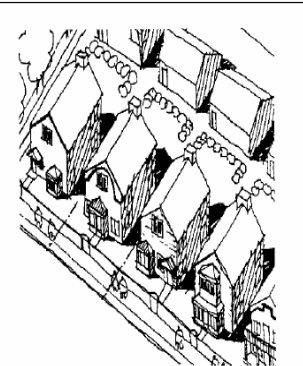
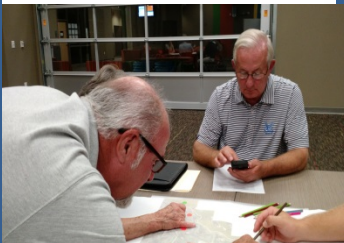
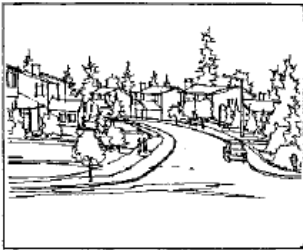




# Town of Clarksville



## 2015 COMPREHENSIVE PLAN

DECEMBER 2015



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# COMPREHENSIVE PLAN UPDATE

## AUTHORITY

This Comprehensive Plan is the adopted official statement of the Town of Clarksville for future development and sustainability. The legislation that requires the Town to adopt a Comprehensive Plan is IC 36-7-4-500. This Indiana Code requires the following to be addressed in the Comprehensive Plan:

1. A statement of objectives for the future development of the jurisdiction
2. A statement of policy for the land uses development of the jurisdiction
3. A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities

## PURPOSE

The Comprehensive Plan sets forth community objectives, analyzes the existing physical and demographic conditions, and illustrates the town's vision for its future physical, social, and economic characteristics. The Plan also establishes policies and guidelines intended to implement a community vision and prepare the community for future changes. The Plan is an opportunity to broaden and reformulate Clarksville's mission which will guide the community towards a sustainable future.

The most important function of the Comprehensive Plan is to provide valuable guidance to those in the public and private sectors as decisions are made affecting the quality of life of existing and future residents. Such decisions also affect the natural and built environment in which they live, work, and play. The Comprehensive Plan establishes objectives and policies to support local land use management practices. It is a plan that will sustain the Town of Clarksville regardless of the community's physical constraints from other political subdivisions. The Plan recognizes and supports the importance of interconnecting policies and objectives of various community elements.

There are several reasons the Town of Clarksville adopts a Comprehensive Plan.

1. It is required by state statute for communities that have a zoning ordinance.
2. It provides a chance to look broadly at programs on various community issues and how they relate to one another.
3. It represents a big picture of the community related to both local and national trends and interests.
4. It is a series of objectives and policies that will assist the local government in its daily and long-term decision-making process.
5. It provides landowners and developers with a general sense of where the Town is headed in terms of its physical, social, and economic characteristics
6. It improves the factual basis for land use decisions through information gathering and analysis.
7. Use of the Plan is a tool to inform and guide decisions that will enable baseline public policies. Thus, it provides a measure of consistency to government action which limits the potential for arbitrary decisions.
8. It outlines sustainable growth practices that are crucial for Clarksville's future because it is geographically and politically constrained from mass-expansion by other municipal and governmental boundaries.

After the Comprehensive Plan presents the planning area, existing conditions, and planning background, the format of the Comprehensive Plan follows the requirements of the Indiana state statutes for Comprehensive Plans. The plan is generally broken down to follow the requirements of the statutes as follows:

- ## PLANNING AREA

**Map 1.1 Planning Area**







**Legend**

**Planning Area**

- New Ablany
- Ohio River - Kentucky
- Floyd County
- Clark County
- Town of Sellersburg
- City of Jeffersonville

Z

## Planning Area

-  New Ablany  
 Ohio River - Kentucky  
 Floyd County  
 Clark County  
 Town of Sellersburg  
 City of Jeffersonville

Map 1.1 depicts the planning area and bounding elements. The Ohio River and the state line of Kentucky bounds the planning area to its south. The current City of Jeffersonville corporation lines create the eastern boundary. The western boundary. Floyd County and the City of New Albany establish the western boundary. Portions of the planning area, along the western boundary, have significant development potential and could be incorporated in the future. The corporation line for the Town of Sellersburg establishes the northern boundary of the planning area.



## ACKNOWLEDGEMENTS

The Clarksville Plan Commission acknowledges the contributions made by various people, organizations, and public agencies to the development of the 2015 Comprehensive Plan Update for Clarksville, Indiana. Directly involved in the Plan process were the members of the Comprehensive Subcommittee, and Clarksville Town Council. The Town sends a special thank you the Department of Urban and Public Affairs with the University of Louisville for their student and faculty involvement in the planning process as well.

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Mr. Don Slone  
Mr. Cary Stemle

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Mr. Paul Kraft  
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### 2015 FALL SEMESTER LAND USE PLANNING COURSE AT THE UNIVERSITY OF LOUISVILLE

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This document was prepared by the Town of Clarksville Planning and Zoning Department.

# VISION

## CLARKSVILLE IN THE YEARS TO COME: OUR COMMUNITY VISION

The Town of Clarksville will continue to be a regional destination for a diverse selection of shopping and entertainment venues and vibrant community with strong residential neighborhoods, engaged citizens, and an accountable government. Clarksville will evolve to diversify its economic base to include corporate offices, higher educational facilities and jobs that meet the graduation qualifications of its residents while expanding its residential offerings to a wide range of individuals in various economic levels.

OUR VISION IS CLARKSVILLE WILL BE A COMMUNITY THAT...

**FOSTERS STRONG RESIDENTIAL NEIGHBORHOODS** through public investments in physical improvements to enhance neighborhood identity and through public policy decisions intended to safeguard neighborhoods from the invasion of incompatible uses;

**RESPECTS ITS HISTORIC PAST AS THE “OLDEST AMERICAN SETTLEMENT IN THE NORTHWEST TERRITORY”** and provides a perspective for the future by preserving significant historic buildings, neighborhoods, west-riverfront area, and other links to Clarksville’s early years and later growth;

**DEMONSTRATES AN OVERALL SINGLE FAMILY RESIDENTIAL CHARACTER** while providing a variety of housing types and prices to offer sufficient choice of attractive living accommodations to current and prospective residents;

**ENCOURAGES LIVABLE DENSE MIXED-USE INFILL DEVELOPMENT AND REDEVELOPMENT** to establish well-designed, vibrant, and inviting commercial corridors which are pedestrian-, bicycle-, and transit-oriented, and located and sized to ensure ample selection and availability of goods and services for Clarksville residents and visitors attracted to the regional shopping and entertainment center;

**CONDUCTS SOUND LAND USE MANAGEMENT PRACTICES** to prevent new development from hindering the existing community and residents;

**OFFERS A VARIETY OF EMPLOYMENT OPPORTUNITIES** which are expanded in concentrations to meet the needs of those graduating with higher education degrees and sufficient in number to support and contribute to the local and regional economies of scales;

**SUSTAINS AND PROTECTS CLARKSVILLE’S OHIO RIVER WATERFRONT AND ICONIC VIEWS OF LOUISVILLE, KENTUCKY FOR PUBLIC ENJOYMENT** through maintenance of existing public facilities and through public policy decisions that deter excessive commercial development which would destroy the natural environment and restrict public access to the community asset;

**PROVIDES A DIVERSITY OF ACTIVE AND PASSIVE RECREATION OPPORTUNITIES** through the maintenance of existing and addition of new recreation programs and a system of parks, open spaces, and network of interlinking trails;

**CREATES AND MAINTAINS A ROBUST TRANSPORTATION SYSTEM** that serves land use and conservation goals and offers individual choice on motorized and non-motorized modes of travel;

**RECOGNIZES AND ADDRESSES THE PHYSICAL AND GEOGRAPHIC CONSTRAINTS LIMITING FUTURE EXPANSION OF THE TOWN LIMITS** through public policy and expenditure decisions aimed at constantly improving the quality of life for Clarksville residents and through progressive planning practices to prepare for future population growth and increased demand for public services.

**ENCOURAGES RESIDENTS, BUSINESSES AND PUBLIC INSTITUTIONS TO LIVE AND WORK IN A SUSTAINABLE MANNER** that meets the needs of the present without compromising the ability of future generations to meet their own needs;

**FURTHERS THE FULFILLMENT OF HUMAN POTENTIAL** through an assortment of education, recreational and cultural opportunities available to individuals and families of all ages, incomes, and ethnicities;

**PROTECTS AND ENHANCES THOSE FEATURES OF THE NATURAL ENVIRONMENT AND NATIVE WILDLIFE HABITATS** which are most sensitive to human activities;

**POSSESSES A VARIETY OF AFFORDABLE AND PHYSICALLY ACCESSIBLE HUMAN SERVICES** to assist individuals and families in need;

**PROVIDES HIGH-QUALITY UTILITY SERVICES** including clean water supply, electricity, telephone, broadband internet, natural gas, storm water drainage, and disposal of sewerage and solid waste in a manner that is fiscally and environmentally responsible;

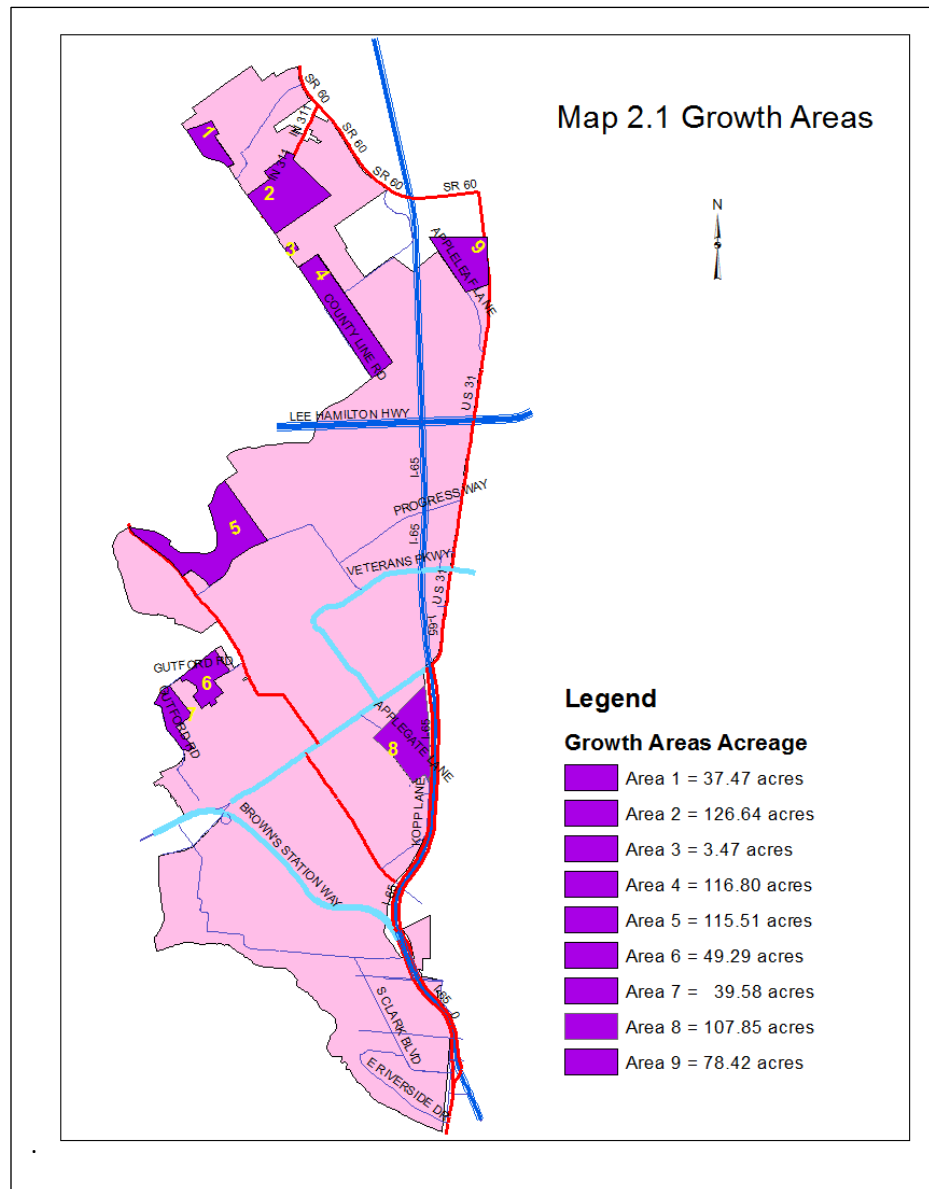
**CONTINUALLY STRIVES TO IMPROVE THE QUALITY AND COST-EFFECTIVENESS OF MUNICIPAL SERVICES,** and extends those services through annexation at the request of residents within applicable adjacent unincorporated areas;

**ENSURES THE SAFETY AND SECURITY OF RESIDENTS, EMPLOYEES, AND VISITORS** through responsive police, fire, emergency services, and code enforcement;

## EXISTING CONDITIONS

The Town of Clarksville is located on the north bank of the Ohio River and contributes to the Louisville, Kentucky-Indiana Metropolitan area as defined by the U.S. Office of Management and Budget. Clarksville covers 9.97 square miles in land area with a population density of 2,178 persons per square mile. Clarksville is approximately 9 miles long (north to south) and varies in width; it is one and one half miles wide (east to west) at its widest part.

Clarksville is located between two larger cities – New Albany to the west and Jeffersonville to the east. Clarksville also abuts the Town of Sellersburg to its north and the Ohio River to its south. Due to the surrounding municipalities and Ohio River, Clarksville is geographically and politically constrained from expanding. Recognizing and understanding this constraint is crucial to sustaining and accommodating future population growth in the community.



In the past, Clarksville has always annexed additional land to accommodate its growing population. However, as depicted in Map 2.1, only 508 acres or 0.79 square miles remain for favorable annexation which makes physical expansion of the town boundary very difficult and an unsustainable growth management practice. Efforts should be made to incorporate the identified areas within the town to create uniform boundaries.

## DEMOGRAPHICS

This section provides an overview of important demographic factors within Clarksville, including: population, age, income, race, and ethnicity. Reviewing the following information will enable local and regional decision-makers to anticipate and accommodate future growth through the provision of community services, infrastructure, housing, and land use patterns. This analysis considers current, past, and projected data from the U.S. Census Bureau, Indiana Business Research Center, Indiana State Data Center, US Bureau of Labor Statistics, Indiana Department of Workforce Development, the Kentucky Department of Employment Services, and ESRI. Data from the US Census Bureau's 2010 Quick Facts application has also been referenced.

Data for six reference communities were analyzed in conjunction with Clarksville for comparison purposes. Four of the six reference communities contribute to the Louisville, Kentucky-Indiana Metropolitan area alongside Clarksville. The two remaining reference communities (Fishers, Indiana and Newport, Kentucky) were included due to many staff accounts of past comparisons by residents and elected officials.

### POPULATION

Clarksville's population is growing, but at a slower pace than what was experienced in previous decades. The 2010 U.S. Census reported Clarksville had 21,724 residents. Of those, 48% or 10,432 persons were male and 52% or 11,292 persons were female. Table 2.1 illustrates the Town's recorded population for eleven decades beginning in the year 1900 and ending in 2010. Significant growth began after 1940 when the population doubled from 2,388 to 5,905 persons by 1950; each proceeding census has indicated a population increase.

**Table 2.1: Population (1900-2010)**

<i>Year</i>	<i>1900</i>	<i>1910</i>	<i>1920</i>	<i>1930</i>	<i>1940</i>	<i>1950</i>	<i>1960</i>	<i>1970</i>	<i>1980</i>	<i>1990</i>	<i>2000</i>	<i>2010</i>
Population	2,370	2,743	2,322	2,243	2,388	5,905	8,088	13,296	15,164	19,833	21,400	21,724

Source: U.S. Census Bureau

Table 2.2 highlights Clarksville's population growth and percent change between 1940 and 2010. Population projections for 2015 and 2020 are also provided in Table 1.2. The 1.5% population growth between 2000 and 2010 is miniscule when compared to previous decades. A variety of factors may have contributed to the limited population growth at the start of the second millennium; the economic impacts of the 2007 U.S. recession were likely involved.

Clarksville's 2015 estimated population is 22,193 persons. The same report indicated the Town's population should continue growth through 2020 and reach 22,868 persons. Using ESRI's projections, Clarksville will grow by 5.3% or 1,144 persons from 2010 to 2020.

### AGE

Clarksville has had an aging population for many decades. However, recent estimates show Clarksville's population has become younger since 2010. A community's median resident age and age group distribution indicate long-term impacts and potential shifts in resident needs. Clarksville's median resident age presents two significant trends. Between 1970 and 2010, Clarksville's median resident age

**Table 2.2: High Growth Period (1940-2010)**

<i>Year</i>	<i>Population</i>	<i>Change</i>
1940	2,386	6.4%
1950	5,905	147.5%
1960	8,088	37%
1970	13,298	64.4%
1980	15,164	14%
1990	19,833	30.8%
2000	21,400	7.9%
2010	21,724	1.5%
2015	22,193*	2.16%
2020	22,868*	5.26% (2010 – 2020)

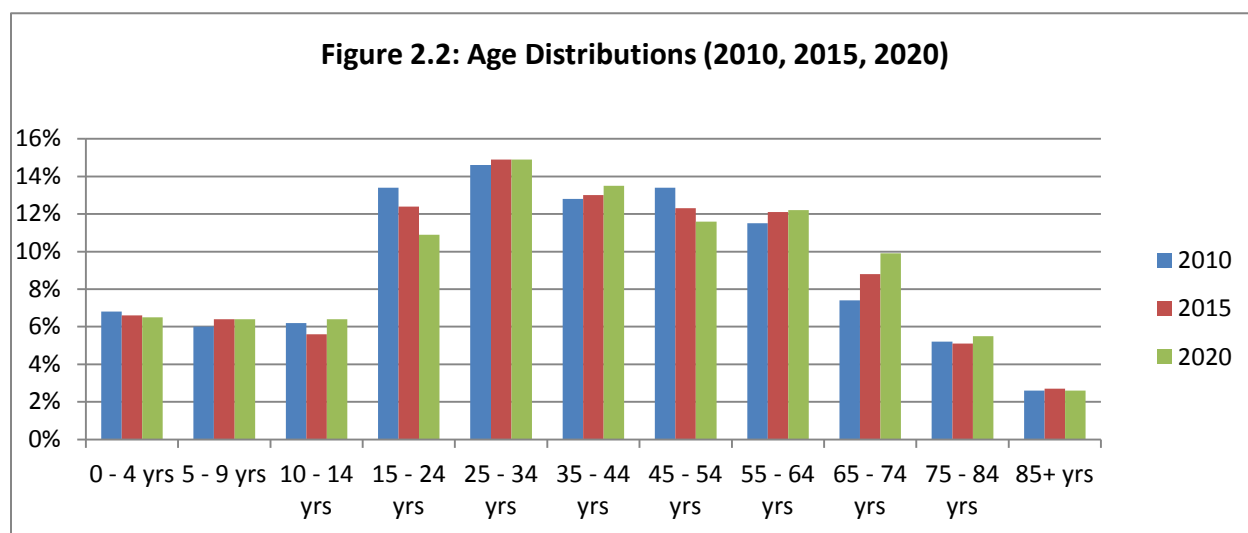
Source: U.S. Census Bureau & \* ESRI Projection

increased from 25.2 years of age to 37.3 years of age (U.S. Census). Between 2010 and 2013, Clarksville's median age decreased from 37.3 years of age to 35.3 years of age (2015 ACS).

The first trend indicates Clarksville has a consistently aging population while the second indicates Clarksville's population may be younger on the next census report. The first trend is likely the result of a high-level of the new working-aged residents moving into the community and the existing residents aging in place between 1970 and 2010. Aging in place is a phrase used to describe the situation where a person resides in one community for multiple continuous years. The Town's population increased by 8,426 persons between 1970 and 2010; many of these residents may have been older than 25 years of age when they moved to Clarksville to find work. Another likely cause for the first trend is the baby boomer generation.

The baby boomer generation is the group of persons born between 1946 and 1964. This generation accounts for 20% of the American population and are known for having been driving the U.S. Census Bureau's population data since birth. 1971 was the first year that members of the baby boomer population reached 25 years of age and with each passing year more baby boomers crossed this threshold. The median age would have steadily increased as these residents and new working-aged residents remained in Clarksville.

The second trend is based on data collected from the 2013 American Community Survey (U.S. Census Bureau) which indicated Clarksville's median resident age has decreased since the 2010 census data. This data represents a differing theory and significant trend to consider in the planning process. The 2013 report indicated Clarksville's median resident age has decreased to 35.3 years of age. This figure is statically lower than the 2010 and 2000



Census figures of 37.3 and 36.3 years respectively. This data indicates an increased number of residents under the age of 37.3 could now contribute to the population.

While no significant trends were identified with Clarksville's age dispersion data, it is an important data set to review during the planning process. The 2010 Census indicates Clarksville's female median age is higher than the male median age of 40.0 and 36.3 years respectively. This dispersion is in line with the national rates which likely

## INCOME

Clarksville's median and average household incomes are increasing in value. Studying a community's median and average household incomes can indicate potential shifts in demand for goods and services. Using the Demographic and Income Profile Report generated by ESRI Community Analyst, Clarksville's 2015 median household income was

estimated at \$37,736. As shown in Table 2.3, Clarksville's median and average household income was the lowest predicted value amongst the applied reference communities for both 2015 and 2020 projections.

**Table 2.3: Median and Average Household Incomes in Comparison (2015, 2020)**

Place	Median Household Income		Average Household Income	
	2015	2020	2015	2020
Clarksville	\$37,736	\$43,187	\$48,360	\$54,676
Jeffersonville	\$50,249	\$56,078	\$57,481	\$64,526
New Albany	\$38,310	\$44,556	\$48,371	\$54,562
Charlestown	\$45,331	\$53,473	\$56,767	\$64,986
Sellersburg	\$50,690	\$55,859	\$58,081	\$65,399
Newport, KY	\$38,440	\$42,973	\$53,242	\$60,653
Fishers	\$97,021	\$106,178	\$125,377	\$141,242
Indiana	\$47,659	\$55,002	\$63,031	\$71,666

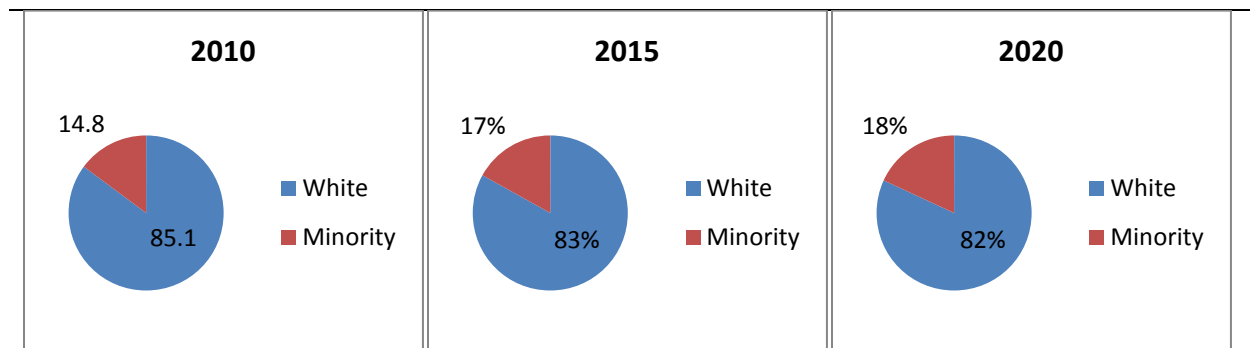
Source: ESRI Community Analyst, 2013 ACS

ESRI indicated Clarksville's current median and average incomes are most similar to New Albany, IN and Newport, KY. Median income for the State of Indiana was \$48,374 in 2010. The same data indicated the City of Jeffersonville had the highest median household income of the reference communities directly surrounding Clarksville at \$50,774. New Albany had the lowest median household income at \$39,343. Fishers had the highest median household income of all those compared in the table at \$92,552. Income is an important consideration when retailers or commercial businesses are looking for a site. The ability to purchase goods and services is a primary consideration of prospects looking for a retail location.

## RACE & ETHNICITY

The population is becoming more diverse. In 2010, 85.2% of Clarksville's population identified as white by the U.S. Census, with racial minorities making up the remainder. Figure 2.3, depicts Clarksville's projected racially dispersion between 2010 and 2020.

**Figure 2.3**



Between 2010 and 2020, the percentage of the population identifying as a racial minority is projected to grow from 14.8% to 18.1%. Clarksville's Hispanic population is expected to grow from 9.5% to 11.8% or 2,706 persons during the same ten-year timeframe. The U.S. Census Bureau considers Hispanic an ethnicity and not a race. Therefore, it is not mutually exclusive with racial categories. For example, a resident may identify as both Black and Hispanic.

## EMPLOYMENT

This section details employment information, including total employment levels and trends, industry breakdowns, education levels, and commuting patterns. All information was obtained from the U.S. Census Bureau, ESRI Community Analyst, and the State of Indiana's Department of Workforce Development.

### TOTAL EMPLOYMENT

Clarksville is a job creator. According to a 2013 report by the U.S. Census Bureau, Clarksville had a higher ratio of employment opportunities per resident than either the State or Clark County. This report estimated Clarksville contained 980 businesses and a total of 13,994 employment opportunities. Clarksville's employment to resident ratio was 0.63:1. This means there were an estimated 63 jobs per every 100 Clarksville residents. New Albany was the only reference community with a higher ratio at 0.71:1.

### INDUSTRY BREAKDOWN

The Retail Trade industry provides 49.5% of Clarksville's 13,994 total employment opportunities. Table 2.4 lists the industries present in Clarksville and the percentage of the total employment opportunities each industry generates.

The highest concentration of employment opportunities are in the central part of Town located along Veterans Parkway, Greentree Blvd, and Lewis and Clark Parkway (US Hwy 31). These employment opportunities capitalize upon the areas high daily traffic volume, direct access to I-65, and recognition as a regional shopping center.

The State of Indiana's Department of Workforce Development issues employment projections for the entire State of Indiana as well as twelve individual economic growth regions within the state. Clarksville is part of Region #10, which contains Clark County, as well as the counties of Floyd, Harrison, Crawford, Washington, and Scott. Between 2010 and 2020, the state estimates that Region #10 will gain 14,872 jobs (+14%).

**Table 2.4: Employment by Industry (2010)**

Industry (NAIC Code)	Employees	
	13994	
Retail Trade Summary	6934	49.5%
Services Summary	3842	27.5%
Eating & Drinking Places	2464	17.6%
Micellaneous Retail	1105	7.9%
General Merchandise Stores	1074	7.7%
Health Services	945	7.0%
Other Services	954	6.8%
Transportation	756	5.4%
Auto Dealers, Gas Stations, Auto Aftermarket	741	5.3%
Wholesale Trade	677	4.6%
Education Institutions & Libraries	650	4.5%
Construction	499	3.8%
Home Improvement	507	3.6%
Motion Pictures & Amusements	475	3.4%
Finance, Insurance, Real Estate Summary	466	3.3%
Automotive Services	433	3.1%
Apparel & Accessory Stores	400	2.9%
Food Stores	352	2.5%
Hotels & Lodging	347	2.5%
Government	337	2.4%
Furniture & Home Furnishings	291	2.1%
Manufacturing	215	1.5%
Real Estate, Holding, Other Investment Offices	202	1.4%
Communication	149	1.1%

### EDUCATION LEVELS

Clarksville has experienced a recent increase in high school degree and/or bachelor's degree attainment. There are four factors of production in economics: land, labor, capital, and entrepreneurship. The four factors of production



are the resources that serve as building blocks for the economy; they are what firms use to produce goods and services. It is common for firms to review a community's education attainment levels to determine the quality of its labor supply; some businesses require college graduates while others require skilled laborers. It is unlikely a firm will choose to locate their business in a community that does not have a qualified labor supply or the means to train a qualified labor force.

As shown in Table 2.5, Clarksville's percentage of the total population with a formal high school degree or equivalent certification increased by 5.5% or 1,194 persons between 2000 and 2010 (2000: 77.6%, 2010: 83.1%, U.S. Census Bureau). In 2013, Clarksville's percentage of the total population with a formal high school degree or equivalent certification increased to 84.6% (ACS). In 2000, the census reported 13.3% of the population had a bachelor's degree or higher. In 2010, the census reported 14.2% of the population had a bachelor's degree or higher. A significant increase in higher education attainment occurred between 2010 and 2013 when the ACS estimated 19.4% of the current population had a bachelor degree or higher.

**Table 2.5: Education Levels (2000, 2010, 2013)**

	<i>High School Graduates or Higher (%)</i>			<i>Bachelor Degree or Higher (%)</i>		
Place	2000 Census	2010 Census	2013 ACS	2000 Census	2010 Census	2013 ACS
Clarksville	77.6	80.7	84.6	13.3	14.2	19.4

While an increase in both categories indicates progress, Clarksville's education levels are below the 2010 U.S. Census Indiana averages and a majority of the six reference communities selected for comparison. As seen in Table 2.6 on page 12, Clarksville has a higher percentage of high school graduates than only Newport, Kentucky

**Table 2.6: Education Levels in Comparison (2010, 2013)**

	<i>High School Graduates or Higher</i>		<i>Bachelor Degree or Higher</i>	
Place	2010 Census	2013 ACS	2010 Census	2013 ACS
Clarksville	80.7	84.6	14.2	19.4
Jeffersonville	86.8	87.1	20.6	20.8
New Albany	82.5	83.2	17.5	16.1
Charlestown	85.9	85.8	15.1	13.3
Sellersburg	88.0	87.1	13.4	13.2
Newport, KY	76.3	78.3	21.5	20.0
Fishers	98.5	97.9	61.8	59.7
Indiana	86.2	87.2	22.4	23.2

when compared to the reference communities.

## COMMUTING PATTERNS

A majority of Clarksville's working residents commute outside of town to go to work. The 2010 U.S. Census indicates 76.8% of Clarksville's working residents commute to a place of work outside of town daily. Only 23.2% (approximately 1 in 4 persons) of Clarksville's working residents both live and work in town. 94% of Clarksville's 10,324 working residents reported use of an automobile to commute to work, 2% reported public transit, and 2% reported they walk to work.

## HOUSING

This section provides an overview of the housing market in Clarksville, including total units, type, occupancy status, and value. Housing is important to understand the stability of the population. Typically, a large number of renters indicate a more transient population as opposed to a large number of owner-occupied dwelling units. The total number and status of vacant housing units can indicate the current housing supply's ability to accommodate population growth.

### TOTAL UNITS AND HOUSEHOLD SIZE

The total number of housing units is increasing. Figure 2.5 illustrates Clarksville's total number of housing units over a twenty year time period. In 2010, Clarksville contained 9,839 units. Between 2010 and 2020, the number of units is projected to increase by approximately 573 units. Projections indicate a likely increase in the total percentage of renter-occupied and vacant housing units, as well as a decrease in owner-occupied units. The average Clarksville household size of the owner-occupied units is 2.41, and the average household size of renter-occupied units is 2.23 persons per household.

