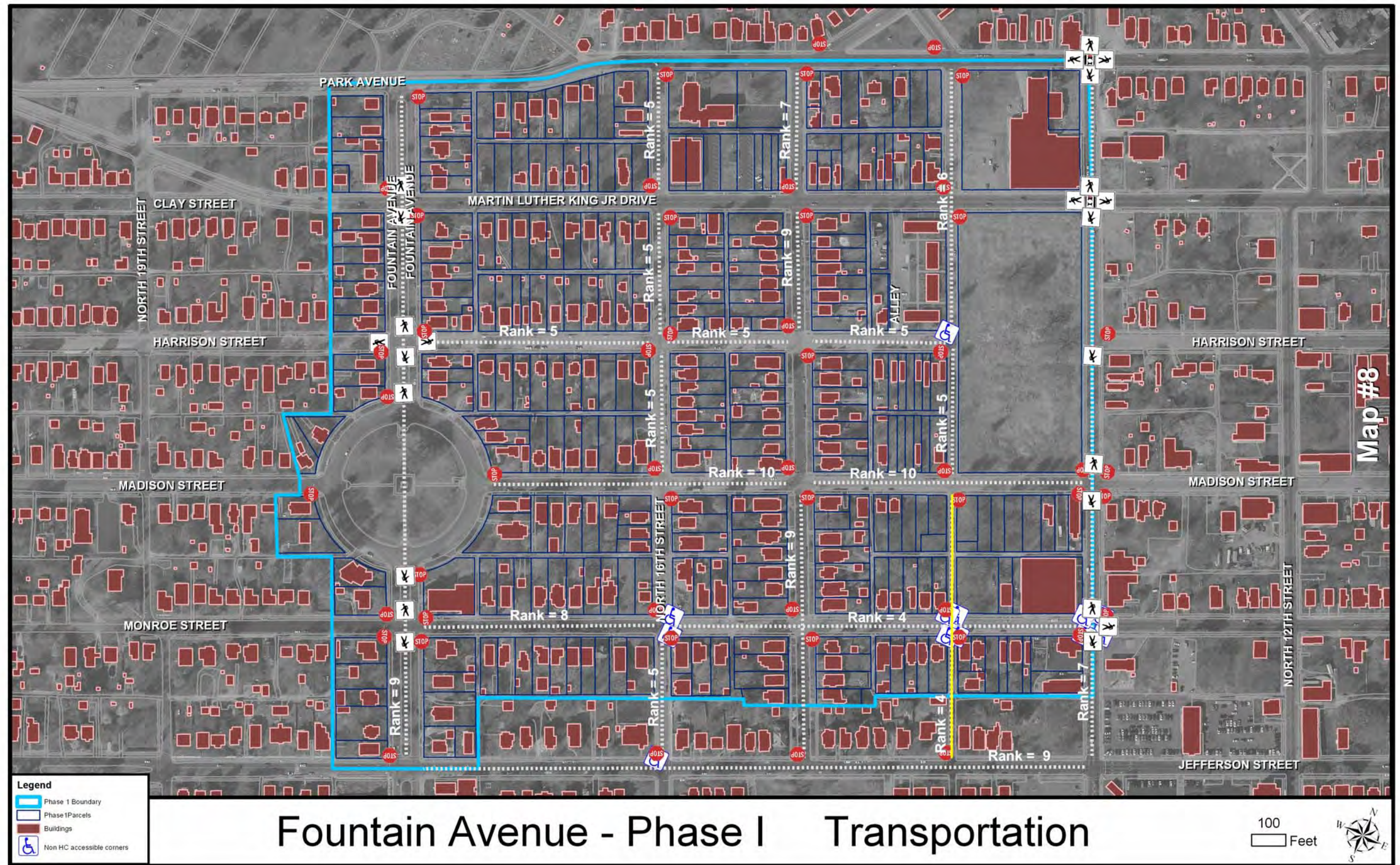
Legend

- | | |
|--|---|
|  Phase 1 Boundary |  B-3 |
|  Buildings |  M-3 |
|  Parcels |  R-1 |
|  |  R-2 |
|  100 Feet |  R-3 |
| |  R-4 |









Appendix C

Comprehensive Plan Compliance

Comprehensive Plan Compliance

Following are the goals and objectives from the City of Paducah Comprehensive Plan. The goals are the broadest policy statements. Each goal has several objectives that refine and narrow the goal into elements that are more specific in terms of policy. The following goals and objectives support the Fountain Avenue Neighborhood Plan.

City of Paducah Comprehensive Plan (Development Strategy/Goals & Objectives)

A. Social, Population

Goal: To increase the population of the City of Paducah:

- a. By creating new jobs;
- b. By retaining middle-class families through the adoption of ordinances which promote:
 - I. Gentrification;
 - II. In-fill strategies;
 - III. Protection of residential neighborhoods.
- e. By redevelopment of slum and blighted areas through:
 - I. Aggressive code enforcement;
 - II. Flexible zoning techniques which allow for increased densities;
 - III. Developments which place emphasis on design and appearance; and
 - IV. Directing internal growth to areas which have the necessary infrastructure services.

Social, Housing

Goal: To protect existing housing stock in the City.

- a. By realizing that the housing stock is a viable asset to the City and needs protecting through defining:
 - I. Residential Orientation;
 - II. Residential stability; and
 - III. Physical characteristics
- b. By promoting a sense of neighborhood pride through the establishment of neighborhood planning units;
- c. By structuring creative housing techniques which will allow older neighborhoods an opportunity to redevelop, rehabilitate and reinvest.
- d. By supporting the need for affordable housing through:
 - I. Dispersion of locations;
 - II. Incentives to reduce housing costs;
 - III. Encouraging a mixture of housing types through planned unit development;

- IV. Maintaining a high level of quality in housing construction which promotes health, safety and welfare.

Environmental

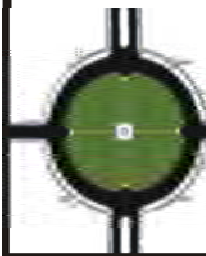
Goal: To understand the impacts which physical parameters have on development and reduce the adverse impacts.

3. By understanding the role and position Urban Sensitive Areas play in the City and addressing the fact that most urban sensitive areas can be enhanced by proper planning through:
 - a. Rehabilitation;
 - b. Protection;
 - c. Design;
 - d. Adaptive re-use;
 - e. Buffering; and
 - f. Reconditioning.

Appendix D

Structure Inventory Summary

Fountain Avenue Neighborhood Phase I Structure Inventory



*Fountain Avenue
Neighborhood*





Census 2000 Block Level Data

Population	Employment
Total Population: 698	Employed: 252
White: 242 (34.67%)	Unemployed: 32
Minority: 461 (66.05%)	Unemployment: 11.1%
Income	Education
Avg. Household: \$26,127	Not Comp HS: 118
Avg. Family: \$25,226	HS Grad: 130
Poverty Level: 44.9%	Some College: 158
	College Degree: 23

Housing
 Total Number of Units: 398
 Occupied: 312
 Vacant: 88
 Owner Occupied: 131
 Renter Occupied: 181
 Single Family: 240
 Multi-Family: 152
 Mobile Homes: 2
 Average # Rooms: 4.7
 Average Home Value: \$49,441 (includes Jefferson)
 Average Rent: \$386

Structure & Land Use Data (From City)

Totals	
# structures	256.0
# units	336.0
# sq ft	459,095.0
units occ	282.0
units vac	54.0
occ sq ft	416,039.0
vac sq ft	43,056.0
% occ	83.9
% vac	16.1
# rental units	210.0

rental % 62.5
 Avg. Age 1928

Single Family

Multi-Family

# structures	202.0	# structures	42.0
# units	202.0	# units	123.0
# sq ft	267,031.0	# sq ft	83,140.0
units occ	183.0	units occ	95.0
units vac	19.0	units vac	28.0
occ sq ft	243,553.0	occ sq ft	64,437.0
vac sq ft	23,478.0	vac sq ft	18,703.0
% occ	90.6	% occ	77.2
% vac	9.4	% vac	22.8
# rental units	98.0		
rental %	48.5		

Commercial

Church

# structures	6.0	# structures	4.0
# units	6.0	# units	2.0
# sq ft	52,249.0	# sq ft	55,800.0
units occ	6.0	units occ	2.0
units vac	0.0	units vac	0.0
occ sq ft	52,249.0	occ sq ft	55,800.0
vac sq ft	0.0	vac sq ft	0.0
% occ	100.0	% occ	100.0
% vac	0.0	% vac	0.0

Parcels

# Parcels	307.0
# Vac. Parcels	50.0
sq. ft. of land	2,777,770.0
sq. ft. land vac.	989,278.7
acres	63.8
acres vacant	22.7
% vacant land	35.6



Property Inventory Sheet

Property Address: 1300 MADISON STREET

Property Owner: Owner's Name
Owner's Address
Mailing Address

Land Use:	commercial	Acres:	0.15
Zoning:	B-3	Assessed Value/Date:	\$40,000.00 1/1/1996
Building Square Feet:	1382	Sale Price/Date:	\$40,000.00 6/1/1995
Age of Structure:	1957	Lien Amount:	\$0.00
Condition of Structure:	D		
Number of Units:	2		
Units Occupied:	1		

PVA Description: 7-4.9.10 80X165 1300-1308 MADISON ST



Appendix E

Public Involvement Summary

Public Involvement Summary

Citizen Involvement

Public Involvement Summary Report – The City of Paducah, Department of Planning has been committed to producing a plan that represented the desires of the Fountain Avenue Study Area (FASA) neighborhood, and the overall long-range best interest of the entire City. In order to incorporate the wishes and desires of the citizens, staff met with residents at public meetings multiple times (more than 7). The purpose of the public meetings was to determine the strengths and weaknesses of FASA and to receive direction from the FASA residencies on their wishes and desires in order to make the FASA a better place to live and work. Specifically planning staff asked three questions.

