

# 10TH STREET CORRIDOR MASTER PLAN

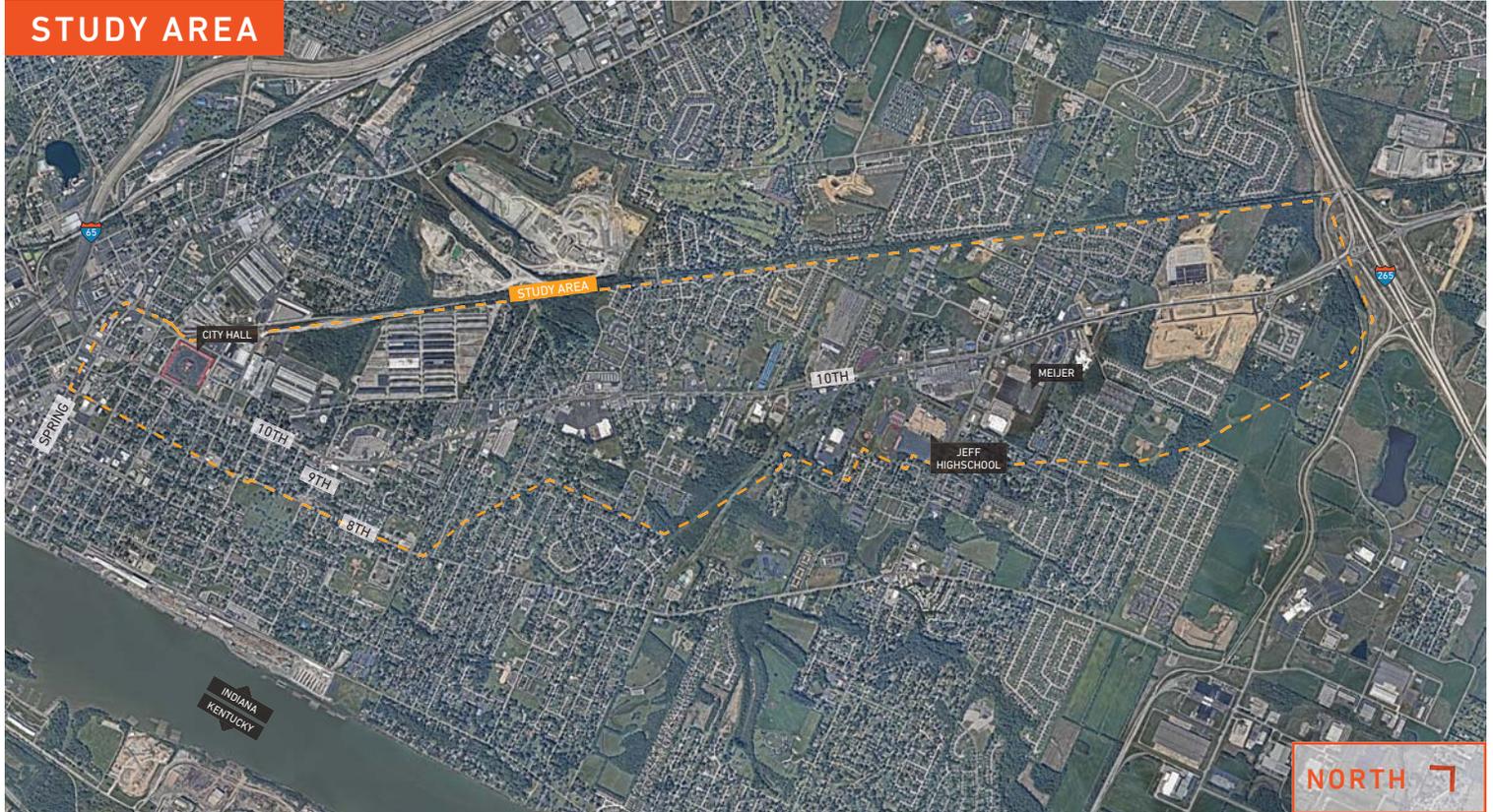
SUMMARY OF UNDERSTANDING

4 DECEMBER 2017



# PROJECT BACKGROUND

## STUDY AREA



The City of Jeffersonville, Indiana, has commissioned a Master Plan for the 10th Street corridor, from Interstate 65 to Indiana State Road 265. A primary artery for the city, 10th Street is also a significant “growth ring” representative of the type of development and priorities that predominated in our cities and towns after World War II. It connects older development patterns around downtown Jeffersonville with more recent and industrial patterns in the northern portion of the corridor. With the recent completion of the Ohio River Bridges Project and access to the East End Bridge now open, the corridor sits at a crucial nexus between Jeffersonville and the emerging River Ridge Commerce Center, which will bring thousands of jobs and people to the area over the next decade.

