



# Lower Town Neighborhood Plan



City of Paducah  
Department of Planning  
2002

**City of Paducah  
Administration**

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# Lower Town Neighborhood Plan

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## Administration

- Board of Commissioners
- City Manager
- Planning Staff

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# Foreword

## LOWER TOWN NEIGHBORHOOD PLAN

In February 2001, the City of Paducah's City Commission convened a Commission Advance attended by the Mayor, Commissioners, City Manager, department heads, and critical managers. A Strategic Plan was developed which determined that Vital Neighborhoods was one of four primary Goals established for the City to meet by 2006. The importance of this commitment by the Mayor and Commission cannot be overstated. It is only by their direction and support that a goal of this magnitude can be pursued with hopes of success.

With the mandate from the Commission to secure Viable 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 'Lower Town'. Lower Town is a historic residential neighborhood adjacent to the City's Central Business District and Downtown area.

The Planning Department initiated a series of meetings between the City and the newly re-invigorated Lower Town Neighborhood Association, neighborhood residents, as well as other interested parties. To date, there have been four public meetings with the Lower Town Neighborhood Association; on January 10, 2002, a draft of this plan was presented to the group for their review and comments.

### **Lower Town History**

The following continues to be a very good short history and description of the Lower Town Area:

Lower Town is one of Paducah's oldest residential neighborhoods. In 1836, the Kentucky State Legislature passed an amendatory act which annexed to the City of Paducah an area from Jefferson Street to Clay Street and from the Ohio River to Ninth Street. This addition was called "Lower Town" because it was downstream from "Old Town," Paducah's Commercial area.

From its annexation to the outbreak of the Civil War, Lower Town was a prosperous neighborhood where leading citizens of the community built brick and frame houses in the Greek Revival and Italianate styles. When union soldiers occupied Paducah, they built an earthenwork fort, Fort Anderson, at the northeast corner of the neighborhood at a site overlooking the Ohio River. The one-day Battle of Paducah, which took place on March 25, 1864, centered on this fort and the surrounding Lower Town neighborhood. On the evening of the battle, the commander of the Union fort ordered that all two-story residences within “musket range” of Fort Anderson be burned. Over 60 residences in the Lower Town were lost.

In the decades following the war, Lower Town remained a prominent neighborhood as the leading citizens of the community built impressive houses in the Italianate, Gothic Revival, Romanesque, Queen Anne and Classical Revival styles. Lower Town was the



home of mayors of Paducah, bank presidents, factory owners, prominent lawyers and physicians--even Paducah’s first millionaire. As part of Paducah’s commercial growth, many large brick industrial and warehouse buildings were built along the railway line that formed Lower Town’s western boundary. In the early part of

the twentieth century, several large apartment houses were built in the neighborhood as apartment living became a popular life style. Many of the large Queen Anne and Italianate houses were also divided into apartments. Everyday needs were met by the several corner drug stores and groceries in the neighborhood. One of the first service stations in Paducah was erected at Seventh and Madison.

In 1980, the Lower Town Neighborhood Association was organized to encourage preservation and restoration efforts in the area. In 1982, the neighborhood was

recognized by the federal government for its historical and architectural significance and listed in the National Register of Historic Places. The City of Paducah designated the neighborhood as a historic district with protective zoning.<sup>1</sup>

## **Today**

The previous description of Lower Town was written in the early eighties by noted local historian / preservationist Dick Holland. Unfortunately, since that time, Lower Town has continued in a steady decline. Today, according to the following statistics\* it is an area that is in distress:

- Lower Town contains 51% persons living in poverty.
- Only 50% of the Lower Town population has a high school diploma.
- The unemployment rate is about 17%.
- The per capita income is just over \$8,000 per year.
- The renter occupancy rate in Lower Town is over 70%.
- 23.4% of structures in the area are considered dilapidated and in need of correction
- There were 17 drug related crime reports in the Lower Town area last year
- Property values are estimated at one-half to one-third compared to other areas

\*These statistics are derived from census tract information which encompasses a larger area. They are derivative in the sense that there is no exact data just for the LTSA and estimates had to be made.

The presence of even just two or three of these statistics at this severity would constitute a crisis for most neighborhoods. Taken in their entirety, these statistics tell a story of neglect and decline that will not be readily, or easily altered. The Lower Town neighborhood is in crisis and at a crossroads. There are too many significant and contributing structures that cannot withstand more years of neglect; without a comprehensive effort, the City will lose the opportunity to stabilize and reinvigorate this neighborhood.

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<sup>1</sup> Partial Exert From LOWER TOWN WALKING TOUR By Richard Holland

## **Why Neighborhood Revitalization in Lower Town?**

Lower Town is an unusual area. The great majority of local residents consider it to be an undesirable area of town in which to live and far past its prime as a desirable residential neighborhood. However, at the same time, there are those longtime residents as well as newer urban pioneers who have made it their home. This is due largely to its unique and historical building stock, proximity to downtown, relatively modest real estate prices, and other unique features.

The final, and arguably most important, component for a Lower Town revitalization effort was put in place with the initiation of the Artist Relocation program. With it comes the means for attracting an influx of new residents focused on the rehabilitation of structures, new investment both of time and money, and the ability to attract commercial and retail elements that can provide the healthy financial underpinnings currently missing in this area. Thus Lower Town presents an opportunity for the City to begin a comprehensive revitalization program of an entire neighborhood on a relatively fast track. If we are successful here, the Lower Town revitalization effort can provide a blueprint to be emulated in other neighborhoods throughout the City.

It is the goal of this Neighborhood Plan to put together a program which will ignite the comprehensive revitalization of the Lower



Town area. This is neither a simple goal nor a simple task. We can expect that it will take some years to see the fruits from this project. There also may be unintended consequences and effects which require revisiting and fine-tuning the plan on a regular basis. However, it is not our intention that this plan gathers dust on a shelf. Rather, we fully expect that its correct and comprehensive implementation and continuing oversight will provide the support necessary to the Lower Town owners and residents to restore this area to its original status as a desirable and secure place to live, raise a family, do business, and contribute to the public good in Paducah.

## Existing Conditions

The first responsibility of the Planning staff was to delineate a study area. Careful consideration for inclusion in the study was given to those areas that are directly linked to the Lower Town Neighborhood. The study area for this plan extends roughly from 4<sup>th</sup> Street to 9<sup>th</sup> Street and from Park Avenue to Jefferson Street. The boundary is shown as figure 1 below (See Map # 1). Included within this area is the Lower Town National Historic District. The balance of this report refers to the study area as the Lower Town Study Area (LTSA)

A comprehensive existing condition inventory for the LTSA was assembled next. A database of some 5,000 pieces of information was gathered on approximately 400 parcels of land in the study area. (See Appendix 1) The data provided the foundation for this analysis.

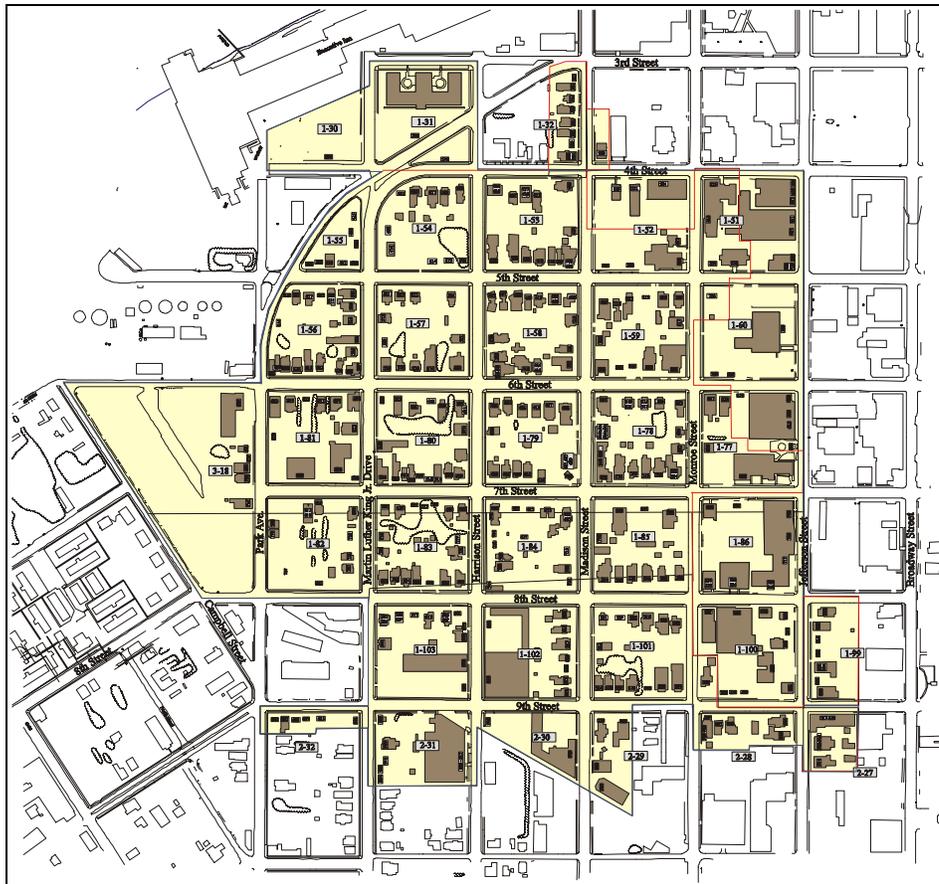


Figure 1 Lower Town Study Area



**Table 1**

<b><u>Land Use</u></b>	<b><u>Frequency</u></b>	<b><u>Percent</u></b>	<b><u>Rank</u></b>
Single Family	154	38.5%	1
Multi – Family	103	25.75%	2
Vacant Lots	73	18.25%	3
Commercial/Industrial	<u>70</u>	<u>17.5%</u>	4
<b>Total</b>	<b>400</b>	<b>100%</b>	

When completing a detailed review of the land use inventory, several patterns of commercial and residential land uses distinguish themselves. In the 15-block area from Fourth to Ninth Streets, and between Monroe and Martin Luther King Jr. Drive, a majority of all lots contain residences or are used for the dual purpose of residences and businesses. However, when moving to the area between Fourth and Tenth Streets, and between Jefferson and Monroe, a majority of all structures are commercial or institutional in character. Lastly a final pattern exists in the three-block area between Monroe and Martin Luther King Jr. Drive on Ninth Street where Distribution, Transportation, and Wholesale land uses are found.

The residential pattern in the LTSA is largely concentrated in the area between Martin Luther King Jr. Drive and Monroe, and between Fourth and Ninth Street. Eighty-five percent of the 257 residential structures in the LTSA are concentrated in this 15-block section. Of the 257 total residential units in the LTSA, 154 (60 percent) are represented as single family, while 103 (40 percent) are represented as multi-family.

Of the 154 single-family structures in the LTSA, 56 are 1-story structures. Ninety-eight single-family structures have 2 or more floors. The total square feet of the 154 single-family structures in the LTSA is 228,177. 90 square feet. Seventy-eight percent of the single-family structures are occupied.

