



# Joint Public Hearing: City and County Planning Commissions

November 19, 2024

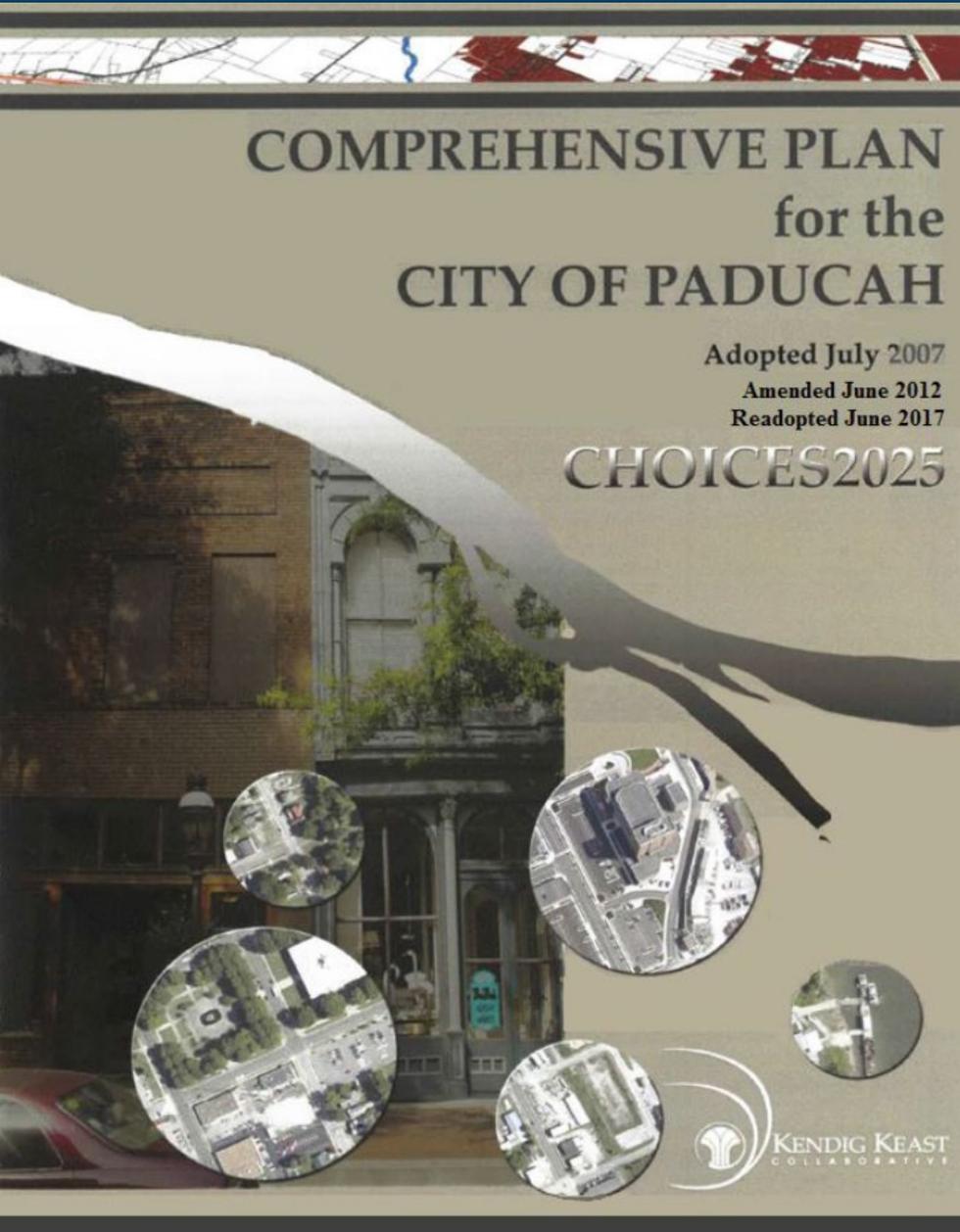


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Project Manager



**KENDIG KEAST**  
COLLABORATIVE

# 5-Year Updates Required by State Law



## Important Reasons for Long-Range Planning in McCracken County and Paducah include to:

- Ensure adequate public infrastructure and services to meet the demands of future development and redevelopment.
- Achieve an efficient development pattern that reflects the values of the community.
- Promote the long-term protection and enhancement of the image and visual appearance of community.
- Provide a balance of land uses and services throughout the community to meet the needs and desires of its population.
- Involve local citizens in the decision-making process and reach consensus on future priorities for their community and its ongoing development and redevelopment.
- Identify finer-grain planning and studies needed to clarify action strategies and costs in particular areas of the County and City.

## McCracken County



2013

## Comprehensive Plan



*Approved by McCracken County  
Planning and Zoning Commission  
July 24, 2013. Amended  
September 26, 2018*

*Approved by McCracken County  
Fiscal Court on: August 12, 2013.  
Amended November 5, 2018.*

# Community and Leadership Engagement



<b>4</b>  <b>Listening Sessions</b> with area agencies and organizations	<b>1</b>  <b>Public Forum</b> on future of the city and county	<b>1,154</b>  Responses to an online <b>Community Survey</b> , leading to a 21-page report
<b>3</b>  <b>Joint Workshops</b> with County and City elected officials and respective Planning Commissions	<b>7</b>  Plan Advisory Group <b>Meetings</b>	<b>1</b>  <b>Open House</b> on Draft Plan
<b>2</b> <b>Public Hearing opportunities</b> prior to plan adoption by County and City officials		



# 6 Comprehensive Plan Themes



Retain / add  
population

*Wider range of job options*

*More and varied housing options*



Safe community



Improved infrastructure (stormwater)



Neighborhood / corridor revitalization



Economic advantage from location + transportation



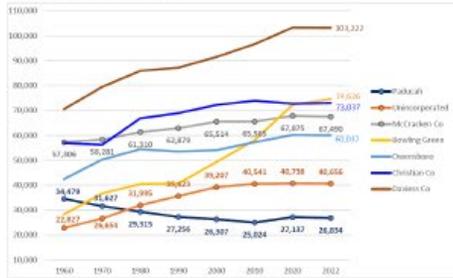
Build on arts/crafts/culture and tourism success

## Planning Theme 1:

Making the area more attractive to retain – or regain – youth who grew up here, and to attract younger individuals and families.

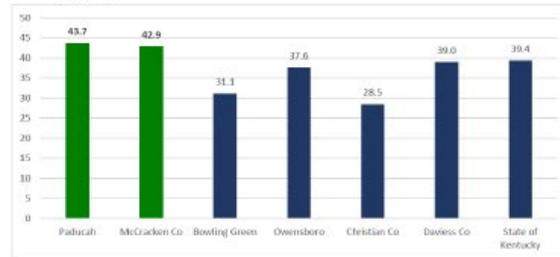


Population History and Newest Estimates



SOURCE: U.S. Census Bureau, Table DP005 (American Community Survey Demographic and Housing Estimates, 2022), Kentucky State Data Center from U.S. Census Bureau July 2022 Population Estimates (released 05.19.22).

Median Age (2022)

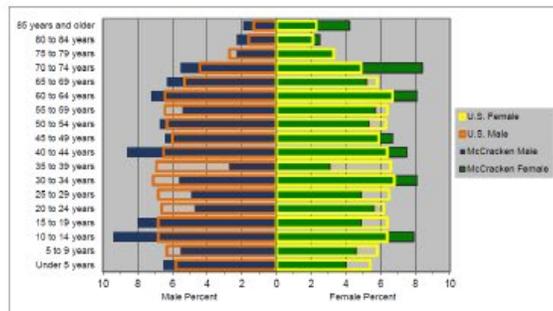


SOURCE: U.S. Census Bureau, Table DP105 (American Community Survey Demographic and Housing Estimates, 2022).

## Planning Theme 1A:

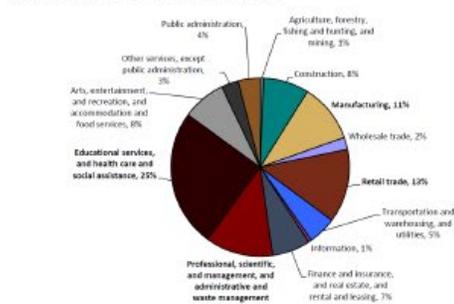
Continuing efforts to diversify the area's economic and employment base, for long-term economic sustainability and also to offer a wider range of job options to current and prospective residents.