The corridor itself is not monolithic – its span transitions between several conditions, each with its own character, road configuration, and land uses. The residences, businesses and institutions along the corridor are equally varied and include a significant amount of strip retail.

This Master Plan seeks to craft a vision that will provide an investment strategy and decision-making framework for 10th Street, aiming to transform part or all the corridor into a vibrant connector that is accessible to all modes of transportation. In the pursuit of these goals, the City will broaden communication amongst stakeholders to build consensus and support for the shared vision.



VIEW DOWN THE CORRIDOR

# ANALYSIS & PUBLIC ENGAGEMENT METHODOLOGY



*DOT-MOCRACY DURING THE PUBLIC MEETING*

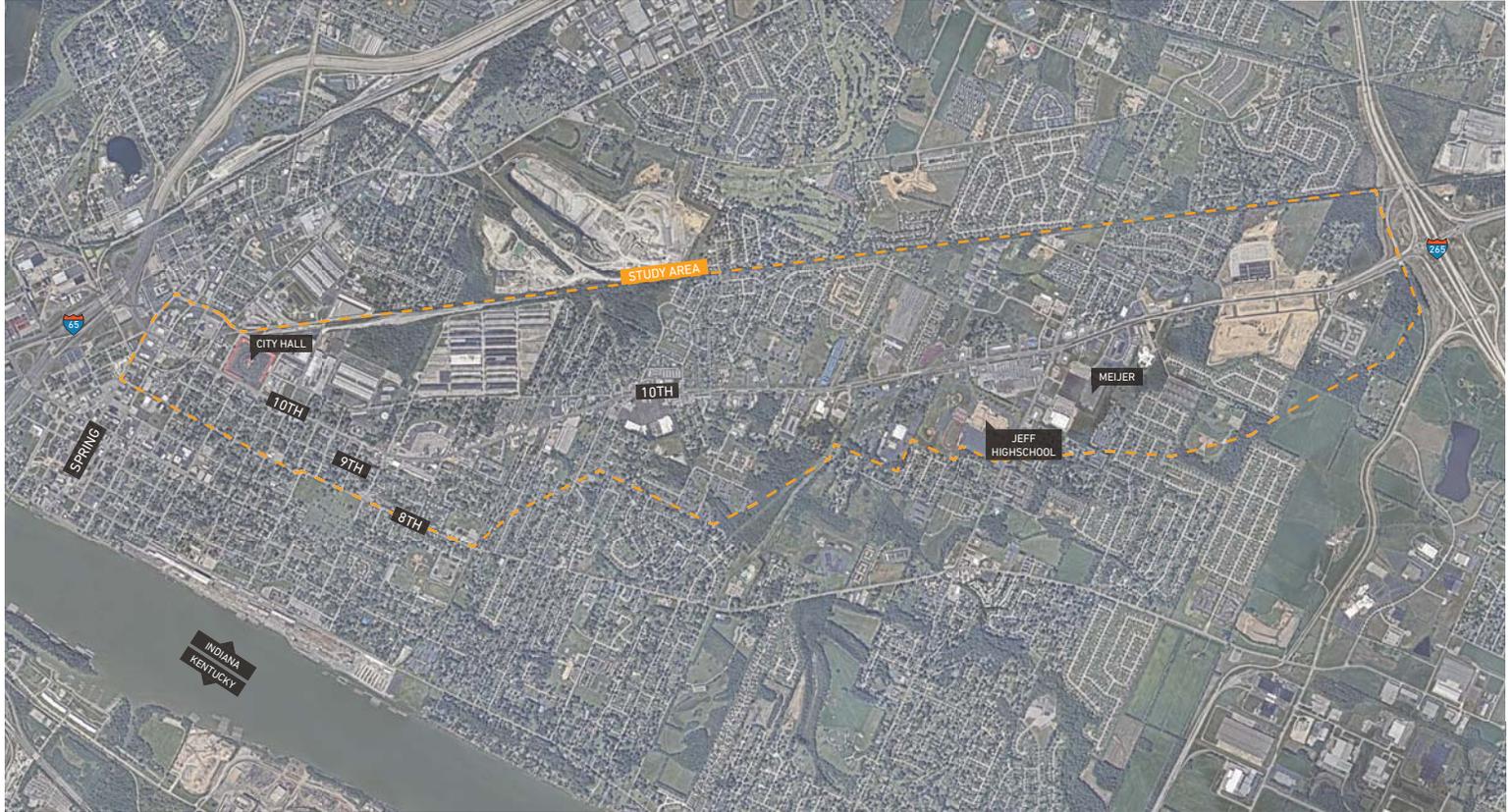
The first stage of work is analyzing the current physical conditions, ongoing planning and investment, relevant market forces, and the real people behind it all. The goal of the analysis is to provide a clear and concise picture of the job to be done with the plan it supports.

