

# BUILDING JEFF



**OUR COMPREHENSIVE PLAN**



# Acknowledgments



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Mike Moore

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District 2 – Bill Burns

District 3 – Joe Paris

District 4 – Scott Anderson

District 5 – Donnie Croft

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- Taylor Siefker Williams Design Group
- YARD & Company



Additional thanks to all of the Jeffersonville stakeholders who participated in this comprehensive planning process!



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# Introduction

*“If you fail to plan, you are planning to fail.” – Benjamin Franklin*

A successful community is not simply a matter of chance; rather, it is the result of strong leadership and solid planning. Building Jeff is a document based on community conversations, trend research, and data analysis that is intended to set a framework for growth and development within the City of Jeffersonville for the next two decades. The Plan is a statement of who we are and where we want to be. It provides guidance for civic leaders and other decision makers in making choices about where and how to invest in the community. Building Jeff promotes efficiency and economy in the process of development while helping to protect the public health, safety, and general welfare of the community. Ultimately, it aims to visualize Jeffersonville’s future so that we may take action to address that future today.



A screenshot of our Building Jeff website

## How This Plan was Created

A Comprehensive Plan is required, by Indiana state statute, for any community with an adopted zoning code. The City’s first Comprehensive Plan was adopted in December 1961 at about the same time as its first zoning ordinance. Since then, the Comprehensive Plan has been regularly updated every 7-10 years. Our most recent plan was adopted in 2015. Since that time, there have been significant changes within the community, including the completion of the Ohio River Bridges Project, the closure of the Jeffboat facility, the creation of the NoCo Arts and Cultural district, and the addition of over 3,000 new residential units. Additionally, many of the projects outlined in the 2015 Comprehensive Plan have been completed. As such, the Planning Department, with the backing of City Council, determined that the time was right for an update.

This Plan has been written by City Staff with considerable help from two outside consultants. Yard & Company was hired to assist with branding, website construction, public comment via Socialpinpoint, and videography for public outreach. Taylor Siefker Williams provided assistance with data gathering, mapping, analysis, and planning for transportation, utilities and public services.



## Building Jeff

In everyday conversation, locals fondly refer to Jeffersonville as “Jeff.” Its a friendly, local, small-town kind of reference and one we wanted to associate with this planning effort. The Building Jeff logo acknowledges Jeffersonville’s small town vibe, its connection to the Ohio River, and its status as a gateway to Indiana while also recognizing its continued growth and development. This plan aims to guide the building of “Jeff,” both physically and as a great place to live.



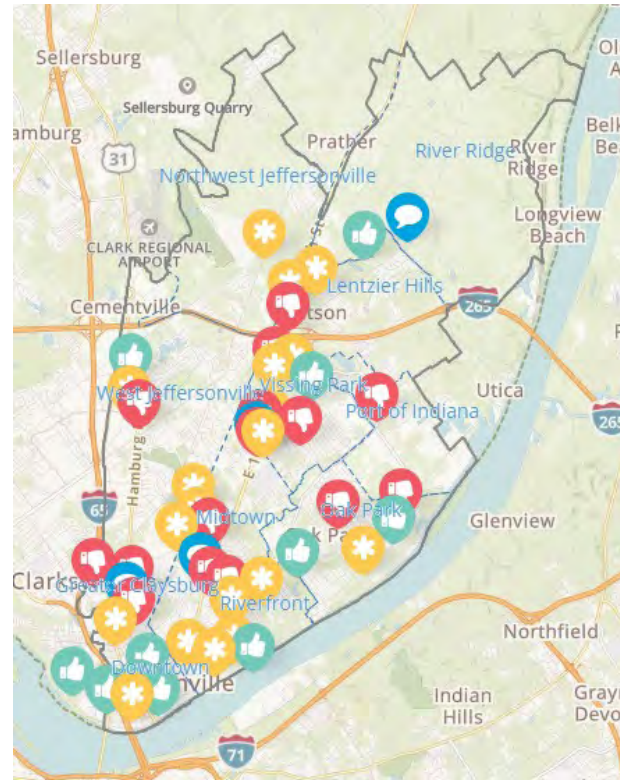


### Public Participation Summary

- 7 public outreach events at festivals, markets, and other public spaces.
- 3 rounds of Focus Groups with residents & members of business community.
- Working sessions with City Staff and Elected Officials
- Interactive website - utilizing Social Pinpoint
- Four videos shared to social media to assist in getting the word out, garnering feedback, and discussing the contents of the Plan.



Business cards with QR codes for the Plan's website were handed out at all public events



Nearly 100 comments were made on our social pinpoint website



# How to Use this Document

## Structure of the Document

The document begins by presenting a profile of the community today. This includes current demographics and economic data, environmental considerations, community input collected about the present day state of Jeffersonville, and a look at the “Planning Districts” that will be considered throughout the remainder of the document. The second part of the document looks into the future with population and jobs forecasts, identified issues and opportunities, and growth scenarios. It ends with a preferred vision for the future of the City.

The final section of the document presents specific information, data, maps, projects, and policy for Land Use, Transportation, Utilities and Public Service, Economic Development, and Quality of Life. These sections are then summarized via an implementation matrix and “mini-plans” for each Planning District.

## Broad Policy Stroke . . .

The Comprehensive Plan does not focus on the needs and desires of one property owner, business, block, or neighborhood; rather, the Plan is intended to be broad in nature. It provides community leaders with the flexibility needed to achieve community-wide goals while simultaneously responding to changing conditions. While the Plan is not absolute in nature, it can paint a reasonable picture of what might happen in the community’s future. It should also be noted that the Comprehensive Plan is not a final document; rather, it should be reviewed regularly and amended when necessary. It should be fully updated every 7-10 years.

## Planning Districts

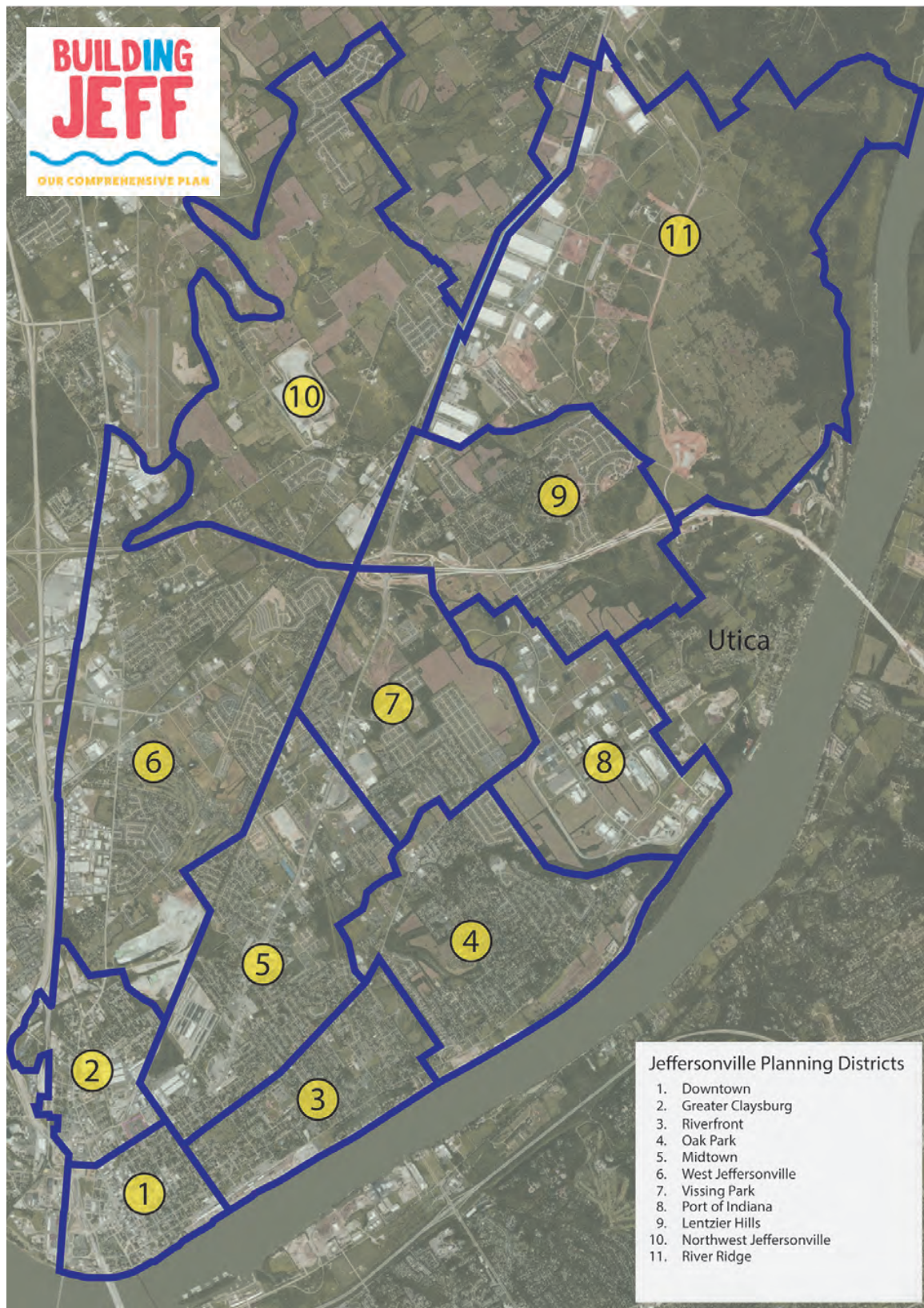
To set planning objectives that are appropriate for the unique neighborhoods and subsections that comprise our community, the Planning Department has determined a set of 11 distinct Planning Districts within the City of Jeffersonville. Each of these Districts is a collection of existing neighborhoods, subdivisions, and commercial and industrial developments that are spatially connected and share similar characteristics. These characteristics may include age of development, street patterns, and types of uses present.

The map on the following page shows the outlines of each district over an aerial image of the City. Specific details for each of the Planning Districts, including boundaries, histories, subareas, and general character of the district, are discussed in Appendix A. Throughout the remainder of the document, specific policies and projects will be tied to their respective Planning District and in the end, mini-plans will emerge for each of the Planning Districts. These plans are meant to be a guide for a local property owner, prospective buyer, Councilperson representing a specific District, and others for what may be expected on a local level.





# Jeffersonville Planning Districts Map





# Jeff Today

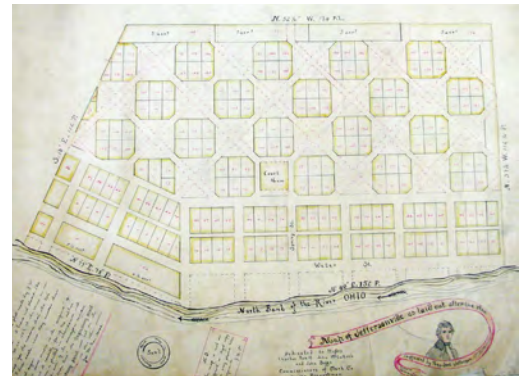
## A Brief History

The settlement of Jeffersonville dates back to 1786 with the establishment of Fort Finney where the Kennedy Bridge stands today. In 1802, local residents adopted a grid pattern designed by then President Thomas Jefferson for the formation of a new city in the Indiana Territory and named it Jeffersonville in his honor. From the start, the City became the county seat of Clark County, though it relinquished that distinction to Charlestown from 1812 to 1878. Although Jefferson's original design was not fully adopted, the historic grid pattern that we see today was fully established by 1817. By the 1830s when James Howard built his first steamboat in Jeffersonville, the City had become a bustling river town with a heavy reliance on the shipbuilding industry.

Jeffersonville's location on the southernmost edge of the "free state" of Indiana lent itself to become a primary gateway for freedom-seeking slaves exiting the South. While outside of Jeffersonville until 1948, the Town of Claysburg was a well-known haven for freed slaves and a significant stop on the Underground Railroad. Claysburg was home to a number of African-American churches, businesses and other institutions. Today, the Claysburg neighborhood is home to the highest percentage of African-American citizens in the City.

Jeffersonville was one of the principal gateways to the South during the Civil War. With three railroads serving Jeffersonville from the North, a bustling shipbuilding industry, and a number of steamboats ferrying goods to Louisville across the Ohio, the City served as a key distributing center for military supplies needed for battles in the South and West. One of the largest Civil War hospitals, Jefferson General Hospital, was also located in town. Following the war, General Montgomery Meigs would consolidate numerous army outposts along the Ohio River into the Jeffersonville Quartermaster Depot, one of the most unique historic buildings still standing in Jeffersonville today.

The City experienced tremendous growth following the Civil War receiving a large influx of German and Irish immigrants whose influence can be seen in a number of historic commercial, religious, and residential buildings found throughout the historic downtown and adjacent neighborhoods along the River. In the late 1890s, the States of Indiana and Kentucky, along with the Army Corps of Engineers, determined that there was a need for a railroad connection between Jeffersonville and Louisville and chartered a new bridge. The Big Four Railroad Bridge, which is now the Big Four Pedestrian Bridge, was originally completed in 1895.





From 1900 to 1950, the population of Jeffersonville remained relatively stable with a population hovering around 11,000. This time period wasn't without growth and development however, as it saw construction of many of the historic buildings that comprise the Downtown. These include the Jeffersonville Carnegie Library building (built in 1902), the Citizens Bank and Trust building (1908), the Masonic Temple (1927), and the Nachand Fieldhouse (1937). It also saw construction of the George Rogers Clark Bridge, the first automobile and pedestrian bridge linking Jeffersonville to Louisville, as well as the opening of the Indiana Army Ammunition Plant near Charlestown in 1940. One major setback occurred in 1937 when the Ohio River breached its banks and flooded most of the City. It wasn't until after World War II that the City began to grow significantly again.

From 1950 onward, the City has grown considerably in both population and area. With the full-scale adoption of the automobile, the compact historic development pattern changed to one that was more reliant on automobile travel. Industrial, residential, and commercial uses were separated and spread further apart. Arterial roads such as 10th Street became new centers for commerce and new industrial parks opened up on the edges of town. Interstate Highway 65 and later Interstate 265 helped move traffic in, out, and around Jeffersonville. In 1985, the Port of Indiana was opened to ship Indiana's agricultural and industrial products up and down the Ohio River. Frequent annexations throughout the latter half of the 1900s added much of what are now the central areas of Jeffersonville

The U.S Government's presence in Jeffersonville has shifted too. In 1958, the Quartermaster Depot was repurposed for the Census Department. Eventually, the Census Department's processing center was renamed the National Processing Center (NPC) and moved to a permanent facility with over one million square feet of space on 71 acres in central Jeffersonville. The Quartermaster Depot has since been renovated to become a thriving retail center with the Jeffersonville City Hall at its center. In 1972, the Indiana Army Ammunition Plant ceased operations and was eventually transferred to the authority of the River Ridge Development Authority in the mid 1990s. Jeffersonville annexed approximately half of the former plant and, by the mid 2000s, a number of industrial warehouses began calling the site home.

In 2008, the City undertook its largest annexation in history, adding almost 7,800 acres and over 5,000 new residents. The annexation included well-established neighborhoods, such as Oak Park, as well as a great deal of agricultural land to the North and East of what is now I-265. Development opportunities within this newly annexed territory, the exceptional growth of the River Ridge Commerce Center, and a Downtown revival, driven by the repurposing of the Big Four Bridge as a pedestrian connection to Louisville in 2014, has created a recipe for tremendous growth and development in the past decade. Today, Jeffersonville is home to over 50,000 people and a diverse employment sector that provides over 28,000 jobs.



## **Planning and Development Since 2015**

The City's most recent Comprehensive Plan was adopted in 2015. The plan outlined a number of significant goals and priority projects for the City to be accomplished in the coming years. A review of the Comprehensive Plan by City Staff in 2021 noted that, of the 34 primary projects outlined in the Plan, 21 of those projects (62%) have been completed or are at least partially complete. Some of the primary projects completed since 2015 include:

- Completion of Ohio River Bridges project
- 10th Street road improvements
- Spring Street Master Plan & Claysburg Segment construction
- 10th Street Strategic Investment Plan
- Veterans Parkway Phase II and Holmans Lane improvements.
- Adoption of the Unified Development Ordinance (UDO)
- Construction of Chapel Lake Park and Shirley's Arbor Park
- Several Downtown Revitalization projects including redevelopment within Falls Landing and development of the NoCo Arts District.

Two other projects, improvements to Charlestown Pike and a portion of Utica-Sellersburg Road, are in the early stages of the process at this time.

Outside of these planned projects, a number of other significant changes have occurred throughout the City since 2015. These include:

- Closure of Jeffboat facility
- Notice of potential vacation of Census Bureau site
- Closures and reshuffling of Greater Clark School Facilities
- Growth of River Ridge and subsequent residential and commercial development
- Major commercial developments including:
  - » Bridgepoint Commons
  - » Jefferson Ridge
  - » Jeffersonville Commons
  - » Jeffersonville Town Center South
- Major residential developments including
  - » Ellingsworth Commons
  - » Williams Crossing and Coopers Crossing
  - » Red Tail Ridge
- Unprecedented growth in the multi-family housing sector, making up almost 70% of new residential units permitted since 2015.





## Demographics

The Comprehensive Planning process is informed by not only the community's vision for the future but also by historical trends, demographic characteristics, and physical data. The existing conditions that follow provide a snapshot in time - it presents Jeffersonville today. From here, we can determine where we may be going and draft policies to get there.



### Population

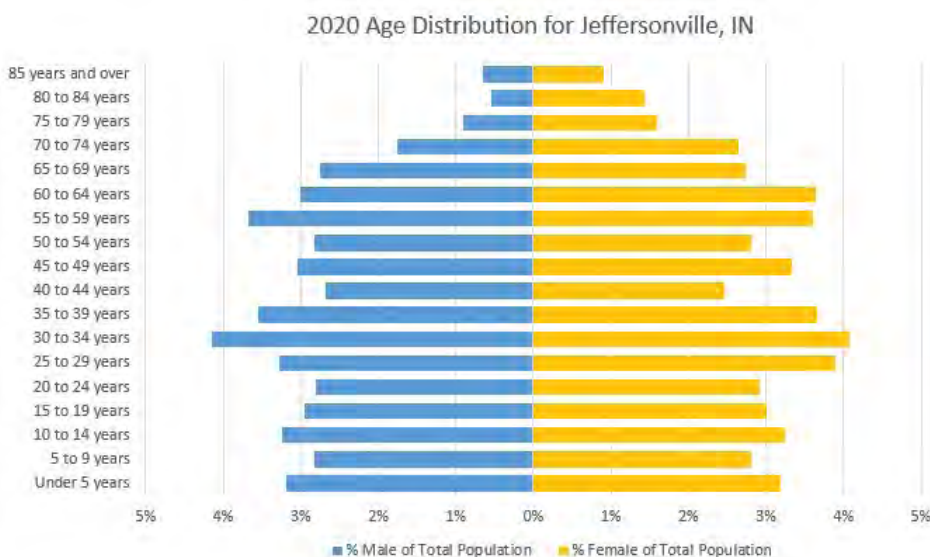
In 2020, Jeffersonville's population was listed at 49,447 by the U.S. Census Bureau. This represented a 10% increase in population from 2010. The City has grown in lock step with Clark County, which also documented a 10% increase in the same period. Clark County was the sixth fastest-growing county in the State of Indiana, and the fastest-growing county outside the Indianapolis Metropolitan Area. Between 2010 and 2020, Jeffersonville grew 3% faster than the Louisville Metropolitan Area and 5% faster than the State of Indiana. As evidenced through strong residential permitting activity since 2020, growth continues to be strong as we head into the next decade. In fact, current estimates place the population around 50,700- an additional 2.7% of population growth in just two years.

### Households

The 2020 Census indicated that there were 18,775 individual households in Jeffersonville. This equates to an average of 2.51 persons per household. This is consistent with Clark County and the State of Indiana and was slightly higher than Louisville. Of households, approximately 46% consisted of a married couple. Another 19% were single-parent households, the vast majority of which are female-led. The remaining 35% of households were non-family households. These were generally single-person households, but may also include unwed couples or unrelated individuals living together.

### Age

The median age of Jeffersonville was 38.2 years old which is slightly higher than the Louisville Metro and the State of Indiana. This indicates that there is a slightly higher percentage of older residents than youth and young adults in Jeff. In fact, when we look at the population pyramid for the City below, we can see that there is a fairly large group of adults from age 55 to age 74 that is bringing up the average. This is an indicator that there may be a need for more senior housing options in Jeffersonville in the coming years. The other large groups in Jeffersonville are in the prime working and family-building years of 25-39. This indicates a strong market for family-oriented businesses and activities.



## Race and Ethnicity

As of the 2020 Census, Jeffersonville's population was approximately 74% White, 11% African American, and 5% Hispanic with the remaining 10% stating they were some other race or were mixed-race. These numbers show a slight decline in the percentages of White and African-American people since 2010, while showing a growing percentage of Hispanic people and those stating other or mixed categories. 3.8% of the population indicated that they were foreign-born. As a whole the City is slightly more diverse than the State of Indiana and Clark County, but not nearly as diverse as Louisville.

## Educational Attainment

Of Jeffersonville's adult population over the age of 25, 92.2% have high school diplomas and 21.6% have bachelor's degrees or higher levels of educational attainment. These education levels are slightly higher than Clark County as a whole but, especially when it comes to college education levels, the City has lower percentages of college graduates than the State of Indiana (-3%) or Louisville (-9%).

## Housing Tenure

The U.S. Census approximates that 70% of Jeffersonville's 22,000 housing units are owner-occupied while the other 30% are rental units. Additionally, the Census indicates that approximately 90% of residents have lived in the same house for over a year. This indicates that the community is stable and that there are relatively few transient residents. However, recent growth in the development of apartment units may shift these numbers in the coming decade. Given existing permitting and construction, the Planning Department estimates that the split could be closer to 65% owner-occupied to 35% renter-occupied by mid-decade.



## Psychographic Analysis

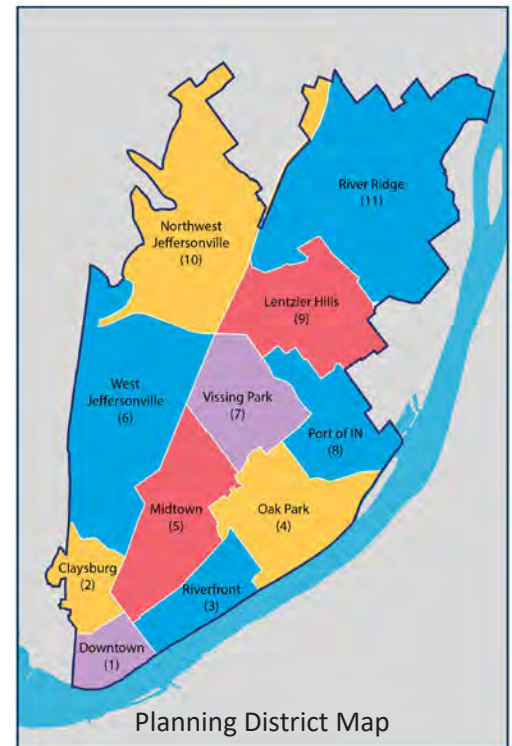
Psychographics are a snapshot of the attitudes, interests, values, and lifestyles of a local population. These snapshots are primarily used in product marketing but understanding the preferences that influence the daily decisions of people who live in Jeffersonville can provide insight into the types of development that are needed in the future. The following is an overview of the psychographic data provided through ESRI's "Tapestry Market Segmentation" for the City of Jeffersonville.

Overall, Jeffersonville is characterized by residents who grow up and stay close to home as part of a close-knit, urban community. The community is characterized by homeowners who live in single-family houses that tend to have pets and access to personal vehicles. Most families have dual-incomes and there is very low unemployment. There are many younger and single residents in the community, many with children, who typically are mindful of their expenses. Religion typically plays a role in the social fabric of the community. Residents typically prefer "do-it-yourself" methods for home improvements, eat out frequently, and spend money on entertainment.



Planning Districts 1, 3, and 5 are characterized by higher-density residential areas, primarily with older single-family homes or duplexes. Households usually have one or two cars and short commutes to work. Wealth and socioeconomic status in these areas is somewhat lower than the U.S. average. Consumers within these areas tend to be cost-conscious and commonly carry credit card balances and loans. Residents tend to frequent fast-food restaurants and discount stores, such as Walmart, and they enjoy outdoor activities for entertainment. Frequent use of the Internet for social media, information, and gaming is typical.

Planning District 2 is characterized by an aging population with a high percentage of residents over 65 years old, and many of them are dependent upon fixed incomes, such as Social Security, or have lower incomes. In addition to economic limitations, many are physically limited by medical conditions. Because of this, residents benefit from being close to City services, public transportation, hospitals, and community centers. These cost-conscious consumers prefer to eat at home instead of at restaurants. TV is a trusted source of information as many do not regularly use the Internet or cell phones. Residential structures are typically older, multi-unit rental properties, which often includes multi-generational households. Wealth, socioeconomic status, and housing affordability in this area are lower than the national average.

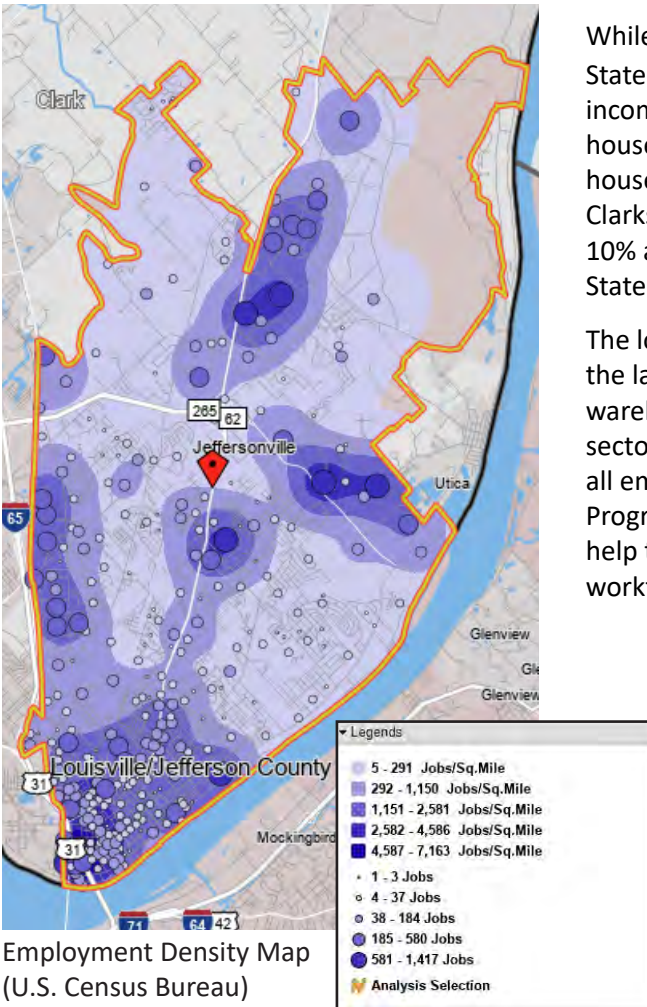


Planning District 4 is an established area with minimal population growth. It serves as a transition between urban and suburban land uses. Most residents live in single-family homes that they own and they tend to have one or two cars per household. Residential structures tend to be slightly older than the U.S. average with relatively low vacancy rates. The area has higher levels of education than the national average, leading to increased employment opportunities. Wealth and socioeconomic status are comparable to the U.S. average, but housing is more affordable. Residents are cost-conscious consumers who tend to make practical purchases, but they prioritize quality goods and technology. In addition, people tend to value healthy food and be concerned about the environmental impacts of their lifestyle. Eating out and outdoor entertainment are popular forms of entertainment and spending time with family is a top priority. The Internet is the primary source for information for these residents, and it is also used for daily needs and entertainment.

Similar to Planning District 4, Planning Districts 6 and 7 transition between urban and suburban areas and contain a blend of market characteristics. While some areas within these Districts are growing with the construction of new subdivisions or apartments, most of these districts are modest, older neighborhoods. This area contains a mix of owners and renters and holds a population that ranges from older retirees to young residents just starting their careers. Like the previously described areas, households tend to have one or two cars. Residents are family-oriented and, as consumers, are price-aware but open to impulse buys. Comfortable with technology, they prefer cell phones to landlines, and entertainment is often accessed via the Internet. Wealth is typically lower here than the national average, the socioeconomic status is similar to the U.S., and housing is more affordable than the rest of the U.S.

Planning Districts 9 and 10 are made up of mainly semi-rural areas that are transitioning into single-family subdivisions. Housing is typically affordable with low vacancy rates. Young couples and young families are the predominant group in the population. Residents tend to be comfortable with technology, and they use the Internet for daily needs and entertainment, which is typically family-oriented. Traditional values of faith, country, and family are common within these Districts. Wealth is typically lower than the national average while socioeconomic status is comparable to the U.S. average. Spending priorities are focused on family, home improvements, and entertainment.

Districts 8 and 11 are almost entirely comprised of industrial developments and therefore do not have any specific demographic qualities.



Employment Density Map  
(U.S. Census Bureau)

## Economic Profile

Jeffersonville has a large employment base, strong work force, and very low unemployment. According to economic data from the Census, in 2019 there were 28,520 jobs in the City of Jeffersonville. The highest concentrations of jobs tend to be in the downtown area, along the Hamburg Pike and 10th Street Corridors, and within the Port of Indiana and River Ridge. These employment hot spots can be seen as dark purple areas on the employment density map below. The largest employers in Jeffersonville include Clark Memorial Hospital, Greater Clark County Schools, Global Payment Systems, Amazon, and the U.S Census Bureau. The largest employment sectors include:

- Manufacturing – 22% of employment base
- Health care - 15%
- Transportation and warehousing - 14%
- Retail, accommodation, and food services - 12%
- Government (city, county, and federal) - 9%

Approximately 63% of all Jeffersonville residents are employed. Among residents of working age, only around 3% are unemployed.

While employment in Jeff is strong, incomes here are lower than the State of Indiana and Clark County as a whole. The median household income of \$60,110 per year is about 3% lower than the State's median household income and about 4% lower than the County's. Median household incomes in Jeffersonville are slightly higher than those in Clarksville and New Albany. The poverty rate in Jeffersonville is between 10% and 12%, a figure that, while concerning, is consistent with the State of Indiana as a whole.

The lower than average household incomes are likely related to the large numbers of local jobs in lower-paying transportation, warehousing, retail, accommodation, and food services sectors. These sectors tend to have lower education requirements. In fact, 35% of all employees in Jeffersonville have a high school education or less. Programs aimed at educational development and job training could help the City increase household incomes and ensure that the current workforce is ready for the jobs of tomorrow.



## Commuting Patterns

Jeffersonville has a relatively interesting commuting pattern. Often, the smaller communities that make up a major metropolitan area have a large outflow of workers to the major city and fewer employees commuting in. Jeffersonville, on the other hand, has more people commuting into the City for work than those commuting out. According to the U.S. Census, nearly 20,000 Jeffersonville residents commute to jobs outside the community. Meanwhile, approximately 22,500 people commute into Jeffersonville for work. This means that almost 80% of the workforce in Jeffersonville is commuting in from other areas. The other 20%, around 6,000 employees, live and work in the City of Jeffersonville. The overall commuting pattern can be seen in the map below.

If there are so many jobs in Jeffersonville, why are there so few people who live and work here? One of the reasons is that the job market is more regional than local in nature which leads to commuter-dominant jobs. Economic data collected from commuters suggests that another reason may have to do with wages. Census data shows that residents who live and work in Jeffersonville tend to have lower paying jobs than those that commute elsewhere. In fact, 64% of residents living and working in Jeff in 2019 made less than \$40,000 per year while only 36% held higher paying jobs in the City. Of those commuting out of the City, almost half were doing so for higher wage jobs. Based on this data, the City could take steps to attract higher-wage Jobs to the City and thereby grow its share of local wage earners

This might, however, be only one side of the equation. Oddly enough, there does not seem to be a shortage of higher paying jobs in Jeffersonville as 46% of workers commuting to Jeffersonville are coming here for higher-than-average paying jobs, typically over \$40,000 per year. For whatever reason, higher-paid workers are choosing to not reside in the City. This is a demographic that the City of Jeffersonville could do a better job of attracting to the community through housing supply and quality of life improvements.

One downside of having a large number of commuters coming into Jeffersonville is that the businesses setting up here are often catering to commuters rather than residents. The large number of businesses including fast food restaurants, gas stations, car washes, and drive-thru banks have been built in recent years are all heavily reliant upon commuter traffic. In the next section, which highlights our conversations with locals about what they like and don't like about Jeffersonville, this auto-centric development was often brought up. Residents wanted more local, community-serving

businesses such as sit-down restaurants, unique shops, family-friendly entertainment options, and grocery stores- all of which help to build a base of residents who live and work in the community. Jeffersonville, therefore, would be well suited to grow this population through both workforce development and quality of life investments.



Commuting Trends  
(U.S Census Bureau)

## **Identified Strengths and Weaknesses**

A primary goal of our early public outreach was to determine the current state of the City. What are our strengths, weaknesses, opportunities, and threats or challenges that we face? The following is a high level summary of the comments we received from our outreach events, focus groups, and interactive website.

### **Jeffersonville's Primary Strengths**

- Jeffersonville has a wonderful “small town community feel” where people know and support each other. There are strong neighborhoods, people are friendly, and it is a safe place to live.
- Downtown Jeffersonville is a vibrant center of the community. The Big Four Bridge, Ohio River Greenway, Riverstage, mix of shops and restaurants along Spring Street, and programmed activities are highly valued. There is a budding art scene focused around the NoCo Arts District
- The City is in a great location for both residents and businesses. It has easy access to Louisville's amenities as well as great access to regional and national markets via highway, river, rail, and air. In addition, it is convenient and easy to get around town.
- Jeffersonville has great parks, facilities, and recreation programming
- There is robust growth and development within the City, driven by location, quality of life, and the development of the River Ridge Commerce Center.
- Residents acknowledge that the community is well served by its government leaders, police, fire, and City staff.

The City should continue to nurture and expand upon these strengths in the years to come.

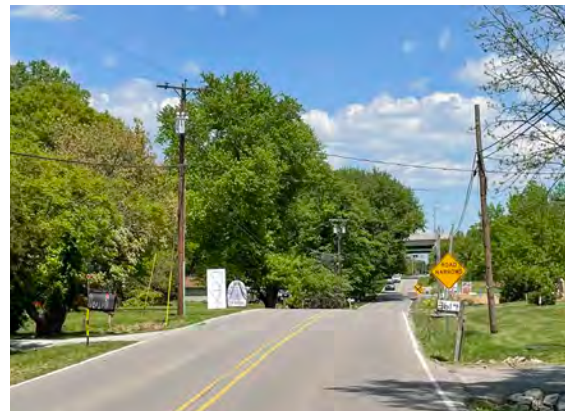
### **Jeffersonville's Primary Weaknesses and Issues**

- While growth is robust, auto- and commuter-centric businesses, such as car washes, banks, gas stations, and fast food restaurants, make up a significant portion of recent development. This development is not built-to-last. It's not meaningful nor does it create a sense of place. Jeffersonville needs to do a better job of encouraging and attracting development that is more meaningful to residents including sit-down restaurants, shopping options, and family-friendly activity centers.





