

# JACOBSVILLE

AUGUST 2013

## REDEVELOPMENT AREA PLAN

Evansville, Indiana







"Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody."

*Jane Jacobs, The Death and Life of Great American Cities*

# Acknowledgements

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## Jacobsville Area Community Corporation

Rev. Joseph Easley, Central Un. Methodist Church, President  
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Tom Coe, HOPE of Evansville, Inc.

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Karen Ragland, School Board Representative  
Department of Metropolitan Development

## Special Thanks:

To stakeholders, business owners, property owners, residents for participating in the planning & design process. The input and feedback added great value for the results presented in this document.

## Consultant Team

MKSK  
LSL Planning  
America’s Engineers

# Table of Contents

<b>CHAPTER 1:</b> <b>INTRODUCTION</b>	Background	8
	Public Process	12
	Vision & Goals	13
	History	14

CHAPTER 2:

NEIGHBORHOOD ANALYSIS

Market Understanding Highlights

Existing Conditions Images

Pedestrian Shed/Walkability

Connectivity

Green/Open Spaces, Vacant Sites and Potential Edge Enhancements

Parking

Economic Development Districts

Historic Sites

Existing Land Uses

Zoning

Existing Infrastructure Framework

Soil Contamination & Remediation

Transportation

16

19

20

21

22

23

24

25

26

27

28

29

30

<b>CHAPTER 3:</b> <b>NEIGHBORHOOD MASTER PLAN</b>	Understanding	33
	Sustainable Guiding Principles	34
	Big Ideas Overview	35
	Framework	36
	Big Ideas Strategies & Actions	43
	Overview Design Standards	62

<b>CHAPTER 4:</b> <b>IMPLEMENTATION FRAMEWORK</b>	Implementation Framework	64
	Action Plan Matrix	65
	Funding/Financing	67

<b>CHAPTER 5:</b> <b>APPENDIX</b>	Zoning Ordinance Technical Review	70
	Transportation	72
	Additional Housing Best Practices	73



Chapter 1

# INTRODUCTION



# INTRODUCTION

## Background

### Where is Jacobsville?

The Jacobsville neighborhood is located within the City of Evansville in Southwestern Indiana. Evansville is located along the Ohio River and is Indiana’s third largest city.

The Jacobsville neighborhood is located just north of Downtown Evansville, Indiana. Although close to Downtown, the neighborhood is separated by the elevated Lloyd Expressway, which acts as a physical and perceptual barrier to create a direct, working connection to Downtown.

Once thriving as a working class neighborhood that valued its manufacturing companies to provide jobs and economic well being, the Jacobsville neighborhood is going through redevelopment initiatives, specifically with the closing of key businesses and the lasting environmental impacts of these companies.

For the purposes of this document and in the context of the Study Area is an area defined by West Lloyd Expressway from the south to the Michigan Street to the north and from 1st Avenue on the west to Main Street on the east.

### What does the southern Jacobsville area need

Being a north-central neighborhood and home to many life long residents and thriving businesses,

### Southern Jacobsville needs...

...**job opportunities** for the residents.

...**mixed-use development** as a complement to downtown.

...**safe and walkable neighborhoods.**

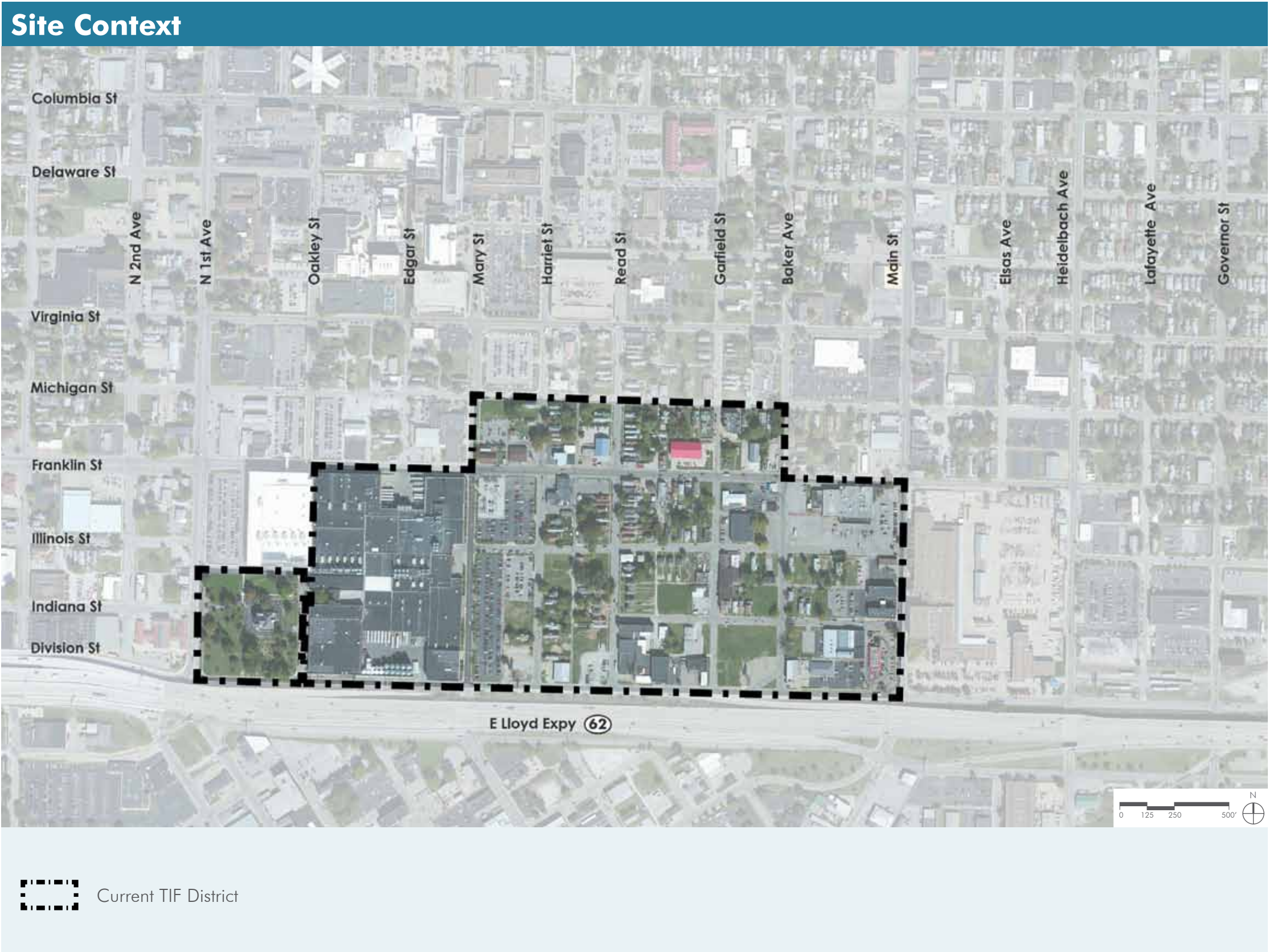
...**diversity of housing choices.**





# INTRODUCTION

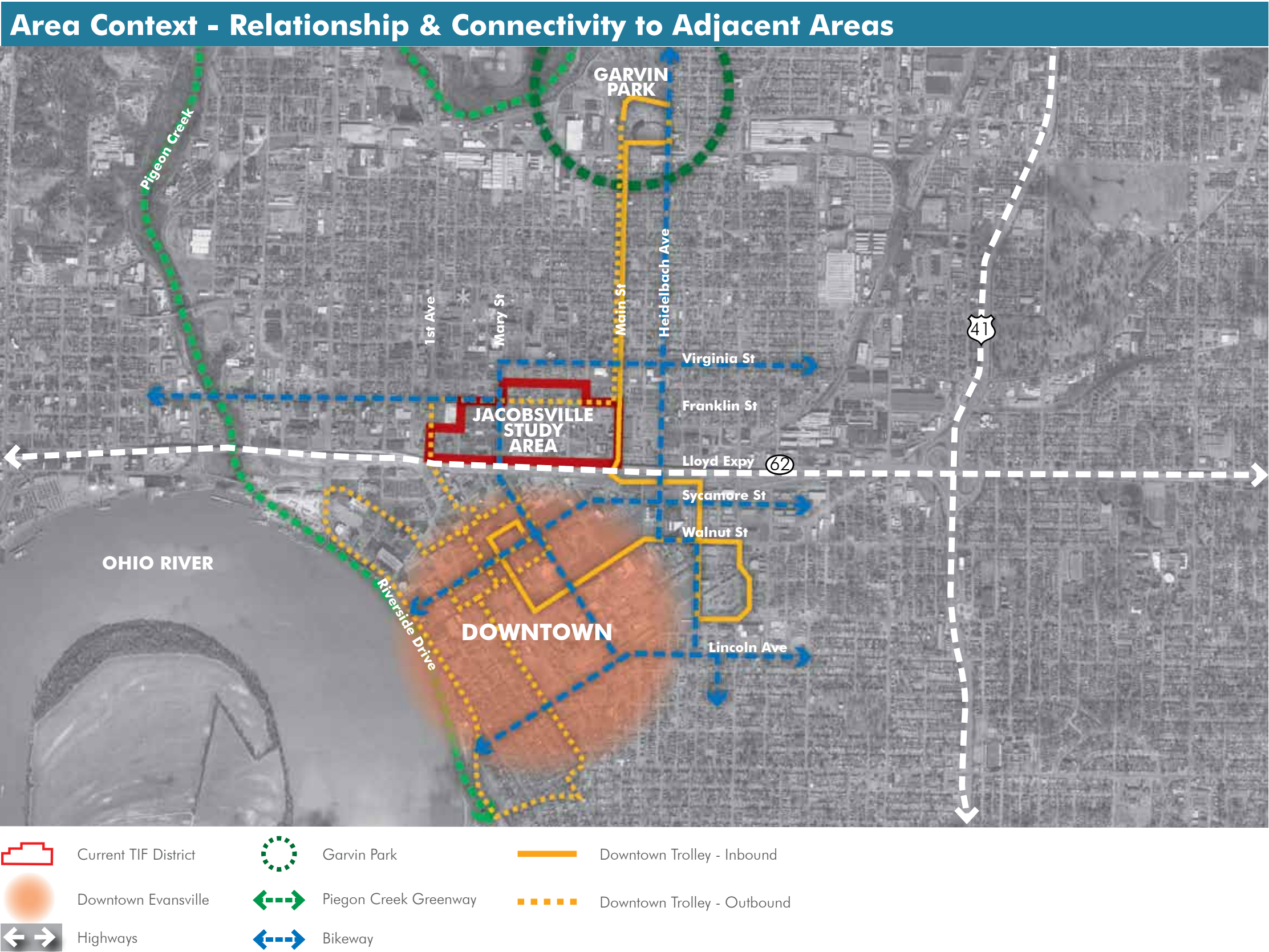
## Background





# INTRODUCTION

## Background



# INTRODUCTION

## Background

### Why Redevelopment Area Plan

This Redevelopment Area Plan builds on the prior initiatives and takes into account on-going and future planned developments to create a unified vision for the Jacobsville study area.

### How to Use the Plan

The Redevelopment Area Plan starts with this introduction section that provides a basis for creation of the Plan. The following sections and their intent will help the reader understand the essence of this plan and where to browse to get specific information:

- Vision & Goals - These define the plan principles and will guide implementation of the plan
- Neighborhood Analysis - Analysis of physical and economic framework of the Study Area
- Big Ideas - 8 Big Ideas were generated as a result of the planning process that will guide the effective implementation of the plan. Each of the big ideas has an analysis of the existing framework which results in the recommended strategy and implementation action items
- Action Plan - Provides key steps to implement the Redevelopment Plan based on the Big Ideas

### Relevant Planning Studies

#### Green Infrastructure – Part of Evansville Regional Sustainability Plan

- Goal: identify potential green infrastructure projects that will work toward reducing Combined Sewer Overflow
  - Reduce the frequency and volume of Combined Sewer Overflow occurrence on an annual basis
  - Develop a cost-effective program that has community support
  - Develop green infrastructure programs that appeal to regulators, City and the public
- Measures of Success
  - Help city develop Integrated Overflow Control Plan that incorporates sustainable practices
  - Demonstrate cost-effectiveness through Triple Bottom Line scoring criteria
  - Establish line of communication between project stakeholders to gain consensus on
- Recommendations
  - Recommend program initiatives for future implementation of Green Infrastructure solutions
- Creation of a Green Infrastructure Toolbox
  - Downspout disconnection/rain barrels
    - Create a city-wide program that engages residents
  - Bio-Retention and Rain Gardens
    - Incorporate green infrastructure into re-development projects
    - Cost saving
  - Curb Extensions (Bump-in/out)
    - Intercept roadway drainage
  - Pervious Pavement with Infiltration
  - Green Streets and Alleys
    - Incorporate into city-wide alley improvement program

- Other Opportunities
  - Planter Boxes, urban tree trenches, vegetated swales, cisterns, green roof, stream restoration, treatment wetlands

#### EMPO Regional Bicycle and Pedestrian Plan - 2000

- Goal is to “improve the safety and visibility of bicycling and walk, first as modes of transportation and secondly as forms of recreation.”
- Supplements the 2020 Transportation Plan which addresses current and future transportation needs and recommends projects to address these needs
- Bike and pedestrian goals for the region for the next twenty years
  1. Recognize walking and biking as valid modes in the transportation system
  2. Recognize the importance of education, enforcement, and encouragement programs to bike and pedestrian system
  3. Appropriately accommodate bicyclists and pedestrians in design, construction/reconstruction and maintenance of roadways and sidewalks
  4. Reduce number of bike and pedestrian-related crashes
  5. Increase bicycling and walking from less than 1% of all trips in 1990 to 5% by 2020
- Recommendations:
  1. Physical Improvements: sidewalks, bike lanes, separate bike facilities
  2. Policy Changes: revise roadway design standards, modify Zoning and Subdivision Ordinances,
  3. Suggest modifications to local bike laws
  4. Education, Enforcement, and Encouragement: interactive activities to promote safe biking and walking
- “The Evansville-Henderson urbanized area has the potential to convert many local trips to bicycle. The area has relatively flat terrain, a well-developed grid street network, and mild climate that allows for bicycling 9 or more months out of the year.”

- In the Evansville area there are several designated bike routes:
  - Pigeon Creek Greenway
  - Mesker Drive between Helfrich Park and Helfrich Golf Course Clubhouse
  - Between Evansville State Hospital and Wesselman Park (closest to our site)
- The area struggles with finding secure bike storage for bikes when they reach their destination
- Priorities:
  - Within 5 years implement recommended Bikeway Network



# INTRODUCTION

## Background

### What was the Public Process

The Redevelopment Area Plan incorporates a number of opportunities for public participation and the consensus building process. In summary it consisted of the following:

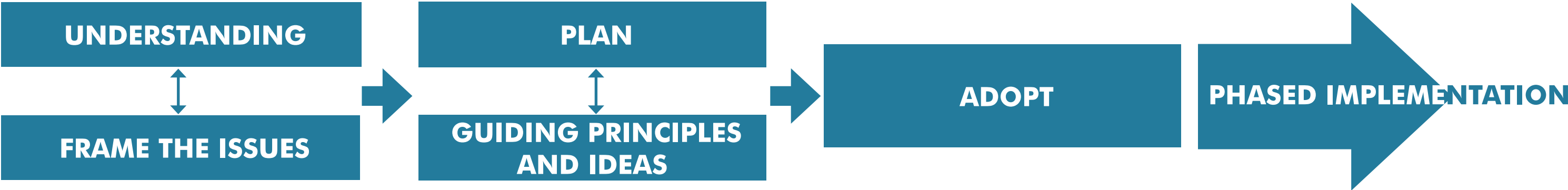
- Jacobsville Area Community Corporation (JACC)
- Stakeholder Interviews
- Public Workshop
- Public Open Houses
- Real Estate Roundtable
- Regular Meetings with City Redevelopment Staff
- Social media - Facebook

During the process, several comments were also received from charrette/workshop and public open house participants. All of the above assisted in evaluation of needs, streamlining recommendations, consensus on approach, targeting focus areas and putting forth effective implementation strategies.



### Plan Process Diagram

The following graphic shows a flowchart of the process of the Redevelopment Area Plan and its context to the different sections of the plan.



# INTRODUCTION

## Background

**VISION**  
Uplift the Jacobsville Neighborhood to a community of choice as a progressive location for business culture and a livable mixed-use neighborhood by creating an inviting, walkable and sustainable place to live, work and play

### Goals

	<b>G1</b> Explore opportunities for critical redevelopment and Brownfield reuse efforts of potential infill development		<b>G6</b> Collaborate with non-profits and for-profit developers on affordable housing concepts
	<b>G2</b> Encourage the development of mixed use nodes along the major corridors to include the “Live-Work-Play” & “Livable Community” concept		<b>G7</b> Generate market driven employment opportunities through economic development strategies
	<b>G3</b> Promote green and sustainable design and development practices		<b>G8</b> Expand the TIF boundary to maximize the commercial base for greater public infrastructure improvements to the neighborhood
	<b>G4</b> Create opportunities for greenspace, public spaces, and pedestrian connections through new parks and the implementation of a cohesive, neighborhood streetscape		<b>G9</b> Provide redevelopment guidance mechanisms and initiatives to spur opportunities for catalytic redevelopment
	<b>G5</b> Establish and implement a public relations campaign that improves the public’s perception of neighborhood and shows that the neighborhood is a safe environment		<b>G10</b> Preserve the character and historic cultural assets for adaptive reuse



# INTRODUCTION

## Background

### Jacobsville History and Where it is Today

The neighborhood of Jacobsville was first shown on the city directory in 1863 but was officially annexed around 1868. Originally, it was slated to be a city of its own but downtown Evansville grew at an exceptional rate and quickly approached the neighborhood. Early on the neighborhood became home to many blue collar workers. It was very dense with modest housing.

The neighborhood was named after Hannah Jacobs who had a farmhouse located just north of the Study Area on Maryland Street. The home was built around 1860 and was razed in 2003 to make way for more modern housing for the neighborhood.

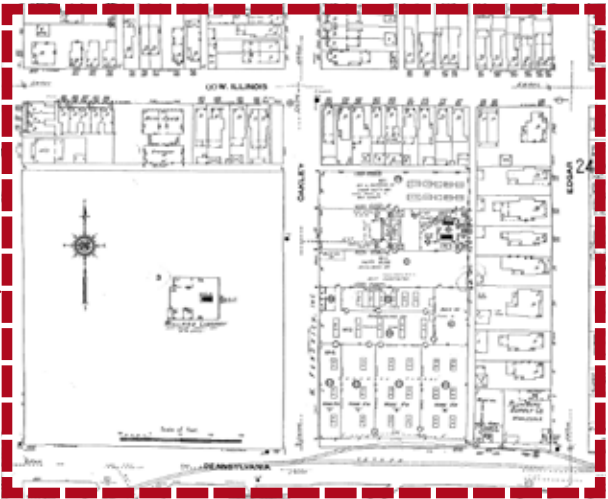
Jacobsville is also home to Indiana’s oldest public library, the Willard Library, which opened in 1885.

Today Jacobsville is still considered a blue collar community but also home to many of Evansville’s prominent businesses such as Berry Plastics, Vectren and Deaconess Hospital.



Source: Historic Evansville. [www.histroicevansville.com](http://www.histroicevansville.com)

1885



1962

The neighborhood of Jacobsville remained a highly dense residential area even after almost 100 years. The 1960’s show the inception of clustered commercial uses along Oakley and Pennsylvania Street which would soon be the home of Berry Plastics.

Chapter 2

# NEIGHBORHOOD ANALYSIS



Market Understanding Highlights

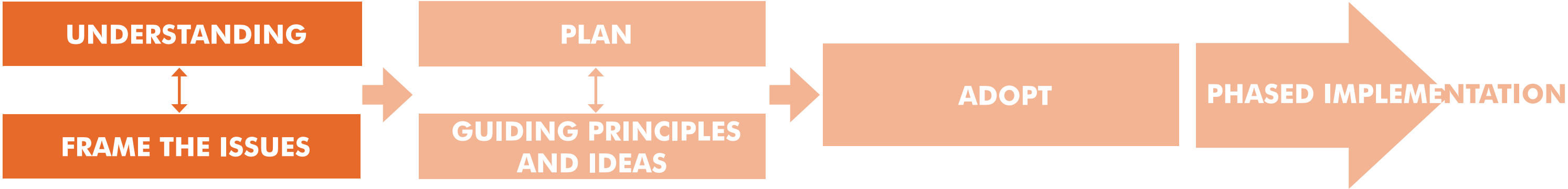
- There has been a significant decline in population compared to the City
- The Study Area shows concentration of the lower income bracket of Evansville’s population with almost half of the population making less then \$15,000
- The Study Area has high housing vacancy rate, more than double the rate that of the City
- Most of the residential real estate within the Study Area is worth less than \$100,000, lacking a variety in housing choices to attract mixed incomes
- The median home value of the Study Area is almost half of the median home value of the City
- Mostly a renter community with a high non-family household type compared to city
- The Study Area comprises of a high number of an aging population of 65 or older

Population and Household Growth		
	Study Area	Evansville, IN
2000 Total Population	442	121,582
2010 Total Population	386	116,871
2015 Total Population	371	115,748
2010-2015 Annual Rate	-0.79%	-0.19%
2000 Households	186	52,273
2010 Households	160	51,037
2015 Households	153	50,833
2010-2015 Annual Rate	-1.33%	-0.42%
2010 Average Family Size	3.04	2.9

Median Household Income - 2010		
	Study Area	Evansville, IN
Household Income Base	184	52,373
< \$15,000	45.1%	20.8%
\$15,000 - \$24,999	15.8%	17.6%
\$25,000 - \$34,999	15.8%	15.8%
\$35,000 - \$49,999	13.0%	18.2%
\$50,000 - \$74,999	4.3%	17.1%
\$75,000 - \$99,999	4.3%	5.7%
\$100,000 - \$149,999	1.1%	3.0%
\$150,000 - \$199,999	0.0%	0.7%
\$200,000+	0.5%	1.2%
Average Household Income	\$25,906	\$41,846
Median Household Income		
2000 Census	\$17,726	\$31,955
2010 Census	\$21,882	\$42,136
Growth 2000-2010	23%	32%
2015 Projection	\$24,731	\$50,144
Growth 2010-2015	13%	19%

U.S. Census Housing Statistics		
	Study Area	Evansville, IN
2010 Housing Units	240	57,992
Owner Occupied Housing Units	18.3%	52.4%
Renter Occupied Housing Units	48.3%	35.6%
Vacant Housing Units	33.3%	12.0%
Median Home Value		
2000	\$40,000	\$69,340
2010	\$48,889	\$83,889
2015	\$48,889	\$91,668
Growth 2000-2015	22%	32%
Occupied Housing Units by Value - 2000		
Total	72	31,357
< \$50,000	73.6%	24.0%
\$50,000 - \$99,999	26.4%	56.7%
\$100,000 - \$149,999	0.0%	12.3%
\$150,000 - \$199,999	0.0%	3.9%
\$200,000 - \$299,999	0.0%	2.0%
\$300,000 - \$499,999	0.0%	0.7%
\$500,000 - \$999,999	0.0%	0.3%
\$1,000,000 +	0.0%	0.0%
Average Home Value	\$39,195	\$80,856
Rent Rates		
Median Rent	\$239	\$370
Average Rent	\$223	\$389

Plan Process Diagram



# Analysis

## Market Understanding Highlights

### Population by Age - 2010

	Study Area	Evansville, IN
Median Age	47.2	38.3
Total	385	116,871
0 - 4	5.7%	6.3%
5 - 9	5.5%	5.9%
10 - 14	4.9%	5.6%
15 - 24	9.4%	13.9%
25 - 34	13.2%	14.1%
35 - 44	8.8%	12.4%
45 - 54	12.2%	13.9%
55 - 64	10.9%	11.6%
65 - 74	9.4%	7.2%
75 - 84	11.9%	5.9%
85 +	8.1%	3.2%
18 +	81.6%	78.7%

### Educational Attainment - 2010

	Study Area	Evansville, IN
Total	288	79,765
Less Than 9th Grade	13.5%	4.5%
9th to 12th Grade, No Diploma	24.3%	9.7%
High School Graduate	43.1%	35.8%
Some College, No Degree	12.8%	22.0%
Associate Degree	3.1%	8.7%
Bachelor's Degree	2.4%	13.2%
Graduate/Professional Degree	0.7%	6.0%
High School or Less	81%	50%
More than High School	19%	50%