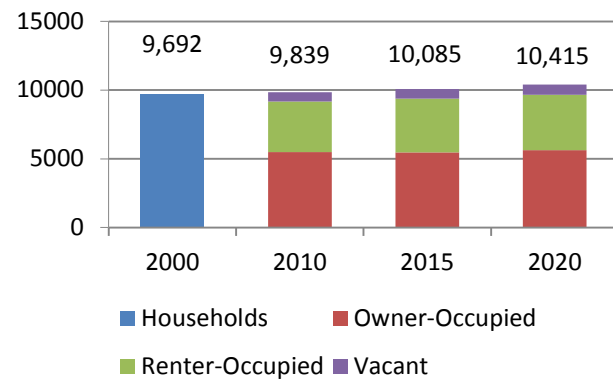
### HOUSING TYPE

The average home in Clarksville is a single family detached home. Figure 2.6 on page 13 shows a breakdown of Clarksville's most recent housing type estimates. According to the 2013 American Community Survey, by the U.S. Census Bureau, approximately 61% of Clarksville's housing units are single family detached homes. Multi-family housing comprises 25% of the housing stock, with the remainder of the units either single family attached, duplex, or mobile home units.

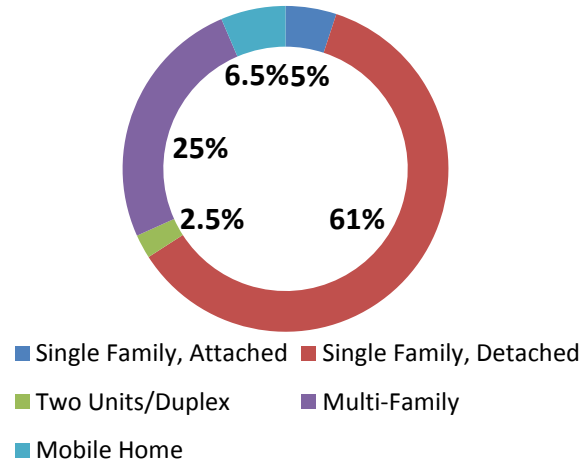
### OCCUPANCY STATUS

37.5% of Clarksville's housing units are renter-occupied, this is 10 % higher than State of Indiana average (27%). Figure 2.7 illustrates the dispersion between owner-occupied, renter-occupied, and vacant housing in Clarksville. As reported by the 2010 U.S. Census, Clarksville has 9,839 occupied dwelling units; 3,691 units of which are renter-occupied housing units. Of the selected reference communities, only New Albany and Newport, Kentucky have higher renter-occupied rates. (New Albany: 39.5%, Newport,

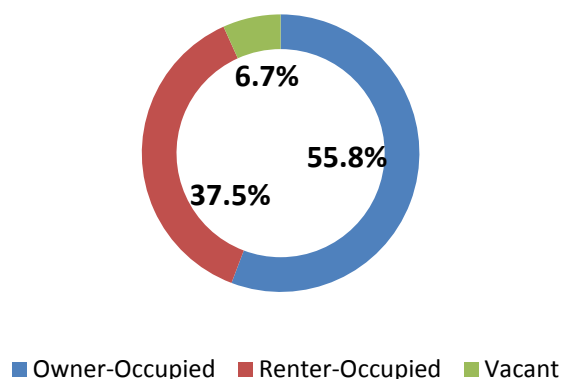
**Figure 2.5: Total Housing Units (2010, 2015, 2020)**



**Figure 2.6: Housing Types (2009 - 2013 Avg.)**



**Figure 2.7: Occupancy Status (2010)**



Kentucky: 47.4%) The average Clarksville household size of the owner-occupied units is 2.41, and the average household size of renter-occupied units is 2.23 persons per household.

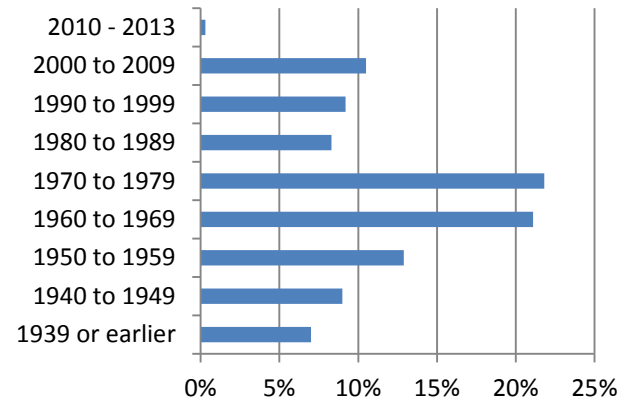
## HOUSING AGE

As depicted in Figure 2.8, a majority of Clarksville's housing stock was constructed between 1950 and 1979. Approximately 56% of the Town's housing stock was built between 1950 and 1979. Any of the housing stock built during this timeframe is 36 years of age at minimum and 65 at maximum. Less than one third (28%) of the Town's housing stock was built after 1979, with approximately 11.5% constructed after 2000.

## HOUSING VALUE

Home values are projected to increase. According to ESRI Community Analyst, Clarksville's estimated 2015 median home value is \$137,990. By 2020, the median home value is projected to increase to \$167,112. As seen in Table 2.7 on page 14, Clarksville's projected median home values are less than a majority of the selected reference communities. Clarksville's projected percent change in valuation by 2020 is also less than the selected reference communities.

**Figure 2.8: Housing Units by Age  
(2009 - 2013 Avg.)**



**Table 2.7: Comparing Median Home Values**

Place	2015 Projection	2020 Projection	Change (\$)	Change (%)
Clarksville	\$ 137,990.00	\$ 167,112.00	\$ 29,122.00	21%
Jeffersonville	\$ 148,644.00	\$ 180,632.00	\$ 31,988.00	22%
New Albany	\$ 129,520.00	\$ 162,277.00	\$ 32,757.00	25%
Charlestown	\$ 143,018.00	\$ 200,844.00	\$ 57,826.00	40%
Sellersburg	\$ 154,037.00	\$ 189,439.00	\$ 35,402.00	23%
Newport, KY	\$ 124,439.00	\$ 174,497.00	\$ 50,058.00	40%
Fishers	\$ 271,383.00	\$ 292,060.00	\$ 20,677.00	8%
Indiana	\$ 145,977.00	\$ 179,290.00	\$ 33,313.00	23%
Clark County	\$ 150,116.00	\$ 188,304.00	\$ 38,188.00	25%

## ENVIRONMENTAL ANALYSIS

### FLOODING

Due to its geographical location, Clarksville is at risk of rising water levels and overflow flooding from multiple water features. As shown in Map 2.2 on page 18, a significant portion of Clarksville is within the recognized FEMA floodplain. The same illustration also labels six waterways that can contribute to surface flooding during periods of heavy rainfall. The Ohio River and the Silver Creek have the greatest potential to cause catastrophic loss out of the six contributors. While the existing Ohio River floodwall system, maintained by the Jeffersonville/Clarksville Floodwall Commission, protects most of the area from rising water levels; the mouth of the Silver Creek is a natural break in the wall which often allows water from the Ohio River to backflow up-stream, out of the riverbanks, and onto numerous properties along the waterway. Cane Run, Carters Run, Mill Creek, and Plum Run are minor flooding hazards with limited potential to cause catastrophic loss. Overflow from nearby waterways is not the only source of flooding issues for Clarksville. Groundwater infiltration into the Town's sanitary sewers is severe and contributed to residential and surface flooding more often than overflow.

Flooding also results from surface water collecting in low-lying areas and natural depressions with impermeable soils which have poor drainage capabilities. The Town approved a Comprehensive Analysis and Strategic Action Plan for Stormwater Management and Flooding to identify and address surface water concerns in 2008. This plan details the necessary stormwater capital improvement projects that must be taken to decrease the frequency of surface flooding throughout the community. The Town has indicated the 2008 document should be updated in the coming years to better address the community issues going forward.

### SOIL

Soil quality is an important component to consider for future and existing development. Drainage capacity and particle composition are two of the most commonly assessed factors for soil quality. Both a new and existing development can be severely damaged or hindered if it is located on unsuitable soil with poor drainage capacities and unfavorable particle composition. Poorly draining soil will likely result in surface flooding after a heavy rainfall and unfavorable particle composition could cause the earth to settle which makes a building foundation crack, sink, or collapse.

As depicted in Map 2.3 on page 19, most of Clarksville's soil types are suitable for development. However, there are significant clusters of constrained soils in various parts of the town. The one cluster that has the highest potential to constrain future development is on the large portion of undeveloped land that is located north of Lee Hamilton Highway. This area is Clarksville's largest contiguous section of undeveloped land and is currently zoned for residential housing. It should also be noted that a significant portion of the current residential homes in the Eagle Ridge, Deer Run, Meyer Manor, Plum Creek, and Dover Woods neighborhoods have been built on constrained soils.

The Town is not encouraged to prohibit development within the impacted areas. The Town is encouraged to make certain proper mitigation has been conducted with any future development to prevent physically unsafe and economically unsound residential housing from being constructed.

### EROSION

Erosion occurs when water flow or wind removes soil and rock from one location and moves it to another where it is deposited. Soil erosion can become hazardous for development as it often results in increased flooding and sedimentation in the water table. As illustrated in Map 2.4 on page 20, approximately fifteen percent of Clarksville's total surface area is susceptible to slight, moderate, or severe erosion. Most of the town's susceptible land is contiguous to Silver Creek on located in the north end of town. Lapping Park and a large tract of undeveloped land, previously referenced for constrained soils, are highly susceptible to erosion.

Erosion is a serious community issues that can be a hazard to human health and safety if it results in an unstable earth surface. An example of such hazard can be seen in the visible land faults along the Ohio Riverbank near the mouth of the Mill Creek. This specific occurrence is an ongoing issue that the Town consistently monitors. The Town periodically closes Emery Crossing Road to prevent catastrophic losses. This example not only impacts the local infrastructure system, it also greatly affects the community's cultural and historical significance. The erosion is occurring at the exact location of the original town settlement from 1784. Historical artifacts are forever being lost as the Ohio River current washes them away.

Erosion is a natural process that is difficult to prevent without major capital improvements and costly expenditure. The current erosion along Emery Crossing Road should be address due to the impending infrastructure and historical losses. As for the other impact areas, the Town's best solution is to limit development in such regions to avoid future loss or public expenditure to mitigate such losses.

## AIR QUALITY

One of the basis characteristics of a livable town is clean air. Multiple federal, state, regional and local agencies enact and enforce legislation to protect air quality. Air quality is measured by concentration of chemical compounds and particulate matter in the air outside of buildings. Good air quality is essential to the health of humans, animals, and plants. Achieving and maintaining good air quality requires controlling emissions from many of the following sources: internal combustion engines, industrial and commercial operations, indoor and outdoor burning, and wind-borne particles from land clearing and development. People with heart or lung disease, older adults, children, and people of lower socioeconomic status are the groups most at risk when a community has poor air quality. Poor air quality can lead to increased disease rates and chronic respiratory issues resulting in expensive medical bills or worse- premature death.

Clarksville has similar air quality to most of the surrounding communities in Kentuckiana; it poses a slight risk to select "at-risk" groups. Clarksville's air quality receives the following rating when measured for fine particle matter: moderate or unhealthy for sensitive groups. A "moderate" air quality rating indicates the air is breathable to all humans, animals, and plants but controlling the regional emission output is essential to prevent it from becoming dangerous to some individuals. An "unhealthy for sensitive groups" air quality rating is directly above "moderate" and indicates the air has reached the previously mentioned level that is dangerous to some individuals. Only a small portion of Clarksville, located in close proximity to industrial businesses near the town's southern tip, is rated for "unhealthy for sensitive groups".

The Town of Clarksville should continue to work with all levels of air quality agencies to decrease the concentration of chemical compounds and particulate matter in the outside air and regulate emission output to prevent decreased air quality.

## BROWNFIELDS

According to the Environmental Protection Agency, a brownfield is a property which the expansion, redevelopment, or reuse is hindered by a hazardous substance, pollutant, or contaminant. The land was likely used by an industrial company or commercial business similar to a fuel station or tannery in the past. These sites are typically found in urban environments and are often located in old industrial and commercials districts or on a corner lot in a historic residential neighborhood. Mitigating the environmental hazard and reinvesting in a brownfield protects the environment and reduces blight in the community. The EPA estimates there are over 450,000 brownfields in the U.S.

According to the Indiana Department of Environmental Management, the State has provided assistance to three brownfield site in Clarksville. The state has offered financial, technical, or legal assistance to past or current property owners of the Colgate Palmolive Company site, located at 1410 S. Clark Boulevard; the Schneider Property site, located along Emery Crossing Road; and the Clarksville Marathon site, located at 1460 Broadway St. Given Clarksville's long history as a commercial and industrial community it is likely that many additional

brownfield sites exist and have not been placed on the Indiana Brownfields Program Site List. Additional brownfield sites will likely be identified as future redevelopment occurs throughout the community.

## HAZARDOUS MATERIALS

Clarksville contains or borders five major hazardous material transportation thoroughfares. The major thoroughfares are the Louisville & Indiana railroad, Interstate 65, Lee Hamilton Highway, US Highway 31, and Brown Station Way. The identity and quantity of what is being transported along each right-of-way is unknown. However, Clarksville has a high vulnerability for spillage due to the high volume of traffickers visiting the large number of industries, logistics companies, and the Port of Indiana – Jeffersonville in Kentuckiana. The potential damage caused by hazardous material spillages depends on the type and amount of chemicals released and the severity of a spillage can range from minor to catastrophic. Hazardous material spillages can affect both human and ecological health. While little can be done to prevent such spillages, recognizing the potential for contamination and equipping emergency responders with necessary training and equipment to address such an event is essential to

## HABITAT PROTECTION

Development and urbanization can result in the conversion of wildlife habitat to other uses. The loss of certain type of wildlife habitats can adversely affect the health of certain species. Fish and wildlife conservation areas are necessary to protect and maintain species within their natural habitat locations. Clarksville has one State designated conservation areas which protect endangered, threaten, sensitive, or candidate species from being destroyed to accommodate development. It also contains three large and numerous small non-designated conservation areas in town. However, these conservation areas do not have the same level of protection and may be at risk of habitat loss due to future development. The town should pursue establishing additional wildlife conservation areas. One popular method to protect the natural wildlife habitats and avoid limiting future development is establishing conservation areas within a floodplain where development would already be restricted. Below is a description of some Clarksville's natural habitat areas.

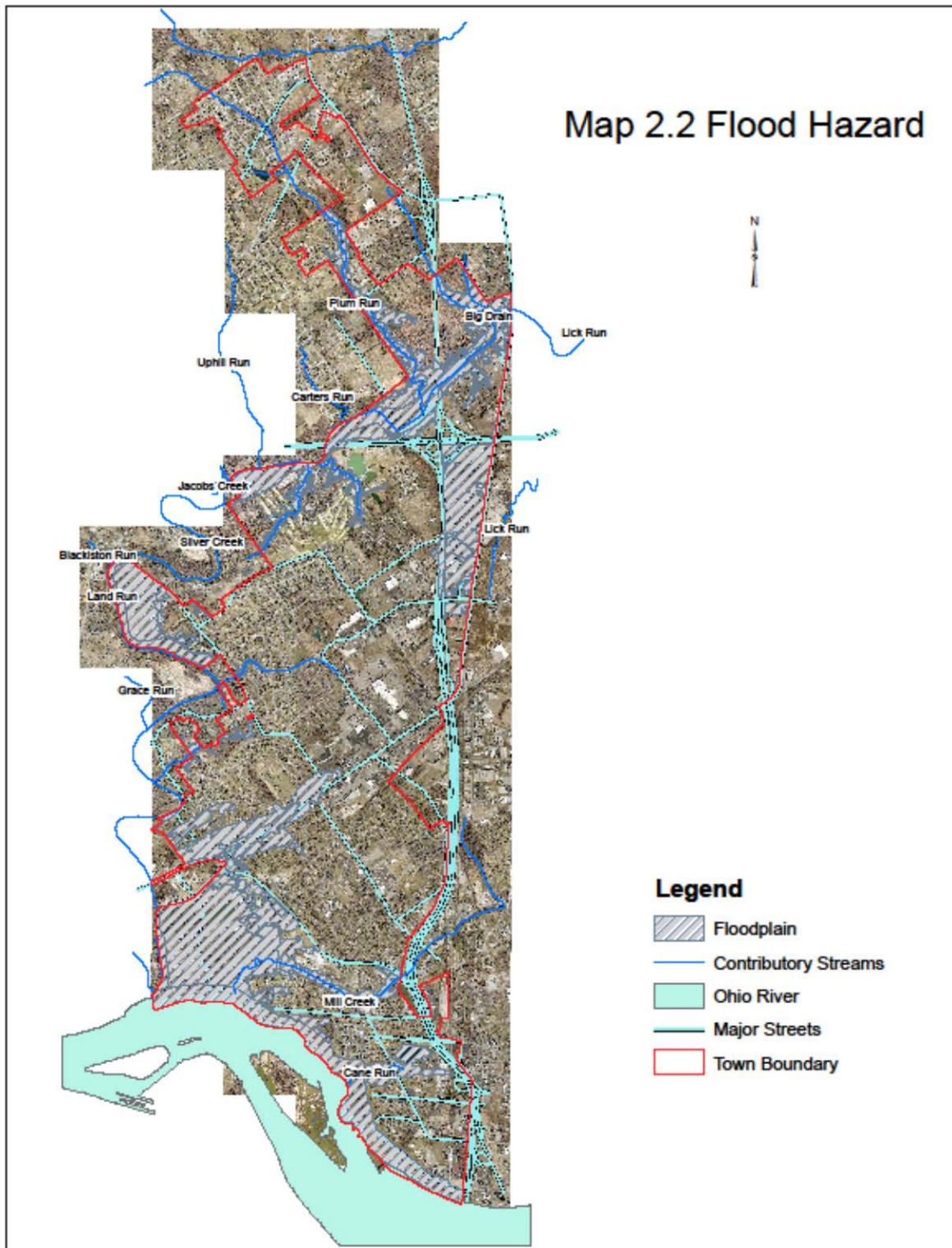
The Falls of the Ohio State Park is Clarksville's only State protected fish and wildlife conservation area. The Falls are maintained and operated by the Indiana Department of Natural Resources who indicate over 125 species of fish and 250 species of birds have been recorded in the area. The state park is well known throughout the entire US and internationally for its largely exposed 386-million year old Devonian Fossil beds and interpretive center. In addition to the fossils, the area also includes many acres of protected forest and wetlands.

While the Clarksville's West Riverfront is not an official wildlife conservation area, it contains many tracts of public and private natural wildlife habitat. The area habitats are a mixture of open spaces, forests, and wetlands. In 2011, the Town adopted the West Riverfront Master Plan to guide current and future decision makers in creating new recreational and educational opportunities for residents and visitors and preserving the natural habitats and local history in the study area. This plan also provides valuable insight on the study area's environmental conditions.

Lapping Park and Francisco Park are two publicly owned and maintained natural wildlife areas. While the Wooden View golf course occupies a majority of Lapping Park's 332 acres, most of the remaining acreage is undisturbed forest, open space, and wetlands. A 2012 FEMA report stated three endangered species such as the Indiana Bat, Grey Bat, and Sheepsnose mussel can be found in the park. Lapping Park is located in the central part of town and can be accessed from Old Potters Lane.

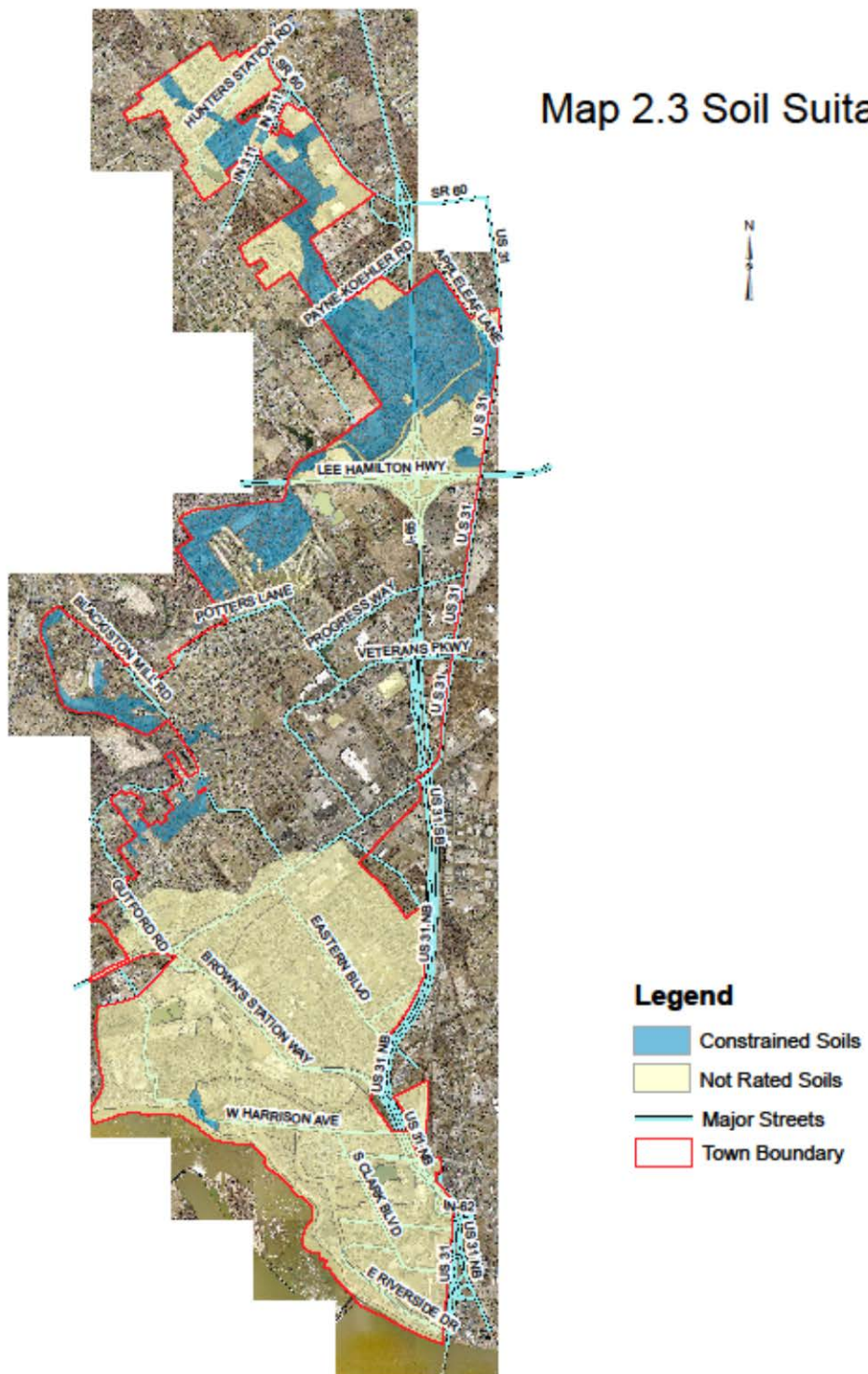
Francisco Park is a 29 acre undisturbed-woodland located just north of the Blackiston Heights neighborhood is surrounded by residential development. The park's limited public access and lack of public facilities and recreational equipment does not encourage many visitors on an annual basis which prevents much of the wildlife in the area from being disturbed.

Map 2.2 Flood Hazard



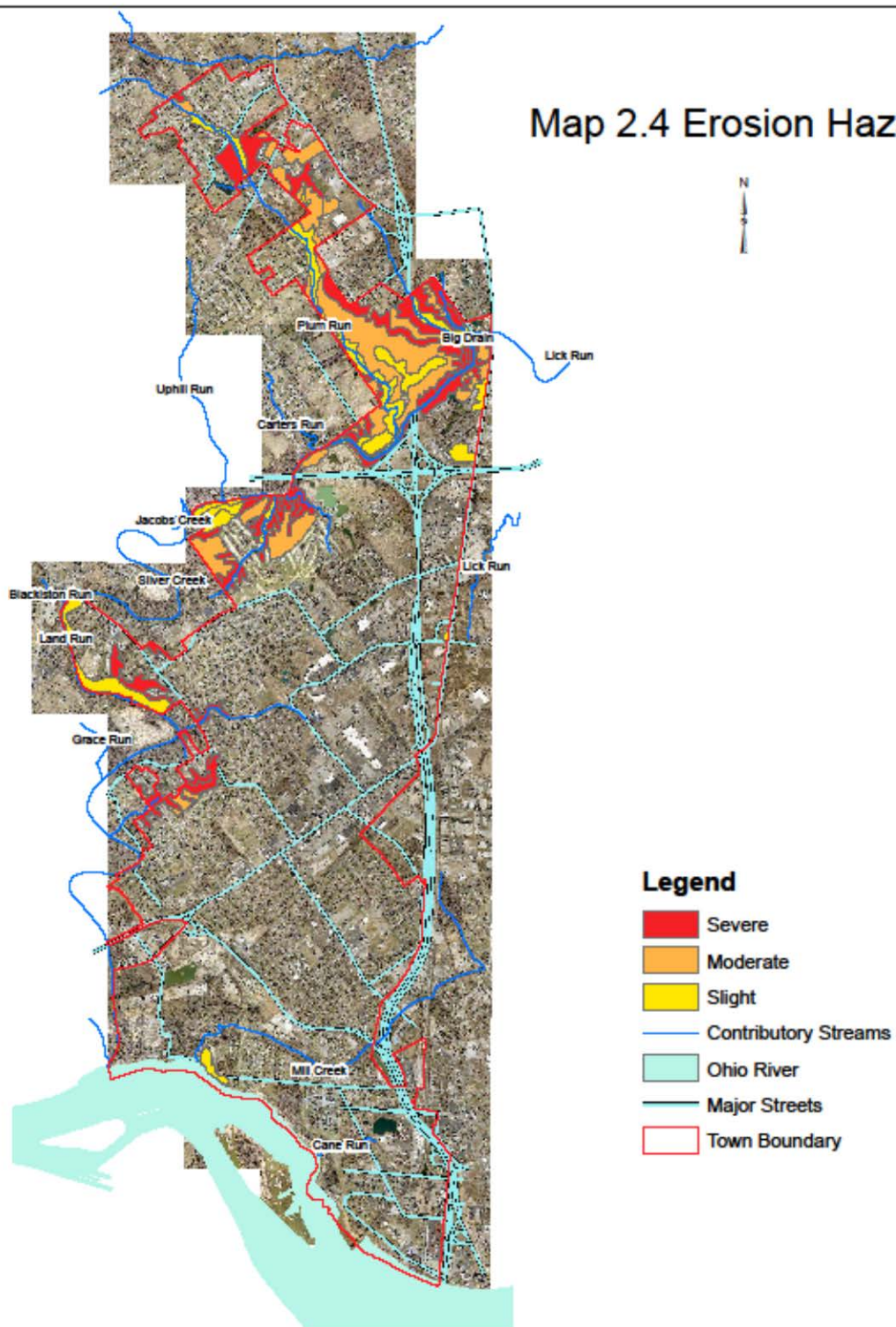


Map 2.3 Soil Suitability





Map 2.4 Erosion Hazard



## INTRODUCTION

Planning has a long history in the United States and the world. Urban areas of ancient times were built as a means of defense or as a place of commerce. Ancient city building dates back to the historical Assyrian Queen Shammuramat (Semiramis); she served as regent from 810 - 806 BC and is at least the legendary builder of Babylon.

Community building in more recent times is not built for defense, as in Semiramis times, but more for quality of life, health, welfare, and commerce. This is reflected the early efforts to improve the living conditions in industrialized cities of the 1890's and 1900's with their sanitation issues and cramped living conditions.

The American colonies controlled land use, going well beyond ordinances to abate common law nuisances. Some of these took the form of building codes. Others appear to be forerunners of current aesthetic-based land use regulations such as the following, from Pennsylvania;

"Every owner or inhabitant of any and every house in Philadelphia, Newcastle and Chester shall plant one or more tree or trees. These of the times, being pines un-bearing mulberries, water poplars, lime or other shady and wholesome trees before the door of his, her, or their house or houses, not exceeding 8 feet from the front of the house, and preserving the same to the end that said, town, may be well shaded from the violence of the sun in the heat of summer, and thereby be rendered more healthy."<sup>1</sup>

## CITY BEAUTIFUL

In the 1890's and early 1900's, the City Beautiful movement reformed the philosophy of North American architecture and urban planning. The movement's intent was introducing beautification and monumental grandeur in urban environments. The movement originated in Chicago and spread to other cities and promoted beauty to create moral and civic virtue among urban populations.<sup>2</sup> Advocates of the philosophy believed that such beautification could promote a harmonious social order that would increase the quality of life, while critics complained that the movement was overly concerned with aesthetics at the expense of social reform.

In the United States, the movement began in response to overcrowding in tenement districts, which was a consequence of high birth rates, increased immigration and consolidation of rural populations into cities. The movement flourished for several decades, and in addition to the construction of monuments, it also achieved great influence in urban planning that endured throughout the 20th century.<sup>3</sup>

## ZONING

Zoning in the United States includes various land use laws enforced under the police power rights of the State and local governments to exercise authority over privately owned real property. Theoretically, the primary purpose of zoning has been to segregate uses that are thought to be incompatible. However, in practice, zoning is used as a permitting system to prevent new development from harming existing residents or businesses.

Zoning commonly regulates which type of activities are acceptable on particular lots (such as open space, residential, agricultural, commercial or industrial), the densities at which those activities can be performed (from

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<sup>1</sup> Cases and Materials on Land use, sixth edition American Casebook Series of West Publishing Company, page 3, 2012

<sup>2</sup> Daniel M. Bluestone, Columbia University, (September 1988). Detroit's City Beautiful and the Problem of Commerce Journal of the Society of Architectural Historians, Vol. XLVII, No. 3, pp. 245-62.

<sup>3</sup> [http://en.wikipedia.org/wiki/City\\_Beautiful\\_movement](http://en.wikipedia.org/wiki/City_Beautiful_movement)

low-density housing such as single-family homes to high-density such as high-rise apartment complexes or multi-story office buildings), building height, the amount of space structures may occupy, the location of a building on the lot (setbacks), the proportions of the types of space on a lot (for example, how much landscaped space and how much paved space), and how much parking must be provided. The details of how individual planning systems incorporate zoning into their regulatory system vary, though their intention is similar.

## EUCLIDEAN ZONING

There have been notable legal challenges to zoning regulations. In 1926, the United States Supreme Court upheld zoning as a right of U.S. states (typically via their cities and counties) imposed on landowners. The landmark case was *Village of Euclid, Ohio v. Ambler Realty Co.* (often shortened to *Euclid v. Ambler*), 272 U.S. 365 (1926). The village had zoned an area of land held by Ambler Realty as a residential neighborhood. Ambler argued that it would lose money because if the land could be leased to industrial users it would have netted a great deal more money than as a residential area. Euclid won, and a precedent was set favorable to local enforcement of zoning laws.

In doing so, the Court accepted the arguments of zoning defenders that it met two essential needs. First, zoning extended and improved on nuisance law in that it provided advance notice that certain types of uses were incompatible with other uses in a particular district. The second argument was that zoning was a necessary municipal-planning instrument.

This 1926 US Supreme Court decision validated the constitutionality of comprehensive zoning and eventually led to the coining of the term “Euclidean zoning.” Euclidean zoning created separate districts for different land uses, such as single-family residential, multifamily residential, industry, business. The adverse impacts of these early zoning regulations were not fully realized until the 1950’s, a period of rapid economic and housing growth, which began to highlight the shortcomings of the segregation of land uses. The segregation literally introduced sprawl into the urban fabric.

Massive sprawl began when parents of baby boomers returned from World War II and created unprecedented demand for housing. Sprawl was the result because the Euclidean zoning system entirely separated workplaces and shopping from residential areas. The segregation always required travel between shopping, work, and home. This decentralization consumed large amounts of land and increased traveling distances<sup>4</sup>. The result was the dependency on the automobile. Lots became larger to escape the closeness and overcrowding conditions of the city.