- Growth on the edges of town has led to a deterioration of former commercial areas such as:
  - » Tenth Street between Main Street and Allison Lane and Holmans Lane
  - » Eighth Street and Allison Lane
  - » Spring Street from Court Avenue to Eastern Boulevard
- River Ridge is driving growth and development in North Jeffersonville, however, the infrastructure north of I-265 isn't keeping up. While some projects are underway, including a new sewage plant and improvements on Charlestown Pike and New Chapel Road, there are many other needs including:
  - » Improvements to Utica Sellersburg Road, Coopers Lane, and Salem Noble Road
  - » A possible need for an additional fire station and maintenance facilities near River Ridge.
  - » More public park land in the north where new housing developments are sprouting up.
- The growth of River Ridge has also created a high demand for more housing, especially affordable homes and rental units. The City needs to determine how to accommodate and balance these needs within the community.
- There is a need for a broader array of transportation options, especially for lower-income employees in the service and logistics sectors. This includes public transportation, but also better connected sidewalk and bicycle networks. Improved sidewalk and bicycle networks are also desired by residents to improve neighborhood, school, and park access and encourage more active lifestyles.
- Parks, while plentiful, often lack amenities and programming that would make them more usable. Connections between parks and neighborhoods are often lacking.





# Jeff Tomorrow

## Population Forecast

From 2010 to 2020, the City of Jeffersonville added nearly 4,500 new residents. This represents a growth rate of 10% over the decade and accounted for over 40% of all the growth in Clark County. Looking at longer-term population trends for Jeffersonville can be difficult due to the significant annexation in 2008, but the data indicates robust growth averaging about 770 new residents each year since 1990 with the most significant growth happening in the 90s and 2000s.

It can be difficult to keep growing at the same rate over the long haul. That said, the Planning Department has estimated that there are approximately 500 new single-family homes and 1,400 new apartment units that are in some phase of construction. If we assume three people per home and 1.5 people per apartment on average, that equates to almost 3,600 new residents if fully built out in the next few years. This alone would equate to growth of 6% over 2020, so matching or exceeding the previous decade's 10% growth rate may be plausible.

A 10% growth rate would equate to about 5,000 new residents by 2030 for a total population of around 55,000 people while a 12% rate, which is not out of the question, would net an additional 1000 people by 2030. Without annexation or significantly dense redevelopment, however, growth would likely slow after 2030. A more moderate growth rate between 5% to 8% would equate to an additional 3,000 to 4,000 people by 2040 and a total population nearing 60,000.





## Housing Forecast

Since 2015, when development accelerated following the Great Recession, the Department of Planning and Zoning has approved over 4,000 new housing units. Of these, 75% have been apartment buildings and 25% have been single-family homes. Of the apartments, 13% or 427 total, were reserved for senior citizens, accounting for almost 10% of all housing permitted. If we continue this 75/25 development split over the next rest of the decade and assume our 10% to 12% growth rate above, that would create the potential for 700 to 800 additional apartments and 200 to 300 additional single-family homes by decades end. A continuation of this trend would start to shift the mix of housing tenure in the community.

Much of how this dynamic plays out depends on the market demand for apartment units versus single family living. The Planning Department believes that the balance of apartments and single-family development has been out of alignment in previous decades with significantly fewer apartments being built despite the latent demand. Now we are beginning to seeing a “market correction”. We wonder if the City getting close to peak-demand for apartments or if the market correction is greater than we think. Changes in the economy or interest rates could be significant determining factors in this regard. In any case, an increase in the rate of apartment construction could push the population growth rate higher as more units can be constructed per acre of land. A more detailed housing study could assist in determining where this balance point might be.



A few other housing trends should be noted here. First, with a growing population of senior citizens, it is highly likely that we will see more housing geared toward senior living in the future. Second, as land prices rise and individual tastes have changed, the large-lot subdivisions of the past are becoming rarer. In the future, the City will likely see the subdivision of large single-family lots into smaller lots. This trend presents benefits for the City, including more tax income for the same amount of infrastructure; however, care should be taken to integrate these new homes into existing neighborhoods. Finally, housing is becoming increasingly unattainable for the lower income households in Jeffersonville. According to the Indiana Housing and Community Development Authority, home prices have risen over 15% since 2010 and rents have increased 21%. While it is difficult to site affordable housing, efforts should be taken to maintain the existing low-income housing stock and, where possible, increase the availability thereof. Existing public housing projects in Jeffersonville are aging rapidly and may need full replacement in the coming decades. Replacement should be done in a manner that does not cause significant displacement, improves existing neighborhoods, and does not reduce the supply of affordable housing.



## **Employment Forecast**

Since its establishment, the River Ridge Commerce Center has brought over 10,000 new jobs to its campus on the northern edge of Jeffersonville. It is estimated that the campus supports 18,000 jobs regionally, making it the largest driver of growth and job creation in Southern Indiana over the last decade. The continued build out of the Port of Indiana has also been a driver of job growth. Although the pace of development has slowed a bit in last two years, there is still ample room for growth on both campuses and there is optimism that economic job growth will continue into the future. That said, as further efficiencies through automation come online, job growth could potentially stagnate even as new companies move to town.

Due to the Covid-19 pandemic in 2020 and 2021, recent economic data is a little sparse and somewhat difficult to forecast. If we look at the period from 2002 to 2019, we see that the City experienced job growth of approximately 3.25% per year. With changes due to the pandemic, slowing job growth in our industrial centers, and the mathematical improbabilities of growing at the same rate over time, growth is likely to be somewhat slower in the future. If we forecast a more moderate growth rate of 1% to 1.5% per year through 2030, we could foresee anywhere from 2,800 and 4,000 additional jobs in Jeffersonville by the end of the decade. Much of this will hinge on the continued pace of development in River Ridge and the Port of Indiana.

Tracking employment growth is important for the housing industry. Historically, job growth equated to more housing demand and a slowing or decline of job growth predicated a slowdown in housing production. With increasing abilities to work remotely, however, this may be changing. If Jeffersonville continues to maintain and increase the quality of life for its residents, then a slowdown in job creation may not mean a slowdown in housing growth. Regardless, the City should work to encourage economic development within River Ridge and the Port of Indiana. As median incomes in Jeffersonville are a little lower than average, the City should prioritize the growth of companies and industries that pay higher wages.





## **Jeffersonville Opportunities**

Public outreach at the onset of this project indicated a number of significant opportunities for future growth and economic development in the City. The primary opportunities identified are detailed below:

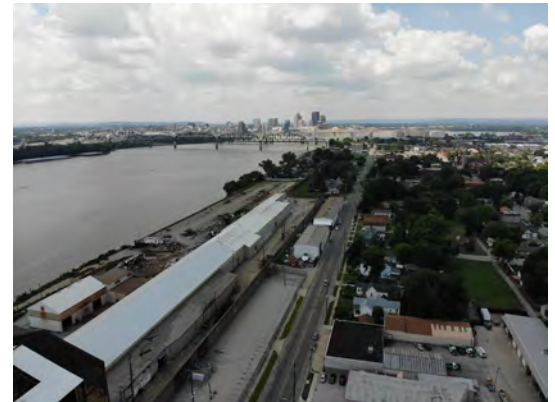
### **Court Avenue, NoCo, and the Hospital District**

This area is seen as a potential extension of Downtown Jeffersonville. The City has invested heavily in the area north of Court Avenue with creation of the NoCo Arts District and reconstruction of Spring Street in Claysburg, but there is much more to be done to make it a vibrant area with a mix of uses in a walkable setting. Maintaining the momentum that these projects brought to this area is imperative. Additional investments in infrastructure, arts programming, and redevelopment will help to further transform this area into a local and regional destination.



### **Jeffboat Site**

The former Jeffboat site contains over 80 acres of riverfront property that is well-situated for redevelopment. The site has great potential for a mix of housing and commercial establishments, including restaurants, shops, and hotels. Once developed, the Jeffboat site could have transformative effects on the City and the region. As such, it is important to ensure that the redevelopment of this area is done in a thoughtful, well-planned manner that enhances Downtown while having its own identity. To that end, the City is currently in the process of developing a master plan for this site in conjunction with American Commercial Barge Line, the current owner of the property.



### **Midtown Jeffersonville**

This area along 10th Street from Main Street to Allison Lane had once been the commercial heart of Jeffersonville. As development has moved further out, the area has fallen into disinvestment and has become much less attractive. Today, much of the area is home to vacant properties, large, empty parking lots, and numerous auto-centric businesses. The area is seen as an opportunity for infill development or redevelopment of existing strip-centers. It will be important to guide the redevelopment of this area to form smaller “nodes” of local commercial activity and walkable town centers that could be localized alternatives to Downtown.



### **U.S. Census Site**

The Census Bureau has indicated that it plans to relocate from its current site. This could potentially open up over 40 acres for redevelopment in the heart of the City. Ensuring that this site redevelops in a responsible and considerate manner will be critical for the future of this site and the surrounding neighborhoods. The site lends itself well to a mixed-use neighborhood that could have a transformative effect on its surroundings and help rejuvenate 10th Street.



## Regional Amenities and Regional Collaboration

Jeffersonville is part of a growing region with an increasing variety of regional attractions, cultural activities, and recreational opportunities. Recreational opportunities such as the Ohio River Greenway, Charlestown State Park, Waterfront Botanic Gardens, Lynn Family Stadium, and the future Origin Park are opening up more activities along the Ohio River and creating a unique sense-of-place. Leveraging existing regional amenities and supporting growth of additional ones can be a huge opportunity for increasing Jeffersonville's quality of life.



## River Ridge

As the primary driver of growth in Southern Indiana, River Ridge continues to be a huge opportunity for Jeffersonville's future growth. The City should leverage its relationship with River Ridge for further gains in employment, education, jobs training, transportation, and public service provision. As River Ridge continues to grow and attract more businesses and workers, the City should evaluate how this development is affecting surrounding land uses, and ensure these areas develop in a responsible manner.



## Challenges and Threats

We also asked about significant threats or challenges that the City of Jeffersonville faces going forward. The following are the issues that came up most frequently:

- Crime and drug activity is on the rise.
- The increasing cost of housing combined with the general stagnation of wages is exacerbating poverty and homelessness.
- Traffic congestion is a growing concern.
- There is a sense that Jeffersonville is losing its identity as a small, friendly community.
- Vacant land in Jeff is dwindling and what is left is getting harder to develop due to floodplains, topography, industrial adjacencies, acquisition costs, and other site related issues.
- Existing education levels, facilities, and programming is not sufficient for growing industries and high-tech job market.
- The lower-than-average purchasing power of Jeffersonville residents, general slowdowns in retail and office markets, and increasing cost of land and construction makes it a challenge to redevelop aging parts of Jeffersonville.

In general, the challenges identified above are connected to the fast pace of growth and change in Jeffersonville over the past two decades. Nevertheless, addressing these concerns is critical to maintain quality of life in Jeffersonville. It should also be noted that many of these threats and challenges are interconnected and that working to address any one of them may help address others.





### Other Notable Trends

In addition to the above, Planning Staff would like to note the following trends and issues that did not necessarily surface during public outreach:

- Aging population:** Much like the rest of the country, Jeffersonville has a rapidly growing population of senior citizens. As this group ages, there will be an increased need for housing that caters to this demographic as well as residences and neighborhoods where people can age in place. We may need to think about how we design our city so that it is easy for mobility-challenged residents to move around the city, meet their needs locally, and ensure that residents aren't living in isolation due to mobility issues.
- Fiscally Sustainable Development:** The development patterns that have emerged since 1950 have been found to be fiscally unsustainable. The miles of roads, sidewalks, pipes, and wiring needed to support large-lot subdivisions, far-flung neighborhoods, and sprawling commercial and industrial zones cost a lot of money to maintain. This maintenance is a huge burden on city governments. While Jeffersonville is far from being insolvent, it behooves us to think critically about how we grow and develop so as to strengthen our tax base. Supporting infill development that takes advantage of existing infrastructure and promoting denser neighborhoods that generate more tax revenue per acre can go a long way toward building a fiscally stronger community.
- Climate Change:** Communities across the world are having to deal with the effects of climate change including more frequent flood events, extreme heat, droughts, and other extreme weather events on a more frequent basis. Jeffersonville may be in a better place than coastal or desert communities, but is still not immune to extreme weather events such as tornadoes, ice storms, and flooding. The City should look at ways to better prepare for and respond to these types of events.
- Adjacent Development:** As available land in Jeffersonville becomes scarcer, new development will shift into adjacent jurisdictions. In the future the City will find itself bumping up against new development in Sellersburg, Charlestown, Utica, and Clark County. This may mean more conversations with adjacent jurisdictions to ensure that our residents' interests are maintained.



# Vision and Principles

Community visioning is the process of developing consensus about what future the community wants and then deciding what is necessary to achieve that future. A vision statement is a summary of the future vision that can be used as a guidepost for the community's plans. In the process of developing this Comprehensive Plan, Planning Staff spoke with numerous members of the community about their dreams and aspirations for the City of Jeffersonville. We reviewed the previous vision statement and workshopped a new vision for this Comprehensive Plan. From this vision, we developed nine primary principles that form the framework for the rest of the plan. The icons associated with these primary principles reappear later in the document as we outline more specific goals for land use, economic development, transportation, utilities, and quality of life so that one can see how well they align with the overall vision of the Plan.



## Our Vision:

*"Jeffersonville is a growing community with metropolitan opportunities and a friendly, small-town atmosphere. We define ourselves through our rich history, Ohio River heritage, recreational amenities, arts and cultural programming, and strong, connected neighborhoods. We seek to build upon our prime location and quality of life for continued economic growth and development."*





## Our Primary Principles:



Promote deliberate growth and development that results in distinct neighborhoods and commercial centers



Support infill development, adaptive reuse, and redevelopment, especially within aging commercial corridors



Provide a range of housing options and price points to attract and retain a broad mix of residents



Provide a safe and efficient transportation system that considers all users (automobiles, pedestrians, cyclists, and public transit)



Provide utilities that sustainably serve current development and future growth



Attract and retain quality employment through a strong educational base, work force training, and quality of life investments



Define the City through investments in parks, trails, open space preservation, recreation, and public spaces



Promote Jeffersonville as a destination through events, festivals, arts and cultural programming, historic preservation, and entertainment



Work regionally to support projects that enhance our community's quality of life



# Land Use

## Introduction

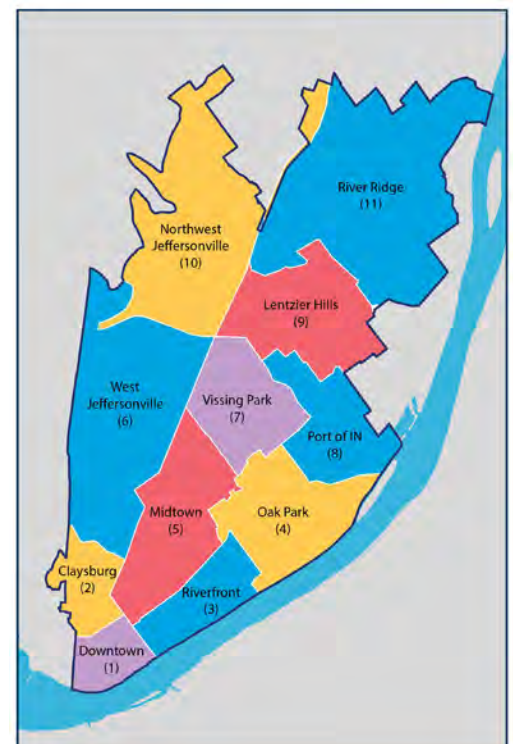
Since the first zoning ordinance was approved for Jeffersonville in 1960, the City has been systematically defining where various land uses, such as commercial, residential, industrial, and civic, make sense within the boundaries of the community. These codes have also dictated how these land uses work together where and when they adjoin one another. Throughout most of the 20th century, the prevailing theory was that all uses should be separated and buffered from one another. Unfortunately, the vast spreading out of land uses has resulted in numerous problems that are often summed up in the notion of urban or suburban sprawl. These include increasing traffic congestion, declining community health, mobility challenges for disadvantaged populations, financial constraints from maintaining excess infrastructure, among other issues. As a result, there is now much more agreement that certain land uses, such as commercial and residential, can work well together and be mutually beneficial.



This chapter discusses some of the existing land use issues and considerations and sets a framework for future land use decisions in Jeffersonville. It helps to set some level of certainty over how the community might develop with regard to land use without being so overly rigid that changes cannot occur where and when they make sense. This chapter outlines goals and actions for the City as a whole and then outlines specific land use goals by Planning District.

## Existing Development and Land Use Patterns

Prior to 1960, there was very little civic decision-making about where various land uses could or could not go. Instead, land use decisions were based entirely on location efficiencies and market needs. Commercial and industrial uses were located next to existing waterways, rail lines and, later, primary roads and highways. Houses and apartments were located in close proximity these places of work so that workers could easily get to and from their jobs. As such, various land uses were all mixed together. This is very much evident in the Downtown, Claysburg, Riverfront, and Midtown Planning Districts. As we get further out, however, land uses begin to be separated from one another sometimes by great distances. Planning Districts 8 and 11 are comprised almost entirely of industrial uses while Planning District 4 is almost entirely residential. More details on the history and makeup of each Planning District can be found in Appendix A.



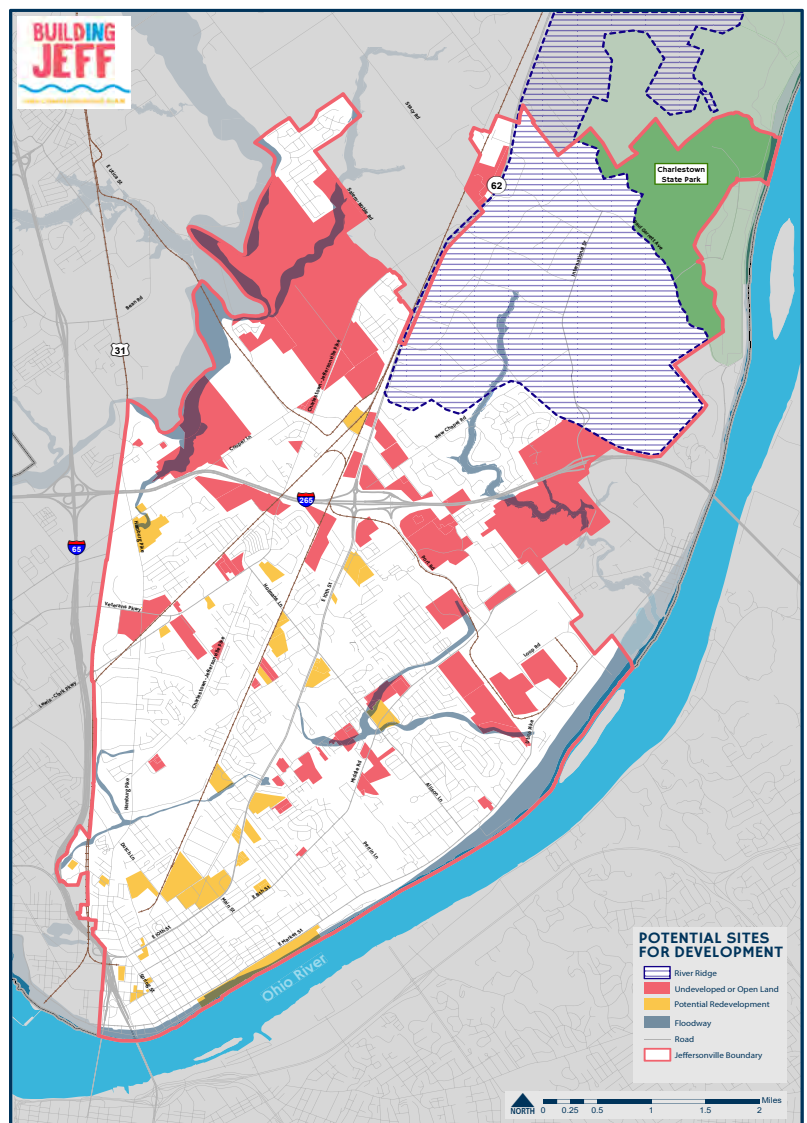


## Development Potential

The vast majority of land Jeffersonville is developed in some form or another. That development ranges in intensity from low intensity uses, such as farmland to fully developed residential subdivisions, commercial centers, and industrial parks. In order to assess growth and development it's important to know where it is likely to happen. The easiest sites to develop are those which are undeveloped or have low intensity uses on them. These sites are often referred to as “greenfield sites.” The map below shows these sites in red. Most of these highly developable parcels exist in Northwest Jeffersonville or are scattered along the I-265 corridor. There is also considerable land yet to be developed in the Port of Indiana and River Ridge, primarily the “mega-site” and “corporate campus” portions of its Commerce Center.

Much of the undeveloped land shown in this map is further complicated by environmental factors such as floodplains, topography, or man-made features as discussed in the land use considerations section that follows. As such, the amount of developable land in Jeffersonville is actually lower than what is shown on this map.

As greenfield sites become increasingly rare, the community starts reaching “full buildout.” This notion is only recently becoming apparent for Jeffersonville and was noted in our public engagement for this plan. As such, the City should begin to think about redevelopment as a significant opportunity for growth. The map on the right shows a number of potential redevelopment sites in orange. While often more difficult to develop, revitalizing these sites could provide significant benefits to existing neighborhoods and expand the City’s tax base without significant investments in new infrastructure.



## Development Potential

## **Land Use Considerations**

Existing natural features such as floodplains, steep hillsides, and sinkholes can impose limitations for urban growth in the community. These conditions must be taken into consideration in planning for growth and development. Often these features are an impediment to development but can be utilized to provide recreational amenities and open space for the community. Preservation of such spaces can significantly enhance quality of life, increase local property values, and help the community attract and retain quality employment opportunities. Man-made features may also pose limitations for development in the community. Highways, railroads, utility corridors, airports, quarries, and formerly polluted sites and brownfields are also significant impediments to development but, if dealt with in a smart manner, can provide significant opportunities for the community as well. These natural and man-made issues are outlined on the following pages

### **Floodplains**

Flooding is a significant threat to land development in certain areas of the City. Areas along the Ohio River and Silver Creek are perhaps the most prone to flooding, but smaller drainage channels such as Lancassange Creek, Lentzier Creek, Lick Run, Mill Creek, and Pleasant Run, also have floodplain areas associated with them. Other areas of the City contain heavy clay soils that do not drain well which leaves these areas wet after significant rain events and therefore are not easily developable. These areas are often forested and can provide a service to the City in absorbing rainwater but also help to cool the local urban heat island. Preservation of these areas can, therefore, be very beneficial to the community.



Where flood-prone areas are already developed, care should be taken to ensure that such development is not expanded. In undeveloped floodplain areas, proactive steps should be taken to preserve them as open space for passive recreation activities such as hiking, biking, birdwatching, and kayaking. Flexible land use codes that allow for lot-size reductions may also be considered in order to balance the loss of developable land due to floodplains. These undeveloped areas could potentially be dedicated as open spaces. Developed as linear trail corridors, floodplains, especially along Silver Creek in northwestern Jeffersonville, could provide significant amenities for the community. Care should also be taken to preserve low-lying or forested wetlands where possible as they provide significant benefits to the community in terms of stormwater and temperature mitigation.

### **Challenging Topography**

Topographic issues such as steep slopes, shallow bedrock, and sinkholes, are a concern for development of a number of parcels in the northern half of the City. Steep slopes are common within the Lentzier Hills Planning District and are a hindrance to development in the areas around I-265. Shallow limestone bedrock underlies much of this area as well which can make building, landscaping, and site improvements a challenge. Sinkholes within this bedrock are a known hazard in the northwest portions of the City especially around Silver Creek. Properties with any or all of these issues should be treated with care to avoid hazardous development. Areas where development may be impossible due to topography might also be considered for passive recreation or open space preservation. Flexibility in subdivision regulation can aid in preserving these spaces.





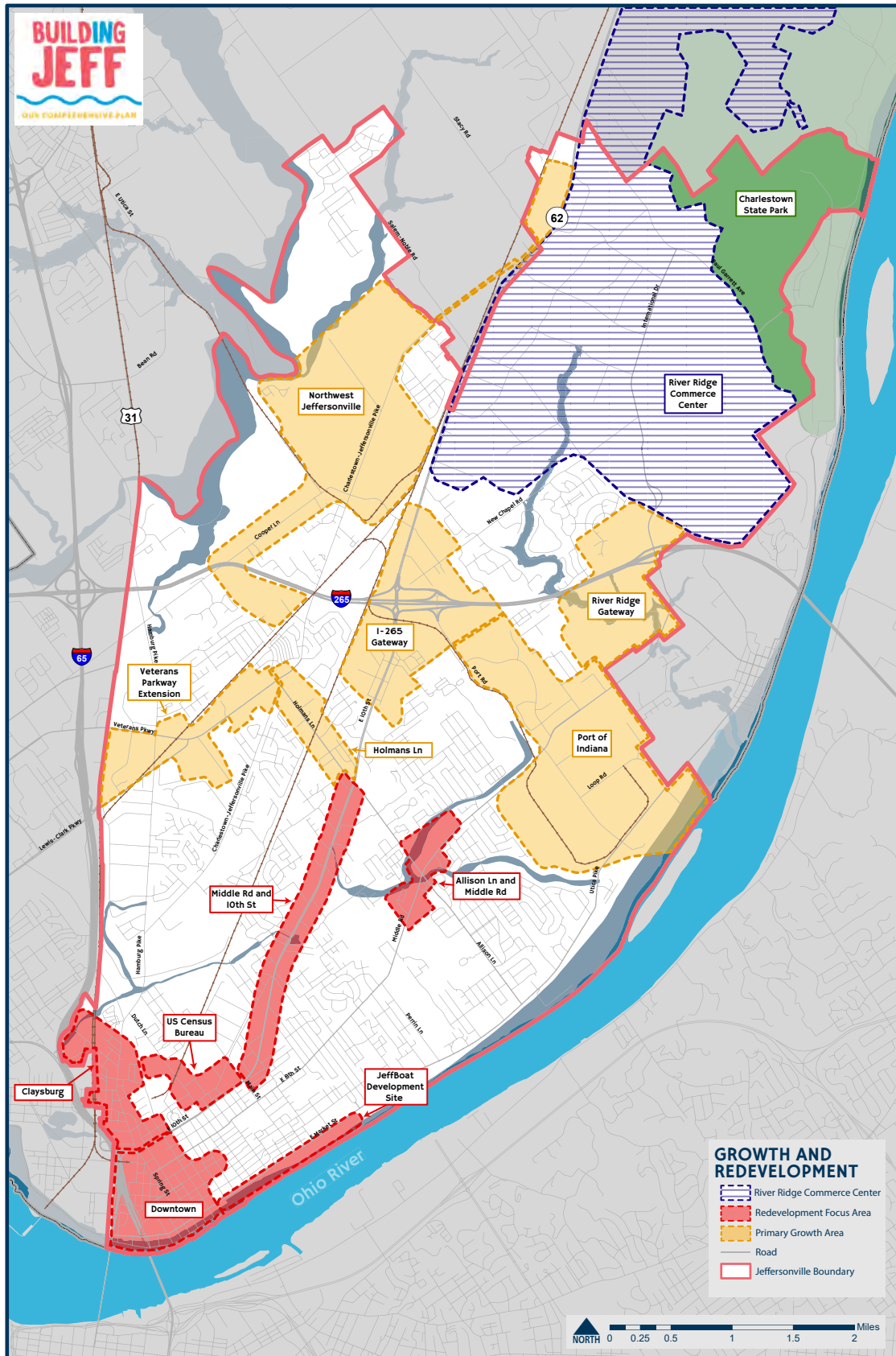
## Man-made Features

The following man-made features should also be taken into consideration as development occurs.

- **Brownfields:** Brownfields are parcels of real estate that are abandoned, inactive, or underdeveloped and for which expansion, redevelopment, or reuse is complicated. There is often the presence of potential presence of a hazardous substance, a contaminant, petroleum, or other product that poses a risk to human health and the environment. Brownfields are typically found in areas of Jeffersonville developed prior to the 1970s, and may include uses such as legacy industrial properties, former gas stations, and dry cleaning establishments. The City's Redevelopment Department has taken steps to identify known brownfields within Jeffersonville. As these sites may be ripe for redevelopment, the City should work to assist property owners in the remediation and cleanup of properties so that these sites can be incorporated back into the community as beneficial land development.
- **Clark County Airport:** There are a number of properties in Jeffersonville that are in the direct flight path of the Clark County Airport. Due to noise issues and the potential for accidents, development of these areas should be highly restricted to uses that will not be significantly affected by air traffic.
- **Interstate Highways and Railroads:** New development along Interstate highways and railroad corridors should incorporate vegetative buffers which help reduce noise and air pollution. Where such buffers already exist, care should be taken to preserve them.
- **Quarry Operations:** There are two working quarries in Jeffersonville. The movement of trucks and heavy equipment, along with the vibration and noise associated with mining should be considered as new development encroaches upon these quarries. Land development regulations that buffer mining operations, as well as the results of these operations, should work to separate incompatible land uses.
- **Utility Corridors:** Large utility corridors are also hindrances to new development. Where utility corridors impede development, the City should work with developers on creative incorporation of those corridors into new developments. Corridors may be reserved for open space trails that connect neighborhoods and link them to roads and open spaces. Flexible land use codes that allow for lot-size reductions may also be considered in order to balance the loss of developable land due to these utilities.



# Growth and Redevelopment Areas





## **Growth and Redevelopment**

One of the key objectives of a comprehensive plan is to map out where major development is likely to occur in the next 10 to 20 years. These might include areas that are currently undeveloped or areas that are in need of redevelopment. They might also be sectors where, due to infrastructure investment, the historic use is changing to another. For example, when a new freeway interchange is created, older residential parcels might be purchased and converted to commercial properties. Once areas of growth are identified, the City may choose to incentivize development in these areas through policies and projects.

The map on the previous page highlights the main areas of growth and redevelopment in the City of Jeffersonville. The following are descriptions of the primary growth areas within Jeffersonville. More information on the Redevelopment Focus Areas can be found in the section on Economic Development.

### **Holmans Lane**

Much of the existing development along Holmans Lane predates Jeffersonville's growth spurt that started in the 1990s. Properties here were developed in the County rather than the City and tend to be on overly large lots compared to those in neighboring subdivisions. Until recently, Holmans Lane was a rural, 2-lane road without shoulders or sidewalks. Now that the City has upgraded the road to meet the needs of this once-rural community, a number of these larger lots may be subdivided or redeveloped into denser residential, commercial, or institutional uses that are more similar in nature to the surrounding development.

### **I-265 Gateway**

The area around the 10th Street and I-265 intersection is an important gateway to Jeffersonville. This area is home to three large, mostly commercial, Planned Developments that have their own zoning regulations. The three developments are in various stages of completion and will likely continue to develop without much help from the City of Jeffersonville. As the commercial market has slowed, some effort may be made to diversify some of these developments, much as the Jefferson Ridge development has by adding residential housing to the mix of commercial uses. These residential uses would not only help provide housing for workers at nearby River Ridge, but also support the nearby commercial uses while generating fewer vehicle trips due to the proximity of services.



### Northwest Jeffersonville

Northwest Jeffersonville contains the largest concentration of potential greenfield development sites within the City. Several of these sites are legacy farms that are still operating as such. As demand for residential development continues, this area will likely see additional development. Due to the lack of primary arteries in this area, however, development is expected to be mostly residential in nature.

### Port of Indiana

There is still quite a bit of room for growth within the Port of Indiana and the adjacent North Port industrial park. With expanded access due to the newly completed heavy haul road, International Drive, that connects directly to I-265 and River Ridge, the potential for more infill development within the Port is greater than ever.

### River Ridge Gateway

The intersection of I-225 and International Drive is the primary gateway to the River Ridge Development. It is also the first exit on the freeway when entering Indiana and should be developed in a manner that creates a strong impression of Jeffersonville. River Ridge has put forth plans to develop an office and research campus to the north of the intersection and has already constructed a signature park and the first of three, three-story office towers in the area. The plans call for a mixed-use commercial center just outside the campus to provide additional services, retail establishments, food and entertainment, and ultimately a place that becomes an experience and adds to the quality of life for River Ridge employees and residents of Jeffersonville. The City should continue to work with River Ridge and adjacent land owners to ensure quality development in the area. The Office of Planning and Zoning should work with River Ridge to create an overlay district that helps set parameters for development in the area to make certain that new buildings are well-designed and well situated. Plans should be made to ensure that this area is well connected to existing neighborhoods nearby to help increase the vitality of the center and provide opportunities for walking and biking to local destinations.



Image from 2014 Gateway Master Plan





### River Ridge Commerce Center

River Ridge has been the biggest driver of growth and development in Jeffersonville over the past decade. There is still much land to be developed with Jeffersonville's portion of River Ridge, especially east of International Drive. The City should continue to work with and support future development River Ridge, especially where new employers are bringing high-wage jobs to the City.



### Veterans Parkway Extension

Over the past two decades, the City has spent significant money building and expanding Veterans Parkway for the purpose of economic development. While much development has already occurred, there is still room to grow. While the corridor has been developed primarily with auto-oriented businesses thusfar, there may be opportunities to enhance and compliment the commercial uses in this corridor with additional residential uses.



### Other Areas in Jeffersonville

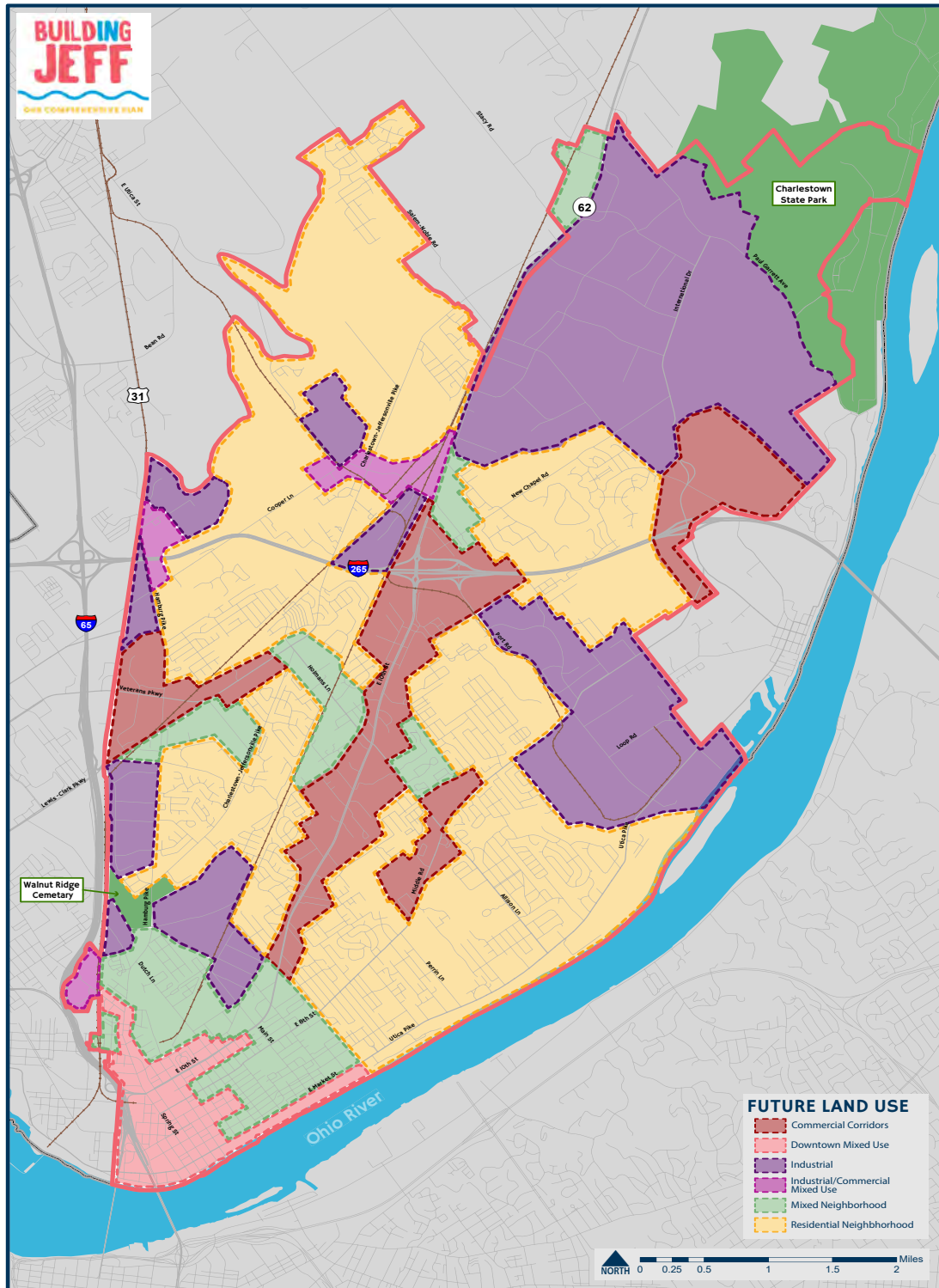
Just because an area of the City is not slated as a growth or redevelopment area does not mean that changes will not occur. While these areas are not expected to have large-scale developmental changes, there may be occasional small infill developments, such as an empty lot being developed or a large lot getting subdivided. Usually, however, there are not big changes in the type of use. For example, if the parcel is within a residential neighborhood, the infill development will most likely also be residential. When contemplating development in these areas, the Future Land Use Map and the Specific Land Use Objectives by Planning District outlined later in this chapter can provide additional guidance on what is appropriate.



