"The next generation is really why we're here today... The riverfront is the one common neighborhood for everyone in this area. The one neighborhood that everyone shares is the river, because after all, that is how Paducah got here. The great old river is replete with history of the United States of America. I want to help this community enhance the river experience so that this common neighborhood that everyone shares will be a place to come and enjoy yourself for years and years to come."

*- Senator Mitch McConnell*
*From a presentation*
*on Paducah's Riverfront*
*August 28, 2006*

# PADUCAH RIVERFRONT REDEVELOPMENT PLAN

PADUCAH . KENTUCKY
MARCH 2007

JJR

# ACKNOWLEDGEMENTS

The Paducah Riverfront Redevelopment Plan is the result of public dialogue and the perseverance of numerous individuals and groups. Special thanks are due to the many dedicated participants recognized here. As the vision evolves and advances through detailed design toward implementation of specific projects, a continued commitment to success will be required by many current and future citizens, community leaders, and government officials. All those who have taken part in the creation of this vision are encouraged to remain involved and champion future riverfront development projects for the genesis of a vibrant and energized Paducah waterfront.

## RIVERFRONT PLAN EXECUTIVE COMMITTEE

| | |
|---|---|
| Glen Anderson | General Manager; Paducah Water |
| Tom Barnett | Planning Director; City of Paducah |
| Carla Berry | Senior Vice President; Paducah Bank |
| John Crivello | Chair, Paducah Propeller Club; West KY Drug & Alcohol Screening Specialists |
| Josh Esper | Sales Logistics; Marquette Transportation |
| Dan Key | Attorney; Washburn, Key & Lowery, PLLC |
| Rick Murphy | City Engineer; City of Paducah |
| Meredith Schroeder | Owner; Schroeder Publishing Company |
| Bill Schroeder | Owner; Schroeder Publishing Company |
| George Sirk | Former City Commissioner; Owner, Sirk & Company Realty |
| Nick Warren | Architect; Peck, Flannery, Gream, Warren, Inc. |

## RIVERFRONT PLAN STAKEHOLDERS

| | |
|---|---|
| Ardeth Fitzpatrick | Facilitator; Lower Town Ren. Association |
| Joe Framptom | CEO; Paducah Bank |
| Ronnie Freeman | County Commissioner; McCracken County Fiscal Court |
| T.C. Freeman | Field Representative; US Senator Jim Bunning |
| Carol Gault | Director; Paducah Main Street |
| Randy Greene | Superintendent; Paducah Independent School System |
| Julie Harris | Executive Director; River Heritage Museum |
| Mary Hammond | Executive Director; Paducah McCracken Visitor Bureau |
| Yvonne Holsapple | Owner; Executive Inn |
| Brian Laczko | Executive Director; Carson Center for the Performing Arts |
| Beverly McKinley | Owner; Paducah Harbor Bed & Breakfast |
| Bob Manchestor | Chairman; Paducah Planning Commission |
| David Mast | Field Representative; US Representative Ed Whitfield |
| Joe Metzger | Riverfront Property Owner |
| Gerry Montgomery | Former Mayor and City Commissioner; RHM Board Member |
| Zana Renfro | County Commissioner; McCracken County Fiscal Court |
| Elaine Spalding | President; Paducah Area Chamber of Commerce |
| Michael Smith | Azimuth Development |
| Bob Wade | Vice President; Regions Bank |
| Ken Wheeler | River Heritage Museum Board Member |
| Burford Wilson | Chairman of Urban Renewal Board; Board of Adjustment Member |
| Martie Wiles | Field Representative; US Senator Mitch McConnell |
| Sandra Wilson | NewPage |
| May Louise Zumwalt | Executive Director; Museum of the American Quilters Society |

## MAYOR - CITY OF PADUCAH

William F. Paxton, III

## COMMISSIONERS

| | |
|---|---|
| Robert Coleman | Mayor Pro Tem |
| Gayle Kaler | |
| Gerald Watkins | |
| Robert “Buz” Smith | |

## CITY OF PADUCAH STAFF

| | |
|---|---|
| James Zumwalt | City Manager |
| Thomas Barnett | Director of Planning |
| Rick Murphy | City Engineer |
| Steve Ervin | City Planner |
| Ben Peterson | City Planner |

## RIVER INDUSTRY STAKEHOLDERS

| | |
|---|---|
| Robert Brewer | Crounse Corporation |
| Tim Culp | James Marine |
| Dave Dewey | Western KY Navigation |
| Les Grimm | Ingram Barge |
| Ronnie James | James Marine |
| Jeff James | James Marine |
| Buck Lay | B & H Towing |
| Keith Lay | B & H Towing |
| Emmett Neal | Crounse Corporation |

## STATE & US GOVERNMENT LIAISONS

| | |
|---|---|
| Charles O. Bush, Jr. | KY Department of Fish & Wildlife |
| Nick Frascella | US Coast Guard |
| Ken Hines | US Coast Guard |
| Mike Ricketts | US Army Corps of Engineers |
| Sam Werner | US Army Corps of Engineers |

PADUCAH 1873
TENNESSEE RIVER
OHIO RIVER

# TABLE OF CONTENTS

00 ACKNOWLEDGEMENTS III

01 INTRODUCTION & OVERVIEW 2

02 PROCESS 4

03 EXISTING CONDITIONS 6

04 LAND USE OPPORTUNITY ALTERNATIVES 17

05 CONSENSUS RIVERFRONT REDEVELOPMENT PLAN 23

Plan 27

Illustrations 28

06 IMPLEMENTATION STRATEGY 33

07 APPENDIX 42

Aerial Photograph and List of Available Documents 43

# 01
# INTRODUCTION & OVERVIEW

# INTRODUCTION AND OVERVIEW

## PROJECT INTRODUCTION & OVERVIEW

Paducah, as a city founded at the confluence of the Ohio and Tennessee Rivers, has maintained strong ties with each river throughout its history. Initially founded in 1827 by William Clark (of Lewis and Clark expedition fame), this strategic location was an important setting for the river and rail transportation industry including:

- port facilities and major destination for steamboats;
- headquarters for many barge companies;
- railway hub for the Illinois Central Railroad providing the major north-south link between Chicago and the Gulf of Mexico;
- important east-west rail link serving as a spring point for westward expansion.

However, Paducah has not fully capitalized on its recreational, cultural, and historical ties with the river, and the economic opportunities that these present. This is in large part due to a lack of public waterfront access and facilities.

In 1992, the City instituted a downtown redevelopment plan to combat the blight that was taking root along its riverfront and downtown areas. Today, the City enjoys a national reputation for its accomplishments in downtown renewal. These accomplishments include the National Quilt Museum, the Artist Relocation Program, the Luther F. Carson Four Rivers Center for the Performing Arts, the River Heritage Museum, and the burgeoning rebirth of downtown.

Despite these accomplishments, however, Paducah still lacked a major public link with its Riverfront including those areas known as Riverfront Park. To address these concerns, the City has proactively taken measures to create a Riverfront Redevelopment Plan that will provide for a long-term physical renovation of the riverfront. Improvement identified in the plan will include a new public Steamboat Landing/Excursion Dock facility, a new Marina, a Performance Plaza, Overlook/Observation Deck, Public Recreation Areas and connections to new Greenway trails, a new boat launch and recreation park. It will also create residential housing and retail opportunities along the City's Riverfront. The Riverfront Plan is also anticipating to programmatically link with current initiatives being led by many of the cultural institutions, and to coordinate with environmental interpretation opportunities and annual social events that take place along the downtown riverfront.

The proposed vision and associated improvements will provide a visually stunning riverfront incorporating public amenities, recreational facilities and public spaces that will link the City's downtown to the River. Proposed improvements include a terraced riverbank integrating overlooks, fountains, recreational trails, and landscaping resulting in a "green ribbon" adjacent to the riverfront. Additional improvements include reforming/renovating public infrastructure adjacent to the Executive Inn, and a new six-lane boat launch ramp located further downstream. All Phase II improvements will complement the redeveloped Public Steamboat Landing & Access Facility funded as part of Phase I riverfront redevelopment.

The enhancement of Paducah's riverfront will attract new tourism, recreation, and economic development opportunities for the City. Most importantly, the riverfront's transformation will reconnect people with the river, allowing them to celebrate Paducah's unique location and create an extraordinary environment for the next generation to establish it's tradition.

# 02
# PROCESS

# PROCESS

## PROJECT PROCESS

The Riverfront Redevelopment Plan relied on an interactive process involving a wide range of participants including the Riverfront Plan Executive Committee, Riverfront Plan Stakeholders, City of Paducah Staff, and the general public. Each group offered unique insight into the needs and desires of the community and allowed ideas and concepts to be tested to determine the best match for the community. The recommendations within this plan represent the collaborative effort of each group to assure a high level of community commitment to the proposed enhancements.

Below is a timeline of activities and events conducted in order to complete the Riverfront Redevelopment Plan.

### US Army Corps of Engineers Meeting (January, 2006)

JJR and City of Paducah representatives met with members of the Corps in the Louisville District office to coordinate and discuss Paducah's general intent for riverfront improvements, and to establish communications with the District's Regulatory Branch.

### Project Initiation Meetings (March 8-9, 2006)

Separate project meetings involving City Staff, Executive Committee, Stakeholders, and the Public were conducted over a two day period. JJR led the discussions reviewing the overall project scope, planning boundaries and schedule. The findings from review of the background information, issues, and perceived opportunities, were presented and identified, and documented. Input gained during these meetings resulted in the distillation of the following overarching riverfront planning and design goals used to evaluate options and guide decisions.

- Create or provide the highest and best use of the riverfront;
- Ensure community involvement and use of the river by maximizing visual and physical access to the river;
- Develop a vibrant riverfront that becomes an asset to downtown;
- Provide a financially manageable phased implementation plan;
- Create momentum through the implementation of catalytic projects;
- Provide safe interface of commercial and recreational boating;
- Establish a place for public gathering and celebration of Paducah.

### Riverfront Bus Tour (March 23-24, 2006)

A group bus tour to the riverfront cities of Chattanooga, Tennessee, and Evansville, Indiana was conducted to observe two communities possessing successful redeveloped riverfronts. Key members of the Paducah Riverfront Redevelopment Plan were able to ask questions of elected officials, staff members, and consultants that had been involved with planning through implementation of these highly successful downtown riverfronts.

### Alternatives and Analysis Presentation (May 17-18, 2006)

A City Staff meeting followed by a public hearing were held to present riverfront conditions analysis and perceived riverfront opportunities and alternatives. Photographic images illustrating a wide range of successful riverfront elements, opportunities and treatments supplemented the concepts to help determine public preferences.

### Submission of Preliminary Riverfront Plan (June 23, 2006)

Based on input and consensus reached at the Alternatives and Analysis meetings in mid May, the preliminary consensus Riverfront Redevelopment Plan was developed and submitted to the City on 23 June 2006.

### Follow-up meetings with Riverfront Property Owners (June and July, 2006)

The City held a series of meetings with riverfront property owners with land influencing the Riverfront Redevelopment Plan. These meetings revealed new information regarding future plans for some of these properties, impacting the City's ability to purchase and control these properties as part of the Riverfront Redevelopment Plan. This information resulted in new strategy, approach, and configuration of the Riverfront Redevelopment Plan.

### Revised Riverfront Redevelopment Plan (August and September, 2006)

Based on new information, meetings and input from the City as described above, JJR created a new Riverfront Redevelopment Plan that shifted the proposed activities such as the Excursion Dock, Marina, and Riverfront Park areas 3 – 5 blocks downstream. This shift of the plan centers proposed riverfront uses on riverfront property between Madison Street and Washington Street that is owned or controlled by the City.

### Meeting with River Industry and Regulatory Agency Representatives (August, 2006)

Representatives of the USACE, US Coast Guard, Crounse Corporation, James Marine, City of Paducah, and the Consultant Team met to discuss the new Riverfront Redevelopment Plan. In general, this plan was preferred over the previous plan because it maintains more clearance from the navigational channel, and was perceived to have less potential interference with existing and future planned river operations.

### Ongoing Discussions and Meetings with Cultural Institutions along the Riverfront

During the planning process, input has been provided at public meetings, stakeholder meetings and at presentations to museum boards. An understanding of current efforts as well as future plans of these entities was important in order to coordinate the interface with the cultural institutions and their efforts to link to the river. Some of these meetings included input from representatives from the Mural Walls, River Heritage Museum, Carson Four Rivers Center and the historic railroad group.

# 03
# EXISTING CONDITIONS

# EXISTING CONDITIONS

The following materials represent a visual and descriptive summary analysis of existing conditions along the City of Paducah riverfront. The analysis was performed during earlier stages of the planning process, and were presented to several groups in Paducah including: the Riverfront Redevelopment Executive Committee, City engineering and planning staff, Stakeholders, and the Public. The analysis included the identification and summary understanding of:

- Land Use along the river and in the vicinity of downtown Paducah;
- Parcel data including the identification of properties for potential acquisition by the City;
- Vehicular circulation and parking in the vicinity of the project area near downtown;
- Open space, trails, natural areas, and "public realm" along and near the Paducah riverfront;
- Physical characteristics, use, and appearance, of the riverfront edge in the project area, including edge conditions and vegetation;
- Utility infrastructure in the riverfront project zone.

The physical characteristics and conditions along the river edge in the study area vary between highly urbanized/high intensity uses in the vicinity of the downtown, to somewhat disturbed or almost "natural" at the downstream end of the study area.

In the upstream end of the project area, land use has been historically linked to the river industry and includes a number of towing firms that use the area for the temporary mooring of barges, and for crew and support goods transfer. In this area, the banks on the riverside of the floodwall can best be described as unimproved. The riverbank is steeply sloped from the floodwall to the river with evidence of erosion. Fill material consisting of construction debris can be observed at various locations and was probably placed to deter erosion.

In the vicinity of the downtown, land use includes the existing boat launch, parking, riverboat mooring facilities, and hotel lodging at the Executive Inn. For the most part, this area is occupied by structures, pavement, limestone rip rap, and cobbles, with some lawn area interspersed. Riverfront edge improvements were initiated in the late 1980's as part of a downtown redevelopment plan. Improvements included walking trails, observation platform, performance stage, riverboat landing area, and sidewalks connecting the riverfront to the upland side of the floodwall and the foot of Broadway. These improvements were never fully completed due to budget constraints.

