

OWENSBORO, KY
FEBRUARY 2009

DOWNTOWN OWENSBORO



DOWNTOWN OWENSBORO

PLACEMAKING INITIATIVE

MASTER PLAN & REPORT

GATEWAY PLANNING GROUP, INC.
GREATER OWENSBORO ECONOMIC DEVELOPMENT CORPORATION



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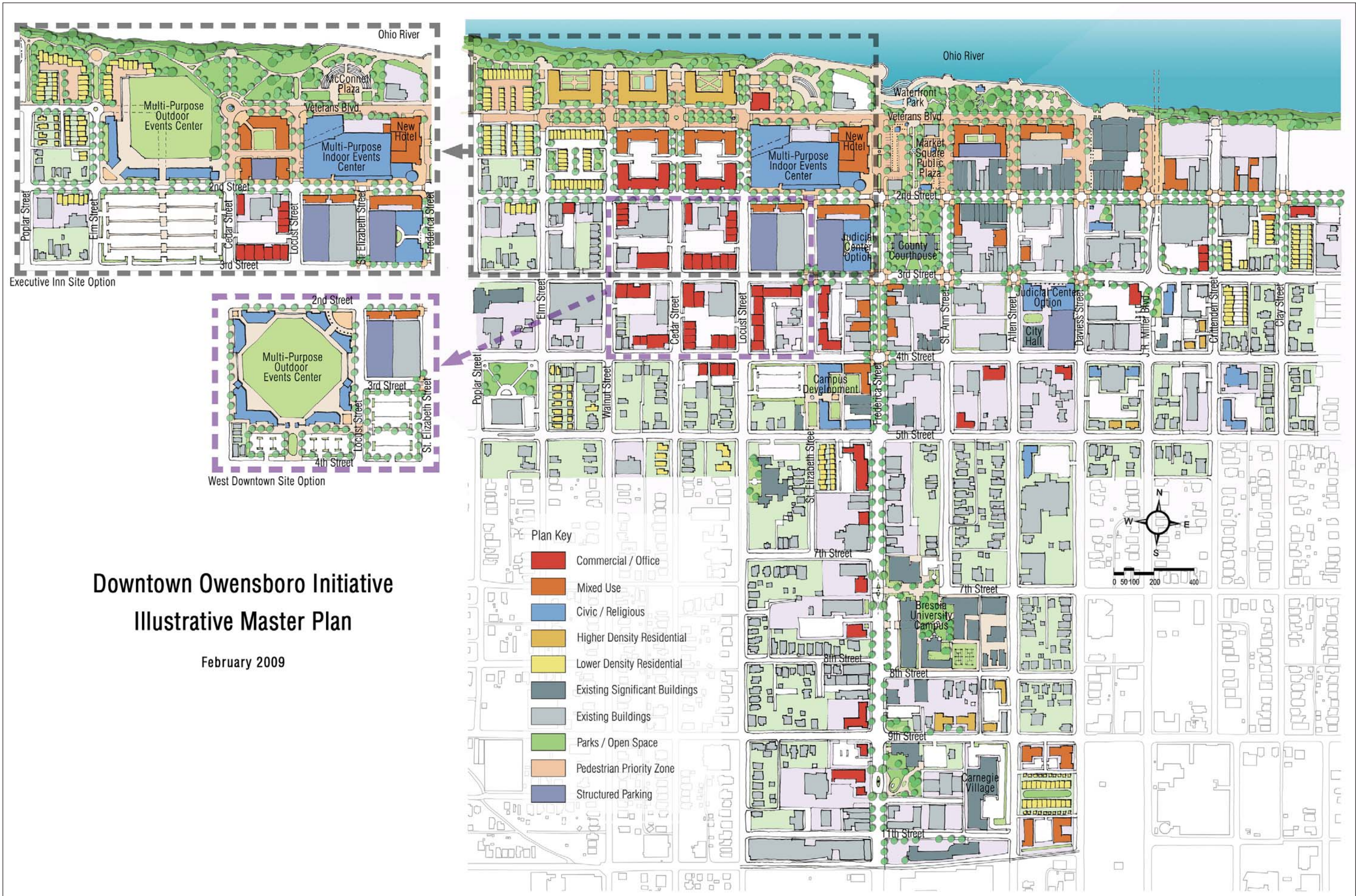
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Downtown Owensboro Initiative Illustrative Master Plan

February 2009



Executive Summary

The “We the People” community event held in November 2007 was a rallying cry for the Owensboro community to take control of the destiny of downtown. The Downtown Owensboro Initiative was a direct result of this rallying cry. This initiative generated a market-based Illustrative Master Plan (see image on the left page) and a comprehensive package of catalyst projects intended to jump-start downtown revitalization. The initial package of catalyst projects includes the following:

1. **Multi-Purpose Indoor Events Center:** This will be a major flexible meeting facility and will have high ceilings that can accommodate indoor sporting events and a footprint of 60,000 square feet. It will be located next to the new hotel and Market Square Public Plaza. Users of this facility will have direct access to the new Waterfront Park, Veterans Blvd., and 2nd Street.
2. **New Downtown Hotel:** A new 225-room downtown hotel with integrated parking is envisioned at the intersection of Frederica Street and Veterans Blvd. Its location will take advantage of river views, access to the adjoining Indoor Events Center, and the new Market Square Public Plaza. It will reinforce the activities on the Plaza with retail and restaurant uses on the ground floor.
3. **Transform Veterans Boulevard:** Veterans Boulevard will be reinvented to be a pedestrian priority street with specialty paving, flat curbs, on-street parking, and streetscape amenities. Infill buildings on Veterans Blvd. will be three to four story mixed use buildings with active retail and restaurant uses on the ground floor and residential uses above. Veterans Blvd. will be a linear plaza connecting the RiverPark Center to the new hotel and Indoor Events Center.
4. **Market Square Public Plaza:** A new public plaza that will connect 2nd Street to the Veterans Blvd., and the new Waterfront Park is envisioned. In addition to being the new center of community life in Owensboro, this new plaza could also house the Farmers’ Market. The market

stalls, café seating, retail sales kiosks will activate this space. In addition, the new hotel and the new Indoor Events Center will have direct access to this plaza. This plaza will be the city’s “Grand Gesture” to the river and will truly connect the city to its roots.

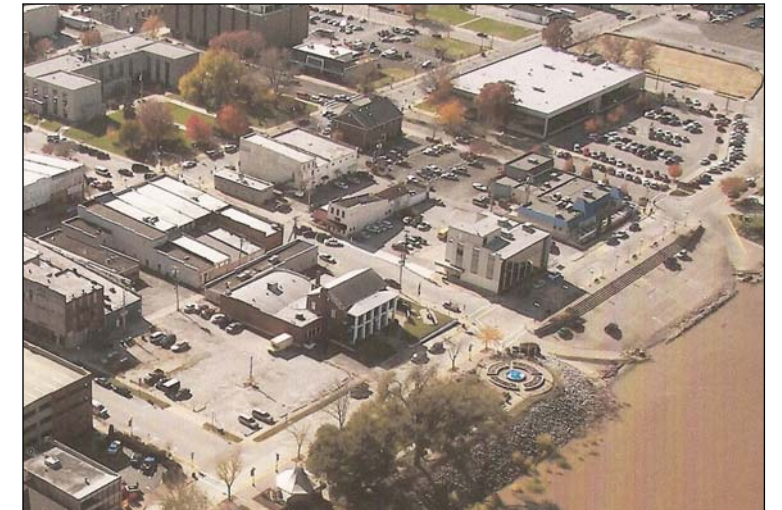
5. **Reinvent 2nd Street:** 2nd Street will be converted to a vibrant, pedestrian friendly, two-way, main street. With curb extensions, renovated historic buildings, and active ground floor uses, this street will once again become the true heart of downtown.
6. **Smothers Park:** The improvements to the Waterfront Park, as envisioned in the Riverfront Master Plan, will be completed and this park will be a destination park for residents and visitors alike. Together with the metamorphosis of Veterans Blvd., this park will be the cornerstone of a revitalized Downtown Owensboro.
7. **East Downtown Cultural Arts District:** Existing historic buildings along East 2nd Street will be the focus of new adaptive reuse for arts and cultural uses. This area will be the ideal location for a new Arts Academy, a partnership of local arts groups and educational institutions. A vibrant local arts scene will be complemented by residential lofts, studios, apartments, and townhomes transitioning to adjoining neighborhoods.
8. **Transform Frederica Street:** Frederica Street is envisioned to be a true multi-modal boulevard and gateway into downtown. With a possible future streetcar connecting all the major destinations along Frederica, the street will be truly transformed into Owensboro’s “Champs-Elysees.”

In addition to a building-level Illustrative Master Plan, recommendations on implementation tools including financial tools and changes to the regulatory framework are included in this report. Some of the key recommendations include:

- Focus new development, redevelopment, and public investment on the areas that build on existing destinations –

the Ohio River, Waterfront Park, 2nd Street historic core, and the RiverPark Center.

- Given existing market conditions and focus of first phase of priorities within the Downtown Core around Veterans Blvd. and 2nd Street, different development options are proposed for West Downtown. These options are intended to provide the community more flexibility in considering redevelopment options for the Executive Inn site and the surrounding areas.
- New civic destinations should focus on linking the cultural arts and educational institutions within the community.
- Street improvements should focus on linking existing and new destinations within downtown (along 2nd Street) and outside downtown (along Frederica Street).
- Humanize downtown streets by balancing mobility with placemaking goals. Specifically, reroute truck traffic away from 2nd Street and convert 2nd Street back to two-way traffic.
- Appropriate financial tools are evaluated to implement the recommended package of catalyst projects.
- Downtown Owensboro should be viewed as a series of urban neighborhoods, each with its own character and development focus. Downtown’s regulatory framework needs to be revised including the expansion of the downtown overlay districts in order to achieve this vision for downtown.
- For successful plan implementation, Downtown Owensboro’s management structure should address specific areas of functional responsibility identified in Section 8.
- A series of immediate and intermediate tasks have been identified to jump start the catalyst projects and other recommendations in the plan.



View of existing development along Smothers Park and the Ohio River along Veterans Blvd.



View of a transformed Downtown Owensboro as envisioned in this initiative with the new Waterfront Park improvements, Market Square Public Plaza, and mixed use infill development along Veterans Blvd.

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The Downtown Owensboro Initiative design team would like to take this opportunity to acknowledge the efforts of several hundred participants in the various community events held throughout the year.

2009 Owensboro City Commission

Ron Payne, Mayor
Charlie Castlen, Mayor Pro-Tem
John Kazlauskas, Commissioner
Candance Brake, Commissioner
David Johnson, Commissioner

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Al Mattingly, Jr., Mayor Pro-Tem
Candance Brake, Commissioner
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Mike Wallace – MediaWorks
Gene Clemens – Trisons - Trophy House
Shannon Meyer – Commonwealth of Kentucky
Rodney Berry – Public Life Foundation of Kentucky
Phil Clark – Financial Freedom Partners

Other Participants

We The People, ROOT Group
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Owensboro-Daviess County Convention and Visitor's Bureau
Owensboro Historic Preservation Board
Chamber of Young Professionals
City of Owensboro Public Works Department
City of Owensboro Parks Department
City of Owensboro Operations Department
Green River Area Development District
Kentucky Transportation Cabinet
City of Owensboro Fire & Police Departments
Brescia University
Kentucky Wesleyan College
Owensboro Community and Technical College
Daviess County Property Valuation Administrator
City of Owensboro Finance Department
EDSA
Owensboro Public Schools
RiverPark Center
Owensboro-Daviess County Arts Organizations

Plan Sponsors

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Greater Owensboro Economic Development Corporation
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We the People
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SECTION 1: INTRODUCTION



Section 1: Introduction

- 1.1 Call to Action
- 1.2 Purpose of the Initiative
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1.1 Call to Action

While development has occurred in the suburban fringe, Downtown Owensboro has seen a decline over the past 30 years similar to other cities in the United States. Over the last two years, however, Downtown Owensboro has increasingly become the focus of community dialogue. After years of neglect, citizens are demanding action to implement a downtown redevelopment strategy.

While the Ohio River, waterfront recreational opportunities, RiverPark Center, and government services have been draws into Downtown Owensboro, there has been a lack of cohesive efforts in revitalizing downtown. The last plan for Downtown (Downtown Owensboro Action Plan) was adopted in 1986. While the focus of the plan was the feasibility of locating the Community College downtown, there were other recommendations made to revitalize downtown as a center for arts, cultural, business, and government activities.

New impetus for this downtown initiative came in 2007 with the recommendations for downtown development by the Downtown Development Corporation of Owensboro, Inc. (DDC) and the overwhelming support for a downtown agenda as the outcome of the "We the People" event held in November 2007 (see Section 2 for more details on this community event).

1.2 Purpose of the Initiative

With changing economic and demographic trends, successful downtown revitalization as the community's center of public life and as a true urban neighborhood are both critical. In the new economy, the key to success is to attract a talented and diverse labor force. There is growing realization that people want to live in places with destinations, public and civic spaces, vibrant social life, recreational opportunities, public safety, and a reasonable commute.

Placemaking is a key element of future economic development, specifically downtown revitalization. A vibrant

and attractive physical context creates the environment for bringing in new spending, leveraging existing visitors, and retaining as much local demand as possible.

Based on the above impetus and principles, this Downtown Owensboro Placemaking Initiative is intended to provide a comprehensive blueprint for the physical and fiscal development of Owensboro's downtown over the next 20 years. In addition to providing a blueprint to guide development, this initiative provides the community a set of comprehensive implementation tools to realize the vision for downtown.

1.3 Regional Context & History

Owensboro, Kentucky is the third largest city in Kentucky and is known for Bluegrass Music, Barbecue, and Nascar. Owensboro is also the seat of Daviess County. It was laid out in 1816 and named for Colonel Abraham Owen. Located on the banks of the Ohio River, the area was known as Yellow Banks by 1776 with settlers arriving by 1798. The Yellow Banks post office opened in 1806, became Owensborough in 1817, and Owensboro in 1893. Its population in 2006 was estimated at 55,525 and its metropolitan population was 111,599.

Early History

- 1800: First settler, Bill Smothers (or Smeathers)
- 1810: First store built
- 1815: Population reaches 100; Daviess County formed by the Kentucky General Assembly
- 1816: Community became the county seat and was named Rossboro
- 1817: Rossboro incorporated and renamed Owensborough

Gridiron Pattern Used for Rossboro

The original Town Plat oriented the streets in north-south and east-west directions. Rossboro contained 74 acres and remains the center of Downtown Owensboro. Frederica

Street was the main street and the terminus of a buffalo trail. It was allotted an 80-foot right-of-way. Its gridiron pattern was to be the norm for city expansion until about 50 years ago, when curvilinear subdivision layout became more popular.

Civil War and New Industry

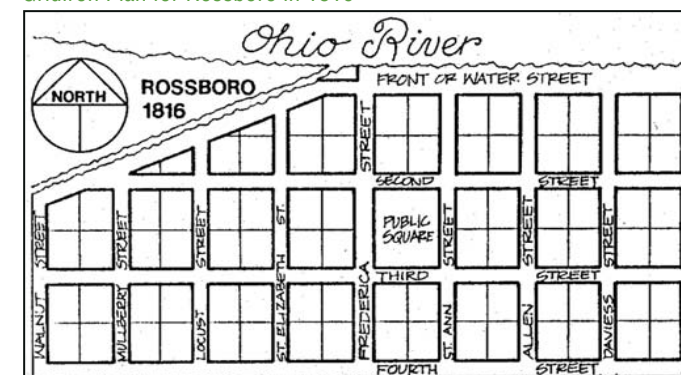
The Civil War halted the rapid growth experienced in the 1850s, as residents moved to more secure surroundings and men joined the two armed camps.

- First Mayor, Mr. E. S. Ayers, elected in 1866.
- Owensboro was well known for its three large buggy plants, two Wagon Factories.
- Whiskey distilling and tobacco became popular after the turn of the 20th Century.
- The Kentucky Lamp Factory, later absorbed by General Electric, became the catalyst for the city to grow in housing and services in the 1920s and 1930s.

Population Growth

The 1950s were a time of rapid growth in Owensboro, Daviess County, as for the nation. The post-war period saw the "baby boom," expanding suburban areas, and rapid creation of jobs. During the 1950s Owensboro-Daviess County's population grew at an average annual rate of 2.5 percent, slightly faster than United States population growth, but much faster than Kentucky's.

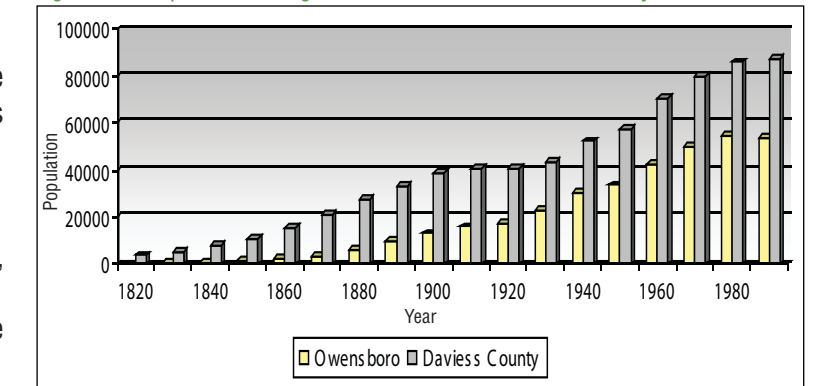
Gridiron Plan for Rossboro in 1816



Source: Owensboro Metropolitan Planning Commission

Since 1960, Owensboro-Daviess County's average annual population growth has slowed to less than one percent, even though local births have significantly exceeded deaths. Out-migration of the population has contributed to the slow growth.

Figure 1-1: Population Change in Owensboro and Daviess County: 1820 - 2000

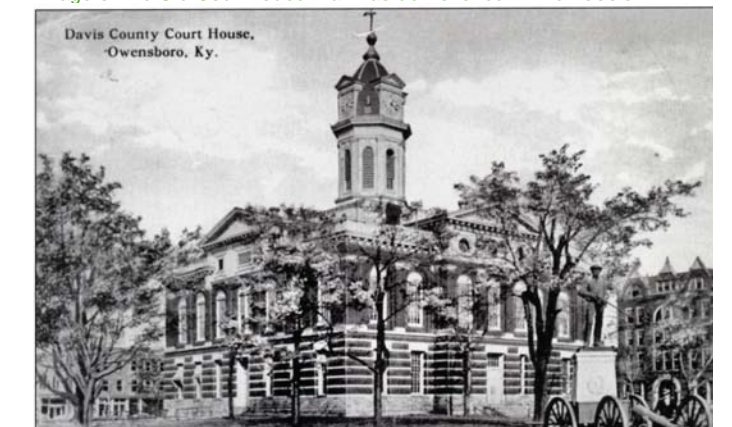


Source: Owensboro Metropolitan Planning Commission

Local Economy

Historically, Owensboro's economy was based on manufacturing. With the number of manufacturing jobs declining over the 30-year period from 1960-1990, the economy has slowly become a more service based economy similar to the rest of the US. However, since 1990, manufacturing jobs have recovered and stabilized at their 1975 number. Between 1960 and 2000, the number of non-manufacturing jobs -- especially those in service industries, retail and wholesale -- has increased dramatically (See Table 1-1).

Image of the Old Courthouse that was demolished in the 1960's



Source: KY Historical Society, Ohio River Portrait Project



1.4 Previous Relevant Studies

There have been several studies that have focused on downtown over the last 50 years. This section highlights some of the major studies and their recommendations including the 1986 Downtown Action Plan, the 2001 Riverfront Master Plan and 2001 Economic Feasibility & Impact of Riverfront Development. In addition, this section will highlight the more recent efforts including the 2001 Parking Garage study, 2006 Market and Financial Feasibility Analysis for the Proposed Baseball Stadium, and the 2007 Downtown Development Recommendations (DDC Report). For a complete list of relevant plans and their recommendations, please see Appendix A: Summaries of Downtown Owensboro Studies 1949 – 2001.

Downtown Action Plan – 1986

The 1986 Downtown Action Plan (by Zuchelli, Hunter, & Assoc. ZHA) was originally intended to study the feasibility and benefits of establishing a Downtown Campus for the Owensboro Community College. Despite the recommendations in the plan, the new Community College campus was established outside of the downtown plan area. In addition to the location of a downtown campus, this plan made several recommendations for downtown development.

This plan focused on modest, short-term improvements and action items to enhance downtown’s role as a governmental, business, and cultural center of Owensboro. In addition to a comprehensive analysis of the existing conditions and development opportunities, this effort evaluated the market

potential for various land uses (retail, office, and senior housing) in downtown. Importantly, this plan established a framework plan that organized downtown into four distinct areas or districts.

The Riverfront area was seen as having the most potential for a variety of commercial and civic/festive events due to its unparalleled location on the banks of the Ohio. The plan recommended a concentrated public/private effort to reshape Smothers Park into becoming an integral part of the downtown fabric and a showpiece anchoring development at the northern edge of downtown.

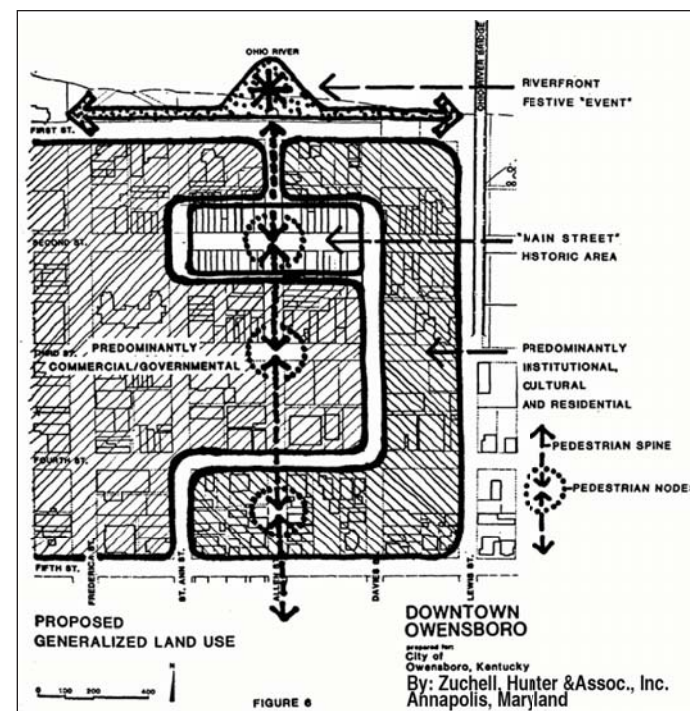


Figure 1-2: Downtown Owensboro Development Recommendations - 1986

The Main Street (2nd Street) Historic area was identified as an endangered resource that needed immediate action to preserve the remaining historic resources. The plan recommends devoting special attention to historic structures between St Ann Street and Daviess Street while establishing “infill” standards that maintain the scale and character of the streetfront façade with special attention to materials, windows openings, building height, cornice treatment and storefront design.

The 1986 Plan identified the East Side of downtown predominantly for institutional, cultural, and residential uses. In addition, this plan identified the West Side of downtown to be developed for high intensity office and governmental uses. The Allen Street Spine was seen as the primary pedestrian corridor in the 1986 Plan. This plan envisioned Allen Street to be redesigned with ample sidewalks, intersection treatments, and active storefronts to become downtown’s primary link to the riverfront.

To date, several successful projects can be attributed to this Action Plan. Of the many accomplishments of the plan, the most important are:

- Retention and expansion of downtown as a cultural and entertainment center with the construction of the RiverPark Center and location of various museums in downtown
- Waterfront Park plan for the improvement of Smothers Park to a destination park on the Ohio River
- Renovation and adaptive reuse of several historic structures on Second Street
- Construction of new public and private office space in downtown
- Incentives for downtown redevelopment

The Pierce Report 1990 (CitiStates Group)

In 1990, Neil Pierce, a nationally renowned journalist and urbanist, and his associates were commissioned by the Messenger-Inquirer to develop a CitiStates Report for Owensboro. CitiStates Reports are intended to facilitate community dialogue on issues facing the city and region. They are developed by the CitiStates team based on interviews of a broad range of community leaders and citizen groups.

The CitiStates team then reports on their findings from the community, drawing on their national experience, a series of articles or a special pull-out section for the newspaper. The reports are intended to stimulate dialogue about the region’s major problems and opportunities.

The CitiStates Report for Owensboro developed in 1990 identified a successful downtown as an imperative for the success of the city and region as a whole. Specifically, the Pierce Report states:

“Owensboro must pledge itself to an intensive campaign to recreate a downtown with character and attractiveness, a true meeting place for the region’s people and visitors from afar. Developing a fully accessible, lively waterfront must be a top priority.” (CitiStates Report on Owensboro, 1990)

The Pierce Report urged the community to consider the waterfront and its development as the “Living Room” of Owensboro. The Report cited several projects such as the RiverPark Center, “Streetscape 2000”, and other initiatives as a sign of a community committed to downtown. The community’s commitment to arts and cultural organizations in downtown was clearly seen as a strength to build upon.

The report identifies that development in downtown still faced several challenges including one of design consistency, historic preservation, and the competition of the suburbs. On the other hand, downtowns have a competitive edge, in that; they form the community’s history and identity. The report emphasizes the importance of walkability of downtown streets as critical to its success.

The key to downtown Owensboro’s success as stated in this report is the Ohio River – the community’s major asset. Whether having public open spaces next to the river, active uses, recreational trails, or views from downtown corridors, taking advantage of the Ohio River should be the focus of downtown revitalization. As early as 1990, the Pierce Report underscored a market for living downtown:

“Downtown housing doesn’t need to depend on a wave of upscale buyers willing to plunk down hundreds of thousands of dollars for a pricey condo with a river view. A successful

Table 1-1: Local Employment Trends: 1970 - 2000

Five Largest Industries (By Number of Employees and % of Change)										
Year	Manufacturing	% Change	Retail Trade	% Change	Service	% Change	Government	% Change	Construction	% Change
1970	8,761	/	5,393	/	6,881	/	4,072	/	1,942	/
1980	7,037	-19.7%	6,900	27.9%	8,299	20.6%	5,093	25.1%	2,869	47.7%
1990	6,559	-6.8%	8,706	26.2%	11,805	42.2%	5,843	14.7%	3,131	9.1%
2000	6,936	5.7%	10,797	24.0%	14,201	20.3%	8,189	40.2%	4,433	41.6%
2000 Avg. Salary	\$42,606	/	\$16,984	/	\$25,760	/	\$33,918	/	\$33,976	/

Source: KY State Data Center and Owensboro Metropolitan Planning Commission



downtown neighborhood encourages residents at all points along the income scale.”

In fact, the Pierce Report goes on to emphasize the importance of downtown residential for a long-term retail strategy for downtown. The community’s commitment to downtown ran deep, even back in 1990 as evidenced by the Pierce Report.

Owensboro Riverfront Master Plan 2001 (EDSA and Economics Research Associates – ERA)

In 1999-2000, the city of Owensboro became a recipient of over \$30 million in state and federal dollars for the development of a Riverfront master plan and its implementation. In addition to funding for the plan and improvements, public support for a comprehensive Riverfront Master Plan was secured through community organizations such as PRIDE (Public Responsibility in Designing Our Environment), Downtown Owensboro, Inc., and other groups. The major goals of this Master Plan were to:

- Build a world-class riverfront that will be enjoyed by Owensboro residents as well as citizens from surrounding regions now as well as for future generations.
- Enhance downtown, encourage private development and business, and promote Owensboro as a riverboat destination
- Create a riverfront that “accommodates boaters, fishermen, pedestrians, and nature lovers.” As well as to accommodate “our many festivals, which attract tourism.”

Prior to creation of a master plan framework for the Riverfront, an Economic Feasibility Analysis was conducted to understand the market’s influence on the design of the riverfront. Based on the analysis, the following recommendations were made with respect to downtown land uses:

Residential – Development of smaller condominium units or conversion of existing structures into lofts. Developers that are familiar with the market indicate that the appropriate

size for downtown rental units could range from 800 – 1,500 square feet.

Restaurants – Additional restaurants along Veterans Blvd. or in close proximity to the riverfront could improve the market for all restaurants in the area. Restaurants with unique themes or a cluster of 4-5 restaurant district will draw customers from distances from up to 20 miles away due to the greater level of excitement.

Entertainment – Reinforce the RiverPark Center as the primary anchor and centerpiece for subsequent riverfront development projects. Consider the development of a covered space along the river for displays and exhibits that could be tied into expanded program at the RiverPark Center. Incorporate some form of film or cinema entertainment into the proposed waterfront development. From a market perspective, operations that are a part of

an identifiable entertainment or dining district are likely to do better at attracting audiences than isolated venues.

Retail – Retailers perform best when located in a cluster with other stores. Such development is most feasible along blocks where there are no institutional structures that impede stores from locating in close proximity to one another. Demand for fuel, food, boat supplies, fishing supplies, and convenience goods will increase along the riverfront near the marina area.

Marina - Recommend transient dock facilities in downtown coordinated with the business community, hotel, and city. Consider a full service marina at English Park, or other suitable location, using City, State or Federal financial support. The scale of marina will be determined primarily by the amount of public sponsorship available. Minimum size should include at least 100 slips, preferably more.

Based on the market feasibility, key guiding principles, and public input, three preliminary master plan options were developed for the waterfront. Some of the common elements of the three plans were:

- Calming traffic on 2nd and 4th Street and converting the streets to local two-way roads.
- Creating gateways and enhancing the east and west entry points to the downtown with signage and landscape treatments.
- Expanding the visual and pedestrian connections to the riverfront along Daviess, Allen, St. Ann and Frederica Street.
- Provide a riverwalk connection from the downtown area to English Park.
- Convert Veterans Boulevard to a promenade to increase and enhance pedestrian access to the river.



Figure 1-3: Riverfront Plan recommendations (Source: EDSA)



Final master plan

After comments were received from city staff and through the public process, the Team formulated the Final Master Plan and developed a strategy for implementation. The Final Master Plan includes the following recommendations for downtown development and related improvements:

Downtown Area

- Create and theme a signature children's play area associated with the promenade and promenade parks.
- Create a major civic area in the downtown area. Civic area to potentially include a floating stage, amphitheater, promenade connection, focal point element, landscape, fountain, shade structures, site furniture, and lighting. Local focal point element and plaza along the axis of Frederica Street.
- Relocate downtown boat ramp and parking to Hurricane Island Boat Landing.
- Provide seasonal boat dockage downtown for transient recreational boaters and dinner boat.
- Provide connection to City's greenbelt.
- Construct a parking garage incorporating the historic County Jail building to provide replacement parking for the Executive Inn, County Office Building and for public parking for the downtown riverfront area.
- Create a stronger visual connection between the courthouse and the riverfront. The County is currently reviewing options for a farmers market located at the courthouse in an effort to bring more people downtown.

Riverfront Walkway Connections

- Connect downtown riverfront promenade to English Park with walkway connection.
- Provide future connections and wayfinding signage to City's existing Greenbelt.
- Create riverfront walkway connection behind Executive Inn site at top of bank and continue to English Park.
- Provide for pedestrian connections from downtown area to English Park along 1st street where possible.

English Park

- Develop an inland harbor marina along flood plain of English Park with recreational open space adjacent to marina.
- Utilize historic lockmaster building as harbormaster's building
- Provide riverfront access at top of bank and along marina berm wall.
- Utilize marina banks for amphitheater seating for special events.
- Expand English Park into Army Reserve areas.

- Provide for future connection to City Greenbelt to the west.
- Provide opportunity for future riverfront development.

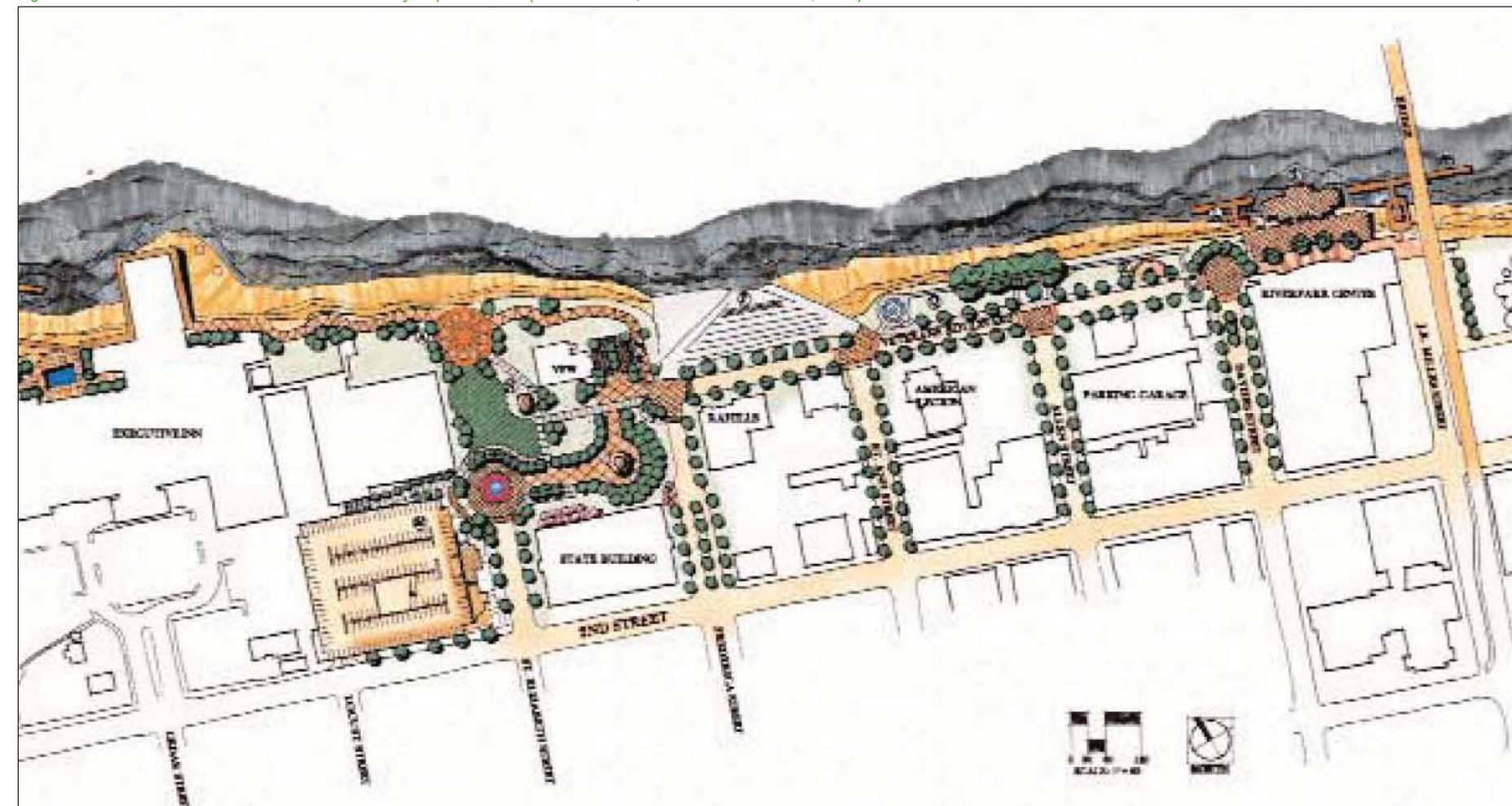
Streetscape/Roadway Elements

- Create gateways to Owensboro and the riverfront with landscape and signage at the two ends of US 60.
- Utilize industrial district east of town as part of signature entrance with lighting and improved aesthetics.
- Calm traffic on 2nd and 4th Streets by making them local two-way roads and implement streetscape

enhancements along 2nd and 4th Street to include reconfigured parallel parking, new traffic signalization, landscape islands, special paving, lighting, and street furniture.

- Create connection to City Greenbelt along 2nd Street by Yager Materials and Owensboro Grain.
- Provide secondary intersection treatments at Daviess Street, Frederica Street, and Hanning Street to enhance connection to the riverfront.
- Convert Veterans Boulevard into a pedestrian promenade that connects RiverPark Center to the Executive Inn and the proposed riverfront walkway.
- Create enhanced public access to promenade and waterfront.

Figure 1-4: Downtown Owensboro Waterfront Priority Improvements (Source: EDSA, Riverfront Master Plan, 2001)



2001 Parking Garage Study

The parking garage study was developed as part of the Riverfront Master Plan in 2001. It identified the need to consolidate parking and limit surface parking along critical pedestrian-oriented streets. A 588 space parking structure with a retail liner building was recommended to be constructed on the site of the county jail building (northwest corner of St. Elizabeth and 2nd Streets). The parking garage was seen as a way to drive new development along the waterfront.



2006 Market and Financial Feasibility Analysis for the Proposed Baseball Stadium & Indoor Arena

The Leib Group conducted a market and financial feasibility study for the development of a baseball stadium in downtown Owensboro. The conclusion of this study was that the preferred site for such a facility is at English Park. In addition, the stadium capacity was recommended to have approximately 3,000 fixed seats and 4,300 additional seating areas. The stadium was envisioned to be a multi-purpose facility, hosting community events, festivals, and concerts. The Leib Group also conducted a market and financial feasibility of the indoor arena in 2006. No specific site was identified in downtown for such a facility. However, it was concluded that the arena should range from 5,000 to 6,000 seats with limited suites and adequate parking on-site.

2007 Downtown Development Recommendations (DDC Report)

In 2006, the Downtown Development Corporation (DDC) was created through the collaborative efforts of the Owensboro City Commission, Daviess County Fiscal Court, the Greater Owensboro Economic Development Corporation, and Downtown Owensboro Inc. Immediately after the creation of the DDC, its seven members were charged with developing a vision for revitalizing downtown. The report that was generated in June 2007 provides the current planning initiative direction with respect to critical community venues.

The DDC report identifies three major areas of development focus in downtown. The first area identified is the Redevelopment District located west of Frederica Street and including the Executive Inn site. The second area of development focus is the Revitalization District that includes the downtown core from Frederica Street to Crittenden Street. The last area of focus is around the County Courthouse called the Transition Hub.

The Redevelopment District is seen as the primary area that is ripe for redevelopment and offers the most opportunity

for the construction of new development. Some recommendations for this district include:

- City and County should designate the targeted redevelopment and revitalization areas as part of a Tax Increment Financing District.
- City should develop a plan for the redevelopment of this district to include:
 - Publicly accessible open space along the Ohio River
 - Extension of Veterans Blvd. to the west
 - River view residential condominiums and apartments
 - Indoor events/convention center with flexible seating for 5,000 – 6,000
 - Baseball stadium with seating for 4000
 - Distributed parking

The Revitalization District includes the most developed portions of the downtown core. The goal of the plan for this area is to strengthen and capitalize on the existing historic and cultural assets of the area including:

- Incentives for adaptive reuse of upper floors to loft residential, studios, offices, or condos
- City and county to invest in high-tech infrastructure to support high tech businesses in this area
- Encourage the existing arts and cultural organizations to grow and strengthen
- Evaluate design guidelines to ensure compatible infill development within the historic context
- Evaluate on-street parking strategies, delivery and loading zones, and overhead utility infrastructure

In addition to recommendations on the physical development of downtown, the DDC & RBS Design Group report (2007) also made several relevant recommendations on financing the vision.

Recommendations for affording the vision included:

- Acquiring and leasing property for private development along the waterfront.
- Incentives for private development in downtown such as city ordinances encouraging mixed use, parking flexibility, expedited review process, improved public infrastructure, tax abatements, and other financial incentives.
- Establishing a TIF as a priority.

- Funding for the development of a downtown events center as a priority.
- Examine other revenue sources for public sector funding.

The Design Team has internalized many of these concepts into the new master plan.



Figure 1-5: Design concept explored during the DDC planning phase in 2007

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SECTION 2: PLANNING PROCESS



Section 2: Planning Process

2.1 "We the People" Event

2.2 Process Overview

2.3 "We the People" Town Meeting

2.4 Stakeholder Meetings

2.5 Downtown Design Workshop

2.6 Future Public Involvement

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2.1 "We the People" Event

The public involvement process of this initiative began in 2007 with two major community efforts. The first effort was the Downtown Development Corporation's (DDC) report on recommendations for downtown redevelopment and the second was the community-wide event called "We the People" Town Hall meeting. These two efforts form the fundamental basis for this major Downtown Initiative.

They established downtown revitalization as a community priority along with creating a dialogue between the design team and the community during this planning process.

2.2 Process Overview

Public involvement is the centerpiece of this initiative. Since the thrust of this plan is implementation, it is critical that the initiative be responsive to the community's needs and

capacities. Specifically, public participation for this initiative was designed to take advantage of existing community outreach and participation framework. In addition, it builds on the momentum of the Downtown Development Corporation's (DDC) 2007 report that recommends such a comprehensive initiative be undertaken (See Section 1 for more detail on the DDC's report). The Greater Owensboro Economic Development Corporation (EDC), with the assistance of the City and County, established

a core Steering Committee to help inform and guide the process and outcomes. The Downtown Initiative Steering Committee included representatives from the EDC, Downtown Development Corporation, Owensboro-Daviess County Industrial Development Authority, Daviess County Fiscal Court, City of Owensboro, and the Owensboro Metropolitan Planning Commission (see Figure 2-1 for overview of the Public Involvement process used).

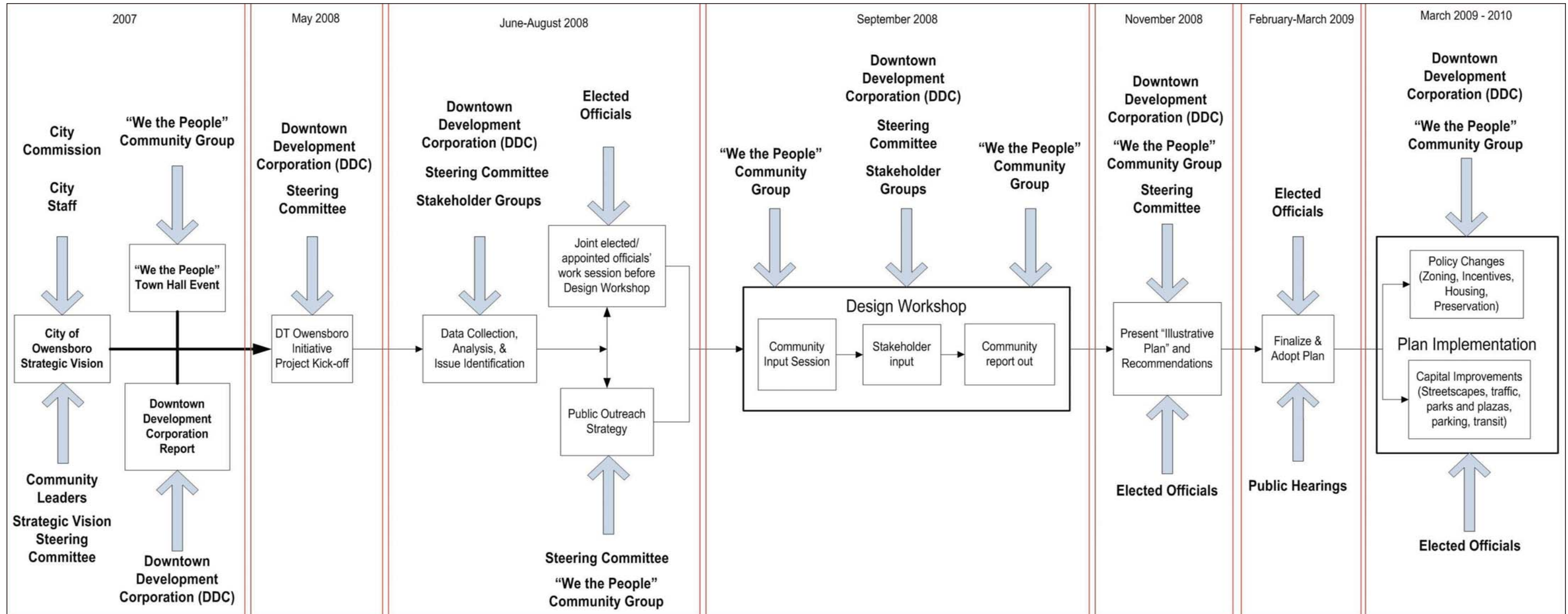


Figure 2-1: Community Process for the Initiative



Key public participation elements included:

- Partnering with “We the People” community group for the major public events and providing them status reports on the downtown initiative.
- Working with a Downtown Initiative Steering committee and the Downtown Development Corporation (DDC).
- Meeting with key stakeholder groups on specific functional aspects of the initiative.
- Working closely with the elected and appointed officials on the policy and design recommendations of the initiative.

In addition, information about this process and its outcomes has been made available on the EDC, the Downtown Development Authority, and on “We the People” websites. The goal of the websites has been to provide timely and complete information to the community about past and upcoming events. The flow chart indicates the major tasks of this initiative that builds on previous planning and community efforts and the corresponding public involvement at each stage of the process. Public involvement at each step in the process was carefully set up to provide input required at each stage.

The maximum public input was collected up front with detailed meetings with the Downtown Development Corporation, the Steering Committee, and the community meetings during the design workshop. The input received during this phase of the initiative was used to identify issues, community priorities, opportunities, and key aspects of the plan. The physical master plan that has been developed as a result of the community input during the design workshop is illustrative in nature and provides a framework within which the community can come together and reassess priorities and initiatives based on the market.

Specific elements of this plan will be developed further to facilitate easy implementation such as the regulatory changes and financial strategies. Such elements will have adequate opportunities for community input as they move through the approval process.

2.3 “We the People” Town Meeting

In the past year, Owensboro has witnessed one of the community’s largest civic engagement events -- the “We the People” Town Meeting. Conducted in an effort to create meaningful dialogue between the community and decision makers, this event went a long way in establishing community consensus for many public initiatives. It is a proactive action plan for the future of the community that would provide decision makers adequate public support for priority initiatives.

This event was conceived by the Public Life Foundation of Owensboro which introduced the AmericaSpeaks model to key public officials and community leaders to work through controversial community issues in a neutral and civil manner. Although the idea of a Town Meeting was initially developed to address the contentious issue of City-County merger, it was transformed into a community priority setting exercise.

In this event that was held on November 10, 2007 approximately 650 representative members of the community were involved in an intense, day-long session discussing the issues facing the community based on five major themes. Using trained facilitators and technology that facilitated instant voting, the resulting recommendations were catalogued as the community’s top priorities.



The specific goals and outcomes for the “We the People” Town Meeting are listed below:

- Identify community values and assets to create our ideal 21st Century future.
- Develop and prioritize strategies for an even greater Owensboro-Daviess County.
 1. A Community Committed to Education and Learning
 2. A Region of Opportunity and Appeal
 3. A Uniquely Green and Clean Environment
 4. A Healthy and Caring Community
 5. A Government for the 21st Century
- Gain a commitment to action for leaders and citizens.



The overwhelming support for downtown redevelopment as a high priority initiative is relevant to this effort. For the community to become a “region of opportunity and appeal” this is critical. Some of the strengths of downtown as identified by the Town Meeting were:

- Downtown is the community’s front door, will help attract businesses and new residents
- Revitalizing downtown is the foundation for the other options
- Downtown revitalization could include housing, convention center, entrepreneurial district, more entertainment/arts
- Capitalize on the river
- Preserve history and culture

As a result of the Town Meeting recommendations and priorities, new workgroups were formed to spearhead specific focus areas identified. Specifically, the Region of Opportunity Team (ROOT) was established to **“To promote public participation, from all walks of life, in shaping quality downtown revitalization, business expansion, retention and growth throughout our region while maximizing new technology opportunities to retain local college graduates, and grow the population of our community.”** The Downtown Owensboro Initiative has worked closely with the ROOT team in developing the public participation and involvement elements of this effort.



2.4 Stakeholder Meetings

Stakeholder meetings were a critical element of the public involvement process. The Design Team, in conjunction with the EDC staff, Steering Committee, and the DDC identified critical stakeholder groups to provide in-depth feedback and input on specific functional and programmatic elements of the plan.



The following Stakeholder groups were identified:

- Developers
- Homebuilders
- Chamber of Young Professionals
- Convention/Visitor's Bureau/Tourism/Sports/Events
- Employers and Organizations (non-profits and churches)
- Arts and Cultural Organizations
- Transportation professionals
- Higher education
- Downtown advocates

Between June 30 and July 3, 2008 the Design Team met with more than 150 representatives from the various stakeholder groups listed above. The goal of these meetings was to gather input that was group specific as it related to downtown. In addition to identifying critical needs within downtown, issues and opportunities were also identified. For a summary of key issues identified during stakeholder input, please see Section 3.

2.5 Downtown Design Workshop

The downtown Design Workshop was held during the week of September 8 – 12, 2008. This week-long community design event started with a community input session on Monday evening, an intense work session by the design team throughout the week, a mid-week status report on Wednesday, and ending with a public “pin-up” presentation of a physical master plan to the entire community on Friday.



Approximately 130 people attended the opening session on the evening of September 8, 2008. This event started with a presentation that provided an overview of the process, introduced key design principles, and the preliminary market assessment. The keynote speakers at this event were Neal Pierce and Curt Johnson of the Citistates Group. They emphasized the importance of the Downtown Initiative and urged the community to get involved in the revitalization of their downtown.

This event ended with a community survey using key pads and instant reporting on key issues related to downtown development. This community survey was enthusiastically received with the attendees showing overwhelming support for many downtown projects including housing, convention center, and regulatory changes to implement a vibrant vision for Downtown Owensboro. For a summary of the findings,

please see Section 3 and for a detailed report of the findings from the community survey, please see Appendix D.

The input from this public event and extensive stakeholder interviews allowed the design team to develop an “illustrative” master plan for the physical development of Downtown Owensboro. This illustrative master plan was based on the preliminary market assessment conducted by TXP, Inc (See Section 4). A preliminary master plan was presented at the mid-week status report on September 10, 2008. Approximately 100 people attended the mid-week status report. Based on the comments received at the mid-week community meeting, the master plan was revised and refined for the final pin-up presentation on September 12, 2008. Approximately 100 people attended the final pin-up presentation and the response to the illustrative plan was generally positive. For information on the illustrative master plan developed during the design workshop, please see Section 6.

Based on the design workshop and the combined public feedback, the illustrative master plan has been refined and clarified. The final illustrative master plan in this report reflects the cumulative input from the community and the design team’s best professional assessment based on local and national trends.



2.6 Future Public Involvement

As this initiative moves forward through its implementation steps, it is critical to understand that the physical master plan is “illustrative” in nature. It is based on a 20-year or more build-out scenario and should be used to form the underlying policy framework for decision making on downtown projects. While there are critical design elements of the plan that must remain inviolate such as a building’s relationship to the street and its block context, several other programmatic elements are flexible. Based on specific market dynamics and changing local conditions, actual development scenarios may vary. The illustrative nature of the plan is based on existing context, design trade-offs, balancing public-private interests, and leveraging investments already in play.

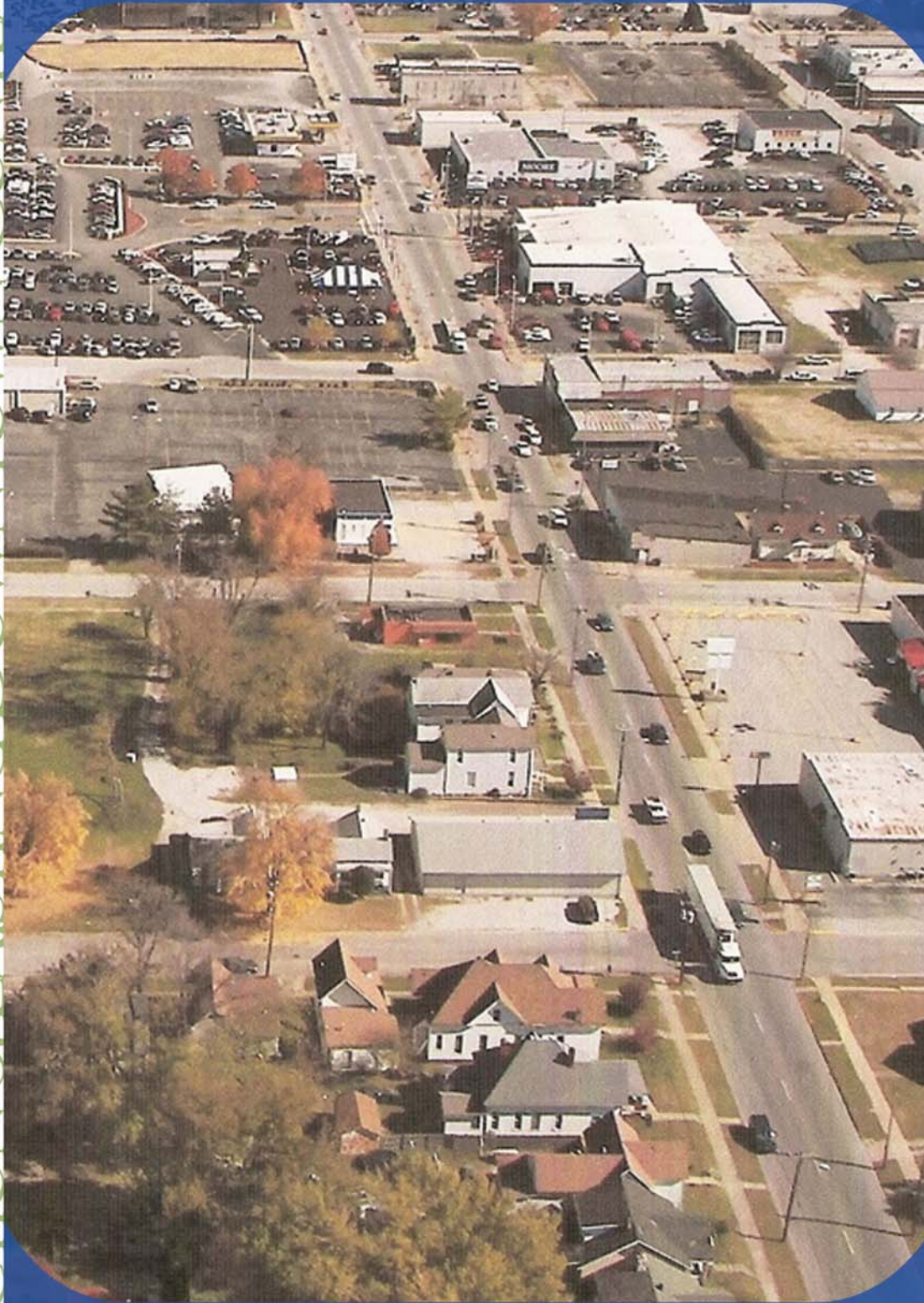
The recommendations in this report and the illustrative plan form the basis for a multi-pronged implementation strategy. Certain critical pieces of the implementation strategy are a part of this initiative such as the regulatory changes, priority public projects, and a plan to fund them. Other implementation steps such as the design of capital improvements, traffic analysis, detailed parking studies, to name a few, will be initiated as this process moves forward. Opportunities for future public involvement will be available through the implementation of specific elements such as the streetscape improvements for Veterans Blvd. to complement the Waterfront Park, public art recommendations to complement the streetscape improvements, working with the arts, cultural, and educational organizations to program and locate a joint facility, and similar public improvements.

This report identifies these future opportunities for public involvement in the implementation and refinement of the development plan for downtown based on future needs of the community.

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SECTION 3: EXISTING DOWNTOWN CONTEXT



Section 3: Existing Downtown Context

- 3.1 Population, Demographics, & Local Economy
- 3.2 Governance Structure
- 3.3 Development History
- 3.4 Existing Land Uses, Character Zones,
& Building Typology
- 3.5 Historic Resources
- 3.6 Transportation Network
- 3.7 Arts/Cultural Organizations & Higher
Educational Institutions

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This section evaluates the existing context of downtown Owensboro. Previous studies have defined the boundaries of downtown differently. Consistently though, the core of downtown Owensboro is considered the area south of the river, north of 5th Street, west of Crittenden Street, and east of Walnut Street. The larger downtown area is the area north of the railroad tracks (located just south of 11th Street), east of English Park and west of Triplett Street. This larger downtown area includes several blocks of stable residential neighborhoods. For the purposes of this initiative, the boundaries of downtown were established based on opportunities for redevelopment, preserving adjacent residential neighborhoods, and enhancing linkages along critical corridors such as Frederica Street.

3.1 Population, Demographics, and Local Economy

Beginning in the 1930s, Owensboro and the county as a whole generally outpaced the growth rates of Kentucky and the nation. This trend continued until the mid 1970s. By the end of the 1970s Owensboro and Daviess County dropped below the national and state growth rates.

The sex ratio is the number of males per 100 females. In Daviess County the sex ratio has shown minor fluctuations for the population as a whole, from 94 in 1960 to 93 in 2000. Significant differences result when comparing the sex ratio within age categories. The older the age group, the lower the sex ratio, reflecting the fact that women generally live longer than men.

The 2007 US Census Bureau population estimates for the City of Owensboro was 55,398 and for Daviess County was 93,756. Over the last 30 years, population growth in the city of Owensboro has slowed down considerably. Daviess County's growth has also slowed down, although approximately 60% of the County's population lives in the city as of 2007 compared to 34% of the total population of Daviess County lived in Owensboro.

Table 3-1 below compares some important social and demographic characteristics of the City of Owensboro and Daviess County with State and national averages.

1990, 33.2. By 2000, the median age for a person living in the city was 37.4 while the median age for a person living in the county was 36.8, an increase of 7.5 years from 1980. This attests to the "graying" of the population, which has been a national phenomenon for three decades. Projections published by the KY State Data Center anticipate a median age of 42.1 years by 2030. The city also had a higher percentage of the population older than 65 than the county. At 16.3%, it is higher than the State and National averages.

In 2000, the median income for a household in the city was \$31,867 and the median income for a family was \$41,333. About 12.2% of families and 15.9% of the population were below the poverty line, including 20.9% of those under age 18 and 12.4% of those age 65 or over.

Population Characteristic	Owensboro	Daviess County	Kentucky	US
% Change in Population from 2000 to 2007	2.5%	2.3%	4.1%	6.4%
% of Population over 65	16.3%	13.8%	12.5%	12.4%
Median Age	37.4	36.8	35.9	35.3
Sex Ratio (% of female persons)	53.3%	51.9%	51.1%	50.9%
Racial Composition				
% White	90.6%	93.7%	90.1%	75.1%
% African-American	6.9%	4.3%	7.3%	12.3%
% American Indian	0.1%	0.1%	0.2%	0.9%
% Asian	0.5%	0.4%	0.7%	3.6%
% Hispanic Origin (any race)	1%	0.9%	1.5%	12.5%
Household size	2.29	2.47	2.47	2.59
Median Household Income	\$31,867	\$36,813	\$33,672	\$41,994

Table 3-1: Comparison of Key Social and Demographic Characteristics (Source: Census 2000)

The 2000 Census shows that there were 54,067 people, 22,659 households, and 14,093 families residing in the city. Of the total number of households, 44.7% were married couples living together, 13.9% had a female householder with no husband present, and 37.8% were non-families. 33.3% of all households were made up of individuals and 14.0% had someone living alone who was 65 years of age or older.

In Daviess County the median age of the population was relatively stable between 1960 and 1970, at 26.4 and 26.5 respectively. However, by 1980 the median age had climbed to 29.3, and by

Population Projections
The Owensboro Metropolitan Planning Commission (OMPC) has developed population projections in conjunction with the region's comprehensive plan in 2007. These population projections show a modest growth projection for both Daviess County and the city of Owensboro. The 10-year growth rate for Daviess County is approximately 3.5% and for the city is less than 3%. Table 3-2 shows the OMPC's projections for population in the city and the county and housing units in the city.

Table 3-2: Population & Housing Projections (Source: OMPC)

Year	2000 (census)	2010	2020	2030
Daviess County Population	91,545	94,567	99,438	102,708
Owensboro Population (high projection)	54,067	55,757	58,553	59,937
Owensboro Housing Units	38,432	40,986	43,408	44,873

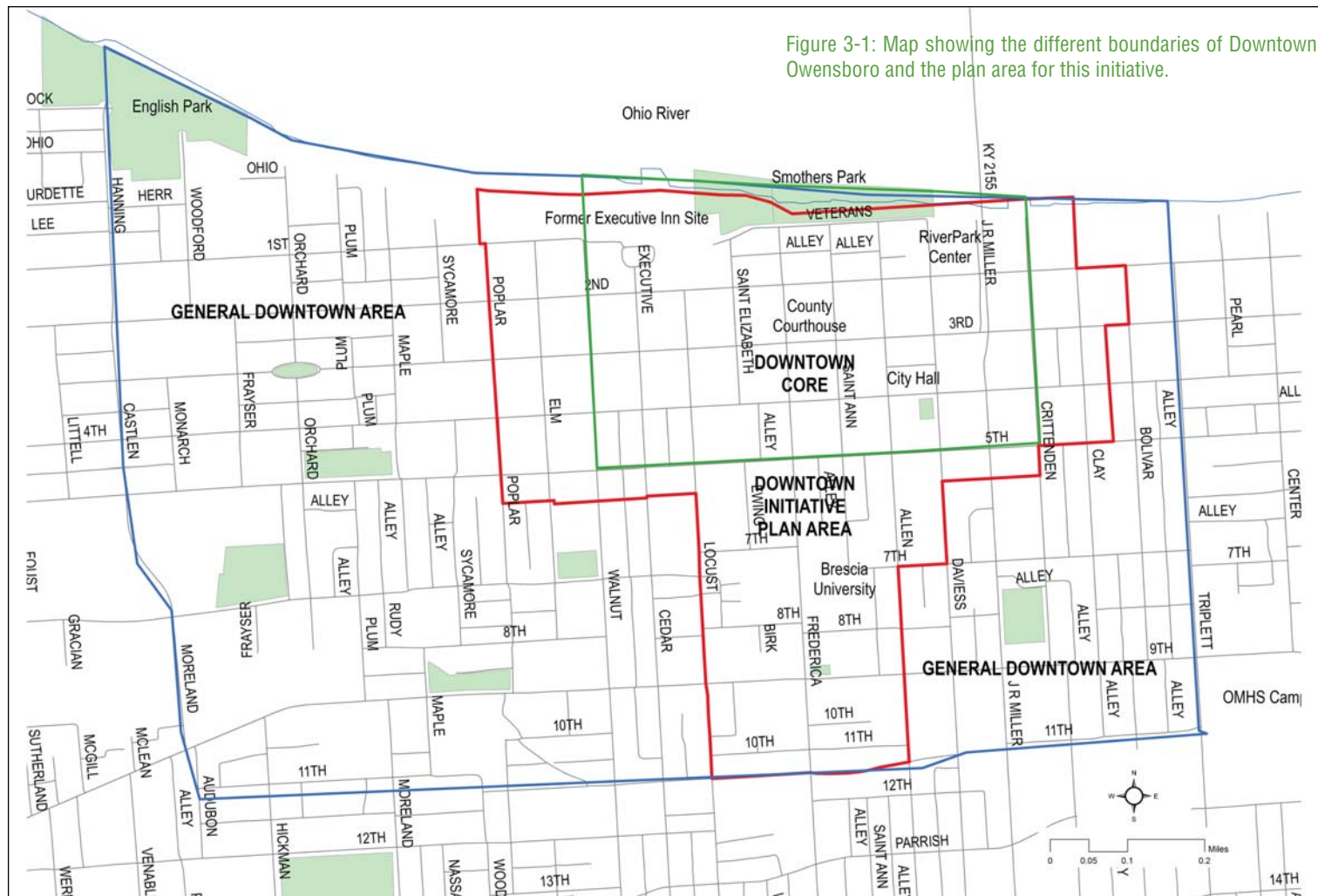


Figure 3-1: Map showing the different boundaries of Downtown Owensboro and the plan area for this initiative.



Local Economy

Of late, the Owensboro area has emerged as an industrial hub of Western Kentucky, attracting major manufacturing and processors in aluminum, distilling, coal mining, steel and natural gas transmission corporations. Locally produced commodities include electrical products, chewing tobacco, paper products, tubes, office furniture, wire, plastic, small electric motors, spaghetti sauce, and truck frames.

Some of the highlights of the local economic trends have been:

- The unemployment rate increased in the last five year from a low of 4.3% in 2000 to 6.1% in June 2005.
- Labor force participation rates increased from 64.9% in 1990 to 65.9% in 2000.
- Construction and government jobs saw the largest increase in employment from 1990 to 2000, while service and retail jobs also continued to grow.
- Manufacturing employment grew 5.7% from 1990 to 2000, stemming the decline that had been previously occurring.
- Adjusted for inflation, the average annual wage for all industries in Daviess County increased by only 0.4% from 1995 to 2003.
- 13.8% of Daviess County residents who are employed commute out of the county to work, while 16% of persons employed in Daviess County commute into the county to work.

Although manufacturing jobs rose 5.7% from 1990 to 2000, as a percentage of all jobs, manufacturing jobs make up only 16% in 2000 compared to 33% of all jobs in 1970. The county had approximately 47,519 in the labor force and approximately 41,255 jobs in Daviess County (source: OMPC, US Census Bureau).

Economic Projections (Source: OMPC)

The labor force is expected to grow modestly over the next 30 years due to higher participation of persons over 65. Assuming no loss of manufacturing jobs and an increase of jobs in the retail, service, and government sectors, projections by the OMPC indicate that jobs will grow at a

very modest rate. Based on the type of projection, jobs could grow to approximately 48,522 in 2010, 51,857 in 2020, and 53,891 in 2030. For a more detailed analysis of existing and future economic outlook, please refer to Section 4.

3.2 Governance Structure

There are three major local government entities that are responsible for development entitlement and public infrastructure in Owensboro – the City of Owensboro, Daviess County, and the Owensboro Metropolitan Planning Commission.

City of Owensboro

The city of Owensboro operates under a City Manager form of government. Owensboro citizens elect a Mayor and four City Commissioners called the Board of Commissioners. The Board of Commissioners is the legislative body of the city of Owensboro and represents the citizens of the community. The City Manager is hired by the Board of Commissioners and is in charge of the day-to-day operations of city government. The city is responsible for general administration, community development, parks and recreation, streets, water, sewer, transit, and public safety (fire and police). The city's capital and operational budget is funded through taxes (real property and occupational), charges for services, issuance of debt, permit and license fees, and grants.

Daviess County Fiscal Court

Owensboro is the county seat for Daviess County. The Daviess County Fiscal Court is run by an elected County-Judge Executive and three County Commissioners. The County-Judge Executive is also the main administrative official in charge of the day-

to-day operations of the Fiscal Court. The Fiscal Court's major responsibilities are the operations of the Judicial Center, County Jail, Sheriff's Office, special districts (water and fire), licensing bureau, county roads, and the Property Valuation Administrator. The County's major sources of revenue are through property and occupational taxes. The County also administers the library and tourism taxes.

Owensboro Metropolitan Planning Commission (OMPC)

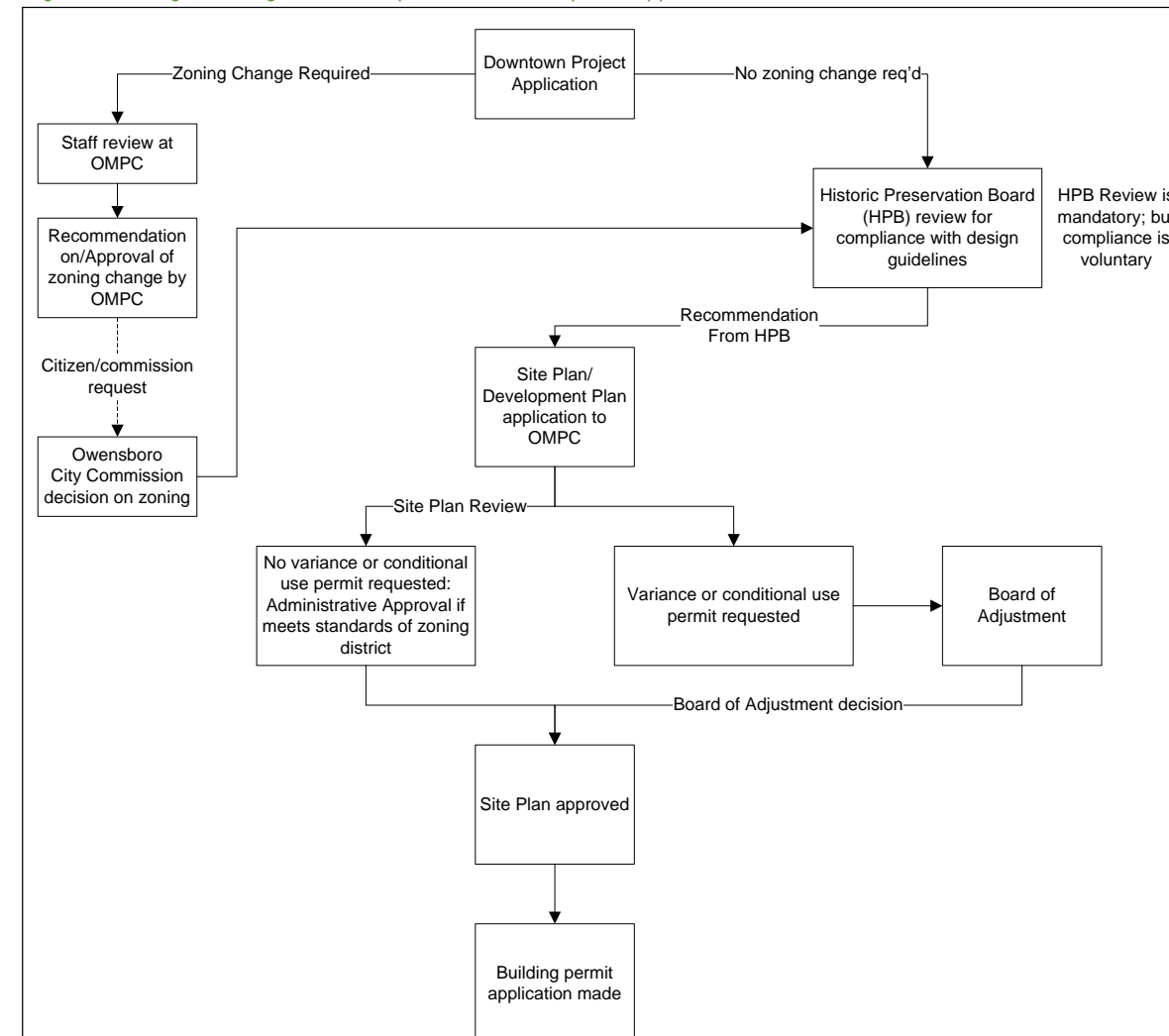
The Owensboro Metropolitan Planning Commission is an agency of local government with administrative

responsibilities for a range of planning, zoning, building, and electrical activities within Owensboro, Whitesville, and Daviess County. The OMPC staffs the joint city-county Planning Commission, Board of Adjustment, Building Code Appeals Board, and Electrical Examination Board.

The Planning Division of the OMPC is responsible for developing the policy framework for the growth and development of the cities and county within Daviess County. This policy framework is then adopted in the form of the Comprehensive Plan for Owensboro, Whitesville, and Daviess County, Kentucky. Each legislative body approves the Goals and Objectives of the Comprehensive Plan after public hearing by the OMPC. Additional elements of the Comprehensive Plan are prepared based on the adopted Goals and Objectives and are adopted after public hearing by the OMPC. Neighborhood and small area plans adopted by the legislative bodies are included in the Land Use element of the Comprehensive Plan. In addition, the Planning Division is responsible for reviewing applications (zoning and platting) for all development in the county.

All decisions for legislative actions, with the exception of zoning changes, are made by the appropriate governmental body (City of Owensboro, Daviess County, or City of Whitesville) after a recommendation by the City-County Planning Commission. Zoning changes become final 21 days after approval by the Planning Commission unless a grievance is filed with the appropriate governmental body, in which case that governmental body then makes the final decision on the zoning change. Quasi judicial decisions (variances and conditional use permits) are made by the Metropolitan Board of Adjustment. The Metropolitan Planning Commission is a 10-member citizen board appointed by the cities of Owensboro, Whitesville, and Daviess County.

Figure 3-2: Image showing the current process for development approval in downtown



Source: Owensboro Metropolitan Planning Commission



3.3 Development History

An aggressive annexation policy is being pursued to insure continued growth and development for the City of Owensboro. Much of the city's long-term growth potential lies in the Carter Road/Airport Corridor, anchored by the 400-acre Mid-America Airpark. The city of Owensboro has coordinated with Industry, Inc., to complete Mid-America AirPark, which includes AirPark, Tamarack, and Unifirst Drives. The Mid-America AirPark is a valuable tool for attracting new industry to Owensboro. The Owensboro-Daviess County Regional Airport recently completed a \$40 million expansion.

Since 1960, Daviess County land used for residential purposes has expanded at a more rapid rate than population growth, an indication of lower density suburban expansion. Significant is the fact that much of the growth in residential lots has occurred not only outside the city of Owensboro, but also outside the Urban Service Area (USA), within the traditionally rural portion of Daviess County.

Although non-residential uses have not followed the residential pattern of rural dispersal, future trends indicate that increased suburban commercial development can be expected in the areas along Hwy 54. Currently, most of the non-residential acres were located within the Urban Service Area. The data from the previous Comprehensive Plan indicated that non-residential use change from 1988 to 1999 showed a pattern of spreading outward from the urban core toward and into the Rural Service Area. Current data shows that the gain in non-residential use is still occurring within the Urban Service Area, but outside of the Urban Built-Up Area. The largest gain in non-residential use has occurred within the Urban Service Area in the Rural Preference Planning area (13% increase).

With increasing low density development in the suburbs, the downtown area has continued to see disinvestment. Of specific interest is a comparison of the figure ground from year 1900, 1956, and 2008. A figure ground analysis illustrates the density of buildings in a given geographic area. That is, it indicates the amount of land with a building footprint over it. The higher the density of the built environment indicates a more intact the downtown fabric. Conversely, a lower density of buildings indicates a downtown fabric that has been eroded by parking lots and voids.



Source: Sanborn Company, City of Owensboro, & Gateway Planning Group, Inc.



Source: Sanborn Company, City of Owensboro, & Gateway Planning Group, Inc.



Image showing one of the remaining historic buildings in East Downtown



Image showing existing historic fabric with key corner sites demolished for surface parking



Frederica Street changed from residential street in 1900 to auto-oriented commercial buildings and image on right shows adjoining residential neighborhoods with encroaching commercial uses





Figure 3-5



In comparing the figure grounds of Downtown Owensboro in the years 1900, 1956, and 2008, (figures 3-3, 3-4, and 3-5) it is clear that the fabric of downtown has declined over the last century. Several buildings have been demolished to accommodate surface parking lots.

The character along Frederica Street has changed from a large single-family mansion row in 1900 to a commercial corridor in 1956, to a strip commercial environment in 2008. Many of the blocks that were home to fine-grained

single-family residential buildings have disappeared and made way for larger footprint non-residential buildings.

The pervasive impact of surface parking lots within Downtown Owensboro is clearly evident in Figure 3-6. This figure indicates all the surface parking lots within Downtown Owensboro. The location and amount of surface parking, specifically adjacent to the sidewalk creates voids in the “street wall”. A street wall indicates the creation of a continuous “wall” with buildings placed immediately adjacent to the street/sidewalk. A street wall has a “void” if there is a surface parking lot adjacent to the

Figure 3-6



sidewalk/street. A continuous street wall is essential to create a vibrant pedestrian environment. (see Design Principles in Section 5 for more detail).

Downtown Owensboro has several surface parking lots that significantly deteriorate the downtown environment and should be the focus of this redevelopment initiative. Specifically, the location of these parking lots should be carefully evaluated relative to the street environment that is envisioned.



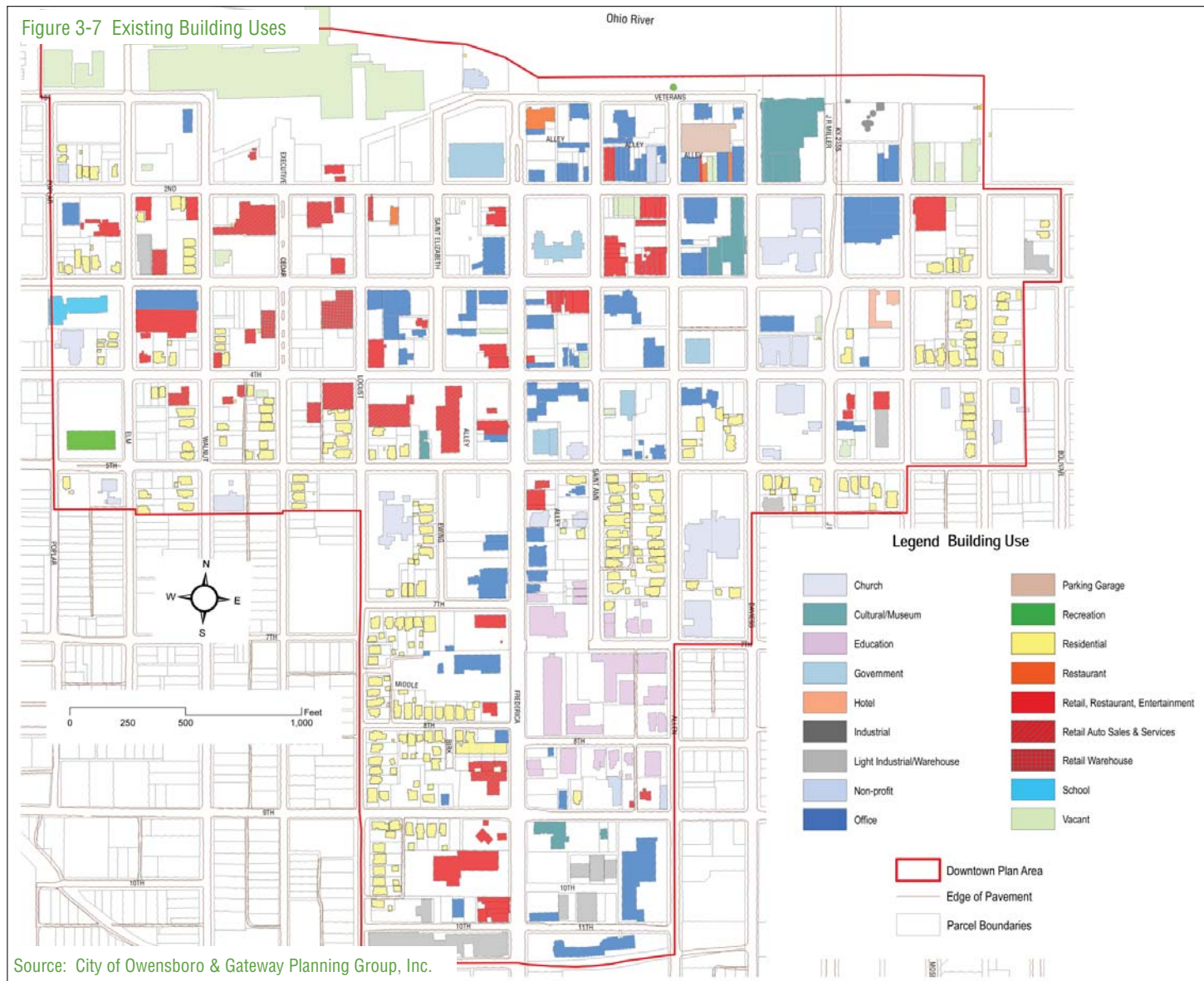
Voids in the street wall and surface parking lots along the street make this Downtown Owensboro Street unattractive to pedestrians

3.4 Existing Land Uses, Character Zones, & Building Typology

Downtown Owensboro is truly a mixed-use neighborhood (see Figure 3-7 for Existing Building Uses). It is predominantly commercial, with several institutional uses interspersed. The institutional uses such as non-profit organizations and churches are located in the eastern portions of downtown and are generally surrounded by significant surface parking lots. Retail uses are generally located in the vicinity of 2nd Street, the Courthouse block, and along Frederica Street. Office uses, both professional offices and corporate offices, are located throughout downtown, but more so in the eastern portions and along Frederica Street.

Image showing significant parking lots serving large office and institutional buildings along 3rd Street east of Frederica Street





Downtown Character Zones

Based on the existing land uses, building types, and their context, Downtown Owensboro can be analyzed as a combination of different character zones. The major defining elements of each character zone are land and building uses, scale (height and bulk) of buildings, predominant building types (historic retail storefront, multiple story office, garden office, strip center, civic building, etc.), pedestrian environment, and predominance of

auto-oriented streets and buildings. For example, the historic district along 2nd street with its multi-story, articulated buildings and shop fronts contrasts sharply to the more modern bank and civic buildings that are set back from the street in the area between 3rd and 4th streets. Based on the above analysis, the distinct character zones in Downtown Owensboro are described below.

Waterfront

This is the area along Veterans Blvd. and includes the former Executive Inn site. The major development contexts in this zone are the views of the Ohio River, existing RiverPark Center, and the Waterfront Park (existing and proposed). Although existing development in this zone does not necessarily take advantage of the adjoining contexts, it is important to identify it as a separate and distinct opportunity area within Downtown.

The west waterfront area is currently dominated by the former Executive Inn buildings and on the eastern end is anchored by the RiverPark Center and Smother's Park. The area along Veterans Blvd. between the two is characterized by one and two story office buildings with limited retail/restaurant uses with river views. Several surface parking lots create voids in the street wall thus making Veterans Blvd. an unattractive street to pedestrians.

View of existing development in the Waterfront District with Smother's Park and the Ohio River in the foreground.



View of the Ohio River at the terminus of Frederica Street



View of existing development along Veterans Blvd. looking west from Daviess Street.



View of Veterans Blvd. looking east from Frederica Street with the Ohio River on the left.

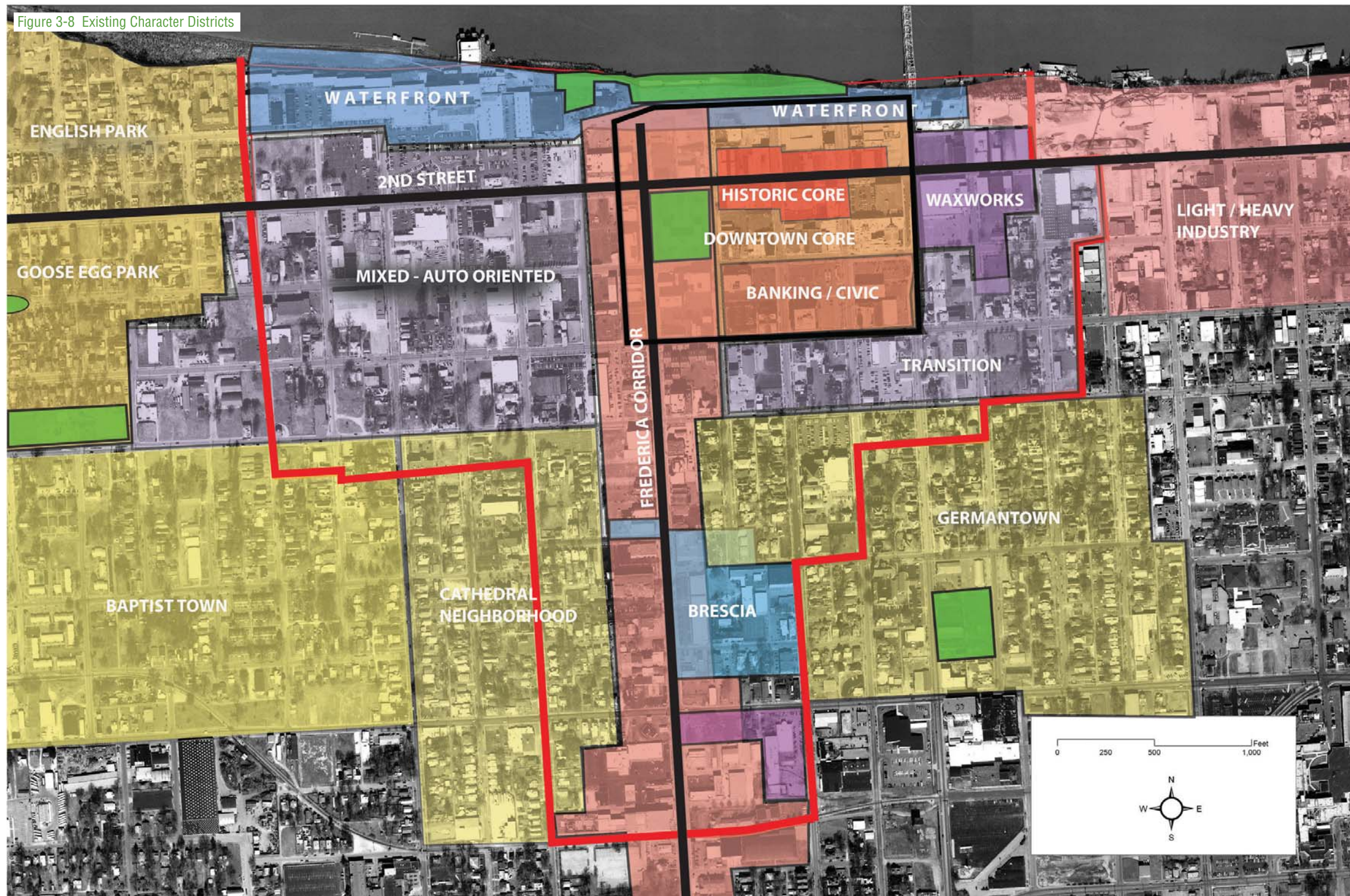


View of the RiverPark Center located at one end of Veterans Blvd.





Figure 3-8 Existing Character Districts



Source: City of Owensboro & Gateway Planning Group, Inc.

Historic Core

The area is predominantly the three-block area along 2nd Street, west of the J.R. Miller Bridge with the most intact collection of historic buildings within downtown. This area is characterized by two to four story storefront buildings and this was historically the retail heart of downtown. Development in this area is generally focused on adaptive reuse of existing building and context sensitive in-fill of vacant sites in the core. For a more detailed discussion of historic resources, please see Section 3.5.

View of 2nd Street looking west from the J.R. Miller Bridge at the historic core



View of renovated historic buildings on 2nd Street





Downtown Core and Banking/Civic Zone

This area lies immediately south of the 2nd Street historic core and is characterized by larger institutional and modern office buildings, each surrounded by surface parking. The pedestrian environment is greatly compromised by the lack of street wall buildings and surface parking lots.

View of the downtown core/banking-civic area of downtown.



View of multi-story office buildings surrounded by surface parking characterizes the downtown core.



View of institutional uses that are located in the downtown core, some within historic buildings.



West Downtown/Mixed Auto-Oriented Zone

This area lies west of the Frederica Corridor and south of the Waterfront zone extending to the western edge of the downtown boundary. The western portions of downtown are home to low density auto-oriented and industrial uses surrounded by surface parking lots. Generally, the auto-oriented uses are car sales and service uses. Interspersed with these uses are pre-existing residential uses. Several residential neighborhoods in this part of downtown have been encroached upon by these auto-oriented uses. Generally, buildings are not historic (metal, cinder block, and tilt-wall construction) and are in disrepair. Property maintenance is a major issue that makes the pedestrian environment extremely inhospitable.

View of warehouses and vacant lots in the west downtown area.



View of auto sale lots along W. 2nd Street.



View of industrial uses in metal buildings in the west downtown area



Waxworks/Transition Area

This area is located just east and south of the historic and downtown cores. This area forms the transition between the core of downtown and the neighborhoods to the south and the industrial area to the east. In the Waxworks area along 2nd Street, there are several older storefront buildings that are being converted to arts related uses. Within two short blocks to the south and east, this area transitions to fairly stable residential neighborhoods with some historic homes.



This area is identified as a separate district due to the existing building stock which has the potential to become an arts/loft district.

Existing vacant storefront buildings with potential for loft residential and arts/cultural uses along East 2nd St.



Existing residential uses to the south and east of downtown.



Frederica Street Corridor

Once home to a street car line, Frederica Street is a major north-south connector within the city providing quick access from the bypass into downtown. It provides the major link between downtown and adjoining residential neighborhoods.



Frederica Street is also home to the following local and regional destinations such as Brescia University, Owensboro Fine Arts Museum, former Union Station, Owensboro Community College extension campus, Owensboro Public Library, Owensboro Senior High School, Wesleyan Park Plaza shopping center, Kentucky Wesleyan University, Town Square Mall and surrounding regional retail destinations.

Given its local and regional significance, Frederica Street is identified as a critical corridor for redevelopment. Its potential as a true boulevard with rapid transit access and nodes of development at major intersections needs to be leveraged as a distinct development opportunity.

Brescia University campus on Frederica Street



View of Frederica Street looking south from 5th Street



Above: View of historic Union Station on Frederica, now converted to offices



3.5 Historic resources

Within the city of Owensboro, there are three different levels of designation of historic buildings. These include The National Register district, individual landmarks, and locally designated districts. The National Register District was originally created for “Main Street” and “Doctors Row” in 1982. In 2005 these two districts were combined and expanded to become the new Owensboro Historic Downtown Commercial district. In addition, the block with the RiverPark Center is also a locally designated Historic district. There are also 15 individually listed buildings, mostly within the downtown study area (see Figure 3-9 for a map of Downtown Historic Districts).