Age and Gender Distribution (2021)



SOURCE: U.S. Census Bureau, Table S0101 (American Community Survey Age and Sex, 2021).

Employment by Industry Type in McCracken County (2022)

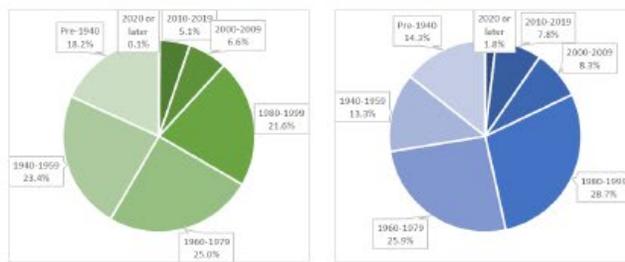


SOURCE: U.S. Census Bureau, Table DP03, Selected Economic Characteristics (2022).

## Planning Theme 1B:

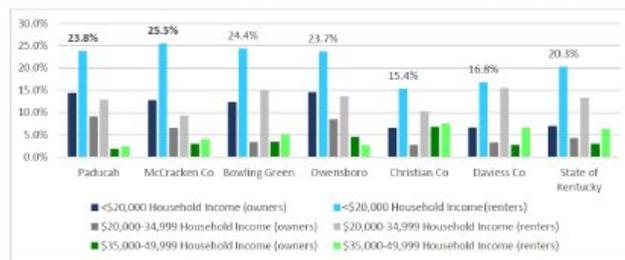
Increasing the quantity and variety of housing options.

Age of Occupied Housing Units, Paducah and McCracken County (2021)



SOURCE: U.S. Census Bureau, Table S2504 (American Community Survey Physical Housing Characteristics for Occupied Housing Units, 2021).

Share of Home Owners and Renters Paying more than 30% of Income in Housing Costs (2021)



SOURCE: U.S. Census Bureau, Table S2503 (American Community Survey Financial Characteristics, 2021).



**Planning Theme 2:** Being a safe community with good City/County public safety services (police, fire, emergency medical service).



**Planning Theme 3:** Improving infrastructure condition, particularly for stormwater management.



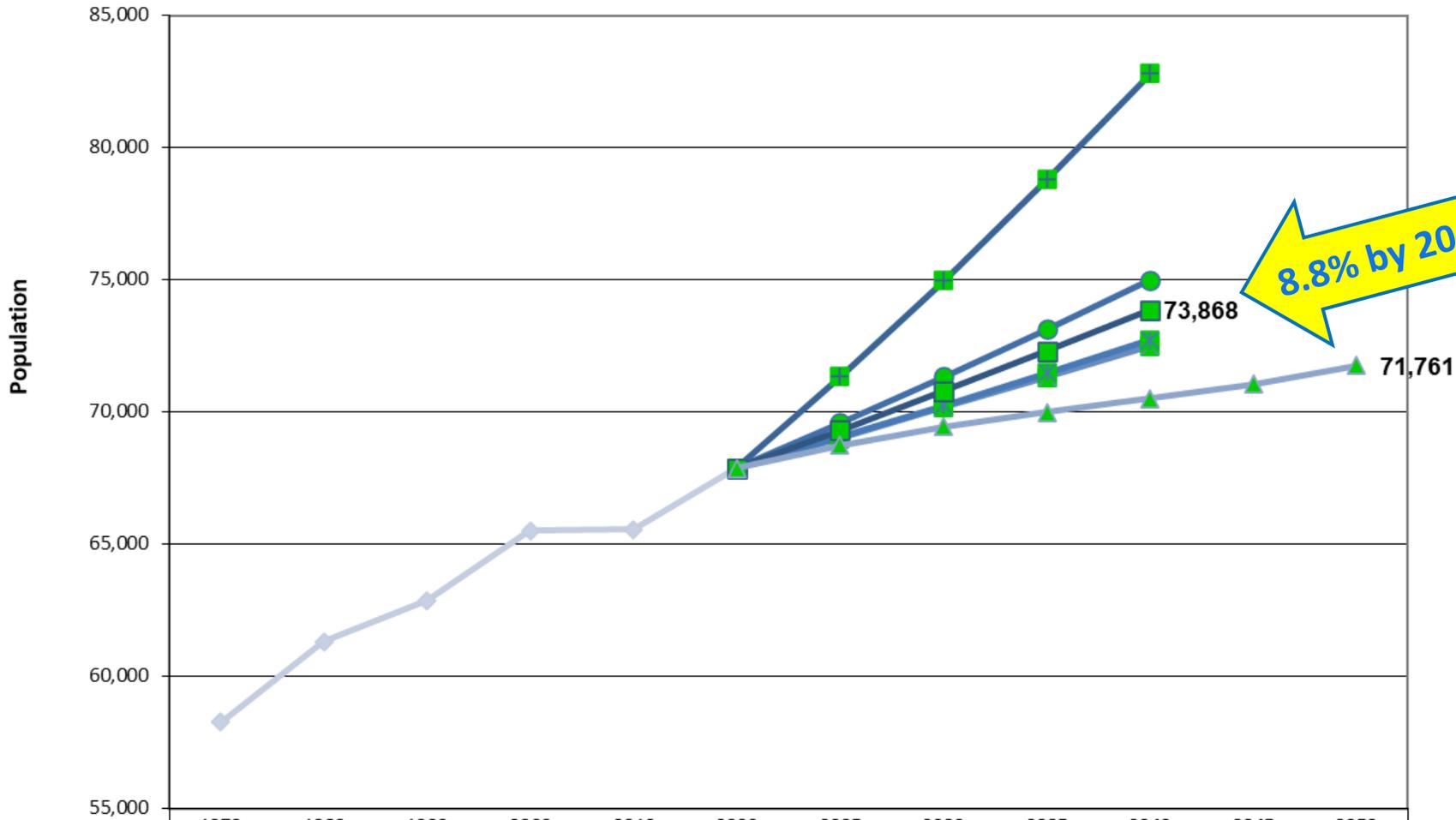
**Planning Theme 4:** Sustaining momentum on neighborhood and corridor revitalization.



