



CITY OF FULTON

COMPREHENSIVE PLAN 2023

Prepared by the Kentucky League of Cities
Community and Economic Development Team



City of Fulton, Kentucky

2023 Comprehensive Land Use Plan Update

Table of Contents

Acknowledgements.....1

Glossary of Terms.....2

I. Introduction and Overview.....11

II. Goals and Objectives.....15

III. Demographics Analysis.....25

IV. Economic Analysis.....35

V. Environmental Element.....53

VI. Land Use Element.....66

VII. Transportation Element.....82

VIII. Community Facilities Element.....94

IX. Housing Analysis.....116

**City of Fulton
Comprehensive Land Use Plan Update
November 2023**

City Officials

David Prater, Mayor
Jeff Vaughn, City Commissioner
Mickey Rilley, City Commissioner
Darcy Linn, City Commissioner
Elaine Forrester, City Commissioner
Alison Whitledge, City Attorney
Nathan Lamb, Building Inspector/Code Enforcement Officer
Mike Gunn, City Manager
Helen Lee, City Clerk
Steven Wiser-DPW Director
Steven Lang- Fire Chief
Allen Poole-Police Chief

Fulton Municipal Planning and Zoning

David Ware (Chair)
Debbie Jerman (Co-Chair)
Gary Fulcher
Rex Valentine
Valerie Bynum
Timothy W. Cook

Kentucky League of Cities Community and Economic Development

Tad Long, Community and Economic Development Manager
Sarah Stoll, Business and Economic Development Specialist
Steve Austin, JD, ASLA
John Buchanan, Murray State University, KLC Intern
James Mills, University of Kentucky, KLC Intern
Walker Beck, Murray State University, KLC Intern

The terms defined herein are generally accepted professional planning definitions. This list of terms is general in nature and intended to provide guidance for the user.

AADT – Average annual daily traffic count

ABC – Alcoholic Beverage Consumption

Access – The physical attributes of a site/facility that enable a person means of transportation to enter a site/facility.

Accessory Dwelling Unit – An ancillary or secondary dwelling unit, which has a separate kitchen, bathroom, and sleeping area, existing either within the same structure, or on the same lot, as the primary dwelling unit.

Accessibility – The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

ACS – American Community Survey

Active Recreation – Leisure-time activities, usually of a more formal nature and performed with others, often requiring equipment, and taking place at prescribed places, sites or fields. This may include but is not limited to swimming, tennis and other court games, baseball and other field sports, and playground activities.

AEMT – Advanced Emergency Medical Technician

Alley – A right-of-way providing a secondary means of access and service to an abutting property.

Ambient Water and Air Quality – The background quality or condition of water or air.

AMI – Average Median Income

APN – Advanced Practice Nurse

ASAP – Alcohol Substance Abuse Prevention

Aquifer – Underground rock layers that hold groundwater, which are often an important source of water for public water supply, agriculture, and industry.

Arterial Road – A roadway providing service which is relatively continuous and of relatively high traffic volume, long trip length, and high operating speed. In addition, every United States numbered highway is an arterial road.

Buffer – Open spaces, landscaped areas, fences, walls, berms, or any combination thereof used to physically separate or screen one use of property from another so as to visually separate, ameliorate, reduce, mitigate, shield, or block the adverse impacts of noise, lights, or other nuisances.

CAP – Corrective Action Plan

Capital Budget – The portion of each local government's budget which reflects capital improvements scheduled for a fiscal year.

Capital Improvement – Any building or infrastructure project that will be owned by a governmental unit and purchased or built with direct appropriations from the governmental unit, or with bonds backed by its full faith and credit, or, in whole or in part, with federal or other public funds, or in any combination thereof. A project may include construction, installation, project management or supervision, project planning, engineering, or design, and the purchase of land or interests in land.

CN – Canadian National Railway

Collector Road – A roadway providing service which is of relatively moderate traffic volume, trip length and operating speed. Collector roads collect and distribute traffic between local roads or arterial roads.

Commercial Uses – Activities within land areas which are predominantly connected with the sale, rental, or distribution of products, or performance of services.

Community Park – A park, recreation open space, or recreational facility that is over ten acres in size. A community park should be located within a ten-minute driving radius of all residential areas in the city.

Compatible – Capable of existing together without conflict or ill effects.

Comprehensive Plan – Serves as a guide for public and private actions and decisions to assure the development of public and private property in the most appropriate relationships. The elements of the plan may be expressed in words, graphics, or other appropriate forms. They shall be interrelated, and each element shall describe how it relates to each of the other elements.

Cul-de-sac – A street terminated at the end by a vehicular turnaround.

DAQ – Division for Air Quality

Density – The maximum number of units divided by the gross land area. It is typically expressed in units per acre.

Density, Maximum Gross Residential – Determined by dividing the maximum allowable units by the gross acres of land (i.e., dwelling units/gross land acres). All residential densities denoted on the future land use map and the official zoning map stipulate the maximum gross densities permitted for development on the land. Gross land area shall be defined as those contiguous land areas under common ownership proposed for residential development.

Development – The carrying out of any building activity or excavation, including the making of any material change in the use or appearance of any structure or land, or the dividing of land into two or more parcels.

EDA – Economic Development Authority

EMR – Emergency Medical Responder

EPA – Environmental Protection Agency

Educational Use – Activities and facilities of public or private primary or secondary schools, vocational and technical schools, and colleges and universities licensed by the Florida Department of Education, including the areas of buildings, campus open space, dormitories, recreational facilities or parking.

Environmentally Sensitive Lands – Areas of land or water which are determined necessary by the local government, based on locally determined criteria, to conserve or protect natural habitats and ecological systems.

FCHEDP – Fulton Hickman Counties Economic Development Partnership

FCTA – Fulton County Transport Authority

Flood Plains – Areas inundated during a 100-year flood event or identified by the National Flood Insurance Program as an A Zone or V Zone on Flood Insurance Rate Maps or Flood Hazard Boundary Maps.

Floodproofing – Protective measures added to or incorporated in a building that is not elevated above the base flood elevation to prevent or minimize flood damage. “Dry floodproofing” measures are designed to keep water from entering a building. “Wet floodproofing” measures minimize damage to a structure and its contents from water that is allowed into a building.

Floor Area – Covered floor area of a building, floor area may be open on its sides. Outdoor storage is considered floor area.

FLUM – Future Land Use Map

Geographic Information System (GIS) – A computer-based system, whereby, maps and information are linked for a variety of uses.

Goal – A desired state of affairs to which planned effort is directed.

Government Agency – The United States or any department, commission, agency, or other instrumentality thereof; the State of Kentucky or any department, commission, agency, or other instrumentality thereof; any local government or any department, commission, agency, or other instrumentality thereof; any school board or other special district, authority, or governmental entity.

Groundwater – An important part of the natural water cycle present underground, within strata known as aquifers.

Group Home – A facility that provides a living environment for unrelated residents who operate as the functional equivalent of a family, including such supervision and care as may be necessary to meet the physical, emotional, and social needs of the residents. Adult congregate

living facilities comparable in size to group homes are included in this definition. It shall not include rooming or boarding homes, clubs, fraternities, sororities, monasteries or convents, hotels, residential treatment facilities, nursing homes, or emergency shelters.

Gross Land Area or Acres – Total acreage of a site.

Guideline – An agency statement or a declaration of policy that the agency intends to follow, which does not have the force or effect of law and that binds the agency but does not bind any other person.

Hazardous Waste – Wastes that have the potential to cause harm to human health or the environment.

HFCRA – Hickman-Fulton County Riverport Authority

Household – The person or persons occupying a dwelling unit.

Historic District – A definable geographic area that contains a number of related historic sites, buildings, structures, features or objects united by a common theme, common geographical locations, and common time period; used as a foundation for decisions about the planning, identification, evaluation registration and treatment of the historic properties based upon comparative significance.

IATA – International Air Transport Association

IDA – Industrial Development Authority

Impact – The effect of any direct, man-made actions or indirect repercussions of man-made actions on existing physical, social, environmental, or economic conditions.

Impervious Surface – Surface through which water cannot penetrate, such as a roof, road, sidewalk, and a parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

Improvements – May include, but are not limited to, street pavements, curbs and gutters, sidewalks, alley pavements, walkway pavements, water mains, sanitary sewers, storm sewers and drains, street names, signs, landscaping, permanent reference monuments, permanent control points, monuments, or any other improvement required by the governing body.

Infrastructure – Basic services necessary for development to take place, for example, roads, electricity, sewage, water, education, communication, and health facilities.

KBEMS – Kentucky Board of Emergency Medical Services

KLC – Kentucky League of Cities

Land Development Regulations – Local zoning, subdivision, impact fee, site plan, corridor map, building, floodplain or stormwater regulations, or other governmental controls that affect the use and intensity of land.

Lot – The least fractional part of subdivided lands having limited fixed boundaries and an assigned number, letter or other name through which it can be identified.

Manufactured Home – A single-family residential dwelling constructed in accordance with the National Manufactured Housing Construction in Safety Standards Act, manufactured after June 15, 1976, and designed to be used as a single-family residential dwelling with or without a permanent foundation when connected to the required utilities, and including plumbing, heating, air conditioning, and electrical systems. A manufactured home may also be used as a place of business, profession, or trade by the owner, the lessee, or the assigns of the owner or lessee and may comprise an integral unit or condominium structure. Buildings, the construction of which are not preempted by the National Manufactured Housing Construction in Safety Standards Act, are subject to the building code requirements of KRS Chapter 198B.

Manufactured or Mobile Home Lot – means a parcel of land in a manufactured or mobile home community for the placement of a single manufactured or mobile home.

Manufactured or Mobile Home Community – A parcel of land, under single or multiple ownership and developed specifically for the purpose of leasing two (2) or more residential spaces for the location of manufactured or mobile home dwellings and which contain common facilities and utilities located on the premises as licensed by the cabinet.

Mitigation – Methods used to alleviate or lessen the impact of development.

Mixed-use – Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A “single site” may include contiguous properties.

MLE or Modified Ludzack Ettinger – The most widely used biological nutrient removal process in microfiltration membrane bioreactors for the purpose of treating wastewater.

Mobile Home – A structure manufactured prior to June 15, 1976, that was not required to be constructed in accordance with the National Manufactured Housing Construction in Safety Standards Act, that is transportable in one (1) or more sections, that, in the traveling mode is eight (8) body feet or more in width and forty (40) body feet or more in length, or when erected on site, four hundred (400) or more square feet, and that is built on a permanent chassis and designed to be used as a dwelling on a temporary or permanent foundation, when connected with the permanent required utilities, including plumbing, heating, air conditioning, and electrical systems.

Multimodal Transportation – A connected transportation system that supports cars, bicycles, pedestrians, public transit, and other means of transportation.

Native Vegetation – Plant species that naturally occur in and are indigenous to a specified geographic area.

National Register of Historic Places – The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation’s history or whose artistic or architectural value is unique.

Natural Resources – The actual and potential forms of wealth supplied by nature that possess a value and function within the natural systems and which are essential for the perpetuation of life.

Natural System – The complex network of natural resources in which no resource is capable of functioning independently of the other resources in the network.

Natural Water Body – A water system occurring in conformity with the ordinary course of nature; not originally created through man’s activities. May include those normally occurring water bodies which have been dredged or channelized.

Neighborway – A neighborway consists of shared bicycle lane markings and signage to bring awareness of bicyclists on the roadway.

Net acres – The acreage of a site that is usable.

Non-point Source – A dispersed source of stormwater runoff; the water comes from land dedicated to uses such as agriculture, development, forest, and landfills and enters the surface water system as sheet flow at irregular rates.

NOV – Notice of Violations

Objective – A specific, measurable, intermediate end that is achievable and marks progress toward a goal. Usually, an objective requires some sense of time or quantity.

OVL – Ohio Valley League

Parcel (of land) – Any quantity of land capable of being described with such specificity that its location and boundaries may be established, that is designated by its owner or developer as land to be used or developed.

PADD – Purchase Area Development District

Passive Recreation – Leisure time activities not considered active. This may include water-related activities such as boardwalks and interpretive trails, fishing piers as well as boating. Passive recreation may also include non-water-related activities such as hiking, golfing, observation structures, and picnicking.

Person – An individual, corporation, government agency, business trust, estate trust, partnership, association, two or more persons having a joint or common interest, or any other legal entity.

Pervious Surface – Surface through which water can penetrate.

Point Source – A source, such as a pipe, from which stormwater or wastewater is discharged.

Policy/Policies – A general rule for action focused on a specific issue, derived from more general goals conducted to achieve an identified objective.

Pollutant – Any introduced gas, liquid, or solid that makes a resource unfit for its normal or usual purpose.

Pollution – The presence in the outdoor atmosphere, ground, or water of any substances, contaminants, noise, or unnatural alteration of the chemical, physical, biological, or radiological integrity of air or water, in quantities or at levels that are or may be potentially harmful or injurious to human health or welfare, animal or plant life, or property, or unreasonably interfere with the enjoyment of life or property.

Pollution, Non-Point Source – Sources for pollution that are not directly definable and usually cover broad areas of land, such as agricultural land with fertilizers that are carried from the land by runoff, or automobiles.

Pollution, Point Source – Any source of water pollution that constitutes a discernible, confined, and discrete conveyance, including but not limited to any pipe, ditch, channel, tunnel, conduit, well, discrete fissure, container, rolling stock, concentrated animal feeding operation, or vessel or other floating craft from which pollutants are or may be discharged. This term does not include return flows from irrigated agriculture.

Potable Water Facilities – A system of structures designed to collect, treat, or distribute potable water, and includes water wells, treatment plants, reservoirs, and distribution mains.

Plan – A document, adopted by an agency, that contains, in text, maps, and/or graphics, a method of proceeding, based on analysis and the application of foresight, to guide, direct, or constrain subsequent actions, to achieve goals. A plan may contain goals, policies, guidelines, and standards.

Public – Of, pertaining to, or affecting a population or a community.

Public Access – The ability of the public to physically reach, enter, or use recreation sites including beaches and shores.

Public Buildings and Grounds – Structures or lands that are owned, leased, or operated by a governmental entity, such as civic and community centers, hospitals, libraries, police stations, fire stations, and governmental administration buildings.

Public Facilities – A facility provided to the public by the city or another unit of government to residents, visitors and/or businesses.

Public Housing – Rental housing publicly funded and administered to provide safe and affordable housing for low-income families, the elderly, and people with disabilities.

Public Services – A service provided to the public by the city or another unit of government.

Recreation Facility – A park, open space, structure, or facility available to the public for recreational use.

Redevelopment – To develop land or water a second or subsequent times.

Right-of-Way – A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as sidewalks, roadways, railroads, and utility lines.

Runoff – The portion of rainwater that falls upon the land and is not absorbed or retained but flows from the point of contact into natural or artificial conveyance and/or collection systems.

Sanitary Sewer – A system of subterranean conduits that carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (which carry surface water) and septic tanks or leach fields (which hold refuse liquids and waste matter on-site). (See “Septic Systems.”)

Sanitary Sewer Facilities – Structures or systems designed for the collection, transmission, treatment, or disposal of sewage and includes trunk mains, interceptors, treatment plants and disposal systems.

Scenic – Of or pertaining to natural features of the landscape that are visually significant or unique.

Semi-public Facilities – Facilities that benefit the public but that are not provided by the city or another unit of government.

Semi-public Services and Uses – Any use of land or buildings owned and operated by an individual, firm, corporation, lodge, or club, either as a profit or nonprofit activity, for a public service or purpose. This shall include privately owned utilities, transportation, recreation, education, and cultural activities and services.

Septic System – A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available.

Shall – That which is obligatory or necessary. When used in Land Development Regulations, the directive is mandatory.

Should – Expresses directive action unless it can be clearly demonstrated that: a. Strict application will be contrary to the public interest; b. The public values being protected are insignificant and strict application will result in an excessive hardship to the project; c. Strict application will place an excessive hardship on the project, and an alternative action is available which is equal to or superior to the original requirements in reaching the policy’s objective, and d. The activity is not financially feasible for the local government.

Solid Waste – Sludge from a waste treatment works, water supply treatment plant, or air pollution control facility or garbage, rubbish, refuse, or other discarded material, including solid, liquid, semi-solid, or contained gaseous material resulting from domestic, industrial, commercial, mining, agricultural or governmental operations.

Standard – A criterion that defines the meaning of a policy by providing a way to measure its attainment.

State Agency – Any department, commission, board, or other administrative unit of state government.

Stormwater – The flow of water which results from a rainfall event.

Stormwater Facilities – Manmade structures that are a part of a stormwater management system designed to collect, convey, hold, divert, or discharge stormwater and may include stormwater sewers, canals, detention facilities, and retention facilities.

Structure – Anything constructed, installed or portable, the use of which required a location on a parcel of land. It includes a movable structure located on land which can be used for housing, business, commercial, agriculture, or office purposes, either temporarily or permanently. Structure also includes fences, billboards, swimming pools, poles, pipelines, transmission lines, tracks, and advertising signs.

Subdivision – The division of land into two or more lots, parcels, tracts, tiers, blocks, sites, units, or any other subdivision of land, and includes establishment of new streets and alleys, additions, and re-subdivisions.

Substandard Housing – Residential dwellings that, because of their physical condition, do not provide safe and sanitary housing.

TEI – Training and Educational Institute

Transit – The conveyance of persons or goods from one place to another by a public transportation system.

Trip – A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one “production end” (or origin), and one “attraction end” (destination).

Urban Design – The art of making places. It involves the design of buildings, groups of buildings, spaces, and landscapes.

Use – The purpose or activity for which the land or building thereon is designed, arranged, or intended or for which it is occupied or maintained, and shall include any manner of performance of such activity with reference to the specifications of the zoning ordinance.

USGS – United States Geological Society

WWTP – Wastewater Treatment Plant

I. Introduction – Overview of Planning Process

2023 CITY OF FULTON COMPREHENSIVE LAND USE PLAN



Introduction and Overview

The Comprehensive Land-Use Plan Update is an important tool for local leaders as the City of Fulton establishes its goals, prioritizes, and budgets for the future needs of its citizens. To develop a practical and usable plan, the city invited the Kentucky League of Cities Community and Economic Development (KLC CED) staff to work alongside the mayor, city commissioners, the City of Fulton Planning Commission, city manager and city staff as they updated the research data and reviewed the city's existing planning principles, as well as the goals and objectives, and updated them. The final step in completing the Comprehensive Plan update was to develop strategic recommendations to guide the city as they implement the Comprehensive Land Use Plan.

As the city was coming out of the COVID-19 pandemic, numerous economic development opportunities became available. City leaders felt the timing was perfect to update the 2015 plan and look towards the future. In using the KLC CED staff's step-by-step approach, the City of Fulton has a well-thought-out plan with a focus on priorities which will guide the future growth and development of the city.

The following steps were taken to complete the 2023 Fulton Comprehensive Land-Use Plan Update.

January 5, 2023

City officials worked with KLC CED staff to establish expectations, obtain background information and to identify current or previous planning documents. A city point of contact was established so the work between KLC and the city can flow seamlessly back and forth.

Required Public Meetings and Hearings

November 16, 2023

Goals and Objectives Public Hearing

A public hearing was held by the City of Fulton Planning Commission, per KRS Chapter 100, for the purpose of receiving public comments regarding the proposed Goals and Objectives of the Comprehensive Land-Use Plan Update.

November 16, 2023

Comprehensive Land-Use Plan Update Public Hearing

A public hearing was held before the City of Fulton Planning Commission, per KRS Chapter 100, for the purpose of receiving public comments regarding the proposed Comprehensive Land Use Plan Update.

Adoption of Goals and Objectives and Comprehensive Land Use Plan Update.

Following the public hearings on November 16, 2023, the City of Fulton Planning Commission adopted the 2023 City of Fulton Comprehensive Land Use Plan Update by a unanimous vote of the members of the planning commission, subject to the requested edits brought forth by the members of the planning commission.

Historic Overview*

Fulton has a rich rail history with significant development being driven in the early days by the main rail line passing through the community⁽¹⁾. Once the second largest division headquarters on the Illinois Central Railroad, the first railroad deed was sold in 1857, and construction of the line reached Pontotoc in 1859. At that time Pontotoc was referred to as the “end of the line” by the United States Government due to its pivotal position at the termination point of the Paducah-Memphis rail line.

In 1861, the post office was renamed Fulton, in honor of steamship inventor Robert Fulton. The city was formally incorporated by the state assembly in 1872. In 1896, the Illinois Central Railroad owned the two railroad lines that crossed Fulton, which saw 30 passenger trains a day and 3,000 freight cars that picked up or delivered cargo. The freight cars usually would have bananas stopping in Fulton to be re-iced and then shipped to the rest of the country. Through this process, Fulton became known as the “Banana Capitol of the World.”



The railroad is still an important part of Fulton moving two thousand cars a day. However, today, the interstate system has become the greatest asset to the city. Interstates have allowed the city to diversify, and people come from all parts of the country to make their homes in Fulton.

References:

* “A Community to Live, Work, & Play – 2015 Comprehensive Plan for the City of Fulton, KY”

1. Amtrak. (2014). “Great American stations: Fulton, KY.” Retrieved from

<https://www.greatamericanstations.com/stations/fulton-ky-ftn/>.

II. Goals and Objectives

CITY OF FULTON, KENTUCKY

2023 Statement of Goals & Objectives

The City of Fulton has maintained a formal planning program since the mid 1960's. The city recognizes that planning is a continuing process and that many specific development decisions must be made by elected officials when the need arises. It is imperative that a well-planned guide of policy statements be formulated upon which should planning decisions can be made and executed.

Both the planning commission and the Fulton City Commission realize that exact locations for future land uses or needed improvements are difficult to be projected with any degree of accuracy. It is, rather, the intent of the Comprehensive Plan to delineate general areas of future land requirements and recommend the most desirable relationship of various land uses. General locations are recommended for needed future public facilities with the plan serving as a guide for future development. The emphasis should be placed on the planning process and objectives for decision making.

Therefore, it is the intention of the planning commission and elected officials that the planning program effectively deal with evolving reality. In striving toward this evolving reality, the planning process should be a major factor in decision making. This process involves collecting the data, analyzing the data, community input, community vision and setting of goals with measurable progress toward the goal.

The Comprehensive Plan (Existing and Future Land Use Plan, Traffic and Transportation Plan, and Utilities and Community Facilities Plan) will be guided by the statements of long-range goals and objectives during their formulation.

2023 FULTON STATEMENT OF GOALS & OBJECTIVES

Before reviewing these statements of intent, a clear understanding of the following two elements is essential:

- Goals are broad statements dealing with city-wide objectives such as living patterns, growth, and development. Goals are general in nature and change very little over time.
- Objectives are measurable and targeted to complete goals. Objectives are something that is aimed at and achieved. Objectives are fluid and changing to achieve the goal.

The following is an initial set of goals and objectives recommended for adoption by the Planning commission to guide the formulation of the remaining plan elements. These objectives should not be regarded as permanent, but should be measured, evaluated and be revised during the course of a continuing planning program review process.

Vision: Fulton is a diverse, welcoming, forward-looking city that provides high quality of life with low cost of living and economic opportunities for all its citizens.



Statement of Goals and Objectives to Achieve the Vision

I. Economic Development

Goal: The Economic Goal of the City of Fulton is to achieve sustainable economic development through a balanced and diversified economy. This includes the entire community and region, particularly the City of South Fulton, Tennessee.

Objectives:

1. Maintain and expand a diversified economy by encouraging growth in targeted cluster industries that provide high-wage employment and complement changing economic conditions by supporting existing businesses and by retaining and improving resource-based sectors such as tourism, retirement, and recreation.
2. Support and encourage the growth of business and commercial activities to provide the citizens and visitors with safe, attractive, and convenient shopping areas.
3. Support efforts to increase the number, viability, and growth of small business enterprises to further strengthen and diversify the economy.
4. Provide leadership to the ongoing efforts to improve the public education system in order to encourage industries to locate or expand in the community and encourage participation of business, economic, and educational leaders and institutions in this effort.
5. Maintain the quality of the city's balance between man-made and natural environments as a means of attracting and maintaining target industries and retaining a healthy foundation for the city and region's economies.

II. Housing

Goal: The Housing Goal of the City of Fulton is to encourage sustainable, safe, and sanitary housing which meets the needs of all existing and future residents of the community.

Objectives:

1. Strive to fulfill the city's housing needs while promoting sustainable and energy-efficient standards.
2. Assist the private sector to provide housing of various types, sizes, and costs to meet the housing needs of all existing and anticipated populations of the City.
3. The City of Fulton should develop and implement a community planning and neighborhood planning program to develop strategic actions that will create, enhance, and maintain a more livable community. These actions, in turn, will provide a strong sense of place and identity for the citizens of the Fulton.
4. Through continued monitoring and enforcement of building and housing codes, the city should strive to conserve and extend the useful life of the existing housing stock and the stabilization of older neighborhoods.
5. Encourage housing and supportive services for the elderly and special needs residents.
6. Designate adequate sites with appropriate land use and density on the Future Land Use Map.
7. Ensure that an adequate supply of land for the private sector exists in the city to provide for diverse housing needs for all residents.

III. Industrial Development

Goal: The Industrial Development goal of the City of Fulton is to provide adequate space and resources for the present and future needs of the industrial and manufacturing sector.

Objectives:

1. Ensure new industries are in areas where transportation movements can be performed safely and efficiently, where adequate utilities can be provided most economically, and where adequate off-street parking and loading/unloading can be satisfied.

2. Encourage the continued development of the city's industrial park with adequate and desirable areas set aside to allow for expansion when needed.
3. Ensure support for the Fulton-Hickman County EDP, the City of Fulton IDA, and Fulton County IDA.
4. Cooperate with and support any efforts of the City of South Fulton in developing industrial growth.
5. Encourage the development of modern, safe, attractive, and well-landscaped industrial buildings.

IV. Recreation

Goal: The City of Fulton encourages adequate sustainable park, recreation, and open-space facilities and areas offering a broad range of activities, convenient access, appropriate improvements, and sound management to all current residents and visitors.

Goal: Enhance the sidewalk network including but not limited to, adding new sidewalks, connect existing disjointed sidewalks, and upgrade undersized sidewalks by establishing a network of Major Sidewalks throughout the city to facilitate planning of future sidewalks in and among neighborhoods and improving walkability and safety for pedestrians walking throughout the city, such as students traveling to/from school.

Objectives:

1. Provide open space areas and active and passive recreation facilities and areas for residents and visitors. Meet the recreation and open-space needs using public funds, public-private partnerships, grants, gifts, contributions, mandatory fees and/or dedications, and other means.
2. Plan for maintenance and improvement of existing recreation and open space facilities.
3. Recognize the importance of public recreation and open-space areas in community and economic development and preserve and protect these areas from encroachment by incompatible land uses.
4. Expand connectivity to community facilities (trails, parks, schools, etc.) for residents.
5. Encourage outdoor activity, park usage, and improve community walkability and

disabled persons' accessibility to the sidewalk network.

6. Create a framework for implementing sidewalk construction and project prioritization.

V. Transportation

Goal: The Transportation Goal of the City of Fulton shall be to develop and maintain sustainable, safe and efficient intermodal transportation linkages through a balance of traffic circulation systems, public transportation, and pedestrian and bicycle networks.

Simultaneously, the City of Fulton shall encourage a safe and accessible public transit system encouraging a sustainable and economically feasible alternative to automobile use.

