

Implementation is the most important part of the planning process because it is the point at which the Comprehensive Plan transitions from policy into reality. The best plan will fail if there is not a will to take the actions needed to achieve it. Whether it is spending money to build a road or water line or adopting regulations that control development, failure to take action negates the plan. Thus, implementation is the critical chapter of this document.

Implementation

8.1 IMPLEMENTING THE PLAN

In prior chapters, specific elements of the plan were discussed in detail: land use, transportation, economic strategies, and growth management. In each chapter, text or maps set forth things that need to be accomplished in the next 20 years in order to meet the City vision for what the area should be like in 2025. Additional recommendations have been made for the McCracken County Fiscal Court.

In this chapter, the large goals from each chapter will be set forth, along with objectives to be achieved under those goals. This will be followed by a discussion of critical challenges to implementation. There are some areas where the plan will be implemented in a series of year-by-year decisions. In other cases, a major action needs to be taken to begin implementation. The year-by-year elements must be monitored yearly to judge progress. With the major actions, failure to act stops the implementation process in that area cold. A schedule of actions that need to be taken in the next five years is set forth as a guide to elected officials in the City.

The City has spent a great deal of time and resources; it is important to the future of the community that the plan not sit on a shelf and gather dust. This chapter sets forth the actions that are required if the plan is to be successful.

8.2 GOALS AND OBJECTIVES

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The planning process of **CHOICES2025** led the community through a series of decision-making workshops. The choices made on those chapters created the desired future. In this chapter, the requirements for implementation are set forth. There are no choices here; failure to take action means



Goals and Objectives

Goals are general policy direction that often comes from the vision of the community. Objectives are generally action items needed to achieve the

In the following sections, the goals from each of the chapters are set forth. The goals are the broadest policy statements, and there are only a few per chapter. Each goal has several objectives that refine and narrow the goal into elements that are more specific in terms of policy. There are no goals for Chapter 1, Plan Context, because this is an introductory chapter.

Chapter 2 – Area-wide Snapshot (Growth)

Increase the rate of population growth above those of projections and trends analysis. The County, by the most optimistic projections, would grow only about 10 percent over the next 20 years, with the State projecting almost no growth.

- ◆ Develop programs and regulations to improve the area’s attractiveness to both businesses and residents.
- ◆ Review the strengths and weaknesses of the City and County, enhancing areas of existing strength and improving areas of weakness.
- ◆ Enhance and encourage the retention of existing businesses and creation of new ones.

Chapter 3 - Land Use (Character)

Provide for adequate land to support more than 30 years of residential development. Ensure a wide range of community character types that provide attractive residential opportunities for a full range of life styles and incomes.

- ◆ Provide more flexible opportunities to produce housing of a variety of types by providing less rigid zoning standards.
- ◆ Where public water and sewers are available and adequate to serve the plan intensity, comprehensively rezone the land to the desired zoning category.

Upgrade the quality and character of new residential areas.

- ◆ Improve the quality of new residential areas by permitting cluster developments that preserve attractive open space within the community.
- ◆ Upgrade the City’s landscaping requirements for new residential development.
- ◆ Provide buffers between residential districts and nonresidential districts with a nuisance potential.

- ◆ Protect natural resources that enhance the quality and character of development.
- ◆ Zone and provide incentives to take advantage of the river and downtown to promote higher density, high-quality housing.
- ◆ Encourage new developments to incorporate a range of housing options to allow for affordable housing.
- ◆ Adopt density bonus incentives for new developments that incorporate affordable housing strategies.

Upgrade the condition of deteriorating neighborhoods to improve the condition of housing and create a condition where residents invest in their homes and neighborhoods.

- ◆ Encourage infill development in the developed area of the City and County.
- ◆ Continue to develop and fund neighborhood revitalization plans.
- ◆ Monitor the condition of neighborhoods and maintain a listing of priorities.
- ◆ Develop a program to mitigate nonconforming uses.
- ◆ Seek the reuse or redevelopment of old industrial sites.
- ◆ Utilize design guidelines that encourage compatible redevelopment and quality infill.