## Future Land Use Map

The Future Land Use Map is presented below. This map is to be used in conjunction with the Growth and Redevelopment map, found earlier in this section, to help make determinations about future developments. The map designates six broad land use categories as described in the following pages.

## Future Land Use Map





## Commercial Corridors

These areas, centered along major thoroughfares, are slated to retain their broad mix of commercial and institutional uses, but would benefit by the introduction of multi-family or highly-dense single-family residential such as townhomes or condos. For the sake of maximizing commercial street frontage, residential developments should be located above street facing businesses shops or as a transitional element between the commercial corridor and local neighborhoods. Emphasis should be placed on improving sidewalk connectivity between commercial and residential uses. The development of smaller “town centers” or “pocket neighborhoods” with small public spaces is also encouraged where feasible.

## Downtown Mixed Use

This category covers Downtown Jeffersonville and adjacent areas. This area should retain its broad mix of commercial, residential, and institutional uses. Legacy industrial uses in the area, however, should not be allowed to expand significantly and should be encouraged to transition away from industrial use when they close down or decide to relocate. Emphasis should be made on preserving and enhancing the historic, small-town, character of the area and making it even more pedestrian friendly.

## Industrial

These areas, by and large, are already dedicated to industrial use. Transitions away from industrial uses, should generally be avoided except where immediately adjoining a commercial or residential area.

## Industrial/Commercial Mixed Use

These are transitional areas. They are not quite industrial and not quite commercial. Located in proximity to other industrial areas and along primary road corridors, they are well suited for either use type. New development in these areas should consider how to appropriately mix these two land-uses through similar treatment of commercial and industrial uses and, more importantly, clean-up and improvement of existing industrial properties.



## Mixed Neighborhood

Mixed neighborhoods are primarily residential in nature. They contain a mix of single and multi-family uses but also have other commercial, industrial, and institutional uses scattered throughout. The residential nature of these areas should be preserved, however, some densification of residential uses may occur throughout. Small-scale commercial areas may be preserved, but not significantly expanded upon. Legacy industrial uses in the area should also not be allowed to expand significantly and, when abandoned, should be encouraged to transition away from industrial use.

## Residential Neighborhood

These areas are primarily composed of single-family residences and should be preserved as such. Limited multi-family uses may be allowed if they are small-scale, such as duplexes or triplexes and located along primary road corridors including major and minor arterials and collector streets. Care should be taken to integrate any non-single-family projects into the neighborhoods through architectural scale, design, and adequate buffers. Some areas within this classification, especially in the northwestern parts of the city, contain large tracts of undeveloped land. When developed these areas should favor single-family subdivisions and only incorporate multi-family where immediately adjacent to a minor arterial or major collector street. Commercial, industrial, and large-scale institutional uses should be discouraged.

# General Land Use Goals

## GOAL 1: Context Sensitive Growth

*Ensure context sensitive growth, development, and redevelopment where directed by this plan*

As Jeffersonville looks to its future and continues to grow, it will become increasingly important to consider the impacts of growth on the existing community. A balance will need to be struck between encouraging thoughtful, well-planned developments and minimizing the impacts those developments have on adjacent neighborhoods. Doing this will take a concerted effort to better understand the potential impacts of growth and implement policies to ensure responsible growth.



### **Recommendation 1.1:** Enable and Educate Decision Makers

To ensure growth occurs in a proper and responsible manner, the people who lead our community should be as knowledgeable and informed as possible. To that end, equipping these decision makers with the tools to make informed decisions is essential to creating well-planned community.

- Action: Provide training options for members of the Plan Commission and Board of Zoning Appeals.

### **Recommendation 1.2:** Discourage Inconsistent Development

Development that is inconsistent with its surroundings can create a number of negative impacts. In order to develop a sense of place within an area, developments should be well integrated into its immediate context so as to not change the character of the area. This is particularly important when considering placing different uses near each other.

- Action: Utilize the specific land use objectives set out for each of the Planning Districts to guide development.

### **Recommendation 1.3:** Update the Unified Development Ordinance as Needed

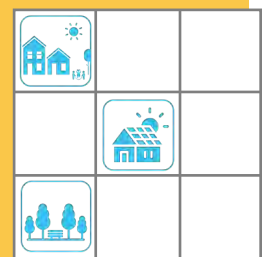
As development patterns continue to change and technology becomes more advanced, it is important for the City's ability to oversee development to stay up-to-date. Failing to do so may leave the City vulnerable to incompatible or unwanted development.

- Action: Review and update the Unified Development ordinance regularly.

## GOAL 2: Environmentally Sensitive Areas

*Minimize development of environmentally sensitive areas and, where possible, work to preserve such areas as open space corridors that could be used for public trails and other recreational amenities*

As a rapidly growing city with dwindling land resources, maintaining open space areas, particularly those that are forested, prone to flooding, function as wetlands, or are steeply sloped, can be an excellent way to provide spaces to recreate. Preserving these areas can also aid in stormwater management and urban heat island reductions.



**Recommendation 2.1:** Develop regulations that help preserve sensitive open spaces and, where possible, develop them into recreational amenities

- Action: Determine appropriate regulatory mechanisms and update the Unified Development Ordinance accordingly.



### GOAL 3: Mixed Uses and Neighborhood Centers

*Promote the mixing of uses and the natural formation of compact, walkable neighborhood centers in areas outside of Downtown, especially in aging commercial corridors*

As greenfield development sites become more rare, the City should look to promote redevelopment of aging commercial sites with denser, mixed-use developments that are more attractive, vibrant, walkable, and efficient than the sprawling developments of the past. These denser redevelopments can act as smaller neighborhood nodes where local residents can come together to shop, dine, recreate, and enjoy programmed entertainment.



#### **Recommendation 3.1:** Remove Barriers to Mixed-Use Development

While beneficial to the City, permitting and constructing mixed use development can be difficult. In order to facilitate this type of development, it is often necessary to remove the barriers that prevent it from occurring.

- Action: Review and amend the UDO to encourage mixed-use developments.

#### **Recommendation 3.2:** Allow and Incentivize Shared Parking

Large parking lots tend to be underused and unattractive and lead to developments that are unnecessarily spread out. Allowing for developments to reduce their parking requirements through shared parking with neighboring developments can help to reduce these issues and lead to more compact and efficient developments.

- Action: Review and amend the UDO to allow and incentivize shared parking.

#### **Recommendation 3.3:** Support Mixed-Use, Neighborhood-Enhancing Redevelopment in Priority Areas such as Jeffboat, the Census Bureau site, and 10th Street

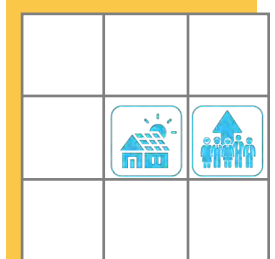
Mixed-use developments lend themselves to creating walkable, vibrant communities. As such, the City should work to ensure that these large-scale priority areas develop in a manner that makes these areas into livable and lively additions to the community.

- Action: Support master planning efforts for target areas.

### GOAL 4: Support River Ridge and the Port of Indiana

*Support River Ridge and the Port of Indiana in continued growth of their industrial and mixed-industrial campuses while removing barriers to investment where appropriate*

River Ridge and the Port of Indiana are two of the largest employment centers in Jeffersonville. The City should continue to support these areas as they grow and develop in order to expand the city's job base and promote economic development.



#### **Recommendation 4.1:** Ensure city regulations do not hinder responsible growth in these economic growth areas.

- Action: Review and, if necessary, amend the UDO to ensure continued growth of River Ridge and the Port.

## Specific Land Use Objectives by Planning District

In order to ensure contextual development, the following goals have been created for each planning district. These goals should be referenced when approving development and redevelopment, rezoning land, or evaluating specific uses for parcels in these districts.

### **Planning District 1: Downtown**

Planning District 1 is comprised of a broad mix of uses in a historic setting. Serving as the City's primary business, commercial, civic, and entertainment district, it gives identity to the entire community. This area is pedestrian-friendly with sidewalks and street fronting buildings and affords easy access to other modes of transportation including bicycles and public transit. The following goals are established for the Downtown Planning District:

- Provide for a mix of high-density, high-intensity commercial, residential, and civic uses
- Highly limit auto-centric uses such as auto sales, repair shops, and drive-thru businesses
- Support historic preservation and adaptive reuse of existing historic structures
- Encourage infill development and redevelopment that enhances the historic character of the neighborhood and fosters a lively pedestrian environment, especially in NoCo and the Court Avenue corridor
- Minimize parking lots, blank walls, fences, and other features that do not contribute to a pedestrian-friendly atmosphere
- Incentivize development to enhance and build upon the NoCo arts district's aesthetic by including public art and architectural design features that are reflective of the District



### **Planning District 2: Greater Claysburg**

Greater Claysburg contains a broad mix of uses and building forms. At its heart is the historically African-American neighborhood of Claysburg and the Clark Memorial Hospital. The District serves as a gateway to Downtown, and as such, new development in this area should be seen as an extension thereof. The Greater Claysburg area has some potential for urban infill and redevelopment, especially along the major corridors of Spring Street, 10th Street, and Eastern Boulevard. The following goals are established for the Greater Claysburg Planning District:

- Encourage infill development including housing, neighborhood-serving commercial, and medical facilities, that enhance the local neighborhoods
- Orient new developments toward the street with minimal setbacks and parking located to the side and rear of the building
- Promote pedestrian-friendly building design along Spring Street and Eastern Boulevard
- Incentivize clean-up, beautification, and appropriate screening of industrial and automotive uses within the neighborhood
- Work with the Housing Authority to improve public housing and promote a mix of incomes within any redevelopment
- Consider ways to reduce the impact of large parking lots within this District through redevelopment, parking reductions, and beautification that enhances the district





### **Planning District 3: Riverfront**

The Riverfront Planning District consists primarily of single-family residential developments built on tree-lined streets between 1900 and 1960. The neighborhoods that constitute this district retain some semblance of a street grid, although it was not as rigidly planned as the Downtown. With the exception of the Jeffboat site and some minor areas along 8th Street, the neighborhood should be seen as stable. Major changes to uses and intensity of uses should be discouraged in the stable areas. The following goals are established for the Riverfront Planning District:

- Support small-scale residential infill development throughout the District
- Promote neighborhood-friendly development and densification along 8th Street and Market Street corridors and ensure that new development is pedestrian-friendly with minimal setbacks and parking located to the side and rear of buildings
- Support historic preservation and adaptive reuse of existing historic structures
- Ensure that any new developments or building additions within existing residential neighborhoods are appropriate in elements such as scale, form, and setbacks
- Preserve and maintain the unique development pattern along Utica Pike
- Support goals and objectives of the Jeffboat redevelopment



### **Planning District 4: Oak Park**

The Oak Park Planning District contains the original Oak Park Neighborhood, but also extends North and West, adding a few adjacent subdivisions and developments near 8th Street, which are more connected with Oak Park than other parts of the City. The District is defined by a mid-century housing stock and a loose street grid. With the exception of potential redevelopment of the commercial center around Allison Lane and Middle Road, the neighborhood should be considered stable, with few changes of use or intensity of use. The following goals are established for the Oak Park Planning District:

- Support small-scale residential infill where sensible
- Promote development and redevelopment near the Allison Lane and Middle Road intersection that helps create a neighborhood center. Redevelopment should consist of a mix of smaller-scale, neighborhood-serving commercial and medium-density residential that is oriented toward the street and encourages pedestrianism. Parking should be oriented to the rear or sides of buildings
- Ensure that any new developments or building additions within existing residential neighborhoods are appropriate in elements including scale, form, and setbacks
- Preserve and maintain the unique development pattern along Utica Pike



## **Planning District 5: Midtown**

Planning District 5 consists of a mix of commercial developments, institutional uses, and residential neighborhoods situated around 10th Street in the central portion of Jeffersonville. Development within this District spans decades - from the 1920s on the west end to the 1980s on the east end of the district. Much of the development in the district is automobile-oriented with large strip centers, gas stations, auto repair shops, and drive-thru fast-food restaurants. As newer commercial centers have formed further out, this area has fallen into decline and needs a good deal of adaptation in order to be productive again. Densification, mixing residential and commercial uses, multi-modal transportation enhancements, and the creation of smaller town centers could reinvigorate this area. The following goals are established for the Midtown Planning District:

- Promote redevelopment, adaptive reuse, and infill development along 10th Street
- Support the creation of higher-density, pedestrian-oriented developments along the corridor including pocket neighborhoods and town centers. Larger developments should consider opportunities for the creation of public spaces such as plazas, squares, or mini-parks
- Promote mixed-residential development along the Jeffboat rail spur that may take advantage of the potential for access to Downtown and the River afforded by the spur
- Ensure intentional transitions between higher intensity uses along 10th Street and adjacent single-family neighborhoods. Transitions may be made through changes in building scale, increased setbacks for taller buildings, and landscaping enhancements.
- Provide a broad mix of housing types and price-points to ensure a diversity of residents
- Require new developments to install sidewalks where existing sidewalk connections to local neighborhoods are missing





## Planning District 6: West Jeffersonville

The West Jeffersonville Planning District is primarily organized along Hamburg Pike, Charlestown Pike, and Veterans Parkway. This area has been developed almost entirely after 1970 and continues to be developed today. There is a mix of uses in the District, but unlike Districts 1 and 2, these uses are highly compartmentalized into industrial parks, commercial centers, and residential neighborhoods. The District should be seen as mostly stable except for the areas around Veterans Parkway that are continuing to develop. The following goals are established for Planning Area 6:

- Support mixed-residential and commercial development at Jeffersonville Town Center and adjacent parcels around the Hamburg Pike and Veterans Parkway intersection
- Promote neighborhood-friendly development and densification along Veterans Parkway, Hamburg Pike and Woehrle Road corridors
- Support infill development and redevelopment elsewhere where sensible. Uses and development standards should align with adjacent, similarly-zoned parcels to the greatest extent possible
- Support industrial development where established along Hamburg Pike. Consider changes to zoning north of I-265 that allow for further industrial development
- Ensure that any new developments or building additions within existing residential neighborhoods are appropriate in elements such as scale, form, and setbacks;
- Reserve open space within new developments for recreational uses which serve local residents. Open spaces should be well connected to the street network to ensure public use



## Planning District 7: Vissing Park

Planning District 7 contains the most recently developed sections of the 10th Street Corridor, along with Vissing Park and the surrounding neighborhoods. There is still room for construction in the 10th Street Corridor and possibly some redevelopment that could occur along Allison Lane. Outside these corridors, however, the neighborhoods should remain quite stable. The following goals are established for the Vissing Park Planning District:

- Promote commercial and higher-density residential development along 10th Street and Allison Lane corridors
- Encourage mixed-use, walkable adaptations of Jefferson Ridge and Jeffersonville Commons as buildout continues
- Create intentional transitions between higher intensity uses along 10th Street and Allison Lane and adjacent single-family neighborhoods. Transitions may be made through changes in elements such as building scale, increased setbacks for taller buildings, and landscaping enhancements;
- Ensure that any new developments or building additions within or next to existing residential neighborhoods are appropriate in elements such as scale, form, and setbacks



## Planning District 8: Port of Indiana

This Planning District is one of Jeffersonville's primary industrial areas, much of which is owned by the Port of Indiana. Aside from the buildout of vacant parcels, the district should be seen as stable. The following goals are established for the Port of Indiana Planning District:

- Support the buildout of the Port of Indiana and the adjacent Northport industrial business park while maintaining an adequate buffer between industrial development and adjacent single-family neighborhoods
- The land on the far north end of the district could potentially be converted to some form of mixed-residential development as industrial development may not make sense due to poor accessibility to Port Road



## Planning District 9: Lentzier Hills

This District is comprised of residential developments set among the rolling hills above Lentzier Creek as well as a growing commercial center near the I-265 and 10th Street and Highway 62 interchanges. Existing subdivisions in this area should be seen as stable while parcels along Highway 62, Utica-Sellersburg Road, and I-265 may see further development and densification of uses. The following goals are established for the Lentzier Hills Planning District:

- Focus new development around the I-265 and Highway 62 interchange as well as the intersection of I-265 and International Drive (Exit 11) interchange. New development should be a mix of commercial and residential in order to promote a broad mix of retail and service uses, medical offices, and restaurants. Commercial development should be tailored to a growing population of residents in this area and Planning Area 10 to the North
- Create intentional transitions between higher intensity uses along primary road corridors and adjacent single-family neighborhoods. Transitions may be made through changes in elements such as building scale, increased setbacks for taller buildings, and landscaping enhancements
- Ensure that any new homes or building additions within existing residential neighborhoods are appropriate in elements such as scale, form, and setbacks
- Preserve and protect existing stream corridors from development. Utilize green corridors along these creeks for recreational use where possible





## Planning District 10: Northwest Jeffersonville

This area of Jeffersonville contains the largest quantity of potentially developable land in the City, much of which is currently being used as farmland. Development in this corner of the City is primarily residential with a mix of newer subdivisions, including a few currently under construction, and larger, formerly rural properties. The following goals are established for the Northwest Jeffersonville Planning District:

- Promote new residential growth and development in this District. With few exceptions, where non-residential uses already exist such as those on Keystone Boulevard, growth and development should be of a residential nature. Single-family development is preferable to larger-scale apartment communities due to a lack of high-capacity road infrastructure
- Encourage diversity in housing prices
- Allow higher intensity development and densification only where immediately adjacent to Utica-Sellersburg Road, Charlestown Pike, and Highway 62. This development should be balanced with lower-density development further away from the main roads
- Require new subdivisions to provide stub streets to adjacent undeveloped parcels for street grid connectivity. Encourage creation of more “through streets” to better disperse traffic
- Reserve open space within new developments for recreational uses which serve local residents. Open spaces should be well connected to the street network to ensure public use
- Utilize utility corridors and drainages to connect existing and future neighborhoods with recreational trails
- Protect floodplain areas along Silver Creek and Pleasant Run from development. Utilize green corridors along these creeks for recreational use
- Maintain appropriate buffers around the active quarry in this district



## Planning District 11: River Ridge

With few exceptions, this quadrant of the City is controlled by the River Ridge Development Authority. Planning Staff should continue to work with River Ridge to ensure build-out of the industrial park, in a sustainable manner that benefits the City through employment opportunities. The City should also work together with River Ridge and adjacent property owners near the I-265 and International Drive interchange to create an appropriate mixed-use gateway between the freeway and River Ridge.



# Transportation and Mobility

## Introduction

A well-planned and well-maintained transportation network contributes to the overall health and vitality of a community. Jeffersonville's transportation system serves existing residents, businesses, commuters, and visitors, but it is also vital for future development. The transportation network includes streets and highways, but also sidewalks, bike routes, and public transportation. This section focuses on the condition of the existing transportation network in order to establish a baseline in order to envision, plan, and construct future improvements and expansion of the network.



## Functional Classification:

Roads can serve many purposes, ranging from providing access to individual properties to efficiently moving cars across the country. Looking at the functional classification of a road is a way to analyze and determine the role each road should have in the larger network to make sure there is a balance of moving cars quickly and efficiently while providing access to individual homes, business, and destinations. Roads are grouped into broad functional classifications – interstates, arterials, collectors, and local streets – and each classification provides a different level of access and efficiency.

**Interstates** are the highest classification of roads and are designed to provide faster travel for longer, uninterrupted travel. They have the highest traveling speeds, largest capacity for traffic volumes, limited access points, and physical separation of traffic traveling in different directions. There are two interstates within Jeffersonville – I-65 and I-265. On the west side of the city, I-65 serves as the main north-south thoroughfare from Indiana to Louisville. Bisecting Jeffersonville, the I-265 provides a connection from I-64 in New Albany to Jeffersonville, Utica, and Louisville. These interstates play a vital role in connecting the larger region as well as moving people and goods nationally.

**Arterials** provide connections between communities or regions while balancing access to individual properties with traffic flow. These roads typically have wider lanes, higher speeds, and fewer or shared access points. Arterials can be further classified into principal arterials and minor arterials with principal arterials providing less access but higher travel speeds than minor arterials. Access from an arterial to adjacent properties is important, but it should not significantly interrupt traffic flow. Driveways for houses and businesses should be carefully and thoughtfully located in order to maintain the desired level of speeds, congestion, and safety. 10th Street is the only principal arterial in Jeffersonville and Hamburg Pike, 8th Street and Middle Road, Utica Pike, Allison Lane, Holmans Lane, and Dutch Lane are some of the minor arterials in the city.





**Urban Collectors** provide more access to individual homes, businesses, and destinations than higher classified roads, but also serve to move higher volumes of people and goods across a city or area. Generally, collector streets provide access to regional destinations, such as schools, small shopping centers, churches, parks, and hospitals, and they also connect arterials with local streets. Access from adjoining properties should be balanced with maintaining traffic flow and collectors should be given priority when intersecting local streets. There are several urban collectors within Jeffersonville, such as Charlestown-Jeffersonville Pike, Port Road, and Main Street.

**Local Streets** provide the most access to individual properties and typically have less traffic, more driveways, potential on-street parking, and lower speed limits. Access to adjacent properties is more important than maintaining traffic flow. Local residential streets should be designed to funnel traffic to higher classified roads and limit speeding.

#### Traffic Counts:

The number of cars and trucks that travel along a road each day or during peak travel times is important to analyze in order to identify traffic patterns, determine the number of travel or turning lanes needed, optimize the timing of traffic signals, and measure growth of an area. Traffic counts are collected by INDOT along segments of larger roads as well as at key intersections.

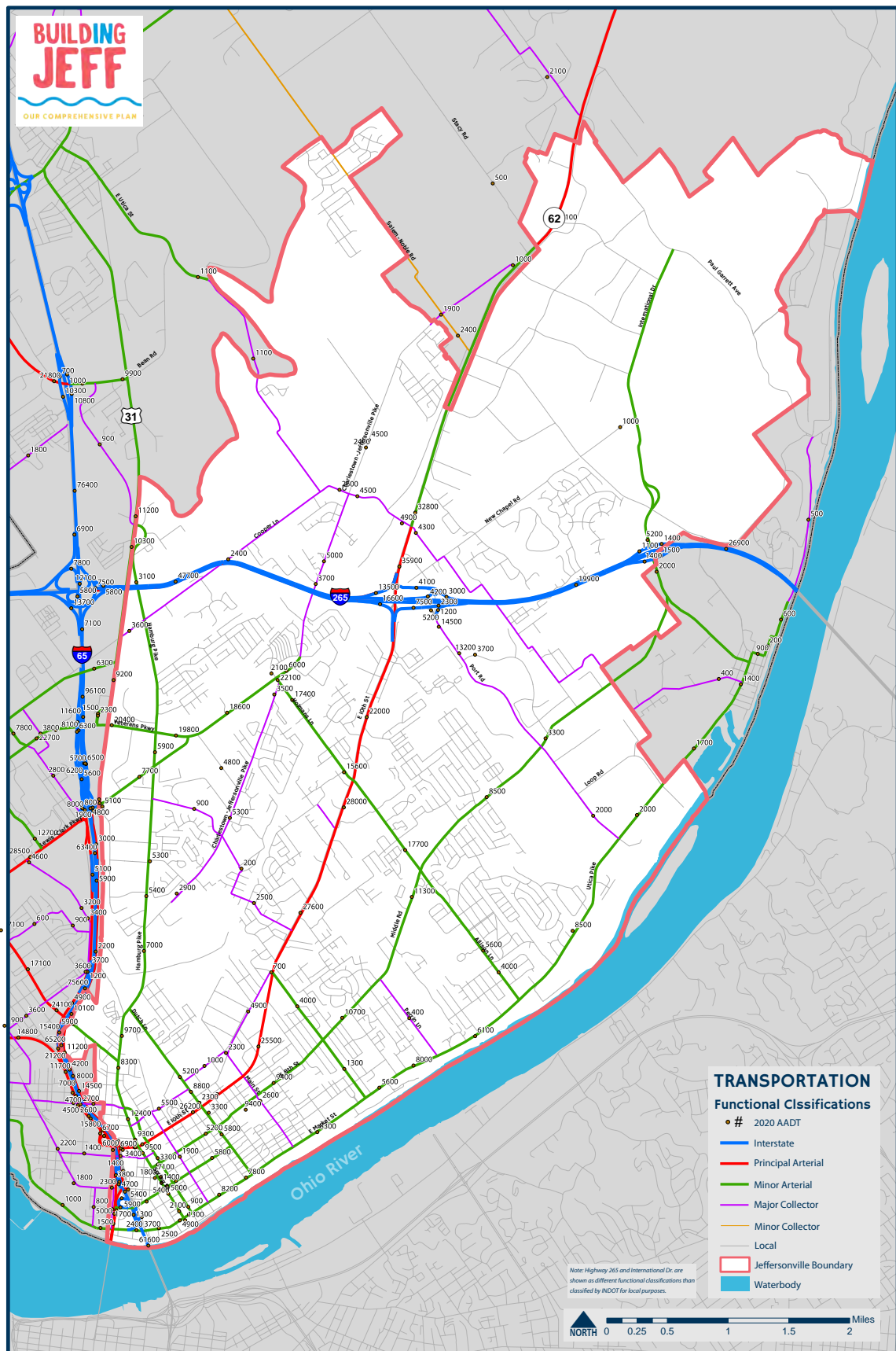
The highest volumes of traffic within Jeffersonville are on I-65 and I-265 followed by 10th Street. Thousands of vehicles are entering or leaving Jeffersonville by crossing the Ohio River each day with more than 60,000 vehicles on I-65, more than 20,000 vehicles on I-265, and almost 40,000 vehicles on US 31, also known as the 2nd Street Bridge. This poses a significant opportunity for economic development and job attraction for the city.

The recent growth that is occurring throughout northern Jeffersonville is also reflected in traffic counts on I-265 between the Ohio River and I-65 with significant increases in traffic volumes. The segments of I-265 between I-65 and 10th Street as well as 10th Street and International Drive had annual growth of vehicles between 2021 and 2022 of 25% and 29% respectively. There were also significant increases in the annual growth of the number of vehicles between 2017 and 2018 (70% and 46% respectively), which is likely due to the opening of the Lewis and Clark Bridge, also known as the East End Bridge. The volume of traffic on 10th Street has remained more consistent with steady growth in traffic volumes. A map of these traffic counts can be found on the next page.

Road Segment	2018 AADT (Two-Way)	2019 AADT (Two-Way)	2020 AADT (Two-Way)	2021 AADT (Two-Way)	2022 AADT (Two-Way)
<b>I-265</b>					
<b>Between I-65 and 10<sup>th</sup> Street</b>	46,784	46,831	47,876	54,291	68,003
<b>Between 10<sup>th</sup> Street &amp; International Drive</b>	19,537	19,557	22,015	24,965	32,108
<b>10th Street</b>					
<b>Between Kerry Ann Way and Utica-Sellersburg Road</b>	32,804	33,001	29,140	31,005	N/A
<b>Between Utica-Sellersburg Road and I-265</b>	35,928	36,144	31,915	33,958	N/A
<b>Between I-265 and Holmans Lane</b>	23,197	23,336	23,725	25,243	N/A

Source: Average Annual Daily Traffic (AADT) from INDOT Traffic County Database System (TCDS)

# INDOT Functional Road Classifications





## Existing Bicycle and Pedestrian Facilities

In many aspects, the bicycle and pedestrian network of the city is equally important to the road network. This can include sidewalks and trails as well as ways for people to safely bike. A connected community can promote a healthy population, additional forms of recreation, and reduced vehicular congestion and pollutants. In general, many areas within Jeffersonville have sidewalks that are in fair condition, however, some areas have sidewalks that need repair and additional sidewalks and pedestrian facilities are needed. Improvements to existing sidewalks include general repair as well as ensuring they are accessible by people in wheelchairs or with disabilities.

The Ohio River Greenway and the Big Four Bridge connect Downtown Jeffersonville to Clarksville, New Albany, and Louisville. The current greenway ends at the Jeffersonville Riverstage and marina at Fisherman's Wharf Way on the East and Riverpointe Plaza on the West. There is potential to extend the trail east through the Jeffboat redevelopment site to Port Fulton Park and Howard Steamboat Museum as well extend the greenway north along the rail spur that previously served Jeffboat. The greenway should also extend west along Riverside Drive to connect to the Clarksville segment of the greenway.

Significant redevelopment has occurred in downtown since the completion of the Big Four Bridge and Big Four Station. The Big Four serves both as a tourism attraction as well as a destination for residents. Currently, bicycle rentals are available through LouVelo at three locations in Downtown Jeffersonville- Big Four Station, Spring Street and Riverside Drive, and Riverpointe Plaza. This rental system is connected with rental stations in Louisville and allows for one-time use by visitors or memberships for frequent users or commuters.

The East End Bridge has a dedicated bicycle and pedestrian path with a trailhead located at International Drive. This path will eventually provide a second connection to the 100-mile Louisville Loop on River Road in Louisville. There are also many trails located within current parks including Chapel Lake Park, Perrin Family Park, and Vissing Park. Bicycle routes also exist on various roads within Jeffersonville as either "sharrows," which are road markings indicating for cars to share the road with bikes, or bike lanes.



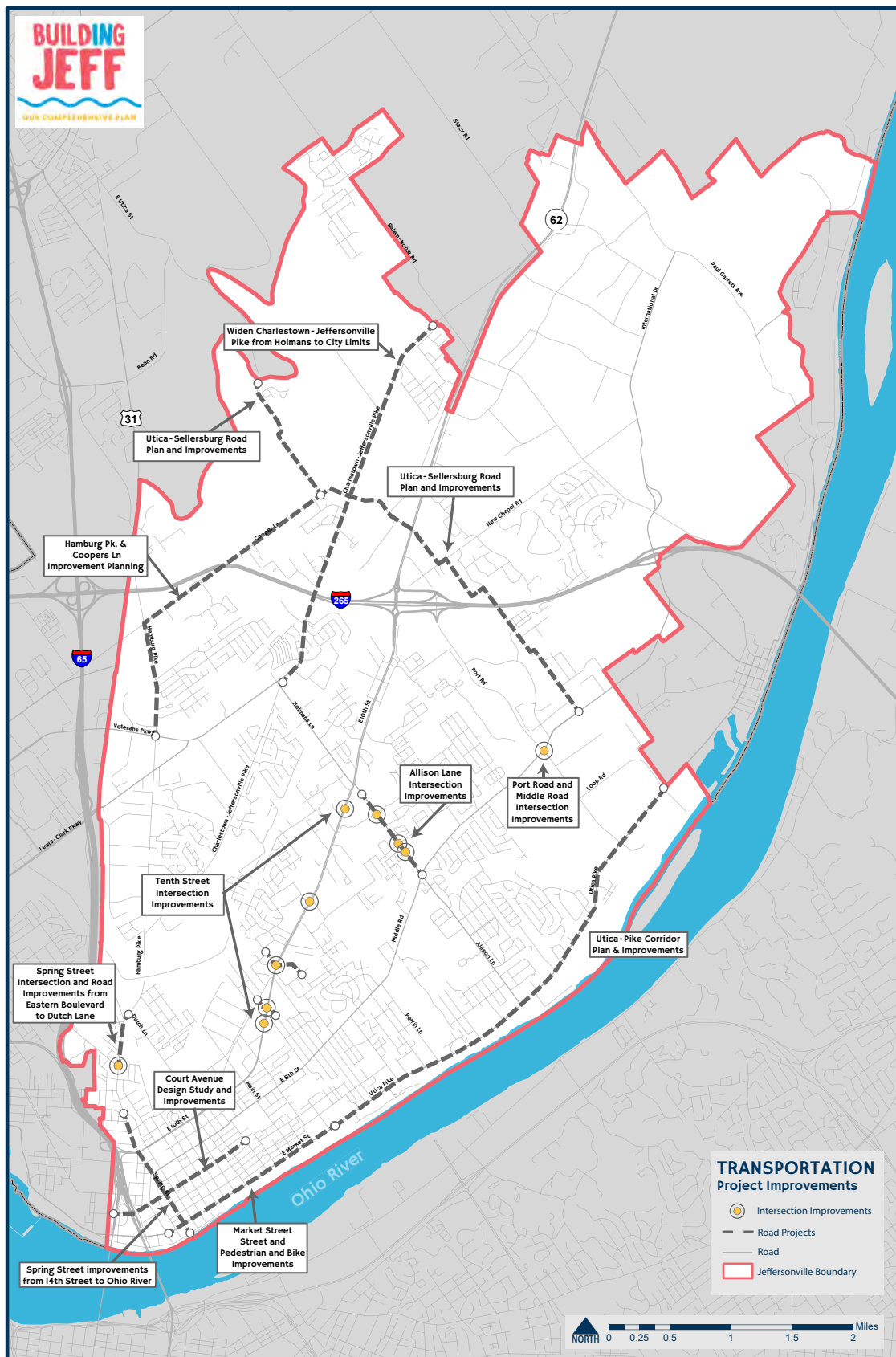
## Identified Transportation Needs:

The transportation goals, recommendations, and maps of improvement areas that follow were garnered from a number of sources including:

- Review of the Comprehensive Plan from 2015
- Review of other internal and external transportation planning documents
- Interviews with City Engineering Staff
- Comments garnered from public engagement for this plan

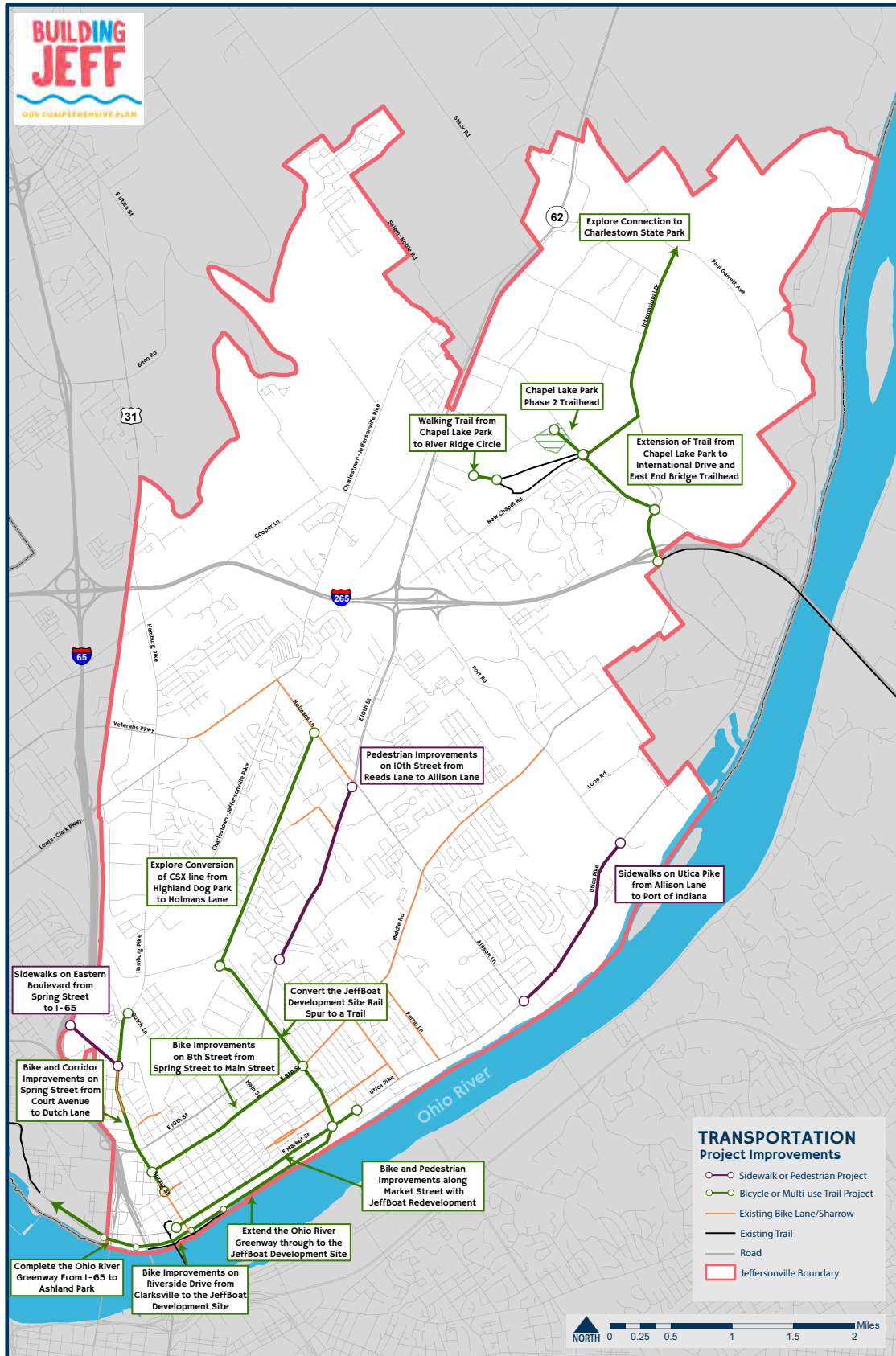
These needs were collected and then categorized into four unique clusters that emerged from the assessment. Some thoughts on the prioritization of these needs are noted in the implementation matrix at the end of this document.