The area along the river between the Executive Inn to the undeveloped city-owned parcel near Burnett Street is characterized by a mixture of historically disturbed land, filled land, vacant, row crop agriculture, and woodland areas. Activities in the area include barge access/offloading for Midwest Terminal and the future Federal Materials Concrete operation, the city's 36" water intake pipes, and the city's 102" combined sewer outfall.

While the activities on the river and the river itself provide a tremendous economic, visual, and recreational resource, the general condition of the river edge could at best be described as poor and unattractive, and at worst dangerous. It is with this in mind that the City has taken up the challenge of improving access to the river and beautifying the river edge to take advantage of this unique amenity and major resource.

The plan graphics on the ensuing pages summarize various land uses and existing conditions in the study area. Detailed descriptions of the utility infrastructure, riverfront edge, and photographic inventory are available as separate pieces and technical memoranda of the Paducah Riverfront Redevelopment Plan.

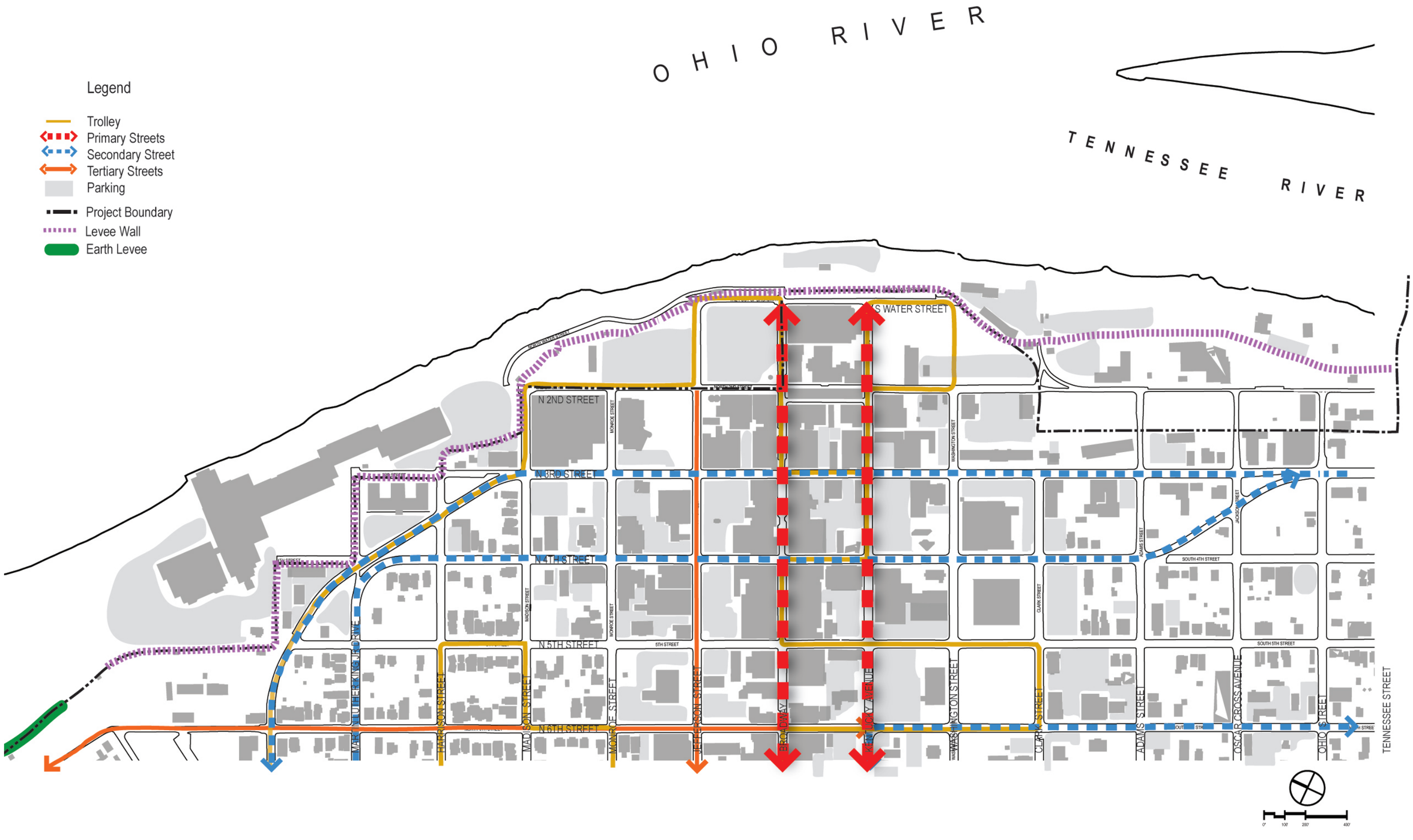
Legend--Land Use Zoning Groups
Civic Center Zone
Historical Commercial Zone
Downtown Business & General Business Zone
Downtown Business Townlift Zone
Conservancy Zone
Light and Heavy Industry Zone
Historical Neighborhood Zone
Residential Zone
Levee Wall
Project Area Boundary
Earth Levee
OHIO RIVER
TENNESSEE RIVER
Owen Island
N 2ND STREET
N 3RD STREET
N 4TH STREET
N 5TH STREET
N 6TH STREET
N 7TH STREET
N 8TH STREET
LUTHER KING JR DRIVE
MADISON STREET
MONROE STREET
JEFFERSON STREET
BROADWAY
KENTUCKY AVENUE
WASHINGTON STREET
CLARK STREET
ADAMS STREET
OSCAR CROSS AVE
OHIO STREET
TENNESSEE STREET
0'
400'
800'

# PARCEL DATA

| KEY | DEEDBOOK | OWNER_NAME1 | ACRES |
|---|---|---|---|
| 1 | 433 | City of Paducah | 20.52 |
| 2 | 433 | City of Paducah | 15.65 |
| 3 | 433 | City of Paducah | 35.36 |
| 4 | 647 | Harper Industries | 4.05 |
| 5 | 647 | Harper Industries | 54.43 |
| 6 | 650 | Harper Industries | 54.43 |
| 7 | 688 | Midwest Terminal | 54.43 |
| 8 | 637 | Paducah McCracken Visitors Bureau | 54.43 |
| 9 | 646 | Paducah McCracken Convention Bureau | 0.58 |
| 10 | 646 | Paducah McCracken Convention Bureau | 0.40 |
| 11 | 1060 | Paducah McCracken Convention Bureau | 0.19 |
| 12 | 1060 | Paducah McCracken Convention Bureau | 0.20 |
| 13 | 1060 | Paducah McCracken Convention Bureau | 0.19 |
| 14 | 1060 | Paducah McCracken Convention Bureau | 0.20 |
| 15 | 1060 | Paducah McCracken Convention Bureau | 0.39 |
| 16 | 680 | City of Paducah | 1.51 |
| 17 | unknown | City of Paduah | 0.45 |
| 18 | unknown | City of Paducah | 14.36 |
| 19 | unknown | City of Paducah | 1.46 |
| 20 | unknown | City of Paducah | 2.06 |
| 21 | 816 | CROUNSE CORPORATION | 9.16 |
| 22 | 816 | CROUNSE CORPORATION | 9.16 |
| 23 | 816 | CROUNSE CORPORATION | 9.16 |
| 24 | 816 | CROUNSE CORPORATION | 9.16 |
| 25 | 816 | CROUNSE CORPORATION | 9.16 |
| 26 | 1044 | RJ Boat & Barge Company | 2.44 |
| 27 | 1080 | Ingram Barge Company | 2.23 |
| 28 | 1077 | Ingram Barge Company | 7.09 |

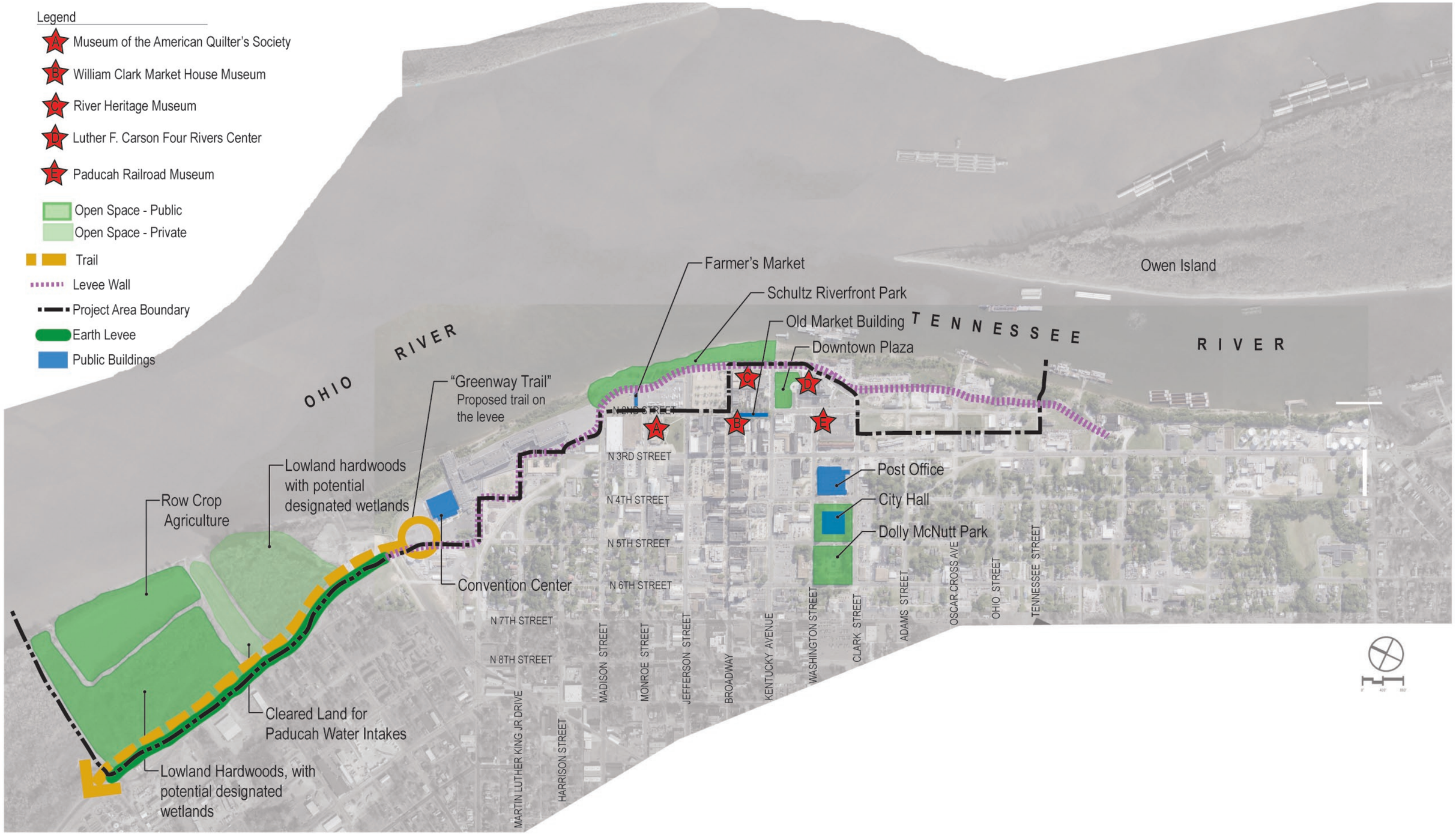
Source: Planning Department - City of Paducah

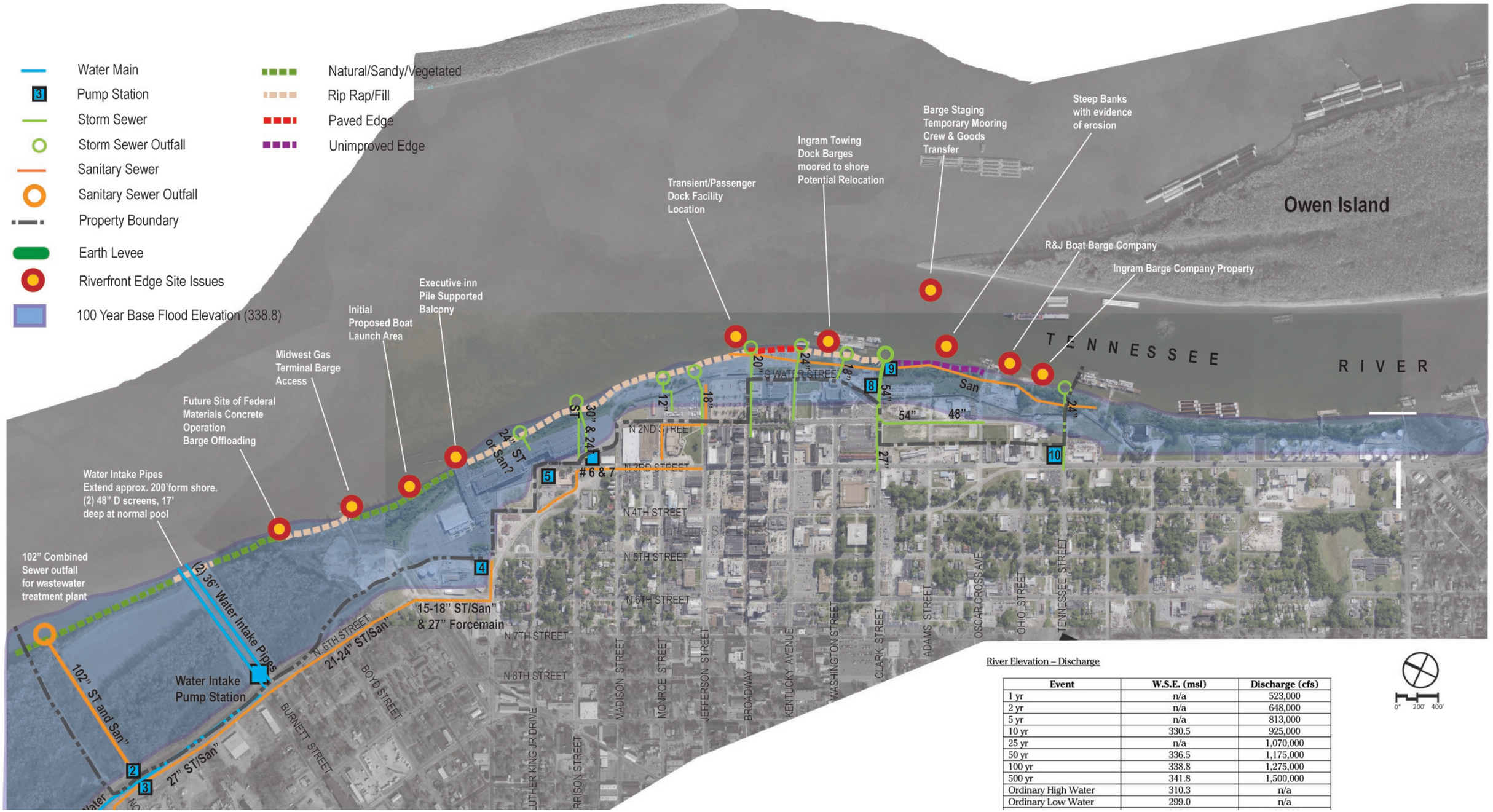
The parcel map shown above represents parcel ownership and area of each parcel (in acres) in the vicinity of the project area. Properties that are shown in orange represent properties that could be considered for potential future acquisition by the City of Paducah should these properties become available at some later date.