Provide land near I-24 for commercial, business park, and industrial uses to increase the work force.

- ◆ Provide adequate land area in a concentrated area for regional commercial uses.
- ◆ Provide different opportunities at various interchanges to be in position with land for all business or industrial needs.

Improve the waterfront and continue to enhance downtown to make it more of a regional, national commercial, tourism and arts attraction and to offer more retail for City residents.

- ◆ Continue to improve the downtown commercial area.
- ◆ Implement the waterfront plan when it is completed.
- ◆ Create a river development authority to oversee the waterfront plan.

- ◆ Encourage creative financing to fund the waterfront plan and other downtown projects.
- ◆ Integrate increased residential development into the waterfront and downtown.

Upgrade the character of nonresidential areas to promote the unique character that sets the area apart from other towns.

- ◆ Significantly improve landscaping standards for streets, parking lots, and pervious areas.
- ◆ Strengthen sign control, and permit only monument signs.
- ◆ Work with the State to landscape existing rights-of-way to improve the visual character of developed areas.
- ◆ Adopt design standards for entryway corridors.
- ◆ Adopt regulations for building design control and review, especially for corporate architecture.

Chapter 4 - Transportation

Provide a sound inter-modal transportation network for Paducah and McCracken County.

- ◆ Upgrade roads by providing pedestrian and bicycle facilities, such as sidewalks, bike racks, bike lanes, street furniture, crosswalks, and signage.
- ◆ Enhance the separated greenway system and promote connectivity between non-automotive corridors (i.e. sidewalk to trail).
- ◆ Seize opportunities for use of stream corridors, greenway linkages, and enhanced roadway corridors for leisure, sight-seeing, and recreational purposes.
- ◆ Amend the rural subdivision code to create standardized criteria for sidewalk waivers.
- ◆ Amend the subdivision regulations to reconcile the differences in City and County sidewalk requirements and standards.
- ◆ Reconcile the capacity of the roadway system with the density of development to ensure safe and efficient travel conditions.
- ◆ Utilize a performance-based approach with density bonuses allowed for meeting mixed use objectives and a specified connectivity index.

- ◆ Improve arterial and collector roads to facilitate the high volumes on these roads.
- ◆ Develop a checklist of planning items to be inspected and confirmed prior to issuance of a certificate of occupancy.
- ◆ Utilize a growth plan to determine the timing and sequencing of capital transportation improvements.
- ◆ Conduct a pavement management inventory throughout the urbanizing portion of the City and County to document and map current pavement widths, drainage system types, alignment issues, and encroachments and barriers to improvement.
- ◆ Manage future growth commensurate with the availability and adequacy of the roads to support increased traffic volumes.
- ◆ Use the Land Use Plan to identify the future high density and nonresidential development areas to plan and coordinate the necessary street system to convey the projected traffic volumes to the thoroughfare system.
- ◆ Utilize arterial and regional road access management techniques such as separation of conflict points, reducing turning cars in travel lanes, restricting turning movements at unsignalized driveways, establishing design standards, and encouraging shared driveways.
- ◆ Complete an outer loop road to improve circumferential movement south of the interstate.
- ◆ Continue to support river-oriented traffic and inter-modal connections to rail and highways.
- ◆ Provide the necessary infrastructure improvements and facilities to support the Riverport and related industries.
- ◆ Re-evaluate and designate both truck and material transport routes to ensure safe routing of industrial traffic.
- ◆ Promote the regional airport and support its use and expansion.
- ◆ Promote increased utilization of the airport by employers and residents throughout an expanded market area.
- ◆ Conduct a survey of major employers throughout the immediate region and the larger market area to identify their needs for airline service.
- ◆ Continuously pursue expansion of air service by Northwest Airlin, or a second commercial airline provider.

- ◆ Improve roadway access and infrastructure to support the airport and its surrounding development.
- ◆ Improve transportation access to the airport by extending the four-lane improvement of U.S. 60 to the airport entrance and beyond.
- ◆ Promote the I-66 and I-69 corridors.
- ◆ Conduct a compatibility use study to define a boundary for an area of airport influence.
- ◆ Implement traffic calming measures in new and existing neighborhoods to reduce cut-through traffic and increase safety.