# Street Improvements





# Bike and Pedestrian Improvements

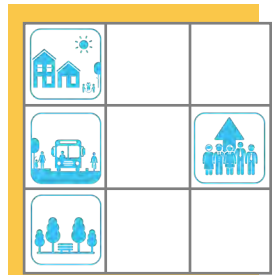


# Transportation and Mobility Goals

## GOAL 1: Downtown Streets

*Ensure Downtown streets are designed for people, transit, and mixed-use development*

Downtown Jeffersonville is the heart of the community and home to the most diversity of land uses in the City. Because of this mix of land uses and the close proximity to Louisville, Downtown should also have the most diverse transportation options as well. Visitors, business owners, and residents should be able to safely and easily get around. While allowing for car access is important in this area, it cannot supersede ways for people to get around by walking, biking, or riding the bus. Walkability should be a priority as well as allowing for multi-modal options.



### **Recommendation 1.1:** Reconstruct Spring Street from Riverside Drive to 14th Street

Spring Street is one of the most iconic public streets in Downtown Jeffersonville. Improvements are needed to improve aesthetics of the street, better incorporate pedestrians and bicyclists, and facilitate redevelopment.

- Action: Update the 2016 Spring Street Master Plan as necessary for changing conditions along the corridor and fully implement the streetscape improvements.

### **Recommendation 1.2:** Improve Court Avenue

A master plan should be completed for Court Avenue from US 31 to Graham Street to identify improvements that will better accommodate all modes of transportation and improve the business climate along this primary street.

- Action: Develop a streetscape plan and implement transportation improvements.

### **Recommendation 1.3:** Make Multi-Modal Improvements to Market Street in tandem with redevelopment of Jeffboat

While the existing street and sidewalks are currently adequate, the City needs to rethink this corridor for all modes of transit, especially bicycles, with the redevelopment of the Jeffboat site so that seamless and attractive connections can be made between the new development, Downtown, and the Big Four Bridge.

- Action: Identify and implement needed bike and pedestrian improvements on Market Street between Downtown and the Jeffboat rail spur.

### **Recommendation 1.4:** Make Bicycle improvements to 8th Street

There are currently bicycle improvements on 8th Street from Port Road to the Jeffboat rail spur. Improvements between the spur and the NoCo district would significantly improve bicycle connectivity in the area.

- Action: Design and implement needed bike improvements on 8th Street between Spring Street and the Jeffboat rail spur.

### **Recommendation 1.5:** Improve Penn Street and Main Street Sidewalks

As the redevelopment of Jeffboat and the Census site gets underway, pedestrian and bicycle connectivity between the two areas will become more important. Pedestrian and bicycle improvements as well as traffic calming solutions, such as bulb outs at major intersections, should be implemented between Market Street and 12th Street. This will provide a safe connection for pedestrians between these future development sites.

- Action: Identify and implement needed sidewalk and bicycle improvements on Penn Street and Dutch Lane as well as Main Street between Market Street and 12th Street.



### **Recommendation 1.6:** Improve and Extend the Ohio River Greenway

The Ohio River Greenway not only connects New Albany, Clarksville, and Jeffersonville, but it also provides a regional connection to the 100-mile Louisville Loop. Three critical segments in Jeffersonville are currently missing. These segments of the greenway should be completed in order to provide a safe and enjoyable route while also creating a connected regional system. The missing segments include:



1. Trail connection from the Jeffersonville/Clarksville corporate boundary to I-65: Bicycles and pedestrians currently must use the street or smaller sidewalks in this area.
  2. Bike improvements on Riverside Drive from Clarksville to Jeffboat: While this segment has an existing trail, on-road facilities are still needed. This could include sharrows or bicycle lanes.
  3. Trail connection through the Jeffboat site: As this site redevelops, a trail and on-road facilities should be extended through the site to provide connectivity to downtown Jeffersonville as well as the larger, regional network.
- Action: Complete the design and construction of the off road segment between the City limits and I-65.
  - Action: Identify and implement the most appropriate on-road bicycle facilities between the City limits and Jeffboat.
  - Action: Work with the developer of Jeffboat to extend the greenway through the site and create on-road facilities along Market Street.

## **GOAL 2: Established Corridors**

*Plan for improvements to support redevelopment along key commercial corridors and other roads with established development.*

Roads are often built to accommodate site-specific uses and current travel preferences. As many of Jeffersonville's major roads were constructed decades ago, they were serving large, big-box retail developments with massive parking lots adjacent to the road. People mainly traveled by car and, therefore, these roads were designed to move cars from point to point without much thought for pedestrians or cyclists. As these areas change and the community's preferences for how they move around the City change, the City must also re-imagine the purpose of these major corridors to better accommodate people and bikes while also making it safer for everyone.



### **Recommendation 2.1:** Implement a Plan for 10th Street Pedestrian and Bicycle Improvements

10th Street is the central spine for transportation in Jeffersonville. Improvements have been completed over the years to improve travel for vehicles, but few improvements have been completed to make it more comfortable and accessible for pedestrians and bicycles.

- Action: Make sidewalk improvements on 10th Street from Reeds Lane to Allison Lane.
- Action: Assess demand for bicycle facilities on 10th Street and identify the ideal type of facility to implement to makes cycling safer and more efficient on this corridor.

### **Recommendation 2.2:** Improve 10th Street Intersections

In order to facilitate redevelopment, improve traffic and pedestrian safety, streamline traffic flows, and facilitate connectivity across the numerous traffic lanes, a number of intersections in the middle section of 10th Street should be improved. Many of these projects are dependent upon redevelopment of adjacent parcels or other projects. These include:

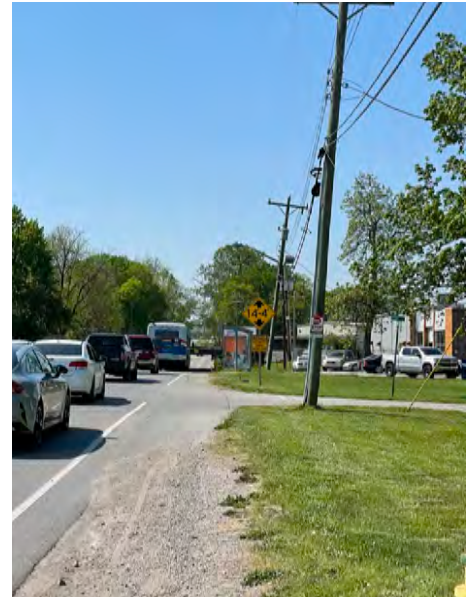
1. Bicycle and pedestrian crossing at Jeffboat rail spur with the construction of a trail
  2. Connection of Sharron Drive to Spruce Drive with redevelopment of the former auto auction site
  3. Connection of Reeds Lane and Kehoe Lane with redevelopment of Jeff Plaza
  4. Alignment of Renfroe Way and Oakridge Drive
  5. Intersection safety improvements with redevelopment of the former Kroger site
- Action: Implement improvements as projects occur.



### **Recommendation 2.3:** Improve Spring Street from Eastern Boulevard to Dutch Lane

Similar to Downtown, road, pedestrian, and bike improvements are needed on Spring Street from Eastern Boulevard to Dutch Lane. This would improve safety, traffic flow, and accommodate all modes of travel.

- Action: Identify needed improvements for vehicles, pedestrians, and cyclists along Spring Street from Eastern Boulevard to Dutch Lane and construct recommended improvements.



### **Recommendation 2.4:** Construct Sidewalks on Eastern Boulevard

While Eastern Boulevard has no issues facilitating vehicular traffic, it is difficult for people to walk along this area and pass under the railroad. Recent improvements have been made along the south side of Eastern Boulevard from Spring Street to the railroad underpass, but further investments are needed to connect pedestrians to I-65 and the Town of Clarksville. Additional sidewalk and road improvements could also spur needed redevelopment in this area.

- Action: Design and construct sidewalks along Eastern Boulevard from Spring Street to I-65 and determine other aesthetic enhancements that could facilitate redevelopment.

### **Recommendation 2.5:** Improve Allison Lane

Road and intersection improvements are needed to improve safety, access, and traffic flow on Allison Lane between Middle Road and 10th Street.

- Action: Identify improvements that are needed and complete design and construction of necessary projects.





### **Recommendation 2.6:** Plan for and Improve the Utica Pike Corridor

Utica Pike not only serves as a key route for people traveling between I-65 and the residential areas along the River, but it is also a scenic corridor that provides enjoyable views of the Ohio River. A plan should be created for how this road can safely accommodate all forms of transportation (cars, bikes, and people) and the connections that are needed within the larger transportation network. The improvements identified within this plan can be phased as funding is available and development occurs.

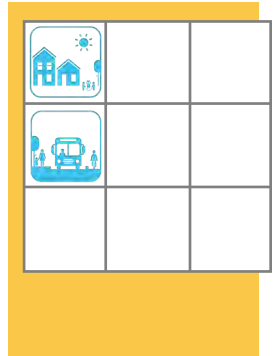
- Action: Install sidewalk from Allison Lane to 6-mile Lane.
- Action: Create a plan for Utica Pike and Market Street that identifies and priorities sidewalk, bicycle, and road improvements between Downtown and the City limits.



## **GOAL 3: New Growth Corridors**

*Plan an efficient street network to support new development along high-growth corridors*

It is easier to plan and construct roads in areas that are not currently developed compared to retrofitting roads in highly developed areas. The complete transportation network, both within Jeffersonville as well as the region, should be considered as new growth areas are built out. New connections in these areas can encourage growth and also proactively address future issues.



### **Recommendation 3.1:** Widen Charlestown-Jeffersonville Pike

The City is currently completing the design of a road project on Charlestown-Jeffersonville Pike from Holmans Lane to the City limits. This project includes road widening to accommodate additional lanes as well as bike and pedestrian facilities.

- Action: Complete construction of road improvements on Charlestown Pike from Holmans Lane to the City limits.

### **Recommendation 3.2:** Plan for and Improve Utica-Sellersburg Road

Utica-Sellersburg Road is the primary North-South connector in the northern portions of Jeffersonville. For most of its length, however, it is a narrow roadway with few improvements and a number of tight corners. Plans have been made for improvements between Charlestown Pike and Highway 62, but plans should also be made for the remainder of the corridor.

- Action: Create and implement a plan for Utica-Sellersburg Road that identifies and prioritizes sidewalk, bike, and road improvements.

### **Recommendation 3.3:** Plan for and Improve Coopers Lane and a portion of Hamburg Pike

Coopers Lane and Hamburg Pike provide important connections between northern areas of Jeffersonville and the Interstate and commercial areas near Veterans Parkway. These roads should be evaluated and improvements should be made to accommodate anticipated traffic volumes based on new development as well local pedestrian access.

- Action: Identify improvements on Coopers Lane and Hamburg Pike, which include improvements for future traffic volumes and pedestrian access.

### **Recommendation 3.4:** Improve the Port Road and Middle Road Intersection

This intersection, which is currently a four-way stop, is a cause of significant complaints from local residents given the traffic back-ups resulting from heavy truck traffic from the Port of Indiana. Improvements to the intersection could facilitate better traffic flow for Port traffic as well as local traffic. As Port Road is maintained by the State of Indiana, any improvements here will need to be coordinated with the State.

- Action: Coordinate with the State of Indiana on traffic enhancements to the Port Road and Middle Road intersection.

## **GOAL 4: Multi-modal options**

*Create opportunities for people to travel throughout Jeffersonville by car, bike, foot, or bus*

Its highly likely that the majority of people will continue to navigate the streets of Jeffersonville by personal vehicle well into the future. Regardless, it is important to provide safe ways for people to also walk, bike, or take the bus as there are many in our community who cannot drive or choose not to. There are also many people for whom walking or biking is a recreational pursuit. Providing multiple ways to get around the City can help to support people of all socio-economic statuses and also increase the quality of life for everyone.



### **Recommendation 4.1:** Enact a Complete Streets Policy

Complete streets are roads that are not only designed for cars, but also take into consideration other modes of transportation. They provide ways for people to drive, bike, walk, or take the bus in a way that allows people of all ages, incomes, and abilities to safely use them. The City should create and adopt a Complete Streets policy to ensure that as new road projects are considered, they incorporate all modes of transportation that make sense for a given street and accommodate everyone.

- Action: Create and adopt a Complete Streets policy for the City.







#### **Recommendation 4.2:** Convert Rails to Trails

Abandoned rail corridors often make for excellent non-vehicular commuter routes and provide recreational opportunities for local communities. The closing of Jeffboat opened up an excellent opportunity to connect the Midtown neighborhoods to the Ohio River, the Greenway, and Downtown. Further connections could be made using the abandoned CSX line that runs through the center of the community.

- Action: Work with American Commercial Barge Lines to acquire the Jeffboat rail spur and convert it to a off street bike and pedestrian corridor.
- Action: Determine feasibility of acquiring the CSX line.

#### **Recommendation 4.3:** Connect the East End Bridge to neighborhoods, parks, and River Ridge

Construction of the East End Bridge created an excellent bicycle and pedestrian link to Louisville. Unfortunately, it ends at Old Salem Road and does not connect to other community amenities and places of employment. As development of the River Ridge Gateway continues, work with local partners to extend the trail up into River Ridge. From there connections could be made to Chapel Lake Park's existing bike loop and beyond.

- Action: Work with River Ridge to extend bicycle access to the Gateway development site and up to Chapel Lake Park.
- Action: Determine feasibility of other extensions of this network for continued quality of life and transportation improvements.

#### **Recommendation 4.4:** Expand TARC Service

The COVID pandemic drastically decreased TARC ridership and many routes were eliminated or reduced. As ridership is beginning to increase, TARC is evaluating the feasibility of reinstating some routes that were eliminated and to expand others. With the large number of people working at River Ridge, especially in low-paying sectors such as warehousing, there may be benefits for providing additional transit service to River Ridge. In addition, there may be need to reinstate cross-community service between Jeffersonville, Clarksville, and New Albany.

- Action: Work with River Ridge and TARC to increase access and frequency of service to River Ridge.
- Action: Work with TARC and neighboring communities to reestablish TARC service between the three communities.

# Utilities and Public Services

## Introduction

A city has many components that must work hand-in-hand in order for daily life to function for residents, businesses, and visitors. These critical elements include things as varied as treating wastewater, responding to emergency calls, and providing Internet service. As the City grows and expands, these utilities and services must be expanded in lock step with the growth. The costs of expansion and maintenance of growing public systems can be a significant challenge and keeping tabs on each of the private service providers can be complex. The City must, therefore, find ways to plan for future utility needs and manage the growing complexity of these systems.



## Utilities

Jeffersonville is served by both public and private utility providers for sewer service, water service, stormwater management, electric, gas, and broadband. As growth continues, these utilities are critical in the City's ability to not only expand, but also in maintain the City's current high quality of life. The following provides an overview of the existing status of each utility within the City of Jeffersonville.



## Sewer Service

All areas of Jeffersonville have access to sanitary sewer. Two sanitary sewer districts serve Jeffersonville, the Jeffersonville Sanitary District and the Oak Park Conservancy District.

**Jeffersonville Sanitary District:** Jeffersonville's first sewers were built around 1900. Like many communities with older sewer systems, portions of the city's older sewers, from Main Street west to the Jeffersonville-Clarksville corporate limits, are served by combined storm and sanitary pipes. Historically these pipes would overflow into the Ohio River in heavy rainstorms. In order to remedy this problem, the City embarked on the Jeff Digs project in 2021. This project, which is now substantially complete, has eliminated the overflows by directing combined storm and sewer flows to the recently expanded treatment plant, near Downtown off Bates-Bowyer Avenue.

In addition to the Downtown Wastewater Plant, the City has a North Wastewater Plant located in River Ridge. As of 2022, the system served about 14,000 customers, which includes all areas within Jeffersonville except the portions served by the Oak Park Conservancy District. Additionally, plans are underway to expand the North Plant to accommodate the continued growth of River Ridge.



**Oak Park Conservancy District:** The Oak Park Conservancy District was formed in 1960 to serve Oak Park, Indiana, which was later annexed into the City of Jeffersonville. This district provides sewer service to Oak Park, Indian Hills, Aberdeen Place, Capital Hill, Seilo Ridge, Clark Dell Estates, Fields of Lancassange, Riverside, Meadows Downs, Bittersweet, Riverwalk Courtyards, Wathen Heights, McBride Heights, Walford Manor, Townhome Courtyard, Middle Road School Condos, and Pebble Creek as well as the Beech Grove, Autumn Ridge, Lighthouse, and Hidden Creek apartment complexes and some other surrounding areas. All building and construction permitting in these areas must be approved by the Oak Park Conservancy District.

## Water Service

Four water utilities serve Jeffersonville. The providers include Indiana American Water Company, Watson Rural Water Corporation, and Sellersburg Water Department. River Ridge also has its own water system.

**Indiana American Water Company:** Indiana American provides water service to most areas within the City that are south of I-265. They supply water to Southern Indiana through one common regional water system serving New Albany, Jeffersonville, and Clarksville. It pumps water from 19 wells located in two well fields along the River in Jeffersonville. The extracted water is then treated at the Southern Indiana Operations and Treatment Center and distributed to users.

**Watson Rural Water Corporation:** Watson Water is a quasi-public water district governed by an eight-member Board of Directors. Its delivery area consists primarily of areas north of I-265 and most areas immediately adjacent to the City. Watson Rural draws its water from underground sources and stores it in two elevated storage tanks.

**Sellersburg Water Department:** Sellersburg only provides service to a very limited area of about 1,500 customers in Jeffersonville within portions of Oak Park and Riverside subdivisions as well as a few surrounding parcels. Water service was previously provided through Riverside Company, which was a small, privately held entity that had deep wells located near the Ohio River. Sellersburg Water currently serves customers stretching from Jeffersonville to Memphis, Indiana.

**River Ridge Water:** Through its partnership with the Indiana Department of Natural Resources, the River Ridge Commerce Center operates a state-of-the-art water treatment plant that currently supplies more than two million gallons per day to businesses from the park. River Ridge plans to expand capacity to six million gallons per day in the future with the ability to pull from an aquifer generating 100 million gallons per day. Through this partnership, businesses at River Ridge enjoy the benefit of receiving high-quality water at below average market rates

## Stormwater

Much like sewer service, two entities manage stormwater runoff within Jeffersonville. The Jeffersonville Drainage Board oversees and regulates stormwater throughout the majority of the City while the Oak Park Conservancy District takes care of its smaller subarea. The City of Jeffersonville's current Stormwater Master Plan (SWMP) was adopted in 2012. It addresses city responsibilities for drainage, stormwater policy, and future drainage and stormwater capital improvement projects. While 10 years old, much of the document is still relevant. A minor update to the plan may be necessary in the next few years.



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## Electric Service

Duke Energy Indiana and Clark County Rural Electric Membership Corporation currently provide electric service to Jeffersonville residents and businesses.

Duke Energy, a Fortune 150 company headquartered in Charlotte, North Carolina, is one of America's largest energy holding companies. Their electric utilities serve 8.2 million customers in North Carolina, South Carolina, Florida, Indiana, Ohio, and Kentucky. Duke provides service to most of Jeffersonville south of I-265 and the River Ridge Commerce Center.

Clark County Rural Electric Membership Corporation (REMC) was incorporated in 1939 to provide electricity to areas of our community that had no other means of receiving it. They currently provide electricity to rural and formerly rural areas of Clark, Floyd, Jefferson, Scott, and Washington counties. REMC primarily serves areas around I-265 and to the north which were annexed into the City in 2008.

## Gas Service

CenterPoint Energy, formerly Vectren, delivers natural gas to approximately four million homes and businesses in six states: Indiana, Louisiana, Minnesota, Mississippi, Ohio, and Texas. They provide natural gas service to all areas within the City of Jeffersonville.

## Broadband

High-speed Internet is now a necessary utility within today's way of life. Various private providers serve Jeffersonville with Internet through fiber (AT&T), cable (Spectrum), 5G (T-Mobile Home Internet and Verizon), and satellite (Viasat, HughesNet, and EarthLink).

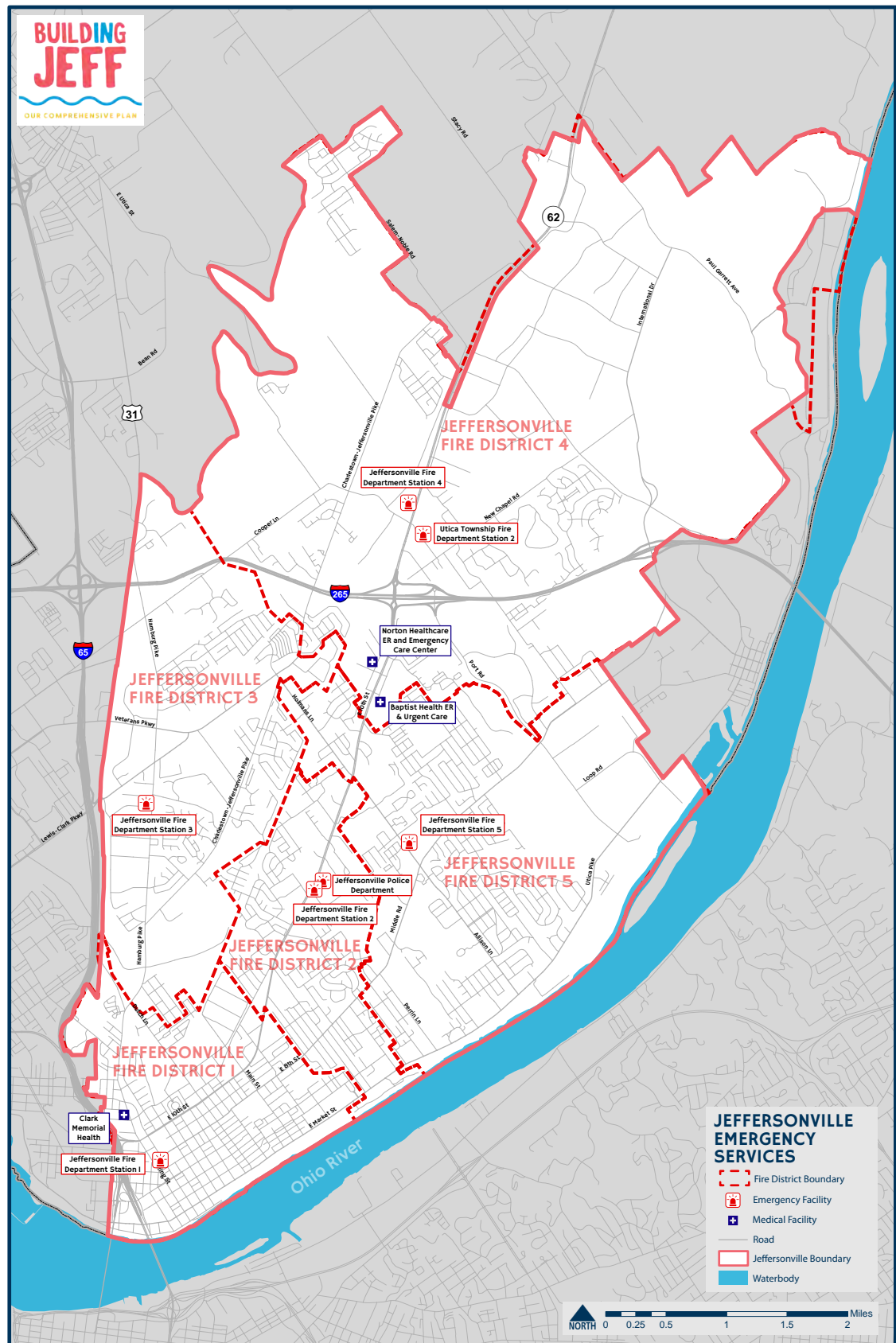
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## Public Services

Public Services are those services which are needed to maintain the health, safety, and general welfare of the community. Many of these services are provided by the municipality or another semi-public entity, and are paid through taxes or fees from the people they serve. Others are provided by private companies or non-profit entities. These services can be high-profile, such as emergency services, police, and fire, but also include services that people may not realize are provided unless they are interrupted, such as trash pickup. The also include behind-the-scenes services that the majority of people may not realize are occurring, including planning, engineering, and permitting. As the City grows and develops, so do the needs for public services. In order to maintain quality of life, the City needs to ensure that provision of services remains adequate for the growing population.



# Jeffersonville Emergency Services





## Fire Protection

The Jeffersonville Fire Department (JFD) was founded in 1871 and today includes around 90 full-time, professional firefighters. JFD provides fire suppression, heavy rescue, non-transport emergency medical care, and HAZMAT response as well as water rescue emergencies. The Jeffersonville Fire Department serves over 50,000 residents in 30 square miles from five fire stations. The five fire districts are shown on the map on the previous page.

JFD provides fire protection to portions of the River Ridge Commerce Center that are within City limits. As development has continued to expand North and River Ridge has continued to grow, ensuring that fire protection is adequate in these areas has been a priority. An aging and somewhat inadequate fire station in the Downtown area may also need to be replaced in the near future.

## Police Protection

The Jeffersonville Police Department (JPD) serves all areas within the city and is staffed by around 90 professional, full-time police officers. JPD has three districts within the city: West, Central, and East; each staffed with its own dedicated police captain. The department includes bike patrol officers, a K9 division, honor guard, river patrol, and school resource officers. In addition to standard patrol and emergency duties, the Department is committed to community outreach and partnership with other City service providers.

## Emergency Services and Hospitals

Clark Memorial Health, located just north of Downtown Jeffersonville, is part of the Norton Healthcare network and is a comprehensive medical center which includes emergency services. The facility has been providing advance medical care since 1922. It is the primary hospital serving Jeffersonville. Clark Memorial in partnership with Norton Health Care and Baptist Health, have both recently opened emergency and urgent care centers off 10th Street just south of I-265. These facilities are filling a need for emergency care on the growing east side of the community. The Clark County 911 Center operates 24 hours a day and is responsible for answering all 911 and non-emergency calls for the entire county. This center fields 911 calls and dispatches police, fire, and emergency medical services. New Chapel EMS provides ambulance service for all of Clark County.

## Sanitation

The Jeffersonville Sanitation Department is responsible for curbside trash collection from single-family houses within the City limits. The Department offers seasonal yard waste pickup days, special pickups for large items, and dumpster rentals. The City has also offered neighborhood dumpster drop-off days where dumpsters are placed in various locations for a few days for residents to use free of charge for larger items or large quantities. The City's trash depot is located on 10th Street adjacent to the Quartermaster Station.

The Clark County Solid Waste Management District provides services for household hazardous waste disposal. The district also provides curbside recycling within Jeffersonville, Sellersburg, and Clarksville and 24-hour drop-off sites throughout Clark County. The curbside recycling program collects 137 tons monthly and collected almost 2,500 tons of recyclable material in 2021.



## Animal Control and Jeffersonville Animal Shelter

The Jeffersonville Animal Shelter is owned and operated by the City of Jeffersonville and provides animal shelter services to not only the City but throughout Clark County. The recently expanded shelter facility offers spaying and neutering services for cats and dogs to Clark County residents as well as adoption services. The Shelter also assists in enforcing animal-related laws and ordinances in Jeffersonville.



## Other Services

The City has numerous departments that contribute to the City's quality of life. Some of these departments serve to keep the City of Jeffersonville running on a daily basis. These departments assist in recruiting and retaining City employees, keeping track of City expenses and income, entering into relationships and agreements, maintaining City property, providing programs for residents, and ensuring the City meets all applicable laws and standards. Other departments, such as Engineering, Building Commission, Planning and Zoning, and Economic Development and Redevelopment, are focused on the future of Jeffersonville. They ensure that buildings, roads, subdivisions, streets, and utilities meet the needs of the community. Most of these services are housed at City Hall, but some departments also have offices or facilities elsewhere in the community.

As the City has grown significantly over the last decade, we may need to take some time to assess the individual space needs of the City's various departments. In the process of writing this report a number of space issues from file storage, to vehicle parking to office inadequacies surfaced as issues. A City-wide assessment of our space needs should be considered in the future.



# Utility and Public Service Goals

## GOAL 1: Coordinate Growth

*As growth occurs, coordinate with utilities and service providers to ensure necessary levels of service are maintained*

Growth and development cannot happen without access to utilities and services. The City has experienced successful growth over the past decade. As this continues, it is critical that the City coordinates with the various utilities and service providers in order to ensure that new growth does not diminish the existing levels of service existing residents and businesses enjoy.



### **Recommendation 1.1:** Coordinate Proposed Development

Continue to proactively provide information on anticipated growth areas to utility and service providers as early as possible in the development process in order to allow each provider to adequately plan for this growth. As development plan applications, building permits, subdivision applications, and rezonings are filed with the planning and zoning office, these should be reviewed by the appropriate providers to determine if they have capacity to adequately serve the development.

- Action: Continue to include utility and service providers in the review process for applicable planning and zoning applications and require adequate service prior to developments being approved.

### **Recommendation 1.2:** Support Strategic Planning Efforts

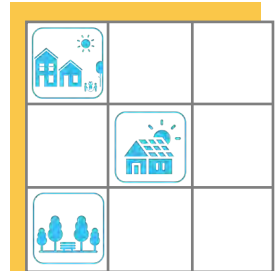
Each utility and service provider within Jeffersonville generally has some sort of strategic or long-range plan that outlines their needs and plans for the future. These plans should be reviewed by Planning and Zoning Staff, as well as other applicable departments, to ensure that efforts are not duplicated and resources are aligned. Each provider's plan should also consider the anticipated growth outlined in the Jeffersonville Comprehensive Plan and plan for the future capacity that would be needed to accommodate this growth.

- Action: Maintain relationships with utility providers and share and review planning documents.

## GOAL 2: City Service Expansion

*As Jeffersonville grows, plan for expansion of City services*

As the City continues to grow, so to do service needs. Plans should be made to determine those service needs and where those determined needs should be located. Locations of future facilities should aim to reinforce the local community's character.



### **Recommendation 2.1:** Assess the Space Needs of Various City Services

Work with an outside consultant to determine the space needs of the City's various departments and assess where space may be allocated within the City's current property inventory and if additional property needs to be acquired. Specific items that may be considered include consolidating parks maintenance functions into a central location, addressing fire station needs in District 1 and River Ridge, relocating the trash depot to a less visible location, and providing document storage space for City Departments

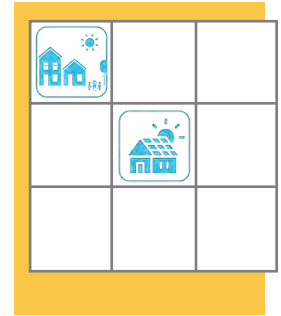
- Action: Complete a space planning assessment.
- Action: Conduct coordinated conversations with Department Heads and City Council to move implementation forward.



### GOAL 3: Sustainable Infrastructure and Development

*Encourage infrastructure and development to incorporate sustainable design practices.*

Infrastructure and development, both public and private, should strive to be more environmentally sustainable. This could include reducing runoff, decreasing utility demand, increasing resilience to extreme weather impacts, or lessening environmental impacts. City-owned infrastructure should lead this effort by setting the expectation and incorporating more sustainable practices into all public utilities and facilities. Additional support may be needed to encourage sustainability in private developments.



#### **Recommendation 3.1:** Ensure City Utilities and Services are Provided in a Sustainable Manner

The City should be a leader in sustainability by incorporating best practices into all City-owned facility and utility projects, such as stormwater management of City properties, fuel-efficient vehicles, and alternative energy sources.

- Action: Work with city utility and service providers to identify and implement sustainability best practices that reduce the fiscal and environmental impact of these services.
- Action: Identify and adopt minimum sustainability goals and thresholds for City-funded facilities and infrastructure projects.

#### **Recommendation 3.2:** Support Sustainable Private Development

The City should support those developments that reduce the burden on public utilities or services. This could include zoning or tax incentives that make sustainable infrastructure or site development more cost effective or updating regulations to require green stormwater management.

- Action: Incentivize infill development in areas where utilities, infrastructure, and services already exist.
- Action: Work with the stormwater districts to identify and adopt minimum requirements for sustainable stormwater management practices for new development.

#### **Recommendation 3.3:** Pass Enabling Ordinances for Sustainable Tech

Sometimes new technology can cause issues within the urban environment. The City should plan for these new technologies before they become issues.

- Action: Create appropriate ordinances for electric car charging stations.
- Action: Create a solar enabling ordinance for installation of solar power systems on public and private buildings and properties.



