



# SPRING STREET MASTER PLAN

Riverside Drive to Eastern Boulevard



# ACKNOWLEDGMENTS

The Spring Street Master Plan could not have been produced without the input and efforts of many, agencies, organizations and local residents. We would like to thank the following organizations and individuals and for their support

- City Pride - Peggy Duffy, President
- Clark County School District -
- Clark Memorial Hospital - Martin Padgett, President
- Claysburg Neighborhood Association - Carol Moon, President
- Community Kitchen - Rick Kopple, Executive Director
- District 1 City Councilman Dustin White
- Downtown Merchants Association - Natalie McCarden, President
- Jeff Main Street - Jay Ellis, Executive Director
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- Jeffersonville Redevelopment Commission - Rob Waiz, Director
- Jeffersonville Urban Enterprize Zone
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- The Estopinal Group - Wayne Estopinal, Owner
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# TABLE OF CONTENTS

|                                         |     |
|-----------------------------------------|-----|
| EXECUTIVE SUMMARY .....                 | 4   |
| INTRODUCTION .....                      | 8   |
| Project Map .....                       | 9   |
| Vision and Objectives .....             | 10  |
| Previous Planning .....                 | 11  |
| Adjacent Projects .....                 | 14  |
| General Considerations .....            | 16  |
| EXISTING CONDITIONS .....               | 18  |
| PUBLIC PARTICIPATION .....              | 24  |
| STREETSCAPE PLAN .....                  | 26  |
| Street Sections .....                   | 26  |
| Bicycle planning .....                  | 32  |
| Specific Improvements by Segment .....  | 34  |
| <b>Downtown</b> .....                   | 34  |
| <b>Arts and Cultural District</b> ..... | 40  |
| <b>Hospital</b> .....                   | 44  |
| <b>Claysburg</b> .....                  | 48  |
| IMPLEMENTATION .....                    | 54  |
| APPENDIXES .....                        | A1  |
| Existing Conditions .....               | A1  |
| Stakeholder Comments .....              | A16 |
| Public Comments .....                   | A21 |

# EXECUTIVE SUMMARY

Historic Spring Street is the heart of Downtown Jeffersonville. Its narrow width and unique mix of buildings, shops, and restaurants sited right up to the edge of the sidewalk gives it a unique, small-town feel within Greater Louisville that is appreciated by local residents, visitors, and employees alike. As an important destination for residents and local tourists, Spring Street is perhaps the most important street in the City.

In the last decade, significant public investments such as the Big Four Bridge, Jeffersonville Marina, RiverStage, and the Ohio River Greenway have brought renewed interest and vitality to the historic Downtown area. A great deal of private investment has followed in the form of new restaurants, shops, a hotel, and residential infill. As a direct connection to the northern parts of Jeffersonville, Clarksville, and beyond, Spring Street serves as a significant gateway to this area of significant investment and renewal. Unfortunately, outside the historic district, Spring Street does not necessarily function well - physically or aesthetically - as a gateway. Therefore, it is important to take a closer look at the greater corridor in order to compliment growth in the downtown.

Currently, a handful of public and private investments are taking shape north of Court Ave. In light of these projects, it is even more important to improve Spring Street so it can better serve future development. Doing so will extend the walkable pedestrian corridor beyond the historic district, and allow Spring Street to serve as an excellent gateway to the Historic Downtown.

## Project Area

This planning project covers a 1.5 mile section of Spring Street from Riverside Drive to Eastern Boulevard. In this project area, there are four distinct sub-areas that are referred to as “segments.” These segments are as follows:

- Downtown (Riverside Dr. to 7th St.) - This segment includes the entire historic downtown.
- Arts and Cultural (7th St. to 10th St.) - This is a gateway area that is currently slated for considerable redevelopment centered around the budding arts and cultural district.
- Hospital (10th St. to 14th St.) - This district is defined by Clark Memorial Hospital and numerous adjacent health facilities; it also sees the highest traffic volumes.
- Claysburg (14th St. to Eastern Blvd.) - This section is the heart of the Claysburg Neighborhood, a diverse area with a mix of small commercial businesses and residences.



## Vision and Objectives

The overarching vision for this project is to create a more unified design for the 1.5-mile portion of Spring Street, stretching from the Ohio River to Eastern Boulevard, that creates a greater sense of place and encourages redevelopment throughout the corridor. Currently, several Jeffersonville agencies and organizations are working on projects that impact Spring Street in some way and this plan aims to help ensure a level of consistency between projects along the corridor.

The project recognizes the unique attributes and existing vitality of the Historic Downtown and seeks to minimize the impact on Downtown businesses. As such, the recommendations set forth in this plan are focused on smaller-scale maintenance improvements in the downtown area with more extensive improvements in other parts of the corridor.

The eight primary goals of this planning project are as follows:

1. Create a unified streetscape that generates a greater sense of place within the corridor
2. Improve the quality, function, and appearance of Spring Street within the project area
3. Increase the safety of all users including drivers, bicyclists, and pedestrians
4. Implement recommendations found in the City's Bicycle and Pedestrian Master Plan
5. Improve transit access along the corridor, especially in the Claysburg Neighborhood
6. Increase pedestrian comfort and walkability throughout the corridor
7. Support revitalization and economic development along the corridor
8. Formalize the outdoor seating program on Spring St.



## Process

The recommendations set forth in this plan are based on data and observations collected from several sources. Extensive information and quite a few recommendations were pulled directly from previous planning documents and collected from a 2014 downtown planning assessment that was never formally completed. This information was compiled along with with a field assessment of the entire corridor and adjacent blocks to create a basic framework for the master plan.

In January 2017, we met with key stakeholders in the corridor in a series of small group meetings and one-on-one discussions. These meetings were helpful in refining the goals and objectives of the project, identifying the special needs of specific groups and users of the corridor, and noting specific patterns of use that are not easily identified in the short time frames associated with field assessment. This information was heavily utilized in the creation of master plan maps and conceptual sketches that were presented to the public in March 2017. Comments received from the public meeting and subsequent conversations have been used to further refine the plan.



## The Streetscape Plan

The plan for the corridor acknowledges three distinct functional zones that require slightly different streetscape treatments:

- The first zone consists of the Downtown segment and most of the Arts and Cultural segment. This area focuses primarily on enhancing the existing pedestrian experience in the downtown and extending that experience up to 9th Street. The plan acknowledges the desire by some to see expanded sidewalks in the area and suggests a narrowing of Spring St. from Chestnut St. down to the river in order to accommodate more pedestrian activity. This concept will need to be studied further before implementation.
- The second zone extends from 9th St. up through the Hospital Segment. This area includes three major intersections, sees heavier traffic levels, and has relatively no need for on-street parking. Significant adjustments to the street section, including a continuous left-turn lane, can help better facilitate the traffic needs in this area. Additionally, the plan recommends closing two right-turn lanes in order to improve walkability and pedestrian safety.
- The final zone is in the Claysburg segment. In this area, buildings are closer to the street and there are significant pedestrian and transit needs. There is also some need for on-street parking. Here, parking is suggested to be limited to the east side of the street where there are residential homes and businesses without large parking areas. Some further study will be needed to address right-of-way needs between Riddle St. and Eastern Blvd.

The three areas will be tied together by similar sidewalk treatments, lighting, pedestrian amenities, and wayfinding signage. The plan generally calls for a consistent sidewalk treatment from Riverside Dr. to Eastern Blvd. on the west side of the street. The east side of the street will vary a bit more due to significant overhead electrical utilities (from 7th St. to Eastern Blvd.) and changes in use along the street.

## Bicycle Plan

The 2013 Bike and Pedestrian Plan laid out specific recommendations for the installation of bike lanes on Spring Street north of Downtown. This master plan revisits those recommendations in light of changes made since that plan was adopted and other recommendations in this plan. This plan recommends the following:

- Repaint existing “sharrows” from Riverside Dr. to 7th St.
- Add “sharrows” from 7th St. to 8th St.
- Install designated bike lanes from 8th St. to Eastern Blvd.
- Coordinate improvements on Spring St. with adjacent existing and planned routes in the area.
- Install and/or relocate bicycle parking and fix-it stations to align with bicycle route intersections.
- Investigate provision of wayfinding signage for bicycles, especially at route intersections.



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## Specific Improvements (by Segment)

This section of the plan documents recommended improvements that are specific to each of the segments. Improvements range in scale from fixing the curb in a defined location, to redesigning an intersection for pedestrian comfort and safety. The following are some of the primary recommendations in each segment:

### Downtown

- Remove concrete block curb-strip and replace with true brick pavers.
- Modify all tree wells and plan for replacement of trees over time.
- Replace all pedestrian lighting.
- Make significant improvements to the intersections at Court Ave, Chestnut St. and Riverside Dr.

### Arts and Cultural

- Implement significant sidewalk improvements in the segment.
- Promote redevelopment on the east side of Spring.
- Work with existing redevelopment and private developers on improvements at the 9th and 10th Street intersections.
- Make significant improvements to the intersections at 7th and 8th Streets.

### Hospital

- Make significant sidewalk improvements on the west side of the street including pedestrian lighting
- Promote tree planting on adjacent private property to provide shade for pedestrians
- Provide improvements at and promote adaptive reuse of the Spring Street Depot.
- Make significant improvements to the intersections at Hospital Blvd., 12th St./Sparks Ave., and 14th St./Wall St.

### Claysburg

- Make significant sidewalk improvements on both sides of the street.
- Provide seating and shelter at existing bus stops.
- Make significant improvements to the intersections at Riddle St, Smith St, and 15th St.
- Redesign and reconstruct the Eastern Blvd. intersection.
- Extend sidewalks to National Ave. along the south side of Eastern Blvd. and to Peacely St. on the east side of Spring.

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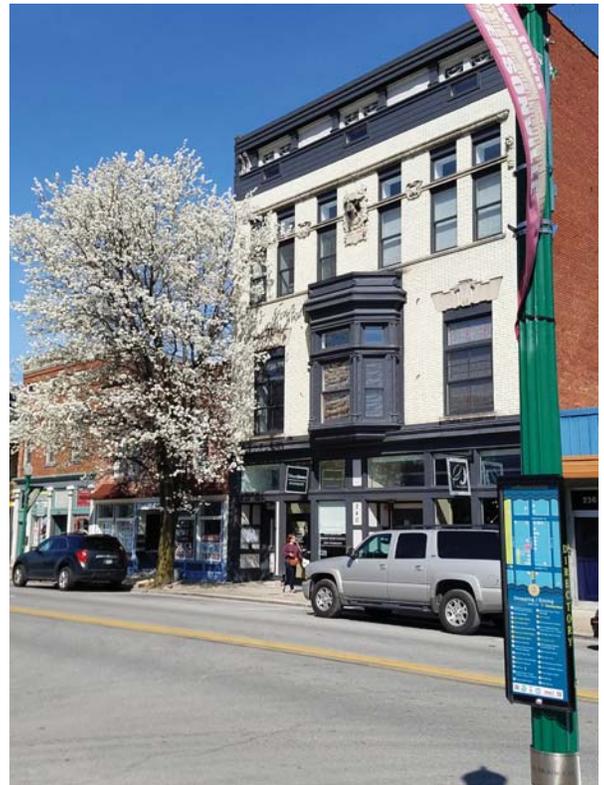
## Implementation

Given the scope of work outlined in this plan, it will take several years for the plan to be implemented. The timing of implementation will ultimately be based on several factors, most notably funding. The plan provides an implementation matrix for the completion of the project in phases. While work is likely to start in the Arts and Cultural segment, then shift to other segments in phases, small projects in each segment have been prioritized in order to show progress throughout the corridor even while work is focused in one segment.

# INTRODUCTION

Historic Spring Street is the heart of Downtown Jeffersonville. Its narrow width and unique mix of buildings, shops and restaurants sited right up to the edge of the sidewalk gives it a unique small-town feel within Greater Louisville that is appreciated by local residents, visitors and employees alike. As an important destination for residents and local tourists, Spring Street is perhaps the most important street in the City. It also helps define the image of the City.

In the last decade, large public investments such as the Big Four Bridge, Jeffersonville Marina, RiverStage, and the Ohio River Greenway have brought renewed interest and vitality to the historic Downtown area. A great deal of private investment has followed in the form of new restaurants, shops, a hotel, and residential infill. As a direct connection to the northern parts of Jeffersonville, Clarksville, and beyond, Spring Street serves as a significant gateway to this area of significant investment and renewal. Unfortunately, outside the historic district, Spring Street does not necessarily function well - physically or aesthetically - as a gateway. Therefore, it is important to take a closer look at the greater corridor in order to compliment growth in the downtown.



Currently, a hand full of public and private investments are taking shape north of Court Ave. In light of these projects, it is even more important to improve Spring Street so it can better serve future development. Doing so will extend the walkable pedestrian corridor beyond the historic district, and allow Spring Street to serve as an excellent gateway to the Historic Downtown.

## Project Area

Spring Street begins at Riverside Drive on the Ohio River and extends northward approximately two miles before becoming Hamburg Pike. About 1.5 miles north of the Ohio River, the corridor splits in two at the intersection of Eastern Boulevard. Just north of the intersection, Spring street narrows considerably and takes on a much more rural character for the final half mile. As such, we have decided to limit our study of Spring Street from Eastern Blvd. to Riverside Drive. The plan focuses primarily on Spring Street itself, but sometimes suggests improvements on the adjacent streets/blocks that would help improve the function of the street, adjacent businesses and neighborhoods.

For the purpose of this planning process, we have divided the Spring Street Corridor into four distinct segments, based on physical character and defined by significant intersections. Throughout the plan, our assessment and recommendations will be divided among these planning segments, starting from Downtown and working outward to Eastern Blvd. Figure 1 on the following page shows the entire corridor as divided into its four segments. Below the map is a short description of each segment.

## Project Map

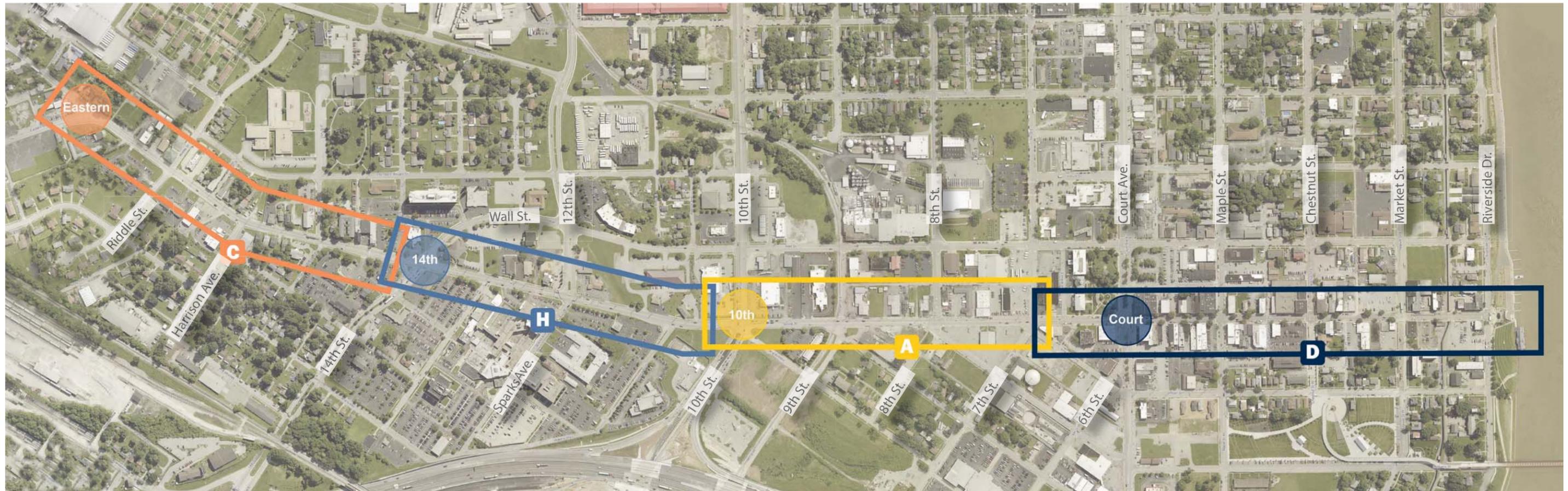


Figure 1: Project Area Map

**C Claysburg:**  
This segment is the heart of the Claysburg Neighborhood. The segment includes the Eastern Blvd. intersection and extends up to Peacely Street where the street section narrows and becomes more rural in character.

**H Hospital:**  
This segment begins just after the 10th Street intersection and extends through the 14th Street/Wall Street intersection. This segment is defined by the presence of Clark Memorial Hospital and a number of auxiliary medical office buildings.

**A Arts and Cultural:**  
This segment begins with the 7th Street intersection and extends to a point just beyond the 10th Street intersection. This segment is a primary gateway to the historic Downtown, but is not characterized by the same quality of development seen in the Downtown Area. The City of Jeffersonville is working to develop this area into an arts and cultural district.