1. What are the positive aspects of Fountain Avenue?
2. What are the negative aspects of Fountain Avenue?
3. What would make Fountain Avenue a better place to live and work?

Methodology

The City of Paducah Planning Department Staff conducted two public information-gathering sessions. The first meeting was on Thursday, August 11, 2005; the second was on Thursday, August 25, 2005. These meetings were held at neighborhood churches and at different times of day—one during the evening at 6 PM and one in the morning at 10 AM in order to attract the broadest range of support and public involvement.

Approximately 65 people were present at the first meeting and 35 persons at the second meeting, for a total of 100 persons. The participants were encouraged to generate as many ideas as possible in response to the aforementioned questions. All ideas, regardless of their apparent validity, were written down on a flip chart.

After the brainstorming session, the participants were asked to rank the items from the flip charts on index cards. There were 23 respondents that turned in their rankings from

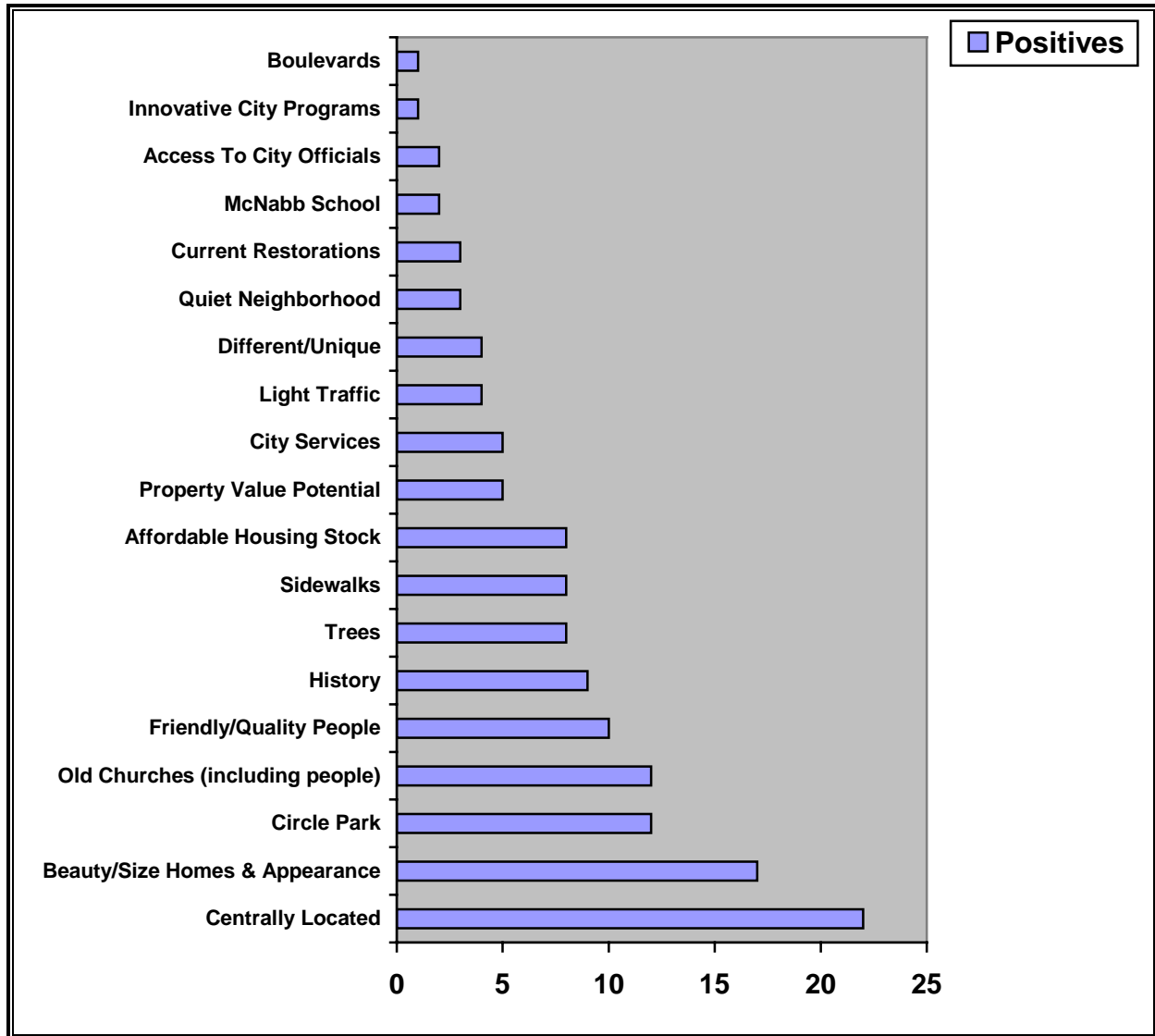
the first meeting, and 22 from the second meeting for a total of 45 respondents. These tabulated rankings are found in the charts.

Response to questions

1. What are the positive aspects of FASA?	#
* Centrally Located/Accessible	22
* Beauty/Size of Existing Houses/Pleasing & Welcoming Appearance	17
* Circle Park	12
* Old Churches (including people)	12
* Friendly/Quality of People	10
* History	9
* Trees	8
* Sidewalks	8
* Affordable Housing Stock	8
* Property Value Potential	5
* City Services (Refuse/Police/Fire)	5
* Light Traffic	4
* Different/Unique	4
* Quiet Neighborhood	3
* Current Restoration Projects	3
* McNabb School	2
* Access To City Officials	2
* Innovative City Programs	1
* Boulevards	1

Additional Positive Comments Found On Note Cards (Not On Flip Charts)

- Racially integrated
- Wide streets
- Neighborhood is clean
- No drug activity
- Currently have good lighting
- Currently have new sidewalks
- Houses are nice and well kept
- Thanks for keeping the yard clean at the statue on 14th & Park Avenue



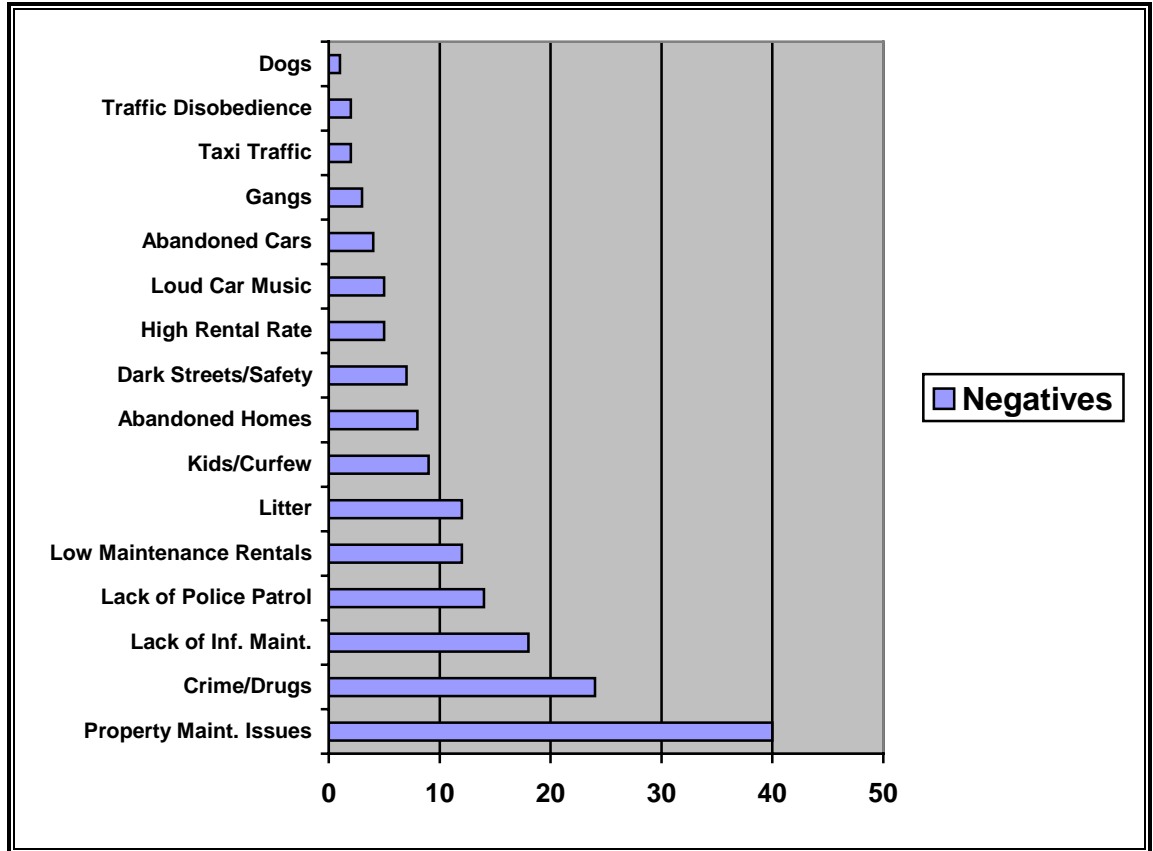
Series #'s represent the frequency of mention of the items listed.