### Households by Type

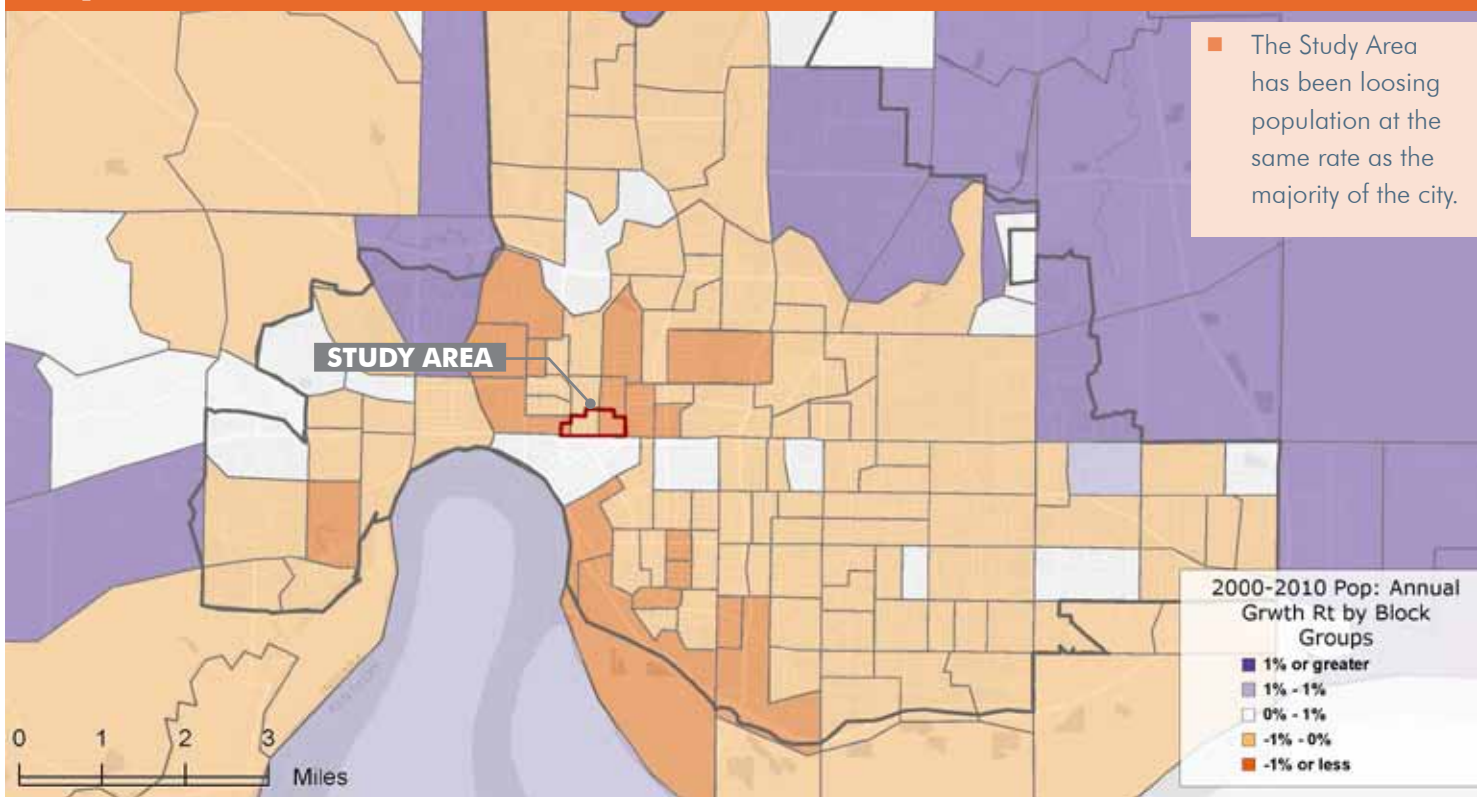
	Study Area	Evansville, IN
Total	187	52,273
Family Households	41.2%	58.4%
Married-couple Family	21.4%	40.8%
With Related Children	9.1%	17.0%
Other Family (No Spouse)	20.3%	17.6%
With Related Children	13.4%	11.9%
Nonfamily Households	58.3%	41.6%
Householder Living Alone	50.3%	35.1%
Householder Not Living Alone	8.0%	6.6%
Households with Related Children	22.6%	28.9%
Households with Persons 65+	30.1%	26.6%

### Race and Ethnicity - 2010

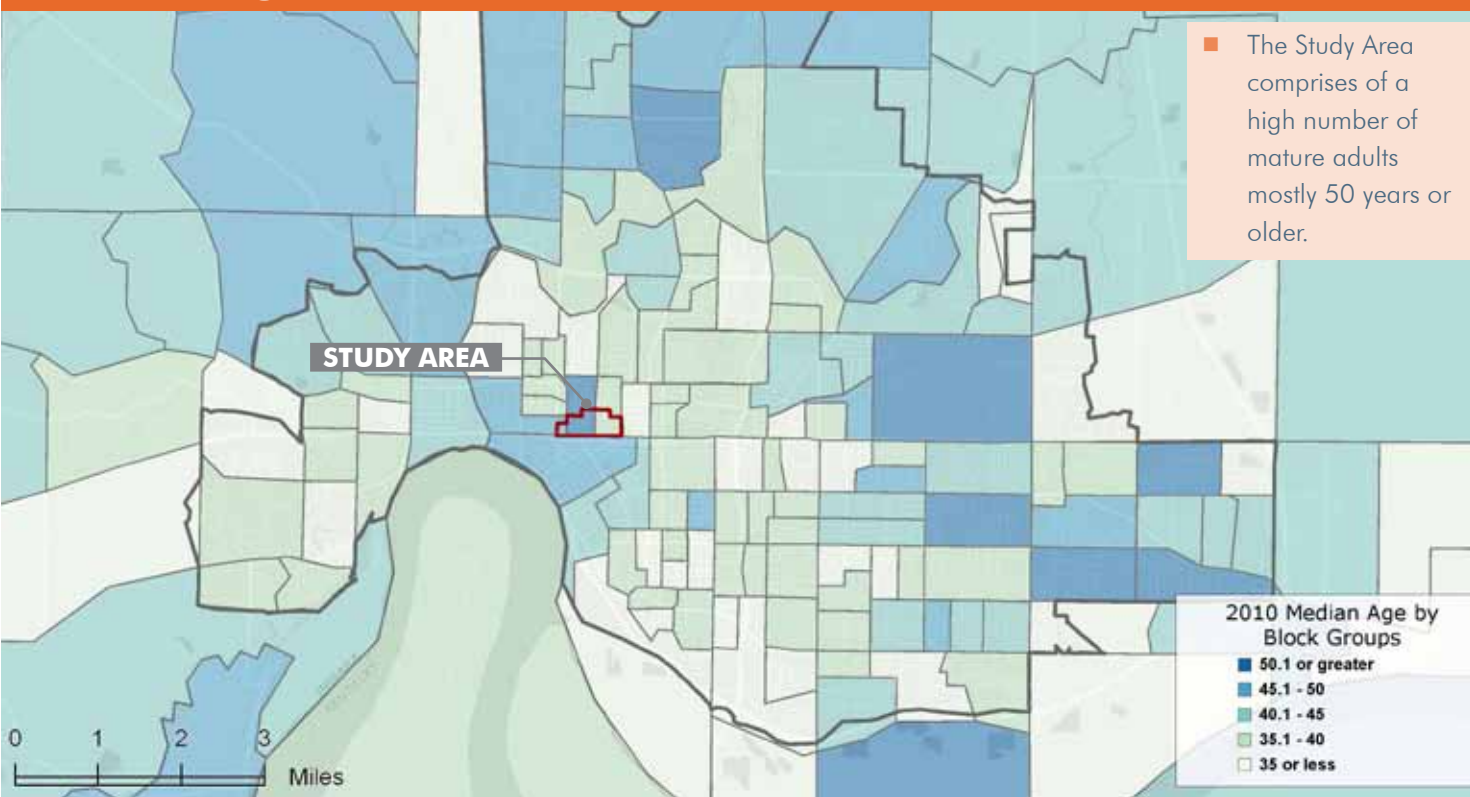
	Study Area	Evansville, IN
Total	386	116,871
White Alone	85.5%	83.9%
Black Alone	11.7%	12.0%
American Indian Alone	0.3%	0.3%
Asian or Pacific Islander Alone	0.3%	1.0%
Some Other Race Alone	0.5%	0.7%
Two or More Races	1.8%	2.1%
Hispanic Origin	2.3%	1.8%

Source: U.S. Census Bureau

### Population Growth

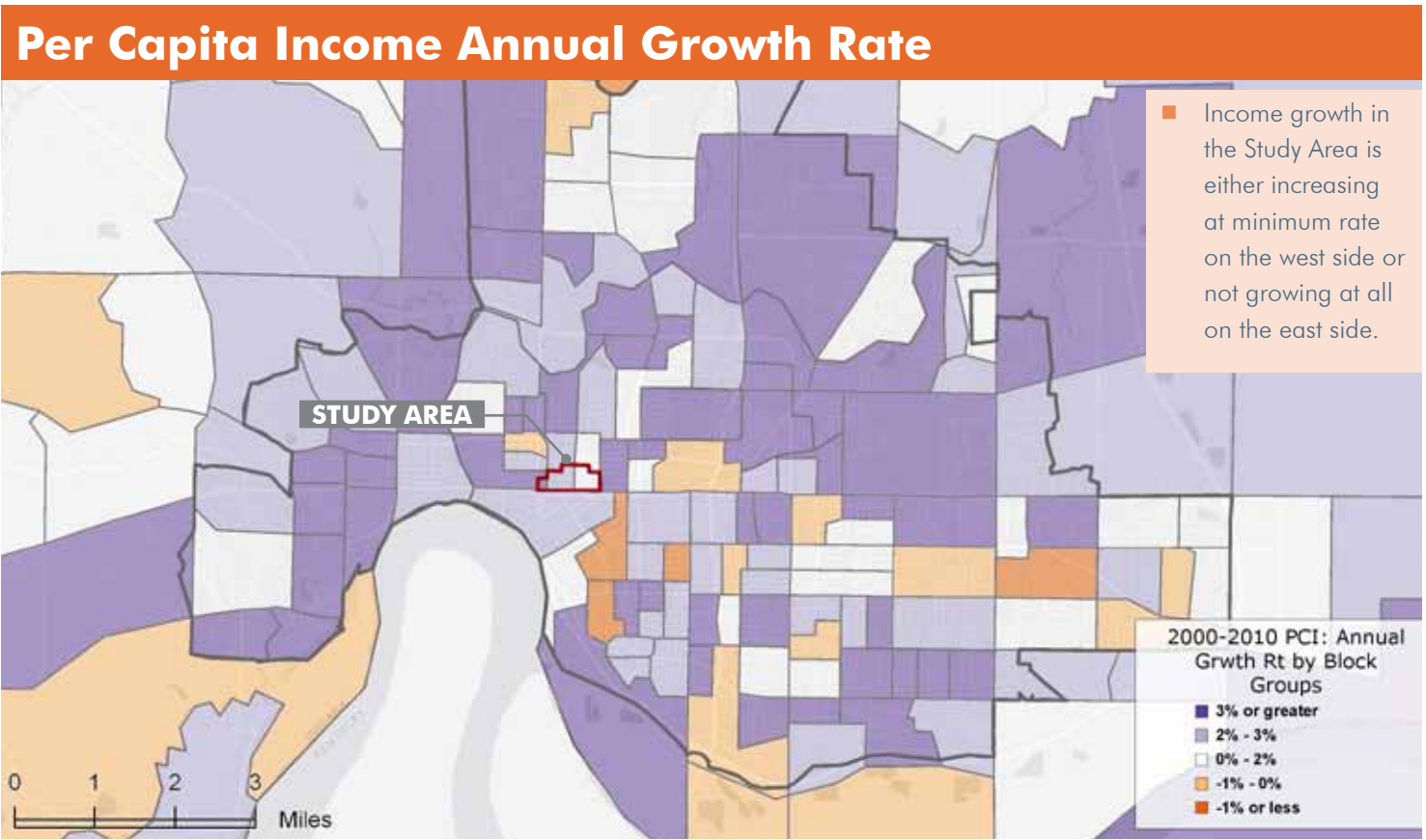
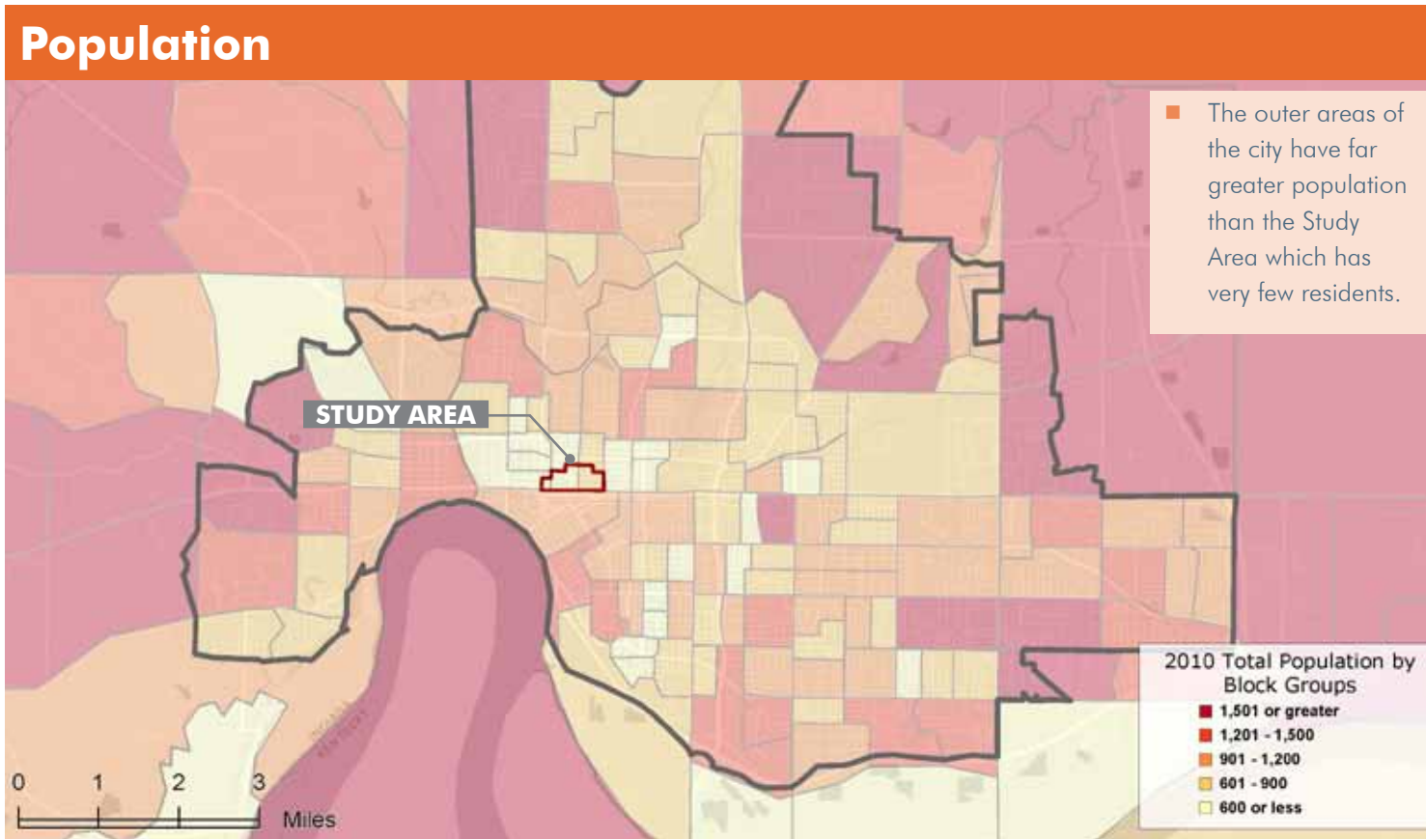


### Median Age



# Analysis

## Market Understanding Highlights





# Analysis

## Existing Conditions Images



Virginia Street & Baker Avenue



Willard Library



Lucas Place II at Michigan and Garfield Streets



Jay Sales Co at Delaware Street & Baker Avenue



Berry Plastics



Deaconess Hospital



Vectren



Turoni's on Main Street



# Analysis

## Pedestrian Shed/Walkability

Based on research papers on the pedestrian-shed (or the maps showing actual area within 5-minute or 10-minute walking distance) approach by the Congress for New Urbanism and other generally accepted principles, a comfortable walking distance is 1/4 of a mile i.e. 1,320 feet. As this exhibit shows, the activity centers are mostly within 10-minute walking distance from each other. Yet from a perception perspective they are afar because of the vacant lots and surface parking areas that contribute to a fractured and unwelcoming environment. Opportunities should be explored for infill development in some of these areas to add more uses along travel paths and encourage walkability.

The street grid of the neighborhood creates a very walkable environment north of the Lloyd Expressway which unfortunately acts as a barrier from downtown. Larger blocks that hold the neighborhood’s prominent industries such as Deaconess Hospital and Berry Plastics disrupt the grid making it harder to promote connectivity.

The neighborhood is connected by sidewalks that are in good to poor condition. Although facilities and services are in close proximity, not many streets include a bike path specifically the major corridors.





# Analysis

## Connectivity

The Jacobsville neighborhood is well connected to the surrounding areas north of the Lloyd expressway. All secondary and minor streets are two way traffic with parking on both sides of the street with the exception of Division Street which is one way traffic going west along the Lloyd Expressway.

First and Main Streets bound the study area on the east and west sides connecting to downtown and northern Evansville. Much of the areas retail and commercial businesses are located along Main Street. Mary Street also connects under the Expressway to downtown and up to the hospital.

Virginia and Franklin Streets are the prominent east/west secondary thoroughfares in the neighborhood connecting main activity areas - The Main Street commercial district, Berry Plastics and Deaconess Hospital.

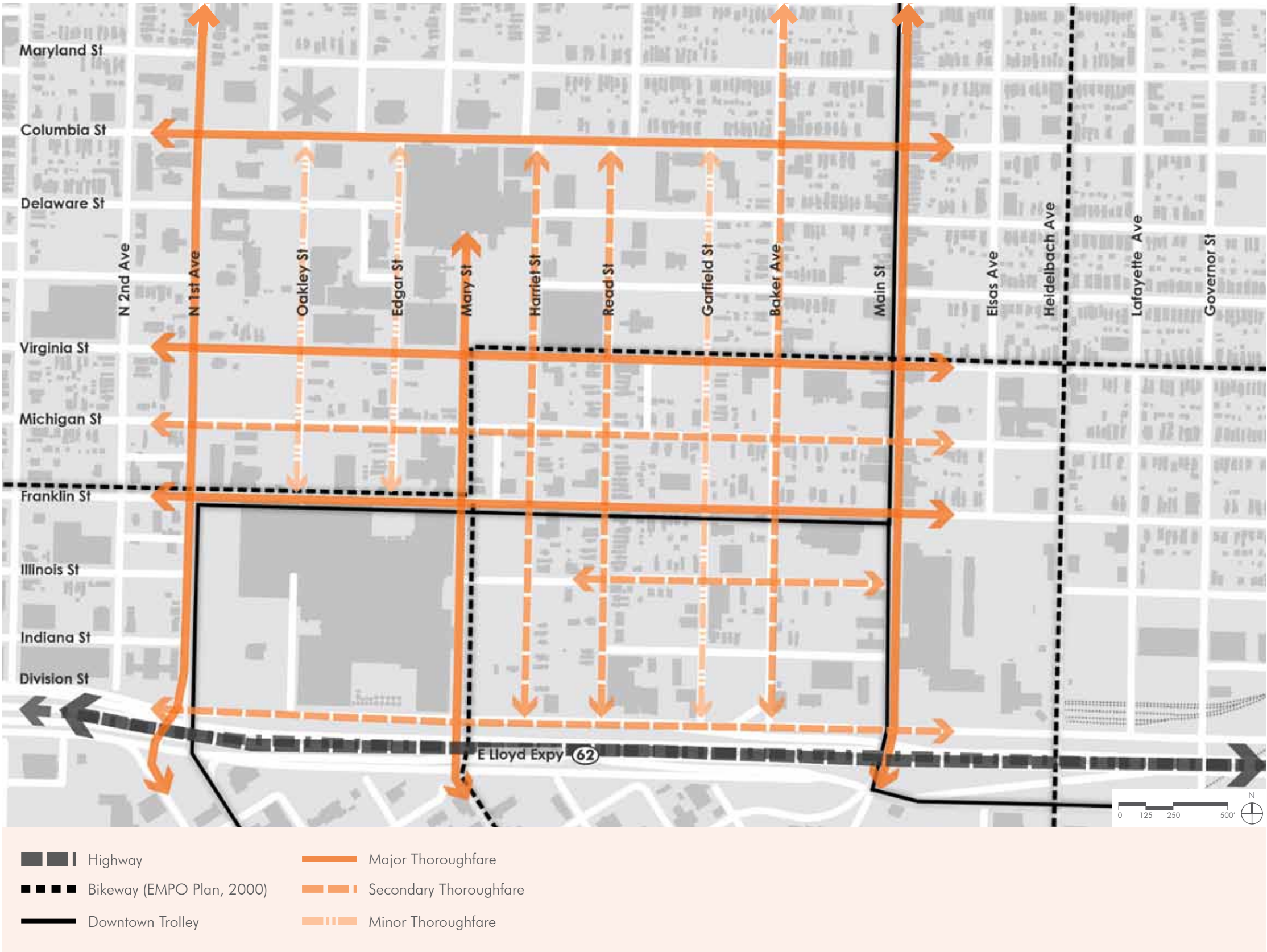
The 2035 Transportation Plan constitutes the long-range, multi-modal transportation plan for the Evansville, Indiana - no roadway improvement projects associated with the Jacobsville area were identified.

The Lloyd Expressway, comprised of the SR62/66 corridor, provides a continuous multi-lane divided highway through Vanderburgh County. Lloyd Expressway is also included in the National Highway System (NHS) routes and is classified as a controlled access route. First Avenue is a major north-south street in the grid system for Evansville and is classified as a Collector/Distributor. First Avenue is also a freight/truck route. Even though other corridors in Jacobsville are classified as local roads, they carry traffic volumes in excess of 2500. See Appendix for Traffic volumes & Truck routes.

The existing Right-of-Way along all the roads in Jacobsville Area is approximately 60 ft. (30' half R/W).

### Opportunities

In order to determine a proper roadway network that can be expected to accommodate projected traffic demands, average daily traffic volume estimates, intersection, signal warrants and corridor studies will need to be performed for the existing and proposed roadway network.





Green/Open Spaces, Vacant Sites and Potential Edge Enhancements

As highlighted on the exhibit there is a distinct lack of public green space within the neighborhood. Willard Park acts as an inviting gateway to the neighborhood on 1st Avenue being on the edge of the neighborhood along Lloyd Expressway.

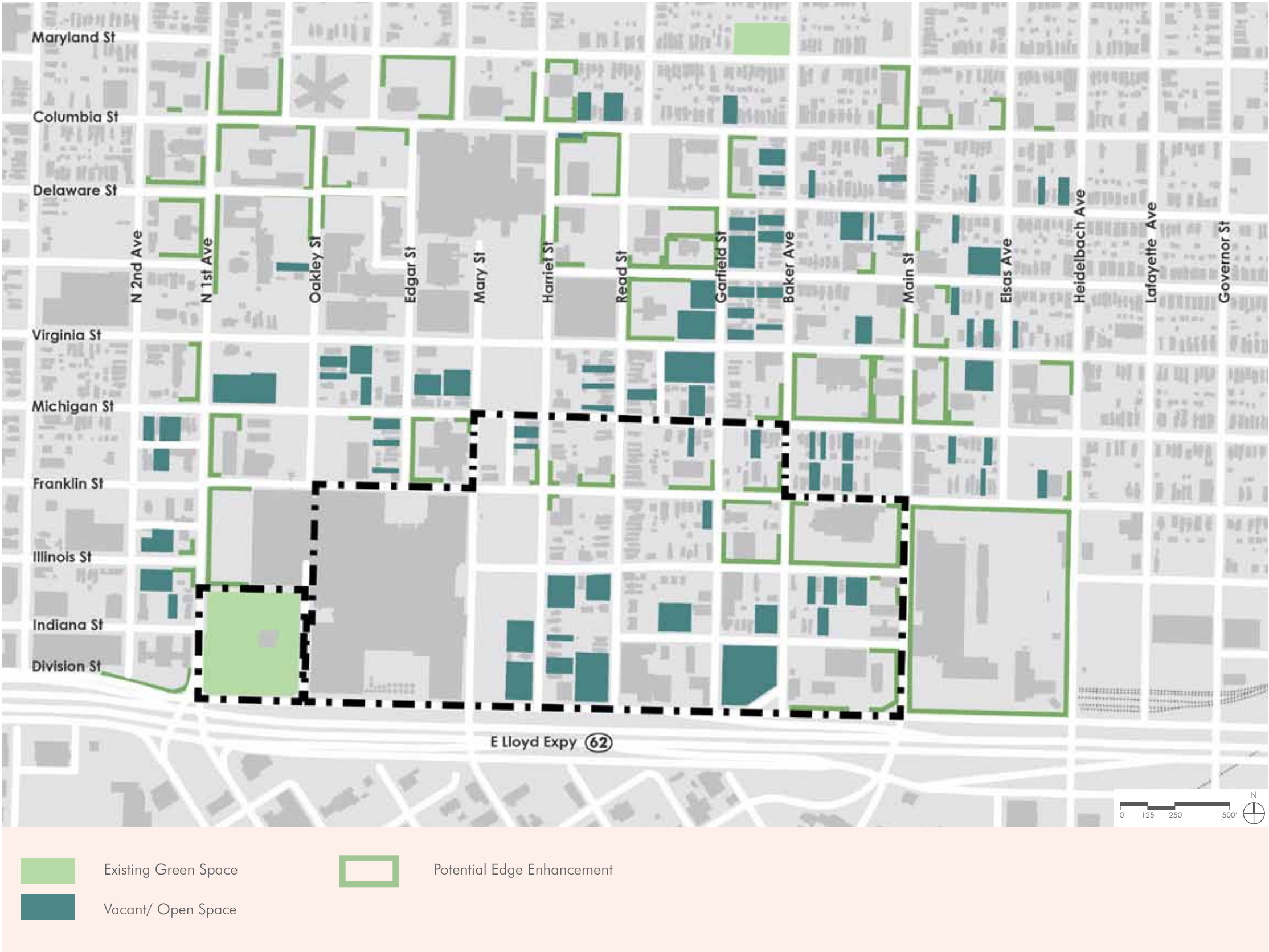
Willard Library grounds and Jacobsville Mini-Park (located at Baker Ave and Maryland St) represent nearly all the green space that exists in the area. Due to expansion of industry and commercial lots, the neighborhood is separated from this green space and access is indirect. Garvin Park, which is located just a couple of miles North from Jacobsville, is one of Evansville’s oldest and most popular parks.