Objectives:

1. To encourage strategies which reduce demand on the city's transportation infrastructure and alleviate street traffic congestion.
2. To maintain a sustainable motorized and non-motorized transportation system through the adoption of a financially feasible Capital Improvement Program.
3. To establish a network of streets that provide multiple routes for intra-community trips and alternate routes for external travel so that neighborhood collector streets can be maintained as two-lane streets while ensuring that adequate ingress and egress are available for police, fire, and emergency evacuation, and no one neighborhood is unduly burdened by providing more than its fair share of roadway capacity.
4. To maintain land development regulations which set requirements for safety and aesthetics in the transportation system.
5. To coordinate with the Fulton County Transit, South Fulton, and other local transit service providers in the community transit initiatives.

VI. Community Services

Goal: The Community Services Goal of the City of Fulton shall be to provide an effective and sustainable public safety program; an adequate central sanitary sewage facility; a safe, healthy, dependable, and sustainable potable water supply; a safe, dependable, and sustainable natural gas supply; access to solid waste management and disposal facilities; a comprehensive emergency management plan for the city and continue its coordination with Fulton County Emergency Management regarding hazardous materials response; and the conservation and protection of public drinking water supplies.

Objectives:

1. Provide public safety services in a timely manner.
2. Provide for and maintain potable water facilities in a safe and adequate manner throughout the city.
3. Ensure that natural gas facilities shall be maintained in a safe and adequate manner throughout the city.
4. Provide for and maintain sanitary sewer facilities in a safe and adequate manner throughout the city.
5. Continue to encourage new development and redevelopment to reduce the per capita consumption of drinking water and encourage the switch to water conserving plumbing fixtures in existing and new structures through education of the consumer.
6. Maintain a Comprehensive Emergency Management Plan and provide support for the countywide Emergency Management Plan.

VII. Tourism

Goal: The Tourism Goal for the City of Fulton shall be to provide visitors with a wide range of quality experiences, attractions, and accommodations.

Objectives:

1. Support developing tourism infrastructure.
2. Collaborate with regional partners to improve tourism marketing.
3. Partner regionally to improve education and training of tourist industry employees and community volunteers.

VIII. City-Wide Appearance

Goal: The City-Wide Appearance goal of the City of Fulton shall be to present to residents and visitors an aesthetically pleasing, clean, and well-maintained image of the city.

Objectives:

1. Utilize the city's zoning ordinance to buffer unsightly land uses, and utilize code enforcement to eliminate abandoned automobiles, overgrown grass and weeds on properties, and discarded debris.
2. Encourage civic pride in the community by promoting the participation of various clubs, and youth and leadership groups in the process of local government and in voluntary clean-up, paint-up, fix-up campaigns.
3. Utilize public funding opportunities to replace dilapidated structures when practical.



IX. Environmental Goal

Goal: The Environmental Goal of the City of Fulton shall be to provide a healthy living environment for the city's residents, businesses, and visitors.

Objectives:

1. Protect surface and subsurface water sources from adverse impacts associated with urbanization.
2. Ensure that air quality meets or exceeds federal and state guidelines for a healthy environment.
3. Ensure that industrial or commercial development does not degrade air or water quality.
4. Ensure that no new development is in the 100-year floodplains.
5. Ensure that planning for new development should identify and protect streams, wetlands, unsuitable soils, significant trees, and other significant features and that no new development is within 100-year floodplains.



III. Demographics Analysis

III. Fulton Demographics Analysis

Introduction

The City of Fulton is situated in the western-most county of Kentucky, Fulton County, and on the southern border of the state with Tennessee. The city was founded in 1859 and became incorporated in 1872 with the rail line running through the city becoming its life force. This line continues to be an integral feature of Fulton today.

This demographics section uses data gathered from the U.S. Census Bureau's American Community Survey to report on the current demographics for the City of Fulton. Population projections are provided by the Kentucky League of Cities.

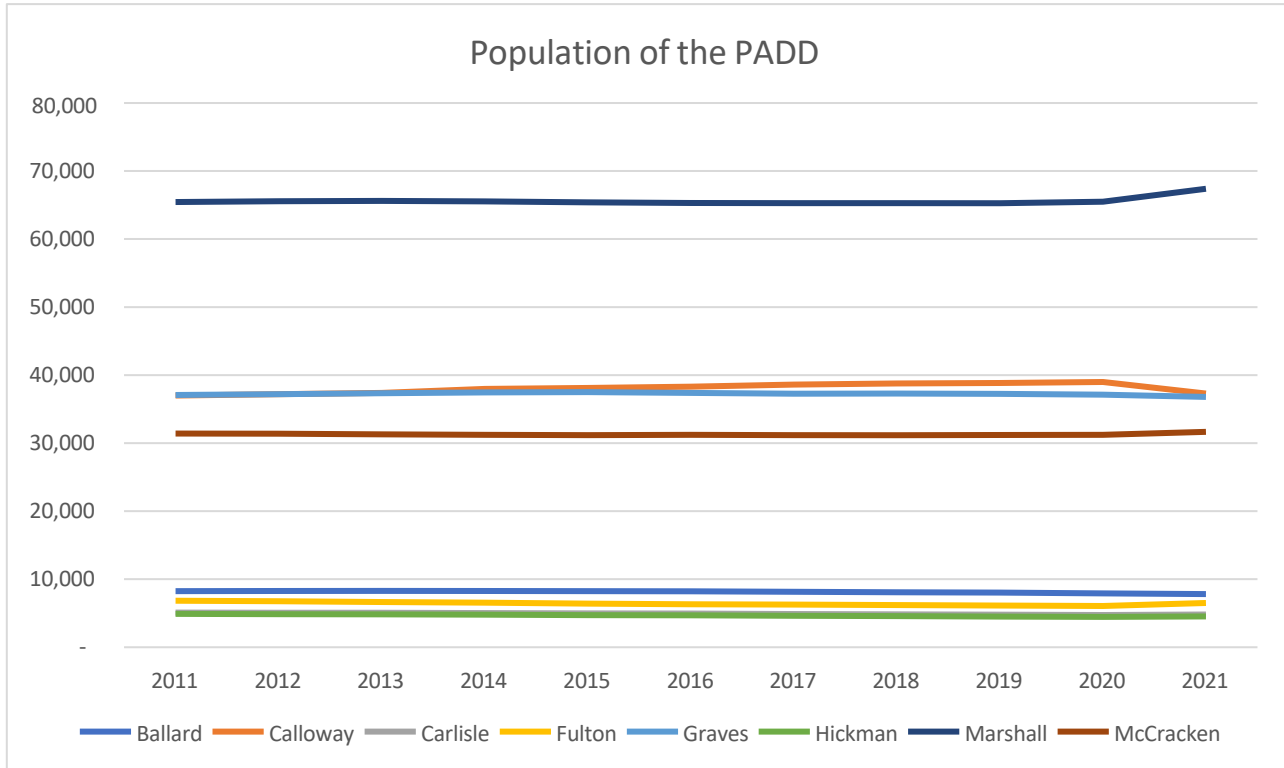
Population Trends

The City of Fulton has been experiencing a steady decline in population for quite some time. Since 2011, Fulton's population has decreased by 18%, falling from 3,041 to a 2021 population of 2,494¹. This rate of decline is nearly four times as rapid as the decline for Fulton County, which saw a 4.8% decrease from 6,836 people in 2011 to 6,507 in 2021. Decreasing populations, however, are not abnormal in the Purchase Area Development District (PADD), with six of the eight members seeing a decreasing population over this same period. The counties of Ballard, Carlisle, Graves, Hickman, and McCracken all saw some degree of

¹ US Census Bureau: American Community Survey 5-year Estimates DP05
https://data.census.gov/table?q=population&g=0400000US21_0500000US21007,21035,21039,21075,21083,21105,21145,21157_1600000US2129566&tid=ACSDP5Y2020.DP05

decreasing population, with only Calloway County and Marshall County experiencing population increases. The populations for the counties within the PADD are shown below.

Figure 3.1: PADD Population 2011-2021



Looking at the decennial census over the past two decades and comparing it to other cities in the area, the City of Fulton’s declining population is drastically higher. Since the 2000 decennial census, Fulton’s population has fallen over 15% from 2,775 in 2000 to 2,357 in 2020². The City of Hickman, which is the county seat for Fulton County, saw a decline of 7.6% from 2,560 to 2,365 in the same period. Nearby Mayfield in Graves County had a decrease of 3.2% from 10,349 in 2000 down to 10,017 in 2020. In this time there was a 1.8% increase in population for

² US Census Bureau: Decennial Census P1
https://data.census.gov/table?q=population&g=0400000US21_0500000US21007,21035,21039,21075,21083,21105,21145,21157_1600000US2129566&tid=DECENNIALPL2020.P1

the PADD which may be due in part to a 15.8% population increase in the City of Murray in Calloway County, jumping from 14,950 in 2000 to 17,307 in 2020.

Table 3.1: Decennial Populations

Year	Kentucky	Purchase Area	Fulton	Fulton County	Hickman	Mayfield	Murray
2000	4,041,770	193,495	2,775	7,752	2,560	10,349	14,950
2010	4,339,367	196,393	2,445	6,813	2,395	10,024	17,741
2020	4,505,836	196,876	2,357	6,515	2,365	10,017	17,307
%Change	11.48%	1.75%	-15.06%	-15.96%	-7.62%	-3.21%	15.77%

Population Projections

The City of Fulton currently ranks as the 129th most populated city in the Commonwealth out of a total of 416 incorporated cities. Of the 120 counties that make up the Commonwealth, Fulton County is 113th by population. Both the City of Fulton and Fulton County have been seeing a declining population over the past decade and projections show that this trend could persist.

Should the current rate of population decline continue in the City of Fulton, it’s projected that there would be approximately 2,140 residents in 2030 and 1,760 in 2040. The high-end population projections for the city are 2,824 in 2030 and 2,752 in 2040. For Fulton County, it is likely that the population will fall to 5,596 by 2030 and 4,974 by 2040. Even the high-end population projections for the county show decline with a possible 5,983 population in 2030 and 5,441 in 2040. Once more, this decline is representative of the region as projections for the PADD reveal a slim decline in residents by 2040, going from a total population of 196,814 to

196,715. However, the high-end projections for the PADD population show a possible increase to 199,213 in 2040.

Table 3.2: Fulton Population Projections³

Year	Projection
2011	3,041
2012	2,788
2013	2,532
2014	2,497
2015	2,592
2016	2,554
2017	2,465
2018	2,522
2019	2,592
2020	2,405
2021	2,494
2030	2,140
2040	1,760

Demographics

The City of Fulton’s population mirrors the rest of the Commonwealth with a majority of White residents, but this majority is significantly smaller than that of the Commonwealth and the entirety of the PADD. As of 2021, an estimated 60.9% of the population in the City of Fulton was White with the next highest racial group being African Americans who were reported at 26.7% of the 2,494 residents of the City, and a further 3.9% of the population was reported as being Hispanic⁴. This split is similar to that in the rest of Fulton County which reported a 71.6%

³ Kentucky League of Cities

⁴ US Census Bureau: DP05 ACS Demographic and Housing Estimates
<https://data.census.gov/table?q=Population+Total&g=0500000US21007,21035,21039,21075,21083,21105,21145,21157,1600000US2129566&tid=ACSDP5Y2020.DP05>

White population compared to a 22.3% African American population and a 1.7% Hispanic population. Both the City of Fulton and Fulton County had significantly larger African American populations as the PADD recorded a 6.3% population in 2021 and the Commonwealth had a recorded 8.0% African American population. The White population at the time was 88.4% and 85.5% respectively for these regions, as well as 3.3% and 3.9% respectively for the Hispanic population.

Table 3.3: Racial Makeup of Fulton

Year	Fulton	Fulton County	PADD	Kentucky
2017				
White	64.3%	71.3%	89.2%	87.3%
A.A.	28.3%	24.4%	7.3%	8.0%
Hispanic	0.7%	0.7%	2.8%	3.4%
2018				
White	71.4%	72.2%	89.1%	87.1%
A.A.	24.3%	25.0%	7.4%	8.0%
Hispanic	3.1%	1.9%	3.0%	3.6%
2019				
White	64.7%	71.9%	88.9%	87.0%
A.A.	29.8%	24.0%	7.1%	8.1%
Hispanic	3.0%	2.0%	3.1%	3.7%
2020				
White	59.0%	71.6%	88.5%	86.2%
A.A.	30.3%	22.8%	7.0%	8.1%
Hispanic	3.8%	1.7%	3.2%	3.8%
2021				
White	60.9%	71.6%	88.4%	85.5%
A.A.	26.7%	22.3%	6.3%	8.0%
Hispanic	3.9%	1.7%	3.3%	3.9%

Age and Gender

The City of Fulton holds an interesting distinction from the rest of Fulton County, the PADD, and the Commonwealth as the City has a noticeably younger population than these other regions and has had this younger population for many years now. In 2021, it was estimated that the City of Fulton had a median age of 37.6⁵. This is nearly two years younger than Fulton County’s estimate of 39.2 and Kentucky’s estimate of 39.0. As for the rest of the PADD, the City of Fulton’s population had a median age that was over four years younger than the PADD’s 41.7. The median age in Fulton has increased in the past five years, growing from 34.4 to 37.6 in that time, but this median age has remained the youngest between the County, PADD, and the Commonwealth in this time as well.

Table 3.4: Median Age

Year	Fulton	Fulton County	PADD	Kentucky
2017	34.4	43.1	42.4	38.6
2018	35.0	43.1	42.3	38.7
2019	37.4	43.5	42.5	38.9
2020	34.4	42.7	42.3	39.0
2021	37.6	39.2	41.7	39.0

The City of Fulton is also unique in the split between its male and female populations. It was estimated in 2021 that the city had a 43.1% male population and thus a 56.9% female population. For Fulton County, this split was 50.8% male to 49.2% female; in the PADD, the split

⁵ US Census Bureau: DP05 ACS Demographic and Housing Estimates
<https://data.census.gov/table?q=Population+Total&g=0500000US21007,21035,21039,21075,21083,21105,21145,21157,1600000US2129566&tid=ACSDP5Y2020.DP05>

was 48.9% male and 51.1% female; and for the state of Kentucky the split was 49.5% male to 50.5% female.

Table 3.5: Gender

Gender	Fulton	Fulton County	PADD	Kentucky
Male	43.1%	50.8%	48.9%	49.5%
Female	56.9%	49.2%	51.1%	50.5%

The City of Fulton holding a larger female population than these other regions has been representative of a trend for the city that has been ongoing for some time now. In fact, this trend has shown a decrease in the male population from 46.3% in 2017 to 43.1% in 2021 and an increase in the female population from 53.7% in 2017 to 56.9% in 2021.

Table 3.6: Gender in Fulton

Year	Male	Female
2017	46.3%	53.7%
2018	45.6%	54.4%
2019	44.5%	55.5%
2020	44.2%	55.8%
2021	43.1%	56.9%

This trend may be due in part to the City of Fulton’s higher percentage of widowed women. When looking at marital status in these regions, the percentage of women who were estimated to be widowed in 2021 was 21.9%. This was nearly five percent higher than Fulton County’s rate of 17%, almost ten percent higher than the PADD’s 12.3%, and over twice as large as the Commonwealth’s 9.9%. Fulton’s female population also had a higher percentage of those who never married, and a higher percentage of those who have divorced or separated as well as a

much lower percentage of those who are currently married. The male population in Fulton was similar to the County, PADD, and Kentucky in most of these categories, but the percentage of males who are married was noticeably lower when compared to the PADD or the Commonwealth. The percentage of males who had never married was noticeably higher than these regions as well.

Table 3.7: Marital Status

	Fulton	Fulton County	PADD	Kentucky
Male				
Never Married	49.3%	46.8%	31.0%	32.9%
Married	31.9%	34.9%	51.7%	50.2%
Separated	2.5%	1.2%	1.5%	1.7%
Widowed	3.0%	5.0%	3.2%	3.2%
Divorced	13.2%	12.2%	12.7%	12.0%
Female				
Never Married	31.2%	33.4%	24.3%	26.2%
Married	19.0%	31.0%	48.2%	47.6%
Separated	8.5%	6.6%	2.3%	2.2%
Widowed	21.9%	17.0%	12.3%	9.9%
Divorced	19.4%	12.1%	13.0%	14.1%

Conclusion

The City of Fulton is one with a rich history that faces the prospect of a quickly declining population. What was once a thriving rail community, Fulton must now face the reality that many in the Purchase Area are coming to realize. Without a proper response to this issue, the City may not see itself continuing for many more generations, but there is still hope. A recent influx in the population in the past couple years coupled with a young, diverse demographic base reveals promise for Fulton. There is an opportunity for this population to shape its own

future that is more inclusive than other cities in the region, giving reason for more people to seek the City of Fulton for this unique characteristic. There is also potential for people to recognize the need for change in the area to keep pace with the world's industrial and commercial needs. Ironically, at one point in its history, Fulton sat at the forefront in this regard.

IV. Economic Analysis

IV. Fulton Economic Analysis

Introduction

A comprehensive economic analysis for the City of Fulton provides appropriate estimates for the future land use needs of the city. Once a hallmark of a major rail line in the US, Fulton has the opportunity to increase its industrial base and workforce presence in the region. All data used for this section is sourced from the most recent year available. Additionally, the City engaged Atlas Community Studios to create the *“Fulton, Kentucky Placemaking Playbook”* which takes a deep dive into the current economic and quality of life conditions in Fulton. Its recommendations and strategies are incorporated by reference into the Fulton, Kentucky Comprehensive Land Use Update.

Labor Force Characteristics

The American Community Survey (ACS), a data collection tool used by the United States Census Bureau, provides numerous metrics of the current labor force in the nation that is useful for understanding economic conditions.

According to the most recent estimates from 2021, the City of Fulton had a population of 925 in the labor force¹. This represents a 49.1% labor force participation rate from the available workforce of 1,883, which is the number of individuals 16 years of age and older. An economic overview conducted by the City of Fulton found that total employment in the city had grown to 1,264 by the second quarter of 2022 based on a four-quarter moving average. This represented a 5.7% increase in employment in the region over the year ending in the second quarter of 2022.

Fulton County had a labor force population of 2,443 at this time constituting a 46.5% labor force participation rate. In comparison with the Purchase Area Development District (PADD), which includes the counties of Ballard, Calloway, Carlisle, Fulton, Graves, Hickman, Marshall, and McCracken, the labor force participation rates of the City of Fulton and Fulton County were

¹ US Census Bureau 2021 DP03 ACS 5-year estimates Selected Economic Characteristics

much lower with the PADD holding a participation rate of 56.1%. The State of Kentucky held a labor force participation rate of 59.5% in 2021, and the United States as a whole held a participation rate of 63.6%.

The much lower participation rate in the City of Fulton may help to explain the much lower unemployment rate in the city of 4.1%, the lowest of any of these regions. There may be other factors at play here, however, as Fulton County held the highest unemployment rate of any of these regions at 6.7%. These comparisons are detailed in the table below:

Table 4.1: Labor Force Characteristics

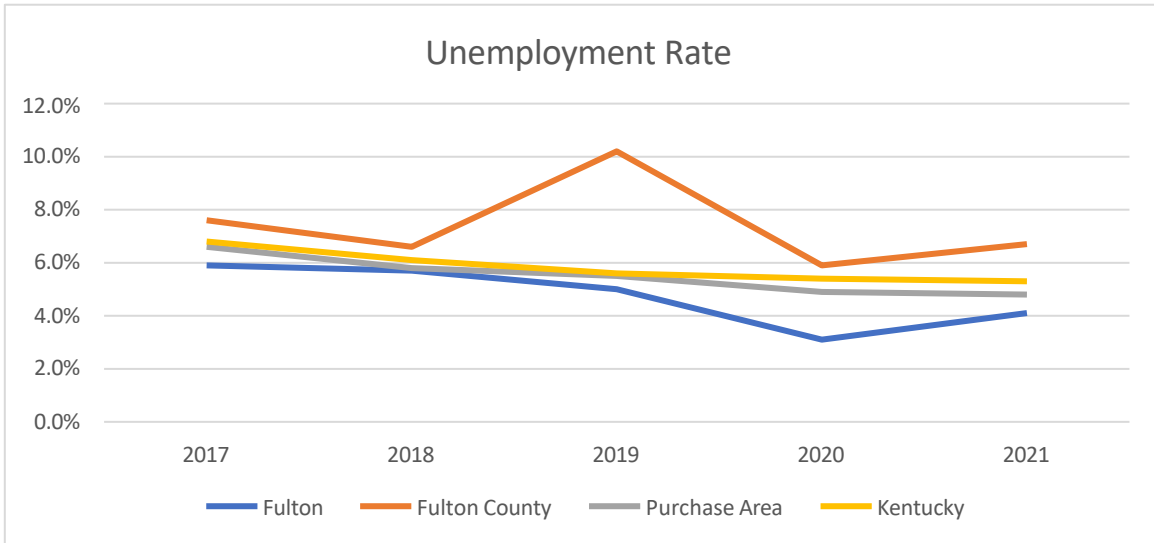
	Fulton	Fulton County	Purchase Area	Kentucky	United Sates
Population in the Labor Force	925	2,443	89,472	2,135,988	167,869,126
Labor Force Participation Rate	49.1%	46.5%	56.1%	59.5%	63.6%
Unemployment Rate	4.1%	6.7%	4.8%	5.3%	5.5%

The unemployment rate in the City of Fulton has been on a downward trend over the past five years, falling nearly two percentage points from 5.9% in 2017 to the current 4.1% in 2021. This trend has been ongoing across the PADD and the commonwealth as well with the PADD having a high of 6.6% in 2017 and Kentucky seeing a high of 6.8% the same year. In 2021, the PADD had an unemployment rate of 4.8% and the commonwealth had a rate of 5.3%. As for Fulton County, the unemployment rate has been anything but predictable. The 2017 unemployment rate for the county was 7.6%, but this rate then ballooned to 10.2% in 2019 before settling into the current unemployment rate of 6.7%.

Table 4.2: Unemployment Rate

Year	Fulton	Fulton County	Purchase Area	Kentucky
2017	5.9%	7.6%	6.6%	6.8%
2018	5.7%	6.6%	5.8%	6.1%
2019	5.0%	10.2%	5.5%	5.6%
2020	3.1%	5.9%	4.9%	5.4%
2021	4.1%	6.7%	4.8%	5.3%

Figure 4.1: Unemployment Rate

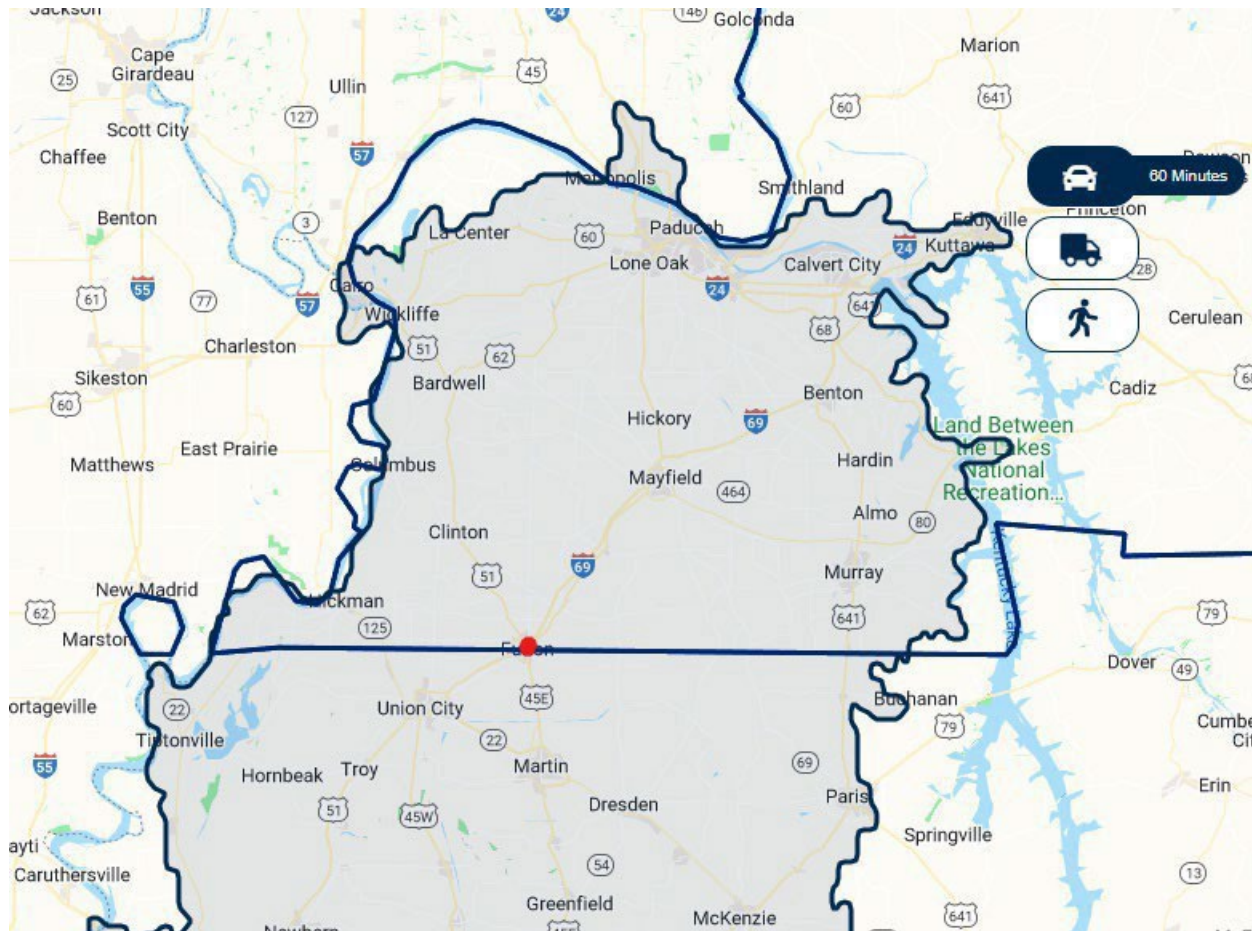


Labor Market Area

The Kentucky Cabinet for Economic Development provides the definition of a city’s labor market area as the region within a 60-minute drive of the city and within the borders of the Commonwealth². This does pose a unique restraint for the City of Fulton as it sits directly on the Kentucky-Tennessee border and, thus, has its labor market area restricted to quite a degree. Figure 4.2 below reveals how much of a restraint this can be. However, Fulton does still have nearly the entirety of the PADD within its labor market area and can draw on the workforce of a majority of western Kentucky. Fulton is represented in this image by a red dot.

² Team Kentucky Cabinet for Economic Development
<https://properties.zoomprospector.com/kentucky/community/Fulton-KY-/2129566/jobsiq?drivetime=60>

Figure 4.2: Fulton Labor Market Area



Commuting

Commuters in Fulton have a much shorter commute time than those in Fulton County, the PADD, or the Commonwealth. The average travel time to work for a Fulton resident is only 15.5 minutes, over five minutes shorter than the commute time of 20.9 minutes in Fulton County and the 20.5 minutes for the PADD. It is just over eight minutes shorter than the 23.7-minute commute time for Kentucky³. Despite such short commute times, only 50.6% of commuters from the City of Fulton work within their county of residence. While similar to Fulton County’s

³ US Census Bureau 2021 S0801 ACS 5-year estimates Commuting Characteristics by Sex

51.2%, both fall well behind the PADD’s figure of 58.8% and the state’s figure of 68.4%. Since the City of Fulton is situated directly on the Kentucky-Tennessee border, it is likely that some commuters choose to work in the nearby Tennessee cities of South Fulton, Union City, and Martin. The major roadways going through Fulton, including the Purchase Parkway/I-69, US 51, and US 45, allow commuters to easily travel to and from the city.