2. What are the negative aspects of FASA	#
* Property Maintenance Issues (lawns, homes, businesses)	40
* Crime/Drugs (crack)	24
* Lack of Infrastructure Maintenance by City (roads, alleys)	18
* Lack of Police Patrol	14
* Low Maintenance Rentals	12
* Litter	12
* Kids (youth) Walking Late at Night (intimidating) Curfew Enforcement	9

* Abandoned Homes	8
* Dark Streets/Safety	7
* High Rental Rate	5
* Loud music from cars	5
* Abandoned Cars	4
* Gangs	3
* Taxi Traffic	2
* Traffic Disobedience (stop signs)	2
* Dogs	1

Additional Comments Found On Note Cards (Not On Flip Charts)

- City needs to care
- Illegal double-parking
- Agencies funded by the Feds should help owner-occupied homes
- Loud music by cars
- More City services
- Lack of parental involvement
- Reputation is overblown (FA is not that bad)
- Judgmental old people who do not really get to know their neighbors
- Outbuildings and garages turned into living space without permits
- Drug dealers deal from their front porch and people are afraid to call the law on them
- The streets are not being cleaned regularly



Series #'s represent the frequency of mention of the items listed.

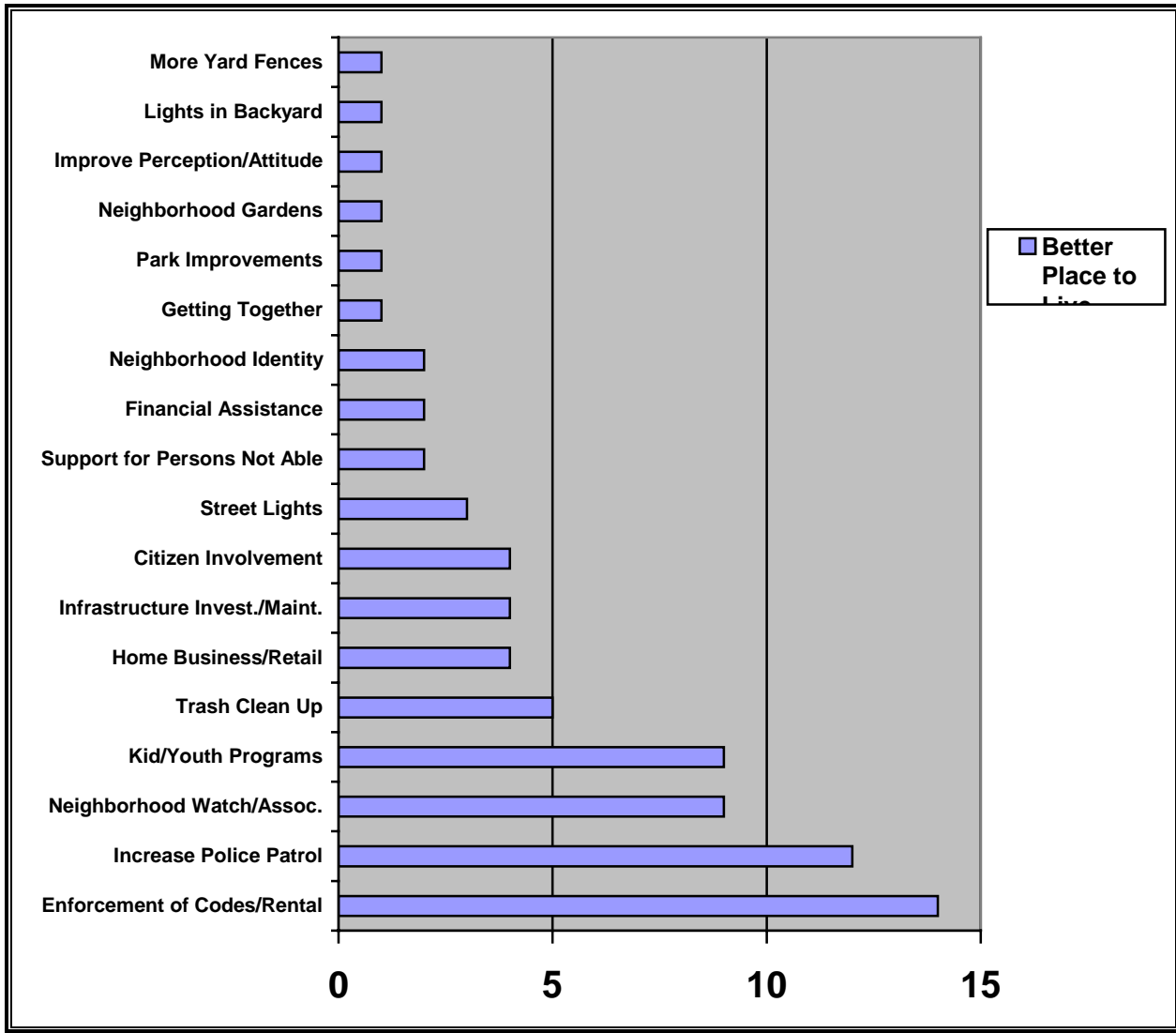
3. What Would Make Fountain Ave. A Better Place To Live?	#
* Use Rental License Ordinance/Enforcement of Codes	14
* Increase Police Patrol	12
* Neighborhood Watch/Neighborhood Association	9
* Kid/Youth Programs (or designated areas)	9
* Trash Clean up	5
* Home Businesses/Retail Stores (grocery, needs)	4
* Infrastructure Investment/Maintenance (sidewalks, streets, alleys)	4
* Citizen Involvement/Helping Neighbors	4
* Street Lights	3
* Support For Persons Unable To Do Certain Tasks For Themselves	2
* Financial Assistance for Home Repair	2
* Create A Neighborhood Identity	2
* Getting Together	1
* Park Improvements (garden)	1
* Neighborhood Gardens	1
* Improve Perception/Attitude Towards Neighborhood	1
* Lights in back yard	1

* More yard fences

1

Additional Comments Found On Note Cards (Not On Flip Charts)

- Landscape Boulevards
- City needs to care
- Enforce curfews
- Private investment
- Better Marketing
- No convenience stores or gas stations
- Trash/Community cleanup day
- Discourage “Habitat Houses”, mobile homes, trailers
- Too much emphasis on self help groups instead of neighborhood redevelopment
- Move Tilghman statue to Jefferson and lower the elevation of the park
- A good place for pancakes
- Use the churches as a hub to give out information
- Have a Mother’s Day Out
- Retrofit condemned structures throughout the city and county
- Add police substations where persons can hand in drugs and guns with no questions asked
- We are just outside of the boundary area, why are we not included in the project area?
- Stop drug deals on the corner of Fountain Avenue & Harrison Street
- Keep garbage cans in the rear alley and not in the front yards
- Tear down all the shotgun houses
- How do we eliminate or control undesirable business (sexually oriented) in the City.



Series #'s represent the frequency of mention of the items listed.

Appendix F

Proposed Neighborhood Commercial Corridor Zone

Sec. 126-121. Neighborhood Commercial Corridor Zone (NCCZ)

The purpose of this district is to provide for a mixture of commercial and residential uses, and encourage such development by right, according to standards that will ensure harmony with the existing commercial and residential environment. Objectives of this district include the following: (i) creation of a dynamic street life, encouraging the placement of buildings close to property lines, and or heavily landscaped yard areas, in order to engage pedestrians and de-emphasize parking facilities; (ii) facilitation of development that demonstrates an appropriateness of scale; (iii) encouragement of landscaped spaces available for pedestrian use (e.g., pocket parks, tree lined streets and walkways).

1) **Principal Permitted Uses** – The following uses may not exceed 4,000 square feet of gross floor area. This area requirement may be waived based on a design concept approved by the Planning Commission that will not have an adverse impact on the neighborhood.