**D Downtown:**  
This segment stretches from Riverside Drive up to, but not including, the intersection of 7th Street. This segment includes the entire Historic Downtown.

## Vision and Objectives

The overarching vision for this project is to create a more unified design for the 1.5-mile portion of Spring Street, stretching from the Ohio River to Eastern Boulevard, that creates a greater sense of place and encourages redevelopment throughout the corridor. Currently, several Jeffersonville agencies and organizations are working on projects that impact Spring Street and this plan aims to help ensure a level of consistency between projects along the corridor. The graphic to the right sets forth the primary goals of this project. These goals have been used to create specific recommendations throughout the corridor.

This project recognizes the unique attributes and existing vitality of the Historic Downtown and seeks to minimize the impact on Downtown businesses. As such, the recommendations set forth in this plan are focused on smaller-scale maintenance improvements in the Downtown area with more extensive improvements in other parts of the corridor.



## Primary Goals



### Goal 1

Create a unified streetscape that generates a greater sense of place within the corridor



### Goal 2

Improve the quality, function and appearance of Spring Street in the area



### Goal 3

Increase the safety of all users including drivers, bicyclists and pedestrians



### Goal 4

Implement recommendations found in the bicycle and pedestrian master plan



### Goal 5

Improve transit access along the corridor especially in the Claysburg neighborhood



### Goal 6

Increase pedestrian comfort and walkability throughout the corridor



### Goal 7

Support revitalization and economic development along the corridor



### Goal 8

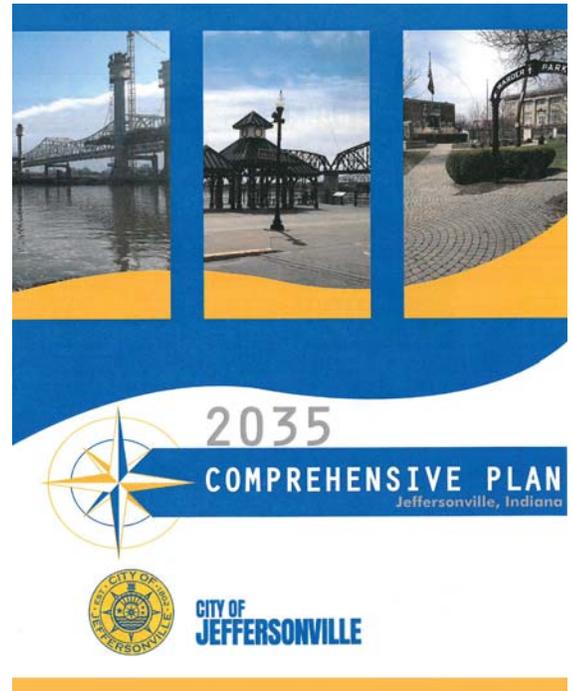
Formalize the outdoor seating program on Spring Street

## Previous Planning

Several previously created planning documents reference the Spring Street corridor. This section aims to summarize some of these earlier recommendations so that we can draw from them in creating the new plan.

### Comprehensive Plan – 2015

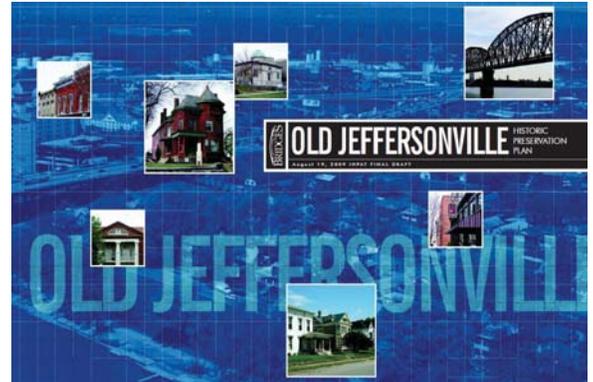
The City's Comprehensive Plan is a broad policy document that serves as a guide for the formulation of detailed plans for smaller areas such as the Spring Street Corridor. The plan specifically advocates for two items in relationship to Spring Street: consistent design elements to enhance the aesthetics of the corridor and redevelopment of vacant or under-utilized parcels on adjacent blocks. Less specifically, several of the Plan's overarching goals also relate to and/or provide guidance for this planning effort. These include:



-  • Support revitalization and cleanup of areas with potential for infill development.
-  • Provide multi-modal transportation options (bicycle, pedestrian, public transit, roadway) that meet the needs of a growing community.
-  • Capitalize on improved access and economic potential of the Ohio River Bridges Project.
-  • Promote economic development in targeted focus areas (including Downtown and Falls Landing)
-  • Promote Jeffersonville as a destination
-  • Define the City through parks and public spaces (recall that sidewalks are public spaces).

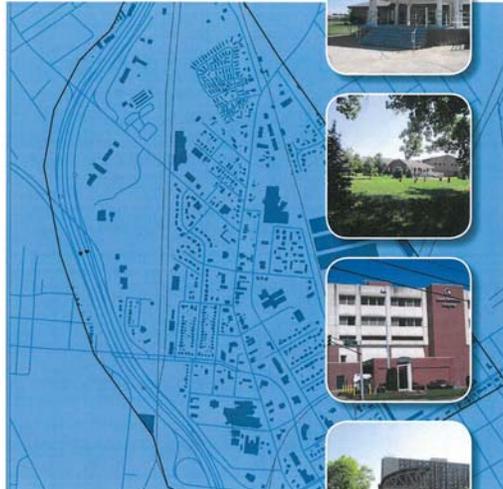
## Old Jeffersonville Historic Preservation Plan - 2009

The Old Jeffersonville Historic Preservation Plan was created in 2009 as part of the Ohio River Bridges project. Its intent is to “provide a context to inform and guide the implementation of specific mitigation measures for Old Jeffersonville as a result of the Bridges Project.” While most recommendations focused on the area immediately adjacent to the bridge/highway project, the following the recommendations refer directly to Spring Street:



- Enhance Court and Spring intersection with pedestrian and bicycle accommodations, public art and bus shelters that better reflect the historic community.
- Better define the 10th and Spring St. intersection as a gateway/connection to downtown. This includes intersection enhancements, signage, lighting, etc. Improvements should be consistent with the Court Ave. intersection.
- Explore low-impact stormwater strategies in the area to reduce demands on the combined storm/sewer system
- Install additional street furniture, lighting and directional signage throughout the area.

### Claysburg Neighborhood Revitalization Plan



CITY SOLUTIONS CENTER  
UNIVERSITY OF LOUISVILLE  
CENTER FOR ENVIRONMENTAL  
POLICY & MANAGEMENT

## Claysburg Neighborhood Revitalization Plan - 2012

The Jeffersonville Urban Enterprise Association commissioned this study in order to create a set of strategies for improving the quality of life in the Claysburg Neighborhood which straddles Spring Street north of Downtown. Recommendations in the plan aim to strengthen social, environmental, economic and physical infrastructure in the neighborhood. The specific recommendations that are applicable to this plan are as follows:

- Increase access to public transportation.
- Improve sidewalk connectivity to Downtown.
- Ensure that sidewalks and intersections are handicap accessible/ADA compliant.
- Install crosswalks at busy intersections.
- Extend streetlighting from Downtown into the Claysburg Neighborhood.

## Clark County Transportation Plan - 2012

The Clark County Transportation Plan lists the Spring Street/Eastern Boulevard intersection as a specific concern. The plan notes that the intersection has a moderate crash rate due to short turn lanes and poor intersection geometry. The plan suggests lengthening turn lanes and squaring the intersection with Spring Street.

## Bicycle and Pedestrian Plan - 2013

The 2013 Bicycle and Pedestrian Plan for the City of Jeffersonville lists Spring Street as one of its highest priority corridors for bicycle and pedestrian enhancements. The plan includes specific recommendations for bicycle and pedestrian infrastructure on Spring Street as listed below:

- Recommendations for bicycles:
  - Install sharrows from Riverside Drive to 8th St.
  - Install bike lanes from 8th St. to Eastern Blvd.
  - Create bike route on 8th St. beginning at Spring Street.
- Recommendations for pedestrians:
  - Improve crossings at 10th St., Court Ave, and Chestnut St.
  - Increase the number of street trees - max 40' on center
  - Install pedestrian striping at primary intersections
  - Consider bump-outs at intersections to improve pedestrian visibility and reduce crossing distances
  - Add additional amenities such as benches, trash receptacles, drinking fountains, bike racks, public art, etc.

## Downtown Planning Assessment - 2014 (Incomplete)

While this project was never formally completed, we do have a great deal of data collected during this planning effort. Data includes a field analysis and notes collected through public outreach. This data has been included within this assessment of the Spring Street corridor



## Adjacent Projects

Much of the impetus for this planning project has been a number of current projects in some stage of development along the corridor. This section briefly describes these key projects.

### Court Street Median Revitalization

City Pride currently maintains the medians on Court Street. They are currently working with the City to rejuvenate the landscaping in the medians as there are significant maintenance needs and many of the existing pear trees are nearing the end of their life cycle. The medians adjacent to Spring Street should be taken into consideration in the design of this highly important intersection. Any work on this intersection should be coordinated with City Pride.

### Arts and Cultural District

The Jeffersonville Arts & Cultural District is a project that intends to create a vibrant, enticing, and engaging place to live, work and visit just north of the Historic Downtown. The Arts & Cultural District will be home to artists, makers, historians, inventors and others working in creative endeavors and will serve to revitalize underutilized buildings in the neighborhood. The District is intended to become a unique destination and draw visitors from the greater Louisville metro area to Downtown Jeffersonville. The Arts and Cultural district intersects with Spring St. from Court Ave. to 9th Street. Further coordination will be needed to ensure that improvements on Spring St. meet the needs of the District, and connect visitors to other amenities in the Historic Downtown. Figure 2 shows a map of the proposed area as currently planned.

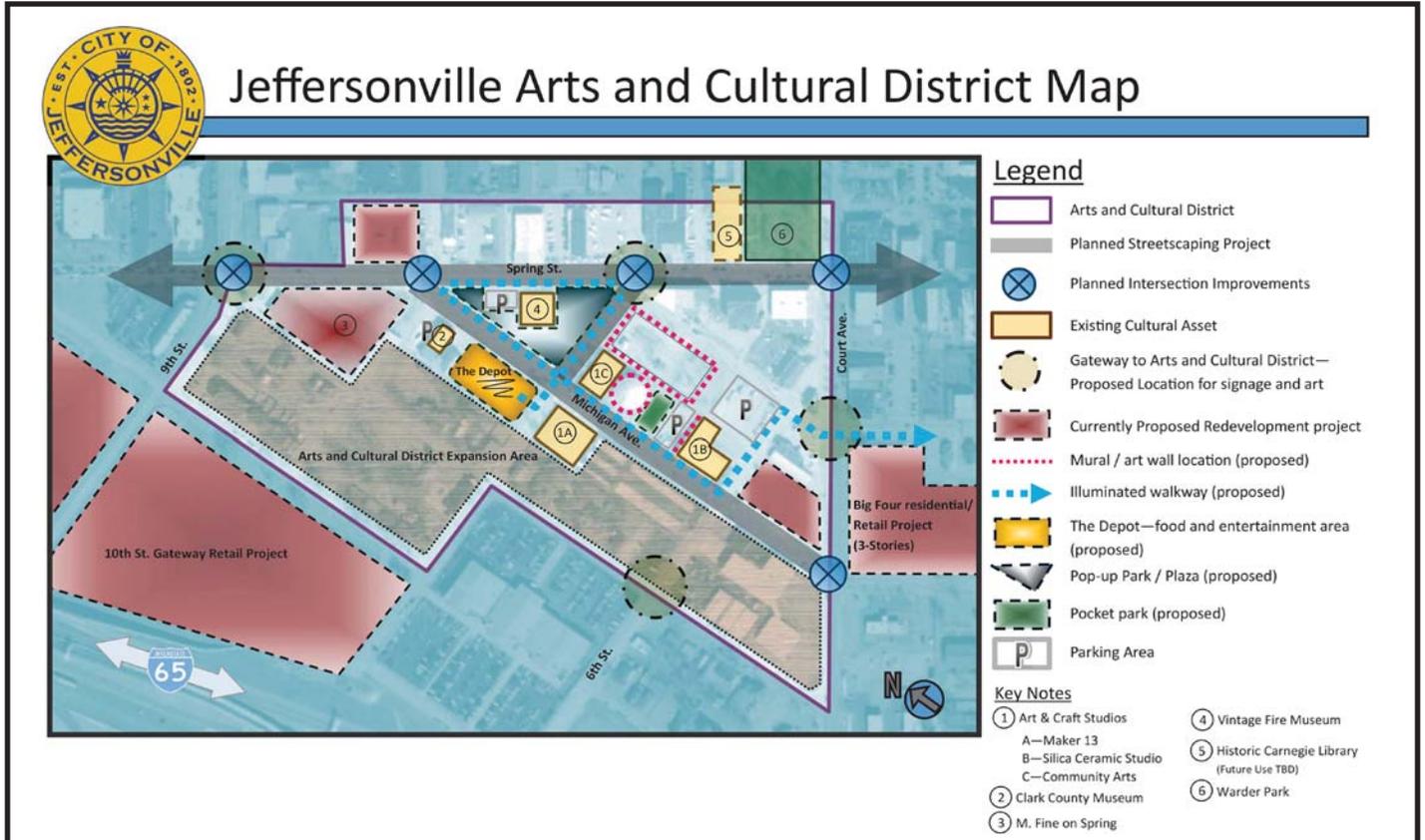


Figure 2: Jefferson Arts and Cultural District planning map

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## **M. Fine on Spring - New Hope Senior Housing**

New Hope Services is currently renovating a large industrial property on the west side of Spring Street between 8th and 9th Streets that once housed the M. Fine & Sons clothing company. When complete the project will contain over 50 units of new senior housing and other senior services. New Hope Services estimates that around 50%-60% of future residents will own cars and be able to drive to other destinations. The remaining residents, however will be more reliant on other forms of transportation. For these “mobility challenged” residents, improvements will be needed near the property to help safely connect them to Downtown services and activities.



## **Gateway Redevelopment**

In conjunction with the Ohio Bridges Project, several large parcels were purchased and cleared between I-65 and Indiana Avenue. Current plans are to redevelop this area into a highway-oriented commercial district, with restaurants, hotels, and other amenities. As part of the project the intersection at Spring St. and 9th St. will be significantly redesigned. As this plan is unfolding, the City will work with developers to ensure consistency with our planning efforts. Ultimately the City wants to make sure that Spring St. is a highly walkable street that connect visitors to the Gateway Redevelopment to other downtown amenities.

## **Clark Memorial Hospital**

The Clark Memorial Hospital is a major anchor and traffic generator along the Spring St. Corridor. The formerly public Hospital has recently been privatized and offers the potential for expansion and redevelopment in the future. Recently, the Hospital began the process of renovating their emergency room. This renovation will move the main entrance off Spring Street and onto Sparks Avenue. Doing so will provide better visibility and ease of access for walk-up patients coming from the local neighborhood. This and other future needs of the Hospital will need to be taken into consideration in this planning effort.

## **Transit Alternatives Program (TAP) for Spring Street**

In 2015, TARC requested TAP funding to make transit amenity improvements and construct sidewalks in the Spring St Corridor. TAP funds will be used for the purchase and installation of several benches, boarding pads and trash receptacles at existing stops, one new bus shelter, and new sidewalk on both sides of Eastern Blvd. The goal of the project is to expand the number of ADA accessible bus stops, increase pedestrian access and connectivity to the fixed-route bus system, and improve mobility independence for transit users of all ages and abilities, and remove barriers for people with disabilities. The improvements are intended to help increase passenger security and safety, thereby improving the transit experience and increasing transit ridership. They also will benefit the overall pedestrian experience for all users in this corridor.

## General Considerations

Given that this plan is being undertaken by the City's planning staff, there are a number of known issues/concerns that need to be taken into consideration in this plan. The following is a list of general considerations that we feel need to be taken into consideration in this planning effort.

### **Access for commercial businesses:**

Throughout implementation of this project, it will be important to maximize access to existing commercial businesses. Recommendations and project designs that minimize impact will be prioritized. During implementation, well-defined and well-timed project phasing will need to be developed in order reduce impacts on existing businesses and visitors to Downtown Jeffersonville. These will likely need to include off-season construction schedules.

### **Construction fatigue:**

Over the past 5 years there has been a tremendous amount of construction in the Downtown area. Between the Big Four Bridge Project, the Ohio Bridges Construction, Marina improvements and other minor projects, a certain amount of construction fatigue has set in among Downtown business owners. While it may be desirable to perform a full-scale redesign of Spring St. in the Historic Downtown, now may not be a good time to begin another major construction project. With that in mind, this plan aims to minimize the amount of work in the Historic Downtown area south of Court St. The Plan instead will focus primarily on fixing existing problems such as failing street trees/tree wells, improving gateway areas, and formalizing the outdoor seating program. Any further improvements will need extra study and community vetting.