**Planning Theme 5:** Taking greater economic advantage of the area's location and transportation assets.

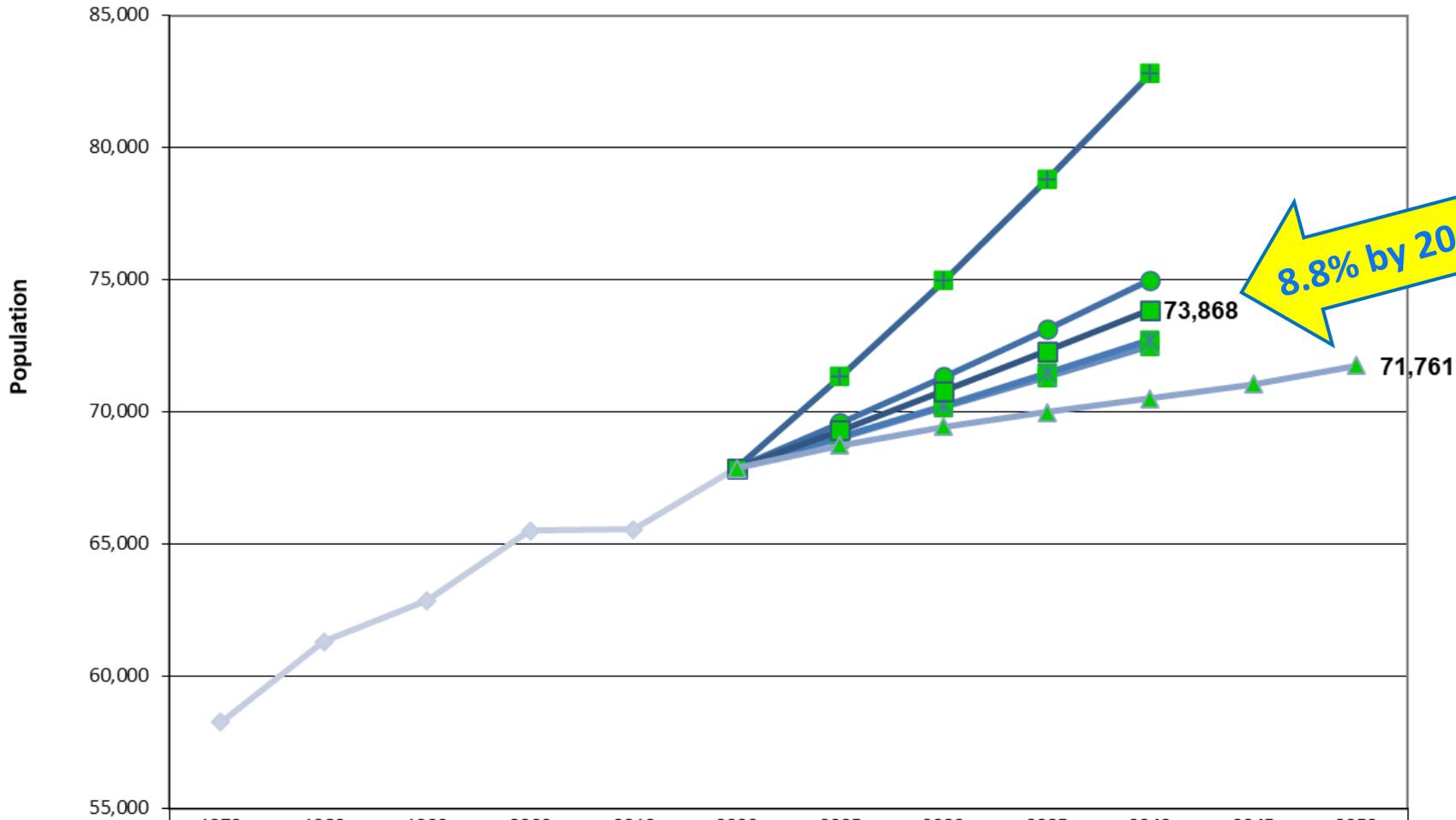


**Planning Theme 6:** Building on the area's tourism success, including through sustained commitment to arts, crafts and culture.



	1970	1980	1990	2000	2010	2020	2025	2030	2035	2040	2045	2050
Historical Data	58,281	61,310	62,879	65,514	65,565	67,875						
Steady Numeric Growth (2,310 per decade)						67,875	69,020	70,185	71,331	72,495		
Steady Growth Rate (0.3% per year)						67,875	69,060	70,266	71,493	72,742		
Assumed Annual Growth Rate (0.5%)						67,875	69,589	71,346	73,148	74,995		
Assumed Annual Growth Rate (1%)						67,875	71,337	74,976	78,801	82,820		
MIDPOINT						67,875	69,325	70,806	72,321	73,868		
KY State Data Center						67,875	68,742	69,450	70,013	70,529	71,063	71,761

Midpoint projection of **73,868** county residents by 2040



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28,198

City projection of **29,547** by 2040 if still **40%** of County total

# 6 Comprehensive Plan Topic Sections



***Growth Capacity***



***Transportation***



***Land Use & Community Character***



***Economic Development***



***Housing & Neighborhoods***



***Recreation & Amenities***

# Why Important

## Land Use and Community Character Paducah-McCracken County Comprehensive Plan

### INTRODUCTION

Land use involves how the properties in an area are allocated to an array of private from housing, commercial and industrial uses to public needs such as streets, treatment plants and other government-maintained facilities. Also of interest is the way in which land is developed in terms of the nature of the use (e.g., residential, industrial and height, separation from adjacent land uses, and coverage of sites with structures).

Land use considerations inter-relate with all other Comprehensive Plan topics. Similarly, proximity to parks and public facilities promotes public health and safety. The type and intensity of development that may occur. The availability, capacity and utilities can dictate the location, amount and timing of development as can economic development potential of an area. Development character and site design shape and the perceptions held by area residents, visitors and those considering investment in McCracken County. Sound planning is essential to ensure that the community is prepared for land use transitions and new development, can serve it adequately with public services and its impacts to maintain compatibility of land uses and preserve community character.

### Why This Comprehensive Plan Section Is Important For Paducah And McCracken County

- Communicates the desired character for the area and its downtown, neighborhood corridors and other areas – today and in the years ahead – along with the areas.
- Provides guidance to enable the County and City to plan effectively for future redevelopment, and for ongoing stewardship of areas intended to remain rural.
- Offers predictability to property owners and investors regarding the development pattern and character, and helps local government prepare to meet infrastructure and service needs.
- Establishes the public policy basis for local development regulations, ensuring compatibility between adjacent land uses and varying development intensities.
- Reinforces local government's role in promoting and protecting the health, safety and well-being of residents by ensuring that development conforms to local building codes and that sufficient land is dedicated to public needs such as recreation and education.
- Links to other plan sections that help set priorities for local government investments to support the desired development pattern and quality.

### LEGACY OF PAST PLANNING

This new Comprehensive Plan builds on previous plans and studies completed by McCracken County and other partners. Those most relevant to the Land Use and Community Character section include:

- City of Paducah Comprehensive Plan (adopted July 2007, amended June 2012),
- McCracken County Comprehensive Plan (adopted August 2013, amended November 2014)



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# Legacy Issues

## PADUCAH-McCRACKEN COUNTY COMPREHENSIVE PLAN

### Accomplishments

Progress and achievements resulting from past plans through leadership and community input to this plan, cited that are most relevant to the Land Use and Community Character section include (along with specific points of input):

- Results of City's focus on neighborhoods and corridors areas (e.g., business/industrial parks, repurposed Sports Tourism Athletic Complex, etc.).
- Growth in Midtown area.
- Absorption of additional housing and commercial properties near previous development plus rural properties.
- Renewed development of needed multi-family housing, further construction of smaller-format housing units.
- Periodic updates to City and County development issues (e.g., short-term rental activity, allowing large-scale installations of solar panels in rural areas).

### KEY PLANNING ISSUES AND CONSIDERATIONS

Through the Paducah-McCracken Today and Plan Director's numerous real and perceived community issues and neighborhood engagement activities, as well as through the work of the appointed Advisory Group and City and County staff.

Key issues and considerations that led to the goals of the Character section include (along with specific points of input):

- Attractiveness of certain rural areas within the County further bolster County regulations and standards to preserve agricultural uses and protect overall rural character.
- Emphasis on building better climate resilience with adaptability to changing conditions.
- Overcoming "Not in My Backyard" NIMBY-ism and development/redevelopment approaches, affordability challenges.
- Ongoing concern with seismic risk and activity.
- Continued attention to how short-term rentals have negative effects within neighborhoods.
- Need for more shovel-ready business/industrial Development section of this plan.
- A desire to see more master-planned development in rural areas and diverse incomes and races/ethnicities.
- Promotion of site design and development approach and tree stands.

LU-2

## PADUCAH-McCRACKEN COUNTY COMPREHENSIVE PLAN

### Goal 4:

An ongoing focus on boosting the area's livability for desired retail and service uses, parks and recreation amenities in appropriate locations and designed for quality.

### ACTIONS

The actions below are categorized into the five types of implementation actions highlighted throughout this plan.

### Action Leaders

With the support and direction of City and County elected action leaders for most initiatives involving Land Use and Community Character will include:

- City of Paducah – Engineering, Planning
- McCracken County – Community Development, Planning

Various advisory Boards and Commissions also have including:

### City Boards and Commissions

- Planning Commission

### County Boards and Commissions

### ACTIONS Involving Capital Investments

- Add criteria to capital improvements planning process for public investments and land use outcomes or evaluate candidate capital projects.

### ACTIONS Involving Programs and Initiatives

None for this plan section.

### ACTIONS Involving Regulations and Standards

- Review all aspects of the County and City development Plan, to identify potential regulatory and/or standard additional or modified zoning districts. Another regulations evaluation completed by the Comprehensive Plan sections related to housing renewal, business retention and attraction, leisure and a more pedestrian- and cycling-friendly community.
- As part of potentially expanding on or refining systems, also explore potential location criteria farm installations.
- Add new or amend current zoning provisions, as needed Comprehensive Plan sections related to housing renewal, business retention and attraction, leisure and a more pedestrian- and cycling-friendly community.
- Regularly review and update, as appropriate, the construction and infrastructure related fees to ensure and based on regional trends across jurisdictions.