- a. Any principal use permitted in an R-4 Zone
- b. Bed & Breakfast
- c. Home Occupations
- d. Funeral homes
- e. Commercial greenhouses
- f. Beauty shops and barbershops
- g. Florist Shops
- h. Restaurant (Excluding drive-thru)
- i. Assembly Building of cultural, fraternal, professional and labor organizations
- j. The following uses, provided they are conducted wholly within a building except for off-street loading and unloading: This section may be waived by the Planning Commission at a public hearing based on the effect of the proposed use to the neighborhood.
 - 1. Retail establishments (product processing is allowed only if the products are sold at retail on the premises);
 - 2. Personal and convenience service establishments;
 - 3. Cleaners

Plan Approval:

- a. New infill commercial construction. Plans for site layout shall be approved by the Planning Commission, and it may require changes as may be deemed necessary or desirable to insure proper design standards, to minimize traffic difficulties, to safeguard adjacent properties and to preserve the intent of the neighborhood commercial corridor.
- b. Residential Conversion. The Zoning Administrator and City Engineer in compliance with the intent of this chapter shall approve plans for site layout.
- c. Infill Residential. The Building inspector in compliance with the intent of this chapter shall approve plans for architectural design and site layout.

- 3) **Building Materials:** The following approved materials list shall apply to all new construction projects within the NCCZ.
 - a. Exterior Siding & Details - wood, cement fiberboard, traditional brick veneer with true mortar joints, appropriate stone (no concrete block) or vinyl or aluminum.
 - b. Roofs - slate, composite shingles, or metal
 - c. Soffits, fascia & trim - wood, cement fiberboard (hardi-plank; must be smooth faced), high-density polymer (permacast, fypon or other similar brand), smooth faced vinyl or aluminum siding.
 - d. Windows may be constructed of wood, wood clad, vinyl, or fiberglass.
 - e. Doors – wood, fiberglass, or steel doors;
 - f. Foundations - traditional brick veneer, lap siding, or appropriate stone (no concrete block)
 - g. Building façade at front and side street shall change every 30’ minimum in height, or setback, or material.

- 4) **Commercial/Residential Structure Setbacks:**
 - a. Primary street frontage:
 - 5) Front Yard Residential: New residential structures must be aligned with adjacent structures.
 - 6) Front Yard Commercial: No minimum required; 10 feet, maximum.
 - b. Secondary street frontage: no minimum required, 10 feet maximum
 - c. Side yard: 6 feet
 - d. Rear yard: None

- 5) **Height regulations:** The following height regulations shall apply to buildings and structures within the Neighborhood Commercial Corridor Zone.
 - a. Minimum height: None
 - b. Maximum height: 2.5 stories, however, additional stories may be allowed with design approval from the Planning Commission.

- 6) **Parking Regulations:** Parking shall be in compliance with Section 126.71. All off-street parking shall be placed to the rear of the principal structure.

- 8) **Square footage bonuses:** Following below is a list of bonuses that may be granted in return for certain amenities. The bonuses may be applied to increase the square footage of a permitted use.
 - a. For every one square foot of landscaping above those required in Section 126-83, an additional (0.25) square feet of building floor area shall be granted.
 - b. For every one (1) square foot of space used for a courtyard or plaza, an additional 1 square feet of building floor area shall be granted.

- 9) **Additional Regulations:**
 - a. Off-street loading areas may not face any public right-of-way.

Appendix G

Proposed Neighborhood Services Zone (NSZ)

Proposed Sec. 126-120. Neighborhood Services Zone (NSZ)

The purpose of this district is to provide for residential uses, and encourage such development by right, according to standards that will ensure harmony with the existing historic residential environment. Additionally, it is the purpose of this district to allow for home based commercial activity that closely reflects the community character.

1) Principal Permitted Uses

- a. Single-family dwellings.
 - 1. Minimum lot area: 8,000 square feet
 - 2. Minimum lot width: 50 feet.
- b. Two-family dwellings and town houses with no more than two attached units per town house.
 - 1. Minimum lot area: 4,000 square feet per unit.
 - 2. Minimum lot width: 30 feet per unit.
- c. Park, playground, or community center owned and operated by a governmental agency.

2) Conditional Permitted Uses: the following uses are special exceptions and shall require written approval from the Board of Adjustment:

- a. Multi-Family Dwellings
 - 1. Minimum lot area per unit: three or more units, 3,000 square feet per unit.
 - 2. Minimum lot width: 75 feet.
- b. Home Occupations
- c. Professional offices
- d. Day Care Nurseries
- e. Beauty shops and barbershops
- f. Florist Shops
- g. The following uses, provided they are conducted wholly within a building except for off-street loading and unloading:
 - 1. Retail establishments (product processing is allowed only if the products are sold at retail on the premises);
 - 2. Personal and convenience service establishments;
 - 3. Restaurant's (Excluding drive-thru)
 - 4. Any other use not listed which, in the Commission's opinion, would be compatible with the above uses.

Height regulations.

- a. The following height regulations shall apply to buildings and structures within the Neighborhood Services Zone.
 - 1. Minimum height: None
 - 2. Maximum height: 36 feet, however, additional feet may be allowed with design approval from the HARC based on the scale of adjacent structures.

4) Setbacks.

- a. Front Yard: 25 feet.
- b. Side yard: 6 feet.
- c. Rear yard: 25 feet.

Additional Regulations:

- a. Off-street loading areas may not face any public right-of-way.
- b. No loading or unloading shall be allowed between 9:00 p.m. and 7:00 a.m.
- c. Parking Requirements. Same as section 126-101(2)f.
- d. The Historical and Architectural Review Commission (HARC) shall have sole jurisdiction as a special board of adjustment over the Neighborhood Services Zone pursuant to KRS 100.217 and KRS 82.026.
- e. Accessory Structures. Same as Section 126-86

6) Plan approval required for new/infill construction and for changes in exterior appearance. In order to maintain the existing character of the neighborhood, plans for architectural design, site layout, or changes in style of architectural elements must be approved by the Historic & Architectural Review Commission (HARC). HARC may require changes to the plan as deemed necessary or desirable to insure proper design standards, to minimize traffic difficulties, to safeguard adjacent properties, and to preserve the intent of the Neighborhood Services Zone.

- a. Certificate of Zoning Compliance required.
 - 1. No person shall, without first applying for and obtaining a special conditional use permit, to be known as a Certificate of Zoning Compliance, make any changes in exterior appearance to any exterior portion of any structures in the Neighborhood Services Zone. A Certificate of Zoning Compliance must be issued by the Planning Department before a building permit can be obtained.
 - 2. Infill/New Construction and additions to existing structures. All new construction and additions to existing structures must first be issued a Certificate of Zoning Compliance before any construction begins.
 - 3. Existing Structures.
 - a. Changes to the design or style of any exterior feature on an existing structure requires a Certificate of Zoning Compliance.
 - b. Administrative approvals. In the following instances, Certificates of Zoning Compliance can be issued by the Zoning Administrator.
 - 1. In instances where the design or style of any exterior feature is replicated and replaced with a new material, the Zoning Administrator has the authority to administratively approve the application for a Certificate of Zoning Compliance. The proposed materials must comply with the approved building materials list found in the design guidelines.
 - 2. New accessory structures that use the same building materials and an appropriately sized and style of windows and doors that complement the existing primary structure can be administratively approved. Features

considered include structure orientation, openings, roof pitch, siding, and color scheme.

3. Trees. Cutting or removal of trees that are more than one foot in diameter measured at one foot off of the ground require a Certificate of Zoning Compliance. Removal of trees can be approved administratively.
 4. Repainting. Changing the color of a surface that has already been painted can be approved administratively.
 5. Fences. Fences that are determined to comply with the advisory design guidelines can be approved administratively.
 6. Demolitions. Any proposed demolition of a principal structure requires a Certificate of Zoning Compliance prior to obtaining a demolition permit. Demolitions outside of the demolition control zone can be approved administratively.
- b. Applications for a Certificate of Zoning Compliance.
1. Applications for a Certificate of Zoning Compliance are submitted to the Planning Department.
 2. A public hearing is required on all applications except for administrative approvals as outlined in this section.
 3. Grounds for granting a Certificate of Zoning Compliance. HARC must make written findings of fact as follows:
 - a. The proposed exterior changes comply with the intent of the Neighborhood Services Zone.
 - b. The proposed exterior changes are in harmony with the adopted design guidelines.
- c. The HARC shall adopt design guidelines for the Neighborhood Services Zone to act as a guide for board decisions on plan approvals and changes to the exterior appearance of existing structures. The document shall be made available to the public to aid in the design approval process.
- d. Maintenance and safety standards.
1. All buildings within this zone shall be maintained to meet the requirements of the building code and property maintenance codes of the city including the Enhanced Property Maintenance Standards.
 2. Enforcement of safety standards. Nothing in this section shall be construed to prevent the city Building Inspector from enforcing all state statutes and provisions of this Code and any other ordinances of the city pertaining to the public safety.
- e. Appeals. Any person aggrieved by any action of the Zoning Administrator may appeal their decision to the HARC Board pursuant to KRS 100.257. Any person aggrieved by any action of the HARC may appeal the decision thereof to the Circuit Court in the manner prescribed for appeals from actions of boards of adjustment.