### **Need for investment in Claysburg:**

The Claysburg Neighborhood north of 10th Street, has not seen a great deal of investment in many years. The neighborhood is the most racially diverse neighborhood in Jeffersonville and houses a large African American population. Recently, there has been some political momentum for some reinvestment in this neighborhood, the Spring Street Corridor will be a needed first step in this effort.

### **Need for multi-modal transit:**

The Claysburg area of the corridor has a high level of pedestrian activity due to its proximity to high density residential areas for low-income seniors, people with disabilities, social services for children, and medical facilities. Information recieved from TARC indicates, that the average population with a disability in Census Tracts within one half mile of this corridor is 23.6%, compared to 14.2% for the Louisville Metropolitan Planning Area. Bus ridership in this area is also among the highest levels of anywhere in Jeffersonville. The segment of route 72 in Claysburg provides nearly 20% of all boardings on that route.

Current and future investments in senior housing, hotels and expansion of cultural tourism will only increase the need for walkability, bike-ability and transit access within the corridor. The plan should focus on making Spring Street a "Complete Street" (see note on following page).



## Redevelopment and reinvestment:

In recent years, both the Jeffersonville Redevelopment Authority and Urban Enterprise Zone have acquired or helped others acquire several parcels north and west of the historic downtown for the purpose of redevelopment. Plans in the area call for increased residential and commercial densities that help expand and enhance Downtown Jeffersonville. These developments will help maximize the return on public investments in the area and, in turn, help generate more revenue due to increased property values. This additional revenue can be used to continue reinvestment in the community. While some elements of this plan will be constructed by the City, the responsibility for full implementation should be shared by developers working on projects along Spring Street. In order to ensure that developers provide consistent sidewalk treatments, it is important for this plan to lay out appropriate standards for street and sidewalk design.

### A Note about “Complete Streets”

The National Complete Streets Coalition defines “Complete Streets” as streets that are designed and operated to provide safe, attractive and comfortable access for all users. Streets built utilizing “Complete Street” principles encourage social interaction, provide a unique sense of place and have a positive influence on adjacent land values. “Complete street” policies begin with the understanding that one third of the US population does not drive and that non-drivers and drivers alike have the right to expect that all streets provide safe and convenient travel, offer mass transit options, provide access for pedestrians, cyclists, and those with physical, hearing and sight impairments.

While the concept of “Complete Streets” is not specifically referenced in Jeffersonville’s previous plans, Objectives T-8 and T-10 of the Comprehensive Plan indicate a similar desire in stating that:

*“Circulation networks should accommodate pedestrians, bicycles, mass transit, freight and motor vehicles, with the allocation of right-of-way on individual streets determined through a Context Sensitive Design process”*

*“Key thoroughfares should provide safe, continuous and well-designed multi-modal facilities that capitalize on development patterns and densities that make walking, transit and bicycle travel efficient and enjoyable.”*

As Jeffersonville’s “main street,” Spring Street is perhaps the most important street in the City. As such, Spring Street should be a showpiece of complete street design for the community and successfully integrate pedestrians, bicycles, and bus transit as well as traditional automobile and freight traffic.



# EXISTING CONDITIONS

Early in the planning process City Staff conducted a physical assessment of entire corridor. This assessment was conducted using the latest aerial photography, existing parcel data, information collected in previous planning efforts and an on-the-ground field survey. This section provides a brief summary of the existing conditions throughout the corridor. More detailed information may be found in Appendix A.

## DOWNTOWN

### Typical Street Section

The Spring Street right-of-way within the Downtown Segment is approximately 58-feet wide. Within this ROW there is 10-feet of pedestrian space on each side of the street and 38-feet dedicated to automobiles. The pedestrian zone consists of an 8-foot concrete sidewalk, and a 2-foot strip of concrete pavers that give the appearance of brick along the concrete curb. This brick “curb strip” is a unique feature of Spring Street in Downtown Jeffersonville, giving the street an extra layer of human-scale, texture and color. The remainder of the street consists of two travel lanes and marked parking on each side. Figure 3 below is a graphic rendition of this street configuration.

### Primary Issues

While the Downtown segment is a vibrant pedestrian street with unique character and charm, there are a few issues that need to be resolved. These include:

- Safety concerns for pedestrians, especially at intersections.
- Deteriorating conditions at existing tree wells
- Tree loss & need for eventual replacement of aging pear trees (see next page)
- A few deteriorating curbs and sidewalks - from Market Street to Riverside Dr.
- Formalization of the outdoor seating program (see next page)
- There are a number of gaps in the “street wall” - mostly parking lots - that diminish the pedestrian experience. Some of the gaps are on prominent corners.



Figure 3: Existing Downtown Street Section

## Street Trees

One of the most pleasant aspects of Spring St. is a good number of mature street trees along the sidewalk. These street trees are planted in 3'x5' tree wells cut into the brick strip and concrete sidewalks with 10 tree wells per block (5 per side). Due to the small space provided, the roots of most of the street trees are pushing up the brick work around them. All of these tree wells will need to be reconstructed to improve the aesthetics of the street and remove tripping hazards.

Nearly all the trees are Bradford Pears which have been declared a nuisance species in the region and most of them are nearing the end of their life cycle, so it is an appropriate time to discuss a succession strategy. A few of these trees have been cut down and even fewer have been replaced.

## Outdoor Seating Program

Jeffersonville's Outdoor Seating Program is designed to help sustain local businesses and create a vibrant, pedestrian-friendly atmosphere in the downtown. Due to the narrow sidewalks along Spring Street, the program allows restaurants to convert one parking space in front of their building into outdoor seating. No more than three parking spaces may be converted to outdoor seating on each city block, including both sides of the street. Currently, there are six spaces along Spring Street that are being utilized as outdoor seating. The program is quite popular and there is some interest on the part of the City to make a number of these outdoor seating areas permanent.



Tree roots causing damage to the sidewalk and curb-strip due to inadequate space



Bradford pear trees lining Spring St.



Outdoor seating in the street.

## ARTS AND CULTURAL

### Typical Street Section

After 7th Street, the ROW grows 2 feet wider allowing for additional width in the street for parking although it is not physically marked in this segment. While the pedestrian zone is still approximately 10' wide on each side of the street, the decorative "brick strip," seen in the Downtown segments, is no longer a part of the streetscaping and there is generally concrete from property line to curb. There are also a good number of utility poles within this segment that sit within the pedestrian ROW, mostly on the east side of the street.

### Primary Issues

The following are the primary issues in the Arts and Cultural Segment:

- Deteriorating sidewalks and curbs
- Safety concerns for pedestrians and vehicles at three unusual intersections.
- Vacant or under-utilized properties along the street.
- Lack of shade
- No amenities at transit stops
- General aesthetics of area are poor and it does not serve as visual gateway to the historic downtown



Deteriorating sidewalk and curb in the A&C segment



Missing sidewalks and handicap ramps at corner of 8th and Spring

## HOSPITAL

### Typical Street Section

Just past 10th St. the Spring Street ROW grows to 64' to accommodate a left turn lane, but then slowly shrinks back down to 56' just past Hospital Blvd. While the ROW remains at 56' for the remainder of the segment there is some variation in the existing cross sections generally within the pedestrian zones. From 10th Street to 12th Street the 5' sidewalk on the west side of the street is attached directly to the curb while there is a 3' grass buffer strip between the sidewalk and curb on the east side of the street. North of 12th Street the sidewalks on both sides are detached from the curb with a 2' grass strip, but in several places this grass strip is paved with concrete. There are significant power transmission lines on the east side of the road throughout the whole segment.

## HOSPITAL (Cont.)

The roadway in this segment is two lanes in each direction with adequate width for parking on each side, but it is not marked or signed as such. This additional road width supports marked left turn lanes at 10th and 12th Streets, but generally just gives the appearance of a much wider street which may cause traffic to speed through the area. Analysis in the bike and pedestrian plan suggests that these parking lanes could be removed in order to allow for bike lanes on Spring St.

A small segment on the east side of the road in front of the old Spring St. Freight house has recently been replaced with a 6" poured concrete curb and a 2' concrete gutter. It would be wise to install this standard curb and gutter along larger segments of the corridor as curb is replaced. A poured concrete curb stands up better to the elements than a simple straight curb. Given variations in the road pan at the street edge, however, it may be difficult to do without significant milling of the existing asphalt.

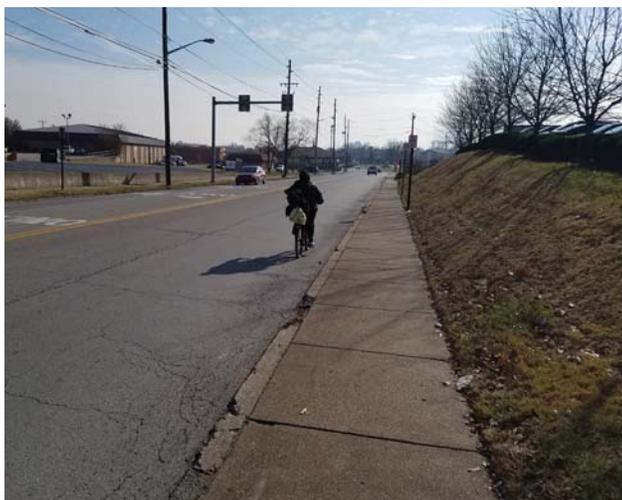
### Primary Issues

The following are the primary issues in the Hospital segment:

- Deteriorating sidewalks and curbs
- Uncomfortable or unsafe pedestrian crossings at high traffic intersections.
- Lack of shade; little or no room in public ROW for tree planting.
- Few amenities at transit stops - existing amenities are often blocking sidewalk (see image at top right)
- Safety concerns for bicyclists due to high traffic speeds and lack of marked lanes
- Left turns into parking lots impede traffic flow



Bus stop amenities blocking the sidewalk near Sparks Blvd.



While there is adequate street width for bicycles, there are no marked lanes for them.



The intersection with Spring St. and Wall/14th Street is difficult for pedestrians to navigate.

## CLAYSBURG

### Typical Street Section

The Claysburg segment of Spring Street displays more inconsistency in the street section, especially in terms of the sidewalk. Generally, this segment consists of two travel lanes and unmarked parking similar to the Hospital segment sections, but the street narrows somewhat north of Riddle street restricting the ability to park on the east side of the street. Sidewalks in this segment vary greatly. In most places, they are between 4 to 5 feet in width, although there are a few areas where they are narrower or non-existent. The sidewalks on both sides of the street are usually separated from the street by a grass strip between 2 and 3 feet wide. In several areas this has been paved over. More common, however, is a deteriorated state in which the curb is almost non-existent and the grass strip has been turned into a dirt strip by years of people parking their cars up onto the grass strip to avoid getting hit by traffic in the area. Much like the Hospital Segment, there are a large number of overhead electrical transmission lines on the east side of the street in this segment.



Inconsistent sidewalks near Eastern Blvd.

### Primary Issues

The following are the primary issues in the Claysburg segment:

- Severely deteriorated sidewalks and curbs
- Missing sidewalks
- Inconsistent streetscape
- Poorly defined parking with lack of safe space from traffic - many people parking on curbs to avoid getting hit by cars.
- Lack of safe pedestrian crossings, especially for kids walking to Spring Hill Elementary
- Two marked, mid-block crossings are a serious safety concern
- Lack of amenities at Bus Stops



A deteriorated and unsafe intersection in the Claysburg segment



A parked car blocking sidewalk access

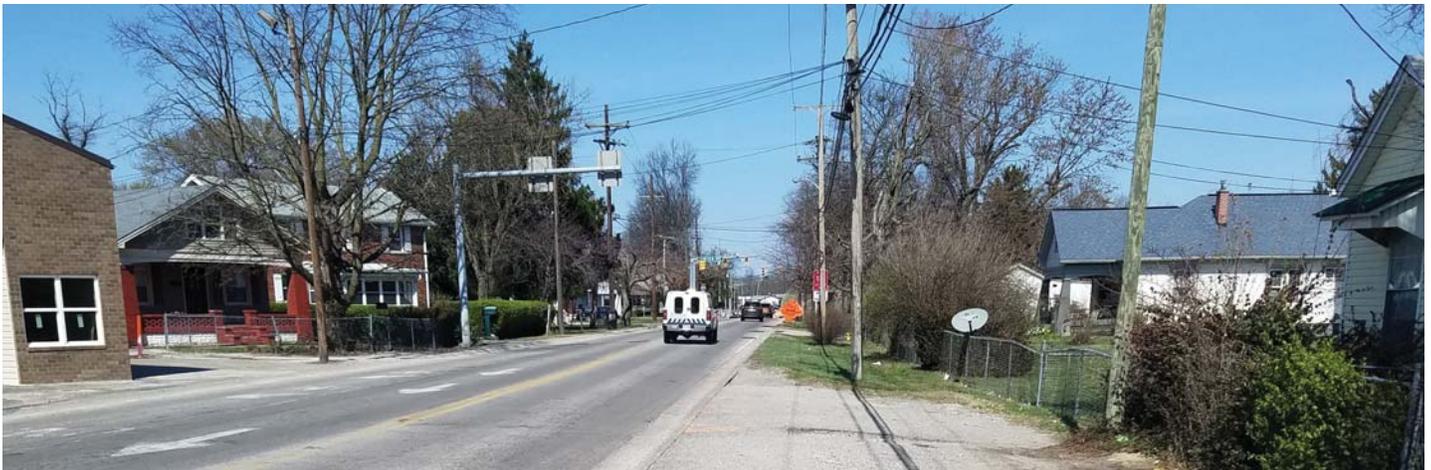
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## BEYOND CLAYSBURG

As streets function as part of a network, sometimes it is important to note conditions and needs just beyond the project area. Two areas are of special note here: Spring Street just north of the project area and Eastern Blvd. itself.

### **Spring St - North of Eastern Blvd.**

North of Eastern Blvd, Spring Street narrows further and has a very rural feel with a gutter-like curb (very deteriorated in places) and no sidewalks. The public right-of-way north of Eastern Blvd is wide enough, however, to support pedestrian improvements. Detached sidewalks could be extended on the northbound side at least to Peacely St. and possibly up to Fairview Ave. (as indicated by a few highly deteriorated remnants of an old sidewalk) although some drainage issues may need to be addressed. Attached sidewalks could be constructed on the southbound side of Spring St. since the right of way is much tighter on that side, but there are several obstructions that would need to be worked around. Extending sidewalks in this area could be part of the reconstruction of the Eastern Blvd. intersection. Ultimately sidewalks should be extended all the way to Dutch Lane.



View of Spring St. north of Eastern Blvd.

### **Eastern Boulevard**

Eastern Blvd. from Spring Street to the Railroad also has very limited sidewalk infrastructure and many of the properties have been cleared of previous development. Grant funds have been awarded for the construction of sidewalks in this area as part of the TARC project. Recommendations for sidewalk construction in this area are included in the plan outlined on future pages. Priority should be given to the south side of the street where connections are made to existing public housing. Further action should be taken to encourage redevelopment in this area.



View of westbound Eastern Blvd.

# PUBLIC PARTICIPATION

## Overview

In any significant planning project it is necessary to engage the public at an appropriate level. Given the available input from public input sessions in the Downtown area in 2014, and the Claysburg neighborhood plan in 2012, the Department of Planning and Zoning selected a light approach to community engagement. This approach consisted of interviewing key stakeholders who represented different segments of the community in the early phases of this project, and holding a public open house mid-way through the project. Input from previous planning efforts, the key stakeholder interviews and the public meeting have been incorporated into this report.

## Stakeholder Engagement

Over a period of two weeks in January, Staff interviewed fourteen key stakeholders within the corridor. These stakeholders included representatives from the following:

- City Pride
- Clark County Memorial Hospital
- Clark County Schools
- Claysburg Neighborhood Association
- Community Kitchen
- Downtown Merchants Association
- Jeffersonville Housing Authority
- Jeffersonville Main Street
- Jeffersonville Redevelopment
- New Hope Services
- The Estopinal Group.

Most of the interviews were held in small groups of 3 to 4 individuals, although, due to scheduling issues, a few of the interviews were conducted independently. The comments received in these stakeholder interviews are collected in Appendix B.



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## Public Open House

After incorporating the feedback from the Stakeholder groups. The Spring St Master plan was presented to the public at an open house event on March 14th, 2017. At the meeting the public was directed to circulate around seven planning boards that were presented. These boards summarized project goals, existing conditions, and initial planning concepts. Three staff members were on hand to take comments, and residents were invited to write comments on a white-board at the meeting. Between 40 and 50 people were in attendance to provide comments on the plan. The two largest groups in attendance at the meeting were Downtown business owners and residents of Claysburg. In general the public was very receptive to the plan and was excited to see the preliminary proposals for Spring St. The comments received orally and in written form are presented in Appendix C.