The five-member Owensboro Historic Preservation Board (OHPB) was established by the city of Owensboro in 2000 for the purposes of historic preservation. In addition to surveying historic resources and designation authority, the Board is also responsible for implementing the downtown design review process since 2004 when their duties were expanded. In 1989, the city of Owensboro adopted the Downtown Design Guidelines to “assist development projects through the use of written standards for renovation and new development that would enhance the



Historic Goldie's and the former Public Library, now the Museum of Fine Art on Frederica Street



Figure 3-9: Downtown Owensboro Historic Districts

Source: Owensboro Historic Preservation Board

positive qualities of the commercial downtown.” (Owensboro Downtown Design Guidelines, 1990) The design guidelines are intended to be an advisory tool that allows the city and property owners to constructively come up with context sensitive urban design solutions (See Appendix H-3).

All building façade changes within the “Downtown Core” are subject to mandatory review by the OHPB. The OHPB reviews

all projects within the core that are not locally “designated” as historic for compliance with the downtown design guidelines. **Projects are subjected to this mandatory review, but compliance is voluntary.** The OHPB usually negotiates with applicants to comply with the design guidelines to the extent possible. The OHPB forwards its final design comments and suggestions with a certificate of review. The applicant

is not bound by the design comments or suggestions and the certificate of review is sufficient to comply with the requirements of the Historic Preservation Board ordinance.

Only buildings that are individually listed as local historic landmarks or in a “locally designated” historic district are subject to mandatory review by the OHPB and compliance



Figure 3-10: Individual Historic Landmarks

Source: Owensboro Historic Preservation Board





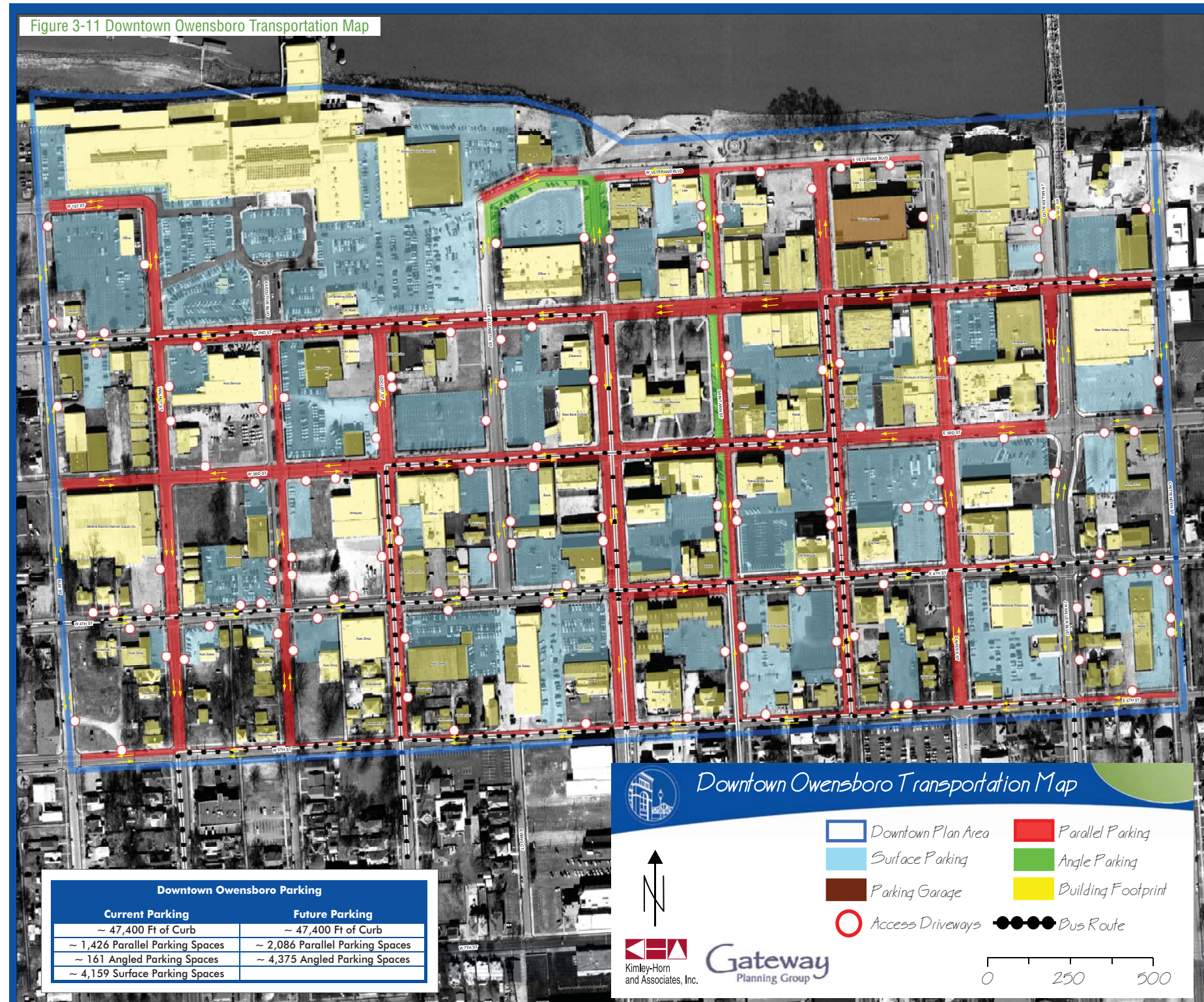
with the design guidelines. The only area subject to this is the block containing the RiverPark Center which is a locally designated historic district. The National Register district (Owensboro Historic Downtown Commercial District) is currently not subjected to mandatory compliance with the design guidelines, unless applicants request eligibility for Federal and State Investment Tax Credits.

Historic preservation in Owensboro has been driven mainly by voluntary efforts by individual property owners. Local government efforts at historic preservation have been cautious due to property owner concerns of mandatory compliance with historic design guidelines. Thus, a significant number of historic buildings have been lost over the years. In fact, 13 of the originally 39 listed structures in the Owensboro Historic Downtown Commercial District have been lost for various reasons, including: the expansion of Third Street Baptist, the construction of the judicial Center, and the RiverPark Center. Others have been lost due to deterioration and structural failure including the former Walgreen's building at the corner of 2nd and St. Ann Streets (See Appendix F for more detail).

3.6 Transportation Network

Downtown Owensboro is fairly well connected to the rest of the city and the region through a network of streets. The downtown street system is an efficient grid that primarily moves traffic east-west and to the south. Some of the east-west downtown streets act as cut-through for regional and truck traffic traveling east-west through the city. Some of this truck traffic is generated within the city, just east of downtown and some of it is regional traffic not using the US 60 by-pass.

Although the downtown grid is made up of key one-way couplets, most streets are two-way. The major east-west streets are 2nd Street (one-way traveling west), 4th Street (one-way traveling east), and 5th Street (one-way traveling west). The major north-south streets are Frederica Street and J. R. Miller Blvd., both of which are two-way streets. Figure 3-11 shows the major elements of the downtown street network.

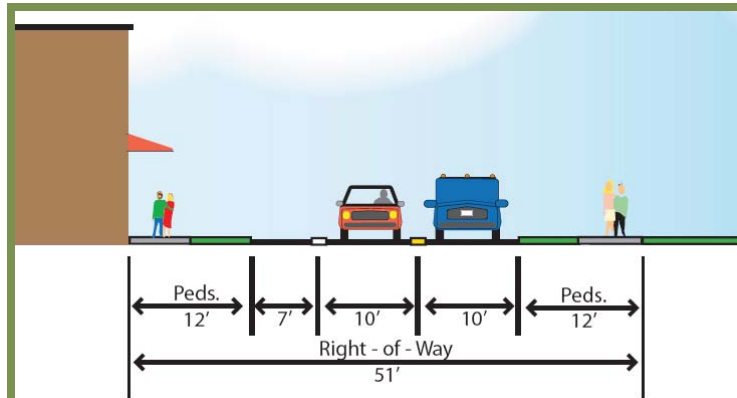


Most street rights-of-way range between 60' and 66' with the exception of Frederica Blvd. (84' R-O-W) and Veterans Blvd (51' R-O-W). Existing street cross sections (typical) for key streets are below.

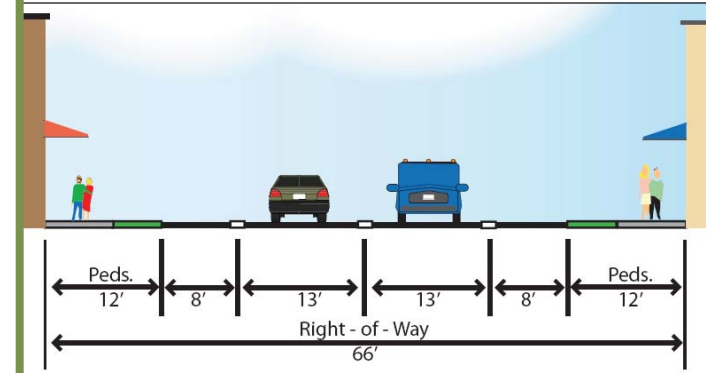


Key Street Cross Sections - Existing

Veterans Boulevard Cross Section and images



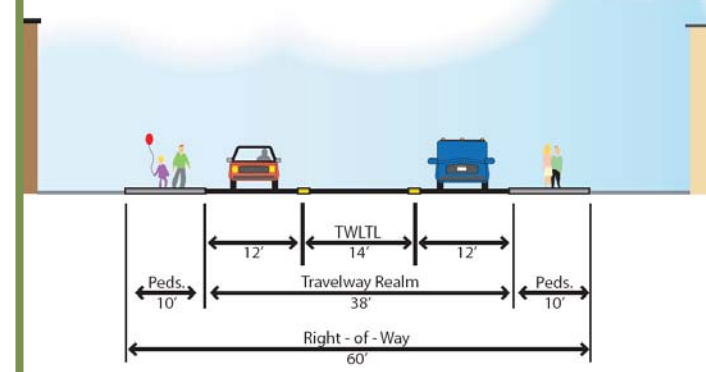
Cross Section of 2nd Street Cross between J. R. Miller Blvd and Frederica Street



View of 2nd Street from the J. R. Miller Bridge looking west.



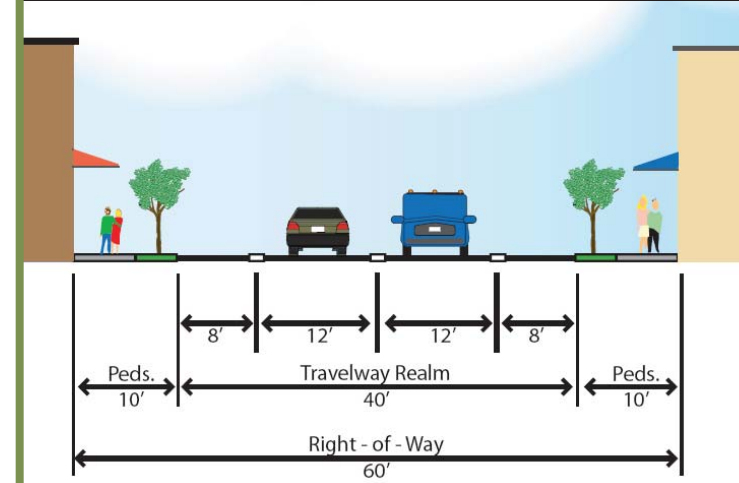
J. R. Miller Blvd. between 3rd and 4th Streets



J.R Miller looking north towards the bridge



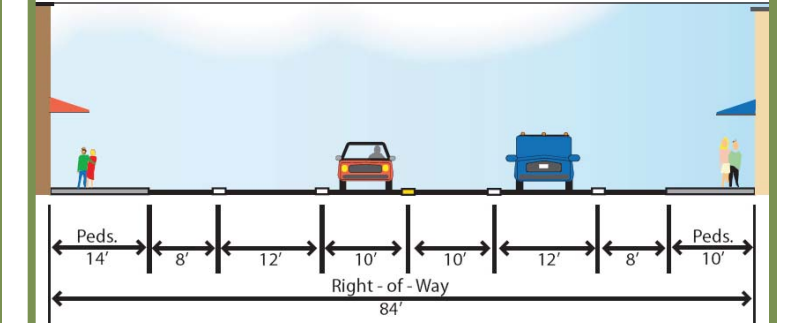
4nd Street Cross Section between Frederica and St. Ann Streets



View of 4nd Street looking west towards Frederica Street



Cross section of Frederica Street between 2nd and 5th Streets



View of Frederica Street looking south from 2nd Street.



Bicycle, Pedestrian, and Transit Connectivity

In general, downtown Owensboro's street network provides multiple and acceptable bicycle and pedestrian connectivity to adjoining neighborhoods. Most street sections have continuous sidewalks and a grid of streets providing alternative bike routes through neighborhood streets.

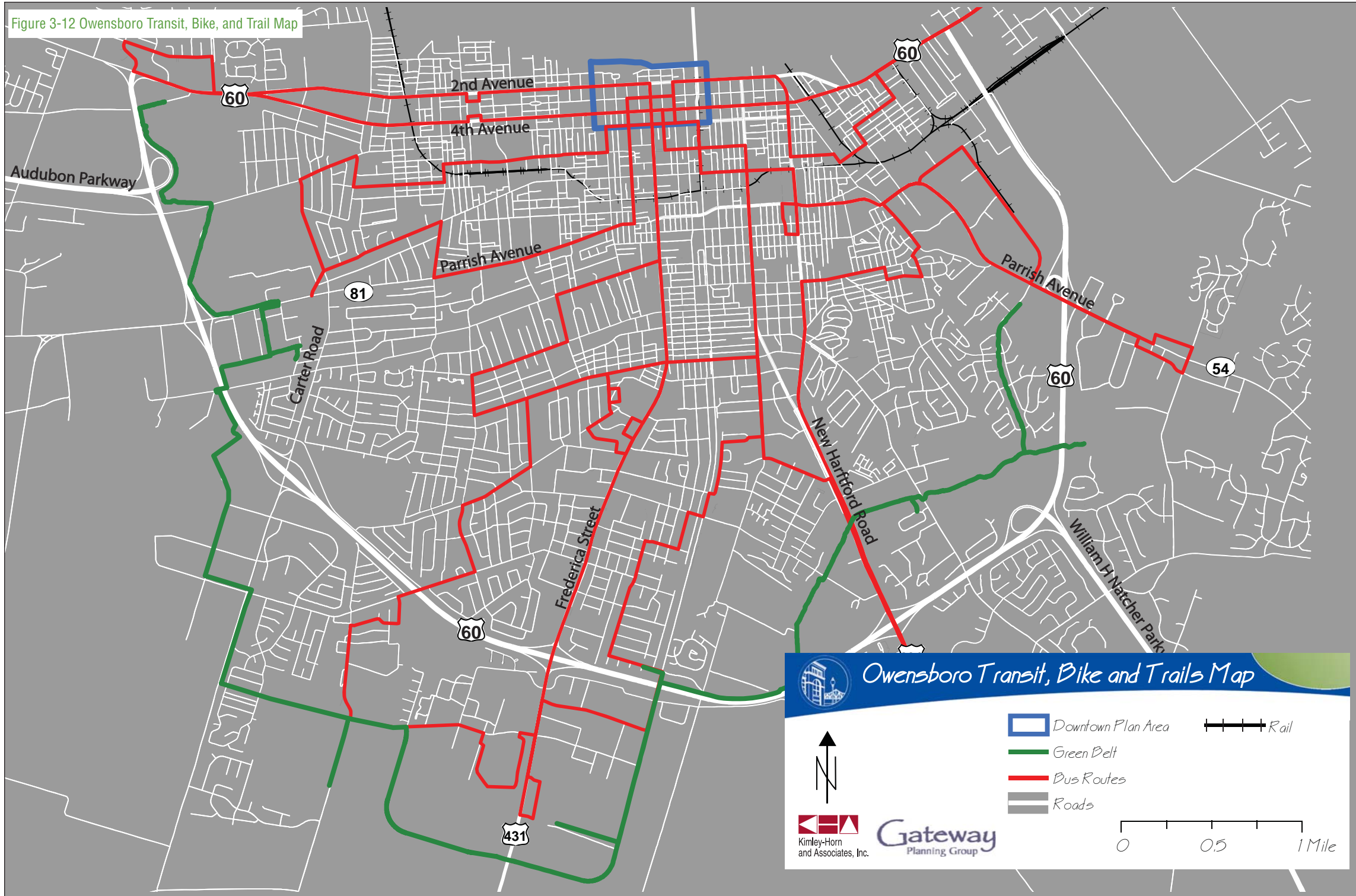
Development context and lack of a continuous street wall make certain street blocks unattractive to pedestrians despite the availability of sidewalks. This is predominant in

the western portions of downtown and the eastern transition areas. One of the most used recreational hike-bike trail is the Greenbelt which is located generally along the US 60 Bypass. The Greenbelt trail currently terminates at Parrish Ave and US 60 on the east and at US 60 and 2nd Street on the west. Providing access to and through downtown will be critical as part of this initiative.

Downtown Owensboro is currently connected via several transit routes to local and regional destinations. The city of Owensboro offers transit service on eight different routes using eight buses. Buses currently operate between 6 am and 6 pm, Monday through Friday. Although there is demand for longer operating times, it has to be balanced with providing service to destinations further out in the County. Most routes run on 30 minute headways with 1 hour headways on some longer routes.



Figure 3-12 Owensboro Transit, Bike, and Trail Map



Source: City of Owensboro, Kimley-Horn & Assoc., and Gateway Planning Group

Role of Streets in Downtowns

Streets in downtown environments are the largest public spaces and they should be designed for more than cars in mind. Streets should support the basic function of downtowns for pedestrians and commerce. Streets in downtown Owensboro move cars well and their current design is divorced from the land use context. Other than the three blocks along the historic core on 2nd Street, almost all other sections of downtown Owensboro's streets lack the vibrancy and pedestrian orientation that are hallmarks of great streets.

Great streets are essential to support the vision for downtown as a vibrant, mixed use neighborhood. Great streets are safe and comfortable for different modes of transportation – walking, biking, transit, and cars. They support commerce by providing convenient on-street parking, slow moving cars, and aesthetically pleasing environments.

Street design should be more than traffic engineering; it should be in the realm of urban design – appropriately marrying land use and design context with the mobility context. Thus, establishing standards for designing downtown Owensboro's streets is a critical part of implementing the vision for Downtown.



Streets supporting vibrant café environments



Streets accommodating multiple modes: transit, bikes, pedestrians, and cars



3.7 Arts/Cultural Organizations & Higher Educational Institutions (Source: Greater Owensboro EDC, Owensboro Convention & Visitors' Bureau)

Owensboro is home to several arts and cultural organizations. In addition, there are several festivals and community events that attract people from the community and all over the region. Owensboro is most well known as the city of Bluegrass music and Bar-B-Que.

Arts & Cultural Organizations

With respect to arts and cultural activities, Owensboro boasts some of the best for a city of its size in the country. Many of the community's arts and cultural facilities are located in and close to downtown thus providing the opportunity to create some synergy and vibrancy in downtown.

RiverPark Center:

Constructed in 1990, the RiverPark center is the premier venue for various performances. Located on the Ohio River in downtown, it includes a 1,500 seat multi-purpose auditorium, an experimental theatre that seats up to 300, lobbies and support facilities, a riverfront plaza, an open-air courtyard, and meeting/reception rooms. Each year, the RiverPark Center hosts more than 150 performance events and more than 900 civic events.



The RiverPark Center is home to several local performing arts organizations including the Owensboro Symphony Orchestra, Owensboro Dance Theatre, the Owensboro Community College, Oak Island Theatre, and the Owensboro Concert Association. In addition, the RiverPark Center

presents a professional Broadway series, an Arts Teach Kids series, Kidstuff series, as well as several special events including the Taste of Owensboro and the International Mystery Writers' Festival.

International Bluegrass Music Museum:

Located in the RiverPark Center complex, the International Bluegrass Music Museum displays the history of bluegrass music through interpretive exhibits, posters, costumes, and instruments. Other local bluegrass events include a winter concert, the Yellowbanks Dulcimer Festival at English Park and the annual Bluegrass Blast during the last weekend in September. In addition, the Radio Bluegrass International is hosted from the museum.



Owensboro Symphony Orchestra:

Also located in the RiverPark Center complex, the Owensboro Symphony Orchestra has an annual concert schedule and performs at the RiverPark Center. The symphony performs with some of the best musical talent in the world and annually conducts a Christmas Pops concert.

Theatre Workshop of Owensboro:

Theatre Workshop of Owensboro (TWO) was founded in 1955. TWO is a community theatre with a mission to provide a structured theatre environment for purposes of artistic expression and cultural enrichment for all volunteers. TWO



presents community theatre to Owensboro and Daviess County with shows such as "Rope", "Little Shop of Horrors", and "Painting Churches". TWO is housed in the Old Trinity Centre located on 5th Street, just west of Frederica Street, which is a registered historic landmark.

Museum of Science and History:

Located at 2nd and Daviess Streets, the Owensboro Area Museum of Science and History and the Wendell Ford Government Education Center is one of the finest facilities of its kind in the region. Among the features of the museum are historic memorabilia, including arts, crafts, and antiques, as well as natural history exhibits and a planetarium. The Speedzeum opened in 2003 and celebrates the rich racing heritage of the Owensboro-Daviess County region, covering everything from Soapbox Derby to local dirt track auto racing to NASCAR, motorcycle racing to hydroplane boats. There have been six NASCAR drivers and countless crew members in service in NASCAR's various racing circuits. Owensboro claims one of the highest levels of motorsports participation of any city in the country.

Owensboro Museum of Fine Arts:

The Owensboro Museum of Fine Arts is housed in two historic structures located on Frederica Street, adjacent to Brescia University—the Carnegie Library and the John Hampden Smith House, which dates back to the Civil War. The museum features a permanent collection of 19th- and 20th-century paintings and sculptures, decorative arts dating back as far as the 16th century, and the spectacular Stained Glass Gallery. The museum also features traveling exhibits and hosts educational youth tours during the school year.



Public Library:

The Daviess County Public Library is also located on Frederica Street, just south of downtown at 20th Street. It provides services to the entire county population from a single facility located in Owensboro. The library provides a wide array of services, including materials in all formats for all age groups; reference and information services; Kentucky history and genealogy research services; interlibrary loan; programming for children and adults; homebound delivery service; public access internet; dial-in access to the on-line catalog; fax and photocopy services; and outreach services to schools, daycare and headstart centers, and other community agencies. About 275,000 people visit the library each year.

Higher Educational Institutions

The Greater Owensboro region boasts some of the finest schools in Kentucky. The region is home to four colleges and universities with connections to various others in the state and throughout the labor market. Specifically, Brescia University is located within the Downtown Plan area on Frederica Street and 7th Street. The Owensboro Community and Technical College, in addition to its main campus located outside the US 60 Bypass, has a midtown campus located at Frederica and 15th Streets.

Brescia University:

Brescia University Street is located in the heart of downtown on Frederica Street. It is a Catholic liberal arts university with an enrollment of approximately 550 students including 180 international students who live on campus. Brescia approximately employs 44 full-time faculty members. With plans for expansion in the future, there are opportunities to partner with Brescia University in bio-medical economic





development, art & cultural programs, and sports/event facilities. Brescia is a significant stakeholder along Frederica Street, and can become a true downtown campus with its own unique identity.

Owensboro Community and Technical College (OCTC):

OCTC is a comprehensive community college with an enrollment of 5,000 offering two-year degree programs in general education and technical studies as well as customized business and industry training. The new \$15 million Advanced Technology Center specializes in advanced manufacturing and engineering technology with a state-of-the-art rapid proto-typing center. OCTC is the provider of adult education programs for Daviess and Ohio Counties and its midtown campus houses its large adult education program. In addition, the midtown campus also houses a huge workforce development program- the Kentucky Wins program.

Kentucky Wesleyan College (KWC):

Kentucky Wesleyan is a private methodist affiliated liberal arts college enrolling 900 students of which approximately half are from the surrounding 8-county region. The college campus is located on Frederica Street approximately 1 mile north of the US 60 Bypass. The College sees the small town environment as a safe one for students, but has a difficult time recruiting staff and faculty. Some of the opportunities for collaboration with the Downtown Initiative include the potential for a joint use event facility, transit connectivity along Frederica to Downtown and other destinations along the corridor, and partnerships for arts programs with art organizations and other higher educational entities.

Western Kentucky University- Owensboro Regional Campus (WKU-O):

Located adjacent to the Owensboro Community and Technical College, the WKU – Owensboro Regional Campus offers a host of undergraduate and graduate degree programs. Since 2003, WKU-O has seen a 14% increase in annual enrollment and in 2007 had almost 1,000 students enrolled in various programs (Source: WKU-O 2007 Enrollment Report).



SECTION 4: MARKET ENVIRONMENT



Section 4: Market Environment

- 4.1 Overview
- 4.2 Economic Context
- 4.3 Real Estate Market Demand
- 4.4 Assumptions

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4.1 Overview

There has been a renaissance in downtowns across the United States. According to a sample of 45 communities done by the Brookings Institution, the number of households living in the central city rose 13 percent from 1990 to 2000, a trend that undoubtedly has accelerated in recent years.

A variety of factors have contributed to this resurgence, including:

- Demographics, specifically smaller household sizes;
- Changes in the structure of the economy, with a heightened emphasis on adding value through the provision of service and knowledge;
- Shifts in consumer tastes and preferences, including a greater acceptance of owner-occupied multi-family housing and a strong desire for “authenticity” and “experience”;
- Technology, especially as it enables decentralized work and informs consumer tastes;
- Transportation, including congestion and rising energy costs, and
- Cultural/entertainment, an element of society that is increasingly multi-faceted and diverse.

Underlying all of the above (which influence all of society) is the desire for what has been termed Walkable Urbanism. According to Brookings, “since the rise of cities 8,000 years ago, humans have only wanted to walk about 1,500 feet (approximately a quarter mile) until they begin looking for an alternative means of transport: a horse, a trolley, a bicycle, a car. This distance translates into about 160 acres – about the size of a super mall, including its parking lot. It is also about the size, plus or minus 25 percent, of Lower Manhattan, downtown Albuquerque, the financial district of San Francisco, downtown Atlanta, and most other major downtowns in the country.”

What makes walkable urbanism function is not merely distance, but the experience – a pedestrian trip where one encounters a mix of sights and sounds in the context of a range of land uses and a diverse built environment. The translation is that “critical mass” occurs when visitors can find enough to do for an afternoon or an evening, residents’ daily needs are largely met within easy access, and the

underlying economics justify ongoing investment. When this happens (and is sustained), a dynamic system is in place that will create enhanced economic and fiscal value.

Many of the trends outlined above can be realized in Owensboro. For example, the core of downtown fits the size criteria for walkability, and already contains a wide range of land uses, cultural centers, and architectural styles. Perhaps just as importantly, private sector interest in the central city is on the rise. This is a crucial element of successful revitalization, as evidence locally and elsewhere indicates that sustainable redevelopment typically requires both public participation, in the form of both infrastructure and policies/programs, and private commitments. This public/private partnership creates a sum that is greater than the parts, in the process offering the community the maximum return on its collective investment.

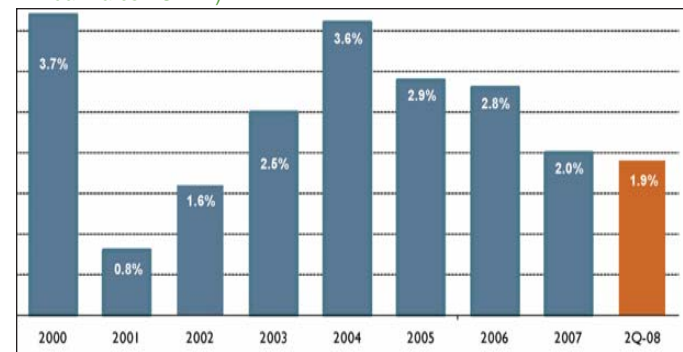
The balance of this section provides an initial evaluation of the market conditions under which revitalization will occur, as well as an assessment of the potential size, scope, and preliminary feasibility of specific initiatives. Following this review of market demand and potential catalyst projects, costs of project implementation are outlined, along with preliminary financing options in Section 7.

4.2 Economic Context

The National Economy

The cumulative effects of a weak housing sector, lack of liquidity in the financial markets, slow employment growth,

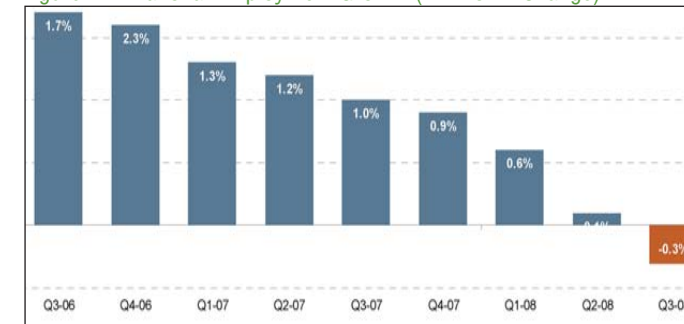
Figure 4-1: Personal Consumption Expenditures (Seasonally Adjusted at Annual Rates - SAAR)



Source: Bureau of Economic Analysis, TXP

and higher prices largely brought on by the spike in energy costs show that the national economy is well into recession.

Figure 4-2: National Employment Growth (12-Month Change)



Source: Bureau of Labor Statistics, TXP

National Outlook

The National Forecast is for little economic growth near-term housing market problems, financial crisis, and slower demand growth worldwide all indicate that the recession will be in force for some time. Following a modest decline in the third quarter of this year, TXP expects GDP to continue to shrink for at least the first half of 2009, followed by very modest improvement by next summer. Over the next five years, GDP should move toward expansion in the 2.5 to 3.0 percent range annually, as the economy’s potential growth of 3.5 to 4.0 percent per year (based in part on enhanced productivity associated with information technology) is tempered by slower labor force growth and the lingering impact of the housing crisis.

The Owensboro MSA/Daviess County Economy

The national economy influences the outlook for the Owensboro area, as national and international trends are the determinants of success or failure for a significant number of locally-based firms. Meanwhile, local consumer confidence is influenced by the overall national situation and outlook.

The current problems of the national economy are fairly well documented. As a result, Moody’s Investor Service (Moody’s)

reports that the “Owensboro economy is on the verge of slipping into recession, as employment is now contracting on a year-ago basis. Weakness in the labor market stems from the manufacturing industry, which has been hit hard by the rapid slowdown in motor vehicle demand nationwide this year. The unemployment rate remains low by historical standards, but this is a function of discouraged workers exiting the labor force rather than favorable hiring conditions. Softer labor market conditions and tepid house-price growth have forced consumers to rein in their spending, leading to payroll cuts in the retail industry.” Meanwhile, the closure of the Executive Inn, in addition to the obvious implications for downtown and the visitor industry, also has had an impact on the overall economy.

The following is Moody’s assessment of the key variables that influence the local economy, as well as the overall local forecast. This analysis and outlook is based on current trends, and does not reflect policy initiatives such as the current effort to revitalize downtown.

Additional Analysis from Moody’s

Housing

The housing market will hit a trough for the remainder of the year before registering a modest improvement for 2009. The combination of weak labor market conditions and persistently tight lending standards will prevent more robust improvement in the residential real estate market this year. Price growth will remain weak, but will not turn negative due to the lack of excess supply on the market. This will prevent a more substantial retrenchment on the part of consumers this year. However, if mortgage lending standards remain restrictive into 2009, house-price appreciation will likely turn negative despite the favorable supply situation.

Manufacturing

Exceptionally weak automobile demand nationwide will continue to plague the metro area’s important motor vehicle parts manufacturing industry over the next year. The industry is tied to the fortunes of Toyota, and although the firm has fared much better than the Big Three over the past few years, it has still witnessed its sales nosedive in recent months. While a great deal of attention has been paid to



tight mortgage lending standards since last summer, consumers have also had a difficult time obtaining auto loans as well. Until the turmoil in credit markets begins to dissipate, auto demand will remain languid, forcing local parts manufacturers to reduce their payrolls.

Demographics

Population growth will be sluggish over the long term. The lack of high-paying jobs will be a major deterrent to potential in-migrants, as many will choose to relocate to nearby Louisville or Bowling Green, both of which possess a more dynamic economy than does Owensboro and have costs of living that are nearly as low. Furthermore, the metro area has a relatively old population; residents aged 65 and older make up nearly two percentage points more of the population in Owensboro than they do nationally, which will depress the natural rate of growth going forward. A low educational attainment level has been a major contributing factor behind the underdevelopment of the metro area's service sector, as well as its struggle to attract high-tech manufacturers. Although the cost of doing business is lower in Owensboro than in Louisville, **high-tech firms have remained hesitant to start operations in Owensboro due to the scarcity of highly skilled labor.**

Area Forecast

The long-term outlook for Owensboro is downbeat. Its manufacturing industry will continue to shrink, and the area lacks the presence of a service industry capable of becoming a long-term growth driver. Employment and income growth will be heavily dependent on government payroll expansion, but lower tax revenues from the contracting manufacturing base will limit the public sector's ability to offset the moribund private sector. Weak demand for housing will translate into modest price growth over the long term. As a result, residents will be limited in their ability to extract equity from their homes in order to compensate for tepid income growth, and spending will suffer.

4.3 Real Estate Market Demand

Aggregate Market Projections for the Owensboro MSA

Over time, demand for any type of real estate is largely a function of demographics and economics, as job growth and household formation create both the need for space and the means to pay for it. According to TXP projections, total Owensboro MSA population will approach 120,000 by 2020, while the local job base will move past 58,800 during the same period. To support this population and employment growth, the number of housing units and non-residential space in the region must expand.

Table 4-1: Owensboro MSA Economic/Demographic Variables

Year	Population	Personal Income (\$millions)	Total Employment
2007	112,104	\$3,403,605	54,500
2008	112,754	\$3,480,805	54,643
2009	113,408	\$3,561,510	54,653
2010	114,003	\$3,728,185	55,413
2011	114,601	\$3,892,756	55,978
2012	115,202	\$4,050,157	56,275
2013	115,806	\$4,214,347	56,624
2014	116,414	\$4,370,318	56,977
2015	116,937	\$4,528,834	57,291
2016	117,462	\$4,689,934	57,605
2017	117,989	\$4,862,607	57,922
2018	118,519	\$5,046,620	58,240
2019	119,051	\$5,237,417	58,560
2020	119,500	\$5,430,578	58,840

Source: TXP

Indications of market demand, conversations with local real estate professionals, and analysis of current centers of activity and planned projects and infrastructure point toward development/rehabilitation over the next ten years of office space, hotels, residential, and retail/entertainment uses. For purposes of this analysis, it is assumed that downtown can capture between 10 and 33 percent of the net new demand, a level consistent with what has been done in a number of other communities. By the same token, some of these categories are flexible; a given storefront, for example, could easily be used as a retail outlet, an office space, or a restaurant over time.

Table 4-2: Owensboro MSA Construction/Real Estate Projections

	(Square Feet)		(Units)
	Office	Retail/Restaurant	Residential
2009	51,895	31,005	256
2010	82,605	53,032	265
2011	84,049	85,682	266
2012	95,662	98,861	268
2013	97,170	97,288	269
2014	101,687	97,876	265
2015	103,745	98,469	238
2016	105,846	99,067	229
2017	107,991	99,671	230
2018	110,181	100,280	231
2019	112,415	100,894	232
2020	114,697	101,514	196
Totals	1,167,944	1,063,640	2,946

Source: TXP

Residential

As shown above, net population growth suggests that the Owensboro area will need approximately 3,000 additional housing units by 2020, assuming the current average of 2.29 people/household. If downtown is able to capture the equivalent of 10 percent of this growth, then 295 housing units will be brought online over this period; a 15 percent capture rate would increase the figure to 443. It should be noted that this projection is predicated on baseline growth, and does not include demand that may be induced as a result of downtown revitalization or other economic development initiatives. Unit values are an average, and reflect both conversations with local developers/real estate professionals and secondary data analysis.

Retail/Restaurant

The forecast for retail/restaurants is predicated on two sources: 1) expected growth in retail trade and food services employment (which in turn is tied to population growth); and 2) recapture of some portion of the "leakage" of retail activity to Evansville and other communities. Standard American Planning Association (APA) ratios of 675 sq. ft./employee were used to estimate aggregate new development required. In addition, total retail leakage from Owensboro

was estimated at \$133 million during 2002 by a third-party retail feasibility analysis. This figure was estimated for 2007 at \$162.2 million by TXP, using data on personal income growth over the intervening period. The third-party analysis assumed that Owensboro could recapture approximately two-thirds of this loss; combined with the assumption on downtown capturing 20.0% and the baseline growth yields the estimate of total new retail/restaurant development of just over 1,000,000 sq. ft. through 2020. Unit values are an average, and reflect both conversations with local developers/real estate professionals and secondary data analysis.

Office

The forecast for office demand is predicated on information, financial activities, professional/business services, and education/health services employment. The standard APA ratio of 350 sq. ft./employee was used to estimate aggregate new development, which combined with the assumption on downtown capturing 33.0% and the baseline growth yields the estimate of total new retail/restaurant development of 1.167 million sq. ft. through 2020. Unit values are an average, and reflect both conversations with local developers/real estate professionals and secondary data analysis.

Lodging

The closure of the Executive Inn in early June clearly will have a significant impact on the local lodging market, as evidenced by the sharp reduction in supply and generally sluggish demand.

While implied occupancy has risen with the loss of 400+ rooms, the market has been weakened overall, if for no other reason than the fact that the balance of the local product is geared toward the lower end of the market, with most business coming from non-business and non-destination/meeting travelers. The recent jump in revenue per room available is an indication of an under-supply in the market, reflecting the closure of the Executive Inn.

New activity downtown and continued slow growth in the local economy should prompt an increase in overall demand for lodging in the area. This trend would be heightened by the presence of meeting capacity within or proximate



to the hotel, as new demand would be induced which Owensboro has not been able to accommodate for some time. The addition of 225 rooms downtown (under either one roof or two) would increase supply to just over 1,253 (assuming no other new local hotels are built). Meanwhile, demand would likely return to levels comparable to 2002-03. Current average daily revenue (ADR) per room sold (July 2008) was \$77.38; new product and amenities nearby should support an ADR of at least \$80-\$100.

4.4 Assumptions

With its emphasis on mixed-use, walkable development, the market concepts behind the revitalization of downtown Owensboro reflect current trends and conditions. This approach is consistent with similar projects elsewhere across the nation. The overall projections of the local economy and aggregate local demand for real estate validate estimates of these conservative demand parameters. Unit values used

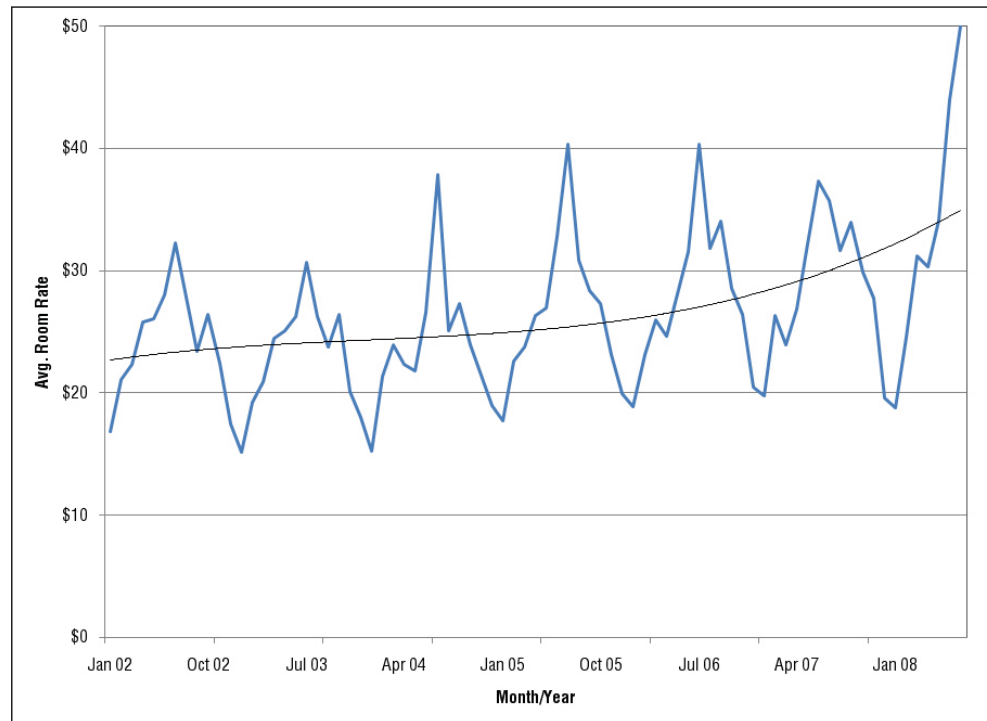
for the market study were adjusted to reflect the full cost of development, and they are combined with a conservative assumption on inflation to generate the expected incremental tax base values and attendant revenues to the community. Cost estimates reflect either specific local analysis, unit values based on comparable facilities elsewhere, or expert local opinion. Revenue estimates were produced in consultation with City finance officials. As a result, the Design Team believes these forecasts, cost estimates, and revenue

projections provide a sound basis for policy development.

These projections are just that – forecasts based on the best available current information related to market conditions, which are subject to change. Given the unique nature of this project and high visibility, for example, the substantial commitment of a few large developers could have a significantly positive impact on both the level and timing of future growth. Moreover, the financial projections make no allowance for positive “spillover” to the value of other properties in area as a result of new development (beyond inflation), which easily could occur. On the other hand, a

slowdown in development as a result of a national recession, negative changes in key drivers of the western Kentucky economy (such as agriculture), new developments in the region (especially in Evansville) or other unforeseen issues could materially reduce the volume of construction put in place over the forecast horizon.

Figure 4-3: Average Revenue Per Room Available in Owensboro MSA Hotels



Source: Smith Travel Research

Table 4-3: Owensboro MSA Hotels

	Date Opened	Number of Rooms
Ramada Inn Owensboro	Oct 1962	141
Motel 6 Owensboro	Oct 1974	90
Days Inn Owensboro	Jun 1974	110
Executive Inn	Jun 1977	413
Cadillac Motel	Jun 1940	41
Colonel House Motel	N/A	49
Motor Lodge 231	Jun 1978	29
Owensboro Motel	N/A	22
Budget Inn	Jun 1970	55
Super 8 Owensboro	Aug 1991	52
Hampton Inn Owensboro	Nov 1994	86
Holiday Inn Express Owensboro	Feb 1997	70
Fairfield Inn Owensboro	Aug 1997	100
Sleep Inn Owensboro	Mar 1999	64
Comfort Suites Owensboro	Dec 2002	66
Comfort Inn & Suites Rockport	Feb 2007	53
TOTAL		1,441

Source: Smith Travel Research

Table 4-4: Downtown Owensboro New Private Sector Development

	Units/Sq. Footage/Rooms	Unit Value (\$2008)	Total Value (\$2008)
Residential	295	\$100,000	\$29,500,000
Office Space	450,493	\$100	\$45,049,260
Retail/Restaurant	212,728	\$110	\$23,400,080
Lodging	225	\$65,000	\$14,625,000
TOTAL			\$112,574,340

Source: TXP

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SECTION 5: DESIGN WORKSHOP



Section 5: Design Workshop

- 5.1 Issue Identification
- 5.2 Urban Design Principles
- 5.3 Program for Downtown
- 5.4 Downtown Design Workshop & Outcomes
- 5.5 Downtown Property Value Analysis
- 5.6 Farmers' Market
- 5.7 Linkages & Opportunities

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The Downtown Design Workshop was held during the week of September 8 – 12, 2008. The Workshop was intended to use the three months of background analysis and stakeholder input to develop a physical master plan for Downtown in an intense week long workshop. The community input was derived during the months of May, June, and July through a series of meetings with key identified leaders and stakeholders. This section outlines the input derived from the stakeholder meetings, fundamental urban design principles that formed the foundation for the Design Workshop, inputs from the Market Analysis and community meetings that formed the program for downtown development and actual outcomes during the workshop.

5.1 Issue Identification

As described in Section 2, the Design Team held several meetings with key stakeholder groups with the assistance of the EDC staff.

The following Stakeholder groups were identified:

- Developers
- Homebuilders
- Chamber of Young Professionals
- Convention/Visitor's Bureau/Tourism/Sports/Events
- Employers and Organizations (non-profits and churches)
- Arts and Cultural Organizations
- Transportation professionals
- Higher education
- Downtown advocates



Design Team meeting with stakeholders in June 2008



Existing boat dock on the river's edge at Veterans Blvd. that will be lost with the Waterfront park improvements

Between June 30 and July 3, 2008, the design team met with a total of approximately 150 representatives from the various stakeholder groups above. The goal of these meetings was to gather input that was group specific as it related to downtown. In addition to identifying critical needs within downtown, issues and opportunities were also identified. The following is a summary of key issues identified by stakeholder group.

Stakeholder Input Summary

Developers

- Focus on conventions, hotels, sports arena, and 2-way traffic (need a good traffic plan for downtown); need vibrancy in downtown.
- Public sector needs to show commitment to downtown by investing in downtown. Public sector has initiated this process which is a positive step.
- City and County need to work in cooperation with each other and the private sector. Private sector is looking for public sector leadership for this initiative.
- Need more residential choice in downtown and people living in downtown. This will in turn trigger the need for retail/other events to happen.
- A lot of empty nesters, baby boomers who would love the quality of life of living downtown- but need to be economically able to sell home at reasonable price.
- Downtown housing market may be underestimated. Market needs to be strong enough for people to be able to sell their homes, but more important need to create affordable housing downtown. Benny Clark's townhomes (\$225K – \$400K) on the river were a huge success and most of the buyers were from out of town.

- Community needs to be able to lure and keep professionals to work in the hospitals, and other major employers. Need to create an environment to attract people similar to Georgetown in DC.
- Need to take advantage of the river front access and people owning boats in the community by providing marina facilities in Downtown.
- Need to appropriately phase and plan the construction of the Riverfront park improvements to minimize disruption to the general public.
- Need to look at 2nd street – specifically truck traffic and one-way versus two-way issues.
- Need to get an activity generator downtown such as a convention center, sports center, or music venue. Need to create such a facility without creating a void/no-man's land of parking around it, while still being able to provide for parking on game days.
- Need to evaluate zoning requirements with respect to parking and building code standards with respect to adaptive reuse of historic buildings in order to encourage development in downtown.

Homebuilders

- Need to take advantage of river recreational activities in downtown, possibly English Park.
- Need to connect English Park with the rest of Downtown and add restaurants and retail.



Potential live-work residential uses that will add more vitality to downtown

- Cost of new residential construction (custom built) is around \$100/ft with land; low \$90s without land.
- Need to stimulate downtown housing:
 - o Opportunity to redevelop significant number of blocks in Downtown since there is a lot of vacant land and dilapidated buildings. Acquisition of dilapidated structures and vacant land should also be a priority for the public sector to stimulate downtown housing.
 - o Need major activity centers, year-round uses, and clean up of dilapidated areas and unattractive car lots before people will be willing to move downtown.
 - o People will live downtown if they can walk to the local pizzeria, flower shop, grocery store, etc. With high gas prices, need to emphasize the ability to walk.
 - o A family may live in downtown if there's a safe environment for children; a place to play. Safety is the most critical aspect for families with kids. In addition, families with kids still want a yard. Creating small pocket gardens would be an option to attract families with kids to downtown.
- Entertainment uses to attract downtown housing:
 - o Need more restaurants downtown. There are about 6 – 7 successful restaurants in downtown today.
 - o Entertainment: restaurants, movie theaters etc tend to work because that's what residents can relate to/want.
 - o Amphitheatre at English Park to have year-round activities
 - o Major joint-use sporting facility in downtown to attract people and activities downtown.
- Need to attract and retain young professionals. Community experiences brain drain right now.
- Direct interstate access is not a necessary requirement for the success of a downtown; leadership and innovation are key to a community's success.
- Need specialty markets at grocery stores for ethnic food..
- Need range of activities including reasonably priced activities for younger population (teenagers). Need to have activities based on the economic capability of the population.



- Downtown housing needs to be based on a viable market for urban living.
- Take advantage of current entertainment destinations such as Goldie's Opera Hall by expanding and renovating it to attract more people.
- Downtown needs to have destinations for the entire family.
- Demographic changes (aging baby boomers and more households without children) will support high-quality urban living in the next 5 – 10 years.
- In addition, the hospital expansion will bring medical professionals who will be demanding more out of downtown.

Chamber Young Professionals (CYP)

- Want downtown residential, recreation, go out to eat, shopping, etc and not really have to travel outside nucleus of downtown to do everything. Take advantage of one thing we do have- river.
- Need to give people who have graduated a reason to come back to live – it's not a fun/exciting place to live, need to change this. Need to create a sense of place.
- Need downtown housing choice - apartments, lofts, condos, townhomes, etc.
- Need to remove barriers to redevelopment and adaptive reuse - traffic, one-way streets, convenient parking. Also, not a good supply of buildings to choose from.
- Provide free public Wi-fi for all of downtown core area.
- Need to have a more visually appealing downtown with more activities – dining, entertainment, etc.
- Need to create a more pedestrian friendly environment from parking to destinations (eliminate dead streets).
- Need to intermingle residential with entertainment venues. Owensboro has some wonderful buildings that need to be redeveloped.
- Need to take advantage of Owensboro's ability to attract International students to its higher education institutions because of its manageable size and safety factor.
- Need a centralized entertainment district- needs to be visible, have porches, can walk by and see people having fun; able to just stop in spontaneously to have a drink... don't have to drive across town. This creates competition across areas of town.



A downtown street with cafes and vibrant street life.

- Need to clean up and have something to offer before people will want to live there- even if one apartment is okay, if the one next door is bad, people won't move.
- Distances in Owensboro and commuting in Owensboro is still convenient; so Downtown must have a critical draw to get people to move downtown.
- Need to increase diversity in Downtown. People come to see other people in a downtown environment and may not choose to go to big cities for that experience. People want an urban experience in their communities.
- Increase partnership between the international student program at Brescia University and the EDC or other employers to create internship programs. This will help retain young professionals and increase diversity of the population.
- Young, creative class of entrepreneurs can fill a niche – but need to create a buzz downtown, that there's something to do, in order to attract creative people, and employees. (example – Paducah, KY).
- Need to get the community to rally around and get excited about downtown.
- Need a downtown "Champion". CYP could make Downtown their 'project'.
- Community has come together by identifying downtown as a high priority during the "We the People" effort.
- Successful downtowns need both tourists and residents to be tourists in own town.
- Need to improve access to public transportation and cabs:
 - o Transit system closes at 6 pm. Need to extend on weekends
 - o Make 2nd street more pedestrian-friendly. Divert truck traffic/ move the one-way to 3rd or 4th

CVB/Sports/Tourism/Events

- Convention center/multi-purpose facility is necessary. 10+ conventions, sporting events lost in the community due to lack of convention space. Close to \$1 million will be lost, from Executive Inn's closing until September because no convention space, hotel were available.
- Hotel – need 350-400 rooms (total) optimum. Could be in the form of more than one hotel and could include a smaller boutique hotel.
- Executive Inn Hotel statistics - All Groups totaled 50% of business; of which 14% was government, state, meetings; and sports 16.5% - 17%.
 - o Conventions would cause half the hotel to be booked. Hotel used entertainment events to go along with conventions in order to book the other half.
 - o The limited area of the venue limited the type and scale of entertainment options.
 - o Room sales allowed tickets prices for entertainment events to stay low since the ticket prices were bundled with the room sales.
 - o Banquet facility - 29,000 square feet; divided into 4 sections.
- Example of a successful convention center include Convention Center in Paducah, KY.



Former Executive Inn with docking facilities and McConnell Plaza in the foreground.

- Owensboro carved a niche in amateur sports market because of Executive Inn location and ability to be a host hotel for events. Not many cities with 50,000 population have 600 room hotels with 12,000-square foot convention center. Need indoor space which is up-to-date/credible to be used for events like USA Tai Kwon Do, Cheerleading competitions etc.
- Need to be able to accommodate 5,000 – 6,000 persons at major shows; need approximately 25,000 sq.ft. of indoor, multi-purpose event space with high ceilings. Need something that can be adapted to bring in the 5000 people for a game, graduation, etc., but can also lay down 20 volleyball nets, Tai Kwon Do mats. Need to be able to bring in indoor events.
- RiverCenter can accommodate 1500 for outdoor concert. Need to accommodate 5,000 persons in a concert venue that could attract 6-12, 5,000-person events/year.
- Baseball facility could be part of a multi-purpose center including a venue for concerts with amphitheater, etc. as an anchor in downtown.
- Previous studies have shown that convention center was shown to be needed more than baseball stadium.
- Considered doing water sports at river. Need to leverage this with other activities to drive tourism. Priority is to replace meeting space of community that was lost due to the closure of the Executive Inn.
- Sports tourism is growing and Owensboro can take advantage of it. Owensboro used to be known as the 'entertainment venue of the south.' But now, \$1 million worth of tourism (from June-Sept) has left.
- Need an indoor draw for children such as a waterpark, etc. Olympic-sized indoor pool in the Exec. Inn brought revenue and activity and made the Executive Inn a family-friendly atmosphere. The rooms around the pool were often booked by local residents and tourist with kids.
- Design of Riverfront park needs to take advantage of opportunities for adjoining uses and connect future redevelopment of the Executive Inn site to the rest of Downtown
- It will be 3-5 years until a new convention center will be built; need to create a sense that something is going on in the short run.
- Other short term opportunities could include farmer's market, antique shops.
- Need to build on NASCAR history with 6 NASCAR drivers being from Owensboro.



Employers & Organizations

- Riverpark is a great amenity keeping some employers in Downtown.
- Downtown location is important for some businesses as it is the heart of the community.
- For some other employers, downtown location is not so critical, but recruiting and retaining professional personnel is an issue.
- Biggest attraction is the “hometown” atmosphere that many people are seeking. Other positives are good schools, cost of living, no traffic and great 5-minute commute.
- Possible to start a recruitment program targeting former high school/college graduates back to their home town.
- Need to create a very vibrant, progressive downtown to help recruit and retain young professionals.
- Need downtown housing for young professionals and empty nesters.
- Need activities in downtown to draw families.
- Need more restaurants to eat lunch and after church services on Sunday.
- Churches have activities 6 days/wk; 4 nights/wk. Downtown can be reached by everyone in 10 min. Location is convenient for the target people we’re trying to reach.
- Need to provide other functions required for people living in downtown such as grocery stores.
- Churches and other institutions can partner with organizations to provide housing, job training facilities, etc.
- Location and amount of convenient parking is an issue for a lot of the employers in downtown.
- Need appropriate private investment to reduce the burden on the public sector. Possible to take advantage of shared parking opportunities with area churches that have large surface parking lots.
- Downtown retail is difficult since there’s not enough pedestrian traffic to justify it at this time.
- Need to take advantage of river and provide condos on the river.
- Redevelopment of Executive Inn site should be smaller in scale with small shops, built around a theme (branding). Need to include housing as part of the master plan for redevelopment.

- Downtown needs to provide an experience that is totally unique that you cannot get in the suburbs.
- Incentives should include a range of direct and indirect opportunities.
- Importance of reinventing the Owensboro brand to focus on the River. Need the brand to appeal to broad spectrum of people.
- “Living large in a small city”. Owensboro has it all, but falls short in retail, restaurants, entertainment, opportunity in downtown- and this is what community is supporting. Investing in downtown is Economic Development.
- Take advantage of the arts/culture niche. Is only 1 of 3 cities in state of KY (only one west of Louisville) with fine arts gallery.



The incredibly successful RiverPark Center, the community’s premier cultural facility, with its plaza on the Ohio River.

Arts & Cultural Organizations

- Build on existing organizations and initiatives such as the Buffalo Trace public art initiative. Opportunities for wayfinding/public art along Frederica St. to the water front.
- RiverPark Center running into capacity challenge.
- Kiosk/stage areas programmed for park.
- Need more specialty restaurants like the Bistro; potential for little Blues Bars, etc.
- Extend hours of operation of public transit to support entertainment events in downtown.
- Incorporate an interactive sculpture on front of Science Museum.

- Identify location for a downtown art gallery that the Fine Art’s Museum is planning.
- Possible Fine Arts/Performing Arts festival (similar to Charleston’s Spoleto festival).
- Possible collaboration on Arts Center for Education facility.

Transportation

- Opportunity to supplement this initiative with a future traffic study (funded by GRADD) when convention center and other activity generators are identified.
- 2nd & 4th Street Traffic Issues:
 - o Need 2nd Street to become more pedestrian friendly area.
 - o Truck traffic on 2nd street is a disincentive for businesses looking to relocate on 2nd street and makes the street unfriendly to pedestrians.
 - o Need to balance KYTC’s goal to move traffic through downtown and the community goals of creating a walkable downtown. It may be possible to route US 60 around the bypass instead of through downtown if the city of Owensboro accepts maintenance of 2nd and 4th. US route, may have to get approval from FHWA. But, it fits the criteria to get it off system. Bypass would be a sufficient alternative to the US route. The real issue is the cost to the city versus benefit to the city of such an action.
 - o Generally need to look at the downtown traffic circulation to make it easy to get around for cars and pedestrians while moving traffic.



Image showing trucks speeding down 2nd Street making it dangerous for pedestrians crossing.

- o Need an “order of magnitude” cost of converting one-way to two-way street. Possibly get comparisons from other communities that have done this.
- o Once more people start living/working/playing downtown, will need 2 way- and redevelopment pays for this cost over time (ie TIFs).
- o Need to balance discouraging truck traffic with providing adequate access to other automobile traffic that may cut through downtown. Don’t want to limit automobile cut-through traffic through downtown. Any traffic diversion needs to be executed very carefully to only divert truck traffic.
- o Pair a better invitation off highway with diversion of truck traffic. Other options to reduce truck traffic without redesigning cross system (take off system):
- Parking – Certain events such as Judicial center court days create a huge burden on downtown parking. Parking garage spaces may not be sufficient to provide for it. Business owners want timed meters, to keep spots open; employees, downtown residents don’t. Currently, all of downtown has a 2-hour parking restriction (no meters). Need to have rational on-street parking time limits and standards that are consistent with the vision for downtown development.
- Veterans Blvd. – no support for closing the street, but possible look at cross section to tie into the park and rest of downtown.
- Bicycling issues –
 - o Cycling culture is growing.
 - o Carefully evaluate bike lanes and routes in light of the city’s previous unsuccessful efforts to create bike lanes on neighborhood streets and to create a viable network.
 - o Need to provide for a range of bicyclists—professional, recreational, and commuter bicyclists.
 - o Provision of bike racks in downtown and major destinations.
 - o Bike racks available on all buses now.
 - o Look at opportunities to connect to the greenbelt through downtown streets.
- Transit Issues:
 - o Plans for 2 more routes.
 - o Need to reevaluate routes since they have not been changed for 30 years (with GRADD).



- o Buses run 6am-6pm M-F; Sat 10-4.
- o 8 buses; run 6 routes.
- o Demand is for extending existing routes further into the county versus running them for longer hours.
- o Currently most routes run on 30-min headways with 1 hour headways on some longer routes.
- Need to emphasize gateways into Downtown through parkways and wayfinding.
- Angled, on-street parking is currently not permitted on city streets. This will have to be evaluated to balance safety and retail needs for on-street parking.

Higher Educational Institutions

- Owensboro Community and Technical College (OCTC):
 - o Opportunity to expand downtown campus to include technical programs.
- Brescia University:
 - o Create a campus environment and truly link the campus to downtown.
 - o Campus master plan to complement the downtown master plan
- Kentucky Wesleyan College:
 - o A vibrant downtown with opportunities for internships, things to do and employment will help recruit students, faculty.
 - o Need more places for friends/parents to eat/stay at when they come to sporting events in downtown.
 - o Possible opportunities for partnering with the City and other institutions for sports facilities.
 - o Need a location for assembly and other college events (issue for all institutions). Only available place is the Riverpark Center which is expensive.
 - o Need to take advantage of the many people come to Owensboro for campus/university-related activities (not just festival attendees).
- Opportunities for Downtown Collaboration:
 - o Take advantage of available opportunities in downtown for series of community gardens, educational buildings.
 - o Develop a partner program with the recommended Art Center for Education.
 - o Wealth of opportunity, for internships, lots going on at RiverPark. Partnership opportunities with the RiverPark which is looking at expanding education piece.

- o Weeklong festival for all the arts; expand Mystery Writers festival in order to include more students.
- o All 3 colleges want to expand- especially theaters, music. Could be a partnership opportunity with the Cultural/Arts organizations.
- o Need to merge education and arts through a downtown facility that brings together learning opportunities.
- o Possible opportunity to use a new multipurpose events center in include arts/educational center programming.
- o Potential for partnership- in regards to civic engagement: service learning opportunities for students (a lot of what is offered now is near/in downtown).
- o Use current programs in arts, graphic design, etc to help community groups and other non-profits (create a new networking model).
- o Increase participation of students/young professionals in civic leadership opportunities (Lions Club, Rotary, etc.).
- o Increase enrollment of international students - need to become more inclusive.
- o Explore internship opportunities with area employers to encourage students to stay in the community.
- o Provide choices and amenities for people interested in different life styles such as empty nesters, young professionals, etc.
- o Need to provide opportunities and linkages to connect visitors on campus to rest of downtown through transit. All 3 colleges have campuses on Frederica- great opportunity for rapid transit.
- o Need to improve/encourage bicycling options and culture.
- o Evaluate opportunities for promoting local business patronage through coupons, charity opportunities etc.

Downtown Advocates

- Waterfront Park Issues:
 - o Funding is in place for the infrastructure improvements i.e., the wall. 3 years construction time for this heavily engineered structure. Current shortfall in funding is between \$15 million and \$18 million.

- o Still don't have permit from Corps of Engineers. Construction to start in spring 2009.
- o Process to generate design: Public meeting that compiled citizen vision. Discussion about view corridors; many discussions about what would complement the park ie shops, restaurants.
- o Surface park improvements: money is authorized but not earmarked.
- o Look at tweaking the design of the RiverPark to work with the civil engineering design and the context of the downtown plan.
- o Want a plan to ensure that development near park makes sense.
- o There is a provision for Riverboats (smaller, privately owned); houseboats, cruise boats.
- o Need to know where infrastructure lines (water, sewer, stormwater) are and how they affect the park design and redevelopment along Veterans.
- o Need better communication between groups working on different projects affecting downtown.
- Need an overall framework for Downtown Owensboro that everyone is working from voluntary compliance, (Regulatory does not work.) Need more design prescription (could be phased in).
- Need to educate people on the economic and cultural benefits of historic preservation. Many historic buildings are being allowed to deteriorate to a point where it's more feasible to replace rather than restore. If code was enforced, it would never get to the point where people would begin to consider it being torn down.
- 2nd Street issues:
 - o City needs to take over maintenance of 2nd Street from overpass to overpass. Need to make it difficult enough to deter trucks, without making it too difficult and discouraging regional traffic. Need to balance cost versus benefit of city taking over maintenance of 2nd street.
 - o Look at possible traffic calming options including re-synchronization of lights, curb extensions, lower speed limits, narrower lanes etc.
- Need incentive to move people/wealth downtown. Need owner-occupied (living and working) spaces downtown.
- A lot of voids between neighborhoods and downtown make them the perfect location for new condos and transition type residential uses (townhomes, live-work).

- Farmer's Market issues:
 - o Family-friendly. Vendors, entertainment. Could be the western anchor along the waterfront.
 - o Partner with higher education institutions- horticulture and/or culinary programs.
 - o Multi-purpose market center that can be leveraged for place-making
- Transit/Multi-modal transportation:
 - o Evaluate alternative routes/corridors (along alleys) for other modes (golf carts/small electric vehicles).
 - o Transit system, (bus) needs to be more reliable, and advertised (use new technologies such as BRT, GPS, etc).
 - o Use smaller, 10-12 person capacity electric buses.
 - o Could make Frederica Street the main transit corridor to feed other bus routes into.
 - o Transform Frederica Blvd. into a "great street" by integrating bike lanes, enhancing streetscape, transit, etc. It should become Owensboro's "Champs-Elyse".
 - o Streets need to be redesigned to be more pedestrian friendly, before they are bike friendly.
 - o Improve aesthetics of medians on city roadways (Parrish, etc).
- Parking issues:
 - o Will need more parking for future development.
 - o Structured parking is necessary if build housing downtown. Direct linkage to parking necessary. Need to come up with shared parking plans.
- Need to harness the market for downtown housing, retail, and other activity generators.
- Need more communication with public to create buy-in for the plan and implementation.
- Need to mobilize citizen groups such as ROOT with letters to the editor, etc.
- Vitality of downtown depends on clustering of appealing activities- these businesses need pedestrian traffic.



View of Frederica Street today



5.2 Urban Design Principles

The following urban design principles are the basis for the Illustrative Master Plan that was developed at the Design Workshop. These principles combine and consolidate the key elements to creating vibrant, walkable environments and are universal in their application.

Create a "Street Wall"

Buildings in a downtown should be built close to the street, and typically right up to the property line in order to define the public space of the street. Public buildings (civic buildings, churches, etc) can be set back from the street edge to create special open spaces and should occupy prominent sites in downtown. In transition areas (semi-urban areas at the edges of the urban core), varied setbacks may be more appropriate.

A street with a consistent street wall invites pedestrians



A street with voids discourages pedestrians



Activate the Ground Level

The ground floor level of a building that is next to a sidewalk should have doors and windows opening to the sidewalk in order to provide visual interest and interaction with pedestrians. Solid, blank walls, especially at ground level, detract from the urban experience.

Cafes enliven sidewalks



Plazas with active use attract people



Control Parking and Group Buildings

In an urban environment, do not separate buildings with expanses of surface parking lots. Large surface parking lots next to sidewalks make streets unfriendly to pedestrians. Group buildings together so they form definable streets, and, if possible, provide shared parking areas that are behind buildings or front onto less important streets. Parking that must front onto a street should have a defined edge using walls, landscaping and other architectural elements to minimize the visual distraction of the parking area. In addition, on-street parking can not only provide much required convenience parking for active uses, but also protect pedestrians from moving traffic.

Parking (surface and structured) located in the middle of the block makes the street more pedestrian-friendly



On-street parking provides retailers convenience while protecting pedestrians from traffic



Mixed-Uses

Provide a variety of uses (housing, office, retail, commercial, civic services) within close proximity. This will ensure that there is pedestrian activity and "eyes on the street" during all hours of the day. Housing is one of the most important land uses needed to create a true urban neighborhood.

A mix of uses within the same building provides activity and creates a sense of neighborhood



Retail uses with residential above transitioning to townhomes towards the neighborhood maintain vibrancy 24/7





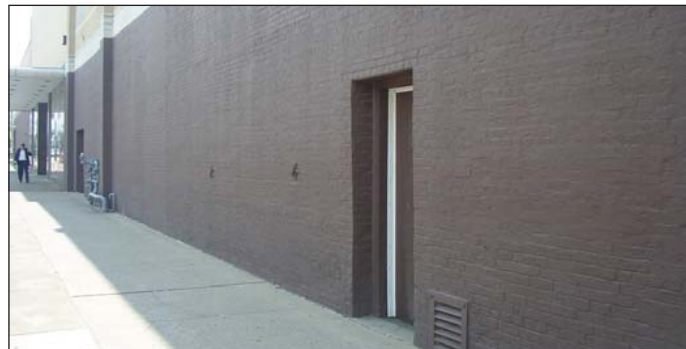
Accommodate Pedestrian Activity

Wide sidewalks encourage pedestrian activity, and outdoor café seating. Curb extensions at intersections reduce the travel distance to cross the street. Trees provide shade and a feeling of well being.

Street that is designed to make pedestrians comfortable and safe



Buildings with blank walls do not invite pedestrians



Buildings with active retail and restaurant uses attract pedestrians



Calm Traffic

Calm traffic in order to make pedestrians more comfortable and safer:

- Narrower traffic lanes naturally slow traffic
- Textured pavement slows traffic
- Two-way streets slow traffic better than one-way streets

A street that uses paving textures, curb extensions, etc to calm traffic



A street that encourages speeding auto traffic due to the lack of an interesting pedestrian and built environment



Link Major Activity Centers

Provide a continuous path, uninterrupted by surface parking lots and other dead zones, between major activity centers such as performing arts centers, parks and hotels.

Different uses within a walkable environment linked through pedestrian passages



Poor linkages do not invite pedestrians to walk down the street to other uses or destinations within the same district



Connect the Urban Environment with Nature

Trees provide shade, connect us back to the natural environment and take up little space at the ground level. Utilize trees that are appropriate for urban areas. Consider trees that are not too dense in foliage, will not outgrow their environment and are hardy in urban conditions. Utilize planter boxes and hanging flower baskets; they add a green element while not taking up lots of space. Lawns and public greens should be limited to important civic buildings and parks, they are not appropriate for individual properties except in transition areas or at the rear (alley side) of buildings.



The use of street trees makes the street more inviting and humanizes the street



The lack of street trees in this block make this urban block look stark and lifeless





Accommodate Transit

Provide attractive, functional transit shelters that make the “transit wait” more comfortable and dignified.

Provide convenient and attractive shelters for transit users



Transit stops in parking lots next to major arterials without any amenities do not encourage users



Transit stops next to major arterials transformed to invite users



Terminate Street Vistas

For streets that end in a “T” intersection or that terminate at a park or river, provide visual interest and focus when looking down at the end of the street.



Terminating a street vista with a public building creates visual interest and invites people to walk towards the activity while the image below does not invite people to the River which is located at the end of the street



Create Vibrant Public Gathering Spaces

Provide ample public plazas, parks and gathering places where people can commune and interact. Public gathering spaces should be provided at a variety of scales, larger ones for community-wide functions, and smaller ones for daily congregating in an informal atmosphere. The public realm is something that can be enjoyed by the whole community regardless of social or economic status. New York’s Central Park is a good example of a grand public gesture that benefits the entire city.



Images showing public parks and plazas at different scales to accommodate a variety of public uses



Preserve Historic Resources

Where possible, historic buildings should be preserved and adapted to new uses. Historic preservation adds to a community’s unique “sense of place” and can also stimulate economic development and tourism.



Existing historic buildings that can accommodate retail and residential in Downtown Owensboro.





Incorporate Public Art

Encourage the integration of public art in the design of streetscapes and public spaces. Public art will enhance the built environment while providing educational and cultural opportunities for residents and visitors alike.

Incorporation of public art with open spaces can add educational and cultural value to users



Create a Sense of Architectural Harmony

In order to create a sense of identity along a street or in a district, there should be a degree of harmony between individual buildings. In other words, each building should have some degree of commonality with its adjacent buildings. Buildings can relate to each other in use of materials, pattern of window openings, scale, and architectural articulation, each having some elements in common, and some elements which are unique to the building. Contrary to this, in a streetscape where each building is of a completely different style, different scale and constructed of different materials, the street does not have a sense of identity as a whole, and appears chaotic.



Infill adjacent to these historic facades was not architecturally consistent, making the building look out-of-place



Existing facades on 2nd Street have architecturally harmonious facades

Accommodate a Variety of Housing types

In order to have a vibrant urban atmosphere, there must be people present on the streets. The best generator of pedestrian activity is urban housing because residents have the opportunity to work, shop, eat and enjoy leisure activities without ever getting in a car. With this in mind, it is also important to provide a variety of housing types to accommodate a diverse population. These various housing types might include, mid/high rise apartment/condo buildings, loft-style units, townhouses, live/work units and courtyard apartments.



Images of various housing types appropriate in a downtown context



Create an Urban Neighborhood

Downtown should function as an urban neighborhood, providing opportunities to satisfy one's daily needs within walking distance.

Images of vibrant urban neighborhoods that allow residents and visitors to live, work, and play





5.3 Program for Downtown

Based on the Market Analysis (Section 4) and community input, a program for downtown was developed to inform the design process. The program for downtown is intended to be based on existing conditions while evaluating opportunities for future development. This provided the Design Team with a realistic overview of what could potentially be accommodated in Downtown Owensboro.

Developing a market-based program for downtown is critical to the initiative's success. The program identified key uses and corresponding square footages that could be developed in downtown over the next 10 - 12 years. In addition, the program for downtown requires meeting parking and infrastructure needs for successful implementation. The Design Team internalized the program and associated parking needs.

5.4 Downtown Design Workshop & Outcomes

The downtown Design Workshop was held during the week of September 8 – 12, 2008. This week-long community design event started with a community input session on Monday evening, an intense work session by the design team throughout the week, a mid-week status report on Wednesday, and ending with a public “pin-up” presentation of a physical master plan to the entire community on Friday.

Approximately 130 people attended the opening session on the evening of September 8, 2008. This event started with a presentation that provided an overview of the process, introduced key design principles, and the preliminary market assessment. The keynote speakers at this event were Neal Pierce and Curt Johnson of the Citistates Group.

This event ended with a community survey using key pads and instant reporting on key issues related to downtown development.

Some of the key findings from this community survey are as follows:

- The Ohio River was considered downtown's major asset and source of identity
- Overwhelming support for a hotel/convention center, housing, farmers' market, more retail/restaurants, and entertainment venues
- Almost 75% of all attendees supported mandatory design and historic preservation standards in downtown
- Truck traffic on 2nd and 4th Streets was seen as Downtown's biggest weakness
- Almost 65% of the attendees supported the long-term development of a streetcar on Frederica Street.

The input from this public event and extensive stakeholder interviews provided the design team the community basis to develop an “illustrative” master plan for the physical development of downtown Owensboro. This illustrative master plan was based on the preliminary market assessment conducted by TXP, Inc (See Section 4). A preliminary master plan was presented at the mid-week status report on September 10th, 2008. Approximately 100 people attended the mid-week status report. Based on the comments received at the mid-week community meeting, the master plan was revised and refined for the final pin-up presentation on September 12th, 2008. Approximately 100 people attended the final pin-up presentation and the response to the illustrative plan was generally positive.

Preliminary Analysis

Prior to the design workshop, extensive preliminary analysis was undertaken of existing conditions in downtown Owensboro. Based on the existing downtown context, age, condition, and building typologies of individual buildings, all buildings in the plan area of downtown Owensboro were classified in one of five categories (Figure 5-1). This analysis helped the design team evaluate appropriate design opportunities to implement the program for downtown.

A. Historic - National Register

These are buildings that are of historic value that need to be preserved to the extent possible. Typically, these buildings are built to the street and designed with a pedestrian-orientation.

B. Contributing “Historic” - Not on the National Register

These are buildings that may not necessarily meet the National Register qualifications for historic designation, but are locally important in preserving the community's history. So much of downtown Owensboro's original building stock has been lost, that preserving as much of the existing pre-1950's buildings is important to preserving the community's historic identity.

C. Contributing Non-Historic

These are typically buildings built post 1950 but were built to the urban design principles described in Section 5.2. Generally, they are pedestrian oriented - built to the street, permeable ground floors with doors and windows, and parking in the back. In evaluating future development opportunities, these buildings are recommended to be saved.

Land Use	Details	Parking Needs	Other Information
Hotel	200 - 250 rooms; 130,000 sq.ft.	400	Convention-class hotel; adjoining the convention center; with river views; ground floor retail/restaurant uses
Multi-Purpose Events Center	60,000 sq.ft.	600	Accommodate conventions, sporting events, concerts, etc. Should have meeting rooms and allow seats to be brought in for 5,000 seat events.
Residential Units	300 - 400 units	1 per dwelling unit	Average size of dwelling unit to be 1,000 sq.ft.; need a variety of housing types - townhomes, flats, condos, apartments, live-work, etc.
Artists' Lofts & Studios	50 units	1 per studio/loft	Average size of units to be 600 sq.ft.
Office	450,000 sq.ft.	1 per 300 sq.ft.	Should include corporate offices and professional offices
Retail & Restaurant	200,000 sq.ft.	1 per 300 sq.ft.	
Movie Theatre	1 screen; 20,000 sq.ft.	1 per 300 sq.ft.	Could include a restaurant style movie-grill cum theatre
Judicial Center	40,000 - 80,000 sq.ft.	1 per 300 sq.ft.	The square footage assumption for the Judicial Center use is only to show it conceptually on the illustrative plan with its detailed program to be developed by Daviess County
Active Senior Living	50 units	0.75 per unit	Should be designed in conjunction with other residential uses in downtown
Farmers' Market	Open air market place		Need permanent stall structures and accommodation of trucks for loading and unloading; should also include senior citizen parking; location to be central in downtown and have easily accessible parking in the vicinity
Parks, Squares, & Plazas	1/4 acre - 1/2 acre	NA	A range of open spaces to be recommended in the illustrative plan; located in a manner to maximize adjacent development opportunities and add value to development

Table 5-1: Preliminary Program for Downtown Illustrative Master Plan



D. Non-Contributing, Likely to Remain

These are buildings that are typically built to suburban, auto-oriented standards. Due to their relative age, local real estate market conditions, and prominence in downtown, this base map analysis assumes that they are likely to remain for the next 10 - 15 years.

E. Non-Contributing, Likely to be Redeveloped

These are buildings that are suburban in nature and are older, in disrepair, or at a location where the market potential

for higher intensity development could make the site more likely to be redeveloped in the next 10 - 15 years.

The preliminary analysis of downtown included an evaluation of property values as they related to existing improvements on the site and the land value itself (Figure 5-2).

Examples of buildings that meet the criteria as outlined in the Preliminary Analysis discussion.

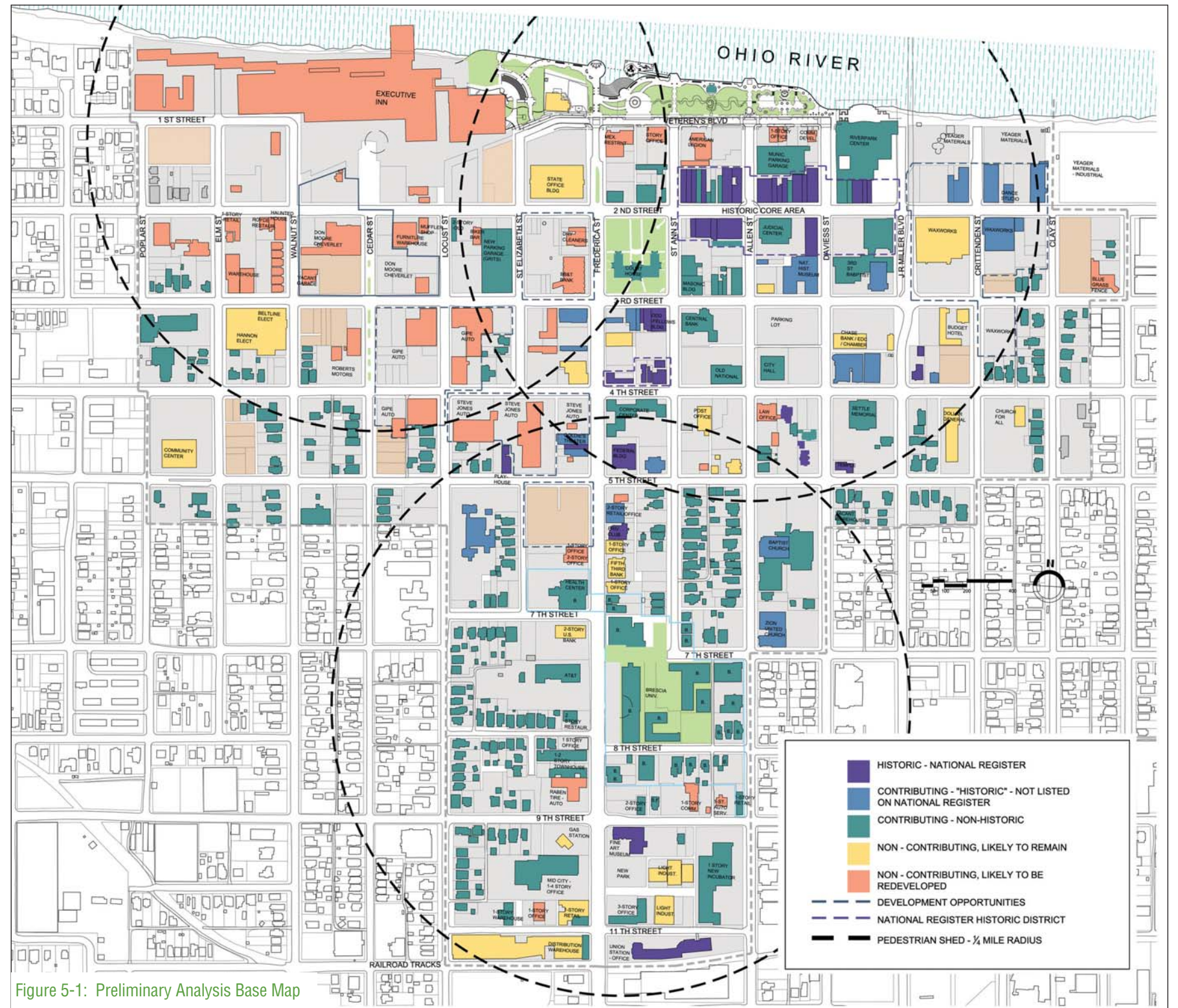


Figure 5-1: Preliminary Analysis Base Map

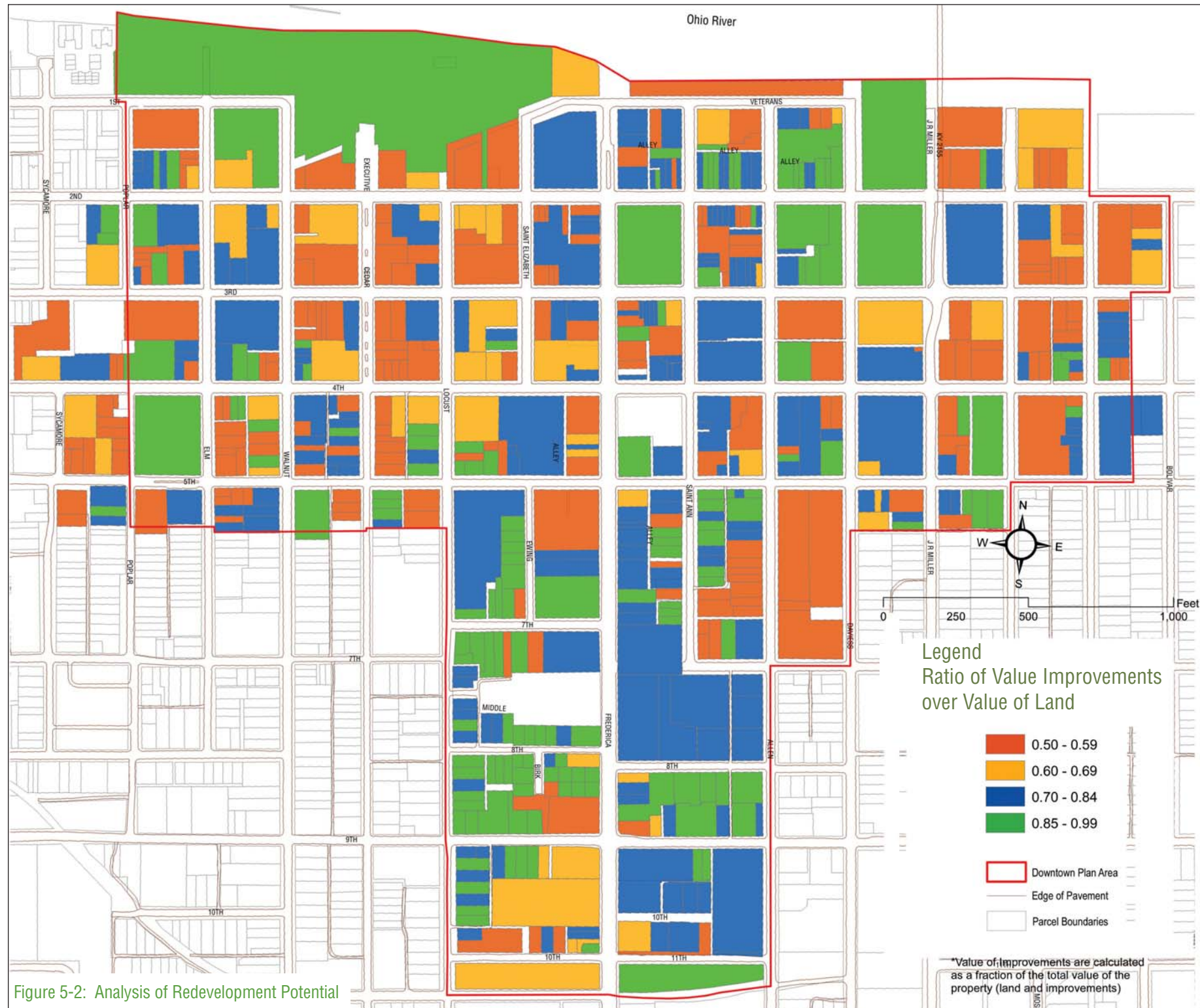


Figure 5-2: Analysis of Redevelopment Potential

5.5 Downtown Property Value Analysis

The goal of this analysis was to evaluate the redevelopment potential of a specific site based on a ratio of improvement value and land value. The hypothesis is that the lower the value of the improvements relative to the land value, the higher the potential for redevelopment. Or, it could be an indication that land is undervalued in downtown. As a result, this analysis was not a conclusive indicator of a property's likelihood to be redeveloped. Nonetheless, it provides useful information on redevelopment potential.

Another critical component of the preliminary analysis that the Design Team undertook was evaluating the property ownership within the downtown plan area. Specifically, this analysis looked for

opportunities for redevelopment and partnerships with local educational institutions and governmental organizations. Ownership was classified as private, public, and other non-profit institutions (includes churches, educational institutions, and other organizations) (Figure 5-3).

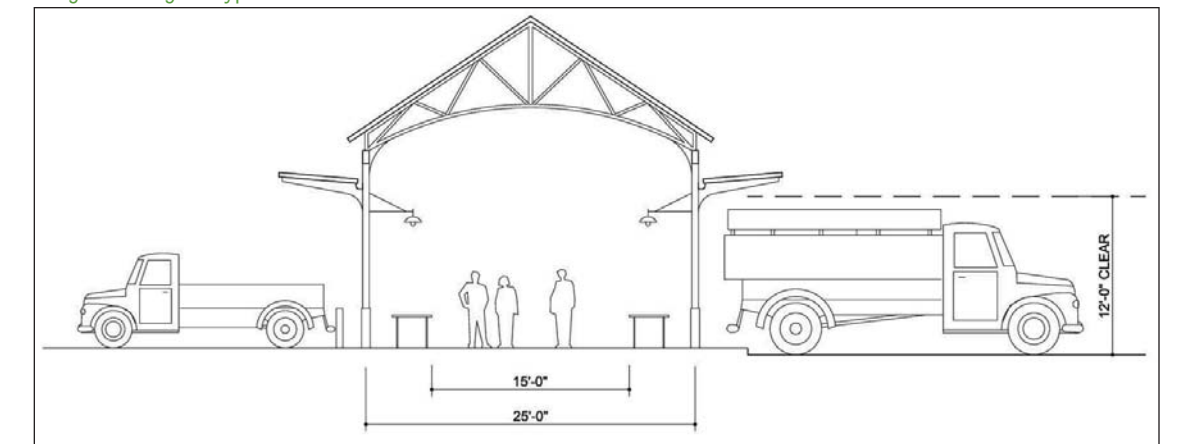
5.6 Farmers' Market

Some components of the downtown program also needed additional fleshing out - specifically the Farmers' Market. The requirements of the Owensboro Farmers' Market advocates were specific and any illustrative plan should feasibly be able to accommodate them.

Image showing current use of a surface parking lot for the Farmers' Market in Owensboro



Image showing the typical farmers' market stall with truck access on both sides



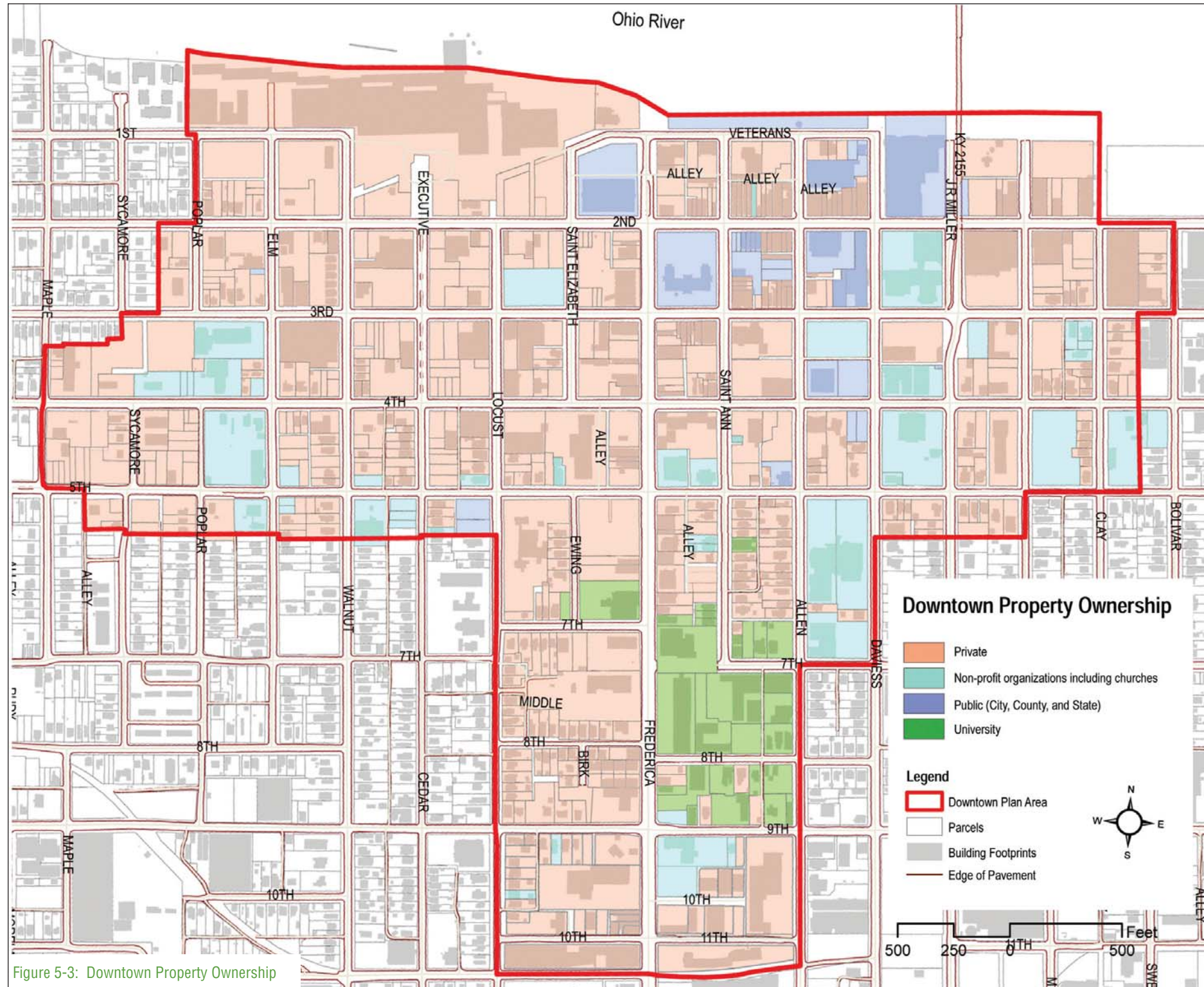


Figure 5-3: Downtown Property Ownership

5.7 Linkages & Opportunities

Figure 5-4 shows a portion of the preliminary analysis of linkages, districts, and opportunities map.