Appendix H

Proposed Design Guidelines

Proposed Design Guidelines for the Neighborhood Services Zone

Procedures

An application for approval must first be completed and submitted. A building permit cannot be issued until approvals are obtained through the Planning Department. The length of time for the approval process varies depending on the types of proposed uses and whether the application is for work on an existing structure or is new infill construction. Staff can administratively approve any changes to an existing or proposed structure as outlined in these design standards. Please contact the Planning Department at (270) 444-8690 about your application.

Applications/plans must be submitted to the Planning Department for staff approval before a building permit can be obtained. The designated Board of Zoning Adjustment will meet once a month to hear appeals, conditional uses, variances, and other requests allowed by Kentucky Revised Statutes Chapter 100. Applications that must go before the Board of Adjustment are presented as public hearings. Adjacent property owners are notified of the hearing, and a notice is published in the Paducah Sun.

General Design Standards Overview

These Design Guidelines serve as the HARC Board's policy, and are intended to protect the character of the Fountain Avenue Neighborhood. The first step in this process is to analyze the unique characteristics of the individual property before making decisions about rehabilitation, alterations, or the design of new construction. The Board and planning staff will take into account the significance of the property, its condition, location, and the intended use of it. Because each individual project, lot, and structure are unique, every application is considered on its own merit. However, staff and the Board will be applying these general design concepts:

- The removal or alteration of distinctive historic stylistic features is to be avoided.
- Wherever possible, repairs or replacements should mimic the original features as closely as possible.
- Original design features should be maintained, or if replaced, reconstructed to mimic the original design when the building is constructed.
- New additions, construction, or infill should be compatible with the existing buildings, its neighbors, and the overall character of its immediate surroundings including mass, scale, architectural features, etc.

- Adaptive reuse of a structure (i.e. changing its originally intended use) is acceptable. Changes to an original structure required by the new use should have a minimal effect on street-facing facades.
- Use architectural styles, construction materials, and paint colors appropriate to the time period in which the original structure was built, or in the case of infill, to the time period in which the neighboring structures were built.
- Maintain the height, shape, and proportions represented by existing structures, as well as the existing skyline created by rooflines.
- Front yard setbacks are to be based on those of the structures on the same side of the block. Side and rear yard setbacks are outlined in the Zoning Ordinance.

Renovations & Alterations to Existing Structures (Including Additions)

The following guidelines apply to existing structures and existing accessory structures in the Neighborhood Services Zone:

- New features introduced to a structure should be compatible with the materials and features on the original structure.
- Only approved materials should be used for replacement or new construction. A list of approved materials can be found on page 11. Building materials not on the list are not allowed.
- Existing architectural design of elements that give buildings their character, such as rooflines, porches, entryways, decorative piers, columns, brackets, cornices, metal work, and decorative masonry should be maintained. If a change of design is proposed, then the applicant must gain approval from the HARC Board at a public hearing.
- Where an architectural feature is missing or a new feature is proposed, the applicant must gain approval from planning staff before the feature can be installed. Pictorial evidence is the best indicator of missing features.
- Additions to existing structures are treated as part of the original structure and should be reflected in the overall design including window sizes, roof pitch, siding material, and architectural elements.
- Additions should be designed and constructed so that the character-defining features of the historic building are not radically changed, obscured, damaged, or destroyed in the process of rehabilitation. New design should complement the original historic building.

- An addition to an existing structure may be designed and constructed to blend seamlessly with the structure.
- When an existing building is enlarged, extended, or decreased in size or space, the building should retain its original architectural style, rooflines, window & door proportions, and exterior finishes.
- Whenever possible, additions should be located on the rear elevation and should not overwhelm the original structure.
- The scale, massing, materials, and window spacing should be respected.
- Additions should be visually compatible with surrounding buildings.

Roofline Pitch & Contours

The buildings in the Fountain Avenue neighborhood core have a variety of roof designs. The original roofline and shape of structures should be maintained including parapets, roof slopes, and details. Changing the original roof shape or using a building material not listed, is not allowed. Additions to existing structures must have the same roof pitch as the original structure. HARC Board approval is required for additions.

Decorative details such as dormers, cupolas, cornices, brackets, chimneys, etc. should be maintained. New features not original to the roof such as satellite dishes should be located in a manner where they are not visible from a roadway.

Gutters & Downspouts

Modern aluminum and vinyl hanging gutters are allowed. The shape of the gutters should try to mimic existing trim style and the downspouts should be positioned on non-street facing facades. Downspouts should be similar in shape, size, and location as the original. In the cases where modern hanging gutters are replacing old box gutters, the old box gutter system should be removed and/or repaired as part of the roof system to prevent any future damage to the historic structure. No approvals are required for gutters.

Doors

Whenever possible, a structure's original door, trim details, and overall look should be retained. Door openings should not be reduced, enlarged, or filled in unless necessary or required as part of a change of use. Replacement doors are allowed and must comply with the accepted building materials list. Staff approval is required if no

change in size or design is proposed. If a design change or size change is proposed, then Board approval is required.

Windows

Replacement windows are allowed but they must be the same size, shape, and design configuration as the original window openings. If this is the case, then staff approval is acceptable. If simulated divided lights are proposed, then they must be permanently fixed on both sides of the window and built in as part of the window. If a new opening, closing in of an opening, or a different window style is proposed, then HARC approval must be obtained.

Siding/Exterior Surfaces & Features

Masonry – Masonry surfaces and decorative elements must be maintained and not covered. Replacement of masonry features (brick, patches, etc.) should be matched as closely as possible to the existing surfaces. Tuck-pointing historic brick should be done with a soft mortar, simulating the old lime and sand mortars in appearance/color and composition. Tuck-pointing of brick does not require any approvals.

Wood – Replacement of wood clapboard siding must match the existing siding and run in the same direction as the original material. Replacement of wood features with wood does not

require approval. If a different siding material is proposed, then staff approval must be obtained.

Synthetic Siding – Vinyl, aluminum, and cement fiberboard siding are allowed. The configuration of the siding, trim, and decorative details must match the original wood siding configuration and must be installed according to the neighborhood enhanced building standards.

If a change in the configuration, size, or details is proposed, then Board approval must be obtained.

Porches & Decks – Original porch styles should be maintained including the number of columns, size, scale, and details of the porch elements. An element of a porch may be repaired or replaced without approvals if an appropriate building material is used and the exact style is maintained. Staff approvals are required if the porch is altered or replaced based on provided pictorial evidence. If a porch is to be removed and not replaced, a new porch is desired where no porch existed, or the porch is to be replaced by a new design, then HARC Board approval must be obtained. Decks cannot be located on a street facing façade.

Paint Color – Staff approval must be obtained for paint colors. Every paint manufacturer has a historic paint series. A color scheme from one of these series is

recommended. It is encouraged that historically unpainted surfaces, such as masonry, be left unpainted and maintained in its original state.

Fences/Arbors – Staff approval is allowed if the fence meets the fence guidelines found in third section. Arbors, trellises, and other such features must be complimentary in style and material to the proposed fence. If a stand-alone feature is desired, then staff approvals are required.

Trees/Landscaping – Removal of trees over 12 inches in diameter measured at 12 inches above the ground can only be removed with permission from the city arborist. Replacement trees may be required. The new species planted shall be in consultation with the city arborist. Other landscaping is generally not regulated. Large structures such as gazebos and other roofed structures must be located in a non-street facing yard.

Sidewalks – Sidewalks must be constructed of masonry including concrete, brick, or a stamped concrete. Other proposed materials must have staff approval.

Garages

Garages should be designed to match the siding, roof form and details of the houses for which they are to be built. The historic garage had windows to provide ventilation and light. One window on each wall was typical and the stock sash units used on houses were common. The key element in garage design is the garage door. The first garage doors were similar to barns, with big strap hinges, and doors that swung outward. Many of the new overhead roll up doors don't have the correct period look, and are often constructed of inappropriate fiberglass and other lightweight materials. Typical early garage doors were often paneled,

with the top third glazed. Period style swinging doors can be constructed as one door, and be activated with a garage door opener, retaining a historic look while providing convenience. Garages that are designed with the same details as the existing house including roof pitch, siding, and colors can be approved by staff. Doors must be a carriage style door and other key elements as listed in this section (windows, doors, hardware) must be incorporated. Otherwise the application must be approved by the HARC Board.

New Construction

All new construction must have prior approval from the Historical & Architectural Review Commission before a building permit can be issued. The purpose of these design standards is not to discourage new construction, but to encourage new buildings to be compatible and contextual with the visual characteristics of the area. New construction includes in-fill structures and related accessory structures. New buildings must be designed so that they respect the character of neighboring buildings and the zone.

When undertaking the design of a new or replacement structure, elements deemed important to the overall building appearance should be considered, in order to assure reasonable conformity to the context of adjacent structures. Such considerations include, but are not limited to overall building height, width proportions, chimney construction, windows, doors, roof pitch, and roof materials. Overly simplified or bland new buildings with no details should be avoided. By the same token, an overly ornate structure may not mesh with the surroundings as well.