## Additional Outreach

Following the public meeting, the boards were posted on the City's Website and on the Planning and Zoning Facebook Page. Messages were sent out to the key stakeholders with a link to the website so that they could further distribute the information. This posting prompted a few local property and/or business owners to call in or drop by the office to ask questions and get further information. An additional presentation of the Master Plan was given to Downtown Merchants Assn. on April 18th.

The draft master plan was made public on June 14, 2017. This draft was sent directly to key stakeholders, interested City staff and City officials for comment. It was also posted to our website and Facebook page. Only a handful of comments or questions were recieved. This feedback was incorporated into the final document. Specific comments can be found in Appendix C.



# STREETSCAPE PLAN

## STREET SECTIONS

The plan for the corridor acknowledges three distinct functional zones that require slightly different streetscape treatments. These zones are delineated in figure 4 on the opposite page.

- The first zone consists of the Downtown segment and most of the Arts and Cultural segment. This area focuses on enhancing the pedestrian experience in the downtown and extending that experience up to 9th Ave.
- The second zone extends from 9th St. up through the Hospital Segment. This area includes three major intersections, sees heavier traffic levels and has relatively no need for on-street parking. Adjustments to the street section including bicycle lanes and a continuous left-turn lane in this area can help better facilitate the traffic needs in this area.
- The final zone is in the Claysburg segment where buildings are closer to the street, there are significant pedestrian and transit needs, and there is some need for on-street parking.

The three areas will be tied together by similar sidewalk treatments, lighting, pedestrian amenities and wayfinding signage. The following sections describe these three functional zones, in detail.



### **Downtown Street Section (DTS): Riverside Dr. to 7th Street**

While there are several general maintenance needs in the downtown area, the current street section is functioning fairly well. The primary concerns expressed in this area relate to the pedestrian experience, specifically that there is not always enough space for pedestrians during peak use periods, and that there are safety concerns due to careless and/or speeding drivers.

One way to tackle these space and safety concerns would be to significantly alter the streetscape in order to prioritize pedestrians and minimize automobile traffic and parking. Given a great deal of disturbance to the local business community in recent years, however, now is not the right time to cause further disturbance by creating a major construction project on all of Spring Street in the Downtown segment. As such, it is recommended to keep the street section as is from 7th Street to Chestnut Street and focus solely on general maintenance and safety improvements at intersections. These improvements will be further defined later in the plan.

#### **DTS Alternative A:**

The section of Spring Street from Riverside Drive to Chestnut Street has fewer businesses that require on-street parking and some larger off-street parking lots. It makes sense, then, to further study ways to improve the pedestrian experience by reducing on street parking in this area. There appears to be an opportunity to remove parking from one side of the street and add that space to the sidewalks on both sides without causing a great deal of disturbance. Doing so will add space for pedestrians and may also promote further commercial and residential development between Chestnut St. and the Ohio River.

# Street Sections Map

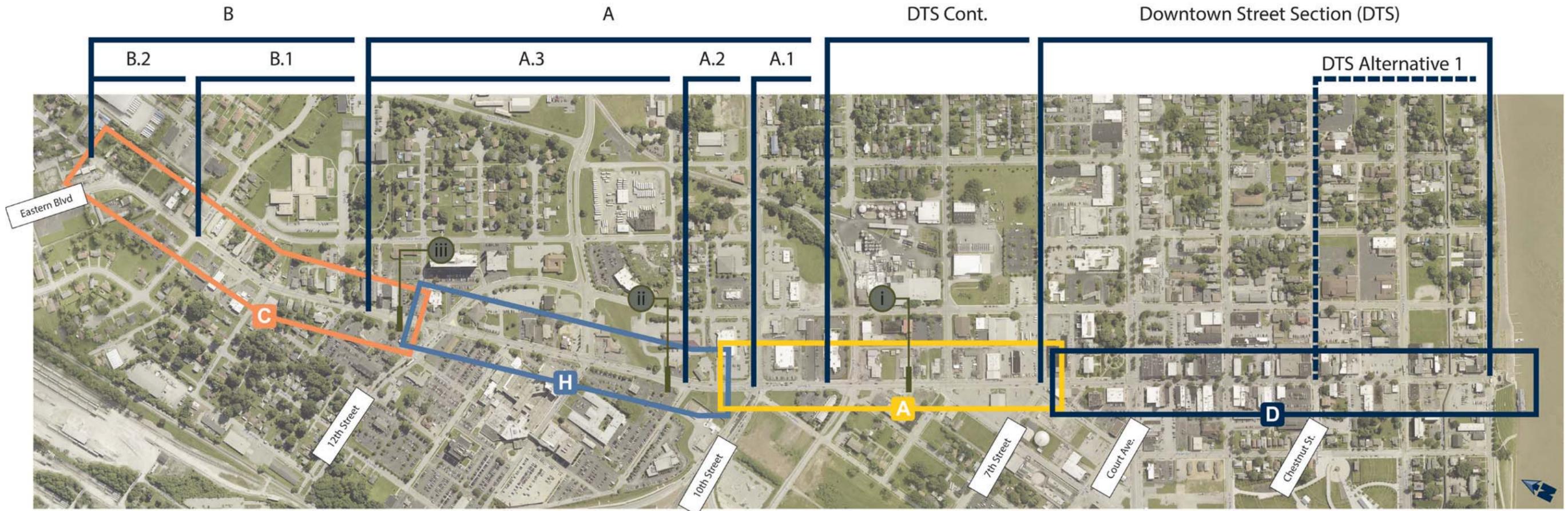


Figure 4: Proposed Street Sections

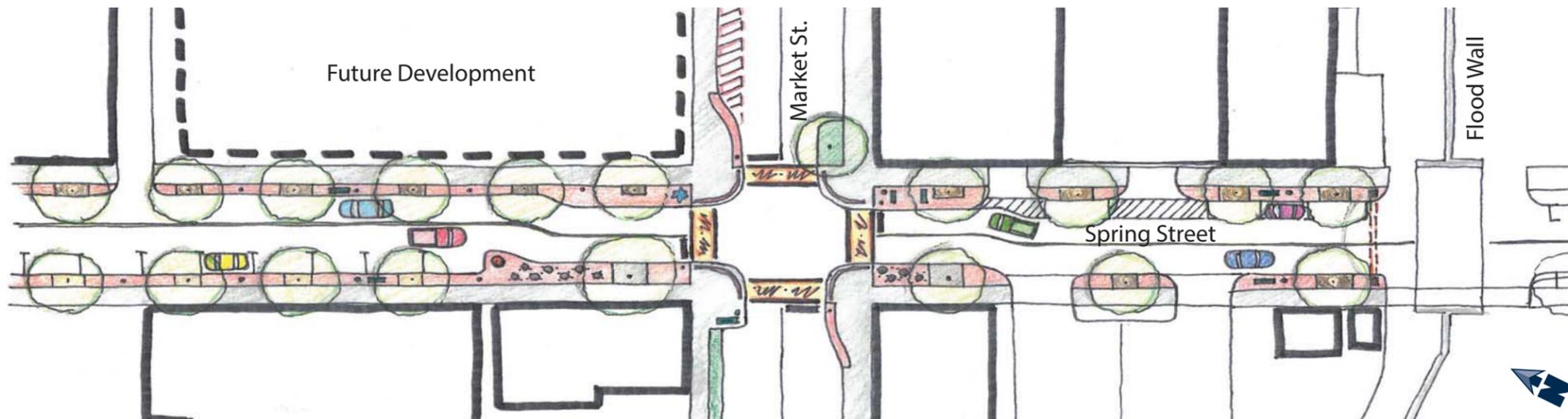


Figure 5: Proposed Downtown Street Section Alternative A at Market St.



Example of 5' brick amenity zone from LaFayette, IN

Figure 5 on the previous page shows a reconfiguration of the Market St. intersection and the narrowed street section on both sides. The widening of the sidewalks allows for the existing 8' concrete sidewalk to remain and, on the street side, a wider brick curb strip to be installed. This curb strip can become more of an "amenity zone" with street trees, benches, planters, art, etc. Figure 6 below shows the difference between the existing and proposed street section. The figure illustrates the benefits of the slightly wider pedestrian zone including more space for pedestrians, a greater buffer between pedestrian and traffic and greater space for street trees.

In order to slow traffic at the intersections, alternative A proposes using curbs, or "bulb-outs", at the corners and creating slight shifts in the travel lane as on-street parking migrates from one side of the street to the other. The bulb-outs at the corners could also be designed to incorporate room for outdoor seating for current or future restaurants at the street corners. This plan allows for the 8-foot sidewalks to remain clear and functioning while construction occurs in the street allowing continued connectivity to the river and local businesses during the construction period. Further design and engineering, as well as community vetting of this concept is recommended.



Figure 6: Existing vs. Proposed Street Sections

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## DTS Continued: 7th Street to 9th Street

In order to enhance Spring Street in the Arts and Cultural segment and extend the downtown core northward of Court Avenue, we propose to continue the existing Downtown Street Section from 7th Street northward to 9th Street. This will involve the following:

- Installing 2-foot brick curb strips on both sides of the street
- Striping the street for parking
- Painting sharrows for bicycles in the street
- Installing pedestrian-scale lighting and street trees in 5'x10' tree grates

From the 8th St. intersection to 9th Street, we are proposing to slightly modify the street section so as to include a 5-foot bike lanes on both sides of the street instead of the sharrows – these bike lanes will continue up into the next two segments. This will involve eliminating the current potential for parking from the west side of the street and shifting the mid-line of the road to the west to make room for the bike lane on the east side (in addition to the on-street parking). This block will look much like Street Section B described later.

### Street Section A: 9th Street to 14th St.

North of 9th St. there is a need to better facilitate traffic flow including frequent left turns, especially at the hospital. The area has a few marked left turn lanes at signalized intersections, but all other left turns onto smaller streets or into parking lots have a tendency to back up traffic. Currently the road is wide enough to support two lanes of traffic and on-street parking on both sides, but the parking “lanes” are not physically marked. Given the large number of off-street parking lots in the area, very few people ever need to park on the street here and, therefore, the road generally appears to be two overly wide lanes of traffic. This may contribute to excessive speeding when traffic volumes are low and cars frequently swerving around turning vehicles.

Since the road width is not being well utilized in this area, we are proposing a full restriping of the street. This restriping will eliminate the possibility for on-street parking between 9th and 14th streets and allow us to better utilize the road width. First, we propose to create a continuous left-turn lane at the middle of the street. This will better facilitate left turns and eliminate swerving traffic. In addition, we can add designated bicycle lanes (minimum of 4'-6" wide) in both directions. These lanes will allow for the safe use of bicycles through this more heavily trafficked area. This street section will terminate north of the 14th St./Wall St. intersection so as to include a southbound left turn onto Wall Street. Figure 7 below illustrates this street section.

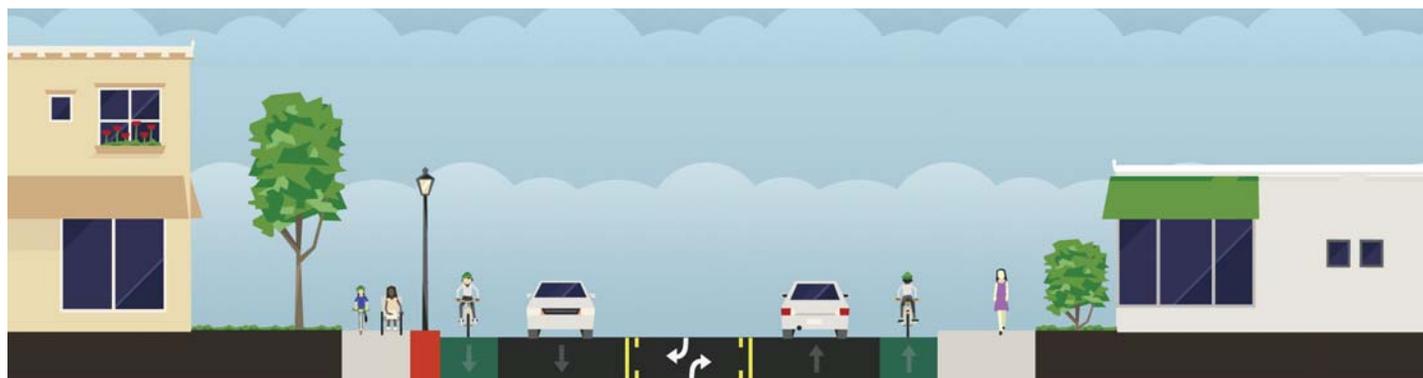


Figure 7: Proposed Street Section A



While it is important to create a strong physical and aesthetic connection to the downtown area, it should be noted that there is a very different character in this segment and that it may warrant a different approach to the sidewalks in this segment. For instance, the concrete sidewalks in this area can be reduced back to the standard five-foot width as pedestrians in this area are less likely to linger in any one place for the purpose of, for example, meeting others or window shopping. Nevertheless, in order to create a strong connection to the downtown, it is proposed that the existing grass strip on the west side of the street be removed and paved with a colored concrete sidewalk extension that recalls the brick curb strip in the Downtown and Arts and Cultural District Segments. Within this strip, pedestrian scale lighting that matches the lights downtown should be placed. Since the main sidewalk is only 5 feet wide, we are not suggesting street trees in this area, but aim to encourage neighboring properties to plant trees within 5-7 feet of the sidewalk for shade. Due to a large number of utility poles in the grass strip on east side of the street, the sidewalks will generally remain as is. Improvements on the east side of the street will be limited to fixing broken sidewalks and curbs. Tree planting on private property is also highly encouraged.

### **Special Notes/Modifications:**

The following are special notes and/or modifications to “street section A” that will need to be addressed due to variations in the public right-of-way within the section.

#### **A.1**

In order to get the necessary 43 feet of roadway in this section, the City will need approximately three more feet of roadway in this area. Since only about a third of the sidewalk on the west side of the street exists in a functional capacity, it is suggested to take this road width from the west side. The sidewalk in this area is generally 10 feet wide. Taking three feet will leave seven feet of sidewalk width for a 5-foot concrete walk and a 2-foot brick curb-strip that is an extension of the downtown detail all the way to 10th Street. The sidewalks on the east side of the street will remain as is.

#### **A.2**

In this short segment it is recommended to fully reconstruct the, currently deteriorated, sidewalk on the west side of the street as a fully detached sidewalk with a 5-foot wide tree lawn. This will provide both a physical transition between the earlier segments and the slightly modified sidewalk sections to the north, but also form a needed buffer between pedestrians and this busy intersection. Since the City owns the adjacent property, there will be no need to acquire additional right-of-way for this transitional segment.

#### **A.3**

The road width in this area varies a bit and we will likely need to create 2-3 feet of additional road width in some areas in order to accommodate the 43-foot road section proposed here. This area will need to be studied a bit further as design and engineering occurs. Solutions may include modifications to the street section (i.e. narrower lanes), the on-street bicycle route (see bike plan), or, in the worst case scenario, working with the hospital to acquire a foot or two of additional ROW on the west side of the street.

Two additional modifications should be noted here. At note “ii” on the street section map (figure 4) it is suggested to close off the existing right-turn lane and replacing it with a tree lawn as a continuation of the block to the south. At note “iii” on the map, the southbound bike lane will need to share space with the existing right-turn lane that will remain.

## Street Section B: 14th Street to Eastern Blvd.

North of 14th Street, the street character changes again as buildings get smaller and closer to the street. While there is still a need for left turns in this area, the volume of turning cars is much less. Also, many buildings in this area, primarily on the east side of the street, utilize Spring Street for on-street parking. Given these changes, we propose reverting back to a simple 2-way street without the left-turn lane. In order to keep the marked bike lanes introduced in “Section A,” however, on-street parking will need to be eliminated from the west side of the street where the need for parking is much less (See figure 10).

Most of the sidewalks in this segment are 5 feet in width with a two to three-foot grass strip between the sidewalk and the curb. Throughout the area, large swaths of sidewalk and curb are highly deteriorated and need to be replaced. In most places, full replacement will be necessary. On the west side of the street, the grass strip should be replaced with a continuous colored concrete curb strip with pedestrian lighting as a continuation of Street section A. Since there is designated parking on the east side of the street, it is recommended that the grass strip on this side of the street be paved as well (see figure 8). If the cost is not prohibitive, it would be preferable for the paved curb-strip to be colored concrete to match the other side of the street. Street lighting will continue to be provided by existing utility pole-mounted fixtures on the east side of the street.