# Economic Development

## Introduction

Economic development is a process of deliberate interventions to make the community more attractive to development or easier to develop. It may also be seen as the process of building wealth within the community so that it can continue to grow and develop. It typically involves business attraction, business retention and expansion, and business creation within the community. In recent years, there has also been a focus on community development, quality of life, branding, and placemaking initiatives that help make the community a more attractive place to live and work. The theory is that by creating a great place to live, a city attracts residents, and thereby attracts the businesses who employ them.

Jeffersonville is well situated for growth. Its access to transportation via river, rail, air and Interstate highway system and its centralized location within the United States makes it a highly sought after location for manufacturing, warehousing, and logistics industries. The astounding growth of River Ridge in the past decade is testament to this. The opening of the Big Four Bridge has transformed the Downtown into a vibrant local, and now regional, destination; a place where people from both sides of the River like to come together. Many people have moved across the River in the last several years to enjoy what they see as a quieter, safer, and more convenient alternative to Louisville.

But Jeffersonville should not rest upon these laurels. If we want to continue to attract high-quality residential development and high-paying jobs, the City needs to continually invest in improving the quality of life for its residents and its business community. This chapter gives specific guidance on where and how to make economic development investments.



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## Redevelopment Focus Areas

The Departments of Economic Development and Redevelopment play a significant role in attracting development to Jeffersonville. They market the City of Jeffersonville to prospective investors, provide incentives to facilitate development projects, and invest in public infrastructure. While the Economic Development and Redevelopment Departments actively engage in efforts throughout the City, they should strive to focus on the priority areas and projects listed in this section. The map on the following page shows the principal “Redevelopment Focus Areas” which will be described in detail on the following pages. It also shows a number of “Primary Development Areas” where economic development incentives may be used to spur new growth. These development areas also include the River Ridge Commerce Center, the single largest source of employment growth in the region.

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## Downtown Jeffersonville

Downtown Jeffersonville is the heart of the City. It is a center for business, for government, and for local and regional tourism. It is the most recognizable and beloved areas of Jeffersonville. Its dense collection of buildings and businesses provides a strong base of tax revenue for the City as well. It should be the City's highest priority to ensure that this area remains a robust center of community activity. Efforts should be undertaken to expand the vibrancy of the traditional downtown south of Court Avenue to the North into the NoCo Arts District and eastward along Court Avenue. Efforts should be made to support and encourage infrastructure improvements, community events programming, and private investment in the area. Many such actions are listed in the Strategic Long-Range Plan for NoCo.



## Claysburg and Hospital District

Located about a half-mile north of Downtown, Claysburg is a historically prominent African-American neighborhood. As has often been the case, the neighborhood was significantly impacted by the Urban Renewal movement in the late 70s and 80s and still retains the scars of vacant or under-utilized properties and aging public housing projects. Between Claysburg and Downtown is the campus of Clark Memorial Hospital, one of the City's largest employers. Its presence once attracted a number of smaller medical practices to co-locate in the area, but in recent years many of these practices have relocated to wealthier parts of the City leaving behind a number of empty or nearly empty buildings.



As a gateway neighborhood to Downtown and home to one of the City's largest employers, the area should be a priority for creative investment and redevelopment. It will be important to leverage the Hospital's existing employment base in any endeavor to revitalize the area. Special care should be taken to ensure that new development in the area does not displace the existing community in this area. Some projects that might be undertaken include:



- Implementing remaining phases of the Spring Street Master Plan
- Drafting an investment plan for the Claysburg neighborhood and hospital area
- Partnering with Clark Memorial on a campus master plan
- Working with the Housing Authority to improve or replace aging housing
- Creating incentives to redevelop vacant and under-utilized properties



## Census Site

Since 1958, the City of Jeffersonville has been home to the U.S. Census's National Processing Center. The Census has a sprawling campus of multiple buildings on nearly 70 acres of land north and east of Downtown. In 2018, the Census Bureau announced plans to close the facility and consolidate their offices elsewhere in Jeffersonville in a new, modern facility. While the closure has not taken place yet, moving the Census will open up a large chunk of land in the heart of the City. The City should work with the Census Bureau to create a master plan for this site.



## Jeffboat Site

In 2018, Jeffboat announced that it was closing its shipyard in Jeffersonville. The 80+ acre shipyard had been active since James Howard first started building steamboats back in 1834. The closure of this facility has opened up an unprecedented opportunity to develop over one mile of riverfront on the Ohio. The City is currently working with the owner of the site, American Commercial Barge Line, to develop a master plan for the site. Once drafted, the City should take steps to ensure redevelopment of the site occurs in a way that benefits the community and adds to the vitality of Downtown. Redevelopment should include enhanced bike and pedestrian connectivity to Downtown and adjacent neighborhoods in order to create synergy between the new riverfront development and the existing residential and commercial areas nearby.

## 10th Street Corridor

10th Street is the City of Jeffersonville's primary commercial corridor. Since the 1950s, commercial investment in the corridor has crept outward from the City's center. While development continues to occur out toward I-265, older sections of the corridor are in decline. The segment of the corridor between Main Street and the Allison Lane and Holmans Lane intersection contains several vacant buildings, under-performing shopping centers, under-utilized parking lots, and a number of undesirable uses. This "hollowing out" of "Midtown" was highly noted in the public engagement for this plan and needs to be addressed.

From 2015 to 2018, the City made significant road improvements to two segments of the corridor, from Main Street to Reeds Lane and from Allison Lane to I-265. More recently the City has repaved the middle section of the corridor from Reeds Lane to Allison Lane. Building on this investment, the City adopted the Tenth Street Strategic Investment Plan for the corridor in 2018. The Plan encouraged the development of new "neighborhood centers" and "pocket neighborhoods" along the corridor. It also promoted the redesign of the corridor to encourage bike and pedestrian activity and better connect the corridor to adjacent neighborhoods. The City needs to work on encouraging development in this area through some combination of development and redevelopment incentives, tax credits for adaptive reuse, public private partnerships, land purchases, and other efforts. The City's Department of Planning and Zoning should also strive to remove hurdles to beneficial redevelopment in this area of town.

## Allison Lane and Middle Road

Much like the central parts of 10th Street, the area at Allison Lane and Middle Road was once a thriving commercial area on the edge of the Oak Park neighborhood. In past decades, it has become rather blighted, with empty buildings and large un-landscaped, poorly-lit, and under-utilized parking lots. This area also suffers from some drainage and flooding issues from time to time. The City should create a re-investment plan for this community center and partner with existing businesses to clean up and improve properties in the area.

## Other Areas of Focused Development

There are a number of other areas in Jeffersonville where significant economic development activities could occur. Many of these areas overlap with the general growth areas noted in the Land Use Chapter. Since these areas tend to contain large tracts of vacant or mostly vacant land, they may not need much help, if any, from the City in order to grow and develop. Project assistance in these areas should be limited to projects that provide significant advantages to the City including, job growth, needed infrastructure enhancements or dedications, significant tax revenue generation, among others. The following investment areas are outlined on the Economic Development Focus Area Map:

- I-265 Gateway
- Port of Indiana
- River Ridge Gateway, and
- River Ridge Commerce Center
- Veterans Parkway Extension

# Economic Development Goals

## GOAL 1: Redevelopment in Focus Areas

*Encourage redevelopment within defined Focus Areas including Downtown, Jeffboat, Claysburg, the U.S. Census Site, Midtown 10th Street, and the Allison Lane and Middle Road intersection. Redevelopment efforts should aim to enhance existing neighborhoods, create walkable urban centers, and provide additional nodes of economic vitality within Jeffersonville*



### **Recommendation 1.1:** Support revitalization of Court Avenue, Eastern Boulevard, and Spring Street.

These areas are both gateways to and potential extensions of Downtown Jeff. Redevelopment and revitalization of these corridors are necessary to create a welcoming front door to the existing Downtown area. Infill development in these areas can also help build the tax base necessary to continually support and improve the City's historic Downtown and its adjacent neighborhoods.

- Action: Incentivize restoration of existing buildings, adaptive reuse, and infill development in the corridors.
- Action: Support multi-modal transportation improvement projects for these corridors.

### **Recommendation 1.2:** Support the goals and objectives of the NoCo Arts District Master Plan.

NoCo is an emerging hub for art production, community arts programming, family-friendly entertainment, and arts-related tourism that generates economic and cultural vitality for the City. The goals and objectives of the Master Plan aim to strengthen and grow NoCo into a well-established arts district.

- Action: Identify and secure sustainable funding sources for NoCo-related improvements.
- Action: Attract and retain creative businesses by providing appropriate infrastructure and resources.

### **Recommendation 1.3:** Incentivize redevelopment and community-led improvements within the Greater Claysburg Neighborhood

As an historic hub of the African-American community, Claysburg is a unique neighborhood within Jeffersonville. Unfortunately, the neighborhood has suffered from disinvestment over the years and is in need of creative revitalization that does not displace local residents. Clark Memorial Hospital is an important center of employment and community health on the edge of this community. Improvements to the campus could make it more welcoming, pedestrian-friendly, and aesthetically pleasing for the local community.

- Action: Create a Strategic Investment Study for the Claysburg Neighborhood and Hospital District. If possible, work with Clark Memorial Hospital on a Campus Master Plan as part of this process.
- Action: Partner with Jeffersonville Housing Authority to improve or replace aging housing in the Claysburg neighborhood.

### **Recommendation 1.4:** Implement the Jeffboat Master Plan.

The Master Plan for the former Jeffboat site is currently underway. Once drafted, the City should support activities that lead to the redevelopment of this site into a mixed-use community with ample public spaces along the Ohio River.

- Action: Partner with ACBL and development partners to implement the plan.





**Recommendation 1.5:** Determine a beneficial future for the Census Bureau Site.

When, and if, the Census Bureau determines a course of action for the future of its campus, the City should partner with the Census Bureau to complete a master plan for the site that enhances the surrounding neighborhoods and provides a new mixed-use core for the City.

- Action: Determine the Census Bureau’s plans for the site and collaborate to create a master plan for the area.

**Recommendation 1.6:** Implement the 10th Street Strategic Investment Plan.

The Tenth Street Strategic Investment Plan outlines action steps needed to revitalize the 10th Street Corridor. This Plan includes redevelopment of strategic sites, infrastructural improvements, and policy frameworks that could transform the corridor from a pass-thru area to a series of more vibrant neighborhood centers that enhance the local community.

- Action: Determine the current status of the 10th Street Master Plan and plan the next steps toward implementation.

**Recommendation 1.7:** Develop a strategy for reinvestment around Allison Lane and Middle Road.

The aging commercial areas along Allison Lane and Middle Road have also fallen into disinvestment. The City should develop plans to assist in reinvigorating this area back into a mixed-use commercial center that better serves the local community in a walkable, aesthetically-pleasing manner.

- Action: Create a master plan for this area and begin implementing that plan’s recommendations.

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**GOAL 2: Economic Development in Commercial and Industrial Growth Areas**

*Support development projects within growing commercial and industrial areas including Veterans Parkway, the I-265 Gateway, the River Ridge Gateway, Port of Indiana, and River Ridge. Since development would likely happen in these areas without support, assistance should be specifically directed to special projects that significantly enhance the community.*



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**Recommendation 2.1:** Support projects that enhance employment in the City.

Continue to provide support for projects that significantly enhance the City’s job base and provide unique services and amenities for the City’s residents.

**Recommendation 2.2:** Guide future development of River Ridge Gateway.

In 2014, the River Ridge Commerce Center developed a thorough master plan for the River Ridge Gateway at 1-265 and International Drive. The City should work with River Ridge to incentivize implementation of the Plan’s recommendations.

- Action: Work with River Ridge to create an overlay district that better defines allowable uses and design standards for this critical gateway area.
- Action: Provide project support to kick-start development projects in the area.



# Quality of Life

## Introduction

In decades past, cities often focused on the provision of things such as tangible goods and services. Success was measured based on number of jobs brought to the city, miles of roads built, numbers of houses constructed, and assessed value of structures. More recently, however, there has been a shift in focus toward increasing quality of life – the degree to which cities are healthy, comfortable, enjoyable, and attractive. The reasons for this change are many, but are primarily based on increased human mobility in recent decades. In the past, people settled wherever there were jobs. Today, however, people tend to choose where they want live based on the quality of life of a community and the jobs follow. With the advances in remote work, this trend is accelerating. As such, it is highly important for cities to focus efforts on the provision of parks, trails, educational opportunities, arts, culture, and events as a means to attract and retain residents and businesses. Quality of life investments can also bring economic development and increased revenues through tourism. Jeffersonville is well positioned to invest in quality of life enhancements that make the City even more attractive for residents and visitors alike.

## Civic Identity: What is Jeffersonville

Through our conversations with residents and visitors as part of this planning process, we learned that physical aspects of the community – Downtown Jeffersonville, the Ohio River, and our parks system stood out as things people liked the most about Jeffersonville. What stood out even more so, was less tangible – the safe, friendly, small-town atmosphere where folks know each other and say “hello” on the streets. This small-town Midwestern charm in close proximity to all the benefits of the “big city” across the river helps to make Jeffersonville a great place to live. In addition, the City’s rich history and recently emerging arts scene are contributing to the layers that make up the City’s quality of life. The City needs to continue to invest in improving Downtown, expanding access to the Ohio River, expanding parks and recreation activities, and cultivating our small-town feel through historic preservation, arts and entertainment, and quality development. This chapter intends to describe the existing resources in Jeffersonville and set goals to further improve its quality of life.



## Historic Resources

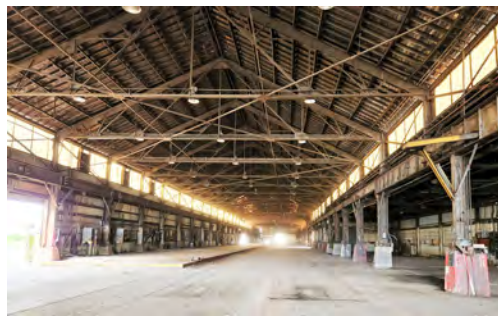
The City of Jeffersonville has both nationally- and locally-designated historic districts. The Old Jeffersonville Historic District was listed in the National Register of Historic Places in 1987. It covers most of the area between Court Avenue and the Ohio River between I-65 and Graham Street with a few buildings north of Court Ave. The local district, which has a governing body, extends along Spring Street from 7th Street to the Ohio River and along Riverside Drive from I-65 to the Jeffboat site. A significant Historic Preservation Plan for the area was created as part of the Ohio River Bridges project in 2009. This plan documents much of the historical significance of the area. Preserving this historical fabric is key to sustaining the small-town character that people love and cherish about Jeffersonville. Considerations should be made to expand the existing historic district in order to preserve more of the historical buildings and general historic character in Downtown Jeffersonville.



Outside of the Downtown there are a number of other historic structures and sites that are key to preserving Jeffersonville's historic past. These include the following:

- The Quartermaster Depot
- The Claysburg Neighborhood - a historically African-American community with a rich history
- The Howard Steamboat Museum and Jeffboat Shipyard
- Historic Lime Kilns that are located on private properties in northern Jeffersonville
- Historic cemeteries scattered throughout the community
- Remnants of the Indiana Army Ammunition Plant within River Ridge

It should be noted that there may be other significant historical sites, such as historic farms, churches, or undeveloped lands sacred to Native Americans within the community. Efforts should be undertaken to identify and preserve historic sites for the benefit of the community.





## Arts and Cultural Resources

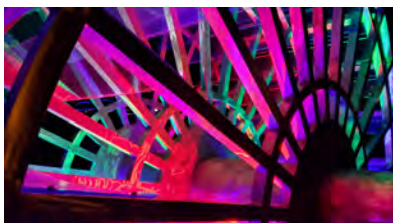
Arts and cultural activities are another primary contributor to a place's quality of life. Public art, museums, and cultural programming can help create a sense of identity and vibrancy for a community. For many years, Jeffersonville was not known as a center for arts and cultural activities. Instead it was reliant on arts activities across the Ohio River in Louisville, KY. Over the past decade, however, that has started to change. With a ground swell of local artists and arts enthusiasts, the City is now on the map as home to the NoCo Arts and Cultural district, one of twelve recognized districts in the State of Indiana. The City has installed a considerable collection of public art and now hosts numerous concerts, festivals, and other cultural activities. Continued support for the arts within Jeffersonville and collaborations with other institutions in neighboring communities will be critical to keeping Jeffersonville known as a community for the arts. Doing so also has the added benefit of bringing more tourism and tourism-related dollars to the City of Jeffersonville.



### NoCo Arts and Cultural District

The NoCo Arts and Cultural District, named for its location North of Court Avenue, is Jeffersonville's newest and most colorful point of interest. Intimate, whimsical, full of color and completely walkable, NoCo is home to artists, makers, historians and inventors who are all working together to transform the area into an inspiring and intriguing place to live, work and visit. The district epitomizes what Jeffersonville champions as a city on the move: creativity, community, innovation, and progress.

Developed in 2013, the 22-acre site has sprouted numerous public art projects and community engagement activities, hosted a wide variety of cultural programs and inspired a number of collaborative efforts involving civic groups, City departments, and community volunteers. Aided by the success of the Big Four Walking Bridge, the revitalization of Downtown, and the recent influx of new residents and businesses, the redevelopment of this area is happening on a steady pace. Today, NoCo features an art center with artist studios, the Clark County History Museum, The Vintage Fire Museum, a maker space, and numerous private businesses. Additional programming is provided by the Jeffersonville Township Public Library, also located within NoCo.



## Education

### Primary and Secondary Education

Jeffersonville is served primarily by the Greater Clark County Schools Corporation, the largest school district in Clark County and the region of Southern Indiana. In Jeffersonville, Greater Clark operates six elementary schools, two middle schools, and Jeffersonville High School. Currently, the District is in the process of consolidating and updating a number of its schools. In 2019, the first consolidation occurred when Spring Hill Elementary and Maple Elementary combined in the new Franklin Square School, located on the site of Jeffersonville's former high school. Moving forward, the District is planning the consolidation of Wilson Elementary and Thomas Jefferson Elementary into a new facility on the Wilson Elementary site. This will reduce the number of elementary schools in Jeffersonville to five.



As growth continues in northern Jeffersonville and adjacent Charlestown, there are also plans for a new middle school slated to be built somewhere in between the two communities. When this occurs, students in the northern most portions of Jeffersonville may attend school just outside the community.

There is one private elementary school in Jeffersonville. Sacred Heart Catholic School offers K-8 education. Students may then enroll in Greater Clark or go over to Providence Catholic High School in Clarksville.

### Post-Secondary Education

Post-secondary education is an important asset for the workforce and future employers. While there are no major post-secondary institutions in Jeffersonville, there are many options located within Jeffersonville and the Louisville metropolitan area including:

- Indiana University Southeast
- Purdue Polytechnic at New Albany
- Ivy Tech Community College
- University of Louisville
- Bellarmine University
- Spalding University
- Jefferson Community & Technical College



### Libraries

Jeffersonville is served by two library districts, the Jeffersonville Township Public Library (JTPL) and the Charlestown-Clark County Public Library. The Jeffersonville Township Public Library serves residents of Jeffersonville Township, which includes nearly everyone south of I-265 and west of the Port of Indiana. JTPL maintains two branches - one in Downtown Jeffersonville and one in Clarksville. Residents in the remaining portions of Jeffersonville, Utica, and Charlestown Township are served by Charlestown-Clark County, whose nearest branches are in Charlestown and Sellersburg. As such, many Jeffersonville residents are five or more miles from their nearest library. Expansion of library service to the eastern portions of Jeffersonville may need to be considered.



## **Parks and Recreation**

Jeffersonville has a large number of public parks that offer a diverse range of amenities. From sports fields, to playgrounds, to walking trails, to picnic shelters, to fishing access, there is something for everyone in the Jeffersonville Park System. The City currently manages over 350 acres of parkland and a number of park facilities including the Nachand Fieldhouse, the Ken Ellis Senior Center, the Envision Center and the Jeffersonville Aquatic Center. In terms of acreage provided, the Jeffersonville Park system is slightly above average by State and National standards. There may, however, be some deficiencies in specific amenities provided and there are certainly areas of the City that are underserved due to being located a long distance from an existing facility. The map on the next page shows existing park facilities and an estimated  $\frac{1}{2}$  mile walkshed from each of the parks. It clearly shows where neighborhoods do not necessarily have easy access to park spaces. It should also be noted that while some parks may be close by, access to these parks is significantly limited by the road and trail network. One such example is Vissing Park, which is completely inaccessible to the neighborhood on the south and east sides of the park. Efforts to expand the park system, increase amenities where needed, and connect people to parks with trails would go a long way toward increasing quality of life within Jeffersonville.

In addition to City Parks there are a number of additional park resources within and adjacent to the City these include:

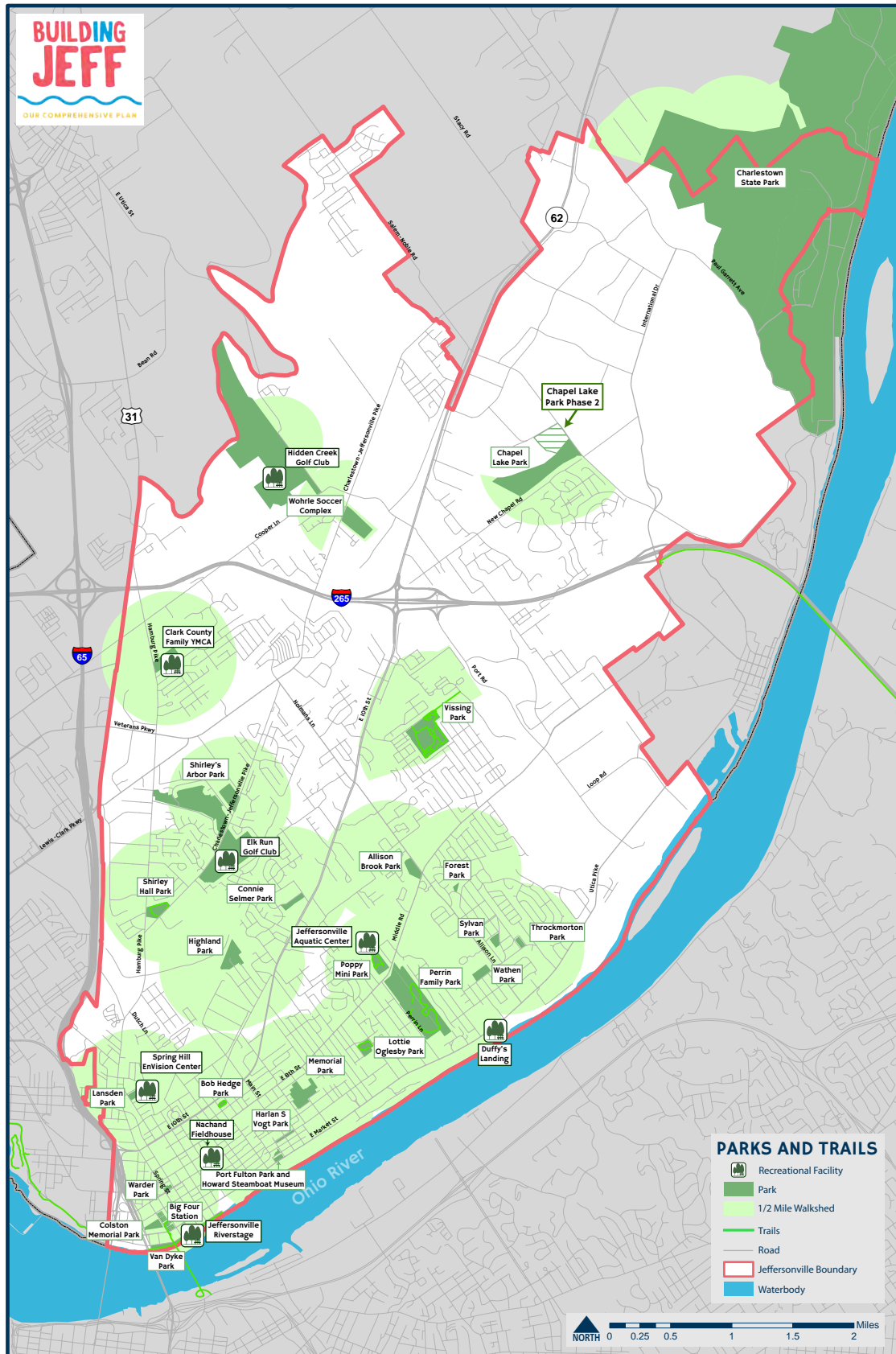
- Perrin Family Park – a 93-acre park with trails and play facilities in the middle of the City.
- Clark County YMCA – Housing a fitness facility, playground, and sports fields
- Elk Run and Hidden Creek Golf Courses
- Charlestown State Park – a 5,000 acre State park on the north edge of the community
- Ohio River Greenway – a 7.5 mile trail connecting Jeffersonville, Clarksville, and New Albany along the Ohio River.
- Falls of the Ohio State Park – a 165-acre State park nearly a mile west of Jeffersonville and connected to Jeff via the Ohio River Greenway
- Origin Park – a proposed 600-acre adventure park in Clarksville, also connected to Jeff by the Ohio River Greenway, which is now in Phase 1 of development.

The City is currently updating its 5-Year Parks Master Plan. This defines needed maintenance projects and capital improvements in existing parks for the next several years. This plan should help to address some of the concerns above, but it is important to continue thinking about long-range additions to the system in growing areas of the City.





# Existing Parks and Trails





## **Housing**

Housing is directly connected to the City's quality of life. Cities with a variety of housing choices, strong neighborhoods, and easy access to amenities are associated with a high quality of life. In addition, communities with diverse and equitable housing options at a range of price points are better able to attract and maintain diverse workforce populations. Therefore, it is in the City's interest to create and maintain a robust and varied housing stock.



The rapid growth of jobs and industry over the last decade, led primarily by River Ridge, has led to significant population growth in Jeffersonville. But there are other trends affecting the growth of Jeffersonville as well. As people are seeking out more affordable homes, safer communities, and less traffic congestion. With proximity to regional jobs and amenities, Jeffersonville has become a more attractive place to set down roots and people are moving in from adjacent communities and from around the country. With this increased demand for housing, the City has seen significant increases in property values for single-family homes and higher rents for multi-family properties. While this may be good for long-time homeowners, it may not be so great for first time homebuyers, young families, seniors on fixed incomes, and low-wage service workers within the community.



In order to be a thriving community, the City needs to be able to support not only an increase in population, but also the needs individuals with varying age, income, and household size. Therefore, there should be a focus on creating a variety of living options to meet the needs of current and future generations. These options include constructing more single-family housing, reducing dimensional standards for residences, such as lot sizes, parking requirements, and minimum unit sizes, allowing non-traditional unit types, including townhomes, accessory dwelling units, cottage and bungalow courts, and alley facing homes, developing senior-living options, and constructing multi-family housing in appropriate locations. The City should also work to preserve the existing housing stock, especially those for lower income households and seniors on fixed incomes. This may involve more closely working with the Jeffersonville Housing Authority, New Hope, and other housing providers to improve and expand existing housing options. Preservation of existing housing could also involve regulation of short-term rentals, such as AirBnB and VRBO, that are increasingly taking existing homes off the market.





## **Neighborhoods**

The City also needs to support its diverse neighborhoods. Strong neighborhoods with active leadership and local access to amenities can go a long way towards creating the sense of small-town community that people love about Jeffersonville.

As new neighborhoods are created along the fringes of the community, the City should encourage development of parks, trails, and other amenities that help build community and offer places for healthy recreational activities. Where possible, new neighborhoods should be connected to one another not only via the road and sidewalk network, but also through trails that utilize utility easements or stream corridors. New neighborhoods should seek to provide a greater diversity of housing options, rather than one uniform housing type. This might include a mix of lot sizes, home dimensions, and a mix of housing types. Neighborhoods should be designed to be walkable with adequate sidewalks, street trees, and street lighting. Special emphasis should also be placed on making sure neighborhood sidewalks are connected to nearby commercial uses, parks, and schools so that people can choose to walk to local destinations rather than drive everywhere.

Internally, the City should support infill development that enhances existing neighborhoods and support projects that enhance these neighborhoods such as tree planting, sidewalk repairs, and facade grants for homes. It should encourage the redevelopment of aging commercial corridors into walkable, mixed-use nodes within the existing community. These nodes should be well connected to nearby residential areas and designed to support the adjacent neighborhoods and help create more diverse communities.

One way to incentivize redevelopment is through creative placemaking projects that temporarily energize a site or neighborhood so as to change the perception of it from a place of little activity to one of higher activity levels. These activities could include pop-up markets, temporary parks, banners on light poles, murals or other community art projects, food trucks with outdoor seating, and any other number of interventions. According to the Project for Public Spaces, placemaking *“inspires people to collectively re-imagine and reinvent public spaces as the heart of [the] community. . .and support its ongoing evolution.”* By creating unique spaces where people want to spend time at to work, live, and play, the City could jumpstart investment in these aging commercial corridors.

Finally, the City should continue to support neighborhood leadership that helps to create community and improve local neighborhoods. No city can do everything by itself. By empowering local leaders to assist in creating stronger, safer, and healthier communities, the City can make its limited resources go a little further.

## **Trees**

One often overlooked measure of quality of life is the tree canopy in the City. In community after community, neighborhoods with a high percentage of tree canopy coverage tend to have higher property values, less crime, and healthier individuals. A healthy tree canopy also contributes to better air quality, reductions in stormwater runoff, a measured decrease in the urban heat island effect, and much more. By some measures, every dollar invested in the planting and preservation/maintenance of the the urban forest provides over three dollars in environmental services for the community.

Unfortunately many neighborhoods in Jeffersonville are beginning to lose thier tree canopy as trees die off from old age or are damaged in storm events. In other neighborhoods few trees, if any, were planted by the initial developers and they remain rather barren. Encouraging replacement and expansion of the tree canopy of Jeffersonville would go a long way toward making the City a healthier and more vibrant place to live.



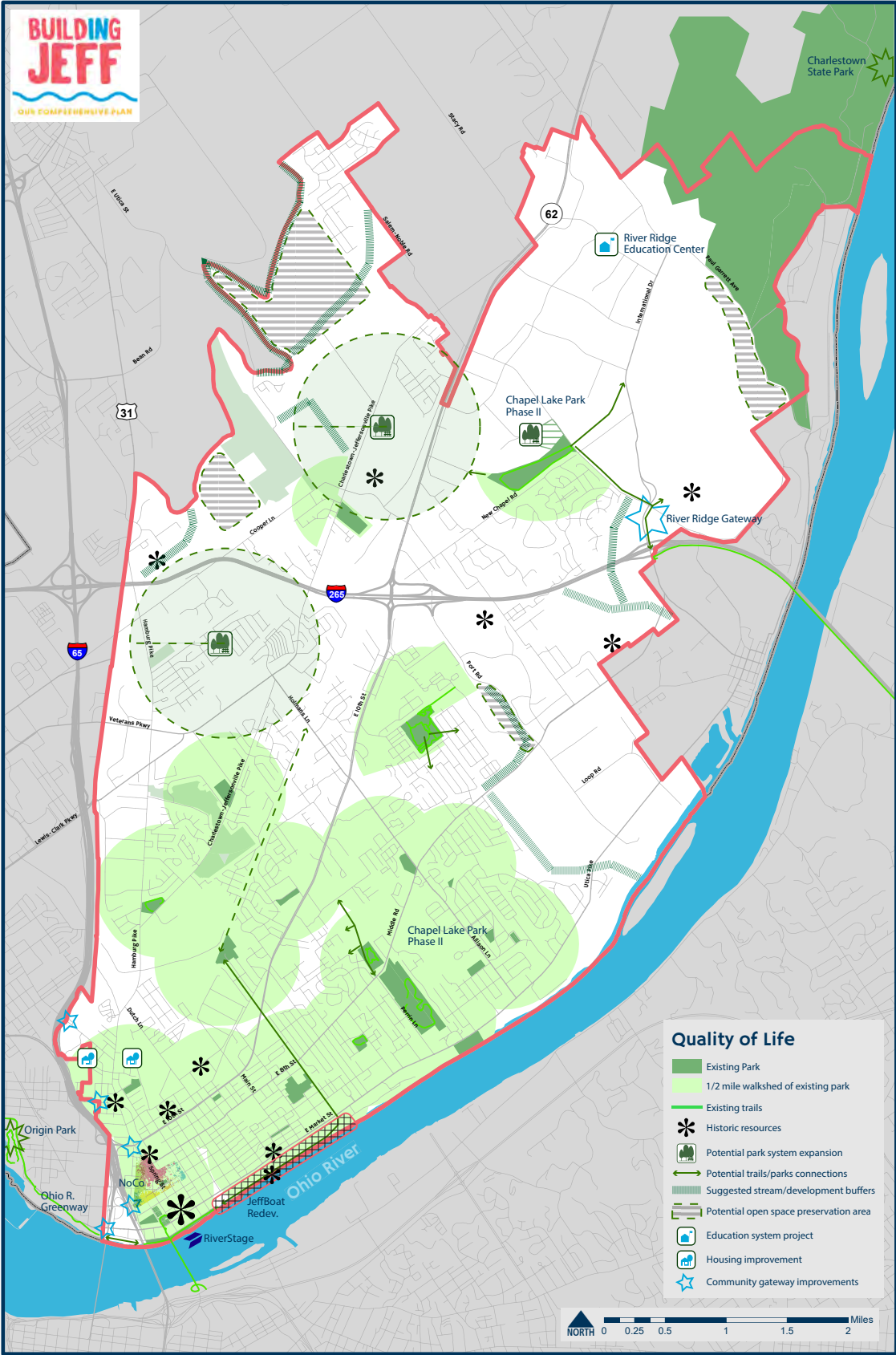


## Regional Collaboration

One's quality of life is rarely confined to one jurisdiction. We as humans usually travel to other communities for entertainment, special programs, recreation, business, and many other things that can't be found in the community. As such, much of what makes up our City's quality of life is outside of Jeffersonville. Existing and planned recreational amenities, such as Charlestown State Park or Origin Park, lie just outside the community, but still add greatly to the quality of life of the City's residents. Therefore, regional collaboration for the collective expansion of quality amenities is very important. In order to enhance the City of Jeffersonville, the City should work with adjacent communities and counties to promote, enhance, and expand educational, historic, and recreational amenities in the region. The City should play a role in advancing regional park and trail initiatives such as those that are being planned by Align Southern Indiana and the Ohio River Greenway. They should also support regional tourism through the Clark-Floyd Counties Convention and Tourism Bureau and economic development activities of One Southern Indiana. Collaborating with arts and cultural organizations from Louisville can also provide significant opportunities to enhance the quality of life in Jeffersonville without the significant expenses of recreating those opportunities here.



## Quality of Life Goals and Recommendations



# Quality of Life: Goals and Recommendations

## GOAL 1: Preserve Historic Resources

*Connect residents and visitors to Jeffersonville's unique history and preserve it for future generations*

Preserving and learning from our past is essential to creating a vibrant, forward-looking community. Ensuring that, as the City develops, it remains respectful of its origins will help us better mesh the new and the old.



### **Recommendation 1.1:** Preserve homes and buildings in the National Historic District

The Old Jeffersonville Historic District marks the original boundaries of the City of Jeffersonville. The National Historic District was created in 1983 and includes over 500 buildings and structures. Preserving these historic resources helps maintain the small-town feel of Jeffersonville and the historic nature of this City.

- Action: Explore the creation of incentive-based programs to support property owners to rehabilitate and preserve buildings and homes in this District.