Chapter 5 - Economic Development

Link economic development initiatives and quality-of-life initiatives together.

- ◆ Enhance and encourage the retention of existing businesses and creation of new ones.
- ◆ Amend the zoning ordinance provisions for home occupations so as not to limit home businesses to certain prescribed uses but, rather, to establish standards for their compatible performance within the abutting and surrounding neighborhood.
- ◆ Adopt a policy and requisite zoning provisions to encourage the construction of public and commercial buildings according to green-building standards.
- ◆ Focus recruitment efforts on sectors of the economy that are growth sectors and on small business development.
- ◆ Implement a small business program to support enterprises that are independent, locally-owned, and serve day-to-day needs of residents.
- ◆ Develop programs geared towards retirees interested in launching small consulting practices, especially those who formerly worked in the PGDP complex or moved to the area from elsewhere.
- ◆ Create an awards program to help (and then honor) businesses who employ environmentally sensitive practices.
- ◆ Sustain and enhance existing community character.
- ◆ Complete architectural overlay district standards for remaining major commercial corridors.
- ◆ Identify other potential historic districts.

- ◆ Encourage sustainable development.
- ◆ Promote the region to prospective businesses and industries.
- ◆ Continue leveraging character to expand the tourism sector.
- ◆ Improve enforcement of existing ordinances addressing property and yard maintenance.
- ◆ Encourage the use and adaptive reuse of historic and other buildings for both commercial and residential use.
- ◆ Recruit a full-service hotel for downtown Paducah.
- ◆ Work with AQS to increase television exposure for the region.
- ◆ Develop a marketing and promotion plan to address short- and long-term booking issues surrounding the hotel, convention, and expo centers.
- ◆ Support entrepreneurship and enhance community character to attract young, mobile professionals.

Encourage a balance between commercial and residential property development that will also balance the cost of services with applicable funding sources.

- ◆ Improve understanding of fiscal impact issues as they affect Paducah, McCracken County, and the independent districts providing water, sewer, school, and other services.

Build on existing City-County agreements to advance government efficiency.

- ◆ Encourage collaboration between McCracken County jurisdictions.

Chapter 6 - Growth Management

Manage growth to reduce the cost of supporting new development with costly infrastructure and services.

- ◆ Contain the higher intensity estate, suburban, and urban growth within the growth boundary of the plan.
- ◆ Downzone the residential classifications of rural areas not needed to accommodate the 30-year growth. In the rural area, discourage low-density development that requires water and services.
- ◆ Encourage or require utility providers to adopt and follow the plan.
- ◆ Initiate economic development and Phase I Environmental studies for the redevelopment of the VMV PaducahBilt site.

- ◆ Update zoning and subdivision regulations to allow clustering by-right.
- ◆ Revise zoning to prohibit development in the floodplain except for water dependent uses and essential road crossings.

Intergovernmental Cooperation

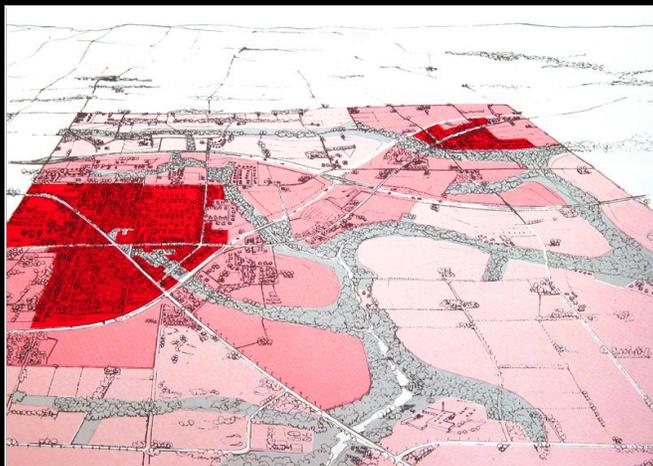
This plan is the product of intergovernmental cooperation, which can foster better and stronger planning and make more efficient use of tax dollars.