LU-4

### ONGOING AND POTENTIAL PARTNERS RELATED TO TRANSPORTATION

- Area land development community (development design, street lighting, etc.)
- Area transportation and logistics businesses (rail, trucking, waterborne commerce, etc.)
- Bike Walk Kentucky
- Chain Reaction Cycling Club (Paducah)
- Delta Regional Authority
- Goodwill Kentucky (Last Mile to Work program providing bikes to assist commuters)
- Greater Paducah Economic Development / Paducah-McCracken County Industrial Development Authority
- Higher education and training institutions (access)
- Kentuckians for Better Transportation
- Kentucky advocacy organizations for individuals with disabilities
- Kentucky Association of Transportation Engineers
- Kentucky Cycling
- Kentucky Emergency Management Association
- Kentucky Mountain Bike Association
- Kentucky Public Transit Association
- Kentucky state government:
  - Kentucky Department for Local Government
  - Kentucky Division of Emergency Management
  - Kentucky Division of Right of Way and Utilities
  - Kentucky Office of the Americans with Disabilities Act
  - Kentucky Public Transportation Infrastructure Authority
  - Kentucky Transportation Cabinet
- McCracken County Public Schools
- Paducah-McCracken County Joint Sewer Agency (infrastructure coordination)
- Paducah Public Schools
- Paducah Water (infrastructure coordination)
- University of Kentucky
  - Kentucky Transportation Center
  - Technology Transfer (T2) Program (designated by Federal Highway Administration as Local Technical Assistance Program for Kentucky)

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# Accomplishments Plan Structure

# Action Leaders

# Partners



## Growth Capacity

- 1 Adequate capacity of public infrastructure, and across key public services functions, to accommodate the area's desire to achieve increased population retention and growth.
- 2 A growth trend and pattern in which new development in edge locations is balanced with ongoing promotion of infill development and adaptive re-use of properties in areas with public infrastructure and services already in place and/or prioritized for improvement.
- 3 Pro-active planning and investment in ongoing maintenance and upgrades to public infrastructure and facilities, balancing new and extended infrastructure to support first-time development with necessary and equitable funding to rehabilitate aging components in previously developed areas.
- 4 Ongoing support for continual improvement in police and fire capabilities to maintain the responsiveness expected by city and county residents and provide a safe and secure environment as the area grows.
- 5 Ongoing collaboration with various partner agencies and organizations to advance strategies and projects that address regional issues involving utility infrastructure, flooding risk and emergency response, especially to:
  - bolster the area's resilience and readiness to deal with and recover from natural hazards while also preparing for the implications of a changing climate;
  - promote sustainable practices, especially effective management of public utilities to minimize adverse effects on the natural environment, along with the area's economic and fiscal sustainability; and to
  - support ongoing efforts to streamline public service delivery and provide for the long-term fiscal health of City and County government, including by applying technology and by promoting and implementing energy-, water- and waste-reducing "green" practices.



## Land Use and Community Character

- 1 A land use allocation and pattern that advances the area's key objectives of achieving greater housing supply and variety and supporting its economic development and tax base needs.
- 2 Consistent character of land use within areas intended for particular character types, from rural and suburban through auto-oriented and urban along the community character spectrum.
- 3 Ongoing and effective coordination between land use and transportation planning to ensure a well-connected community with adequate means and capacity to accommodate multiple forms of circulation between area destinations.
- 4 An ongoing focus on boosting the area's livability for current and prospective residents by offering desired retail and service uses, parks and recreation offerings, and other leisure opportunities and amenities in appropriate locations and designed for quality and residential compatibility.



## Housing and Neighborhoods

- 1 A quantity and diversity of housing options that makes living in Paducah and McCracken County attainable and inviting for a wide range of age groups and income levels, including those critical to the area's economic success.
- 2 Sustained integrity and value of the area's oldest established neighborhoods while promoting quality housing development and the long-term appeal of newer residential areas.
- 3 Continued momentum in renewing housing and neighborhoods in greatest need, using a "complete communities" approach that uplifts areas and residents through attention to the entire range of physical, social, educational and recreational needs.
- 4 Elimination of barriers to equitable home ownership while also addressing the basic housing needs of those who are at risk of losing shelter or experiencing homelessness.



## Transportation

- 1 A mobility system that provides connectivity and options for getting to destinations in and around the area, including to employment centers, shopping and services, schools and parks, and locations for workforce training – and especially for swift emergency response.
- 2 A continued focus on providing more – and safer – opportunities for residents and visitors to walk and bike within the area, with a focus on linking key destinations.
- 3 An enhanced mobility system that supports local economic development and tax base growth through the City and County's own investments plus improvements achieved through partnerships and advocacy at the regional and state levels – including through the new Metropolitan Planning Organization (MPO) mechanism.
- 4 A systematic approach to street maintenance, and advance planning for periodic rehabilitation and reconstruction of older roadways, using such opportunities to enhance bike/ped circulation and to add design elements that promote the city and county's image and aesthetics.



## Economic Development

- 1 A resilient area economy with a diverse yet stable base built on established businesses, new sources of investment and job creation, a supportive environment for entrepreneurs, and a local real estate market attractive for emerging development opportunities.
- 2 A continued holistic approach to economic development that encompasses overall community renewal, enhancement and quality of place for the enjoyment of residents, workers and visitors.
- 3 Community assets and infrastructure that support ongoing economic development momentum, including necessary transportation and utility infrastructure, technology, education, and attainable and appealing housing options.
- 4 Continued capitalization on Paducah and McCracken County's position as the hub community of western Kentucky for health care, education, shopping and services, entertainment and culture, and transportation linkages, among many other assets and regional draws.
- 5 A fresh identity and image for Paducah and McCracken County within Kentucky and beyond, appropriate to the area's renewed growth and economic stature.



## Recreation and Amenities

- 1 The area's sustained success as a vibrant hub of western Kentucky, for both residents and visitors, enlivened by a vibrant downtown and active riverfront, an array of arts, cultural and entertainment offerings, and popular community events and festivals throughout the year.
- 2 Ongoing reinvestment in parks and playgrounds to keep their offerings inviting, safe and inclusive, and a more connected community through gathering places, paths and greenway trails accessible to all.
- 3 Convenient and equitable access to parks and recreation facilities that enable all ages to stay active and fit, enjoy quiet places for connecting with nature, and pursue their indoor and outdoor wellness activities close to home.
- 4 A community that thrives on and leverages the economic and social power of the arts and culture to enhance its fiscal strength, regional reputation and overall quality of life for residents of all ages.
- 5 Continued protection and promotion of the area's physical and cultural heritage, especially where it is tangibly visible in historic architecture, designated districts and landmarks, and distinctive neighborhoods and notable sites.
- 6 A more resilient city and county through enhanced protection of natural landscapes, reduced energy consumption and waste generation, and efficient use and conservation of land and water resources.

# Key Words from Plan Goals

Adequate capacity

Edge + infill

Extension + rehabilitation

Police/fire support

Regional partnerships

## ***Growth Capacity***

## ***Land Use & Community Character***

Housing + economic development

Consistent character

Land use/transportation coordination

Livability elements

## ***Housing & Neighborhoods***

Quantity and diversity

Sustained integrity

Renewed housing and neighborhoods

Removal of homeownership barriers

Connectivity and options

More – and safer – biking and walking

Economic development support

Systematic street maintenance method

## ***Transportation***

## ***Economic Development***

Resilient, diverse, stable economy

Holistic approach (quality of place)

Community assets to support E.D.