### **Recommendation 1.2:** Expand the Jeffersonville Historic District and its authority

Initially enacted in 1984 and updated in 1997, the local Historic District is located along a portion of Riverside Drive and Spring Street in Downtown Jeffersonville. This area is regulated by a zoning overlay district and new construction and renovations are reviewed by a local Historic Board. As Jeffersonville continues to develop, ensuring the historic character of the City is becoming more important than ever.

- Action: Review the current boundaries of the Historic District and expand the District where appropriate. Ensure the Board has the tools to ensure that development is respectful to the District and positively contributes this area.

### **Recommendation 1.3:** Celebrate Jeffersonville's shipbuilding history as part of the redevelopment of the Jeffboat Site

The redevelopment of the Jeffboat site is going to be one of the most transformative projects for Downtown Jeffersonville. While this project develops, it will be important to consider ways in which the City can celebrate, remember, and educate visitors of its history. The Howard Steamboat Museum located adjacent from the site is the best partner to assist in this effort.

- Action: Coordinate with Howard Steamboat Museum and master developer to determine the best course of action.

### **Recommendation 1.4:** Preserve Historic Sites and Landmarks Scattered Outside of Downtown

While most of the City's historic buildings and sites are located in Downtown Jeffersonville, there are a number of important historic sites, buildings, and landmarks scattered elsewhere. Preserving these resources should be prioritized to ensure that they remain for future generations.

- Action: Identify and document the various historic resources in Jeffersonville and implement regulations to preserve them.

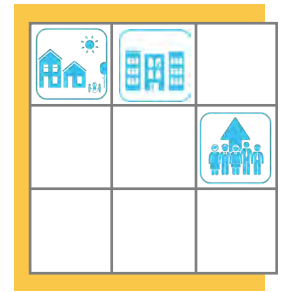




## GOAL 2: Ensure Quality and Contextual Downtown Investment

### *Continue Investment in Downtown Jeffersonville while Preserving the Small-Town Feel*

Downtown Jeffersonville is perhaps the most vital part of the community in that it creates a sense of civic identity, provides unique amenities, and generates more revenue per acre than any part of the City. It is important that the City continues to invest in and expand the Downtown while also preserving the small-town feel that people love about it.



### **Recommendation 2.1:** Create civic gateways at key locations Downtown

The first impression a person has of an area can have a lasting impact on how they perceive the area in the future. It is important to ensure that Jeffersonville's Downtown is not only inviting and active at its core, but also at its entrances to give visitors and residents a good impression of Downtown as they enter, stay, and leave.

- Action: Develop a plan to improve the look and feel of primary entries to the Downtown, particularly Court Avenue east of I-65, with roadway improvements, signage, and quality development.

### **Recommendation 2.2:** Reinvest in the Riverstage

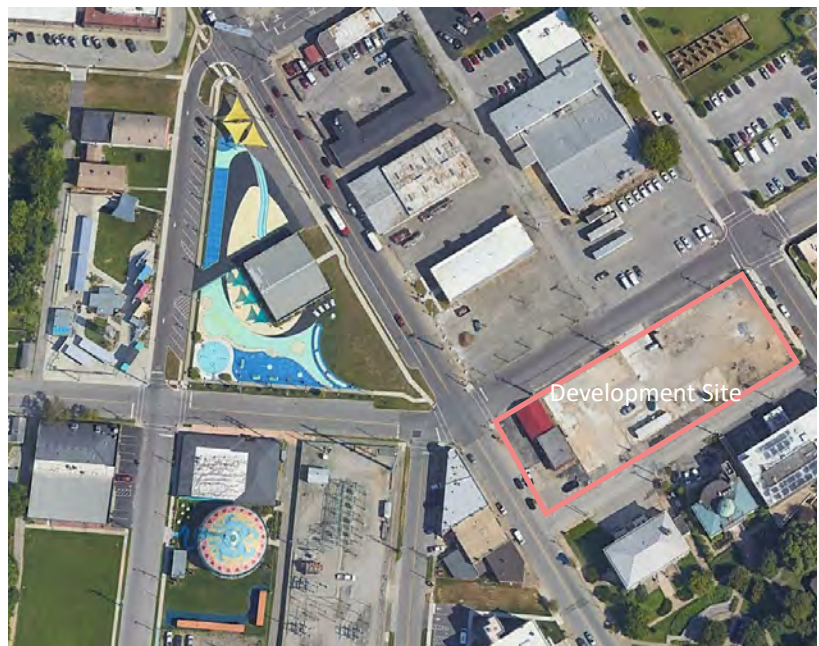
Events at the Riverstage bring thousands of people to Downtown and the riverfront. Over the years, the barge that holds the stage has begun to deteriorate. Redeveloping the Riverstage will ensure that the events and liveliness of this area continue unimpeded.

- Action: Review the current status of the Riverstage and identify replacements or alternatives to it.

### **Recommendation 2.3:** Expand development and programming in the NoCo Arts District

The NoCo Arts District has helped to invigorate the Downtown area. As a space for artists, makers, historians, and inventors, it is important for the City to continue to assist and facilitate the continued development of this area. It is important that this development is a mixture of private and public dollars.

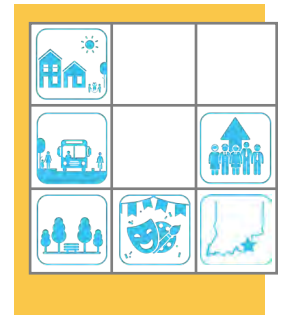
- Action: Review the NoCo Arts District Strategic Plan and identify the best courses of action to use public monies to encourage private development and add expand programming.



### GOAL 3: Increase Access to Parks, Recreation, Open Space, and Trails

*Ensure that all residents of Jeffersonville have local access to the City's Parks, Open Spaces, and Recreation Programming*

Having a place to recreate, particularly outdoors, is an essential public service the City provides. Parks and public open spaces are highly important to maintaining the physical, social, economic, and environmental well-being of a community. As Jeffersonville continues to grow, it is important that the amount and placement of public spaces keep pace with that growth.



#### **Recommendation 3.1:** Expand parks programming throughout the City and create new parks in developing areas

The City of Jeffersonville is currently drafting a five-year plan for the park system. This plan aims to increase programming and amenities throughout the existing system and suggests the need for additional community parks in growing areas of northern Jeffersonville. Creating these needed open spaces for recreation will be critical for maintaining quality of life in these developing areas.

- Action: Implement the Parks and Recreation 5-year Master Plan.
- Action: Plan for the establishment new parks in Northern Jeffersonville.

#### **Recommendation 3.2:** Improve pedestrian access to existing parks

A handful of existing parks, including Vissing Park, Lottie Oglesby Park, and Chapel Lake Park, could be more impactful if they were better connected to the local community via the sidewalk and trail network. Improving connections would provide more equitable access to our park spaces especially for those who have mobility issues or do not own personal vehicles.

- Action: Evaluate the accessibility of City parks and open spaces, paying particular attention to sidewalk infrastructure and ADA accessibility.

#### **Recommendation 3.3:** Preserve buffers and open spaces and utilize them for trails and recreation

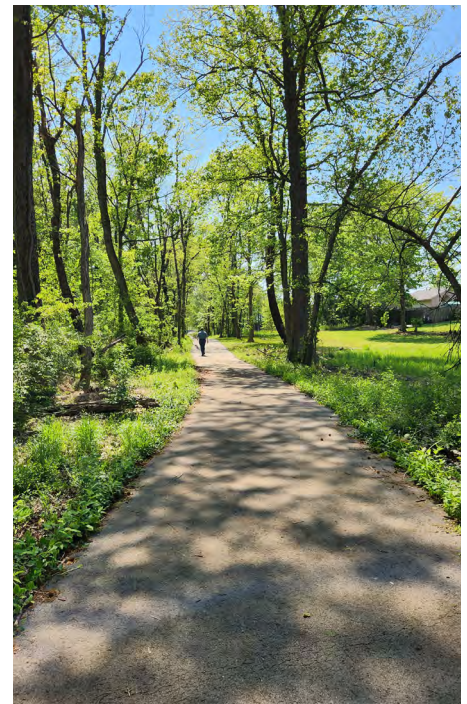
Natural buffers can be used to ensure that incompatible uses are separated from other developments. They can also be used to preserve and protect environmentally-sensitive areas such as creeks, streams, sinkholes, or steep terrain. These areas may not be buildable but could provide an opportunity for natural trails for hiking and walking.

- Action: Explore avenues to incentivize developers to place defined trails and paths in buffer areas when development occurs.
- Action: Evaluate stream corridors, open spaces, utility easements, and other buffer areas in order to explore creation of a recreational trail network in the City.

#### **Recommendation 3.4:** Leverage private development for the provision of recreational amenities

As new development occurs, there may be ways to leverage private developers in the creation of recreational amenities for the City. These may include direct provision of amenities, dedication of land, or impact fees.

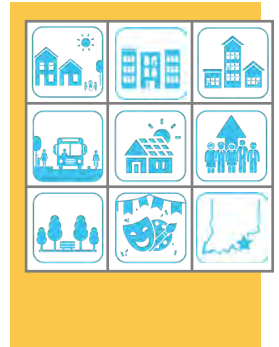
- Action: Evaluate and enact appropriate policy.



## GOAL 4: Support and Expand Educational Opportunities for All

*Ensure that all residents of Jeffersonville have ample opportunities to access education*

Investments in the education of a community's residents has a significant return-on-investment as well as positive ramifications on the future of the community. A more educated city leads to greater prosperity for its residents, greater opportunities for socioeconomic mobility, and higher paying jobs. Ensuring that opportunities for positive self-growth in the form of education are available to all citizens of Jeffersonville is paramount to continuing to build a prosperous community.



### **Recommendation 4.1:** Continue to collaborate with Greater Clark County School District

As Jeffersonville continues to grow and add more families, planning for the future of schools in the City will be a priority. The City should continue to collaborate and assist the School District to ensure the placement or movement of schools meet both City and School District goals.

- Action: Hold periodic meetings with School District officials to discuss future plans and areas of possible collaboration.

### **Recommendation 4.2:** Work with River Ridge to expand educational opportunities in Jeffersonville

The River Ridge Commerce Center has plans for an educational center on its campus. When complete this center will provide adult education programming as well as daycare services for workers in River Ridge, both of which are needed services in the community. In addition, the River Ridge Gateway area could be an excellent place for locating post-secondary educational opportunities within Jeffersonville - especially those geared toward technical careers within the Commerce Center.

- Action: Encourage expansion of the River Ridge Educational Center.
- Action: Ensure post-secondary educational facilities are allowed uses within any development proposal or master plan for the Gateway Area.

### **Recommendation 4.3:** Encourage professional, personal, and social development programs for citizens of all ages

Leverage City resources including Parks and City building spaces to assist in expanding programs aimed at improving the livelihoods of residents in Jeffersonville.

- Action: Identify spaces that can be used for classes and activities and remove barriers to use for volunteer partners.
- Action: Identify educational needs of the community, including business development, life skills programs, and home purchasing and renovation classes, and market these spaces to volunteer organizations.





## GOAL 5: Build Neighborhoods that Create Community and Support Diversity

*Ensure that new and existing neighborhoods function to bring people together*

As new subdivisions are created and infill developments bring additional housing to existing neighborhoods, it is important to encourage a sense of community between residents. An important aspect of building a vibrant, strong community is diversity of people. In a development sense, this means ensuring that people of different housing needs and desires are able to find a home in a given neighborhood.



**Recommendation 5.1:** Draft a comprehensive housing study for Jeffersonville including regional trends where possible.

Jeffersonville's recent population increases necessitate taking a closer look at the state of housing in the City. Ensuring that the City has enough housing, at various price points and housing types, is critically important to support decisions about continued growth and enhancing its quality of life.

- Action: Assess Jeffersonville's housing stock and needs in a holistic manner, paying particular attention to how the City stands regionally.

**Recommendation 5.2:** Encourage a broad mix of housing options and price points.

The creation of housing that is available to people of various means and desires is necessary to developing a healthy community. Developments that provide a mix of housing types throughout the City should be welcomed and promoted.

- Action: Review the City policies to remove barriers to developing varied housing types around the City.

**Recommendation 5.3:** Create additional neighborhood centers through redevelopment of key sites.

Development of nodes where a mixture of uses can thrive can revive nearby businesses and neighborhoods. While these types of nodal development require careful planning to ensure they are completed in a thoughtful manner, they can have transformative effects.

- Action: Identify key sites for redevelopment and consider how they can be integrated into existing neighborhoods to create a mixed-use node.
- Action: Review the Unified Development Ordinance and amend where necessary to ensure facilitation of mixed-use development in these areas.

**Recommendation 5.4:** Support placemaking projects that invigorate existing neighborhoods.

Various neighborhoods and commercial centers around the City need revitalization. Placemaking projects could help bring attention and needed vitality to these spaces.

- Action: Partner with local businesses, community organizations, and neighborhood leaders to initiate placemaking projects at needed locations around the City.

**Recommendation 5.5:** Support and enhance the urban tree canopy.

A healthy tree canopy contributes much to the urban environment, making our communities cleaner, cooler, healthier, and more attractive. The City should invest in enhancing the existing community forest for these added benefits.

- Action: Conduct a community tree assessment to better understand the needs of Jeffersonville's urban forest.
- Action: Engage in tree planting activities to continually replenish the urban tree canopy.



### **Recommendation 5.6:** Encourage neighborhood leadership.

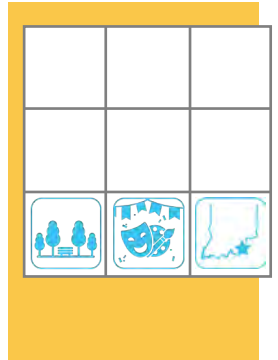
Neighborhood associations provide residents with the opportunity to meet, assist, and organize with their neighbors. These organizations can have a direct impact on the livelihood of their neighborhood through advocacy and effort. The City should encourage the formation of these organizations and assist where appropriate.

- Action: Continue to support the Jeffersonville Neighborhood Leadership Alliance and encourage more neighborhood leadership.

## **GOAL 6:** Collaborate with Regional Partners

*Work regionally to enhance Jeffersonville's quality of life*

Growth and development does not happen in a bubble and its effects do not have borders. Engaging with our neighboring municipalities and organizations can ensure that efforts are not duplicated or are in opposition to one another. Partnerships are key to growing all of the Southern Indiana/Louisville area and Jeffersonville should work to encourage greater cooperation to improve the entire region.



### **Recommendation 6.1:** Continue working with partner agencies to promote tourism.

There are numerous destinations in the region that attract people to come to Southern Indiana. Working to improve the image of the area and attracting people and businesses to visit is an effort that requires collaboration. Partnering with neighboring communities and tourism agencies can help to market Jeffersonville to interested visitors.

- Action: Continue to work with neighboring municipalities and tourism agencies, such as SoIN, to promote Jeffersonville and the Greater Southern Indiana area.

### **Recommendation 6.2:** Support regional projects that contribute to quality of life.

Large projects can be transformative to an entire region. Typically, these projects cross municipal and other civic boundaries and require significant investment. Through partnerships, the burden of these projects can be spread out and be marketed to a larger audience. Jeffersonville should work with partners to support such significant projects, even if they do not directly impact the City.

- Action: Provide written or other in-kind support for local projects which significantly impact our community.



# Mini-Plans

In order to set planning objectives that are appropriate for the unique neighborhoods and subsections that comprise our community, the Planning Department has determined a set of 11 distinct Planning Districts within the City of Jeffersonville. Each of these Districts is a collection of existing neighborhoods, subdivisions, and commercial and industrial developments that are spatially connected and share similar characteristics. These characteristics may include age of development, street patterns, and types of uses present. The map on the following page shows the outlines of each district over an aerial image of the City.

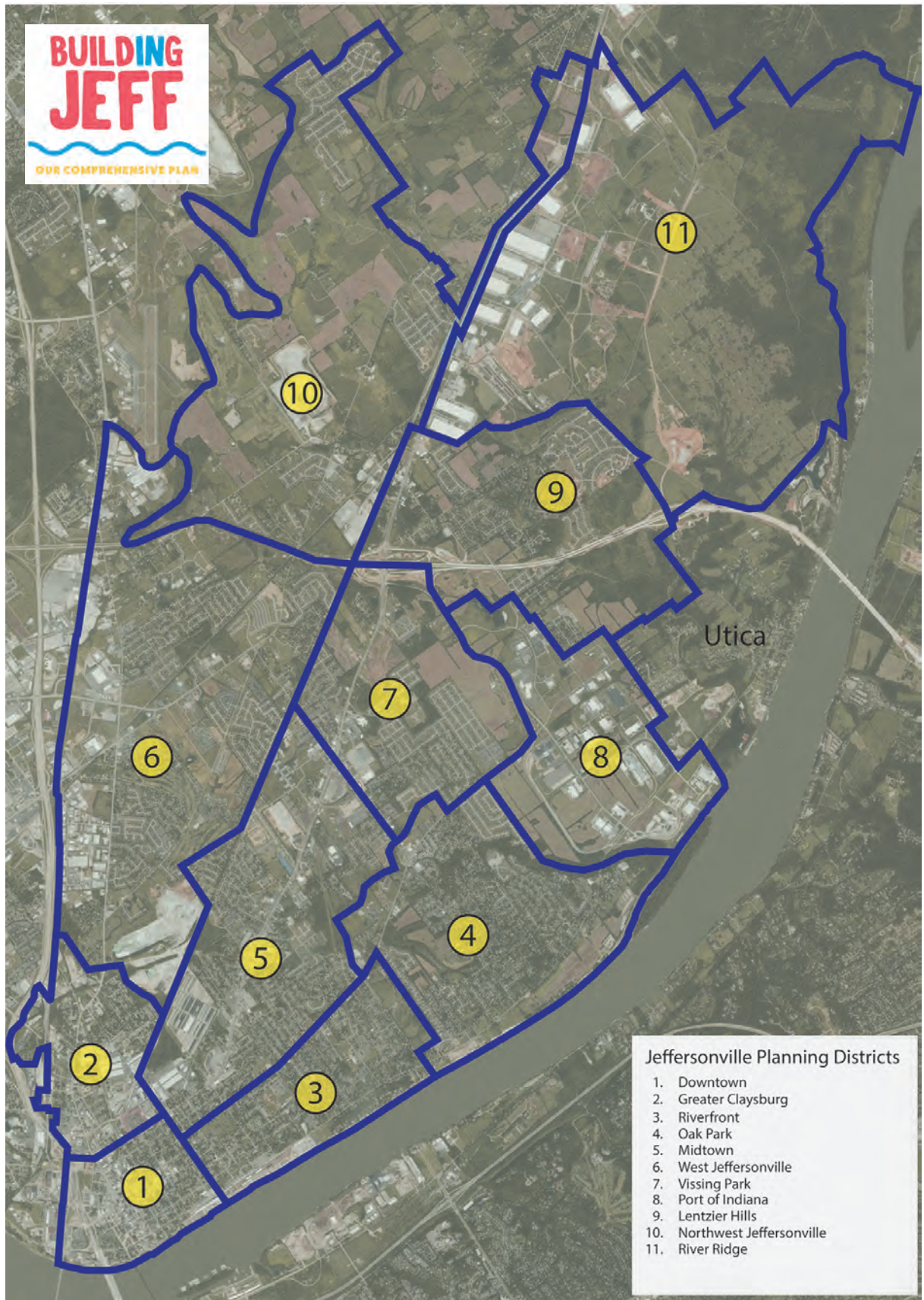
This section creates a “mini-plan” for each of the 11 Planning Districts. These Mini-plans provide a more in-depth look at the various goals and recommendations specific to these areas. The plans are meant to function as a high level view of potential opportunities and needs within each area and act as a guide for local property owners, prospective buyers, Councilpersons, and others to what may be expected on a local level in the next 10-15 years.

Each of these mini-plans includes a map of the District complete with icons that represent the approximate locations of various goals, recommendations, and plans outlined in previous sections of this document as they pertain to the district. The maps also contain shaded and outlined areas which show areas of potential growth, redevelopment, and investment. Opposite the map is a list of detailed land use goals for the Planning District and a key to the icons shown on the map.





# Jeffersonville Planning Districts Map







## Planning District 1 Downtown



# Planning District 1 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the Downtown Planning District:

- Provide for a mix of high-density, high-intensity commercial, residential, and civic uses
- Highly limit auto-centric uses such as auto sales, repair shops, and drive-thru businesses
- Support historic preservation and adaptive reuse of existing historic structures
- Encourage infill development and redevelopment that enhances the historic character of the neighborhood and fosters a lively pedestrian environment, especially in NoCo and the Court Avenue corridor
- Minimize parking lots, blank walls, fences, and other features that do not contribute to a pedestrian-friendly atmosphere
- Incentivize development to enhance and build upon the NoCo arts district's aesthetic by including public art and architectural design features that are reflective of the District

## Transportation and Mobility

- A** Update and Implement Spring Street Master Plan.
- B** Develop a streetscape plan for Court Avenue and implement improvements.
- C** Make Multi-Modal Improvements to Market Street in tandem with redevelopment of Jeffboat
- D** Design and implement bicycle improvements to 8th Street
- E** Improve the Ohio River Greenway and extend it through the Jeffboat site.
- F** Identify and implement sidewalk improvements to Penn St. following redevelopment of Jeff Boat and/or the Census site

## Economic Development

- A** Implement the Jeffboat Master Plan.
- B** Support the goals and objectives of the NoCo Arts District Master Plan

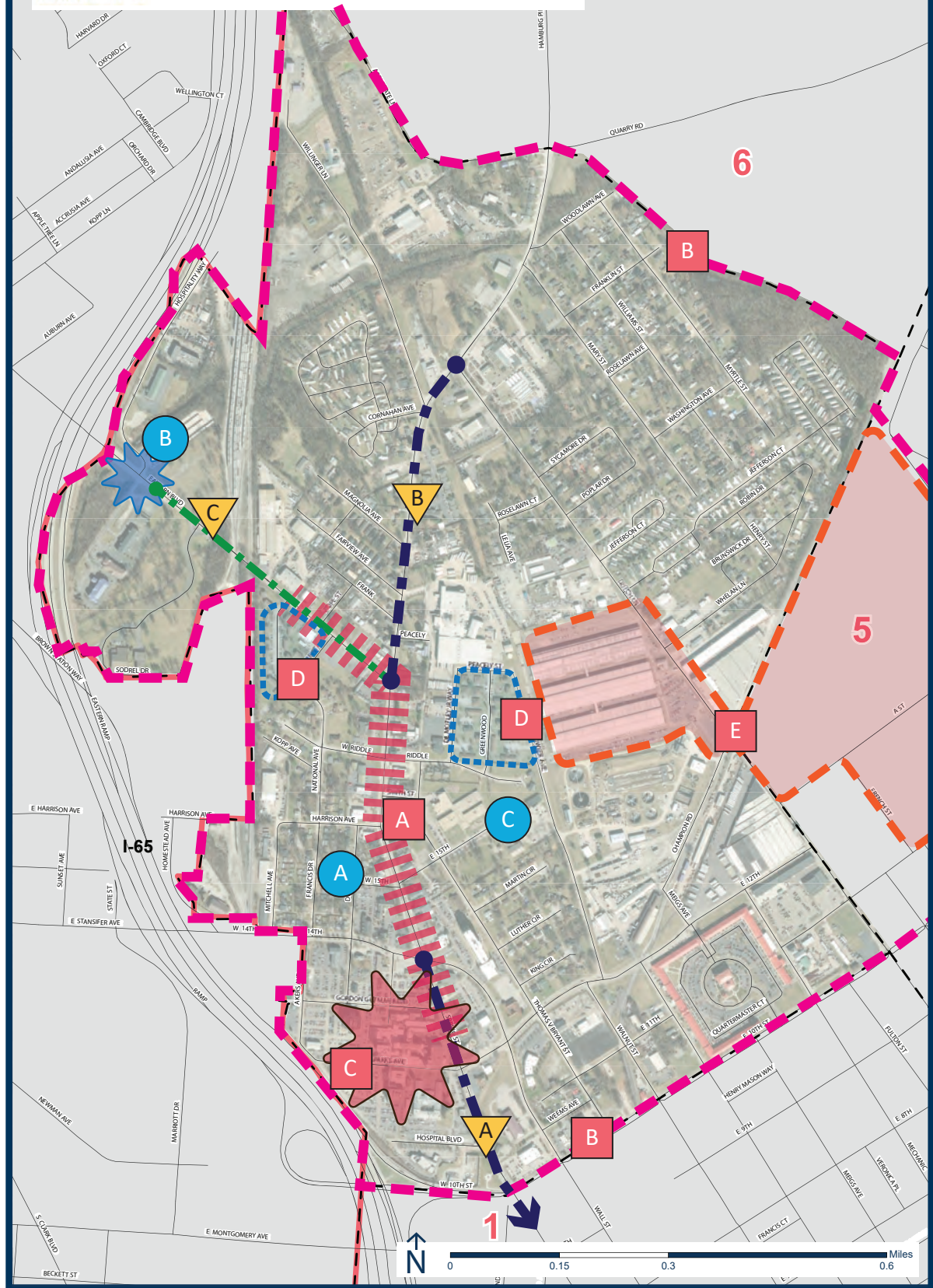
## Quality of Life

- A** Advance historic preservation in the Downtown Area
- B** Create Civic Gateway at Court Aveune and I-65
- C** Reinvest in the Riverstage
- D** Expand development and programming in the NoCo Arts District





## Planning District 2 Greater Claysburg



# Planning District 2 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the Greater Claysburg Planning District:

- Encourage infill development including housing, neighborhood-serving commercial, and medical facilities, that enhance the local neighborhoods
- Orient new developments toward the street with minimal setbacks and parking located to the side and rear of the building
- Promote pedestrian-friendly building design along Spring Street and Eastern Boulevard
- Incentivize clean-up, beautification, and appropriate screening of industrial and automotive uses within the neighborhood
- Work with the Housing Authority to improve public housing and promote a mix of incomes within any redevelopment
- Consider ways to reduce the impact of large parking lots within this District through redevelopment, parking reductions, and beautification that enhances the district

## Transportation and Mobility

- A** Update and Implement Spring Street Master Plan.
- B** Improve Spring Street from Eastern Blvd. to Dutch Lane.
- C** Design and construct sidewalks along Eastern Blvd.

## Economic Development

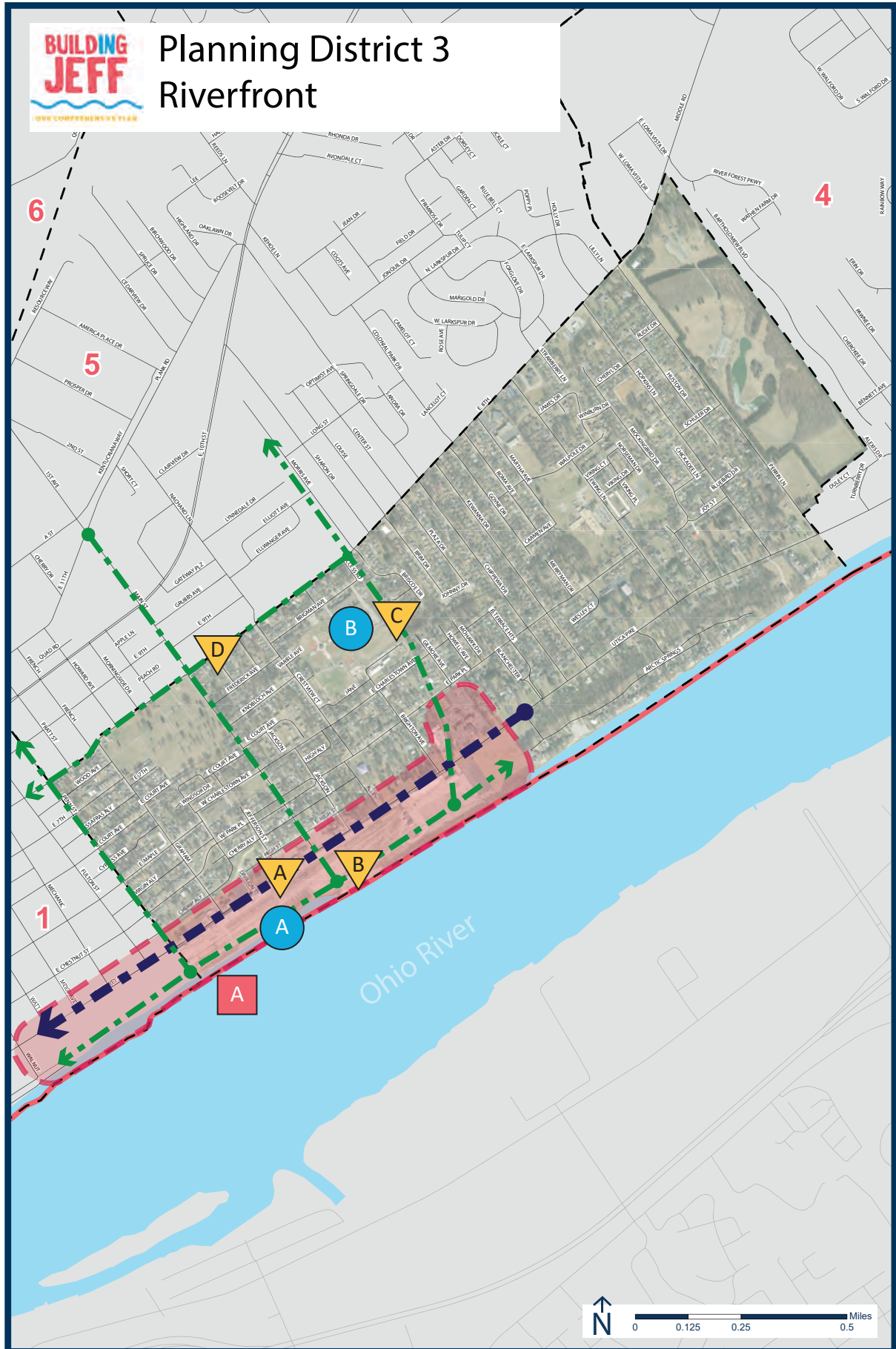
- A** Support revitalization along Spring Street and Eastern Boulevard.
- B** Create a plan to incentivize redevelopment and community-led improvements within the Greater Claysburg neighborhood.
- C** Partner with Clark Memorial Hospital to draft a plan for future additions and aesthetic enhancements to the Hospital Campus.
- D** Partner with Jeffersonville Housing Authority to revitalize and replace aging public housing.
- E** Create a master plan for the U.S. Census site.

## Quality of Life

- A** Preserve historic sites and landmarks within the Claysburg Neighborhood
- B** Create a civic gateway at Eastern Boulevard and I-65.
- C** Utilize Envision Center, and Ken Ellis Center for professional, personal, and social development programs.



## Planning District 3 Riverfront





# Planning District 3 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the Riverfront Planning District:

- Support small-scale residential infill development throughout the District
- Promote neighborhood-friendly development and densification along 8th Street and Market Street corridors and ensure that new development is pedestrian-friendly with minimal setbacks and parking located to the side and rear of buildings
- Support historic preservation and adaptive reuse of existing historic structures
- Ensure that any new developments or building additions within existing residential neighborhoods are appropriate in elements such as scale, form, and setbacks
- Preserve and maintain the unique development pattern along Utica Pike
- Support goals and objectives of the Jeffboat redevelopment

## Transportation and Mobility

- A** Make Multi-Modal Improvements to Market Street in tandem with redevelopment of Jeffboat
- B** Extend the Ohio River Greenway through Jeffboat site.
- C** Convert the Jeffboat rail spur into a greenway with multi-use trail.
- D** Design and implement bicycle improvements to 8th Street

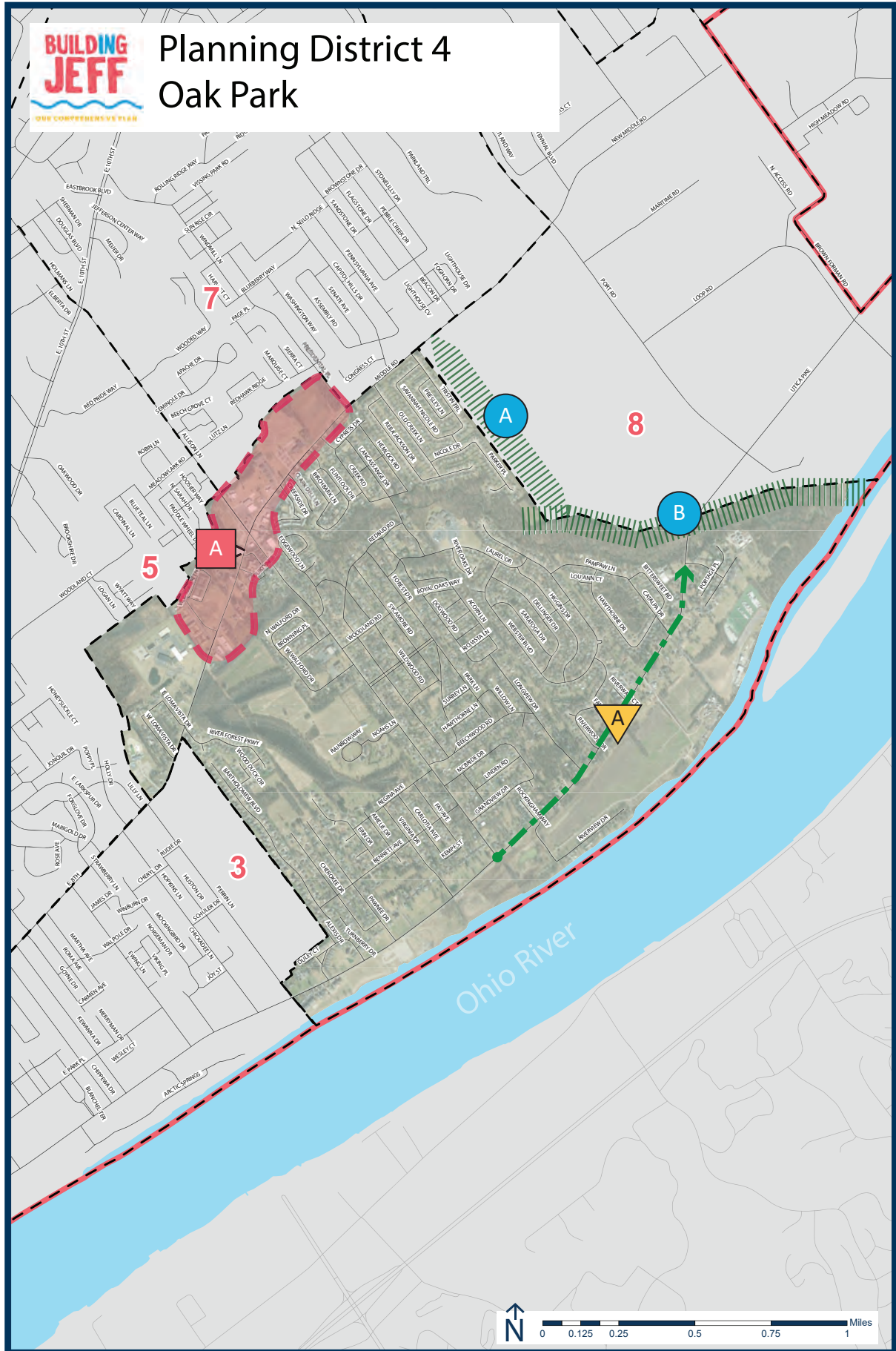
## Economic Development

- A** Implement the Jeffboat Master Plan.

## Quality of Life

- A** Celebrate Jeffersonville's shipbuilding history as part of the redevelopment of Jeffboat
- B** Coordinate with Greater Clark Schools on the rehabilitation or replacement of Parkview Middle School.