Table 4.3: Commuting

Commuting	Fulton	Fulton County	Purchase Area	Kentucky
Worked in County of Residence	50.6%	51.2%	58.8%	68.4%
Average Travel Time to Work (Min)	15.5	20.9	20.5	23.7

Over one quarter of households in the City of Fulton, however, do not have a vehicle with which to commute⁴. Of the estimated 876 occupied housing units in Fulton in 2021, 26.1% did not have a vehicle available. This figure is nearly ten percent higher than the 16.5% of households without a vehicle in Fulton County and four times greater than the PADD’s 6% of households without a vehicle, which is much closer to the Kentucky figure of 6.9%. With one of the few Amtrak stops in the Commonwealth and the robust help of the Fulton County Transit Authority, residents of Fulton may simply find it more convenient to use other modes of transportation.

Income

According to estimates from the 2021 ACS, residents in the City of Fulton had a median income of \$29,677⁵. This median income level is around \$4,000 less than Fulton County’s median level of \$33,567 in the same year. The average median income level across the PADD was \$47,506, and the Commonwealth had a median level of \$55,454. Although the median income level in Fulton was much lower than in these other regions, it has been steadily increasing over the last five years. Since 2017, the median income level in the City of Fulton has grown over 15% from \$25,789 to its 2021 figure of \$29,677. In spite of this positive trend, it has not kept pace with

⁴ US Census Bureau 2021 DP04 ACS 5-year estimates Selected Housing Characteristics

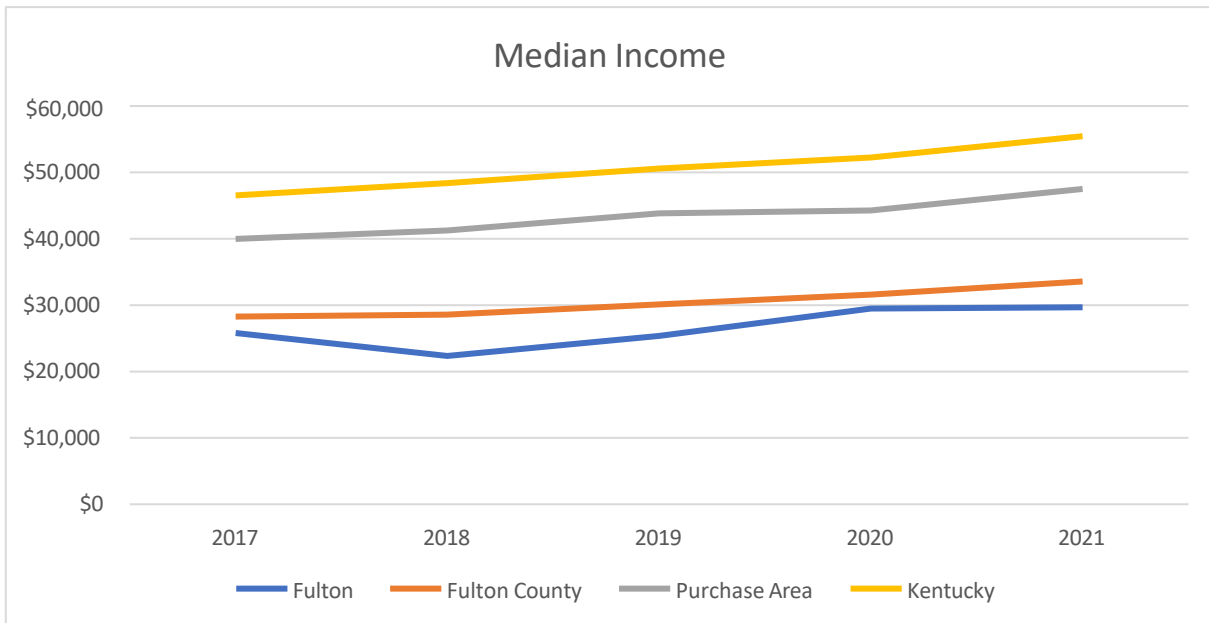
⁵ US Census Bureau 2021 DP03 ACS 5-year estimates Selected Economic Characteristics

the increasing income in Fulton County, the PADD, or Kentucky as each of these regions saw increases of upwards of 18% since 2017 with the Commonwealth seeing the largest growth, increasing 19.17% from \$46,535 to the 2021 number of \$55,454.

Table 4.4: Median Income

Year	Fulton	Fulton County	Purchase Area	Kentucky
2017	\$25,789	\$28,274	\$39,977	\$46,535
2018	\$22,344	\$28,559	\$41,261	\$48,392
2019	\$25,375	\$30,114	\$43,839	\$50,589
2020	\$29,495	\$31,587	\$44,275	\$52,238
2021	\$29,677	\$33,567	\$47,506	\$55,454
Percent Change	15.08%	18.72%	18.83%	19.17%

Figure 4.3: Median Income Graph



The Economic Overview conducted by the City of Fulton found that the average annual wage for workers in the city was \$37,051 as of the second quarter of 2022. Despite this average annual wage falling well behind the U.S. average of \$67,777, average annual wages per worker had increased by 7.3% in Fulton in the previous four quarters.

The table below details the average weekly wages and the average monthly employment for the Commonwealth and each County within the PADD from the most recent available data which is the second quarter of 2022. Within this table is also the percentage change for these values from the second quarter of 2016. This year was chosen to provide an understanding of how wages and employment have changed in the time since the previous Comprehensive Plan.

Table 4.5: Employment & Wages⁶

Location	Avg Wage	% Change	Avg Employment	% Change
Kentucky	\$ 1,066	27.51%	1,855,668	1.23%
Ballard	\$ 1,096	4.88%	1,711	-1.27%
Calloway	\$ 786	17.49%	13,710	-6.46%
Carlisle	\$ 805	43.24%	810	-9.19%
Fulton	\$ 752	26.60%	2,108	3.84%
Graves	\$ 840	24.63%	10,957	2.56%
Hickman	\$ 785	22.46%	733	-7.57%
Marshall	\$ 1,066	18.05%	10,861	-4.56%
McCracken	\$ 1,003	24.13%	39,058	-2.27%

One useful metric of income is the measure of income inequality in a city and the greater region around it. The US Census Bureau tracks income inequality through the Gini Index of Income Inequality which uses a scale of 0-1 to determine how income is distributed in an area. The closer to 0 an area is scored, the more equally income is disbursed across the population. The closer to 1 an area is scored, the more unequally income is disbursed across the population. According to the 2021 ACS, the City of Fulton had a Gini Index of 0.3657 meaning the city experienced a fairly low level of income inequality⁷. Fulton had a much better index score than any other region in this research as Fulton County held a score of 0.4282, the PADD held an average score of 0.4788, the Commonwealth carried a score of 0.4764, and the United States held a score of 0.4818.

⁶ Kentucky Center for Statistics *Employment & Wages by Industry*
<https://kystats.ky.gov/KYLM/I/QCEWCoveredEmployment>

⁷ US Census Bureau 2021 B19083 5-year ACS estimate Gini Index of Income Inequality

Poverty

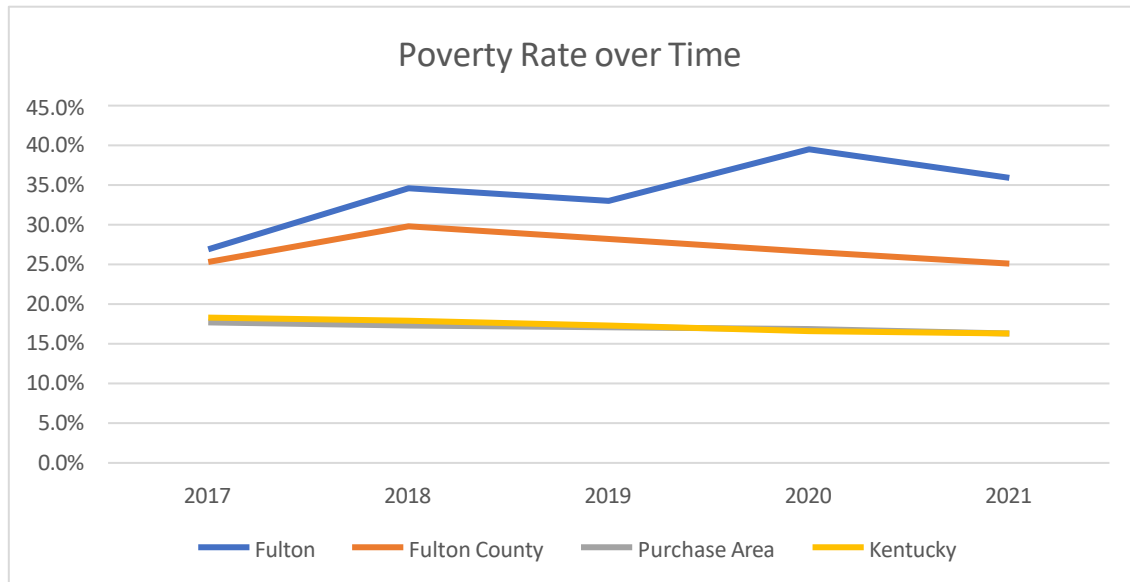
One of the more pressing concerns for the City of Fulton is the rate of poverty. Data from the 2021 ACS revealed that Fulton had a significantly higher percentage of its population living in poverty when compared to other regions. In 2021, the City of Fulton had 35.9% rate of poverty⁸. In the same year, Fulton County had a rate of 25.1%, the PADD had a rate of 16.3%, and the Commonwealth had a rate of 16.3%. Since 2017, the City of Fulton’s poverty rate has been considerably higher than each of these regions and has even seen an increase from the 2017 rate, climbing nine percentage points from 26.9% to 35.9%. Fulton County’s poverty rate has fallen very slightly from 25.3% in 2017 to 25.1%, but both the PADD and the Commonwealth have seen decreases in poverty by 1.4% and 2.0%, respectively, over this time period.

Table 4.6: Poverty Status

Year	Fulton	Fulton County	Purchase Area	Kentucky
2017	26.9%	25.3%	17.7%	18.3%
2018	34.6%	29.8%	17.3%	17.9%
2019	33.0%	28.2%	17.1%	17.3%
2020	39.5%	26.6%	16.9%	16.6%
2021	35.9%	25.1%	16.3%	16.3%

⁸ US Census Bureau 2021 S1701 ACS 5-year estimates Poverty Status in the past 12 months

Figure 4.4: Poverty Rate Over Time



Despite the higher rates of poverty in the City of Fulton, the Economic Overview conducted by the city revealed a much lower cost of living when compared to Kentucky and the US. A cost-of-living index measures the relative price levels for goods and services through the application of wages and salaries in order to generate an area’s relative purchasing power. The average annual salary in the US at the end of the second quarter in 2022 was \$67,777 and the purchasing power was also \$67,777 resulting in an index score of 100.0. Kentucky had an average annual salary of \$52,681 and purchasing power of \$58,983 resulting in an index score of 89.3. Finally, the City of Fulton had an average annual wage of \$37,051 and purchasing power of \$47,651 giving the city an index score of 77.8 meaning the cost of living in Fulton is 11.5% lower than the Commonwealth and 22.2% lower than the nation.

Internet Access

It has become increasingly evident over the past decade that access to reliable internet connections is essential to an economy’s growth and success. While it does not capture the entire scope of internet access, tracking a region’s subscription rate to a broadband service does give a good approximation of the availability of internet connections in the area. The 2021

ACS reported that the City of Fulton had a broadband subscription rate of 76.7%⁹. This means that over three-fourths of the households in the city had reasonable access to the internet and is similar to Fulton County's rate of 76.6%. However, Fulton does fall behind the PADD and Kentucky in this metric by a slim margin as the Purchase Area had a broadband subscription rate of 83.9% in 2021 and the commonwealth had a subscription rate of 83.6%. Although not an immediate concern, efforts to increase internet access in Fulton could help to propel the local economy to compete on a global scale.

Industry

Data provided by the City of Fulton from 2022 revealed that the largest industry sector was Retail Trade, which employed 28.7% of the workers in the City. This was followed closely by Manufacturing, which employed 23.2% of the workforce, and then Accommodation and Food Services, which employed 11.3%. In looking at Location Quotients (LQs) within the city, which provide a measure of how concentrated an industry is within a region compared to national averages, Utilities came out on top with an LQ of 5.47. Manufacturing and Retail Trade were the next highest LQs in Fulton at 2.87 and 2.82 respectively.

It was determined that the industry sectors with the highest average wages per worker in the City of Fulton were Agriculture, Forestry, Fishing and Hunting at \$69,668, Utilities at \$64,557, and Finance and Insurance at \$54,538. The City of Fulton and Fulton County see large portions of their population employed in agriculture, with numerous family farms, as well as many commuters coming into the region to work in the Agriculture, Forestry, Fishing and Hunting industry. The sectors that have seen the best job growth in the past five years are Retail Trade with 47 new jobs, Manufacturing with 24 new jobs, and Administrative and Support and Waste Management and Remediation Services with 15 new jobs. The industry sector with the highest expected job growth in the future is Accommodation and Food Services with a 1.1% year-over-year rate of growth.

⁹ US Census Bureau 2021 DP02 5-year ACS estimates Selected Social Characteristics in the US

Table 4.8 details the number of businesses in the City of Fulton by industry for those industries with ten or more businesses operating within the city. The data gathered for Table 4.8 is courtesy of Team Kentucky Cabinet for Economic Development.

Table 4.8: Businesses by Industry¹⁰

Industry	Number of Businesses
Retail: Home, Food, Automobiles, Personal Care	21
Retail: Hobby, Media, General Merchandise	15
Banking, Finance and Insurance	14
Professional, Scientific, and Technical Services	12
Health Care and Social Services	14
Accommodation and Food Services	15
Other Services - Repair, Personal Care, Laundry, Religious, etc.	28
Public Administration	15

A list of the major employers within Fulton County is listed in the table below thanks to information provided by the Fulton-Hickman Counties Economic Development Partnership (FHCEDP). This information is current to the year 2023.

Table 4.9: Fulton County Major Employers

Employer	Products/Services	Employees
Premier Portable Buildings	Manufacture Portable Buildings	200
Berry Global	Plastic shipping containers	185
Kayser Automotive Systems	Manufacture auto parts	120
Riverine Fisheries LLC	Fishery	120
Waymatic Inc	Welding and soldering equipment manufacturing	80
Stella Jones Corporation	Manufacture railroad crossties, switch ties, and bridge timbers	65
Tokai Carbon USA	Graphite electrodes	63
Insteel Wire Co	Concrete reinforcement wire	38
Coffey Construction	Heavy construction	49
Glenn's Contractors, Inc	Manufacture sewing goods	10
Full Line Exhaust Muffler	Distribution Warehouse	8
Rudolph Warehouse & Distribution	Tire Distribution Warehouse	7

¹⁰ Team Kentucky Cabinet for Economic Development <http://selectkentucky.com/>

The FCHEDP also keeps track of available industrial sites in the Hickman-Fulton County area. As of 2023, there are two sites in this area available for development with the Enterprise Park at Fulton being located in the City of Fulton. This park is approximately 170 acres with access to Class 1 rail service, and proximity to the Fulton rail yard which is the hub of Canadian National's South Region. The park is also less than 20 miles from the Fulton-Hickman County Riverport and is adjacent to the future Interstate 69 corridor.

Within the Fulton Industrial Park there is the I-69/Fulton Industrial Pad Site that is currently for sale. It is located one mile from the Purchase Parkway, the future corridor of I-69, and is located on 10 acres with a build-ready pad of 65,000 square feet.

Educational Attainment

Information gathered from the 2021 ACS showed that 79.0% of the population of the City of Fulton had a high school graduate or higher level of education¹¹. This was similar to Fulton County's percentage of 78.2%, but both fall well behind the 87.4% of the PADD and the 85.7% of the commonwealth. Looking a little deeper, the City of Fulton and Fulton County both had higher percentages for populations with less than a high school level of education. For those with less than a ninth-grade level, Fulton and Fulton County had 10.4% and 10.9% respectively, while this figure was 4.6% for the PADD and 5.8% for Kentucky. The percentage of individuals with a ninth- to twelfth-grade level, but no diploma was 10.6% in Fulton, 10.9% in the county, 7.7% for the PADD, and 8.5% for Kentucky. For those with higher levels of education, the City of Fulton also fell behind the PADD and the commonwealth. The percentage of people with a bachelor's degree or higher in the city was only 12.3%, which was nearly doubled by the PADD and Kentucky with 21.6% and 23.6% respectively. Fulton County was similar in this measure at 13.3%.

The City of Fulton is planning to construct a Skills Workforce Center within city limits to provide training to individuals for careers in trade industries such as construction, agriculture, and

¹¹ US Census Bureau 2021 S1501 5-year ACS estimates for Educational Attainment

manufacturing. This comes with the hope of preparing the local workforce for future development and providing job opportunities to those individuals with lower educational attainment.

Table 4.10: Educational Attainment

	Fulton	Fulton County	Purchase Area	Kentucky
Population 25 years and over	1,573	4,365	134,676	3,004,004
Less than 9th grade	10.4%	10.9%	4.6%	5.8%
9th to 12th grade, no diploma	10.6%	10.9%	7.7%	8.5%
High school graduate (includes equivalency)	39.3%	38.9%	34.5%	33.0%
Some college, no degree	20.9%	20.7%	22.5%	20.9%
Associate's degree	6.4%	5.4%	8.9%	8.1%
Bachelor's degree	8.7%	8.1%	12.8%	13.8%
Graduate or professional degree	3.6%	5.2%	8.8%	9.8%
High school graduate or higher	79.0%	78.2%	87.4%	85.7%
Bachelor's degree or higher	12.3%	13.3%	21.6%	23.6%

The City of Fulton has identified projected education and training requirements for employment within the city over the next ten years. In this time, it is expected that total employment in Fulton will contract by 0.9% with educational and training requirements for employment also decreasing. Occupations typically requiring a postgraduate and bachelor’s degrees are forecast to contract by 0.4% per year, and occupations that typically need a two-year degree or certificate are expected to decrease by 0.5% per year. These projections are generated by JobsEQ through the use of data from the U.S. Bureau of Labor Statistics as well as the Bureau of Economic Analysis.

Agriculture

The United States Department of Agriculture conducts a Census of farming land throughout the country on a five-year basis. The most recent survey at the time of this Comprehensive Plan is from 2017¹². The overview from this Census for Fulton County found that the total number of

¹² US Department of Agriculture
https://www.nass.usda.gov/Publications/AgCensus/2017/Online_Resources/County_Profiles/Kentucky/cp21075.pdf

farms had decreased by 18% from 2012, falling to 146 in 2017, but total land in farms and the average size of farms by acres had increased by 17% and 43% respectively. The total market value of products sold by these farms was \$62,127,000, representing a 33% increase from 2012 despite a 17% reduction in government payments and a 50% reduction in farm-related income. Production expenses had also increased by 19%, but net cash farm income increased by 33% to \$22,538,000. The market value of products sold on a per-farm basis had increased by 63% to \$425,525 with net farm income increasing similarly to \$154,367. The split in products sold by farms in Fulton County was 71% crops and 29% livestock, poultry, and products. Cropland dominated the landscape in the county, making up 89% of the land used by farms with 7,011 irrigated acres. The value of sales by farms in Fulton County in 2017 had a wide dispersion with 45% of them generating \$2,500 in sales and 35% generating \$100,000 or more, and the remaining 20% of farms generating sales somewhere in between these figures. The dispersion in farm sizes was slightly better with two-thirds of the farms in the county being 179 acres or less in size, although a full 20% of farms were 1,000 acres or larger. The largest crop in 2017 was soybeans, which took up a total of 55,652 acres, with corn for grain coming next at 23,468 acres. By far the largest livestock product was broilers and other meat-type chickens with 717,603 in inventory. Cattle and calves were the next largest livestock sector at 557. Over nine in 10 farms in Fulton County are family-owned, and 77% of farms in the county had internet access.

Tourism

For over 60 years, the main attraction for tourism in the twin cities of Fulton, Kentucky and South Fulton, Tennessee has been the annual Banana Festival. This festival has its roots in the rich history of the railroad that has been the lifeline of the region since it began service in the 1800s. Around 1880, the Illinois Central Gulf Railroad developed the first refrigerated train cars and suddenly the transport of exotic produce from South America to the United States became possible¹³. Thanks to its central location between New Orleans and Canada, the twin cities became a key redistribution center for this produce. At one point, over 70% of the nation's

¹³ The Banana Festival <https://thebananafestival.com/history/>

banana supply rolled through Fulton. Thus, Fulton became known as the “Banana Capital of the World.” This unique distinction has been the driving force behind a long-revered tradition in the Banana Festival that now has a one-ton banana pudding dish, once the largest in the world, as the star of the show. Vendors and local businesses from around the community also provide ample reason for tourists to come and enjoy one of the more interesting events in western Kentucky.

The City of Fulton is also home to a local collegiate wood bat league that plays baseball in the Ohio Valley League (OVL) every summer with other cities and counties in the surrounding region¹⁴. Proudly known as the Fulton Railroaders, the team is a recent revival of the Kitty League team that was founded and played from 1903 to 1955. The current team was reborn in 2005 and has been a member of the OVL since 2010. The railroaders play a 40-game schedule with the addition of a playoff series spanning from the start of June until the end of July, giving residents and sports fans an exciting reason to visit the city throughout the summer.

Although located in South Fulton, the Twin Cities Railroad Museum has been serving both communities and the surrounding region since 2008 with the shared history of the railroad that has been integral to the area for numerous generations¹⁵. The museum seeks to educate through displays, demonstrations, and expert knowledge the role that the railroads have played in the twin cities. There is no price for admission as the museum persists on visitor donations, allowing people from all over to enjoy.

The twin cities also find themselves conveniently situated between two lakes, Lake Barkley in Kentucky and Reelfoot Lake in Tennessee. Both have recreational sites that can provide fun and relaxation for any visitors of the area. While Reelfoot Lake is slightly closer to Fulton by distance, both lakes are within a one-hour drive of the twin cities, making Fulton and South Fulton a convenient location to reside for a getaway weekend.

Should visitors of the twin cities desire other forms of recreation, this area is also home to the Fulton Country Club which offers 18 holes of championship-level golf. Founded in 1925, Fulton

¹⁴ Fulton Railroaders Baseball Club LLC. <http://www.fultonrailroadersbaseball.com/>

¹⁵ The Twin Cities Railroad Museum http://www.tcrailroadmuseum.org/About_Us.html

Country Club offers competitive pricing for members and non-members seven days a week with carts provided.

Chamber of Commerce

The Twin Cities Chamber of Commerce is the overseeing body of commerce and business for the cities of Fulton, KY and South Fulton, TN¹⁶. This area shares a long and rich history in association with the railroads that run through it and the Chamber of Commerce works diligently to serve both cities as a liaison for commerce, trade, business, finance, and professional interests. To this end, the Twin Cities Chamber of Commerce strives to stimulate and promote the interests of its members to the benefit of the Twin Cities community.

Fulton’s Economic Future

For the past two years, the City of Fulton has aggressively pursued various planning strategies focused on building a prosperous future for the community.

Fulton, Kentucky Placemaking Playbook

In 2022, Atlas Community Studios was engaged to create the *“Fulton, Kentucky Placemaking Playbook.”* The team deeply engaged the leaders, residents, businesses, and stakeholders through a series of public meetings, surveys, and interviews. Extensive research was conducted, and data was collected to inform the leadership and community about the current situation and circumstances of the city and, more importantly, to develop a series of strategic steps needed to improve the economy and quality of life for the citizens of Fulton.

The authors of this Comprehensive Land Use Plan Update gratefully acknowledge the valuable contributions of the Atlas Community Studios, and incorporate by reference the *“Fulton, Kentucky Placemaking Playbook,”* its findings, and strategies into this update.

¹⁶ Twin Cities Chamber of Commerce <https://fultonsouthfultonchamber.com/>

“Welcome to the Village”

The Village is essentially “garden sheds turned into incubators for small villages.” The idea starts with utilizing open space located downtown to bring artisans, crafters, and people together as a sort of “pop-up” community to spur business startups. The vision is to eventually bring in tiny houses to serve as mini storefronts and remove barriers to the marketplace. In the end, the goal is to create a dynamic small business community that will draw foot traffic and commerce into the downtown area. The conceptual presentation for The Village, created by the local economic development team, is hereby incorporated into this Comp Plan Update by reference.

Conclusion

The City of Fulton, in terms of economic scale and capacity, has seen decline from a past where it was “the end of the line” for trade and commerce in the United States. Most starkly, Fulton has lagged well behind the rest of the PADD and the Commonwealth when it comes to key economic measures such as labor force participation, median income, poverty status, and educational attainment. While this setback is somewhat offset by factors such as the cost of living and recent increases in wages and employment levels, there is work to be done to help Fulton rejuvenate its economic integrity and build towards sustainable growth.

Finally, the City of Fulton’s future is much brighter due, in large part, to the efforts of the City’s leadership to engage the public, take a realistic look at the City’s circumstances, and create a path forward through its implementation of the City’s Placemaking Playbook and The Village.

V. Environmental Analysis

V. Fulton Environmental Analysis

The City of Fulton and Fulton County are located in the Mississippi Embayment Region of western Kentucky¹. Fulton County is the westernmost of the 120 counties in Kentucky and its western border is the Mississippi River. Proximity to the river has shaped this area into mostly broad, flat floodplains with the highest elevation in the county being 500 feet near KY 295 southeast of Bondurant. Closer to Fulton, elevations level out at around 400 feet with some areas north of the city along US 51 rising in excess of 450 feet. The city hall of Fulton sits 372 feet above sea level.