During the feverish pitch of development between 1993 in 2008, large lots accommodated large houses with similar design and monotonous visual appearance. The terms “McMansion” and “snout houses” grew to become common planning terms that described the size and redundant appearance of residential units which were constructed during this time period. Sprawl development is not conducive to a sense of community because it limits unintentional social interactions.

## ALTERNATIVES TO EUCLIDEAN ZONING

Contemporary planners believe Euclidean zoning is a broken planning practice that does not serve the future needs of the community. One of the primary reasons Euclidean zoning is alleged to be broke is that it strictly separates uses into districts. Because there is no mixture of uses, residents become dependent upon motorized transportation when attempting to easily and quickly access their daily needs which is not economically and socially responsible.

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<sup>4</sup> Parolek, Daniel, Karen Parolek, & Paul Crawford, *Form-Based Codes: a Guide for Planners, Urban Designers, Municipalities, and Developers*, pages 7 & 8, 2008

Nationwide, there are new approaches to planning and zoning to produce developments that are mixed use, more human scale in size, closer to the urban core, and promote a sense of community. The resulting developments also create a walkable environment and use of alternate transportation modes. Clarksville has made an effort to mix uses through planned unit development zoning and adoption of design guidelines for some areas and corridors in town to combat the results of past Euclidian zoning practices and encourage smart growth over the past twenty years.

Current theories have different names such as new urbanism, traditional neighborhood development, sustainable, smart growth and form-based codes. What these new theories have in common is they focus more on physical form and community character than they do the separation of land uses through traditional zoning. Prior to zoning, the physical form and character of traditional neighborhoods were walkable, and shopping needs were satisfied at the corner store. Many of these neighborhoods had a central place such as an elementary school, civic building, or post office as a focal point. In his book Rural by Design, Randall Arnett refers to these focus areas as “third places” that provide opportunities for casual socializing that can rarely be found in suburbia.<sup>5</sup>

## URBAN GROWTH AREAS

Urban containment strategies enable communities to preserve open space, save money on public services, reinvest in the community, and provide a more predictable permitting process. Urban containment practices are commonly established through local initiatives or regional planning efforts and implemented through local government offices as a method to control urban sprawl from impairing lands with agricultural, ecological, and historical significance. The American Planning Association estimated that over 100 U.S. Metropolitan areas have some form of urban containment strategy in 2010; urban containment strategies have continued to grow in popularity and practice since the time of this estimate. One of the most common urban containment strategies is a zoning tool called an urban growth area which maintains a higher density of housing and commercial development within the defined area and permits low or rural density development outside of the same region. In theory, Clarksville’s existing town boundary is a naturally occurring urban growth area with limited opportunity to expand in size due to realistic geographical and political constraints.

While urban growth areas are often located along the East and West Coast of the United States, urban containment strategies originated in theory and practice in Lexington, Kentucky in 1958. Lexington created the first urban growth area to protect the blue-grass and horse farms for which the region is famous by requiring most development to take place within the defined growth area and severely limiting development outside of said area. The following are some of the reasons communities and regions establish urban growth areas.

- A. To meet the goals of their comprehensive plan;
- B. To address a particular need such as downtown revitalization or brownfield development;
- C. To comply with state government mandates or encouragement.

## WHAT ARE THE IMPACTS AND RESULT OF AN URBAN GROWTH AREA?

Understanding and exploring the community impacts and results of establishing an urban growth area is highly relevant to the current and future planning efforts for the Town of Clarksville. Clarksville faces the impacts of such containment strategy without ever having established one in policy or practice. Without proper consideration and action to encourage high density development the Town could experience severely negative impacts that result in stagnant population growth and hindered economic prosperity. Most importantly, the Town would miss a large opportunity to improve the existing conditions and quality of life for existing and future residents as a whole. If no

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<sup>5</sup> Arnett, Randall, *Rural by Design*, American Planning Association, 1994

action is taken, urban sprawl is likely to occur in surrounding communities while Clarksville experiences increased land prices and decreased affordability of resident housing because no technical urban containment policy is established for the region. The surrounding communities have excess land to incorporate while Clarksville does not. Understanding how communities with a containment strategy have successfully encouraged higher density development to accommodate population and economic growth rather than limit such growth is crucial for Clarksville continuous prosperity.

## **WHAT MAKES AN URBAN GROWTH AREA SUCCESSFUL?**

After reviewing multiple online articles and journals published by The American Planning Association, the Lincoln Institute of Land Policy, EcoTrust, and Planners Web, the Clarksville Planning and Zoning staff has determined that communities which have achieved continuous prosperity through an urban containment strategy do the following.

- 1) Provide high-quality services and amenities
- 2) Address resident concerns
- 3) Offer incentives for private investment

### **PROVIDE HIGH-QUALITY SERVICES AND AMENITIES**

The following are the kind of improvements or programs that communities have completed to provide high-quality services and amenities:

- 1) Repairs to existing facilities, such as sidewalks, water and sewer lines, and parks.
- 2) Expansion of transit lines, bike paths, and similar infrastructure.
- 3) Rehabilitation of brownfield sites to accommodate new development. Clarksville examples include the former Colgate-Palmolive Company complex, Marathon Oil, and Ben Marrs site.
- 4) Programs to facilitate the construction of affordable housing.

To pay for these, communities have used tax increment financing or special assessment districts, or have acquired state or federal funding.

### **ADDRESS RESIDENT CONCERNS**

One purpose of an urban growth area is to achieve compact and contiguous development. However, residents within a growth area may be resistant to higher densities. To accommodate growth and address resident concerns, communities must pay close attention to the regulation for these areas. Creating specific plans for higher-density corridors and areas through a public participation process is one method to address resident concerns prior to any developer becoming involved. Using resident input to assist in establishing development pattern regulations is another way to ease resident concerns; the final result is more likely to meet the demands of the nearby residents if they are given a chance to voice their opinion about how it should fit within the context of the existing area. Techniques such as building to the sidewalk, lowering setbacks, requiring parking in the back, and allowing accessory apartments can help ensure more compact development that retains neighborhood character.

### **INCENTIVES FOR PRIVATE INVESTMENT**

The most important thing a community can provide to developers is a clear and concise set of standards for development review that consistently followed in each situation. The following are additional incentives that may be needed to further attract private investment:

- a. Predictable and efficient permitting processes through accessible fee schedules, consistent permit charges, and online application processes.

- b. Eliminate certain development requirements (e.g., impact studies or impact fees) for developments planned within the growth area.
- c. Offer priority permit processing for projects that are located in certain areas.
- d. Grant the municipality staff more authority to review and approve certain project types.

However, it is important to fully weigh the fiscal and political implications of such incentives prior to adopting and implementing such in Clarksville.

## BEAUTIFUL AS WELL AS HEALTHY

All planning and zoning are to some degree based on the desire for beauty. It wasn't until 1954, when the US Supreme Court Case, *Berman v. Parker* was decided that health, morality, peace, and quiet, law and order were some of the most conspicuous examples of the traditional application of the police power --- that merely illustrated the scope is not limited. It was further decided in *Berman v. Parker* that the concept of public welfare is spiritual as well as physical and, aesthetic as well as monetary. Additionally, Justice William O. Douglas, who wrote the opinion, observed it is within the power of the legislature to determine the community should be beautiful as well as healthy.<sup>6</sup>

Zoning ordinances implemented the first Comprehensive Plans that proposed separating land used to protect the residence from the congestion smells, odor and dirt of tenements and industrialization. Zoning ordinances began to be written to implement the Comprehensive Plans with the intent to promote health, safety, convenience, and welfare of the citizens by strictly dividing and separating uses into zoning districts.

## REGULATING BY APPEARANCE

Regulating development through form and all its various elements is actually regulating development by appearance. For many reasons, in Clarksville, with its rich heritage and architectural styles, it's not necessary to create or invent form, style, or size. First, the emphasis is on sustainability through revitalization and infill within the corporate boundaries. Secondly, due to the emphasis on infill, the form and scale of the neighborhood is already established and does not need to be re-created. The present neighborhood and its form, style, and size are existing concrete standards by which to build and judge future neighborhood developments.

Form-based codes or their hybrids regulate the recognizable external appearance of structures and neighborhoods. Elements of the form include shape, size, color, texture, position, orientation, and the visual inertia. Builders and developers should be guided by these existing neighborhood elements which are reflected in the Neighborhood Design Guidelines Plan. Each of these attributes is briefly described below and are the elements to be considered when determining the size, scale and form of development in relation to the neighborhood in which it is located.

### SHAPE

The shape is the characteristic that outlines or surface configuration of a particular form and are the principal aspects that which we identify and categorize forms.

### SIZE

Size is the physical dimension of length; width, and depth of the form. While these dimensions determine the proportions of the form, its scale is determined by its size relative to other forms in its context.

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<sup>6</sup> *Berman v. Parker*, 348 U.S. 26, 75 S. Ct. 98, 99 L Ed. 27 (1954)

## **COLOR**

The color is another attribute of the form that most clearly distinguishes a form from its environment.

## **TEXTURE**

The texture is also an element of the form and determines the degree to which the surface of the form reflects or absorbs light.

## **POSITION**

The position is the location of the form relative to its environment or the visual field within which it is same is called position.

## **ORIENTATION**

Orientation is yet another attribute of the form. It is the direction of the form relative to the ground plane, the compass points, or other forms, or to the person viewing the form.

## **VISUAL INERTIA**

Visual inertia is the degree of concentration and stability of the form. The visual inertia of form depends on the geometry as well as its orientation relative to the ground plane, pull of gravity, and the line of sight. All of these properties of the forms are in reality affected by the conditions under which they are viewed.<sup>7</sup>

## **SCALE**

Scale refers to how we perceive or judge the size of something in relation to something else. In dealing with the issue of scale, we are always comparing one thing to another.<sup>8</sup> This is particularly important when considering new development in an existing neighborhood to foster compatibility between new and existing development. In such a case, it is the existing neighborhood that is the standard or point of reference for the design of the new development. When initially placing and designing new developments, the designer must take into consideration the surrounding existing development.

## **CLARKSVILLE DIFFERENCES-ONE SIZE DOES NOT FIT ALL**

Each of the new planning approaches proposes a model of urbanism that is limited in area and structured around a defined center. In Peter Katz's book, New Urbanism it is discussed that while the population density may vary, depending on its context; each model offers a balanced mix of dwellings, workplaces, shops, civic buildings, and parks.<sup>9</sup> As recognized by Randall Arnett, there is no single planning or design solution to ensure that new developments in small towns will fit in comfortably with their physical surroundings. Towns vary too much in their layout, topography, history, economy, culture, and function to allow for any standard answer.<sup>10</sup> It is the context of the situation that must guide the design of a new development or an infill project.

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<sup>7</sup> Ching, Francis, D.K, Architecture, Form Space and Order, third edition, 2007 by John Wiley and Sons, Inc.

<sup>8</sup> Ibid.

<sup>9</sup> Katz, Peter, The New Urbanism, McGraw Hill, Inc., 1994.

<sup>10</sup> Arnett, Randall, Rural by Design, American Planning Association, 1994

The differences mentioned by Arnett are especially true for the Town of Clarksville. There are many ways Clarksville is different from a typical community. No one planning approach fits Clarksville for the following reasons.

Being nine miles long and approximately one and one half miles wide Clarksville is geographically different.

Clarksville is also different because it is operated through the town government structure which is unique to a community of its population size. The town government structure has worked well for Clarksville and continued to do so.

Clarksville also is unique because it is the first American settlement in the Northwest Territory. The town was settled and occupied by General George Rogers Clark and his troops by 1784. This history is significant today, and it will continue to be in the future. This original town of Clarksville was accepted into the National Registry of Historic Places in 1974.

The history of Clarksville extends well beyond the settlement of the town in 1784. It stretches to the Mississippian and Woodland geological era. The area along the Ohio River and Mill Creek was inhabited nearly 4000 years ago. There have been several archeological reconnaissance studies that substantiate this prehistory.

Clarksville has an unmatched natural environment because its south boundary is a 400 million-year-old Devonian fossil bed. The fossil bed is part the Falls of the Ohio National Wildlife Conservation Area [WCA] and is a national, bi-state area, administered by the US Army Corp. of Engineers. Federal status was awarded to the WCA in 1981. The falls were designated a National Natural Landmark in 1966. Clarksville's natural environment also includes floodplain areas from the Ohio River and from the various creeks that flow into the Ohio River.

As the State of Indiana, built highway systems, Clarksville developed along the State roads. Among these roads were State Road 62, US Highway 131, and 31 E. These highways along with Euclidean zoning created the first sprawl-like growth in the 1940's and 1950's. During the 1950's, the federal government and the state of Indiana constructed Interstate 65 that runs north to south along the eastern border of the town. This interstate system spawned growth at every interchange in Clarksville. Such accessibility quickly brought commercial and retail development to Clarksville.

Having I-65 and being bordered by the larger communities of the City of Jeffersonville on the east and the City of New Albany on the west, Clarksville became the ideal location for regional commercial development. Clarksville is now the home of two regional shopping malls and several clustered retail developments and strips. Clarksville is now the dominant regional shopping area in southern Indiana. In fact, today Clarksville has four times the amount of commercial activity of a comparable town of its population size.

One important difference between Clarksville and neighboring cities and towns is that the physical growth and development of Clarksville is limited by the boundaries of other governmental units. This difference is a major determinate of the future of Clarksville.

Within the Louisville, Kentucky, Indiana Metropolitan area, Clarksville has identifiable positions in providing regional services, particularly in retail trade and Parks and Recreation services.

In preparing the Comprehensive Plan, these attributes of the uniqueness of Clarksville were taken into consideration. The different contemporary planning concepts were analyzed to determine the usefulness of each of the theories of the future of Clarksville.

## CLARKSVILLE'S CHRONOLOGICAL SCALE

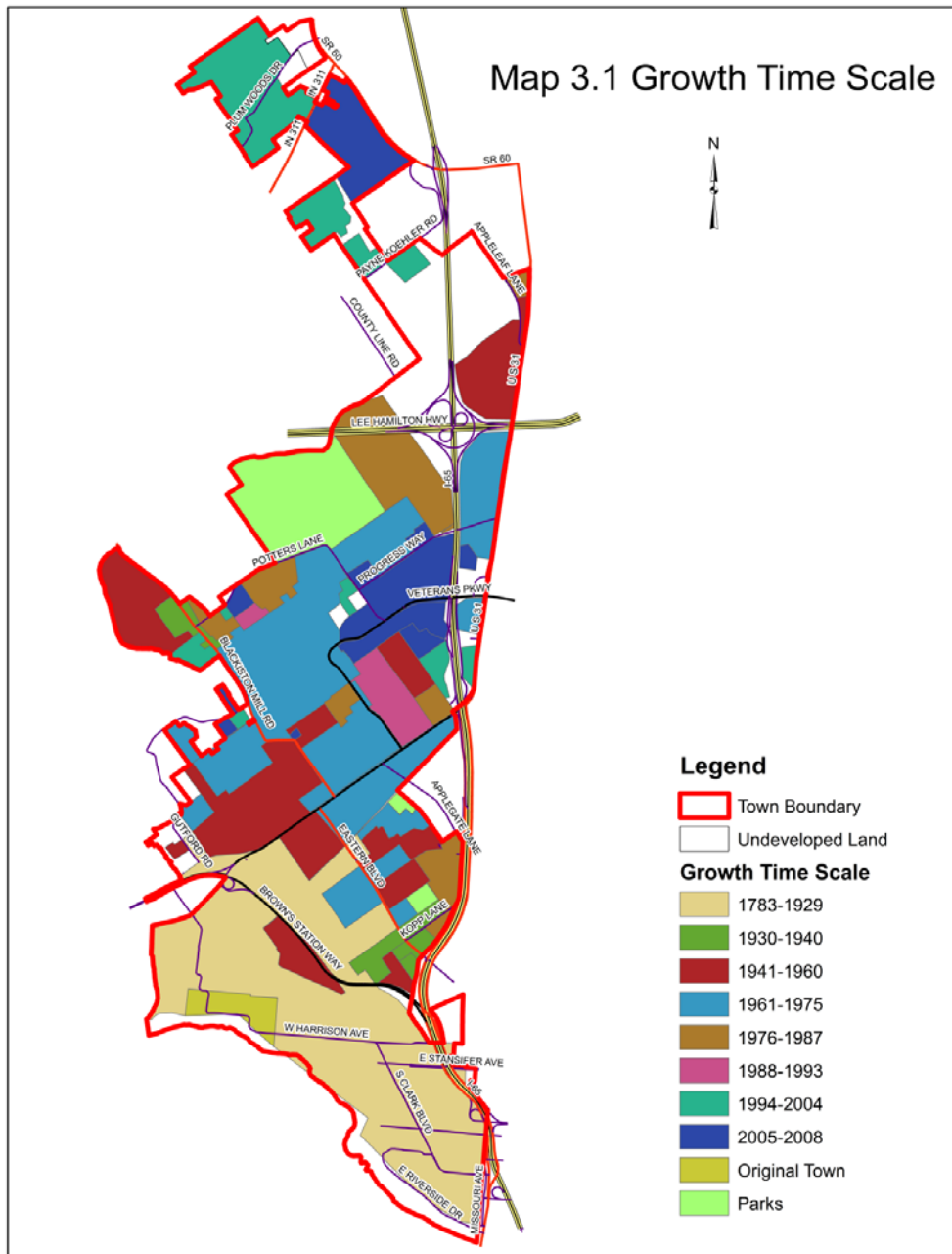
Because of the geographic layout of the Town, Clarksville's development can easily be seen through a Growth Time Scale (GTS). Table 3.1 depicts various time frames according to events which took place in each growth period.



Different spans of time on the GTS are usually delimited by changes in events, socio-economic conditions, and, of course, the growing use of the automobile.

**Table 3.1: Growth Time Scale**

<b>Time Period</b>		<b>Transition Event</b>	<b>Development Pattern</b>
<b>1783</b>	1929	Original Settlement	River community
<b>1930</b>	1940	Great Depression	No growth
<b>1941</b>	1960	Pearl Harbor	Sprawl housing after WWII
<b>1961</b>	1975	Household Automobile	Continuous sprawl
<b>1976</b>	1987	Inflation reaches 13.5% in 1980	Limited growth after 1980
<b>1988</b>	1993	Silver Creek Township Annexation	Town extends public services and utilities
<b>1994</b>	2004	Intra-State Mortgage Lending	Sprawl occurs in the newly annexed areas
<b>2005</b>	2007	Veterans Parkway Exit	Mass retail development
<b>2008</b>	2014	Great Recession	Mass foreclosure and vacant housing
<b>2015</b>		Housing Market Improves	New construction in northern neighborhoods



Map 3.1 illustrates how Clarksville developed in accordance with the time frames provided in Table 3.1. It is clearly evident that Clarksville grew south to north and neighborhood-by-neighborhood over the past two-plus centuries. The town's original growth was limited to the transportation means available, the horse, buggy, or walking. As Clarksville has developed over time the style of structures, materials, colors and lot and building sizes of both houses and businesses have been altered. These character changes in the built environment are visible to the naked eye.

As depicted in Map 3.1, other than the original Town footprint which was established in 1783, urbanization and the first neighborhoods began developing in the mid to late 1800's when the Leavenworth tract, Ingram, and Howard Park developments were recorded. These older neighborhoods had narrow lots and small homes. In many cases, subdivisions were laid out with sidewalks and alleys. In many cases, they were no recorded setback

lines on the older subdivision plats. Subdivisions were pedestrian friendly, possessed a sense of place, and encouraged community interaction and.

Table 3.1 shows that growth stopped during the Great Depression when the stock market crashed in October 1929. Development did not pick up again until the 1940's following Japan's December 1941 bombing of Pearl Harbor. The war effort jump-started the U.S. and local industry and effectively ended the Great Depression. Growth in Clarksville also re-commenced with the development of several neighborhoods in the 1950's and 1960's between south Clarksville and Lewis & Clark Parkway. This growth was at the edge of the built-up area and was some of the earliest sprawl development. Some of the subdivisions built in the 1940's and 1950's had sidewalks as well as alley access. These included Beechwood Manor and Windemere Heights among others.

Lots became larger as people escaped the small lot density of the original built urban environment. As the growth advanced, lots and setbacks became deeper, and yards became wider and sprawl became a problem. Residential streets became wider to accommodate motor vehicles. Sometimes these new subdivisions did not include sidewalks for pedestrians. With these large lots and houses built further from the urban core and businesses and workplaces, the dependency on the automobile became even greater, and a sense of place diminished. During this period, from approximately 1947 through 1975, several neighborhoods sprang up in Clarksville. Among these were Falls View, Greenacres, Lincoln Heights, and parts of Beechwood Manor, and Windemere Heights.

This sprawling growth continued northward until 1980 when inflation reached 13.5%, and the stock market plunged in 1987. The economy was further affected by the saving and loan failures in 1989.

In 1988, Clarksville began an annexation strategy to physically expand the town's corporate limits beyond Silver Creek into Silver Creek Township. The Town extended wastewater collection lines to the newly annexed area, and growth began in the new northern part of Town. The new northern subdivisions began to include even larger lots and were further from the central urbanized core. New subdivisions were Deer Run, Plum Lake, Plum Run, Plum Creek and Dover Woods. The sense of place diminished even further until, in the north part of town, it became difficult to identify with the heritage of the town of Clarksville. Literally, hundreds of new housing units' were built between 1993 and 2004.

In 1999, Congress repealed part of the 1933 Glass-Seagall Act to allow commercial banks, investment companies, and other financial institutions to establish branch facilities and lend money across State lines. Money was relatively easy to obtain to purchase a home, and the sprawl continued. Older neighborhoods in Clarksville started to decline and became less maintained. Many dwelling units were converted to duplexes and multiple family apartments as opposed to a single family residence. There was also an effort to construct affordable housing on smaller lots in 2002 and 2004 with the construction of Eagle Ridge, Meyer Manor, and Cedar Knolls subdivisions.

Between 2005 and 2007, with the development of Veterans Parkway, the Plan Commission realized that the emphasis on aesthetics and appearance was just as important as land use regulations.

The housing bubble burst in 2007. The last major residential subdivision to granted approval by the Clarksville Plan Commission was in February 2008. The economy entered a new financial crisis stopping development again as builders and developers struggled to stay in business.

The economy was just now, in 2015, beginning to show signs of recovery. The recovery will introduce a new type of development as people begin to locate closer to the core urban areas and depend less on their private automobiles for transportation. With the economy showing signs of improvement and people are seeing the advantages of living closer to jobs and shopping, now is a good time to commence planning for the coming development changes. This Comprehensive Plan update is timely.

## NEIGHBORHOODS AS A BASIS FOR PLANNING

Neighborhoods are the basic element of town planning. Neighborhoods have both physical and social attributes. Neighborhoods are places where the everyday life occurs. It's where you find the comfort of home. They are geographical areas that are essential to people's lives — people connect these living environments to their identity and, thus, neighborhoods become personally meaningful. For these reasons, newspapers, and magazines, and other publications feature neighborhoods based on their activities, restaurants, or personalities and people that live there. The media set the context of news stories to neighborhoods. Travel literature promotes neighborhoods to visit; real estate marketing highlights houses for sale by neighborhood. Residents of neighborhoods share the same experiences. They suffer or revel in the availability and quality of housing, schools, jobs, businesses, healthcare, and human services. They experience the effects of time that occurs within the neighborhood boundaries. Neighborhoods create the background for people's life stories. They leave lasting impressions on residents about what life is like, and what social problems exist in a living community.<sup>11</sup>

Because neighborhoods play such an integral role in forming community and social networks, many studies analyze social problems in relation to the neighborhood where they occur. The geography of a neighborhood provides a framework within which to observe and analyze the issues and problems that occur within the neighborhood. The geographic framework, of the neighborhood, becomes the focal point for residents, business, visitors, and the government to take action and resolve problems using immediate and practical solutions.

When a less subjective definition is needed, neighborhoods are often defined geographically as areas having an optimal five-minute walking radius or approximately 0.25 mile. In such a case, they have a clearly defined center and edge. They also have a mixture of housing types, uses, and activities; a network of integrated streets; and in the more urban neighborhoods, a prominent location for civic and public buildings. The community is then a collection of individually unique neighborhoods connected by a network of streets.<sup>12</sup>

Other fewer specific definitions of the neighborhood are a geographic area that residents perceive as an extension of the home. These include homogeneity, community organization, suitable physical settings, facilities, and ongoing traditions.<sup>13</sup>

## CLARKSVILLE NEIGHBORHOODS

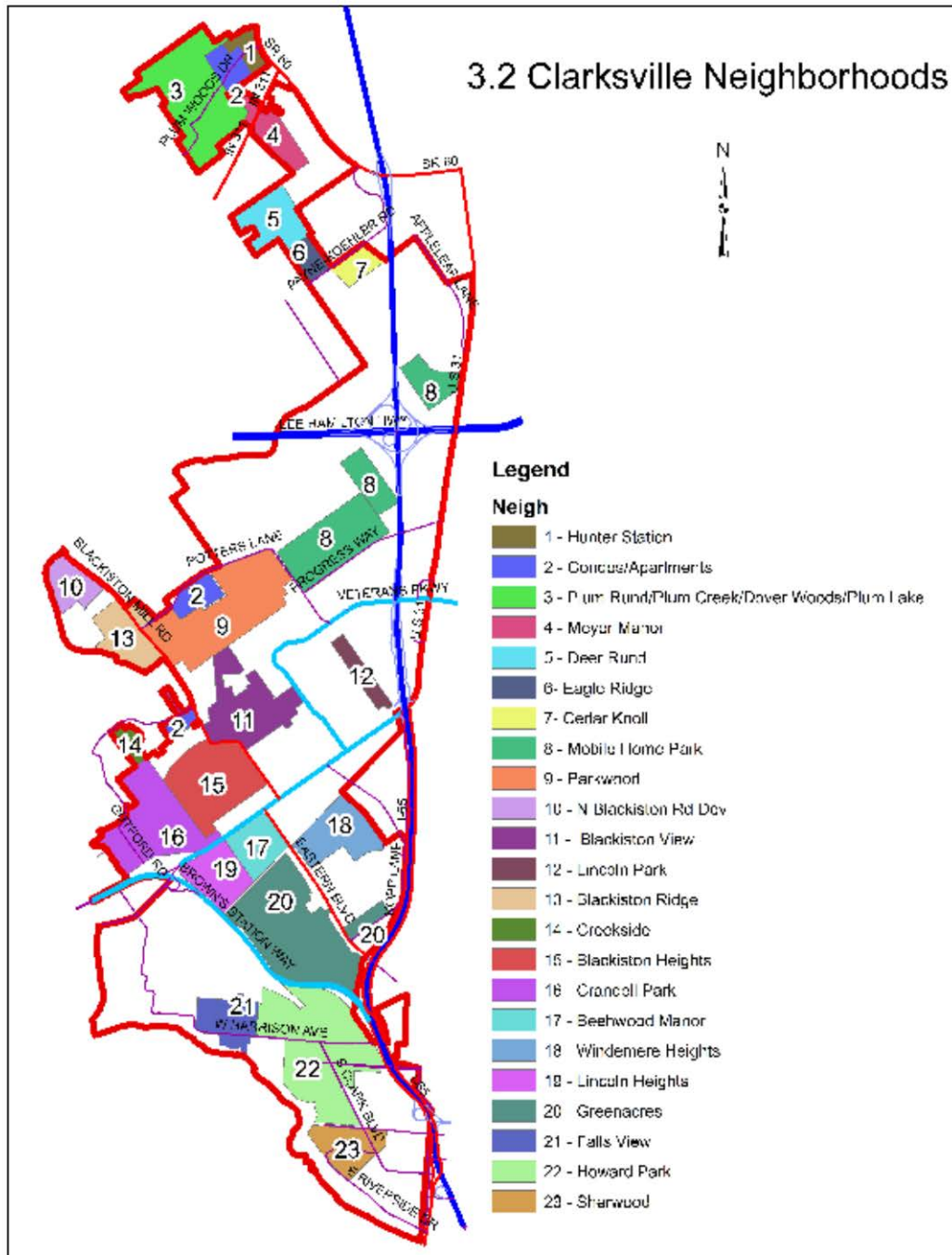
During the preparation of the 2011 Zoning Ordinance, 23 neighborhoods were identified. The Clarksville 1992 Comprehensive Plan focused on town-wide “guidelines” with no attention to the neighborhood or the form of structures. The 23 neighborhoods are illustrated in Map 3.2 .

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<sup>11</sup> Geography and Public Safety, Volume 2, issue 2, Why Neighborhoods Matter: the Importance of Geographic Composition, by Ronald E Wilson, US Department of Justice, Office of Community Oriented Policing Services, Washington DC December 2009

<sup>12</sup> Parolek, Daniel, Karen Parolek, & Paul Crawford, Form-Based Codes: A Guide for Planners, Urban Designers, Municipalities, and Developers, 2008

<sup>13</sup> Brower, Sydney, Neighbors and Neighborhoods Elements of Successful Community Design, American Planning Association Planners Press, 2011



When the Veterans Parkway corridor was developed, in 2005, the town learned that aesthetics and appearance of structures and sites were as important, if not more important than the written zoning ordinance. Veterans Parkway was the first time that the town uses guidelines associated with the zoning ordinance. The guidelines included illustrations and suggestions for the design of new developments along Veterans Parkway. The Clarksville Neighborhood Design Guideline Plan identified 23 neighborhoods with distinctive styles and design and establishes materials and styles for reuse on infill lots with in neighborhoods.

All neighborhoods have a character. In preparation of the 2011 Zoning Ordinance, each neighborhood was studied, and standards for each were established. This was done so that when a structure is remodeled or newly

constructed in an older neighborhood, defining elements of the neighborhood do not change, and the neighborhood's character is not lost. A strong neighborhood identity can accommodate changes, without rewriting history or disregarding long-term residents and their voice.

## NEIGHBORHOOD CHARACTER AND FORM-BASED REGULATIONS

Clarksville's Neighborhood Design Guidelines Plan designates the appropriate form and scale, and thereby the character of 23 neighborhoods. The Neighborhood Design Guideliness Plan, in conjunction with the original set of regulations, established the original recording of a plat, addition, or subdivisions are definite, definable, and observable standards of the neighborhood. The Neighborhood Design Guideliness Plan creates in both words and graphics a predictable standard for development and infill. The Neighborhood Design Guideliness can be considered a hybrid form-based regulation. Form-based regulations address the relationship between building façades and the public realm. They also address the form and mass of buildings in relation to one another and the scale and type of streets and blocks. The regulations and standards in the Neighborhood Design Guideliness Plan are keyed to a specific neighborhood. The illustrations and photographs along with the words interpret and designate the appropriate form and scale, for the neighborhood. Therefore, the character of development, rather than only distinctions in land-use types is considered when reviewing and approving a development.

Community pride and civic engagement can be mechanisms for residents to improve the quality of their neighborhoods. Being aware of the neighborhood in which one lives can be accentuated with unique identification signs for each of Clarksville's neighborhoods. Signage would be unique to each neighborhood and signal gateways into another community area. When residents engage with each other and more often, neighborhoods will be rekindled much like previous generations of neighborhoods have through such communication.

## PATTERN BOOKS

Neighborhood Design Guidelines are a descendent of pattern books. Pattern books are essential tools for ensuring a successful transition from project vision to built reality. These regulatory documents vary, but the common goal is to educate, inspire and guide the efforts of architects, builders and buyers during the process of design and construction.