Of the 103 multi-family structures in the LTSA, 20 are 1-story structures. Eighty-three multi-family structures have 2 or more floors. The total square feet of the 103 multi-family units in the

LTSA is 308,782. The multi-family ground level occupancy is 94.28%. The multi-family upper level occupancy is 85.64%

The Commercial land uses are found around the perimeter of the LTSA. Of the 70 commercial structures identified, 45 have one story and 25 have 2 or more floors. Commercial space area in the LTSA equals 895,021 square feet. The commercial ground floor occupancy rate is 87.30%. The upper floors are occupied at a rate of 81.42%.

### **Adjacent Land Uses**

The adjacent fringe areas surrounding the LTSA are defined by three separate neighborhoods. For this study, all are important in assessing the feasibility of the redevelopment of the LTSA.

The area to the West of the LTSA consists largely of single-family residential homes. Sporadic commercial and retail uses are found along 13<sup>th</sup> Street growing denser toward the Central Business District (CBD) and the Illinois Central Railroad tracks which slices through the western edge of Lower Town.

The neighborhood to the north of the LTSA contains a mixture of residential and commercial land uses. The North 8<sup>th</sup> Street corridor (U.S. 45) is home to many industrial and distribution land uses.

The Central Business District (CBD) and Downtown is directly adjacent to the south of the LTSA. This area terminates at the Ohio River. Over the last 12 years the 'downtown' has undergone significant revitalization efforts.

### **Transportation**

This discussion refers to the fold out Transportation map (See Map #3) at the end of this document. Additionally, [Figure 3](#) is a reduced copy of this map.

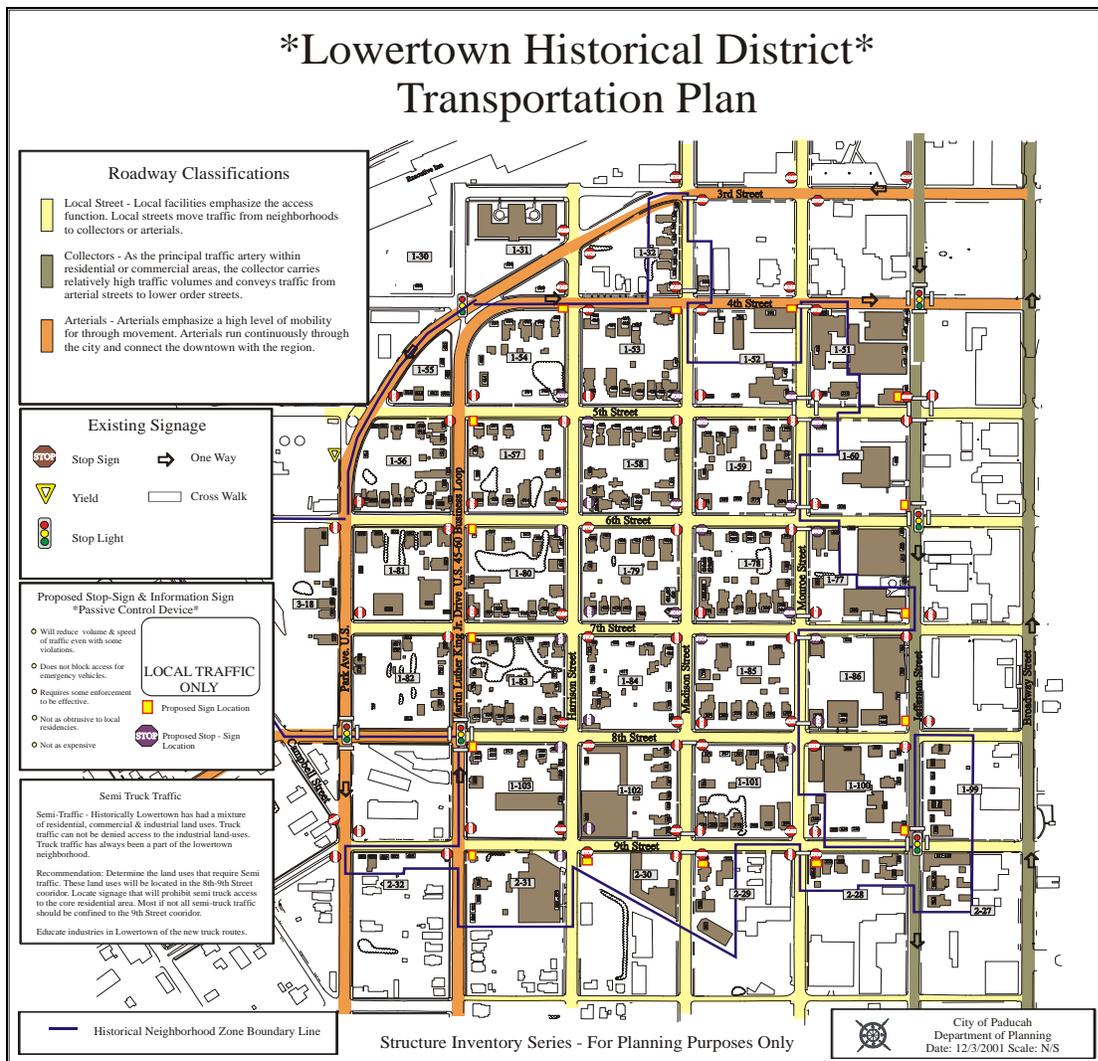


Figure 3 Existing Transportation Map

The transportation network within the LTSA is defined by three roadway classifications: **local street, collectors, and arterials.**

**Local streets** are facilities that emphasize the access function. They move traffic from neighborhoods to collectors or arterials. 5<sup>th</sup> Street through 9<sup>th</sup> Street, Monroe Street, Madison Street, and Harrison Street are considered to be local Streets.

**Collectors** are the principal traffic arteries within a residential or commercial area. They carry high traffic volumes and convey traffic from arterial streets to local streets. Jefferson Street is considered a collector.

**Arterials** emphasize a high level of mobility for through movement. Arterials run continuously through the city and connect the downtown with the region. Park Avenue and Martin Luther King Jr. Drive (I-24 Business Loop) are both arterials.

According to the opinions of the residents of the LTSA, (See Public Involvement Summary Appendix # 3), excessive traffic flows through Lower Town is a problem. The City conducted a series of traffic counts in the LTSA recently (See Appendix 2). The traffic network within the LTSA works moderately well for East and West traffic patterns. The I-24 Business Loop and Jefferson Street channel traffic away from the downtown area around the majority of the LTSA. However, Monroe, Madison, and Harrison Streets are also used by through-traffic as a means of avoiding either the I-24 business loop or Jefferson Street which is one-way from North to South.

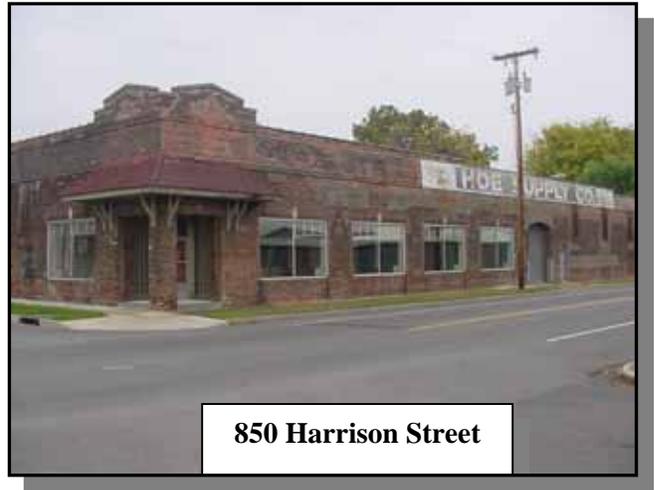
Bringing vehicular traffic from the North 8<sup>th</sup> Street corridor to the CBD or its reversal is less well managed. These vehicular trips must traverse the LTSA or travel to the 13<sup>th</sup> Street collector or the I-24 Business Loop. Through traffic represents a disturbance to the LTSA. Traffic recommendations for reduction of through traffic movements are outlined in detail under project recommendations (See Page # 28).

### **Paducah Area Transit System**

The Paducah Transit Authority, operating agency of the Paducah Area Transit System (PATS) was awarded a capital grant to relocate its administrative and operating facilities. PATS purchased the vacant Hoe Supply Building located at 850 Harrison Street which is in the LTSA and has been in the process of completely renovating the facility. The restoration project will cost approximately \$850,000. The former office portion of the 30,000 square foot facility is being expanded to house PATS' administrative personnel, dispatchers, and office workers involved with the Medicaid transportation brokerage which serves the eight Westernmost counties of Kentucky. The former warehouse portion of the building is being renovated to house the maintenance operations. Two service pits have been installed and new garage entrances will provide access to the building through the existing parking lot located on the North side of the facility.

The restoration project is being accomplished following guidelines that have been approved by the Historic Architectural Review Committee (HARC). PATS intends to maintain the historic integrity of the neighborhood while offering state of the art facilities to the system's patrons and employees.

The central transfer point will provide a convenient place for PATS riders to change buses and an enclosed waiting area that will offer protection from the elements along with vending and rest room facilities. A similar facility located in Owensboro, Kentucky has been a positive addition to a neighborhood that is adjacent to that city's central business district.



The Lower Town neighborhood will benefit greatly from the initiation of a new downtown trolley route that will begin operations when the central transfer point is relocated to the new facility. PATS has procured a new trolley replica vehicle that will be used to connect the transfer point with the heart of the CBD. The new trolley, which was purchased in September 2001 at a cost of \$250,000 will provide nostalgic but effective service to the Lower Town area. An existing trolley that was purchased in 1985 will be utilized as a backup vehicle. PATS is currently finalizing the route that will run through the CBD, the Civic Center Complex, the Executive Inn/Convention Center Complex, and through the historic Lower Town neighborhood. PATS intends to route the trolley by several of the homes that are being restored as part of the Artist Relocation program.

The relocation of the central transfer point and the establishment of the downtown trolley route should produce minimal increases in foot traffic and noise levels in the Lower Town area. The trolley route will eliminate the need for several of the PATS fixed routes to go into the residential center of Lower Town. The regular fixed route buses will go no further north than North 7th Street to run routes. The transformation of what was once a large vacant building into

a very functional and aesthetically pleasing transit center should help spur further development and renovation of existing buildings in the Lower Town neighborhood.

### **Existing Lighting**

According to the citizen survey (See Appendix 3) Lower Town residents stated that poor lighting was one of the most negative aspects of the neighborhood, and proper lighting would make the area a better place to live. The existing Lower Town Lighting Inventory (See Map # 4) indicates the locations of existing public and private lights along City streets. Looking at the interior core of the neighborhood, no discernable pattern of lamp placement appears to be evident. Lamps are scattered throughout the Lower Town Study Area (LTSA) creating pools of light or no light at all in certain areas. Pooling of light is a bigger problem than no light at all. Human eyes do not adjust very quickly to rapid changes in light intensity. This is especially dangerous when driving a vehicle down residential streets. Thus the neighborhood is poorly lit creating a sense of personal insecurity as well as potentially dangerous driving conditions.

Arterial and collector streets in the LTSA (Park Avenue, Martin Luther King Jr. Drive, 3<sup>rd</sup> Street, 4<sup>th</sup> Street, and Jefferson Street) are lit by typical cobra-head style high-pressure sodium lamps. These overhead lights are mounted on utility poles approximately 20 to 25 feet high and give off a yellowish hue, which creates poor color perception. These high-pressure sodium lamps are very low maintenance and have the highest average life of all of the high intensity discharge lights which accounts for much of their widespread use and popularity among municipal users.