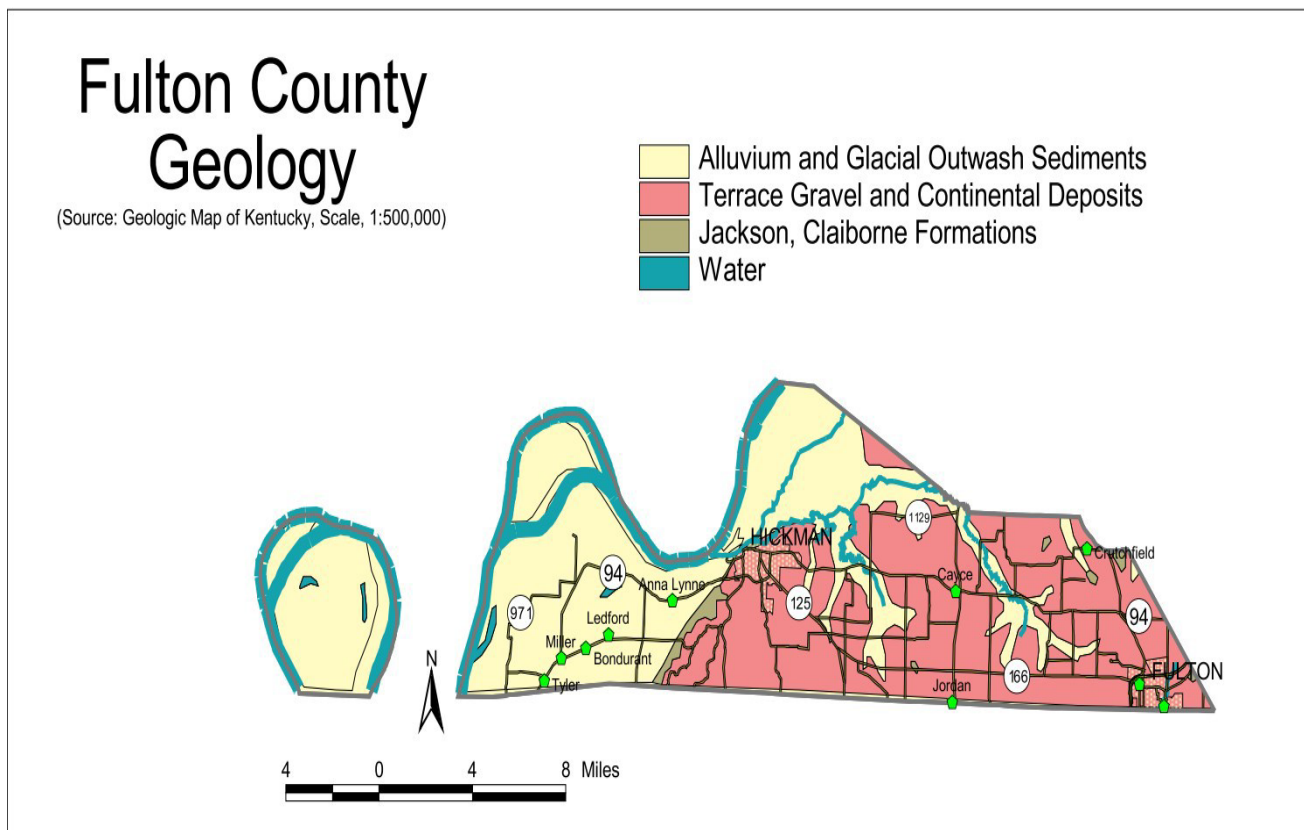
The geologic formations found in Fulton County are categorized into two main types: unconsolidated deposits and sandstones. The unconsolidated deposits include alluvium and glacial outwash sediments, loess, terrace gravel deposits, and continental deposits. The sandstone formation in Fulton County is Jackson, Claiborne.

Figure 5.1 below shows a geological map of Fulton County. The City of Fulton is situated on mostly terrace gravel and continental deposits².

¹ Kentucky Geological Survey <https://www.uky.edu/KGS/water/library/gwatlas/Fulton/Topography.htm>

² Fulton County Geology <https://kgs.uky.edu/kgsweb/download/gwatlas/gwcounty/fulton/FULTONGEO.pdf>

Figure 5.1: Fulton County Geology



Soils

The United States Department of Agriculture maintains a detailed database of relevant information for farmland and farmland resources through the Natural Resources Conservation Service. One facet of this service is the Web Soil Survey, which allows users to create a detailed map of an observed area along with the types of soil found in this observation. Figure 5.2 and Table 5.1 below show the current composition of soil in the City of Fulton according to this soil survey tool. Table 5.1 limits the number of soil types to those that comprised over 1% of the observed area³.

³ USDA <https://www.nrcs.usda.gov/resources/data-and-reports/web-soil-survey>

2023 FULTON ENVIRONMENTAL ANALYSIS

Figure 5.2: Fulton Soil Map

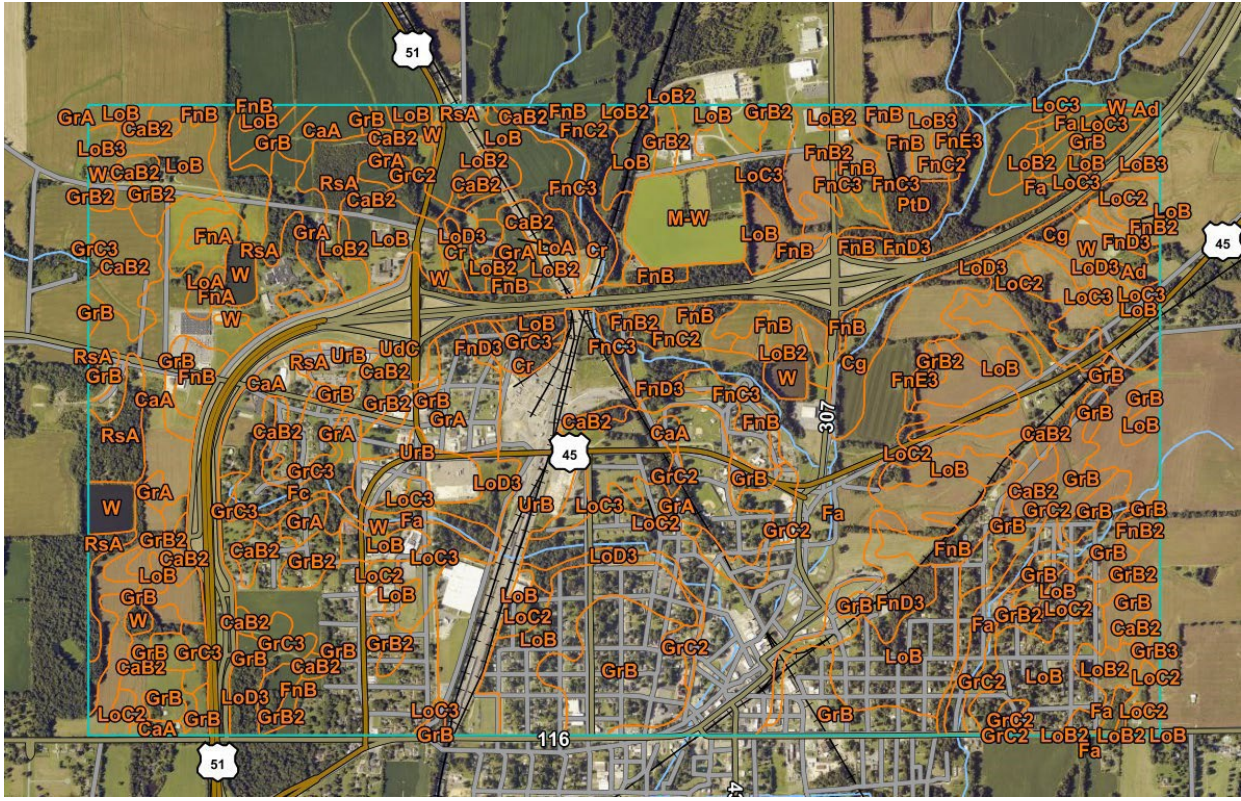


Table 5.1: Soil Types of Fulton

Soil Unit	Acres of Observed Area	Percent of Observed Area
Calloway Silt Loam (CaA), 0-2% slopes	113.9	4.2%
Calloway Silt Loam (CaB2), 2-4% slopes, eroded	124.5	4.6%
Falaya Silt Loam (Fa), 0-2% slopes, occasionally flooded	284.4	10.5%
Falaya-Waverly Complex (Fc), 0-2% slopes, occasionally flooded	25.9	1.0%
Feliciana Silt Loam (FnA), 2-6% slopes	124.5	4.6%
Feliciana Silt Loam (FnC2), 6-12% slopes, eroded	38.7	1.4%
Feliciana Silt Loam (FnC3), 6-12% slopes, severely eroded	38.4	1.4%
Feliciana Silt Loam (FnD3), 12-20% slopes, severely eroded	40.6	1.5%
Grenada Silt Loam (GrA), 0-2% slopes	145.3	5.4%
Grenada Silt Loam (GrB), 2-6% slopes	309.5	11.4%
Grenada Silt Loam (GrB2), 2-6% slopes, eroded	59.2	2.2%
Grenada Silt Loam (GrC2), 6-12% slopes, eroded	81.6	3.0%

2023 FULTON ENVIRONMENTAL ANALYSIS

Grenada Silt Loam (GrC3), 6-12% slopes, severely eroded	28.7	1.1%
Loring Silt Loam (LoB), 2-6% slopes	416.0	15.3%
Loring Silt Loam (LoB2), 2-6% slopes	51.9	1.9%
Loring Silt Loam (LoC2), 6-12% slopes, eroded	110.2	4.1%
Loring Silt Loam (LoC3), 6-12% slopes, severely eroded	70.5	2.6%
Loring Silt Loam (LoD3), 12-20% slopes, severely eroded	45.7	1.7%
Miscellaneous Water (M-W)	42.7	1.6%
Routon Silt Loam (RsA), 0-2% slopes	84.1	3.1%
Udothents-Urban Land Complex (UdC), 5-25% slopes	180.1	6.6%
Urban Land-Udorthents Complex (UrB), 2-8% slopes	138.0	5.1%
Totals	2,711.1	-

Air Quality

The Division for Air Quality (DAQ) is one of many divisions within the Kentucky Energy and Environment Cabinet that has the goal of preserving the air quality of the Commonwealth and providing accurate information to the public regarding this goal⁴. Branches of the DAQ inspect air emissions, enforce state and federal regulations, investigate air quality complaints, provide technical assistance and training to communities, and offer certifications of quality. The DAQ operates through eight regions across Kentucky with the City of Fulton and Fulton County being serviced by the Paducah Region⁵.

Measures of air quality in Fulton in 2022 rated the quality as 92.2% good and 7.8% mild with very few pollutants being observed⁶. Fulton County is also one of the few counties in Kentucky with a low-measured potential risk for radon. Radon is a naturally occurring, radioactive gas that is formed in the decay of uranium deposits in rock, soil, and water. The karst geology of Kentucky makes the state prone to higher rates of radon gas, and thus a higher potential risk from radon-related illnesses, namely lung cancer. Fulton County, however, is situated on the far

⁴ Kentucky Energy and Environment Cabinet Division For Air Quality <https://eec.ky.gov/Environmental-Protection/Air/Pages/About-the-Division-of-Air-Quality.aspx>

⁵ Division For Air Quality Regional Offices <https://eec.ky.gov/Environmental-Protection/Air/Documents/RegionMap-CountyNames.pdf>

⁶ Fulton KY Air Quality Information <https://www.homefacts.com/airquality/Kentucky/Fulton-County/Fulton.html>

western edge of the Commonwealth and does not experience as much of the karst geology as the rest of the state, leading to a very low potential risk⁷.

Water Quality

A 2021 water quality report from the City of Fulton listed no violations from regulated contaminant tests for the Fulton Municipal Water System⁸. These regulated contaminant tests sought to find levels of such contaminants as barium, nitrate, chlorine, fluoride, and combined radium with secondary contaminants under consideration being aluminum, manganese, sulfate, as well as pH levels. All of these contaminants were observed within the range of detection and within compliance of federal and state standards.

The City of Fulton water system has a flow capacity of 3,000 gallons per minute, or 1.5 million gallons per day, servicing 1,377 connections throughout the city. The City of Fulton Wastewater Treatment Plant (WWTP) has a storage capacity of 1.15 million gallons and currently employs 29 individuals. The WWTP has received numerous notices of violations (NOVs) over the past few years in relation to exceedances for total suspended solids. As a result of these NOVs, the WWTP submitted a new corrective action plan (CAP) which included the following objectives⁹:

1. Summarize the issues described in the NOVs.
2. Describe corrective actions taken by the facility.
3. Outline the compliance with permit compliance, which included but was not limited to proper outfall maintenance, proper sampling activities, proper record keeping, and maintenance of effluent limitations.
4. Describe the monitoring implemented to assure compliance in the future which would include dates for each action and a final compliance date for all remedial measures.

Bacon Farmer Workman Engineering & Testing, Inc. has been assisting the WWTP in the implementation of this CAP through ongoing compliance monitoring. It is hopeful that through

⁷ Fulton County KY Radon Risk <https://www.homefacts.com/radon/Kentucky/Fulton-County.html>

⁸ Fulton Water System 2021 Water Quality Report 2021 CCR - Fulton

⁹ City of Fulton Wastewater Treatment Plan Corrective Action Plan

this monitoring, the WWTP will be able to determine the necessary upgrades for its facilities while also improving upon current procedures to meet effluent limits in the existing plant.

Groundwater is abundantly available throughout Fulton County for domestic, agricultural, and industrial uses in excess of 1,500 feet below ground, with some areas producing yields greater than 1,000 gallons per minute¹⁰. Water from the rock formations of the County are generally hard to very hard, but the quality of the water remains good in most areas with some naturally occurring iron and manganese deposits. For the rock formations in the City of Fulton, located primarily on terrace gravel and continental deposits, there are typically small yields of water suitable for household use and very few wells are able to generate more than 10 gallons per minute¹¹. Water from these wells also ranges in hardness from 8 to 724 parts per million with low iron content.

The Kentucky Energy and Environment Cabinet produces integrated reports to submit to the US Environmental Protection Agency (EPA) that detail impaired waterways within the Commonwealth. The most recent of these reports gathered data in 2018 and 2020 and was approved by the EPA in early 2022. The impaired waterways of Fulton County are listed in Table 5.2 below.

Table 5.2: Fulton County Impaired Waters

Location	Impairment	Parameters	Sources
Bayou de Chien 0.0-4.2 miles	Fish Consumption	Mercury in Fish Tissue	Unknown
Little Bayou de Chien 11.7-14.0 miles	Warm Water Aquatic Habitat	Sedimentation/Siltation	Agriculture, Crop Production
Little Bayou de Chien UT of UT 0.0-0.9 miles	Warm Water Aquatic Habitat	Benthic Macroinvertebrates, Habitat Assessment, Nitrogen, Phosphorous	Unknown
Little Mud Creek 0.0-1.95 miles	Warm Water Aquatic Habitat	Nutrient/Biological Indicators, Sedimentation/Siltation	Non-irrigated Crop Production

¹⁰ Generalized Geological Map Fulton County Geology

¹¹ Kentucky Geological Survey <https://www.uky.edu/KGS/water/library/gwatlas/Fulton/GWavailability.htm>

2023 FULTON ENVIRONMENTAL ANALYSIS

Mud Creek 0.0-5.9 miles	Warm Water Aquatic Habitat	Sedimentation/Siltation	Channelization, Non-irrigated Crop Production
Mud Creek UT 0.0-2.2 miles	Warm Water Aquatic Habitat	Dissolved Oxygen, Nitrate/Nitrite, Sedimentation/Siltation	Agriculture, Crop Production, Channelization, Loss of Riparian Habitat
Running Slough 0.3- 16.6 miles	Warm Water Aquatic Habitat	Sedimentation/Siltation, Turbidity	Crop Production
Tull Creek 2.05-4.4 miles	Warm Water Aquatic Habitat	Combined Biota	Loss of Riparian Habitat, Removal of Riparian Vegetation, Streambank Erosion
Bayou de Chien 8.8-13.3 miles	Warm Water Aquatic Habitat & Primary Contact Recreation	Copper, Iron, Lead, E. coli	Municipal Point Discharges, Source Unknown
Little Bayou de Chien 1.1-2.4 miles	Warm Water Aquatic Habitat	Sedimentation/Siltation	Agriculture, Loss of Riparian Habitat
Obion Creek 1.35-16.5 miles	Warm Water Aquatic Habitat & Primary Contact Recreation	Copper, Dissolved Oxygen, Iron, Lead, Sedimentation/Siltation, E. coli	Channelization, Loss of Riparian Habitat, Non-irrigated Crop Production, Agriculture

While some of these impaired waterways are listed as more severely impacted than others, each of them is reported at a level of low to medium priority. This means that while the impairments in these waters should be addressed, there is no immediate threat to surrounding communities or ecosystems. The Kentucky Energy and Environment Cabinet’s Division of Water offers numerous community outreach programs, such as Project WET, Kentucky Water Watch, and Watershed Watch in Kentucky, as well as funding and grant opportunities to assist in cleaning and preserving the natural water resources of the commonwealth.

Climate

The climate of Fulton is best described as temperate, with the high temperature in the summer averaging 89 degrees and the low temperature in the winter averaging 26 degrees¹². The City averages 52 inches of rain per year, which is 14 inches more than the US average of 38 inches. Fulton also receives an average of 4 inches of snow per year, one-seventh of the U.S. average of

¹² Climate in Fulton, Kentucky <https://www.bestplaces.net/climate/city/kentucky/fulton>

28 inches. Fulton can expect to see around 215 sunny days every year, which is slightly higher than the US average of 205 days.

July is the hottest month in the City of Fulton with an average high temperature of 89.3 degrees, making it one of the warmer locations in Kentucky. The number of very hot days in Fulton, days where the temperature exceeds 90 degrees, is around 43 days, further making Fulton hotter than most places in the Commonwealth. January is typically the coldest month in the city with an average nighttime temperature of 25.7 degrees and there is typically less than one day per year when the nighttime temperature in Fulton falls below 0 degrees. The most comfortable months, where the high temperature sits between 70 and 85 degrees, are May, September, and October.

May is the wettest month in Fulton with an average of 5.5 inches of rain falling year-to-year and August is the driest month, only experiencing an average rainfall of 2.9 inches. The season that experiences the most rainfall in Fulton is summer, accounting for 28% of the yearly precipitation in the City, and Autumn is the season with the least rainfall seeing only 22% of yearly precipitation.

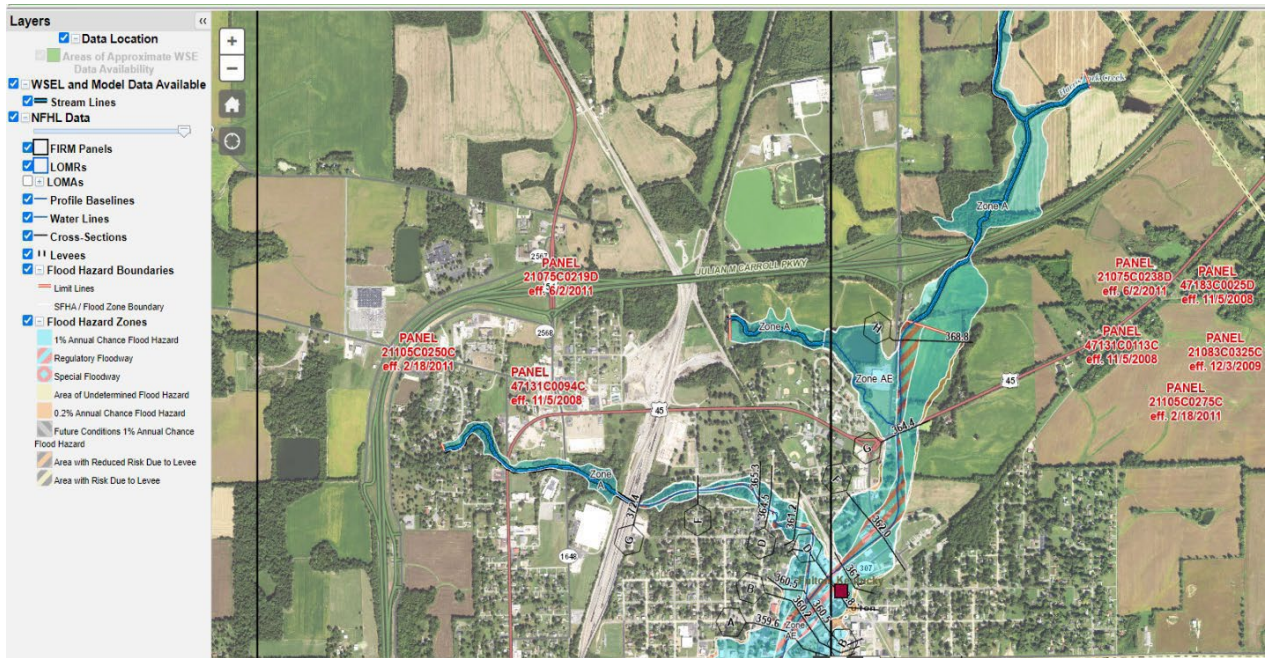
Environmental Risks

The City of Fulton has seen some issues with flooding in its northeastern portion, particularly during periods of heavy rain and immediately after¹³. A drainage study conducted by the City has identified three main areas in this region where slopes range in severity from 1.3% to 2.0%. Fulton is looking to create retention basins in these drainage areas in order to limit the impact of flooding events.

Figure 5.3 below details the floodplain of Fulton.

¹³ Drainage Area Report 2020, 0304 FULTON DRAINAGE STUDY MEADOWVIEW

Figure 5.3: City of Fulton Floodplain



Fulton County is the farthest west county in the state of Kentucky and is in close proximity to the New Madrid Seismic Zone¹⁴. Although no fault lines in Fulton County are considered to be active, the presence of this seismic zone raises the risk for damage from earthquakes. Furthermore, the alluvium compositions of the County are more likely to shrink/swell in the event of an earthquake decreasing the structural integrity of buildings and infrastructure. While damage caused by earthquakes is difficult to predict, areas that are closest to the epicenter are most likely to experience higher peak ground acceleration (PGA), which can be used as a metric to determine risk. Far western Kentucky, due to its proximity to the New Madrid Seismic Zone, has the highest risk, as it also has the highest projected PGA figures that are likely to occur in the next 500 years.

As the years have progressed in the 21st century, the climate of Kentucky has seen major changes. A report created by the EPA in 2016 describes what increasing temperatures and precipitation mean for the Commonwealth¹⁵. In the past 20 years, Kentucky has seen temperatures increasing much faster than in the 20th century as the natural sulfates and cycles

¹⁴ Geological Map Fulton County Geology

¹⁵ What Climate Change Means for Kentucky <https://19january2017snapshot.epa.gov/sites/production/files/2016-09/documents/climate-change-ky.pdf>

that reflected sunlight back into the atmosphere decrease. Annual precipitation in Kentucky has also increased by about 5% since the first half of the 20th century, leading to more severe flooding events and straining the current waterway infrastructure in the Commonwealth. This infrastructure is becoming increasingly outdated and overwhelmed by extreme weather events. As time progresses, it is expected that further increasing temperatures will cause the natural cycle of evaporation to increase, thus leaving less and less water in reserve for consumption and agricultural use. Droughts may become more frequent and more severe, with the number of days of extreme heat also increasing. This will greatly impact river commerce, which is integral to Kentucky's economy, by decreasing the size of the water lanes that ships can maneuver through. Aquatic ecosystems will be greatly impacted by increasing temperatures, decreasing the ability of aquatic life to survive. Crop yields for agriculture will decrease as there may not be sufficient water and nutrients to maintain growth. Lastly, the health of the population is at risk of decreasing as higher temperatures can increase the rate of heat stroke and dehydration, especially for at-risk individuals such as the elderly and children. Changing climate is an issue that needs preparation in all communities and must be considered when implementing changes in environmental policies.

Public Health

In a 2022 ranking of counties in Kentucky, Fulton County came in at 116th out of 120 in public health¹⁶. The County was ranked in the bottom quartile in both health outcomes and health factors. For every 1,000 people in the City of Fulton, it is expected that 172 people will experience a premature death, dying before the age of 75. This is nearly double the Kentucky rate of 100 people per 1,000, and close to triple the national rate of 73 people per 1,000. The percentage of people in Fulton County who reported as experiencing poor or fair health was 31%, while this percentage was 22% for Kentucky and 17% for the US.

Health behaviors in Fulton County were slightly worse than the state and national behaviors. The percentage of adults smoking in Fulton County was 30%, but this percentage was only 25%

¹⁶ County Health Rankings & Roadmaps <https://www.countyhealthrankings.org/explore-health-rankings/kentucky/fulton?year=2022>

in the Commonwealth and 16% in the US. The rate of adult obesity in the county was 42%, while the rate in Kentucky was 36% and the rate for the country was 32%. The rate of physical inactivity in Fulton County was 40% compared to Kentucky's 32% and the US's 26%, but access to exercise opportunities in Fulton County was 81%. This was much higher than Kentucky's rate of 66% and on pace with the national rate of 80%. While the rate of excessive drinking in Fulton County was low, 13%, the percentage of alcohol-impaired driving deaths was high at 33%. Excessive drinking in Kentucky and the US was 18% and 20% respectively, but alcohol-impaired driving deaths were only 25% and 27% in these regions. Lastly, the teen birth rate in Fulton County was higher than Kentucky and the US at 33 teen births per 1,000 in the female population. The number for the Commonwealth was 29 per 1,000, and the number for the US was 19 per 1,000.

Clinical care also offered some challenges for Fulton County. Despite a very low rate of uninsured individuals at 7%, residents in Fulton County outnumbered their primary care physicians 5,970 to 1. This ratio was 1,540 to 1 for Kentucky and 1,310 to 1 for the US so while many in Fulton County are insured in the case of a medical need, they may not be able to receive proper care. This is likely the explaining factor behind Fulton County's low rate of flu vaccinations, which was only 33% compared to the commonwealth's 46% and the nation's 48%, as well as preventable hospital stays, which was 774 per 10,000 people in 2022 and only 503 in the state and 377 in the US.

Socioeconomic factors in play for Fulton County's public health include educational attainment rates where the county had a high school completion rate of 80% compared to Kentucky's 87% and the nation's 89%. The rate of some college education was much lower than these other regions, as it stood at only 40% compared to 63% in the Commonwealth and 67% in the US. Furthermore, there was a high rate of children living in single-parent households in Fulton County of 52%, which was double that of Kentucky's 26% and the nation's 25%. This may have contributed to the high rate of children in poverty in the county of 38%, again double that of Kentucky's 19% and the U.S. rate of 16%. Fulton County did have a much lower incidence of violent crime, seeing only 10.8 cases for every 10,000 people, while this number rose to 22.2 in

the commonwealth and 38.6 for the country. For environmental factors such as air pollution, water quality, and commute times, Fulton County was slightly better or on pace with the Commonwealth and the US.

Conclusion

The City of Fulton and Fulton County enjoy an environment that is unique to the western Kentucky region and ideal for the agricultural community that much of area is a part of. Broad, flat plains are the main characteristic of the area, and the uniform geology of the County makes it fairly simple to plan for future developments. Air and water quality in Fulton are ideal for the resident population while also enticing visitors to enjoy the natural amenities despite some hang-ups in the recreational waters of the area. Although there is some potential risks for flood and earthquake damage, these risks can be mitigated through proper planning techniques and an informed public. The concern for the City of Fulton comes from its poor standing in public health. Even though a large percentage of the county is insured and very few people partake in risky health behaviors, there is still a large percentage of people living unhealthy lifestyles and not receiving the health care they need. Furthermore, poor public health could become a generational epidemic as children in the county grow up in impoverished conditions with only one parental figure. Fulton has the ability to support a healthy and vibrant population through its environment, and promoting this environment could be the difference in improving the public's health.