Pattern books have a long history. The use of patterns books as planning and design tools can be traced to the first century, Rome. Early American craftsman also relied on pattern books that provided examples of architectural designs with how-to illustrations of cottages, villas, and most known architectural styles of the time

The concept of pattern books survives today in the pages of glossy national circulation home magazines, and some US cities are using pattern books to build or rebuild their communities. One example is Norfolk, Virginia; it has been using pattern books to rebuild more than 240 homes. And in Maryland on the Eastern shore, homeowners will soon be offered city supplied pattern books when they build or renovate their homes.<sup>14</sup>

The town of Clarksville used a similar method in the 1980's when the Lincoln Park subdivision was redeveloped with US Department of Housing and Urban Development grant funds. Drawings were prepared of several housing types and design for residents to choose from during the on-site housing relocation program. The program permitted new units to be built, and the dilapidated units to be demolished on the same lot.

Today, the town has incorporated design and Neighborhood Design Guideliness into the zoning ordinance to act as a catalyst in redeveloping existing neighborhoods within the town. The Clarksville [Neighborhood Design Guideline](#)

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<sup>14</sup> Downey, Kirstin, The Washington Post, Recognizing a Revival in Pattern Books, February 25, 2006

Plan identified 23 neighborhoods with distinctive styles and design and establishes materials and styles for reuse on infill lots with in neighborhoods.

There are some areas, as can be seen on Map 3.2 on page 31 that do not have Neighborhood Design Guidelines prepared for them. Completing Neighborhood Design Guidelines plans for the remainder of the town would be useful implementation tools needed for addressing the issues of infill and residential conversion.

## NEIGHBORHOOD LIFE CYCLE AND STABILITY

Neighborhoods are always in some phase of the life cycle that changes over time. Clarksville's various neighborhoods are in varying phases of their life cycle. It is this life cycle that needs to be understood to plan for the revitalization, and sustainability of neighborhoods and the Town. The following is taken from Planning and Urban Design Standards, published by the APA in 2006.

The neighborhood life cycle assists in understanding how neighborhoods progress from growth to decline and then hopefully redevelopment. It is especially helpful to examine the Town and its neighborhoods in the context of the life cycle model. Specifically, application of the model identifies neighborhoods to consider for revitalization. Based on this model developed by Economist Richard Andrews, there are six phases of the lifecycle of the neighborhood or community. These are growth, maturity, decline, uncertainty, late decline, and new growth.

The following descriptions are basically those of Mr. Andrews as published in APA's Planning and Urban Design Standards.

### GROWTH

The growth phase of a neighborhood may commence from two distinct circumstances. New single-family residential subdivision growth will likely start on land not currently in urban use, such as vacant or open land. The more intense residential development, such as multiple unit apartments, will likely follow a previous urban land use, such as a single-family residential development or low-intensity commercial.

In the growth phase, single-family dwelling units' vacancies will likely be very low unless dwelling unit production is part of a large tract development. In such a case, market absorption may take longer. Because units are new, the need for maintenance is low. By the end of the growth phase, structure, density and the physical capacity of the neighborhood will have reached their maximum, and land and building value will continue to increase.

### MATURITY

The maturity phase follows the growth phase. This is a period of stabilization, characterized by a continued rise in the value of structures, at a more moderate rate compared to the growth phase. Market competition during this phase will generally be minimal because demand pressure for residents in the area is still high and is strongly supported by a well-adjusted site pattern.

Family cycles for single-family areas closely follow the neighborhood development life cycle. During the growth phase, families are young and small. By the time the cycle reaches maturity phase, families are also mature; in the middle of the maturity phase, the child population reaches its maximum. Toward the end of the maturity phase, parents and children are on the average older, and some of the oldest children have left for college or careers.

Property turnover for single-family residence sale or rental remains relatively low in the maturity phase. For the maturity phase, turnover begins to increase, the function of the maturing family cycle and the weakening of the competitive position of the neighborhood environment. In the late maturity stage, accelerating turnover contributes to an even higher vacancy rate than in earlier maturity phase stages.

Land-use controls are likely to be at their peak of efficiency during the maturity phase. Operating at maximum efficiency, zoning, building, and housing codes and subdivision regulations have been carefully tailored to

dominate to protect and promote the use. Variances in the application of these codes or amendments to them are likely to be infrequent.

## **DECLINE**

In the decline phase of land-use succession, aggregate structure values drop, and there is substantial uncertainty by owners and investors concerning the future of the area. A contributor to this is the composition and quality of the site pattern, especially in single-family areas. For example, on some of its streets, the neighborhood will now be a pathway for traffic moving to and from the newer parts of the town located outward from the subject area. Other factors will include obsolescence of elementary school facilities, neighborhood parks, convenience shopping, and less frequent street, sidewalk, and public street tree maintenance.

In the early decline phase, property turnover will tend to accelerate sharply. For the first time in the neighborhood's life span, value filtering of dwelling units will be readily noticeable. Families of a different socioeconomic class will begin to show interest in the area. The declining level of property values that suit their income-occupation classifications will prompt this interest. Speculative purchases will also produce a shift from owner-occupancy to rental. Original group family types who stay in the area may start renting rooms in order to supplement diminished income. That said, as long as a surviving member of the basic family is in good health and economically solvent, out-migration is not necessarily inevitable.

Nonetheless, at some point, as the original neighborhood group owners for various reasons vacate their residences, these units are put up for sale or rent.

In the early phase of decline, structure, equipment, yard, and public facility maintenance begin to show evidence of neglect. Age might not contribute substantially to decline, but when age is linked to the following, age can become an issue.

- 1) Visual and actual impact of lack of upkeep on structural conditions is noticeable
- 2) Declining supporting incomes, and
- 3) Either weakened property preservation or
- 4) Different social group attitudes toward maintenance
- 5) Vacancies begin to rise because the market for the dominant use begins to weaken.

Properties enduring prolonged vacancies will tend to suffer from neglected maintenance in comparison with occupied properties. Property tax delinquency may also occur. In the decline phase, code provisions will be enforced less and less firmly, and variances will proliferate.

## **UNCERTAINTY**

Within the early years of the decline phase, there is a "zone of uncertainty." Here experimentation in land-use conversion of such properties into regular rental units. Permanent conversion of single-family residences into apartments may also occur. Speculators or flippers, both large and small, are more likely to be the participants in this line of succession than single-property holders or absentee landlords and investors. Commercial uses that begin in the front room and expand through the entire first floor of a single-family residence may result, along with modifications to the structure.

## **LATE DECLINE**

A late decline phase reflects the certainty that decline will continue to the bottom of the curve, and private market forces cannot stop or reverse the trend. Conditions that surface in the earlier parts of the phase proliferate. The neighborhood may reach a point at which it has become a staging area for new, economically depressed arrivals in the city. Property owners who cannot otherwise adapt to needs of the permanent occupants or the general



market outside the area will sell, where possible. Those without this option will abandon or demolish their structures

## **NEW GROWTH**

Out of the zone of uncertainty a new growth phase arises that will be the result of successful experimentation with use different types that take hold. With the profitability of one or two uses more assured, other investors interested in the use same types begin entering the area market in greater numbers. Thus, the experimentation stage gradually passes. The new investors may buy out expedient operators. Alternately, the expedient operators shift to a new use development forms. Wait-and-see groups may also follow, but at a later time when risk correspondingly decreases. As the new uses assert themselves more strongly, they begin to create and strengthen their own site environment, so that ancillary public and private uses multiply.

For example, if a new succeeding use is an efficiency apartment building, new ancillary commercial uses will likely include dry cleaners, laundromats, and delicatessens. Public parks may also change in their use, design, and level of maintenance. Strengthened zoning codes and their enforcement will tend to discourage the few home or regular industries that exist in the area as a remnant of earlier experimental periods. What occurs is cumulative reinforcement; the new use increasingly supports its own success and simultaneously reduces the competitive factors of the old, original of its other experimental and expedient operator cost of land acquisition, building demolition and the stickiness that results from legal entanglements ownership rights accruing to multiple errors will affect pace of the new growth phase.

## CITIZEN PARTICIPATION

Citizen participation was an important part of the comprehensive plan update. Citizens worked with town staff to develop the following component of the comprehensive plan:

1. Clarksville's Community Vision
2. Statements of Objectives for Future Development
3. Statements of Policy for Land Use Development of Clarksville

Public input was gathered through two different public forums. The first forum was a series of volunteer subcommittee meetings and the second was a series of public workshops. Both forums were facilitated by town staff and focused on refining and developing the comprehensive plan. The subcommittee meetings were conducted to gather input from a body of community volunteers directly involved in the planning process. The five public workshops were conducted to obtain input and ideas from residents, employees, and representatives for the local businesses and institutions regarding their vision and ideas for Clarksville's future. The remainder of this chapter details each forum, what steps were taken to publicize and encourage citizen participation, and any additional input gathered outside of the two primary forums.

## COMPREHENSIVE PLAN SUBCOMMITTEE

The first forum for public engagement was the comprehensive plan subcommittee which was an eleven person advisory board comprised of the seven current Plan Commission members and volunteer stakeholders. Dr. Sumei Zhang, a graduate professor from the College of Urban and Public Affairs at the University of Louisville, served on the advisory board to offer a technical planning perspective while she lead a group of graduate and doctoral students through a semester long course analyzing Clarksville current conditions and making planning oriented projections for future growth. A list of the subcommittee members can be found on page 8.

Each member of the subcommittee was asked to do the following:

- A. Attend two subcommittee meetings.
- B. Assist staff in facilitating the public workshop series.
- C. Review the comprehensive plan and request alterations for staff review prior to adoption.

Clarksville's first subcommittee meeting was held on September 2, 2015. Attendees discussed potential community objectives and reviewed an existing conditions report written by the Town's Planning and Zoning Department staff. The staff report analyzed recent demographic, employment, and housing statics for Clarksville. All of the information contained within the staff report can be found in Demographics on page15. The agenda and recorded minutes from the September 2, 2015 subcommittee meeting can be located in Appendix A.

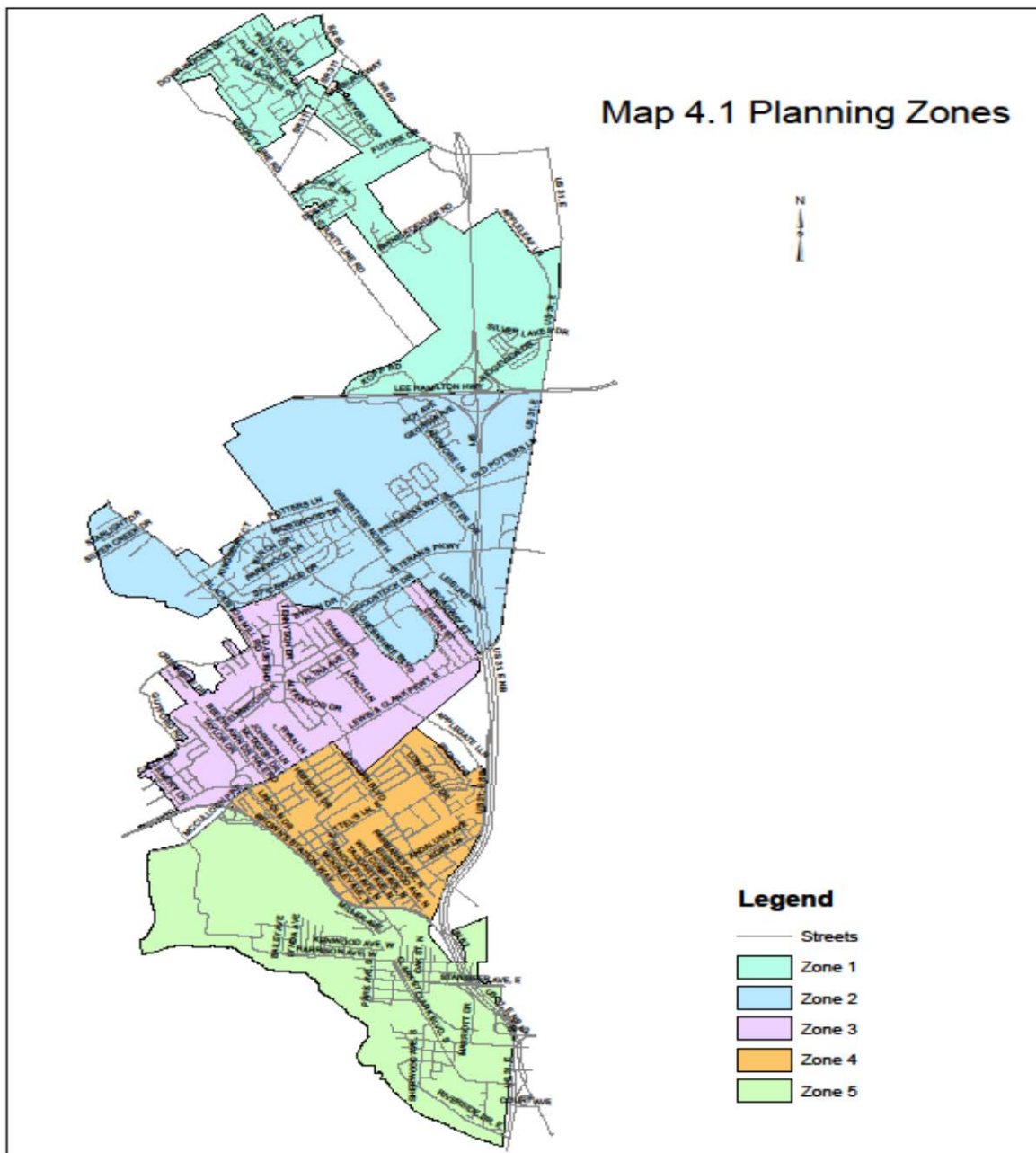
The Town held the second subcommittee meeting on October 21, 2015. This meeting was held after the series of five public workshops had concluded. The attending advisory board members were asked to do the following:

- A. Review and provide feedback on the resident input gathered during the public workshops.
- B. Begin drafting a community vision statement in congruence with the public comments.
- C. Determine a timeline for revision and final adoption of the comprehensive plan.

Three graduate students from the Department of Urban and Public Affairs with the University of Louisville (Craig Barham, Jessica Brown, and Bruce Leinart) attended the October 21' 2015 subcommittee meeting. The group of students gave a presentation over their recent findings from a class project where they analyzed Clarksville's environmental existing conditions and related factors. The agenda and minutes for the October 21, 2015 meeting can be located in Appendix A.

## PUBLIC WORKSHOPS

The second forum for citizen engagement was a series of public workshops which the Town hosted at various locations to enable residents and local stakeholders to share their opinion for Clarksville's future. Town staff used the citizen input to draft the community objective statements and community vision. The proceedings and public input contributed at each workshop is detailed below. As shown in Map 4.1, five specific planning zones were established within the existing town boundary. The planning zones were used to better capture sites specific resident input and organize the results into geographic categories. As depicted in Map 4.1, the Town staff members delineated five planning zones within the town boundary to better capture resident input and organize the workshop result.



## PUBLIC WORKSHOP # 1

September 16, 2015

Renaissance Academy

The first workshop included an introduction on planning by the Clarksville Planning and Zoning staff, a presentation on the recent census data analysis conducted by three graduate students from the University of Louisville, and a public discussion period. A total of fourteen residents attended the September 16<sup>th</sup> workshop. A majority of the participants indicated their place of residence was located in the Greenacres, Windemere Heights, and Beechwood Manor neighborhoods. Many of those in attendance were elected officials and appointed members of the Clarksville Planning Commission, Board of Zoning Appeals, and Clarksville Redevelopment Commission. The workshop was located at the Renaissance Academy in Planning Zone #4.



**FIGURE 4.1: THREE STUDENTS FROM THE DEPARTMENT OF URBAN AND PUBLIC AFFAIRS AT THE UNIVERSITY OF LOUISVILLE ATTENDED THE FIRST PUBLIC WORKSHOP. EACH STUDENT GAVE A PRESENTATION ON THEIR RECENT COURSEWORK ANALYZING CLARKSVILLE'S DEMOGRAPHIC DATA FROM THE 2010 CENSUS.**



The residents in attendance formed three small groups to better facilitate the public discussion period. Each group completed a number of exercises related to sharing their vision for the Town's future. Each group received a base map of Clarksville, colored dots, and a set of markers and colored pencils. Attendees were encouraged to record their comments and suggestions by writing and drawing on the base map with the provided supplies. Below is a compilation of the group discussions recorded during the event.

**FIGURE 4.2: ATTENDEES DISCUSS THEIR VISION AND IDEAS FOR CLARKSVILLE'S FUTURE AND IDENTIFY WHAT AREAS OF THE COMMUNITY ARE STRENGTHS AND ASSETS DURING THE FIRST PUBLIC WORKSHOP AT RENAISSANCE ACADEMY IN PLANNING ZONE #4.**

### **GENERAL COMMENTS**

- 1) Clarksville is a regional destination for shopping and dining.
- 2) Residents can easily access all daily necessities.
- 3) Clarksville's proximity to Louisville should be embraced and branded as an asset.
- 4) Clarksville has five access points to I-65. How many other communities of its size have the same number?
- 5) Clarksville has a naturally occurring growth boundary restricting sprawl.
- 6) Clarksville has multiple high-quality neighborhood parks for residents to utilize in the central and southern parts of town but lacks the same amenity for residents in the northern neighborhoods.
- 7) "We should focus on fixing and improving what we already have before expanding and adding more."
- 8) There are very few active homeowner associations and neighborhood resident associations to organize residents.
- 9) Organize the residential rental property owners to form a landlord association that assists in establishing maintenance and upkeep standards.
- 10) Town is not very pedestrian and bicycle friendly.
- 11) The Town lacks a center or identity.
- 12) There is a need to engage the entire community not just those that check the Town website.
- 13) Clarksville's roadways are well maintained and potholes are often addressed quickly.

### **PLANNING ZONE #1**

- 1) Install a signalized traffic light at the intersection of State Road 311 and Westmont Drive to reduce vehicle congestion.
- 2) Create a neighborhood park using undeveloped land close to Rite Aid.
- 3) Turn the undeveloped land affected by the floodplain into a linear park to increase recreational opportunities.

### **PLANNING ZONE #2**

- 1) The housing quality in Parkwood neighborhood is beginning to decline due to low maintenance.
- 2) North Blackiston Road Development neighborhood often floods.
- 3) Silver Creek Bridge is closed multiple times a year due to flooding.
- 4) An additional bridge connecting Clark and Floyd counties would reduce traffic congestion along Blackiston Mill Road.
- 5) Undeveloped property along Veterans Parkway, by the Clarksville Municipal Government Building, should be put to a better use.

- 6) Theatrical X is a public nuisance.
- 7) Lapping Park is a great community asset but could be improved by adding additional amenities and creating a pedestrian bridge across Silver Creek.
- 8) The intersection of Byron Dr. and Greentree Boulevard is a prime development location.

### **PLANNING ZONE #3**

- 1) Lewis & Clark Parkway shows signs of private reinvestment through commercial building façade improvements.
- 2) The “numbered” traffic lights along Lewis & Clark Parkway are underutilized.
- 3) Vacant big-box stores and commercial retail strips along Lewis & Clark Parkway could be redeveloped to accommodate a different type of use that better serves the needs of the community.
- 4) “Clarksville has enough name brand shops”.
- 5) Multi-story residential condominiums and vertical townhomes.
- 6) Greentree Mall and River Falls Mall should be the Town’s retail and commercial hubs rather than Veterans Parkway.

### **PLANNING ZONE #4**

- 1) The old Peddlers Mall site along Eastern Boulevard is an eyesore.
- 2) Residents feel the Town’s decision to remove the tennis courts and cut down many of the large old trees at Ray Lawrence Park was not warranted.
- 3) Exit 2 (Eastern Boulevard) along I-65 is an eyesore and bad representation of what the rest of Clarksville resembles.
- 4) The pedestrian bridge over Brown Station Way needs to be repaired or the intersection of Randolph and Brown Station Way should be made pedestrian friendly.
- 5) The new Gateway Park will be a great location to host community events and improve civic engagement.
- 6) A greater mix of ethnic restaurants and stores along Eastern Boulevard would establish the corridor as a unique destination place for visitors and residents.

### **PLANNING ZONE #5**

- 1) The Clarksville waterfront boasts the best views of the Louisville skyline in the region.
- 2) The Ohio River Greenway is frequently traveled and is a significant recreational amenity for the entire Southern Indiana area.
- 3) The Heritage Trail and Levee Trail are great amenities for resident use.
- 4) The current wastewater hazards at Lakeshore Condominiums must be addressed to prevent a future reoccurrence.
- 5) The historic Colgate – Palmolive Company and Marathon Oil sites should be redeveloped to incorporate a mix of residential, office, and commercial uses.
- 6) There are a large number of vacant lots and homes falling into disrepair in the Falls View, Howard Park, and Sherwood neighborhoods.
- 7) The housing stock boasts a variety of architectural character.
- 8) Clarksville needs to embrace and build upon the historic significance of the west riverfront and ‘Old Clarksville’.

## PUBLIC WORKSHOP #2

September 17, 2015

Ohio Falls United Methodist Church

Eight residents attended the second visioning workshop on September 17, 2015. A couple of those in attendance were repeat attendees from the first meeting. The evening workshop was held at Ohio Falls United Methodist Church in Planning Zone #5. The participations formed a single group to discuss a number of questions regarding the public input from the first workshop and contribute new ideas for Clarksville's future. Below is a compilation of the group's discussion.

- A. Broadway St. should be planned to accommodate multi-story residential and hospitality development projects due to its close proximity to I-65, the two malls in Clarksville, and Veterans Parkway.
- B. Establish a series of informational and creative gateways throughout town. Possible locations include:
  - 1) Intersection of Brown Station Way and Randolph Ave.
  - 2) Eastern Boulevard and CSX Railroad
  - 3) Lewis and Clark ramp along Brown Station Way
  - 4) Evaluate an alternative transportation route for vehicle traffic along Emery Crossing Road.
- C. An additional automobile bridge over Silver Creek would be beneficial.
- D. The number of vacant or underutilize commercial space along Eastern Boulevard and Lewis & Clark Parkway has steadily increased in the past twenty years.
- E. New amenities at Lapping Park could be similar to amenities offered at Beckley Creek Park in Louisville.
- F. The neighborhood sidewalks are often blocked with parked cars which make it difficult for pedestrians and wheelchair bound residents to safely travel.
- G. The sidewalks are uneven and deteriorating in the Greenacres Neighborhood.
- H. "The Town should host more events that encourage residents to engage with each other more often. It is uncommon for neighbors to communicate like previous generations would have."
- I. Use community pride and civic engagement as a mechanism to organize residents and improve the quality of our neighborhoods.
  - 1) Some attendees reference Jasper and Madison, Indiana as potential communities to visit and communicate with their local officials and activists because they appear to have a high level of civic engagement and community pride
- D. Create unique identification signs for each of Clarksville neighborhoods.
  - 1) In the past, residents took pride in which neighborhood they lived in. Now it is uncommon for a resident to know the name of their neighborhood."
- E. Establish a wayfinding system of unique signage throughout town.

## PUBLIC WORKSHOP #3

September 24, 2015

Parkwood Elementary School



The third workshop was located at Parkwood Elementary School in Planning Zone #2. It was conducted in a round-robin manner where the attendees were separated into two groups and rotated between three tables to discuss certain objectives as they related to the comprehensive plan. A total of 15 residents attended this workshop. A majority of them were running for an elected position in the local government at the time of the workshop. Each participant provided their input on five objective categories established by the Planning and Zoning department staff after reviewing the public input collected at the first and second public workshops. The five objective categories were parks and trails, land use, neighborhoods, infrastructure, and transportation. Below is a compilation of the group discussions from each table.



**FIGURE 4.3: SHARON WILSON, CLARKVILLE'S PLANNING DIRECTOR, OPENS THE THIRD WORKSHOP WITH A BRIEF INTRODUCTION OVER THE COMPREHENSIVE PLAN UPDATE.**

#### **PARKS AND TRAILS TABLE**

- 1) The undeveloped property along Veterans Parkway would be a good location for a community park designed a programmed for adult residents.
  - a. A playground along Veterans Parkway is not a good idea but a landscaped area with shaded benched and picnic tables would be a nice amenity for the large number of people that visit and work in the retail district.
- 2) Create a network of recreational trails that connect the entire town by extending to the northern and southern boundaries.
- 3) The existing wastewater easement in Planning Zone #1 should be used to create a northern trail providing residents in the northern neighborhoods with a safe and protected walking/biking trail that connects to Lapping Park.
- 4) The inoperable CSX railway should be condemned and paved for a walking/biking trail.
- 5) Clarksville must finish their part of the Ohio River Greenway quickly.
- 6) Create a dog park that operates using similar principles to Highland Dog Park in Jeffersonville, Indiana.
  - a. Membership fee
  - b. Medical records
  - c. Key fob entry
- 7) Soccer is in increasing in popularity and the Town should consider finding a location to place a playing field.



- 8) The Parks and Recreation Department should add a disc golf course at an existing or future park.
- 9) Work toward implementing pieces of the West Riverfront Plan and overtime the whole plan.

#### **LAND USE AND NEIGHBORHOODS TABLE**

- 1) Infill development along the existing commercial corridors should focus on establishing a higher density and encourage multistory buildings.
- 2) The sidewalks along Andalusia and Accrusia Avenues are uneven and have become hazardous to pedestrians.
- 3) Infill development along Lewis and Clark Parkway and Greentree Boulevard should target and accommodate a diverse mix of land uses.
- 4) Greentree Boulevard should be renamed Veterans Parkway to attract additional development interest.
- 5) Surface flooding issues in the Beechwood and Greenacres neighborhoods.
- 6) Create an online tool for residents to use to determine what legal steps must be taken during improvement projects.
- 7) The undeveloped land behind Target, currently owned by Balleuw Enterprises, should be developed for multistory residential and office mixed-use purposes.

#### **INFRASTRUCTURE AND TRANSPORTATION TABLE**

- 1) Improve walkability and bicyclist safety by connecting the entire town with a network of pedestrian trails, bike lanes, and sidewalks.
- 2) Wellington Green Mobile Home Park is a high risk flood zone.
- 3) "Interior streets are often waist-deep with rainwater"
- 4) Utilize the numbered traffic light system along Lewis and Clark Parkway.
- 5) Label the traffic signals along Veterans Parkway and Eastern Boulevard similarly to the current system along Lewis and Clark Parkway.
- 6) Improve the storm water drainage system to prevent inflow and infiltration into the wastewater system.
- 7) Widen Broadway Street to accommodate four lanes of traffic.
- 8) Widen Cedar Street to accommodate additional traffic lanes and sidewalks.
- 9) Provide additional connector streets between Broadway Street and Cedar Street to improve traffic flow between Veterans Parkway and Lewis and Clark Parkway.
- 10) Make the necessary Ohio River bank stabilization repairs to reopen Emery Crossing Road or pursue an alternative transportation route in the area.
- 11) Convert the inoperable CSX railway and bridge into a pedestrian and bicyclist path.
- 12) Create a gateway project at Exit 2 (Eastern Boulevard) along I-65 by redeveloping the vacant and underutilized sites in the immediate area.
- 13) Repair the pedestrian bridge over Brown Station Way or make the Randolph Avenue and Brown Station Way intersection safe for pedestrians to cross by adding crosswalks and protected island in the Brown Station Way medians.
- 14) Old Peddlers Mall and Salvation Army properties have flooding issues that affect nearby residents.

## **PUBLIC WORKSHOP #4**

September 28, 2015

Renaissance Academy

The fourth workshop included a staff introduction on comprehensive planning and a public forum discussion amongst residents and workshop facilitators. A total of twenty-two residents attended the fourth workshop with a majority of them living in the Windemere Heights, Greenacers, and Cramdell Park neighborhoods. A majority of the attendees were repeat participants but a nucleus of seven longtime Clarksville residents from the Windemere Height neighborhood attended for the first time. This workshop was located at Renaissance Academy in Planning Zone #4.

The audience members were separated into three tables to better facilitate the public discussion period. A majority of the new participants sat at one table and the repeat attendees gathered around the remaining tables. The new participants reviewed the previous public suggestions with a staff member and discussed a series of questions to provide new content for the Town's vision. The two remaining tables identified potential infill development sites and future uses for each site. Below is a compilation of the group discussions.

### **ENTIRE TOWN**

- 1) Redevelopment of Colgate and Marathon Oil area should offer housing that is affordable to a mixed-income population.
- 2) Connect the northbound lane of US-31 (in-front of the Super Sportsdrome) with Lewis & Clark Parkway or I-65.
- 3) Infill residential developments should target permanent residents rather than transients.
- 4) Attract a wider variety of nightlife and entertainment activities along Eastern Boulevard.

### **INFILL**

- 1) Storage units along Kopp Lane should be included in the redevelopment area scope for Exit 2 of I-65.
- 2) Redevelopment of the old Peddler's Mall site along Eastern Boulevard should be Town priority. Resident suggestions include the following:
  - a. Convention center
  - b. Medical office complex
  - c. Dense residential
  - d. Police Department substation
  - e. Old Kroger site along Lewis & Clark Parkway should be redeveloped and infilled with a variety of multistory residential units to promote a greater mix of land uses along Lewis & Clark Parkway and provide additional housing opportunities in close proximity to the major commercial corridor and I-65.
  - f. Work with the Eastern Boulevard business owners to determine whether or not there would be value in rebranding the corridor by changing its name.
  - g. Create a bike plan to improve the Town's bicycle and pedestrian friendliness.
- 3) Bike lanes
- 4) Shared roadways
- 5) Bicycle share system

- 6) Ryan Lane is undeveloped
- 7) The old K-Mart building and surface parking lots should be zoned to accommodate and target a multi-story mixed-use development project.
- 8) Add a park along Veterans Parkway
- 9) Address traffic issues near Parkwood Elementary School.
- 10) County Line Rd should be the Town's target western growth boundary.
- 11) Undeveloped property along Addmore Lane should be developed for commercial and office related uses.
- 12) Accommodate professional offices along Progress Way.
- 13) Undeveloped lots along Clevidence Boulevard should become professional office or multi-story mixed-use development.
- 14) The existing Theatair X location would be a prime location for a Town garage due to its' central location and close proximity to I-65.

## PUBLIC WORKSHOP #5

September 30, 2015

### #5 Sellersburg Volunteer Fire Station

The fifth and final workshop had a low resident turnout of seven attendees and was located at the #5 Sellersburg Volunteer Fire Station in Planning Zone #1. However, most of the attendees had not been to a previous workshop for the comprehensive plan. Amongst those in attendance were the Homeowner Association Presidents for the Plum Creek and Plum Run neighborhoods. During the workshop, participants developed new ideas and discussed the public comments that had been collected during the previous workshops. Below is a compilation of the new ideas generated during the group's discussion.

- A. Most of the neighborhoods in Planning Zone #1 have sidewalks but residents feel unsafe walking along State Road 311 and Hunter Station Road because they lack sidewalks in key areas.
- B. The lack of a signalized traffic system at the intersection of State Road 311 and Westmont Drive results in morning and evening traffic congestion during peak travel times.
- C. The undeveloped land behind Rite Aid would be an accessible an central location to add a neighborhood park for the residents in Planning Zone #1
- D. The resident from the North Blackiston Mill Road Development neighborhood would like a park constructed nearby.

## PUBLICITY AND LOCAL ORGANIZATION PRESENTATIONS

Publicizing and encouraging residents to participate in one of the five workshops was a primary focus for both subcommittee members and town staff. The staff members were also encouraged to give private presentations about comprehensive planning to any interested local organizations as a method to garner additional input outside of the workshops. The Town used both advertising media and word of mouth to raise awareness about the planning process and encourage residents to share their vision for the community. Specifically, the Town used local news and media providers, social media, local government and department websites to publicize for the events and attract interested local organizations.