Further study and design will be needed to implement this street section north of Riddle Street where the street narrows. There appears to be enough room to reintroduce parallel parking on the east side of the street by re-establishing and improving part of the existing right-of-way that is currently paved over as illustrated in Figure 9.



Figure 8: Sketch of proposed Sidewalk improvements on the east side of Spring Street near Harrison Street.



Figure 9: Sketch of proposed sidewalk improvements on the east side of Spring Street north of Riddle St. By reclaiming the paved ROW on the building side of the concrete gutter we can reintroduce parallel parking in this segment.



Figure 10: Proposed Street Section B

# STREETSCAPE PLAN

## BICYCLE PLANNING

The 2013 Bike and Pedestrian Plan gave specific recommendations for improvements within the Spring Street corridor and Downtown area. A few basic components of the plan have been implemented since the plan was drafted, but much work is left to be completed. This section documents bicycle improvements to be made on Spring Street and adjacent streets with slight modifications based on changing conditions since the plan was issued and other recommendations in this plan. Figure 11 on the following page is a map of proposed bicycle improvements in the corridor.

The following is a general summary of improvements:

- Repaint sharrows from Riverside Dr. to 7th Street.
- Add sharrows from 7th Street to 8th St.
- Install designated bike lanes from 8th St. to Eastern Blvd.

Due to constraints within the roadway, some additional study will be needed in the area around Clark Memorial Hospital and near the Eastern Blvd. intersection. These areas are noted and detailed in figure 11.

A number of bicycle improvements that tie into the Spring Street corridor are currently in some level of planning within the City. These include:

- Bike lanes on 14th and Wall St. near the Hospital
- Connections to Clarsville via the highway underpasses at 9th St. and 6th St.
- Completion of bike improvements in the 8th St. corridor, and
- Connections from Big Four Station to the Arts and Cultural District

Some consideration should be given to installing bike fixtures such as fix-it stations and bike racks at the intersection of these bicycle routes. Some of these have been noted in figure 11. Providing wayfinding signage at key bicycle intersections could also enhance the corridor as it is built-out. Any signage installed should relate aesthetically to the existing wayfinding signage in the area.

One emerging trend that the City of Jeffersonville should also consider is bicycle sharing. Recently the City of Louisville unveiled its “LouVelo” bicycle sharing program in the downtown. With the already popular bicycle connection to Louisville on the Big Four Bridge, the City may wish to collaborate with Louisville to establish one or more bike sharing stations in the Downtown area. This would encourage users of the system, often tourists, to ride the shared bikes over to Jeffersonville for events, entertainment and dining activities. At a minimum a bike sharing station should be provided at the base of the Big-Four Bridge. RiverStage and the emerging Arts and Cultural District may be other excellent locations.



# Bicycle Plan Map

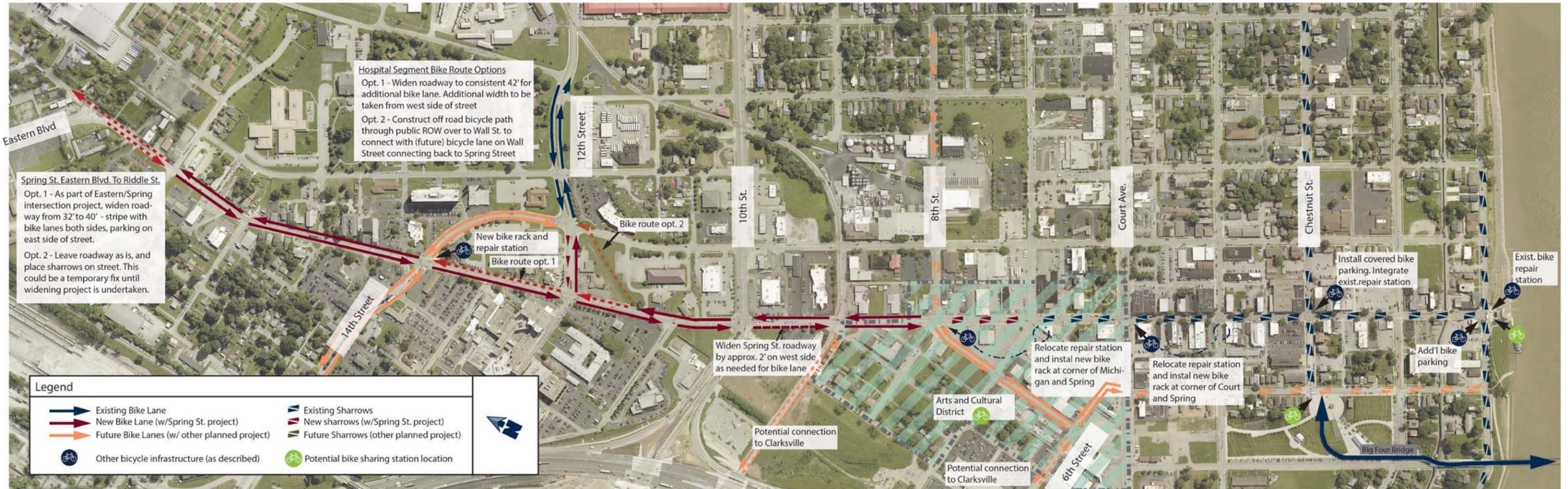


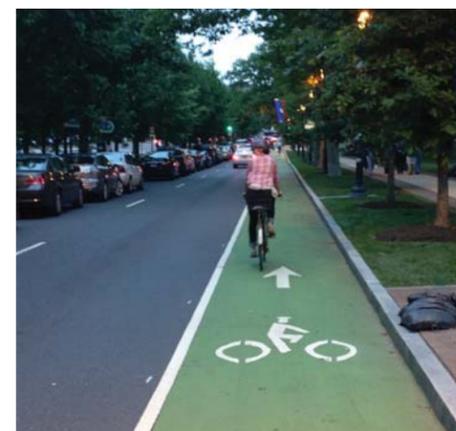
Figure 11: Bicycle Plan



Example of covered bike parking



Colorful and functional bike racks



Painted lanes can increase visibility of cyclists



LouVelo bicycle sharing station

# STREETSCAPE PLAN

## SPECIFIC IMPROVEMENTS BY SEGMENT

### DOWNTOWN

Figure 12 on the following page shows proposed improvements to the Downtown Segment. In general, improvements focus on maintenance, aesthetics, and improving safety for pedestrians at intersections. The following recommendations are proposed for this segment.

#### General Segment Wide Recommendations:

- Remove and replace concrete block curb-strip with true brick pavers.
- Repaint all sharrows.
- Modify all tree wells:
  - Remove pavers and cut existing concrete sidewalk at each existing tree (or former tree) location to provide a 4'X10' opening centered on the tree. See sketch plan, figure 13.
  - Investigate best solution for back-filling tree wells, options include Flexi-pave, cast-iron tree grates, compacted crusher-fines, crushed aggregate, or decomposed granite.
- Replace all pedestrian lighting - salvage old fixtures to be painted and reused elsewhere if possible. All new fixtures should be black in color and suitable for the hanging of floral baskets.
- Investigate the possibility of providing electrical boxes at all tree wells - for lighting of trees in winter - while installing brick pavers.
- Promote redevelopment of underutilized buildings, vacant lots and, where possible, large parking areas.

#### Location Specific Recommendations:

- Court Avenue Intersection – See sketch plan, figure 16.
- Court Avenue Bus Stops – See sketch plan, figure 16.
  - Consolidate four existing bus stops into three by creating a unified southbound bus stop on Court Ave. West of Spring St.
  - Enhance bus stops on Court Ave, with benches, planters and trash cans at a minimum.
  - Explore opportunities for installing new bus shelters at all three bus stop locations.
- Explore options for designating a specific tour bus route and tourist bus loading area; upon selection of exact location, enhance loading area with seating, trash receptacles and wayfinding signage. One potential route/location has been noted in figure 12.
- Maple St. intersection
  - This intersection is in rather good shape – evaluate pedestrian enhancements in the future.
  - Work with property owner of NW corner to provide some parking lot screening along Spring St.
- Chestnut St. intersection – See sketch plan, figure 14.



**Intersection Improvements**

- A** Install bulb-outs, median extensions, and crosswalks for ease of pedestrian crossing and improved safety. Upgrade bus stops.
- B** No work at this time - evaluate pedestrian enhancements in future
- C** Install bulb-outs on east side of street and along S. side of Chestnut. Repaint decorative crosswalks, install bike station.
- D** Coordinate full removal and replacement of existing bulb-outs at this intersection with development of adjacent City-owned property, integrate outdoor seating at NW corner
- E** Install bulb-outs and improve intersection design for temporary closures for public events.

**Public ROW improvements**

- Sidewalk extension for permanent outdoor seating
- Install parking lot screening
- Option A - Eliminate parking on this side of street and increase sidewalk widths on both sides of street.

**Improvements not shown on map:**

- Make improvements at all existing and former tree locations this segment
- Reconstruct brick paver strip between sidewalk and curb
- Upgrade all pedestrian lighting

- New pedestrian-scale streetlight
- New pedestrian crosswalk
- New way-finding signage
- Install information kiosk
- Install gateway elements

- Enhanced Bus Stop
- New street tree
- New public art location
- Potential redevelopment site
- Potential street art location

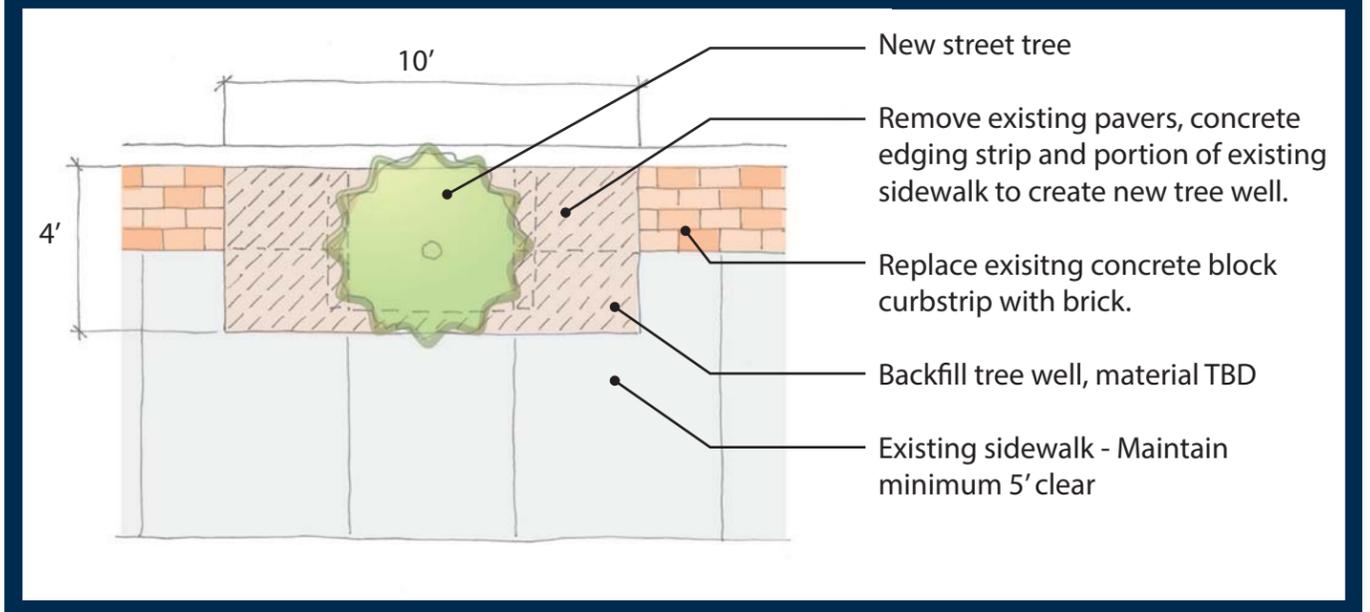
Figure 12: Proposed Improvements - Downtown Segment

## DOWNTOWN (CONT.)

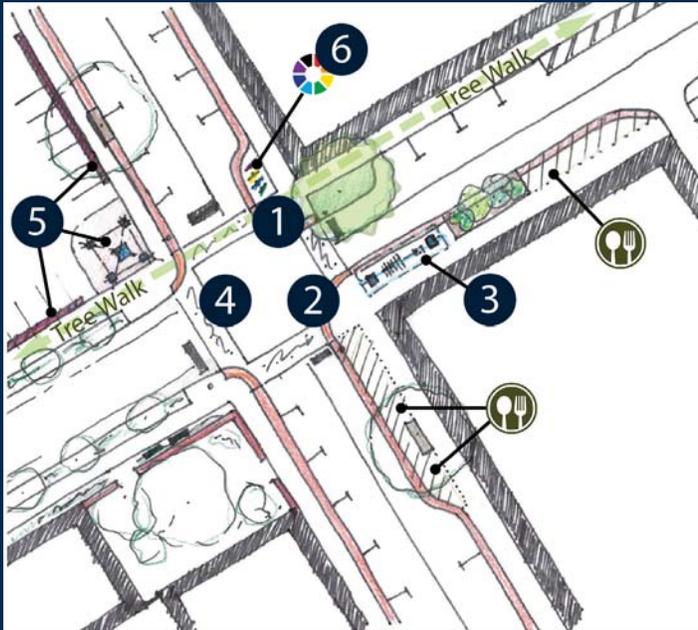
### Location Specific Recommendations (Cont.):

- Chestnut St. public parking
  - Repave and re-stripe lots on both sides of Chestnut St.
  - Control access to south lot in order to gain extra on-street parking.
- Explore the possibilities of creating a connection to Preservation Park.
- Establish and enforce 3-hour parking on Spring, Maple, Chestnut, and Market Streets on both sides of Spring St. to discourage long-term parking in prime locations.
- Conduct further design and engineering for implementation of Alternative A from Chestnut to Riverside Dr.
- Install gateway element just inside the flood wall.
- Repair concrete sidewalks at the flood wall.
- Riverside Drive – See sketch plan, figure 15.

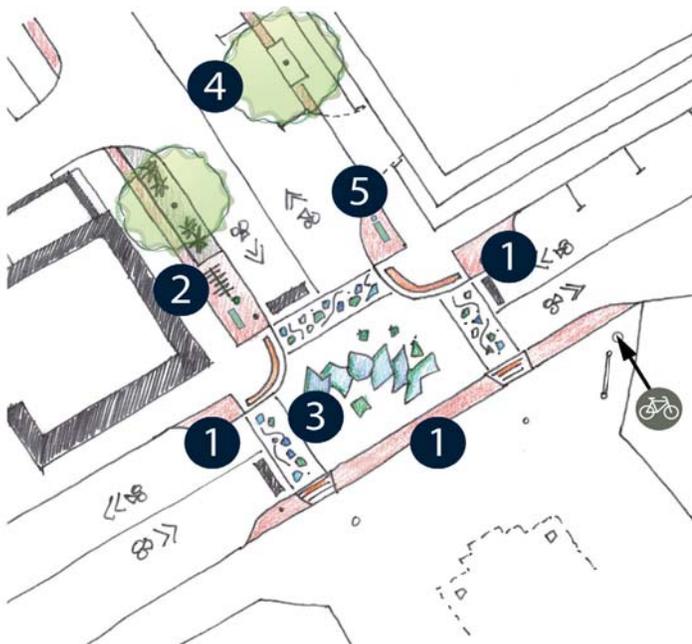
**Figure 13: Tree Well Modifications**



**Figure 14: Spring St. at Chestnut St.**



1. Install bulb-out on NE corner - incorporate street tree for Jeffersonville Tree Walk.
  2. Install large bulb-out on SE corner to incorporate outdoor seating for three businesses and new bike station (see #3).
  3. Install bike station with covered bike parking and bicycle repair station.
  4. Repaint art crosswalks.
  5. Work with private property owner to install screen walls around parking lot and information kiosk.
  6. Relocate art bike rack from SE corner to new location on NE corner.
-  Out door dining location



1. Install bulb-outs with brick paving to narrow pedestrian crossings and improve safety.
2. Provide additional bike rack at NE corner.
3. Install art crosswalks and intersection art.
4. Provide new street trees on Spring St.
5. Add benches for seating at bulb-outs.

## DOWNTOWN (CONT.)

### Spring St. at Court Ave.

While the Historic Downtown extends north of Court Avenue, the Court Avenue and Spring intersection is often seen as a barrier that hinders further development to the north. With the development of the Arts and Cultural district and the M. Fine on Spring housing project, bridging this perceived barrier will be even more critical. Doing so will require pedestrian improvements that beautify the intersection and shorten the crossing distance of this overly wide 4-lane street. Suggested improvements include bulb-outs that allow for enhanced bus stops and additional landscaping as well as median extensions that can serve as pedestrian refuges. Figure 16 shows the proposed changes to this intersection.

Recently new traffic and pedestrian signals were installed at Court and Spring - including traffic lights for left turns off Spring St. At the time of this plan's publication, a re-striping project is underway at the intersection. This project will use paint to mimic the design shown here in order to test out the proposed changes before full implementation of the design.