VI. Land Use Element

VI. Land Use Analysis

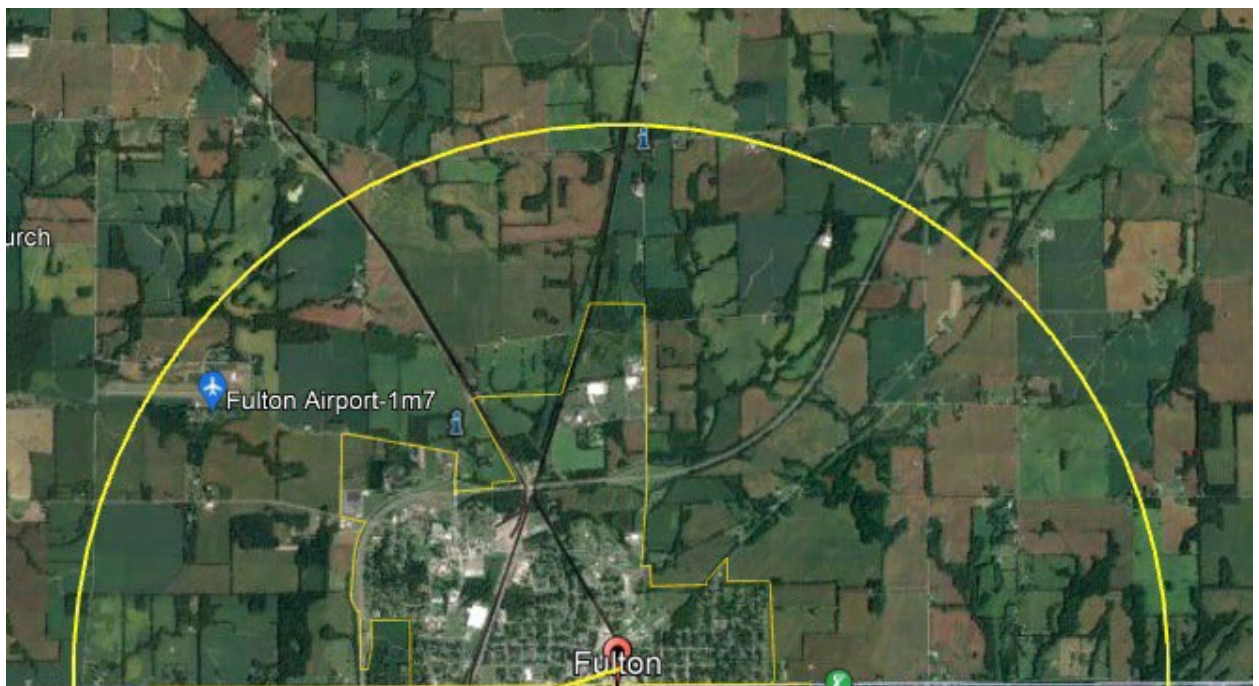
Introduction

The Land Use Element update is a critical component for the future growth and development of the city. In compliance with KRS 100, this analysis shall include proposals for the most appropriate, economic, desirable, and feasible patterns for the general location, character, extent, and interrelationship of the manner in which the city should use public and private land for specified times in the reasonable future.

These land uses may also cover residential, commercial, industrial, agricultural, and recreational land uses. It is crucial that we address the goals and objectives concerning land use within the city and determine the highest and best use of these lands in order to appropriately facilitate the growth of Fulton in a sustainable manner.

Planning and Study Area

The Planning and Study Area for the Fulton Comprehensive Land Use Plan Update includes the city boundary plus a 3-mile radius from the center of downtown.



Source: Google Earth Pro

Population Growth

As of the 2020 Decennial Census, the City of Fulton had a population of 2,357. This number shows a continuing trend of decreasing population in the city that has been falling for multiple decades now with the current population being more than a 15% decrease from the 2000 decennial census number of 2,775. This is a similar rate of decline across Fulton County as the City of Hickman saw a 7.6% decrease in this time, and the county saw a 16% decrease. The nearby city of Mayfield also saw a decrease of around 3.2%, but the City of Murray had an increase of 15.8%. Across the Purchase Area Development District (PADD), numerous counties saw declining populations. Overall, there was a 1.8% increase across the region. The commonwealth had an increase in population of 11.5%.

Table 6.1: Decennial Populations

Year	Kentucky	Purchase Area	Fulton	Fulton County	Hickman	Mayfield	Murray
2000	4,041,770	193,495	2,775	7,752	2,560	10,349	14,950
2010	4,339,367	196,393	2,445	6,813	2,395	10,024	17,741
2020	4,505,836	196,876	2,357	6,515	2,365	10,017	17,307
% Change	11.48%	1.75%	-15.06%	-15.96%	-7.62%	-3.21%	15.77%

Population projections based on population trends over the past 20 years prepared by the Kentucky League of Cities show a continued decline in the number of residents in the City of Fulton, falling to 2,140 by 2030 and 1,760 by 2040. Further demographic and population information can be found in the Demographics section of this comprehensive plan.

Existing Land Uses

The existing land uses within the City of Fulton have been determined according to the zoning ordinance adopted by the city. The zone classifications and their definitions are listed below:

Single-Family Residential (R-1)

Consists of single-family residential structures as well as the yard space that these structures occupy.

Duplex (R-2)

Also known as two-family residential, this includes structures that contain two-family residential units and the land on which the structures are situated.

Multi-Family Residential (R-3)

Consist of apartment-type dwelling units that contain three or more housing units and the land which these structures occupy.

Commercial (C-1, C-2, C-3)

This classification includes retail and wholesale trade, highway-oriented businesses, convenience shopping, and comparison-shopping areas.

Manufacturing (M1, M2)

Manufacturing land uses include manufacturing facilities and warehousing structures as well as related manufacturing uses such as railroads and storage lay-down yards.

Public (P)

These are lands owned by and operated for the general public. Areas such as parks, schools, playgrounds, and city-owned buildings such as city hall, along with utility substations and membership-type entities.

Semi-Public (S)

Land that contains occupied structures that require some form of membership such as clubs, churches, and other membership-type agencies.

Transportation

This land use area contains public streets, alleys, and rights-of-way with a linear measurement designating streets and highways.

Railroads

A significant portion of land within the City of Fulton is used for railroads, and thus a designation is given to these areas.

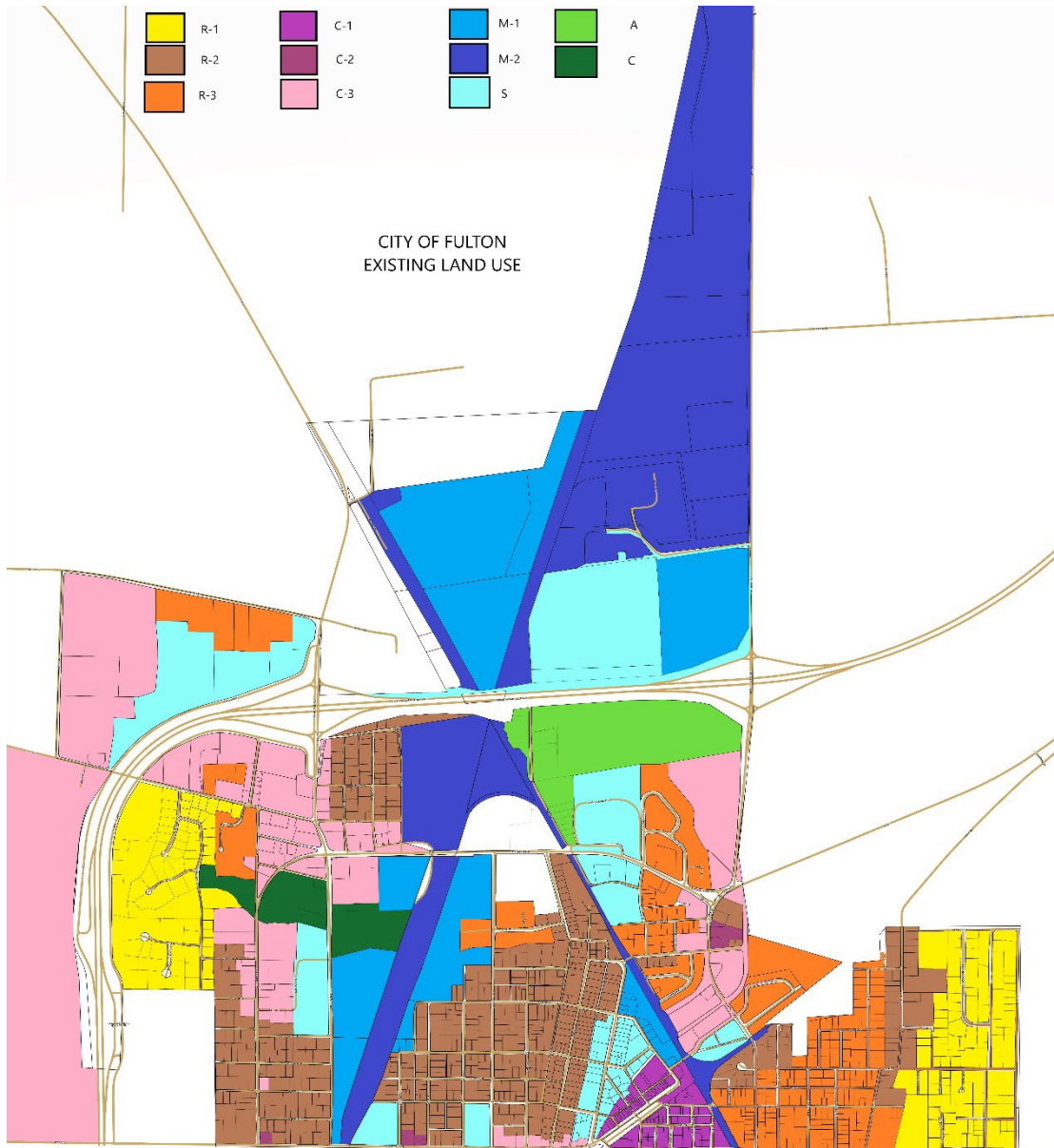
Agriculture (A)

Parcels of land being used for commercial agricultural purposes.

Vacant

This designation is given to the remaining lands that do not fall within the above-listed categories, consisting of mostly open space.

Figure 6.1 Existing Land Use Map



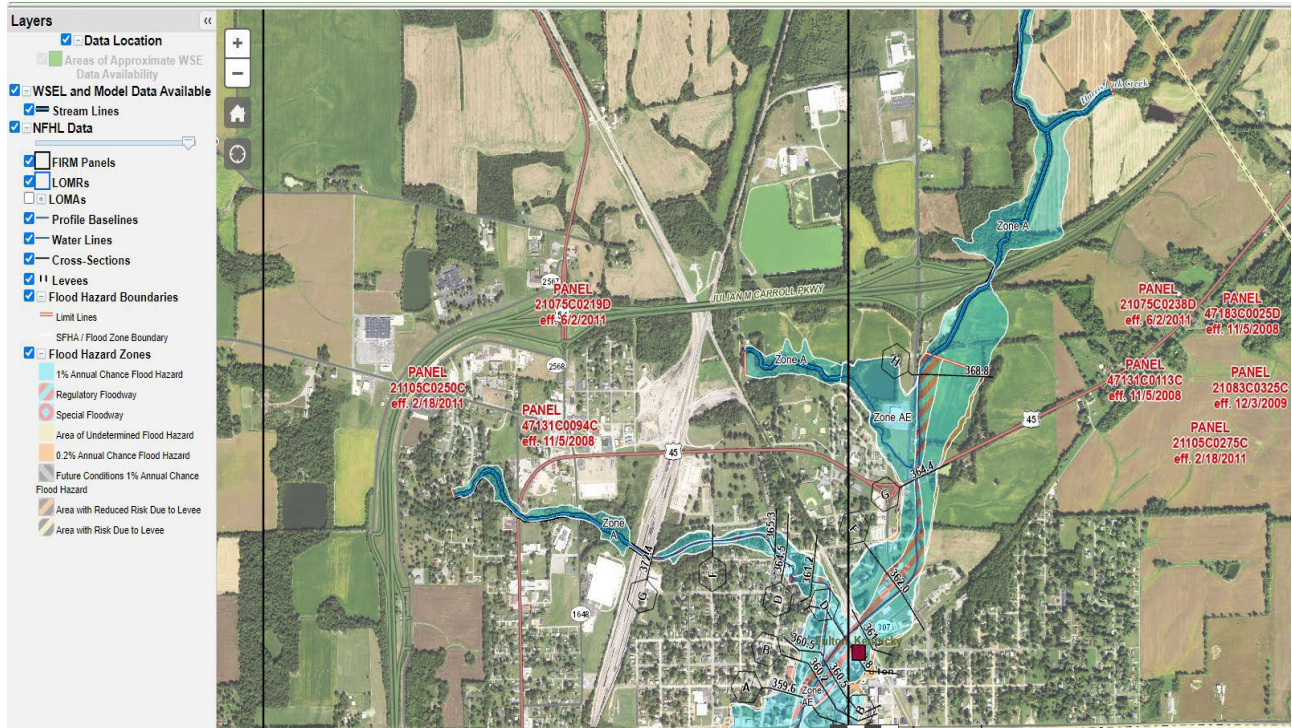
Source: City of Fulton

Table 6.2: Existing Land Use Table

Use	Acres	% of Specific Area	% of Total Boundary Area
Residential	594.4		41%
R-1 (Low Density)	159	26%	
R-2 (Medium Density)	278.4	46%	
R-3 (High Density)	157	26%	
Commercial	192.86		13%
C-1 (Central Business)	25	12%	
C-2 (Neighborhood Business)	1.4	0.07%	
C-3 (General Business)	166.46	86%	
Manufacturing	384		27%
M-1 (Light Manufacturing)	129	33%	
M-2 (Heavy Manufacturing)	255	66%	
Service	182	100%	12%
Agricultural	65	100%	4%
Total	1418.26		

Source: City of Fulton

Figure 6.2: City of Fulton Floodplain¹



¹ Kentucky Flood Hazard Portal: <https://watermaps.ky.gov/RiskPortal/>

Future Land Use

The future land use of the City of Fulton should conform to the goals and objectives set out within the comprehensive plan.

Guiding Principles

The overall guiding vision for the City of Fulton and its future land use development is that Fulton is a diverse, welcoming, forward-looking city that provides a high quality of life with a low cost of living and economic opportunities for all its citizens. It is the intention of the planning commission and elected officials of Fulton to follow a planning process that effectively handles the evolving reality of land use in the city. The City of Fulton is thus committed to the following goals for future land use:

1. **Economic Development:** The Economic Goal of the City of Fulton is to achieve sustainable economic development through a balanced and diversified economy. This includes the entire community and region, particularly the City of South Fulton, Tennessee.
2. **Housing:** The Housing goal of the City of Fulton is to encourage sustainable, safe, and sanitary housing which meets the needs of all existing and future residents of the community.
3. **Industrial Development:** The Industrial Development goal of the City of Fulton is to provide adequate space and resources for the present and future needs of the industrial and manufacturing sector.
4. **Recreation:** The City of Fulton encourages adequate, sustainable park, recreation, and open-space facilities and areas offering a broad range of activities, convenient access, appropriate improvements, and sound management to all current residents and visitors.
5. **Transportation:** The Transportation goal of the City of Fulton shall be to develop and maintain sustainable, safe, and efficient transportation linkages through a balance of traffic circulation systems, public transportation, and pedestrian and bicycle networks. Simultaneously, the City of Fulton shall encourage a safe and accessible public transit

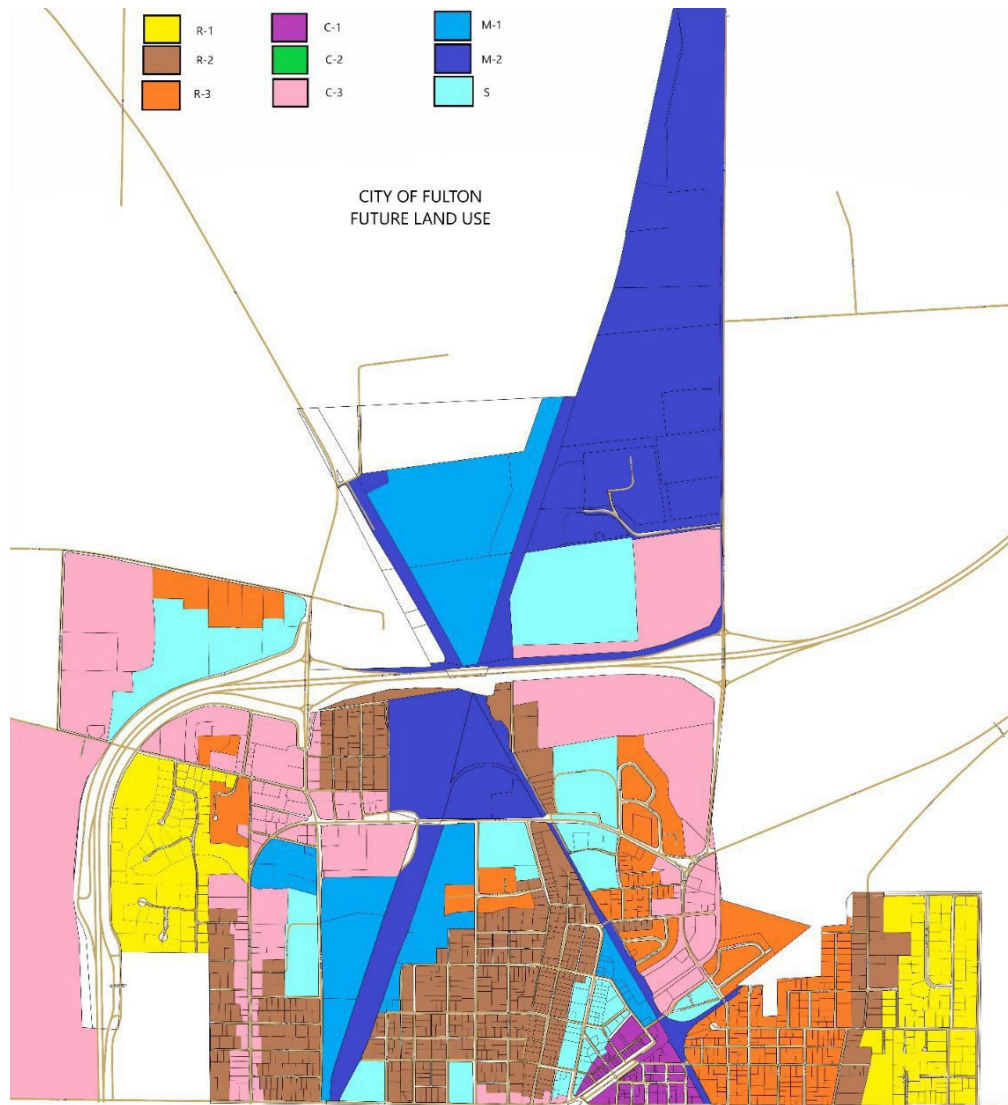
system encouraging a sustainable and economically feasible alternative to automobile use.

6. **Community Services:** The Community Services goal of the City of Fulton shall be to provide an effective and sustainable public safety program; an adequate central sanitary sewage facility; a safe, healthy, dependable, and sustainable potable water supply; a safe, dependable, and sustainable natural gas supply; access to solid waste management and disposal facilities; a comprehensive emergency management plan for the city and continue its coordination with Fulton County Emergency Management regarding hazardous materials response; and the conservation and protection of public drinking water supplies.
7. **Tourism:** The Tourism goal for the City of Fulton shall be to provide visitors with a wide range of quality experiences, attractions, and accommodations.
8. **City-Wide Appearance:** The City-Wide Appearance goal of the City of Fulton shall be to present to residents and visitors an aesthetically pleasing, clean, and well-maintained image of the city.
9. **Environmental Goal:** The Environmental Goal of the City of Fulton shall be to provide a healthy living environment for the city's residents, businesses, and visitors.

Available Land for Development

The City of Fulton, with its current boundaries, has approximately 489 acres of land available for development.

Figure 6.3: Future Land Use Map



Future Land Use Map Recommendations

Staff, after having reviewed the existing land use map and the future land use map from the previous Comprehensive Plan, determined that certain sections of the city are moving from the current land usage designations. In particular, West Highland Drive and the northern portion of Martin Luther King Jr. Dr are trending towards a more commercial nature. Staff recommends that an update to the future land use map be made to reflect that this trend will more than likely continue. Figure 6.3 Future Land Use Map reflects these trends.

The City of Fulton is projected to decrease in population by more than 300 people within the next decade, as shown in Table 6.3 below.

Table 6.3: Fulton Population Projections

Year	Projection
2011	3,041
2012	2,788
2013	2,532
2014	2,497
2015	2,592
2016	2,554
2017	2,465
2018	2,522
2019	2,592
2020	2,405
2021	2,494
2030	2,140
2040	1,760

Fulton’s current density rate for housing units is 1.58 units per acre. With this density rate and a projected decline in population, the City of Fulton has ample land available for future development. In the past five years, Fulton has issued a total of 39 building permits for all areas of land use with 13 of these permits coming in the 2022 calendar year. The city projects that there will be a need to construct 2.4 new homes per month for the foreseeable future, which is well within Fulton’s ability with the current land available for development.

Given the demographic trends and foreseeable future conditions, no expansion of the future land use planning area is recommended.

Transportation Impacts

An efficient and robust transportation system is key to the future growth of the City of Fulton. Transportation includes air, public transit, roadway, railways, riverways, sidewalks, trails, and biking paths. The interaction of these transportation systems is critical in determining the factors in play for Fulton's future land use.

- **Air Travel:** The City of Fulton is currently seeking funds to improve the current airport's capacity via the addition of a new taxiway, a runway extension, and the construction of new hangars. Funds to expand the current fuel system have been procured, possibly increasing Fulton's ability to service some business and industry practices within the region.
- **Public Transit:** Rideshare programs have seen an increase in use in recent years, but the use of other public systems such as the Fulton County Transit Authority have been greatly impacted by the COVID-19 pandemic. The use of public transit is slowly returning to pre-pandemic numbers and the current transportation capacity in Fulton is adequate to accommodate this trend.
- **Streets and Roadways:** There has been little to no planning to expand the current street system within the city limits. Projects to improve general conditions of the Purchase Parkway at the US-51 interchange and the KY-339 interchange are underway, as well as a project to improve the general condition of the roadway as it exits Tennessee between the 0- and 1.78-mile points. These projects are expected to be completed by 2024 at a total cost of \$35.5 million. Improvements to the parkway greatly influence Fulton's ability to conduct commerce within the city and with the surrounding region making future development along this roadway a top priority.
- **Railroads:** The City of Fulton serves as the hub for the Canadian National Railway's Southern Region. As a central location to the major rail system between the Great Lakes Region and the Gulf of Mexico, Fulton's connection to railway commerce will continue to be a guiding force in the future land use for the city. An Amtrak station exists just outside the city limits. It is one of four places with passenger railroad service in Kentucky and the lone stop for the *City of New Orleans* in Kentucky.

- Amtrak Fulton Annual Ticket Revenue (FY 2022): \$232,244
- Amtrak Fulton Annual Station Ridership (FY 2022): 2,511
- Trails/Biking Paths: Working in tandem with the Purchase Area Development District, the City of Fulton crafted a plan for the improving, constructing, and maintaining of sidewalks and bike paths within city limits. This plan also seeks to implement a number of projects including:
 - The connection of all parks in Fulton via a sidewalk or shared-use path to downtown.
 - Developing a rails-to- trails project between the City of Fulton and the City of Mayfield.
 - Implementing a shared-use trail from the City of Fulton to the river in the City of Hickman along KY-166/KY-125.
 - Connecting housing to schools and parks in Fulton as it is estimated 25% of children in the city walk to school.

These projects will seek to use sidewalks, shared-use paths, neighborways, and bicycle lanes to make pedestrian travel throughout the city and within the region more accessible. Future planning should be aware of how these non-vehicle modes of travel will interact within the existing system and where they could expand to.

- Sidewalks: The City of Fulton is currently in the process of repairing and improving the existing sidewalk system within city limits. The existing sidewalk infrastructure and plans to expand trails and walking paths are ample to keep pace with the city's growth.
- Riverways: There is no direct water route to a major riverway near the City of Fulton, but the City of Hickman does contain the Hickman-Fulton County Riverport Authority. This gives the City of Fulton access to a riverport on a major riverway in the U.S. and the ability to further conduct major commerce throughout the central U.S. region. Future development of industrial capacity in Fulton can use this riverport as an incentive for companies looking to locate in the city.

Given this solid transportation infrastructure and the demographic trends and foreseeable future conditions, the transportation sectors are positioned to adequately serve the community over the next five years.

Future Water and Wastewater Impacts

The City of Fulton Water Department has recently completed three separate projects to update the water facilities which included abating and painting water storage tanks and the addition of a clear well to treat potable water. The department also anticipates it will need to utilize service line identification of the 1,700 water customers within the city for the prevalence of lead versus galvanized lines.

The City of Fulton Wastewater Treatment Plant collaborated with the Kentucky Department of Environmental Protection and Bacon Farmer Workman Engineering & Testing, Inc. to create a Corrective Action Plan (CAP) to address previous Notices of Violations the treatment plant has received. It is estimated that funding to make necessary improvements to the current facilities would be between \$3 million - \$6.5 million. The CAP also calls for continual monitoring of the wastewater system to determine the full extent of the needed upgrades to meet the effluent limits expectations. Future planning will need to consider the available capacity of the wastewater treatment plant as funding continues to be gathered.

Given this solid water and wastewater infrastructure and the demographic trends and foreseeable future conditions, these sectors are positioned to adequately serve the community over the next five years.

Future Community Facilities Impacts

As detailed in the Community Facilities Element, given demographic trends and foreseeable future conditions, community facilities such as schools, parks, police/fire, and local government services are positioned to adequately serve the community over the next five years.

Conclusion

The City of Fulton is well-positioned to meet its goals for future land use development due to its proactive work to maintain and upgrade its infrastructure and transportation systems, and its expansive planning and implementation efforts to improve its quality of life and economic development opportunities. Despite projections for a decline in population for the next few decades, Fulton appears able to support a high quality of life for existing residents and accommodate an increase in population, should that occur.

VII. Transportation Element

VII. Transportation Analysis

Introduction

A healthy and efficient infrastructure for transportation that allows for all modes of travel is key for the continued growth of a community. A balanced transportation system can incorporate airways, railways, waterways, highways, and biking trails and pedestrian pathways in a manner that highlights a city's best attributes and allows for the uninterrupted flow of commerce that promotes economic vitality. This section will delve into each of these modes of transportation in the City of Fulton and the unique system that is currently in place.

Air Travel

The City of Fulton, alongside Fulton County, is the owner and operator of the Fulton Airport. This airport's International Air Transport Association (IATA) identifier code is 1M7 and is open to the public, mainly servicing general aviation activities in the local area. The Fulton Airport sees mostly single-engine aircraft with an average of 25 flights per day 60% of which are transient general aviation and 34% are local general aviation¹. Flights can come and go from the two runways that the airport operates on which are 4,000 feet long and 75 feet wide. They are maintained in good condition and have a single wheel weight capacity of 12,000 pounds.



Other airports near Fulton are the Barkley Regional Airport in Paducah which offers a twice daily domestic flight to Chicago O'Hare International Airport as well as general aviation practices. A short drive into Tennessee can lead to Everett-Stewart Regional Airport just outside of Union City. This airport offers limited domestic flights to other regional airports as well as

¹ <https://www.airnav.com/airport/1m7>

maintenance and general aviation practices. Other airports near the City of Fulton are Mayfield Graves County Airport in Mayfield and Kyle-Oakley Field Airport in Murray which also offer short range domestic flights and general aviation practices.

The nearest international airport to the City of Fulton is Memphis International Airport which is 135 miles away and sees an average of 592 flights per day. This airport operates under the code MEM and sees around 140,000 passengers pass through its doors every month².

Table 7.1: Regional Air Travel³

Airport	Average Daily Flights	Transient General Aviation	Local General Aviation	Military	Air Taxi	Commercial
Fulton Airport	25	60%	34%	5%	1%	
Barkley Regional Airport	64	54%	25%	6%	8%	6%
Everett-Stewart Regional Airport	78	42%	53%	<1%	5%	
Mayfield Graves County Airport	42	62%	29%	3%	5%	
Murray-Calloway County Airport	44	47%	46%	<1%	6%	

Public Transportation

Residents of Fulton, Hickman, Graves, and Carlisle Counties can utilize the services of the Fulton County Transit Authority (FCTA) which has been providing public transportation in the region since 1985⁴. The FCTA offers numerous ride options within the county of residence, county-to-county travel, and even to Union City, Tennessee and Martin, Tennessee⁵. Other key destinations include Mayfield, Murray, Clinton, Paducah and Hickman in Kentucky.