Opportunities

With many vacant parcels throughout the neighborhood there is clearly an opportunity to increase the amount and type of green space in an effort to provide gathering places for both residents and visitors. As infill development happens, attention should be given to add more public gathering opportunities and parks as they create ‘beachfront’ property for additional real estate development and further reinvestment. Opportunities to have green parking with parking islands, buildings offset from busy streets to introduce landscaped lawns in the sidewalk areas are other potential opportunities that should be explored.

The greening of existing surface parking lots in this area would also help to reduce storm water runoff, and thereby help to minimize flow into the combined sewers and minimize our combined sewer overflow into the Ohio River.

Green parking provides dual aesthetic and environmental benefits helping to implement the renewal of Evansville.





# Analysis

## Parking

Parking is an important component for area for the large neighborhood businesses that call Jacobsville home such as Berry Plastics and the Deaconess Hospital. There is an abundant amount of off-street parking but due to the lack of design enhancement these parking lots do not add to the walkable environment as it creates dead zones in the public realm with the void of any vertical built form as well as inactivity after business hours.

Main Street is the only major road that has on-street parking. Pavement, traffic signage and stripping are in fair to poor condition.

### Opportunities

While these businesses wish to grow and expand which alternatively means the need for more parking, special attention needs to be made in order to introduce a neighborhood aesthetic for all existing and new parking lots. The abundant surface parking lots provide the opportunity to convert surface parking into parking garages as businesses expand in the future. No new surface lots should be installed along Main Street. This frees up land for more desirable uses. Utilizing vacant lots and providing edge enhancements can soften the effects of expansive asphalt in a neighborhood setting.

Appropriate signage and wayfinding should be promoted to provide directional guidance to residents and visitors to the parking areas.





# Analysis

## Economic Development Districts

The Evansville Enterprise Zone was created in 1986 to improve the business climate and general quality of life in the area. The mission of the Enterprise Zone is to:

- Expand employment opportunities,
- Enhance the physical environment,
- Increase business and residential investment, and
- Improve capacity of residential neighborhoods to engage in self-directed improvement.

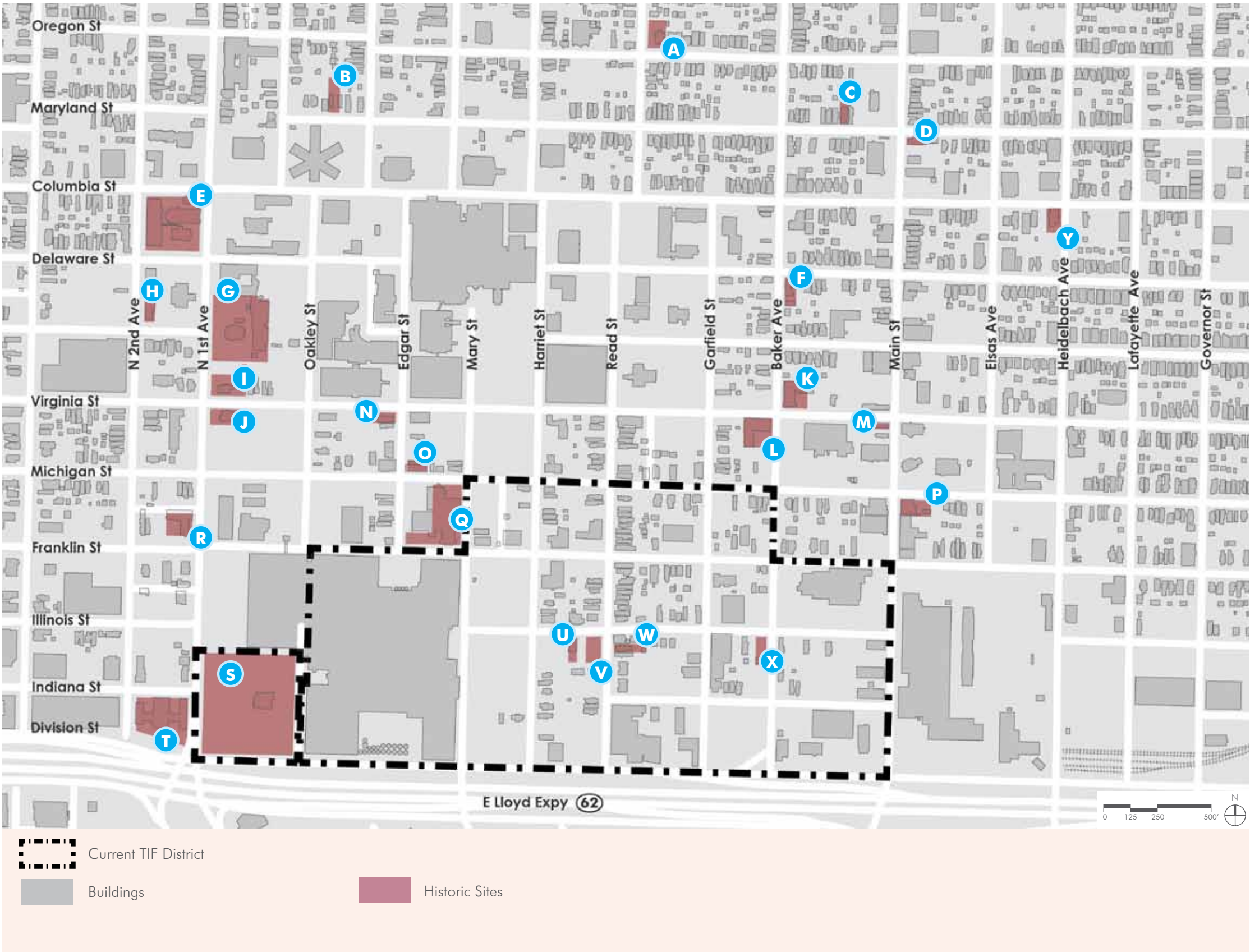




# Analysis

## Historic Sites

- A. 221 W. Oregon Street - Bracket Mills House
- B. 609 W. Maryland Street - Hannah Jacobs House
- C. 21-23 W. Maryland Street - Adam Weikel Duplex
- D. 819 N. Main Street - Ferd Riedy House - Built 1911
- E. 704 N. First Avenue - St. Anthony's Catholic Church & St. Anthony's School & Anthony Reis House - Built 1872
- F. 36 W. Delaware Street - Zunkel Meat Market - Built 1899
- G. 611 N. First Avenue - William Heilman House
- H. 819 W. Iowa Street - House
- I. 501 First Avenue - Dr. P.C. Rietz House - Built 1906
- J. 419 First Avenue - William Boetticher House - Built 1901
- K. 33 W. Virginia Street - St. Lucas Evangelical Church
- L. 430 Baker Avenue - St. Lucas Halle - Built 1907
- M. 422 N. Main Street - Commercial Building
- N. 418 Edgar Street - Louis Puster House
- O. 401 Edgar Street - Charles Lindenschmidt Building
- P. 317 N. Main Street - Farmer's-Koch Dairy Company
- Q. 300 Mary Street - Central Methodist Episcopal Church - Built 1924
- R. 308 N. First Avenue - Emanuel Lutheran Church & Evangelical Lutheran School
- S. 21 First Avenue - Willard Library - Built 1885
- T. 40 First Avenue - Evansville Municipal Market - Built 1918
- U. 304-306 W. Illinois Street - Duplex
- V. 312-314 W. Illinois Street - Duplex
- W. 117 Read Street - House
- X. 118 Baker Street - Fire Alarm Station - Built 1913
- Y. 119 E. Columbia - Hose House No. 10 - Built 1888



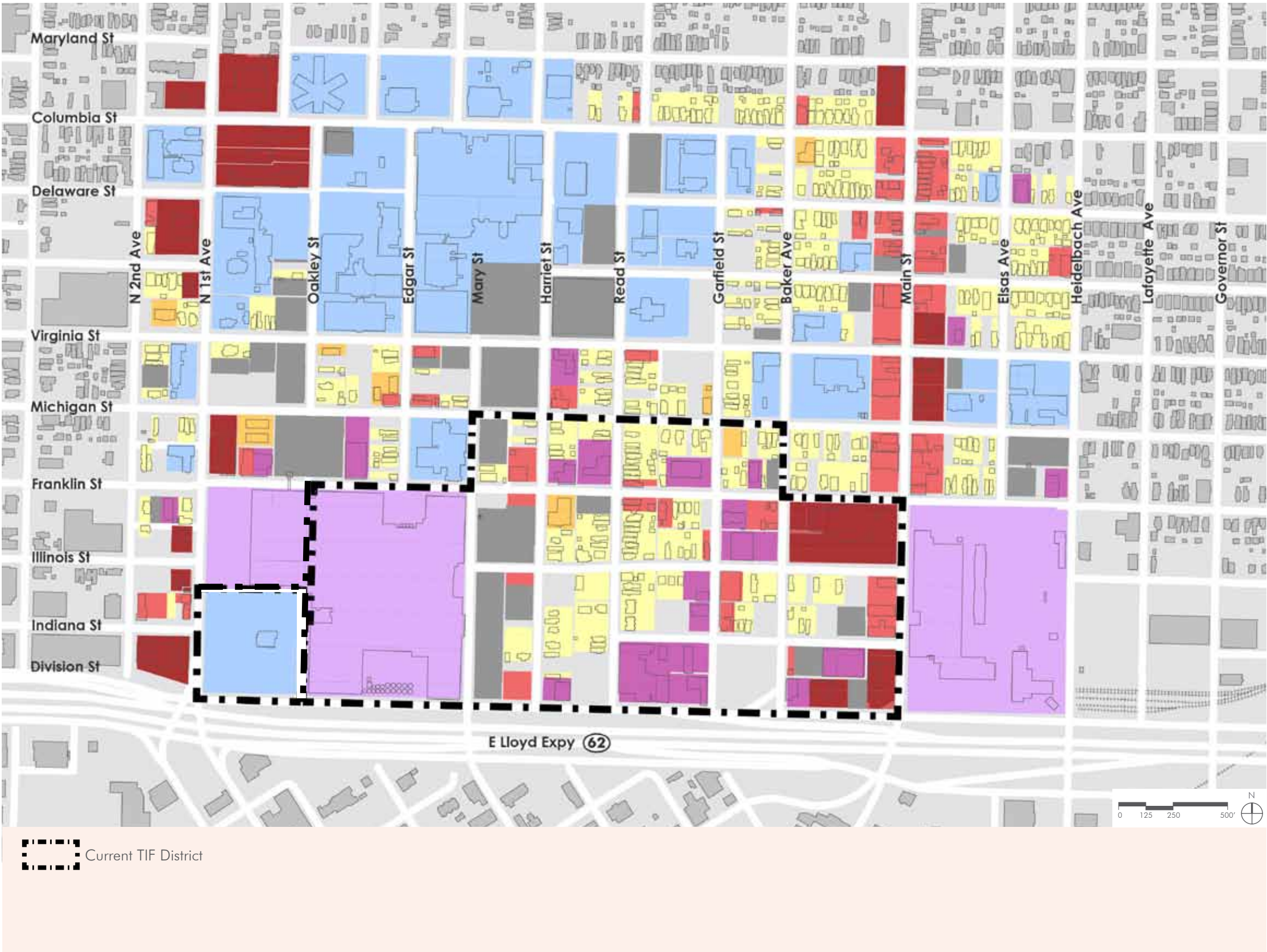


# Analysis

## Existing Land Uses

Jacobsville’s current land use pattern evolved from a traditional single-family neighborhood with Main Street retail to a more diverse mix, including intense medical and industrial campuses. Much of the existing residential fabric remains but as areas of the neighborhood have transitioned to accommodate these newer large-scale uses, the remaining residential areas have been eroded. Throughout the Jacobsville Study Area, pockets of houses remain adjacent to less desirable commercial and industrial neighbors. These residential clusters are isolated islands that have lost the consistency of solid blocks of connected, established dwellings that exist elsewhere in the neighborhood. The Study Area lacks a coherent, predictable land use pattern, making it susceptible to undesirable change that will continue to negatively impact the existing neighborhood uses.

- Single-Family Residential relates to single-family homes, most of which are 50 or more years old, on narrow lots with alleys.
- Multiple-Family Residential consists of apartment buildings and attached dwelling units, most of which are located on corners, generally on busier streets in the neighborhood.
- Traditional Retail includes historic “Main Street” buildings, pedestrian-oriented, built at the front lot line, may be multi-story with retail on the first floor and flats or office space above.
- Modern Commercial buildings are auto-oriented, with parking in the front and side yards, drive-throughs, and contemporary character and building massing.
- Consumer Commercial uses are sometimes formerly industrial, but have shifted from manufacturing to distributing, limited warehousing, auto service, and professional service shops.
- Industrial uses are large manufacturing campuses, including Berry and Vectren.
- Institutional uses are public buildings like the library, schools, churches, Deaconess and related medical uses, and service/advocacy organizations like SWIRCA.
- Parking/Utilities include surface lots, parking structures, and utility substations.
- Vacant lots with no buildings on them.



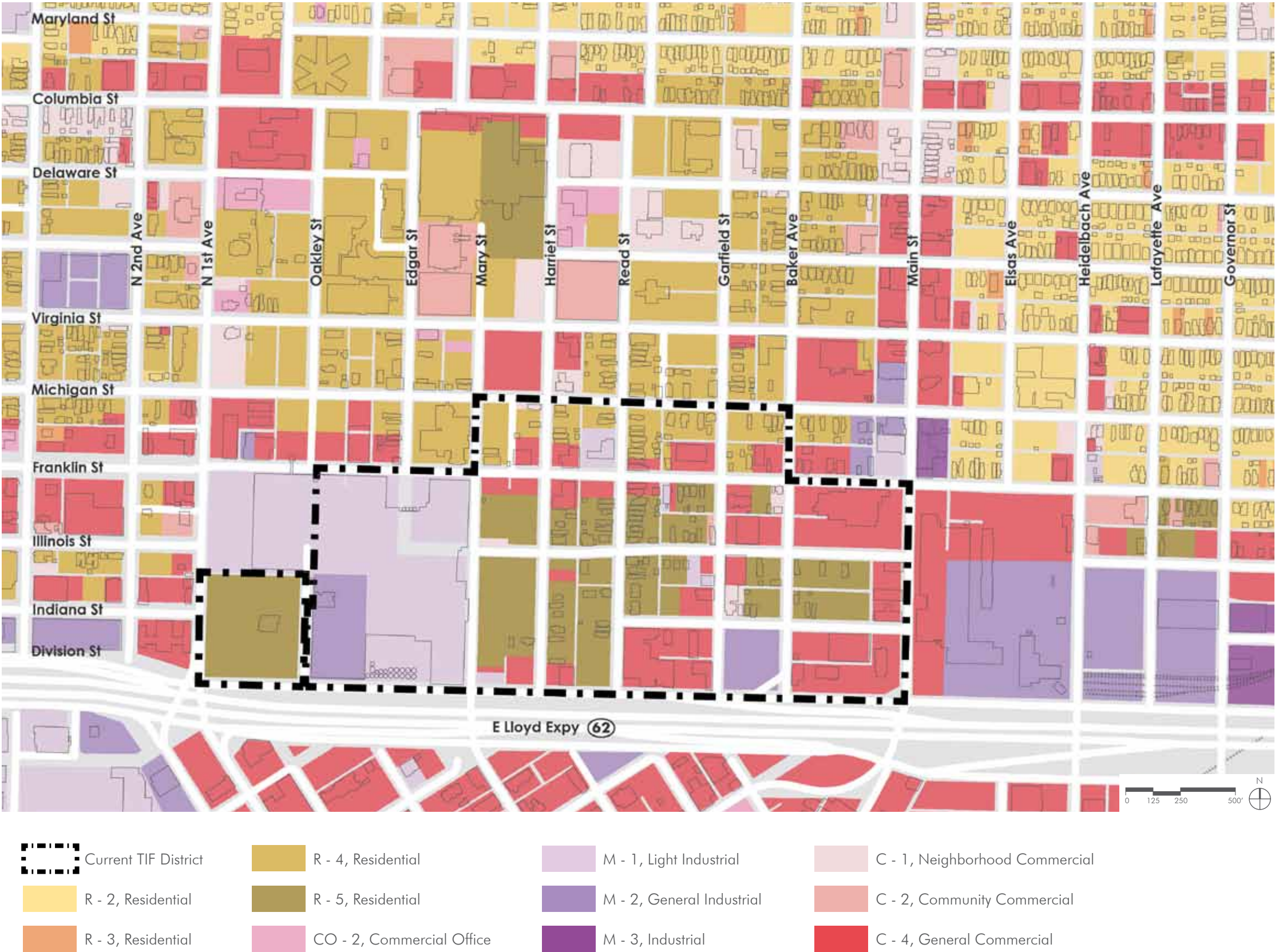


# Analysis

## Zoning

The following are a few highlights from a technical review of the current zoning regulations for the City of Evansville. In particular, the regulations have been reviewed relative to their applicability to the Jacobsville neighborhood and the land use development patterns recommended in the Jacobsville Redevelopment Plan. This is not an exhaustive review of all aspects of the zoning regulations, nor is it intended to propose specific amendments. However, upon reviewing the existing regulations, it is apparent that the city’s zoning ordinance is not structured and does not contain the tools needed to fully implement the Redevelopment Plan.

- The ordinance structure is difficult to use, requiring the reader to consult multiple sections just to determine which uses are allowed in any given district.
- The districts seem to be a random composite of uses that don’t relate to a specific intent or to the physical area in which they are located.
- The lack of a defined purpose for each district results in unnecessary overlap and conflict among the districts.
- The zoning map is a patchwork quilt of districts, illustrating both the lack of a coherent plan and a defined purpose for the zoning districts.
- There is considerable overlap between districts (R-4 and R-5; CO-1 and CO-2; C-4, M-1, M-2 and M-3). Some of these could be consolidated or revised to serve a more distinct purpose. For example, rather than allowing all uses by right, some uses could be designated as “special exception uses” within the zoning districts to ensure that potential negative impacts or nuisance effects (traffic, late hours of operation, noise, odor, etc.) can be controlled with the addition of conditions to any approval. This reduces the need for separate zoning districts.
- Despite all of the overlap, there is no true mixed use district that fully integrates a range of residential and non-residential uses within a single development. There are traditional districts and PUD that permit a long-list of uses, but do not allow for the effective consolidation of those uses in one building or one property without a lengthy and costly review process. Allowing a mixture of uses requires some forethought and a defined purpose to ensure that the allowed uses, in combination, complement one another and do not create conflicts.
- Parking requirements are overly complicated. There are excessive requirements for some uses; and parking standards (while attached to specific uses) follow the same cumbersome “use group” format as used to categorize the permitted uses.
- The full technical review is located in the Appendix.





# Analysis

## Existing Infrastructure Framework

All major corridors of the Neighborhood area consist of existing underground and overhead utility lines. Any reconstruction/relocating plan needs close coordination with the City of Evansville/Vanderburgh County Department of Public Works (DPW) and the utility providers.

**Water**  
Evansville Water Utility is responsible for supplying water. The existing system includes extensive network of distribution mains.

**Storm Water Drainage and Combined Sewer Overflow**  
Currently, surface water drainage is served by combined sewers carrying both sanitary sewage and drainage. Management of storm water in Evansville and Vanderburgh County is generally the responsibility of the Evansville Board of Public Works and the Vanderburgh County Drainage Board (County Commissioners).

There are active and inactive CSO points close to Jacobsville Neighborhood area but not within the Study Area.

The Clean Water Act of 1972 requires CSO communities to restore their waterways. Evansville is working closely with state regulatory agencies to remediate its CSOs. A Long Term Control Plan (LTCP) is being developed to establish cost-effective and practical projects to reduce the impact and frequency of CSO discharges. A Stream Reach Characterization and Evaluation Report (SRCER) to establish the existing baseline conditions of the receiving stream and the CSO discharge concentrations must be completed prior to developing a Long Term Control Plan (LTCP). The recommended CSO control program for the City of Evansville consists of the implementation of controls in phases over a period of ten years.

**Flood Potential**  
The Jacobsville Neighborhood area is outside the 500-year flood plain with less than 0.2% annual probability of flooding.





# Analysis

## Soil Contamination & Remediation

In 2000, the Indiana Department of Environmental Management (IDEM) conducted the reassessment of the Evansville Plating Works site. Analysis of the neighborhood samples showed high levels of lead.

In 2001, IDEM conducted historical research to determine if other facilities in the vicinity could have contributed to the high levels of lead. Four former facilities, were identified as possible contributors to the lead. These include:

1. Advance Stove Works, operated from 1900 to the 1950s as a manufacturer of stoves and a foundry. That site is at Read and Division streets.
2. Newton-Kelsay, which operated from the turn of the century to the 1950s. They manufactured harnesses for animals. The site is at 20 N. Main Street.
3. Sharpes Shot Works, which operated from 1878 to an unknown date, manufactured lead shot for guns. That site is currently owned by Deaconess Hospital.
4. Blount Plow Works (Razed in 1970), operated from the 1880s to the 1940s as a manufacturer of horse-driven plows. The facility operated a foundry or a factory where metal castings were produced. The site is at 200 N. Main Street.

### Cleanup Activities to Date

- The EPA added the Jacobsville Neighborhood site to the National Priorities List in 2004.
- To address the site, EPA has divided the cleanup into two parts or operable units.
- Operable Unit (OU1) is shown on the map to the right.
- Through August 2013 the EPA has sampled 1,930 sites and cleaned 830 sites which required remediation. Over half of the sites required no cleanup action.
- The EPA has invested over \$15 million to date in sampling, remediation and related activities in the neighborhood.





# Analysis

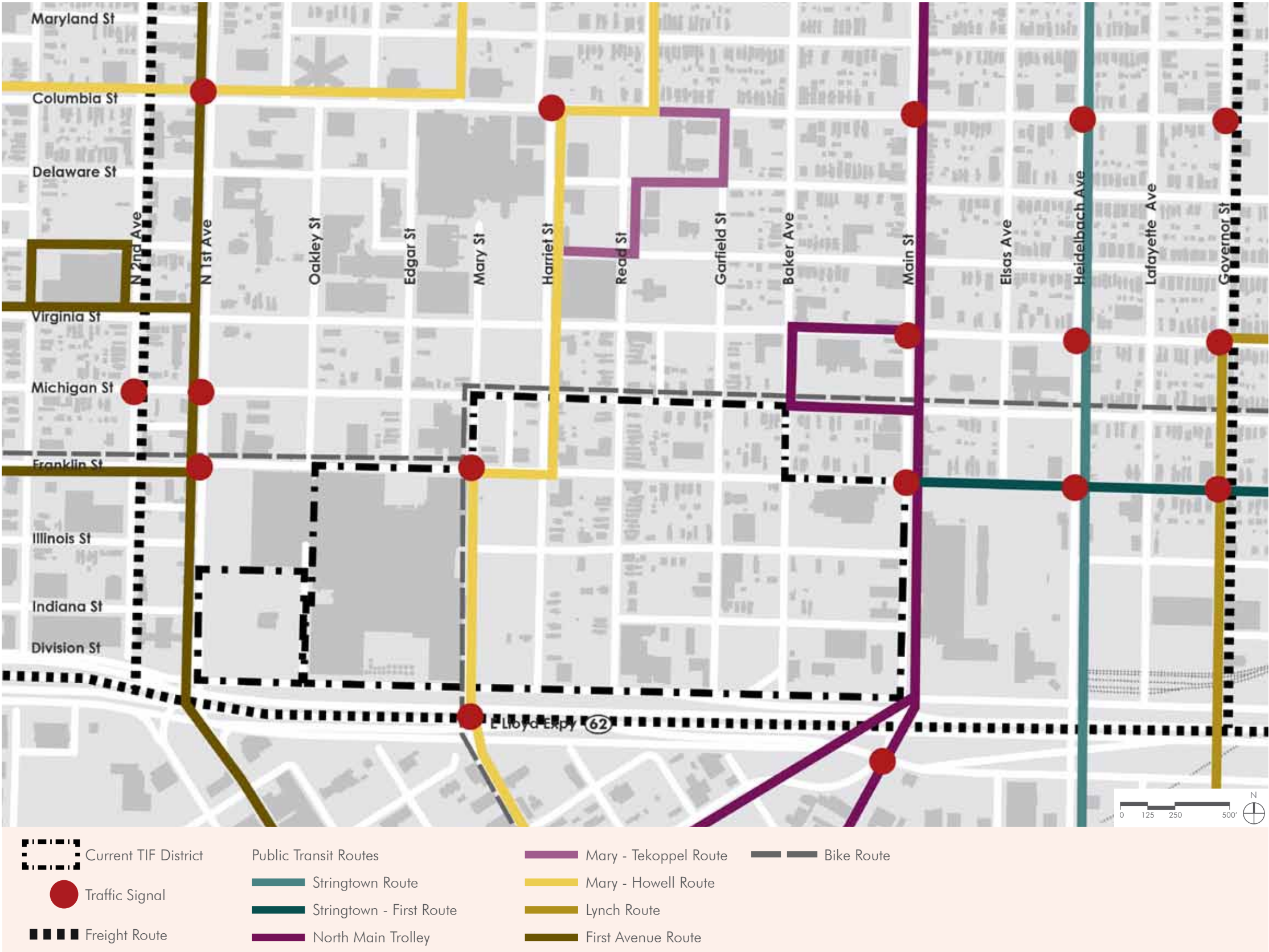
## Transportation

### Transit

Metropolitan Evansville Transit System (METS) is an important component of the transportation system in the Jacobsville Neighborhood area. Since, there are many jobs and services in and around Jacobsville area that can be accessed without the need to drive. Public transportation is expected to remain a viable mode of travel for area residents. The map to the right shows various transit routes. Coordination with METS is crucial while planning mobility needs to provide better access points and connectivity throughout the neighborhood area.

