

RIVERFRONT SMALL AREA PLAN | CITY OF PADUCAH

March 2015

The Riverfront Small Area Master Plan covers an approximately six square block area located on the Paducah riverfront between the Convention Center and the new Schultz Park. The site is key in that it exists adjacent to the planned 120 room Hilton Garden Inn, and the park will act as a major transition between Downtown Paducah and the Convention Center. The City is interested in how the space may be used as a new park, but also how the park may connect the Riverfront as a spur to private redevelopment in Lowertown and from the Convention Center to Downtown. The goals of the master plan include (1) blending the new park into the overall city development pattern, (2) facilitating pedestrian and vehicular traffic from the riverfront to the downtown core and back, (3) accommodating and extending the City's proposed greenway trail, and (4) formally deciding on appropriate uses in order to craft an implementable plan.

The process was a very collaborative effort between RATIO's project design team and the Paducah riverfront stakeholders of neighborhood, community and business leaders. We look forward to assisting in any way possible with the implementation of the "Paducah Commons" Riverfront Small Area Master Plan.

Respectfully submitted,

John D. Jackson, ASLA, LEED AP Principal I Director of Landscape Architecture and Urban Design



"This is a defining project."

- Jeff Pederson, City Manager

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INTRODUCTION

BACKGROUND

The City of Paducah has been working for the past decade to redevelop its riverfront along the Ohio and Tennessee Rivers. The City has a long and significant river history that has defined its development, as it will define Paducah's future as a place to live, work and recreate. The project consists of a master plan for redevelopment of an approximately six square block area located on the riverfront between the City's Convention Center and its new \$12 million Shultz Park, begin developed near the foot of Harrison Street. Current development plans for a 120 room Hilton Garden Inn, located near the Convention Center and accessible to the riverfront through the flood wall, requires that the Riverfront Small Area Master Plan take into account vehicular traffic flow, parking, and pedestrian and bicycle flow. The plan will also consider how the area may impact redevelopment opportunities between the Convention Center, Shultz Park and Downtown Paducah.

The Riverfront Small Area Master Plan is intended to determine how best to (1) blend the new Shultz Park into the study area along the riverfront, (2) facilitate

PURPOSE

pedestrian and vehicular traffic from the riverfront to and from the downtown core and into the Lowertown Arts District Neighborhood, (3) accommodate and extend the City's proposed regional greenway trail through the study area, and (4) decide on appropriate uses in order to craft an implementable plan.



INTRODUCTION



INVESTIGATION

INVENTORY: PAST PLANS

RATIO reviewed a number of past downtown and riverfront plans and studies. Most notable were the 2007 Renaissance Area Master Plan and the 2012 Environmental Assessment that was completed to support the construction of Schultz Park. The studies provided a sense of progress regarding Paducah's riverfront redevelopment efforts over the past decade. Most importantly, these plans illustrated the importance the rivers have been to the heritage of Paducah. Each plan emphasized interest in using the riverfront as a catalyst for redeveloping downtown Paducah and the Lowertown Neighborhood to the Convention Center.





Lower Town Neighborhood Plan

City of Paducah Department of Planning

2002



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CHOICES2025

Chapter Two



REGULATORY ANALYSIS

In addition to the Ohio and Tennessee Rivers, the Paducah floodwall is the city's defining land element, running parallel to the river for the entire study area. The former Executive Inn was located on the river side of the floodwall, and was seriously damaged by flooding in the past decade. Under current regulatory conditions, the park design must allow the river to flood. Therefore, the floodwall represents a design challenge for the park and the redevelopment around the riverfront park for the Lowertown Neighborhood and Downtown Paducah. It is our understanding that any trees or building foundations cannot be located any closer than 30 feet from the base of the floodwall.