The process includes a wide variety of engagement methods ranging from focused meetings to an online survey that received hundreds of responses. The public engagement for the Study began in November of 2017 with the meeting of the Steering and Technical Committees, focus groups, and the general public. The purpose of these meetings was to understand the existing conditions, struggles, and aspirations of the community from a wide variety of perspectives.



*TOURING THE CORRIDOR*

# THE STUDY AREA TODAY



The Study Area includes the 10th Street corridor right-of-way and its immediate parcels, spanning from Interstate 65 in the southwest to Indiana State Road 265 in the northeast. The nearly five-mile-long corridor (comprising approximately 2,400 acres) connects the historic core of Jeffersonville to the southern edge of the River Ridge Commerce Center. It has an approximate western edge of a rail right-of-way and its eastern boundary is just west of the 8th Street corridor. It has at least four different character zones with a right-of-way width ranging from 70 to 120 feet. Overall, it has poor pedestrian facilities, no bicycle infrastructure, and limited transit service. The most recent data available suggests between 22,000 and 28,000 average daily trips (ADT) but this does not reflect patterns that have shifted from the opening of the new 265 connection.

The corridor serves as a timeline for Jeffersonville's northerly growth. Its narrowest width in the south is also its oldest, incrementally expanding to the 120-foot section in the north that is the newest.

The supporting transportation infrastructure, the resulting land uses, and their development typologies follow a similar progression. The street grid is far more connected in the south than the north and lot sizes are far smaller on average than their counterparts to the north. Moving from south to north, the corridor is made up of sequentially larger strip retail centers, each of which were developed on a greenfield site to replace what came before it further to the south. For example, Jeffersonville is currently seeing its third Kroger built with the previous two either closed or set to do so once the new one opens.

The disposable income of the neighborhoods surrounding the corridor doesn't support the desired retail and entertainment uses in these vacant and under-utilized strip centers along the corridor. The lack of population density along the corridor also limits the customer base to support the existing retail and to attract more viable retail options. As a result, the corridor is suffering from nearly 30% vacancy in its retail properties.

The current employment base anticipated for River Ridge is not attracting a significant amount of high-paying jobs; this is in large part driving the concentration of service retail. River Ridge is working to change this to attract office, research and development, managerial and executive level jobs. Looking forward, River Ridge needs 10th Street to have amenities and a sense of place and to have newer housing development including rental and home ownership at a variety of price points and formats to continue to attract employers and evolve the district. The character and scale of this new development will be of chief importance as part of this pursuit.

Non-commercial uses also exist along the corridor. In addition to institutional and public uses such as the fire, police, and municipal offices, single and multi-family properties make up 36 and 12 percent of the land mass, respectively.



*DOT-MOCRACY IN ACTION*

A core part of the Study's intelligence gathering is understanding its strengths, weaknesses, and investment priorities. Every participant in the process was asked to share their perspective on these questions as well as place dots on a map to specifically pin down locations along or near the Study Area where these characterizations occur. From this wide-ranging subjective input, the analysis can create an objective visualization of the community's experience to generate insights about the core job to be done through this planning process.