## Planning District 4 Oak Park



# Planning District 4 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the Oak Park Planning District:

- Support small-scale residential infill where sensible
- Promote development and redevelopment near the Allison Lane and Middle Road intersection that helps create a neighborhood center. Redevelopment should consist of a mix of smaller-scale, neighborhood-serving commercial and medium-density residential that is oriented toward the street and encourages pedestrianism. Parking should be oriented to the rear or sides of buildings
- Ensure that any new developments or building additions within existing residential neighborhoods are appropriate in elements including scale, form, and setbacks
- Preserve and maintain the unique development pattern along Utica Pike

## Transportation and Mobility

- A** Install sidewalks from Allison Lane to 6-mile Lane

## Economic Development

- A** Develop a strategy for reinvestment around Allison Lane and Middle Road.

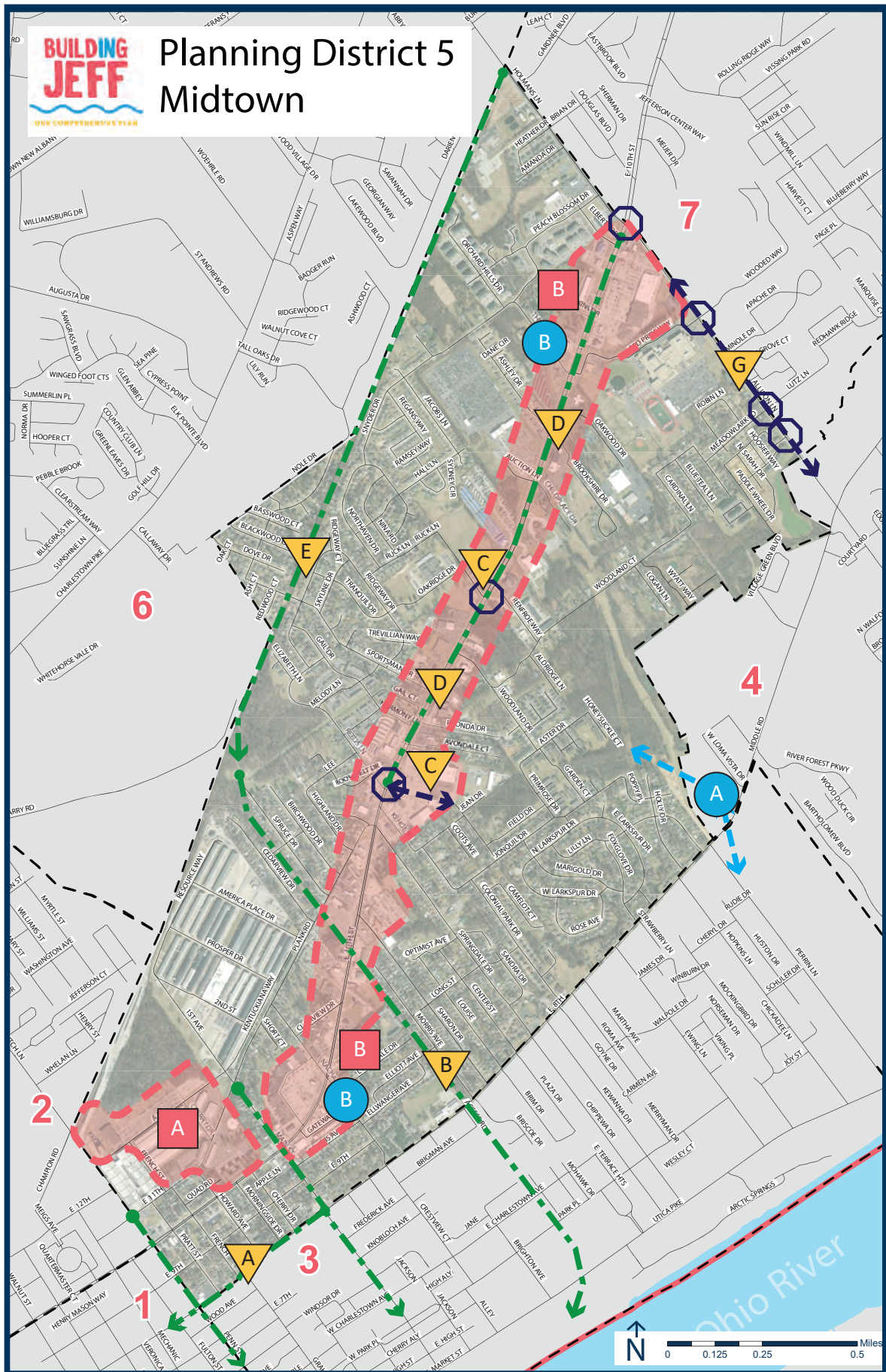
## Quality of Life

- A** Preserve a buffer between existing neighborhoods and any new buildings in the Port.
- B** Evaluate Lancassange Creek corridor in order to preserve open space and create recreational trails





## Planning District 5 Midtown



# Planning District 5 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the Midtown Planning District:

- Promote redevelopment, adaptive reuse, and infill development along 10th Street
- Support the creation of higher-density, pedestrian-oriented developments along the corridor including pocket neighborhoods and town centers. Larger developments should consider opportunities for the creation of public spaces such as plazas, squares, or mini-parks
- Promote mixed-residential development along the Jeffboat rail spur that may take advantage of the potential for access to Downtown and the River afforded by the spur
- Ensure intentional transitions between higher intensity uses along 10th Street and adjacent single-family neighborhoods. Transitions may be made through changes in building scale, increased setbacks for taller buildings, and landscaping enhancements.
- Provide a broad mix of housing types and price-points to ensure a diversity of residents
- Require new developments to install sidewalks where existing sidewalk connections to local neighborhoods are missing

## Transportation and Mobility

- A** Make bicycle improvements to 8th Street.
- B** Convert the Jeffboat rail spur to greenway with multi-use trail.
- C** Improve connectivity across 10th Street such as connecting Reeds Lane to Kehoe Lane with new development and realign the Renfroe Way and Oakridge Drive intersection into one crossing.
- D** Make pedestrian, bicycle, and bus stop improvements along 10th Street.
- E** Determine the feasibility of acquisition of CSX Rail corridor for multi-use trail.
- F** Make multi-modal trail connections to Poppy Park, Aquatic Center, and Perrin Park.
- G** Make intersection improvements on Allison Lane to enhance traffic flow between 8th and 10th Streets.

## Economic Development

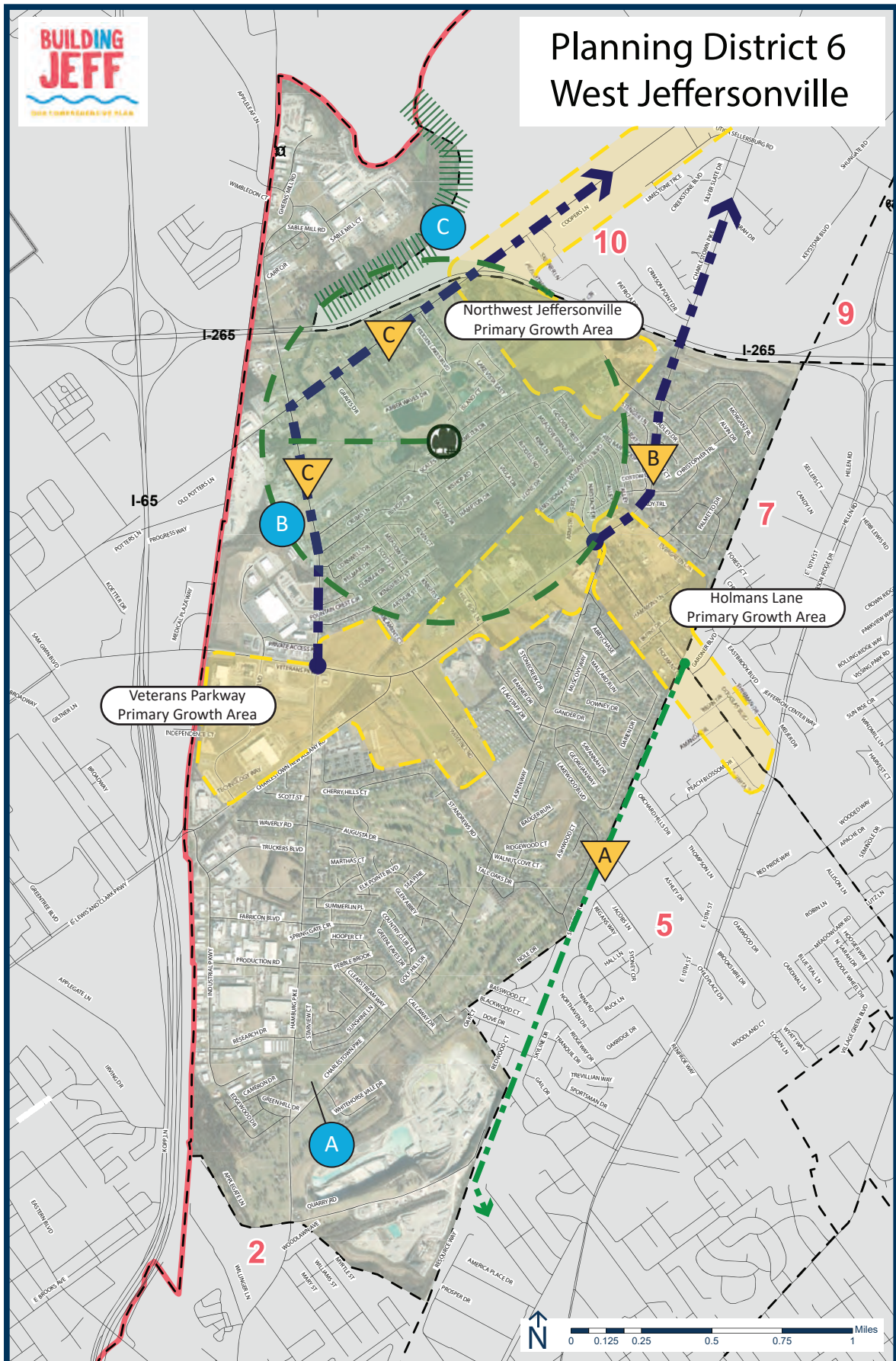
- A** Create a master plan for the U.S. Census site.
- B** Implement activities of the 10th St. Strategic Investment Plan

## Quality of Life

- A** Improve neighborhood access to existing parks
- B** Create additional neighborhood centers through redevelopment of key sites along 10th Street.



# Planning District 6 West Jeffersonville





# Planning District 6 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the West Jeffersonville Planning District:

- Support mixed-residential and commercial development at Jeffersonville Town Center and adjacent parcels around the Hamburg Pike and Veterans Parkway intersection
- Promote neighborhood-friendly development and densification along Veterans Parkway, Hamburg Pike and Woehrle Road corridors
- Support infill development and redevelopment elsewhere where sensible. Uses and development standards should align with adjacent, similarly-zoned parcels to the greatest extent possible
- Support industrial development where established along Hamburg Pike. Consider changes to zoning north of I-265 that allow for further industrial development
- Ensure that any new developments or building additions within existing residential neighborhoods are appropriate in elements such as scale, form, and setbacks;
- Reserve open space within new developments for recreational uses which serve local residents. Open spaces should be well connected to the street network to ensure public use

## Transportation and Mobility

- A** Determine the feasibility of acquisition of CSX Rail corridor for multi-use trail.
- B** Widen and improve Charlestown Pike corridor.
- C** Develop a plan for improvement of the Hamburg Pike and Coopers Lane corridors.

## Economic Development

There are no specific economic development goals in this District.

## Quality of Life

- A** Coordinate with Greater Clark Schools on closure of Jefferson Elementary.
- B** Determine an appropriate location for a neighborhood park in this area.
- C** Evaluate Lick Run corridor in order to preserve open space and create recreational trails



# Planning District 7 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the Vissing Park Planning District:

- Promote commercial and higher-density residential development along 10th Street and Allison Lane corridors
- Encourage mixed-use, walkable adaptations of Jefferson Ridge and Jeffersonville Commons as buildout continues
- Create intentional transitions between higher intensity uses along 10th Street and Allison Lane and adjacent single-family neighborhoods. Transitions may be made through changes in elements such as building scale, increased setbacks for taller buildings, and landscaping enhancements;
- Ensure that any new developments or building additions within or next to existing residential neighborhoods are appropriate in elements such as scale, form, and setbacks

## Transportation and Mobility

- A** Identify improvements that are needed along Allison Lane and implement necessary projects.
- B** Work with the Port of Indiana to improve the Port Road and Middle Road Intersection

## Economic Development

- A** Implement activities of the 10th St. Strategic Investment Plan
- B** Develop a strategy for reinvestment around Allison Lane and Middle Road.

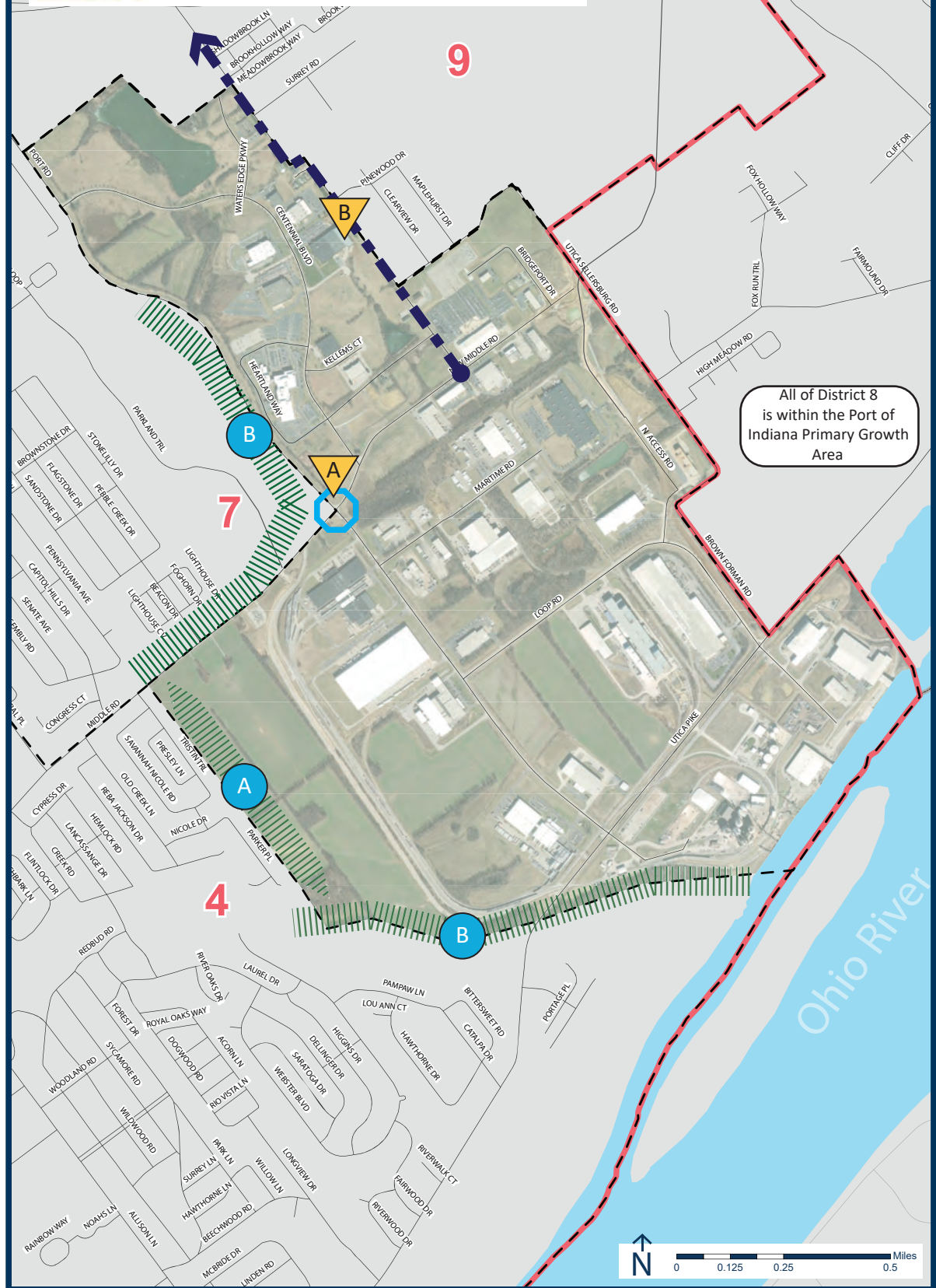
## Quality of Life

- A** Improve pedestrian access to Vissing Park from adjacent neighborhoods.
- B** Evaluate Lancassange Creek corridor in order to preserve open space and create recreational trails





## Planning District 8 Port of Indiana



# Planning District 8 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the Port of Indiana Planning District:

- Support the buildout of the Port of Indiana and the adjacent Northport industrial business park while maintaining an adequate buffer between industrial development and adjacent single-family neighborhoods
- The land on the far north end of the district could potentially be converted to some form of mixed-residential development as industrial development may not make sense due to poor accessibility to Port Road

## Transportation and Mobility

- A** Work with the Port of Indiana to improve the Port Road and Middle Road Intersection
- B** Create and implement a plan for Utica-Sellersburg Road that identifies and prioritizes sidewalk, bike, and road improvements.

## Economic Development

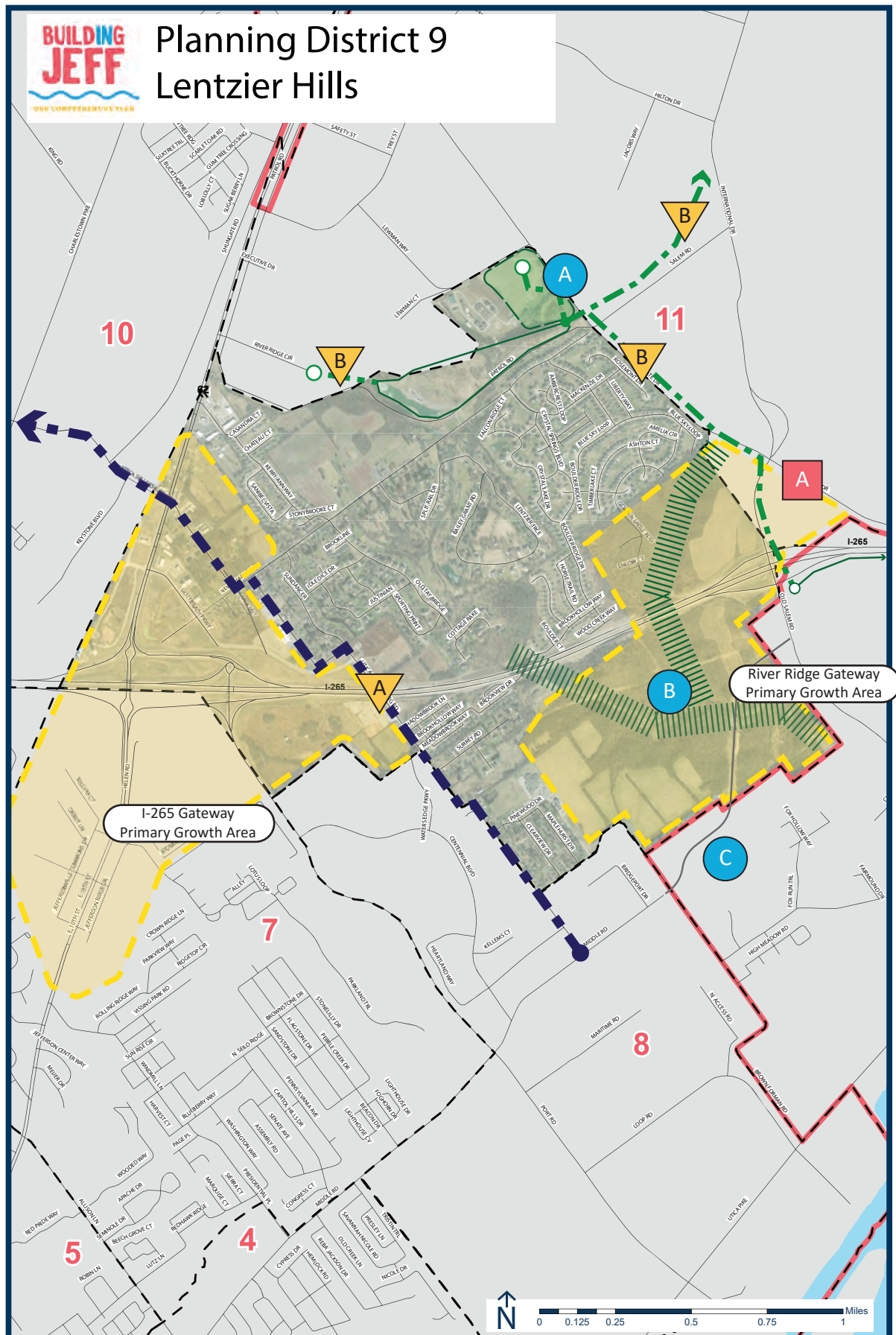
- A** Support the build-out of the Port of Indiana and adjacent industrial parks.

## Quality of Life

- A** Preserve a buffer between existing neighborhoods and any new buildings in the Port.
- B** Evaluate Lancassange Creek corridor in order to preserve open space and create recreational trails



## Planning District 9 Lentzier Hills







# Planning District 9 Goals/Plans/Objectives

## Land Use


The following land use goals are established for the Lentzier Hills Planning District:

- Focus new development around the I-265 and Highway 62 interchange as well as the intersection of I-265 and International Drive (Exit 11) interchange. New development should be a mix of commercial and residential in order to promote a broad mix of retail and service uses, medical offices, and restaurants. Commercial development should be tailored to a growing population of residents in this area and Planning Area 10 to the North
- Create intentional transitions between higher intensity uses along primary road corridors and adjacent single-family neighborhoods. Transitions may be made through changes in elements such as building scale, increased setbacks for taller buildings, and landscaping enhancements
- Ensure that any new homes or building additions within existing residential neighborhoods are appropriate in elements such as scale, form, and setbacks
- Preserve and protect existing stream corridors from development. Utilize green corridors along these creeks for recreational use where possible



## Transportation and Mobility

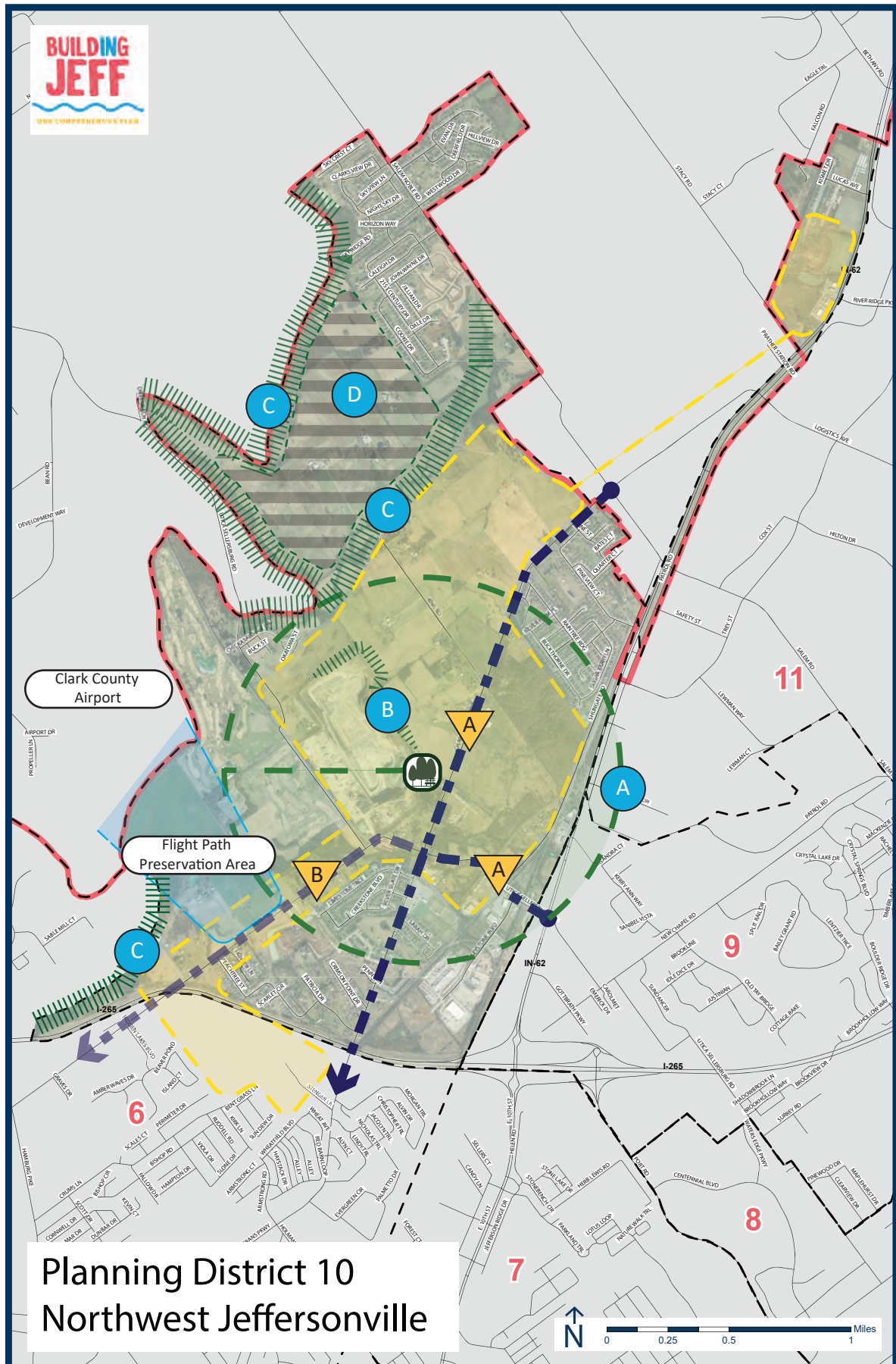
-  Create and implement a plan for Utica-Sellersburg Road that identifies and prioritizes sidewalk, bike, and road improvements.
-  Connect Chapel Lake Park to the East End Bridge Trailhead and River Ridge.

## Economic Development

-  Work with River Ridge to plan and develop the River Ridge Gateway

## Quality of Life

-  Expand park system by completing Phase II of Chapel Lake Park.
-  Evaluate Lentzier Creek corridor in order to preserve open space and create recreational trails



## Planning District 10 Northwest Jeffersonville

# Planning District 10 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the Northwest Jeffersonville Planning District:

- Promote new residential growth and development in this District. With few exceptions, where non-residential uses already exist such as those on Keystone Boulevard, growth and development should be of a residential nature. Single-family development is preferable to larger-scale apartment communities due to a lack of high-capacity road infrastructure
- Encourage diversity in housing prices
- Allow higher intensity development and densification only where immediately adjacent to Utica-Sellersburg Road, Charlestown Pike, and Highway 62. This development should be balanced with lower-density development further away from the main roads
- Require new subdivisions to provide stub streets to adjacent undeveloped parcels for street grid connectivity. Encourage creation of more “through streets” to better disperse traffic
- Reserve open space within new developments for recreational uses which serve local residents. Open spaces should be well connected to the street network to ensure public use
- Utilize utility corridors and drainages to connect existing and future neighborhoods with recreational trails
- Protect floodplain areas along Silver Creek and Pleasant Run from development. Utilize green corridors along these creeks for recreational use
- Maintain appropriate buffers around the active quarry in this district

## Transportation and Mobility

- A Complete planned Charlestown Pike and Utica-Sellersburg Road improvements
- B Plan for and Improve Coopers Lane.

## Economic Development

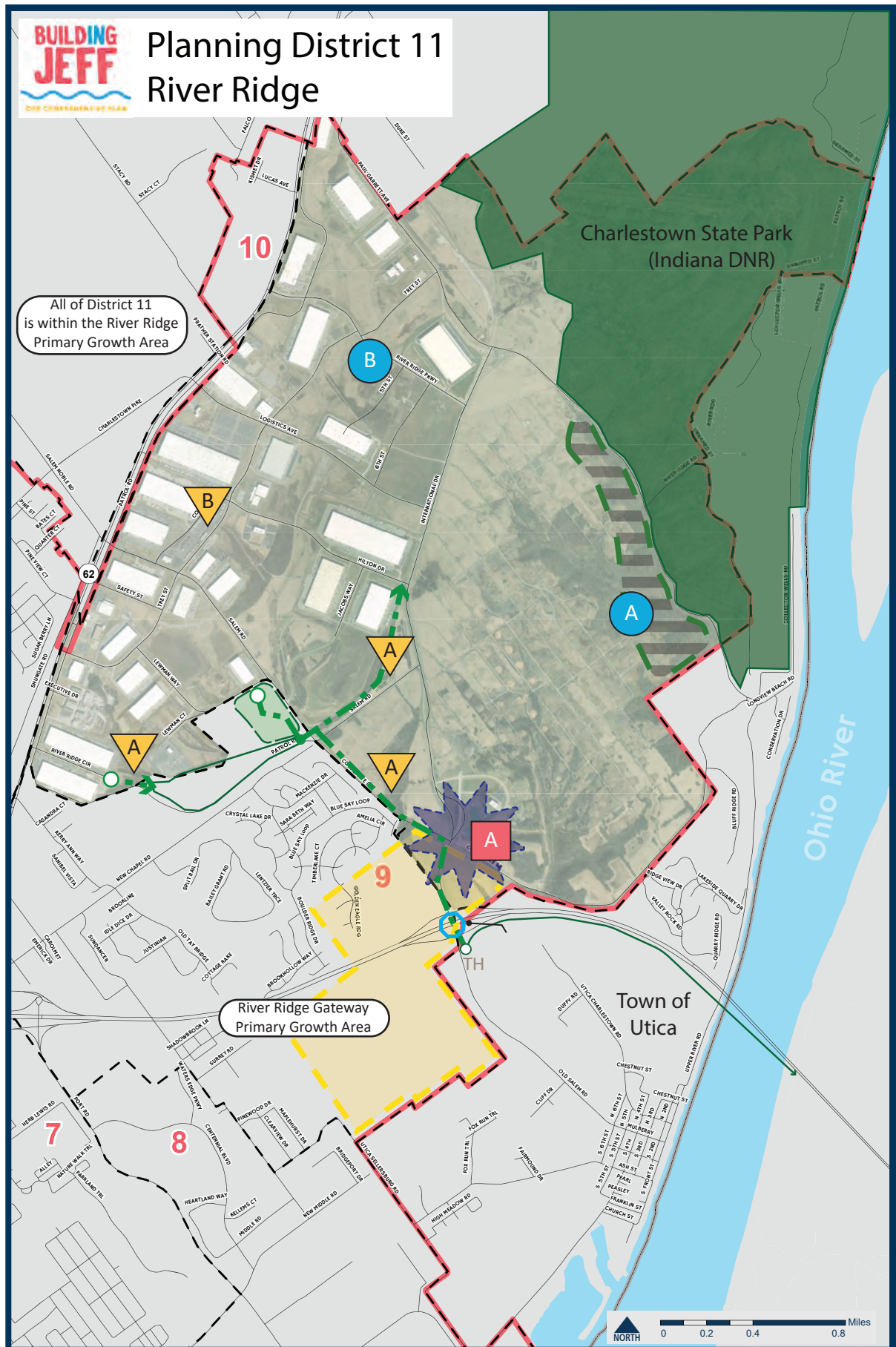
There are no specific economic development goals in this District.

## Quality of Life

- A Determine an appropriate location for a neighborhood park in this area.
- B Preserve buffer between active quarry and any new development.
- C Preserve and protect existing stream corridors and floodplains while considering the potential for recreational trails.
- D Evaluate Creek corridor(s) in order to preserve open space and create recreational trails



# Planning District 11 River Ridge



# Planning District 11 Goals/Plans/Objectives

## Land Use

The following land use goals are established for the River Ridge Planning District:

- Continue to work with River Ridge to ensure build-out of the industrial park in a sustainable manner that benefits the City through employment opportunities
- Encourage development of a mixed-use gateway area at the I-265 and International Drive interchange

## Transportation and Mobility

- A** Connect Chapel Lake Park to the East End Bridge Trailhead and River Ridge.
- B** Work with River Ridge and TARC to increase access and frequency of bus service to River Ridge

## Economic Development

- A** Work with River Ridge to plan and develop the River Ridge Gateway

## Quality of Life

- A** Preserve buffer along Battle Creek and scenic Paul Garrett Ave. while determining the feasibility of trail systems that connect to River Ridge and or Charlestown State Park.
- B** Support and enhance educational opportunities on the River Ridge campus.

# Project Implementation Matrix

The next several pages are a guide to implementation of this Comprehensive Plan. The matrix includes all the goals, recommendations, and actions set forth earlier in the document along with some ideas about priority, timeframe for implementation, cost, project lead(s) and project partners for each action. The following is a key to abbreviations and symbols that appear within the matrix.