Within Fulton County the FCTA offers in-city rates of \$3 per person or \$5 for round trip and \$10 per trip from Fulton to Hickman or \$18 round trip. Outside of Fulton County, trips from city-to-city within the given county are still \$3 per person or \$5 round trip, and city-to-county is \$10

² <https://flymemphis.com/about-mem/>

³ www.airnav.com/airport

⁴ <https://www.fultontransit.com/>

⁵ <https://www.fultontransit.com/services-and-rates>

per person or \$18 round trip. Longer trips such as Fulton to Mayfield/Murray, Mayfield to Paducah, and Hickman to Martin, TN are \$15 per person or \$20 round trip. Travel fares for children under the age of 6 come at a reduced rate.

The FCTA offers a Ride to Work program that allows residents of Fulton, Graves, Hickman, and Carlisle counties to purchase monthly ridership passes to commute to work. The cost of a monthly pass to commute within the county of residence is \$100 and the cost of a monthly pass to commute between counties is \$150.

The FCTA operates Monday through Friday from 7 a.m. to 4 p.m. with a Demand Response service being available from 9 a.m. to 4 p.m., Monday through Friday as well. Other services and rates for travel to medical facilities, charter trips, and transportation to Amtrak stations in the region are available.

Ridership through the FCTA has seen a decline in recent years experiencing a 10 year low of 54,868 total riders in 2021⁶. Ridership numbers did rebound up to 60,561 in 2022 and it would appear the number will be similar for 2023 as total ridership is already above 38,000. While the effects of the COVID-19 Pandemic on transportation are still not fully understood, it is likely that the pandemic had an impact on these numbers as ridership in the years immediately before 2020 were well above 120,000.

Rideshare

With the ease of use of cell phones and access to internet, more and more people are choosing to use rideshare services as a primary form of transportation as opposed to traditional public transportation modes. The most popular of these rideshare programs are Uber and Lyft which can provide services at the push of a button. Both Uber and Lyft are available in Fulton, each having two options for users and at different rates based on the number of passengers. Table 7.2 below details these options for Fulton residents⁷.

⁶ FCTA Total Ridership Report

⁷ <https://uphail.com/us/ky/fulton/>

Table 7.2: Rideshare Rates in Fulton

	Lyft	LyftXL	UberX	UberXL
Safe Ride Fee	-	-	\$2.65	\$2.75
Minimum Fare	\$4.10	\$6.00	\$6.96	\$8.75
Base Fare	\$2.05	\$3.50	\$2.15	\$3.50
Cancellation Fee	\$5.00	\$5.00	\$5.50	\$5.00
Cost Per Mile	\$1.59	\$2.69	\$1.68	\$2.69
Cost Per Minute	\$0.21	\$0.35	\$0.22	\$0.36

Roads

The major roadways passing through the City of Fulton are US 51, US 45, and the Julian M. Carroll Purchase Parkway, otherwise known as I-69. Other roadways that converge in Fulton are state highways such as 116 and 166 to the West, 307 in the North, and 129 in the East.

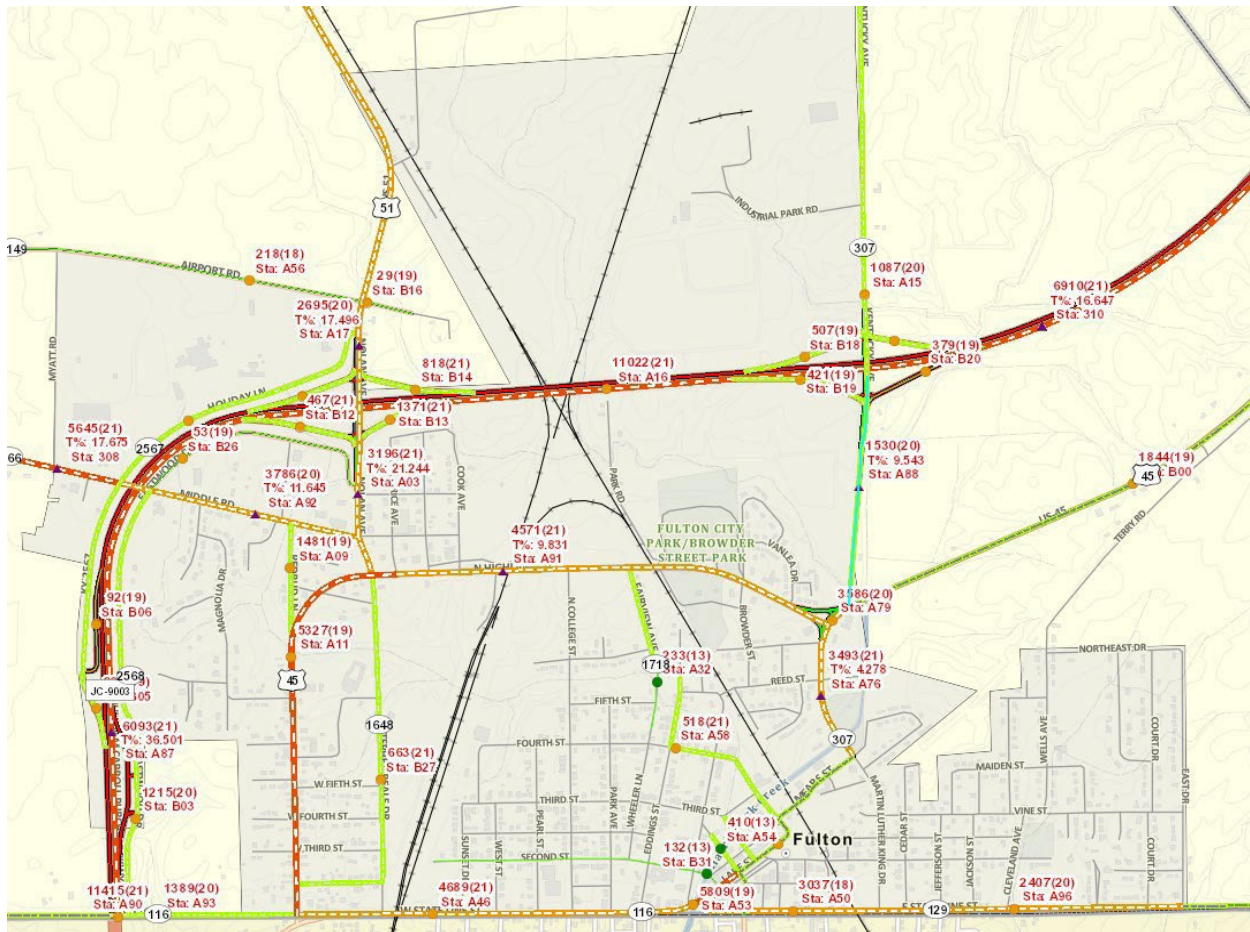
By far seeing the most traffic, the Purchase Parkway/I-69 highway enters Fulton from the Northeast and runs through the northern portion of the city. The section of this roadway that enters Fulton from the South sees an average annual daily traffic count (AADT) of 11,415 cars according to the Kentucky Transportation Cabinet⁸. This represented the largest inflow of traffic into Fulton out of all of the roadways around the City with another section of the Parkway seeing an AADT of 11,022 in between the US 51 and highway 307 crossings in the northern portion of town. US 51 sees its highest AADT of 3,196 immediately after the crossing with the Purchase Parkway in the North of Fulton while US 45 in the East of Fulton has an AADT of 1,844. Out of the smaller state highways, 166 in the West has the highest AADT of 5,645 on the immediate entrance into Fulton which then drops down to 3,786 as the roadway moves past its crossing with the Purchase Parkway. Highway 116, also in the East, has an AADT of 2,130 while highway 129 in the West has its highest AADT within the City limits of 3,037 and highway 307 in the North has its highest AADT immediately after its crossing of the Purchase Parkway of 1,530. A map of these traffic counts can be seen in Figure 7.1.

⁸ <https://maps.kytc.ky.gov/trafficcounts/>

The City of Fulton does not currently have plans in place for the construction of new roadways within city limits, nor are there any current projects or plans for major improvements to existing roads. There are, however, projects currently underway to improve sections of the Purchase Parkway in Fulton. The section of the parkway that interchanges with US-51 and then enters into Tennessee is seeing improvements worth \$13.5 million being made and is scheduled to be completed in 2024. Another seeks to improve the parkway from southwest of the US-51 interchange to Cardinal Road near Mayfield, including the KY-339 interchange in Wingo, KY. This project comes at a cost of \$20 million and is scheduled to be completed in 2023⁹. Lastly, there is work on the Purchase Parkway from mile point 0 to mile point 1.78 to address the general condition of the roadway. The project cost is just under \$2 million and is to be completed in 2024.

⁹ Purchase Area Construction Projects in 2022-2024 Highway Plan

Figure 7.1: Fulton Traffic Counts



Regional Transportation Planning

The Purchase Area Development District (PADD) oversees regional planning for the eight counties that make up western Kentucky. This includes Ballard, Calloway, Carlisle, Graves, Hickman, Fulton, Marshall, and McCracken County. The PADD works to support the Kentucky Transportation Cabinet’s (KYTC) Statewide Planning Process. This would include the coordination of public input, identification and evaluation of transportation needs in the region, and prioritization of needs for possible inclusion in the KYTC Highway Plan¹⁰. The PADD also maintains goals for its regional transportation system that are as follows¹¹:

¹⁰ <https://www.purchaseadd.org/local-government/transportation/>

¹¹ 2020 PADD Transportation Goals

- **Access**
 - Promote a balanced, multi-modal transportation system that serves the local and regional movement of people, freight and services and provides choices in mobility.
- **Economic Stewardship**
 - Support and promote the development of a transportation system that strengthens the economic vitality and competitiveness of the region.
- **Safety and Security**
 - Promote transportation safety to achieve a significant reduction in fatalities, injuries, and economic loss in the region.
- **Mobility (Freight Movement)**
 - Promote and support projects that improve the national freight network, strengthen the ability of rural communities to access national and international trade markets and support regional economic development.
- **Environmental Stewardship (Human & Natural)**
 - Promote a transportation system that will strive to make our communities and the region healthier and more attractive, and to minimize any negative impact on the natural, social, and cultural environment.

Railways

The Canadian National Railway (CN) connects western Kentucky to both the Great Lakes and the Gulf of Mexico with the rail yard in the City of Fulton serving as the hub of the CN Southern Region¹². CN operates shipping and receiving services for automotive parts and finished vehicles, bulk commodities, coal, containers, dimensional loads, fertilizer, pulp, paper, lumber, grain, metals and minerals, petroleum products and chemicals, and alternative energy sources such as ethanol, biodiesel, wood pellets, wind towers, and turbine components.

¹² City of Fulton

An Amtrak station also operates just outside the City of Fulton that is unstaffed and is only available as a stop when it is the specific destination of patrons. The station waiting room hours are from 2:00pm – 4:00am seven days a week with both daily and overnight parking available¹³.

Riverport

Located in the City of Hickman is the Hickman-Fulton County Riverport Authority (HFCRA). In operation since 1978, the HFCRA serves as the only public port on the east side of the Mississippi River in Kentucky and has the added benefit of being located in the center of one of the major grain producing regions of the US¹⁴. Access to the riverport is available to farmers and industries of national or international scale through the use of rail, water and roadways. The riverport's normal operations are eight hours a day, five days a week with 24/7 operation available when necessary. Such commodities as grain, fertilizer, petroleum coke, zinc, and steel coils pass through the HFCRA on a regular basis and the facilities provide the following services:

- Barge discharge to truck
- Barge discharge to conveyor
- Barge discharge to rail
 - Rail service is provided by the TennKen Railroad Company which connects to a Class 1 connection in Dyersburg, Tennessee.
- Conveyor to barge
- Truck and rail to storage
 - Storage options include an 18,000 square foot and a 10,000 square foot warehouse, flat storage in the size of 2 million bushels of crops, and over nine acres of outside storage and warehouse development.
- Crane lift with a 125-ton capacity

¹³ <https://www.amtrak.com/stations/ftn>

¹⁴ <https://www.hickmanriverport.com/index.htm>

Biking/Walking Paths

The City of Fulton has worked with the PADD to produce a Bicycle and Pedestrian Plan for improving, constructing, and maintaining the sidewalks and bike paths within the city. Starting in July of 2021, planning officials met with City officials to outline the desires of the community and set out potential projects to be conducted in the coming years¹⁵. Survey responses from local residents revealed that 79% of respondents felt insufficient sidewalks and biking lanes prevented children from travelling to school with 50% responding that traffic or lack of safety signage was the cause. A larger 88% of respondents indicated that a lack of sufficient sidewalks or bike lanes prevented residents from commuting to local destinations. Other items gathered from this survey showed a community-wide interest in local and regional walking/biking trails, dedicated bicycle infrastructure, a city-wide need for repaired or connected sidewalks, and a desire for safe, marked crossings for pedestrian travel.

Potential projects laid out by the PADD in collaboration with the City of Fulton include:

- Connecting all parks in the city with either sidewalk or shared-use trail to downtown.
- Developing a rails-to-trails project between Fulton and Mayfield.
- Implementing a shared-use trail from Fulton to the river in Hickman along KY 166/KY 125.
- Connecting housing to schools and parks in Fulton, as the city estimates 25% of children may walk to school.

These projects involve four key project types that allow for different types of modality and interaction of pedestrian or vehicle traffic within Fulton.

1. Sidewalks

- i. A minimum of 6 feet in width, sidewalks are considered pedestrian and mobility- assisted access only with some communities allowing children to bike on them.
- ii. Sidewalks are typically constructed using concrete.

2. Shared-Use Path/Trail

¹⁵ 2022 City of Fulton Bike Walk Plan

- i. Shared-Use paths are a minimum of ten feet wide and are considered accessible to pedestrians and bicyclists.
 - ii. Typically constructed with concrete or asphalt with the addition of access ramps, shared-use paths can be used to separate from a roadway that has high traffic or high speeds to safely separate bicyclists and pedestrians from motor vehicles.
3. Neighborway (Shared Lane)
- i. A neighborway consists of shared bicycle lane markings and signage to bring awareness of bicyclists on the roadway.
 - ii. Typically installed on low speed, low volume roadways without enough width for a dedicated bike line.
4. Bicycle Lane
- i. A dedicated lane that may include a lane line or buffer with posts to separate bicycle traffic from major vehicle traffic and signage to bring awareness of bicyclists on the roadway.
 - ii. May be installed on any roadway with enough width and posted speed limit below 45 mph.

The City of Fulton is home to each of these project types and with the use of this plan will continue to improve on and construct more modes of pedestrian and bicycle travel that promote the health and well-being of its residents.

Conclusion

The City of Fulton is home to a wide variety of transportation modes that each serve a unique purpose and provide ample access to business, industry, school, and recreation. While it has been the railway hub in Fulton that has long been the defining mark in the city's history, the prevalence of the major national and state roads that crisscross the region have given Fulton a large advantage in transportation capabilities. Both commerce and recreational travel have become easily attainable by residents and industries in Fulton, as well as the surrounding region. Furthermore, the prevalence of public transportation options such as the FCTA and the emergence of rideshare programs has made travel that much easier for the average citizen.

Fulton is also in close proximity to a major riverport, giving industries the ability to send and receive commodities to the majority of the central United States. Pedestrian travel is also very important for a community's growth and the development of bicycle and walking paths along with improvements to existing sidewalk infrastructure will go far in creating a community that provides healthy transportation alternatives. In conclusion, Fulton's transportation system is fully able to support both the existing quality of life and future projected economic growth.

VIII. Community Facilities Element

VIII. Community Facilities

The following information provides an overview of the existing public facilities within the City of Fulton. The current condition and anticipated needs as defined by projected growth and functional obsolescence are reflected in the narrative herein.

(A) Governmental Offices

(1) Fulton City Hall



The City of Fulton operates under the city manager form of government which largely resembles the commission plan because the city elects four commissioners and a mayor to serve on the board of commissioners. The board of commissioners appoints a city manager who acts as the chief administrative officer for the city. This individual is a professional employed by the city to run the government's operational affairs on a day-to-day basis. The City of Fulton is in Fulton County, and the city operates out of city hall located at 101 Nelson Trip Place. It houses administrative offices for the city such as the City Commission, Office of the City Manager, and Office of the City Clerk. It also houses the office of the City Utility Billing Office, finance office, Fulton County Court Clerk, Fulton Hickman County Economic Development Partnership Office and Fulton Tourism.

(B) Public Safety

(1) Purchase Area Development District (PADD) Disaster Resiliency Plan Resolution

The Kentucky Area Development Districts, in coordination with the Department for Local Government and the Economic Development Administration, engaged in a commonwealth-wide community-based strategic planning process in response to COVID-19 for the area of hazard mitigation. The purpose is to prevent, prepare for, and respond to the coronavirus pandemic and assist with the resulting economic injury that occurred due to the virus. In doing so, PADD completed a disaster resiliency plan to address the recovery and resiliency efforts that can help a region withstand and avoid future economic shocks and adopted it on Oct. 24, 2022. The full plan may be obtained by contacting PADD.

(2) Police Department



The City of Fulton Police Department is located at 340 Browder Street in a joint complex with the City of Fulton Fire Department. The Fulton Police Department's mission statement is to equally and fairly protect and serve all people within the City of Fulton without regard to race, color, religion, ethnicity, gender, age, or sexual orientation. Its vision is to provide professional police service in partnership with the community that enhances the quality of life in the City of Fulton by providing a safe environment through the protection of life and property within the framework of the United States Constitution and to provide this service with integrity and respect to the citizens of our community.

The present-day Fulton Police Department consists of three divisions. These divisions are the Patrol Division, Investigation Division, and Administration Division. The staff is comprised of a chief, assistant chief, two shift sergeants, four patrol officers, two SROs, and one part-time administrative assistant. The police department works with agencies such as the Fulton County

Sheriff's Department, county law enforcement, and Kentucky State Police, but it does not depend on them to provide services. In addition to working with other agencies, the police department has a mutual aid agreement with the City of South Fulton, Tennessee, and it is also engaging with the Alcohol Substance Abuse Prevention (ASAP) Board through the Kentucky Agency for Substance Abuse Policy program. This program would extend to all of Fulton County and Hickman County.

The department receives operational funds from the general fund with reimbursement for alcohol-related enforcement covered by a 7% Alcoholic Beverage Control (ABC) regulatory fee. In time, the department will come to depend on some capital improvement funding for facility upgrades and replacement, as well as vehicle replacement. These funds would be used to complete purchases, projects, or as matching dollars for grants.

The City of Fulton Police Department projects several future needs over the next five years. The current equipment needs to be upgraded to include the hardware for the County Wide Law Frequency as well as vehicles. The current police station needs to be upgraded or replaced within the next five years. The department has had to reduce staffing by two patrol officers. Due to budget constraints, these positions could not be filled. In the future, these positions will need to be filled due to demand, which will require additional general fund dollars to cover the cost of two salaries. The current budget only provides operational funding for the Police Department. It does not include capitalization funding.

(3) Fire Department



The Fulton Fire Department is located at 340 Browder Street along with the city's police department. It is the mission of the Fulton Fire Department to preserve life and property, promote public safety, and promote growth through leadership, education, management, and

actions as a fire and rescue response provider in the City of Fulton, Kentucky. Services provided by the City of Fulton Fire Department include the following:

- Fire Suppression
- Medical Assistance to EMS
- Vehicle Extrication & Light Rescue
- Fire Prevention & Public Education
- Code Enforcement
- Fire Safety & Pre-Planning Inspection
- Hazardous Materials Awareness Response

The Fulton Fire Department is a combination department consisting of a career chief. The department has 13 paid on-call members. On average the department receives about 10-12 calls per month and responds to 120 calls per year. The department covers 2,775 people, 1,225 households, and 753 families residing in the city. The department's total coverage area is 2.8 square miles.

The City of Fulton has automatic mutual aid agreements with the City of South Fulton, Tennessee Fire; Water Valley Fire; Union City, Tennessee Fire and mutual aid agreements with Fulton County Fire Rescue; Hickman County Fire Rescue; Hickman City Fire; Clinton City Fire; Mayfield City Fire; Latham-Dukedom Tennessee Fire; and Martin, Tennessee Fire. The city fire department does not contractually serve any communities beyond the city limits.

The department currently does not have a strategic plan. The department's current needs and prospective needs the department may face within the next five years include equipment replacement for two apparatus - the 1992 75' aerial and a 1994 1,500 gpm pumper. Both apparatuses have passed the 20-year expected lifespan. In addition, projected needs for firefighters include self-contained breathing apparatus replacement upgrades, vehicle extrication replacement upgrades, rescue airbags, and personal protective equipment upgrades or replacement. Unmet staff needs include an assistant chief position that needs to be funded and approximately one part-time firefighter each day.

(4) Emergency Services/911

Fulton EMS Base (Station 1) is located at 105 Nolan Avenue and is owned by KenTenn EMS. There is also Hickman EMS Base (Station 2) located at 801 Moscow Avenue which KenTenn EMS leases from the City of Hickman. Station 2 serves Fulton and the twin cities when Station 1 is out. They strive to operate two ALS units 24/7/365. Recently, they have been running a couple of trucks with two advanced EMT providers rather than a medic and EMT.

KenTenn EMS is Kentucky licensed through the Kentucky Board of Emergency Medical Services (KBEMS) as a Level III Training and Educational Institute (TEI). The academy provides emergency medical responder (EMR), emergency medical technician (EMT), and advanced emergency medical technician (AEMT) initial training courses, as well as continuing education classes. On average, there are 25 employees with a combined average of 10-12 years of experience with prehospital care. There is no EMR, and there are 11 EMTs, 11 AEMTs, and 10 paramedics. Training is conducted each month, with competencies biannually, and a 48-hour continuing education refresher course on top of monthly education. EMTs and paramedics hold certifications in both Kentucky and Tennessee.

Regarding current service area maps, the department has some of the geographic maps that were required to submit for a USDA grant showing the location of the Fulton EMS Base, as well as some paper copies of maps made by the PADD office. The maps printed by PADD are not necessarily specific to the "service area," but rather mapping roads within certain counties/districts. These maps were made when discussions began about a combined service in the four river counties. The department's agreement is with Fulton County and Obion County, but the department covers 15 miles past that, which technically goes up to Clinton's ambulance base.

KenTenn EMS began operation in 2017. At inception, the service was left with very little usable equipment, causing the organization to incur significant debt in the purchase of ambulances, stretchers, and cardiac monitors. While the necessity for membership has always been present, this created the need for additional funds and greater participation from our service communities. The voluntary community membership program was officially formed in July 2019, with the \$17 monthly fee supplementing the agency's loss of funds from low insurance reimbursement and offering members prepayment of services rendered. They have needs for

additional funding for operating budget and capital expenditures, additional staff, and advancement of licensure for current staff, as well as expansion of the training facility, sleeping quarters, and garage bays for ambulances.

There are currently four proposed projects to address the current needs for emergency services. They are as follows:

Project 1: The need to expand the current training center. Currently, there is room for 10-18 students. Basic EMT and advanced EMT programs are being taught, and class size must be limited due to the small room size and lack of space for skills to be performed. They are currently moving to provide RN to EMT classes and would like to advance to paramedic classes in the future. There is also a lack of providers for phlebotomy, CNA, and other skilled practices. The program needs additional space and further educational equipment to help grow the local workforce. There is more owned property available to expand the classroom facilities.

Project 2: The need to replace the ambulance fleet over the next 2-5 years with replacement units. The current expected cost per ambulance is \$245,000. They do not currently have the revenue to replace the units in the inventory.

Project 3: The need for additional training/educational equipment with the expansion of the training center to include additional disciplines such as phlebotomy.

Project 4: The need to replace four of the six cardiac monitors. The current monitors are over eight years old and cannot be repaired once they break. These are a required item on every ambulance per state regulations and are an integral part of patient care. The current cost to replace each monitor is approximately \$50,000.

(5) Fulton County Dispatch Center

Fulton County Dispatch is a regional center that employs six full-time and three part-time personnel when fully staffed. Fulton County Dispatch is not located within the city limits. It is located in the City of Hickman and serves as the primary answering point for all emergency calls in the City of Fulton, City of Hickman, and all of Fulton County. Fulton County Dispatch serves as the primary point of contact and dispatch for police, fire, and medical in and around the city, and also maintains the police department's NCIC records. In addition, Fulton County Dispatch serves as the primary after-hours contact and dispatch for the City of Fulton's utility

services.

(6) Health Facilities and Services

Currently, there is no hospital, emergency room, or medical center located in the City of Fulton. The hospitals that serve the City of Fulton include West Tennessee Healthcare Volunteer Hospital located in Martin, Tennessee, about 10 miles away; Baptist Memorial Hospital - Union City located in Union City, Tennessee, about 12 miles away; Jackson Purchase Medical Center located in Mayfield, Kentucky, about 20 miles away; and Lourdes Hospital and Western Baptist Hospital located in Paducah, Kentucky, about 45 miles away.

The City of Fulton's projected needs include a medical doctor as well as an after-hours or urgent care facility because the city does not have a medical doctor in the entire county, and there is no after-hours or urgent care facility in the county. There are only two clinics serving a population of 6,000, and they are staffed with an advanced practice nurse (APN).

(7) Fulton Health Department

The city's health department is located at 350 Browder Street and is open Monday-Thursday from 7:30 a.m. - 4:30 p.m., and Friday from 7:30 a.m. - 11 a.m. The building is handicap accessible and the primary contact is the public health director. It is a site that provides outpatient health care for a broad range of diagnostic and treatment services, community education, and environmental services for residents and businesses. It also offers COVID-19 vaccinations and boosters.

(C) City Utilities

(1) Fulton Public Works Facility

The city's public works facility is located at 600 Fourth Street, and business hours are Monday-Friday from 7 a.m. - 4 p.m. The water, gas, fleet maintenance, parks and recreation, sanitation, street and wastewater departments all fall under the scope of Fulton Public Works. The mission of the public works department is to provide its customers with the best services available,

through pride and diligence at all times.

Public Works information may be found at this website: <https://www.fulton-ky.com/public-works-department-information/>

(2) Water Department

The City of Fulton Water Department provides safe drinking water to city residents and residents of the Southwest Water District in Fulton and Hickman counties. Chlorine gas is utilized for disinfection, lime is added for pH adjustment, and fluoride is added per Commonwealth of Kentucky standards. All water testing is conducted by a state-approved laboratory. The total production capacity is 3,000 gallons per minute, 1.5 million gallons per day, and the city has an approved well-head protection area.