Since the Ohio River was identified as downtown Owensboro's main asset, the Design Team also analyzed current access and visibility of the Ohio River from various downtown streets (Figure 5-5).

The riverfront access analysis map and associated images clearly show that on the west side of downtown, the former Executive Inn buildings block both views of and access to the river. Frederica Street and all the streets to the east of it do provide access to the Riverfront.

Most times, the view corridors down the north-south streets does not announce the presence of the river. The only exception is the gazebo located at the end of Allen Street.

In developing an illustrative master plan for downtown, physical access to the river and announcing views of the river was especially important based on community input.

Figure 5-4: Linkages, Districts, and Opportunities Analysis

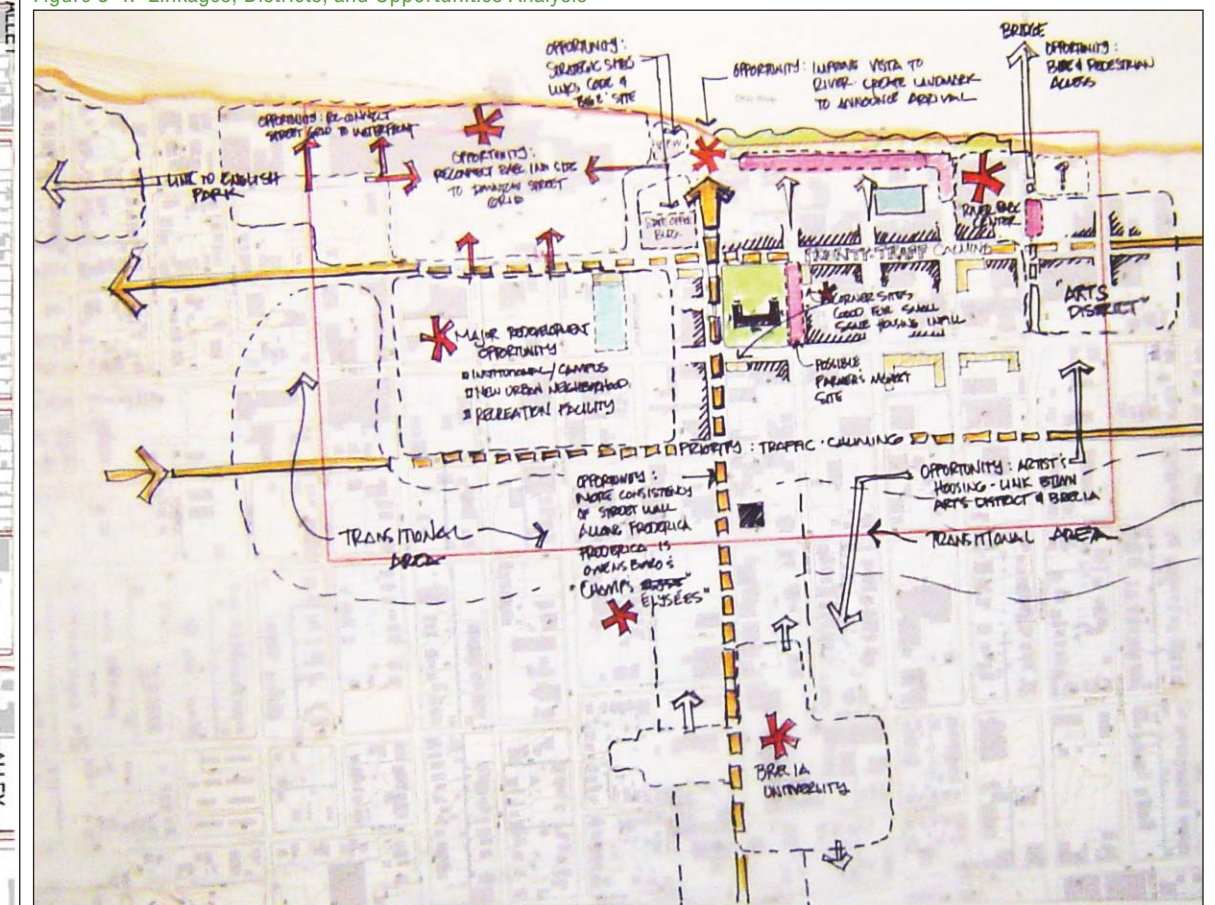
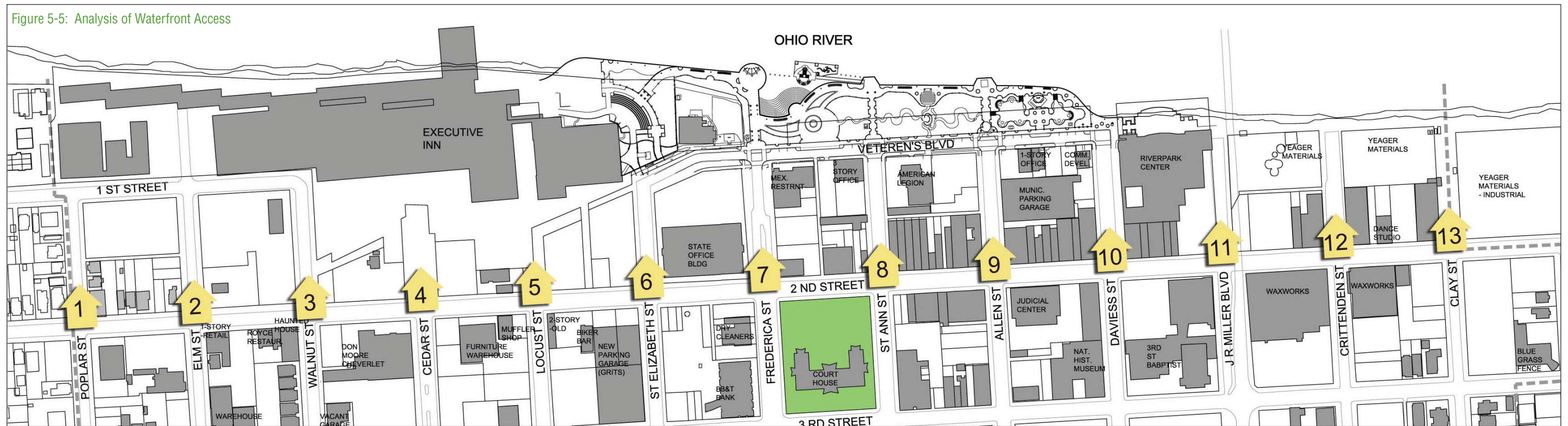




Figure 5-5: Analysis of Waterfront Access





Design Concepts

The following pages summarize the design concepts that were explored and the preliminary illustrative master plans developed during the Workshop. These concepts were presented at the mid-week pin up and at the final report-out on September 12, 2008.

Due to the uncertainty of the future development of the Executive Inn Site and limited market potential for downtown development (because of the overall growth projections for the region), the primary focus of the Illustrative Master Plan was development along Veterans' Blvd. This strategy allowed the Design Team to be able to leverage a number of elements at the same time:

- \$40 million in the new Waterfront Park improvements
- Existing historic core along 2nd Street
- Access to and visibility of the Ohio River
- Significant vacant land and redevelopment opportunities along Veterans' Blvd.
- Potential availability of the State Office building for higher and better uses
- Opportunity to build on the center of gravity of existing retail/restaurant uses on 2nd Street

Based on the preliminary analysis and community input, the downtown character areas were further refined as indicated in Figure 5-6. In addition, the location of some of the major programmatic elements such as the indoor multi-purpose center, convention center hotel, and outdoor events venue were evaluated at various locations. Due to the significant potential for redevelopment, these large scale venues were considered on the western portions of downtown.

Although the primary focus of development was along Veterans' Blvd., the Design Team also developed concepts for the Executive Inn site. The placement of the three critical programmatic elements of the plan were evaluated. In addition, parking - both surface and structured parking had to be located appropriately.



Figure 5-6: Refinement of Downtown Character Areas and Major Development Opportunities



Figure 5-7: Preliminary Illustrative Plan 1
Source: City of Owensboro & Gateway Planning Group



Figure 5-8: Preliminary Illustrative Plan 2
Source: City of Owensboro & Gateway Planning Group

Preliminary Concept Plans

Several preliminary illustrative plans were developed and presented at the mid-week status report on September 10, 2008. The concepts fell into one of two major categories. The first set of options programmed all the new development on the rest of downtown and did not consider the Executive Inn site for any of the immediate development.

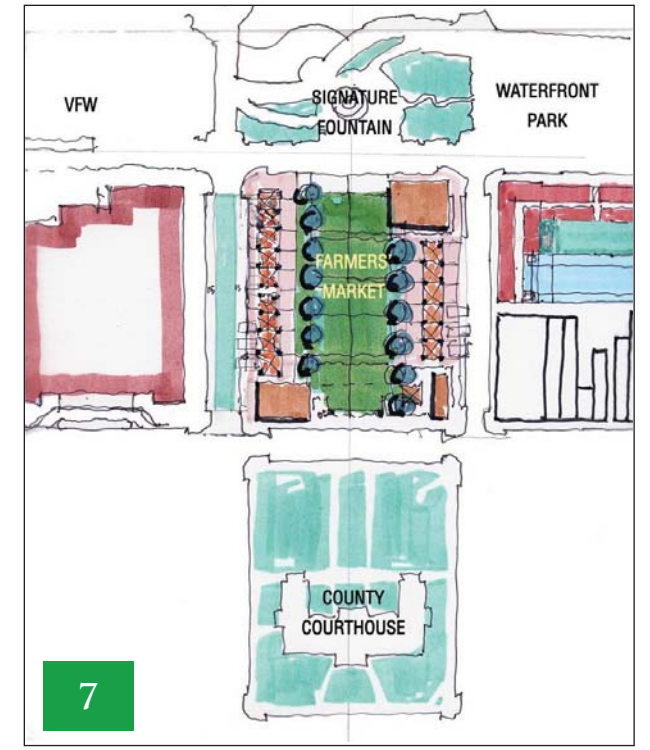
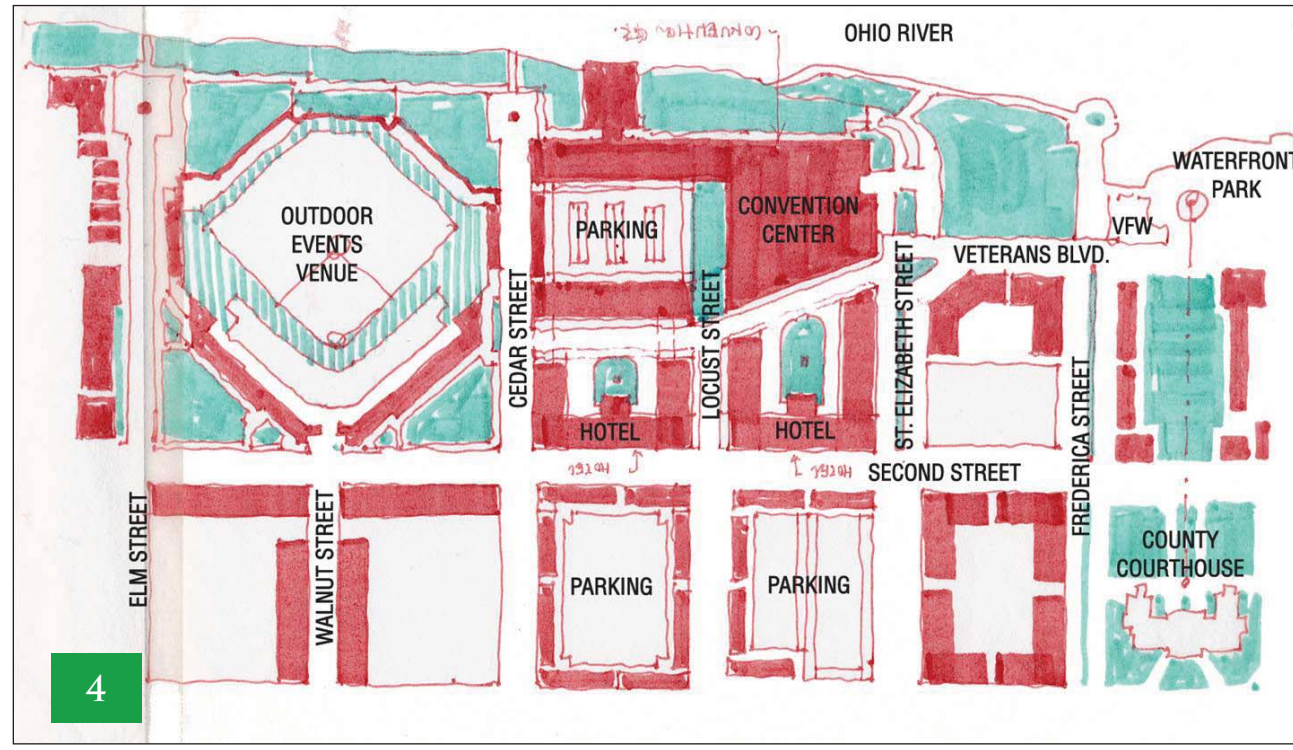
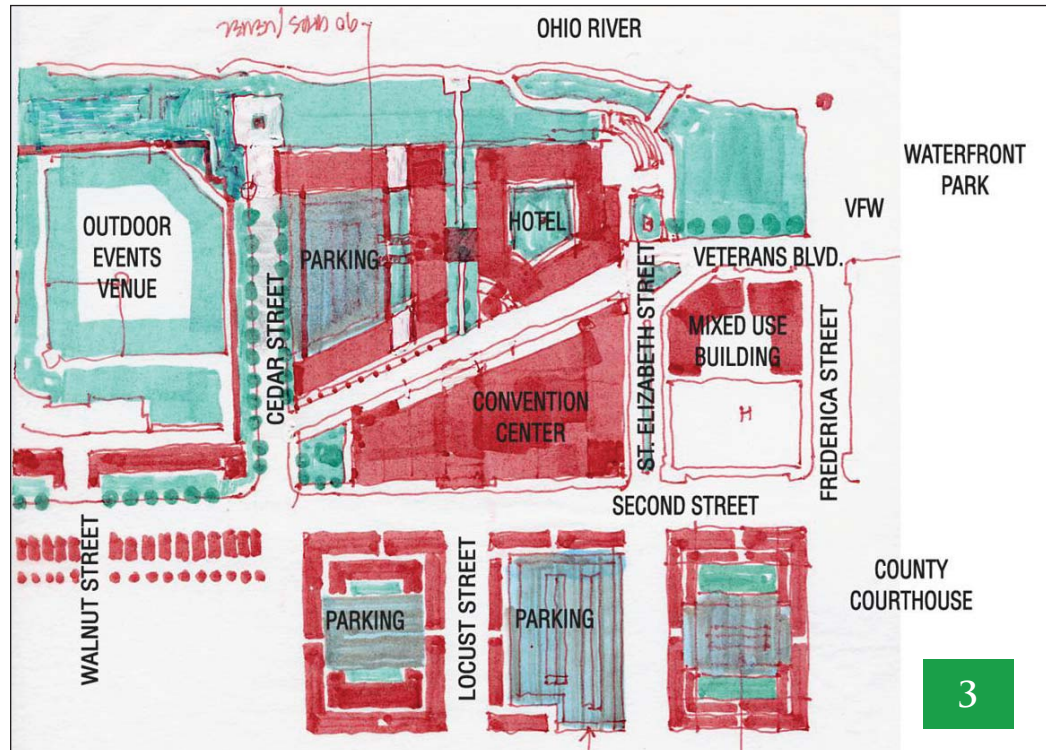
The second set of options considered development that included the Executive Inn site. The goal of exploring both options at the Design Workshop was to provide the community with the most flexibility in downtown development.

The proposed preliminary illustrative plans are just that - illustrative in nature. Each of them lays out one possible way development could occur. It also shows a build out condition that is over 15 years out in the future. In addition, all these concepts explored give the decision makers and developers more clarity on the intent of the Downtown Plan recommendations. Illustrative Plan 1 specifically identifies all the new development outside the Executive Inn site. It also evaluates the placement of the outdoor events center south of 2nd Street. Illustrative Plans 2 through 6 include the potential development of the Executive Inn site.

These schemes evaluate the relative merits of placing the outdoor events center on different blocks on the Executive Inn site.

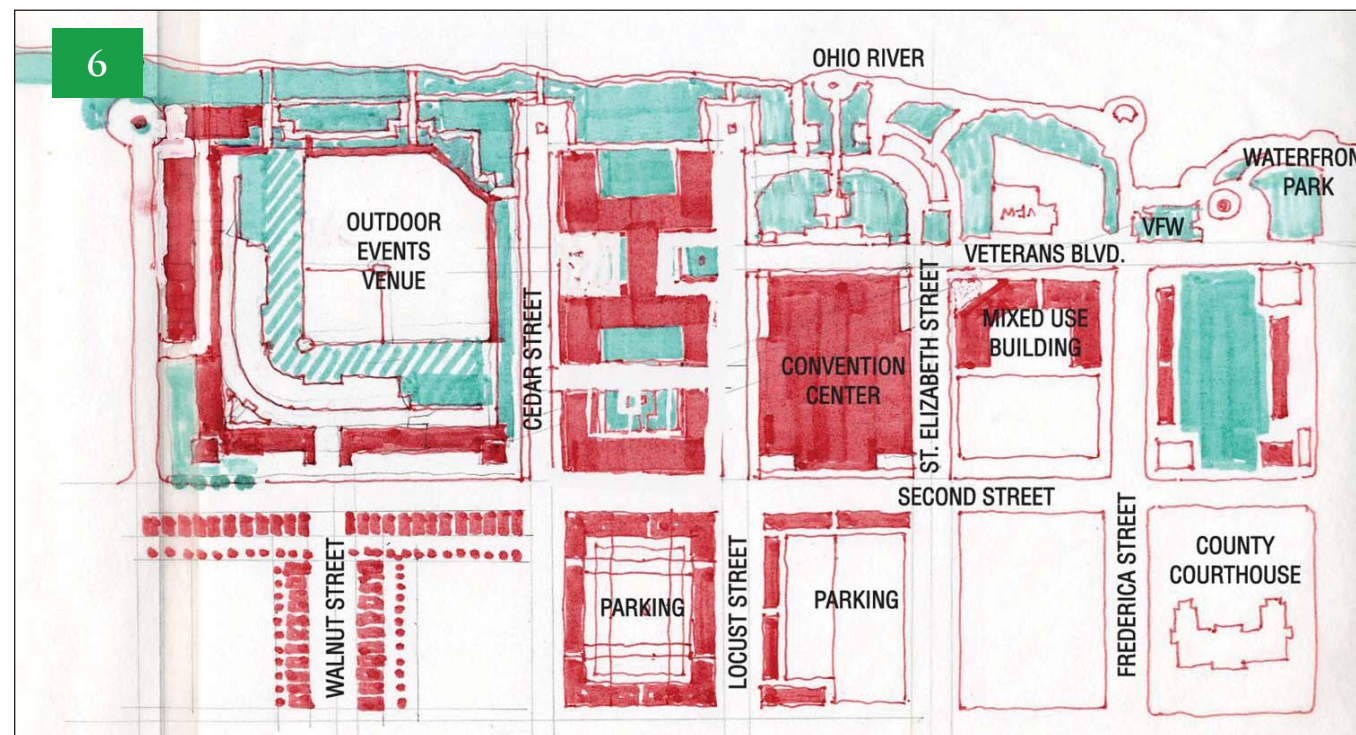
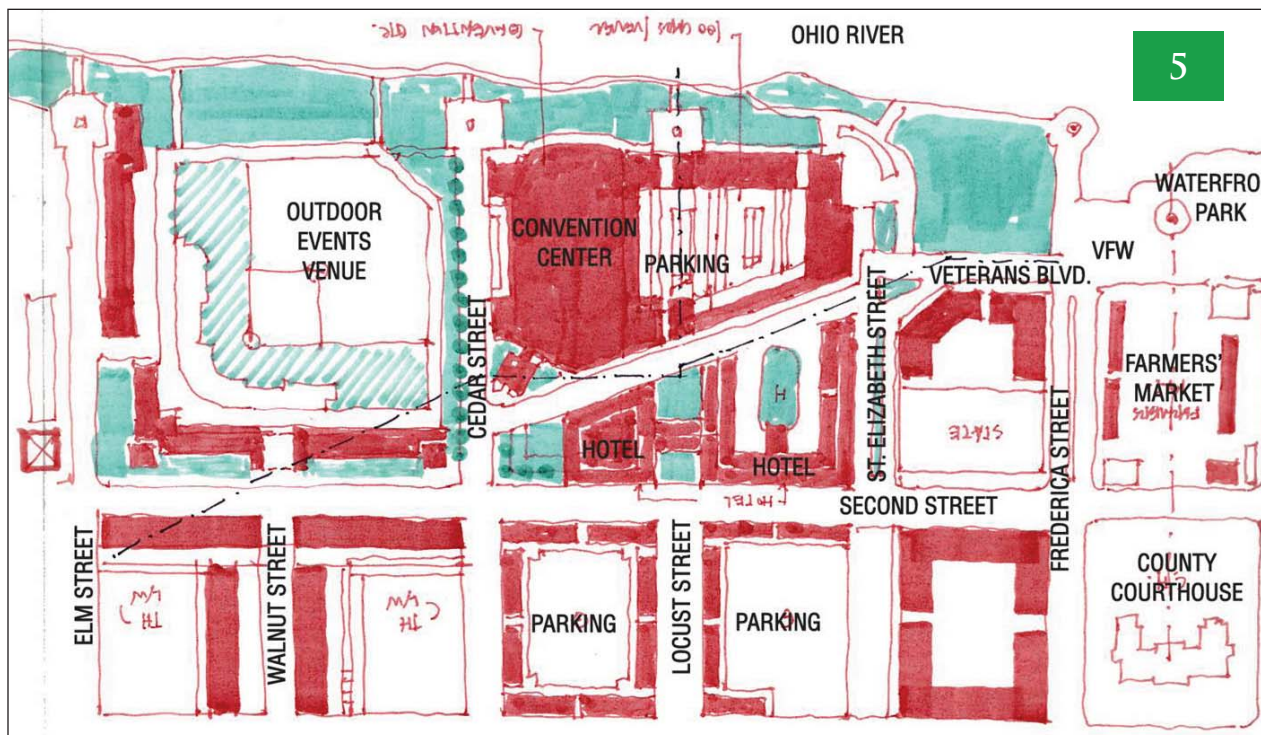
It is important to note that the Design Team only evaluated the urban design implications of the location of the outdoor events center on all these schemes. The Design Team does not endorse the market or financial feasibility of such a facility built in downtown. Rather, its size, scale, orientation, and parking requirements require special attention with respect to location in a downtown context.

Another key element of all the preliminary schemes is the recommendation for a major public plaza on the block north of the County Courthouse and immediately south of the river. Figure 5-13 explores how the Farmer's Market could activate this proposed plaza with permanent stalls and support amenities. This public plaza would open up 2nd Street to a view of the river and the Courthouse would be on axis with the signature fountain planned at the Waterfront Park.



Figures 5-9 - 5-12: Preliminary Illustrative Plans 3 - 6

Figure 5-13: Farmers' market Concept Diagram



Note: The Preliminary Illustrative Plans shown on this page are only shown for informative purposes. These alternatives were used to derive the ultimately recommended Illustrative Master Plan.

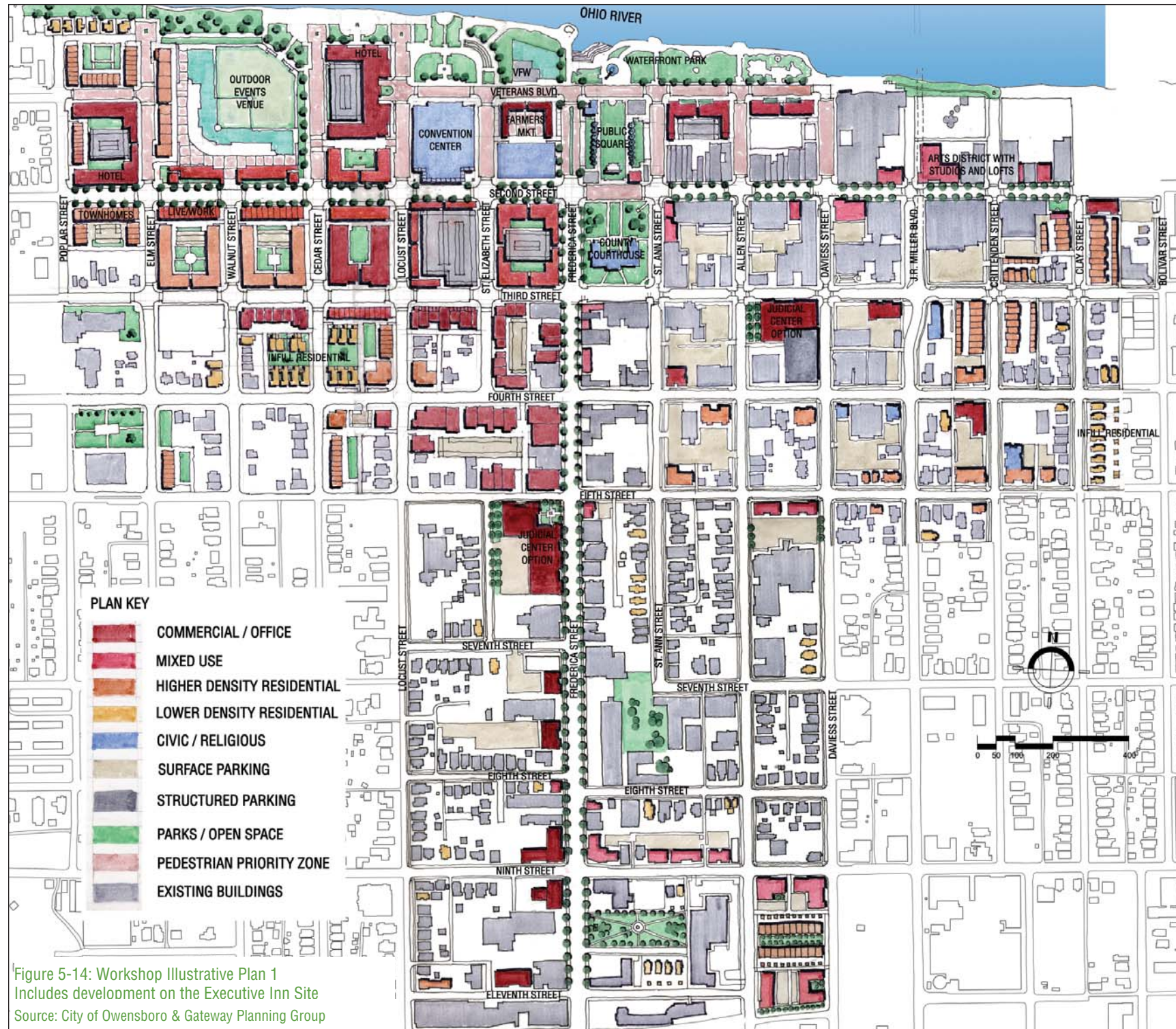


Figure 5-14 shows one of the two final Illustrative Plan concepts presented at the end of the Design Workshop. The first conceptual plan included development of the Executive Inn site. This option located the Multi-Purpose indoor events center on the block just west of the State Office Building and retained the State Office Building on Frederica and 2nd Street. It located the Farmers' Market north of the State Office Building. The new public open space north of the County Courthouse is the new Public Green. The view shown above only shows one of the options considered and was not included in the final recommended Illustrative Master Plan.

Due to limited market demand for residential, office, and retail uses in downtown, most new development is recommended to be focused on 2nd Street west of Frederica. This changes the center of gravity of downtown away from the historic core and the new Waterfront Park improvements.

On east 2nd Street, the focus of new development is context sensitive infill. Existing storefront buildings on 2nd Street east of J. R. Miller Blvd. have potential to be converted to artists' lofts and studios.

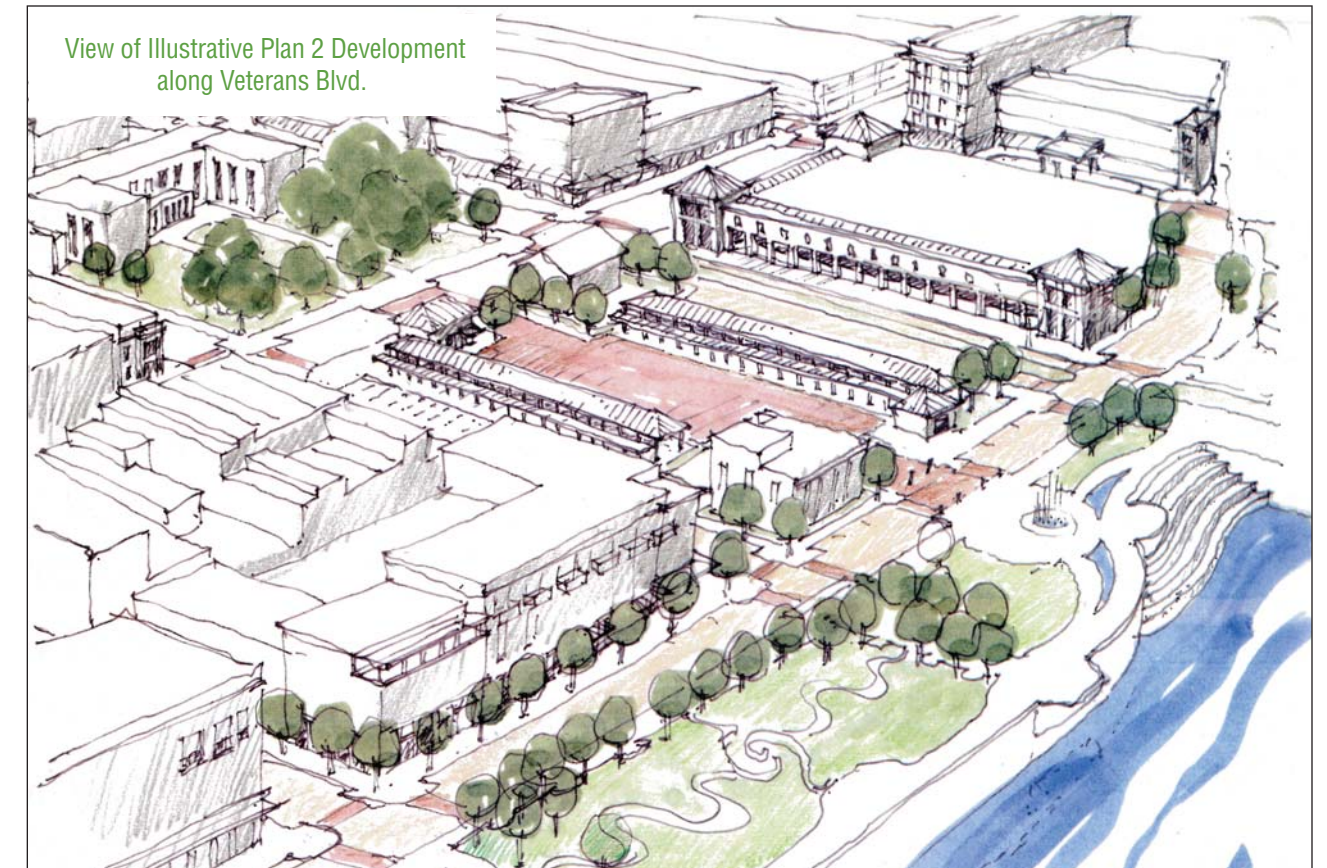
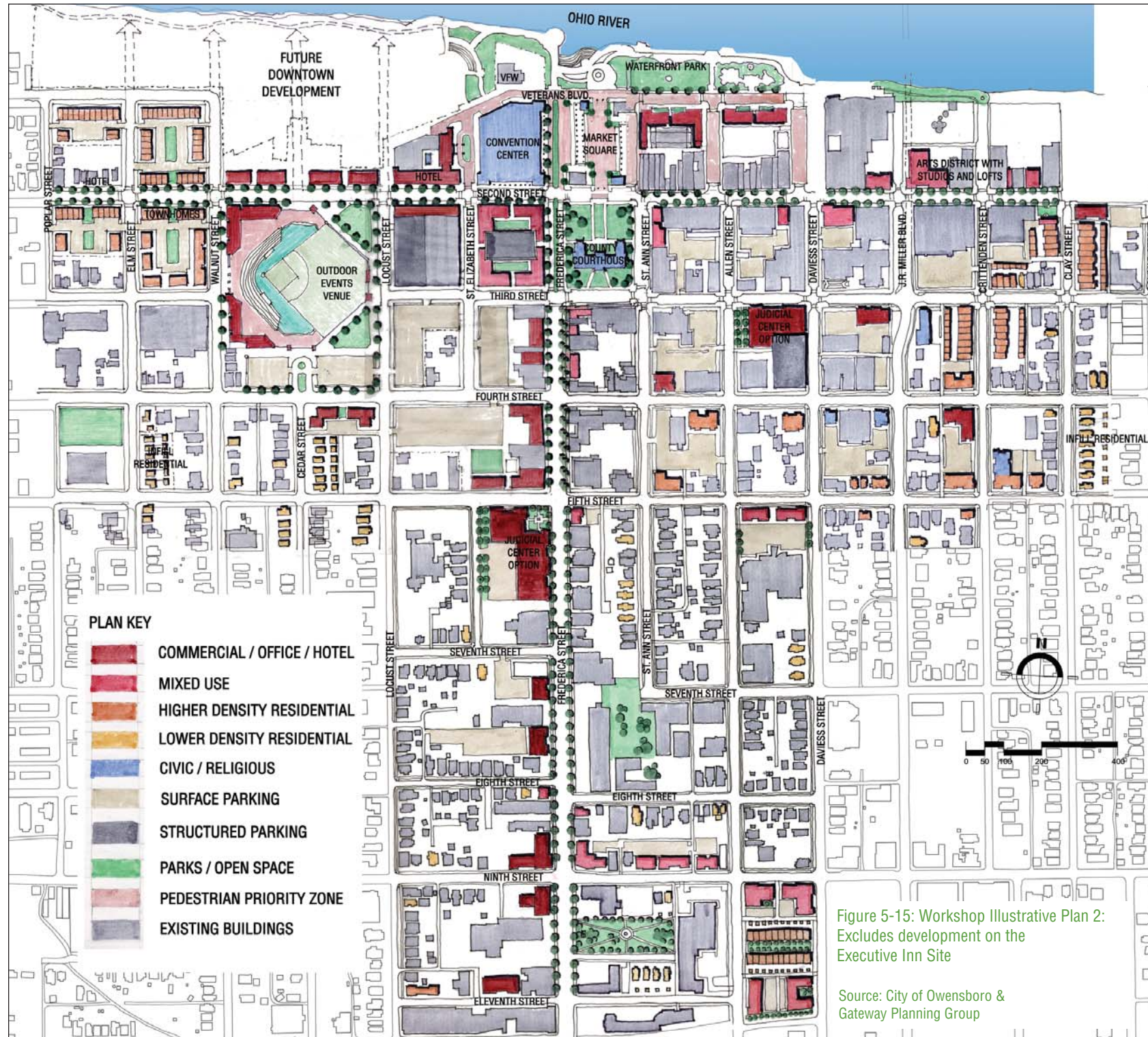


Figure 5-15 shows the second of the two final Illustrative Plan concepts presented at the

end of the Design Workshop. This conceptual plan excluded development of the Executive Inn site. This option located the Multi-Purpose indoor events center and the convention center hotel immediately west of Frederica Street.

View of residential townhomes as a transition between commercial and adjoining residential uses



This proposal includes the redevelopment of the State Office Building block. The Outdoor Events Venue is located south of 2nd Street. This scheme keeps the center of gravity east of Frederica Street between Veterans Blvd. and 2nd Street. It has the



potential to strengthen connection to the historic core and the new Waterfront Park improvements.

In both final illustrative plans, Veterans Blvd. is envisioned as a true pedestrian priority street. The street would remain open to automobile traffic, but will be designed as a public plaza with speciality pavers, streetscape amenities, and flat curbs. (See rendering of Veterans Blvd. above.)

Based on the design workshop and the combined public feedback, the illustrative master plan has been refined and clarified. The final illustrative master plan in this report

(Section 6) reflects the cumulative input from the community and the design team's best professional assessment based on local and national trends.

Above: Vision for Veterans Boulevard

Right: Images that were rated highly by the community with respect to development options in downtown during the Community Input Session on September 8, 2008



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SECTION 6: ILLUSTRATIVE MASTER PLAN



Section 6: Illustrative Master Plan

6.1 Master Plan

6.2 Downtown Activity Centers

6.3 Package of Catalyst Projects

6.4 Transportation, Parking, & Linkages

6.5 Housing

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The final recommended Illustrative Master Plan is described here. The week-long Design Workshop provided the basis for this Illustrative Master Plan. By definition, this master plan depicts options for development within Downtown Owensboro. A collection of neighborhoods, the master plan lays out the recommendations for distinct activity centers in downtown, housing, and transportation.

6.1 Master Plan

The Illustrative Master Plan is depicted in Figure 6-1. The focus of development along Veterans Blvd., the excess of undeveloped and underdeveloped land in downtown, and the slow market conditions allowed the Design Team the flexibility of evaluating different development scenarios. This approach provides the community the most flexibility in evaluating future development based on timing of redevelopment on the western portion of downtown.

Essentially, the master plan identifies new development and redevelopment based on recommended building types at specific locations in a carefully planned urban design context. The Plan Area is a fairly large one with significant areas of underdeveloped land, especially in the western portions and transition areas of downtown. Absent a market study, it would have been easy for the Design Team to identify several blocks of downtown Owensboro for high intensity mixed use. This is inherently problematic since there is neither the current market demand, nor the public capacity to develop all blocks of downtown Owensboro to the same intensity. To that end, the Illustrative Master Plan identifies specific development areas to be leveraged from the proposed catalyst projects and associated private development. The goal here is to take advantage of existing assets of downtown -- the Ohio River, 2nd Street historic core, Waterfront Park improvements, and the RiverPark Center -- to identify new development opportunities.

The master plan illustrates different development options for two specific areas within the plan boundary. The first alternative plan is for the Executive Inn site and the other is for the block south of 2nd Street, between Locust and Walnut Streets.

The master plan development options and the alternative insets look at development of those specific blocks with and

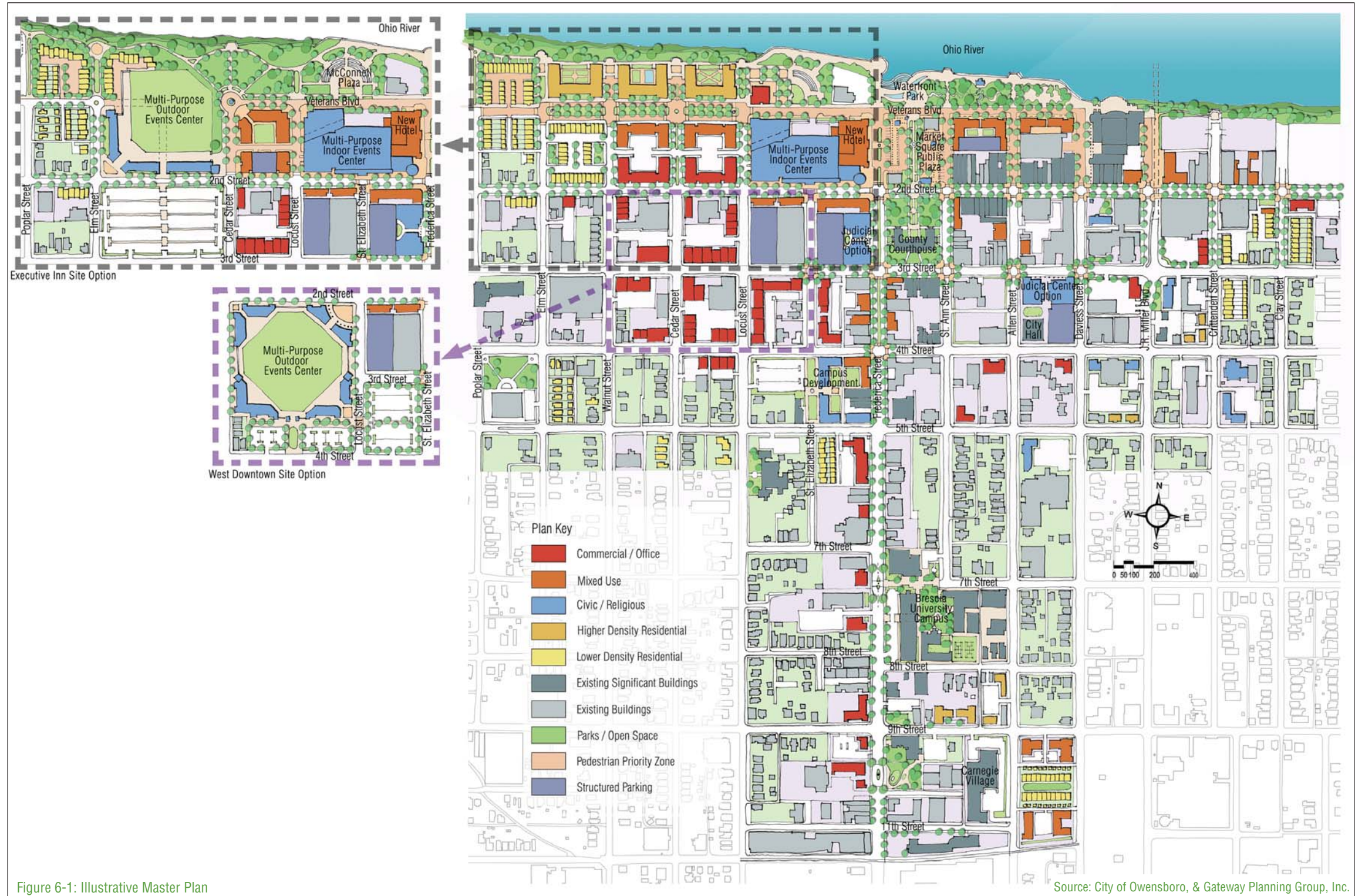


Figure 6-1: Illustrative Master Plan

Source: City of Owensboro, & Gateway Planning Group, Inc.



without a multi-purpose outdoor events center. Again, the uncertainty of future market demand and community interest in such a venue make it difficult to recommend the optimum location for such a facility. Its size, scale, and adjacent parking and traffic impact need to be evaluated carefully and the purpose of the two different options is to anticipate them. Such a facility would need significant land assembly and coordination, and, at this time, this plan only evaluates the pros and cons of the design and location of such a facility in downtown.

6.2 Downtown Activity Centers

This Illustrative Master Plan creates distinct downtown neighborhoods or “Activity Areas,” each with its own development focus and character. The primary focus areas are identified as priority areas due to the potential for major capital projects in the form of civic venues. These activity areas can be seen as nodes of activity along Veterans and 2nd Street, with some development going down Frederica Street as well as different development options for the eastern and western portions of downtown. The following sections describe these distinct activity areas and potential for development in these zones.

Waterfront/Veterans Blvd.

The Waterfront/Veterans Blvd. area will be the central focus of new development and redevelopment in Downtown Owensboro. Figure 6-2 shows the detail of the illustrative plan recommendations for the Waterfront/Veterans Blvd. area. New development shall be oriented towards two major public spaces. The first is the new Waterfront Park and the proposed **Market Square Public Plaza** on the block between Veterans’ Blvd., and 2nd Street just north of the County Courthouse.

Drawing the Waterfront into downtown, this major new public plaza will become the central anchor for the major civic uses proposed in this area -- the **Indoor Events Center** and the new **Events Center hotel**. This new plaza will bring together the private development along Veterans Blvd. and the new and existing civic uses around the Courthouse Square. In addition, this new public plaza could be the location for the **Farmers’ Market**. The Farmers’ Market could activate the public plaza and bring people to downtown and the waterfront (see images

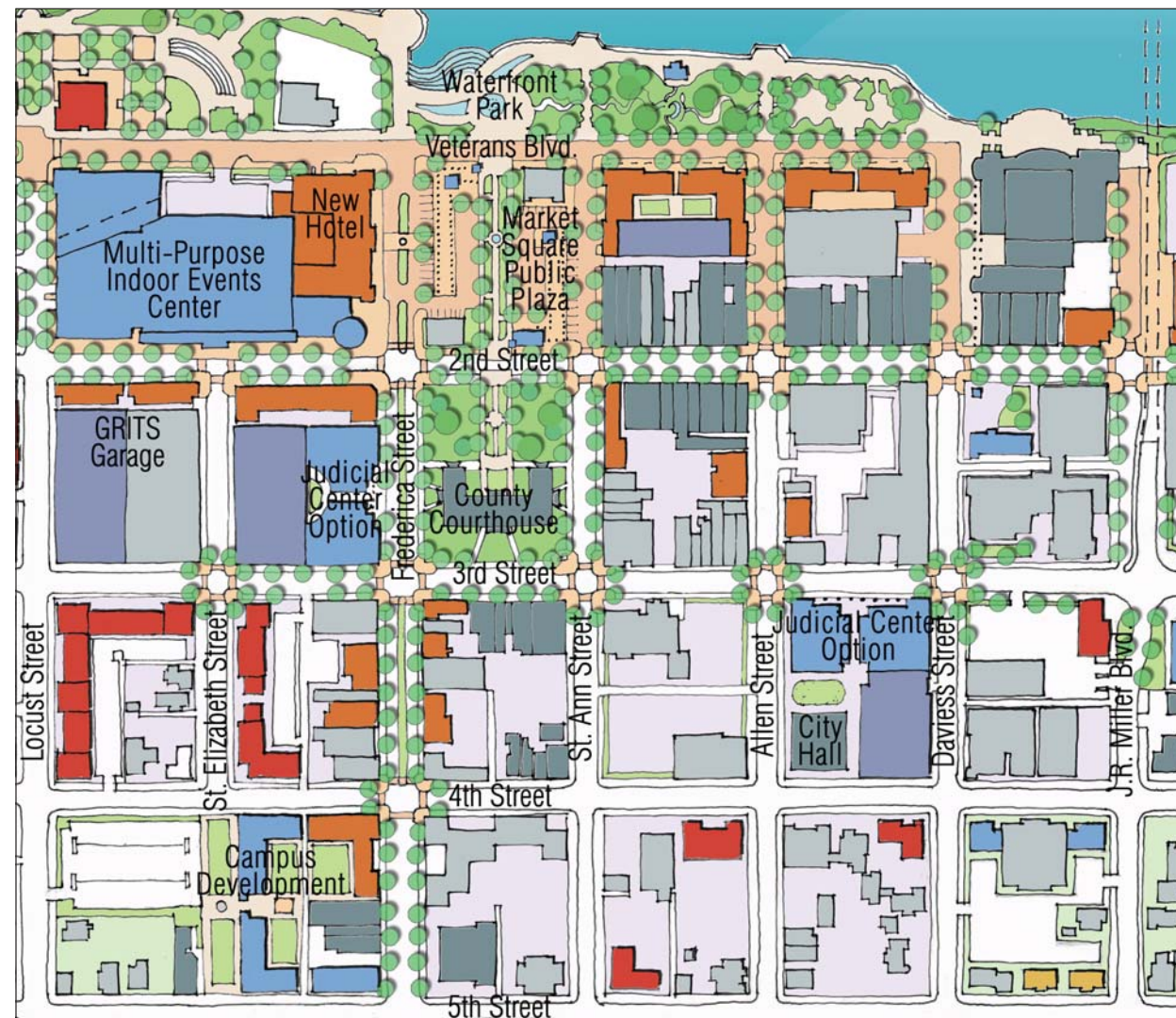


Figure 6-2: Illustrative Master Plan Detail of Downtown Core

on page 6-3). In addition, retail kiosks and cafe seating could be added to the plaza to activate the space during the time the Farmers’ Market is not in operation. Figure 6-3 and associated 3-D view show details of the proposed Market Square Plaza and adjoining development.

The new Events Center hotel is recommended to be located at this new Market Square (current site of the State Office Building) with the Indoor Events Center adjacent to the new hotel on 2nd Street. A future **Judicial Center** could be located on the block just west of the Courthouse on Frederica Street. Yet another option



Artist's rendering of the reinvention of Veterans Blvd. as a true pedestrian priority street (Source: Gateway Planning Group, Inc. & Don Oelfke)

for the Judicial Center would be in the civic/banking core of downtown along 3rd Street between Allen and Daviess Streets.

Veterans Blvd. will be reinvented as a true pedestrian priority street with specialty paving, flat curbs, streetscape amenities, and active street level uses. Veterans Blvd. will be a quasi “public plaza” that could be closed for major events and festivals. These events will then spill into the new Market Square Plaza.

The critical juxtaposition of those proposed projects along Veterans Blvd. provides the maximum benefit and leveraging of existing, programmed, and future public and private investment. No one identified project can have the impact that all the identified projects can have together due to the

synergies created. On Veterans Blvd., the whole will be significantly greater than the sum of its parts. For example, the \$40 million programmed improvements to the Waterfront Park will, in itself, not generate increased tax base if it is not associated with adjoining development that commands a premium and encourages downtown living.

Veterans Blvd. has three key opportunity areas/sites for private development: the first is the redevelopment of the State Office building site on Frederica and 2nd for the Convention class hotel; the second are the properties located on the block between St. Ann and Allen Streets; and the third are the properties located on the block between Allen and Daviess Streets. The hotel is envisioned to be an urban prototype hotel of 5- 6 stories in height and parking incorporated with the hotel structure. The new mixed use buildings on Veterans are to be 3 - 5 stories in height with active retail/restaurant uses on the ground floor and office/residential uses above. Parking (structured or surface) would be located in the middle of those blocks. In addition, new development will be able to leverage the existing public parking garage on Daviess Street. The RiverPark Center is currently the eastern anchor for this three-block activity area and Market Plaza and the new hotel will be its western anchor.

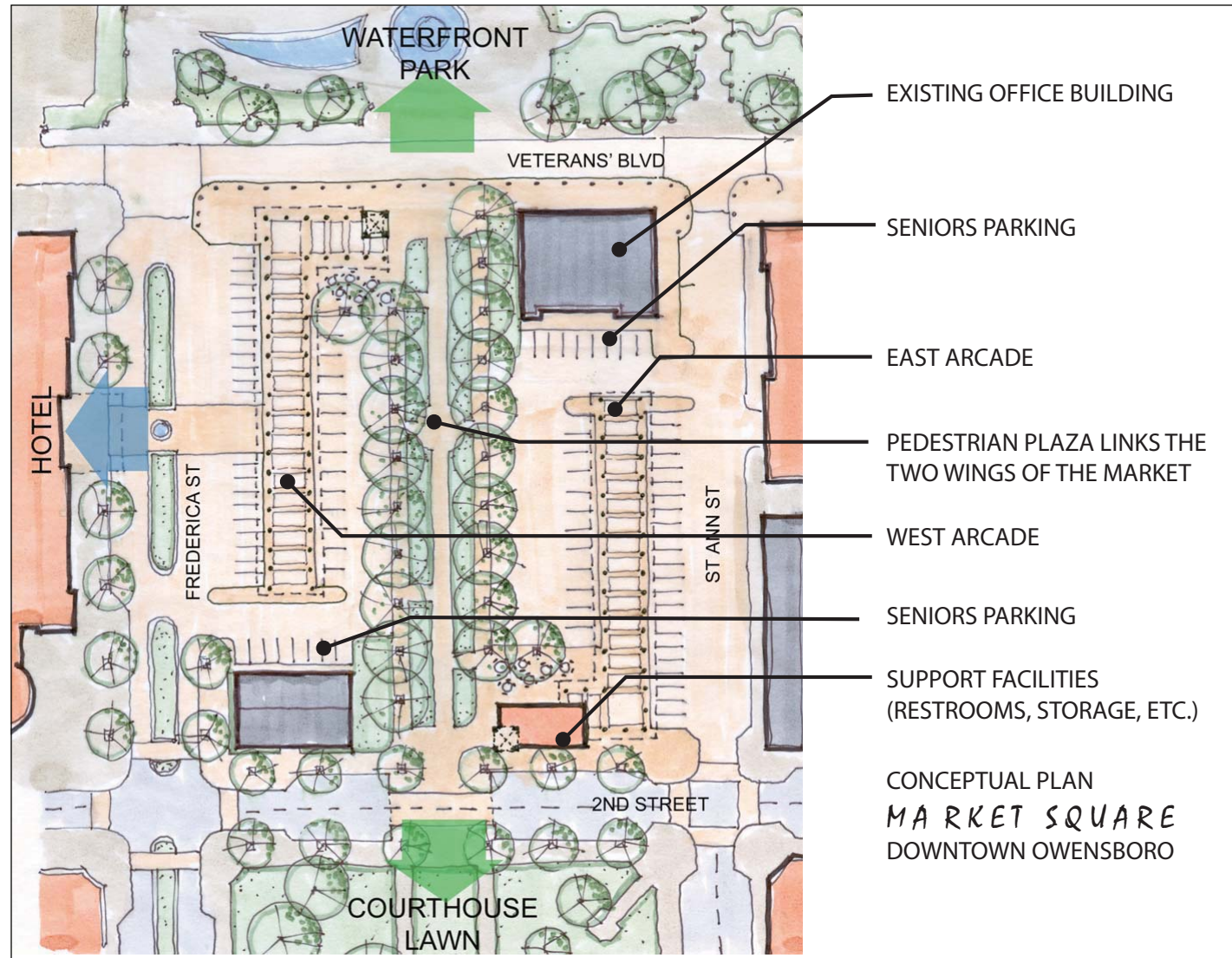


Figure 6-3: Market Square Plaza Detail

Source: Gateway Planning Group, Inc.

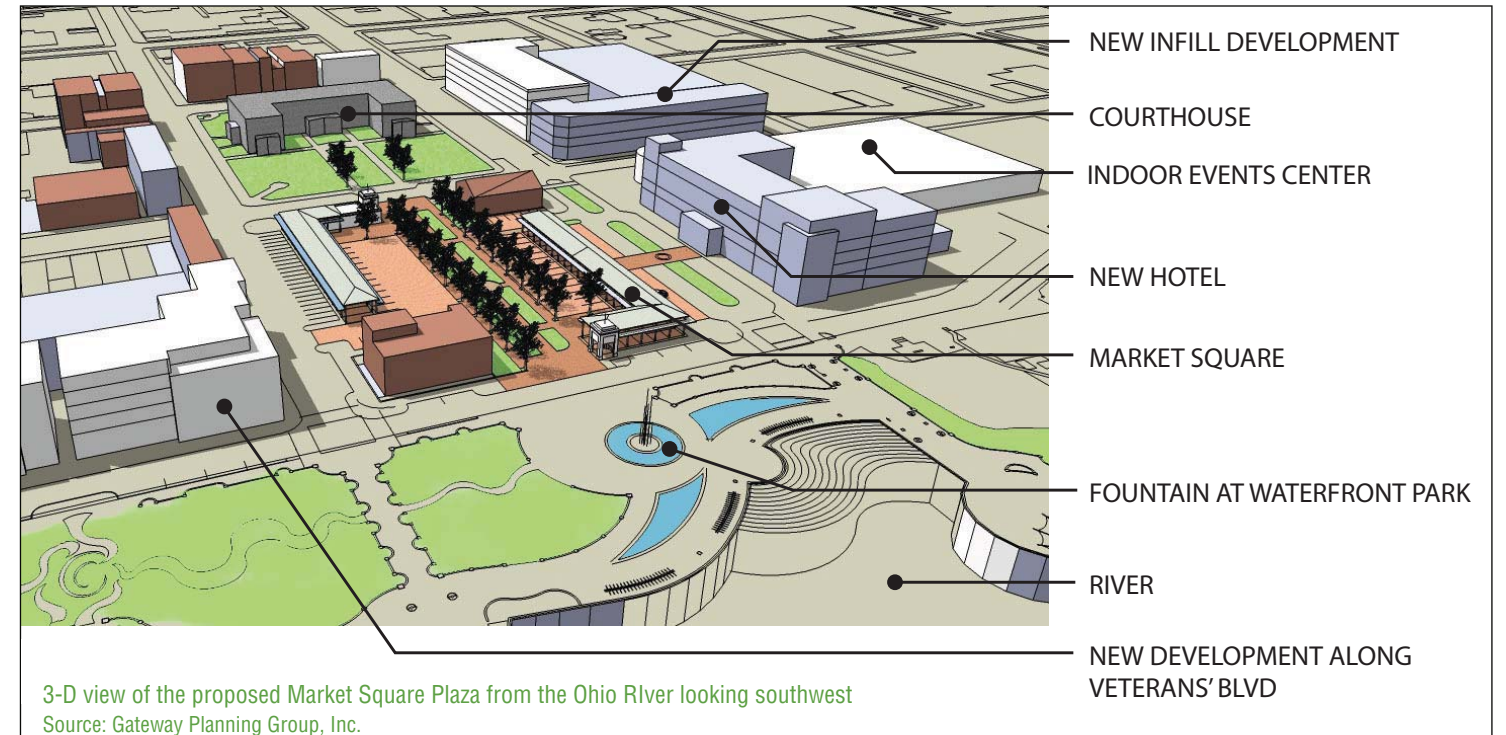
The artist's rendering of an aerial view of the new public plaza (above) best shows the potential for Market Square to be Owensboro's new public gathering space. The details of the specific catalyst projects including order of magnitude costs are included in Section 7.

2nd Street

2nd Street has been and is Owensboro's "Main" Street. It is the heart of the historic core and is the starting chapter in Downtown Owensboro's renaissance. Approximately

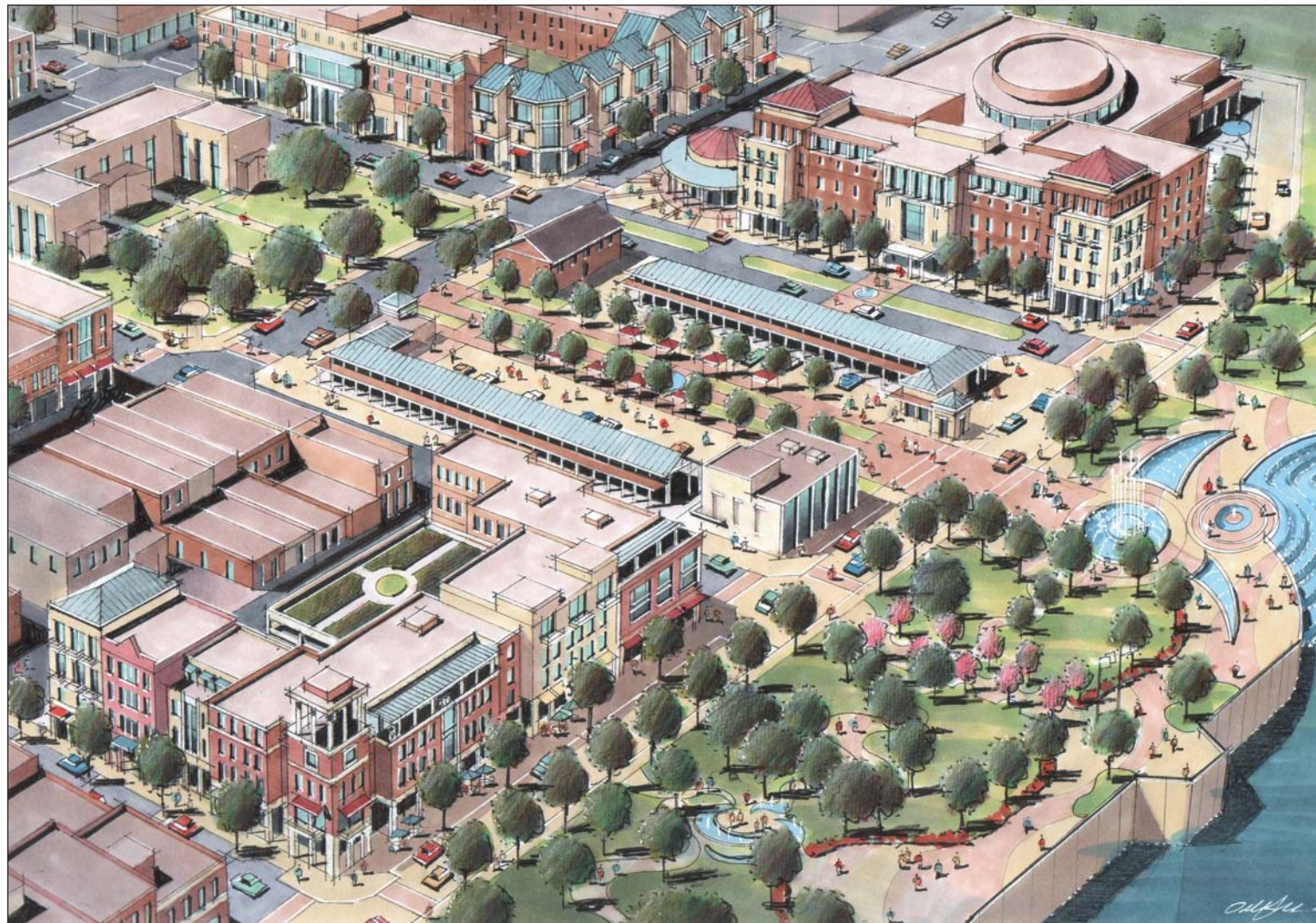


Image of a hotel in an urban context (Source: Cooper & Stebbins)



Left and below: Images of streets providing models for Veterans Blvd.





Artist's aerial view of the reinvented Veterans Blvd., new Market Square Public Plaza, and adjoining development (Source: Gateway Planning Group, Inc. & Don Oelfke)

three blocks of historically significant buildings still flank 2nd Street between Daviess and St. Ann Streets. There are some gaps in the street wall, specifically on the block immediately east of the Courthouse and east of Daviess Street. New development on 2nd Street should focus on appropriately scaled and designed infill. Again, the ground floor uses should be retail or restaurant uses with upper floors being office or residential uses.

One key opportunity site is the county owned vacant property adjoining the Smith-Werner building located at the southeast corner of 2nd and St. Ann Street. Infill on

this site should be 3 - 4 stories with ground floor retail and upper floor residential uses. Since the site is a corner site, it is well suited for residential uses. See Section 6.5 for a detailed discussion of housing opportunities on 2nd Street.

2nd Street should also be the focus of renovation and adaptive reuse efforts of historic buildings. Presently, many entrepreneurs are renovating historic structures and adding much needed retail and residential uses to downtown. Facade renovation and housing incentives should also focus on historic preservation of existing facades.



Section of 2nd Street with renovated storefronts

In addition to infill, adaptive reuse, and appropriate design standards for both, traffic is a large concern on 2nd Street. Specifically, one-way traffic and truck traffic on 2nd Street. This report recommends the conversion of 2nd Street from one-way to two-way, and strategies to calm traffic and limit truck traffic on 2nd Street. These recommendations are explored further in Section 6.4 Transportation Recommendations.

Frederica Street Corridor

The Frederica Street Corridor is identified as a distinct activity area. It is the most important north-south connector



Existing facades on 2nd Street that need to be renovated in a more historic design context



2nd Street Opportunity Site - County owned surface parking lot at the southeast corner of 2nd and St. Ann Streets.



2nd Street Opportunity Site - Recommended building type for infill at this site

from Downtown to city neighborhoods and important destinations along the corridor.

Current development is auto-oriented and recommendations in this plan are for major infill along Frederica Street in the form of commercial buildings. Ground floor retail uses will generally be focused at intersections with mid-block



locations being appropriate for office uses. There are several key opportunity sites along Frederica Street (see Figure 6-4). In addition to the ones discussed in the Waterfront/Veterans Blvd. area discussion, the block between 3rd and 4th Streets has several voids in the street wall that should be filled. Again, the design of these infill sites should be sensitive to the historic context of downtown Owensboro. One key opportunity site is the vacant property at the southwest corner of the intersection of 5th and Frederica Streets. This site could accommodate some retail at the hard corner with office or residential uses above. Any significant building on this site would have to evaluate parking carefully. Adjacency to existing residential uses on Ewing Court creates the need to have residential uses as a transitional buffer on the Ewing Court site.

Due to Frederica Street's significance as a major link within the city, rapid transit should be an important focus along this corridor. Specifically, a streetcar line along Frederica from Downtown to US 60 should be considered. The goal is to make Frederica the employment and transit corridor linking downtown with the rest of the community. A streetcar line provides tremendous opportunities for nodes of development along this corridor. These nodes could strengthen existing destinations and create new ones. A more detail discussion of the transportation recommendations are included in Section 6.4.



Frederica Street Opportunity Site - Fifth-Third Site at Frederica and 5th Streets



Figure 6-4: Illustrative Master Plan Detail of the Frederica Corridor



Frederica Street Opportunity Site - Recommended building type for infill at the Fifth-Third Site

East Downtown Cultural/Arts District

The East Downtown area is the area east of the J.R. Miller bridge along 2nd Street. This area is emerging gradually as a destination for cultural and arts related uses. The RiverPark Center forms the western anchor to what could be a vibrant district with artists' studios, lofts, and other complementary uses on East 2nd Street. Existing buildings make good candidates for residential adaptive reuse. Recommendations for housing in this part of downtown are explored further in Section 6.5.



Making room for all modes of transportation - potential for Frederica Street

In addition to adaptive reuse of existing buildings, there is significant infill residential opportunity on the blocks just south of 2nd Street. This **residential transition** could be in the form of courtyard apartments and townhomes. Several surface parking lots and underutilized properties in this area of downtown provide potential to reknit the residential fabric of the city. Immediately south of 3rd Street along Clay Street are several intact single-family residential blocks. New live-work units and townhomes will provide the appropriate transitions to these existing neighborhoods.



Existing vacant and underutilized buildings on East 2nd Street with potential for adaptive reuse



New art/cultural uses emerging in the east downtown area



This portion of downtown has several key opportunity sites, most of them are good candidates for infill residential. The program for downtown envisions a new **arts academy** which could be located in this area. One option is to renovate a vacant historic building for the purposes of this new civic anchor. Another option is to redevelop a vacant site or large surface lot (there are several institutional uses with large surface parking lots here) into a new building.

The community should explore options that would capitalize on the arts and education focus in this area of downtown. Discussion is currently underway involving the Economic Development Corporation, the region's four colleges and universities, local school systems and arts agencies such as the RiverPark Center to create an arts academy in downtown Owensboro.

View of how transitions would work from higher intensity commercial to single-family residential through the use of townhomes



Source: Gateway Planning Group, Inc. & Don Oelfke

When fully implemented, this academy would offer students an opportunity to study the arts in a residential program connected to performance and production components in Owensboro. Students can begin the program in the junior year of high schools and will complete the program with a bachelor's degree from one of the local colleges or universities. The academy will attract students from outside the region to attend as residential students in high school. The program can be an effective tool for the attraction and retention of young talent to the region. It can also further build the arts and creative industry employment opportunities by creating a skilled workforce.

West Downtown/Executive Inn Site

The West Downtown area includes all of the plan area west of Locust Street and south of the river. The area includes the former Executive Inn site which occupies approximately 16 acres along the western waterfront of downtown Owensboro. This area provided significant challenges to the Design Team; that is, there are vast amounts of vacant or underdeveloped properties and very little current market demand for higher intensity uses.

View of existing vacant lots adjacent to single-family residential uses along Clay Street looking north from 3rd Street.



View of possible infill residential in the form of townhomes that provide existing residences a buffer from the commercial uses on 2nd Street.



Source: Gateway Planning Group, Inc. & Don Oelfke

The Design Team evaluated different development options during the September Workshop that included options for an Outdoor Events Center, infill residential, other civic and mixed use development (See Section 5.2) in the West Downtown Area. Given the challenges of land acquisition and assembly due to fragmented property ownership, the Design Team looked at alternative sites for the Outdoor Events Center.

In evaluating different design options for the Outdoor Events Center, the Design Team considered the urban design implications of locating this large use in a downtown context. The Design Team neither endorses the project by evaluating its market feasibility nor recommends any financing strategies for implementation. This analysis was just a means to look at on-the-ground design implications and adjacency issues.

Given that the actual implementation of the Outdoor Events Center facility will be driven by private and community groups, the Design Team looked at three main options for the redevelopment of West Downtown. The first option (Figure 6-5) looks at the redevelopment of West Downtown if the Outdoor Events Center is found to be infeasible in a Downtown location. The second option (Figure 6-6) looks at the Outdoor Events Center as being the main catalyst for the redevelopment of the Executive Inn site. The last option (Figure 6-7) looks at the potential for its location south of the Executive Inn Site.

The three different redevelopment options for West Downtown are intended to provide the community more options for evaluating redevelopment concepts for West Downtown. Given the focus of catalyst projects that build on the existing strengths of downtown - Ohio River, RiverPark Center, the new Waterfront Park improvements, and the Historic 2nd Street Corridor; the redevelopment of West Downtown will be a longer term option. In fact, the success of the downtown core and associated catalyst projects are critical to jump-start the redevelopment of West Downtown.

Option 1 (Figure 6-5):

Option 1 looks at the redevelopment of West Downtown and the Executive Inn site without the benefit of a large-scale public facility. The key design considerations for this option include:

- Extend the existing street grid into the Executive Inn site.
- Provide accessible open space along the riverfront and connections to the Waterfront Park.
- Maintaining commercial uses along the 2nd Street frontage.
- Provide for smaller scale commercial/light industrial/fabrication uses as infill in West Downtown.
- Transitioning to lower density residential neighborhoods

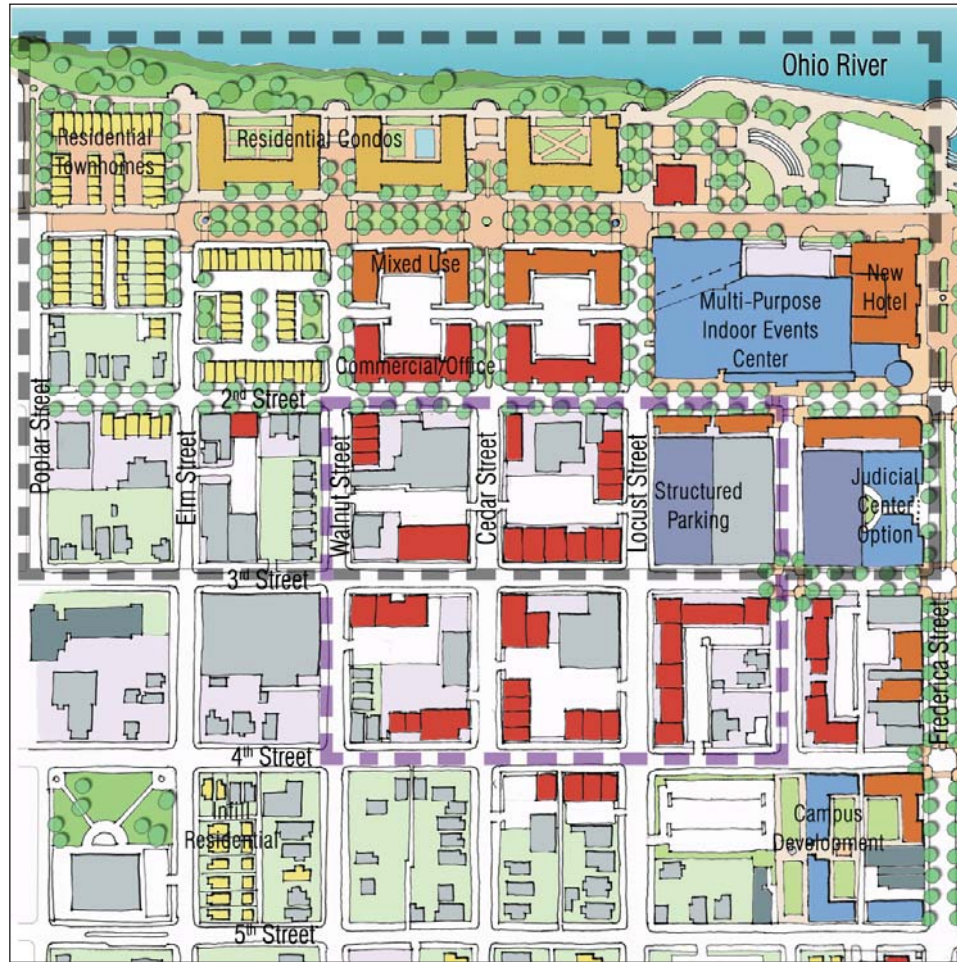


Figure 6-5: West Downtown Illustrative Master Plan Detail -Option 1

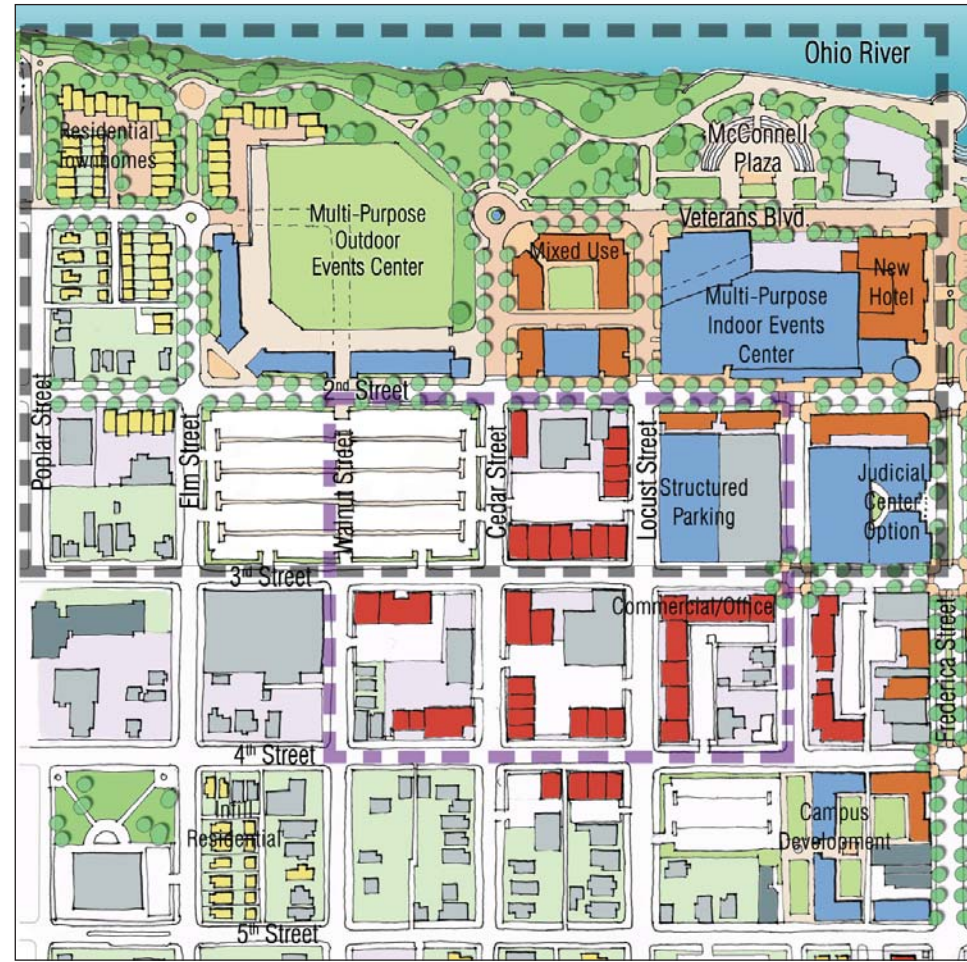


Figure 6-6: West Downtown Illustrative Master Plan Detail -Option 2

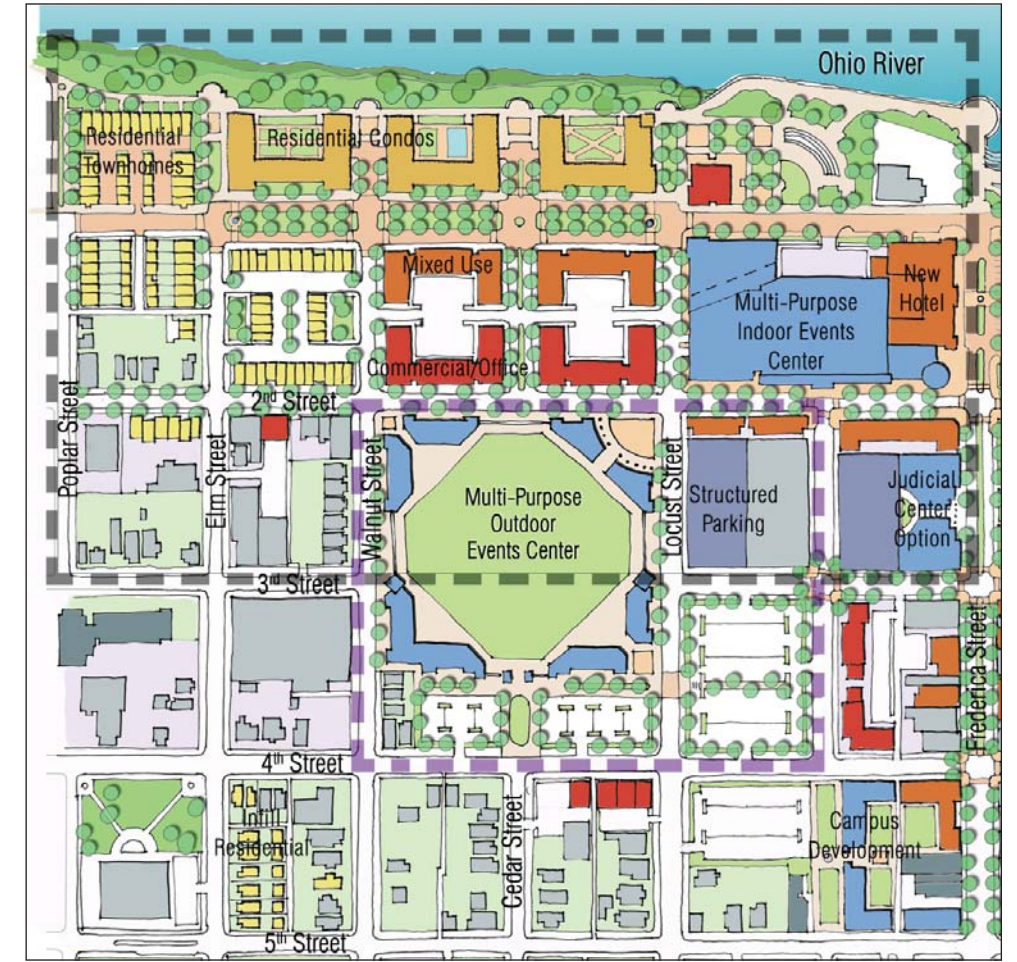


Figure 6-7: West Downtown Illustrative Master Plan Detail -Option 3

to the west and south by providing for appropriate residential infill.

- Create a distinct urban residential neighborhood along the river's edge and along West Veterans Blvd. by providing a mix of residential uses such as residential condominiums, townhomes, and loft apartments.

Option 2 (Figure 6-6):

The scale of the potential Outdoor Events Center and adjacent parking would be approximately 6 blocks. Due to its large scale and impact on adjacent properties, the Design Team looked at two potential locations in West Downtown. Option 2 looks at the potential redevelopment of West Downtown and the Executive Inn site if the Outdoor Events Center were to be located on the latter. Due to the site's strategic

location next to the River and the proposed Indoor Events Center/Hotel complex, this location could accommodate the Outdoor Events Center and associated entertainment uses in close proximity. The key design considerations for this option include:

- Designing the Outdoor Events Center as an extension of a more natural version of the Waterfront Park to the west. This portion of the park would be more passive and would allow large events and gatherings to spill out along the water's edge.
- McConnell Plaza is extended to the west, creating a focal point between the active waterfront uses to the east and the passive uses to the west.
- Some commercial infill is envisioned along 2nd Street with

significant parking in the two blocks south of the Outdoor Events Center. As uses intensify around the events center, this could potentially be converted to structured parking with active uses along 2nd Street.

- This option also extends the street grid, to the extent possible, around the Outdoor Events Center.
- Residential transition uses are envisioned to the neighborhoods to the west and south.
- Specifically, higher density residential condos with views of the Ohio River could line the western edge of the Outdoor Events Center. Such uses will not only provide a transition to the lower density residential neighborhoods to the west, but will provide a unique and desirable residential option for the community.

Option 3 (Figure 6-7)

The last option evaluated the location of the Outdoor Events Center south of the Executive Inn Property in West Downtown. This area is currently the location of several used car lots and other underutilized properties. This option also provides the community more choices for the location of this large use without dictating a time-frame for redevelopment of the Executive Inn site.

The critical design considerations at this location are:

- Location of the facility in close proximity to the Indoor Events Center and to the heart of downtown to leverage parking, retail, and potential entertainment uses.
- Establishment of a 'parking zone' along Locust and 4th Streets for the large scale use.



- Redevelopment of the Executive Inn site with residential and mixed use buildings that take advantage of river views and provide transitions to adjoining established neighborhoods.
- Rebuild the street grid into the Executive Inn site and provide passive open space access along the Riverfront thus connecting the neighborhoods to the west to the active Waterfront Park.
- Appropriate commercial infill and live-work should be encouraged along 2nd Street.

Overarching Recommendations for West Downtown/ Executive Inn Site:

Given the uncertainty of the development horizon and market demand in West Downtown, the above three options are just some of the many possible ways to redevelop this area. Regardless of the ultimate design and program for West Downtown, the approach should support emerging urban residential infill that has begun to link the neighborhoods to the west with downtown along the waterfront.

Rather than the location of blocks, buildings, and specific uses in the above options, focus should be on the underlying design considerations that are common to all the three options:

- If a Multi-Purpose Outdoor Events center is found to be feasible and desirable in Downtown, its location should be carefully considered due to its large scale and associated parking.
- To the extent possible, such a use should be located in close proximity to the Indoor Events Center to take advantage of parking and other amenities and synergies.
- In addition, surface parking should be located along Locust and other secondary streets in order to prevent large voids in the heart of downtown.
- Any redevelopment of the Executive Inn site should encourage the extension of the city grid into the site and provide for open space access along the waterfront. This should also provide connections to the Waterfront Park to the east and neighborhoods to the west.
- Appropriate residential transitions in the form of condos, lofts, apartments, townhomes, and patio homes should be encouraged to the west and south of the area.

- 2nd Street west of Frederica should be redeveloped as an extension of the historic 2nd Street with active uses in buildings close to and defining the street edge.
- Other commercial infill such as small scale offices, live-work, retail, light industrial, fabrication, and similar uses should be encouraged in West Downtown.

6.3 Package of Catalyst Projects

Based on the market demand, community input meetings, Design Workshop, and fiscal capacity, the Design Team is recommending a Package of Catalyst Projects for the first phase of implementation of this plan. This Package of Projects was presented at the Community Meeting on November 15, 2008 (see Messenger-Inquirer cover story on right). For more detail on the cost estimates for the projects and financing strategies, please see Section 6.4 and Section 7.

The main goal of this proposed Package of Catalyst Projects is to build on the momentum of existing projects and investment in Downtown - especially along 2nd Street and Veterans Blvd. In addition, it builds on the existing strengths of Downtown - the Arts, Education, and Cultural opportunities.

Figure 6-8 shows a summary of the Illustrative Master Plan with the Catalyst Projects identified. Since November 15, the Master Plan and associated package of projects has received tremendous community support and buy-in.

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DOWNTOWN DEVELOPMENT

'A Bold Move'

Planners unveil proposal to revive city's core

By Owen Covington
Messenger-Inquirer
Gateway Planning Group laid out an \$80 million package of projects designed to boost private investment in downtown and make the city's core once again a vibrant part of the community.

The downtown package includes a mixed-use indoor events center, completion of planned improvements to Smothers Park and a new "market square plaza" connecting the county courthouse to the riverfront.

Now city and county officials will begin mulling over how to proceed with the plan and how to pay for it.

"You have an opportunity to reinvigorate this downtown," said Scott Polkov, president of the Fort Worth-based Gateway Planning Group. "Conservatively, we believe this is the minimum threshold of projects to be packaged up and take advantage of what's already been invested downtown."

Polkov and his team offered up this newest, more-refined and specific version of the plan to a crowd of more than 150 in Jones Gymnasium at Kentucky Wesleyan College as part of the We the People Town Meeting anniversary.

Along with figuring a price tag for the package of projects, Gateway staff is offering a look at the options local government has to finance the investment,



This artist's rendering of downtown Owensboro was presented during the We the People presentation Saturday at Kentucky Wesleyan College.

"We've got a whole generation and a half that have never known activity downtown. I look forward to changing that."

— Kimberly Johnson

including possible increases in the occupational and insurance premium tax rates.

Owensboro Mayor Tom Watson described the plan as "a bold move" and said investment now will mean more revenue for local government in the future.

"We have to have some courage to increase our revenue opportunities," Watson said. "It's bold, and it's very, very doable. The timing is right."

Daviess County Judge-Executive Reid Haire said whether and how the city and county move forward will be dependent in large part on the support in the community at large.

"It would be important to me to get feedback from the community if it is interested enough to be willing to pay for it," Haire said after a separate briefing on the plan for city and county elected officials.

Developing the plan
Work on the downtown master plan began this spring as a joint venture between the city, county and business organizations.

Planners with the Gateway group spent a week in Owensboro

See **Bold**/Page A2



Scott Polkov
Gateway Planning Group president



Jim Zabek, left, a resident of Owensboro for almost 30 years, voices his support for the downtown development plan while Virginia Marx, a member of the We the People Leadership Council, holds a microphone during a question-and-answer session Saturday in the Jones Gymnasium on the Kentucky Wesleyan College campus.

Highlights of Master Plan

- A 60,000-square-foot mixed-use indoor events center.
- A \$4.8 million market square plaza between Second Street and Veterans Boulevard.
- Proposed improvements to downtown streets, including making Second Street a two-way street.
- A new parking structure with 500 spaces at a cost of \$7.5 million.
- A \$5 million arts academy.

November 16, 2008 Cover page article in the Messenger-Inquirer

Source: Messenger-Inquirer



ILLUSTRATIVE
MASTER PLAN
&
SUMMARY OF
CATALYST PROJECTS

The Illustrative Master Plan for Downtown Owensboro identifies several critical catalyst projects for immediate implementation. These include the improvements of Veterans Blvd, 2nd Street, Market Square Public Plaza, and the new Indoor Events Center. Additional private development in the form of a new downtown hotel and mixed use development along Veterans Blvd. is seen as an immediate priority. **These are projects labeled A through G in the adjoining Illustrative Master Plan.**



6.4 Transportation, Parking, & Linkages

The Transportation - Land Use Connection

The transportation system of downtown Owensboro has a direct impact upon the economic opportunities, real-estate market, and overall appeal of downtown and Greater Owensboro. The current system does an excellent job of moving cars and trucks through town (mobility). But movement is not an end in itself; the ultimate goal of

transportation is the ability of people to access goods, services, and activities. Access improvements are best realized when they are combined with an overall land use strategy. The new street classification depicted in Figure 6-9 and Table 6-1 is a first step toward realizing the transportation - land use connection in downtown Owensboro.

The classifications have been created specifically for downtown Owensboro and represent the future street characteristics needed to realize the Illustrative Master

Plan. The purpose of this approach is to strengthen the function of the new transportation system in the context of defining the trade-offs and benefits of the new street cross sections and circulation patterns.

For instance, the combination of Core Main Streets and Special Pedestrian Streets will create a place where people can meet unexpectedly walking from one destination to another. Retail developers will want to create a park-once environment around these streets, partly to foster interaction and communication, but also to create synergy among different retail tenants. This is a trend in the United States and emphasizes the need to create great public spaces using our street right-of-ways.

Downtown local streets will aid in linking local residential areas with downtown destinations by providing safe low speed multi-modal routes for all users to access downtown. On these streets, one should feel comfortable walking, biking or driving at any time of day. That means adequate sidewalks, bicycle facilities, traffic calming, street trees and pedestrian scale lighting will be needed.