Three different news outlets provided local media coverage to inform their readers and viewers about the public process. The News and Tribune consistently covered the public participation process with multiple newspaper

articles which detailed upcoming workshops dates, times and locations, contact information for town staff, and interviews with workshop attendees regarding their thoughts and ideas for the future of Clarksville. WAVE3, a local broadcast news outlet, covered the process by discussing the schedule of events during a broadcasted interview with Nick Lawrence, Clarksville Redevelopment Commission Director, pertaining to the Redevelopment Commissions' ongoing South Clarksville Plan project. Town staff contacted The Courier Journal to list the workshop schedule on their upcoming events calendar.

A variety of websites and social media platforms were used to promote resident participation. The workshop schedule and information about the comprehensive plan efforts were published on the Town of Clarksville and Planning and Zoning Department websites. Town staff and subcommittee members orchestrated Facebook posts on multiple local organization and homeowner association group pages in addition to the Town of Clarksville page. Community residents and the Town also shared links related to the workshop schedule on Twitter and Instagram.

Dylan Fisher, Associate Planner, attended the October 14, 2015 chapter meeting for the Clarksville Rotary International Club as a guest speaker. His topic of discussion was an introduction to comprehensive planning and summary of the results from the public workshops. The chapter members in attendance posed various questions regarding the workshop results and shared their opinions on Clarksville's future. Many of the attendees expressed concern about the degradation of Eastern Boulevard and the blighted Old Peddlers Mall site along the commercial corridor. One attendee expressed frustration towards the Town's decision to remove a previously established ordinance which regulated color and design of business sign along Eastern Boulevard. The attendee stated that the Town worked with the Eastern Boulevard Business Association to write the ordinance and it was founded on good cause. This individual was disappointed that the ordinance did not remain as such.

## STATEMENTS OF OBJECTIVES FOR FUTURE DEVELOPMENT

Clarksville faces unique planning issues that are addressed through the statements of objectives for future development. These objectives are broad and utilize a town-wide focus. This plan relies on the creation of future neighborhood or sub-area plans as vehicles for implementing policies that are appropriate to the character of the individual areas. Clarksville's existing sub-area plans include the West Riverfront Master Plan and the Clark's Landing North Plan which are incorporated into this Comprehensive Plan as if a physical part of it.

### GROWTH OBJECTIVE

The physical growth of Clarksville's town boundary is constrained by the Ohio River and the corporate boundaries of Jeffersonville, New Albany, and Sellersburg. This constraint has left the community with only 508 acres or 0.79 square miles of unincorporated land for future expansion. It is imperative that Clarksville makes it priority to sustain itself within the present town limits and the remaining small amount of acreage available in potential annexation areas.

Clarksville's greatest opportunities for sustainable growth are the numerous undeveloped sites and redevelopment areas within the existing town limits. These areas are suitable for infill development and vary in size from single residential lots to 200 acre tracts of land. Encouraging infill development in these areas will accommodate population growth within the town's existing public service areas and make them more efficient in use. See the Infill and Mixed Use Objectives section for additional information on appropriate infill development standards and practices.

Additional consideration must be given to the long-term growth benefits of reducing development height restrictions in specific parts of the community. Such reductions would enable the town to grow vertically and increase density as redevelopment occurs throughout the entire community overtime. Determining which areas of the community contain the appropriate future land use and development patterns to support vertical growth should be completed prior to altering any and all relevant local ordinances .

As can be seen on Map 2.1 on page 6, portions of the planning area are currently unincorporated and contain a high potential for future development while others require protection for environmentally sensitive areas to avoid storm water drainage and flooding issues. The annexable area in the vicinity of Applegate Lane and I-65 should be analyzed to determine the feasibility and public benefit of extending capital improvements prior to be incorporated. Public and private decision-makers should consider County Line Road and the Silver Creek as the community's western boundary and encourage future growth to extend to these areas.

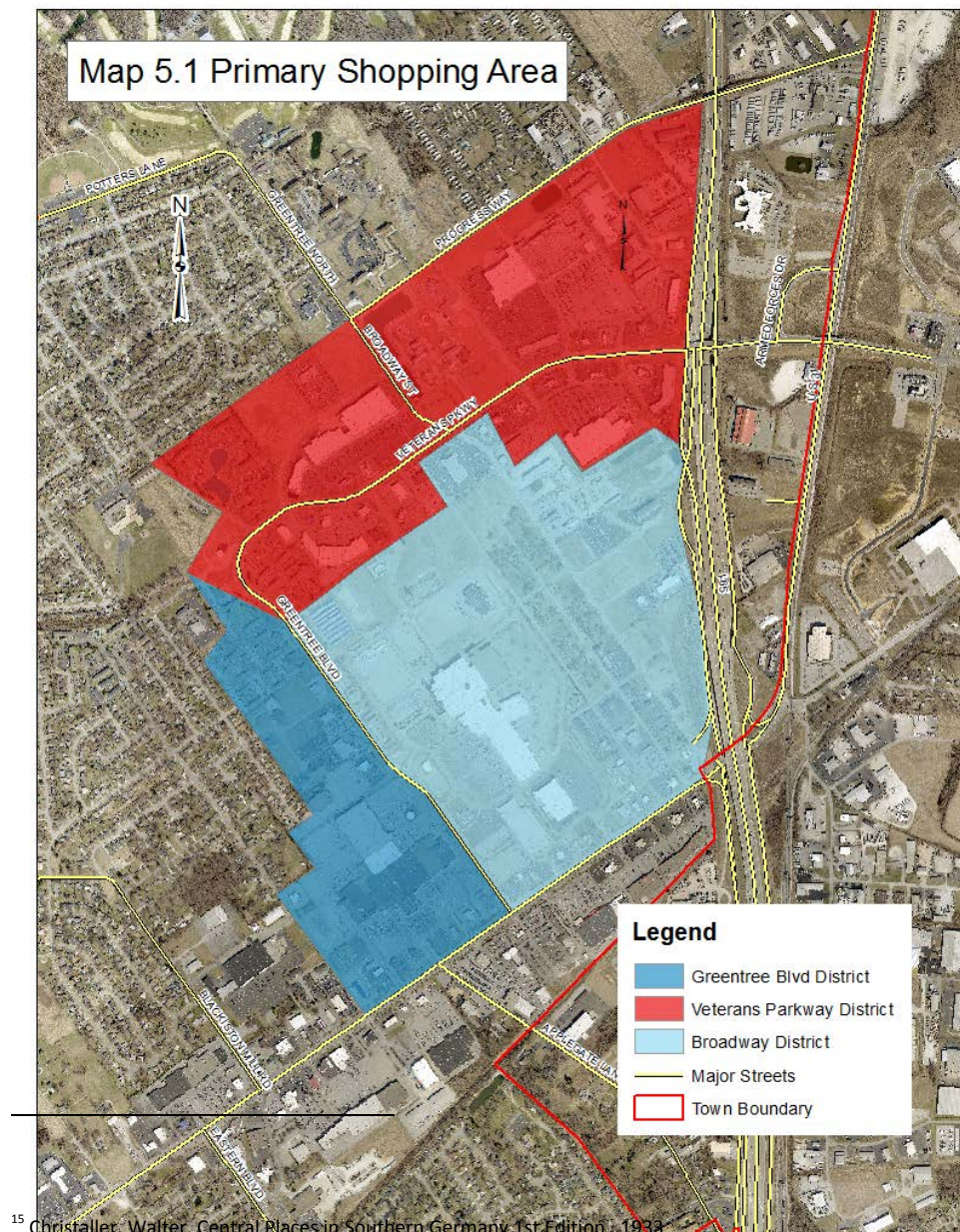
Territories in the northern part of town are candidates to be developed in the near future. County Road 311 is subject to develop similarly to the way Veterans Parkway did between 2005 and 2007. In order to be able to make the needed infrastructure and public facility improvements to accommodate such growth, the town must evaluate the impacts of making this a tax incremental financing area so that it will pay for itself and not be a burden on other parts of the town as it develops.

Other small areas between I-65 and Clarksville's town boundary on the east and along Silver Creek to the north near Lapping Park are available for development. These areas are lacking some infrastructure and may not be fiscally advantageous to accept as part of the town.

The Town Council should analyze the potential for the growth areas that may be in position for future growth and development. Such an analysis would determine if the area is served, or can be served by capital and noncapital services. Such an analysis would determine whether or not each area is financially feasible to incorporate if warranted.

## PRIMARY SHOPPING AREA/TOWN CENTER OBJECTIVE

Planning processes include the creation of vital and viable shopping areas which offer a range of goods and services that are accessible to all. Although Clarksville does not have a traditional downtown, it does have a centrally geographic area that exists primarily to provide shopping for goods and services to local residents and the surrounding Southern Indiana population. This 620 acre shopping region encompasses Veterans Parkway, Greentree Blvd, and the Broadway District. It contains two regional shopping malls and the Veterans Parkway commercial corridor, where Waterford South and Waterford North shopping centers are located. As depicted in Map 5.1, this area is bounded by I-65 on the east, Lewis and Clark Parkway on the south, Lynch Lane on the west and Progress Way on the north. Clarksville also contains multiple neighborhood shopping areas such as Eastern Boulevard and Stansifer Avenue. The neighborhood shopping areas are less likely to contain big box retail stores and primarily serve the adjacent residential areas.



Clarksville's primary shopping area offers a high order of goods and services. Areas that provide more goods and services than a majority of other places are called high order central places.<sup>15</sup>

These places normally accommodate infrequent durable goods purchases in addition to lower order goods and services which are frequently purchase household items. Typical with the type of shopping area,

Clarksville's neighborhood shopping areas offer lower order goods and services.

A recent economic analysis, reference by CBRE, indicates Clarksville generates retail sales that are



equivalent to the average community four times its size. Clarksville retail climate services a daytime population of 116,970.<sup>16</sup> Based on MKSK's June 2015 Baseline Analysis of the South Clarksville Redevelopment Area, the Lewis & Clark Parkway corridor accommodates 1,713,000 square feet of retail while the Veterans Parkway corridor contains 267,000 square feet of retail space. MKSK's report also indicates the combined occupancy rate is approximately 85%.



While assuring the health and viability of the town's primary shopping area is a top priority, the Town is also finalizing the planning process for a mixed-use town center that is unrelated to the above mentioned shopping area. This planning process has analyzed the South Clarksville Redevelopment Area, illustrated in Map 5.2, and offers policy suggestions to encourage positive community growth and change in the study area.

Unlike most communities, Clarksville is capable of supporting a hierarchy of shopping and entrainment areas due to its geographic and spatial distribution of population and the I-65 transportation spine along its eastern boundary. However, it is possible the two areas will compete with each other if the proper public policies are not made. Such policies would enable the two centers to be healthy and viable without injuring the economic sustainability of the other. Physical linkages to a new street pattern in the South Clarksville Redevelopment Area would help to lessen the competition between these two areas by creating a denser built

environment which will attract different uses than those currently within the town's primary shopping area.

## TOWN CENTERS

Town center is the term used to refer to the commercial and geographical center or core area of a town. They are traditionally associated with shopping or retail. Public buildings including town halls, museums and libraries are

<sup>16</sup> <http://www.cbre.us/o/louisville/properties/river-falls/Pages/river-falls.aspx>, RiverFalls Mall Property Profile, 2015

often found in town centers. These are often symbolic to settlements as a whole and contain the best examples of architecture, landmark buildings, statues and public spaces within a community

There must be an introduction and prominence of leisure businesses within the Veterans Parkway and Broadway District shopping area for it to be an established town center.<sup>17</sup> This can be achieved through infill development of the large parcels of vacant land and underutilized property in this part of town. Such infill must include a diverse selection of land uses that satisfy the necessity for leisure businesses and complement the areas existing retail and commercial uses.

## **SOUTH CLARKSVILLE REDEVELOPMENT AREA**

Preliminary plans for the South Clarksville Redevelopment Area promote a town center development that includes up to 300,000 ft.<sup>2</sup> of town center retail and 30,000 ft.<sup>2</sup> of waterfront restaurants. The town center is located along Woerner and Court Avenues and extends to a new cultural anchor/tourism destination on the present Marathon Oil site. The plan proposes new street connections through the existing floodwall and the former Colgate-Palmolive Company property to increase circulation in the area. The new street connection through the Colgate property would require demolition of buildings five and thirty-nine.

The plan proposes 557 housing units which are a combination of rental and owner-occupied high-density dwellings. The town center includes a mixture of surface and structure parking to provide the necessary 1,356 parking spaces. A 0.4-acre urban park has also been envisioned within the town center.<sup>18</sup>

In the past several decades, the town of Clarksville has experienced successive growth of shopping areas along major corridors within the town. As one retail corridor became the focal point for new investment, the predecessor corridor became vacant and in some cases ill-maintained. Learning from these past decades, the town needs to make it an objective to maintain the Veterans Parkway/Broadway District as a viable and sustainable primary shopping area while the South Clarksville redevelopment area's proposed town center becomes developed. South Clarksville Redevelopment Area will not have most of the higher order of goods and services that are available in the Veterans Parkway/Broadway District area.<sup>19</sup>

Consideration should be given to the impacts the proposed town center development would have on Clarksville's existing utility and infrastructure systems, particularly the wastewater system. The Town's current infiltration issues result in inefficient wastewater treatment processes during heavy rainfall. The additional housing units and commercial space would generate new raw wastewater and increase the Town's existing average inflow rates. Higher average inflow rates would decrease the Town's excess treatment capacity which cannot handle the current system infiltration rates during heavy rainfall.

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<sup>17</sup> Office of the Deputy Prime Minister, Planning Policy Statement 6: Planning Town Centres, Crown Copyright, United Kingdom, 2005

<sup>18</sup> MKSK, South Clarksville Redevelopment Area August Progress Report, September 2015

<sup>19</sup> MKSK, South Clarksville redevelopment area August progress report, September 2015



## SUSTAINABILITY OBJECTIVE

Clarksville has never had to think about a sustainable future because as Clarksville grew, from the Ohio River, northward there was always territory to be annexed and developed. That is no longer true. Sustainable development must be the core principle for the Town of Clarksville to meet the needs of the present and the future fairly and efficiently going forward. Utilizing an active and progressive planning system is essential to facilitating and promoting sustainable and inclusive development patterns.

For Clarksville, sustainability means attention must be continually focused on all areas of town, to maintain the tax base and be able to supply adequate services. The neighborhood life cycle must be monitored closely and when signs of decline are evident action should be taken to reverse it.

The town should be aware and conscientious about implementing the eight principles of sustainability identified by the American Planning Association. The APA has identified the following as best practices that can guide the preparation of Comprehensive Plans for sustaining places. These are:

- A. Livable built environment
- B. Harmony with nature
- C. Resilient economy
- D. Interwoven equity
- E. Healthy community
- F. Responsible regionalism
- G. Accountable implementation
- H. Redevelopment along with planning will play a key role in attaining sustainability.

## SIGNS, TRAFFIC SAFETY AND AESTHETICS OBJECTIVE

### INTRODUCTION

Clarksville is a center of commerce and traffic. The town has a character and dignity that must be maintained in the existing built environment and future development areas. Good design and order are essential to material advancement and sustainability.

The appearance of commercial districts plays an important part in the town's image and character. A key element of this image is the on premise signs located on the site of the business that they advertise. Signs say a lot about a place, and yet all too often a communities image is, blighted, by on premise signs that are too large, too tall, too numerous, too old, or poorly located.<sup>20</sup>

A proliferation of on premise signs can create visual clutter that detracts from the unique character and beauty of the neighborhood and town. However, appealing signs that are compatible with local character contribute to a neighborhood or commercial area, cultivating local pride and inviting travelers to stop. Attractive on premise signs can help encourage citizens and business owners to work together to improve and revitalize local appearance.

Sign regulations need to be designed to preserve and improve the safety and aesthetics of the town as a place in which to live and work. Additionally, the purpose is to maintain a free and open marketplace. Sign regulations are

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<sup>20</sup> Scenic America, Strategies to Encourage Attractive on Premise Signs, [HTTP://www.scenic.for](http://www.scenicfor)

intended to protect pedestrians, drivers, and passengers and to the extent possible, eliminate distractions and potential hazards. This objective encourages signs to be integrated into the overall site and building site design. Additionally, signs are to be continuously maintained and eliminate excess, confusing, or dilapidated signs.

## CLARKSVILLE POPULATION

Clarksville had an estimated 2013 population<sup>21</sup> of 21,838 residing on 9.97 square miles of land. In 2010, there were 9,839 housing units. Clarksville has not expanded geographically since the mid-1990s. There is very limited area to expand into because of the governmental boundaries of other communities that surround Clarksville. Clarksville has to sustain itself primarily within its current boundaries. Along with the sustainability of the Town, the quality of life must be maintained as a good place to live, work, and play.

## CLARKSVILLE MARKETPLACE

The Clarksville marketplace provides local as well as regional and destination shopping opportunities. The Town of Clarksville has two regional malls totaling nearly 2,000,000 square feet. Other large retail establishments include several strip shopping centers of over 200,000 square feet each.

Clarksville had 1,548 businesses in 2013. As shown in Table 5.1, the US Economic Census documented reported per capita retail sales of \$49,660 while the retail per-capita sales of the state of Indiana were only \$12,408 in 2007. Based on these US Economic Census figures, Clarksville has the per-capita retail sales of a community over four times its size compared to surrounding cities and the State of Indiana.

**Table 5.1: Per Capita Retail Sales**

Place	Per capita retail sales
Indiana	12,408
Jeffersonville	10,449
New Albany	13,956
Clarksville	49,660

## TRAFFIC COUNTS

The majority of the retail businesses are located along three major thoroughfares, including Veterans Parkway, Lewis and Clark Parkway and Eastern Boulevard. In the northern part of town, there is a thoroughfare growing with retail businesses. This corridor, known as Highway 311 is just beginning to develop. In the future, this corridor will be another location of a significant amount of retail and service businesses.

For Clarksville's relatively small population, these corridors have impressive traffic counts. Table 5.2 indicates the most recent traffic counts obtained from the Kentuckiana Regional Planning and Development Agency website [www.kipda.org](http://www.kipda.org).

**Table 5.2 Traffic Counts**

Corridor	Year	Count	Source
Eastern Boulevard	2014	17,100	KIPDA
Veterans Parkway at I-65	2012	32,100	KIPDA
Veterans Parkway at Broadway	2013	22,700	INDOT
Lewis & Clark Pkwy	2013	18,600	KYTC
I-65	2014	96,100	INDOT

Clarksville continues to maintain an environment that has contributed to an open marketplace since 1950 when the town commenced to expand physically as well as grow in population. Clarksville's pro-business attitude and location have been successful in becoming and enjoying being the regional shopping center of Southern Indiana for nearly ½ of a century.

## TRAFFIC SAFETY CONCERNS

The Town has traffic safety concerns to match its status as a regional shopping destination point. Having a daytime shopping population four times that of the census count creates traffic issues of a town four times the size of

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<sup>21</sup> US Census Quick Facts, 2013

Clarksville. Important traffic safety issues include driver distraction and obstructed views along the corridors. Clutter of too many signs or two large of signs contribute safety concerns as drivers are distracted. In this way the proliferation of signs create unsafe conditions for the driver, passenger, and pedestrians.

During a seven moth timespan in 2015, the Clarksville Police Department filed a total of 490 accidents reports for incidents within the town limits. 263 of the 490 accidents occurred along one of Clarksville three major commercial corridors - Eastern Boulevard, Lewis and Clark Parkway, and Veterans Parkway. This represents 53% of all accidents happening on these three commercial corridors where signage is prolific as businesses try to attract the attention of motorists to their businesses. Table 5.3 illustrates the distribution of accidents. For those reasons, the town should regulate the size, location, height, and setback of signs.

**Table 5.3 Reported Traffic Accidents**

Corridor	Reported Accidents
Eastern Blvd.	51
Veterans Pkwy	97
Lewis & Clark Pkwy.	115
Other	227
<b>Total Accidents</b>	<b>490</b>

The importance of a free and open marketplace cannot be overstated but must be balanced with safety. Signs take up space and if unmanaged, can create clutter and become distracting to the public.

Many times the placement of signs creates situations where the sign is blocked by another sign or another vehicle which results in traffic safety concerns. The presence of other vehicles on the street or road can prevent a motorist from seeing all or part of a sign. For that reason, setback and height requirements are necessary for signs along commercial and residential roadways.

The United States Sign Council (USSC) research documents that when signs are five feet or less above the grade they can be blocked or partially blocked from view by other vehicles on the street. The research tested eight scenarios on a four-lane undivided street at 35 and 45 miles per hour. The USSC chose these characteristics because they simulate the general characteristics of a street or roadway traversing commercial zones in the United States. The test sign was 10 feet wide and ranged from 10-20 feet from the edge of the road. The conclusion was that a sign had to be a minimum height of five feet above grade. However, the USSC recommended seven feet above grade which is the same as recommended by the Federal Highway Administration.<sup>22</sup> Obstructed signs demand a longer period of distraction for a driver as he maneuvers or takes longer to try to read a sign.

## **SIGN CLUTTER**

Sign clutter affects traffic safety and aesthetics. Clutter of multiple signs and the dilapidated out-of-date signs distracts motorists and impacts the essential character and aesthetics of the street corridor and entire neighborhood. Among other things, clutter may be created by too many signs, signs that are too large, too small, too tall, and too short, too old, or located in a manner that interferes with vision clearances, lines of sight, or are improperly installed. Additionally, sometimes a sign is illegible or infringes into the right-of-way.

The clutter of competing signage affects the safety and essential character of the neighborhood and corridor. These signs compete for the attention of the driver.

Signs can be an important element in establishing the essential character of a corridor, community or neighborhood. With the adoption of the 2011 zoning ordinance, Clarksville has been regulating the recognizable form and character or external appearance of neighborhood and community developments through adopted Neighborhood Design Guidelines.

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<sup>22</sup> Bertucci, Andrew, 2003 On-Premise Signs Guidelines Standards, Bristol, PA United States Sign Council

The number of signs on a property has a significant influence on the perception and reality of clutter and blighting conditions. With 1,578 businesses located primarily along three corridors, there are opportunities for a clutter of signs if there are not sufficient regulations to control the number and location of signs per parcel. The aesthetics of the corridor or neighborhood is related to the number and size of signs present. Larger parcels can accommodate more signs without the visual effect of clutter or harming aesthetics. Larger parcels generally mean that signs will be dispersed over a larger area and not have a visual effect of blight and clutter.

Signs if not permitted to clutter a corridor can encourage safety and efficiency by promoting orderly development standards for signs on all public ways.<sup>23</sup>

Clarksville is a regional shopping destination marketplace. The town is the location of commerce and traffic of a town four times its population size. Signs play a significant role in the appearance of commercial corridors. A proliferation of signs can create visual clutter and blight, which distracts from the image, and character of the town.

High traffic counts and sign clutter create traffic safety issues as drivers negotiate the crowded streets while trying to find their destination through the maze of signs

## HOUSING OBJECTIVE

The 2010 US Census Report indicated Clarksville contained 9,175 occupied housing units. Of those, 5,484 units were occupied by owners while renters occupied the remaining 3,691 units.<sup>24</sup> As Table 5.4 illustrates, except for the City of New Albany, Clarksville has the highest renter-occupied percentage of any area communities. Additional information regarding the 2010 Census data collected for Clarksville can be found in the Demographics section of this plan.

**Table 5.4: Occupancy Status**

Place	Owner Occupied	Renter Occupied
<b>Clarksville</b>	59.8	40.2
<b>Sellersburg</b>	76.7	23.3
<b>Charlestown</b>	61.4	38.6
<b>Jeffersonville</b>	66.9	33.1
<b>New Albany</b>	56.1	43.9
<b>Fishers</b>	82.3	17.7
<b>Indiana</b>	70.6	29.4

The high percentage of renter-occupied units in Clarksville may contribute to the perception or reality that Clarksville does not need any additional rental units or multiple family complexes like the density or concertation the town has now. Nationwide, the National Multi Housing Council provides numerous publications and quick facts regarding resident demographics. Information from the quick facts indicates that the US household renter and owner percentages based on total households are 35% renter occupied and 65% owner occupied.<sup>25</sup>

Apartment complexes and rental communities that are well-designed and fit into the character of the neighborhood would not give the same perception as the two-story, 200 and 300 foot long, large-scale concentrations of multiple family housing units that are presently in Clarksville. The lack of consideration given to the size, design, form, mass and scale of the complexes assist in creating the negative resident perception that was

<sup>23</sup> US Department of Transportation, Federal Highway Administration, 2009 Edition May 2012 revisions, The Manual on Uniform Traffic Control Devices for Streets and Highways

<sup>24</sup> American Fact Finder, US Department of Commerce, Census Bureau Selected Housing Characteristics, 2007-2011 American Community Survey Five-Year Estimates

<sup>25</sup> [HHTP://www.nmhc.org](http://www.nmhc.org) Quick Facts: Resident Demographics NMHC tabulations of 2012. Current population survey, annual social and economic supplement, U.S. Census Bureau

discussed during the public workshops for this plan. However, the town should continue to encourage home or housing unit ownership to accentuate the sustainability and goal of supporting infill residential development.

Partially, in response to the 2008 recession, the US Census Bureau reported in April 2013 that nationwide rental vacancy rates are down. Although it is only beginning, downsizing by baby boomers may, in the future add to this downward trend in rental vacancies.<sup>26</sup>

Not only do Americans see renting as becoming more acceptable and prevalent, there is also a sense that renting is not at odds with achieving the American Dream of opportunity and success. By more than two to one, more Americans believe that renters can be as successful as homeowners at achieving the American Dream (61%). This belief holds among homeowners (59%) and renters (67%) alike and cuts across regions and political party lines. Differences between younger and older Americans suggest a generational shift in which equating the American Dream with homeownership is decreasingly the norm; compared with Americans ages 65 and older (54%), 18- to 34-year-olds (64%) are more likely to say that renters can be just as successful as homeowners in achieving the American Dream.<sup>27</sup>

Historically, the majority of housing units have been occupied by owners in well-settled stable neighborhoods. Housing styles and design in Clarksville reflects the many decades over which the town has expanded and developed. The 23 neighborhoods in Clarksville have identifiable character and styles of housing. However, there are older neighborhoods showing signs of decline and need of redevelopment to maintain their character and new growth.

It is well known that sprawl can have a negative impact on the core of the community. As new subdivisions have been built at the outer edges of town, housing in the town's older neighborhoods filters down and becomes affordable for new families. In addition, many of Clarksville's existing dwelling units have been converted to multiple unit dwellings and rented or leased. Conversion of single family dwelling units to duplex or multiple family units increase the density of the neighborhood by permitting more people to live in a structure than originally planned or designed to accommodate. Conversion of single family dwelling units into businesses introduces another type of land-use into a neighborhood and increases traffic flow, as well as introducing the new and different design of renovated building.

There is a long history of the conversion of single family residential units to duplexes or multiple family dwellings. The American Society of Planning Officials [ASPO], a predecessor of the American Planning Association [APA], recognized the negative impacts of such conversions in 1949.<sup>28</sup> Unplanned and unmanaged increases in a neighborhood's population density can have a negative impact on individuals, families, the entire neighborhood, and town.

## RESIDENTIAL CONVERSIONS OBJECTIVE

Managing residential conversions is critical to maintaining a livable built environment. Some results of poorly designed and unplanned residential conversions are:

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<sup>26</sup> Reuters.com, Analysis: Boomer Downsizing Trend Hasn't Materialized Yet, April 22, 2013

<sup>27</sup> How Housing Matters: Americans' Attitudes Transformed By The Housing Crisis & Changing Lifestyles A Report Of Findings Based On A National Survey Among Adults Conducted On Behalf Of: The John D. and Catherine T. MacArthur Foundation By Hart Research Associates, April 3, 2013

<sup>28</sup> American Association of Planning Officials, Chicago, IL Information Report 5, Conversions of Large Single Family Dwellings to Multiple Family Dwellings, August 1949

- A. Design and location can also lead to a lack of privacy.
- B. Buildings or developments may not provide safe or appropriate open space.
- C. The layout of interior spaces may not allow for sufficient living areas.
- D. Poor design may impair natural light, ventilation, and thermal comfort.
- E. The external appearance of a building or development can change the physical character of a neighborhood.
- F. Inadequate or lack of open space and green space can contribute to a feeling of being crowded due to the reduced individual recreational and leisure space.
- G. Lack or inadequate outdoor storage and off street parking.
- H. Unplanned increases in density into a residential neighborhood can easily extinguish the physical character of neighborhoods, lead to blight, and offer opportunities for slum landlords.
- F. By permitting conversions in neighborhoods with adequate public facilities, and taking the above into consideration, densities can be increased, while maintaining the quality of life and a livable built environment. The character of the neighborhood is also maintained.

## MULTIFAMILY OBJECTIVE

The majority of the multifamily complexes in Clarksville were built in the late 1960s, 1970s, and 1980s. The multifamily units are concentrated in large complexes that give a housing project perception. Many have changed ownership and names over the past decades. Even with routine maintenance, and periodic updating several are approaching the end of their economic life.

Existing complex owners should be encouraged to organize a landlord association that assists in establishing maintenance and upkeep standards.

The largest multiple family complexes in Clarksville are shown on Table 5.5 on page 57. The largest portion or 2,648 of the 3,691 plus multiple family units in Clarksville are located in the central part of Clarksville from Greentree Boulevard to Blackiston Mill Road on the east and west and from Marlow Drive on the north to Hallmark Drive on the south. The largest complex is River Chase with 459 dwelling units. To put this in perspective, consider the population size of Indiana towns.

In the census year 2000, there were 279 Indiana incorporated towns having less population than the River Chase apartment complex. When the complexes were constructed, there was no thought given to the character of the neighborhood, and how the apartments would not blend into the overall neighborhood relative to the size or scale.

The existing multifamily housing complexes have a significantly different form and scale from the neighborhood which they are located. Most are two-story buildings and measure 200 feet in horizontal length. The multifamily housing structures dwarf adjacent single-family residence. Developers should avoid abrupt changes in housing scale and materials. When designed to have a similar form, size, height, mass and scale multifamily housing complexes can create a vibrant, economically strong community where citizens can enjoy a high-quality lifestyle. In addition to offering residents numerous advantages, including maintenance-free living, proximity to job centers and flexibility, apartment communities also benefit their surrounding communities and in many ways. Multifamily

housing developments generally generates less traffic than single family dwellings and on average an apartment home costs the municipality \$7,000 less to service than a single-family home.<sup>29</sup>

The existing multifamily housing complexes have a significantly different form and scale from the neighborhood which they are located. Most are two-story buildings and measure 200 feet in horizontal length. The multifamily housing structures dwarf adjacent single-family residence. Developers should avoid abrupt changes in housing scale and materials. When designed to have a similar form, size, height, mass and scale multifamily housing complexes can create a vibrant, economically strong community where citizens can enjoy a high-quality lifestyle. In addition to offering residents numerous advantages, including maintenance-free living, proximity to job centers and flexibility, apartment communities also benefit their surrounding communities and in many ways. Multifamily housing developments generally generates less traffic than single family dwellings and on average an apartment home costs the municipality \$7,000 less to service than a single-family home.<sup>30</sup>

Residential developments of significantly different size to adjacent areas require special site design, careful building placement, and extensive, buffering and screening. It is important to develop densities and structures that are compatible with adjacent residential areas and land uses. This will also protect existing residential areas from potential adverse effects of housing development with significantly different elements of the form, or densities. The Plan Commission and Town Council should promote successively higher residential densities next to successively higher intensity non-residential land uses.