- ◆ Create a joint City-County Planning Commission.
- ◆ Create a joint City-County Zoning Board.
- ◆ Work to better coordinate service and infrastructure using the JSA model.

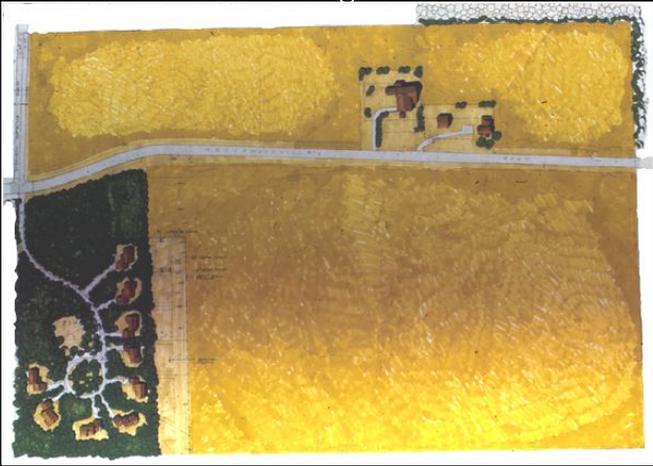
8.3 IMPLEMENTATION TOOLS

Implementation requires the City and/or County to take specific actions. In some cases, particularly with regard to infrastructure, other government agencies have the authority to take action, and the City and County should work with those agencies to ensure that the plan goals and objectives are met. Action takes a number of forms: plans and studies, regulation, fiscal expenditures, leadership, and intergovernmental cooperation. The most challenging are those that require regulating land or spending scarce resources to pay for improvements. Planning is much easier for the City as it has a full-time planning staff, whereas the County does not. In many cases, the staff is too caught up in day-to-day development review, so large-scale planning, such as this plan, is contracted out and, thus, is both a planning and funding concern. Intergovernmental cooperation has a significant history between Paducah and McCracken County with such things as the Joint Sewer Authority and the initial development of this plan. Both

Rural Area



Cluster Plan to Preserve Agriculture



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the City and County must continue to deal with other agencies or governmental entities. Leadership is very important, not only in areas like intergovernmental cooperation, but also in dealing with the private sector and businesses. The primary load of implementation is carried by regulations, particularly zoning as this and subdivision regulations represent the control of what is developed and where it is developed in the community. There is a distinct link between land use and the provision of government services. In the following sections, implementation is discussed.

Zoning

Zoning actions are required by both the City and County. The most critical change is the recommendation of the establishing a rural district because it is essential to the growth management strategy. Zoning amendments are generally done piecemeal by topical area. However, these could all be combined into a single action – a comprehensive action creating a unified development code for both City and County. A unified development code would combine the City and County zoning and subdivision ordinances and, possibly, several other development related codes into a single document, making it much easier for developers by having a single standard.

Rural District. The most critical and time sensitive implementation action is the adoption of a rural zoning district, as described in **Table 6.4, Rural Subdivision Options**. The rural area of McCracken County should be rezoned to this rural category. By lowering the density, much of the development now occurring on one-acre lots will be pushed into the estate area within the urban growth boundary. This is the primary tool to implement the growth management system. The other growth management tools only address the expansion of infrastructure. Since a significant amount of development occurs on one-acre lots, this action is critical. It is time sensitive because every new

Vegetated Neighborhoods



Good Landscaping of Big Box



Tasteful Monument Sign



subdivision that is approved in the rural area prior to the adoption of this district will provide additional lots that reduce the effectiveness of the growth area. Since the subdivisions often are built out over a number of years, eliminating the supply of one-acre lots outside the urban growth boundary is critical. Thus, the County should take action as soon as possible after adoption of this plan by the City of Paducah. No City action is required on this item.

Implementing the growth boundary requires a new zoning district, not a complete rewrite, of the County code and, thus, can be completed rather quickly – in a matter of months as opposed to over a year for a comprehensive rewrite of the code.