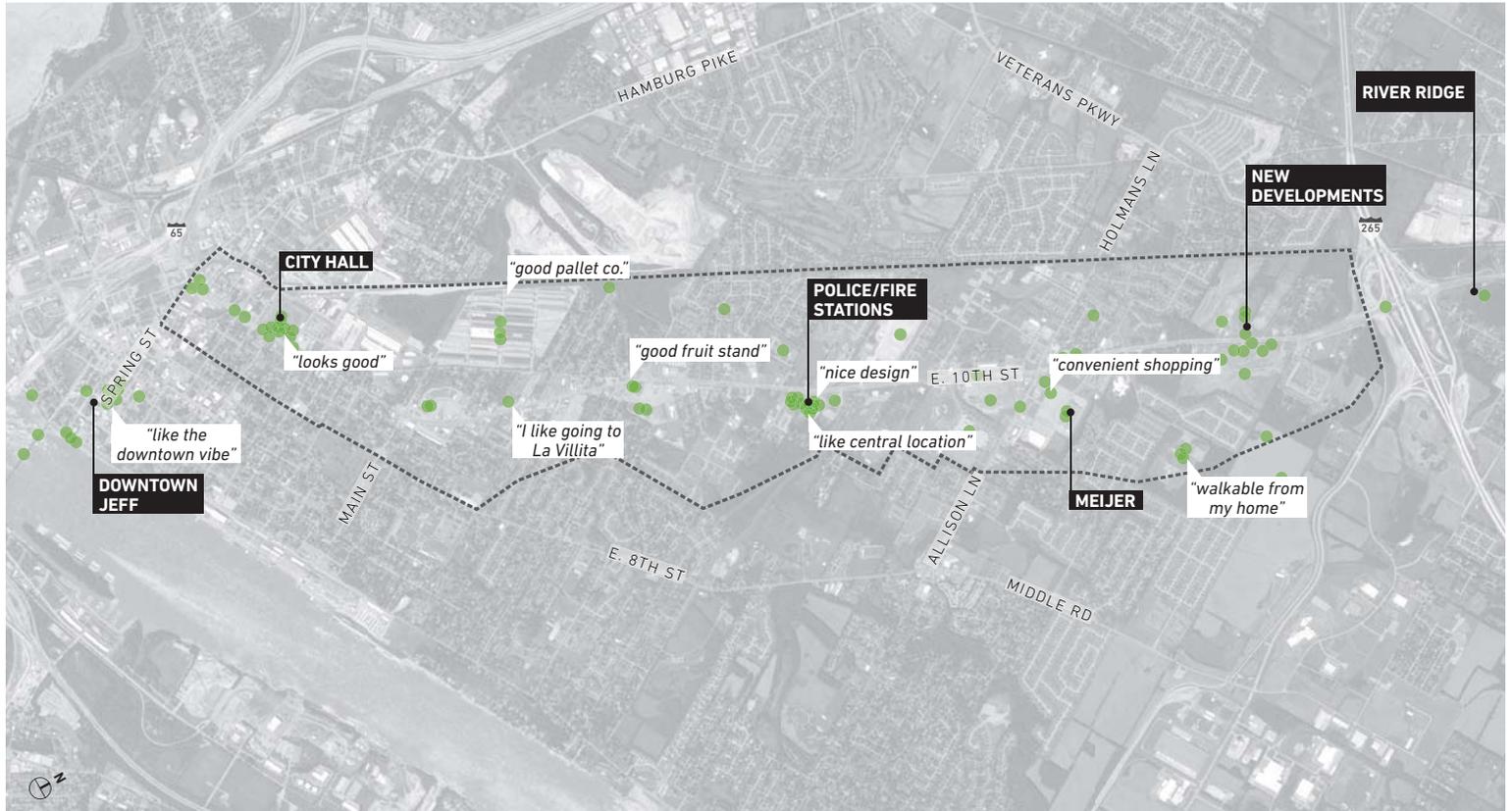
#### DOT-MOCRACY EXERCISE

-  STRENGTH
-  WEAKNESS
-  PRIORITY

#### WHAT WE LEARNED

Downtown Jeffersonville has come back and River Ridge has become a center of gravity, but 10th Street is still a commuting corridor, not a destination. The market is most interested in Allison Lane to River Ridge. How do you address the older retail sections from Allison Lane to downtown? How do you address the perception that there is a battle going on between "Old Jeff" and "New Jeff"?

There is a sense in the community that there is momentum between roadway improvements, the City taking down older buildings, and this Study to address the corridor.



The corridor is strong in its convenient service-based and retail-based amenities and connections to surrounding areas. The following strengths were highlighted:

- » 10th Street is largely an area where daily needs might be met with fast, convenient retail, service, and food options.
- » The hometown vibe of Downtown Jeffersonville and momentum of its development can be felt throughout the city's neighborhoods.
- » Big 4 Pedestrian Bridge provides a unique place and connection across the river.
- » Public facility campuses such as police, fire, schools, and Quartermaster Court are close by.
- » River Ridge and the new growth around the 265 interchange brings an exciting opportunity for the future of Jeffersonville.