Local streets are lit with the very typical, round, mercury vapor security lamps mounted approximately 15 to 20 feet high on utility poles. This type of lamp provides white light that is strong in the blue/green spectrum. Mercury vapor lamps offer good color rendering which accents the surroundings. The average life of a mercury vapor lamp is approximately five to six years (24,000 hours).

The height and type of existing lamps in the LTSA produces a type of lighting called vertical spread lighting. Light is only projected from above, which leaves faces and sides of objects shadowed. The mounting height of the lamps (15 to 25 feet) creates dark or blackout areas

because of the scale and relationship of surrounding objects such as trees and bushes. This type of lighting tends to create a sense of insecurity because people and objects become unidentifiable except at a very close range. In addition, both high-pressure sodium and mercury vapor lamp quality deteriorates over time decreasing the maximum area lit by the lamps. Thus the LTSA's existing lighting condition is considered inadequate in terms of a sense of personal safety and security, as well as in terms of vehicular safety. See Lighting Recommendations page # 29).

### **Crime**

Based on the most recent statistics, there have been 17 incidents of drug related crime reports in the LTSA (See Map # 5). Statistically, crime related activities do not seem to be an overwhelming problem for the area. However, while these numbers are not considered by authorities to be extreme, it must be noted that it is the overwhelming opinion of the Lower Town residents that there is a much greater presence of crime related activities in the LTSA especially regarding the use and sale of illegal substances (See Public Involvement Appendix # 3). Residents argue that these statistics represent just the tip of a much greater problem. The Police department has a plan for community oriented policing which will be able to address both the real and perceived concerns of the LTSA. See Police Enforcement (See page # 32).

### **Existing Housing Stock**

Lower Town is an old residential neighborhood. The area was annexed to the city in 1836 and over sixty structures were burned in the 1864 Battle of Paducah. Today, a very few existing structures date back to the late 1860's, and a handful more date to the late 1800's. There are only a very few structures that have been consistently well maintained throughout their existence. Structures that are in excellent condition today have been restored at some point in their recent past or are currently being restored. The majority of the other structures in the LTSA are in need of immediate attention, ranging from regular maintenance & repairs to complete renovation.

The decline of the Lower Town neighborhood over the years has created the usual problems associated with abandonment of older neighborhoods and urban sprawl. Homeowners age, children grow and leave the home and neighborhood for the suburbs and other communities.

The structures in this neighborhood are often larger and therefore require more maintenance. As they age, the structure's maintenance requirements grow, as does the cost of that maintenance. When original owners die or move away, the structures pass into the hands of second, third, and fourth or more generation owners who often do not have the wherewithal to properly maintain the structures. As the cycle progresses, the neighborhood becomes less well kept and less desirable which creates a downward pressure trend in property values.

Consequently, declining property values make the large spaces attractive to rental investors who



can buy very large single-family homes for relatively low prices and cut them up into multiple apartments to maximize the return on investment. The change from owner occupied to rental occupied therefore helps fuel the further decline of the neighborhood.

While there are some landlords who do an excellent job of maintaining their structures, too many other landlords defer maintenance for as long as possible to maximize their return on investment. They spend money on these properties only when forced to either because their tenants threaten to leave or the City threatens to evict and demolish. Unfortunately, these kinds of landlords will invest only the minimum necessary to get by, and often only when forced. The neighborhood becomes filled with structures that receive no regular maintenance and largely sub-par 'remodeling' is done only to increase the opportunities for rental space.

As the decline continues, there are more rental units than ever which cannot be rented for a reasonable rate of return because of the declining neighborhood. Landlords react to declining values by eliminating maintenance on their structures because it costs more to maintain them than they can bring in rent. This creates the untenable situation where a neighborhood needs

massive, wholesale infusions of investment but has no chance of attracting that investment because of bargain basement property values and the reputation in the community of being ‘on the wrong side of the tracks.’

The Inspection department currently has 12% of the principal structures in the LTSA under correction or condemnation notice and estimates that number would easily double to 24% with a comprehensive, house-by-house inspection. That amounts to one in every four structures in the LTSA. These correction notices deal with principal structures only and do not take into account the additional, outstanding correction notices based on the condition of out-buildings, abandoned and junk vehicles, weed and grass and debris in yards. These ‘lesser’ types of violations are epidemic in the LTSA.

## **Existing Policy Affecting Conditions**

### **Building Codes-Code Enforcement**

The City has been updating their current building codes and code enforcement strategies in order to be able to do a better job of enforcement of a minimum standard condition for structures. The City uses the 2000 International Property Maintenance Code as the basis for their inspection process which became effective January 1, 2002.

In the recent past, the major tool that the City could bring to bear on a substandard unit was the correction notice and threat of condemnation. This all too often resulted in either a standoff or a demolition. It became clear that as the City lost population, the threat and actuality of a demolition of a structure was not our best tool to force recalcitrant property owners to maintain their property. This policy has the effect of creating vacant lots, which decreases tax base, erodes population base, and is a detriment to good, livable, neighborhoods which are the underpinning for a community like Paducah. It became clear that we had to reassess our programs and figure out how to attract people to come back and live in the City of Paducah.

### **Rental Occupancy Ordinance**

The City passed a Rental Occupancy Ordinance (See Appendix #4) last year to give the Inspection department more enforcement options when dealing with the landlords who were not properly caring for their rental units. The new law requires the purchase of a business license, regular inspections of rental property, and gives the authority to remove tenants in substandard units.

### **Fine Ordinance**

A new Fine Ordinance has been adopted and took effect January 1, 2002 (See Appendix# 5). It replaces older ordinances and includes a schedule of fines that may be charged to property owners who refuse to comply with correction notices. These fines may be attached as liens on the real property and take precedence over all other encumbrances save for taxes. These liens

can be foreclosed on and force the sale of the property if they are not paid by the owner. The Inspection Department's code enforcement map (See Map # 6) and plan is presented under Lower Town Recommendations (See page # 34).

## **Zoning**

The majority of the Lower Town Study Area is located within the H-2 zone (Historic Neighborhood Zone) which is regulated by the City of Paducah's Historic and Architectural Review Commission (HARC). The Zoning Map (See Map # 7) illustrates the boundaries of the H-2 zone as it relates to the Lower Town Historic Neighborhood District (See Map 8).

The Historic and Architectural Review Commission is made up of five citizen members appointed by the Mayor who have a background in historic preservation, architecture, or are a resident or business owner within the H-2 zone. HARC is a special board of adjustment that has sole jurisdiction over Paducah's historic zones, landmarks, and landmark sites within the city.

Zoning regulations governing the H-2 zone are part of the City of Paducah Code of Ordinances section 126-115 (See Appendix #6). Principally permitted uses for the H-2 zone are as follows (Section 126-115(b)1):

(1) *Principal permitted Uses*

- a. Any principal use permitted in an R-4 zone;
- b. Funeral homes;
- c. Beauty shops and barbershops;
- d. Florist shops;
- e. Lodging houses;
- f. Assembly building of cultural, fraternal, professional and labor organizations;
- g. Antique shops;
- h. Restaurants;
- i. Retail establishments, provided they are conducted wholly within a building except for off-street loading and unloading, and provided further that product processing is not allowed on the premises;

- j. Real estate agencies;
- k. Insurance agencies;
- l. Dressmaker's establishment; and
- m. Any similar use which the HARC finds, based upon evidence at a public hearing, that would not impair the historical integrity of the historical neighborhood zone.

In addition to land use, HARC also regulates changes in exterior appearances within the H-2 zone. Changes are defined by any alterations that are ordinarily visible from any public roadway. Changes include:

1. Moving any principal or accessory building onto or within any lot in the zone or on the landmark site.
2. Material change of the exterior appearance of any existing building by additional reconstruction, alteration or maintenance, including change in color, form or texture of materials
3. Construction of any new principal or accessory building, patio, courtyard, parking lot, swimming pool, basketball court, tennis court or other real estate appurtenance.
4. Demolition of any principal or accessory building.
5. Moving any principal or accessory building from the historical zone or the landmark site.
6. Cutting or removal of trees more than one foot in diameter measured at a height of one foot.

Before any exterior change listed above is performed or a building permit can be issued, a Certificate of Appropriateness must be obtained from HARC. A Certificate of Appropriateness is the mechanism HARC uses to approve or deny exterior changes (for more information see the *Lower Town Brochure*, See Appendix # 7). Decisions are made based on the U.S. Department of the Interior Secretary's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*. This document provides preservation standards for guiding rehabilitation projects and

new construction of historic structures and sites. HARC members should be well versed in the guidelines and become well educated about historic preservation.

Other zones within the Lower Town Study Area include B-2 (Downtown Business Zone) and B-3 (General Business Zone). These zones allow a number of principally permitted uses including light industrial operations, laundry and dry cleaning, automotive, wholesale, parking lots, places of amusement, hotels, funeral homes, professional offices, residential, and other similar types of commercial uses.

Adjacent zones that contiguously surround the LTSA include R-4 (High Density Residential Zone), B-1 (Convenience and Service Zone), B-2 (Downtown Business Zone), B-3 (General Business Zone), and M-1 (Light Industry Zone). A variety of principally permitted uses are allowed in these zones from single family residential to manufacturing, fabrication, and processing of goods.

### **Infrastructure Improvements**

The city has a policy of review and replacement as needed of street paving improvements under its paving program. The City of Paducah also has the following policy in place. A property owner can request the replacement of the sidewalk adjoining their property. The City will provide the installation at no additional 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 projects.

## Current Contributing Revitalization Strategies

### City of Paducah Artist Relocation Program

The City's Artist Relocation Program seeks to attract artists on a local, regional, and national basis to relocate to our downtown and historic Lower Town area with financial, business, and cultural incentives. The objectives of this program are to revitalize and preserve neglected structures, increase the City's tax base, expand tourism, financially benefit our existing businesses, and revitalize the depressed historic Lower Town neighborhood.



416 North 7<sup>th</sup> Before



416 North 7<sup>th</sup> After

To meet these objectives, The City advertises the program in several, major, national art publications (i.e. Sculpture Magazine, American Artist, Arts Across Kentucky, and Art Calendar). The City has been fortunate to have five articles about the program appear in national publications (Art Calendar, American Artist, Craft Report, The International Review of African American Art, American Style), and two regional publications (Kentucky Monthly and Arts Across Kentucky). As a result of this advertising, there have been over 3,600 hits on our web site, and 200 artists from 41 states and three different countries have requested packets (See Artist Relocation Website: [www.paducaharts.com](http://www.paducaharts.com)).

Those artists that have relocated have begun to take part in joint marketing efforts with the Visitors Bureau, the City's Artist Relocation Program, and the Downtown museums and galleries. Due to these joint marketing efforts, the City is beginning to see a positive impact on tourism in the Downtown and Lower Town areas. The Visitors Bureau has expanded its scope

of tours for historical homes to include artist studio tours. Exposure from articles written about the program has increased the numbers of tourists that already visit our city for our cultural offerings as the Artist Relocation Program's efforts reach a national audience.