### Bicycle and Pedestrian Travel

There are many neighborhood-serving community facilities that residents can walk and bike. Even though, walking and bicycling remain a viable means of travel for work, school, and other trips for many people, the Neighborhood is not well equipped with safe, connected, and continuous facilities for bicycling and walking. Absence of bike lanes, damaged sidewalks, sub-standard curb ramps at driveways and intersections, lack of pedestrian signals at intersection are some of the issues that require immediate attention. These are vital to encourage and support travel by pedestrians or bicyclists, and also help to promote transit use.



Chapter 3

# NEIGHBORHOOD MASTER PLAN



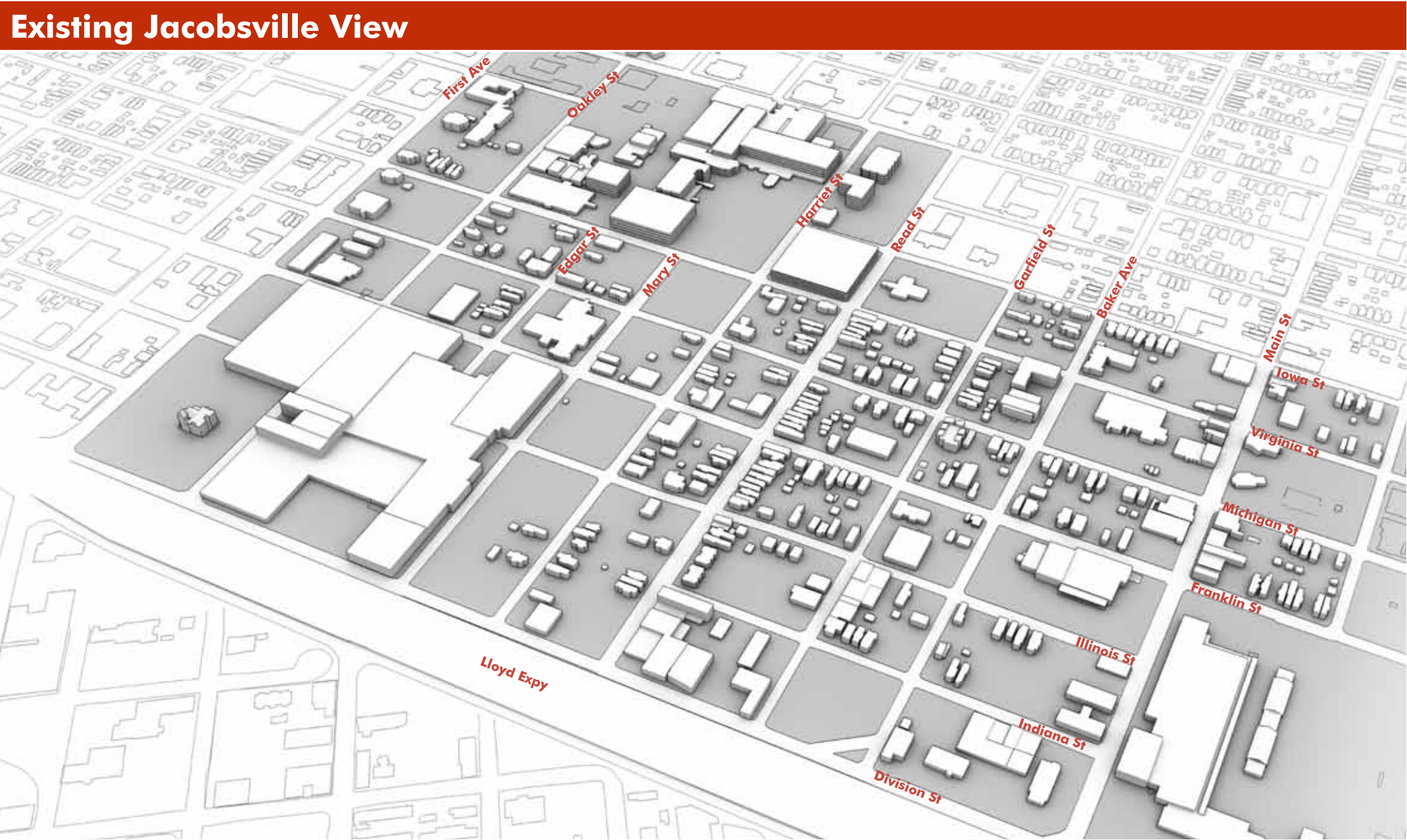


# Master Plan

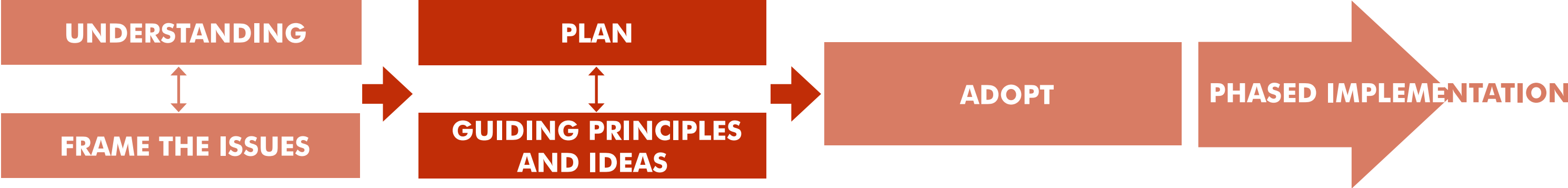
## Understanding

The master plan is a graphical and textual documentation of physical framework understanding and recommendations, which along with relevant public policy will help guide growth and development in the Jacobsville neighborhood. It is long range in vision, yet leverages current and upcoming opportunities that will help to achieve the vision. The master plan section includes a series of maps and graphics for the Jacobsville Neighborhood Area as well as the focus areas that have been targeted for future development.

To best illustrate the growth and development potential within the area of influence, sustainable guiding principles, 8 big ideas and several urban design concepts have been developed that reflect the community values and creates a framework for reinvestment and revitalization.



Plan Process Diagram



# Master Plan

## Sustainable Guiding Principles

### A More Sustainable and Economically Feasible Future

Planning and design provides the implementation path towards sustainability. Other factors including public policy, maintenance, use, development, organized efforts are intricately related to achieve this goal.



#### Organized Initiative

- Organized effort for revitalization between City and neighborhood stakeholders
- Collaboration to perform simultaneous efforts
- Clear communication between interested stakeholders for efficient use of resources
- Be proactive in general maintenance of buildings and public realm spaces



#### Water Quality

- Minimize irrigation within urban areas
- Promote planting of native landscaping
- Promote water quality enhancement features: rain gardens, bio-swales, porous pavements
- Encourage blueways and greenways program



#### Air Quality

- Improve air quality by promoting green space and landscaping
- Promote the reduction of vehicle emission to EPA standards
- Promote the use of clean fuel
- Reduce building emissions



#### Open Space

- Create interconnected network of parks and green spaces
- Connect with trail systems
- Promote development of parks within walking distance (1/4 mile radius)
- Create conservation land to protect environmentally sensitive areas
- Encourage community gardening



#### Culture & Diversity

- Expand the brand to appeal to wider audience
- Enhance the aesthetic outlook
- Provide amenities for different market segments



#### Alternative Transportation

- Promote walking and biking
- Provide sidewalk accessibility
- Promote street connectivity
- Explore road diets to better meet traffic capacity and provide additional space to accommodate non-motorized users



#### Sustainable Site

- Development density contextual to City and neighborhood character
- Higher density development and mix of land uses
- Preserve agricultural land and natural areas on the edges and fringe areas
- Promote low impact development
- Provide appropriate buffer and minimize curb-cuts
- Promote shared parking behind commercial buildings
- Promote brownfield remediation and reuse



#### Housing Mix

- Opportunities for different income ranges and market niches
- Life cycle housing to meet needs for all ages
- Universal design to provide accessibility options



#### Building Character

- Adaptive re-use of existing buildings
- Promote context-sensitive infill buildings
- Maintain building lines and setbacks except to add landscape courts in front of buildings
- Encourage creative use of massing for passive solar heating and natural cooling
- Promote the use of reflective roofs and roof gardens
- Promote the use of natural light



#### Energy Efficiency


























































- Promote efficient usage of existing infrastructure
- Utilization of available capacity of utility infrastructure
- Encourage waste recycling practices
- Explore renewable and alternative energy generation systems: solar, wind, geothermal, biomass
- Promote the use of LEED standards and energy star appliances



# Master Plan

## Big Ideas - To guide and Shape Jacobsville Redevelopment Area

The big ideas presented here do not exhibit any hierarchy of implementation. The goals (G#) from the Introduction section and sustainable guiding principles' icons, from the left, are represented for cross-referencing purposes.

1	EXPAND TIF DISTRICT TO PROVIDE GREATER NEIGHBORHOOD REVITALIZATION OPPORTUNITIES		       <div>G2G8G9</div>
5	COMMITMENT TO BRANDING, IDENTITY & PUBLIC RELATIONS PROGRAMS		   <div>G5</div>
2	FOCUS ON KEY CORRIDORS FOR STREETScape IMPROVEMENTS		      <div>G2G3G4</div>
6	DEVELOP A HIGHER QUALITY LAND USE STRATEGY ALONG LLOYD EXPRESSWAY		     <div>G1G4G7G8G9</div>
3	FOCUS ON STRONG NEIGHBORHOODS AND HOUSING		       <div>G1G6G10</div>
7	COMMITMENT TO ENVIRONMENTAL MITIGATION & SUSTAINABLE SOLUTIONS		       <div>G1G3G4</div>
4	IDENTIFY ORGANIZATIONAL STRUCTURE FOR IMPLEMENTATION EFFORTS INCLUDING: BUSINESS IMPROVEMENT DISTRICT, MAIN STREET MANAGEMENT & PUBLIC/PRIVATE REINVESTMENT		      <div>G1G2G7G9</div>
8	REVISE CURRENT REGULATORY MECHANISMS (ZONING CODE, DESIGN DEVELOPMENT STANDARDS, DESIGN REVIEW) TO ALIGN WITH REDEVELOPMENT VISION		        <div>G2G9</div>



# Master Plan

## Framework

The following framework images illustrate the potential redevelopment opportunities and how they can leverage the existing activity areas and area connections through:

- Strategic occupancy
- Creative building design (existing and new)
- Public realm (streetscapes, sidewalks, public plazas, parks, etc) improvements

Catalytic projects, as shown here, will assist in creating a revitalized Jacobsville neighborhood. Priorities for the catalytic projects will need further discussion during the implementation phase. The catalytic projects will help to strengthen the neighborhood over time through the commitment of public-private partnerships.

Additional projects will start to be earmarked that will continue to fill in the gaps in the fractured urban framework, thus coalescing the framework for a cohesive mixed use neighborhood.

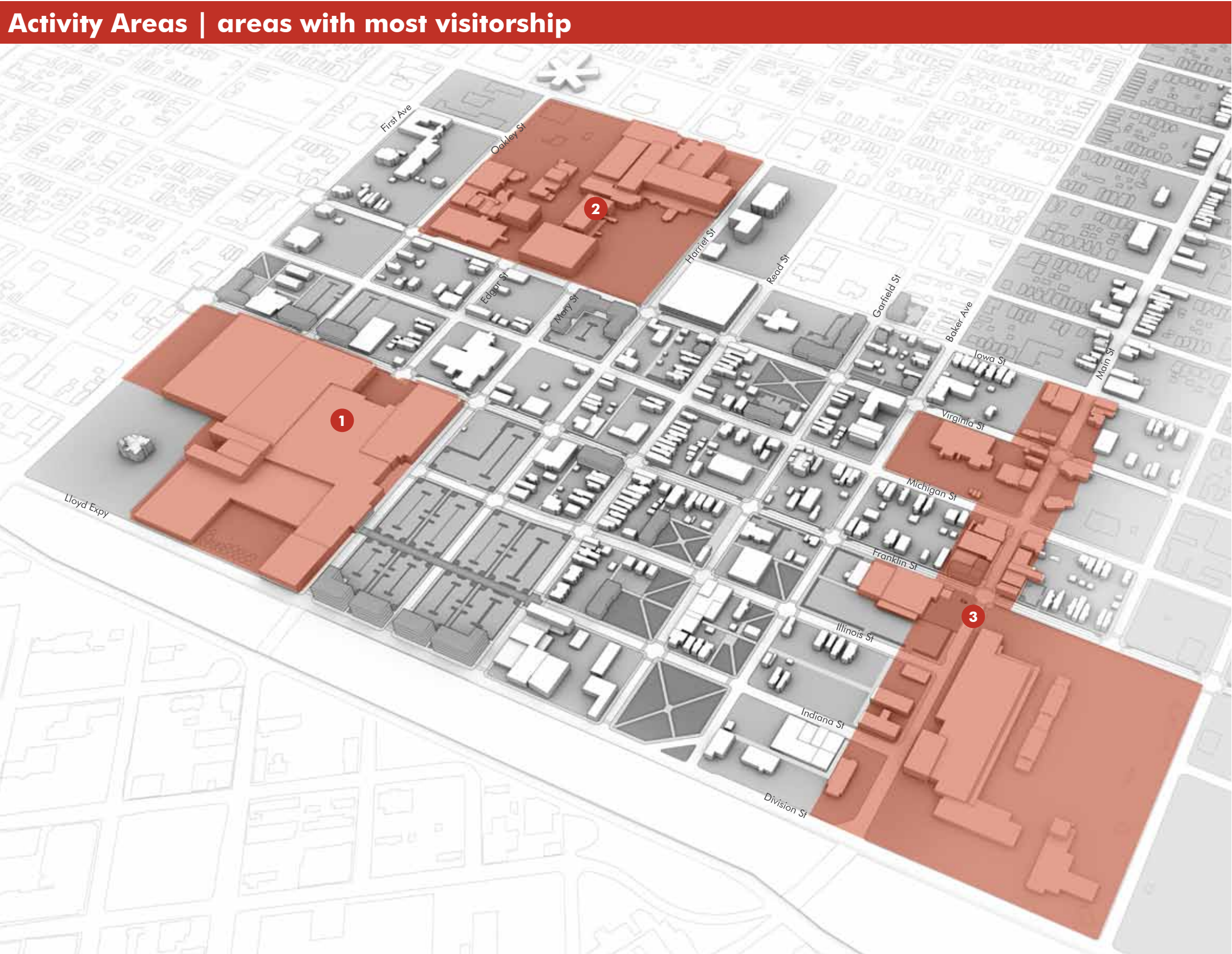
### Legend

- Activity Areas
1.

Berry Plastics Corporation
2.

Deaconess Hospital
3.

Main Street Corridor including Vectren, IGA and SWIRCA





# Master Plan Framework

Catalytic Project Areas | spur economic growth & enhance quality of life



Legend

- Activity Areas
- Catalytic Project Areas
- 1. Main Street Enhancement
- 2. Main Street Gateway
- 3. Infill Housing Development & Green Network
- 4. Medical Campus Expansion
- 5. Business Campus Potential Expansion
- 6. 1st & Franklin Gateway



# Master Plan Framework

## Connectivity | connect activity areas & catalytic project areas

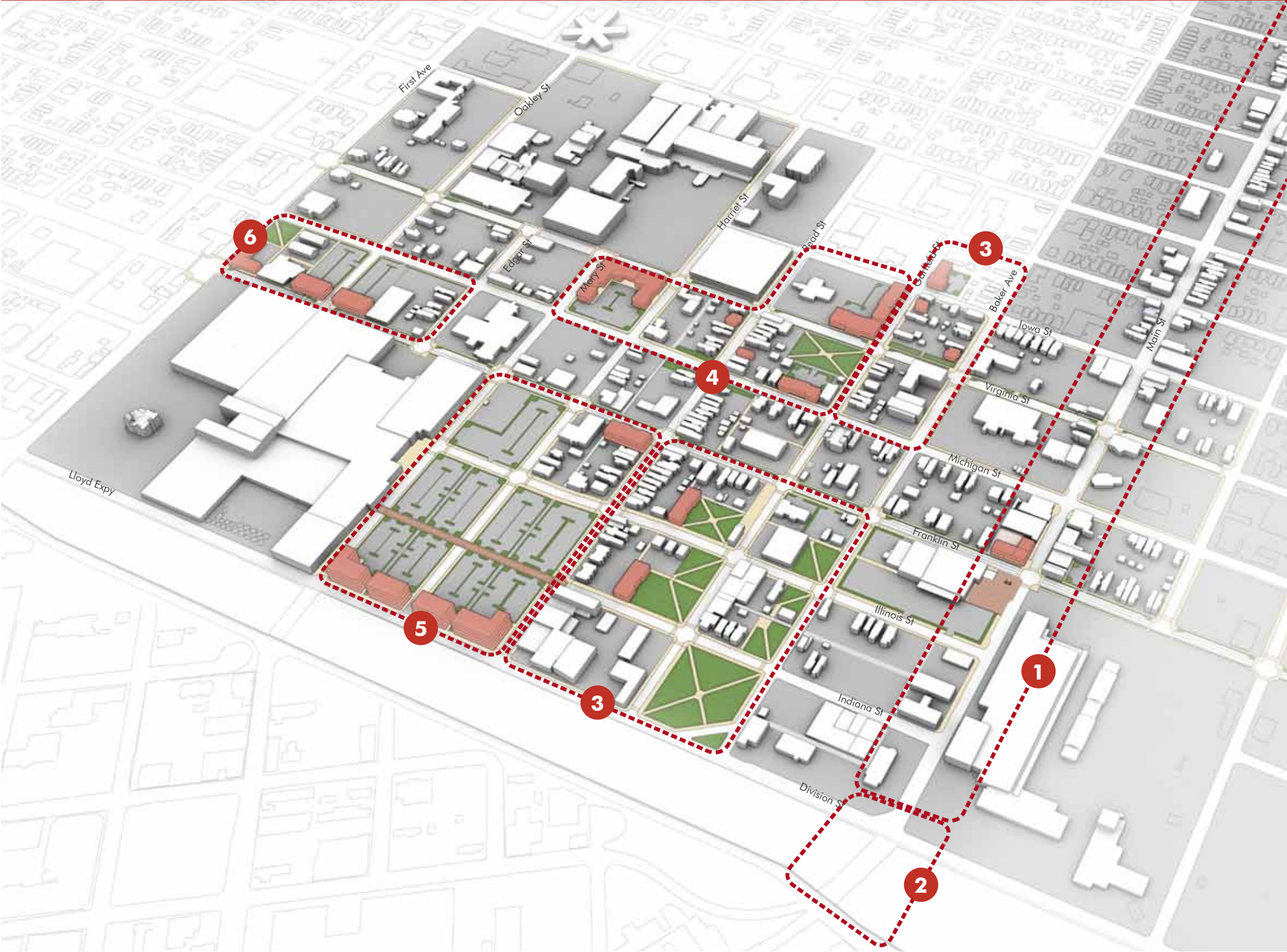


- Legend**
- Activity Areas
  - Catalytic Project Areas
  - Primary
  - Secondary
  - Public Transportation
  - Bike



# Master Plan Framework

Proposed | Showing potential development initiatives



Legend

-  Catalytic Project Areas
- 1. Main St Enhancement
- 2. Main St Gateway
- 3. Infill Housing Development & Green Network
- 4. Medical Campus Expansion
- 5. Business Campus Potential Expansion
- 6. 1st & Franklin Gateway



# Master Plan Framework

Green Network | connect with 'green' streets, parks & green spaces

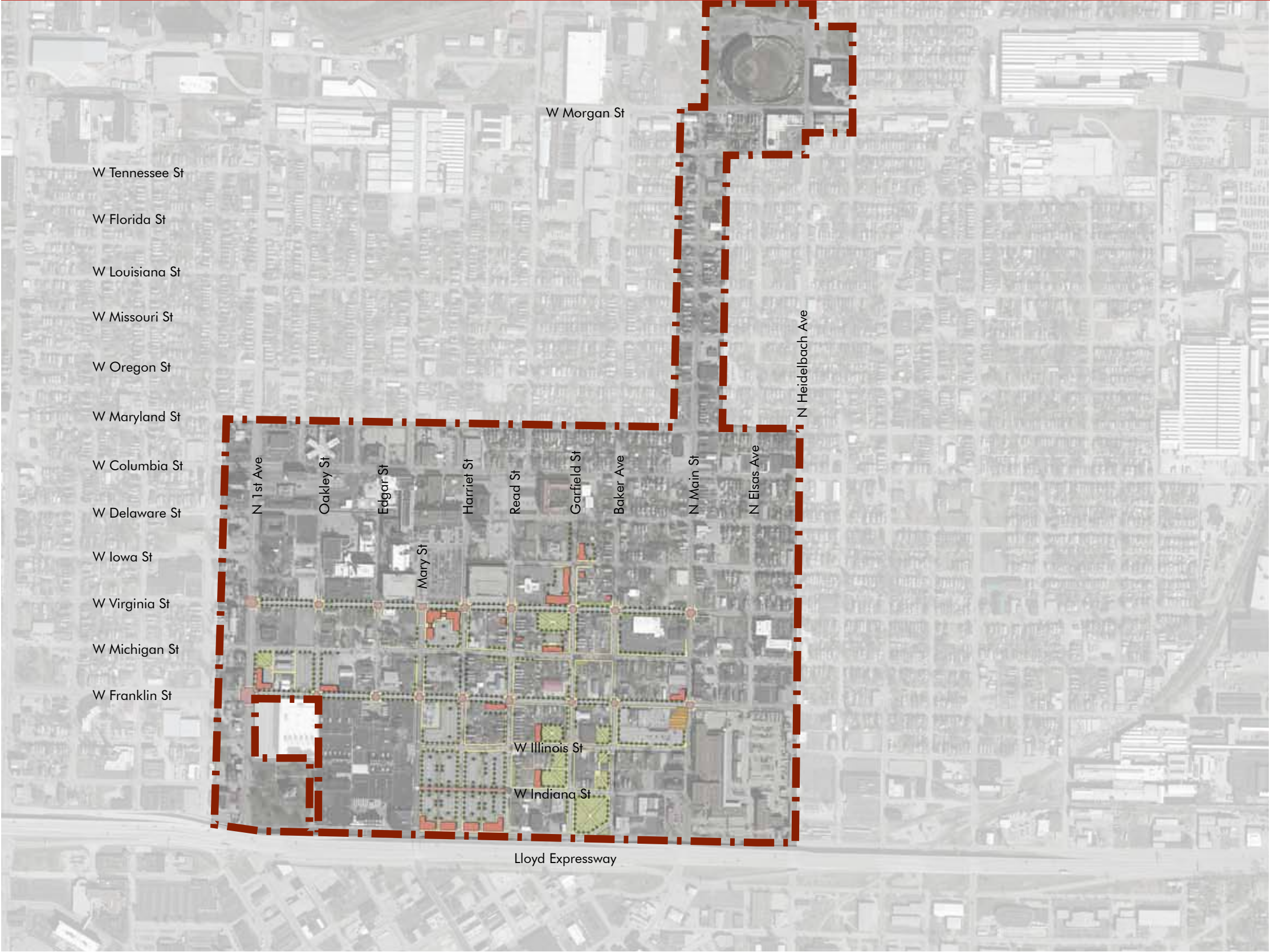


- Legend**
- Activity Areas
  - Catalytic Project Areas
  - Primary
  - Secondary
  - Green/Open Spaces



# Master Plan Framework

## Proposed TIF District and Conceptual Framework Plan



### Legend

 Proposed TIF District



# Master Plan Framework

## Legend

- 1. Office
  - 2. Mixed-use
  - 3. Green/Open Space
  - 4. Multi-Family Housing
  - 5. Single-Family Housing
  - 6. Seasonal Outdoor Sale
  - 7. Streetscape improvements - sharrow, green infrastructure, on street parking
- Greenspace
- Proposed/Potential Buildings
- Existing Buildings

## Conceptual Framework Plan - Neighborhood





# Master Plan

## Big Idea 1

1

EXPAND TIF DISTRICT TO PROVIDE GREATER NEIGHBORHOOD REVITALIZATION OPPORTUNITIES

- Expand Tax Increment Financing (TIF) district to leverage additional investments

The Indiana Tax Increment Financing (TIF) process is formally established in Indiana Code 36-7-14. TIF is a redevelopment tool used by towns/cities and development authorities to finance certain public redevelopment costs such as water and sewer upgrades and streetscape improvements. It is an economic development tool to capture property tax revenues attributable to increases in assessed value.