Landscaping. Both streetscape landscaping and general landscaping provisions are needed. The creation of a good streetscape standard is important because it is the most easily visible thing to make Paducah and McCracken County appear different and special. There are three elements of landscaping that should be revised: street trees, parking lot landscaping, and yard landscaping. The City has recently improved its standards. At a minimum, the County should bring their code up to similar standards. However, it is recommended that both City and County adopt even more stringent standards.

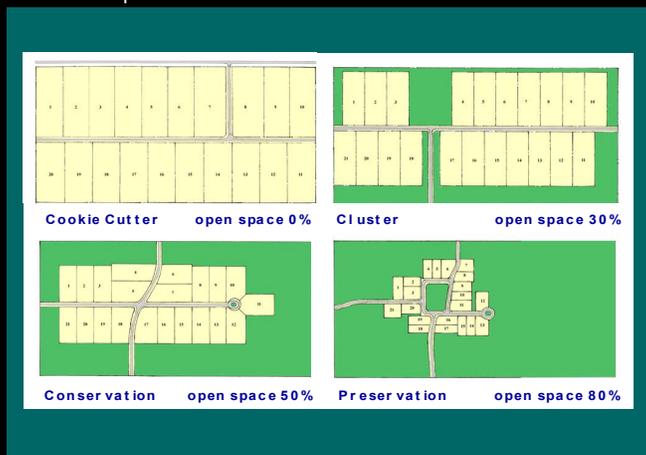
Signs. Signs are a very unsightly aspect of the landscape, particularly in the commercial areas along arterials and the interstate. The elimination of tall pole signs is advocated; there is no reason for these high signs since residents know where restaurants, gas stations, and hotels are located, and the Interstate has signage at the exits for travelers who are unfamiliar with the area. The elimination of all pole signs in favor of monument signs would also greatly enhance the character of the County and City. Modifying sign ordinances is always a difficult issue. It is recommended that this be a joint effort undertaken with the cooperation of the Chamber of Commerce and business organizations. If this effort is

to succeed, the business community as a whole must see the advantages and

Too Many Confusing Signs



Cluster Options



be supportive. A sign study is recommended. It should be done separately from other regulatory changes, even the unified development code. While this is an important priority, it is critical to success to spend time generating heavy support for the reform before undertaking the effort.

Cluster and Planned Developments. Clustering, the land planning system that regulates density and open space, is critically important. It provides flexibility for developers to work with the site and respect neighbors without incurring a fiscal cost in the loss of density. The provisions for cluster and planned development are important to improving quality, as well as providing flexibility. Planned development is a form of clustering in which all dwelling unit types are permitted. This plan provides guidance on these provisions. Currently, these techniques are only available by using planned unit development provisions of the City or County codes. Developers do not like this process because it is unpredictable, time consuming, costly, and subjects them to attacks from those who would prefer that the property not be developed. It is essential that there are clear density and open space standards so that the use can be permitted as a matter of right. This is a major zoning change and is best accomplished with a comprehensive revision to the codes, although it could proceed with a text amendment as a quick fix.

Bufferyards. The buffering of uses of different intensities is an important provision in landscaping that is designed to protect neighboring properties from nuisances, real or imagined. It should be applied between zoning districts and may also make cluster and planned options more acceptable because it ensures good design.

Resource Protection. Resource protection standards will encourage the County to protect existing vegetation, which is far more effective than planting new trees that take 10 to 20 years to begin to have a significant effect on character. Clustering is essential to making resource protection work. Without clustering, an attempt to preserve even individual large trees in a development most often results in a loss of a lot or two. This is a real

Bufferyard Screen of Commercial Uses



economic cost because the developer gets fewer lots over which to spread the cost of roads, sewers, water, and other utilities. Clustering permits the developer to preserve resources and retain density. The benefit of resource protection is more attractive developments and a better image for City and County.

Design Controls. Design controls, particularly for nonresidential areas, are an important strategy for improving the character of the area. This, too, can make Paducah and McCracken County different and more attractive than competing communities. Design controls should focus on controlling corporate architecture. Too many commercial buildings are designed as signs, with roofs, details, and colors making the building an architectural extension of a sign.