Apartment and condominium complexes can be designed in a variety of ways. If done properly, they can add a nice addition to a neighborhood with the proper siting and design elements. These complexes can become the cornerstone of a newly developing area or bring diversity to an established neighborhood. When initially placing

**Table 5.5: Clarksville's Multifamily Complexes**

Address	Owner Name	Units
<b>600 Cambridge Blvd.</b>	Cambridge Square	216
<b>790 Irving Dr.</b>	Olde Towne Village	156
<b>626 Dartmouth Dr.</b>	River Chase	459
<b>2134 Lombardy Dr.</b>	Farrington	200
<b>1815 Greentree Blvd</b>	Courtyard Square	292
<b>1830 Garrison Dr.</b>	Colonial Village	100
<b>1201 Marlowe Dr.</b>	Glenview	235
<b>813 Eastern Blvd</b>	Evergreen Court	125
<b>1620 Greentree Blvd.</b>	Greentree Townhomes	57
<b>1632 Greentree Blvd.</b>	Carolyn apartments.	32
<b>2200 Greentree North</b>	Westminster Village	256
<b>411 N. Marshall Ave</b>	Pinnacle	24
<b>202 N. Marshall Ave.</b>	Pierce & Co.	12
<b>309 N. Marshall Ave</b>	Fema Inc.	18
<b>215-218 Sherwood Ct.</b>	Glenmary	16
<b>613 Providence Way</b>	Elna Fancher	12
<b>508 Hale Rd.</b>	LMC Properties (Pioneer Village)	20
<b>2100 Greentree North</b>	Yellowwood Terrace	202
<b>1418 Marlowe Dr.</b>	Meadows at Greentree	204
<b>446 Kensington Dr.</b>	Carl W. Miller Inc.	12
<b>Total</b>		2648

<sup>29</sup> National Multi Housing Council and the National Apartment Association, Washington, DC 20036, Apartments We Live Here. Land-use, NMHC/HAA viewpoint

<sup>30</sup> National Multi Housing Council and the National Apartment Association, Washington, DC 20036, Apartments We Live Here. Land-use, NMHC/HAA viewpoint

and designing new apartment buildings or condominiums, the developer must take into consideration the surrounding neighborhood and all its elements of the form, materials, and the existing housing stock.

Generally, these buildings may be multilevel or single story with a variety of construction materials. Roofs can range from multi-pitch roof to a flat roof, depending on the style of building the architect or developer chooses. Façades can also vary from flat or multi-angular. Other features to consider are roof gardens, porches, ground-level commercial stores, entrance atriums, landscaping, and public courtyards.<sup>31</sup>

An important multifamily housing objective is to create Neighborhood Design Guidelines for condominium and multifamily developments to assure compatibility with the surrounding neighborhood.

## MANAGED DENSITY OBJECTIVE

With little geographic area to annex or to expand into for growth and development, the town will have to decide if it wants to grow its population by increasing density. This can be done in a number of ways. Although consideration needs to be given to areas and methods that may be utilized to stabilize the town's population through increased density. This issue includes addressing multifamily housing complexes, accessory dwelling units as well as residential conversions.

Density can be increased through infill on vacant lots and also through multiple family complexes. Presently, several multifamily housing complexes are concentrated in the center part of town. These complexes have not been designed to fit the surrounding neighborhoods. The poor way in which apartment complexes have been developed in Clarksville has left an undeserving negative opinion of rental housing. Presently, several of the multifamily housing complexes already have significant density living within its bounds. These are some of the same multifamily housing complexes that are suffering from neglect and decline. These complexes need to be either renovated or razed in the property used for reuse and redevelopment.

According to the University of Utah professor and development trends expert authority Arthur C. Nelson, more than half of all new apartment development is set to occur in infill and redevelopment areas by 2030. In the future, there will be ample opportunities for multifamily housing development in the town of Clarksville as the town strives for sustainability.

Residential development should be reviewed to prevent high-density residential development from locating in areas that are inappropriate for that land use. Additionally, the objective is to create a visual transition between adjacent land uses. Further, the objective is to ensure compatibility between adjacent land uses of differing form, intensity, size, and land use.

Appropriate transitions between land uses are essential to the full enjoyment of the property. Buffering becomes important when densities are increased. The types of buffering or transitions that are needed will differ as circumstances change. In some cases, undisturbed open space should be used. In other areas, buffering with landscaping, fencing, or a combination of both may be in order. It is important that existing users, especially residents, be properly buffered from new developments that have a different character. It should be an objective to buffer areas where densities are increased.

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<sup>31</sup> Kovert Hawkins Architects and the Estopinal Group, Town of Clarksville Neighborhood Guidelines Plan 2011, page 46



## ACCESSORY DWELLING UNIT OBJECTIVE

Accessory dwelling units are another way that the density may be increased on a selective basis by neighborhoods. Development of accessory dwelling units sometimes called mother-in-law suites, can be traced back to the early twentieth century when they were a common feature in single-family housing.<sup>32</sup>

With aging baby boomers, the traditional “mother-in-law suite” is beginning to reappear. Accessory dwelling units have other advantages as well. They can be designed to blend in with the surrounding form, scale, size, height, and character as well as architecture, maintaining compatibility with established neighborhoods and preserving community character. Furthermore, there is typically no need to install new infrastructure since ADUs made be able to be connected to the existing utilities of a primary dwelling. Allowing ADUs facilitates efficient use of existing housing stock, helps meet the demand for housing, and offers an alternative to major zoning changes that can significantly alter neighborhoods.<sup>33</sup>

The 2011 Zoning Ordinance introduced the accessory dwelling unit concept in certain neighborhoods.

## RENTAL UNIT INSPECTIONS OBJECTIVE

Due to a lot of rental units that are showing signs of neglect and decline a program to address annual inspections of rental units need to be considered.

Neglected or unmaintained rental units can quickly spread signs of decline to an entire neighborhood. This is true not only for the residential unit itself but also the property on which it is located. This task would be a labor-intensive effort and need to be well planned so that the program could be developed to include inspection fees and re-inspection fees.

Inspection of rental units will promote public health and safety as well as comfort and conveniences for the general welfare of the public.

## NEIGHBORHOOD CHARACTER OBJECTIVE

It should be an objective to encourage variety and diverse housing while maintaining a distinct neighborhood style or character which avoids the appearance of cookie-cutter developments.

Building on the lessons learned from the timeframe when Veterans Parkway developed, the town should adopt design guidelines for areas not presently covered by the Neighborhood Design Guidelines Plan.

The end of the neighborhood life cycle is nearing for some of Clarksville’s older neighborhoods. Regulating future development and infill is important to sustaining the neighborhood and its character. Each neighborhood has established design guidelines, building materials, and design elements which are discussed in the Neighborhood Guideline Plan, which are observable and predictable.

Neighborhood character addresses the relationship between building façades and the public realm, the form and mass of buildings in relation to one another, and the scale and type of streets and blocks. The Neighborhood Design Guidelines Plan presents the guidance in textual, illustrative, and photographic formats.

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<sup>32</sup> Transportation and Land Use Coalition, Accessory Dwelling Units, <http://www.transcoalition.org/ia/acssdwel/01.html#body>

<sup>33</sup> Municipal Research and Services Center of Washington

Guiding the development through form and all its elements is actually regulating development by appearance. In Clarksville, with its rich heritage and architectural styles, it's not necessary to create or invent appearance standards. First, the emphasis is on revitalizing and infill within the corporate boundaries. Secondly, due to the emphasis on infill the form and scale of the neighborhood is already established and does not need to be created. The existing neighborhood and its form and size are existing concrete standards by which to judge future neighborhood developments.

There is a physical aspect to the character of the neighborhood. The physical aspect is recognizable from outside appearances, which include among other things materials, style, size, shape, color, landscaping, the width of streets and similar visible attributes. Since the adoption of 2011 zoning ordinance, the physical form has been managed through adopted written guidelines for materials, landscaping, height limitations, and representative styles of structures. As part of sustaining the neighborhoods and town, the Town Council adopted a Neighborhood Guidelines Plan in the 2011 Zoning Ordinance to guide the appearance of new and renovated housing.

Instead of adopting an entirely new zoning code as a true form-based code, the guidelines are adopted as part of the zoning ordinance and adopt the original dimensional standards and layout of the subdivision, plan, or addition.

The objective of the Neighborhood Guidelines Plan is to maintain the visual character and density of neighborhoods by guiding the design of infill, and residential conversions to be compatible with the existing neighborhood. The basis of this guidance is the original development standards of the subdivision in which the infill or conversion takes place.

The intent is to encourage quality design while facilitating housing and to allow the new while respecting the old. Emphasis is placed on encouraging desirable development, rather than simply regulating against bad design. As an implementation mechanism, the requirements are intended to facilitate infill housing that is compatible with the original development standards of recorded plats, additions, and subdivisions.

## FORM-BASED CODES OBJECTIVE

Form-based codes or hybrids of form-based codes regulate the recognizable form or external appearance of a structure. Appearance is critical to the character and image of a community. Appearance of a neighborhood is one of the first selection criteria for choosing a place to live. Form-based codes can help determine the appearance of a neighborhood much the same as adequate infrastructure. All of the attributes of form affect our perception of the neighborhood.

In order for Clarksville to maintain a unique and identifiable character, it must develop workable architectural and neighborhood design guidelines for new subdivisions and infill properties where no design guidelines have yet been prepared. The purpose of the standards is not to increase housing prices but rather to enhance the sense of place in Clarksville.

## INFILL OBJECTIVE

In the past, Clarksville has been able to annex additional territory for growth and development. That is no longer true. For continued sustainability the town must now pay attention to the form and style of its individual neighborhoods as well as the uses within them. Neighborhoods will need to be maintained, and the town will most likely need to encourage maintenance through code enforcement and redevelopment. Neighborhood revitalization and stabilization programs will need to be created and funded. Funding, partly through grants, may be obtained for the actual physical revitalization and stabilization. However, it will take staff time to develop the programs and administer the resulting redevelopment.

Nationwide infill is gaining in popularity as in-town, and close-in locations become more attractive, to prospective homeowners and office and retail tenants. Other communities are encouraging the practice of infill as it is more efficient than extending infrastructure and services. Infill and redevelopment can also help the town achieve

sustainable thresholds of population density necessary for amenities such as park space, public services, retail establishments, and housing.

For that reason, an objective is to give attention to maintaining and improving the existing and new development, as well as infill to sustain a livable built environment within the town.

Additionally, where undeveloped, blighted, or vacant properties, are eyesores or safety hazards, infill and redevelopment can remove the plight of these properties. It is an objective of this Comprehensive Plan to ensure that codes and ordinances facilitate practical and desirable infill development where it is appropriate. Left uncontrolled infill development can negatively affect adjacent properties or even the entire town. Through zoning, the town can control the form, size, scale, setbacks and use of infill to eliminate potentially negative impacts.

The physical condition of housing and commercial areas is an important component of appearance and the neighborhood improvement and infill objective. These conditions need to be addressed through revitalization, and stabilization programs that may be able to be funded through grants. Infill will be possible when neighborhoods are stabilized.

Besides neighborhood residential infill, there are opportunities for infill in former retail areas. There are potentials for infill development along existing commercial corridors, focusing on establishing a higher density and encouraging multistory buildings. These corridors would include, Lewis and Clark Parkway, Eastern Boulevard and Greentree Boulevard, which could be targeted to accommodate a diverse mix of land uses, because of the number vacant or underutilize commercial spaces. Other potential infill possibilities in retail areas are the undeveloped property situated along Clevidence Boulevard, which could be developed for multistory residential and office mixed-use infill.

The 2011 zoning ordinance was written to include a neighborhood plan overlay regulation that permits infill and new structures to be built in accordance with the original development standards and dimensions of the recorded subdivision, addition, or subdivision plat. This allows the permitting and construction on original narrow lots and the construction of comparable size residential units, and businesses. This effort should be continued and expanded as necessary.

## MIXED-USE OBJECTIVE

Many years ago, prior to Euclidean zoning when neighborhoods were originally built people were able to walk to convenience shopping, parks, and other destinations. Using the original neighborhood standards and elements of the form for development standards neighborhoods once again can have mixed uses permitting, shopping and other destinations to be within walkable distance.

To accomplish mixed use neighborhoods, the zoning ordinance will have to be amended to permit the mixing of uses as opposed to the separation of uses, as is the case in Euclidean zoning.

Changes in the zoning ordinance have been made to provide that original neighborhood standards and regulations are being applied in conjunction with the base zone district. The provisions modify any portion of the development standards, regulations of the base zone, overlay zone, or other regulations of the ordinance. Approval of such development or construction may be conditioned and require additional requirements of or allow exceptions to general regulations. In any recorded plat, addition, or subdivision, the development standards, including lot area coverage and setbacks would apply to any new development within the geographic area of the neighborhood. In addition, the Neighborhood Guidelines Plan establishes design guidelines, building materials, and design elements as well as landscaping for residential developments.

## TRANSPORTATION OBJECTIVE

One transportation objective of the comprehensive plan focuses on the integration of land use planning and transportation planning, as well as safety and developing complete streets. As a first step in determining the width, and how many lanes, an area in needs for a sufficient level of service, the land uses that will be served by the street needs to be taken into consideration. The objectives also focus on the diversity of modes of transportation and connectivity throughout the town.

The overall transportation objectives concerns are to:

- A. Review and provide feedback on the resident input gathered during the public workshops.
- B. Determine how to integrate land use and transportation planning are not integrated into a single effort.
- C. Most neighborhoods are not physically connected with pedestrian connectivity to other neighborhoods and parts of town
- D. Modes of transportation are not diversified and available for sharing with pedestrians, bicyclists as well as motorists. It should be an objective to diversify the modes of transportation available and consider a complete streets policy in order that streets can be shared with pedestrians, bicyclists, as well as automobiles
- E. Through the development plan and subdivision design review process ensure that neighborhoods are designed to be walkable including designed for walking and biking to destinations and address walking decision factors, such as comfort, convenience, width of clear path and route, safety and security, and the attractiveness of routes and surroundings
- F. Expand and increase accessibility to trails and greenways to a town wide system.
- G. Transportation projects should be targeted at increasing safety for all users, including bicyclists, pedestrians, and motorists
- H. A town wide Trail system would, in some cases provide an alternative to vehicular transportation.
- I. Sidewalks need to be improved. Sidewalks in many locations are heaved up, broken and uneven.
- J. Residents should not park on the sidewalk and eliminate ADA access for the handicapped.

Development plans and their review need to include the following:

- A. Encourage measures to reduce vehicle emissions and fossil fuel consumption
- B. Encourage measures to reduce traffic noise
- C. Encourage measures to reduce air pollution
- D. Promote non-motorized travel
- E. Promote traffic calming measures
- F. Maintain an acceptable level of service

## TRANSPORTATION CONNECTIVITY OBJECTIVE

The Town has excellent interstate access and arterial and collector streets. As Clarksville has grown through its various stages, different transportation corridors leading to I-65 interchanges have been a force for economic retail expansion. Yet, there is a problem of connectivity between the parts of Town. Examples are:

- A. There are no safe pedestrian linkages to cross Brown's Station Way
- B. There are no direct town streets or pedestrian ways connecting the center and south parts of Clarksville with the northern part of Town

C. Motorists must drive outside of Town to get to the area of Town north of Silver Creek.

Connectivity for pedestrians is also a challenge. Even in newer developments north of Silver Creek, there are few connections between subdivisions or neighborhoods.

I-65 and its seven Clarksville interchanges have created national connections for Clarksville. I-65 intersect with I-71 and I-64, as well as I-265 [Lee Hamilton Expressway]. With the completion of the Kentucky, Indiana, bridges project, there will be improved and new connections with the interstate system.

Local streets that have an interchange with I-65 have experienced multiple types of development, due in part to these connections. The inter-state system has also had a tremendous economic impact on the Town. Through the decades, commercial activity in Clarksville has followed the most current roadway improvements. For a while, Eastern Boulevard was considered the miracle mile because of the commerce that it generated. When the Lewis and Clark Parkway (then Highway 131) was improved, the primary commercial stores and big boxes located on the Parkway. Later in 2005, when the new I-65 interchange was constructed with the new Veterans Parkway, commercial land uses exploded along Veterans Parkway. The Veterans Parkway address became so tantalizing that some businesses relocated from Eastern Boulevard and Lewis and Clark Parkway to Veterans Parkway. This exodus is one contributing factor to the vacant buildings and gray fields that have been evident in Eastern Boulevard and Lewis and Clark Parkway.

Although the interstate system has had a positive impact on commerce for the town of Clarksville in concert with poor planning, it has also led to blighted corridors and empty stores on Eastern Boulevard and Lewis and Clark Parkway. It is led to corridors being in need of redevelopment. The actual improvements to Lewis and Clark Parkway and Eastern Boulevard have been made by the town. It is now time to incentivize redevelopment and revitalization of the business's existing along these corridors. The town is in a good position to redevelop these corridors to various local incentives. These incentives could be low-interest loans, infrastructure improvements, site improvements, tax abatement or forgivable loans, among others.

Efforts should be made to maintain and as needed to redevelop and revitalize arterial corridors leading to the interstate. Gateways at these corridors at eyes-65 would facilitate the revitalization. The town is doing this on Eastern Boulevard as well as Lewis and Clark Parkway. As the town has invested money in streetscape and street improvements, there have been structural, and façade improvements being made by property owners to Eastern Boulevard and Lewis and Clark Parkway. These efforts should be continued and maintained to keep the corridors active as economic engines for the town.

With the elongated geography and irregular corporate boundary, it is difficult to build connectivity between Clarksville neighborhoods, community facilities or shopping areas.

The Town has over 74.0 miles of streets and only about 7.4 miles of paved trails. These are in the southern part of Town, and connect to some sidewalks and link some facilities. This system needs to be expanded through a wayfarer program and signage plan. The Clarksville Parks Department intends to have a town wide trails study completed, which can be implemented to remedy this imbalance. Issues with local streets are illustrated in Table 5.6.

**Table 5.6: Transportation Issues**

Number	Local Roads/Trail	Issues
1.	Blackiston Mill Road	Conduct a safety study of Blackiston's Mill Road from Lewis and Clark Parkway to Gutford Road
2.	Westmont Drive	This road dead ends in Plum Creek subdivision and needs to be extended to Hunter Station Road to relieve intersections at Hunters Station Road and State Road 60 and congestion at Westmont Drive and Highway 311. This extension will also relieve congestion at the intersection of Highway 311

		and State Road 60
3.	S. Clark Blvd.	This roadway needs to be improved and widened from Woerner Avenue to the railroad overpass
4.	Court Avenue extension	This project is under construction. This Jeffersonville Street will no longer dead end on Missouri Avenue. It will extend to Woerner Avenue .
5.	Stansifer Avenue	The street is a Gateway to the older part of Clarksville, and what was once the downtown of Clarksville. It needs to be reconstructed and streetscapes
6.	Gateways at key locations	Gateways at entrances to the town would facilitate signals to the entrance to Clarksville. These could be at interchanges with I 65 at Eastern Boulevard, Lewis and Clark Parkway, the New Court, Avenue exit off of I- 65 and Veterans Parkway. Other locations for signaling the entrance into different neighborhoods could also be beneficial. These could be in the Broadway district, Eastern Blvd at I-65 and at the Heritage/CSX Trail among others.
7.	Ohio River Greenway	The Ohio River Greenway in Clarksville needs to be connected to the City of New Albany by way of the bridge over Silver Creek and needs to be connected to the City of Jeffersonville on the east side of Clarksville.
8.	North Clarksville Connector Trail	This trail would be an alternate mode of transportation to the northern section of Clarksville.
9.	Heritage Trail	This trail needs to be connected to the Ohio River Greenway Also, parking needs to be installed at key locations along the trail
10.	Levee Trail	This trail needs to be connected to the Ohio River Greenway
11.	CSX Trail	This unused railroad bed would ideally connect the older part of Clarksville, with the center regional mall portion of Clarksville
12.	Hunters Station Road	The intersection of Hunter Station Road and State Road 60 is congested during peak hours of operation and needs. Improvements to turn lanes and additional through lanes on State Road 60
13.	Emery Crossing Road	This local street provides access to dumping and fill areas in the western part of Clarksville and is in poor condition. The future redevelopment of the West Riverfront area should include reconstruction and improvement to this road as the land uses change
14.	Gutford Road	Gutford Road is narrow local Street that follows the meanderings of Silver Creek. There are places along Gutford Road where the creek is eroding the bank and improvements need to be made from Providence Way to Calla Drive
15.	Lombardi/Byron Drive	This intersection is located on a curve and needs to be improved
16.	Woerner Avenue	As part of the Clark's Landing project, Woerner Avenue needs to be upgraded
17.	Riverside Drive	As part of the Clark's Landing project, Woerner Avenue needs to be upgraded.

<b>18.</b>	Lewis and Clark Parkway and I 65	Improve left turn at ramp
<b>19.</b>	Highway 31 at Thornton's	This intersection is confusing for motorists and is heavily utilized. Turn lanes needed to be better marked and improved
<b>20.</b>	N. Veterans Pkwy (new connector to New Albany)	A new connector Street to New Albany would relieve traffic on Blackiston Mill Road
<b>21.</b>	Progress Way	This narrow local road needs to be improved as a connector from Broadway to Highway 31. The adjoining land uses include heavy truck usage and local service to 2 mobile home parks
<b>22.</b>	Potters Lane at Greentree Boulevard	This intersection is on a curve, and also has connection with Lapping Park and Wooded View Golf Course. The curve is dangerous and confusing to motorists
<b>23.</b>	Brook Street	Install sidewalks
<b>24.</b>	ADA Ramps	ADA ramps are needed for installation at various locations within the town. Implement a Transition Plan to install ADA ramps throughout town.
<b>25.</b>	Brown's Station Way	The overpass of Brown station way and Lewis and Clark Parkway is in need of upgrading as are the ramps to this interchange
<b>26.</b>	Wayfinding Plan and System	There is no uniform wayfinding system or signage throughout the town that will assist people to orient themselves and travel from one place to another
<b>27.</b>	TARC	Improve bus stops and makes access to transit easier and more convenient
<b>28.</b>	Bike Lanes	A townwide bicycle plan needs to be prepared and implemented.
<b>29.</b>	Resolve Erosion Issues with Croghan Street	The eroding of the riverbank along Groghan Street is increasingly in frequency and disrupting traffic flow and archeological sites.

## COMPLETE STREETS OBJECTIVE

Streets play an important role in shaping a community's livability. They are one of the largest investments communities must make and require constant maintenance. Many planning professional and related experts have determined a positive correlation between complete streets and resident health. Complete streets are multi-modal and designed to accommodate pedestrians and bicyclists in addition to the automobile. They encourage alternative transportation methods and reduce resident dependency on the automobile. Clarksville has made significant improvements to its sidewalk system in the past decade by installing new sidewalks along many of its commercial corridors and new roadways. There has been a visible increase in pedestrians walking to shopping and work destinations since the improvement process began. Rights-of-way are becoming transportation routes for young or old, motorist or bicyclist, walker or wheelchair user, bus rider or shopkeeper. The trend will continue as future sidewalk repairs are made within existing residential neighborhoods. The neighborhood sidewalk improvements will increase safety and connectivity between the town's commercial and residential areas.

Instituting a Complete Streets policy would assist in making transportation and future streets consistently designed with all users in mind – including bicyclists, public transportation vehicles and riders, and pedestrians of all ages and abilities.

## COMPLETE STREETS POLICY

The Town Council should consider the adoption of a complete streets program and policy. An ideal complete streets policy would include the following elements:<sup>34</sup>

- 1) Includes a vision for how and why the community wants to complete its streets.
- 2) Specifies that ‘all users’ includes pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses, and automobiles.
- 3) Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right-of-way.
- 4) Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions.
- 5) Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes.
- 6) Is adoptable by all local agencies and covers all roadways.
- 7) Directs the use of the latest and best design criteria and guidelines while recognizing the need for flexibility to balance user needs.
- 8) Ensure all alterations will complement the context of the community.
- 9) Establishes performance standards for measurable outcomes.
- 10) Includes specific next steps for implementation of the policy.

## ECONOMY OBJECTIVE

The Clarksville economy is dependent upon the retail sector of the economy and jobs provided at manufacturing plants in Louisville, Kentucky, Jeffersonville, and New Albany, Indiana.

Clarksville has four times the per capita retail sales as any other community in the state of Indiana.<sup>35</sup> Table 5.7 illustrates the per capita retail sales of Clarksville, the state of Indiana and adjoining communities. Because Clarksville is sometimes compared to Fishers, Indiana, that city is also shown in the table. As the table shows, Clarksville is not comparable to Fishers in retail sales, which is the basis of the Clarksville economy.

**Table 5.7: Per Capita Retail Sales**

Place	Sales
Indiana	12,408
Jeffersonville	10,449
New Albany	13,956
Clarksville	49,660
Fishers	13,826

The retail economy is physically changing with fewer big boxes being built, and more neighborhood sized retail centers being developed. While malls and shopping centers will remain an important part of the retail economy, the uses and services provided by them will most likely change. New uses are being discovered for malls, including office, residential, recreation, hotel, and motel, and public space uses.

In their life cycle, malls, and shopping centers became mixed-use centers, then lifestyle centers, and now they are responding to the new buzzword “new urbanism.” The enclosed retail, office, hotel complexes of the 1970’s have

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<sup>34</sup> <http://www.smartgrowthamerica.org/complete-streets/changing-policy/policy-elements>

<sup>35</sup> US Department Of Commerce, Census Bureau State and County Quick Facts, 2007



given way to fully integrated streetscapes and neighborhoods in the early 21<sup>st</sup> century.<sup>36</sup> Mixed-use is no longer a place just to shop, work and play; it's a place to live as well, with apartments, condominiums and even single-family homes integrated into commercial developments which offer all of the necessities of a vibrant neighborhood.

A simple national case study search will depict almost every sector of the economy being incorporated into mixed-use shopping centers or mall developments, as a strategy to remain competitive and meet the current consumer trends. Developers are responding to new urbanism demands as nearly four out of five developers operate or are planning mixed-use developments for the near future.<sup>37</sup> Mall owners and developers are also going green and sustainable. Steve McLindon, author of *Tomorrow's Green Malls* published in the November 2013 issue of *Shopping Centers Today* indicates new technology advances are being incorporated into mall design. McLindon provides multiple examples such as, sensors that direct computers to adjust lighting, temperature and water usage; wall coatings that break down airborne toxins; tubular skylights to diffuse direct light; and methods to generate energy from the friction of passing cars in parking lots. He states mall developers also considering geothermal systems which make use of the earth's energy to power tenant spaces and common areas. More obvious improvements include mall owners wiring the malls for free Wi-Fi, some of which are a cost of nearly \$150,000 per center. Malls and shopping centers are making noticeable changes to provide consumers with their desired experience.<sup>38</sup>

Understanding real estate life cycle helps in understanding the movement of retail to successively newer streets. Real estate life cycles exist just as neighborhood life cycles exist. Research has shown that real estate cycles tend to follow fairly a consistent tenure pattern. The phases of real estate cycles are as follows.

### **PHASE ONE**

Phase one is a time of accelerated development activity with increased leasing activity and access to inexpensive credit. These are times of rising rents and asset values, as well as expanding risk profile. Typically, there's growth in startups and geographic expansions. Additionally, there is a rising GDP and rapid job growth.

### **PHASE TWO**

Phase two is a plateau phase that often results in overly optimistic underwriting and increases in capital being raised, compensation for talented people, a blind enthusiasm for entrepreneurship, and low cap rates. Real estate supply and demand are typically out of balance during this phase of the cycle. It is common to see increased guarantees and high investment sales activity. Tenants are often offered generous lease terms as a method to secure them.

### **PHASE THREE**

Phase three is a crisis period. Asset values and occupancy rates plummet during this period as firms downsize their tenant space to lower fixed rent costs. Property owners are often forced to restructure lease agreements with favorable tenant conditions and rates. Little to no new development occurs during this phase because it is difficult to secure credit with favorable lending terms. Government intervention in the form of incentives or redevelopment is common during this phase.

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<sup>36</sup> International Council of Shopping Centers, Mixed Use Development, the Impact of Retail on the Changing Landscape, 2007

<sup>37</sup> International Council of Shopping Centers, Mixed Use Development, the Impact of Retail on the Changing Landscape, 2007

<sup>38</sup> Ian Ritter, Device Advice, Free Wi-Fi is Expensive, but Not Providing It Could Be Even More So *Shopping Centers Today Magazine*, November 2013 edition

## PHASE FOUR

Phase four is a transition period that bares an increased amount of industry consolidation. Developers focus on fundamentals and recapitalization. Government incentives continue and new real estate business models emerge during this phase. This phase is characterized by realistic underwriting and diversification of risk.<sup>39</sup>

Clarksville has two malls and several commercial strips that are in various phases of the real estate life cycle. The Veterans Parkway corridor is in the first phase of development while Lewis and Clark Parkway is teetering between phase two and three. Eastern Boulevard is in phase four and transitioning with redevelopment and new businesses receiving government incentives. County Road 311 is in the early stage of phase one and will experience a significant acceleration of development in the coming years.

An objective of this Comprehensive Plan is to improve and revitalize Clarksville's shopping centers, malls, and commercial corridors to attract new businesses and residents to the area while improving the conditions for existing residents. The Town must consciously monitor and be aware of the community's changing life cycles so that it may react appropriately to assist in stabilizing and transitioning phases when necessary.

Nationwide and locally, retail and commercial trade is changing from big boxes and malls to smaller sized neighborhood shopping areas. Many large retailers are downsizing from the traditional big box stores, to cater to the growing urban customer base in a changing economy. Retailers are seeing that large cities are merely a collection of small neighborhoods and are targeting new investment to these neighborhoods. While many retailers are integrating online capabilities and constructing small box stores, big box retail will remain a significant portion of the market. Walmart is sticking with big box stores while also adding at least three times as many neighborhood markets as it did in 2011.<sup>40</sup>

Regional shopping will continue, but the form and function will change. The interest in malls as shopping-only destinations is waning. On a national scale, new construction is leaning toward lifestyle centers as opposed to developing indoor malls and existing malls are introducing lifestyle elements to remain competitive. Some malls are increasing amenity packages with outdoor shopping centers surrounding the primary structure to enhance the shopping-mall experience. Other retail developers are refocusing their efforts on combining a mix of shops and restaurants, along with business offices, family entertainment options, and residential components.

A positive atmosphere for the continued vitality and growth of big boxes in Clarksville should be maintained. Clarksville's a regional destination shopping center of the southern Indiana area which covers a multitude of counties and while some communities, or opposed to big box retail Clarksville's economic base depends upon it. As evidence of the stability of the big box retailers to Clarksville; the 2008 recession wasn't as stifling to the economy of Clarksville as some had predicted that it would be.