Hub community

Fresh and identity and image (growing)

## ***Recreation & Amenities***

Vibrant hub of western Kentucky

Park reinvestment + more connected

Convenient, equitable park access

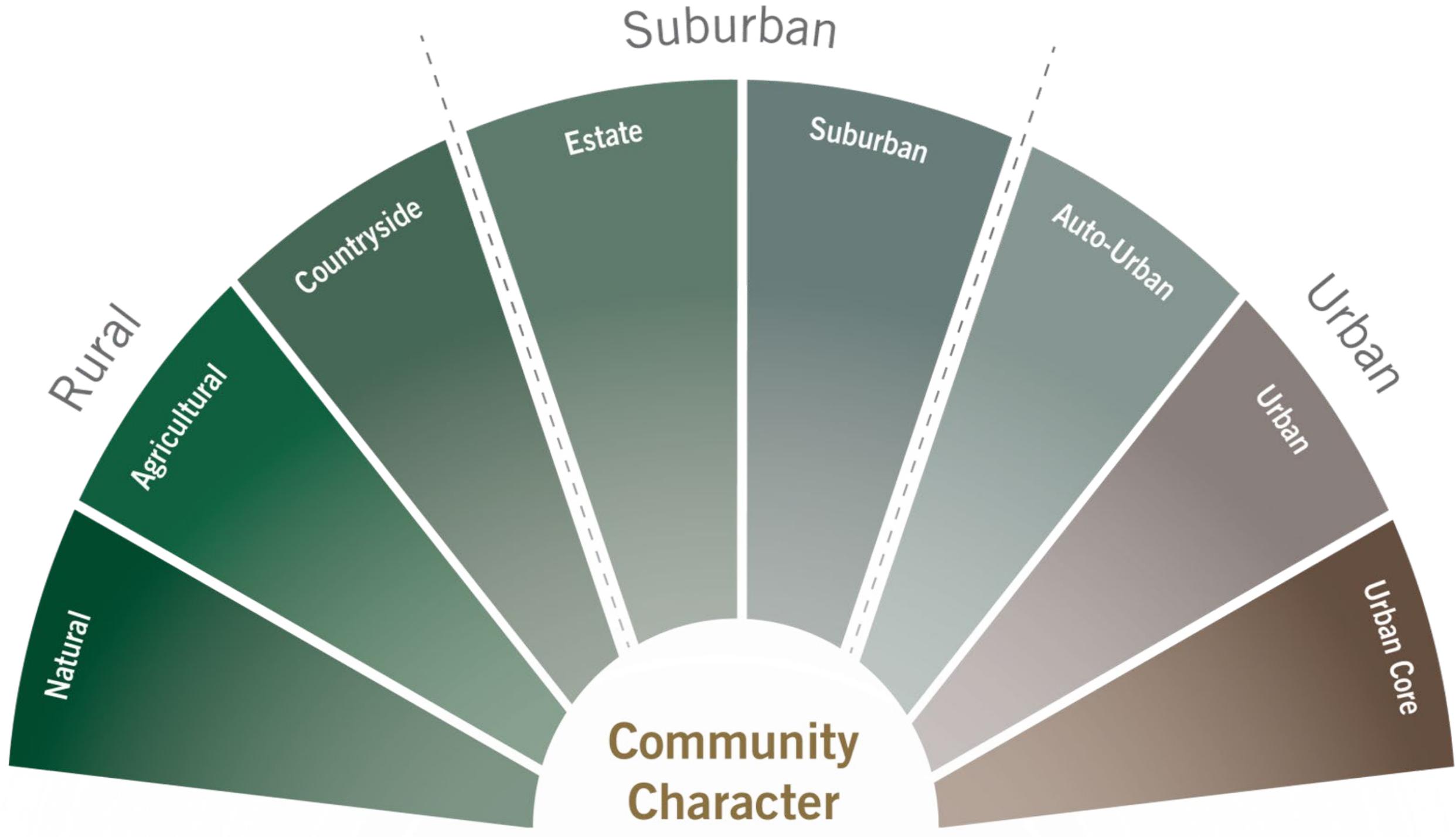
Economic, social power of arts/culture

Physical and culture heritage

Landscapes and natural resources

# Objectives for Future Land Use Map Update

- Produce a **joint City/County map**, still with separate categories tied to the respective zoning districts of City and County
- Reflect **actual development outcomes** since previous map updates
- Provide for **further residential and commercial development** – within reasonable reach of public infrastructure
- Accommodate **economic development** needs and priorities
- Maintain **rural character** in sparsely developed portions of county



Suburban

Estate

Suburban

Auto-Urban

Urban

Urban

Urban Core

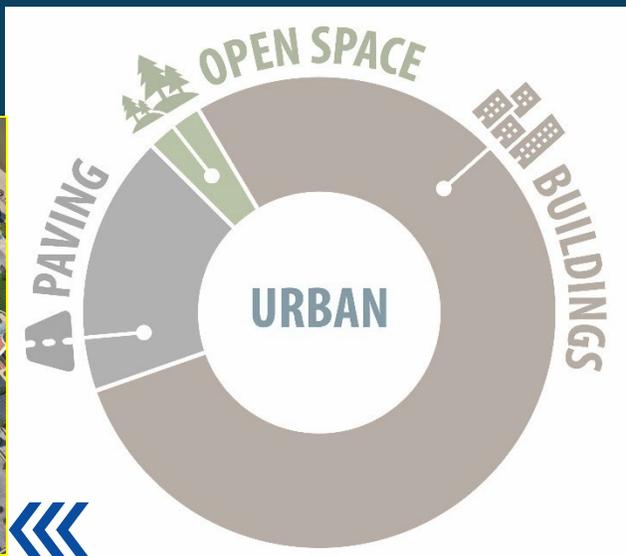
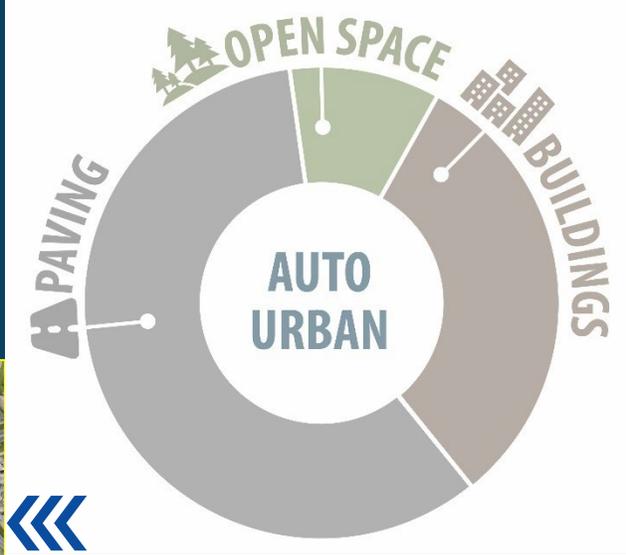
Rural

Agricultural

Countryside

Natural

Community Character

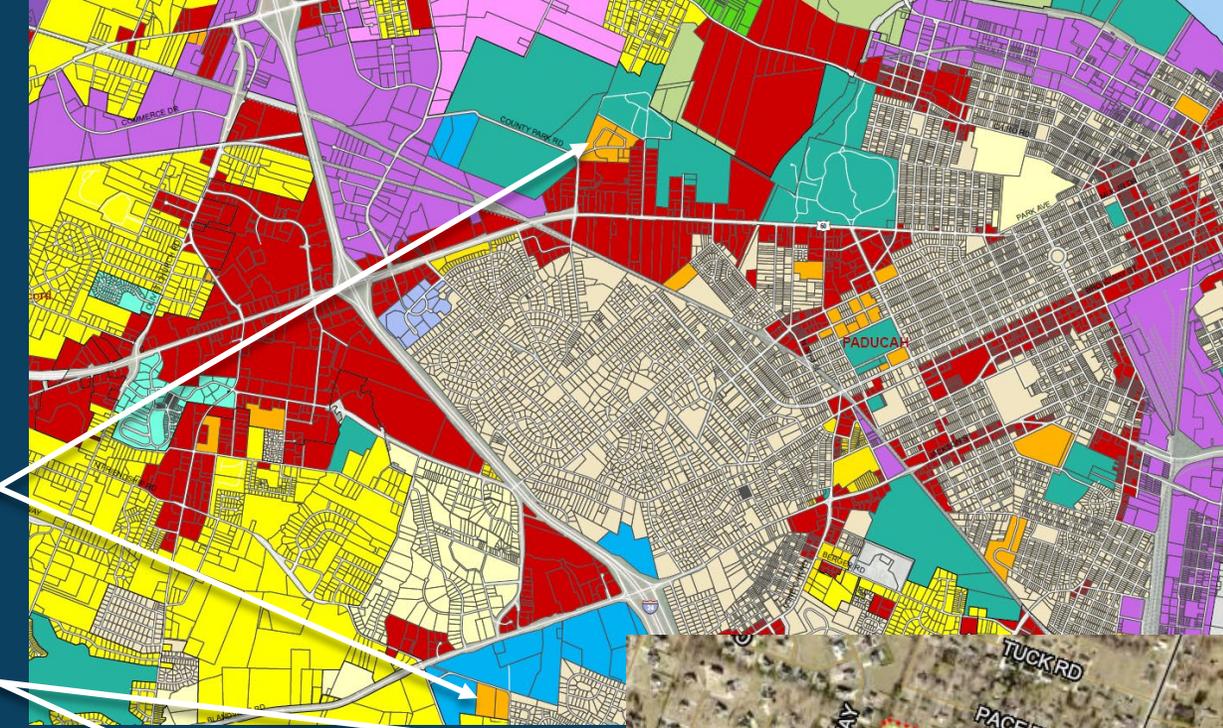


# Future Land Use and Character City Classifications

-  Parks and Recreation
-  Estate
-  Suburban
-  Neighborhood Conservation
-  Urban Residential
-  Multi-Family Residential
-  Institutional
-  Commercial
-  Mixed Use
-  Business Park
-  Industrial