Frederica is a unique street in the downtown transportation system, thus should have its own designation. The street has the potential to be the grand entrance to downtown and bind it with the rest of the community by creating a boulevard that is aesthetically pleasing, multi-modal, and creates new development opportunities.

Downtown avenues are the work horse of the street system. They will handle the majority of through traffic movement and trucks. These are essential for mobility and should be preserved as such. 5th Street is the wild card in the transportation system and its current configuration should be maintained until a traffic study determines the capacity needs of the one-way downtown circulation system versus a two-way system.

The next phase of work should include an access and circulation study to determine the interaction of the new destinations for downtown, such as the Indoor Events Center and the enhanced Waterfront, with the reinvention of Veterans Blvd., 2nd Street, and Frederica Street.



Figure 6-9 Recommended Downtown Street Classification

Source: Kimley-Horn & Associates

Frederica I (Downtown Boulevard)	Core Main Street	Special Pedestrian Street
Two-way On-street Parking Moderate Speeds Raised Median Pedestrian Infrastructure Transit Priority	Two-way On-street parking Low speeds Street frontage Wide pedestrian	Two-way On-street parking Flush curb/Decorative pavement Transit & Ped Infrastructure Controlled Vehicle Access Retail/commercial focus
Frederica II	Downtown Avenue	Downtown Local Street
Two-way Higher Speeds Raised Median Transit Accomodations	Two-way or one-way couplet No on-street parking Low speeds Limited pedestrian infrastructure Accomodate large trucks	Two-way On-street parking Low speeds Bicycle lanes Connected sidewalk Traffic calming
TBD		
Transition Street		

Table 6-1: Recommended Downtown Street Classification

Source: Kimley-Horn & Associates



Frederica Street

The purpose of the downtown Boulevard is to provide a grand entrance to downtown with streetscaping and multi-modal roadway features such as pedestrian and bicycle accommodations and fixed route transit. Currently the roadway contains four through lanes with left turns occurring in the travel way. This lane structure reduces the overall capacity of the roadway and limits the signal timing capabilities. The recommended new classification reduces the street from four lanes to two north of 5th Street in order to provide a landscaped median with left turn bays at the intersections. This conversion will enhance the capacity of each lane and allow for increased pedestrian movement along the corridor.

On-street parking will remain on this corridor, however at the intersections, a bulb-out will be added in order to reduce pedestrian crossing time and enhance the aesthetics of the corridor. In the downtown area, the design speed of this roadway should be no more than 20 miles per hour.

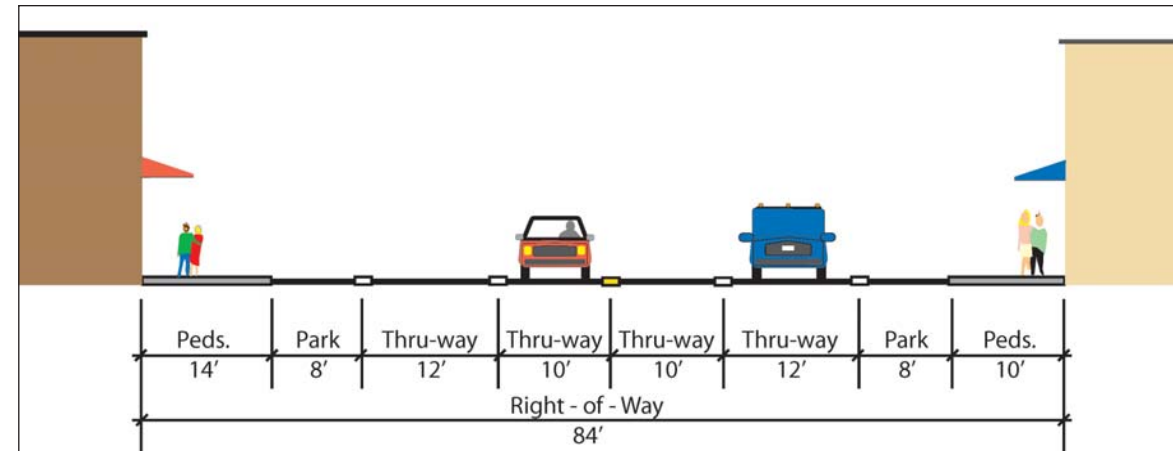
This street also has the potential to contain a streetcar. This fixed-route would solidify transit into the investment strategies of major retail destinations, institutions, and

businesses. Already the corridor is home to two higher education institutions, a high school, a library, major shopping center, a mall, multi-family residential units and many other cultural and historical resources. It is a perfect example of how a transportation improvement could complement existing assets and make infill development possible due to a multi-modal boulevard that has the capacity to move more people without adding lanes or parallel facilities.

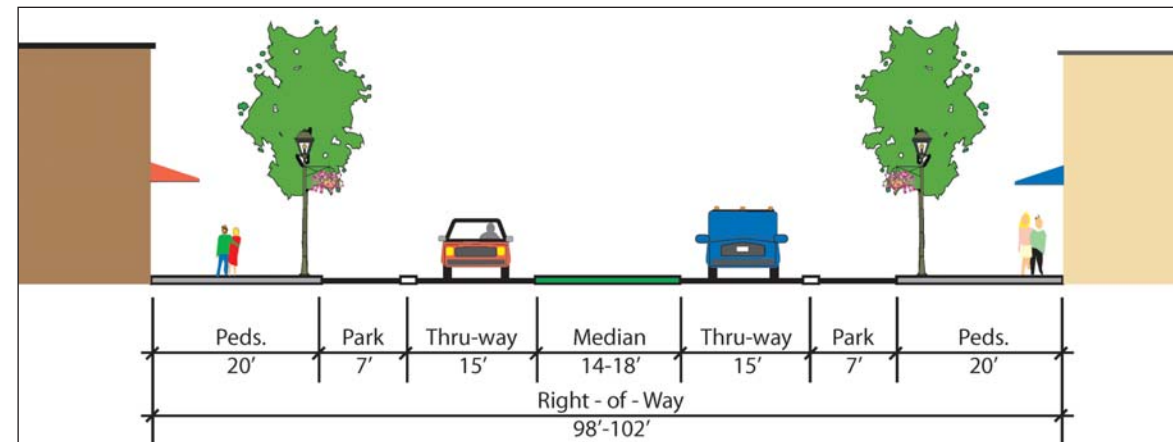
The cost to upgrade Frederica Street in Downtown Owensboro is approximately \$4.8 Million. This includes expanded sidewalks, intersection improvements, median improvements, landscaping, pedestrian amenities, etc.

Cost for all inclusive streetcar line (guideway, streetcars & stations) along Frederica, approximately \$15 - \$20 million/mile.

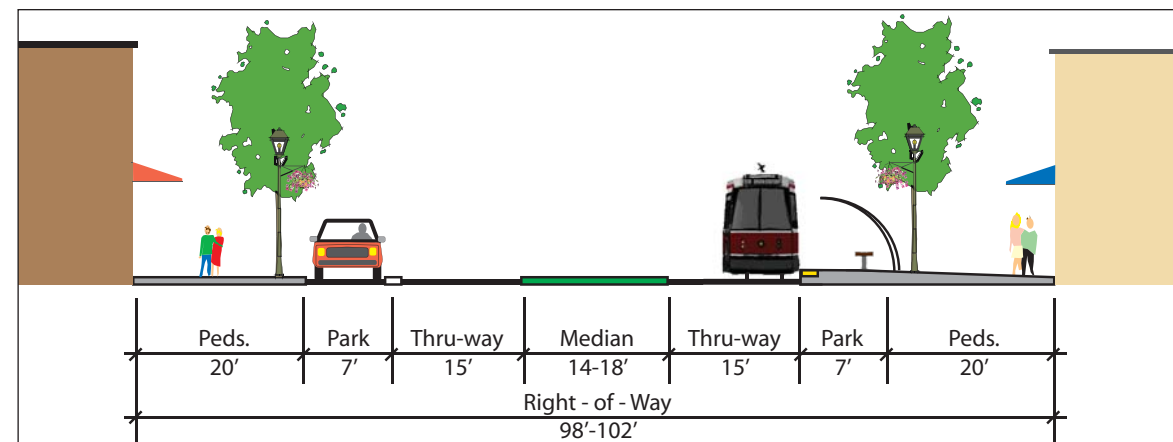
Existing Street (Frederica)



Recommended Street (Frederica)



Recommended Street with Streetcar (Frederica)



Aerial image of a portion of Frederica Street

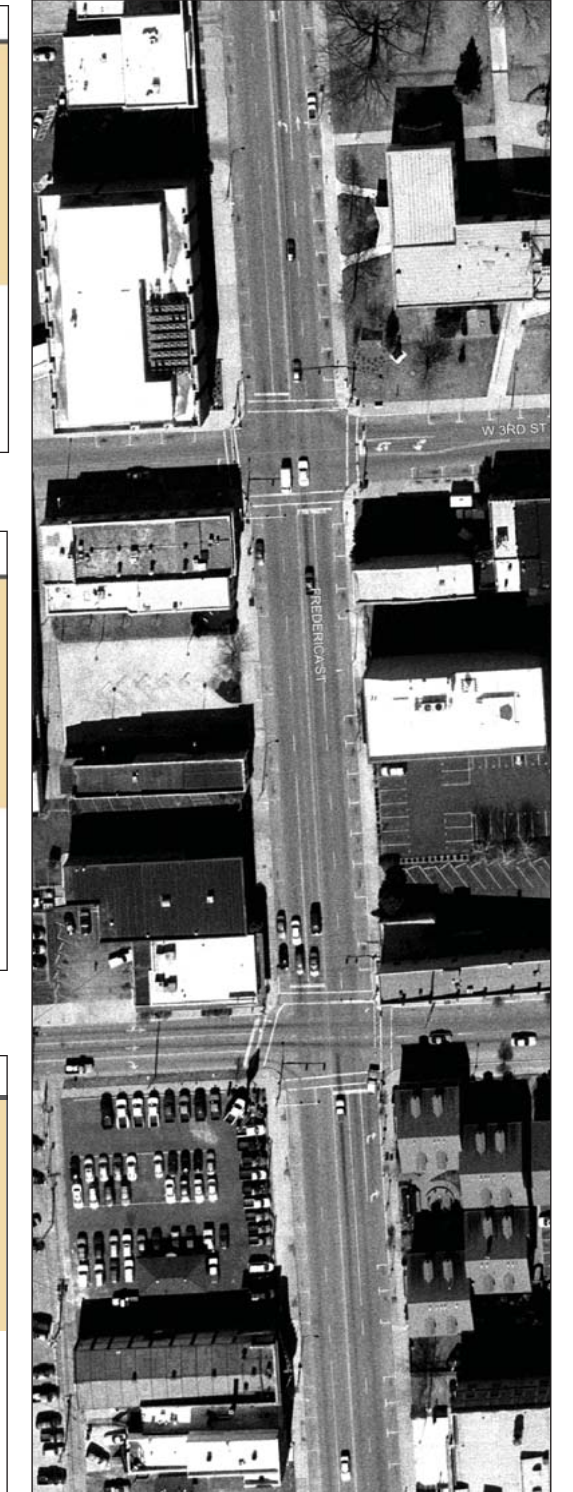


Table 6-2: Frederica Street: Existing and Recommended Cross Sections

Thoroughfare Type	Frederica	Downtown Boulevard
Right-of-Way Width	84'	98'-102'
Pavement Width	60'	58'-62'
Pedestrian Crossing Time	13.5 seconds	13-14 seconds
Movement	Vehicular Priority	Transit Priority
Traffic Lanes	2 lanes	2 lanes, add median with turn lanes
Parking Lanes	2 parallel lanes	2 parallel lanes
Curb Type	Raised	Raised
Public Frontage Type	Mixed	Mixed
Walkway Type	10' to 14' sidewalk	20' sidewalk
Transportation Provision	Transit	Transit, Shared Bicycle Lane



2nd Street

2nd Street will be redesigned into a Core Main Street. This street will handle moderate traffic volumes while being redesigned for speeds of 20 miles per hour and lower. Due to the fact that 2nd Street handles much of the city's downtown commerce it will see a great deal of pedestrian traffic. In order to accommodate substantial traffic and accommodate the Illustrative Master Plan, 2nd Street needs to be converted from one-way to two-way traffic flow. By providing two-way traffic in this highly vibrant area, the visibility and access for businesses will be enhanced. In addition, two-way traffic will decrease the travel speed due to the 'friction' caused by on-coming traffic. With slower speeds on this road section, pedestrians will experience enhanced safety.

Other than the one-way to two-way conversion, other parts of the road will remain much the same. On-street parking will remain with the addition of bulb-outs at intersections, and the pedestrian area could be increased from 12 feet to 20 feet west of Frederica Street in conjunction with the redevelopment of the Executive Inn Site. This change can enhance the pedestrian realm while providing for cafe environments.

The cost of these improvements is approximately \$2.5 million. This estimate includes conversion of 2nd street to two way circulation and re-routing truck traffic. A subsequent evaluation is needed to best determine the rerouting of truck traffic through downtown.

Table 6-3: 2nd Street: Existing and Recommended Cross Sections

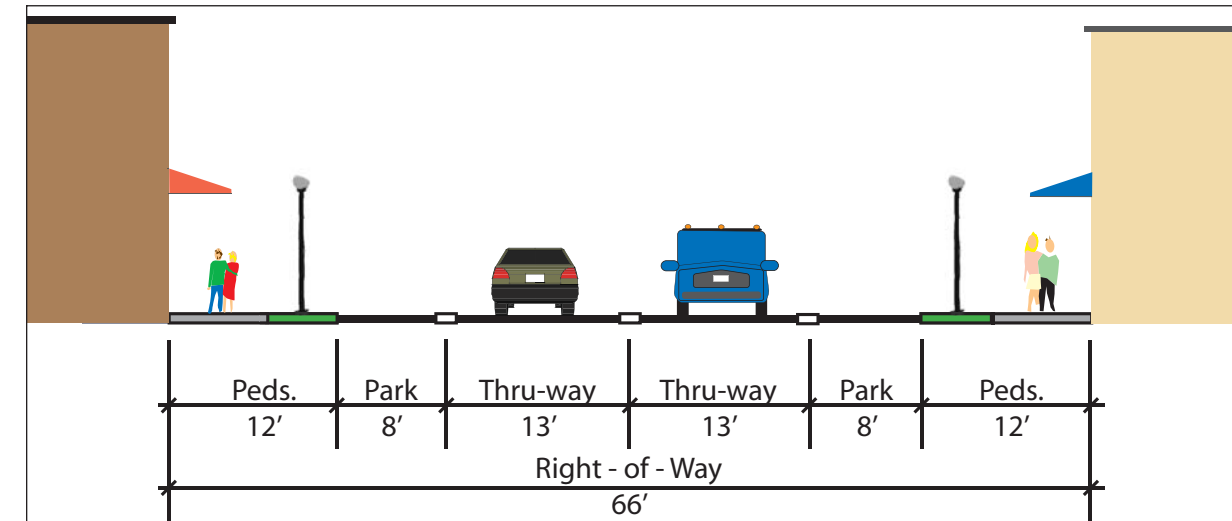
Source: Kimley-Horn & Associates

Thoroughfare Type	2nd Street	Core Main Street
Right-of-Way Width	66'	82'
Pavement Width	42'	26' add bulbouts
Pedestrian Crossing Time	9.5 seconds	6 seconds
Movement	Vehicular Priority	Pedestrian Priority
Traffic Lanes	2 one-way lanes	2 lanes
Parking Lanes	2 parallel lanes	Both sides @ 8'
Curb Type	Raised	Raised/Bulb-out
Public Frontage Type	Retail and café	Retail and café
Walkway Type	7' sidewalk with 5' buffer	20' sidewalk
Transportation Provision	Transit	Transit and Pedestrian

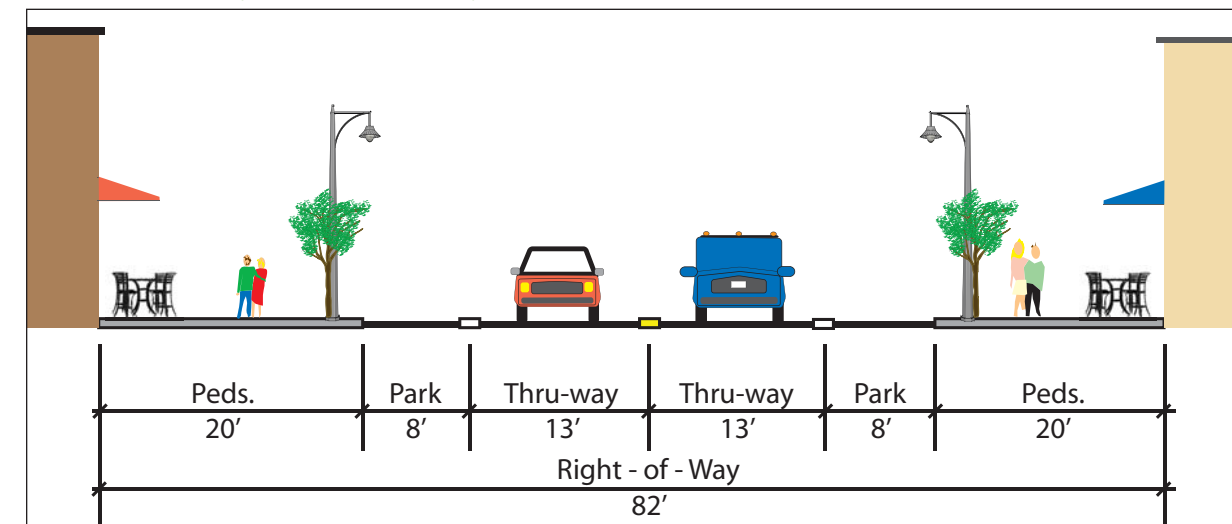
Aerial View of the 2nd Street Corridor



Existing Street & Recommended (2nd St. East of Frederica)



Recommended Street (West of Frederica Street)





Veterans Boulevard Pedestrian Priority Street

Veterans Boulevard will be reinvented into a quasi “urban plaza” pedestrian priority street with flat curbs, streetscape amenities, and pedestrian improvements. It will be a high pedestrian activity, low traffic volume, and low travel speeds street. Its purpose is mainly for access to businesses, events and parking. It consists of a flush street with flat curbs, a mix of texturized pavement, trees and tree wells, bollards, planting strips and hardscape materials that separate the roadway from the pedestrian realm. This treatment creates the feel of a plaza connecting the Waterfront Park to adjacent developments, yet prevents conflicts between parking vehicles and pedestrians.

The result is a roadway space that can easily be used for street festivals by temporarily closing the street to vehicles on special

occasions. On a daily basis the roadway will function much the same as it does today, yet it will be more accessible to the disabled and drainage will be much improved.

The cost necessary to upgrade this street to a pedestrian-focused street is approximately \$5.6 million.



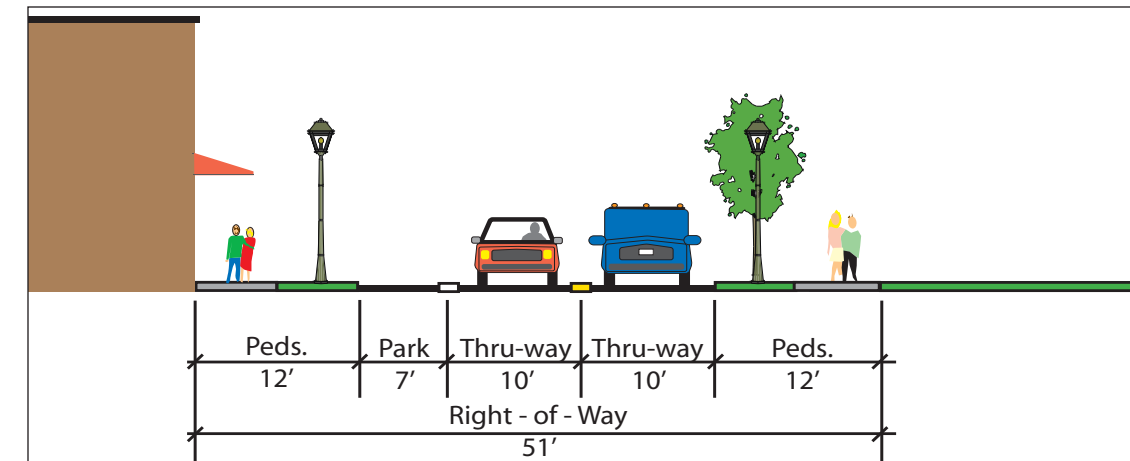
Example of improvements to Veterans Blvd.

Source: Kimley-Horn & Associates

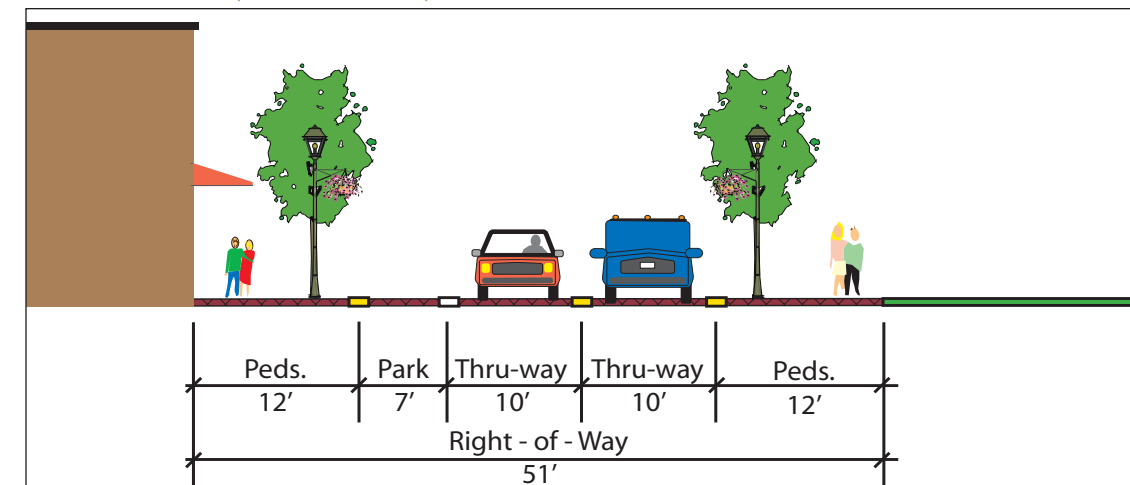
Table 6-4: Veterans Blvd.: Existing and Recommended Cross Sections

Thoroughfare Type	Veterans Boulevard	Special Pedestrian Street
Right-of-Way Width	51'	51'
Pavement Width	27'	20' - one side bulb out
Pedestrian Crossing Time	6 seconds	4.5 seconds
Movement	Free	Ability to restrict traffic
Traffic Lanes	2 lanes	2 lanes
Parking Lanes	One side @7'	One side @7'
Curb Type	Raised	Flush/bulb-out
Public Frontage Type	Park and café	Park and café
Walkway Type	6' sidewalk with 6' buffer	12' sidewalk
Transportation Provision	None	Bicycle and pedestrian linkage

Existing Street (Veterans Boulevard)



Recommended Street (Veterans Boulevard)



Aerial View of the Veterans Blvd. Corridor





Downtown Local Street

The Downtown Local Street serves low volumes of traffic at low speeds in order to prevent cut-through traffic and improve safety for pedestrians and cyclists. Its purpose is to bring people into the downtown by all modes along slower roads with less traffic.

The Downtown Local Street has two through lanes with parking on both sides and connected sidewalks. Traffic calming techniques can be used on these road sections to limit cut-through traffic and bulb-outs at the intersections help shorten the crossing distance for pedestrians.

Table 6-5: Downtown Local Street: Existing and Recommended Cross Sections

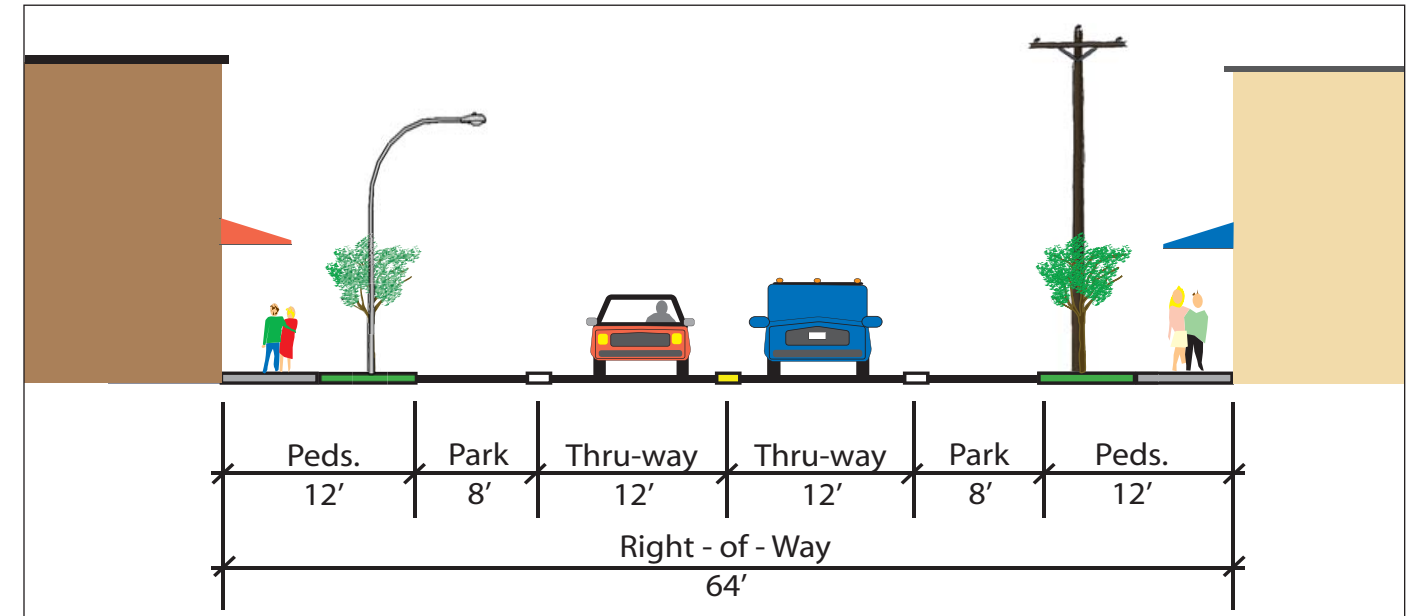
Source: Kimley-Horn & Associates

Thoroughfare Type	Allen Street	Downtown Local Street
Right-of-Way Width	64'	64'
Pavement Width	40'	24' - with bulbouts
Pedestrian Crossing Time	9 seconds	5.5 seconds
Movement	Free	Traffic Calming
Traffic Lanes	2 lanes, 12' each	2 lanes
Parking Lanes	Both sides @ 8'	both sides @ 8'
Curb Type	Raised	Raised
Public Frontage Type	Mixed	Mixed
Walkway Type	12' sidewalk with 6' buffer	12' sidewalk
Transportation Provision	Transit	Transit, Bike Route

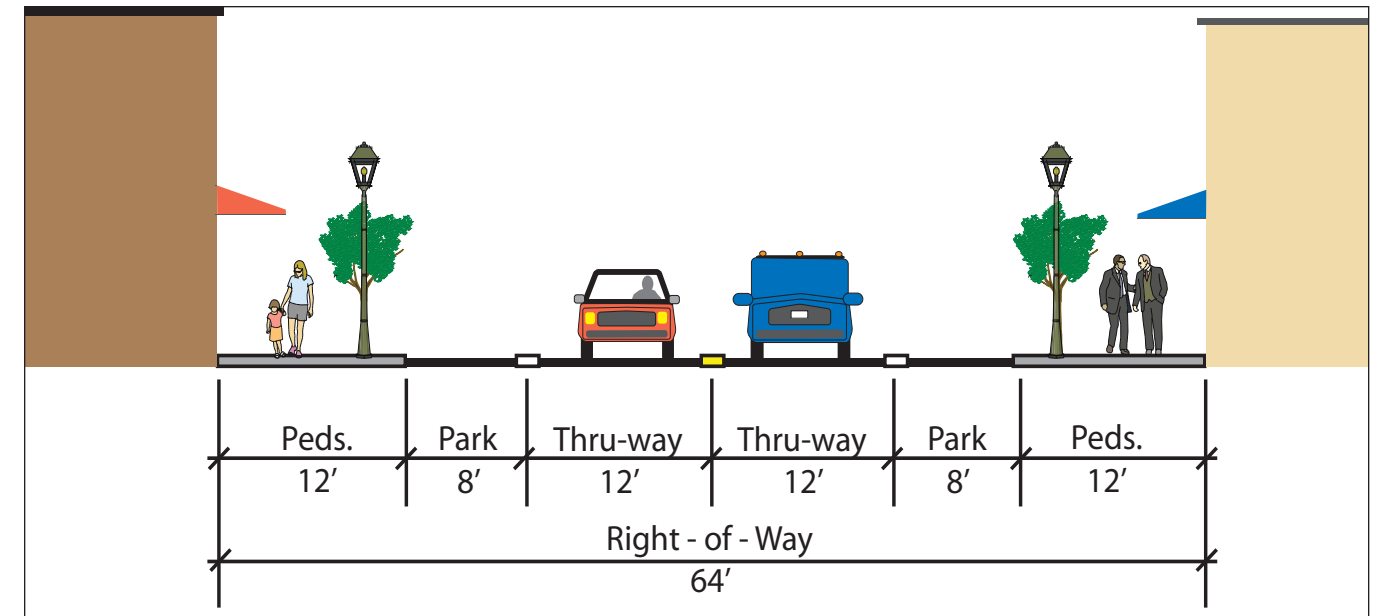
Aerial View of the a typical downtown local street



Existing Street - Typical Local Street



Recommended Street - Typical Local Street





Owensboro Transportation Implementation Plan

The values shown are the probable cost of design and construction of the proposed downtown transportation improvements. They are to be used by the City for planning purpose of earmarking funds and adding them to a Capital Improvement Program. The cost numbers are based on similar improvement projects and material cost; however they do not take into consideration changing costs in construction, including labor and materials. This opinion of probable cost is used to give decision-makers more information regarding transportation improvements in Downtown Owensboro. A schematic of each project should be done to determine a more accurate cost estimate.

<i>Location</i>	<i>Issue</i>	<i>Solution</i>	<i>Timing</i>	<i>Agency</i>	<i>Cost</i>
<i>2nd Street</i>	<ul style="list-style-type: none"> This street is the historic main street and the core retail area of downtown. One-way circulation and heavy truck traffic is limiting its appeal to retailers and patrons. 	<ul style="list-style-type: none"> Return 2nd street to two-way circulation and add pedestrian amenities Reroute truck traffic and reduce the speed limit on 2nd street A comprehensive traffic study with placemaking metrics will need to be completed 	ASAP and/or prior to private investment	City of Owensboro KYTC	\$2.5 Million
<i>Veterans Boulevard</i>	<ul style="list-style-type: none"> The waterfront is gauged to be its greatest natural asset. Streets are the entrances to the waterfront park and should celebrate this asset. 	<ul style="list-style-type: none"> Alter Veterans Boulevard and the first blocks of all perpendicular streets to serve as an extension of the waterfront park. A plaza environment will promote street life and support festival activities. 	In coordination with park improvements	City of Owensboro	\$5.6 Million \$925 per LF
<i>Frederica Street</i>	<ul style="list-style-type: none"> A grand entrance to downtown has not been defined, thus isolating it from the community and reducing its draw from regional traffic. 	<ul style="list-style-type: none"> Frederica is an obvious choice as a grand boulevard entrance to downtown. The street connects downtown with major institutions, regional retail, and housing. The road deserves improvement to streetscaping and a new multi-modal cross-section 	Long range transportation improvement	GRADD/MPO City of Owensboro OTS FTA KYTC	\$4.8 Million
<i>Parking Garage</i>	<ul style="list-style-type: none"> Parking has been identified by patrons and businesses as inconvenient and limited. Consultant analysis reveals adequate parking supply, but lack of strategic shared parking. 	<ul style="list-style-type: none"> The ability to park once and walk to many destinations is key to the success of any downtown. A structural parking garage with various time of the day users is viable and a wise use of public dollars. 	In coordination with private development	Public/Private City of Owensboro	\$7.5 Million \$15,000 per parking stall.
Total Transportation Related Improvements					\$20.4 Million
<i>Frederica Streetcar</i>	<ul style="list-style-type: none"> The Owensboro transit system is operating without a spine route within the system. The city of Owensboro needs a major transportation investment to stimulate development and provide alternatives to the automobile. 	<ul style="list-style-type: none"> Frederica is currently a heavily used transit route and would be strengthened by a fixed route technology. Rail guided streetcar or trolley is a viable transit technology and promotes re-investment by the private sector. 	Long range transportation improvement	City of Owensboro OTS	\$15-\$20 Million/Mile



Parking

The current public perception suggests a parking shortage in Downtown Owensboro. This perception arises from comparison of downtown to suburban parking models that require each individual property to have designated parking. Downtowns rely on a more strategic model of parking coupled with walkable distances, a pleasant pedestrian environment and practical destinations intermixed with passer-by attractions. The following are recommendations that apply this model to Owensboro.

First, parking in Downtown must be considered as a single unit that is shared amongst all users. The map (Figure 6-11) highlights the available parking. On-street parking is optimal for a vibrant downtown, and Owensboro has a good amount of it which should be preserved as new development and other changes occur.

Second, on-street parking is dwarfed by over 4,000 spaces that can be found in surface parking lots. These lots can be found on sites with significant buildings or surrounding newer developments that were built in a suburban fashion. The parking that these lots add to the overall count of spaces available in downtown are eclipsed by their negative influences on the pedestrian environment by being more deleterious. They create blank spaces in the otherwise attractive and comfortable space created by building frontages and sidewalks.

The ability to park once and walk among various destinations is the fundamental advantage that downtowns have over suburban developments. In order for downtown to be revitalized, the creation of new off-street parking lots that front pedestrian focused streets must not be allowed and efforts should be made to redevelop existing lots into structures that properly address the sidewalk. Type A and B Streets should be identified in downtown. Type A streets are the most important for the pedestrian environment and should have a continuous and activated street frontage. Type B streets are allowed to have some interruption in the street frontage, but they should still be comfortable to pedestrians. **Any parking lots should be adequately buffered with urban**

streetscaping that replicates the feel of a building frontage with human scale planting and hardscape elements.

Third, the gradual replacement of off-street parking lots and new developments will make additional structured parking feasible. See Illustrative Master Plan in this Section for recommended locations for structured parking. The placement of these structures should be coordinated with planned and current developments to create walkable distances from major attractions and uses that rely upon passer-by foot traffic. Thus, placing a parking garage immediately adjacent to a new attraction might not be the best option if one is attempting to create a vibrant retail district on an adjacent street. Placing the garage strategically between the attraction and planned retail stores, for example, will generate more activity. Generally, people will walk a 1/4 - 1/8 mile from a parking space or transit stop to a destination if the pedestrian environment is appealing.

Finally, current parking time requirements and standards should be revisited. Maximum time limitations on parking immediately adjacent to retail shops should be limited to

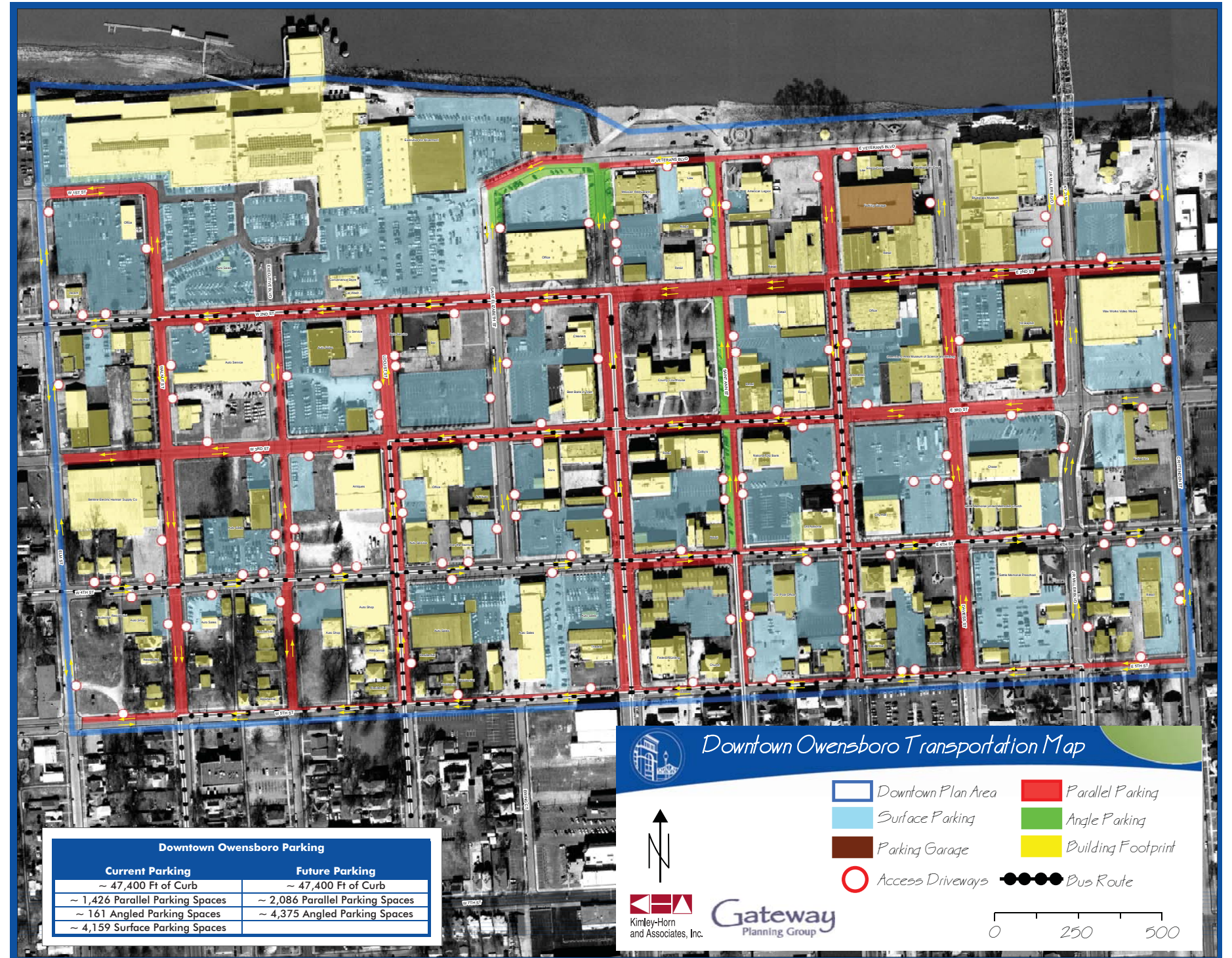


Figure 6-11: Downtown Owensboro: Existing Street Network and Parking

Source: Kimley-Horn & Associates



two hours or less. On-street parking spaces away from retail frontages and the downtown core should not have a time limitation. Designating employee parking locations and coordinating them with the streetcar could aid in reducing parking shortages due to long term parking demands. Along similar lines, during review of new developments and/or current use permits, considerations should be made for shared parking prior to allowing new off-street parking. These parking studies should examine joint use agreements for parking lots and consider time of day exemptions.

Bicycle Access

The ability for alternative modes of transportation, such as bicycling to easily access downtown is key to this revitalization effort. Bicycling access to downtown is currently limited to users with a high degree of confidence in their ability to negotiate busy streets with frequent truck traffic. Re-routing trucks with the two-way conversion of 2nd street as recommended will aid in making bicycle access to downtown and the waterfront easier.

The recommended cross-section and traffic calming techniques recommended for downtown local streets will create a slower speed environment that will be attractive to many lesser skilled cyclist that would like to visit downtown from adjacent neighborhoods. Linking downtown to neighborhoods farther than 1/2 mile from it will be realized by connecting to the greenbelt via a conglomeration of off-street trails and bicycle friendly streets as illustrated in Figure 6-12. Bicycle accommodations, such as racks, lockers, tire changing stations, and maps should be made available at strategic locations. These amenities could be located near major transit stops/stations, on the waterfront or near major attractions.

Transit

The revitalization of downtown will have a great positive effect on transit ridership if complimentary services are offered. Many of these service ideas are being considered and should be considered sooner rather than later.

For example, creating express corridors to connect downtown with major employers and destinations outside

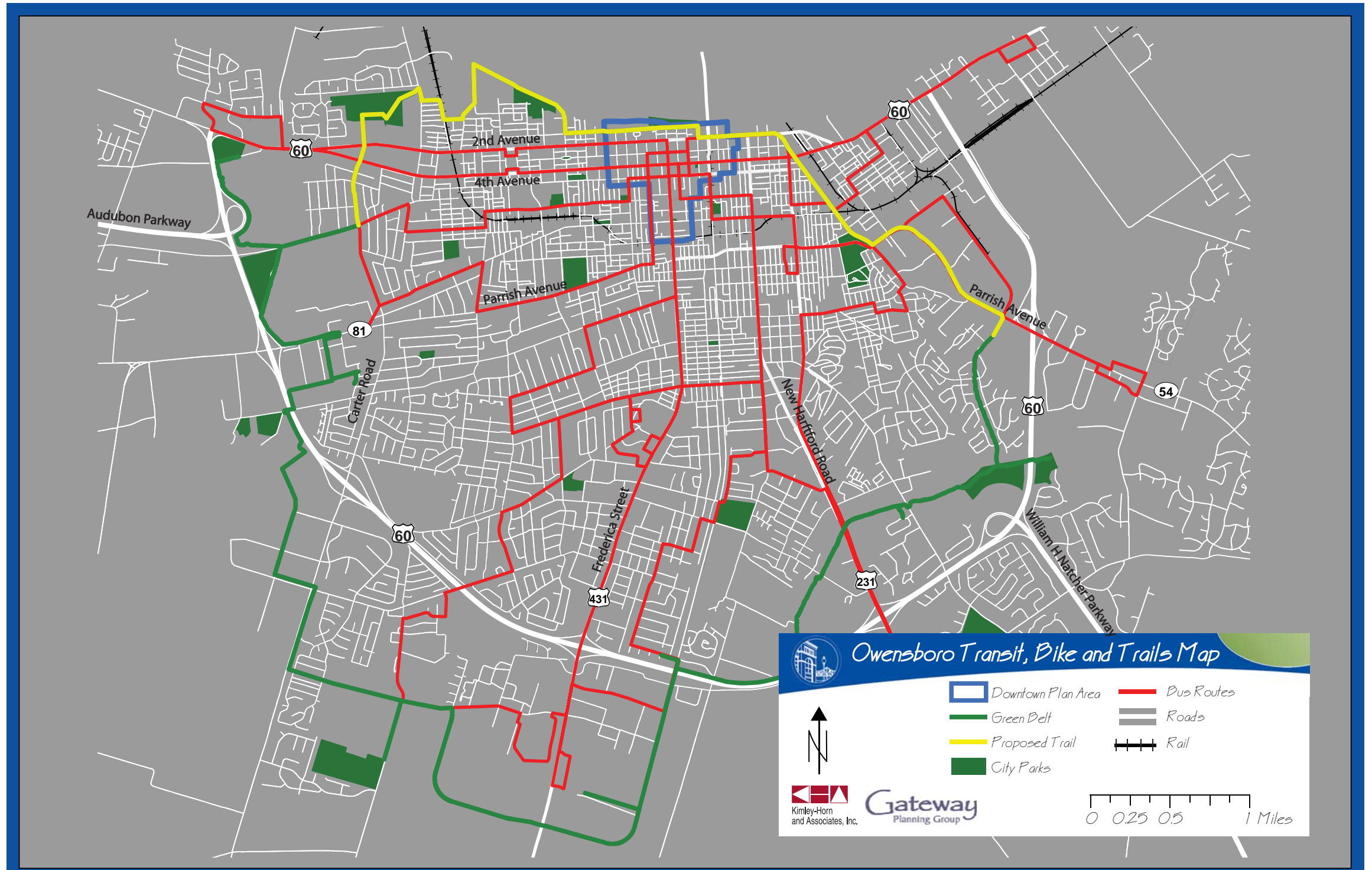


Figure 6-12: Owensboro Alternative Transportation Map

Source: Kimley-Horn & Associates



of the bypass will expand the market area and draw of downtown. These services should strive to offer 20-minute headways. To achieve this goal, new technology and methods of collecting fares should be explored. Most promising is creating an express bus corridor to the new medical campus on the east-side. Technology such as active GPS on buses that communicate arrival times to potential riders via the web, phone, or station display will make transit more predictable and appealing to people on the go.

The ability to buy passes from an automated machine at high use stops will reduce delays due to boarding. Pair these improvements with intersection capacity and signal prioritization for transit vehicles on major corridors and the 20-minute headways will be achievable.

Transit also has the potential to directly aid in the revitalization by “fixing” routes. **Developers are attracted to transportation investments that are immovable, predictable and add to the character of a place.** Streetcars are an obvious example and their application is recommended in the long-term on Frederica. Yet, other less expensive options are available that can add to the



Computer enhanced image showing possible streetcar line down Frederica Street.

development orientation of transit. Most importantly is to improve routes and make them function in a two-way circulation pattern.

As described in this Section, for the most part transit routes should follow one major roadway out and back. This linear route is predictable and works to strengthen the tie between transit and placemaking. **New developments should be incentivized to locate on these routes with reduced parking requirements and density bonuses.** Major new public facilities should be required to locate on such a route.

Finally, transit stops should be consolidated to the highest degree possible and coordinated with improvements to the public realm. Stations should be upgraded to host pedestrians and bicyclists with amenities such as shelters, information kiosks, bike racks, trash receptacles, and the occasional bonus element such as water fountains or public art. These improvements should happen as development occurs over time, while the linear arrangement of routes should be considered immediately on key corridors that access downtown.



View of a well designed and attractive transit stop.

6.5 Downtown Housing

Downtown Housing Overview

A decade ago, the concept of significant residential development as a key element in the revitalization of the downtown areas of mid and smaller-sized cities was generally dismissed as little more than wishful thinking. Downtown living was associated primarily with large cities such as New York, Boston, Chicago, San Francisco; urban areas with vastly different densities, demographics, and economies than places such as Louisville, Owensboro, and Paducah. Those “pioneers” who attempted to develop downtown housing faced significant -- and in most cases overwhelming -- obstacles due to lack of comparable projects, lack of a demonstrated market, and indifference or hostility by financing entities. In short, downtown housing was not seen as a major element of a realistic and implementable downtown redevelopment program.

The situation in Owensboro was no different. Despite the existence of some efforts by local developers and entrepreneurs, downtown residential development was extremely limited. The 2001 Owensboro Riverfront District Master Plan Report -- although primarily a physical improvement plan - nonetheless paid scant attention to a residential component; however it did acknowledge some potential:

“There appears to be near-term residential opportunities in downtown based on the initial market findings and real estate representatives’ interviews. Initial priorities are probably best for renovated adaptive reuse of current office space with eventual new construction timed to follow the waterfront enhancement project.”

This level of analysis and assessment was appropriate given likely market conditions and the fact that “live, work and play” strategies for cities the size of Owensboro were still in their nascent stages. Most residential development opportunities were seen as limited to locations with water views or unique historic rehabilitation projects.

However, as the twentieth century began to close, new paradigms related to the “assets” of downtowns began to appear. In effect, a twenty-first century approach to downtowns -- based to some degree on the experiences in larger cities -- was taking hold in non-coastal, mid-sized cities as well. This new paradigm is based on a significant change in the concept -- and the dynamics -- of a downtown environment.

Just a decade ago, much effort and discussion was still focused on what were considered to be the traditional functions of downtown: department stores and traditional retailing, fine dining, government centers, most if not all white collar jobs, etc. Most of these efforts dealt with ways to reduce or overcome the obstacles that people believed prevented a return to a prior vision of downtown -- traffic, crime, lack of parking. These elements still need to be dealt with, but they traditionally have focused on activity in the downtown area on a 9-5 basis.

In the intervening years, people have begun to demand much more from their downtowns, and more focus has been related to the elements that can take advantage far more effectively of the unique “experience” that downtowns -- regardless of their size or the particular demographics of their community -- have to offer. The thinking of scholars such as Richard Florida, in advocating for the significance to cities of the “creative class,” along with the rise of New Urbanism, has added significant momentum to this movement.

Perhaps the most significant change is that the concept of “live, work and play” has taken root as the threshold for cities of all sizes. In the past decade, a 24-hour downtown with significant residential development is being created in a variety of cities across the country, including areas that Owensboro residents are familiar with. Louisville, Columbus, and Indianapolis now have strong downtown residential areas, and more “niche related” housing can be seen in Paducah and Evansville as well. No longer must a young professional seeking an alternative to suburban living be forced to leave his or her hometown and venture to the East or West Coast to find it.



Perhaps one word best expresses all this: experience. More and more people want to experience something that is authentic, that is exciting, that is culturally distinctive, and most of all, creative. The cities that will thrive during the next decade will be those that are seen as “creative cities,” places where new ideas and new products and new cultural and social interaction can be nurtured and encouraged. These cities’ downtowns will be the hub of their creativity. But to be successful, these experiences cannot, and should not, be cut from the same cloth. Cookie-cutter approaches based on an artificial experience will fail miserably. Each city -- and each downtown -- has unique assets and unique personalities, and therefore the “creative experience” must reflect the character of that particular community.

Owensboro is blessed by having two distinctive elements that shape the character of its downtown area: 1) its connection to the River, and 2) its arts community. Owensboro’s downtown “experience” and its ability to create a true -- if modest -- 24/7 downtown depends upon its ability and its resolve to capitalize on these assets. The extensive public input component of this initiative has strongly demonstrated the strength and, to a large extent, the passion of the residents’ identification with these assets.

The Owensboro Market: Constraints and Opportunities

Given these assets, and the opportunities to market them to those interested in living in and adjacent to downtown Owensboro, there is indeed potential demand for housing in downtown Owensboro. **However, the market realities suggest that careful strategic actions will need to be taken by policy-makers in order to nurture this market and respond to market conditions as they exist and as the national economy works its way out of its current turmoil.**

The market conditions analysis in Section 4 concludes that the downtown’s capture rate is 10% of the region’s overall growth in housing units. With a baseline growth estimate of approximately 3,000 additional housing units over a 10-year period, a demand for 300 new downtown housing units can be expected during that period, averaging 30 units

per year. This is a fairly modest estimate, and serves as a feasible objective even during these difficult economic times. However, the analysis also suggests that this does not assume any additional -- or induced -- demand that could occur as a result of new downtown development or other economic initiatives. Additionally, experience in other similar-sized cities -- especially those with limited or no existing downtown residential development -- suggests that new downtown housing in itself often leads to additional demand, especially in well thought-out, well designed district development programs. In essence, the establishment of the embryonic stage of a new residential district often results in more people wishing to be part of it.

There is no better “marketing” strategy for downtown housing than having new units that come on the market fill up quickly; this creates demand and anticipation for the next development. Given this, a modest goal of 300 housing units makes sense, even if ultimately it is exceeded.

Secondly, whatever the size of the market, it is extremely important that a residential housing strategy include units with a variety of sizes, styles, locations, and price points so that there is a market option for most if not all of those interested in downtown living. A number of communities have seen their downtown housing markets stall as a result of the early success of one or two projects followed by a number of subsequent projects that are based on exactly the same characteristics. In these instances, the depth of that particular market often is quickly drained, while other market segments with excess demand remain underserved. Fortunately, there are a number of distinct sub-markets in downtown Owensboro that can, and should, be prioritized that will likely reduce this from occurring.

While the opportunities for modest residential growth - and perhaps a somewhat accelerated growth - do exist, the economics of the development of adequate supply to serve this market are nonetheless challenging. Overall housing values in Owensboro are relatively low; and while this is certainly an advantage in terms of local residents’ ability to enter and move up in the housing market, it is conversely an obstacle to the economics of developing downtown

housing supply. The development costs associated with the production of downtown housing is typically significantly higher than suburban housing, due to -- among other things -- the difficulty of assembly and the high square foot costs of land, the higher costs of rehabilitation and reconstruction (if a rehab project), the smaller footprints, cost of parking, higher costs of vertical versus horizontal development, and the cost of extended development time frames. Clearly, in a market such as Owensboro, these additional costs are not able to be fully amortized over a large project or absorbed into the sales price; and in many instances none of these costs can be included. It is therefore imperative that, if downtown housing is desired as a policy of the community, significant public/private partnerships be established that create effective mechanisms to reduce these cost obstacles. These mechanisms should also be proactively marketed to development entities with the appropriate level of capacity and expertise.

Sub-Market Priority Residential Areas

Although downtown Owensboro is relatively compact in terms of geographic area, it is fortunate that there are nonetheless a number of sub-areas within it that can provide attractive and unique residential “neighborhoods,” each with its own particular set of locational characteristics and amenities. More importantly, each can contain residential units with somewhat different styles, layouts, sizes, and price points, so that they can complement rather than compete with one another. Finally, there are near-term opportunities within each sub-market that could result in product coming onto the market relatively quickly, and in conjunction with other downtown initiatives either underway or proposed as part of the overall Master Plan process.

The recommended Downtown Owensboro sub-Market Priority Residential Areas are the following (see Figure 6-13 for a map of the sub-markets):

1. Waterfront Park -- (primarily Veterans Boulevard from Daviess Street to Frederica Street)
2. Historic District Core and Courthouse Square-- (primarily 2nd Street and 3rd Street from J.R. Miller Blvd. to Frederica Street)

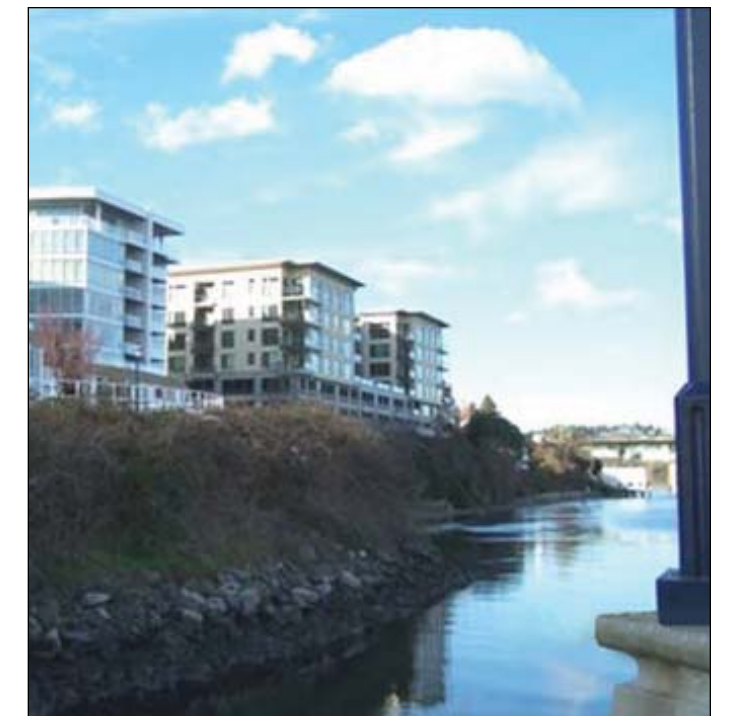
3. Downtown East Arts District -- (bounded by the River, Clay, 4th and J. R. Miller)
4. Infill Residential in Transition areas - (area east, west, and south of the downtown core)

Waterfront Park

One of the key tenets of downtown development strategies -- and certainly one with a significant downtown residential component -- is to “build out from the healthy edge.” The healthiest edge currently in downtown Owensboro is the area adjacent to the investment already made -- and continuing -- at Mitch McConnell Plaza /Smothers Park and the RiverPark Center.

The Ohio River defines Owensboro, and the improvements being made to expand and encourage use of the waterfront are wise, strategic investments that will result in a significant long term return on that investment. Communities that see a resurgence in downtown living often see that resurgence begin at their waterfronts, and Owensboro would be well served to capitalize on the public investment that is being made there.

Appropriate urban residential along the waterfront



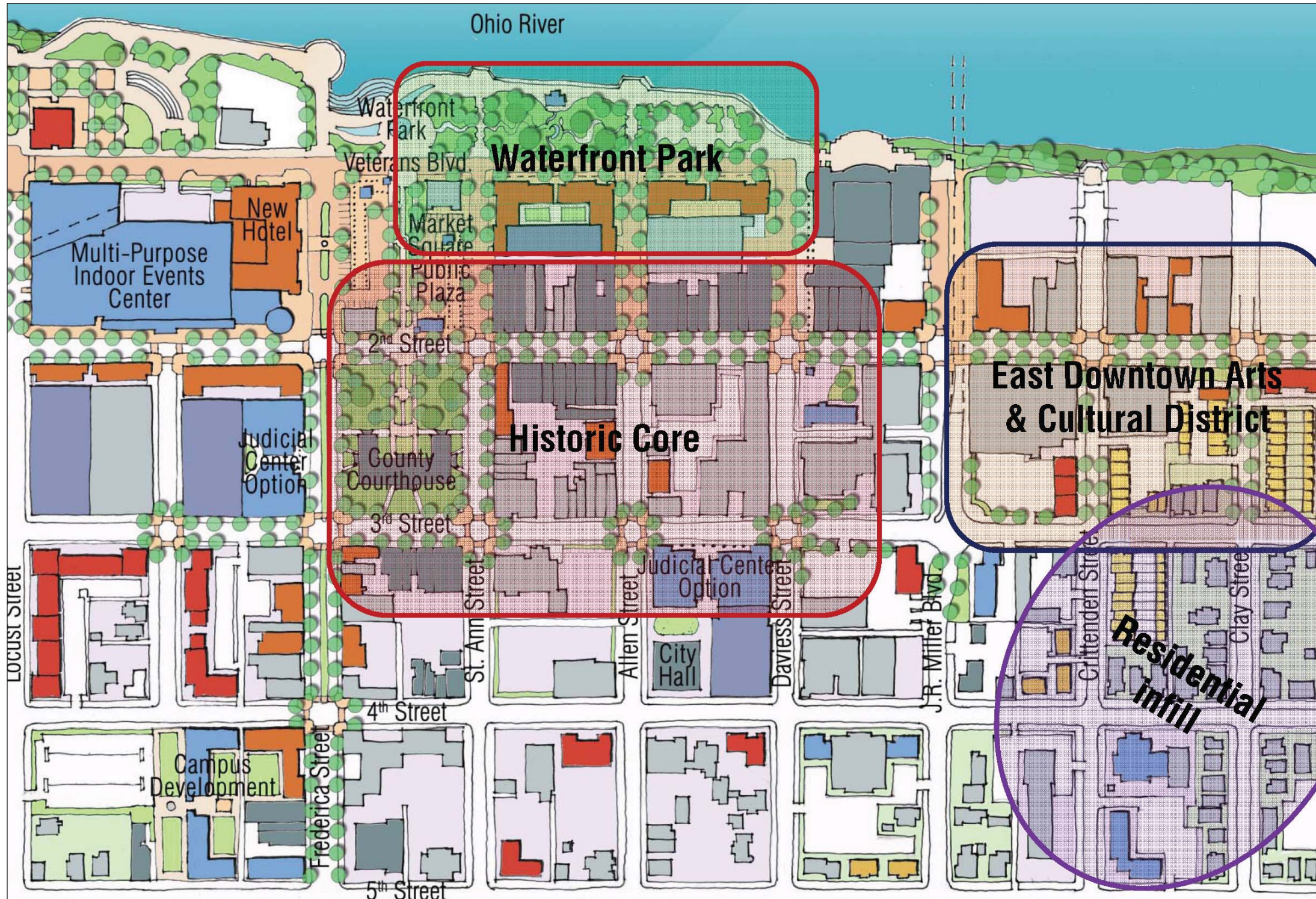


Figure 6-13: Downtown Owensboro: Housing Sub-Market Areas

Waterfront housing generally has two assets, which are not necessarily mutually exclusive; both elements need not be present for a successful residential neighborhood to prosper. One element is waterfront views, and the second is close proximity to the waterfront and the activity that a nice waterfront environment produces. The potential development of residential units in a series of mixed-use buildings on the south side of Veterans Boulevard would have both elements, and likely be in considerable demand. Adjacent to both Smothers Park and the RiverPark Center, a series of new 3-4 story buildings with for- sales units would serve as the southern edge to the Park.



Image showing desired urban residential along Veterans Blvd.

In conjunction with the Waterfront Park improvements now underway, it would be timely for the community to begin to initiate actions to proactively encourage the first such development along Veterans Boulevard. Over a period of time, as the street exhibits the type of pedestrian/waterfront envisioned, demand for additional units to be developed along the Boulevard would increase. This is also likely to be the area within downtown Owensboro where developer interest in the provision of a mixed-use residential project development by the private sector would be the strongest. It is important, however, that the public sector – as a portion of its part of any public/private partnership that is established – insure that the size and scale of such development is appropriate and supports the long term establishment of a comfortable pedestrian oriented residential character to the area. The City currently owns property along Daviess, and combined with the parking garage immediately to the south has significant control and authority to move forward on such an initial project.



Historic District Core & Courthouse Square

2nd Street in downtown Owensboro between J.R. Miller Boulevard and St. Ann Street has retained its unique historic character, despite challenges related to vacancies, disrepair, fire, and underutilization of a number of the buildings along this corridor. The character and detailing of many of the historic properties that remain could never be replicated by new construction, and as a district it exhibits a strong future potential, under the right set of circumstances. While the market for many of these buildings, especially the upper floors, is poor for office and commercial uses, the massing and location of a number of these properties make the same space extremely marketable if adaptively rehabilitated for residential purposes. The size of the buildings make them attractive redevelopment projects as well; they are generally of a modest size that enable them to put a reasonable number of units on the market at any given time, without flooding the downtown residential market.

The attractiveness of this as a high priority downtown development initiative is two-fold: 1) it infuses residential units in historic properties, which are generally in demand for those interested in downtown living; and 2) it restores significant historic properties that are currently vacant, underutilized, and/or deteriorating. The result is both a physically improved 2nd Street and new life along the Street.

In such a District approach, a building-by-building approach is warranted. **Any building that can be rehabilitated for**



Potential re-hab of historic buildings on 2nd Street for residential lofts

residential purposes, whether resulting in 2 or 3 units, or 20 units, should be both encouraged and supported with appropriate incentives. This to some degree is the easiest way to encourage residential development downtown (although restoration of historic properties is never an easy process); there can be a number of such efforts going simultaneously; it can be done by individual property owners, not necessarily only by developers (or a combination of the two); it often involves owners who either live in the buildings and/or have their own retail shops on the first floor; and there are historic tax credits available for qualified projects that can improve the financial feasibility of the project.

The Courthouse Square Area – represents another good opportunity to encourage additional residential development in downtown Owensboro. Courthouse Squares are traditionally thought of as “100% corners” of small downtowns, and they often evoke positive images of stately buildings and tree-canopied manicured lawns and green public spaces. While the current Daviess County Courthouse is a relatively modern building, the square does exhibit many of these same characteristics and evocations, which would be further reinforced and strengthened if the public green space of the Courthouse is extended north to Veterans Boulevard.

While the Courthouse and its landscaped public space defines much of the environment, the surrounding streetwalls are equally important in strengthening the overall character – and marketability – of the space. In this aspect, the situation in Owensboro is somewhat mixed. 3rd Street has retained a strong streetscape very much in keeping with the character of the Courthouse Square; 2nd Street does so as well, though to a much less impressive degree. The east and west street facades, however, pose serious challenges. For the Courthouse Square area to maximize its presence as a major iconic space for downtown Owensboro, and to have this status provide economic benefits, the streetwalls surrounding the Square need to be seriously improved.

Residential development can play a significant role for such a reinforcement of Courthouse Square, and the contributing properties that need attention would be strong candidates for adaptive reuse into mixed-use projects with residential components. **The Odd Fellows Building is one such property**

that should be actively encouraged for such upper-level adaptive use. The Masonic Building at the corner of 3rd and St. Ann is a similarly good prospect.

The major gaps in the Courthouse Square area are the vacant parcels along the east side of 3rd Street. While these are used as surface parking for county vehicles, such use in the long term inhibits both the character and the marketability of this area. On the other hand, the fact that these parcels are under public ownership, along with the Smith-Werner Building, is extremely fortuitous. It provides the County with a tremendous opportunity to assist in the development of new downtown housing options while at the same time improving the Courthouse Square environment that could very well lead to additional adaptive use/residential development. This is an opportunity that the County should make every effort to maximize.

Downtown East Arts District

Perhaps the most intriguing and exciting area for additional residential development in downtown Owensboro is the potential development of an entirely new arts/residential “district” in the six square block area just east of the RiverPark Center and the Bridge. **Many cities have had success in establishing “creative” districts in downtowns -- both large and small -- and these districts indeed create their own set of induced demand, not only for potential residents, but also for arts-related commercial uses, small entrepreneurial businesses that flourish in creative physical environments, and boutique style retailers.** Such districts often include a mix of historic buildings, new infill construction, warehouse spaces,



Existing surface parking lots on 2nd Street are opportunities for residential infill

public art, and industrial users, and often have within them one or more “funky” types of public spaces, typically those that had traditionally been thought of as residual space with little value or use potential.

While these creative or arts-infused districts have been successful in many cities, such as West Main Street in Louisville and the Short North in Columbus, other cities often become frustrated that such areas are not large enough to really become established as a district that can grow and evolve over time. Owensboro is indeed fortunate that it does have an area of such size and character to evolve in this manner over a period of time. In addition, its proximity to the River, the RiverPark Center, and the Waterfront Park -- and the arts connections among them -- provides additional amenities and value-added that are remarkably positive.



Existing historic buildings with potential for artists lofts and studios.

Such a new residential neighborhood would likely consist of a mix of units in rehabilitated historic properties and contemporary new units to be constructed on a number of the vacant parcels or surface parking lots within the district. This mix of new and old -- if each respects the scale of the other -- will both make for a much more dynamic neighborhood and also provide a range of styles and options for potential downtown residents. It can also accommodate a range and mix of rental and ownership units, which is especially important during the current economic downturn. A number of “leftover” spaces north of Second Street could also be recaptured for interesting use as part of the district’s ambiance.



This area has the potential – over a number of years – to become not only a strong residential district, but another draw for people to come downtown, in addition to the RiverPark Center and the Waterfront Park, particularly as each of these areas are connected. It can take advantage of the fact that the arts is a major asset of Owensboro, and in a district such as the one envisioned this arts connection can take on many forms, ranging from public art programs to temporary installations to the encouragement of informal, “impromptu” art creations.

While there are many positive attributes for such a district to evolve, with the encouragement of the public sector, the most serious current impediment to its potential evolution is the speed of the traffic – especially trucks – that travel west on 2nd Street. Measures to significantly reduce the vehicular speeds on 2nd Street, through a combination of signalization, widened sidewalks, and two-way traffic, is a critical prerequisite for this district to be successful.

Recommended Downtown Housing Strategy

The description of the submarkets of potential housing for downtown Owensboro suggests that at the proper size and scale there appears to be a strong, though not necessarily deep, demand for attractive, interesting, well-designed housing. Given this modest demand, and the need to catalyze its momentum, it is important that any strategy that is developed adopt the following principles:



Image showing desired urban residential in East Downtown

Developing selling/leasing one building that is not part of a larger strategy may be fine for the developer and possibly for the tenants in the short run, but it may not be the wisest investment

as public policy; and in fact could inhibit future efforts. Think of each individual project as one piece of a larger puzzle, and encourage those efforts that positively affect and stimulate the longer term goals.

- Seek out a relatively short term project in each of the submarkets that can “seed” the area and serve as a model for the type of residential neighborhood that is envisioned. Develop incentives and public/private partnerships that can best serve to have these initial projects be successful. Do not provide the public investment in a concrete, inflexible program that serves primarily to see that investment returned from that one particular project.
- Make sure that public improvements, particularly infrastructure improvements, are designed with a residential population in mind. Time such improvements in conjunction with potential residential projects. Digging up a street in front of a building just as it comes on line will have more to do with the success, or failure, of that project than the size of its marketing budget.
- Seek out ways that the public sector can serve as a catalyst to help establish a residential base; this is especially critical in terms of property that the public owns, controls, or can help assemble. Property valuation policies are also often a critical element of the success of a project, particularly downtown projects that have somewhat uncertain absorption periods.
- Given the current economic uncertainty, seek out projects that have some flexibility in their development, so that the project can adapt to both the financial conditions and market considerations at various points in the development process. Mixed-use projects are excellent in this regard since uses within a project can be shifted as necessary. Projects that start out as rental units – even if they are designed to convert to eventually to ownership – should be encouraged, particularly given increasing pre-sale requirements of commercial lenders in the current market.
- Seek out market opportunities that can help seed a project or the district’s identity. As an example, the arts academy building could be a terrific seed project for the East Downtown Arts District.

Using these guiding principles, there are a number of current potential project “opportunities” that can form the initial elements of an overall downtown housing program that prioritizes the four sub-area markets suggested above:

- Waterfront Park – City-owned Veterans Boulevard and Daviess Street property
- Historic District Core – northwest and northeast corners of 2nd Street and Allen Street; Smith-Werner Building
- Courthouse Square Area- county-owned parcels on east side of Allen north to 2nd (adjacent to Smith-Werner) Odd Fellows Building
- Downtown East Arts District - Undertake right-of-way improvements to reduce speeds on 2nd Street; northwest and northeast corners of Crittenden Street and 2nd Street.

Implementation Program/Public Private Partnerships

The market analysis and the analysis of downtown Owensboro as a residential address each, and in combination with each other, suggest that there is currently a modest but unmet market for downtown living, and that this demand has the potential to increase if downtown housing was prioritized within community’s overall downtown development strategy. It is also suggested that this residential demand can be further strengthened if it can capitalize on the two strongest community assets – proximity to the River and a connection to the arts.

Further, the potential exists for the development of a new arts-oriented downtown “district” that could become a significant inducer of additional residential demand, and that the community move aggressively to support the creation of such a district. In addition, it has been strongly pointed out that the development of a strong downtown is a key element of the future economic welfare of the community as a whole, and that such a strong downtown is unlikely to occur unless it contains a significant residential component.

For this to occur, given both the market and the economy, it will be required for the community to play a major role- and act as a significant investor –in the development of downtown housing. This can be accomplished in multiple ways, and

need not be limited to the infusion of large amounts of public dollars into the program, although some financial support will be necessary. **The overall housing market is simply not strong enough to be able to support the additional costs of producing housing in downtown Owensboro without the active partnership of the public sector.**

In addition, it is critical that other elements of the private sector participate as well in such support, in that the goals of the program are designed to eventually assist in a stronger economic base of the community, which lifts all boats.

Communities that have been successful in jump-starting downtown housing most often have done so with a mix of public and private partnerships. Owensboro is not different, and fortunately can learn the lessons that many of these cities have to offer.

The most significant asset for any downtown housing program is the availability of land. Downtown land assembly is extremely time consuming, and often can only be accomplished at land prices that ultimately make the project unfeasible. If the public sector controls property that can be used strategically for housing, or can be part of a larger assembly, it can make such property available at little cost, or certainly at or below market values. This is perhaps the most significant action the public sector can take.

The most successful partnerships often are based upon a program where public property is contributed at little or no cost, and the public sector participates in the profit on the project. In this way, the project is not burdened by upfront land costs, and – in true partnership – if it succeeds everyone succeeds. The point to be emphasized is that the incentive provided is helping the project succeed.

Public land is not merely vacant parcels; it could be property used for surface parking, remnants of streets and alleys, public right of way under bridges, etc. In each of the projects identified as potential near-term priorities, there is some publicly owned land that can be critical to the development – and the success of the project.



Secondly, the community must review its policies and procedures to insure that 1) it is not inhibiting the development of downtown housing; and 2) there are changes that can be made to encourage new housing. This review should cover property assessment policies and valuation criteria; utility tap fees; building codes and interpretations, especially related to historic rehabilitation; building permit fees; curb cuts, zoning regulations, etc. **If the community declares as a policy that it is prioritizing the development of downtown housing, it is often surprising how many things can be done procedurally that can save a developer money and time.**

A number of cities have developed strong public/private partnerships in the creation of Downtown Housing Funds, designed to ease the financial burden of developers in “pioneering” efforts in untested downtowns. **This can cover a variety of mechanisms of assistance, from underwriting the pre-development costs of market studies and environmental phase I and II investigations; land banking; reducing the equity required by providing favorable secondary financing; to providing low return equity, etc.** The value of a loan fund is that it eases the risk on any of the participants.

In the case of Louisville’s Downtown Housing Fund, for example (the Louisville Downtown Housing Fund was named the nation’s best revolving loan fund in 2007), fourteen local investors (7 banks and 7 major corporations) combined to match the City’s funds in the creation of a \$5.8 million loan fund. With the City providing half of the start-up capital and the private sector combining for the remaining half, the resultant “risk” of each of the private sector investors was 3.5% of any loan that the Fund made. The existence of the Fund also helped the project receive its primary financing.

Conclusions

Each community must ultimately choose its own “package” of incentives and programs that it deems best for stimulating both the demand and supply of new residential development in its downtown. The types of mechanisms suggested herein are those that have had the best results in other similar circumstances and those that relate directly to the most significant obstacles that are inhibiting residential development in downtown Owensboro.

The most important point to understand, however, is that whatever tools the community ultimately believes meets its own set of market circumstances, local financial capacity (both the public and private sectors), and administrative capacity, it is critical that these tools be designed and implemented to improve the chance of success of the private residential development projects, or mixed-use projects with a significant residential component, that utilize these tools.

Many cities establish a “win/lose” negotiating strategy when such development incentives are created; in effect hoping to limit the use of these tools, or to be able to stretch their available funds over a larger number of projects. **Instead, it is important that communities view themselves as true partners in these projects, and provide their partnership share in a manner that is most helpful and responds directly to the impediment that must be overcome.**

The most important catalytic action a community can take is to provide support and assistance to those projects that have the greatest chance of success, as this will greatly increase the likelihood of success of future projects, and lead to the goal of a sustainable downtown residential community.

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SECTION 7: CATALYST PROJECTS



Section 7: Catalyst Projects

7.1 Potential Catalyst Projects

7.2 Recommended Catalyst Projects & Cost Estimates

7.3 Financing Strategies

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7.1 Potential Catalyst Projects

One of the keys to creating sustainable economic development and revitalization in downtown is to mix land uses in such a way that there is activity from morning until late evening. In other words, a mix of housing, day-time employment, and cultural/entertainment/recreation attractions will attract and support additional uses such as retail, restaurants, and lodging. Growth in downtown households will then result. In this context, this section describes key opportunities for catalyst investment and the means to finance them.

The following are opportunities for Owensboro to support catalyst projects through capital investment:

Public Facilities

Multi-Purpose Meeting Facility

The successful development of new lodging capacity referenced above is directly tied to the creation of new meeting space, as Owensboro's ability to host group functions has been severely undermined by the closure of the Executive Inn. The following table outlines the key parameters of a number of meeting facilities which can

provide useful preliminary information that can inform estimates of appropriate footprint, capacity, and cost of the new Owensboro facility.

After review of facilities elsewhere, evaluation of the community's capacity, and extensive conversation with local stakeholders, it appears that a flexible, facility with high ceilings that accommodates indoor sporting events is desirable, with internal capacity of up to 80,000 sq. ft. occupying a 60,000 sq. ft. footprint. A parking garage of 500 spaces should also be included in close proximity.

Stand-Alone Arena

The proximity of competitive facilities in Evansville, the cost of construction, and little sign of sufficient local demand are all indications that a stand-alone arena is not likely to be the best use of Owensboro's resources. In Evansville, the community is currently contemplating a multi-purpose facility of approximately 10,000 seats to replace Roberts Stadium, with a preliminary cost estimate of \$92 million (see Appendix G-2 for more information). Principal potential local users appear to be area universities (primarily for basketball), with further conversations around attracting a professional minor league hockey team. Demand from

Table 7-1: Comparison Multi-Purpose Facilities

Name/Location	Population	Size	Cost (\$2008)	Built/Expanded
Kellogg Center - Battlecreek, MI <i>Designed for meetings, conventions and trade shows. This facility also serves as a concert and sports(wrestling, tennis, volleyball and basketball) venue for both large and small events</i>	52,233	30,000	\$33.0 million	1980/1988/2005
Sloan Center - Bowling Green, KY <i>Full spectrum of exhibits, trade shows, conventions, meetings and local events including weddings, receptions and banquets. Low ceiling sporting events such as boxing, wrestling, karate etc.</i>	54,244	35,000	\$18.3 million	1995
La Crosse Center - WI <i>Full range of conventions, exhibits, trade shows, local and entertainment events including sporting events such as arena football, basketball, wrestling, and sandcourt volleyball.</i>	50,719	100,000	\$37.5 million	1980/2000
San Marcos Center - TX <i>Wide range of conferences, auto and boat shows, high tech exhibitions, graduations, special events and business meetings of all sizes</i>	50,373	77,300	\$23.0 million	2008
Lake Terrace Center - Hattiesburg, MS <i>Modern in design and technology, the center accommodate meetings and conventions, trade shows, fund raisers, dances, and a variety of parties for groups of 10 or 2,000. Flexibility is the hallmark of the facility.</i>	50,233	68,550	\$25.0 million	1998

Source: TXP

Table 7-2: Potential Downtown Owensboro Catalyst Capital Investments

Attraction	Outlook
Arena	Cost and other regional competition make this a lower priority
Convention Center	Meeting space (20-35,000 sq ft) should be integral with hotel development
Stadium/Outdoor Venue	Location/cost drive overall project viability
Farmer's Market	Solid short-term opportunity; work to extend year-round
Movie Theater	Adds to entertainment appeal— enhances retail/restaurant/residential

Source: TXP

this user mix is not sufficiently available in Owensboro (at least at this point) to provide a baseline of use, with little indication of alternatives that might fill the gap.

Outdoor Events Venue

The debate over the relative merits of minor league baseball facilities and the use of public resources for their construction continues throughout the U.S., with valid issues raised on both sides. The bottom line appears to be that there is no one-size-fits-all answer – while the economic development impacts are likely to be modest at best, stadiums can be used successfully as elements of revitalization efforts such as that underway in downtown Owensboro. Design options for the outdoor events venue are explored in Section 6. See Appendix G-3 for an article from entrepreneur.com that summarizes the state of academic thinking on this topic.

Market Square Plaza/Farmers' Market

Market Square Plaza is designed as a public space that could accommodate a variety of uses, including a farmers' market. Early signs suggest this is a solid opportunity, as the combination of identified location, some preliminary funding, compatibility with a range of potential adjacent land uses, and apparent community interest all point toward success. According to the Kentucky Cooperative Extension Services (KCES), characteristics of feasible farmer's markets typically include:

- Support from consumers and producers develops as marketing opportunities become apparent

- Continued participation is assured if a balance between buyers and sellers occurs when the market first opens.
- A half-dozen consistent, quality conscious sellers and 100 regular shoppers justify a farmers' market.

KCES goes on to state that "the first step in planning and establishing a farmers' market is to consider its economic feasibility. This involves two critical segments: consumers and producers. A community farmers' market has four concerns regarding consumer preferences: good quality; adequate quantities; reasonable prices; and conveniently located facilities. Nearby roadside stands and pick-your-own farms could reduce the demand for goods at the farmers' market. Research has shown that assuring an adequate number of producers as sellers at a farmers' market is probably more important than evaluating consumer numbers in planning the market. Five to ten producers providing a variety of items over the entire local production season are all that are needed to start a farmers' market. To keep these producers selling, average daily sales exceeding \$100 per producer are needed. With an average daily sale to each customer of \$10, 100 buyers must be present each day to support a minimum market. About 25-30 farmers are needed for best results during peak sales periods, and these require more than 300 customers to support them at the \$100 per day sales level."



Arts Academy Program

Unusual among cities of its size, Owensboro boasts a thriving arts life. The RiverPark Center, whose two auditoriums hosted more than 150 performances and 900 civic events last year, presents a wide variety of entertainment, including productions designed especially for students. The RiverPark Center is also known as “Broadway West” in the national theater community. Each year the River Park hosts theater companies while they build touring shows like 42nd Street. Some local talent is used in set building, costumes, and technical areas before the production launches a world tour beginning with an Owensboro premiere in Cannon Hall.

The arts and entertainment sector is now one of the nation’s leading export industries. Nationally, there are more than a half million businesses that employ 2.7 million in the U.S. in “creative” industries. These creative industries are a growing part of the economy in Greater Owensboro. The number of creative industry jobs in the region jumped from 375 in 2004 to 446 in 2006, an increase of 18.9 percent. Those growth figures outpaced creative job growth in the state (4.1 percent) between 2004 and 2006. The largest increase in Owensboro came in the performing arts and music.

The Design Team recommends the community explore options that would capitalize on the arts and education character of the community focusing on downtown. Discussion is currently underway involving the Economic Development Corporation, the region’s four colleges and universities, local school systems and arts agencies such as the RiverPark Center to create an arts academy in downtown Owensboro.

When fully implemented, this academy would offer students an opportunity to study the arts in a residential program connected to performance and production components in Owensboro. Students can begin the program in the junior year of high school and complete the program with a bachelor’s degree from one of the local colleges or universities. The academy will attract students from outside the region to attend as residential students in high school. **The program can be an effective tool for the attraction**

and retention of young talent to the region. It can also further build the arts and creative industry employment opportunities by creating a skilled workforce.

Streetcar System

“Streetcar” refers to local public transportation using electric vehicles that run on rails. Streetcars are designed to provide short-trip urban circulation, and the vehicles and infrastructure are optimized accordingly. The streetcar alignment can be located in shared traffic lanes or on a segregated right-of-way, if one is available. Vehicles typically consist of a single car, ranging from restored heritage cars to modern streetcars imported from Europe. While each system is different, streetcar projects are typically driven by the need to provide attractive short-trip urban circulation, while facilitating economic development. A streetcar is a proven way to attract “choice” riders (riders who have ready access to a car and are not transit dependent), a significant advantage over rubber-tired alternatives. By connecting together key activity centers, parking, and other forms of transit with convenient service levels, the streetcar becomes the key to creating a vibrant cityscape that is attractive to all. Visitors and residents alike can see and do more within a given district when a convenient streetcar service links many of their destinations together. Stops are spaced relatively close together, and the streetcar thus becomes a “pedestrian accelerator”, facilitating trips that are part walking, part streetcar. **In Owensboro, the potential route down Frederica connecting the colleges and universities to the river should serve to provide both consumers and workforce to downtown.**

In addition to their mobility benefits, streetcars with well-planned routes have an excellent track record of being a catalyst for positive urban change. The fixed nature of the rail infrastructure implies permanence- it’s going to be there as a community resource for the long run. This can be a key ingredient in helping communities create significant leverage, as permanent transit capacity has been shown to stimulate significant private investment. **The streetcar is also highly visible, has an easily understood route, and the quiet, pollution-free electric vehicles blend in well with the community.**

7.2 Recommended Catalyst Projects & Cost Estimates

In order to maximize the benefit of downtown revitalization efforts and leverage private investment opportunities, the Design Team recommends the implementation of key catalyst projects as the first phase of implementation. This first phase includes the following major streetscape and public open space projects as described in the Illustrative Master Plan in Section 6:

1. Completion of Smothers Park Improvements: This includes covering the current funding shortfall to complete the surface improvements of the park.
2. Streetscape Improvements: This includes improvements to Veteran’s Blvd. as a pedestrian priority street, converting 2nd Street into a true “Main Street” with 2-way traffic, and transforming Frederica Blvd. into a true “Boulevard”, and

Table 7-3: Cost Estimates for Capital Expenditures

Project	Cost (\$2008)
1. Multi-Purpose Indoor Facility	\$21.0 million
<i>Assumes construction cost of \$350/sq. ft. and 60,000 footprint</i>	
2. Street Improvements	\$12.9 million
<i>Improvements to 2nd Street, Veterans, and Frederica – see page 6-15 for more detail</i>	
3. Market Square Plaza	\$4.8 million
<i>See page 6-3 for schematics</i>	
4. “Finish-Out” of Smothers Park	\$15.0 million
<i>A preliminary estimate that reflects only marginal change to the existing plan</i>	
5. Arts Academy	\$5.0 million
<i>Assumes coordination with Arts entities and educational institutions</i>	
6. Parking Garage	\$7.5 million
<i>Assumes 500 spaces built at a cost of \$15,000/space</i>	
Sub-Total	\$66.2 million
20% Contingency	\$13.2 million
<i>To be used for possible land acquisition, cost overruns, equipment purchases, and other unforeseen expenses, as well as potential short-term funding for downtown programs and/or incentives.</i>	
TOTAL	\$79.4 million
Streetcar System	\$30 - \$40 million
<i>All-inclusive system (guideways, streetcars, stations, etc.) that extends from the river 2.2 miles down Frederica to KY Wesleyan</i>	

Source: Gateway Planning, Kimley-Horn, TXP



3. Market Square Plaza: This includes the development of a new public plaza incorporating the Farmers' Market and connecting the Courthouse lawn to the new Waterfront Park.

There will be a variety of costs associated with the plan for catalyst projects, including the creation and implementation of new programs (such as façade improvements, streetscaping, and possible incentives to individual property owners/businesses to locate/expand downtown). However, the capital expenditures outlined below are critical to the success of the overall plan, and should be a financing priority.

7.3 Financing Strategies

With respect to financing the identified catalyst projects, the city has several options at its disposal. First, existing unused City bond capacity is estimated at approximately \$23 million. The remaining \$55 million to fully fund the capital program could come from a variety of sources. For example, current financing ratios indicate that annual

debt service would equal approximately 8.33 percent of the principal borrowed. In other words, if the City and the County were to borrow an additional \$55 million, annual debt service requirements would be \$4.6 million. This can be derived in a number of ways.

For purposes of illustration, the following table details current revenue streams for the City and the County from the occupational license and net profits fee, as well as City and County revenues from the insurance premium fee.

To provide a sample illustration, if the City and County insurance premium tax were raised to 7.5 percent (a level approximately equal to the average across Kentucky), the additional revenue raised would be \$4.65 million, the required annual debt coverage to fund the \$55 million gap between existing unused bond capacity and the entire proposed capital improvement program¹.

¹ On February 5, 2009, the Owensboro City Commission and Daviess County Fiscal Court approved an insurance tax increase to finance the package of catalyst projects.

As mentioned above, there are a wide range of additional potential revenue sources that could provide debt service coverage and/or direct program funding. For example, it appears that a downtown tax-increment financing district would qualify as a blighted-area for tax-increment financing purposes (see Appendix G-5 for a summary of the bylaws, etc. from the State of Kentucky). Other potential options could be a public improvement district, as well as grants and/or matching funds that may available from the State, the federal government, and possible private sources (it appears, for example, that most of the multi-use facilities in Kentucky have received some form of State support for construction).

Whatever final combination is adopted, the consulting team believes that the package of capital improvements proposed offer the best chance of maximizing the benefits of the overall plan produced, and should therefore be prioritized for funding. In that light, emphasis on existing sources is likely to produce the most cost-effective, efficient, and timely results.