The floodwall provides protection to the City from flooding of the Ohio and Tennessee Rivers. Most of the construction of the park will be on the river side of the floodwall. There will be a number of regulatory requirements to satisfy, and the City will need to coordinate closely with regulatory agencies on the design and construction of the park. The regulatory agencies and issues include but may not be limited to the following:

US Army Corps of Engineers (flooding and navigation requirements)

US Federal Emergency Management Agency (flood protection)

US Environmental Protection Agency (water quality protection)

US Department of Interior (fish and wildlife protection and potentially historic preservation protection)

Kentucky Department for Environmental Protection (water quality and storm water management)

Kentucky Transportation Cabinet (street configuration impacts to state highways)

Local issues of concern will exist as well, but those will be managed by the City of Paducah and its agencies.

As conceived in this Master Plan, the park between and Convention Center and Schultz Park should be able to meet regulatory requirements of these agencies, because there will be no change in elevation of the area impacting flooding and no change in terms of water quality or major storm water flows, minimal impact to historical resources, and no major increase in traffic to the state highways that serve the Lowertown and Downtown areas of Paducah.

UNDERSTANDING THE PLACE

Socio-economic connectivity to Lowertown Arts District and Downtown Paducah, which will encourage and support private development in the area, is one of the goals of the Riverfront Small Area Plan. Private development could evolve several ways between the convention center and downtown that would support both the hospitality area around the convention center and the retail/restaurants at the heart of downtown.

HOTEL DEVELOPMENT

Paducah has pending a 120 room hotel development that would be located near the Convention Center on land secured by the City, with hotel parking on the river side of the floodwall. Based on recent hospitality and hotel surveys, Paducah may have an additional 100-120 room capacity for a second hotel. It is possible that an additional hotel could be located on the currently vacant property of a former nursing home facility (Paducah - A Care & Rehabilitation Center) east of the pending new hotel development. This would bring an additional 220-240 rooms into the Paducah downtown market.

RESIDENTIAL DEVELOPMENT

Paducah has a small number of condominiums and other market rate apartments that have entered the downtown market in the past decade. There are a limited number of these units, and they remain less affordable for most young professionals. Therefore, it may be possible to create a residential development with a variety of price points on the real estate along 3rd St. and / or 2nd St. near the floodwall within the Lowertown Neighborhood but within easy walking distance of the amenities offered by Downtown Paducah.

MIXED-USE DEVELOPMENT

A mix of uses could enhance the residential development with retail/restaurant opportunities on the ground floor and residential units in the upper floors. The intent would be to provide a more vibrant and walkable connection between the Convention Center and hotel area and the main Downtown that straddles Broadway.





Source: Checkernewsletter

INVESTIGATION

INFRASTRUCTURE

Paducah's riverfront has a street grid system that moves out from the top of the riverbank through the floodwall into the Lowertown and Downtown areas. Today, the street grid has a number of one-way streets that move traffic extremely efficiently, but present challenges and delays for pedestrians crossing streets. The city has a number of large storm water pipes that move between the "dry side" or city side of the floodwall and the "wet side" or river side of the floodwall. These storm pipes drain the Lowertown and Downtown areas of storm water and also keep flood waters from backing up into the city during flood events through the use of floodwall pump stations.

Finally, the City has developed a long-term greenway trail along the Ohio River at the top of the river bank. The trail is currently waiting to be extended past the Convention Center into the focus area of this Riverfront Small Area Master Plan then on to Schultz Park and beyond.



UNDERSTANDING FLOOD CONDITIONS: 2011

In 2011, Hurricane Irene came inland and brought very high amounts of precipitation to the Ohio and Tennessee River basins, causing severe flooding. These photographs show the focus area of the Small Area Master Plan during this time, demonstrating that the City must plan for park improvements that can sustain serious flooding events without significant damage. Furthermore, these flooding events limit the type of park improvements that can be placed in this area, because any improvements must allow for the flow of flood waters without causing additional flooding impact on other areas adjacent to the river.















INVESTIGATION

















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COLLABORATION

INTRODUCTION: THE CHARRETTE PROCESS

The Design Charrette is an intensive workshop that provides an opportunity for immediate design suggestions and feedback of design concepts in near real time with local participants. Charrettes are used often to move , design thinking along quickly and efficiently.