# County Classifications

-  Parks and Recreation
-  Agricultural
-  Rural Residential
-  Urban Residential
-  Multi-Family Residential
-  Commercial
-  Light Industrial
-  Heavy Industrial



# Draft New Future Land Use Map

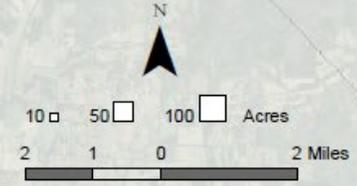
City Zoning



# Future Land Use and Character

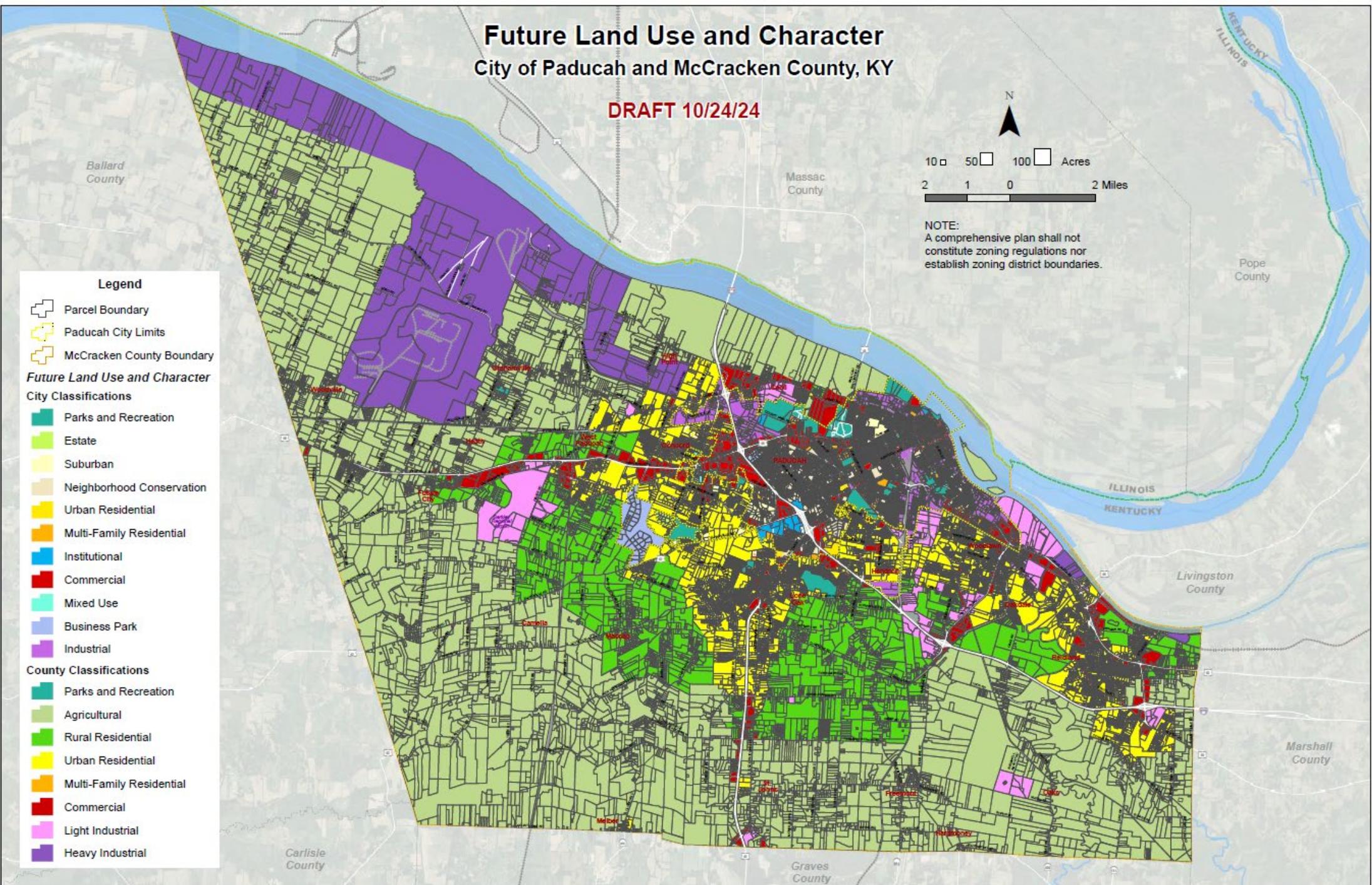
## City of Paducah and McCracken County, KY

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NOTE:  
A comprehensive plan shall not constitute zoning regulations nor establish zoning district boundaries.

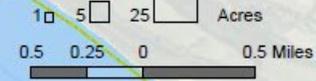
- Legend**
- Parcel Boundary
  - Paducah City Limits
  - McCracken County Boundary
- Future Land Use and Character City Classifications**
- Parks and Recreation
  - Estate
  - Suburban
  - Neighborhood Conservation
  - Urban Residential
  - Multi-Family Residential
  - Institutional
  - Commercial
  - Mixed Use
  - Business Park
  - Industrial
- County Classifications**
- Parks and Recreation
  - Agricultural
  - Rural Residential
  - Urban Residential
  - Multi-Family Residential
  - Commercial
  - Light Industrial
  - Heavy Industrial