Malls are completing renovations that include new lighting, improving entranceways, making floors more attractive, improving handrails, and making sure the bathrooms are as good as they can be. Brick-and-mortar retail owners are exploring various strategies to compete better with digital retailers. These strategies include new layouts of shopping centers, a more diverse mix of tenants -- especially trendier anchors -- and a focus on the retail experience. "One of the trends across the country is recognizing that a mall is not successful if it is everything for

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<sup>39</sup> Lee, Christopher, CEL & Associates, Center for Real Estate Quarterly Journal Vol. 5, no. 2 Spring 2011

<sup>40</sup> [www.bloomberg.com](http://www.bloomberg.com) The Era of Big Box Retail is Coming to an End, March 20, 2012

everybody. Today, that is being done on the internet. Increasingly, successful real estate properties are finding a niche, defining themselves as brand luxury destinations or family destinations, or for food and entertainment."<sup>41</sup>

Both of Clarksville's malls have recently sold. Renovations of the two regional malls are either in the planning stages or presently underway. Clarksville's future economy is dependent upon the continued vitality of the malls and their efforts to renovate and diversify their tenant base. For that reason, Clarksville needs to have a policy that recognizes the important contributions that retail trade and particularly the big box stores made into the town and regional economy.

Clarksville has two competing areas that attract regional shopping. These two areas are the Lewis and Clark area that includes the River Falls Mall and the Green Tree Mall and the second area is Veterans Parkway. These two regional shopping areas are linked by Green Tree Blvd. and Broadway Street. It should be an objective of the town that the areas not only be linked physically by streets but should be linked by land uses so that the two areas are not competing but, in fact, makeup one large regional shopping area. Analyzing and implementing progressive planning practices that encourage a diverse mix of land uses in the Broadway District will be a great step forward in accomplishing this objective. Secondly, retailers desire the Veterans Parkway street address. Renaming Greentree Boulevard as Veterans Parkway would be advantageous to future development and assist in the primary objective of creating one large regional shopping area.

## UNDERPERFORMING AND BLIGHTED SHOPPING CENTER OBJECTIVE

The future of Clarksville's economy is also tied to redeveloping existing underperforming blighted strip centers into viable businesses on productive corridors. Blighted strip centers are sometimes known as gray fields. One of the main causes of this blight is competition from shopping centers with better design and access. Online shopping and revitalized downtowns, big box retail, and power centers are also making strip centers undesirable. The parking lots of these centers are unattractive, sometimes neglected, and auto-centered. Changes in consumer tastes and preferences also account for part of the blight and undesirability. In some cases, it is difficult to get public support and funding for redevelopment or to obtain private funds through bankers and brokers.

Underperforming and blighted shopping centers represent opportunities for redevelopment. This potential is based on their strategic location and good access as well as having the infrastructure in place. Other positives associated with the centers are that large land area has already been assembled, and there is potential for converting some existing structures. Redevelopment of these gray fields is also a chance for the revitalize surrounding areas.

These underperforming shopping centers represent opportunities to adapt the centers to new uses that repurpose the properties through design and strategic assistance. Nationally, some of these gray fields have added new uses, including residential and office uses, as well as, civic and educational uses. Most are capable of being accessed not only by automobiles, but also by walkways and bikeways, and are connected to neighborhoods. Outdoor rooms and activity nodes are created with outdoor amenities. Small-human scale, plaza, buildings, and parking lots are sometimes converted to town squares, parks, housing, civic buildings, as well as adding street grid systems with new on-street office, retail and residential buildings.

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<sup>41</sup> ICSC SmartBrief, [www.ICSC.com](http://www.ICSC.com) November 2013, quoted from <http://www.wwd.com/retail-news/trends-analysis/icsc-preview-remaking-malls-in-an-internet-era>

## RETAIL SECTOR OBJECTIVE

The retail sector of the economy is going through a transformation, migrating from traditional shopping centers to urban locations and adopting new technologies as cost-cutting strategies as well as to engage shoppers for a longer period of time. Technology is emerging out of its cocoon to become part of everyday buildings.<sup>42</sup>

The retail economic objective is to realize and understand the changing field of the retail economy and assist shopping centers and mall developers as they respond to the changing landscape of retail. Some of the underutilized shopping centers are those that are approaching the end of their economic lives may be repurposed for different land uses, such as higher density residential uses.

Clarksville has two competing retail locations. The first of these is the regional mall area along Lewis and Clark Parkway that contains River Falls Mall and the Green Tree Mall. Secondly, the Veterans Parkway corridor retail area, which has developed since 2005 competes with Lewis and Clark Parkway for locations of commercial and retail businesses. In order to alleviate the competitive situation between the two areas, the town has begun to plan for joining the two areas. This would be through linkages of local streets. The streets are Green Tree Boulevard on the west, Broadway Street on the east, and Lewis & Clark Parkway on the south. This area can be filled with not only commercial and retail but also with residential, office, and entertainment land uses. The renaming of Greentree Boulevard, to Veterans Parkway, would facilitate this, infill development. Developers and prospects want a Veterans Parkway street address. The mere act of renaming the street would have a positive effect on commercial and residential growth. This increased density in mixed used infill development would benefit both the mall area and the Veterans Parkway corridor.

## MANUFACTURING OBJECTIVE

There has been some discussion that manufacturers are quietly bringing production back to the United States from overseas. They find that bringing back manufacturing to US shores is advantageous. Decreased wage gaps between the United States and competing countries such as China and Japan is one reason that this trend is evolving. Clarksville's local economy is benefiting from "re-shoring" of work from China to the United States. An example of "re-shoring" that benefitted the local economy occurred in early 2011 when GE moved production of its energy-efficient water heater from China contractors to its own factory in Louisville, Kentucky in order to accelerate cycle time and speed to new product launches.<sup>43</sup> Also, because of its low natural gas prices and stable wage growth the United States is second only to the China in manufacturing competitiveness as reported by the Boston Consulting Group and reported in Reuters.<sup>44</sup>

Clustering industrial and manufacturing uses along US 31, Progress Way and Old Potters Lane was suggested at the citizen's workshops. Presently this area includes light industrial, and assembly as well as distribution and a private, industrial park, an area zoned I-2 and a mobile home park. This clustering would be suitable for this area which is already distribution and manufacturing in context. The area is currently zoned I-2, I-1 and B-2 under the 2011 Ordinance.

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<sup>42</sup> McLinden, Steve, Mall Makeovers, Shopping Centers Today Magazine, December 2013

<sup>43</sup> Harrington, Lisa, Inbound Logistics Feature Stories, Is US Manufacturing Coming Back? August 2011, edition

<sup>44</sup> Thomson Reuters , April, 2014, <http://money.msn.com>

## COMMUNITY-BASED ECONOMIC DEVELOPMENT OBJECTIVE

The town made taken great strides in implementing community-based economic development by creating and staffing the Department of Redevelopment. The community-based economic development must take into consideration the existing infrastructure and future infrastructure needs to support and provide capacity for economic growth. An inventory of the town's available commercial and industrially zoned land should be assembled and used in close cooperation with local and national partners such as, One Southern Indiana and CBRE. This inventory should be updated regularly and made easily accessible.

## UNSAFE STRUCTURES & PREMISES OBJECTIVE

IC 36-7-9-4 defines an unsafe building or structure or any part of a building or structure; that is:

- A. In an impaired structural condition that makes it unsafe to a person or property;
- B. A fire hazard;
- C. A hazard to the public health;
- D. A public nuisance;
- E. Dangerous to a person or property because of a violation of a statute or ordinance concerning building condition or maintenance or;
- F. Vacant and not maintained in a manner that would allow human habitation, occupancy, or use under the requirements of a statute or an ordinance;

Vacant structures often become dilapidated and unsafe because the facilities are not maintained and repaired by the owners or persons in control of the site. These structures attract children, become a harborage for vermin, serve as temporary abodes for vagrants and criminals, and are likely to be damaged by vandals or set ablaze by arsonists. Unkempt grounds surrounding vacant structures invite dumping of garbage, trash, and other refuse. Vacant, deteriorated structures contribute to blight, cause a decrease in property values, and discourage neighbors from making improvements to properties.

The elimination of unsafe buildings is important to the health, safety, welfare, and sustainability of the town and each neighborhood in which such a structure is located. An unsafe building could be defined as being in need of redevelopment or demolition. A town wide inventory should be conducted to identify unsafe buildings and premise. A community plan for redevelopment or demolition should be prepared to address the findings of the inventory. Once the inventory is completed, a schedule of demolition should be established and carried out to completion.

The town has an Unsafe Building Authority and non-reverting fund to address some of the unsafe building and premise issues. With the help of residents, the Authority has previously identified numerous abandoned single family residential structures in need of securing or demolition. Many of Clarksville's single-family residential neighborhoods and commercial areas are aging and contain structures that were constructed over 50 years ago. These areas of town show signs of neglect and in some cases the structures require demolition. The housing life cycle progression is nearly complete for some of Clarksville's oldest areas.

Single family residential structures are not the only type of unsafe structures in Clarksville. Many of the area's multifamily apartment complexes are declining and need to be razed or have significant investments to reverse the downward cycle. This issue will only become more prevalent over time as the existing multifamily complexes age.

The Indiana legislature expanded the definition of unsafe buildings to include unsafe premises. This is very important for the Town of Clarksville as many of the commercial parking lots along Eastern Boulevard and Lewis and Clark Parkway are deteriorating and in need of redevelopment or, repair.

Inspections of rental units, particularly multifamily housing complexes would identify those units that do not meet current codes. An inspection program and the subsequent improvement requirements would assist in bringing the complexes into to code compliance and improving resident living conditions.

The Town's Planning and Redevelopment Departments should partner to develop a residential neighborhood existing conditions inventory and aging or blighted retail centers inventory. Once both inventories are completed, a plan should be prepared to address infill and stabilization of the neighborhoods and revitalization of the commercial strip centers and corridors. The necessary improvements can be addressed as areas in need of redevelopment and revitalization through the Clarksville Redevelopment Commission.

## AREAS IN NEED OF REDEVELOPMENT OBJECTIVE

Clarksville contains areas in need of redevelopment due to the natural life cycle of residential and commercial neighborhoods. These areas show signs of decline and instability due to many of the following reason:

- A. Lack of development
- B. Cessation of growth
- C. Deteriorated or deteriorating improvements
- D. Environmental contamination
- E. Character of occupancy
- F. Age
- G. Undesirability
- H. Substandard buildings
- I. Other related factors that impair asset values or prevent a normal use or development of property

As Clarksville's commercial growth has migrated from one corridor to another, stores have been left vacant, which has led to cessation of growth and deteriorating structures. There are areas with environmental contamination from underground storage tanks and areas that have become obsolete due to age and substandard buildings. The following are redevelopment sites that were identified during the public participation process:

- A. 900 Eastern Boulevard
- B. 342 Eastern Boulevard
- C. 441 Eastern Boulevard
- D. 420 Eastern Boulevard
- E. 430 Eastern Boulevard
- F. 505-517 Eastern Boulevard
- G. Broadway District between I-65, Greentree Boulevard, Veterans Parkway and Lewis and Clark Parkway
- H. 1460 Broadway
- I. 706 E. Lewis and Clark Parkway
- 4. 718 E. Lewis and Clark Parkway
- J. 1416 Blackiston Mill Road
- K. 1503 Lynch Lane
- L. 1417 Lynch Lane

M. West Riverfront filling and dumping areas

## RESIDENTIAL REHABILITATION OBJECTIVE

Because some of the older neighborhoods are becoming unstable, or they are declining in their usefulness and usability a housing rehabilitation program should be considered and implemented in order to bring these units back to marketability and to usefulness. These structures can once again contribute to ownership pride and the neighborhood after they have been rehabbed.

Neighborhood improvement projects identified by the citizens at the workshops included housing rehabilitation. Housing rehabilitation would contribute to town wide neighborhood revitalization efforts. The workshop participants expressed that the quality of housing in Clarksville's central and southern neighborhoods could be improved upon. Resident suggestions for neighborhood rehabilitation include the following:

- A. Greenacres neighborhood
- B. Howard Park neighborhood
- C. Sherwood neighborhood
- D. Falls View neighborhood
- E. Parkwood neighborhood
- F. Blackiston View neighborhood
- G. Blackiston Heights neighborhood
- H. Beechwood Manor neighborhood

Other residential areas in need of rehabilitation and redevelopment are entering the declining stages of the residential neighborhood life cycle. It's important that Clarksville neighborhoods remain viable and sustainable in the future. Clarksville used an aggressive housing rehabilitation program of forgivable loans and low interest loans in the 1980's to financially assist residents with the necessary home-improvement costs. The Town should explore the option of creating a similar program to preserve the tax base and livability of Clarksville. Such rehabilitation program should target owner- occupied dwelling units to address repairs and code violations. Both ownership and neighborhood pride would improve alongside the community's housing stability.

## COMMERCIAL REHABILITATION OBJECTIVE

Significant public expenditure has occurred along Eastern Boulevard, Lewis and Clark Parkway and Veterans Parkway in recent years as an effort to rehabilitate and improve Clarksville's primary commercial corridors.

The Town invested over \$5 million into the roadway improvements along Eastern Boulevard around 2006. It also made major investments into the redevelopment of the old Value-City property along Eastern Boulevard and surrounding properties with the Little League Park, Gateway Park, Renaissance Academy, and Wolverton Way. As a result many new commercial structures have been built along the strip and multiple businesses have located to the area from outside of town.

Likewise, the town invested several million dollars into physical improvements along the Lewis and Clark Parkway corridor by widening the road and making streetscape improvements. Some evidence of the private investment leveraged by the public expenditure along Lewis & Clarks Parkway can be seen in the form of new businesses such as Charlie Wilson Appliances and Louisville Overstock Warehouse and improvements to the façades of Arby's Restaurant, Applebee's Restaurant, Sam Swope VW, Carriage Ford, First Savings Bank, and Red Lobster Restaurant, and the new CVS Pharmacy.

Both Eastern Boulevard and Lewis & Clark Parkway experienced negative economic impacts and growth following the creation of Veterans Parkway. The Town has administered the necessary steps to prevent both corridors from experiencing further decline. Part of this decline is the natural evolution of commercial property from growth to decline and re-growth. However, there are many vacant stores and perceptions of the need for maintenance and improvements to buildings, as well as parking lots. At the citizen workshops for the Comprehensive Plan, there were a number of "eyesores" which were identified by participants. These eyesores included some of the structures, at the interchange of I-65 and Eastern Boulevard as well as former commercial structures, formerly known as the Peddler's Mall property, near Eastern Boulevard and Ettle's Lane.

Commercial rehabilitation could take the form of façade improvements along Eastern Boulevard and Lewis and Clark Parkway. Façade improvements could be funded through a revolving loan or forgivable loan program; either from grant sources or from economic development income tax (edit funds). The financial participation in the form of loans would not be for 100% of the project, but only for a portion which would be used as seed money for an incentive for property owners to make building improvements visible to the public.

## PARKS OBJECTIVE

The Clarksville Board of Parks and Recreation maintains a Master Plan for the park system. The Master Plan is updated every five years, and the next update is due in 2018. The Parks Master Plan not only includes plans for future parks, but also for the maintenance and improvement of existing parks throughout the town. It's an objective of this Comprehensive Plan that the Clarksville Parks Board continue to update their Master Plan every five years. The citizen workshops identified the need for a Park on the west side of Blackiston Mill Road near the Silver Creek and a Park in the north part of town across the Silver Creek. The residents recognized that the park system and recreation program performed by the Parks Department is an outstanding asset to the town. They also identified a need to have a landscaped area with shaded benches and picnic tables along Veterans Parkway corridor for a large number of people that visit and work in the retail district. The workshop participants felt that Lapping Park is a great community asset but it could be improved by adding additional amenities and creating a pedestrian bridge across the Silver Creek. The feasibility of constructing such a bridge would have to be studied. A town wide trail system was frequently discussed and praised by attendees. There was a particular interest in constructing a north trail along the wastewater easement that bisects the town south to north.

## UNIQUE NATURAL AND HISTORIC AREAS OBJECTIVE

Clarksville's history dates back further than the settlement of the area by George Rogers Clark in 1783. The West Riverfront area, adjacent to the Ohio River Wildlife Conservation Area, is rich with cultural and historical resources.



This area is in the heart of the Louisville, Kentucky Metropolitan area. It is secluded and a resource that draws visitors, and educators year-round to view the 400 million-year-old fossil beds as well as to experience the early settlement history of Clarksville. Since 2006, the town has been assembling property in this area from willing sellers for the Lewis and Clark Park.

- A. The Clarksville Historic Preservation Commission [HPC] sought and received financial assistance and participation from the Clarksville Redevelopment Commission and the Clark-Floyd Convention and Tourism Bureau to underwrite the cost of the preparation of a Master Plan for the designated Old Clarksville Historic District. The designated area, also known as the “West Riverfront,” is part of the Old Town of Clarksville Historic District and is listed on the National Registry of Historic Places.
- B. William Clark and the Corps of Discovery commenced their three-year exploration of the Louisiana Purchase from the Lewis and Clark Park site. The cultural richness of the area reaches well beyond the 1803-1806 Lewis and Clark Expedition. Archeological investigations were conducted in 2006, 2004, 2002, and as early as 1933. These investigations have documented Woodland, Mississippian, and Archaic occupation and were expanding our knowledge of the significance of the west riverfront area.
- G. Unfortunately, this culturally rich area has experienced adverse impacts from filling and illegal dumping for over forty years in the West Riverfront area of the town. Other adverse impacts have resulted from excavations and barrowing for fill used in the construction of I-65, wave action of the river, and bank failures. It is important to realize that 2002, 2004, and 2006 archeological investigations document some of the archeological resources have been lost due to activities. However, there is agreement that the extent of the resources in actual depth below the surface and northward are undetermined. The investigation reveals the area containing cultural resources is greater than expected or previously known. It is an objective of this Comprehensive Plan to sustain and preserve the unique natural and historic areas, as well as carefully utilize some of the resources for heritage tourism. These historic and archeological findings should be shared.
- H. It is an objective that the town pursues the cleanup of the illegal dumping facilities and continues acquisition of available acreage for the Lewis and Clark Park, trail, and west Riverfront.
- I. It is a policy of this Comprehensive Plan that continued informed acquisition of properties in this area be pursued and that the Master Plan for the West Riverfront area is implemented as resources permit.
- J. Another threat to this historic and culturally significant area is Ohio River bank erosion and failure due to the McAlpine locks and dams that direct Ohio River water directly to the bank. This water is churning very fast when it hits the land and erodes the toe of the bank until there is a bank failure. Clarksville has lost portions of town streets due to this erosion. The erosion and bank failures have exposed significant cultural resources.
- K. It’s an objective of this Comprehensive Plan to continue to encourage and cooperate with the US Army Corps of Engineers in finding a permanent solution to this tremendous problem.
- L. It is an objective of this Comprehensive Plan that the crucial task of monitoring the Ohio River for bank erosion be continued and actively pursues the resolution of the problem for available resources, including those of the US Army Corps of Engineers.

## STATEMENTS OF POLICY FOR THE LAND USE DEVELOPMENT OF CLARKSVILLE

How land is used in the future is a central concern of the Comprehensive Plan. Establishing land use development policies and implementing them is a matter of public benefit and welfare.

The purpose of this element of the Comprehensive Plan is to serve as a guide for Clarksville’s future development. The plan is not a regulation and should not be viewed in that context. At the same time, this plan is adopted by the Plan Commission and the Town Council and is the official policy of the Town of Clarksville. Decision-makers should give full weight to this plan as an agreed-upon vision for the future of the community. These policies should be clear so that they can serve as a basis for the implementing regulations that will follow adoption of the

plan. The policies also should assist the Plan Commission and the Town Council and the Board of Zoning Appeals in their decision-making processes.

## **GEOGRAPHIC LIMITATIONS AND SUSTAINABILITY LAND USE DEVELOPMENT POLICY**

As explained in the Urban Growth Areas section of this document, Clarksville has a naturally occurring urban growth boundary because of the geographical limitations of other municipality and governmental boundaries lines on all sides of the town. An urban growth area is a planning tool used to control urban sprawl by mandating that the area inside the boundary be used for higher density urban development and the area outside is used for lower density development. Understanding the impacts of an urban growth area is important as the town continues into the future because attention must be given to increasing the livability and density within the current town boundaries, including potential annexation areas. Please see Urban Growth Areas on page 28, for an in-depth explanation of urban growth areas and the steps Clarksville must take to attain the public benefits of such containment strategies.

Clarksville's western town boundary is jagged and confusing. The result is scattered and sprawled development along this western boundary. It is inefficient to provide services and distracts from the overall sense of community. It is desirable for new development to gradually radiate outward from existing developed areas which are typically better served by infrastructure.

Expansion of the town boundary along its western boundary is plausible and recommended as a method to alleviate the current jagged and confusing corporate limits. However, expansion is limited to a small number of little territories that are available for inclusion. For that reason, the long-term sustainability of the town relies on making improvements within the current town boundaries in addition to annexing the favorable areas. Map 2.1 illustrates the plausible growth areas that the town should pursue for future extension of public services and annexation. It must be a policy of the town to improve and sustain the territory within the existing town boundary and favorable inclusion areas. Secondly, it must be a policy of the town to extend infrastructure and public services to plausible inclusion areas.

## **BUFFERS AND TRANSITIONS LAND USE DEVELOPMENT POLICY**

It should be a policy to provide appropriate buffers between the commercial developments in any adjacent non-commercial uses, particularly, residential uses. The use of landscaping and building setback areas can provide buffering from roadways. Transitional land uses can buffer and help mitigate negative land-use impacts.

Likewise, it is important to provide the appropriate transition between adjacent dissimilar residential areas such as single family detached housing and multifamily housing complexes. It is also a policy to provide proper buffering between existing residential property and new developments of the dissimilar character. Buffering methods such as open space, landscaping, fencing, or a combination of these are appropriate for Clarksville.

## **INFILL LAND USE DEVELOPMENT POLICY**

In order for Clarksville to maintain a unique and identifiable character, it must develop workable architectural and neighborhood design guidelines for new subdivisions and infill properties where no design guidelines have yet been prepared. The purpose of the standards is not to increase housing prices but rather to enhance the sense of place in Clarksville.

It should be a policy to encourage the production of a diverse housing stock while maintaining a distinct neighborhood style or character, and avoiding the appearance of cookie cutter developments. Infill will not only take place in residential areas, but also commercial areas that have that have entered the declining phase of their life cycle.

Workshop attendees identified several commercial locations that should be explored for future infill development during the public participation process. A list of the identified properties can be located in the Areas in Need of Redevelopment Objective which begins on page 72. Residents expressed that Clarksville would be better served in the long-term if a majority of the commercial infill sites were redeveloped to accommodate alternative land uses such as office and residential. The attendees indicated townhomes, condominiums, and patio homes would be appropriate for the identified areas if the infill developments were designed to fit the surrounding area.

## **AGING SHOPPING CENTERS LAND USE DEVELOPMENT POLICY**

Redeveloping aging and neglected shopping centers, and the corridors on which they are located should be a priority of the town. Many of the aging shopping centers meet the definition of IC 36-7-3-1, as areas in need of redevelopment. Based on advances, existing malls and shopping centers are making with technology, particularly green technology, neglected, and aging malls and shopping centers have a formidable task before them to revitalize and be economically viable again.

The town has made improvements in the appearance of Eastern Boulevard and Lewis and Clark Parkway with sidewalks and landscaping. There is more to be done to improve the appearance of these corridors. It should be a policy that businesses are encouraged to have attractive and effective signs. Building design is critical to the corridors identity and the attractiveness of the shopping centers and their parking lots. Appropriate standards must be developed and implemented in order to achieve the desired identity of the Eastern Boulevard and Lewis and Clark Parkway corridors.

## **MULTIPLE FAMILY COMPLEXES LAND USE DEVELOPMENT POLICY**

Clarksville has a large percentage of dwelling units being renter occupied. This is due in large part to the large apartment complexes and unregulated residential conversions that have occurred over the past 40 years. The 2010 U.S. Census reported approximately 40% of the population lived in rental units. A policy should be established to facilitate the creation of resident pride in the neighborhoods in which they live.

Most of the existing multifamily housing complexes are physically incompatible with the surrounding neighborhoods. The density and scale of the complexes are dissimilar to the areas in which they are located. Some of these complexes are nearly 50 years old and beyond their design life. Clarksville needs to encourage the transitioning of land uses between single-family and multifamily multistory units. Buffering techniques such as open space, fences, landscaping, or other means can be used. Otherwise, Clarksville needs only to encourage multifamily housing complexes that are the same height, scale, and mass as the neighborhoods in which they are proposed to be located within. The design, density, concentration and condition of the existing multifamily complexes have created a negative perception of apartment living.

This perception needs to be changed and reversed as multifamily housing is only one of the several housing choices available in Clarksville. Design guidelines need to be developed for multiple family developments. The guidelines need to limit density, and each should be reviewed for its ability to complement the character of the neighborhood.

## **TRANSPORTATION CONNECTIVITY LAND USE DEVELOPMENT POLICY**

Connectivity should be addressed through a system of interconnected trails and pathways for bikes, pedestrians and in some cases paddlers. These allow citizens of Clarksville to enjoy parks, libraries, shopping and other town amenities without necessarily getting into an automobile and driving to a destination. It should be a policy of the town to create a town wide system of trails, bikeways, and other related infrastructure improvements to increase the walkability and connect the entire town through alternate transportation modes.

A system of interconnected pathways should be constructed and coordinated with the town's current trail and transportation system and the Ohio River Greenway. Utilizing the town's existing wastewater easement to

connect the northern neighborhoods above the Silver Creek with the central part of town through a pathway and trail system is advised. Acquisition and conversion of the CSX rail bed for use as a paved trail would be a critical component of the town wide trail system.

The current trail system includes the Heritage Trail and the Levee Trail which both link to the Ohio River Greenway. The Ohio River Greenway is well traveled by residents and is a significant recreational opportunity for the community. The parks department is in the final planning and design stages of the Lewis and Clark Trail, which will solidify Clarksville's connection to New Albany, IN by the Ohio River Greenway. The final phase of the Ohio River Greenway within Clarksville extends along Riverside Drive and connects with Jeffersonville, IN.

Additional advised trail improvements include extending an arm of the Heritage Trail through the former Colgate property in the North Clarks Landing and the Marathon Oil property which would connect Colgate Park and the Clarksville Aquatic Center with the riverfront and Ohio River Greenway

The overhead pedestrian walkway across Brown Station Way needs to be rehabilitated to connect the south part of Clarksville with the center part of Clarksville. Additional walkable connection points need to be identified and constructed for increased access.

Zoning regulations should be amended to recognize the importance of connectivity of neighborhoods and used to encourage such connections and walkability in new subdivisions and developments.

Another connectivity issue that was identified at citizen workshops was the need to allow traffic traveling northbound on US 31 to exit onto Lewis and Clark Parkway and/or I-65. This connectivity was eliminated during the widening and improvements of I-65 in 2010.

Walkability and connectivity can be increased by prioritization schedule for sidewalk construction and improvements. Connectivity is also an issue along State Road 311. There are several subdivisions that use County Road 311 for access; these include Plum Creek subdivision and Myer Manor as well as areas connecting to the subdivisions. The construction and installation of sidewalks on the part of Highway 311 that is in the town of Clarksville would help to increase the connectivity between the subdivisions.

Similar to the situation on State Road 311 is the need for connectivity of residential areas along Blackiston Mill Road. This narrow roadway has a high traffic count and is hazardous for any pedestrian or bicycle movements. Suggestions from citizen workshops included installing sidewalks on at least one side of Blackiston Mill Road. This would be very difficult, as there would be quite a bit of acquisition of right-of-way necessary due to the narrowness of the existing Blackiston Mill Road right-of-way.

## STATE ROAD 311 DEVELOPMENT LAND USE DEVELOPMENT POLICY

The State Road 311 corridor has experienced recent interest from local and national, commercial and residential development firms. The corporation lines of Clarksville, Sellersburg, and Floyd County, are ill-regular in this area. It is difficult, without an accurate map to know what parcels of property are in which community. Because Clarksville is geographically limited, except for this territory, consideration should be given to preparing a fiscal impact analysis, to determine the viability of pursuing the annexation of some of these areas when a need for infrastructure is evident. So that improvements of infrastructure and amenities are not a burden on remaining part of the town a tax incremental financing area should be considered to underwrite the cost of these improvements.

The intersection of Westmont Drive and State Road 311 is congested at peak hours of the day. A warrant study has been conducted for this intersection. However, a traffic signal has not been warranted as yet. Another warrant study should be considered since there has been residential growth along State Road 60 north of State Road 311. There is also a connection of Westmont Drive through property owned by Rite Aid pharmacy to Hunter

Station Way planned to serve an assisted living complex in Clarksville. Along with the need for a traffic signal are pedestrian sidewalks along Highway 311 within Clarksville.

## STANSIFER AVENUE LAND USE DEVELOPMENT POLICY

Stansifer Avenue is the gateway to the older parts of town. Stansifer Avenue at its intersection with North Clark Boulevard was once considered the downtown area of Clarksville. Stansifer Avenue is actually a boulevard with a grassy median strip and four lanes of traffic. Stansifer Avenue has an interchange with I-65 which is being improved with the Ohio River bridges project. This corridor needs to be studied as a gateway and improvements planned with streetscape and street and sidewalk improvements.

Stansifer Avenue is the northern boundary of the South Clarksville Redevelopment Area. The Redevelopment Commission is completing a plan for the 300 acre planning area. It is expected that the plan will be accepted into the comprehensive plan is a concept with specific development plans being considered as the final plan submittals.

## EASTERN BOULEVARD CORRIDOR LAND USE DEVELOPMENT POLICY

Eastern Boulevard was the subject of a revitalization plan funded in part by Clarksville, and part of the state of Indiana, through CDBG funds. Implementation of the plan has commenced redevelopment through capital projects and incentives from the Redevelopment Commission of the town of Clarksville.

Eastern Boulevard is an example of an area that is beginning to emerge from a life cycle stage of uncertainty and late decline to a new growth area. The center part of Eastern Boulevard corridor is being redeveloped in a quasi-new urbanist method. The former Value City department store closed and left 50% of the building vacant for several years. Recently, the building and acreage were sold and became part of a redevelopment project. The remaining 50% of the building was demolished in early 2014. Part of the building remains and was converted into a new-technology school for the Clarksville Community School Corporation. The remainder of the building site has been developed into Gateway Park.

The Eastern Boulevard corridor allows for a diverse mix of land uses. There has been an increase in pedestrian and bicycle friendliness as well as the establishment of an ethnic and cultural area. Future uses may include late-night entertainment options, as well as an extension and expansion of the ethnic and cultural activities. During the citizen workshops, there were suggestions that the area could support a brewery or winery outlet, additional, single-family detached and single-family attached residential areas, as well as townhouses, patio homes, and condos. It was noted that any additional residential uses should maintain scale, size, and character of the Eastern Boulevard corridor.

Portions of Eastern Boulevard are still in need of redevelopment following the recent public and private investments in the area. The multiple properties in close proximity to the I-65 interchange at Eastern Boulevard contribute to one of the corridors remaining redevelopment area. The structures in this area are aging and have lost their competitiveness in the marketplace. It has been difficult to convince owners to make changes and improvements to their properties. In this case, property needs to be assembled for redevelopment and redesign. The Town is advised to create and implement a subarea plan for this redevelopment area.

Another large parcel that is in need of redevelopment is the 10.62-acre parcel property to the west of the former Value City property. This property was tied up in federal litigation for several years. There has been some interest of developers in the redevelopment and reuse of the property for commercial purposes. The parking lot is dilapidated, has poor drainage, and stands in water a large part of the year.

To assist in redevelopment and renovation of the buildings along Eastern Boulevard, the town should consider establishing a façade revolving loan fund or forgivable loan program as an incentive to businesses improving their structures.