Table 7-4: Possible Revenue Sources

	Current Budget	Each Additional 0.10%
Daviess County		
Occupational License Fee - 0.35%	\$1,200,000	\$342,857
Net Profits License Fee - 0.35%	300,000	85,714
City of Owensboro		
Occupational License Fee - 1.00%	9,721,755	972,176
Net Profits License Fee - 1.00%	1,896,000	189,600
TOTAL	\$13,117,755	\$1,590,347
	Current Budget	Each Additional 1.00%
Daviess County		
Insurance Premium Tax - 4.9%	\$1,900,000	\$387,755

Daviess County Fiscal Court & City of Owensboro – September 23, 2008

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SECTION 8: IMPLEMENTATION



Section 8: Implementation

8.1 Regulatory Strategy & Zoning Amendments

8.2 Downtown Management Framework

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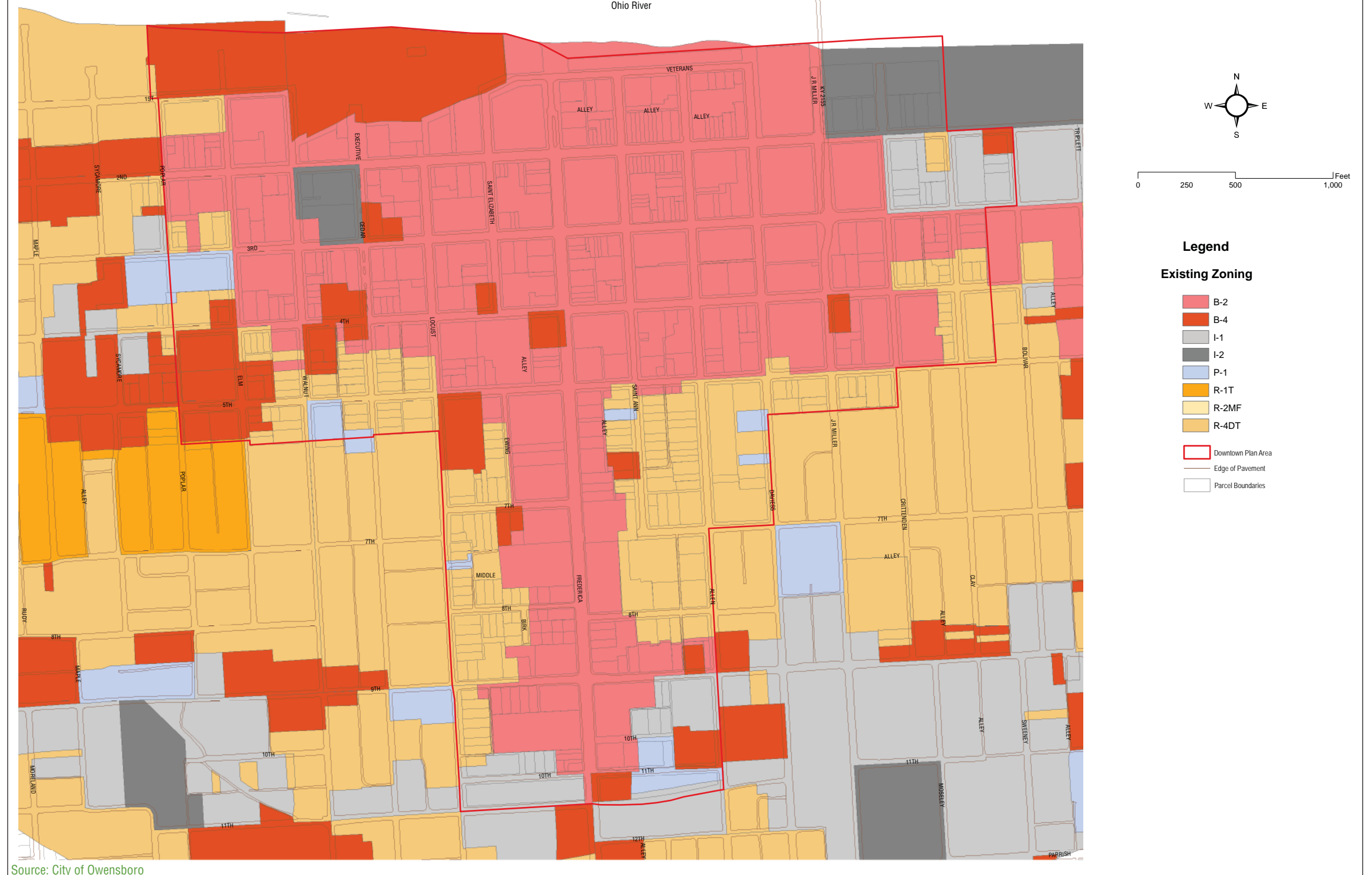
To implement the Illustrative Master Plan, a framework is required that brings together three major elements – financial tools required to jump start the catalyst projects, regulatory changes to implement the design goals, and an organizational structure to manage the long-term implementation of all elements of the plan. Section 7 outlines the financial strategies required to implement the catalyst projects. This section details the regulatory and management changes that will be required for sustained and successful implementation of the plan.

8.1 Regulatory Strategy & Zoning Amendments

One of the most critical aspects of successful plan implementation is establishing **adjacency predictability** for redevelopment. This ensures that property values will increase as redevelopment occurs. A regulatory mechanism consistent with the community vision is essential for this plan.

The vision for downtown Owensboro identifies various redevelopment opportunities and establishes distinct zones, each with its own development goals, character, intensity, and scale. **Common to all of Downtown Owensboro is the need to establish functional urban design standards for all development that ensures a high quality public realm – streets, public spaces, and parks.** Since a high quality public realm is what creates a walkable, mixed use downtown, the changes to regulatory standards that affect the built environment will need to be applied mandatorily. Voluntary standards, will, in the long-term, undermine the goals of the plan by not requiring adjacent properties within the same zone to redevelop under the same basic rules of design and quality; increasing property values through a coherent, predictable context from which investment can be measured and leveraged. On the other hand, a regulatory framework that does not require all property owners to meet higher design standards will create an uncertain environment and may fail to attract new investment. **Thus, mandatory design standards are an economic development imperative as opposed to an aesthetic requirement.**

Figure 8-1: Existing Zoning in Downtown Owensboro



Source: City of Owensboro



Existing Zoning Framework

Most of downtown is zoned “B-2” Central Business Zone category with the exception of the Executive Inn site which is zoned B-4 (see Figure 8-1, Existing Zoning map). The B-2 category is a generalized zone, which is intended to accommodate a wide variety of commercial, civic, and residential uses. It has been intended as an interim district that would evolve into several specific districts in order to meet the design objectives in preparation for downtown’s revitalization. In addition to the underlying B-2 zone, portions of downtown are also within a Central Business Overlay District – the Veterans Boulevard Overlay District.

Table 8-1 summarizes the use and development standards within the B-2, B-4, and Central Business Overlay zones. See Appendices H-1 and H-2 for details of existing zoning regulations. The table also identifies existing conflicts between existing zoning and the vision for downtown.

Existing Downtown Design Guidelines

The Downtown Owensboro Design Guidelines were created in 1991 and were intended to address both historic preservation and urban design for new construction (see Appendix H-3). At the time of adoption, the Downtown Design Commission intended to use this document as an advisory tool. Since the concept of design guidelines was new to Owensboro, the Commission felt that their implementation was still in an experimental stage and the community was not ready for mandatory compliance as well as review. The goal was to use the guidelines as a constructive negotiation tool to educate and encourage applicants on good design. The Design Guidelines were applied to the entire Downtown Core which was defined as the area bounded by the river to the north, 5th Street to the south, Crittenden Street to the east and Walnut Street to the west.

The Design Guidelines applied to four different categories of buildings – National Register or National Register eligible buildings, Kentucky Landmark buildings, Contributing buildings, and non-contributing buildings. Specific design guidelines were developed for each of these categories of

Element Regulated	B-2	Veteran’s Boulevard Overlay District	Comments
Land Use Retail	Permitted/Flexible with wide latitude of uses	Eliminates adult entertainment uses and auto-related uses	• Need to evaluate the appropriateness of some auto-related uses and adult business in the B-2 Zone.
Office	Permitted/Flexible	Eliminates hospitals and other institutional uses	
Lodging	Permitted		• Need to clarify the difference between hotels which are more urban and motels which are more auto-oriented and limit lodging uses to hotels in downtown.
Auto-oriented/Service	Some auto-related uses permitted	Restricted	• Evaluate the appropriateness of auto-service uses in the B-2 Zone • Add location and design criteria for fuel stations and any surface parking lots along Type A streets
Residential	Permitted; but cannot be on the same floor as non-residential uses	Same as B-2; residential uses not permitted on the ground floor	• Revise standards to permit mixing of residential and non-residential uses on the same floor which will be critical for live-work uses and lofts. • Will need to ensure that the building code standards are met to implement the above.
Industrial/Manufacturing	Limited	Restricted	• Evaluate permitting some light manufacturing (cottage industry manufacturing) uses in the West and East Downtown areas. • Define light manufacturing in the context of downtown to only include small scale art/building construction related cottage manufacturing such as pottery, glass blowing, metal working, silk screening, printing, wood and stone working, etc.
Civic/Public	Permitted/Flexible		• Add some location and transition criteria for more active/large scale sports fields and uses
Height	Unlimited		• Evaluate height standards along Veterans Blvd and neighborhood transition areas
Bulk (FAR, setbacks)	For residential uses only; 3’ for new buildings but does not require it; permits zero setback for existing buildings.		• Revise setback standards for residential uses and • Revise setback standards for commercial buildings to require buildings to be built to the street (no just permitted) • Evaluate appropriate setbacks for Veterans Blvd. based on Waterfront Park and improvements for Veterans Blvd. to encourage wider sidewalks and café environments along Veterans Blvd.
Residential Density	No limits		
Parking	1.5 – 2 parking spaces/DU for multi-family uses only		• Evaluate parking standards for residential (may need to eliminate requirements for parking entirely, but establish standards for location on the lot) • Revise location requirements for off-street parking to permit more shared parking.
Building Design	Downtown Design Guidelines review application is mandatory; but compliance is voluntary		• Current standards do not produce any predictable design results • May discourage reinvestment due to unpredictable adjacent development • Existing standards do not ensure pedestrian oriented design • Existing standards apply uniformly to all of downtown and do not address the variety of design opportunities that exist
Building Signage	<ul style="list-style-type: none"> • Same signage standards apply to downtown as they do to other commercial areas in the city • Sign area permitted = 672 sq.ft. for each sign • Both building signs and yard (pole) signs are permitted • No limitation on number of signs per lot (except for requirement for distance between yard signs) • Permits projected signs over the sidewalk such as blade signs, awning signs, marquee signs, etc. 		<ul style="list-style-type: none"> • Need to establish unique sign standards for downtown that reinforce the pedestrian environment • Limit the area and number of building signs based on street frontage of buildings • Allow for more relaxed standards for neon signs, storefront displays, sandwich board signs (on the sidewalk), building blade signs, etc. that add to a vibrant streetscape • Limit yard signs (pole signs and monument) since they are more suburban in nature

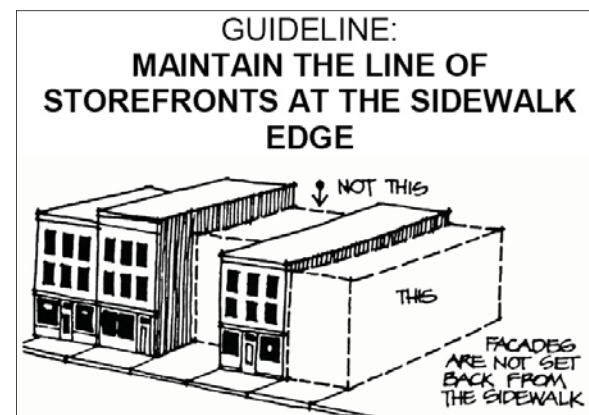
Table 8-1: Summary of Downtown Zoning Regulations



buildings based on the relative significance of preserving historic features in each category. The need to preserve historic elements was the greatest in the National Register and Kentucky Landmark buildings. While for the remaining categories of buildings, it was important to ensure that basic pedestrian oriented design parameters were followed for redevelopment and new construction.

The Downtown Design Guidelines are now under the purview of the Owensboro Historic Preservation Board (HPB) which has the responsibility of reviewing all applications for redevelopment and new development within the Downtown Core. These Design Guidelines are comprehensive and address all important aspects of urban design and historic preservation. Since good design is subjective, they require a high level of interpretation and technical expertise to each application. Also, since the compliance to the recommendations of HPB is entirely voluntary, results are often hit or miss.

Examples of images in the Downtown Owensboro Design Guidelines that provide direction on appropriate and inappropriate design solutions.



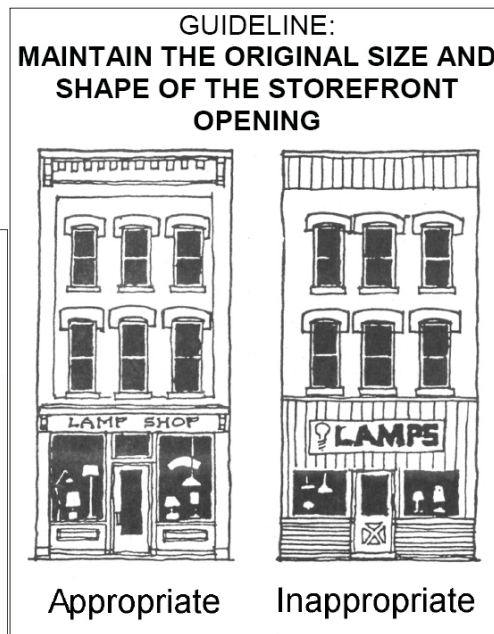
Source: Downtown Owensboro Design Guidelines

Issues with Existing Design Guidelines

While the Design Guidelines are detailed and provide applicants with a fairly good idea of what is expected, they have not been amended since their adoption in 1991. There are some issues that need to be addressed as it relates

to historic preservation and the implementation of this Downtown Initiative:

- **Historic Preservation:** Even with the adoption of these Design Guidelines, downtown Owensboro has seen the loss of several historic buildings. Historic preservation is a critical aspect of preserving a community's cultural roots and in Owensboro, this should be elevated. The local Historic Preservation district should be expanded to include all National Register, Kentucky Landmark, and eligible buildings. (See Appendix F for status of Historic buildings in downtown.) **The guidelines that apply to historic preservation should be revised and adopted as a local historic preservation ordinance. Mandatory review and compliance should be required if Owensboro wants to preserve the remaining historic buildings.**



- **Guidelines versus Standards:** The subjective interpretation required to apply the existing guidelines requires qualified professionals to be involved in the review and consultation process with applicants. To the extent possible, **functional and well quantifiable design**

- **Building Types:** The existing design guidelines do a good job of establishing the design vocabulary for Retail Storefront buildings but are silent on other building types such as lofts, apartment buildings, live-work, hotels, civic buildings, etc.

- **Downtown Character Zones:** The existing guidelines are uniform across downtown which is problematic since all of downtown is not the same. This initiative has laid out distinct downtown character zones and the **design guidelines, should at a minimum, implement the proposed character zones consistent with the new Illustrative Master Plan.**

principles should be implemented as standards while the more aesthetic and style considerations should be kept as guidelines. While good design cannot be entirely mandated through standards, many critical design principles can be preserved through a set of well written urban design standards. These design standards would address both important architectural elements (such as windows, doors, storefront design, building articulation, building rhythm, and roof design) as well as urban design principles.

- **Voluntary Compliance:** As mentioned before, the voluntary compliance allowance makes it difficult to predict the outcomes on the downtown built environment. **Where adjacency predictability is a critical part of future downtown investment and increased values, mandatory compliance to basic urban design standards becomes the most important aspect of any future regulatory framework.**
- **Review Process:** Since the current design guidelines involve subjective review and negotiation between the HPB and the applicant, administrative approval of downtown development applications is not an option. Board review and approval typically increases time delays and costs to applicants. **To the extent possible, streamlining the development review and approval process with administrative review and approval of most development applications is recommended.**

Issues with Existing Zoning and Regulatory Framework

The existing regulatory framework, while is flexible to a large degree, needs to be revised while the following major concerns are addressed:

- Existing zoning retain the existing entitlement (existing zoning) for downtown properties to the extent possible – As in most American cities, Owensboro is a pro-property rights community. Any changes to entitlement of existing zoning will need to be evaluated carefully and undertaken with the support of the entire community and the affected property owners.

- **Use conflicts –** While the goal is to retain existing entitlement, there are some critical conflicts with the current use entitlement which can undermine the goals of this planning initiative. These are mainly limited to auto-service related and adult entertainment uses. Since some of these uses are directly related to the market for a more robust mix of uses and future residential uses, it will be critical to address any use conflicts during this process.
- **Development standards –** to implement the community vision for Downtown Owensboro, it will not be enough to just allow good design. At a minimum, good, functional urban design will be required to ensure that redevelopment is consistent with the community's vision. To this end, it will be important to address standards for building types, transitions, and location of auto-related uses such as surface parking, driveways, fuel pumps, etc.
- **Architectural and Urban Design Standards –** As mentioned above, the success of this initiative's implementation will rest largely on basic architectural and urban design standards that implement good building design and urbanism.
- **Review Process –** Ensure that adequate support is provided with professional assistance on design review and implementation to supplement existing staff. Currently, there is no formal staff review process that projects go through. This will need to be addressed in the new regulatory framework.
- **Role of the HPB –** Fashion an appropriate role for the HPB that utilizes its expertise and authority on relevant issues.

Proposed Regulatory Framework

Based on the issues identified above and the goals of this Initiative, the following recommendations are made with respect to the proposed regulatory framework:

- Retain the existing B-2 zoning with some select revisions to the permitted use tables as identified in this Section.



- Revise B-2 development standards in order to better complement this initiative.
- Create appropriate Downtown Overlay Zones and amend the Veterans Boulevard Overlay Zone to implement the vision for different areas of downtown – Waterfront, West Downtown, East Downtown, Historic Core, Downtown Core, and Frederica Street Corridor.
- Establish appropriate design standards associated with each downtown overlay zone.
- Establish a clear review, approval, and appeals process for all development.
- Amend sign regulations by implementing a unique set of sign standards that reinforces the mixed use, pedestrian oriented vision for downtown Owensboro.
- The community will need to proceed in the immediate future on establishing local historic preservation standards and expanding the existing local preservation district to encompass the entire National Register District in order to preserve the remaining historic structures in downtown Owensboro. In the interim, one of the newly created downtown overlay districts would include the downtown National Register District and appropriate design standards for renovations and new construction. However, this will not protect historic buildings from demolition. **A local preservation ordinance that governs demolitions under limited conditions is essential for the future of historic buildings in downtown.**

Recommended Regulatory Review Process

The current process for development review in downtown is described in Section 5. In order to implement this initiative with the associated regulatory changes, it will be important to change and streamline the development review, approval, and appeals process.

- Move the responsibility for downtown development review and approval and historic preservation review from the Downtown Development Authority (DDA) to the Metropolitan Planning Commission (OMPC).

- Ensure that the OMPC has access to the appropriate professional expertise in the areas of design review and historic preservation review required to undertake additional responsibilities.
- With several of the design guidelines streamlined into standards under the new zoning overlays, most development applications could be approved administratively after a professional review to ensure compliance with the new downtown regulatory framework. Any appeals or approval of major projects, including decisions on historically significant projects, should be heard by a Downtown Design Review Board after staff review and recommendation. The current Historic Preservation Board could function in this capacity until there is enough development momentum in downtown that justifies two different boards.

8.2 Downtown Management Framework

If downtown Owensboro is to be successful, a dedicated management structure is required to act as the central point of contact between the local government entities (City, County, OMPC), the downtown business community, development community, and other downtown stakeholders. This management structure would coordinate and streamline programs, direct investment, and provide the day-to-day operations support for the business of downtown.

Downtown Organizations

Downtown Owensboro, like many other cities in the US has many different organizations – local government, private, and non-profit agencies dealing with different aspects of downtown. The following is a list of all entities and their respective roles and responsibilities with respect to downtown:

City of Owensboro: The city of Owensboro is responsible for establishing the policy framework for downtown, including the adoption of this initiative. The city is also the major entity that would provide public services and infrastructure for all new development. Any public incentives would also need to be approved by the City Commission. The city is also responsible for maintenance of all public infrastructure in downtown.

Daviess County Fiscal Court: Daviess County Fiscal Court would also provide policy support for downtown and funding for limited infrastructure, including the adoption of this initiative. The biggest role for the County would be in providing any public incentives for development.

Owensboro Metropolitan Planning Commission (OMPC): Appointed by the City Commission and Fiscal Court, the OMPC and associated staff are responsible for making recommendations on the policy framework for downtown. They would also be responsible for approving legislative action such as zoning in most cases. The staff of the OMPC would provide all plan review and implementation support for development within downtown.

Greater Owensboro Economic Development Corporation (EDC): The EDC is the primary economic development engine for the Greater Owensboro community. It is an independent 501 (C) organization with some public appointments. The organization gets a significant amount of its operating expenses from the city/county. Although it is an autonomous group, they are closely linked with local government entities. The EDC would solicit investment in downtown and would potentially be the clearing house for all downtown activity.

Downtown Development Corporation (DDC): This group is governed by a board appointed by City/County/Economic Development Corporation. It is a 501 (C) (3) organization and is the primary organization charged with promoting downtown development. The DDC has no direct funding sources other than an occasional grant. The DDA arm of the EDC provides staff leadership and support to the DDC. Since the DDC is appointed by the City Commission and Fiscal Court, they are answerable to the elected bodies. The DDC should be assigned an important advocacy role for this downtown initiative.

Downtown Development Authority (Owensboro-Daviess County Industrial Development Authority): This is an entity created in the early 1990s for the purpose of acquiring, leasing and selling property. This entity houses the position of Executive Director for Downtown Development within

that organization in order to allow the entity the necessary authority and flexibility to put together development projects and acquire property to implement the downtown plan. This entity is appointed by the City and County and is directly answerable to the City Commission and Fiscal Court.

Convention & Visitors' Bureau (CVB): This is an authority created by state statute and appointed by Fiscal Court. They are the point organization for tourism development in the community. They are funded by the lodging tax. They answer directly to Fiscal Court. The CVB could provide critical marketing support for downtown and the future multi-purpose indoor events center.

Chamber of Commerce: The Greater Owensboro Chamber of Commerce is a business advocacy chamber. They are an autonomous, membership-driven organization and receive no public funding. They answer to their membership of business entities. They could provide valuable coordination with the downtown businesses and merchants and the Chamber Young Professionals through their organizational structure.

We are Downtown: This is an evolving autonomous downtown merchants group. They receive no public funding and are self-governed. Their support is very important for a successful plan as they are the voice of the downtown merchants and many downtown property owners.

We the People: This is a group supported by the Public Life Foundation of Owensboro (John Hager's foundation). We the People was created and funded for the purpose of creating opportunities for public dialogue. Their continued support of the downtown plan dialogue is very important to the successful implementation of this plan. Please see Section 2 for more information on how the "We the People" effort jump started this initiative.

In addition to the above existing organizations, a Tax Increment Financing (TIF) board and a Public Improvement District (PID) board could be established based on future financial tools selected for capital investment and



maintenance expenditures, respectively. To the extent possible, these new boards should be streamlined and staff support should come from either the city or the EDC to ensure coordination of all plan implementation efforts.

Major Functional Areas of Downtown Management

As the catalyst projects move forward and the regulatory changes are made, several functional aspects of this process of implementation will require specific attention.

1. Management of Major Public Projects: Several major public projects such as the Indoor Events Center, Market Square Public Plaza, reinvention of Veterans Blvd., , etc., have been identified for downtown. It is critical to identify an entity that will manage each of these major projects from concept to implementation to ensure adherence to the overall downtown plan. Each project can have a different entity managing it, but it will be important to have an entity that is either public or is a public-private entity. The city of Owensboro and the EDC would generally be the project managers of a majority of public projects. In addition to managing public projects, property acquisition will be critical for several of the identified projects. The Downtown Development Authority under the purview of the EDC is in a position to be able to provide this assistance.
2. Public Parking and Traffic Management: At this time, the city of Owensboro provides all support for this function. The city has one parking garage that it manages in addition to managing all on-street parking in downtown. As downtown matures with more public and private projects coming online, there will be a need to add more structured parking. In addition, this plan recommends the evaluation of existing on-street parking with respect to the location and time limits. There will be an increasing need, as more development occurs, to reevaluate the appropriate limitations on on-street parking. The operational and maintenance of structured and on-street parking would create the need to establish a dedicated public parking management entity. This could occur in conjunction with implementing a traffic management plan for downtown. The city would be the logical entity to undertake this task at a future date.

3. Coordination of Capital Projects (CIP Plan for Downtown): As catalysts for private development, several public capital projects have also been recommended in this plan. These include the reinvention of Veterans Blvd., conversion of 2nd Street to two-way, street improvements, and the Market Square Public Plaza. There is an immediate need to create a Capital Improvements Program for downtown to prioritize these projects together with the other public and private projects. All public infrastructure projects needed to implement the Illustrative Downtown Master Plan should be identified by category (streets, water, sewer, drainage, parking, overhead utilities, etc.). Next, these projects should be prioritized based on the public and private projects planned. Finally, based on the financial strategies recommended, public funds will need to be allocated to the prioritized projects together with any additional funding sources that may be available (such as state or federal grants) in the future. The city of Owensboro would be the entity that would coordinate this activity with the assistance of the County and EDC.
4. Development and Design Review of Downtown Projects: As one of the most critical areas of implementation, this has been addressed in Section 8.1. The OMPC is the entity that has been identified to be responsible for this task. Additional administrative and technical support will be required at the OMPC to support this task adequately. The City and the County would need to provide the funding required to implement the downtown design review element.
5. Coordination of Public Incentives for Private Projects: As some of the public projects recommended commence, several private projects will also come online. Some of these private projects will be seeking public incentives such as tax abatements, historic tax credits, or public infrastructure support. The requests for incentives should be evaluated based on how each of them supports the overall downtown plan and the extent to which each of them leverages the investment in a public project. Based on this initiative, criteria should be established for the evaluation of private projects seeking incentives. The EDC would be the entity that is best suited in this role. As the main economic development arm of the

community, EDC has already made downtown an economic development priority with the community's backing.

6. Maintenance of all Public areas: Maintaining a clean and safe downtown will be very critical if downtown Owensboro wants to attract new visitors and residents. This includes picking up trash, litter, snow removal, removing graffiti, providing extra security for all downtown neighborhoods, and maintaining the public's investment in downtown streets, public spaces, and public buildings. Downtown Owensboro will require a higher level of maintenance of public spaces and infrastructure as compared to other areas of the city. This is due to the intensity, mix of uses, and higher level of public improvements. At this time, the city has the responsibility of providing maintenance for all public areas in downtown. As downtown grows and matures and as more public projects come online, this burden could increase. In fact, there will be a need to invest more into maintaining public areas as downtown starts attracting more residents and visitors. As downtown becomes a true neighborhood, it should be more involved in maintaining its streets and public spaces. At this time, the city should evaluate the feasibility of establishing a public improvement district (PID) to assist in the maintenance and operation of downtown activities. Of course, this has to be undertaken in partnership downtown property owners and business owners. At this time, the functions of the PID and its organizational structure could be developed with the input from all stakeholders.

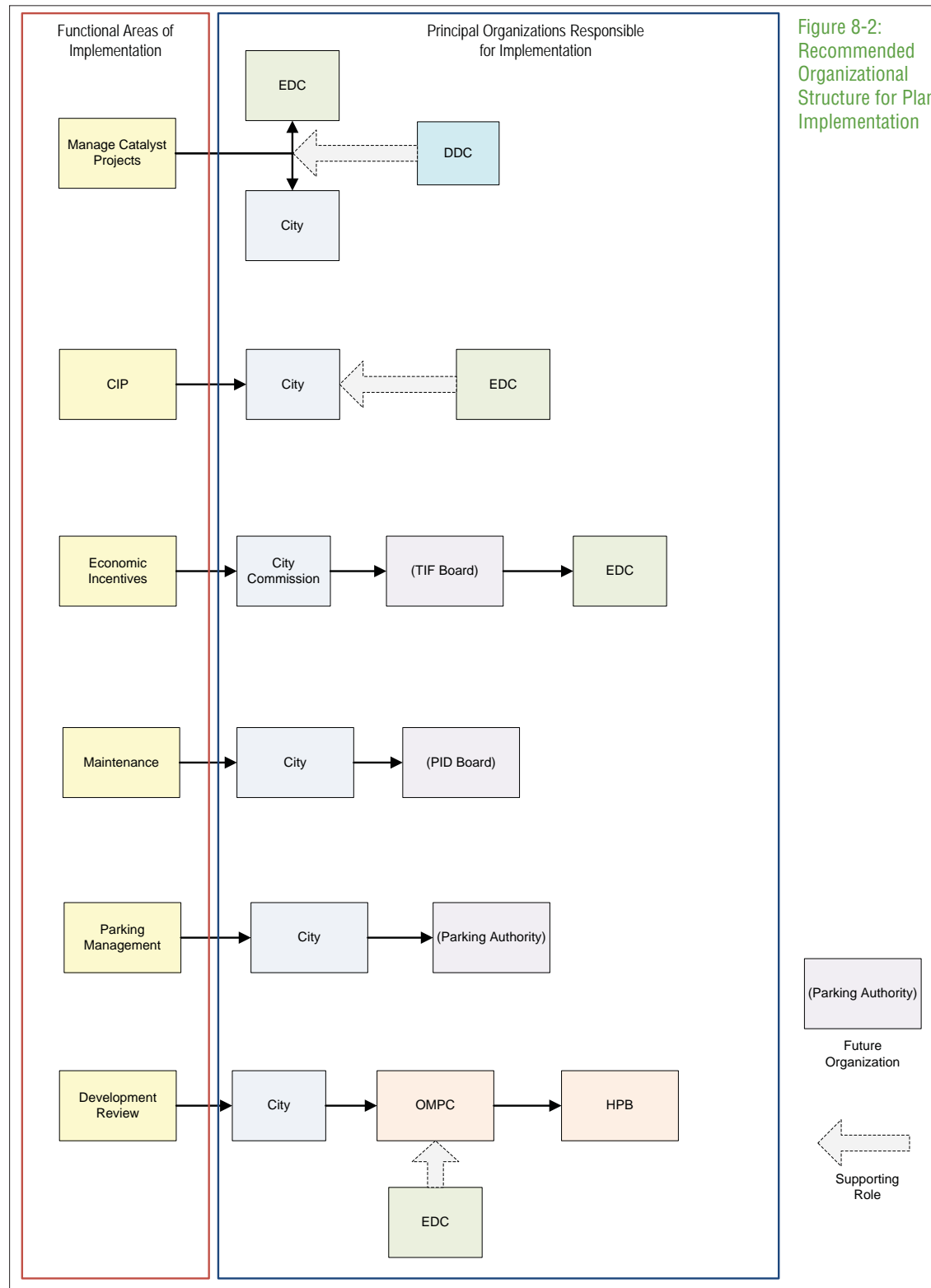
The above listed areas of responsibilities are only the major ones identified. Managing and attracting new events and conventions, partnering with arts, cultural, and educational organizations, working with individual stakeholders to implement the catalyst projects, and working to retain existing businesses are all important additional functions of a successful downtown management structure. Figure 8-2 identifies all the existing and possible future entities involved in downtown and the general areas of responsibilities and coordination.

Recommended Management Structure for Implementation of the Downtown Initiative

The City and Fiscal Court will play the most important roles in implementing this Downtown Initiative. Specifically, they will provide funding for public projects and support the planning and construction of related public infrastructure. It is critical to establish a management structure for implementation that brings together not only the public and private sectors, but also coordinates the areas of responsibility identified in the previous section. The Economic Development Corporation (EDC) represents both the public and private sector interests in downtown and could be the lead liaison between the two governmental entities and other stakeholders.

The Downtown Development Corporation (DDC) has been appointed by the City Commission and the Daviess County Fiscal Court for the sole purpose of creating and realizing a vision for downtown. During this community process over the last 12 months, the DDC has emerged as the lead champion of this plan. As this plan moves into the implementation after adoption, the DDC could take on the role of a Downtown Management entity that brings together several functional areas of responsibility identified in the previous section.

The specific roles and responsibilities could be established based on benchmarking other similar communities with successful downtowns and downtown management structures. In providing the staff support to the DDC, the EDC would be responsible for coordination with the public sector entities and the responsibilities of the DDC. Although Downtown Owensboro has several organizations responsible for various activities within downtown, there are some additional areas of support that are critical for this plan's implementation.





SECTION 9: NEXT STEPS



Section 9: Next Steps

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Starting with the “We the People” event in 2007 and culminating with this comprehensive Downtown Initiative, the Owensboro community has witnessed a watershed event. This initiative has established a blueprint for downtown revitalization and a practical guide to implementation. The successful implementation of the Downtown Owensboro Initiative relies on several important factors:

- Establishing priority projects that tie physical and financial investment in a targeted area such as the one recommended on Veterans Blvd.
- Establishing financial strategies to implement the priority projects.
- Coordinating municipal capital improvement and maintenance programs with private sector initiatives through a recommended management structure.
- Constantly evaluating the factors affecting the market including identifying risks and strategies to address them in advance.
- Encouraging and promoting the functionality of downtown as a multi-use neighborhood through the targeting of different programs and pilot projects including civic, office, retail, and residential.
- Establishing financial and policy incentive/performance based programs for private development that complements the public sector investment within downtown.
- Establishing a regulatory framework that creates certainty and consistency regarding implementation and invites private investment.

In order to maintain the momentum of this process, it is important for the community to engage in some critical short-term next steps (6 months):

- Revise the regulatory framework based on the recommendations in Section 8 and financially support the professional expertise required for implementation at the Metropolitan Planning Commission.
- Implement appropriate financial strategies based on the recommendations in Section 7.
- Create a Capital Improvement Program for downtown based on the package of catalyst projects recommended and funding sources identified.

- Start conceptual design and engineering on the key public projects identified – 2nd Street two-way conversion, reinvention of Veterans Blvd., and streetscape improvements to Frederica Blvd.
- Create a downtown management committee to implement the package of catalyst projects identified and other recommendations in this plan.
- Identify and pursue any federal and state funding programs to implement any identified catalyst projects.

Some longer term steps include:

- Identify a partner to develop the multi-purpose indoor events center and hotel and issue an RFP for the development of both based on the recommendations of this plan.
- Evaluate the feasibility of establishing a Tax Increment Financing (TIF) district for specific redevelopment areas in downtown
- Move forward on expanding the downtown local historic preservation district to include the National Register District and revise ordinances appropriately to preserve the remaining historic buildings in downtown.
- Identify and market redevelopment sites and develop targeted markets or sites within each character zone to encourage their redevelopment, especially for residential uses in downtown.

The original goal of this downtown initiative has been market-feasibility and practical implementation. To this end, the Illustrative Master Plan has been revised based on community input and market conditions. From the initial focus on the Executive Inn site to the current focus on Veterans Blvd. and the historic code, this plan has been refined at every step in the process. Moving forward with plan adoption and implementation of the discrete pieces of the plan, the community should use the plan flexibly. It should act as a guide to decision making, providing the community with insights into certain design and financial considerations. As market and physical conditions change in downtown, this plan should also be seen as a dynamic set of policy recommendations that can be adapted to different situations.

With increasing awareness and concerns about global warming, energy issues, and sustainability, revitalization of downtown Owensboro will become even more imperative. Embracing the vision for a mixed use urban neighborhood that offers transportation choices and allows people to live, work, and shop within Downtown will be a first important step in achieving community sustainability. Beyond this, Owensboro should evaluate other resource conservation, green building, and energy conservation solutions that can dovetail with this downtown initiative.

A Call to Action

The timing has never been better for Downtown Owensboro’s renaissance. While some may question the practicality of pursuing such an ambitious plan in a time of economic uncertainty, others will certainly see this period as an opportunity to reinvest in anticipation of an economic recovery. Beyond the positive benefits of economic stimulus that will result from the implementation of the catalyst projects, this plan provides a “road map” for the transformation of the downtown into a thriving urban neighborhood that will once again become the civic heart of Owensboro. With the implementation of this plan, Owensboro will stand out as a model for other communities that seek a more beautiful, active, and economically sustainable city.

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APPENDICES



Appendices

- A. Summary of Studies related to Downtown Owensboro
- B. Glossary of Major Terms
- C. Summary of Stakeholder Input Meetings
- D. Interactive Survey & Results
- E. Detailed Street Cross Sections
- F. Status of Historic Resources
- G. Economic Benefits of Placemaking
- H. Existing Regulatory Framework

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Appendix A: Summary of Studies related to Downtown Owensboro

1949 Plan for Riverside Drive (City Engineer's Office)

Proposal to acquire properties along the river from Daviess Street (west) to Ewing Road for the construction of Riverside Drive.

1969 Commercial Areas & Parking Study (Baker Engineers)

Identified Priorities:

1. Construction of new City Hall
2. Construction of parking garages after clearing all deteriorated and blighted buildings.
3. Establish a downtown shopping mall.
4. Grade separation structure for crossing railroad tracks on Frederica Street between 10th and 11th Street.
5. Housing for Elderly. A multi-storied 100 unit complex to be located adjacent to American Legion building.
6. Development of Smothers Park
7. Urban Beautification Program

July, 1978 Downtown Improvement Program & Strategy (International Downtown Executives Association)

Improvement Strategies:

1. Establish a non-profit downtown organization
2. Emphasis on retaining retailers
3. Parking, Transit & Circulation Strategy
(address employees using on-street parking – remove truck traffic from 2nd & 4th Streets – building parking garage in Anderson parking lot – raise parking fines – secure funding for Transit System)
4. Residential Development (encourage live & work downtown)
5. Office Strategies (conduct inventory of existing buildings/parcels & market to attract professional offices)
6. Develop more restaurants, recreation & entertainment facilities.

7. Research & Data Gathering (surveys of building conditions – housing market – retail market survey – social/economic history – mechanism for maintaining ongoing data on tax assessments – retail sales – number of employees – public/private investments)
8. Regulation/Codes/Planning Strategy (develop incentives and regulations that encourage residential & office development)
9. Provide Incentives/Funding (encourage healthy mix of housing, offices, retail, cultural, government. Riverfront must be focal point)
10. Public Relations/Marketing (promote downtown & create events & reasons to come downtown)
11. Anchors & Linkages (create attractive appearance & environment for pedestrians – locate major people generators & link them together [i.e. Executive Inn & Anderson's] – develop pedestrian way on north side of First Street between Executive Inn and Lewis Street)

June, 1978 – June, 1981 The Scarborough-Riverside and West End Neighborhoods Redevelopment Proposal (Owensboro Office of Planning & Community Development)

(Study Areas: Scarborough-Riverside Neighborhoods are located from River to Second Street and Walnut to River Road.

West End Neighborhood is located between Second Street to Ninth Street and L&N Railroad to Poindexter Street.)

Recommendations:

- Construct a bike path along the river from Smothers Park to English Park.
- Construct a bike path system in the Lee Elementary School vicinity along alleys associated with two pedestrian overpasses at Second and Fourth Street.
- Construct a bike lane from Lee School along Thirds Street to downtown.
- Construct sidewalks along every street of the neighborhood on one side of secondary streets and both sides of major streets.
- Install aluminum street light poles with underground wiring along Second and Fourth Streets.

- Acquire properties for the construction of a riverfront drive as well as the extension of Castlen Street and Moreland Avenue/Maple to Eighth Street. Property acquisition will also permit expansion of English Park and provide the needed right-of-way for construction of a bike path along the river.
- Upgrade water lines. Improve streets. Remove unsafe, dilapidated properties.

September, 1978 - Downtown Improvement Program for Action (Owensboro Downtown Redevelopment Committee)

Focus of Report:

Defined public works projects to address parking/traffic flow – riverfront improvements – aesthetic appeal – construction of complimentary public facilities.

1980 – Sketch of Downtown Development Possibilities

Architectural sketch of riverfront buildings and a proposed three block long pedway/bikeway system from Smothers Park through the Executive Inn parking lot.

April, 1980 – Downtown Owensboro Mixed Use Development Work Program (Hammer, Siler, George Associates for David Hocker & Associates)

Focus of Report:

Development of a design concept for mixed use development in downtown in coordination with a Downtown Master Plan and Cultural Center Analysis. (NOTE: This report was conducted during the time period when GE, Green River Steel, Westinghouse, Glenmore, Field Packing, and Texas Gas were thriving employers.)

1. Recommended building a 1,200 seat cultural/civic center.
2. Determined Owensboro's population base is not large enough to support sufficient demand for professional sports organizations or require new stadium and/or

arena facilities. Shoppers survey reported that 92% of downtown shoppers came from Daviess, Hancock, McLean, & Ohio counties.

May, 1980 – Market Analysis: Downtown Office Potential (Hammer, Siler, George Associates for David Hocker & Associates)

Report Results:

Market potential for proposal to develop office space with the Hocker downtown project supports 130,000 SF complex consisting of Central Bank, a medical office tower, and additional general tenant space. 85,000 SF to be filled by 1983, 23,000 SF to be added in 1985 and 22,000 SF added by 1987.

June, 1980 – Market Analysis: Downtown Residential Potential (Hammer, Siler, George Associates for David Hocker)

Report Results:

“Because very little residential development has occurred in and near downtown for several decades, a residential development will have some degree of risk. Therefore, (they) do not envision a residential development project as an initial redevelopment catalyst for downtown Owensboro. Rather, the development of the cultural/civic center and the proposed retail/office complex will pave the way for residential development by making downtown's environment more attractive for city living. ...Townhouse condominiums will be the most feasible type of housing market.”

April, 1981 – Allengate – Urban Development Action Plan for Downtown

(Project Location: West side of Allen Street between Second and Fourth Streets and both sides of Third Street between Allen and St. Ann Streets)

The Allengate Project was a first step in a comprehensive commercial revitalization strategy designed to restore downtown as the hub of commercial and business life. It involved the construction of a 75,000 square foot commercial



office building, a 419 space parking garage and a public transit center. A new 57,000 square foot commercial banking facility to be used by Central Bank and Trust Company would be tied to the Allengate building through the joint use of a parking facility. The entire development will occur on a 54,000 square foot tract of land, composed of 10 parcels in the heart of downtown. Financing of Allengate would involve the City financing the parking garage and Transit Center, the Development Partnership (Thompson, Riney, Ross, and Padgett) financing and managing commercial offices above the facilities, and Central Bank and Trust financing and managing the bank construction.

**March, 1982 – Kentucky Design Assistance Team:
Pedestrian Linkage along River**
(Kentucky Society of Architects)

Action Plan:

- Make the river the focus of downtown Owensboro.
- Create pedestrian linkage from the Executive Inn to Smothers Park.
- Create additional parking area to also link the Historic Commercial District.
- Work with Corps of Engineers to reinforce the river edge.
- Acquire properties and extend park east of the bridge.
- Develop outdoor amphitheater at the foot of Allen Street
- Need inviting store windows.
- Visually enhance pedestrian areas for pedestrian comfort (pavers, greenspace, benches etc)
- Develop a pedestrian link from Executive inn to Smothers Park. Acquire VFW for walkway area and use building for temporary Visitors Center.
- Develop additional park space in the existing area used for State Office Building parking. Relocate State parking to a parking garage on the south side of Second Street.
- Develop Smothers Park with a system of walls and walkways that would stabilize the river's edge. Park could accommodate a marina, boat launch area, and outdoor amphitheater.
- Maintain visual access to the river from north-south streets within the downtown area.
- Explore possibility of acquiring the Grain elevator complex, the Sand and Gravel Company, and vacant brick warehouse

on Crittenden Street. Rehab warehouse for residential or commercial purposes to provide an anchor for east end of Riverfront Park.

- Explore using Riverfront Park as overnight stopping point for tourist boats.

July, 1986 – Parking Strategies for Tomorrow – A Review of Need & Feasible Options for its Development
(Vipen S. Hoon, Consultant)

Focus of Report:

Study of a 15 block area from Lewis Street to St. Elizabeth / First to Fourth Street to determine parking supply/demand and possible sites for parking garage(s).

Report Results:

There is a need for 1,294 parking spaces for long term employee parking. Recommend that curb side parking be reserved for short term, high turnover, consumer parking and employees long term parking be addressed with off street facilities. (Note: Study was conducted prior to construction of Judicial Center and existing Downtown Parking Garage.)

Recommend a parking garage be located between Allen – Daviess Sts/ 2nd – 3rd Sts. Will accommodate 200 new parking spaces – no more than 5 levels – above ground facility that will be more affordable – height compatible with adjacent building – horizontal tie-ins with adjacent buildings –special attention to design of street facades.

December, 1986 – Downtown Owensboro Action Plan
(Zuchelli, Hunter & Associates, Inc.)

Focus of Report:

Study to determine the feasibility and benefit of locating the Community College downtown.

Report Results:

“While the study successfully demonstrated the physical and economic feasibility of locating the college downtown, it was unsuccessful in overcoming the substantial

momentum and sentiment for building the college on a previously identified suburban tract. The study then focused on other development opportunities for continuing growth and revitalization as a governmental, business, and cultural center.” Analysis area was River – Fifth Street and Frederica - Lewis Street.

Opportunities Identified:

1. Riverfront – Provide active commercial and cultural activities along riverfront. Transform Smothers Park into show piece anchoring northern edge of downtown. Include overlook, promenade, festival pavilion, civic open space for festivals. Public sector will establish infrastructure and provide footprint sites for private development. Lease to private in order to ensure public ownership of important sites.
2. Main Street Historic Area – Continue vigilance in protecting historic buildings by reintegrating them into economic life of downtown. Devote special attention to the area of Second Street between St. Ann and Daviess Street. Any infill structures need to be designed to maintain the scale and character of the facades.
3. East Side – Identified east side of downtown core as predominantly institutional, cultural, and residential.
4. West Side – Identified this area as predominantly commercial and governmental. Encouraged higher density public & private office uses. Good location to serve as Frederica Street northern termination point.
5. Allen Street Spine – Use as downtown's primary pedestrianway. If properly designed and maintained, Allen Street could evolve into downtown's primary pedestrian link, encouraging foot traffic from riverfront to the heart of Main Street historic area and commercial/governmental/residential/institutional areas. Identify opportunities to partially close segments of Allen Street to create pedestrian plazas related to major new development. At the least, need to de-emphasize Allen Street as a vehicle carrier.
6. Cultural Arts Center – Locate facility along First Street between Daviess and Allen Streets.
7. Parking – Create surface parking along First Street between Lewis and Daviess Streets/corner of First and Allen Streets (southeast corner)

8. Private Office Development with Parking Structure – On Second Street between Frederica and St. Ann Streets/Third and Allen Streets.

9. Judicial Center – Need sensitive façade design. Locate along Allen Street between Second and Third Streets. Adjoining parking structure fronting Second St. should include set-back ground floor parking to provide for storefront retail along Second Street. Façade materials, detailing and height should be carefully designed to blend with character of historic district. Pedestrian orientation toward intersection of Allen & Third Sts.

Three Action Steps:

- Joint funding of a series of highly visible and easily implemented improvements such as streetscape, expanded parking facilities, and façade improvements.
- Mutually funded public events and promotions aimed at promoting interest and confidence in downtown and inform public of key development opportunities along riverfront and Main Street area.
- Initiate highest priority development project by making commitment of necessary capital funds.

1987 Strategies for Tomorrow Study

Recommendations:

1. Relocate boat dock and staging area to English Park.
2. Construct a belvedere in location of the old boat ramp. Continue the Smothers Park across existing boat ramp area with a landscape connection to the Executive Inn. Include walkways and ramps that would allow people to move near the water level. Construct a fountain as a focal point in Smothers Park.
3. Clean up riverfront area including reworking utility lines, add stylish lights and public restrooms. Relocate VFW and remodel structure for Visitor Center/Special Event Center.
4. Work with existing property owners from Smothers to English Parks and upgrade and redesign their riverfront property.



Long-term Recommendations:

1. Construct large, upscale office building overlooking the river. Offices could have outside balconies on executive patios with a river view.
2. Construct residential condominiums overlooking the river.
3. Locate cultural/civic center on river.
4. Construct a belvedere and/or a small amphitheater at Smothers Park to replace boat dock.
5. Need specialty shops and good/entertainment establishments could be located together with an "Old Rivertown" theme to cater to tourists and Executive Inn visitors.

January, 1988 – Downtown Owensboro Riverfront Improvements Proposal

(Owensboro Metropolitan Planning Commission)

Recommendations:

- Underground utilities
- First Street Concourse
- River Stage designed for location at existing concrete boat ramp
- Compass of flags, overlook, and fountain in Smothers Park
- Rip rap banks

October, 1989 – Potential Parking Facility Usage & Revenue Report

(The RBA Group)

Report Results:

Described options for financial feasibility of parking garage development.

1990 – Owensboro Study

(University of Kentucky, 5th Year Landscape Architecture Program)

Proposals submitted by schematic plans included:

1. Redefinition of Downtown by Emphasizing Development Zones.

Zone 1, the downtown core areas to focus on business, offices, and induce a new vitality related to tourism and entertainment.

Zone 2, the Central business District to focus on mixed-use development combining office, commercial, and residential.

2. Identification of Activity Centers and Their Location. Strategic placement of activity centers (i.e. a children's museum, the River Park Center, a library branch and Convention Center) serve to encourage activity through the downtown core. Placement of these centers are close enough to one another to encourage pedestrian activity. Community centered activity re-enforces the concept that downtown is the heart of the city.
3. Retrieval of the Riverfront for the Community. With the development of a linear park of open spaces, plazas, and pedestrian paths along the water's edge.
4. Development of Yellow Banks Island. To provide some visual focus across the river for the people of Owensboro, a public park and pedestrian access across the bridge should be upgraded. The island development would also be complimented by a marina on the Indiana shore of the river.

Existing Conditions include:

- Vehicular and pedestrian access to the river is limited.
- Full access to the Riverfront is blocked by industry to the East of downtown and by the Executive Inn to the West.
- Lack of a connection between the Riverfront and the downtown.
- Lack of sizeable festival space downtown.
- Lack of visitor oriented activities downtown.

Recommendations for Reclaiming the Riverfront:

1. Relocate the industry to industrial areas.
2. Relocate the Executive Inn showroom and develop a River Promenade between river's edge and hotel.
3. Create a pedestrian/bicycle path from English Park to Daviess County Middle School.
4. Boat launching facilities and cluster housing at English Park.
5. Continuation of First Street in front of the Executive Inn and the creation of a well defined entrance for the hotel.

6. Addition of a parking garage, expanded exhibition space, and hotel space for the Executive Inn.
7. Arboretum at Daviess County Middle School for education and public viewing.
8. Mixed-use housing, retail, and office space to encourage downtown activity.
9. New hotel and entertainment businesses to fulfill needs for growth of tourism.
10. Farmer's Market and Plaza under and adjacent to the bridge.
11. Redevelopment of the river's edge creating a hardscape edge with plazas and daytime boat docking to open the Riverfront to the community.
12. Development of a plaza connecting the riverfront to the courthouse lawn to link downtown to the river's edge.
13. Creation of a children's museum in the vacant Anderson's building to provide activity for downtown.

August, 2001 – Economic Feasibility & Impact of Riverfront Development

(Economics Research Associates – ERA)

Recommendations:

(Development area is River to Fifth Street and Cedar to JR Miller Blvd.)

1. Residential – Development of smaller condominium units or conversion of existing structures into lofts. Longer term opportunities will relate in part to the success of the riverfront and downtown development efforts. Developers that are familiar with the market indicate that the appropriate size for downtown rental units could range from 800 – 1,500 SF.
2. Restaurants – Additional restaurants along Veterans Blvd or in close proximity to the riverfront could improve the market for all restaurants in the area. Restaurants with unique themes or a cluster of 4-5 restaurant district will draw customers from distances from up to 20 miles away due to the greater level of excitement. Two suggestions are a floating barge restaurant and an aquarium theme restaurant. Casual dining is preferred over fine dining experience.

3. Hotel – Occupancy rate is at 43%. If occupancy grows to over 50%, it may be reasonable to consider hotel development. If events grow or major attraction is developed along the riverfront, this could attract hotel development.
4. Entertainment – Recommends the consideration of the RiverPark Center as the primary anchor and centerpiece for subsequent riverfront development projects. Consider the development of a covered space along the river for displays and exhibits that could be tied into expanded program at the RiverPark Center. Incorporate some form of film or cinema entertainment into the proposed waterfront development. Recommends an outdoor film series – possibly on the roof of the parking garage. From a market perspective, operations that are a part of an identifiable entertainment or dining district are likely to do better at attracting audiences than isolated venues.
5. Retail – Retailers perform best when located in a cluster with other stores. Americans prefer to accomplish multiple objectives during a single shopping excursion. They encourage retail development on areas where it may be possible to create a critical mass of tenants. Such development is most feasible along blocks where there are no institutional structures that impede stores from locating in close proximity to one another. Demand for fuel, food, boat supplies, fishing supplies and convenience goods will increase along the riverfront near the marina area.
6. Marina - Recommend transient dock facilities in downtown coordinated with the business community, hotel and city. Consider a full service marina at English Park, or other suitable location, using City, State or Federal financial support. The scale of marina will be determined primarily by the amount of public sponsorship available. Minimum size should include at least 100 slips, preferably more.

December, 2001. Riverfront District Master Plan Report (EDSA, PDR, Applied Technology & Management, ERA, the Waterfront Center, Thomas L. Tapp)

(Study Area: River - Fourth Street/O'Boro Middle School – Ewing Road)



Recommendations:

1. Residential: Renovated adaptive reuse of current office space and eventual construction following waterfront improvements.
2. Restaurants: Estimated that local residents spend \$112 million per year on food away from home. Recommend floating restaurant below Veterans Boulevard area.
3. Entertainment: Need entertainment facilities and events to complement existing programs focused between Executive Inn and RiverPark Center.
4. Retail: Riverfront and entertainment activity may stimulate downtown retail.
5. General Conclusions:
 - One-way street traffic is a pedestrian deterrent.
 - City needs to re-orient toward riverfront.
 - Provide public access & visual access to river.
 - Provide pedestrian connection from RiverPark Center to English Park on the river.
 - Create development opportunities along the riverfront between Executive Inn and RiverPark Center.
 - Increase activity in English Park.
 - Calm traffic along Second and Fourth Streets.
 - Create critical mass of public and private investment on riverfront Executive Inn and RiverPark Center.
 - Connect RiverPark Center to Executive Inn.
 - Commence land acquisition.
 - Construct River Walk from RiverPark Center to English and make improvements to First Street.
 - Relocate boat ramp to Inland Harbor Marina at Hurricane Island or Riverport.
 - Convert Second and Fourth Streets to two-way streets.
 - Second & Fourth Street to become "local" roadways.
 - Enforce truck route via Wendell Ford Expressway/ East Corridor/Natcher Bridge
 - Provide marine facilities (boat docks, riverboat, dinner boat, inland marina)

- Provide development incentives for waterfront restaurants and entertainment venues.
- Improve English Park (public activity – fishing facilities – park programming)
- Create gateways to downtown with signage and landscape treatments.
- Expand visual and pedestrian connections to riverfront along Daviess, Allen, St. Ann, and Frederica Streets.
- Convert Veterans Blvd. to a promenade to increase and enhance pedestrian access to the river.
- Provide visual connection from Courthouse to Riverfront.
- Promote redevelopment along Frederica Street.
- Convert the surface parking lot associated with the State office Building to civic space.
- Build parking garage behind historic jail.
- Continue strategic land acquisition to create major civic space.
- Expand English Park into Army Reserve property to allow for private residential development.
- Redevelop a new community center at English Park.
- Create gateways to Owensboro and the riverfront with landscape and signage.
- Provide secondary intersection treatments at Daviess Street, Frederica Street, and Hanning Lane to enhance connection to riverfront.
- Convert Veterans Blvd. into a pedestrian promenade connection, RiverPark to Executive Inn.
- Create cul-de-sacs/drop off areas at Daviess, Allen, St. Ann & Frederica Streets to enhance public access to promenade and waterfront.
- Riverfront programming. (see pages 52-54 for study ideas)

Prepared By:
Sue Fowler, Main Street Manager
Community Development Dept.
October 27, 2006

Complete copies of studies may be reviewed at the City of Owensboro, Community Development Office, 124 E. Veterans Blvd., Owensboro, Kentucky



Appendix B: Glossary of Major Terms

Adjacency Predictability – A consistent development environment that establishes predictable outcomes of the built environment over time and over multiple property owners.

Catalyst project – Is a project that is small enough in scale and feasible in the short run and generates interest in future projects in close proximity. Catalyst projects typically are higher risk projects since they are the first of their kind in the area. They may typically be located on publicly owned properties or may require greater incentives to become successful. The key to success of a catalyst project is its ability to create a market dynamic that jump starts other projects in close proximity.

Community Charrette or design workshop – an intensive design session (typically 3-5 days long) that begins with a general public input session and a core design team working on a physical plan and illustrations for a specific geographic area based on community input. Charrettes typically end with a public report-out session that presents the results of the design session and gets preliminary public feedback on the concepts presented.

Form-based Code - A method of regulating development to achieve a specific urban form. Form-based codes create a predictable public realm primarily by controlling physical form, with a lesser focus on land use, through city or county regulations.

Leveraging Development Potential – The ability to create synergies from development of adjoining projects (both public and private). Individually, neither project can create the momentum that they can together. i.e., one project takes advantage of the other with respect to clientele or users. For example, locating restaurants next to movie theatres or other entertainment destinations benefits both uses.

Linkages – Are physical connections in the form of pedestrian walkways, streetscape improvements, transit, etc., between destinations, between destinations and destinations/districts and neighborhoods.

Live-work - A live-work unit is a dwelling unit that is also used for work purposes, provided that the 'work' component is restricted to the uses of professional office, artist's workshop, studio, or other similar uses and is located on the street level. The 'live' component may be located on the street level (behind the work component) or any other level of the building.

Market-based or responsive regulatory environment – Is a regulatory environment that allows the market to dictate the highest and best use of a particular property at any given time. While such a regulatory environment is fairly flexible on use of the property, it may be more prescriptive on design of such uses and associated buildings.

Master Developer – A central entity that establishes an overarching vision for the development of a specific area and the standards for such development to ensure the achievement of that vision.

Mixed Use / Fine-grained mixed use - multiple uses or functions within the same building or in adjacent buildings, or in multiple adjoining buildings. Fine-grained mixed use implies smaller scale uses or functions interspersed with larger-scale functions or uses. Example – small scale corner commercial uses at key intersections within larger residential neighborhoods.

Placemaking – includes all the fiscal, social, cultural, and physical (design) principles that create vibrant, walkable neighborhoods and built environments with a “sense of place”.

Residential Loft - Residential loft is typically a residential unit designed to commercial standards (with high ceilings, open plans, and large windows) located above street level commercial space. In some cases, it may be located on the ground floor of a mixed use building.

Street Wall – Indicates the creation of a “wall” with buildings placed immediately adjacent to the street/sidewalk. A street wall has a “void” if there is a surface parking lot adjacent to the sidewalk/street (See Section 5, Urban Design Principles).

SmartCode – Is a type of form-based code that is a unified development ordinance template. It combines zoning, subdivision, urban design, and architectural regulations into one document. Because the SmartCode is a template, it has to be locally adapted to implement a community's vision for development outcomes.

Trends Development – Development of uses in a single-use, automobile-oriented environment (or pad sites) as in the suburbs. In such case, each use is in a separate building and is separated from other building and uses with individual surface parking lots.

Value Capture – financial and design mechanism by which public investment in transportation or other civic infrastructure is leveraged to increase the development potential of adjoining properties thus increasing property values and tax revenues to the community.

Wayfinding – Is a system of visual cues that help orient motorists and pedestrians within a specific area. They provide important information on major destinations, districts, parking and other activity generators. A good wayfinding system would integrate a consistent streetscape, public art, branding, and signage to provide users with visual cues and information about the place they are in.

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Appendix C: Summary of Stakeholder Input Meetings

June 30 – July 2, 2008

June 30, 2008

Session 1: Developers

Time: 2:00 p.m. – 3:30 p.m.

Attendees:

Ballard, Mike (Ballard Construction);
Barron, Bo (Sperry Van Ness, The Barron Group);
Clark, Benny and Hedden, Paula (Homes by Benny Clark);
Hayden, Matt (Gulf Stream);
Hocker, David and Purdom, Phillip (David Hocker & Associates);
Payne, Ron (Mayoral Candidate);
Riney, Phil (Self-employed/ 54 Property Management);
Timbrook, Bill (Bill Timbrook Properties);
Wells, Jack (Wells Health System/Developer);
Woodward, Terry (Wax Works Video Works)

Summary of Comments:

- Focus on conventions, hotels, sports arena, and 2-way traffic (need a good traffic plan for downtown); need vibrancy in downtown.
- Time is right for change; excited about possibility about coming out of current situation led by strong team, support of developers and local people.
- Recent city facilities have not been in downtown (library, emergency operations center, proposed new ice skating rink, etc.). Public sector needs to show commitment to downtown by investing in downtown. i.e., buying the Executive Inn site (should be the #1 priority for the city). Public sector has initiated this process which is a positive step.
- City and County need to work in cooperation with each other and the private sector. Private sector is looking for public sector leadership for this initiative. "We've had 24 studies- need implementation!" Concerned with lack of progress downtown.
- Need more residential choice in downtown and people living in downtown. This will in turn trigger the need for retail/other events to happen.

- A lot of empty nesters, baby boomers who would love the quality of life of living downtown- but need to be economically able to sell home at reasonable price. Need to be aware of what is happening regionally.
- Case study of Louisville - 5-7 years ago in Louisville, no housing being built downtown; incentivized housing- Market study said 250 units/year. Now, can't keep up with market demand – and once people start moving downtown, this reinforced trend. Market needs to be strong enough for people to be able to sell their homes, but more important need to create affordable housing downtown.
- Owensboro example – Benny Clark's townhomes (\$225K – \$400K) on the river were a huge success and most of the buyers were from out of town.
- Community has difficulty in luring and keeping professionals to work in the hospitals, and other major employers. Need to create an environment to attract people similar to Georgetown in DC.
- Need to take advantage of the river front access and people owning boats in the community by providing marina facilities in Downtown.
- Need to appropriately phase and plan the construction of the Riverfront park improvements to minimize disruption to the general public.
- Need to look at 2nd street – specifically truck traffic and one-way versus two-way issues.
- Need to get an activity generator downtown such as a convention center, sports center, or music venue. Need to create such a facility without creating a void/no-man's land of parking around it, while still being able to provide for parking on game days. Game day need: couple thousand spots. Need to be in right locations so can use nearby parking to fulfill game day need.
- Need to evaluate zoning requirements with respect to parking and building code standards with respect to adaptive reuse of historic buildings in order to encourage development in downtown.
- Gateway not hired to rewrite building code, but will strongly suggest revision in 2nd phase. Internal staff capacity needs to be grown so that institutional expertise in design is created.

June 30, 2008

Session 2: Homebuilders

Time: 4:00 p.m. – 5:30 p.m.

Attendees:

Clark, Benny and Hedden, Paula (Homes by Benny Clark);
Jagoe, Scott (Jagoe Homes);
Kamuf, Nancy (NRK Property Management);
Martin, Paul (Paul Martin Homes)

Summary of Comments:

- Loss of a marina with the closure of the Executive Inn. Need to take advantage of river recreational activities such as boating and provide a larger marina location in downtown, possibly English Park. Such a facility could provide additional tax revenue for the community by providing year-round docking facilities.
- Currently, have a parking problem at English Park (need to step up parking enforcement).
- Need to connect this park with the rest of Downtown and add restaurants and retail to make the marina work a little harder.
- Cost of new residential construction (custom built) is around \$100/ft with land; low \$90s without land.
- Ideas to stimulate downtown housing:
 - o Opportunity to redevelop significant number of blocks in Downtown since there is a lot of vacant land and dilapidated buildings. Acquisition of dilapidated structures and vacant land should be 2nd or 3rd priority for the public sector to stimulate downtown housing.
 - o Need major activity centers, year-round uses, and clean up of dilapidated areas and unattractive car lots before people will be willing to move downtown.
 - o People will live downtown if they can walk to the local pizzeria, flower shop, grocery store, etc. With high gas prices, need to emphasize the ability to walk.
 - o A family may live in downtown if there's a safe environment for children; a place to play. Safety is the most critical aspect for families with kids. In addition, families with kids still want a yard. Creating small pocket gardens would be an option to attract families with kids to downtown.

- Entertainment uses to attract downtown housing:
 - o Need more restaurants downtown. There are about 6 – 7 successful restaurants in downtown today.
 - o Entertainment: restaurants, movie theaters etc tend to work because that's what residents can relate to/ want.
 - o Amphitheatre at English Park to have year-round activities
 - o Major joint-use sporting facility in downtown to attract people and activities downtown.
- Need to attract and retain young professionals. Community experiences brain drain right now.
- Direct interstate access is not a necessary requirement for the success of a downtown; leadership and innovation are key to a community's success.
- Ethnic groups growing- Greek, Indian, Mexican increasing. But most get together and cook at home, because there are no restaurants.
- No specialty markets at grocery stores for ethnic food. Definitely don't feel that they can get everything they need in Owensboro- go to Evansville, order online frequently.
- Need range of activities including reasonably priced activities for younger population (teenagers). Need to have activities based on the economic capability of the population.
- Downtown housing needs to be based on a viable market for urban living.
- Parking issues should be addressed comprehensively.
- Take advantage of current entertainment destination such as Goldie's Opera Hall (currently open only 2 days a week) by expanding and renovating it to attract more people.
- Need to be a downtown where mom goes to grocery, dad watches the game, kids goes to the movies instead of driving to each destination as is common now.
- Demographic changes (aging baby boomers and more households without children) will support high-quality urban living in the next 5 – 10 years.
- In addition, the hospital expansion will bring medical professionals who will be demanding more out of downtown.

**June 30, 2008**

Session 3: Chamber of Young Professionals (CYP)

Time: 6:00 p.m. – 7:30 p.m.

Attendees:

Aud, Kyle;
Boarman, Ben;
Gallastegui, Pablo (Red Pixel Studios);
Gopal, Ankur;
Greenwell, Heath (Ameriprise Financial);
Johnson, Sherri (Chamber of Commerce);
Kamuf, Chris; Kirklewd,
John; Lister, Adam (GRADD);
Ward, Jill

Summary of Comments:

- Want downtown residential, recreation, go out to eat, shopping, etc and not really have to travel outside nucleus of downtown to do everything. Take advantage of one thing we do have- river- since rest of land is flat.
- Need to give people who have graduated a reason to come back to live – it's not a fun/exciting place to live, so need to change this. Not just economics, but create a sense of place.
- Need condos, apartments... do you have housing first, or entertainment/jobs first?
- Want apartment and/or office downtown. Currently there are a lot of hurdles to do this downtown - traffic, one-way streets, convenient parking. Also, not a good supply of buildings to choose from.
- Provide free public Wi-fi for all of downtown core area.
- Need to have a more visually appealing downtown with more activities – dining, entertainment, etc.
- Need more entertainment options. Nothing to do here on weekends- would love to come downtown with husband and children. Need more restaurant options. Also not enough parking near destinations for people to come downtown.
- Need to create a more pedestrian friendly environment from parking to destinations (eliminate dead streets).
- Need to intermingle residential with entertainment venues. Owensboro has some wonderful buildings that we've just let go to waste.

- Need to take advantage of Owensboro's ability to attract International students to its higher education institutions because of its manageable size and safety factor.
- Examples of other downtown successes – San Diego, CA – started with the basics by cleaning it up and improving aesthetics. Owensboro is more than a community for families.
- Need to change the mentality of people to support businesses coming here. People from culinary schools in Chicago can't open there (in Chicago) because too much competition; but may be willing to come here if they can be a chef. New things, like Cheddar's, come along, people get tired of it after 3 months. Need something exciting and new, but also sustainable.
- Need a centralized entertainment district- needs to be visible, have porches, can walk by and see people having fun; able to just stop in spontaneously to ie have a drink... don't have to drive across town. This creates competition across areas of town.
- Majority of people would forgo a single family home to move downtown- but problem is there is no supply. To renovate a building costs too much, there's not enough supporting business, too much of a hassle to get there- not enough value (not a cost issue, but a value issue).
- Need to clean up and have something to offer before people will want to live there- even if one apartment is okay, if the one next door is bad, people won't move.
- Distances in Owensboro and commuting in Owensboro is still convenient; so Downtown must have a critical draw to get people to move downtown.
- Need to increase diversity in Downtown. People come to see other people in a downtown environment and may not choose to go to big cities for it any more. People want an urban experience in their communities.
- Increase partnership between the international student program at Brescia University and the EDC or other employers to create internship programs. This will help retain young professionals and increase diversity of the population.
- Young, creative class of entrepreneurs can fill a niche – but need to create a buzz downtown, that there's something to do, in order to attract them, and employees. (example – Paducah, KY).
- Need to get the community to rally around and get excited about downtown.
- CYP could make Downtown their 'project'. Need to make the elected officials aware about their opinions
- Young professionals are more excited than anyone to get involved, but can't spend so much money to buy/fix a building; but if there are appropriate incentives, it may become more attractive to invest in downtown.
- Community has come together by identifying downtown as a high priority during the "We the People" effort.
- Successful downtowns need both tourists; and also own residents to be tourists in own town.
- Need to improve access to public transportation and cabs:
 - o Trolley system closes at 6 pm... extend on weekends!!!
 - o Don't need stoplights at night- eliminate at night. Put in traffic circles instead.
 - o New police chief is progressive.
 - o Make 2nd street more ped-friendly... divert truck traffic/ move the one-way to 3rd or 4th

July 1, 2008

Session 4: CVB/Sports/Tourism/Events

Time: 8:00 a.m. – 9:30 a.m.

Attendees:

Bailey, Kerry (Executive Inn);
Berry, Rodney (Public Life Foundation of Owensboro);
Bollinger, Bill (Kentucky State Director of ASA);
Bratcher, Jared (Convention & Visitor's Bureau);
Brubaker, Bruce (Champion Ford; Bring Back Baseball);
Fowler, Sue (City of Owensboro: Community Development Dept.);
Kinsey, Janet (Convention & Visitor's Bureau);
Leigh, Ross (Davies City Parks);
Miller, Karen (Convention & Visitor's Bureau);

Morris, Jerry (Southern Star; Bring Back Baseball);
Sturgeon, Cindy (City Parks Department);
Voyles, Jim (Total Market Concepts; KY ASA)

Summary of Comments:

- Convention center/multi-purpose facility is necessary. 10+ conventions, sporting events lost in the community due to lack of convention space. Close to \$1 million will be lost, from Executive Inn's closing until Sept. because no convention space, hotel.
- Hotel – need 350-400 rooms (total) optimum. Could be in the form of more than one hotel and could include a smaller boutique hotel.
- Executive Inn Hotel statistics - Groups = around 50%; 14% is group business (government, state, etc); sports 16.5% - 17%.
 - o Conventions would cause half the hotel to be booked... so they would hire an entertainment event to go along with conventions in order to book the other half.
 - o But, not enough room in showroom – limited entertainment (who, what).
 - o Room sales allowed tickets prices to stay low- ticket comes along with room.
 - o Banquet facility - 29000 sq feet; divided by 4 sections.
- Examples of successful convention centers include Convention Center in Paducah, KY.
- Owensboro carved a niche in amateur sports market because of Executive Inn location and ability to be a host hotel for events. Owensboro is an anomaly- not many cities of 60K people have 600 room hotels with 120k sq ft convention center. Need indoor space which is up-to-date/credible to be used for events like USA Tai Kwon Do, Cheerleading, etc.
- Need to be able to accommodate 5,000 – 6,000 persons at major shows; need approximately 250,000 sq.ft. of indoor, multi-purpose event space with high ceilings. Don't need another sports center. Need something that can be adapted to bring in the 5000 people for a game, graduation, etc., but can also lay down 20 volleyball nets, Tai Kwon Do mats. #1 thing we need: to be able to bring in indoor events.



- RiverCenter can accommodate 1500 for outdoor concert. Biggest event: Black Crows- 3500 was most tickets could sell because of seating and hotel. Need more like 5000: can attract 6-12, 5,000-person events/year.
- Baseball facility – could be part of a multi-purpose center including a venue for concerts with amphitheater, etc. as an anchor in downtown.
- Community has enough baseball/soccer facilities; have 170+team soccer tournaments coming next year.
- Previous studies have shown that convention center was shown to be needed more than baseball stadium.
- Considered doing water sports at river. But need to leverage this with other activities to drive tourism. But priority is to replace meeting space of community- Executive Inn.
- Sports tourism is growing and Owensboro can take advantage of it. Owensboro used to be known as the 'entertainment venue of the south.' But now, \$1 million worth of tourism (from June-Sept) has left. Owensboro used to be the 2nd largest convention market prior to Exec. Inn closure.
- Owensboro and Exec. Inn in particular, known for their excellent hospitality – need to take advantage of it.
- Need an indoor draw for children. Need destination to get people here- then have enhancement (ie waterpark, etc) to keep them here an extra night. Possible to use the water park idea to generate revenue for other activities along the riverfront.
- Need to use every opportunity to use river as backdrop to everything.
- Olympic-sized indoor pool in the Exec. Inn brought revenue and activity and made the Executive Inn a family-friendly atmosphere. The rooms around the pool were often booked by local residents and tourist with kids.
- No recreational/retail/entertainment opportunities near Exec Inn- because of the way it was built to internalize all related activities.
- Design of Riverfront park needs to take advantage of opportunities for adjoining uses and connect future Exec. Inn to the rest of Downtown:
 - o Designed to bring people downtown as a destination,

- with the idea that the people that come there will be enticed by the retail alongside. Be further enticed by Allen St Quarter (plan for several years, but hasn't been implemented).
 - o Maybe have gazebos, etc and have smaller shows throughout the day.
 - o 1st stage: expansion of river patio; 2nd: Mitch McConnell park.
 - o Unless there's already infrastructure (restaurants etc), river park won't bring people.
 - o Need to manage the construction of Phase 1 improvements of the park to minimize impact on existing businesses, uses, and events that take place there (BBQ Festival, etc.).
- 3-5 years until a convention center will even be built; need to create a sense that something is going on... shopping, retail in the short run.
- Other short term opportunities could include farmer's market, antique shops.
- Possibility of community owned baseball? Could be 5013c (like Green Bay Packers):
 - o Instead of people rallying around tv, go out to events.
 - o Look at facility, not sport, as rallying point.
 - o Had investor look into building center, own team- but Owensboro doesn't want out of town ownership.
 - o All members of baseball group don't have financial interest in it, but there's a vested community interest.
- Need to build on NASCAR history with 6 NASCAR drivers being from Owensboro.

July 1, 2008

Session 5: Employers & Organizations

Time: 10:00 a.m. – 11:30 a.m.

Attendees:

- Braswell, Gary (MPD, Inc.);
- Byrd, Dr. James (Third Baptist Church);
- Farmer, Bob (First Baptist Church);
- Love, Todd (Settle Memorial United Methodist Church);
- Strahan, Paul (First Baptist Church);

Sullivan, Mike (Sullivan, Mountjoy, Stainback & Miller);
Tomblinson, Janice (MPD, Inc.)

Summary of Comments:

- Riverpark is a great amenity keeping some employers in Downtown.
- Downtown location is important for some businesses as it is the heart of the community.
- For some other employers, downtown location is not so critical, but recruiting and retaining professional personnel is an issue. People will come from other vibrant communities (N. Carolina, Virginia), but then after a few years, they're ready to get back to those communities- better economically, more progressive.
- Biggest attraction is the "hometown" atmosphere that many people are seeking. Mostly, it is people that have been living elsewhere- have made some mark on the world- that come back, start a family. Other positives are good schools, cost of living, no traffic and great 5-minute commute.
- Possible to start a recruitment program targeting former high school/college graduates back to their home town.
- Need to create a very vibrant, progressive downtown to help recruit and retain young professionals.
- Need downtown housing for young professionals and empty nesters.
- Need activities in downtown to draw families.
- Need more restaurants to eat lunch at after church services on Sunday.
- Churches have activities 6 days/wk; 4 nights/wk. There's a minimal security risk, no matter where you live. Downtown can be reached by everyone in 10 min. Location is convenient for the target people we're trying to reach.
- Need to provide other functions required for people living in downtown such as grocery stores.
- Churches provide required gym, pre-school/day care facilities in Downtown.
- Possible to partner with organizations to provide housing, job training facilities, etc.

- Parking is an issue for a lot of the employers in downtown.
- Need appropriate private investment to reduce the burden on the public sector.
- Barriers to private investment in downtown:
 - o Downtown retail is difficult since there's not enough pedestrian traffic to justify it at this time.
- Need to take advantage of river and provide condos on the river.
- Take advantage of shared parking opportunities with area churches that have large surface parking lots.
- Redevelopment of Exec. Inn site should be smaller in scale with small shops, built around a theme (branding). Include housing to be developed as part of the master plan for redevelopment.
 - o Not as much of a shortage in hotel rooms as meeting space.
 - o Need around 300 hotel rooms.
- Hotel and Convention center is the #1 priority with respect to using community resources; everything else spins off of that as the center.
- Downtown needs to provide an experience that is totally unique that you can't get on Highway 54, example – eating dinner at a restaurant outdoor patio overlooking the river; going to a specialty food store or farmers' market.
- Incentives should include a range of direct and indirect opportunities.
- Importance of playing up the Owensboro Brand/reinvent our brand- River, bluegrass, BBQ, NASCAR, sports; Need to appeal to broad spectrum of people!
- Living large in a small city. Owensboro has it all, but falls short in retail, restaurants, entertainment, opportunity in downtown- and this is what community is supporting. Investing in downtown is Economic Development.
- Baseball stadium anchoring one end of downtown with RiverPark Center on other end.
- Timing for downtown development is ideal because more support than ever for action.
- Owensboro has niches - Some very talented artists here. Is only 1 of 3 cities in state of KY (only one west of Louisville) with fine arts gallery.
- It will not be easy to achieve this. Need to see that the community is serious about this. Need for this initiative to



be supported by both the city and county and is based on economic feasibility.

July 1, 2008

Session 6: Arts & Cultural Organizations

Time: 12:30 p.m. – 2:00 p.m.

Attendees:

Bryan Hood, Mary (O'boro Museum of Fine Art);
Chandler, Steve (Entertainment Director for the Executive Inn);
Filbin, Mike (Theatre Workshop of Owensboro);
Johnson, Joy (Johnson Dance & Gymnastics Studio);
McCoy, Debbie (Multi-Cultural Fair Organizers);
Olsen, Kathy (Owensboro Area Museum);
Price, Bill (Owensboro Symphony Orchestra);
Tyler, Bill (Western Kentucky Botanical Gardens);
Witt, Roxi (Riverpark Center)

Summary of Comments:

Existing Arts/Cultural Organizations:

- Frederica St. was a buffalo trace—public art commission support buffalo sculpture from 10th to the River on private property. Opportunities for wayfinding/public art along Frederica St. to the water front.
- Museum of Fine Arts on Frederica St.
 - o sculpture park.
 - o 2 buildings: John Harmon; Carnegie Library building.
 - Create transient exhibit and then produce book.
 - Cultural history of KY.
 - Stained glass gallery.
 - 70,000/year attendance.
- Western KY Botanical Gardens- 2miles west of Frederica on 2nd Street.
- RiverPark Center:
 - o Broadway, symphony, dance theater, social uses:
 - 1st signature event.
 - 250-300 days/year there are events, etc.
 - 200,000 served per year (50,000 school children).
 - 2nd signature event: International Mystery Writer's Festival.

- o RiverPark Center running into capacity challenge.
- Owensboro symphony; educational academy:
 - o Next to Bluegrass Museum.
 - o 2,000 + faculty; recital hall; 6 soundproof rooms.
- Former Executive Inn:
 - o Second to none in terms of per capita entertainment.
- Theatre workshop (community theatre) – 407 W 5th
 - o 5 main stages per season.
 - o Youth productions too.
- Multi-cultural Fair Organizers; Multicultural festival of 1st Presbyterian Church annually.
 - o Raise awareness of diversity in Owensboro.
 - o Farmer's Market: 2 stories, 40 booths, ethnic food court.
- Museum of Science and Industry:
 - o Old Anderson's Department store.
 - o 66,000 sq ft useable space.
 - o 3 permanent exhibits.
 - o Coal mine experience.
 - o Natural history gallery (ecological, etc).
 - o River Heritage Gallery: flat boat; buffalo theme; Native American history; story of tobacco to biotech.
 - o Childcare program for symphony.
- Owensboro Dance Theatre:
 - o Dance production plus teaching dance in tri-state area.
 - o Not located in downtown for 26 years. Need to find a location for this in downtown.

Future Opportunities and Issues:

- Kiosk/stage areas programmed for park.
- Specialty restaurants like the Bistro; potential for little Blues Bars, etc.
- Public transit stops too early.
- Interactive sculpture on front of Science Museum?
- Fine Art's Museum is planning a satellite art gallery near RiverPark.
- Possible Fine Arts/Performing Arts festival (similar to Charleston's Spoleto festival).
- Possible collaboration on Arts Center for Education facility.
 - o Hands on place open during festivals, etc.

July 1, 2008

Session 7: Transportation

Time: 2:30 p.m. – 4:00 p.m.

Attendees:

Brasher, Mark(City of Owensboro);
Cecil, Tony (City of Owensboro);
Heep, Chief Ronnie (OFD);
McClearn, Kevin (KY Transportation Cabinet- D2);
Scheppers, Joe (City of Owensboro);
Skeens, Chief Glenn (OPD);
Wassmer, Jody (GRADD, Chamber);
Hall, Nick (KY Transportation Cabinet- D2);
McCrary, David (City of Owensboro)

Summary of Comments:

- Opportunity to supplement this initiative with a future traffic study (funded by GRADD) when convention center and other activity generators are identified.
- 2nd & 4th Street Traffic Issues:
 - o Needed more pedestrian friendly area vs trucks racing down.
 - o Truck traffic on 2nd street is a disincentive for businesses looking to relocate on 2nd street.
 - o Major highway 60 runs right through downtown; KYTC's goal is to move traffic through downtown which may be counter to the community goals of creating a walkable downtown. It may be possible to route US 60 around the bypass instead of through downtown if the city of Owensboro accepts maintenance of 2nd and 4th, can do this. US route, may have to get approval from FHWA. But, it fits the criteria to get it off system. Bypass would be a sufficient alternative to the US route. 2nd/4th would then no longer be state owned (instead they would be city-owned)- can do what city wants without getting state approval. The real issue is the cost to the city versus benefit to the city of such an action.
 - o Generally need to look at the downtown traffic circulation to make it easy to get around for cars and pedestrians while moving traffic.
 - o Need an "order of magnitude" cost of converting one-way to two-way street. Possibly get comps from other communities that have done this.

- o Once more people start living/working/playing downtown, will need 2 way- and redevelopment pays for this cost over time (ie TIFs).
- o Need to balance discouraging truck traffic with providing adequate access to other automobile traffic that may cut through downtown. Don't want to limit automobile cut-through traffic through downtown. Any traffic diversion needs to be executed very carefully to only divert truck traffic.
- o Pair a better invitation off highway with diversion of truck traffic. Other options to reduce truck traffic without redesigning cross system (take off system):
 - Traffic-calming measures. Make an efficient system, but at a slower speed.
 - Still need to move truck traffic through town as fast as possible.
- o Consider safety and other goals for downtown streets and chose most efficient, but least impact on traffic conditions.
- o Community should balance the goals for downtown streets to be vibrant and pedestrian friendly with the willingness to pay for changing it to a two-way street. Pluses may include improved development value along 2nd street and should also be included in any cost-benefit analysis.
- o Is 35 mph too fast for people to want to sit outside, eat dinner, be downtown- if so, this will inhibit development.
- o Next step: Look at streets from urban design perspective (not just commuter street, etc).
- o Community should know costs from beginning and impacts and all pros and cons before any significant change.
- o Use the ITE.org Urban thoroughfare recommendations for walkable communities as a model for designing downtown streets.
- Parking – Certain events such as Judicial center court days create a huge burden on downtown parking. Parking garage spaces may not be sufficient to provide for it. Business owners want timed meters, to keep spots open; employees, downtown residents don't. Currently, all of downtown has a 2-hour parking restriction (no meters).



Need to have rational on-street parking time limits and standards that are consistent with the vision for downtown development.

- Veteran's Blvd. – no support for closing the street, but possible look at cross section to tie into the park and rest of downtown.
- Bicycling issues –
 - o Cycling culture is growing.
 - o Carefully evaluate bike lanes and routes in light of the city's previous unsuccessful efforts to create bike lanes on neighborhood streets and to create a viable network.
 - o Need to provide for a range of bicyclists –
 - Professional cyclists- want to ride in street;
 - Parents- want clearly marked lanes for kids; and
 - Workers- wanted bike lanes to park while on a job.
 - o Provision of bike racks in downtown and major destinations.
 - o Bike racks available on all buses now.
 - o Look at opportunities to connect to the greenbelt through downtown streets.
- Transit Issues:
 - o Plans for 2 more routes.
 - o Need to reevaluate routes since they have not been changed for 30 years (with GRADD).
 - o Buses run 6am-6pm M-F; Sat 10-4.
 - o 8 buses; run 6 routes.
 - o Demand is for extending existing routes further into the county versus running them for longer hours.
 - o Currently most routes run on 30-min headways with 1 hour headways on some longer routes.
- Need to emphasize gateways into Downtown through parkways and wayfinding.
- Zoning issues
 - o Angled, on-street parking is currently not permitted on city streets. This will have to be evaluated to balance safety and retail needs for on-street parking.

July 2, 2008

Session 8: Higher Educational Institutions
Time: 8:00 a.m. – 9:30 a.m.

Attendees: Gastenveld, Dr. Paula (Owensboro Community & Technical College);
Hostetter, Father Larry (Brescia University);
King, Dr. Cheryl (Kentucky Wesleyan College)

Summary of Comments

- Owensboro Community & Technical College (OCTC):
 - o Provide access to education to all high school graduates that don't choose a 4-yr institution in the 5 county region.
 - o 5,500 student enrollment.
 - o Every student who graduates high school will have experienced one or more college classes.
 - o Have a very comprehensive program, new technology center, health career programs (over 200 nursing students) [biggest problem is finding nursing faculty].
 - o Adult pop: opportunity for anyone to attend.
 - Downtown campus: Large adult education program- provider for Daviess and Ohio County (GED, get ready to take college classes).
 - Have a huge workforce development program- Kentucky Wins program.
 - More of the "dirty" programs downtown- automotive, welding, etc.
 - o Technology center downtown; moving technical programs to main campus (away from downtown).
 - o 30% of enrollment is dual enrollment- Discover College sets classes up at high schools (no tuition, get college and high school credit) or can take at OCTC. Also, state money attached to high school students trying out technical classes.
 - o Focus on education: learning anywhere, anytime. A lot of courses are online, so that students can be downtown working on them.
 - o 231 New Hartford Rd- 10 minutes from town. Have own buses. "mid-town campus"- on fringe. One large building.
- Kentucky Wesleyan College:
 - o Liberal arts, 4 year. 900 students (1/2 commuters from 8 county surrounding area; other half on-campus) Sciences, business (starting an MBA prog this fall), criminal justice, psychology.

- o Recruit from all across country, but most are from Kentucky- a vibrant downtown with opportunities for internships, things to do, work will help recruit students, faculty.
- o Students say they like Owensboro, because it's safe and there are opportunities to work and have fun. Also, parents feel confident it's an environment where kids will be cared for.
- o The University has difficulty in recruiting faculty, staff, and students due to a lack of vibrancy near the university and downtown. Not enough places for friends/parents to eat/stay at when they come to sporting events. All games played at Sportscenter. Attendance has been down (around 1,000 at a big game, used to be 2,000-3,000).
- o OHS is building a new gym; cost of use of the Sportscenter may become problematic in the future for KWU.
- o New football stadium – joint ownership with Catholic HS.
- o Need a location for assembly and other college events (issue for all institutions). Only available place is the Riverpark Center which is expensive.
- o Because the university recruits students so heavily from the region, Owensboro should become more of a hub for shopping, entertainment; should be a place people want to have families.
- o Need to take advantage of the many people come to Owensboro for campus/university-related activities (not just festival attendees).
- o Need to provide opportunities and linkages to connect visitors on campus to rest of downtown. Can use whatever happens downtown as a recruiting tool. All 3 colleges have campuses on Frederica- great opportunity for rapid transit.
- o Around KY Wesleyan, there's nothing around it to say it's a college- no college culture in O. Won't be able to get students here, keep them here unless we create this. Community needs to rally around young people (look at Iowa city- surrounded by farmland).
- o Most of students stay on campus.
- Opportunities for Downtown Collaboration:
 - o Lots of empty space downtown- for series of

community gardens, educational buildings.

- o Partner program with Art Center for Education? Could be an opportunity at Goldies.
- o Wealth of opportunity, for internships, lots going on- at River Center. (RiverCenter is looking at expanding education piece).
- o Weeklong festival for all the arts; expand Mystery Writers festival in order to include more students.
- o Joint classes at Riverpark- one teacher full class of students from all 3 colleges.
- o All 3 colleges want to expand- especially theaters, music. Could be a partnership opportunity with the Cultural/Arts organizations.
- o Need to emphasize merging of education and arts through tentative downtown plans for how these can come together service learning opportunities.
- o Possible opportunity to use a new multipurpose events center in include arts/educational center programming.
- o Potential for partnership- in regards to civic engagement: service learning opportunities for students (a lot of what is offered now is near/in downtown).
- o Use current programs in arts, graphic design, etc to help community groups and other non-profits (create a new networking model).
- o Increase participation of students/young professionals in civic leadership opportunities (Lions Club, Rotary, etc.).
- o Increase enrollment of international students - need to set a more inviting tone, multilingual signage, websites. Chamber owns Owensboro.com. EDC's website in 7 languages- but this is only one.
- o Explore internship opportunities with area employers to encourage students to stay in the community.
- o Provide choices and amenities for people interested in different life styles such as empty nesters, young professionals, etc.
- o Improve quality of and access to mass transit - colleges are commuter schools, driving and gas prices are major issues- and buses don't run into the evening (Frederica Street is a high priority transit corridor).



- o Need to improve/encourage bicycling options and culture - Need to figure out Greenbelt connection to RiverPark; bike lanes, routes, parking, etc.
- o Evaluate opportunities for promoting local business patronage through coupons, charity opportunities etc.

July 2, 2008

Session 9: Downtown Advocates

Time: 10 a.m. – 11:30 a.m.

Attendees:

Blake, Terry (RBS Design Group);
Gibson, Laurel (PRIDE);
Kunze, Bruce (DCFC- County Commissioner);
Lolley, Ted (Historic Preservation Board);
Martin, Steve (RBS Design Group);
Marx, Virginia (ROOT, Farmers Market, PRIDE);
Zabek, Jim (ROOT)

Summary of Comments

Riverfront Park Issues:

- o Funding: Is in place for the infrastructure improvements i.e., the wall. 3 years construction time for this heavily engineered structure.
- o Still don't have permit from Corps of Engineers. Construction to start in spring 2009.
- o Process to generate design: Public meeting that compiled citizen vision. Discussion about view corridors; many discussions about what would complement the park ie shops, restaurants.
- o Got money as a transportation project for erosion control. (right now, 2-3 inches of erosion/yr; power lines sliding into river).
- o Riverfront bidding project is 2-alternative.
- Upper finish design: money authorized but not earmarked; budget can change. Design finished; 100% CDs- just not width.
 - o All trees are being taken out; fake tree in center - cheaper.
 - EDSA- primary designer.
 - o Perception of average citizen: The design was a trend going on in a lot of other river cities.