# Future Land Use and Character

## City of Paducah and McCracken County, KY

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**Legend**

- Parcel Boundary
- Paducah City Limits
- McCracken County Boundary

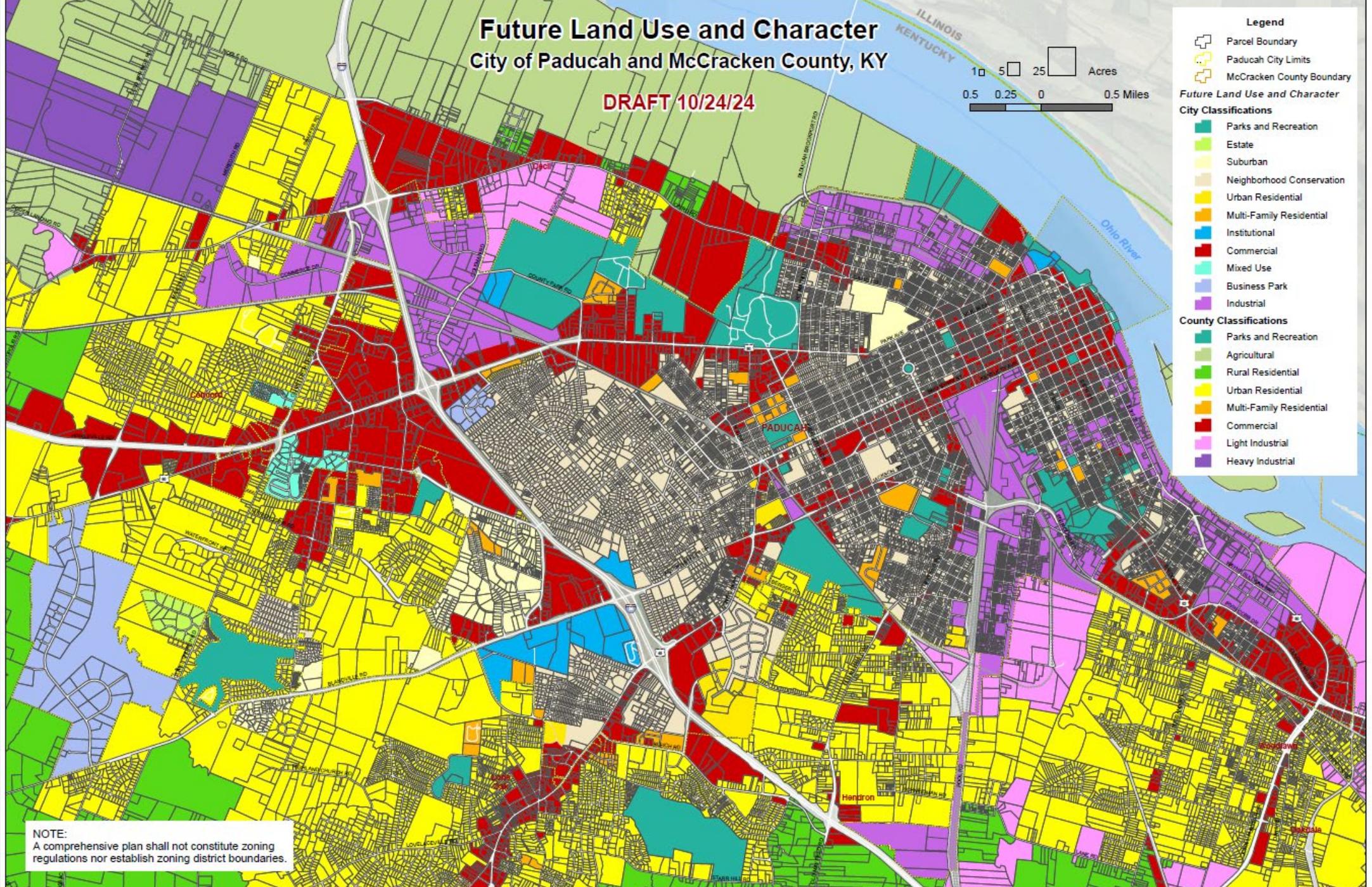
**Future Land Use and Character**

**City Classifications**

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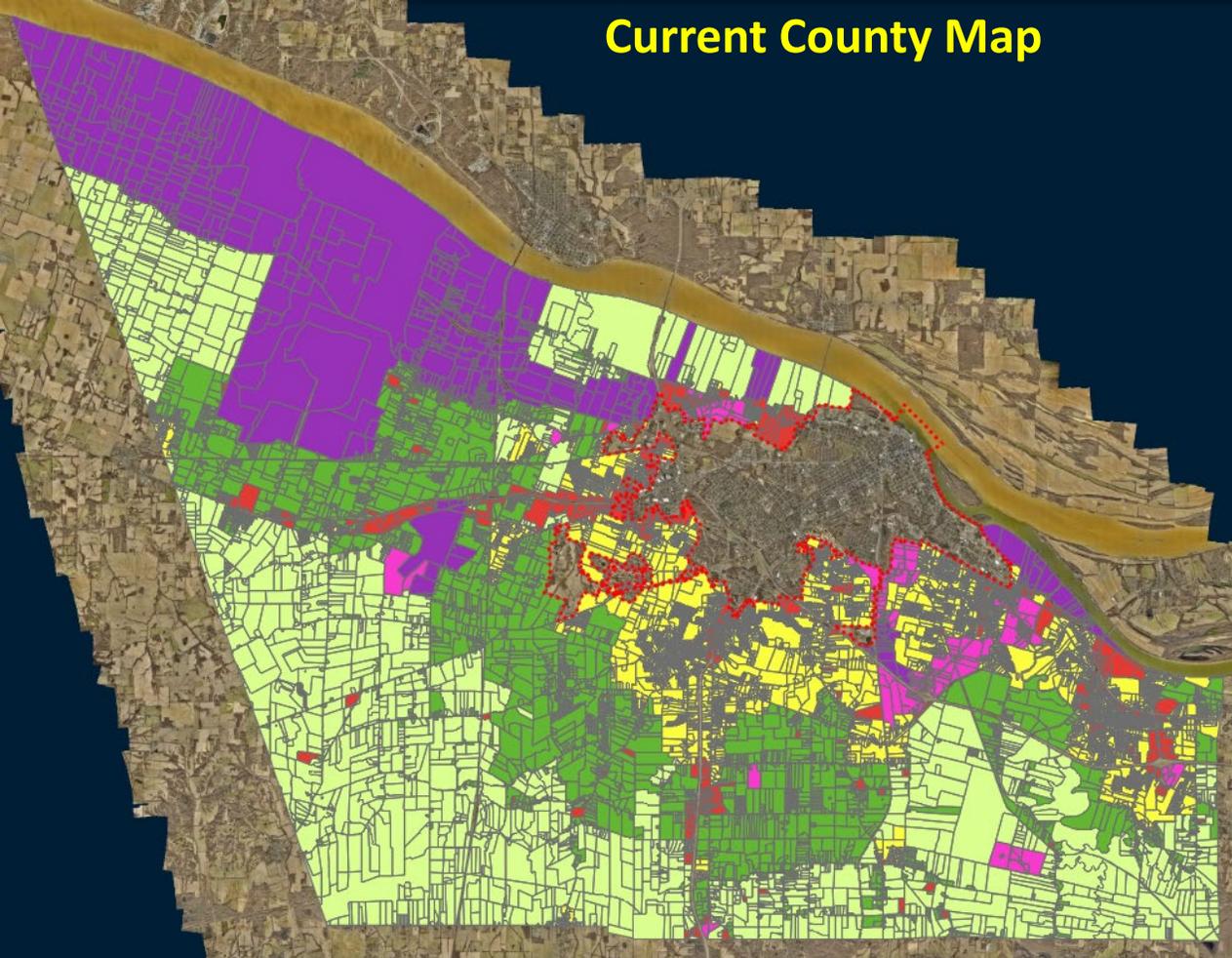
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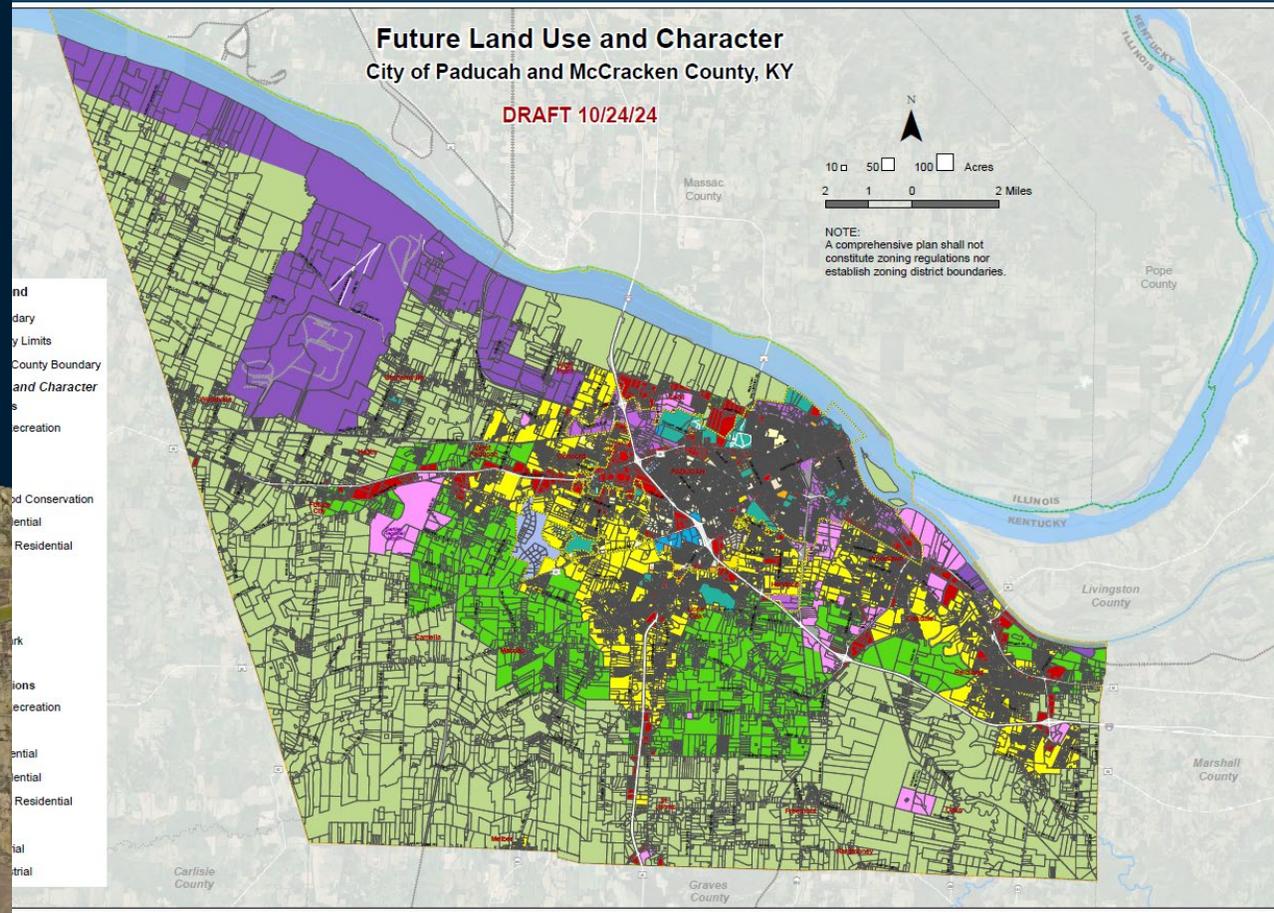