TIF districts are one of the most preferred economic incentive tools in Indiana, partly due to the decline of the available local, state and federal funding. This tool should be utilized primarily in the commercial sector, specifically around major businesses and the Main Street area to pay for public infrastructure.

The current TIF district only captures a small amount of tax dollars in the neighborhood. It is recommended to expand the current TIF district boundary to include key areas such as the Main Street area from the expressway to Bosse Field at the north end.

The proposed expansion boundaries are Lloyd Expressway to the South, Maryland Street and Main Street to Bosse Field to the North, 2nd Avenue to the West and Heidelberg Avenue to the East.

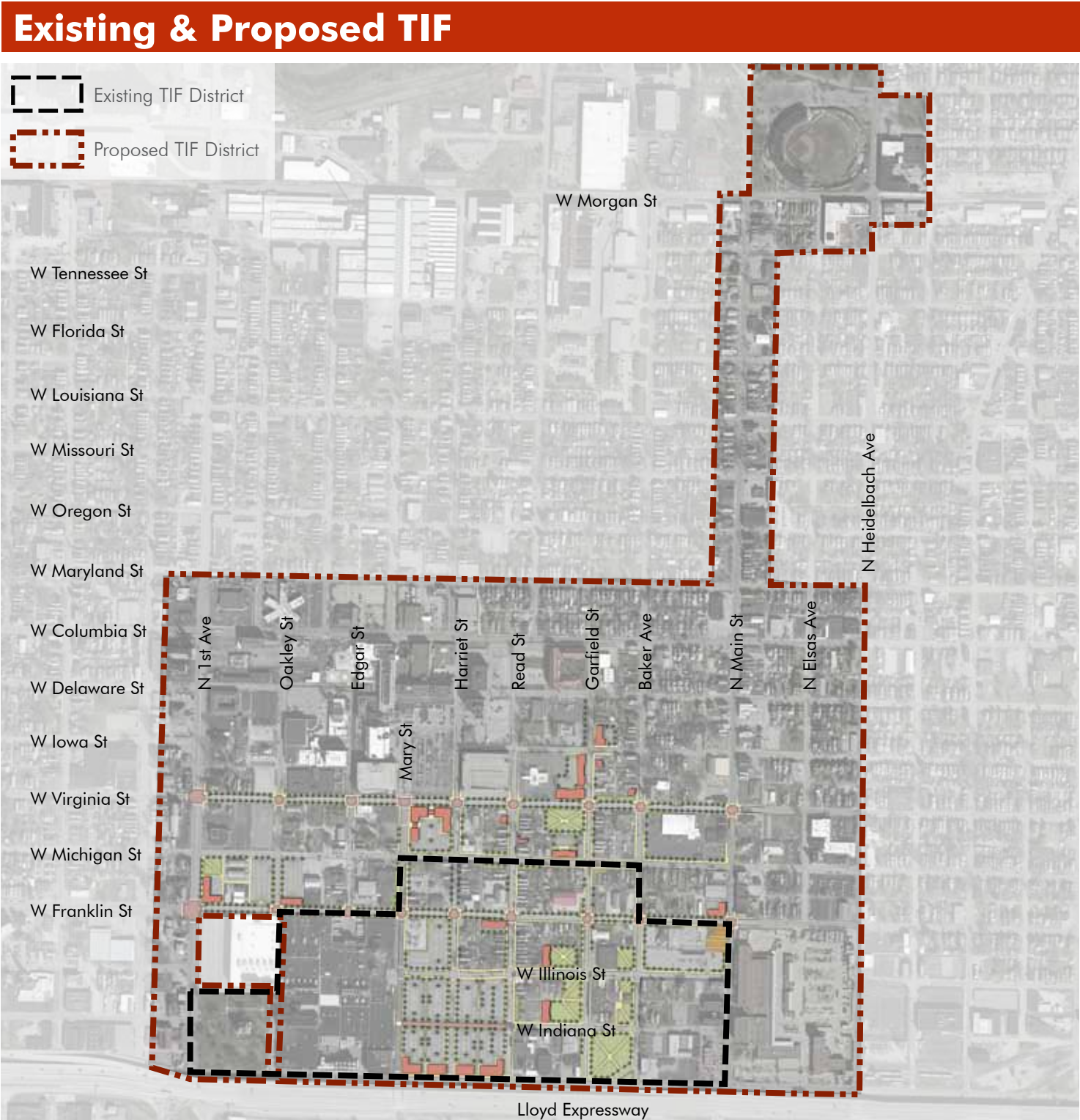
ACTION STEPS

- Research the potential impacts per the Indiana Code of the proposed expansion by estimating the economic benefits and costs incurred. These would be measured by increased employment and economic growth of real property assessed values.
- Gain approval from the followings entities, in order, to expand the TIF district.

1. Evansville Redevelopment Commission

2. Area Plan Commission

3. City Council
- Once the expanded TIF is created, utilize the money generated for a variety of public improvements and other investments to help revitalize the neighborhood. These opportunities are:
  - Area-wide public infrastructure improvements such as road and sidewalk repairs, utility upgrades, water and sewer projects and parking garages.



# Master Plan

## Big Idea 2

2

FOCUS ON KEY CORRIDORS FOR STREETScape IMPROVEMENTS

- Promote multi-use streetscape enhancements at strategic locations along with redevelopment of adjacent blocks.

It is recommended to follow the Priority Diagram for priority streetscape implementation projects (refer to page 45). Enhancements should potentially include renovated sidewalks, tree lawns, bikepaths (dedicated or shared use), opportunity for bus shelters, sustainable stormwater management practices, lighting, street furniture, etc., based on appropriate needs and available resources. Adopt the “complete streets” approach to enhance streets and pedestrian activity areas. Ultimately this will help to set the stage for public-private partnerships and infill development to occur along the corridors.

What is the Complete Streets design approach?

The National Complete Streets Coalition characterizes “Complete Streets” as streets that are designed and operated to provide safe, attractive and comfortable access for users (vehicles, bicycles, pedestrians and transit users) of all ages and abilities. Streets built utilizing “Complete Street” principles encourage social interaction, provide a unique sense of place and have a positive influence on adjacent land values.

ACTION STEPS

- Streetscape/Road Network
  - Follow the hierarchy of street connections (mostly pedestrian oriented streets to high automobile traffic corridors), as exhibited in this plan, that will facilitate multiple modes of transportation.
  - Explore opportunities to re-engage alleys with improved aesthetics to make them safer and visually better to encourage pedestrian accessibility.
  - Explore road diet (technique where the width of roads are reconfigured/minimized for transportation efficiency) and slower “design speeds” which will help in promoting walkable environment to accommodate the needs of all ages.
  - Implement traffic calming measures within higher density areas - with curb-extensions at intersections and possible mid-blocks, potential raised mid-block crossings, introduction of pavers in pedestrian crosswalks, electronic lighting system that activates when pedestrians are at crosswalks, etc.
  - Minimize and consolidate curb cuts into off-street parking areas. Also, minimize continuous curb-cuts.
  - Promote a comprehensive signage and wayfinding system.
  - Implement a cohesive streetscape design along with redevelopment of under-utilized lots and/or buildings.
- Sidewalks and Walkability
  - Utilize the overview design standards and visual design guidelines (within this section) as guide to redevelop sidewalk areas for catalytic improvements.
  - Explore opportunities to incorporate sidewalk dining areas, wherever applicable, while maintaining a clear zone for pedestrian traffic.
  - Promote curb-extensions at intersections and mid-block to encourage safer sidewalk connections.
  - Promote sidewalk redevelopment with ADA accessibility requirements.

ACTION STEPS

- Sidewalks and Walkability Cont.
  - Tree plantings are encouraged to enhance visual and environmental quality of the public realm areas - they will help to create greenways within urban core as well as provide relief from heat-island effect.
- Biking
  - Incorporate bike lanes whenever the right-of-way allows the opportunity; otherwise promote shared access lanes as exhibited in the Franklin and Virginia Street proposed recommendations.
- Parking
  - Conduct a parking study as density of development grows within the Jacobsville area - it will help to justify requirements of different forms of parking (on-street, off-street lots, parking garages).
  - Parking should be identified with the comprehensive signage and wayfinding system.
  - On-street Parking:
    - Enforcement of time limits, specifically on high traffic corridors such as Main Street, 1st Avenue, etc. will help customers and store owners with higher turnarounds.
    - Appropriate techniques of parking fee payment to be installed that adds to the character of core areas (individual parking meter, consolidated and electronic systems, etc.).
  - Off-Street Parking:
    - Majority of off-street parking spaces should be located behind the buildings specifically when infill development occurs.
    - Parking lots should be well illuminated, signed and nicely landscaped with green parking aisles with opportunities for stormwater management.
    - Off-street parking lots fronting principal streets should be screened with low height landscaping.

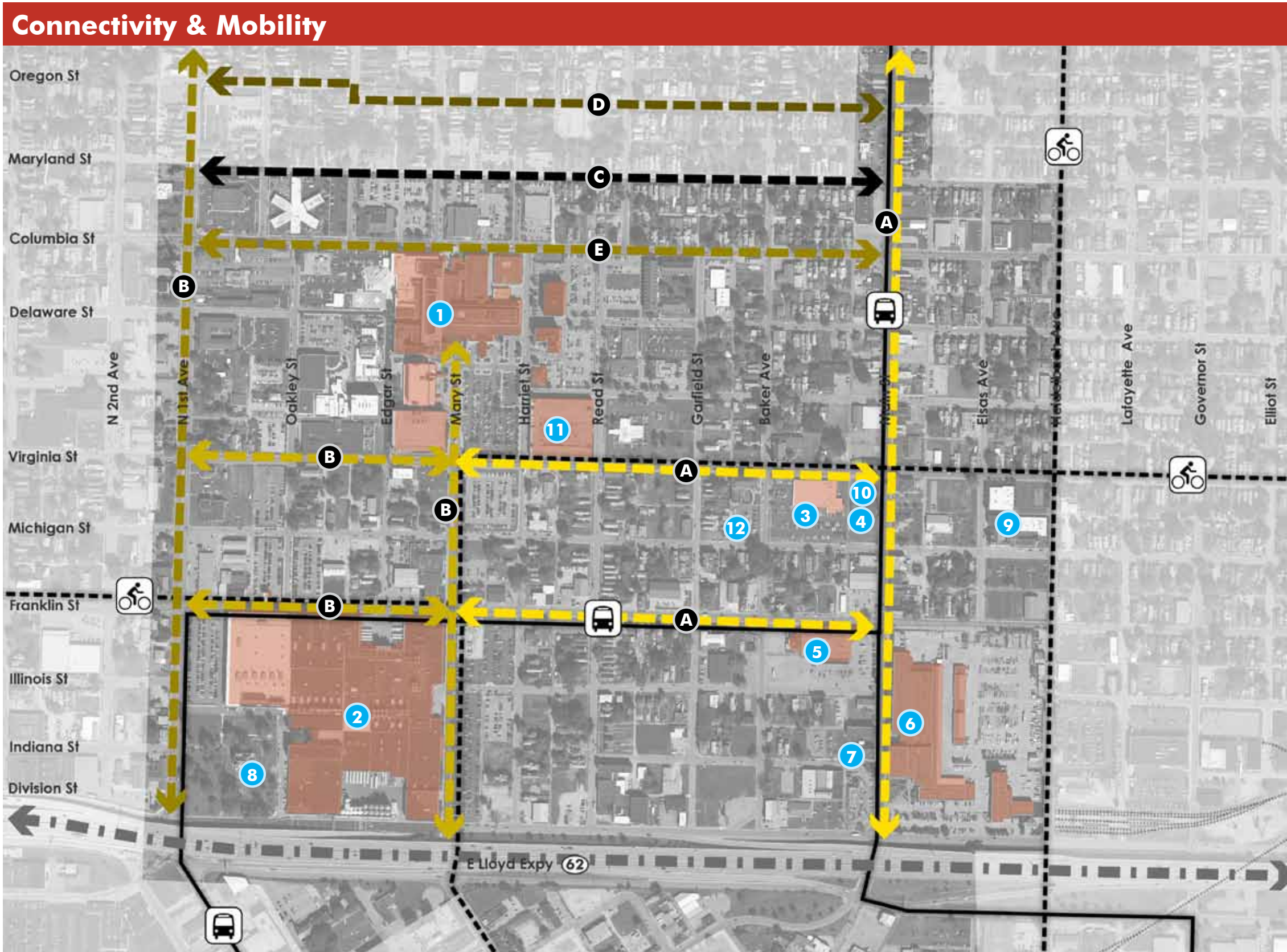
ACTION STEPS

- Parking Garages
  - Construct parking garages that will support large developments and/or cluster of smaller developments, specifically if it is related to industrial and/or medical uses.
  - Explore innovative financing solutions, TIF and public-private partnerships to build garages.
  - Parking garages should be designed with high bay ground floor (with commercial uses) to allow for the garages to be integrated within the urban framework.
  - Promote design solutions that creatively mask the facades of the parking garages - screens, architectural features, etc.
  - Provide easily accessible short term parking spaces in parking garages.
  - Add bike parking on 1st floor as well as short-term visitor parking.



# Master Plan

## Big Idea 2



### Legend

Priority Streetscape Enhancements

- Priority A
  - Main Street
  - Franklin (Main to Mary)
  - Virginia (Main to Mary)
- Priority B
- Priority C
- Priority D
- Priority E

----- Bikeway (EMPO Plan, 2000)

----- Downtown Trolley

● Landmarks & Destinations

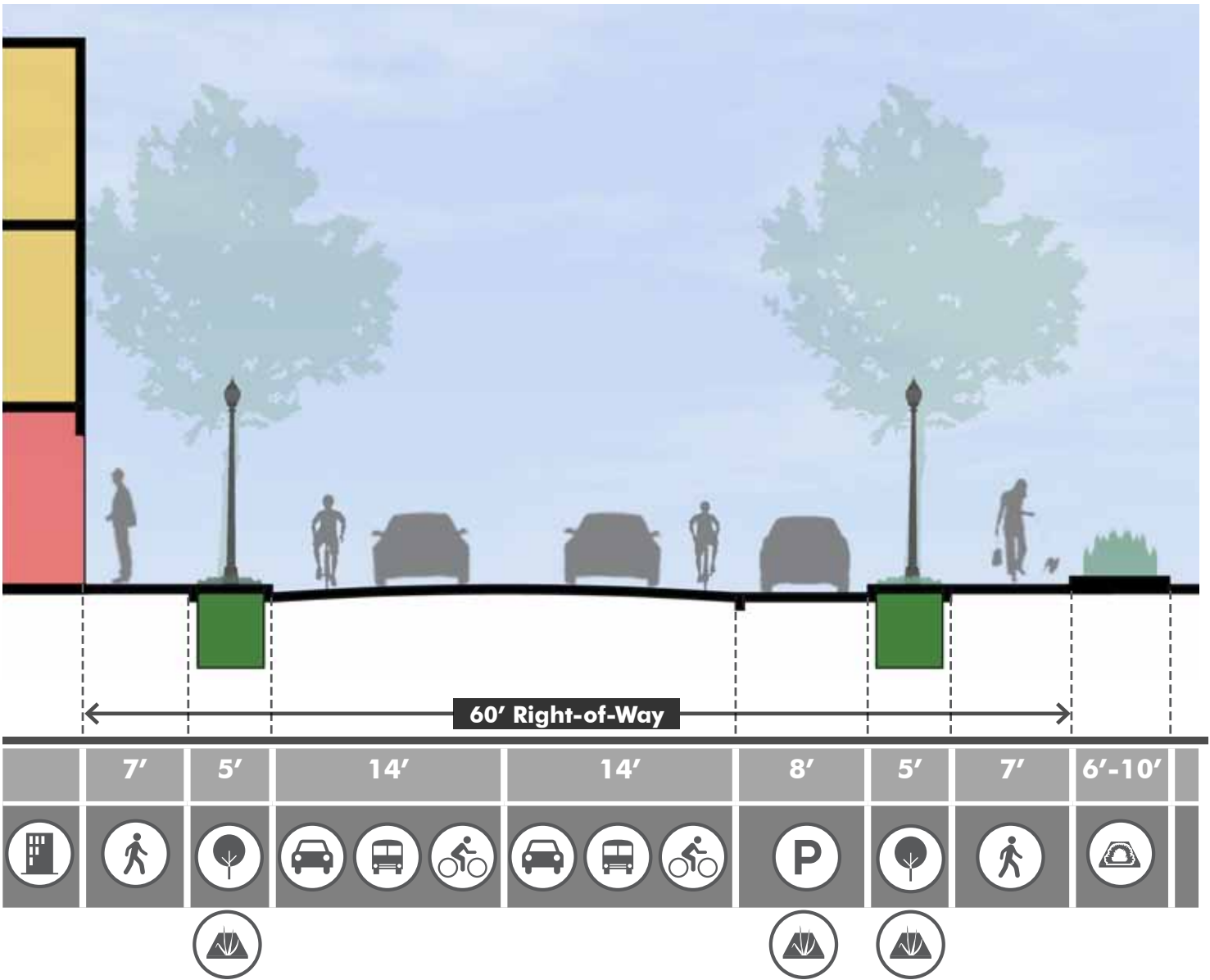
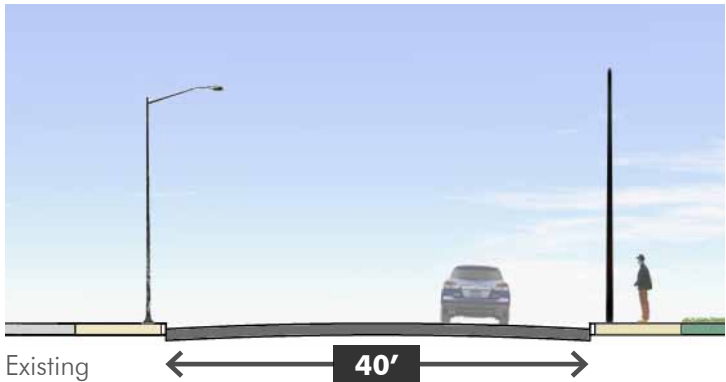
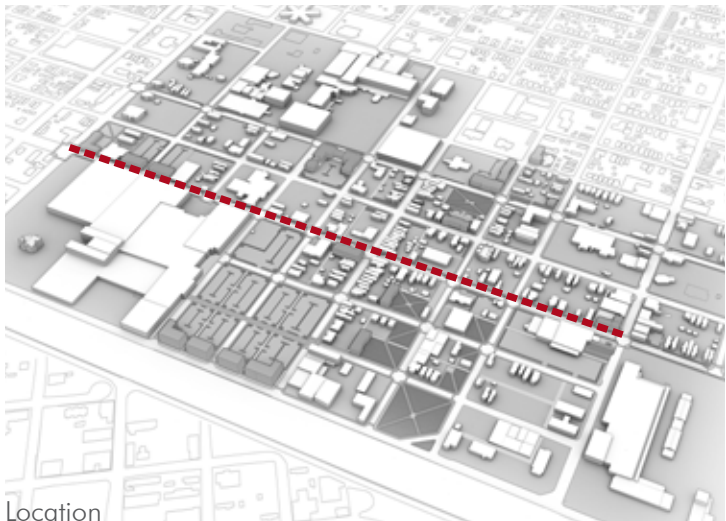
- Deaconess Health System
- Berry Plastics Corporation
- SWIRCA
- Turoni's Pizzeria and Brewery
- IGA
- Vectren Group
- Old National Bank
- Willard Library
- Evansville Lutheran School
- Ba's Kitchen Konnection
- Parking Deck
- Lucas Place



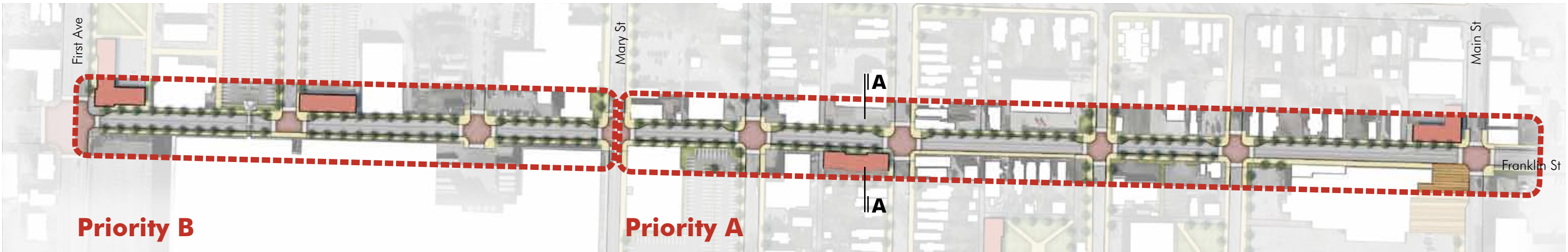
Master Plan

Big Idea 2

Franklin Street - Proposed Improvements



- PEDESTRIAN CORRIDOR**  
Walkways connecting destinations
- SHARROW**  
Bicycle "Share the Lane" markings
- CAR LANE**  
Travel lanes connecting destinations
- BUS**  
Alternative transportation that assists in mass transit and connecting destinations
- ON-STREET PARKING**  
Amenity for land uses alongside roads; pervious parking lane with curb inlets connecting to sidewalk rain gardens to improve stormwater quality
- TREE LAWN/UTILITY CORRIDOR**  
To create buffer between pedestrian and automobile lanes; potential utilities underground
- GREEN INFRASTRUCTURE**  
To implement sustainable practices; potential rain garden, pervious surface
- BUFFER STRIP**  
To create buffer between pedestrian and parking lot
- BUILT-FORM**  
Buildings along corridors with different land uses





Master Plan

Big Idea 2

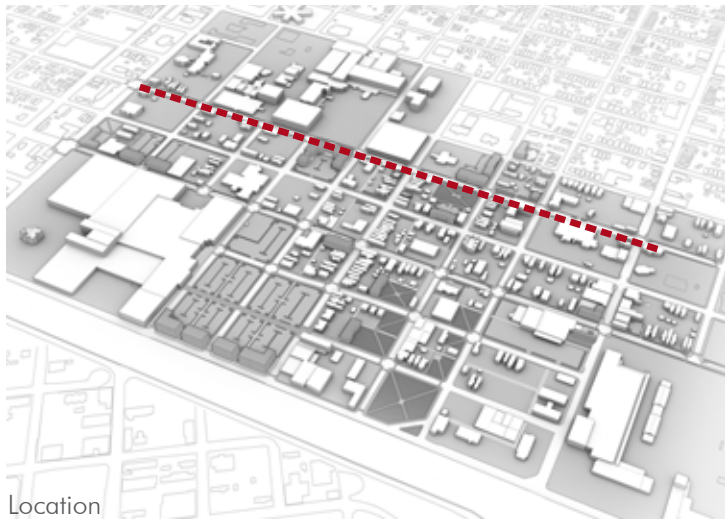
Franklin Street - Proposed Improvements



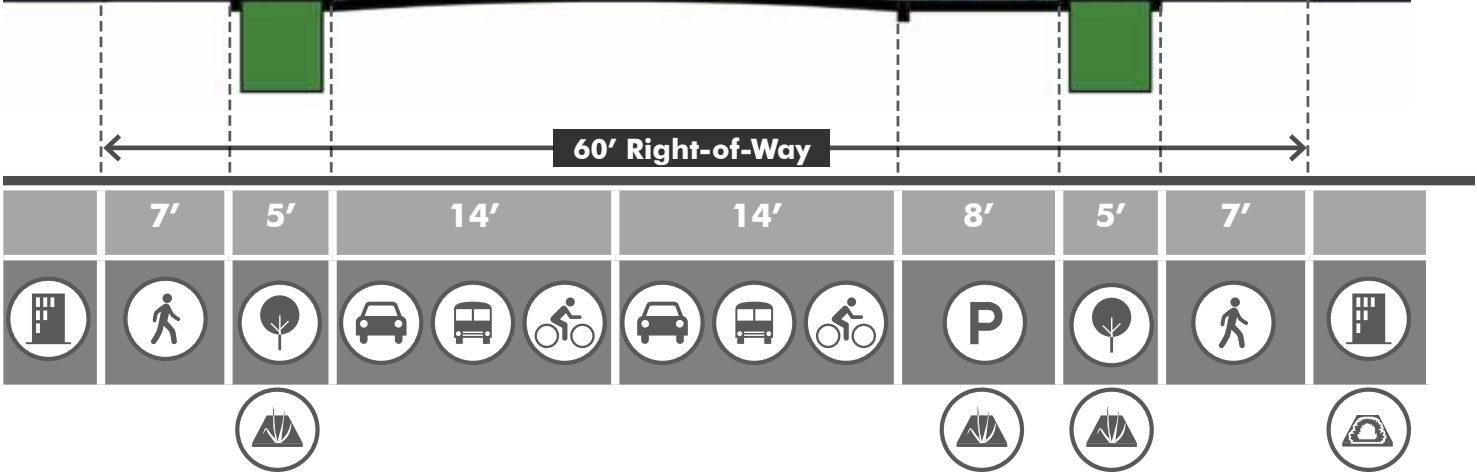
Master Plan

Big Idea 2

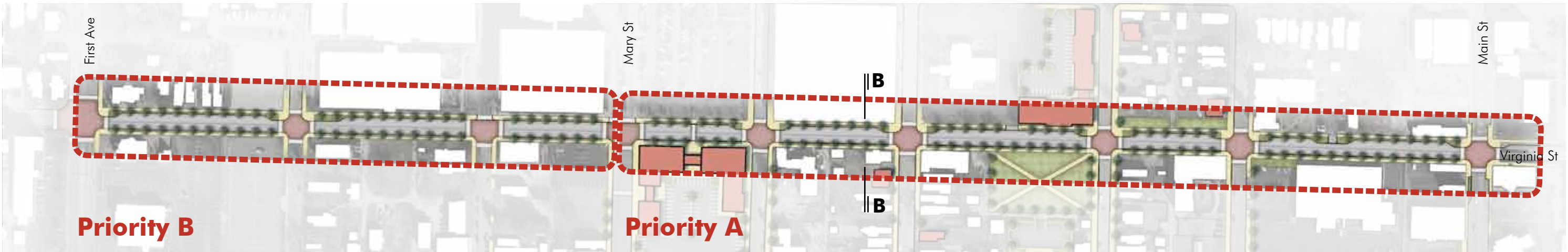
Virginia Street - Proposed Improvements



Existing



- PEDESTRIAN CORRIDOR**  
Walkways connecting destinations
- SHARROW**  
Bicycle "Share the Lane" markings
- CAR LANE**  
Travel lanes connecting destinations
- BUS**  
Alternative transportation that assists in mass transit and connecting destinations
- ON-STREET PARKING**  
Amenity for land uses alongside roads; pervious parking lane with curb inlets connecting to sidewalk rain gardens to improve stormwater quality
- TREE LAWN/UTILITY CORRIDOR**  
To create buffer between pedestrian and automobile lanes; potential utilities underground
- GREEN INFRASTRUCTURE**  
To implement sustainable practices; potential rain garden, pervious surface
- BUFFER STRIP**  
To create buffer between pedestrian and parking lot
- BUILT-FORM**  
Buildings along corridors with different land uses