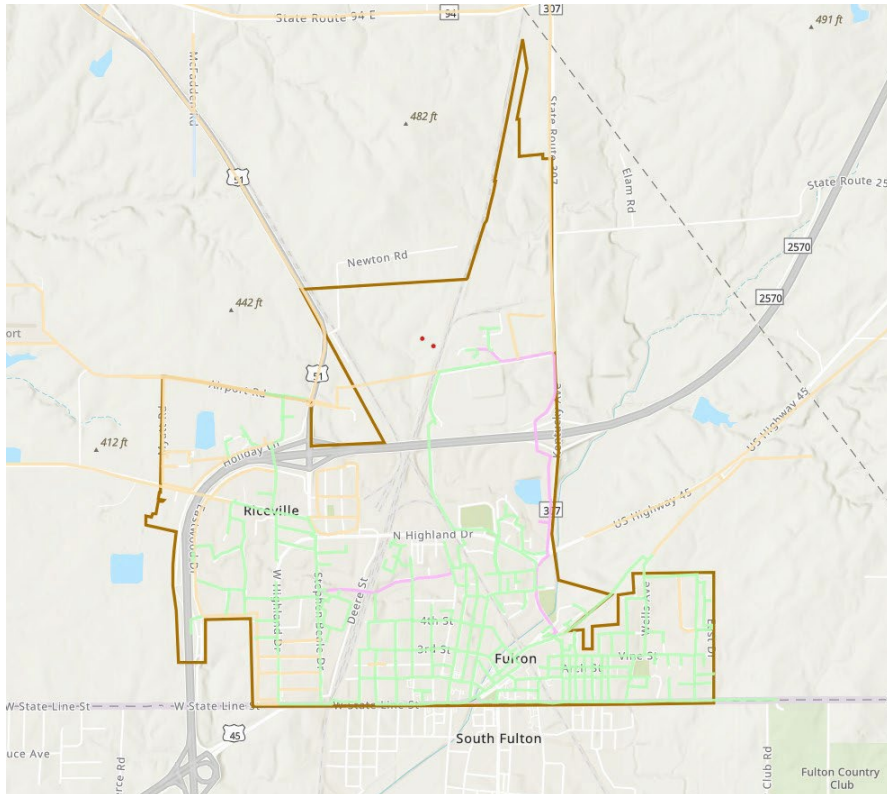
The water department has 3 employees including an operator, and personnel that maintain current state certifications and training as prescribed by the Commonwealth of Kentucky to ensure the safest water quality available.

The city anticipates that over the next five years it will need service line identification of 1,700 water customers lead versus galvanized. Currently, the city does not have any projects under construction. The city has just completed three separate water projects totaling \$1.2 million to upgrade our water facilities. Two of our elevated water storage tanks were lead abated and painted. One of these received a new circulation pump. A new clear well to treat potable drinking water was also constructed. In the city limits, 100% of the population is on the water system. There are 1,377 service connections.

Table 8.1: Water Supply

Source	2 deep wells. Capacity 3250 gallons per minute
Size-Mains	4" to 14"
Elevated Tank Storage	850,000 gallons
Clear Well Reservoir Storage	300,000 gallons
Average Daily Consumption	850,000 gallons
Pressure	80/100 pounds per square inch
Temperature	56° F

Figure 8.1: City of Fulton Water Service Lines Map



Courtesy: Purchase Area Development District

(3) Wastewater Department

The City of Fulton Wastewater Treatment Plant (WWTP) is located at the Fulton Industrial Park located on Kentucky Avenue/HWY 307. It is a class II treatment facility with two aerated lagoons totaling approximately 40 acres, eight sewage lift stations, and 40 miles of sewer mains. It has a maximum discharge rate of up to 1.88 million gallons per day with an average monthly discharge of 600,000 gallons.

Personnel are certified as “Class II Wastewater Operators” by the Commonwealth of Kentucky.

The department has an approved pre-treatment program currently contracted to Russ & Associates of Central City, Kentucky.

One hundred percent of the population is on the sewer system. The current number of connections is 1,279.

The City of Fulton Wastewater Treatment Plant originally consisted of a three-cell lagoon system which was constructed many years ago and discharged to Harris Ford Creek. This system is owned and operated by the City of Fulton and treats sewage from residential, commercial, and industrial sources. The WWTP has had several upgrades over the last few decades which have included:

- 1980s – relocation of discharge to Bayou de Chein and addition of aerators
- 1990s – upgraded to address increased biological loading
- 2000s – added ultrasonic generators to reduce Total Suspended Solids (TSS) levels, but these were removed because maintenance and operation of these generators was difficult to achieve
- 2014 – addition of effluent filters (CAP prepared)
- 2017 – divided initial lagoon cell and created Modified Ludzack Ettinger (MLE) lagoon

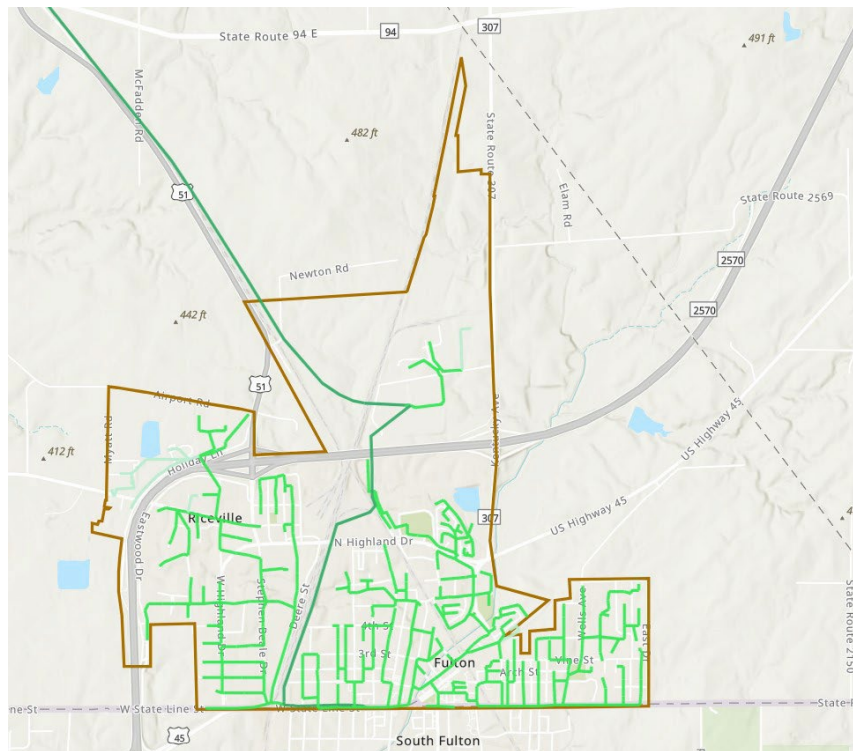
The WWTP is currently permitted under KY0026913. The current treatment provided is listed in the permit as Four Cell Lagoon, Aerated Lagoon, Peracetic Acid Disinfection, Hydrographic Release to Surface Water.

The Four Cell Lagoon is composed of 3 Cell MLE Lagoon with an approximately 30-acre facultative lagoon with aerators and a floating baffle wall to create an approximate 1-acre quiescent zone. The effluent from the quiescent zone is then run through Effluent Upflow Filters and disinfected using Peracetic Acid before being pumped to the surface discharge point on the Bayou de Chien. The permitted Effluent Discharge volume is controlled by the flow in Bayou de Chien and listed in the permit as illustrated in Table 8.2.

Table 8.2: Minimum Stream Flow vs Maximum Effluent Discharge

Minimum Stream Flow (cfs)		Maximum Effluent Discharge (MGD)
<10		0.50
10-12		0.75
12-22		0.94
22.00		1.88

Figure 8.2: City of Fulton Sewer Service Lines Map



Courtesy of Purchase Area Development District

The City of Fulton Wastewater Treatment Plant is working under an agreed order for not being able to meet permit requirements on removal but has worked with the Kentucky Department of Environmental Protection and Bacon Farmer Workman Engineering & Testing, Inc. to create a Corrective Action Plan that was distributed on Jan. 9, 2023. This plan outlines the corrective action measures that will be enacted to address the previous Notices of Violations (NOVs) WWTP has received. The City of Fulton is continuing to search for funding sources to assist with the improvements for the WWTP. It has been estimated that funding between \$3 million and

2023 FULTON COMMUNITY FACILITIES

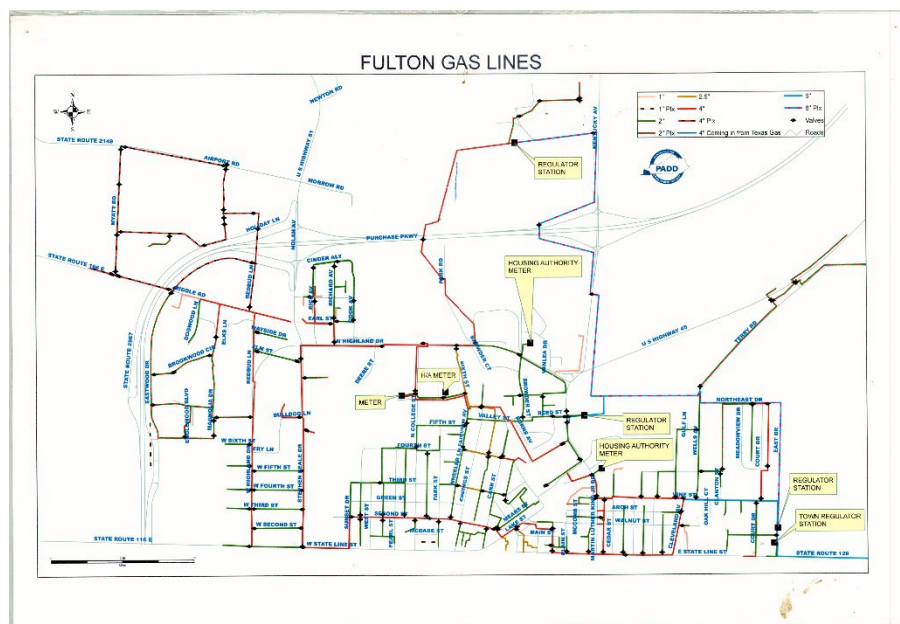
\$6.5 million dollars will be required to upgrade the facility. It is anticipated that the continual monitoring testing of the system will provide a clearer picture of the anticipated upgrades required while making adjustments in the current operations to meet current effluent limits within the existing plant. A copy of the corrective action plan may be obtained by contacting the City of Fulton.

(4) Natural Gas Services

The gas department maintains and services the city population with a natural gas system that has 40 miles of main lines. The city's source of natural gas is TexGas. The city works directly with Enercon in Owensboro, Kentucky, to purchase gas and provide its customers with the lowest rate possible.

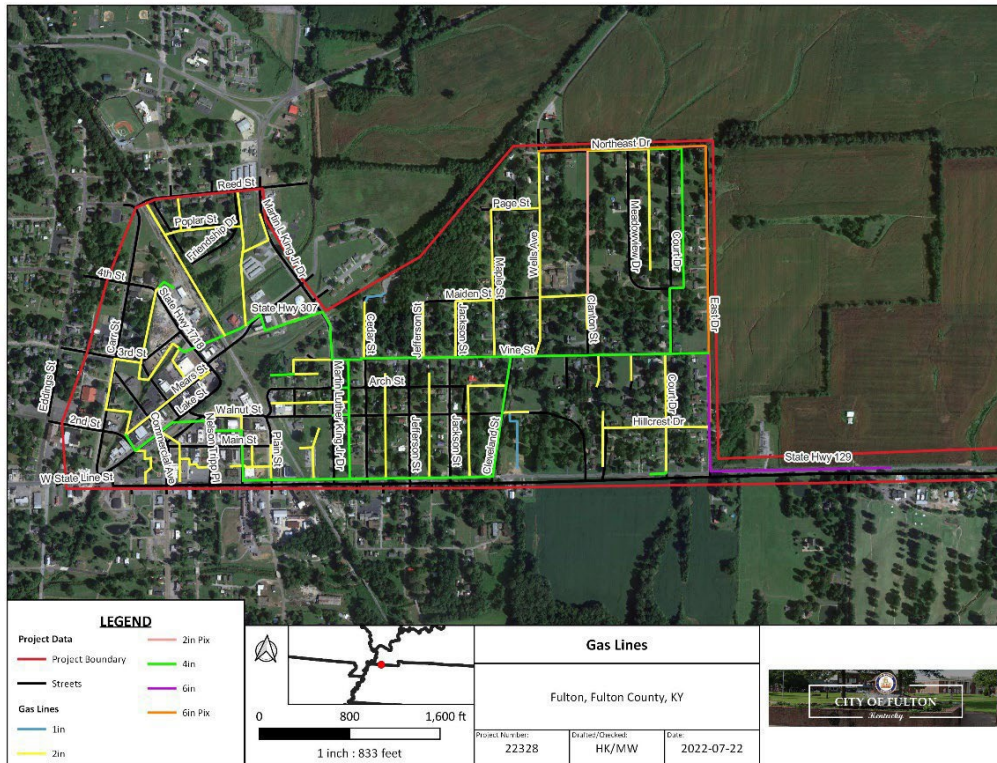
Our personnel are trained in all aspects of natural gas operations, including construction of pipelines, inspection procedures, pressure regulations, and all other daily requirements for the operation and safety of the system and its customers. Our personnel are certified and meet "Operation Qualifications" guidelines as set forth by the U. S. Department of Transportation.

Figure 8.3: City of Fulton Gas Service Lines Maps



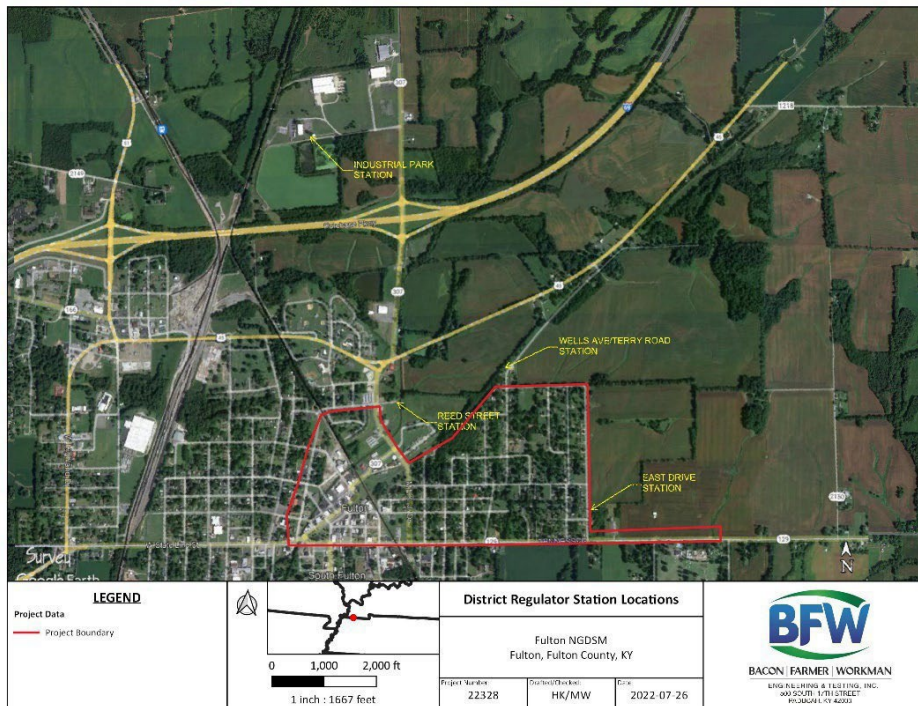
Map provided by the City of Fulton

Figure 8.4: City of Fulton Gas Service Map



Fulton Gas Lines Service Map provided by the City of Fulton

Figure 8.5: City of Fulton Gas Regulator Station Locations Map



Fulton Gas District Regulator Station Locations Map provided by the City of Fulton

(5) Electric Services

Tennessee Valley Authority is the provider for the City of Fulton. Currently, there are 1,642 customers. Future needs for the electric system include a potential 10MW substation addition for the industrial park area. Fulton Electric System is located at 501 Walnut Street.

(6) Parks and Recreation

The parks and recreation department is charged with the care and maintenance of seven city parks and two cemeteries. A list and brief description of each park is listed below.

Fulton Park is the largest in the system. It has four baseball fields for youth, several shelters for picnics, and large collection of playground equipment. It draws visitors from several counties in two states.

Pontotoc Park is located downtown and is one of the newest. It is the centerpiece of the downtown business area. It includes the Pontotoc Civic Center as well as a park that features a fountain, gazebo, and memorial brick walk. This park is where most of our outdoor concerts are held, and the civic center is available to the public on a rental basis for a variety of functions. The center holds 200 guests and has many conveniences.

Riceville Park is located in the Riceville addition and is a community park that allows ease of access to local residents within a short walk. It gives children a safe place to meet and play without crossing major traffic intersections. It has a basketball court, a shelter with picnic tables, and playground equipment.

Benny Gordon Park is named after the late pastor and city commissioner. It is also a community park that allows most visitors in its vicinity access by a short walk. It has two basketball courts, playground equipment, and a shelter with picnic tables.

Lohaus Baseball Field is home of the Fulton Railroaders, a wooden bat Ohio Valley league team for many years. The stadium recently received a major renovation thanks to the Fulton Tourism Commission. The new stadium, reminiscent of the early days of baseball, is a covered wooden structure and has a seating capacity of 500.

Weaks Nature Trail was donated by the Parks Weaks family. It is a two-mile walking trail off Stephen Beale Drive. It was set aside as a place to view nature while still in the city. Located adjacent to Fulton High School, it was also designed to provide school children with an outdoor area for science field trips. The walking trail is a natural base trail with a variety of trees, plants, birds, animals, and insects for enjoyment of study. It features an outdoor assembly area and a picnic table with an elevated view.

On June 1, 2022, the Purchase District Health Department Active Living Bicycle and Pedestrian Plan was approved for the City of Fulton. The report was developed by Gresham Smith in partnership with the Kentucky Cabinet for Health and Family Services and the Purchase District Health Department. The built environment has a strong influence on the community. Active, healthy communities are supported by an infrastructure that encourages residents and visitors alike to choose walking or biking to nearby parks, businesses, and other destinations. In 2021, the City of Fulton in Fulton County, Kentucky, received a grant through the Purchase District Health Department to establish a bicycle and pedestrian plan based upon engagement from the residents and supported by community and county leaders. The plan includes proposed projects for walk/bike corridors and maps. A complete copy of this plan may be obtained by contacting the City of Fulton.

A summary of potential improvements is depicted in Table 8.3.

Table 8.3: Summary of Potential Improvements

Fig.	Location	From	To	Potential Improvement	Estimated Construction Cost
3.3	KY 166	Nolan Ave.	Hickman, KY	Shared-Use Path	TBD
3.4	US 45 (Highland Drive)	Nolan Ave.	Martin Luther King Jr. Dr.	Shared-Use Path	\$ 1,021,000
3.5	US 45 (W. Highland Drive)	KY 116 (W. State Line St.)	Stephen Beale Dr.	Shared-Use Path	\$ 843,000
3.6	Martin Luther King Jr. Drive	Vine St.	US 45 (Highland Dr.)	Shared-Use Path	\$ 453,000
3.7	Stephen Beale Drive	W. State Line St.	Elm St.	Sidewalk	\$ 505,000
3.8	KY 116 (W. State Line Street)	City Limits	Existing W. State Line St.	Sidewalk	\$ 102,000
3.9	Reed Street	Railroad Crossing	NA	Sidewalk	\$ 21,000
3.10	W. Highland Drive	KY 116 (W. State Line St.)	US 45 (Highland Dr.)	Sidewalk	\$ 307,000
3.11	Rice Avenue	US 45 (Highland Dr.)	Cinder Alley	Sidewalk	\$ 219,000
3.12	Murray Street	Nolan Ave.	Cook Ave.	Sidewalk	\$ 164,000
3.13	Earl Street	Nolan Ave.	Cook Ave.	Sidewalk	\$ 164,000
3.14	KY 129	Craig St.	Cleveland St.	Sidewalk	\$ 43,000
3.15	Cleveland Street	KY 129	Vine St.	Sidewalk	\$ 156,000
3.16	Vine Street	Jackson St.	East Dr.	Sidewalk	\$ 86,000
3.17	Earl Street	Nolan Ave.	Cook Ave.	Neighborway	\$ 4,000
3.18	Rice Avenue	US 45 (Highland Dr.)	Cinder Alley	Neighborway	\$ 6,000
3.19	N. College Street	KY 116 (W. State Line St.)	5th St.	Neighborway	\$ 8,000
3.20	N. College Street	5th St.	US 45 (Highland Dr.)	Bicycle Lanes	\$ 12,000
3.21	3rd Street	Sunset Ave.	Carr St.	Neighborway	\$ 8,000
3.22	Eddings Street	KY 116 (W. State Line St.)	6th St.	Bicycle Lanes	\$ 21,000
3.23	Carr Street	Lake St.	Reed St.	Bicycle Lanes	\$ 19,000
3.24	Reed Street	Carr St.	Martin Luther King Jr. Dr.	Neighborway	\$ 4,000
3.25	Lake Street	Carr St.	KY 307 (Mears St.)	Bicycle Lanes	\$ 19,000
3.26	KY 307 (Mears Street)	Lake St.	Martin Luther King Jr. Dr.	Bicycle Lanes	\$ 8,000

In addition, the city partnered with Lockett & Farley, an architecture, engineering, and interior design firm, to create the City of Fulton Parks Master Plan Report completed on Oct. 19, 2019. The goals of this master plan are to preserve and enhance existing parks within the city while responding to current outdoor recreation trends in a sustainable and fiscally responsible manner and to develop a long-range vision for park improvements and to provide the parks board with a roadmap for phased park improvements.

The master plan for the City of Fulton Parks involved the evaluation of five park sites within the city boundary. These included:

- Lions City Park
- Lewis Weeks Memorial Park along Highland Drive and the Baseball Park along Browder Street (Sites 1a and 1b)

- Benny Gordon Memorial Park along Kentucky Avenue
- Riceville Neighborhood Park
- Pontotoc Park in downtown

Each park serves slightly different functions for various groups in the community. Lions City Park is primarily a recreational area with baseball, softball, play structures, and picnic shelters. Benny Gordon Park offers basketball courts, open field play, and a small picnic shelter and play structure. Riceville Neighborhood Park offers play equipment for various age groups, and Pontotoc Park serves as a gathering point for downtown events. The full City of Fulton Parks Master Plan may be obtained by contacting the City of Fulton.

(7) Street Maintenance

The street department maintains approximately 40 miles of streets and several miles of alleys in the city limits. This includes street sign repair and maintenance, street maintenance, street cleaning, and maintenance of rights of way.

(8) Solid Waste Disposal

The city does not own or maintain a landfill, and the city currently does not have a good option for removing large bulky items like furniture. Currently, there is a large roll-off dumpster the public can utilize for these types of items. The citizen is required to purchase a “dump ticket” first and then show that ticket at the public works facility. The city charges different rates for different categories. Also, there is a section for single items.

There is a franchise agreement with GFL Environmental. The city has a four-year contract with this company which was signed in 2020. The solid waste management area is in the corporate city Limits plus a one-mile radius, if approved.

(D) Fulton Housing Authority

The city’s housing authority is located at 20 North Highland Drive, and its hours of operation are Monday-Friday from 8 a.m. - 4 p.m.

The Fulton Housing Authority oversees both public housing and voucher programs, if available. The housing authority owns and manages two facilities which total 210 units across the city.

2023 FULTON COMMUNITY FACILITIES

Public housing agencies, including the public housing agency in Fulton, are required to submit and receive approval from the U.S. Department of Housing and Urban Development Kentucky state office every five years. They detail the housing authority's strategy, outreach programs, operations, and policies. Information can change. The Fulton HA code is KY043, and it is part of the Kentucky state office.

The Fulton Housing Authority offers a wide variety of programs ranging from affordable public housing, housing projects, and subsidized housing all over Fulton, Kentucky. The staff's goals include providing affordable housing in secure environments while providing a high level of service. You can browse available apartments, housing units, and other accommodations directly by visiting their website: www.hud.gov

Affordable housing in Fulton and elsewhere means either rental or owner-occupied housing that costs at or less than 30% of one's gross income. Subsidized housing means a residence for which the government assists in paying. It can either be all or a portion of the monthly payment depending on the person's income.

(E) Planning and Zoning

The City of Fulton Municipal Planning & Zoning Board is the official planning body for the city and manages the city's land use and zoning processes. The board makes recommendations to local government regarding planning policy, development standards, subdivision regulations, and zoning.

(F) Code Enforcement

The city's code enforcement program is located at Fulton Fire Department, 340 Browder Street, and is in place to preserve the quality of housing and safety of all buildings within the city.

The mission of the code enforcement division is to enhance and sustain the quality of life of its citizens. Compliance is the main goal.

(G) Public Services

(1) Senior Citizens Services

There are two locations for Senior Citizen Centers of Fulton County in Fulton County. One center is located at 109 Commercial Avenue. Hours of operation are Tuesday-Friday from 8 a.m. – 3 p.m. Another center is located at 1404 Liberty Street in Hickman, Kentucky. The centers provide services such as home-delivered meals, a learning center, in-home care, adult day health, care navigators, aging life care, neighborhood centers, senior companions, and sterling rides.

(2) Library Services

The Fulton County Library District was formed in 1965 to serve the citizens of Fulton County. The district consists of two libraries. The main library is located at 312 Main Street in Fulton, and the branch library is located at 902 Moscow Avenue in Hickman.

The building that houses the Fulton branch was built in 1914 and was used as the Fulton Post Office. The library was established in the building in 1976.

There is also a bookmobile van that serves the district, the daycare, preschool, and retirement center in the neighboring city of South Fulton, Tennessee. The district employs four full-time employees and two part-time employees.

The library houses more than 34,000 items for the public to access. It has 4,182 active patrons and a monthly circulation of approximately 1,650 items. Circulation includes all forms of media, including hard copy books, audiobooks, movies, and games. The library houses local genealogy records, and there is an active genealogy society.

The library provides books, audiobooks, videos, a wide variety of magazines, and various local and national newspapers. If the material the public needs is not readily available at the library, then the local librarian can put in a request for it through the interlibrary loan system.

Free internet service is available to the public, and the two libraries also supply a hot spot for wireless Internet connection. Through their web page, connections to various databases are available free to the public. In addition, fax and copy services are available at a reasonable cost.

The library services information provided in this document can be found on the following websites:

<https://fultoncounty.ky.gov/Services/Pages/fulton-county-public-library-district.aspx>

<https://fultonpl.wixsite.com/fultonlibrary>

(3) School System

Fulton Independent School District

The Fulton Independent School District is a public school system that serves grades preK-12 with two educational campuses. Carr Elementary houses students from grades preK-5 and is located at 400 West State Line. Fulton High houses students from grades 6-12 and is located at 700 Stephen Beale Drive.

The student-teacher ratio is 13:1. The student population is made up of 48% female students and 52% male students. The schools' minority student enrollment is 58.5%, and those who identify as white is 41.5%. The school enrolls 1% economically disadvantaged students. There are 24 equivalent full-time teachers and one full-time school counselor. One hundred percent of full-time teachers are certified. <https://www.usnews.com/education/k12/kentucky/fulton-independent-school-8291>

Fulton Independent School Grades PreK-8

Fulton Independent School preK-8 has a total of 229 students. Twenty-seven percent of students scored at or above the proficient level for math, and 37% scored at or above that level for reading.

In 2021, Fulton Independent School (preK-8) was ranked #511-681 among Kentucky elementary schools and unranked among Kentucky middle schools. Schools are ranked on their performance on state-required tests, graduation, and how well they prepare their students for high school.

<https://www.usnews.com/education/best-high-schools/kentucky/districts/fulton-independent/fulton-independent-school-8291>

Fulton Independent School Grades 9-12

In 2022, Fulton Independent School (9-12) was ranked 186-225th within Kentucky. Total enrollment is 84. Fulton Independent School is the only high school in the Fulton Independent School District.

(4) Broadband Services

Time Warner Cable services the City of Fulton and is located at 509 Broadway Street, Suite 107 in South Fulton, Tennessee.

There are nine internet providers available in the City of Fulton. They include:

- AT&T
- Spectrum
- T-Mobile
- Viasat
- HughesNet
- EarthLink
- KenTenn Wireless
- WK&T
- Gibson Connect

IX. Housing Element

X. Housing Analysis

Housing in the City of Fulton is evenly split into western, central, and eastern sections thanks to the rail lines that cross through the middle of town. The strongest concentration of housing developments is in the central portion of town near the state line and what was once a large hub of railroad activity. More recent developments have occurred in the western part of the city near the Purchase Parkway, and it should be expected that further development will continue along this major roadway.