Scale

The size and proportion of new structures should maintain the same scale and rhythm as the existing buildings. Accessory buildings visible from the roadway should be of the same architectural style and of the same or similar exterior material as the main building. Overall building mass must consider the depth of a building in relation to both adjoining buildings and the lot upon which the building is intended. Facades should be varied in style, but be similar in size, height, width, and depth as the surrounding structures.

Height & Width

The overall height of the new construction should relate to that of adjacent structures. As a general rule, new buildings should be approximately same height as the average height of existing buildings within the immediate vicinity.

Setbacks

The historic lines of streetscapes should be maintained with the basic premise being to protect the visibility of adjoining properties and to maintain the rhythm of facades. This is accomplished by locating front walls of new buildings in the same plane as the facades of adjacent buildings. The new building should not be placed in front of or behind the historic façade line. Side yard and rear yard setbacks are found in the Zoning Ordinances.

Roofline Contour

The roof forms of the new buildings should relate to those found within the district. Replication of the existing or traditional roof shapes, pitches, and materials on new construction is encouraged. Roofing materials should be of the same style and form of original structures and be listed on the approved materials list. Design of the new structure should begin with a minimum 6/12 roof pitch.

Doors

The main entry of a building should face the street. When on a corner lot, the main entry can face at an angle. Recessed entryways are acceptable. Transoms above the door and sidelights are acceptable and should match the overall style of the entryway.

Windows

The window design of new construction should be comparable to existing historic structures within the area. The size and shape of individual window units must be considered. The most common style of window in the Fountain Avenue area is a double hung one light over one light configuration. A window should not be less than 66 inches tall. Exceptions to this are considered when the window is in a stair well, bathroom, kitchen, or other area of the house where smaller windows are common. If simulated divided lights are proposed, then they must be permanently fixed on both sides of the window and built in as part of the window.

Foundations

Foundation material and the height of the exposed area between the ground and the bottom of the walls should be consistent with other historic buildings in a neighborhood. A four foot foundation height is required..

Solar & Other Utility Systems

As with additions and alterations to historic buildings, solar panels, satellite dishes, and other external utility systems on infill development in historic neighborhoods should be installed to the rear or side of a building where they will not be visible from the street.

Paints & Color

Paint colors must have planning staff approval. Every paint manufacturer has a historic paint series. A color scheme from one of these series is recommended.

Garages

Garages should be designed to match the siding, roof form and details of the houses for which they were built. Gabled roofs were typical, but flat, shed, gambrel, and hipped

roofs were also common. Garage floors were usually poured concrete, but some were gravel, or simply board or dirt.

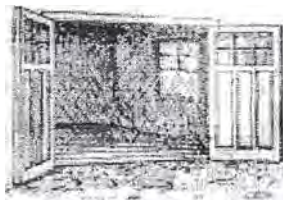


shed roof

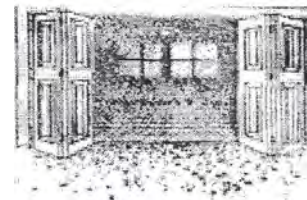


hipped roof

The historic garage had windows to provide ventilation and light. One window on each wall was typical and the stock sash units used on houses were common. The first garage doors were similar to barns, with big strap hinges, and doors that swung outward. New door types were soon invented, with sliding doors, divided into vertical sections, sliding along the interior wall of the garage. Bi-fold and accordion doors were also common. The sectional roll-up door, the most popular today, appeared early in the 20th century. The idea was developed from the roll top desk.



three-panel swinging doors



paneled bi-fold doors

Alleys were used as secondary roads for small garages and parking the automobile, along with garbage pick up, in many neighborhoods. As the automobile grew in size, so did the garages, sometimes with a two foot shed extension to accommodate the hoods of the 1930s and 1940s behemoths. If you're rebuilding a historic garage or building a new one, echo the shape, pitch, and material of your house's roof. Early garages often had exposed rafter tails. More stylish garages had eaves that were finished in the same manner as the house. Whatever paint color is most appropriate to the style and age of your house also applies to the garage. The panels on the garage door were usually painted the body color of the building, while the stiles and braces were painted in the complementary trim color.

The key element in garage design is the garage door. This door will help define the date of the structure. Many of the new overhead roll up doors don't have the correct period look, and are often constructed of inappropriate fiberglass and other lightweight materials. Typical early garage doors were often paneled, with the top third glazed. Period style swinging doors can be constructed as one door, and be activated with a garage door opener, retaining a historic look while providing convenience.

Fences

Fences are a very important part of any streetscape and can either enhance or detract from the appearance and value of residential development. Fence design, scale, and presentation on any property frontage are very important and worthy of careful consideration.

A fence in the Fountain Avenue Neighborhood should be carefully designed to achieve a scale, style and appearance compatible with the building and the streetscape. The fence should allow the building to contribute to the interest and amenity of the streetscape and not impair the view shed of the historic property.

Fences, which obscure the view shed from the public right of way, may not be constructed in the front yard. The front yard is defined as the front part of the yard from the front corners of the structure to the front property line. On corner lots, the structure will be considered to have two front yards. The sides of the structure define the side yard. The rear yard is from the rear corners of the structure to the back property line. A Certificate of Zoning Compliance is required and a building permit must be obtained before construction of a fence can proceed. Applicants must submit an accurate depiction of the fence style, color, materials, and finishes with each application. If an application for a fence meets the standards in this section, administrative approval can be given.

Fence Design Standards

Fence Height The heights of the approved fences are subject to the Paducah Code of Ordinances regulated heights (Section 126-72). At the time of the authoring of this document, those heights are as follows:

Front yard – 4 feet

Side yard – 6 feet

Rear yard – 8 feet

Fence Design Design approval is subject to approval and requires a Certificate of Zoning Compliance and a building permit.

Front yard(s) – Fence design must permit 50% visibility between individual components. Vertical/horizontal and diagonal components may not be wider than four inches across and may not be spaced closer than the width of the vertical component. Fence design that combines solid wall and open fence construction may include a solid base up to 18 inches high.

Side and Rear Yards – There are no view-shed requirements, but the fence design must be compatible in style and materials as described herein. Certificate of Zoning Compliance and building permit are still required.

Pilasters Elements wider than four inches across are considered pilasters. Pilasters may be no wider than 16 inches across and may be no closer than six feet on

center, except for pilasters supporting a four-foot wide maximum entry gate. Pilasters may be as high as the maximum fence height allowed.

Fence Materials Materials may be wood, wrought iron, tubular steel, cast aluminum, brick, or vinyl. Chain link, barbed wire, and livestock fencing are examples of materials that are not allowed.

Landscape Planter Enclosures Landscape planter enclosures in the front yard may not exceed 18 inches in height. A landscape planter is defined as a wall used to Enclosures enclose, divide, or protect an area designed to be filled with plants.

Accepted Building Materials for Neighborhood Services Zone

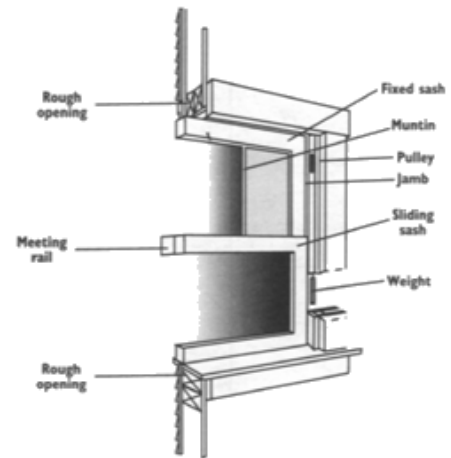
The following is a list of materials that have been deemed appropriate to use for construction or rehabilitation in the Fountain Avenue Neighborhood Zone. No faux wood grain siding or trim is allowed. All simulated wood products must be smooth-faced. A Certificate of Appropriateness and building permit is still required before these materials can be used or applied.

Roofs - slate, composite shingles, wood shakes, or standing seam metal

Soffits, fascia & trim - wood, cement fiberboard (hardi-plank; must be smooth faced), high-density polymer (permacast, fypon or other similar brand), smooth faced vinyl or aluminum siding

Exterior Siding & Details - wood, cement fiberboard (must be smooth faced), traditional brick veneer with true mortar joints, appropriate stone (no concrete block) or smooth faced vinyl or aluminum

Windows – windows must be approximately the same size as the original window opening (within 2 inches) and resemble the original window construction including light dividers (muntins), sash, jamb, and trim sizes. Windows may be constructed of wood, wood clad, vinyl, or fiberglass.



Doors – wood, fiberglass, or steel doors; style either a 6 panel or a combination of panels. The original opening size must be maintained. This can be accomplished by a door with a combination of transom and/or sidelights.