The design team from RATIO first visited the study area to understand the physical constraints and opportunities of the space and its relationship to other areas, such as the Convention Center, Lowertown Arts District, and Downtown. The team then spent much of the first day interviewing key stakeholders who represented the community and who had been involved with riverfront redevelopment efforts for Paducah.

While the stakeholder interviews were on-going, the design team developed precedent images from similar projects that illustrated the programming and activities that were being expressed during the stakeholder interviews. The team then worked to marry design scenarios with the needs and aspirations emphasized during the stakeholder interviews.

After an intensive design process, RATIO's team finished three design concepts for the park. These concepts were presented to stakeholders and City representatives the following morning. These photos illustrate various components of the Charette process that occurred in Paducah during November 7-8, 2014.





COLLABORATION



















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STAKEHOLDER INTERVIEW SUMMARY

During the stakeholder interviews, the design team kept in mind a number of outcomes that were sought for the Riverfront Small Area Master Plan. It was important to try to understand and then determine appropriate land uses, features, activity densities, and relative locations of these activities within the focus area. What were the existing physical constraints of the space with the flood wall, and how did flood regulations impact potential uses of the land in the focus area? Transportation needs was an important aspect to understand. With the new greenway trail plan to be extended along the riverbank, how should it be incorporated into this new park area and Schultz Park? With the existing flood control pump station and pipes in place under portions of the park, how would storm water management and park improvements be handled without impacting the flood control management system? How should the park be integrated with the Convention Center and the new Schultz Park, and how to connect it to Downtown Paducah and Lowertown neighborhood? What tracts of land not currently owned by the City should the City possibly acquire to support further redevelopment between the Convention Center and Downtown Paducah?

During the interviews, there were several words and thoughts that multiple stakeholders mentioned, which began to frame some of the design thinking of the team:

CONNECTED

Complete street via Second Street and Water Street that would seamlessly blend in with the planned extension of the greenway trail and accomodate pedestrians, bicyclers, and vehicles. Linkage to the Lowertown Arts District was important for the park, as well as extending that linkage to the Paducah Arts & Design School a number of blocks in from the river. Provide a transition space for convention particpants with their hotel, the convention center, the riverfront, and Downtown Paducah. Finally, there was an emotional connection between the people of Paducah and the Ohio and Tennessee Rivers.

ENGAGING

Folks wanted the space to be a "great place to be". They commented on the space being a gathering place on the river and for the arts. Millennial-friendly space, welcoming all types and ages of families. A real family friendly place to be and enjoy the river with children and friends. Recreational place for health and well-being.

Finally, it was important that the park space be a place for special events such as:

- City of Crafts & Folk Art
- Annual Quilt Show
- River Tin Classic Car Show
- Corvette Car Show
- -BBQ on the River
- -Octoberfest
- -River's Edge International Film Festival
- -New "Gear-Fest"

AUTHENTIC

Perhaps more than anything, the stakeholders wanted the space to be uniquely Paducah. It should embrace the City's river heritage, arts, and recreation. It was important that the space could be flexible for a variety of uses that represent the diversity of interests and activities of Paducah's residents, businesses, and visitors.

ITERATIVE

The park Riverfront Small Area Master Plan should be "do-able". It must be reasonably achievable for the City of Paducah and the space in which the park will be located. The park project, while master planned, should have a reasonable and logical phase or two, so that portions of the master plan could be potentially completed as resources are available. It should become a place that ages well and can represent Paducah for a number of generations.

CATALYTIC

The park should be a great place for public gatherings and activities. It should be a place that expands the brand and image of Paducah as a "City of Crafts and Folk Art". It should catalyze private investment on the "dry side of the wall" and support investment in new hotel development near the convention center, new housing development and other potential mixed-use development between the hotels and Downtown Paducah.

STRATEGIC

The park and its environs should enhance the larger Paducah economic development goals and become a defining element in the future of Paducah's Riverfront development story.