Current Housing

Data gathered from the 2021 American Community Survey (ACS), a program conducted by the United States Census Bureau, found that the City of Fulton had 1,204 total housing units¹. Of these units, the split between owner-occupied and renter-occupied was 57.1% to 42.9% with the average household size of owner-occupied units being 3.06 rooms and the average household size of renter-occupied units being 2.43 rooms. In comparison to Fulton County, there was a larger concentration of renters in the City of Fulton as the county's split between owner and renter-occupied was 67.9% to 32.1%. This split was similar to the rest of the commonwealth which was 67.8% to 32.2% owner-occupied to renter occupied. The Purchase Area Development District (PADD), which includes the counties of Ballard, Calloway, Carlisle, Fulton, Graves, Hickman, Marshall, and McCracken, favored owner-occupied units with a split of 70.9% to 29.1%. Average household size for both renters and owners were consistent across Fulton County, the PADD, and Kentucky at around 2.5 rooms for both occupied housing units.

For vacancy rates, the City of Fulton and Fulton County had higher percentages of vacant housing units, with 27.2% and 27.6% respectively, than the PADD or Kentucky with vacancy percentages of 17.4% and 12.1%. On the upside for Fulton, however, there was a vacancy rate of zero in 2021 for rental units in the city. The County's rate for these units was 2.0%, the PADD's rate was an average of 3.7%, and the Commonwealth had a rental vacancy rate of 5.5%. Rental vacancies in Fulton have been zero for the past few years after dropping from as high as

¹ US Census Bureau 2021 DP04 ACS 5-year estimates Selected Housing Characteristics

8.3% in 2017. Homeowner vacancy rates have also fallen quite a bit with the 2021 rate sitting at 4.6% after a high of 13.0% in 2018.

Of the total number of 328 vacant houses in the City of Fulton in 2021, it is estimated that 24 of them were listed for sale with none being available for rent. This left 304 units in the city vacant for other reasons².

Table 9.1: Housing Occupancy

Housing Occupancy	Fulton	Fulton County	Purchase Area	Kentucky
Total housing units	1,204	3,198	94,257	1,988,420
Occupied housing units	72.8%	72.4%	82.6%	87.9%
Vacant housing units	27.2%	27.6%	17.4%	12.1%
Rental Vacancy Rate	0.0%	2.0%	3.7%*	5.5%
Owner-occupied	57.1%	67.9%	70.9%	67.8%
Renter-occupied	42.9%	32.1%	29.1%	32.2%
Average household size of owner-occupied unit	3.06	2.62	2.54	2.58
Average household size of renter-occupied unit	2.43	2.66	2.51	2.33

² US Census Bureau 2021 B25004 ACS 5-year estimates Vacancy Status

Table 9.2: Vacancy Rates

Vacancy Rates Fulton (Percentages)	
2021	
Homeowner vacancy rate	4.6
Rental vacancy rate	0.0
2020	
Homeowner vacancy rate	4.3
Rental vacancy rate	0.0
2019	
Homeowner vacancy rate	8.7
Rental vacancy rate	0.0
2018	
Homeowner vacancy rate	13.0
Rental vacancy rate	8.0
2017	
Homeowner vacancy rate	8.9
Rental vacancy rate	8.3

A study conducted by the University of Kentucky’s Gatton College of Business and Economics took measures of variables such as employment, homelessness, rental rates, and housing age to determine the level of housing demand for each county in the Commonwealth. Data gathered for this study came from such sources as the American Community Survey (ACS), the Department of Housing and Urban Development, and the Kentucky Housing Corporation, with 2017 being the most recent year for which this data was available. This research determined that Fulton County was in high demand for housing, ranking in a tie for 13th out of the state’s 120 counties in housing demand³.

³ Gatton College of Business and Economics Housing Demand Index

Housing Stock

The housing stock of the City of Fulton is much older than housing in other parts of the state. In 2021, it was estimated that the largest percentage of homes in Fulton, 19%, were constructed before the year 1940⁴. The vast majority of housing in the city, some 75.7%, was constructed before 1980, meaning most of the housing in Fulton is close to, if not already, over 50 years old. The majority of housing in Fulton County, 70.3%, was also constructed before 1980, following the trend of the city but housing in the rest of the PADD and the Commonwealth is much younger. The largest portion of housing in the PADD was constructed between 1970 and 1979 making up 17.6% of the 94,257 housing units in 2021, but around half of the total housing units have been constructed in the time since 1980. For Kentucky, the largest proportion of housing, 16.7%, was constructed between 1990 and 1999 and once again around half of the total housing units in the state have been constructed since 1980.

While it is on pace with the PADD and the Commonwealth, which each held a 0.2% estimate in this category, it should be noted that both the City of Fulton and Fulton County had recorded no new housing construction in the time since 2014. This lack of newer housing units and a housing stock that is becoming increasingly outdated is reason for concern in Fulton.

Table 9.3: Housing Age

	Fulton	Fulton County	Purchase Area	Kentucky
Total housing units	1,204	3,198	94,257	1,988,420
Built 2014 or later	0.0%	0.0%	0.2%	0.2%
Built 2010 to 2013	6.6%	4.0%	7.0%	7.1%
Built 2000 to 2009	4.2%	6.5%	10.6%	14.2%
Built 1990 to 1999	6.2%	6.8%	16.7%	16.7%
Built 1980 to 1989	7.3%	12.3%	14.4%	12.4%
Built 1970 to 1979	17.5%	24.9%	17.6%	16.1%
Built 1960 to 1969	10.0%	12.9%	11.3%	10.5%
Built 1950 to 1959	12.6%	11.0%	10.7%	9.0%

⁴ US Census Bureau 2021 DP04 ACS 5-year estimates Selected Housing Characteristics

2023 FULTON HOUSING ANALYSIS

Built 1940 to 1949	16.6%	10.0%	4.4%	4.3%
Built 1939 or earlier	19.0%	11.5%	7.1%	9.5%

Housing Characteristics

In the City of Fulton in 2021, it was estimated that of the 1,204 housing units, 71.3% were single units, attached. This was similar to the PADD's rate of 70.9% but slightly higher than Kentucky's 67.8% and decently lower than Fulton County's 79.7%. Most of these structures, 14.4%, contained two units which was double the County's rate of 7.2% and significantly higher than the PADD's 3.8% or the Commonwealth's 2.9%. In fact, estimates for the number of units in housing structures for Fulton County, the PADD, and Kentucky were much more spread out than the City of Fulton, which had a strong concentration of two to three units. Fulton also had a very low percentage of mobile homes when compared to these regions with only 1.1% of units being mobile homes in 2021. This percentage was 4.5% in the county, 12.3% in the PADD, and 11% in the Commonwealth.

Table 9.4: Units in Housing Structures

Units in Structure	Fulton	Fulton County	Purchase Area	Kentucky
Total housing units (Percent)	1,204	3,198	94,257	1,988,420
1 unit, detached	71.3%	79.7%	70.9%	67.8%
1 unit, attached	1.9%	0.7%	1.1%	2.7%
2 units	14.4%	7.2%	3.8%	2.9%
3 or 4 units	6.2%	3.3%	4.0%	4.4%
5 to 9 units	2.6%	2.9%	3.6%	4.5%
10 to 19 units	0.0%	0.0%	1.6%	3.4%
20 or more units	2.6%	1.6%	2.6%	3.3%
Mobile home	1.1%	4.5%	12.3%	11.0%
Boat, RV, van, etc.	0.0%	0.0%	0.2%	0.1%

Looking at the number of rooms within occupied housing units in Fulton, the largest percentage of units, 21.8%, had 3 rooms with the majority of units had between 3 and 6 rooms in 2021⁵. This majority was consistent across Fulton County, the PADD, and Kentucky, however, the largest percentage of units in the PADD and the commonwealth, 19% and 21.6% respectively, had five rooms. This means that housing units in the City of Fulton and Fulton County were smaller than housing units in these other regions. This is even more evident in the percentage of housing units with nine rooms or more, which was the smallest in the city at 5.6%. The percentage in Fulton County was 9.1%, 11.5% in the PADD, and 12.6% in the state.

The recorded number of bedrooms in housing units followed a similar trend with the City of Fulton and Fulton County having fewer bedrooms than the PADD or Kentucky. Most homes in Fulton had two bedrooms, making up 39.5% of the total housing units in the city. A majority of homes, 63%, had between two and three bedrooms. While Fulton County had a high percentage of two-bedroom homes at 33.6%, the largest percentage was for three-bedroom homes at 42.2%. Both the PADD and the commonwealth had percentages above 45% for homes with three bedrooms, which would suggest once more that housing in the City of Fulton is smaller than in these other regions. It should be noted, however, that 18.9% of homes in Fulton had four bedrooms. That was the largest percentage recorded in this category for these regions.

Table 9.5: Rooms in Housing Units

	Fulton	Fulton County	Purchase Area	Kentucky
Total housing units	1,204	3,198	94,257	1,988,420
1 room	2.6%	1.0%	1.3%	1.5%
2 rooms	0.0%	1.4%	2.6%	1.7%
3 rooms	21.8%	19.4%	11.9%	7.1%
4 rooms	19.4%	19.4%	17.0%	15.5%
5 rooms	16.0%	17.6%	19.0%	21.6%
6 rooms	18.3%	19.0%	16.7%	18.3%

⁵ US Census Bureau 2021 DP04 ACS 5-year estimates Selected Housing Characteristics

2023 FULTON HOUSING ANALYSIS

7 rooms	12.6%	8.2%	12.4%	12.9%
8 rooms	3.8%	4.9%	7.7%	8.9%
9 rooms or more	5.6%	9.1%	11.5%	12.6%

Table 9.6: Bedrooms in Housing Units

	Fulton	Fulton County	Purchase Area	Kentucky
Total housing units	1,204	3,198	94,257	1,988,420
No bedroom	2.6%	1.0%	1.4%	1.6%
1 bedroom	13.6%	8.7%	7.7%	8.1%
2 bedrooms	39.5%	33.6%	29.2%	25.8%
3 bedrooms	23.5%	42.2%	45.6%	45.3%
4 bedrooms	18.9%	13.0%	13.2%	15.4%
5 or more bedrooms	1.9%	1.5%	2.9%	3.9%

Housing Value

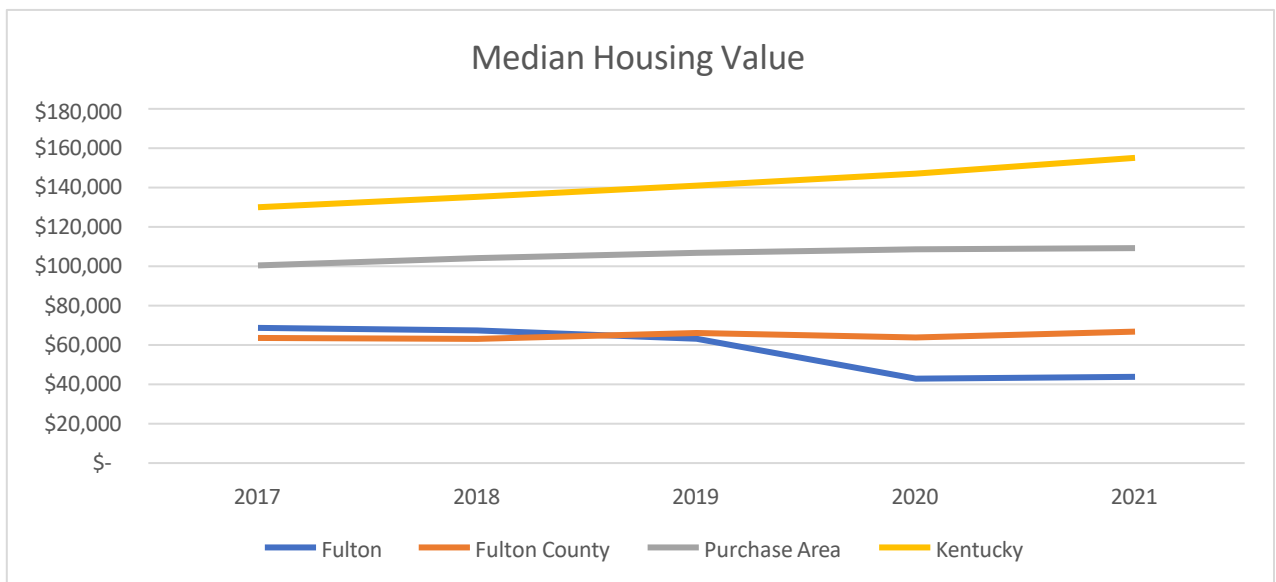
The median housing value in the City of Fulton in 2021 was recorded as \$43,800⁶. This was a much lower median value than Fulton County, which had an estimated median of \$66,800. It was a fraction of the median value in the PADD, which was an average of \$109,225. Kentucky’s median value was \$155,100. The stark difference in housing values is enhanced by the fact that Fulton’s median housing value has been decreasing steadily over the past five years, falling more than 36% from \$68,700 in 2017. Fulton County, the PADD, and the commonwealth all reported that their housing values increased in this time.

⁶ US Census Bureau 2021 DP04 ACS 5-year estimates Selected Housing Characteristics

Table 9.7: Median Housing Values

Median Housing Value	Fulton	Fulton County	Purchase Area	Kentucky
2017	\$ 68,700	\$ 63,600	\$ 100,438	\$ 130,000
2018	\$ 67,400	\$ 63,100	\$ 104,175	\$ 135,300
2019	\$ 63,200	\$ 66,100	\$ 106,875	\$ 141,000
2020	\$ 42,900	\$ 63,800	\$ 108,650	\$ 147,100
2021	\$ 43,800	\$ 66,800	\$ 109,225	\$ 155,100

Figure 9.1: Housing Value Over Time



In 2021 it was estimated that the City of Fulton had 500 owner-occupied housing units. The large majority of these units were valued at less than \$100,000, some 77.4%. A smaller majority, 53%, were valued at less than \$50,000, likely explaining the low median value of housing in the city. The majority of homes in Fulton County, 67.4%, were also valued at less than \$100,000, but there were larger percentages of homes valued above this level than in the City of Fulton. Both the PADD and the Commonwealth had nearly 75% of their owner-occupied units valued somewhere between \$50,000 and \$299,000 with the PADD seeing the largest percentage of homes, 22.9%, valued between \$50,000 and \$99,000 and the Commonwealth seeing its largest percentage, 19%, valued between \$100,000 and \$149,000. One interesting

note is that Fulton had no homes valued above \$500,000 while Fulton County had 0.5% in this range, the PADD had 2.9%, and Kentucky had 4.5%.

Table 9.8: Housing Value Ranges

Value	Fulton	Fulton County	Purchase Area	Kentucky
Owner-occupied units	500	1,571	55,229	1,185,302
Less than \$50,000	53.0%	39.6%	13.6%	11.1%
\$50,000 to \$99,999	24.4%	27.8%	22.9%	17.8%
\$100,000 to \$149,999	9.8%	14.8%	19.1%	19.0%
\$150,000 to \$199,999	6.6%	7.4%	17.0%	17.5%
\$200,000 to \$299,999	3.6%	7.7%	16.0%	18.3%
\$300,000 to \$499,999	2.6%	2.3%	8.3%	11.8%
\$500,000 to \$999,999	0.0%	0.0%	2.4%	3.8%
\$1,000,000 or more	0.0%	0.5%	0.5%	0.7%
Median (dollars)	\$43,800	\$66,800	\$109,225	\$155,100

Rent Characteristics

In 2021 it was estimated that the City of Fulton had 353 occupied units paying rent. Nearly half of these occupied units were paying less than \$500 a month and 84.1% of these units were paying less than \$999 a month. There were no units in the city paying more than \$1,999 a month in rent. Renters throughout Fulton County had similar rates as 83.8% of occupied units paying rent in the County were paying less than \$999 a month, and no units were paying more than \$1,999 a month as well. The PADD differs slightly from these two in that a smaller percentage were paying less than \$999 a month, only 79.8%, and there was a small percentage of units paying over \$1,999 a month in rent with 1.2% paying \$3,000 or more. As for the Commonwealth, a majority of renters, 55.4% were paying anywhere between \$500 and \$999 per month in rent with only 69.8% paying less than \$999. Nearly one-quarter of renters were

paying between \$1,000 and \$1,499 a month in rent in the state, but a very small percentage were paying above \$1,999, somewhere in the realm of 1.5%.

Table 9.9: Rent Characteristics

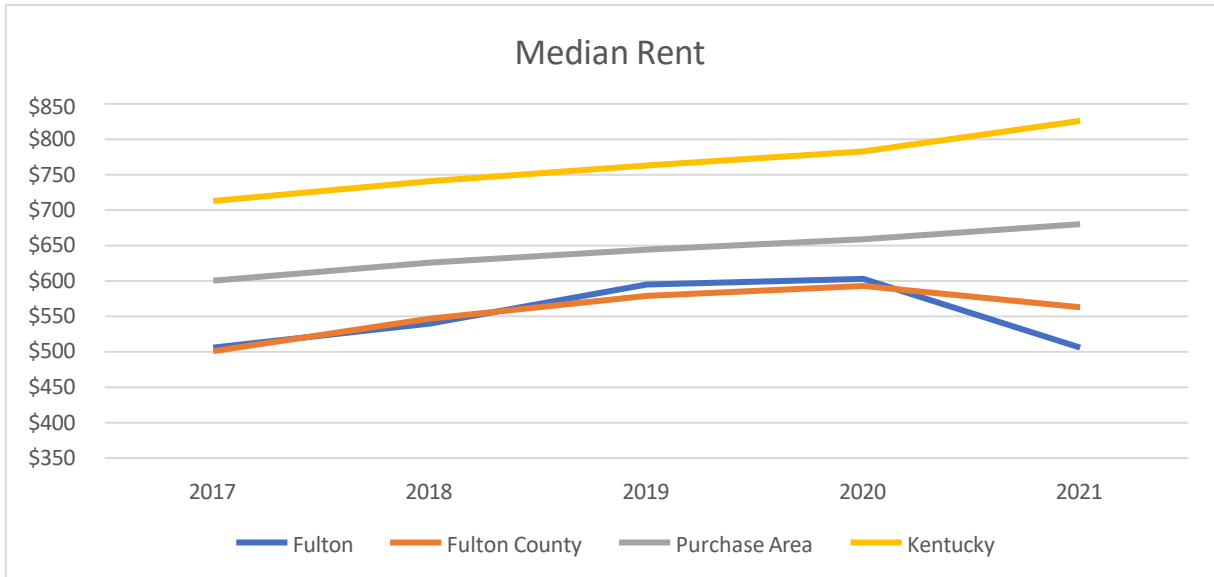
Gross Rent (Percent of Population)	Fulton	Fulton County	Purchase Area	Kentucky
Occupied units paying rent	353	713	20,631	513,022
Less than \$500	49.0%	42.8%	19.5%	14.4%
\$500 to \$999	37.1%	41.0%	60.3%	55.4%
\$1,000 to \$1,499	8.8%	13.7%	17.3%	24.2%
\$1,500 to \$1,999	5.1%	2.5%	1.5%	4.4%
\$2,000 to \$2,499	0.0%	0.0%	0.2%	0.9%
\$2,500 to \$2,999	0.0%	0.0%	0.0%	0.2%
\$3,000 or more	0.0%	0.0%	1.2%	0.4%
Median (dollars)	\$506	\$563	\$680	\$826

The high percentage of renters paying under \$1,000 per month in rent in the City of Fulton is the likely explanation for the City’s low median rent level of \$506 per month. This was the lowest observed median rent level across all regions as it is around 10% lower than Fulton County’s \$563, over 25% lower than the PADD’s \$680, and over 38% lower than Kentucky’s \$826. Although there was some increase over the past five years, Fulton’s median rent is the same as it was in 2017 after recent falls in this level. Median rent across each of the other regions has only seen an increase in that time, however, the median rent in Fulton County has also seen a recent decrease.

Table 9.10: Median Rents

Median Rent	Fulton	Fulton County	Purchase Area	Kentucky
2017	\$ 506	\$ 501	\$ 601	\$ 713
2018	\$ 540	\$ 547	\$ 626	\$ 741
2019	\$ 595	\$ 579	\$ 644	\$ 763
2020	\$ 603	\$ 593	\$ 659	\$ 783
2021	\$ 506	\$ 563	\$ 680	\$ 826

Figure 9.2: Median Rents Over Time



For the City of Fulton, low median rent over the years has been necessary in order to keep pace with the income level of residents. Even still, most renters find themselves rent burdened in Fulton. The US Department of Housing and Urban Development defines rent burdened individuals as those who are paying more than 30% of their income on housing. In 2021, it was estimated that 56.9% of occupied units paying rent in Fulton were spending 30% or more of their household income on rent. This represents a majority of renters in the city. Compared to Fulton County’s 55.4% of renters in this category, it would appear that the city and county have an issue with rent burdened individuals. This becomes starker as the PADD’s percentage for such individuals was only 23.1%, less than half that of Fulton. Kentucky is slightly closer to the city with a percentage of 43.5% rent burdened individuals but there is still cause for concern. The percentage of rent burdened individuals in the City of Fulton has not fallen below 50% with the lowest level in the past five years being 50.6% in 2017.

Table 9.11: Rent as Percentage of Income

Gross Rent as a Percentage of Household Income (GRAPI)	Fulton	Fulton County	Purchase Area	Kentucky
Occupied units paying rent (excluding units where GRAPI cannot be computed)	341	692	19,751	499,818
Less than 15.0 percent	17.9%	15.9%	17.7%	18.0%
15.0 to 19.9 percent	2.9%	5.8%	13.7%	14.1%
20.0 to 24.9 percent	11.7%	13.3%	11.9%	12.5%
25.0 to 29.9 percent	10.6%	9.7%	11.8%	11.8%
30.0 to 34.9 percent	12.3%	9.0%	8.6%	8.4%
35.0 percent or more	44.6%	46.4%	14.5%	35.1%

Table 9.12: Rent-Burdened Households in Fulton

Year	Rent Burdened
2017	50.6%
2018	55.8%
2019	60.2%
2020	56.2%
2021	56.9%

Property Taxes

Table 9.13 below details the 2021 property taxes for the counties of the PADD as laid out by the Kentucky Department of Revenue⁷. These numbers represent the number of cents taxed per \$100 of property value. The rate for the State of Kentucky was 11.9 cents per \$100 in 2021. These rates do not include any special taxations on a local level, or the property taxes paid towards public and private school systems.

Table 9.13: Property Taxes

Region	Real Estate Tax
Fulton	31.90
Fulton County	37.00
Ballard County	37.1
Calloway County	24.90
Carlisle County	42.80
Graves County	24.90
Hickman County	26.80
Marshall County	31.85
McCracken County	24.90
Kentucky	11.90

The City of Fulton reported a real property tax rate of 31.9 cents per \$100 of assessed value as well as a tangible personal property rate of 43.43 cents per \$100 of assessed value. Fulton County Schools charge a property tax rate of 56.9 cents while Fulton Independent Schools charge a rate of 74.3 cents. Special real estate taxes in the county coming from watersheds add up to 61.26 cents.

⁷ Kentucky Department of Revenue 2021 Property Tax Rate Book

Affordable Housing

The City of Fulton currently has 258 income-based apartments that are supported through affordable housing programs in which renters pay rent based on how much they earn⁸. There are also 102 affordable apartments in Fulton that offer reduced rents to low-income tenants. There are currently no open Section 8 Housing Choice Voucher waiting lists in Fulton, but the Housing Authority of Fulton does have applications open for public housing options.

On average, Section 8 Housing Choice vouchers pay Fulton landlords \$700 per month towards rent while the average voucher holder pays \$200. Payment and rent standards for rental assistance programs such as Section 8 Housing Choice are determined by using Fair Market Rents which can be used to better understand average housing costs of an area. Table 9.14 below details Fair Market Rents in Fulton in comparison to the standard payment range.

Table 9.14: Fair Market vs. Standard Rent

	Studio	One BR	Two BR	Three BR	Four BR
Fulton, Fair Market Rate	\$538	\$635	\$742	\$1,032	\$1,264
Fulton, Standard Range	\$484-\$592	\$572-\$699	\$668-\$816	\$929-\$1,135	\$1,138-\$1,390

The Average Median Income (AMI) of a region is also often used to determine a household’s ability to afford adequate housing. The Department of Housing and Urban Development determined Fulton’s AMI for a family of four to be \$48,100. This base can then be used to determine the amount of rental assistance renters are eligible for in Fulton and table 9.15 below details rental assistance levels for renters with extremely low income, very low income, and low income.

⁸ Affordable Housing Fulton <https://affordablehousingonline.com/housing-search/Kentucky/Fulton>

Table 9.15: AMI Rental Assistance

	1-Person	2-Person	3-Person	4-Person	5-Person	6-Person
30% AMI (Extremely Low)	\$ 13,590	\$ 18,310	\$ 23,030	\$ 27,750	\$ 32,470	\$ 35,250
50% AMI (Very Low)	\$ 21,250	\$ 24,300	\$ 27,350	\$ 30,350	\$ 32,800	\$ 35,250
80% AMI (Low)	\$ 34,000	\$ 38,850	\$ 43,700	\$ 48,550	\$ 52,450	\$ 56,350

Public Opinion

An extensive public engagement process utilizing public meetings and surveys was conducted by the city and Atlas Community Studios while creating the Fulton Kentucky Placemaking Playbook. One of the purposes of the engagement was to determine the highest development needs of the community through public visioning sessions and surveys. On the topic of housing, the executive summary of the Playbook states that 71% of respondents in visioning sessions and 62% of survey respondents either knew of someone or personally experienced struggle in finding appropriate housing in Fulton⁹. One issue stood out in particular with over 70% of survey respondents and 100% of those in the visioning sessions mentioning a blighted, dilapidated, or ill-maintained housing stock in the city. By all means, the public perception of housing in Fulton is one of the largest areas of concern for current and future development. When asked what the top three housing priorities were for the City of Fulton, more than 84% of responses included the need for single-family homes. The next highest priorities were apartments with more than 42% of responses and housing units for rent with nearly 36% of responses. In looking at how to further housing in Fulton, most respondents (36%) believe upgrading existing homes would be the best option with slightly fewer (29%) believing there is a need for new housing development.

Conclusion

For the City of Fulton, housing will need to be a major area of focus for development in the coming years. The age of the housing stock coupled with the reputation of dilapidation and blight has led to a public image of low value and low quality that will continue to persist if

⁹ Fulton, Kentucky Placemaking Playbook, Executive Summary Fulton KY Findings Exec Summary

things do not change. While the current number of homes available in Fulton is adequate to support the population and projected population increases, the quality of housing in the city cannot be expected to improve without proper development. The age of the housing stock is a major concern as a majority of homes are 50 years of age or older and will become increasingly difficult to maintain or upgrade as time progresses. Rental units in Fulton appear to be adequate to support the population as well, however, despite the low median rental rates in the city, the majority of renters in Fulton are spending more than 30% of their household income on rent and are burdened by their need to support housing costs. Furthermore, affordable housing options in Fulton have been decreasing, thus leaving fewer options for current and future residents. Housing development should be at the forefront of solving these issues as well as providing more options for residents while increasing the public's perception of housing in Fulton from one of blight and abandonment to one of growth.



CITY OF FULTON
COMPREHENSIVE PLAN 2023

Kentucky League of Cities
100 E Vine St, #800
Lexington, KY 40507
800.876.4552
KLC.ORG