Porches - Columns - wood, traditional brick, concrete, fiberglass, or high-density polymer

Floors - wood, concrete, composite, or traditional brick

Ceilings – wood, cement fiberboard, or smooth faced vinyl

Trim & Details - wood, cement fiberboard, high-density polymer, or smooth faced vinyl or aluminum

Foundations - traditional brick veneer, lap siding, split-faced block, or appropriate stone (no concrete block), Cherokee block or quick brick

Glossary

Arch. A construction technique and structural member, usually curved and made of masonry. Composed of individual wedge-shaped members that span an opening and support the weight above by resolving vertical pressure into horizontal or diagonal thrust.

Architrave. The lowest part of an entablature, or the molded frame above a door or window opening.

Balcony. A platform projecting from the wall or window of a building, usually enclosed by a railing.

Baluster. Any of the small posts that support the upper rail of a railing, as in a staircase.

Balustrade. An entire railing system including a top rail and its balusters, and sometimes a bottom rail.

Bay window. A projecting bay with windows that form an extension to the interior floor space. On the outside, the bay should extend to ground level, in contrast to an oriel window, which projects from the wall plane above ground level.

Board-and-batten siding. Vertical siding made up of alternating wide and thin boards where the thin boards cover the joints between the wide boards.

Bracket. A small projection, usually carved or decorated, that supports or appears to support a projecting eave or lintel.

Capital. The topmost member, usually decorated, of a column or pilaster.

Casement window. A window that is hinged on the side and opens in or out.

Chimney pot. A decorative masonry element placed at the top of a chimney, common on Queen Anne buildings.

Cladding or Clad Window. A solid wood window wrapped in another material, most commonly vinyl or aluminum.

Clapboards. Narrow, horizontal, overlapping wooden boards that form the outer skin of the walls of many wood-frame houses.

Column. A vertical shaft or pillar usually circular in section that supports, or appears to support, a capital, load beam or architrave.

Corbel. A projection from a masonry wall, sometimes supporting a load and sometimes for decorative effect.

Corbelled cap. The termination of a brick chimney that projects outward in one or more courses.

Corner board. A board which is used as trim on the external corner of a wood-frame structure and against which the ends of the siding are fitted.

Cornice. The exterior trim of a structure at the meeting of the roof and wall; usually consists of bed molding, soffit, fascia, and crown molding.

Course. In masonry, a layer of bricks or stones running horizontally in a wall.

Cresting. Decorative grillework or trim applied to the ridge crest of a roof. Common on Queen Anne style buildings.

Cross gable. A gable that is perpendicular to the main axis or ridge of a roof.

Cupola. A small, sometimes domed structure surmounting a roof. Found mainly on Italianate and Colonial Revival buildings.

Dentil molding. A molding composed of small rectangular blocks run in a row.

Dormer. A structure containing a vertical window (or windows) that projects through a pitched roof.

Double-hung sash window. A window with two or more sashes; it can be opened by sliding the bottom portion up or the top portion down, and is usually weighted within the frame to make lifting easier.

Eave. The part of the roof that overhangs the wall of a building.

Entablature. Above columns and pilasters, a three-part horizontal section of a classical order, consisting of the cornice at the top, the frieze in the middle, and the architrave on the bottom.

Facade. The face or front of a building.

Fanlight. A window, often semicircular, over a door, with radiating muntins suggesting a fan.

Fascia board. A flat board horizontally located at the top of an exterior wall, directly under the eaves.

French door. Two doors, composed of small panes of glass set within rectangularly arrayed muntins, mounted within the two individual frames. Usually such doors open onto an outside terrace or porch.

Frieze. The middle division of an entablature, below the cornice.

Gable. The vertical triangular portion of the end of a building having a double-sloping roof, usually with the base of the triangle sitting at the level of the eaves, and the apex at the ridge of the roof. The term sometimes refers to the entire end wall.

Gable roof. A roof form having an inverted "V"-shaped roof at one or both ends.

Gambrel roof. A roof having two pitches on each side, typical of Dutch Colonial and Colonial Revival architecture.

Gingerbread. Highly decorative woodwork with cut out ornament, made with a jigsaw or scroll saw, prominent in Gothic Revival architecture.

Half-timbering. In late medieval architecture, a type of construction in which the heavy timber framework is exposed, and the spaces between the timbers are filled with wattle-and daub, plaster, or brickwork. The effect of half timbering was imitated in the 19th and 20th centuries by the Queen Anne and Tudor Revival styles.

Hipped roof. A roof that slopes upward on all four sides.

Hood molding. A decorative molding over a window or doorframe, commonly found on Italianate style buildings.

Jerkinhead roof. A gable roof truncated or clipped at the apex - also called a clipped gable roof. Common in Bungalows, Tudor Revival, and Arts and Crafts style buildings.

Latticework. A wood or metal screen composed of interlaces or crossed thin strips.

Leaded glass. Small panes of glass, either clear or colored, that is held in place by strips of lead.

Lintel. A horizontal beam over an opening in a wall that carries the weight of the structure above.

Mansard roof. A roof with two slopes, the lower slope being nearly vertical, often concave or convex in profile. Common to the Italianate and Queen Anne styles.

Molding. A decorative band or strip with a constant profile or section generally used in cornices and as a trim around window and door openings. It provides a contoured

transition from one surface to another or produces a rectangular or curved profile to a flat surface.

Mullion. The vertical member of a window or door that divides and supports panes or panels in a series.

Muntin. One of the members, vertical or horizontal that divides and supports the panes of glass in a window.

Oriel window. A window bay that projects from the building beginning above the ground level.

Palladian window. A window divided into three parts: a large arched central window, flanked by two smaller rectangular windows. These are found in Colonial Revival as well as Italianate buildings.

Parapet. A wall that extends above the roofline.

Pediment. A low triangular gable end, often found in classical architecture.

Pent roof. A small, sloping roof, the upper end of which butts against a wall of a house, usually above the first-floor windows.

Pilaster. An engaged pier or pillar, often with capital and base.

Pillar. A post or column-like support

Pitch. The degree of slope or inclination of a roof.

Pointed arch. Any arch with a point at its apex, common but not restricted to Gothic architecture. Tudor Revival buildings also frequently incorporate pointed arch motifs.

Portico. A porch or covered walkway consisting of a roof supported by columns.

Quoins. Cornerstones of a building, spanning the entire height of the wall, and distinguished from the main construction material by size, texture, or conspicuous joining. In masonry construction, they reinforce the comers; in wood construction, they do not bear any load, are made of wood, and imitate the effect of stone or brick.

Rafters. The sloping wooden roof-frame members that extend from the ridge to the eaves and establish the pitch of the roof. In Craftsman and Bungalow style buildings the ends of these, called "rafter tails" are often left exposed rather than boxed in by a soffit.

Ribbon window. A continuous horizontal row, or band, of windows separated only by mullions.

Round arch. A semicircular arch, often called a Roman arch.

Rustication. Masonry characterized by smooth or roughly textured block faces and strongly emphasized recessed joints.

Sash. Window framework that may be fixed or moveable. If moveable, it may slide, as in a double-hung window; or it may pivot, as in a casement window.

Shiplap siding. Wooden siding tapered along its upper edge where it is overlapped by the next higher courses of siding.

Side light. A framed window on either side of a door or window.

Siding. The narrow horizontal or vertical wooden boards that form the outer face of the walls in a traditional wood-frame building. Horizontal wooden siding types include shiplap and clapboard/weatherboard, while board-and-batten is the primary type of vertical siding. Shingles, whether of wood or composite material, are another siding type.

Sill. The lowest horizontal member in a frame or opening of a window or door. Also, the lowest horizontal member in a framed wall or partition.

Skirting. Siding or latticework applied below the water table molding on a building.

Soffit. The underside of the eaves on a building, particularly the boards enclosing the eaves and covering rafter tails.

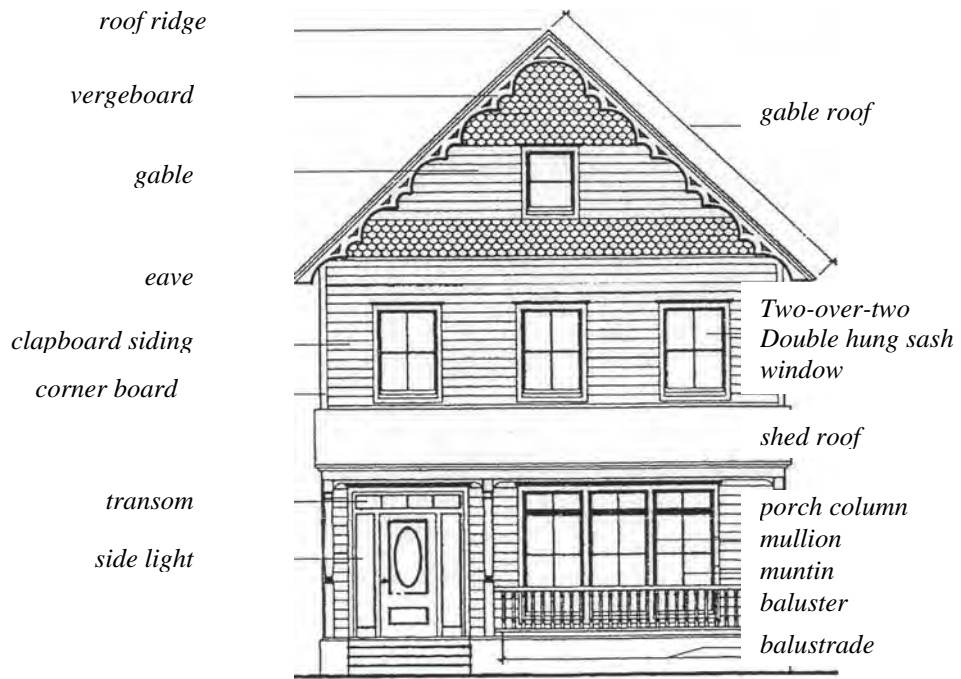
Stucco. A material, usually composed of cement, sand, and lime, applied to a surface to form a hard, uniform covering that may be either smooth or textured. Also, a fine plaster used in decoration and ornamentation of interior walls.