The Artist Relocation Program is a long-term project that is already having a major impact in the Lower Town historical district. Seven artists have already relocated; of those seven, six have begun work on structures that were slated to be demolished. Additionally, the City has committed to stabilizing a Lower Town structure slated for demolition. Once stabilized, the structure will be offered at no cost to an incoming artist willing to complete the renovation.

It is through the combined efforts of the City of Paducah, Paducah Bank, the Visitors Bureau, our museums, and interested local businesses that we have reached this high level of success so early in the program. They are responsible for the incentive package we have been able to set up to attract artists to these areas. Paducah Bank (our only remaining community owned downtown bank) has offered 7 ½ %, fixed, long-term, with 100% financing to include both the purchase and renovation costs of these structures. The City of Paducah has also agreed to buy down these loans another 1/2% point so the result is a 7% interest rate with 100% financing. Frontier Communications a locally owned Internet and web design service has offered free web sites to incoming artists. The Visitors Bureau, Chamber of Commerce, Kentucky Arts Council, Paducah Main Street, and all of our arts organizations have been major contributors to the marketing efforts of this program. The commitment from the City of Paducah and local businesses has made the Artists Relocation Program a part of the viable solution for the revitalization of our Historical District.

### **Downtown Revitalization**

The City of Paducah has been fortunate to see a gradual revitalization of its downtown Central Business District (CBD). The City suffered through the outward migration of retail trade West to I-24 and US Highway 60 with the coming of the shopping mall in the early 1980's. The CBD began to seriously struggle at that time and has yet to fully recover as revitalization efforts have come in fits and starts. The following strategies have had generally positive yet mixed success.

Whether one views the glass as half full or half empty; most would agree that while great strides have been made, downtown's comeback is not 'out of the woods'.



There is a host of new projects that are locating downtown and transforming the CBD into a more vibrant area. These include the millions of dollars of private investments in restaurants, bakeries, and retail shops, and small businesses. It also includes millions of dollars of City expenditures in the form of city cash match for public projects, and infrastructure maintenance and improvements.

### **Executive Inn and Convention Center**

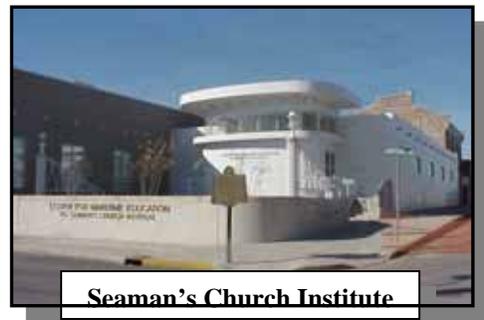
The Executive Inn and Convention Center have been an anchor for our downtown community for many years. The Community is currently underwriting a major expansion of the convention center, which is discussed below. The 460-room Executive Inn is adjacent to the LTSA and is a major influence to the Lower Town area and employs a significant number of residents of the area. The Executive Inn is showing signs of age and is in need of reinvestment.

### **Museum of American Quilters**

One of the anchoring facilities in the CBD is the Museum of American Quilters. The best known most popular, and important convention for Paducah and the one that has the greatest current impact on the community's economy is the Museum of American Quilters (MAQS) Annual Quilt Show. The American Quilters Society has held this show in Paducah each year since its first show in 1985. It attracts over 30,000 visitors each year to Paducah and the boost to the local economy for the three-day event was estimated in 1999 at \$10,846,000.00. The statewide impact for the same time period was estimated at \$17,473,816.00. Lower Town is directly adjacent to the MAQS and sees its share of Quilt Show attendees.

### **Petter Property**

Seamen's Church Institute has created an Inland Waterways Pilot training facility in a portion of the Old



Petter property still owned by the City. River Heritage Museum is open and renovating their space into an inland waterways / river heritage museum. A four-way partnership between the City of Paducah, SCI, RHM, and the Paducah film society has resulted in the creation of the Maiden Alley Cinema located on historic Maiden Alley. The Broadway portion of the property was sold to local investors who have restored the building facades and are rehabbing the interiors for commercial and residential uses.

### **River Industry**

The Paducah-McCracken County Riverport Authority operates the northern-most ice-free inland waterway port in the United States. Located at the confluence of the Ohio and Tennessee Rivers; Paducah is directly assessable to more miles of navigable waterways than any city in the world. More than 3,500 jobs in Paducah-McCracken County are directly related to the river industry. The river industry provides a crucial underpinning for the economic life of Paducah and especially its downtown. Lower Town is home to many river industry employees.

### **Old Belvedere - Sinnott Hotel**

The old Belvedere - Sinnot Hotel is an excellent example of an adaptive reuse project. The top three floors of the old hotel located at 2<sup>nd</sup> and Broadway have been converted into three luxury apartments with lovely river views that have long-term leases. The second floor is used as a Bed & Breakfast and there is a retail shop on the first floor.

### **Renaissance Kentucky**



Governor Paul Patton began to plan and implement a statewide project in 1996 called Renaissance Kentucky (See Map # 9). Its purpose was to pool the resources of a number of various state agencies by creating funding set-asides available only to Renaissance Communities. A three tier system of “Gold, Silver, and Bronze’ designation was created. These designations would be awarded to select communities who met a high standard of achievement in supporting and preserving their downtown community. Paducah applied for Renaissance designation on July 1, 1998 and was one of only six communities awarded the State’s

highest designation as a Gold Level Renaissance community.

Paducah subsequently applied for and received Renaissance funding announced at an April 7, 1999 gathering totaling \$837,000 from four different Renaissance funding sources. Paducah has continued to be funded each round since. At the request of the City and the Renaissance Committee, both Lower Town and Upper Town were added to Paducah's Renaissance area on July 18, 2001 in hopes of creating additional funding opportunities for those areas.

To date, the City has received funds totaling over \$3,000,000 in Federal and State Renaissance funding and contributed over \$1,000,000 in general fund match. Renaissance funding has been in large part responsible for the renovation of brick streets, the installation of new curbs, gutters, and brick sidewalks in much of downtown. Renaissance has provided funds for the creation of upper story apartments and the exterior repair of some existing downtown buildings. These funds will pay for a portion of the Convention Center addition and the construction of the Convenience Center. There will be additional opportunities for funding from Renaissance sources in the future. There is always difficulty in matching a grant source with all its specific requirements to a project which often is not an exact fit. It is our intention to pursue additional funding sources from CDBG and other Renaissance grant sources.

### **Four Rivers Center for The Performing Arts**

Ground has broken and construction has started on the Four Rivers Center for the Performing Arts. It will be a state of the art, 1800 seat facility that will host performing art presentations for the community as well as provide a permanent home for the Paducah Symphony. Building construction cost is 30 million dollars with an associated 3 million dollar infrastructure improvement cost. The total capital improvement cost is estimated at \$34.1 million dollars with a one-time, impact of construction estimate of \$50.5 million dollars in additional economic activities and 1000 construction related jobs. It will be the largest single construction project let in many years in the City's CBD. The impact of the construction, ongoing day-to-day operation, and interaction with the City's Artist relocation program will be very significant for the entire region and will have a very positive and significant impact on the neighboring Lower Town area.

### **Julian Carroll Convention Center Expansion**

The City of Paducah and McCracken County are currently expanding the Julian Carroll Convention center by constructing a 61,000 square foot freestanding building adjacent to the current facility at an estimated cost of \$6.2 million dollars. Expansion of the exhibition space is crucial to Paducah’s Downtown Renaissance area for two reasons. First, without the expansion, the City of Paducah would not be able to keep the Museum of American Quilters (MAQS) annual show in Paducah which is very important to maintain our current level of investment and vitality downtown. Second, the increased venue size will allow Paducah to attract new conventions and shows to the downtown area, which will have a huge economic impact, both locally and statewide. Increased economic reinvestment in the downtown will have a positive effect on the adjacent residential neighborhoods, especially the LTSA.



This economic reinvestment is crucial to the Lower Town Historic District. The intent of current City of Paducah strategies and plans is to continue to attract large numbers of visitors. Adding a strong population in Downtown and Lower Town to the economic base will bolster the overall success of these strategies.

### **Waterfront Development Plan & Marina**

It is historically recognized that the Ohio River and the Paducah waterfront are one of the most important assets in Paducah. With the existing & proposed investment in our downtown, the City of Paducah recognizes the need to reassess the impact the river has on the community and the possible benefits that are not currently realized. Increased usage of these important geographical features would only increase the quality of life for the residents in the Downtown and the Lower Town neighborhood. Mixed-use waterfront redevelopment would build the tax base that would positively affect adjacent residential neighborhoods such as the LTSA.

The City of Paducah/McCracken County needs a professionally prepared Comprehensive Master Plan completed for the Waterfront of Paducah. The study area should include the entirety of the riverbanks that border McCracken County. The master plan should include but not limited to the study of; commercial/residential mixed use developments, functional park space/open space, public entertainment areas, marinas and camping area, public boat launch & dock, retail activities, waterfront stabilization, and the floodwall.



Paducah Riverfront

### **Visitors Bureau & Tourism**

Paducah's downtown is no longer the heart of retail trade. Instead, it is evolving into a tourist destination to enjoy restaurants & eateries; specialty & niche shops; entertainment venues such as museums & theaters; the floodwall murals & many festivals. The Visitors Bureau is charged with marketing our community to the tourist and convention trade and they do an excellent job of attracting visitors to Paducah. This includes travelers off the riverboats such as the American Queen as well as trade and conventions shows to the convention center and Executive Inn.

### **PATS**

The Paducah Area Transit System's (PATS) central transfer point, administrative offices, and maintenance facilities are currently being relocated to the old Hoe Supply building located at 850 Harrison Street. This relocation will provide numerous opportunities for the Lower Town area of the City of Paducah. The anticipated service date of the relocation is March 2002 (See page # 10 for a complete discussion of the PATS plan).

### **Enterprise Zone**

The LTSA is in the Enterprise Zone. Paducah's Enterprise Zone is a specific area of town that provides certain benefits both to eligible businesses and property owners. Additionally, anyone

who undertakes a renovation, rehabilitation, or new construction project is automatically eligible to receive an exemption from the 6% state sales tax on building materials used within the zone. (See Appendix 8 for a copy of the Enterprise Zone Benefit Packet).

### **Historic Rehabilitation Tax Credits**

The rehabilitation of any historic structure is eligible to receive federal historic tax credits under certain conditions which limit how they can be used. These credits must be applied for and must gain the proper approvals both at the State and Federal levels. The use of the structure must be commercial. Tax credits are awarded at 20% of the eligible basis which is the difference between the cost of rehabilitation less the cost of acquisition and may be applied towards passive income only. The use of historic tax credits is a relatively complicated task, so that obtaining services of a knowledgeable tax accountant or consultant is highly recommended.

Under the auspices of the State of Kentucky's Smart Growth Plan, the State is currently considering implementing their own state historic tax credits which could prove much easier to use for the owner occupied property owner looking for financial help in the renovation of a historical structure. No legislation has been passed to that effect as of this time.