PRECEDENT IMAGES

The following precedent images represent different uses that were discussed for the focus area of the park during stakeholder interviews. These images illustrate the great variety of uses that could potentially be accommodated along the riverfront between the convention center, the floodwall, Schultz Park, and the River. The images focus on activities that could be enjoyed relatively inexpensively with minimal formal park management necessary, and that would allow people to use the space "naturally."















COLLABORATION



















CONCEPT 1:

This concept incorporates a Great Lawn feature for formal and informal play and events. It provides a performance pavilion at one end of the Great Lawn. Opposite the Great Lawn is a simple water feature and a children's playground. The greenway trail is shown following the top of the river bank from the Convention Center to Schultz Park. Vehicular traffic is accommodated from Water Street with a roundabout at Second Street and an intersection with Harrison Street. Parking is provided along the edge of the travel lanes through the length of the park.





CONCEPT 2:

Creating a focal point at the end of Harrison Street and Second Street with an obelisk would draw pedestrians, bicyclers, and vehicles through the floodwall to enjoy the park. It would also be a landmark that would be easily visible from each side of the floodwall. A Great Lawn is also featured with a performance pavilion. A play field is shown between Harrison St. and Second St., bound by the floodwall. More formal adult play space is shown along the floodwall with "pop-up" kiosks for events and farmer's market activities. Big swings are shown along the greenway trial which remains along the riverbank.





CONCEPT 3:

The last concept reflects a design effort to directly connect people to the river, somewhat like areas of Schultz Park. Unlike the previous concepts, traffic does not flow from one end of the park to the other, but it is re-routed back into the street grid at Harrison and Second Streets. Significant walkways make direct connections to the river from the top of the riverbank while intersecting with the future greenway trail at the top of the riverbank. This concept maximizes the Great Lawn feature, easily allowing enough space for formal and informal gatherings to occur at the same time. Also, formal kiosk and booths are set-up in a defined space along Harrision Street and the floodwall.





DOT VOTING EXERCISE:

After the RATIO design team presented their findings from the stakeholder interviews, the precedent images, and the three design concepts, it was time for the Charette presentation participants to review up close and decide what they liked about the three concepts. Each participant was given four dots to place on park features that they liked, and that they thought were key elements for the future park. This dot voting exercise allowed individuals to provide the design team with direct feedback.

While there were features that individuals liked from all three design concepts, it was clear that the Great Lawn with a performance venue and a drive-through street linking Water Street and Second Street through Harrison Street to the Convention Center was preferred, along with keeping the on-street parking. The children's play area, the obelisk focal point at the end of Harrison, and connectivity through the flood wall with the street grid were definitely consensus features identified through the dot voting exercise.

CONCEPT 1:









CONCEPT 2:



CONCEPT 3:



"The team elected to meld all of the concepts together to arrive at the direction which eventually shaped what became the final recommended concept,"PADUCAH COMMONS."

-John Jackson, RATIO

STREET RECONFIGURATION SKETCHES:

One of the challenges for the design team was to review the status of the street grid regarding one-way streets. Currently, there are several one-way streets that provide efficient vehicular traffic flow, but disconnect the area from the Lowertown Neighborhood and Downtown Paducah. The following traffic street reconfiguration concepts were developed to illustrate how reconfiuration not only makes for a more pedestrian friendly street, but how it would also potentially add more real estate in Lowertown for redevelopment purposes.

CONCEPT 1: 4th Street as a two-way street -- creates some additional land for redevelopment

CONCEPT 2: Return the street grid but keep 3rd and 4th Streets one-way -- this creates the most land for redevelopment

CONCEPT 3: 3rd Street as a two-way street -- this creates some additional land for redevelopment

It was recognized that the long-term preference may be to return the streets to their historical grid pattern with two-way streets. 3rd and 4th Streets are US-60 Business, controlled by the Kentucky Transportation Cabinet (KTC). The KTC has not been receptive to returning paired one-way streets back into two-way streets. Therefore, it was also acknowledged that it was unlikely that 3rd and 4th Streets would change anytime soon back into two-way streets.