Existing intersection looking westbound from Court Ave.

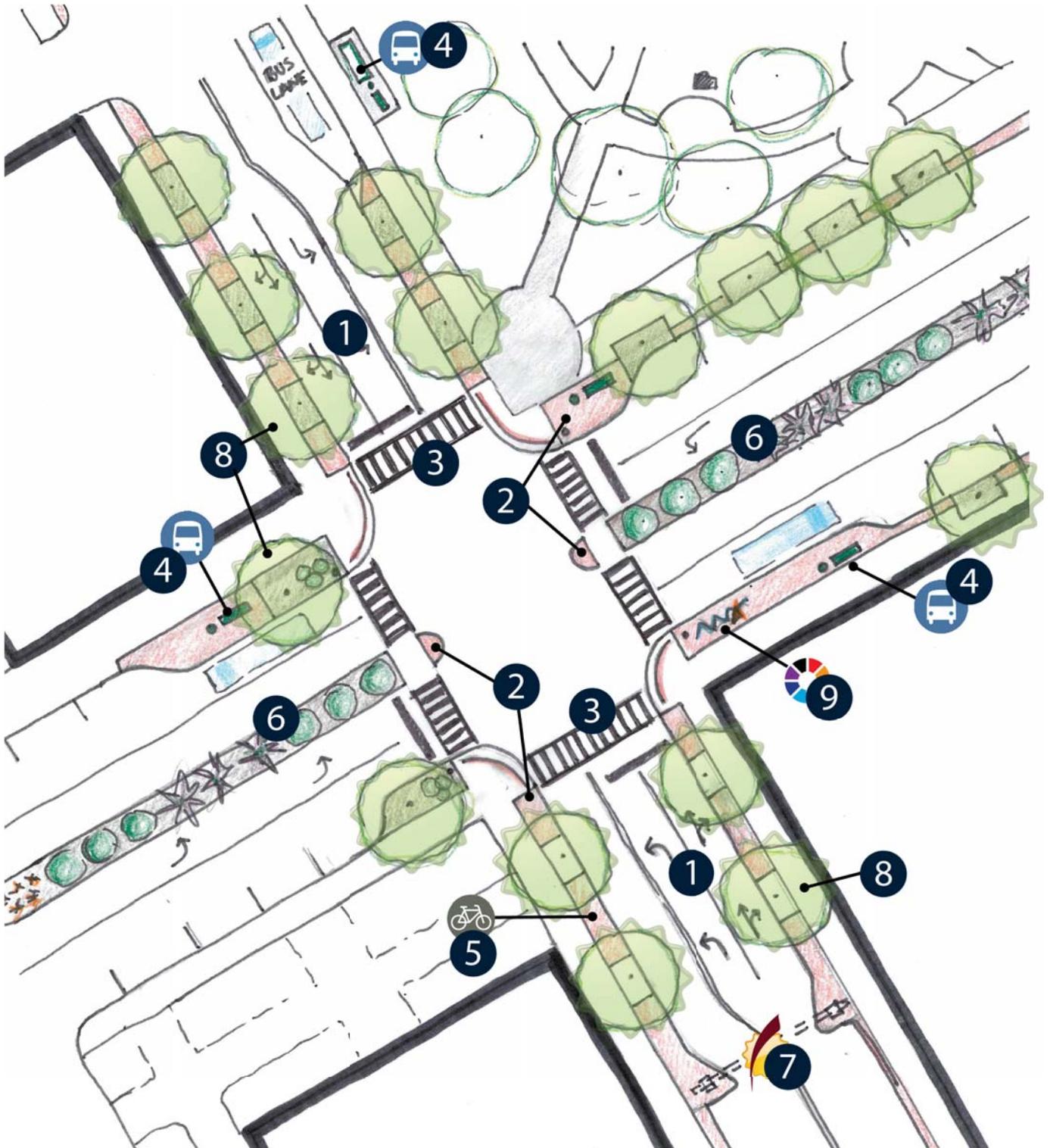


New pedestrian call boxes at Spring St. and Court Ave.

### Figure 16 Key Notes

1. Create defined left turn lanes from north and southbound Spring St. onto Court Ave. (in progress).
2. Install sidewalk and median extensions for ease of pedestrian crossing and increased safety.
3. Paint all crosswalks.
4. Enhance all bus stops with coordinated seating, trash receptacles and bus shelters.
5. Provide bicycle parking and relocated fix-it station (from Market St.) near SW corner.
6. Coordinate median tree planting at medians and other landscaping on Court Ave. with City Pride.
7. Install gateway element.
8. Plant additional street trees near intersection.
9. Install public art.

**Figure 16: Spring St. at Court Ave.**



## ARTS AND CULTURAL

Figure 16 on the following page shows proposed improvements in the Arts and Cultural Segment. Improvements in this segment are intended to help revitalize the area and extend the Downtown northward beyond 7th Avenue. Installation of improvements here are a high priority as redevelopment of the area has already begun. The following recommendations are proposed for this segment.

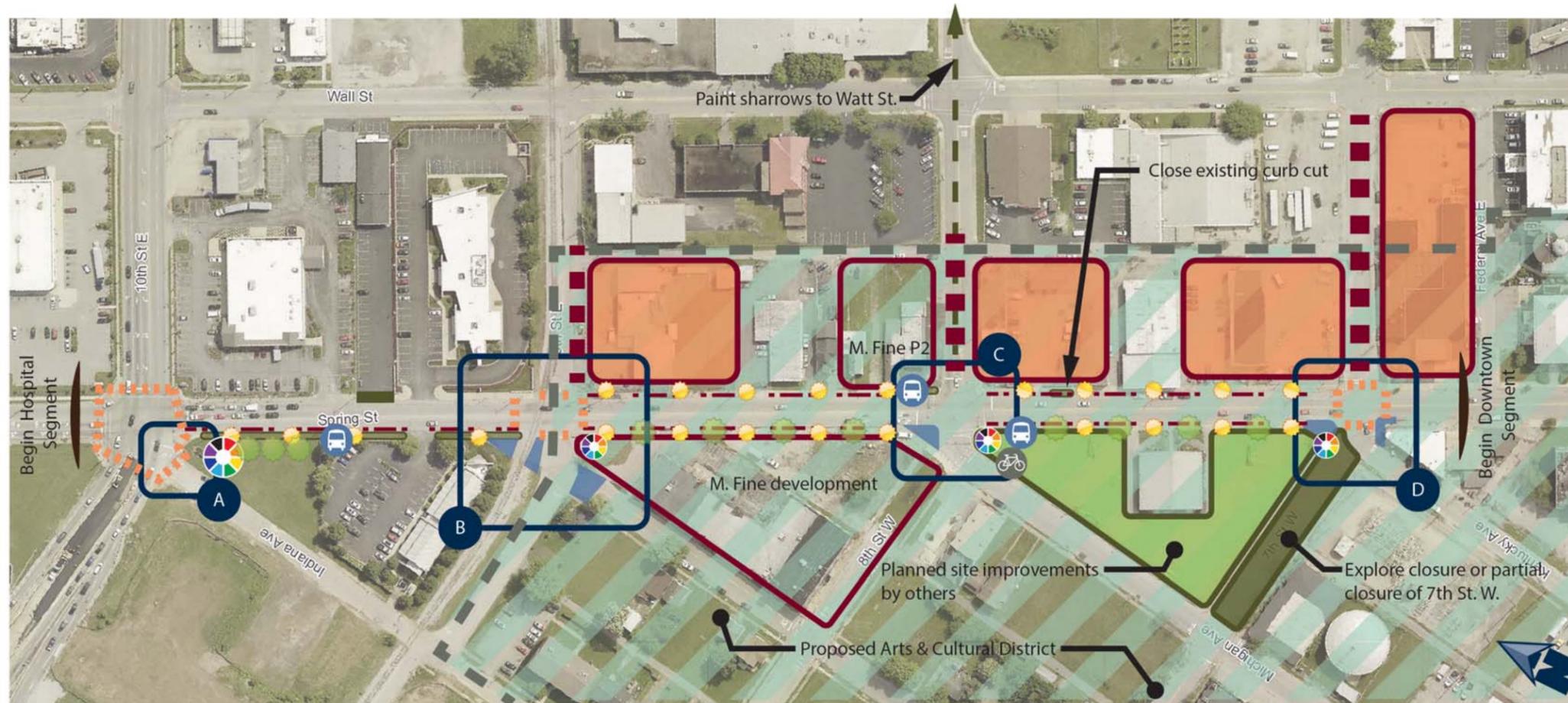


### General Segment-wide Recommendations:

- Implement streetscape improvements as described in the streetscape plan on page xx.
- Promote redevelopment of underutilized parcels on the east side of the street.
- Install sidewalks on 7th, 8th and 9th Streets with new development.

### Location Specific Recommendations:

- 10th St. intersection:
  - Coordinate modifications to Indiana St. with Redevelopment.
  - Replace handicapped ramps as necessary.
  - Re-stripe all pedestrian crossings.
  - Install larger welcome sign and/or public art as gateway element.
- 900 Block east side:
  - No sidewalk replacement or brick curb strip this side.
  - Pour concrete sidewalk/apron at entrance to back parking lot for medical building at 945 Wall Street.
  - Coordinate replacement or re-painting of existing street lights at 900 Spring St. to match new street lights.
- 900 Block west side.
  - Construct new sidewalks/reconfigure existing sidewalks to provide necessary street width as described in Street Section A.
  - Remove existing street light poles and install five pedestrian-scale historical streetlights in curb strip.
  - Plant shade trees on City property adjacent to new sidewalk and near ninth street where intersection is reconfigured.
  - Install concrete pad with bench and trash can at bus stop.
- Ninth St. intersection
  - Work on this intersection will be coordinated with the Gateway Redevelopment and include the closing of Ohio St. to eliminate the 5-way intersection. Coordination will be needed to make sure bicycle and pedestrian needs are met at Spring Street. This includes, striping all crosswalks and ensuring bicycle lane connectivity. Providing appropriate bike/ped infrastructure connections from the development to Spring St. will also be critical for further redevelopment along the Spring St. corridor.



**Intersection Improvements**

- A** Indiana Ave. becomes a right in only, replace handicap ramps and stripe crossing - coordinate with Redevelopment
- B** Intersection to be updated in conjunction with the Gateway Development, coordinate improvements with this master plan.
- C** Remove traffic signal and replace with 4-way stop, install bulb-outs, upgrade bus stops, re-stripe all crossings.
- D** Close 7th St. and create public green space in association with A&C District, Reconfigure intersection for safety, install bulb-outs and crosswalks.

**Public ROW improvements**

- New curb and attached sidewalk
- Install 2' wide brick paver strip between curb and sidewalk.
- Reconstruct sidewalks as redevelopment occurs
- Remove asphalt and pave concrete sidewalk/apron at entry to parking lot.

- New pedestrian-scale streetlight
- New pedestrian crosswalk
- New way-finding signage
- Relocated bike repair station (from Spring and Kentucky)
- Enhanced Bus Stop
- New street tree
- Public art location
- Potential redevelopment site

Figure 16: Proposed improvements - Arts and Cultural Segment

## ARTS AND CULTURAL (CONT.)

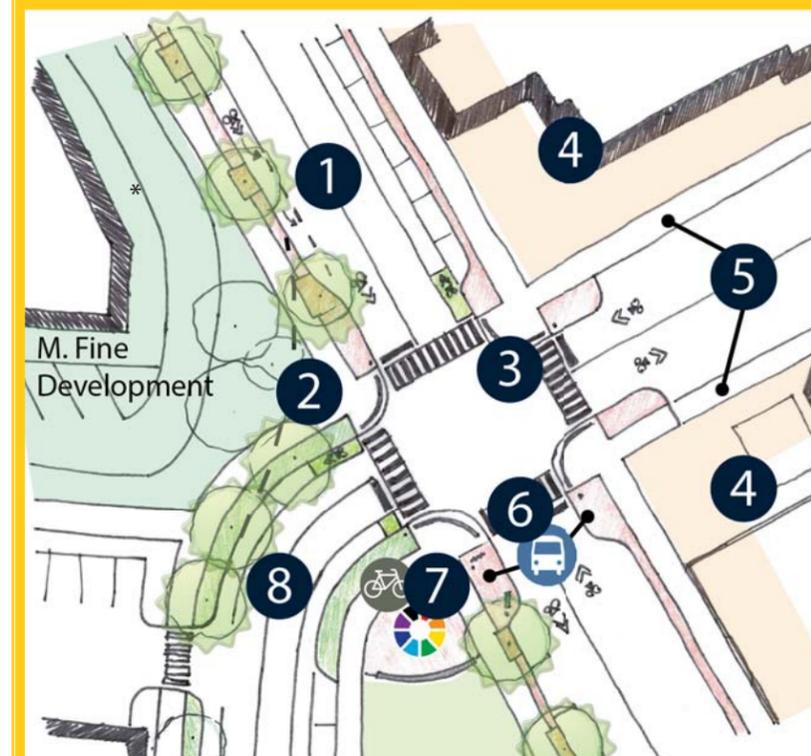
### o 700 & 800 blocks:

- Install street trees on west side of street. Place trees in 4x10' tree wells spaced at approx. 40' on center.
- Install pedestrian-scale historical streetlights to match downtown fixtures on both sides of each block. Place fixtures centered in the brick curbstrip at approximately 80' on center. Provide an electrical outlet at each fixture.

### o Eighth St. Intersection (see figure 17 below):

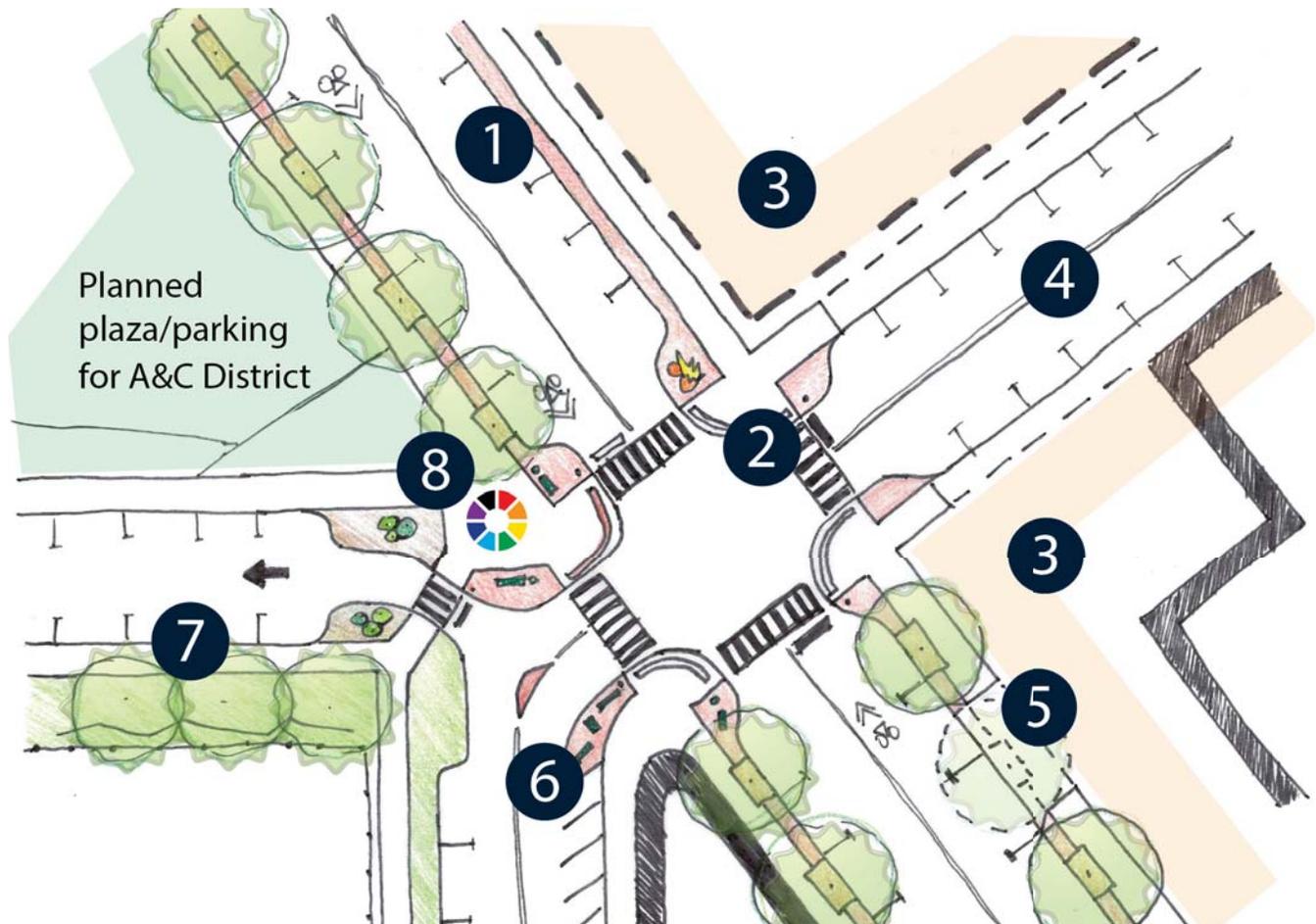
- This intersection begins the transition between the Downtown street section and street section A that extends through the Hospital segment. North of 8th Street, on-street parking will be eliminated on the west side of the street, in order to provide marked bike lanes on both sides of the street. Given its location next to the M.Fine senior housing development we are proposing moving the bus stop from Seventh Street to this corner and creating a full multi modal intersection, for pedestrians, transit users and bicycles. The design of this intersection should reflect best design principles for all users. Further thought should be given to changing this intersection from a signalized intersection to a four-way stop as doing so would be safer for pedestrians, cyclists and drivers alike.
- Seventh St. Intersection (see figure 18 on next page)

**Figure 17 - Eighth St. Intersection**



1. Implement new street section north of Eighth St. including bike lanes, marked parking on east side and sidewalk enhancements.
2. Eliminate overly wide turning radius at NE corner.
3. Install bulb-outs for ease of pedestrian crossing and increased safety; Paint all crosswalks.
4. Promote redevelopment on east side of intersection.
5. Improve Eighth St. sidewalks (with redevelopment).
6. Relocated and improved bus stops
7. Create small public plaza with public art, seating, bus shelter, bike rack and bike fix-it station. Coordinate design with Arts and Cultural district plans.
8. Improve Michigan Ave. and stripe bike lanes with Arts and Cultural district project.