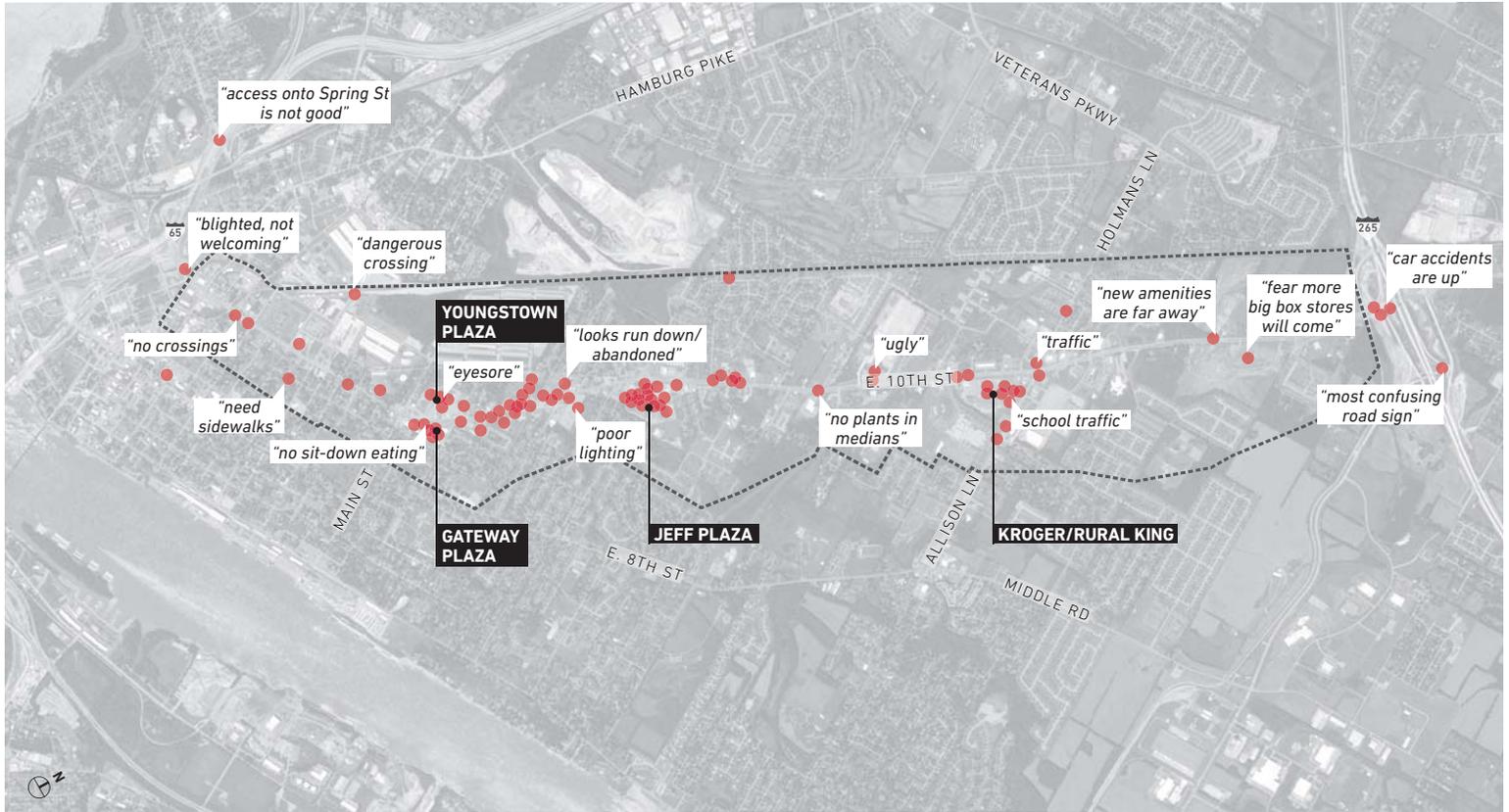


DOWNTOWN JEFFERSONVILLE



CITY HALL AND QUARTERMASTER COURT

# DOTMOCRACY WEAKNESSES



The following are a few of the most common areas indicated as weaknesses of the corridor:

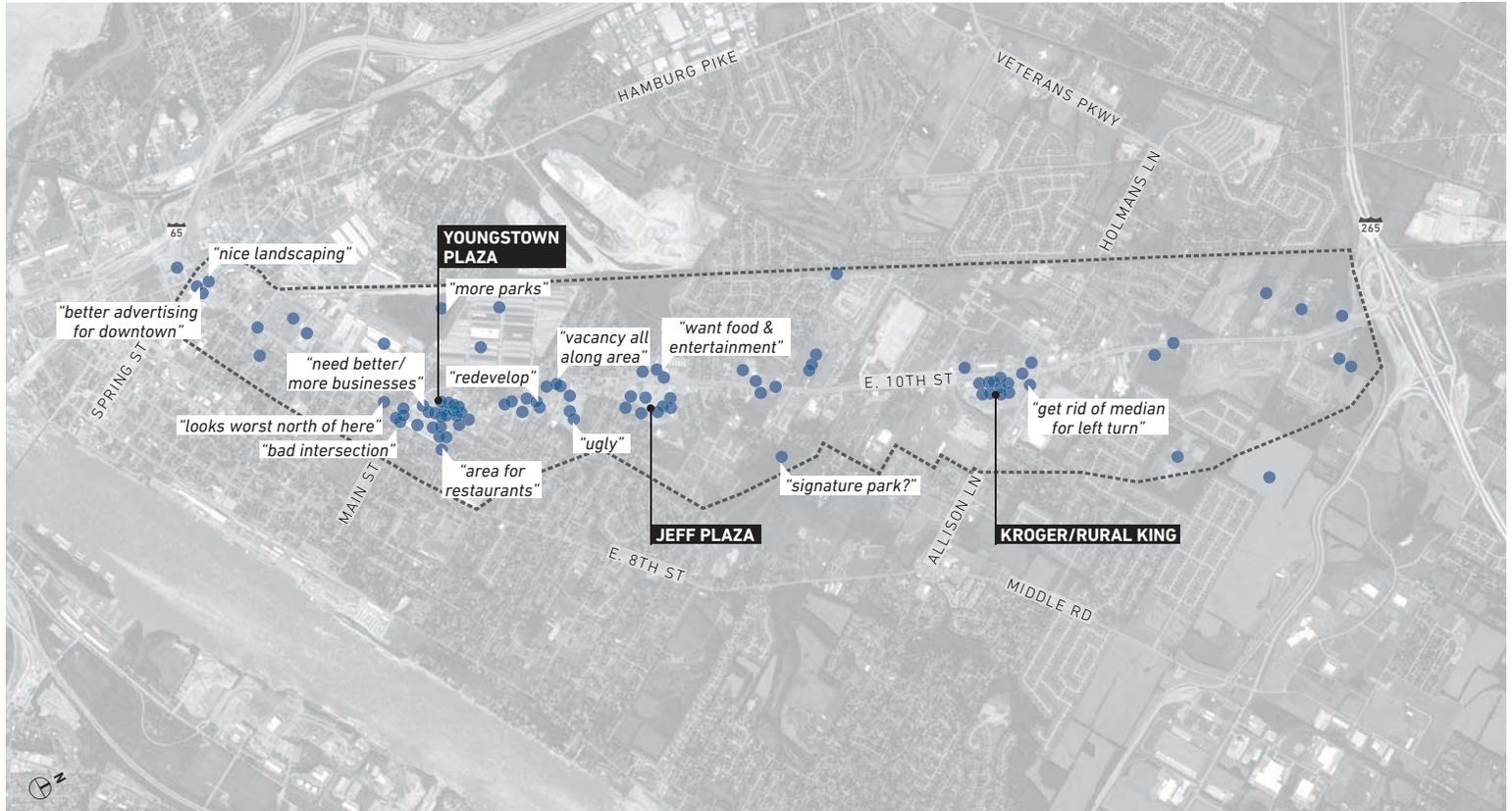
- » The visual appearance of the corridor and lack of quality of place, especially the tired and/or vacant plazas such as Youngstown, Jeff, and Gateway Plazas, does not encourage people to spend time along the corridor. The length of the corridor and amount of retail vacancy makes it hard for the viable and contributing retail uses to gain any critical mass.
- » Lack of convenient and direct transit access and infrastructure as well as poor and/or missing pedestrian and bike infrastructure
- » Circulation at the Rural King plaza and concerns about what happens with the soon-to-close Kroger
- » Corridor has too many convenience-driven places and not enough destination places
- » Traffic, accident, and pedestrian safety/facility issues, especially between Reeds Lane and Allison Lane where there is no bike or pedestrian infrastructure. A lack of wayfinding and lighting along the corridor also contribute to these safety issues.
- » Existing multifamily development is poorly designed and managed, leading to a bad reputation in the community for this type of development.



GATEWAY PLAZA



MISSING PEDESTRIAN, BIKE, AND TRANSIT INFRASTRUCTURE ALONG 10TH STREET



These are the four most prioritized opportunities in the corridor:

- » Improve streets, access, lighting, signage, and adjacent neighborhood connections to make it a more pedestrian and bike friendly environment that serves all users
- » Address the reuse of older retail centers such as redeveloping Youngstown, Gateway, and Jeff Plazas into vibrant destination places, and hold existing property owners accountable. In the short term, it may be possible to find unique people and businesses to populate older, cheap retail spaces. For example, La Villita is a local business developing a strong following and should be supported.
- » Fix circulation and allow for infill development around Rural King
- » Develop additional high-quality housing of mixed types, density and affordability to provide a stronger market for the corridor and to complement and strengthen existing neighborhoods.