Nonconforming Provisions. The City has a problem with existing nonconforming uses that are in residential areas. A means to make them conforming is desired. A simple fix is available by allowing mitigation through the approval of a conditional use permit. This quick fix could be done either separately by the City or as part of a land development code. Other improvements can be made in drafting the land development code.

Unified City-County Zoning. It is desirable to have a joint City-County land development code. Having a single set of definitions and procedures covering both City and County has value in implementing the plan. A land development code combines both zoning and subdivisions, so everything governing development would be in a single document. The development community is better off when there is one book, not four (two County and two City), controlling development in the County and City. There are planning advantages of having regulations to ensure that roads, sidewalks, and utilities are installed in the same manner. Since quality of development is an important land use goal, this is best achieved when there is a single set of standards of uniform quality. The development of this Code should also be a high priority. However, this does not need the creation of a joint planning agency as has occasionally been discussed. While not common in Kentucky, there is a history in Pennsylvania of communities adopting a single zoning ordinance covering as many as six jurisdictions. All the municipalities continue to have their own plan commission and zoning board. This would enable the joint ordinance to be created in the same fashion as this plan.

The process of adopting a new land development code can be expected to take 15 to 18 months, so it is a second priority. If the County adopts the

needed rural zoning district, the major growth management implementation tool would be in place, making this the top priority. Work could then begin on a unified land development code, and PUDs can address most other implementation issues involving clustering or mixing of uses. While there are additional standards that new landscaping or sign standards would provide, they are not on the critical path for the first few years, and, as long as there is a commitment to move forward on a timetable, there is no need to move on the other areas because they would all be provided in a comprehensive revision.

Infrastructure

Water and Sewer. The infrastructure has few immediate projects needed to implement the plan, as most of the developing area is currently served by water and sewer. The major improvements are not critical for at least five years. What is needed is the adoption of the plan by the utility providers, particularly the Joint Sewer Authority (JSA) and the Paducah water department. This action will become effective after the adoption of the plan by the McCracken County Fiscal Court. These agencies are the ones that must fund improvements and also make decisions on the adequacy of facilities when a development is proposed. As such, they need to adopt the plan as their official planning and policy document. The JSA is the sole provider of sewer service, so it offers full control once it has adopted the plan. The Paducah water department is the sole provider of water to the independent water districts. Thus, it is in a position to set standards that purchasers must meet. While this department is under City control, it, too, should adopt the plan to avoid the problem of reacting to development, rather than channeling development.

After adoption of the plan, the County should put pressure on the rural water districts to adopt the plan and bring their utilities up to standard before expanding service. The history of rural water districts is replete with districts that expand service to gain more customers, while ignoring needed investments in the quality of service. While this is not a universal problem, in McCracken County it is a real problem. This is particularly true with water pressure and volumes needed to fight fire. The City water department enforces adequacy, while this is not true in many areas served by the rural water districts. This issue is particularly critical in the development area. The development area provides densities that make adequate water supplies for fire suppression essential. Within this area, upgrading water supplies to provide needed levels of protection must be a priority. Both City and County

should have regulations that require subdivisions within the growth area to have water that meets fire suppression needs or be sprinklered.

Roads. There are a number of known projects in the plan. The most important of these is the outer loop road. Of secondary importance is the additional interchange on I-24. A major factor that remains uncertain is the routing of I-66. This road is outside the control of the County, but could have profound effects on the outer loop road. In addition, improvements to County and City roads will be needed during the planning period. The most crucial thing needed for roads is the development of a joint capital improvement plan by the City and County. While only local projects could actually be funded through such a program, setting a joint priority for lobbying the State is an important benefit. It also shows other agencies the relationship of State programs to the local ones.

The capital improvement program should provide sidewalks and bicycling paths. The greenway in Paducah should be tied into the overall road improvement program and be extended out into the County.