Legend
Trolley
Primary Streets
Secondary Street
Tertiary Streets
Parking
Project Boundary
Levee Wall
Earth Levee
OHIO RIVER
TENNESSEE RIVER
N 2ND STREET
N 3RD STREET
N 4TH STREET
N 5TH STREET
N 6TH STREET
S WATER STREET
SOUTH 4TH STREET
SOUTH 5TH STREET
MONROE STREET
WASHINGTON STREET
CLARK STREET
ADAMS STREET
JACKSON STREET
MADISON STREET
HARRISON STREET
JEFFERSON STREET
BROADWAY
KENTUCKY AVENUE
MARTIN LUTHER KING JR DRIVE
OSCAR ROSS AVENUE
OHIO STREET
TENNESSEE STREET
0'
100'
200'
400'

# OPEN SPACE, TRAILS, NATURAL AREAS & PUBLIC REALM








River Elevation – Discharge

| Event | W.S.E. (msl) | Discharge (cfs) |
|---|---|---|
| 1 yr | n/a | 523,000 |
| 2 yr | n/a | 648,000 |
| 5 yr | n/a | 813,000 |
| 10 yr | 330.5 | 925,000 |
| 25 yr | n/a | 1,070,000 |
| 50 yr | 336.5 | 1,175,000 |
| 100 yr | 338.8 | 1,275,000 |
| 500 yr | 341.8 | 1,500,000 |
| Ordinary High Water | 310.3 | n/a |
| Ordinary Low Water | 299.0 | n/a |



# RIVERFRONT CHARACTERISTICS & UTILITY INFRASTRUCTURE

# ECONOMIC CONTEXT



Paducah is a city of some 25,400 residents, or about 39% of the 64,600 residents of McCracken County and 26% of the 98,100 residents in the four-county "micropolitan area." Paducah is the seat of McCracken County and was founded on the Ohio River below the mouth of the Tennessee River when the first settlers arrived around 1821. The site was first chosen by George Rogers Clark during the American Revolution. The early settlement was known as Pekin but, in 1827, the town was formally laid out by Clark's brother William who selected the name Paducah to honor the legendary Chickasaw leader, Chief Paduke. Paducah became the county seat in 1832 when it was moved from Wilmington.

The Ohio River has had a profound influence on the city, of course, perhaps no more so than in 1937 when flooding engulfed downtown Paducah and spread more than two miles inland. The present flood wall was constructed in response. The wall's height was driven by the height of the 1937 flood which apparently would have reached to within two feet of the top. But the wall has also had the effect of cutting off the river from the day-to-day activities of the city. Many factors contributed to the decline of riverfronts in cities, including major shifts in transportation from river boats to railroads and to automobiles. But the Paducah wall also limited visual access and, in the minds of many, "out of sight meant out of mind." Neglect of the riverfront resulted and it was left to marginal uses and least expensive efforts to make it attractive as a park and as a landing for occasional cruise vessels. To date, it is also used for fishing tournaments and as a community gathering place.

With better flood control continuing to be instituted in the Tennessee Valley, and with growing success in downtown revitalization, Paducah seeks to "reclaim" its remarkable riverfront. The city attracts many tourists every year in the form of fisherman, quilters, and others who seek a high quality of experience on the riverfront. Moreover, the number of these visitors is growing, putting pressure on the city to expand its services, to enlarge downtown's revitalization, and to leverage the allure of the Ohio River as an economic development catalyst.

The City of Paducah, therefore, commissioned the creation of a riverfront plan in order to capture the growing opportunities that it offers. Prior to the riverfront plan, the city embarked on a comprehensive city plan and a targeted downtown plan. Those plans focus a number of river and non-river issues, not the least of which are prospects for economic development. In the course of the riverfront planning process, however, three major development opportunities emerged that are not fully addressed in the other plans:

- A residential market that can take advantage of the mixed use characteristics of downtown and the views and recreation produced by the river itself.
- A marina, or perhaps two, that can accommodate large cruise vessels, transient boaters, and fishing tournaments.
- Institutional growth in the form of the arts when museums and theaters might be added or expanded to serve a growing tourist market and an increasingly demanding resident population. In no small way, this growing element is a corollary to the successful Artist Relocation Program in Lowertown.

These generally represent niche and specialized market sectors for which little direct data can be readily consulted. Economic and market analysis, therefore, relies not only on data as an indicator of trends and opportunities, but also on the experience of other cities and on interviews of Paducah area real estate and market experts and local interest groups.

## DEMOGRAPHIC PROFILE 1990 - 2005

Paducah has relatively stable demographics
- Population 26,000±
- Households 11,900±

McCracken Co. had small net gains
- Population up 2,000 to 65,000±
- Households also up 2,000 to 27,700±

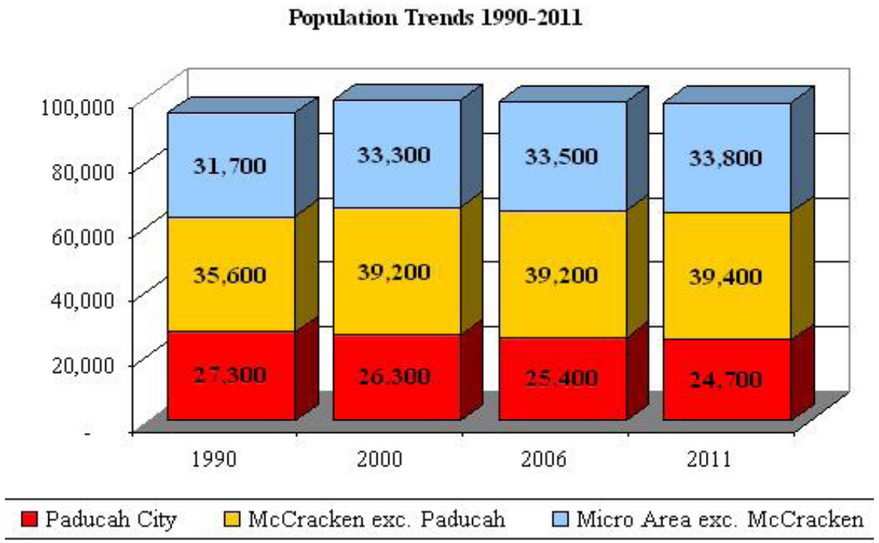
Regional growth is taking place, but outside the city.
- Paducah can capture some of this growth with increased residential development along the riverfront.

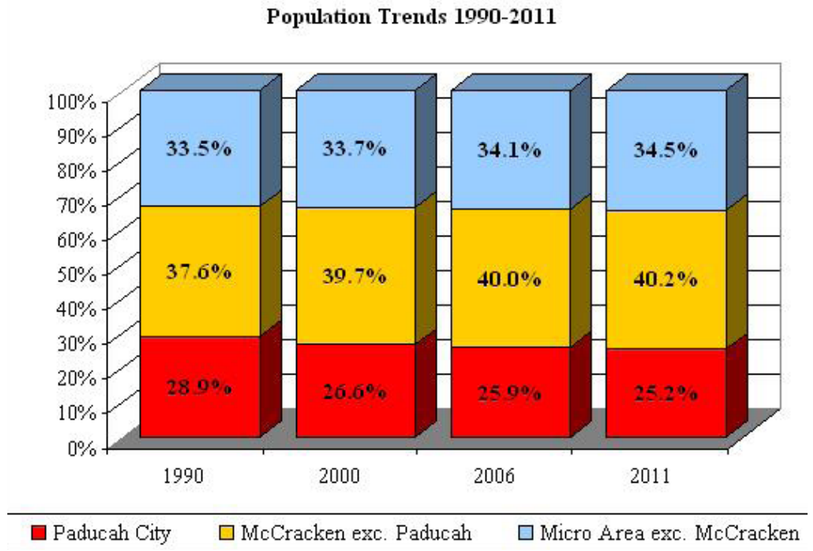
## PROJECTED INCREASE IN 50+ AGE RANGE BETWEEN 2000-2011

- 55-59 up 23% (1,350 people)
- 60-64 up 43% (1,900 people)
- 85+ up 23% (500 people)
- Boomers in peak earnings and wealth years, possibly translating to:
  - Demand for more upscale housing
  - Demand for more recreational boating
- Also adding to key civic and business leadership.
- Empty nester and senior stages.

**Economic Opportunities:**
- Riverfront housing as alternative to single family homes
- Senior housing with walkable activities
- Specialty retailing
- Specialty dining

## STABLE REGIONAL POPULATION



# ECONOMIC CONTEXT



## PERSONAL INCOME

Per Capita Income 1990 to 2004
- McCracken County up 77.0%
- Micropolitan Area up 76.1%
- Kentucky up 76.6%
- Inflation up just 44.5%
    - Roughly 30% increase in buying power

McCracken Co. PCI 2004: $31,550
- 39% higher than rest of micro area
- 16% higher than Kentucky as a whole

## RIVERFRONT OPPORTUNITIES: RETAIL TRADE

Attracting more retail downtown
- Capitalize on county or rest of city
- Capturing more outside visitors, or more of their time and money
    - Tourism, museums, entertainment
    - River Queens, fishing families
    - Harrah's visitors (1.1 million/year)
- Sharing future buying power growth of the region
- Increased presence of downtown housing

## RIVERFRONT OPPORTUNITIES: HOUSING

2005 Downtown market study recommends up to 400 new housing units
- Capitalize on river views
- Development Strategies recommends a minimum of 15 per year with riverfront views
- Riverfront views can accommodate 90-135 units depending on site planning

## RIVERFRONT MARINA OPPORTUNITIES: CRUISE RIVERBOATS

40-50 tourist riverboats stop at Paducah annually.
- Delta Queen
- American Queen
- Mississippi Queen
- RiverBarge River Explorer

12,700 passengers per year
4,400 crew members per year

## RIVERFRONT MARINA OPPORTUNITIES: RECREATIONAL MARINA

McCracken County has 3,600± registered boaters
- 2.1% of Kentucky's registered boaters

McCracken County population
- 1.5% of state population

Ratio of boaters to population favors McCracken County:
- 55.5 boats per 1,000 residents
- Only 41.9 statewide

# 04
# LAND USE OPPORTUNITY ALTERNATIVES

Legend

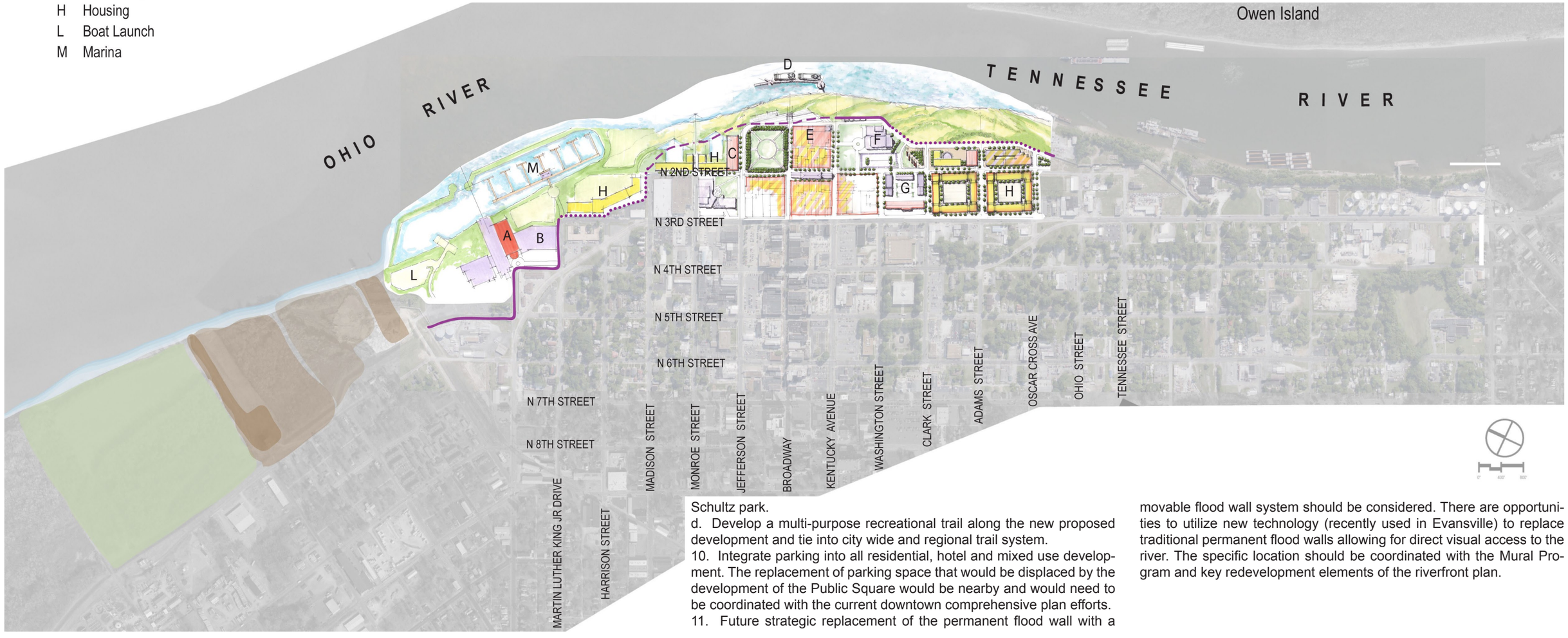
- Removal
- Remain
- Phased Removal
- A New Lodging
- B Arena / Ice Rink / Rec.
- C Hotel Development
- D Floating Dock / Building
- E Museum Redevelopment
- F Carson Four Rivers Center
- G Performing Arts Interface
- H Housing
- L Boat Launch
- M Marina