Surround. The molded trim around a door or window.

Swan's neck pediment. A pediment with an open apex; each side terminates in curves resembling a swan's neck.

Terra cotta. A red-brown fired but unglazed clay used for roof tiles and decorative wall covering. Glazed terra cotta was frequently used for exterior decoration on commercial buildings of the early 20th Century.

Transom. Horizontal window opening above a door or window.



Appendix I

Enhanced Property Maintenance Standards

Enhanced Property Maintenance Standards

ORDINANCE 2006-4-7104

(c) Enhanced Standards for Fountain Avenue Revitalization Project. In addition to the International Property Maintenance Code, 2006 edition, and property maintenance ordinances currently adopted by the City of Paducah, the following additional Enhanced Standards are adopted to supplement the aforementioned regulations in order to bolster the Fountain Avenue Revitalization Project.

Physical Boundaries of the Fountain Avenue Revitalization Project. These Enhanced Standards shall apply to all structures encompassing the following geographic district located within the City of Paducah:

Beginning at a point in the centerline of North 13th Street in line with an alley between Jefferson Street and Monroe Street, going in a westerly direction to a point in a public alley intersection at a point between Jefferson Street and Monroe Street, one half block east of Fountain Avenue, then in a southerly direction to the north right of way line with Jefferson Street, then west with the north right of way line of Jefferson Street to the intersection of an alley one half block west of Fountain Avenue, then in a northerly direction one half block west of Fountain Avenue to a point at the intersection of an alley half block west of Fountain Avenue and Park Avenue, including the lots west of the circular area of Fountain Avenue, then in an easterly direction down Park Avenue to a point in the center line of 13th Street, then in a southerly direction down the centerline of 13th Street to the point of beginning.

(2) Application of Enhanced Standards. The following items determine the circumstances in which the Enhanced Standards shall apply to all structures located within the geographic district described in Section 42-46(c)(1) above.

a. All rehab work, additions, or repairs with a combined value of work and materials of more than Ten Thousand Dollars (\$10,000.00) shall require the structure to come under compliance with the new regulations set forth in this Section 42-46(c). If the combined value of work and materials as described above is less than Ten Thousand Dollars (\$10,000.00), then only the work permitted must come into compliance with these standards.

b. The code enforcement officials of the City of Paducah shall administer the enhanced standards set forth in this Section 42-46(c).

The interpretation and enforcement of any and all portions of these enhanced standards enumerated in this Section 42-46(c) shall remain within the sound discretion of the code enforcement officials of the City of Paducah. Further, the code enforcement officials of the City of Paducah shall have original jurisdiction to resolve any disputes related to or arising under this Section 42-46(c).

c. Lack of progress towards compliance with these enhanced standards shall constitute a valid cause for penalty under this Section 42-46(c). Lack of progress shall be defined as progress less than that which a two-person crew could reasonably be expected to achieve while working a minimum of 144 work hours per month.

(3) The Enhanced Standards for the Fountain Avenue Revitalization Project. The following enhanced standards shall apply to all structures located within the geographic district described in Section 42-46(c)(1) above.

a. Any work commenced in order to comply with these enhanced standards shall be performed in a professional, highly skilled, and workman-like manner and comply with any applicable manufacturer's instructions and methods.

b. The foundation of all structures shall be level, plumb, and have adequate footings to carry the weight of the structure, and such footings shall be constructed with approved methods and materials.

c. Wooden joists, beams, columns, piers, posts, sills, and any other load-bearing or framing component member shall be free of rot, infestation, previous damage, or otherwise weakened or compromised wood. Any such compromised material must be removed and replaced. All load-bearing members shall be of adequate size and dimension. Treated lumber shall be used in all replacement framing where required by the building code of the City of Paducah.

d. All masonry surfaces shall be tight, dust free, and spall free. Mortar joints shall be strong and properly adhered to surrounding surfaces. Brick lines shall be string line straight and wall lines shall be plumb. The requirements of this subsection shall apply both to exterior and interior foundation walls. An inspection and approval of the sub-surface material shall be required prior to the installation of any foundation covering or obscuring material such as mortar, wood, metal, or any other similar material.

e. Piers shall have adequate-sized footings and all bearing surfaces shall be flat and tight and have a properly installed termite shield. Piers shall be adequately spaced and the material used shall be approved for use in that location.

f. All materials in contact with the ground shall be listed for ground contact.

g. Yard surface finished grades around foundations shall be graded to direct water away from the structure, but not to any adjacent property. The crawlspace grade shall not be lower than the exterior landscaped grade.

h. Any siding used on structures shall be wood lap siding (no sheet material allowed), hardi board siding (smooth side only), vinyl, brick, or stone. Imitation, manufactured brick, or manufactured stone materials shall not be allowed for the siding of any structure. However, vinyl siding shall only be allowed in rehabilitation work for soffit, eaves, roof dormers or the like, or gable ends over brick walls, or where the existing material is removed down to the studs and new sheathing is installed. All trim shall be wood or hardiplank (smooth side only) in nature.

i. Existing finish siding shall be removed prior to the installation of any new siding. In no case shall there be more than one layer of existing finished exterior siding. All siding and trim shall be maintained in good condition free of any damage, separations, cracks, holes, warping or other deterioration of any kind. Existing vinyl siding and trim shall be maintained in a clean, neat and orderly condition without any noticeable build-up of mold, dirt, heavy dust layers or other unsightly material.

j. All siding and trim shall be properly and securely fastened to structural elements with appropriate fasteners.

k. All composition roof shingles shall match in color, grade, and profile. Composition shingles shall have tight, even grains, in which the shingle body is not visible. Composition shingles shall not have curling of any nature or degree. All flashing shall be generally rust-free and in good condition.

l. Metal roofing shall not exhibit a dented appearance as a result of the installation process or for any other reason. All roofing installation shall be straight and maintain the appearance of a constant reveal, where applicable (i.e. not applicable to built-up roofs). All roofing materials shall be new or in like-new condition during the installation process.

m. All roof edges shall be neatly trimmed and any metal flashing shall be rust-resistant and dent-free.

n. Rehabilitation projects, where the expected total rehabilitation cost is anticipated to exceed Twenty Thousand Dollars (\$20,000.00), shall require the replacement of mechanical systems including HVAC, electrical, and plumbing, unless it can be shown that such systems have been replaced in their entirety within the previous five (5) years from the date of the permit application or other satisfactory proof can be made that such mechanical systems are functioning efficiently and safely.

o. Gutters and downspouts shall be properly maintained, properly attached to the structure, clear of debris, and shall not be allowed to discharge water that could potentially create a public or private nuisance. Severely dented gutters or downspouts shall be replaced immediately.

p. All accessory structures shall be regulated by the same standards as the principal structures.

q. All doors and windows shall be maintained in good condition, without dents, holes, or other damage. Glass used in any door or window shall not be cracked or broken. Double insulated glass units shall be in like-new condition with intact factory seals. Any glazing compound used shall be fresh and painted. All joints shall be tight.

r. All exterior surfaces requiring paint as a protective coating shall be painted and any previously painted surfaces must be maintained in an aesthetically pleasing manner. Previously painted surfaces shall be cleaned, scraped, primed, and caulked prior to painting of any kind. Unpainted surfaces shall be primed and caulked prior to the occurrence of any painting on said surface. Exterior painted surfaces shall have a minimum of two coats of exterior grade finish paint.

s. No chipping, peeling, or flaking paint shall be allowed. Painted surfaces that exhibit mold, spores, or other discolorations shall be treated to remove same or shall be replaced.

t. All exterior physical improvements such as fences, sidewalks, retaining walls, fountains, garden ornamentation, planters, railings, and other similar decorative installations shall be maintained in a clean and neat manner free of any deterioration. Items such as missing fasteners, tilting or leaning fences, posts, rails, rust or discoloration of materials, heaving concrete, missing bricks, missing fence, wall, or deck components, and all such like items shall be replaced.