### **Lower Town Educational Brochure**

Preservation is a flexible, long-term strategy for regulating change in order to maintain the desirability of a community in which to live and work. It is recommended that an educational brochure be published that defines the purpose of preservation, describes what Paducah's historic preservation program is, how it works, and what benefits are available to people living within the Lower Town neighborhood. The proposed brochure should be made available to the public at the Chamber of Commerce, Tourist Commission, Board of Realtors and distributed to local residents of the LTSA. (See Appendix #7)

## **Preservation of Barkley Museum**

The citizen survey (see Appendix 3) indicated that that the Barkley Museum was a positive aspect of the Lower Town Study Area (LTSA). Built in the 1850's, it is one of the oldest houses



in Paducah. The Barkley Museum houses local historic exhibits and memorabilia connected to the life of Vice President Alben W. Barkley. In its current state, the structure is rapidly deteriorating due to neglect. The museum is run by a group of citizen volunteers, many of which have been on the board since inception. Once high participation from the local school system has declined to almost nothing.

An aging board and loss of interest has taken its toll on the Barkley Museum. This structure is one of the oldest in the LTSA and is one of the few examples of historic Greek Revival Architecture in the neighborhood.

Recent progress has been made involving new people and volunteers to increase participation. This effort should be expanded to include volunteers and caretakers to help renovate the structure and market this asset to tourists and the local and regional school systems. Grant options should be pursued to help preserve the structure and its history.

## Lower Town Recommendations

### Transportation Recommendations

According to the opinions of the residents of the LTSA, (See Public Involvement Summary Appendix # 3), excessive traffic flows through Lower Town is a problem.

Vehicular traffic movement from the North 8<sup>th</sup> Street corridor to the Central Business District or its reversal are not well managed. These trips must traverse the LTSA or travel to the 13<sup>th</sup> Street collector or the 1-24 Business Loop. Two recommendations for reduction of these unwanted trips are as follows:

1. **Convert all intersections within the LTSA to 4-way intersections.** This project would include the installation of 24 new stop signs. This proposal will:
  - **Reduce speed of traffic.** Drivers will be required to stop at every intersection within the LTSA. Drivers will not be able to readily attain high speeds within a one-block distance.
  - **Traffic Control for Intersections with Comparable Traffic Counts.** Most Intersections in the LTSA have traffic volumes that are similar. 4-way intersections are an appropriate control device for this situation.
  - **Eliminate motorist confusion within Lower Town.** The existing signage pattern is not consistent on any given local street which creates a safety concern. Proposed signage should reduce the number & severity of accidents in the LTSA.
  
2. **Install 16 new historical signs with ‘Local Traffic Only’ wording around the perimeter of the LSA.** (See Figure # 4) This passive control device will:
  - **Denote Lower Town as a Historic District.**
  - **Reduce volume & speed of traffic even though there will be some violations.**
  - **Not block access for emergency vehicles.**

- Not be as obtrusive to local residencies as active control devices (such as cul-de-sacs) would be.
- Not be as expensive as active control devices.
- Require some attention and enforcement to be effective.

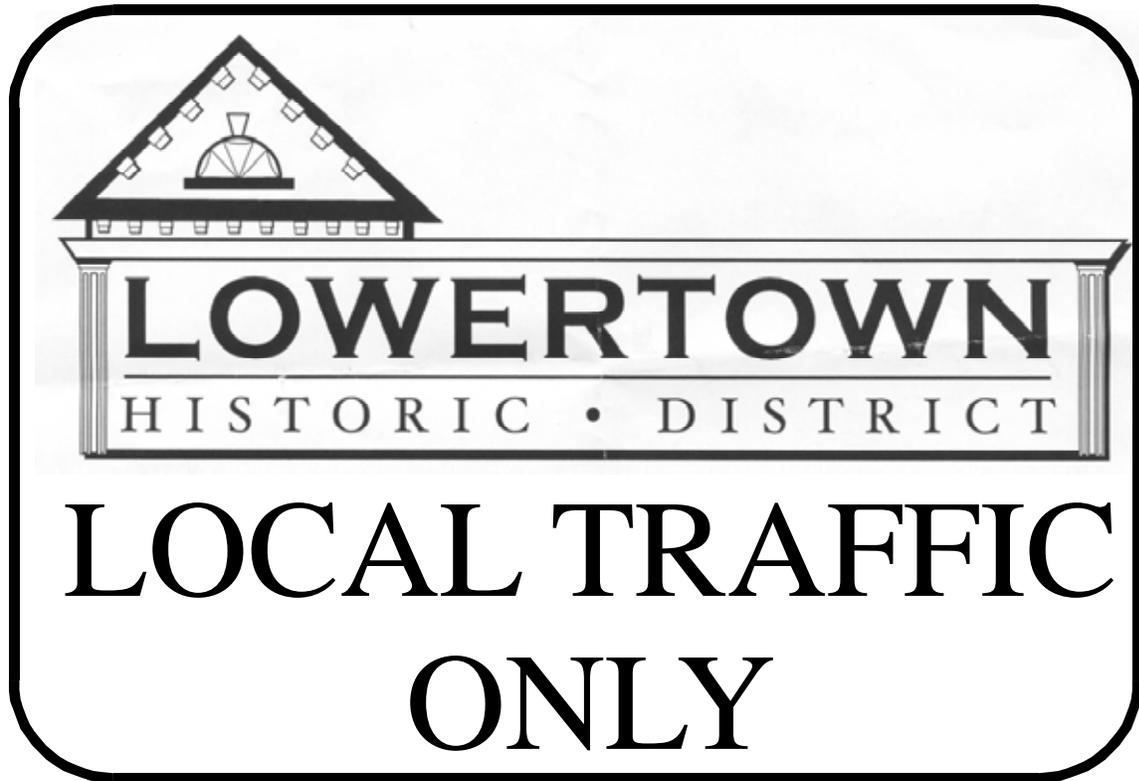


Figure #4 Proposed Historical Signage

### **Lighting Recommendations**

The review of existing lighting conditions in the Lower Town Study Area (LTSA) (See page 3 12) uncovered the existence of lighting deficiencies which consist of several factors including the type, height, number, and pattern of lamp fixtures. Those factors lead to issues such as shadowing, blackouts, light pooling, poor color rendering, and an overall diminished sense of security. According to *Timesaver Standards for Landscape Architecture*, the objectives of outdoor lighting are to: (1) improve the legibility of critical nodes, landmarks, circulation, and activity zones in the landscape; (2) facilitate the safe movement of pedestrians and vehicles, promoting a more secure environment, and minimizing the potential for personal harm and

damage to property; and (3) help reveal the salient features of a site at a desired intensity of light in order to encourage nighttime use of a particular environment. In order to accomplish these objectives, a schematic lighting design was formulated (See Map # 10) and should be implemented with the following considerations.

According to the Illuminating Engineering Society of North America (IESNA), walkways along roadsides in residential areas should have an average illumination level of 0.3 foot-candles. The Lower Town Schematic Lighting Design (See Map # 10) provides a uniform level of coverage by spacing 150 watt, high-pressure sodium lamp, refractive globe fixtures throughout the neighborhood. Circular fields around the light fixtures indicate the direction of light projection out to 50% of the lamp's intensity. Technologies, such as a refractive globe, will provide uniform light dispersion while minimizing glare and pooling of light to ease light intensity transitions.

A fixture with a cutoff/shield should be installed to keep light noise from shining in the windows of structures. The height of the fixtures should be lowered in order to minimize the blackouts and shadows caused by trees. Fixtures should be no more than 15 feet high to eliminate shadowing, but no less than 12 feet high to minimize vandalism.

New lamps, in combination with the fixture, should provide both vertical and horizontal illumination that make people and objects more recognizable. The lamps should have good color rendering capabilities in order to accentuate the historic features and feel of the LTSA. There are four types of high intensity discharge lamps that provide the suggested minimum for color rendering. These lamp types, in lowest color rendering to highest, are deluxe mercury vapor, deluxe high-pressure sodium, metal halide, and warm tone incandescent. The average life of these lamps in order from lowest to highest, are warm tone incandescent, high-pressure sodium, metal halide, and mercury vapor.

Fixtures should be selected that meet the Secretary Standards of Rehabilitation and the approval of the Paducah Historical and Architectural Review Commission (HARC). Period lighting should be chosen that would not diminish the historical integrity of neighborhood. The lights

and fixtures should be designed based on historical or pictorial evidence, but should not create a false historical appearance.

The Lower Town Schematic Lighting Design was drafted without consideration of existing lights. However, maintenance or replacement of existing lamps in conjunction with additional fixtures could provide an effective alternative.

Implementation of the Lower Town Schematic Lighting Design plan will involve, at a minimum, cooperation and input from public and private entities including professional staff from the City of Paducah, citizens of the Lower Town neighborhood, Paducah Power, Paducah Bank, business owners in the LTSA, and competent, professional lighting experts. Once a decision on the style of fixture and type of lamp is made and approved by HARC, a plan will be formulated including cost estimates. Staff recommends that the plan contain the following:

- Consideration of costs associated with purchasing the appropriate fixtures, installation of the utilities, installation of the fixtures, and maintenance of the fixtures and lamps.
- Evaluation of the existing conditions that have been identified. These should be considered as part of the overall plan.
- Request for proposals and/or request for qualifications documents to applicable lighting professionals to create an appropriate plan and
- Bid documents and specifications for a request for proposals and/or request for qualifications that accomplish the desired goals, objectives, and implementation of the plan.
- Evaluate bids and proposals received from lighting professionals and select the bid that best represents the goals and objectives of the lighting plan.
- A strategy for purchase, installation, and maintenance of the fixtures and lamps including public agencies, state and local government, and private entities (including property owners.)
- Creation of a Budget and implementation schedule for installation of fixtures and lamps.

## **Police Enforcement**

The Paducah Police Department's proposed Community Oriented Policing (COP) initiatives for the Lower Town community based on the Public Involvement Summary (See Appendix # 3) include the following:

1. By April 1, 2002/ to begin conducting jointly with the Inspection Department a door-to-door canvass of all occupied structures within the Lower Town area. During the canvass, officers will request the occupants to complete a brief survey detailing their priority concerns for the police department to address. The canvass and survey are designed to introduce the officers to the community and for the officers to meet the residents so everyone can work in partnership to address the concerns of the neighborhood. Conducting the canvass jointly with an Inspection Department representative allows both departments to more efficiently identify and begin resolving various possible violations within the Lower Town area. The Lower Town community will be divided into four geographical areas so the neighborhood canvasses and surveys can be coordinated and planned efficiently. As previously indicated. Phase I is targeted to begin the second quarter of 2002; Phase II, the third quarter of 2002; Phase III, the fourth quarter of 2002; and Phase IV, the first quarter of 2003 (See Map # 6).
2. Sgt. Stacey Grimes has been designated as the Community Policing Coordinator for the Lower Town neighborhood. Sgt Grimes will coordinate community-policing initiatives with the officers assigned to patrol the Lower Town area on all three shifts - days, afternoons and nights - in order for them to work as a team. Sgt Grimes will designate one of those three officers as a team leader to be responsible for addressing and coordinating issues when Sgt. Grimes is not available.
3. One of the officers assigned to the Lower Town Community Policing team will attend monthly Neighborhood Watch meetings and various other community meetings to enhance communication and partnership between the police department and residents of Lower Town.