## RIVERFRONT CONCEPT 1

This concept looks at developing the following programmatic elements:

1. Maintain and design a new Cruise Dock as a feature and terminus of Broadway.
2. Develop a 150-200 slip Marina along the Executive Inn property.
3. Develop a public boat launch and related site improvements downstream of the Executive Inn redevelopment.
4. Land based development south of Broadway looks at energizing North 2nd street by introducing additional opportunities to expand cultural facilities through the incorporation of smaller structures that enliven the street and line both existing and proposed parking lots. These structures allow for the relocation of current facilities that occupy the historic market structure.
5. Two possibilities for the expansion of the River Heritage Museum:
a. At the current site as part of the North 2nd Street block redevelopment
b. At the block south of the current surface lot serving the Four Rivers Center

6. Development of the remaining blocks between North 2nd, North 3rd and Oscar Cross Ave. to Jefferson Street is suggesting predominately riverfront residential with an emphasis of mixed use along North 3rd street.
7. The plan suggests future redevelopment of the three parking lots between Broadway and Madison. The block between Broadway and Jefferson becomes the primary Public Square on the riverfront, creating an address and downtown focus promoting redevelopment and the possibility of a new Hotel (approximately 200 rooms). The northerly two blocks become prime riverfront residential.
8. The Executive Inn focuses on redevelopment immediately adjacent to the conferencing center and the component perpendicular to the river. Parallel to these elements, a new 200 room mid-rise tower could be constructed flanked to the south by a public type destination such as an arena providing twelve month programming including everything from basketball to ice skating. The remaining property could provide additional residential development along the riverfront.
9. The Open Space along the river could develop as the following elements:
a. Develop a new Stage and seating area as the terminus of Broadway. Redevelop portions of the old Steamboat Landing.
b. Restore the shoreline upstream of Broadway
c. Expand Schultz Park to the north. Develop the green area between the proposed housing and the riverfront as an extension of Schultz park.
d. Develop a multi-purpose recreational trail along the new proposed development and tie into city wide and regional trail system.
10. Integrate parking into all residential, hotel and mixed use development. The replacement of parking space that would be displaced by the development of the Public Square would be nearby and would need to be coordinated with the current downtown comprehensive plan efforts.
11. Future strategic replacement of the permanent flood wall with a movable flood wall system should be considered. There are opportunities to utilize new technology (recently used in Evansville) to replace traditional permanent flood walls allowing for direct visual access to the river. The specific location should be coordinated with the Mural Program and key redevelopment elements of the riverfront plan.



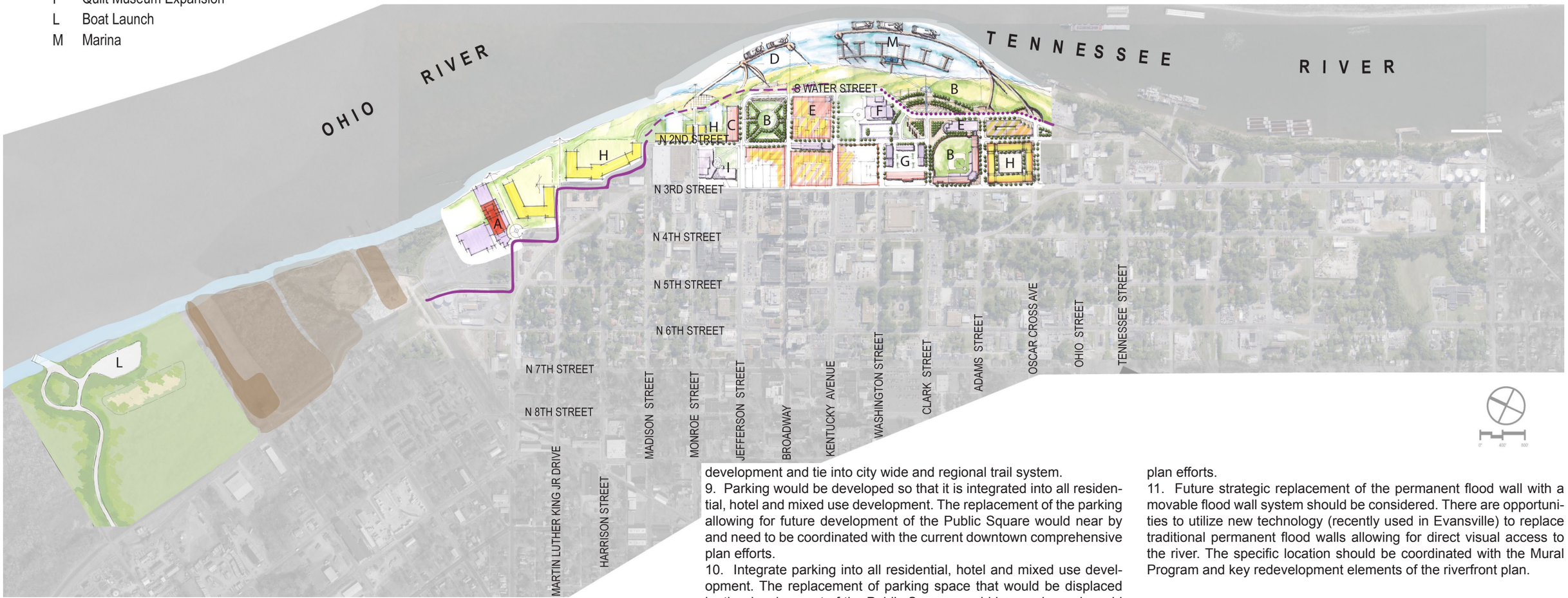
# RIVERFRONT CONCEPT 2

- Removal
- Remain
- Phased Removal
- A New Lodging
- B Rec. / Open Space
- C Hotel Development
- D Large Dock
- E Museum Redevelopment
- F Carson Four Rivers Center
- G Performing Arts Interface
- H Housing
- I Quilt Museum Expansion
- L Boat Launch
- M Marina

## RIVERFRONT CONCEPT 2

This concept looks at developing the following programmatic elements:

1. Maintain and design a new Cruise Dock as a feature and terminus of Broadway at the historic steamboat landing.
2. Develop a 150-200 slip Marina south of the Four Rivers Center near the confluence of the Tennessee and Ohio Rivers.
3. Develop a public boat launch and related site improvements downstream of the Paducah City Water intakes on property currently owned by the City. The facility should be designed to stage fishing tournaments and year round boating needs. The property could be developed to also incorporate picnicking and camping.
4. Land based development south of Broadway looks at energizing North 2nd street by introducing additional public and private development opportunities. These structures allow for the relocation of current facilities that occupy the historic market structure. Expand the cultural facilities through the incorporation of smaller structures that enliven the street and line both existing and proposed parking lots. Develop another Museum type of anchor (possibly the River Heritage Museum expansion) between Adams Street and Clark Street. Another potential public destination is the development of a Community Center combined with an outdoor athletic stadium on this side of the downtown.
5. Development of the remaining blocks between North 2nd, North 3rd and Washington Street, Jefferson Street is suggesting a combination of riverfront residential and mixed use along north 3rd street.
6. The plan suggests future redevelopment of the three parking lots between Broadway and Madison. The block between Broadway and Jefferson becomes the primary Public Square on the riverfront, creating an address and downtown focus promoting redevelopment and the possibility of a new Hotel (approximately 200 rooms). The northerly two blocks become prime riverfront residential.
7. The Executive Inn focuses on redevelopment immediately adjacent to the existing conferencing center with the redevelopment of a new 200 room mid-rise hotel. Demolition of the remaining property could provide additional residential development along the riverfront.
8. The Open Space along the river could develop as the following elements:
a. Develop a new performance stage with associated seating area, an overlook and water feature as the primary focus of a new waterfront park south of the Four Rivers Center and the proposed marina.
b. Restore the shoreline and develop an overlook at Broadway
c. Expand Schultz Park to the north. Develop the green area between the proposed housing and the riverfront as an extension of Schultz park.
d. Develop a multi-purpose recreational trail along the new proposed development and tie into city wide and regional trail system.
9. Parking would be developed so that it is integrated into all residential, hotel and mixed use development. The replacement of the parking allowing for future development of the Public Square would near by and need to be coordinated with the current downtown comprehensive plan efforts.
10. Integrate parking into all residential, hotel and mixed use development. The replacement of parking space that would be displaced by the development of the Public Square would be nearby and would need to be coordinated with the current downtown comprehensive plan efforts.
11. Future strategic replacement of the permanent flood wall with a movable flood wall system should be considered. There are opportunities to utilize new technology (recently used in Evansville) to replace traditional permanent flood walls allowing for direct visual access to the river. The specific location should be coordinated with the Mural Program and key redevelopment elements of the riverfront plan.



## SUMMARY

Paducah is the center of a largely rural region that has generally not added significant net population for several decades. Still, Paducah has been able to trigger certain catalytic initiatives that are causing changes in market dynamics. Downtown revitalization, construction of cultural institutions, and implementation of the Artist Relocation Program are all taking place at a time when much of America is also rediscovering the downtown experience. The desire to rediscover Paducah's remarkable river and to reincorporate it into the fabric of the city is a further part of this change that is affecting a great many cities.

Such effects typically manifest themselves first in the largest cities, like Chicago or New York. As it has turned out in the last 25 years or so, the changes led by such cities have triggered downtown renaissance in second tier places like Minneapolis, Indianapolis, Cincinnati, St. Louis, and Kansas City. Even places not known for their downtowns are enjoying an urban regeneration, like Dallas and Houston. Slowly, these forces and the lessons learned among investors take effect in smaller cities. Paducah is clearly sensing these forces and has already taken major steps to exploit them, as noted above.

A key lesson from the last few decades is that urban revitalization without residential revitalization is futile. Housing, and the people that occupy it, must be part of the formula—housing mixed in with commercial and institutional changes and growth to create vibrant, 24-hour places that are increasingly appealing to a diverse and generally affluent set of demographic segments.

While the region and city of Paducah have not been growing rapidly, they have been adding new housing at a relatively rapid pace. Most of that new housing is, in effect, replacement of older and dysfunctional housing. This gives the appearance of growth without much growth, but it is more important to recognize such forces as indicative of improvements in market dynamics. For this reason, Paducah is well positioned to capture some of that change in the downtown area—a phenomenon already demonstrated in Lower Town. With the right attitudes of civic leaders and policies of local and state government, changes can be brought about that re-energize the historic places of Paducah while preserving their special and unique qualities.

Thus, we conclude that downtown housing is and should be a high priority opportunity for Paducah, especially housing that relates to and provides views of the Ohio River. Indeed, the conclusions of this report are technically limited to "riverfront housing" which, in our opinion, should precede further efforts to promote more downtown and Lower Town housing development. It is time to take advantage of the river to promote greater city-wide change. And the market vitality is such that the housing market, in particular, is prime for growth along the river in the downtown area.

We conclude in the report that downtown should be readily able to capture an average of 15 housing units per year in attached townhouse configurations over the next decade. We recommend that this scale of development seek affluent homeowners willing to pay an average of $280,000 per unit (in 2006 dollars) for a 2,200 square foot home. Most of the buyers-occupants will be existing residents of Paducah in their fifties or older, without children at home and in their peak earnings years. Moreover, they will bring equity to the new homes by selling existing single family homes in order to change lifestyles. And they will lead a resurgence of economic and social life in the downtown area while enjoying the nearby shops, restaurants, museums, and open space.

Moreover, Paducah is not such a large city that these households will have to forego the other amenities in the region because they won't be moving far. Indeed, accessibility by automobile gives Paducah a high quality of life and enables most people to readily get to work, recreation, dining, and home. The Paducah riverfront needs to be "sold" as another of the accessible "neighborhoods" of the region, but with its own character.

The downside of this housing market is that it likely cannot be initiated without some amount of public or civic financial support. Our projections show that it will likely cost an average of about $150 per square foot of housing to build (including soft costs, hard costs, land, and profits), while selling for about $127 per square foot, on average. This 18% differential might be made up by programs that effectively provide the land to developers-builders for nothing, or the equivalent cost write-down. The other major market for riverfront change is a recreational boating marina coupled with a facility to better handle the cruise boats that stop—and want to stop—at Paducah. Several major indicators point to a substantial opportunity for marina development on the downtown riverfront:

- Existing marinas on the Ohio River are relatively few and far between, or are located at great distance from Paducah.
- A nearby successful marina is at Golconda, Illinois (Pope County), with over 200 wet slips. But the Golconda marina is successful despite a very small population in Pope County. Indeed, Pope County's 2005 population of 4,200 was only 6.5 percent the size of McCracken County's population of 64,700, suggesting that a marina that is located closer to population concentrations could be at least as successful and probably more so.
- Paducah boat owners are heavy users of the marina facilities at Kentucky Lake and Lake Barkley. This is a long drive for most area households which precludes frequent boating. A downtown marina will encourage more boating and will enable more boat owners to keep their boats closer to home.
- The number of recreational boat owners in McCracken County broadly surpasses those in surrounding counties. Thus, the demand for marina facilities is concentrated in greater Paducah while the supply of marina facilities is relatively far away.
- There are hopes to build a marina in Metropolis, Illinois, as part of the casino environs. All indicators suggest that this would be a successful project based, in no small part, on the scale of the Paducah boat owner market. Our judgment, however, is that there is ample room in the lower Ohio River market for several recreational boat marinas in light of the number of boat owners and the relatively paucity of conveniently located marinas.

We recommend that plans for a marina of as many as 300 slips be planned and that at least 150 slips be constructed as soon as possible in order to satisfy demand and to test the market for additional growth. This report also provides a preliminary financial proforma for a 200-slip marina on the riverfront that makes a small operating profit. While it is unknown what the costs to build a new marina will be, it is also clear from the proforma that the operator alone will not be able to afford the capital expenses. Thus, the marina almost certainly must be a publicly owned facility, though probably leased to a private marina operator.