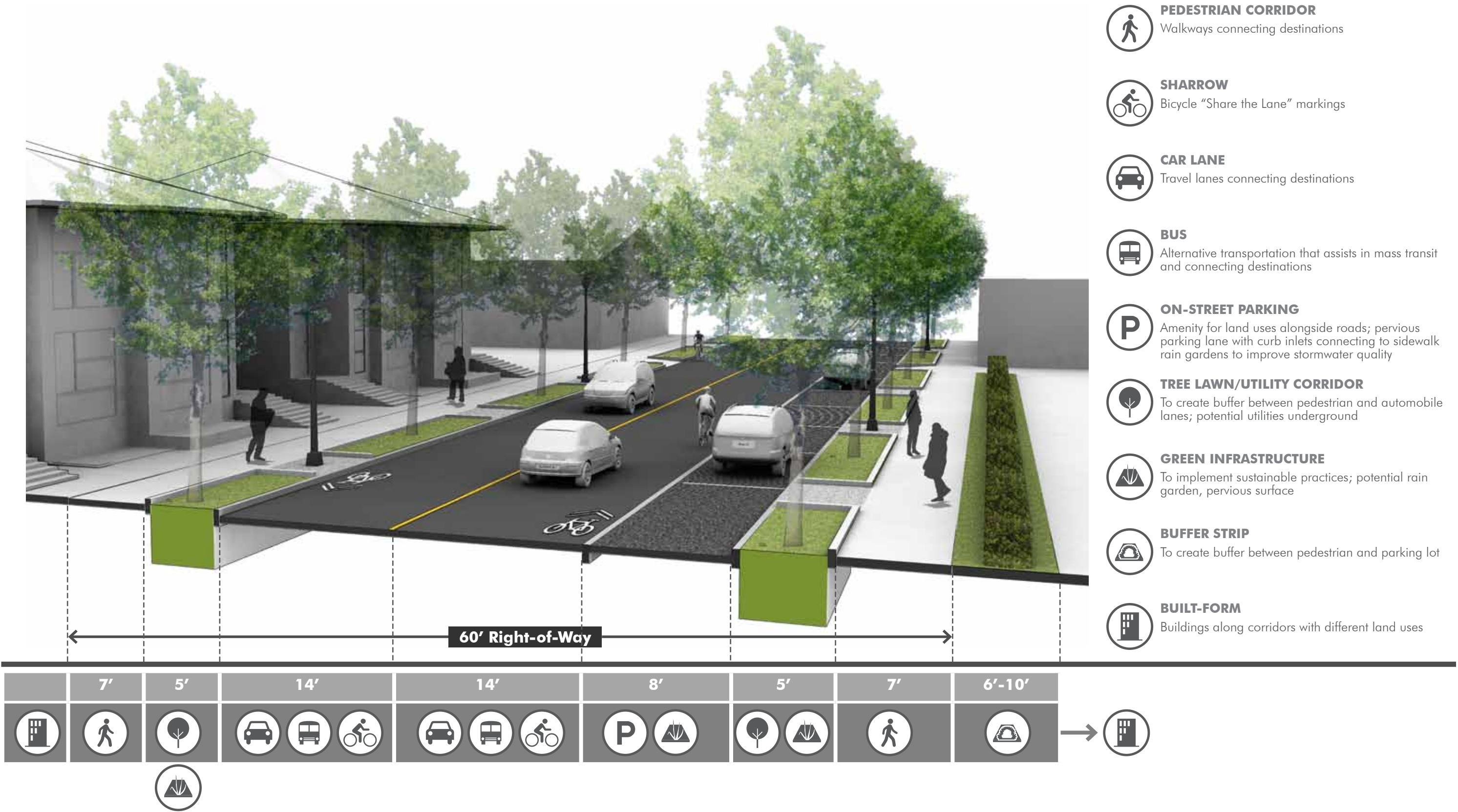




Master Plan

Big Idea 2

Virginia Street - Proposed Improvements





# Master Plan

## Big Idea 3

### 3 FOCUS ON STRONG NEIGHBORHOODS AND HOUSING

#### ■ Strengthen neighborhoods and commercial areas

Diverse housing options, well-maintained infrastructure and a safe environment are all important features of strong neighborhoods that will ultimately contribute to sustained economic growth. Neighborhoods that are safe, well maintained and well connected, will provide stability, appeal to new residents and encourage greater investment. Also an appealing and inviting public realm is a fundamental part of a strategy to strengthen neighborhoods and business districts alike.

#### ACTION STEPS

- Consider working with the Police Department and/or other local resources or possibly retaining a consultant to provide guidance in dealing with the impact of public-safety perceptions in Jacobsville, including necessary improvements to the physical environment, adjustments to various programs and patrols, innovative approaches to strategic communications, and appropriate metrics and measures to track progress.
- JACC to work with City to establish a protocol to develop better communication with the neighborhood residents, ensure follow-up and transparency with regard to how the City implements changes and improvements. Use internet technology to develop an interactive process.
- Continue strong collaboration with SWIRCA for neighborhood engagement programs and opportunities for recreation.
- Establish an aggressive Code Enforcement and Abatement program by City in collaboration with JACC and neighborhood partners to address blight, crime and other nuisances, to kick-start long-term neighborhood revitalization and reinvestment.
- Audit public spaces to identify and remedy areas that encourage crime – areas with poor lighting, sites that need clean-up, etc. Promote safety and security measures - lighting, ground floor occupancy, police patrol, opportunities for pick-up and drop-off services (public-private), etc.

#### ACTION STEPS

- Partner with local merchants to clean sidewalks, storefronts and parking lots to demonstrate care and concern about the community, decrease criminal activity and increase community use and livability.
- Establish a “Neighborhood & Business Watch Program” creating a partnership between business, law enforcement, and other organizations that represent neighborhood & business interests. The philosophy is straightforward – take control of what happens in your neighborhood & business community and lessen chances of becoming a victim.
- Increase the presence of police volunteers in the neighborhoods and the Main Street area. Often bright colored vests or other types of visible uniforms to direct visitors and provide a visible presence are enough to deter crime and increase public safety.
- The City in cooperation with JACC and Police Department should partner with area financial and real estate companies to develop a comprehensive foreclosure and abandoned building policy. This policy and its enforcement actions should target distressed properties before they become a problem.
- Engage JACC to continue to host neighborhood-based Community Engagement meetings. These meetings reaffirm community and neighborhood identity by working on concerns identified by citizens in the community and empowering them to be proactive in solving those issues with the guidance and assistance of the police and law enforcement.
- Maintain clean parks and green spaces, immediately removing litter, graffiti and undesirable conditions.
- Formalize a program to inventory and prioritize rehabilitation of viable blighted structures and if not suitable for rehab, demolition.

#### ACTION STEPS

- Crime Prevention Through Environmental Design (CPTED) [<http://www.cpted.net/>] principals should be employed especially in public realm, sidewalks, public plazas, public gathering areas, parks and trails. By modifying the built environment of the green spaces the City can reduce crime and disorder and improve the overall quality of life in those areas. Trimmed trees and shrubs, designated walkways, proper fencing and adequate lighting will add not only to the beauty of the areas but improve safety and security.
- Revise zoning districts and regulations to promote urban-style housing choices such as attached single-family and mixed-use buildings with minimal front yard setbacks along primary corridors.

#### ACTION STEPS

- Work with the major employers to encourage employees to live in the area. This may include the production of promotional materials, incentives, and working closely with realtors to match employees to targeted areas.
- Develop infill guidelines (sample sketches and photographs) and ordinance standards to promote new houses that complement the design of homes in that neighborhood (i.e. new homes with modern amenities but that look like they are part of the neighborhood).
- Explore temporary uses for vacant residential property such community gardens, neighborhood open space, and use of the land bank for parcels where redevelopment is more likely long-term.

### Safe and Well Maintained Neighborhoods





# Master Plan

## Big Idea 3

- Expand housing options

Provide variety of housing to diversify the array of household types and income levels in the Jacobsville area and provide amenities for a wide range of people including young professionals, families and baby boomers.

### ACTION STEPS

- Incentivize a diverse mix of residential housing products through existing and potential public funding and partnering with private organizations including large employers of the area – Deaconess, Vectren, Berry Plastics etc. Work with developers and homebuilders who understand the unique challenges of residential infill projects, financing and delivery.
- Continue strong collaboration with strategic partners to help consumers obtain loans, mortgage assistance and other types of financial support and education.
- Promote the efforts of ECHO housing in the neighborhood, including their North Main Commons Development, workforce housing and the phases for completion.
- Promote residential redevelopment on catalytic sites as exhibited within this plan. Build upon recent efforts (by SWIRCA) and one that embraces the character of the neighborhoods. Collaborate with Deaconess Hospital and other large employers of the area to provide for specific housing needs.
- Develop amenities near SWIRCA that support and enhance livable neighborhoods including dog parks or community gardens and neighborhood parks.

\* Refer to the Appendix page 73 for more housing best practice examples.

### Diverse Housing Options



- Greenspace
- Proposed/Potential Buildings
- Existing Buildings

### Existing



### Potential





# Master Plan

## Big Idea 4

4

IDENTIFY ORGANIZATIONAL STRUCTURE FOR IMPLEMENTATION EFFORTS INCLUDING: BUSINESS IMPROVEMENT DISTRICT, MAIN STREET MANAGEMENT & PUBLIC/PRIVATE REINVESTMENT

- Develop a Business Improvement District [BID] or Economic Improvement District [EID] to garner commitment and financial support from property owners to provide professional targeted management efforts in the Main Street Area and adjacent commercial areas

A Business Improvement District (BID) or Economic Improvement District [EID] is a quasi-public organization formed by property owners who have agreed to an assessment on their property in order to generate revenue for services and capital improvements provided within a defined district. EID's provide a long-term financial base for marketing, capital improvements and management programs. They spell out the services and improvements to be delivered in a contract between the property owners and the organization charged with managing the EID. This contractual arrangement increases accountability and keeps the focus of the organization on achieving the stated goals of property owners.

It has been proven throughout the country that Economic Improvement District [EID] forms of management raise the quality of main street districts. Reasons include:

- Full-time attention by trained Main Street Manager
- Financial resources directed toward management, leasing & promotions efforts
- Strategic business recruitment & retention
- Pro-active real estate development focus
- Strong district advocacy programs to solidify authority, alliances and trust

Sixty percent of property owners, or those representing roughly seventy-five percent of the linear footage, must agree to the assessment (amount to be determined by local area). The process of recruiting the property owners to agree to an assessment and how it will be spent is a time consuming effort requiring a high level of commitment from leadership at all levels in the Main Street and the

commercial areas. A results oriented EID/BID program will help to secure funding from participants, local financial institutions & foundations and solidify public/private partnerships.

Other responsibilities such as streetscape maintenance, litter control, sidewalk trash removal and parking enforcement and lot management, could also be placed under the Economic Improvement District.

ACTION STEPS

- The City, JACC, Chamber of Commerce and other responsible agencies should work collaboratively with investors, major property owners and business owners to create the EID.
- Gain consensus on instituting the EID/BID through educational sessions (regarding benefits and formation guidelines) held by JACC with property and business owners.
- Follow IC 36-7-22 of Indiana Code ([http://www.in.gov/legislative/ic/code/ title36/ar7/ch22.html](http://www.in.gov/legislative/ic/code/title36/ar7/ch22.html)) for guidelines to institute an Economic Improvement District.
- Define the specific area and develop an operating plan describing the kind of services and/or details of infrastructure improvements.
- Determine the annual cost for delivering the services and develop formula for annual assessments.
- Research and apply for appropriate funding mechanisms and work with different agencies to pool resources and financing – to operate the EID/BID.
- Submit to appropriate local legislative authorities in ordinance form for public hearing and subsequent vote to approve the creation of the district.

- Establish the necessary funding and staffing in place to implement the Area Redevelopment Plan

While the City of Evansville and relevant department officials/staff (mostly DMD staff) will work with JACC and neighborhood stakeholders to oversee the implementation of this plan, it is recommended to employ a Main Street Manager or Jacobsville Area Redevelopment Manager to act as a gatekeeper for the implementation of the action items specifically for Main Street. This will in no way replace any current organizational/ implementation efforts by JACC, Chamber of Commerce and other stakeholders, rather create an environment for a focused approach.

ACTION STEPS

- Research and pool funding to create the position through collaboration of City, JACC and other interested stakeholders. Involve Chamber of Commerce of Southwest Indiana. Discuss possibilities of funding by major employers as well as leveraging funding from BID.
- This position will be responsible for implementation of the Area Redevelopment Plan recommendations. The position will work under the guidance of JACC.
- Responsibilities for this position will also include researching additional funding opportunities and pioneering the PR campaign for the Main Street and adjacent commercial area tenaning and district marketing.
- The position should be filled by an individual who is able to influence property owners and developers and has the qualities of an aggressive salesperson.
- Different resources will be available at different times; it would be the prerogative of this position in consultation with JACC to prioritize accordingly and make strategic decisions of implementations for the best case scenario.

- Continued commitment to Main Street and adjacent commercial areas

To make certain that the strategic repositioning and revitalization objectives outlined in this plan are accomplished and efforts gain momentum, the Main Street Program as administered by the National Trust for Historic Preservation should be followed to coordinate with the strategic vision of this Plan.

ACTION STEPS

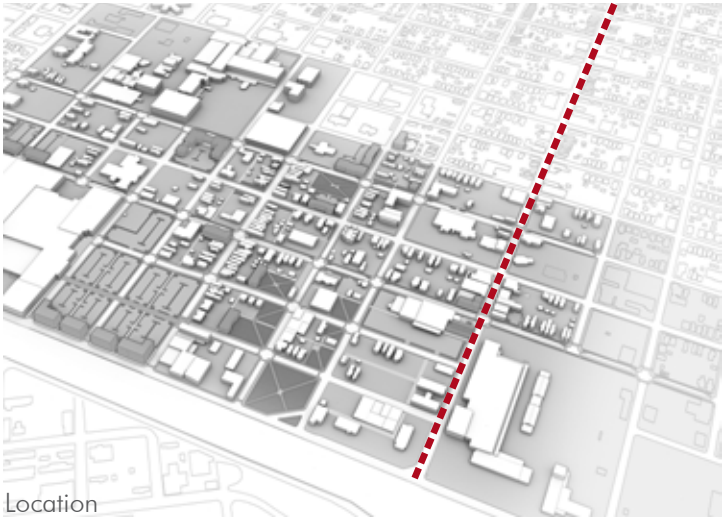
- Utilize the Area Redevelopment Plan as a marketing, educational and information tool.
- Utilize the State Main Street Program & office personnel for community information exchange.
- Continue to work with local/regional/ digital media to promote the revitalization plan.
- Continue to refer to the Indiana Main Street's guidelines (<http://www.in.gov/ocra/2364.htm>) as well as the ones stated by the National Trust for Historic Preservation (<http://www.preservationnation.org/main-street/about-main-street/getting-started/>).



# Master Plan

## Big Idea 4

### Main Street Corridor



Follow the 4-Step Main Street Process:

- Organization
- Promotion
- Design
- Economic Restructuring

#### ORGANIZATION

- Create a Community Reinvestment LLC that should raise private funds to revitalize the existing buildings and build new infill buildings along Main Street. (refer to the previous page for details).
- Create an Economic/Business Improvement District (EID/ BID) (refer to the previous page for details) This can provide a long-term financial base for marketing, capital improvements and management programs.

#### DESIGN

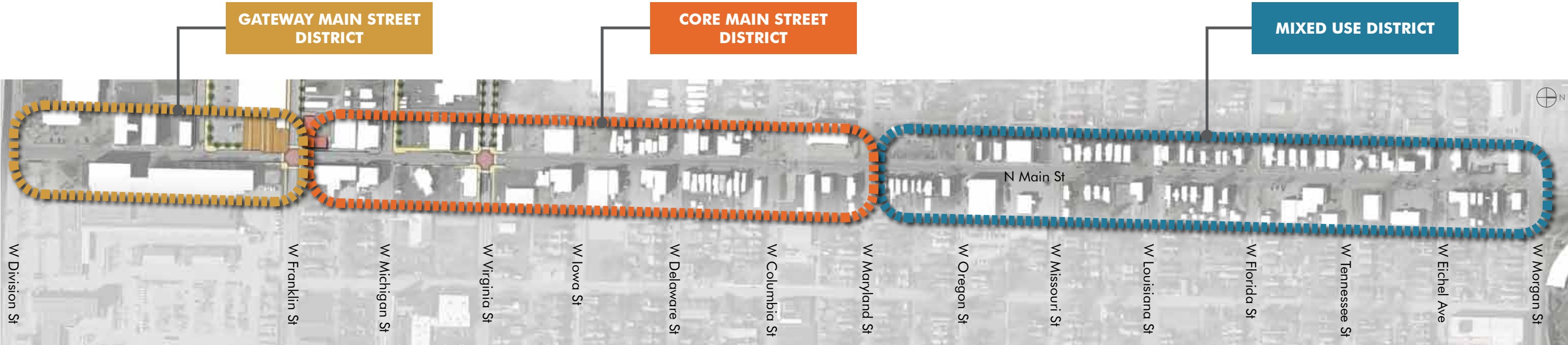
- Establish design and development guidelines which will help guide the new infill development and building redevelopment to create an overall character to the district. This should be developed based on future land use plan and the overview design guidelines.
- Enhance the streetscape and public spaces to help instill an environment of safety and generate confidence within residents and visitors to frequent the area. These enhancements include the presence of public amenities, appropriate lighting, trees and planters, proper signage and wayfinding elements.

#### PROMOTION

- Selling the positive images of the Jacobsville commercial area as a whole. JACC, Chamber, Convention and Visitor’s Bureau and others are involved in promotional materials. Collaborative promotions should be performed for concerted effort. This should include businesses in the neighborhood as well.

#### ECONOMIC RESTRUCTURING

- Create a Business Retention/Recruitment Program
  - Build trust in investment community through retention by giving existing businesses access to helpful information and a support team to improve their business.
  - Identify key businesses that are needed in the community to help create the street life, pedestrian traffic, and sense of vitality that are hallmarks of a successful business district.



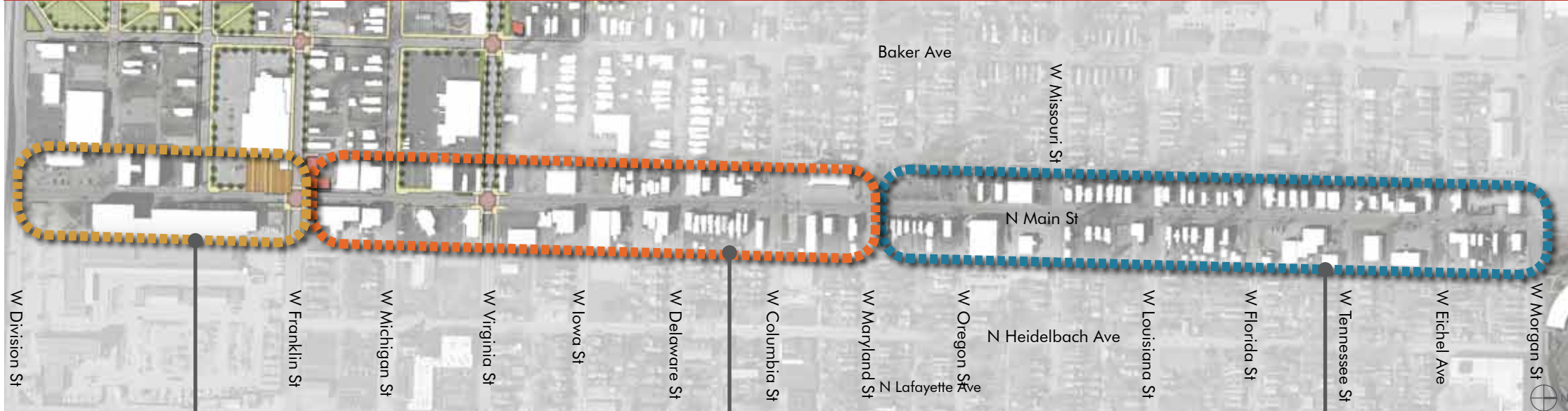


Master Plan

Big Idea 4

Main Street Corridor

Conceptual Framework Plan - Main Street



Legend

 Character Districts



MAIN STREET CHARACTER DISTRICTS

- Gateway Main Street
  - Home to Vectren and a number of national chain businesses, this area lends itself to be the Gateway to Main Street. Being on the edge of the neighborhood and bounded by Lloyd Expressway, this district should make a statement for the businesses and the neighborhood with additional real estate and public realm improvements.
- Core Main Street
  - The historic preservation of the existing buildings should be enhanced and new infill development should compliment not mimic their historic neighbors paying special attention to the pedestrian.
- Mixed Use
  - While a number of existing homes have been converted and commercial uses have been initiated in various locations, this district has already taken the character of being a mixed use district. Special attention should be made to deter uses with high traffic volumes while promoting live/work units and developments with residential above.



# Master Plan

## Big Idea 4

- Identify public / private partnering opportunities and explore creative implementation vehicles and funding mechanisms

The identification of all potential community partners interested in the Jacobsville area is a critical first step toward a healthier and economically successful commercial area and one that elevates the quality of life for the neighborhood residents. Some of them are mentioned throughout this Plan. These major employers, banks, foundations, institutions, corporations, alliances and developers should be brought into discussions to determine what conditions need to be met to engage them into the redevelopment of the Jacobsville area, specifically the catalytic project opportunities. Economic partnerships such as a For-Profit LLC can bring individuals and/or corporations together to combine resources and share the risks (and rewards) of focused real estate redevelopment investing.

Not-for-profit community development vehicles can also provide public improvements and select types of mixed-use development when immediate return on investment is not as critical.

Historic renovation is a tool that should not be ignored in these initiatives. With Jacobsville’s arsenal of historic properties, historic tax credit building renovation should become a major redevelopment tool.

Other funding and financing sources should be researched for appropriate application including the on-going brownfield remediation/Superfund assistance. Funding research should focus on:

- Site and public realm development including Superfund assistance, transportation funding for roads and alternative transportation, City capital improvements funds for sustainable infrastructure and general improvements, MAP-21 initiative by Federal government and economic development programs.
- Housing Development Incentives such as low-income housing tax credits, HUD programs, etc.
- Building renovations including historic tax credits, façade enhancements, emergency building repair assistance, low interest loans, funding for tenant finishes, etc.
- Business incentives such as SBA loans, micro loans, job creation credits, direct loans

**ACTION STEPS**

- Create a collaborative environment with banks, foundations, institutions, corporations, alliances to determine how to overcome barriers for reinvestments into the Jacobsville area. JACC and City should lead the collaborative effort.
- Identify public-private partnering opportunities, collaboration with quasi-public organizations and explore creative implementation vehicles.
- Creation of EID/BID will provide a reliable financing mechanism and facilitate the cooperation of several partners to support economic development, capital improvements and maintenance.
- Discuss opportunities for funding/financing with property and business owners and provide financial incentives to small businesses.
- Provide incentives for residential uses on upper floors of currently underutilized buildings as well as for homes within residential neighborhoods.
- Engage interested parties to create an LLC. Invitation and membership to the LLC can be open to both property owners and non-property owners in the Jacobsville area. JACC can lead the charge in creation of the LLC. Once created, the LLC should raise private funds. The LLC can determine how they want to operate and use their collective funds toward revitalization – whether to leverage TIF funds, to leverage superfund assistance, towards historic rehabilitation and/or towards new infill development.

### BID Best Practice

#### BID structure example (Covington, KY BID)

**MECHANICS**

- 51% of property ownership must sign the petition. Not signing means “no.”
- 51% of the total property value in the district must be represented.
- City drafts and considers/approves a local ordinance authorizing the assessment collection.
- Nominating committee selects board of 7 to 11 representing owner of different property sizes, business owners and a current Covington Business Council board member.