4. To continue to expand and facilitate a Neighborhood Watch program within the Lower Town community, specifically to address the issues and concerns associated with rental property.
5. To continue to coordinate with Gary Kitchen of the Paducah Area Transit Service a possible neighborhood office at their new location at 9<sup>th</sup> and Harrison Streets. This neighborhood office would be designed to facilitate closer interaction between the officers in the area and the residents of the Lower Town community.
6. To continue to refer all complaints of drug activity within the Lower Town community to the police department's drug investigation unit for further follow-up. The follow-up would include the use of "knock and talks" in addition to other various investigative techniques to identify and combat locations where drug activity is occurring.
7. To periodically review and analyze the various types of calls for police service in the Lower Town area in order to assist the officers in identifying and tracking activity within the Community including a review of the noise ordinance.
8. To initiate a bike patrol within the Lower Town community in April 2002.
9. To assign officers to work special traffic enforcement details within the Lower Town community to address the various traffic-related concerns and issues in the area.
10. To encourage residents within the Lower Town community to participate in police department ride-alongs within their community and to attend a 40-hour Citizens' Police Academy that is scheduled to begin March 5, 2002. The academy will provide citizens with various information that relates to police policies and enforcement tactics that are utilized on a daily basis to enhance further communication and understanding regarding how and why officers conduct themselves while on patrol.

There have been a total of 17-recorded drug-related incidents in the Lower Town community and 72 drug-related incidents in the vicinity of the Lower Town area in 2001.

### **Code Enforcement**

In response to the information gathered from public meetings with lower Town residents (See Public Involvement Summary Appendix 3), the Inspection Department proposed the following plan. With the passage of the Rental Licensing Ordinance and the Fine Ordinance in place, the Inspection Department in conjunction with the Paducah Police Department plans to initiate a 'Task Force' approach to the Lower Town neighborhood for a one-year period. Beginning the first week of April 2002, Code Inspectors and Patrolmen will canvas the area door-to-door and lot-to-lot initiating enforcement proceedings and or citations to **ALL** violators. No stone will be left unturned in cleaning up the neighborhood and having **ALL** violations abated. The LTSA is broken down into four areas which will be targeted quarterly over the one year period. The Map depicts a timeline by quarters; however, the time line is a 'no later than' timeline. It's quite likely that some structures will be addressed prior to the start of a given quarter.

See Map # 6 that designates which areas will be targeted in which quarters. Please familiarize yourself with this plan and spread the word. The Inspection Department enforcement personnel wants your neighborhood "to greatly improve in 2002."

### **Artist Relocation Program**

The City should continue to support and operate the Artist Relocation Program for the near future. Six artists have purchased structures, two more are in negotiations, and at least eight others are visiting during the Months of January and February 2002. It is producing excellent results and should be continued. The City may want to consider increasing the support level next fiscal year after a review of this years achievements.

The Artist Relocation program will look to expand the activities that are attracting residents and other businesses to Lower Town. This will include the recruitment of a restaurant to the area and will create opportunities to work in coordination with City festivals and tourism events already in place. The opening of artist galleries and workspaces in Lower Town will provide more

things to do in Paducah and become part of the City's attraction for tourists and festival attendees.

Art Weekend tourist packages could be offered, perhaps through Tourism, which could include tickets to the different art and museum venues including: Market House Theater, American Quilter's Museum, Maiden Alley Cinema, Paducah Symphony, Yeiser Art Center, River Heritage Museum, Floodwall Museum, and eventually to the Four Rivers Center for the Performing Arts. Packages could include transportation, overnight stays, dining options and tours of the Lower Town galleries and events.

Finally, as more galleries open in Lower Town, there could be participation with the Saturday Night after Dinner downtown events and Saturday Night Lower Town gallery openings. Trolleys could transport people back and forth between downtown and Lower Town.

### **Lower Town Educational Brochure**

The Lower Town educational brochure should be published and distributed. Its purpose is to promote preservation, explain Paducah's historic preservation program, how it works, and the range of benefits available to people living within the LTSA. The proposed brochure should be made available to the public at the Chamber of Commerce, Tourist Commission, Board of Realtors and distributed to local residents of the LTSA. (See Appendix # 6)

### **Infrastructure Improvements**

The City will provide the installation of sidewalks adjoining an owner's property at no additional cost to the owner if they will pay for the cost of the materials (concrete). Property owners in Lower Town should avail themselves of this benefit. Adjoining property owners may wish to make simultaneous requests to increase efficiency and possibly reduce costs. The City's Public Works department should be contacted to discuss this opportunity.

### **Downtown Trolley linkage PATS**

The Paducah Area Transit System's (PATS) central transfer point, administrative offices, and maintenance facilities are currently being relocated to the old Hoe Supply building located at 850

Harrison Street. This relocation will provide numerous opportunities for the Lower Town area of the City of Paducah. The anticipated service date of the relocation is March 2002. Lower Town residents should welcome the new neighbor and work to create trolley tours of the historic district which are mutually beneficial.

### **Waterfront Plan – Marina**

The City should conduct a new waterfront master plan which includes a marina. The City is currently seeking support to pay for such a plan. This is important enough that it needs to remain a high priority. Lower Town residents should support and attend planning discussions regarding such a plan. Lower Town's proximity to the waterfront will be beneficial to the neighborhood when such a plan is implemented.

### **Funding Opportunities**

The City has received over \$3,000,000 in Federal & State Renaissance funding and contributed over \$1,000,000 in general fund match for Streetscape, downtown housing, convention center expansion, and convenience center construction. At the request of the City and the Renaissance Committee, both Lower Town and Upper Town were added to Paducah's Renaissance area on July 18, 2001 in hopes of creating additional funding opportunities for those areas. While it can be difficult matching a grant source with all its specific requirements to an overall project, such as the revitalization of the LTSA, the City Planning department will continue to aggressively pursue funding opportunities for the entire City as well as the LTSA.

# Lower Town Neighborhood Plan Recommendation Summary

## Transportation Recommendations

- Convert all intersections to 4-way stops.
- Install 16 new historical signs around the LTSA perimeter.
- Increased police presence to monitor traffic for violations.
- Continued monitoring of traffic counts.

## Lighting Recommendations

- Create a comprehensive lighting plan for the LTSA as a whole.
- Convene a group to follow appropriate steps to create the plan.
- Include total costs and funding options.

## Police Enforcement

- Begin by April 1, 2002 a weekly, door-to-door canvass of the entire LTSA.
- Canvass to be done jointly with Inspection Department personnel.
- Canvass to address every structure in LTSA within a one-year period.
- Sgt. Grimes to coordinate COP program in LTSA.
- Assign one officer to attend Neighborhood Watch meeting each month.
- Use of new PATS bldg for police neighborhood office.
- Initiate Bike patrol by April 2002.
- Encourage ride-a-longs for LTSA residents.
- Monitor traffic in LTSA for violations.

## Code Enforcement

- Inspection department to implement weekly task force approach coordinated with the Police to address every structure within one year's time in the LTSA.
- Enforcement of All Property Maintenance codes on All properties.

### Artist Relocation Program

- Continuance of the current program.
- Attract new artist residents to LTSA.
- Coordinate with Tourism, local groups, and downtown events to support tourism and in migration and reinvestment to downtown and Lower Town.
- Promote artists and LTSA.

### Lower Town Educational Brochure

- The Lower Town educational brochure should be published and made available to the public at the Chamber of Commerce, Tourist Commission, Board of Realtors and distributed to local residents of the LTSA (See Appendix #6).

### Infrastructure Improvements

- The City will assess the LTSA Streets, curbs and gutters in its yearly paving program.
- The installation cost for sidewalks will be borne by the City if LTSA property owners will pay for the materials.

### PATS Trolley Linkage

- PATS will coordinate with residents to have the trolley travel through the LTSA to provide linkage with artist galleries, local residents and the downtown area.

### Waterfront Plan & Marina

- The residents of the LTSA should become involved in supporting a Waterfront & Marina plan and actively participate in the process when it begins.

### Pursue Funding Opportunities

- The City will continue to pursue funding opportunities for development in the LTSA. This will include exploring grant opportunities making application with Kentucky Housing Corp. and Block Grants through the Department for Local Government.

## Conclusions

Lower Town as a neighborhood presents a series of existing challenges that are a mix of classic old-city problems and interesting potential. Lower Town has many disturbing statistics: a very high percentage of rental units(>70%) many of which are sub-standard; an extremely high percentage of dilapidated structures (about 1 in 4); high unemployment (17%); and the list could go on.

Simultaneously Lower Town, arguably, has the City's best concentration of significant, historic residential structures and most can still be saved. It is adjacent to the City's central business district and has managed to attract a handful of 'urban pioneers' who have single handedly revitalized some of these historic structures.

The existing conditions in this neighborhood will require the simultaneous and comprehensive implementation of an array of 'treatments' to successfully effect a positive revitalization. Most importantly, these include implementation of all the recommendations in the following plans: Transportation, Lighting, Police Enforcement, Code Enforcement, and continued full support of the Artist Relocation program.

Lastly, any plan can be only as good as its implementation and the open-minded willingness and commitment to do periodic reviews and fine-tuning of the plan to achieve the desired results: It is the goal of this Neighborhood Plan to create and implement a program which will ignite the comprehensive revitalization of the Lower Town area.

## **Acknowledgements**

This Lower Town Neighborhood plan represents a considerable amount of dedicated time and effort on the part of many individuals. The Planning Department wishes to acknowledge the cooperation and help we received during the research, compilation, and presentation of this plan from the Lower Town Neighborhood Association, Lower Town residents, and other City departments.

# Lower Town Study Area (LTSA)

Notes:

Legend

Lowertown Study Area (LTSA)