Adding to the feasibility for a publicly owned marina facility is and will be the cruise riverboat industry. The Paducah Convention & Visitors Bureau projects that 2007 will see some 43 stops by various cruise boats. This can bring more than 12,000 out-of-town visitors to downtown Paducah and over 4,000 crew members. By creating a much more comfortable arrival setting, downtown Paducah can greatly benefit from the tourism spending that these visitors will generate.

# MARKET OPPORTUNITIES DEVELOPMENT ANALYSIS



## RECREATIONAL BOATING IN PADUCAH - SUMMARY RECOMMENDATIONS

1. 2005 Downtown market study recommended 250 boat slips
2. Provide a minimum of 150 boat slips but planning for up to 300 boat slips.
3. Test the Market first
4. Minimize upfront capital costs

## RECREATIONAL MARINA ECONOMICS

A 200-slip marina could capture $554,000 in annual revenues for slip rentals alone

### Annual Slip Revenue Estimates for Paducah Marina (2006 Dollars)

| Slip Length (Linear Feet) | Number of Slips | Percent of Total | Monthly Rate per Foot | Gross Annual Revenue Potential |
|---|---|---|---|---|
| 24 | 60 | 30.0% | $6.80 | $117,500 |
| 30 | 55 | 27.5% | $7.10 | $140,500 |
| 40 | 50 | 25.0% | $7.25 | $173,900 |
| 60 | 35 | 17.5% | $7.25 | $182,700 |
| TOTAL | 200 | 100.0% | $7.13 | $615,000 |
| Vacancy Adjustment 10.0% | | | | Actual Annual Revenue Potential $554,000 |

## RECREATIONAL MARINA ECONOMICS

Total Revenue Potential: $1.38 million
- Slip rentals, repairs, concessions, etc.

Total Expenses: $1.02 million
- Cost of goods sold, labor, etc.

Net Operating Income: $360,000
- Applicable to profits and debt service

# 05
# CONSENSUS RIVERFRONT REDEVELOPMENT PLAN

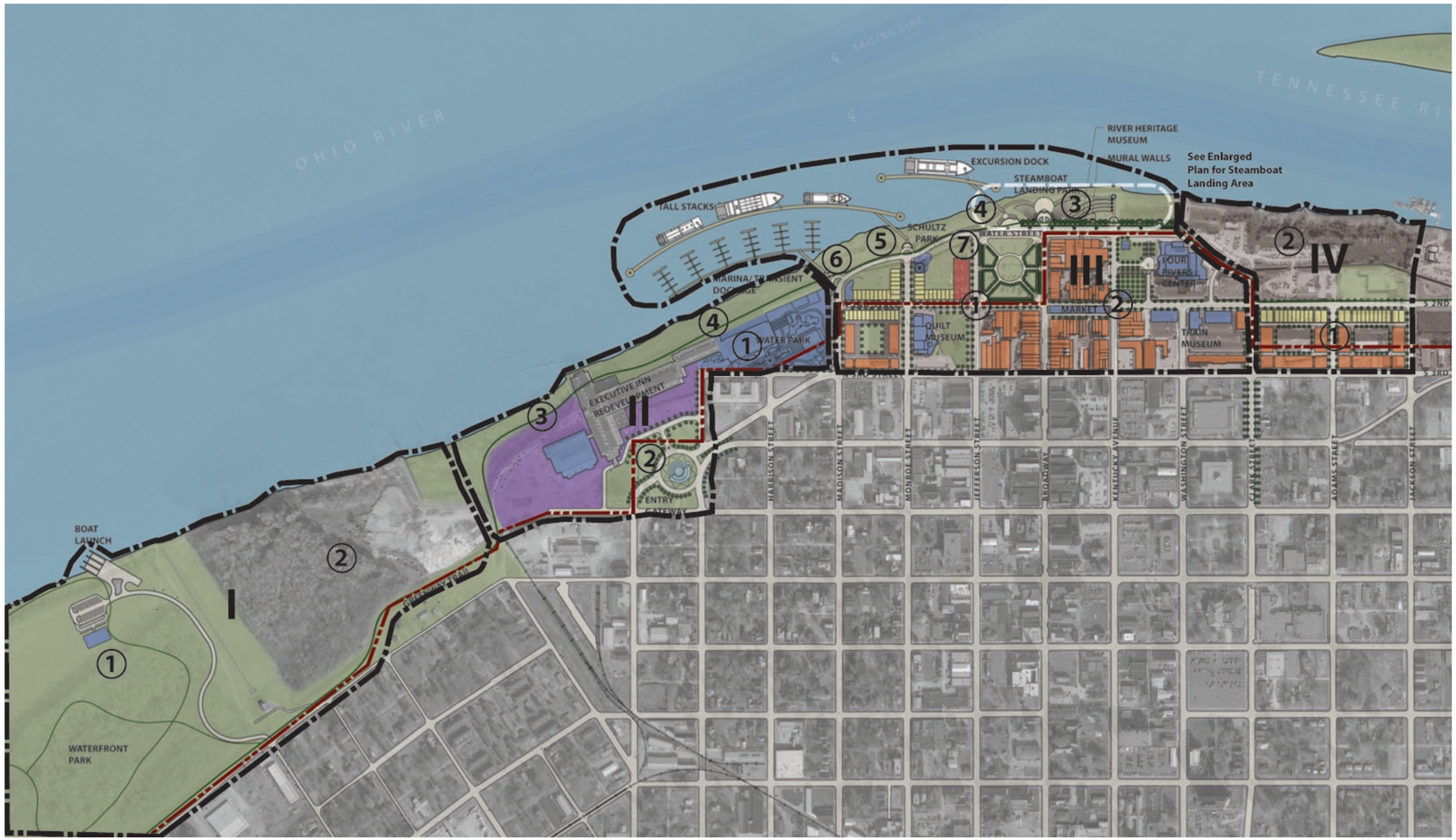
The final Riverfront Redevelopment Plan represents a synthesis of community, stakeholder, river industry and city input and sets forth a single vision guiding future planning and development efforts along the heart of Paducah's downtown riverfront incorporated along their downtown Riverfront Park. The plan identifies and addresses opportunities related to the following:

- The provision of new and improved facilities for commercial and recreational boating;
- Improved physical and visual access to the riverfront;
- Enhancement and expansion of riverfront open space, and multi-recreational trail opportunities;
- Increased downtown housing combined with commercial/retail and civic activities.

## AREA DESCRIPTIONS

For ease of discussion, the riverfront redevelopment plan has been divided into sub-areas from north to south (downstream to upstream). The sub-areas can be roughly divided into:

I. New Boat Launch and Greenway Trail;
II. The Executive Inn;
III. Downtown and Steamboat Landing Area; and
IV. River Industry Properties



# CONSENSUS PLAN



## I. New Boat Launch and Greenway Trail

This zone is located at the downstream end of the study area and consists of relatively undeveloped property. Anticipated and proposed activities include the following:

1. The existing boat launch facility, currently located along the downtown riverfront, will be relocated to the undeveloped property owned by the City at the end of Burnett Street. The new boat launch, developed in conjunction with the Kentucky Fish and Wildlife Resource Department (KFWRD), will contain 5-6 launch lanes with parking for 100 motor vehicles and boat trailers, and another 100 spaces to be built as needed in the future. The relocation of the boat launch will reduce congestion and vehicle parking associated with recreational fishing activities such as launching and trailering boats, and allow for the transition of the downtown riverfront area back to its historic use as a steamboat landing.

2. Properties and land uses between the proposed boat launch and the Executive Inn include: water intake pipes and pump station for Paducah Water; the future barge off-loading site for Federal Materials Concrete; and Midwest Terminal Barge Access. At this time it is anticipated that these uses will remain. The Greenway Trail, which is planned for the top of the earthen levee wall, will provide a pedestrian and bicycle link between the boat launch and downtown Riverfront Park.

## II. Executive Inn Redevelopment

The Executive Inn area will continue to focus on the redevelopment of existing lodging facilities, and more strongly integrating the area with the downtown by improving access to the river. Elements for these changes include:

1. The creation of a new indoor/outdoor water park that would provide for an opportunity for the Executive Inn to partner with the City of Paducah.
2. The creation of a new “Entry Gateway” feature/roundabout for vehicles entering the downtown area. This feature would be located between Park Avenue and Martin Luther King Boulevard, just west of the Executive Inn.
3. Potential removal of the existing floodwall that would be replaced by a movable floodwall. The movable floodwall can be erected in less than a 24 hour period. It also improves the visual appearance or aesthetics of the area around the Executive Inn in terms of first impressions or curb appeal. The demountable floodwall would be installed along the earthen berm behind the existing Executive Inn. This scenario would occur only in the event of cooperation between the City and a new owner making a substantial reinvestment in the hotel.
4. The alignment of the Greenway Trail in this location would be along the river side of the Executive Inn. The trail would also serve as the location, and contain the foundation for the movable floodwall.

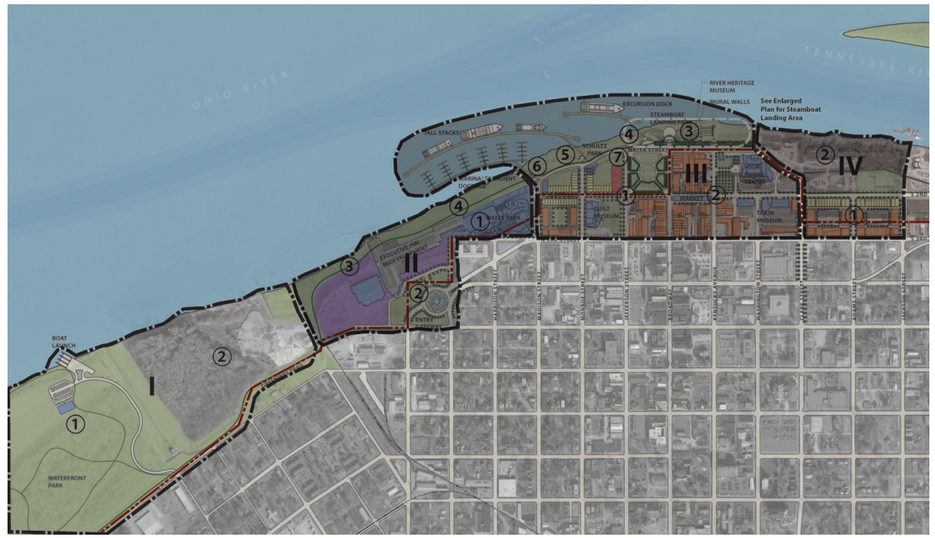
## III. Downtown and Steamboat Landing Area

(Vicinity of Madison Street to Clark Street, North 3rd Street to the river’s edge)

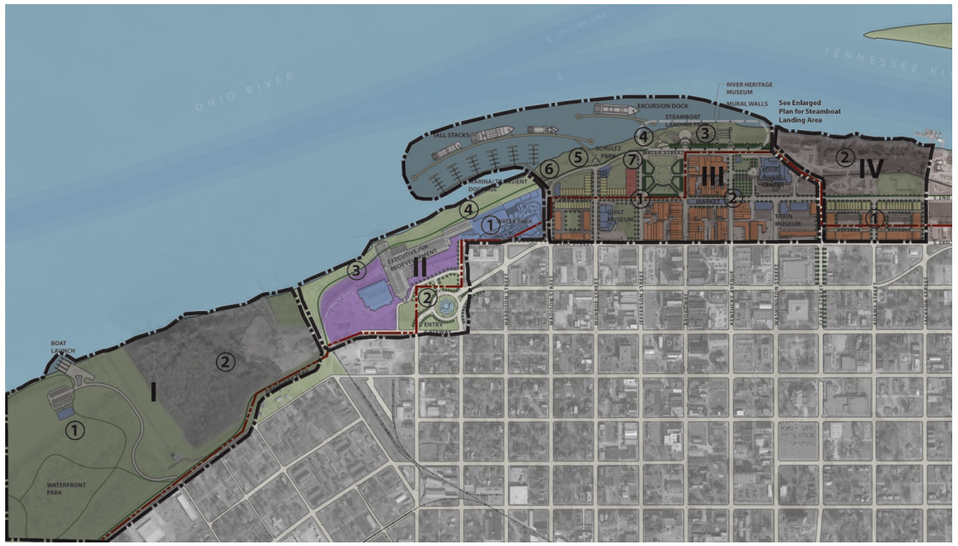
This zone consists of Downtown Paducah and the historic steamboat landing area along the waterfront. Access to the waterfront area is limited to existing openings in the flood wall at Kentucky Avenue, Broadway, and Jefferson Street.

Land based development proposes the following:

1. Development north of Broadway:
   - Future redevelopment of the parking lot block between Broadway and Jefferson becomes the primary Public Square on the riverfront, creating an address and downtown focus promoting redevelopment and an opportunity to integrate a new hotel between Jefferson and Monroe (approximately 200 rooms). Parking will be replaced.
   - The northerly two blocks of existing parking become prime mixed use with a riverfront residential element.
   - Public and private development opportunities and residential flank the block containing the Quilt Museum.




Area I. New Boat Launch and Greenway Trail




Area II. Executive Inn Redevelopment

2. Development south of Broadway:
- Energize North 2nd street by introducing additional public and private development opportunities. Provide new structures that allow for the relocation of current facilities currently occupying the historic market structure. Renovate the historic market building to develop a year round public market.
- Expand the cultural facilities through the incorporation of smaller structures that line both existing and proposed parking lots and enliven the street.
- Expand on the concept of a "Cultural Cluster". Promote development more related to public arts and culture that ties into the Four Rivers Center from Washington Street to Clark Street.
- Create additional parking as needed.

Along the waterfront, the following elements are proposed:

3. The creation of features that function as access gates and create focal points at Broadway and Kentucky;
4. Incorporation of previously constructed excursion dock infrastructure into a new riverfront plaza and access structures for a new excursion pier. As the master plan evolves from concept to implementation, site data provided by new site surveys, river hydrologic studies and geotechnical investigations, will better define existing conditions and influence appropriate technical design solutions. In addition to physical criteria, future discussions with regulatory agencies and city staff will further define design parameters related to permitting concerns, levels of acceptable risk, maintenance requirements, aesthetics, and specific phased construction budget based on available funding. As these physical, policy, budget, and aesthetic aspects of the project are more clearly defined and understood, the final physical design (form, size, location, materials, etc.) will be determined.