RURAL KING & SOON-TO-BE FORMER KROGER SITE



JEFF PLAZA

# SURVEY RESPONSE

An online survey was created and reached over 600 stakeholders. The primary themes gleaned from the survey were as follows:



## 10TH STREET IS A PLACE TO MEET DAILY NEEDS

70% of respondents do the bulk of their grocery shopping along the corridor but 60% do all of their non-food, specialty shopping in neighboring Clarksville.



## 10TH STREET IS NOT A PLACE OF CHOICE

Despite the amount of retail along the corridor, only 10% of respondents say they choose to spend an evening out anywhere on the corridor. 78% of respondents regularly avoid the corridor stating that traffic (59%) and vacancy or lack of activity (55%) pushes them elsewhere.



## 10TH STREET IS BUILT FOR CARS, NOT PEOPLE

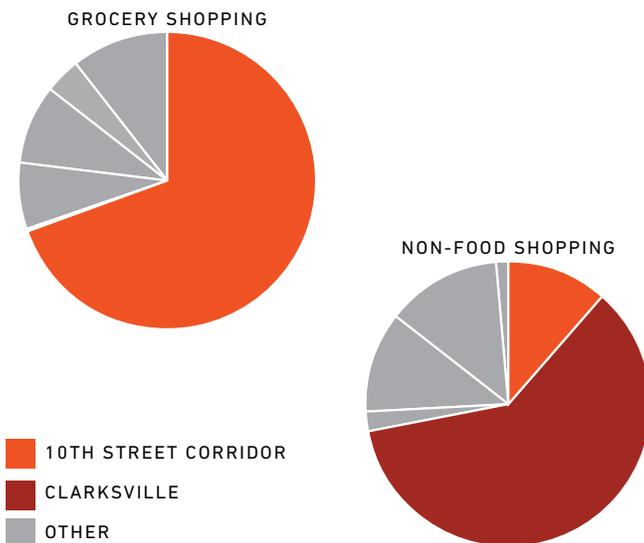
94% of respondents feel that they must use the car to get to places in the corridor. 68% of them do not feel comfortable walking and 80% do not feel comfortable biking along the corridor.



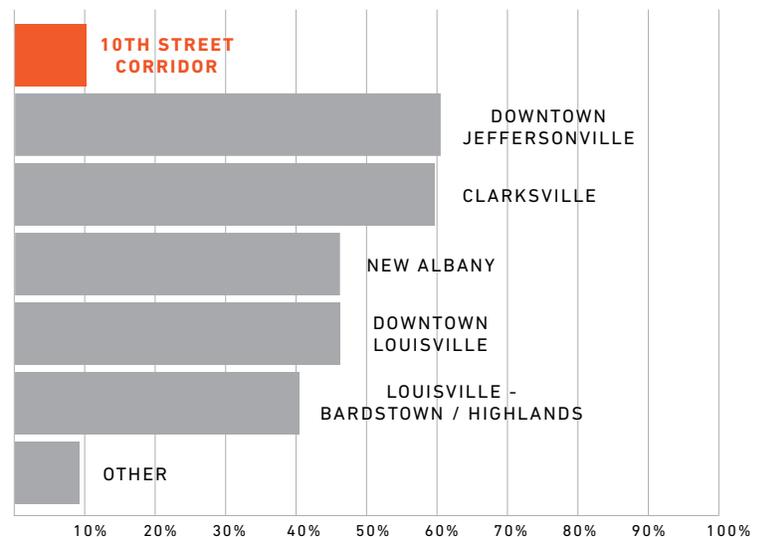
## 10TH STREET'S FUTURE MUST INCLUDE ACTIVITY AND MEMORABLE EXPERIENCES

60-80% of respondents feel that experience-driven food, beverage, and entertainment uses are the top missing amenities along the corridor.

WHERE PEOPLE DO THEIR SHOPPING...



WHERE PEOPLE GO FOR AN EVENING OUT...





RURAL KING & SOON-TO-BE FORMER KROGER SITE

## THE BASELINE MARKET RESEARCH INDICATES THAT:

Demographics are changing.