Structure Inventory Series - For Planning Purposes Only



City of Paducah  
Department of Planning  
Date: 12/5/2001 Scale: N/S

# Lower Town Study Area

\*Existing Land Use\*

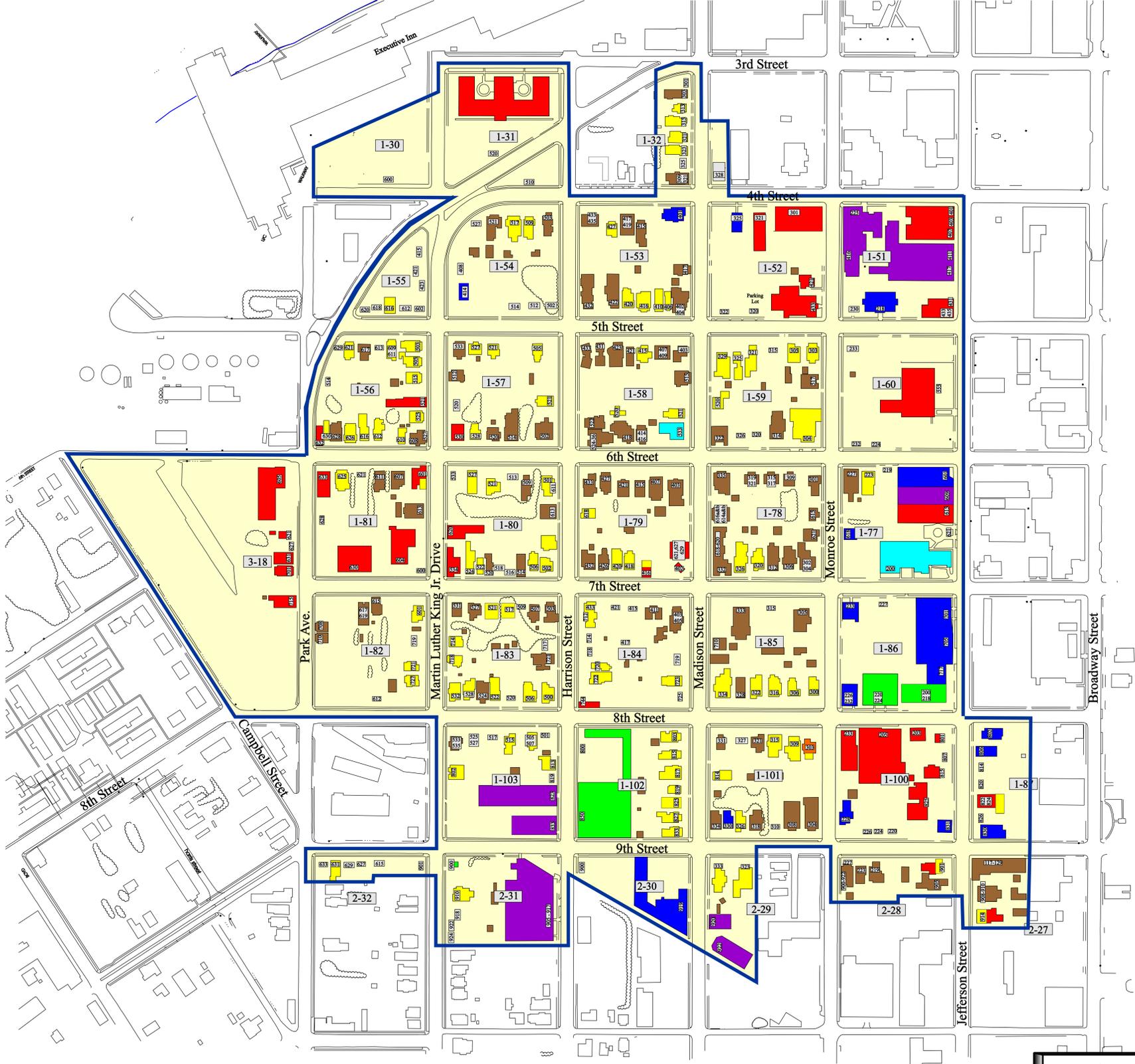
Notes:

**Legend**

- Lower Town Study Area (LTSA)

Land Use

- Single Family Residential
- Multi-Family Residential
- Public/Quasi-Public
- Institutional
- Retail Goods & Services
- Professional Offices
- Industrial
- Wholesale Distribution



Map #2

# \*Lower Town Study Area\*

## Transportation Plan

### Roadway Classifications

- Local Street - Local facilities emphasize the access function. Local streets move traffic from neighborhoods to collectors or arterials.
- Collectors - As the principal traffic artery within residential or commercial areas, the collector carries relatively high traffic volumes and conveys traffic from arterial streets to lower order streets.
- Arterials - Arterials emphasize a high level of mobility for through movement. Arterials run continuously through the city and connect the downtown with the region.

### Existing Signage

- Stop Sign
- One Way
- Yield
- Cross Walk
- Stop Light

### Proposed Stop-Sign & Information Sign \*Passive Control Device\*

- Will reduce volume & speed of traffic even with some violations.
- Does not block access for emergency vehicles.
- Requires some enforcement to be effective.
- Not as obtrusive to local residences.
- Not as expensive

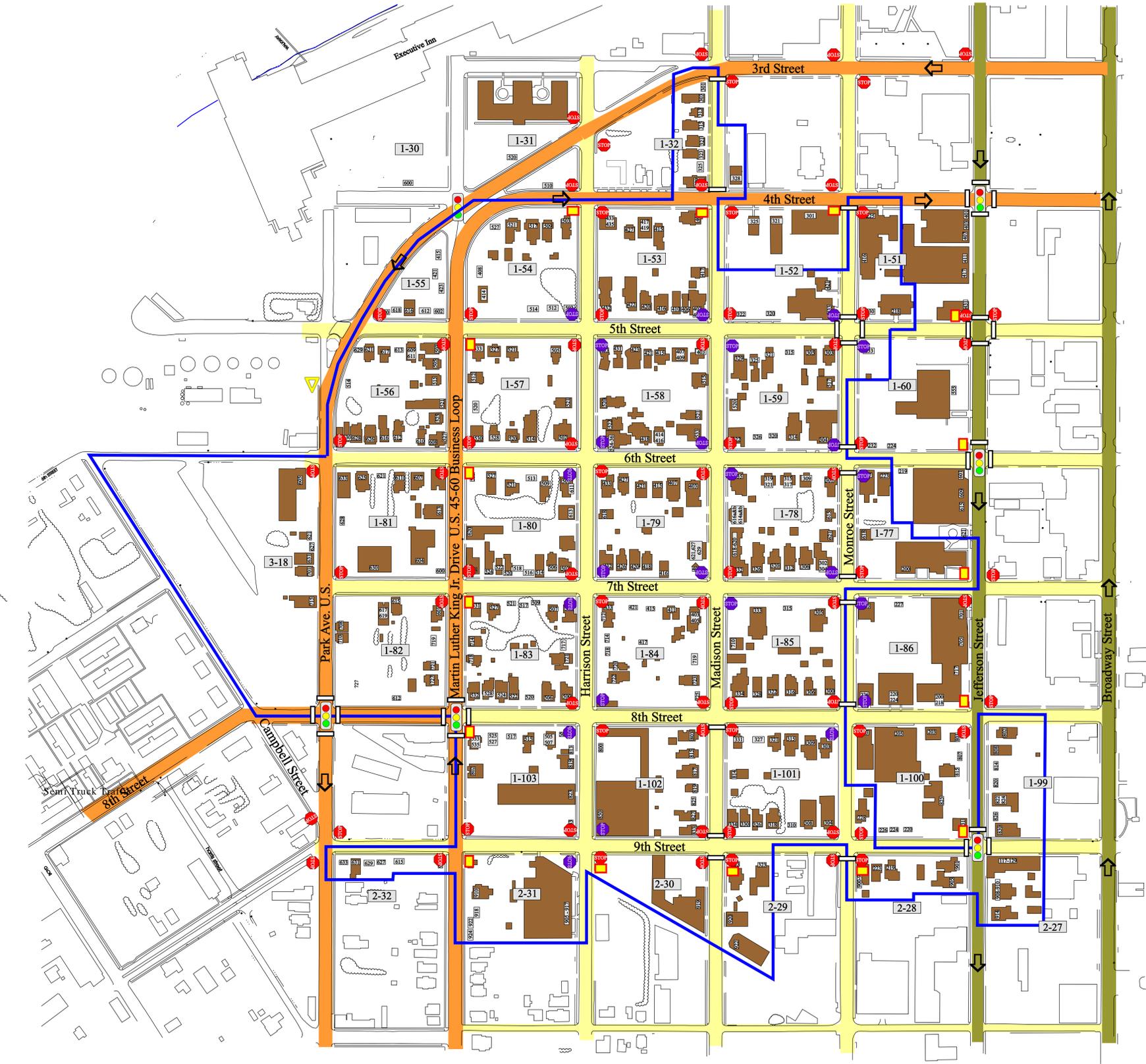
- Proposed Sign Location
- Proposed Stop - Sign Location

Semi-Traffic - Historically Lower Town has had a mixture of residential, commercial & industrial land uses. Truck traffic can not be denied access to the industrial land-uses. Truck traffic has always been a part of the Lower Town neighborhood.

Recommendation: Determine the land uses that require truck traffic. These land uses will be located in the 8th-9th Street corridor. Locate signage that will prohibit semi truck access to the core residential area. Most if not all semi-truck traffic should be confined to the 9th Street corridor.

Educate industries in Lower Town of the new truck routes.

Historical Neighborhood Zone Boundary Line



Structure Inventory Series - For Planning Purposes Only

# Lower Town Study Area - Existing Lighting Inventory

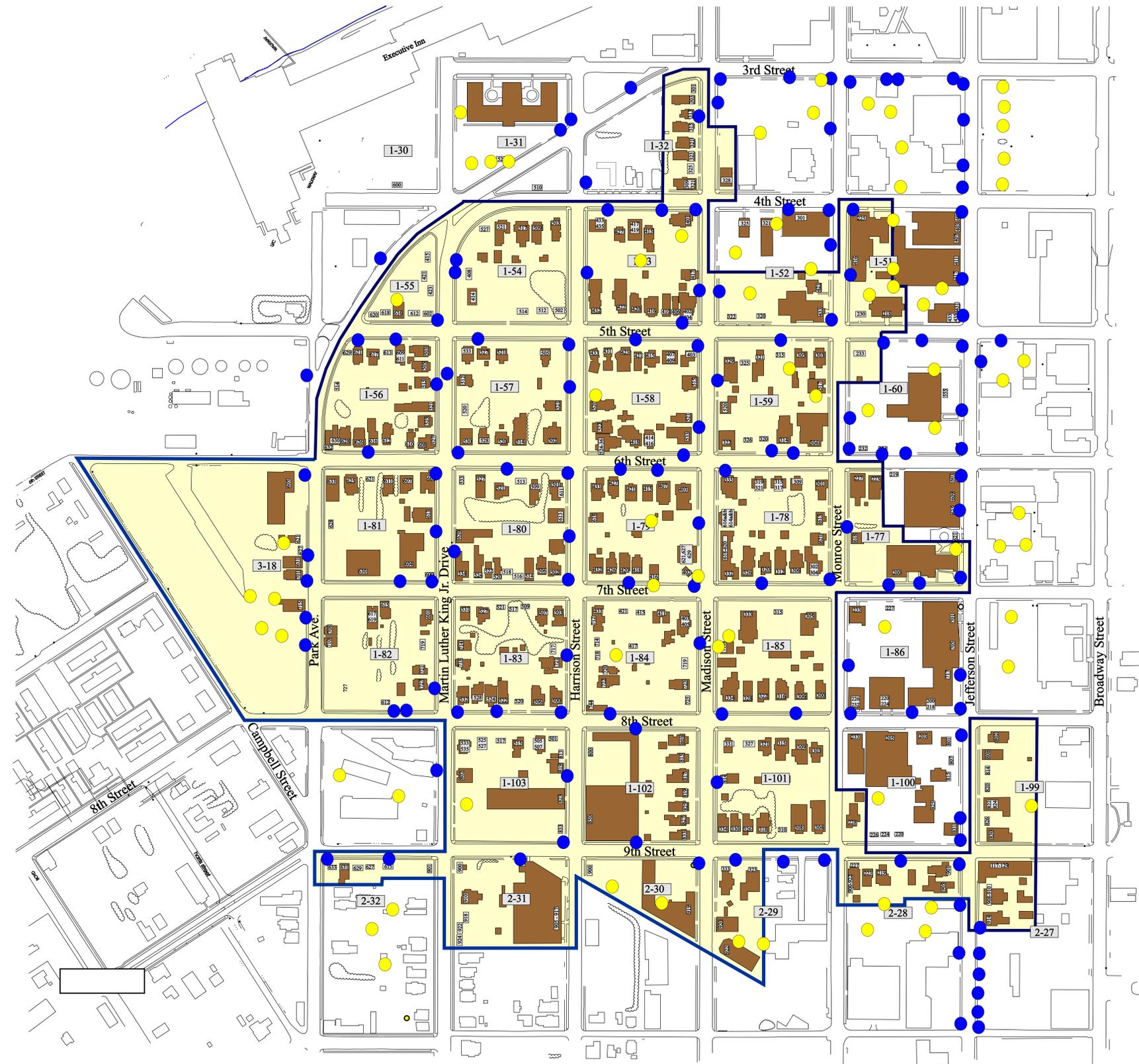
## Notes:

The existing lights on Park Avenue, Martin Luther King Jr. Drive, 3rd Street, 4th Street, and Jefferson Street are typical overhead street lights which give off a yellowish hue. These lights are cobra-head style high-pressure sodium lamps mounted approximately 20 feet high on utility poles and line the arterials and collector streets providing vertical illumination.