**Figure 18 - 7th St. Intersection**



The intersection of Spring St, Seventh St. and Kentucky Ave is one of the last 5-way intersections in the downtown area. The intersection has been known to be the site of numerous accidents and needs to be fully redesigned. The above drawing represents one possible configuration in which West Seventh St. becomes as one-way street with no access from northbound Kentucky Avenue. There are other scenarios that could be pursued. Further design will need to take into consideration the needs of Bales Auto two blocks to the west. The following specific recommendations apply to this complex intersection.

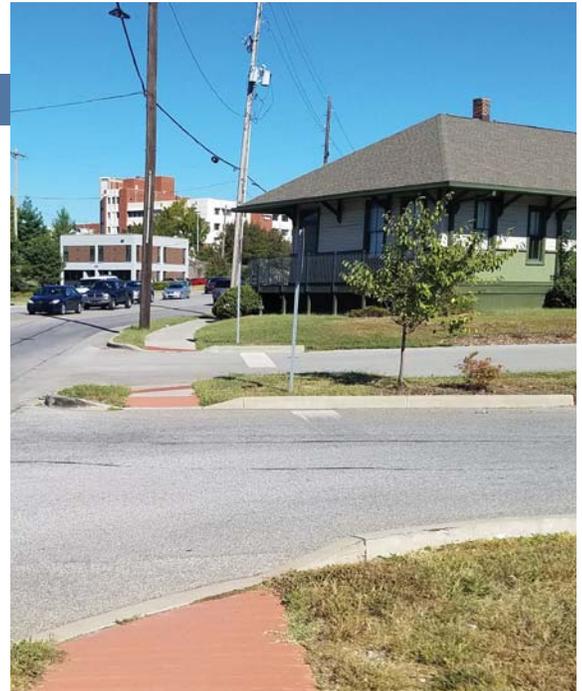
1. Implement sidewalk enhancements north of 7th St.
2. Install bulb-outs for ease of pedestrian crossing and increased safety; Paint all crosswalks.
3. Promote redevelopment on east side of intersection.
4. Improve Seventh St. sidewalks and define parking (with redevelopment of adjacent parcels).
5. Close existing and unnecessary curb cut on Spring St.
6. Extend curb to define angled parking on Kentucky Ave.
7. Further study closure or partial closure (1-way conversion) of 7th St. in this area and investigate ways to create additional room for landscape screening of electrical facilities in public ROW.
8. Eliminate overly-wide turning radius and create public art plaza with seating at corner.

## HOSPITAL

Improvements in the Hospital Segment are focused on intersection improvements and creating an enhanced pedestrian experience on the west side of the street. Figure 19 on the following page shows the proposed improvements in the Hospital Segment. The following recommendations are proposed for this segment.

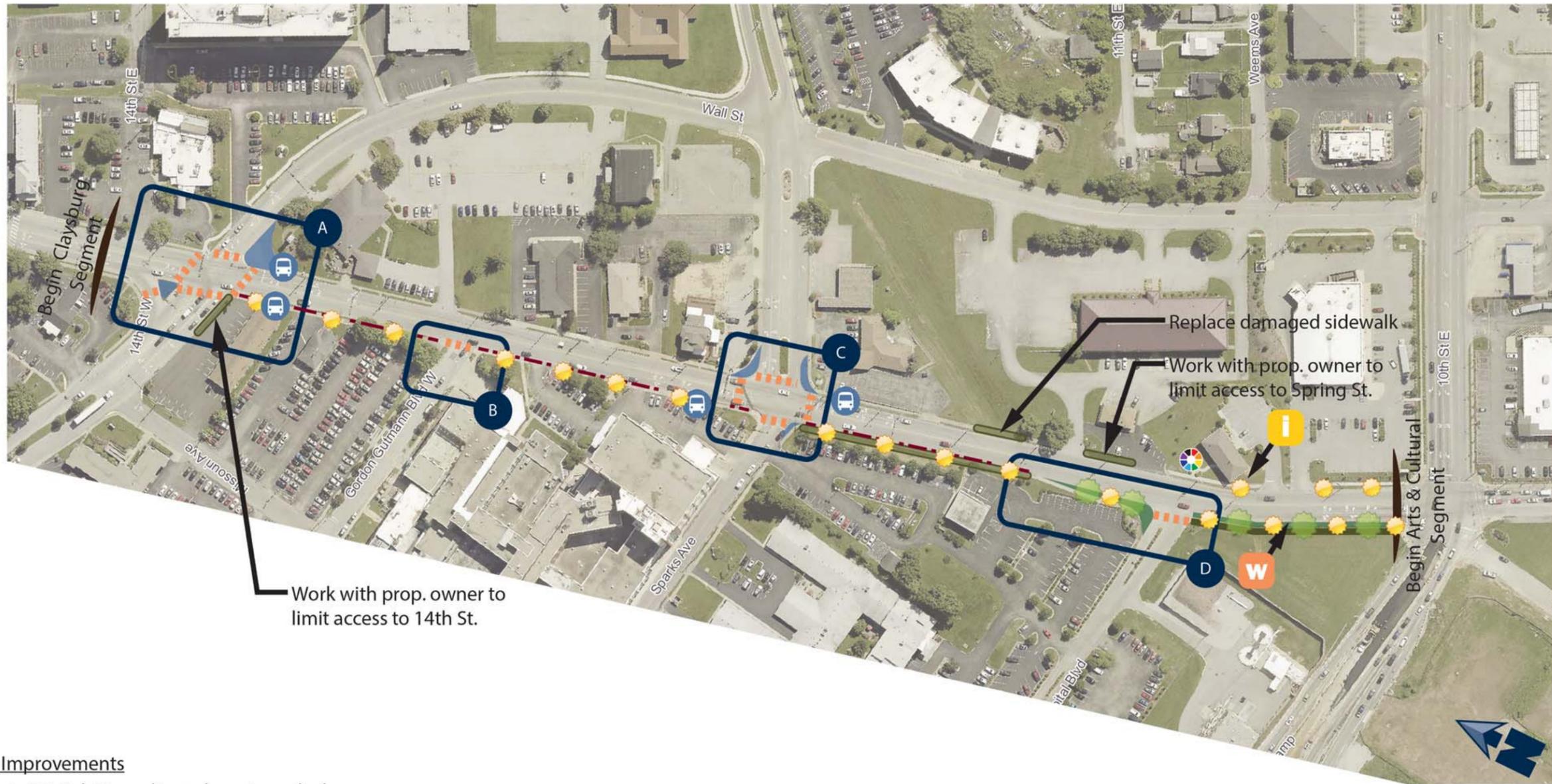
### General Segment-wide Recommendations:

- Implement streetscape improvements as described in "Street Section A".
- Install pedestrian-scale streetlights, five per block, on the west side of the street.
- Promote tree planting on private property adjacent to the sidewalk.



### Location Specific Recommendations:

- 14th/Wall Intersection – See sketch plan, figure 20.
- Gordon Gutmann Boulevard – reconstruct handicapped ramps and stripe pedestrian crossing.
- 12th/Sparks Intersection - See sketch plan, figure 21.
- 12th St. – Stripe 100 block of 12th for bicycles as noted in the bike planning section above.
- Replace damaged sidewalk at the drainage way on the east side of Spring St. south of 12th St.
- Work with property owner opposite Hospital Blvd to create smaller and better defined entry to parking lot.
- Hospital Blvd Intersection - Eliminate existing right-turn lane and replace with tree lawn; stripe pedestrian crossing at Hospital Blvd.
- Explore adaptive reuse of building.
- Spring Street Depot
  - Move interpretive sign to a location near the sidewalk and install street lamp at signage.
  - Explore possibility of enhancing site with public art.
  - Explore adaptive reuse of building.
- Install detached sidewalk with planted tree lawn between Hospital Blvd. and 10th St.
- Install new wayfinding signage before 10th St.



**Intersection Improvements**

- A** Eliminate NB right turn slip and create ped. plaza with bus stop, add crosswalk on N side of intersection, re-stripe all other crosswalks, install bus shelters
- B** Reconstruct handicap ramps and stripe crossing.
- C** Reduce width of 12th St. Crossing, re-stripe all ped. crosswalks, add bike lanes to 12th St.
- D** Eliminate SB Right turn lane and replace with tree lawn, stripe crossing of Hospital Blvd.

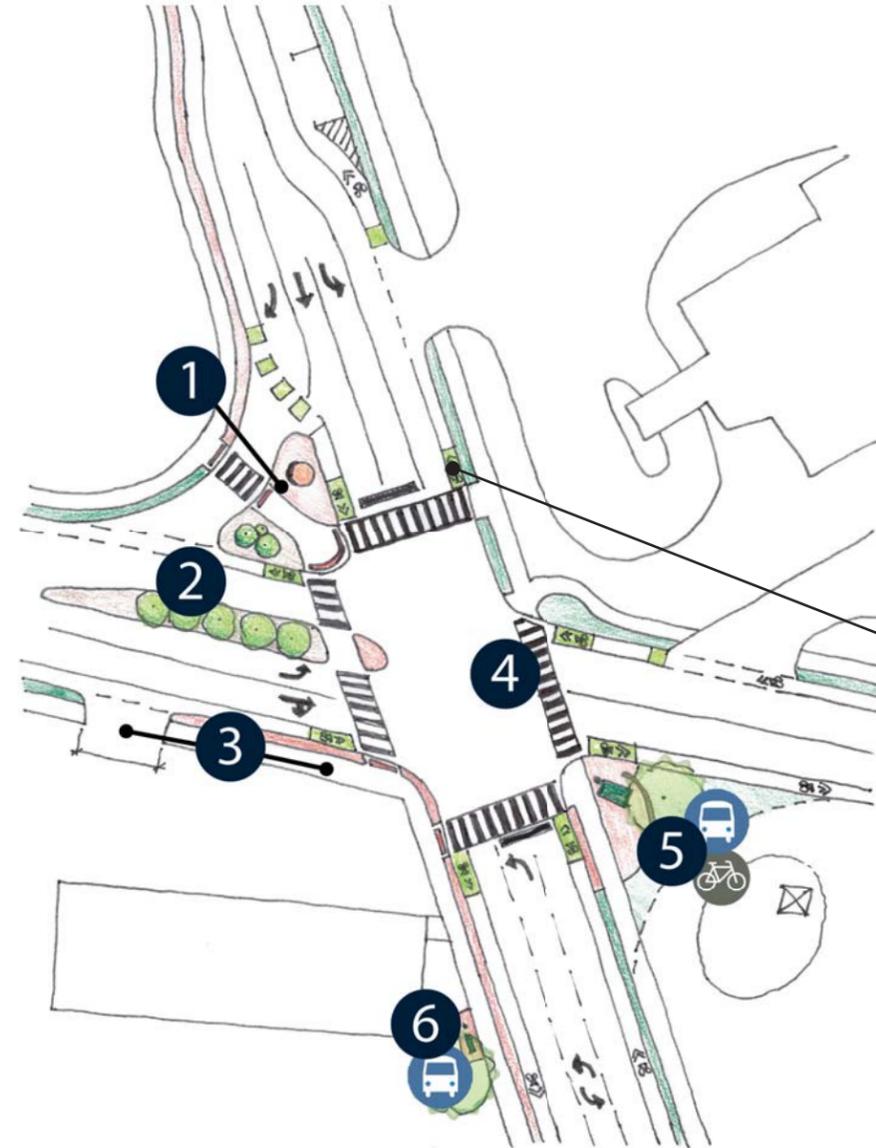
**Public ROW improvements**

- New curb and attached sidewalk
- New detached sidewalk with 5' tree lawn
- Replace curb and fill gap between curb and sidewalk with standard concrete.
- Install stamped, colored concrete strip between curb and sidewalk.

- New pedestrian-scale streetlight
- New or enhanced pedestrian crosswalk
- New way-finding signage
- Relocate existing historical sign to street side of building
- Enhanced Bus Stop
- New street tree
- Public art location

Figure 19: Proposed improvements - Hospital Segment

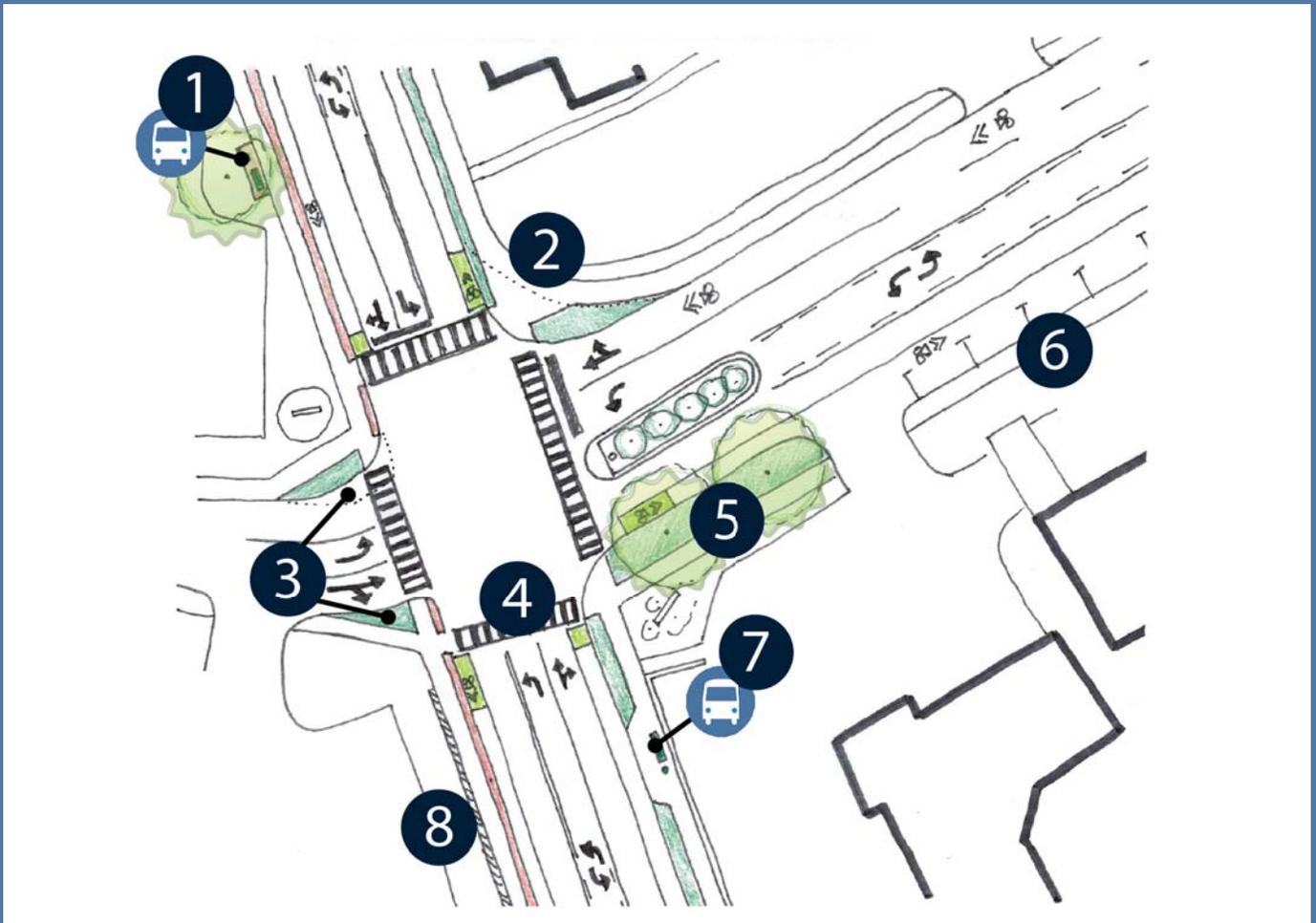
Figure 20 - Spring Street at 14th/Wall St.