- » Jeffersonville is growing at approximately the same rate as the rest of the Louisville Metro.
- » Its incomes are also on par with the Metro.
- » Household size is shrinking in Jeffersonville and the number of one or two-person households is 5% higher than that of the Metro (30% are one-person households).
- » Jeffersonville is missing the millennial boom but is set to experience a significant baby boom.

The current residential mix may be appropriate, but the format is proving problematic.

- » Current residential supply along the corridor is affordable and more mixed than that of Jeffersonville as a whole.
- » But the format, upkeep, and low rents are dragging down values and the perception of several locations along the corridor.
- » This pertains to both single family and multi-family properties.
- » Without upgrades and new options, the corridor may miss both the boomers and the millennial households that will be making the bulk of housing choices over the next decade.

A majority of the current retail (64%) occupies only 7 out of 30 business subsectors and, within those, very limited choices exist.

River Ridge is already a game changer (7,200 jobs), but more can be done to strengthen the relationship between the corridor and the employment and industry hub.

- » The corridor today is often avoided or cited as a problem for company and talent recruitment.
- » The retail and housing options are attainable by a large portion of the workforce but do not attract the higher income employees to live or shop.
- » Without smart fixes to the corridor, it may become a cut through once the induced demand from 265/65 is realized and congestion there pushes trips back on the corridor. This will further constrain mobility and investment along the corridor.



**1 FOCUS ON THE HEART AND ALLOW NEW CENTERS TO FORM**



**2 BUILD “POCKET NEIGHBORHOODS”**



**3 CREATE “FAST” CONNECTIONS BETWEEN “SLOW” PLACES**



**4 BUILD ORGANIZATIONAL INFRASTRUCTURE**

From what was learned in the analysis and research, a clear “job to be done” may be understood that will guide the recommendations for the future. The Development Principles describe, regardless of scenario, the baseline for success. The Development Initiatives outline potential approaches that might be taken through development. These initiatives range from surgical to transformational. Once confirmed, they will be developed and tested further for review with stakeholders.

### DRAFT DEVELOPMENT PRINCIPLES

Significant global changes to our demographics, technology, and economies are being experienced hyper locally along the 10th Street Corridor. To meet these challenges head-on, Jeffersonville can become a better version of itself as it looks to the future. It needs to shrink the overall retail footprint and create residential supply that meets new demands. It must lower barriers to entry for new companies and industries to adaptively reuse existing structures where possible, capitalize on the corridor’s central location, and leverage major drivers such as River Ridge. With so much uncertainty and accelerating change, it should promote flexible infrastructure and buildings. And, above all, the corridor needs to offer experience-rich places for people that are authentically Jeffersonville. It can do this through four overarching development principles:

- 1. Focus on the heart and allow new centers to form:** Continue to focus on growing downtown and complement it with focused, active neighborhood cores along and/or just off the corridor.
- 2. Build “pocket neighborhoods:”** On vacant commercial properties between these new cores, bolster the existing neighborhoods’ relationship with the corridor through the creation of new cottage, attached, and small multi-family residential that builds off the character of the existing neighborhoods. In some cases, amenities and small commercial spaces may also be appropriate as part of this new residential development.
- 3. Create “fast” connections between “slow” places:** Repurpose the 10th Street corridor to connect the new, walkable neighborhood cores with efficient, smart, and safe transportation options that support multiple technologies and modes. Supplement this network with public spaces at several scales that provide both recreational and functional connections between people, places, and the natural environment.
- 4. Build organizational infrastructure:** Create a corridor development organization comprised of both neighborhood and commercial members that is dedicated to strengthening each core’s investment, programming, development, identity, brand, and marketing.



BREAKWATER DEVELOPMENT - NEW ALBANY, IN

## DEVELOPMENT INITIATIVES TO TEST

Development initiatives will be evaluated to determine the preferred investment strategy. Each scenario will be explored in three dimensions to test development scale, capacity, and potential layout. The proposed initiatives are:

1. Redevelopment of Youngstown, Gateway, and Jeff Plazas into neighborhood cores, with options for each
2. Street infrastructure and infill development around Rural King
3. 2-3 prototypical "pocket neighborhoods"
4. 4-5 potential street sections (for cores and intervening segments)
5. Atkins Park and Greenway: Future redevelopment of the quarry and part or all of the rail corridor into a regional open space amenity

## SCHEDULE & NEXT STEPS

1. Review and sign off on this Summary of Understanding
2. Create draft development initiatives
3. Convene workshop(s) with key property owner(s)
4. Confirm next public meeting, focus group meetings, steering and technical committee date(s) (January and/or February)
5. Collect Key Additional Data (Crime Data, Crash and Accident Data)