Existing lights on the local streets are typical round mercury vapor security lamps mounted approximately 15 feet high on utility poles. This type of lamp provides white light and that is strong in the blue/green color spectrum which provides good color rendering.

## Legend

- Existing Private Lights
- Existing City Maintained Lights
- Historical Neighborhood Zone Boundary Line



Map #4

For Planning Purposes Only

City of Paducah  
 Department of Planning  
 Date: 11/2/2001 Scale: N/S

# 2001 Drug Incidents In Lower Town

**Legend**

-  Lowertown Study Area (LTSA)
-  Drug Incidents (17 in 2001)



Map #5

Structure Inventory Series - For Planning Purposes Only


 City of Paducah  
 Department of Planning  
 Date: 12/5/2001 Scale: N/S

# 2002-2003 Lower Town Code Enforcement And Community Policing Survey Plan

## Notes:

- \* Will coordinate with community policing
- \* Approx. 230 principal structures
- \* 27 structures currently under violation notice (11.7%)
- \* Fines will be assessed for violations starting January 2002
- \* Three (3) inspectors and one patrolman each Friday will be in Lower Town
  - 1 Grounds Inspector                      1 patrolman
  - 1 Property Maint. Inspector (owner)
  - 1 Property Maint. Inspector (rental)

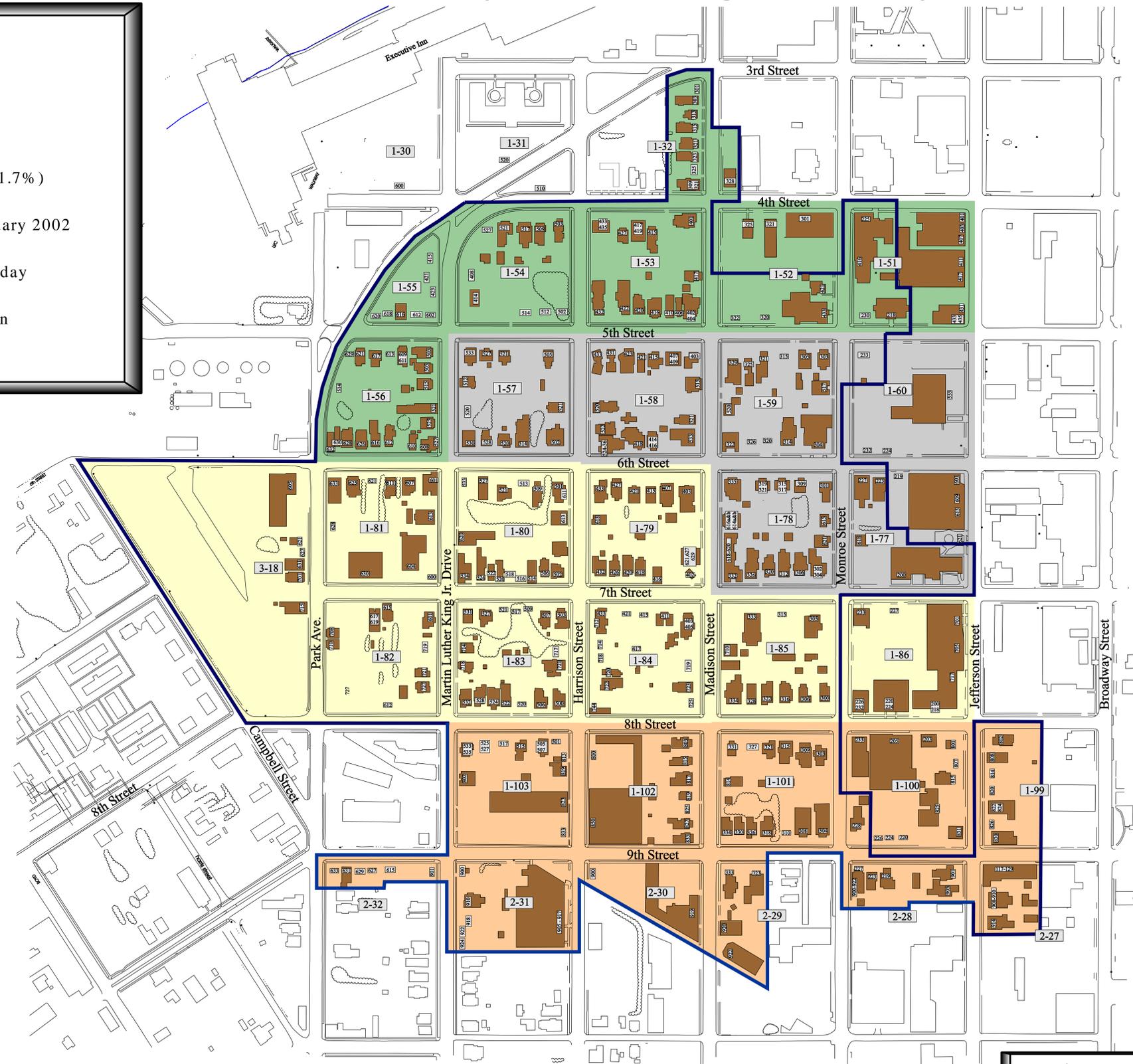
## Legend

-  Historical Neighborhood Zone Boundary Line
-  Phase I - Second Quarter Target Area
-  Phase II - Third Quarter Target Area
-  Phase III - Fourth Quarter Target Area
-  Phase IV - First Quarter 2003 Target Area

Phase I beginning 1st week of April 2002

Police and code enforcement are ongoing processes, but these areas will be targeted per this plan.

Clean Up Week and Free Dump Day will be promoted in April of 2002..



Map #6

# Historical Neighborhood Zone (H-2)

Notes:

Legend  
[Yellow Box] Historical Neighborhood Zone Boundary Line



Map #7

# Lower Town National Historic District

## Notes:

The Lower Town National Historic District was listed by the National Park Service on the National Register of Historic Places in 1982.

## Legend

 Lower Town National Historic District



# Lower Town Study Area Schematic Lighting Design

## Notes:

Number of Fixtures = 98  
 Avg. To Min. Luminance = 2.55  
 Max. To Min. Luminance = 5.00

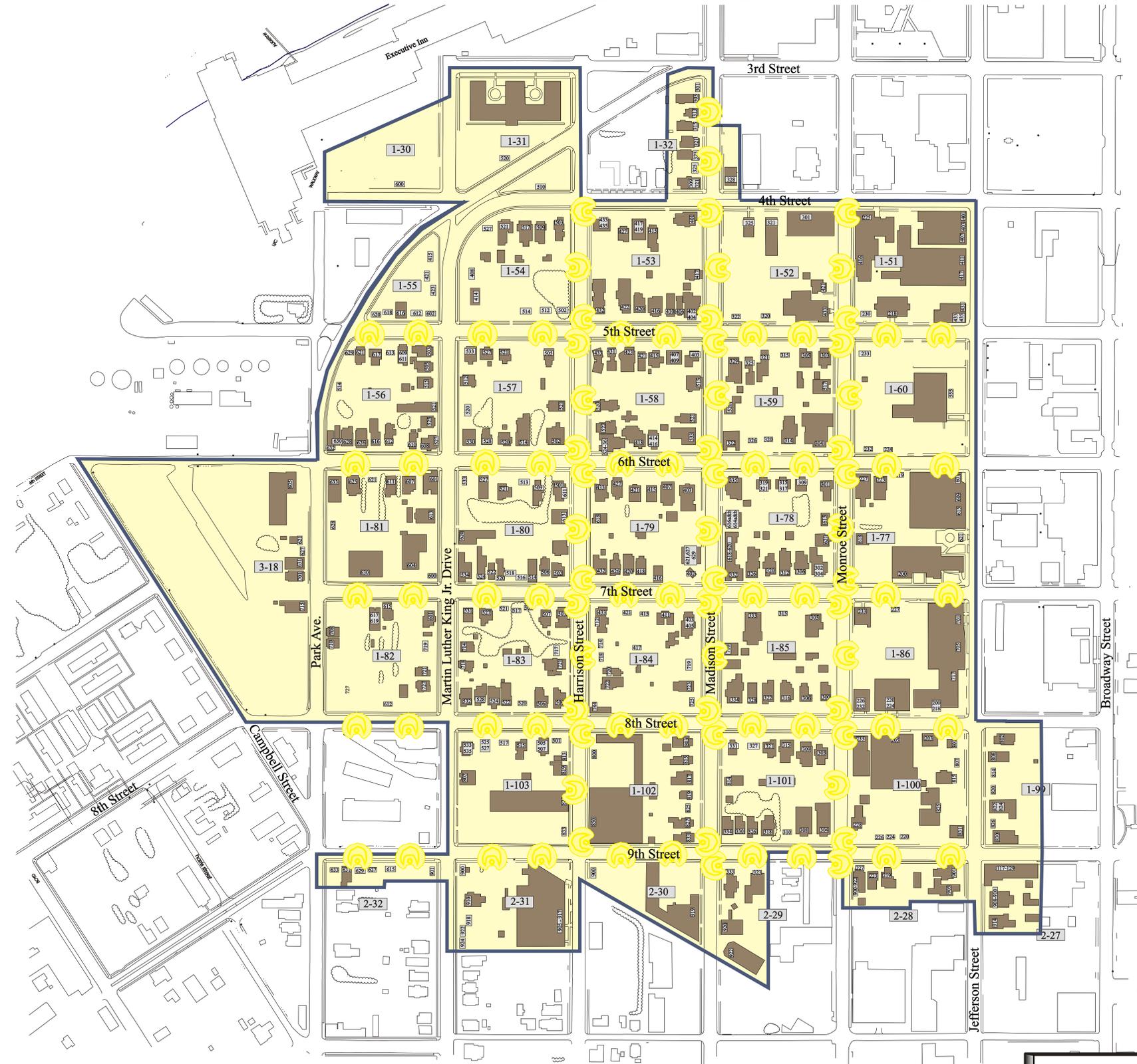
### Standards

Luminance Uniformity  
 Avg. To Min. = 1 to 6  
 Max. To Min. = 1 to 10

Fixture type used is a 150 watt high-pressure sodium lamp in a refractive globe fixture.

## Legend

-  Lower Town Study Area (L TSA)
-  Light Location with 50% Field



Map #10

Structure Inventory Series - For Planning Purposes Only



City of Paducah  
 Department of Planning  
 Date: 12/5/2001 Scale: N/S