Example of painted bike box at beginning of bike lane.

1. Reconstruct existing island for pedestrian crossings.
2. Install new landscape island to reduce road crossing width.
3. Work with adjacent property owner to close off 150' wide parking access, install sidewalk and curb as necessary.
4. Stripe all pedestrian crossings.
5. Close existing right turn slip and create plaza with bus shelter, seating and bike fix it station.
6. Construct pad for seating and trash at bus stop & plant shade trees.

**Figure 21 - Spring Street at 12th St. / Sparks Ave.**



1. Relocate existing bus stop approx. 50' to the north, pour concrete pad in order to move existing bench and trash can off the sidewalk. Work with Hospital to provide shade tree and landscaping.
2. Tighten turning radius at Spring and 12th in order to better align crosswalks and shorten crossing distance on 12th.
3. Realign Sparks Ave. to provide better sightlines and cross connectivity to 12th St.
4. Stripe all pedestrian crossings.
5. Create landscaped bulbout to close off unnecessary second lane of traffic on 12th St. and shorten pedestrian crossing. Provide Shade trees in bulbout.
6. Re-stripe 12th Street with eastbound bicycle lane, and parking where traffic lane is removed. Paint Sharrows in westbound traffic lane.
7. Extend sidewalk to curb at existing bus stop, provide bench and trash can.
8. Pursuant to survey and further study of right-of-way needs in this segment, work with hospital to secure additional right of way needed for proposed street section this block.

## CLAYSBURG

Significant work is needed in the pedestrian right-of-way in the Claysburg segment. Unlike the Hospital segment, both sides of the street will see upgrades in this area. Figure 22 shows the proposed improvements in this Segment. The following recommendations are being made for this segment.

### General Segment-wide Recommendations:

- Implement streetscape improvements as described in “Street Section B.”
- Reconstruct curbs and sidewalks as shown in figure 22.
- Add pedestrian-scale streetlights at appx. 80 feet on center along the west side of the street.
- Promote tree planting on private property adjacent to the sidewalk.

### Location Specific Recommendations:

- Eastern Blvd. Intersection – Fully reconstruct intersection for pedestrian and vehicle safety and create public art gateway/signage. See sketch plan, figure 23.
- Install detached sidewalk from Eastern Blvd. to National Ave. as part of TARC grant.
- Riddle St. Intersection - See sketch plan, figure 24.
- Smith St. Intersection - See sketch plan, figure 25.
- Harrison St. Intersection
  - Reconstruct handicap ramps and stripe crossing.
  - Work with property owner on east side of street to limit access to property.
- Wayfinding Signage
  - Relocate existing wayfinding sign as shown in Figure 22 – revise sign to direct traffic to Spring Hill Elementary and Lansden Park.
  - Install new sign on northbound side of street before 15th - Direct traffic to Spring Hill Elementary and Lansden Park.
- 15th St./Dr. David White Way - See sketch plan, figure 27.
- Remove mid-block pedestrian crossing between 14th and 15th St.





**Intersection Improvements**

- A** Realign and reconfigure intersection for improved safety, stripe pedestrian crossings.
- B** Narrow Spring Street crossings and stripe for pedestrians, improve bus stops with benches and trash receptacle, reconstruct handicap ramps.
- C** Reconfigure entry to Smith St. to make it a one-way street, create enhanced crossing of Spring.
- D** Reconstruct handicap ramps and stripe crossing.
- E** Improve alignment, create enhanced crossing of Spring Street, improve bus stops.

**Public ROW improvements**

- New curb and attached sidewalk
- New detached sidewalk with 5' tree lawn
- Replace curb and fill gap between curb and sidewalk with standard concrete.
- Install stamped, colored concrete strip between curb and sidewalk.

- New pedestrian-scale streetlight
- Enhanced pedestrian crosswalk
- New way-finding signage
- Community/historical information
- Enhanced Bus Stop
- New street tree
- New public art location

Figure 22: Proposed improvements - Hospital Segment

## CLAYSBURG (CONT.)

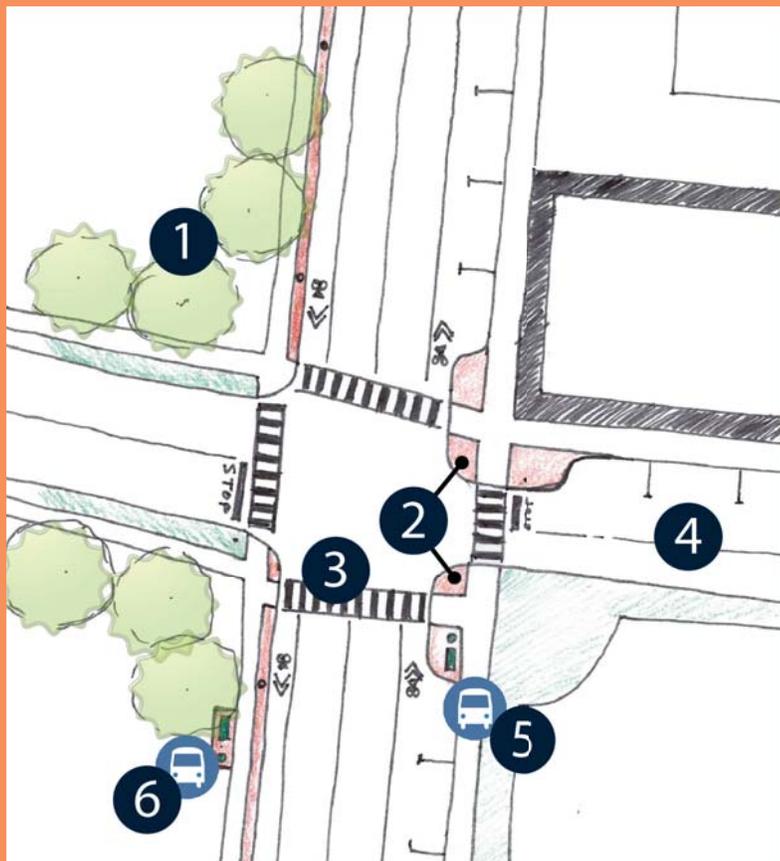
**Figure 23 - Spring Street at Eastern Blvd.**



1. Construct detached sidewalk with 5' treelawn from end of existing sidewalk to National Ave. (this project is currently funded through the TARC grant).
2. Limit access to property on northwest corner of intersection and construct detached sidewalks and tree lawn. Extend sidewalk and tree lawn to Pope St. - Work on redevelopment of underutilized parcels.
3. Realign Eastern Blvd to create a T-shaped intersection. Create fully accessible pedestrian intersection with striped crossings.
4. Relocate existing welcome sign after realignment.
5. Create public art gateway element and small plaza with benches.
6. Study possibility of extending sidewalks to the north, at minimum extend east sidewalk to Peacely St.
7. Reconstruct curb and sidewalk south of intersection. Obtain additional right of way for adequate sidewalk width if necessary.

Alternate Concept: This sketch shows a similar realignment, but keeps the existing right turn configuration. While this is less-than-ideal for pedestrians, it preserves easy access to the Hospital by preserving the yield condition rather than the full stop. This will need further study and assessment.

**Figure 24 - Spring Street at Riddle St.**



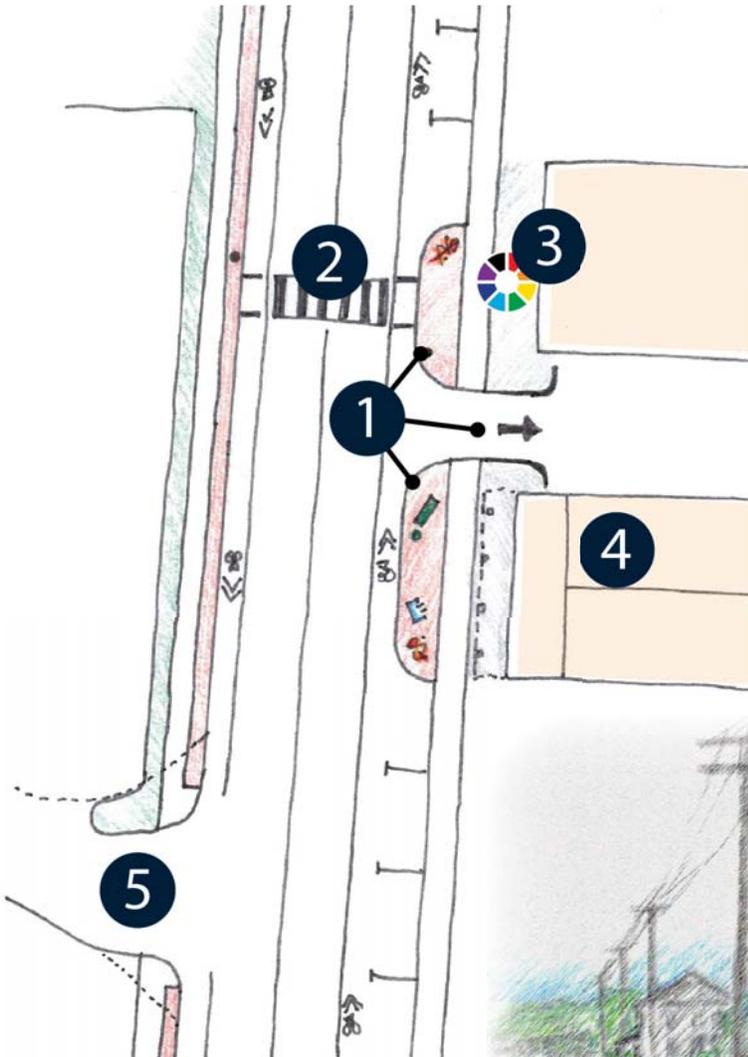
The Spring and Riddle Intersection is a primary crossing for children on their way to school and pedestrians crossing over to the Community Kitchen and bus stops on this corner. The intersection may warrant conversion to a 4-way stop, but could be made much safer even without formal traffic control. This sketch shows an improved intersection without a 4-way stop.

1. Encourage planting of Shade trees on private property adjacent to sidewalks.
2. Install bulb-outs on east side of street to define parking areas, improve pedestrian sightlines and shorten pedestrian crossings.
3. Stripe all pedestrian crossings, install flashing pedestrian crossing lights at this intersection (see image at right)
4. Re-stripe Riddle with defined parking on north side of street.
5. Provide seating and trash receptacle on bulbout for existing bus stop.
6. Create pad for seating and trash receptacle for existing bus stop, explore potential for installing bus shelters at both sides of this intersection.



## CLAYSBURG (CONT.)

**Figure 25 - Spring Street at Smith St.**

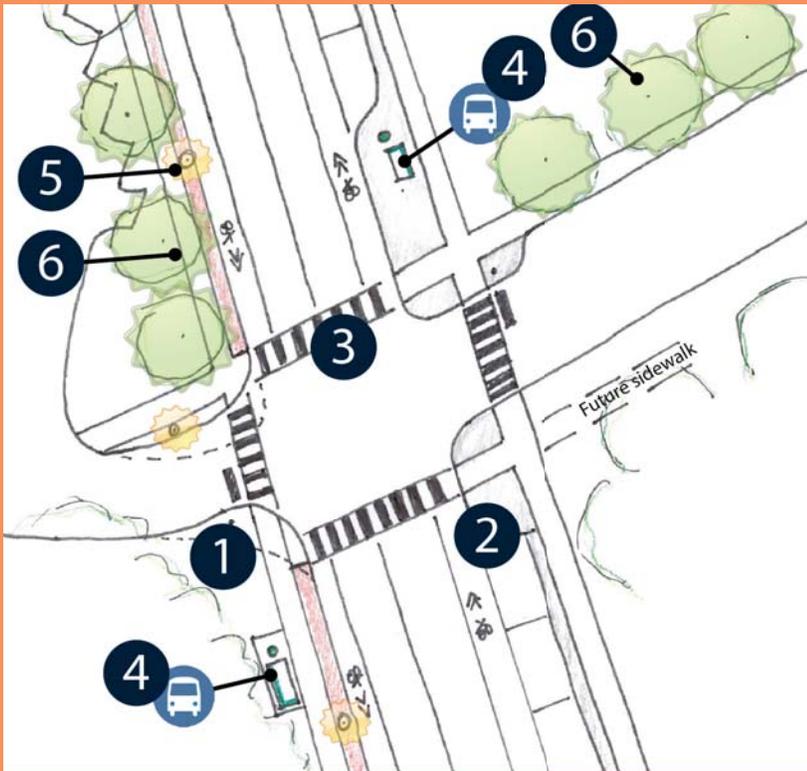


1. Limit Smith St. to one-way traffic with parking on both sides and create bulbouts to limit access and define entry.
2. Restripe cross walk, add pedestrian warning beacon.
3. Enhance intersection with community inspired public art. Work with local community to install signage regarding the history of the neighborhood and other local community information.
4. Work with redevelopment to repurpose existing commercial buildings for community use.
5. While reconstructing sidewalks in the area realign existing driveway for better lines of sight.



Figure 26: Conceptual sketch of improvements

**Figure 27 - Spring Street at 15th St.**



1. Realign street access on west side.
2. Install bulb-outs at east side for ease of pedestrian crossing and increased safety.
3. Paint all crosswalks.
4. Install bus shelters and seating at both bus stops.
5. Install street lighting and decorative curb-strip on west side of street.
6. Work with adjacent property owners to plant shade trees on private property.



### The Power of Public Art

The power of public art to animate and elevate a city is a remarkable thing. Art has a humanizing and civilizing effect on public spaces. It may connect us to our past, our present and our future. It calls our attention and connects us to a place. It stirs pride within a community which often leads to investment and rejuvenation in the area. Art may be a guidepost and a point of reference for drivers, cyclists and pedestrians. Art says you are here, and this place matters. In this way it is not simply an object but rather an essential catalytic element of the neighborhood, the district and the city.



# IMPLEMENTATION PLAN

Given the extensive scope of work outlined in this plan, it will take several years for the plan to be implemented. The timing of implementation will ultimately be based on several factors, most notably funding. This section provides a basic outline for phased implementation of the master plan. The next few pages provide an implementation matrix defining and prioritizing individual projects and their component parts. The matrix includes information suggesting lead agencies and additional partners that may be necessary to complete the work. A series of maps follows the planning matrix in order to graphically depict the proposed phasing.



One approach to implementing this master plan would be to start with one segment, complete all the work in that segment and move on to the next. While simple in concept, that approach does not necessarily make sense given the complexities of funding, designing and constructing this series of projects. The four-phased approach presented here seeks to balance construction within all four segments over time. This increases equity among each of the segments by not prioritizing work in any one segment and allows for high priority projects in each segment to be completed sooner rather than later. It also seeks to balance the implementation costs across phases better than a simple segment-by-segment approach.

The following is a simplified description of each phase:

- Phase 1: Focused construction in the Arts and Cultural Segment and the first half of the Hospital Segment; complete a few other “quick-win” projects in each segment; implement TARC grant projects in Claysburg.
- Phase 2: Complete intensive work in the Claysburg Segment, work on fixing the tree wells and paver strips from Chestnut to Seventh St; Meanwhile work on engineering and community input for Alternative A in the Downtown Segment and completing further study of the hospital segment.
- Phase 3: Complete Hospital Segment and projects around 10th Street, complete remaining work downtown
- Phase 4: Complete work from Smith St. through the Eastern Blvd. intersection; complete remaining minor projects in other segments as feasible.

## Incremental Improvement Strategy

One modern-day approach that may be effective in developing support for the larger scale projects suggested here is to apply temporary, low-cost modifications in a localized area and see how people respond to the change before making a permanent investment. These tactical projects involve the use of paint, cones, temporary bollards or other readily available materials to simulate the proposed changes for a short period of time. During this time, changes in commuter patterns can be observed and feedback can be received, before proceeding with permanent work. This incremental strategy could be applied to projects such as bulb-outs on a particular corner, closing off a right-turn lane, or any other number of proposed projects. The photo above is an example of an incremental improvement using paint, temporary bollards, and bike racks to narrow the street. This intervention is an inexpensive way to test out a concept before making expensive physical improvements.