## VETERANS PARKWAY AND GREENTREE BOULEVARD LAND USE DEVELOPMENT POLICY

Veterans Parkway continues to attract development attention, even though there are very small amounts of land available for improvements. At the junction of Veterans Parkway and Greentree Boulevard there remains approximately 15 acres of developable land. Other developers are focusing their efforts on purchasing some of the apartment complexes along Greentree Boulevard for reuse for commercial purposes. This is known as the Lombardy Drive/Greentree North/Veterans Parkway/Marlow Drive improvement project. Greentree Boulevard is presently an extension of Veterans Parkway, which could be renamed to Veterans Parkway.

The original plan for Veterans Parkway included residential and office land uses. The increase in residential uses would help facilitate the continued commercial and retail uses along the corridor.

## LEWIS AND CLARK PARKWAY CORRIDOR LAND USE DEVELOPMENT POLICY

The Lewis and Clark Parkway corridor is entering an uncertain period in its lifecycle. The central part of the corridor, between Blackiston Mill Road and Greentree Boulevard, has experienced several façade and site changes including renovations to the Green Tree Mall and a new Volkswagen Car Dealership in recent years. However, the east and west portions of Lewis and Clark Parkway have not experienced the same level of improvement and possess uncertain futures. It would be in the Town's best interest to study and prepare a subarea plan to foster future private investment in the area.

The shopping center at the I-65 and Lewis and Clark Parkway interchange is aging, contains multiple vacant store fronts, and the parking lot is in disrepair. The shopping center is suffering from competition of Veterans Parkway's big-box superstores. Because the shopping center sits on a large parcel of land that is easily accessible, the site holds value as a future redevelopment site which accommodates uses unrelated to the retail sector in portions of site. Redevelopment of the site in its entirety to accommodate uses unrelated to the retail sector is not warranted nor is it advised at this time. Recent private reinvestment in the shopping center with Charlie Wilson's Appliances, Louisville Outlet Warehouse and a Chili's Restaurant indicates the area is still perceived a variable retail location.

However, the entire property needs to be studied and redesigned to determine the best use, function, and orientation of structures and public spaces. This information should be contained in a subarea plan that includes renovations to the parking lot and addressed the underutilized retail storefronts. The entire complex and parking lots should be designed so that is not dedicated to only auto-center customers. Depending on the future land uses on the site, the parking lot may be reconfigured or used as developable land. Connections need to be made to the sidewalk that runs along Lewis and Clark Parkway.

The east side of the interchange is also in need of redevelopment. This area is smaller in size, but just as critical to the overall viability of Lewis and Clark Parkway corridor. This interchange area is one gateway to the Town of Clarksville from the larger City of Jeffersonville to the east.

## WEST RIVERFRONT HISTORIC AND CULTURAL AREA LAND USE DEVELOPMENT POLICY

The town completed a Master Plan for the West Riverfront area to assist in the development of the area as a recreational and cultural hub in 2011. The plan was adopted at the conclusion of a year-long study period which identified opportunities for 279 acres historic site in Clarksville. The study was completed by the Clarksville Historic Preservation Commission, the Clark-Floyd Convention and Tourism Bureau, and with the assistance from the Clarksville Parks Department and Board. The Master Plan identified existing conditions and discussed draft design concepts based on five-year and ten-year goals. Elements of the Master Plan included five restoration nodes within the 279 acres. These included the woodland restoration node, the meadow restoration node, the wetland restoration node, the outdoor lab node, and a visitor parking node. The Plan also included interpretive and educational stations throughout the 279 acres.

It's an objective of this Comprehensive Plan that the West Riverfront Area should become a public park that emphasizes the historic and cultural assets of Clarksville. This is the original site of the town of Clarksville, and there are significant archeological areas that should be studied and preserved.

## **CLARK'S LANDING LAND USE DEVELOPMENT POLICY**

Clark's Landing comprises over 200 acres in the southern portion of Clarksville. The area is in need of redevelopment and contains the former Colgate property which has been vacant for the last five years. The former Colgate property is eligible for designation on the National Registry of Historic Places. Additional properties in the Clarks' Landing area include a 50+ acre Marathon Oil tank farm, Carmen Industries, Water Tower Square mixed-use development, and residential and commercial developments along Riverside Drive and Woerner Avenue. The plan envisions the study area will offer a mixture of land uses such as housing, entertainment, commercial and office uses when fully redeveloped.

The Clark's Landing area will require the Redevelopment Commission to assist in addressing acquisition, lease, infrastructure, and incentives of all or part of the properties for development that would benefit the area. The Master Plan of the entire Clark's Landing area is greatly needed. A subarea master plan was completed for Clark's Landing North in 2012

## **CLARK'S LANDING NORTH MASTER PLAN**

The Clark's Landing North Master Plan provides a background and discussion of the geographical location of Clark's Landing North in relation to the town and the region. Roadway improvements are discussed and laid out as is the reuse of existing buildings. The Master Plan also includes connections with the heritage trail and the Ohio River Greenway. The Clark's Landing North Plan includes eight new mixed-use buildings, as well as four parking garages. The plan includes a historic overview and existing building architectural analysis. The plan also details various design guideline elements that future redevelopment of the area is subject to adhere to.

Clark's Landing North site design guidelines include:

- 1) Roadway design guidelines
- 2) Building design guidelines
- 3) Sustainable site design guidelines
- 4) Landscape design guidelines
- 5) Parking design guidelines
- 6) Signage design guidelines

## **SOUTH CLARKSVILLE REDEVELOPMENT PLAN**

In 2015, the Clarksville Redevelopment Commission hired MKSK, a planning consultant firm from Columbus, Ohio to prepare a redevelopment plan and economic analysis for the area shown in Map 5.2 on page 49. The above mentioned Clarks Landing area is contained within the planning scope for this plan in addition to other surrounding property that were not analyzed by the previous Master Plan. The final plan is scheduled to be reviewed for adoption in 2016. The focuses on the creation of a mixed-use town center with retail, town homes, apartment, a cultural center, and adequate parking with a defined transformation area. It also focuses on stabilizing the local neighborhoods within a defined transition area.

The proposed plan includes infill development in the surrounding residential neighborhoods and redevelopment of two local brownfield sites. The proposed plan is in keeping with the objectives of this Comprehensive Plan.

## STATEMENT OF POLICY FOR THE DEVELOPMENT OF PUBLIC WAYS, PUBLIC PLACES, PUBLIC LANDS, PUBLIC STRUCTURES, AND PUBLIC UTILITIES [COMMUNITY FACILITIES]

The purpose of this section is to provide policy for community facilities is to establish policy for future community facility needs and to accommodate the need for new services. In addition to planning for community facilities to meet the needs of present and future residents of all ages and income levels, these policies seek to ensure that the community facilities and services the community desires will have the capacity to serve new without degrading existing service levels.

Infrastructure in Clarksville, including public ways and utilities, are generally already extended to all developed areas of the town. The need for improvements or expansion of the systems will be generated internally. Some new construction would have to be completed if areas to the west, north and east are were added into the town.

It is important to realize that some of the town's infrastructure is 50 to 75 years old. For this reason, a large portion of the systems needs to be improved or replaced. The replacing or improvements to the infrastructure will be a significant cost to the town in the future. The town has experienced some of this cost with the reconstruction of the wastewater treatment plant.

Installation of infrastructure can be an incentive to attract redevelopers and developers. There has been a long history of Clarksville providing infrastructure in support of business expansions and locations. The most recent installation of infrastructure for development is the Veterans Corridor. Had the town, not had the vision to construct, Veterans Parkway the expansion of the regional shopping area would not have taken place.

Early mapping of the infrastructure systems is either nonexistent or questionable as to its accuracy. For this reason, improvements and reconstruction of infrastructure will need to be based on new inventory and location of existing facilities. An inventory of the street system was completed in 2006, in conjunction with the Governmental Accounting Standards Board (GASB) Statement No. 34. The wastewater treatment system has been inventoried, and location of manholes and data recorded. To a lesser extent, the wastewater collection lines have been inventoried and mapped. The Storm Water Department has mapped and inventoried their system as part of the letter in the MS 4 mapping requirement of IDEM. These inventories and mapping are being included in the town's GIS system for perpetual recordation.

Over the past several decades, the town has addressed improvements and upgrading some of the public buildings and structures owned and operated by the town. The town also owns 437.6 acres of public parkland and 5 miles of trails.

Existing community facilities include a police substation in the southern part of the town that also accommodates some activities of the Parks Department. Other structures include the Municipal Center, three fire stations, and the Police Headquarters. The town is upgrading the wastewater treatment structures as part of the facility improvements presently being completed. It is a policy that the town addresses the adequacy of public lands and structures for the efficiency of providing services to the citizens of the town of Clarksville.

## WASTE WATER UTILITY POLICY

The Town of Clarksville Wastewater Department has recently taken aggressive action to eliminate overflows by upgrading the treatment plant and lift stations. The new plant is able to handle peak flows of over 20 MGD, almost doubling the previous peak flow capability which should keep overflow events to a minimum.

With the wastewater treatment plant upgrade, rusted areas will either be repaired or eliminated completely. The Department changed treatment processes from a trickling filter plant to an oxidation ditch type plant. The bar



screen area, grit building, and clarifiers were eliminated altogether. The rusted conveyor in the sludge handling building is also due to be replaced.

The wastewater department intends to rehabilitate ten wastewater lift stations within the next two to three years. One additional lift station is being reviewed with other upgrades on Clevidence Blvd. With the station upgrades, a new SCADA (Supervisory Control and Data Acquisition) system for the stations is being implemented. This SCADA in conjunction with the SCADA for the new facility will bring an incredible amount of information to the department's fingertips and can increase efficiency.

It is a policy that the town continues its operation and maintenance plan for the wastewater system in order to maintain the physical asset in the best possible condition. It is also a policy that a developer of a subdivision or commercial development installs wastewater collection facilities to serve new development. In some cases, the development may be so large that it's necessary for the developer to cost share in the expansion of the wastewater treatment plant facility or collection system. At the very least, the developer pays for the capacity used at the wastewater treatment plant and expansion or improvement of the collection system.

## **HISTORIC PRESERVATION COMMISSION CURATION FACILITY PUBLIC BUILDING POLICY**

The Historic Preservation Commission is responsible for protecting two locally designated historic districts. They include a portion of the former Colgate property and part of the original town in the West Riverfront area.

The former Colgate property includes nine historically significant structures. Four structures have been classified as outstanding, and three have been classified as notable. The two remaining structures are non-contributing to the historic district.

The West Riverfront area is a large area composed of approximately 275 acres. Most of the West Riverfront area is owned and controlled by public entities. While there are no historic structures in the preservation district, it encompasses several significant archeological and cultural resource sites.

There have been many archeological studies of the West Riverfront area over the past two decades. The artifacts from these sites are located in other communities that have proper facilities for curation and storage. It is an objective of the Historic Preservation Commission to construct a curation facility to store and display these artifacts. The West Riverfront Master Plan included a Discovery Center building on property previously purchased for the West Riverfront Park.

This Discovery Center could be programmed to include curation or laboratory space, exhibits, classrooms, business center for visiting archeologist or a small gift shop. A themed playground with benches could be considered here. Trails from the Discovery Center would provide connections to Clark's Cabin, nearby picnic areas, and other portions of the West Riverfront development area. The West Riverfront, historic and cultural area has potential of becoming a heritage tourism destination point. With the land assemblage progressing and the trail soon to be completed, it should be a policy to continue the development of the area as a Park.

## **PARKS AND RECREATION PUBLIC LANDS POLICY**

Clarksville has several high-quality neighborhood parks for residents to utilize in the central and southern parts of town, but there are no community parks close to the northern neighborhoods.

The Parks Department prepares a five-year Parks and Recreation Master Plan to guide development and maintenance of the Park system. The most recent Master Plan was completed in 2013 and included an inventory of the Park system as well as a user survey. The user survey was instrumental in selecting proposed developments in regards to the Park system as it illustrated that the typical park user is not typical of the population as reported by the U.S. Census.

The Park Department has several neighborhood parks and regional parks that serve large populations. One of the most notable parks is Lapping Park and Wooded View Golf Course. Major renovations are proposed for this Park before 2018. Lapping Park is one of the few parks that have access to Silver Creek or any body of water. For that reason, a canoe launch is proposed as part of the future development of Lapping Park. Other notable parks include the Clarksville Family Aquatic Center, which is planned to have a complete renovation and new water features added in the next 2 years.

Ashland Park, along the Ohio River, is a well-used park for not only local citizenry, but also the entire Louisville, Kentucky-Indiana Metropolitan area. A major renovation is planned for this Park over the next three years. Included will be the playground replacement and remodeling of the bathrooms.

Another park close to the Ohio River is the Lewis and Clark Park and trail which is planned to be developed, and connected to the Ohio River Greenway. Planned along with this trail is a bridge over Silver Creek to connect with New Albany to the west. A total renovation of this Park and trail are major objectives of the Parks Department

The Town recently purchased eleven acres near Eastern Boulevard. As part of the purchase four acres were used to construct Gateway Park, a three acres parcel was donated to the Clarksville School Corporation for a new-technology school, and the remaining land will become a surface parking lot. The parking lot will serve not only the new park but also the adjacent Little League Park. It is an objective of Town that the new park serve as a primary location for community festivals and celebrations. Gateway Park is the newest town park and will be a place to host community events and improve civic engagement. The location is just off of Eastern Boulevard on Wolverton Way and near the Little League Park.

Other major projects to be undertaken by the Parks Department include a town wide Trail Plan as well as a trail to link the northern part of town with the central and southern portions of the town. A new park in the northern part of town is also a top priority. The Parks Department continues to include a much-needed new community center in the Master Plan. Improvements and renovations are also planned to other parks in the system.

The West Riverfront Park and Archaeological Park in the most southwestern part of town includes the Lewis and Clark Trail as well as Lewis and Clark Park. The sub-area Master Plan was completed for this Park in 2011. This is a large area of land that has been adversely impacted by illegal dumping and filling. The acquisition of this area, cleanup, and development into a regional Park is an objective of the Parks Department and the Historic Preservation Commission. The development of this area will take several years, but over time will be completed

Construction of a discovery center and curation Discovery Center could be programmed to include curation or laboratory space, exhibits, classrooms, business center for visiting archeologist or a small gift shop. A themed playground with benches could be considered here. Trails from the Discovery Center would provide connections to Clark's Cabin, nearby picnic areas, and other portions of the West Riverfront development area. The West Riverfront, historic and cultural area has potential of becoming a heritage tourism destination point. With the land assemblage progressing and the trail soon to be completed, it should be a policy to continue the development of the area as a Park.

The Parks Department updates their town wide and Park District Parks and Recreation Master Plan every five years. The Park Master Plan is a part of this Comprehensive Plan as if it were physically incorporated. Citizen input from the workshops held for the Comprehensive Plan identified the need to consider a community Park in the northern part of town as well as a neighborhood Park at the northern end of Blackiston Mill Road. These proposals should be considered in 2018 when the master plan is updated.

## TOWN COURT PUBLIC PLACE AND STRUCTURE POLICY

There is a need to upgrade or reconstruct a select number of public buildings and structures. The most notable need stems from the Town Court facilities located in the Municipal Center. The court's current facilities have become overcrowded due to an increase in case load as other town and city courts have terminated operations.

The court has developed a heavy case load and has outgrown the small facilities that it occupies in the Municipal Center. There are at least two options for satisfying the physical needs of the court. The first option is to renovate the current community center into a Judicial Center. The second option is constructing a new Judicial Center on the town campus. Other options may be identified and pursued.

## **POLICE DEPARTMENT PUBLIC, LAND PLACE, AND STRUCTURE POLICY**

The Police Department needs a training facility. The need is for a parcel of land that can be used as an EVO (Emergency Vehicle Operation) training area; this area would need an asphalt or concrete pad. Secondly, the idea of placing a training building on this site is being considered. This would allow officers to do tactical engagement without endangering the public. Three to five acres of land would be sufficient. The remaining property at the new wastewater treatment plant is a possible site for such facilities. This part of town is partially secluded and away from densely populated areas.

The second project would be a new substation. With the current location of the Park's Department possibly being closed in the near future, a new substation will be needed. The department will be looking for a location to the south end of town that can also be used as a substation, as well as a staging area for Thunder Over Louisville or community events along Riverside Avenue.

## **MUNICIPAL CENTER RENOVATION, PUBLIC LANDS, AND PLACE POLICY**

The Municipal Center campus is over 20 years old. The municipal center grounds have fallen prey to Canadian geese that are attracted to the retention ponds on the property. Due to the number of geese and ducks frequenting the town center there's very little true grass; there is green vegetation on the campus properties

The Municipal Center has long been the predominant green space in the primary shopping area. While it has been green space, it has not been organized or planned to be a Park. A long-term solution of the lack of grass and feces on the property should be pursued by finding a method of controlling the duck and geese population.

## **STREET DEPARTMENT PUBLIC LANDS AND STRUCTURE POLICY**

It was noted at the public workshops that the Street Department does an excellent job of paving streets and keeping them maintained.

With new regulations requiring that trucks should be washed indoors, rather than outside where the runoff water makes its way streams, the Street Department plans on building a truck wash building at the current Clarksville Street Department/Clarksville Storm Water Department facilities. This building will be heated and will contain a small office area and storage room.

In addition to a truck wash facility, the Street Department needs construct a new salt dome because the current facility is located within the FEMA floodplain and at risk of damage. The department intends to build a new salt dome capable of holding approximately 2000 tons of salt at the old Clarksville Drive-In property which the town now owns. This building should include a small office space and storage room.

The Street Department is in need of a new facility due to its employee and responsibility growth over the past 25 years,. This will include several buildings, new offices, new equipment in the garage and roads. The location of this new facility has yet to be selected.

## **PUBLIC WAYS DEVELOPMENT POLICY**

It is a policy for the public right of ways to be able to be utilized by pedestrians, and bicyclists, as well as motor vehicles and transit. Clarksville should improve and increase the vehicular and pedestrian connections between existing neighborhoods and new subdivisions.

It is a policy for the cost of new public street construction or improvements to be paid for by the development that is generating the need for the construction or improvements. There is a limited amount of public funding available to improve the roadway system to accommodate development. Accordingly, development should first be encouraged to go where roadways are adequate. Second, if the roadway system is inadequate, the development should locate where the public roadway improvements are programmed so that the roadway system will be adequate when the proposed development is occupied. Third, if the roadway system is inadequate, the developer should bare its prorated share of the cost of improving the roadway system to accommodate the traffic generated by the proposed development, provided that the roadway is considered an appropriate location for the proposed development and for further development of similar use and intensity based on future functional classification of the roadway. Typically, if future roadway functional classification is not considered, development may locate randomly and may result in the public making roadway improvements that are not cost effective. Improvements to higher functional level roadways are more cost effective because higher traffic volumes will use the facility, and the facilities are designed to accommodate greater volumes.

## STORM WATER DEVELOPMENT POLICIES

Stormwater policies are twofold. The first addresses the control and management of stormwater quantity and its effect on citizens, property, and public infrastructure. Storm water flooding has become an increasing issue as the Town of Clarksville and surrounding areas have continued to urbanize and install hard, impervious surfaces, such as streets, sidewalks, and structures. In 2005, the town commenced addressing storm water runoff and adopted a policy of zero increase in runoff. This policy has been maintained since that time with requirements for storm water retention and detention as well as storm water management plans and agreements with developers and homeowner associations. The 2011 zoning ordinance also incorporated low impact storm water requirements in order to catch and retain or detained storm water through construction and non-construction methodologies.

It is a policy to address existing stormwater drainage problems. Resident input from the public participation process indicated it should be a policy of the stormwater department to address existing system capacity and efficiency improvement areas. The residents identified the following locations as improvement areas:

- A. North Blackiston Mill Road neighborhood west of Blackiston's Mill and south of Silver Creek;
- B. Wellington Green Mobile Home Community;
- C. Beechwood Manor neighborhood;
- D. Greenacres neighborhood;
- E. Veterans Parkway retention basins.

It should be noted that some of the identified areas are in the floodplain or floodway and that storm water corrections may be able to be made, however, flood control is outside the purview of the Storm Water Department.

<b>Table 8.1 Storm Water Projects</b>	
<b>Location</b>	<b>Improvement Objective</b>
<b>Near-Term Storm Water Projects</b>	
<b>Lewis and Clark Parkway/Hale Road</b>	Drainage project-new 72-inch pipe through levee
<b>Beechwood Manor/Maple Court</b>	Flood protection project
<b>Ray Lawrence Park/Irving Drive</b>	Drainage improvement project
<b>Longer-Term Storm Water Projects</b>	
<b>Cane Run Creek</b>	Backflow prevention project
<b>Evergreen Drive from Keswick with to Irving Drive</b>	Drainage improvements
<b>Cedar Street</b>	Drainage improvements

It is the policy of the Comprehensive Plan to continue to resolve existing stormwater

<b>Jeffersonville Manor</b>	<b>Library/Beechwood</b>	Drainage system improvements
<b>Woodstock Drive/Broadway</b>		Storm drainage improvements

issues, including those shown in Table 8.1 and to ensure that developments continue to have zero increase in runoff.

Being a regional shopping area, there are vast areas of parking lots to accommodate shoppers. These parking lots and associated sidewalks increase the impervious area of the town of Clarksville. Not only is storm water velocity increased due to the impervious area but also toured and petroleum residue from motor vehicles are able to enter the storm water system as runoff.

The second storm water objectives focuses on the quality of storm water. In 2005, the town, Clarksville became an MS4 designated community with responsibilities to maintain and increase the cleanliness of streams, creeks, and rivers. The objective of the town is to continue assuring the quality of the stormwater runoff needs federal and state regulations.

The town of Clarksville has an excellent storm water compliance status with the Indiana Department of environmental management for the MS 4 program.

Implementation of these objectives will be through major construction projects as well as minor and more localized drainage and flooding projects. Improvements will also be made through low-impact and low-cost methods.

It is the policy of the town of Clarksville to continue the excellent storm water program and continued compliance with EPA and Indiana Department of Environmental Management regulations.

It is a policy that in a manner similar to the funding of wastewater or street construction and improvements that the development generating the need for increased stormwater collection or treatment should install the stormwater facilities or bear a proportional share of the cost of such construction or improvements based on the impact of the development on the storm water system.

## SUMMARY

This Comprehensive Plan complies with the authorization of Indiana state statutes concerning the contents and procedures for the adoption of the Comprehensive Plan. The Plan sets out the purpose of preparing the Comprehensive Plan. The plan was prepared in conjunction with five citizen workshops under the purview of a stakeholder subcommittee that assisted the staff.

The plan presents a demographic background of the town and analyzes population growth, age of the population, education, and housing. The Plan compares the Town of Clarksville with surrounding Southern Indiana communities and the State of Indiana. The demographic section of the plan indicates that growth has slowed in the recent decades from 1940 when growth accelerated. Likewise the demographic section shows that the median age of Clarksville has become significantly older. Income-wise, the town of Clarksville is similar to most of the selected reference communities but lags behind the State in median household income. Based on the demographics of the town, planning must be for an aging population that exhibits a median income less than that of the state of Indiana.

The plan reveals that the town has one of the highest rental populations in southern Indiana and exceeds the state of Indiana in this regard. The plan points out that the high density concentrations of apartment complexes gives rise to the opinion that the town needs to concentrate on the expansion of home ownership and through the development plan review procedures assure that apartment and other multifamily developments are in scale with

the neighborhood in which they are to be located and do not disrupt but contribute to the character of the neighborhood.

The plan gives a brief background of planning and zoning nationwide, as well as within the Town of Clarksville. Historically, Clarksville has, as many cities and towns and the United States concentrated on Euclidean zoning where land uses were broken down by districts. The Comprehensive Plan indicates that with the 2011 zoning ordinance update Clarksville shifted away from Euclidean zoning and towards more contemporary mixed-use developments. The plan also discusses neighborhood character in regard to form-based regulations and focuses on the neighborhood unit as a basis for planning.

The plan discusses the various neighborhood life cycles to provide an understanding of the neighborhood as a basis for planning. It recognizes that Clarksville's 23 neighborhoods are in various stages of the life cycle.

The plan stresses the geographical constraints for which the town must take into consideration to accommodate future growth. It's clear from the geographical constraints that the sustainability and future of Clarksville lays within the present boundaries and the small areas where the extension of infrastructure may be needed. The plan also stresses the uniqueness of the town in regards to its physical shape, and numerous interchanges with I-65.

The plan then commences to address the Indiana state statutes requirements for Comprehensive Plans when it sets out statements of objectives for future growth. These objectives include growth and development, sustainability as well as housing objectives, neighborhood, character objectives and a total of 28 objectives.

With the objectives as a basis for the plan statements of policy for land use development are discussed. There are 13 of these land use development policies that range from buffers in transition and geographic limitations to the proposed South Clarksville Redevelopment Area.

Finally the Comprehensive Plan closes with statements of policy for the development of public ways, public places, public lands, public structures, and public utilities. These policies were established based on comments received from Clarksville department heads, citizen workshops, and related to the demographics and objectives identified in the Comprehensive Plan.

This Comprehensive Plan should be reviewed and updated at least every five years for relevance to the situation, demographics, and objectives of that time.

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## APPENDIX A

### SEPTEMBER 2, 2015 SUBCOMMITTEE MEETING

#### COMPREHENSIVE PLAN SUBCOMMITTEE MEETING AGENDA

#### CLARKSVILLE MUNICIPAL GOVERNMENT CENTER

#### EXECUTIVE CONFERENCE ROOM

SEPTEMBER 2, 2015

#### Introduction – Sharon Wilson

- Role of the subcommittee

- Overview of comprehensive planning

#### Workshop – Dylan Fisher

- Review the staff prepared existing condition report

- Establish goals and objectives for the plan

- Conduct an open discussion and visioning exercise

#### Closing – Dylan Fisher

- Preparing for the public workshop series

**MINUTES OF A REGULAR**  
**MEETING OF THE**  
**COMPREHENSIVE PLAN SUBCOMMITTEE**  
**FOR SEPTEMBER 2, 2015**

A regular scheduled Meeting of the Comprehensive Plan Subcommittee was held at the Clarksville Town Hall, Executive Conference Room, 2000 Broadway, Clarksville, Indiana, on September 2, 2015 at 6:00 p.m.

The following were present: Paul Kraft, Town Council; Tim Hauber, Town Council; Sharon Handy, Planning Commission; John Gilkey, Town Council; Don Slone, Planning Commission and Town Council; and Lois Engebretson, Zoning Appeals and Planning Commission; Sharon Wilson, Planning Director; Ilpo Majuri, Building Commissioner; Dylan Fisher, Associate Planner; Harold Hart, Engineer; Phyllis Pooler, GIS Director; Roberta McClellan, Committee Member; Larry McKnight, Zoning Appeals; Mike Mustain; and Rebecca L. Lockard, Town Attorney.

Sharon Wilson discusses the Overview of the 2015 Comprehensive Planning Process, and the need to update the Comprehensive Plan. Geographic Boundaries are explained. Open forum discussion is held.

Thereafter, Dylan Fisher, Associate Planner, discusses the purpose and agenda of the Public Workshops.

Thereafter, Dylan Fisher, Associate Planner, clarifies the categories of the 2015 Comprehensive Plan Demographic Analysis. Discussions held in regards to the existing conditions, projections, and demographics.

Thereafter, Dylan Fisher, Associate Planner, further elaborates on topics such as:

- 1) Resident employment, schooling
- 2) Comparisons to surrounding counties
- 3) Eastern Boulevard Development
- 4) Veteran's Parkway – Pros and Cons

- 5) Possibilities of building of new housing – apartments/condos
- 6) Vacant vs. occupied homes (housing stock)
- 7) Future need of homes, size requirements
- 8) Commodities that could be utilized or added to increase interest in residents
- 9) The depreciation of existing homes, the down turn of home-owners associations.

Thereafter, a bare minimum exercise is conducted. The following recommendations are made by attendees of the meeting.

- 1) Places for the youth, entertainment, night-life
- 2) Activities for adults/seniors
- 3) Proximity, transportation
- 4) Local restaurant options vs. chain-restaurants
- 5) Living wage employment
- 6) Accommodation to interested businesses
- 7) Neighborhood revitalization

Final Comments are given. Brief discussion held. Meeting adjourned.

## OCTOBER 21, 2015 SUBCOMMITTEE MEETING

### COMPREHENSIVE PLAN SUBCOMMITTEE MEETING AGENDA

CLARKSVILLE MUNICIPAL GOVERNMENT CENTER

EXECUTIVE CONFERENCE ROOM

OCTOBER 21, 2015

#### Plan Commission

1. Call to order
2. Acclamation of minutes

#### Old Business:

1. None

#### New Business

1. University of Louisville Department of Urban and Public Affairs Presentation – Craig Barnham, Jessica Brown, and Bruce Lainhart.
2. Overview of Workshop Comments and Possible Objectives – Sharon Wilson
3. Vision Statement Discussion – Tim Hauber
4. Schedule – Sharon Wilson

#### Comments:

#### Adjournment:

**MINUTES OF A REGULAR**  
**BOARD MEETING OF**  
**THE CLARKSVILLE PLAN COMMISSION**  
**FOR OCTOBER 21, 2015**

A regular scheduled Meeting of the Clarksville Plan Commission was held at the Clarksville Town Hall, Meeting Room, 2000 Broadway, Clarksville, Indiana, on October 21, 2015 at 6:30 p.m.

The following Board Members were present: Paul Kraft, Tim Hauber, John Gilkey, Don Slone, Sharon Handy, and Lois Engebretson. Also present was Planning Director, Sharon Wilson; Building Commissioner, Ilpo Majuri; GIS Director, Phyllis Pooler; and Attorney, Rebecca Lockard .

Thereafter, Paul Kraft, President, calls for approval of the September 2, 2015 Comprehensive Plan Subcommittee Meeting Minutes by acclamation. John Gilkey makes a Motion to Approve the September 2, 2015 Comprehensive Plan Subcommittee Minutes by acclamation. Don Slone seconds such approval. Minutes Approved Unanimously.

Thereafter, Paul Kraft, President, calls for Old Business: NONE

Thereafter, Paul Kraft, President, calls for new business. Craig Barham, Jessica Brown, and Bruce Lainhart are present from the University of Louisville Department of Urban and Public Affairs to give a presentation of the Data Analysis of the Land Characteristics that they have gathered for Clarksville. Topics that are outlined include: Erosion, Suitability, Slope, Air Quality, Land Use Change, and Traffic. Discussion held. NO PUBLIC COMMENTS

Thereafter, Sharon Wilson gives an overview of the Public Participation Workshop Comments and possible objectives. Copies are provided. Discussion held. Topics discussed include the need for infill (both commercial and residential), and extending the existing Trails further North and South. NO PUBLIC COMMENTS

Thereafter, Tim Hauber leads a discussion regarding the future Vision Statement. Discussion held. NO PUBLIC COMMENTS



Thereafter, Paul Kraft, President, calls for approval of the September 2, 2015 Plan Commission Meeting Minutes. Don Slone makes a Motion to Approve the October 21, 2015 Plan Commission Minutes. John Gilkey seconds such approval. Minutes Approved Unanimously.

Thereafter, Paul Kraft, President, entertains a Motion to Adjourn. Don Slone makes a Motion to Adjourn. John Gilkey seconds such Motion. The Clarksville Plan Commission Meeting for October 21, 2015 is hereby adjourned.

### **PLAN COMMISSION**

\_\_\_\_\_  
PAUL KRAFT, President

\_\_\_\_\_  
JOHN GILKEY

\_\_\_\_\_  
TIM HAUBER

\_\_\_\_\_  
LOIS ENGBRETSON

\_\_\_\_\_  
DON SLONE

\_\_\_\_\_  
SHARON HANDY