The excursion pier facility can be constructed using a variety of technically feasible solutions. Initially, the development of a floating pier will be explored. Other alternatives include a fixed multi-tiered access structure and/or the creation of a jetty/rubble mound breakwater. The design and permitting process will help evaluate these approaches and assist the City and consultant project teams in developing the most appropriate design resolution for the excursion dock and it's physical access.

5. Provision of a second access plaza and structure to a 2nd large pier structure that functions as:
   a) a breakwater structure that creates a protected basin for a 150 slip (approx.) marina;
   b) a public promenade/fishing pier;
   c) a place to showcase or congregate "Tall Stack" boats for celebratory events.

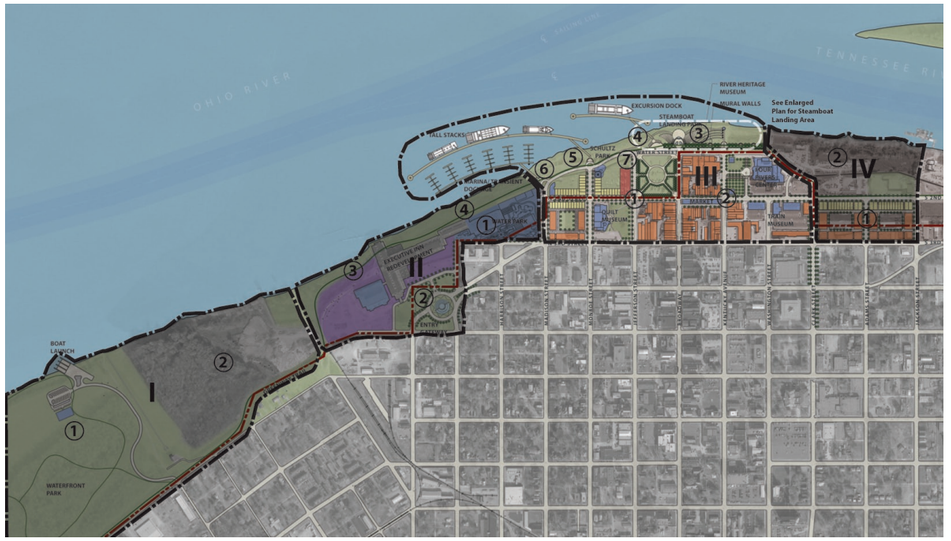
Similar to the excursion dock, a more in depth assessment of the technical resolution will be developed. The final design resolution of the primary structures and related infrastructure will evolve as the existing site conditions, permitting feasibility, facility performance, maintenance, aesthetics, and available project funding are more clearly understood.
6. Provision of an access plaza and gangway ramp to marina dockage located within the large pier.
7. The use of the floodwall as the mural wall will remain in place and unchanged in this area.
8. Enhance automobile access through Schultz Park from Jefferson Street to Madison Street.

## IV. River Industry Properties (Vicinity of Clark Street to Tennessee Street)

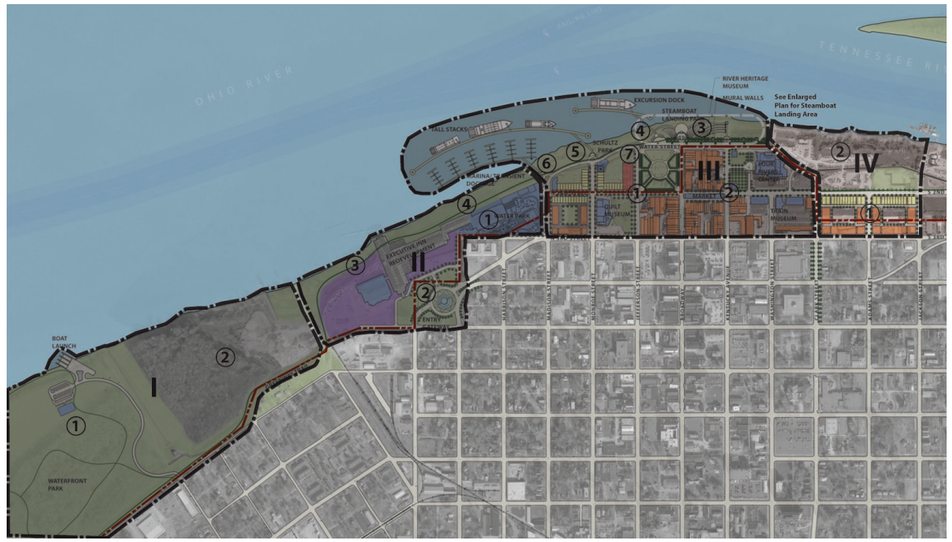
These blocks are currently a combination of buildings and surface parking from South 3rd Street down to the river. Most of the land ownership/land use between Clark Street and Jackson Street is related to river industry business and activities.

1. Land based development - recommendations for the blocks between South 3rd street and South 2nd Street include increasing the density and providing a more diverse mix of uses. These include a combination of housing, office, and commercial development. Pedestrian circulation linking this area to the Four Rivers Center and the downtown and steamboat landing area should be provided via the Greenway Trail, and enhanced streetscape treatments along South 2nd Street. Each development would incorporate its own parking.

2. Riverfront (east of South 2nd Street) - at this time, current river industry landowners are planning to continue their operations in this area. Accordingly, this area should/will continue to retain it's working riverfront use and character. As a long term strategy, it is suggested that the city continue to investigate the potential acquisition of river industry owned properties as they become available along the river in order to increase riverfront access opportunities and public open space.



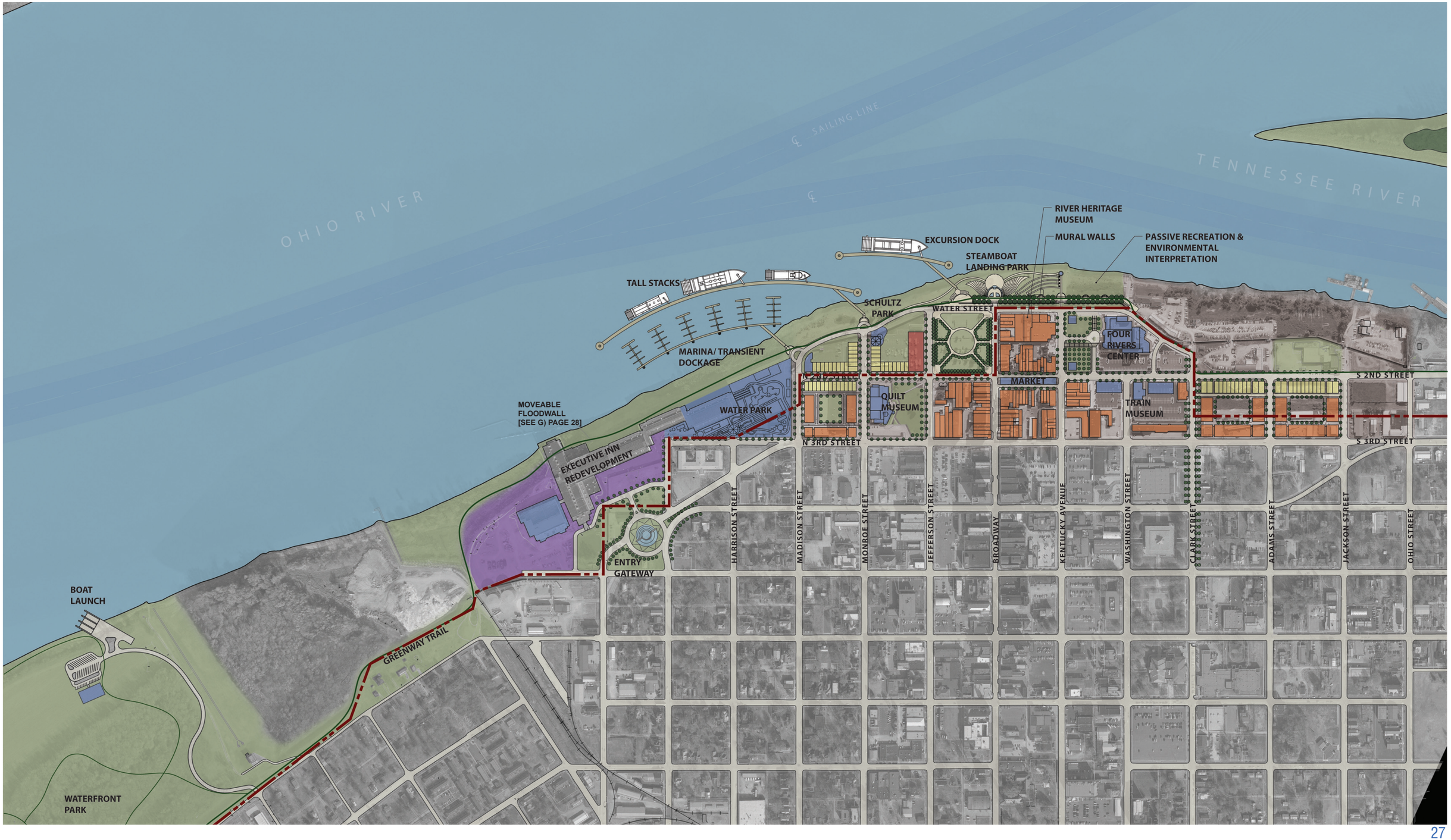

Area III. Downtown and Steamboat Landing Area




Area IV. River Industry Properties (Vicinity of Clark Street to Tennessee Street)

# CONSENSUS PLAN





A more detailed description of the Steamboat Landing between Broadway and Kentucky Avenue is provided below, and illustrated on the Enlarged Plan. Opportunities include the following:

a) Water Feature and Enhancement of Wilson Stage and Performance Plaza/Amphitheater with formal and informal seating:
- Located at the terminus of Broadway on the river side of the floodwall;
- Overlook plaza at the same relative elevation as Broadway containing a water feature with vertical jets that could be viewed or observed from several blocks away on Broadway; a water fall or cascade would lead down from the upper pool to a lower pool at the performance plaza level;
- Performance plaza located at mid-level elevations between the over look plaza and "normal pool" elevation of the river. Formal seating for the performance plaza would be provided along two adjacent wings that transition into more organic and less structured lawn seating.

b) River Overlook Structure:
- Serves as a terminus to Kentucky Avenue;
- Provides views up the Tennessee and Ohio River, and to the tip of Owens Island.
- Allows for the observation of river industry activities at the confluence of the Tennessee and Ohio Rivers.
- Provides views back towards the City from the river.

c) Promenade:
- Provide an approximately 50' wide promenade zone on the riverside base of the existing flood wall. Includes special paving, lighting, site furniture (benches and trash receptacles), and a double row of trees capable of withstanding prolonged periods of inundation during extended periods of flooding. This area will provide an opportunity for seating and interpretive exhibits.

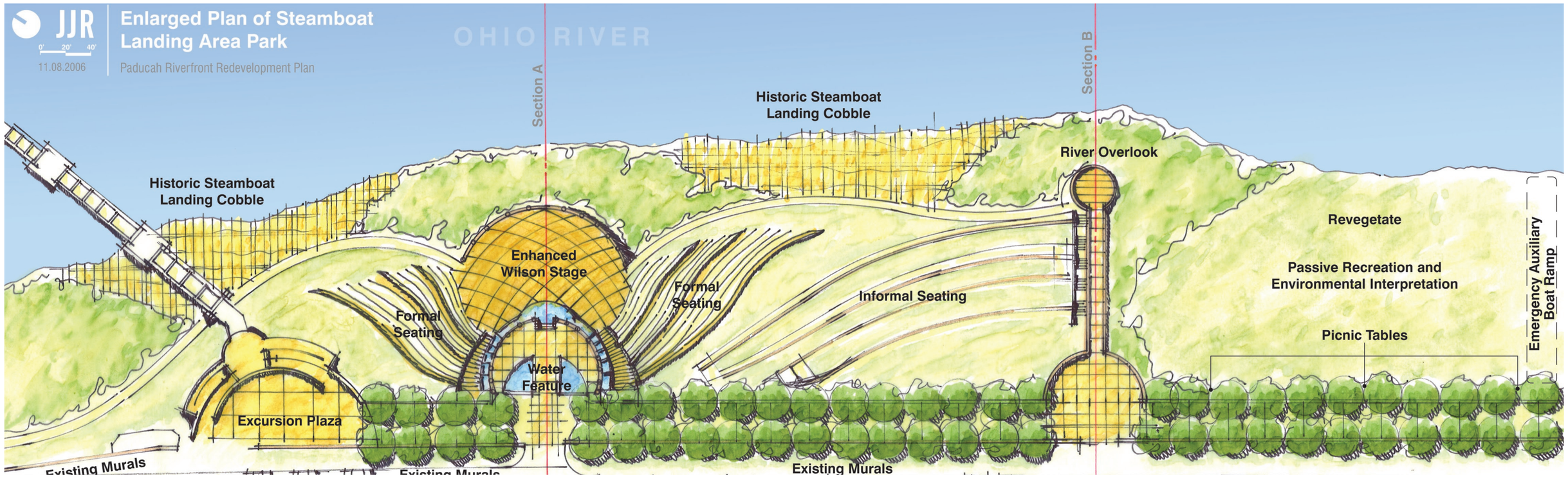
d) River Edge Treatments:
- Re-establishment of some of the historic riverboat landing slope edge treatments through the reuse and reconstruction of existing stone cobbles. This treatment could extend between Jefferson Street and Kentucky depending on the quantity and condition of the historic cobble.
- Provide sustainable bioengineered edge treatments in the more natural "soft" waterfront edges of the downtown riverfront.

e) Interpretive Elements/River Heritage Museum Integration
- Outdoor classroom
- History, culture and biology/ecology

f) Automobile Access
- maintain 24 hour automobile access and enhance Schultz Park
- "drag the gut" from Jefferson Street to Madison Street
- new boat launch/waterfront park at Burnett Street
- new vehicular access would also be available at the new boat launch located at the intersection of North 6th Street and Burnett Street. This area will have parking for 100 vehicles, and direct access to the river.

g) Flood Wall
- Various treatments were discussed in terms of how to best integrate the structure and enhance visual access to the river. Public feedback wanted to retain the flood walls and mural walls as they currently exist. There would be an opportunity to discuss moveable flood wall technologies in the future with the possibility of integrating them with the appropriate redevelopment of the Executive Inn.

The intent is to showcase the river, its relationship to the downtown, the working river industry, and create a catalyst for private investment. The riverfront becomes the address for multiple cultural buildings and their related organizations like the River Heritage Museum, Carsen Center for Performing Arts, Maiden Alley Cinema, Quilt Museum, art venues, other museums and festivals.