**FINANCING**

- An assessment methodology is proposed that includes the street frontage, value and square footage of Downtown properties. There is a differential in the assessment for commercial and non-profit (including government) properties.
- The BID would have its annual budget geared toward public realm maintenance and for economic development and beautification.

### BID Public Realm Improvements Examples

#### STREETSCAPE



#### BRANDING & SIGNAGE



#### GATHERING SPACES



#### MAINTENANCE & SAFETY



#### PUBLIC ART



#### EVENTS



# Master Plan

## Big Idea 5

5

COMMITMENT TO BRANDING, IDENTITY & PUBLIC RELATIONS PROGRAMS

- Collective marketing strategies: Build on the strength of the commercial district through collective marketing with web presence, maps, specials, and other district-wide marketing strategies.

Promote the neighborhood area as an exciting, convenient place to live among target population groups including young professionals, area employees and aging local residents. Jacobsville, with its proximity to amenities, offers a tremendous opportunity to create a unique and appealing living and working environment.

Development of promotional activities for Jacobsville and marketing the initiatives to the local and regional market is paramount. This effort has to be coordinated with city-wide efforts. Local marketing will provide an understanding of Jacobsville’s transformation as a neighborhood and encourage potential residents and additional visitors to frequent Jacobsville.

- ACTION STEPS
- Leverage existing events and promotional items to spread the perception of Jacobsville’s livability amenities
  - Promote cross-promotion of businesses, arts, culture, and special events with a consistent branded focus
  - Develop cohesive signage and banners so that visitors know they are in the Jacobsville neighborhood and provide directions to different amenities including parking
  - Create website that offers suggestions for what to do in Jacobsville

- Create a wayfinding framework with a common design theme that reinforces the neighborhood’s unique attributes.

Two hierarchical levels of signage are recommended to help reinforce a sense of place as well as direct automobile, bike and pedestrian traffic through the neighborhood area. They are:

- Primary/Gateway Signage: Strategically located at the gateways and outlying areas. These signage components will guide automobile traffic to specific focus areas and major destinations within the neighborhood.
- Secondary/District Signage: This family of signs will be designed with pedestrians and bicyclists in mind. It is recommended to have not only the common design theme of the signage family but should also incorporate some distinctive characteristics or logos/marks specific to the focus areas in which they are located. In order to highlight and provide a stronger sense of orientation, consideration should be given to employing the use of pedestrian-scaled signing elements that can be easily modified as tenanting evolves within the focus areas. Future consideration should also be given to include the identity of the residential areas as well.

- ACTION STEPS
- Gateways and signage should be installed at strategic entry points including:
    - Main Street and Lloyd Expressway
    - Mary Street and Lloyd Expressway
    - First Avenue and Lloyd Expressway
    - First Avenue and Franklin Street
    - Main Street and Columbia Street
    - Main Street and Morgan Avenue
  - Design and install a uniform signage and wayfinding system with the implementation of streetscape improvements

### Unifying Theme of Branding, Wayfinding and Signage Examples





# Master Plan

## Big Idea 6

6

DEVELOP A HIGHER QUALITY LAND USE STRATEGY ALONG LLOYD EXPRESSWAY

- Create niche district along the Lloyd Expressway to drive the redevelopment of the built environment

Just as any other focus area, this area would have a unique personality created by carefully crafted design guidelines for storefronts, facades, lighting, and signage. Streetscape improvements would be designed to reinforce the area identity while acting as a common thread woven through the whole redevelopment area.

Uses that compliment the area would be office development, and whenever possible upper story housing or continued office development. Also the idea of green connections trails/sidewalks should be implemented to physically connect to the adjacent areas and focal points of the neighborhood.

- Elevate the architectural character of new buildings through high quality design standards

Infill development and redevelopment is recommended to create the distinct character, which will complement the existing structures in the Redevelopment Area. Infill and/or redevelopment can be phased to allow for efficient use of resources including funding. The visualizations on the right highlight how under-utilized parcels can support phase-wise development in creating a sense of place, encourage walkability, promote sustainability and creation of overall healthier environment.

- ACTION STEPS
- The development of design standards for new buildings as well as rehabilitation/renovation standards need to be integrated with design and development guidelines.
  - Incorporate the Secretary of Interior Standards for historic preservation into design and development guidelines.

### Existing



### Potential



- Greenspace
- Proposed/Potential Buildings
- Existing Buildings

# Master Plan

## Big Idea 7

7

COMMITMENT TO ENVIRONMENTAL MITIGATION & SUSTAINABLE SOLUTIONS

- Promote sustainable development practices that will help environmental stewardship, social interactions and financial benefits

“Sustainability” has become a catch-phrase for practices that meet ecological, economic and social needs without compromising the ability of future generations to meet their own needs. The ethics of sustainability call for an integrated approach to planning and design that requires consideration of impacts (from capital improvement projects) on the natural environment and quality of life. This plan has been developed with a commitment to considering the sustainability of the design of every element of the Jacobsville area.

ACTION STEPS

- There are several key areas that should be addressed to properly integrate sustainable design practices. Good design and best practices alone will encompass many factors of sustainability, but it is important to implement some actions that will assist towards a more sustainable future.

1. Site Development

2. Buildings

3. Parks and Recreation

4. Utilities

5. Arts and Culture

### 1. Site Development

- Low Impact Development (LID)
  - LID is achieved through better site design, minimal site disturbance, conservation design practices and installing “green” infrastructure (bio-retention, pervious pavement, green roofs, rain barrels etc.)

- Protects native landscape, habitat, water quality and quantity (less flooding), reduction of impervious surfaces, replenishment of groundwater.
- Green Streets
  - Incorporates multi-modal transportation (pedestrian, bike, cars, buses, etc.) that helps to provide amenity for different needs; reduces CO2 emissions, reduces the number of car trips and vehicle miles traveled.
  - Includes stormwater management features (rain gardens, porous pavements, etc.) that allows for gradual recharge of groundwater, while reducing stormwater runoff from urban areas thereby helping to improve water quality.
- Green Parking
  - Retrofit existing large surface parking lots and any new parking installed to incorporate best management practices for stormwater including landscaped islands, trees and bioswales.

### 2. Buildings

- Housing mix allows for opportunities for different income ranges and market niches, thereby encouraging social interaction and a vibrant area.
- Life cycle housing provides a range of housing options that meets people’s needs at all stages of life.
- Universal design advocates for housing to provide accessibility options to accommodate all people regardless of age or ability (eg. wider interior doorways and hallways, door levers in lieu of handles, etc.)
- Infill buildings and adaptive reuse utilizes under-utilized and available lands and buildings for development as highest and best uses that are connected to existing infrastructure.
- Building designs include orientation, height and massing to utilize optimum energy, access to natural light, etc.
- Green roofs help energy efficiency by absorbing solar heating, adds to aesthetic quality, and reduce stormwater runoff.

- LEED (Leadership in Energy and Environmental Design) is an internationally accepted benchmark for design, construction and operation of high performance sites and buildings. Third-party verification improves performance metrics for a wide variety of factors - site design, energy consumption, water efficiency, improved indoor environmental quality, recycling and reuse.
- Encourage the use of new, advanced and sustainable building materials and mechanical, electrical and plumbing systems.

### 3. Parks & Recreation

- Providing green spaces and public gathering opportunities drive economic development activities. New buildings and stores want to front the open space as amenity increasing pedestrian traffic to businesses, residential uses want the piece of green space as a ‘room to breathe’ and aesthetic considerations thereby making the green spaces as an attractive asset to the Redevelopment Area.

### 4. Utilities

- Implement stormwater management practices.
- Assess the feasibility of incorporation of stormwater management practices along streetscapes.
- Promote the utilization of available sewer and stormwater credits to developments in locations with existing infrastructure.
- Explore renewable energy generation systems (geothermal systems within parks or other large development initiatives, solar power for lighting, small scale streetscape heating etc.) to reduce the need for fossil fuel and thus reducing carbon footprint.
- Assess the opportunity to bury overhead utility underground in strategic locations that ties with current initiatives or potential future development areas.

### 5. Arts and Culture

- Murals, paintings, plaques, signage, wayfinding, etc. should be integrated with streetscape design that will help to link the major destination areas within Redevelopment Area, the Jacobsville neighborhood and Downtown.

### Promote Sustainable Practices





# Master Plan

## Big Idea 8

8

REVISE CURRENT REGULATORY MECHANISMS (ZONING CODE, DESIGN DEVELOPMENT STANDARDS, DESIGN REVIEW) TO ALIGN WITH REDEVELOPMENT VISION

- Provide a regulatory framework that encourages the land use mix proposed in the Redevelopment Area Plan, discourages incompatible or non-contributing uses, and sets forth dimensional and other development requirements that will achieve the vision for redevelopment.

While there are many programs and activities important to the overall implementation of this Plan, the zoning ordinance is a critical mechanism for achieving the desired land use pattern and quality of development advocated in the Plan. Zoning regulations control the intensity and arrangement of development through standards on lot size or density, setbacks from property lines, building dimensions and similar minimum requirements. Various site design elements discussed in this Plan can also be regulated through the site plan review process, which addresses overall site design for items such as landscaping, driveways, parking and circulation, and access management. Together, these elements combine to define the type of development that will be allowed or required, and so it is a critical component of any implementation plan.

The City’s current Zoning Regulations have been reviewed relative to their applicability to the Jacobsville neighborhood and the land use development patterns recommended in the Jacobsville Subarea Plan. This is not an exhaustive review of all aspects of the zoning regulations, nor is it intended to propose specific amendments. However, upon reviewing the existing regulations, it is apparent that the city’s zoning ordinance is not structured and does not contain the tools needed to fully implement the Redevelopment Plan.

In general, the ordinance should be re-organized (see appendix), streamlined and clarified to remove unnecessary zoning districts, especially where existing districts overlap. While the actions given here may help improve zoning for the Jacobsville neighborhood, this recommendation may be applied to the ordinance as a whole. A comprehensive update to the zoning ordinance is strongly recommended to ensure any changes made pursuant to this plan will blend seamlessly with the larger regulatory document.

ACTION STEPS

- Simplify the ordinance:
  - Update the list of allowed uses to remove the use groups, modernize the list of uses, remove outdated terms and revisit which uses should be permitted by right as opposed to requiring special exception approval (vehicle service stations, drive-in restaurants, intense industrial, outdoor sales, vehicle wash establishments, etc.).
  - Consolidate similar districts, especially those that allow similar uses or require the same dimensional requirements (R-4 and R-5; CO-1 and CO-2; C-4, M-1, M-2 and M-3), to remove unnecessary zoning districts.
  - Simplify the zoning districts as discussed above, and provide specific purpose statements for each. Without an identified purpose, districts can be inadvertently, but inappropriately assigned to property.
- Expand the ordinance:
  - Add a landscaping section to address frontage plantings, sidewalks, clear vision areas, etc.
  - Develop basic building design standards that address required design for main street buildings, building height step-back transitions in the Townhouse and Workforce to the Traditional Main Street areas.
  - Update the sign regulations to address home occupation uses, and main street signage that might include marquee, projecting, and sandwich board signs.

ACTION STEPS

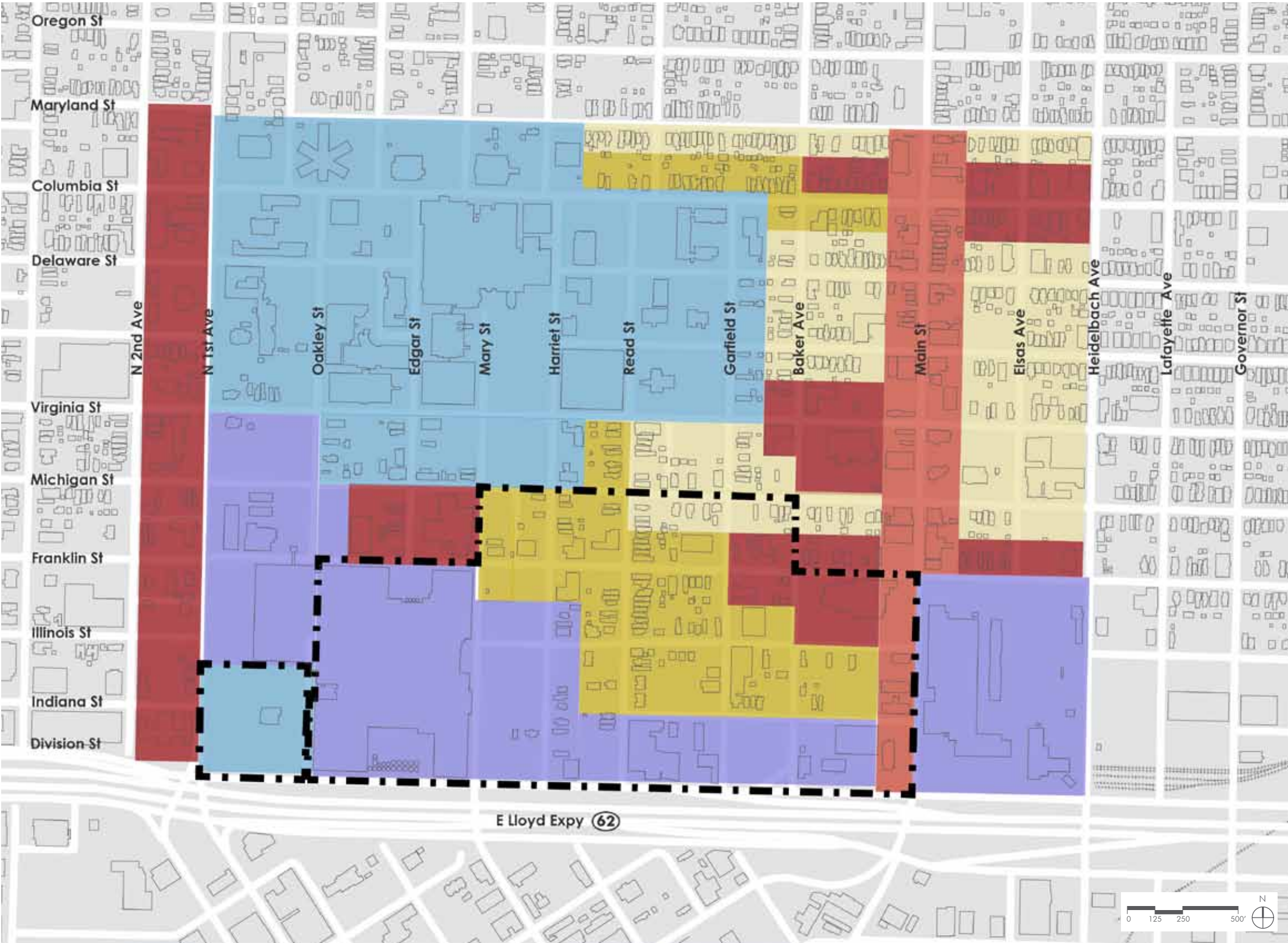
- Revise the zoning map according to the Redevelopment Area Plan:
  - Eliminate the R-5 district, which allows up to 150 foot tall (10 to 12 story) buildings that are not appropriate for the Jacobsville area.
  - Eliminate the M-3 district, which allows intense uses that are not appropriate for the Jacobsville area.
  - Modify the current districts to include elements needed to achieve the vision in the Redevelopment Plan. In some cases, existing districts may be used, but the City may choose to develop specific districts that match the future land use recommendations. As noted, the City’s zoning ordinance is already quite cumbersome, so adding new districts is reluctantly suggested. However, if the City should re-organize its current ordinance, the following table provides direction regarding which districts may most closely match those proposed, and what additional regulations should be considered to achieve the vision in the Redevelopment Plan.
- Consider adopting a performance-based zoning approach:
  - This will be for the Main Street corridor and/or other parts of the district. Rather than the traditional “Euclidean” zoning which is concerned primarily with the segregation of land uses between discrete districts, other creative concepts should be considered in order to achieve the desired look and character envisioned in the Plan. Potential techniques could include a form-based Code, an overlay zoning district or a hybrid that combines elements of form-based and traditional.

# Master Plan

## Big Idea 8

### Future Land Uses

This future land use plan seeks to simplify the patchwork of land uses across the Study Area into distinct districts that complement the urban design framework plan and catalytic project areas. These land use categories recognize predominant established uses, while placing greater emphasis on the character of future development rather than particular uses. These designations are established to provide the foundation for zoning changes to accomplish the goals set forth in this Plan.



- Preserved Single-Family Residential are substantial clusters of single-family homes. These areas include a critical mass of existing homes that, with appropriate residential infill, can thrive as continued residential districts in the Study Area.
- Townhouse/Workforce Housing is targeted for areas adjacent to the employment and medical districts along primary corridors. Employees of these campuses seek urban-style housing options such as townhouses or lofts, which can accommodate a variety of affordability levels when complemented by single-family infill housing nearby. This category provides a good transition along primary corridors between the large-scale campuses and the preserved single-family neighborhoods.
- Mixed-Use areas are transitional areas that can support well-designed mixed-use buildings including office, retail, and residential uses. These areas front primary corridors, making them suitable for contemporary “Main Street” style buildings rather than mimicking the more historic charm of Main Street.
- Traditional Main Street preserves and restores the historic Main Street buildings, which are pedestrian-oriented and front the street. It also encourages a vertical mixture of uses, with retail on the first floor and offices or residential above.
- Employment Campus provides the large industrial campuses, Berry and Vectren, room to grow, but contains their uses to the southern portion of the Study Area along the Lloyd Expressway. This designation should include high-quality campus design, providing well-screened parking, improved visual character from the expressway, and appropriate buffers to adjacent uses.
- Institutional/Supporting uses include Willard Library and the Deaconess Campus. This category is intended to promote a well-planned medical campus, improved circulation, and a well-defined border to protect adjacent residential areas. The library is expected to remain unchanged as an institutional use in the future.



# Master Plan

## Big Idea 8

FUTURE LAND USES	DESCRIPTION	REQUIRED ELEMENTS AND/OR CHANGES NEEDED	ZONING DISTRICT
Preserved Single-Family Residential	<ul style="list-style-type: none"><li>Preserve existing single-family neighborhoods.</li></ul>	<ul style="list-style-type: none"><li>Context-based building design, setbacks and height requirements</li></ul>	<ul style="list-style-type: none"><li>R-1, R-2</li></ul>
Townhouse/ Workforce Housing	<ul style="list-style-type: none"><li>Targeted urban-style housing options such as townhouses or lofts, for employment and medical districts that provides a transition between the large-scale campuses and the preserved single-family neighborhoods.</li></ul>	<ul style="list-style-type: none"><li>Setback standards for residential</li><li>Buffer, building height transition and parking requirements</li><li>Context-based building design, setbacks and height requirements for single-family infill</li></ul>	<ul style="list-style-type: none"><li>R-3 &amp; R-4</li><li>CO-1 &amp; CO-2</li></ul>
Mixed-Use	<ul style="list-style-type: none"><li>Transitional, mixed-uses with office, retail, and residential uses in a modern main-street setting.</li></ul>	<ul style="list-style-type: none"><li>Expanded list of uses to allow more residential options, mixed use buildings and limited retail/service</li><li>Buffer, building height transition and parking requirements</li><li>Mixed-use parking reductions</li></ul>	<ul style="list-style-type: none"><li>Adopt a true mixed use district allowing uses that complement one another and provides standards for development and true integration of the uses.</li></ul>
Traditional Main Street	<ul style="list-style-type: none"><li>Preserve and restore historic Main Street buildings in a traditional, pedestrian-oriented setting with mixed use buildings containing retail on the first floor and offices or residential above.</li></ul>	<ul style="list-style-type: none"><li>Form-based approach (build-to requirements, minimum height, basic design)</li><li>Buffer, building height transition and parking requirements</li><li>Mixed-use parking reductions</li><li>Urban-style signage</li><li>Limited auto-oriented uses</li></ul>	<ul style="list-style-type: none"><li>Create a new district such as a form-based district that emphasizes character, materials, public spaces and other desired elements.</li></ul>
Employment Campus	<ul style="list-style-type: none"><li>Provide for large industrial campuses, and allow room to grow into high-quality campuses with well-screened parking, improved visual character, greenspaces and appropriate buffers to adjacent uses.</li></ul>	<ul style="list-style-type: none"><li>Street front greenbelts, Landscaped buffers from residential</li><li>Usable open space requirements or incentives</li><li>Parking and access requirements</li><li>Traffic Impact Study requirements</li></ul>	<ul style="list-style-type: none"><li>M-1, M-2</li></ul>
Institutional/ Supporting uses	<ul style="list-style-type: none"><li>Includes public and institutional uses, including medical campuses that require improved circulation and a well-defined border to protect adjacent residential areas.</li></ul>	<ul style="list-style-type: none"><li>Performance-based standards</li><li>Carefully chosen list of uses to include only those compatible with the Jacobsville neighborhood</li><li>Traffic Impact Study requirements</li><li>Significant landscaping and screening buffers from residential</li></ul>	<ul style="list-style-type: none"><li>C-2, C-4 and special uses</li></ul>

Master Plan

Overview Design Standards

DISTRICTS		LAND USES	DENSITY & MASSING	CONNECTIVITY & STREETScape	OPEN SPACE	PARKING
MAIN STREET CORRIDOR	GATEWAY MAIN STREET DISTRICT	<ul style="list-style-type: none"> <li>Local-serving commercial/retail (higher quality and maintained look)</li> <li>Restaurants</li> <li>Professional office spaces</li> <li>Mixed Use (commercial, professional office spaces with residential above)</li> </ul>	<ul style="list-style-type: none"> <li>Medium density with strong urban character</li> <li>Height: 2-3 stories</li> <li>Ground Coverage: 40%</li> <li>Minimum of 50% of first floor facade to have clear glass/doorway for any commercial uses; 30% - for upper floors</li> </ul>	<ul style="list-style-type: none"> <li>Promote streetscape improvements that will encourage walkability - enhanced crosswalks, trees, curb bump-outs at intersections, etc.</li> <li>Context sensitive lighting, banner program, road signage and wayfinding elements showing destinations and parking - signage to have some consistent branding elements that will tie the signage from different districts together</li> </ul>	<ul style="list-style-type: none"> <li>Provide some relief to the frontage of buildings with lawn pads and tree lines to introduce open space</li> </ul>	<ul style="list-style-type: none"> <li>Off-street shared parking behind and side of buildings in commercial areas; if parking is located to the side of buildings, it is recommended to provide appropriate landscaped screening</li> <li>On-street parking with electronic meters</li> <li>Encourage installation of bike racks</li> </ul>
	MAIN STREET DISTRICT	<ul style="list-style-type: none"> <li>Local-serving commercial/retail (higher quality and maintained look)</li> <li>Restaurants</li> <li>Professional office spaces</li> <li>Mixed Use (commercial, professional office spaces with residential above)</li> </ul>	<ul style="list-style-type: none"> <li>Medium density with strong urban character</li> <li>Height: 2-3 stories</li> <li>Minimum of 50% of first floor facade to have clear glass/doorway for any commercial uses; 30% - for upper floors</li> </ul>	<ul style="list-style-type: none"> <li>Promote streetscape improvements that will encourage walkability - enhanced crosswalks, trees, curb bump-outs at intersections, etc.</li> <li>Context sensitive lighting, banner program, road signage and wayfinding elements showing destinations - signage to have some consistent branding elements that will tie the signage from different districts together</li> </ul>	<ul style="list-style-type: none"> <li>Provide some relief to the frontage of buildings with lawn pads and tree lines to introduce open space</li> </ul>	<ul style="list-style-type: none"> <li>Off-street shared parking behind and side of buildings in commercial areas; if parking is located to the side of buildings, it is recommended to provide appropriate landscaped screening</li> <li>On-street parking with electronic meters</li> <li>Encourage installation of bike racks</li> </ul>
	MIXED USE DISTRICT	<ul style="list-style-type: none"> <li>Mixed Use (commercial, professional office spaces with residential above)</li> <li>Residential</li> </ul>	<ul style="list-style-type: none"> <li>Height: 1-2 stories</li> <li>Promote massing and building modulation to utilize optimum energy requirements and remove the monotony of unvarying surface facades.</li> </ul>	<ul style="list-style-type: none"> <li>Promote streetscape improvements that will encourage walkability - enhanced crosswalks, trees, curb bump-outs at intersections, etc.</li> <li>Context sensitive lighting, banner program, road signage and wayfinding elements showing destinations</li> </ul>	<ul style="list-style-type: none"> <li>Potential for neighborhood pocket parks</li> <li>Provide some relief to the frontage of buildings with lawn pads and tree lines to introduce open space</li> </ul>	<ul style="list-style-type: none"> <li>Off-street shared parking behind and side of buildings in commercial areas; if parking is located to the side of buildings, it is recommended to provide appropriate landscaped screening</li> <li>Encourage installation of bike racks</li> </ul>
	NEIGHBORHOOD CORE	<ul style="list-style-type: none"> <li>Regional/local-serving commercial (higher quality and maintained look)</li> <li>Restaurants</li> <li>Professional office spaces</li> <li>Mixed Use (commercial, professional office spaces with residential above)</li> <li>Adaptive reuse of historic buildings</li> <li>Medical facilities to the northeast</li> <li>Multi-Family</li> </ul>	<ul style="list-style-type: none"> <li>Height: 2-7 stories</li> <li>Pedestrian-scale features (such as entrance canopies, storefront awnings, landscaping, lighting and signs ) should be incorporated on the first floor of buildings and at entrances to help relate buildings to the streetscape.</li> </ul>	<ul style="list-style-type: none"> <li>Promote streetscape improvements that will encourage walkability - enhanced crosswalks, trees, curb bump-outs at intersections, etc.</li> <li>Context sensitive lighting, banner program, road signage and wayfinding elements showing destinations</li> </ul>	<ul style="list-style-type: none"> <li>Provide larger green spaces for critical mass in larger/multiple vacant lots</li> <li>Connect green spaces</li> <li>Provide some relief to the frontage of buildings with lawn pads and tree lines to introduce open space, whenever redevelopment occurs</li> </ul>	<ul style="list-style-type: none"> <li>Off-street shared parking behind and side of buildings in commercial areas; if parking is located to the side of buildings, it is recommended to provide appropriate landscaped screening</li> <li>On-street parking with electronic meters</li> <li>Encourage installation of bike racks</li> </ul>



# IMPLEMENTATION FRAMEWORK

# Implementation Framework

The intent of the Jacobsville Redevelopment Area Plan is to provide overall goals and objectives for sustainable development, creation of diversified economy, provide variety of job options, preservation and enhancement of the quality of life, expand housing choices, create safe and secure neighborhoods, promote mixed-use, connect destinations and to coordinate transportation and infrastructure improvements to support the future growth within the Jacobsville neighborhood.