CONCEPT 1:



Concept 1: 4th Street as two-way

CONCEPT 2:



Concept 2: Return of street grid

CONCEPT 3:



Concept 3: 3rd Street as two-way

PLAN REFINEMENT

WORKSHOP

On March 11-13, 2015, Paducah, Kentucky leadership gathered at RATIO's Indianapolis studio to conduct a workshop designed to establish the general design direction, goals, phasing and budget for a new park on the riverfront - tentatively called "Paducah Commons". The workshop included visits to Georgia Street, White River State Park and a new housing development near the Children's Museum in Indianapolis to gain inspiration and learn about current best practices in urban design. The workshop was a follow-up meeting to an initial charrette led by RATIO on November 7, 2014 in Paducah. In addition to Phase 1 (costing an estimated \$4.1 million) and the Complete Park Project (costing an estimated \$9.1 million) which are illustrated in the forthcoming text the team discussed a very basic scenario that would include only the most basic of access improvements and the establishment of lawns. RATIO estimated that initial, basic clean up and access improvements would most likely cost \$2.5 million. The basic scenario is not depicted in the document, as the group elected to defer to the PRDA for further consideration.

Paducah participants included:

Jeff Pederson - City Manager Bruce Brockenborough, Chair, Paducah Riverfront Development Authority Steve Doolittle - Executive Director, Paducah Riverfront Development Authority Rick Murphy - City Engineer Alan Rhodes, Jr - City Commissioner Mark Thompson - Director, Paducah Parks and Recreation



















PADUCAH COMMONS: PHASE 1



PADUCAH COMMONS: COMPLETE PARK PROJECT



RIVERSIDE DRIVE: AT SCHULTZ PARK



RIVERSIDE DRIVE: AT RIVERS EDGE



HARRISON STREET EXTENSION: NORMAL FUNCTION



HARRISON STREET EXTENSION: MARKET FUNCTION

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<	Park	Walk	Parking (Integrally	Two Way Drive Colored Concrete and U	Parking nit Paver Intays)	Plaza	Park	
							0' 5'	10' 15'

Total Project, Magnitude of Probable Cost					\$	9,119,272	
	ατγ	Units	Unit (Cost		Subtotal	
Clear and Prep Site	278362	Ч	⇔	1.00	÷	278,362	
Riverside Drive					÷	543,024	
Vehicular Paving Section	17346	SF	\$	18			Change to decorative concrete
	4161 5753 3406 4026						
Parking Paving Section	12822	SF	ф	18			Change to decorative concrete
	5800 3511 3511						
East West Drive	12317	Ŗ	÷	18	¢	221,706	Change to decorative concrete
Vehicular Paving Section Parking Paving Section							
Asphalt Pavement	16712	SF	φ	Q	ŝ	100,272	
Curbs	2000	ц	\$	21	÷	42,000	Assume reduction of curbs on river side
Trail	25000	Ч	φ		¢		\$60 sy / trail funds are coming from Paducah Greenway Phase 4
Concrete Pavement	24337	Ч	φ	Q	φ	146,022	"Standard" concrete not decorative
Plaza	13094	Ч	÷	40	\$	523,760	Rock interactive water feature
Lawns	103323	ß	φ	£	÷	516,615	Assume includes topsoil, irrigation and subdrainage system
North South	55860 47463						
Civic Gardens	39644	Ч	\$	30	φ	1,189,320	Changed from 50 per SF
Piers	1000	SF		60	÷	60,000	Assume one pier of 1000 SF
	250 250 250						
Childrens Nature Play Space	5000	Ŗ	⇔	50	\$	250,000	
Landscape Areas	9975	SF	ф	20	\$	199,500	Assume includes topsoil and irrigation
Roundabout Tree Lawn Center	2042 1600 6333						
Trees	80	EA		850	\$	68,000	Changed from 100
Riverbank Stablization	-	Allow	\$	000'000'	\$	1,000,000	Assumes a planted condition
Site Furnishings Allowance	-	Allow	φ	100,000	÷	100,000	
Earthwork Allowance	-	Allow	÷	200,000	ф	200,000	Assume includes erosion control
Utilities Allowance	-	Allow	φ	100,000	\$	100,000	
Lighting	52	EA		\$5,000	ୢୄୢୄ	260,000	Assume includes pole, fixture, wire and base
					Ś	5,798,581	
	Design Conti Construction	ngency Conting Cost W	ency th Cont	indencies	20% \$ 15% \$ \$	1,159,716 869,787 7 828 084	
	Geotechnica Survey	Investig	jation	5	• • •	8,000 7,500	
	AE Fees Contractor's General Con	Fee ditions			10% \$ 7% \$ 5% \$	579,858 405,901 289,929	
	Soft Costs To	otal Cooto	ond C.	tt Cooto Tot	ۍ دی -	1,291,188	