Services

Currently, there is a difference in police and fire service between City and County, with the City providing higher levels of service, which may be measured by level of service (LOS) standards. For police, this is dwelling units per patrol officer and response times; the lower the number, the higher the LOS. With fire, it is the response time and the resources available to put out the fire. The urban standard is that a fire station be within 1.5 miles of all residents. As **Figure 6.3, Protection Area**, illustrates the vast majority of the City meets this standard, and there is significant overlap in the oldest part of the City. On the other hand, there are some areas on the edge of the City and major areas outside the City, but within the growth area, that are outside the 1.5 mile radius from existing stations.

The plan goal is to offer full urban services within the developed and growth areas. The rural area is to have a lower service standard. With sewer provided by JSA, there is no problem in meeting the requirement for sewer. However, with regard to fire protection, there is currently a disparity between the level of service in the City, and many residents are served by other fire service districts. Since the LOS in the growth area should be the same, there needs to be an overall strategy for providing new stations where there is inadequate coverage. Since the boundaries between City and County are irregular and likely to continue to be irregular, a program needs to be

developed to meet the needs. There are two approaches to the problem. The first is to rely on a regulatory approach where rezoning and development permits would be controlled by adequacy of services. The second would be to look at other communities that have gone to regionalized fire protection within the urban growth boundary, similar to the JSA approach to sewer service.

The County would need to address this directly by setting the LOS standards for urban and rural areas and getting a force capable of meeting the standard. For fire, this is a more difficult challenge, as new stations and equipment would be needed. This is best achieved on a cooperative basis with City and rural fire districts working together.

Planning

The comprehensive plan is not the end of planning needs. A park and recreation plan has been developed, but will need some updating to make it consistent with this plan. This also needs to tie together normal recreation planning with the riverfront plan. A second area of planning is natural resource protection and agriculture. Currently, floodplains and wetlands are only minimally protected as resources. Tree cover is very important to the character of the residential areas. A natural resource plan would provide a basis for protecting forests and other resources. The combination of very slow growth and a large capacity in the growth area means that the rural area is not needed for development for the next 40 to 60 years. Given this, farming will continue, and it makes sense to assess this industry to see if there is a need to shelter it from land value increases that work against farm economics.

Intergovernmental Cooperation

The City and County have worked together to create the Joint Sewer Authority (JSA), to develop this plan, and to develop a park and recreation plan. In the immediate future, a joint City-County planning commission should be created, as well as a joint zoning board. This, in combination with a unified development code, would do much to strengthen planning in the area. A joint zoning board to hear variances would also improve consistency. In particular, a single regional water system would better ensure fire-fighting potential in new developments.

8.4 ACTION PLAN

The Action Plan covers the next five years. It lays out actions to be taken over the next five years and includes the first revision to this plan. This should become an important tool for the two governing bodies. This Action Plan does not contain a five-year capital improvement program, but its development is one of the action items. Ultimately, the Action Plan should include the capital improvement program. The Plan becomes more effective when it is routinely referred to not only for the review of zoning changes, but also as an integral part of managing government. Some of the initial actions need to be taken by only the City or County; these are noted. All other actions are recommended to be joint actions.

2008

- ◆ Adopt rural zoning district and amend zoning map. (County)
- ◆ Create joint City-County planning commission and zoning board.
- ◆ Consider nonconforming standards that encourage improvements. (City)
- ◆ Begin capital improvement program.
- ◆ Authorize preparation of joint Land Development Code.
- ◆ Service providers adopt plan.

2009

- ◆ Adopt joint Land Development Code.
- ◆ City and County both adopt capital improvement programs.
- ◆ Begin sign study.
- ◆ Develop a monitoring system to monitor progress of the Plan towards its goals.
- ◆ Get all utility providers to prepare and submit capital improvement programs that reflect the comprehensive plan.

2010

- ◆ Adopt new sign regulations and amend Land Development Code.
- ◆ Study level of service standards for police and fire to differentiate between growth area for police and fire.
- ◆ Begin discussion of unified code administration.

2011

- ◆ Undertake natural resources and agriculture study.
- ◆ Prepare and adopt first joint Capital Improvement Program.

- ◆ Do design study for commercial development and corporate architecture regulations.

2012

- ◆ A single administration for all zoning and subdivision decisions adopted.
- ◆ Undertake five-year plan review.