The implementation section is critical in framing the recommended strategies so that the initiatives can be appropriately tasked and completed within an expected timeframe. Moreover, it acts as a yardstick to gauge the results of the implementation initiatives to marked impact on the Jacobsville neighborhood.

Any development and organizational review and approvals should strongly adhere to the recommended strategies of this Plan. Development decisions may sometimes require an amount of flexibility from the recommended policies to implement based on current circumstances. Particular attention should be provided in those cases so that the essence of the approvals does not deviate from the visions and objectives of the Plan. Major deviations that are not consistent with the Plan will require formal amendment of the Plan.

City departments, ERC, JACC and associated agencies should continually review the Plan for adherence to the policies and programs. Capital Improvement Program (CIP) and budgets should be earmarked according to the programs and budgets based on the priorities and timelines as described within the checklist. As initiatives are being implemented, this Plan along

with the CIP, will be the guide to ensure capital and operational investments are consistent with the visions and objectives as prescribed in this Plan.

The Plan should be revisited and modified on a 5-year basis based on implemented projects and potential opportunities.

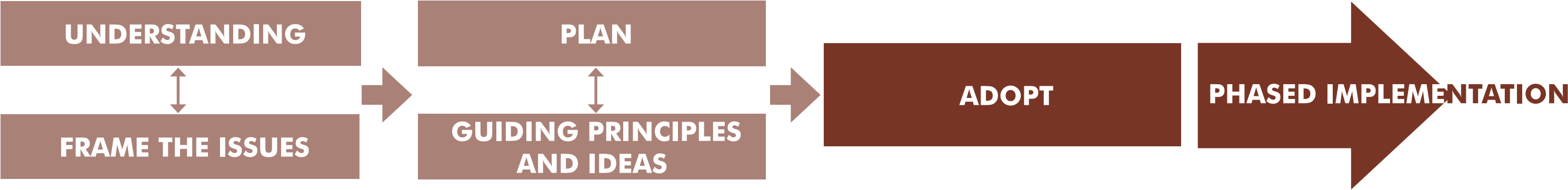
### Potential Initial Initiatives

The following action items are recommended to be implemented for catalytic effect to initiate the Redevelopment Area Plan. The order of the initial items does not provide any hierarchy; rather the plan and the recommendations, including these potential initial initiatives, are flexible to allow for other catalytic opportunities to be implemented provided they abide by the vision and the guidelines of the Redevelopment Area Plan.

- Employ a redevelopment director (full-time or part-time) to implement the day-to-day activities by coordinating with Evansville Redevelopment Commission (ERC), Jacobsville Area Community Corporation (JACC), City and other important stakeholders (potential activities - discussing the possibilities of strengthening the position of existing businesses, specifically on Main Street, recruiting businesses, discuss with real estate professionals for potential development, coordinate with City, JACC for implementation, setting up BID, LLC, etc.)
- Set-aside capital budget and implement priority streetscape projects for Franklin and Virginia streets (utilize Jacobsville as one of the pilot projects for implementation of green infrastructure as part of the Renew Evansville project)

- Revise regulatory framework to create a conducive development environment for public and private investment to occur according to the guidance mechanisms
- Implement a market rate housing project in collaboration with Deaconess Hospital
- Create a BID/EID within Main Street district

### Plan Process Diagram





# Implementation Framework

## Action Plan Matrix

Short Term  
(1-5 Years)

Medium Term  
(5-10 Years)

Long Term  
(10+ Years)

8 BIG IDEAS		STRATEGIES	RESPONSIBLE ORGANIZATION	TIMEFRAME
1	EXPAND TAX INCREMENT FINANCING (TIF) DISTRICT TO LEVERAGE ADDITIONAL INVESTMENTS	<ul style="list-style-type: none"><li>Promote more Tax Increment Financing (TIF)</li></ul>	<ul style="list-style-type: none"><li>City / ERC / DMD with Area Stakeholder Input</li></ul>	<div></div>
2	FOCUS ON KEY CORRIDORS FOR STREETScape	<ul style="list-style-type: none"><li>Promote multi-use (pedestrian, bikes, automobiles) streetscape enhancements at strategic locations along with redevelopment of adjacent blocks.</li></ul>	<ul style="list-style-type: none"><li>City / City Engineers / City DOT / APC / ERC / DMD</li></ul>	<div></div>
3	FOCUS ON STRONG NEIGHBORHOODS AND HOUSING	<ul style="list-style-type: none"><li>Strengthen neighborhoods and commercial areas</li><li>Strategic demolition and enforce existing code</li></ul>	<ul style="list-style-type: none"><li>City / Area Stakeholders / Non-Profit Partners / Major Property Owners / APC / Building Commission / DMD</li></ul>	<div></div>
		<ul style="list-style-type: none"><li>Expand housing options</li></ul>	<ul style="list-style-type: none"><li>City / Major Property Owners / DMD / Partner Organization</li></ul>	<div></div>
		<ul style="list-style-type: none"><li>Develop a Business Improvement District [BID] or Economic Improvement District [EID]</li></ul>	<ul style="list-style-type: none"><li>City / Area Stakeholders / Major Property Owners</li></ul>	<div></div>
4	IDENTIFY ORGANIZATIONAL STRUCTURE FOR IMPLEMENTATION EFFORTS INCLUDING: BUSINESS IMPROVEMENT DISTRICT, MAIN STREET MANAGEMENT & PUBLIC/PRIVATE REINVESTMENT	<ul style="list-style-type: none"><li>Establish the necessary funding and staffing in place to implement the Area Redevelopment Plan</li></ul>	<ul style="list-style-type: none"><li>City / ERC / DMD</li></ul>	<div></div>
		<ul style="list-style-type: none"><li>Continued commitment to Main Street and adjacent commercial areas</li></ul>	<ul style="list-style-type: none"><li>City / JACC / ERC / DMD / Area Stakeholders / Area Businesses / Economic Development Organizations / Non-Profit Partners</li></ul>	<div></div>
		<ul style="list-style-type: none"><li>Identify public / private partnering opportunities</li></ul>	<ul style="list-style-type: none"><li>City / ERC / DMD / Area Businesses / Economic Development Organizations</li></ul>	<div></div>

# Implementation Framework

## Action Plan Matrix

Short Term  
(1-5 Years)

Medium Term  
(5-10 Years)

Long Term  
(10+ Years)

8 BIG IDEAS		STRATEGIES	RESPONSIBLE ORGANIZATION	TIMEFRAME
5	COMMITMENT TO BRANDING, IDENTITY & PUBLIC RELATIONS PROGRAMS	<ul style="list-style-type: none"><li>Collective marketing strategies: Build on the strength of the commercial district through collective marketing with web presence, maps, specials, and other district-wide marketing strategies.</li></ul>	<ul style="list-style-type: none"><li>City / DMD / Area Businesses</li></ul>	<div></div>
		<ul style="list-style-type: none"><li>Create a wayfinding framework with a common design theme that reinforces the neighborhood's unique attributes.</li></ul>	<ul style="list-style-type: none"><li>City / DMD / Area Stakeholders</li></ul>	<div></div>
6	DEVELOP A HIGHER QUALITY LAND USE STRATEGY ALONG LLOYD EXPRESSWAY	<ul style="list-style-type: none"><li>Create niche district along the Lloyd Expressway to drive the redevelopment of the built environment</li></ul>	<ul style="list-style-type: none"><li>City / Major Property Owners / APC / DMD</li></ul>	<div></div>
		<ul style="list-style-type: none"><li>Elevate the architectural character of new buildings through high quality design standards</li></ul>	<ul style="list-style-type: none"><li>City / Major Property Owners / DMD / ERC / APC / Developers / Construction Company / Building &amp; Trade Organizations</li></ul>	<div></div>
7	COMMITMENT TO ENVIRONMENTAL MITIGATION & SUSTAINABLE SOLUTIONS	<ul style="list-style-type: none"><li>Promote sustainable development practices that will help environmental stewardship, social interactions and financial benefits</li></ul>	<ul style="list-style-type: none"><li>City / County / DMD / ERC / City Engineers / City Water Sewer Utility / City DOT / City EPA / Area Stakeholders</li></ul>	<div></div>
8	REVISE CURRENT REGULATORY MECHANISMS (ZONING CODE, DESIGN DEVELOPMENT STANDARDS, DESIGN REVIEW) TO ALIGN WITH REDEVELOP VISION	<ul style="list-style-type: none"><li>Provide a regulatory framework that encourages the land use mix proposed in the Redevelopment Area Plan, discourages incompatible or non-contributing uses, and sets forth dimensional and other development requirements that will achieve the vision for redevelopment.</li></ul>	<ul style="list-style-type: none"><li>City / County / DMD / APC</li></ul>	<div></div>



# Implementation Framework

## Funding/Financing

Financial incentives often play a critical role in the successful economic development initiatives of a particular community or area.

Developers are able to access a wide variety of development incentives, providing a strong, regionally competitive “tool box” for developers to work from to maximize development potential in the community. The following provides a summary of existing programs in place, including Federal and State programs.

### Federal Incentive Programs

The Federal government has instituted a variety of programs geared toward economic development, typically focusing on low-income, disaster affected and/or blighted areas in need of catalytic development projects to spur revitalization. A list of the primary Federal incentive programs is provided below.

- Federal Rehabilitation or Historic Tax Credits
- HOME/Low Income Housing Tax Credits
- New Markets Tax Credits
- OCRA Planning Grants - Community Development Block Grants (CDBG)

### State Incentive Programs

The State of Indiana offers a broad array of development incentives to attract quality investment to the area.

The list is divided into “Development Incentives,” those primarily related to capital investment in real property, and “Business Incentives,” or those primarily related to business attraction/job creation.

### Development Incentives

- Indiana Historic Rehabilitation Tax Credit
- Rehabilitation Tax Deduction
- Hoosier Business Investment Tax Credit
- Industrial Recovery (Dinosaur Building) Tax Credit
- Industrial Development Grant Fund (IDGF)
- Property Tax Abatement

### Business Incentives

- Economic Development for a Growing Economy (EDGE) Tax Credit
- Venture Capital Investment (VCI) Tax Credit
- Patent Income Exemption
- Research and Development Tax Credit

Other funding and financing sources should be researched for appropriate application including the on-going brownfield remediation/Superfund assistance. Funding research should focus on:

- Site and public realm development including Superfund assistance, transportation funding for roads and alternative transportation, City capital improvements funds for sustainable infrastructure and general improvements, MAP-21 initiative by Federal government, economic development programs (OCRA Planning Grants).
- Housing Development Incentives such as low-income housing credits, HUD programs, etc.
- Building renovations including historic tax credits, façade enhancements, emergency building repair assistance, low interest loans, funding for tenant finishes, etc.
- Business incentives such SBA loans, micro loans, job creation credits, direct loans

SUMMARY OF FINANCIAL INCENTIVES			
INCENTIVES	DEVELOPMENT TYPE		NOTES
	RESIDENTIAL	COMMERCIAL	
FEDERAL			
Rehabilitation or Historic Tax Credit	X	X	10%/20% tax credit on improvements of historical buildings
HOME/Low Income Housing Tax Credits	X		4%/9% tax credit on improvements
New Markets Tax Credit		X	39% tax credit over seven years on investment
CDBG (OCRA Planning Grants)	X	X	Federal grant program for redevelopment in eligible areas
STATE/LOCAL			
Indiana Historic Rehabilitation Tax Credit	X	X	20% income tax credit on improvements of historic properties
Indiana Rehabilitation Tax Deduction	X	X	Property tax deduction for increase in assessed value of property
Economic Development for Growing Economy		X	Up to 10 years tax credit based on incremental tax withholdings
Hoosier Business Incentive Tax Credit		X	Annual credit based on capital investment in project
Industrial Recovery tax Credit		X	Tax credit for rehabilitation of “dinosaur” buildings
Venture Capital Improvement Credit		X	Tax credit for investment capital in Qualified Indiana Businesses
Industrial Development Grant Fund		X	Funds to local governments for infrastructure, matched by local government
Tax Abatement		X	Up to 10 years property tax abatement on new/rehabilitation construction, eligible equipment





Chapter 5

# APPENDIX

# Appendix

## Zoning Ordinance Technical Review

The following comments are the result of a technical review of the current zoning regulations for the City of Evansville. In particular, the regulations have been reviewed relative to their applicability to the Jacobsville neighborhood and the land use development patterns recommended in the Jacobsville Subarea Plan. This is not an exhaustive review of all aspects of the zoning regulations, nor is it intended to propose specific amendments. However, upon reviewing the existing regulations, it is apparent that the city’s zoning ordinance is not structured and does not contain the tools needed to fully implement the Subarea Plan.

### General Comments

- The ordinance structure is difficult to use, requiring the reader to consult multiple sections just to determine which uses are allowed in any given district.
- Many of the districts are based on the early, and now outdated, “Euclidean” pyramid style in which each zoning district allows all (or most) of the uses permitted in the district immediately preceding it. This is especially evident in the CO-2, C-4 and M-3 districts which are an agglomeration of uses.
- At first glance, the ordinance gives the impression of being outdated. Use groups are littered with archaic terms – film exchange, stereophonic equipment, video tapes, letter service and mimeograph, telegraph office, aluminum can collection, parasols, venetian blinds, carbon paper and ink ribbon manufacturing, etc. This does not suggest a progressive community.
- The categorization of land uses into 21 use groups is cumbersome. Several of the groups lack a unified theme and seem to include random and illogical pairings unrelated to the majority in the group. For example, group #9 lists a number of gambling related uses but also includes “blue printing and photostating” and “lithographing and engraving”.
- There is no defined purpose for any of the zoning districts. The districts seem to be a random composite of uses that don’t relate to a specific intent or to the physical area in which they are located. Therefore, many of the use groups contain uses that seem completely inappropriate for the districts where they are permitted. For example,

the Commercial/Office districts (CO-1 and CO-2) allow all forms of residential land use, including single family dwellings. On its face, this seems completely inappropriate. Likewise, a full range of retail and service uses is permitted within the three industrial districts. This not only creates unnecessary competition with the city’s designated commercial zones, but allows conflicting uses and customer traffic within the industrial areas. Use group #8 permits “department store”, “supermarket”, “drug stores”, “night clubs”, and “theater” in the M-1 and M-2 industrial districts. While permitting the opportunity for mixed uses is desirable, the randomness of these groupings is not consistent with the concept of mixed use.

- Main Street, the neighborhood’s primary commercial corridor, appears to contain three separate commercial zoning districts and two industrial districts. The most intense of these and the most prevalent along the corridor is the C-4 district which permits most, if not all, of the uses permitted in the other commercial districts. Again, the lack of a defined purpose for each district results in unnecessary overlap and conflict among the districts. The range of uses permitted in the C-4 District is likely too intense and broad for the Main Street corridor. Examples of permitted uses include: welding supply and equipment, welding shop, storage warehouse, recycling center, bottling plant, contractor shops, truck repair and many others.
- The zoning map is a patchwork quilt of districts, illustrating both the lack of a coherent plan and a defined purpose for the zoning districts.
- There is considerable overlap between districts (R-4 and R-5; CO-1 and CO-2; C-4, M-1, M-2 and M-3). Some of these could be consolidated or revised to serve a more distinct purpose. For example, special use provisions could be used in some cases to provide desired controls without the need to create totally separate zoning districts.
- Only limited use is made of special use controls. While there are approximately 30 uses identified as special uses, these are primarily limited to very large scale (airports, colleges, hospitals, etc.) and/or potentially obnoxious uses (gun clubs, mineral extraction, sanitary landfills, etc.). Other uses commonly controlled as special uses (vehicle service stations, drive-in restaurants, intense industrial, outdoor

- sales, vehicle wash establishments, etc.) are not among the special uses.
- Commercial/service uses, entertainment and recreation are all allowed in the industrial districts. This should be revised. Mixing general retail and high traffic entertainment uses (e.g., theaters) with industrial/employment centers is typically undesirable and a deterrent to creating concentrated employment centers.

### Uses by District

The following table illustrates the overlap and generalized categories of uses permitted within the various zoning districts currently found in the Jacobsville neighborhood.

Use Groups	Districts									
	R4	R5	CO1	CO2	C1	C2	C4	M1	M2	M3
1 – Single family dwellings	X	X	X	X						
2 – Home occupations	X	X								
3 – Two family dwellings	X	X	X	X						
4 – Multi family dwellings	X	X	X	X	X	X				
5 – Offices			X	X	X	X	X	X		
6 – Group homes	X	X	X	X	X	X	X			
7 – Neighborhood commercial					X	X	X	X	X	
8 – General retail/service						X	X	X	X	
9 – Gambling							X	X	X	X
10 – Heavy commercial/services							X	X	X	X
11 – Auto oriented commercial/services							X	X	X	X
12 – Water related										
13 – Water related commercial/industrial									X	X
14 – Specialty manufacturing								X	X	X
15 – Heavy manufacturing									X	X
16 – Chemical manufacturing/processing										X
17 – Agricultural crops										
18 – Agricultural animals										
19 – Commercial recreation							X	X	X	
20 – Bed & breakfasts			X	X	X					
21 – Adult uses							X	X	X	X

- There is little distinction among most of the commercial districts, suggesting all four districts are not needed or that their focus should be more narrowly defined.
- CO-1 and CO-2 allow single family dwellings, but not home occupations. This is another example of contradiction and oversight within the ordinance. The only apparent difference between the two CO Districts is that one limits offices to 3,000 square feet, while the other allows offices over 3,000 square feet. This is something that could be controlled as a special use, rather than creating redundant zoning districts.



# Appendix

## Zoning Ordinance Technical Review

- Bed & Breakfasts are not allowed in any residential districts (where they are traditionally found), but permitted in C1 commercial which doesn't allow single family dwellings. Again, this is an example of contradiction and lack of defined purpose for the individual districts. It may also suggest that the B&B use was included in a specific zoning district to accommodate individuals or isolated conditions.
- Group #4 permits “apartment dwelling units” and “multiple dwellings”. This is confusing, though the ordinance defines apartment dwelling unit as essentially an accessory dwelling. Treating this as a special use would be preferable to listing it as a principal permitted use.
- Despite all the overlap, there is no true mixed use district. Allowing a mixture of uses requires some forethought and a defined purpose to ensure that the allowed uses, in combination, complement one another and do not create conflicts.
- The Planned Unit Development District allows only limited mixed use. Non-residential uses within a residential PUD, for example, must be intended to primarily serve the residents of the PUD. Therefore, PUD doesn't permit the flexibility desired for such a zoning tool. In addition, there are no review standards, open space requirements, qualifying conditions or other specifics to guide the PUD review or give the applicant any direction. On their face, the PUD regulations provide maximum flexibility with zero guidance. This is not conducive to encouraging developers to use PUD as a creative tool.

Dimensional Requirements by District

District	Building Height	Lot		Setbacks				Coverage	Green Space
		Area	Width	Front	Side	Side Corner	Rear		
R-4	40	5,000	50	20	5 <sup>1</sup>	10	20	40	100% front yard in all zones
R-5	150	5,000	50	20	5 <sup>1</sup>	10	20	40	
CO-1	35	6,000	60	20	5 <sup>1,2</sup>	10	20	40	
CO-2	35	6,000	60	20	5 <sup>1,2</sup>	10	20	40	
C-1	35	None	None	10 <sup>3</sup>	5 <sup>1,2</sup>	10	None	75	
C-2	50	None	None	10 <sup>3</sup>	None <sup>2</sup>	5	None	75	
C-4	50	None	None	10 <sup>3</sup>	None <sup>2</sup>	5	None	75	
M-1	None	None	None	10 <sup>3,4</sup>	None <sup>5</sup>	5	None	75	
M-2	None	None	None	10 <sup>3,4</sup>	None <sup>5</sup>	5	None	75	
M-3	None	None	None	10 <sup>3,4</sup>	None <sup>5</sup>	5	None	75	

1. On lots smaller than 40 feet in width which were platted before the effective date of this ordinance, a percentage computation will apply: Every yard shall have a side yard on each side, each of which shall be at least 10% of the width of the lot in width, and the aggregate width of both side yards on any lot shall be at least 25% of the width of the lot in width.

2. See 15.153.019 (H) - If a commercial lot abuts a residential lot, an unobstructed yard at least ten feet wide shall be provided adjacent to the residential lot. No primary or accessory uses or structures may be placed in this 10-foot yard.

3. See 15.153.019 (J) - If a commercial or industrial lot abuts a residential lot in the same block frontage, the yard requirements in the residential district apply to the commercial or industrial district.

4. Applies only to lots fronting on dedicated street right-of-way

5. See 15.153.019 (I) - If an industrial lot abuts a residential lot, an unobstructed yard at least twenty feet wide shall be provided adjacent to the residential lot. No primary or accessory uses or structures may be placed in this 20-foot yard.

▪ All dimensional requirements should be reviewed. In the absence of any significant differences in dimensions and allowed uses, districts should be combined where possible (R-4 and R-5, C0-1 and CO-2).

▪ The R-5 district permits up to 150 foot tall (10 to 12 story) buildings and only a 5,000 square foot lot and 5 foot side yard are required. If such high-rise buildings are to be permitted in the city, the Jacobsville neighborhood seems an unlikely location. Such height allowance could be addressed as a special use, rather than creating a second residential district for that purpose.

▪ There are very few dimensional requirements for commercial and industrial districts. Some minimum standards should be required.

▪ The dimensional requirements table notes 100% green space in front yard. This seems to mean that parking is not permitted in the front yard. Is this any front yard or just the required front yard? \_
- Other Comments
- There doesn't appear to be any provision for mixed use (residential/non-residential) in any zoning district. PUD would be the only way to integrate varying uses and this is very limited.
  - Parking requirements are overly complicated; there are excessive requirements for some uses; and parking is tied (inappropriately) to use groups, which are too generic to fit the use type or district purpose. For example, parking standards for one-family dwellings require two spaces per dwelling (typical) but also require additional parking for “extended family.” This is unenforceable and cumbersome. Another example is found regarding home occupations for which added parking is required, though the ordinance does not permit home occupations that will generate customer traffic or employ non-residents. Likewise, parking requirements for multiple family dwellings are based on the number of bedrooms, another unnecessary and unusual complication. For neighborhood retail (Use Group #7), a requirement of 5 spaces per 1,000 square feet of gross floor area is used. This is excessive for most types of retail, but far beyond what should be required for neighborhood businesses. Conversely, in Use Group #11 (which includes flea markets), the parking requirement is only 2 spaces per 1,000 square feet (totally inadequate for that type of use)..
  - Sign regulations are meager and generic; don't address individual sign types, business centers, or specific size and location requirements. Industrial sign area is permitted to be substantially larger (1,000 square feet) than commercial sign area (150 to 500 square feet). This is unusual since industrial uses generally don't require the type and amount of signs more commonly found in commercial districts.
  - While review procedures for PUDs and Improvement Location Permits (site plan) appear to be fairly efficient, the ordinance does not provide any standards to guide decisions. This can result in inconsistent and arbitrary decision-making and frustration for the applicant. It is essential that any process requiring a discretionary decision (such as PUD, site plan review and special uses) be based on specific standards cited in the ordinance.
- CHAPTER 5 71

# Appendix

## Transportation

**Annual Average Daily Traffic numbers for Franklin & Virginia Streets**

▪ Franklin St. - Edgar - Oakley	3,315 Westbound	05/12/09
▪ Franklin St. - Edgar - Oakley	4,387 Eastbound	05/12/09
▪ Franklin St. - Mary - Harriet	3,146 Eastbound	07/24/07
▪ Franklin St. - Mary - Harriet	2,295 Westbound	07/24/07
▪ Franklin St. - East of Main	2,435 Eastbound	12/11/07
▪ Franklin St. - East of Main	1,674 Westbound	12/11/07
▪ Franklin St. - West of Fulton	4,663 Westbound	05/29/07
▪ Franklin St. - West of Fulton	4,452 Eastbound	05/29/07
▪ Virginia St. - Fulton - First	1,353 Westbound	09/18/07
▪ Virginia St. - Fulton - First	1,079 Eastbound	09/18/07



Appendix

Additional Housing Best Practices