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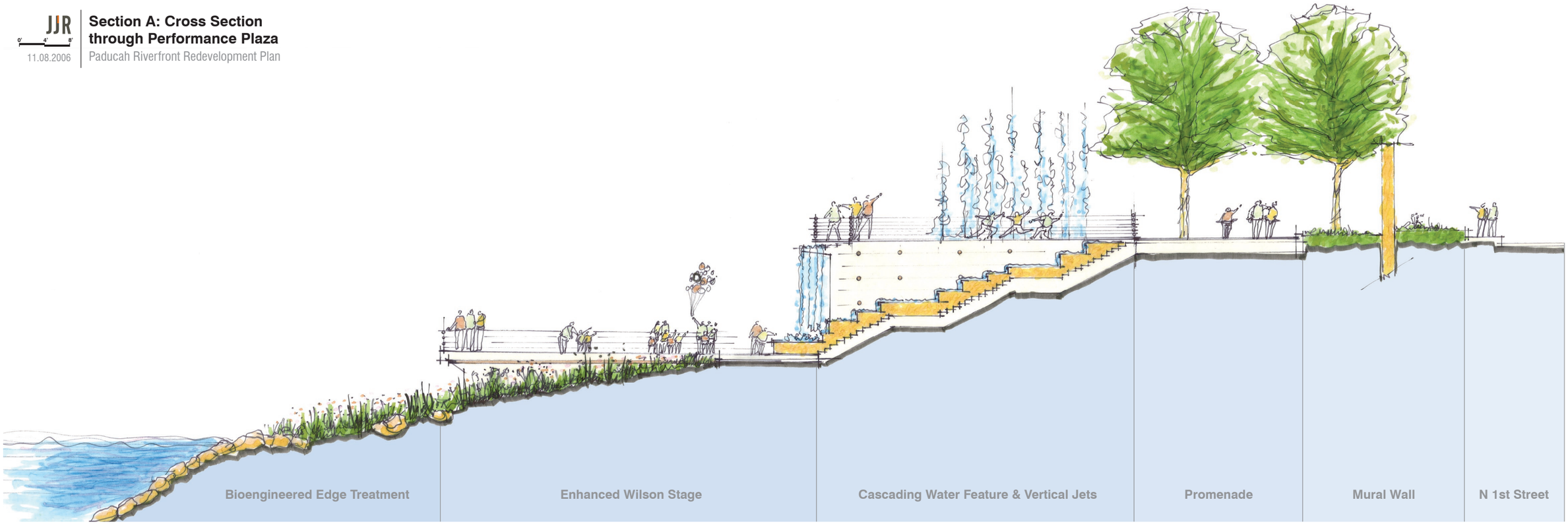
**Section A: Cross Section through Performance Plaza**
Paducah Riverfront Redevelopment Plan



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**Section B: Cross Section at River Overlook**

Paducah Riverfront Redevelopment Plan

# ILLUSTRATIONS



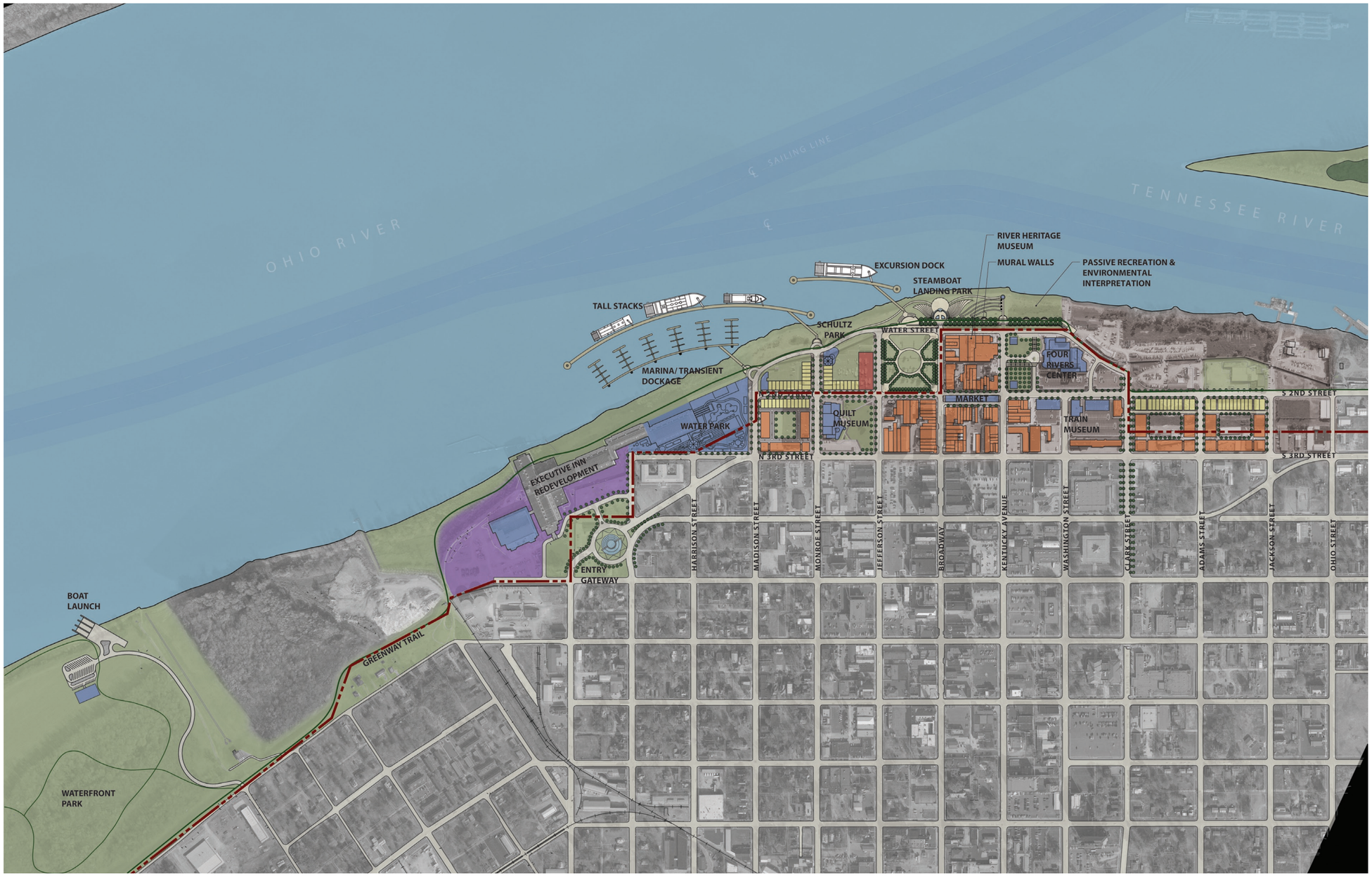
3D IMAGE IN PROGRESS

3D IMAGE IN PROGRESS

3D IMAGE IN PROGRESS

3D IMAGE IN PROGRESS

# 06
# IMPLEMENTATION STRATEGY



The following is a summary of costs for potential near-term riverfront development projects based on the Paducah Riverfront Redevelopment Plan as of October, 2006. The costs are based on concept level information and as such require numerous assumptions resulting in “ballpark” or order of magnitude estimates of actual costs. The figures listed should only be used as a general understanding of potential costs, and serve in the assistance of establishing budgets and raising funds for the development of the riverfront.

| **Phase 1 Riverfront Projects** | | **Approximate Cost** |
|---|---|---|
| **Mobilization/Demolition/Erosion Control:** | | **$ 411,000** |
| **Edge Improvements and Shore Protection :** | | **$ 223,000** |
| **Steamboat Landing:** | | **$ 6,161,000** |
| • Performance Plaza | $ 4,612,000 | |
| • Informal Seating Area | $ 186,000 | |
| • Promenade | $ 636,000 | |
| • River Overlook Structure | $ 727,000 | |
| **Excursion Dock and Plaza:** | | **$ 3,925,000** |
| • Plaza/Overlook | $ 473,000 | |
| • Walkway/Ramp/Gangway Connection | $ 805,000 | |
| • Floating Pier/Dockage/Breakwater Structure | $ 2,647,000 | |
| **Riverfront Park and Boat Launch:** | | **$ 2,154,000** |
| • Boat Launch Ramp (Six Lanes) | $ 313,000 | |
| • Parking (100 paved spaces; 100 gravel spaces) | $ 525,000 | |
| • Access Road | $ 97,000 | |
| • RV Campground (40 sites with services) | $ 750,000 | |
| • Buildings and Amenities | $ 469,000 | |
| | **Phase 1 Total** | **$12,874,000** |
| **Total Project Probable Cost Opinion (2006 Dollars)** | | **$48,000,000** |

# IMPLEMENTATION MATRIX

The key to a long range implementation plan like this is to consider the Riverfront Redevelopment Plan as the broad foundation for continuing community focus and convergence on riverfront elements and riverfront development in Paducah. The Implementation Matrix attempts to outline how the various elements of the Paducah Riverfront Redevelopment Plan may be implemented over an extended time horizon. It should be remembered that the Riverfront Redevelopment Plan is a vision plan and the implementation strategies will need to be flexible and continually updated as Paducah moves forward into the years ahead.

Realistically, the programmatic elements of the plan that have been described in this document could take two decades or more to implement.

Major implementation steps in the matrix are generally grouped as follows:

A. Approval of and adoption of the Riverfront Redevelopment Plan
B. Determination of an Organizational Structure for Implementation
C. Communication of the Plan
D. Preparation of Preliminary Site Specific Plans and Programs
E. Design/Engineering and Implementation of Catalytic Projects

On a preliminary basis, the matrix is a list of tasks to accomplish these actions; it suggests who might be responsible for the action; estimates a preliminary cost; identifies a broad list of potential funding sources; and contains some other comments related to timing, etc. The costs listed in the matrix are extremely preliminary and validation will come from the Preliminary Site Planning that is listed in action D. above. Phases will also be determined at that time. As the plan moves forward during the future implementation phases, it is important to develop key mechanisms that promote local initiatives that will contribute funding, provide an operational/development entity and promote the level or standard of design.

A critical facet of the implementation process is the formation of an organizational structure that will take on the responsibility of moving the plan forward. More importantly is the organizational structure's ability to continue to champion the riverfront's redevelopment and become a clearing house for all initiatives involving the downtown riverfront. The organizational structure needs to be able to aggressively pursue funding, proactively promote and attract private investment, and coordinate the efforts required to guide and review proposed development. Furthermore, the organizational structure should be responsible for the coordination of daily and seasonal activity. This coordination ranges between addressing required maintenance and operational logistics to facilitating the staging of formally programmed annual events.

A localized presence and mechanism capable of providing project funding needs to be established in order to demonstrate local commitment, and bridge the time gap of various county, state, and federal funding sources. This local commitment can be realized through the creation of a Tax Increment Financing (TIF) District. The TIF District can be based on a specific area encompassing both existing and potential redevelopment. As development occurs, the TIF District increases the opportunity to capture a broader tax increment. This district and its assessment is defined both in terms of dollar amount and the specific duration of the program. A TIF District is an effective tool for funding public realm amenities and infrastructure. An important aspect of such a program is the demonstration of community commitment which will attract private investments and increase the momentum of the downtown's riverfront redevelopment.

Finally, to maximize the return of public investment and enhance the redevelopment efforts, a standard of design and level of quality needs to be communicated. This is best achieved through the development of design guidelines. With development of such a tool, the City can proactively solicit qualified developers and set a standard in which to evaluate all proposed development. The intent is to possess tools that provide continuity of intent through multiple phases of development and changes in leadership and organizational structures.

As projects are successfully implemented, it is critical that funding and dedicated staff be allocated for the ongoing maintenance of all Riverfront Improvements. It is important to maintain and prioritize the stewardship of the publics investment and safeguard Paducah's legacy.

All of the above are effective tools that have been used by many communities which have successfully completed significant phases of riverfront and downtown redevelopment.

## IMPLEMENTATION MATRIX

| Action | Tasks to Accomplish | Type | Responsibility | Cost | Potential Funding | Comments |
|---|---|---|---|---|---|---|
| A. Approve Final Riverfront Redevelopment Plan | 1. Steering Committee to review and make recommendations | Administrative | Steering Committee | N/A | N/A | March 2007 |
| | 2. Planning Commission to review and make recommendations | Administrative | Planning Commission | N/A | N/A | April 2007 |
| | 3. City Commission to review and approve Riverfront Redevelopment Plan | Administrative | City Commission | N/A | N/A | April 2007 |
| B. Establish Organizational Structure for implementation of the Riverfront Redevelopment Plan | 1. Establish a Riverfront Development Corporation structure including: existing agencies; task force of multi-agency public and private non-profit composition; new authority or non-profit foundation or corporation; etc. | Administrative | City Planning | N/A | N/A | Winter 2007 |
| | 2. Develop a Tax Increment Finance District | Administrative | City Planning | N/A | N/A | Winter 2007 |
| | 3. Develop Design Guidelines | Administrative | City Planning | N/A | N/A | Winter 2007 |
| | 4. Create a Design and Technical Review Committee to review all proposed public and private development | Administrative | City Planning<br>City Engineering<br>City Parks and Recreation<br>City General Government | N/A | N/A | February 2007 |
| | 5. Establish recommendation for city commission review and approval | Administrative | | N/A | N/A | Winter 2007 |