- o Direct connection from English Park to Riverfront is not feasible; could be a problem since the public perceives that there is a connection.
- o Look at tweaking the design of the RiverPark to work with the civil engineering design and the context of the downtown plan. It's a lot of land in an urban environment; need to maximize its utility in an urban environment.
- o Want a plan to ensure that development near park makes sense.
- o There is a provision for Riverboats (smaller, privately owned); Houseboats, cruise boats.
- o No permanent docking facilities/gas filling stations available.
- o Need a park design that is appropriate for next 50 years. Original plan was focused on single use, not multi-faceted use.
- o The shortfall in funding may be an opportunity to look at design again
- o Need to manage the communication related to the Riverfront Park design carefully.
- o Need to know where infrastructure lines (water, sewer, stormwater) are and how they affect the park design and redevelopment along Veterans.
- o Construction management of phase 1 improvements: Program will be developed- recommends citizen input as liaison- in order to effectively communicate realities of construction process to community. If perception is that construction is being managed effectively and professionally, people will put up with disturbance for 3 years- or else will create real problems for future reputation.
- o Need better communication between groups working on different projects affecting downtown.
- Need an overall framework for Downtown Owensboro that everyone is working off. Voluntary compliance (regulatory) does not work. Need more design prescription (could be phased in). Cannot go from voluntary to completely mandatory overnight- won't be enough Planning staff.
- Need to educate people on the economic and cultural benefits of historic preservation. Many historic buildings are being allowed to deteriorate to a point where it's

more feasible to replace rather than restore. If code was enforced, it would never get to the point where people would begin to consider it being torn down.

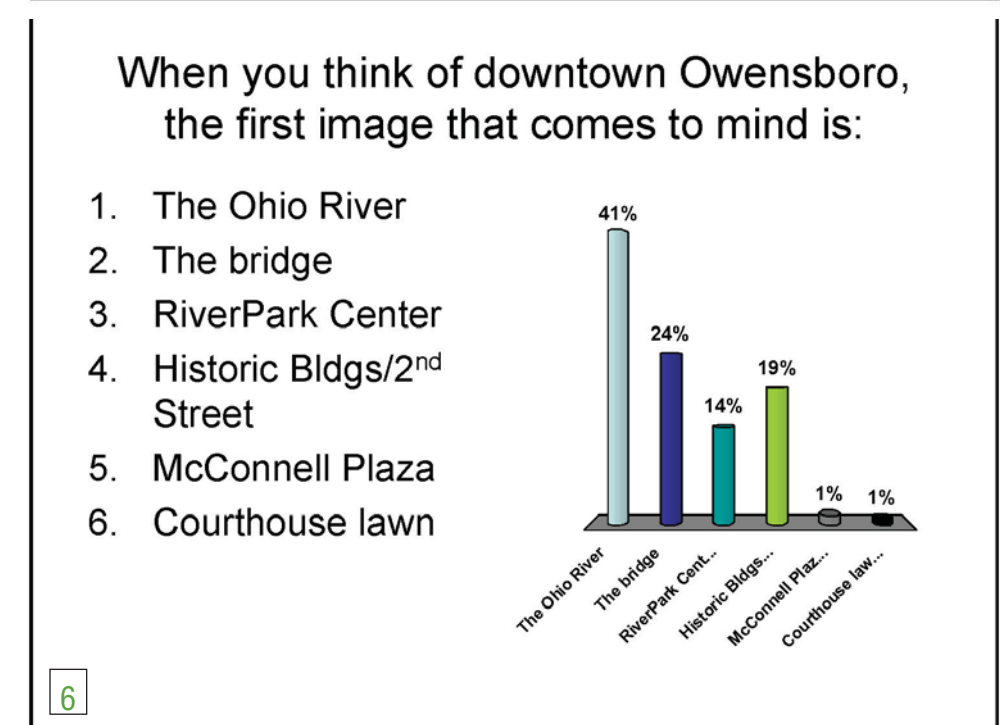
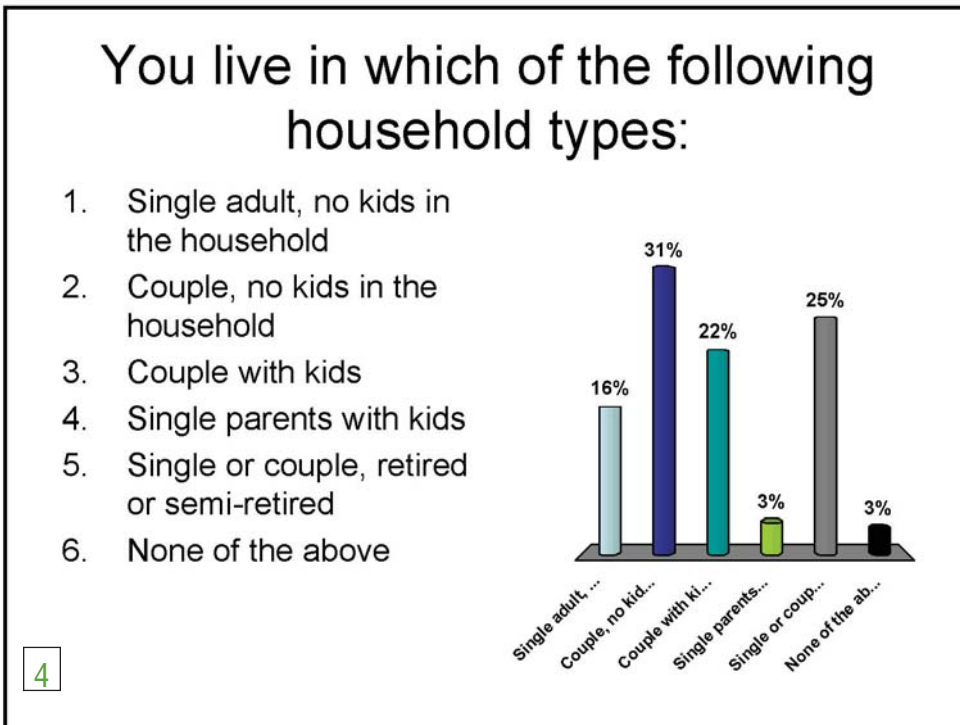
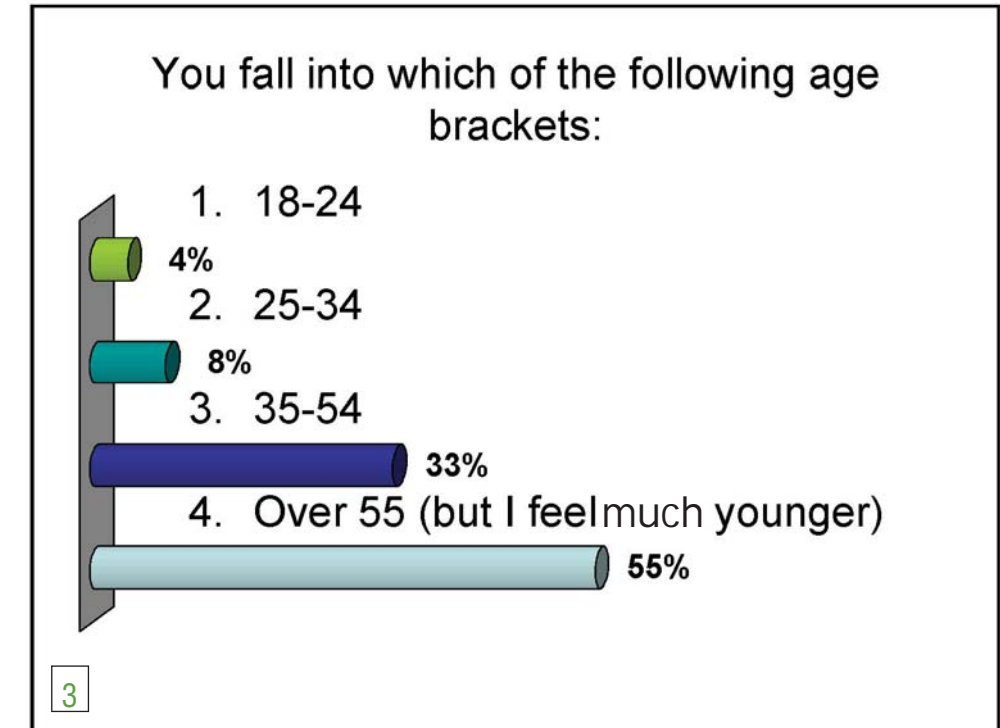
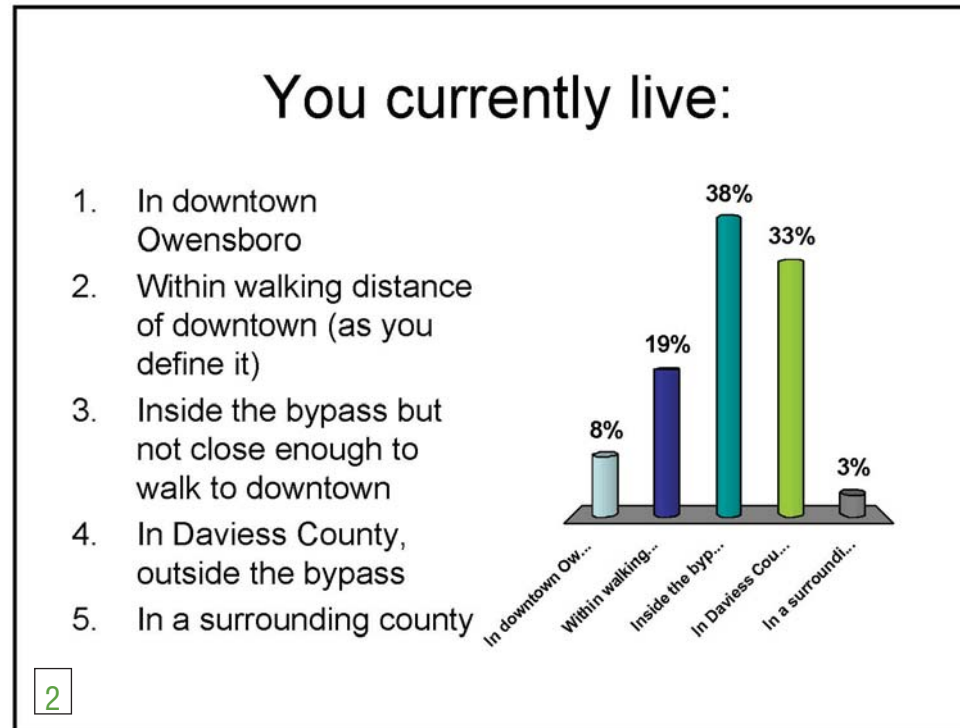
- 2nd Street issues:
 - o City needs to take control of maintenance of 2nd Street from overpass to overpass. Need to make it difficult enough to deter trucks, without making it too difficult and discouraging regional traffic. Need to balance cost vs benefit of city taking over maintenance of 2nd street.
 - o Approximately 180 trucks/hour- 98% passing through downtown at high speed.
 - o Look at possible traffic calming options including de-and re-synchronization of lights, curb extensions, lower speed limits, narrower lanes etc.
- Need incentive to move people/wealth downtown. Need owner-occupied (living and working) spaces downtown. Help developer which will result in spin-offs. There's been an exiting of people from downtown- need to get them back. Every type of housing; enhance neighborhoods on fringe.
- A lot of voids between neighborhoods and downtown = perfect location for new condos and transition type residential uses (townhomes, live-work).
- Farmer's Market issues:
 - o Family-friendly. Vendors, entertainment. Could be the western anchor along the waterfront.
 - o Could be a transitional center to make up for loss of Exec Inn. Partner with higher education – horticulture, culinary.
 - o Multi-purpose market center that can be leveraged for placemaking
- Transit/Multi-modal transportation:
 - o Alternative routes/corridors (along alleys) for golf carts/small electric vehicles.
 - o Transit system, (bus) needs to be more reliable, and advertised (use new technologies such as BRT, GPS, etc).
 - o Recommend short and long-term transit improvement plan.
 - o Use smaller, 10-12 people electric buses.
 - o Could make Frederica Street the main transit corridor

to feed other bus routes into.

- o Transform Frederica St into a "great street" by integrating bike lanes, enhancing streetscape, transit, etc. It should become Owensboro's "Champs-Elyse".
- o Streets need to be redesigned to be more pedestrian friendly, before they are bike friendly.
- o Improve aesthetic of medians on city roadways (Parrish, etc).
- Parking issues:
 - o Will need more parking for future development.
 - o Structured parking is necessary if build housing downtown. Direct linkage to parking necessary. Will come up with shared parking plans.
- There is a lot of interest in downtown living – both buyers and developers.
- Buildings be improved, downtown being stimulated, coming alive with street life- appealing uses of buildings (especially 1st floors) creates this.
- Figure out ideal mix of business - use this as visual framework.
- Figure out main market (be it baseball, motocross, marina) and invite complementary retailers in.
- Need more communication with public to create buy-in for the plan and implementation.
- Need to mobilize citizen groups such as ROOT with letters to the editor, etc.
- Hasn't been known as a community of unity. Division keeping decisions from being made. Need to convince people to buy into the projects and move forward. This change has started with We the People process.
- Vitality of downtown depends on clustering of appealing activities- these businesses need pedestrian traffic.



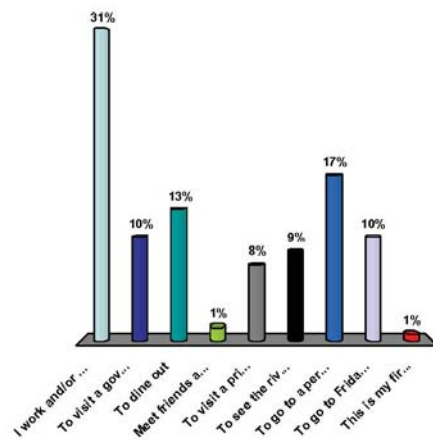
Appendix D: Interactive Survey & Results





You currently come downtown most often for the following reason:

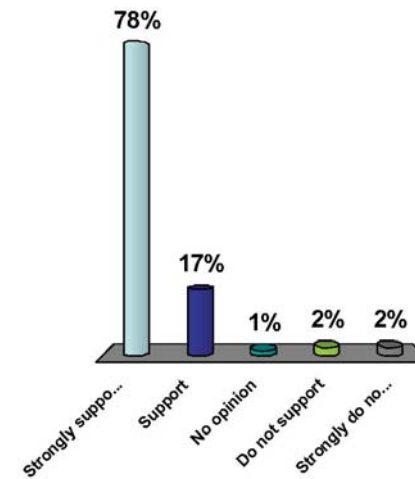
1. I work and/or live downtown
2. To visit a government office
3. To dine out
4. Meet friends at a bar
5. To visit a private office/bank
6. To see the river/Smothers Park
7. To go to a performance at the RiverPark Center
8. To go to Fridays after Five
9. This is my first time downtown



7

Hotel/ Convention Center

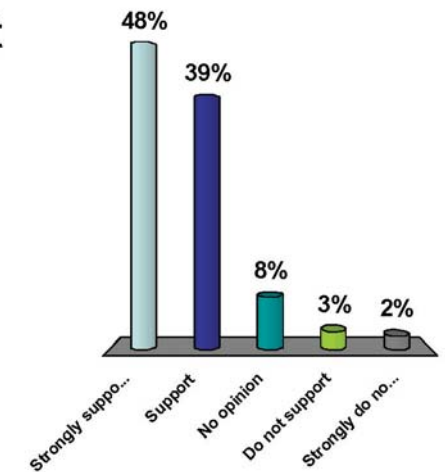
1. Strongly support
2. Support
3. No opinion
4. Do not support
5. Strongly do not support



8

More housing downtown

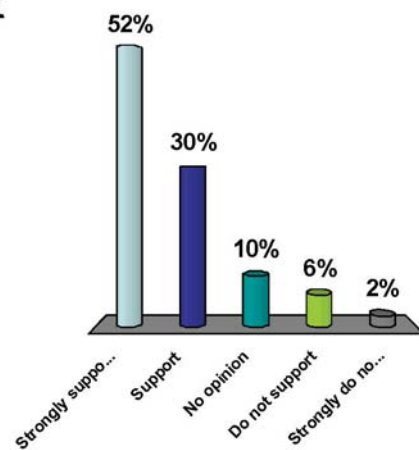
1. Strongly support
2. Support
3. No opinion
4. Do not support
5. Strongly do not support



9

Farmer's Market

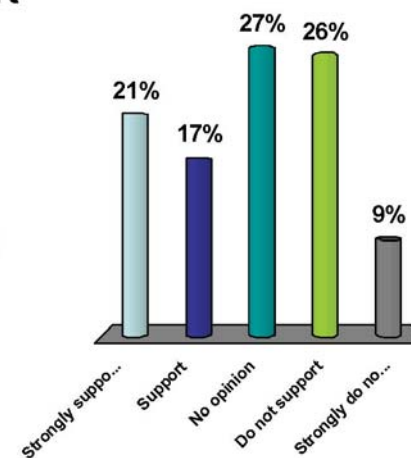
1. Strongly support
2. Support
3. No opinion
4. Do not support
5. Strongly do not support



10

A downtown marina (in original location)

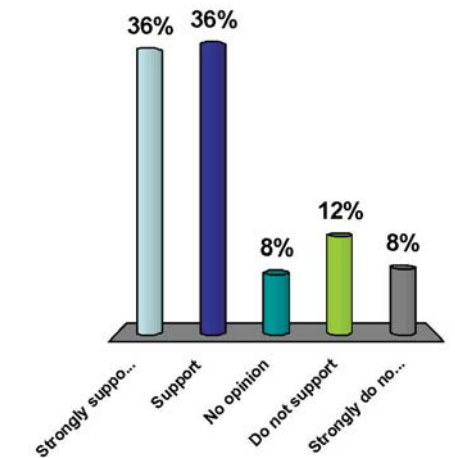
1. Strongly support
2. Support
3. No opinion
4. Do not support
5. Strongly do not support



11

Baseball/Outdoor events center

1. Strongly support
2. Support
3. No opinion
4. Do not support
5. Strongly do not support

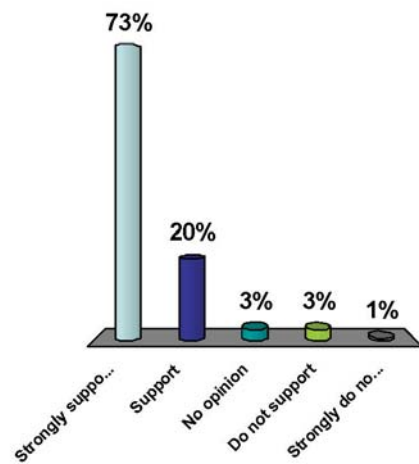


12



More retail shops and restaurants

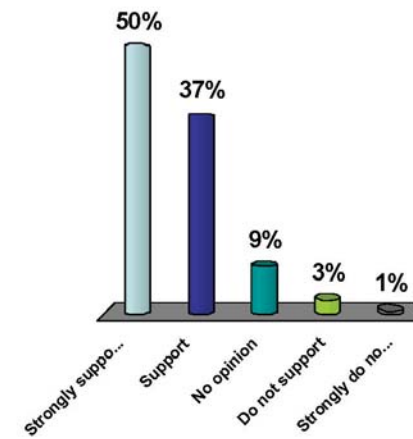
1. Strongly support
2. Support
3. No opinion
4. Do not support
5. Strongly do not support



13

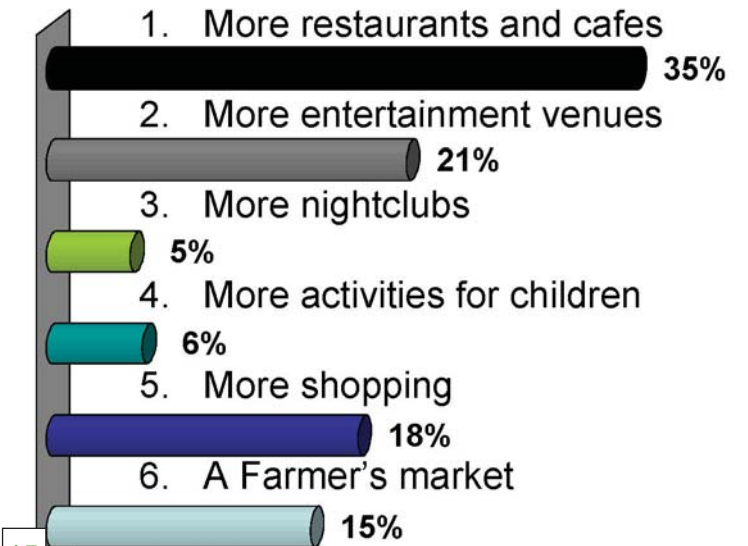
A Small Movie Theatre

1. Strongly support
2. Support
3. No opinion
4. Do not support
5. Strongly do not support



14

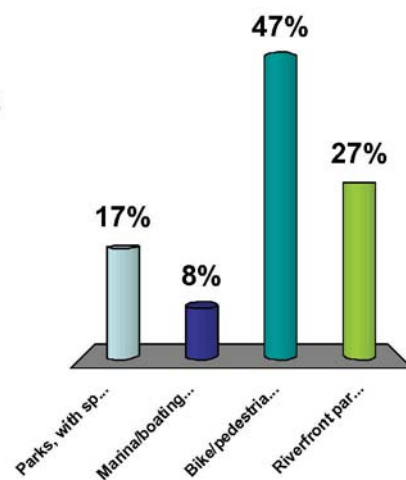
You would come downtown more if there were:



15

In terms of outdoor recreation, you would come downtown for:

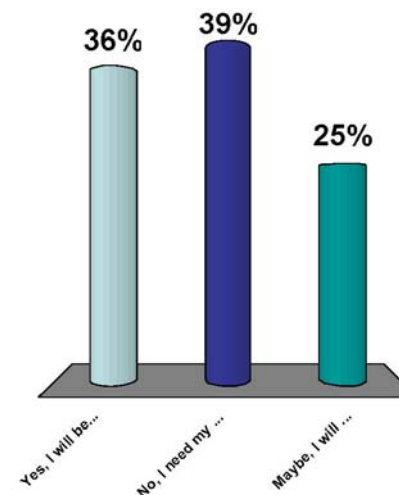
1. Parks, with sports facilities
2. Marina/boating activities
3. Bike/pedestrian path connecting Smother's and English Parks with the Green Belt trail
4. Riverfront park with fountains and playground for children



16

If you could find the "right" type of housing, you would consider moving downtown within the next 5 years.

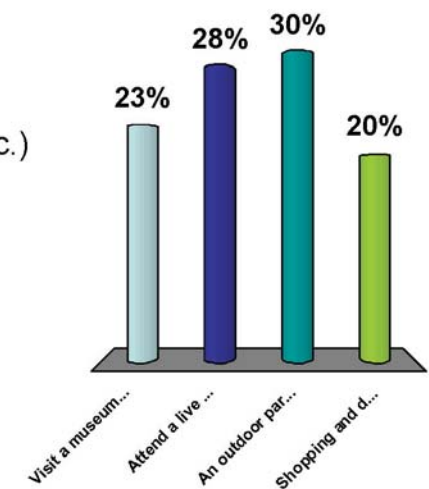
1. Yes, I will be an urban pioneer!!
2. No, I need my own yard.
3. Maybe, I will think about it.



17

You would bring your kids downtown for:

1. Visit a museum (Bluegrass museum, Science & History museum, Fine Art, etc.)
2. Attend a live performance
3. An outdoor park with playground and fountains
4. Shopping and dining

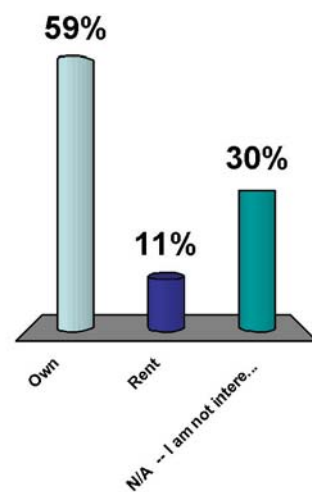


18



If you were to move downtown, would you be more likely to want to rent or own your place?

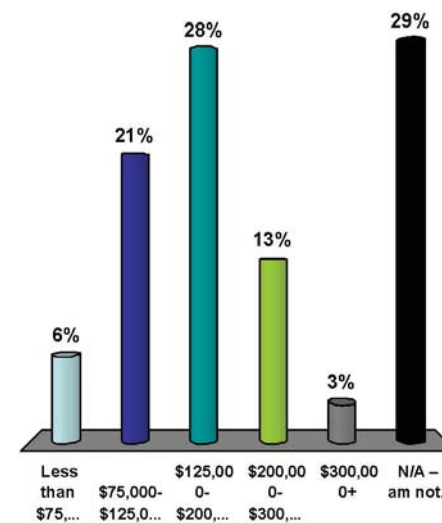
1. Own
2. Rent
3. N/A -- I am not interested in moving downtown



19

If you were to buy a place downtown, you would be looking in the following price range:

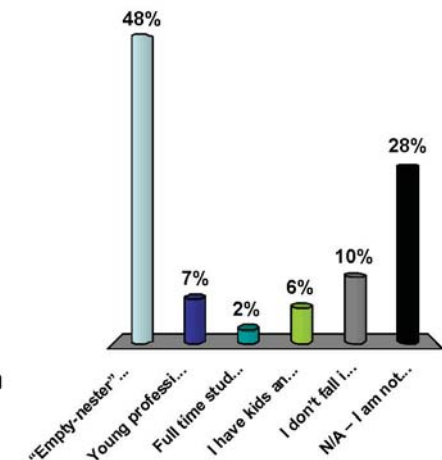
1. Less than \$75,000
2. \$75,000-\$125,000
3. \$125,000-\$200,000
4. \$200,000-\$300,000
5. \$300,000+
6. N/A – I am not interested in moving downtown



20

If you would consider living downtown, do you identify with any of the following groups?

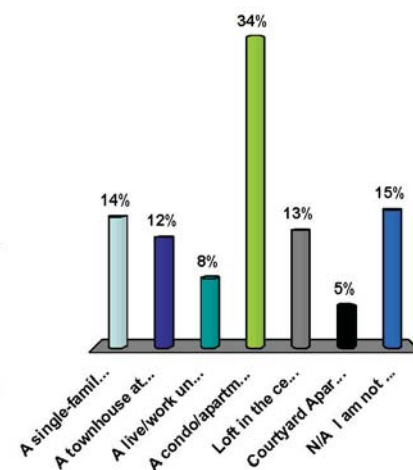
1. "Empty-nester", retired, or semi-retired
2. Young professional
3. Full time student in higher education
4. I have kids and willing live downtown
5. I don't fall into any of these categories; I am one of a kind
6. N/A – I am not interested in moving downtown



21

If you are interested in living downtown, the type of housing that most appeals to you is:

1. A single-family detached house within 1/2 mile of downtown
2. A townhouse at the edge of downtown
3. A live/work unit
4. A condo/apartment with a river view and a balcony (I would be willing to pay some premium for this)
5. Loft in the center of downtown
6. Courtyard Apartment
7. N/A I am not interested in living downtown



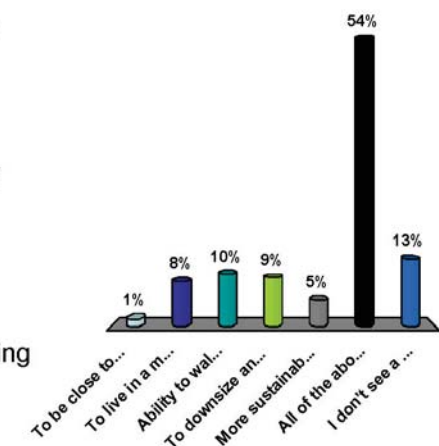
22



23

What do you see as the primary benefit in living downtown?

1. To be close to work
2. To live in a more socially active environment
3. Ability to walk to multiple destinations
4. To downsize and simplify
5. More sustainable way of living (environmentally friendly)
6. All of the above
7. I don't see a benefit in living downtown

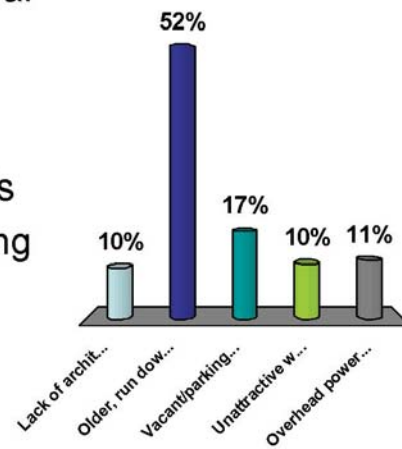


24



What do you see as the biggest eye sores downtown?

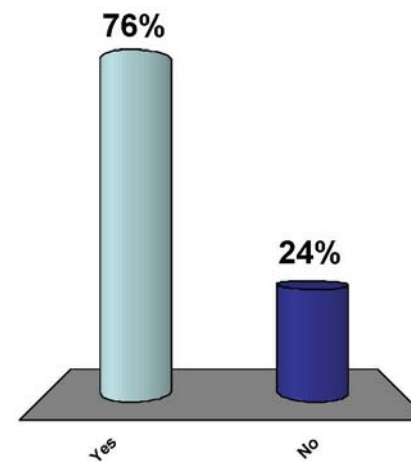
1. Lack of architectural consistency
2. Older, run down empty buildings
3. Vacant/parking lots
4. Unattractive walking environment
5. Overhead power lines



25

Would you support mandatory architectural design standards to create a more attractive downtown?

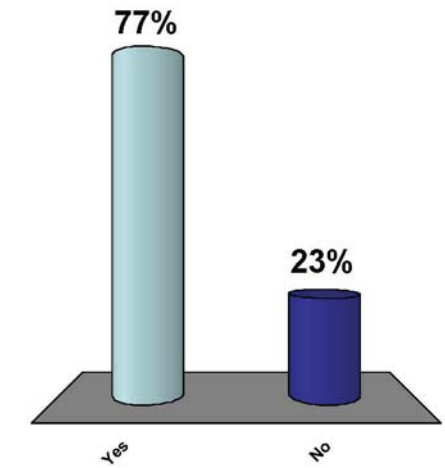
1. Yes
2. No



26

Do you support additional regulations needed to preserve the existing historic buildings in downtown? (Approximately 30% of the historic buildings have been demolished since 1982)

1. Yes
2. No



27



VACANT LOT ON CORNER OF 2ND AND ST. ANN STREETS
(NEXT TO SMITH WERNER BUILDING)

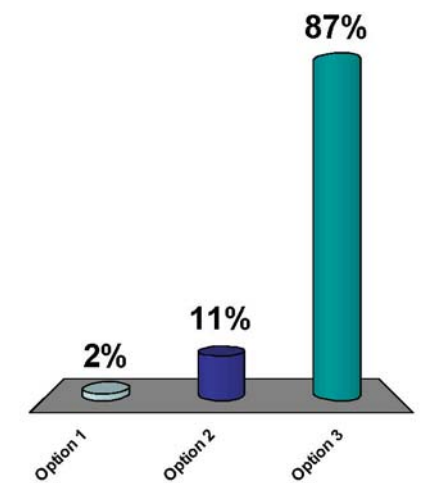
28



29

Here is a vacant lot next to the Smith Werner Building and across from the Courthouse. Which image most reflects the type of building you would like to see there?

1. Option 1
2. Option 2
3. Option 3



30



VETERANS'
BOULEVARD TODAY

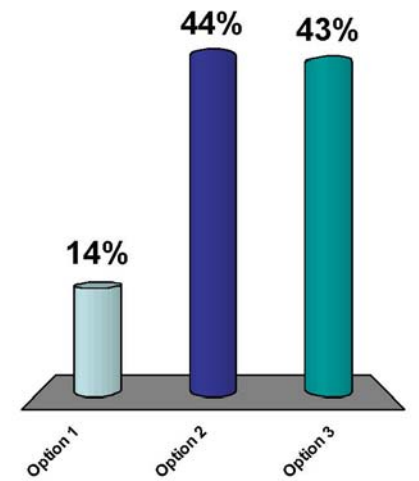
31



32

Which of these streets best represents your vision of new development on Veterans' Blvd?

1. Option 1
2. Option 2
3. Option 3



33



INFILL SITE – FIFTH THIRD BANK SITE
(CORNER OF FREDERICA AND 5TH ST)

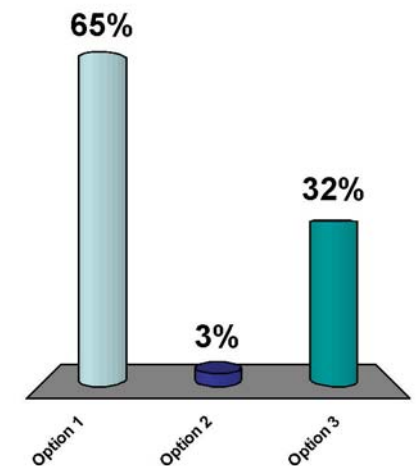
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35

Which of these building types best represents your vision of a new development at Fifth and Frederica Streets (the Fifth Third Bank site)

1. Option 1
2. Option 2
3. Option 3

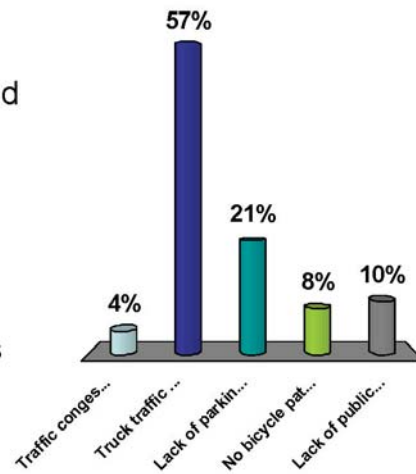


36



In terms of transportation, what do you see as downtown's greatest weakness?

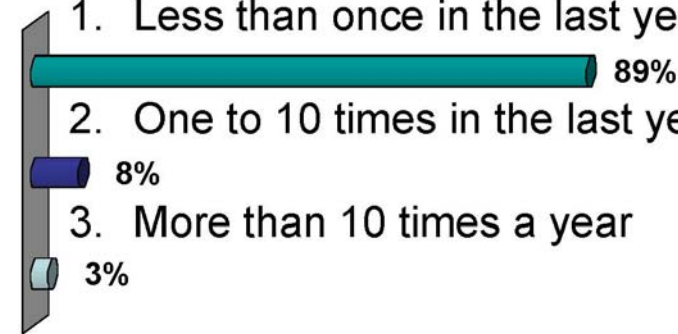
1. Traffic congestion in and out of downtown
2. Truck traffic on 2nd and 4th streets
3. Lack of parking
4. No bicycle paths or racks
5. Lack of public transportation options



37

I have ridden the bus:

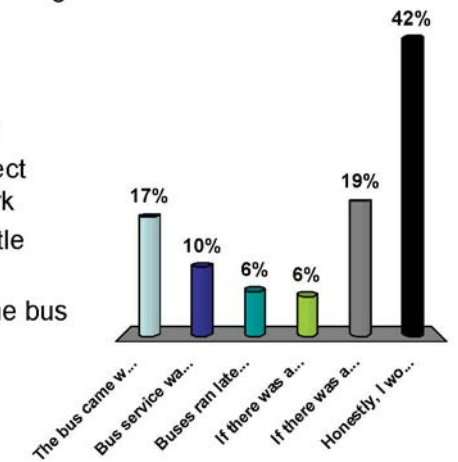
1. Less than once in the last year or never
2. One to 10 times in the last year
3. More than 10 times a year



38

I would be more likely to use public transportation if:

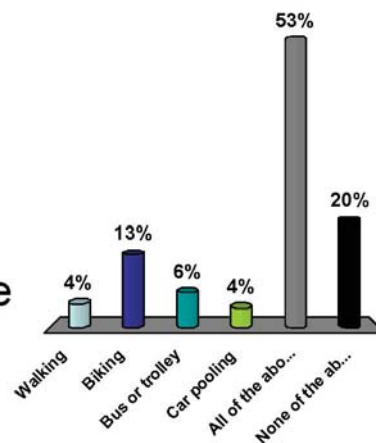
1. The bus came within walking distance of my house
2. Bus service was more frequent
3. Buses ran later at night
4. If there was a more direct route from home to work
5. If there was a free shuttle around downtown
6. Honestly, I won't ride the bus



39

Higher gas prices make it more likely to consider alternative modes of transportation such as:

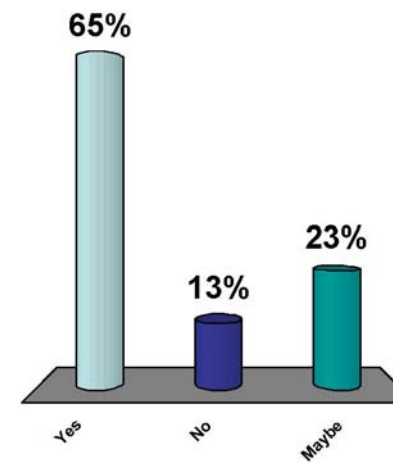
1. Walking
2. Biking
3. Bus or trolley
4. Car pooling
5. All of the above
6. None of the above



40

In the long term, I would support a street car running along Frederica to connect Downtown, Brescia, Wesleyan, and the South Frederica business area (Town Square Mall)

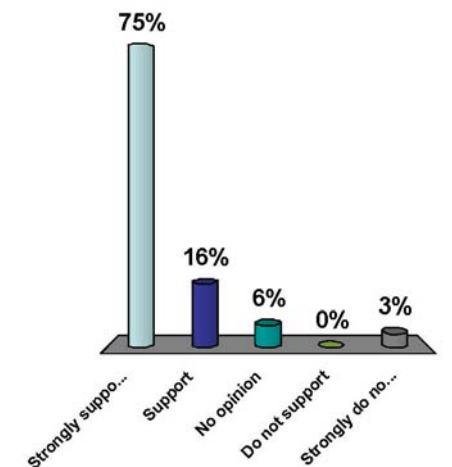
1. Yes
2. No
3. Maybe



41

The City and County should support development downtown with such tools as low interest loans, infrastructure improvements, parking, land banking, and tax incentives.

1. Strongly support
2. Support
3. No opinion
4. Do not support
5. Strongly do not support



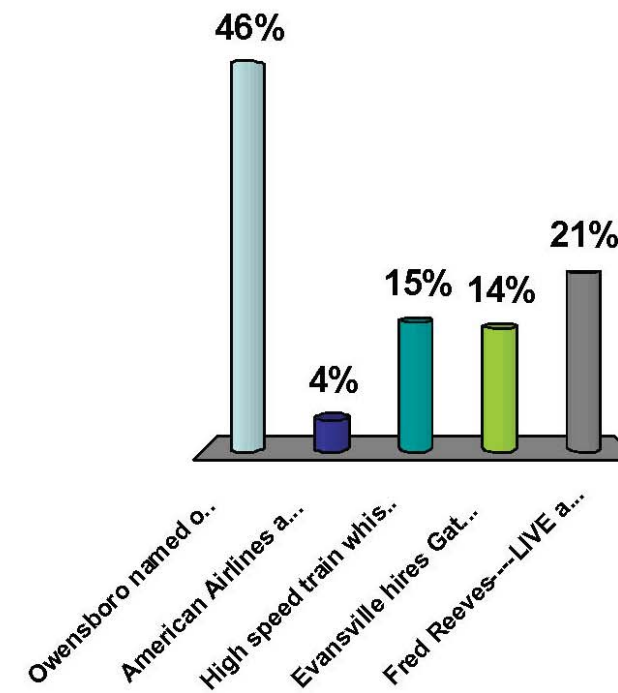
42



In ten years the headline of the Messenger-Inquirer will be:

1. Owensboro named one of America's most livable cities
2. American Airlines announces daily direct flights from New York to Owensboro International Airport
3. High speed train whisks passengers from Owensboro to Louisville in 45 minutes
4. Evansville hires Gateway Planning Group because "we want to be more like Owensboro"
5. Fred Reeves----LIVE at the new show room lounge--- tickets sold out!!!!

43





Appendix E:
Detailed Street Cross Sections

Downtown Owensboro Street Survey

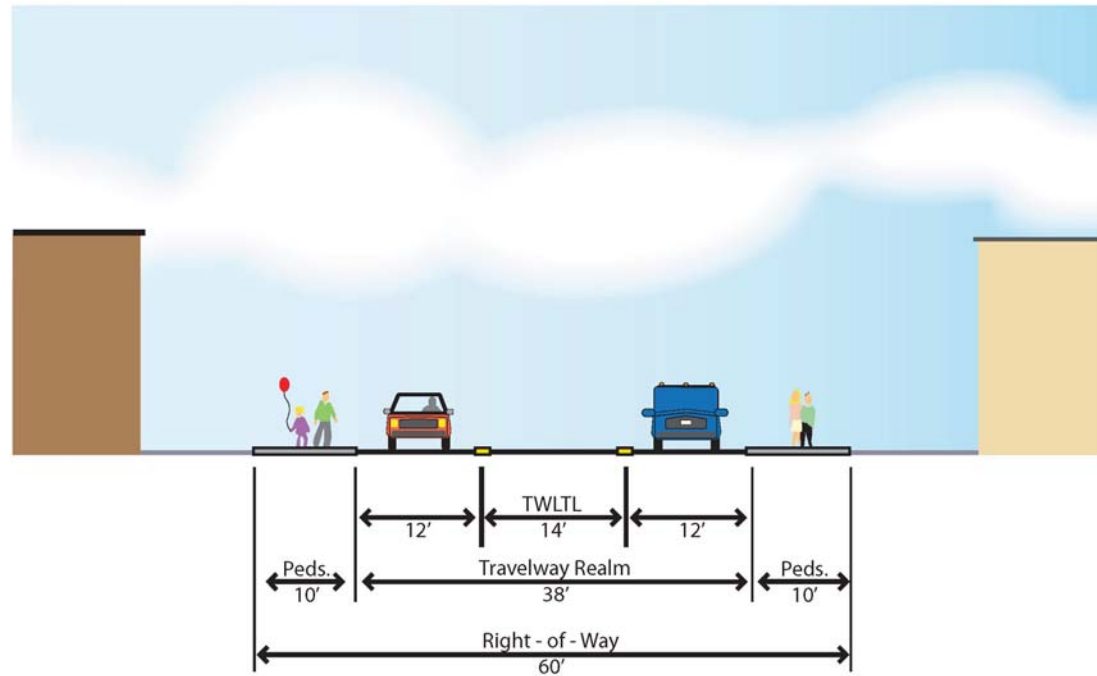
Street Network Classification

Frederica I (Downtown Boulevard) Two-way On-street Parking Moderate Speeds Raised Median Pedestrian Infrastructure Transit Priority	Core Main Street Two-way On-street parking Low speeds Street frontage Wide pedestrian	Special Pedestrian Street Two-way On-street parking Flush curb/Decorative pavement Transit & Ped Infrastructure Controlled Vehicle Access Retail/commercial focus
Frederica II Two-way Higher Speeds Raised Median Transit Accomodations	Downtown Avenue Two-way or one-way couplet No on-street parking Low speeds Limited pedestrian infrastructure Accomodate large trucks	Downtown Local Street Two-way On-street parking Low speeds Bicycle lanes Connected sidewalk Traffic calming
TBD Transition Street		

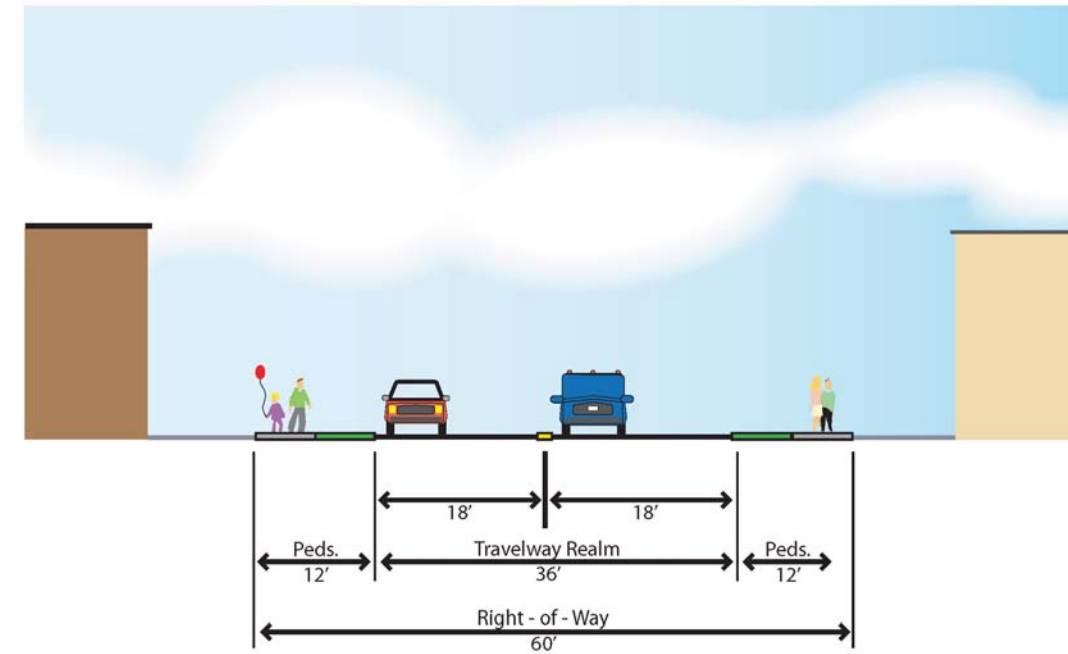




J.R. Miller Between 3rd & 4th

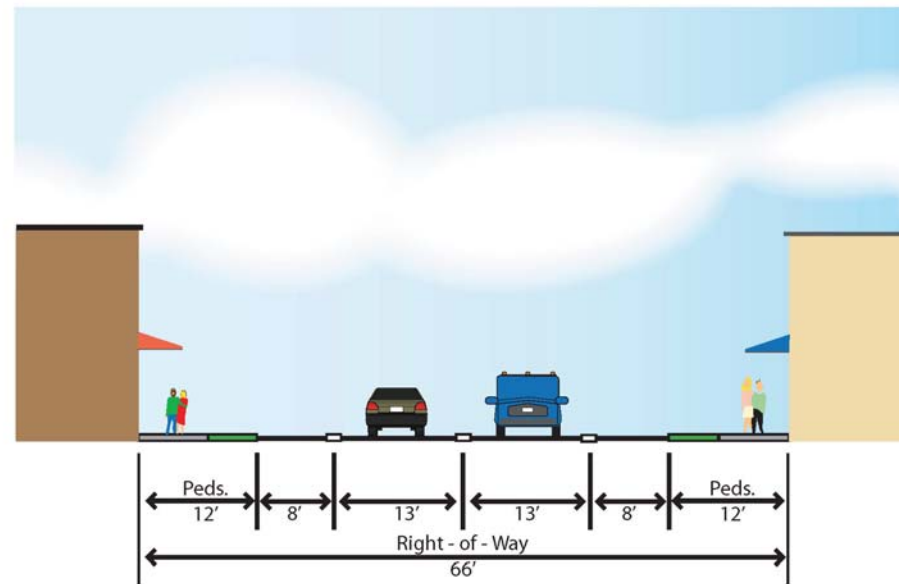


J.R. Miller Between 4th & 5th

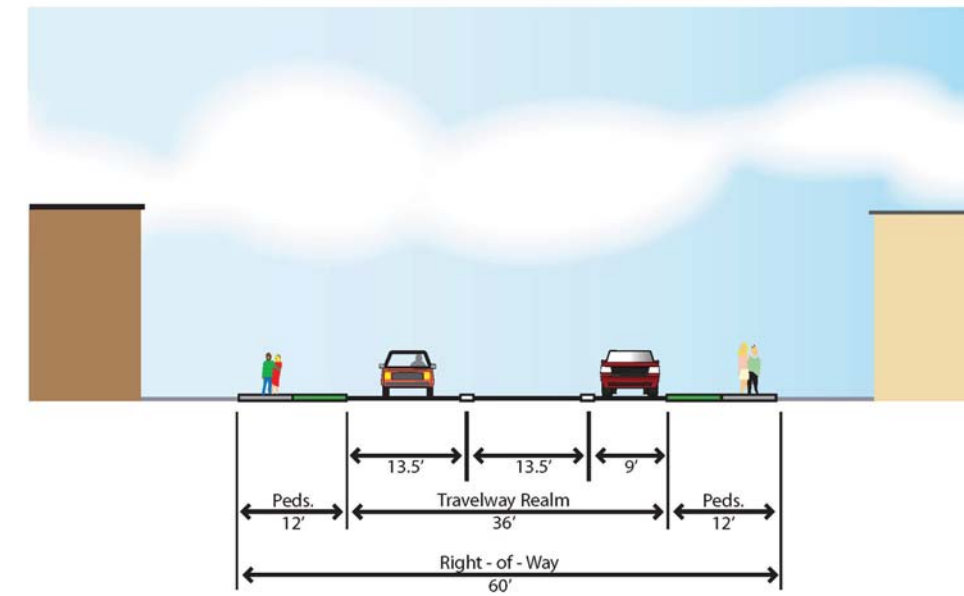




2nd Street Between Crittenden & Walnut

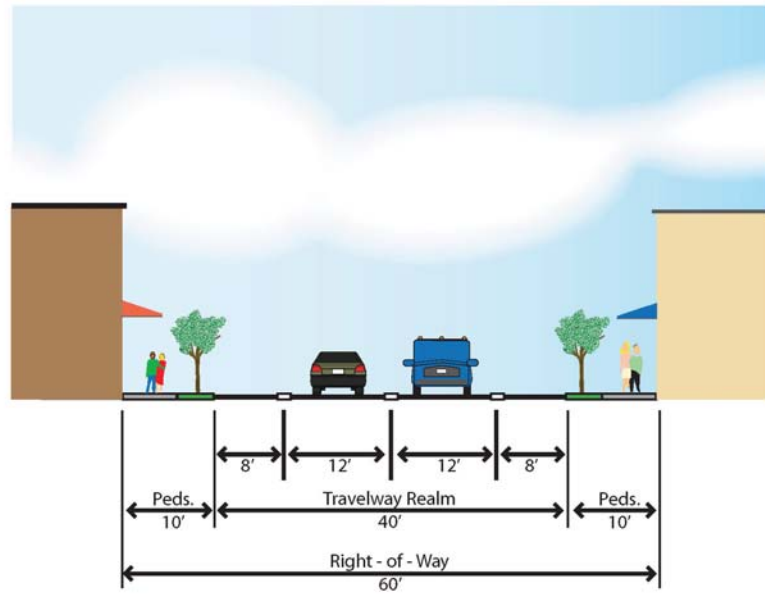


4th Street Between Saint Ann & J.R. Miller

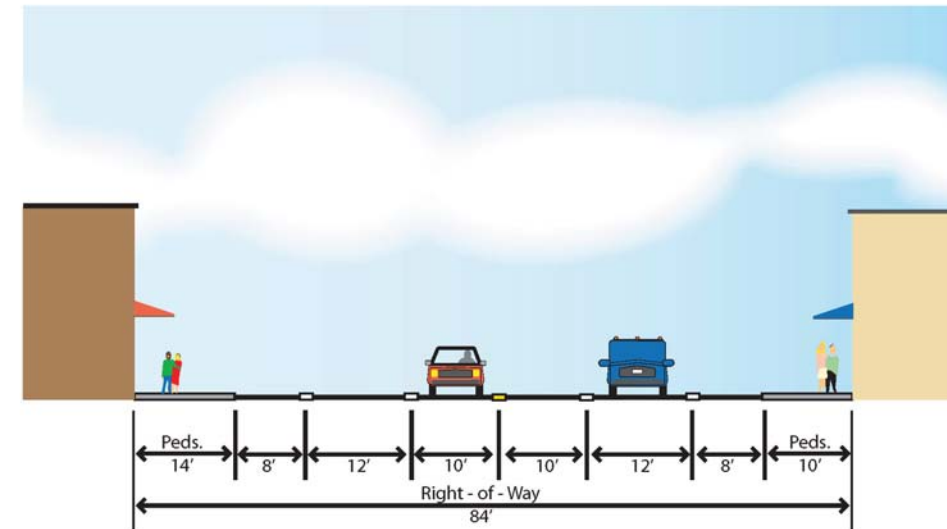




4th Street Between Frederica & Saint Ann

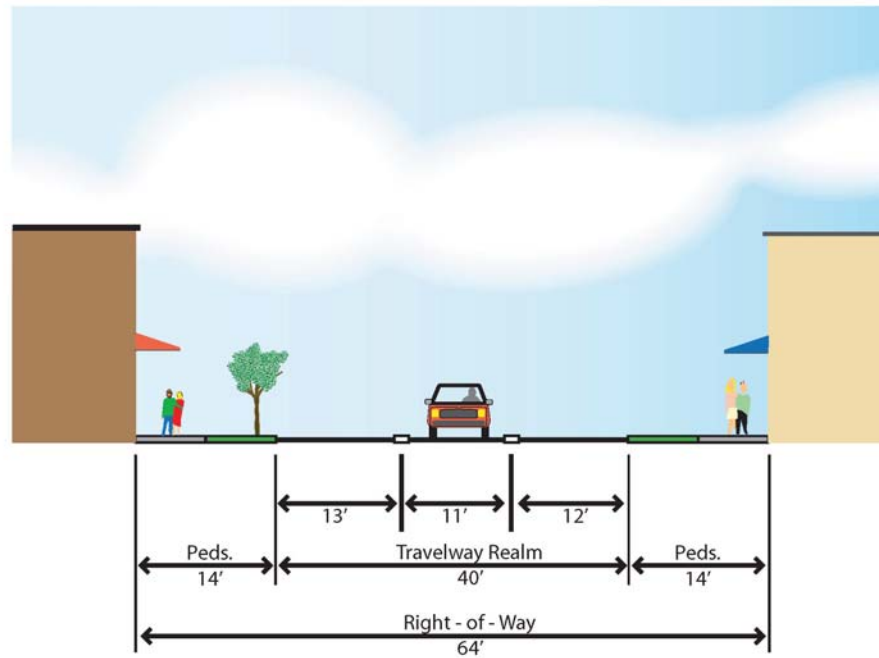


Frederica Between 2nd Street & 5th Street

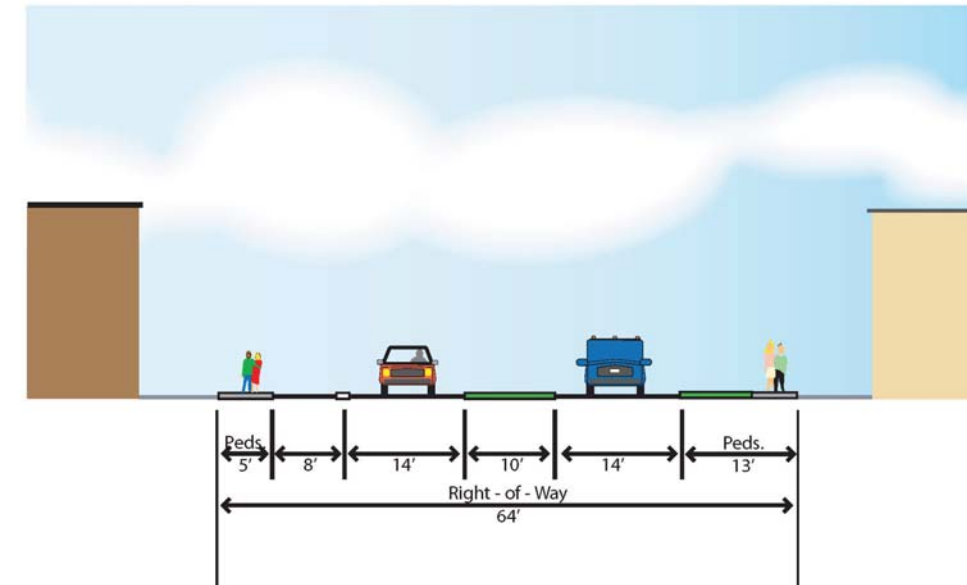




4th Street Between Frederica & Locust

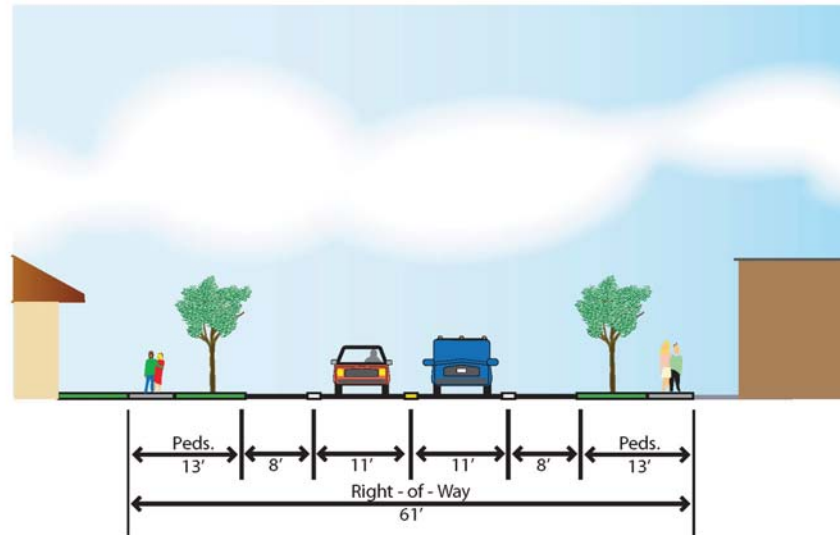


Cedar Street Between 2nd Street & 4th Street

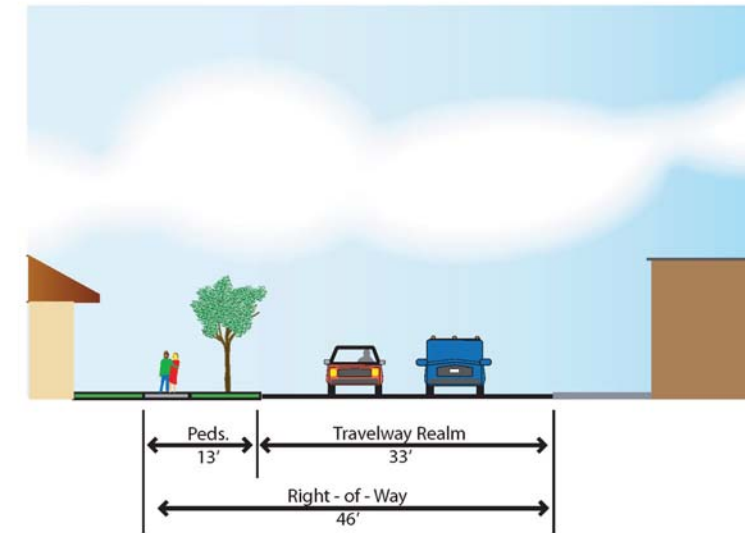




Cedar Street Between 4th Street & 5th Street

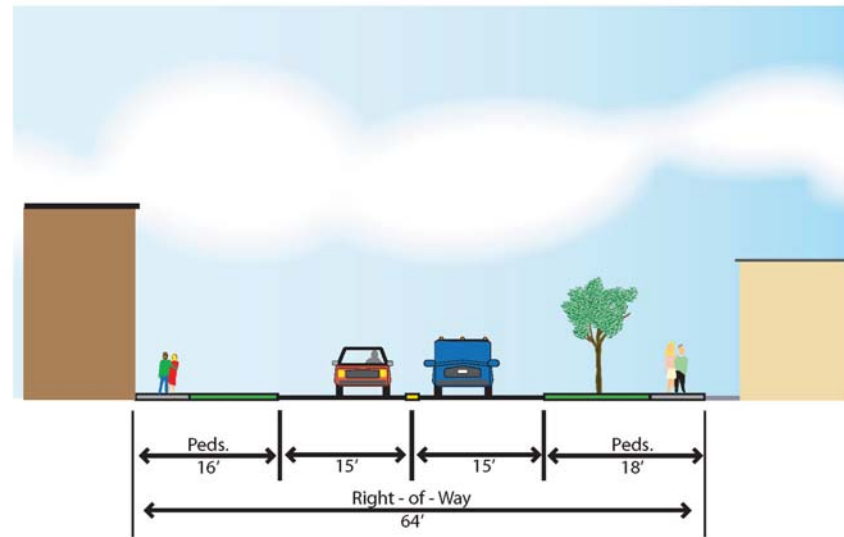


Elm Street Between 3rd Street & 4th Street

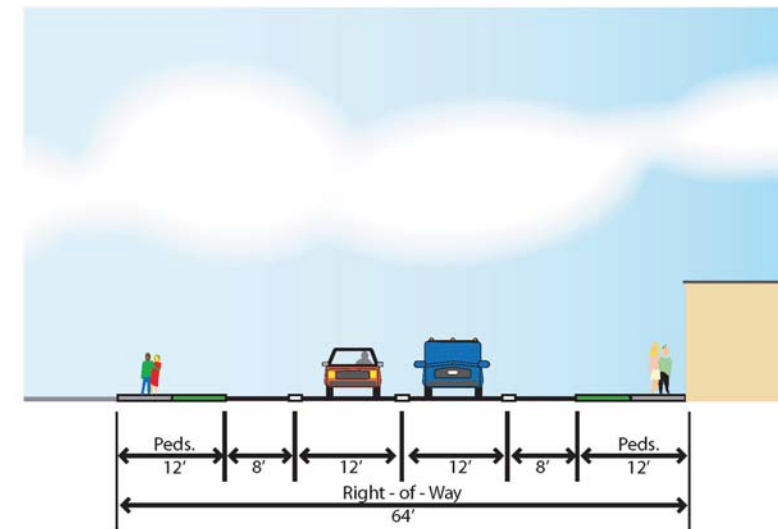




3rd Street Between Elm & Walnut

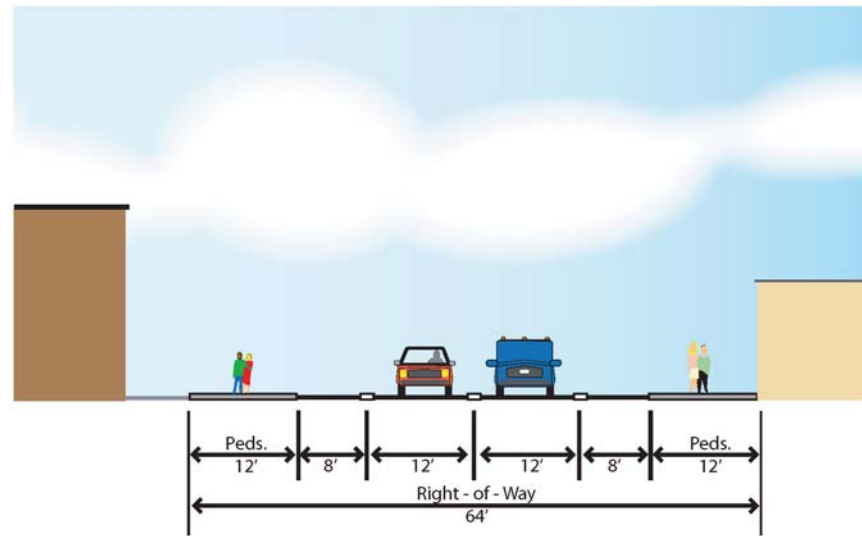


3rd Street Between Walnut & Frederica

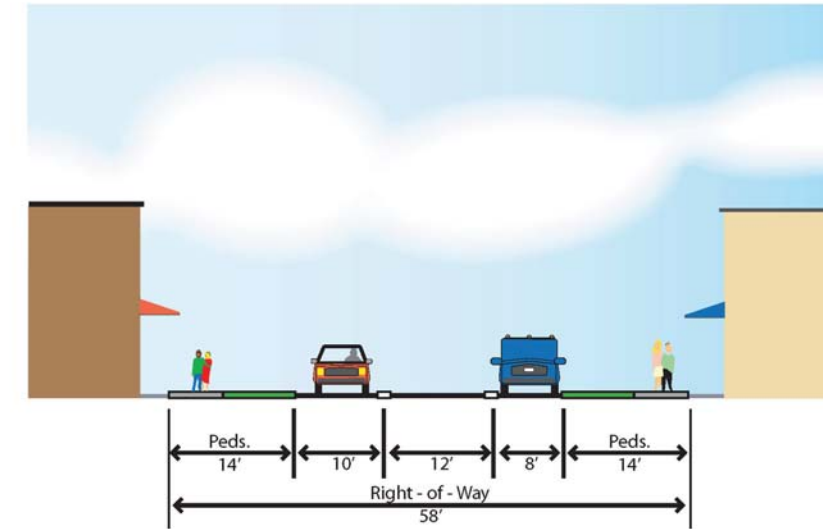




3rd Street Between Frederica & J.R. Miller

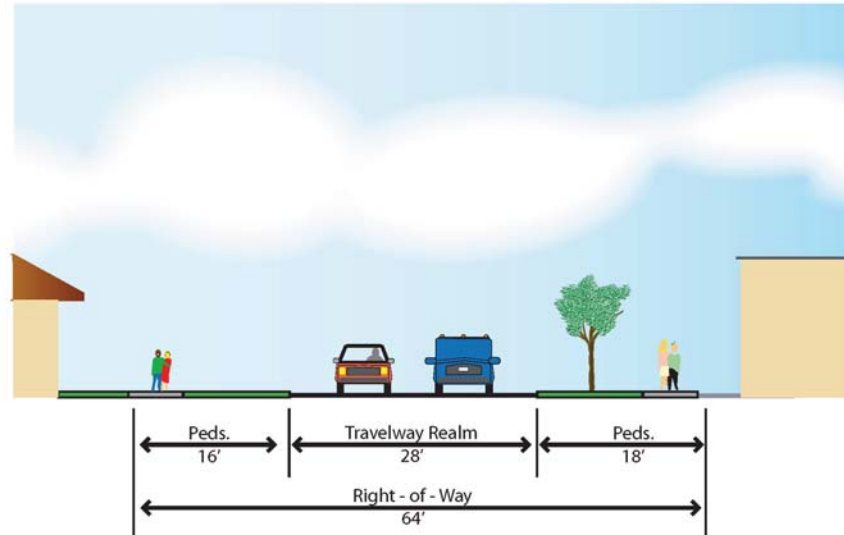


5th Street

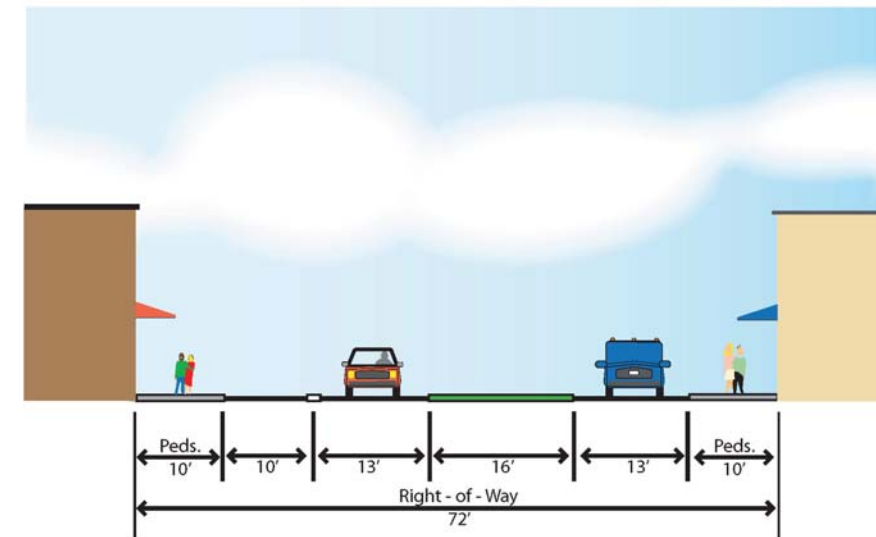




Crittenden Street

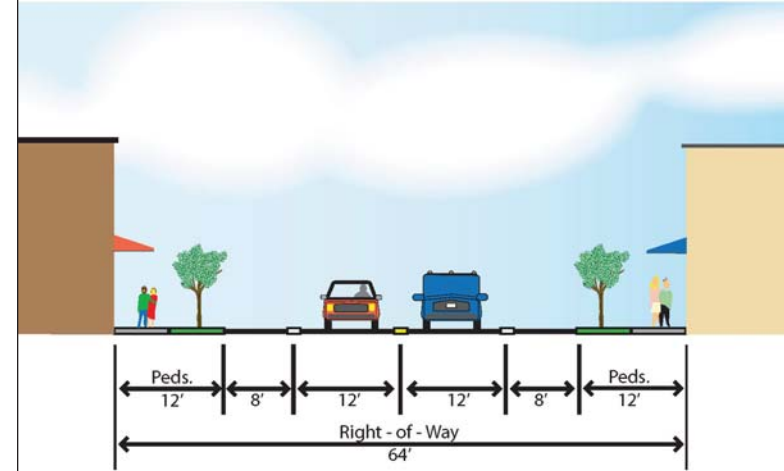
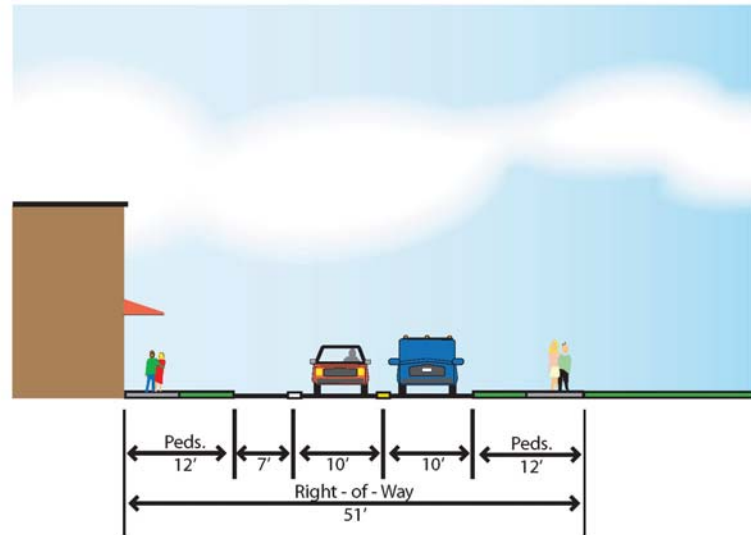


Daviess Street Between 2nd Street & Veterans Boulevard





Veterans Boulevard Between 2nd Street & Veterans Boulevard





Appendix F: Status of Historic Resources

Demolition of Historic Buildings in downtown Owensboro, KY (Source: Gary Adams, AICP)

Between 1982 and 2008, 14 documented historic buildings have been demolished within the Downtown Core: 11 that contributed to the character of the National Register Owensboro Historic Downtown Commercial District and 3 others that were eligible to be or were listed on the National Register individually.

1982 National Register District - The 1982 Owensboro Historic Downtown Commercial District encompassed the three-block area of 2nd St. between St. Ann St. and J.R. Miller Blvd. (then Lewis St.). The district encompassed 43 buildings, of which 31 were contributing in 1982 (Map 3).

By 2004, ten (10) of the 1982 district's contributing buildings were no longer standing. The Owensboro Savings Bank/Walgreen Building on the southeast corner of St. Ann and W 2nd streets was razed in the late 1980s. Also, in the late 1980s five (5) contributing buildings (including Kresge's) on the south side of the 100 block of E. 2nd St. were razed to accommodate construction of the new Daviess County Judicial Center and adjacent parking. Between 1982 and 1988 the First Baptist Church razed three (3) contributing buildings on the south side of E. 2nd Street between Daviess and J.R. Miller Boulevard (including the spectacular Guenther Building [demolished 1988]) to facilitate the construction of a Christian Life Center and adjacent parking. One (1) contributing building on the north side of East Second Street between Daviess Street and J. R. Miller Blvd. (Ira Wood Plumbing office) was removed in the early 1990s for the construction of RiverPark Center (Map 3).

2005 National Register District (expanded) - The 2005 expanded Owensboro Historic Downtown Commercial District is composed of 70 resources: 67 buildings, and 3 sites, of which, in 2005, 54 buildings and 3 sites contributed to the district's sense of time and place. The buildings designated as noncontributing are those constructed after

1954 and those constructed earlier that have been so altered that they have lost their integrity as historic structures.

The contributing buildings have retained their original appearance to a large degree. In 2005, 47 of the 54 buildings that contribute to the district (87%) had undergone little or no alteration. Of that number, 38 buildings have had no discernable change made to their appearance. On these buildings, the street level storefront has retained its original configuration, although the doors and windows may have been replaced; the upper levels exhibit their original fabric and the size and placement of the window openings has not been altered.

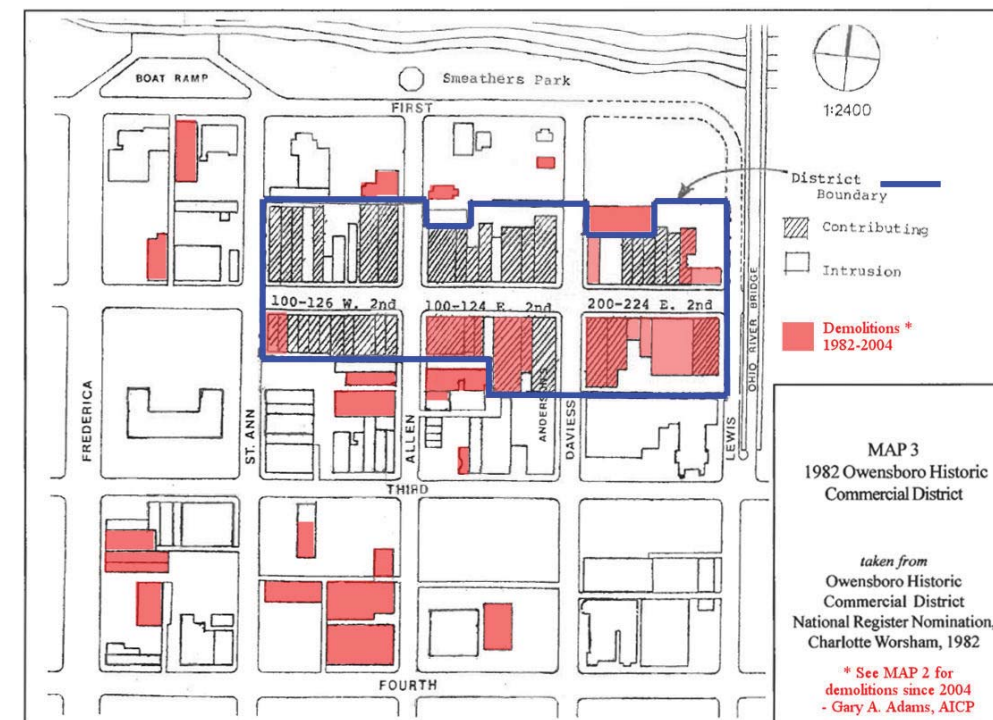
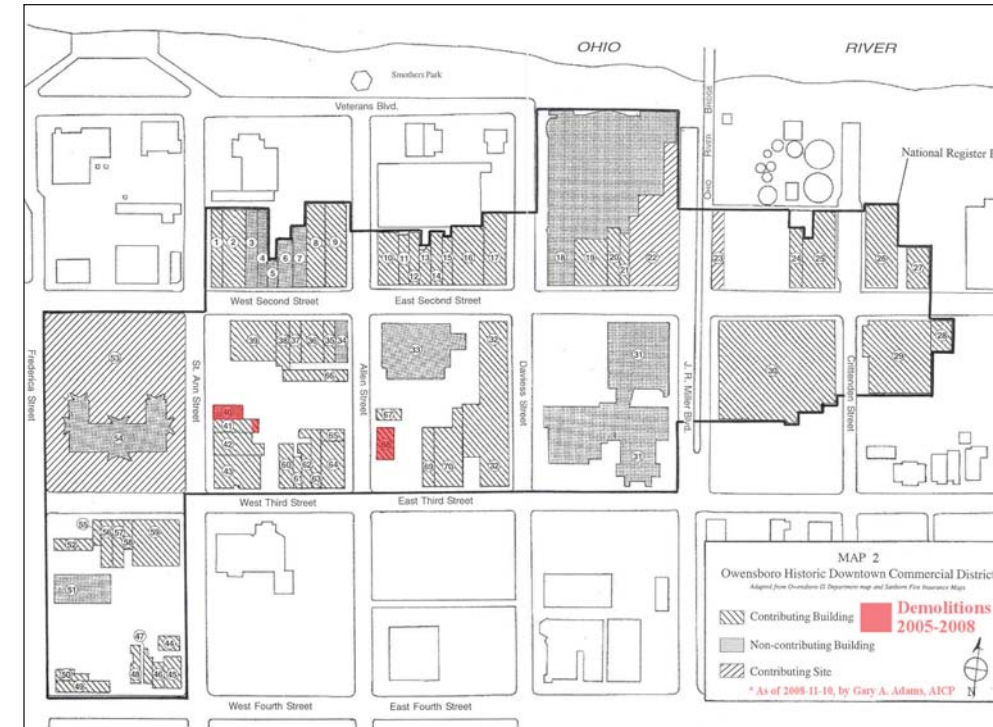
Between 2005 (expanded NR district approved) and November 2008, one (1) 1900 contributing building, located at 221 Allen St., was demolished; a rear addition was removed from one (1) 1890 contributing building, located at 221 St. Ann St.; and one (1) non-contributing 1890 building, located at 215 St. Ann St. was demolished (Maps 2).

Outside the 2005 National Register District boundaries within the Downtown Core

Outside the 2005 NR District boundaries within the Downtown Core, three (3) buildings that were on or eligible for listing in the National Register were demolished between 1986 and 2008:

- Ames Building (DAOB-136), 401 W. 3rd St., demolished after fire in 1987
- Sweeney House (DAOB-71), 120 E. 4th St., demolished after fire in 1990s?
- Daviess County Jail (1886) (DAOB-107), 110 St. Elizabeth St., demolished 2003

However, several "survey sites" (of undetermined historic value) located within the Core were also demolished between 1986 and 2008.



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Appendix G: Economic Benefits of Placemaking

Appendix G-1: New Urbanism

Urbanism (also referred to as “new urbanism”) is a dynamic urban design movement that is seen as part of a broader trend toward the restoration of community and concern for a more sustainable environment. Charles Bohl, in his seminal book *Place Making*, defines urbanism as an innovative design concept that applies “the best urban design practices from the ‘traditional urbanism’ found in historic town centers and main streets, while pragmatically adapting them to modern lifestyles, business practices, and technologies.” Urbanism has been characterized by New York Times architecture critic Herbert Muschamp as the “most important phenomenon to emerge in American architecture in the post-Cold War era.

Underlying new urban development ideals is a belief that the physical design of many communities and regions is seriously impairing quality of life, contributing to traffic congestion, environmental degradation, and a lost sense of community. Todd Bressi writes,

...the New Urbanism is not a romantic movement; it reflects a deeper agenda. The planning and design approaches... revive principles about building communities that have been virtually ignored for half a century: public spaces like streets, squares, and parks should be a setting for the conduct of daily life; a neighborhood should accommodate diverse types of people and activities; it should be possible to get to work, accomplish everyday tasks (like buying fresh food or taking a child to day care) and travel to surrounding communities without using a car.

Bressi continues by stating that urbanists pay close attention to architecture – particularly to where a building sits on the lot, its mass, and exterior details, arguing that only certain types of buildings can create the range of public and private spaces that successful communities require. He notes that “the primary purpose of design rules is to force greater attention to detail, thereby invigorating urban and suburban architecture and imparting a greater level of civility to the streetscape.”

Key Factors of New Urban Developments

A common characteristic of traditional real estate development is the presence of formula-driven designs that follow a set script, regardless of the place where the project is built. As Charles Bohl has noted, “while the real estate industry has become very good at building these projects, the projects themselves are not very good at building communities.” Urbanism, on the other hand, is about reforming the design of the built environment. It revives the lost art of “place-making” and creates environments that are distinctly different from the standard product types. Bressi contends that:

Buildings should not be conceived as objects isolated from their surroundings; they should contribute to the spatial definitions of streets, parks, greens, yards, and other open spaces. The New Urbanists draw upon a range of design traditions for inspiration. Their ideas about the relationships between planning and architecture reach back to the City Beautiful and Town Planning movements, which in turn reach back to Renaissance and Classical cities.

Some of the key factors of this approach to project development are outlined below.

Providing a Sense of Community

Thinking about public space in new ways that encourages sociability among residents and creates a sense of community is a key component of new urban design. Numerous studies have pointed to Americans’ growing dissatisfaction with the feeling of “separateness” that comes from living and working in traditional suburbs and have identified a “quest for community” that is felt across society.

Sociologist Ray Oldenburg has described this phenomenon by naming the various places that humans live and interact. The home is the “first place,” the workplace is the “second place,” and community gathering places outside of home or work such as town squares, village greens, cafes, or taverns are identified as “third places.” Oldenburg maintains that “third places” are what is absent in traditional neighborhood

development and they are the missing ingredient that people in suburban areas are searching for today.

New urban developments fulfill this need and, if properly designed, have become magnets for residents and visitors alike. As Bohl notes,

...today’s town center projects typically revolve around a central plaza or park that establishes a public atmosphere and provides an ideal setting for the cafes, taverns, and bistros celebrated by Oldenburg. In fact, it is the space between buildings – the public realm of plazas, greens, squares, and walkable streets – that enables a town center or a main street to act as the third place for nearby neighborhoods and communities.

Creating a “Place Identity”

Physical places that promote sociability have become critical for building strong communities and creating a unique sense of “place.” Booth, Leonard & Pawlukiewicz from the Urban Land Institute note that place making is the essence of real estate development, and “establishing a live-work-shop environment with a sense of place is a community need as well as an aspiration.” Places that are desirable appeal to all the senses - sight, sound, smell, taste, and touch. Rather than relying on formulaic real estate products, new urban developments are a rich mix of local activities, aesthetic design, quality, and price.

As noted on Smart Growth Online, new urban developments are designed to:

...create interesting, unique communities which reflect the values and cultures of the people who reside there, and foster the types of physical environments which support a more cohesive community fabric. Smart growth promotes development which uses natural and man-made boundaries and landmarks to create a sense of defined neighborhoods, towns, and regions. It encourages the construction and preservation of buildings which prove to be assets to a community over time, not only because of the services provided within, but because of the unique contribution they make on the outside to the look and feel of a city.

Whereas many traditional developments, such as shopping malls or retail strip centers, are focused exclusively on trade, Bohl notes that new urban market and town squares are designed to be not only “consumer space,” but are clearly recognized and experienced as “public space,” with a civic character that transcends the commercial activities that take place there.

Providing a Mix of Land Uses

A critical component of achieving better places to live is an integration of mixed land uses. Mixed uses create a critical mass and a sense of place by affording the community a wider range of goods, services, and experiences at one location, thereby increasing connectivity and choice. By putting uses in close proximity to one another, alternatives to driving, such as walking or biking, become viable.

Providing a mix of land uses generally refers to offering residential, retail, and office space within close proximity to one another. Booth, et al. note the economic synergy that happens from mixed uses in an new urban development:

Office uses feed retail operations by supplying customers for stores and restaurants both during the day and after work. Retail uses within walking distance of employment or residences – restaurants, bookstores, clothing stores, gift shops, and coffee bars – reinforce amenities that allow and encourage employees and residents to go out to lunch or run errands without relying on their cars. The addition of theaters, museums, art galleries, libraries, post offices, and town halls that are properly integrated...attracts significant pedestrian traffic, which supports a range of other uses.

Creating Walkable Neighborhoods

At the heart of new urban design is the concept of walkable neighborhoods; walkable communities are desirable places to live, work, learn, worship, and play. These neighborhoods respect the human scale by providing pedestrian-friendly spaces that ensure that users feel at home and can navigate easily by foot within an area. As Bohl notes, “the way that streets and pathways weave through the town center, connecting its buildings and public spaces, can provide pedestrians with a sense of discovery and delight that is seldom experienced in the suburban landscape, and that is essential to the town center experience.”



Creating a sense of enclosure on a street is important in honoring the human scale and helping to define an area. It is thus crucial to pay attention to the proportion between the height of the buildings and the amount of open space; ideally, new urban designs achieve a tight 1:1 relationship and thus are much easier for pedestrians to navigate. By contrast, Bohl notes that:

Streets in suburban areas are typically many times wider than the heights of the buildings than line them, often reaching ratios of 1:6 and more. Such wide streets prevent any sense of spatial enclosure from being achieved and are more difficult for pedestrians to cross.

Henton & Walesh, discussing the vital role of well educated, technically savvy young people in the growth of the new economy, note that these workers are attracted to places that have a lively mix of activity that need not be accessed by car. As one young worker told the Wall Street Journal, "It's a lot more fun to be in a locale where you can go for a walk and have a nice dinner, or shop and take in a sports game, than it is to be isolated in some sprawling suburban office park where a little truck comes by at lunch and sells microwave burritos." Providing pedestrian-friendly activities thus give new urban communities an edge in attracting and retaining workers and residents.

In addition to creating a more walkable environment, good urban design can also incorporate "traffic calming" changes to streets and sidewalks to make them safer, more attractive, and more livable to both pedestrians and bicyclists alike. Researcher Emily Drennen conducted a 2003 study of the economic effects of traffic calming measures on twenty-seven small businesses in the Mission District of San Francisco. Merchants were interviewed about how the Valencia Street bicycle lanes had impacted their businesses. Four and a half years after the bike lanes were built, the vast majority of the business owners expressed support for the bike lanes. Respondents generally felt that the bike lanes had made the street more attractive and had a generally positive impact on their business and/or sales.

Preserving Open Space

Greenspace or "open space" is broadly referred to in new urban design to mean natural areas both in and surrounding developments that provide important community space, habitat for plants and animals, recreational opportunities, places of natural beauty, and critical environmental areas (e.g., wetlands).

Increasing numbers of people are concerned about the natural environment and value access to open space in both their private life and in their workspace. A healthy environment, rather than viewed as an added bonus, is now seen as one of an area's prime economic assets. Fortunately, the divide that existed in the past between developers and environmentalists is gradually being eroded as both sides realize the interconnection and interdependence of a development's preservation of the natural environment and its economic viability.

New urban developments are designed to protect and preserve open spaces, thereby providing environmental quality and health benefits that are significant. According to Smart Growth Online,

Open space protects animal and plant habitat, places of natural beauty, and working lands.... Additionally, preservation of open space benefits the environment by combating air pollution, attenuating noise, controlling wind, providing erosion control, and moderating temperatures. Open space also protects surface and ground water resources by filtering trash, debris, and chemical pollutants before they enter a water system.

In addition to environmental benefits, the preservation of open spaces can give a region a competitive economic edge. Open spaces can offer an amenity that a region may not currently possess in abundance, enabling the region to retain the people that currently live and work there by giving them a disincentive to relocate. Open spaces can also help a region compete with other communities in attracting businesses and residents, as well as enabling it to compete for tourist dollars. And, research has shown that oftentimes it makes good economic sense to preserve

a parcel of land rather than develop it; a number of recent studies show that parks and open space development in many instances increases residential property values and the property tax base of communities.

Economic Development and Public Sector Benefits

Urbanism in many ways reflects the changing nature of the American economy and in turn the values of the American people. New urban developments provide numerous benefits to residents in the form of a higher quality of life, better places to live, work, and play, higher and more stable property values, and a healthier lifestyle with more walking and better access to the natural environment. Businesses and municipalities also benefit from urbanism; the economic development and public sector benefits of new urban communities will be discussed below.

Economic Development Benefits

According to Henton & Walesh, quality of life has become a community's most valuable asset in the new economy. As Smart Growth Online reports, "recent trends in the global economy – industrial clustering and specialization, diversification of the workforce, reintegration of work and home – are placing a premium upon community character and quality of life."

New economy companies are attracted to new urban communities for a variety of reasons. Companies realize their workers want to work and live in areas that offer a vibrant social life, environmental amenities, and a reasonable commute. Talent is attracted to sociable communities – places with destinations, public and civic spaces, plenty of open spaces – where they can come together with colleagues or friends either through planned or chance encounters. And, as business is increasingly being conducted outside the boardroom – in restaurants, health clubs, and other public spaces – access to places where people can come together, converse, network, and share ideas is paramount. Muro and Puentes note that:

Regional economic performance is enhanced when areas are developed with community benefits and the promotion of vital urban centers in mind. Studies show

that productivity and overall economic performance may be improved to the extent compact, mixed-use development fosters dense labor markets, vibrant urban centers, efficient transportation systems, and a high "quality-of-place." Richard Florida, who has written extensively about the new knowledge economy, notes that knowledge workers like to mix fun with work, to be close to stimulations from colleagues, in close proximity to outside activity and recreation, and live and work in places convenient to services and recreation. He goes on to say:

In this milieu, talent is scarce. Everybody is competing for the best people, and if you don't have quality of life and quality of place, you won't get talented people. Skilled talent calls the shots in where and how they want to work.

Companies must locate in such locales to attract and retain quality employees. In discussing how the state of Wisconsin can successfully integrate into the new economy, commentators noted that:

A higher level of diversity in urban environments can be achieved through the creative design of our built environments and through the emphasis we place on innovative small businesses and attractions. New Urbanism ideals also help create diversity by emphasizing mixed-use developments and attractive architectural styles. Finding new uses for historic buildings also provides a mixture of old and new charm to urban environments. Local governments can also encourage small business startups of ethnic restaurants and unique shops to increase diversity in their region.

In essence, the private sector in the new economy equates competitive advantage with the ability of being where the action is, and to them, the action is in new urban communities.