382624 SF 9 Acres 23.83 Cost per SF 1,038,187.61 Cost per Acre

PADUCAH COMMONS: OPINION OF PROBABLE COST OF COMPLETE PARK PROJECT

PADUCAH Commons

PADUCAH Commons Dpinion of Probable Cost	PH01				03.10	.15	
otal Project, Magnitude of Probable Cost					ଡ	4,710,125	
	ατγ	Units	Unit Co	st		Subtotal	
Clear and Prep Site	278362	SF	÷	1.00	φ	278,362	
Riverside Drive					φ	543,024	
Vehicular Paving Section	17346	SF	⇔	18			Change to decorative concrete
	4161 5753 3406 4026						
Parking Paving Section	12822	SF	÷	18			Change to decorative concrete
	5800 3511 3511						
East West Drive	12317	SF	¢	18	φ	221,706	Change to decorative concrete
Vehicular Paving Section Parking Paving Section							
Asphalt Pavement	24000	SF	÷	9	⇔	144,000	
Curbs	2000	٤	φ	21	φ	42,000	Assume reduction of curbs on river side
Trail	25000	SF	÷		÷		\$60 sy / trail funds are coming from Paducah Greenway Phase 4
Concrete Pavement	13000	SF	÷	9	÷	78,000	"Standard" concrete not decorative. Assuem walks adjacent to the lawns
Plaza	0	SF	÷	40	÷		Rock interactive water feature
Lawns	103323	SF	÷	ى س	\$	516,615	Assume indudes topsoll, irrigation and subdrainage system
North South	55860 47463						
Civic Gardens	28800	SF	φ	2	φ	144,000	Changed from 50 per SF, simple lawn in Phase 01
Piers	1000	SF		0	\$		Assume one pier of 1000 SF. No pier in Phase 01
	250 250 250						
Childrens Nature Play Space	5000	SF	<mark>&</mark>	20	÷	250,000	Phase 02
Landscape Areas	9975	SF	÷	20	\$	199,500	Assume includes topsoil and irrigation
Roundabout Tree Lawn Center	2042 1600 6333						
Irees	80	EA		850	÷	68,000	Changed from 100
Riverbank Stablization	0	Allow	\$ 1,00	000'00	φ		Assumes a planted condition, Phase 02
Site Furnishings Allowance	-	Allow	ф	75,000	÷	75,000	
Earthwork Allowance	-	Allow	\$	000'00	÷	200,000	Assume includes erosion control
Utilities Allowance	-	Allow	\$ 10	000'00	÷	100,000	
Lighting	20	EA		<mark>6,500</mark>	÷	130,000	Assume indudes pole, fixture, wire and base, 20 in Phase 01 rest in Phase
					\$	2,990,207	
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	Contractor's F General Cond Soft Costs Tol	ee itions al			5 % \$	209,314 149,510 673,346	

PADUCAH COMMONS: OPINION OF PROBABLE COST OF PHASE ONE OF PARK PROJECT

12.31 Cost per SF 536,226.28 Cost per Acre 382624 SF 9 Acres

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4,710,125

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Construction Costs and Soft Costs Total

Phase 02



RATIO®

Architecture Preservation Interior Design Landscape Architecture Urban Design + Planning Graphic Design

Indianapolis, Indiana Champaign, Illinois Raleigh, North Carolina Chicago, Illinois

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