# IMPLEMENTATION MATRIX



| Action | Tasks to Accomplish | Type | Responsibility | Cost | Potential Funding | Comments |
|---|---|---|---|---|---|---|
| C. Communicate the Plan | 1. Develop a public relations document that includes final riverfront plan, design character and outline of implementation strategies. Create poster plans and web site graphics | Promotional | City Planning and Steering Committee | $30,000 | 2007 budget | Winter 2007 |
| | 2. Use public television programming | Promotional | City Planning and Steering Committee | Minimal | Communication Budget | Winter 2007 |
| | 3. Schedule series of public presentations | Promotional | City Planning and Steering Committee Chamber/Tourism | N/A | N/A | Winter 2007 |
| | 4. Lobby Federal and State Government Representatives | Promotional | City Planning and Steering Committee Chamber/Tourism | N/A | N/A | Ongoing |
| D. Prepare program, preliminary site plans, and design standards for each riverfront project in the following priority order:<br>• New boat launch ramp and parking<br>• Steamboat Landing<br>• Excursion Dock and Plaza<br>• Schultz Park and Marina Breakwater<br>• Marina/Transient Dockage<br>• Greenway Trail and Movable Floodwall<br>• Completion of Riverfront RV Park next to Boat Launch | 1. Establish project committee for each riverfront project<br>2. Meet with stakeholders and public<br>3. Assess constraints and opportunities<br>4. Complete market analysis<br>5. Create public infrastructure plan<br>6. Evaluate funding sources<br>7. Establish Preliminary Site Plans and Detailed Action Plans<br>8. Evaluate maintenance and required manpower estimate | Planning and Design | City Planning and Engineering Departments; Project Steering Committee | Each Preliminary Site Plan could range from approx. $15,000 to $75,000 | Consortium of funding from City, County, public agencies, private foundations | Preliminary Site Plans could be completed over a 1 to 3 year period<br><br>Costs do not include additional market studies or brownfields environmental assessment |

| Action | Tasks to Accomplish | Type | Responsibility | Cost | Potential Funding | Comments |
|---|---|---|---|---|---|---|
| E-1. Pursue Catalytic Projects<br><br>Design and Construct new downstream City Boat Launch | 1. Complete preliminary site plan and costs for Boat Launch<br>2. Relocate existing City boat launch and Facilities<br>3. Establish infrastructure improvements plan for area to include: utilities; access; linkages to greenway trail; parking; storm water management; habitat/ environmental enhancements<br>4. Develop trail to connect with City/Regional Greenway Trail<br>5. Develop Interpretive Program, brochures, mapping, signage system<br>6. Establish budget and funding plan<br>7. Construct Improvements<br>8. Maintenance | Administration, Planning, Design, Engineering, Construction Management, Long term maintenance | City Planning and Engineering Departments; Project Steering Committee | $0.8 to $1.5 Million<br><br>Assumes minimum construction of boat launch ramp, 100 space parking area, and access road<br><br>Does not Include Brownfield Analysis and Clean-up | Possible Funding Sources include: USFWS; City; Local Private Contributions; Federal Appropriations/ Transportation Funding; State Bonding; Trail Grants; City Sales Tax; City Bond Referendum; Regional and National Foundations that fund environmental enhancements; | This phase to be completed by end of fall 2007. |
| E-2. Pursue Catalytic Projects<br><br>Steamboat Landing | 1. Complete Preliminary Site Plan for the Steamboat Landing area<br>2. Establish development program and priorities<br>3. Establish budget and funding plan<br>4. Complete Final Design and Engineering for following elements:<br>• Performance Plaza<br>• Informal Seating Area<br>• Promenade<br>• River Overlook Structure<br>• River Edge Improvements and Shore Protection<br>5. Construct Improvements<br>6. Maintenance | Administration Planning, Design, Engineering, Construction Management, Long term maintenance | City Planning and Engineering Departments; Project Steering Committee | Performance Plaza<br>Est. at $4.6 million<br><br>Informal Seating Area<br>Est. $0.2 million<br><br>Promenade<br>Est. $0.65 million<br><br>River Overlook Structure<br>Est. $0.73 million | Possible Funding Sources include: City; Private Contributions; Federal Appropriations/ Transportation Funding; State Bonding; City Sales Tax; Boat Licensing; Marina Improvements Supported by Revenues | Project should be planned in conjunction with the relocation of the existing boat launch.<br><br>Project could be completed in 1 to 4 years |

# IMPLEMENTATION MATRIX

| Action | Tasks to Accomplish | Type | Responsibility | Cost | Potential Funding | Comments |
|---|---|---|---|---|---|---|
| E-3. Pursue Catalytic Projects<br><br>Schultz Park, Floating Pier, and Transient Marina | 1. Complete Preliminary Site Plan for Schultz Park Plaza, Floating Breakwater Pier, and Marina.<br>2. Establish development program and priorities<br>3. Establish budget and funding plan<br>4. Complete final design and engineering for following elements:<br>• Plaza and Overlook<br>• Walkway/Ramp and Gangway<br>• Floating Pier/Dockage/Breakwater Structure<br>• Marina Dockage and Facilities<br>• River Edge Improvements and Shore Protection<br>• Auto Access<br>5. Construct Improvements<br>6. Maintenance | Administration<br>Planning, Design, Engineering, Construction Management | City Planning and Engineering Departments; Project Steering Committee | Grossly Estimated at $15 -20 million<br><br>Plaza and Overlook<br>Est. $0.5 million<br><br>Walkway Ramp and Gangway<br>Est. $1.0 million<br><br>Large Floating Pier/ breakwater<br>Est. $4.5-5.0 million<br><br>Marina Dockage and Facilities<br>Est. $6.0-8.0 million<br><br>River Edge Improvements<br>Est. $3.0-5.0 million | Possible Funding Sources include: City; Private Contributions; Federal Transportation Funding; State Bonding; City Sales Tax; Boat Licensing; Marina Improvements Supported by Revenues | Various projects could be completed over next 3 to 10 years |

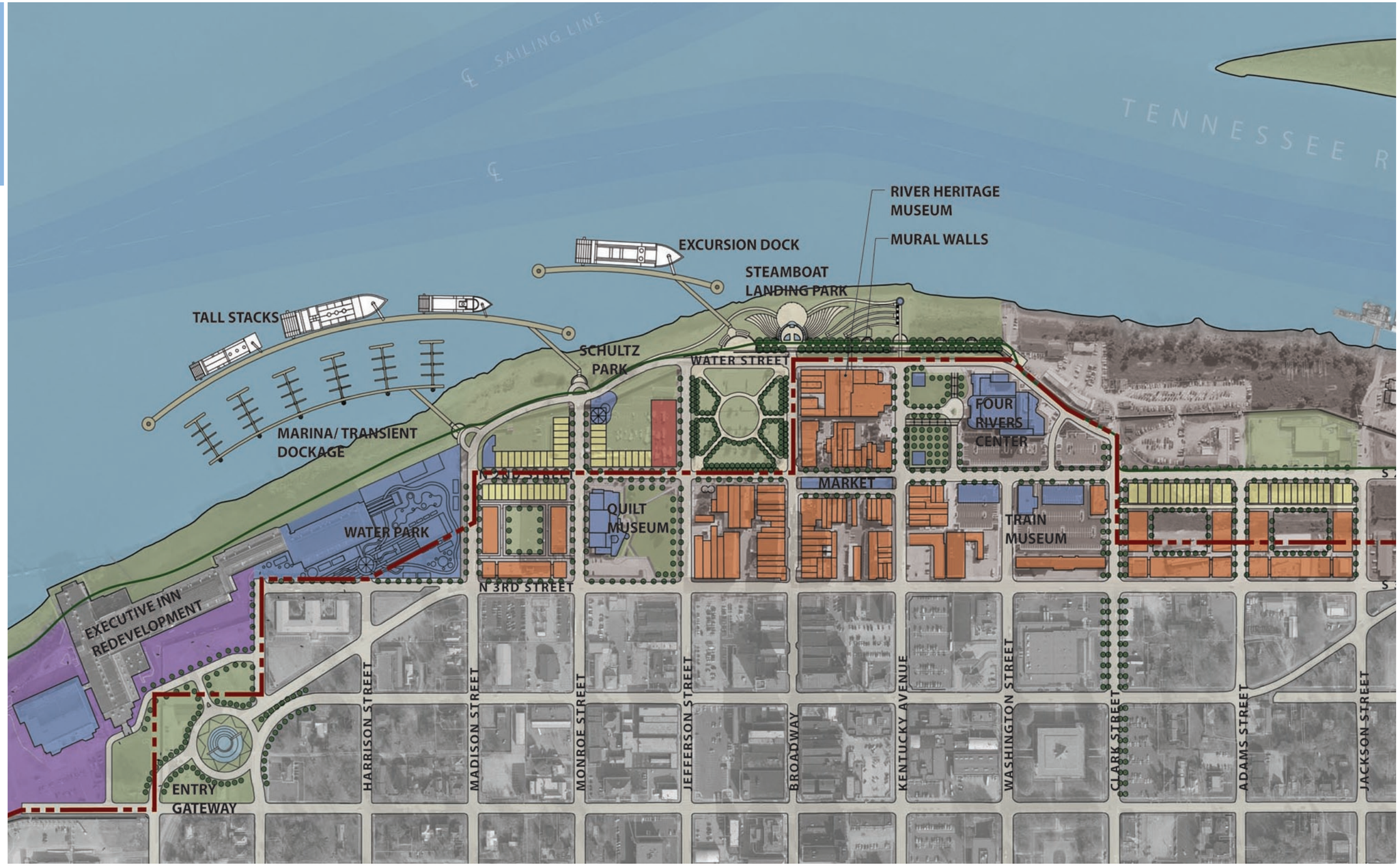
| Action | Tasks to Accomplish | Type | Responsibility | Cost | Potential Funding | Comments |
|---|---|---|---|---|---|---|
| E-4. Pursue Catalytic Projects<br><br>Movable Floodwall and Greenway Recreational Trail | 1. Initiate and Complete Greenway Trail Alignment and Movable Floodwall Feasibility Study<br>2. Establish development program and priorities<br>3. Obtain necessary trail easements from participating adjoining property owners<br>4. Complete financing plan and actively seek grants and contributions<br>5. Complete Design and Engineering for Project<br>6. Construct Improvements<br>7. Maintenance | Administration Planning, Design, Engineering, Construction Management | City Planning and Engineering Departments; Project Steering Committee | Grossly Estimated at $8-18 million | Possible Funding Sources include: City; Private Contributions; Federal Appropriations/Transportation Funding; State Bonding; DNR Trail Grants; and City Sales Tax | Project could be completed in next 1 to 20 years |
| E-5. Pursue Catalytic Projects<br><br>City Entry “Rotary”<br>(west of Executive Inn) | 1. Contact DOT regarding Rotary to assess initial feasibility<br>2. Conduct initial road design Feasibility Study<br>3. Establish development program and priorities<br>4. Obtain necessary road easements from participating adjoining property owners<br>5. Complete financing plan and actively seek grants and contributions<br>6. Complete Design and Engineering for Project<br>7. Construct Improvements<br>8. Maintenance | Administration Planning, Design, Engineering, Construction Management | City Planning and Engineering Departments; Project Steering Committee | TBD | Possible Funding Sources include: City; Federal Appropriations/Transportation Funding; State Bonding; | Project could be completed in next 3 to 20 years |

# IMPLEMENTATION MATRIX



| Action | Tasks to Accomplish | Type | Responsibility | Cost | Potential Funding | Comments |
|---|---|---|---|---|---|---|
| E-6. Pursue Catalytic Projects<br><br>RFQ/RFP for Downtown Hotel/Riverfront Residential Development | 1. Establish development program and priorities<br>2. Complete financing plan and actively seek grants and contributions<br>3. Complete Design and Engineering for Project<br>4. Construct Improvements<br>5. Develop Design Guidelines<br>6. TIF | Administration Planning, Design, | City Planning Department; Project Steering Committee | TBD | Possible Funding Sources include: City; Private Contributions; Federal Appropriations/Transportation Funding; State Bonding; Develop TIF District and City Sales Tax | Project could be completed in next 3 to 10 years |
| E-7. Pursue Catalytic Projects<br><br>Downtown Parking Study | 1. Commission Parking Study | Administration Planning, Design, Engineering, | City Planning and Engineering Departments; | TBD | Possible Funding Sources include: City; Federal Appropriations/Transportation Funding; State Bonding; and City Sales Tax | Parking Study could be initiated and completed in next 1 to 2 years |
| E-8. Pursue Catalytic Projects<br><br>Reuse of Historical Market as year-round market (with relocation of current user). | 1. Establish Relocation Strategy<br>2. Commission Redevelopment Study<br>3. Renovate Structure | Administration Planning, Design, | City Planning Department; Project Steering Committee | TBD | Possible Funding Sources include: City; Federal Appropriations/Transportation Funding; State Bonding; and City Sales Tax | Project could be completed in next 1 to 3 years |
| E-9. Pursue Catalytic Projects<br><br>Design and implementation of Public Square | 1. Develop Design/Planning Strategy based on outcome of parking study | Administration Planning, Design, Engineering, Construction Management | City Planning and Engineering Departments; Project Steering Committee | Grossly Estimated at $3-5 million | Possible Funding Sources include: City; Federal Appropriations/Transportation Funding; State Bonding; and City Sales Tax | Project could be completed in next 2 to 10 years |

# 07
# APPENDIX


SAILING LINE
TENNESSEE R
RIVER HERITAGE MUSEUM
MURAL WALLS
EXCURSION DOCK
STEAMBOAT LANDING PARK
TALL STACKS
SCHULTZ PARK
WATER STREET
FOUR RIVERS CENTER
MARINA/ TRANSIENT DOCKAGE
MARKET
QUILT MUSEUM
WATER PARK
TRAIN MUSEUM
N 3RD STREET
EXECUTIVE INN REDEVELOPMENT
ENTRY GATEWAY
HARRISON STREET
MADISON STREET
MONROE STREET
JEFFERSON STREET
BROADWAY
KENTUCKY AVENUE
WASHINGTON STREET
CLARK STREET
ADAMS STREET
JACKSON STREET

# AERIAL PHOTOGRAPH AND LIST OF AVAILABLE DOCUMENTS

## AVAILABLE DOCUMENTS

The following list of items was produced as part of the Riverfront Redevelopment Plan Each item is available for use and reference from the City of Paducah. Information includes site reconnaissance/detailed descriptions of riverfront edge conditions; a photographic inventory of the river edge in the project area with location and descriptions noted; river hydraulic data; and general descriptions of the utility infrastructure along the waterfront. These items are available under the following titles (listed in italics):

1. Site Reconnaissance Information
   - *Technical Memorandum - Site Reconnaissance*
   - *Digital Photographic Inventory*
   - *Photographic Inventory Key Map*
   - *Photographic Inventory Description*

2. River Hydraulic Data
   - *Ohio River Data Memorandum*
   - *Historic River Stages – 1966 to Present*
   - *USGS Daily Stage Information – 1995 to Present*
   - *Ohio River Navigation Chart No. 11 (West tip of Owens Island to west of Highway 45)*

3. Riverfront Project Area Utilities Information
   - *Technical Memorandum - Utilities*