Public Sector Benefits

Tax Base Enhancement

In order to properly assess the fiscal benefits of new urban developments to the public sector, it is important to understand how these developments operate financially



and how they are different from traditional suburban developments. According to Christopher Leinberger in a paper for The Brookings Institution, the investment cycle for many income-oriented traditional developments peaks around year seven. When comparing new urban and traditional developments on a short-term basis, therefore, traditional developments often project better cash flows as evaluated by internal rates of return. New income peaks can be achieved in subsequent years, but this often requires a major investment of additional capital. If a suburban development is no longer “cutting-edge,” i.e., maintained its viability, the influx of capital does not occur, and the development begins to decline. This has become a common occurrence in suburbia, and has created a “throwaway built environment” that has largely contributed to urban sprawl. The area formerly known as the “Miracle Mile” in 1980’s Atlanta is an example of such a decline; it is now filled with over 15 dead or dying strip malls because the market has moved farther out and developers are not inclined to reinvest in it.

New urban developments, on the other hand, generally create and sustain value in excess of traditional developments, though their short-term performance may not be as attractive. This can be due, in part, to the quality (and thus cost) of architecture and construction intrinsic to new urban design, the amount of open space provided in the overall development, or the higher cost of financing. However, what may be lost in the short-term is made up for in the mid- and long-term. Leinberger notes that:

The major reason progressive development seems to yield higher mid- and long-term returns and has a longer life is the pedestrian nature of its design. In stark contrast to conventional development with its car-dominated character, progressive developments create special places that are rather rare in this country.

The desirable nature of new urban developments, including the mix of land uses and physical context, translates into increased property values in the shorter run; in the longer run, Muro and Puentes note that these developments

...may enhance regions’ tax bases, create wealth through housing appreciation, and boost property tax collections. In that sense, smart growth may well create substantial value by enhancing the real estate market.

Increased real estate values in turn can make a tremendous difference in the overall value of the local tax base, and it is possible to develop some indication of the impact of a new urban development approach through evaluation of residential values. Researchers at George Washington University developed estimates of the incremental gain per unit attributable to traditional neighborhood design at the Kentlands, a new urban project in Maryland. The researchers estimated the price that homeowners were willing to pay for houses in Kentlands and comparable homes in surrounding traditional subdivisions. Based on their analysis, housing units in the new urban development commanded an 11.7 percent market premium, all other factors held constant. This premium existed in both new and resale markets.

Cost of Service Reduction

Muro and Puentes reviewed the best academic empirical literature on fiscal effects of growth and development for the Brookings Institution and reported that overall, the cost of providing public infrastructure and delivering services can be reduced through thoughtful design and planning. The logic is straightforward; compact, less sprawling development patterns can reduce the capital and operations costs governments incur from new growth. The authors identify two related ways urban form can decrease costs:

- Economies of scale – because the marginal cost of serving additional population decreases as more residents cluster within a small geographic area. Also referred to as “density efficiencies.”
- Economies of geographic scope – because the marginal cost of serving each additional person decrease as each person locates more closely to existing major public facilities.

Muro and Puentes report that over the year 1999-2000

states and localities nationwide spent nearly \$140 billion on capital outlays for infrastructure shaped by development patterns such as elementary and secondary schools, highways, sewer lines, solid waste management, and utility systems. More than \$200 billion was spent on recurring expenditures to provide such services such as highway maintenance, police and fire protection, trash collection, and utility service. The authors note that:

Considering that these outlays represent almost 20 percent of the \$1.7 trillion states and localities spent during 1999-2000, realizing even modest percentage savings from smart growth could save taxpayers billions. And such savings grow only more attractive in light of economic stagnation, weakening federal support for states and cities, and the twin challenges many states face with shrinking revenue bases and increasing mandatory spending.

Several studies reported by the authors predict that rational use of more compact development patterns from 2000 to 2025 promise the following sorts of savings for governments nationwide: 11 percent, or \$110 billion, from 25-year road-building costs; 6 percent, or \$12.6 billion, from 25-year water and sewer costs; and roughly 3 percent, or \$4 billion, for annual operations and service delivery.



Appendix G-2: Sports Arena Articles

Calculation starts on Downtown arena sites

By Jimmy Nesbitt

Tuesday, August 19, 2008

A group of architectural consultants will review eight Downtown sites as possible locations for a new multipurpose arena to replace Roberts Stadium. The sites include the Civic Center parking lot; two lots around the old Greyhound bus station on Sycamore Street; the D-Patrick Ford-Executive Inn properties and the D-Patrick Ford parking lot, both on Walnut Street; and three others.

Jim Swords, principal for HOK Sport, said the sites will be compared objectively using criteria such as economic effect, acquisition costs, parking and traffic flow.

"We basically line out all the pertinent issues we think are important," Swords said. "Then we evaluate each site side by side."

The Evansville Redevelopment Commission approved a resolution on Tuesday to pay HOK Sport, Hunt Construction and London Witte groups about \$300,000 to give what one city official called the information needed to make the "ultimate decision" in the arena debate. Their report is due by November, said Tom Barnett, director of the Department of Metropolitan Development. The city should be in a position by early December at the latest to make a decision. A portion of the consulting fees may be refunded if the arena is not built, Barnett said.

"It looks like we'll have an opportunity to, perhaps, build this arena without having to raise taxes," Barnett said. "That's what (Mayor Jonathan Weinzapfel) has said all along. That's what we're trying to get to. This is a process that gets us those answers. It's a continuation of what we've been doing since we've started."

The sites identified by HOK Sport also were mentioned in Gateway Consultants' report that recommended construction of a new multipurpose, 10,000-seat arena Downtown. Gateway estimated an arena that size would cost about \$92 million. The size and seating capacity of the arena must be decided before Hunt Construction can

calculate the cost accurately.

Swords said he plans to engage everyone who has a stake in the arena project — the city, the University of Evansville and University of Southern Indiana and the Evansville Vanderburgh School Corp. — to make that decision. Seating capacity has been a subject of much debate since the Roberts Stadium Advisory Board began meeting last year. The board did not settle on a specific number of seats, choosing instead a range between 9,000 to 11,000. Some board members have said they would like the arena to have more than 11,000 seats.

"We have an arena that presently seats some 12,000 folks," said Redevelopment Commission member Les White, referring to Roberts Stadium. "And we're looking at (one) that's going to be brand-new and seat 10,000. I guess my concern is that I would like to see Evansville build for the future. ... I'm getting hammered by people in the community who want to know what ... we're doing."

Swords, whose company has participated in arena projects worldwide, said debates over seating capacity are common. He pointed out that a successful minor league hockey team in a larger market draws an average of about 6,500 people per game. Gateway suggested Evansville pursue a minor-league hockey franchise to be one of the major tenants of the new arena. The UE men's basketball team draws about 5,000 fans a game, Swords said. "There's a saying in the architecture business, 'You don't build for Easter Sunday because it's too expensive.' And these buildings are very, very expensive buildings." The National Football League historically built stadiums that seated up to 80,000 fans, Swords said. Today's stadiums are in the 65,000-seat range.

"You always want to have a hot ticket," Swords said. "So the days of building as big as you can possibly build are over, even in larger markets." Swords said HOK will be working in conjunction with Evansville firms Hafer Associates and VPS Architecture.

The Evansville Redevelopment Commission approved a resolution today to hire three consulting firms to further study a Downtown arena. Their contracts total around

\$300,000, said Tom Barnett, director of the Metropolitan Development. Barnett said the City will not be charged the full amount if the arena project does not go forward. The companies are HOK Sport; London Witte; and Hunt Construction. Representatives of each of the firms attended this morning's commission meeting. The companies are expected to finish their studies by November, Barnett said. The Roberts Stadium Advisory Board is expected to review an economic analysis tonight that examines the effect a new arena would have on Evansville. The board is scheduled to meet from 5:30 to 7:30 p.m. in the Locust rooms at The Centre. The analysis was commissioned by a group of local business leaders, according to a news release from Mayor Jonathan Weinzapfel's office. It also was recommended by the advisory board.

Boost hinges on hockey Jobs, revenue linked to Downtown arena

By Jimmy Nesbitt

Wednesday, August 20, 2008

A Downtown arena significantly would increase annual direct spending in Evansville, a boon that would be even greater with a professional hockey team as the facility's primary tenant. That's the conclusion of an economic impact study presented at Tuesday's Roberts Stadium Advisory Board meeting.

Direct spending would increase \$5.6 million, with the new arena creating an additional 230 jobs with an additional \$3 million in personal earnings. Those numbers are increases over the historical financial operations at Roberts Stadium. Direct spending includes in-facility sources such as arena rentals and concessions and out-of-facility expenditures on items such as hotels, food and beverages and entertainment. That financial gain also hinges on Evansville attracting a minor-league hockey team, one that would have 38 home dates with an average attendance of 3,500 per game. The study assumes the hockey team would be the main tenant, with the University of Evansville men's and women's basketball teams having the second most dates with 30. The president of the International Hockey League has said

he strongly would consider starting a franchise in Evansville if the city had an arena with an ice floor.

But whether a minor-league hockey team would have sustained success here is unknown. The hockey league has a team in Fort Wayne, Ind., the Komets, the league's oldest and most successful franchise. The closest team to Evansville is in Bloomington, Ill., about 250 miles to the north.

Advisory Board member Dennis Avery, a state representative, said he didn't know how a hockey team would fare in Evansville, given that the city never has had a professional team. "I don't think we'd do as well as basketball," he said.

Board President Wayne Henning said he didn't know enough about the sport to make a prediction, but he was optimistic given the success Fort Wayne has had.

If a hockey team is removed from the equation, Evansville still is predicted to experience an increase in direct spending, but the numbers drop, with \$3.5 million less direct spending, 120 fewer jobs and \$1.7 million less in personal earnings. State and county tax collections also are predicted to increase as a result of the arena.

The study predicted Evansville would see a one-time boost in direct spending because of the construction of the arena. This would result in \$46.1 million in direct spending for local construction, creating 670 jobs with earnings of \$30.4 million. The study was conducted by Convention Sports & Leisure, a Wayzata, Minn., sports consulting company. Project Manager Wes Johnson said the numbers in the study were conservative estimates. "The information in this report is based on estimates, assumptions and other information developed from research of the market, knowledge of the public assembly facility industry and other factors. ..." the consulting company said in a letter to the Evansville Regional Business Committee.

A new arena would provide more than just a financial boost to the city, the study concluded. It would improve the quality of life, community pride, spur economic development, draw



new and more attractive events to Evansville and create advertising opportunities.

“While it is clear that these benefits have significant value, many of the benefits are difficult to quantify,” according to the study.

Detractors of the project dismiss the notion that an arena will spur further economic development. And it’s been a topic of debate during some of the previous board meetings. The city already appears to have at least one business on board, with Indianapolis developer Browning Investments, which has expressed interest in building a hotel that would be connected to a Downtown arena.



Appendix G-3: Outdoor Events Facility Articles

Baseball Economics

Montana Business Quarterly • Summer, 2000

Take me out to the ball game. (Missoula Osprey, Minor League Baseball's Pioneer League.) Take me out with the crowd. (56,052 attended regular season home games during the Osprey's inaugural season in Missoula, an average of 1,476 per game.)

Buy me some peanuts and Cracker Jacks. (\$1.50 and \$2 a bag, available at concession stands or from grandstand vendors.) I don't care if I never get back. (Mike Ellis, president and principal owner of the Osprey, moved his Class A club to Missoula from Lethbridge, Alberta, and has committed to a 10-year lease of the \$7.9 million civic stadium proposed along the Clark Fork River.)

Oh, it's root, root, root for the home team. If they don't win, it's a shame. For it's one, two, three strikes you're out, at the old ball game. (Despite a citizen initiative that seeks to strip \$1 million of urban renewal money from the stadium project, Ellis insists his team is in Missoula to stay--"next year and many years thereafter.")

When, in November 1998, Mike Ellis announced plans to relocate his minor-league baseball team to Missoula, a group of local investors and baseball enthusiasts promised to build a riverfront stadium for the rookie club. Said the local boosters to Ellis: "Come, and we will build it."

Former Montana congressman Pat Williams called the possibility of professional baseball on a summer's night in Missoula "pure poetry" and signed on as a founding member of Play Ball Missoula--the group that courted minor-league baseball and promised to provide a suitable stadium.

Mayor Mike Kadas, admittedly not a baseball fan, nonetheless supported the proposal for a riverside stadium as "a place where we can enjoy each other, our children, and our friends."

And Tommy Jones, director of minor-league operations

for the Arizona Diamondbacks (the Osprey's Major League affiliate), predicted that Missoula would soon be "the crown jewel" of the Pioneer League.

But neighbors of the proposed stadium quickly organized in opposition to the project, citing the specter of noise, lights, traffic, parking problems, litter and unruly fans. So Play Ball Missoula suggested an alternative stadium site south of Dornblaser Stadium, at the base of Mount Sentinel. That neighborhood also balked--loudly and with 1,000 signatures of protest delivered to The University of Montana's Board of Regents, owners of the land. So Play Ball went back to the riverfront.

Now comes the citizen initiative on November's general election ballot, asking voters to rescind the Missoula Redevelopment Agency's offer of \$1 million for walking and biking trails, and street and parking improvements. Now come questions, not only of the stadium's potential impact on nearby residential neighborhoods, but also of minor-league baseball's impact on Missoula and the local economy.

"If you build it," ask stadium critics, "how can you be certain they will come?"

Resurgence of the Minor League

Interest in minor-league baseball was rekindled in the 1980s and continues to increase. By the end of June this year, minor-league attendance topped 18.5 million--nearly a full seasons attendance a little over a decade ago. By year's end, that number is likely to top a record 36 million.

Minor-league attendance has, in fact, increased each year since 1987. This year's spurt is being led by two Pacific Coast League teams--Sacramento and Memphis--which are averaging more than 11,000 fans a game. Both teams are in new ballparks, Memphis in the \$80.5-million AutoZone Park, Sacramento's RiverCats in their first season in California after a move from Vancouver.

Six minor-league teams surpassed their 1999 full-season attendance by the 2000 season's mid-point: Memphis, Knoxville, New Britain, Round Rock, Dayton, and

Sacramento.

Such enthusiasm is newfound, said Arthur T. Johnson, a political science professor at the University of Maryland-Baltimore County and author of "Minor League Baseball and Economic Development.

"Minor-league baseball suffered severe financial problems and loss of fan interest in the 1950s," Johnson said. The televising of major-league baseball in minor-league territories took a big chunk out of the attendance base, Johnson said. So did the relocation of some major-league teams, again into minor-league territories. And there were simply more leisure-time options to choose from in the post-war era. The number of minor-league teams plummeted--from 448 teams (in 59 leagues) in 1949 to 152 teams in 1960. Able to subsidize their major-league owners prior to the 1950s, minor-league teams became a financial liability, Johnson said. From 1974-1979, major-league clubs showed annual operating losses ranging from \$459,746 to \$954,050 per minor-league team. Not surprisingly, the minor-league clubs went on the market and many of those that sold went for a few thousand dollars.

With the resurgence of the 1990s came sharply higher price tags for minor-league teams--hundreds of thousands of dollars for Class A clubs, millions for AAA teams. The Buffalo franchise that sold for \$800,000 in 1986 was valued at \$8 million in 1990. The valuation continues to increase.

Johnson attributes the renewed--and continuing--interest in minor-league play to an emphasis by team owners on entertainment. When Johnson interviewed owners and general managers for his book, the majority described their business as entertainment, not baseball. The owners of minor-league teams "do not scout, draft, or sign players," he explained. "A team's managers and coaching staff are assigned by the major-league club and take their instructions from that organization, not from the minor league team's owner or general manager. In fact, the latter have little to do with what happens on the field of play."

Again and again, the answer from team representatives was the same, Johnson said. "They provide family entertainment--good clean fun." Thus this description by

Memphis Commercial Appeal columnist Geoff Calkins, who earlier this summer gave his fellow Memphians a call to action, saying the attendance race with Sacramento is "about pride and baseball and civic responsibility." Said Calkins: "In Memphis, fans come for the barbecue nachos, the Bluff, the lively entry plaza. In Sacramento, fans come for the burritos, the view of the skyline, the business center where you can send free e-mails."

"Team representatives identified their competition not solely as other sports activities, but as any opportunity that competes for an individual's leisure time," Johnson said, "whether it be major-league games on television, participant sports such as softball or hiking, or more passive entertainment such as movies and concerts." Thus the off-beat promotions and giveaways at minor-league games--dancing the "Funky Osprey" and cardboard cut-out horse races behind the outfield fence at Missoula's home games. Thus Funeral Night, a promotion that attracted national attention earlier this summer when the Charleston, S.C., RiverDogs and McAlister-Smith Funeral Home presented a gift certificate for a \$6,000 funeral to one "lucky" fan during a game against Piedmont. (There was no time limit on the prize's redemption.)

Community Impacts

But do minor-league sports mean money--economic development--for smaller cities? Economists Mark Rosentraub and David Swindell asked that question of Fort Wayne, Ind., in their case study, "Just Say No? The Economic and Political Realities of a Small City's Investment in Minor-League Baseball."

Rosenraub and Swindell assessed five tiers of economic impact from minor-league baseball teams: new spending by fans and teams, capital infrastructure, new jobs, tax revenue increases, and psychological and identity gains. They arrived at no one-size-fits-all conclusion. Said their report: "Minor-league teams in smaller cities may well bring real growth to the community, but the overall impact of the team is usually so small that an economic constituency to support the team is difficult to find."



Baseball fans do spend money in a community, they said, but ticket prices are generally low for minor-league baseball. (Missoula's Osprey, for example, charge \$6 for reserved bench seating, \$3.75 for adult general admission, \$2.75 for children and senior citizens.) Sales of food, drinks and souvenirs often bring in as much or more. Rosentraub and Swindell estimated the potential yearly spending of Fort Wayne baseball fans at \$636,300, including tickets and concessions.

But they cautioned against acceptance of that number without first answering two key questions: How much of that money would come from outside Fort Wayne and therefore represent potential real growth? And how much of the money spent by Fort Wayne residents would be a reallocation of existing recreational spending and therefore not new economic growth? In Fort Wayne, they estimated that \$283,790 of the \$636,300 would come from nonresidents. And they decided that 72.7 percent of the recreational spending by hometown fans attending baseball games would be a simple redistribution of recreational spending within the local economy. Adding in an estimated \$8 per fan for expenditures outside the stadium, Rosentraub and Swindell estimated total fan spending at \$2.8 million, of which no more than \$773,008 would be new growth in Fort Wayne's economy.

There would also be spending by the minor-league club, on player salaries and staff expenses. But Rosentraub and Swindell emphasized that a minor-league team is a small business. Teams hire relatively few full-time office staff, they said. Johnson reached the same conclusion in his case study of Hoover, Alabama, a suburb of Birmingham and one of that state's fastest-growing communities. In Hoover, Johnson said, a minor-league baseball team would have considerably less economic impact than the Riverchase Galleria, the city's immense shopping mall--3.3 million square feet of retail/hotel/office space covering 135 acres of land. More important to Hoover was its interest in "becoming a partner with Birmingham and a major-league city in the state," Johnson said. A minor-league baseball team helped the city solidify its image as an important community. "City officials speak with pride about the stadium," Johnson said.

"It was named Hoover Metropolitan Stadium to identify it as an asset of the Birmingham metropolitan area. The city of Hoover and its Chamber of Commerce give the stadium high visibility in their publications. The stadium has brought attention to Hoover from within the state and region, as well as nationally from the baseball industry. This is the significance of the stadium for Hoover."

Same came the story from Fort Wayne, where Rosentraub and Swindell reported that "a baseball team could help market the city and enhance the city's identity in that people would know the city exists, would know where it is located, and would identify more closely with it." Of course, critics of Fort Wayne's first, failed entry to minor league baseball believed the arrival of a Class A team would have underscored the city's image as "minor league." Attract an AAA team, opponents said, or stay out of the baseball altogether. In the end, researchers Rosentraub and Swindell left the final word to city officials. "If a city or its leadership decides that participation in Sports World and the larger fabric of American society is necessary for the city's identity, then perhaps the investment should be made and considered a marketing or development expense," they said. "Although the economic impact of a minor-league team will never be as large as the impact of numerous other activities, none of those other activities offers the escapism and publicity of sports."

And there is, all three researchers said, the potential for a baseball club--and, more particularly, its stadium--to encourage economic development. Where a stadium goes also goes the potential for rejuvenation, they said. In Fort Wayne, locating the team downtown could have enhanced that part of the city and convinced other businesses to locate--or stay--there as well. In Hoover, the stadium that was built opened a large tract of land to development several years earlier than expected by providing the infrastructure and anchor needed to attract other industrial and commercial interests, Johnson said.

In Missoula, the Downtown Association endorsed the riverfront stadium proposal early on. Said MDA president Mark Gorseth: "The prospect of a minor-league ballpark just a walk from downtown is wonderful. While no one should

oversell the economic benefit of minor-league baseball, the existence of 1,200 to 1,500 fans translates into potential customers within walking distance of many downtown establishments." Over the past 16 years, Missoula has seen a downtown renaissance, Gorseth said. "How many other places in the country can boast a Farmer's Market, Carousel, Pavilion, Hoop Fest, and Out-to-Lunch summer festival within blocks of one another? These activities enrich our downtown, giving it a distinct sense of place. The addition of minor-league baseball to this rich environment represents an appropriate and unique opportunity to further enhance the downtown experience."

But what is the essential riverfront experience? came the reply from stadium opponents. Fair Play Missoula member Mavis McKelvey characterized the riverfront as "a place of quietude, a place of reflection in the middle of a busy city." Downtown businesses, she said, recognize the importance of having such serenity nearby. So do Missoula citizens who live near the river, said Swain Wolf, another Fair Play member. "Decades of struggle to preserve and enhance the beauty and serenity of the riverfront should not give way to a hastily considered commercial venture," he said. "The stadium simply does not fit."

In November, Missoula voters will have a chance to show their support for--or disapproval of--the proposal, although Play Ball Missoula has said the stadium will be built with or without redevelopment agency money. "In the end," said researchers Rosentraub and Swindell, "it remains for city councils and voters to decide if the boys of summer really define a community's image, culture, quality of life, and place in the fabric of American society, or if a minor-league baseball team is simply an example of big boys wanting big toys at somebody else's expense."

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Appendix G-4: Streetcar Article

Cities rediscover allure of streetcars

By Haya El Nasser, USA TODAY

The streetcars that rumbled and clanged through many American cities from the late 1800s until World War II helped shape neighborhoods. More than a half-century later, streetcars are coming back and reviving the same neighborhoods they helped create. Several cities have resurrected the streetcar tradition and about three dozen others plan to — from Tucson, and Birmingham, Ala., to Miami and Trenton, N.J.

This return to the past is less about satisfying a sense of nostalgia than about enticing developers and people to old industrial areas and faded neighborhoods. As cities experience a much-publicized urban renaissance, streetcars have become another draw for investment in housing, stores and restaurants.

Cities hope that streetcars can do in this century what they did in the last: Connect neighborhoods and provide a relatively cheap alternative to walking and driving.

“The return of the streetcars is not really happening for new reasons but for the same reasons,” says Michael English, vice president of Tampa Historic Streetcar, which operates along 2.5 miles connecting downtown, the fashionable loft and entertainment Channelside district and historic Ybor City. The city had a 54-mile system until 1946. The new line opened in 2002 and condominiums have been sprouting up along the way since.

“We spent \$55 million,” English says. “It attracted well over \$1 billion in private investment. ... Part of the marketing attraction is that we were bringing back something that is viewed here very romantically. A lot of people who grew up here used it all the time.”

In the face of worsening traffic congestion, public support for mass transit is rising. Many cities, however, cannot afford to build light-rail lines that often must extend several

miles to have a chance of attracting federal dollars.

Funding of light-rail systems often requires evidence that they will save passengers time. To make that case, most rail lines have to stretch out to the suburbs to reach commuters, an expensive undertaking.

Trains with ‘sex appeal’

Electric streetcars are light-rail, too, but they’re less expensive because they use lighter cars, fewer cars and shorter tracks that share the road with cars and buses. And they evoke many emotions, from a sweet longing for the good old days to the passion of Marlon Brando’s primal cry — “Stellaaaaaaa” — in *A Streetcar Named Desire*.

“Streetcars have sex appeal,” says Len Brandrup, director of transportation in Kenosha, Wis., which opened a 1.9-mile line in 2000. “It resonates with folks. ... Developers don’t write checks for buses.”

Most streetcar lines stretch for less than 5 miles compared with 10 to 20 miles for light rail. They’ve become so appealing that some developers are helping pay for the systems, says Shelley Poticha, president and CEO of Reconnecting America, a national non-profit group that works to spur development around transit stops.

Some streetcars are vintage and refurbished. Others, such as Tampa’s, are new trolleys designed to replicate the look of old. Yet others are new and look modern.

“It’s an inexpensive way of providing transit,” Poticha says. “It expands the reach of pedestrians in a community without having to build an expensive infrastructure. It can be built quickly, inexpensively, right into the street to get around without a car more easily.”

Streetcars aren’t a total solution to transit needs because they can’t carry vast numbers of commuters, according to *Street Smart*, a new book published by Reconnecting America and other mass-transit advocates. But they can augment other forms of transit. Many cities buying in

How streetcars are reviving neighborhoods:

- Portland, Ore., often at the forefront of urban innovation, was the first to build a modern streetcar system in its downtown Pearl District. It attracted about 100 projects worth \$2.3 billion in less than five years, all within two blocks of the line. They include 7,248 housing units and 4.6 million square feet of office and retail. Proximity to mass transit allowed developers to build fewer parking spaces. Ridership was more than triple projections.
- Kenosha, a small industrial city on the shore of Lake Michigan, had streetcars from 1903 to 1932. The streetcars died and American Motors and Chrysler plants closed. The city remained a rail hub between two growing metropolitan areas, Chicago and Milwaukee, and the plant closings gave it about 70 acres of prime downtown lakefront real estate to work with. “We have what Chicago and Milwaukee have — land near the lake,” Brandrup says. “Kenosha had to reinvent itself.”

Bringing back the streetcar was part of the reinvention. About 100 buildings were demolished. Harbor Park was created. A museum, marina, and playground were built. The streetcar connects Harbor Park with downtown and the commuter rail station. Condos have opened along the line to accommodate the influx of residents escaping high housing costs in Chicago, 50 miles away.

- Little Rock opened its 2.5-mile River Rail streetcar in 2004. It connects key destinations — the arena, convention center and River Market District — and lofts, hotels, government buildings and museums. It has been so successful that work has begun on a mile-long extension to the William J. Clinton Presidential Library.

About \$200 million in development has either been planned or built along the \$19.6-million line, *Street Smart* estimates. Now, North Little Rock plans a \$28 million minor-league baseball stadium.

“Mayors, business people and developers are seeing this type of transit as an amenity that helps revive neighborhoods,” Poticha says. “Yes, it’s transportation but more than that, it’s a package of urban renaissance tools.”



Appendix G-5: KY Tax Increment Financing Bylaws

Summary of the Provisions of 2007 HB549

HB549 establishes a new, comprehensive, statewide tax increment financing program that makes this financing method available in every city and every county in Kentucky. The first step for all programs is the establishment of a TIF development area by a city, a county, or a combination of cities and counties acting jointly. Two types of local TIF development areas are authorized. One type of local TIF development area, which is available for use on vacant land, is local only, which means that the local government cannot ask for state participation. The second type of local TIF development area, which is primarily for the redevelopment of blighted areas, qualifies for state participation if the requirements for state participation are met. There are three separate state participation programs available, each of which have different requirements for qualifications. Details are provided below.

Prior Law: There were tax increment financing laws on the books prior to the passage of HB 549, however the most attractive program that offered state participation was available only in Jefferson County, and the other statutes were difficult to read and understand. Thus, prior to the passage of HB 549, the only TIF districts with state participation were in Jefferson County.

Continuation of Prior Law: HB549 date limits the old tax increment financing statutes, which means that the old laws will continue to apply to tax increment financing districts created before the passage of HB549, but no new TIF development areas can be created or governed under the old laws after the passage of HB549. All new TIF development areas must be created under the provisions of HB549.

Development Areas Must Be Established by Local Governments: Under the provisions of HB549, all development areas for TIF must initially be established by a city or county or a combination of cities and counties acting jointly. All development areas are subject to the following conditions:

The maximum size cannot exceed three square miles;

and the total amount of property within a city or county that may be in a TIF development area cannot exceed 20 percent of the total value of taxable real property within the jurisdiction(s) establishing the TIF development area.

Two Types of Local Development Areas: There are two types of local tax development areas that can be established under HB549. HB549 provides detailed requirements for the establishment of a development area, including public hearing requirements, ordinance requirements, and parameters for agreements establishing the development area and pledging financial support. Support at the local level can be provided through the entire development area, or on a project by project basis. The two types of local development areas are as follows:

Local Only Development Areas: The local only TIF development area may be established by a local government on vacant land. The local government may pledge up to 100 percent of incremental property taxes and occupational license taxes for up to 20 years.

Blighted Urban Redevelopment Areas – These development areas may be established by a city or county in an area that meets two of seven specified blight/deterioration conditions established in HB549, such as abandonment or deterioration of structures, presence of environmentally contaminated land, and deterioration of public infrastructure. The local government may pledge up to 100 percent of incremental property taxes and occupational license taxes for up to 20 or 30 years. Projects in this type of development area are eligible for state participation if they meet the requirements.

State Participation Programs: There are three state participation programs available. State participation is based on specifically identified projects within a development area, and incremental revenues are available from the actual footprint of the project. In other words, increments from tax revenues not actually part of the project footprint cannot be pledged to support a project. Footprint is defined as the actual perimeter of a discrete, identified project within a development area within which capital investments are made.

Tax Increment Financing Commission and the Division of Tax Increment Financing: The Commission is as established in Section 15 of HB549 of the 2007 regular session of the Kentucky General Assembly. Specifically, the Commission shall be composed of the following members: the secretary of the Finance and Administration Cabinet (Mike Burnside), the state budget director (Brad Cowgill), the secretary of the Cabinet for Economic Development (John Hindman) the secretary of the Commerce Cabinet (George Ward), the chairperson of the Kentucky Economic Development Finance Authority (Jean Hale), the dean of the University of Kentucky Gatton College of Business and Economics (Dean Deuanathan Sudharshan), and the dean of the University of Louisville College of Business (Dean Charles Moyer.)

HB549 also establishes a division within the Department of Revenue to provide staffing services to the commission, and to handle the administrative tasks associated with the application and review process.

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Appendix H:
Existing Regulatory
Framework

Owensboro
Metropolitan Zoning
Ordinance: Article 8 -
Schedule of Zones

OWENSBORO
METROPOLITAN
ZONING
ORDINANCE

ARTICLE 8
SCHEDULE
OF ZONES

05/05 8-1

Article amendments approved unless noted:	OMPC	Owensboro	Daviess Co.	Whitesville
Revised zoning ordinance	08-Sep-1979	14-Mar-1980	27-Dec-1979	07-Apr-1980
Surgical centers, medical clinics, amendments	08-Mar-1980	22-Feb-1980	08-Apr-1980	07-Apr-1980
Mobile homes prohibited in City of Owensboro residential zones	12-Apr-1980	23-May-1980	not applic.	not applic.
Day care, A-R conditional uses, business & industrial yards, residential zero setback, duplex splitting, major street map	17-Apr-1981	22-May-1981	26-Apr-1981	06-Jul-1981
Manufactured housing classifications	11-Sep-1982	09-Nov-1982	19-Oct-1982	16-Nov-1982
Public utility facilities, extraction of petroleum, hazardous waste disposal	12-Jan-1984	06-Mar-1984	22-Feb-1984	?
Automobile body shops	15-Nov-1990	not adopted	26-Dec-1990	not adopted
Adult entertainment establishments	10-Feb-1994	15-Mar-1994	30-Mar-1994	?
Bed and breakfast homes	09-Feb-1995	21-Mar-1995	15-Nov-1995	?
Comprehensive Plan standards for building setbacks & reformat of site development requirements tables (8.5); major streets map with updated functional classifications (8.6)	18-Apr-1996	21-May-1996	22-May-1996	?
New land use category: "individual storage" (mini-warehouses, proposed by Co.); principal use in I-1/I-2 zones, conditional use in B-4 zones; restrictions for B-4 zones. (8.2-L7, 8.4-48)	14-Nov-1996 denied	not applic.	12-Feb-1997 approved	not applic.
Replace use "horticultural services" with use "landscaping services"; principal use in A-R, I-1, I-2 zones, conditional use in A-U zone, accessory to retail sale of plant, nursery, greenhouse products in B-3, B-4 zones. (8.2-H8, 8.4-18, 8.4-33a)	13-Nov-1997	06-Jan-98	23-Dec-1997	?
2003 Review Committee: Created B-5 Business/Industrial zone for application in areas identified as Business/Industrial Plan Areas in the Land Use Element of the Comprehensive Plan, renumbered subsequent subsection (8.165, 8.166); added new B-5 zone to table and denoted its principal, conditional, and accessory uses; increased number of accessory dwelling units allowed in P-1, B-1, B-2, B-3, and B-4 zones from 1 to 2 units to be located to the rear or above the principally permitted business; deleted differences between uses located in Owensboro, Whitesville and unincorporated Daviess County with the exception of individual storage units and automobile body shops that are conditionally permitted in B-4 and B-5 zones in unincorporated Daviess County only; added "Residential Care Facilities" as a permitted use in all residential zones as required by KRS 100.982-100.984; changed Manufactured Home classes from A, B, C, D to 1, 2, 3 to match new definitions proposed in Article 14 (8.2 table); added use listings or special conditions for adult day care centers, drive through windows, private elementary and secondary schools, public auction houses, assisted living facilities, video arcades, bingo halls, movie theaters, indoor play places, gaming places, health spas, fitness centers, martial arts facilities, gymnastics and cheerleading instructional facilities, aerobics and weight training facilities, tanning salons, computer repair, quick copy services, convenience stores, home improvement centers, taxi cab or limousine service, automobile auction facilities, sand or gravel quarry, furniture repair and upholstery, furniture restoration and refinishing, animal race tracks, pet grooming, pet training, taxidermy, dry cleaning or laundry drop-off/pick-up stations, bus terminals, amusement parks, water parks, driving ranges, batting cages (8.2 table, 8.4); clarified exemption from local land use regulations for municipal, county, state, federal and public school board uses per KRS 100.361 and requirement for public facilities review by OMPC (8.4 (39), (40)); changed definition of lot coverage to include total coverage of all principal and accessory buildings, increased minimum lot size to 0.75 acres in all zones where sanitary sewer is not available (A-R zone retained 1.00 acre minimum), increased maximum lot coverage to 50% in A-U, A-R, R-1A, R-1B, R-1C, R-1T, R-2MF, R-3MF, and R-4DT zones and in B-4 and B-5 zones where they adjoin Res., MHP or P-1 zones (8.5).	11-Dec-2003	02-Mar-2004	05-Feb-2004	06-Apr-2004
Revisions associated with adoption of Article 21 Central Business Overlay Districts to 8.2 Zones and Uses table	13-Jan-2005	15-Feb-2005	3-May-2005	?
Revisions associated with adoption of Group Housing Criteria to 8.2 Zones and Uses Table and 8.4 Detailed Uses and Special Conditions	10-Mar-2005	17-May-2005	5-May-2005	?
Landscaping Services conditionally permitted in B-3 and B-4 zones	8-Mar-2007	17-April-2007	03-May-2007	03-April-2007

8.1 DEVELOPMENT AND INTENT OF ZONES.

8.11 AGRICULTURE ZONES. The two Agriculture Zones are created from the original A-1 Agriculture Zone. The A-U Urban Agriculture Zone is established to provide for agricultural and related open space uses for portions of the Owensboro Urban Service Area projected for urban development. The A-U Zone is also intended to designate potential development areas surrounding

particular rural communities of Daviess County and the area surrounding Whitesville. A zone change from A-U to a more urban classification should be encouraged for projects that promote the objectives of the Comprehensive Plan Land Use Element.

The A-R Rural Agriculture Zone is established to preserve the rural character of the Daviess County Rural Service Area by promoting agriculture and agricultural-

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related uses, and by discouraging all forms of urban development except for rural residential and limited conditional uses. A zone change from A-R to a more urban classification would deprecate the objectives of the Comprehensive Plan and should be discouraged unless the request involves incidental land uses for which provision is not made or which ordinarily do not occur in urban areas (i.e., land and resource dependent uses - mining, agriculture, forestry, etc.). A zone change from A-R to A-U would normally occur subsequent to projections that the need exists for additional potential urban development area.

The phasing from A-R to A-U, to an urban classification is intended to inform all public and private concerns where coordinated development should occur.

8.12 SINGLE-FAMILY DETACHED RESIDENTIAL ZONES. The single-family residential zones are established to provide primarily for single-family detached residences and supporting uses for urban areas of Daviess County. They include the following zones: R-1A Residential, the new designation for the original R-1 Zone, R-1B Residential, the new designation for the original R-2 Zone, R-1C Residential, new zone derived from the single-family requirements of the original R-3 Zone. These zones provide for a range of lot sizes to meet the needs of single-family development.

8.13 TOWNHOUSE ZONE. The R-1T Townhouse Zone is a single-family zone which is established to provide development potential in older sections of Owensboro where existing lots of record are inadequate in size to meet the requirements of other residential zones.

8.14 MULTI-FAMILY RESIDENTIAL ZONES. The multi-family residential zones are established to provide for multi-family residential urban development.

8.141. The R-2MF Low Density Multi-Family Residential Zone is for low-density apartments and two-family dwellings (duplexes).

8.142. The R-3MF Medium Density Multi-Family Residential zone is for medium-density apartments and duplexes; it replaces the multi-family requirements of the original R-3 Zone.

8.143. Both the R-2MF and the R-3MF Zones are intended for use in urban areas outside of redeveloping inner-city neighborhoods of Owensboro.

8.144. Within the Downtown Frame boundary and other inner-city neighborhoods, the R-4DT Inner-city Residential Zone is established. The most flexible residential zone, R-4DT is intended for use in redeveloping older neighborhoods of Owensboro; R-4DT provides a broad range of dwelling-type and density options: from single-family to high rise multi-family structures. It is very similar to the original R-3 Zone.

8.15 PROFESSIONAL/SERVICE ZONE. The P-1 Professional/Service Zone is established to provide for professional offices, limited personal service businesses, and for community-oriented public and private facilities in urban areas. (See Article 15 for Business and Professional/Service Areas.)

8.16 BUSINESS ZONES. The Business Zones are established to provide for community shopping centers and general business services.

8.161. The B-1 Neighborhood Business Center Zone is a new zone established to promote sound, consolidated neighborhood-oriented shopping facilities in newly developing urban areas.

8.162. The B-2 Central Business Zone is a generalized zone, which is intended to accommodate the existing and near-future development of the Central Business District. As detail study of Downtown Owensboro continues, this interim zone should evolve into several specific districts in order to meet the design objectives in preparation for Downtown. SEE ARTICLE 21 FOR CENTRAL BUSINESS OVERLAY DISTRICTS.

8.163. The B-3 Highway Business Center Zone is established for the development of new business centers which require a high volume of vehicular traffic because of the community-wide or regional market from which they draw. All uses in this zone must have controlled access to a designated arterial street or highway.

8.164. The B-4 General Business Zone is derived from the original B-1 Zone and is intended to maintain the existing developed business areas as well as provide for the logical expansion of such areas.

8.165. The B-5 Business/Industrial Zone is a new zoning classification intended to provide for the flexibility of general business or light industrial uses



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only within the Business/Industrial Land Use Plan Area as designated in the Comprehensive Plan.

8.166. For detailed location, development and expansion standards for the B-1, B-3, B-4 and B-5 Zones see Article 15 - Business and Professional/Service Areas.

8.17 INDUSTRIAL ZONES.

8.171. The I-1 Light Industrial Zone is intended for light manufacturing, warehouses, shops of special trade, heavy equipment dealers, and related uses.

8.172. The I-2 Heavy Industrial Zone is intended for manufacturing, industrial and related uses, which involve potential nuisance factors.

8.18 SPECIAL ZONES. The following zones and their specific regulations are included as separate articles in this Zoning Ordinance:

8.181. Article 11, the MHP Planned Mobile Home Park Residential Zone is the new name for the "old" R-4 Zone.

8.182. Article 12, the EX-1 Coal Mining Zone is an appendix of the Exclusive Use Zone Article.

8.183. Article 18, the GFP General Flood Plain Overlay District qualifies the potential development permitted in any regular zone upon which it is overlaid.

8.184. Article 19, is reserved for the AZ Airport Zone, which describes the Kentucky Airport Zoning Regulations as well as the development standards for areas surrounding the Owensboro-Daviess County Airport. Note: Article 19 has not been adopted, and the proposed text is not included in this document at this time.

8.19 OTHER REGULATIONS AFFECTING SITE DEVELOPMENT. The following articles and their regulations should be consulted to determine their effects upon the aforementioned zoning regulations:

Article	
3	General Zone and District Regulations
10	Planned Residential Development Project
13	Off-Street Parking, Loading and Unloading Areas
14	Definitions
15	Business and Professional/Service Areas
16	Development Plans
17	Landscape and Land-Use Buffers

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8.2 ZONES AND USES TABLE

P = PRINCIPALLY PERMITTED USES: Uses listed and other uses (not otherwise listed in table) substantially similar to those listed are deemed permitted.

C = CONDITIONALLY PERMITTED USES: Uses which are permitted only with Board of Adjustment approval.

A = ACCESSORY USES: Uses and structures permitted which are customarily accessory, clearly incidental and subordinate to permitted uses.

NOTE: Only those uses specifically permitted or substantially similar to permitted uses are permitted in each zone; all uses which lack substantial similarity to permitted uses in each zone are deemed prohibited (as per Article 3 of this Zoning Ordinance). Numbers following the "P", "C" or "A" in the table refer to special conditions, additional information, or detailed use listings, which follow in numerical order in Section 8.4.

ZONES													USES
A-R A-U	R-1A R-1B R-1C	R-1T	R-2MF	R-3MF	R-4DT	P-1	B-1	B-2	B-3 B-4	B-5	I-1	I-2	
C/1	C/1	C/1			C/1								A RESIDENTIAL
				C/6a	C/6a								1A Bed and breakfast home
						A/2A	A/2A	A/2A, 52	A/2A	A/2B	A/2B	A/2B	1B Boarding or lodging house
			P	P	P			P/3, 52					2 Dwelling: Accessory
P	P	P			P								3 Dwelling: Multi-family
		P/4											4 Dwelling: Single-family detached
			P	P	P								5 Dwelling: Townhouse
		P	P	P	P								6 Dwelling: Two-family
													6A Residential Care Facilities
					C/6a	C/6a		C/53, 6a	C/6a	C/6a			7 Fraternity or sorority house, dormitory
C/6b					C/6a	C/6a							7A Seasonal farm worker housing
	A/5	A/5	A/5	A/5	A/5			A/5, 52					8 Guest quarters
A	A/6	A/6	A/6	A/6	A/6			A/6					9 Keeping of roomers or boarders by a resident family
P/7	P/7	P/7			P/7								10A Manufactured Home, Class 1 (see Section 14.7521)
P/7	C/7	C/7			C/7								10B Manufactured Home, Class 2 (see Section 14.7522)
P/7									P	P			10C Manufactured Home, Class 3 (see Section 14.7523)
													11 Motel or hotel
			P/8	P/8	P/8								12 Planned residential development project
													B ASSEMBLY
								P/9	P/9	P/9			1 Amusements, indoor
								P/10	P/10				2 Amusements, outdoor
C	C	C	C	C	C	C	C	C/53	C	A	A	A	3 Child day-care centers, child nurseries, adult day care centers
C	C	C	C	C	C	P		P/53	P				4 Churches, Sunday schools, parish houses
A/11	A/11	A/11	A/11	A/11	A/11	A/11	A/11	A/11	A/11	A/11	A/11	A/11	5 Circuses and carnivals, temporary
								P					6 Civic center, auditorium, exhibition halls, amphitheater
C	C	C	C	C	C	P		P	P	P			7 Community centers, public
C	C	C	C	C	C	P		P	P	P			8 Libraries, museums, art galleries, reading rooms
								P/53	P	P			9 Passenger transportation terminals
C/12				C/12	C/12	P/12		P	P	P			10 Philanthropic institutions and clubs
C/13	C/13	C/13	C/13	C/13	C/13	C/13		C/13	C/13	C/13	C/13	C/13	11 Recreational activities, indoor
							P/14	P/14	P/14	P/14			12 Restaurants, cocktail lounges, night clubs
								P/15	P/15				13 Restaurants, drive-in, drive through windows
								P/52, 52a	P	P			14 Schools, colleges, studios; academic, technical, vocational or professional, private elementary and secondary schools
C	C	C	C	C	C	P		A					15 Sidewalk cafe
								P/47, 53	P/47	P/47			16 Any ASSEMBLY USES above deemed to be adult entertainment establishments (only Owensboro, Unincorporated Daviess County)
										P	P		17 Public auction houses



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8.4 DETAILED USES AND SPECIAL CONDITIONS of Zones and Uses Table.

1A. A bed and breakfast home, in addition to the limitations defined in Article 14, is limited to the rental of not more than two (2) rooms per property in R-1A, R-1B, R-1C, and R-1T zones, and not more than five (5) rooms per property in A-R, A-U, and R-4DT zones. The Board of Adjustment, in considering approval of a conditional use permit, shall consider and make a finding that the number of rooms granted shall not have an adverse effect on surrounding properties; and the Board shall take into consideration the number of bed and breakfast homes, if any, within the general neighborhood of the property under consideration.

12A. Dwelling units (not more than two [2]) provided that the dwelling unit(s) shall be a part of the principal building and located above or to the rear of the principally permitted use.

12B. Dwelling units for watchmen or caretakers provided that such facilities shall be located on the same premises as the permitted use.

13. Provided that residential units are not mixed with non-residential permitted uses on the same floor.

14. For townhouses, adjacent units with no side yards (zero (0) setback) shall be structurally independent.

15. Without cooking facilities and not rented, for guests and employees of the premises.

16. Limited to no more than three (3) roomers or boarders; except where the principal use is a bed and breakfast home, then no roomers or boarders shall be permitted.

16a The following criteria shall apply for an application for a Conditional Use Permit for a boarding house, sorority house, fraternity house, dormitory, or seasonal farm worker housing when not allowed as an accessory use to a principally permitted use:

- 1) Any person residing in any of the above listed group housing situations shall be subject to all state, federal or local jurisdiction laws.
- 2) The facility shall be located within ½ mile of public transit
- 3) The facility shall not be located within an identified historic district recognized by the legislative body.
- 4) The facility shall employ an on-site administrator, who is directly responsible for the supervision of the residents and the implementation of house rules.
- 5) The applicant shall provide to the Board of Adjustment, the Zoning Administrator, the public and the residents, a phone number and address of the responsible person or agency managing the facility.
- 6) A fire exit plan shall be submitted with the conditional use application showing the layout of the premises, escape routes, location, operation of each means of egress, location of portable fire extinguishers, and location of electric main. The fire exit plan shall be prominently displayed within a common area within the facility.
- 7) Hallways, stairs and other means of egress shall be kept clear of obstructions.
- 8) The facility shall comply with all applicable building and electrical codes.
- 9) A list of house rules shall be submitted to the Board of Adjustment with the application for a conditional use permit and shall be prominently displayed in a common area within the facility. The rules should be adequate to address the following:
 - a. Noise Control
 - b. Disorderly Behavior
 - d. Proper Garbage Disposal
 - d. Cleanliness of sleeping areas and common areas

10 The Owensboro Board of Adjustment may impose additional conditions as may be necessary for the proper integration of the use into the planning area.

16b Criteria listed in 6a shall apply, except Item 6a (2) may be waived by the Board of Adjustment under the following conditions:

- 1) The housing for seasonal farm workers is located on the premises where the work is being conducted or is located on the same premises as the home of the provider of the seasonal farm worker housing; and,
- 2) Sufficient evidence is presented to demonstrate that transportation is being provided or is available to permit residents to adequately access necessary community services.

17. Conditionally permitted Class 2 Manufactured Homes must meet all Class 1 Acceptable Installation Standards of Section 14.75211 and must meet, at a minimum, the Class 1 Similarity Appearance Standard of Section 14.75212(1). Manufactured Homes of Classes 1, 2, and 3 are also permitted in Planned Manufactured Housing Park MHP Zones (see Article 11).

18. See Article 10.

19. Indoor amusements include such uses as theaters; billiard, pool or pinball halls/ video arcades; bowling alleys; dance halls; bingo halls; movie theaters, indoor play places not accessory to a principal use, gaming places or skating rinks.

110. Outdoor amusements include such uses as drive-in theaters, go-cart facilities, and miniature golf courses.

111. Circuses and carnivals on a temporary basis, and upon issuance of a permit by the Zoning Administrator, who may restrict the permit in terms of time, parking, access or in other ways to protect the public health, safety, or welfare; or deny such if public health, safety or welfare are adversely affected.

112. Philanthropic institution or club cannot conduct a business as part of the use.

113. Public or private indoor recreational activities include indoor basketball, racquetball and handball courts, running tracks, ping pong and other table games, indoor swimming pools, health spas, fitness centers, martial arts facilities, gymnastics and cheer leading instructional facilities, aerobics and weight training facilities.

Commercial indoor recreational activities are prohibited in all Residential Zones. Indoor recreational activities which require buildings of a size and design not compatible with Residential and Business Zones are permitted only in Agricultural or Industrial Zones (such as several tennis courts housed in a pre-fabricated industrial-type building). Parking for indoor recreational activities must consist of the following: one (1) space for each employee, plus one (1) space for every two (2) participants, and one (1) space for every three (3) spectator seats.

114. A restaurant or night club with live or recorded entertainment and dancing shall be at least one hundred (100) feet from any Residential Zone and shall require a conditional use permit in the B-1 Zone.

115. For drive-in restaurants, all outside food service areas or drive through windows shall be at least one hundred (100) feet from any Residential Zone.

147. See under BUSINESS USES (D) table.

152 Restrictions apply on ground floor in Veterans Boulevard Overlay District, SEE ARTICLE 21.

152a Studios are not restricted from ground floor in Veterans Boulevard Overlay District, SEE ARTICLE 21

153 Prohibited in Veterans Boulevard Overlay District, SEE ARTICLE 21

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P = PRINCIPALLY PERMITTED USES: Uses listed and other uses (not otherwise listed in table) substantially similar to those listed are deemed permitted.

C = CONDITIONALLY PERMITTED USES: Uses which are permitted only with Board of Adjustment approval.

A = ACCESSORY USES: Uses and structures permitted which are customarily accessory, clearly incidental and subordinate to permitted uses.

NOTE: Only those uses specifically permitted or substantially similar to permitted uses are permitted in each zone; all uses which lack substantial similarity to permitted uses in each zone are deemed prohibited (as per Article 3 of this Zoning Ordinance).

Numbers following the "P", "C" or "A" in the table refer to special conditions, additional information, or detailed use listings which follow in numerical order in Section 8.4.

ZONES													USES
A-R A-U	R-1A R-1B R-1C	R-1T	R-2MF	R-3MF	R-4DT	P-1	B-1	B-2	B-3 B-4	B-5	I-1	I-2	
													C INSTITUTIONAL
C				C	C	C		C/53	C	C			1 Hospitals; surgical centers; convalescent and rest homes; orphanages, rehabilitation facilities, assisted living facilities
C											C	C	2 Penal or correctional institution
													D BUSINESS
							P	P	P	P			1 Banks, credit agencies, security and commodity and loan companies and holding and investment companies; with or without drive-in facilities
						P		P	P	P			2 Computer and data processing centers
C/46						P	P	P	P	P			3 Hair styling, beauty and barber shops, tanning salons
C/46							P	P	P	P	P	P	4 Home appliance and computer repair
A	A	A	A	A	A								5 Home occupation
						P		P	P	P			6 Medical and dental offices, clinics and laboratories
A						P		P	P	P	A	A	7 Offices for business, professional, governmental, civic, social, fraternal, political, religious and charitable organizations
						P		P	P	P			8 Office projects, professional
								P/53	P	P			9 Pawnshops
						P		P	P	P			10 Research, development and testing laboratories or centers
							P	P	P	P			11 Shoe repair
							P	P	P	P			12 Telephone exchanges, radio and television studios
							P	P	P	P			13 Ticket and travel agencies
									P/47,53	P/47			14 Quick copy services, not utilizing offset printing methods
													91 Any BUSINESS USES above deemed to be adult entertainment establishments (only Owensboro, Unincorporated Daviess County)
													E MERCANTILE
C							P	P	P	P			1 Farmers market
C/45							P/16	P/16	P/16	P/16			2 Retail sale of food products
							P/17	P/17	P/17	P/17			3 Retail sale of merchandise
A							P/18	P/18	P/18	P/18			4 Retail sale of plant, nursery or greenhouse products
A/19											P	P	5 Produce stands
									P/20	P/20	P/20	P/20	6 Sale of feed, grain or other agricultural supplies
									P/21	P/21			7 Wholesale supply establishment
							P/21	P/21,54	P/21	P/21			8 Convenience stores with or without fuel stations
									P	P			9 Home improvement centers with no outdoor storage
										P	P	P	10 Home improvement centers with outdoor storage
									P/47,53	P/47	P/47		91 Any MERCANTILE USES above deemed to be adult entertainment establishments (only Owensboro, Unincorporated Daviess County)



8.4 DETAILED USES AND SPECIAL CONDITIONS OF Zones and Uses Table.

/16. Establishments for the retail sale of food products such as supermarkets; bakery, meat, beer, liquor and wine, and other food product stores; and provided that production of food products is permitted only for retail sale on the premises.

/17. Establishments for the retail sale of merchandise including: clothing, shoes, fabrics, yard goods; fixtures, furnishings and appliances such as floor covering, radios, TV, phonograph products and other visual and sound reproduction or transmitting equipment; furniture; kitchen and laundry equipment; glassware and china; and other establishments for the retail sale of hardware and wallpaper; lawn care products; paint and other interior or exterior care products; hobby items, toys, gifts, antiques; newspapers and magazines, stationery and books; flowers; music; cameras, jewelry and luggage; business supplies and machines; drugstores; variety stores.

/18. Commercial greenhouses are prohibited in the B-1 and B-2 Zones. In the B-3, B-4, and B-5 zones, landscaping services may be conducted as an accessory use by establishments primarily engaged in the retail sale of plant, nursery or greenhouse products.

/19 Sale of agricultural products grown by the owner of the premises.

/20. A wholesale supply establishment shall be permitted in the B-3 or B-4 Zone only if indoor or outdoor storage areas of such use contain supplies, parts or other stocks primarily for sale on the premises to the general public. If stored commodities are for sale primarily to purchasing agents and not to the general public, the storage area shall be considered a warehouse or storage yard permitted only in an I-1 or I-2 Zone. Permitted outdoor storage areas must be enclosed on all sides as per #44 of this list.

/21. Provided such use conforms to the requirements of Article 17.

/45. This provision is only applicable in the A-R Rural Agriculture Zone. Limited sale of hobby items, toys, gifts, antiques; newspaper, magazines, stationery, books, flowers; "flea-market" items; other similar retail sales activities which would not infringe upon the rural nature of the surrounding vicinity by excessive traffic generation, noise or other nuisances. This provision shall not be interpreted to provide for the establishment of general, neighborhood or highway business centers which would typically require business zone classification; the intent of this provision is to permit limited sales uses in rural areas which would not noticeably affect the vicinity, in order to maintain the integrity of business zone intent in rural areas while simultaneously minimizing hardship to limited and geographically scattered community businesses. An applicant for such conditional use should be made aware of the maximum scope of business which the Board of Adjustment and vicinity residents would tolerate to assure the use does not inadvertently become undesirable in intensity.

/46. Conditionally permitted only in the A-R Rural Agriculture Zone; prohibited in the A-U Urban Agriculture Zone.

/47. Particular uses that are classified under the assembly, business, or mercantile use groups in the Zones and Uses Table (Section 8.2 of this Zoning Ordinance) also may be deemed adult entertainment establishments, based on definitions outside of this Zoning Ordinance, but within the code of ordinances of the governmental body of jurisdiction. In addition to any requirements or regulations imposed by other ordinances or by other sections of this Zoning Ordinance, such adult entertainment establishments shall be subject to the following requirements:

a. No adult entertainment establishment shall be located in any zone other than B-2, B-3, B-4, or B-5; and, an adult entertainment establishment shall be permitted in a B-2, B-3, B-4, or B-5 zone, respectively, only if the particular use of the establishment is specifically permitted within a B-2, B-3, B-4, or B-5 zone, respectively, as classified under the assembly, business or mercantile use groups in the Zones and Uses Table.

b. No adult entertainment establishment shall be located within five hundred (500) feet of another adult entertainment establishment or within five hundred (500) feet of any residential zone, any school where persons under eighteen (18) years of age are enrolled, any child daycare center, any church facility, or any public park or recreation facility. Distance shall be measured in a straight line, without regard to intervening structures or objects. Distance between any two (2) adult entertainment establishments shall be measured from the nearest entrance door of the first adult entertainment establishment to the nearest entrance door of the second adult entertainment establishment. Distance between any adult entertainment establishment and any residential zone shall be measured from the nearest entrance door of the adult entertainment establishment to the nearest property line of the residential zone. Distance between any adult entertainment establishment and any school where persons under eighteen (18) years of age are enrolled, or any child daycare center, or any church facility, or any public park or recreation facility, shall be measured from the nearest entrance door of the adult entertainment establishment to the nearest property line of the respective school, daycare center, church facility, or park or recreation facility, unless such use occupies only a portion of a property also containing unspecified use(s). In such case, distance shall be measured from the nearest entrance door of the adult entertainment establishment to the nearest boundary of the immediate premises occupied by the school, daycare center, church facility, or park or recreation facility.

c. Off-street parking requirements for an adult entertainment establishment shall be as required for the applicable zone and particular use of the establishment, as classified under the assembly, business or mercantile use groups in the Zones and Uses Table.

/53 Prohibited in Veterans Boulevard Overlay District, SEE ARTICLE 21

/54 Restrictions apply in the Veterans boulevard Overlay District. SEE ARTICLE 21.

8.2 ZONES AND USES TABLE

P = PRINCIPALLY PERMITTED USES: Uses listed and other uses (not otherwise listed in table) substantially similar to those listed are deemed permitted.

C = CONDITIONALLY PERMITTED USES: Uses which are permitted only with Board of Adjustment approval.

A = ACCESSORY USES: Uses and structures permitted which are customarily accessory, clearly incidental and subordinate to permitted uses.

NOTE: Only those uses specifically permitted or substantially similar to permitted uses are permitted in each zone; all uses which lack substantial similarity to permitted uses in each zone are deemed **prohibited** (as per Article 3 of this Zoning Ordinance).
Numbers following the "P", "C" or "A" in the table refer to special conditions, additional information, or detailed use listings which follow in numerical order in Section 8.4.

ZONES												USES		
A-R	R-1A	R-1B	R-	R-	R-	P-1	B-1	B-2	B-3	B-5	I-1	I-2		
A-U	R-1C	R-1T	2MF	3MF	4DT				B-4					
													F AUTOMOBILE AND TRUCK RELATED	
								P/21,53	P	P			1 Automobile or boat rental	
									P/22	P/22			2 Automobile or other vehicle sales lot, establishment	
C/23													3 Automobile, motorcycle or other vehicle race tracks	
								P/21	P/21,53	P/21	P/21		4 Automobile service/fuel stations, with or without convenience stores	
									A/24	A/24	P	P	5 Automobile and truck repair, major	
									C/24A	C/24A			5A Automobile body shop (only Unincorp. Daviess Co.)	
								P	P,53	P	P	P	6 Automobile and truck repair, minor	
								A/25	A/25,53	P/25	P/25	P/25	7 Car-wash; self-serve or automatic	
A					A	A	A	A	A,53	A	A	A	8 Loading and unloading facilities	
A	A	A	A	A	A	A	A	A	P,52	A	A	A	9 Parking areas, private garages	
	A	A	A	A	A	A	A	A	P,52	P	P	P	10 Parking areas or structures	
					C	C	P	P,52	P	P	P	P	11 Parking lots or structures	
										P	P	P	12 Tire re-treading and recapping	
										A	A	A	13 Truck rental	
										P	P	P	14 Truck terminals and freight yards	
										P	P		15 Taxi cab or limousine service	
										P	P		16 Automobile auction facilities	

8.4 DETAILED USES AND SPECIAL CONDITIONS of Zones and Uses Table.

/21. Provided such use conforms to the requirements of Article 17.

/22. Establishments and lots for the display, rental, sale, service and minor repair of automobiles; motorcycles; trucks; boats; recreational vehicles; mobile or modular homes; or supplies for such items.

/23. Automobile, motorcycle and other vehicle racetracks are prohibited in the A-U Zone.

/24. When accessory to an establishment primarily engaged in the sale of automobile and trucks.

/24A. (Only Unincorporated Daviess County) This provision shall apply only in B-4 General Business and B-5 Business/Industrial zones. Automobile body shops involve industrial-type activities, which are more intense than the activities usually permitted in business zones. Therefore, when conditionally permitted in B-4 or B-5 zones, automobile body shops shall conform with the following requirements:

a. All work to be performed on vehicles, including removal of parts, shall occur entirely within an enclosed building.

b. Any outdoor storage area shall be completely screened with a six (6) foot high solid fence or wall from adjoining uses and streets, and shall be landscaped and paved. Such outdoor

storage areas shall not be used as automobile impound yards or junk yards, as defined in this or other local ordinances. Storage of vehicles shall be limited to those vehicles to be repaired on the premises. The Board of Adjustment may establish additional conditions, which it believes are necessary to assure compatibility with neighboring uses. These conditions may include but are not limited to the following:

c. Limits on the size and location of buildings or land to be used as part of the use.

d. Limits on the number of vehicles located on the premises at one time.

e. Limits on operating hours.

/25. Provided that surface water from such use shall not drain onto adjacent property or over a public sidewalk, and that adequate on-site storage lanes and parking facilities shall be provided so that no public way shall be used for such purposes. Drainage shall be approved by the city/county engineer's office. In B-1 and B-2 zones, car washes are permitted as accessory uses only to service stations and convenience stores.

/ 52 Restrictions apply on ground floor in Veterans Boulevard Overlay District, SEE ARTICLE 21.

/53 Prohibited in Veterans Boulevard Overlay District, SEE ARTICLE 21



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8.2 ZONES AND USES TABLE

P = PRINCIPALLY PERMITTED USES: Uses listed and other uses (not otherwise listed in table) substantially similar to those listed are deemed permitted.												NOTE: Only those uses specifically permitted or substantially similar to permitted uses are permitted in each zone; all uses which lack substantial similarity to permitted uses in each zone are deemed prohibited (as per Article 3 of this Zoning Ordinance).											
C = CONDITIONALLY PERMITTED USES: Uses which are permitted only with Board of Adjustment approval.												Numbers following the "P", "C" or "A" in the table refer to special conditions, additional information, or detailed use listings which follow in numerical order in Section 8.4.											
A = ACCESSORY USES: Uses and structures permitted which are customarily accessory, clearly incidental and subordinate to permitted uses.																							
ZONES												USES											
A-R	R-1A	R-1B	R-1C	R-1T	R-2MF	R-3MF	R-4DT	P-1	B-1	B-2	B-3	B-4	B-5	I-1	I-2								
																G INDUSTRIAL							
																P/26	P/26	P/26	1 Contractor equipment dealer				
																P	P	P	2 Dairy or other food product bottling plants				
P																C	C	P	3 Extraction of crude petroleum, natural gas				
C																C	C	C	3A Quarrying of sand, gravel, etc.				
																		C/27	4 Heavy industrial uses, conditional				
																		P/28	5 Heavy industrial uses, principal				
																		P	P	P	6 Ice plant		
																		P	P	P	7 Machine, welding and other metal work shops		
																		P	P	P	8 Manufacturing and assembling, light		
																					9 Manufacturing, compounding, assembling, processing, packaging and certain other industrial uses		
																		P/29	P/29	P/29	10 Making of articles to be sold at retail on the premises		
A/30									A/30	A/30	A/30	A/30									11 Printing, publishing, lithographing, blueprinting		
								A	A	P	P	P	P	P	P			A	A	A	12 Sale of manufactured goods		
																		P/31	P/31	P/31	13 Shops of special trade and general contractors		
									A/49	A/49	A/49							P	P	P	14 Furniture repair and upholstery		
C/46																		P	P	P	15 Furniture restoration and refinishing		

8.4 DETAILED USES AND SPECIAL CONDITIONS of Zones and Uses Table.

/26. Establishments and lots for the display, rental, sale and repair of contractor equipment.

/27. (I-2 conditional uses) The following heavy industrial or manufacturing uses shall apply for conditional use to the Owensboro Metropolitan Board of Adjustment; and provided that any building or outside storage, loading or working areas except for accessory parking areas or structure shall be located at least three hundred (300) feet from any Residential Zone and one hundred (100) feet from any other zone except an I-1 or A-R Zone.

- Acid corrosive acids
- Ammonia chlorine or bleaching powder manufacturing
- Animal black, lamp black or bone black manufacturing
- Asphalt plant
- Automobile impound yard or yard for storage of abandoned, dismantled, partially dismantled, obsolete or wrecked automobiles
- Automobile wrecking, scrap iron storage or wrecking
- Blast furnaces
- Brick kiln
- Building materials salvage yard
- Celluloid and pyroxyline manufacturing or explosive or inflammable cellulose or pyroxyline produces manufacturing or storage
- Cement lime, gypsum or plaster of Paris manufacturing
- Charcoal pulverizing
- Chemical manufacturing
- Coal storage
- Creosote manufacturing or treatment
- Cupola or metal smelting furnace and ore or metal reduction
- Distillation of coal, petroleum, refuse, grain, wood, or bones

- Explosives manufacturing or storage except for small arms ammunition
- Fertilizer manufacturing using organic materials, compost or storage
- Fish curing, smoking, or packing fish, oil manufacturing or refining
- Gasoline storage wholesale
- Glue manufacturing, size or gelatin manufacturing where the processes include the refining or recovery of products from fish; animal refuse or offal
- Hazardous waste disposal
- Hides or skins, storage, curing or tanning of raw, green or salted
- Insect, exterminator poison manufacturing
- Junk yard
- Livestock feed yards
- Machinery wrecking or storage yard
- Monument works
- Petroleum or inflammable liquids, production, refining and storage
- Plaster of Paris manufacturing
- Refuse dumps
- Rock or stone crusher, mill or quarry
- Salvage storage yard
- Sawmill
- Slaughtering or animals or stock yards
- Smelting of aluminum, copper, tin, iron, or zinc ore
- Soda ash, caustic soda or washing compound containing chlorine, bleaching powder manufacturing or refining
- Steel mill
- Sulphurous, sulphuric, nitric, picric, carbolic, or hydrochloric or other corrosive acid manufacturing
- Tar distillation or manufacturing
- Terra colta manufacturing
- Wrecking yard

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8.4 DETAILED USES AND SPECIAL CONDITIONS of Zones and Uses Table.

/28. (I-2 principal uses) The following industrial or manufacturing uses are principally permitted provided that any building or outside storage, loading or working areas, except for accessory parking areas shall be located at least three hundred (300) feet from any Residential Zone and one hundred (100) feet from any other zone except I-1 or A-R Zone:

- Abrasive manufacturing
- Acid (non-corrosive manufacturing)
- Aerosol packaging
- Agricultural uses including hatcheries
- Airplane repair
- Aluminum products manufacturing
- Asbestos manufacturing
- Automobile assembling, rebuilding and reconditioning
- Bicycle manufacturing
- Bleaching plant
- Boat casting
- Boiler shops, structural steel fabricating shops, steel car or locomotive shops, railway repair shops, metal working shops, operative reciprocating hammers or chisels or other noise producing machine-operated tools
- Bolt or screw thread rolling or cutting
- Bottle making
- Brewing and distillery
- Brick, tile and terra-cotta and other clay products manufacturing
- Brique manufacturing from previously prepared charcoal
- Bronze casting
- Candle or sperm oil manufacturing
- Canvas manufacturing
- Carpet or rug manufacturing
- Cast iron pipe manufacturing
- Celluloid manufacturing
- Coke manufacturing
- Concrete mixing, concrete products
- Correctional institutions
- Corrugated metal manufacturing
- Culvert pipe manufacturing
- Die casting and making
- Disinfectant, insecticide, or poison manufacturing
- Dye or dyestuff manufacturing and printing ink manufacturing
- Electric power generating plant
- Engine manufacturing
- Excelsior and fiber manufacturing
- Fencing, woven wire, manufacturing
- Fertilizer manufacturing
- Forge
- Foundry
- Furniture manufacturing
- Glass fiber manufacturing
- Glucose manufacturing
- Grain drying and poultry feed manufacturing from refuse, mash or grain
- Hair manufacturing
- Hardware manufacturing
- Iron storage, sorting, collecting or baling
- Leaf Mold and similar plant material processing or manufacturing

- Linoleum oil cloth or oiled goods manufacturing
- Match manufacturing
- Motorcycle shops
- Nitrating processes
- Oil, paint, shellac, turpentine, varnish or enamel manufacturing of the grinding of colors by machine
- Paper or pulp manufacturing
- Paper or scrap or waste storage, sorting, collecting or baling
- Perfume manufacturing
- Plaster manufacturing and products
- Potash manufacturing or refining
- Pyroline plastic manufacturing
- Railroad roundhouse or yards
- Roofing material factory
- Rubber manufacturing, treating or reclaiming plant
- Sand blasting
- Sewage Treatment Plant
- Shoe blacking or polish manufacturing
- Stadium
- Stream power plant
- Storage, drying, cleaning or rags, glass, cloth, paper or clippings, including sorting, refining, baling, wool pulling and scouring
- Structural iron and steel manufacturing
- Sugar refining or starch manufacturing
- Textile manufacturing
- Tire manufacturing
- Tobacco processing
- Tool manufacturing
- Wire manufacturing

/29. Manufacturing, compounding, assembling, processing, packaging, or similar treatment of...

- ...articles of merchandise from the following previously prepared materials:
- asbestos
- bone
- canvas
- cellophane
- cellulose
- cloth
- cork
- feather
- felt
- fiber
- fur
- glass
- hair
- horn
- leather
- paper
- plastics
- precious/semi-precious metals/stones
- rubber
- sheet metal (excluding large stampings)
- shell
- textiles
- wax
- wood (excluding sawmills)
- yard
- ...such products as:
- appliances
- bakery goods

- billboards
- candy
- ceramics
- cosmetics
- drafting instruments
- electrical parts
- electric/neon signs
- electronic instruments
- food products
- ice cream
- meat packaging
- medical/dental instruments
- musical instruments
- pharmaceuticals
- pottery/china/figurines
- radios
- radio/stereo/TV equipment
- rubber/metal stamps
- rubber products
- scientific instruments/ equipment
- shoes
- toiletries/soaps/detergents
- toys
- watches/clocks

Other industrial and manufacturing uses such as:

- auto parts rebuilding
- battery manufacturing
- beverage manufacturing
- bottling plants, non-dairy/non-food product
- box and crate assembly
- building materials/sales/assembly/rental/storage yard
- bag/carpet/rug cleaning and dyeing
- cabinet shop
- cannery
- caterers
- cooperage
- crematory
- dextrin and starch manufacturing
- enameling/lacquering/japanning
- felt manufacturing
- electric foundry
- heating/air conditioning equipment manufacturing
- inflammable underground liquid storage
- iron works, ornamental
- laboratories, experimental/film/testing
- lumber sales and yard
- parcel delivery stations
- photograph records manufacturing
- public utility service yard
- railway terminal
- welding and other metal working shops

/30. Provided that any manufacturing shall be restricted to light manufacturing incidental to a retail business or service where the products are sold on the premises by the producer.

/31. Such as plumbing; heating and air conditioning; carpentry; masonry; painting; plastering; metal work; printing, publishing, lithographing, engraving; electrical; major automobile and truck repairing; sign painting; upholstery; tile, mosaic and terrazzo work; electroplating; drilling; excavating; wrecking; construction; paving; industrial cleaning.

/46. See under BUSINESS USES (D) table.



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8.2 ZONES AND USES TABLE

P = PRINCIPALLY PERMITTED USES: Uses listed and other uses (not otherwise listed in table) substantially similar to those listed are deemed permitted.														NOTE: Only those uses specifically permitted or substantially similar to permitted uses are permitted in each zone; all uses which lack substantial similarity to permitted uses in each zone are deemed prohibited (as per Article 3 of this Zoning Ordinance). Numbers following the "P", "C" or "A" in the table refer to special conditions, additional information, or detailed use listings which follow in numerical order in Section 8.4.															
C = CONDITIONALLY PERMITTED USES: Uses which are permitted only with Board of Adjustment approval.																													
A = ACCESSORY USES: Uses and structures permitted which are customarily accessory, clearly incidental and subordinate to permitted uses.																													
ZONES														USES															
A-R	R-1A	R-1B	R-1C	R-1T	R-2MF	R-3MF	R-4DT	P-1	B-1	B-2	B-3	B-4	B-5	I-1	I-2														
A																OTHER													
P																H Agriculture:													
P	P	P	P	P	P	P										1 Agricultural structures, stables													
																2 Dairying and stock-raising													
																3 Farming													
																4 Farm equipment dealer													
																5 Forestry													
																6 Grain drying													
																7 Horse sales establishment													
																8 Landscaping services													
																I Animal related:													
																1 Animal burial grounds													
																1A Animal race tracks													
																2 Animal hospital or clinic													
																2A Pet grooming													
																2B Pet training													
																3 Hunting, fishing, trapping, game preserves													
																3A Taxidermy													
																4 Kennel, commercial													
																5 Kennel, non-commercial													
																6 Veterinarian office													
																J Personal service:													
																1 Cemetery, mausoleum, columbarium, crematory													
																2 Funeral home													
																3 Laundry, clothes cleaning													
																3A Dry cleaning or laundry drop off and pick up stations with or without drive-through windows, where no cleaning of garments occurs on site													
																4 Pharmaceuticals and medical supplies, sale of													
																5 Retail sales or personal services													
																K Public and semi-public:													
																1 Airport													
																2 Land fill													
																3 Municipal, county, state, public school or federal buildings and uses													
																4 Public utility facilities not otherwise permitted within this table and not excepted by Article 3 herein													
																5 Bus terminals													
																6 Radio or TV transmitting or relay facilities including line of sight relays													
																7 Recreational uses, major outdoor													
																8 Recreational uses, accessory outdoor													
																L Storage:													
																1 Storage, outdoor													
																2 Storage (incidental) for retail sales establishment													
																3 Storage sheds													
																4 Storage for wholesale supply establishment													
																5 Storage yards for delivery vehicles													
																6 Warehouse													
																7 Individual Storage													

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8.4 DETAILED USES AND SPECIAL CONDITIONS of Zones and Uses Table.

/20. A wholesale supply establishment shall be permitted in the B-3 or B-4 Zone only if indoor or outdoor storage areas of such use contain supplies, parts or other stocks primarily for sale on the premises to the general public. If stored commodities are for sale primarily to purchasing agents and not to the general public, the storage area shall be considered a warehouse or storage yard permitted only in an I-1 or I-2 Zone. Permitted outdoor storage areas must be enclosed on all sides as per #44 of this list.

/32. Establishments and lots for the display, rental, sale and repair of farm equipment.

/33. Grain drying when operated in a fully enclosed building at least three hundred (300) feet from the nearest Residential or Commercial Zone.

/33a. In the A-R, B-5, I-1 and I-2 zones, landscaping services shall be a principally permitted use. In the A-U, B-3 and B-4 zone, landscaping services shall be a conditionally permitted use. The Board of Adjustment, in considering approval of a conditional use permit, may require special conditions related to screening, outdoor storage, and other matters to assure neighborhood compatibility.

/34. Animal burial grounds are prohibited in the A-U Zone.

/35. Kennel, animal hospital, office of veterinarian providing that such structure or use, not including accessory parking areas, shall be at least one hundred (100) feet from any Residential Zone.

/36. Laundry, clothes cleaning or dyeing shop, self-service laundry or laundry pick-up station; in Business Zones clothes-cleaning establishments are limited to a forty (40)-pound capacity, closed-system process.

/37. Retail sales or personal services, including facilities for serving food, only for employees or visitors to any permitted use and having no display space or signs visible from the exterior of the building.

/38. Airports are prohibited in the A-U Zone.

/39. Landfills are prohibited in the A-U Zone. Landfills operated by municipal, county or state entities are permitted in any zone in accordance with KRS 100.361(2) exempting political subdivisions from local land use requirements. A public facility review by the OMPC is required for these facilities. Landfills are not exempt from the requirements of the subdivision regulations.

/40. Municipal, county, state, federal and public school boards are defined in Kentucky revised statutes as political subdivisions and are exempted from local land use requirements by KRS 100.361(2) if these uses and buildings are situated on land owned or leased by the political subdivision. A public facility review by the OMPC is required for these facilities. These facilities and uses are not exempt from subdivision regulations.

/41. (reserved)

/42. Major outdoor recreational uses include private parks, playgrounds, archery and shooting ranges, athletic fields, golf courses, skateboard parks, zoological gardens, country clubs, marinas, riding stables, campgrounds, boat ramps, fishing lakes, amusement parks, water parks, driving ranges, and batting cages

along with their accessory facilities. Commercial recreation areas are prohibited in all Residential zones.

/43. Accessory outdoor recreational uses include swimming pools, tennis courts, putting greens, and other similar recreational uses.

/44. Land-use buffers for outdoor storage areas or storage yards (except employee or customer parking areas) for manufactured products, materials to be used in manufacturing, wholesale commodities, or automobiles and trucks, junk yards, salvage and scrap-iron yards shall be provided as per Article 17, Landscape and Land Use Buffers.

/48. Individual storage uses shall be prohibited in the B-3 zone. (Only Unincorporated Daviess Co.) Individual storage uses may be conditionally permitted in B-4 zones. (Owensboro, Whitesville, and Unincorporated Daviess Co.) Individual storage uses are principally permitted in B-5, I-1 and I-2 zones.

The storage of items within any individual storage structure shall conform to the limitations contained in the definition of "individual storage" in Article 14 of this Zoning Ordinance.

In the B-4 zone, conditionally permitted individual storage uses also shall be subject to the following restrictions:

a. Structures to be used as individual storage units shall not be located closer than twenty five (25) feet to any residential zone.

b. An eight-foot (8') high solid wall or fence shall be installed and maintained on all sides that adjoin any other property, except those properties zoned B-1, B-2, B-3, B-4, B-5, I-1 or I-2. Tree plantings may also be required as per Article 17 of this Zoning Ordinance.

c. Building height shall not exceed fifteen (15) feet, measured from the finish grade at the loading door(s), to the top of the roof ridge or edge.

d. Outdoor storage shall be prohibited on the same property as the individual storage structure(s). This shall include automobiles, boats, personal items, etc.

e. All uses other than individual storage shall be prohibited within structures while those structures are being used for individual storage, except for one office or caretaker's residence, which, if present, shall be directly related to the management of the individual storage units.

f. The Owner of the individual storage structure(s) shall be responsible for policing the material and/or items being stored. The Owner shall notify the Zoning Administrator upon discovering any storage not meeting the requirements set forth herein, providing the name, address and phone number of the renter whose storage is in question

/49. Provided that any furniture repair shall be associated with a retail business or service where furniture or upholstery is sold on the premises.

/50. Animal racetracks shall be prohibited in A-U zones.

/51. Without boarding facilities. / 52 Restrictions apply on ground floor in Veterans Boulevard Overlay District, SEE ARTICLE 21.

/53 Prohibited in Veterans Boulevard Overlay District, SEE ARTICLE 21

54 Restrictions apply in the Veterans boulevard Overlay District. SEE ARTICLE 21.



8.3 GENERAL INDEX.

USE GROUPS in "Zones and Uses Table"	Page
A RESIDENTIAL	8-3
B ASSEMBLY	8-4
C INSTITUTIONAL	8-4
D BUSINESS	8-5
E MERCANTILE	8-6
F AUTOMOBILE AND TRUCK RELATED	8-7
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OTHER:	
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Use (USE GROUP/number)

Agriculture (H1)
Airport (K1)
Amusements (B1/B2)
Animal related (I1/I2)
Automobile related (F1/F2/F3/F4/F5/F6)
Banks, etc. (D1)
Boarding or lodging house (A1)
Barber shop (see hair styling)
Beauty shop (see hair styling)
Business (see retail sales, wholesale, offices, restaurants, etc.)
Carwash (F7)
Cemetery (J1)
Child day-care centers, nurseries (B3)
Church (B4)
Circus, temporary (B5)
Civic center (B6)
Community center (B7)
Computer center (D2)
Contractor equipment (G1)
Dairy or bottling plant (G2)
Dairying and stock-raising (H2)
DWELLING (A2 thru A6)
Extraction (G3)
Farmers market (E1)
Farming (H3)
Farm equipment (H4)
Forestry (H5)
Fraternity or sorority house, dormitory (A7)
Funeral home (J2)
Grain drying (H6)
Guest quarters (A8)
Hair styling (D3)
Heavy industrial (G4/G5)
Home appliance repair (D4)
Home occupation (D5)
Horse sales (H7)
Horticulture (H8)
Hospitals (C1)
Hunting (I3)
Ice plant (G6)
Industrial (see heavy industrial, manufacturing)

Keeping of roomers or boarders (A9)
Kennel (I4/I5)
Land fill (K2)
Laundry (J3)
Library (B8)
Loading areas (F8)
Machine shops (G7)
Making of articles (incidental to retail) (G10)
Manufacturing (G8/G9)
Medical clinics (D6)
Medical and dental offices (D6)
Mobile home (manufactured housing) (A10)
Motel or hotel (A11)
Municipal, county or federal uses (K3)
Offices (D7/D8)
Parking areas and lots (F9 thru F11)
Passenger terminals (B9)
Pawnshops (D9)
Penal institutions (C2)
Pharmaceutical sales (J4)
Philanthropic institutions (B10)
Planned residential development projects (A12)
Printing (G11)
Public utilities (K4/K5)
Radio or TV transmitters (K6)
Recreation, indoor (B11)
Recreation, outdoor (K7/K8)
Research centers (D10)
Residential (see DWELLING or mobile home)
Restaurants (B12/B13)
Retail sales (E2 thru E4)
Retail sales or personal services (J5)
Roadside stands (E5)
Sale of feed grain (E6)
Sale of manufactured goods (G12)
Schools (B14)
Shoe repair (D11)
Shops of special trade (G13)
Sidewalk cafe (B15)
Storage (L1 thru L5)
Telephone, TV, radio station (D12)
Ticket and travel agency (D13)
Tire re-treading (F12)
Truck rental (F13)
Truck terminal (F14)
Veterinarian office (I6)
Warehouse (L6)
Wholesale supply (E7)

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8.5 SITE DEVELOPMENT REQUIREMENTS. The following lot, yard, building height, useable open space and other requirements shall apply within each zone as specified in the respective subsection tables that follow, unless adjusted by provisions of articles 3 or 4 of this Zoning Ordinance. The short headings used in the tables are defined as follows:

- ♦ **Minimum Lot Size.** The minimum lot size that is specified by the Site Development Requirements contained in this article.
- ♦ **Minimum Lot Frontage.** The minimum width of a lot at the building setback line that is specified by the Site Development Requirements contained in this article.
- ♦ **Minimum Front Yard or Street Yard.** The minimum building setback that is required from any front lot line, side street lot line, or rear street lot line, or from the centerline of any public right-of-way that adjoins any front lot line, side street lot line, or rear street lot line; except that building setbacks for yards that adjoin alleys shall be the same as for interior side or rear yards, as required by the Site Development Requirements contained in this article.
- ♦ **Minimum Interior Side Yard.** The minimum building setback that is required from any side lot line that adjoins another lot or an alley.
- ♦ **Minimum Interior Rear Yard.** The minimum building setback that is required from any rear lot line that adjoins another lot or an alley.
- ♦ **Maximum Building Height.** The maximum height of a building that is permitted. See "Building, Height of" in the Definitions article of this Zoning Ordinance.
- ♦ **Minimum Useable Open Space.** The minimum "useable open space," as defined in this Zoning Ordinance.
- ♦ **Maximum Lot Coverage.** The maximum area of a lot that can be covered by all principal buildings and accessory structures occupying the lot.
- ♦ **Other Requirements.** Other regulations affecting site development as specified.



8.5 SITE DEVELOPMENT REQUIREMENTS (continued)

8.5.1	A-R Rural Agriculture Zone	
8.5.2	A-U Urban Agriculture Zone	
(a)	Minimum Lot Size	
	A-R Zone	1.0 acre
	A-U Zone	0.5 acre Where sanitary sewers are not available, the minimum lot size shall be 0.75 acres
(b)	Minimum Lot Frontage	100' at building setback line
(c)	Minimum Front Yard or Street Yard	(See Section 8.6 for map of Major Streets)
	Freeway, Expressway	20' from lot line
	Arterial Street (two-way)	75' from street centerline or 25' from lot line, whichever is greater
	(Planned one-way)	60' from street centerline or 25' from lot line, whichever is greater
	Major Collector Street	60' from street centerline or 25' from lot line, whichever is greater
	Minor Collector or Local Street	60' from street centerline or 25' from lot line, whichever is greater
	Alley	(See interior side yard, interior rear yard)
(d)	Minimum Interior Side Yard	10' each side
(e)	Minimum Interior Rear Yard	20'
(f)	Maximum Building Height	No limit except for Kentucky Airport Zoning restrictions
(g)	Minimum Useable Open Space	No limit
(h)	Maximum Lot Coverage	50%
(i)	Manufactured homes shall be connected to public water and sanitary sewer facilities when available. In the event public facilities are not available, the sanitary sewer facilities shall receive approval of the Daviess County Health Department.	
(j)	Manufactured homes shall be underpinned with a solid form of permanent material placed between the ground and the bottom outside edge of the mobile home to shield against the element of weather and to conserve energy used for heating and cooling.	
(k)	Agricultural land which has not been subdivided into customary lots shall not exceed a density of one (1) dwelling unit per ten (10) acre tract, including manufactured homes.	
(l)	Building permits for accessory buildings to store farm products and machinery on tracts of land ten (10) acres or more in size shall not be required.	
(m)	Structures and/or buildings shall not be placed in the designated flood plain area which tends to increase flood heights or obstruct the flow of floodwaters, and which could cause damage to other properties, as per Article 18 of this Zoning Ordinance.	
8.5.3	I-1 Light Industrial Zone	
8.5.4	I-2 Heavy Industrial Zone	
(a)	Minimum Lot Size	No limit Where sanitary sewers are not available, the minimum lot size shall be 0.75 acres
(b)	Minimum Lot Frontage	No limit
(c)	Minimum Front Yard or Street Yard	(See Section 8.6 for map of Major Streets)
	Freeway, Expressway	20' from lot line
	Arterial Street (two-way)	75' from street centerline or 25' from lot line, whichever is greater
	(Planned one-way)	60' from street centerline or 25' from lot line, whichever is greater
	Major Collector Street	60' from street centerline or 25' from lot line, whichever is greater
	(<i>Whitesville only</i>)	75' from street centerline or 25' from lot line, whichever is greater
	Minor Collector or Local Street	25' from lot line
	Marginal Access Street	0' from lot line
	Alley	(See interior side yard, interior rear yard)
(d)	Minimum Interior Side Yard	20' when adjoining any zone other than business or industrial No limit when adjoining a business or industrial zone or a railroad siding
(e)	Minimum Interior Rear Yard	20' when adjoining any zone other than business or industrial No limit when adjoining a business or industrial zone or a railroad siding
(f)	Maximum Building Height	No limit except for Kentucky Airport Zoning restrictions
(g)	Minimum Useable Open Space	No limit
(h)	Maximum Lot Coverage	No limit
(i)	Certain uses may require greater setbacks from particular non-compatible zones. See Section 8.4, #27 and #28.	
(j)	All outdoor areas or yards that are used for the storage of manufactured products, materials to be used in manufacturing, wholesale commodities, automobiles, trucks or equipment, junk yards, and salvage and scrap-iron yards (not including areas for employee or customer parking, nor areas that are open to the public for the permitted display of operational vehicles or other finished products for retail) shall be enclosed on all sides by a solid wall or fence not less than six (6) feet in height, and not less than eight (8) feet in height for junk yards, salvage and scrap-iron yards. In particular situations, Article 17 of this Zoning Ordinance may require additional landscape easements and materials.	