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## Current County Map



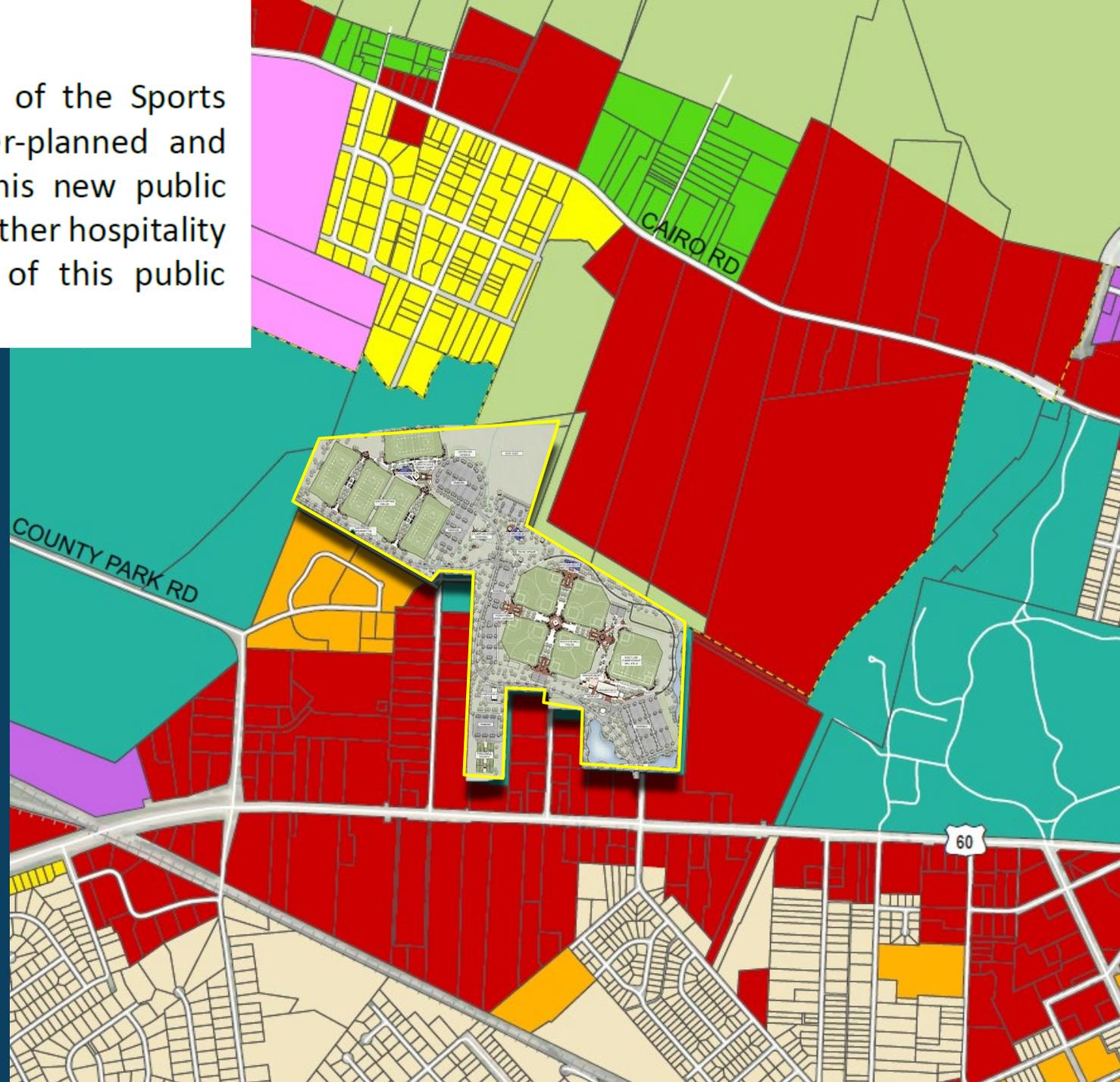
## Potential New Map



- Reduced extent of **Heavy Industrial** in county, especially northwest
- Reduced extent of **Rural Residential**, especially scattered amid largely **Agricultural** areas
- Reduced extent of **Urban Residential** in county to south, centered around Lone Oak area
- Minimized **Commercial** amid **Agricultural**, mainly at established intersection locations
- Mostly fine-tuned inside of city edges, plus categorizing areas annexed in recent years

## ACTIONS Involving More Targeted Planning / Study

19. Conduct special area planning for the vicinity of the Sports Tourism Athletic Complex, to promote master-planned and coordinated development outcomes around this new public asset, accommodate potential new lodging and other hospitality uses, and maximize the economic multiplier of this public investment.



# New Action Agenda

Areas of action likely to receive the most attention and resources in the years ahead (20 of ~120)

to feed into

annual budgeting, capital improvements planning, department work planning, new/ongoing partnerships, grant pursuits



	ACTION	Where in Plan	Action Type	Action Leaders and Key Partners
A	Utilizing recommendations of the City's Comprehensive Stormwater Master Plan, continue implementing key system improvements, along with phased maintenance and replacement of aged and undersized system components. Prioritize projects based on facility condition and cost of failure, along with other cost/benefit considerations.	Growth Capacity Action 2	Capital Investments	<ul style="list-style-type: none"> <li>• City Engineering</li> <li>• City Public Works</li> </ul>
B	Continue pursuing infill and revitalization strategies that make it more realistic for more of the area's projected growth to be absorbed within the interior of and contiguous to the Paducah city limits, to reduce the long-term public cost burden from a sprawling development pattern.	Growth Capacity Action 4	Programs and Initiatives	<ul style="list-style-type: none"> <li>• City Planning</li> <li>• County Planning &amp; Zoning</li> <li>• County Community Development</li> </ul>
C	Evaluate opportunities to manage stormwater through green infrastructure methods on publicly-owned properties, in coordination with partners, and to demonstrate effective methods for use on private properties. One approach is to install pervious pavement and pilot demonstrations of infiltration ditches and bioswales to reduce nuisance flooding in targeted neighborhood areas and edge growth locations. With minimal investment, a proof-of-concept installation can be constructed to provide residents, commercial property owners and other stakeholders an opportunity to familiarize themselves with these methods and their potential benefits.	Growth Capacity Action 7	Programs and Initiatives	<ul style="list-style-type: none"> <li>• City Engineering</li> <li>• City Public Works</li> <li>• County Community Development</li> <li>• County Road Engineer</li> </ul>
D	Identify lead persons and points of coordination across departments, along with targeted staff	Growth Capacity	Programs and	<ul style="list-style-type: none"> <li>• City Public Works</li> </ul>

# Community and Leadership Engagement

4



**Listening Sessions** with area agencies and organizations

1



**Public Forum** on future of the city and county

1,154



Responses to an online **Community Survey**, leading to a 21-page report

3



**Joint Workshops** with County and City elected officials and respective Planning Commissions

7



Plan Advisory Group **Meetings**

1



**Open House** on Draft Plan

2

**Public Hearing opportunities** prior to plan adoption by County and City officials



## CONCERNS from Public Review:

- On-street bike lanes
- Preservation of trees and green spaces
- More attention to homeless and realistic low-income housing
- More focus on collaboration
- More focus on sustainable development (denser housing, multi-use areas, alternative transportation, etc.)
- More focus on affordable living
- Increased bikeability
- Increased access to local events
- Cost to develop cottage housing

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## CONCERNS from Public Review:

- Rooftop versus solar farms
- Maintain river views (bldg height)
- Use waterfront for entertainment
- Enough convenience stores!
- More activities for seniors
- Infill before edge development or annexation (to grow)
- Nonconforming buildings (effect on neighborhoods, corridors)
- Good-paying jobs to support arts
- Mall/commercial vacancy and business types
  - Good quality grocery store
- Preserve Paducah history, assets