## Priority & Timeframe

- AN: As needed - action that may happen from time to time  
IP: In progress - action is underway or has been budgeted for  
OG: Ongoing - action that is continuous in nature  
WD: With development - action that is dependent upon a specific development project occurring

## Project Cost

- \$ Action with minimal or no cost - perhaps only staff time  
\$\$ Action with a minor cost  
\$\$\$ Action with a moderately large cost  
\$\$\$\$ Action with significantly large costs





## Jeffersonville Comprehensive Plan Implementation Matrix

Land Use							
Goal	Recommendation	Action	Priority	Timeframe	Cost	Champion/Lead	Partners
Goal 1: Context Sensitive Growth	1.1: Enable and Educate Decision Makers	Provide training options for members of the Plan Commission and Board of Zoning Appeals.	OG	OG	\$	Planning	APA-Indiana
	1.2: Discourage Inconsistent Development	Utilize the specific land use objectives set out for each of the Planning Districts to guide development.	OG	OG	\$	Planning	
	1.3: Update Unified Development Ordinance as Needed	Review and update the Unified Development ordinance regularly.	OG	OG	\$	Planning	
Goal 2: Environmentally Sensitive Areas	2.1: Develop regulations that help preserve sensitive open spaces and, where possible, develop them into recreational amenities	Determine appropriate regulatory mechanisms and update the Unified Development Ordinance accordingly.	1	1-2 years	\$\$	Planning	
Goal 3: Mixed Uses and Neighborhood Centers	3.1: Remove Barriers to Mixed-Use Development	Review and amend the UDO to encourage mixed-use developments.	1	1-2 years	\$	Planning	
	3.2: Allow and Incentivize Shared Parking	Review and amend the UDO to allow and incentivize shared parking.	1	1-2 years	\$	Planning	
	3.3: Support Mixed-Use, Neighborhood-Enhancing Redevelopment in Priority Areas such as Jeffboat, the Census Bureau site, and 10th Street.	Support master planning efforts for target areas.	AN	AN	\$\$	Planning, Economic Development	
Goal 4: Support River Ridge and the Port of Indiana	4.1 Ensure city regulations do not hinder responsible growth in these economic growth areas.	Review and, if necessary, amend the UDO to ensure continued growth of River Ridge and the Port.	1	OG	\$	Planning	River Ridge, Port of Indiana
Transportation and Mobility							
Goal	Recommendation	Action	Priority	Timeframe	Cost	Champion/Lead	Partners
Goal 1: Downtown Streets	1.1: Reconstruct Spring Street from Riverside Drive to 14th Street	Update the 2016 Spring Street Master Plan as necessary for changing conditions along the corridor and fully implement the streetscape improvements.	1	1-2 years	\$\$\$\$	Planning, Engineering	
	1.2: Improve Court Avenue	Develop streetscape plan and implement the improvements	2	2-3 years	\$\$\$ - \$\$\$\$	Planning, Engineering	Redevelopment
	1.3: Make Multi-Modal Improvements to Market Street in tandem with redevelopment of Jeffboat	Identify and implement needed bike and pedestrian improvements on Market Street between Downtown and the Jeffboat rail spur.	WD	WD	\$\$\$ - \$\$\$\$	Planning, Engineering	Developer of JB
	1.4 Make Bicycle improvements to 8th Street	Design and implement needed bike improvements on 8th Street between Spring Street and the Jeffboat rail spur.	2	2-3 years	\$\$	Planning, Engineering	
	1.5: Improve Penn Street and Main Street Sidewalks	Identify and implement needed sidewalk and bicycle improvements on Penn Street and Dutch Lane as well as Main Street between Market Street and 12th Street.	WD	WD	\$\$	Planning, Engineering	
	1.6: Improve and Extend the Ohio River Greenway	Complete design and construction of the off road segment between the City limits and I-65.	1	1-2 years	\$\$	Planning, Engineering	
		Identify and implement the most appropriate on-road bicycle facilities between the City limits and Jeffboat.	WD	WD	\$\$	Planning, Engineering	
		Work with the developer of Jeffboat to extend the greenway through the site and create on-road facilities along Market Street.	WD	WD	\$\$\$	Planning, Engineering	Developer of JB
Goal 2: Established Corridors	2.1: Implement a Plan for 10th Street Pedestrian and Bicycle Improvements	Make Sidewalk improvements on 10th Street from Reeds Lane to Allison Lane	2	2-3 years	\$\$	Planning, Engineering	
		Assess demand for bicycle facilities on 10th Street and identify the ideal type of facility to implement to makes cycling safer and more efficient on this corridor.	3	5-10 years	\$\$\$	Planning, Engineering	
	2.2: Improve 10th Street Intersections	Implement improvements as projects occur.	WD	WD	\$\$\$	Planning, Engineering	
	2.3: Improve Spring Street from Eastern Boulevard to Dutch Lane	Identify needed improvements for vehicles, pedestrians, and cyclists along Spring Street from Eastern Boulevard to Dutch Lane and construct recommended improvements.	3	4-5 years	\$\$	Planning, Engineering	
	2.4: Construct Sidewalks on Eastern Boulevard	Design and construct sidewalks along Eastern Boulevard from Spring Street to I-65 and determine other aesthetic enhancements that could facilitate redevelopment.	2	2-3 years	\$\$	Planning, Engineering	
	2.5 Improve Allison Lane	Identify improvements that are needed and complete design and construction of necessary projects.	2	2-3 years	\$\$\$	Planning, Engineering	
	2.6: Plan for and Improve the Utica Pike Corridor	Install sidewalk from Allison Lane to 6-mile Lane.	1	1-2 years	\$\$	Engineering	
		Create a plan for Utica Pike and Market Street that identifies and priorities sidewalk, bicycle, and road improvements between Downtown and the City limits.	2	2-3 years	\$\$\$ - \$\$\$\$	Planning, Engineering	

# Jeffersonville Comprehensive Plan Implementation Matrix

## Transportation and Mobility

Goal	Recommendation	Action	Priority	Timeframe	Cost	Champion/Lead	Partners
Goal 3: New Growth Corridors	3.1: Widen Charlestown-Jeffersonville Pike	Complete construction of road improvements on Charlestown Pike from Holmans Lane to the City limits.	IP	1 year	\$\$\$\$	Engineering	
	3.2: Plan for and Improve Utica-Sellersburg Road	Create and implement a plan for Utica-Sellersburg Road that identifies and prioritizes sidewalk, bike, and road improvements.	2	2-4 years	\$\$\$-\$\$\$\$	Planning, Engineering	
	3.3 Plan for and Improve Coopers Lane and a portion of Hamburg Pike	Identify improvements on Coopers Lane and Hamburg Pike, which include improvements for future traffic volumes and pedestrian access.	3	4-5 years	\$\$\$-\$\$\$\$	Planning, Engineering	
	3.4 Improve the Port Road and Middle Road Intersection	Coordinate with the State of Indiana on traffic enhancements to the Port Road and Middle Road intersection.	3	4-5 years	\$\$\$-\$\$\$\$	Engineering	Port of Indiana
Goal 4: Multi-Modal Options	4.1 Enact a Complete Streets Policy	Create and adopt a Complete Streets policy for the City.	1	1-2 years	\$	Planning, Engineering	
	4.2 Convert Rails to Trails	Work with American Commercial Barge Lines to acquire the Jeffboat rail spur and convert it to a off street bike and pedestrian corridor.	WD	WD	\$\$\$	Redevelopment	Am. Commercial Barge Lines, Parks
		Determine feasibility of acquiring the CSX line.	2	3-4 years	\$\$	Planning, Engineering	Redevelopment
	4.3 Connect East End Bridge to neighborhoods, parks, and River Ridge	Work with River Ridge to extend bicycle access to the Gateway development site and up to Chapel Lake Park.	2	3-4 years	\$\$\$	Planning, Engineering	River Ridge, Parks
		Determine feasibility of other extensions of this network for continued quality of life and transportation improvements.	2	3-4 years	\$\$-\$\$\$	Planning, Engineering	River Ridge, Parks
	4.4 Expand TARC Service	Work with River Ridge and TARC to increase access and frequency of bus service to River Ridge.	1	1-2 years	\$\$	Planning, Redevelopment	TARC, River Ridge
		Work with TARC and neighboring communities to reestablish TARC service between the three communities.	2	2-4 years	\$\$	Planning, Redevelopment	TARC, Clarksville, New Albany

## Utilities and Public Services

Goal	Recommendation	Action	Priority	Timeframe	Cost	Champion/Lead	Partners
Goal 1: Coordinate Growth	1.1: Coordinate Proposed Development	Continue to include utility and service providers in the review process for applicable planning and zoning applications and require adequate service prior to developments being approved.	OG	OG	\$	Planning	
	1.2: Support Strategic Planning Efforts	Maintain relationships with utility providers and share and review planning documents.	OG	OG	\$	Planning, Engineering	
Goal 2: City Service Expansion	2.1: Assess the Space Needs of Various City Services	Complete space planning assessment.	IP	1 year	\$	Planning	All City Departments
		Conduct coordinated conversations with Department Heads and City Council to move implementation forward.	1	1-2 years	TBD	Finance	All City Departments
Goal 3: Sustainable Infrastructure and Development	3.1: Ensure City Utilities and Services are Provided in a Sustainable Manner	Work with city utility and service providers to identify and implement sustainability best practices that reduce the fiscal and environmental impact of these services.	OG	OG	\$	Planning	
		Identify and adopt minimum sustainability goals and thresholds for City-funded facilities and infrastructure projects.	2	2-4 years	\$-\$\$	Various departments	
	3.2: Support Sustainable Private Development	Incentivize infill development in areas where utilities, infrastructure, and services already exist.	OG	OG	\$-\$\$	Planning, Redevelopment	
		Work with the stormwater districts to identify and adopt minimum requirements for sustainable stormwater management practices for new development.	1	1-2 years	\$	Drainage	
	3.3: Pass Enabling Ordinances for Sustainable Tech	Create appropriate ordinances for electric car charging stations.	2	2-4 years	\$	Planning	
		Create a solar enabling ordinance for installation of solar power systems on public and private buildings and properties.	2	2-4 years	\$	Planning	

# Jeffersonville Comprehensive Plan Implementation Matrix

## Economic Development

Goal	Recommendation	Action	Priority	Timeframe	Cost	Champion/Lead	Partners
Goal 1: Redevelopment in Focus Areas	1.1: Support Revitalization of Court Avenue, Eastern Boulevard, and Spring Street	Incentivize restoration of existing buildings, adaptive reuse, and infill development in the corridors	OG	OG	\$-\$\$	Redevelopment	Planning
		Support multi-modal transportation improvement projects for these corridors	1-2	1-5 years	\$\$-\$\$\$\$	Redevelopment	Planning, Engineering
	1.2: Support the Goals and Objectives of the NoCo Arts District Master Plan.	Identify and secure sustainable funding sources for NoCo-related improvements.	OG	OG	\$-\$\$	Arts, Redevelopment	Planning, Engineering
		Attract and retain creative businesses by providing appropriate infrastructure and resources.	OG	OG	\$\$-\$\$\$	Engineering	Planning, Redevelopment
	1.3: Incentivize redevelopment and community-led improvements within the greater Claysburg neighborhood	Create a Strategic Investment Study for the Claysburg Neighborhood and Hospital District. If possible, work with Clark Memorial Hospital on a Campus Master Plan as part of this process.	1	2-3 years	\$\$	Planning	Redevelopment, Hospital
		Partner with Jeffersonville Housing Authority to improve or replace aging housing in the Claysburg Neighborhood.	2	3-5 years	\$\$	Redevelopment	Housing Authority
	1.4: Implement the Jeffboat Master Plan	Partner with ACBL and development partners to implement the plan.	1	2-7 years	\$\$-\$\$\$	Redevelopment	Planning, ACBL, Master Developer
	1.5: Determine a beneficial future for the Census Bureau Site	Determine the Census Bureau's plans for the site and collaborate to create a master plan for the area.	WD	WD	\$\$	Planning, Redevelopment	Census Bureau
	1.6: Implement the 10th Street Strategic Investment Plan	Determine the current status of the 10th Street Master Plan and plan the next steps toward implementation.	1	1-2 years	\$-\$\$	Planning, Redevelopment	
Goal 2: Economic Development in Commercial and Industrial Growth Areas	1.7: Develop a strategy for reinvestment around Allison Lane and Middle Road.	Create a master plan for this area and begin implementing that plan's recommendations.	2	2-5 years	\$-\$\$	Planning, Redevelopment	
	2.1: Support projects that enhance employment in the City	Continue to provide economic development support for projects that enhance the City's Job base and/or provide unique services or amenities to the City's residents.	OG	OG	\$-\$\$	Economic Development	
		Work with River Ridge to create an overlay district that better defines allowable uses and design standards for this critical gateway area.	2	2-5 years	\$-\$\$	Planning	
	2.2: Guide future development of River Ridge Gateway.	Provide project support to kick-start development projects in the area	AN	AN	\$-\$\$	Economic Development	

## Quality of Life

Goal	Recommendation	Action	Priority	Timeframe	Cost	Champion/Lead	Partners
Goal 1: Preserve Historic Resources	1.1: Preserve homes and buildings in the National Historic District	Explore the creation of incentive-based programs to support property owners to rehabilitate and preserve buildings and homes in this District.	2	2-4 years	\$\$	Historic District	Planning, Redevelopment
	1.2: Expand the Jeffersonville Historic District and its authority	Review the current boundaries of the Historic District and expand the District where appropriate. Ensure the Board has the tools to ensure that development is respectful to the District and positively contributes this area.	1	1-2 years	\$	Historic District	Planning
	1.3: Celebrate Jeffersonville's shipbuilding history as part of the redevelopment of the Jeffboat Site	Coordinate with Howard Steamboat Museum and master developer to determine the best course of action.	WD	WD	\$\$	Redevelopment, Howard Steamboat Museum	Planning, Master Developer
	1.4: Preserve Historic Sites and Landmarks Scattered Outside of Downtown	Identity and document the various historic resources in Jeffersonville and implement regulations to preserve them.	2	2-4 years	\$\$	Planning	Historic District, State of Indiana
Goal 2: Ensure Quality and Contextual Downtown Investment	2.1: Create Civic Gateways at Key Locations Downtown	Develop a plan to improve the look and feel of primary entries to the Downtown, particularly Court Avenue east of I-65, with roadway improvements, signage, and quality development.	2	2-4 years	\$\$-\$\$\$	Planning, Redevelopment	
	2.2: Reinvest in the Riverstage	Review the current status of the Riverstage and identify replacements or alternatives to it.	1	1-3 years	\$\$\$	Parks, Redevelopment	
	2.3: Expand development and programming in the NoCo Arts District	Review the NoCo Arts District Strategic Plan and identify the best courses of action to use public monies to encourage private development and add expand programming.	1	1-3 years	\$\$	Arts, Redevelopment	



# Jeffersonville Comprehensive Plan Implementation Matrix

Quality of Life							
Goal	Recommendation	Action	Priority	Timeframe	Cost	Champion/Lead	Partners
Goal 3: Increase Access to Parks, Recreation, Open Space, and Trails	3.1: Expand parks programming throughout the City and create new parks in developing areas	Implement the Parks and Recreation 5-year Master Plan	1	1-5 years	\$\$-\$\$\$	Parks	Planning
		Plan for the establishment new parks in Northern Jeffersonville.	2	1-5 years	\$\$\$	Parks	Planning
	3.2: Improve Pedestrian Access to Existing Parks	Evaluate the accessibility of City parks and open spaces, paying particular attention to sidewalk infrastructure and ADA accessibility.	1	1-3 years	\$\$	Parks, Planning	
	3.3: Preserve buffers and open spaces and utilize them for trails and recreation	Explore avenues to incentivize developers to place defined trails and paths in buffer areas when development occurs.	1	1-2 years	\$	Planning	
		Evaluate stream corridors, open spaces, utility easements, and other buffer areas and in order to explore creation of a recreational trail network in the City.	2	2-4 years	\$-\$\$	Planning, Parks	
	3.4 Leverage Private Development for the Provision of Recreational Amenities	Evaluate and enact appropriate policy.	1	1-2 years	\$	Planning	
Goal 4: Support and Expand Educational Opportunities for All	4.1: Continue to Collaborate with Greater Clark County School District	Hold periodic meetings with School District officials to discuss future plans and areas of possible collaboration.	OG	OG	\$	Planning	
	4.2: Work with River Ridge to Expand Educational Opportunities in Jeffersonville	Encourage expansion of the River Ridge Educational Center.	2	2-4 years	\$\$	Economic Development	River Ridge
		Ensure post-secondary educational facilities are allowed uses within any development proposal or master plan for the Gateway Area.	2	2-5 years	\$	Planning	River Ridge
	4.3: Encourage Professional, Personal, and Social Development Programs for Citizens of All Ages	Identify spaces that can be used for classes and activities and remove barriers to use for volunteer partners.	1	1-4 years	\$	Parks, Redevelopment	
		Identify educational needs of the community, including business development, life skills programs, and home purchasing and renovation classes, and market these spaces to volunteer organizations.	1	1-4 years	\$	Parks, Redevelopment	
Goal 5: Build Neighborhoods that Create Community and Support Diversity	5.1: Draft comprehensive housing study for Jeffersonville including regional trends where possible	Assess Jeffersonville's housing stock and needs in a holistic manner, paying particular attention to how the City stands regionally.	1	1-2 years	\$-\$\$	Planning	
	5.2: Encourage a broad mix of housing options and price points	Review the City policies to remove barriers to developing varied housing types around the City.	1	1-2 years	\$	Planning	
	5.3: Create Additional Neighborhood Centers Through Redevelopment of Key Sites	Identify key sites for redevelopment and consider how they can be integrated into existing neighborhoods to create a mixed-use nodes.	OG	OG	\$	Planning, Redevelopment	
		Review the Unified Development Ordinance and amend where necessary to ensure facilitation of mixed-use development in these areas	1	1-2 years	\$	Planning	
	5.4: Support placemaking projects that invigorate existing neighborhoods	Partner with local businesses, community organizations and neighborhood leaders to initiate placemaking projects at needed locations around the City	OG	OG	\$-\$\$	Planning	JLNA
	5.5: Support and enhance the urban tree canopy	Conduct a community tree assessment to better understand the needs of Jeffersonville's urban forest.	1	1-2 years	\$-\$\$	Planning	
		Engage in tree planting activities to continually replenish the urban tree canopy.	OG	OG	\$-\$\$	Planning	
	5.6: Encourage Neighborhood Leadership	Continue to support the Jeffersonville Neighborhood Leadership Alliance and encourage more neighborhood leadership	OG	OG	\$-\$\$	City Council	JLNA
Goal 6: Collaborate with Regional Partners	6.1: Continue Working with Partner Agencies to Promote Tourism	Continue to work with neighboring municipalities and tourism agencies, such as SoIN, to promote Jeffersonville and the Greater Southern Indiana area.	OG	OG	\$	Redevelopment	
	6.2: Support Regional Projects that Contribute to Quality of Life	Provide written or other in-kind support for local projects which significantly impact our community.	AN	AN	\$	City Council, Planning	

# Appendix A: Planning Districts

## City of Jeffersonville Planning Districts

The City of Jeffersonville was founded in 1802 along the banks of the Ohio River. As the City grew and developed, residential subdivisions, commercial centers, industrial parks, and institutional uses, such as churches, schools, and libraries, were added layer upon layer to form the City we see today. Following annexations in 2008, the City now contains over 34 square miles of land and houses over 50,000 people. While many areas of the City were rigidly planned, other parts grew organically along an expanding street network whenever land became available for development. While much of the City is fully developed, a large percentage of land within the City still remains forested or is used for agriculture.

Over the years, different theories of how land should be bought, sold, subdivided, and developed have shaped the City as well. This is most clearly illustrated in the difference between Downtown, with its regular, rectangular street grid containing a broad mix of uses, and subdivisions such as Crystal Springs, with its curvilinear street patterns lined exclusively with single family homes.

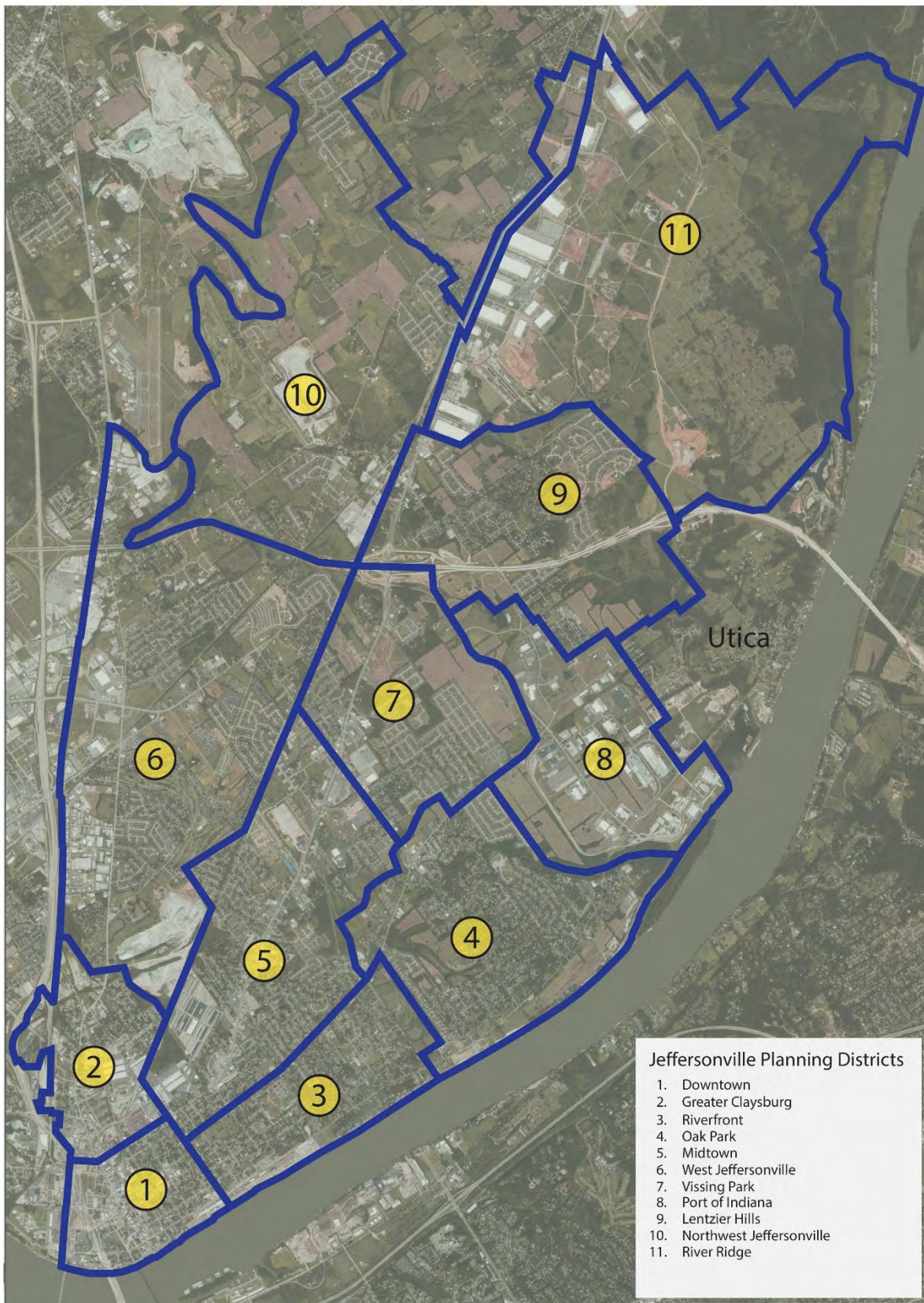
In order to better comprehend the City and set planning objectives that are appropriate for the unique neighborhoods and areas that comprise our community, the Planning Department has taken up a mapping exercise to determine a set of Planning Districts within the City of Jeffersonville. Each of these Districts is a collection of existing neighborhoods, subdivisions, and commercial and industrial developments that are spatially connected and share similar characteristics. These characteristics may include age of development, street patterns, and types of uses present.

In our analysis, we have identified and mapped 11 unique Planning Districts within the City. The map on the next page shows the outlines of each district over an aerial image of the City. The following pages document the boundaries and unique qualities of each of these planning districts individually. The individual descriptions also note subareas within many of these Districts that have special characteristics of their own as well as specific planning and development issues that are pertinent to each of the eleven Districts.





## Jeffersonville Planning Districts





## **Planning District 1: Downtown**

### **Description**

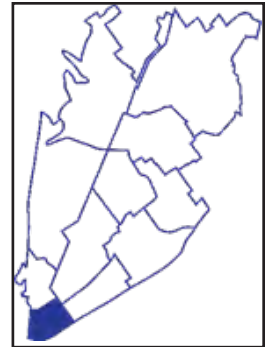
The City of Jeffersonville was established in 1802 along the banks of the Ohio River in what was then the Indiana Territory. While the original plan, laid out by Thomas Jefferson, was mostly abandoned, the existing street grid that defines Planning District 1 is a tribute to this early rational planning.

Today, Ward 1 serves as Jeffersonville's Downtown; its primary business, commercial, civic and entertainment district. At the heart of the district is Spring Street, Jeffersonville's "Historic Main Street" as well as Big Four Station at the base of the Big Four Bridge. These elements, along with RiverStage, Warder Park, Preservation Station, and the fledgling NoCo Arts and Cultural District, form the primary entertainment and cultural hub of the community.

The Downtown is also home to the Clark County Courthouse, a public library, a post office, and numerous other businesses that support and depend on these civic institutions. Much of this civic activity is focused on Court Avenue, the other primary street within District 1. It is also the location of several of the oldest church buildings and church congregations in the City. Notable additional uses in District 1 include the Pfau Industries complex, a portion of the former Jeff Boat Facility, the Bachman Auto Complex, and the North Shore office park located between I-65 and the Clark Memorial Bridge onramp.

### **Boundaries**

District 1 is bounded by the Ohio River to the South, Penn Street to the East, 10th Street to the North, and the City boundary with Clarksville on the West.



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## **Planning District 2: Greater Claysburg**

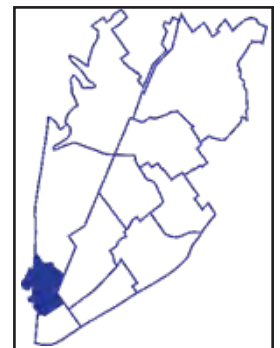
### **Description**

Planning District 2 contains the Historic Claysburg Neighborhood. This neighborhood, located along Spring Street south of Eastern Boulevard had remained an independent community until 1951 when, despite a lengthy legal battle led by local residents, the Town of Claysburg was annexed into the City of Jeffersonville. The community has a strong African-American history that dates to before the Civil War.

The Greater Claysburg Planning District contains this original neighborhood as well as other adjacent areas of the city north of 10th Street that were generally planned and developed prior to the 1950s. The area is defined by an incredibly broad mix of residential, commercial, industrial, and civic uses that have been pieced together over its long history. Unlike the Downtown, where a rigid grid of streets defines the community, this district is organized along a series of old roads and rail lines that once radiated out from the old city into the countryside.

### **Boundaries**

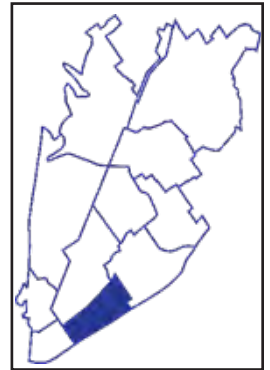
District 2 is bounded by 10th Street to the South and the City boundary with Clarksville on the West. The eastern boundary begins at the intersection of 10th Street and Dutch Lane and extends northward to the CSX rail tracks. The boundary follows the tracks to the edge of the Atkins Quarry where the boundary extends northward to Mill Creek. Mill Creek and one of its tributary streams forms the northern boundary of the District.



## **Planning District 3: Riverfront**

### **Description**

The City's early development was primarily focused on the Ohio River waterfront. As such, land along the River was highly sought after and the City began spreading up and downstream from the Center. Early in the City's history, a rival community called Port Fulton developed just upstream of Jeffersonville in conjunction with the Howard Shipyards. While the town was successful for many years, in 1925 the City of Jeffersonville managed to annex the community and merge the two cities into one. Growth continued along the riverfront and by 1964, the City had annexed areas up to today's Perrin Lane.



The Riverfront planning district consists primarily of single-family residential developments built on tree-lined streets between 1900 and 1960. The neighborhoods that constitute this district retain some semblance of a street grid, although it was not as rigidly planned as the Downtown. Interspersed within the residential neighborhoods are a few commercial establishments, primarily on 8th Street and East Market Street. Also within the District are a number of schools, churches, a cemetery, and a few small-scale rental communities. With the closure of the Jeffboat shipyards in early 2018, there is potential for revitalization and reinvention of over 90 acres of the Ohio Riverfront within this district.

### **Boundaries**

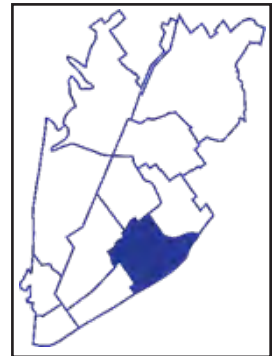
This district extends from 8th Avenue on the North to the Ohio River and from Penn Street on the West to Perrin Park and Perrin Lane on the East.

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## **Planning District 4: Oak Park**

### **Description**

Oak Park is a planned community dating from the 1950s. The neighborhood was planned as an idyllic refuge from the city with narrow curvilinear streets and small pocket parks. A town center had been planned at one time, but was never implemented. The Oak Park community remained part of unincorporated Clark County until annexation in 2008. As part of the annexation agreement, it still retains some local controls.



The Oak Park Planning District contains Oak Park proper, but also extends north and west adding a few adjacent subdivisions and other development near 8th Street that is more connected with Oak Park than other parts of the City. Generally the district is defined by a mid-century housing stock with a small commercial center at 8th Street and a loose street grid.

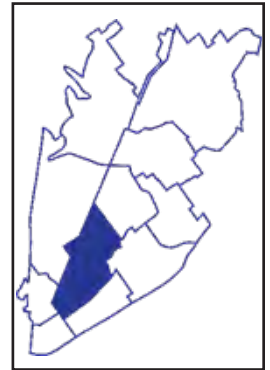
### **Boundaries**

The District is bounded by the Ohio River on the South while Perrin Lane and Perrin Park form the western edge of the district. From 8th Street and Perrin Lane, the boundary heads north along the Jeffersonville Flood Control levee, cuts behind the Indiana American Water Facility and over to Allison Brook Park. From there the northern border follows the Lancassange Creek east to Presidential Place before dropping south to Middle Road. The eastern edge of the District is defined by the eastern edge of the Fields of Lancassange subdivision where it meets the Port of Indiana and the Lancassange Creek.

## **Planning District 5: Midtown**

### **Description**

The Midtown District is defined by its location along the middle segment of 10th Street. This area has a long history that extends back the 1910s on the southern end of the District, but for the most part has been defined by the automobile age from the 1940s onward. This District contains much of the City's early suburban-style commercial development including the City's first strip malls. As new development has occurred along 10th Street to the North and East, some of this early commercial development has fallen into decline and is in need of redevelopment. The City hopes to reverse this trend through creative reinvestment strategies laid out in the recent 10th Street Strategic Investment Plan.



### **Boundaries**

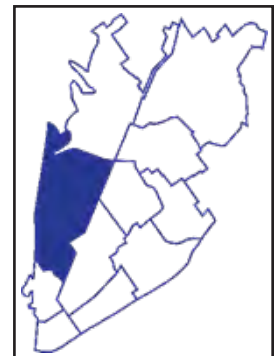
The district extends along 10th Street from the intersection of Penn Street & Dutch Lane to Allison Lane & Holmans Lane. The CSX Rail line generally forms the northern border with the exception of the portion of Northaven Subdivision that extends north of the tracks. The southern border is formed primarily by 8th Street and the Lancassange Creek.

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## **Planning District 6: West Jeffersonville**

### **Description**

The West Jeffersonville Planning District is primarily organized along Hamburg Pike, Charlestown Pike, and Veterans Parkway. This area has been developed almost entirely after 1970 and continues to be developed today. The western third of the District between Hamburg Pike and the City of Clarksville is characterized by suburban industrial parks and large retail centers. With the exception of a number of schools, churches, and small businesses located along Veterans Parkway, the remainder of the District is primarily residential in nature. Residential developments within the District vary in terms of size, density and housing type.



### **Boundaries**

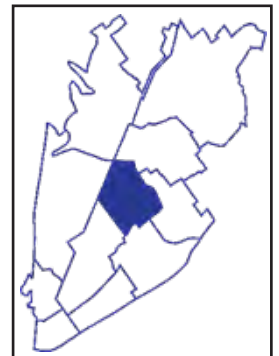
The District is bounded by Clarksville on the West, the Mill Creek and Atkins Quarry to the South and the CSX Rail line to the West (minus the northern third of the Northaven Subdivision). The northern boundary is formed by I-265, Lick Run and the Silver Creek.

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## **Planning District 7: Vissing Park**

### **Description**

This residential and commercial District is centered on Vissing Park and contains some of the City's newest development along 10th Street. With a few exceptions, development in this District has occurred since the 1980s. The development pattern here is one of loosely connected subdivisions that feed onto the commercial arterials. The last remaining large agricultural parcel in this District is now being developed as Ellingsworth Commons, a residential subdivision with a broad mix of house and lot sizes and a network of green spaces that connects to Vissing Park.



### **Boundaries**

The Vissing Park Planning District is bounded by the intersection of Allison Lane & Holmans Lane on the west, the CSX Rail line to the North, I-265 and Port Road to the East. Middle Road and a portion of the Lancassange Creek form the southern border.



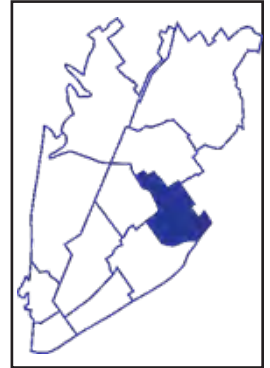
## **Planning District 8: Port of Indiana**

### Description

This Planning District is one of Jeffersonville's primary industrial areas, much of which is owned by the Port of Indiana.

### Boundaries

This District is bounded by the Oak Park and Vissing Park neighborhoods to the West, the Ohio River to the South and the Town of Utica to the East. The northern border is generally along Utica Sellersburg Road, diverting westward to meet Port Road just south of I-265 where some privately held agricultural land still exists between the port and the freeway.

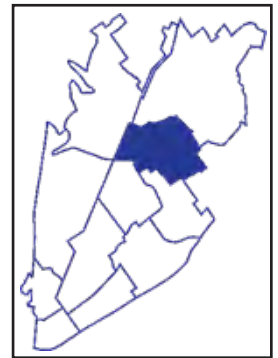


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## **Planning District 9: Lentzier Hills**

### Description

This District is comprised of residential developments set among the rolling hills above Lentzier Creek as well as a growing commercial center near the intersection of I-265 and 10th Street/ Highway 62. This District was primarily developed as part of Clark County before annexation in 2008. The subdivisions here are loosely connected by small rural roads that feed onto Highway 62 via Utica Sellersburg Road or southward to the Port of Indiana and Utica also via Utica Sellersburg Road. Having been bounded to the North and East by the former Indiana Army Ammunition Plant, there are no connections from this neighborhood to the North and East.



### Boundaries

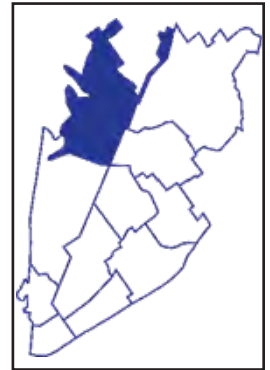
The Lentzier Hills Planning District has a very complex boundary that includes the CSX Rail line, I-265, Port Road, Utica Sellersburg Road, The Town of Utica, and the boundary of the River Ridge Commerce Center. Much of the future Chapel Lake Park site that has been donated to the City by River Ridge has been added to this District as it will be accessed off New Chapel Road across from Crystal Springs.

## **Planning District 10: Northwest Jeffersonville**

### **Description**

This Planning District is defined by its mostly rural, agricultural character. While annexed to the City of Jeffersonville in 2008, much of this area remains undeveloped. The topography here is one of rolling hills that slope down to the Silver Creek on the western border of Jeffersonville. The Pleasant Run, a tributary to Silver Creek, is another significant feature of this District.

Developed properties in this District are mostly residential, although HAMW materials owns a large, active, limestone quarry in the center of the District and there are a few light industrial properties in the southern corner of the District near the railroad.



Unlike the other Districts, which are rather compact in form, this district contains a long finger of land along the Highway 62 corridor that connects the main part of the District to the Stacy Springs area. While Stacy Springs is somewhat removed from the rest of the District, it does not fit within the River Ridge Planning District as it is not under the authority of the River Ridge Development Authority. Planning Staff anticipates that as future development occurs, additional annexations may one day connect Stacy Springs to the rest of Northwest Jeffersonville (especially if the planned commerce connector project moves forward).

### **Boundaries**

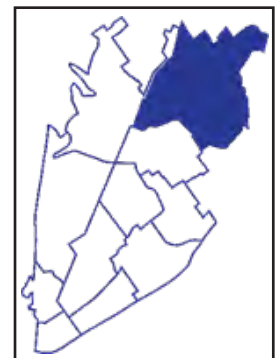
The boundaries of this District are formed by the City boundary to the North and West, Highway 62 and the CSX rail line to the East, and I-265 and Lick Run to the South.

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## **Planning District 11: River Ridge**

### **Description**

All land in this District was formerly part of the Indiana Army Ammunition Plant and is now being redeveloped by the River Ridge Development Authority as an industrial, logistics, and commerce center. Currently, this vast property is being subdivided into large privately owned lots set among a loose grid of wide industrial-standard streets. A future phase, near the newly-created freeway exit at the intersection of Old Salem Road & International Drive, is slated to become an office-research campus and an accessory commercial center.



### **Boundaries**

The boundaries of this District are defined by the boundaries of the former Indiana Army Ammunition Plant much of which is also the City's boundary. Highway 62 forms the boundary between River Ridge and Northwest Jeffersonville.