8.5 SITE DEVELOPMENT REQUIREMENTS (continued)

8.5.5	R-1A Single-Family Residential Zone	
8.5.6	R-1B Single-Family Residential Zone	
8.5.7	R-1C Single-Family Residential Zone	
8.5.8	R-1T Townhouse Zone	
(a)	Minimum Lot Size	
	R-1A Zone (see [j] below)	10,000sq' except in a planned residential development project (see Art. 10)
	R-1B Zone (see [j] below)	7,500sq' "
	R-1C Zone (see [j] below)	5,000sq' "
	R-1T Zone (see [j] below)	2,000sq'
(b)	Minimum Lot Frontage	
	R-1A Zone	75' except in a planned residential development project (see Art. 10)
	R-1B Zone	60' "
	R-1C Zone	50' "
	R-1T Zone	18'
(c)	Minimum Front Yard or Street Yard	(See Section 8.6 for map of Major Streets)
	Freeway, Expressway	20' from lot line
	Arterial Street (two-way)	75' from street centerline or 25' from lot line, whichever is greater
	(Planned one-way)	60' from street centerline or 25' from lot line, whichever is greater
	Major Collector Street	60' from street centerline or 25' from lot line, whichever is greater
	Minor Collector or Local Street	
	R-1A, R-1B, R-1C zones	25' from lot line
	If corner lots are back to back	15' from side street lot line only
	R-1T Zone	10' from lot line
	Alley	(See interior side yard, interior rear yard)
(d)	Minimum Interior Side Yard	
	Regular Building	
	R-1A Zone	10' each side
	R-1B, R-1C, R-1T zones	5' each side
	Adjoins R-1A, P-1, Agri. zone	10' that side
	Zero Setback Option (see [j] below)	
	R-1A Zone	0' one side along "internal line", 20' other side
	R-1B, R-1C zones	0' one side along "internal line", 10' other side
	R-1T Zone	0' along "internal lines", 5' along "boundary lines"
	Adjoins R-1A, P-1, Agri. zone	10' that side
(e)	Minimum Interior Rear Yard	20'
(f)	Maximum Building Height	36'
(g)	Minimum Useable Open Space	No limit
(h)	Maximum Lot Coverage	
	R-1A, R-1B, R-1C zones	50% of total lot area
	R-1T Zone	50% of total lot area
(i)	Zero Setback Option. Zero setback lines shall be permitted only along "internal lines", which are property lines between lots that are under single ownership at the time of building construction. Zero setback lines shall not be permitted along "boundary lines", which are property lines of lots that are owned by others. No two dwelling units shall be closer than twenty (20) feet to each other in R-1A zones, nor closer than ten (10) feet to each other in R-1B or R-1C zones. Zero setback walls shall be solid, containing no window or door openings, and may be required to satisfy special building code requirements, depending on the situation. Application of zero setback side yard provisions will require special covenants within the deeds of affected lots. These covenants must respond to issues unique to zero setback dwelling units, whether attached or detached. These issues, among others, will include the following: Exterior zero setback building elements will involve maintenance performed from an adjacent property, thereby necessitating maintenance easements. Common-wall dwelling units should generally correspond in architectural style, color, scheme, etc., which may necessitate a perpetual design control mechanism to define the individual rights and collective responsibilities of affected property owners.	
(j)	Where sanitary sewers are not available, the minimum lot size shall be 0.75 acres.	



8.5 SITE DEVELOPMENT REQUIREMENTS (continued)

8.5.9	R-2MF Multi-Family Residential Zone
8.5.10	R-3MF Multi-Family Residential Zone
8.5.11	R-4DT Inner-City Residential Zone
(a)	Minimum Lot Size (see note [j] below)
	Multi-Family (R-2MF Zone) 13,000sq' except in a planned residential development project (see Art. 10)
	(R-3MF, R-4DT zones) 6,500sq' "
	Two-Family (R-2MF Zone) 10,500sq' "
	(R-3MF, R-4DT zones) 6,000sq' "
	"Split Duplex" (R-2MF Zone) 5,250sq' "
	(R-3MF, R-4DT zones) 3,000sq' "
	Single-Family (only R-4DT Zone) 5,000sq' "
(b)	Minimum Lot Frontage
	Multi-Family (R-2MF Zone) 75' except in a planned residential development project (see Art. 10)
	(R-3MF, R-4DT zones) 70' "
	Two-Family (R-2MF Zone) 70' "
	(R-3MF, R-4DT zones) 60' "
	"Split Duplex" (R-2MF Zone) 35' "
	(R-3MF, R-4DT zones) 30' "
	Single-Family (only R-4DT Zone) 50' "
(c)	Minimum Front Yard or Street Yard (See Section 8.6 for map of Major Streets)
	Freeway, Expressway 20' from lot line
	Arterial Street (two-way) 75' from street centerline or 25' from lot line, whichever is greater
	(Planned one-way) 60' from street centerline or 25' from lot line, whichever is greater
	Major Collector Street 60' from street centerline or 25' from lot line, whichever is greater
	Minor Collector or Local Street 25' from lot line
	Alley (See interior side yard, interior rear yard)
(d)	Minimum Interior Side Yard
	All Building Types 5' each side
	Adjoins R-1A, P-1, or Agri. zone 10' that side
	R-4DT Zone Zero Setback Option Same as for R-1C Zone (See Section 8.5.7)
(e)	Minimum Interior Rear Yard 20'
(f)	Maximum Building Height
	Multi-Family in R-4DT Zone 36' without increased minimum yard dimensions
	Building taller than 36' 3:1 height-to-yard ratio relative to all surrounding yards
	All Other 36'
(g)	Minimum Useable Open Space
	Multi-Family 30% of lot area
	All Other No limit
(h)	Maximum Lot Coverage
	Multi-Family (R-2MF Zone) 50% of total lot area with a floor area ratio of 0.25
	(R-3MF Zone) 50% of total lot area with a floor area ratio of 0.40
	(R-4DT Zone) 50% of total lot area with a floor area ratio of 1.30
	All Other 50% of total lot area
(i)	"Split Duplex" Option. Each unit of a two-family building (duplex) may be located on a separate lot. Separate lots for each unit of duplex buildings erected previous to the enactment of this "Split Duplex" option may vary from the minimum lot width and side yard requirements as stated hereinabove if the following two requirements can be met: (a) The original lot width conforms with the minimum required for a two-family building in the zone in which it is located; and, (b) the parking area/driveway access characteristics can comply with the requirements of Article 13 of this Zoning Ordinance. Application of the "split duplex" option will require special covenants within the deeds of affected lots. These covenants must respond to issues unique to dwelling units sharing a common wall. These issues, among others, will include the following: Exterior building elements will involve maintenance performed from an adjacent property, thereby necessitating maintenance easements. Common-wall dwelling units should generally correspond in architectural style, color, scheme, etc., which may necessitate a perpetual design control mechanism to define the individual rights and collective responsibilities of affected property owners.
(j)	Where sanitary sewers are not available, the minimum lot size shall be 0.75 acres.

8.5 SITE DEVELOPMENT REQUIREMENTS (continued)

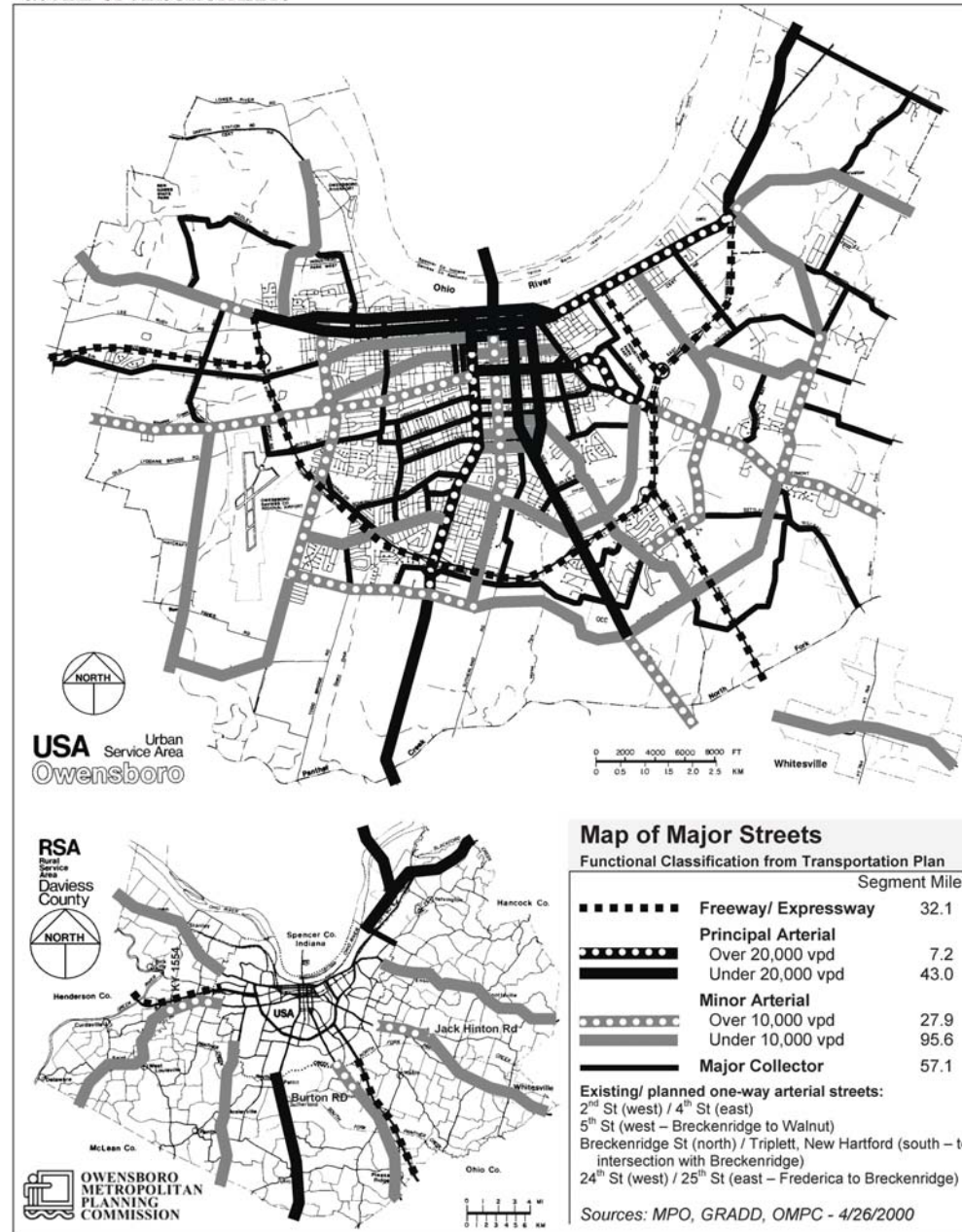
8.5.12	P-1 Professional/Service Zone
8.5.13	B-2 Central Business Zone
(a)	Minimum Lot Size
	P-1 Zone (see note [k] below) 7,500sq' (For Professional Office Projects, see [j] below)
	B-2 Zone (see note [k] below) No limit
(b)	Minimum Lot Frontage
	P-1 Zone 60' (For Professional Office Projects, see [j] below)
	B-2 Zone No limit
(c)	Minimum Front Yard or Street Yard (See Section 8.6 for map of Major Streets)
	P-1 Zone
	Freeway, Expressway 20' from lot line
	Arterial Street (two-way) 75' from street centerline or 25' from lot line, whichever is greater
	(Planned one-way) 60' from street centerline or 25' from lot line, whichever is greater
	Major Collector Street 60' from street centerline or 25' from lot line, whichever is greater
	Minor Collector or Local Street 25' from lot line
	Marginal Access Street 0' from lot line
	Alley (See interior side yard, interior rear yard)
	B-2 Zone (existing buildings) 0' (except for multi-family dwellings, see [j] below)
	(New buildings, ground floor) 3' "
	(Floors above/below ground) 0' "
	(Along any alley) (See interior side yard, interior rear yard)
(d)	Minimum Interior Side Yard
	P-1 Zone 10' each side (For Professional Office Projects, see [j] below)
	B-2 Zone, when side yard adjoins...
	R-1A, P-1, or Agri. zone 10' that side (for multi-family dwellings, see [j] below)
	Other Residential or MHP zone 5' that side (for multi-family dwellings, see [j] below)
	Any other zone No limit (except for multi-family dwellings, see [j] below)
(e)	Minimum Interior Rear Yard
	P-1 Zone 20' (For Professional Office Projects, see [j] below)
	B-2 Zone, when rear yard adjoins...
	Res., MHP, P-1, or Agri. zone 20' (for multi-family dwellings, see [j] below)
	Any other zone No limit (except for multi-family dwellings, see [j] below)
(f)	Maximum Building Height
	P-1 Zone 3:1 height-to-yard ratio (See [j] below)
	B-2 Zone No limit (except for multi-family dwellings, see [j] below)
(g)	Minimum Useable Open Space
	P-1 Zone No limit
	B-2 Zone No limit (except for multi-family dwellings, see [j] below)
(h)	Maximum Lot Coverage
	P-1 Zone 35% of total lot area with a floor area ratio of 1.30 (See [j] below)
	B-2 Zone No limit
(i)	A Professional Office Project may be permitted for a tract of land with a minimum of five (5) acres upon the approval of a preliminary development plan and a final development plan as provided in Article 16, and subject to the P-1 Zone regulations. Subdivision of a Professional Office Project is permitted subject to the following regulations: There shall be no minimum lot size, lot frontage, yard, nor maximum lot coverage or height requirements for each subdivided lot; however, all said requirements for the approved final development plan shall be applicable to the overall subdivision; each subdivided lot shall have access to adjacent streets or joint parking areas as provided by appropriate easement shown on the final development plan and subdivision plat.
(j)	Multi-Family Dwellings in the B-2 Zone. A development plan shall be submitted for any development which would create three (3) or more principal residential dwelling units within any building in the B-2 zone. (See Article 16). Exterior walls, for those floors containing dwelling units with windows for habitable rooms, shall be provided with a setback for light and air of no less than four (4) inches for every one (1) foot, or fraction thereof, of height of each wall (1:3 ratio); and street right-of-way width may be used as part of this setback requirement. No additional setback, beyond the minimums in the table above, shall be required for those floors containing non-residential uses or dwelling unit walls without windows. Buildings with multi-family dwellings shall provide minimum useable open space equal to ten percent (10%) of only those floors occupied by dwelling units. These useable open space requirements can be met by roof or balcony areas as per the definition of useable open space in Article 14.
(k)	Where sanitary sewers are not available, the minimum lot size shall be 0.75 acres.



8.5 SITE DEVELOPMENT REQUIREMENTS (continued)

8.5.14	B-1 Neighborhood Business Center Zone	
8.5.15	B-3 Highway Business Center Zone	
8.5.16	B-4 General Business Zone	
8.5.17	B-5 Business/Industrial Zone	
(a)	Minimum Lot Size	
	B-1 Zone (see note [f] below)	No limit within a business center of 5 acres to 15 acres in size
	B-3 Zone (see note [f] below)	No limit within a business center of 15 acres or larger in size
	B-4, B-5 Zone (see note [f] below)	No limit
(b)	Minimum Lot Frontage No limit	
(c)	Minimum Front Yard or Street Yard (See Section 8.6 for map of Major Streets)	
	Freeway, Expressway	20' from lot line
	Arterial Street (two-way)	75' from street centerline or 25' from lot line, whichever is greater
	(Planned one-way)	60' from street centerline or 25' from lot line, whichever is greater
	Major Collector Street	60' from street centerline or 25' from lot line, whichever is greater
	Minor Collector or Local Street	25' from lot line
	Marginal Access Street	0' from lot line
	Alley	(See interior side yard, interior rear yard)
(d)	Minimum Interior Side Yard	
	When side yard adjoins...	
	R-1A, P-1, or Agri. zone	10' that side
	Other Residential or MHP zone	5' that side
	Any other zone	No limit
(e)	Minimum Interior Rear Yard	
	When rear yard adjoins...	
	Res., MHP, P-1, or Agri. zone	20'
	Any other zone	No limit
(f)	Maximum Building Height No limit except for Kentucky Airport Zoning restrictions	
(g)	Minimum Useable Open Space No limit	
(h)	Maximum Lot Coverage	
	B-1 Zone	35% of total area of lot or tract in project development plan
	B-3 Zone	25% of total area of lot or tract in project development plan
	B-4, B-5 Zone, when lot adjoins...	
	Residential, MHP, or P-1 zone	50% of total area of lot or tract in project development plan
	Any other zone	No limit
(i)	Development plans are required for the creation of, expansion of, or alteration of multi-business structures, whether on one or more parcels or lots as per Article 16 of this Zoning Ordinance. Also, development plans, or subdivision plats (if found to be an acceptable substitution by the OMPC), shall be required for zoning map amendments to a B-1 or B-3 zone, and for building development in those zones.	
(j)	Zero Setback Walls. In all business zones, where land subdivision is proposed, and zero yard setback is permitted, shared or common walls which would straddle a lot line are prohibited. There shall be two, structurally independent walls adjacent to each other along the property line.	
(k)	All outdoor areas or yards that are used for the storage of manufactured products, materials to be used in manufacturing, wholesale commodities, automobiles, trucks or equipment, junk yards, and salvage and scrap-iron yards (not including areas for employee or customer parking, nor areas that are open to the public for the permitted display of operational vehicles or other finished products for retail) shall be enclosed on all sides by a solid wall or fence not less than six (6) feet in height, and not less than eight (8) feet in height for junk yards, salvage and scrap-iron yards. In particular situations, Article 17 of this Zoning Ordinance may require additional landscape easements and materials.	
(l)	Where sanitary sewers are not available, the minimum lot size shall be 0.75 acres.	

8.6 MAP OF MAJOR STREETS





Appendix H-2:
Owensboro
Metropolitan
Zoning Ordinance:
Article 21 - Central
Business Overlay
Districts

<p>OWENSBORO METROPOLITAN ZONING ORDINANCE</p>	<p>ARTICLE 21 CENTRAL BUSINESS OVERLAY DISTRICTS</p>	<p>03/05 21-1</p>										
<table border="0" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 30%;">Article amendments approved unless noted:</td> <td style="width: 10%; text-align: center;">OMPC</td> <td style="width: 10%; text-align: center;">Owensboro</td> <td style="width: 10%; text-align: center;">Davies Co.</td> <td style="width: 10%; text-align: center;">Whitesville</td> </tr> <tr> <td></td> <td style="text-align: center;">13-Jan-2005</td> <td style="text-align: center;">15-Feb-2005</td> <td style="text-align: center;">3-Mar-2005</td> <td></td> </tr> </table>			Article amendments approved unless noted:	OMPC	Owensboro	Davies Co.	Whitesville		13-Jan-2005	15-Feb-2005	3-Mar-2005	
Article amendments approved unless noted:	OMPC	Owensboro	Davies Co.	Whitesville								
	13-Jan-2005	15-Feb-2005	3-Mar-2005									
<p>21.1 FINDINGS OF FACT. The following findings of fact made:</p> <p>21.11 The B-2 Central Business Zone is a generalized zone, which is intended to accommodate the existing and near-future development of the Central Business District. As detailed study of Downtown Owensboro continues, this interim zone should evolve into several specific districts in order to meet the design objectives in preparation for Downtown.</p> <p>21.12 The Comprehensive Plan promotes adequate, attractive, and accessible shopping and service facilities for all segments of the community. (Goal 4.5.1) Objectives include revitalization and strengthening of older commercial areas, especially the downtown areas, as business and cultural centers, including the use of economic development incentives; promoting waterfront development to enhance recreation and tourism; developing strategies to promote and develop a convention center/sports complex in the downtown area.</p> <p>21.13 The "Downtown Owensboro Action Plan" proposes a conceptual organization of the downtown area into four functional/physical districts. Areas in the plan identified as strong opportunity sites include, the southern (5th St) and northern (riverfront) edges of the study area, as well as along the Allen Street. These sites have excellent relationships to views, vistas, and adjacent neighborhoods.</p> <p>21.14 Downtown Design Guidelines (1990) have been developed to promote good urban and architectural design in rehabilitating historic building and in erecting new infill buildings that are compatible with the historic character of downtown. These guidelines are mandatory in the River Park Center block and currently voluntary in other areas of downtown.</p>	<p>21.15 The "Owensboro Riverfront Master Plan" (2001) prepared for the City of Owensboro promotes the Riverfront area of the Downtown as a major civic area, with active uses, additional entertainment facilities and events, specialty retail and restaurants and provides a market study that identifies riverfront development opportunities.</p> <p>21.2 PURPOSE AND OBJECTIVES. The development of specific overlay districts within the B-2 Central Business zone is intended to:</p> <p>21.21 Establish Specific Standards. Creation of specific overlay districts within the Central Business District will enable specific site locational standards to be enumerated and applied. Such standards will promote the public welfare, will enhance the implementation of specific area studies, and will promote the goals and objectives of the Comprehensive Plan.</p> <p>21.22 Facilitate Implementation of Requirements. By specifically stating the standards to be applied to these overlay districts, enforcement of the standards by the Inspector will be facilitated.</p> <p>21.23 Increase Implementation of Area Specific Studies. Overlay districts are intended to facilitate the recommendations of specific area studies and to promote the design objectives identified for the Downtown.</p> <p>21.3 ESTABLISHMENT OF OVERLAY DISTRICTS WITHIN THE B-2 CENTRAL BUSINESS ZONE. Activities placed within an overlay district are those activities that will promote or enhance the development of a specific area of the Central Business District in response to the Comprehensive Plan goals and objectives and recommendations of specific area studies.</p> <p>21.4 REGULATIONS IN OVERLAY DISTRICTS. The regulations adopted under this chapter relating to each</p>											

<p>OWENSBORO METROPOLITAN ZONING ORDINANCE</p>	<p>ARTICLE 21 CENTRAL BUSINESS OVERLAY DISTRICTS</p>	<p>03/05 21-2</p>
<p>Overlay District created must include the following if applicable:</p>		
<p>21.41 Definition of the specific use to be permitted.</p> <p>21.42 Site, design and locational standards such as:</p> <ul style="list-style-type: none"> a. Lot, yard and height requirements; b. Landscape buffer and fencing requirements; c. Sign restrictions; d. Access design requirements and limitations; e. Regulations relating to surface and subsurface drainage, flood plains and soil erosion; and, f. Off-street parking requirements. <p>21.43 Operational Standards. Performance standards may be established relating to those aspects of the activity which must be controlled to protect the public health, safety, or welfare such as:</p> <ul style="list-style-type: none"> a. noise, air, water and soil pollution on other areas; b. stormwater drainage, flood plain or erosion control problems; c. and other operational requirements which are necessary and reasonable to make such activity compatible with neighboring land uses likely to be affected by such activity. 		



APPENDIX 21a VETERANS BOULEVARD OVERLAY DISTRICT

21a.1 Intent. The intent of the Veterans Boulevard Overlay District is to:

- 1) Enhance implementation of the recommendations of the Owensboro Riverfront District Master Plan (2001).
2) Promote waterfront development to enhance recreation and tourism.
3) Manage land uses to develop the district as a major civic area that is people-friendly with active uses, additional entertainment facilities and events, specialty retail and restaurants.

The regulations herein shall be established in addition to the zoning classifications shown on the Zoning Map Atlas for the subject area, and the applicable regulations contained in this Zoning Ordinance. The use, dimensions and other requirements for the B-2 Central Business zone, as provided in this ordinance shall apply, unless further restricted hereunder. Where there are conflicts between the regulations hereunder and those contained elsewhere in this ordinance, the more restrictive shall apply.

21a.2 LOCATION OF DISTRICT. The Veterans Boulevard Overlay District is intended for the properties along Veterans Boulevard from Daviess Street to Saint Elizabeth Street on the north side of Veterans Boulevard and on the south side of Veterans Boulevard for a depth of 150 feet from the south right-of way line of Veterans Boulevard toward 2nd Street.



21a.3 PRINCIPAL USES PERMITTED. Those principal uses listed in the underlying B-2 Central

Business zone in Section 8.2 Zones and Uses Table, unless specifically listed as a prohibited use below.

21a.4 ACCESSORY USES PERMITTED. Those accessory uses listed in the underlying B-2 Central Business zone in Section 8.2 Zones and Uses Table, unless specifically listed as a prohibited use below.

21a.5 CONDITIONAL USES. Those conditional uses listed in the underlying B-2 Central Business zone in Section 8.2 Zones and Uses Table, unless specifically listed as a prohibited use below.

21a.6 PROHIBITED USES.

21a.61 The following uses are prohibited in the Veterans Boulevard Overlay District:

- 1) Those uses not principally or conditionally permitted in the underlying B-2 Central Business zone.
2) Fraternity, sorority houses and dormitories.
3) Child day-care centers, child nurseries, adult day-care centers
4) Churches, Sunday schools, parish houses
5) Passenger transportation terminals
6) Any assembly, business or mercantile uses deemed to be adult entertainment establishments
7) Hospitals, surgical centers, convalescent and rest homes, orphanages, rehabilitation facilities, assisted living facilities
8) Pawnshops
9) Tattoo or body piercing parlors
10) Convenience stores with fuel stations
11) Automobile or boat rental
12) Automobile service stations, with or without fuel centers
13) Automobile and truck repair, minor
14) Car wash, self-service or automatic
15) Loading and unloading facilities
16) Funeral home
17) Laundry, clothes cleaning
18) Public utility facilities not otherwise permitted within this table and not excepted by Article 3 herein
19) Bus terminals
20) Storage yards for delivery vehicles

21a.62 The following uses are prohibited on the ground floor in the Veterans Boulevard Overlay District. These uses are permitted uses above ground floor level.

- 1) Dwelling: accessory
2) Dwelling: Multi-family
3) Guest quarters
4) Schools, colleges, academic, technical, vocational or professional, private elementary and secondary schools.
5) Parking areas or structures, unless located a minimum of 25 feet from the front property line and located behind a principally permitted use. The parking area or structure shall not have direct access from Veterans Boulevard
6) Parking lots or structures unless located a minimum of 25 feet from the front property line and located behind a principally permitted use. The parking area or structure shall not have direct access from Veterans Boulevard
7) Municipal, county, state, public school or federal uses

21a.6 LOCATIONAL STANDARDS The boundaries, dimensions, and locations of this overlay zone are subject to review and approval by the appropriate legislative body.

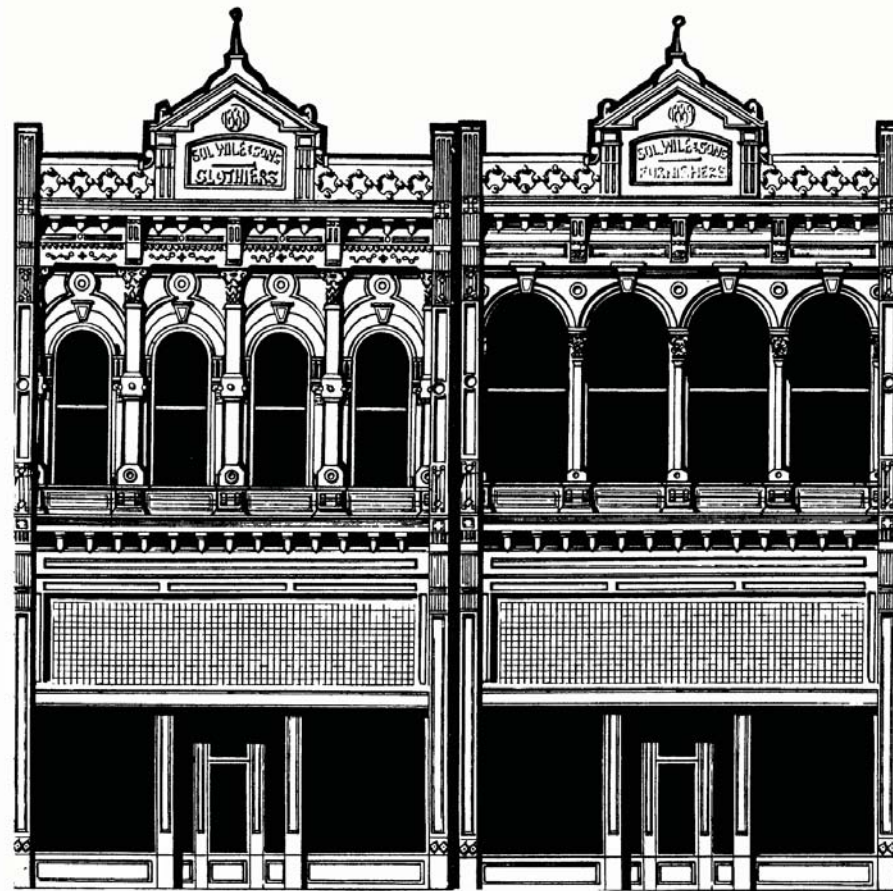
In the event a future amendment is proposed to the text of this zoning regulation, notice shall be given by first class mail in advance of any scheduled public hearing to the property owners of land to which the Veterans Boulevard Overlay District has been applied.



Appendix H-3:
Downtown Design
Guidelines

Downtown Design Guidelines – Owensboro, KY – January 1990

Downtown Design Guidelines



Owensboro, KY

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Downtown Design Guidelines – Owensboro, KY – January 1990

DOWNTOWN DESIGN GUIDELINES OWENSBORO, KENTUCKY

CITY COMMISSION

David Adkisson, Mayor
Waymond Morris
Alan Braden
Richard L. McFarland, Sr.
Jack Ross

DOWNTOWN DESIGN COMMISSION

Benny Clark
Sally Anderson
Jan Skillman Evans
Colby MacQuarrie
Suzanne Shown

DOWNTOWN OWENSBORO, INC.

Benny Clark, President
Connie Barnett
Melissa Boughton
Gary Boswell
Jeff Danhauer
Doug Frazier
Colby MacQuarrie
Greg Maddox
Rev. R.L. McFarland
Tom Meyer
Don Neel, MD
Roy Pearson
Sanford L. Peyton
Terry Roark
Dean Rodney
David Toler

EXECUTIVE DIRECTOR Glenda Thacker

ADMINISTRATIVE ASSISTANT Rebecca Turner

INTERN & TYPIST Katrinna Trunnel

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205 WEST 4TH STREET
OWENSBORO, KY 42301
(502) 683-2060

January 1990
Reformatted July 2003

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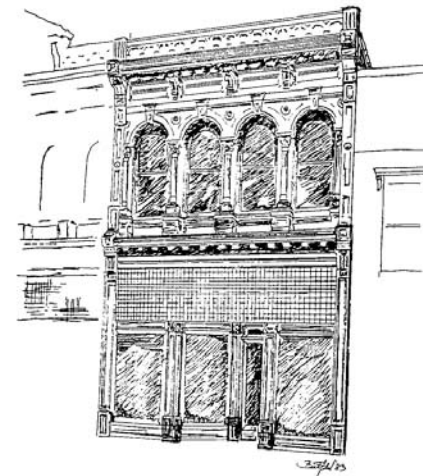


Downtown Design Guidelines – Owensboro, KY – January 1990

Downtown Design Guidelines establish a special commitment to visual quality in the downtown area. They put in one place an explanation of the desired design standards for downtown private and public development projects in order to promote the economic betterment of the community.

Many cities generously shared their urban design guidelines with us as we prepared this document. As those were shared with us, we encourage other communities to use ours.

The Sol Wile Building, constructed in 1888, was covered with green aluminum in the 1960s in an attempt to make the building look more modern. With assistance from Downtown Owensboro, Inc. and the Kentucky Heritage Council, the present owners renovated the significantly historic building a few years ago. They removed the aluminum, repaired the pressed metal, exposed the transom glass, and restored the kickplates.



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Introduction

The 20th century brought many changes to Owensboro. The automobile brought new competition to the downtown from commercial strips and shopping centers. Downtown merchants tried to compete for the attention of the passing cars by imitating the look of the shopping centers, erecting shiny new aluminum storefronts and eye-catching signs.

In many ways, the result has been a sorry one. Downtown now appears as a curious cross between neglected historic buildings and a commercial shopping strip. It presents a confused image to the shopping public and tourists. In recent months, as public attention is turning to the revitalization of the downtown, it seems wise to provide assistance to property owners who are interested in making quality improvements to their buildings.

All across the country, community leaders are working on the revitalization of their downtowns. The cities who are successful are the ones who recognize and respect the special urban character of their downtowns.

The idea of visual relatedness is crucial to the goal of this plan. Historically Main Street facades complemented and reinforced one another. Compare the drawings on this page. Notice how the remodeling of the old facades has destroyed their continuity. They are no longer visually tied together. Each facade is unrelated to the next, and the character of the building group as a whole suffers.

With its buildings, history, setting and place within the community, downtown is unique and special. It makes sense to acknowledge these resources and take full advantage of them to develop the qualities that are already present downtown.

The Downtown Design Guidelines propose to establish a plan for the downtown that integrates recognized urban design policies with the Secretary of Interior's Standards of Rehabilitation of Historic Buildings. Many cities in Kentucky have regulations for their historic districts and most cities have ordinances that protect and promote orderly downtown development. This plan will attempt to blend the two into one.

Process and Use of the Guidelines

The Downtown Design Guidelines are the direct result of Mayor David Adkisson's request to Downtown Owensboro, Inc. to study ways to improve the appearance of the downtown. Their broad charge was to establish a program to assist development projects through the use of written standards for renovation and new development that would enhance the positive qualities of the commercial downtown. D.O.I. coordinated a planning committee which was selected for the diversity of their perspectives and the knowledge and skill they would bring to the development of this final product.

Design review programs from other Kentucky cities were studied and guidelines from all over the country were used as resources. All organization involved with the downtown have been involved in the development of this plan.

The guidelines which follow are to be used as an advisory tool. They can't be used as a checklist but generally require interpretation. The process planned - mandatory review but voluntary compliance with the commission's recommendations is experimental. The hope is that a well trained commission, carefully crafted guidelines and constructive discussion between





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a property owner or designer and the commission will lead to a positive new downtown look. Cooperation and understanding on both parts will be required.

All public and private projects visible to public view must be submitted for review. This review period will allow the commission or their administrator to provide information to the project manager on economic development incentives which could assist the project. The review of design plans would open a dialogue between developers, designers, property owners, and community representatives about the appropriateness of specific design proposals.

The City Commission has adopted Ordinance No. 50-89 which outlines the duties and responsibilities of the Design Guideline Commission. These written guidelines are the "handbook" of this commission. The guidelines and the application form have been approved and adopted by the city Commission and any subsequent changes need their approval.

The Design Commission is a five member group appointed by the mayor and approved by the City Commission. They are appointed for rotating terms of office and use Downtown Owensboro, Inc. as their administrator.

Applications are available at Downtown Owensboro, Inc. or the City Building Inspector's office. Completed applications should be submitted to Downtown Owensboro, Inc. who provides staff assistance to the Design Commission. All projects will be reviewed within ten days of submitting a completed application form. At this time a letter of procedural compliance will be provided so that any necessary permits can be issued by the building inspector.

The Design Commission may allow their administrator to process applications that clearly comply with the spirit of this program without the commission's direct review and involvement. This would include, but not be limited to, projects subject to the Section 106 Review process or projects utilizing the 20% investment tax credit. These are subject to review by the U.S. Department of Interior.



The design guidelines are proposed with different standards. The Main Street Historic District and the Doctor's Row Historic District have one standard, while the remainder of the downtown core has another. The core is defined as the area bounded by Walnut on the west, the river on the north, Crittenden St. on the east, and 5th St. on the south.

All buildings within the two historic districts have been evaluated for historic significance by Preservation Alliance and Downtown Owensboro, Inc., based on the survey of historic sites done by the Kentucky Heritage Council in 1977. A corresponding rating has been assigned to each building.

There are four categories of design criteria to use to determine the level of concern with keeping historic features and blending with adjacent property. These are:

NATIONAL REGISTER OR NATIONAL REGISTER ELIGIBLE BUILDINGS

These buildings have been either listed on the National Register or identified by the Kentucky Heritage Council as being individually eligible for the National Register prior to the designation of the two historic districts. In addition, it is the consensus of the two before mentioned groups that the Walgreen Building should be placed in this category.

Renovation work on these buildings should preserve all important elements. In addition to the guidelines within this urban plan, the Secretary of Interior's Standards for Rehabilitation should be used.

Buildings within this category are identified on the map on page 5.

KENTUCKY LANDMARK BUILDINGS

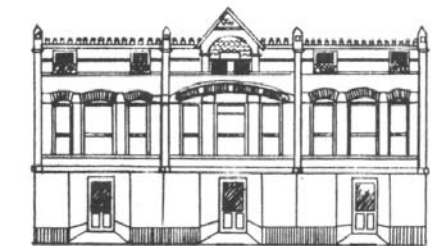
These buildings are individually important to the community, and retain a substantial amount of their original facade elements, enabling the viewer to interpret the character of the building as it would have been at an earlier stage in its life. The guidelines in the renovation section also apply to these buildings. As

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with the National Register eligible buildings, all elements of a facade that contribute to its character should be preserved. Those elements are defined in the guidelines.



Oddfellows & Breedenback Buildings



Miller Building
1887



First Baptist Church
1924

CONTRIBUTING BUILDINGS

These are buildings that are located within one of the historic districts and contribute to the character of the district in style and sense of place. Individually, these buildings may not be considered historically significant. In the context of other historic structures, however, they help to complete the street scene and establish a general sense of scale and character that is evocative of earlier times. This section of renovation

guidelines also applies to these buildings, but with more flexibility than the previous categories. In these cases, designs that compromise some historic elements may be appropriate if basic urban design objectives are met.

NON-CONTRIBUTING BUILDINGS

These buildings do not add to the historic character of the district. These may be more recent buildings that do not exhibit basic design elements familiar to the historic structures, or they may be older buildings that have been so substantially altered that no historic significance remains. When these buildings are renovated, the designs should improve the overall pedestrian-oriented urban design objectives. In this instance, the guidelines for new construction apply, instead of those for renovation.

NON-HISTORIC DOWNTOWN CORE

The non-historic downtown includes a broad spectrum of development and a variety of opportunities. These guidelines encourage a focus on street level interest and promote an attention to massing, scale and alignment of building features. Urban design concerns are paramount.

Within the non-historic core area are individual buildings which are either on the National Register, have been identified as being eligible for the National Register or they have been given a Kentucky Landmark status. These buildings should be renovated with the same level of sensitivity as those within the historic districts.

UTILITIES

All buildings undergoing changes which affect the electrical facilities should contact an engineer at Owensboro Municipal Utilities for directions. Long range plans for the downtown include efforts to place utilities underground. It may be a cost savings to provide for this as you renovate.

MAIN STREET HISTORIC DISTRICT AND DOCTOR'S ROW HISTORIC DISTRICT

The two historic districts within the downtown core are the Main Street Historic District and Doctor's Row Historic District. The Main Street Historic District is located on 2nd Street between St. Ann and Lewis Streets. Doctor's Row Historic District contains the Raines Building on Frederica St., and the Wible Building on St. Ann Street and all buildings on the north side of 4th Street between Frederica St. and St.



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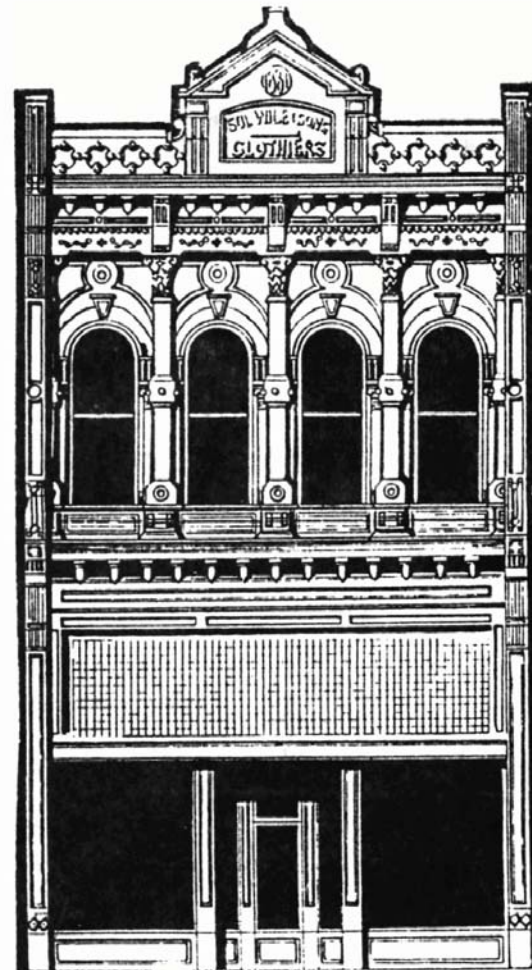
Ann St. These are the boundaries of the areas which are listed on the National Register of Historic Places.

These two areas contain the city's greatest concentration of historic commercial buildings and serve as a link with our cultural heritage. Some buildings are significant because of their rich architectural design, others are significant because of the role they have played in the community's economic development.

Development and change within these areas should be managed in a way that protects the city's heritage and enhances its economic viability. Development in these areas must be especially sensitive to issues of compatibility. Indeed, the economic success of the downtown is in many ways dependent on maintaining the character and quality that sets the downtown apart from other commercial areas. For this reason, architectural guidelines for new buildings are proposed in the Urban Design Plan. Preservation and restoration of the inventory of older buildings in these districts are of importance as well. Standards for building renovation are also provided.

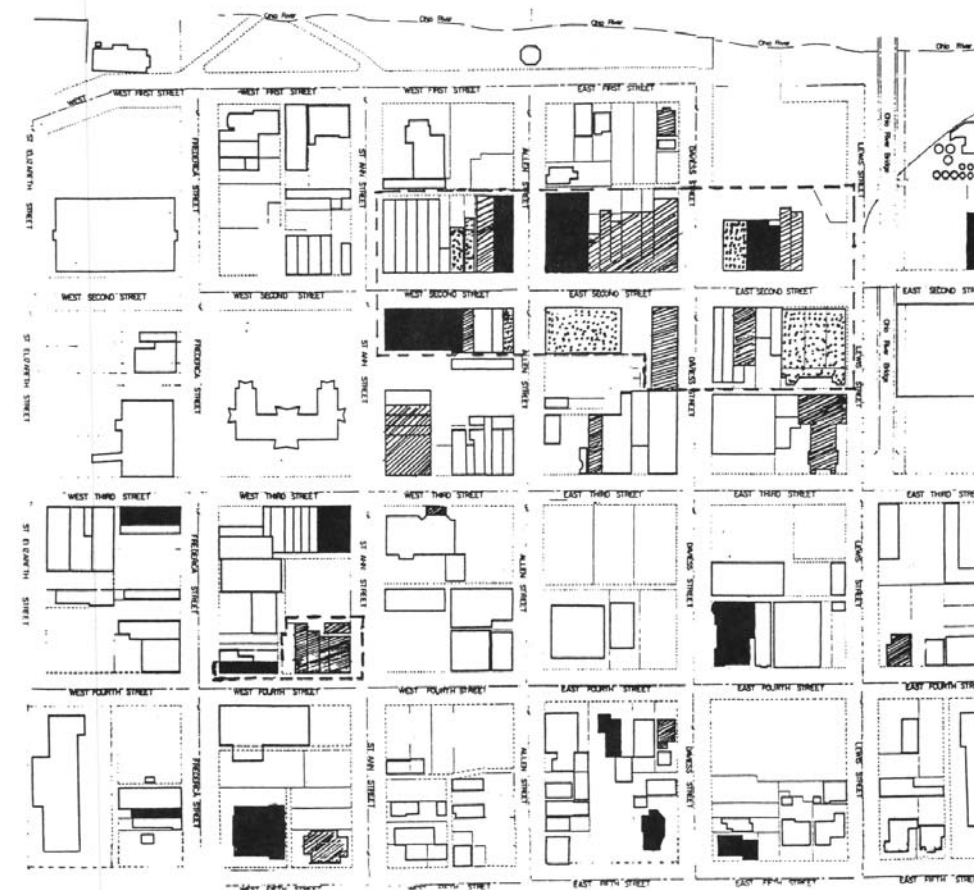
OBJECTIVES OF DESIGN GUIDELINES

- * Preserve the integrity of historic architectural features of individual buildings.
- * Minimize alterations and new construction that weaken the historic integrity of individual buildings and of the area at large.
- * Encourage new development that respects and enhances the visual character of the area.
- * Enhance the retail focus of the area.



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- National Register or eligible buildings
- ▨ Kentucky Landmarks or buildings which contribute to the historic character of a National Register District
- ▤ Non-contributing buildings within an Historic District
- Boundaries of a National Register District





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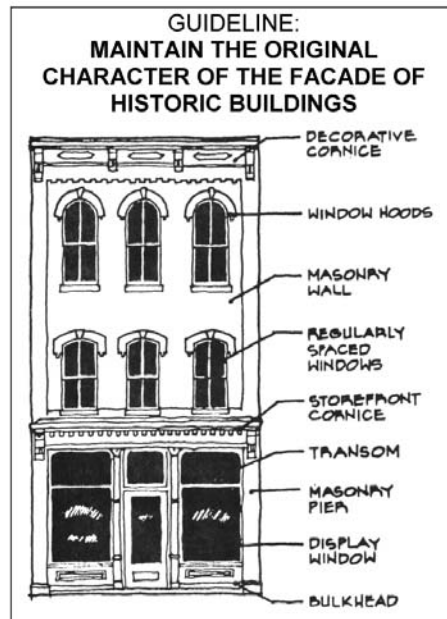
Renovation of Historic and Contributing Buildings

HISTORIC DISTRICTS

The purpose of guidelines for the renovation of historic structures is to define and encourage respect for basic architectural similarities that contribute to the character of the area.

Historically, building modifications were made as needs changed. Many of these alterations were sympathetic to the original character of the structure and may take on significance themselves. Others were unsympathetic changes that eroded the historic integrity of the facade.

In general, it is acknowledged that changes to structures will occur over time. The concern is that these changes not damage the historic building fabric and overall design integrity.



Analyze the building for its essential elements. Respect the original design of the building. Don't apply these designs that alter the original character.

**GUIDELINE:
REINFORCE THE ESTABLISHED HORIZONTAL LINES OF FACADES ON THE BLOCK**



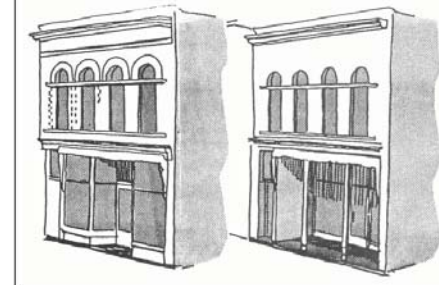
Vertical and horizontal alignments of architectural features occur along traditional streets. This results because most buildings were constructed using standard dimensions for storefronts, windows, and floor heights.

Some elements that typically align are the cornices at the tops of buildings, upper story windows which are often defined by window sills and moldings that separate storefront windows from upper stories. These lines unify the streets visually.

Restore or recreate the historic horizontal alignment of architectural features.

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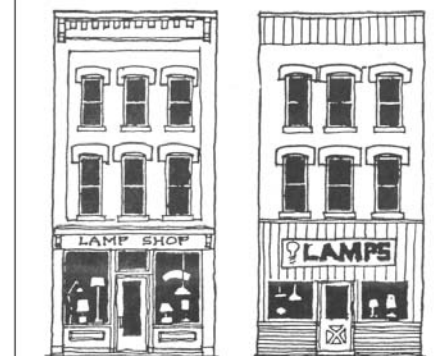
**GUIDELINE:
MAINTAIN THE LINE OF THE STORE FRONT AT THE SIDEWALK EDGE**



Preserve the glass at this line where feasible.

If the alignment of the store front wall at the sidewalk is not essential to its historic character, it may be recessed. In these cases, the line at the sidewalk should be retained by the use of other elements such as planter, columns or railings.

**GUIDELINE:
MAINTAIN THE ORIGINAL SIZE AND SHAPE OF THE STOREFRONT OPENING**



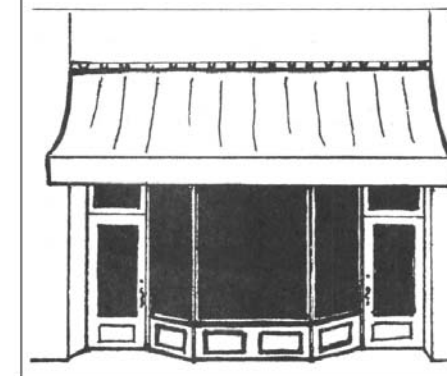
Appropriate Inappropriate

For most historic buildings, large window panes at the first floor level are advisable for both retail and office use.

In historic buildings, avoid multi-pane designs that divide the storefront window into small components. This look is not typical of most downtown buildings.

Tinted glass is generally discouraged except for decorative transoms.

**GUIDELINE:
MAINTAIN TRADITIONAL RECESSED ENTRIES WHERE THEY EXIST**



The rhythm of recessed entrances on the street contributes to visual continuity and is encouraged on all buildings. Recessed entries identify the entrance and provide shelter.

Avoid doors swinging out into pedestrian pathways along the street sidewalks.

Use doors with large areas of glass and a painted frame.

Avoid unfinished bright aluminum or stainless steel frames.

Avoid residential type doors, including those from historic residences.

Finished frames may be metal with anodized or painted finish or varnished or painted wood.



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**GUIDELINE:
PRESERVE PRIMARY FACADE
MATERIALS**



Inappropriate use of materials.

Avoid concealing original facade materials.

If the original material has been covered, uncover it if feasible.

If portions of the original material must be replaced, duplicate the material or use a material similar to original.

Avoid use of shiny, reflective materials such as mirror glass, baked enamel and plastic panels as primary facade materials. These contrast too much with the established materials and increase heat and glare on sidewalks.

Avoid rough sawn "barn wood" or other boarded surfaces which are inconsistent with original building design.

Materials that are similar in texture and pattern to those of the dominant brick work found in the district are encouraged.

**GUIDELINE:
IMPROVE THE REAR OF BUILDINGS
TO ENHANCE PUBLIC ACCESS FROM
PARKING LOTS AND ALLEY**



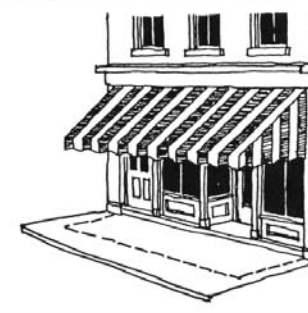
Design concepts should be used that relate to the front of the building.

Signs should be designed with the same quality as the front.

Service equipment, including dumpsters, should be screened.

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**GUIDELINE:
CONSIDER FABRIC AWNINGS TO
PROVIDE DEPTH AND COLOR AND
TO SHADE THE STOREFRONT GLASS**



A canvas awning can be an important element in providing color. Since awning colors are more limited than paint colors, it is advisable to select the awning first.

A standard street-level awning should be mounted so that the valance is about 7 feet from the sidewalk and projects out between 4 and 7 feet from the building. A 12-inch valance flap is usually attached at the awning bar and can serve as a sign panel.

An awning can be attached above the display windows and below the cornice or sign panel. Sometimes it is mounted between the transom and the display windows, allowing light into the store while shading the merchandise and pedestrians from the sun.

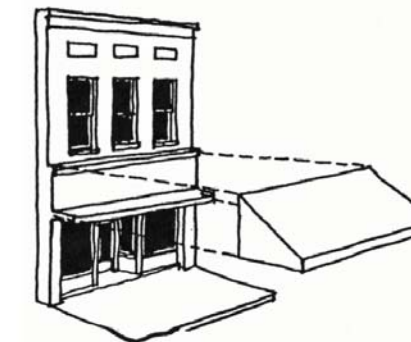


An awning should reinforce the frame of the storefront and should not cover the piers or the space between the second story window sills and the storefront cornice.

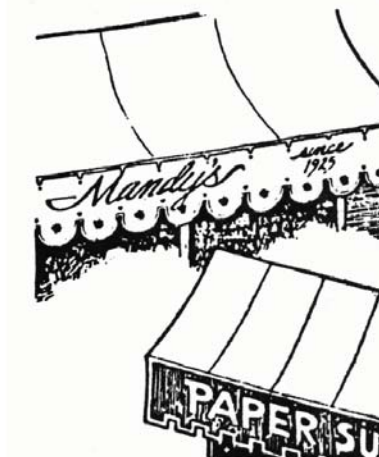
Aluminum and wood awnings or canopies generally detract from the historic character and should not be

erected. If a flat canopy exists, it can be dressed up with a 12 to 24 inch awning valance.

Align awnings with others in the block where appropriate. This particularly applies to the bottom line of the awning. Mount the top edge to align with the top of the transom or to align with the framing that separates the transom from the main display window.



The awning may be used for a sign as long as the copy does not exceed 20% of each plane of the awning surface. Symbols or logos are encouraged on the main surface of the awning.



Coordinate the color for the awning with the color scheme of the entire building front and with other buildings on the block.



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**GUIDELINE:
PRESERVE ORIGINAL
ORNAMENTATION AND DETAILS OF
THE FACADE**



Where portions of details have been removed, refer to photographic evidence of the earlier condition, and look for details that may have been removed and stored in the building.

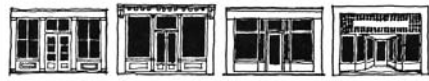
Where exact reconstruction is not practical, simplified contemporary interpretations of the original details are encouraged.

Maintain the major lines of the original detail.

New trim materials should be visually compatible with the original.

Preservation or restoration of ornamental cornices is especially encouraged. Other decorative elements to be respected include belt cornices, pilasters, window arches and frames.

**GUIDELINE:
MAINTAIN THE KICKPLATE BELOW
THE DISPLAY WINDOW**



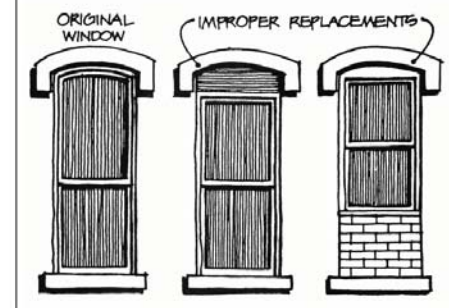
For buildings of historical significance, use historic photographs to document the original kickplate and duplicate it if possible.

If original information is not available, develop a new simplified design that retains the original character of the kickplate.

For renovations where there is no documentary evidence, appropriate kickplate materials are: painted wood, glazed tile or painted metal in muted tones.

Where adjacent kickplates align in appropriate position, align the kickplate with those of other buildings in the block. This element is essential on most historic buildings and is encouraged on all other buildings.

**GUIDELINE:
PRESERVE THE SIZE AND SHAPE OF
UPPER STORY WINDOWS**



Consider reopening upper story windows if they are presently blocked.

If lowered ceilings are necessary, pull the dropped ceiling back from the window.

Maintain the original spacing patterns of the windows.

**GUIDELINE:
PRESERVE THE TRANSOM IF IT
EXISTS**



Use glass if possible, preferably clear glass.

Use the panel as a place for a sign or decorative panel if the use of glass is not feasible.

Retain the original proportions of the opening.

If the framing that defines the transom is removed, consider reestablishing it in a new design.

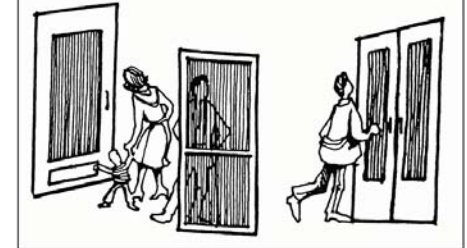
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If the interior ceiling is now lower than the transom line, pull the dropped ceiling back from the window to maintain its historical dimensions.

Where adjacent transoms align in the appropriate position, align the transom framing with others on the block.

Keep the overall character of the transom area as a dark panel, similar to glass.

**GUIDELINE:
MAINTAIN AND REPAIR THE
ORIGINAL DOOR, IF POSSIBLE**



Traditionally, entrance doors were made of wood with a large panel. Many original doors have been replaced by standard aluminum and glass commercial doors. Although lacking in historic character, they are generally unobtrusive.

Aluminum doors and storefronts can be made more compatible by painting them a dark color.

**GUIDELINE:
IF THE DOOR MUST BE REPLACED,
USE A COMMERCIAL TYPE AND
AVOID RESIDENTIAL DESIGNS**



Have a new door built with the same design and proportions of the original.

Find a manufactured wooden or steel door that resembles the traditional store door.

Use a standard aluminum commercial door with wide stiles and a dark anodized or baked enamel finish.

Do not use doors with moldings, cross bucks or window grills.

**GUIDELINE:
IT IS GENERALLY INAPPROPRIATE
TO PAINT UNPAINTED BRICK**



If the brick is painted, avoid paint removal or sandblasting that damage the finish which could lead to the decomposition of brick. Consider repainting the brick rather than stripping down to bare material.

**GUIDELINE:
SELECT A COLOR SCHEME THAT
WILL VISUALLY LINK THE BUILDING
WITH OTHERS IN THE AREA**

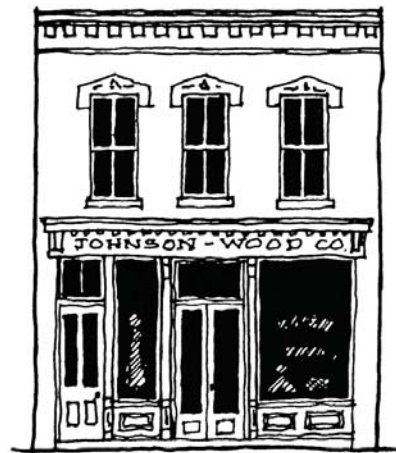
Consider colors found in natural surroundings because they relate well to the established masonry tones of downtown.

Consider the established colors of the brick and stone when selecting a color. Look also to paint colors already used in the block that may be repeated or complemented.



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**GUIDELINE:
DEVELOP A COMPREHENSIVE
COLOR SCHEME FOR THE ENTIRE
BUILDING FRONT THAT WILL
CONVEY A UNIFIED IMAGE**



BASE COLOR

- WALL SURFACES
- STOREFRONT PIERS

MAJOR TRIM

- CORNICE
- WINDOW CAPS
- WINDOW FRAMES
- STOREFRONT CORNICE
- STOREFRONT COLUMNS
- BULKHEADS

MINOR TRIM

- WINDOW SASH
- DOORS
- STOREFRONT FRAME
- SMALL DETAILS ON CORNICES, WINDOW HOODS AND BULKHEADS

As colors are chosen, it is important to consider the building as a whole, as well as which details to emphasize.

Generally three colors are sufficient to highlight any facade.

The **BASE COLOR** is that on the upper wall and piers flanking the storefront. Often this color will be natural brick and not require paint. If the building has been painted already, a color should be selected that relates to the surrounding buildings.

The **MAJOR TRIM** color defines the decorative elements of the building, tying together the upper facade trim and the storefront. The trim color should complement the base color. If there is a natural stone or terra-cotta trim on the facade, it should serve as a trim color. Major trim elements include the building cornice, storefront cornice, window frames, sills and hoods, and a storefront frame, columns and bulkheads (including aluminum).

The **MINOR TRIM** should enhance the color scheme established by the base and major trim. Often a darker shade of the major trim can be used to highlight the window sashes, doors and selective cornice and bulkhead details. Care should be taken not to over decorate the facade.

Color can also be used to minimize facade problems visually. A poorly patched and re-pointed wall is not as noticeable when it is painted; a missing upper cornice can be recreated with a one dimensional paint scheme; and inappropriate materials can be made more compatible with paint color.

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New Construction and Remodel of Non-Contributing Buildings in a Historic District

The purpose of these guidelines is to establish standards for the fitting of new development into the historic commercial area. This requires a careful assessment of each site's context and it means making a conscious effort to achieve compatibility with the surroundings.

ALIGNMENT OF ARCHITECTURAL FEATURES

The horizontal alignment of architectural features occurs on consecutive sets of building fronts. The line may be created by cornices, window sills, decorative moldings and transoms. In plan, most building fronts in the downtown align at the sidewalk edge with no setback. All efforts should be made to reinforce these lines on building fronts.

Repetition of similar building widths and alignment of horizontal elements are basic characteristics that should be expressed in new construction.

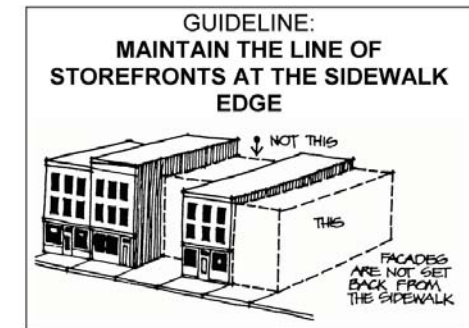
**GUIDELINE:
REINFORCE THE ESTABLISHED
HORIZONTAL LINES OF FACADES IN
THE BLOCK**



Where feasible, align cornices, upper story windows and storefront windows.

Express the position of each floor with horizontal elements.

Align storefront heights with others on the block.

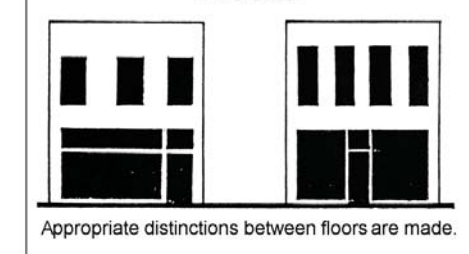


Placing the storefront at this line is the preferred design, although a three foot setback may be required for new buildings.

If the building wall is to be set back from the sidewalk such as for a plaza, maintain the line with planters, railings or similar features.

Projections forward into the public right-of-way are not allowed except for awnings or canopies.

**GUIDELINE:
MAINTAIN THE DISTINCTION
BETWEEN UPPER AND LOWER
FLOORS**

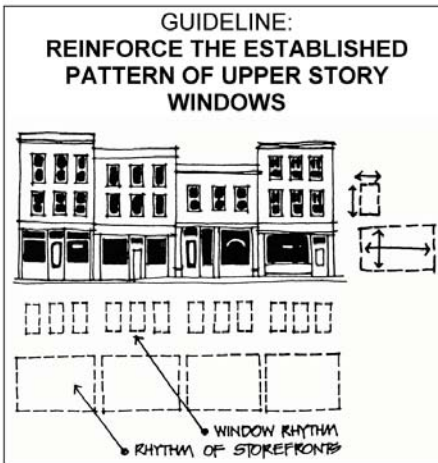


This difference is expressed in the proportions of storefront windows to upper story windows. The first floor is primarily transparent, whereas the upper floor is traditionally more solid with smaller openings.

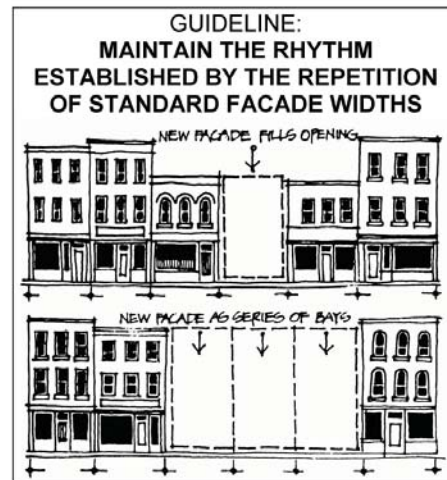
On streets which are more pedestrian orientated, a minimum of 65% of the first floor should be glass.



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Use vertically proportioned windows similar in size and shape to those used historically or consider using other architectural elements to establish a similar rhythm.



The dominant proportion is a 20 to 22 foot facade width, established by the traditional lot dimensions. This should be expressed in new design.

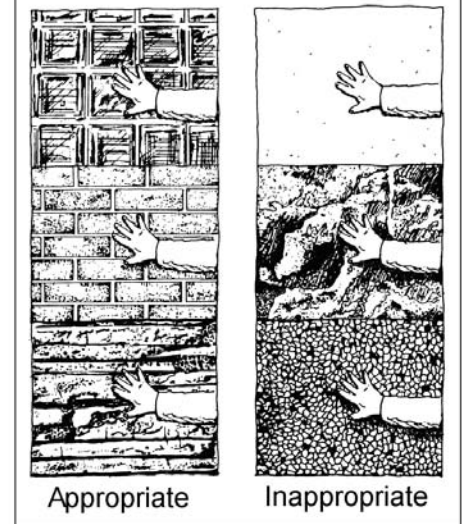
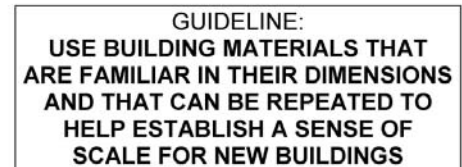
Maintain this rhythm in buildings for a single lot, and for those that extend over more than one lot.

Try not to eliminate traditional established breaks that occur between buildings, such as alleys.

Direct access to shops and offices from the street can help maintain the established street rhythm, as well as support interested street activity.

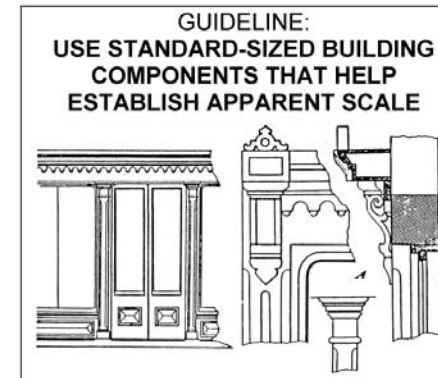
SCALE OF BUILDING MATERIALS

Building materials in units that are similar to human proportions help people interpret the size of a building. The standard sizes of brick and uniform building components help the viewer establish the size of a building. Perceiving the scale of the building is important as it enhances the pedestrian's ability to relate comfortably to the buildings, spaces, and walking distances downtown.



Buildings conveying a smaller scale are most suitable to the atmosphere of downtown. Human-scaled buildings are comfortable and create a friendly atmosphere that respects the historic scale of the district while also enhancing its market-ability as a special business area.

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Doors, hardware, roof overhangs, siding, moldings, light fixtures and details easily affect the scale of the buildings and should be considered carefully.

Avoid attempts to make a small building look larger.

Repetition of traditional facade components on existing buildings creates patterns and alignments that contribute to the character of the historic commercial area. In general, using these traditional elements, interpreted in new ways, is encouraged in the historic commercial area. These elements are more strongly desired in this area than in other parts of the downtown.



Consider some or all of these elements:

Use a kickplate as a base to the store front. Align the height with others in the block when possible.

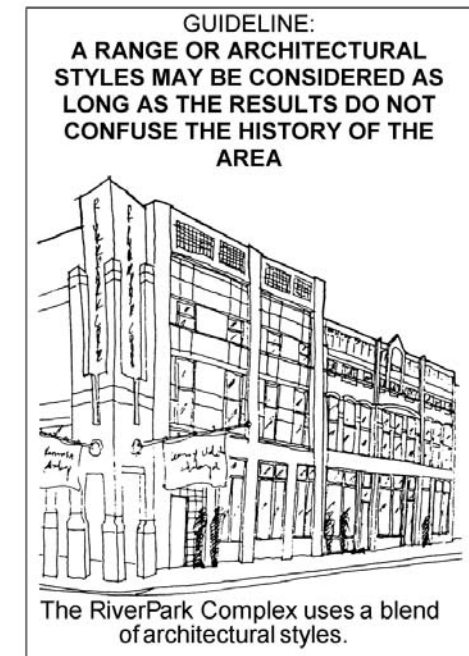
Align first floor display windows with height of others in the block when others are appropriately placed.

Align transoms with others when they are appropriately placed.

Align sign bands and awnings with others in the block.

ARCHITECTURAL STYLE

If an overall positive ambiance is to be created and if historic integrity is to be preserved, downtown redevelopment must be respectful of its surroundings. The guidelines do not dictate the use of any specific style. Contemporary designs are encouraged when the essential substance of nineteenth-century architecture is used to guide the designer in massing, proportion, scale, texture, pattern and line. New creative interpretations of traditional design variables are particularly encouraged.



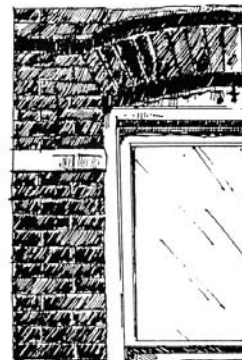


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Theme designs, such as Colonial Williamsburg or rustic are inappropriate in the historic district.

Architectural styles that directly copy those used historically in Owensboro are discouraged. Even though they may be visually compatible with their surroundings, they will confuse the authentic history of the district. Designs that are compatible, but distinguishable from their historic neighbors are preferred. Some designs may use historic ornament in new "revival" interpretations of older styles. These may be appropriate as long as the result is visually compatible with its surroundings and the design is distinguishable as new.

**GUIDELINE:
USE MATERIALS THAT ARE SIMILAR
IN TEXTURE TO THOSE
ESTABLISHED IN THE DISTRICT**



Appropriate

The following materials are compatible with the historic commercial area and are encouraged:

- Brick and stone masonry.
- Finished lumber, applied to achieve traditional patterns, i.e., horizontal siding rather than diagonal.
- Finished painted metal and sheet metal.
- Clear untinted glass.
- Brick, clay and ceramic pavers.
- Slate, finished metal, glazed ceramic and tile roofs.
- Concrete as lintels and columns.

**GUIDELINE:
THE FOLLOWING MATERIALS ARE
GENERALLY CONSIDERED TO BE
INAPPROPRIATE IN THE HISTORIC
COMMERCIAL AREAS:**



Inappropriate Materials

- Indoor-outdoor carpeting.
- Corrugated metal.
- Corrugated fiberglass.
- Moss rock.
- Mottled light variegated brick, oversized brick, white or black brick mortar, "antique" or old brick with partial paint.
- Ornate wrought-iron, "New Orleans" style grille and rail work.
- Stucco, treated as "hacienda" or "Mediterranean" texture.
- Astroturf.
- Expanded metal.
- Silver or clear aluminum extrusions for windows and doorways.
- Residential type sliding glass doors.
- Imitation wood siding.
- Flat or molded plastic sheeting when used as primary facade materials.
- Imitation metal "rock work".
- Imitation masonry of any kind.
- Plastic molded imitations of any conventional building material.
- Mirror or metallic reflective glass in quantities exceeding ten square feet.
- Coarsely finished, "rustic" materials such as wood shakes, shingles, barn wood or stained fir plywood.

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**The Non-Historic Downtown
– New Construction**

The Non-historic Downtown Area's boundary includes all property outside the two Historic Districts, but within the downtown core. This is the area bounded by the Ohio River on the north, Crittenden St. on the east, Walnut St. on the west, and 5th St. on the south.

The basic principle of the design guidelines for the Non-historic Downtown Area is to stimulate development that reinforces the downtown as a pedestrian environment by encouraging architectural solutions that are interesting in their designs and that will house interesting activities. This is particularly true of the street levels of new buildings.

Buildings should be designed so that they are easy to "read" in terms of understanding the activities offered and also temper the climate in favor of walking. The guidelines discourage buildings that may create harsh sidewalk experiences, and they seek to minimize the visual and functional impacts of automobiles.

Downtown is a place where the pedestrian should feel welcomed and comfortable. The guidelines reflect this attitude in the policies on massing, siting, architectural

components and materials.

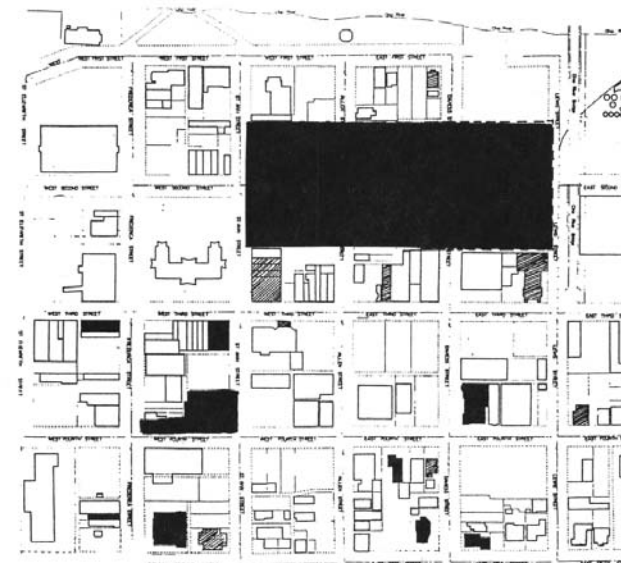
The objectives of the guidelines for the Non-historic Downtown Area are to:

- Strengthen the identity of the pedestrian zone.
- Encourage new infill development that will generate pedestrian activity.

The purpose of these guidelines for new construction is to define and encourage respect for basic architectural similarities that contribute to the character of the area.

Horizontal alignment of architectural features occurs among building fronts in the form of cornices, window sills, and moldings. In plan, building fronts often align at the sidewalk edge. These lines enhance the visual continuity of the street and establish a comfortable sense of enclosure for the pedestrian.

All efforts should be made to reinforce these lines on building fronts. New forms and massings are expected, but these should still relate to the established visual image of downtown. Facades should be articulated to repeat the standard heights of building components, such as floor levels and cornices, albeit at times using new elements to do so.





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**GUIDELINE:
MAINTAIN THE LINE OF THE
STOREFRONT AT THE SIDEWALK**

Recommended

Not Recommended

For large projects that occupy several lots, variation of building height within the project is encouraged.

For smaller projects, consider variation of the overall height in relation to its neighbors.

Slender forms such as towers and turrets may add variety an interest.

**GUIDELINE:
DEVELOP THE FIRST LEVEL OF
BUILDINGS TO PROVIDE VISUAL
INTEREST TO PEDESTRIANS**

The development of the first floor level as an area that is interesting to the pedestrian is a primary objective downtown.

**GUIDELINE:
TO ALLOW GOOD VISIBILITY INTO
STOREFRONT WINDOWS AND TO
CREATE PEDESTRIAN INTEREST,
SHADE THE STOREFRONT GLASS BY
APPROPRIATE MEANS**

Use awnings or, for new recessed buildings, consider arcades with storefront glass recessed.

DISTINCTION BETWEEN UPPER AND LOWER FLOORS

Typically, the first floor of commercial buildings is predominantly transparent with a large proportion of void to solid. This distinction helps to define the first floor as more open to the public in general. The line established by uniform storefront heights helps to establish a sense of scale for pedestrians.

If the building wall is to be set back from the sidewalk such as to create courtyards or arcades, maintain the sidewalk line with planters, columns, portals, railings or similar features.

Development of this first floor as "pedestrian-interesting" is strongly encouraged.

Access to parking facilities should be from side streets (St. Ann, Daviess, Allen) or alleys.

**GUIDELINE:
ALTHOUGH GENERAL SIMILARITY IN
BUILDING HEIGHTS AT THE
SIDEWALK IS ENCOURAGED,
VARIETY IN BUILDING FORM IS
OFTEN DESIRABLE**

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**GUIDELINE:
MAINTAIN THE DISTINCTION
BETWEEN UPPER AND LOWER
FLOORS**

Appropriate distinctions between floors are made.

Inappropriate distinctions between floors are made.

Develop the first floor primarily transparent.

On upper floors, consider using windows or other architectural features that will reinforce the typical rhythm of upper story windows found on traditional commercial buildings.

**New Construction and
Remodel of Non-
Contributing Buildings**

RHYTHM AND FACADE WIDTHS

The traditional lot width of 20 feet has generated buildings of uniform width which are repeated along many downtown streets in a familiar rhythm. This pattern helps to tie the street together visually and provides the pedestrian with a standard measure of his progress. Reinforcement of this 20 foot facade rhythm is encouraged.

**GUIDELINE:
CONSIDER DESIGNS THAT WILL
MAINTAIN THE RHYTHM
ESTABLISHED BY THE REPETITION
OF STANDARD FACADE WIDTHS**

This rhythm may be expressed by changing materials or color, by using design elements such as columns and pilasters, or by varying the setback of portions of the building facade.

**GUIDELINE:
TO MINIMIZE LONG EXPANSES OF
BUILDING FRONT THAT ARE OUT OF
SCALE WITH DOWNTOWN,
VARIATION OF FACADE PLANES IS
ENCOURAGED**

Maintain traditional breaks in the street wall for alleys and walkways.

**GUIDELINE:
CONSIDER INCORPORATING
TRADITIONAL FACADE
COMPONENTS IN NEW DESIGNS**

Repetition of traditional facade components creates patterns and alignments that visually link buildings within a block, while allowing individual identity of each building. These elements are familiar to the pedestrian and help establish a sense of scale.



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The use of traditional facade components is encouraged, with the understanding that these elements may be reinterpreted in a variety of creative ways.

Consider the following elements:

- Parapet cap or cornice.
- Sign band above the store front.
- Awning or canopy.
- Transom.
- First floor display window to expose the activity within.
- Recessed entry.
- Kickplate as a base to the storefront.

PERCEIVED SCALE OF BUILDING MATERIALS

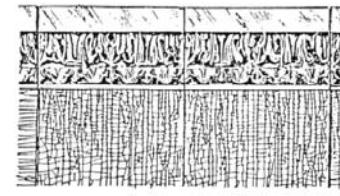
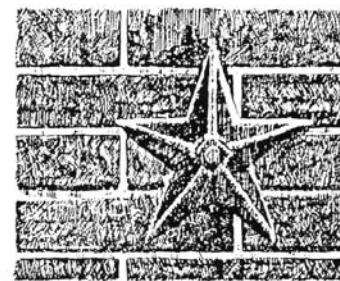
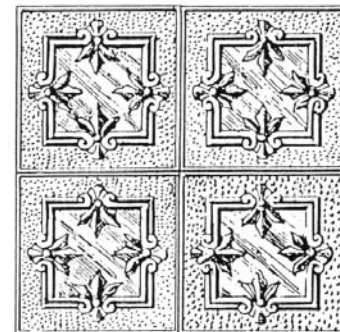
Building materials manufactured in units that are in familiar human proportions help people to interpret the size of a building. The standard size of brick and uniform building components, such as typical windows, help the viewer establish the size of a building. Perceiving the scale of the building is important in terms of the pedestrian's ability to relate comfortably to the downtown buildings, spaces and walking distances.

**GUIDELINE:
USE BUILDING MATERIALS THAT ARE FAMILIAR IN THEIR DIMENSIONS AND THAT CAN BE REPEATED. THIS HELPS TO ESTABLISH A SENSE OF SCALE FOR NEW BUILDINGS**

Use familiar building components in traditional sizes.

Combine building materials in modules that can be visually measured to gain a sense of scale. Avoid large featureless surfaces.

**GUIDELINE:
THE USE OF TRADITIONAL MATERIALS AS THE DOMINANT MATERIALS IN NEW BUILDINGS IS ENCOURAGED**



For basic wall materials, use materials that are muted in texture and tone, such as brick and stone.

Reserve the use of strongly contrasting materials for accents. Where smooth, featureless panels are contemplated, design them into modules that can be related to human scale.

Avoid using highly reflective surfaces that will generate glare, especially at the sidewalk level.

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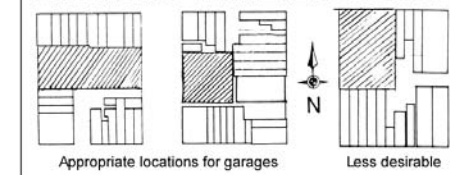
Downtown Parking Facilities

The purpose of these guidelines is to set standards for public and private parking facilities.

Parking lots and garages are necessities for the central business district. These necessary elements often detract from the appearance of and have a negative effect on businesses downtown. Numerous design techniques to soften the effect of parking facilities are available.

The primary elements to consider in planning for the appearance of parking facilities include the following: the size of the facility; its relationship to abutting buildings and land uses; the location of the facility within the district; construction techniques; security; maintenance; and beautification elements such as landscaping, pavement, and lights.

**GUIDELINE:
LOCATE PARKING FACILITIES, PARTICULARLY SURFACE PARKING LOTS, AT THE INTERIOR OF A BLOCKFACE WHENEVER POSSIBLE**



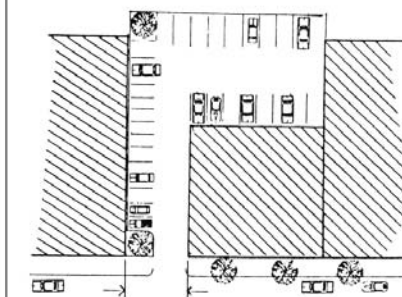
This retains the continuity of the east-west running streets as major business districts. Location of a parking facility within one of these blocks creates a "dead space" for pedestrian traffic.

Location of a parking garage on a major commercial corner is underutilizing a corner which should be the site of a business.

Location within the center of a block will allow the exterior treatment of a parking garage to be less costly.

When possible, access to parking facilities should be off north-south streets.

**GUIDELINE:
WHERE A PARKING LOT OR STRUCTURE SHARES A SITE WITH A BUILDING, PLACE THE PARKING FACILITY AT THE REAR OF THE SITE OR BESIDE THE BUILDING TO PRESERVE THE ARCHITECTURAL CONTINUITY OF THE BLOCK**



The gap between buildings is minimized.

Site parking lots so they will minimize gaps in the continuous building wall of the block.

The preferred configuration is to place a lot or structure behind a building and access it from an alley or side street.

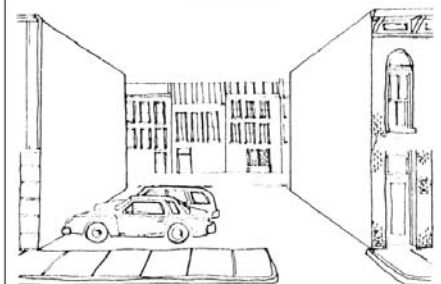
REDUCTION OF VISUAL IMPACT SURFACE PARKING

To reduce visual impact, a privately owned surface parking lot should, as a rule, be limited to a maximum capacity of 50 cars. Other ways of visually scaling down a large parking lot are to divide it into a number of smaller parking lots or to make it look smaller through the use of landscaping. In addition, dispersion of smaller parking areas is beneficial, not only esthetically but also functionally by dispersing parking facilities throughout the downtown area, thereby maximizing shopper convenience.

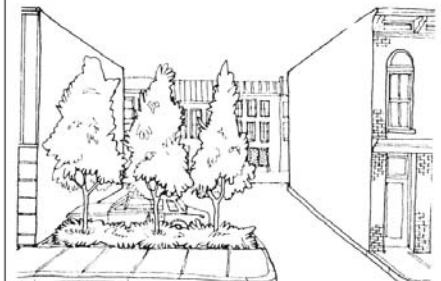


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**GUIDELINE:
WHERE THE PARKING LOT ABUTS A
PUBLIC SIDEWALK, PROVIDE A
BUFFER**



BEFORE



AFTER

This may be a wall, planting strip, or landscaped berm if wide enough. Refer to zoning regulations.

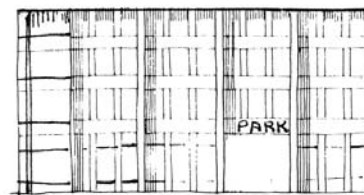
Consider the planting of shrubs, vines, and small trees of at least four feet. They can aid in the circulation of pedestrians and vehicles by demarcating boundaries and aisles and drawing attention to desired openings and paths. Planting islands for flowers, ground cover, or shrubs should be used at entrances, exits, internal turns, and to separate double rows of cars. Planting islands break up the expanse of pavement and help establish the direction of circulation. Greenery must be decorative, require little care, and be able to survive soot and gas fumes.

Consider the use of fences and walls as screens for the edges of lots. Ideal materials for downtown fence and walls include brick and stone. Avoid unfinished wood fences. Materials selected for barriers should be

complementary to the character and materials of adjacent buildings.

Allocate a minimum of 10% of the lot area for landscaping. Of all forms of greenery, trees are the most essential since they screen cars, guide traffic, provide shade, and frame views. Tree trunks must have the protection of curbs to prevent cars from driving into them. Trees with low growing branches should be avoided as well as trees with gum or moisture which may drop on cars.

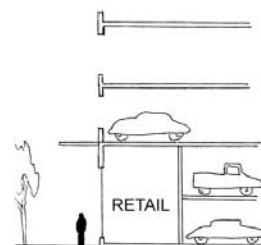
**GUIDELINE:
DESIGN PARKING STRUCTURES TO
BE COMPATIBLE WITH BUILDINGS IN
THE SURROUNDING AREA**



Consider incorporating, at a minimum, an equal proportion of vertical and horizontal architectural elements.

Consider replicating the regular window pattern and other architectural elements of adjacent buildings.

**GUIDELINE:
DESIGN STRUCTURED PARKING SO
AS TO ALLOW SPACE FOR ACTIVE
USES AT THE SIDEWALK**



This may be accomplished by designing retail or personal service space along the street.

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Downtown Signs

The character of a street is established as much by signage as by the structures themselves. The prominent locations and design characteristics of signs strongly influence people's perceptions of the downtown and its individual businesses. When well designed and properly maintained, signs can enhance the unique image of an area. When they are designed without regard for the surrounding architecture, and haphazardly placed, signs can detract from the district's overall appearance.

All new signs in the downtown must be designed in compliance with the city's sign regulations which are part of the Zoning Ordinance Article 9.

**GUIDELINE:
PLACE FLAT SIGNS ON THE
BUILDING SIGN FRIEZE**



Signs should be placed on the horizontal flat bank above the store windows on a flat signboard or made of individual letters attached to the sign frieze.

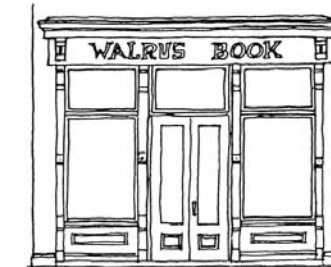
**GUIDELINE:
REMOVE ALL SIGNS ABOVE THE
SIGN FRIEZE**

Signs should never be placed above the sills of the second-story windows so that they will be at a reasonable height for pedestrian viewing. Professional offices located on the second floor of a building can be identified with hand-painted lettering on the window glass.

**GUIDELINE:
REMOVE MOST PROJECTING SIGNS**

Signs that hang over the sidewalk can be counterproductive to business because they often obscure individual buildings and interrupt the visual harmony of the street. If projecting signs are to be used, it is essential that they be small in scale and not project more than 24" from the building surface to which they are attached.

**GUIDELINE:
LIMIT THE SIZE OF THE SIGN SO
THAT IT DOES NOT CONCEAL ANY
OF THE BUILDING'S ARCHITECTURAL
FEATURES**



Signs and lettering should be only large enough to be clear and legible to pedestrians. Large signs, designed to be seen from automobiles at high speed are inappropriate for urban commercial settings.

**GUIDELINE:
PRESERVE ORIGINAL AND HISTORIC
SIGNS**





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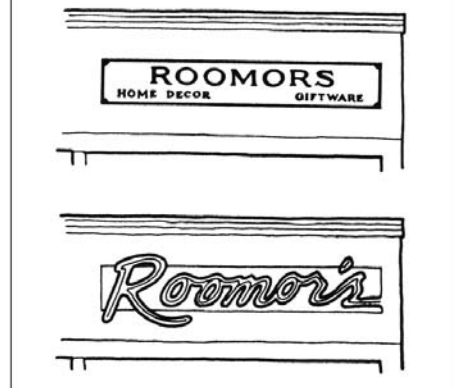
Preserve original building names such as "Sol Wile" which are part of the buildings.

Old signs if well designed originally, such as the neon sign on Nick T. Arnold Jewelry Store, may identify a store as an established anchor of the downtown. Occasionally, even a well-designed projecting sign, in good condition, may be retained for its artistic or historic value.

**GUIDELINE:
USE MATERIALS AND COLORS THAT
ARE COMPATIBLE WITH THE
BUILDING AND THE STREETScape**

The simple signs that were originally used downtown serve as the best example for new signs. Individual letters, made of wood or metal can be mounted directly on the frieze are always appropriate, as are small letters painted on or applied to the window glass. Raised letters or painted letters can be applied to flat panels that can be mounted on the sign frieze. The panel can be made of wood or metal, but it is important that its size and shape correspond to the space it will occupy above the storefront.

**GUIDELINE:
SIMPLE, EASY TO READ LETTERING
IS ADVISABLE**



A good sign should communicate its message quickly and easily with clear typestyle. In addition to conveying the sign's message, the lettering itself also imparts an image of the business, depending on the typestyle chosen.

Typically, signs applied directly to storefront and lower building surfaces should contain letters that are at least nine to fourteen inches high. While there is no universal formula for determining the proportion of lettering to background, a good rule of thumb is to use no more than 60% of the sign surface for lettering.

**GUIDELINE:
USE LIGHTS CONSERVATIVELY**

While flashing signs or moving signs are prohibited by ordinance, lighted signs identify businesses at night and can encourage evening window shopping. Take care not to overdo because it takes very little light to illuminate a sign. Separate and brighter lights can be placed on a building to identify businesses at night and to illuminate interesting architectural features.

Internally lit signs can be effective when properly designed. Unfortunately, in their most common form -- the commercially produced plastic sign -- dark letters are applied to a white background, making a glaring white box with a difficult-to-read message. Reversing the contrast between background and lettering can make the sign more legible and less intrusive in the downtown environment.

**GUIDELINE:
CONSIDER HAND-PAINTED WINDOW
SIGNS**



Painted signs on the store window are highly visible to pedestrians, inexpensive, and can be more decorative and detailed than traditional signs.

If the transom glass has been covered, it should be exposed. This is an ideal area for a sign if it covers a minimum of the transom area.

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**GUIDELINE:
PLACE SIGNAGE ON THE AWNING**

Awnings can be used as signs, either with the business's name and graphic image painted or silk-screened on the material, or with individual canvas letters sewn onto the valance, side panels or sloping surface of the awning.



**GUIDELINE:
LIMIT INFORMATION ON SIGNS**

The shortest message on a sign has the most impact on pedestrians. The name of the business is essential and a description of the product or services are optional. When designed well, symbol signs convey their messages quickly and effectively because they are immediately recognizable as bold graphic descriptions of the goods or services offered.

Secondary information can be painted on the window, awnings, or kickplates.

**GUIDELINE:
FRANCHISE SIGNS SHOULD BE
ADAPTED TO FIT DOWNTOWN
DESIGN GUIDELINES**

Nationally franchised companies are accustomed to adapting their regular signs to local design guidelines and should be expected to comply in every way. Generally they need only to change the scale and shape to fit into a traditional business district.

**GUIDELINE:
LARGE BUILDINGS WITH MULTIPLE
BUSINESSES SHOULD HAVE SIGNS
THAT RELATE TO EACH OTHER**



When a large building contains more than one storefront and each houses a different business, the signs should relate well to each other in terms of height, proportion, color and background value. Maintaining uniformity among these characteristics reinforces the building's facade composition while still retaining each business's identity.

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